



REPORT

Report Date: June 28, 2021
Contact: Kevin McNaney
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RTS No.: 14586
VanRIMS No.: 08-2000-20
Meeting Date: July 21, 2021

[Submit comments to Council](#)

TO: Standing Committee on City Finance and Services

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: Issues Report: Consideration of Rezoning Proposal at 1477 West Broadway (South Granville Station)

RECOMMENDATION

- A. THAT Council instructs the General Manager of Planning, Urban Design and Sustainability to consider a rezoning application by PCI Developments LP on behalf of 1489 West Broadway Nominee Corp., the registered owner of the land located at 1477 West Broadway (PID: 031-075-185, Lot 1 Block 331 District Lot 526 Group 1 New Westminster District Plan EPP98876) within the Broadway Plan study area, which proposes a mixed-use office, retail and rental housing building at a height and density above what is permitted in the C-3A District Schedule and associated Guidelines, as an exception to the *Broadway Plan Interim Rezoning Policy*.
- B. THAT Recommendation A will in no way fetter Council's discretion in considering any rezoning applications for the subject site and does not create any legal rights for the applicants or any other person, or obligation on the part of the City; and expenditure of funds or incurred costs are at the risk of the person making the expenditure or incurring the cost.

REPORT SUMMARY

The *Policy on Consideration of Rezoning Applications and Heritage Revitalization Agreements during Broadway Planning Process ("Broadway Interim Rezoning Policy")* requires Council direction to allow consideration of rezoning applications within the Broadway Plan study area in exceptional circumstances while planning is underway at the discretion of the Director of Planning. The *Broadway Interim Rezoning Policy* is attached as Appendix A for reference.

The purpose of this report is to:

- Advise Council that a rezoning enquiry has been received to establish a new Comprehensive Development (CD-1) District at 1477 West Broadway (location of the South Granville Station entrance to the Broadway Subway under construction) within the Broadway Plan study area to allow for the development of a mixed-use office, retail and rental housing building above the height and density permitted under the existing C-3A zoning and guidelines.
- Provide background information on the enquirer, PCI Developments LP (“PCI”), the proposed development and rationale for why this is an exceptional circumstance that should be considered ahead of the Broadway Plan.
- Recommend that staff work with the enquirer to prepare a rezoning application that aligns with the Emerging Directions of the Broadway Plan to deliver job space, rental housing and retail uses with high-quality urban design and full integration with the upcoming Broadway Subway “South Granville” station.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- Employment Lands and Economy Review Phase 2 Report (2020)
- Broadway Plan - Phase 1 Engagement and Proposed Guiding Principles (2019)
- Policy on Consideration of Rezoning Applications and Heritage Revitalization Agreements during Broadway Planning Process (2018, last amended 2021)
- Housing Vancouver Strategy (2017)
- Transportation 2040 Plan (2012)
- Metro Core Jobs and Economy Land Use Plan: Issues and Directions (2007)
- Central Area Plan: Goals and Land Use Policy (1991)
- Central Broadway C-3A Urban Design Guidelines (1976, last amended 2004)
- C-3A District Schedule (1975, last amended 2021)

REPORT

Background/Context

1. Background

Staff have received a rezoning enquiry from PCI Developments LP (“PCI”) for 1477 West Broadway (northeast corner of Broadway and Granville), the location of the station entrance to the future “South Granville” Broadway Subway Station. Figure 1 shows a context map of the site. PCI submitted a Development Permit Application in 2019 (DP-2019-00704) for this site for a building in compliance with existing zoning that could accommodate the future subway entrance. That building is under construction and PCI has requested to increase the permitted height and density for development on the site, through a future rezoning application for a mixed-use tower/podium proposal.

PCI has prepared a rezoning proposal anticipating Council’s endorsement of the draft Broadway Plan (“the *Plan*”). This proposal includes a parking and loading scheme, along with other provisions in the building design for a higher form of development. In accordance with the

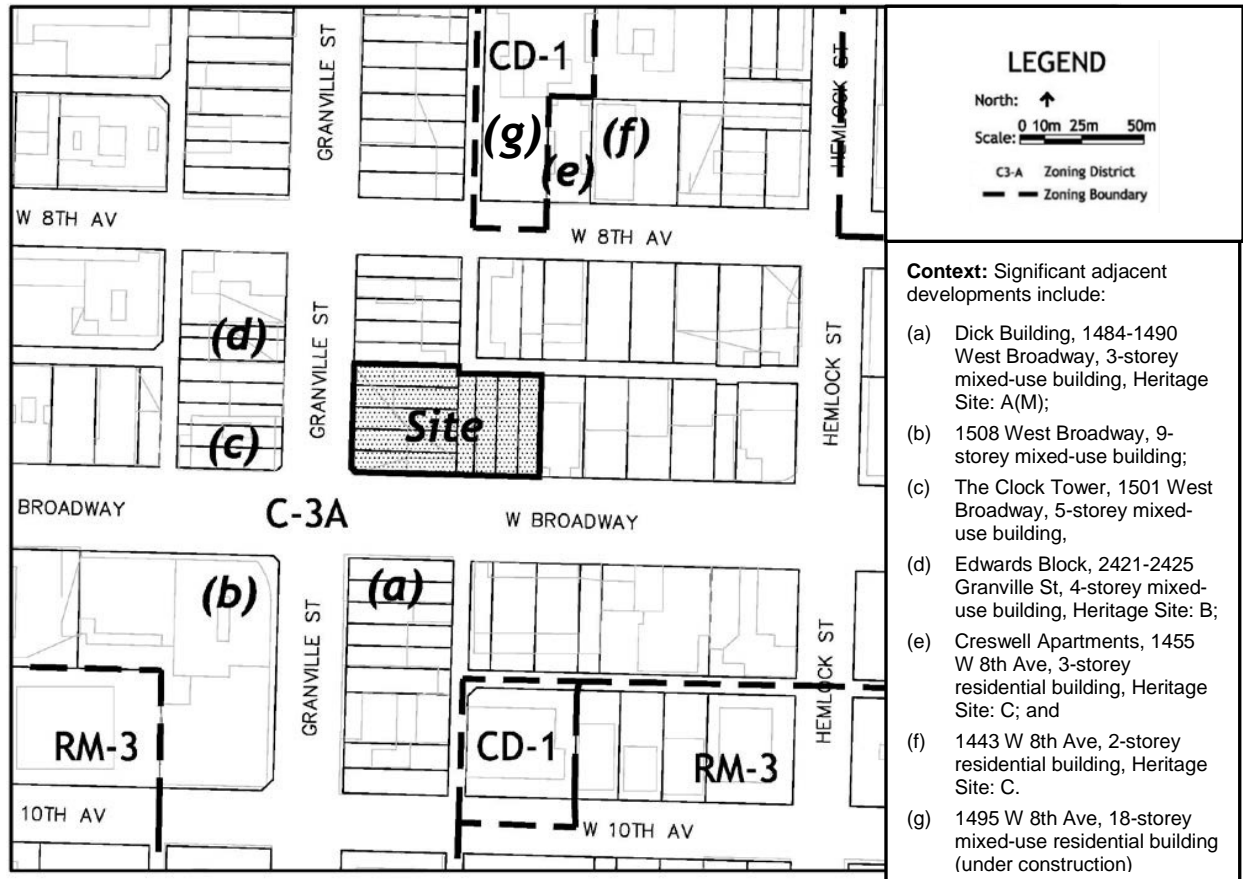
provisions of the *Broadway Interim Rezoning Policy*, staff have not provided PCI with any advice related to future build-out under the *Plan*, above what is permitted through their current Development Permit.

Construction on the project's parkade is well underway (currently constructing level P5 underground) and construction on the subway head house (station entrance) will begin when the project reaches the P2 level. As the subway head house and related infrastructure are being delivered by the Province of British Columbia, these elements are not subject to the City of Vancouver's standard Development Permit processes.

PCI expressed interest as early as 2011 and over the past ten years with various proposals to rezone the site for additional office, rental residential and retail floor area (most recently including a grocery store). PCI submitted a rezoning enquiry in 2018 for additional development capacity, but staff were not able to support the enquiry due to the lack of adopted rezoning policies for the area. PCI was asked to await completion of the Broadway Plan, which would consider additional height and density at this location. With the challenges and delays presented by COVID-19, the anticipated date for Council's consideration of the draft Broadway Plan is now in the first quarter of 2022.

PCI has worked closely and in good faith with the Broadway Subway Project Office ("BSP"), which is being led by the Province (in partnership with the City and TransLink), to incorporate a well-integrated station entrance in the development. Given the unique circumstances of the site's close integration with the subway station, potential access and circulation challenges to the new station if there is a significant delay in construction between their existing Development Permit and a proposed Rezoning Application submitted after adoption of the *Plan* in early 2022, and the emerging directions of the *Plan*, staff are recommending a Rezoning Application be considered as an exception to the *Broadway Plan Interim Rezoning Policy*.

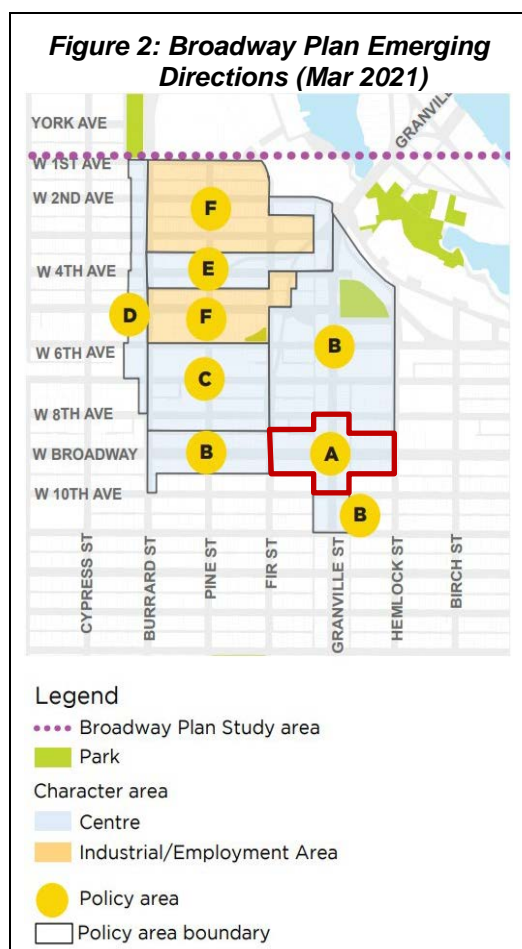
Figure 1: Contextual map showing the location and context of 1477 West Broadway (adapted from Development Permit Staff Committee Report re: Broadway Subway Stations – Feb 10, 2021)



2. Context

The subject site is currently zoned C-3A. The C-3A District Schedule at this location and accompanying Urban Design Guidelines generally permit a choice of residential, office, retail and service uses (active commercial uses required at grade), up to a maximum height of six storeys and a density of 3.0 FSR. The site is within the Broadway Plan study area, and is subject to an interim moratorium on rezoning applications.

The *Plan* is in process and targeted for consideration by Council in the first quarter of 2022. The most recent “Emerging Directions” public consultation materials, shared in February/March 2021, proposed some specific policy directions applicable to this site under sub-area ‘A’ within the Granville/Burrard Slopes area of Fairview. Figure 2 illustrates this sub-area (highlighted in red) from the public consultation materials.



The Emerging Directions applicable to this site under sub-area 'A' include:

- Consider increased height and density for station area mixed-use affordable housing (e.g. secured rental or social housing) or commercial development (e.g. office or hotel).
- Work with the Province of BC, TransLink and the property owner to support integration of South Granville Station with active commercial uses and public space improvements
- Require a minimum job space component (e.g. office above retail) for mixed-use development.
- Support opportunities for new cultural, entertainment and nightlife venues.
- Foster Broadway as a Great Street with improved sidewalks, street trees, continuous active ground floor commercial frontages, and places for gathering.
- Encourage continuous active ground floor commercial frontages.
- Consider public space improvements to create wider sidewalks and opportunities for store displays, patios, and places for gathering.

Strategic Analysis

The Director of Planning recommends a rezoning application be considered for this site, prior to adoption of the draft *Plan*. The preliminary rezoning proposal shared with staff illustrates a mixed-use project with additional retail capacity including a grocery store (an identified need in the area), additional employment space and rental residential housing including a commitment to provide 20% of the units as moderate income rental units (MIRHPP requirements). Considering the direct integration with the upcoming Broadway Subway and the high profile corner location at Broadway and Granville, the proposal generally aligns with the anticipated policy directions of the *Plan* for the area.

Land Use – The proposed retail, office and rental residential uses are consistent with existing C-3A zoning.

Height and Density – The C-3A District Schedule and Guidelines permit up to 3.0 FSR of density and up to six floors in height. The current enquiry proposes a rental residential tower above a retail and office podium with integrated station entrance, to a height and density significantly above what is permitted under existing zoning. If Council approves the recommendations of this report, staff will work with the applicant through the rezoning

application process to ensure the height and density are compatible with the policy directions for the Broadway and Granville station area in the *Plan*.

Views – There are no view cones that would impact development on this site.

Timing – PCI is currently constructing their project pursuant to their existing Development Permit, including 6 floors of underground parking and storage, retail uses, the subway station head at grade, and three floors of office above. PCI has worked closely and collaboratively with BSP to integrate the South Granville Broadway Subway station within their development program, while awaiting consideration of additional height and density through the future *Plan* to be adopted.

BSP sent a letter to City staff highlighting their concerns regarding potential impacts to transit customer service in the event of a restarted or extended construction window relating to further development on this site. The most notable challenges were that protective hoarding may be required beyond opening day of the Broadway Subway (anticipated in 2025) along sidewalks and plazas, potentially impacting access to station entrances and requiring interim relocation of bus stops to ensure public safety. The letter is attached to this report in Appendix B.

Staff recommend using the “exceptional circumstance” clause (Policy 3) of the *Broadway Plan Interim Rezoning Policy* to allow consideration of a Rezoning Application before the draft *Plan* is presented to Council in early 2022. Given PCI’s estimated construction completion date on their current development permit, some construction delay will occur before the proposed rezoning, and subsequent development and building permits could be secured. However, commencing the rezoning process earlier than adoption of the *Plan* if the rezoning application is approved by Council following a public hearing could expedite construction by at least six months, and help minimize impacts on circulation and access to the South Granville station when the Broadway Subway opens.

Proposed Rezoning Consultation Process – Public consultation will be led by City staff and conducted as part of a formal rezoning application. Notification and application information, as well as an online comment form, will take place on the City’s digital engagement platform Shape Your City Vancouver (shapeyourcity.ca/), along with a rezoning information sign to be installed on the site. Depending on public feedback, additional consultation may occur with targeted local stakeholder groups. While COVID-19 restrictions are in place, public consultation will be limited to virtual events. The public may submit feedback throughout the rezoning process. Staff will summarize all public comments in the rezoning referral report for Council’s consideration at a future Public Hearing.

Financial Implications

The rezoning would be subject to the City’s Community Amenity Contribution policy. As such, the applicant is required to include a CAC offer as part of their rezoning application submission package. Staff will report the outcome of the projects pro forma review as part of the staff referral report including the developer’s contributions (e.g. Development Cost Levies, Community Amenity Contribution, rezoning conditions, and Public Art).

CONCLUSION

A rezoning proposal for a mixed-use retail, office and rental residential building, with full integration with the “South Granville” Broadway Subway station could deliver a project generally aligned with emerging directions from the Broadway Planning process. PCI has worked closely with the Broadway Subway Project (BSP) team to facilitate delivery of a fully-integrated station entrance within the overall design of their current Development Permit. There are potential access and circulation challenges to the new South Granville Station if there is a significant delay in construction between their existing Development Permit and a proposed Rezoning Application submitted after completion of the Broadway Plan in early 2022.

The General Manager of Planning, Urban Design and Sustainability recommends the City consider a rezoning application for this site as an exceptional circumstance under the *Broadway Plan Interim Rezoning Policy* on the basis outlined in this report. Staff’s consideration of a rezoning application prior to adoption of the *Plan* could, if Council were to approve the rezoning application, expedite construction by at least six months, and help minimize impacts on circulation and access to the South Granville Station when the Broadway Subway opens.

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City of Vancouver *Land Use and Development Policies and Guidelines*

Planning, Urban Design and Sustainability Department

453 West 12th Avenue, Vancouver, BC V5Y 1V4 | tel: 3-1-1, outside Vancouver 604.873.7000 | fax: 604.873.7100
website: vancouver.ca | email: planning@vancouver.ca | app: VanConnect

Policy on Consideration of Rezoning Applications and Heritage Revitalization Agreements during Broadway Planning Process

*Adopted by City Council on June 20, 2018
Amended January 21, 2021*

Generally rezonings will not be considered in the Broadway Plan Study area while the Broadway Plan process is underway, in order to not pre-empt or divert the planning process with rezonings which set new directions or preclude options that could emerge during the process.

The policies below will govern any exceptions that allow consideration of applications for rezoning advice (enquiries), rezoning applications, and development applications with Heritage Revitalization Agreements, during the Broadway planning process. Once adopted, the policy will apply until such time as the Broadway Plan is approved by Council.

Policy 1

Where, at the time of adoption of this rezoning policy, there is an active rezoning application or where a recent application for rezoning advice has been received, and the applicant has received a written response stating that a rezoning application would be considered (within the past three years), the application will be considered.

Policy 2

Rezoning applications will be considered for projects involving 100% social and supportive housing, or community care facilities or group residences or 100% below market rental housing or 100% affordable student housing associated with educational institutions.

Policy 3

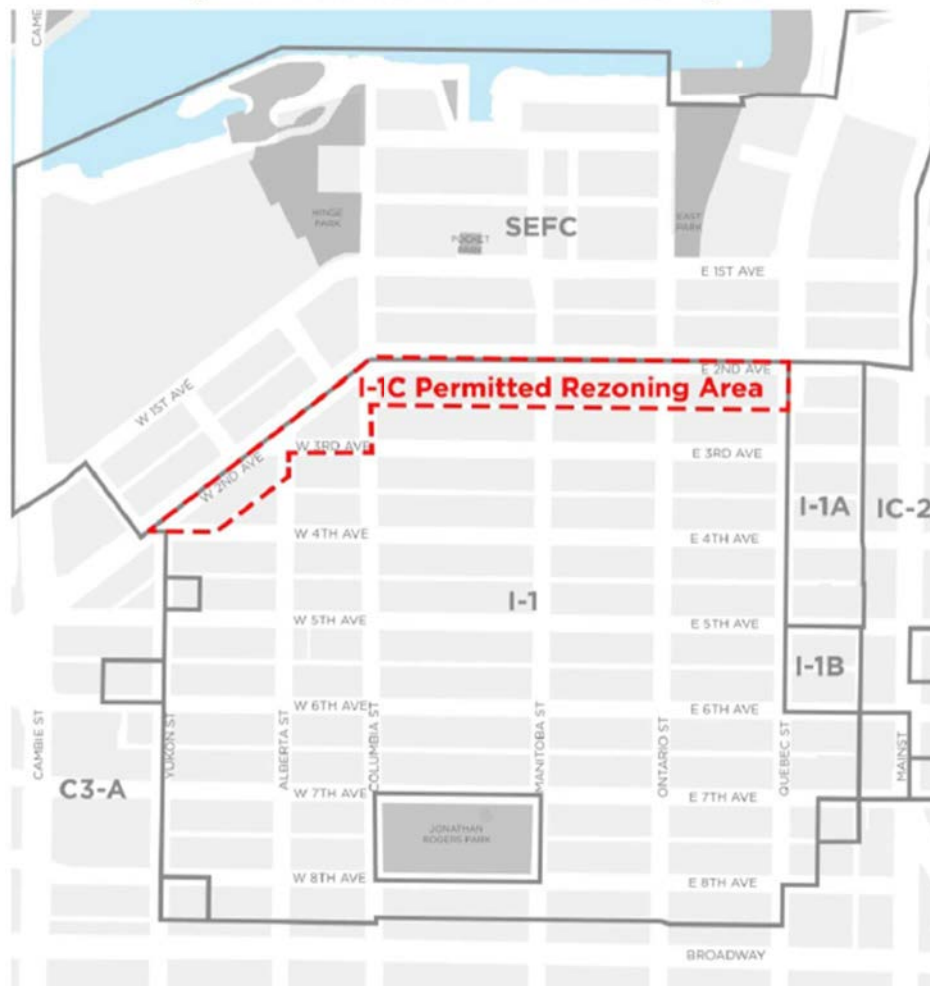
Rezoning applications which seek relief from any of the terms of this rezoning policy may be considered under exceptional circumstances once reported to Council for direction, at the discretion of the Director of Planning.

Policy 4

Rezoning applications will be considered within the sub-area of the I-1 District Schedule identified in Figure 1 to change Zoning District from I-1 to I-1C only. Rezoning applications to a new Comprehensive Development District (CD-1) will not be permitted in accordance with the City of Vancouver's Regional Context Statement (RCS) ODP which prohibits rezoning of industrial land unless it is based on a city initiated planning process.

Rezonings for residential development (market or non-market) will not be considered in this area, with the exception of a Dwelling Unit for a caretaker, watchman or other person or persons similarly employed, if such dwelling unit is considered to be essential to the operation of the business or establishment.

Figure 1 – Mount Pleasant I-1C Permitted Rezoning Area





May 21, 2021

BSP-TIC-INTG-LTR-00003 R1

Steve Brown
Manager, Rapid Transit Office
City of Vancouver, ENGINEERING
453 West 12th Avenue
Vancouver, BC V5Y 1V4

VIA ELECTRONIC MAIL

Dear Mr. Brown;

Re: South Granville Station – Integrated Development

As you know, the South Granville Station will be fully integrated within the five story PCI development at Granville and Broadway. It is my understanding that the developer has a desire to submit a development permit for additional stories subject to Broadway Corridor rezoning at this location in the future.

I have been asked to provide feedback on the impacts of a two-phased construction (current construction followed by a restart of construction on additional stories above the station entrance after revenue service begins). Potential ramifications could include:

- South Granville is the first fully integrated station entrance to be completed within an integrated development. If all development at this location is phased, the full benefits of transit-oriented development at this location will also be phased (including any housing component which the developer may consider).
- Customer service may be impacted by a restarted or extended construction window as follows:
 - protective hoarding may remain along the sidewalks and plaza areas of the new station entrance during building construction, affecting access to, and experience of, users at the newly opened South Granville Station and Broadway Subway service; and
 - protective hoarding may result in the relocation of Transit bus stops to areas outside the hoarding further away from the station entrance, which will be less than optimal for riders transferring to the South Granville Station from buses.

Please accept this information as input into the City's consideration of this potential future development.



transportation
investment
corporation

Sincerely,

A handwritten signature in blue ink, appearing to read "Lisa Gow".

Lisa Gow
Executive Project Director
Broadway Subway Project