



## REPORT

Report Date: April 27, 2022  
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Meeting Date: May 18, 2022

[Submit comments to Council](#)

TO: Standing Committee on Policy and Strategic Priorities

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: Broadway Plan

## RECOMMENDATION

- A. THAT Council approve the Broadway Plan, generally as attached in Appendix A.
- B. THAT Council endorse the Broadway Plan Priority Implementation Strategy, generally as attached in Appendix B.
- C. THAT, subject to Council approval of the Broadway Plan, Council approve amendments to the *Development Contribution Expectations Policy in Areas Undergoing Community Planning*, generally as attached in Appendix C, to remove application to the Broadway Plan area.
- D. THAT, subject to Council approval of the Broadway Plan, Council approve amendments to the *Community Amenity Contributions Policy for Rezoning*s, generally as attached in Appendix D, to include the Broadway Plan area as a separate CAC application area.
- E. THAT, subject to Council approval of the Broadway Plan, Council repeal the *Policy on Consideration of Rezoning Applications and Heritage Revitalization Agreements during Broadway Planning Process* that had been adopted by Council on June 20, 2018, attached for reference as Appendix E;

FURTHER THAT Council direct staff to continue processing active rezoning applications and enquiries in the Broadway Plan area, which meet the conditions set out in the *Policy on Consideration of Rezoning Applications and Heritage Revitalization Agreements during Broadway Planning Process*.

- F. THAT, subject to Council approval of the Broadway Plan, Council instruct the Director of Legal Services to bring forward for enactment the necessary amendments to the Zoning and Development Fee By-law to include fees for certain areas of the Broadway Plan, generally as set out in Appendix F, to be effective as soon as is practicable.
- G. THAT, subject to Council approval of the Broadway Plan, Council repeal the *Kitsilano Neighbourhood Plan* (1977); *Fairview Slopes Policy Plan* (1977); *Central Area Plan: Goals and Land Use Policy C-3A - Central Broadway* (1991); *Arbutus Neighbourhood Policy Plan* (1992); *Broadway-Arbutus Policies* (2004); *Burrard Slopes I-C Districts Interim Rezoning Policies and Guidelines* (2007); *Mount Pleasant Community Plan* (2010); *Mount Pleasant Community Plan Implementation Plan* (2013);

FURTHER THAT Council direct staff to continue processing active rezoning applications and enquiries in the Broadway Plan area, which meet the conditions set out in the policies listed above.

## **REPORT SUMMARY**

The purpose of this report is to present the Broadway Plan to Council for approval. Vancouver is facing major global, regional and city-wide challenges, including an unprecedented housing crisis, increasing climate change pressures, and significant growth within a growing region. The Broadway Plan provides an opportunity to carefully integrate future development with the new Broadway Subway, while delivering on urgent Council priorities to address the housing, job space and climate pressures facing the City, and supporting the City's goals of creating social and cultural amenities, environmental sustainability and liveability for the people that live, work, play and learn in the Plan area.

The Broadway Plan is a comprehensive land use policy plan that will guide growth and positive change in the Broadway neighbourhoods over 30 years. It includes a Public Benefits Strategy to direct City investment in public amenities and infrastructure to support a liveable, healthy and sustainable community.

The three-year Broadway planning process launched in March 2019, unfolding over four key phases. The Council-approved Broadway Plan Guiding Principles guided the creation of the Plan, which was shaped by an extensive community and stakeholder engagement process that utilized a range of in-person and virtual tools and activities to reach a broad range of people who live, work, play and learn within the Plan area and beyond. The Broadway Plan has been developed concurrently and in alignment with the draft Vancouver Plan.

The Plan and associated Priority Implementation Strategy fulfil the City's commitments as part of the Broadway Subway Supportive Policies Agreement with TransLink.

This report provides:

- An overview of the Broadway Plan, including the scope and policy context, Broadway Subway opportunity, the overall land use and area-wide policy directions for the Plan, and expected growth and change in the area.

- An overview of the Broadway community and stakeholder engagement process, including key public feedback themes and how they were addressed in the Plan.
- The Broadway Plan (including Public Benefits Strategy) presented for Council approval.
- The Broadway Plan Priority Implementation Strategy, which outlines key implementation actions in the short term, for Council endorsement.
- Consequential amendments to policies for Council approval, and policies and plans for Council to repeal, subject to Council approval of the Broadway Plan.

### ***COUNCIL AUTHORITY/PREVIOUS DECISIONS***

- 2004: Financing Growth Policy
- 2007: Metro Core Jobs and Economy Land Use Plan: Issues and Directions
- 2009/10: Regional Context Statement and Regional Growth Strategy
- 2010: Mount Pleasant Plan
- 2011: Greenest City Action Plan
- 2012: Transportation 2040 Plan
- 2012: Climate Change Adaptation Strategy
- 2013: Mount Pleasant Community Plan Implementation Plan
- 2014: City of Reconciliation Framework
- 2014: Healthy City Strategy
- 2017: Housing Vancouver Strategy
- 2017: False Creek Flats Plan
- 2017: Vancouver Food Strategy
- 2018: Millennium Line Broadway Extension of SkyTrain – Municipal Requirements
- 2018: Broadway Planning Program and Associated Interim Policies
- 2019: Climate Emergency Response
- 2019: Culture|Shift: Blanketing the City in Arts and Culture
- 2019: Making Space for Arts and Culture
- 2019: Vancouver Music Strategy
- 2019: Cultural Infrastructure Plan
- 2019: Broadway Plan Guiding Principles
- 2019: VanPlay
- 2019: The Rain City Strategy
- 2019: Resilient Vancouver Strategy
- 2020: The Healthy Waters Plan
- 2020: Employment Lands and Economy Review
- 2020: Vancouver Heritage Program
- 2020: Climate Emergency Action Plan
- 2021: Spaces to Thrive: Vancouver Social Infrastructure Strategy
- 2021: Equity Framework
- 2022: Millennium UBC Extension Alignment and Integration

## **CITY MANAGER'S/GENERAL MANAGER'S COMMENTS**

The establishment of a long-range land use policy for the Broadway corridor neighbourhoods presents a unique opportunity for Council to guide the continued growth and evolution of Vancouver. At the heart of the Region, amplified by the major public investment in the Broadway Subway, the Broadway area holds the potential to support significant progress on housing availability and affordability, economic opportunity, sustainability and liveability for current and future residents of our city. However, the realization of that potential is subject to a set of challenging trade-offs. Building on extensive analysis and the input received from the public over multiple rounds of engagement, the Broadway Plan that is presented by staff with this report endeavours to balance the matrix of policy objectives as articulated by Council over its term.

The City Manager recommends approval of the foregoing.

## **REPORT**

### ***Background/Context***

#### **Broadway Plan Terms of Reference**

In June 2018, Council directed staff to undertake a major planning initiative to develop a comprehensive land use policy plan for the Broadway area, generally between Clark Drive and Vine Street, and 1<sup>st</sup> and 16<sup>th</sup> Avenues. The primary impetus for the planning work was to explore opportunities to integrate development along and around the new Broadway Subway, to support the City's goals of creating affordable housing, job space, social and cultural amenities, environmental sustainability and liveability.

The Council-approved Terms of Reference for the Broadway Plan identified two key deliverables:

- *Policy Plan* - Land use and built form policies to expand housing options and job space, and identify new or improved parks and public spaces, and other public amenities. Policies to increase social and rental housing, while retaining existing rental and increasing protection to tenants. Transportation and utility planning to identify street network improvements (including active transportation modes) and necessary utility upgrades.
- *Public Benefits Strategy* – A long term funding strategy to address public amenity and infrastructure needs within the Plan area, including affordable and rental housing, childcare, community facilities, civic facilities, parks and open spaces, transportation, and utilities.

The Terms of Reference established a multi-phase process for the preparation of the Plan and directed staff to undertake a wide range of technical studies, in parallel with an inclusive program of public engagement involving local businesses, local residents, residents from across the City, property owners, renters, workers, business owners, transit and mobility stakeholders (including TransLink and Metro Vancouver interests), real estate development interests, academics, and other stakeholder groups.

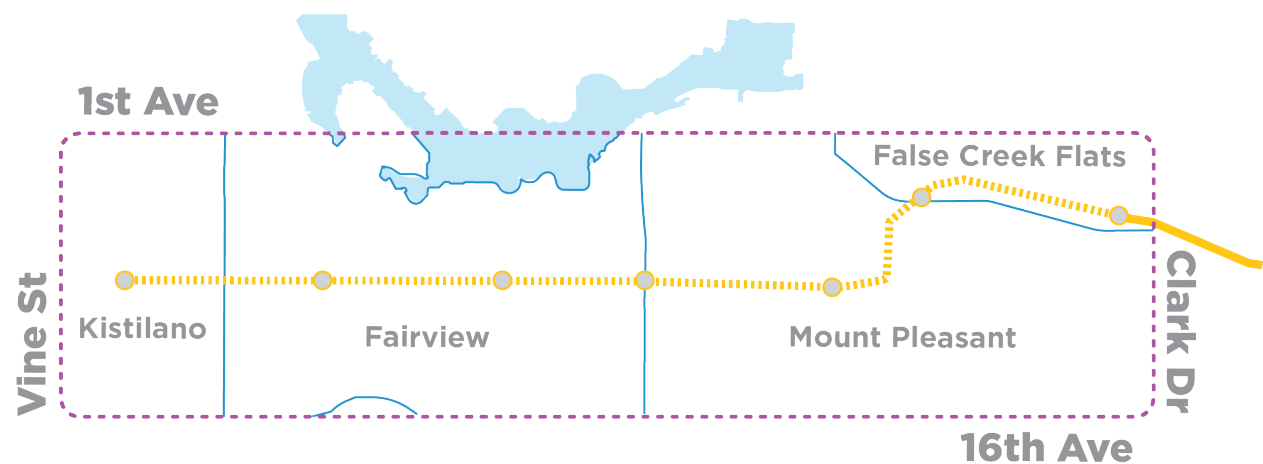


## Broadway Plan Area

The Broadway Plan area (shown in Figure 1) includes lands from Clark Drive in the east to Vine Street in the west. The north (1<sup>st</sup> Avenue) and south (16<sup>th</sup> Avenue) boundaries were determined by considering areas up to 800 metres from existing and future transit stations. 800 metres is approximately a ten minute walk, which is commonly accepted as a reasonable walking distance to fast, frequent and reliable transit services such as SkyTrain.

All of the Plan area east of Burrard Street is within the Metro Core, which is the region's downtown encompassing Downtown Vancouver and Central Broadway.

**Figure 1: Broadway Plan Area**



The Broadway Plan area encompasses 860 hectares (2,125 acres) of land, including 485 city blocks. This significant area of land is central within the unceded territories of the Musqueam, Squamish and Tsleil-Waututh First Nations.

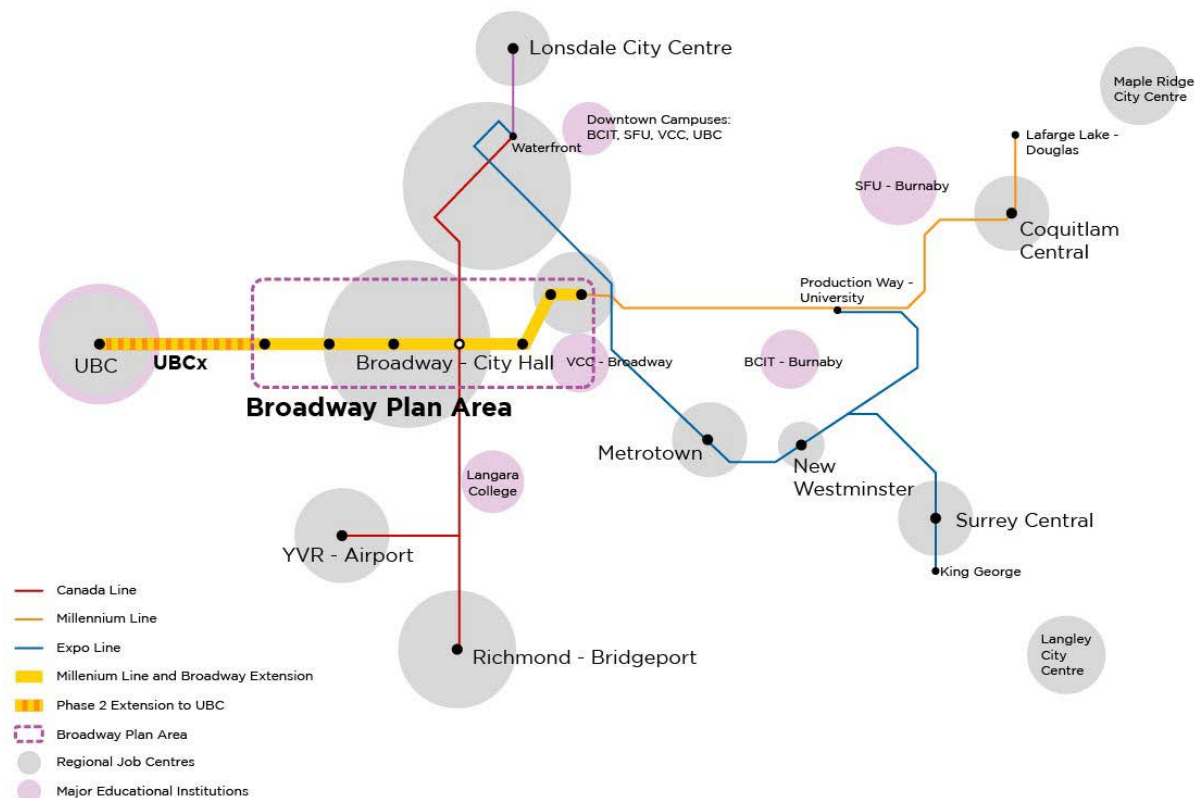
The Plan area embraces the three established neighbourhoods of Kitsilano, Fairview and Mount Pleasant, as well as the southern section of the False Creek Flats. It is a complex and varied area that includes a diverse mix of existing residential communities, cherished shopping streets, industrial and employment areas comprising the second largest job centre in the Province, the largest hospital in Western Canada and the City Hall campus. In 2016, there were approximately 78,000 people living within the Plan area, and 84,400 jobs (Note: 2021 Census data for the Plan area is not currently available).

## Broadway Subway

The Broadway Subway is an approximately 6 kilometre extension of the Millennium Line and a key new link in the region's rapid transit system that will better connect Vancouver with eastern growth centres such as Burnaby, Coquitlam and Surrey, and potentially west to UBC (see Figure 2). The Broadway Subway will also connect with the Canada Line, providing improved connections to downtown Vancouver, the Vancouver International Airport, and central Richmond.

The Broadway Subway will link to the Millennium Line at VCC-Clark station and provide six new stations: at Great Northern Way-Emily Carr, Mount Pleasant, Broadway-City Hall, Oak-VGH, South Granville and Arbutus. The \$2.83 billion project is funded by the Provincial and Federal governments, with contributions from the City. Construction is well underway and the line is scheduled to open by the end of 2025.

**Figure 2: Connecting Broadway to the Region**



## UBCx

In January 2019, Council directed staff to work with partners to study the potential for a further extension of the Millennium Line from Arbutus to UBC, known as UBCx. In March 2022, Council endorsed the horizontal alignment of UBCx, including three stations in Vancouver at Macdonald Street, Alma Street and within the Jericho Lands.

These three stations in Vancouver were subsequently endorsed by the Mayors' Council in April 2022. The UBCx Project is being evaluated with other regional projects as part of the Transport 2050 10 Year Priorities, which is an update to the Mayors' Council Vision approved in 2014. The Mayors' Council is expected to make a decision on the 10 Year Priorities this summer.

If the UBCx is approved as part of the 10 Year Priorities, it could then be advanced for further funding approvals in a future TransLink Investment Plan, determining timelines to progress to the next phase of design development. This next phase includes advancing one or more preferred alignments into further design development and associated work on the business case.

As UBCx work proceeds, staff would then seek Council approval as necessary to undertake a comprehensive land use planning program to explore opportunities to integrate new development, transportation improvements and other city building opportunities associated with the transit investment.

### **City of Vancouver / TransLink Supportive Policies Agreement**

In June 2018, the City of Vancouver and TransLink signed a Supportive Policies Agreement (SPA) for the Broadway Subway. The SPA is part of the partnership agreement that is required between TransLink and affected municipalities for all major transit investments.

In summary, the Broadway Subway SPA requires the City to undertake the following through the Broadway planning process:

- Prepare the Broadway Plan, which includes land uses and densities that are supportive of rapid transit and meet the objectives of the Regional Growth Strategy.
- Prepare forecasts for increase in population, number of homes and employment within the Broadway Subway SPA Geography to 2045.
- Develop an affordable housing strategy for the Plan area which outlines affordable housing targets by location, housing type, target income and tenure.
- Determine approaches to preserving and/or replacing the existing affordable housing stock, and create policies to incentivize purpose-built rental housing and to mitigate tenant displacement.
- Identify opportunities to expand office, institutional, retail and entertainment uses to reinforce Central Broadway as a key regional job centre, and support and intensify industrial land uses in Mount Pleasant and False Creek Flats.
- Identify locations for community amenities and services required to support growth through a public benefits strategy.
- Collaborate with TransLink on the preparation of a plan to improve and integrate bus services with the subway.
- Prepare a strategy to improve walking and cycling connections/facilities.
- Review and update the Parking Bylaw to seek ways to reduce the total amount of parking supplied in the Plan area and implement Transportation Demand Management measures.
- Develop urban design guidelines (e.g. updating C-3A Guidelines).
- Prepare a public realm and streetscape plan including Subway station areas.

The SPA includes an inter-agency Monitoring Committee with members from TransLink, the City of Vancouver, Metro Vancouver and the Ministry of Municipal Affairs and Housing. This committee receives a dashboard of metrics every year in an Annual Report and will receive Performance Reports every five years to track the progress of the SPA against the key indicators for new homes, job space and sustainable transportation.

### **City Policy Context**

The Broadway Plan sits within the context of a number of existing City policies and presents a significant opportunity to advance their goals and objectives within the Plan area. The key relevant policy documents and their relationship to the Broadway Plan are summarised below:

### Housing

Housing Vancouver (2017), the City's 10-year housing strategy seeks to ensure that Vancouver can be a home for people of all incomes and backgrounds, by prioritizing affordable housing and making housing markets work for all people who live and work in the City. The strategy includes several key directions relevant to the Broadway Plan, including:

- Prioritize market and below-market rental housing and social housing near transit hubs and corridors to improve access to jobs, school, and community amenities for renters earning low and moderate incomes.
- Advance transformation of low-density neighborhoods to increase supply, affordability, and variety of housing options.
- Shift to the right supply of housing.
- Address speculation and support equity.
- Protect our existing affordable housing for the future.
- Renew commitment to partnerships for affordable housing.
- Increase supports and protections for renters and people who are homeless.

The Rental Housing Stock Official Development Plan (ODP) is an important tool for protecting existing rental housing, requiring redevelopment projects proposing three or more units in certain areas to include one-for-one replacement of existing rental units.

Located in some of the city's most transit-accessible and amenity-rich neighborhoods, existing rental is more affordable than other forms of market housing like ownership or new market rental. This existing rental makes up a significant portion of the Broadway Plan area housing stock, and is critical for supporting the income diversity required for sustaining local business and a healthy economy. However, this stock is aging, with the majority of buildings now over 40 years old, and so strategies to both renew and retain this existing stock are proposed within the Broadway Plan.

### Jobs and Economy

The City of Vancouver and the Metro Vancouver Regional District are committed to ensuring a strong and sustainable economy. As a regional centre for employment and economic activity, the Broadway Plan area has an important role to play in achieving this objective. In 2005 the City's Metro Core Jobs and Economy Land Use Plan initiative extended the Metro Core area to its current boundaries. City and Metro Vancouver policy goals for the Metro Core are for the area to accommodate significant levels of regional employment and residential growth and be the principal centre of business, employment, cultural, and entertainment activity for the region.

Two key policy documents articulate the goals related to jobs and the economy at the Municipal and Regional levels. These documents are important in setting the context for the future of the Broadway Plan area:

- Metro 2050: Regional Growth Strategy (2022) – The regional growth strategy for Metro Vancouver supports a strong, sustainable regional economy through land use regulations and transportation policy. Its policies envisage a region where industrial and agricultural lands are protected, the business sectors dependent on these lands thrive and commerce flourishes in Urban Centres throughout the region.

- Metro Vancouver Regional Industrial Lands Strategy (MVRILS - 2021) – Outlines the challenges being faced by the region's industrial lands and puts forward 34 recommendations, organized into 10 priority actions, and grouped into four Big Moves.

In addition to the policies above, City staff undertook the Employment Lands and Economy Review (ELER - endorsed by Council in 2020) which set the economic foundations of the Vancouver Plan and the Broadway Plan. Informed by extensive consultation with the city's business and industrial stakeholders, the ELER reviewed and summarized the city's key economic issues and challenges, and forecasted anticipated employment space demands up to 2051.

### Sustainability and Resilience

The City has ambitious goals to cut carbon pollution to avoid catastrophic climate change, as well as become more resilient to the impacts that climate change have on the city. To deliver on the City's sustainability and resilience goals, major improvements must be achieved through the Broadway Plan in the context of the following existing City policies:

- The Climate Emergency Action Plan (2020) established six new targets to guide the City's efforts in response to Council's declaration of a climate emergency, including the following targets for 2030:
  - For the Broadway Plan area, at least 90% of residents need to live within an easy walk or roll of their daily needs, and 80% of trips in the area should be made by walking, rolling, cycling, and taking transit.
  - 50% of the kilometres driven on Vancouver's roads will be by zero emissions vehicles
  - Carbon pollution from buildings will be cut in half from 2007 levels
  - Embodied emissions from new buildings will be reduced by 40% compared to a 2018 baseline.
- The Neighbourhood Energy Strategy and Energy Centre Guidelines (2012) aims to reduce building Greenhouse Gas (GHG) emissions through expansion of the Neighbourhood Energy Utility (NEU) in high-density areas, as well as support the conversion of existing high-carbon district energy systems to low carbon energy sources.
- The Zero Emissions Building Plan (2016) adopted a target to reduce emissions from new buildings by 90% as compared to 2007 by 2025, and to achieve zero emissions for all new buildings by 2030.
- Rain City Strategy (2019) sets rainwater management targets to reduce pollution from urban runoff, adapt to climate change impacts, reduce the volumes of combined sewer outflows (CSOs) and ease the burden on infrastructure associated with increased rainwater volumes and urbanization.

### Transportation

The Broadway Subway and Broadway Plan provide an opportunity to integrate transportation and land use policies to encourage sustainable modes of travel and rethink Broadway itself as a more welcoming walking, rolling and gathering environment. Existing City policies informing transportation planning in the Broadway Plan area include:

- Transportation 2040 (2012) – The City's long-term transportation plan that helps guide transportation and land use decisions, and public investments as the City grows. It envisions a city with an efficient transportation system that supports a thriving economy,

and healthy residents and natural environment. It includes a target to have at least two-thirds of all trips made by foot, bike or transit, and has a goal to eliminate traffic-related fatalities and serious injuries.

- Complete Streets Framework (2017) – Recognizes that the street network should meet the needs of everyone. A ‘Complete Street’ network integrates transportation with the neighbourhood context, vibrant public space, green infrastructure and sustainability to offer safe and comfortable transportation options for people of all ages, abilities and modes of travel.
- The Climate Emergency Action Plan (2020) – Includes goals around sustainable transportation, as described in the previous section.

### Parks

Enhancing the City’s existing parks, as well as providing new parks and other public spaces of various kinds, is critical to liveability and facilitating gathering, community events, and active public life throughout the Broadway Plan area. As the area continues to grow and change the importance of a well-connected network of parks and green spaces will only increase.

VanPlay (2019) - Vancouver’s Parks and Recreation Services Master Plan guides the work of the Vancouver Board of Parks and Recreation for the Broadway Plan area. It represents a strong commitment to equitable delivery of excellent parks and recreation opportunities in a connected, efficient manner which celebrates the history of the land, place, and culture.

### Community Well-Being

Achieving community well-being and resiliency, and ensuring access to community and social infrastructure, are key citywide policy goals and important drivers for the Broadway Plan. A number of city-wide strategies and policies guide community well-being in the Broadway Plan area:

- As a City of Reconciliation, a long term commitment is in place with a framework built on raising awareness, creating partnerships, and addressing capacity for the betterment of Vancouver, and focusing on the significant relations with the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) First Nations, and with urban Indigenous communities.
- The Equity Framework (2021) is a conceptual, foundational document that describes what is meant by the word equity, why doing work on equity is essential, what key concepts orient the City’s internal processes and decision making in this area, and how these concepts can be embedded into the City’s work through individual and organizational commitments.
- The Healthy City Strategy (2014) is Vancouver’s social sustainability plan toward a healthy city for all by supporting healthy people, healthy communities, and healthy environments.
- The Spaces to Thrive: Vancouver Social Infrastructure Strategy (2021) is a framework for the City to support social spaces, facilities and services of non-profits and community organizations through its various roles as a regulator, partner, investor and advocate.

- The Vancouver Food Strategy (2013, 2017) is the City's overarching strategy guiding action towards the development of a just and sustainable food system, and commits the City to supporting important food assets such as food gardens, vending, and celebration spaces in the public realm.

### Arts and Culture

The Broadway Plan area includes rich and diverse cultural histories and plays an important role in the city's cultural economy. The Plan provides opportunities to better support a more diverse cultural sector and improve the city's cultural infrastructure within the context of existing citywide policies, including:

- Culture | Shift: Blanketing the City in Arts and Culture (2019) – Vancouver's Culture Plan for 2020-2029, which provides a framework of strategic directions and actions to align and increase support for arts and culture, champion creators, and build on commitments to reconciliation and equity.
- Making Space for Arts and Culture (2019) – Introduces bold moves to advance community-led cultural infrastructure, and optimize policies and tools to secure, enhance, and develop vibrant, affordable, and accessible arts and cultural spaces.

### Vancouver Plan

City staff are currently in the final stage of preparation of the draft Vancouver Plan, which, subject to Council approval, will provide goals, policies and a long-term land use strategy for the city. Many elements of the draft Vancouver Plan apply at the neighbourhood scale, or require neighbourhood-scale planning to implement. Area planning also provides an opportunity to tailor city-wide policies and priorities to the opportunities and challenges of a particular area.

Subject to Council approval, the Broadway Plan will act as the Vancouver Plan's primary implementation tool for the Broadway area. It has been developed concurrently with the draft Vancouver Plan, with continuous dialogue between the staff teams to ensure alignment in policy directions.

The draft Vancouver Plan provides over-arching direction to reinforce the Metro Core, which encompasses the Broadway Plan area, as the principal centre of business, employment, cultural, and entertainment activity for the city and region by updating and implementing detailed neighbourhood plans and policies. Other key draft Vancouver Plan directions which apply to the Broadway Plan area include:

- Making provision for the highest density new housing, together with intensification and renewal of rental and social housing to preserve affordability and minimize the displacement of lower income residents.
- Intensifying, enhancing and expanding job space, with significant levels of regional employment including industrial, major office, hotel, cultural and retail uses.
- Enabling a mix of low-rise, mid-rise and high-rise buildings, with building heights up to 30-40+ storeys in key locations, and up to 12-20 storeys in other parts of the Metro Core.
- Reinforcing the regional and city-serving transportation hub, as well as major greenways, enhanced walking and cycling routes, and goods movement.

### Interim Broadway Plan Area Policies

#### *Broadway Plan Interim Rezoning Policy*

At the launch of the Broadway planning program, Council approved an Interim Rezoning Policy to limit the types of new rezoning applications that would be considered during the planning process. This was intended to ensure that the program was not pre-empted or diverted by rezonings which sought to set new directions or preclude options in a neighbourhood.

The Interim Rezoning Policy sets out the circumstances under which new rezonings and heritage revitalization agreements could be considered during the process. Under the policy, as amended by Council in January 2021, these include:

- Applications that had already been submitted and enquiries that had received a written response up to three years prior to the adoption of the Interim Rezoning Policy in June 2018.
- Projects involving 100% social and supportive housing, community care facilities/group residences, 100% below market rental housing, or 100% affordable student housing;
- Projects seeking to rezone from I-1 to I-1C in the Mount Pleasant industrial area; and
- Applications which sought relief from any of the terms of the rezoning policy could be considered under exceptional circumstances once reported to Council for direction.

A total of 13 rezoning applications have been considered since the planning program launched (an additional eight rezoning applications were already in-stream). Of these, eight have been approved or approved in principle by Council and five remain under consideration. More information on these rezonings can be found in Appendix H.

As indicated in Recommendation D, staff recommend that Council rescind the *Interim Rezoning Policy* upon adoption of the Broadway Plan.

#### Broadway Plan Development Contribution Expectations Policy

Land speculation contributes to rising land costs, impacts housing and job space affordability, and impedes the City's ability to deliver affordable rental housing and provide community amenities to serve the needs of our growing population and economy. In recognition of these challenges, at the outset of the planning program Council adopted a Development Contribution Expectations (DCE) policy for the Broadway Plan area aimed at curbing land speculation during the planning process.

The policy set out the City's priorities with respect to land use (i.e. rental housing and job space), as well as its expectations for financial contributions towards amenities and affordable housing expressed as target \$ per sqft rates. The goal was to ensure that owners, realtors and developers were made aware of the City's intention to preserve and grow affordable rental housing, job space and public amenities in the Plan area, so that buyers and sellers of land could make better decisions with respect to land transactions.

Staff have been monitoring land values in the Plan area since the adoption of the DCE in June 2018. The following general trends in property sales have been observed:

- Residential areas - In Broadway's residential zones, property sales prices have remained fairly consistent with city-wide averages. In the lower density residential areas



(RS/RT zones), sales prices have been consistently lower than city-wide averages. In the residential apartment areas (RM/FM zones), sales prices in Broadway have generally remained in line with city-wide averages, except for a few isolated periods where sales prices were higher than city-wide averages.

- Commercial areas – In the early period after the DCE was adopted, sales prices in Broadway's commercial zones were consistent with city-wide averages. However, between early 2020 and late 2021, sales prices in Broadway's commercial areas rose above city-wide averages.

It is important to note that the number of property sales in Broadway is much lower than across the city as a whole. This results in individual property sales in Broadway having a larger impact on average sales prices. For this reason, average sales prices in Broadway can vary more significantly in any given recording period.

The Broadway Plan provides clarity on allowable land uses, densities and building heights across the Plan area. It also confirms that the City will seek to negotiate Community Amenity Contributions (CACs) towards public benefits from rezonings that follow the Plan (or target CAC contributions for non-strata commercial developments), and that Development Cost Levies (DCLs) will be applied to new development as per existing policies and practices. As a result, following adoption of the Plan by Council, the DCE policy will no longer be needed and therefore staff recommend that it is amended to remove the Broadway Plan area (Recommendation C).

### **Broadway Planning Process**

The Broadway planning process was launched in March 2019 and followed four phases, each providing key deliverables at distinct milestones, as follows:

- *Phase 1: Guiding Principles* - began in March 2019 and concluded in October 2019 with Council's adoption of the Broadway Plan Guiding Principles.
- *Phase 2: Emerging Directions* - built upon the Guiding Principles and created the Plan's Emerging Directions, which were published in March 2021. This phase highlighted areas for growth and change and provided policy directions for each of the Plan's area-wide policy topics.
- *Phase 3: Refined Directions* - concluded in November 2021 and included more specific policy directions for land use and built form, as well as further detail on key area-wide policy topics.
- *Phase 4: Draft Plan* - amalgamated the results of the previous three phases and included detailed land use, built form and density parameters, draft policies for all Plan topics, built form guidelines, and the draft Public Benefits Strategy.

### **Broadway Plan Guiding Principles**

During the first phase of public engagement in 2019, many community members shared what they value about their neighbourhoods, and contributed ideas, interests and opportunities for the Broadway Plan. Based on this input, and layering in existing city-wide policy objectives, a set of nine Broadway Plan Guiding Principles was drafted.

In July 2019, the draft Guiding Principles were presented to the public at three community open house events and posted on the Broadway Plan webpage for input. Eighty-one per cent of survey respondents agreed that they were the right set of principles.

In October 2019, the Guiding Principles were endorsed by Council to guide the creation of the Broadway Plan. In summary, they are:

- Support Reconciliation with First Nations and Urban Indigenous Peoples
- Foster a Robust and Diverse Economy
- Demonstrate Leadership in Sustainability and Resilience
- Support Affordable, Diverse, Equitable and Inclusive Complete Neighbourhoods
- Encourage Contextual Design
- Recognize and Enhance the Area's Distinctive Neighbourhoods and Places
- Enhance Broadway as a Great Street
- Provide and Support Healthy Transportation Options
- Create and Enhance Parks and Public Spaces

See page 29 of the Draft Broadway Plan in Appendix A for the full text of the Guiding Principles.

### ***Strategic Analysis***

This section of the report provides an overview of the Broadway Plan, focussing on the key issues that have arisen through the planning process and the policies that have been formulated to address them.

### **Introduction and Intent**

#### **Reconciliation**

In 2014, City Council adopted a framework for and designated Vancouver as a City of Reconciliation. The City of Reconciliation's vision aims to form sustained relationships of mutual respect, incorporate perspectives, and provide services that benefit xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) Nations and the urban Indigenous community.

The three foundational components that further the City's services and ongoing relationships with the Host Nations and urban Indigenous community are:

- Cultural competency
- Strengthening relations
- Effective decision making

The Broadway Plan offers the chance to be deeply mindful of how we plan communities on the unceded Musqueam, Squamish and Tsleil-Waututh lands, and provides an opportunity for shared cultural understanding of these histories and movement towards a resilient future. Embedded within the Plan are policies to support Reconciliation efforts, increase Indigenous presence on the land and integrate cultural practices into public space, improve water quality, and continue to explore ways to work with Indigenous people living in Vancouver.

## Equity

Approved in 2021, the City's Equity Framework lays the foundation for cultural change within the organization. It outlines priority areas and provides guidance for embedding equity in our work, both internally and externally.

The Broadway Plan takes an equitable approach to planning for transit-oriented neighbourhoods so that the benefits of the rapid transit investment may be realized by everyone. In the planning process, staff applied an equity lens to community engagement and policy research and development. The Plan is informed by the views of those who are impacted by decisions, particularly diverse, under-represented and under-served voices. It also integrates local knowledge, particularly the barriers, challenges, and experiences of historically and systematically marginalized communities. The Plan introduces policies and processes to ensure the benefits of growth are more equitably distributed and inclusive for all.

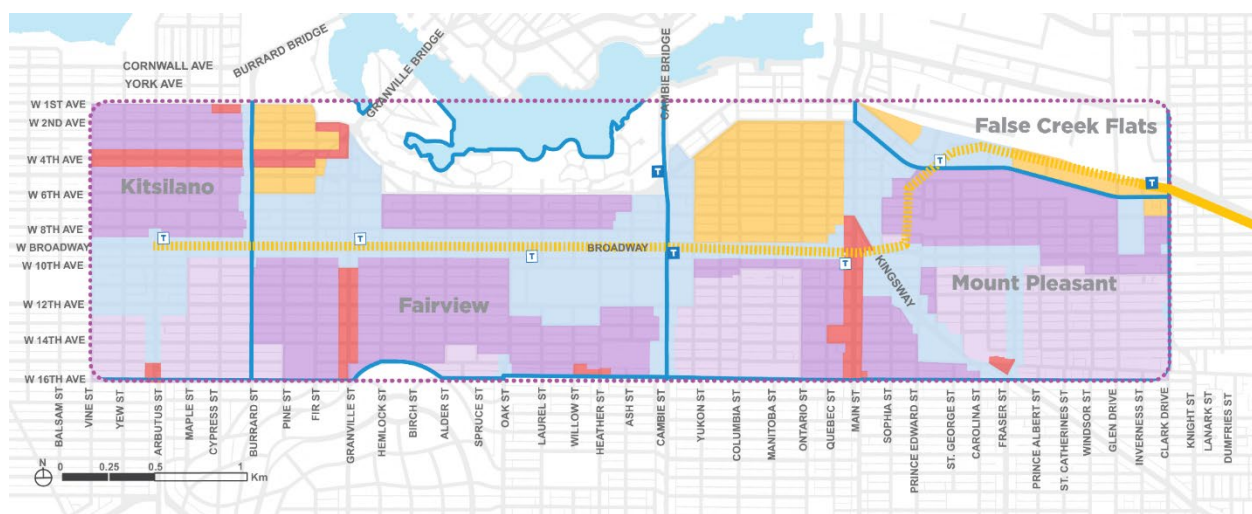
## Vision for the Broadway Plan Neighbourhoods

In 2050 the Broadway Plan neighbourhoods are highly walkable, vibrant, inclusive and distinctive places to live, work, play and learn, connected to the region by the Broadway Subway.

The area has affordable housing choices including new market, below-market, and non-market rental homes for a diversity of household types, incomes and backgrounds, while providing options for existing renters to stay in their neighbourhoods. A variety of new job space close to rapid transit strengthens Central Broadway as Vancouver's second downtown, supporting the city's and region's growing economy. Community amenities, arts and cultural activities, and new shops and services support inclusive, equitable and liveable complete neighbourhoods.

Mount Pleasant, Fairview, and Kitsilano retain their unique qualities while integrating additional homes and jobs. Enhanced streets and connections, including Broadway as a Great Street, make it easy to get around by walking, rolling or cycling in a lively and diverse public realm. New and improved parks and public spaces support recreation and gathering, cultural expression, and access to nature.

**Figure 3: Broadway Plan Character Areas**



#### Legend

.... Broadway Plan Area	Character Area
Future Broadway Subway	Centres
T Existing Rapid Transit Station	Industrial Areas
T Future Rapid Transit Station	Existing Low Density Areas
Millennium Line	Existing Apartment Areas
Neighbourhood boundary	Villages

### **Land Use and Built Form**

The Broadway Plan is intended to create opportunities for new housing, job space, and amenities in close proximity to the Broadway Subway and other destinations and amenities, given the area's proximity to downtown, as well as the Canada Line. New development throughout the Plan area will be varied in scale, use, form, and pace.

The Broadway Plan is organized around four general character areas, which provide a framework within which the Broadway neighbourhoods can grow and change to meet both local and city-wide needs. Each character area has an overall role and intent, while recognizing the diversity within each of these places. They will contribute to the community in different ways with their own unique qualities.

#### **1. Centres**

The centres are mixed-use and commercial areas where the majority of housing and job space has been built in the past 40 years. Generally, these areas are in closest proximity to the Broadway Subway stations and other frequent transit routes.

The centres are expected to experience the most growth and change, following an approach which prioritizes the most significant change in areas with relatively fewer existing renters. These higher-density places will integrate with the Broadway Subway and provide additional opportunities for affordable housing, job space, shops and services, and amenities to meet both local community and citywide needs. In the station areas, building heights generally up to 30 – 40 storeys would be considered, depending on location. In the shoulder areas, building heights generally up to 20 – 30 storeys would be considered. In some locations, heights will be further restricted and at a considerably lower scale due to protected views, as well as the VGH helicopter flight path.

#### **2. Villages**

The villages are lively and cherished neighbourhood shopping areas, including Main Street, South Granville and West 4<sup>th</sup> Avenue, which are primarily low-rise today. They are home to a variety of local businesses. The intent of the Plan for these areas is to minimize redevelopment pressures on existing businesses and maintain lower building heights, generally at six storeys or less.

#### **3. Residential areas**

##### **Existing apartment areas**

The existing apartment areas (RM/FM zones) have a mix of housing types and tenures, primarily comprised of low-rise apartment buildings and some apartment towers in Fairview,

but also detached homes, duplexes and multiple conversion dwellings. Much of the existing purpose-built rental apartment and non-market housing stock was built in the 1960s.

These areas contain a significant portion of the city's purpose-built rental and non-market housing stock. This stock is aging and many buildings will require major upgrades over the next 30 years for energy efficiency, seismic resiliency, and general building maintenance. The primary objective in these areas is to retain the existing affordability and allow tenants to remain in their neighbourhoods for the long term, while also ensuring safe, healthy, and liveable buildings.

Over time, incremental renewal of the existing rental and non-market stock is envisioned, with new purpose-built rental and non-market housing buildings up to 20 storeys. New rental buildings would be required to secure 20% of the residential floor area at below-market rents in perpetuity, as well as offer existing tenants robust protections, including right to return to the below-market units and temporary rent top-ups during the construction period. In most cases, the below-market rents will be lower than current rents in the existing buildings, representing a 36 – 40% discount from market rents in new rental building, making them affordable to household incomes of approximately \$40,000 to \$90,000 per year.

On sites without existing rental or non-market buildings, new ownership housing options would be enabled up to 12 storeys and 20 storeys nearer to stations. The 20 storey buildings would be required to deliver 20% of the residential floor area as social housing to the City.

Throughout these areas, the Plan generally limits new development to two towers per block (street to street, including a lane). For smaller lots, options for 6-storey apartments, as well as smaller apartment buildings, townhomes, and multiplexes would be considered.

In the Fairview Slopes (FM zones), lower building heights are being considered due to the steep slope, generally between 6 and 12 storeys.

The Plan also enables opportunities to locate local-serving retail uses like cafes, small grocers, and restaurants within residential neighbourhoods. This would improve walkability, as well as add vibrancy and activity to these areas.

#### Existing lower density areas

The existing lower density areas (RT and RS zones) also have a mix of housing types, including detached homes, duplexes, townhomes, and multiple conversion dwellings.

Currently, apartment buildings are not allowed in these areas under the zoning. This severely restricts secure rental housing options and renters are limited to the secondary rental market.

The Broadway Plan introduces secure rental housing options into these neighbourhoods. This includes 6-storey rental apartments, as well as smaller apartment buildings, townhomes, and multiplexes on smaller lots.

In select locations closer to the subway stations, 18-storey secure rental apartment buildings would be considered where 20% of the building is provided at below-market rents in

perpetuity. These below-market rents represent a 36 – 40% discount from market rents in newly built rental buildings.

Similar to the existing apartment areas, new local-serving retail uses like cafes, small grocers, and restaurants would be allowed within residential neighbourhoods. Minor increases in height and density would be considered to incentivize these uses.

#### 4. Industrial/employment areas

Broadway's industrial/employment areas are centrally located, transit-rich light industrial and mixed employment districts with an eclectic mix of businesses and building types. These areas represent a significant portion of Vancouver's limited employment-only lands and have a high concentration of arts and culture spaces.

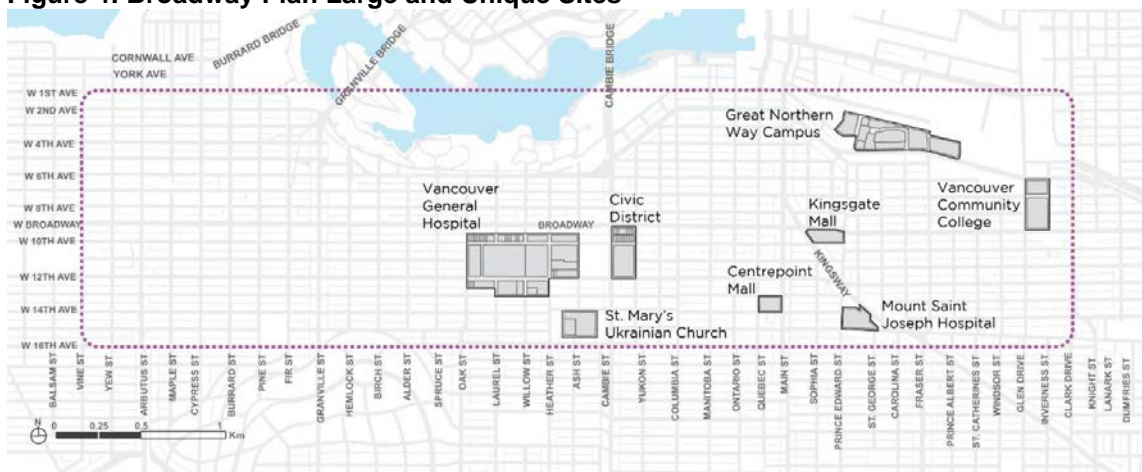
In accordance with the Metro Vancouver Regional Growth Strategy, the Broadway Plan recognizes the importance of protecting these employment areas and prohibits any new residential uses within them. The Plan proposes to intensify and modernize the industrial/employment areas by providing additional height and density, incentivizing delivery of light industrial uses, and supporting additional flexibility of non-residential uses including restaurant and retail uses to meet the needs of local employees.

### Large and Unique Sites

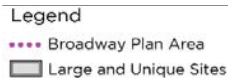
The Broadway Plan contains nine large and unique development sites, many of which are institutional campuses. These sites (shown in Figure 4) include:

- Vancouver Community College
- Great Northern Way Campus
- Mount St. Joseph's Hospital
- CentrePoint Mall (at Main St. and 14<sup>th</sup> Ave.)
- Kingsgate Mall
- Civic District (City Hall)
- St. Mary's Ukrainian Church
- Vancouver General Hospital
- BC Cancer Centre

Figure 4: Broadway Plan Large and Unique Sites







While they are all different in terms of size, location and current use, through redevelopment over the life of the Plan these sites offer significant potential for the provision of new housing and job space, city and community-serving institutional uses, public amenities, and parks and open spaces. The Broadway Plan provides high level policy direction for each of these sites, noting that they will need to be planned in more detail at the implementation stage either through an enhanced rezoning process, or the preparation of a Policy Statement followed by rezoning.

## Protected Views

In 2010, Council reaffirmed the critical role that view protection has played in securing cherished public views while reinforcing the world-renowned image of a City anchored in an amazing natural setting (*Downtown View Corridor and Capacity Study*). While many of the protected public views would be negatively impacted or completely eliminated through minimal introduction of new development, one major exception to this is the Queen Elizabeth Park View (3.0) illustrated in Figure 5 below. The Queen Elizabeth Park View is located four kilometers from the Central Business District and 125 m above sea-level. This elevation and distance from the city's taller buildings sets up an expansive view of the city within its natural setting.

**Figure 5: Queen Elizabeth Park View Corridor (View #3)**



The Queen Elizabeth Park protected public views include views to the North Shore Mountains (#3.2.1, 3.2.2, 3.2.3, and 3.2.4), as well as a view to the downtown skyline (#3.1) and a view to the Burrard Inlet (#3.2.4a).

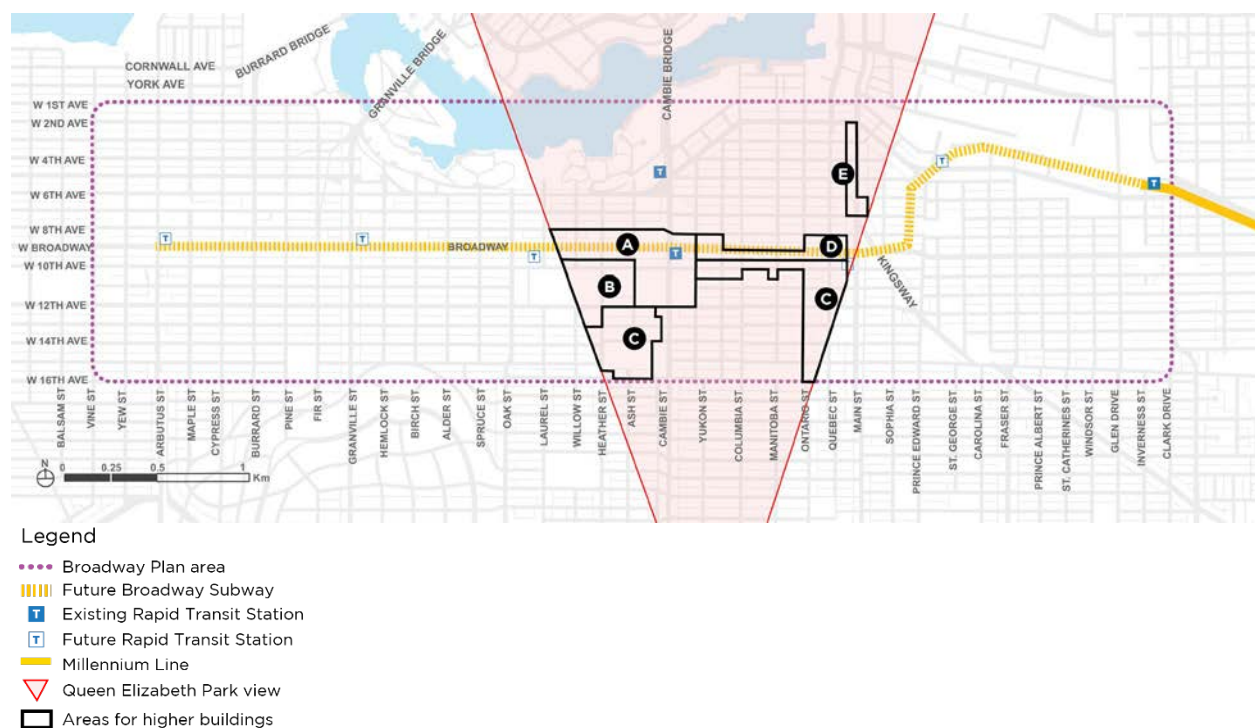
While a number of downtown sites have been identified within the *Higher Buildings Policy* as locations for the potential to enter into the Queen Elizabeth view, buildings south of False Creek, including the Broadway Plan area, are currently excluded from that. This limits the heights of buildings south of the Creek to preserve a layered view to downtown with the mountains behind.

Broadway planning work included technical analysis and public engagement to explore whether buildings in select locations within the Plan area could enter into lower view sections 3.1 and 3.2.4a without any erosion of the overall views to the North Shore Mountains. Staff's analysis indicated that restricting new development from entering view sections 3.1 and 3.2.4a would significantly limit capacity for new housing, job space, amenities, and public benefits in close proximity to rapid transit. The impact of those protected views on any individual development site varies depending on location and topography.

Additionally, staff engaged the public on these protected views during the Broadway Plan process. The options that were considered ranged from no changes to the existing view protections, to removing all restrictions for the area. From public engagement, the first preference was to enable buildings to enter view sections 3.1 and 3.2.4a in close proximity to rapid transit stations and the second preference was to distribute higher buildings throughout the Plan area.

Based on the findings of this work, staff recommend that higher buildings can be considered that enter the lower sections of the Queen Elizabeth view (3.1 and 3.2.4a) to enable developments that provide affordable housing (secured market and below-market rental housing or social housing) or significant job space (e.g. office, hotel or institutional space) only in the select areas shown on Figure 6.

**Figure 6: Locations where higher rental housing or commercial/institutional buildings may enter Queen Elizabeth View sections 3.1 and 3.2.4°**



There are also several other protected views in the Broadway Plan area, including the Cambie Street views (#9), Main Street views (#22), and Granville Street views (#20). None of these protected views are proposed to be changed by the Broadway Plan.

### Broadway Plan Development Applications

Upon adoption, the Broadway Plan would act as a rezoning policy and any new development opportunities created by the Plan would be required to proceed through a rezoning application process.

In all cases, the existing development options and allowances under current zoning would be fully maintained. The Broadway Plan is only intended to provide additional options for development compared to those that exist today.



## Site and Built Form

To complement the Broadway Plan land use policies, a robust set of site and built form guidelines have been developed. The intent of these guidelines is to inform the design of new development that occurs in the area through rezoning to ensure that it contributes to a range of objectives, including liveability, distinctive neighbourhoods, connection to nature, health and well-being, social connection, and green and resilient building design.

The site and built form guidelines cover the following:

- Solar access for parks, public schools, and commercial high streets;
- Building setbacks and height;
- Shadow impacts;
- Access to natural light and ventilation;
- Outdoor space;
- Architecture;
- Sustainability; and
- Interfaces with public realm and adjacent buildings.

## Growth and Change

### Broadway Plan Development Capacity Estimates

The Broadway Plan provides significant opportunities for the development of new job space and housing. Upon adoption, it would act as an enabling policy, creating capacity for population and employment growth.

Staff have prepared estimates of the new housing, population and job growth that could potentially be accommodated in the Broadway Plan area over the next 30 years (see Figure 7 below). These are based on applying the proposed land use and built form policies to sites with development potential in the Plan area, with assumptions made about the rate at which development would occur. Staff estimates assume strong and continued demand in the Broadway Plan area and a rate of development in line with recent rates of development in high growth areas of Vancouver.

These development capacity estimates are not growth projections, forecasts, or targets. The actual realized growth rates will depend on a number of factors outside the scope of the Broadway Plan. These include changes to development industry capacity/interest, population and migration trends in the region, the desirability of living and working in Broadway, the regional economy, and allowances for growth (or lack thereof) in other areas of the city or neighbouring municipalities that impact demand in the Broadway Plan area.

**Figure 7. Broadway Plan 30-Year Development Capacity Estimates in Relation to Existing Population, Households, and Jobs**

	<b>Current (per 2016 Census)</b>	<b>Estimated growth capacity</b>	<b>Total percentage increase</b>	<b>Average annual percentage increase (over 30 years)</b>
<b>Population</b>	78,065	50,000	64.0%	2.1%

<b>Households<sup>1</sup></b>	50,470	30,000	59.4%	2.0%
<b>Jobs<sup>2</sup></b>	74,485	42,000	56.4%	1.9%

## Citywide Context

Between 2001 and 2016, the Broadway Plan area experienced an average annual increase of 1.4% for population and households, and 1.2% for jobs.<sup>3</sup> Today, the Broadway Plan area accounts for approximately 12% of the population and approximately 20% of jobs in Vancouver.

Through the Vancouver Plan process, the City has undertaken work on population growth scenarios and employment space needs. The citywide population growth scenarios are based on the City's current development forecast and various growth assumptions out to 2050, that are either in line with Metro Vancouver projections, past completions, or meeting housing needs as identified in the census. The citywide employment space need estimate is based on scenario modelling that begins with a "baseline" scenario and then considers the possible impact of a range of external factors such as changes to global trade patterns, automation and AI, the rise of the creative digital economy and changes to labour competitiveness.

These citywide projections enable staff to better understand the long-term need for amenities, services, job space, housing, and infrastructure investments, and proactively plan for how we can deliver them. While the Broadway Plan development capacity estimates and the Vancouver Plan growth scenarios differ in methodology and purpose, comparing them does provide a useful estimate of the share of Vancouver's population and employment growth the Broadway Plan area could accommodate over the next 30 years (see Figure 8).

**Figure 8. Estimated Broadway Plan Capacity Over 30 Years**

	<b>Broadway Plan Estimated Capacity</b>	<b>Midpoint of Citywide Growth Scenarios (Draft Vancouver Plan)</b>	<b>Broadway Plan Estimated Capacity as % of Citywide Growth Scenario</b>
<b>Population</b>	50,000	260,000	19.2%
<b>Jobs</b>	42,000	210,000	20.0%

## Expected Distribution and Pace of Growth

Growth in the Broadway Plan area is expected to be incremental and progress over the course of the 30-year plan. It is important to note that full build-out of all land within the Plan area is not realistically feasible due to a variety of limitations on development potential, including:

- The economics of redevelopment;
- Total market demand;

<sup>1</sup> The Broadway Plan area does not align with Census boundaries. For this reason, a slightly larger geography has been used for analysis of households for the Broadway Plan (please refer to pg. 18 of the [Broadway Plan Area Profile](#) for more information on the geographic boundaries used for Census analysis).

<sup>2</sup> Jobs information does not include workers with no fixed workplace, but live within the Broadway Plan area.

- Property owner preferences;
- Building age, condition, and property improvement values;
- Required retention of heritage assets;
- Physical lot conditions and limitations;
- Market absorption rates;
- Development and construction industry capacity; and
- Land use policy (e.g. maximum number of towers per block, tower separation requirements, minimum lot sizes, etc.).

The City retained Coriolis Consulting to conduct financial analysis of a wide variety of potential redevelopment scenarios across the Broadway Plan area. Details of this analysis are summarized in Appendix K.

Based on this analysis and the opinion of Coriolis, the following development trends are expected:

- There will likely be significant interest in a wide variety of different uses in the Plan area including apartment (both strata and rental), retail and service space, office space and industrial space. The greatest interest is expected to be for apartment units as apartments account for most new construction in the city.
- Development will likely be focused at C-3A zoned sites along Broadway in the short term, particularly in the station areas where the densities permitted by the Plan are the highest and/or in locations where sites currently have low density existing buildings.
- There should also be significant interest in industrial and office development in the employment areas of Mount Pleasant and Burrard Slopes.
- Residential development will also occur in the existing RT and RM districts. However, the pace of development will be more modest than in the C-3A areas.
- In the RT districts, the rental development options envisioned in the Plan will probably only be viable at assemblies of larger lots with older homes in the short term. In addition, assembly will be required. Therefore, the share of sites that are financially viable for redevelopment will likely be relatively low in the short term.
- In the RM districts, the pace of development will likely be modest as a relatively small share of existing buildings in these areas will be financially viable for redevelopment to rental (with 20% below market) at the densities envisioned in the Plan. Constraints include:
  - Most of the RM properties have a high value under existing use so many will not be financially attractive for redevelopment.
  - The required below market units have a low value in comparison to creation costs.
  - Rental development with below market rental units is unlikely to be viable at the eastern end of Plan area, so any development will likely be focused to the west.
  - The enhanced tenant protection approach proposed for the Plan area creates additional complexity uncertainty and risk for developers.
  - The need to assemble multiple properties in order to achieve the maximum permitted densities will slow rental redevelopment. It will be challenging for

developers to acquire multiple adjacent properties that are all viable for redevelopment.

- Any upward pressure on land values due to increases in permitted density will be mitigated by amenity contributions, below market rental housing and social housing requirements.

Figure 9 below illustrates estimated development capacity over the next 30 years, split by each of the Broadway Plan's character areas.

**Figure 9. Broadway Plan 30-Year Development Capacity Estimates by Character Area**

Character Area	Residential Floor Area	Non-Residential Floor Area
Centres	51%	52%
Villages	2%	1%
Residential Areas: Existing Apartment Areas (RM areas)	26%	1%
Residential Areas: Existing Lower Density Areas (RT areas)	20%	0%
Industrial/Employment Areas	0%	47%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>

### **Area-Wide Policy Topics**

The Broadway Plan contains individual chapters providing area-wide policies on a range of topics. These policies complement and supplement the land use and built form chapters, providing a comprehensive framework to guide positive change in the Plan area of the next 30 years.

This section provides an overview of these policies. For each topic, important opportunities and challenges have been identified, as well as the key policy directions being proposed in response.

### **Housing**

A renter-dense area with nearly 60 per cent of households renting their homes,<sup>4</sup> these neighbourhoods provide much of Vancouver's "naturally occurring" affordable rental apartments by virtue of their age; 83 per cent of existing purpose-built rental buildings are over fifty years old.<sup>5</sup> Approximately 15 per cent of the city's non-market (supportive, social and co-operative) housing is also found in the Plan area. Older and new strata condominiums provide entry-level homeownership options for the many residents who are priced out of other areas of the city. As these neighbourhoods grow and change over time it is anticipated that they will continue to attract new residents wishing to take advantage of proximity to high quality transit, amenities and job opportunities.

<sup>4</sup> Statistics Canada, 2016 Census (note this information is based on the Broadway Census data area which is slightly larger than the Broadway Plan study area).

<sup>5</sup> City of Vancouver Purpose-Built Rental Inventory, 2017.

These neighbourhoods face housing challenges similar to those experienced throughout Vancouver and the region, including rising housing costs and cost of living, limited new rental housing options, and persistent shortage of social, supportive and shelter-rate homes for very-low-income households and people experiencing homelessness.

There are a number of housing challenges in the Broadway Plan area:

- An extremely tight rental market with a vacancy rate of 1.1%, which disproportionately impacts low-income households and renters who face discrimination in the housing market, including youth, families with young children, Indigenous people who face unique housing challenges rooted in the legacy of colonialism, and other equity-denied communities. Approximately 9,800 existing renter households in Broadway are paying over 30 per cent of their income on housing.
- Rising rents and limited new rental stock create conditions where there are pressures on existing renters, including renovictions and gradual erosion of affordability in older rental homes. Continued interest in these neighbourhoods as desirable places to live attracts higher income earners which can put further pressure on the limited lower cost stock.
- Housing affordability, suitability, and accessibility challenges are felt across the income spectrum affecting multiple demographics including a lack of family-sized units, lack of accessible downsizing options for seniors, lack of new rental options for young professionals and students, and limited ownership options for higher income renters looking for condominium options.
- A significant stock of aging purpose-built rental and non-market housing buildings, some of which will need major repairs and retrofits over the next 30 years to maintain safety and liveability for tenants, but which provide valuable affordable homes to a diversity of renters.
- Redevelopment under the existing zoning in the area primarily results in market rate housing which is likely to be unaffordable to many existing renters and new households unable to afford ownership.

### Key Policy Directions

The Broadway Plan provides a significant opportunity to address both housing and climate goals by enabling substantially more homes in mixed-use, transit-oriented neighbourhoods. Achieving this without displacement of existing residents requires an equitable development approach to growth. Key policy directions include:

- **Focus new housing opportunities in areas with relatively fewer renters.** This includes new housing choices (rental and ownership) in station areas, mixed-use areas, and existing low-density residential areas. Enable incremental change in existing apartment areas to provide a redevelopment option for aging rental buildings that replicates existing affordability and provides enhanced tenant protections for existing renters.
- **Introducing new tenant protections focused on choice for existing renters impacted by redevelopment to stay in their neighbourhoods.** In addition to existing city-wide tenant protection policies, offer renters the choice to return to a new unit at rents approximately 40 per cent below new market rental. In most cases, these rents for returning tenants will be equivalent or less than their current rent. For very low-income tenants, additional discounts will be required so they pay no more than 30 per cent of their income on rent. To ensure tenants' rents do not increase while they

are waiting to exercise their right to return to a new unit, require a temporary rent top up equal to the difference between a tenants' current rent and rent in a new unit they have moved to during construction of the new building.

- **Introduce new rental housing choices affordable to low- and moderate-income households.** Create opportunities for new secured below-market and market rental homes, including options in existing low-density areas on quiet residential streets close to rapid transit and local shopping streets.
- **Support new non-market housing in all neighbourhoods.** Enable renewal and addition of new social, supportive and co-operative housing on public lands and non-profit-owned sites and integrate social housing in new strata condominium developments through inclusionary zoning policies.
- **Contribute to complete, inclusive communities through diverse housing choices.** Require new rental and ownership housing provide 35 per cent family-sized units (2- and 3-bedrooms) and provide opportunities to integrate new local-serving retail/service uses and childcare into new housing in residential areas.

**Figure 10: Example rents in new below-market rental housing by unit type based on 2021 rent data**

	Monthly Rent by Unit Type			
	Studio	1 bed	2 bed	3 bed
Broadway Below-Market Rental Housing Rents	\$1,077	\$1,216	\$1,683	\$2,293
City of Vancouver Average Rents for New Rental Buildings (built 2005+)	\$1,690	\$2,039	\$2,724	\$3,759
City of Vancouver Average Rents for All Rental Buildings	\$1,346	\$1,520	\$2,104	\$2,866

## Jobs and Economy

There are more than 84,000 jobs in the Broadway Plan area today, making it the second largest employment centre in the Province. The City's projections show that there is strong demand for more employment space in the Metro Core and the Plan area over the long-term, with the construction of the new Broadway Subway making the area even more attractive to employers, entrepreneurs and workers.<sup>6</sup>

Today, there are several key opportunities and challenges for employment in the Broadway Plan area:

- The city's industrial and employment lands are critically important to the productivity and resilience of Vancouver's overall economy. Demand for industrial space continues to grow steadily with vacancy rates persistently below 1%, while only 7% of the city's land area is dedicated to these uses.
- The Broadway Plan area, and in particular the Uptown Office District, is the preferred location for many growing sectors such as technology and healthcare. The area is a key

<sup>6</sup> City of Vancouver Employment Lands and Economy Review Phase 2 report (2020)

location for intensification of both office and hotel space to address capacity gaps in this high demand, transit-accessible area.

- The area is home to a wide range of shops, restaurants, and services. In many cases, the existing businesses are fixtures of their neighbourhoods, providing services that are important to community well-being. As change and development occurs in the Broadway area, support for existing local businesses will be critical to ensure that they are able to remain in the city.
- Many residential areas throughout the city, including the Broadway Plan area, are lacking in shops, services, and amenities within walking/rolling distance.

### Key Policy Directions

- **Protect and intensify industrial / employment areas.** The Broadway Plan seeks to protect and intensify these areas, recognizing the unique role that they play in the broader economy as a home for a variety of activities that cannot be accommodated elsewhere. The Plan maintains exclusive non-residential uses in these areas, prioritizing production, distribution and repair uses at grade. Modernization of these key industrial areas is promoted through increasing the permitted heights and densities to help deliver increased industrial space, as well as exploring flexibility for hybrid industrial uses in upper levels and small-scale service and retail uses on the ground level.
- **Enable the supply of major office and hotel space to meet demand over the long term.** The Plan seeks to intensify key commercial districts in proximity to the subway stations by requiring minimum levels of job space and incentivizing the development of hotels. In the Uptown area, the Broadway Plan restricts rezoning allowances to non-residential uses only.
- **Support existing commercial areas and small businesses.** The policies in the Broadway Plan seek to balance opportunities for growth with minimizing development pressures on local businesses. In areas with higher concentrations of small businesses (e.g. the “Villages”), development potential is intentionally restricted to reduce redevelopment pressures. The Plan will involve the Business Improvement Associations (BIAs) in accomplishing a variety of local-serving goals, advocate to senior government for key tools and maintain the integrity of retail-commercial spaces in the area.
- **Enable local-serving shops and services in existing residential areas.** Through the Broadway Plan, local-serving shops and services will be enabled in all residential areas throughout the Plan area. Locating more shops and services within primarily residential areas that currently lack these amenities will help reduce the need for longer trips and create more walkable, complete neighbourhoods (consistent with Climate Emergency Action Plan Big Move #1), as well as increase land available for employment uses.

### **Transportation**

While the transportation network in the Broadway area is well-established, there is a need to improve the walking, rolling, and cycling experience in the Plan area, as well as to increase transit service to meet the growing demand and Council directions in the Climate Emergency Action Plan. The Broadway Plan area also includes several key city and regional motor vehicle routes that play a significant role in moving people and goods, which is important to continue to support. The key transportation issues are:

- Broadway is a locally and regionally significant transportation corridor with many shops and services. However, narrow sidewalks in many areas of the corridor combined with high traffic volumes, including large amounts of trucks and buses, make Broadway unpleasant to walk on or to gather. The same is true for many of the busy streets in the area.
- While there are a number of cycling routes in the area, most are not comfortable for people of all ages and abilities. There are also gaps in the cycling network, particularly to access retail areas and other key destinations.
- Broadway Subway will significantly improve capacity, speed, and reliability for many transit trips, buses will continue to be a key part of our transit system and are critical to connecting people to rapid transit. Currently, buses are often over capacity and/or delayed due to traffic congestion.
- The motor vehicle network, which includes several truck routes and a number of Major Road Network corridors, plays an important role in serving businesses and industrial land uses, and in providing patient access to the hospital area. The road network needs to be managed efficiently into the future, especially as the area grows, to increase the people-moving capacity of our transportation system.
- On- and off-street parking spaces need to be efficiently managed to meet the needs of more users, provide more space for public use, and achieve other City objectives such as reducing carbon emissions from the construction of parking facilities and lowering construction costs.

#### Key Policy Directions

- **Improve the walking environment on all streets**, particularly on commercial high streets (including Broadway) and greenways, which are car-lite to car-free active transportation and recreation corridors that can be used by people of all ages and abilities, connect to key destinations and enhance natural systems and public life.
- **Upgrade existing cycling routes** to be safe and comfortable for all ages and abilities (AAA) and **expand the cycling network**, which includes the greenways, to connect people to key destinations and the subway stations.
- **Improve the efficiency, capacity, reliability and convenience of the transit system** and make it easier for people to access subway stations and bus stops by different modes.
- **Improve traffic safety** by designing local streets that strongly encourage slow movement (e.g. through traffic calming) and implementing other safety improvements including new and upgraded signals, and other crossing improvements.
- **Remove minimum motor vehicle parking requirements** (except spaces required for accessibility and visitor parking) and introduce parking maximum allowances in new developments.
- **Prioritize curb space for those who need it most**, for example people with mobility challenges, people making deliveries, and people being picked up or dropped off.



## Parks and Public Space

Public space is essential for healthy, social, and connected communities. As the Broadway Plan Area continues to grow and change, the importance of the public realm will only increase. There is an opportunity to increase the amount of public space, as well as improve and reimagine existing spaces as multi-functional and adaptable, capable of supporting diverse functions and community needs.

Currently, there are several public space deficiencies in the Broadway Plan area. Some of the key opportunities and challenges include:

- Implementation of the VanPlay Strategy and addressing the lack of parks and open spaces, particularly in Fairview and Mount Pleasant.
- Improvements to the pedestrian and public realm environments are needed along Broadway and other arterials. There is potential for public space improvements aligned with the construction of the Broadway Subway and through future development projects.
- Potential to reallocate road space toward active transportation uses, as well as public spaces.

### Key Policy Directions

The Broadway Plan includes a Public Realm Framework, which provides structure, vision and principles for public spaces and public life in Broadway. It seeks to improve the liveability of the public realm in Broadway for all, particularly those equity denied communities such as women, people with disabilities, people with lower-incomes, people of colour, and 2SLGBTQQIA + communities, who may face barriers to participating fully in public life. Key policy directions include:

- **Expand, enhance and protect parks.** Protect and improve provision and access to parks while optimizing their potential for new and future residents and workers. This will include enhancements and expansions of existing parks to better serve a wider range of users, acquiring new land for parks, and delivering new park space through redevelopment (e.g. within major developments, large and unique sites).
- **Create new public spaces through redevelopment.** Provide meaningful public spaces on private property. Retain and enhance existing privately owned public spaces (POPS), and secure new POPS through leveraging new development to deliver a range of types and sizes of publicly access spaces such as plazas and expanded streetscapes, green spaces and mid-block pedestrian connections.
- **Improve and enhance streetscapes.** Integrate new public spaces and public realm features into the existing streetscape to improve liveability and the overall public realm experience. Depending on local context and street type, these improvements may include widened sidewalks, continuous weather protection, protected cycling facilities, public seating areas, active laneways, large street trees and planting, street furniture and patios.

- **Transform Broadway into a ‘Great Street’.** Reflect Broadway’s city wide and civic importance by enhancing the public realm (e.g. generous sidewalks, weather protection, places for seating and gathering, significant street trees and rainwater management features) making it a more comfortable place to walk, roll, gather and connect to transit services.
- **Develop a comprehensive network of greenways and blue green systems.** Both greenways and blue green systems will provide greenery, connection to nature, and moments for public life woven throughout the Broadway Plan area. Greenways will also be car-lite to car-free active transportation routes.
- **Reimagine Streets As Better Public Spaces.** Re-purpose road space on local streets and greenways into new people-centered public spaces with active transportation facilities. Prioritize locations with co-benefits (e.g. adjacent existing parks, aligned with blue green system or commercial high street) and where new public space is needed most.

### Community Well-Being

With the anticipated increase in population and jobs in the Broadway Plan area, providing community and social services will be key to supporting liveable and complete communities. There will be additional needs for community and social services, including:

- Childcare spaces, particularly for children aged 0 – 4.
- Social facilities, which are at capacity and have a number of existing gaps for certain services in Broadway.
- Community centre space and recreation assets, both within and in close proximity to the Plan area.
- Food systems, including culturally appropriate and affordable grocery locations, community food programming, and food growing and harvest spaces.

As the area grows, the City will need to take creative and collaborative approaches to delivery of community and social facilities, leveraging co-location wherever possible to achieve co-benefits.

### Key Policy Directions

- **Support the delivery of accessible, affordable, and quality licensed childcare infrastructure,** located and secured throughout the area with a focus on co-location or in close proximity to schools, housing, high employment areas, community centres, and parks. Inclusive not-for-profit operations, including Indigenous-led programs, will help meet the needs of diverse children and families in alignment with senior government commitments to develop a universal system of early learning and childcare.
- **Increase social facilities and services** to address basic needs, such as publically available washrooms and gender safe spaces, as well as services beyond ‘crisis’ mode, such as cultural redress and healing. Policies focus on increasing the diversity and availability of social facilities by working strategically with social-serving organizations and senior government through partnership and funding.

- **Increase and enhance community centre space and recreation assets.** The Plan provides direction to explore all opportunities to co-locate these expanded spaces with social and cultural amenities such as childcare, community kitchens and performance spaces to create a community hub.
- **Deliver new food assets** through a decentralized and local-serving approach to supporting diverse types of food infrastructure to meet food system goals. This includes integrating community food assets or food sector businesses in City-owned or supported sites and facilities. Policies also encourage and enable private food infrastructure to reduce the service demand on publically accessible food infrastructure.

## Arts and Culture

Each neighbourhood in the Broadway Plan area contains vibrant arts, culture, music, and public art. For the Broadway Plan, some of the key opportunities and challenges include:

- Ensuring visibility and voice of the Musqueam, Squamish, and Tsleil-Waututh Peoples and those of urban Indigenous communities, including self-determination, cultural practices, public art, spaces, and heritage.
- Ongoing loss of affordable places for artists to live, work, and share their work.
- Ability to increase access to public art as development occurs.

### Key Policy Directions:

- **Prioritize reconciliation, equity, and access.** Ensure self-determination, Reconciliation, decolonization, equity, and accessibility are inherent in all aspects of the Plan and its implementation.
- **Support retention, expansion, new affordable arts, culture, and music spaces.** Protect and enhance existing arts, culture, and music spaces, improve incentives and lower barriers to develop new cultural spaces, and ensure access to industrial areas for cultural production.
- **Remove regulatory barriers to enable more cultural spaces and activities.** Increase incentives and lower barriers for cultural spaces and events.
- **Support artist social housing and shared cultural production spaces.** In areas targeted as cultural districts, prioritize new social housing units secured through inclusionary housing policies and provision of additional density as artist social housing live-work units or artist social housing units with shared production spaces.
- **Centre art in daily life.** Focus public art investment in public spaces, including plazas, parks, and as a component of complete streets. Funding for public art will be provided by development.

## Heritage

The Broadway Plan area has a rich history which contributes to the distinctive character of its neighbourhoods. There are many places and features within the area that embody heritage values which include aesthetic, historic, cultural, scientific, social, or spiritual importance for past, present and future generations. As growth and change occur within the Broadway Plan area, protecting and strengthening the key tangible and intangible heritage resources in the area will contribute to the cohesion and continued sense of place of the community.

### Key Policy Directions

- **Promote and support Truth and Reconciliation** by encouraging Musqueam, Squamish, and Tsleil-Waututh voices and visibility on the land, along with opportunities to support Indigenous peoples' living heritage.
- **Focusing new development opportunities away from the village shopping streets**, including West 4<sup>th</sup> Avenue, South Granville, and Main Street.
- **Undertake Historic Context Statements or Statements of Significance** for a number of distinct areas of heritage value within the Plan area.
- **Maintain an effective heritage conservation policy framework and incentives for heritage sites and identified cultural landscapes**, as well as appropriate planning tools to support both tangible and intangible heritage.
- **Evaluate areas and heritage sites**, and establish policy frameworks for the recognition of key heritage districts.

### **Sustainability and Resilience**

The Broadway Plan offers significant opportunities to advance the goals set out in the City's Climate Emergency Action Plan (CEAP), Climate Change Adaptation Strategy, Resilient Vancouver Strategy, and other City policies and objectives. Some of the key opportunities and challenges include:

- Taking advantage of the new subway to create a more sustainable pattern of development, with a greater number of people living within an easy walk/roll of their daily needs, and an increased share of active transportation and transit trips for residents, workers, and visitors.
- Reducing the operational emissions of buildings by allowing simplified exterior designs that make it easier to build energy efficient envelopes, and by accommodating electric source equipment such as heat pumps on rooftops and parkades.
- Improving the seismic resiliency of the building stock and infrastructure in the area.
- Exploring expansion of the City's False Creek Neighbourhood Energy Utility (NEU), which uses waste thermal energy captured from sewage to provide space heating and hot water.

### Key Policy Directions:

- **Achieve the CEAP target for the Broadway area** of at least 90% of residents being within an easy walk or roll of their daily needs, and 80% of trips made by walking, rolling, cycling, and taking transit.
- **Reduce both operational and embodied emissions resulting from buildings** by enabling enable simplified building forms to make it easier to build energy-efficient envelopes, as well as facilitating the use of mass timber and other low-carbon building materials and removal of parking minimums.
- **Improve seismic resiliency of the building stock** by providing pathways for careful and equitable redevelopment of the area's aging building stock, with comprehensive tenant protection policies.

- **Use of natural climate solutions** across the area, such as increased tree canopy and landscaped areas for rainwater infiltration.
- **Expand the potential of the NEU** by enabling waste heat recovery from buildings or other potential local resource recovery opportunities for supply to NEU (e.g., sewage waste heat from Metro Vancouver's 8th Avenue Interceptor) and considering potential expansion of the NEU service area.

## One Water

The City's One Water approach is a comprehensive strategy looking at the management of drinking water, rainwater, and wastewater from a health, sanitation, and environment perspective. While our current water and sewer system generally meets the practical needs of the city today, it is limited in its ability to adapt to meet the challenges ahead. Mounting pressures from climate change, population growth, and aging infrastructure are stressing our existing drinking water sources and water and sewer infrastructure, leading to costly investments in upgrading, replacement, and preventing pollution from combined-sewer overflows and flooding.

### Key Policy Directions:

The Broadway Plan One Water Strategy has been developed to enable growth in the Plan area while mitigating risk from existing issues and building more resilience to climate change. Key policy directions include:

- **Enable growth and mitigate combined sewer overflows** by undertaking strategic water and sewer upgrades in alignment with the Broadway Plan One Water Strategy.
- **Increase resilience to climate change** by constructing new stormwater outfalls that adapt to sea level rise and divert water causing flooding and overflows.
- **Introduce a blue green system network of green rainwater infrastructure** (a network of park-like connector streets that manage water and increase biodiversity) to improve quality of stormwater and achieve community and ecosystem benefits.
- **Reduce risk of flooding and protect valuable water resources** by expanding on-site groundwater and rainwater management requirements.

## Public Benefits Strategy

As the Broadway Plan area develops and grows, there will be increasing need for the renewal, replacement and expansion of public amenities and infrastructure to help provide daily services and support a liveable, healthy, and sustainable community.

These amenities and infrastructure - such as childcare facilities, parks, community centres, libraries, cultural facilities, affordable housing, utility upgrades (water and sewer), and transportation improvements - are funded from a variety of sources using different tools:

- City contributions (e.g. property taxes, utility fees, and user fees)
- Development contributions - Development Cost Levies (DCLs) Community Amenity Contributions (CACs), density bonus zoning, conditions of development

- Partner contributions (e.g. funding from senior governments, non-profit partners, etc.)

The Broadway Plan includes a Public Benefits Strategy (PBS) which is a 10-year capital investment strategy for delivering public amenities and infrastructure to address the renewal and growth needs of a geographic area. In addition to the 10-year strategy, the Broadway Plan provides a higher-level vision and outlook for public benefits in the area over the 30-year life of the Plan.

The 10-Year PBS is estimated to be approximately \$1.1 B, of which around \$0.9 B (~85%) is new investments and upgrades and about \$0.2 B (~15%) is for renewal of existing assets. These investments are broken down by service category, are shown in Figure 11 below:

**Figure 11. Broadway Plan 10-year public benefits strategy by service category**

Category	City contribution	Developer contribution	Partnership contribution	TOTAL
<b>Affordable Housing</b>	-	\$326M	\$129M	<b>\$455M</b>
<b>Childcare</b>	\$29M	\$40M	\$16M	<b>\$85M</b>
<b>Parks &amp; Open Spaces</b>	\$10M	\$87M	-	<b>\$96M</b>
<b>Arts &amp; Culture</b>	-	\$55M	-	<b>\$55M</b>
<b>Community Facilities</b>	\$19M	\$28M	-	<b>\$48M</b>
<b>Public Safety</b>	\$24M	\$6M	-	<b>\$29M</b>
<b>Transportation &amp; Street Use</b>	-	\$72M	\$37M	<b>\$109M</b>
<b>One Water</b>	\$45M	\$175M	-	<b>\$221M</b>
<b>Total</b>	<b>\$127M</b>	<b>\$790M</b>	<b>\$182M</b>	<b>\$1,099M</b>

The PBS has been developed following an assessment of existing and future Broadway Plan area needs, informed by public engagement, together with an analysis of the financial capacity and potential funding sources.

In addition to the investments identified in the PBS, significant senior government partnership and funding will be critical to help provide services to meet needs. This includes key investments that are the responsibility of senior governments, like schools, healthcare, transit, affordable housing, and childcare, as well as expanded partnerships with the City to help improve services for residents.

### **School Provision**

The provincial government is responsible for delivering schools, so school funding is not included in the PBS. However, the City plays an important role in liaising with the Vancouver School Board (VSB) on the provision of schools, ensuring that they are aware of, and planning for, the additional needs that will be generated as a result of population and job growth. Accordingly, the preparation of the Broadway Plan has included engagement with the VSB to understand future school aged population and school capacity requirements over the 30 year horizon of the Plan.

Based on this engagement, the VSB has made funding requests for expansion/additions to selected existing elementary school sites in and around the Broadway Plan area - at Cavell, Hudson, and False Creek elementary schools, as well as a new school funding request at Olympic Village. As new employment and housing opportunities are fully realized, it is anticipated that an additional elementary school will be required. The preferred size for an elementary school provides for between 300 to 550 students, with a site area of between 1.5 and 2.5 hectares.

The City will continue to work with the VSB to ensure that growth in student enrolment resulting from Broadway Plan policies is accommodated through expansions to existing schools and construction of new schools where needed.

### **Public and Stakeholder Engagement**

Staff undertook an extensive community and stakeholder engagement process to inform the preparation of the Broadway Plan, utilizing a range of in-person and virtual tools and activities to reach a broad range of people who live, work, play and learn within the Plan area and beyond.

The following provides an overview of the engagement process, summarizes how the Draft Plan responds to the key feedback themes, and highlights the Draft Plan Phase engagement results. A more detailed summary of engagement activities and themes which covers each phase of the planning process can be found in Appendix J.

The engagement process for the Broadway Plan was designed in four phases:

- **Phase 1: Guiding Principles** - began in March 2019 and concluded in October 2019 with Council's adoption of the Broadway Plan Guiding Principles. This phase was designed to gather the big ideas, community values, interests and opportunities to inform the Guiding Principles.
- **Phase 2: Emerging Directions** - built upon the Guiding Principles and created the Plan's Emerging Directions which were published in February 2021. This phase sought feedback on the areas highlighted for growth and change, as well area-wide policy directions on all Plan topics.
- **Phase 3: Refined Directions** - sought feedback on the more detailed policy directions, including specific proposals for land use and built form that were published in November 2021.
- **Phase 4: Draft Plan** - amalgamated the results of the previous three phases and included detailed land use, built form and density parameters, draft policies for all Plan topics, draft built form guidelines and the draft Public Benefits Strategy. Input received was taken into consideration during the review and preparation of the final Broadway Plan.

During the Broadway planning process, staff had over 28,500 engagement touchpoints through a range of in-person and online engagement events and activities (an engagement touchpoint is defined as a point of contact or interaction with a member of the public or organization). Among other activities, this included 5 surveys, 14 public in-person open houses, and 41 workshop events that focused on neighbourhoods and policy themes.

**Figure 12. Summary of select engagement activities and notification methods from Phase 1-4.**



Through the Broadway Plan process, a diversity of interests was reflected on a variety of topics. Below is an overview of the partners and stakeholders involved. It is important to note that the engagement with the Host Nations and Urban Indigenous communities in Vancouver is ongoing and will continue through the implementation phase of the plan.

- Residents and residents associations
- Local Business owners, operators, Business Improvement Associations, Vancouver Board of Trade
- Governments and agencies
- Council Advisory Committees
- Landowners and Developers
- Vancouver School Board
- Vancouver Coastal Health and Vancouver General Hospital
- Non-profits and community serving organizations

## HOST NATIONS ENGAGEMENT

The Broadway planning process looked to meaningfully engage the Host Nations. Early and regular communications occurred through the intergovernmental table, where City and Host Nation staff met to discuss and share updates on major areas of work.

As a key part of the Broadway Plan, the project team sent referral letters to the Host Nations early in the process with the intent of working together to help identify and advance their key priorities. City staff met with Tsleil-Waututh Nation staff over the course of the planning program to help shape early directions and partnership opportunities, and the Draft Plan was provided in its entirety for review and feedback.

The City received a variety of comments about the Draft Plan, including new policy suggestions, revisions, as well as requests to explain policy directions. Additionally, comments highlighted



interest in future partnership opportunities during the implementation phase such as cultural recognition, public art, public realm, and One Water.

Staff recognize the Host Nations' expertise and perspectives as being critical to the development of the Broadway Plan. Staff hope and expect to partner further with the Musqueam and Squamish Nations, and continue to work with Tseil-Waututh Nation through the Plan's implementation phases.

## KEY FEEDBACK THEMES AND PLAN RESPONSE

Figure 13 below highlights the key feedback themes received through the whole public engagement process (Phases 1-4) and summarizes how the Broadway Plan responds to the issues raised.

**Figure 13. Key feedback themes and Broadway Plan response**

POLICY AREA(S)	WHAT WE HEARD	PLAN RESPONSE
Housing	<i>Concerns over displacement of renter households</i>	Introduce new tenant protections focused on choice for existing renters impacted by redevelopment to stay in their neighbourhoods: <ul style="list-style-type: none"> <li>• Right to return to a new unit at below-market rates, with deeper discounts for low-income tenants</li> <li>• Choice of a temporary rent top-up to mitigate any rent increases while a renter is waiting to exercise their right to return</li> </ul>
Housing	<i>Need for additional affordable housing opportunities (especially rental/non-market housing) close to transit</i>	Significantly increase the supply of rental housing by introducing new development opportunities in all neighbourhoods, including below-market and non-market rental housing options.  Provide new secure rental housing apartment options off of arterial streets in quieter residential areas.
Housing	<i>Need for more non-market (social, supportive, co-operative) housing options</i>	Enable additional height/density for renewal and expansion of non-market housing on public land and non-profit-owned sites.  Integrate new social housing in strata condominium developments through inclusionary zoning policies.
Housing	<i>Need for diverse, liveable housing options for people at every stage of life</i>	Provide opportunities for a diversity of new rental housing types including townhouses, low- and mid-rise apartments and high-rises as well as new strata condominiums.  Require 35 per cent family units (two and three bedrooms) in new multi-family residential developments.

<b>POLICY AREA(S)</b>	<b>WHAT WE HEARD</b>	<b>PLAN RESPONSE</b>
<b>Jobs and economy</b>	<i>Provide diversity of job space close to transit to meet future employment needs</i>	Strengthen Central Broadway as Vancouver's second downtown by providing new opportunities for commercial development (e.g. office or hotel).  Strengthen the Mount Pleasant Industrial Area and the Burrard Slopes Mixed Employment Area as vibrant creative and cultural production hubs by supporting the innovation economy (technology and biotech) and making room for more light industrial businesses.
<b>Jobs and economy / land use</b>	<i>Shopping streets and local businesses are cherished - desire to see these areas maintained and enhanced</i>	Recognize and strengthen West 4th, South Granville and Main Street villages as distinctive local business areas, neighbourhood high streets, and places to gather and socialize.  Maintain lower building heights, up to 4-6 storeys to minimize impacts of new development on existing small businesses in the village areas.
<b>Jobs and economy</b>	<i>Support for adding neighbourhood serving businesses to the residential areas</i>	Enable new local-serving shops and services (e.g. small grocer, café) in all residential areas.
<b>Jobs and economy</b>	<i>City led small business supports</i>	The Commercial Tenant Assistance Program aims to provide information to displaced commercial tenants to assist them in better handling the relocation process.
<b>Jobs and economy</b>	<i>More flexible zoning and by-laws for employment uses</i>	Through Plan implementation, changes to the Zoning and Development By-Law are proposed for Mount Pleasant Industrial Area and the Burrard Slopes Mixed Employment Area.
<b>Parks and open space</b>	<i>Need for more parks and public spaces</i>	\$100 million identified in the Public Benefits Strategy for parks and open spaces in the first 10 years, including: <ul style="list-style-type: none"> <li>• Renewing and expanding existing parks, such as Jonathan Rogers Park and Guelph Park.</li> <li>• Delivery of planned new park space (e.g. Burrard Slopes Park).</li> <li>• Securing additional park space through land acquisition and within major developments.</li> </ul> In addition, numerous opportunities to provide smaller scale public spaces on private land (POPS) and through the Streets As Better Public Spaces initiative.
<b>Parks and open space</b>	<i>Preference to leave City-owned land at the Southwest Granville Loop as</i>	Retain the Southwest Granville Loop as park/green space. Connect this area (via pedestrian ways and commercial uses) with South Granville village.

<b>POLICY AREA(S)</b>	<b>WHAT WE HEARD</b>	<b>PLAN RESPONSE</b>
	<i>public open/green space</i>	
<b>Community facilities</b>	<i>Need for more amenities and services to support growth and liveability e.g. childcare, community centres, community services.</i>	10 year Broadway Plan Public Benefits Strategy proposes \$1.1 billion of public amenities and infrastructure for existing and future needs of the community.
<b>Built form</b>	<i>Interest in increased density near transit and dispersing density into other areas including low density areas.</i>	Significant opportunities for new housing and job space created in close proximity to transit through increased building heights and density.  Inclusion of other housing and job space opportunities throughout the rest of the Plan area, including rental apartment options in existing low-density residential neighbourhoods (RT zones).
<b>Built form</b>	<i>Mixed opinions on proposed taller buildings in residential areas</i>	Provide opportunities for a range of different heights in residential areas, including 3 storey townhouse forms and 4 to 6 storey low-rise apartment forms alongside taller 12-20 storey mid- and high-rise tower forms.
<b>Built form</b>	<i>Concerns about the impact of high rise buildings on neighbourhood character.</i>	In residential neighbourhoods, policy included to generally allow only two towers per block to ensure varied building forms, heights, and densities.
<b>Built form</b>	<i>Concerns about shadowing on public and private spaces</i>	Introduction of comprehensive shadow protection policies for parks, public school yards, and commercial shopping streets across the Plan area.
<b>Views</b>	<i>Mixed opinions about allowing taller buildings into the protected Queen Elizabeth Park view</i>	Focus areas for higher buildings that enter lower portions of the Queen Elizabeth view near rapid transit station and selective other locations.
<b>Views</b>	<i>Preference for maintaining protected views such as views of the mountains.</i>	Maintenance of the existing protected mountain views.
<b>Arts and culture</b>	<i>Concern over displacement of arts and cultural spaces</i>	Enable opportunities to protect and enhance arts and cultural activities in industrial areas such as artist studios, music, and rehearsal spaces.
<b>Arts and culture</b>	<i>Need for increased funding for arts and cultural spaces</i>	Policies to incentivize retention, replacement, enhancement and/or development of arts, culture, and music spaces through land use policy and financing growth tools.

<b>POLICY AREA(S)</b>	<b>WHAT WE HEARD</b>	<b>PLAN RESPONSE</b>
<b>Arts and culture</b>	<i>Need for affordable work space and housing for artists</i>	Policies to support artist social housing and shared cultural production spaces for low-income artists, and support integration of cultural spaces into rental or social housing policy.
<b>Transportation</b>	<i>Increase number of greenways</i>	Introduction of a comprehensive network of greenways, to be delivered over the course of the 30-year plan.
<b>Transportation</b>	<i>Need for additional parking</i>	<p>Demand for parking is high in some areas, such as around Vancouver General Hospital, but overall the supply of parking spaces in the Broadway area is higher than demand. Parking survey data shows that on average only 60% of publicly-accessible off-street parking spaces are occupied. The new subway will further reduce the need for parking.</p> <p>Consistent with Transportation 2040 and the Climate Emergency Action Plan, the Broadway Plan seeks to reduce off-street parking and to efficiently manage parking to support the needs of people with mobility challenges and those of local businesses.</p>
<b>Transportation</b>	<i>Need for street network enhancements</i>	Enhanced streets and connections throughout the Plan area, including Broadway as a Great Street and greenways to make it easy to get around by walking, rolling or cycling in a lively and diverse public realm.
<b>Transportation</b>	<i>Concerns about accessibility for seniors and persons with disabilities</i>	Broadway and other streets in the Plan area will see improved pedestrian facilities such as wider, continuous sidewalks, curb ramps, new pedestrian signals, and reduced crossing distances at intersections, so that people of all ages and abilities are able to get around more easily.
<b>Transportation</b>	<i>Desire for bike lanes on Broadway</i>	<p>Bike lanes were considered on Broadway. However, during Phase 1 public engagement indicated that improving accessibility and the walking experience was the highest priority for Broadway.</p> <p>Although Broadway would not include dedicated bike lanes, enhancements to other east-west streets that are in close proximity to Broadway are proposed e.g. 10th Ave and 7th Ave. North-south bike connections will also be provided as close as possible to destinations and subway stations.</p>
<b>Transportation</b>	<i>Broadway lacks character/identity and should be improved with more space for pedestrians and an improved public realm.</i>	Convert major sections of Broadway to a 'Great Street' with wider sidewalks, public spaces, weather protection, street trees/greening, more patios and cafés, etc.

POLICY AREA(S)	WHAT WE HEARD	PLAN RESPONSE
<b>Sustainability and resilience</b>	<i>Enhance the area's sustainability and resilience</i>	Upgrades to sewers and drainage to reduce flood risks.  Delivery of new green rainwater infrastructure that uses nature to treat and collect water, as well as add green space and habitat to the public realm.
<b>Heritage</b>	<i>Preserve heritage buildings</i>	Focus new development opportunities away from the village shopping streets.  Undertake Historic Context Statements or Statements of Significance for a number of distinct areas of heritage value.  Maintain an effective heritage conservation policy framework and incentives for heritage sites, as well as planning tools to support both tangible and intangible heritage.  Evaluate areas and heritage sites, and establish policy frameworks for the recognition of key heritage districts.
<b>Heritage</b>	<i>Integrate policy language that supports Host Nations</i>	Further integrate Host Nations input by applying indigenous languages in naming significant geographic localities, natural landscape features or cultural landscapes of Broadway Plan area.

## PUBLIC RESPONSE TO THE DRAFT PLAN

Between January and April 2022, staff had over 8,300 engagement touchpoints with members of the public on the Draft Plan through the various activities summarised below.

**Figure 14. Summary of select engagement activities and notification for Phase 4.**



Based on the Draft Plan Survey responses, as well as the other engagement activities, the key qualitative feedback themes on the Draft Plan can be summarised as follows:

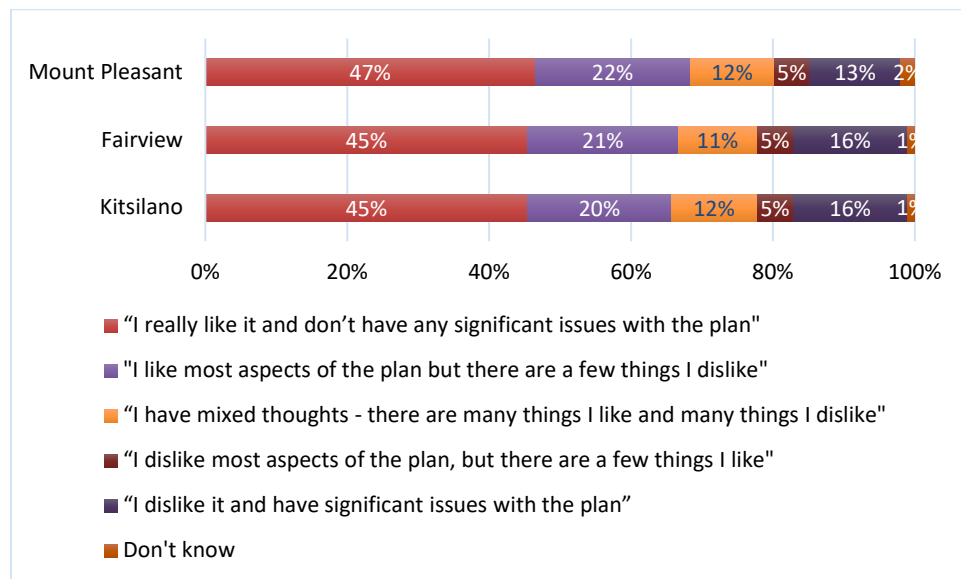
- **Affordable housing** is a priority, and more is needed, but concerns about new housing not being truly affordable, thereby pricing existing residents out of the area.
- Increased **housing density** will create more diverse and vibrant neighborhoods, but concerns about the loss of neighbourhood character.
- Concerns about the impact of **high rise buildings** on liveability, sense of community, light, and views.
- Like the **Great Street** concept with more pedestrian and bike space, and better connections through improved public transportation.
- **Parks** are important for quality of life, and increased density necessitates more green space than is proposed.
- Like **the arts and culture** expansion, and recommend increased funding for these spaces.
- In favour of **One Water** upgrades, but more detail is required about utilities, green infrastructure and sustainability.
- **The proposed public benefits** are appropriate and necessary, but more will be needed as population increases, especially schools and childcare places.
- Like the plan for renewal and expansion of a **community centre**, and recommend greater budget allocation for more centres.
- Concerns about **budget and costs** of public benefits, and anticipated tax increases.
- **Kitsilano:** Mixed views about increasing housing density, with some in support and some against. General support for increasing supply and diversity of housing, but concern that proposed buildings are too tall.
- **Fairview:** Support for increased housing and affordability but more is needed. Overall support for increase in housing density, but there are concerns that proposed buildings are too tall. Respondents expressed that the Plan retains neighbourhood character but there are concerns about loss of green spaces. Interest in more retail opportunities in the area.
- **Mount Pleasant:** Support increased housing density and respondents would like more. Some were concerned that buildings are too tall, while others some expressed that they may be needed. Concerns that housing will not be truly affordable. Overall support for employment areas in the neighbourhood, particularly policies that support industrial and retail uses.

In addition to providing opportunities for qualitative feedback, the Draft Plan Survey sought to gauge the public's support for the draft policies. The survey results are summarised below:

**“Which of these statements best captures your thoughts about the draft plan policies for...” Kitsilano, Fairview and Mount Pleasant.**

- Sixty-five per cent (65%) of survey respondents “really liked” or “liked most aspects” about the draft plan policies for Kitsilano.
- Sixty-six per cent (66%) of survey respondents “really liked” or “liked most aspects” about the draft plan policies for Fairview.
- Sixty-nine per cent (69%) of survey respondents “really liked” or “liked most aspects” about the draft plan policies for Mount Pleasant.

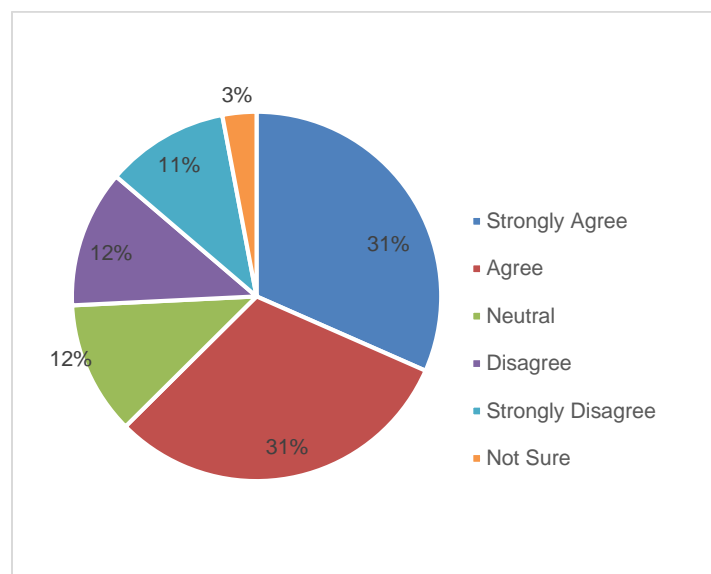
**Figure 15. Results from Phase 4 survey showing level of support for the Draft Plan policies by neighbourhood.**



**“In general do you agree or disagree with this statement? The investments and improvements outlined in the public benefits strategy are the right ones for the Broadway Plan area.”**

- Sixty-two percent (62%) of survey respondents indicated that they “strongly agree” or “agree” that the investments and improvements outlined in the draft public benefits strategy are the right ones for the Broadway Plan area.

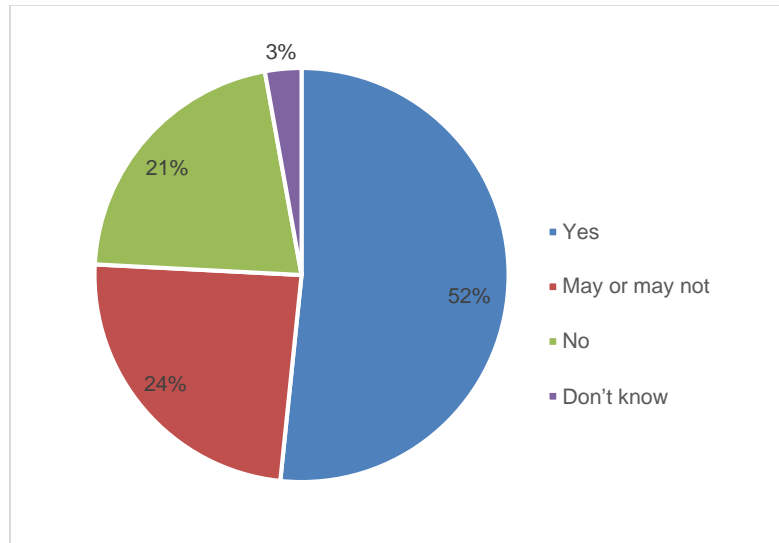
**Figure 16. Results from Phase 4 survey showing level of support for the Draft Public Benefits Strategy.**



**“Do you think the draft Broadway Plan policies will improve the quality of life for those who live, work, play and learn in the Broadway neighbourhoods in the future?”**

- Fifty-two percent (52%) of survey respondents responded “yes” when asked if they “think the draft Broadway plan policies will improve the quality of life for those who live, work and play and learn in the Broadway neighbourhoods in the future”.

**Figure 17. Results showing level of agreement on whether the draft Plan will improve quality of life in the future.**



## **Implementation**

### **Consequential amendments to City-wide Policies**

The *Development Contribution Expectations Policy in Areas Undergoing Community Planning* (DCE Policy) and *Community Amenity Contributions Policy for Rezoning* (CAC Policy) are two city-wide policies which require consequential amendments subject to the approval of the Plan.

- **DCE Policy:** The Broadway Plan Area will be removed from the DCE Policy as the Broadway Plan provides the required clarity on allowable land uses, densities and building heights across the area and confirms how and where CACs and DCLs will be applied. See Appendix D for the proposed amendments.
- **CAC Policy:** The Broadway Plan Public Benefits Strategy provides clear direction on how CACs collected from rezonings should be allocated over the life of the Plan. Amendments to the CAC Policy are proposed to amend to “Table 1: CAC Targets and Eligibility Criteria” and “Map G: Downtown, Broadway Plan area and Rest of Metro Core” so that CACs from rezoning applications for 100% non-strata commercial developments in the Broadway Plan are allocated as per the Broadway Plan Public Benefits Strategy.

In addition to the inclusion of Arts and Culture as an allocation category for CACs in the Public Benefits Strategy, the amendment to the CAC Policy above satisfies the amendment to a Council motion from the January 21, 2021 Public Hearing which states:



- “G. THAT Public Benefits including Commercial Linkages, In-kind or cash contributions on density bonusing additionally contemplate Arts and Culture spaces as public amenities (e.g. artist studios; rehearsal spaces; cultural and social hubs; cultural non-profit office spaces; presentation spaces such as theatres, galleries, and music spaces), consistent with Eligible Allocation and Use of CACs in the City of Vancouver Community Amenity Contributions Policy for Rezoning, and as part of the emerging Public Benefits Strategy for Broadway Plan.”

*Existing Area Plans, policies or guidelines to repeal or amend*

The Broadway Plan area includes lands covered by five existing area plans: False Creek Flats Plan (2017), Mount Pleasant Community Plan (2010) and Implementation Package (2013), Arbutus Neighbourhood Policy Plan (1992), Kitsilano Neighbourhood Plan (1977) and Fairview Slopes Policy Plan (1977).

Community and Neighbourhood Plans are intended as “living” documents providing vision and clarity while also allowing for interpretation and change over time in the face of new information, challenges, and opportunities. Staff have reviewed the directions contained within the existing area plans through the Broadway planning work and recommend the following approaches to them:

- False Creek Flats Plan: Broadway Plan to supersede the existing plan in the limited areas for which their geography overlaps (north of Great Northern Way, east of Main Street). Through implementation, staff intend to revisit the False Creek Flats Plan to make necessary minor amendments to align policies with the Broadway Plan where necessary.
- Mount Pleasant Community Plan and Implementation Package: Broadway Plan to supersede and replace the Community Plan and Implementation Package. The content and policies of this existing plan have been reviewed and incorporated into the Broadway Plan where appropriate.
- Arbutus Neighbourhood Policy Plan: This plan guided the development of sites fronting on 10th-12th avenues between Vine and Maple streets. Staff recommend that Broadway Plan supersede and replace the existing policy plan for its entire area.
- Broadway-Arbutus Policies: This policy is a rezoning policy for sites along Broadway between Vine Street and Maple Street. Staff recommend that this policy be repealed and the Broadway Plan provide replacement policy for the area.
- Kitsilano Neighbourhood Plan: The historical plan informed changes made to the Zoning and Development Bylaw. An addendum was added in 1984 noting that the document “should now be considered primarily as a source of historical information.” Staff recommend that this plan be repealed in its entirety and the Broadway Plan provide replacement policy for the area in which these plans overlap.
- Fairview Slopes Policy Plan: This historical plan provided policy guidance for the area between 6<sup>th</sup> and 8<sup>th</sup> Avenues, from Hemlock to Ash Streets. Staff recommend that Broadway Plan supersede and replace the existing plan for its entire area.

In addition, the following policies and guidelines have been reviewed and the directions contained within have informed the Broadway planning work. It is recommended that these also be repealed at this time:

- Central Area Plan: Goals and Land Use Policy C-3A - Central Broadway (1991): These outdated guidelines are extracted from Central Area Plan: Goals and Land Use Policy and apply to the Central Broadway, C-3A District. Broadway Plan to supersede and replace these guidelines for their entire area. Through implementation, staff will explore additional necessary amendments to the Central Area Plan.
- Burrard Slopes I-C Districts Interim Rezoning Policies and Guidelines (2007): This interim rezoning policy has not been in effect since the start of the Broadway planning process. The contents of this policy have informed and been incorporated into Broadway Plan policy where appropriate, with the exception that residential uses are not permitted in this area in accordance with the Metro Vancouver Regional Growth Strategy. Broadway Plan to supersede and replace these policies and guidelines.

### Priority Implementation Strategy

Should Council approve the Broadway Plan, further work will be required at the implementation stage to help realize the Plan's objectives. Implementation actions would include, for example, consideration of rezoning applications, more detailed public realm planning, preparation of zoning by-law amendments, further transportation studies, and implementation of heritage policies. An overview of the key implementation actions being recommended is provided in the Priority Implementation Strategy, contained in Appendix B.

The majority of the priority implementation work is expected to occur over the course of approximately two years following Council's consideration of the Broadway Plan, however the timing will be determined by City and Council priorities, and operational resourcing. Additionally, other implementation actions which are not listed in the Priority Implementation Strategy may be identified and undertaken based on emerging opportunities or issues.

### Monitoring and Plan Review

The Broadway Plan is intended to be a living document, with the ability to respond to the evolving opportunities and issues in the area and Vancouver as a whole. Over the course of the 30-year life of the Plan, the City will monitor its performance in accordance with the Broadway Subway Supportive Policies Agreement (SPA) between the City and TransLink, which commits to ongoing monitoring until 2045. Monitoring will include review and reporting of key metrics related to land use, housing, transit, transportation demand management, and cycling and walking at least every five years.

This ongoing monitoring process will enable City staff to assess whether the Broadway Plan is achieving its Guiding Principles and objectives, and inform any future changes to the Broadway Plan recommended to City Council.

## ***Implications/Related Issues/Risk***

### ***Financial***

#### **Public Benefits Strategy**

The Broadway Plan PBS is intended to provide strategic direction to guide the City (including City Council and the Park Board) in making investment decisions on the necessary infrastructure and public amenities in the area over the next 30 years. The City's fiscal capacity (e.g. the public's appetite for property tax, utility and user fee increases and debt financing capacity), timing of development contributions, emerging opportunities (e.g., federal or provincial infrastructure funding programs), and evolving needs in this community and across the city will determine the specific infrastructure and amenities that will be delivered incrementally over the long-term. As such, the PBS will be reviewed and refined periodically and it will be integrated into the City's mid- to long-range Capital Strategic Outlook, 4-year Capital Plan and annual Capital Budget for prioritization and funding consideration on a city-wide basis.

The PBS includes a 10-Year Capital Investment Strategy with an estimated value of \$1.1 billion. Due to the long-term horizon of the Broadway Plan and the associated Public Benefits Strategy, there will be a greater need to set aside funding to address future priorities and opportunistic investments to leverage senior government partnerships and contributions as they arise over the course of the Plan.

**Figure 18. Broadway Plan 10-year public benefits strategy by service category**

Category	City contribution	Developer contribution	Partnership contribution	TOTAL
<b>Affordable Housing</b>	-	\$326M	\$129M	<b>\$455M</b>
<b>Childcare</b>	\$29M	\$40M	\$16M	<b>\$85M</b>
<b>Parks &amp; Open Spaces</b>	\$10M	\$87M	-	<b>\$96M</b>
<b>Arts &amp; Culture</b>	-	\$55M	-	<b>\$55M</b>
<b>Community Facilities</b>	\$19M	\$28M	-	<b>\$48M</b>
<b>Public Safety</b>	\$24M	\$6M	-	<b>\$29M</b>
<b>Transportation &amp; Street Use</b>	-	\$72M	\$37M	<b>\$109M</b>
<b>One Water</b>	\$45M	\$175M	-	<b>\$221M</b>
<b>Total</b>	<b>\$127M</b>	<b>\$790M</b>	<b>\$182M</b>	<b>\$1,099M</b>

Renewal of existing amenities and infrastructure such as neighbourhood park renewals, and renewal of childcare facilities and utilities infrastructure is typically funded from property taxes and utility fees ("City Contribution"). Provision of new, expanded or upgraded amenities and infrastructure is typically funded from contributions from development ("Developer Contribution") which includes a combination of Citywide Development Cost Levies (DCLs) as well as Utilities Development Cost Levies (UDCLs), Community Amenity Contributions (CACs), amenity shares in pre-zoned areas, and conditions of development. These contributions will be augmented by financial and/or in-kind contributions from other governments and non-profit partners ("Partnership Contribution").

The City has a growing infrastructure deficit with an increasing backlog of capital maintenance and renewal work across neighborhoods that the City needs to tend to. Renewal needs identified in older community and area plans that are awaiting funding. The renewal and replacement needs identified in the Broadway Plan will be considered alongside other renewal needs already identified in older community and area plans through the City's capital planning and prioritization framework, subject to financial capacity.

Within the first 10 years of the Broadway Plan, it is expected that development contributions such as DCLs, CACs, Density Bonus Zoning and Conditions of Development will contribute approximately \$790M towards the funding of public amenities and infrastructure that are crucial to serve the needs of the growing population and economy in this area. The relatively recent introduction of the UDCL alongside Conditions of Development will be critical in funding the utilities infrastructure necessary to serve the future growth in the Broadway Plan area.

To continue supporting affordable housing in Vancouver, the City is seeking to leverage future development in Broadway to deliver greater supply of market rental units in addition to social and supportive housing units. However, it should be noted that providing market rental units also often comes with development incentives in the form of DCL waivers and CAC exemptions, which reduces the development contributions that would otherwise help fund other public amenities.

Certain areas like housing, childcare, social and cultural programs that build on innovative partnerships with senior levels of government, charities, and non-profit organizations will require strategic alignment and coordination with partner entities. From a municipal perspective, Affordable Housing and Childcare are typically services that are addressed at the provincial and federal levels. The City has continued to invest in these service areas to help address existing and growing needs, but will certainly need additional support from our partners including senior levels of government in order to achieve greater results.

### Ongoing Financial Implications

Capital investments, especially for new and/or upgraded amenities and infrastructure which make up the majority of the Broadway Plan PBS, often result in ongoing lifecycle costs associated with programming and facility operation, maintenance and rehabilitation. The budget impact will likely be added incrementally over the 30-year time frame of the community plan as projects get completed and will be considered as part of the long-term financial plan.

### **Rezoning Application Fees**

Recommendation F of this report proposes amendments to the Zoning & Development Fee By-law to include fees for certain areas of the Broadway Plan. The proposed changes would apply the current downtown rezoning application fees to the areas of the Broadway Plan in closest proximity to the subway stations. The areas where the amended rezoning application fees would apply are shown in Appendix F and further illustrated in Appendix G.

These amendments are being proposed as rezoning applications in the Broadway Plan area near the subway stations are expected to be of a significant scale and complexity, more comparable to applications in the downtown. The increased rezoning fees would account for the additional staff resources required to review and process these complex applications.

***Legal***

Part XXVII of the Vancouver Charter grants the Council considerable power over zoning and development. This includes the authority to prepare and revise development plans, and impose fees for rezoning applications. Council will be exercising its authority under the Vancouver Charter when adopting this report and its Recommendations.

***CONCLUSION***

This report seeks Council approval of the Broadway Plan, a comprehensive land use policy plan for 485 city blocks in the Kitsilano, Fairview and Mount Pleasant neighbourhoods along the Broadway Subway currently under construction. The Plan introduces policies to integrate new development with the future rapid transit and to support the City's goals of creating housing affordability, job space, social and cultural amenities, environmental sustainability and liveability.

The Plan is the product of an extensive three year planning process involving a wide array of technical work and engagement with a broad range of citizens and stakeholders.

Upon Council approval of the Plan, the next steps would be to deliver implementation actions identified in the Priority Implementation Strategy, such as consideration of rezoning applications, more detailed public realm planning, zoning by-law amendments, further transportation studies, and implementation of heritage policies.

\* \* \* \* \*

**Broadway Plan**

**AVAILABLE ONLINE ON AGENDA PAGE.**

## Broadway Plan Priority Implementation Strategy

The Broadway Plan establishes a framework of policies to guide growth and positive change over the next 30 years. Advancing the Broadway Plan directions will require further policy development and engagement over the years following plan adoption.

The Broadway Plan Priority Implementation Strategy is intended to guide City-initiated implementation actions for the short term. Implementation actions and timelines will be subject to change dependent on evolving City priorities, staff capacity, and resourcing.

Actions	Priority
<b>Planning and Development</b>	
<p><b><u>Privately-Initiated Rezoning and Development Applications</u></b></p> <p>Process privately-initiated rezoning and development enquiries and applications per the policies of the Broadway Plan.</p>	<b>High</b>
<p><b><u>Industrial/Employment Zoning Amendments</u></b></p> <p>Amend the I-1 zoning districts in Mount Pleasant and the IC-1 and IC-2 zoning districts in Burrard Slopes to incentivise industrial development through increased height and density, and provide greater flexibility of uses, including consideration for childcare and arts and culture.</p>	<b>High</b>
<p><b><u>'Village' Commercial Area Zoning Amendments</u></b></p> <p>Amend the C-2 zoning districts in the Broadway Plan area to align with recent city-wide changes to enable rental housing</p>	<b>High</b>
<p><b><u>Review of Design Guidelines for C-3A Zoned Areas</u></b></p> <p>Review the existing C-3A design guidelines, including protected views to City Hall, to simplify, rationalize, modernize and align with Broadway Plan policies and built form guidelines, in accordance with the City's Supportive Policies Agreement with TransLink.</p>	<b>High</b>
<p><b><u>False Creek Flats Plan Amendments</u></b></p> <p>Amend the False Creek Flats Plan to align with Broadway Plan directions in overlapping areas (e.g., the Creative District at Great Northern Way)</p>	<b>Medium</b>

Actions	Priority
<p><b><u>C-3A Zoning Amendments</u></b></p> <p>Explore potential amendments to the C-3A zoning district to include allowances for standard building types enabled by the Broadway Plan</p>	<p><b>Medium</b></p>
<p><b><u>RS/RT Zoning Amendments</u></b></p> <p>Explore potential amendments to the RS/RT zoning districts in Broadway to include allowances for rental apartment buildings</p>	<p><b>Medium/Low</b></p>
<p><b><u>Large + unique sites</u></b></p> <p>As development enquiries and applications are received, initiate more detailed planning and consultation for large and unique development sites.</p>	<p><b>Medium/Low</b></p>
<p><b>Transportation</b></p>	
<p><b><u>Parking By-law Amendments</u></b></p> <p>Amend the Parking By-law for the Broadway Plan area to remove parking minimums and set parking maximums in alignment with the Climate Emergency Action Plan</p>	<p><b>High</b></p>
<p><b><u>Greenways</u></b></p> <p>Confirm greenway priority areas, including opportunities for car-free sections. Advance neighbourhood access and circulation strategies in priority areas to inform greenways implementation, and develop designs that respond to the needs of the area.</p>	<p><b>High</b></p>
<p><b><u>Streets as Better Public Spaces</u></b></p> <p>Work toward implementation of the identified priority areas for Streets as Better Public Spaces, which will include further engagement on transportation access and mobility objectives, the desired uses for these spaces, and stewardship development as needed.</p> <p>Identify additional Streets As Better Public Spaces through further analysis, temporary pilot spaces, and engagement.</p>	<p><b>High</b></p>



Actions	Priority
<p><b><u>Laneways</u></b></p> <p>Identify missing laneways and laneways requiring realignment or upgrades.</p>	<p><b>High</b></p>
<p><b><u>Sub-Area Transportation Plans</u></b></p> <p>Initiate transportation sub-area plans for the following areas:</p> <ul style="list-style-type: none"> <li>• Granville/Fir/Hemlock</li> <li>• Cambie/Ash/Yukon</li> </ul>	<p><b>High</b></p>
<p><b><u>Corridor Transportation Plans</u></b></p> <p>Initiate transportation corridor plans for the following areas:</p> <ul style="list-style-type: none"> <li>• Fraser</li> <li>• Kingsway</li> </ul>	<p><b>Medium</b></p>
<p><b><u>District Parking</u></b></p> <p>Examine how District Parking can be incorporated into the Civic District master plan.</p>	<p><b>Medium</b></p>
<p><b><u>Bike Parking and Mobility Hubs</u></b></p> <p>Identify opportunities to increase availability of bike parking, including bike mobility hubs in new developments close to the new subway stations.</p>	<p><b>Medium</b></p>
<p><b><u>Motor Vehicle Access Strategy</u></b></p> <p>Confirm locations for new turn bays (and required setbacks) and new turn restrictions to direct motor vehicles to streets designed to safely handle higher volumes of traffic.</p>	<p><b>High</b></p>
<p><b>Public Realm</b></p>	
<p><b><u>Station Area Public Realm Planning</u></b></p> <p>Initiate work on more detailed streetscape and public realm planning in the station areas, in accordance with the City's</p>	<p><b>High</b></p>

Actions	Priority
Supportive Policies Agreement with TransLink. Generally, this will include areas along Broadway within a minimum of 400 metres of transit stations.	
<p><b><u>Broadway Plan Public Realm Design Guidelines</u></b></p> <p>Develop general design guidance for the Broadway Plan area to supplement and build upon the policy directions outlined in the Broadway Plan Public Realm Framework.</p>	<b>High</b>
<b>Heritage</b>	
<p><b><u>Historic Context Statements and Statements of Significance</u></b></p> <p>Prepare or update Historic Context Statements or Area Statements of Significance for key areas of heritage value.</p>	<b>Medium</b>
<p><b><u>Explore Updates to the Vancouver Heritage Register</u></b></p> <p>Consider potential addition of select cultural landscapes (streetscapes and related landscapes) to the VHR.</p>	<b>Medium/Low</b>
<b>One Water</b>	
<p><b><u>Blue green system</u></b></p> <p>Confirm context specific concepts to improve pipe system performance and in some locations offset local pipe upgrades, and consider major overland flows.</p>	<b>High</b>
<p><b><u>On-site water management</u></b></p> <p>Consider expansion of the Rainwater Management Bulletin and Groundwater Management Bulletin to explicitly include the Broadway Plan area for sites undergoing both the rezoning and the development permit process.</p>	<b>High</b>
<p><b><u>Public Realm Green Rainwater Infrastructure</u></b></p> <p>Identify additional public spaces for stormwater storage and treatment using green rainwater infrastructure in combination</p>	<b>High</b>

Actions	Priority
with public realm improvements, and conduct further analysis and consultation.	
<p><b><u>Broadway Integrated Water Management Plan</u></b></p> <p>Continue to refine the existing and future system modeling, progress upgrading plans including stormwater trunk and green rainwater management concepts, and address overland flow and flooding in low land areas, and confirm the need and timing of pump station upgrades. The goal is to establish the optimum suite of solutions to address existing and future sewer and drainage servicing issues.</p>	<b>Medium</b>
<b>Arts and Culture</b>	
<p><b><u>Arts and Cultural Districts</u></b></p> <p>Research and develop framework to identify and protect Cultural Districts, including working with partners to move forward the concept of an Eastside Arts District.</p>	<b>Medium</b>
<b>Social Facilities</b>	
<p><b><u>Support development of Mount Pleasant Co-located Non-profit Hub</u></b></p> <p>Commence a feasibility study in 2023/24 for Mount Pleasant non-profit co-location project. Scope to explore governance and design options for a multi-tenant facility, including considerations for food infrastructure.</p>	<b>High</b>
<b>Partnerships</b>	
<p><b><u>Facilitate partnerships to shape Broadway's cultural landscape</u></b></p> <p>Facilitate opportunities for Musqueam, Squamish, and Tsleil-Waututh Nations to influence the planning and development of Vancouver's cultural and urban landscape in ways that reflect the living culture and history of their peoples.</p>	<b>High</b>

Actions	Priority
<b>Evaluation and Monitoring</b>	
<u><b>Ongoing Monitoring and Reporting</b></u>  The Broadway Subway Supportive Policies Agreement (SPA) between the City of Vancouver and TransLink sets a number of commitments and performance measures. Reporting will include both annual reports, as well as 5-Year Performance Reports.	<b>High</b>

Note: Amendments to Council-adopted policies will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

\*Proposed amendments per this current Council report are shown in red.

**DRAFT amendments to the Development Contribution Expectations Policy in Areas Undergoing Community Planning**

# Policy

## Development Contribution Expectations Policy in Areas Undergoing Community Planning

*Approved by Council on June 20, 2018*

*Last amended March 29, 2022 and **XX XX** [Month Day, Year]*

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## Application and Intent

Development Contribution Expectations (DCE) policies in conjunction with interim rezoning policies are intended to limit land value speculation in areas undergoing community planning. These policies provide buyers and sellers of land in community planning areas with clarity regarding the City's priorities in community planning areas and expectations for contributions towards amenities and affordable housing as a result of community planning.

### Relationship to Community Amenity Contributions (CACs)

Area-specific CACs are calculated at the end of a planning process based on the projected growth in population and jobs that will result from the plan, the amenities needed to serve that growth, and the projected costs and funding sources available for the amenities.

DCEs are identified at the beginning of a community planning program based on City policy priorities for each area and the projected economic viability of alternative development scenarios.

Following the completion of a community planning program, DCEs are revisited to reflect the densities, mix of uses and amenity needs in the planning area. The DCEs are then updated and transferred into the Community Amenity Contributions Policy for Rezoning as CACs for the planning area.

For more information about the City's CAC policy visit: <http://vancouver.ca/files/cov/community-amenity-contributions-through-rezonings.pdf>. Note that the DCE policy does not reflect other required development contributions such as Development Cost Levies, Development Cost Charges, conditions of development and others.

## Area-Specific DCE Policies

Area-specific DCE policies are shown in Tables 1 and 2 and include the following areas:

- ~~The Broadway planning program (east of Vine Street) launched on June 20, 2018~~
- The Broadway planning program (west of Vine Street) to be considered as part of future area planning or the City-wide planning process
- The Rupert and Renfrew area planning process

**Table 1a: Area Specific Priorities and DCE Policies**

Community Planning Area	Sub-Area	Priorities and DCE Policies
Broadway Area Planning (East of Vine Street) <sup>1</sup>	Uptown Office C-3A Focus Area	Prioritize job space. Do not consider adding residential use.
	Burrard Slopes IC Focus Area	DCE for commercial-only projects seeking additional density: per CAC Policy. <a href="http://vancouver.ca/files/cov/community-amenity-contributions-through-rezonings.pdf">http://vancouver.ca/files/cov/community-amenity-contributions-through-rezonings.pdf</a>
	Mt. Pleasant I-1 Focus Area	
	False Creek Flats I-3 & CD-1 Focus Area	
	RM/FM Zoning Districts	Prioritize rental housing. Do not consider additional development rights for market strata residential.
	Mt. Pleasant IC-3 Focus Area	DCE for rental projects seeking additional density: maximize below market rental housing <sup>1</sup> .
	C-3A (Outside Uptown) & C-2	<p>Prioritize job space and rental housing. Consider the potential for additional development rights for market strata residential in limited situations.</p> <p>DCE for commercial-only projects seeking additional density: per CAC policy. <a href="http://vancouver.ca/files/cov/community-amenity-contributions-through-rezonings.pdf">http://vancouver.ca/files/cov/community-amenity-contributions-through-rezonings.pdf</a></p> <p>DCE for rental projects seeking additional density: maximize below market rental housing<sup>1</sup>.</p> <p>DCE for projects seeking additional density for market strata residential: per Table 2 below.</p>
	Industrial Areas	N/A. Broadway Planning Program will not consider change in these areas.
	RT Zoning Districts	
	FSHCA Zoning District	
	FCCDD Zoning District	
	RS Zoning Districts	
	SEFC-ODP	

<sup>1</sup> Sub-areas and priorities included in Map A below.



Table 1ba: Area Specific Priorities and DCE Policies ~~(Continued)~~

Community Planning Area	Sub-Area	Priorities and DCE Policies
Broadway Area West of Vine <sup>1</sup>	RM Zoning Districts	<p>Prioritize rental housing. Do not consider additional development rights for market strata residential.</p> <p>DCE for rental projects seeking additional density: maximize below market rental housing<sup>2</sup>.</p>
	RS and RT Zoning Districts	<p>TBD as part of future area planning or the City-wide Plan. Future requirements will reflect the City's priorities for:</p> <ul style="list-style-type: none"> <li>- Rental Housing</li> <li>- Amenities</li> <li>- Job Space</li> </ul>
	C-2, C2C, and C-2C1 fronting onto Broadway, generally between Larch Street and Alma Street, as well as where fronting onto West 10th Avenue generally between Alma Street and Tolmie Street.	<p>Prioritize job space and rental housing. Consider the potential for additional development rights for market strata residential in limited situations.</p> <p>DCE for rental projects seeking additional density: maximize below market rental housing<sup>2</sup>.</p> <p>DCE for projects seeking additional density for market strata residential: per Table 2 below.</p>
	Jericho lands	Excluded from this DCE Policy.

<sup>1</sup> Sub-areas and priorities included in Map ~~B-A~~ below.

<sup>2</sup> "Below market rental housing" refers to dwelling units where:

- (a) the maximum starting rents and rents at unit turnover are at least 10% less than the average rents for all private rental apartment units, city-wide as published by the Canada Mortgage and Housing Corporation in the Rental Market Report in the previous calendar year; and
- (b) the starting rent and turnover rent requirements are secured through a housing agreement.

**Table 1**eb**: Area Specific Priorities and DCE Policies (Continued)**

Community Planning Area	Sub-Area	Priorities and DCE Policies
Rupert and Renfrew Area Planning <sup>1</sup>	Mixed Employment and Industrial Lands, with exception of sites identified as part of rezoning enquiry for 3200 East Broadway and 2625 Rupert Street	<p>Prioritize job space. Do not consider adding residential use.</p> <p>DCE for commercial-only projects seeking additional density as per CAC policy: <a href="http://vancouver.ca/files/cov/community-amenity-contributions-through-rezonings.pdf">http://vancouver.ca/files/cov/community-amenity-contributions-through-rezonings.pdf</a></p>
	C-1 and C-2	<p>Prioritize purpose-built market and below-market rental housing<sup>2</sup>.</p> <p>DCE for rental projects seeking additional density: maximize below market rental housing<sup>4</sup>. For purpose-built rental not eligible for a CAC exemption, CACs would be negotiated on a case-by-case basis.</p> <p>In limited situations where potential for additional development rights for market strata residential are considered, the DCE targets per Table 2 below would apply.</p>
	RM	<p>Prioritize purpose-built market and below-market rental housing. Support the creation and renewal of non-market housing. Do not consider additional development rights for market strata residential.</p> <p>For purpose-built rental not eligible for a CAC exemption, CACs would be negotiated on a case-by-case basis.</p>
	CD-1 that is <u>outside</u> of the Employment Lands, with exception of Skeena Terrace site at 2298 Cassiar	<p>Prioritize purpose-built market and below-market rental housing. Support the creation and renewal of non-market housing.</p> <p>For purpose-built rental not eligible for a CAC exemption, CACs would be negotiated on a case-by-case basis.</p> <p>In limited situations where potential for additional development rights for market strata residential are considered, CACs would be negotiated on a case-by-case basis.</p>

	RS and RT	<p>Prioritize purpose-built market and below-market rental housing. Support the creation and renewal of non-market housing.</p> <p>For purpose-built rental not eligible for a CAC exemption, CACs would be negotiated on a case-by-case basis.</p> <p>In situations where potential for additional development rights for market strata residential are considered, the DCE targets per Table 2 below would apply.</p>
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<sup>1</sup> Sub-areas and priorities included in Map ~~C-B~~ below.

<sup>2</sup> "Below market rental housing" refers to dwelling units where:

- (a) the maximum starting rents and rents at unit turnover are at least 10% less than the average rents for all private rental apartment units, city-wide as published by the Canada Mortgage and Housing Corporation in the Rental Market Report in the previous calendar year; and
- (b) the starting rent and turnover rent requirements are secured through a housing agreement.

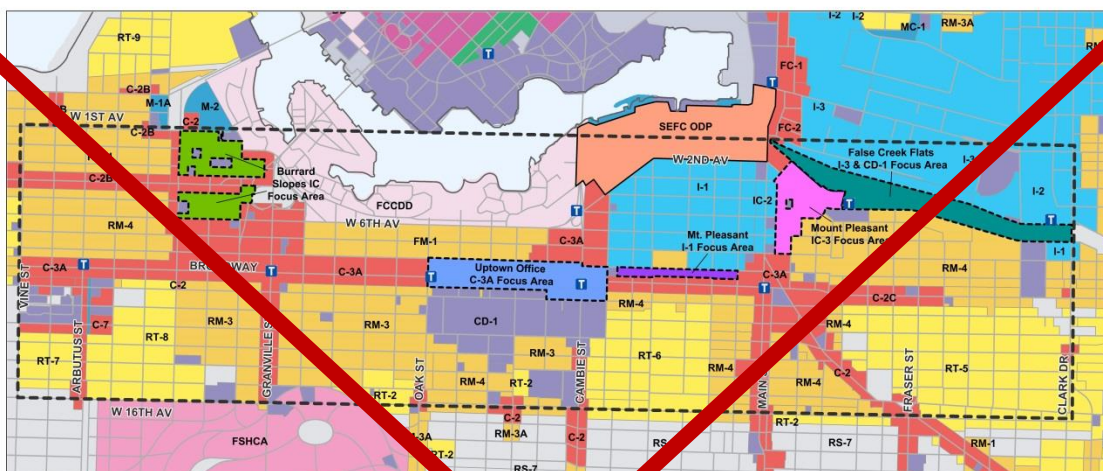
**Table 2: Area Specific DCE Targets**

Community Planning Area	DCE Target Area	DCE Targets <sup>1</sup>
<del>Broadway Area Planning (East of Vine Street)</del>	<del>C-2 Zoning Districts (Market Strata Residential)</del>	<del>\$3,552.09/m<sup>2</sup> (\$330/ft<sup>2</sup>)</del>
	<del>C-3A East of Main St. (Market Strata Residential)</del>	<del>\$3,552.09/m<sup>2</sup> (\$330/ft<sup>2</sup>)</del>
	<del>C-3A West of Main St. (Market Strata Residential)</del>	<del>\$4,574.66/m<sup>2</sup> (\$425/ft<sup>2</sup>)</del>
Broadway area west of Vine	C-2 Zoning Districts (Market Strata Residential)	\$3,552.09/m <sup>2</sup> (\$330/ft <sup>2</sup> )
Rupert and Renfrew Area Planning	C	\$1,722/m <sup>2</sup> (\$160/ ft <sup>2</sup> )
	RT	\$1,399/m <sup>2</sup> (\$130/ ft <sup>2</sup> )
	RS	\$1,399/m <sup>2</sup> (\$130/ ft <sup>2</sup> )






<sup>1</sup> Rate information listed in Table 2 are applicable to the incremental density (above existing zoning)

**Area Boundaries (see Area maps below):**

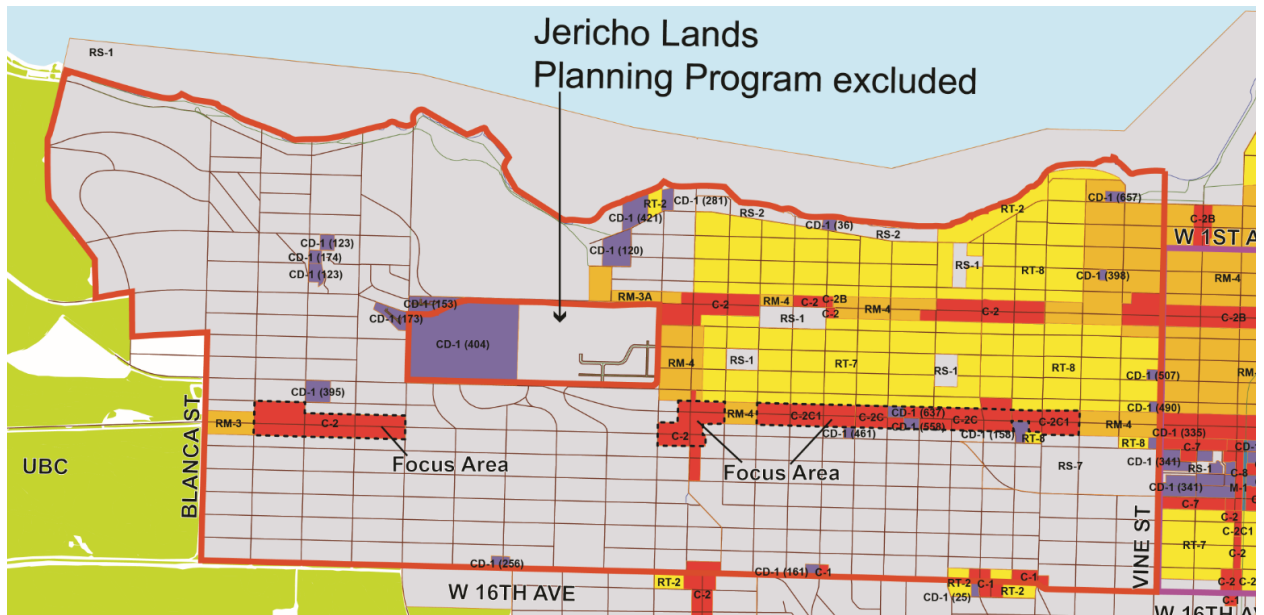
~~Map A: Broadway Plan Study Area (Vine Street to Clark Drive)~~



## DELETE MAP AND AND RELETTER FOLLOWING MAPS

- |   |  |
|---|--|
|  | <del>Mount Pleasant I-1 Focus Area</del>               |
|  | <del>False Creek Flats I-3 &amp; RD-1 Focus Area</del> |
|  | <del>RM/FM Zoning</del>                                |
|  | <del>Mount Pleasant 4C-3 Focus Area</del>              |
|  | <del>C-3A (Outside Uptown) &amp; C-2</del>             |
|  | <del>Industrial Areas</del>                            |
|  | <del>PD Zoning Districts</del>                         |
|  | <del>FSHCA Zoning District</del>                       |
|  | <del>FCCDD Zoning District</del>                       |
|  | <del>RS Zoning Districts</del>                         |
|  | <del>SEFC ODP</del>                                    |

Map BA: Broadway area west of Vine (Kitsilano and West Point Grey)

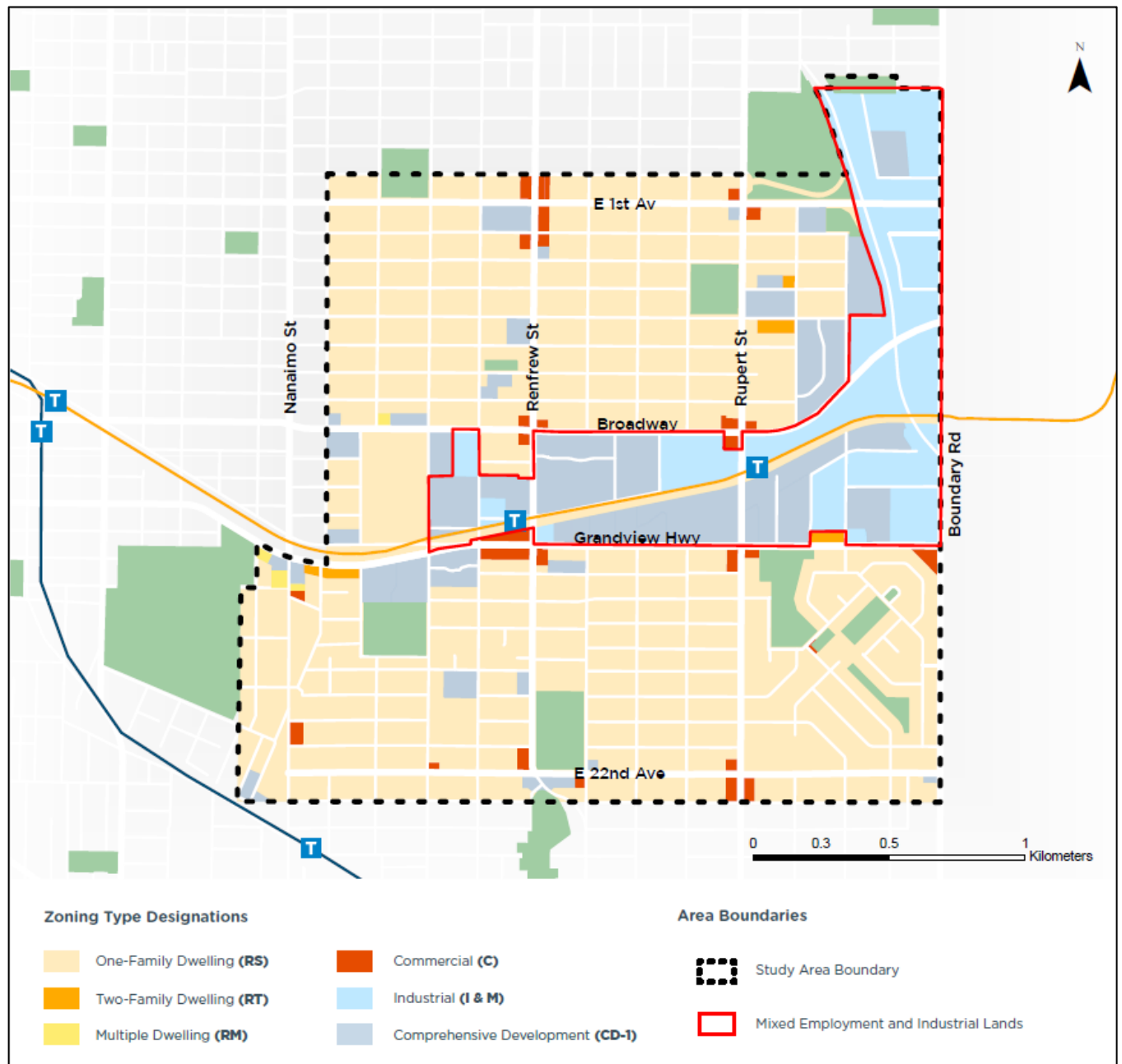


Note: ~~Map A~~ Map A represents the area where the proposed Development Contribution Expectation Policy and Interim Rezoning Policy would apply

- C-2 & C-2C1 Focus Areas
- C-3A & C-2
- RM/ FM Zoning
- RT Zoning Districts
- RS Zoning Districts
- CD-1



Map **C-B**: Rupert and Renfrew Plan Study Area



Note: Map **C-B** represents the general study area for area planning. Not all areas within will be considered for changes to land use designations or zoning.

Note: Amendments to Council-adopted policies will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

\*Proposed amendments per this current Council report are shown in red.

**DRAFT amendments to the Community Amenity Contributions Policy for Rezoning**

# Policy

## Community Amenity Contributions Policy for Rezoning

*Approved by Council January 28, 1999*

*Last amended March 29, 2022 and XX XX [month day, year]*

### **UPDATES:**

#### **Annual Inflationary Rate Adjustment**

On June 23, 2021, Council approved the annual inflationary rate adjustments to the CAC Targets that came into effect on September 30, 2021. To view the approved rates for each of the CAC Target areas, refer to "Table 1: CAC Targets and Eligibility Criteria" in the Appendix of this document.

#### **Marine Landing Policy & Rupert Renfrew Updates**

On December 8, 2021 and March 29, 2022, City Council amended the CAC Policy to make rezoning applications in the Marine Landing Intensive Employment Area in South Vancouver and Grandview-Boundary Mixed Employment Area subject to a Negotiated CAC approach.

If you have any questions or would like more information, please visit [vancouver.ca/financegrowth](http://vancouver.ca/financegrowth) or email [financegrowth@vancouver.ca](mailto:financegrowth@vancouver.ca).

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## Background and Context

Vancouver is supported by an extensive network of public benefits (i.e. amenities and infrastructure). These public benefits play a large role in making Vancouver one of the most livable cities in the world and help attract new residents, employees, and visitors to the city.

The City strives to maintain its existing assets in an appropriate state of repair, and expanding its network of public benefits to address population and employment growth. The City uses the following sources to achieve this:

- **City contributions** – Property tax, user fees (e.g. water and sewer utility fees) and parking revenue, and other operating revenue funds. City contributions primarily fund the maintenance and renewal of existing infrastructure and amenities.
- **Development contributions** – Community Amenity Contributions ('CACs'), Development Cost Levies ('DCLs'), Density Bonus Zoning contributions, connection fees, and other conditions of development. Development contributions primarily fund the provision of new, expanded, or upgraded infrastructure and amenities.
- **Partnership contributions** – External funding from senior governments (i.e. federal, provincial, and regional) or senior government agencies (e.g. Translink), non-profit agencies, foundations, and philanthropists. Partnership contributions help to fund existing or new infrastructure and amenities.

Long-range plans developed by the City (e.g. community plans) "plan ahead" when considering the use of these funding sources. These plans contain detailed expectations on the types of public benefits that will be delivered through the various funding sources used by the City, often summarized in a Public Benefit Strategy. These Public Benefit Strategies are developed through public input and needs assessments, and outline the development contributions anticipated to deliver the growth-related public benefits. The implementation and delivery of these public benefits is done through the City's capital plan and annual budget processes, or through in-kind contributions provided on-site as part of a development.

## Intent

The Community Amenity Contributions Policy for Rezoning ('the Policy') sets out the City's policies around how Community Amenity Contributions ('CACs') are determined, allocated and spent.

**Community Amenity Contributions ('CACs')** are voluntary contributions toward public benefits that are provided by rezoning applicants as in-kind or cash contributions when Council grants additional development rights through the enactment of rezonings. All CACs are negotiated between the applicant and the City (on behalf of Council) with Council as the approving authority and secured as conditions of by-law enactment. CACs come in two forms:

- **In-kind CACs** – A form of CAC where land and/or capital facilities are provided by applicants, typically as an on-site public benefit;
- **Cash CACs** – A form of CAC where a cash payment is provided by applicants in-lieu of providing land and/or capital facilities as a public benefit. Cash CACs are deposited into dedicated reserves and invested through Council approval on public benefits through the City's capital planning and annual budget processes.

## Principles

The following principles for a CAC system were established by the City's Financing Growth (2004) policy:

- Secure amenities through rezoning to help maintain the livability of the city and its neighbourhoods as redevelopment occurs;
- Provide a fair exchange between the amenities being provided, and the new density (or development rights) being granted, so that desired redevelopment occurs and housing affordability is maintained;
- Provide consistency and predictability in the application of CAC Policy, so that developers can anticipate the amenity contributions being sought, and community can expect appropriate amenities that meet local needs when rezoning occurs;
- Be consistent with other City policies;
- Be developed with informed input from stakeholders;
- Be separate from other development charge requirements, to ensure there is not double payments being made for amenity items.

## Policies

### 1 Application of the Policy

- 1.1 CACs will apply to rezoning applications unless it is exempt under policy 8.1 or policy 8.2.
- 1.2 CACs will be negotiated either:
  - (a) based on target contributions ('CAC Targets') provided that the rezoning application meets the locational criteria and eligibility criteria in the [Appendix](#) and is not exempt under policy 8.1 or policy 8.2.
    - (i) CACs determined through CAC Targets under policy 1.2(a) will be restricted in their allocation and use, as summarized in the [Appendix](#), unless otherwise allowed through policy 2.1; or
  - (b) based on negotiations if the rezoning application does not meet the locational criteria and eligibility criteria in the [Appendix](#) and is not exempt under policy 8.1 or policy 8.2.
  - (c) CACs determined through negotiations under policy 1.2(b) will target a minimum of 75%<sup>1</sup> of the increase in land value based upon the rezoning application.

### 2 Eligible Allocation and Use of CACs

- 2.1 The specific amenity to be provided will be determined based on the following criteria:
  - (a) CACs should be growth-related (i.e. serving population and/or employment growth);
  - (b) CACs should be consistent with services provided by the City (i.e. a type of service normally provided or supported by the City and at a service level supported by City policy);

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<sup>1</sup> Except for the addition of penthouse storeys being added in Southeast False Creek where 85% of the increase in land value is targeted as the CAC.

- (c) CACs should be based on public benefits needed by the community as summarized in City/Community Plans or through a site-specific needs assessment where appropriate;
  - (d) CACs should be prioritized to be located in the neighbourhood in which the rezoning takes place and/or serve the site. CACs may also be directed to public benefits that are located outside of the neighbourhood provided that there will be a demonstrable benefit to the community in which the rezoning takes place; and
  - (e) CACs should have long-term operational viability (i.e. long-term operating and maintenance costs are supportable).
- 2.2 Cash or in-kind contributions toward the following categories of public benefits may be considered as CACs, subject to policy 2.1:
- (a) Affordable housing;
  - (b) Childcare;
  - (c) Transportation and public realm;
  - (d) Community facilities (e.g. community/recreation centres; libraries; social facilities such as family/youth/seniors' centres, neighbourhood houses, indigenous-serving spaces, and social non-profit office spaces);
  - (e) Public safety (e.g. fire halls; police stations);
  - (f) Parks and open spaces;
  - (g) Arts and culture spaces (e.g. artist studios; rehearsal spaces; cultural and social hubs; cultural non-profit office spaces; presentation spaces such as theatres, galleries, and music spaces);
  - (h) Heritage conservation
- 2.3 Furnishing, fit-out, and equipment associated with in-kind contributions may be considered as CACs for initial occupancy of affordable housing, childcare, community facilities and arts and culture spaces.
- 2.4 Capital renewal<sup>2</sup> and/or capital renovation<sup>3</sup> costs for any public benefits from policy 2.2 may only be considered as CACs to the extent it can be demonstrated that it provides an incremental benefit beyond what is currently provided to the public and is related to population and/or employment growth.
- 2.5 Reserve funds to support City-owned social facilities, childcare, and cultural spaces may be considered as CACs provided that they be used for major capital maintenance<sup>4</sup> specifically of the following base building components:
- (a) Structure (foundations, basement construction);
  - (b) Shell envelope (superstructure; exterior enclosures; roofing); and/or
  - (c) Electrical and mechanical systems (electrical; elevators; plumbing; HVAC; fire protection)
- 2.6 Capital projects funded through Development Cost Levies ('DCLs') may also be funded through CACs provided they assist in bridging the gap between what DCLs pay for and full cost recovery.

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<sup>2</sup> Capital renewal means the complete replacement or rehabilitation of an existing building/structure.

<sup>3</sup> Capital renovation means additions, expansions, or upgrades that provide improved functionality to an existing building/structure.

<sup>4</sup> Capital maintenance means the replacement of building/structure components that provide no improved functionality to an existing building/structure.

### **3 Ineligible Allocation and Use of CACs**

- 3.1 Any contributions toward the following will not be considered as CACs:
- (a) Capital renewal and/or capital renovation that does not offer an incremental benefit beyond what is currently provided to the public;
  - (b) Capital maintenance unless otherwise allowed under policy 2.5;
  - (c) Operating, programming, and non-capital maintenance, including:
    - (i) Operational and administration costs (e.g. utility costs; salaries; program development; office supplies);
    - (ii) Non-capital maintenance and service fees (e.g. janitorial services; parking; landscaping; fire monitoring);
    - (iii) Office equipment and furnishings unless otherwise allowed under policy 2.3;
  - (d) Disbursement of cash to a non-City entity unless it is directed to non-profit, indigenous, or senior government organizations for the purpose of constructing new capital facilities or capital renovation and is secured for long-term use through legal agreements with the City;
  - (e) Contributions under the categories of public benefits in policy 2.2 that are not secured for long-term use through legal agreements with the City;
  - (f) Seismic upgrades for existing, non-City-owned buildings and structures unless it is eligible under the City's *Heritage Incentive Program Policies and Procedures*.

### **4 Ownership of In-kind CACs**

- 4.1 In-kind CACs from policy 2.2 (except for heritage conservation) may be owned by the City, senior levels of government, or Indigenous or non-profit organizations that have a demonstrated organizational, operational, and financial capacity to run a facility with the programs and services to the satisfaction of the City.
- (a) In-kind CACs owned by the City will be sought as a first priority and will be subject to the following conditions:
    - (i) Applicants will be responsible for constructing, finishing, furnishing, and equipping the in-kind CAC as well as for payment of all applicable up-front development costs;
    - (ii) The size, location, materials, and design of the in-kind CAC will be to the satisfaction of the City and in accordance with applicable guidelines; and
    - (iii) The City will select a non-profit operator if necessary.
  - (b) In-kind CACs that are not owned by the City will be subject to the following conditions:
    - (i) The in-kind CAC must provide amenities, programs, and services that align with the City's priorities, goals, and services that the City is responsible for;
    - (ii) The in-kind CAC must meet a demonstrated community need;
    - (iii) The in-kind CAC must provide community access that is affordable, equitable and accessible;
    - (iv) The in-kind CAC must be secured through legal agreements with the City for ongoing long-term use and availability as if it were a City-owned and operated facility;

- a. The in-kind CAC will be secured on title in perpetuity to the satisfaction of the City, including pursuant to Section 219 covenants and statutory rights of way, and the type of public benefit will be reflected in the applicable zoning by-laws;
  - b. The City will have the option to purchase the in-kind CAC for a nominal amount if a senior level of government, indigenous, and/or non-profit organization is unable to continue ownership of the in-kind CAC;
  - c. The City will have the option to lease the in-kind CAC for a nominal amount if a senior level of government, indigenous, and/or non-profit organization is unable to continue operation of the in-kind CAC;
  - d. Applicants may receive a CAC credit for CACs determined through policy 1.2(b) depending on the amount and degree of affordable community access secured for the in-kind CAC as well as the degree of security related to tenure.
- (v) The in-kind CAC must not be mortgaged or financed for any reasons other than for reasonable on-site capital renewal and improvement of the asset subject to Council approval;
- (vi) Applicants must inform the City of any financial or other agreements in place with respect to the delivery, ownership, or operation of the in-kind CAC in the case of private development partnerships with non-profit organizations;
- (vii) Applicants will be responsible for constructing, finishing, furnishing, and equipping the in-kind CAC as well as for payment of all applicable up-front development costs; and
- (viii) The City will lead the selection of a non-profit operator, if necessary.

## **5 Timing of Payment**

- 5.1 CACs will be secured as conditions of by-law enactment.
- (a) Cash CACs must be paid prior to by-law enactment, except that a portion of cash CACs valued over \$20 million may be deferred on terms and conditions in the City's sole discretion, subject to approval by the City's Risk Management Committee.

## **6 Refunding/Altering CACs**

- 6.1 CACs for rezoning applications that have been approved in principle by Council at Public Hearing, but not yet enacted, cannot be changed without withdrawal of the existing application and submission of a new rezoning application.
- 6.2 CAC payments made to the City will not be refunded after the relevant rezoning application has been enacted.

## **7 Annual Inflationary Adjustments and Updates of CAC Targets**

- 7.1 CAC Targets as shown in the [Appendix](#) will be reviewed for inflationary adjustments on an annual basis to be effective on September 30 of each year.
- 7.2 CAC Targets will be reviewed comprehensively (recalibrated) as part of the City's 4-year capital planning process or, pursuant to Council approval, at an earlier date based upon the recommendation of the Director of Planning.
- 7.3 Increases to CAC Targets under policy 7.1 or policy 7.2 will have no effect if a rezoning application has been submitted prior to the adjustment (in-stream rate protection).

## **8 Exemptions**

- 8.1 Rezoning applications that meet any of the following conditions will be exempt from the application of CACs only to the extent that the following uses comprise a portion of the floor area of the proposed development:
- (a) Social housing that meets the DCL By-law definition;
  - (b) Heritage where existing floor area and bonus floor area is related to heritage conservation;
  - (c) Public schools for Kindergarten to Grade 12;
  - (d) Places of worship that are tax exempt;
  - (e) Community facilities that meet the following criteria:
    - (i) Provides City-related social and/or cultural services;
    - (ii) Operated by a non-profit society;
    - (iii) Open and accessible to all;
    - (iv) Accepted by Council as a public benefit under policy 2.2, policy 2.3, policy 2.4, policy 2.5, or policy 2.6;
    - (v) Secured for long-term use through legal agreements with the City and/or City land ownership.
- 8.2 Rezoning applications that meet any of the following conditions will be exempt from CACs:
- (a) Certain rezonings initiated by the Director of Planning;
  - (b) Rezoning for changes of use, except for changes of use from industrial to commercial, where:
    - (i) the proposed development includes no residential use; and
    - (ii) there is no increase in total floor area;
  - (c) Rezoning to District Schedules that include provisions for 'affordable housing shares' and/or 'amenity shares' as identified in Schedule F of the Zoning and Development By-law;
  - (d) Rezoning for 100% non-strata commercial developments within the South Vancouver Industrial Area as shown in the [Appendix](#) that are not deemed a large site as per the Rezoning Policy for Sustainable Large Developments;
  - (e) Rezoning for routine, lower density secured market rental that comply with the City's rental policies as shown in Table 1.

**Table 1: Exemptions for Routine, Lower Density Secured Market Rental Rezoning Applications<sup>(a)</sup>**

Areas	Zoning District	Rezoning to Specific Height
Mixed-Use Commercial/ Residential Areas	C-1	<= 4 storeys
	C-2 zones	<= 6 storeys
	C-3A	Refer to local height maximums in C-3A guidelines
	MC-1	<= 6 storeys
Residential Areas	RS/RT zones	<= 5 storeys
	RS/RT zones (in community plan areas) <sup>(b)</sup>	<= 6 storeys
	RM zones (applicable to infill projects where existing rental units are not demolished)	<= 6 storeys

Notes:

- a. Table excludes the Oakridge Municipal Town Centre area in the Cambie Corridor
- b. RS/RT applies to Cambie Corridor, Marpole, Grandview-Woodland, and Joyce-Collingwood Station Precinct

## 9 Annual Reporting

- 9.1 A report to Council on CACs will be produced on an annual basis and be made available to the public.

## Appendix

This Appendix consolidates select Council-approved CAC policies into this Policy. If there is any discrepancy between other Council-approved CAC policies and this Policy, the latter will prevail.

The City's VanMap application contains information on development contributions. If there is any discrepancy between VanMap and this Policy, the latter will prevail.

**Table 1: CAC Targets and Eligibility Criteria**

Map	CAC Target Area and Eligibility Criteria <sup>(a)</sup>	CAC Target <sup>(b)</sup> (effective Sept 30, 2021)	Allocation of CAC <sup>(c)</sup>
<b>Map A</b> (Southeast False Creek)	Rezoning applications on sites zoned M-2 up to 3.5 FSR as shown in Map A. Additional CAC will be negotiated > 3.5 FSR.	\$729.92/m <sup>2</sup> (\$67.81/ft <sup>2</sup> )	Affordable housing in Southeast False Creek
<b>Map B</b> (Cambie Corridor)	Rezoning applications for 4-storey residential as shown in Map B	\$777.85/m <sup>2</sup> (\$72.27/ft <sup>2</sup> )	As per the Cambie Corridor Public Benefits Strategy
	Rezoning applications for 4-storey mixed-use as shown in Map B	\$216.03/m <sup>2</sup> (\$20.07/ft <sup>2</sup> )	
	Rezoning applications for 6-storey residential as shown in Map B	\$1,112.75/m <sup>2</sup> (\$103.38/ft <sup>2</sup> )	
	Rezoning applications for 6-10 storey mixed-use as shown in Map B	\$1,209.92/m <sup>2</sup> (\$112.41/ft <sup>2</sup> )	
<b>Map C</b> (Little Mountain Adjacent Area)	Rezoning applications for 4-6 storey apartments as shown in Map C	\$512.03/m <sup>2</sup> (\$47.57/ft <sup>2</sup> )	Affordable housing on the Little Mountain site or projects in or around the Riley Park/South Cambie neighbourhood
<b>Map D</b> (Norquay Village)	Rezoning applications on sites zoned C-2 along Kingsway that are less than 1 acre as shown in Map D	\$140.32/m <sup>2</sup> (\$13.04/ft <sup>2</sup> )	As per the Norquay Village Public Benefits Strategy
<b>Map E</b> (Marpole)	Rezoning applications for 6-storey residential as shown in Map E	\$875.03/m <sup>2</sup> (\$81.29/ft <sup>2</sup> )	As per the Marpole Public Benefits Strategy
<b>Map F</b> (Grandview-Woodland)	Rezoning applications in Nanaimo St./ E 12 <sup>th</sup> Ave. shopping nodes as shown in Map F	\$759.99/m <sup>2</sup> (\$70.61/ft <sup>2</sup> )	As per the Grandview-Woodland Public Benefits Strategy
	Rezoning applications in the Midrise Multi-Family areas as shown in Map F	\$253.29/m <sup>2</sup> (\$23.53/ft <sup>2</sup> )	
<b>Map G</b> (Downtown, Broadway Plan area and Rest of Metro Core)	Rezoning applications for 100% non-strata commercial developments in the Downtown area as shown in Map G	\$170.50/m <sup>2</sup> (\$15.84/ft <sup>2</sup> )	Affordable housing and childcare in the Metro Core (Downtown and Rest of Metro Core)
	<u>Rezoning applications for 100% non-strata commercial developments in the Broadway Plan area as shown in Map G</u>	<u>\$113.63/m<sup>2</sup> (\$10.56/ft<sup>2</sup>)</u>	<u>As per the Broadway Plan Public Benefits Strategy</u>
	Rezoning applications for 100% non-strata commercial developments in the Rest of Metro Core area as shown in Map G	\$113.63/m <sup>2</sup> (\$10.56/ft <sup>2</sup> )	<u>Affordable housing and childcare in the Metro Core (Downtown and Rest of Metro Core)</u>
<b>Key Map</b> (City-wide)	Rezoning applications for 100% institutional developments (i.e. hospitals, community care facilities, and post-secondary schools)	\$32.36/m <sup>2</sup> (\$3.01/ft <sup>2</sup> )	

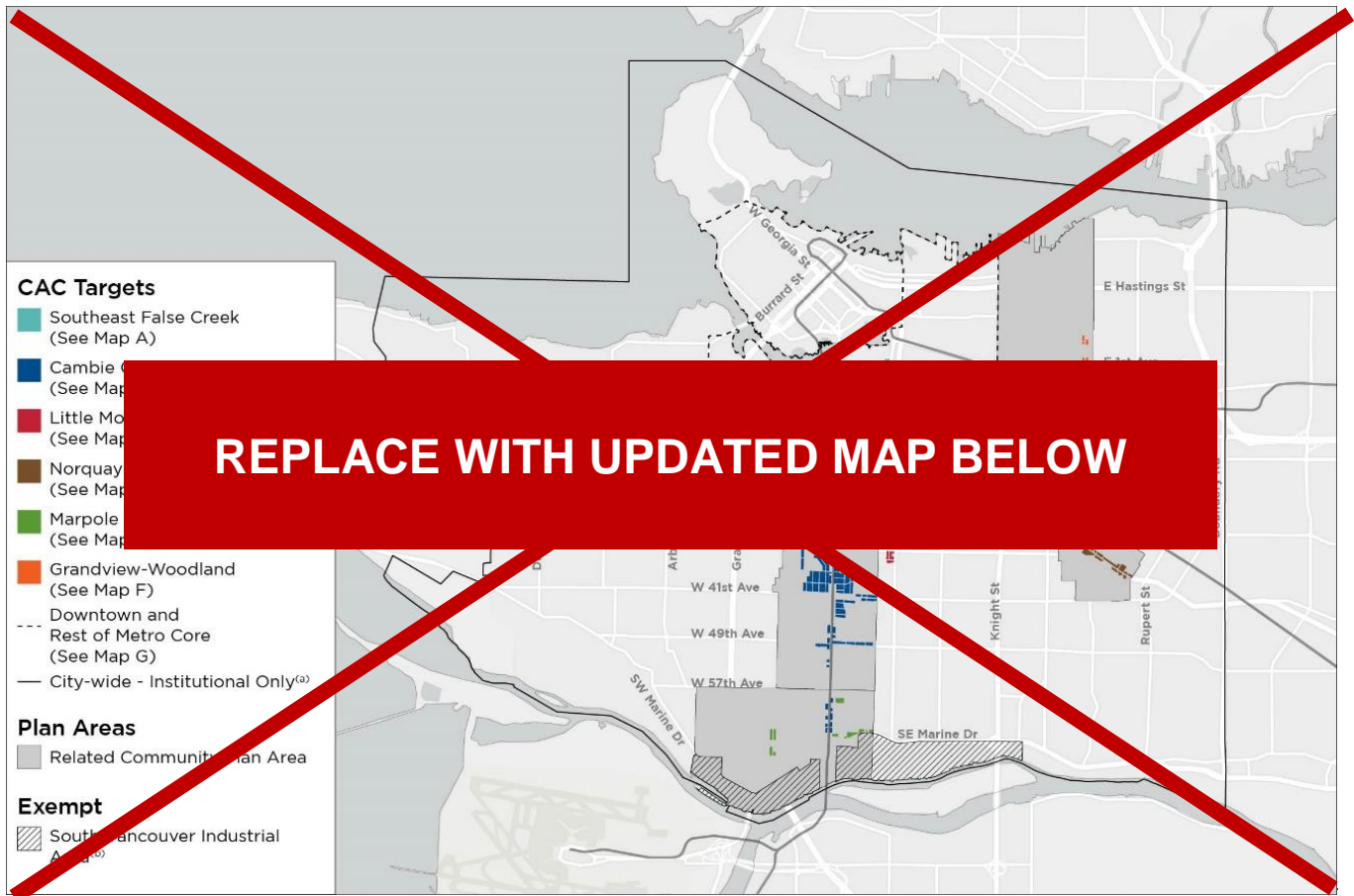
Notes:

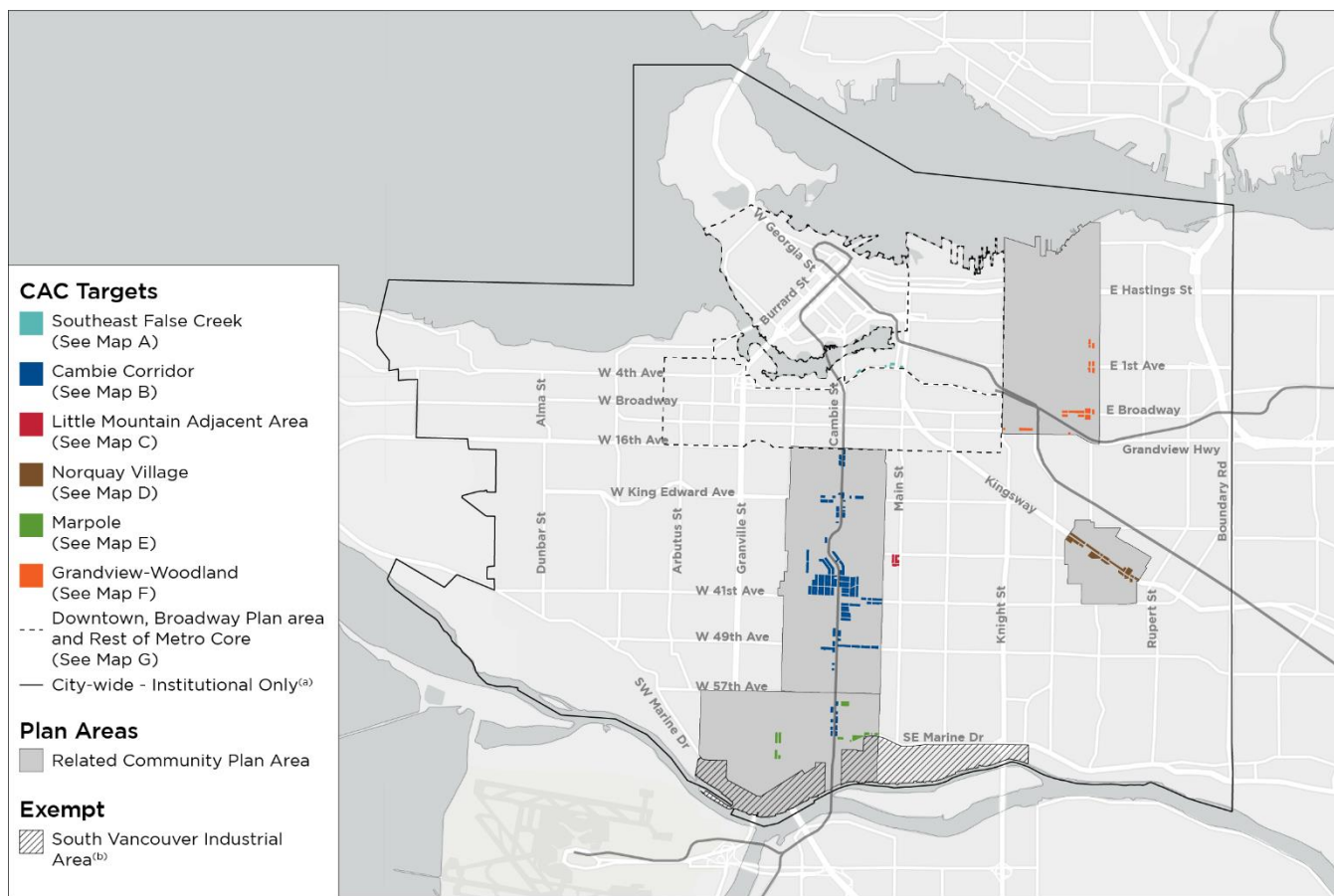
- Secured market rental rezoning applications located within CAC Target areas may be subject to a negotiated CAC as per 1.2(b) of the CAC Policy provided it is not already exempt under Section 8.2(e) of the CAC Policy.
- Calculation based on net additional floor area in excess of the maximum permissible under current zoning. In circumstances where the total floor area is not being increased but involves a conversion of use from industrial to commercial, or non-residential to residential, the CAC will be based on the converted floor area.



- c. CAC Targets may be directed to public benefits located outside of the community provided that the public benefit meets the criteria in policy 2.1.

Key Map





**Notes:**

- Applies to 100% institutional developments (i.e. hospitals, community care facilities, and post-secondary schools).
- Applies to rezoning applications that are exempt under policy 8.2(d).

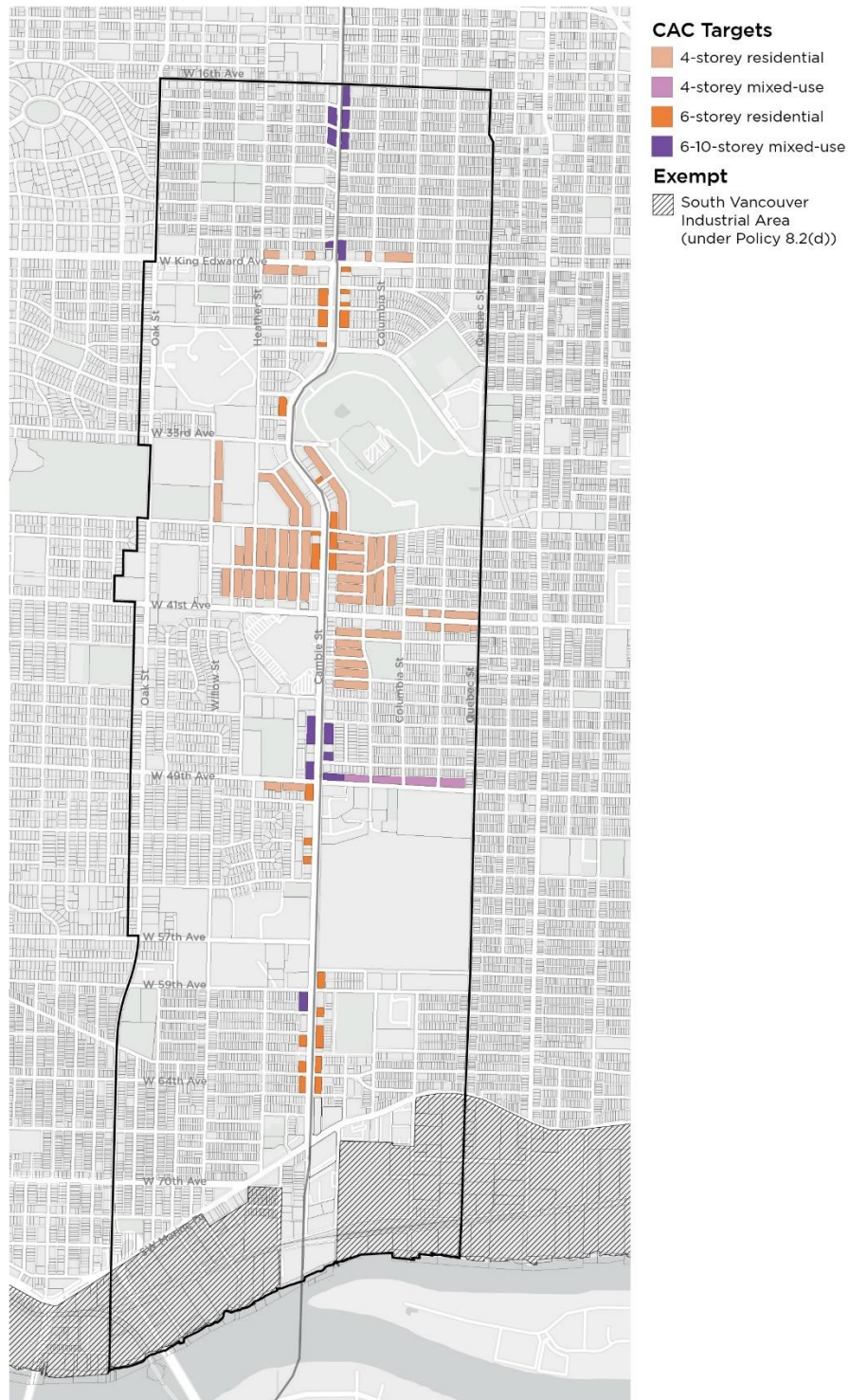
**Map A: Southeast False Creek**



**CAC Target**

■ Remaining private M-2 sites  
(up to 3.5 FSR; additional  
CAC negotiated above  
3.5 FSR)

**Map B: Cambie Corridor**

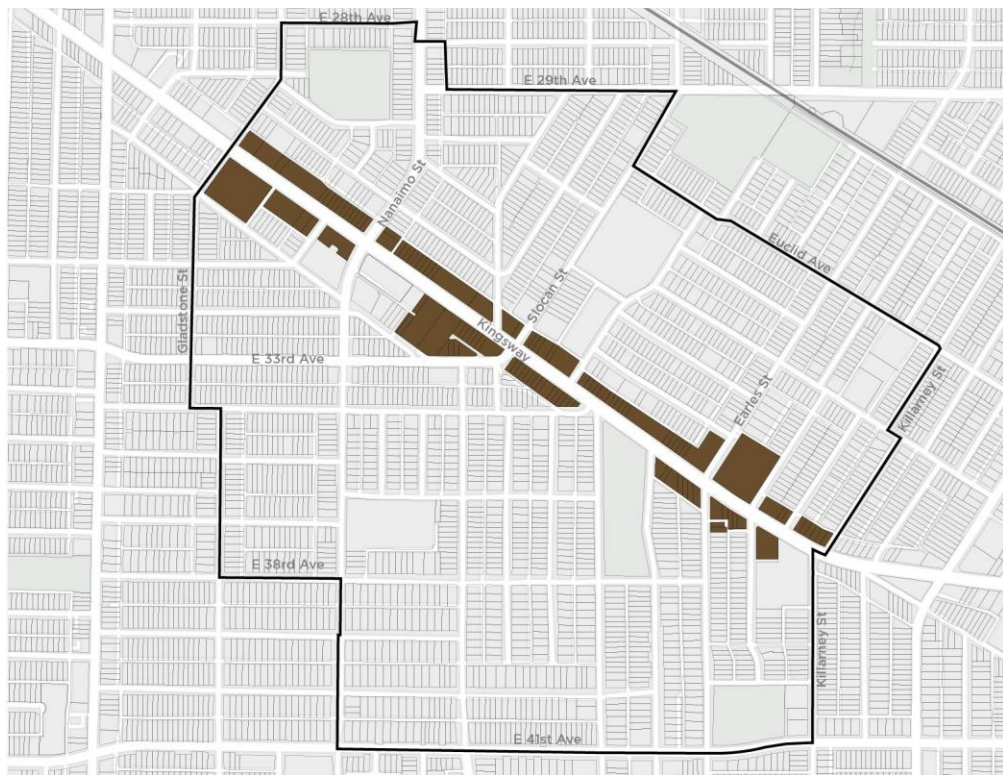


**Map C: Little Mountain Adjacent Area**






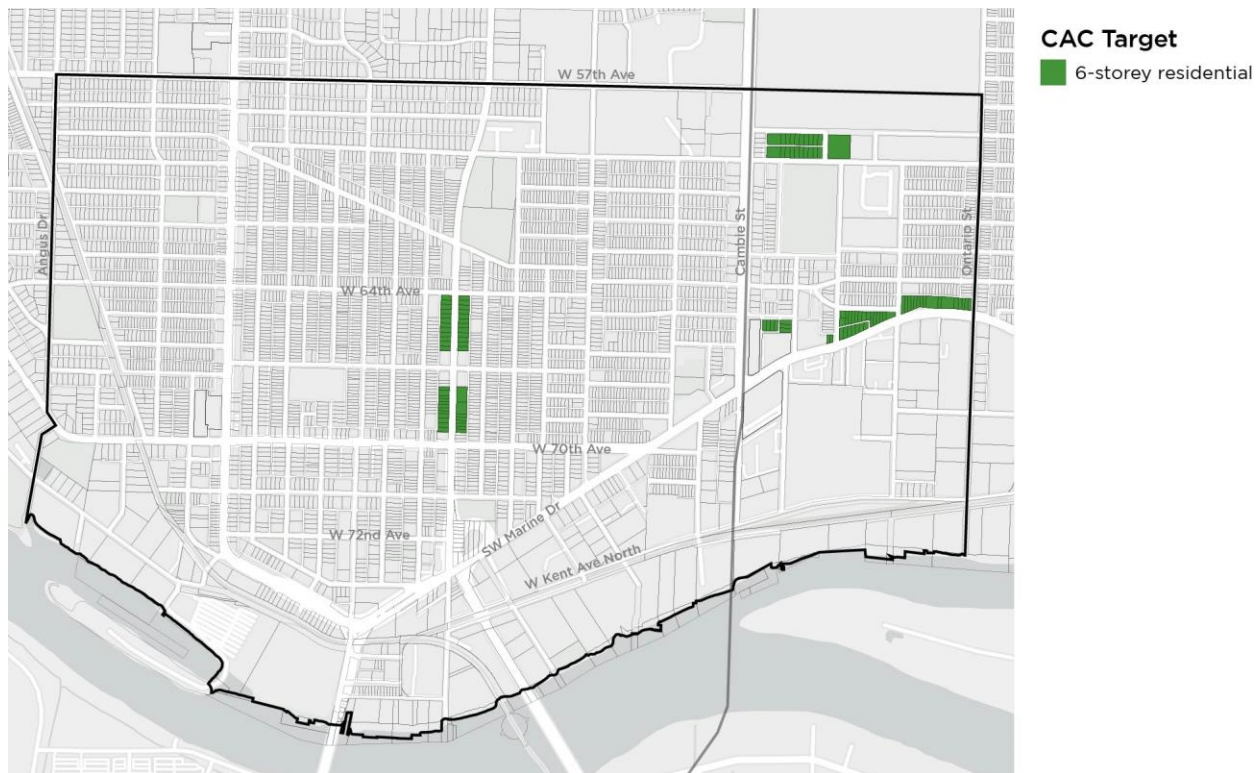
**Map D: Norquay Village**



**CAC Target**

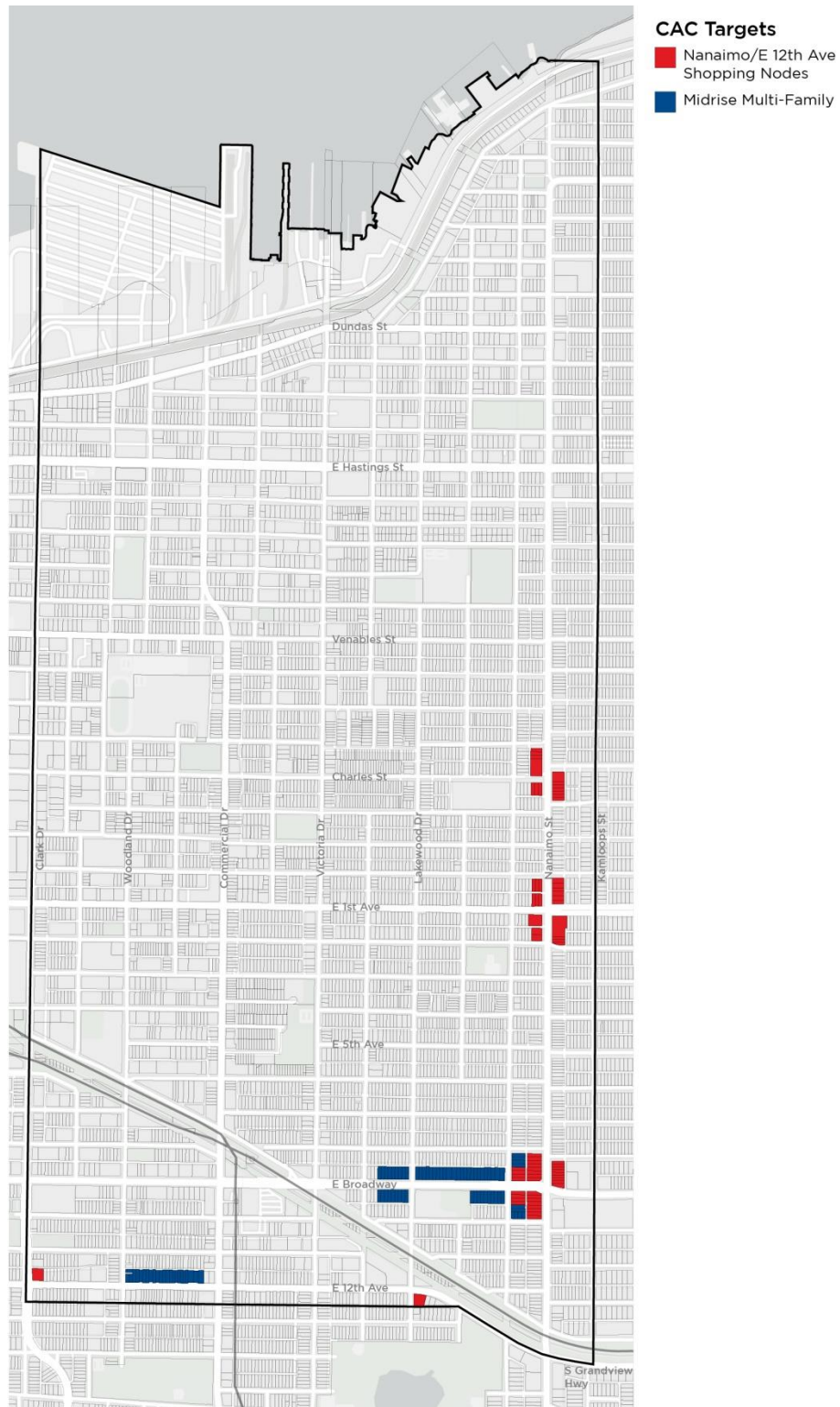
 C-2 sites (only applies to sites < 1 acre)

Map E: Marpole

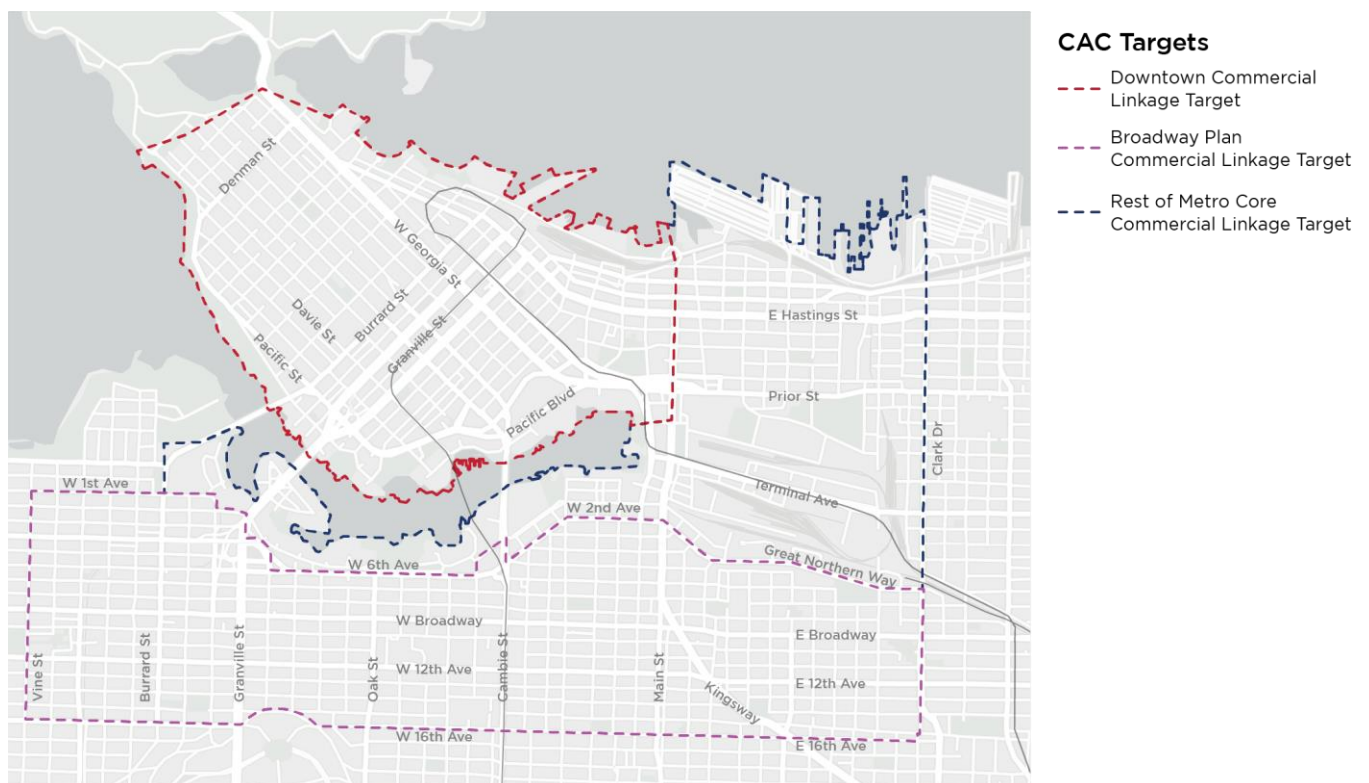
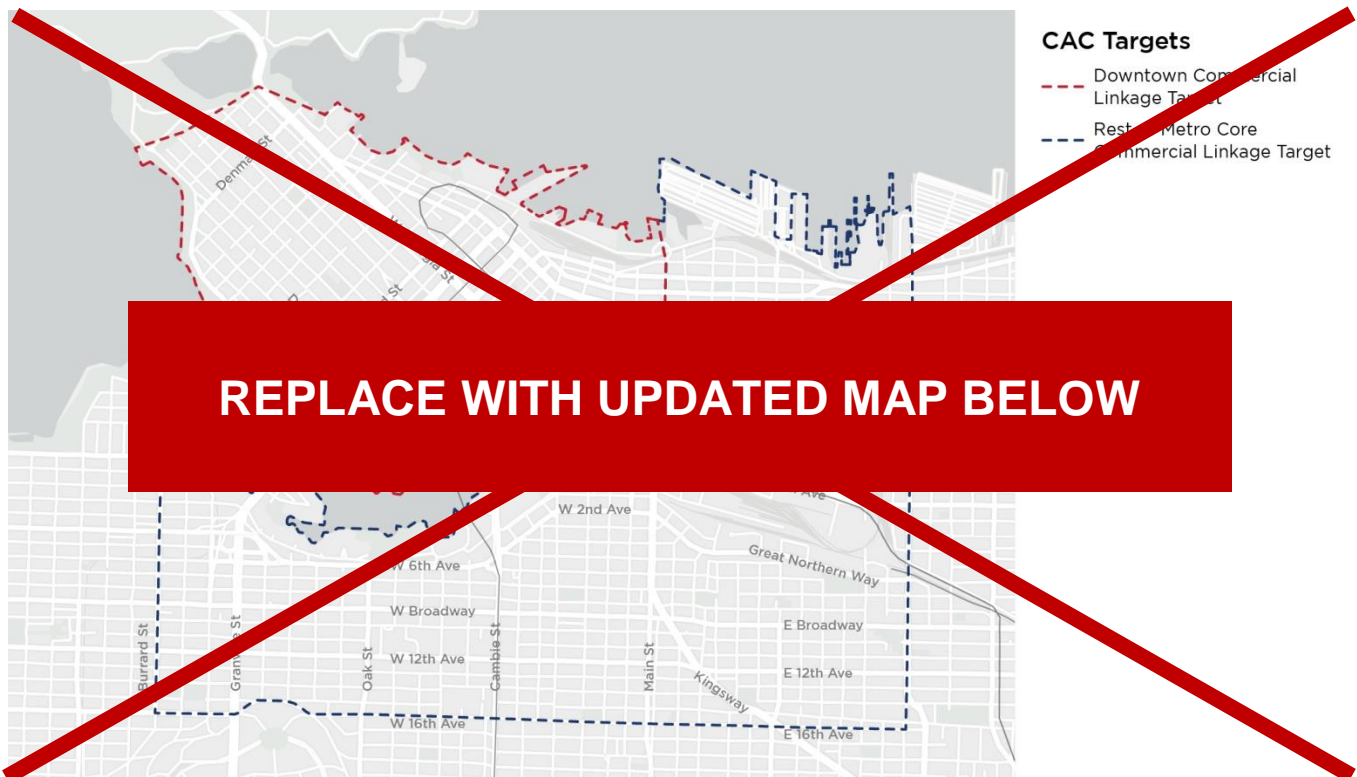




**Map F: Grandview-Woodland**



Map G: Downtown, Broadway Plan area and Rest of Metro Core





# **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**

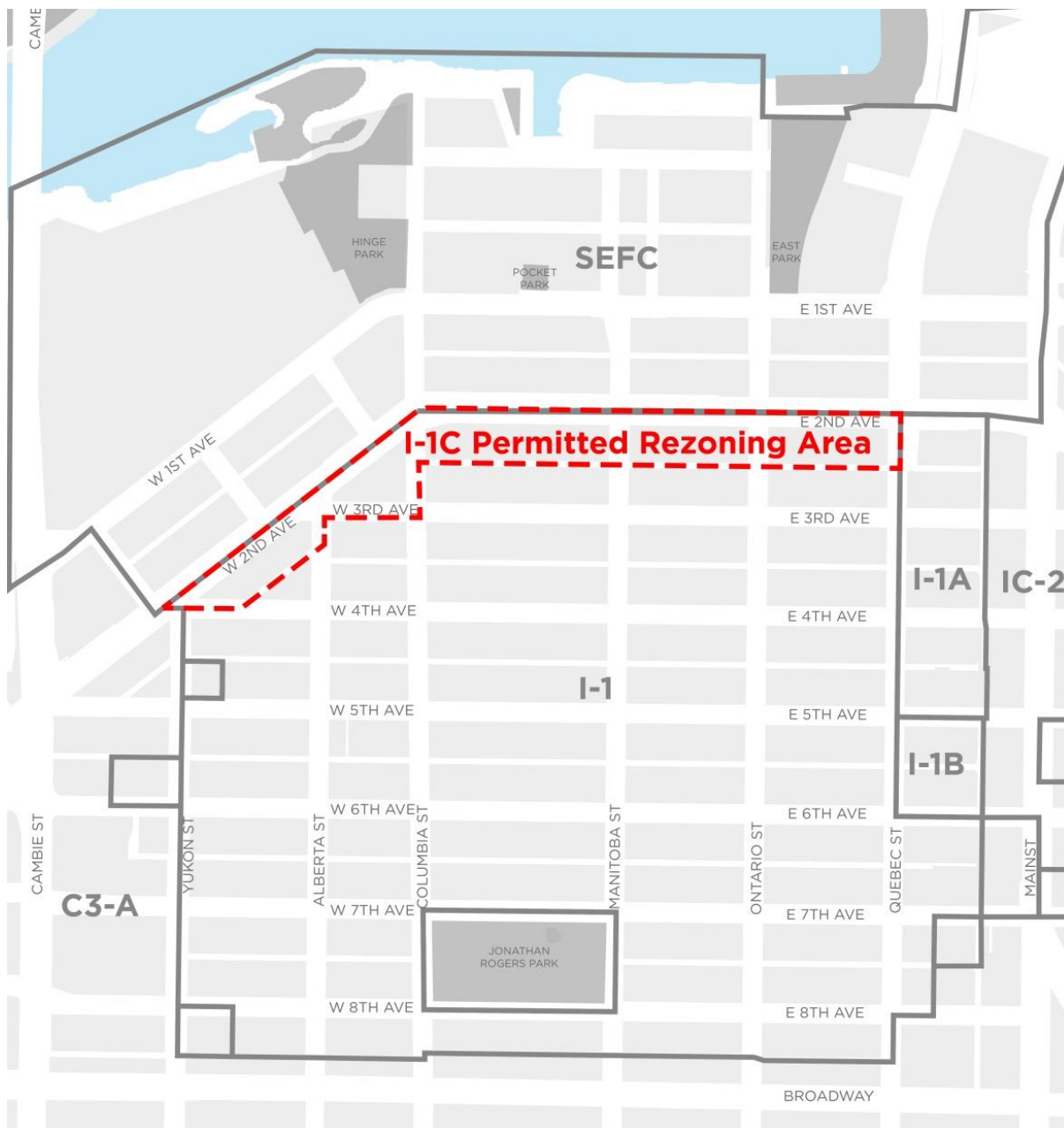
Rezoning applications which seek relief from any of the terms of this rezoning policy may be considered under exceptional circumstances once reported to Council for direction, at the discretion of the Director of Planning.

## 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.

Rezoning 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**



**DRAFT By-law to amend  
Zoning and Development Fee By-law No. 5585  
regarding fees for certain areas under the Broadway Plan**

*Note: A 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 Zoning and Development Fee By-law No. 5585.
2. In Section 2 of Schedule 2, after Map 1, Council adds Map 2, as attached to this By-law in Schedule A.
3. In Section 3(a) of Schedule 2, Council strikes out “Within the downtown area shown on Map 1, where the site area is smaller than 8 000 m<sup>2</sup>.” and substitutes “Within the downtown area shown on Map 1 or the Broadway area shown on Map 2, where the site area is smaller than 8 000 m<sup>2</sup>.”.
4. In Section 3(b) of Schedule 2, Council strikes out “Within the downtown area shown on Map 1, where the site area is 8 000 m<sup>2</sup> or greater but smaller than 40 000 m<sup>2</sup> or where the proposed floor area is greater than 45 000 m<sup>2</sup>.” and substitutes “Within the downtown area shown on Map 1 or Broadway area shown on Map 2, where the site area is 8 000 m<sup>2</sup> or greater but smaller than 40 000 m<sup>2</sup> or where the proposed floor area is greater than 45 000 m<sup>2</sup>.”.
5. In Section 3(c) of Schedule 2, Council strikes out “Outside the downtown area shown on Map 1, where the site area is smaller than 8 000 m<sup>2</sup>.” and substitutes “Outside the downtown area shown on Map 1 or Broadway area shown on Map 2, where the site area is smaller than 8 000 m<sup>2</sup>.”.
6. In Section 3(d) of Schedule 2, Council strikes out “Outside the downtown area shown on Map 1, where the site is 8 000 m<sup>2</sup> or greater but smaller than 40 000 m<sup>2</sup> or where the proposed floor area is greater than 45 000 m<sup>2</sup>.” and substitutes “Outside the downtown area shown on Map 1 or Broadway area shown on Map 2, where the site area is 8 000 m<sup>2</sup> or greater but smaller than 40 000 m<sup>2</sup> or where the proposed floor area is greater than 45 000 m<sup>2</sup>.”.
7. In Section 8(a) of Schedule 2, Council strikes out “Within the downtown area shown on Map 1:” and substitutes “Within the downtown area shown on Map 1 or the Broadway area shown on Map 2:”.
8. In Section 8(b) of Schedule 2, Council strikes out “Outside the downtown area shown on Map 1:” and substitutes “Outside the downtown area shown on Map 1 or the Broadway area shown on Map 2:”.
9. A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.
10. This By-law is to come into force and take effect on the date of its enactment.

Schedule A

Map 2



**TRACKED CHANGES VERSIONS OF DRAFT BY-LAWS**

**1. ZONING AND DEVELOPMENT FEE BY-LAW NO. 5585**

**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. 14877 ENTITLED BROADWAY PLAN** REPRESENT THE AMENDMENTS BEING PROPOSED TO COUNCIL FOR APPROVAL. SHOULD THERE BE ANY DISCREPANCY BETWEEN THIS BLACKLINE VERSION AND THE DRAFT AMENDING BY-LAWS, THE DRAFT AMENDING BY-LAWS PREVAIL**



# BY-LAW NO. 5585

## Schedule 2

### Text Amendments (Except CD-1)

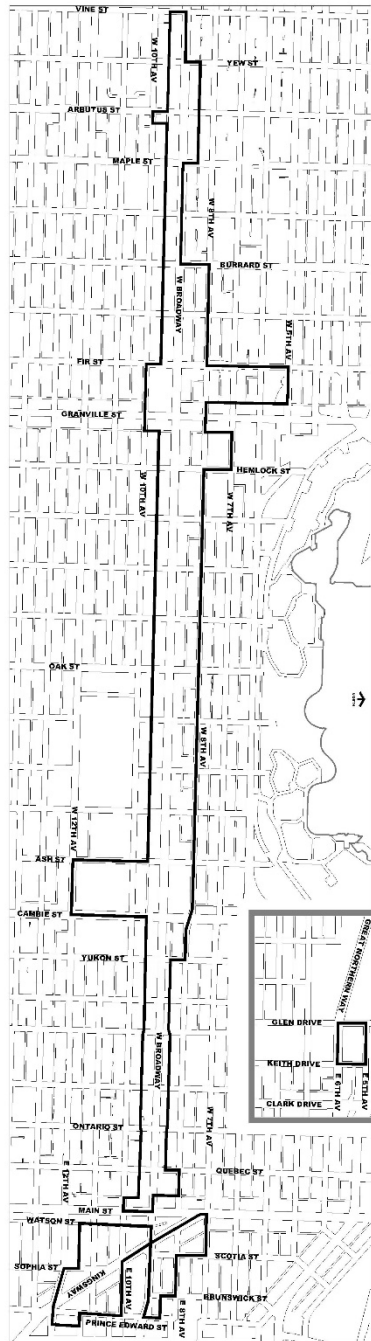
- |    |   |             |
|----|---|-------------|
| 2. | For an amendment to the text of the Zoning and Development By-law | \$33,400.00 |
|----|---|-------------|

Map 1



Map 2





**New CD-1 or Amendment to Existing CD-1**

3. For an amendment to the Zoning District Plan to redesignate from a zoning district to a new Comprehensive Development District,  
- or -  
For an amendment, in terms of permitted uses and regulations, to an existing Comprehensive Development District By-Law:

- (a) ~~Within the downtown area shown on Map 1, where the site area is smaller than 8 000 m<sup>2</sup>:~~ Within the downtown area shown on Map 1 or the Broadway area shown on Map 2, where the site area is smaller than 8 000 m<sup>2</sup>:

Up to 2 000 m <sup>2</sup> site area	\$154,100.00
For each additional 100 m <sup>2</sup> of site area or part thereof	\$1,090.00
Maximum fee	\$233,900.00

- (b) ~~Within the downtown area shown on Map 1, where the site area is 8 000 m<sup>2</sup> or greater but smaller than 40 000 m<sup>2</sup> or where the proposed floor area is greater than 45 000 m<sup>2</sup>:~~ Within the downtown area shown on Map 1 or Broadway area shown on Map 2, where the site area is 8 000 m<sup>2</sup> or greater but smaller than 40 000 m<sup>2</sup> or where the proposed floor area is greater than 45 000 m<sup>2</sup>:

For the first 8 000 m <sup>2</sup> of site area	\$195,800.00
For each additional 100 m <sup>2</sup> of site area or part thereof	\$1,400.00
Maximum fee	\$1,671,000.00

- (c) ~~Outside the downtown area shown on Map 1, where the site area is smaller than 8 000 m<sup>2</sup>:~~ Outside the downtown area shown on Map 1 or Broadway area shown on Map 2, where the site area is smaller than 8 000 m<sup>2</sup>:

For the first 2 000 m <sup>2</sup> of site area	\$64,300.00
For each additional 100 m <sup>2</sup> of site area or part thereof	\$1,090.00
Maximum fee	\$233,900.00

- (d) ~~Outside the downtown area shown on Map 1, where the site area is 8 000 m<sup>2</sup> or greater but smaller than 40 000 m<sup>2</sup> or where the proposed floor area is greater than 45 000 m<sup>2</sup>:~~ Outside the downtown area shown on Map 1 or Broadway area shown on Map 2, where the site area is 8 000 m<sup>2</sup> or greater but smaller than 40 000 m<sup>2</sup> or where the proposed floor area is greater than 45 000 m<sup>2</sup>:

For the first 8 000 m <sup>2</sup> of site area	\$195,800.00
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For each additional 100 m <sup>2</sup> of site area or part thereof	\$1,400.00
Maximum fee	\$1,671,000.00
(e) Where the site area is 40 000 m <sup>2</sup> or greater:	
For the first 40 000 m <sup>2</sup>	\$1,671,000.00
For each additional 100 m <sup>2</sup> of site area or part thereof	\$2,120.00
Maximum fee	\$5,569,700.00

### **Application requiring Rezoning Advice**

8. Despite any other provision in this Schedule 2 to the contrary, the additional fee for an application for a rezoning for reviewing drawings and providing comments prior to an application made under sections 1, 3, 4, 5 or 6.

(a) ~~Within the downtown area shown on Map 1:~~ Within the downtown area shown on Map 1 or the Broadway area shown on Map 2:

Up to 2 000 m <sup>2</sup> site area	\$6,250.00
For each additional 100 m <sup>2</sup> of site area or part thereof	\$111.00
Maximum fee	\$11,140.00

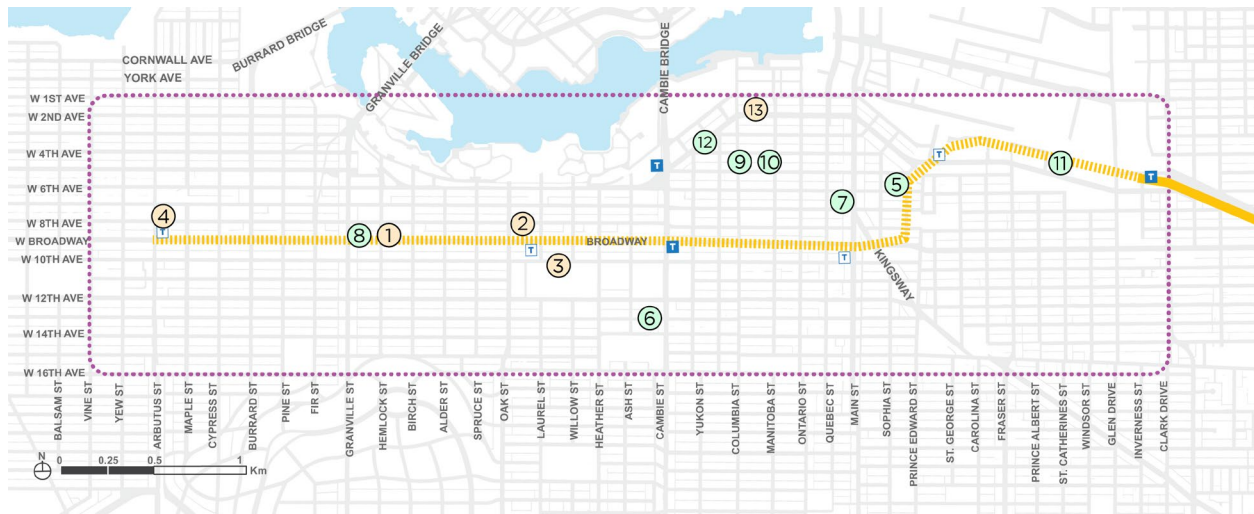
(b) ~~Outside the downtown area shown on Map 1:~~ Outside the downtown area shown on Map 1 or the Broadway area shown on Map 2:

Up to 2 000 m <sup>2</sup> site area	\$4,780.00
For each additional 100 m <sup>2</sup> of site area or part thereof	\$111.00
Maximum fee	\$8,360.00

(c) Additional fee for an application for a rezoning application to review drawings and provide comments prior to an application made under sections 1, 3, 4, 5 or 6 for an incorporated non-profit society or to a governmental agency providing social housing or community services

10% of the regular fee

## Appendix H: Rezoning Applications Considered Under Broadway Plan Interim Rezoning Policy



- ..... Broadway Plan area
- Future Broadway Subway
- T Existing Rapid Transit Station
- T Future Rapid Transit Station
- Millennium Line
- Approved/approved in principle
- Active application

### Pre-existing enquiry/application before Plan Launch

- 1 1395 West Broadway
- 2 901 West Broadway
- 3 855 West 10th Ave
- 4 2091 West 8th Ave
- 5 349 East 6th Ave
- 6 546 West 13th Ave
- 7 188 East 6th Ave

### Social Housing Projects

### Exceptional Circumstances

- 8 1477 West Broadway
- 9 110 West 4th Ave
- 10 150 West 4th Ave
- 11 1980 Foley Street
- Industrial Zoning  
Intensification
- 12 328 West 2nd Ave
- 13 156-180 W 2nd Ave

# **BROADWAY PLAN ONE WATER STRATEGY**

**May 2022**

## EXECUTIVE SUMMARY

The Broadway Plan One Water Strategy has been developed to enable growth in Broadway Plan area while mitigating risk from existing issues and building more resilience to climate change. This strategy was developed concurrent with the creation of the Broadway Plan, and considers multiple objectives:

- **Enable growth and mitigate combined sewer overflows** by undertaking strategic water and sewer upgrades.
- **Increase resilience to climate change** by constructing new stormwater outfalls that adapt to sea level rise and divert water that would otherwise cause flooding and overflows.
- **Improve quality of stormwater and achieve community and ecosystem benefits** by expanded use of green rainwater infrastructure and creating a network of park-like connector streets that manage water and increase biodiversity (referred to as a “blue green system”).
- **Reduce risk of flooding and protect valuable water resources** by expanding on-site groundwater and rainwater management requirements.

The system upgrades and other projects arising from this strategy will be delivered through a combination of development conditions, the Utilities Development Cost Levy (UDCL) program, and renewal.

Expected development conditions for rezoning and development permit applications include:

- On-site (private realm) rainwater management, per the Zoning and Development Bylaw and the Rainwater Management Bulletin.
- On-site (private realm) hydrogeological study and subsequent groundwater management plan if required, per the Zoning and Development Bylaw and the Groundwater Management Bulletin.
- Public realm green rainwater infrastructure to meet Rain City Strategy targets to capture and treat rainwater closer to where it falls, thereby increasing climate resilience and mitigating impacts to the pipe system including combined sewer overflows. Where installation by the development is not feasible, payment in lieu may be considered.
- Sewer pipe upgrades (sanitary, storm) and combined sewer separation where needed to mitigate flood risk based on existing system performance and projected development loads, and to address combined sewer overflows.

Each rezoning or development application will be assessed individually. Specific conditions of development will be dependent on the site and nature of the project.

City-led projects following from the strategy include new stormwater trunks and outfalls, as well as various public realm green rainwater infrastructure initiatives. These opportunities and servicing concepts will be further refined as part of a fully realized integrated water management plan (IWMP) following adoption of the Broadway Plan. An IWMP requires time to analyze and understand the unique characteristics of each watershed as well as the most appropriate interventions and upgrades to service growth and restore ecosystems. The concurrent work on the city-wide Healthy Waters Plan being developed by Engineering Services will also provide direction to the IWMP work.

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## INTRODUCTION

The Broadway Plan One Water Strategy outlines the upgrades and interventions required within the Broadway Plan area's water, sewer and drainage systems to mitigate risk from existing issues, service expected growth and build more resilience to climate change. This strategy was developed in coordination with the Broadway Plan, a 30-year land use plan focusing on opportunities to integrate new housing, jobs and amenities around the new Broadway Subway.

The Broadway Plan (Figure 1) is expected to create capacity for an additional 40,000 - 50,000 residents and 33,000 - 42,000 jobs by 2050. While the pressures of population growth, aging infrastructure and climate change bring challenges, they also present a tremendous opportunity to rethink how we manage water. In response, the City of Vancouver has adopted a One Water planning approach to managing water resources. This approach considers the entire urban water cycle, as well as the natural and built environments, as an integrated system. It values all forms of water including drinking water, wastewater, rainwater, surface water, and groundwater. A One Water system considers all the ways we interact with our water, to prioritize safe access to drinking water where we need it, control and reduce flooding, and collect and treat polluted stormwater runoff and wastewater to protect our health and our creeks, streams, and marine environment.

The Broadway Plan One Water Strategy identifies infrastructure upgrades and adaptation measures to service existing development and growth including strategic use of green rainwater infrastructure (GRI) (nature-based solutions) to treat polluted rainwater and control flooding, as well as tidal protection measures to provide resilience from the impacts of climate change. It also re-affirms the role of private side water measures to manage and reuse rainwater to offset potable water use and reduce run-off from development sites and public lands, and to protect groundwater. These measures will enable the provision of essential services of drinking water, stormwater and wastewater management to a growing population, while providing community and ecosystem benefits.

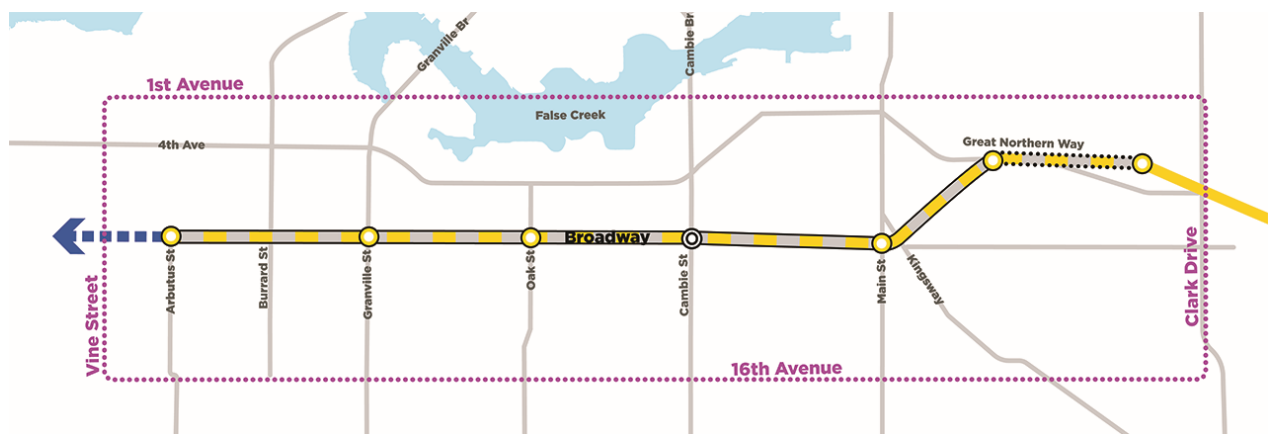


Figure 1: Broadway Plan Area with Subway Alignment

## City-wide Context

The One Water Strategy and policies are supported by city-wide strategies and policies, including:

- ***Healthy Waters Plan (directed by Council, 2020)***
  - Addresses aquatic pollution from combined sewer overflows (CSOs) and urban rainwater runoff and secures adequate sewage and drainage capacity for a growing population and climate change. This multi-phase city-wide sewer and rainwater investment plan is estimated for completion in 2024.
- ***Rain City Strategy (2019)***
  - Provides a roadmap and sets rainwater management targets to reduce pollution from urban runoff, adapt to climate change impacts, reduce the volumes of CSOs and ease the burden on infrastructure associated with increased rainwater volumes and urbanization. The Park Board also endorsed this strategy in February 2020.
- ***VanPlay (2019)***
  - Identify, acknowledge, uncover and connect freshwater features, and historic streams, to both help manage and filter stormwater and increase their visibility.
  - Establish principles and a decision-making framework to determine appropriate locations to incorporate green infrastructure, like bioswales and wetlands, in parks to create wetland habitat, improve water quality, manage stormwater and reduce need for irrigation
- ***Climate Change Adaptation Strategy (2018)***
  - Outlines priority actions for the City to take in order to prepare for the shocks and stresses of climate change. The strategy is comprised of five Core Action areas and 17 Enabling Actions. Core Action areas are as follows:
    - Climate - robust infrastructure
    - Climate - resilient buildings
    - Healthy and vigorous natural areas and green space
    - Connected and prepared communities
    - Coastal preparedness
- ***False Creek Water Quality Improvement Initiative (2018)***
  - City of Vancouver established a Waterfront Initiative for major natural waterways including the Burrard Inlet, False Creek, Lost Lagoon, the Fraser River and Trout Lake that engages First Nations, industry, senior levels of government and adjacent municipalities, and the community to support three goals:
    1. A Thriving Working Waterfront
    2. Safe, Accessible Waterfront Recreation
    3. Restoring Aquatic and Riparian Ecology and Traditional First Nation's Food Sources
  - To support a coordinated and comprehensive approach that considers the suite of actions being advanced across the City, an interdepartmental

action framework — the False Creek Water Quality Improvement Initiative (FCWQII) — has been developed. This framework organizes the key action initiatives being advanced throughout the various departments according to five priority action areas:

1. Partnerships and Interagency Coordination
2. Strategic Planning
3. Research and Assessment
4. Source Control
5. Ecosystem Health Improvement

- ***Greenest City Action Plan – Water Conservation Update (2017)***
  - Meets the Greenest City Action goal to reduce per capita water consumption by 33 per cent from 2006 levels; identifies accelerated residential metering, a rate review to address price of water, and the use of potable water offsets through integrated water management to address population growth, climate change, and the need for equity across potable water users
  - Provides a roadmap leading to updates to the Vancouver Building By-law, increased water efficiency measure for fixtures and appliances (2018), and rainwater harvest and reuse (2018).
- ***Financing Growth Policy (2004)***
  - Provides direction for development projects to contribute towards the infrastructure and amenity costs that result from growth.

## **LAND USE AND GROWTH**

### **Existing Land Use**

The Broadway Plan area has a diverse employment and residential mix that includes established neighbourhoods. As of 2016, more than 78,000 people resided in the area, representing approximately 12 per cent of the city's population. This translates to a relatively high population density, with 91 residents per hectare in the Broadway Plan area, compared to the city average of 54 residents per hectare. A significant portion of the city's rental housing supply is located in the area: as of 2016, 59% of households in Broadway were rental households, compared to 53% city-wide.

Also notable is the amount and diversity of job space: the Broadway Plan area is the second largest job centre in the province with more than 84,400 jobs. The area is a key source of employment for residents within Vancouver and throughout the region, with more than 62,000 people commuting to Broadway for work from outside the area. Broadway is also a regionally important corridor that connects the city to the largest university (UBC) and the largest hospital (Vancouver General Hospital) in Western Canada.

### **Future Land Use and Growth**

As a result of the Broadway Plan, significant growth and development is expected. Development patterns will not be uniform across the entire area and will vary depending on new land use allowances, as well as existing land use (Figure 2).

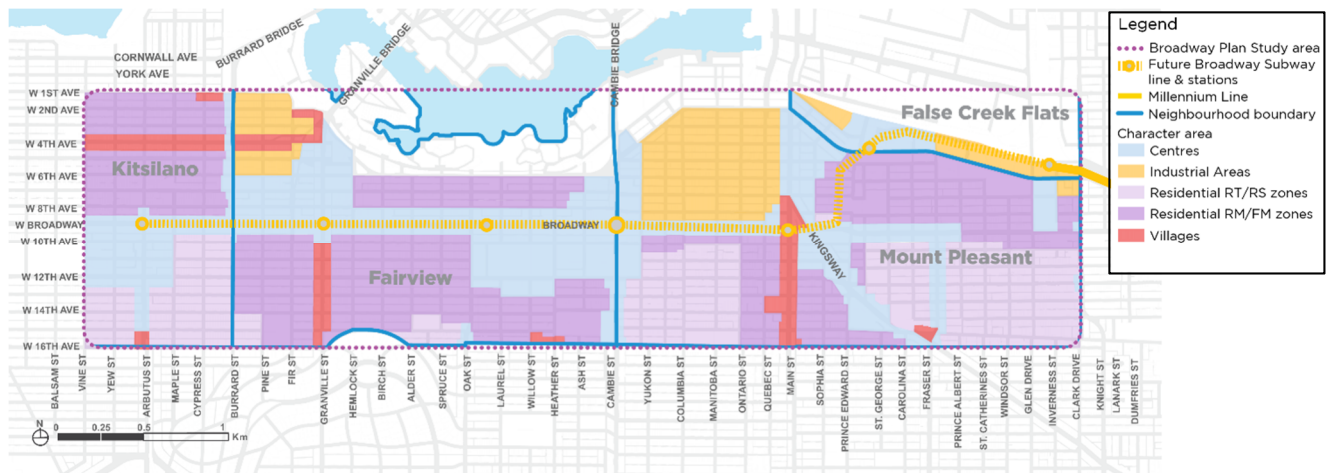


Figure 2: Broadway Plan Character Areas

In general, new development in the Centres, Villages, and Industrial Areas will have limited capacity for site permeability and rainwater infiltration, similar to current conditions with little or no building setbacks. In the Residential Areas, retaining some level of site permeability for rainwater infiltration will be a priority.

Estimates of future population and job growth were prepared as part of the Broadway Plan for utility planning, reflecting a conservative high growth scenario. They include an estimate of growth for large/unique sites within the Broadway Plan area (such as institutional campuses) to permit sizing of key infrastructure (particularly sewers); however those sites will be subject to their own utility servicing studies. Refer to Broadway Plan for further information on future land use allowances and growth estimates.

## SEWER AND DRAINAGE SERVICING

### Plan Area Context

The Broadway Plan area spans five watersheds: Balaclava, Kitsilano-South Granville, Cambie-Heather, China Creek, and Terminal, as shown on Figure 3. The topography of the watersheds (Figure 4) generally consists of highly sloped upper watersheds that drain to low-lying flat land adjacent to False Creek and English Bay.

The existing sewer trunk system (City of Vancouver and Metro Vancouver) is illustrated on Figure 5. Only large diameter sewers (trunks) and other key infrastructure such as pump stations and force mains are shown, and mainly for systems that service or interact with the Broadway Plan area. Not all pipes are shown on this schematic.

As indicated on the map, City trunks servicing Broadway generally flow from south to north, and discharge either to the Metro Vancouver interceptors (very large trunks running east to west) or to the stormwater or CSO outfalls along False Creek and English Bay.

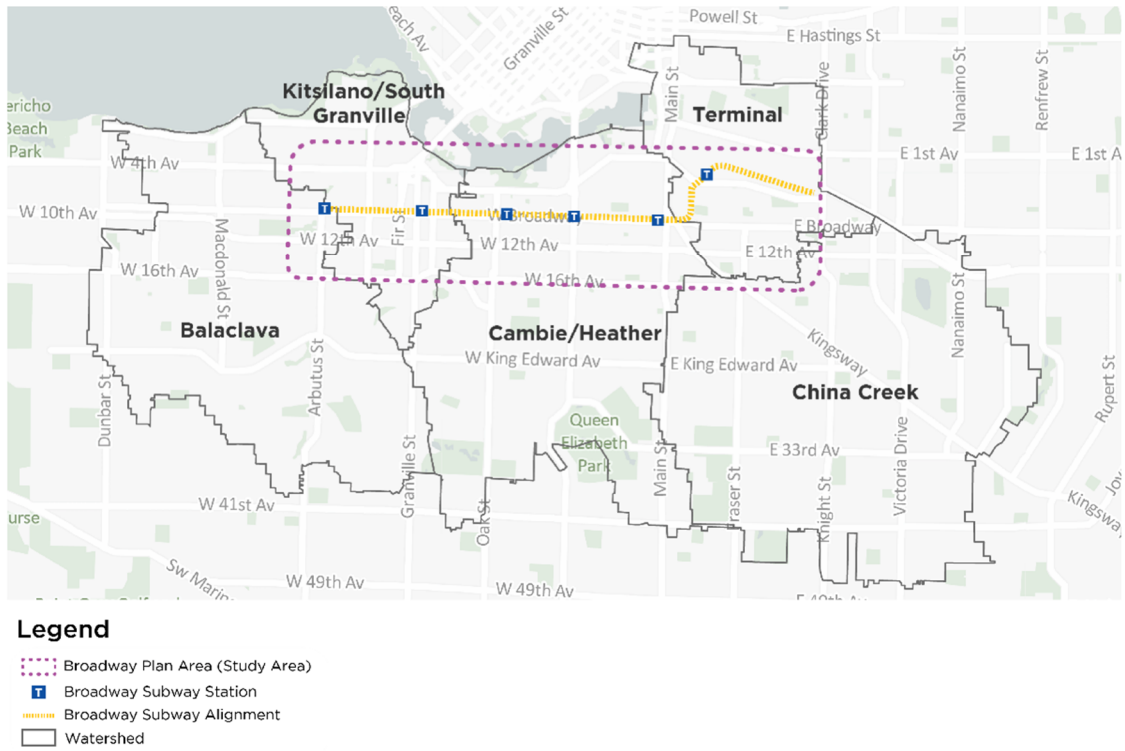


Figure 3. Broadway Watersheds

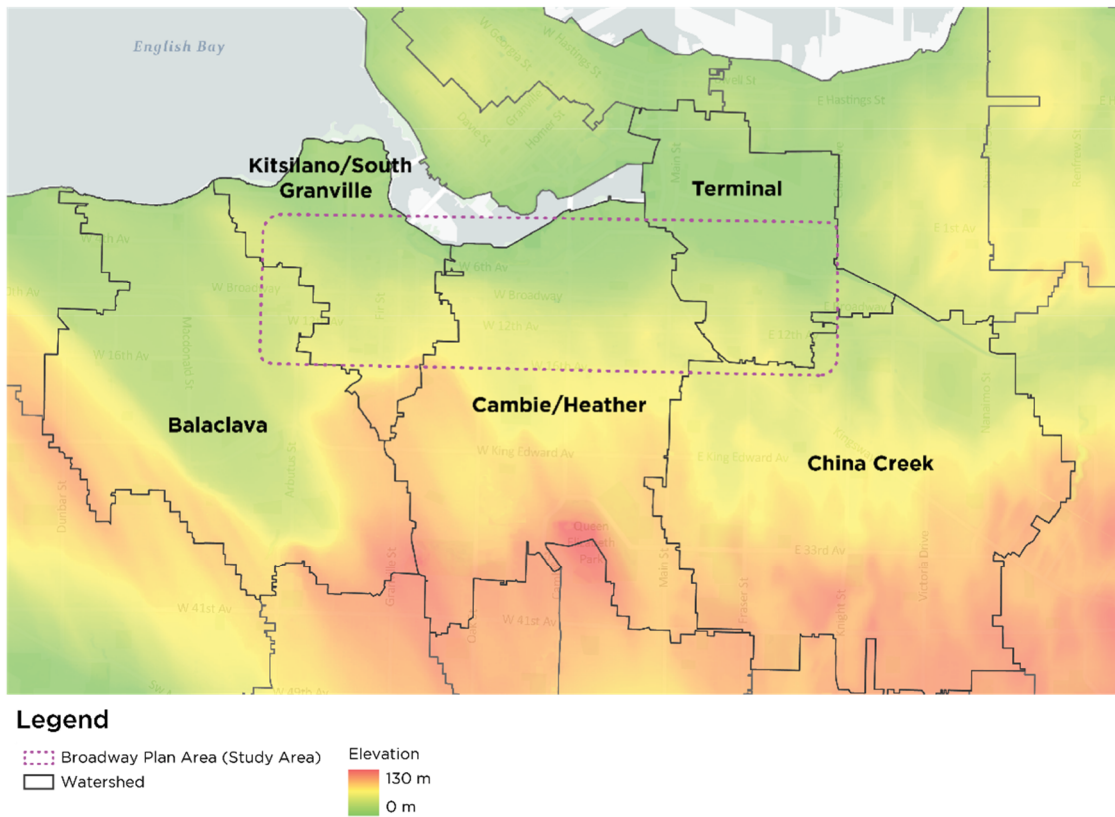


Figure 4. Topography

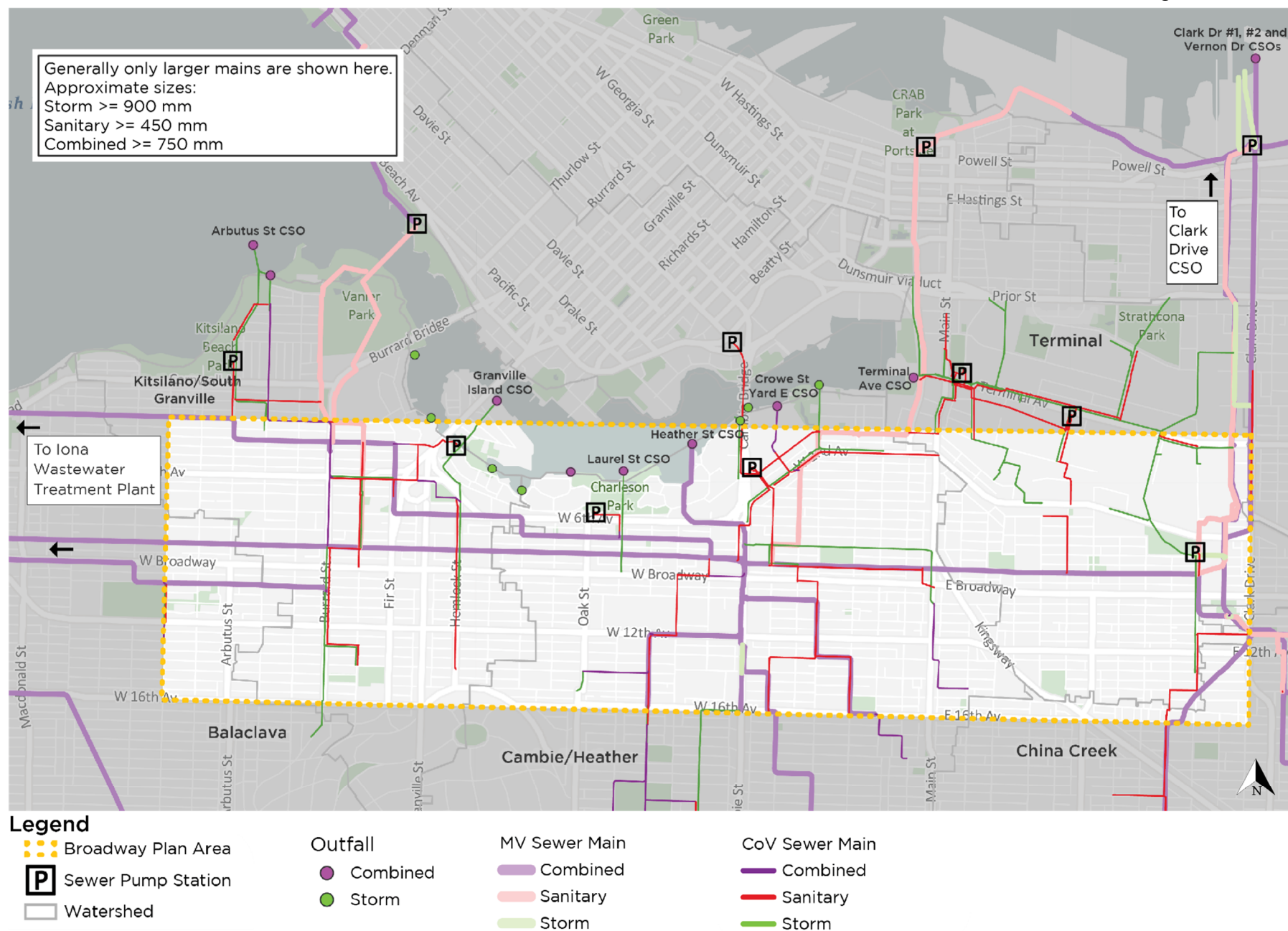


Figure 5. Existing Broadway Trunk Systems



The Metro Vancouver interceptors currently convey combined flow towards the Iona Wastewater Treatment Plant, allowing for the potential of combined sewer overflow to occur at dedicated outfalls during periods of wet weather.

The key existing and future sewer and drainage issues in the Broadway Plan area are described below.

### ***Inland and Coastal Flooding***

Low-lying lands adjacent to False Creek and English Bay are subject to both inland and coastal flooding, which will be exacerbated with sea level rise. Inland flooding is the result of topography, significant rainfall and sometimes high sea levels preventing stormwater from discharging to the ocean by gravity, whereas coastal flooding is the result of ocean water flooding the surrounding land.

Stormwater storage, dykes and drainage pump stations are engineered solutions that are often needed to mitigate negative impacts of inland and coastal flooding.

Key areas of concern are False Creek Flats, False Creek South and Southeast False Creek/Olympic Village, just bordering the Broadway Plan area. Also of concern is Kitsilano Beach/Point. The Broadway Plan area contributes stormwater flows through these low-lying areas and as such the servicing plan must work towards coastal mitigations.

Broadway Plan area is also located at the mid and downstream portions of the five watersheds, with substantial flows being conveyed through the area. As such, major flow paths and depression areas are also at risk of inland flooding.

### ***Combined Sewer Overflows and Stormwater Treatment***

The watersheds are serviced by both separate sanitary and storm sewers as well as combined sewers, which carry both stormwater and sanitary flows. Relative to some other locations in the city, there is a substantial number of separated sewers in the Broadway Plan area (approximately 67%), although there are still significant clusters of local combined pipes and many of the trunks are still combined. The regional Metro Vancouver interceptor system (which conveys flows from Burnaby and Vancouver to Iona Wastewater Treatment Plant) is also a combined system in the Broadway Plan area.

Sewer separation in the area has occurred through renewal-based programs and development, as well as through targeted separation in areas that historically contributed CSO to False Creek. Improved water quality in False Creek and the associated beaches has long been an objective in the planning and upgrading of the Vancouver sewer systems. Combined sewer overflow elimination by 2050 is also a requirement of the Integrated Liquid Waste and Resource Management Plan (2011). In recent years, council has passed motions asking staff to explore options to accelerate CSO elimination and to target continuous improvements over time. The planning in Broadway supports this objective while the city-wide Healthy Waters Plan is under development.

Stormwater discharged to the ocean also needs to be of acceptable quality to not degrade the environment, therefore treatment measures such as GRI or mechanical solutions need to be included in the planned sewer and drainage systems.

### **System Capacity**

The existing performance of the City's sanitary, storm, and combined sewer systems were analyzed as part of development of the plan. The pipe systems in the Broadway Plan area generally have available sanitary dry weather flow capacity (i.e. many pipes are less than 50% full in dry weather), which suggests that there is capacity for new development in many locations.

However, the wet weather performance is variable throughout the area, and this is key to minimizing flood risk. Generally, the combined pipes systems have poor wet weather performance, while the separated systems tend to have good wet weather performance, with some exceptions. Performance of separated systems is generally worst in areas with separated systems that still discharge to downstream combined trunks or with significant numbers of combined service connections in spite of separated sewer mains.

Nonetheless, system capacity is varied and will need to be reviewed for any development application to confirm adequate servicing capacity. It is important to provide adequate flood protection for existing and new customers as part of redevelopment, and for redevelopment to not exacerbate existing issues such as combined sewer overflows.

### **Future Servicing Needs**

Looking to the future, the available capacity of the system will decrease as development progresses and also as a result of climate change. Due to climate change, rain storms are become more intense, increasing the rate of wet weather flows to the sewer systems, and increasing the frequency and severity of basement and surface flooding. Sea level rise will also restrict the ability of the stormwater system to discharge to the ocean, as noted above.

Metro Vancouver's system capacity has not been evaluated directly as part of this plan, however the outcomes of previous Metro Vancouver planning studies have been incorporated. This includes:

- Canoe Creek Sewer Separation Study (McElhanney, 2019)
- Cambie Street Sewer Separation Study (McElhanney, 2019)
- Balaclava Sewer Separation Study (McElhanney, on-going)

The City aims to not increase flows to the Metro Vancouver system over time by balancing increasing sanitary contributions (due to development) against reducing stormwater contributions through sewer separation, new storm trunks and outfalls, and GRI.

These strategies will also help achieve CSO elimination, mitigate flooding, and address stormwater quality in the City's system. The One Water Strategy includes a combination of pipe upgrades and GRI solutions, including public realm enhancement and a reaffirmation of private realm requirements for water management in the Broadway Plan area.

These directions will be implemented through a combination of City-led improvements (funded by the Utilities Development Cost Levy (UDCL), sewer rates and senior government grants); developer-delivered improvements through conditions, and policy.



## **Development Conditions**

All rezoning and development permit applications in the Broadway Plan area will be reviewed to assess utility impacts arising from development. Developments may be subject to conditions in order to help meet the objectives of the One Water Strategy. These conditions may include the following:

- On-site (private realm) rainwater management, per the Zoning and Development Bylaw and the Rainwater Management Bulletin.
- On-site (private realm) hydrogeological study and subsequent groundwater management plan if required, per the Zoning and Development Bylaw and the Groundwater Management Bulletin.
- Public realm green rainwater infrastructure to meet Rain City Strategy targets to capture and treat rainwater closer to where it falls, thereby increasing climate resilience and mitigating impacts to the pipe system including combined sewer overflows. Where installation by the development is not feasible, payment in lieu may be considered.
- Sewer pipe upgrades (sanitary, storm) and combined sewer separation where needed to mitigate flood risk based on existing system performance and projected development loads, and to address combined sewer overflows.

Each rezoning or development application will be assessed individually. Specific conditions of development will be dependent on the site and nature of the project. Further details are provided in the sections below. Latecomer Agreements may be used where upgrades provide sanitary, water or drainage service to sites other than that being developed.

Developments are also required to pay development cost levies including the Utilities Development Cost Levy, which is put towards financing neighbourhood serving water, sewer and drainage (including green rainwater infrastructure) projects in support of development.

### ***Private Realm Water Management***

Consistent with the Council approved Rain City Strategy (2019) and the goal to embrace rainwater as a resource, on-site rainwater management requirements and harvest and reuse of rainwater are reaffirmed as important measures in the Broadway Plan, as is groundwater management as a resource protection and risk mitigation measure.

Rainwater management policies that maximize retention, infiltration, and reuse, and that leverage nature-based solutions where possible, help mitigate the overloading of an already constrained piped system and keep harmful pollutants from entering our receiving waters, while achieving community and ecosystem benefits. The harvest and reuse of rainwater also provides the benefit of offsetting drinking water demands. Groundwater management policies prevent discharge into the piped system and protect against depleting our aquifers. Groundwater can be a future water source while in some locations it may contain environmental pollutants that should not be mobilized or conveyed to receiving waters.

The Rainwater Management and Groundwater Management Bulletins confirm on-site pathways to compliance with the Zoning and Development By-law's "adequate drainage" clause and, while the actual requirements remain the same, it is intended for the

bulletins to be updated following adoption of the Broadway Plan in order to include the Plan area.

The Rainwater Management Bulletin requirements will extend to sites undergoing both rezoning and development permit processes in the Broadway Plan area. Rezoning applications that were previously exempted from the rainwater management requirements, including Passive House developments, will also be required to meet them at development permit. The rainwater volume capture, treatment, and release rate requirements will remain consistent with standards across the city. This move is similar to the expansion of rainwater management requirements that were introduced for the Cambie Corridor and act as a demand-side management measure to reduce the impact of stormwater on the City's drainage and combined sewer systems.

The Groundwater Management Bulletin is also intended to be updated following adoption of the Broadway Plan to include the Plan area as an "area of concern", thereby requiring a hydrogeological study from development applicants (with lower density residential buildings typically being exempted). Other areas of concern for groundwater defined in the bulletin include the designated floodplain, areas with potential soil sensitivity to water table changes, and areas with potential flowing artesian conditions. This bulletin helps the City to preserve sewer system capacity and mitigate CSOs, protect ecosystems and aquifer resources, and minimize other risks (e.g. from flooding, subsidence, etc.).

Harvest and reuse of rainwater is supported by the Vancouver Building Bylaw and encouraged by City of Vancouver for irrigation and toilet flushing, reducing reliance on drinking water and improving the city's long-term drinking water supply resilience.

### ***Public Realm Water Management***

In the public realm, GRI will be a component of street design to manage urban rainwater runoff and enhance the public realm through increased biodiversity, habitat, green space, urban tree canopy, and ultimately a reduction of urban heat island effect. The work will include a combination of linear and potentially district-scale solutions including blue green systems, with discrete and distributed GRI solutions such as bioretention corner bulges, permeable laneways and rainwater tree trenches. These solutions will help the plan area watersheds advance towards meeting the Rain City Strategy targets of capturing and treating 90% of average annual rainfall before release into the receiving waters.

The blue green system is intended to be part of a city-wide network of larger and district scale park-like corridors that manage water, contribute to biodiversity, and support active transportation. In addition to connecting parks and other destinations, some blue green system routes align with major overland stormwater flow paths and may reduce impacts of overland flow in flood prone and low-lying areas.

The blue green system is anticipated to be aligned with, or intercepting major flow paths to help mitigate surface flooding (Figure 6). Development permit and rezoning applicants are expected to work with staff to accommodate and enhance these alignments in the design of buildings, underground structures, open space, and determining setbacks. The blue green system will be delivered in a variety of ways, including City capital investments and conditions of development.

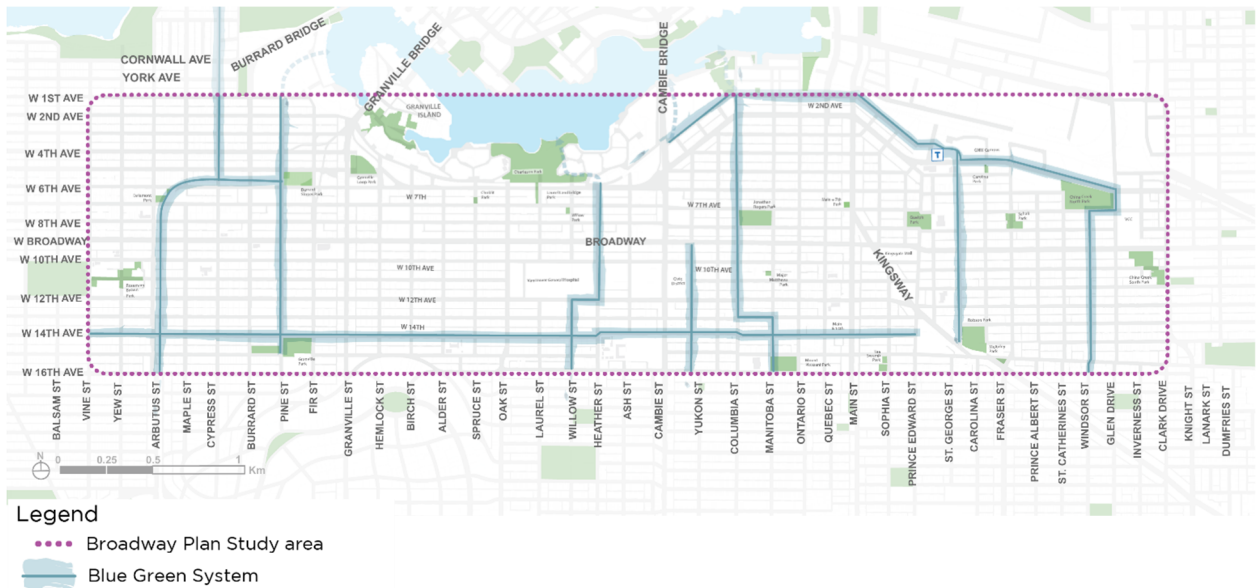


Figure 6. Blue Green Network

Development with frontages along designated blue green system alignments should be designed for stormwater management and to support the protection of existing trees and implementation of significant new plantings through setbacks to underground parking structures and above grade massing, and be designed to activate and acknowledge the network through ground level design and active uses.

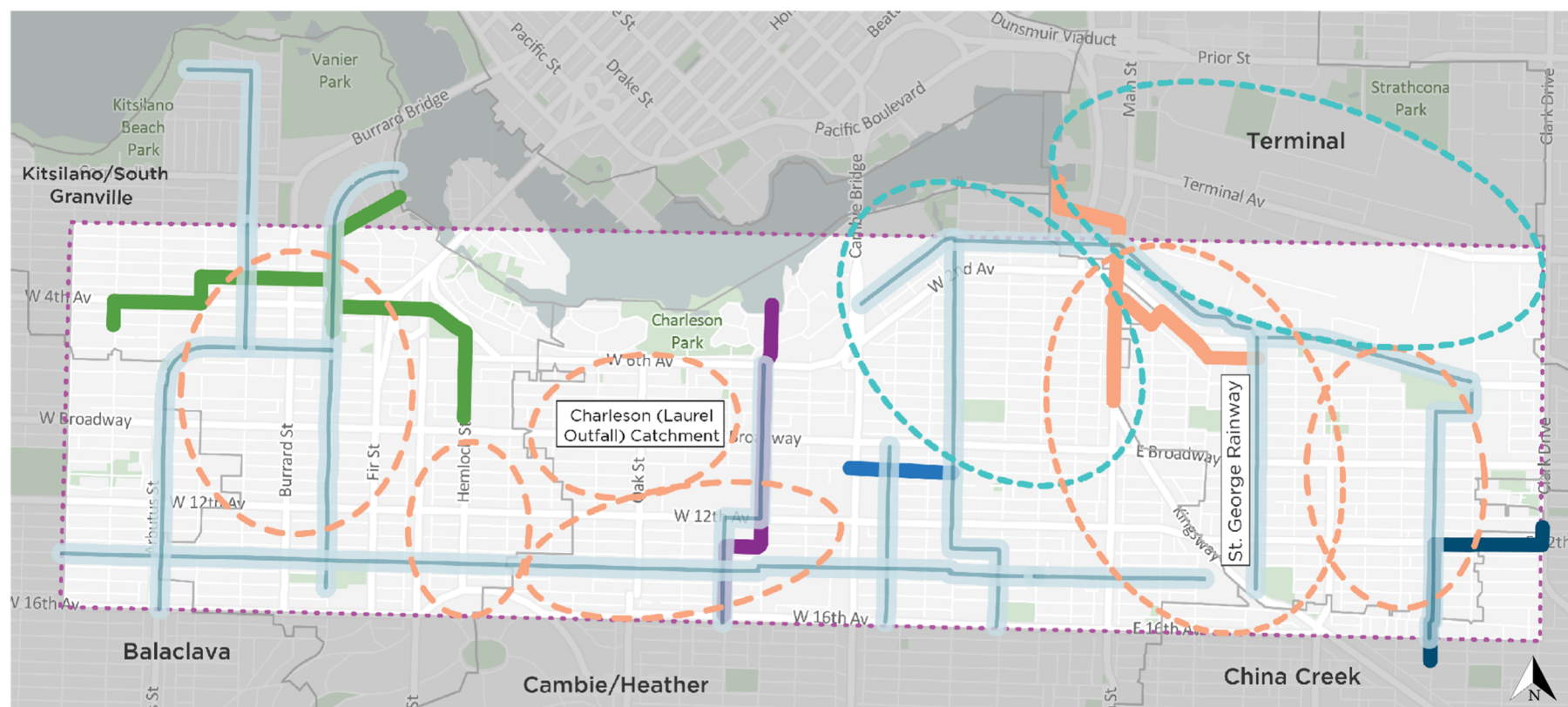
The distributed GRI and the blue green system will be designed, at a minimum, to meet the Rain City Strategy water quality target of 48 mm rainfall managed locally in 24 hours. Context specific designs may be required to improve pipe system performance and in some locations offset local pipe upgrades, and consider major overland flows.

Distributed (frontage) green infrastructure shall be implemented in all areas of the Broadway Plan, with particular attention to areas highlighted on Figure 7. Where delivery of the blue green system or distributed (frontage) GRI is not possible adjacent to new development, payment in lieu options may be explored.

### ***Pipe Infrastructure Upgrades***

Sewer system capacity (sanitary, combined, storm) will be reviewed for all rezoning and development permits in the Broadway Plan area to determine if system upgrades are needed to support growth and provide an acceptable level of service to the site with respect to flooding risk.

The public realm and private realm rainwater management requirements discussed above form an integral part of the Plan's servicing strategy, and work hand-in-hand with targeted pipe system investments such as sewer separation and capacity upgrades , which will still be required in some cases depending on local conditions, as the above requirements individually may not solve all issues.



## Legend

- Broadway Plan Area
- Watershed
- Blue Green System
- Sewer System GRI Priority Area
- Watershed Health GRI Priority Area

## Future Storm Trunks

- Willow Trunk
- W 1st Ave Trunk System and Outfall
- East Park Trunk System and Outfall
- MV: W 10th Ave Branch Upgrade
- MV: Canoe Creek Trunk

This map shows specific areas which would benefit from accelerated or intensified green rainwater infrastructure (GRI) implementation. The delineation of these areas is subject to further study. All GRI priority areas will provide water quality treatment.

Sewer system priority GRI areas address system capacity issues and mitigate CSOs.

Watershed health priority GRI areas primarily address urban heat island effect, and deficiencies in park space, green space, canopy density, and canopy cover.

Nonetheless, public realm GRI and on-site rainwater management is required and beneficial in all areas of Broadway Plan, including as part of development requirements.

Figure 7. Priority Areas for Public Realm Green Rainwater Infrastructure

GRI is not intended to fully offset pipe upgrades in all cases, and plays a different, yet critical and complementary role in managing rainwater. It has a smaller target design storm than pipes, and is intended to provide water quality and volume reduction in addition to environmental benefits. On-site RWM specifically provides water quality treatment to water that falls on the development site, and is necessary to ensure no net increase in volume contributing to CSOs for small and medium rain events. Table 1 describes the different objectives in more detail.

**Table 1. Objectives of Various Stormwater Management Measures as part of Development Conditions**

Measure	Typical Design Storm Event	Intended Benefit
On-site Rainwater Management	Small Events	<ul style="list-style-type: none"> <li>- Provides water quality treatment for runoff generated onsite</li> <li>- Targets no net increase in volume contributing to CSO</li> </ul>
	Medium Event	<ul style="list-style-type: none"> <li>- Prevent any increase in peak flow rate to the sewer system</li> <li>- Mitigates CSO at peak flow rate sensitive CSO locations</li> </ul>
Public Realm Rainwater Management - Distributed GRI	Small Events	<ul style="list-style-type: none"> <li>- Provides water quality treatment for runoff from street in front of the development</li> <li>- Reduces CSO volumes</li> </ul>
Public Realm Rainwater Management - Blue Green System	Small to Large Events	<ul style="list-style-type: none"> <li>- Provides water quality treatment for surface water</li> <li>- Reduces CSO volumes</li> <li>- Can reduce local surface flooding and sewer backup depending on design</li> <li>- Captures overland flow to mitigate flooding impacts in the downstream low-lying areas</li> </ul>
Sewer Upgrades	Medium Events	<ul style="list-style-type: none"> <li>- Provide capacity for growth</li> <li>- Reduces risk of sewer backup and flooding</li> </ul>

**Notes:**

- *Small events = 2 year event or less, 50% or greater chance every year*
- *Medium events = 5 to 10 year events, 20% or 10% chance every year (for trunks, may be up to 25 year events, or 4% chance every year)*
- *Large events = Beyond the medium size events up to the 100 year event (1% chance every year)*

Public realm rainwater management interventions (e.g. GRI) may be oversized to capture medium to large events to offset/defer storm sewer upgrades where, based on asset condition, the sewer still has remaining useful life, but this would be on a case-by-case basis. It would be the responsibility of the applicant to demonstrate that oversizing of required public realm GRI can provide adequate capacity to defer the need for a storm sewer upgrade requirement, considering all factors including back-to-back storm events, and subject to City approval.

## **Major City Initiatives**

The Broadway Plan One Water Strategy includes an initial list of sewer and drainage projects, summarized below, which are needed to achieve stated objectives. Additional or alternative projects (including optimizing the balance of grey and green infrastructure solutions) may be identified as planning work in the Broadway Plan area is refined in the future.

### ***City Trunk System Projects***

Key components of the identified trunk system projects include new stormwater trunks and outfalls, and sanitary trunk upgrades. These include improvements to City infrastructure as well as Metro Vancouver related infrastructure, as detailed in their sewer separation plans, and are identified on Figure 8.

Sanitary trunk upgrades are required to increase servicing capacity for growth, and to reduce risk of wet weather flooding or dry weather sanitary sewer overflows.

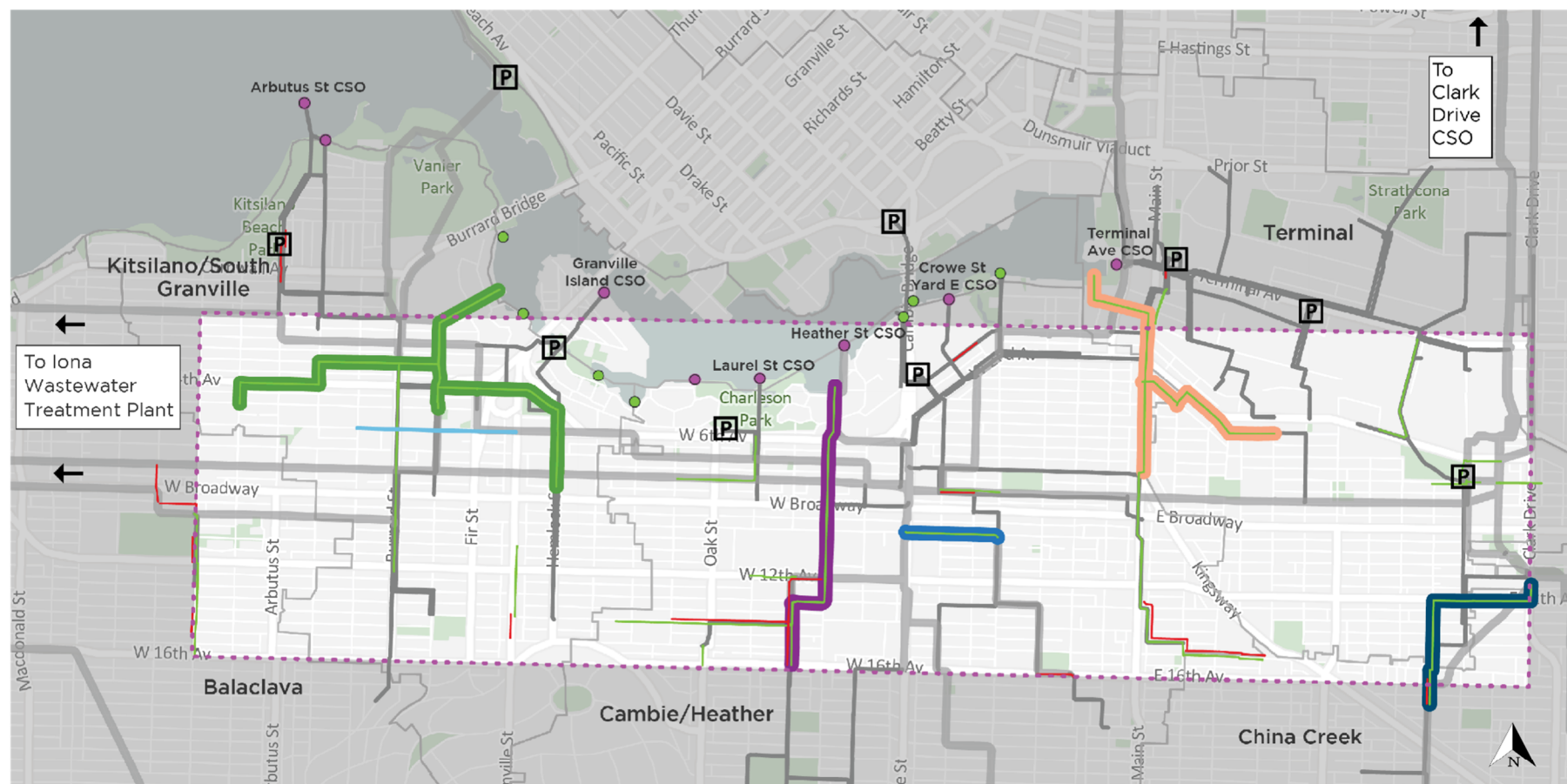
Sanitary pump station capacity upgrades may also be necessary over time. The need for and timing of these upgrades will be determined based on flow monitoring and growth patterns. In some cases, separation of upstream systems will remove contributing stormwater and open up capacity for sanitary servicing of new growth.

Stormwater trunks and outfalls are necessary to discharge separated stormwater to receiving water bodies, rather than contributing to the combined Metro Vancouver interceptor system, in order to work towards separation goals and eliminate CSOs. They are also necessary to relieve capacity constraints in the existing combined system, thereby reducing flooding risk. Notably, the Willow Stormwater Trunk (Figure 8) has immediate benefits in reducing flooding risk both in the Broadway Plan area and in the neighbouring Cambie Corridor. The proposed W 1st Avenue Stormwater Trunk and Outfall may be able to eliminate the need for upgrading of the stormwater capacity of the Metro Vancouver Broadway Branch of the Balaclava Trunk.

Drainage (stormwater) pump stations for outfalls may be needed at select locations as part of coastal flooding and sea level rise mitigation, including the outfall at the end of Terminal Avenue near Science World. In order to minimize the need for drainage pump stations, proposed sealed/pressurized storm trunks and outfalls will convey stormwater from upper elevations of the watersheds to the ocean by gravity, without being permitted to overflow to the local pipe system and ground surface in low-lying areas. Several of these systems are currently being proposed (Figure 8) including:

- East Park Stormwater Trunk and Outfall;
- W 1<sup>st</sup> Avenue Stormwater Trunk and Outfall; and
- potentially Willow Trunk (to be determined based on upcoming concept development).





## Legend

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>■ Broadway Plan Area</li> <li>□ Watershed</li> <li>Existing Infrastructure <ul style="list-style-type: none"> <li>● Combined Outfall</li> <li>● Storm Outfall</li> </ul> </li> <li>■ Sewer Pump Station</li> <li>— CoV Sewer Main</li> <li>— MV Sewer Main</li> </ul> | <ul style="list-style-type: none"> <li>Future Infrastructure <ul style="list-style-type: none"> <li>— Sanitary Upgrades</li> <li>— Storm Upgrades</li> <li>— Water Transmission Main</li> </ul> </li> <li>Future Storm Trunks <ul style="list-style-type: none"> <li>— Willow Trunk</li> <li>— W 1st Ave Trunk System and Outfall</li> <li>— East Park Trunk System and Outfall</li> <li>— MV: W 10th Ave Branch Upgrade</li> <li>— MV: Canoe Creek Trunk</li> </ul> </li> </ul> |
|--|--|

Concepts are preliminary and subject to further study and design. Alternative solutions such as stormwater storage have not yet been explored. Not all necessary infrastructure is shown, including smaller diameter mains which are expressly excluded.

Figure 8. Key Infrastructure Plan

Additional strategies for coastal flood mitigation are still under development through various programs. As such, drainage pump stations or other mitigation strategies for low-lying areas have not been included in the Broadway Plan financials while the proposed pressurized storm outfalls are included.

### ***Targeted Sewer Separation***

Combined sewers, which convey both stormwater and sanitary flows, will be separated as part of the provincially-mandated CSO elimination goals. Sewer separation works will be delivered by a combination of development requirements and the City's sewer renewal and growth-triggered neighbourhood-scale programs.

Specific areas which would benefit from accelerated completion of sewer main and service connection separation to provide capacity for growth and realize earlier CSO reductions are indicated on Figure 9. These are stormwater catchments that are currently or are planned to be serviced by dedicated stormwater trunks and outfalls, rather than by the Metro Vancouver combined interceptors.

Of note, sewer separation in the Charleson catchment (Laurel Outfall) will be prioritized as it is the pre-condition to meeting the rainwater management plan objectives of the Charleson Integrated Rainwater Study (Urban Systems, 2022) and minimal construction is needed to complete the sewer separation.

### ***Public Realm Green Rainwater Infrastructure***

Public realm GRI, including the blue green system and distributed GRI were described previously as part of the Development Conditions section. These will be delivered through a combination of development requirements and City programs.

Implementation of the blue green system has already started with Phase 1 of the St. George Rainway from Broadway to East 5<sup>th</sup> Ave on St. George Street. Phase 2, from Broadway to Kingsway, may be expedited depending on funding availability. Additional distributed GRI and implementation of the blue green system are also under consideration for the Charleson catchment, as a part of a complete package to provide stormwater quality treatment in step with completion of sewer separation in that area.

Stormwater storage and/or treatment through GRI in other public spaces throughout the Broadway area will also be identified through future studies. These sites can be combined with other public realm improvements, such as public gathering spaces including green spaces for meaningful habitat and pocket parks, to provide multiple benefits in addition to flood management and stormwater quality improvements.

Catchments where public realm GRI projects are tied to planned infrastructure improvements, such as priority sewer separation and storm trunk catchments, or are expected to help with capacity issues, are identified on Figure 7 (Priority Areas for Public Realm Green Rainwater Infrastructure). These areas may have priority relative to other locations. Nonetheless, GRI is important throughout Broadway and the City to meet Rain City Strategy targets including CSO volume reductions, water quality treatment, and ecosystem health improvements. As such, no opportunity to capture and treat rainwater should be overlooked, particularly when development or public works are undertaken.



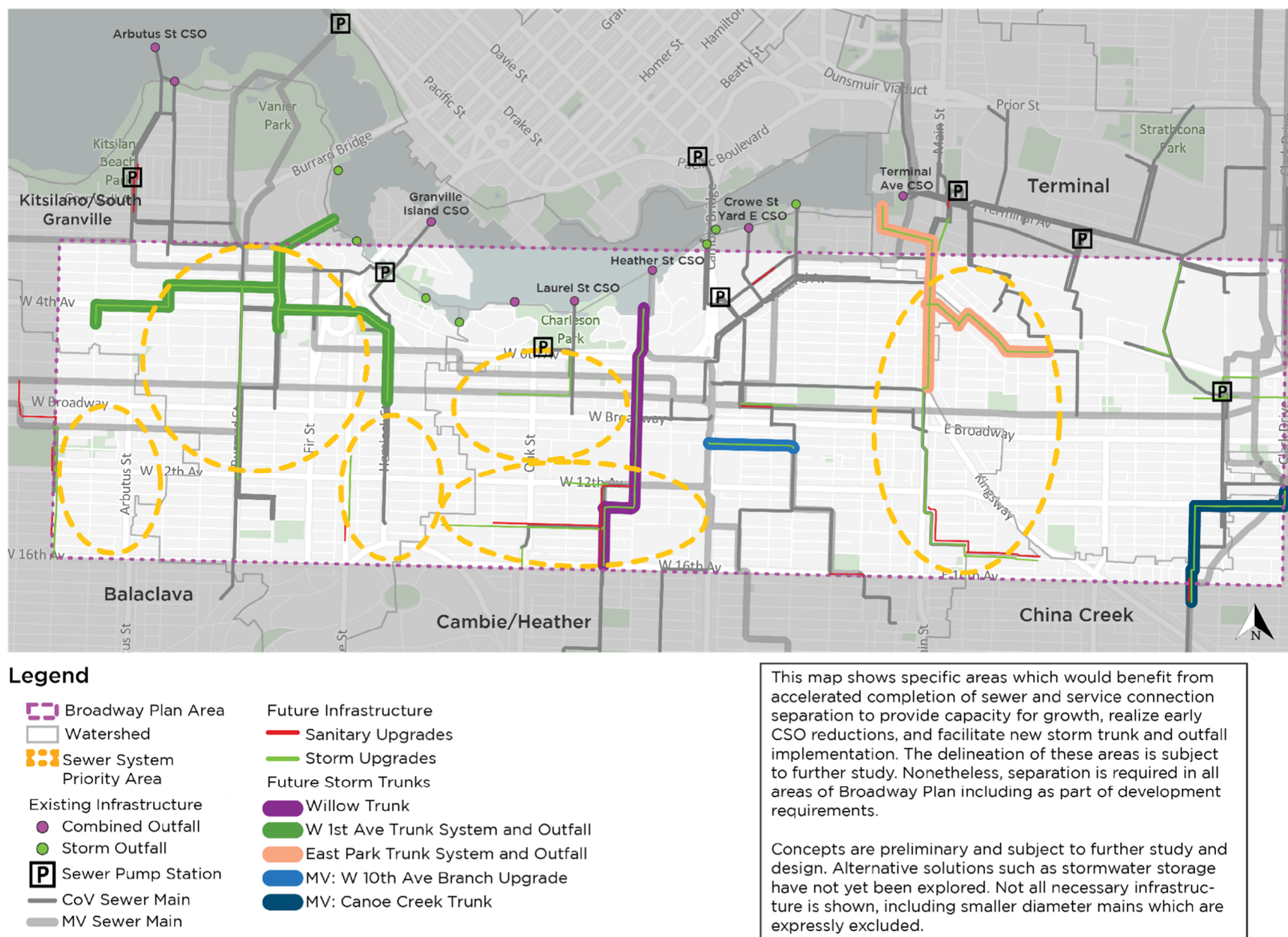


Figure 9. Priority Areas for Targeted Sewer Separation

## **WATER SERVICING**

### **Current State**

The City's potable water system servicing the Broadway Plan area is generally adequate to service the area as it exists today. The area is also partially serviced by the City's Dedicated Fire Protection System (DFPS), which is a seismically resilient saltwater system built to provide water for fire protection after an earthquake event.

Although the City water system is generally adequate to distribute potable water to the Broadway Area, the City does not produce treated drinking water. The City receives its source water from Metro Vancouver reservoirs. Climate change and rising population will put strain on Metro Vancouver reservoir capacity into the future.

### **Future Servicing Needs**

Analysis of the City's water system impacts due to the ultimate Broadway Plan build out predicts that a new transmission main (Figure 8) and distribution main upgrades will be required to increase the capacity of the distribution system to adequately provide domestic potable water and adequate fire flow for fire protection. In addition to the predicted capacity upgrades, local water main upgrades may be required to address development-specific servicing requirements.

### **Development Requirements**

City-wide water conservation initiatives to promote fit-for-use water, reduce strain on source waters, and increase equity across all potable water users will help to balance the increased water demands of densification through development. Harvest and reuse of non-potable water, although not currently a development requirement, is supported for certain sources and end uses under the Vancouver Building Bylaw to protect drinking water supply.

As noted above, local water main upgrades may be required to address development-specific servicing requirements.

### **Major City Initiatives**

Currently, a study is underway to understand the costs and benefits of expanding the use of non-potable water sources and incorporating them into the Vancouver Building By-Law.

## **FINANCIAL**

Consistent with the Financing Growth policy that requires new developments to contribute to sewer and drainage upgrades that result from growth, upgrades that are neighbourhood serving will primarily be delivered by the City and funded through the Utilities Development Cost Levy (UDCL), whereas many localized upgrades will be delivered through conditions of development. The portion of upgrading that is not tied to growth will be funded through other City programs including sewer utility fees.

Projects have been prioritized with consideration of when they will need to be implemented to service anticipated growth as it happens. The projects needed to service the first 10 years of growth have been included in the Broadway Public Benefits Strategy, and the 10-year growth projects will also be included in the current updates to the Utilities Development Cost Levy (UDCL) project list. Implementation of UDCL upgrades and other City funded upgrades will be on a prioritized basis, depending on where growth is occurring in Broadway as well as risk management and city-wide system needs.

Refer to Broadway Plan (Public Benefits Strategy chapter) for the overall funding strategy.

## CONCLUSION

The Broadway Plan One Water Strategy provides a servicing plan which enables growth in Broadway in consideration of multiple objectives: providing adequate servicing capacity, flood mitigation, CSO elimination, and ecological and public realm benefits. The system upgrades and other projects arising from this strategy will be delivered through a combination of development conditions, the UDCL program, and renewal.

Expected development conditions include:

- On-site (private realm) rainwater management, per the Zoning and Development Bylaw and the Rainwater Management Bulletin.
- On-site (private realm) hydrogeological study and subsequent groundwater management plan if required, per the Zoning and Development Bylaw and the Groundwater Management Bulletin.
- Public realm green rainwater infrastructure to meet Rain City Strategy targets to capture and treat rainwater closer to where it falls, thereby increasing climate resilience and mitigating impacts to the pipe system including combined sewer overflows. Where installation by the development is not feasible, payment in lieu may be considered.
- Sewer pipe upgrades (sanitary, storm) and combined sewer separation where needed to mitigate flood risk based on existing system performance and projected development loads, and to address combined sewer overflows.

City-led projects include new stormwater trunks and outfalls, as well as various public realm green rainwater infrastructure initiatives such as the blue green system.

**This strategy will be refined through further planning studies and is subject to change, to best respond to growth pressures and to meet city-wide objectives.**

## APPENDIX J – PUBLIC AND STAKEHOLDER ENGAGEMENT SUMMARY

From March 2019 to April 2022, staff undertook an extensive community and stakeholder engagement process to inform the preparation of the Broadway Plan.

Over the course of the planning program, over 28,500 engagement touchpoints were counted utilizing a range of in-person and virtual tools and activities. The intention was to reach a broad range of people who live, work, play and learn within the Plan area and beyond. This included 5 surveys, 14 public in-person open houses, and 41 workshop events that focused on neighbourhoods and policy themes.

Particular focus was also placed on underrepresented groups and equity-denied communities. Engagement tools and activities were used to listen and learn from those who may be impacted by decisions, especially diverse, under-represented and under-served voices. Lived experience and local knowledge, particularly the barriers, challenges, and experiences of historically and systematically marginalized communities was also intentionally sought through the planning process.

This appendix provides a summary of the communication tactics, public engagement opportunities, feedback themes, and survey results over the course of the planning program. Links to more detailed engagement summaries for each phase are also provided.

The final Broadway Plan reflects the comprehensive planning analysis and community and stakeholder feedback received over the last three years.



Figure 1: Summary of select engagement activities and notification methods from Phase 1-4.

Through the Broadway Plan process, a diversity of interests was reflected on a variety of topics. Below is an overview of the partners and stakeholders involved. It is important to note that the engagement with the Host Nations and Urban Indigenous communities in Vancouver is ongoing and will continue through the implementation phase of the plan.

- Residents
- Local business owners, operators, Business Improvement Associations, Vancouver Board of Trade
- Governments and agencies
- Council Advisory Committees
- Landowners and Developers

- Vancouver School Board
- Vancouver Coastal Health and Vancouver General Hospital
- Renters
- Youth
- Non-profits and community serving organizations

## **HOST NATION ENGAGEMENT**

The Broadway planning process looked to meaningfully engage the Host Nations. Early and regular communications occurred through the intergovernmental table, where City and Host Nation staff met to discuss and share updates on major areas of work.

As a key part of the Broadway Plan, the project team sent referral letters to the Host Nations early in the process with the intent of working together to help identify and advance their key priorities. City staff met with Tsleil-Waututh Nation staff over the course of the planning program to help shape early directions and partnership opportunities, and the Draft Plan was provided in its entirety for review and feedback.

The City received a variety of comments about the draft Broadway Plan, including suggested new directions, revisions, as well as requests to explain policy intent. Additionally, comments highlighted interest in future partnership opportunities during the implementation phase such as cultural recognition, public art, public realm, and One Water.

Staff recognize the Host Nations' expertise and perspectives as being critical to the development of the Broadway Plan. Staff hope and expect to partner further with the Musqueam and Squamish Nations, and continue to work with Tsleil-Waututh Nation through the Plan's implementation phases.

## **OVERVIEW OF ENGAGEMENT PROCESS (PHASE 1 – PHASE 4)**

Between March 2019 and April 2022, staff engaged community members through an in person and online engagement process that involved over 28,500 engagement touchpoints, with over 130 different activities and events, including surveys, walk shops, in-person open houses, workshops, youth events, door-to-door discussions with small businesses, and focused discussions with under represented and equity seeking groups.

### **Phase 1: Guiding Principles**

Between March 2019 and September 2019, there were 40 opportunities to engage in the Broadway Plan planning process. There were a total of 10,360 engagement touchpoints with members of the public. Phase 1 was a listening phase for community members to share what they value about their neighbourhoods and to contribute ideas, interests and opportunities for the Plan. A full list of engagement opportunities, notification methods, and feedback received during this phase is summarized in the Phase 1 Engagement Summary here <https://shapeyourcity.ca/14107/widgets/58582/documents/35247>

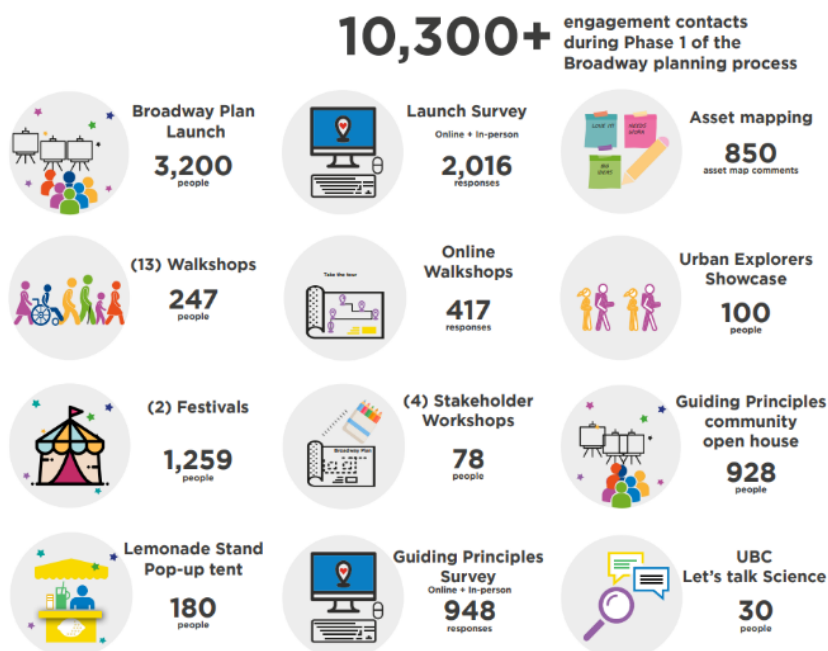


Figure 2: Summary of Phase 1 engagement events from March 2019 to September 2019.

### Communications Tactics:

The communications goals during the public engagement phase focused on raising awareness around the Broadway Plan and to encourage people to participate in engagement opportunities. At this point in the planning process, the objective was to learn about the ideas, interests and opportunities across the Broadway Plan's three distinct neighbourhoods and learn how residents hoped the plan could address current and future challenges.

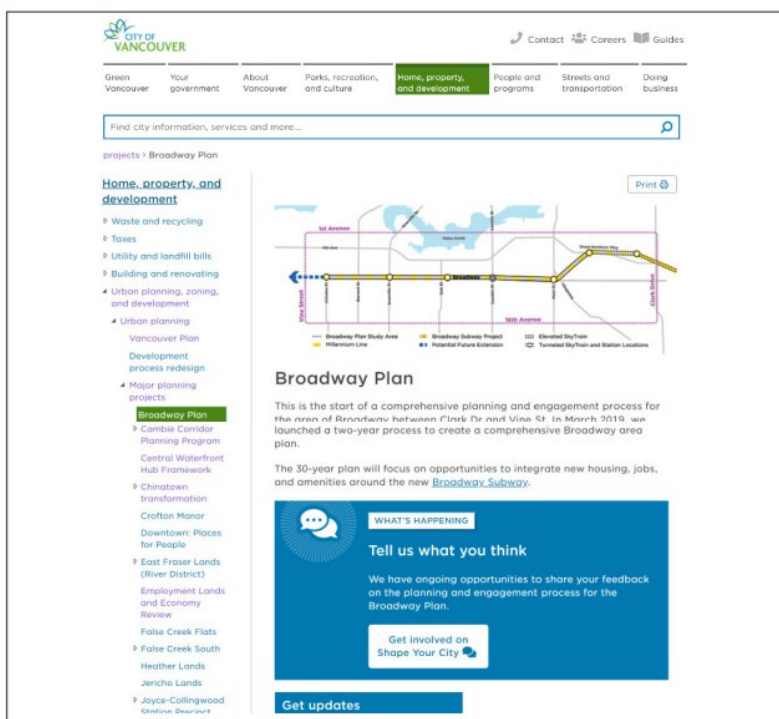
### Website

([Vancouver.ca/broadwayplan](http://Vancouver.ca/broadwayplan)):

A dedicated project webpage was launched at the start of Phase 1 engagement. Over the course of Phase 1, the webpage was regularly updated with additional engagement opportunities and project updates.

### Postcard Mail Outs:

Staff distributed postcards via Canada Post notifying all residents (renters and owners), businesses and property owners in the Broadway Plan study area. Over 85,960 postcards were delivered.





#### *99 B-Line advertisements:*

Advertisements were placed in the 99 B-Line buses notifying passengers of upcoming engagement.

#### *Newspaper ads:*

Newspaper ads were taken out in Vancouver's *Awesome* and *The Georgia Straight* advertising Broadway Plan Emerging Direction engagement.

#### *Listserv:*

The Broadway Plan email list and Rental Housing email list were used during this phase of engagement as a way to keep the public up to date on engagement opportunities, council notifications, and updates on timeline changes.

#### *Social media outreach:*

Social media was used to help expand our outreach, providing another platform for the public to create, share or exchange ideas and issues related to the Broadway Plan study area.

### **Engagement Opportunities:**

#### *Launch In-Person Open Houses:*

To kick off the Broadway planning process, five community open houses were held, including in each neighbourhood. These events showcased information about the process, objectives, and how to get involved. There were opportunities to provide input on a variety of topics through a survey, asset mapping and Lego. Over 3,200 people attended the five launch events and 850 asset map comments were received.



#### *Guiding Principles In-Person Open House:*

Public events showcased what was heard through Phase 1 engagement, the core community values, and draft guiding principles. There was an opportunity to provide input on the draft principles through a survey (also online). Approximately 1,100 people attended the events.

### *Walkshops:*

A series of 13 'walkshops' were held in neighbourhoods throughout the Broadway Plan study area. These sessions combined a walking tour with an indoor workshop, where community members helped identify the unique qualities of the neighbourhood, what is working well, and what needs attention as part of the planning process. 247 people took part, and a further 417 people provided input through the online version.



### *Community Festivals:*

City staff attended two community festivals, Main Street Car Free Day and Khatsahlano Street Party to raise awareness about the Broadway planning process. 1,260 people visited the Broadway Plan engagement tent during these festivals.

### **Key Feedback Themes:**

Based on the Launch and Guiding Principles survey responses, as well as the other engagement activities, the key qualitative feedback themes on the Guiding Principles phase can be summarised as follows:

- Preserve and enhance the distinctive character of each neighbourhood
- Retain independent and small local serving businesses
- Key shopping streets are cherished (e.g. Main Street, West 4th, and South Granville)
- **Improve transportation** options and street design with a focus on people
- **Walkability** needs to be enhanced, especially on arterials/commercial streets
- Concerns and fear over **displacement** of existing renters due to redevelopment pressures and a desire to retain existing affordable rental housing
- Concerns around **housing affordability** and need for supply of new affordable housing options, including social and supportive housing and purpose-built below-market and market rental
- Consider increased density for more **housing close to rapid transit**
- Concerns and uncertainty about **displacement of arts and cultural spaces** including affordable studio and rehearsal space and artist housing
- Lack of **accessibility for seniors and inclusion** (e.g. housing for homeless persons)
- Provide a **diversity of additional job space** close to rapid transit (e.g. office, light industrial, tech, institutional, and hotels)
- Provide more **parks, green spaces and amenities** (e.g. outdoor presentation space, public art, etc.)
- Need for **sustainable infrastructure** (e.g. electric car charging stations)
- As a street **Broadway lacks character** and should be improved with wider sidewalks, public paces, and interesting shops and restaurants
- Need for amenities and services **to support growth and livability** (e.g., community centres, childcare, libraries, neighbourhood houses, and social services)



Based on this input and city-wide objectives, the Broadway Plan Guiding Principles were prepared and adopted by Council to guide the creation of the Plan, ensuring it incorporates community values.

### Talk Vancouver Survey Results:

**“When you think about the Broadway Plan area, what do you want it to have in the future? What do you want it to look like? Out of these elements, which are most important to you? (select up to 5).”**

1. Walkable
2. Excellent transportation options
3. Affordable places to live

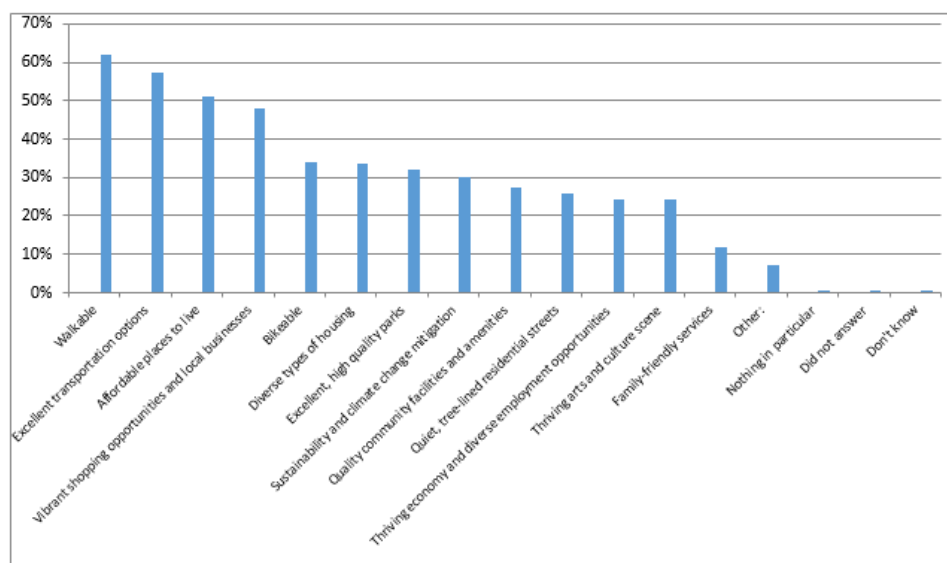


Figure 3: Results from the launch survey showing respondents' top 3 priorities for the area.

**“What types of new housing do you think are most important for the Broadway Plan Area?”**

1. Purpose built rental housing
2. Co-operative housing
3. Social housing

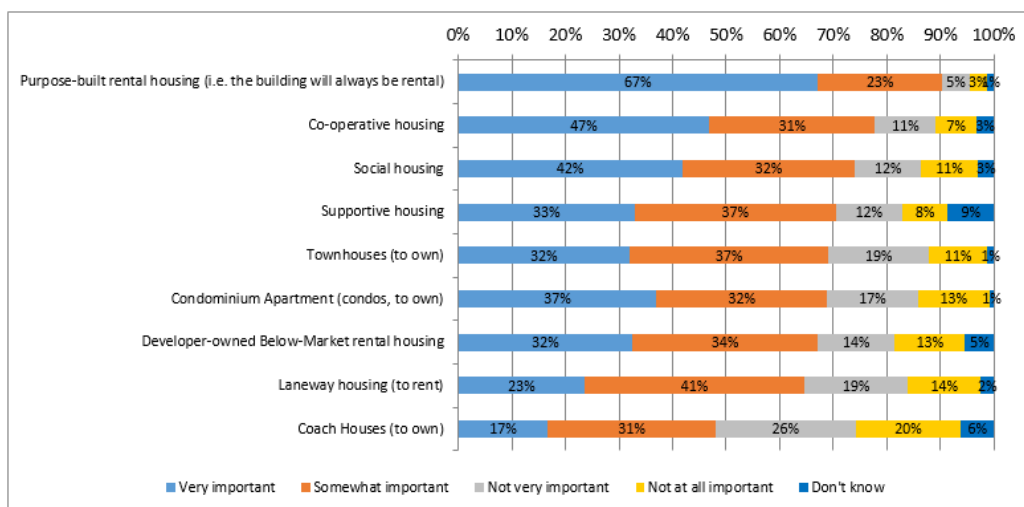


Figure 4: Results from the launch survey showing respondents' level of importance for new housing for the area and the top three responses

**“Thinking about the principles as a whole...Do you agree or disagree with this statement? These are the right set of principles to guide the planning of the Broadway Plan area.”**

- Eighty-one per cent (81%) of survey respondents agreed that the principles presented were the right set of principles to guide the planning of the Broadway Plan area.

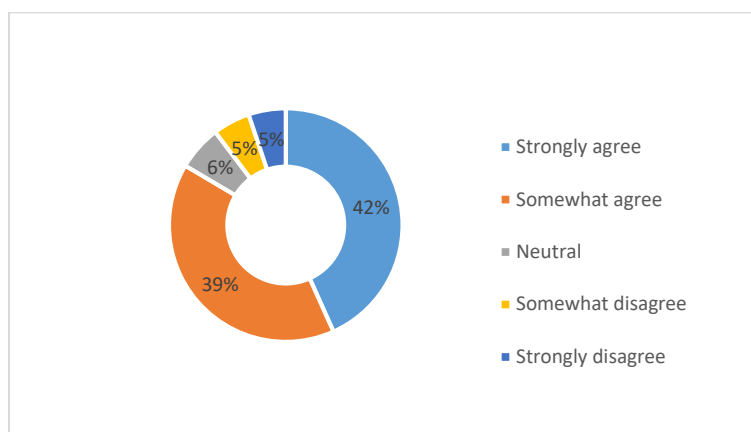


Figure 5: Results from the July 2019 survey seeking the level of agreement on the draft Broadway Plan Guiding Principles.

## PHASE 2: EMERGING DIRECTIONS

Between October 2019 and April 2021, there were over 56 opportunities to engage in the Broadway Plan planning process. There were a total of 5,315 engagement touchpoints with members of the public. Part 1 of this phase was focused on engaging with groups who were under represented in Phase 1. Part 2

included focused and broad engagement on the Emerging Directions policies that introduced area wide policies and areas for growth and change. A full list of engagement opportunities, notification methods, and feedback received during this phase is summarized in the Phase 2 Engagement Summary Reports here <https://shapeyourcity.ca/14107/widgets/58582/documents/39193> and <https://shapeyourcity.ca/14107/widgets/58582/documents/64529>



Figure 6: Summary of Phase 2 engagement events from October 2019 to December 2021.

### Communication Tactics:

The communications goals during the public engagement phase transitioned from raising awareness to encouraging people to engage and share their feedback about the emerging policy directions.

#### Postcard Mail Outs:

Staff distributed postcards via Canada Post notifying all residents (renters and owners), businesses and property owners in the Broadway Plan study area. 88,950 postcards were delivered.

#### Bus shelter ads:

Bus stop shelter ads were in place over a 6 week period notifying passersby of upcoming engagement.

### BROADWAY PLAN 百老汇社区计划

Join us for our virtual open house to learn about the emerging directions for the Broadway Plan and share your thoughts on them.

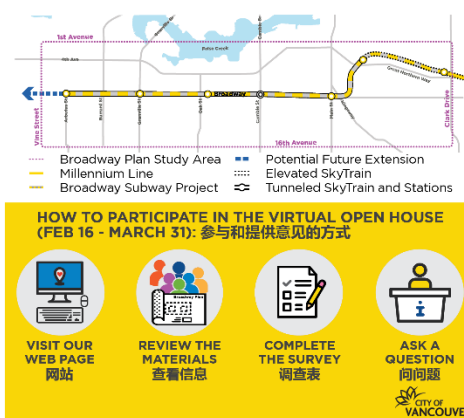
The 30-year plan will focus on opportunities to integrate new housing, jobs, and amenities around the new Broadway Subway.

Visit our website for a full list of ways you can engage and provide your feedback.

这30年计划会集中机会，合并新老百老汇街地铁站附近地区，以融合新建楼房，就业及市区设施

FOR MORE INFORMATION OR TO ASK US A QUESTION:

shapeyourcity.ca/  
broadway-plan  
broadwayplan@  
vancouver.ca  
3-1-1 #BroadwayPlan



### Newspaper ads:

Newspaper ads were taken out in Vancouver is Awesome and The Georgia Straight advertising Broadway Plan Emerging Direction engagement.

### Listserv:

The Broadway Plan email list and Rental Housing email list were used during this phase of engagement as a way to keep the public up to date on engagement opportunities, council notifications and, updates on timeline changes. 1,687 people were registered to receive emails from the Broadway Plan team at this point in the process. 1,340 people were registered to receive emails from the Rental Housing team.

### Social media outreach:

Social media was used to help expand our outreach, providing another platform for the public to create, share or exchange ideas and issues related to the Broadway Plan study area. A total of 576,499 impressions and 14,535 engagements were made across all of the City of Vancouver's social media channels (Facebook, Instagram, and Twitter).



### Translated Highlights Booklet:

The highlight booklets were translated into Simplified Chinese, Arabic and Spanish. Hardcopies of the booklets were distributed through Mount Pleasant Neighbourhood House, the Vancouver Public Library, and Mosaic. Digital versions of the booklets were also shared on the project website.

### Video:

To build awareness, a narrated presentation was created to provide an overview of the Emerging Directions in an audio and visual format. The intention of this video was to provide an opportunity for members of the public to review a summary of the policy directions on their own time in case they were unable to attend a workshop or open house event. This video was shared on ShapeYourCity.

### Engagement Opportunities:

#### Virtual Open House on ShapeYourCity:

The Broadway Plan's page hosted the virtual component of the Emerging Directions open house. The webpage housed all of our documents and included information on the planning process, engagement tools, engagement opportunities, and hosted all the relevant background documents from the current and previous phases. The website had over 15,500 visits and 1,250 documents downloaded.

### *Emerging Directions Neighbourhood Workshops:*

The purpose of the virtual workshops was to focus on the Emerging Directions, covering different neighbourhoods of the Broadway Plan, as well as different topic areas (Housing, Jobs and Economy and Transportation). Three workshops took a neighbourhood based approach providing greater focus on specific neighbourhoods in the context of the Broadway Plan. One workshop provided a study area wide overview of the Emerging Directions. All interested members of the public were encouraged to attend. Events were not limited to residents of a particular neighbourhood.

Each session started with an introductory presentation that provided background information and work plan update. The “Character Areas” and “subareas” for that particular neighbourhood were then introduced. This included a summary of what we heard, the areas’ future role, and emerging directions. Following, staff shared information that outlined key area wide emerging directions for housing, jobs and economy and transportation. Participants and staff then went into breakout room sessions, where they were able to reflect on what they heard. Participants were encouraged to share their thoughts on important considerations, and ideas and opportunities for improving the Emerging Directions. The following questions were provided to help guide discussion:

- What are your thoughts of the emerging directions?
- Are there any specific emerging directions that stand out to you? What about them stands out?
- Is there anything that you think is missing?

After the breakout room sessions, there was a Question and Answer period. Participants had the opportunity to ask staff clarifying questions or for more information about a particular topic.

### *Renter Roundtables:*

The Broadway Planning Team partnered with staff from the City's Renter Office in Homelessness Services and Affordable Housing Programs who provided insight about renter issues and supported facilitating discussions. The purpose of the roundtable discussions was to focus on rental housing in relation to the Broadway Plan and to hear directly from current renters about their experiences and ideas for the future of renting in the neighbourhoods. Topics included creation of new rental housing, protecting existing secure rental housing, renter protections and mitigating displacement impacts. The roundtable took a neighbourhood based approach with each session focusing on one of three Broadway Plan neighbourhoods. All interested members of the public were encouraged to attend and not limited to residents of a particular neighbourhood.

### *Ethnocultural Business Engagement:*

The Broadway Plan team contracted Hua foundation to complete a series of interviews with ethnocultural businesses located within the Broadway area to learn about the unique concerns and challenges of small and independent businesses and to better understand actions the city can take to improve small business viability. Hua foundation canvassed 40 businesses and carried out 15 interviews over the span of a three month period between December 2019 to February 2020.

Hua foundation intentionally selected interviewees with a diversity of backgrounds and who represented a mix of business sectors including food service, retail, arts and culture and recreation. For the purposes of this study, ethnocultural was defined as businesses belonging to a specific ethnic or cultural group. While this term is problematic in nature, the intention for the use of the term was to recognize systemic barriers that limit equitable participation of many business owners/ operators in city processes and to further the city's understanding about how these barriers may influence the operation of small and independent

businesses in Vancouver. Lastly, this work provided recommendations for actions the city can take to support small businesses.

*Workshops, Interviews and Focus Groups with Business owners, operators, employees, and BIAs:*

Staff conducted a series of workshops, interviews and informal conversations with employees, small businesses, BIAs and BIA members throughout the fall of 2019 and winter of 2020. These discussions were intended to engage with businesses in an informal setting and on a timeframe that worked for them. The intent of these conversations was to gain key insights into the concerns and challenges felt by businesses and gather ideas for improvement through the Broadway Plan.

*Employment and Job Space Expert Panel:*

A group of experts was brought together for a panel discussion to help explore and inform the locational preferences needed to locate additional employment capacity in the Broadway Plan study area over the next 30 years. Panel members included representatives from real estate and development, economic development, hotel and tourism, healthcare, technology, and academia.



*Community Serving Spaces Workshop:*

Thirty participants representing 16 places of worship and 4 nonprofit organizations attended a Broadway Plan workshop, ranging from board members, pastors, trustees, administrators, and elders whose congregation or nonprofit organization falls within or are just outside the study area. The purpose of the workshop was to speak with property owners of community-serving spaces on the service needs, gaps, and trends of the respective communities they serve. It was also to build awareness among workshop participants about the emerging directions of the Broadway Plan, the alignment of community-serving spaces with the City's Healthy City Strategy (HCS) goals, and to capture any ongoing challenges and opportunities related to community-serving spaces or facilities.

*Non-Profit Workshop:*

Thirteen attendees representing nine social-serving nonprofits attended a Broadway Plan workshop, ranging from Executive Directors, Operations Managers and Program Managers that: operate a social facility within the plan area; offer programs and services within the plan area; and/or are located outside of the study area but serve populations that live or work within the Broadway area. The purpose of the workshop was to speak with social service providers on the service needs, gaps, and trends of respective communities they serve within the Broadway area. It was also to capture any ongoing challenges and opportunities related to social serving spaces or facilities.



### *Mount Pleasant Neighbourhood House Workshops:*

City of Vancouver staff collaborated with Mount Pleasant Neighbourhood House (MPNH) to reach out to various diverse community groups who may not traditionally participate in civic engagement opportunities. MPNH facilitated workshops with their existing community groups by organizing virtual meetings and spreading Broadway Plan information in the community. This collaboration allowed for deeper engagement with the Mount Pleasant community and the Neighbourhood House's user base. Below is a list of the community group workshops:



- English Class Participants / Newcomers Group
- Arabic speaking women
- General public and families with young children
- Chinese Seniors

MPNH generously provided translation for meetings where English may have been a secondary language. Translated booklets were also provided in both hardcopy and digital format in advance of each session.

Participants were encouraged to ask questions and share comments at the end of every section that was discussed. They were also asked for their thoughts on important considerations, ideas and opportunities for improving the Emerging Directions. The following questions were provided to help guide discussion:

- What are your thoughts of the emerging directions?
- Are there any specific emerging directions that stand out to you? What about them stands out?
- Is there anything that you think is missing?

### *Youth Engagement Strategy:*

In an effort to involve more youth in the Emerging Directions engagement, the Broadway Planning Team partnered with CityStudio and Langara College Applied Planning students to create and implement a youth engagement strategy. 21 students were divided into three groups, each covering one of the three Broadway Plan neighbourhoods (Kitsilano, Fairview and Mount Pleasant). Their primary engagement objective was to generate awareness and gather feedback from youth aged 13 to 30 years old who live, work, and play in the Broadway Plan study area. Additionally, they were also tasked with generating interest and involvement in a Virtual Youth Workshop.

### *Planning 101s:*

City staff visited 5 classrooms in the Broadway area to provide students with a Planning 101 lesson on urban planning as a profession, planning in the City of Vancouver and the Broadway Plan. Broadway

Team members first gave a presentation on city buildings and planning to date for the Broadway Plan Study Area followed by a group brain storming activity where students were asked to “be planners” and share their ideas for parks, transportation, housing, climate resilience and public serving spaces.

#### *Vancouver Native Education College Workshop:*

Staff hosted a workshop at the Vancouver Native Education College which had over 50 students and staff members participate. The discussion focused on the experience of Native Education College students living, working or going to school in Vancouver and challenges and opportunities to inform ongoing planning processes. The City of Vancouver is very grateful for the number of people who attended and gave input at the lunch time discussion on the future of Vancouver. The following questions guided discussion:



- Tell us about what Vancouver Native Education College Means to you and people you know.
- Tell us about your experience working, living, or going to school in Vancouver—What’s the best part? What makes it hard?
- Tell us about where you see yourself after graduation. What factors will affect how Vancouver might fit into your plans?

#### *Streets and Public Life Workshops:*

To advance the technical work on the transportation network planning and Broadway Street design, City staff conducted three workshops in Mount Pleasant, Fairview, and Kitsilano. Attendees were asked about their current transportation habits and public space needs. Information was collected on how movement and public realm could be improved through the Broadway planning process.

#### *Broadway Subway Open Houses:*

Staff attended workshops hosted by the Broadway Subway team to share information about the Broadway Plan and answer questions from community members.



*Pop-ups:*

neighbourhood pop ups were held in local businesses and public spaces to promote the Broadway Plan, actively listen and learn from Vancouverites, and promote public dialog with citizens who do not usually engage in civic processes.



*Office Hours:*

The project team was available for office hours to answer questions from members of the public about the Broadway Plan and the emerging directions. Sign up was available for a one-hour time window during which participants received a phone call from a staff member to answer questions and receive feedback about the Broadway Plan.

*#MyBroadway Postcards:*

Postcards were made available in-person at local businesses and distributed by staff through the commercial districts of the plan area (Main Street, Broadway, South Granville and Kitsilano). The postcards were also made available on the project website and social media for public feedback. Respondents were asked to describe their priorities and ideas for housing, vibrancy, streetscape and attaining their daily needs in the community.



*Stakeholder and Community Meetings:*

Stakeholder and community meetings were organized to learn more about the interest, ideas and opportunities and feedback on the Emerging Directions.

## Key Feedback Themes:

Based on the Emerging Directions Survey responses, as well as the other engagement activities, the key qualitative feedback themes on the Emerging Directions can be summarised as follows:

- Significant interest in **ensuring affordability and providing diverse housing** options for people at every stage of life. This was followed by mention of redevelopment of older housing units.
- There was significant interest in **protecting and adding diverse businesses**. Many support limiting or maintaining building heights and enhancing public life elements (parks, green space and other public spaces).
- **Community amenities** such as additional green space, parks, gardens, and childcare should be increased in the area. Particular interest in providing increased access to public washrooms in public spaces, particularly in parks.
- **Mixed opinions about increased height and density**. Many support limiting or maintaining building heights in the Villages, increasing density in the Centres, and mixed views on increasing density in Residential Areas.
- **Enhancing active modes of transportation** such as improved walkability, widening sidewalks and adding bike lanes. There were concerns over eliminating vehicle access, local traffic and need for additional parking.
- There was overall preference for **maintaining protected views** such as views of the mountains.
- Support for adding **additional job space and diversifying the types of jobs** in the area.
- Significant interest in **supporting small businesses** through taxation reforms, City-led small business supports, flexible zoning and by-laws, reducing barriers for pop-up vending and public space activations. There was also support for improving amenities for local workers.
- Strong support for **widening sidewalks on Broadway** for enhanced walkability. Strong desire expressed for enhanced cycling infrastructure on Broadway.
- Need for more **affordable studio and performance spaces** for artists. This was followed by more entertainment venues, events, and celebrations.

## Talk Vancouver Survey:

The Talk Vancouver survey (on-line and in-person) was open from February 16 to March 21 and 2,608 responses were received in total. Below is a summary of the quantitative results.

**We asked “Overall, what do you think of the emerging directions...” for each subarea in Kitsilano.**

- On average, 72% of survey respondents indicated that the emerging directions reflected “very well” or “fairly well” what they’d like to see for Kitsilano.

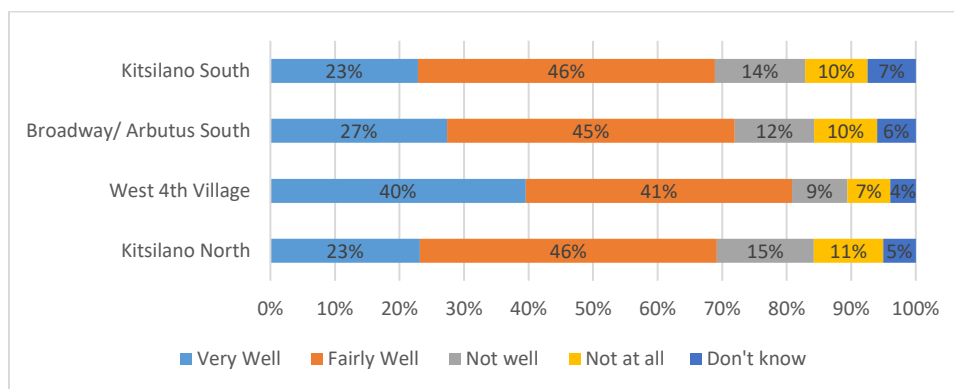


Figure 7: Results from Phase 2 survey showing level of support for Kitsilano sub-areas.

We asked “Overall, what do you think of the emerging directions...” for each subarea in Fairview.

- On average, 69% of survey respondents indicated that the emerging directions reflected “very well” or “fairly well” what they’d like to see for Fairview.

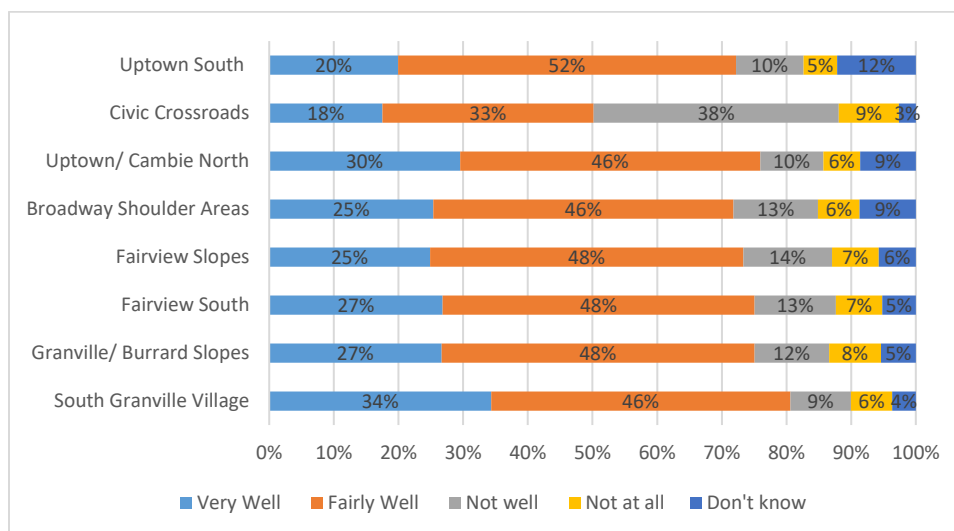


Figure 8: Results from Phase 2 survey showing level of support for Fairview sub-areas.

We asked “Overall, what do you think of the emerging directions...” for each sub-area in Mount Pleasant.

- On average, 77% of survey respondents indicated that the emerging directions reflected “very well” or “fairly well” what they’d like to see for Mount Pleasant.

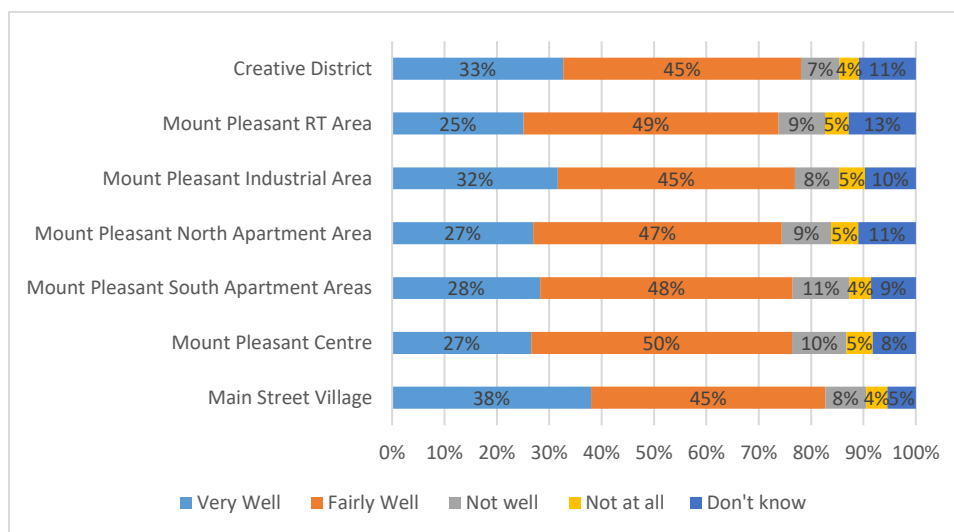


Figure 9: Results from Phase 2 survey showing level of support for Mount Pleasant sub-areas.

As part of the Emerging Directions, area-wide policy directions were introduced by topic. Figure 10 shows the level of support for area-wide policies for Phase 2.

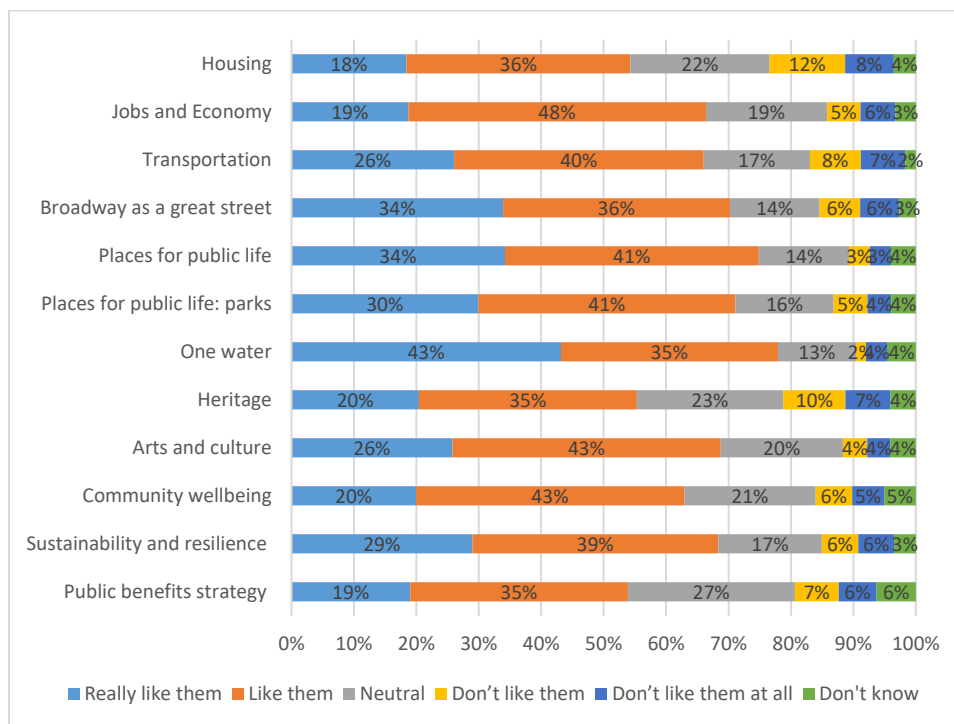


Figure 10: Results from Phase 2 survey showing level of support for area-wide policies.

### Phase 3: Refined Directions

Between May and December 2021, there were over 19 opportunities to engage in the Broadway Plan planning process. There were a total of 4,527 engagement touchpoints with members of the public. The intention of this phase of engagement was to take a deeper dive with more detailed policy directions for land use, built form and select topics for the Plan. A summary of the Broadway Plan: Phase 3 Engagement Summary Report is available here <https://shapeyourcity.ca/14107/widgets/58582/documents/74951>

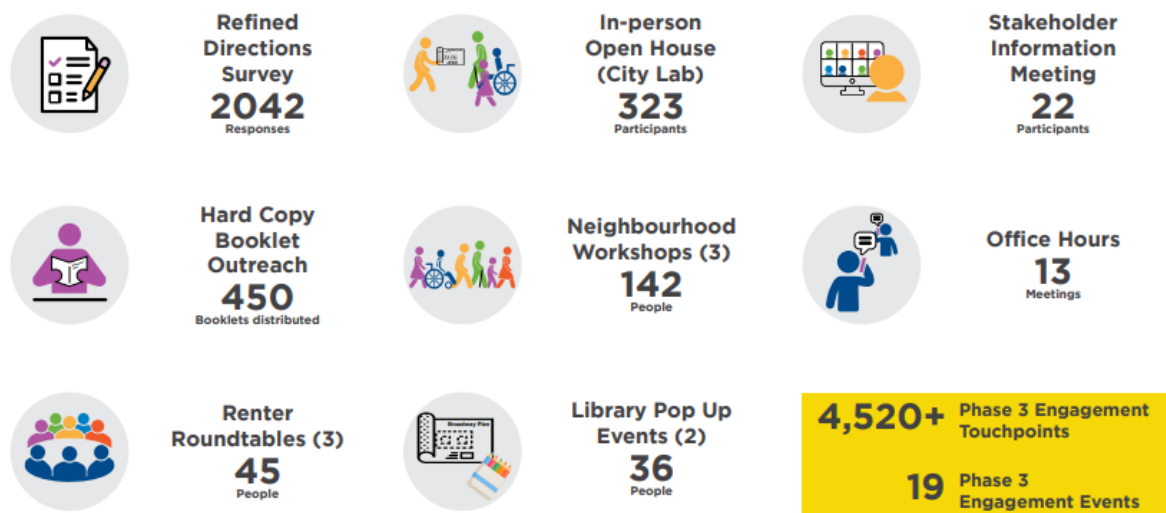


Figure 11: Summary of Phase 3 engagement events from November 2021 to December 2021.

### Communications Tactics:

Opportunities for public feedback were intended to build awareness and encourage the public to share their feedback. Particular focus was placed on promoting and testing new thinking on policy directions.

#### Newspaper ads:

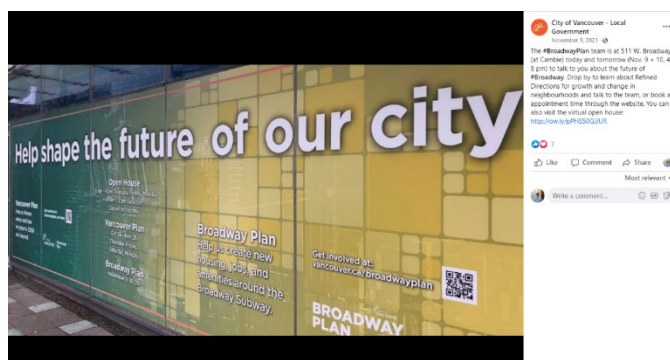
Newspaper ads were taken out in Vancouver is Awesome and The Georgia Straight advertising Broadway Plan Refined Direction engagement.

#### Listserv:

The Broadway Plan and Rental Housing email lists were used during this phase of engagement as a way to keep the public up to date on engagement opportunities, council notifications and, updates on timeline changes. 1,687 people were registered to receive emails from the Broadway Plan team at this point in the process. 1,340 people were registered to receive emails from the Rental Housing team.

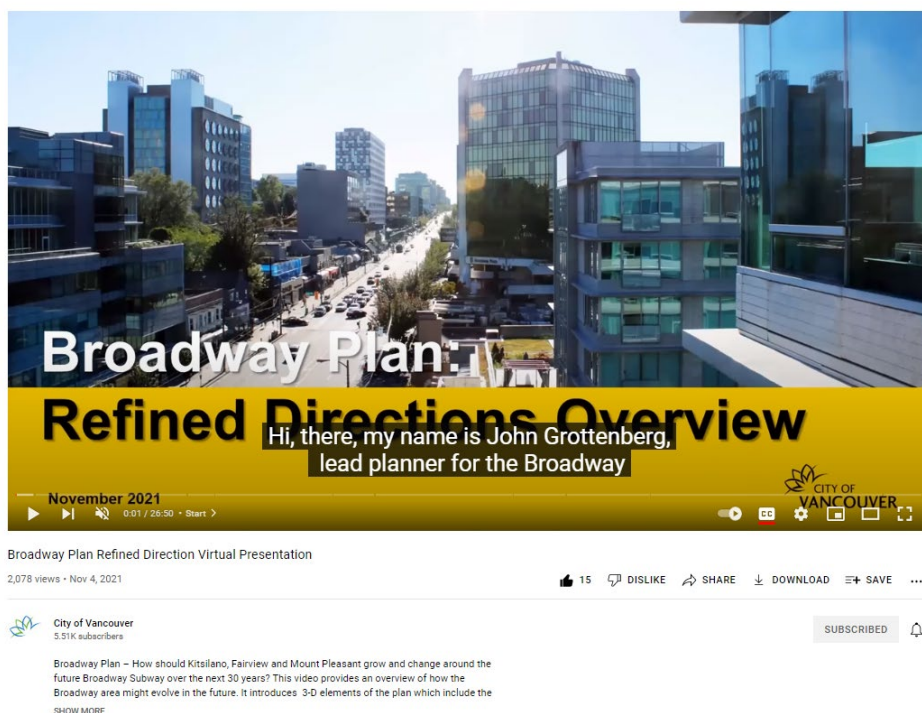
#### Social media outreach:

Social media was used to help expand our outreach, providing another platform for the public to create, share or exchange ideas and issues related to the Broadway Plan study area. A total of 365,868 impressions and 10,308 engagements were made across all of the City of Vancouver's social media channels (Facebook, Instagram, and Twitter).



*Video:*

To build awareness, a narrated presentation was created to provide an overview of the Refined Directions in an audio and visual format. The intention of this video was to provide an opportunity for members of the public to review a summary of the policy directions on their own time in case they were unable to attend a workshop or open house event. This video was shared on ShapeYourCity and the City of Vancouver's Youtube channel and received 1,422 views.



**Engagement Opportunities:**

*Virtual Open House on ShapeYourCity:*

The Broadway Plan's ShapeYourCity page hosted virtual component of the Refined Directions open house. This tool was critical to collect questions as well as share documents and information with the public. The webpage housed all of our documents and included information on the planning process, engagement tools, engagement opportunities, and hosted all the relevant background documents from the current and previous phases. During Phase 3, the website had over 7,400 visits.



### *In-Person Open House:*

Three in-person open houses were hosted during the engagement period in CityLab. Information boards outlining the Refined Directions were presented. Staff were available to answer questions from members of the public. Paper copies of surveys were also made available for those who wanted to submit feedback. 323 members of the public attended.

### *Refined Directions Neighbourhood Workshops:*

The purpose of the workshops was to focus on the Refined Directions covering land use and built form of the Broadway Plan. Three workshops took a neighbourhood based approach providing greater focus on specific neighbourhoods (Kitsilano, Fairview and Mount Pleasant) in the context of the Broadway Plan. All interested members of the public were encouraged to attend. Events were not limited to residents of a particular neighbourhood.



Each session started with an introductory presentation that provided background information and work plan update. The “Character Areas” and “subareas” for that particular neighbourhood were then introduced. This included a summary of what we heard, the areas’ future role, and Refined Directions. Participants and staff then went into breakout room sessions, where they were able to discuss what they heard. Participants were encouraged to share their thoughts on important considerations, and ideas and opportunities for improving the Refined Directions. The following questions were provided to help guide discussion:

- What brought you to these workshops?
- What parts of the Refined Directions are you excited about?
- What parts of the Refined Directions are you concerned about?
- Is there anything that you think is missing? After the breakout room sessions, there was a question-and-answer period.

Participants had the opportunity to ask staff clarifying questions or for more information about a particular topic.

### *Rental Housing Workshops:*

Three rental housing workshops were held to hear directly from various members of the Vancouver community about their experiences regarding renting in the Broadway area. In each workshop, policies surrounding the creation of new rental housing, protecting existing secure rental housing, renter protections, and mitigating displacement impacts were discussed. The three workshops included:

- Renters Roundtable
- Non-Profit Housing Workshop
- Renters Technical Roundtable

*Public Life Workshop:*

The public life workshop was an opportunity for the public to share in the visioning for what the public realm could look like in the Broadway Plan area. After a short presentation about the Refined Directions, participants joined different breakout room sessions to discuss various aspects of the draft public realm framework and to explore what various public spaces should include. The four key public spaces examined in this workshop included: high street hubs, park expansion, smaller parks and greenways, and larger blue-green systems. A question and answer period followed these breakout room sessions to allow for the public to ask staff questions and to seek clarification regarding the Refined Directions.

*Pop-ups:*

Neighbourhood pop ups were held in community serving spaces and public spaces to promote the Broadway Plan, actively listen and learn from Vancouverites, and promote public dialog with citizens who do not usually engage in civic processes.

*Office Hours:*

The project team was available for office hours to answer questions from members of the public about the Broadway Plan. Sign up was available for a one-hour time window during which participants received a phone call from a staff member to answer questions and receive feedback about the Broadway Plan.

*Stakeholder and Community Meetings:*

Stakeholder and community meetings were organized to learn more about the interest, ideas and opportunities and feedback on the Refined Directions.

*Refined Directions Highlights Booklet:*

The highlight booklet provided a summary of the policy directions introduced during this phase of engagement. It included a summary of the areas for growth and change and key policy areas. Staff worked together with the Vancouver Public Library to distribute over 450 booklets at the Mount Pleasant, Firehall, and Kitsilano Branches. Booklets were also shared on the project's ShapeYourCity website.

**Key Feedback Themes:**

Based on the Refined Directions Survey responses, as well as the other engagement activities, the key qualitative feedback themes on the Refined Directions can be summarised as follows:

- Would like more **green spaces, parks, urban and community gardens**.
- Provide more **amenities** schools and childcare, healthcare, food outlets, bike paths, recreation and sports, and facilities for seniors.
- Mixed opinions about increased **height and density**, particularly in residential areas. Interest in increased density near transit and dispersing density into other areas, including low density areas. Concerns about the impact of high rise buildings on neighbourhood character, views and



light, and sense of community for residents, with some preferring a mix of heights, with new low to mid rise buildings.

- Preserve significant **heritage** and preserve or restore very old buildings.
- Concerns about changes to availability of **street parking** needed by seniors and people with disabilities, and convenient for visitors to the area.
- **Support for the plan for streets** as better public places, greenways, improved walkability, and positive shift towards other modes of transport. Better public transit and access for cars is needed.
- Protect **industrial and employment areas**, encourage business growth, and support independent and small local businesses.
- **Encourage complete communities.** Support for the integration of housing, employment, commercial and industrial spaces, to create complete neighbourhoods.
- Strong support for enhanced **tenant protections and assistance** alongside new land use policy such as **right to return**, temporary **rent top-ups**, and a **greater range of rental and non-market** rental housing options in all neighbourhoods within the Plan area.
- More arts and culture wanted, and **affordable space and housing for artists**.
- Concerns about **displacement of existing tenants** and uncertainties about the re-housing guarantee and availability.
- **Support for small-scale shops and services.** Interest in seeing commercial uses like cafes/coffee shops, small grocery stores, restaurants and farm stands or markets located at various locations in primarily residential neighbourhoods.

### Talk Vancouver Survey:

The Talk Vancouver survey (on-line and in-person) was open from November 4 to December 3 and 2,042 responses were received in total. Below is a summary of the quantitative results.

**We asked “Generally, do you feel the directions...meet the current and future needs of the community?” for each Character Area.**

- An average of 69% of survey respondents responded “Yes, Definitely” and “Yes, Somewhat” to the question, “Generally, do you feel the directions ... meet the current and future needs of the community?”

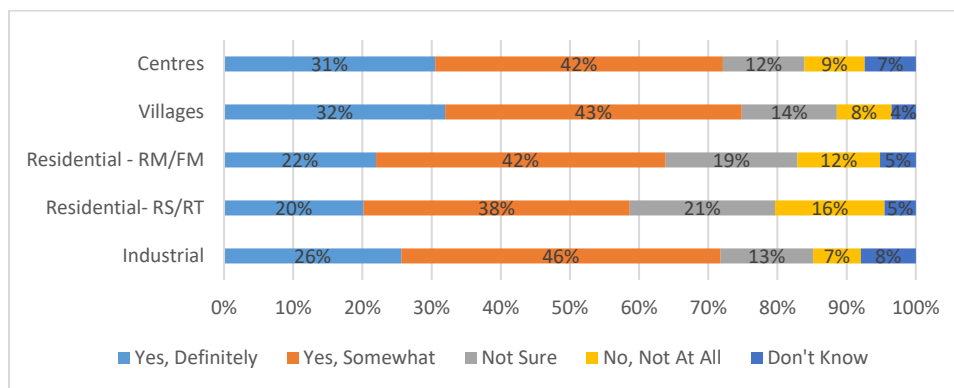


Figure 12: Results from Phase 3 survey showing level of support for Character Area policy directions.

We asked, “Where should higher buildings be allowed to enter views 3.1 and 3.2.4a, generally along Broadway between Oak and Main streets?” We asked participants to rank which policy directions they would like from the most to least.

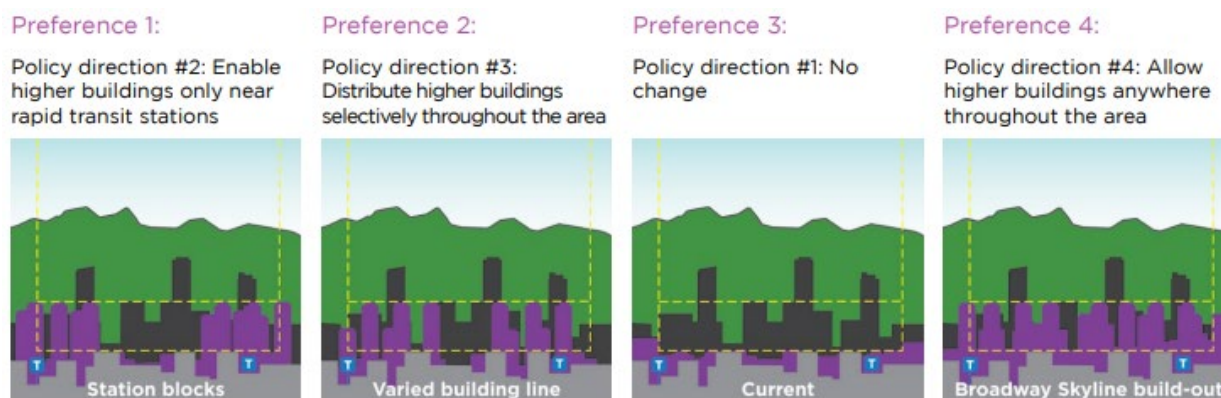


Figure 13: Results from Phase 3 survey showing preference for where higher buildings should be allowed to enter 3.1 and 3.2.4a view cones.

For each subarea, we shared the “big moves” (summary of the key policy directions). We asked “What do you think of big moves” for each subarea in Kitsilano.

- On average, 57% of survey respondents indicated that they “like” or “really like” the policy directions for Kitsilano.

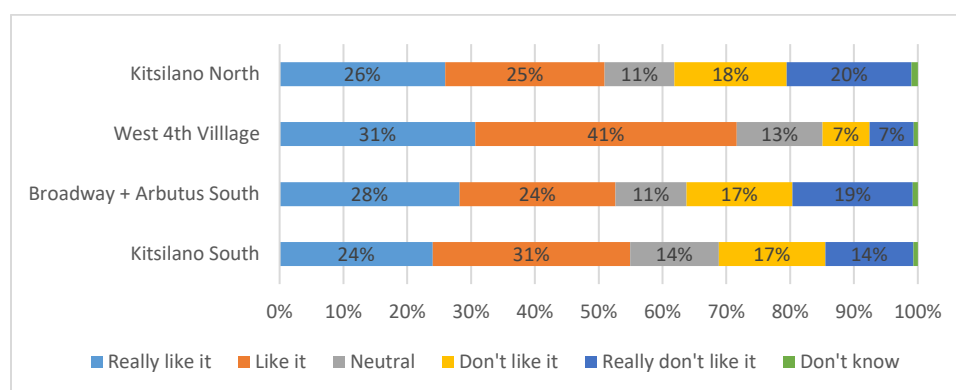


Figure 14: Results from Phase 3 survey showing level of support for Kitsilano sub-areas.

For each subarea, we shared the “big moves” (summary of the key policy directions). We asked “What do you think of big moves” for each subarea in Fairview.

- On average, 61% of survey respondents indicated that they “like” or “really like” the policy directions for Fairview.

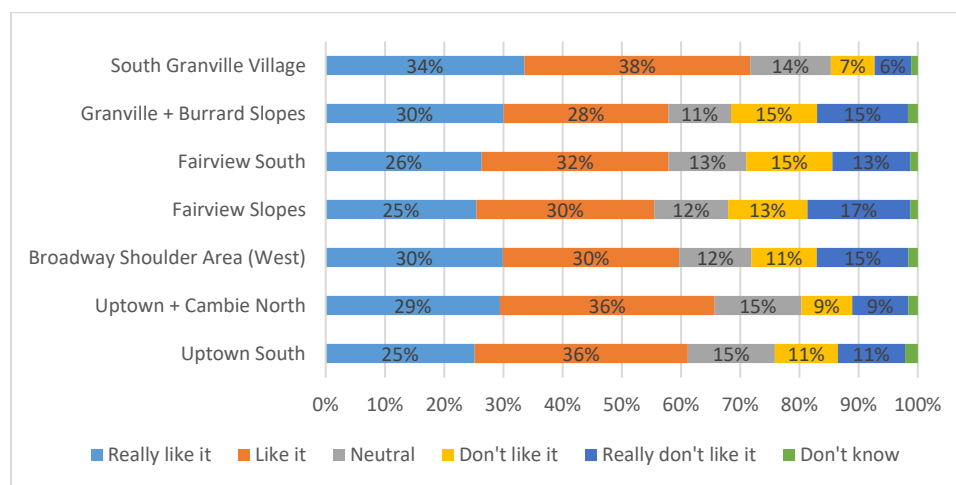


Figure 15: Results from Phase 3 survey showing level of support for Fairview sub-areas.

For the Granville Loop within Fairview, we asked “Thinking about the future of the Southwest Granville Loop, what uses would you prioritize for the site to help meet the needs of the community?” We asked respondents to rank their preferences. Below are the average results.

- Public open/green space
- Affordable housing
- “Gateway” feature
- Local-serving commercial
- Community amenities

For each subarea, we shared the “big moves” (summary of the key policy directions). We asked “What do you think of big moves” for each subarea in Mount Pleasant.

- On average, 65% of survey respondents indicated that they “like” or “really like” the policy directions for Mount Pleasant.

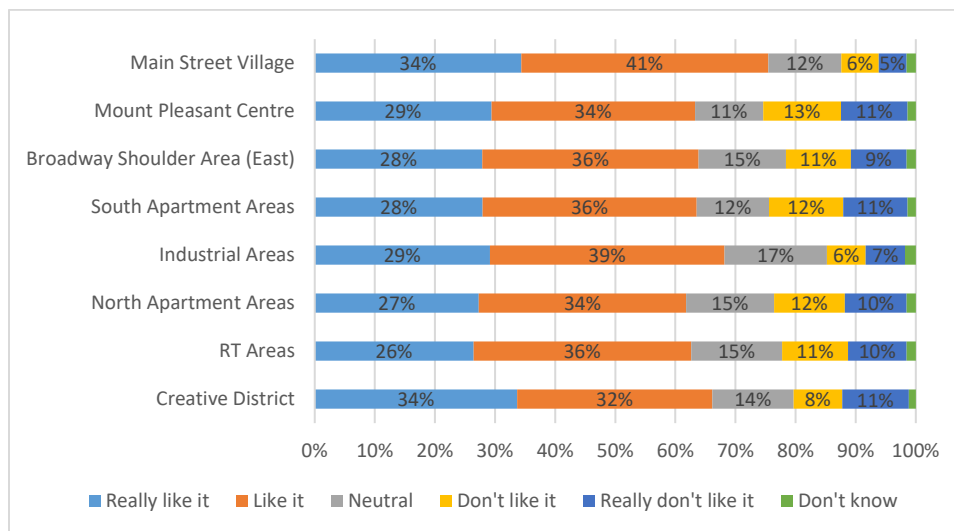


Figure 16: Results from Phase 3 survey showing level of support for Mount Pleasant sub-areas.

Existing renters impacted by redevelopment have the right to return to the new building at rents comparable or lower than their previous rents.

- Sixty-eight per cent (68%) of survey respondents “strongly agree” or “somewhat agree” with the proposed right to return policy directions.

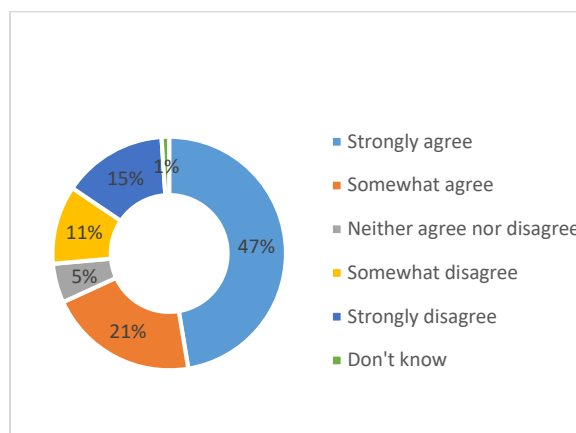


Figure 17: Results from Phase 3 survey showing level of support for right to return policy direction.

**Existing renters impacted by redevelopment should receive a temporary rent top-up during the period when they are in an alternate accommodation while the new building is constructed. This would bridge the gap between their existing rent and any rent increases**

- Sixty-five per cent (65%) of survey respondents “strongly agree” or “somewhat agree” with the proposed rent top-up policy directions.

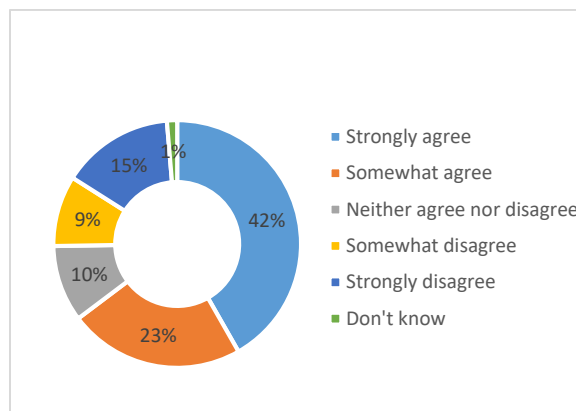


Figure 18: Results from Phase 3 survey showing level of support for rent top-up policy direction

**Enable a greater range of rental (to include market and below market) and non-market housing (to include social, supportive and co-operative) options in all neighbourhoods within the plan area**

- Seventy-five per cent (75%) of survey respondents “strongly agree” or “Somewhat agree” with the enabling a greater range of rental options in all neighbourhoods within the plan area.

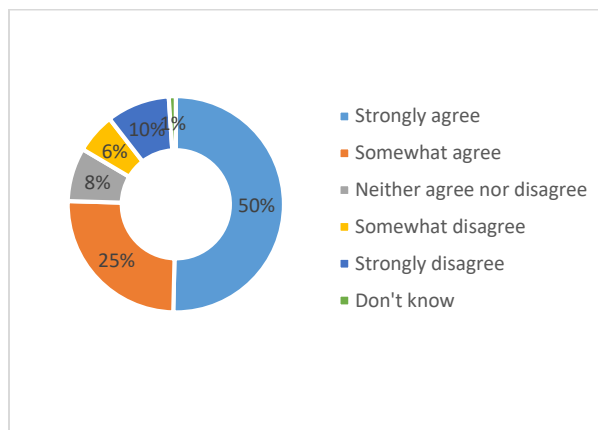


Figure 19: Results from Phase 3 survey showing level of support for housing policies regarding greater range of rental and non-market housing

**Allow taller buildings in existing residential areas, which will enable new developments to permanently secure a portion of the building as either below-market rental or social housing. In general that would mean the following:**

- In existing apartment areas, 20-25 storeys for secured market rental housing with 20% of the floor area secured at below-market rates for the life of the building.
  - In existing apartment areas, 15-18 storeys for stratified ownership housing with 20% of the floor area secured as non-profit social housing for the life of the building.
  - In existing low-density/duplex areas, 12-18 storeys for secured market rental housing with 20% of the floor area secured at below-market rates for the life of the building.
- Fifty-five per cent (55%) of survey respondents “strongly agree” or “somewhat agree” with allowing taller buildings in residential areas as described above.

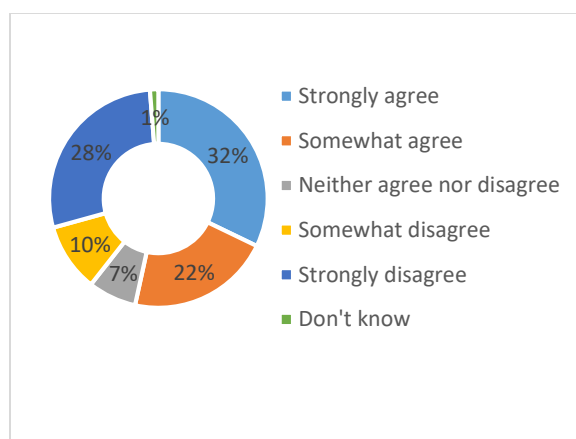


Figure 20: Results from Phase 3 survey showing level of support for taller buildings in residential areas.

**Where would you like to see small-scale shops and services in primarily residential neighbourhoods?**

1. Intersections with arterial
2. Corner lots
3. Anywhere

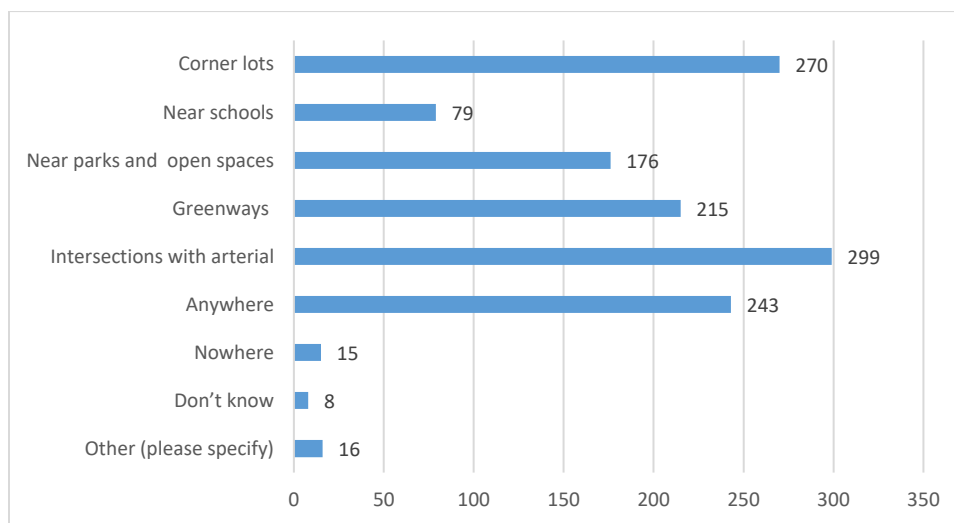


Figure 21: Results from Phase 3 survey showing preference for locations of small scale shops and services.

**What types of commercial uses would you like to see in residential areas?**

1. Cafes/coffee shops
2. Small grocery stores
3. Restaurants

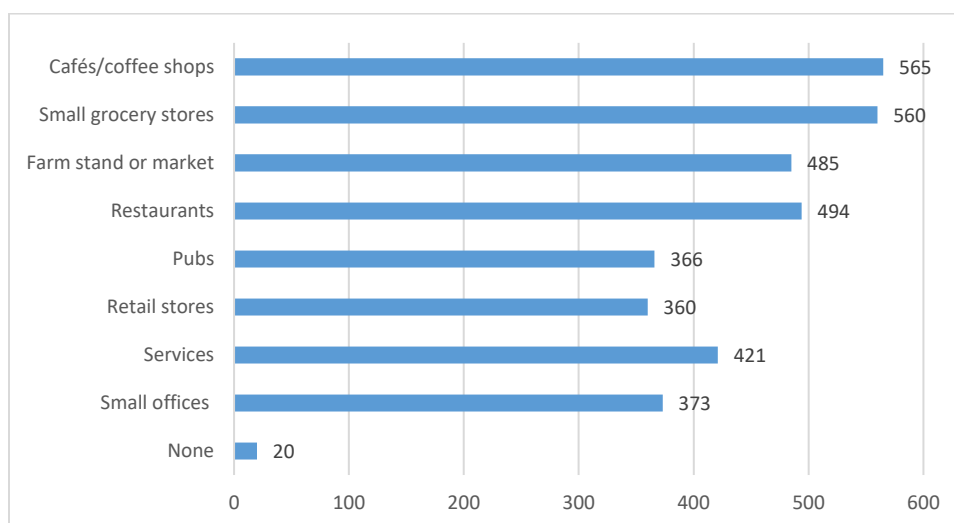


Figure 22: Results from Phase 3 survey showing preference for different types small scale shops and services.

### What do you think of the priority greenway locations that have been identified?

- Seventy-seven per cent (77%) of survey respondents “really like” or “like” with the proposed priority greenway locations.

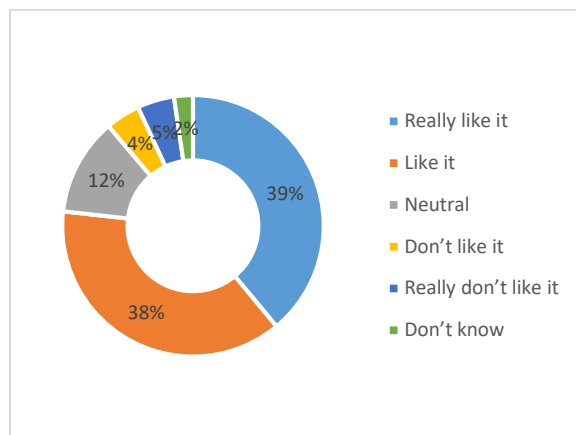


Figure 23: Results from Phase 3 survey showing support for priority greenway locations.

### Generally, what do you think about “Street as better public spaces”?

- Seventy-five per cent (75%) of survey respondents “really like” or “like” with the streets as better public spaces policy directions.

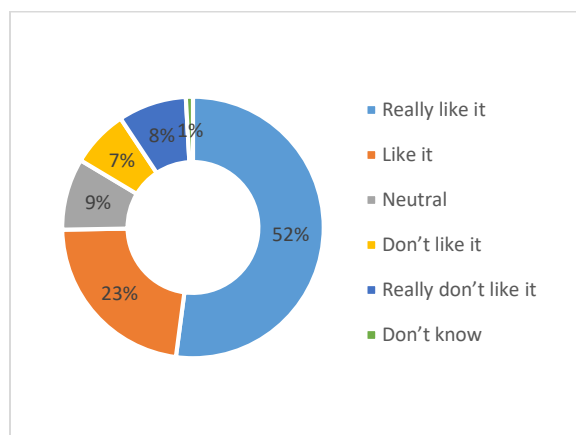


Figure 24: Results from Phase 3 survey showing support for streets as better public spaces.



### What do you think about the Refined Directions for parking and curbside management?

- Fifty-five per cent (55%) of survey respondents “really like” or “like” with the proposed parking and curbside management policy directions.

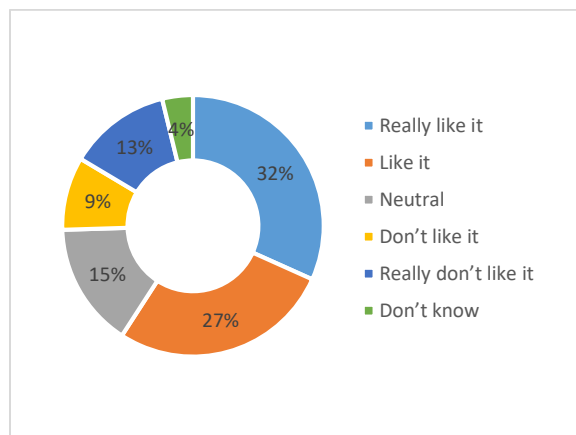


Figure 25: Results from Phase 3 survey showing support for parking and curbside management.

### How do you feel about Public Realm Framework?

- Seventy-one per cent (71%) of survey respondents “really like” or “like” with the draft Public Realm Framework.

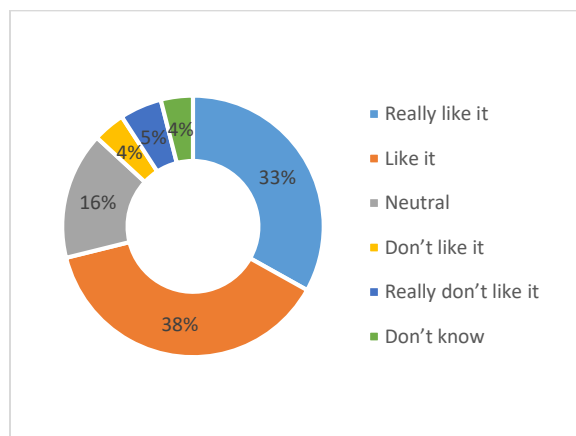


Figure 26: Results from Phase 3 survey showing support for the draft Public Realm Framework.

**How important do you think these well-being supports (childcare, social facilities, food systems) are for the Broadway Area?**

- Sixty-eight per cent (68%) of survey respondents thought well-being supports were “very important” for the Broadway Area.

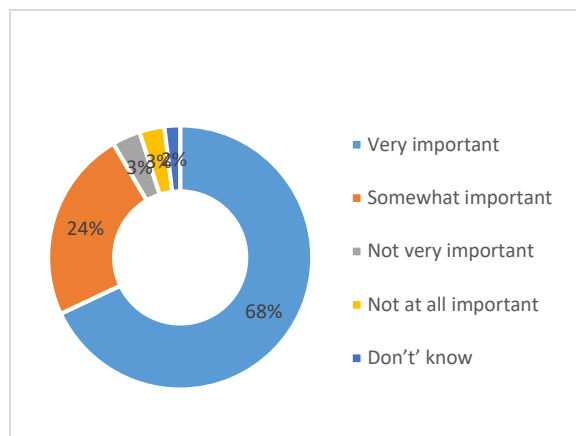


Figure 27: Results from Phase 3 survey showing level of importance for well-being supports.

**To what extent do you think the proposed directions address concerns from the arts, culture and music sector?**

- Forty-four per cent (44%) of survey respondents thought the arts, culture and music policy directions address concerns from the sector.

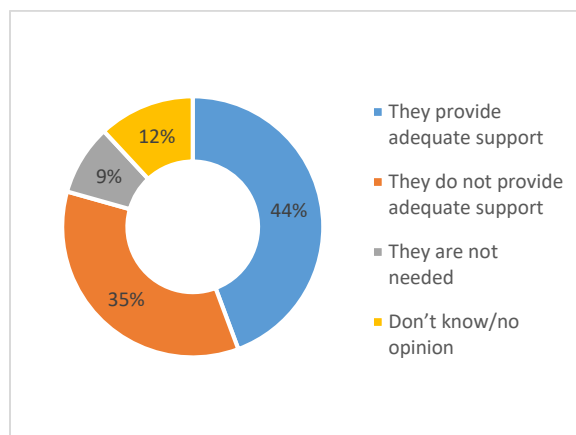


Figure 28: Results from Phase 3 survey showing level of support for arts, culture and music policy directions.

**Generally, what do you think about the proposed directions for cultural spaces?**

- Sixty per cent (60%) of survey respondents “really like” or “like” the policy directions for cultural spaces.

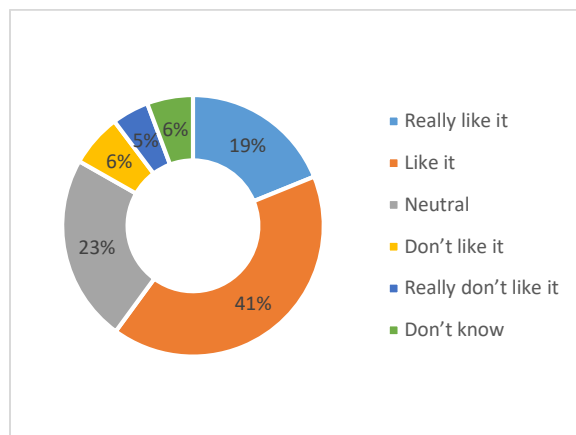


Figure 29: Results from Phase 3 survey showing level of support for cultural spaces policy directions.

**The Refined Directions identify South Granville Village and the Mount Pleasant Area as priority areas for further study to determine heritage significance for consideration in the Broadway Plan. What do you think of the priority locations that have been identified?**

- Forty-nine per cent (49%) of survey respondents “really like” or “like” the policy directions for heritage.

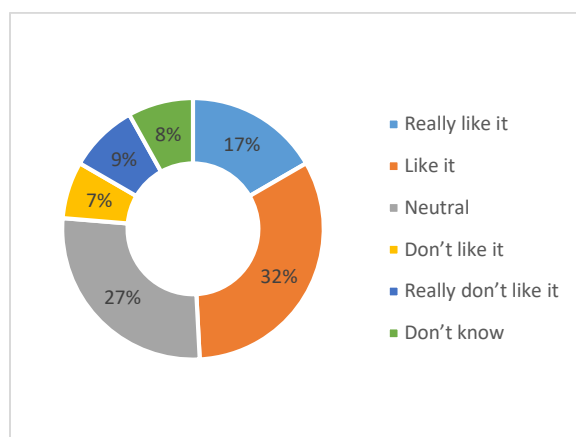


Figure 30: Results from Phase 3 survey showing level of support for heritage policy directions.

**Generally, what are your priorities for these neighbourhoods (e.g. for renewal, expansion and/or new facilities) in the Broadway Plan Area? Please rank in order from most to least preferred**

1. Affordable housing
2. Parks and open spaces
3. Transportation and street improvements

Kitsilano	Fairview	Mount Pleasant
1. Affordable housing 2. Parks and open spaces 3. Community facilities 4. Transportation and street improvements 5. Community centres 6. Childcare 7. Utilities and green rainwater infrastructure 8. Arts and cultural spaces 9. Food systems and urban agriculture	1. Affordable housing 2. Parks and open spaces 3. Transportation and street improvements 4. Community facilities 5. Childcare 6. Community centres 7. Utilities and green rainwater infrastructure 8. Arts and cultural spaces 9. Food systems and urban agriculture	1. Affordable housing 2. Transportation and street improvements 3. Parks and open spaces 4. Community facilities 5. Childcare 6. Community centres 7. Arts and cultural spaces 8. Utilities and green rainwater infrastructure 9. Good systems and urban agriculture

Figure 31: Results from Phase 3 survey showing use preference by neighbourhood.

#### Phase 4: Draft Plan

Between January and April 2022, there were over 19 opportunities to engage in the Broadway Plan planning process. There were a total of 8,310 engagement touchpoints with members of the public. The intention of this phase of engagement was to share the land use, built form, area wide policy, and public benefits strategy in greater detail. A full list of engagement opportunities, notification methods, and feedback received during this phase is summarized in the Phase 4 Engagement Summary Report: <https://syc.vancouver.ca/projects/broadway-plan/broadway-plan-phase-4-engagement-summary.pdf>



Figure 32: Summary of Phase 4 engagement events from January to April 2022.

## Communication Tactics:

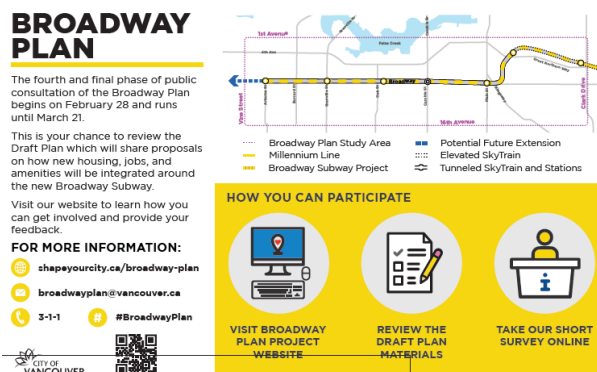
The communications goals during the public engagement phase focused on building awareness about the Draft Plan. The public was encouraged to share their feedback through the survey.

### Postcard Mail Outs:

Staff distributed postcards via Canada Post notifying all residents (renters and owners), businesses and property owners in the Broadway Plan study area. 65,010 postcards were delivered.

### Newspaper ads:

Newspaper ads were taken out in Vancouver is Awesome and The Georgia Straight advertising Draft Broadway Plan engagement.



### Listserv:

The Broadway Plan email list and Rental Housing email list were used during this phase of engagement as a way to keep the public up to date on engagement opportunities, council notifications and, updates on timeline changes. 1,709 people were registered to receive emails from the Broadway Plan team at this point in the process. 1,340 people were registered to receive emails from the Rental Housing team.

### Social media outreach:

Social media was used to help expand our outreach, providing another platform for the public to create, share or exchange ideas and issues related to the Broadway Plan study area. A total of 80,220 impressions were made across all of the City of Vancouver's social media channels (Facebook, Instagram, and Twitter).



### Draft Plan Highlights Booklet:

The highlight booklet provided a summary of the Draft Plan. Staff worked together with the Vancouver Public Library to distribute over 1000 booklets at the Mount Pleasant, Firehall, and Kitsilano Branches. Booklets were also shared on the project's ShapeYourCity website.

## **Engagement Opportunities:**

### *Virtual Open House on ShapeYourCity:*

The Broadway Plan's page hosted the virtual component of the Draft Plan open house. The webpage housed all of our documents and included information on the planning process, engagement tools, engagement opportunities, and hosted all the relevant background documents from the current and previous phases. The website had over 23,180 visits and 3,110 documents downloaded.

### *In-Person Open House*

Three neighbourhood based in-person open houses were hosted during the engagement period. Information boards outlining the Draft Plan was presented. Staff were available to answer questions from members of the public. Paper copies of surveys were also made available for those who wanted to submit feedback. 306 members of the public attended.



### *Climate Emergency Action Plan Amplifier Network*

To help us reach a broader audience, the Broadway Plan team attended the Climate Emergency Action Plan's Amplifier Network. The intention of attending this group was to extend the City's reach by sharing key messages and opportunities and to invite greater public participation in the Broadway Plan with a group focused on sustainability, resilience and climate change issues. In this network, there were 69 individuals representing 40 organizations.

### *Office Hours:*

The project team was available for office hours to answer questions from members of the public about the draft Broadway Plan. Sign up was available for a one-hour time window during which participants received a phone call from a staff member to answer questions and receive feedback about the Broadway Plan. 17 office hour meetings were held.

### *Stakeholder and Community Meetings:*

Stakeholder and community meetings were organized to learn more about the interest, ideas and opportunities and feedback on the Draft Plan.

### *Draft Plan Highlights Booklet:*

The booklets for each of the area wide policy chapters were shared online and at the in-person open houses. Staff worked together with the Vancouver Public Library to distribute over 1,000 booklets at the Mount Pleasant, Firehall, and Kitsilano Branches.

### *Heritage Workshops:*

As part of the Draft Broadway Plan, a series of virtual workshops were held. The workshops focused on the Draft Plan policies, covering topics related to tangible and intangible heritage. The Broadway Plan's heritage consultants who helped refine and fine-tuning the heritage-related policies led and facilitated these stakeholder workshops. Feedback from these sessions was used to refine the Draft Plan.

The workshops will each cover the same overview for the Broadway Plan area and then focus on a different one of the three sub-areas of the Plan:

- Workshop 1: Kitsilano and West 4th Ave Village and Fairview and South Granville Village
- Workshop 2: Mount Pleasant and Main Street Village

### **Key Feedback Themes:**

The key qualitative feedback themes on the Draft Plan can be summarised as follows:

- **Affordable housing** is a priority, and more is needed, but concerns about new housing not being truly affordable, thereby pricing existing residents out of the area.
- Increased **housing density** will create more diverse and vibrant neighborhoods, but concerns about the loss of neighbourhood character.
- Concerns about the impact of **high rise buildings** on livability, sense of community, light, and views.
- Like the **Great Street** concept with more pedestrian and bike space, and better connections through improved public transportation.
- **Parks** are important for quality of life, and increased density necessitates more green space than is proposed.
- Like **the arts and culture** expansion, and recommend increased funding for these spaces.
- In favour of **One Water** upgrades, but more detail is required about utilities, green infrastructure and sustainability.
- **The proposed public benefits** are appropriate and necessary, but more will be needed as population increases, especially schools and childcare places.
- Like the plan for renewal and expansion of a **community centre**, and recommend greater budget allocation for more centres.
- Concerns about **budget and costs** of public benefits, and anticipated tax increases.
- **Kitsilano:** Mixed views about increasing housing density, with some in support and some against. General support for increasing supply and diversity of housing, but concern that proposed buildings are too tall.
- **Fairview:** Support for increased housing and affordability but more is needed. Overall support for increase in housing density, but there are concerns that proposed buildings are too tall. Respondents expressed that the Plan retains neighbourhood character but there are concerns about loss of green spaces. Interest in more retail opportunities in the area.
- **Mount Pleasant:** Support increased housing density and respondents would like more. Some were concerned that buildings are too tall, while others some expressed that they may be needed. Concerns that housing will not be truly affordable. Overall support for employment areas in the neighbourhood, particularly policies that support industrial and retail uses.

### Talk Vancouver Survey:

The Talk Vancouver survey (on-line and in-person) was open from March 1 to 22 and 3,662 responses were received in total. Below is a summary of the quantitative results.

#### **“Which of these statements best captures your thoughts about the draft plan policies for...” Kitsilano, Fairview and Mount Pleasant.**

- Sixty-five per cent (65%) of survey respondents “really liked” or “liked most aspects” about the draft plan policies for Kitsilano.
- Sixty-six per cent (66%) of survey respondents “really liked” or “liked most aspects” about the draft plan policies for Fairview.
- Sixty-nine per cent (69%) of survey respondents “really liked” or “liked most aspects” about the draft plan policies for Mount Pleasant.

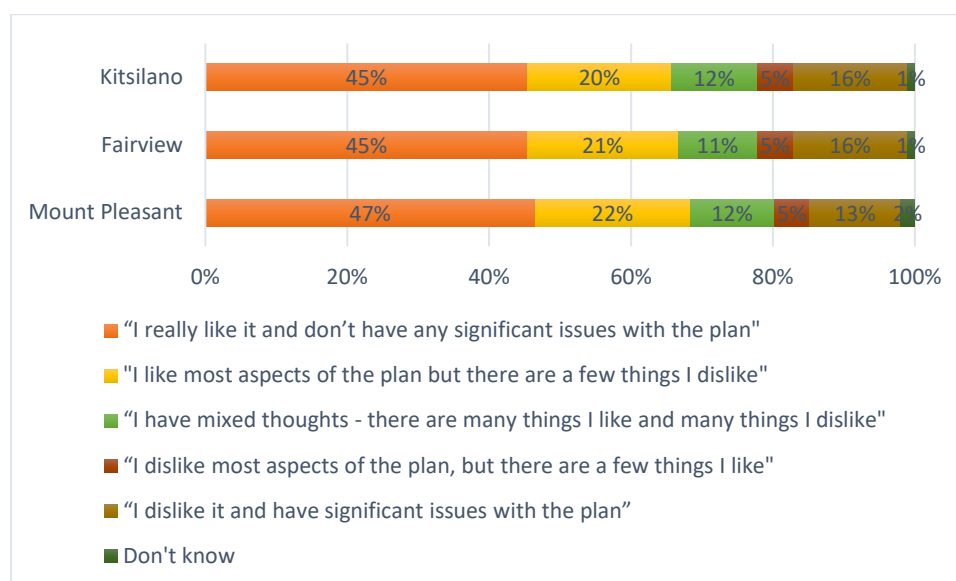


Figure 33: Results from Phase 4 survey showing level of support for the Draft Plan policies by neighbourhood.

#### **“In general do you agree or disagree with this statement? The investments and improvements outlined in the public benefits strategy are the right ones for the Broadway Plan area.”**

- Sixty-two percent (62%) of survey respondents indicated that they “strongly agree” or “agree” that the investments and improvements outlined in the draft public benefits strategy are the right ones for the Broadway Plan area.



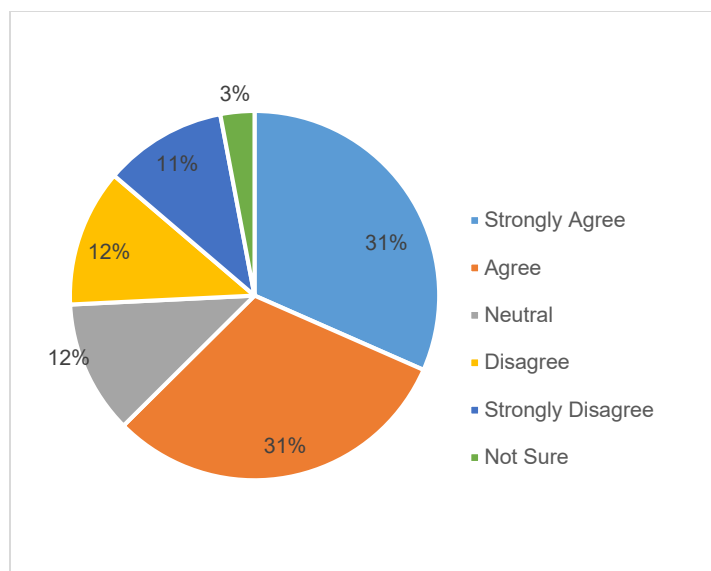


Figure 34: Results from Phase 4 survey showing level of support for the Draft Public Benefits Strategy.

**“Do you think the draft Broadway Plan policies will improve the quality of life for those who live, work, play and learn in the Broadway neighbourhoods in the future?”**

- Fifty-two percent (52%) of survey respondents responded “yes” when asked if they “think the draft Broadway plan policies will improve the quality of life for those who live, work and play and learn in the Broadway neighbourhoods in the future”.

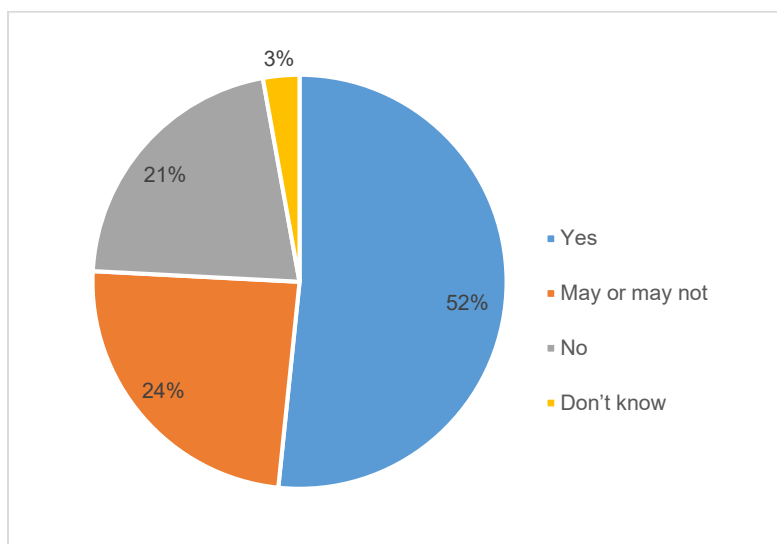


Figure 35: Results from Phase 4 survey showing level of agreement on whether the draft Plan will improve quality of life in the future.

# Financial Analysis Inputs to Broadway Plan: Summary of Findings

29 April 2022

**Prepared for:**  
City of Vancouver

**By:**  
**coriolis**   
CONSULTING CORP.

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# 1.0 Introduction

## 1.1 Background

The City of Vancouver is completing a planning process for the Broadway Corridor (the Broadway Plan). As part of the process, the City examined the potential for redevelopment and intensification of sites in portions of the study area.

A wide variety of factors were evaluated to help select the land uses and appropriate densities in the study area including social planning objectives, existing community character, urban design objectives, transportation, servicing capacity, and the general ability of the area to absorb new population and employment.

There is very little vacant land in the planning area, so new development will need to come mainly through redevelopment or infill of existing properties. Therefore, an additional consideration was the mix of uses and the density of new development that are likely needed to make redevelopment and intensification financially viable for private developers.

As one input to the planning process, the City retained Coriolis Consulting Corp. to complete financial analysis for a wide variety of different types of possible redevelopment scenarios in the study area to help address the following questions:

1. What is the likely financial performance of different types of rental, office, mixed employment and strata residential development scenarios and how much density is likely required to stimulate redevelopment in locations that are desirable for intensification from a planning perspective?
2. Is it financially viable for new projects to include below market rental units or turnkey social housing units and what are the implications for the density required?
3. What is the impact of other potential policies being considered by the City such as enhanced tenant protection and vacancy control on below market rental units?

Our work was completed over the course of the planning process, spanning from early 2020 to early 2022. Our inputs were divided into three main phases:

1. Preliminary financial analysis of different case study sites, development scenarios, and affordable housing options to inform the initial planning concepts for the study area in advance of community engagement.
2. Analysis of refined development scenarios and policies that arose from input provided at community workshops and public engagement.
3. Review of the policies included in the draft Plan.

Our work with the City was iterative as plans and policies for the Corridor evolved throughout the process.

This report summarizes the approach to our analysis and the main findings of the financial analysis.

It should be noted that the findings of our analysis are based on market conditions as of late 2021. The financial viability of redevelopment will change over time as market conditions (values and costs) change.

However, our findings are a good indicator of the likely redevelopment economics in the study area for the foreseeable future.

## **1.2 Professional Disclaimer**

This document may contain estimates and forecasts of future growth and urban development prospects, estimates of the financial performance of possible future urban development projects, opinions regarding the likelihood of approval of development projects, and recommendations regarding development strategy or municipal policy. All such estimates, forecasts, opinions, and recommendations are based in part on forecasts and assumptions regarding population change, economic growth, policy, market conditions, development costs and other variables. The assumptions, estimates, forecasts, opinions, and recommendations are based on interpreting past trends, gauging current conditions, and making judgments about the future. As with all judgments concerning future trends and events, however, there is uncertainty and risk that conditions change or unanticipated circumstances occur such that actual events turn out differently than as anticipated in this document, which is intended to be used as a reasonable indicator of potential outcomes rather than as a precise prediction of future events.

Nothing contained in this report, express or implied, shall confer rights or remedies upon, or create any contractual relationship with, or cause of action in favor of, any third party relying upon this document.

In no event shall Coriolis Consulting Corp. be liable to the City of Vancouver or any third party for any indirect, incidental, special, or consequential damages whatsoever, including lost revenues or profits.

## 2.0 Objectives and Approach

### 2.1 Key Objectives of Analysis

The objective of our analysis was to evaluate the financial viability of different possible redevelopment scenarios for different locations in the study area and the likely impact of different potential policy approaches. Our analysis focused primarily on sites in the C-3A, RM, FM and RT zoning districts<sup>1</sup>. The specific objectives of the analysis differed for each site depending on the location, existing use and existing zoning of the site being evaluated.

A wide variety of development scenarios were tested for each zoning district and location in the early stages of our work. Our initial work evaluated over 120 different development scenarios at 19 different case study sites. The focus of this initial work was to evaluate the approximate densities likely required to make redevelopment financially viable in different parts of the study area under different assumed mixes of uses. This initial work also examined a variety of different affordable housing approaches and scenarios.

As plans for the study area evolved during the engagement process, we updated and refined the analysis. Over the course of the entire planning process, we analyzed over 200 different redevelopment scenarios at a wide range of different sites.

This report provides details on the scenarios and analysis included in the final phase of our work following the engagement process:

1. For case study sites currently zoned C-3A (generally along Broadway). We analyzed the financial viability of a wide variety of different development concepts, ranging from 4.0 FSR up to 8.5 FSR, including:
  - Retail and office development.
  - Retail and market rental development.
  - Retail, office, rental with 20% below market rental<sup>2</sup>.
  - Retail and rental apartment with 80% market and 20% below market.
  - Retail and strata apartment with 20% turnkey social housing<sup>3</sup>.
  - Retail and strata apartment.

<sup>1</sup> We also completed some limited analysis of scenarios for the existing industrial and mixed employment locations.

<sup>2</sup> Below market rental units are privately owned rental units that are rent restricted based on City of Vancouver guidelines.

<sup>3</sup> Turnkey social housing units are apartment units that are constructed by the private developer and transferred to the City for a nominal amount upon completion. The units are then made available to rent at non-market rates.

2. For case study sites zoned RM and FM<sup>4</sup> which are improved with older strata apartment buildings, we analyzed the financial performance of redevelopment of sites as 80% strata apartment and 20% turnkey social housing under different assumed densities.
3. For case study sites zoned RM and improved with older rental buildings, we analyzed the financial performance of redevelopment assuming 80% market rental and 20% below market rental under different assumed densities ranging from 5.5 FSR to 7.5 FSR.
4. For case study sites zoned RT, we analyzed different rental redevelopment scenarios including:
  - 6 storey market rental apartment development at 2.5 FSR.
  - Rental development with 80% market rental and 20% below market rental at 5.5 FSR.

Other items that we also evaluated as part of the overall work program included:

1. The likely impact of vacancy control on densities required to make mixed market and below market rental development financially viable.
2. The impact of enhanced tenant protection policies on the financial performance of projects that involve demolition of existing rental units.
3. The ability of strata apartment rezonings to provide amenity contributions.

## 2.2 Approach to Analysis

In order for private developers to be interested in proceeding with a new project, the project needs to be financially attractive. This means that developers planning new projects need to think the project will generate a sufficient return on the total investment to obtain project financing and address the costs and risks associated with the new development. This is different than non-profit or government funded development projects which may not require a return on project costs.

We analyzed the likely financial performance of different hypothetical development scenarios at case study sites throughout the planning area. For each redevelopment scenario, we compared the estimated potential revenues with the total anticipated costs to determine the likely profitability of the scenario and the land value supported by the scenario:

1. In consultation with City staff, we identified a range of different case study sites for our analysis. The case study sites were selected from the different locations that could be considered for growth or redevelopment within the planning area and include a cross-section of existing zoning districts and uses. The case study sites selected for the analysis were all improved with older, lower density existing buildings and are similar to the types of properties that have been redeveloped in the study area in the past. Sites with higher value improvements were not selected as these properties are not assumed to be redevelopment candidates in the short term.

<sup>4</sup> The existing RM and FM districts are covered by the Rental Housing Stock Official Development Plan (RHS ODP) which requires one-for-one replacement of rental housing at new developments of 3 units or more. In the Broadway Plan area, the majority of purpose built rental is located in RM zones with minimal existing rental units in the FM district (approximately 1% of existing rental units covered by the RHS ODP in the plan area are located in the FM zoning district)

2. We estimated the value of each site under its existing use and existing zoning. This is the minimum value that a developer would need to pay for a site in order to acquire it for redevelopment.
3. We agreed with City staff on the redevelopment scenarios to test for each of the case study sites (density, mix of uses, tenure, affordable housing assumptions).
4. We created detailed financial proformas to analyze the likely financial performance of each redevelopment scenario at each case study site.
5. For strata residential or strata non-residential (office) projects, we used the financial analysis to estimate the maximum land value supported by the redevelopment scenario. This is the value that a developer could afford to pay for the case study site, complete the overall project and expect to generate a sufficient return on their total investment upon sale of all of new units. In order for a scenario to be financially viable, the land value supported by redevelopment scenario needs to be equal to (or higher than) the value of the property under its existing use and zoning. Otherwise, it will be more attractive (financially) to retain the property in its existing use or build new ownership housing under the current zoning.
6. New rental projects are either retained by the developer or sold by the developer to an investor upon completion, so for the rental scenarios, we used the financial analysis to evaluate different indicators of land value and profitability depending on whether the project was sold or retained by the developer, including:
  - The value that a developer could afford to pay for the case study site, complete the overall project and expect to generate a sufficient return on their total investment upon project completion.
  - The profit margin from the completed development (profit on sale of building divided by total project costs) if the applicant acquired the property at the value of the property under its existing use and zoning, built the project, rented out the units and sold the completed project to an investor.
  - The annual yield to the developer (annual net income divided by total project costs) if the applicant acquired the property at the value of the property under its existing use and zoning, built the project, rented out the units and held the completed project as an income-producing property.
7. For each redevelopment scenario, we then used the proforma analysis to determine one of two things:
  - The density likely required to make redevelopment financially attractive, or
  - For a given density, whether the redevelopment scenario would likely be financially viable.



## 3.0 Key Assumptions

### 3.1 Rental and Affordable Housing Assumptions

The key assumptions about market rental, below market rental, and social housing units used in our analysis are summarized in the following sections.

#### 3.1.1 Rents and Unit Mix

Unit mix and rent assumptions were as follows:

1. Starting rents for new below market units are set at 20% below<sup>5</sup> the City-wide CMHC average rent (by bedroom type) depending on the rezoning scenario.
2. Rent increases for the below market units are regulated under the Residential Tenancy Act (RTA) during tenancies. At the start of a new tenancy, the below market rents are reset to 20% below the CMHC City-wide average rent for that year.
3. Scenarios that include below market units or turnkey social housing units assume that 20% of the residential floor area is allocated to the affordable units.
4. Social housing units include 50% family units while the below market rental and market rental units include 35% family units.

#### 3.1.2 DCLs and Government Funding

Assumptions about DCLs and government funding were as follows:

1. The existing City-wide DCL waiver is available for rental units that meet the DCL waiver eligibility requirements for average starting rents and maximum unit sizes.
2. The Utilities DCL is paid by all rental projects.
3. Rental projects are not assumed to obtain funding from senior levels of government. However, we assume that financing could be available from CMHC or an alternate lender that provides favourable financing rates for rental or below market rental construction.

#### 3.1.3 Tenant Relocation Policies

The City has policies in place to protect tenants and assist tenants who are displaced due to demolition of existing rental buildings. Under the existing policies, a developer is required to:

- Create a relocation plan and assist tenants in securing new rental accommodation.
- Provide each tenant financial compensation that varies based on the length of tenancy.

<sup>5</sup> Other below market rent scenarios were also tested during the course of our analysis. However, the findings outlined in this report are based on the below market unit rents being set at 20% below City-wide CMHC average rents for buildings of all ages

- Provide financial assistance with moving expenses.
- Provide each tenant a right of first refusal to move back into the new rental building upon completion at a discounted rent.

Our analysis assumes that the City adopts an enhanced tenant protection approach in the Plan area which assumes that tenants are provided with assistance and moving expenses to relocate to an alternate rental unit, provided the opportunity to move into a unit<sup>6</sup> at the newly completed rental building at below market rent, and compensated for any increase in rent for the alternate rental unit until the new below market unit is available.

It should be noted that the tenant protection policy creates costs and uncertainties for developers. For example:

- There is uncertainty about the costs associated with compensating tenants for increased rents at an alternate rental unit, both in terms of the additional rent per month and the duration of the additional rent (as this is linked to the time required for the overall development, which is often uncertain).
- It is not possible to predict the number of existing tenants who will elect to exercise the right of first refusal upon completion of the new rental project. Having said this, in many cases the City's proposed policy would require that the new units be rented at the below market rents even if the tenant does not return.

### 3.1.4 Vacancy Control on Below Market Units

Our analysis assumes that rent increases for the below market units are regulated under the Residential Tenancy Act (RTA) during tenancies. At the start of a new tenancy, the below market rents are reset to 20% below the CMHC City-wide average rent for that year. This could result in an increase or a decrease in a below market unit rent, depending on the CMHC average rents at the time of turnover.

The ability to reset rents to a percentage of CMHC rents at the start of a tenancy allows a rental building owner to ensure that rents keep pace with increases in building operating costs (such as insurance, hydro, heat, water, maintenance, repair) and property taxes, which typically increase at a rate that is significantly higher than the RTA rate increase (The RTA rate increase is normally a maximum of the Consumer Price Index, but it has been less in recent years).

Under strict vacancy control, as used in the City's existing Moderating Income Rental Housing Pilot Program (MIRHPP)<sup>7</sup>, the rent rates can increase annually as permitted under the RTA but cannot be increased between tenancies. This approach creates challenges over the long term as operating costs and property taxes typically increase at rates much higher than the RTA rent increases. Therefore, under strict vacancy control, the annual net operating income from the below market units could decline in the long term which negatively impacts the project viability.

The uncertainty about future operating and property tax increases makes ownership of units that are subject to strict vacancy control much riskier than the approach being proposed in Broadway (i.e., some limited

<sup>6</sup> For scenarios that include below market rental units, the returning tenant could move into one of the below market units.

<sup>7</sup> MIRHPP was a limited pilot program that enabled up to 20 rezonings for new buildings that provided 100% of residential floor area as secured market rental, with 20% permanently secured for moderate income households. The program was closed to new applications in January 2022.

increases to rents are permitted at turnover, but not a full reset to market rents). This uncertainty and risk has a significant impact on the value of strict vacancy controlled units.

The impact of strict vacancy control on rental unit value means that large increases in density<sup>8</sup> are often required to make it financially viable to develop rental projects that include vacancy controlled below market units.

It should also be noted that, even if increased density is provided to offset the impact of a strict vacancy control requirement, many developers will still not be interested in proceeding with a rental project. The additional costs, risks and financing obstacles created by strict vacancy control will likely result in many developers seeking other development options in the City or elsewhere in the region.

If strict vacancy control (with no increase in rents permitted between tenancies) is required on below market rental units, we would expect developers to build less new rental housing, resulting in less new market and below market rental housing supply over time.

## 3.2 Profitability Measures

We examined different measures of profitability to determine if a scenario was likely financially viable.

1. To determine if a strata residential (or strata non-residential) or mixed use scenario is financially viable, our analysis assumes that the developer would target a minimum profit margin of 15% of total project costs<sup>9</sup>. This is the minimum profit margin typically required by strata developers to obtain financing and proceed with a new project given the significant capital, risk and time involved in new project
2. To determine if a rental scenario is financially viable, our analysis examines a combination of different indicators:
  - A profit margin of 10% on total project costs. This is low for a new multifamily residential project, but it is based on the estimated profit margins likely being achieved by new rental projects in Metro Vancouver. Our research indicates that rental developers are currently able to proceed at a lower margin than strata apartment developers.
  - An estimated annual yield on total costs of about 4.2% after the project is completed and the rental units are leased-up. This yield needs to be higher than the market capitalization (cap) rate for new(er) rental buildings<sup>10</sup> to account for the time, capital and risks associated with the development process. Without a return that exceeds the market cap rate, a rental developer/investor would be better off purchasing an existing rental building rather than developing a new rental building.

<sup>8</sup> Based on our evaluation, vacancy control on the below market units in highrise rental projects would require an increase in density of about 15% to 30% (depending on location) in comparison to the below market approach proposed for the Plan. In some cases, even additional density is not sufficient to make a project viable.

<sup>9</sup> It should be noted that this is not an annual return on costs. It is the profit as a percentage of costs on all costs incurred over the entire development horizon (which would span multiple years). The annual average return would be significantly lower.

<sup>10</sup> Market cap rates for new rental apartment buildings in Metro Vancouver are currently in the range of about 3.75% to 3.85% (assuming rents are at full market) depending on location and type of rental project. Some have sold at lower cap rates but these projects have had rents that are less than current market rents at the time of sale so there was potential upside to the investor as units turn over and rents are able to be increased to market rent.

Other measures of the return that are often used to evaluate the profitability of a new rental project are internal rate of return (IRR) and discounted cash flow (DCF) analysis. We did not focus on these measures as each involves numerous assumptions about the future change in rental rates, vacancy rates, operating costs, property taxes and cap rates. These additional assumptions introduce significant uncertainty to results of the analysis.

Drawing on these different measures of profitability we determined whether a development scenario was viable, possibly viable (slightly below our target measures of profitable), or not viable.

### **3.3 Other Assumptions**

This section outlines other assumptions that are common to the scenarios that we tested.

The estimated existing property values, revenues from the new rental units and project creation costs used in our analysis vary depending on the location of the case study site in the overall planning area and the type of project. Generally, market values (existing case study values and market values for new space) are higher in the western portion of the study area than in the eastern portion. Our analysis takes into account the variation in market values and costs in the different locations in the planning area.

Other key assumptions used in our financial analysis included the following:

1. Rezoning and redevelopment scenarios that involve the assembly of multiple existing single family (or duplex) homes include a cost allowance to address the costs associated with assembly of multiple properties.
2. Projects are assumed to incur costs for utilities relocation and green infrastructure. The actual cost will vary from site to site, but based on input from the City our analysis assumes that new projects incur costs of about:
  - \$1.0 million to upgrade and replace utilities (in addition to typical servicing costs for upgrades adjacent to a site).
  - \$350 per square metre of site area for on-site green infrastructure for rainwater management.
3. No CAC or density bonus contribution is assumed in any redevelopment scenarios. For strata residential scenarios, our analysis assumes that any CAC would be negotiated as part of the rezoning process based on any increase in land value due to rezoning. For rental and employment scenarios, the analysis assumes that the employment space, rental housing and affordable housing is the amenity contribution.
4. The commercial linkage target is included for 100% commercial projects that are leasehold. CACs would be negotiated from strata commercial projects based on any increase in land value due to the rezoning.
5. Public art contribution of \$1.98 per square foot is included for rezonings in excess of 100,000 square feet.

## 4.0 Summary of Results of Financial Analysis

This section summarizes the key findings of our financial analysis. It is organized based on existing zoning for the case study scenarios, as follows:

- C-3A scenarios (primarily along Broadway).
- RM and FM strata building scenarios.
- RM and FM rental building scenarios.
- RT rental scenarios.

### 4.1 C-3A Scenarios

Our financial analysis of development scenarios for the C-3A sites indicates that:

- Mixed strata apartment and retail development is viable at the current permitted C-3A density of 3.3 FSR<sup>11</sup> at sites that are improved with older low density commercial buildings. If permitted density is higher, strata projects can support significant amenity contributions.
- Market rental and mixed commercial and market rental apartment development likely requires minimum densities of about 8.0 FSR to be viable on sites improved with older low density commercial buildings.
- Rental apartment projects with a mix of 80% market and 20% below market rental (or mixed use) development likely requires minimum densities of about 12.0 FSR to be viable on sites improved with older low density commercial buildings.
- Retail and office development likely requires minimum densities of about 8.0 FSR<sup>12</sup> to be viable on sites improved with older low density commercial buildings.
- Mixed strata apartment with 20% turnkey social housing likely requires minimum densities of about 6.0 FSR to 8.0 FSR (depending on location) to be viable on sites improved with older low density commercial building.

Rental and below market rental development is less likely to occur in the eastern portion of the study area (Mount Pleasant) as market rental rates are lower than in the western portion of the study area but building costs are similar.

### 4.2 RM and FM Scenarios for Sites with Existing Strata Buildings

The viability of redevelopment will vary significantly depending on the density of the existing building at the site, the number of existing units, the condition of the building and the interest from a sufficient percentage of strata unit owners (a minimum of 80%) selling for redevelopment<sup>13</sup>. The higher the existing built density, the more density is required to make redevelopment financially attractive.

<sup>11</sup> This density includes a 10% bonus for heritage density.

<sup>12</sup> This assumes the commercial space is leasehold. If the project is a strata commercial project, the required density is lower.

<sup>13</sup> In BC, support from a minimum of 80% of owners is required to wind-up an existing strata corporation.

Our financial analysis of development scenarios for RM sites that are improved with older strata apartment buildings indicates that:

- At a density of about 4.0 FSR, some older strata properties will be viable for redevelopment to 100% strata apartment.
- At a density of about 6.0 FSR, some strata properties will be viable for redevelopment to 80% strata apartment and 20% turnkey social housing.

The viability of redevelopment for these types of sites will depend on the existing built density and the interest that the current owners have in selling their units (as 80% or more need to be interested in winding up the strata corporation).

### 4.3 RM and FM Scenarios for Sites with Existing Rental Buildings

The viability of redevelopment of existing rental buildings will vary significantly depending on the existing built density at the site, number of existing units, and the condition of the building. The higher the existing built density and the better the building condition, the more density that will be required to make redevelopment financially attractive.

We do not have information on building condition for the rental buildings in the planning area. However, there is a range of existing built densities in RM districts, so some properties are likely better candidates for redevelopment than others. Based on data provided by the City, we estimate that roughly 20% of existing rental properties in the study area are built to 0.9 FSR or less, 30% are built between 0.9 FSR and 1.2 FSR and the remaining 50% are built to higher densities.

We analyzed rental redevelopment with 80% market rental and 20% below market rental at densities ranging from 5.5 FSR to 7.5 FSR in different parts of the study area. We evaluated how the financial viability changes depending on the existing built density of the existing rental apartment building. An example of the financial analysis for these scenarios for one site is included in the attachments.

The following exhibit summarizes the findings of our analysis for properties in the western portion<sup>14</sup> of the study area. It shows the likely viability under different assumed built densities and different assumed redevelopment density.

**Exhibit 1 – Summary of Financial Viability of 80% Rental/20% Below Market Rental – West Side Properties**

	5.5 FSR	6.5 FSR	7.5 FSR
Properties Built to 0.9 FSR	Possibly Viable	Likely Viable	Viable
Properties Built to 1.1 FSR	Not Viable	Possibly Viable	Likely Viable
Properties Built to 1.3 FSR	Not Viable	Not Viable	Possibly Viable

This shows that minimum densities of about 6.5 FSR are likely required to make existing low density rental properties in West Side locations financially viable for redevelopment assuming 20% of the floorspace is allocated to below market rental units.

<sup>14</sup> This includes Fairview, South Granville and Kitsilano

Our analysis indicated that development of new rental buildings with 20% below market floorspace is unlikely to be viable at sites improved with existing rental buildings in the eastern portion of the study area at the densities we tested, unless the property is built to a very low existing density. This is due to the lower rents that are achievable in the market portion of the new building in comparison to rents in neighbourhoods further to the west.

Overall, our analysis indicates that:

- A relatively small share (likely 20% or so<sup>15</sup>) of existing rental apartment buildings in the study area will be financially viable for redevelopment to 80% market rental and 20% below market rental at densities of about 6.5 FSR. These properties would be redeveloped over time based on the interest of existing owners to sell. At 7.5 FSR, significantly more properties would be viable for redevelopment.
- If assembly is required, the number of sites that are financially viable likely declines as each site in the assembly would need to be built to a low existing density.
- These sites will only redevelop if existing owners are interested in selling for redevelopment (or redeveloping on their own) so the pace of redevelopment will likely be modest.

There are a number of reasons that the redevelopment of these properties is challenging (from a financial perspective) despite the large increase in proposed density, including:

- The existing rental buildings in the study area have relatively high market values under existing use as income-producing investment properties.
- New rental buildings that require concrete construction typically require high densities to be financially viable as construction costs per square foot are high.
- The portion of the building that will be allocated to below market units has a low value upon completion due to the below market rents but high costs to create.

## 4.4 RT Scenarios

The viability of redevelopment of existing RT zoned sites (duplex and single detached) will vary significantly depending on age and quality of the existing homes, the current owner's interest in selling, and the existing lot sizes. Smaller lots are more challenging to redevelop (from a financial perspective) due to the higher existing value per square foot of lot area.

We tested the financial viability of redeveloping existing RT properties for 6 storey market rental at 2.5 FSR and highrise rental with 80% market and 20% below market at 5.5 FSR at sites in different parts of the study area. Our analysis indicates that both forms of rental development will likely be financially viable on assemblies of RT properties if the lot sizes are relatively large (6,000 square feet or more) and the lots are improved with older homes (or duplexes).

The scenarios we tested are unlikely to be viable in the short term on assemblies of smaller lots or properties improved with higher value homes. Because many houses and duplexes in the RT areas are newer and/or on smaller lots, only a share of RT lots will likely be candidates for redevelopment in the short term. The need to assemble properties will also be a constraint on redevelopment.

<sup>15</sup> Based on data provided by the City, we estimate that about 20% of all rental buildings in the study area are located on the West Side and are currently built to 1.1 FSR or less.

## 5.0 Evaluation of Draft Plan

### 5.1 Existing C-3A Properties

The permitted development opportunities outlined in the draft Plan for C-3A sites vary depending on location. Generally, the opportunities are as follows:

- For 80% market and 20% below market (with commercial and/or office) rental, densities are in the range of 10.5 FSR to 12.25 FSR in station areas and 9.5 FSR to 10.5 FSR in shoulder areas.
- For 100% market rental (with commercial), densities are in the range of 8.0 FSR to 8.5 FSR.
- For strata apartment with 20% turnkey social housing (with commercial), densities are in the range of 7.5 FSR to 8.5 FSR.
- For strata apartment (with commercial), densities are in the range of 7.5 FSR to 8.5 FSR in station areas and 5.5 FSR in shoulder areas. In some locations the density is lower due to view cones. This type of rezoning would be subject to a negotiated CAC.
- For office development, densities are in the range of 10.5 FSR to 12.25 FSR in the station areas and 8.5 FSR to 10.0 FSR in the shoulder areas.

There are also opportunities to mix some of the different uses at the densities outlined above.

Based on our financial analysis:

- The uses and densities indicated in the draft plan in the C-3A areas create financially viable development opportunities throughout the study area (east and western portions of the study area) for sites that are currently improved with lower density existing commercial buildings.
- Development interest will likely be high at C-3A sites throughout the study area. However, development will occur over time based on market demand, construction industry capacity and property owners' willingness to sell for redevelopment.
- There should be interest in the full range of market uses permitted by the draft Plan, including apartment (rental and strata), retail and service space and office space.
- Development will likely be focused in station areas (where permitted densities are the highest) and in locations where sites are improved with low density existing buildings. Sites improved with higher density buildings are unlikely to be redevelopment candidates in the foreseeable future (even if located inside a station area).
- The increase in permitted density at C-3A sites creates significant additional value. This varies across the C-3A district as different locations have been identified for different densities and uses. Generally, we would not expect large increases in market land values for most C-3A development sites due to increased density because the additional land value created by the increased permitted density will be off-set by the cost associated with amenity contributions, below market rental housing and social housing requirements.

### 5.2 Existing RM and FM Strata Properties

Our understanding is that the policies in the draft Plan will create the opportunity to redevelop existing strata apartment properties in the RM and FM districts to strata apartment at 4.0 FSR or strata apartment with 20% turnkey social housing at 6.0 FSR.



Based on our financial analysis:

- The viability of redevelopment of existing strata buildings in the RM district will depend on the existing built density and the interest that the current owners have in selling their units.
- At the proposed redevelopment densities, some older strata apartment buildings that are built to a low density will likely be candidates for redevelopment in the short term, but most will not. Therefore, the pace of redevelopment will likely be modest, particularly if assembly of multiple properties is required.
- Development will be focused at sites that are built to a low existing density or where the building is in need of major capital repairs.
- The increase in permitted strata density at these RM sites creates additional value. However, we would not expect significant increases in market land values for these sites due to increased density because the additional land value created by the increased permitted market density will be off-set by the costs associated with amenity contributions and social housing requirements.

### **5.3 Existing RM and FM Rental Properties**

Our understanding is that the policies in the draft Plan will create the opportunity to redevelop existing rental properties in the RM and FM districts to 80% market rental and 20% below market rental at densities in the range of 5.5 FSR to 6.5 FSR.

We think development will be viable at the upper end of this density range if the RM (or FM) site is built to a low existing density. However, we would expect the pace of redevelopment in the RM and FM districts to be modest because:

- Rental projects with 20% below market rental will likely only be financially viable at RM and FM rental properties that are built to low existing densities (0.9 FSR to 1.1 FSR or less) in West Side locations. These types of properties make up a small share of all of the rental properties in the overall study area (likely 20% or so) and these sites would only redevelop if existing owners are interested in selling for redevelopment (or redeveloping on their own).
- The Plan requires minimum lot frontages which will likely mean that assembly of multiple rental sites is required to achieve the minimum lot frontage. To be financially viable for redevelopment, the overall built density at the assembled site will need to be relatively low. Therefore, development will be focused in locations where there are multiple adjacent low density existing rental buildings. This further reduces the number of sites that are likely financially viable for redevelopment.
- The below market rental scenarios we tested are unlikely to be financially viable at the eastern end of study area, so any development will likely be focused to the west.
- The enhanced tenant protection approach proposed for the study area creates additional complexity, cost, uncertainty and risk for developers.
- If permitted densities were somewhat higher (say 7.5 FSR), then it would significantly increase the number of existing rental sites that are financially attractive for redevelopment.

We would not expect significant increases in the market values for RM and FM rental properties due to the increase in permitted density supported by the draft Plan. Additional value created by the increased market rental density will be off-set by the below market rental housing requirements and tenant protection policies.

## 5.4 Existing RT Properties

Our understanding is that the policies in the draft Plan will create the opportunity to redevelop existing RT zoned properties to 80% market rental and 20% below market rental at densities up to 5.5 FSR or to 6 storey market rental at densities of about 2.5 FSR.

Based on our analysis:

- The rental development opportunities supported by the draft Plan will be financially viable at assemblies of RT properties if the lot sizes are relatively large (6,000 square feet or more) and the lots are improved with older homes (or duplexes). Smaller lots are more challenging to redevelop (from a financial perspective) due to the higher existing value per square foot of lot area.
- Because many houses and duplexes in the RT areas are newer and/or on smaller lots, only a share of RT lots will likely be candidates for redevelopment in the short term. The need to assemble properties will also be a constraint on redevelopment. Therefore, the pace of redevelopment in the RT areas will likely be moderate.
- We would not expect significant increases in RT land values due to the increase in permitted density supported by the draft Plan. The density supported by the 6 storey rental option does not create significant additional land value. Additional land value created by the increased market rental density in the 5.5 FSR option will be off-set by the below market rental housing requirements.

## 6.0 Attachments – Case Study Example

We analyzed dozens of different redevelopment scenarios for existing RM rental case study sites in different parts of the study area. This attachment provides an example of one set of scenarios that we analyzed for an existing rental property in the western portion of the study area (i.e., Kitsilano, Fairview, South Granville). All of the values shown in these attachments would be lower if the property was in an east side location.

This case study example is an older rental building on a 24,940 square foot site. Three different scenarios for the assumed existing built density (and number of rental units) at the property were evaluated, including 0.9 FSR, 1.1 FSR and 1.3 FSR. These are representative of the lower half of existing built density at RM and FM zoned rental properties in the overall study area.

These different assumed existing built density scenarios affect the assumed acquisition cost of the property to the developer and the overall financial viability of redevelopment. The higher the existing built density, the more expensive the property acquisition to the developer.

At the three built density scenarios, the assumed total gross floorspace and number of units at the site are as follows:

### Assumed Existing Building Scenarios

	Assumed Existing Gross Floorspace (sf)	Assumed Number of Existing Units
0.9 FSR	22,446	28
1.1 FSR	27,434	34
1.3 FSR	32,422	40

For each of the built density scenarios, this attachment includes three assumed redevelopment density options ranging from 5.5 FSR to 7.5 FSR. The redevelopment scenarios assume that the project would be 80% market rental and 20% below market rental.

The assumed gross floorspace and the number of units for each redevelopment scenario is as follows:

	Assumed Gross Floorspace (sf)	Assumed Market Rental Units	Assumed Below Market Rental Units
5.5 FSR	137,170	152	38
6.5 FSR	162,110	179	45
7.5 FSR	187,050	207	52

For the financial analysis, we assume that a developer acquires the existing site based on its current market value as an income producing rental apartment (which varies based on existing built density). The developer then obtains approvals, helps relocate existing tenants, demolishes the existing building, constructs the new rental building and leases up the units to tenants. Any returning tenants are provided with a first right of refusal on the below market units.

For each scenario, the attachments provide a summary of the detailed proforma analysis that we completed. Each summary shows:

- The estimated net operating income from the new units upon lease-up (gross revenue, less vacancy, less operating costs, less property taxes).
- The assumed costs associated with property acquisition (the existing market value of the rental building plus closing costs and financing).

- The estimated hard construction costs (including demolition, servicing, site development).
- The estimated soft costs (permits, professional fees, management, admin, insurance, other).
- All other project costs (such as DCLs, GST, tenant relocation, public art, property taxes, leasing, financing, miscellaneous).
- The total estimated project costs.
- The estimated annual yield to the developer on total project costs if the project is retained by developer.
- The estimated profit margin to the developer on total project costs (if the completed project was sold).

**Attachment 1:**

**Summary Proformas - 80% Market and 20% Below Market Rental - Existing Built Density of 0.9 FSR**

Summary Proforma	Rezoning Density (FSR)		
	5.50	6.50	7.50
Revenue	\$5,286,117	\$6,247,737	\$7,207,496
Vacancy	\$52,861	\$62,477	\$72,075
Operating Costs & Taxes	\$1,228,759	\$1,452,170	\$1,675,580
Net Operating Income (NOI)	\$4,004,497	\$4,733,089	\$5,459,841
Land Acquisition (plus related)	\$15,479,431	\$15,479,431	\$15,479,431
Construction Costs	\$63,523,613	\$74,604,680	\$85,606,996
Permits, Soft Costs and Professional Fees	\$7,140,054	\$8,385,566	\$9,622,226
All Other Costs	\$13,119,053	\$15,248,946	\$17,371,662
Total Costs including Land Related	\$99,262,151	\$113,718,623	\$128,080,316
<b>Profitability Measures</b>			
Stabilized Annual Yield to Developer	4.0%	4.2%	4.3%
Estimated Building Value Upon Completion	\$106,786,584	\$126,215,719	\$145,595,750
Total Costs Including Land	\$99,262,151	\$113,718,623	\$128,080,316
Estimated Profit	\$7,524,434	\$12,497,096	\$17,515,434
Estimated Profit Margin % (on total cost)	8%	11%	14%

Assuming a target profit of about 10% and/or a stabilized annual yield of 4.2%, this illustrates that redevelopment densities in the range of about 6.0 FSR to 6.5 FSR are likely required to make redevelopment financially attractive at sites improved with older rental buildings built to an existing density of about 0.9 FSR.

**Attachment 2:**

**Summary Proformas - 80% Market and 20% Below Market Rental - Existing Built Density of 1.1 FSR**

Summary Proforma	Rezoning Density (FSR)		
	5.50	6.50	7.50
Revenue	\$5,286,117	\$6,247,737	\$7,207,496
Vacancy	\$52,861	\$62,477	\$72,075
Operating Costs & Taxes	\$1,228,759	\$1,452,170	\$1,675,580
Net Operating Income (NOI)	\$4,004,497	\$4,733,089	\$5,459,841
Land Acquisition (plus related)	\$18,803,152	\$18,803,152	\$18,803,152
Construction Costs	\$63,628,361	\$74,709,428	\$85,711,744
Permits, Soft Costs and Professional Fees	\$7,151,828	\$8,397,340	\$9,634,000
All Other Costs	\$13,257,117	\$15,387,010	\$17,509,726
Total Costs including Land Related	\$102,840,458	\$117,296,930	\$131,658,623
<b>Profitability Measures</b>			
Stabilized Annual Yield to Developer	3.9%	4.0%	4.1%
Estimated Building Value Upon Completion	\$106,786,584	\$126,215,719	\$145,595,750
Total Costs Including Land	\$102,840,458	\$117,296,930	\$131,658,623
Estimated Profit	\$3,946,127	\$8,918,789	\$13,937,127
Estimated Profit Margin % (on total cost)	4%	8%	11%

Assuming a target profit of about 10% and/or a stabilized annual yield of 4.2%, this illustrates that redevelopment densities in the range of about 6.5 FSR to 7.5 FSR are likely required to make redevelopment financially attractive at sites improved with older rental buildings built to an existing density of about 1.1 FSR.

**Attachment 3:**

**Summary Proformas - 80% Market and 20% Below Market Rental - Existing Built Density of 1.3 FSR**

Summary Proforma	Rezoning Density (FSR)		
	5.50	6.50	7.50
Revenue	\$5,286,117	\$6,247,737	\$7,207,496
Vacancy	\$52,861	\$62,477	\$72,075
Operating Costs & Taxes	\$1,228,759	\$1,452,170	\$1,675,580
Net Operating Income (NOI)	\$4,004,497	\$4,733,089	\$5,459,841
Land Acquisition (plus related)	\$22,126,874	\$22,126,874	\$22,126,874
Construction Costs	\$63,733,109	\$74,814,176	\$85,816,492
Permits, Soft Costs and Professional Fees	\$7,163,601	\$8,409,113	\$9,645,774
All Other Costs	\$13,395,181	\$15,525,074	\$17,647,791
Total Costs including Land Related	\$106,418,765	\$120,875,237	\$135,236,930
<b>Profitability Measures</b>			
Stabilized Annual Yield to Developer	3.8%	3.9%	4.0%
Estimated Building Value Upon Completion	\$106,786,584	\$126,215,719	\$145,595,750
Total Costs Including Land	\$106,418,765	\$120,875,237	\$135,236,930
Estimated Profit	\$367,819	\$5,340,482	\$10,358,819
Estimated Profit Margin % (on total cost)	0%	4%	8%

Assuming a target profit of about 10% and/or a stabilized annual yield of 4.2%, this illustrates that redevelopment densities in excess of 7.5 FSR are likely required to make redevelopment financially attractive at sites improved with older rental buildings built to an existing density of about 1.3 FSR.