



REFERRAL REPORT

Report Date: January 4, 2021
Contact: Neil Hrushowy
Contact No.: 604.829.9622
RTS No.: 14104
VanRIMS No.: 08-2000-20
Meeting Date: February 9, 2021

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: Amendment to Downtown Official Development Plan – Area K3
(Granville Street)

RECOMMENDATION

- A. THAT, the General Manager of Planning, Urban Design and Sustainability be instructed to make application to amend the Downtown Official Development Plan (the "DODP") to increase the allowable density for developments where 100% of the residential floor space is for social housing or secured rental housing to 5.00 FSR in Area K3, generally as set out in Appendix A.

FURTHER THAT the application be referred to a Public Hearing; and

AND FURTHER THAT the Director of Legal Services be instructed to prepare the necessary amending by-law generally in accordance with Appendix A for consideration at the Public Hearing.

- B. THAT the General Manager of Planning, Urban Design and Sustainability be instructed to make application to update the Granville Street (Downtown South) Guidelines, to add consideration of low operational or embodied emissions including the use of mass timber, generally as set out in Appendix B.
- C. THAT, as part of efforts to advance and implement the Vancouver Plan, Council direct staff to report back to Council in 2021 with a draft scope of work and budget for a future planning program for Granville Street Downtown to build a vision for the future of the area, and review and update relevant regulation and policy.

- D. THAT Recommendations A through C be adopted on the following conditions:
- (i) THAT passage of the above resolutions creates no legal rights for any person, or obligation on the part of the City and any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
 - (ii) THAT any approval that may be granted following the public hearing shall not obligate the City to enact any rezoning by-laws; and
 - (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

This report brings forward recommendations to amend the Downtown Official Development Plan (the “DODP”) in Area K3 (between Drake Street and Helmcken Street on Granville Street), and update the Granville Street (Downtown South) Guidelines. The recommended changes support the City's goals of increasing social housing and secured rental housing, as set out in the Housing Vancouver strategy, and supports the goals of the Climate Emergency Action Plan to promote sustainable design and construction. The proposed amendments respond to current issues of underutilized and vacant sites as well as interests of landowners to redevelop with affordable housing.

The recently adopted *Employment Lands and Economy Review Phase 2 Emerging Directions, Ideas, and Potential Actions report* (October 2020) identifies directions to support economic recovery of retail commercial areas in Vancouver, which have experienced challenges due to the COVID-19 pandemic. A specific action under this direction identifies Granville Street as a high street planning initiative. Granville Street is also identified as one of the Opportunities for Public Realm Improvement in the Downtown Public Space Strategy (June 2020) and has been identified as a potential quick start initiative as part of the Vancouver Plan process.

The proposed amendments are modest and maintain the overall intent of the DODP guidelines (form, urban design, heritage retention). Amendments may help facilitate economic recovery and they serve as quick starts related to city-wide planning in the Vancouver Plan. Recognizing the need for an updated vision and policy for the area, this report also recommends that Council direct staff to report back in 2021 with a proposed scope of work and budget to undertake a broader area planning program (starting in 2022) for Granville Street Downtown for Council's consideration. This initiative would align well with the Vancouver Plan process including anticipated development of a draft vision, directions and policies by the end of 2021 which would provide an updated framework for more detailed future planning of the Granville Street area.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- Downtown Official Development Plan (1975, last amended 2020)
- Granville Street Design Guidelines (Downtown South) (1991)
- Single Room Accommodation Bylaw (2003, last amended 2020)
- Secured Rental Policy (2012, last amended 2019)
- Housing Vancouver Strategy (2017)

- Climate Emergency Action Plan (2020)
- Employment Lands and Economy Review Phase 2 Report (2020)
- Zoning and Development By-Law Amendments for Mass Timber Construction (2020)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

1. Granville Street Downtown

Granville Street is located in the heart of downtown and is one of Vancouver's iconic pedestrian- and transit-priority commercial high streets. It is characterized by a dense cluster of historically-significant buildings, many of which are older theatres, including the Orpheum and the Commodore Ballroom, and hotels, including residential hotels or Single Room Accommodation (SRA) designated buildings. The southern portion of the street also includes a modest amount of rental and strata housing. Granville Street continues to be a focus for culture and entertainment, with new venues and restaurants in the blocks designated as the "Theatre Row Entertainment District" or the Granville Entertainment District, where the addition of new residential uses is not permitted.

Granville Street is served by several bus and rapid transit lines, making it a primary transit hub and gateway into the downtown. It serves as an important part of the public realm, as a major retail, service and tourist destination, with a considerable amount of foot traffic, as well as an important place for transit transfers.

In recent years, Granville Street has been challenged by a lack of daytime activity, vacant storefronts and health and safety concerns. The COVID-19 pandemic has only exacerbated many of these issues, creating a significant strain on local businesses. These changes have contributed to a growing interest from businesses, cultural organizations, and the community to re-envision the future of Granville Street, as highlighted in the feedback brought forward in public engagement for this proposed amendment and other recent initiatives. There is also strong interest from landowners on other blocks of Granville for redevelopment and reinvestment in the area.

2. Area K3 Granville Street – Downtown Official Development Plan and Granville Street (Downtown South) Guidelines

In the two blocks south of Helmcken (Area K3 – see Figure 1), where residential is permitted, Granville Street transitions into the high-density residential neighbourhoods in the Downtown South and the Granville Loops (see Figure 4). These areas in Downtown South will continue to be primarily residential neighbourhoods, as significant development continues, centred in the Granville Loops area. This part of the downtown is also supported by neighbourhood-serving ground-floor commercial along Granville Street and Davie Street, including grocery stores and pharmacies. There are a number of vacant or underutilized sites in this area, and landowners have expressed interest in modest amendments to achieve affordable housing.

A mix of retail, service and office uses, and residential uses are currently permitted in Area K3 (see Figure 1), up to a maximum of 3.50 FSR. This is subject to the provision of retail and service uses at grade along Granville Street, as specified in Section 2 of the DODP. Area K3 is also subject to the Granville Street (Downtown South) Building Envelope outlined in the DODP, which has a maximum height of 90' (see Figure 2), and is meant to reflect the heritage character of the street, create a continuous street wall, and protect solar access to the street and sidewalk.

The Granville Street (Downtown South) Guidelines are intended to be used alongside the DODP to promote the creation of a distinct urban character for Granville Street as an entertainment district for the city and as a pedestrian-oriented shopping area for Downtown South. The Guidelines also ensure a high standard of liveability for residential projects and for the area as a whole, while delivering high quality development.

The Guidelines emphasize dwelling unit privacy, overlook, open space, safety and security, light and ventilation, and access and circulation as the means to achieve a high degree of livability. Notably, development sites on Granville Street are severely affected by noise, especially from vehicular traffic and other significant noise generating uses, such as bars and cabarets. Therefore, appropriate design and construction techniques should be applied that effectively buffer residential units from noise.

Figure 1: Downtown District Official Development Plan – Areas

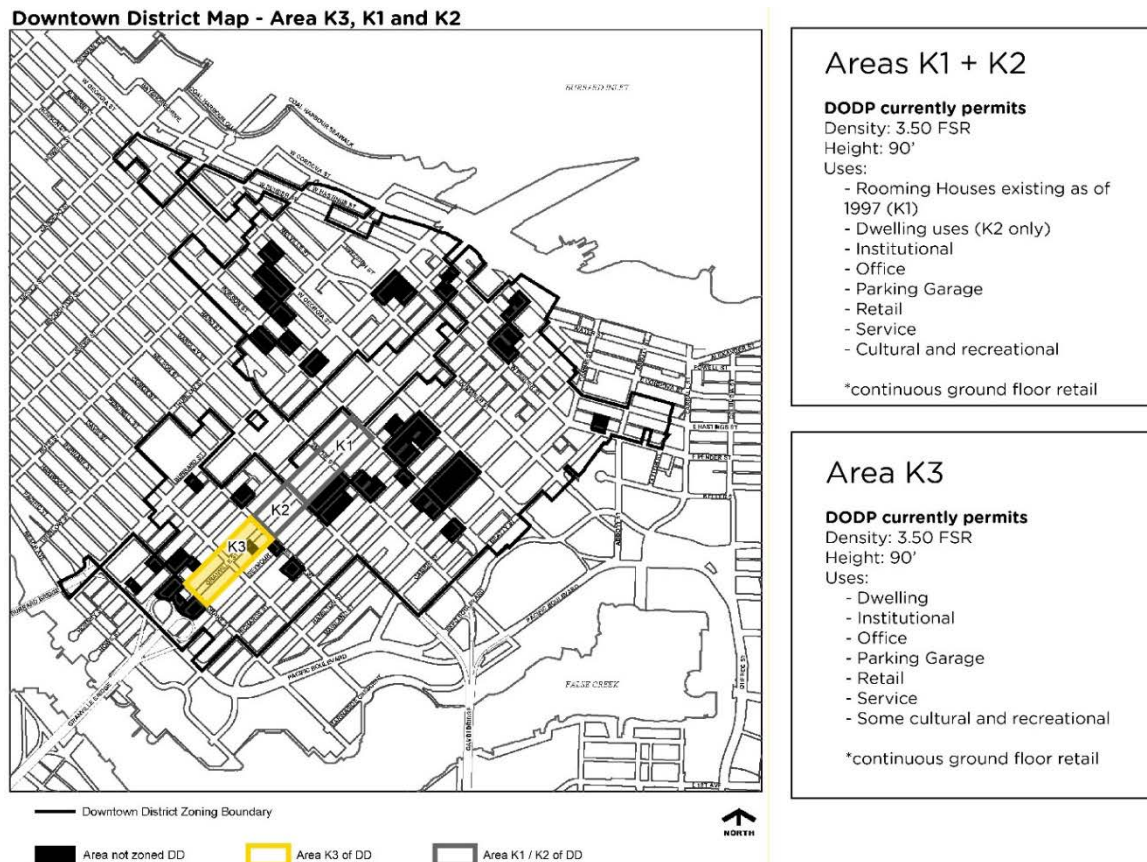
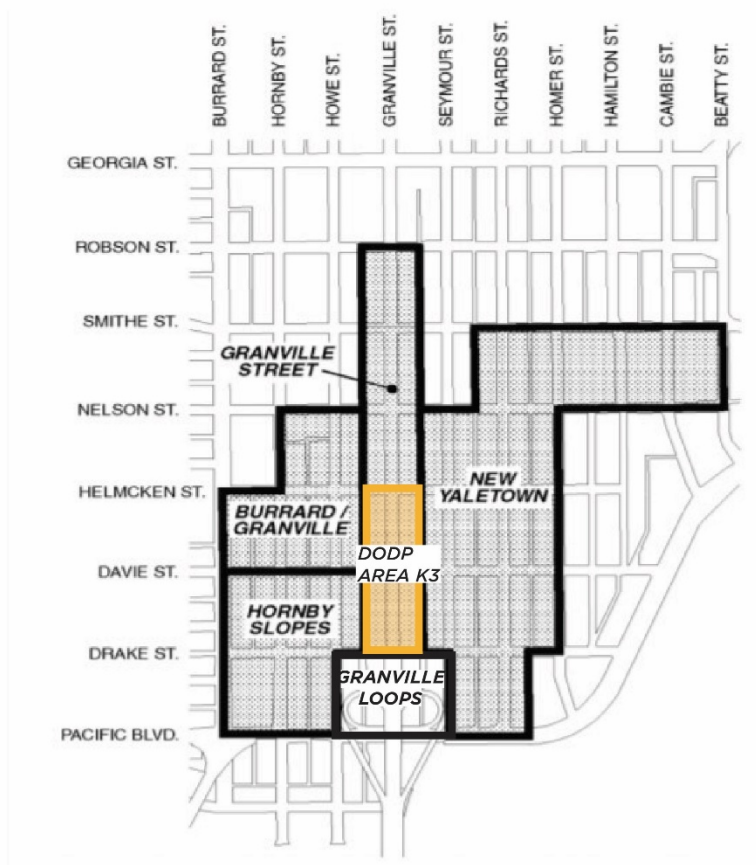


Figure 2: Downtown South, including Granville Street, and the Granville Loops and Area K3 of the DODP



3. Housing Vancouver and Progress Toward Targets

Achieving the 10-year Housing Vancouver targets demands a shift in housing production in Vancouver toward the “Right Supply.” This means creating housing that specifically meets the needs of people who live and work in Vancouver, including social housing and rental housing. Increasing the supply of rental and social housing across Vancouver, and particularly in the downtown, will improve access to jobs, education, transit and community amenities for renters earning low and moderate incomes.

Renters in Vancouver and across the region are facing a crisis in affordability and availability of rental to meet their income and household needs. Vancouver’s purpose-built rental vacancy rate has been 1 per cent or less from 2014-2019; over the same period, average rents in purpose-built rental apartments have increased by over 33 per cent.¹ This situation is the result of several factors, including decades of limited construction of market and non-market rental housing; high and rising demand for rental housing from a growing population; and rapid increases in housing costs that is putting home ownership out of reach for many Vancouver households. The 2020 Rental Market Report is scheduled to be released on January 28, 2021.

The Housing Vancouver Strategy, which was adopted by Council in 2017, set a target for the City to approve 20,000 new purpose-built rental homes over 10 years. Currently, with roughly

¹ CMHC Rental Market Report

one-third of the way into the implementation period, the City is not on pace to achieve those targets with only 4,415 units (22% of target) approved as of the end of Q3 2020.

Figure 4: Progress Towards 10-Year Housing Vancouver Targets for Purpose-Built Market Rental Housing as of September 30, 2020

Housing Type	10-YEAR TARGETS	Units Approved Towards Targets
Purpose-Built Market Rental Housing Units	20,000	4,415

**Note that tracking progress towards 10-year Housing Vancouver targets began in 2017*

The proposed amendments would enable greater building density for secured rental and social housing in the DODP Area K3 and encourage construction of new housing while maintaining neighbourhood character.

Strategic Analysis

1. Proposed Downtown District Zoning Amendments

In order to advance the City's goals of increasing social housing and secured rental housing, and bringing greater range of activation to Granville Street, staff recommend amendments to Area K3 (Granville Street between Drake Street and Helmcken Street) of the DODP to allow developments where 100% of the residential floor space is secured as rental housing or social housing up to 5.0 floor space ratio (FSR), an increase from the existing 3.50 FSR. The proposed amendment includes two conditions, namely that the increased density allowance would apply only to a site with a building constructed since 1930, and to a site with a maximum frontage of 23 m (75 feet). This amendment does not propose any change to the existing maximum height of 90 feet, and ground-floor retail would continue to be required.

Housing

There are several vacant or underutilized sites in Area K3 where it is anticipated that this proposed amendment could be an option for property owners. Staff anticipate very low or near zero displacement of existing residential and commercial (including hotels and SRA designated buildings), with uptake being primarily on vacant or underutilized lots. New development would add needed rental or social housing, and bring new residents and activity to this section of Granville Street.

There is some existing rental housing in this area; however, it is anticipated that most of this existing rental housing would not be impacted by the proposed zoning changes. City records indicate that there are four existing buildings which include rental housing in Area K3 of the DODP. These four buildings contain a total of 21 rental units. All four of these rental buildings were built prior to 1930 and therefore would not be eligible for additional density allowances under the proposed amendments to the DODP for rental housing due to the heritage considerations in this area.

There is also another rental building at 1138 Granville Street (containing 106 rental units), which was constructed in 2012; however, this site is not included in the proposed amendments, as it has been rezoned to CD-1 and is no longer zoned DODP. There are currently two strata-owned residential buildings in Area K3, which is surrounded by the high-density residential neighbourhoods of the Downtown South and the Granville Loops, also containing a significant amount of strata residential.

In addition to the rental buildings noted above, there are three SRO rental buildings with 239 rooms located in Area K3 on Granville Street. As the proposed amendment precludes any building constructed since 1930, the amendment will not apply to the three SRA designated buildings. Two buildings are occupied and one building is currently vacant. All buildings are subject to the Single Room Accommodation (SRA) Bylaw, which prevents the loss of low-income housing and the displacement of tenants in Vancouver's Downtown core. Single room accommodation includes single room occupancy hotels (SRO), rooming houses, and non-market housing with rooms less than 320 square feet. The bylaw prevents tenant displacement and the loss of this housing stock by regulating its alteration, conversion, and demolition.

Also within Area K3, BC Housing recently purchased the 110-room Howard Johnson Hotel (now called Lugaat), located at 1176 Granville Street, as part of a long-term plan to build a mix of affordable homes in Vancouver. In the interim, the site is operating as temporary supportive housing while long-term plans are developed.

Commercial space and hotels

Overall, this amendment is not anticipated to cause reduction of commercial space, including retail, service and hotels. The provision of retail and service uses would continue to be required at grade. Further, the proposed amendment would not preclude any landowner from developing under the current zoning, which allows for a number of non-residential uses (including retail, office and hotel at 3.50 FSR).

Staff anticipates the proposed amendment having a negligible or zero impact on existing hotel stock. Only one existing hotel site would qualify for the proposed amendment; given that it currently exceeds the existing maximum density, staff conclude that the nominal density increase would not incentivize a mixed-use development at this location.

Application and Considerations for Heritage and Neighbourhood Character

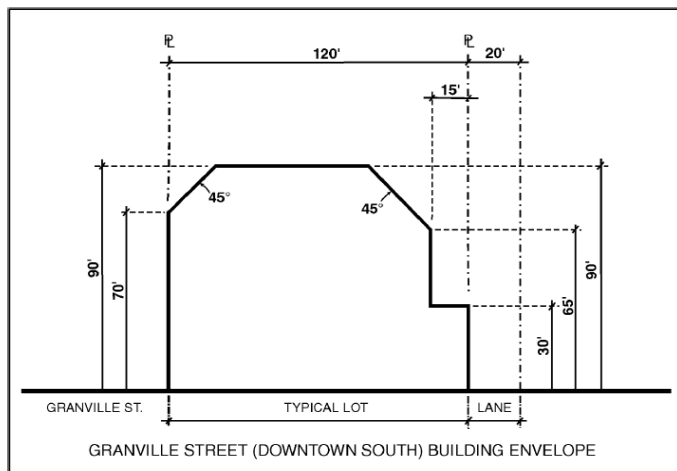
Overall, this amendment is not anticipated to significantly impact the character of the area in terms of heritage, density, height, frontage considerations or commercial and/or residential displacement.

The height and density of new development under the recommended amendment would be compatible with the height and densities of existing development in Area K3. Several of the existing buildings in Area K3 range between 3.50 and 6.15 FSR, as they were developed prior to the 3.50 FSR limit. The additional rental housing density can be accommodated within the existing building envelope for Granville Street as described in Section 4 of the DODP (Figure 3); therefore, there is no change to the existing height maximum being recommended.

Under the proposed amendment, developments seeking to take advantage of the increased density for social housing or secured rental housing would be limited to a maximum frontage of

23 m (75'), to discourage large lot consolidations and help maintain the fine-grained building character of Granville Street.

Figure 3: Granville Street (Downtown South) Building Envelope



Granville Street between Drake and Robson is an area of unique heritage significance containing a notable cluster of 22 pre-1941 buildings listed on the Vancouver Heritage Register. Granville Street has a distinctive “sawtooth” profile, a result of relatively low buildings of varying heights, constructed on narrow 25-foot lots. Many of these buildings were constructed in the early 1900s during an Edwardian building boom. Within Area K3 on Granville Street there are five buildings listed on the Vancouver Heritage Register, all of which were built before the year 1930, and no designated heritage buildings or heritage elements. Therefore, in consideration of heritage character, the amendment would apply only to sites with buildings constructed in or after the year 1930. The impact on historical character of the streetscape and heritage sites/buildings listed on the VHR in Area K3 would be minimal, and the proposed amendment does not encourage demolition of existing heritage resources.

All heritage buildings would be subject to the retention and conservation as per the City's *Heritage Policies* and the *Standards and Guidelines for the Conservation of Historic Places in Canada*. Future Granville Street planning will consider heritage conservation strategies.

2. Proposed Downtown South (Granville Street) Guidelines Updates

Staff also recommend updates to the Downtown South (Granville Street) Guidelines to encourage the use of mass timber or other materials that result in low embodied carbon, or the use of building standards that result in low operational emissions, generally as outlined in Appendix B.

Building with mass timber can reduce embodied carbon pollution by 25-45%, saving hundreds of tonnes of emissions per building. The proposed change is consistent with the Climate Emergency Action Plan Embodied Carbon Strategy's goal to reduce embodied carbon in construction by 40% by 2030, and its direction to remove barriers and provide incentives to develop new buildings with lower-carbon materials and construction practices.

There is interest from landowners to pursue development that would meet the criteria presented in this report for secured market rental development that would incorporate mass timber construction and other sustainable design and construction practices.

Future Granville Street Planning and Next Steps

The recently adopted *Employment Lands and Economy Review Phase 2 Emerging Directions, Ideas, and Potential Actions report* (October 2020) identifies directions to support economic recovery of small businesses and retail commercial areas in Vancouver, which have experienced challenges due to the COVID-19 pandemic. A specific action under this direction identifies Granville Street as a high street planning initiative. Granville Street is also identified as one of the Opportunities for Public Realm Improvement in the Downtown Public Space Strategy (June 2020) and has been identified as a potential quick start initiative as part of the Vancouver Plan process.

Recognizing the need for an updated vision and policies for the Granville Street areas, Staff recommend undertaking a comprehensive planning process for Granville Street in the downtown, reporting back to Council at the end of 2021 with a proposed work program, public engagement plan and budget. This comprehensive planning process would require dedicated staff resources and budget.

Beginning in 2022, this work would develop a new vision for the area that builds on its cultural role, heritage character, vibrant public realm and its function as a pedestrian priority commercial high street and transit hub. The proposed planning process would consider land use, development guidelines, cultural and heritage preservation and supports, and public realm and public life improvements. The future planning program for Granville Street would primarily focus on the area between Drake and Robson Streets (DODP Areas K1, K2 and K3), but it would also consider the street within the context of the downtown, including connections to the CBD and Waterfront Station, Granville Loops and Downtown South, and the Granville Bridge and Granville Connector project.

The changes proposed in this report are a first step towards a more comprehensive future planning program for Granville Street and will help inform a new vision for the street. Further, this area planning work would fit well with the development of the Vancouver Plan as by the end of 2021, it is anticipated a draft Plan with a proposed vision, policy directions and a draft structure plan will be developed through a consultative process. This would help to guide and align concurrent area planning for Granville Street.

Public Input

Public Notification – 13,008 notification postcards were sent out on November 30, 2020 to the surrounding neighbourhood. Information about the proposed changes, as well as online comment and questions forms, were also provided on the City's new digital engagement platform Shape Your City Vancouver (<https://shapeyourcity.ca/>). In addition to the postcards, information about the online engagement was shared with the DV BIA to be distributed to local businesses and landowners.

Virtual Open House – In-person open houses were put on hold based on the provincial health authority's restrictions for public gatherings due to the COVID-19 pandemic. In lieu of an in-person event, a virtual open house was held from December 4, 2020 – January 11, 2021 on the Shape Your City platform. The virtual open house consisted of an open-question online event

where questions were submitted and responded to during the engagement period. Information on the amendment was posted for online viewing, along with a map of the proposed area, frequently asked questions, and a project timeline.

An update was published on the Shape Your City platform on December 16, 2020. In alignment with Council priorities, this update added social housing as an allowable tenure in the proposed DODP amendment. Due to this addition of information, the planned end date of the Virtual Open House was extended from December 18, 2020 to January 11, 2021.

Public Response and Comments – Public input was received throughout the engagement process through online questions and comment forms, and by email and phone. A total of 56 submissions were received. The online comment form on Shape Your City requested participants to send their comments on the proposed amendment. A summary of all public responses is found in Appendix C.

Figure 4: Overview of Notification and Responses

Public notification	
Notification postcards	13,008
Public response	
Online questions	23
Online comment forms	29
Other input (email / telephone)	4
Total submissions	56

Below is an analysis of all public feedback through comments by topic and ordered by frequency. Number of mentions is provided with each key theme in brackets. The total number of mentions does not correspond to the total number of submissions as participants may have commented on more than one topic.

Generally, comments of support fell in the following areas:

- **Appropriate Height & Density:** The proposed change would be welcomed in the neighbourhood. Additional height and density, on top of what has been proposed, should also be considered. (14)
- **Additional Rental Housing Stock:** More rental housing is needed in the area and should be prioritized over strata condos. (2)
- **Supportive Neighbourhood Fit:** Adding renters to the area would help to revitalize the neighbourhood and help small businesses. (1)

Generally, comments of concern fell within the following areas:

- **Neighbourhood Safety:** The focus of changes should be on making Granville Street safer. (5)
- **Additional Housing Stock:** There are already too many rental units in the area, and an addition of social housing would be unwanted. (4)
- **Heritage & Character:** Maintaining heritage along Granville Street should be a priority. Ensure that Granville Street is protected as an entertainment district. (4)
- **Impacts of Social Housing:** Concerns that introducing social housing would increase crime and other challenges with safety, livability, and homelessness in the area. (2)
- **Unsupportive Neighbourhood Fit:** Residential uses and the Granville Street Entertainment District don't mix well together. Allow more density for additional floors of office/retail between residential and active street level to reduce impacts. (2)

Implications/Related Issues/Risk

Financial

The City has various tools to encourage the creation of social housing and purpose-built market rental. Development that meet the City's definition under the Development Cost Levy (DCL) Bylaw are exempt from DCLs. New secured market rental developments in Area K3 could be eligible for a waiver of City-wide DCLs, subject to meeting related requirements of the DCL Bylaw. Note that the Utilities DCL Bylaw no longer included a waiver for eligible secured market rental developments.

There is no anticipated land lift for any of the eligible properties based on the proposed amendments, as the value of the strata development right at 3.5 FSR (allowed under the existing zoning) is higher than the increased rental or social housing development potential at 5.0 FSR.

Overall, given the small area of K3 within the DODP and limited number of eligible sites expected to redevelop, the adoption of Recommendation A is not anticipated to result in significant financial implications.

Environmental

The recommended update to the Downtown South (Granville Street) Guidelines, as outlined in Appendix B, aligns with the recently adopted Climate Emergency Action Plan to encourage development of new buildings with lower-carbon materials. Building with mass timber can reduce embodied carbon pollution by 25-45%, saving hundreds of tonnes of emissions per building.

CONCLUSION

This report recommends an amendment to the Downtown Official Development Plan (the "DODP") in Area K3 (between Drake Street and Helmcken Street, on Granville Street), to increase the allowable density for developments where 100% of the residential floor space is for social housing or secured rental housing to 5.00 FSR in Area K3. It also recommends an update to the Granville Street (Downtown South) Guidelines to include sustainable design and construction criteria that encourages mass timber or other materials that result in low-embodied emissions. The recommendations help achieve the goals set out in the Housing Vancouver strategy to increase social housing and secured rental housing in Vancouver, and supports the goals of the Climate Emergency Action Plan to promote sustainable design and construction.

These actions will help provide needed rental units in the downtown, and would help support development interest for secured market rental in this area that would incorporate mass timber construction and other sustainable design and construction practices. These changes will also help to generate new activity on Granville Street and are the first step towards a more comprehensive planning process for Granville Street. This report recommends that staff report back to Council in late 2021 with a proposed work program, engagement plan and budget, to begin broader planning work on Granville Street in 2022. This timing would also align with delivery of a vision, strategic directions and a draft Vancouver Plan for which planning of Granville Street could fit within contextually.

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**DRAFT By-law to amend the Downtown Official Development Plan By-law No. 4912
Regarding Social Housing and Secured Rental Housing in Area K3**

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

1. This By-law amends the indicated provisions of the Downtown Official Development Plan By-law No. 4912.
2. In Section 3 – Density, Council adds the following new section in the correct numerical order:

"4A. Despite subsection 1, and subject to the provisions of retail and service uses at grade as specified in section 2, for a building constructed on or after January 1, 1930 on a site with a maximum frontage of 23 m in the area denoted by the letter 'K3' on Map 1, if social housing or secured market rental housing comprises all of the residential units, the Director of Planning or the Development Permit Board may permit an increase in density to a maximum floor space ratio of 5.00 if the Director of Planning or the Development Permit Board first considers:

- (a) the intent of this official development plan;
- (b) the height, bulk and location of the building and its effect on the site, surrounding buildings and streets, existing views and general amenity of the area;
- (c) the liveability of the proposed residential units; and
all applicable Council policies and guidelines."

* * * * *

GRANVILLE STREET DESIGN GUIDELINES (DOWNTOWN SOUTH) UPDATES

Under Section 2 General Design Considerations, Council adds:

2.4 Sustainability

- a) New buildings should demonstrate a high degree of sustainability, which can be accomplished through the use of mass timber or other materials that result in low embodied emissions, or a commitment to recognized standards for near zero emissions in operation. Consideration will be given to varying the form of development advice in this guideline to accommodate sustainable design features.

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Downtown Official Development Plan – Area K3 PUBLIC CONSULTATION SUMMARY

Engagement Events, Notification, and Responses

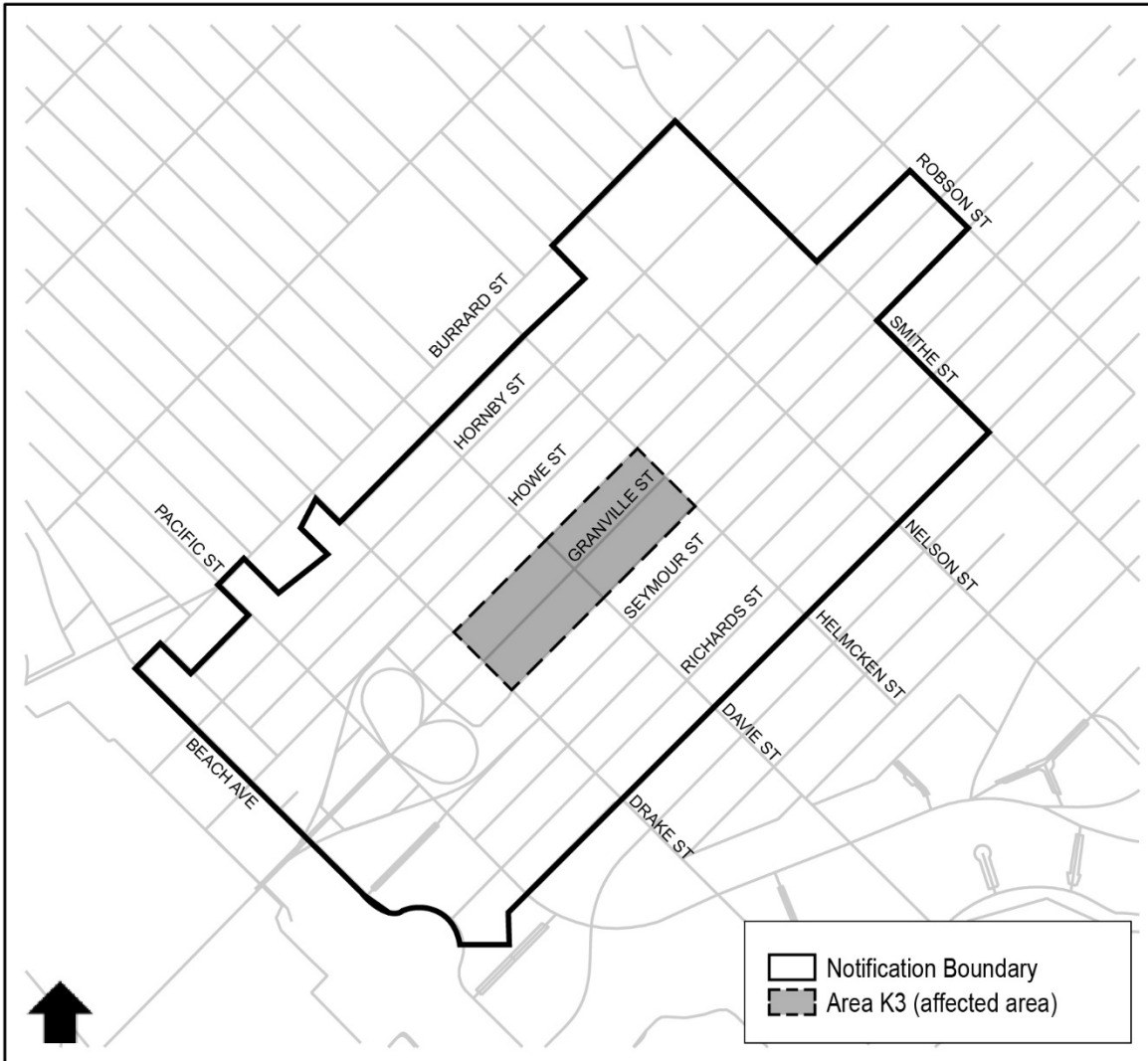
	Dates	Results
Events		
Virtual open house (City-led)	December 4, 2020 – January 11, 2021	332 participants (aware)* <ul style="list-style-type: none"> • 94 informed • 36 engaged
Public Notification		
Postcard distribution – Notice of ODP amendment and virtual open house	November 30, 2020	13,008 notices mailed
Public Responses		
Online questions	December 4, 2020 – January 11, 2021	23 submittals
Online comment forms <ul style="list-style-type: none"> • via Shape Your City platform 	December 4, 2020 – January 11, 2021	29 submittals
Other input (email & phone)	December 4, 2020 – January 11, 2021	3 submittals
Online Engagement – Shape Your City Vancouver		
Total participants during online engagement period	December 4, 2020 – January 11, 2021	332 participants (aware)* <ul style="list-style-type: none"> • 94 informed • 36 engaged

Note: All reported numbers above are approximate.

* The Shape Your City platform allows staff to capture more nuanced levels of engagement associated with the rezoning application, categorized as:

- **Aware:** Number of unique visitors to the application webpage that viewed only the main page.
- **Informed:** Visitors who viewed documents or the photo gallery associated with the proposed amendment; *informed* participants are a subset of *aware* participants.
- **Engaged:** Visitors that submitted a comment form or asked a question; *engaged* participants are a subset of *informed* and *aware* participants.

Map of Notification Area



Analysis of All Comments & Questions Received

Below is an analysis of all public feedback by topic and ordered by frequency.

Number of mentions is provided with each key theme in brackets. The total number of mentions does not correspond to the total number of submissions as participants may have commented on more than one topic.

Generally, comments of support fell in the following areas:

- **Appropriate Height & Density:** The proposed change would be welcomed in the neighbourhood. Additional height and density, on top of what has been proposed, should also be considered. (14)
- **Additional Rental Housing Stock:** More rental housing is needed in the area and should be prioritized over strata condos. (2)
- **Supportive Neighbourhood Fit:** Adding renters to the area would help to revitalize the neighbourhood and help small businesses. (1)

Generally, comments of concern fell within the following areas:

- **Neighbourhood Safety:** The focus of changes should be on making Granville Street safer. (5)
- **Additional Housing Stock:** There are already too many rental units in the area, and an addition of social housing would be unwanted. (4)
- **Heritage & Character:** Maintaining heritage along Granville Street should be a priority. Ensure that Granville Street is protected as an entertainment district. (4)
- **Impacts of Social Housing:** Concerns that introducing social housing would increase crime and other challenges with safety, livability, and homelessness in the area. (2)
- **Unsupportive Neighbourhood Fit:** Residential uses and the Granville Street Entertainment District don't mix well together. Allow more density for additional floors of office/retail between residential and active street level to reduce impacts. (2)
- **Negative Neighbourhood Change:** Concerns about negative changes to the neighbourhood including negative comments regarding the DTES, people struggling with addiction, and/or homelessness. (2)

Below is an analysis of all public feedback through questions by topic and ordered by frequency. Number of mentions is provided with each key theme in brackets. The total number of mentions does not correspond to the total number of submissions as participants may have commented on more than one topic.

Additional comments were also received from the public that do not correspond with the more frequently mentioned key themes summarized above.

Number of mentions is provided with each key theme in brackets. The total number of mentions does not correspond to the total number of submissions as participants may have commented on more than one topic.

Other Comments:

- Heritage requirements are unnecessary (1)
- Engagement period for this amendment is too short (1)
- Rental development on Granville should require retainment of commercial spaces (1)
- Residential development on Granville should not replace existing hotel stock or opportunities for new hotel development (1)
- New residential development should introduce a more diverse socio-economic mix to the area (1)
- Make sure buildings aren't too bulky (1)
- Desire to see different activities supported in the area (1)
- Pushing businesses out of the area by replacing them with rental housing (1)
- It is already noisy in the area due to construction activity (1)
- Be more progressive and increase the height. (1)
- Clubs are closed all day and do not add to the enjoyment of Granville Street most hours of the day. (1)
- Building design should be considered to ensure good sun exposure to street level and provide awnings for protection from sun/rain. (1)

Generally, questions fell in the following areas:

- **Social Housing:** Participants asked if this initiative will provide social housing or below market housing, why there is a significant level of social housing in the area and what plans exist for low income rentals. (6)
- **Height & Density:** Participants asked about why no height increase is being sought and whether the proposed density can be achieved without increasing the maximum height. (4)
- **Terminology:** Participants asked about definitions of social housing, SROs, and secured rental housing (4)

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APPENDIX D: Redline Version

Downtown Official Development Plan By-law No. 4912

This document is being provided for information only as a reference tool to highlight the proposed amendments. The draft amending by-laws attached to the Council report RTS No. 14104 entitled, Amendment to Downtown Official Development Plan – Area K3 (Granville Street), represent the amendments being proposed to Council for approval. Should there be any discrepancy between this redline version and the draft amending by-laws, the draft amending by-laws prevail.

DOWNTOWN OFFICIAL DEVELOPMENT PLAN

Section 3 – Density

Vancouver's Downtown is and will remain the highest-density commercial area within the City and within the Greater Vancouver Region. However, in order to achieve objectives which include:

- participation with and encouragement of the Greater Vancouver Regional District's policies for Regional Town Centres;
- encouragement of residential use within the Downtown;
- encouragement of a mixture of uses in single developments; and
- high standards of design throughout the Downtown;

the permitted maximum density is varied throughout this District.

1. Subject to conformity with the guidelines and subject to subsections 2, 3 and 4, the maximum permitted density (floor space ratio) shall in no case exceed the amount shown for each of the density areas within the district as illustrated on Map 1 and described below:
 - A in the area denoted by the letter 'A', the total density for all permitted uses must not exceed a floor space ratio of 11.00;
 - B in the area denoted by the letter 'B', the total density for all permitted uses must not exceed a floor space ratio of 9.00;
 - C1 in the area denoted by the letter 'C1', the total density for all permitted uses must not exceed a floor space ratio of 7.00;
 - C2 in the area denoted by the letter 'C2', the total density for all permitted uses must not exceed a floor space ratio of 5.00;
 - C3 in the area denoted by the letter 'C3', the total density for all permitted uses must not exceed a floor space ratio of 5.00, and, for new construction, an addition to an existing building that increases the residential floor area, or a change of use in an existing building that increases the residential floor area, the total density for non-residential uses must not be less than a floor space ratio of 2.00;
 - C4 in the area denoted by the letter 'C4', the total density for all permitted uses must not exceed a floor space ratio of 5.00;

- E in the area denoted by the letter 'E', the maximum density for any non-residential use shall be floor space ratio 3.00;
- F in the area denoted by the letter 'F', the total density for all permitted uses must not exceed a floor space ratio of 9.00;
- G in the area denoted by the letter 'G', the total density for all permitted uses shall be floor space ratio 6.00, except that office uses shall not exceed floor space ratio of 5.00;
- H in the area denoted by the letter 'H', the total density for all permitted uses must not exceed a floor space ratio of 6.00 except that:
- residential uses must not exceed a floor space ratio of 3.00, and, for new construction, an addition to an existing building that increases the residential floor area, or a change of use in an existing building that increases the residential floor area, the total density for non-residential uses must not be less than a floor space ratio of 2.00;
- J in the area denoted by the letter 'J', the maximum density shall be floor space ratio 3.00.
- K in the areas denoted by the letters 'K1', 'K2' and 'K3', the maximum density for all permitted uses shall be floor space ratio 3.50, subject to the provision of retail and service uses at grade as specified in section 2;
- L in the areas denoted by the letter 'L1', 'L2', the maximum density for all uses shall be floor space ratio 3.00, except that:
- the maximum density for all uses for a site with social housing shall be floor space ratio 5.00 provided that social housing comprises more than two-thirds of the floor space ratio;
 - the maximum density for all uses on a corner site with a minimum frontage of 175 feet and a minimum site area of 21,000 square feet shall be floor space ratio 5.00;
 - the maximum density for all uses on an interior site with a minimum frontage of 200 feet and a minimum site area of 24,000 square feet shall be floor space ratio 5.00; and
- all subject to the following limitations:
- office uses, institutional uses, cultural and recreational uses, and hotel use in the area denoted by the letter 'L1', shall not in total exceed floor space ratio 1.00; except on the 400 and 500 block Pacific Boulevard where office uses shall not exceed floor space ratio 2.00 and where institutional uses and cultural and recreational uses shall not in total exceed floor space ratio 1.00 provided that office uses, institutional uses, and cultural and recreational uses shall not in total exceed floor space ratio 2.00;
- retail and service uses, except hotel, are more particularly limited as follows:
- on Davie Street, the 400 block Pacific Boulevard, and the 500 block Pacific Boulevard, to a maximum of 10,000 square feet per site; and
 - in all other locations to corner sites and to a maximum of 2,500 square feet per site;
- L2 in the area denoted by the letter 'L2' and despite the preceding subsection, the maximum density for all permitted uses may be increased to 2.74 for a building existing as of December 13, 2001 except that Retail Uses are limited to 4 645 m².
- M in the area denoted by the letter 'M', the maximum density for all uses shall be floor space ratio 3.00, except that:
- the maximum density for all uses for a site with social housing shall be floor space ratio 5.00 provided that social housing comprises more than two-thirds of the floor space ratio;

- the maximum density for all uses on a corner site with a minimum frontage of 175 feet and a minimum site area of 21,000 square feet shall be floor space ratio 5.00;
- the maximum density for all uses on an interior site with a minimum frontage of 200 feet and a minimum site area of 24,000 square feet shall be floor space ratio 5.00; and

all subject to the following limitations:

retail and service uses, except hotels, are limited as follows:

- on Davie Street to a maximum of 10,000 square feet per site;
- on Burrard Street to a maximum of 20,000 square feet per site; and
- in all other locations to corner sites and to a maximum of 2,500 square feet per site;

N in the area denoted by the letter 'N', the maximum density for all uses shall be floor space ratio 5.00, except that:

- for a hotel use existing on or before September 18, 2018, the floor space ratio shall not exceed the greater of the floor space ratio existing on September 18, 2018, plus any difference in area excluded in the computation of floor space ratio of the existing use, or a maximum floor space ratio of 5.00;
- office uses, institutional uses, and cultural and recreational uses shall not in total exceed floor space ratio 1.00;
- retail and service uses, except hotel, are more particularly limited as follows:
- on Davie Street to a maximum of 10,000 square feet per site;
- on Burrard Street to a maximum of 20,000 square feet per site; and in all other locations to corner sites and to a maximum of 2,500 square feet per site;

O in the area denoted by the letter 'O', the total density for all permitted uses shall be floor space ratio 7.00 except that office use shall not exceed floor space ratio 6.00.

2. The Development Permit Board may permit an increase in the floor space ratio for hotels in:

- the areas denoted by the letters 'A', 'B', 'C1', 'C3', 'C4', 'F' and 'O' on Map 1 except for the area bordered by Pacific, Seymour, Drake and Howe Streets; and
- the 1200, 1300, 1400 and 1500 blocks of Georgia Street in the area denoted by the letter

'G' on Map 1;

provided that:

- (a) the increase in no case exceeds a maximum of 15% of the floor area of that portion of the building having floor-to-floor dimensions of less than 10 feet and used for guest accommodation and ancillary corridors, service and access areas;
- (b) it first considers the impact of additional density on built form, neighbouring sites and buildings, livability, views, shadowing and local pedestrian and vehicular circulation; and (c) it first considers all applicable policies and guidelines adopted by Council.

3. Except in the areas denoted by the letters 'A', 'B', 'C1', 'F', 'K1', 'K2', 'K3', 'L1', 'L2', 'M' and 'N' on Map 1, residential floor area may be substituted for non-residential floor area.

4. Despite subsections 1 and 3, the density of residential use must not exceed a floor space ratio of

3.00, except:

- (a) in the areas denoted by the letters 'G', 'K1', 'K2', 'K3', 'L1', 'L2', 'M', 'N', and 'O' on Map 1; and
- (b) in the area denoted by the letter 'C2' on Map 1, if social housing comprises a minimum of two-thirds of the floor space ratio or if secured market rental housing comprises all of the residential units, on a site with a maximum frontage of 23 m, the Development Permit Board may permit an increase in density to a maximum floor space ratio of 6.00 if the Development Permit Board first considers:
 - (i) the intent of this official development plan;
 - (ii) the height, bulk and location of the building and its effect on the site, surrounding buildings and streets, existing views and general amenity of the area;
 - (iii) the liveability of the proposed residential units;
 - (iv) the retail continuity requirements in Section 2; and
 - (v) all applicable Council policies and guidelines.

[New section:]

4A. Despite subsection 1, and subject to the provisions of retail and service uses at grade as specified in section 2, for a building constructed on or after January 1, 1930 on a site with a maximum frontage of 23 m in the area denoted by the letter 'K3' on Map 1, if social housing or secured market rental housing comprises all of the residential units, the Director of Planning or the Development Permit Board may permit an increase in density to a maximum floor space ratio of 5.00 if the Director of Planning or the Development Permit Board first considers:

- (a) the intent of this official development plan;
- (b) the height, bulk and location of the building and its effect on the site, surrounding buildings and streets, existing views and general amenity of the area;
- (c) the liveability of the proposed residential units; and all applicable Council policies and guidelines.

5. Despite subsections 1 and 4, the density of live-work use, or residential use and live-work use combined, must not exceed a floor space ratio of 3.0 in the area denoted by the letter 'C2' or 'C4' on Map 1.

6. The following shall be excluded in the computation of floor space ratio:

- (a) balconies and decks and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing and contribute to the amenity or environment of the Downtown District, provided that the total area of all exclusions does not exceed 8% of the floor area being provided;
- (b) patios and roof decks, provided that the Director of Planning first considers the effect on privacy and overlook;
- (c) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which, in the opinion of the Director of Planning, are similar to the foregoing, those floors or portions thereof so used, which are at or below the base surface, provided that the maximum exclusion for a parking space shall not exceed 24 feet in length;

- (d) all residential storage space above or below base surface, except that if the residential storage space above base surface exceeds 3.7 m² per dwelling unit, there will be no exclusion for any of the residential storage space above base surface for that unit;
- (e) for exterior walls in laneway houses and in one and two-family dwellings of three storeys or less with or without secondary suites, an area equal to the area occupied by the insulation thickness that exceeds the performance of the prescriptive thermal resistance (RSI value) requirement for exterior walls in the Building By-law, as verified by a Building Envelope Professional, to a maximum exclusion of 330 mm;
- (f) for exterior walls in residential buildings that are three storeys or less and classified as Group C buildings under the Building By-law, other than those buildings referred to in subsection (e):
 - (i) an area equal to the area occupied by the insulation thickness that exceeds the performance of the prescriptive thermal resistance (RSI value) requirement for exterior walls in the Building By-law, as verified by a Building Envelope Professional, to a maximum exclusion of 179 mm, and
 - (ii) an area equal to the area occupied by a rain screen system in a wall that exceeds 203 mm, as verified by a Building Envelope Professional, to a maximum exclusion of 152 mm;
- (g) for exterior walls in all buildings other than those referred to in subsections (e) and (f):
 - (i) an area equal to the area occupied by the insulation thickness that exceeds the performance of the prescriptive maximum effective thermal transmittance (U factor) requirement for exterior walls in the Building By-law, as verified by a Building Envelope Professional, to a maximum exclusion of 179 mm, and
 - (ii) an area equal to the area occupied by a rain screen system in a wall that exceeds 203 mm, as verified by a Building Envelope Professional, to a maximum exclusion of 152 mm; and
- (h) in buildings with commercial, retail or service use at grade, the area occupied by interior commercial kitchen exhaust shafts, to a maximum exclusion of 3.7 m² for each floor above the commercial, retail or service use.

7. The following may be excluded in the computation of floor space ratio:

- (a) enclosed residential balconies, provided that the Director of Planning first considers all applicable policies and guidelines adopted by Council and approves the design of any balcony enclosure subject to the following:
 - (i) the total area of all open and enclosed balcony or deck exclusions does not exceed eight percent of the residential floor area being provided; and
 - (ii) no more than fifty percent of the excluded balcony floor area may be enclosed; (b) interior public space, including atria and other similar spaces, provided that:
 - (i) the excluded area shall not exceed the lesser of 10 percent of the permitted floor area or 6,000 square feet;
 - (ii) the excluded area shall be secured by covenant and right of way in favour of the City of Vancouver which set out public access and use; and
 - (iii) the Director of Planning first considers all applicable policies and guidelines adopted by Council.

8. For the purpose of floor space ratio calculation, each square foot of floor area for above-grade parking shall be counted as 0.70 square feet.

9. The Director of Planning or the Development Permit Board may permit an increase in floor space ratio for a development which includes the restoration of an existing building, site, landmark or feature, if the existing building, site, landmark or feature is listed in the Vancouver Heritage Register, if Council first approves a heritage designation by-law, and if the Director of Planning or the Development Permit Board first considers:
 - (a) all applicable Council policies and guidelines;
 - (b) the cost and extent of the heritage restoration;
 - (c) the value of the increased floor area; and
 - (d) the impact of the development upon neighbourhood livability and environmental quality.

10. The Development Permit Board may, for any development within the areas denoted by the letters 'K1', 'K2' and 'K3' which, as of July 30, 1991, includes a building containing housekeeping or sleeping units and listed on the Vancouver Heritage Register, relax the permitted floor space ratio, subject to prior approval by City Council, provided that the relaxation to permitted floor space ratio:
 - (a) is not used in the areas denoted by the letters 'K1', 'K2' and 'K3'; and
 - (b) is used to provide at least an equivalent number of replacement residential units within the areas denoted by the letters 'L1', 'L2', 'M' or 'N'. Such replacement residential units shall be preserved in the public domain by way of a registered agreement and operated by the City or its delegates.

In determining the relaxation to permitted floor space ratio that may be authorized, the Development Permit Board, with advice from the Director of Housing and Properties, shall consider:

 - (a) the cost to the Developer of providing the replacement residential units;
 - (b) the value of the increased floor area; and
 - (c) the value of any authorized relaxation of other regulations.

11. Floor space excluded pursuant to subsection 5 or as provided for in the definition of "floor space ratio" shall not be put to any use other than that which justified the exclusion.

12. Live-work floor space is eligible for floor space exclusions under subsections 6, 7, and 11 of this Section 3.

13. Despite subsection 1 of this Section 3, for any development that includes social housing, other than in the areas marked "K1", "K2", and "K3" on Map 1, the Development Permit Board may relax the permitted floor area, except that:
 - (a) the Development Permit Board shall consider:
 - (i) the advice of city staff and city officials responsible for housing and real estate,
 - (ii) the cost to the developer of providing the social housing,
 - (iii) the value of the increased floor area,
 - (iv) the value of any relaxation of other regulations,

- (v) the impact on neighbourhood livability and environmental quality, and
 - (vi) all applicable Council policies and guidelines;
 - (b) any increase in floor space ratio must be subject to a Housing Agreement that secures the social housing; and
 - (c) Council approval is required prior to issuance of the development permit.
14. Notwithstanding subsections 1, 3 and 4, the Development Permit Board may permit an increase in floor space ratio for any use where the increase results from a transfer of heritage floor space to a maximum of 10 percent over the total permitted floor space ratio, except that this increase shall not apply to hotels where the floor space has already been increased pursuant to subsection 2 or a development where there has been an increase in floor space ratio by means of amenity shares pursuant to subsection 15.

For the purpose of this subsection, heritage floor space means floor space on a site where the site or a building or a structure is designated by the Heritage By-law and, according to the development limitation mechanism regulating land for that site, is available to be transferred to another site and is located within areas shown as transfer of density areas for heritage preservation illustrated in the Transfer of Density Policy and Procedure adopted by Council and in effect at the time of application for relaxation under this section.

15. Despite subsections 1, 4, and 5, if the Development Permit Board first considers the intent of this district schedule, all applicable Council policies and guidelines and the submissions of any advisory groups, property owners or tenants, and there is no heritage floor space available for transfer, the Development Permit Board may permit an additional increase in permitted floor area of one m² for each amenity share provided to the city at no cost to the city, to a maximum increase of 10% above the maximum permitted floor space ratio.

In this by-law, amenity means conservation of protected heritage property and the cost of an amenity share is the amount specified per m² in the Heritage Amenity Share Cost Schedule set out in Table 3.1 below.

Table 3.1
Heritage Amenity Share Cost Schedule

Zoning District	Amenity Share Cost
Downtown Official Development Plan (DODP)	\$925 per m ²