



COUNCIL REPORT

Report Date: March 16, 2023
Contact: Matt Shillito
Contact No.: 604.707.5487
RTS No.: 15440
VanRIMS No.: 08-2000-20
Meeting Date: March 29, 2023
[Submit comments to Council](#)

TO: Standing Committee on Policy and Strategic Priorities
FROM: General Manager of Planning, Urban Design and Sustainability
SUBJECT: Broadway Plan Implementation

Recommendations

- A. THAT Council receive for information the update on Broadway Plan implementation actions, as attached in Appendix A.
- B. THAT Council approve the Broadway Plan Pace of Change Policy, generally as attached in Appendix B and subject to review or repeal after an initial term of 3 years.
- C. THAT Council approve amendments to the *View Protection Guidelines* to clarify the protected public views to City Hall, generally as attached in Appendix C.
- D. THAT Council approve amendments to the False Creek Flats Plan for alignment with the Broadway Plan in areas where the two plans overlap, generally as attached in Appendix D.
- E. THAT Council receive for information the Broadway Plan Fixed Development Contribution Framework, as attached in Appendix E;

FURTHER THAT Council direct staff to report back in Q4 2023 with a fixed development contributions policy for the Broadway Plan area.
- F. THAT Council receive for information the summary document of proposed by-law amendments to the I-1, IC-1, and IC-2 district schedules to modernize and intensify these areas for employment uses, as attached in Appendix F.
- G. THAT Council receive for information the summary document of proposed by-law amendments to the C-2, C-2B, C-2C, and C-2C1 district schedules to enable mixed-use residential rental tenure buildings up to six storeys in the Broadway Plan area, as attached in Appendix G.

Purpose and Executive Summary

The Broadway Plan came into effect on September 1, 2022. This report provides a general update on Broadway Plan implementation, as well as several policy recommendations to address Council directions and advance plan implementation.

Policy recommendations seeking Council decisions in this report include:

- Introduction of a pace of change policy to manage redevelopment impacts on existing renters.
- Amendments to the *View Protection Guidelines* (1989) to enable more job space and housing near rapid transit by clarifying protected public views to City Hall.
- Amendments to the *False Creek Flats Plan* (2017) to improve consistency of City policies and regulations.

Council Authority/Previous Decisions

- Broadway Plan (2022)
- Broadway Plan Priority Implementation Strategy (2022)
- Vancouver Plan (2022)
- Housing Needs Report (2022)
- False Creek Flats Plan (2017)
- View Protection Guidelines (1989)

[Final Broadway Plan Council motion](#) (2022):

- THAT Council direct staff to report back at a future date on a pace of change approach for the Broadway Plan, including further study on an appropriate number of applications and criteria for prioritizing applications based on their merits. (June 22, 2022)
- THAT Council direct staff to report back in Q3 2023 on options for a fixed rate CAC framework for the Broadway Plan. (June 22, 2022)

City Manager's Comments

The City Manager concurs with the foregoing recommendations.

Context and Background

The Broadway Plan was approved by Council on June 22, 2022, with an effective date of September 1, 2022. It is a comprehensive land use policy plan that will guide growth and positive change in the Broadway neighbourhoods over 30 years.

Following adoption of the Broadway Plan, further implementation work is required to help realize the Plan's objectives and policy directions. Generally, implementation work follows two streams:

1. Processing of rezoning enquiries and applications

Since September 1, 2022 there has been a significant volume of rezoning enquiries and applications in the Broadway Plan area. As of March 1, 2023, the City has received 96 rezoning enquiries and four rezoning applications in the Plan area.

Staff are pleased to report that the vast majority of the enquiries and applications received are generally compliant with the Plan policies, and as such present considerable opportunities to realize the Plan objectives for new secured rental and social housing, employment space, public realm improvements, and community amenities.

2. City-initiated policy work

Further policy work is required to implement the Broadway Plan, and this work is the primary focus of this report. The report provides a general update on the status of Broadway Plan implementation, as well as several policy recommendations seeking Council decisions to advance implementation of the Plan.

Discussion

The Broadway Plan Priority Implementation Strategy endorsed by Council outlines priority actions that are expected to occur over the course of approximately two years following Council's approval of the Plan. At the time of Plan approval, Council also directed staff to undertake several additional implementation actions. The body of the report focuses on a number of early policy recommendations, while Appendix A contains updates on other substantive implementation initiatives to come to Council over the coming months.

1. Pace of Change Policy (Recommendation B)

On June 22, 2022 Council directed staff to report back on a pace of change approach for the Broadway Plan, including further study on an appropriate number of applications and criteria for prioritizing applications based on their merits. This report addresses that Council direction, outlining options for a pace of change policy and recommending a specific approach for the Broadway Plan rental apartment areas.

Staff have developed a proposed pace of change policy focusing on managing the rate of redevelopment in the existing apartment areas (RM zoning districts) only, while allowing projects in all other areas to proceed in the usual course. Applying a pace of change to existing apartment areas for the proposed initial term of 3 years aligns with the overall Plan approach to enable significant near-term change in areas close to the new Broadway Subway where there are few existing renters, while enabling incremental change and redevelopment in the apartment areas.

Staff met with representatives from the renter service sector and members of the Urban Development Institute (UDI) and LandlordBC to receive feedback on the proposed approach. Representatives from the renter service sector were supportive of a pace of change approach given the significant challenges renters face in finding suitable and affordable rental housing. Members of UDI and Landlord BC were strongly opposed to a pace of change policy as they felt the tenant protections applicable to the Broadway Plan area are sufficient protection and the

market would be able to address issues of relocation without further regulation. See Appendix H for a more detailed consultation summary.

Recognizing the divergence in opinion on the proposed pace of change policy, staff have identified several options for different annual project limits and the associated impacts in the existing apartment areas in the following table.

Table 1: Options for annual project limits under a Pace of Change Policy

	Option 1 (recommended)	Option 2	Option 3	Option 4
Annual project limit	5	15	30	No Pace of Change
Estimated # of renter households impacted/year*	180	550	910	2,000
% of existing rental units impacted/year	1%	3%	5%	10%

**Note the estimated number of renter household impacted indicates the estimated number of renter households included in the annual project limit who would need to relocate.*

Staff recommend Option 1, limiting pace of change to five rezoning applications processed per year for the next three years, for the following reasons:

- At the outset of the Plan period, there has been significant redevelopment interest in the apartment areas. Current rezoning interest in the apartment areas would result in the redevelopment of approximately 2,000 existing rental units if all of the proposals proceeded.
- A high volume of redevelopment in the RM apartment areas could pose significant challenges for relocation of existing renters. The current average rental vacancy rate in the Plan area is approximately 0.5% or equivalent to approximately 110 available units.
- A limited initial pace of change would allow new below-market rental stock to be built in the Centres and station areas where no limits on pace of change would apply, increasing capacity in the rental stock to better accommodate tenant relocation in the Broadway Plan area.
- The proposed pace of change approach would enable staff, industry and renter households to work through implementation and assess the effectiveness of the new tenant protection measures.
- This policy would be reviewed after three years and could be adjusted or repealed at that time, based on an assessment of effectiveness and whether or not a pace of change mechanism is still needed.

In light of these considerations, staff recommend starting with a gradual pace of change in the RM zoned apartment areas in the early years of the Plan period. Under the proposed policy, the number of rezoning applications being processed that involve redevelopment of existing rental housing in RM zoned areas would be limited to five per year for the first three years of Plan implementation. This represents approximately 1% of the existing rental stock in the area and approximately 180 renter households each year. See Appendix B for more details on the recommended Broadway Plan Pace of Change Policy, including policy application, criteria, and exemptions.

Should Council wish to allow more than five rezoning applications to proceed through a rezoning process on an annual basis, the policy as recommended could be amended to include a higher annual rezoning project limit (see Table 1 for illustrative examples of different options). This would not impact the mechanics or administration of the policy, though an increased volume of applications will impact processing timelines. Should Council decide not to apply a pace of change policy to apartment areas in the Broadway Plan, staff would need to develop an adjusted approach to managing the volume of rezoning interest, particularly in light of tenant relocation requirements.

2. View Protection Guidelines (Recommendation C)

Staff are recommending amendments to the *View Protection Guidelines* for the Broadway Plan area in relation to the protected public views to City Hall. The *Central Broadway C-3A Urban Design Guidelines* (1976) established notional views to landmark buildings, including City Hall, which were not to be obstructed by new development in the area around Broadway and Cambie. Through implementation, staff established nine protected viewpoints to City Hall that are currently enforced, however these viewpoints have not been approved by Council.

Views to City Hall celebrate the landmark building that contributes to the area's civic identity and help to improve wayfinding, however, the number and extent of protected views also creates challenges to adding new housing and job space in a central area close to rapid transit.

Staff recommend that the number of protected views to City Hall be reduced from nine to two, and that the two retained views be included in the citywide *View Protection Guidelines*. The proposed changes would:

- Add capacity for the development of new housing and employment space near the new Broadway Subway and Canada Line.
- Improve policy clarity by centralizing protected public views within one policy (*View Protection Guidelines*).
- Maintain important landmark views to City Hall from the Cambie Bridge and the Downtown Seawall at the end of Drake Street.

See Appendix C for the recommended amendments to the *View Protection Guidelines*.

3. False Creek Flats Plan Amendments (Recommendation D)

The False Creek Flats Plan was approved by Council in 2017. There is a small area of overlap between areas within the Broadway Plan and the False Creek Flats Plan, referred to in the Broadway Plan as the "Creative District" along the north side of Great Northern Way between Main St. and Clark Dr.

In response to the opportunity created by the Broadway Subway, the Broadway Plan introduced more development options with additional density considered in certain areas to increase rental housing, job space, institutional uses, and local amenities on the Great Northern Way Campus, as well as a number of other sites in close proximity to rapid transit stations.

The proposed minor amendments to the False Creek Flats Plan would provide policy clarity for the areas where the land use policies in the Broadway Plan are intended to supersede those of the False Creek Flats Plan. These amendments are intended to avoid confusion for the public, staff and applicants. See Appendix D for more details on the recommended amendments to the False Creek Flats Plan.

4. Fixed Development Contributions Framework (Recommendation E)

When approving the Broadway Plan, Council directed staff to report back on options for a fixed rate Community Amenity Contribution (CAC) framework for the Plan area. This report provides Council with an update on staff's work to date, a summary of preliminary analysis, and next steps. Staff aim to bring final policy recommendations to Council for consideration in Q4 2023.

Staff have undertaken preliminary scoping and analysis of the potential for fixed development contributions in the Broadway Plan area. Staff are taking a comprehensive approach to review potential for all types of fixed development contributions, including fixed rate CAC targets, as well as others such as in-kind provisions that do not require CAC negotiation like below-market rental housing requirements, inclusionary turn-key social housing, etc.

Based on this analysis, it is estimated that approximately 75% of the Broadway Plan area could be suitable for various types of fixed development contributions. For the other areas, a negotiated approach or a mix of negotiated and fixed contributions would likely be appropriate.

Staff intend to carry out further technical work, including detailed financial testing with a third party consultant, and engagement with stakeholders (including the development industry) to inform final policy recommendations to Council. See Appendix E for more details on the proposed approach for fixed development contributions in the Broadway Plan area.

5. Industrial Zoning Amendments (Recommendation F)

One of the high priority implementation actions approved with the Broadway Plan was to amend the I-1 zoning districts in Mount Pleasant and the IC-1 and IC-2 zoning districts in Burrard Slopes to incentivize industrial development through increased height and density, and provide greater flexibility of uses, including consideration for childcare and arts and cultural space.

This priority is also well-aligned with two Motions approved by Council on February 1, 2023:

- [Motion B.3 Industrial Modernization and Intensification Framework Development Process Update](#)
- [Motion B.4 Supporting and Expanding Vancouver's Tech Hubs, Clusters, and Districts](#)

Since the approval of the Broadway Plan, staff have worked to identify the necessary amendments to the District Schedules to achieve the Plan's objectives. The detailed amendments and accompanying rationale will be brought forward in a separate Council Report (targeted for late spring 2023) for referral to Public Hearing.

Generally, the amendments to both the I-1 and IC-1/2 zoning districts propose to:

- Increase the permitted overall density from 3.0 to 4.5 FSR.
- Increase the permitted height from 60 to 100 ft.
- Incentivize the delivery of additional industrial space by providing proportional increases to the allowable floor space for office, service and retail uses.
- Modernize permitted uses including permitting Creative Products Manufacturing (CPM) on upper industrial floors, classifying Artist Studio – Class B (work only) as an industrial use, and permitting child day care facility.
- Introduce an Amenity Share (initially proposed to be \$11.49/sq. ft.) into both District Schedules for all density above the currently permitted 3.0 FSR for 100% non-strata commercial developments to be allocated as per the Broadway Plan Public Benefits Strategy.

See Appendix F for more details on the proposed changes to the I-1 and IC-1/2 zoning districts in the Broadway Plan area.

6. Commercial Zoning Amendments (Recommendation G)

In the Broadway Plan area, there are several local shopping streets which are currently zoned C-2, C-2B, C-2C, and C-2C1 (hereinafter referred to as “C-2”). The zoning changes staff intend to bring forward would add an allowance to the Broadway Plan C-2 zoning districts for mixed-use buildings up to 6-storeys for secured rental or non-market housing. This allowance would mirror the zoning amendments for secured rental housing in C-2 districts across the rest of the city, which were approved in 2021. These changes will allow applications to be processed under a development permit process, which are intended to reduce costs and permitting times.

The proposed zoning by-law amendments for the Broadway Plan area would help implement the Plan’s land use directions, standardize regulations and development processes across the city, and streamline rental housing delivery.

See Appendix G for more details on the proposed changes to the C-2 zoning districts in the Broadway Plan area. Staff will report back in Q2 2023 with proposed by-law amendments to the C-2, C-2B, C-2C, and C-2C1 district schedules for consideration of referral to public hearing.

Financial Implications

Staff will undertake detailed economic testing and report back in Q4 2023 on a proposed approach for fixed development contributions in the Broadway Plan area, including fixed rate CAC targets and in-kind provisions (e.g. below-market rental housing and inclusionary turn-key social housing requirements), that would be revenue-neutral to the City for the delivery of the Council-approved Broadway Plan Public Benefit Strategy.

* * * * *

APPENDIX A

General Status Update on Key Broadway Plan Implementation Actions

This appendix provides an overview and update of key implementation actions for the Broadway Plan. These actions include items in the Broadway Plan Priority Implementation Strategy, which was endorsed by Council with approval of the Plan, as well as additional approved Council directions.

The table below provides an overview of key actions, along with status and estimated completion date. In addition to the table, a more comprehensive update on each of these items is provided in the following section of this appendix.

Table 1. Status update on key Broadway Plan implementation actions

	Action	Status	Estimated completion	Notes
1	Process rezoning and development permit applications	Underway	Ongoing	Applicant initiated
2	Undertake policy statements and rezonings of large and unique sites	Pending	Ongoing	Applicant initiated
3	Initiate zoning amendments in 'Village' areas (C-2 zones)	Underway	Q2 2023	Information in this report. See the report body and Appendix G.
4	Initiate zoning amendments in industrial/employment areas	Underway	Q2 2023	Information in this report. See the report body and Appendix F.
5	Undertake more detailed public realm planning work, including parks and open space targets	Underway	Q1 – Q2 2024	
6	Pursue partnerships with the Host Nations to shape Broadway's cultural landscape	Underway	Ongoing	This work is tied to the public realm planning work (item #5).
7	Review options to build an AAA active transportation lane on Broadway	Underway	Q4 2023	Update to be provided in a separate report to Council, scheduled for March 29, 2023.
8	Review and amend the C-3A design guidelines	Pending	2024	
9	Initiate zoning amendments for non-market affordable housing	Pending	2025	
10	Incorporate other community plans and policies into the Broadway Plan	Complete	Q1 2023	Recommendations in this report. See the report body and Appendix D.
11	Establish a fixed-rate CAC framework	Underway	Q4 2023	Information contained In this

Action	Status	Estimated completion	Notes	
			report. See the report body and Appendix E.	
12	Establish a pace of change policy	Complete	Q1 2023	Recommendations in this report. See the report body and Appendix B.
13	Undertake additional transportation policy work	Underway	Q1 – Q2 2024	This work is tied to the public realm planning work (item #5).
14	Produce heritage historic context statements and statements of significance	Underway	Q2 2023	
15	Investigate feasibility of establishing community implementation committees	Complete	Q1 2023	
16	Initiate amendments to the Parking By-law	Underway	Q4 2023	
17	Investigate opportunities for affordable home ownership models	Pending	TBD	
18	Report back on reallocating a minimum of 11% of road space within the plan area to non-car uses	Underway	Q1 – Q2 2024	This work is tied to both the Broadway public realm planning (item #5), as well as citywide work on the same topic.
19	Investigate ways to establish community centre provision targets	Pending	2024	
20	Explore incentives to advance mass timber construction and zero emission standards	Scoping	Q4 2023	
21	Work with VSB and the Province on school expansions and delivery of new schools	Underway	Ongoing	
22	Conduct an education and awareness campaign for renter rights and protections	Underway	Q1 2023	
23	Conduct an updated Third Party Operational Review of Vancouver Fire and Rescue Services	Pending	TBD	
24	Investigate potential built form policy amendments	Pending	2023/2024	
25	Investigate ways to set aside land for affordable housing development by the community housing sector	Pending	TBD	
26	Investigate new financing tools for affordable housing	Underway	Ongoing	
27	Investigate options for achieving more deeply affordable housing in the area	Underway	Ongoing	
28	Develop new policies to monitor and protect affordability found in existing purpose-built rental buildings	Pending	TBD	
29	Deliver the public benefits strategy	Underway	Ongoing	

Action		Status	Estimated completion	Notes
30	Monitor and report out on key indicators	Underway	Ongoing	

Overview of Key Implementation Actions

1. Process rezoning and development permit applications

Status: Underway

Estimated completion: Ongoing

Summary:

The Broadway Plan came into effect on September 1, 2022. Since then, staff have been accepting and processing privately-initiated rezoning enquiries and applications. To date, there has been an exceptionally high volume of activity for rezoning enquiries. Staff will also continue processing development permit applications as they are received.

Privately-initiated development projects will contribute significantly toward implementation of the Broadway Plan and will help achieve the objectives of the Plan.

2. Undertake policy statements and rezonings of large and unique sites

Status: Pending

Estimated completion: Ongoing

Summary:

There are several large and unique sites in the Broadway Plan area. These sites include institutional campuses (e.g. Vancouver Community College, Vancouver General Hospital, Great Northern Way Campus, etc.) and other significant sites in the area (e.g. Kingsgate Mall, CentrePoint Mall, etc.).

Further planning work will take place for these sites as applicants express interest in redevelopment. Some sites will require policy statements, or policy statement updates, whereas others will go through an enhanced rezoning process.

3. Initiate zoning amendments in Village areas (C-2 zones)

Status: Underway

Estimated completion: Q2 2023

Summary:

Information contained in this report. See the report body and Appendix G for further details.

4. Initiate zoning amendments in Industrial/Employment Areas (I-1 and IC-1/IC-2 zones)

Status: Underway

Estimated completion: Q2 2023

Summary:

Information contained in this report. See the report body and Appendix F for further details.

5. Undertake more detailed public realm planning work

Status: Underway

Estimated completion: Q1-Q2 2024

Summary:

Building upon the Public Realm Framework in the Broadway Plan, staff are working on a more detailed public realm plan for the area. The public realm plan will include:

- Detailed analysis of existing public space assets.
- Further detail on the network of public spaces to support current needs and future growth.
- Detailed streetscape planning for Broadway and the station areas.
- Design guidance for common public space and street types.
- Public realm and open space targets (per Council's direction).
- Strategies for delivering public space improvements.

The process will include public engagement to understand priorities for a diversity of public space users. Staff are also working with the Host Nations and will continue to explore partnership opportunities for public realm planning and public spaces. Partnerships with the Host Nations will be integral to achieving the Broadway Plan's Guiding Principles, as well as the UNDRIP Strategy.

6. Pursue partnerships with the Host Nations to shape Broadway's cultural landscape

Status: Underway

Estimated completion: Ongoing

Summary:

Staff have had formal conversations with the Host Nations about partnerships for implementation of the Broadway Plan. We expect continued collaboration with the Host Nations on various Broadway Plan topics as work progresses. A key opportunity for early collaboration with the Host Nations is the Broadway Plan Public Realm Plan (item #5).

7. Review options to build an AAA active transportation lane on Broadway

Status: Underway

Estimated completion: Q4 2023

Summary:

Update to be provided in a separate report to Council, scheduled for March 29, 2023.

8. Review and amend the C-3A design guidelines

Status: Pending

Estimated completion: 2024

Summary:

The C-3A zoning district covers large portions of the Broadway Plan area, including much of Broadway itself, as well as portions of Kingsway, Cambie St., Granville St., and Burrard St. Currently, there are eight different sets of urban design guidelines that impact C-3A areas within the Broadway Plan. Many of these guidelines are outdated and none of them take into account the new policy context of the Broadway Plan.

Staff will begin review of the C-3A design guidelines in 2023. This is also a City commitment in the Broadway Subway Supportive Policies Agreement with TransLink. This work will modernize and align the C-3A design guidelines with the Broadway Plan and reduce regulatory complexity.

9. Initiate zoning amendments for non-market affordable housing

Status: Pending

Estimated completion: 2025

Summary:

The Broadway Plan enables consideration of rezoning applications on existing and newly acquired social, supportive and co-operative housing sites to renew and expand the number of units through additional height and density, generally up to the maximum permitted by the policy area's respective land use policies.

As the Plan is recently adopted, there has yet to be a full rezoning application for a non-market housing site come forward. However, staff have had interest expressed by the community housing sector in pursuing these new opportunities and will be working with individual applicants to bring forward projects for Council's consideration. Lessons will be learned from these early projects, which can be applied to a process to develop zoning amendments to enable non-market affordable housing projects without rezoning.

10. Incorporate other community plans and policies into the Broadway Plan

Status: Complete

Estimated completion: Q1 2023

Summary:

In response to Council's Recommendation G at the time of approval of the Broadway Plan, staff have explored integration of repealed community plans into the Broadway Plan. Staff are only recommending minor consequential amendments to the False Creek Flats Plan, which is part of this report. See the report body and Appendix D for further details.

Further integration of other repealed community plans and policies (e.g. the Mount Pleasant Plan, Kitsilano Neighbourhood Plan, etc.) is not recommended. During the creation of the Broadway Plan, staff considered overlapping plans and policies, and in many cases, proactively integrated elements of them into the Broadway Plan. In other cases, the repealed policies were either outdated, built out, or in contradiction with the Broadway Plan's objectives.

11. Establish a fixed-rate CAC framework

Status: Underway

Estimated completion: Q4 2023

Summary:

Recommendations contained in this report. See the report body, as well as Appendix E for more details.

12. Establish a pace of change policy

Status: Underway

Estimated completion: Q1 2023

Summary:

Recommendations contained in this report. See the report body, as well as Appendix B for more details.

13. Undertake additional transportation policy work

Status: Underway

Estimated completion: Ongoing

Summary:

There were various sub areas identified in the Broadway Plan which require further transportation studies, for a variety of reasons. These areas typically have complex transportation network requirements, or significant constraints meaning additional analysis and time is required to develop solutions. This work is currently being undertaken and outcomes will be reported either through the upcoming Public Realm Plan or separately, depending on the nature of the work.

14. Produce heritage historic context statements and statements of significance

Status: Underway

Estimated completion: Q2 2023

Summary:

Staff have engaged a heritage consultant to produce statements of significance for key heritage areas of the Broadway Plan. That work is expected to be complete by Q2 2023. Once completed, those resources will be available to the public.

15. Investigate feasibility of establishing community implementation committees

Status: Complete

Estimated completion: Q1 2023

Summary:

In response to Council's Recommendation G at the time of approval of the Broadway Plan, staff have explored the potential for establishing community implementation committees in the Broadway Plan area.

As implementation of the Broadway Plan occurs, there will be continued opportunities for public input and engagement associated with individual implementation actions. This is staff's preferred approach to ensuring community involvement in implementation of the Broadway Plan.

In the past, the City has set up community implementation committees for community plans; however, this is no longer the City's practice and there are not currently any active community implementation committees for other community plan areas. Establishing and maintaining community implementation committees is resource-intensive for staff and there are challenges associated with such committees which limit their effectiveness. The primary challenges include maintenance of consistent membership, as well as ensuring continued diversity on the committee that is representative of the community as a whole.

For these reasons, and to maintain consistency of approach with other community plan areas, staff do not recommend establishing community implementation committees in the Broadway Plan area.

16. Initiate amendments to the Parking By-law

Status: Underway

Estimated completion: Q4 2023

Summary:

The Broadway Plan (policy 14.7.7) aims to amend off-street parking requirements for individual rezoning applications and embed them into the Parking By-law after a review of their first implementation, including an analysis of the potential economic impact of the removal of parking minimums. Amendments may include removing minimum motor vehicle parking requirements (except for spaces required for accessibility and visitor parking), requiring Transportation Demand Management plans for most developments to encourage trips by walking, biking and transit, and introducing maximum motor vehicle parking allowances for new developments.

17. Investigate opportunities for affordable home ownership models

Status: Pending

Estimated completion: TBD

Summary:

Exploration of affordable home ownership models is currently underway as part of the “adding missing middle housing and simplifying regulations in low density neighbourhoods” work program. This initiative is exploring changes to allow multiplexes in low-density neighbourhoods across the city.

A recommended approach to exploring “below-market ownership” (BMHO) opportunities within the multiplex work was brought to Council in Q1 2023 and endorsed. This approach would integrate BMHO in multiplexes to create a more affordable option for families and leverage BC Housing to administer the program. The details of a BMHO option will be brought forward for Council consideration in Q3 2023. Pending decision on that work, Council could direct staff to explore applying BMHO within the Broadway Plan area.

18. Report back on reallocating a minimum of 11% of road space within the plan area to non-car uses

Status: Underway

Estimated completion: Q1-Q2 2024

Summary:

This is in response to Recommendation J in the Broadway Plan. This work entails firstly understanding the existing street right of way dedicated to vehicle parking and vehicle travel lanes. Analysis will be undertaken to understand how the proposed changes outlined in the Broadway Plan, and upcoming Public Realm Plan, contribute to reallocating this vehicle space by a minimum of 11%. Some features which will contribute towards this target include active mobility lanes, green infrastructure and street closures for greenways, side street plazas and park space. An update on this analysis and the next steps for achieving the 11% road space reallocation city-wide will be provided to Council in the June 2023. Further details relating to the Broadway Plan specifically will be included in the Public Realm Plan.

19. Investigate ways to establish community centre provision targets

Status: Pending

Estimated completion: 2024

Summary:

Staff intend to address this direction as part of future Broadway Plan implementation, informed by the Park Board's Community Centre Strategy (2022). In conjunction with setting new community centre targets, the Broadway Plan Public Benefits Strategy will also need to be revisited.

20. Explore incentives to advance mass timber construction and zero emission standards

Status: Scoping

Estimated completion: Q4 2023

Summary:

Staff will consult with internal and external stakeholders as needed to identify a range of potential incentives, and bring recommendations to Council in Q4 2023.

21. Work with VSB and the Province on school expansions and delivery of new schools

Status: Underway

Estimated completion: Ongoing

Summary:

City of Vancouver staff worked collaboratively with VSB throughout the Broadway Plan process and will continue engagement with VSB through Plan implementation. Collaboration to date has helped proactively identify school capacity needs for the area. The City will continue to work with VSB to investigate and action opportunities for a new school site in or near the Broadway Plan area, to be funded through provincial funding mechanisms.

22. Conduct an education and awareness campaign for renter rights and protections

Status: Underway

Estimated completion: 2023

Summary:

The Broadway Plan introduced new tenant protections to help existing renters in the Plan area by mitigating the impacts of redevelopment and providing the option to remain in their neighbourhood at an affordable rate. These protections build on the existing citywide renter protections contained in the [Tenant Relocation and Protection Policy](#).

The goal of this education and awareness campaign is to increase awareness of the new tenant protections and associated requirements, and provide renters timely information about how to find more information, advocate for themselves and guard against bad actors. The campaign launched on March 1, 2023 and includes the following activities:

- Direct informational mail out to all residential address in the Broadway Plan area (approximately 54,000 households);
- Posters in local community centres and gathering spaces;
- Social media posts; and
- In-person “Renter Connect” events in late March and April 2023.

Staff will monitor interest and take-up of this campaign in order to assess the effectiveness in reaching renters with this information.

23. Conduct an updated Third Party Operational Review of Vancouver Fire and Rescue Services

Status: Pending

Estimated completion: TBD

Summary:

This direction will be integrated into the VFRS work plan. VFRS staff will seek potential opportunities to integrate work for the Broadway Plan area with other citywide work.

24. Investigate potential built form policy amendments

Status: Pending

Estimated completion: 2023/2024

Summary:

In response to Council’s Recommendations W and Y at the time of approval of the Broadway Plan, staff will explore the potential for amendments to the Plan’s built form policies to support “tower-in-the-park” typologies, as well as the urban village vernacular on potential and emerging village high streets.

The Broadway Plan built form policies are tailored for tower development with podium elements in residential areas. As such, current built form policies do not encourage a “tower-in-the-park” typology in residential areas; however, staff believe there is appropriate flexibility in the Broadway Plan to allow consideration of “tower-in-the-park” proposals should they come forward. As early rezoning enquiries and applications are received, staff will consider different built form approaches and how they could be incorporated into the Broadway Plan policies.

Creating an urban village character along emerging village high streets will be addressed through the comprehensive Public Realm Plan work (item #5) that is underway. That work will explore strategies and designs that incorporate street elements supportive of vibrant and distinctive local shopping areas.

25. Investigate ways to set aside land for affordable housing development by the community housing sector

Status: Pending

Estimated completion: TBD

Summary:

The Vancouver Affordable Housing Endowment Fund (VAHEF) is a consolidated portfolio of all city-owned non-market housing assets and has a mandate to preserve and grow the City’s affordable housing stock in a sustainable way. As part of that mandate, the City’s Non-Market Housing Development and Operations team (NMHDO) is undertaking city-wide portfolio planning to determine appropriate redevelopment and land acquisition opportunities to renew and grow the stock of non-market housing. NMHDO further works in partnership with the community housing sector providing capital grants to non-profits developing affordable housing on their own land, on development and operating partnership opportunities for City land, and plans for land acquisition through the City’s capital planning process. Opportunities for both land acquisitions and leases of city-owned land are brought to Council on a case-by-case basis.

26. Investigate new financing tools for affordable housing

Status: Pending

Estimated completion: TBD

Summary:

Opportunities to maximize the impact of funding and financing programs provided through senior levels of government for affordable housing in the city is an ongoing priority. Staff are currently working with the Provincial and Federal governments to ensure that the new BC Builds Program and Housing Accelerator Fund contribute to local housing needs and objectives.

Current practice is for the city to use existing tools to increase the number of new affordable units and depth of affordability. This includes contributing land and per door capital grants to projects and

providing regulatory incentives such as DCL and CAC waivers. At this time, staff resources are dedicated to other affordable housing initiatives and re-prioritization will be required to incorporate this as a new work program.

27. Investigate options for achieving more deeply affordable housing in the area

Status: Underway

Estimated completion: Ongoing

Summary:

The Broadway Plan sets the minimum affordability level required for non-market housing projects recognizing that these projects face significant challenges in the project development, financing and construction phases given their focus on affordability. However, over time as initial capital and mortgage costs are paid down, there is the opportunity to deepen affordability and this process may be sped up with the addition of senior government funding and financing support.

The Broadway Plan enables significant new density to enable non-market housing projects achieve their renewal and affordability goals, and as some non-profit housing providers own their own land in the area, it is anticipated that those projects will be able to exceed the minimum affordability requirements. Staff will continue to work in partnership with the community housing sector and senior governments to assist affordable housing projects to achieve deepest affordability while remaining financially viable and will be monitoring outcomes under the Broadway Plan.

Additionally, throughout the life of the Plan staff will continue to seek policy opportunities to deliver more deeply affordable housing. As necessary, staff would recommend policy amendments to the Plan.

28. Develop new policies to monitor and protect affordability found in existing purpose-built rental buildings

Status: Pending

Estimated completion: TBD

Summary:

Regulation of rental rates in purpose-built market rental buildings is under the authority of the Provincial government through the Residential Tenancy Act (RTA). The RTA regulates allowable rent increases during a single tenancy and at unit turnover. The City is working to achieve permanent affordability in new purpose-built rental housing through the below-market rental policies included in the Broadway Plan. These policies secure a portion of new unit at below-market rates in perpetuity.

The Canada Mortgage and Housing Corporation (CMHC) conducts an annual Market Rental Report, which is the primary recognized source of information on rental rates and vacancy rates for the City of Vancouver and Metro Region. The report also provides insights into the secondary rental condominium market. Staff continue to work with CMHC staff on improving existing data practices and exploring new data points to support housing policy work as needed. Given this existing system is in place to monitor

affordability in purpose-built rental buildings, staff recommend not duplicating this work. Staff will continue to monitor tenant relocation and protection outcomes under the plan. If a new work program is desired to address this item, re-prioritization of existing work will be required.

29. Deliver the Public Benefits Strategy

Status: Underway

Estimated completion: Ongoing

Summary:

The Broadway Plan Public Benefits Strategy (PBS) will be delivered incrementally over time through developer, non-profit and City-led initiatives.

As new development occurs in the area, development contributions will be collected. City-wide Development Cost Levies (DCLs) are generated by most developments and are charged on new floor area. CACs are also generated through development on rezonings and are considered related voluntary contributions. Some projects yield in-kind public benefits through CAC negotiations or policy requirements. All DCLs and CACs are developer contributions that are used to fund amenities and infrastructure to support growth and livability.

In addition to development contributions which fund growth, renewal of existing City assets is also included in the PBS. Property taxes and utility fees typically fund renewal projects.

The Broadway Plan PBS long-term capital investments will be considered and prioritized as part of ongoing citywide capital planning processes.

30. Monitor and report out on key indicators

Status: Underway

Estimated completion: Ongoing

Summary:

Over the course of the 30-year Broadway Plan, the City will monitor its performance on an ongoing basis. Monitoring will include review and reporting of key metrics, including but not limited to land use, housing, employment space, demographic changes, public benefits, transit, transportation demand management, and cycling and walking.

Ongoing monitoring of the Broadway Plan until at least 2045 with five year Performance Reports is also a requirement of the Broadway Subway Supportive Policies Agreement (SPA) between the City of Vancouver and TransLink.

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 that may be recommended to City Council.

APPENDIX B
Broadway Plan Pace of Change Policy

Policy

Broadway Plan Pace of Change Policy

Approved by Council **Month Day, Year**

Table of Contents

Background and Context	24
Intent.....	24
Policies	25
1 Pace of Change Policy.....	25
1.1 Definitions and Application	25
2 Application Intake and Processing.....	27
2.1 Annual Project Limit	27
2.2 Requirements for all Projects	27
2.3 Assessment Criteria	27
2.4 Proposal Review Process	27
2.5 Review of the Pace of Change Policy	28
Appendix: Applicable Zoning Districts	29

Background and Context

On June 22, 2022, Council approved the [Broadway Plan](#), a comprehensive land use policy plan that will guide growth and change for the area over the next 30 years. The Plan provides an opportunity to integrate significantly more housing, job space, services and amenities close to the Broadway Subway to contribute to complete, transit-oriented neighbourhoods.

In the Plan area, over half of existing households are renters and the area contains much of Vancouver's "naturally occurring" affordable rental apartments by virtue of their age; the majority of existing purpose-built rental buildings are over fifty years old. The majority of these buildings are covered by the [Rental Housing Stock Official Development Plan](#) (RHS ODP) which requires one for one replacement of existing rental housing units in new multi-family developments that involve demolition or change of use of existing rental housing units.

With persistently low vacancy rates, rising cost of rents, and aging rental stock there is a need for new rental housing in the area, including below-market and non-market options, and protections for existing renters to remain in their neighbourhoods at affordable rents should they be impacted by redevelopment. The Broadway Plan seeks to strike a balance between enabling new rental supply, providing options for retention and renewal, and minimizing the negative impacts of displacement on existing renters.

Toward this end, the Plan introduced new, enhanced tenant protections for renters whose buildings are facing redevelopment or major renovation, alongside consideration of additional height and density for the creation of new rental buildings with a below-market rental component. The new tenant protections contained in the Broadway Plan are in addition to existing citywide protections required under the [Tenant Relocation and Protection Policy](#) (TRPP). The requirements of the RHS ODP continue to apply in the applicable zoning districts within the Plan area.

While the need for renewal of the existing rental stock and addition of new rental housing choice in the area is recognized, there is also concern over the pace of this change and ensuring existing tenants have the opportunity to stay in their neighbourhoods.

Intent

This pace of change policy is intended to manage the impacts of redevelopment on existing renters in the Plan area by seeking to limit the number of projects in residential apartment areas of the Broadway Plan that proceed each year. This is achieved both through a limit on the number of projects proceeding annually in specified zoning districts and supportive criteria to prioritize applications based on their contribution to creating permanently secured below-market rental housing in the Plan area.

This document outlines the criteria and requirements that applications should meet to be considered under this policy, the application process, and the process by which this policy will be reviewed and updated as required.

Policies

1 Pace of Change Policy

To manage the pace of redevelopment of existing rental housing in the residential apartment areas of the Broadway Plan, this policy will limit processing of rezoning applications that involve redevelopment of existing rental housing in specified zoning districts to a total of no more than five projects per year. This is the equivalent to redevelopment of approximately 1% of rental units in the applicable areas annually.¹

These five projects will be prioritized based on the ratio of new permanently secured below-market rental housing units provided compared to the number of existing rental units on site that are impacted by the development.

This policy will be reviewed every three years to assess its impacts and efficacy in contributing to the objective of mitigating the negative impacts of displacement on tenants.

1.1 Definitions and Application

- (a) This policy applies to rezoning applications that impact existing rental housing received as of September 1, 2022 in the following zoning districts within the Residential Apartment sub-areas of the Broadway Plan (see Appendix: Map A showing the areas where this policy applies):
 - (i) RM-3
 - (ii) RM 3-A
 - (iii) RM-4
 - (iv) RM-4N
 - (v) CD-1
- (b) This policy does not apply to:
 - (i) RM and CD-1 zoned sites that are outside of the Residential Apartment sub-areas identified in this policy (see Appendix: Map A showing the areas where this policy applies);
 - (ii) Social, supportive or co-operative housing projects;
 - (iii) Projects that impact existing rental housing where the ratio of proposed new below-market rental units as defined in this policy compared to existing rental units is 2.0 or higher (i.e. doubling the number of existing rental housing with below-market rental housing);

¹ As measured based on City of Vancouver 2022 data on the total number of purpose-built and secondary rental units in the applicable Broadway Plan areas.

- (iv) Projects which do not involve the redevelopment of existing rental housing (e.g. redevelopment of an existing strata condominium); and
 - (v) Projects proceeding under existing zoning (i.e. development permit).
- (c) If the project proposal is an assembly that includes sites outside of the applicable zoning districts within the Residential Apartment sub-areas above, it is still subject to this policy if it includes one or more sites that are applicable under this policy. For example, a proposal involving the assembly of a site zoned RM-4 and a site zoned C-2 would be subject to this policy if the RM-4 site were within the identified Residential Apartment sub-areas.
- (d) The following definitions apply to this policy:
- (i) A rental housing unit means a dwelling unit, housekeeping unit, or sleeping unit on a site that a tenant rents or has rented for the purpose of living accommodation, but does not include:
 - A unit rented by a not for profit housing cooperative to a member of the cooperative;
 - Unit in a community care facility or group residence;
 - A unit in a hotel;
 - Units in an equity cooperative where, at the time of rezoning application, the building as operated as an equity cooperative within the last three years; or
 - Units in a strata titled building where, at the time of rezoning application, the majority of the units were within the last three years individually owned and for which a petition has been filed with the Supreme Court of BC to dissolve the strata corporation; or for which all the strata lots within the corporation are now under single ownership.
 - (ii) A below-market rental unit means a dwelling unit where the maximum starting rent and rent at unit turnover is at least 20% 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.
 - (iii) A project means one or more sites that have been assembled for a single rezoning application.

2 Application Intake and Processing

2.1 Annual Project Limit

- (a) A total of five rezoning applications will be recommended to proceed through a full rezoning process each year, measured between September 1 and August 31.
- (b) If there are fewer than five projects in any given year, the unfilled spots will be rolled over to the next year. For example, if only three projects proceed in a given year there will be seven available spots in the following year.

2.2 Requirements for all Projects

- (a) Project proposals should comply with all other Broadway Plan policies regarding land-use, housing affordability, built form, unit mix, etc.
- (b) Project proposals that affect existing tenants require a comprehensive tenant relocation plan in accordance with [Broadway Plan](#) policies and the [City's Tenant Relocation and Protection Policy](#).

2.3 Assessment Criteria

- (a) To fill the project quota each year, rezoning enquiries and applications will be assessed based on the ratio of new below-market rental units proposed compared to the number of existing rental units on site that are impacted by the development.
- (b) All projects included in the annual project limit will be required to proceed through a full rezoning process including a public hearing, if Council approves referral to public hearing, through to enactment.

Once a complete rezoning application submission has been identified by staff as part of the annual project quota, proponents are expected, in good faith, to make progress on the project without unreasonable delay. If during the rezoning application process a project is dormant for longer than three months, staff may make an assessment to remove that application from the annual project quota and/or invite another project on the waitlist to proceed. In cases where delays occur due to circumstances reasonably outside of the proponent's control, exceptions may be considered at the discretion of the Director of Planning.

2.4 Proposal Review Process

- (a) Rezoning enquiries and applications applicable under this policy will be reviewed together once per year to fill the annual project quota.
- (b) The review of all applicable projects will be initiated on September 1 of each year. Project proponents will be notified on August 1 of the upcoming review and asked to respond to indicate whether they wish their project to be included in the review or if they wish to withdraw their enquiry or application.
- (b) Projects will be selected based on the ratio of new below-market rental units proposed compared to the number of existing rental units on site, with the highest

ratio allowed to proceed through a regular rezoning application process, provided they comply with all other applicable policy set out in the Broadway Plan. Staff will notify proponents of selected projects on next steps for proceeding with their project.

- (c) The selected projects which proceed through the rezoning process must submit a complete rezoning application submission package by a specified date in order to retain their spot. The submission deadline will be included in a letter from City staff notifying proponents of the result of the review.
- (d) Once the annual project limit has been reached, remaining projects will remain on a waitlist and be included in the next year's review unless withdrawn by the applicant.

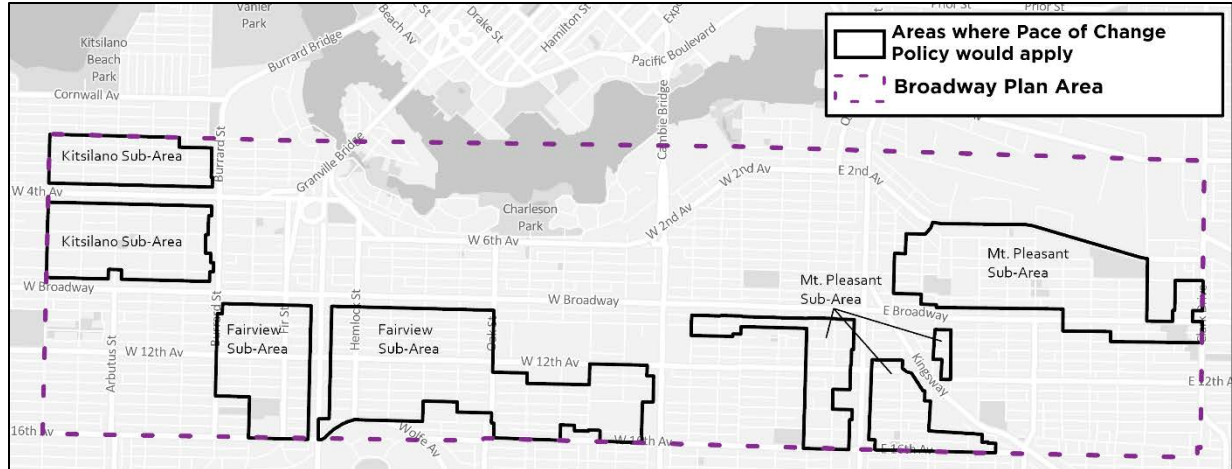
2.5 Review of the Pace of Change Policy

- (a) Staff will initiate the first review of this policy in 2026 and every three years thereafter as needed; the review will assess the policy's impact on mitigating displacement impacts for existing tenants and on below-market and market rental supply in the Broadway Plan area.
- (b) Staff will report to City Council with results of the review and recommendations for the future of the policy, including options to continue, revise and/or repeal the policy as required.

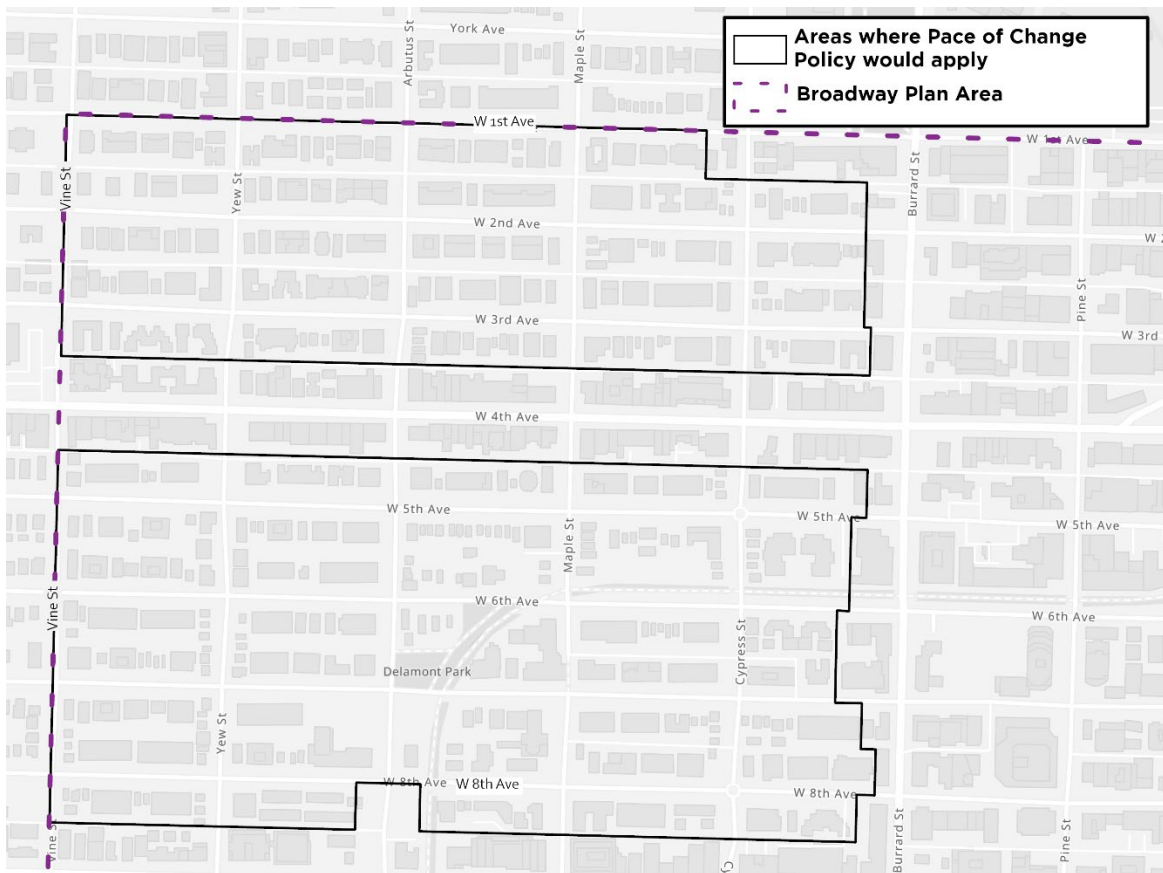
Appendix: Applicable Zoning Districts

Map A: Zoning districts within the Broadway Plan area where the Pace of Change Policy Applies

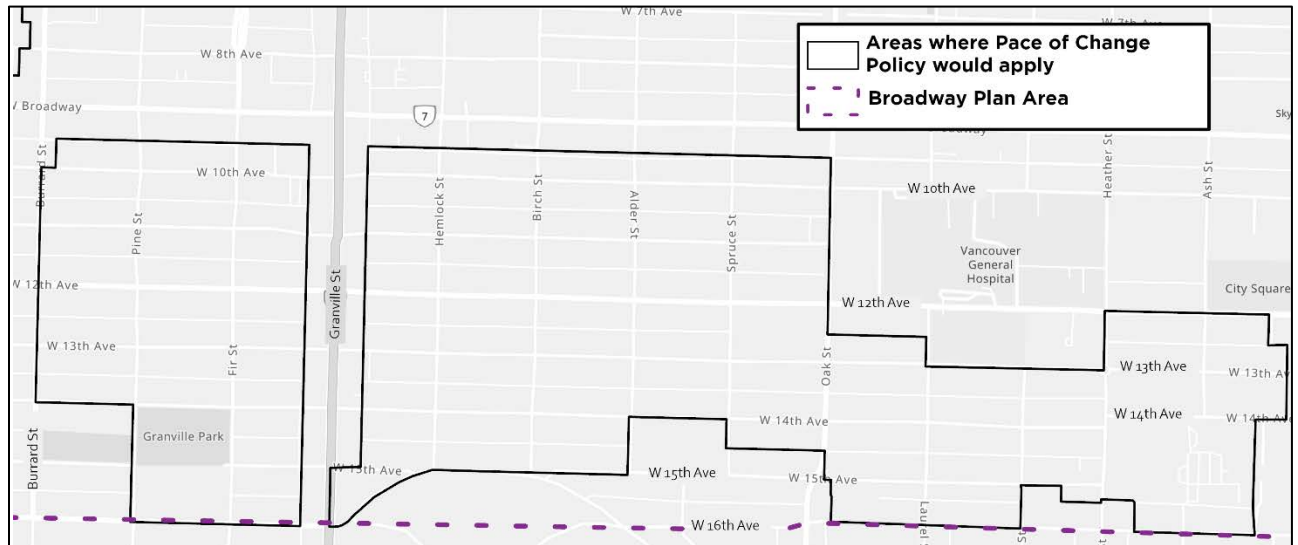
The Pace of Change Areas, as shown in Map A below, are further illustrated by Maps A1, A2, A3



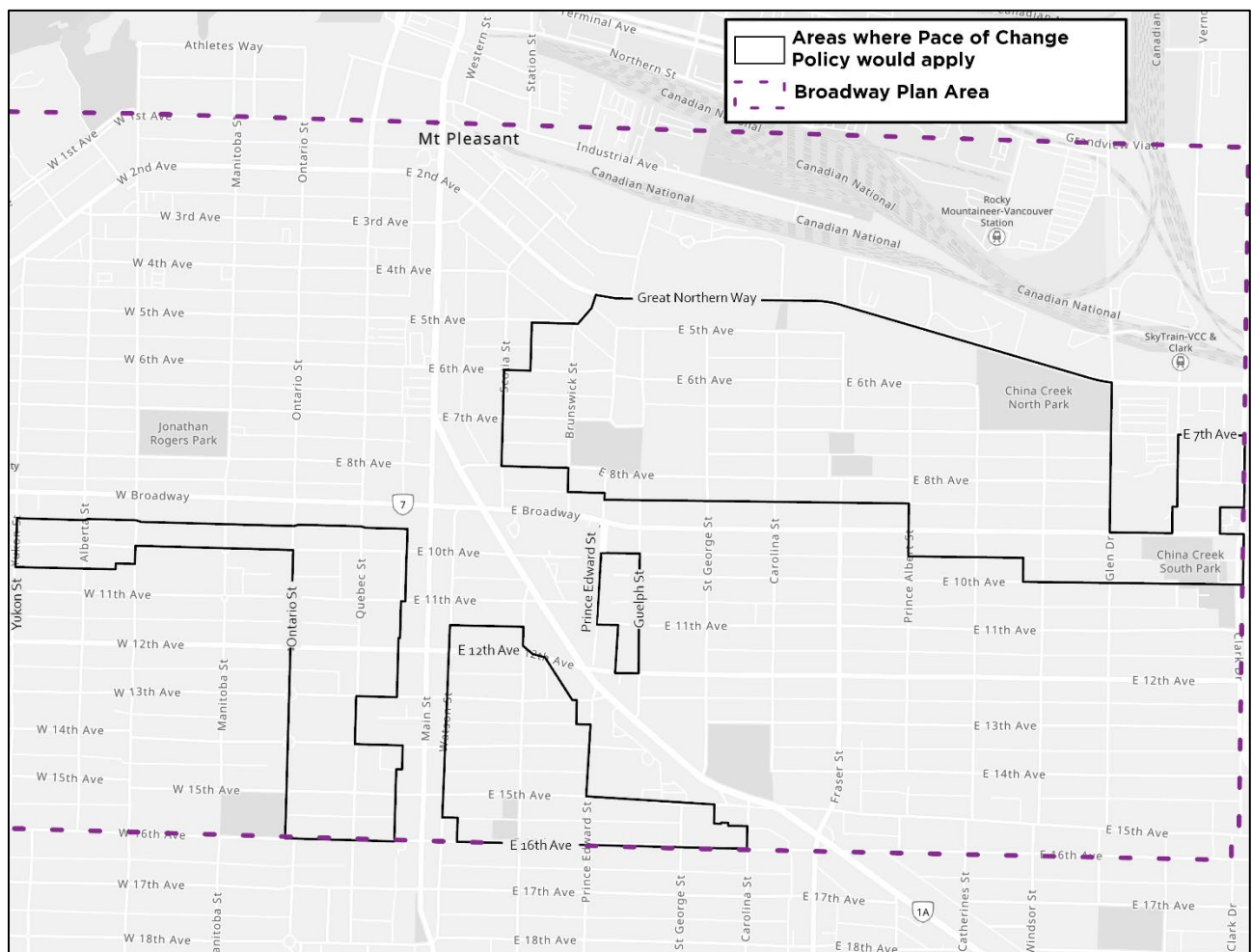
Map A1: Kitsilano Sub-Area



Map A2: Fairview Sub-Area



Map A3: Mount Pleasant Sub-Area



APPENDIX C

Amendments to the View Protection Guidelines

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

*Proposed amendments are shown in red.

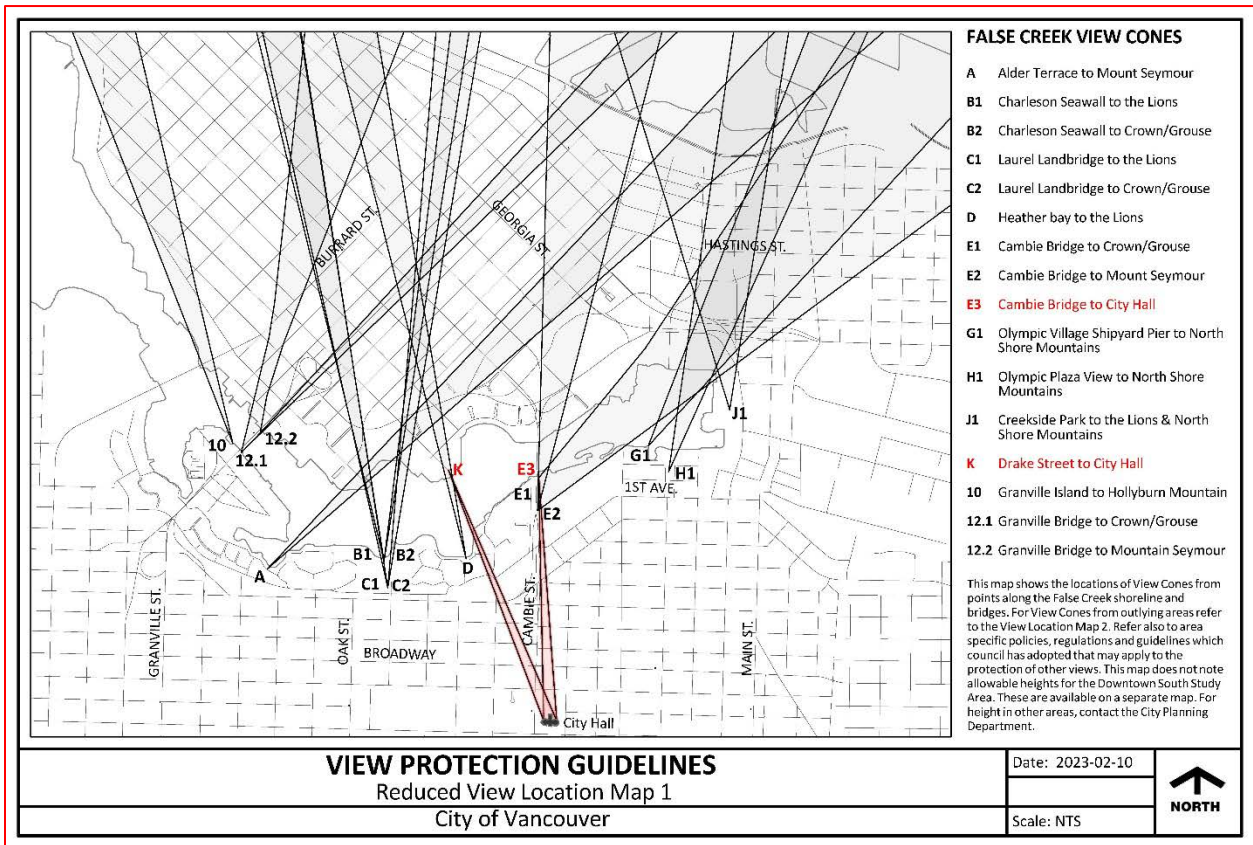
DRAFT Amendments to the View Protection Guidelines (1989)

1. Within the View Protection Guidelines, update the False Creek View Cones section to include views to City Hall. This content is being added to consolidate protected views to City Hall contained in the Central Broadway C-3A Urban Design Guidelines into the View Protection Guidelines.

<u>View Number</u>	<u>View Name</u>	<u>View Point Location</u>	<u>View Subject</u>
A	Alder Terrace	Seawall below Alder Terrace	Mount Seymour
B1	Charleson Seawall	Charleson Seawall below Charleson Park	Lions
B2	Charleson Seawall	Charleson Seawall below Charleson Park	Crown/Grouse
C1	Laurel Landbridge	North end of Laurel Landbridge	Lions
C2.1	Laurel Landbridge	North end of Laurel Landbridge	Crown/Grouse
C2.2	Laurel Landbridge	North end of Laurel Landbridge	Crown/Grouse
D	Heather Bay	Water's Edge at Leg-in-Boot Square	Lions
E1	Cambie Bridge	Cambie Bridge mid-point, just north of 6th Avenue on-ramp	Crown/Grouse
E2.1	Cambie Bridge	Cambie Bridge at the stairs above the South shore of False Creek	Mount Seymour
E2.2	Cambie Bridge	Cambie Bridge mid-point, just north of 6th Avenue on-ramp	Mount Seymour

E3	Cambie Bridge	Cambie Bridge at top of stairs from Seawall	City Hall
G1.1	Olympic Shipyard Pier	North End of Pier on the west side of SEFC pedestrian Bridge	North Shore Mountains
G1.2	Olympic Shipyard Pier	North End of Pier on the west side of SEFC pedestrian Bridge	North Shore Mountains
H1	Olympic Plaza Stage	Centre of stage in Olympic Plaza in SEFC	Grouse/North Shore
J1.1	Creekside Park	On the pedestrian path next to the Southern Pillar in Creekside Park	Lions
J1.1	Creekside Park	On the pedestrian path next to the Southern Pillar in Creekside Park	Lions
K	Drake Street	Seawall at end of Drake Street	City Hall

2. Within the View Protection Guidelines, delete View Location Map 1 (False Creek) and replace with the map shown below. The new map updates the False Creek View Cones with views to City Hall.



APPENDIX D FALSE CREEK FLATS PLAN AMENDMENTS

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

*Proposed amendments are shown in red.

DRAFT Amendments to the False Creek Flats Plan (2017)

1. Within the False Creek Flats Plan (2017) amend the description of the Creative Campus in the Summary of Key Directions Map on page 37 with the text below. The new text aligns with Broadway Plan policies and clarifies that additional heights and density are permitted without the stipulation to increase job space.

Summary of Key Directions Map (p. 37)

Creative Campus

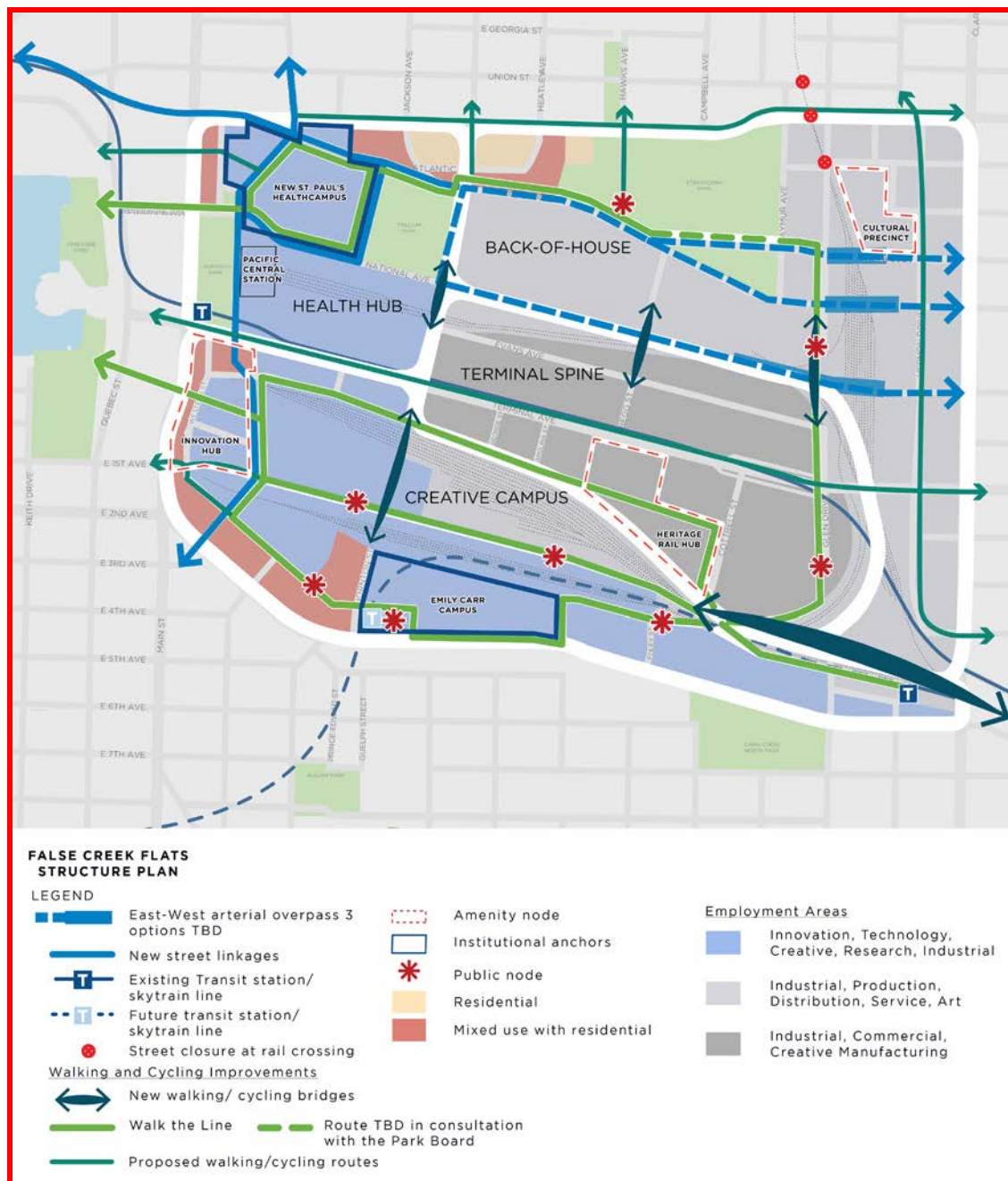
- Centre of the innovation economy
- Additional heights and density ~~to increase job space permitted~~
- Re-location of the Greater Vancouver Food Bank
- New rental housing opportunities for students and local employees

2. Within the False Creek Flats Plan (2017) Summary of Key Directions, amend the fourth paragraph on page 38 with the text below. The new text allows for housing near the transit stations to align with Broadway Plan policies.

Summary of Key Directions (p. 38)

Innovative models of housing along the western periphery of the site ~~and near the transit stations~~ are recommended to support the economic goals by delivering limited rental housing opportunities for people working in the area. This includes some student housing at the Great Northern Way campus; minor changes to the Artist Live-Work district along 1st Avenue for rental housing; limited residential mixed with industrial as a transition to the neighbouring Strathcona community on Atlantic Street; seniors housing above the Fire Hall maintenance facility; and limited rental housing for health related workers and researchers north of Malkin Avenue.

3. Replace the False Creek Flats Plan (2017) Structure Plan Map (p. 39) with the map as shown below. The updated map includes a new public node at the Emily Carr transit station to align with Broadway Plan policy.



- Within the False Creek Flats Plan (2017) Section 7.2: The Creative Campus, add the text below to the beginning of the description for the area on page 67. The updated text introduces the Broadway Plan (2022), which has geographic overlap with the False Creek Flats Plan (2017). The text provides clarity on the permitted land uses and development potential for the overlapping plan areas.

The Broadway Plan has geographic overlap with the Creative Campus area of the False Creek Flats Plan. Where there are overlapping land use policies between the two plans, Broadway Plan land use policies supersede those of the False Creek Flats Plan.

5. Within the False Creek Flats Plan (2017) Section 7.2: The Creative Campus, add the text below to the top of page 69. The new text introduces the Broadway Plan (2022), which has geographic overlap with the False Creek Flats Plan (2017). The text provides clarity on the permitted land uses and development potential for the overlapping plan areas.

The Broadway Plan has geographic overlap with the Creative Campus area of the False Creek Flats Plan. Where there are overlapping land use policies between the two plans, Broadway Plan land use policies supersede those of the False Creek Flats Plan.

6. Within the False Creek Flats Plan (2017) Section 7.2.3: Great Northern Way Campus, delete the first bullet and replace with the text below. The amended text aligns with Broadway Plan policies for the Great Northern Way Campus.

7.2.3 Great Northern Way Campus

With its own comprehensive development plan established for the delivery of an institutional campus, the Great Northern Way Campus, is home to the Centre for Digital Media, future home to the new Emily Carr University of Art and Design, and will also include significant high-tech and light industrial uses, DEICT and limited General Office, laboratories, other institutional uses, hotel space and live-work accommodations.

- ~~Retain existing CD-1 (Comprehensive Development) District zoning with no changes. Refer to the Broadway Plan policies.~~
- Policy support for the development of a new use definition for student rental housing and for the consideration of additional institutional housing within the campus.

APPENDIX E

Broadway Plan Fixed Development Contribution Framework

Background:

With Council adoption of the Broadway Plan on June 22, 2022, Council passed the following motion:

“THAT Council direct staff to report back in Q3 2023 on options for a fixed rate CAC framework for the Broadway Plan.”

Following this Council direction, staff have begun work on exploring fixed development contributions, including fixed rate Community Amenity Contributions (CACs) for rezoning applications, in the Broadway Plan area.

A fixed development contribution approach offers benefits to the development process in Vancouver. Fixed contributions can increase transparency around the City’s public benefit expectations, reducing risk and uncertainty for applicants. They can also help streamline the development process by foregoing negotiations between the City and the applicant regarding CACs.

This document proposes a general framework for exploring and establishing fixed development contributions, including Fixed Rate (Target) CACs, in the Broadway Plan area.

Scope:

Council direction was to investigate fixed rate CACs (which staff have done); however, staff are considering all fixed development contributions through this work. Staff see merit in looking at all types of fixed development contributions, as these will help provide greater certainty for more projects.

Examples of fixed development contributions include:

- Fixed or target rate CACs
- In-kind CAC provision requirements, without further CAC negotiation
- Clear policy for areas/projects which will not go through CAC negotiations
- Density bonus zoning and amenity shares (rezoning not required)

Work plan:

Staff work on establishing fixed development contributions for the Broadway Plan area will progress in stages as follows:

1. Early directions (Q1 2023)
 - Analysis of Broadway Plan sub-areas and land use policies to determine areas/ project types that may be suitable for fixed contributions (general framework)
 - Update to Council on approach, scope, and timeline

2. Technical work and stakeholder engagement (Q2/Q3 2023)
 - Detailed economic testing with a third party consultant to determine appropriate CAC rates
 - Engagement with industry and stakeholders
 - Policy drafting
3. Final policy recommendations to Council (Q4 2023)
 - Policy with details on fixed development contributions (including Target CACs)
 - Consequential amendments to the *Community Amenity Contributions Policy for Rezoning*s
 - Strategy for implementation, monitoring, and future adjustments

Analysis:

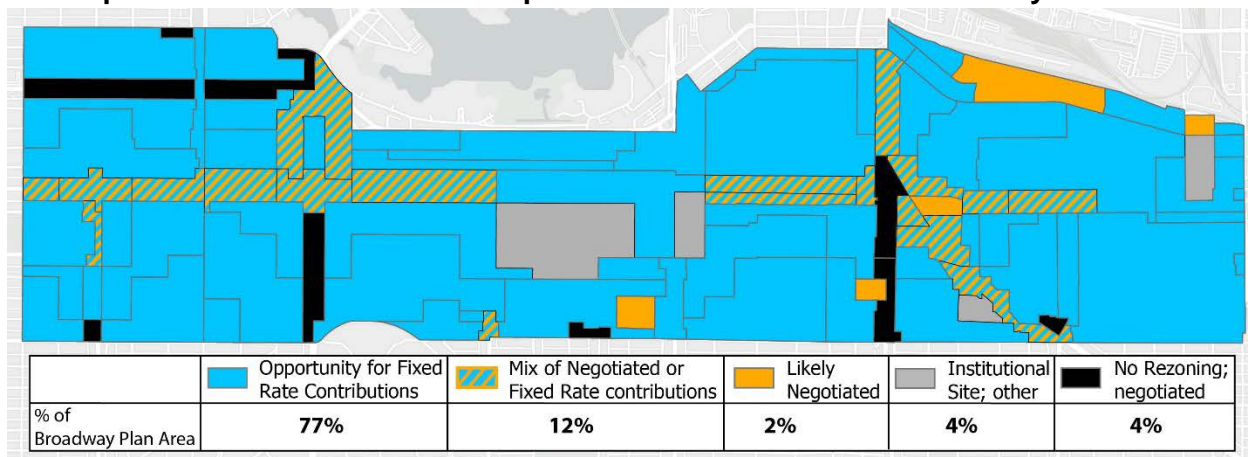
In response to Council's motion to explore CAC targets in the Broadway Plan area, staff have begun preliminary analysis on areas that could be suitable for fixed development contributions. Generally, areas with standard land uses and forms of development (i.e. height/density) have greater potential for a fixed development contribution approach. In areas where development allowances vary widely it will be more difficult to establish fixed development contributions for all types of development.

Types of development with the most potential for fixed development contributions include:

- Development allowances are standardized and do not vary between projects.
- Areas where anticipated CAC contributions are similar.
- Areas where significant land lift is not expected, based on economic testing.
- In-kind amenity contributions are clearly specified in policy (e.g. 20% inclusionary turnkey social housing).

Overall, based on preliminary analysis, staff estimate the potential for fixed development contributions for the Broadway Plan area as follows (see Map 1):

- 77% of the Plan area with potential for fixed contributions.
- 12% of the Plan area would likely require a mix of negotiated or fixed contributions depending on project type.
- 2% of the Plan area is comprised of "large and unique sites". Given the scale and complexity of these projects, a negotiated CAC approach would be most appropriate.
- 4% of the Plan area are institutional campuses which would be assessed on case-by-case basis depending on context. For 100% institutional developments, the current CAC target would apply, per the *Community Amenity Contributions Policy for Rezoning*s.
- 4% of the Plan area does not have rezoning opportunities under the Plan. Should rezoning be pursued, a negotiated development contribution approach would apply.

Map 1: Potential for Fixed Development Contributions in the Broadway Plan Area*

***Note:** All of the areas shown on Map 1 are for illustrative purposes only. These areas are likely to go through further refinement as staff undertake more technical work and stakeholder engagement. Final policy recommendations will be brought to Council at a later date.

Additionally, it should be noted that there are certain projects in the Broadway Plan area that already have fixed development contributions established:

- For 100% non-stratified commercial rezonings, a CAC target is already established under the *Community Amenity Contributions Policy for Rezonings*.
- Density bonusing applies within existing density bonus zones in Mount Pleasant and the False Creek Flats (I-1A, I-1B, I-3, and FC-2), which do not require rezoning.

These CAC target and density bonus rates will be updated as part of the recalibration of CAC Targets and Density Bonus Zones report brought to Council in Q2 2023.

Next steps:

As noted above, staff will be undertaking detailed economic testing and stakeholder engagement through Q2/Q3 2023, which will inform final policy recommendations. A report back to Council with these recommendations is targeted for Q4 2023.

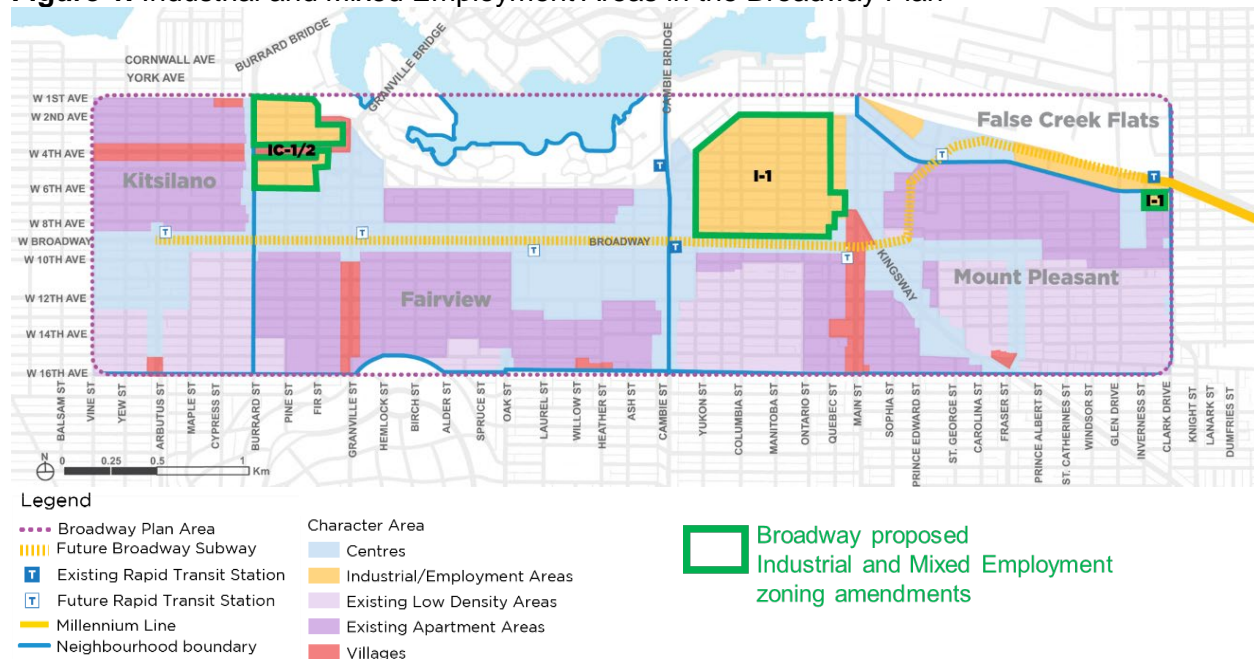
APPENDIX F

Summary of Proposed Amendments to I-1 and IC-2 Zoning Districts in the Broadway Plan Area

One of the high priority actions approved with the Broadway Plan in the Priority Implementation Strategy was to amend the I-1 zoning districts in Mount Pleasant and the IC-1 and IC-2 zoning districts in Burrard Slopes to incentivize industrial development through increased height and density, and provide greater flexibility of uses, including consideration for childcare and arts and culture. To achieve this objective, staff are preparing the detailed District Schedule amendments and accompanying rationale to be brought forward in a separate Council Report (targeted for late Spring 2023) for referral to Public Hearing.

Figure 1 below shows the location of the I-1 and IC-1/2 zones within the Broadway Plan area.

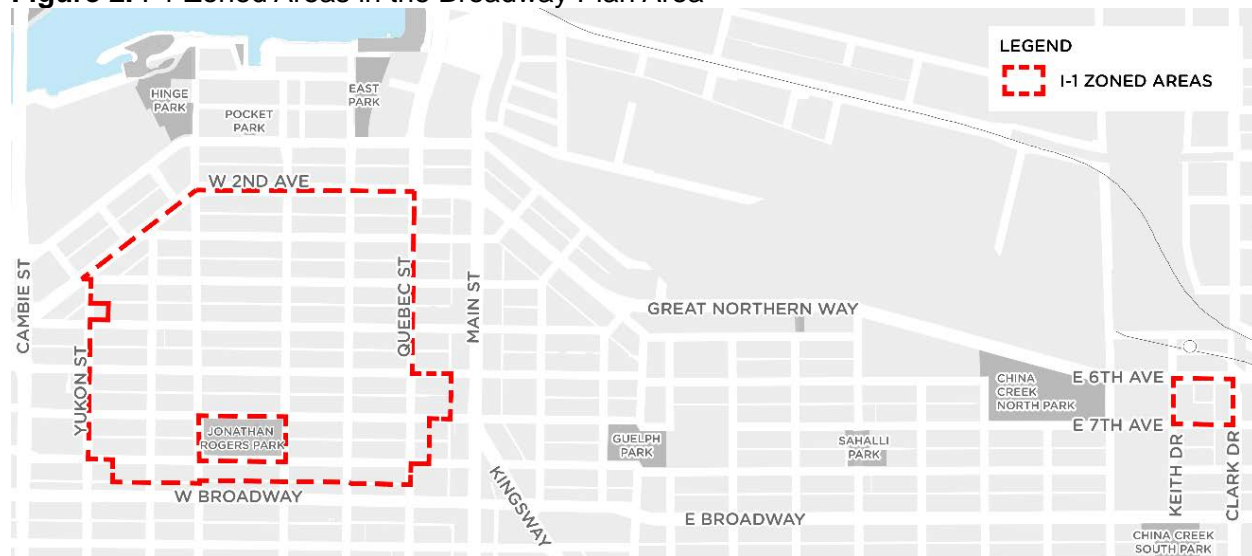
Figure 1. Industrial and Mixed Employment Areas in the Broadway Plan



I-1 Zoning Amendments

The I-1 District Schedule applies to two separate areas of the City, but both are within the Broadway Plan area. The largest portion of the I-1 area makes up the majority of the Mount Pleasant Industrial Area. A smaller, one-block portion also exists at the eastern end of the Creative District, bounded by 6th and 7th Avenues, and Keith and Clark Drives. The precise location of I-1 areas are shown in Figure 2 below.

Figure 2. I-1 Zoned Areas in the Broadway Plan Area



Current I-1 Zoning:

According to the District Schedule:

The primary intent of this schedule is to permit light industrial uses, including advanced technology industry and industry with a significant amount of research and development activity, that are generally compatible with one another and with adjoining residential or commercial districts. Commercial uses, including office and retail uses, which are compatible with or complementary to light industrial uses, are also permitted, subject to the limitations in this schedule.

The current zoning generally permits a maximum of 3.0 FSR, with a maximum of 2.0 FSR “choice-of-use” for office, service and retail development typically above up to 1.0 FSR of industrial uses. The maximum permitted height is 60 ft.

As a regionally designated “industrial” area, new residential uses are strictly prohibited in the area. The area is also home to various arts and culture uses such as artist studios, workshops and rehearsal and performance spaces.

Broadway Plan Policy Directions:

The Broadway Plan policies propose to “Strengthen the heart of the Mount Pleasant Industrial Area as a vibrant creative production area by enhancing its light industrial function while strategically increasing opportunities to support the innovation economy.” (Page 190)

To achieve these objectives, two intensification options were identified for the I-1 area. The following Figure 3 is generally as seen in Broadway Plan Section 10.1.1, page 191:

Figure 3. Broadway Plan – Policy 10.1.1 MIAA Policy Summary Table

Policy Area	Mount Pleasant Industrial Area - Area A	MIAA
Uses	Industrial, office, service/retail, cultural, institutional	
Option/Tenure	1/3 Industrial option	1/2 Industrial option
Max Height	30.5 m (100 ft.); 4-7 storeys	46.5 m (152.5 ft.); 8-11 storeys
Max Density	4.5 FSR	6.0 FSR
Min Frontage	N/A	45.7 m (150 ft.)
Notes	<ul style="list-style-type: none"> A minimum of 1/3 of the floor area must be industrial uses. The first floor industrial uses must be dedicated to traditional production, distribution and repair (PDR) uses. 	<ul style="list-style-type: none"> A minimum of 50% (3.0 FSR) of floor area must be industrial uses, e.g. bio-tech laboratories or other stacked industrial forms.

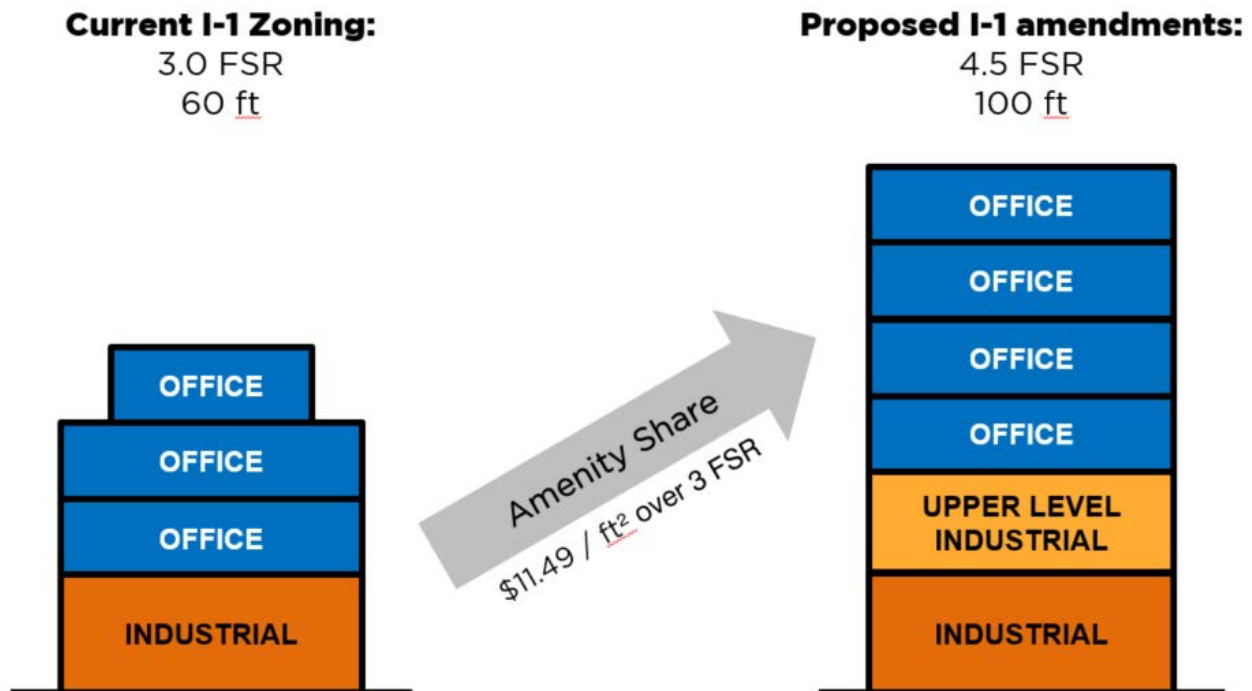
The more intensive option on the right side of the table (1/2 industrial, 6.0 FSR) will be considered through a rezoning process to provide additional reviews to ensure fit with the existing neighbourhood and delivery of the necessary infrastructure upgrades to accommodate these developments. The more moderate option on the left side (1/3 industrial, 4.5 FSR) is proposed to be introduced through the following amendments to the I-1 District Schedule.

The one-block I-1 area at the eastern end of the Creative District area also has additional applicable policies under the Broadway Plan (Policy Area MCDH, page 281) to permit 5.0-6.0 FSR and up to 120-150 ft. in height. The amendments proposed below will apply to both I-1 areas, but future development of the area in the Creative District is anticipated to be delivered through rezoning due to the increased development potential.

Proposed Amendments:

Staff are proposing various amendments to the I-1 District Schedule, generally illustrated in Figure 4 below:

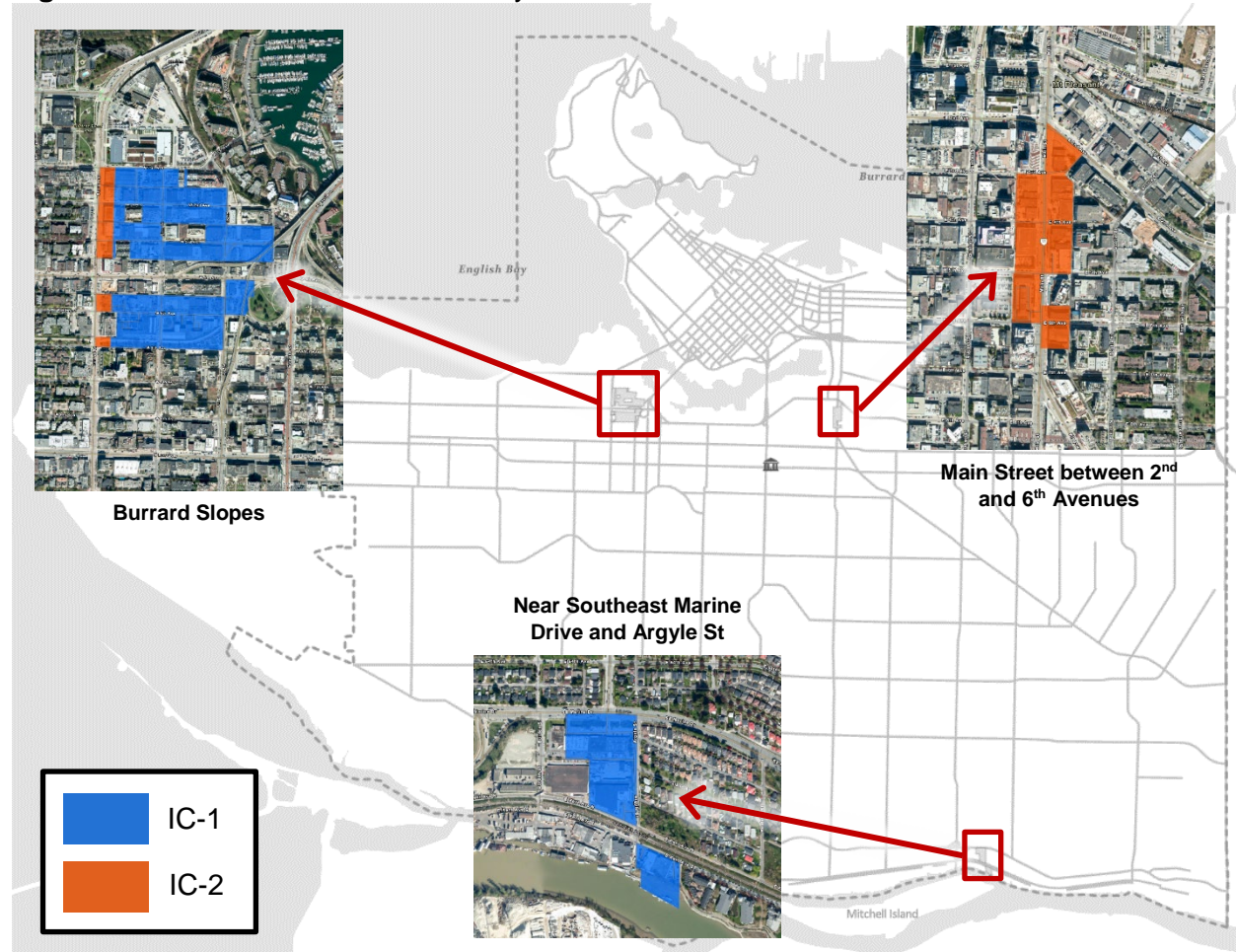
- Increase the permitted overall density from 3.0 to 4.5 FSR.
- Increase the permitted height from 60 to 100 ft.
- Incentivize the delivery of industrial space by generally permitting two sq. ft. of office, service and retail uses for every one sq. ft. of industrial space provided, up to an overall maximum of 4.5 FSR (1.5 FSR industrial + 3.0 FSR other).
- Permit Creative Products Manufacturing (CPM) on upper industrial floors, classify Artist Studio – Class B (work only) as an industrial use, and introduce child day care facility as a permitted use.
- Introduce an Amenity Share payable on all density above 3.0 FSR to be allocated as per the Broadway Plan Public Benefits Strategy. The current value of the Amenity Share is to be set equivalent to the value of the Target CAC for Rezoning applications for 100% non-strata commercial developments (\$11.49/sq. ft.).
- Additionally, per *Making Space for Arts and Culture*, staff are continuing to address the displacement and loss of artist studios by exploring the introduction of additional density for shared artist studios.

Figure 4. Overview of proposed I-1 zoning amendments

IC-1/2 Zoning Amendments

The IC-1/2 Districts Schedule applies to three separate areas of the City; two are within the Broadway Plan area (Burrard Slopes and Main Street between 2nd and 6th Avenues) and one is located in South Vancouver near Southeast Marine Drive and Argyle St. The precise locations of these areas are shown in Figure 5 below.

Figure 5. IC-1/2 Zoned Areas in the City



Current IC-1/2 Zoning:

According to the Districts Schedule:

The intent of this schedule is to permit light industrial uses, including those with a significant amount of research and development activity, that are generally compatible with one another and with adjoining residential or commercial districts. Commercial uses compatible with and complementing light industrial uses are also permitted.

The intent of external design regulations for the IC-2 district is to achieve a form of development compatible with the function and character of abutting major streets, and specifically to achieve building continuity along major streets in the district.

The IC-1 and IC-2 Districts Schedule currently combines two zones in one set of regulations. The difference between the two is the additional layer of external design regulations described above for the IC-2 areas due to their location along major streets (Burrard and Main Streets).

The current zoning generally permits a maximum of 3.0 FSR of development, with a maximum of 1.0 FSR “choice-of-use” for office, service and retail development either stand alone or above up to 2.0 FSR of industrial uses. The office space can be increased to 1.5 FSR if ancillary to manufacturing uses in the same development. The maximum permitted height is 60 ft.

As a regionally designated “mixed-employment” area intended for industrial, commercial, and other employment-related uses that complement employment uses in Urban Centres and Frequent Transit Development Areas, residential uses are not intended.

The Burrard Slopes IC-1/2 area is an emerging design district, home to various art galleries, interior design studios, furniture and home goods showrooms as well as a variety of vehicle showrooms, dealerships and repair shops.

Broadway Plan Policy Directions:

The Broadway Plan policies propose to “Enable increased height and density to support innovation and creative economy uses and incentivize the delivery of traditional light industrial functions (production, distribution and repair) in the Burrard Slopes Mixed Employment Area.” (Page 132)

To achieve these objectives, the following policies shown in Figure 6 (taken from Broadway Plan Section 9.7.1, page 133) were identified for the Burrard Slopes IC-1/2 area, therein referred to as Policy Area FGBG.

Figure 6. Broadway Plan – Policy 9.7.1 FGBG Policy Summary Table

Policy Area	Granville/Burrard Slopes – Area G	FGBG
Uses	Industrial, office, retail/service, cultural and institutional	
Max Height	10 storeys	
Max Density	4.5 FSR	

The additional policies generally permit “choice-of-use” up to 2.5 FSR. To incentivize delivery of industrial spaces in the area, for every sq. ft. of industrial use provided, an additional sq. ft. of office, service, retail, recreational or institutional use is permitted to a maximum of 4.5 FSR overall. In accordance with the Metro Vancouver land use designation for Mixed Employment lands, residential uses are restricted.

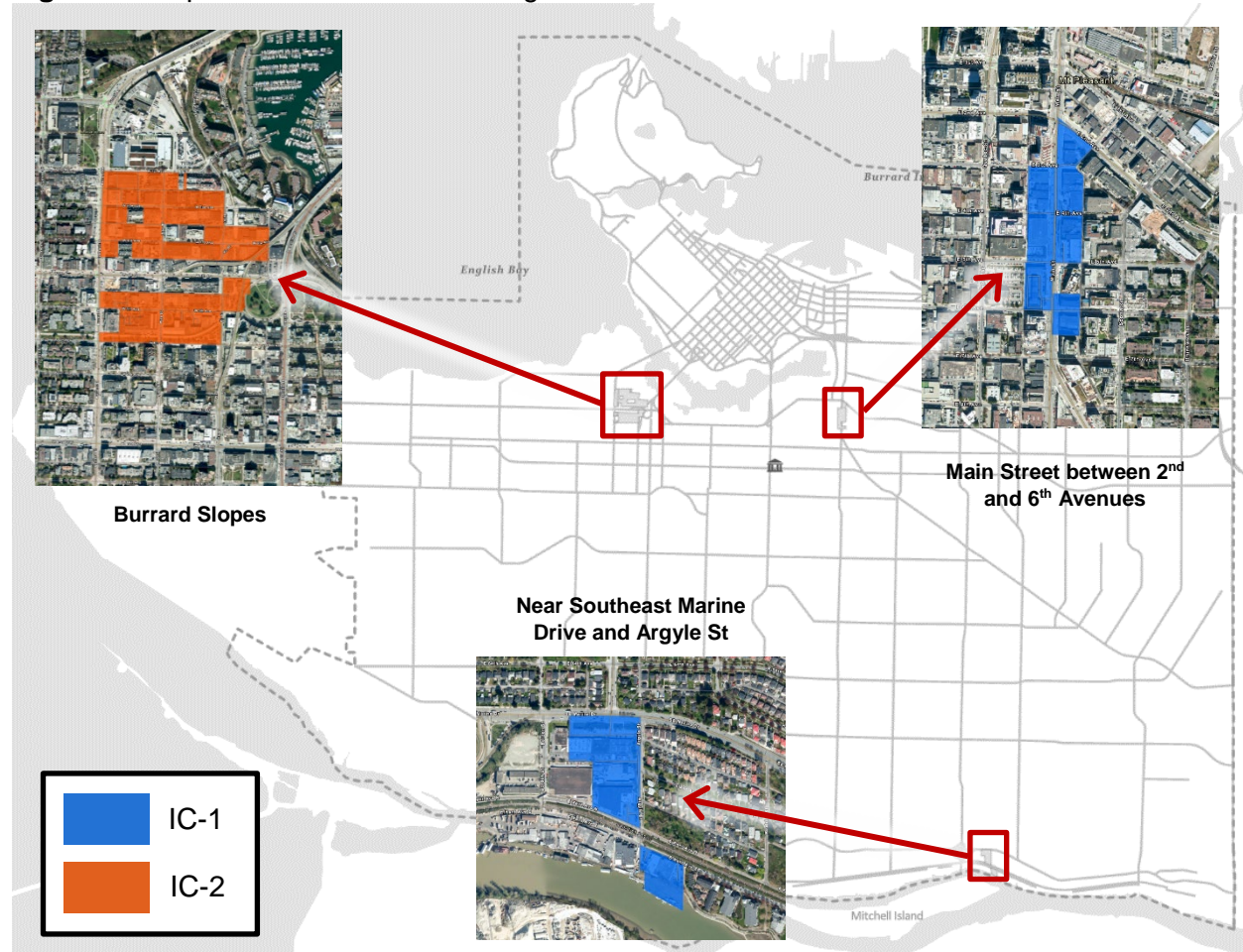
The Main Street blocks have additional policies under the Broadway Plan (Policy Area MCEG, page 232) to “Introduce opportunities for new rental housing and office/hotel development”, but these developments will proceed through individual site-specific rezonings rather than City-led amendments to the District Schedule.

Proposed Amendments:

Since the IC-1/2 Districts Schedule covers two areas in addition to Burrard Slopes, staff are proposing to split the District Schedules and adjust the geography to maintain the current zoning permissions for the Main Street and South Vancouver areas, while amending the Burrard Slopes area. To achieve this, the entirety of Burrard Slopes is proposed to be rezoned to IC-2 with updated regulations in the District Schedule. The Main Street and South Vancouver areas

will be zoned IC-1 and generally retain the existing zoning permissions. The amended geography is illustrated in Figure 7 below.

Figure 7. Proposed division and reconfiguration of IC-1 and IC-2 zones



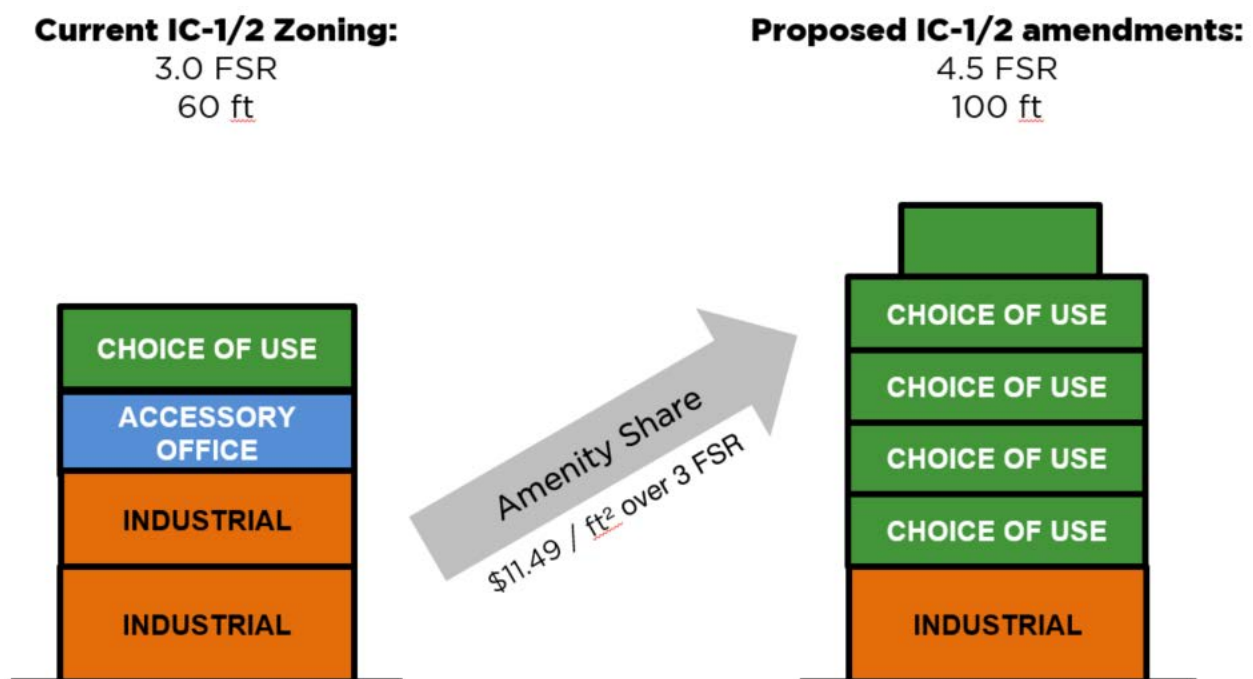
Staff are proposing various amendments to the IC-2 District Schedule to achieve the goals of the Broadway Plan in the Burrard Slopes area, generally illustrated in Figure 8 below:

- Increase the permitted overall density from 3.0 to 4.5 FSR.
- Increase the permitted height from 60 to 100 ft.
- Permit “choice-of-use” for 2.5 FSR to introduce additional flexibility for any type of employment uses (e.g. office, service, retail), but incentivize the delivery of industrial space by permitting one additional sq. ft. “choice-of-use” for every one sq. ft. of industrial space provided, up to an overall maximum of 4.5 FSR (1.0 FSR industrial + 3.5 FSR other).
- Permit Creative Products Manufacturing (CPM) on upper industrial floors, classify Artist Studio – Class B (work only) as an industrial use, and introduce child day care facility as a permitted use.

- Introduce an Amenity Share payable on all density above 3.0 FSR to be allocated as per the Broadway Plan Public Benefits Strategy. The current value of the Amenity Share is to be set equivalent to the value of the Target CAC for Rezoning applications for 100% non-strata commercial developments (\$11.49/sq. ft.).
- Additionally, per *Making Space for Arts and Culture*, staff are continuing to address the displacement and loss of artist studios by exploring the introduction of additional density for shared artist studios.

With the geographic changes described previously, these amendments will only apply to the Burrard Slopes area.

Figure 8. Overview of proposed IC-2 zoning amendments

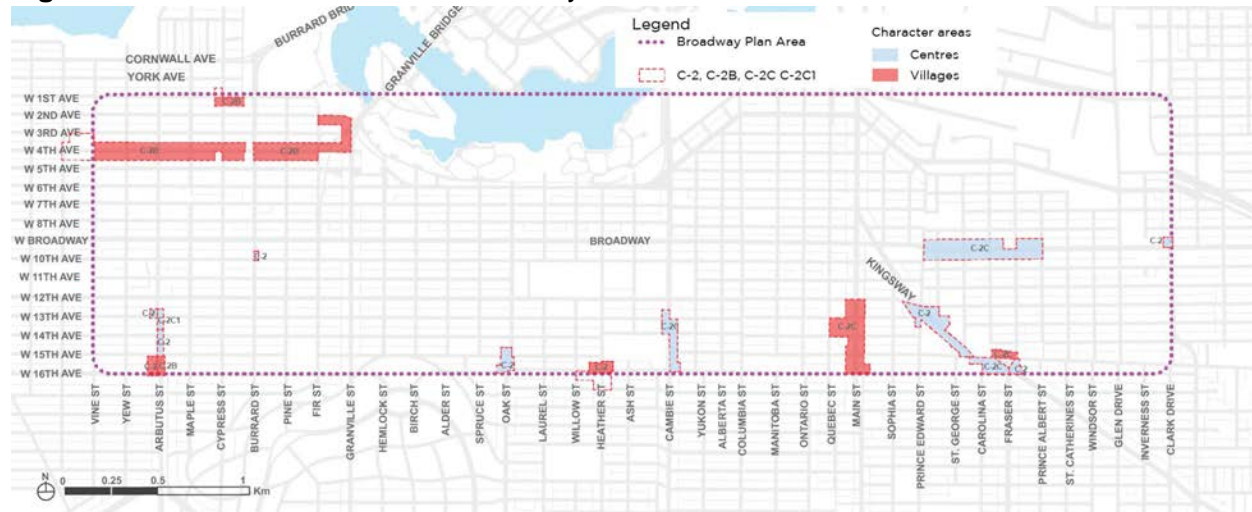


APPENDIX G

Summary of Proposed Amendments to C-2, C-2B, C-2C, and C-2C1 Zoning Districts in the Broadway Plan Area

As part of Broadway Plan implementation, staff will be recommending by-law amendments to the C-2, C-2B, C-2C, and C-2C1 (hereinafter referred to as “C-2”) zoning districts within the Broadway Plan area. These recommendations will be in a separate Q2 2023 report to be considered by Council for referral to public hearing. Figure 1 below shows the areas currently zoned C-2 within the Broadway Plan area.

Figure 1. C-2 Zoned Areas in the Broadway Plan

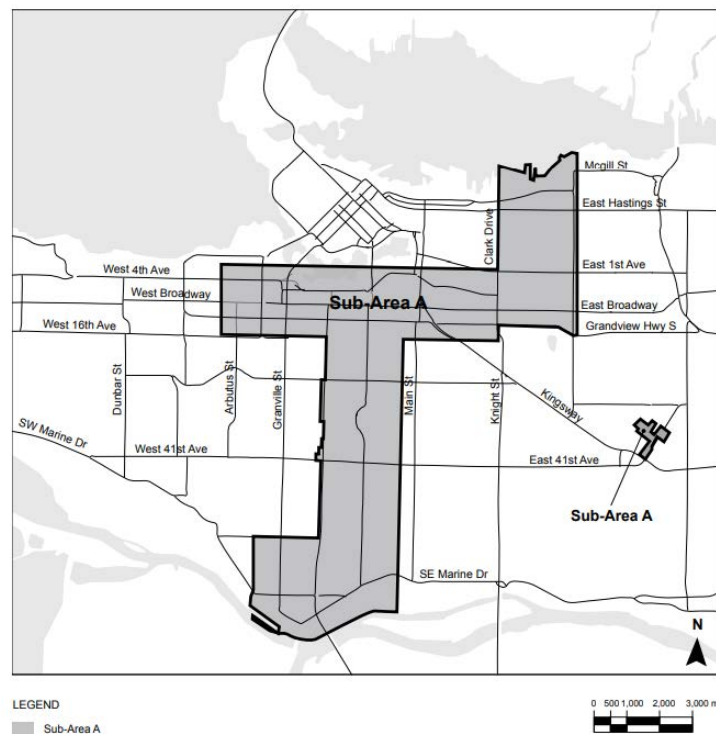


Current C-2 Zoning

C-2 zoning districts are found throughout the city, often along key commercial shopping streets and arterials, including within the Broadway Plan area.

Figure 2. C-2 zoning districts citywide

In 2021, a new allowance for six-storey mixed-used residential rental tenure buildings was added to the C-2 zoning districts. This allowance currently applies only in areas of the city *outside* of Sub-Area A, illustrated on Figure 3 below. The areas within Sub-Area A were excluded from the zoning amendment in 2021, as these areas either had existing community plans, which had different land use directions, or were undergoing an area planning process in the case of the Broadway Plan.

Figure 3. Map of Sub-Area A in C-2 Zoning Districts

Broadway Plan Policy Directions

Following Council adoption of the Broadway Plan, the land use directions for the C-2 areas within Broadway largely reflect the C-2 zoning amendments for mixed-use residential rental tenure buildings, which were passed in 2021 for other areas of the city.

Villages

Within the Villages, the Broadway Plan's land use policies are identical to the C-2 zoning, allowing for both mixed-use residential rental tenure buildings (up to six storeys), as well as other commercial buildings or mixed-use residential buildings (up to four storeys). The zoning changes being proposed would effectively implement the Broadway Plan land use policies for these areas.

See Figure 1 for details on C-2 zoned areas within the Villages.

Centres

The areas of the Centres currently zoned C-2 in the Broadway Plan area have varying land use policies depending on the location. All of these areas allow rezonings for greater heights and densities than what would be enabled under the amended C-2 zoning districts.

Amending the C-2 zoning in these areas would not preclude opportunities for privately-initiated rezoning applications. Staff would still expect a majority of development in these areas to come forward through a rezoning process due to the significant increases in height and density that are allowed under the Broadway Plan.

Despite this, staff see merit in amending the C-2 zoning in the Centres in addition to the Villages, as this would further standardize zoning allowances, reduce regulatory complexity, and enable six-storey mixed-use residential rental tenure development where the property owner wishes to pursue that option (e.g. on a smaller site that cannot accommodate a tower).

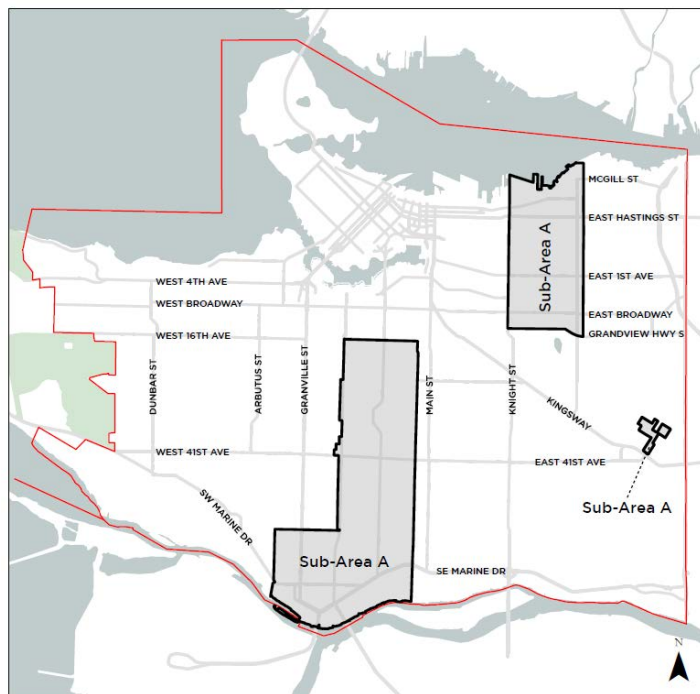
See Figure 1 for details on C-2 zoned areas within the Centres.

Proposed Amendments for the Broadway Plan Area

Staff will bring forward amendments to the C-2 zoning districts to extend the 6-storey mixed-use residential rental tenure allowances to the C-2 zoning districts in the Broadway Plan area for Council's consideration. This change would help achieve the Broadway Plan's land use directions, standardize regulations and development processes across the city, and streamline rental housing development.

The zoning amendments being considered for the Broadway Plan area would be identical allowances and regulations for mixed-use residential rental tenure buildings as those of several other C-2 zoned areas across the city. This would reduce the locations where six storey mixed-use residential rental tenure buildings are *not* permitted from what is shown in Figure 3 above to what is shown in Figure 4 below.

Figure 4. Map of the Amended Sub-Area A in C-2 Zoning Districts to be Considered



Next Steps

Staff will report back in Q2 2023 with proposed by-law amendments to the C-2, C-2B, C-2C, and C-2C1 district schedules for consideration of referral to public hearing to enable mixed-use residential rental buildings up to six-storeys in the Broadway Plan area.

APPENDIX H

Broadway Pace of Change Policy Consultation Summary

Staff met with representatives from the Renter Service Sector and members of the Urban Development Institute and LandlordBC to hear feedback on the draft Pace of Change Policy.

The Renter Sector meeting was made up of representatives from a variety of non-profit and service organizations focused on providing legal advocacy, housing and settlement services, and supports to renters generally as well as specific renter demographic groups such as youth, newcomers and seniors.

- In general there was agreement that moderating the pace of redevelopment and its impacts on renters was important and appropriate given the significant challenges renters face finding affordable and suitable rental housing in Vancouver.
- Participants expressed serious concern that there are too many projects and not enough staff resources available to implement the new tenant protections in the Broadway Plan area and that renters may not be able to access the full supports they are entitled to.
- Participants noted there is a need to proactively reach out to renters to increase knowledge of the new tenant protections and the need for greater legal aid resources so renters can effectively advocate for their rights.

The Urban Development Institute and LandlordBC meeting included members from those respective organizations including developers, real estate appraisers and rental property owners and managers.

- Participants were strongly against the adoption of any form of Pace of Change policy and expressed that it was unfair for applicants to have to wait for their projects to move forward if they met the Broadway Plan requirements.
- Given that the new tenant protections require additional financial compensation for existing renters this was seen as sufficient protection and that the market would be able to address issues of interim relocation without further regulation.
- Participants expressed that projects would progress on different schedules so that the number of tenants displaced at a given time will not be as great as the development pipeline shows and that all new projects that involve redevelopment of existing rental buildings should go forward as new rental supply is urgently needed.