

Analysis, Action, Anecdotes Old Chestnuts and New Challenges

Dr. Ann McAfee, FCIP



Planning Tomorrow

1. Context

- Past Planning Practice Vancouver
- 7 Generation Test
- Old Chestnuts & New Challenges

2. Today's Tools for Tomorrow?

- Portable Pocket Planner
- Talking Stick

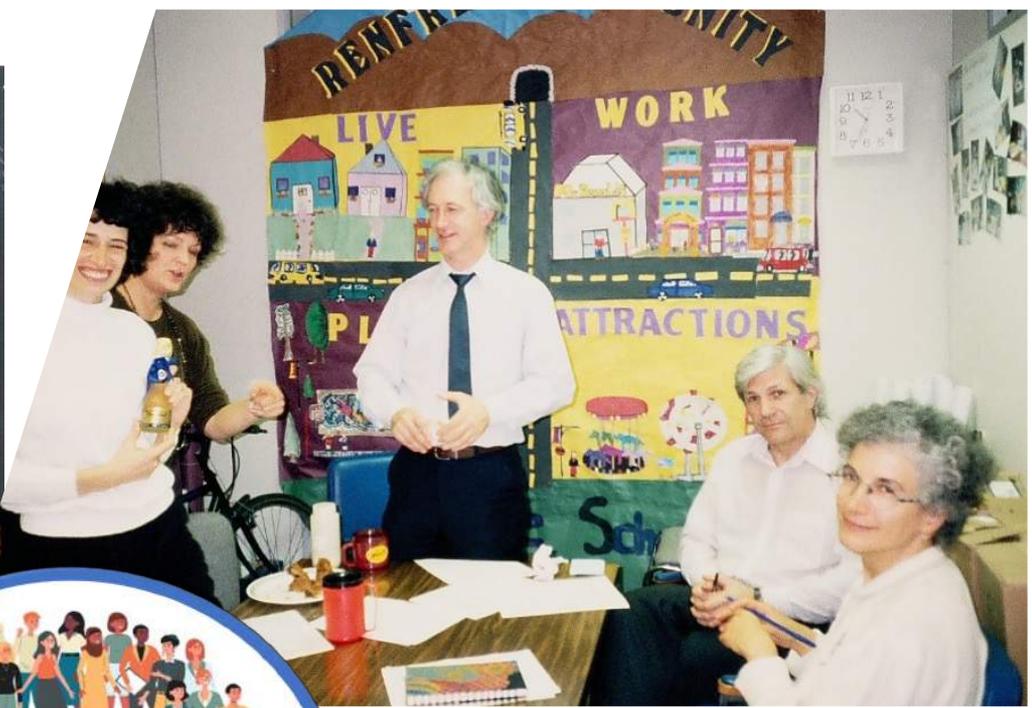
3. Tackling Tough Nuts

- Many Needs Limited Funds
- Making Choices - Saying 'Sorry'
- Planning Under Uncertainty





**50 Years Ago
Around the City of
Vancouver Table**



**Changing Face
of Planning
In and Outside
City Hall**

**1970s
Vancouver**



**Tools for
Time & Place**

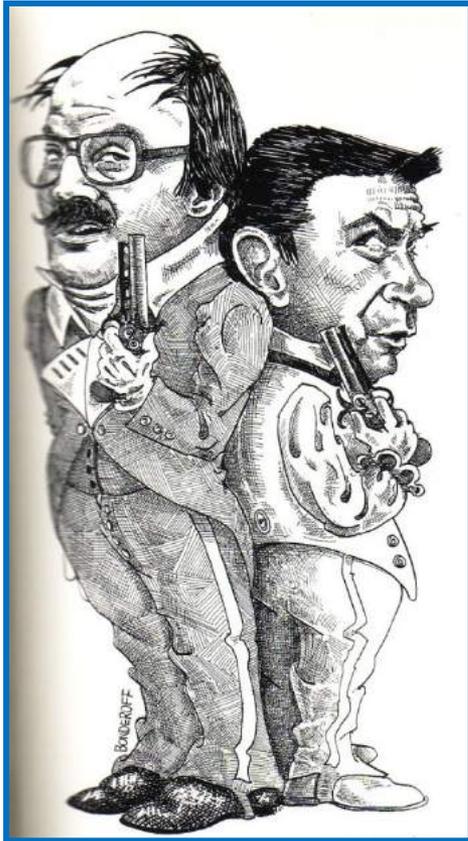
**2002
World's Most
Livable City**



Vancouver 1970s – 2000s

Creative and Persistent Political Leadership

Council Decides - No Appeal to Province

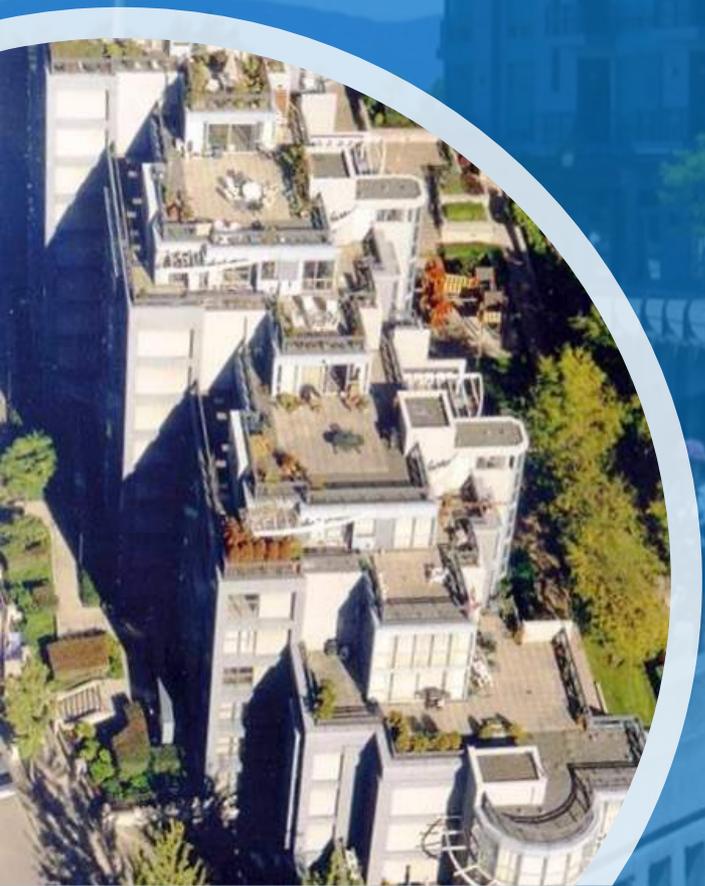


“Left” and “Right” Shared Values
15 Councils

Council Willing to: Experiment, Implement, Monitor, Adjust

Example Shared Values:

- No Freeways
- 24 Hour Downtown
- Livable/Sustainable Neighbourhoods
- City \$ to Support Affordable Housing
- New Growth pays its way
- Commitment to Participation and Partnerships



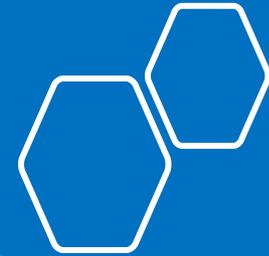
**City Authority
to Build Complete
Communities**

**Staff
Encouraged to
Ground Timely
Policy Advice
In Analysis**



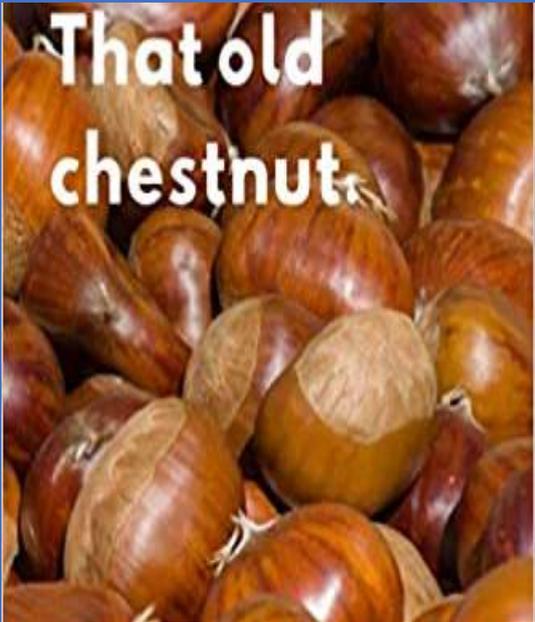
**Theory
Test
Adopt
Monitor
Adjust**





**'World's
Most
Livable
City'
2002**

Old Chestnuts Not Resolved



*Housing Affordability
Municipal Finance*

1976

Rental housing due for drop

By MIGUEL MOYA
Sun City Hall Bureau

Vancouver will lose a third of its rental housing stock in the next 15 years if current development trends continue, according to the city planning department.

That projection is based on a modest economic recovery that would increase demand for housing, city housing planner Ann McAfee said in an interview Wednesday.

McAfee was commenting on a report on ways of increasing Vancouver's potential for new housing.

The report says the city is losing reasonably priced rental units as they are demolished to meet the market for new condominiums. High-income households are therefore replacing modest-income tenants.

McAfee said additional units of the rental supply are expected as units are sold.

Eventually the supply of rental units could be 20,000 to 30,000 short of demand. The city must either improve transportation to the suburbs or increase the supply, she



McAFEE

we commute people." The planning department is studying strategies for increasing housing density in Vancouver with minimal public cost and disruption of communities.

McAfee said while neighborhoods are bound to fight increased density, increasing commuting would disrupt Vancouver communities and raise transportation costs.

Decreased rental accommodation will mean greater numbers of moderate and low income families will move to the suburbs, she said. "It comes down to a value choice as to what kind of city you want and who do you want to live in it."

In a presentation to the city planning commission Wednesday, McAfee said Vancouver has used up 87 per cent of its housing capacity. The remaining capacity is about 30,000 units, mostly in the downtown area, the B.C. Place site and Grandview-Woodlands.

The report says in the Kerrisdale, Kitsilano and South Granville apartment areas, an average of three units are demolished for every four units built. "Three existing tenants are displaced for a net increase of one unit to the city's housing stock."

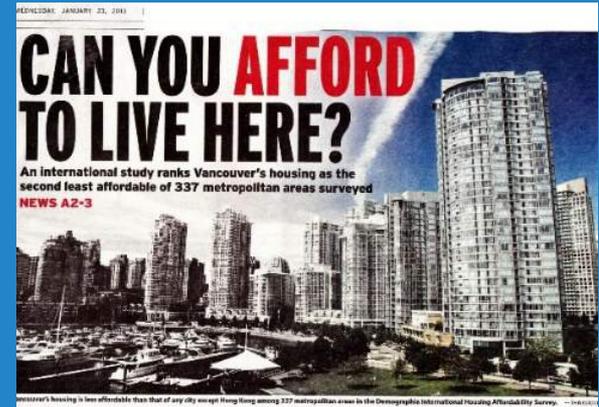
The planning department report offers a mix of strategies for increasing housing, including:

- Increasing residential densities in clusters around shopping districts and transit stations.
- Redevelopment of non-residential lands as done at False Creek and Shaughnessy Heights.

The report says the city is losing reasonably priced rental units as they are demolished to meet the market for new condominiums. High-income households are therefore replacing modest-income tenants.

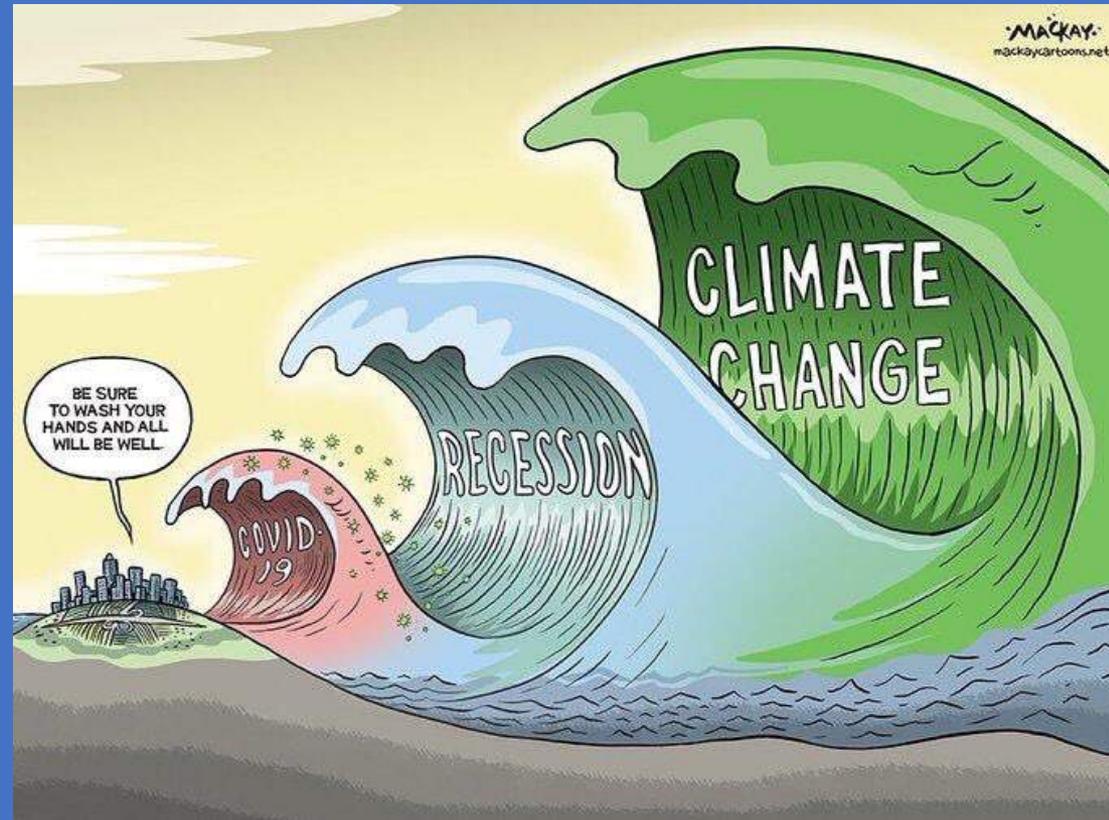
'Livable City' Unintended Consequences

- 'Livability' attracts Investment Capital
- Worsening Housing Affordability
- Downloading = Increases demands on City services without revenue sources

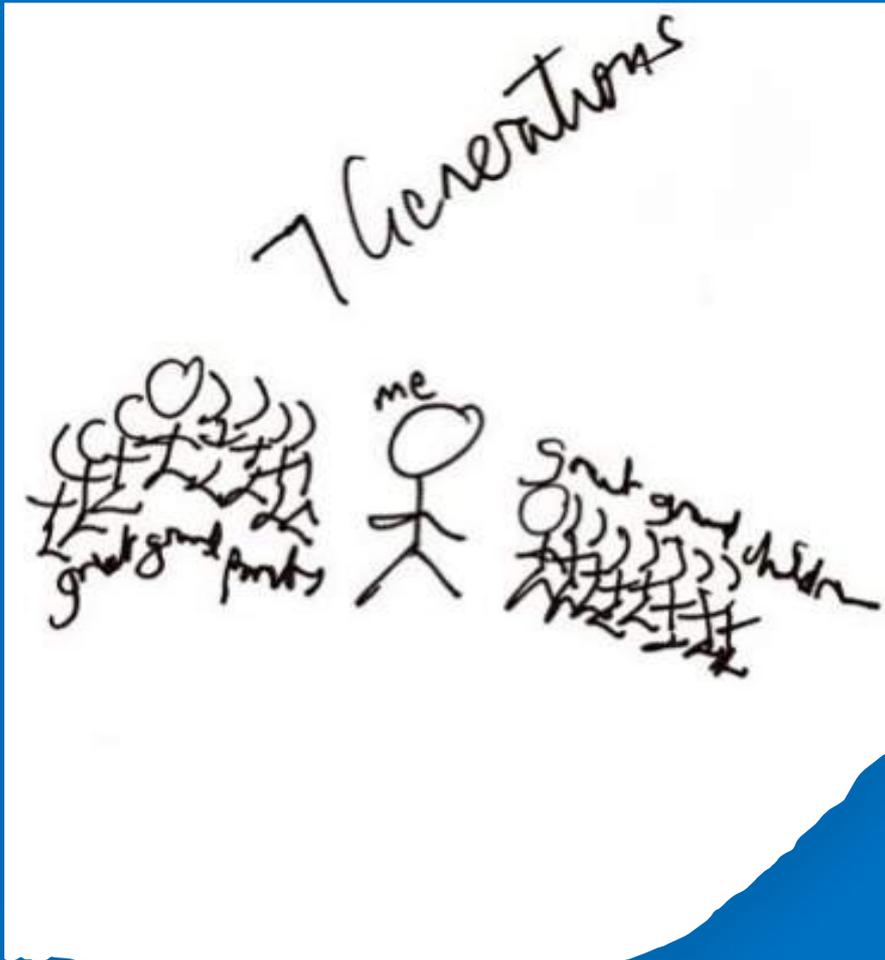


New Challenges

Examples:
Climate Change
Democracy
Equity Equality
Economy
Global Stability
Reconciliation
Resilience
Sovereignty
Toxic Spaces
Uncertainty



Will Yesterday's Planning Tools Meet Tomorrow's Seven Generation Test?



Facing Past Global Challenges

1800s **Industrialization** Family Moves to Saltaire Mills



1914 -1918
World War I
Grandfather KIA

1918-1920 **Spanish Flu**

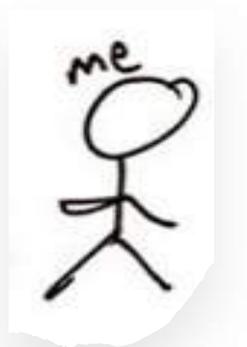
1929-1939 **Great Depression**

Parents Marry 1938

1939-1945 **World War II**



1947 Family **Migrates to Canada**



Canadian Cities Past 50 Years Most Planning Within Local Authority to Act

Regulate Land Use

Design for Livability

Fund Services

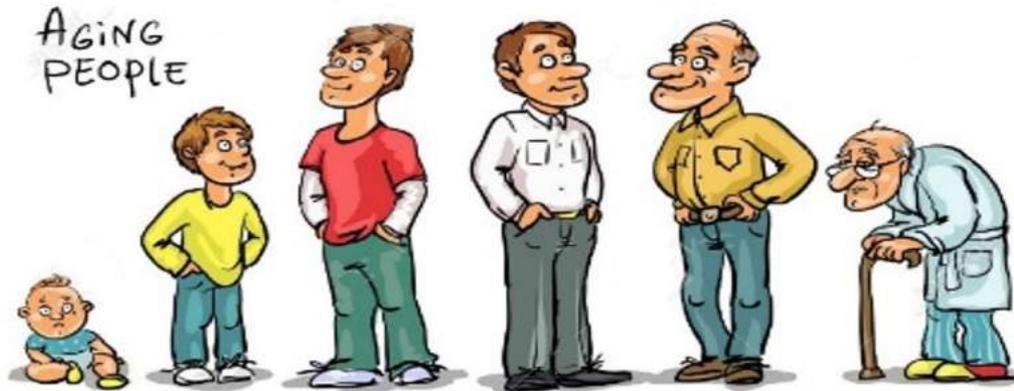
Property Tax & Development Charges

Are Planning Processes from the Past Relevant to Planning the Next 50+ Years?



FUTURE
CHALLENGES

Internal & External Issues = Intersecting Impacts



**Planning Tools
What Keep
&
What Discard?**





Today's Tools for Tomorrow?

1. Portable Pocket Planner

Combine Lived Experience, Design, Economics

2. Talking Stick

Engage Public in Tough Choices

Portable Pocket Planner

Sustainability



Together Think
Today Tomorrow



More Demands
Fewer Funds

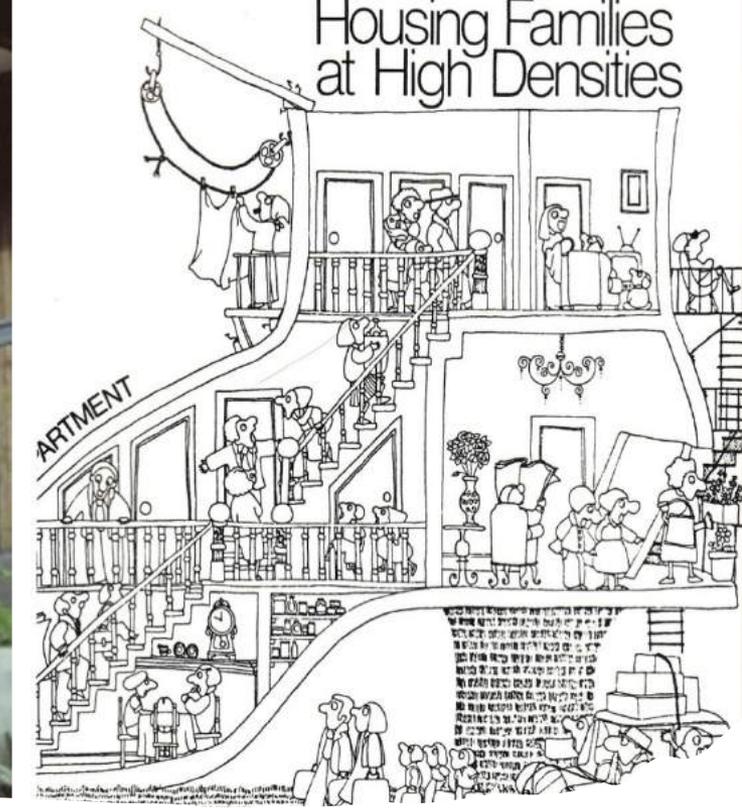
Life Cycle Planning



Involve Stakeholders



Take some string and shape into
Sustainability Triangle, Life Cycle Circle,
Stretch left to right hand think Impacts
Today & Tomorrow, Having others help to
tie a Bowtie involves people in their plans.



**Using a Pocket Planner
Combine
Lived Experience,
Design, and
Economics**

Task

1974 Vancouver
Council's Vision

**Create
Inclusive
Vibrant
Inner City**

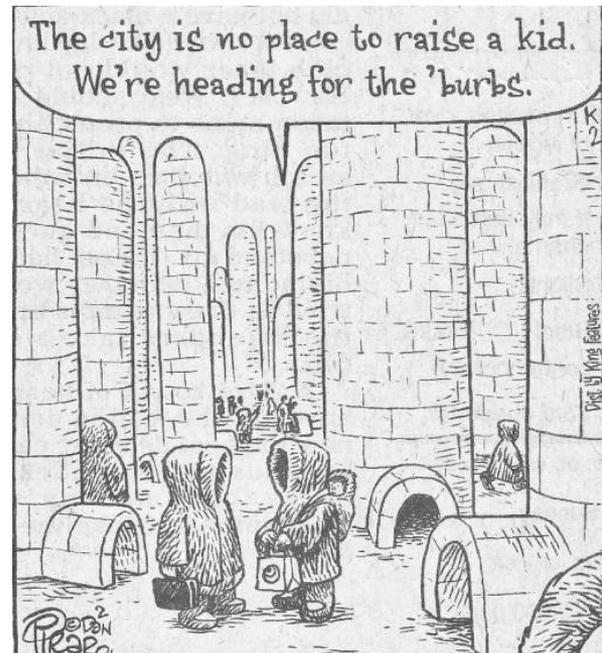
- **Jobs-Housing
Balance**
- **Accessibility
through Land Use**
- **Income and
Household Mix**



How Provide Household Mix?

Step 1 Literature Review

1970s
No Answers





Step 2 Assemble Study Team

City Staff:

Planner
Architect

Consultants:

Environmental Psychologist
Interviewers
Design: Architect
Construction: Builder
Costs: Quantity Surveyor
Manager: BC Housing

Users:

Families (most single-parents)
Living in Public Housing



Step 3 Families Identify Their Needs

- Play & Care of Children
- Affordable
- Security of Tenure
- Safe Environment
- Comfort & Convenience
- Privacy
- Interaction with Neighbours

- Context: Low Income, Often One-Parent

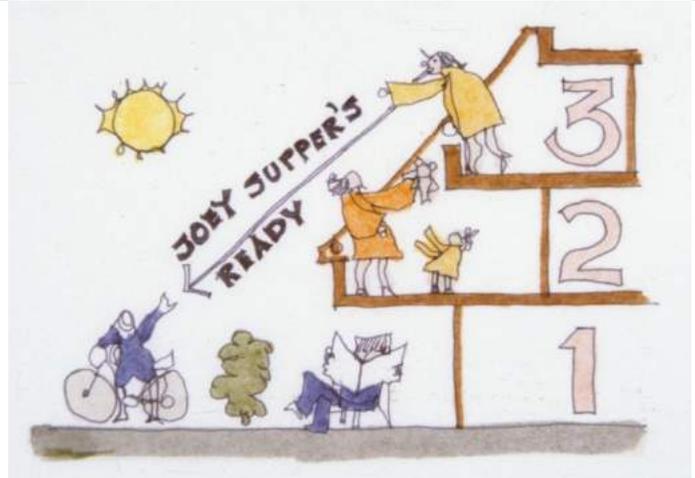
Step 4: Prepare Draft Guidelines

SITE LOCATION

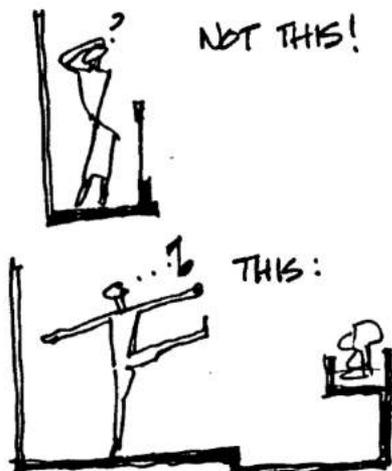


Nearby Services

Outside Home



Safe Play



Inside Home

Minimum 2 Bedrooms
With Storage &
Private Outdoor Space



Step 5 Cost Family Designs

Build Family Apartment vs Adult Apartment

1. Little or No Extra Cost

1. External Design Fit
2. Visual Privacy
3. Child Safety-Supervision
4. Unit Layout

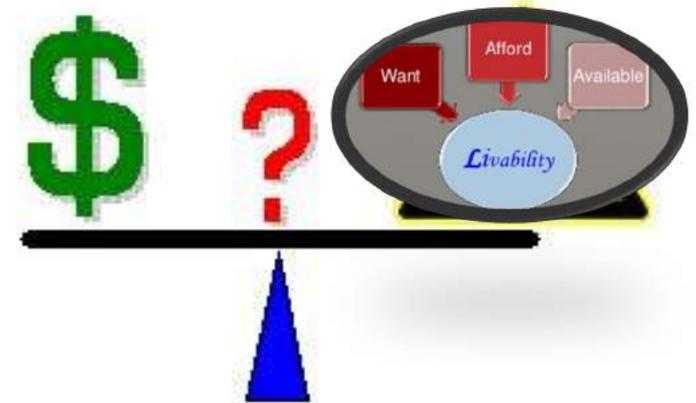


2. Modest Additional Costs

1. Project Size 30-35 units
2. Preschool Play Area
3. Extra Storage

3. Significant Additional Costs

1. Inner City Location
2. Unit Size Larger Families
3. Roof Play Areas



Users Engage with Staff: Choices/Tradeoffs



Step 6:
Putting it All
Together
Design, Services,
Funding





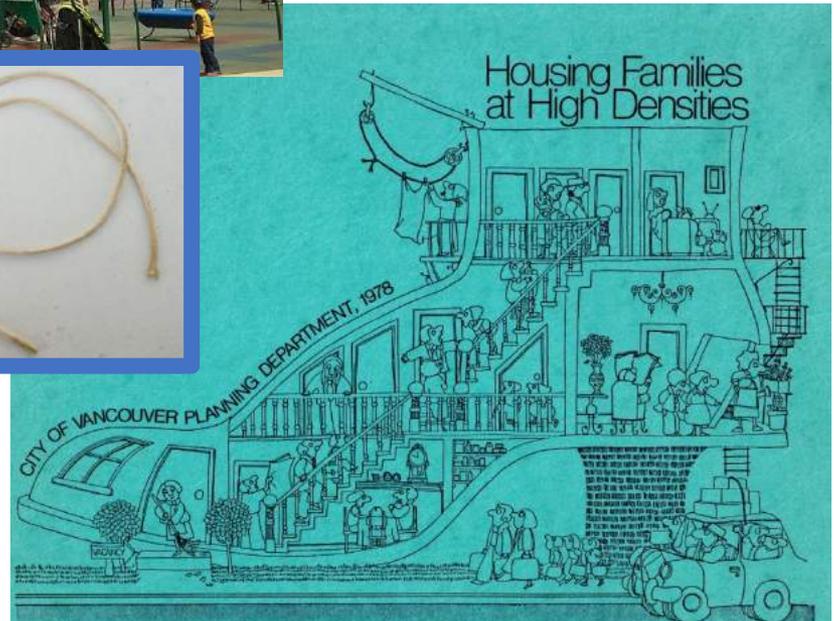
**Designing
Child-Friendly
High Density
Neighbourhoods 2020**

**Other Cities
Adapt & Adopt**



Update

**HIGH-DENSITY HOUSING
FOR FAMILIES WITH CHILDREN
GUIDELINES Adopted by City Council 2020**



Planning Done Well Has Legs



Not All Planning Studies Yield Results

1980s

How to Intensify
Suburbs?

- Increase Housing Choice
- More Efficient Use of Existing Services

Analysis

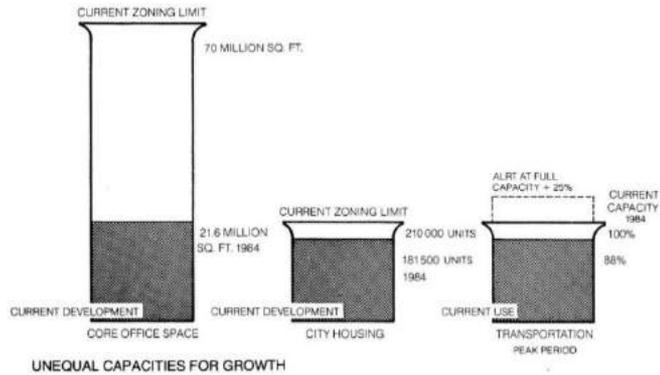


Deliver Sustainability



Meet Life Cycle Needs

Planners Analyze Jobs, Housing, Transportation



Study Density Impacts



Build New Housing on Suburban Brownfield Sites



1986 Vancouver Plan

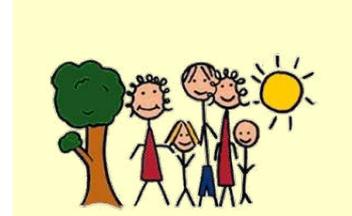
= Enrage



What Went Wrong?

1986 *Vancouver Plan* Mistakes

1. **Limiting Topics: Jobs - Housing - Transportation** Public's concerns are broader.



2. **Playing the Numbers Game**

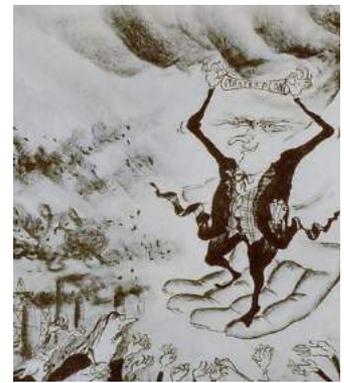
Assuming more numbers or clicks on a website 'prove' your point.



3. **Not Meaningfully Engaging the Public in Plan Choices**



Vancouver Plan 1986



1. Propose Planning Process
2. Assemble Inputs: Information, Ideas
3. Assess **Choices & Consequences**
4. Recommend Draft Plan
5. Public Review Draft Plan



6. Public Hearing - Council Adopts Plan

Council	Staff	Public
✓	✓	
	✓	
	✓	
	✓	
		✓
✓		✓

Try Again...

Council Invites Public to Walk In Council's Shoes



1993

	Council	Staff	Public
1. Propose Planning Process	✓	✓	✓
2. Assemble Inputs: Information, Ideas		✓	✓
3. Assess Choices & Consequences		✓	✓
4. Recommend & Review Draft Plan		✓	✓
5. Public Hearing - Council Adopts Plan	✓		✓
6. Prepare Policy Plans (Chapters Plan)	✓	✓	✓
7. Prepare Area Plans (Actions & Zoning)	✓	✓	✓

1. Propose Planning Process
2. Assemble Inputs: Information, Ideas
- 3. Assess Choices & Consequences**
4. Recommend & Review Draft Plan
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7. Prepare Area Plans (Actions & Zoning)

The New Age of River Rafting



Everyone In the Boat

**Broad Inclusion: e.g., Communities, Business
Multicultural, Youth, Elderly, Council & Staff**

Tools for Making Tough Choices



The Talking Stick is a powerful 'communication tool'. The person holding the stick has the right to speak. Others listen awaiting their turn to hold the Talking Stick and share their Ideas & Solutions.

CityPlan 1993: A New Planning Process

Council Directives

- ✓ **Prime Directives:** Develop Process to:
 - Hear from All People
 - Hear about All Issues
 - Hear in New Ways



- ✓ **People speak to People:**
City Circles Learn from each other. Share ideas and directions.

City Circles

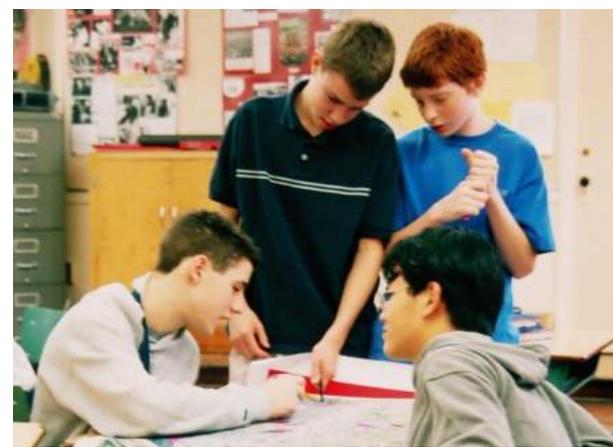


- ✓ **Public considers Choices & Consequences** of Alternative City Directions. **Advise Council**

400 English Speaking
70 Multicultural
150 Classroom Circles

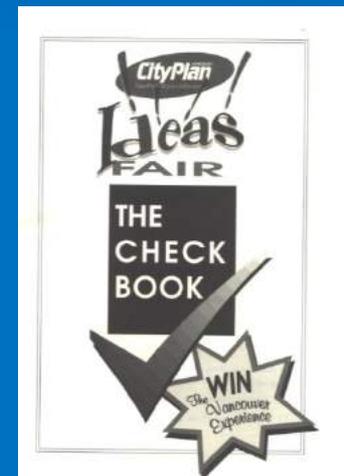


> 600 Circles Propose Ideas





**Ideas Fair
Public's Ideas Displayed and
Discussed by 15,000 People**



Broad Agreement =

**Council Approves
Ideas Into Action**

\$

***Greenways
Community Policing***

**Actions
Build Process
Credibility**



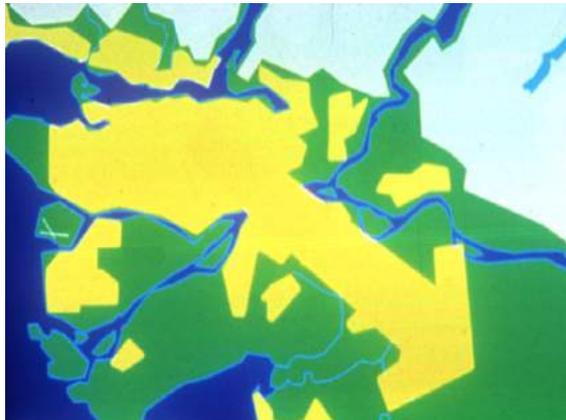


Where No Agreement Public Considers Choices & Consequences



Where Will People Live?

Outside City



Greenfield

- + Region service costs
- Increase travel time J-H
- Keep City Neighbourhoods

Inner City



Brownfield

- Loss Core Service Lands
- Housing close to Jobs
- Keep City Neighbourhoods

City Suburbs

80% Support



Greyfield

- Increase Housing Choice
- More Efficient Use Services
- > Change Neigh. Character

Funding Choices

What Services? Who For?

Who Pays? How Pay?



**Increase Taxes to
Pay for services**



Reduce Services



**More Efficient
Use of Existing
Services
New Growth
Funds Amenities**

Decision Making Choices



At-large

Existing System
Elected Council
Makes Decisions
With Public Input

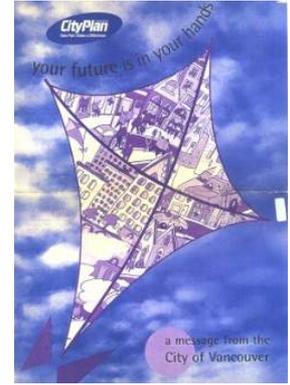


Wards

Participatory Neighbourhoods
Elect Council by Wards
Transfer some powers to Neighbourhoods

Heard From New People Heard in New Ways

Public Walks In Council's Shoes



City Circles

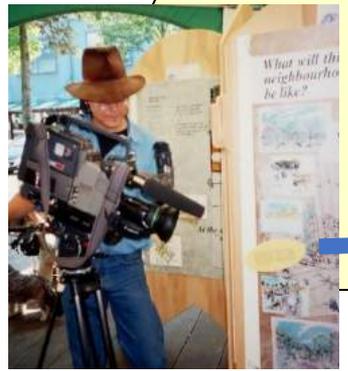
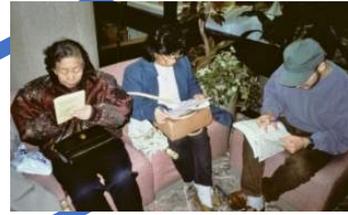
Workshops
Propose Ideas
Consider Choices

**Debate
'Choices'**

**Attend Events
Respond to 'Choices'**

**Read & Respond
Draft Plan
Online**

Watch/Listen/Read Media



Adults & Youth Participate
in English, French,
Mandarin/Cantonese,
Hindi/Punjabi, Vietnamese,
Spanish, Audio Tapes

Process = Trust

You Can Have Anything You Want But Not Everything You Want

Ideas & Choices Travel Together



“Tell me, I forget.

Show me, I remember.

Involve me, I understand.”

Public & Council Support Plan

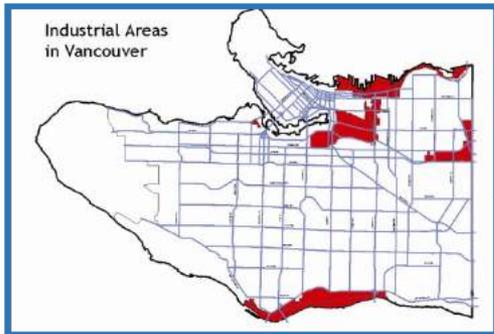
CityPlan 1993-95
+ 100,000 Engaged
Issues, Ideas,
Choices =
Plan



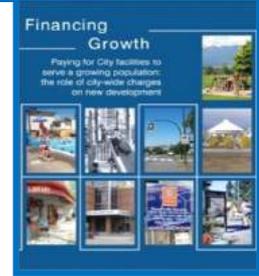
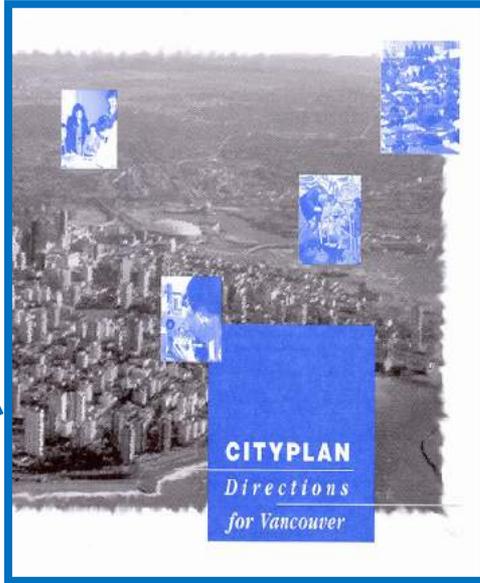
Next Steps

- **Develop City Wide Plans**
Sustainability, Transportation,
Economy, Community Policing,
Culture, Funding
- **Prepare Neighbourhood Plans**

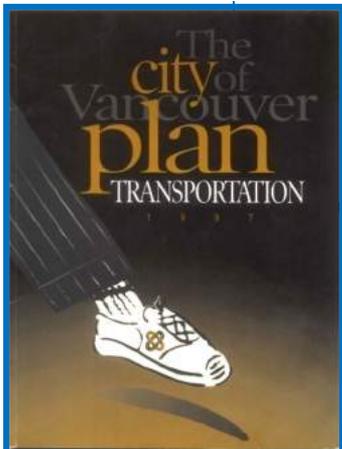
Aspiration to Action 1995-2008 New City-Wide Plans



Industrial & Economy Plans



Update Affordable Housing Strategy



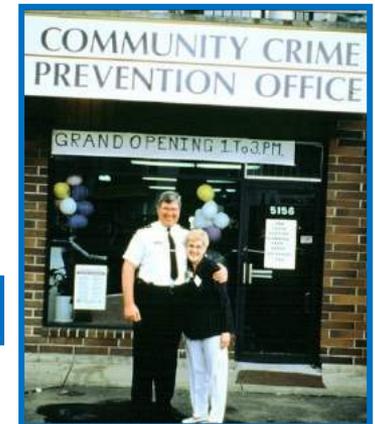
Greenways Plan



Community Climate Change Action Plan



Culture Plan



Taking CityPlan to Neighbourhoods



*From Broad Strategic Planning to Site Zoning
From Lifestyle to Life Cycle Communities
Each Step Builds on Previous Decisions*

Residents Consider Their Housing & Service Needs: Discuss Choices

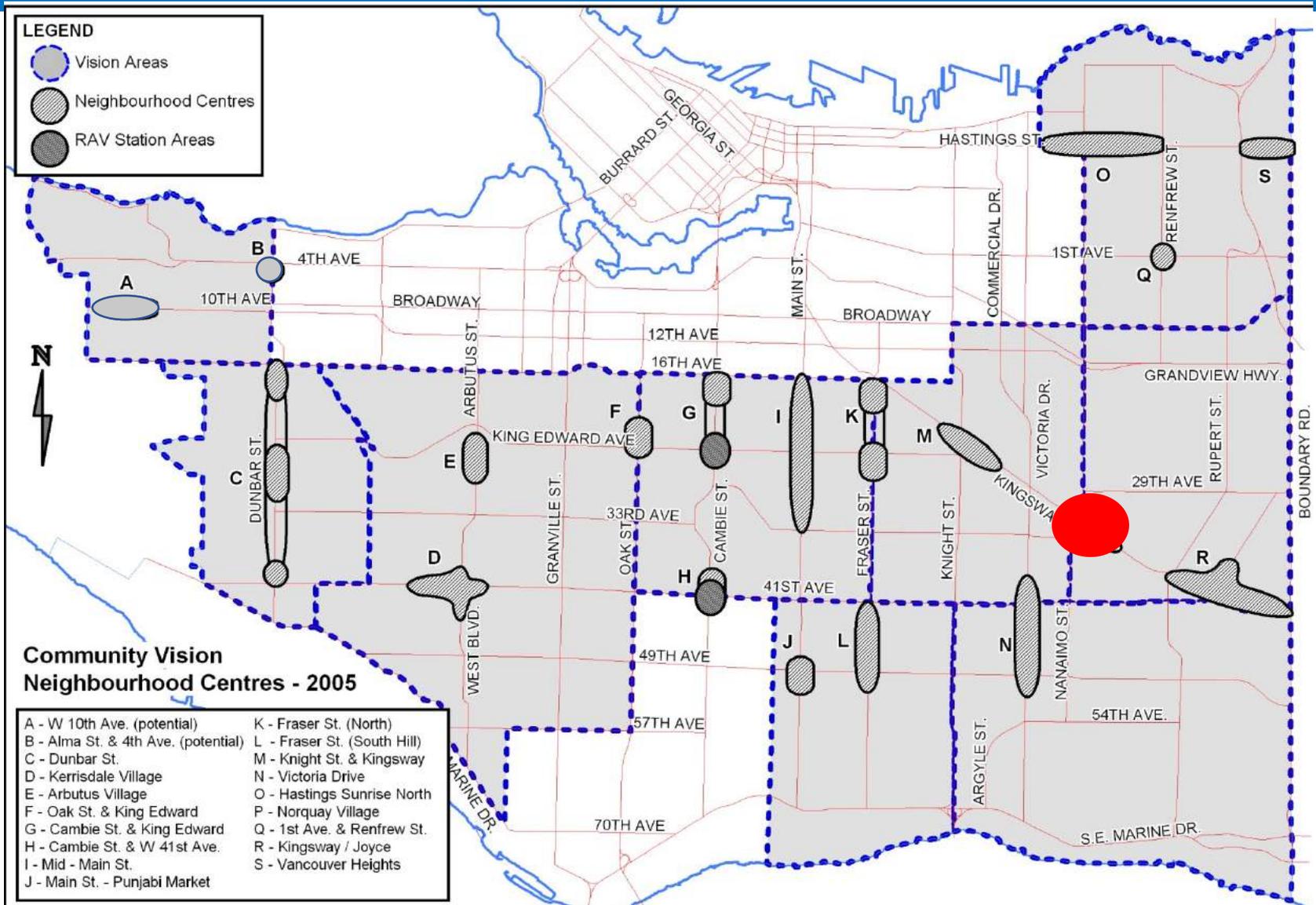


Type of Household	1997 Existing*	2021 Estimated
First Households 15 - 24 years; mainly singles, couples, or sharing	130	105
Established Couples and Singles 25 - 54 years; no children	1325	1115
Families with Children 54 years; with children at home	2810	2400
Empty Households 65 years; mainly no children or have left	2465	4660
Total Households	6730	8280



Vision Products: 21 Neighbourhood Centers

Where to Increase Housing Choice and Services In Lower Density Neighbourhoods?





**Knight &
Kingsway
Neighbourhood**

Community Proposes Zoning & Amenities Council Approves New Zoning To Provide Housing Choice & Services

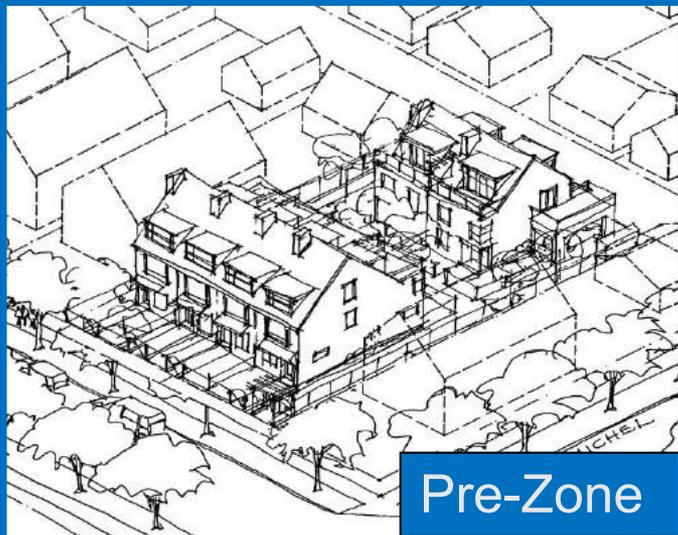


Infill

Knight & Kingsway 2004



Housing Above Shops



Pre-Zone



Center
Housing
Shops
Library



Community Cheers = No Headlines

June 2006

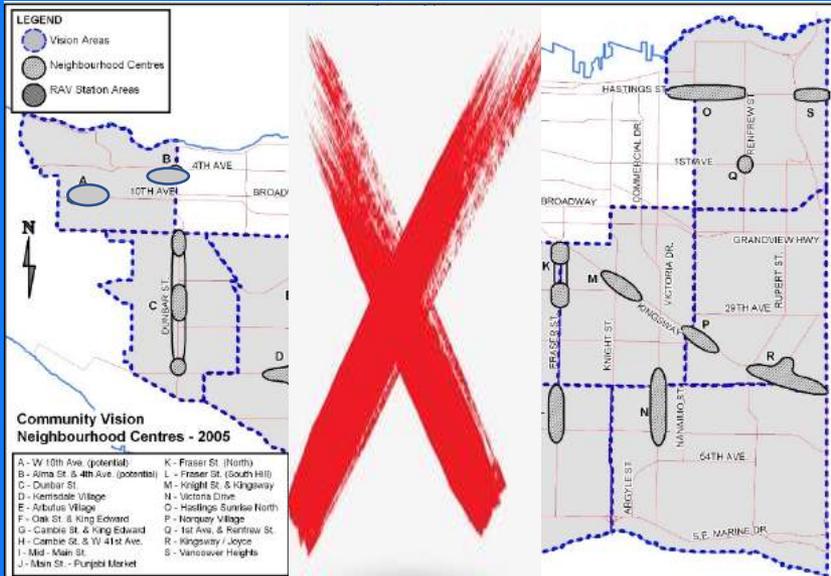
Neighbourhoods Program Implodes



Forgot

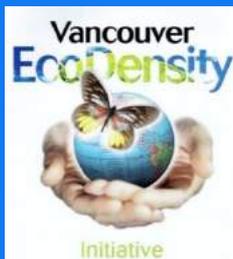


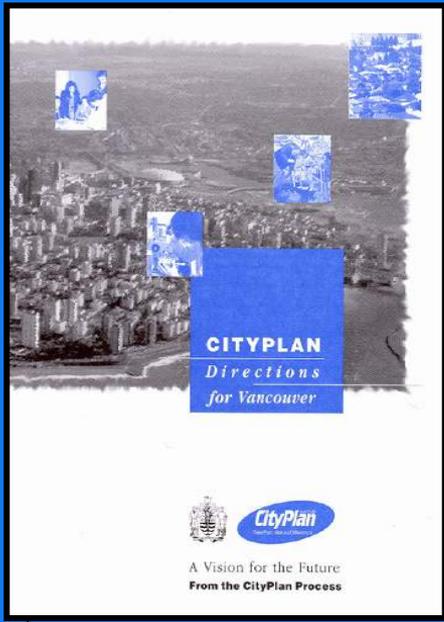
**Adopt CityPlan 1995
First New Zoning 2004**



2006 Mayor Says Community Process Too Slow Proposes New Plan

Trust is Fragile
Community Rejects New 'Dense City' Plan





Looking Back

What Do Same:

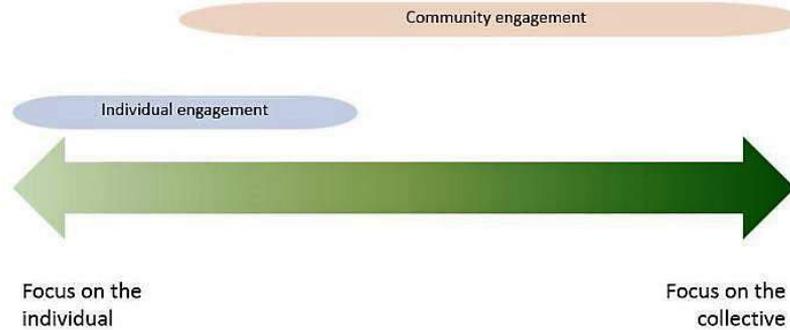
- Start with Broad Public Discussion: All Topics, Big Choices
- Approve City-wide Directions as Context
- Funds for Early Implementation
- Engage Council, Public, & Interdepartmental Staff Team Builds Commitment to Implementation

What to do Differently:

- Focus on Neighbourhood Plans to Increase Housing Choice & Improve Local Services.
- Incorporate New Engagement Tools?



Can New Engagement Tools Improve Choicing Process?



Individuals engage when convenient e.g., Online Surveys
Will choices stand up to public 'confrontation'?

People work collectively to choose preferred Directions.
Participant Time Commitment
Will public find agreement?



60% support engaging on-line. Most prefer 30 minutes or less.

Is 30 Minutes Time To Reach Agreement?





**Metro Population
1.7 million**

Online Engagement Auckland Unitary Plan

**Many Web Site Visits. Only
376 provided detailed
comments on Draft Plan to
City**



City Population 170,000

Melbourne City Plan

**Draft Plan Online
Engagement**

**Many Web visits/touch
points**

131 Suggested Plan edits

Making Choices

Need New Ways to Plan In Era of Social Media

We Have a Short Attention Span But Face Long Term Challenges



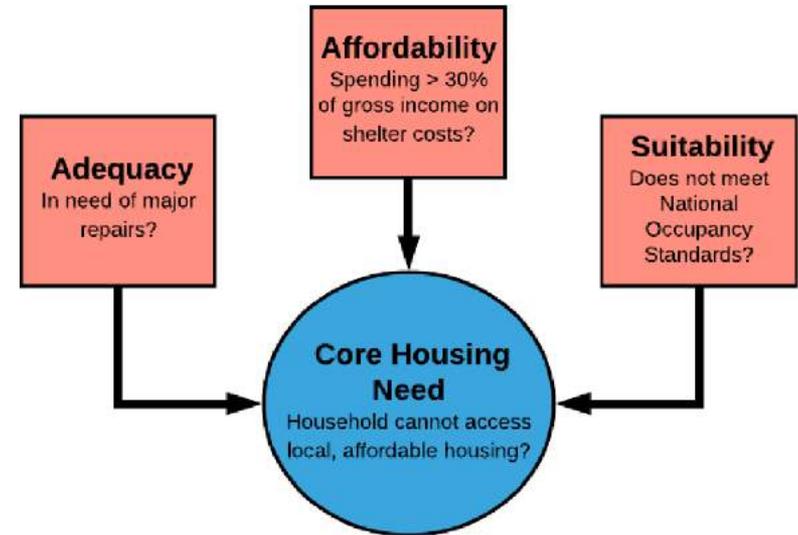


How Improve the National Housing Strategy?

Core Housing Need in Canada

In 2018, 12% of Canadian households were in Core Housing Need or Homeless

> 1 Million Renter Households in CHN



National Housing Strategy Targets

A 10-year, \$72+ Billion Plan to:

- cut chronic homelessness in half
- remove 530,000 families from housing need
- renovate 300,000 homes

Less than 4% New Rental Units
Affordable to those in Core Housing Need

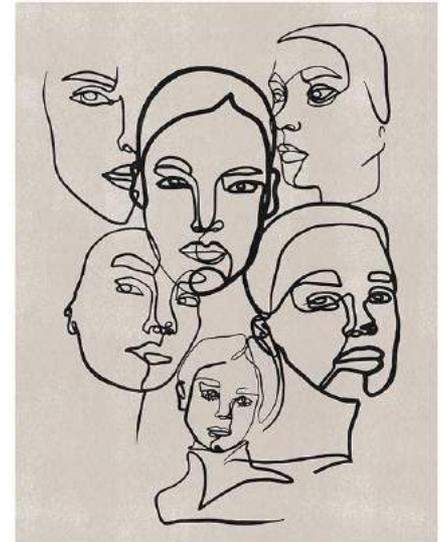


**New Construction may Result in
Demolishing Existing Rental**

How Improve: Hearing from those with Lived Experience Seek JEDI Communities Just, Equitable, Diverse, Inclusive

Many Faces of Inequity

- **First Nations**
- **People of Color**
- **Renters**
- **Elders and Health/Mobility Challenged**
- **New Arrivals**



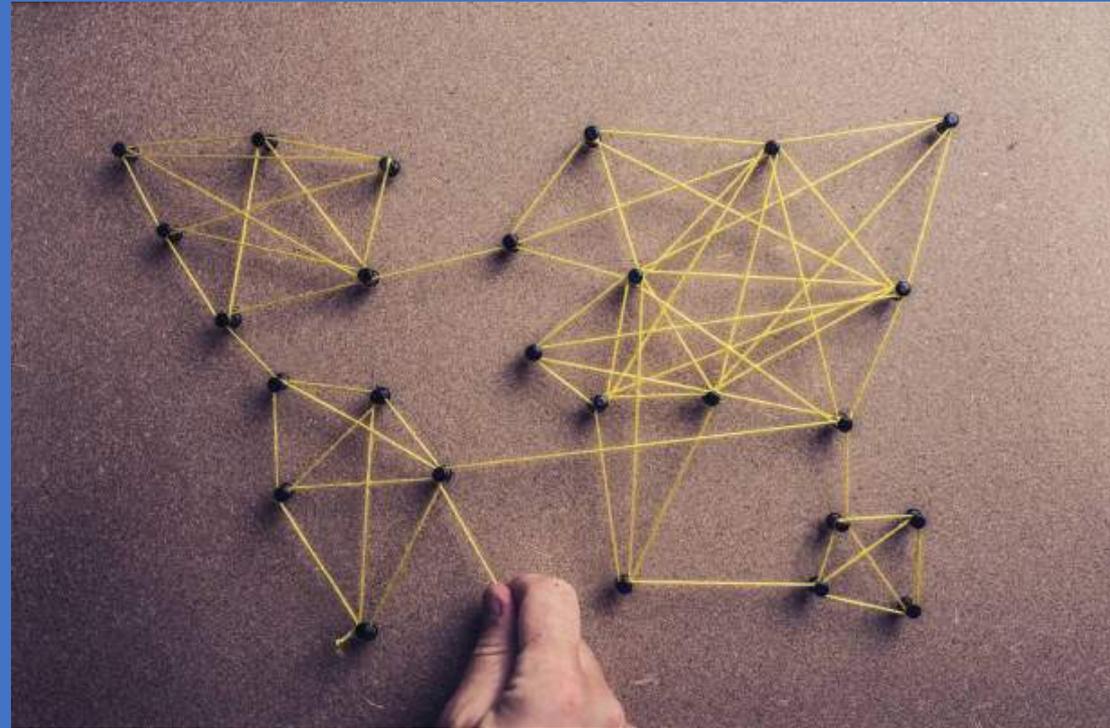
How Respond to Right to Housing?

**Tackling
Tough Nuts**

**Many Needs
Limited
Funds**



Need New Tools



Lessons for Planners

1. Today's Challenges = Old Chestnuts + New Challenges

2. Tools for Tomorrow

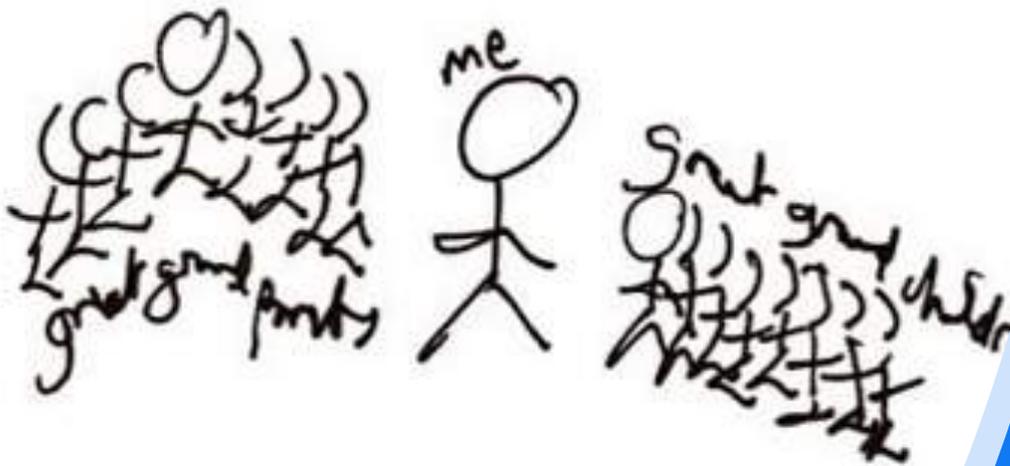
- **Portable Pocket Planner**
 - Combine Lived Experience, Design + Economics
- **Talking Stick**
 - Engaging All Voices in Choices

3. Tackling Tough Nuts

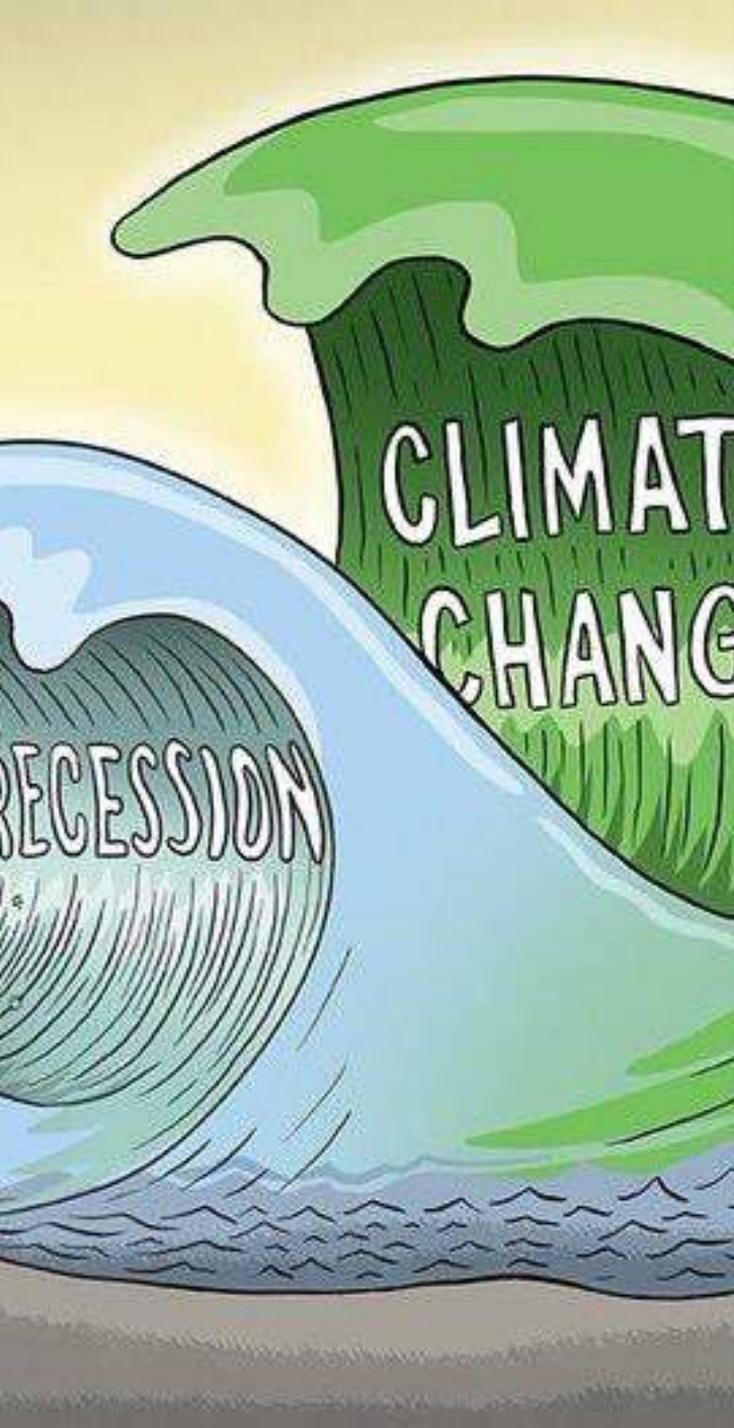
- Many Needs Limited Funds
- Making Choices: Saying Sorry
- Looking Beyond Local
- Planning Under Uncertainty



7 Generations

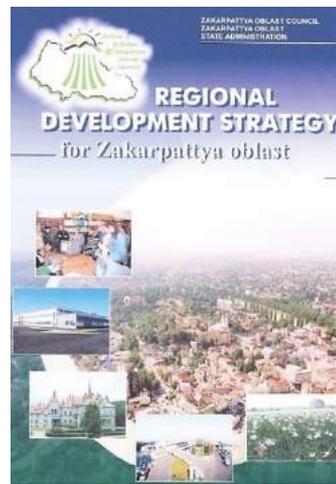


**What is
Needed to
Plan For
Future
Generations?**



Planning Under Uncertainty

- **Scenarios: Offer Real Choices** (Don't Forecast From Past)
- **Resilience:** Respond with multiple long-term consequences in mind
- **Participatory:** Build shared support for difficult choices
- **Frequent Monitoring:** Adjust Approach
- **Agility:** New Challenge – Prepare to Pause & Pivot



Expect the Unexpected

*What works in one time
and place
may not work in another*





Central Crimea

Limited Water = One Crop Economy
Limited Ability to Market Crops
No community trucks



One Day Planning Session= Build Well Buy Truck



Unanticipated Change? Annexation



Planning Tomorrow

- Rethink Funding Approaches
- Build Partnerships
- Rethink How Engage Users
- Look Beyond Local Borders



Our Greatest Asset The Changing Face Of Planning

