SUBJECT  Proposed Amendment to the Wesbrook Place Neighbourhood Plan

SUBMITTED TO  Property Committee

MEETING DATE  April 7, 2020

SESSION CLASSIFICATION  OPEN

ACTION REQUESTED  Decision requested: approval of proposed resolution

IT IS HEREBY REQUESTED that the Property Committee recommend to the Board of Governors approval of amendments (set out in Attachment A) to the map “Plan of Land Uses P-10” in the Wesbrook Place Neighbourhood Plan, affecting four (4) of nine (9) undeveloped sites in Wesbrook Place as follows:

- redesignating sites for three-storey stand-alone townhouses and two towers as sites for four-storey and six-storey buildings;
- increasing street massing from five-storey to six-storeys to support more efficient building design; and,
- consolidating BCR5 and BCR6 into one parcel.

SUBMISSION DATE  March 13, 2020

LEAD EXECUTIVE  Vice-President External Relations

PRESENTED BY  Michael White, Associate Vice-President Campus + Community Planning
Gerry McGeough, Director Planning + Design, Campus + Community Planning

SUPPORTED BY  Aubrey Kelly, President and CEO, UBC Properties Trust
Paul Young, Director of Planning and Design, UBC Properties Trust
Siobhan Murphy, Director, Housing & Relocation Services

PRIOR SUBMISSIONS

The subject matter of this submission has been considered previously by the Board of Governors on the following occasions:

1. **November 25, 2019** (OPEN SESSION)
   Action/Follow up:
   - **November 2019** Housing Action Plan Working Group (HAPWG) meeting: After presenting a range of options, UBC Administration was directed to pursue the reconfiguration of some of the remaining undeveloped leasehold sites in Wesbrook Place Neighbourhood to enable the timely delivery of up to 500 below-market rate faculty-staff rental housing units to meet the 20% HAP minimum target in the next 10 years.
   - **September 2019** HAPWG meeting: UBC Administration was directed to report back on the incremental investment strategy for accelerating delivery of HAP faculty-staff rental.
EXECUTIVE SUMMARY

The timely delivery of faculty-staff below-market rental housing is a top priority for the University. In November 2019, the Housing Action Plan Working Group of the Board (HAPWG) directed UBC Administration to pursue the reconfiguration of some of the remaining undeveloped sites in Wesbrook Place Neighbourhood to enable up to 500 below-market rate faculty-staff rental housing units to be built in 6-storey wood frame buildings within the next 10 years. To enable 6-storey wood frame buildings on 4 of the 9 remaining undeveloped sites in Wesbrook Place, an amendment to map “Plan of Land Uses P-10” in the Wesbrook Place Neighbourhood Plan is required.

This amendment would:

- Maintain current planned population, density, buildable floor space and public open space
- Redesignate sites for 3-storey stand-alone townhouses and 2 towers as sites for 4- and 6-storey buildings
- Support up to 500 faculty-staff rental units
- Support stacked townhouses integrated into the ground floors of 4- and 6-storey buildings
- Increase street massing from 5- to 6-storeys to support more efficient building design

The proposed amendment would enable UBC to meet or exceed the HAP target of 20% faculty-staff housing within the next 10 years.

No change to the Land Use Plan is required by this process. If approved, a consequential amendment to the UBC Development Handbook will be needed for consistency with these changes (expected to be presented for approval of the Board of Governors at the June 16 2020 Meeting).

Benefits:

- Meet HAP 20% target for faculty-staff housing (and increase amount to up to 22%)
- Delivery of 500 faculty-staff units in the next 10 years, increasing the total portfolio of faculty-staff housing from around 950 units to up to 1450 units

Financial, operational or reputational risks:

- In 2012, the Board of Governors approved the UBC Housing Action Plan. This approval included recognition of the foregone leasehold revenue associated with developing up to 20% of future campus housing as faculty/staff rental.
- This proposed amendment is related to building form, enabling a wider diversity of building types on 4 of the 9 remaining undeveloped sites in Wesbrook Place. Developing faculty-staff rental on these sites will enable UBC to meet and eventually exceed the 20% target.
- The November 2019 HAPWG directed staff to pursue this proposed amendment to enable 6-storey wood frame buildings on all 4 sites in Wesbrook Place.
- Proceeding with faculty-staff housing on all 4 sites would allow UBC to exceed the HAP target and achieve 22% of campus housing as faculty/staff rental. Going beyond the 20% target would forego leasehold revenue of approximately $200M net present value, while providing important housing supply and a future rental revenue stream.
Consultation

The planning process for the proposed amendment included:

- Advisory bodies:
  - Wesbrook Place Neighbourhood Plan Steering Committee
  - Wesbrook Place Neighbourhood Plan Planning Advisory Committee (PAC)
  - UNA Board
  - Advisory Urban Design Panel (AUDP)
  - Property & Planning Advisory Committee (PPAC)

- Public consultation – online survey (Feb 10-24) and public open house (Feb 11)

There has been a positive response to the proposed amendment from all the advisory bodies listed above. Over the course of public consultation, 56 participants made 37 responses via the online survey and public open house. Of the 37 responses, 22 were related to the proposed amendment, of which 2 raised concerns about the proposed amendment, and 20 were in support. Fifteen responses were unrelated to the proposed plan amendment, but were general concerns about development in Wesbrook Place.

Timeline

Past milestones
2005 Neighbourhood Plan adopted
2010 UBC Land Use Plan adopted
2011 Neighbourhood Plan amended
2012 Housing Action Plan (HAP) approved
2016 Neighbourhood Plan amended

Current amendment milestones
Nov 2019 Board of Governors HAP Working Group supports process to amend the Neighbourhood Plan
Jan 2020 Planning Advisory Committee (PAC) reconvenes
Feb 2020 Public consultation
Apr 2020 Proposed amendment presented to Board of Governors for approval – we are here
Jun 2020 UBC Development Handbook amendment to be presented to Board of Governors for approval
2023 - 2026 Delivery of new residential units, including up to 500 units of below market faculty-staff rental, subject to demand

SUPPLEMENTAL MATERIALS

1. Wesbrook Place Neighbourhood Plan – Minor Amendments: Consultation Summary Report
ATTACHMENT A: PROPOSED AMENDMENT TO WESBROOK PLACE NEIGHBOURHOOD PLAN

The proposal amends map “Plan of Land Uses P-10” in the Wesbrook Place Neighbourhood Plan. The amendment would affect 4 of the 9 remaining undeveloped sites in Wesbrook Place and includes:

- Redesignating sites for 3-storey stand-alone townhouses and 2 towers as sites for 4- and 6-storey buildings
- Increasing street massing from 5- to 6-storeys to support more efficient building design
- Consolidating BCR5 and BCR6 into 1 parcel

Current P-10 Plan of Uses

Proposed P-10 Plan of Uses
The illustrative 3D model (P-11) will also be updated, but has no policy or regulatory implications:

The following table summarizes the current vs. proposed allocations for Lots BCR 9, 7, 6 & 5.

<table>
<thead>
<tr>
<th>Building Type</th>
<th>Area (square feet)</th>
<th>Approx. number of units*</th>
<th>Building height</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wood Frame (F/S Rental)</td>
<td>Current</td>
<td>Proposed</td>
<td>Current</td>
</tr>
<tr>
<td></td>
<td>-</td>
<td>500,000</td>
<td>-</td>
</tr>
<tr>
<td>Tower</td>
<td>650,000</td>
<td>270,000</td>
<td>700</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Townhouses</td>
<td>120,000</td>
<td>-</td>
<td>100</td>
</tr>
<tr>
<td>Total</td>
<td><strong>770,000</strong></td>
<td><strong>770,000</strong></td>
<td><strong>800</strong></td>
</tr>
</tbody>
</table>

*Note: Actual numbers of units will be determined site by site as development permit applications are submitted to Campus + Community Planning.
Background

- **2012** - Housing Action Plan (HAP) target of 20% new housing for faculty-staff rental units
- **Nov 2019** - HAP Working Group direction to accelerate faculty-staff units in Wesbrook Place
- 6-storey wood-frame is most efficient building type for faculty-staff rental units
Wesbrook Place Neighbourhood Plan

- 44 sites in total, 9 remain
- Proposed amendment to allow 6-storey buildings on 4 of 9 remaining sites
Proposed amendment

• Maintain planned population, density, buildable floor space and open space
• Redesignate sites for 3-storey townhouses and 2 towers as sites for 6-storey buildings
• Enable up to 500 faculty-staff rental units
• Meet 20% HAP faculty-staff housing target, increase up to 22% in the next 10 years
Phasing

- Development in 2 phases:
  1. BCR 9 & west BRC 5
     - ~250 units
     - Meet 20% HAP faculty-staff housing target
  2. BCR 7 & east BCR 5
     - ~250 units
     - Increase to 22% HAP faculty-staff housing target (subject to demand)
Consultation

• Advisory bodies, public survey + open house
• 56 participants
• 37 responses:
  22 related to amendment
  • 20 support
  • 2 concern
Next steps

Jun 2020: UBC Development Handbook amendment to be presented to Board of Governors for approval

2023 – 2026: Delivery of new residential units, including up to 500 units of below market faculty-staff rental
Wesbrook Place Neighbourhood Plan – Minor Amendments: Consultation Summary Report

Consultation Period: January-April, 2020
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Executive Summary

Enabling the timely delivery of below-market rate faculty-staff rental housing is essential as demand continues to grow. This consultation collected feedback about a minor amendment to the Wesbrook Place Neighbourhood Plan to enable construction of up to 500 faculty-staff rental housing units on undeveloped sites, allowing UBC to meet its target of 20% of new housing for faculty and staff rental in the next 10 years.

This amendment does not change the amount of buildable floor space nor public open space. Rather it enables 6-storey buildings on specific sites in the Wesbrook Place Neighbourhood Plan to accommodate faculty-staff rental housing where some taller towers and townhouses are currently planned.

Consultation has undergone a similar process as previous Neighbourhood Plan amendments and included:

- **Advisory bodies:**
  - Wesbrook Place Neighbourhood Plan Steering Committee
  - Wesbrook Place Neighbourhood Plan Planning Advisory Committee (PAC)
  - UNA Board
  - Advisory Urban Design Panel (AUDP)
  - Property & Planning Advisory Committee (PPAC)
- **Public consultation** – online survey (Feb 10-24) and public open house (Feb 11)

The public consultation was held between February 10 – 24, 2020. It offered the opportunity for the UBC community to comment on the proposed Neighbourhood Plan amendment. Community participants submitted their input online through a survey and in person at a public open house.

This report presents a summary of feedback received on the proposed amendment for the Wesbrook Place Neighbourhood Plan. A total of 56 community members participated in the public consultation.

Overall, the comments received indicate a positive response to the proposed amendment, with strong support for the proposed 6-storey buildings in Wesbrook Place and the need for additional faculty and staff housing. We also heard feedback unrelated to the proposed amendment, which conveyed general concerns about development in Wesbrook Place.

As the consultation demonstrated general support, no changes to the proposed amendment were made. However, one change was made to “Illustrative Plan P-11” to illustrate a 4 metre stepback from the podium of one of the two towers, following analysis to reduce shadowing impacts on the public and private realm.
1. Planning Context of Wesbrook Place

Wesbrook Place is UBC’s largest neighbourhood. It includes UBC’s largest community centre, a secondary school, a commercial centre with a grocery store, a number of parks and other amenities. The Wesbrook Place Neighbourhood Plan was approved in 2005 and amended in 2011 and 2016 and follows the policies and principles in the UBC Land Use Plan.

The Plan guides the development of the neighbourhood by providing details on the type and location of residential housing and the amount and location of commercial space, parks, and other open space.

Wesbrook Neighbourhood Plan highlighting 4 sites for proposed amendments to enable 6-storey buildings for faculty-staff housing.

There are 44 sites in the Neighbourhood Plan, with a mix of housing types and heights: 3-storey townhouses, 4-6 storey mid-rise buildings, and 14-22 storey towers/high-rise. The majority of sites have already been developed. Of the remaining sites, there are currently a number of housing projects underway and nine undeveloped sites. The amendments are focused on four of these nine available sites.
2. Engagement Summary

Public engagement on the proposed amendment included six meetings with several planning and advisory committees in addition to a public consultation period between February 10 – 24, 2020, which included a public open house and online survey.

Neighbourhood Plan Amendment Project Meetings

Campus + Community Planning staff met with stakeholder groups and committees in Winter 2020, in addition to the in person and online engagement activities that took place during the consultation period, as outlined below.

<table>
<thead>
<tr>
<th>Group</th>
<th>Meeting Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advisory Urban Design Panel (AUDP)</td>
<td>January 9, 2020</td>
</tr>
<tr>
<td>Wesbrook Place Neighbourhood Plan Steering Committee</td>
<td>February 4, 2020</td>
</tr>
<tr>
<td>Wesbrook Place Neighbourhood Plan Planning Advisory Committee (PAC)</td>
<td>February 5 and 26, 2020</td>
</tr>
<tr>
<td>University Neighbourhood Association (UNA) Board</td>
<td>February 18, 2020</td>
</tr>
<tr>
<td>Property and Planning Advisory Committee (PPAC)</td>
<td>February 18, 2020</td>
</tr>
</tbody>
</table>

Public Consultation

The Wesbrook Place Neighbourhood Plan – Minor Amendments public consultation ran from February 10 – 24, 2020. Feedback was gathered through an online survey and a public open house. All of the information provided at the open houses was also posted on the Campus + Community Planning website. Copies of the open house display boards and online survey are provided in Appendix I and II respectively.

In total:

- Approximately 22 people attended the open house, with varying levels of participation
- 34 people submitted feedback via the online survey
- 37 verbatim comments were received (32 online and 5 in person)

Public Open House

One public open house was held in Wesbrook Place and was attended by a total of 22 participants:

**Public Open House**
February 11, 2020 from 4:30pm to 6:30pm
Wesbrook Village Community Centre, 3335 Webber Lane

Campus and Community Planning staff were available at the open houses to answer questions. Seven display boards were set up at the open house to provide an overview of the amendments to the Wesbrook Place Neighbourhood Plan. Participants were encouraged to provide feedback by writing comments on sticky notes and placing them on boards. Sticky notes were collected at the end of the
open house and transcribed. In addition, printed copies of the online survey were available for the public to fill out, and the online survey link was available on advertising and event posters.

**Website and Online Survey**

Public consultation materials were available on the Campus and Community Planning website and included the same information (i.e. display boards and survey) available at the public open house. The online survey was available from February 10 – 24, 2020, and was accessible for both mobile phones and computers.

**Participant Demographics**

A total of 56 students, faculty, staff, alumni, and UBC residents participated in the consultation process either online or in person.

The pie charts above show who participated\(^1\) in the process and the demographic breakdown of participants who took part in the open houses and online survey. The demographics\(^2\) of total participation are broken down by percentage.

\(^1\)Open house participation can be difficult to measure when events are held in large, open spaces with multiple points of entry and exit. Individuals counted spent varying amount of time at the open house, with engagement levels ranging from reading the boards, writing feedback on sticky notes, and asking staff members a number of detailed questions.

\(^2\)To avoid double counting, respondents with multiple affiliations with UBC were counted as the first listed, for example if a person indicated they were a UBC resident and alumni, they were counted as a resident.
3. What We Heard

Feedback was collected on the proposed amendments to the Wesbrook Place Neighbourhood Plan to enable more faculty and staff housing. Feedback from both the in-person events and online survey were analysed using a qualitative theming process. This process involved reviewing individual verbatim comments from each of the questions asked and assigning theme(s) according to the sentiment expressed by each comment.

Overall, the comments received suggested there was support for the amendment, most notably because they support more faculty-staff housing and the proposed form of development. We also heard some concern unrelated to the amendment, but about development in general.

**Question: What do you think about the proposed amendments to the Wesbrook Place Neighbourhood Plan?**

When asked about what they thought about the Wesbrook Place Neighbourhood Plan minor amendment, participants largely supported the addition of faculty and staff housing units.

We heard two comments of concern related to the amendment. Other comments of concern were not related to the proposed amendment: tower heights, neighbourhood amenities, parking and cyclist infrastructure are insufficient.

See table below for more detailed information on the comment themes and frequency counts.
In addition to what was heard through formal public consultation, there was a positive response from committees, the AUDP, UNA Board and the Wesbrook Place Neighbourhood Steering Committee on the proposed amendments.

**4. Next Steps**

The ideas and feedback collected on the proposed Neighbourhood Plan amendment for Wesbrook Place, in combination with further technical work, will be used to inform the planned amendments that will be presented to the UBC Board of Governors in April 2020.

Pending approval of the Neighbourhood Plan, the UBC Development Handbook will also need to amended to be consistent with the updated Neighbourhood Plan. All subsequent housing projects will proceed through a standard development approval process, with applications reviewed for approval by the Development Permit Board.

Design and delivery of the faculty-staff housing units would begin in 2020, first on sites BCR7 and BCR9, with a second phase of development on site BCR5 following, subject to demand.