

MEMORANDUM

May 26, 2022

TO: Mayor and Council

CC: Paul Mochrie, City Manager
Karen Levitt, Deputy City Manager
Armin Amrolia, Deputy City Manager
Katrina Leckovic, City Clerk
Lynda Graves, Administration Services Manager, City Manager's Office
Maria Pontikis, Director, Civic Engagement and Communications
Anita Zaenker, Chief of Staff, Mayor's Office
Neil Monckton, Chief of Staff, Mayor's Office
Alvin Singh, Communications Director, Mayor's Office
Lon LaClaire, General Manager, Engineering Services
Matt Shillito, Acting Director, Special Projects

FROM: Theresa O'Donnell
General Manager, Planning, Urban Design and Sustainability

SUBJECT: Broadway Plan – Responses to Council's Questions to Staff up to May 20, 2022

RTS #: 14877

Introduction

Following the presentation of the Broadway Plan to Council on May 18th, 2022, staff received a number of written questions from Council requesting further information and clarification. Staff have prepared this Memo to provide Council with responses to the questions received up to Friday May 20th.

If you have any queries please do not hesitate to contact me.



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Question 1:

What is the Broadway Plan Public Benefits Strategy allocation to Affordable Housing?

Response:

Staff received various questions from Council regarding the proposed Public Benefits Strategy (PBS) allocation to Affordable Housing. Staff responded verbally, but given the complexity and numbers involved, the following provides a summary response in writing.

Broadway PBS (10 Years): \$455 M – Affordable Housing

The Broadway Plan PBS is anticipated to support the delivery of 600 Social Housing units through in-kind inclusionary requirements and 330 Social Housing units through renewal and expansion of existing City-owned non-market housing sites for a total of 930 units over the next 10 years.

The \$455M funding allocation is broken down as follows:

\$326M Developer Contributions

- \$293M for in-kind turnkey social housing (600 units)
- \$33M in DCLs and CACs towards renewal and expansion on City-owned sites (330 units)

\$129M Partner Contributions

- Partner contributions are anticipated contributions from senior government funding and financing programs
- Partner contributions are anticipated to fund construction of 330 units on City-owned land

\$455M Total anticipated PBS Contribution

As noted during the staff presentation, the 930 units is a conservative estimate based on projects anticipated to be supported through the Broadway Plan PBS. Staff expect to exceed this number of units through support for partner-led projects, including Provincial initiatives, and non-profit and co-operative led projects.

Question 2:

What would be the implications of introducing protected bike lanes on Broadway?

Response:

The current proposal for a Broadway Great Street reallocates the curb lanes to pedestrian space, patios, green infrastructure, loading spaces and more. It retains 2 lanes in either direction plus turn bays at key intersections.

Protected bike lanes on Broadway would help more directly serve cycling and micro-mobility access to businesses and other destinations along Broadway.

Only 8-10% of vehicles on Broadway drive through the corridor compared to being destined for the corridor. Staff estimate that the opening of the Broadway Subway would result in an approximately 15% reduction in traffic volumes along the corridor, which can be accommodated in the proposed design.

Implementing bike lanes with the Broadway Subway opening from Arbutus Street to Glen Drive could cost \$20-\$80M depending on the level of treatment:

- At the low end, it would be temporary/interim designs, which would not expand pedestrian space and may limit parking and loading on the street.
- At the high end, it would be a full street reconstruction to deliver the final Great Street with widened sidewalks and raised protected bike lanes. A mix of the two approaches may be possible, and the estimates would be refined through the design process.

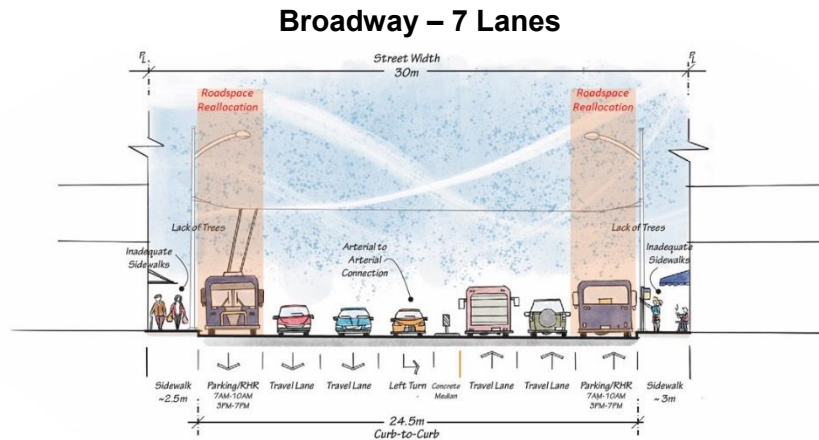
Protected bike lanes could be added to Broadway by either:

- Reallocating the curb lanes to protected bike lanes instead of pedestrian space.
 - This would retain 2 lanes in either direction plus turn bays at key intersections.
 - The bike lane could be designed this way in most of the blocks along the corridor, providing better cycling access to most businesses.
 - Vents have already been designed so this would not be possible in most station blocks.
- Reallocating the curb lane to pedestrian uses and the middle lane in each direction to a protected bike lane.
 - This would leave a single travel lane in each direction.
 - This would create significant congestion and have impacts to trucks, buses, emergency vehicles, and general traffic.
 - There is not additional motor vehicle capacity on alternate corridors, so this would rely on mode shift to accommodate trips.
 - There would be a number of design issues to resolve, including:
 - bus stops (the impact of a bus stopping in the only travel lane on Broadway would be significant);
 - truck turns (which require approximately 2 lanes to turn into in most cases); and,
 - all parking and loading would likely need to be removed.
 - Generally, it would be expected that pedestrian space would have to be reduced at key intersections and/or bus stops would not be able to be located close to stations.
 - Broadway is part of the Major Road Network which is overseen by TransLink and requires approval for changes.
 - Broadway is a designated truck route and an important goods movement corridor to commercial/industrial businesses in the Broadway Corridor.

Following are conceptual cross-sections of Broadway with different design options.

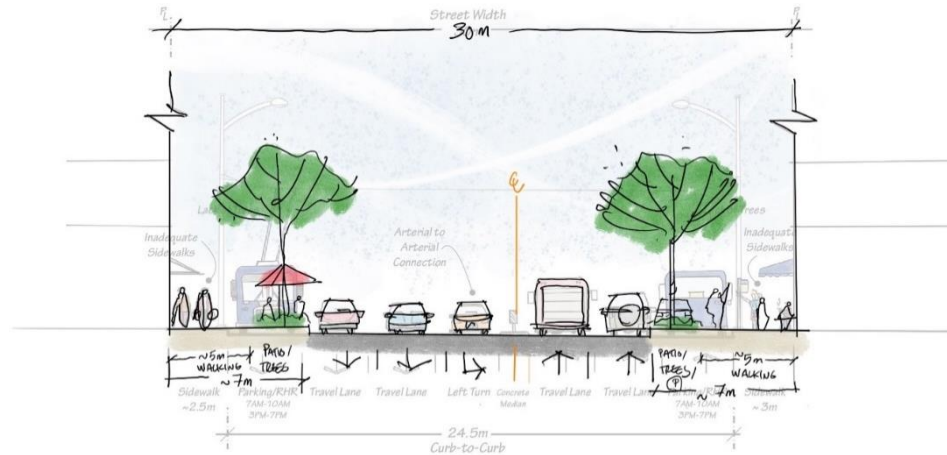
Major Intersections:

Current Condition



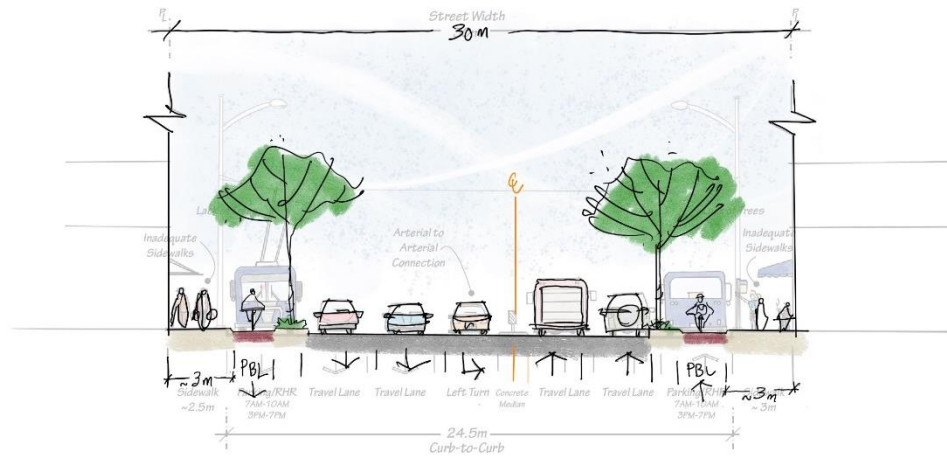
Broadway Plan proposal

Reallocating 2 Lanes for Broadway Plan Proposed 'Great Street' – with wider sidewalks + 5 Travel Lanes



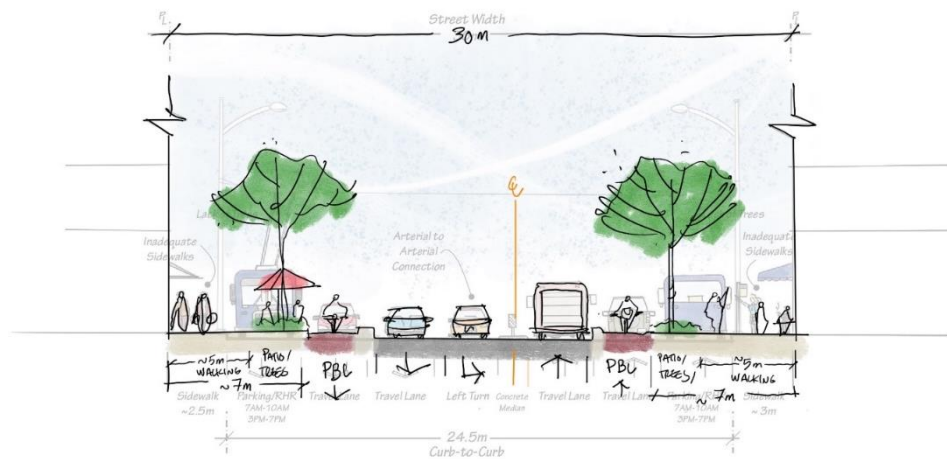
Alternative design options with protected bike lanes

Reallocating 2 Lanes to cycling – with Protected Bike Lanes + 5 Travel Lanes

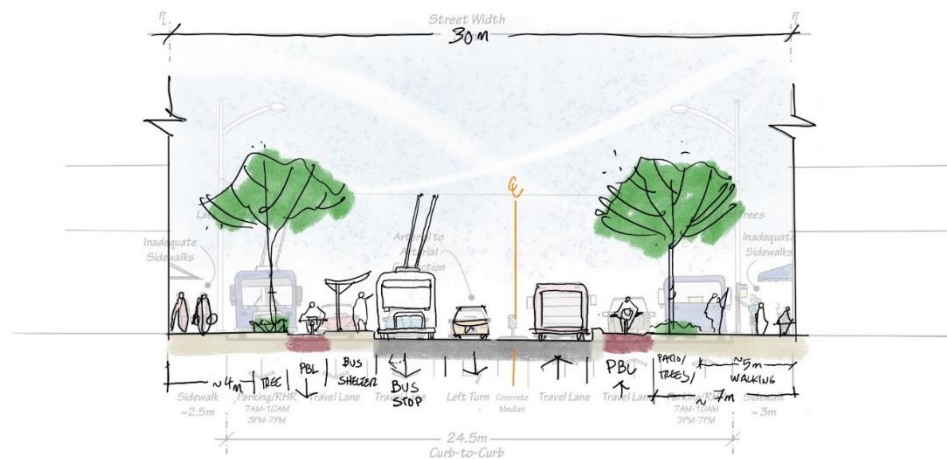


Reallocating 4 lanes – Great Street (Wider Sidewalks) + bike lanes (3 lanes):

a) with left turn lane

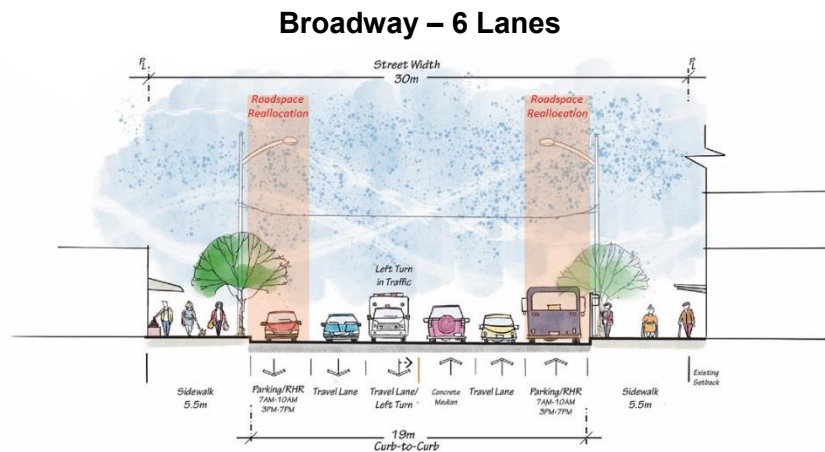


b) with bus stop



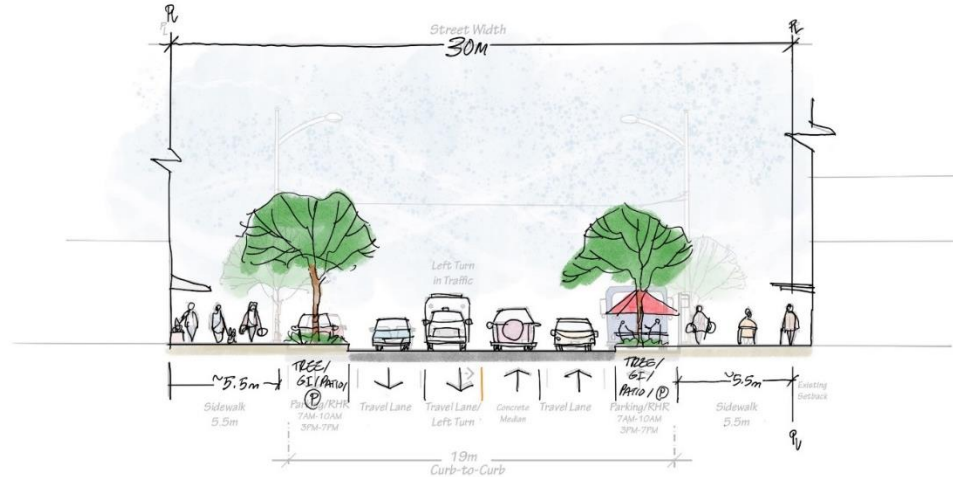
Minor Intersections/mid-block:

Current Condition



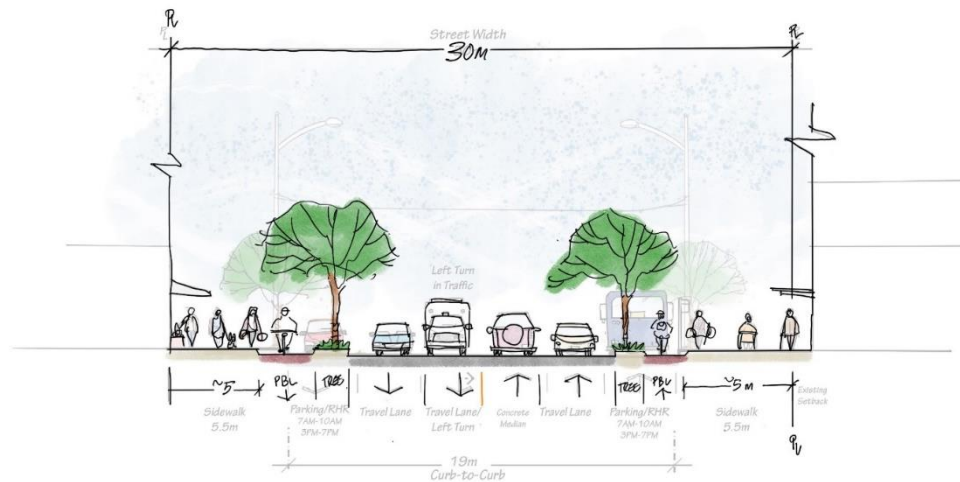
Broadway Plan proposal

Reallocating 2 Lanes for Broadway Plan Proposed 'Great Street' – with Wider Sidewalks + 4 Travel Lanes

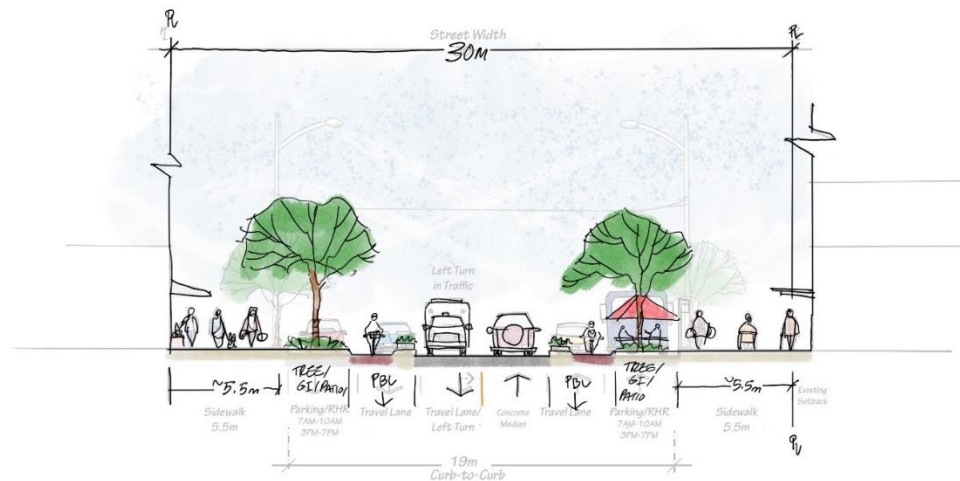


Alternative design options with protected bike lanes

Reallocating 2 Lanes to cycling – with Protected Bike Lanes + 4 Travel Lanes



Reallocating 4 lanes – Great Street (wider sidewalks) + bike lanes (2 lanes):



Question 3:

Is it accurate that no set fee is proposed for CAC's with the Broadway Plan? And if so, does this mean that developers won't know what price they can afford to pay for sites and site owners won't know what price to demand because the CAC will be unknown? And if this is an issue, could it be resolved by having a set CAC known by all beforehand, like the DCE?

Response:

The Plan has three different types of pre-set development contributions.

1. DCLs – All new development, except for development that is exempted, is subject to paying the City-wide DCL and the Utilities DCL.
2. CACs - The Commercial Linkage Target CAC (currently \$10.56/sf) applies to all commercial-only (leasehold) rezonings within the Broadway Plan area.

3. Inclusionary housing - Inclusionary affordable housing requirements (e.g. 20% turnkey social housing) within Broadway Plan policies also provide a set in-kind contribution.

For other rezoning applications that are not commercial-only nor subject to inclusionary policy, the negotiated CAC approach will be applied to residential and strata commercial rezoning projects, much like what currently happens for other types of rezonings in the city. However, this does not mean developers will not know what is expected on a CAC contribution. As per CAC Policy, the City requires 75% of the land lift calculated between the pre-zoned and post-zoned value of the property. The sales price of the property is not part of the CAC calculation. CAC policies and procedures are published on the City's website and staff regularly engage with the development industry on CAC related issues. Enquirers can always work with City staff to understand anticipated negotiated CAC expectations.

Nevertheless, as part of Broadway Plan implementation, staff will look to implement Target CACs and density bonus zoning (cash/in-kind) in place of negotiated CAC where possible for less complex rezoning projects, as we have done in other areas which have been subject to community plans (e.g. Cambie Plan). In the interim, the negotiated CAC approach will be used and staff will work with enquirers to explain anticipated CAC expectations.

Question 4:

Will the adopted Broadway Plan apply to upcoming rezoning applications and items referred to public hearing?

Response:

Typical staff practice is that rezoning applications are considered under the Council-approved policies existing at time of application submission. Should Council approve the Broadway Plan, Council may consider the policies of the Plan when evaluating applications at public hearing at their discretion.

Going forward, pending approval of the Plan, all rezoning applications submitted after adoption of the Broadway Plan will be considered under the Broadway Plan policies.

Question 5:

Do the tenant protections in the plan apply to renters in existing duplex/low-density housing? (Specific question from resident below)

I was wondering if the Broadway Plan renter protections can/do cover situations like mine. I will be moving to rental housing that was built as a duplex house in a RM4 zoning area (near VGH). Although built as a duplex, the property is currently used as shared rental housing by several (7) roommates.

Do existing or proposed tenant protections apply to this housing? Although there are only 2 distinct addresses at this location, it is used as shared housing by several individuals who do not necessarily form a family unit.

Response:

Yes, if the house you are renting is part of an assembly to create a new rental apartment you are entitled to tenant protections under the Broadway Plan and citywide Tenant Relocation and Protection policy.

Question 6:

What is the current development capacity of the Broadway Plan and how much has been approved over each of the past 5 years?

Response:

Between 2016 and 2021, the City approved approximately 3,300 housing units in multi-family buildings and job space for about 10,000 workers in the Broadway Plan area.

Staff expect that without a Broadway Plan, approvals would continue on a similar trajectory as the previous five years; however, applications/approvals would likely begin to decline as developable land becomes more scarce.

Under existing development capacity, the majority of housing growth would be expected to occur in commercial zones along arterial streets. Job growth would also be expected to occur in commercial zones, as well industrial/employment zones such as the Mount Pleasant Industrial Area. Much of the development would be expected to come under existing zoning allowances rather than rezoning, or citywide rezoning policies for housing.

Question 7:

Can you clarify what parts of the Creative District are zoned General Urban vs Mixed Employment under Metro Vancouver?

Response:

The Metro Vancouver regional land use designations were used to inform the Broadway Plan Character Areas and land use policies. The map below shows the Creative District and the areas designated as industrial, mixed employment and general urban by Metro Vancouver.



Question 8:

Is there an opportunity to include a long term Central Valley active transportation option at Clark Street?

Response:

A long term concept for the Central Valley Greenway connection at Clark has been outlined in the [False Creek Flats Plan](#) (pages 39 and 98). The concept proposes a new walking and cycling bridge to mitigate the steep grades and work around the busy intersection. It also includes a 5-point connection to enhance network connections across the rail. Implementation will be dependent on opportunities and partnerships with other agencies.

Question 9:

Is there an opportunity to add China Creek to the blue green network and ensure that it connects through the Creative District to Brewery Creek, Skwachays and the new East Fraser Park?

Response:

Blue green systems generally align with historic stream locations and are where today we experience overland flow of stormwater and localized flooding on our streets. There have been blue green system alignments identified citywide in Vancouver Plan, including in the China Creek watershed along portions of Glen Drive and Great Northern Way. Notably there is an existing bioretention swale adjacent to East Park along Ontario Street north of 2nd Avenue which will be improved and integrated with the development of the park.

China Creek at the 1980 Foley Street Lululemon head office site and Brewery Creek adjacent to Red Truck Brewery on East 1st Avenue will also be improved with Green Rainwater

Infrastructure as part of the on-site requirements of development. This will add to the range of nature based projects managing drainage in the City of Vancouver and contributes collectively to the creation of a blue green network. There is also green rainwater infrastructure being constructed in the public realm as part of the New St. Paul's Hospital development, including stormwater tree trenches and porous asphalt bike lane. The Innovation Hub will also have public realm green rainwater infrastructure as part of the development.

It is important to consider that sea level rise is impacting drainage systems in Vancouver's low-lying areas, particularly the False Creek Flats. The Broadway Plan has identified innovative outfall opportunities that will work in conjunction with Blue Green Systems and other green rainwater infrastructure to manage the impact of sea level rise on drainage. Adding China Creek stormwater to the drainage system flowing towards False Creek requires additional study regarding sea level rise impacts and coordination with Metro Vancouver.

Question 10:

Are we able to remove the term "Vancouver's Second Downtown" throughout the document?

Response:

The concept of a "second downtown" stems from the City's Central Area Plan (1991) and Metropolitan Core Jobs & Economy Land Use Plan (2007), as well as Metro Vancouver's Regional Growth Strategy (2011; being updated in 2022). Most of the Broadway Plan area is within the Metro Core, which is the region's downtown encompassing Downtown Vancouver and Central Broadway.

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. Today, the Broadway Plan area is the second largest employment centre in the Province with over 84,000 jobs. This regionally important role is strengthened by the area's strong rapid transit connections with the Canada Line and future Broadway Subway.

It is important to note that inclusion of the term "second downtown" does not imply a uniform approach to land use planning, building forms and densities across the Plan area. Currently Downtown Vancouver has many distinctive places and neighbourhoods that have been fostered by area planning, including historic Yaletown, the West End, Central Business District, Granville Street, New Yaletown and False Creek North, Coal Harbour, Gastown, Chinatown, etc. Similarly, the Broadway Plan takes a neighbourhood-based approach to planning that seeks to recognize and strengthen the distinctive places across the Plan area (e.g. Main Street 'Village', Fairview Slopes, Armoury District).

Staff recommend continuing to recognize the significant role the Broadway Plan area plays in the city and region by maintaining the "second downtown" term in the Plan document.

Question 11:

Is the "towers in a park" concept not seen as viable as a potential form of development in residential areas?

Response:

Large “tower in the park” buildings like those existing in the Fairview RM-3 zone today (the apartment areas east and west of South Granville) are not aligned with the City’s current urban design goals.

While green space at-grade is desirable, podium elements are encouraged as they provide street activation and “passive surveillance”, introduce greater housing choice with ground-oriented townhouse options, and enable higher density housing projects without increasing maximum building heights. Developments in the residential areas will be required to have landscaped setbacks to maintain the “green and leafy” character in these places, and provide usable at-grade outdoor space for ground floor units where possible.

Question 12:

Are we able to get a larger range of case study examples of proformas to understand the viability of affordability in projects from 6 stories wood to those over 10 fsr?

Response:

Staff have requested additional example pro formas from Coriolis Consulting and will provide them in a subsequent memo.

Question 13:

Can we add in the Parks and Open Spaces section the provision of neighbourhood dog off leash parks in both Mount Pleasant and Kitsilano as per Vancouver’s People, Parks and Dog Strategy or should it be done through the capital budget process?

Response:

While Kitsilano and Mount Pleasant are underserved in dog off leash areas, specific uses in new or renewed parks are best determined through the park design and engagement process. Once confirmed, the dog off leash area is then funded through the capital planning process.

Question 14:

Is there an opportunity to refer instead of repeal the community and public realm planning from the Mount Pleasant Plan and other community plans to be incorporated where possible in the implementation plan of the Broadway Plan?

Response:

The Broadway Plan is an opportunity to reduce complexity in City policy and avoid overlapping policies covering the same geographical area, which can cause confusion. As such, where possible, staff recommend repealing existing community plans and replacing them with the Broadway Plan.

In preparing the Broadway Plan, staff have reviewed the policies of the Mount Pleasant Plan and Implementation Plan and incorporated them where appropriate in the context of current Council priorities and the introduction of the Broadway Subway. Key policy directions carried through include:

- Main Street Village:
 - Maintain maximum height generally up to 6 storeys.
 - Maintain low-scale village character with heritage buildings.
- Provide more affordable housing for a range of household types, with increased density near transit hubs and commercial streets.
- Support increased height and density for large sites, e.g. Kingsgate Mall.
- Reduce parking requirements for residential development.
- Foster opportunities for arts and cultural spaces and public art.
- Improve walking and cycling connections, e.g. St. George Rainway.
- Create new gathering places, e.g. plazas.
- Support heritage retention by maintaining 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 in Mount Pleasant. Includes preparing/updating Historic Context Statements or Area Statements of Significance for the Main Street Village.
- Recognize the unique history and character of Watson Street, and support opportunities for walking and public realm improvements and small-scale active retail/service uses, especially through new development.
- Consider mixed-use development spanning the C-3A and I-1 zones on the north side of Broadway east of Ontario Street.
- Acknowledge Brewery Creek in development and the public realm.
- Support activation of laneways, e.g. adjacent to Main Street.

Staff have also reviewed the older plans which overlap with the Broadway Plan area and recommend that they be repealed for a variety of reasons, including:

- The lands within the plan area are already built out, e.g. *Broadway-Arbutus Policies* (2004).
- The plan's policies have already resulted in zoning changes necessary to enable implementation, e.g. *Arbutus Neighbourhood Policy Plan* (1992) or *Fairview Slopes Policy Plan* (1977).
- The plan has an addendum noting that the document "should now be considered primarily as a source of historical information", *Kitsilano Neighbourhood Plan* (1977).
- The plan's forecasting period has expired, e.g. *Central Area Plan* (1991) includes 25-year forecasts that expired in 2016.
- The plan does not comply with more recent City and/or Metro Vancouver policy, e.g. *Burrard Slopes I-C Districts Interim Rezoning Policies and Guidelines* (2007) permitted rezoning of sites designated as "Mixed Employment" for residential uses, which is now prohibited by both City and Metro Vancouver policy.

Question 15:

Are we able to address the Park Board resolution to create a goal of park provision score of at least 1.25 or .6ha/1000 residents in this area through reallocation of street space, POPS. Land acquisition and Greenway nodes?

Response:

Within the first ten years of Plan implementation, the Public Benefits Strategy proposes the following approach for Parks and Open Spaces:

- Renewal and expansion of existing parks, e.g. Jonathan Rogers Park and Guelph (Dude Chilling) Park;
- Develop and deliver planned new park spaces, e.g. Burrard Slopes Park and Delamont Park;
- Acquire and develop roughly 2 acres (0.8ha) of new park land in Fairview and Mount Pleasant;
- Designate the Southwest Granville Loop as public open/green space;
- Significant new public open space delivered through major developments on large and unique sites, e.g. Great Northern Way Campus and VGH;
- Smaller plazas and public spaces provided through the Streets as Better Public Spaces initiative;
- Delivery of privately-owned public spaces (POPS) through new development, particularly along Broadway; and
- Delivery of approx. 6km of greenways.

The current park provision in the Broadway Plan area is 0.33 ha per 1,000 people. This is calculated by Park Board staff as the amount of land formally designated as “park” within the Plan area, divided by the existing population. This calculation does not take into consideration street space reallocated to green spaces or “pocket parks”, public school yards, City-owned green spaces (e.g. Southwest Granville Loop), privately-owned public spaces (POPS), greenways or blue-green systems. Neither does it include park land which is adjacent to the Plan area, such as Connaught Park in Kitsilano or the more than 22 acres of city-owned green space within the False Creek South neighborhood.

The Park Board motion titled “Protecting Parks and Recreation Interests in the Broadway Plan” introduced at the Regular Board meeting held on May 17, 2022 states:

“Park Board staff recommend that the park provision target be set to a minimum of 0.38ha/1000 people.”

Meeting a park provision target of 0.38ha/1,000 people using the Park Board’s criteria for eligible space would likely have significant implications for the Broadway Plan and Public Benefits Strategy, including:

- Significant additional land acquisition costs (the approximate cost for acquisition and development of new parks is \$80 million/hectare).
- Commensurate increases in Park Board Operating and Maintenance budgets.
- The need to identify new funding source(s) and/or reallocate funding from other identified Public Benefit Strategy priorities.

- Displacement of existing residents and businesses to accommodate new parks.

Should Council wish to establish a park provision target for the Broadway Plan, staff recommend that this be added to the Priority Implementation Strategy, with a requirement for staff to report back after performing a data-driven analysis and identifying an appropriate target for the Broadway Plan area, with the fully assessed financial and economic impacts for acquisition, development, operations and maintenance. This would also include a broad range of potential options to meet the target, including amounts and types of open space not currently included in the Park Board's park ratio calculation.