

From: ["Levitt, Karen" <karen.levitt@vancouver.ca>](mailto:karen.levitt@vancouver.ca)

To: ["Direct to Mayor and Council - DL"](#)

Date: 8/19/2021 11:11:47 AM

Subject: [Memo: West End Plan PBS Implementation Progress Report - RTS 14615](#)

Attachments: [Memo to Mayor & Council- PBS Implementation Progress Report RTS 14615.pdf](#)

Dear Mayor and Council,

Please see the attached memo from Theresa O'Donnell regarding the West End Public Benefit Strategy Implementation - Progress Update (RTS 14615). A brief summary is as follows:

- This memo provides an overall update on the progress of the West End Public Benefits Strategy (PBS).
- Generally the PBS is on track and has delivered significant amenities (early successes in housing delivery and transportation/public realm improvements), with more substantial projects now in planning (such as the West End Community Centre).
- However, the long-term delivery of the PBS is challenged by both the volume of renewal obligations in the West End, and availability of renewal funding city-wide. The prioritization of renewal of community centres will be addressed through the 10-year Capital Strategic Outlook.
- For public reporting purposes, the content of this Memo has been integrated into a graphic brochure for public audiences (Appendix E), which will be posted and made publically available on the West End Community Plan webpage and shared via the West End Community Plan email list.
- Staff will continue to monitor, evaluate, and respond to success and challenges in implementing the West End Public Benefits Strategy.

Should you have any questions, please contact Theresa O'Donnell (Theresa.O'Donnell@vancouver.ca).

All the best,

Karen

Karen Levitt, Deputy City Manager (she/her)
karen.levitt@vancouver.ca

The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the xʷməθkʷəy̓əm/Musqueam, Skwxwú7mesh/Squamish and səliłwətaʔ/Tsleil-Waututh nations.

MEMORANDUM

August 19, 2021

TO: Mayor and Council

CC: Paul Mochrie, City Manager
Karen Levitt, Deputy City Manager
Katrina Leckovic, City Clerk
Lynda Graves, Administration Services Manager, City Manager's Office
Maria Pontikis, Director, Civic Engagement and Communications
Anita Zaenker, Chief of Staff, Mayor's Office
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Lon LaClaire, General Manager, Engineering
Donnie Rosa, General Manager, Park Board
Susan Haid, Deputy Director, Planning, Urban Design and Sustainability
Paul Storer, Director, Transportation
Grace Cheng, Director, Long-term Financial Strategy & Planning

FROM: Theresa O'Donnell
General Manager, Planning, Urban Design and Sustainability

SUBJECT: West End Public Benefits Strategy Implementation - Progress Update

RTS #: RTS 14615

SUMMARY

The West End Community Plan and associated Public Benefits Strategy (PBS) were approved by Council in 2013. The West End PBS guides how existing amenities and infrastructure will be renewed and new/expanded amenities and infrastructure will be added to serve anticipated growth over the course of the plan. This and other PBSs (such as those for Grandview-Woodland and Marpole) are integrated into the City's capital planning process (10-year Capital Strategic Outlook and 4-year Capital Plan) for alignment, prioritization and implementation. This memorandum provides a progress report on the implementation of the PBS.

On November 24, 2020, Council considered a report titled "Criteria for 100% Secured Rental and Below-Market Housing as an Alternative to Inclusionary Social Housing in the Burrard

Corridor of the West End Community Plan (RTS# 14116). As part of the deliberation of the report, Council approved a motion:

“THAT staff publicly report back to Council on progress to date in implementing the West End Community Plan Public Benefit Strategy and any measures needed to achieve the community benefits detailed as plan objectives.”

This Memo to Council, as well as the brochure for public audiences (Appendix E), responds to Council’s direction. This progress report includes the following sections:

1. West End Public Benefits Strategy Overview;
2. Public Benefits Strategy Implementation;
3. Future Priorities: 10-year Capital Strategic Outlook; and,
4. Public Reporting and Upcoming Engagement Opportunities.

Overall, the West End PBS has made significant progress in delivering in-kind social housing and secured rental housing through the early years of the West End Plan and PBS implementation. Additionally, we have seen early successes in public space and transportation improvements.

While the City is advancing the planning for larger facilities, the delivery of these complex projects is challenging. In particular, the West End has several significant aging City facilities that require both renewal and expansion (i.e., West End Community Centre, Joe Fortes Library, West End Ice Rink, and Vancouver Aquatic Centre). These are complex projects involving multiple stakeholders as well as the need for relocation/co-location of amenities, and will take a significant amount of time to plan, finance, design and implement. To successfully deliver these projects, the City will need to coordinate, prioritize and align the delivery of large-scale projects across all public benefits strategies in the city over the next 10-20 years, including the allocation of limited City funding (mostly for renewal), development contributions (for new and expanded assets) and partner contributions (for renewal and/or expansion depending upon partner mandate).

PROGRESS REPORT

1. West End Public Benefits Strategy Overview

The West End Community Plan and PBS was adopted by Council in November 2013, following the completion of a two-year planning process. The PBS was informed by an extensive review of community needs and the input received through community consultation. The delivery of the West End PBS is integrated into the City’s capital planning and associated city-wide prioritization processes. Background information about PBSs and the West End Plan is included in Appendix A.

The West End PBS provides strategic direction for future capital investments in the community over the long-term (30 years), taking into account the need for both the renewal of aging amenities and infrastructure and for new or expanded amenities to meet the needs of a growing and changing community. An overview of the West End PBS service categories, along with project examples, is found below in Table 1.

Table 1: West End PBS Overview

Service Category	Project Examples
Affordable Housing	Renewed and added social housing and secured rental units
Childcare	Renewed and added childcare spaces
Community Facilities	West End Community Centre and Rink Renewal; Vancouver Aquatic Centre Renewal; Joe Fortes Library branch renewal; potential expansion of multi-purpose space for seniors programs/services as part of future development of community facilities
Arts & Culture	Public art installations; potential co-location for cultural groups/services as part of West End Community Centre renewal
Public Safety	Firehall #6 and #7 Renewal / Relocation
Parks & Open Spaces Transportation & Street Use	West End Waterfront Parks and Beach Ave Master Plan
Utilities (One Water)	Potable Water Infrastructure

In 2013, the West End PBS was estimated to cost approximately \$620M over 30 years. With eight years of cost escalation (land and construction) and increase in scope of certain amenity projects, the current cost estimate for the PBS has increased to approximately \$1.5B.

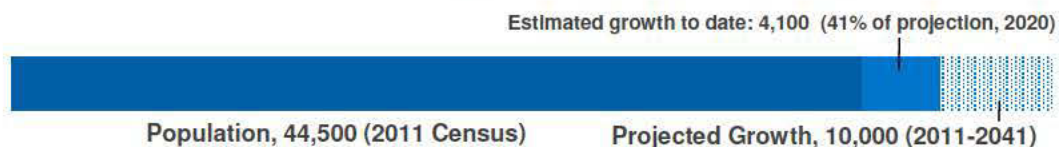
Renewal of existing amenities and infrastructure is typically funded from property taxes and utility fees (“City contribution”). Given the age and condition of the community facilities and infrastructure in Vancouver, the generally limited property tax and utility funding available for renewal requires significant city-wide prioritization through the capital planning process. Provision of new or upgraded amenities and infrastructure are typically funded from a combination of Community Amenity Contributions (CACs), City-wide Development Cost Levies (DCLs) and direct contributions from developers toward infrastructure upgrades (“development contribution”). Where applicable, financial and/or in-kind contributions from other levels of government and non-profit partners (“partner contribution”) will be pursued to support the delivery of the PBS.

2. Public Benefits Strategy Implementation

Population growth

The West End Plan projected the population to grow by approximately 10,000 residents over the 30-year Plan period, with approximately half of this growth in the first 10 years. As of the end of 2020, it is estimated that the population grew by 4,100 residents, on-track for the approximately 5,000 new residents in the first 10 years (see Figure 1). Staff estimate there are currently 48,600 people living in the West End (2020).

Figure 1: West End Population: Estimated (2020) and Projected (2041)



West End Public Benefits Implementation Progress Summary

Significant progress has been made towards achieving the short-term priorities identified in the West End PBS, in particular affordable housing, transportation and public realm improvements. In addition, several public benefits are underway in planning, design or rezoning stages. These include Qmunity, the West End Community Centre, and the West End Waterfront Parks and Beach Avenue Master Plan. This section highlights progress towards achieving the PBS targets, as well as amenities in adjacent neighbourhoods.

Public Benefits Completed and Under Construction

Table 2 below outlines the public benefits achieved, either built or under construction and near completion (see Appendix C for more detailed descriptions of projects).

Table 2: Public Benefits Completed & Under Construction

Category & Sub-Category		Completed since 2013	Under Construction	% of 30-yr Target Achieved
Affordable Housing	<i>Social housing</i>	72 units	236 units	~19%
	<i>Secured market rental housing</i>	577 units	950 units	~80%
Childcare	<i>0-4 yrs old</i>	-	7 spaces (1 family childcare unit)	~3%
	<i>5-12 yrs old</i>	10 spaces	-	~8%
Parks & Open Spaces		Seawall restoration project (2 phases)	-	N/A
Arts & Culture		2 public art installations	1 public art installation	N/A
Community Facilities		Gordon Neighbourhood House renovations	-	N/A
Public Safety		-	-	N/A
Transportation*		Jim Deva Plaza & lighting; Bute-Robson Interim Plaza & pandemic response support on Robson Street; Mini-ferry dock at Sunset Beach; Beach Avenue – Room to Move interim cycling improvements (2.2 km)	Walking improvements (Haro Street; 1.1 km); Cycling improvements (Haro Street; 1.1 km)	N/A
Utilities (One Water)		Georgia Street water main replacement (Thurlow to Nicola)	Haro & Bute Street water main replacement/upgrade	N/A

* In addition to the specific public space and transportation improvements noted, new development has also delivered other onsite and adjacent improvements on the City right-of-way, including wider sidewalks and public realm improvements.

Public Benefits in Progress

Table 3 below outlines the West End public benefits that are in progress (e.g. planning, scoping, or detailed design stages) and/or secured through the development process (e.g. Development Permit stage), including developer-delivered public benefits, as well as several significant City-led or City-partnered projects (see Appendix D for more detailed descriptions of projects).

Table 3: Public Benefits in Progress

Category & Sub-Category		Public Benefit in Progress	Project stage
Housing	<i>Social housing</i>	75* units	DP Application
	<i>Secured market rental housing</i>	35 units	DP Application
Childcare	<i>0-4 yrs old</i>	56 spaces	DP Application
	<i>5-12 yrs old</i>	-	-
Parks & Open Spaces		West End Waterfront Parks & Beach Avenue Master Plan - Renewal & upgrade of West End Waterfront Parks	Planning/scoping
		West End Calisthenics Park (WEChoo\$e - participatory budgeting)	Design
Arts & Culture		1 public art project	DP Application
Community Facilities		West End Community Hub Master Plan (Renewal & expansion of West End Community Centre, West End Ice Rink and Joe Fortes Library)	Planning/scoping
		Renewal & expansion of Qmunity facility	Rezoning approved
Public Safety		Renewal & expansion of Fire Hall #6 – part of the West End Community Hub Master Plan	Planning/scoping
Transportation		Robson-Alberni Public Space Improvements	Planning/scoping
		Bute Street Greenway	Planning/scoping
		Georgia Gateway Complete Street	Planning/scoping
Utilities (One Water)		-	-

*Two additional projects with another 39 and 43 units of social housing were approved at the rezoning stage but stalled without enactment. These two projects are located in the Burrard Corridor area and are anticipated to move to 100% secured rental with below-market rental enabled by the Burrard Corridor Issues Report (see Responding to Change section).

Amenities in Adjacent Neighbourhoods

The West End is well connected to the rest of the Downtown and a number of projects in the adjacent areas that are completed or underway will also benefit West End residents. These include the recently completed Burrard Bridge pedestrian and cycling improvements, the 800 Robson Plaza, and the Coal Harbour Elementary School and social housing that is currently in the design phase (see Appendix C for detailed project info).

City Response to Changing Market Conditions and Site Constraints

Changing development trends and evolving neighbourhood needs have required adaptive approaches to the implementation of the West End PBS, particularly the delivery of affordable housing and childcare. In response to the City’s priority for delivery of rental housing, Council recently adopted an alternative option to the existing inclusionary housing policy for rezoning in the West End.¹ In addition, the constrained nature of smaller or irregular development sites make it difficult to site childcare facilities. Staff are currently updating the City’s approach to advance childcare delivery in the West End, detailed in Appendix E.

West End PBS Costs and Funding

Costs to Deliver West End Public Benefits

As noted earlier in this Memo, the current estimated costs to deliver the PBS have increased from the \$620 million estimated in 2013, when the West End Community Plan was adopted, to approximately \$1.5 billion. This cost estimate includes cost escalation (for construction and/or land acquisition) and, for some projects, additional scope. These trends are consistent with the rest of the city, not just in the West End.

Funding the West End PBS

When the PBS was developed in 2013, it was contemplated that approximately 25% of the PBS would be funded from City contributions, 50% by Development contributions and 25% by Partner contributions. City contributions (property tax and utility fees) are dedicated to fund the renewal portion of the amenity and infrastructure projects, while Development contributions fund the growth portion. Where applicable, partner contributions will be pursued to support the delivery of the PBS.

City contributions to support asset renewal in the West End and across all communities is constrained, given the City’s goals to limit property tax increases to support affordability and maintain a manageable debt load². As the City’s amenities and infrastructure continues to grow and age, and in the absence of significant Partner contributions from senior governments, our infrastructure deficit has been growing steadily over time. Starting with the 2019-22 Capital Plan, the City is setting aside an amount equivalent to a 1% property tax increase each year to lower the infrastructure deficit and reduce the backlog of capital maintenance and renewal work. Projects, including those from the West End, are prioritized through the city-wide capital planning process (10-year Capital Strategic Outlook and 4-year Capital Plan).

Since 2013, approximately \$182M in CACs and density bonusing contributions have been received through rezoning and development permits in the West End. This represents both cash and in-kind contributions that are completed (\$15M), as well as cash and in-kind contributions currently under construction (\$82M). The remaining \$85M in cash contributions represent received cash that has been earmarked for spending on future affordable housing, childcare, parks and transportation and community facilities, as well as other public benefits in the West End.

¹ *Criteria for 100% Secured Rental and Below-Market Housing as an Alternative to Inclusionary Social Housing in the Burrard Corridor of the West End Community Plan – November 2020 (RTS No. 14116).*

² *Council Motion: Limiting 2022 Property Tax Rate Increase to No More Than 5% - April 27, 2021.*

Currently, there are approximately \$163M in cash CACs “secured” (rezonings approved in principle by Council). This represents:

- \$57M for two projects that have enacted and will have payments due in 2022
- \$106M in CACs for another four projects that are approved in principle by Council but have not yet enacted. It should be also noted that, per the City’s CAC policy, some of the projects may opt to defer payment of the full CAC into smaller installments. This will impact the timing of delivery of the PBS as capital projects cannot proceed until full project funding is received.

There are several projects in the West End PBS that will require both renewal funding and growth funding, such as the West End Community Centre/Joe Fortes Library/West End Rink, the Vancouver Aquatic Centre and the two fire halls. It is estimated that more than 60% of the funding required for these projects is renewal funding. As a result, each of these projects will only be able to proceed once there is sufficient City contributions and Development contributions.

Finally, the delivery of complex amenities often require partnership agreements and significant time to align partners’ funding, strategies and timelines, in addition to the time to complete detailed design and construction.

3. Future Priorities: 10-Year Capital Strategic Outlook

The upcoming 10-year Capital Strategic Outlook is an opportunity to review and assess the priority projects identified in the West End PBS within a city-wide context.

Staff will continue tracking and monitoring the implementation of the West End Community Plan and PBS, with a focus on prioritizing the delivery of significant public benefits that are in the planning and design phase within the West End neighbourhood. The City’s preference continues to be securing in-kind amenities, as they can be delivered in a more expedited timeframe while recognizing specific challenges, such as the constrained nature of West End development sites noted above. For cash CAC allocations, it is anticipated that public benefits dependent primarily on developer contributions will remain a priority in the near and medium term, whereas any West End projects requiring a significant share of *renewal* related funding will need to be coordinated as part of a city-wide strategy for prioritizing these projects through the Capital Planning process.

Given the challenges around renewal noted in the previous section, Staff will be addressing community centre renewal prioritization in the upcoming 10-year Capital Strategic Outlook. Staff will also advance work on a number of projects currently in the planning and design phases, including the West End Community Hub, West End Waterfront Parks and Beach Avenue Master Plan (phase 1), Bute Greenway, Georgia Gateway Complete Street, and public space improvements to Davie, Denman and Robson Streets.

Further, a number of public realm improvements informed by the Places for People Downtown Public Space Strategy, the learnings from the pandemic, as well as continued progress on the One Water Strategy and utilities upgrades, will be considered as part of the forthcoming Capital Planning process.

4. Public Reporting and Upcoming Engagement Opportunities

The content of this Memo has been integrated into a graphic brochure for public audiences (Appendix E), which will be posted and made publicly available on the West End Community Plan webpage (<https://vancouver.ca/home-property-development/west-end-community-plan.aspx>). This information will also be shared via the West End Community Plan email list. The City also provides a regularly updated snapshot on the progress of the West End PBS through the PBS Dashboards (see Appendix B). These dashboards are available as appendices in all rezoning reports within community plan areas.

Other Upcoming Engagement Opportunities:

West End Community Hub Master Plan Engagement – planned for fall 2021

Engagement for the West End Community Hub Master Plan will start in September 2021. The project team has approached xʷməθkʷəy̓əm, Skwxwú7mesh, and sel̓ílwitulh Nations to understand if and how they would like to participate in this process (for more detail see Appendix F).

West End Waterfront and Beach Avenue Master Plan – planned for fall 2021

Engagement for WEWMP began in 2019. A consultant team was hired in late 2020 and the next round of engagement is anticipated to start in fall 2021. Early intergovernmental conversations have commenced with MST regarding their involvement.

CONCLUSION

Since the adoption of the West End Plan and the West End Public Benefits Strategy in 2013, the West End has seen significant progress on the delivery of a number of community amenities. Notable highlights include significant progress towards social and secured market rental housing targets, transportation and public realm improvements. Some of the more substantive and complex projects – including the West End Community Centre and West End Waterfront Parks and Beach Avenue Master Plan – are being initiated now, and will be delivered over multi-year planning, design, funding and development phases. Given the challenges around renewal, staff will be addressing community centre renewal prioritization in the upcoming 10-year Capital Strategic outlook.

In response to changing development trends and neighbourhood needs, staff will continue to monitor the implementation of the PBS through an adaptive and responsive approach.



Theresa O'Donnell
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APPENDIX A: PUBLIC BENEFITS STRATEGY AND WEST END COMMUNITY PLAN BACKGROUND

What is a Public Benefits Strategy?

A Public Benefits Strategy provides strategic direction for future capital investments in a community over the lifespan on an associated community plan (30 years). A PBS is an aspirational plan that reflects the needs and desires of the community. It covers key areas that support livable, healthy and sustainable communities: community facilities, parks and open spaces, affordable housing, public safety, transportation, and utilities. Each PBS takes into account the existing network of amenities and infrastructure within the community, as well as district-serving and city-serving amenities located beyond the community's boundary.

There are four key steps in preparing a PBS:

- Assessing local needs within a city-wide context;
- Developing a strategy (including outcomes and/or targets) for addressing the identified needs;
- Providing a rough order-of-magnitude cost to fulfil the strategy; and
- Outlining a financial strategy to support the outcome-based strategy.

The needs assessment considers the following:

- An optimal network of amenities and infrastructure that supports service and program delivery at citywide, district and local levels;
- Existing amenities and infrastructure to be renewed over the next 30 years;
- Current gaps, deficiencies or shortfalls in service and program delivery, if any; and
- New demands anticipated from population and job growth over the next 30 years.

The outcome-based strategy for a local community is developed within an overall citywide framework that includes the following guiding principles:

- Provide core services across communities; determine best model for delivering each service;
- Partner strategically across all sectors (government, non-profit and private);
- Adapt to demographic changes; build flexible, adaptable and scale-able amenities;
- Prioritize renewal of existing amenities and infrastructure;
- Prioritize multi-use facilities;
- Phase large-scale projects; enhance cross-project coordination to optimize efficiency; and
- Ensure long-term operational/financial sustainability.

Funding a PBS

A PBS is funded by a combination of developer contributions (CACs and DCLs), City contributions (property taxes and utility fees), and partner contributions (including those from

other governments and non-profits). Renewal of existing amenities and infrastructure is typically funded from property taxes and utility fees (“City contribution”). Given the age and condition of the community facilities and infrastructure in Vancouver, the generally limited property tax and utility funding available for renewal requires significant city-wide prioritization through the capital planning process. Provision of new or upgraded amenities and infrastructure are typically funded from a combination of Community Amenity Contributions (CACs), City-wide Development Cost Levies (DCLs) and direct contributions from developers toward amenities and infrastructure upgrades (“developer contribution”). Where applicable, financial and/or in-kind contributions from other levels of government and non-profit partners (“partnership contribution”) will be pursued to support the delivery of the PBS.

The City’s fiscal capacity, emerging opportunities and evolving needs in a community and across the city will influence the actual amenity package that will be delivered incrementally over the long-term horizon. As such, a PBS will be reviewed and refined periodically and integrated into the City’s 10-year Capital Strategic Outlook, four-year Capital Plan and annual Capital Budget for prioritization and funding consideration on a city-wide level.

West End Community Plan

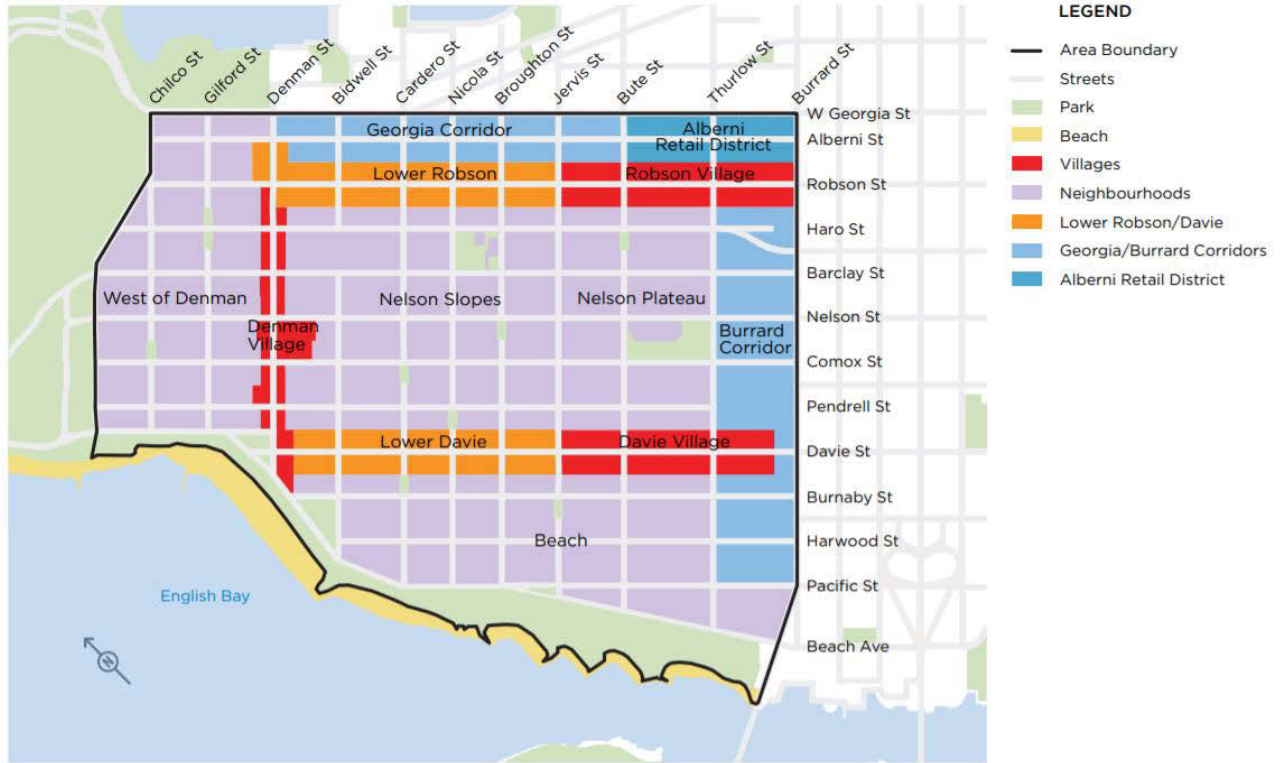
The West End Community Plan (“the Plan”) was adopted by Council in November 2013, and is the result of a formal two-year community planning process (2012-2013) that involved significant community engagement and stakeholder input.

The plan provides a clear but flexible framework to guide positive change, development and public benefits in the West End, considering long-range and shorter-term goals. The Plan sets direction to ensure the West End continues to be a great place for all – to live, work, learn and play. The Plan embodies other Council approved City policies, guidelines and priorities, including those that address livability, affordability, environmental sustainability, economic vitality, accessibility and social connections and other improvements to the well-being of Vancouverites.

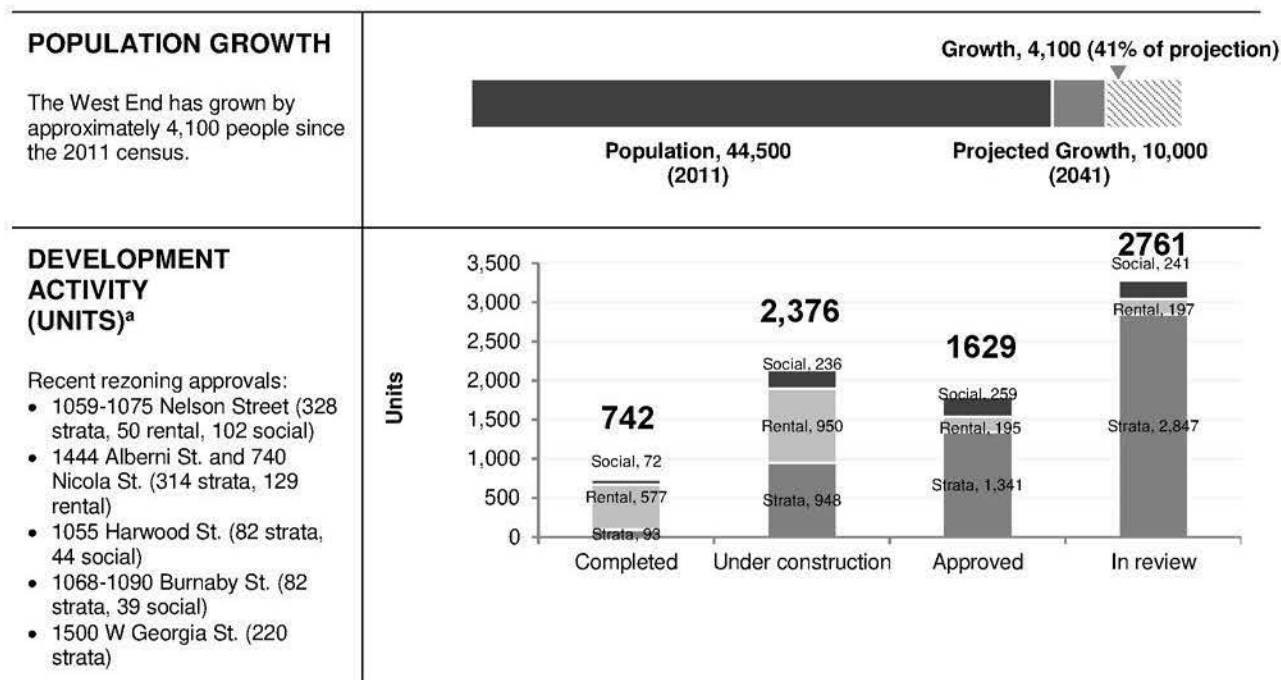
The key underpinnings of the West End Community Plan were to balance the preservation of neighbourhood areas (where there are significant levels of existing affordable rental), and focusing growth (additional density) on corridors in combination with high levels of developer contributions and replacing rental housing with social housing (see Figure 1).

Since 2013, the West End has seen significant development activity in the Georgia and Burrard Corridors, and Lower Robson and Lower Davie, particularly during the 2013-2017 period, which helped to deliver social and secured market rental housing. While development is anticipated to continue in these key areas of the West End, the Plan will help to ensure that the West End continues to be a great place for all ages to live, work, learn and play.

Figure 1: West End Sub-Areas





APPENDIX B: PUBLIC BENEFITS IMPLEMENTATION TRACKING WEST END COMMUNITY PLAN (2013) Updated year-end 2020



PUBLIC BENEFITS ACHIEVED SINCE 2013

Category	Anticipated Public Benefits by 2043 (+) ^b	Completed (+) since 2013 or In Progress (o)	% ^c
Affordable Housing ^a	<ul style="list-style-type: none"> + Approx. 1,600 additional social housing units + Approx. 1,900 additional secured market rental units + Secure social and market rental housing in Corridors + Secure market rental housing in Neighbourhoods 	<ul style="list-style-type: none"> • 72 social housing units • 577 secured market rental units o 236 social housing units o 950 secured market rental units 	50%
Childcare	<ul style="list-style-type: none"> + Approx. 245 spaces for children 0-4 + Approx. 121 spaces for children 5-12 	<ul style="list-style-type: none"> • 10 spaces for children 5-12 (Lord Roberts) o 7 childcare spaces (1 family childcare unit) 	5%
Transportation/ Public Realm	<ul style="list-style-type: none"> + Upgrade/expand walking and cycling networks + Enhance waiting areas at transit stops + Improve public realm along commercial streets + Improve public realm in Neighbourhoods 	<ul style="list-style-type: none"> • Jim Deva Plaza • Aquatic Centre Ferry Dock • New traffic signal installation at Burrard / Burnaby and Thurlow / Barclay • Temporary patios (interim) • Bute/Robson, Bute/Davie and Bute/Alberni interim plazas • Temporary Robson/Alberni public space improvements o Haro and Bute infrastructure upgrades and pedestrian/cycling improvements o Georgia Gateway West complete street (design) o Robson/Alberni public space improvements (design) 	20%
Arts & Culture	<ul style="list-style-type: none"> + Preserve and stabilize cultural assets + Retain/create multi-use neighbourhood creative spaces + Public art 	<ul style="list-style-type: none"> • Public art from rezonings 	10%
Civic/Community	<ul style="list-style-type: none"> + Recreation facilities renewal (West End Community Centre, Ice Rink, Vancouver Aquatic Centre) + Joe Fortes Library renewal + Optimize fire hall services in the community through renewal and/or relocation of existing fire halls 	<ul style="list-style-type: none"> o West End Community Hub Master Plan (master planning and pre-engagement for a new community services hub including the community centre, ice rink, and library) 	0%
Heritage	<ul style="list-style-type: none"> + 10% allocation from cash community amenity contributions in West End 	<ul style="list-style-type: none"> o 10% allocation from cash community amenity contributions in West End 	N/A
Social Facilities	<ul style="list-style-type: none"> + Gordon Neighbourhood House renewal and expansion + QMUNITY renewal and expansion 	<ul style="list-style-type: none"> • Gordon Neighbourhood House interim upgrades o QMUNITY (design – rezoning application) 	10%

	<ul style="list-style-type: none"> + Explore opportunities for a dedicated seniors' facility + Explore opportunities for community-based non-profit hub 		
 Parks	<ul style="list-style-type: none"> + Rebuild the seawall + English Bay Beach Park and Sunset Beach Park upgrades 	<ul style="list-style-type: none"> • Seawall renewal phase one <ul style="list-style-type: none"> ○ Gifford St closure ○ Barclay Heritage Square Calisthenics Park (design) ○ West End Waterfront Master Plan (master planning) 	 10%

EXPLANATORY NOTES

The Public Benefits Implementation Tracker assists in monitoring progress toward the delivery of public benefits anticipated from the community plans. Data in this tracker reflects activity within the plan boundaries since Plan approval.

Population Growth

Base population is determined by the latest census year available when the Plan was approved. Projected growth numbers are determined by the numbers quoted in the Plan (if available). Growth is calculated by taking the difference between the latest census year and the base population and adding an estimate based on floor area completed between the latest census and the present quarter.

Development Activity

The Development Activity Chart tracks projects with 3 or more housing units and includes Development Permits, Building Permits, rezoning applications and enquiries:

- “Completed” projects have achieved Building Permit completion.
- “Under Construction” projects have achieved Building Permit issuance, but have yet to be completed.
- “Approved” projects include rezoning applications approved by Council and Development Permits that have been approved by the City. Any rezoning applications approved by Council that advance into the Development Permit stage are still counted as “Approved” projects until it achieves Building Permit issuance.
- “In review” projects include any rezoning applications or Development Permit applications that are under review by the City.

Recent rezoning approvals listed in this section reflect the last five rezonings (excluding minor text amendments) approved by Council within the last five years in the plan area.

Public Benefits Achieved

Public benefits projects that have either been completed or are under construction are included in this section. This tracker also includes information about the progression of larger projects in the scoping/planning/design phase, and City programs.

Other Notes

^a Gross numbers of units reported. In some instances, existing units may be demolished and replaced with new units. These numbers represent units that have been replaced and any additional units included as a part of new developments.

^b See chapter 17 of the [West End Community Plan](#) for detailed information about the City's commitments to deliver public benefits in the West End.

^c Percentages reflect estimated progress toward overall Public Benefits Strategy targets outlined in chapter 17 of the [West End Community Plan](#).

APPENDIX C: PUBLIC BENEFITS – PROJECT DESCRIPTIONS AND STATUS

West End Public Benefits in Progress

Bute Greenway (Scoping/planning)

- Bute Greenway will implement a walking, cycling and rolling connection between English Bay and Coal Harbour.
- There have been COVID-response projects to increase public space and to support business along Bute at Alberni, Robson, and Davie
- Targeting Q3 2021 for launch of public engagement
- Work on this project will be coordinated with Bute-Robson plaza and other COVID response work.

Robson-Alberni Public Space Improvements (Planning)

- Public realm improvements on Robson and Alberni, and a permanent plaza at Bute-Robson, will support Robson Village as a high street destination.
- In 2020, several COVID-response projects were delivered to support public life and business recovery on Robson St.
- Staff will bring a recommendation on this project to Council this fall as a part of a city-wide update on the sustainment of the public life recovery and COVID-response works within the West End.

Georgia Gateway Complete Street (Scoping and planning)

- Georgia Gateway will redesign West Georgia Street between Broughton & Chilco Streets into a complete street, including intersection of Georgia, Pender and Cardero to improve walking, rolling, transit use and cycling.
- Bus priority improvements on Georgia were completed in January 2021
- Implementation postponed to next capital plan with potential for engagement and design starting in 2022
- Emerging potential to coordinate with connecting improvements on Melville and Pender.

West End Calisthenics Park (Design)

- The West End Calisthenics Park will install outdoor exercise equipment in Barclay Heritage Square. This project was selected by the West End community in spring 2020 as part of the WEChoo\$e participatory budgeting pilot project.

West End Community Hub (Community Centre, Library, Fire Hall, Childcare, Ice Rink, Secondary School, Playfields; Master planning and programming)

- The City of Vancouver, Vancouver School Board, Vancouver Public Library, and the Vancouver Park Board are currently working together to develop a master plan for the site that will incorporate the West End Community Centre, including the rink, King George Secondary School, Joe Fortes Library, a fire hall and childcare facilities. An MOU was signed with VSB in fall 2020.
- The master plan will provide a shared vision for the future of the West End Community Hub.
- This master plan will achieve one of the ten-year policies set out in the West End Community Plan to develop a long-term strategy with the Vancouver School Board,

Vancouver Public Library and other partners to renew and expand the Community Centre and other facilities.

- The West End Community Hub requires a substantial share of renewal funding as it involves the replacement or expansion of several amenities.
 - Even as growth funding may be available, renewal funding may take longer to secure, as renewal projects are prioritized on a city-wide basis. There is currently limited renewal funding available relative to the number and scale of renewal projects and programs that require funding across the city, such as the Britannia Community Services Centre renewal.
 - The City places significant priority on replacing facilities that are in poorer condition and nearing the end of their useful life, whereas facilities that are not aged and are not in poor condition, such as the West End Civic Centre, are typically not a near-term renewal priority.
 - To help illustrate the challenge in delivering capital projects with renewal components within the West End Public Benefits Strategy, the current estimated cost of the renewed and expanded community centre and ice rink is approximately \$80M. The renewal proportion for these two projects is 80% or ~\$64M and must be funded with property taxes, whereas only about \$16M in CACs, which are generated directly from the development in this area, are required to fund the growth component.
 - This project will seek strategies to address funding needs for the renewal portion of City facilities (which cannot be funded by cash CACs) and growth portion of the school facilities (for which funding is applied for through the BC Ministry of Education's School Expansion Program and cannot be funded through the BC Ministry of Education's Seismic Mitigation Program).
- Project planning includes working with individuals from local Nations (Chief Ian Campbell for visioning, artists from local Nations)
- Project planning with partners and soft outreach to community groups has been happening from fall 2020 through summer 2021 to develop a community engagement framework. Launch of broader public conversations planned for Fall 2021.
- The master plan for the West End Community Hub is planned to be completed in fall 2022.

West End Waterfront Parks and Beach Avenue Master Plan (Master Planning)

- Council and the Vancouver Park Board recently approved the contract award for the West End Waterfront Parks and Beach Ave Master Plan (fall 2020).
- The Master Plan will provide an integrated 30-year vision for the Waterfront parks (English Bay, Sunset Beach, Morton and Alexandra Parks), as well as the surrounding transportation network. The majority of Park related items identified in the PBS are connected to the Master Plan process.
- In response to the COVID-19 pandemic and supported by Council's direction, Staff reallocated road space on Beach Ave in 2020 to create more space for people walking, rolling and cycling when visiting West End's waterfront beaches. Given the broad public support generated from public consultation and continued use of the Beach Ave bike path, staff have implemented an interim path in early 2021.
- The Beach Ave interim bike path will serve as a test of opportunities for reallocation of road space beyond the COVID-19 response on Beach Ave and help inform the long term

integrated vision for the area as part of the Council approved West End Master Plan process.

- The Master plan process is expected to conclude in Spring 2023, followed by a coordinated phasing plan for the delivery of public benefits and additional detail on funding required.

Projects Located Nearby the West End (Completed and In-Progress)

800 Robson Plaza (Completed)

In early 2021, the construction of a new, permanent public plaza was completed at 800 Robson Street. The plaza features a flexible open space for year-round events with level, connected plaza space, moveable seating and tables, additional benches, and lighting.

1105 Seymour (Completed)

81 units of social housing, delivered via in-kind CAC, were completed in 2017.

Burrard Bridge and Pacific Street Intersection Upgrades (Completed)

Upgrades to cycling and pedestrian lanes on the bridge and upgrades to the intersection at Burrard Street and Pacific Street to improve safety for all road users were completed in 2017.

Coal Harbour Phase II: School, Childcare and Social Housing (in application)

The City and School Board are partnering to deliver a mixed-use building, containing 60 social housing units, a 340-student elementary school and a 65-space childcare centre adjacent to the existing Coal Harbour Community Centre and Park. This project is currently in the development permit application stage and targeted to reach the construction phase in late 2021.

Stanley Park Temporary Bike Lane on Park Drive

The Vancouver Park Board has implemented an 8km temporary bike lane on Stanley Park Drive for the summer of 2021, with improvements to safety, accessibility and the overall experience made based on public and stakeholder feedback from last year's temporary bike lane project in response to COVID.

**APPENDIX D: IN-KIND PUBLIC BENEFITS COMPLETED AND UNDER CONSTRUCTION –
PROJECT SPECIFIC INFORMATION**

The tables below provide project specific detail for the in-kind public benefits under construction and completed, found in Table 2 in the body of this Memo.

In-Kind (Developer Delivered) Social Housing Completed and Under Construction

Public benefit	Address	Status	Units	% of 30-year Target Achieved
Social housing	1106 Pendrell St / 1155 Thurlow St	Completed	45	19%
	1315 Davie / 1171 Jervis St	Completed	27	
	969 Burrard St / 1033 Nelson St	Under Construction	61	
	1400 / 1482 Robson St	Under Construction	83	
	1395 Davie St (1345 Davie St / 1180 Broughton St)	Under Construction	68	
	1810 - 1818 Alberni St	Under Construction	24	

Childcare Completed and Under Construction

Public benefit	Location	Status	Spaces	% of 30-year Target Achieved
Childcare	Lord Roberts Elementary	Completed	10	5%
	1482 Robson St	Under Construction	7 spaces (1 family childcare unit)	

Secured Rental Housing Completed and Under Construction

Public benefit	Address	Status	Units	% of 30-year Target Achieved
Secured rental housing	1333 Jervis St	Completed	38	80%
	1555 Thurlow St	Completed	162	
	1754 - 1772 Pendrell St	Completed	173	
	1529 Comox St	Completed	17	
	1668 Davie St	Completed	157	
	1180 / 1184 Comox St	Completed	6	
	1847 Pendrell St	Completed	24	
	1523 Davie St	Under Construction	20	
	1500 Robson St	Under Construction	127	
	1170 Barclay St	Under Construction	28	
	1168 Pendrell St	Under Construction	9	
	1546 Nelson St	Under Construction	4	
	1601 Comox St / 1031 Cardero	Under Construction	10	
	1188 Bidwell St	Under Construction	108	
	1661 Davie St	Under Construction	330	
1030 Denman St	Under Construction	314		

APPENDIX E: City Response to Changing Market Conditions and Site Constraints

Criteria for 100% Secured Rental and Below-Market Housing as an Alternative to Inclusionary Social Housing in the Burrard Corridor of the West End Community Plan

In response to this market shift, Council recently adopted an alternative option to the existing inclusionary housing policy for rezoning in the West End.³ This supports the goals of the Housing Vancouver Strategy through the creation of secured market rental and below-market rental housing, and is intended to achieve a similar level of affordability set by existing policy, while enabling a shift towards secured rental housing.

Based on five (5) stalled inclusionary housing projects, it is anticipated that this interim policy could deliver an estimated 1,600 secured rental units, consisting of approximately 1,200 secured market rental units and 400 below-market rental units.

Childcare Delivery

There are currently no new in-kind rezoning projects with childcare in-stream. This is partly reflective of the condominium market slow-down noted above, and partly reflective of the constrained nature of West End development sites, which make it difficult to site a large-scale childcare facility. Staff are currently updating the City's approach to advance childcare delivery in the West End, which include the following steps:

1. **Strongly prioritizing inclusion of childcare for CAC negotiations**, for any large sites with potential to accommodate large-scale non-profit childcare become the subject of a rezoning enquiry or application.
2. **Seeking in-kind childcare opportunities outside the West End Plan boundary** but within the Downtown area. This approach addresses Council's desire to expand the portability of CAC spending through the provision of district and city-wide serving amenities that benefit local and city residents alike.
3. **Piloting delivery of small-scale family childcare in the West End's Burrard Corridor**. Over the next 3-5 years staff will pilot the delivery of small-scale family childcare in the West End's Burrard Corridor, by encouraging residential units purpose-built and secured for licensed family childcare through rezoning, for developments that include secured rental housing. It is anticipated that the Burrard Corridor pilot could deliver up to 20 purpose-built family childcare units in 100% rental buildings, with capacity for 100-140 childcare spaces.
4. **Exploring delivery of small-scale multi-age childcare in the amenity rooms of residential buildings in the West End through rezoning**. These small-scale multi-age spaces will be delivered by non-profit childcare operators, preferably as satellite extensions to nearby City-owned childcare facilities, to ensure quality of care.


³ *Criteria for 100% Secured Rental and Below-Market Housing as an Alternative to Inclusionary Social Housing in the Burrard Corridor of the West End Community Plan* – November 2020 (RTS No. 14116).

APPENDIX F: WEST END PUBLIC BENEFITS STRATEGY – PUBLIC INFORMATION

West End Public Benefits Strategy


Progress Report: Public Benefits Completed and Under Construction

2021



Since the adoption of the West End Plan and the West End Public Benefits Strategy in 2013, the West End has seen significant progress on the delivery of a number of community amenities.

The City will continue to work closely with the community and stakeholders to deliver the West End Plan and the West End Public Benefit Strategy, to foster a great community for all – to live, work, learn and play.



New Child Care Facilities


- 10 new childcare spaces – children 5-12
- 7-14 new family childcare spaces (1-2 units)
- Total: 5% of target

Renewing Public Facilities

- Gordon Neighbourhood House upgrade

Improving Parks and Beaches

- Seawall renewal (phase 1)
- Gifford Street mini-park



Increasing Housing Options

Secured Rental
1,527 units (80% of target)

Social Housing
308 units (19% of target)

Public Art

3 new public art projects


Improving Ways to Get Around

- New mini-ferry dock at Sunset Beach
- 2 new traffic signals
- 1 km of pedestrian and cycling improvements (Hara Street)

Spaces for people to gather

- Jim Deva Plaza and lighting
- Street and sidewalk patios
- 3 new interim plazas
- Interim Robson-Alberni public space improvements

West End Population




Year	Population
2011 (census)	44,500
2020 (estimate)	48,600 (growth from 2011: +4,100)
2041 (projection)	54,500 (growth from 2020: +5,900)

How Public Benefits Get Funded

Growth
Growing population, new jobs or expanded business, increased services

Developer Contributions
Developer cost levies, community amenity contributions and density bonuses

Can include in-kind and/or cash contributions.



West End Community Hub

*Example: West End Community Hub

Renewal
Aging or aging building residents require replacement

Partner Contributions
Senior government and non-profits

City Contributions
Property tax, utility fees and user fees.

Although growth funding (CACs) may be available and can be allocated for specific projects, renewal funding may take longer to secure, as renewal projects are prioritized on a city-wide basis as part of the Capital Plan process. Given the City's aim to limit property tax increases, there is limited renewal funding available relative to the number and scale of renewal projects and programs that require funding city-wide.

What's Next?

Ongoing and upcoming projects in the West End



There are several public benefits in the West End that are underway in planning, design or rezoning stages, including large and complex facilities - including the West End Community Centre and West End Waterfront Parks and Beach Avenue Master Plan - that will be delivered over multi-year planning, design, funding and development phases.

Engagement
Launch
Fall
2021



West End Community Hub Community Centre, Library, Firehall, School and Childcare

The City, Vancouver School Board, Vancouver Public Library, and the Vancouver Park Board are currently working together to develop a shared vision for the site that will incorporate the West End Community Centre, including the rink, King George Secondary School, Joe Fortes Library, a firehall and childcare facilities.

Engagement
Launch
Fall
2021



West End Waterfront and Beach Avenue Master Plan

An integrated 30-year vision for the Waterfront parks (English Bay, Sunset Beach, Morton and Alexandra Parks) as well as the surrounding transportation network.
vancouver.ca/parks-recreation-culture/westend-waterfront-master-plan

Public
Hearing
Summer
2021



Qmunity (1190 Burrard)

Creating a new, expanded purpose-built facility for Qmunity at 1190 Burrard, to better support LGBTQ community members. Qmunity will be co-located with social housing.

Engagement
Completed
Spring
2021



West End Calisthenics Park

Installation of outdoor exercise equipment in Barclay Heritage Square. This project was selected by the West End community in spring 2020 as part of the WEChoo\$e participatory budgeting pilot project.

Engagement
Launch
Fall
2021



Bute Greenway

A walking, cycling and rolling connection between English Bay and Coal Harbour.

Engagement
Launch
Fall
2021



Robson Alberni Public Space Improvements

Public realm improvements on Robson and Alberni, and a permanent plaza at Bute-Robson, will support Robson Village as a high street destination.

West End Community Hub Master Plan Engagement – planned for fall 2021

- **Engagement Timeline:** Engagement for the West End Community Hub Master Plan will start in September 2021. The project team has learnt through early engagement that the West End community is experiencing COVID and engagement fatigue and therefore meaningful community engagement will not be possible until fall 2021.
- **MST engagement:** The project team has approached x^wməθk^wəyəm, Skwxwú7mesh, and selílwitulh Nations to understand if and how they would like to participate in this process. The project team has suggested the creation of a ‘Protocol Committee,’ with representation from each Nation. Acknowledging that the West End peninsula has many areas of significance for local First Nations, the purpose of this Committee will be to share histories of place and respectfully weave these into the redevelopment of the West End Community Hub to increase the visibility of the local Indigenous cultures/histories in the West End.
- **Public engagement:** Public engagement will focus on community storytelling and history of place, which will help create the vision for the future West End Community Hub. Specific engagement activities starting in fall 2021 will include: online interactive engagement opportunities on Shape Your City; storytelling events, pop-up engagement activities, community workshops, open houses, and public surveys.