

From: ["Mochrie, Paul" <Paul.Mochrie@vancouver.ca>](mailto:Paul.Mochrie@vancouver.ca)

To: ["Direct to Mayor and Council - DL"](#)

Date: 1/12/2022 5:04:55 PM

Subject: [Broadway Plan - Responses to Cllr Questions](#)

Attachments: [Memo to Mayor & Council - Broadway Plan - Responses to Cllr questions.pdf](#)

Dear Mayor and Council,

Please see the attached memo which addresses a number of questions related to the Broadway Plan, further to Staff's November 10, 2021 memo on this topic. The memo includes:

- A response to the questions relating to Broadway Plan and follow up questions from our November 10, 2021 memo in this regard
- A summary of related information and analysis relating to the Broadway Plan

If there are any questions, please contact Theresa O'Donnell (Theresa.O'Donnell@vancouver.ca).

Best,
Paul

Paul Mochrie (he/him)
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City of Vancouver
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The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səlilwətał (Tsleil-Waututh) Nations.

MEMORANDUM

January 12, 2022

TO: Mayor and Council

CC: Paul Mochrie, City Manager
Karen Levitt, Deputy City Manager
Armin Amrolia, Deputy City Manager
Katrina Leckovic, City Clerk
Lynda Graves, Administration Services Manager, City Manager's Office
Maria Pontikis, Director, Civic Engagement and Communications
Anita Zaenker, Chief of Staff, Mayor's Office
Neil Monckton, Chief of Staff, Mayor's Office
Alvin Singh, Communications Director, Mayor's Office
Lon LaClaire, General Manager, Engineering Services
Matt Shillito, Acting Assistant Director, Special Projects Office
Chris Robertson, Assistant Director, City Wide & Regional Planning
Yardley McNeill, Assistant Director, Rezoning Centre
Dan Garrison, Assistant Director, Housing Policy & Regulation

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

SUBJECT: Broadway Plan – Responses to Councillors' Questions

RTS #: N/A

This memo provides responses to further questions received from Councillors following staff's memo to Mayor and Council titled "Questions relating to Broadway Plan and rezoning applications" (dated November 10th, 2021).

1. **I note from the second page of your memorandum that staff used a development capacity model to estimate development that could be potentially accommodated in the Broadway Plan area over the next 30 years, based on eventual land use policy and potential development sites in the plan area.**
 - a. ***What software, data and accepted techniques did Planning used to create these models?***

Staff used ArcGIS software for spatial analysis and Microsoft Excel for numerical analysis. Data that was inputted into the model included a combination of the City's property parcel data, BC Assessment data, and Statistics Canada Census data.

The process and techniques used in creating the model were set out in the memo titled "Questions relating to Broadway Plan and rezoning applications" sent to Mayor and Council on November 10th, 2021. For ease of reference that response is repeated below:

Based on 2016 Census data, the Broadway Plan area currently has approximately 50,000 households, 78,000 residents, and 84,000 jobs. With the Broadway Plan Refined Directions being proposed, staff anticipate that capacity could be created to accommodate an additional 24,000-30,000 homes, 40,000-50,000 residents, and 33,000-42,000 jobs over the next 30 years.

The potential ranges of new housing, population and jobs capacity for the Broadway Plan Refined Directions are 30-year estimates based on a development capacity model for the plan area. The Vancouver Plan process is exploring a similar model on a City-wide basis. These potential capacity ranges are not growth projections/forecasts, but rather an estimate of development that could potentially be accommodated in the Broadway Plan area over the next 30 years, based on the emerging land use policy and potential development sites in the plan area.

It is important to note that these capacity estimates are preliminary and will continue to be updated as the land use policy for the Broadway Plan is further refined in subsequent phases of work. Staff will be sharing this information when the Draft Broadway Plan is presented, after further refinement and analysis is completed following this current phase of work.

The key steps in the process to prepare the capacity estimates were as follows:

1. Identify potential development sites:

Potential development sites were identified throughout the plan area, with criteria developed with a 30-year time horizon for the plan. The consideration of potential development sites included factors like age, density of the existing building relative to zoning and policy allowances, heritage status, and physical lot constraints. While some of the potential development sites identified were parties who have expressed interest to the City, the majority have not reached out or expressed development interest to the City.

2. Apply Refined Directions land use policies:

The next step was to apply built form and uses (and tenures for residential space) to the potential development sites, based on the Broadway Plan Refined Directions for land use. In some areas of the plan, the land use policy being considered is for a choice of different uses. To address this, assumptions were made about the mix of building uses.

3. *Apply development uptake assumptions:*

The next step was to make assumptions on how much development uptake would be realized in different areas over the course of the 30-year plan. It is important to note that development uptake only applies to the potential development sites identified in previous steps of this analysis and no change was assumed for properties that were not determined to have development potential.

Different assumptions were used in different areas, based on the proposed land use policy, as well as general levels of development interest staff have received. Broadway is unique to other area plans in the city given the scale of change being proposed and the new Broadway Subway investment, so using historic rates of development in the area was not a major factor in the analysis. The assumptions around development uptake are for a relatively high growth scenario. This scenario was applied to ensure that the City is not underestimating the potential infrastructure and amenity needs for the area.

The actual realized growth rates will depend on a number of factors outside the scope of the Broadway Plan, including development industry capacity/interest, population and migration trends in the region, the desirability of living and working in Broadway, the regional economy, and allowances for growth (or lack thereof) in other areas of the city or neighbouring municipalities that impact demand in the Broadway Plan area. Population growth and housing and job space need are being assessed at the city-wide and regional level.

4. *Calculate estimated housing, population and jobs capacity:*

From the proposed land use policy and uptake assumptions, the amount of net new floor area (accounting for existing buildings being replaced) for residential space and non-residential space (job space) was calculated.

For residential space, the estimated capacity for new homes was calculated by anticipated housing tenure (strata condominium, market rental, social housing, etc.). Average household sizes based on Census data were applied to the estimated number of new homes and unit mixes to determine the estimated population capacity.

From the estimated amount of new job space by type (office, industrial, retail-commercial, etc.), the estimated capacity for new jobs was calculated using the average floor space per worker by job space type based on the Hemson Consulting analysis prepared for the Employment Lands and Economy Review, updated in 2020 to account for COVID-19 related trends.

2. Your comments state that a number of assumptions were required to be made in preparing preliminary capacity estimates.

- a. Please provide a complete listing of the assumptions that were made.**

To determine potential development sites in the Broadway Plan area, for the purposes of the capacity model, staff applied a series of “filters” to the existing land base. This filtering process consisted of removing any properties that meet the following criteria:

- Heritage designated (A, B, or C designation)
- Parks and civic facilities
- Strata residential properties with 10 or more units
- Existing towers (primarily in RM and C-3A zoning districts)
- In certain zones which enable significant density (e.g. C-3A, C-2, I-1, and IC-1 zoning districts), properties that are currently built to near the allowable floor space ratio under zoning
- Buildings constructed after 1999
- Properties that would not be able to meet minimum site frontage or depth criteria, even when accounting for potential lot consolidation

For the list of potential development sites, staff also included any additional sites where landowners have expressed informal development interest to the City.

Having identified the potential development sites within the Plan area, staff applied proposed land uses and densities to them based on the Broadway Plan Refined Directions. The uses and densities vary widely depending on the geographic area, given the unique nature of the land use policy directions for different locations. In some areas of the plan, the land use policy being considered is for a choice of different uses. To address this, assumptions were made about the mix of building uses to provide an approximation of future development.

b. Do the assumptions include inputs such as assumed FSR ratios across the plan area?

Yes, assumptions for floor space ratios were used as inputs for the preliminary capacity estimates. The floor space ratio assumptions were based on ranges that vary depending on the specific sub-area or property context. The floor space ratio assumptions will be refined as the land use policy is further developed towards the Draft Plan stage.

3. You also state that when assessing potential development, that some owners of these sites have expressed interest to the City, but the MAJORITY have not reached out.

a. Has the City asked them?

The City has not contacted the owners of sites that were assessed to have development potential. Instead, as outlined in the response to Question 2.a., a filtering process based on property attributes was employed to identify potential development sites. The identification of potential development sites is not intended to predict exact locations for all future development, but rather to provide an estimate of the overall scale and quantity of land with development potential within the Plan area. Actual properties that may redevelop over the 30-year life of the Plan (pending Council adoption) could vary from staff's analysis.

4. Given that staff appears to be able to estimate what the potential development capacity of the plan area is (based on a set of assumptions),

staff should by extension be able to determine what the existing zoned capacity is for the Broadway Plan area.

- a. Please provide an analysis of the existing zoned capacity.**
- b. If this analysis is not possible, please explain why it isn't possible.**

At this time, staff do not have an estimate of the existing zoned capacity for the Broadway Plan area. Both on a city-wide basis and for the Broadway Plan area, there are numerous limitations inherent in estimating zoned capacity.

The primary challenges to calculating zoned capacity are the complex nature of Vancouver's established zoning framework, the frequency with which zoning changes are made, and the lack of accessible data. Most zoning districts rely on discretionary authority granted upon the demonstration of contextual fit and neighbourliness, vetted through a rigorous multidisciplinary review process often involving the City's advisory panels.

These limitations were not relevant to development capacity estimates for the Broadway Plan, because new land use allowances outside of the current zoning are being contemplated throughout the Plan area. These new allowances being considered are not dependent on the existing zoning, removing the density allowance uncertainty inherent to discretionary zoning districts.

5. You state in item 3 of the Question 1 response that “the assumptions around development uptake are for a relatively high growth scenario”.

- a. What is the current growth rate in the area?**

Information on growth rates for the Plan area between 2001-2016 was obtained from Census data. Please note that the City does not possess Census data for the Broadway Plan area at the same level of detail for the period prior to 2001, and that detailed 2021 Census data is not yet available.

From 2001-2016, growth rates in the Broadway Plan area were as follows:

	2001	2016	Growth	Total percentage increase	Average annual percentage increase
Population	64,670	78,065	13,395	20.7%	1.4%
Households*	41,735	50,470	8,735	20.9%	1.4%
Jobs**	62,800	74,485	11,685	18.6%	1.2%

Notes (applicable to responses to questions 5.a., 5.b., and 5.c.):

** Information on growth for the precise boundaries of the Broadway Plan is limited, as the study area does not align with Census boundaries. For this reason, a slightly larger geography has been used for analysis of households for the Broadway Plan (please refer to pg. 18 of the Broadway Plan Area Profile for more information on the geographic boundaries used for Census analysis).*

***Jobs information does not include workers with no fixed workplace, but fall within the Broadway Plan area*

b. What does the model assume growth rates will become, and over what time frame?

The development capacity estimate is for a 30 year period, aligned with the Plan's time horizon. The capacity estimate is expressed as a range up to what staff consider to be the realistic maximum that could potentially be developed in the Broadway Plan area over the next 30 years, based on the emerging land use policy. This would lead to the following growth rates:

	Current (as per 2016 Census)	2052	Growth range	Total percentage increase	Average annual percentage increase (over 30 years)
Population	78,065	118,065 - 128,065	40,000 - 50,000	51.2 - 64.0%	1.7 - 2.1%
Households*	50,470	74,470 - 80,470	24,000 - 30,000	47.6 - 59.4%	1.6 - 2.0%
Jobs**	74,485	107,485 - 116-485	33,000 - 42,000	44.3 – 56.4%	1.5 - 1.9%

Please note that the actual realized growth rates will be dependent on a number of external variables, including development industry capacity/interest, population and migration trends in the region, the desirability of living and working in Broadway, the regional economy, and allowances for growth in other areas of the city or neighbouring municipalities.

c. How does the population growth (based on the capacity generated by the model) compare with the actual long term growth rate of the Broadway Plan area (based on census data)?

The table below provides a comparison of the 2001-2016 growth rates based on census data and the growth rates based on the development capacity estimate for the Broadway Plan:

	2001-2016 average annual growth rate	Broadway Plan average annual growth rate	Difference
Population	1.4%	1.7 - 2.1%	0.3 - 0.7%
Households*	1.4%	1.6 - 2.0%	0.2 - 0.6%
Jobs**	1.2%	1.5 - 1.9%	0.3 - 0.7%

d. Did you develop models for moderate and low growth scenarios? If not, why not?

Staff have not prepared low or moderate development capacity estimates for the following reasons:

- The capacity estimate is directly tied to the proposed land use policies within the Broadway Plan Refined Directions, which do not contemplate multiple different policy scenarios.
- The capacity estimate is intended to express a range up to the maximum realistic potential capacity for the area, so that adequate infrastructure and amenities are planned for to support growth.

- 6. Your response outlines a detailed process for determining the “maximum” capacity of the Broadway area. It seems likely that this process was used for the lots along Broadway and perhaps the major cross streets.**
- a. Was it used in the residential areas?**

The development capacity estimate applies to the entirety of the Broadway Plan area, including the residential areas.

- b. If not, why not and when will that be done?**

Not applicable.

- 7. Before Council and in community consultations, residents have consistently expressed concerns about excessive building height along Broadway and in their neighbourhoods. These are also reflected in the “What we heard” section of the Broadway Plan.**
- a. Why hasn’t Planning adjusted the Broadway Plan to reflect a non-high-rise option, as desired by residents?**

The Broadway Plan Refined Directions for land use and built form, including the proposed building heights, have been developed and shaped based on a number of key considerations.

Through engagement, staff have certainly heard concerns from some residents about building heights, but staff have also heard significant support for taller buildings from many citizens (including residents of the Plan area) participating in the planning process, particularly given the new Broadway Subway, Central Broadway’s proximity to jobs, services and amenities, and the strong desire to live and work in the area.

In accordance with the Council-approved Guiding Principles, key objectives for the Broadway Plan include enabling new rental/affordable housing and job space close to rapid transit. Based on economic testing, it is evident that significant building heights and densities are needed to help deliver on these objectives. It is important to note that a primarily low- or mid-rise option would result in only strata ownership development in most locations, as existing zoning and policy typically allows today. Rental/affordable housing and job space would not be financially viable at low or mid-rise heights and densities where strata ownership is the highest and best use.

The Refined Directions include a variety of different building heights across the Plan area, including several places where high-rise buildings are not being contemplated. The

tallest buildings are being proposed in strategic locations, near rapid transit stations, near commercial nodes and amenities, on wider streets, in areas with minimal displacement of existing renters, etc.

Areas where high-rise buildings are not being contemplated include the Villages, the majority of the RS/RT areas, and the Industrial/Employment Areas. Staff are also exploring additional low- and mid-rise forms in the Residential Areas, to enable a mix of building scales and development options suitable for smaller sites.

8. **I acknowledge your comment that the City lacks a formal policy regarding shadow studies. Such a significant development Plan suggests this would be very important information for both the affected/surrounding neighborhood's and for developers.**
 - a. **Why hasn't Planning developed a robust shadow study policy so that Council and residents know all projects are being presented and assessed on a consistent, defensible and transparent basis?**

At the Draft Plan stage of the Broadway Plan process, staff will present built form guidelines for solar access/shadowing on key public spaces, such as parks. These guidelines will be shaped by ongoing technical work, as well as community feedback on the Built Form Principles shared during the Refined Directions phase of engagement. They will provide a clear and consistent understanding of solar access requirements for new development close to parks and open spaces.

- b. **All buildings on West Broadway, from roughly Burrard to Cambie, are on the crest of a steep hill, which Council has heard can add as much as 20 storeys to the effective height of a building and quite significantly extends the shadow area, particularly in the winter months. This fact underpins the wisdom behind the current C-3A zoning, which protects Fairview Slopes, False Creek South and Burrard Slopes from excessive shadowing. Since the proponents have not provided winter shadow studies, what will the shadowing impacts of these buildings be on these neighbourhoods? Has staff analyzed these winter shadowing impacts? How has staff adjusted its plans to mitigate these impacts at major intersections?**

The built form guidelines for the Broadway Plan will take factors like topography and shadowing into account. Further technical work and analysis of built form is currently underway, and the guidelines will be shared at the Draft Plan stage. Shadow studies for specific development proposals would be prepared at the rezoning and/or development permit application stage.

9. **The response outlines the CoV's process to use DCE's to claw back some of the land lift value that occurs as a result in changes in area zoning and spot zoning. While this provides more revenue to the City, it does nothing to reduce or keep down the cost of housing for our residents.**
 - a. **What will Planning do to ensure that the increase in land value and resulting contributions are used to reduce the cost of housing in Vancouver?**

Housing costs and land values are rising everywhere in the city. Typical assessed values of single-family residential properties in Vancouver increased by 10% between 2019 and 2020, including properties outside of community plan areas like Broadway.

The specific emphasis in the Broadway Plan, in accordance with the Council-approved Guiding Principles, is to focus new development opportunities on affordable housing options, i.e. rental (market and below-market) and non-market (supportive, social and cooperative). These housing types are affordable to a much broader range of incomes than new ownership housing ([Board #72 of the Refined Directions](#) illustrates at a high level housing options linked to incomes). Economic testing confirms that 100% rental and non-market housing developments result in a much lower land 'lift' (or in the case of non-market housing, negligible lift) relative to ownership forms.

The Broadway Plan Refined Directions propose a number of measures to provide affordable housing options for residents, including:

- Utilizing the City's inclusionary zoning tool to deliver turn-key social housing units to be owned by the City and operated by a non-profit that will provide housing for low income residents. This tool is particularly effective in areas with high land values as it leverages the land 'lift' generated from rezoning for condominium development to fund new social housing units in desirable locations.
- Introducing a new below-market rental housing option to be delivered by the private sector where a building is required to be 100% market rental, with 20% of the floor area secured at a 20% discount to city wide average rents. These below market units would be affordable to incomes roughly between \$40k/year and \$85k/year (assuming a household pays no more than 30% of gross income on rent).
- Recognizing there is still demand for ownership housing options and that condominiums, while out of reach to low and many moderate income households, still provide a much more affordable ownership option than single family housing, the Refined Directions propose new condominium opportunities alongside the delivery of community amenities to support existing and new residents. Condominium developments will be required to provide either in-kind (e.g. social housing) and/or cash amenity contributions which can be used to fund amenities needed to support a growing population (e.g. childcare facilities). The amount of the amenity contribution will be calibrated to recapture the majority of any land value increase resulting from additional development rights enabled by the Broadway Plan.

b. What does Planning propose to do for the residents of existing rental buildings that will be replaced given the subsequent increase in land values, rents and gentrification?

The Refined Directions propose a number of strengthened tenant protections in order to provide existing renters with the choice to remain in their neighbourhoods at rents they can afford. These include:

- The right for tenants impacted by redevelopment to return to the new building at rates comparable or lower than their previous rent.
- Temporary rent top-ups for tenants impacted by redevelopment during the period when they are in alternate accommodation while the new building is constructed.

Protections proposed to be carried forward from the City's existing Tenant Relocation and Protection Policy include:

- Financial compensation, moving expenses and assistance finding alternate accommodation, taking into account tenant preferences.
- Eligibility for both tenants living in primary rental (e.g. rental apartments) and secondary rental that are part of a land assembly (e.g. basement suites, rented houses).

There are also city- and region- wide challenges for renters associated with limited rental supply and low rental vacancy rates, which have contributed to rising rents and the incentive for private landlords to evict long-term tenants. In addition to efforts to expand the stock of rental housing through City tools, staff are also looking to tackle these issues through advocacy and partnerships with senior government and the community housing sector. These broader advocacy and partnership initiatives include:

- Advocacy to the Province around preventing illegal and unnecessary renovations, which resulted in Provincial legislation to better protect against renovations by placing the burden of proof that a renovation must take place on the landlord rather than the tenant. Staff will continue to advocate and partner with the Province to learn more about the implementation of this change so that renter supports and monitoring/enforcement are funded adequately.
- Supporting calls from the Non-Profit Housing Sector for a Federal acquisition fund for non-profit purchase of older rental buildings in order to increase the potential to maintain existing below-market rents.
- Partnering with LandlordBC and the Provincial Government on a pilot program to fund major building systems and energy retrofits in existing rental buildings without displacing tenants.

10. Could staff define affordable whenever they use that word? Affordable for people making \$80K? \$50K. Because it is assumed that rental is affordable, I'm afraid a lot of folks think that they could afford the new private market rental that's being built even though you probably need at least \$75K a year to "afford" a one bedroom.

Staff have provided information on the various levels of affordability through the Broadway Plan engagement activities. [Board #72 attached to this link](#) provides more detail and context around the various types of housing being considered through the Plan and the associated incomes they are affordable to, assuming households spend no more than 30% of their income on housing.

11. Will towers really be affordable since they have to be concrete, have elevators etc? and if they are privately owned, provide a profit?

As part of the Plan process, staff are conducting economic testing using a third party consultant to determine what densities are required to support various affordability scenarios in the Broadway area. This includes assumptions around the different costs associated with wood frame vs. concrete construction as part of understanding what is required to achieve affordability objectives (for example, if a building were required to

secure a portion of new units at below-market rental rates, or to provide inclusionary social housing).

Concrete towers can be affordable as the City can require a prescribed amount of affordability in the project, depending on the level of density and/or other incentives the City enables through policy. An example of this is the below-market rental option proposed through the Refined Directions which requires 20% of a new rental building to be at below-market rents. Taller concrete rental towers can provide more affordable options than ownership housing and, with a below-market component, deeper affordability than new market rental.

12. If we are planning for 50K new residents shouldn't we have plans for schools, parks and community centres and how they will be paid for?

The Broadway Plan will include a comprehensive Public Benefits Strategy (PBS), which will examine the needs for all City-provided amenities and infrastructure within the Plan area. The PBS process follows a series of steps:

- Assessing existing and future local need within the city-wide context
- Identifying the amenities and infrastructure required to help address needs
- Estimating costs of amenities and infrastructure and potential revenue sources
- Prioritizing investments based on timing and funding capacity

Delivery of the PBS will require multiple different funding sources, including development contributions (e.g. Development Cost Levies, Community Amenity Contributions, etc.), City contributions (property taxes, utility fees, and user fees), and partner contributions such as those from senior levels of government.

With the Refined Directions phase of engagement, the public was asked to provide input on amenity and infrastructure priorities for various areas with the Plan boundaries. The PBS process is ongoing, with further details to be provided at the Draft Plan stage. The PBS will be presented to Council for consideration with the Plan in May 2022, and will include a funding strategy for the delivery of amenities and infrastructure over the life of the Plan.

School provision being addressed as a unique category within the context of the PBS. The City is working closely with VSB and has shared information on the scale of growth expected in the Broadway Plan. The Broadway Plan directions will help inform VSB requests for capital funding from the Province. Currently, the VSB has received or requested capital funding from the Ministry of Education for several schools within or near the Broadway Plan area, which will help add capacity to meet the demands of future growth.

13. What specific plans are there to protect affordability in existing rental housing in the corridor?

Rental rates in market housing are governed by the Provincial RTA and the annual allowable rental rate increase as defined in that legislation. For the majority of the COVID-19 pandemic, the annual allowable rent increase has been frozen by the

Province, however it has been announced that there will be an allowed increase of 1.5% for 2022.

Staff are aware that there are continuing challenges for renters in market rental housing around issues such as illegal renovations that erode affordability by ending long-term tenancies. Staff have been advocating to the Province to close loopholes in the RTA in order to prevent illegal renovations from occurring. Recent success was seen in Provincial Amendments to the RTA to better protect against renovations by placing the burden of proof that a renovation must take place on the landlord rather than the tenant. Staff will continue to advocate and partner with the Province to learn more about the implementation of this change so that renter supports and monitoring/enforcement are funded adequately.

In addition, staff are reaching out to the Non-Profit Housing Sector to identify ways in which the City can support their calls for a Federal acquisition fund for non-profit purchase of older rental buildings in order to increase the opportunity to maintain existing below-market rents.

Overall, through the Broadway Plan process staff are taking an anti-displacement approach and focusing near-term change and intensification to provide new rental homes to alleviate low vacancy rates in areas with the lowest amount of existing renters and affordable rental homes.

14. What can we do to promote non profit and co-op housing in the corridor?

The Broadway Plan Refined Directions propose the provision of additional height and density for non-profit and co-op housing sites in order to support their renewal and expansions plans. This aligns with current senior government programs which provide funding to assist non-profits and co-ops to bring their buildings up to current livability and energy efficiency standards, as well as grow the number of affordable units for future residents.

The Refined Directions also propose using the City's inclusionary zoning powers to require turn-key social housing units to be provided in new developments in various areas across the Plan, including in off-arterial locations close to both rapid transit and parks and open space.

15. Where does the 50,000 increase in population come from? This is the most crucial number in the plan because all elements derive from it. It is essential for the next 30 years to be based on a number that can be justified.

Please refer to the response to question #1 in this memo.

16. How much of these are expected to be accommodated in social housing.

Based on the Refined Directions policies, approximately 10% of residential development in the Broadway Plan area is expected to be non-market housing (e.g. social or co-op housing). Non-market housing will follow a variety of delivery streams, including in-kind social housing delivered to the City as part of private development, non-market housing

projects delivered by non-profit organizations, and City or senior government led non-market housing projects.

17. For every social housing unit provided there will be four non-social housing units available. Is it reasonable to expect all of these to be bought or rented as market housing?

Staff interpret this question to relate to development projects which include 20% of the residential floor area as in-kind social housing as an amenity contribution. In these cases, it is assumed that the remaining 80% of the residential floor area would be market strata housing. The market strata units would be bought as market housing, and some may be rented out by the owners on the secondary rental market.

Staff believe it is reasonable to expect that 80% of the residential floor area in these developments to be market ownership housing. This “inclusionary social housing” model is not uncommon for the City of Vancouver and has been successful in other areas of the city. Note that take-up of all redevelopment options enabled through the Broadway Plan will depend on the market conditions of the day, which will fluctuate over the thirty year time horizon of the plan.

18. Will the Yaletown catastrophe of no schools be repeated? How can a plan that ignores completely reference to schools be considered complete?

Please refer to the response to question #11 of this memo.

19. How much space for public parks and community centres is required, and where will this space be located? How can a plan that ignores any robust analysis of these services be considered complete?

Please refer to the response to question #11 of this memo.

20. How will parking be managed - 50,000 more people with no more parking? Public transportation will not provide the full answer, particularly for destinations outside the area. For public transport to be used, each end of a trip must be convenient. This is obviously not the case with suburban services.

With the Broadway Plan, for new development staff are exploring removing minimum vehicle parking requirements (except for accessible and visitor parking) and introducing maximum parking limits that are comparable to the downtown. Additionally, should parking minimums be eliminated, each development will require a Transportation Demand Management (TDM) Plan. TDM Plans consist of a set of strategies that encourage sustainable transportation choices by making walking, rolling, cycling, and transit more affordable and convenient. This direction is aligned with the City’s Climate Emergency Action Plan, approved by Council in 2020.

Eliminating minimum parking requirements will not result in no additional parking being provided. It will allow for greater choice so that parking supply is more likely to be matched with demand. Even with reduced vehicle parking requirements for new developments, staff still expect that many new buildings will choose to include some off-

street parking to meet their needs. This is consistent with observed applications in the downtown, where there are no minimum parking requirements.

Staff are also planning to pilot District Parking in buildings close to transit stations and greenways. District Parking facilities are parking structures that are used by others in the area, rather than limited to users of the building in which they are located. District Parking allows parking spaces to be used more efficiently over the course of the day by multiple users, rather than remaining empty for a significant portion of the day.

- 21. The plan talks about maintaining and enhancing the character of neighbourhoods. However, elements of the plan make this impossible. For example Fairview Slopes is only two streets wide with the current housing stock limited to three storeys. The plan mandates regular replacement may extend to 6 stories. Replacement that incorporates 20% social housing may extend to 15 stories. How will the number of skyscrapers be limited to avoid completely ruining the character of the neighbourhood.**

With the proposed land use policy, staff expect that a variety of building types will be accommodated within each neighbourhood, with a mix of both older existing buildings, as well as new taller buildings added over time.

At the Refined Directions stage, built form principles were shared as a topic for public input. One of the draft principles is “complementary development”, which specifies that building siting, orientation, external design, internal layout and landscaping will help ensure new taller, denser buildings complement the existing neighbourhood fabric. More details on the built form principles can be found on [boards 32-33 of the Refined Directions engagement materials](#). The built form principles will inform more detailed built form guidelines being prepared for the Draft Plan stage.

- 22. If the DCE is \$340/sq ft and we get 25,000 new residential units, does that mean we get \$8B or so in revenue?**

The DCE Policy was set in 2018 with the goal of curbing land value speculation in the Broadway Plan area while the planning process is underway. The DCE Policy is intended to be reviewed upon completion of the Broadway Plan and transferred into the City’s Community Amenity Contributions Policy for Rezoning. This means that the actual development contributions achieved will be based on the policy that is ultimately approved by Council, rather than the current DCE Policy.

It is important to note that the DCE target rates were set for market strata residential development, not for other types of housing such as rental. These target rates for strata development range between \$330-425 per square foot on any incremental density above existing zoning allowances.

The Refined Directions for the Broadway Plan represent a significant shift toward rental housing (both market and below-market). While strata condos are anticipated to comprise a portion of overall residential development, and would have the ability to provide development contributions, we expect substantially fewer than 25,000 strata units. Additionally, development contribution (e.g. CAC) rates may vary from the DCE rates, dependent on the Final Plan policy. While economic testing is ongoing, staff

expect that the revenue the City receives from development contributions will be very considerably less than \$8 billion over the 30-year plan.

23. Or how much do you estimate we'll get?

Based on the emerging land use policy and ongoing economic testing, Staff are developing estimates of the revenues that could be generated from development contributions. At the Draft Plan stage in March 2022, staff expect to be able to provide approximate revenue estimates over the 30 year life of the Plan.

24. Could we use that to buy land in the Broadway corridor for co-ops and non market housing?

Development contributions received can be used to purchase land in the Broadway Plan area. In turn, this land can be used for co-op and non-market housing, and this is something that will be considered as part of the Public Benefits Strategy for the Broadway Plan. The high cost of land in the Broadway Plan area presents a challenge for land acquisition, and may limit opportunities to strategic acquisitions (e.g. purchasing a site adjacent to an existing City property in order to increase the development potential). The Public Benefits Strategy will also consider other ways to deliver non-market housing in high value areas, such as inclusionary zoning.

25. Has the DCE in the Broadway corridor quelled speculation or is it still occurring?

Since adoption of the DCE Policy in 2018, the Real Estate Services and Financing Growth team have been monitoring land sales in the Broadway corridor to assess the impact of the DCE.

Data is somewhat limited and the analysis requires an update; however, the results of the monitoring (with latest results to January 2020) indicate that commercial land values have been performing similarly to other parts of the city, which suggests that the DCE Policy has been effective in tempering land speculation in Broadway.

Before the DCE was introduced in June 2018, land sale prices in the Broadway corridor were exceeding other commercial zones across the city, particularly in 2016 and 2017. After the DCE was introduced, land sale prices in the Broadway corridor began to trend downwards and follow much more closely with other commercial land sales across the city.

Staff will continue to monitor land sales within commercial zones on an annual basis to measure the impact of the Broadway DCE.

26. What would happen if we increased the current DCE?

With the introduction of the DCE Policy in 2018, the rates for market strata development were set intentionally high to help dampen land speculation during the planning process. The DCE Policy is intended to be reviewed upon completion of the Broadway Plan and transferred into the City's Community Amenity Contributions Policy for Rezoning. Following completion of the Broadway Plan and as development proceeds, staff will continue to monitor CAC potential for development projects and recommend

adjustments to the CAC Policy as necessary based on changing development conditions.

I trust this memo provides a fulsome response to the questions provided by Council. Should you have any questions, please do not hesitate to contact me directly.

A handwritten signature in black ink that reads "Theresa O'Donnell". The signature is written in a cursive, flowing style.

Theresa O'Donnell
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