



## REPORT

Report Date: December 14, 2022  
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Meeting Date: January 18, 2023

TO: Standing Committee on Policy and Strategic Priorities

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: Granville Street Planning Program – Terms of Reference and Interim Rezoning Policies

### **RECOMMENDATION**

- A. THAT Council approve the preparation of a *Granville Street Planning Program* in accordance with the Terms of Reference outlined in Appendix A.
- B. THAT Council approve the Granville Street Interim Rezoning Policy, as attached in Appendix B, to establish the conditions under which new rezoning enquiries and applications will be considered while the planning process is underway.
- C. THAT Council approve amendments to the Development Contribution Expectations Policy in Areas Undergoing Community Planning, generally as attached in Appendix C, to manage potential land value speculation in the area around Granville Street during the planning process.

### **REPORT SUMMARY**

This report recommends the preparation of the *Granville Street Planning Program*, with the objective of developing a new vision for Granville Street and the Granville Entertainment District (GED) that will help to re-establish Granville as an exciting, welcoming, safe and inclusive downtown destination. The proposed planning program focuses on supporting economic stimulus and cultural revitalization for the area, including new opportunities related to entertainment and live performance, dining and tourism, retail and office space, and limited rental and below market rental housing opportunities in appropriate locations, while balancing the need to preserve the area's unique heritage character. It will also consider public realm improvements, while leveraging its function as a pedestrian priority high street and transit hub.

The proposed planning program includes a comprehensive review of land use and zoning, development and design guidelines, and heritage policies. Outdated policies will be rescinded and/or replaced. This planning program will also explore the merits of potential economic, heritage, and cultural benefits of recent rezoning enquiries and bring forward the necessary consequential amendments to bylaws or policies, in accordance with the recommendations from the Granville Street Planning Program. It will also identify opportunities for public realm and transportation improvements, and outline actions that support the City's arts and culture priorities, including support for a vibrant night time economy and celebrating the culture of the xʷməθkʷəy̓əm, Skwxwú7mesh, and səliłwətaʔ host nations.

This is in alignment with recent direction from Council:

On February 9, 2021, Council approved a recommendation to

THAT, as part of efforts to advance and implement the Vancouver Plan, Council direct staff to report back to Council in 2021 with a draft scope of work and budget for a future planning program for Granville Street Downtown to build a vision for the future of the area, and review and update relevant regulation and policy.

FURTHER THAT staff consider any quick start actions or initiatives including development proposals that would support economic stimulus and cultural revitalization for the area.

On July 19, 2022, Council approved a recommendation to

THAT Council direct staff to explore the potential economic, heritage, and cultural benefits of the rezoning application outlined in the Report dated June 21, 2022, entitled "Policy and Directions – Application for Rezoning at 800-876 Granville Street" and bring forward a referral report with the necessary consequential amendments to bylaws or policies.

The Terms of Reference further detail the key objectives to be addressed through the planning program, and outline a scope of work and project timeline (see Appendix A).

As with other recent planning programs, an Interim Rezoning Policy (see Appendix B) and a Development Contribution Expectation Policy (see Appendix C) are proposed to help limit land speculation and establish the conditions under which new rezoning applications could be considered while the area planning process is underway.

Staff will coordinate with other City-led projects related to Granville Street, including the Flexible Liquor Licencing Review and the Granville Connector (Granville Bridge improvements), and support public realm activations like Granville Street Promenade. The Granville Street Planning Program also allows the City to implement goals embodied in local and city-wide policies.

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

- Vancouver UNDRIP Strategy (2022)
- Vancouver Plan (2022)
- Downtown Official Development Plan (1975, last amended 2020)
- Granville Street Promenade motion (2020)

- Downtown Public Space Strategy – Places for People (2020)
- Employment Lands and Economy Review Phase 2 Report (2020)
- Heritage Policies (2020)
- Single Room Accommodation (SRA) Bylaw (2020)
- Culture | Shift (2019)
- Vancouver Music Strategy (2019)
- Making Space for Arts and Culture (2019)
- Sign Bylaw (2019)
- Interim Hotel Development Policy (2018)
- Housing Vancouver Strategy (2017)
- Transportation 2040 (2011)
- Design Handbook for Building Frontages on Granville Street (1997)
- Granville Street Design Guidelines (Downtown South) (1991)

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

The City Manager recommends approval of the foregoing.

### ***REPORT***

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

This report responds to previous Council motions and provides recommendations to initiate a planning program for Granville Street to build a vision for the future of the area, and review, update and consolidate relevant regulations and policies, and rescind policy documents that are out of date and no longer effective in meeting the Council goals of fostering a vibrant entertainment district and main street destination for culture and events that supports a unique local economy and is safe and welcoming to all.

#### ***Granville Street Study Area***

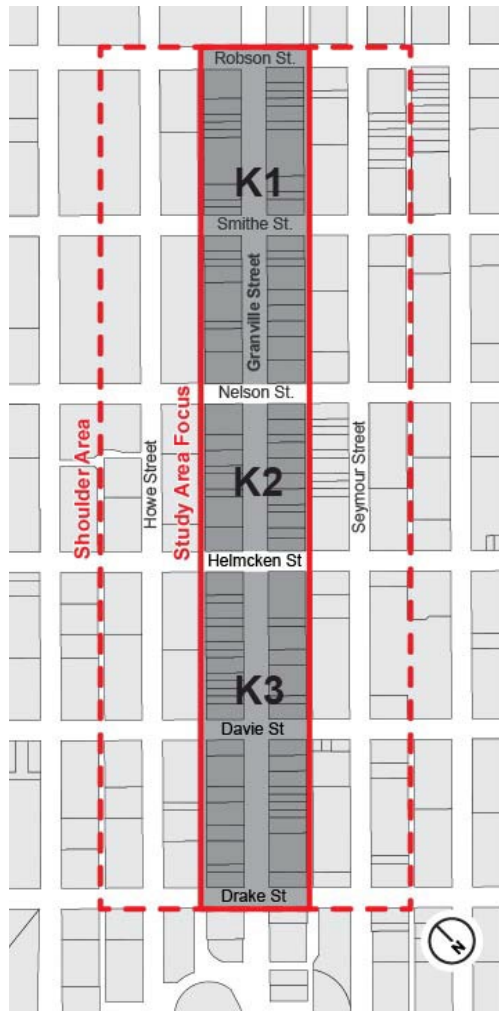
The planning program will focus on Granville Street between Drake Street and Robson Street, up to the laneways (identified as Areas K1, K2 and K3 in the DODP). It will also consider limited opportunities in the “shoulder areas” located on Seymour Street and Howe Street (see Figure 1.0), as well as consideration of Granville Street’s connection to the Central Business District and Waterfront Station, Granville Loops and Downtown South, and the Granville Bridge and Granville Connector project (see Figure 2.0).

#### ***Granville Street Context***

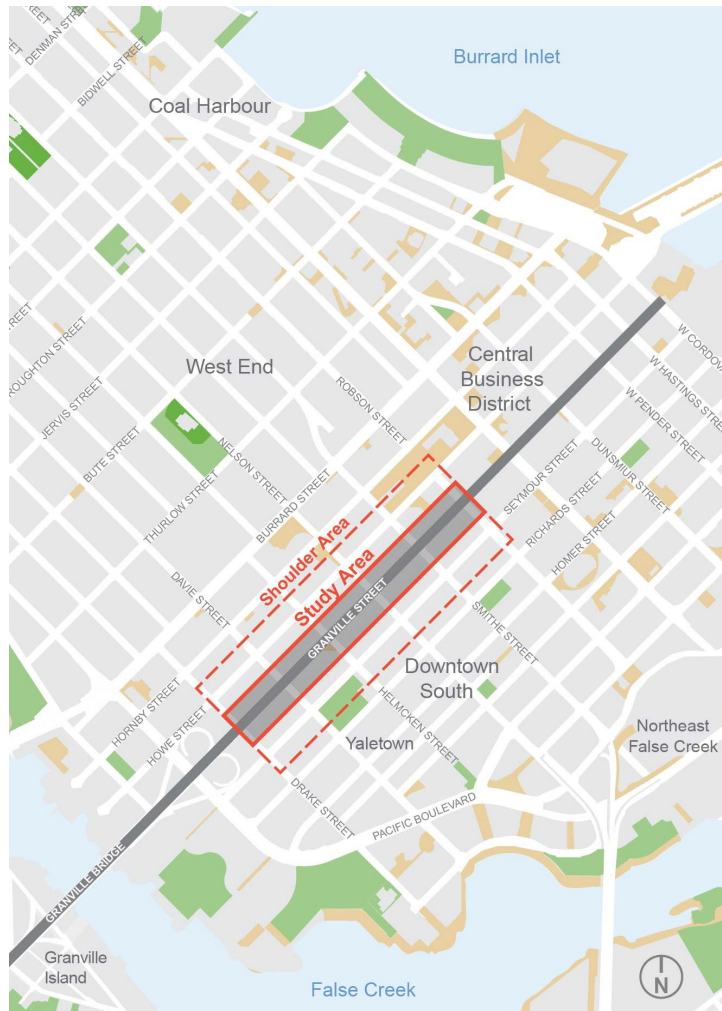
Located in the heart of downtown Vancouver, Granville Street is situated on the unceded traditional territories of the Musqueam, Squamish, and Tsleil-Waututh Nations.

Many of the current buildings that line Granville Street were built shortly after Vancouver’s incorporation and make up one of the largest clusters of historically-significant buildings in the city. These buildings create a “human scale” high-street experience within the densely populated downtown. Also known for the large neon signs that once lined the street, Granville is home to Vancouver’s long standing “entertainment district” that early on was a vaudeville hub (including an opera house), and then later home to film, live performances, music and nightclubs.

The City-owned Orpheum Theatre, one of Vancouver's oldest landmarks, has long been one of the anchors of Granville's "Theatre Row". Established in 1927, the Orpheum has entertained audiences first as a vaudeville hall, then a movie theatre, and now a venue for live performance. Commodore Ballroom is also a Vancouver icon and hosts a variety of music and live shows. Granville Street continues to be a popular entertainment destination with a wide array of retail, restaurants, hotels, live performance venues, nightclubs and cultural spaces.



**Figure 1.0 Granville Street Planning Program Study Area**



**Figure 2.0 Granville Street Study Area: Downtown Context and Neighbourhoods**

The highest concentration of Single Room Occupancy Hotels outside of the Downtown Eastside is located along the downtown section of Granville Street. There are eight Single Room Accommodation (SRA) buildings containing roughly 570 rooms within the study area, as well a variety of social and supportive housing projects owned by the City of Vancouver and the Provincial Government. The City continues to work with senior levels of government to address the replacement and rehabilitation of SRO housing and develop new social and supportive housing.

Granville Street is also one of the region's busiest transit corridors, where city-wide routes converge with direct connections to Downtown Vancouver's employment and retail centres, and intersects with several other prominent streets, including Georgia, Robson, and Davie. The introduction of the Canada Line and corresponding public realm improvements ahead of the 2010 Winter Olympics were the most recent City-led interventions along this section of Granville Street. However, the design of the street provides limited sidewalk space, and there is a desire for expanded patios, as well as Council direction to enhance the pedestrian experience and public realm design of the Granville as part of the Downtown Loop.

Today, Granville Street is challenged by a lack of daytime activity, vacant storefronts, safety and public disorder concerns, violence related to public intoxication, and rising concerns about people experiencing homelessness. The COVID-19 pandemic has only exacerbated many of these issues, creating a significant strain on local businesses and nearby residents. This has contributed to an overall negative perception of Granville Street, as highlighted in local media and public feedback from recent City-led engagement.

There has been growing interest from businesses, residents, property owners and other stakeholders to bring forward new ideas and a new approach that would help reinvigorate the area. The City has been working with community partners to elevate and better coordinate its approach to Granville Street, and to establish a new comprehensive vision for the area that balances the different needs and aspirations for those who work, live, perform, visit and enjoy Granville Street.

### ***Strategic Analysis***

This section of the report highlights key features of the appendices: the Terms of Reference, Interim Policies and DCE Policy amendments.

### ***Terms of Reference***

The Terms of Reference include a study area boundary, key policy considerations, anticipated deliverables, phases, and initial engagement considerations. The Terms of Reference are included as Appendix A.

In developing the key policy considerations for the planning program, Staff have incorporated feedback from recent and ongoing City-led initiatives in the area, including the Granville Connector (i.e. Granville Bridge pedestrian improvements and seismic upgrades), the Downtown Public Space Strategy, Granville Loops, and related rezoning and policy enquiries. Staff have also considered recent studies produced by Downtown Van (BIA), including the *Granville Street Reimagining* report.

Key policy considerations for the planning program include:

- **Re-establish Granville as a premier destination for all:** Position Granville Street and the Granville Entertainment District as a leading destination for locals and visitors, with a diversity of attractions and public life offering for all people, including the most vulnerable groups and individuals.
- **Prioritize reconciliation and equity:** Prioritize and support self determined xʷməθkʷəy̓əm, Skwxwú7mesh, səliłwətał naming, culture and visibility throughout the area and public realm. Enhance the character of Granville Street through place-making

features that highlight the different histories, culture and connections to the surrounding neighbourhoods.

- **Keep culture at the heart of the street:** Strengthen Granville Street's important role as an arts, entertainment, music and live performance hub by retaining, improving and expanding cultural spaces.
- **Expand day and nighttime activity:** Broaden the invitation to Granville Street to a greater variety of people by introducing new daytime activities and expanding nighttime offerings. Explore enhanced amenities and services to increase safety and comfort, and make Granville more vibrant while stimulating the nighttime economy.
- **Preserve the defining high street character:** Preserve the distinctive heritage character of Granville Street, through retention, rehabilitation and adaptive reuse of historic buildings, and celebrate its intangible heritage (uses, stories, people, etc.).
- **Grow and diversify Granville's unique economic activity:** Expand the area's economic role by intensifying culture, retail, tourism and office sector employment, as well as building on the success of local businesses and recent initiatives including the Granville Street Promenade program.
- **Reinforce Granville as a people-first street:** Make Granville Street a public space that prioritizes people – walking, stopping, gathering, and celebrating – by connecting placemaking, public realm experience, quality of life, equity, safety and improve accessibility for all.
- **Improve access to transit:** Improve access to transit on Granville Street and explore opportunities for buses to travel more reliably and efficiently.
- **Define the role of housing:** Create new affordable housing opportunities in appropriate locations to support a more vibrant area. Define the role of SROs, social and supportive housing. Continue to work with senior levels of government to address the replacement and rehabilitation of SRO housing, and support long term housing solutions.
- **Integrate green building and preserve access to sunlight and views:** Protect access to sunlight along the street, preserve pedestrian-level views to the mountains and explore opportunities to add Indigenous natural features and tree canopy, and prioritize green building.

The *key deliverables* for the planning program include a new vision for the area, updated zoning – including necessary amendments to the DODP – design guidelines, heritage conservation approaches, and new rezoning regulation with directions on public benefits priorities. The planning program will also identify opportunities for public realm improvements, and outline actions to support the retention and improvements to existing legacy arts and cultural spaces and uses, while fostering a vibrant night time economy. A complete list of deliverables is included in Appendix A.

Contingent on Council endorsement of the Terms of Reference, staff would begin public engagement on the Granville Street Planning Program Q1 2023. The Terms of Reference

outlines an equitable engagement approach that will balance the different needs and aspirations for Granville Street, with a focus on equity in both the planning process and its outcomes.

### *Interim Rezoning Policy*

To address potential conflicts between the planning process and speculative rezoning applications, staff propose an Interim Rezoning Policy to limit new rezoning enquiries, policy enquiries, or rezoning applications within the planning program study area. An exception will be made for active rezoning applications, which will be considered concurrently with the planning program. The policy is included as Appendix B.

### *Development Contribution Expectations Policy*

A Development Contribution Expectation Policy (DCE) is identified at the beginning of a planning process in order to set early expectations for development contributions, allowing landowners to factor in the potential costs of providing required amenities and infrastructure when rezoning occurs in the future. It is not intended to convey any certainty about heights, densities, and uses that will be permitted when planning is completed. After the planning process is complete, if Council chooses to the DCE Policy will be rescinded and replaced with public benefit directions that reflect actual densities, mix of uses, and amenity and infrastructure needs and costs related to proposed development policies and guidelines.

Granville Street Planning Program will focus on opportunities for employment (e.g. culture, office and retail space), tourism (hotel space) and cultural uses. Limited rental housing opportunities will be explored in the K3 area identified in the DODP, which will be considered for modest increases in rental housing along with below-market requirements. Protecting and intensifying employment use in the Downtown remains a priority for the City. Proposed amendments to the Development Contribution Expectations Policy are included as Appendix C.

### ***Financial Implications***

The PDS staff team, Engineering team and ACCS team dedicated to the Granville Street planning program, as well as the consultancy and study costs (anticipated to collectively range ~\$300,000 for the duration of the entire planning program -18 months), will be funded from the 2023 current state operating budget (subject to Council approval of the final 2023 operating budget).

Budget needs beyond the 18 months will need to be considered as part of future operating budget processes for the departments and approved by Council at the conclusion of the planning phase.

### ***Environmental Implications***

Fostering a successful, vibrant Granville Street will enhance the walkability of the downtown and transit use, and improving connections to the active transportation network, including the Granville Connector project. This will further reinforce sustainable transportation modes as the preferred ways of getting around the downtown, which will reduce GHG emissions, increase health, and have a positive effect on the environment.

## **CONCLUSION**

Advancing the Granville Street Planning Program presents a significant opportunity to address a number of Council objectives, including protecting and strengthening job space, expanding tourism, commitments to Reconciliation and supporting arts and culture in Vancouver, including a vibrant night time economy. A new vision for Granville Street will provide necessary direction on land use, development guidelines, cultural and heritage preservation and supports, and public realm and transportation improvements.

Interim policies are needed to manage speculation and limit redevelopment until the planning process is complete. Confirming the Terms of Reference will clarify the scope of the project. Should Council approve the Terms of Reference, staff will initiate public engagement for the area plan.

\* \* \* \* \*





# Granville Street Planning Program

## Terms of Reference

## **Contents**

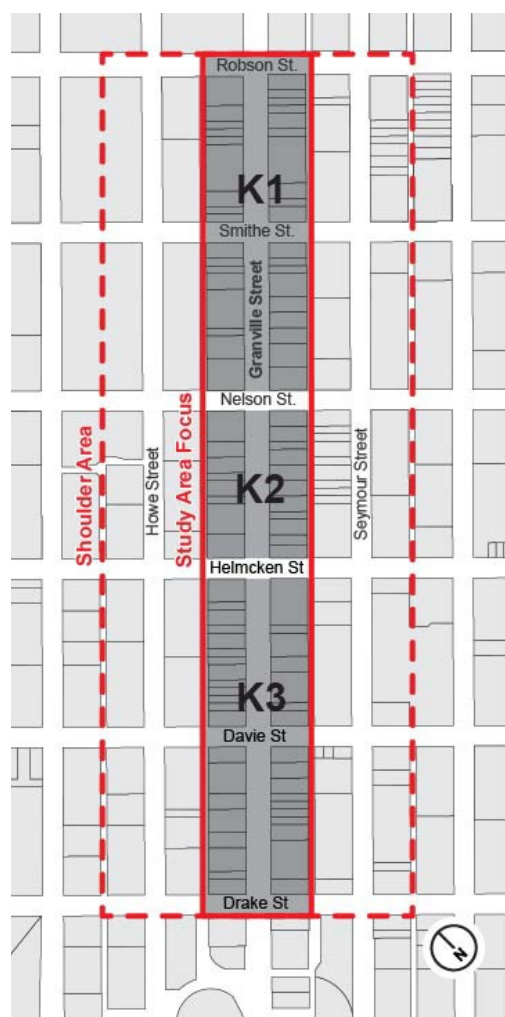
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## **Introduction and Purpose of the Terms of Reference**

This document sets out the Terms of Reference (TOR) for the Granville Street Planning Program. The TOR outlines the geography of the planning area, highlights some of the unique opportunities and challenges that will be considered, outlines the deliverables and project timeline, and provides some initial engagement considerations.

## **Location and Study Area Boundary**

The planning program will focus on Granville Street between Drake Street and Robson Street, up to the laneways – identified as Areas K1, K2 and K3 in the Downtown Official Development Plan (DODP). It will also consider limited opportunities in the “shoulder areas” located on Seymour Street and Howe Street (see Figure 1.0).



**Figure 1.0 – Granville Street Planning Program Study Area**

## Key Policy Considerations

Key policy considerations for the planning program include:

- **REVITALIZE – Re-establish Granville as a premier destination for all:** Position Granville Street and the Granville Entertainment District as a leading destination for locals and visitors, with a diversity of attractions and public life offering for all people, including the most vulnerable groups and individuals.
- **RECONCILIATION, EQUITY AND ACCESS – Prioritize Reconciliation and Equity:** Prioritize and support self-determined *xʷməθkʷəy̓əm*, *Skwxwú7mesh*, *səlilwətał* naming, culture and visibility throughout the area and public realm. Enhance the character of Granville Street through place-making features that highlight the different histories, culture and connections to the surrounding neighbourhoods.

In October 2022, Council adopted the City of Vancouver's United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) Strategy. The Strategy outlines 79 calls-to-action, including specific actions related to culture, tourism, economic development, and public space and public art that will inform the Granville Planning Program (e.g. UNDRIP Call to Action 1.3.a; 1.8.a; 1.8.b; and 1.8.c).

- **ARTS and CULTURE – Keep arts and culture at the heart of the street:** Strengthen Granville Street's important role as an arts, entertainment, music and live performance hub by retaining, improving and expanding cultural spaces.

In September 2019, Council approved *Culture|Shift: Blanketing the City in Arts and Culture*, along with the integrated cultural infrastructure plan, *Making Space for Arts and Culture*. Making Space for Arts and Culture set a 10-year city-wide target of securing 800,000 sq. ft. of cultural space, including 400 units of social housing for artists, and priorities for artist studios and shared production and rehearsal space, and self-determined *xʷməθkʷəy̓əm* (Musqueam), *Skwxwú7mesh* (Squamish) and *səlilwətał* (TsleilWaututh) cultural space.

- **LAND USE and ACTIVITY – Expand day and nighttime activity:** Broaden the invitation to Granville Street to a greater variety of people by introducing new daytime activities and expanding nighttime offerings. Explore enhanced amenities and services to increase safety and comfort, and make Granville more vibrant while stimulating the nighttime economy.

The night hours represent a crucial time when social connection, economic activity, and creative expression can coalesce and thrive. Music and the broader range of nighttime activities along Granville Street pose both an opportunity, as well as unique transportation, safety, access, and regulatory challenges. Creating the conditions for a range of family-friendly, all ages, and adult-only cultural activities throughout the day can contribute to economic gains in retail, hospitality, and tourism sectors.

Both *Culture|Shift* and the Vancouver Music Strategy outline actions related to support the nighttime economy, including identifying connections and opportunities with creative industries and the relation between music, nightlife, and the nighttime economy. Work on expanding day and nighttime activity on Granville Street would align with and be informed by these directions.

- **HERITAGE – Preserve the unique high street character:** Preserve the unique heritage character of Granville Street, through retention, rehabilitation and adaptive reuse of historic buildings.

Granville Street features one of Vancouver's highest concentration of heritage buildings, including several hotels and theatres that were built shortly after the City's incorporation. These building and the large neon signs that line the street have come to characterize Granville Street, and their preservation has been codified in various City policies and by-laws, including the Vancouver Heritage Policies and Sign By-law.

The planning program will need to carefully and creatively consider the balance of the rehabilitation of heritage assets and retention of heritage uses (e.g. live performance), with opportunities for new development and reinvestment in the area.

- **EMPLOYMENT and HOTEL SPACE – Stimulate and diversify Granville's unique economic activity:** Expand the area's economic role by intensifying office, retail, tourism and cultural sector employment, as well as building on the success of local businesses and recent initiatives including the Granville Street Promenade program.

The Granville Street study area is located within Vancouver's downtown, and at the centre of the Metro Core. The Employment Lands & Economy Review (ELER) (2020) and the Vancouver Plan (2022), both highlight these areas for the intensification, enhancement, and expansion of job space to ensure that the necessary employment, office, hotel, cultural, and retail-commercial space is available to support a thriving local and regional economy. The ELER report also identified Granville Street as a specific "opportunity area" for further job space and hotel space intensification.

The *Interim Hotel Development Policy (2018)* reaffirms the importance of hotels and related meeting facilities to the city's economy, specifically in the downtown, because of the areas proximity to major convention facilities, major offices, the concentration of tourism destinations and regional economic importance. This policy provides direction to consider opportunities to increase the supply of hotel uses, during area planning processes.

Work on intensifying employment and hotel development would align with and be informed by the directions from the Employment Lands and Economy Review and the Interim Hotel Policy.

- **PUBLIC SPACE – Reinforce Granville as a people-first street:** Make Granville Street a public space that prioritizes people – walking, stopping, gathering, and celebrating – by prioritizing placemaking, public realm experience, quality of life, equity, accessibility and safety.

The Downtown Public Space Strategy (2020) identifies this portion of Granville Street as a key link of the Downtown Loop and recommends actions to improve the pedestrian and public realm experience of the street and surrounding area.

The Granville Promenade closed the street to motor vehicles to support a people-first pedestrian-friendly public space that built off of previous successes with events on

Granville. Staff will consider how the pilot could help inform future opportunities for the area and help the City move towards a more vibrant and people-focused street, as part of the proposed planning program for Granville Street.

A review of the Sign Bylaw for the area will help to identify other placemaking opportunities, including the allowance of more distinctive neon signage and the introduction of large displays at key intersections (e.g. Granville and Robson).

Further, the Downtown Public Space Strategy (2020) provides direction to design and maintain public space to ensure universal access, and highlights the need for easy access to universally accessible public restrooms in popular public spaces, such as Granville Street.

Work on improving public space, to prioritize people and improve the public realm experience on Granville Street, with consideration for quality of life, equity, accessibility and safety would align with and be informed by the directions from the Downtown Public Space Strategy and the Granville Promenade initiative.

- **TRANSIT – Improve access to transit:** Improve access to transit on Granville Street and explore opportunities for buses to travel more reliably and efficiently.

The Climate Emergency Action Plan (2020) set a sustainable transportation target that at least 80% of trips be made on foot, bike, or transit by 2030 in existing and emerging planning areas around rapid transit stations. Fostering a successful, vibrant Granville Street will enhance the walkability of the downtown and transit use. This will further reinforce sustainable transportation modes as the preferred ways of getting around the downtown, which will reduce GHG emissions, increase health, and have a positive effect on the environment.

- **HOUSING – Define the role of housing:** Create new housing opportunities in appropriate locations to support a more vibrant area, while protecting the existing stock of affordable housing.

Housing Vancouver (2017) identifies both the need to increase housing diversity in support of a growing city, while retaining the existing stock of older affordable housing for those who need it most.

The highest concentration of Single Room Occupancy Hotels outside of the Downtown Eastside is located along the downtown section of Granville Street. There are eight Single Room Accommodation (SRA) buildings containing roughly 570 rooms in the study area. Granville Street is also home to a variety of social and supportive housing projects owned by the City of Vancouver and the Provincial Government. The City will continue to work with senior levels of government to address the replacement and rehabilitation of SRO housing and develop new social and supportive housing. In addition, opportunities to increase housing diversity will be explored in the southern portion of Granville Street and the surrounding shoulder areas.

- **CLIMATE and ENVIRONMENT – Integrate green building and preserve access to sunlight and views:** Protect access to sunlight along the street, preserve pedestrian-

level views to the mountains and explore opportunities to add indigenous natural features and tree canopy, and prioritize green building.

The prioritization of green building aligns with the recently adopted Climate Emergency Action Plan to encourage development of new buildings with lower-carbon materials. Building with mass timber can reduce embodied carbon pollution by 25-45%, saving hundreds of tonnes of emissions per building.

As other priorities and emerge through the planning program, they will be incorporated into the development of related policies and directions.

## **Rezoning During the Planning Process**

A separate Interim Rezoning Policy has been developed to determine the conditions under which rezonings can be considered while the broader area planning process is underway. The relationship to the Enhanced Rezoning for 800 Granville Street located within the study area is described below (if required\*).

### **800 Granville Enhanced Rezoning (if required\*)**

In July 2022 Council directed staff to explore the potential economic, heritage, and cultural benefits of the rezoning application at 800-876 Granville Street, and develop the necessary consequential amendments to by-laws or policies. Staff have recommended an Enhanced Rezoning for this site, with the aim to evaluate the proposal in alignment with the City's priorities for the site, which is located within the planning program study area.

The rezoning application for 800-876 Granville Street will be processed concurrently with the Granville Street Planning Program, ensuring that details from the planning program are incorporated into the rezoning proposal as the site options are developed. The application is anticipated to include an 'enhanced' engagement process, which means there is an opportunity for policy development and deeper public engagement beyond that of a typical rezoning application. Staff and the applicant will work collaboratively to explore form of development options (i.e. massing, height and density) and this work will be publically available for review throughout the application process. The rezoning application will be considered by Council at a public hearing.

## **Public Benefits**

In the context of area planning, most recent area plans have included a Public Benefits Strategy that sets priorities for future capital investments in public amenities and infrastructure. Public benefit considerations would consider both growth and those benefits for renewal that require capital funding. Because of the unique cultural role of Granville Street, and considering the small scale of the study area, the planning program will identify *public benefit directions* that support the overall vision for Granville Street.

Work will be undertaken to assess the public amenities and infrastructure required to support the Granville Street study area, with a particular focus on supporting the retention, rehabilitation and expansion of cultural and performance space, heritage conservation and public realm improvements within the study area. Public benefits in the Granville Street study area will be funded by a combination of city contributions, partner contributions and development contributions. Where possible, some public benefits will be achieved as in-kind contributions delivered through new development within the planning study area. Public benefit investments

will be considered and prioritized in relation to city-wide priorities, taking into consideration the City's fiscal capacity and core mandate.

To help limit land speculation during the development of the study plan and to set early expectations for developer contributions that will help support future amenities and infrastructure, a Development Cost Expectation Policy is being identified at the beginning of the planning process and will be recommended for Council approval, together with these TOR.

## **Key Deliverables**

The key deliverables of the planning program include:

- **Planning and Development Policies**
  - A new vision for the Granville Entertainment District and Granville Street study area (short and long term vision)
  - Updated zoning (within the DODP or new zones removed from DODP)
  - Updated design guidelines including heritage conservation approaches
  - New rezoning policy that will inform and enable rezoning projects
  - Directions on public benefit priorities
- **Arts and Culture Directions**
  - Directions to support arts, culture and the nighttime economy (that align with Council approved *Culture|Shift*, *Making Space for Arts and Culture* and the *Vancouver Music Strategy*) including:
    - Updated policies to support retention and improvements to existing legacy arts and cultural spaces and uses, including Civic Theatre improvements (e.g. the Orpheum) and local private performing arts venue retention and improvements that support viability (e.g. Commodore)
    - Updated policies that support new affordable accessible arts and cultural spaces including live performance, entertainment, productions and presentation space (including outdoor spaces)
    - Prioritize and support self determined xʷməθkʷəy̓əm, Skwxwú7mesh, səliłwətaʔ naming, culture and visibility throughout the area and public realm.
    - New policies and actions to better support a vibrant night time economy
- **Public Realm and Transportation Directions**
  - Develop long term and interim street design concepts to prioritize:
    - Walking
    - Transit
    - Patios
    - Partner-led events and other programming/activations
  - Support for temporary road space reallocation and other measures, which would inform permanent public realm and transportation improvements

Implementation would require changes to existing policies and regulations, such as the Zoning and Development Bylaw to implement zoning changes, as well as update to existing development and design guidelines for the area. The planning program may also provide recommendations to update other related polices, including the Sign By-law.

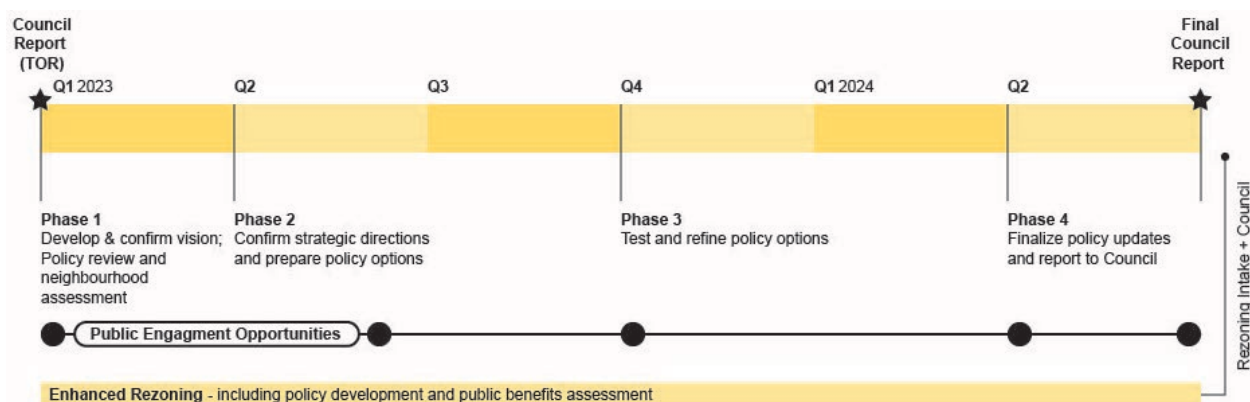


## Phases and Timeline

Work will be completed over an approximately 18 month long period and will include the phases described below:

- Phase 1: Develop and confirm vision; initial policy review and neighbourhood assessment
- Phase 2: Confirm strategic directions and prepare policy options
- Phase 3: Test and refine policy options
- Phase 4: Finalize policy updates and report to Council

**Figure 2.0 Project Timeline**



Each phase will include public engagement and technical studies led by staff and consultants. A council liaison for the project would provide a point of contact for Council for key updates throughout the project timeline.

## Public Engagement Considerations

Public engagement and stakeholder feedback from recent City-led initiatives in the area, including the Granville Connector, Downtown Public Space Strategy, the Granville Promenade, the Granville Loops and other recent rezoning enquires and the as well as the work of Downtown Van (BIA), have helped to outline the specific opportunities and challenges for Granville Street. Considering this, the early phases of the Granville Street Planning Program, including key objectives and the development of a vision and early directions, will be informed by this recent engagement.

Staff will continue to engage extensively throughout the planning process, however input will be focused on drafting, refining, and finalizing policy directions.

Staff are committed to advancing reconciliation, equity, inclusion and anti-racism and will seek input from equity-denied groups and other groups traditionally not involved in the City's planning process. Staff anticipate engagement opportunities for local residents (owners and tenants), community groups, cultural and hospitality associations, businesses and landowners, and stewardship groups with an interest in Granville Street. Key public-facing communication materials will be translated into Simplified Chinese, Vietnamese and Tagalog, and resources will be allocated for interpretation services.

## **Amending the Terms of Reference**

Variations to the Terms of Reference, such as extending the project timeline, adding or removing studies and analysis or identifying additional issues and priorities should be anticipated. Council would be notified of such changes through presentations, briefings or memos as appropriate.

# **Policy**

## Granville Street Interim Rezoning Policy

## **Intent**

Generally, rezonings and policy enquiries will not be considered in the Granville Street study area while the Granville Street planning program 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 policy 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 Granville Street planning program. Once adopted, the policy will apply until such time as it is rescinded by Council, and/or the Granville Street program is complete and related policies are approved by Council.

## **Policies**

1. Applications may be considered where:
  - a. At the time of adoption of this policy, there is an active rezoning application; or
  - b. Where a recent application for rezoning advice has been received within one year prior to the approval of this policy and the applicant has received a written response stating that a rezoning application would be considered and the applicant has submitted a subsequent rezoning application within 180 days of the date of the letter of response.

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 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:

<https://guidelines.vancouver.ca/policy-community-amenity-contributions-for-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 (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
- **The Granville Street Planning area planning process**

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

Community Planning Area	Sub-Area	Priorities and DCE Policies
Broadway Area West of Vine <sup>1</sup>	RM Zoning Districts	Prioritize rental housing. Do not consider additional development rights for market strata residential.  DCE for rental projects seeking additional density: maximize below market rental housing <sup>2</sup> .
	RS and RT Zoning Districts	TBD as part of future area planning or the City-wide Plan. Future requirements will reflect the City's priorities for: <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.	Prioritize job space and rental housing. Consider the potential for additional development rights for market strata residential in limited situations.  DCE for rental projects seeking additional density: maximize below market rental housing <sup>2</sup> .  DCE for projects seeking additional density for market strata residential: per Table 2 below.
	Jericho lands	Excluded from this DCE Policy.

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

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

- 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
- the starting rent and turnover rent requirements are secured through a housing agreement.



Table 1b: 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="https://guidelines.vancouver.ca/policy-community-amenity-contributions-for-rezonings.pdf">https://guidelines.vancouver.ca/policy-community-amenity-contributions-for-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. 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 St	<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>

<sup>1</sup> Sub-areas and priorities included in Map 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 1c: Area Specific Priorities and DCE Policies (Continued)**

<b>Community Planning Area</b>	<b>Sub-Area</b>	<b>Priorities and DCE Policies</b>
Granville Street Planning Area <sup>1</sup>	K1 and K2 (Downtown Official Development Plan)	<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-amenitycontributions-through-rezonings.pdf">http://vancouver.ca/files/cov/community-amenitycontributions-through-rezonings.pdf</a></p> <p>Where there is on-site heritage assets, alterations should seek retention of significant primary structural elements according to City's heritage policies. Where there is on-site cultural facilities, seek to retain/replace assets as appropriate.</p>
	K3 (Downtown Official Development Plan)	<p>Prioritize job space and rental housing.</p> <p>DCE for commercial-only projects seeking additional density: per CAC policy.  <a href="http://vancouver.ca/files/cov/communityamenity-contributions-through-rezonings.pdf">http://vancouver.ca/files/cov/communityamenity-contributions-through-rezonings.pdf</a></p> <p>DCE for rental projects seeking additional density: CACs to be negotiated on a case by case basis with aim to maximize below market rental housing<sup>2</sup>.</p> <p>Where there is on-site heritage assets, alterations should seek retention of significant primary structural elements according to City's heritage policies. Where there is on-site cultural facilities, seek to retain/replace assets as appropriate.</p>

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

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

- a) Starting rents by unit type will not exceed a rate that is 20 per cent less than the city-wide average rents for the City of Vancouver as published by CMHC.
- b) After initial occupancy, rent escalation during a tenancy will be limited to the increases authorized by the Residential Tenancy Act.
- c) Between tenancies, the rent may be re-indexed to the current CMHC average rent by unit type, applying the 20 per cent discount to city-wide average rents for the City of Vancouver as published by CMHC.

Table 2: Area Specific DCE Targets

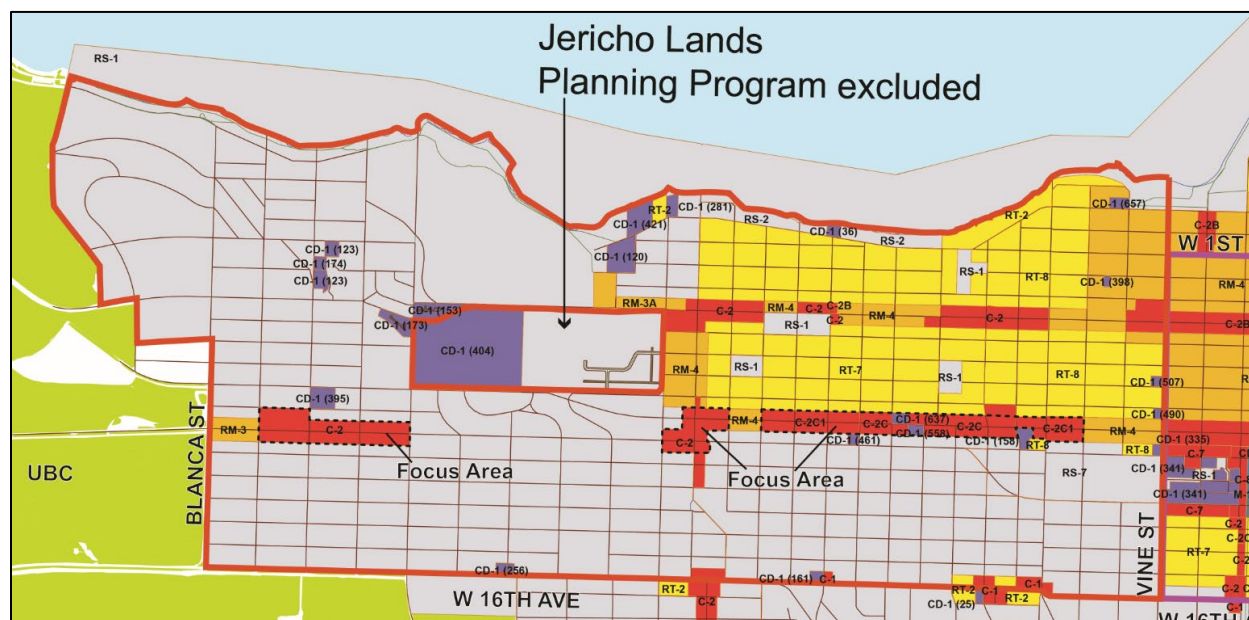
Community Planning Area	DCE Target Area	DCE Targets <sup>1</sup>
Broadway area west of Vine	C-2 Zoning Districts (Market Strata Residential)	\$3,552.09/m <sup>2</sup> (\$330/ft <sup>2</sup> )
Rupert and Renfrew Area Planning	C	\$1,722/m <sup>2</sup> (\$160/ft <sup>2</sup> )
	RT	\$1,399/m <sup>2</sup> (\$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 area west of Vine (Kitsilano and West Point Grey)

Note: Map A represents the area where the proposed Development Contribution Expectation Policy and

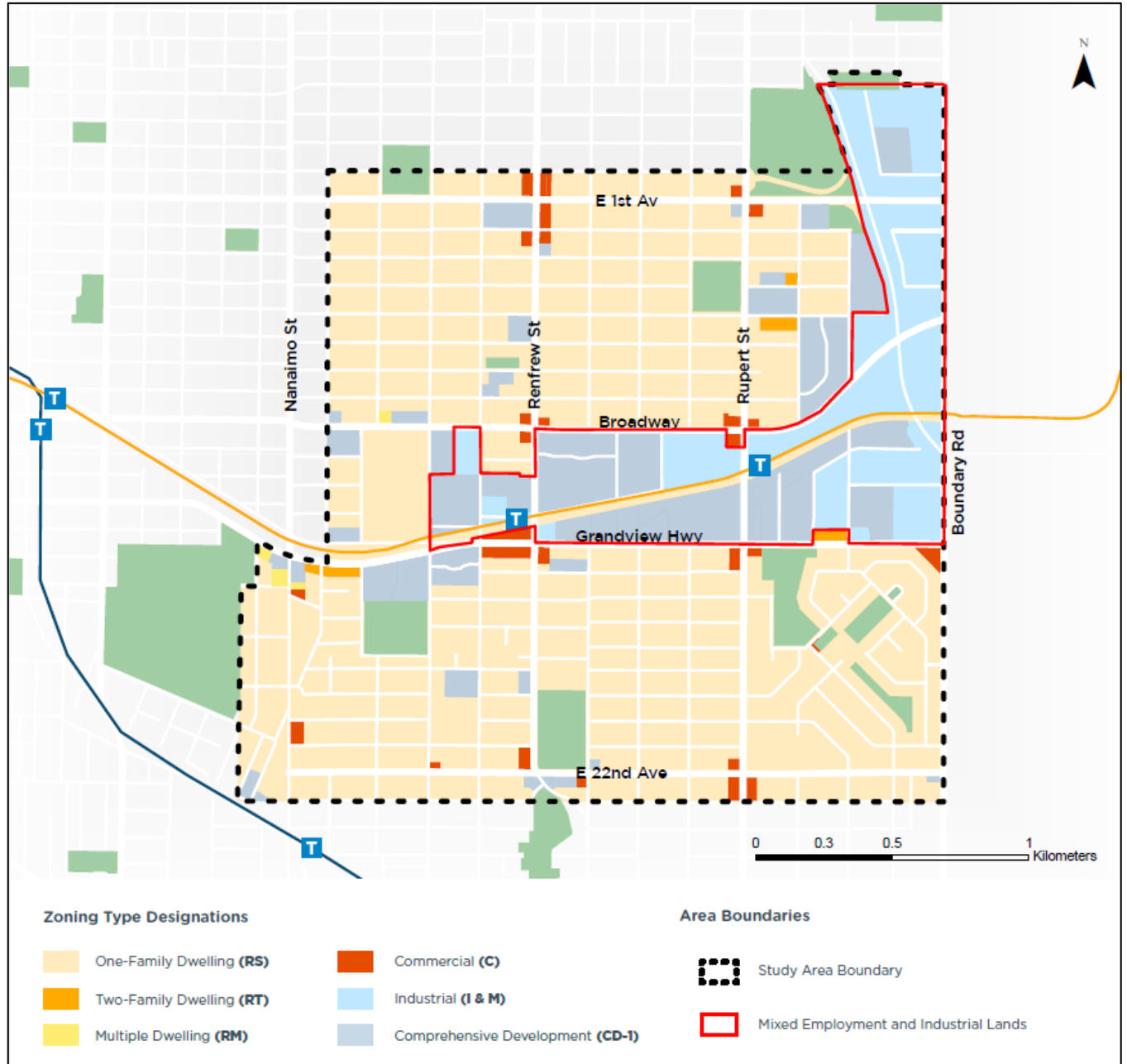


Interim Rezoning Policy would apply

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



Map B: Rupert and Renfrew Plan Study Area



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

Map C: Granville Street Planning Program Study Area (DODP Sub Areas K1, K2 and K3)

