



REFERRAL REPORT

Report Date: October 21, 2025
Contact: Dan Garrison
Contact No.: 604-673-8435
RTS No.: 17793
VanRIMS No.: 08-2000-20
Meeting Date: November 4, 2025

TO: Vancouver City Council
FROM: General Manager of Planning, Urban Design and Sustainability
SUBJECT: Vancouver's Social Housing Initiative

RECOMMENDATION TO REFER

THAT the General Manager of Planning, Urban Design and Sustainability be instructed to bring forward the amendments 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 by-laws, in accordance with the recommendations set out below, for consideration at the Public Hearing.

RECOMMENDATIONS FOR PUBLIC HEARING

- A. THAT Council approve, in principle, the application to amend the Zoning and Development By-law to add a new relaxation, associated regulations, and a new general Schedule K, to better enable 100% social housing developments, generally as presented in Appendix A;

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 A.

- B. THAT Council approve the Social Housing Rezoning Policy, generally as presented in Appendix B.
- C. THAT, subject to the approval of Recommendation B, Council approve consequential amendments to the Heritage Conservation Area Official Development Plan By-law, including the First Shaughnessy Heritage Conservation Area Design Guidelines (Appendix A3 of the HCA ODP), generally as presented in Appendix C;

FURTHER THAT the Director of Legal Services be instructed to bring forward for enactment an amendment to the Heritage Conservation Area Official Development Plan By-law generally in accordance with Appendix C.

- D. THAT, subject to the approval of Recommendation B, Council approve consequential amendments to the Interim Rezoning Policy for Social Housing and Institutional, Cultural and Recreational Uses in Former Community Visions Areas, the Villages Interim Rezoning Policy and the Seniors Housing Rezoning Policy generally as presented in Appendix D.

REPORT SUMMARY

This report recommends amendments to the Zoning and Development By-law to add a new relaxation and associated regulations to permit new non-profit, co-operative, and government-owned social, supportive and co-operative housing to be built under a development permit application. It also proposes a new rezoning policy and other by-law amendments to enable consideration of social housing proposals which do not fit into the standard zoning.

The proposed amendments implement the city-wide land-use and equitable housing visions contained in Vancouver Plan and work toward several Council-approved policies related to addressing the housing affordability crisis. They further progress efforts to simplify and improve the development approvals process and streamline the delivery of housing, prioritizing homes for those most in need. If approved, this initiative would eliminate the need for social housing projects to go through a rezoning on each individual parcel, enabling them to proceed directly to a development permit application. This would reduce cost, enable easier access to senior government funding programs and speed up the delivery of affordable homes.

The proposed rezoning policy enables consideration of innovative and non-standard social housing proposals for large or unique sites. The rezoning policy provides additional flexibility for First Nations and Indigenous-led projects in line with the City's UNDRIP Action Plan and for projects which include additional public benefits.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- Housing Vancouver 10-Year Housing Targets (2024)
- Housing Vancouver 3-Year Action Plan (2024)
- Older Persons Strategic Framework and 2025 Early Actions (2024)
- UNDRIP Action Plan (2024)
- 3-3-3-1 Permit Approval Framework (2023)
- Vibrant Vancouver: City Council's Strategic Priorities 2023-2026
- Reducing Barriers and Deepening Affordability for Non-Profit, Co-op and Social Housing in Every Neighbourhood (Members' Motion B.2) (2022) – motion response included in Appendix F
- Vancouver Plan (2022)
- Housing Vancouver (2017)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

Vancouver's Affordable Housing Challenges

Housing affordability continues to be a critical issue in Vancouver marked by rising rents, limited availability and growing need. The cost of housing continues to rise, further decoupling our housing system from income levels. Between 2014 and 2024, the price of a condominium apartment in the east side of Vancouver has increased by 119% and city-wide average rent by 67%, while median household incomes increased by 45% between 2014 and 2023. These pressures impact many households but fall disproportionately on households earning lower incomes and equity-denied groups who face a higher risk of displacement and housing insecurity or homelessness. These groups include Indigenous and racialized households, renting seniors, lone-parent families, individuals seeking to exit homelessness, youth aging out of care, and people with accessibility needs. There is a significant need for new social, supportive and co-operative homes in Vancouver as evidenced by the approximately 6,340 households currently on the BC Social Housing Waitlist and 2,715 individuals experiencing homelessness as of the last Homeless Count in 2025.

There are 589 existing non-market housing sites in Vancouver containing nearly 32,000 units. These buildings provide much needed secure and affordable homes for a wide range of households. Non-market buildings are typically mixed income enabling inclusive homes for a diversity of people to live and work in Vancouver, contributing to the social and economic vibrancy of the city. Non-market housing is owned and operated by non-profit housing or co-operative associations, or governments. Maintaining these homes in community and public sector ownership removes the profit motive, enabling units to be rented long-term at below-market rates. The addition of ongoing operating subsidies enables the even deeper levels of affordability required to house individuals on income assistance.

Vancouver Plan

Approved in 2022, Vancouver Plan is the City's long-range land use strategy that guides growth of the city in an intentional way to support complete neighbourhoods and work toward affordable housing and climate goals. The Plan includes a housing vision that advances an equitable housing system that prioritizes housing for those who need it most and increases housing diversity in all neighbourhoods. There are multiple work streams underway to advance Vancouver Plan implementation. This initiative focuses on advancing equitable housing and complete neighbourhoods. It aligns with efforts to simplify and standardize regulations for low-rise and high-rise residential and mixed-use buildings.

Housing Vancouver and Provincial Housing Targets

This initiative also works toward Council-approved 10-year housing targets (2024-2033) for 1,500 new supportive and 8,500 new non-profit social and co-op housing units respectively. These updated 10-year targets incorporate the 2023 Provincial Housing Targets Order for Vancouver which include guidance for 7,894 net new rental homes renting below the Provincial Housing Income Limits (HILs) by 2028.

Federal Housing Accelerator Fund

The Housing Accelerator Fund (HAF) provides \$119 million over four years to the City of Vancouver for various initiatives to remove barriers and build more homes faster. This initiative makes significant progress toward the HAF commitment to enable delivery of new social housing through targeted changes to zoning rules. It also aligns with efforts under HAF to

simplify development requirements and accelerate review timelines by utilizing new standard district schedules and design guidelines.

Strategic Analysis

This report proposes amendments to the Zoning and Development by-law and other associated by-laws and policies. The proposal is to enable new non-profit, co-operative, or government-owned social, supportive and co-operative housing to be built under a simplified development permit process.

1. Challenges building non-market housing

Vancouver's non-market housing sector faces significant challenges both in maintaining existing buildings and developing new buildings to meet growing need. This need is evidenced by the 6,340 households currently on the BC Housing Waitlist, 2,715 people experiencing homelessness in Vancouver and 53,965 renter households paying more than 30% of their income on housing. Previous senior government funding programs which provided annual operating subsidies to maintain low rents in existing non-market buildings are no longer available. New programs at the Provincial and Federal levels provide a combination of low-cost financing with capital grants tied to more deeply affordable units. However, escalating costs and growing need challenge the delivery of this needed housing for all levels of government as well as the community housing sector and partners.

The current funding model is for new social housing buildings to be self-sustaining over the long-term by charging higher rents for some units to cross-subsidize the deeply affordable units. For existing aging non-market housing buildings facing high repair costs and/or removal of ongoing subsidies there is an opportunity to redevelop to grow the number of units to maintain housing for existing residents, provide new homes to those in need and become self-sustaining over the long-term. There are also modest opportunities for strategic acquisition to bring more lands into the non-market sector to further grow the stock of non-market homes.

Senior government contributions will be required in addition to municipal actions to achieve the deep levels of affordability required to meet the needs of marginalized and low-income communities in Vancouver. An estimated per unit equity gap for a 6 storey wood frame social housing building, factoring in modest City per door city grants and fee waivers, is approximately \$95,000 per door. This figure increases to approximately \$155,000 per door for a concrete social housing tower.

It is anticipated that many of the new social housing buildings that would be enabled under this proposal, especially those that do not secure senior government funding, will choose a low-rise wood frame building. New social housing projects that secure additional funding, have a larger existing portfolio, are government-owned sites or are on larger sites are more likely to integrate high-rises into their proposals. This is to balance policy directions to maximize delivery of new social housing on publicly owned sites with the commensurate need to build enough units for a project to be self-sustaining over the long-term. This proposal provides opportunities for both low- and high-rise social housing projects to provide flexibility over the long-term for individual non-profits and governments to make projects work under shifting economic conditions and with and without senior government funding programs available.

Removing the rezoning process will reduce time and costs for new social housing projects and enable easier access to senior government funding programs. Given current cost escalation and limited funding availability, removing this process will further enable government funding to be allocated to deepening affordability to meet the needs of low-income households.

2. Municipal tools to increase the number of social housing homes

The non-market housing sector faces the same challenges as the private sector when attempting to redevelop and build new projects. Costs have increased significantly over the past decade and since the pandemic. The per square metre cost of a typical wood frame and concrete multi-family building has increased by 37% and 37-40% respectively between 2020 and 2025.

The City has little control over certain factors that make it challenging to build non-market housing such as capacity of the construction sector, inflationary pressure, and access to funding and financing. However, there are municipal tools which can be used to help reduce costs for these projects, including waived or reduced fees, outright development rights and expedited processes. The City already provides an exemption to Development Cost Levies for social housing and provides modest per door grants through the Community Housing Incentive Program (CHIP). This proposal works toward expediting the approvals process and providing additional development opportunities for social housing projects to utilize the full range of municipal tools to enable more social housing.

Removing the requirement for individual rezonings for new social housing projects is estimated to reduce up to twelve months to the process of building a new project. This faster and simplified process will also work toward enabling easier access to senior government funding as these programs require or give preference to having zoning in place before granting approval. As funding is allocated via a competitive request for proposals, providing a straight to development permit pathway for social housing projects provides a competitive advantage to Vancouver based social housing projects. Providing additional height and density including in high-rise forms further works toward municipal, provincial and federal policy directions to maximize the number of new social housing units on government- and non-profit-owned lands.

Approximately ten non-market housing projects per year have been approved city-wide since 2017. This proposal is not anticipated to significantly increase this rate as it is focused on streamlining and speeding up the process of approving social housing as well as reducing costs for non-profits. The initiative may provide some opportunity for strategic acquisition for non-profits to increase the development opportunity of existing sites.

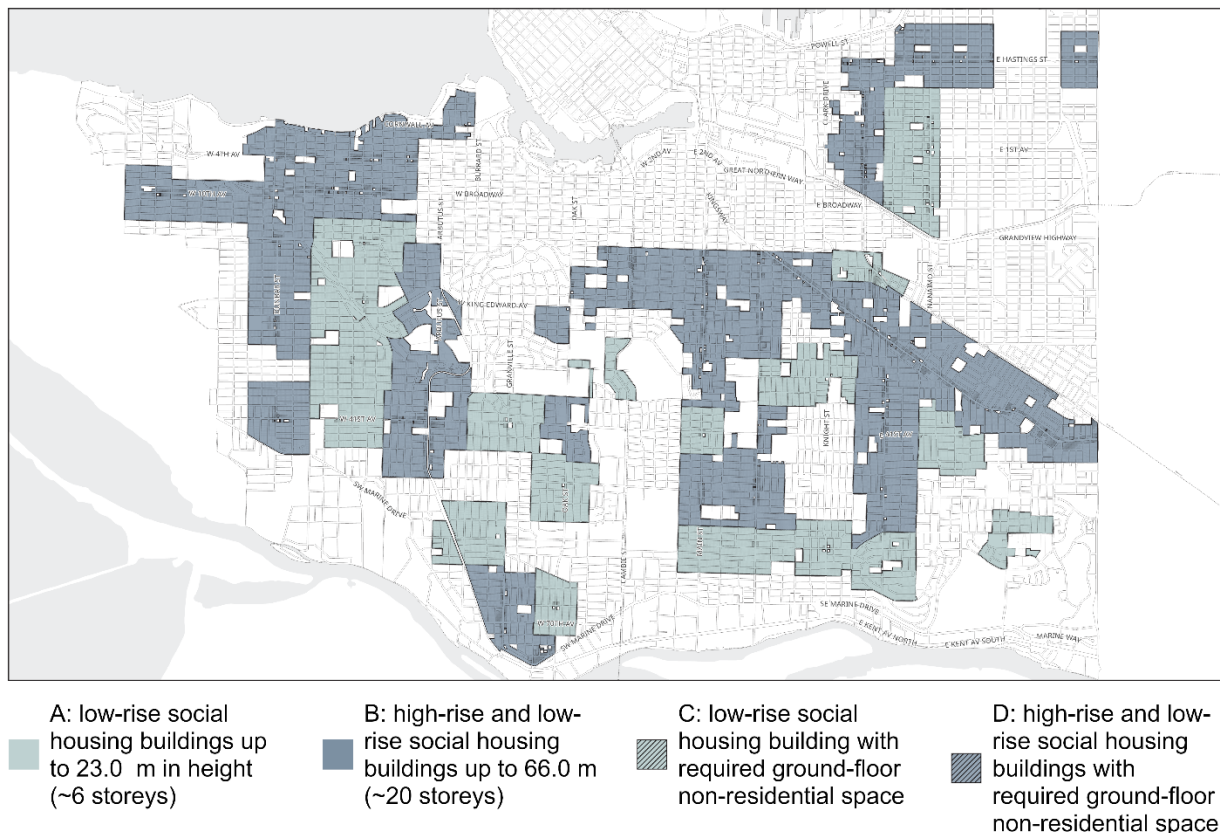
3. Social Housing Enabled through Amendments to Sections 5 and 10 and Schedule K

The proposed new relaxation powers in Sections 5 and 10 of the Zoning and Development By-law provide the ability for the Director of Planning or the Development Permit Board to approve new social, supportive and co-operative housing projects without a rezoning in areas specified in a new map contained in Schedule K.

The areas identified in Schedule K implement Vancouver Plan's land use strategy for Villages and Neighbourhood Centres. Villages are currently low-density areas that, over time, will grow into more complete neighbourhoods with a greater diversity of housing choice, shops, and services. Neighbourhood Centres are areas oriented around existing local shopping streets that will evolve over time to provide even more housing choice, employment opportunities and

amenities. Both areas are served by transit and/or rapid transit within residential neighbourhoods close to parks and schools. This initiative focuses on these areas as it fulfils Vancouver Plan's equitable housing directions to locate social housing off busy arterial streets, within established neighbourhoods and near community amenities. It also works toward geographic equity objectives by providing opportunities for social housing throughout the city rather than concentrated in a few select neighbourhoods. Currently 45% of all social housing units in Vancouver are in the downtown peninsula, Downtown Eastside and Strathcona neighbourhoods whereas other neighbourhoods have very little or no social housing. For example Kerrisdale has no social housing and West Point Grey has only 0.16% of all social housing units in Vancouver.

Figure 1. Schedule K Areas Where Social Housing Would Be Allowed under a Development Permit Process*



*For a higher resolution map see Appendix A.

New social housing buildings in existing commercial and service areas will be required to provide ground-floor non-residential space. This will maintain retail continuity at the street level, providing new employment and service space for the community and helping new buildings to fit into the neighbourhood context.

The proposed new development opportunities are limited to projects which meet the City's definition of social housing for areas outside of downtown which includes the requirement that:

- all units be owned by or on behalf of a non-profit corporation, non-profit co-operative association or government¹;
- at least 30% of the units are occupied by households with incomes below Provincial Housing Income Limits (HILs); and
- the project is secured as social housing via legal agreements for 60 years.

Streamlining and speeding up social housing delivery

New social housing projects will be regulated and aligned with the recently approved low-rise R3 and high-rise R5 district schedules. These new district schedules contain standardized forms of development and site requirements across each permitted low- and high-rise form. Their development was informed by industry engagement, design testing, economic analysis, engagement with permit and rezoning processing staff, and monitoring of existing in-stream rezoning applications. Additional engagement on the regulations contained in the district schedules was conducted with the non-profit and community housing sector as part of Vancouver's Social Housing Initiative.

These district schedules streamline housing delivery and building regulations by reducing complexity, increasing design choice and flexibility and improving certainty for applicants by creating consistent and clear rules for what can be built.

Heights and densities for social housing in Villages and Neighbourhood Centres

Social housing buildings in identified Village areas will follow the low-rise R3 district schedule, permitting a variety of low-rise and mixed-use residential buildings up to 23.0 m in height (generally equivalent to six storeys) and up to 3.00 FSR depending on site context. Lower density residential options such as townhouses and multiplexes are enabled under R3; however, the anticipated form of development for new social housing is a 6-storey apartment.

Social housing buildings in identified Neighbourhood Centre areas will follow the high-rise R5 district schedule, permitting both low-rise and a variety of high-rise apartment and mixed-use residential tower forms up to 66 m in height (generally equivalent to 20 storeys) and up to 6.00 FSR for residential apartments and 6.30 FSR for mixed-use buildings. Given the diversity of exiting non-market sites in the city, it is recognized that sites that are larger and irregular may not achieve the maximum allowable density. Staff will be developing guidance for applicants to understand early what limitations may apply to their sites. Development and Design Guidelines will also be applied through the development approvals process to further shape the proposal and minimize shadowing on parks and public spaces which may also limit densities. The R5 schedule also enables low-rise forms including 6 storey apartments and it is anticipated that this will also be a commonly used form alongside high-rises in Neighbourhood Centres for social housing projects due to the high cost of developing concrete towers and limited availability of funding.

This initiative proposes a higher maximum height allowance for social housing than is contemplated in Vancouver Plan for Neighbourhood Centres for market housing. This is in recognition of the difference between market housing buildings developed by the private sector versus 100% non-profit or government owned social housing projects. It has been common

¹ Staff will be bringing forward a report to Council with proposed amendments to the definition of Social Housing to recognize First Nation or First Nations corporations as entities that own social housing in addition to non-profits, non-profit co-operatives, the City, Province of British Columbia, and Canada.

practice in Vancouver to enable greater heights and densities for 100% social housing projects to realize various policy objectives including maximizing the number of new social housing units on publicly owned land and provide flexibility for unique site contexts and inclusion of other non-residential uses which can support both residents and the broader community such as social service space and childcare. These policies are also intended to enable social housing projects over the long-term with the goal that projects may proceed during periods of economic hardship and limited availability of senior government funding.

Both the R3 and R5 districts provide flexibility for design and site conditions including flexibilities specific to social housing in recognition of the unique challenges faced by that type of project. This includes relaxations for things such as floor plate sizes and podium heights to enable site-specific responses for sloped or oddly shaped sites.

The district schedules provide a simplified approach to regulating new developments by maintaining maximum densities (calculated as a floor space ratio, or “FSR”) but provide a more generous maximum building height for all sites. This means that achievable building heights on any given site will be contingent on factors such as size, frontage, and shape as well as applying relevant guidelines such as *Solar Access Guidelines for Areas Outside of Downtown*. Urban design analysis of a range of existing sites indicate that standard sites will reach the density limit at lower heights around 16 to 17 storeys in Neighbourhood Centres. Taller buildings up to the 20 storey maximum may be achieved on larger or irregularly shaped sites. The intent of allowing flexibility in building heights is to simplify building regulations, accommodate a greater range of building forms, enable delivery of on-site open space on larger sites and reduce the number of variances needed to respond to specific site contexts. All of this will allow a non-profit to create the most cost-effective project and be nimble in responding to senior government funding opportunities.

Design Guidelines for social housing

New social housing buildings in both Villages and Neighbourhood Centres will have the opportunity to include childcare, local-serving retail and will include a minimum of 35% two- and three-bedroom units, except for supportive housing or seniors social housing. They will be guided by the newly approved Design and Development Guidelines (DDG). These guidelines include provisions for resident liveability including common indoor and outdoor amenity space, private outdoor space, and storage. Buildings will also be subject to other design guidelines intended to protect public views and minimize shadowing on public spaces.

Social Housing Rezoning Policy

While staff expect that most social housing projects will proceed under the proposed zoning amendments, the intent of the proposed Social Housing Rezoning Policy is to provide a pathway for large sites of 8,000 m² and greater and non-standard sites to propose innovative projects. It also supports greater flexibility for First Nation-led projects in support of the City's UNDRIP commitments. The policy will enable social housing developments in First Shaughnessy and Champlain Heights, two unique areas which contain irregularly shaped sites and street patterns, and in the case of Champlain Heights, very large sites and natural areas prioritized for protection.

The policy follows the Vancouver Plan land-use framework by enabling heights of generally up to six storeys in Villages, high-rises up to 20 storeys in Neighbourhood Centres, and

consideration of greater heights in transit-oriented areas and on large sites which can accommodate multiple buildings, open space and other community amenities.

In addition to residential uses, the policy allows consideration of mixed-use buildings that incorporate childcare, cultural spaces, and new public open space. Aligned with Vancouver Plan's ecological vision, the policy incorporates provisions that seek to protect and enhance natural spaces and integrate sustainable building practices such as mass timber. The policy also allows for consideration of a market housing component in specific circumstances to support new approaches to bring private equity into large scale social housing redevelopments while maintaining non-profit and/or government ownership of the land. In these cases a market housing component would only be considered if the proposal was for a larger site where the ownership of the land was maintained by the non-profit and/or government and involves a net increase in social housing units. Through the rezoning process a proforma review would be required to assess the amount of market housing needed to maximize the delivery of social housing and/or additional public benefits.

The proposed policy replaces the current high-level social housing policy in the Interim Rezoning Policy (IRP) in Former Community Visions Areas with an updated approach that offers greater guidance to proponents aligned with Vancouver Plan. The policy coverage is expanded to include all areas outside of downtown that are not subject to a recently approved area plan or policy statement.

First Shaughnessy Heritage Conservation Area, Interim Rezoning Policies for Villages and in Former Community Visions Areas and Seniors Housing Rezoning Policy

To implement the proposed Social Housing Rezoning Policy, amendments are required to the First Shaughnessy Heritage Conservation Area (HCA), Interim Rezoning Policies (IRPs) for Villages and in Former Community Visions Areas and Seniors Housing Rezoning Policy.

The HCA amendments enable and provide guidance for consideration of social housing rezoning proposals on all sites that do not contain protected heritage property. Any new social housing rezoning application will be assessed based on the R5 district schedule which provides for design regulations for a range of building types including low-rise apartments and high-rise buildings. First Shaughnessy is largely within a Neighbourhood Centre per Vancouver Plan and so building heights will be assessed based on that context (i.e. generally up to 20 storeys) as well as site context and application of other approved Council policies and guidelines.

The following changes will be made to the Interim Rezoning Policy (IRPs) for Villages and in Former Community Visions Areas and Seniors Housing Rezoning Policy should the new Social Housing Rezoning Policy be approved to align with that new policy:

- The existing social housing policy in the IRP in Former Community Visions Areas will be removed;
- The Villages IRP will be amended to reference the new Social Housing Rezoning Policy; and
- Additional guidance will be added to the Seniors Housing Rezoning Policy to assist in interpretation of that policy alongside the new Social Housing Rezoning Policy.

Tenant Protection

The city-wide Tenant Relocation and Protection Policy (TRPP) will apply to all social housing rezoning and development permit applications. The TRPP includes specific requirements for residents of non-market housing. These requirements recognise that non-market housing providers and residents face different needs compared to market housing, specifically the need to maintain rent-geared-to income levels in any new housing. The requirements include:

- Ensuring permanent rehousing options that limit disruption to residents;
- Maintaining affordability for existing residents;
- Supporting residents with moving expenses;
- Providing additional tailored supports for special circumstances (e.g. seniors, persons with disabilities, mental health issues etc.);
- Early and ongoing communication and engagement with residents; and
- Prioritizing the right to return to the new development at rents affordable to them.

Public/Civic Agency Input

Two phases of engagement were completed as part of this initiative to explain the proposal to the public and receive feedback on the draft directions. Phase I ran for 5 weeks from September 18 to October 24, 2024. Input received from the first phase informed revisions to the proposal which was then brought forward for a second round of input which ran for 4 weeks from June 10 to July 8, 2025. For both phases the public was notified via emails to the project and Housing Vancouver Listserv which reached 1,600+ individuals, social media posts, and information on the Shape Your City (SYC) project page and City website. The project team hosted a total of 5 in-person and 3 virtual information sessions, and 5 stakeholder meetings as well as responded to questions via the SYC page, email, and telephone. Comments were received via the SYC page, written letters, emails and paper comment forms.

Figure 2: Overview of Engagement Activities and Participants

Engagement Activity	Phase I Number of touchpoints	Phase II Number of touchpoints	Total
In-person Info Sessions	80	219	299
Online Info Sessions	115	39	154
Indigenous Engagement Fair	55	n/a	55
City Advisory Committees Workshop	10	9	19
Non-Profit Housing Provider Workshop	17	49	66
Online Comment Forms Received	232	671	903
Paper Comment Forms Received	11	54	65
Written Letters received	0	26	26
Emails received	24	13	37
Sub-Total	544	1,080	1,624
Shape Your City Website Visits	11,000	4,700	15,700
Social Media Impressions	10,001	97,878	107,879
Project Video Views	100,000	n/a	100,000
Sub-Total	121,001	102,578	223,579
Total	121,545	103,658	225,203

Public and Stakeholder Comments

Below is a summary of feedback received from the public and stakeholders by topic and how they were considered under this proposal. Overall, approximately 30% of comments received were supportive, 22% were mixed/neutral and 48% were negative.

The feedback received in Phase I was more positive with 60% of comments received being supportive, 22% mixed/neutral and 18% negative. Feedback received in Phase II was more negative with 20% of comments received being supportive, 23% mixed/neutral and 57% negative. Comments were also received that were specific to the Champlain Heights neighbourhood; these were overall 12% supportive, 59% mixed/neutral and 29% negative. More detailed engagement summaries from both phases are included in Appendix E.

Positive Public and Stakeholder Comments	
Support for streamlined application process	Belief that removing rezoning process will help non-profit housing providers save money and increase social housing supply.
Support for more city-wide mixed-income social housing	Seen as an equitable approach that adds diverse housing options, particularly to neighbourhoods outside downtown, and works to meet needs of Vancouverites.
Support for diversity and prioritizing affordable housing	Belief that adding social housing to all neighbourhoods works toward inclusive communities.
Support for more density city-wide	To add more housing supply faster and spread density across Vancouver, particularly in low-density areas.
Strong support for 6-storey buildings; minor support for higher forms	Belief that 6-storey form fits within all neighbourhoods, some calls to expand these opportunities city-wide for social housing. Some belief that towers are appropriate and belong in a city and are needed to meet housing needs; minor encouragement to push for more, particularly around transit

Mixed and Negative Public and Stakeholder Comments	How comments were considered
Support for social housing but concerns about need for better infrastructure to support population growth	New social housing projects will be required to provide indoor and outdoor amenity space for residents and on-site infrastructure upgrades. The number of new projects is anticipated to be moderate, there are approximately ten social housing projects approved city-wide each year. City will continue to plan for city-wide infrastructure upgrades through Capital Planning process.
Concerns about tower building forms and increasing density in residential areas impacting neighbourhood character	Neighbourhood Centre areas were reduced to focus tower opportunities around existing transit, shopping and employment areas. Design guidelines include requirements for tower separation, setbacks, landscaping and public open space on larger sites. Proposal seeks to balance objectives to maximize number of social housing units on non-profit and government-owned land and leverage senior government

	funding programs with ensuring new buildings fit into neighbourhoods.
Concerns that proposed heights/densities were too low	Primarily from non-profits and governments encouraging additional density to help lower per unit costs and work toward maximizing social housing units on non-profit/public land to meet needs.
Concerns from some renters and members in social and co-op housing about displacement impacts of redevelopment	The Tenant Relocation and Protection Policy will apply to new social housing projects, including ensuring permanent rehousing options. Applicants will provide a Tenant Relocation Plan that details what assistance and compensation each tenant will receive.
Concerns about limiting community input and democratic process by removing rezonings	Community input will continue to be sought on proposed by-law and policy changes ahead of Council decision. Existing public notification processes for development permit applications will continue for individual projects including notification to neighbouring properties and signage. The public will continue to be able to review the application and submit comments.
Concerns that 30% of units renting at HILs is not enough affordability	Social Housing definition is set to provide the minimum affordability requirement so projects can proceed even in the face of changing economic and funding conditions. With additional funding deeper affordability is possible – out of 86 social housing projects approved since 2017, over 60% of units were rented at or below HILs, including nearly a quarter at shelter rate.
Negative perceptions of social housing associated with substance use and crime	Majority of social housing projects in Vancouver are mixed-income rental projects with diverse residents including seniors and families. Supportive housing projects which house tenants with higher needs will be required to provide an operations management plan demonstrating how the operator will prioritize safety and work with the community.
Concerns about loss of Champlain Heights Trail system	Champlain Heights removed from zoning map and future social housing projects required to go through a rezoning. Specific language and map included in Rezoning Policy to preserve trails.

Implications/Related Issues/Risk

Financial

The City enables affordable housing, in partnership with senior governments and housing partners, through:

- providing City lands at below market rates;
- securing “turnkey” affordable housing through inclusionary zoning policies;
- providing capital grants to enhance development viability and affordability;
- exempting/waiving Development Cost Levies for eligible social and rental housing projects; and

- eliminating/lowering property taxes for supportive and social housing through special assessment.

All orders of government – federal, provincial and local – have a role to play in affordable housing; as such, strategic coordination and alignment is needed across governments. The primary role of local governments is on land use policies. This report outlines a number of measures to simplify and improve the development approvals process and streamline the delivery of housing which, if approved, would eliminate the need for social housing projects to go through a rezoning on each individual parcel, enabling them to proceed directly to a development permit application. This would reduce cost, enable easier access to senior government funding programs, and speed up the delivery of affordable homes. However, without provincial and federal government partnerships and funding contributions, the City alone will not be able to address the housing crisis. Staff will continue to work with the provincial and federal governments to advance shared goals.

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

Legal

The Recommendations in this report have been developed with consideration of the recent *Vancouver Charter* housing amendments, including Bill 27-2023 (transited-oriented areas), Bill 16-2024 (inclusionary zoning and bonus density), and Bill 18-2024 (official development plans). If the Recommendations in this report are approved and the proposed Zoning and Development By-law amendments enacted, applicants may be able to proceed directly to a development permit application to develop the projects envisioned without a further rezoning application, subject to the approval of the Director of Planning or the Development Permit Board (as applicable). If a site is not eligible under this initiative or an applicant wishes to redevelop beyond what is enabled through the proposed regulations, a rezoning application will be required.

CONCLUSION

This report recommends amendments to the Zoning and Development By-law and other associated by-laws and policies to permit new non-profit, co-operative and government owned social, supportive and co-operative housing to be built under a simplified development permit process. It also proposes a new rezoning policy to enable consideration of social housing proposals which do not fit into the standard zoning. The proposal works toward implementing the complete communities and equitable housing directions in Vancouver Plan and makes progress toward the City's affordable housing targets.

* * * * *

APPENDIX A

DRAFT By-law to amend the Zoning and Development By-law No. 3575 to add relaxations to enable the development of social housing

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

1. This by-law amends the indicated provisions of the Zoning and Development By-law No. 3575.
2. In section 5, Council renumbers section 5.1.5 as 5.1.6.
3. After section 5.1.4, Council adds a new section 5.1.5 as follows:

“5.1.5 Except as otherwise specified in this by-law, in areas A, B, C, and D identified on Map 1: Social Housing Initiative Areas in Schedule K, the Director of Planning or Development Permit Board may relax the provisions of this by-law for apartment and mixed-use residential building, as applicable, where:

- (a) 100% of the dwelling units are developed as social housing; and
- (b) the development complies with the regulations in Section 10.38,

including permitting apartment and mixed-use residential building in districts that do not otherwise permit these uses, except that before granting the relaxation, the Director of Planning or Development Permit Board must consider all applicable Council policies and guidelines.”

4. In section 10, Council adds a new section 10.38 in the correct numerical order as follows:

“10.38 Social Housing

10.38.1 This section 10.38 only applies where the Director of Planning or Development Permit Board is considering use of their relaxation powers in section 5.1.5 to allow a development where 100% of the dwelling units are developed as social housing.

10.38.2 All developments are subject to Schedule J: Affordable Housing Schedule.

10.38.3 For the purposes of this section 10.38:

- (a) low-rise apartment means apartment containing more than 8 dwelling units with a maximum building height of 23.0 m;
- (b) low-rise mixed-use residential building means a mixed-use residential building with a maximum building height of 23.0 m;
- (c) high-rise apartment means apartment containing more than 8 dwelling units with a maximum building height of 66.0 m; and

- (d) high-rise mixed-use residential building means a mixed-use residential building a maximum building height of 66.0 m.
- 10.38.4 The following developments are permitted in the areas identified on Map 1: Social Housing Initiative Areas in Schedule K:
 - (a) in area A, only low-rise apartment and low-rise mixed-use residential buildings are permitted;
 - (b) in area B, only low-rise apartment, low-rise mixed-use residential building, high-rise apartment, and high-rise mixed use residential building are permitted;
 - (c) in area C, only low-rise mixed-use residential building is permitted; and
 - (d) in area D, only low-rise mixed-use residential building and high-rise mixed-use residential building are permitted.
- 10.38.5 Despite any other section, the maximum site area is 8,000 m².
- 10.38.6 Low-rise apartment and low-rise mixed-use residential building must comply with the regulations that apply to the R3-1 district, except that the maximum building height is 23.0 m.
- 10.38.7 High-rise apartment and high-rise mixed-use residential building must comply with the regulations that apply to the R5-1 district, except that:
 - (a) for apartment, the maximum floor space ratio is 6.00;
 - (b) for mixed-use residential building, the maximum floor space ratio is 6.30; and
 - (c) the maximum building height is 66.0 m.
- 10.38.8 Despite the regulations in the R3-1 district and the R5-1 district, in areas C and D on Map 1: Social Housing Initiative Areas in Schedule K, for mixed-use residential building:
 - (a) no portion of the first storey, extending across its full width, may be used for residential purposes except for entrances to the residential portion;
 - (b) where the R3-1 district regulations would otherwise apply:
 - (i) the minimum front yard depth is 2.5 m;
 - (ii) the minimum side yard depth is 0.0 m;
 - (iii) the minimum rear yard depth is 1.5 m;
 - (c) where the R5-1 district regulations would otherwise apply:

- (i) the minimum front yard depth is 2.5 m;
- (ii) the minimum side yard width is 0.0 m;
- (iii) the minimum rear yard depth is 1.5 m; and
- (d) any portion of underground parking, including an access ramp, may project into a front yard.

10.38.9 The Director of Planning or Development Permit Board may vary any of the requirements in the R3-1 district and the R5-1 district if the Director of Planning or Development Permit Board considers the intent of sections 10.38.1 to 10.38.8.

5. Council adds a new Schedule K as attached to this by-law as Schedule A, in the correct alphabetical order.

6. This by-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this day of , 2025

Mayor

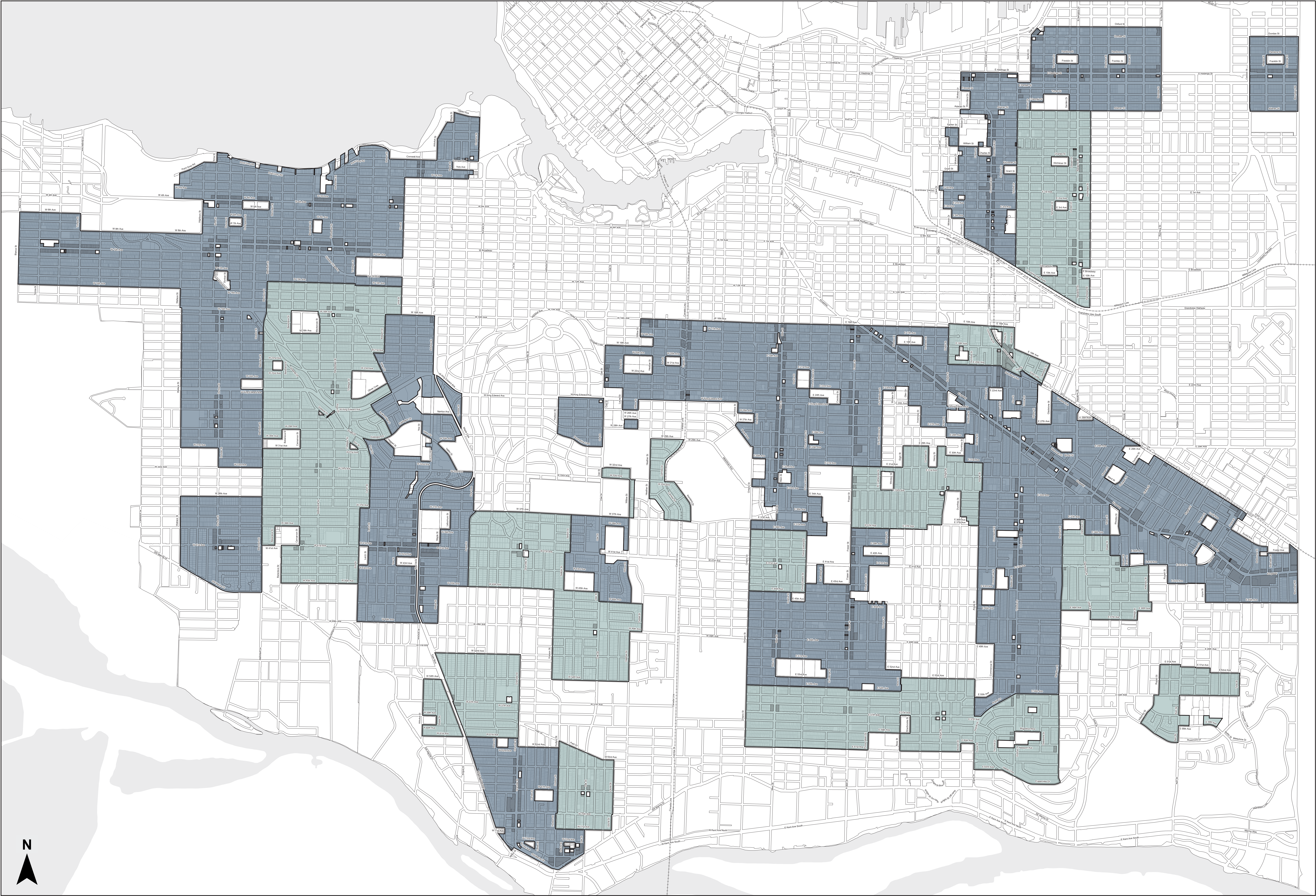
City Clerk

Schedule K

Social Housing Initiative

This is Schedule “K” to By-law 3575, being the “Zoning and Development By-law”.

The map below identifies areas A, B, C, and D where the Director of Planning or Development Permit Board may permit developments where 100% of the dwelling units are developed as social housing.



Policy

Social Housing Rezoning Policy

Approved by Council [Month Day, Year]

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1 BACKGROUND AND CONTEXT

Vancouver faces significant housing affordability challenges marked by rising rents, limited availability and growing need. These pressures impact many households but fall disproportionately on households earning lower incomes and equity-denied groups who face a higher risk of displacement and housing insecurity or homelessness.

The Vancouver Plan (2022), the City's unified land-use framework to guide growth and change over the next 30 years, provides a vision for an equitable housing system that prioritizes housing for those who need it most. This involves using the City's land-use tools to create opportunities for secure and affordable housing, mitigate displacement while recognizing the need for renewal and growth and create inclusive neighbourhoods. This rezoning policy helps achieve these goals by enabling more social, supportive and co-operative homes for those most impacted by housing unaffordability and insecurity. This includes Indigenous and racialized households, renting seniors, lone-parent families, individuals seeking to exit homelessness, youth aging out of care and people with accessibility needs. It provides for inclusion of associated service and cultural uses alongside expanded non-market homes in areas close to existing and future transit infrastructure across Vancouver.

The Social Housing Rezoning Policy aligns with Housing Vancouver (2024), which provides direction to prioritize social housing near transit hubs and advance transformation of low-density neighbourhoods to include affordable housing options. The policy works towards the Provincial Housing Targets Order (2023) for Vancouver by increasing the supply of new homes renting below the Provincial Housing Income Limits. The United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) Action Plan (2024) has a key goal of prioritizing opportunities for Musqueam, Squamish, and Tsleil-Waututh to provide affordable housing in vibrant and healthy communities for both Nation members and non-members. This policy enables additional flexibility for Nation and Indigenous non-profit owned affordable housing projects to advance the City's UNDRIP commitments and Reconciliation goals.

2 INTENT

The intent of the Social Housing Rezoning Policy is to create more social, supportive and co-operative housing options near transit, green spaces and off busy streets, contributing to building complete and inclusive neighbourhoods. The development opportunities in this policy are limited to non-profit and non-profit co-operative housing organizations and governments, including First Nation governments and corporations. The policy enables renewal and expansion of existing non-market housing buildings and development of new non-market housing on non-profit, co-operative, First Nations and government-owned lands. It works in tandem with other regulations which enable social housing projects to proceed under a simplified development permit process by enabling consideration of projects which cannot take advantage of those standard zoning rules or are located outside of areas where social housing is enabled through a development permit.

This policy applies to all applications received on or after [XX, 2025]. Rezoning applications will be considered when all the following criteria are met.

3 RELATIONSHIP TO EXISTING AREA PLANS AND CITY-WIDE POLICIES

This policy applies to rezoning applications for lands within the areas identified in Map A.

- 3.1.1 Where area plan policies enable less height and density than those enabled by this policy, additional height and density will be considered subject to this rezoning policy. Where this is the case, this policy provides additional guidance, which may differ from existing area plans.
- 3.1.2 Where areas identified in Map A overlap with areas also subject to existing city-wide policies such as the Transit-Oriented Areas Rezoning Policy which enable increases in heights and densities, these policies should not be layered on top of the heights and densities in this rezoning policy, except for mass timber projects, which can be considered in accordance with the Mass Timber Policy for Rezoning.

4 POLICIES

4.1 Height, Density, Location and Form of Development

Subject to urban design performance including consideration of public realm shadowing, protected public views, frontage length, building massing and setbacks, the locations and associated heights that would be considered under this policy are outlined in Table 1. Achievable densities will vary depending on site context and impact of relevant policies and guidelines.

Table 1: Height, Location and Form of Development

Areas subject to this rezoning policy	Additional Height Considered Through Rezoning*
Areas outside of Vancouver Social Housing Initiative Neighbourhood Centres (see yellow areas of Map A)	Generally up to 6 storeys
Vancouver Social Housing Initiative Neighbourhood Centres (see purple areas of Map A)	Generally up to 20 storeys

- 4.1.1 Additional height above those identified in Table 1 will be considered for challenging site conditions, to support significant government investments and to achieve other objectives for community amenities and services.

- 4.1.2 Large sites that are approximately 8,000 m² or larger in any area subject to this rezoning policy in Map A and all sites within Transit Oriented Areas will be considered for additional heights and densities to maximize new social housing units and associated public benefits.
- 4.1.3 Proposals under this policy should adhere to applicable Council policies and guidelines, including the Design and Development Guidelines and Solar Access Guidelines for Areas Outside of Downtown, noting these guidelines enable consideration of exceptions for social housing projects on a case-by-case basis.

4.2 Housing

- 4.2.1 Rezoning applications will be considered where 100% of the residential floor space is social housing as defined by the Zoning and Development By-law, which includes requirements that social housing must:
- (a) Be owned by a non-profit corporation, non-profit co-operative association or by or on behalf of a level of government or First Nation or First Nations corporation;
 - (b) At least 30% of the dwelling units are occupied by households with incomes below housing income limits, as published by the British Columbia Housing Management Commission; and
 - (c) Be secured as social housing via legal agreements.
- 4.2.2 Legal agreements to secure social housing (e.g., Housing Agreement pursuant to section 565.2 of the Vancouver Charter, including no stratification and no separate sales covenants for residential units) or any legal mechanisms deemed necessary by the Director of Legal Services and the Director of Planning, Urban Design and Sustainability will be used for a term of 60 years or the life of the building, whichever is greater.
- (a) Legal agreements to secure seniors social housing will include in the Housing Agreement or other legal agreement restrictions on occupancy to those aged 55 years of age or older.
- 4.2.3 In recognition of limited funding availability and viability challenges in redeveloping large social housing sites to replace existing and add new social housing units and/or include additional public benefits, rezoning applications which include a portion of the residential floor area as market housing will also be considered provided the following criteria are met:
- (a) The site is large enough to accommodate multiple buildings;
 - (b) Ownership of the land remains with a non-profit corporation, non-profit co-operative association or a level of government or First Nation or First Nations corporation; and
 - (c) The proposal includes a net new increase in the number of social housing units above what currently exists.
- 4.2.4 A proforma review will be required to assess the amount of market housing needed to ensure the delivery of social housing is maximized and/or additional public benefits are secured.

4.3 Tenant Relocation and Protection

- 4.3.1 All rezoning applications considered under this policy are subject to and must meet the Tenant Relocation and Protection Policy and provide support and assistance to all eligible tenants on site. This policy helps mitigate the impacts of redevelopment on existing tenants, including but not limited to:
- (a) Ensuring permanent rehousing options that limit disruption to residents;
 - (b) Maintaining affordability for existing residents;
 - (c) Support with relocation and consideration of special circumstances;
 - (d) Communication and engagement with residents; and
 - (e) Prioritizing the right of first refusal to return to the new building.

4.4 Reconciliation

- 4.4.1 Rezoning applications for proposals owned and led by the Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation, or an Indigenous non-profit housing organization to advance the City's UNDRIP Strategy and Action Plan and Reconciliation goals may exceed the heights in Table 1 and will be considered on a case-by-case basis.
- 4.4.2 Inclusion of additional uses that support cultural and economic reconciliation will be considered for proposals owned and led by the Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation or an Indigenous non-profit housing organization on a case-by-case basis.

4.5 Mixed-Use Residential Building Policies

- 4.5.1 Where the existing zoning (e.g. C-2) or an existing area plan policy requires non-residential or commercial uses (e.g. at-grade commercial, second floor office space, or a specific FSR for commercial space), this will also be required for proposals being considered under this policy.
- 4.5.2 Sites which are not impacted by 4.5.1 but are within areas which could support City goals around achieving complete, transit-oriented neighbourhoods (e.g. within 800 m of a SkyTrain Station or Bus Exchange, in an area which lacks local commercial options), applicants will be encouraged to explore inclusion of non-residential or commercial uses.

4.6 Housing for Families and Unit Mix

- 4.6.1 The Family Room: Housing Mix Policy for Rezoning Projects will apply to rezoning applications considered under this policy, except if the proposal includes:
- (a) Seniors social housing; or
 - (b) Supportive housing; or

- (c) Social housing projects replacing Single Room Occupancy hotels

4.7 Sustainable Large Developments

- 4.7.1 Rezoning applications that are large developments involving a land parcel or parcels having a total size of 8,000 m² or more or contain 45,000 m² or more of new development floor area are subject to the Rezoning Policy for Sustainable Large Developments.

4.8 Natural Areas and Champlain Heights Trail System

- 4.8.1 Rezoning applications that are located within natural areas identified in Map A will be assessed for opportunities to protect and enhance existing natural features and green space, including:
 - (a) Retention of existing ecological attributes and natural features through site planning and design, to preserve ecological function and contribute to tree protection.
 - (b) Use of ecological landscaping that incorporates diverse, non-invasive and climate resilient species, planting patterns and habitat features.
 - (c) Restoration measures where impacts to natural areas cannot be avoided.
- 4.8.2 The natural areas of the Champlain Heights Trail System, identified in Map A, provide unique ecological attributes and community benefits in Southeast Vancouver. Rezoning applications that are adjacent to or include portions of this natural area and trail system are subject to 4.8.1 and also required to:
 - (a) Consider the natural area and trail system as a priority asset in development proposals and demonstrate efforts to preserve these assets.
 - (b) Where impacts to the natural areas and trail system cannot be avoided, provide for restoration measures to maintain tree canopy, ecological connectivity and connectivity of the trail system.

4.9 Childcare, Institutional Uses and Cultural Facilities

- 4.9.1 Applications should minimize the loss of institutional uses, childcare and cultural facilities, as defined in the Zoning and Development By-law and the Vancouver Development Cost Levy By-law. It is generally expected for these uses to be replaced in any redevelopment and will be assessed on a case-by-case basis, recognizing that social housing projects face additional funding challenges and may not be able to provide one-for-one replacement.
- 4.9.2 Development proposals that are being considered under this policy will be assessed for childcare feasibility. If the site is found to be suitable, the non-profit or government may be asked to consider securing space for non-profit or public childcare within the development, with an FSR exemption for the childcare space, provided it is feasible when considering viability of the entire project and subject to the availability of senior government funding. Staff will seek to leverage senior government funding for these types of projects.

4.10 Utilities and Infrastructure

- 4.10.1 Proposed developments will be assessed in terms of their impacts to utilities and infrastructure to ensure adequate servicing. Typical conditions may include upgrades to sewer, drainage, and potable water infrastructure, as well as transportation and public space improvements. Site-specific requirements may be identified based on location, proximity to City assets, and project scale.

APPENDIX: REZONING POLICY MAP

Map A: Location of sites that can be considered under the Social Housing Rezoning Policy

AREAS SUBJECT TO THIS REZONING POLICY

Areas outside of Vancouver Social
Housing Initiative Neighbourhood
Centres

Vancouver Social Housing Initiative
Neighbourhood Centres

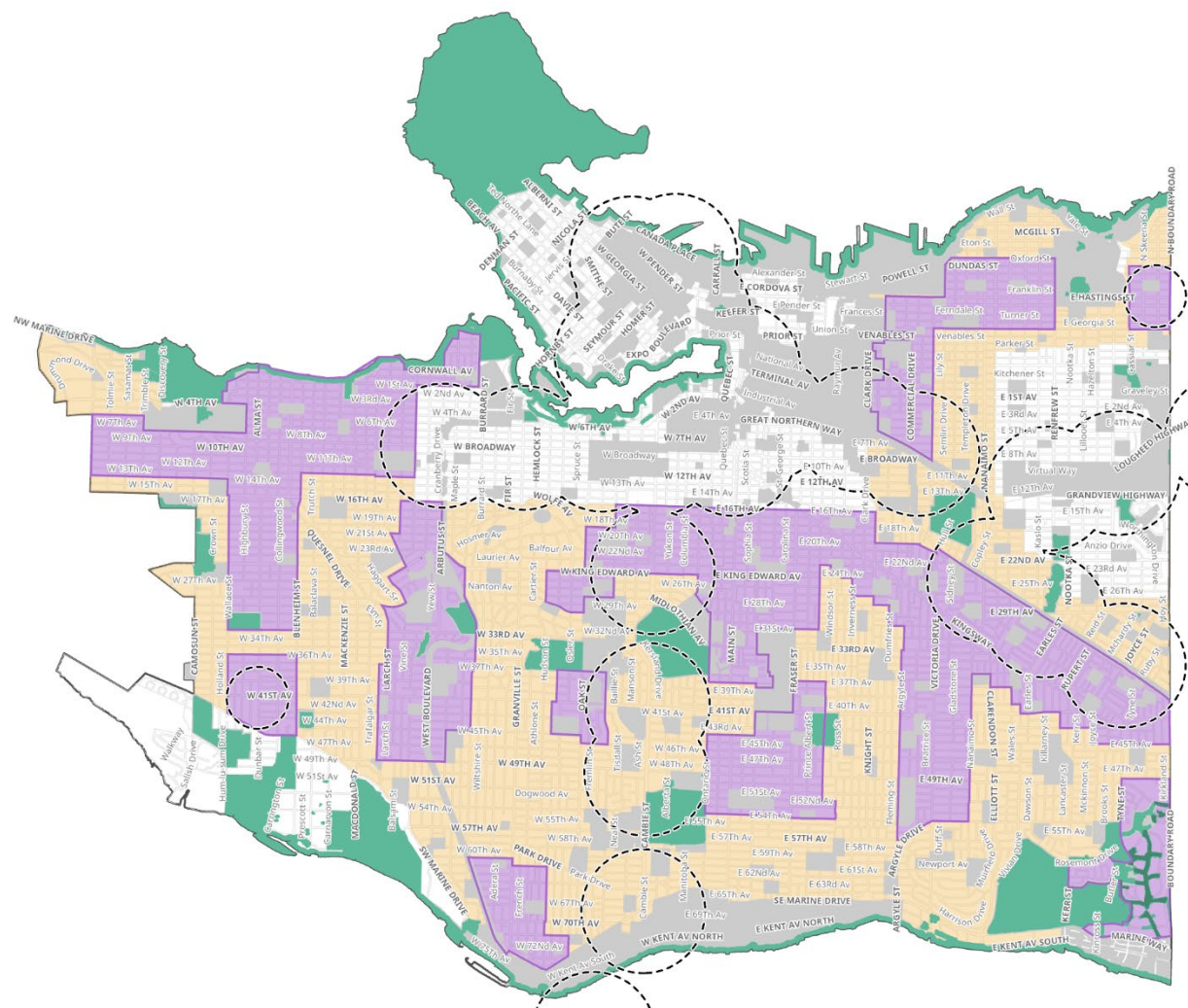
Transit-Oriented Areas

EXCLUSIONS

Parks, cemeteries, public schools,
hospitals, community centres,
industrial districts without residential
uses, and policy statement areas

Champlain Heights Trail System

Natural Areas



APPENDIX C

DRAFT By-law to amend the Heritage Conservation Area Official Development Plan By-law No. 11349 to enable the development of social and special needs housing

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

1. This by-law amends the indicated provisions of Schedule 1 of the Heritage Conservation Area Official Development Plan By-law No. 11349.

2. In section 2.8, Council:

(a) strikes out “Affordable” in the heading and replaces it with “Social”; and

(b) strikes out “affordable” and replaces it with “social”.

3. In section 3.2(h), Council:

(a) strikes out “limited”; and

(b) strikes out “affordable” and replaces it with “social”.

4. In Schedule A, section 1.13, Council:

(a) strikes out “Affordable” in the title and replaces it with “Social”;

(b) adds the following before the first paragraph:

“1.13.1 Rental Housing”

(c) in the first paragraph, strikes out “affordable housing,” and “, and special needs housing”; and

adds the following new subsection 1.13.2 after the last paragraph:

“1.13.2 Social Housing and Special Needs Housing

Rezoning applications in support of and in accordance with Council policies regarding social housing and special needs housing may be considered. Such rezoning applications will only be considered on sites that:

(a) do not contain protected heritage property; and

(b) do not contain buildings that, in the opinion of the Director of Planning, have heritage character or heritage value.

Rezonings must comply with all applicable Council policies and guidelines.”.

5. In Schedule A, Appendix A3, section 5, Council strikes out “Affordable” in the title and replaces it with “Social”.

6. In Schedule A, Appendix A3, section 5.1, Council:

(a) in the first paragraph, strikes out “affordable” and replaces it with “social”;

(b) strikes out “The” and adds “For rental housing, the” to the beginning of the second paragraph; and

(c) adds the following new paragraph after subsection (j):

“For social and special needs housing, the general form of development will be reviewed based on consideration of applicable social and special needs housing policies including the Social Housing Rezoning Policy.”.

7. This by-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this day of , 2025

Mayor

City Clerk

APPENDIX D

Summary of Proposed Consequential Amendments to Policies

Note: Amendments to Council-adopted policies will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

Interim Rezoning Policy for Social Housing, Institutional, Cultural and Recreational Uses in Former Community Visions Areas		
Section	Amendment	Rationale
Title	"Interim Rezoning Policy for Social Housing , Institutional, Cultural and Recreational Uses in Former Community Visions Areas"	Removing reference to social housing in IRP as the Social Housing Rezoning Policy will be the new enabling policy for social housing in the areas covered by the IRP.
1	"rezoning policies for social housing , institutional, cultural and recreational uses"	
2	"In line with directions in the Vancouver Plan and Housing Vancouver Strategy , the policies in this document enable consideration of the rezoning applications for social housing , institutional, cultural and recreational uses in the former Community Visions areas shown on Map 1: Areas Where Rezoning for Social Housing , Institutional, Cultural and Recreational Uses May be Considered."	
3	<i>Delete all of Section 3.1 Social Housing, including 3.1.1 Renumber 3.2 and 3.2.1 as 3.1 and 3.1.1 respectively</i>	
Map 1	"Map 1: Areas Where Rezoning for Social Housing , Institutional, Cultural and Recreational Uses May be Considered ⁴ "	
Map 1	"⁴ In residential areas outside of the former Community Vision areas identified in Map 1, the City will continue to consider social housing projects through the use of the Affordable Housing Policies (1989)."	

Villages Interim Rezoning Policy		
Section	Amendment	Rationale
2.3	"Applications for projects involving 100% social and supportive housing, or community care facilities or group residences."	Adding reference to Social Housing Rezoning Policy as new enabling policy for social housing in Village areas during the planning process.
2.3	<i>New bullet:</i> "Applications for social housing under the Social Housing Rezoning Policy."	

Seniors Housing Rezoning Policy		
Section	Amendment	Rationale
1	<i>Insert at end of section</i> "There is overlap between the areas where rezoning applications for Seniors Social Housing may be considered under this policy and the Social Housing Rezoning Policy. In those areas, Seniors Social Housing Projects may also be considered under the Social Housing Rezoning Policy. This policy does not apply to a rezoning application submitted under the Social Housing Rezoning Policy."	Including new wording to provide additional guidance to applicants and explain geographic overlap between Seniors Rezoning Policy and Social Housing Rezoning Policy.
Table 1	Seniors Social Housing ²	
Table 1	<i>Insert new footnote</i> "2 There is an overlap between the areas where rezoning applications may be considered under this policy and where they may be considered under the Social Housing Rezoning Policy. Seniors Social Housing projects may also be considered under the Social Housing Rezoning Policy. Where a rezoning application is submitted under the Social Housing Rezoning Policy, the requirements of this rezoning policy do not apply and should not be referenced. Applicants are encouraged to review both policies to determine which enabling policy to apply under."	

WHAT WE HEARD

Vancouver's Social Housing Initiative

Engagement Summary

January 2025



Acknowledgement

The City of Vancouver is on the unceded traditional territories of the xʷməθkʷə́y̓əm (Musqueam), Skwx̌ wú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations. The Nations have a spiritual, cultural, and economic connection to the land since time immemorial. The term unceded acknowledges the dispossession of the land and the inherent rights that the Nations hold to the territory. The term serves as a reminder that xʷməθkʷə́y̓ əm (Musqueam), Skwx̌ wú7mesh (Squamish), and səliłwətał (TsleilWaututh) have never left their territories and will always retain their jurisdiction and relationships with the territory.

City of Vancouver

Vancouver City Council endorsed the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) in 2013 and has designated Vancouver as a City of Reconciliation. To achieve its goals, the City established the Reconciliation Framework in 2014, which was reaffirmed by the City in 2022. In October 2022, Vancouver City Council adopted the UNDRIP Strategy for Vancouver. In June 2024, the UNDRIP Action Plan was approved by the Councils of all partners. All City activities including implementation of the Broadway Plan will align with, and advance, the UNDRIP Strategy's calls-to-action.

Learn More

There are a number of resources available to learn more about the historical and current relationship the xʷməθkʷə́y̓əm (Musqueam), Skwx̌ wú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations have with the land now known as the City of Vancouver. Their websites contain information about their histories, cultures, governance, and ways of affirming their continuity on these lands:



Musqueam Indian Band: www.musqueam.bc.ca



Squamish Nation: www.squamish.net



Tsleil-Waututh Nation: www.twnation.ca

Please visit the City of Vancouver website to learn more about the designation as a City of Reconciliation, the City of Vancouver's United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) Strategy, the City's UNDRIP Action Plan, and the City of Vancouver's First Peoples: A Guide for Newcomers.

[Read the City of Reconciliation webpage here](#)

[Read the City of Vancouver's UNDRIP Strategy here](#)

[Read the City of Vancouver's UNDRIP Action Plan here](#)

[Read First Peoples: A Guide for Newcomers here](#)

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3. What We Heard

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1. Introduction

Project Overview

Making Vancouver more inclusive and equitable is a key priority of Vancouver Plan, the city’s long-term land-use strategy. Vancouver’s Social Housing Initiative works toward the critical need for affordable housing by simplifying and changing zoning regulations to allow for mixed-income social, supportive, and co-operative housing to be built without a rezoning in all Vancouver neighbourhoods.

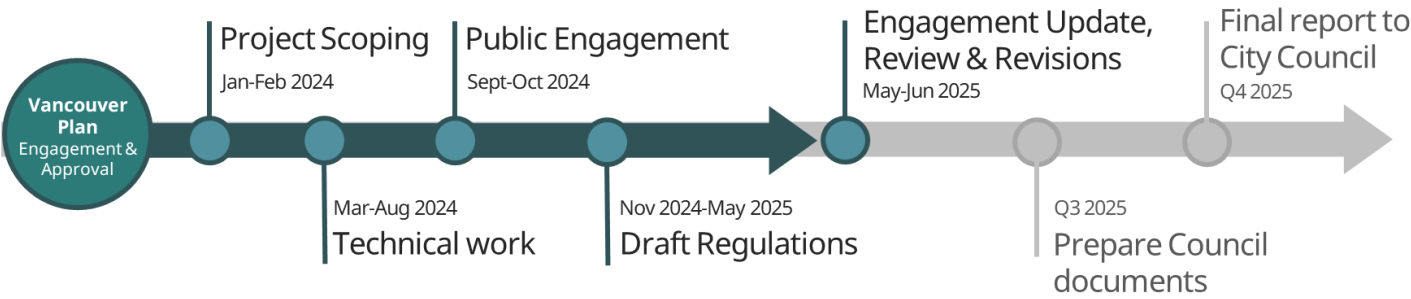
Taking direction from Vancouver Plan’s approved land use vision, this initiative would permit non-profit and government organizations to build social housing buildings from 6 to 18 storeys, depending on neighbourhood type, with a focus on areas close to transit and commercial centres.

New buildings will have the opportunity to include local-serving retail and childcare alongside social housing.

These proposed changes would allow social housing projects to be built faster with less cost, giving priority to providing homes for people who need them most and working toward maintaining diversity in the city.



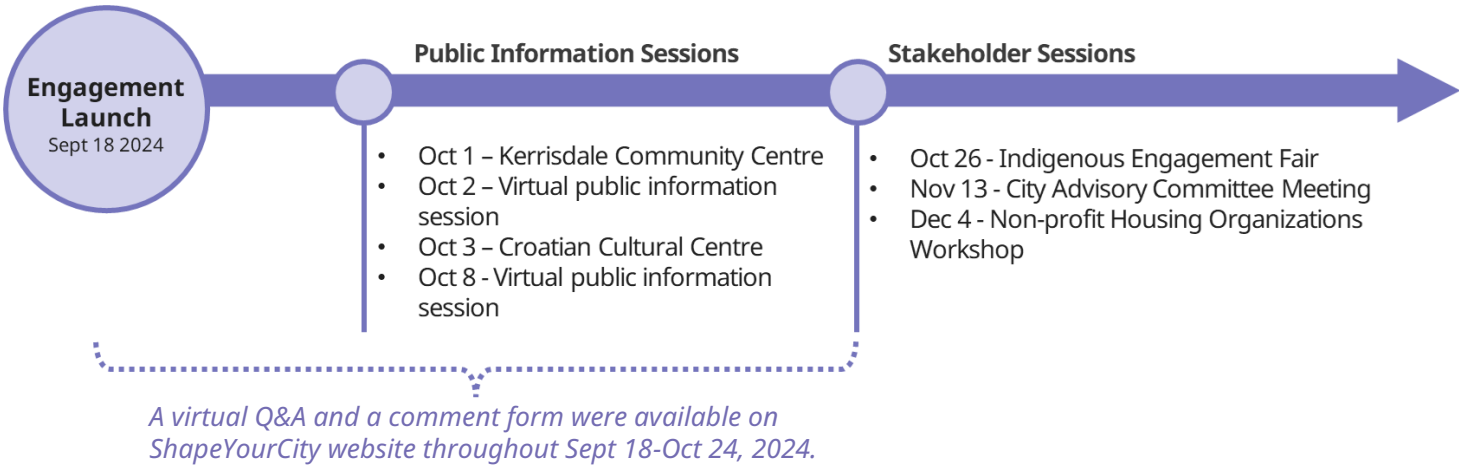
Timeline



*Note the timeline has been updated to target bringing this proposal to City Council in Q4 2025 rather than Q2 2025.

2. Engagement Process

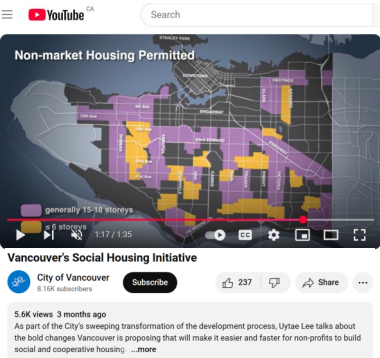
This report is a summary of what was heard through a process that involved in-person and virtual public information sessions, an online comment form, and targeted stakeholder workshops.



Engagement Activities

From September 18 to December 4, 2024, staff carried out a series of outreach and consultation efforts aimed at increasing awareness and introducing key elements of Vancouver's Social Housing Initiative. The combined activities generated approximately 121,500+ engagement touch points, including both the public and stakeholders.

Event/Platform	# of Touchpoints
In-person Info Sessions	80 Attendees
Online Info Sessions	115 Attendees
Indigenous Engagement Fair	55 Attendees
City Advisory Committee	10 Attendees
Non-profit Workshop	17 Attendees
Shape Your City Website	11,000 Visitors
Online Comment Form	232 Forms Received
Social Media	10,001 Interacted (200,249 Views)
Project Summary Video	100,000+ Views
Total	121, 500 +

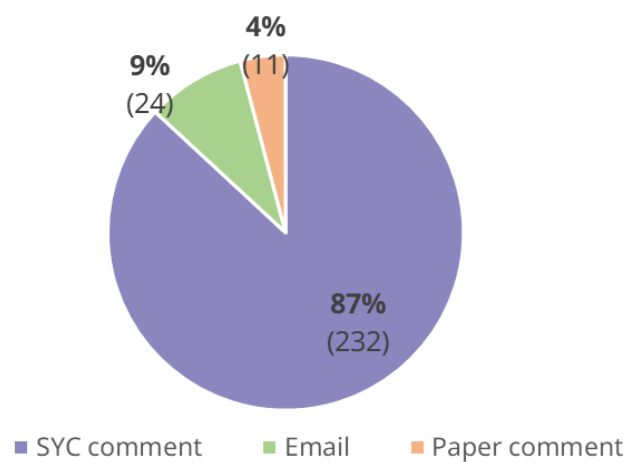


3. What We Heard

Staff received a total of 267 direct comments on the initiative from the public:

- 232 from the ShapeYourCity page comment form;
- 11 paper comment forms;
- 24 emailed comments.

Source of Comments, by format (n=267)

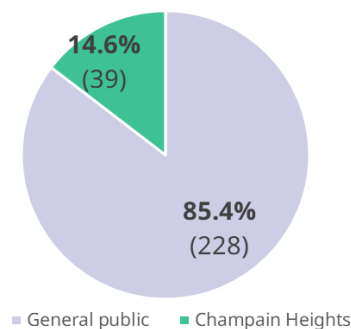


Staff coded the comments received via the Shape Your City Page by level of support and high-level themes to learn about the general attitudes towards the initiative and the key areas of interest.

A Note on Champlain Heights

A notable portion of comments were from the Champlain Heights neighbourhood and specific to that area. This feedback has been summarized in a separate section below in recognition of the area-specific nature of the comments.

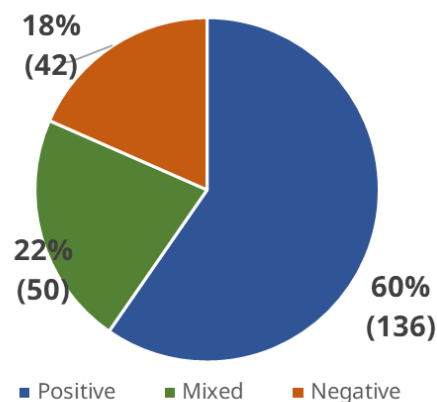
Source of comments, by groups (n=267)



How do people feel about the initiative?

Overall, 60% of the comments were positive and supportive. 22% were mixed, expressing some concerns but not opposing the initiative. 18% were opposed to the initiative.

Level of support from general public comments (n=228)



Key Feedback Themes

Supportive/Positive Comments Key Themes Quotes

Support for streamlined application process

- General support for removing the rezoning requirement for social housing projects.
- Acknowledges the difficulties non-profit housing providers face and values the time and cost savings, which help boost social housing supply.

Cool! It's good to see such a dramatic improvement in rezoning time. Knocking 12-18 months off of the process will make a lot of projects viable that otherwise wouldn't have been. This is a great step and is very encouraging!

Overall, a great looking proposal. I think the proposal will increase availability of affordable housing for a variety of residents and distributed across the city. I really like that it does so by relaxing zoning restrictions, making it possible to put more resources toward providing housing rather than spending them on potentially navigating a long and complicated rezoning process.

City-wide social housing

- Support for enabling social housing across all neighborhoods, not just downtown.
- Seen as an equitable approach that spreads densification costs and opportunities, adding diverse housing options city-wide.

I'm glad to see this initiative brought forward as one of many ways to address the housing shortage in Vancouver. I would fully support expanding the areas where this updated zoning would apply to the entire city.

Need housing outside of DTES-working as a nurse at Saint Paul's I see a lot of indigenous women looking for options that won't exacerbate addiction issues and environmental triggers.

Affordable housing

- Positive recognition of increased affordable housing.
- Accelerating the approval process will benefit those in need the most.

More housing is great, more social housing is extra great. I think this will allow affordable housing to be built in more neighbourhoods and Vancouver desperately needs more....

I strongly support measures such as this that remove barriers to producing affordable housing...If anything, I wish the proposed areas could be expanded.

Densification

- Support for more density across the city to add more housing supply through a streamlined application process.
- We heard suggestions for pre-zoning market rental as well as social housing to increase the overall supply of rental housing.

Too much of Vancouver is single family housing, we need to spread density out across Vancouver and cut the red tape that makes building so laborious. This is a great step towards a more inclusive city that can grow to meet demand.

Be bold with density: allow 18 storeys anywhere if they're non-profit owned. There are so few chances to get the funding for projects like this: we should be optimistic and take every chance we get.

Diverse population

- Mixed-income social housing helps retain a diverse population, including families, young professionals, and low-to-moderate income workers.

I expect positive downstream effects including (but not limited to) a healthier age distribution within the local population, more families, and greater ability to attract skilled young professionals.

Being able to fast-track projects that emphasize housing designed for people of various income levels is critical for the functioning of any major city. We need people that are able to live here and do the jobs that keep our society functioning. We can't simply allow the city to become a playground for the rich, and import our labour.

Mixed Comments Key Themes

Infrastructure needs

- Acknowledgment of the importance of social housing but concerns about the need for better infrastructure (roads, schools, amenities) to support population growth in lower-density neighborhoods.

We agree we need social housing, but we are very concerned by increasing the population in these areas, where is the other required support? Doctors offices, schools to house the new children, community centres?

While improving access to affordable housing is needed, there is no mention of how the city will address lack of services such as schools, community centres, pools, and parks. Schools in the city of Vancouver are old and can barely handle the numbers they have and now you want to increase density into already strapped areas...

Towers should remain in high-density zones

- Preference for keeping towers in high-density areas like transit corridors and main streets to maintain neighborhood character and a sense of community.

I believe 15-18 stories is too high for some of the purple zones you highlighted, especially where they are currently quiet residential streets. I believe there should be more on or near some of the current transit like the Broadway SkyTrain line...

Keep towers on main streets where mixed-use developments including towers and other tall buildings already exist, and where transit and other amenities are easily accessible.

Oppose towers but accept 6-storey buildings

- Support for pre-zoning 6-storey buildings but opposition to 15-18 storey towers due to concerns about infrastructure and livability.

6 storey social housing should be allowed everywhere in Vancouver, including current single family neighbourhoods. 18 storeys, however, is not human scale. It is obtrusive and unnecessary.

I am all for supportive housing, however 15-18 stories in former single family neighbourhoods that aren't close to frequent transit (i.e. Mountainview) is not appropriate for this area. It should be max 6 stories.

Concerns around displacement

- Some renters living in social and co-op housing are worried about the displacement impacts of redevelopment of their building.
- Residents want to see a robust implementation and enforcement of the City's Tenant Relocation and Protection policy.

One critical issue is the lack of emphasis on the right of first refusal for tenants when older buildings are sold.

While I think this is a good initiative, my question is regarding existing tenant protection policies that currently address the displacement of tenants...does removing the need to rezone to develop non market social housing create a situation where tenant protections are not applicable?

Negative/Opposition Comments Key Themes

Opposition to density

- General opposition to increasing density, especially 15-18 storey towers, due to infrastructure and neighborhood character concerns.

Quotes

I absolutely don't agree with putting 18 storey buildings in all the side streets throughout the City. The City has already changed the zoning for 6 storey buildings and Multiplexes near transit and retail centres. There has been too many changes for density without providing any new schools, green space and community centres.

NO towers of 15-18 stories for social housing in my neighbourhood (between Burrard and Granville, south of Broadway). The spirit of my neighbourhood is being destroyed already by the "broadway plan", TOO MANY HUGE TOWERS. PLEASE, reduce the building height to 8 stories MAXIMUM to preserve these beautiful walkable neighbourhoods...

Loss of community input

- Concerns about removing the rezoning process, which could limit community input and hinder the democratic process.
- We also heard dissatisfaction with the level of public input and length of engagement period for this initiative.

That approval of this initiative sanctions to the removal of Public Hearings under the guise of "making it faster and easier for non-profits and co-op housing organizations to build this much-needed housing." is truly negligent. Such removal can undermine accountability as the City would not to seek community input.

Each community in Vancouver has built their unique character from individuals who bring diversity from different backgrounds to share their life experiences and journey. We cannot afford to lose this diversity and allow individuals to continue to have a voice and continue to feel valued and shape our future. Each community deserves the specific attention to what is best for that community. This does not happen through a broad general all purpose view with no community voice.

Social housing definition

- Questions about the adequacy of the 30% Housing Income Limits (HILs) threshold for social housing.
- Questions about whether the rest of units will be at low-end market rate as proposed; concerns about land lift and speculation.

I oppose the social housing initiative. "Social housing" as defined in the Initiative is only 30% social housing - with as little as 30% social housing and up to 70% market (not affordable) housing considered "social housing" under this Initiative..

I am opposed to this initiative simply because there are no guarantees the 70% of market rental units will actually be "low end of market."

Social housing safety concerns

- Negative perceptions of social housing associated with homelessness, substance use, and crime.

Supportive housing - should 100% be clustered in isolated locations. No neighborhoods should have to live with the fear and problems associated with those homes.

I DO NOT support social housing in areas with any sort of school or recreational centre nearby.

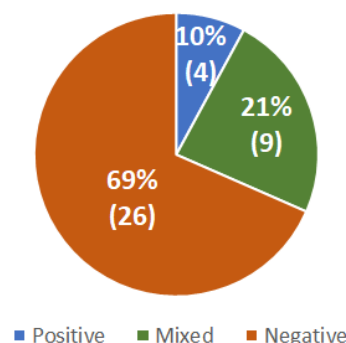
Findings from Champlain Heights

How do people feel about the initiative

Although staff received some positive feedback, most of the comments from Champlain Heights residents expressed concerns and opposition towards the initiative.

The most popular themes that emerged from the comments are as followed:

Champlain Heights Sentiments, (n=39)



- **Need to consider ecosystems:** concerns over the negative impact on green space, mature trees, trails and overall habitat loss from potential redevelopment; highlighting the ecological importance of Champlain Heights.
- **Not enough infrastructure and amenities in the neighbourhood:** concerns over the lack infrastructure, schools, and public amenities to support an increased population .
- **Towers are not good for community building and are out of scale for the neighbourhood :** concerns about proposed towers forms making it difficult to build a sense of community and negative impacts of adding towers in an area that is predominantly townhouse forms.
- **Tenant relocation concerns:** concerns over the potential tenant relocation and displacement as a result of potential redevelopment in the neighbourhood; concerns about losing current affordability.
- **Not enough information provided:** residents felt that they were not informed during the Vancouver Plan engagement period, specifically the future land-use and zoning changes resulting from the approved policy.
- **Oppose towers but accept 6-storeys:** Many respondents were supportive of 6-storey forms as opposed to the towers, believing that low-to-medium density align better with the character of the neighbourhood.

Quotes regarding Champlain Heights

I hope that the city considers keeping the green spaces (parks, trails, and other areas) that provide not only oxygen, clean air, respite from urban spaces, improved mental health, and also adequate drainage into soil from atmospheric rivers, tree cover for shaded space from heat. I am concerned about the Champlain Heights Trail area in particular and the last remaining 4% of green spaces in Vancouver. I worry about the coyotes, eagles, owls, migratory birds and other pollinators that help with food sustainability. I am also concerned that the infrastructure (water supply, school access, community centre access, etc.) is not aligned with development planning.

I am very excited about non market housing, and I believe in almost all of this proposal. However, the Champlain Heights trail system is an incredibly important urban ecosystem and community gathering place, and it should not be included in the land for rezoning and development. It's unique in Vancouver and it would be absolutely antithetical to this project if it were destroyed.

I think this is an awful plan. Our neighborhood is quaint and beautiful. The paths are used by everyone young and old to get around in our neighborhood and feeling we are in true beauty...Tall buildings and stores will ruin this neighborhood. The river district is steps away and that's all we need. Stop making neighborhood congested and busy. Stop taking away greenery and trees. Champlain heights is a beautiful area that shouldn't be ruined by building towers.

Champlain Heights Trail System

On October 30, 2024, the staff team received a petition signed by 329 people (332 on secure.avaaz.org website) organized by Champlain Heights residents and Free the Fern Stewardship Society. The petition expressed opposition to high-rise towers (not against low-rise social housing) and advocacy to the City to maintain and protect the Champlain Heights Trail System as a sensitive ecological corridor. The petition highlighted the important ecological, cultural, social, and recreational functions that the Trails provide for the community.

Staff corresponded via email and over the phone with representatives from Free the Fern Stewardship Society to discuss the proposal and listen to concerns about the potential for development in the Champlain Heights Trail System.

Staff acknowledge the particular concerns that were raised by residents in Champlain Heights and will be including a closer look at the area in the next phase of work.

Quote from Petition

We, as a community wishes to preserve our diverse, livable neighbourhood from development and protect our forested spaces.

Indigenous Engagement Fair

On October 26, 2024, the project team attended an Indigenous Engagement Fair organized by the City's Indigenous Relations group. The fair had several purposes:

1. To update Indigenous community on City projects that are happening or coming up;
2. Let Indigenous people know how they can be involved moving forward; and
3. Collect their feedback on the project

This event supported the development of Engagement Framework which is being developed by the Indigenous Relations team as one of the deliverables of UNDRIP Action Group #2. Read more about this project here: shapeyourcity.ca/undrip-engagement

The session opened with a communal lunch and an Urban Indigenous Elder's blessing, followed by a welcome by the session speaker and knowledge holder from Squamish Nation. Each project team provided a brief oral 'pitch' before participants were invited to circulate between project booths to engage in conversation with the project teams and provide feedback on the projects. 55 total participants attended the fair, of those the Social Housing Initiative project team engaged in in-depth conversations with approximately 30 participants. Other participants contributed their written insights at the project booth. A summary of what was heard is summarized on the next page.



Key themes

General support for adding more social housing across the city

- Support for the idea of adding more social housing in all neighbourhoods of Vancouver to address the significant community need
- Desire for social housing options for Indigenous people outside of the Downtown Eastside where people may not feel safe
- Support for non-profit ownership and avoiding corporate/private sector ownership of social housing
- Desire to see internal City resources and support to help non-profit housing societies to navigate through the planning and permit process

Need for population-specific affordable housing

- General need for more social housing targeted to Indigenous people, as well as population-specific housing, such as:
 - * Indigenous women from other territories
 - * Larger, multi-generational families
 - * Single dads and elder men
 - * Indigenous elders
 - * Youth and students; including youth treatment/supportive housing
 - * Trans people and people who identify as 2SLGBTQI+

Learn from Indigenous housing examples

- Importance of visible representation of Indigenous people on the land
- There are good examples of major Indigenous housing projects which act as anchor points in the city, e.g. Seḥákw (Skwxwú7mesh (Squamish)), ʔəyálməxʷ/Iyálməxw/Jericho Lands and Heather Lands (xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) (MST)
- Partner with Indigenous housing societies and organizations e.g. Lu'ma Native Housing Society, Aboriginal Land Trust, BC Indigenous Housing Society (formerly Vancouver Native Housing Society)
- Learn from existing well-run Indigenous society housing projects such as the Aboriginal Mother Centre, which provides wrap around services with housing

Other ideas to address housing unaffordability

- Need a regulator at the Provincial level for housing to control land values and cost escalation
- The Empty Homes Tax is good to address too many empty homes in the city
- City permitting processes need to move faster to make social housing more feasible to build
- Need to also address housing for moderate incomes/working professionals who do not have a downpayment

City Advisory Committee Workshop

On November 13, 2024, the project team hosted a virtual workshop with 10 representatives from City Advisory Committees including: Persons with Disabilities Advisory Committee, Women's Advisory Committee, Older Persons and Elders Advisory Committee, Renters Advisory Committee, Children, Youth and Families Advisory Committee, Racial and Ethno-Cultural Equity Advisory Committee, Urban Indigenous Peoples' Advisory Committee, and 2SLGBTQ+ Advisory Committee, etc. A summary of what was heard is summarized below:

Strong support for more non-market housing in Vancouver

- Strong support for the initiative to address housing affordability and suitability challenges, with a need for more affordable housing options, especially for seniors.
- Support for a mix of unit types including family-sized units which are needed in the city
- Encourage celebrating/promoting the good examples of social housing in the city

Simplified regulations

- Support for avoiding overregulation of design elements to reduce costs and improve project viability for non-profits.

Mixed views on proposed heights/densities

- Some preference for 6-storey buildings for community building and services, while others support towers to increase the number of social housing units.

Accessible units

- Need for more accessible units and concerns about the cost burden on low-income households for making homes suitable to their needs.

Amenities and infrastructure

- Importance of supportive amenities and infrastructure, such as schools and childcare, to accompany new non-market housing.
- Better coordination between the City and School Board is needed.

Other housing needs

- Need for affordable rental housing between market rental and social housing to help people save for ownership housing.

Non-Profit Housing Sector Workshop

On December 4th, 2024, the project team hosted a virtual workshop with members of the non-profit housing sector. 17 participants from 14 non-profit housing organizations and development consultants who work with non-profits attended . A summary of what was heard is summarized below:

Strong support for this initiative

- Participants believe the initiative will help non-profits deliver more non-market housing faster and prioritize non-market housing in Vancouver.

Draft regulations Feedback

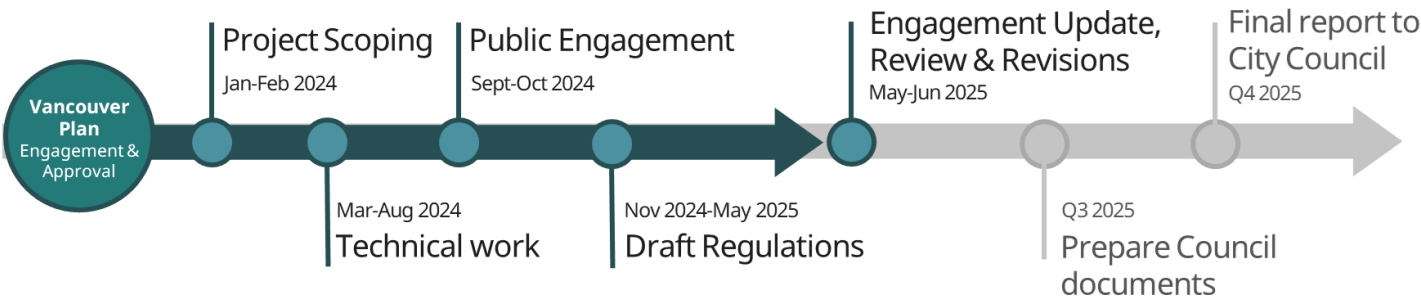
- Emphasis on creating an enabling regulatory framework.
- Concerns about the negative impact of reducing storeys/units on affordability.
- Need for larger floor plates and relaxation on elements like tower forms and frontage.
- Suggestions for relaxing solar access policy and increasing maximum FSR for social housing.
- Interest in allowing non-residential uses above the ground floor to integrate social services and community facilities.

Implementation Feedback

- Appreciation for collaboration with the Engineering department and the need for early information on upgrades.
- Importance of timely staff comments on development applications.
- Interest in plans for in-stream projects post-adoption.
- Support for expedited processes for non-profit social housing, with caution against overpromising on timelines.

4. What's Next

Feedback collected during this phase of engagement will be used to refine the proposal before being brought to City Council for consideration. A second round of public engagement will be held in June to present and receive comments on the refined proposal. Stay involved and up to date with the project by visiting the project website: shapeyourcity.ca/social-housing or contacting the project team at housingpolicy@vancouver.ca.



*Note the timeline has been updated to target bringing this proposal to City Council in Q4 2025 rather than Q2 2025.

WHAT WE HEARD

Vancouver's Social Housing Initiative

Engagement Summary

August 2025



Acknowledgement

The City of Vancouver is on the unceded traditional territories of the xʷməθkʷə́yəm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Peoples. Each Nation has distinct histories and distinct traditional territories which fully or partially encompass the City.

These lands have been stewarded by xʷməθkʷə́yəm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Peoples since time immemorial, and their unique and inherent relations, history, Title and rights in these territories remain intact. The City of Vancouver endeavours to strengthen its future as a City of Reconciliation by working collaboratively with the Nations.

Learn More

There are a number of resources available to learn more about the historical and current relationship the xʷməθkʷə́yəm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations have with the land now known as the City of Vancouver. Their websites contain information about their histories, cultures, governance, and ways of affirming their continuity on these lands:



Musqueam Indian Band: www.musqueam.bc.ca



Squamish Nation: www.squamish.net



Tsleil-Waututh Nation: www.twnation.ca

Please visit the City of Vancouver website to learn more about the designation as a City of Reconciliation, the City of Vancouver's United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) Strategy, the City's UNDRIP Action Plan, and the City of Vancouver's First Peoples: A Guide for Newcomers.

[Read the City of Reconciliation webpage here](#)

[Read the City of Vancouver's UNDRIP Strategy here](#)

[Read the City of Vancouver's UNDRIP Action Plan here](#)

[Read First Peoples: A Guide for Newcomers here](#)

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1. Introduction

Project Overview

Making Vancouver more inclusive and equitable is a key priority of Vancouver Plan, the city’s long-term land-use strategy. Vancouver’s Social Housing Initiative works toward addressing the critical need for affordable housing by simplifying and changing zoning regulations to allow for mixed-income social, supportive, and co-operative housing to be built without a rezoning in all Vancouver neighbourhoods.

Taking direction from Vancouver Plan’s approved land use vision, this initiative would permit non-profit and government organizations to build social housing buildings from 6 to 20 storeys in some locations, depending on neighbourhood type, with a focus on areas close to transit and commercial centres.

New buildings will have the opportunity to include local-serving retail and childcare alongside social housing.

The proposed changes would allow social housing projects to be built faster with less cost, prioritizing the development of affordable housing for people who need them most and working toward maintaining diversity in the city.

Visit the [project website](#) for more information.



Timeline

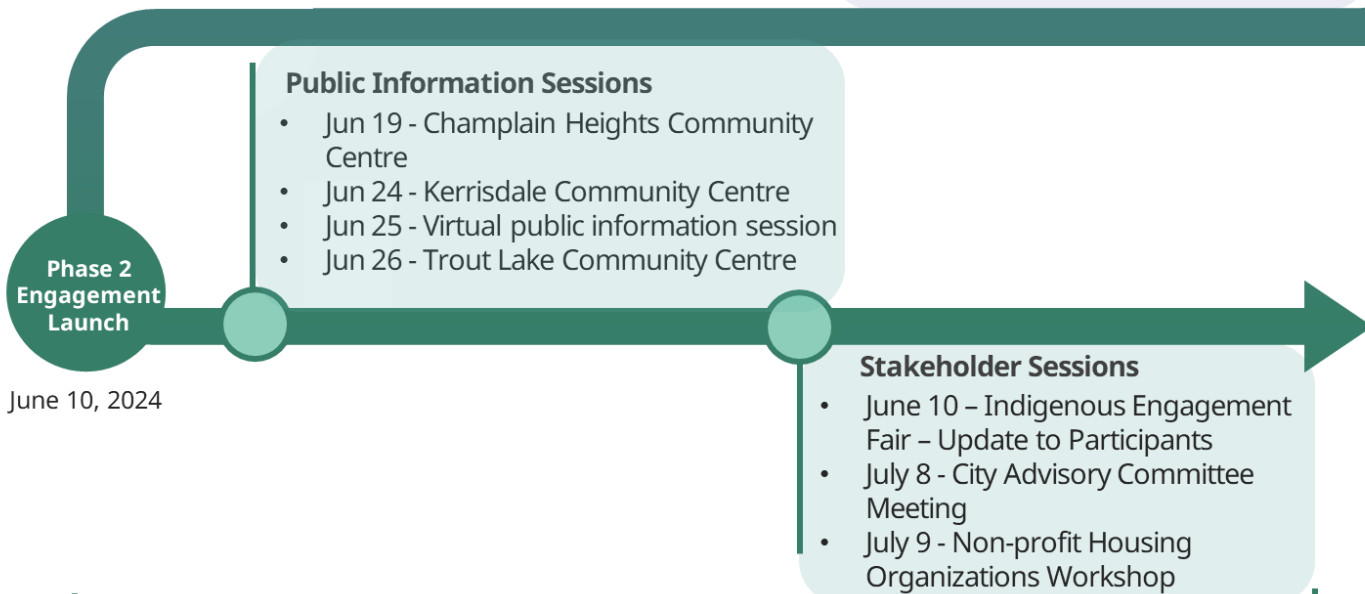
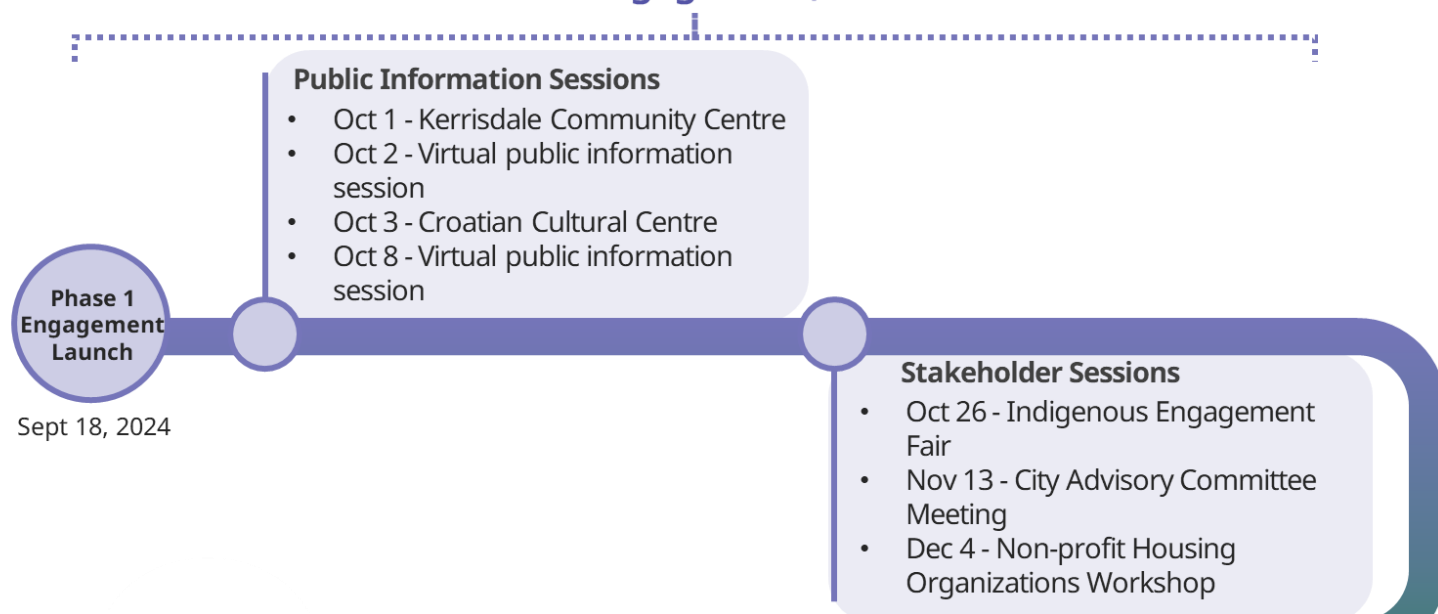


2. Engagement Process

This report summarizes key findings from the second phase of engagement process, which took place from June 10 to July 8, 2025. Input was gathered through in-person and virtual public information sessions, an online comment form, and targeted stakeholder workshops. The first phase of engagement ran from September to October 2024, a summary of what was heard from that phase can be found in [this report](#).

A virtual Q&A and a comment form were available on ShapeYourCity website through out Sept 18-Oct 24, 2024

Phase 1 Engagement, 2024



Phase 2 Engagement, 2025

A virtual Q&A and a comment form were available on ShapeYourCity website through out June 10-July 8, 2025

2. Engagement Process

Engagement Activities

From June 10 to July 8, 2025, staff carried out a series of outreach and consultation activities to present and collect feedback on the revised proposal that incorporated feedback from the first round of engagement. The combined activities generated approximately 93,400 engagement touch points with both the public and key stakeholders.

Event/Platform	# of Touchpoints
3 In-person Info Sessions	219 Attendees
Online Info Session	39 Attendees
City Advisory Committee	9 Attendees
Non-profit Workshop	49 Attendees
Shape Your City Website	4,700+ Visitors
Online Comment Form and Q&A	671 Forms Received 3 Questions Received
Paper Comment Forms	54 Forms Received
Written letters	26 Letters Received
Email threads to Housing Policy and staff inbox	13 Email Threads
Social media impressions	87,648 views
Total	93,400+ touch points



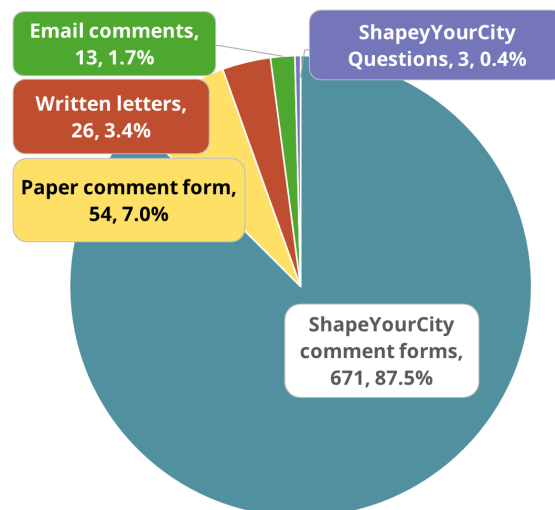
3. What We Heard

Staff received a total of **767** direct comments on the initiative from the public:

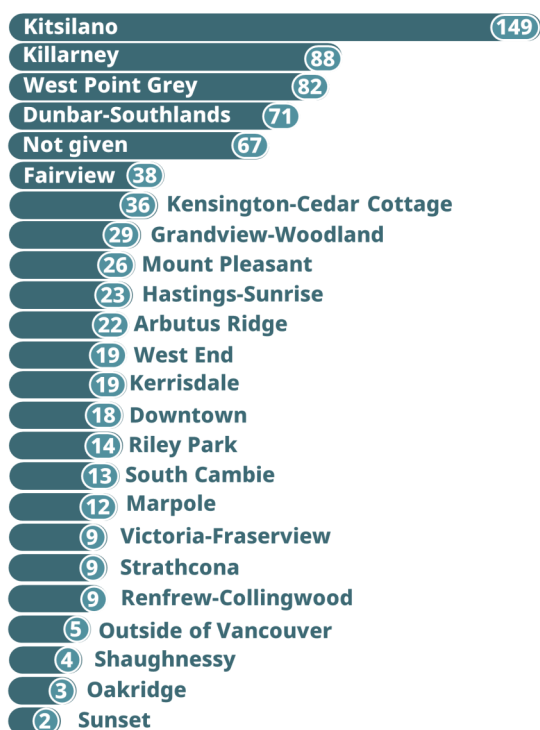
- 671 from the ShapeYourCity page comment form
- 54 paper comment forms
- 26 written letters
- 13 emailed comments
- 3 questions from ShapeYourCity Q&A session

Staff reviewed and sorted the comments based on how supportive they were and what common themes came up. This helped us understand how people feel about the initiative and what issues or ideas matter most to them.

Feedback Count, by sources (n=767)



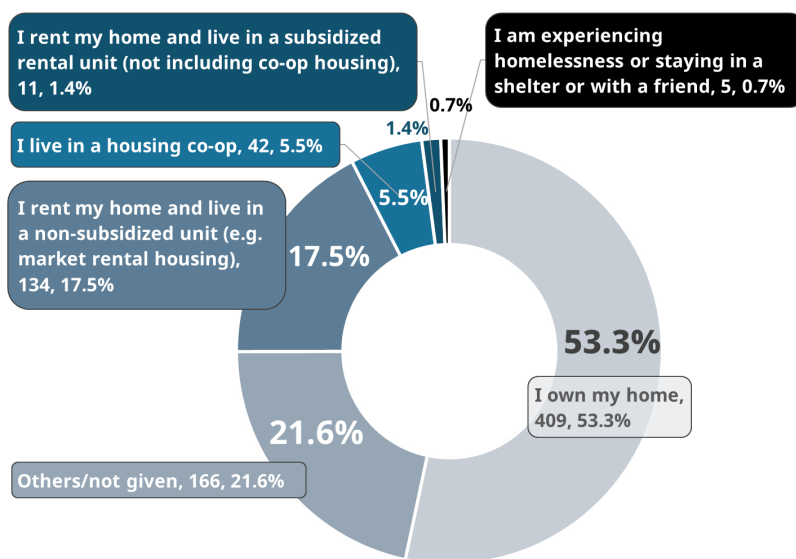
Feedback by neighbourhood (n=767)



The comment form included two optional questions where participants could share which neighbourhood they live in and what their current housing situation is.

The neighbourhoods we heard from most often were **Kitsilano, Killarney, West Point Grey**, and **Dunbar-Southlands**.

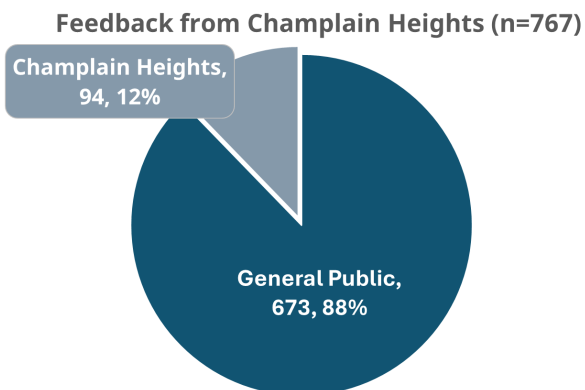
Feedback by tenure (n=767)



Just over half of the respondents (53.3 per cent) said they own their homes. The next largest group were renters in market (non-subsidized) housing at 17 per cent, followed by co-op residents at 6 per cent. A smaller number, about 1.4 per cent, live in subsidized rental housing, and 1 per cent said they are experiencing homelessness or are in unstable housing situations.

A Note on Champlain Heights

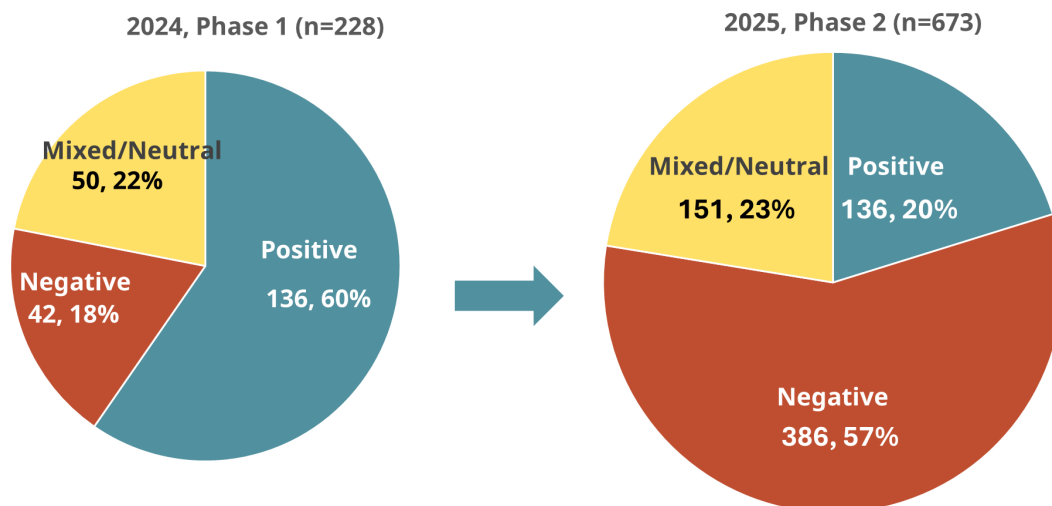
We received a significant number of comments from people living in the Champlain Heights neighbourhood, many of which were specific to that area. Because of this, we've provided a separate section on [page 18](#) that focuses just on that feedback.



How do people feel about the initiative?

Overall, 20 per cent of the public comments received were positive and supportive. 23 per cent were mixed, expressing some concerns but not opposing the initiative. 57 per cent were opposed to the initiative. Compared to the level of support observed during phase one of engagement, there was a notable increase in negative sentiment during phase two.

Changes in level of support from general public comments



Public feedback submitted through the comment form was largely negative. Concerns were raised about the citywide scope of the proposal, the high-density tower forms, the capacity of existing infrastructure, and safety issues.

In contrast, non-profit housing providers expressed strong support, highlighting that the initiative could improve project timelines, enhance financial feasibility, and accelerate the delivery of social housing. The controversy around the tower form was also recognized, but many stated that the proposed maximum density is practical and needed.

Other stakeholders, such as City Advisory Committees, were generally supportive but also raised important concerns, including school capacity, importance of accessible transportation, tenant protections, and special housing needs for seniors.

Key Feedback Themes

Comments were grouped into the following three categories and analyzed for more detailed themes:

I. Comments on proposed density, scope & overall approach

II. Comments on anticipated impacts

III. Comments on engagement process & others

I. Comments on proposed density, scope & overall approach

1) Opposition to towers, but supportive/neutral of 6-storeys:

Many people expressed strong concerns about the revised proposal that allows buildings up to 20 storeys tall. The idea of adding more tall towers raised a number of issues, including:

- A belief that towers are less suitable for families, seniors, and children.
- Concerns that tall buildings don't fit the look and feel of existing neighbourhoods or the city as a whole.
- Worries that towers make it harder to build a sense of community.
- A feeling that towers may not be the right kind of housing for delivering social or affordable housing.
- Concerns that tall buildings could block views and cast shadows on nearby parks.
- A preference to keep towers only in areas that already have high-density

In contrast, many people were more open to 6-storey buildings. This mid-rise form was seen as a better fit for most neighbourhoods, and there was strong support for allowing 6-storey buildings citywide through city-initiated rezoning.

Quotes

"I don't wish to see high towers throughout Vancouver neighbourhoods. 18-20 storeys is too tall. I don't think towers are a good idea for any sort of housing."
- Home owner from Kitsilano

"20 story towers on side streets and placed randomly are out of context with many predominantly single family neighbourhoods. I fully support supportive housing in all neighbourhoods on a smaller scale (up to 6 stories) and in more of the 'town centre' locations."
- Home owner from West Point Grey

"I think a 6 story walkup doesn't change a neighbourhood in the way that a 20 story tower might, and tend to think provide better quality of life as well. But I would include literally everywhere in Vancouver that isn't already zoned for higher density in an intermediate density zoning."
- Renter from Shaughnessy

2) Mixed attitudes on citywide city-initiated rezoning approach:

People shared mixed opinions about the city's plan to enable social housing to be built with a development permit and without a rezoning across Vancouver:

- Some supported the idea of spreading social housing throughout the city. They felt this would improve access, create more mixed-income neighbourhoods, and help avoid concentrating low-income housing in just one area.
- Others were not in favour of a one-size-fits-all approach. They felt social housing should be built in areas where support services already exist, like transit, healthcare, and community programs. Some also worried that allowing tall buildings everywhere could change the character of existing neighbourhoods. Instead, they preferred a more local, neighbourhood-by-neighbourhood planning process.

Quotes

'I live in the DTES in co-op housing. I believe that the extremely high concentration of supportive and social housing in the neighbourhood is one of the reasons that this area is very dysfunctional. I feel that spreading out this type of housing throughout the city is healthy and necessary to take the pressure off the DTES. This will also help people be able to live all over the city.'

- Renter from Strathcona

'While I strongly support the goal of increasing access to social and supportive housing, I am alarmed at the pace, scope, and lack of nuance in the City's approach. The blanket rezoning of all Neighbourhood Centres—including the sweeping inclusion of areas such as West Kitsilano and Kits Point—to allow 20-storey towers marks a dramatic shift in planning policy.'

- Home owner from Kitsilano

'No i do not think social housing should be built in all neighborhoods. Putting tax payer subsidized housing in areas many doctors cannot afford to live is a poor use of the funds. Housing should be built in areas where the land is cheaper and the demographics are more suitable for those moving in. It should be approved in small scales in certain areas and grown from there, not this shotgun blast approach of opening up the whole city at once.'

- Home owner from West Point Grey



Co-op Housing - Frasersview Towers Co-op

3) Mixed attitudes about the affordability & social housing definition:

Most people agree that Vancouver needs more affordable housing, but there are different opinions about what's causing the problem and how to fix it. Some common concerns include:

- The proposed model is still not affordable for many
- There's confusion and frustration about what "social housing" really means, especially since up to 70% of the units could be rented at market or near-market rates.
- Some are skeptical that only non-profits will be building this housing. They worry private developers might take part and not offer rents that are truly affordable.
- Others are concerned that existing affordable units could be replaced with more expensive ones through this initiative.

Quotes

'With only 30% affordable rents, how does this differ from the market-driven high-rise model already adopted for the Broadway Plan and other parts of the city? How can that be called social housing? The city is at risk of over-building units that most people cannot afford while simultaneously removing what remains of the affordable rental stock.'

- Resident from Riley Park

'Most of the housing units proposed will be at market rates, and based on the neighbourhoods proposed, particularly, the westside of Vancouver, they will be priced at levels well above what first time and young home buyers can afford. The developers are the only entity in this transaction that will make an adequate RoR.'

- Home owner from Dunbar-Southlands



Social Housing - 111 Princess Ave

'The proposal acknowledges the urgent need for housing, but it falls short of meaningfully addressing the needs of Vancouver's lowest-income residents. The heavy reliance on "near-market" rents with 70% of units potentially unaffordable to most people in core housing need raises serious concerns. Without stronger commitments to deep affordability models this initiative risks perpetuating inequity under the banner of social housing.'

- Renter from Downtown

4) Public input opportunity concerns:

Many expressed concern that there will be fewer opportunities for public input in the future. Key points include:

- People want neighbourhoods to have more say, especially when it comes to tall buildings and social housing projects.
- Many prefer a community-based planning process that involves local voices.
- There's concern that changes are happening too quickly.
- Some feel that developers have too much influence over the plans.

'It will destroy the city's character (and likely only line the pockets of developers as per usual) rather than achieve the goal of generating more social housing that is thoughtfully designed as an integral part of a community -setting it up for success.'
- Unknown address

Quotes

'Democracy should never be sacrificed for efficiency. Real input should be sought and seriously considered for all decisions that shape our city. Social and urban planning needs to be properly done, along with real community consultation.'

- Home owner from Arbutus Ridge

'I realize that social housing is needed but our democratic society needs to have its democratic processes retained, not eroded, such as with this proposal. Rezoning applications and community feedback, which is actually taken into consideration!, should still be employed. We pay our taxes, so should have some say in the makeup of the neighborhoods.'

- Home owner from Hasting-Sunrise

5) Policy details:

People shared ideas about specific locations, building designs, how housing is managed, and housing for certain groups. Some common points were:

- They want First Shaughnessy to be added back into the city's rezoning plans.
- There's a need for more dedicated housing for seniors, students, people with mental health challenges, and those requiring treatment for addictions.

I would like them to focus on senior and family housing. I would like a focus on hospitalization for people with addiction and mental health issues.
- Home owner from Killarney

I'd like for the team and the city council to reconsider Shaughnessy as a neighbourhood for social housing. It has been removed from the proposal despite the fact that there are opportunities for densification in the area, which is in a central part of the city.

- Renter from South Cambie

I think that there should be special consideration for age groups, especially those of gen Z and millennials, gen alpha, who do not have the support of their parents for their housing.

- Renter from West End

II. Comments on anticipated impacts

1) The proposal helps to address housing needs:

Supporters say the proposal would help to:

- Speed up the process of building social housing
- Make it easier for non-profits to get funding and overcome obstacles
- Deliver more social housing, which is seen as urgently needed
- Increase the overall housing affordability in the city
- Help build healthy, mixed-income neighbourhoods where people from different backgrounds can live together



Social Housing - Vancouver Masonic Centre

Quotes

'YES! So happy to see ACTUAL affordable housing solutions instead of only densification. Really happy to hear about the co-ops.'

- Home owner from Grandview-Woodland

'People with low to moderate incomes are being pushed out of the city. We need more housing, particularly housing that is affordable to lower income people - healthcare workers, transit workers, hospitality workers, seniors, etc. We need more housing but much of the new housing currently being built isn't affordable to most in our city. This initiative gives housing that is more affordable a fighting chance by speeding up the process and reducing costs - something the non-profit housing industry has said is needed in order to access funding.'

- Renter from Mount Pleasant

'Yes, there is an immediate need for social housing in Vancouver. People who need housing the most will have shorter wait times and access to a safe place to live. Housing is a human right and this proposal is a tiny step in the right direction. Neighbourhoods should be for people from all socio-economic backgrounds.'

- Renter from Renfrew-Collingwood

2) Infrastructure concerns:

- Many people are worried that the city's current infrastructure, like schools, hospitals, parks, transit, and utilities, won't be able to handle the proposed growth.
- They want to see a clear plan showing how this new housing fits with the city's existing transit and development strategies.

'Has there been a serious discussion of how the City and Metro would upgrade the services infrastructure should you get clusters of 20 stories here and there? For example, how would this plan dovetail with translink service provision? As far I can see, there is no recognition of logistics and systems planning in the current tower bonanza near Arbutus station.'

- Home owner from West Point Grey

Quotes

'In addition to addressing housing needs, the livability of and attractiveness and cohesion of neighbourhood resources (schools, shops, libraries, pools, community centres) that offer more than the mere living space are as important. High rises randomly inserted across the city will degrade the desirability of Vancouver for residents and tourists.'

- Resident from Kitsilano

'So many aspects are overlooked and not considered in this proposal - infrastructure, roads, schools, small businesses, neighbourhoods - it is not a long term solution, but will cause terrible headaches forever.'

- Resident from Dunbar-Southlands

3) Ecological concerns:

- Ecological concerns mainly focused on the Champlain Heights area.
- People worry that new development there could harm local plants and wildlife, and that tall towers produce more carbon dioxide emissions, making them less environmentally friendly and less sustainable.

Maybe it will address some of the housing needs, but it will not improve the sight lines of a pretty beautiful green belt that we have here, will not necessarily fit into the community since the infrastructure is not there (stores, etc), and it will destroy the home for the many species of birds, insects and small native animals that we have in our forests.

- Co-op resident from Killarney

Vancouver City is known for sustaining its natural beauty alongside tall buildings. Thus, preserving natural resources like roadside old trees, greenways, parks, natural habitat of birds and small mammals needs to be taken into account. Similarly, installation of 'birds safe glasses/windows' in new high-rise buildings as one of the guidelines would minimize window collision which is significantly increasing, according to various researchers.

- Renter from Kerrisdale

4) Redevelopment & displacement concerns:

- Concerns were raised that the proposal might lead to big redevelopment projects that could force current residents to move, causing stress and financial difficulties.
- Many people want the City to focus on protecting the affordable housing that already exists instead of redeveloping it.

'This housing development may lead to the displacement of many current tenants of residential buildings that will not be able to be accommodated with the majority of market place rentals thereafter being adopted and raising the overall cost of housing across the board.'

- Renter from Kitsilano

Quotes

'NO! it displaces all those who are in affordable housing in those neighborhoods, including many families with young children, many single parent homes, essentially DEHOUSING many, many people who have lived in their homes for decades and have no say over the demolition of the buildings in which they live. Many of the people who live in these areas are low-income renters.'

- Renter from Fairview

'What we need is maintaining older homes and B-quality housing stock. (I live in an old Vancouver special and rent out half my house, at half the cost of the "affordable" rent rates developers boast for new build.)'

- Home owner from Mount Pleasant

5) Concerns around safety, substance use and crime

- Some people expressed worries about social housing and safety, including concerns about substance use and crime. They felt that social housing might not fit well with nearby communities and should not be built close to schools, parks, or other residential areas.
- They also worried that placing social housing in the wrong spots could create negative feelings about certain neighbourhoods or lead to segregation.

'Absolutely not. Supportive housing does not need to be in the most expensive areas of Vancouver where hardworking tax payers want to feel safe. It should only be in the outskirts where land is cheaper and less damage can be done. It should not be in busy walkable neighbourhoods.'

- Home owner from Kitsilano

'Please do not bring in social housing to communities where you have young families with lots of schools and parks and bring in drugs, needles and crime.'

- Renter from West Point Grey

'Social housing corners in neighborhoods become really sad - people smoking all the time outside, often people strung out on drugs, garbage collects and things get abandoned. They become the roughest parts of neighbourhoods which is really sad. I'm supportive of social housing but when it makes neighbourhoods scary, smell bad, look bad it's really sad.'

- Home owner from Mount Pleasant

6) Operational concerns:

- People don't believe that only non-profits will be allowed to build under this initiative; they worry that developers might take part and won't provide truly affordable housing.
- People don't trust that developers will build or properly maintain affordable housing units.
- Some existing social housing buildings are badly managed, so there are worries about how future projects will be run.
- Many believe that governments should take more responsibility by developing social housing on land owned by the city.

'The bad name attached to social housing exists because between the city and the province, buildings are mismanaged - that reputation is why the slur of Not in My Neighbourhood no longer carries any weight because it's often entirely justified.'

- Home owner from Killarney

Quotes

'No. The idea of getting developers to pay for social housing by offering increased density has failed time and time again. The only systems that have actually provided stable long term social housing is where governments have used public land and paid for the construction costs. See examples in Vienna , Sweden, post war UK etc.'

- Resident from Dunbar-Southlands

'Attempts to get the private market to provide social housing are fraught with difficulty and deception. The private sector has one objective (understandably) and that is to make profit. Take social housing back to the public sector and find publicly-owned land and senior government funding to get true social housing.'

- Renter from Marpole

7) Financial viability concerns:

People questioned whether social housing projects can be affordable and successful, even with this new plan.

- Building costs are still very high.
- There isn't enough steady funding for housing and the necessary support services.
- Some believe public money might be better used in other ways.

'No. It is simply too expensive to construct new social housing units, especially in a new/concrete tower form - even with free land! The city should consider selling more high profile locations/development sites and constructing low rise affordable housing elsewhere in the city.'

- Home owner from Dunbar-Southlands

'No, we need to incentivize private entities to build affordable housing. Acquiring nonprofit or government entities to own the affordable housing aspect will not make this work at a larger scale. The proformas don't work for normal rental buildings without non-market options so how do you expect the proformas to work for nonprofit builds.'

- Home owner from Arbutus Ridge

'No, not well thought through. The city and province do not have the money to support the infrastructure that corresponds to developing these projects.'

- Resident from Kerrisdale

III. Comments on engagement process & others

- Dissatisfaction with the engagement process, criticizing the format, how the events were promoted, the timeline, staff involvement, and the materials provided. There is also distrust that the feedback collected will actually be used.
- Some expressed a desire for better promotion of the events (for example, through mailouts), a longer engagement period, and more opportunities for participatory, community-driven consultation for this initiative.
- Comments expressing general dissatisfaction and lack of support for various planning projects and city planning overall. The Broadway Plan and the recent Council motion to pause supportive housing were the most commonly mentioned concerns.



Co-op Housing - Railyard and Aaron Webster Co-op

Quotes

'There has been little public consultation throughout this process, with most meetings (including the forthcoming ones) held at times when most families are having dinner. Staff at previous open houses took no notes and generally knew little about the proposals. A much more comprehensive effort is needed.'

- Home owner from Dunbar-Southlands

'Sadly, you have completely - and obviously deliberately - prevented communities and their occupants from participating in the planning process except for a brief period of time in the summer when many people were away on vacation. This is arrogant, especially since you are also planning to allow rezonings without any public process.'

- Home owner from Kitsilano

'That this has not been well-publicized and most of the residents are likely unaware that this is being considered. It's also unnecessary and out of line with Mayor Sim's recent pause on net new supportive housing.'

- Resident from Kerrisdale

Findings from Champlain Heights

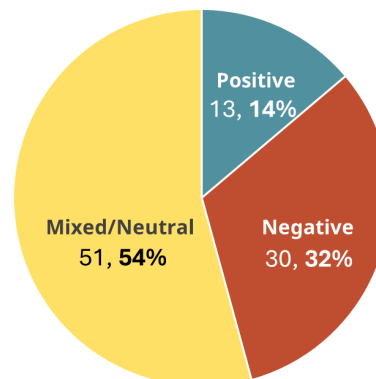
How do people feel about the initiative

Staff received 94 pieces of feedback (37 paper comment forms, 32 SYC comment forms and 25 written letters) from Champlain Heights with area-specific comments. Most of the feedback was mixed/neutral, or negative, with a minority in support.

Key themes that emerged from the comments are as follows:

- Ecological concerns:** Residents are mostly concerned about potential negative impacts on Champlain Heights trail system, biodiversity, and natural green space. Residents passionately highlight the ecological importance of Champlain Heights.
- Removing Champlain Heights from proposed scope or committing to protect the trail systems:** Many comments called for removing Champlain Heights from the city-initiated rezoning social housing map and designating it as parkland. Some suggested creating a low-density buffer zone near the trails to protect the trees. Residents also expect the city to provide a clear, written commitment to safeguard the trail system.
- Opposition to towers:** There is a concern that the construction of towers will lead to further strain on existing infrastructure, such as community amenities, schools, roads, transit, and utilities, and ultimately erode the sense of community.
- Minor support:** People support making it easier to build social housing, but they also want the City to do more to protect the Champlain Heights trail network.

Level of support from Champlain Heights
(n=94)



Quotes

'I would like the team to reconsider including parts of the Champlain Heights trail network in their development plans. These are sacred places in our community, and redeveloping them would be a huge loss.'

'No, because Champlain height community is at capacity and adding additional capacity and high-rise tower to the community will harm the community and the current residents. Go build your housing project somewhere else.'

'The Champlain Heights Trails should be protected lands and not developed on. This should officially be recognized as a park and removed from the current proposed zoning map for social housing. It is one of the last pieces of park space in Vancouver with it's own ecosystem and should not be disrupted for the sake of development.'

'I'm very concerned that the city is so short sighted to even consider destroying or reducing our urban forest trail system in Champlain Heights. This trail system is peaceful oasis for humans and an important habitat for the city's wildlife. Also the trail system contributes to our city's resilience against climate change. Please reconsider the destruction of the sacred land before its too late.'

City Advisory Committee Workshop

On July 8th, the project team hosted a virtual workshop for City Advisory Committees, inviting representatives from all committees to attend to learn about the revised proposal and provide feedback. A total of nine representatives attended, including members from the Racial and Ethno-Cultural Equity Advisory Committee, Transportation Advisory Committee, Older Persons and Elders Advisory Committee, Persons with Disabilities Advisory Committee and Accessibility Committee, and 2SLGBTQ+ Advisory Committee.

A summary of what was heard is summarized below:

Affordability and Tenants Relocation Policy for Non-Market Housing:

- Participants recognized that affordable housing is still badly needed in the city. Right now, the rules around affordability aren't meeting the needs of low-income seniors. They also agreed it's important for social housing to be located near transit, amenities, and essential services.
- In addition, they felt that more people need to understand the Tenant Protection and Relocation Policy, especially when it comes to non-market housing.

Building and operational requirements for accessible units:

- Participants felt more accessible homes are needed for people with disabilities. There also needs to be clearer information about what these homes should include, like layout, storage space, minimum size, and how many should be built.

Ways to enhance social cohesion interactions.

- Participants said that for tower projects, it's important to find ways to reduce social isolation. They suggested this could be

done through well-designed shared spaces, thoughtful building and unit layouts, and by offering community programs and events that help people connect.

Special needs for seniors housing

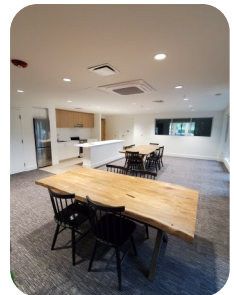
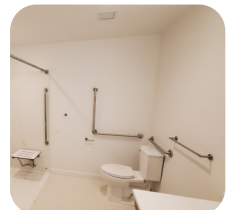
- Beyond individual buildings there is a need to plan cities to be accommodating for seniors, especially as neighbourhoods change over time e.g. preserving meaningful placemaking elements like trees, street names, or heritage features.
- Allow for flexibility in unit mix requirements for dedicated seniors' housing projects to better meet their specific needs.
- Transportation accessibility should be considered in social housing design. Housing should support a range of transportation options, including walking, biking, mobility scooters, public transit, and cars, to reduce mobility challenges for seniors and their caregivers.
- Consider proximity of housing to transit, amenities and seniors-facing services.

Infrastructure needs and coordination with VSB & Park Board

- Planning should account for the need for schools and community centres, especially as more families move into social housing. The Planning Department should coordinate with the Vancouver School Board and Park Board to address these needs and keep the public informed.

Information transparency

- There is a need for clearer, publicly accessible data on non-market housing in the city, including information on current sites, locations, operators, and project status.



Social Housing - Timbre & Harmony

Non-Profit Housing Sector Workshop

On July 9, 2025, the project team hosted a virtual workshop with members of the non-profit housing sector. The session was attended by 49 participants representing over 30 non-profit housing organizations and development consultants who work with them. A summary of key feedback is provided below.

Overall support for the initiative

- Participants expressed support for the plan, saying they believe the changes could make it easier to fund projects and help remove obstacles to building affordable housing in Vancouver. They also pointed out that this initiative is urgent to meet construction deadlines tied to government funding and to give Vancouver's social housing projects a better chance when applying for money.

Density clarification and height envelop approach

- Staff explained the rules about how much of a property can face the street and how dense buildings can be, based on the new district schedule guidelines. Attendees supported the idea of allowing buildings to be taller within a flexible "height envelope" so there's room for things like rooftop mechanical equipment and to adjust for different site challenges, like sloped land or oddly shaped lots.
- Staff also described how the target building size (called Floor Space Ratio, or FSR) is set under the new plan, and how there may be some flexibility when reviewing exceptions. Participants warned that a complicated and time-consuming process for exceptions could slow down the goal of making it easier to build social housing.

- Some participants expressed the need for increased density and height to allow for innovative projects such as Mass Timber and to incorporate other non-residential uses in projects.

Cost exemptions and funding opportunities for non-profit housing providers

- Non-profit housing providers confirmed need and support for waiving Community Amenity Contributions (CACs) and exempting Development Cost Levies (DCLs) for social housing projects as a way to help reduce costs. It was noted that the City also offers modest funding through programs such as the Community Housing Incentive Program (CHIP).

Tower form affordability and controversy

- Participants acknowledged the controversy surrounding tower forms and expressed interest in the City's income mix requirements, but stated that the proposed density is practical and needed for project viability.
- Staff clarified the current requirement of a minimum of 30% of units below HILs rates and shared experience from previous projects, where affordability and a broader income mix increased over time.

4. Next Steps

Feedback collected during this phase of engagement will be used to refine the final proposal before being brought to City Council for consideration at a Public Hearing.

To stay up to date with the project and receive notice when the Public Hearing date has been set, visit the project website: shapeyourcity.ca/social-housing and sign up for the project listserv.



APPENDIX F

Response to Council Motion *Reducing Barriers and Deepening Affordability for Non-Profit, Co-op and Social Housing in Every Neighbourhood*

At the Standing Committee on Policy and Strategic Priorities on December 7, 2022, Council approved the motion *Reducing Barriers and Deepening Affordability for Non-Profit, Co-op and Social Housing in Every Neighbourhood*. The motion included direction to include specific answers to a series of questions in staff reports back to Council. A summary table of those answers is provided below, intended to supplement the information provided in the Council report. The full motion text is included after the table for reference.

Question	Response
E. THAT Council direct staff to include specific answers to the following questions relative to clauses A, B, C, and D above in the various staff recommendations, analysis, and reports back to Council as noted:	
a. Do any actions contemplated in clauses A, B, C, or D above complicate, interfere with, compromise, undermine, and/or contradict any staff actions and/or plans currently underway such as the Vancouver Plan and the Broadway Plan in ways that would require staff and staff resources to be diverted away from existing work, notably staff diverted away from work already underway in the development of an Official Community Plan (OCP) for the city that is also anticipated to streamline rezoning processes and timelines?	No, work programs have been structured to sequence activities to enable sufficient staff and resources.
b. Are there any current and/or ongoing staff actions or efforts to increase housing that could be negatively and/or unintentionally impacted or slowed by the actions contemplated in this motion? For example, current work by staff to clear the City's significant housing approval backlog.	No, this proposal aligns with city-wide efforts to streamline and speed up the development approvals process. Existing processes will be able to absorb new Development Permit applications as staff do not anticipate a significant increase in applications because of this proposal.
c. Are BC Hydro and other utilities such as sewer, and water able to accommodate the housing shift contemplated in this motion?	Yes, anticipated volume of applications is not expected to significantly increase. Work with the City's engineering department during development of the proposal did not identify capacity concerns with new projects.

	New projects will continue to be responsible for on-site infrastructure upgrades.
d. What impact will the shift contemplated in this motion have on Vancouver's tree canopy and efforts to address climate change and the inequity evident from heat mapping data for the city?	Applications under this initiative will be required to follow the City's Protection of Trees By-law. Locating housing near transit and existing employment, service and shopping areas works toward climate goals by allowing residents to access daily needs without a car.
e. What are the potential approaches that can be employed to mitigate any land price inflation and additional speculation that could result from the block up zoning contemplated in the motion?	100% social housing projects owned by non-profits or governments do not create land lift given the affordability requirements.
f. What does the delegation of "final approval" to staff in this motion entail in the context of the actions contemplated in clauses A, B, C, and/or D in terms of process, and do staff believe that delegating authority to staff will materially reduce approval times?	The proposal is to enable social housing projects to apply under a Development Permit process. It is estimated that removing the rezoning process can reduce approvals timelines by up to 12 months.
g. Do the actions and changes contemplated in this motion support and appropriately fit helpfully into a clear, overarching citywide housing plan?	Yes, the proposal includes consideration of how the various actions and changes can be incorporated into an overarching citywide housing plan. The proposal works toward Vancouver Plan's Housing Vision (i.e. Equitable Housing and Complete Neighbourhoods) and Council-approved and Provincially mandated housing targets for Vancouver.

Final motion as approved:

WHEREAS

1. An increasing number of residents in Vancouver are struggling to find stable, secure housing at a rate that is affordable for local incomes. Renters, including seniors, people with disabilities, single parent (often female-led) households, youth, and Indigenous communities are particularly squeezed by this housing crisis, and are in even greater need of being able to access secure, affordable housing;

2. In addition, the need for accessible and adaptable rental housing for seniors and people with disabilities, at prices that are affordable to middle and low-income residents, is significant and will increase even further over the next two decades;
3. Vancouver's housing market has seen significant increases in land values and housing costs, pricing a growing number of residents out of the housing market. The escalation of home prices has also led to significant displacement, particularly of renters, and low and middle-income residents, and has made it increasingly difficult for local businesses to hire and retain staff;
4. Complete, walkable communities rely on essential workers such as health care workers and grocery store clerks, who should have the opportunity to work near their jobs, rather than having to commute long distances to get to their jobs. Research suggests that mixed-income communities have better outcomes for all residents (not just low-income residents) because of a greater access to services;
5. The Housing Vancouver Strategy (2018-2027) includes a target of 12,000 new social, supportive and coop homes by 2027. The City is also committed to partnering with Indigenous organizations to deliver culturally appropriate housing developments. The high number of households in Vancouver paying over 30% of their income in rent indicates that more non-profit, co-op, and social housing is needed;
6. We are in a window of strong alignment between Federal and Provincial governments in terms of developing affordable and non-profit housing. The National Housing Strategy is set to expire in 2027, and currently running out of capital contributions in the Co-Investment Fund. Some of these senior government funding programs require approved zoning for eligibility. Having appropriate municipal zoning in place, and streamlining wherever we can, allows non-profit and co-op housing providers to access this senior government funding much more easily, speeding up timelines and achieving deeper levels of affordability;
7. The Community housing sector, made up of non-profit and co-op housing providers, is an important partner in the provision of affordable non-market housing across Vancouver, and the sector's capacity in Vancouver has grown significantly over recent years;
8. Housing created in partnership with the community housing sector is "speculation free" housing because of the sector's mission driven focus on maximizing affordability, and the ability to place covenants on non-profit buildings that prevent sale for profit;
9. The City's definition of social housing in the Zoning and Development By-law requires the housing be owned and operated on a not-for-profit basis by non-profit housing

societies, co-op, or government agencies. And it requires a minimum of 30% of the units to be occupied by households with incomes below Housing Income Limits (HILs) set out by the Province. This means that no profit is generated, and it allows flexibility to cross-subsidize units. Many new developments rely on mixed-income housing models, with a mix of affordability levels to cover costs, typically with affordability deepening over time or deepening through access to senior government funding. Many non-market and co-op developments exceed the 30% HILs minimum, and will be even better positioned to do through this approach;

10. City staff analysis has demonstrated that half of recent social housing developments have required rezoning through a public hearing process, compared to less than a third of market condominium development. Single detached homes do not require a public hearing, even when a new detached home is significantly larger and more expensive than the one it is replacing. The added time and cost of requiring a public hearing impacts what type of housing gets built, and it is currently not aligned with what type of housing is most needed;
11. Rezoning for a non-profit typically takes a year or longer, and can add approximately \$500,000-\$1,000,000 onto the cost of a project, as well as requiring significant municipal staff time. This results in rents that are higher at occupancy and/or means that limited capital subsidies from senior levels of government get expended more quickly, meaning less housing overall. Reducing the cost, time and risk required to build non-profit and coop housing will result in savings for Vancouver residents and deeper affordability in the new housing created;
12. Major redevelopments still include opportunities for public engagement. Even when they don't require a public hearing, the Development Permit process includes public notification and opportunities for comment, and could still require a Development Permit Hearing process, providing residents an opportunity to address the Development Permit Board in a public meeting;
13. Vancouver's Tenant Relocation and Protection Policy, updated by Council in 2019, outlines specific protections for tenants in the case of a redevelopment for non-profit housing. These protections are more stringent than for for-profit market development. Additional direction was given through the Vancouver Plan to continue strengthening tenant protections for renters and co-op residents city wide;
14. 14. At Public Hearing on April 20th, 2021, Council unanimously approved recommendations to allow development of up to six stories in the RM-3A and the RM-4 and RM-4N zoning districts where 100% of the residential floor area is developed as social housing or social housing in conjunction with a child day care facility;

15. At the above Public Hearing, numerous local experts in non-profit and co-op housing expressed a need for Council to be more ambitious in terms of both height and FSR to give non-profit housing providers the flexibility to optimize the number and affordability of new homes possible on each site. In response, City legal and planning staff outlined that significant amendments at the Public Hearing stage are not ideal, and that if Council wanted to be more ambitious in this regard, a preferable route would be through a separate Council motion;
16. In a Women Transforming Cities municipal election survey in 2022, a majority of incoming Council members answered yes to the following question: Will you commit to reducing barriers to providing non-market housing by delegating authority to city staff to approve non-profit, co-op, and social housing initiatives of up to 12 stories in multi-family areas, and up to six stories in other residential areas, without a rezoning requirement?

THEREFORE BE IT RESOLVED

- A. THAT Council affirm its commitment to reducing the barriers to providing non-market housing in the city and direct staff to bring forward recommendations and analysis for Council to consider toward enabling the delegation of authority to City staff to approve developments of up to 12 stories (with a corresponding increase in FSR), as already contemplated in the Vancouver Plan, in the RM-3A and the RM-4 and RM4N zoning districts where 100% of the residential floor area is developed as social housing (coop, non-profit and non-market housing), or social housing in conjunction with a child daycare facility;

FURTHER THAT Council shall, upon receiving and considering staff's recommendations and advice toward reducing the barriers to providing non-market housing in the city, give consideration to referring the matter to a Public Hearing within the context of the Vancouver Plan planning framework.

- B. THAT Council direct staff to report back on considerations, feasibility, and recommendations for allowing additional height and FSR in other zoning districts (including RS, RT, RM, and mixed commercial-residential zones) where 100% of the residential floor area is developed as social housing (coop, non-profit and non-market housing), or social housing in conjunction with a child day care facility, including recommendations for how this work could potentially be prioritized within the Vancouver Plan implementation framework.
- C. THAT Council direct staff to report back with analysis and potential changes to the City's current Tenant Relocation and Protection Policy for Non-Market Housing Development (3.1) – including any unintended impact on new housing viability and affordability – consistent with the Tenant Protection for Market Rental Housing Development (2.1) in order to provide potential options for financial compensation based on length of tenancy, where pre-existing market tenancies have been purchased by a non-market or social housing provider for the purpose of redevelopment.

- D. THAT Council direct and otherwise empower staff to engage with the community housing sector on potential clarifications and/or changes related to the city's definition of social housing in order to improve the policy and strengthen public understanding and trust, without inadvertently creating barriers to developing community housing at break-even rents where there is no funding from senior levels of government;

FURTHER THAT staff report back on the impacts of a revised definition of social housing that would be distinct from other government partners, and the impact that it may have on accessing funding streams and securing housing investment from senior levels of government.

- E. THAT Council direct staff to include specific answers to the following questions relative to clauses A, B, C, and D above in the various staff recommendations, analysis, and reports back to Council as noted:
- a. Do any actions contemplated in clauses A, B, C, or D above complicate, interfere with, compromise, undermine, and/or contradict any staff actions and/or plans currently underway such as the Vancouver Plan and the Broadway Plan in ways that would require staff and staff resources to be diverted away from existing work, notably staff diverted away from work already underway in the development of an Official Community Plan (OCP) for the city that is also anticipated to streamline rezoning processes and timelines?
 - b. Are there any current and/or ongoing staff actions or efforts to increase housing that could be negatively and/or unintentionally impacted or slowed by the actions contemplated in this motion? For example, current work by staff to clear the City's significant housing approval backlog.
 - c. Are BC Hydro and other utilities such as sewer, and water able to accommodate the housing shift contemplated in this motion?
 - d. What impact will the shift contemplated in this motion have on Vancouver's tree canopy and efforts to address climate change and the inequity evident from heat mapping data for the city?
 - e. What are the potential approaches that can be employed to mitigate any land price inflation and additional speculation that could result from the block up zoning contemplated in the motion?
 - f. What does the delegation of "final approval" to staff in this motion entail in the context of action contemplated in clauses A, B, C, and/or D in terms of process, and do staff believe that delegating authority to staff will materially reduce approval times?

- g. Do the actions and changes contemplated in this motion support and appropriately fit helpfully into a clear, overarching citywide housing plan?