

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

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

Date: 5/6/2022 4:47:06 PM

Subject: [Broadway Plan and 1477 West Broadway Issues Report and Rezoning Application: Clarity on Timelines and Sequencing](#)

Attachments: [Memo to Mayor & Council - Broadway Plan and 1477 West Broadway Issues Report and Rezoning Application - Clarity on Timelines and Sequencing.pdf](#)

Dear Mayor and Council,

Please see the attached memo from Theresa O'Donnell, with an update on the Broadway Plan program and highlights the next steps in the process leading up to the presentation of the Draft Plan for Council's consideration in May. The memo also addresses the questions from Council which were raised at the Public Hearing relating to the timing of the application for 1477 W Broadway Ave, which was ultimately approved by Council on April 26, 2022, following the Public Hearing. The memo includes:

- Timelines for Broadway Plan from the preparation of the Terms of Reference to date
- Timelines for the development permit, issues report and rezoning application for 1477 W Broadway Ave.

Should you have any questions, please contact Theresa O'Donnell (Theresa.O'Donnell@vancouver.ca).

Best,
Paul

Paul Mochrie (he/him)
City Manager
City of Vancouver
paul.mochrie@vancouver.ca



The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the x^wməθk^wəyəm (Musqueam), Skwxwú7mesh (Squamish), and səlilwətał (Tsleil-Waututh) Nations.

MEMORANDUM

May 6, 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
Yardley McNeill, Assistant Director, Rezoning Centre
Matt Shillito, Acting Assistant Director, Special Projects

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

SUBJECT: Broadway Plan and 1477 West Broadway Issues Report and Rezoning
Application: Clarity on Timelines and Sequencing

RTS #: 14913

Introduction

This Memo provides Mayor and Council with an update on the Broadway Plan program and highlights the next steps in the process leading up to the presentation of the Draft Plan for Council's consideration in May. The memo also addresses the questions from Council which were raised at the Public Hearing relating to the timing of the application for 1477 W Broadway Ave, which was ultimately approved by Council on April 26, 2022, following the Public Hearing.

Broadway Plan: Terms of Reference (June 2018)

In June 2018 Council directed staff to initiate the Broadway Plan process by approving the *Broadway Planning Program Terms of Reference*. It was intended to be a two-year planning program over four phases to create a comprehensive land use policy plan, which would be in place prior to major construction starting on the Broadway Subway Project, and guide new development (prioritizing rental/affordable housing and job space), public realm and streetscape improvements, and community amenities in the Plan area. To curb land speculation during the planning phase, Council also adopted the *Policy on Consideration of Rezoning Applications and*

Heritage Revitalization Agreements during Broadway Planning Process (“Broadway Interim Rezoning Policy”).

Broadway Plan: Phase 1 Launch (March to October 2019)

Phase 1 of the Broadway Plan process launched in March 2019 with an extensive range of public and stakeholder engagement activities. Input received through this engagement helped shape a set of Guiding Principles for the Plan. Phase 1 concluded in October 2019 with Council’s adoption of the Broadway Plan Guiding Principles.

PCI Developments – Development Permit Application (October 2019)

In August 2019 PCI Developments submitted a Development Permit Application for 1477 West Broadway under the existing C-3A zoning for a 5-storey commercial building with retail and office, as well as full integration of the South Granville Broadway Subway Station. At the time staff advised PCI that any rezoning proposal for a second phase of development would be considered following Council approval of the Broadway Plan anticipated in late 2020 or early 2021.

Broadway Plan: Phase 2 Emerging Directions (October 2019 to March 2020)

Phase 2 Emerging Directions was intended to conclude in March 2020. Staff were targeting April 2020 for broad public engagement on the Emerging Directions (early high level policy directions and areas for growth and change), including extensive in-person engagement. Due to the onset of the COVID-19 pandemic in March 2020, staff cancelled the planned Emerging Directions public engagement, and Phase 2 subsequently extended into early 2021.

Broadway Plan: Initial Impacts of COVID-19 Pandemic (March 2020 to February 2021)

Through much of 2021, with the ongoing pandemic, Broadway Plan public engagement was limited as staff pivoted to an online/virtual engagement approach. Given the scale and complexity of the planning program it took the remainder of 2021 to prepare for an entirely online round of extensive and robust public engagement. These impacts resulted in significant delays to the overall timeline for the Broadway Plan process. However, in the meantime, detailed design and preparation for construction of the Broadway Subway Project was generally proceeding on schedule.

Broadway Plan: Emerging Directions Engagement (February/March 2021)

The Broadway Plan Emerging Directions public engagement launched in February 2021 in an entirely online/virtual format with a range of engagement tools and activities. For the area containing the site at 1477 West Broadway (policy area “A” in the Granville/Burrard Slopes sub-area), emerging policy directions included:

- Consider increased height and density for station area mixed-use affordable housing (e.g. secured rental or social housing) or commercial development (e.g. office or hotel).
- Require a minimum job space component (e.g. office above retail) for mixed-use development.
- In the Centres, intensify opportunities for new housing and job space in station areas.
- Support high density housing integrated with job space around new Broadway Subway stations.

In spring 2021, staff were targeting the next major round of public engagement on the Refined Directions for early fall 2021, with the final Plan for Council's consideration by February 2022.

PCI Developments – Rezoning Enquiry for 1477 West Broadway (May/June 2021)

With the continued impacts and delays to the Broadway Plan process due to COVID-19, PCI expressed concerns to staff about the misalignment between timing for submission of a rezoning application following Council approval of the Plan and construction of a second phase of development (subject to Council approval), and the schedule for completing construction of South Granville Station and the Subway opening in late 2025. PCI submitted a confidential Rezoning Enquiry to staff proposing an increase in the permitted height and density for development on the site with a mixed-use tower/podium proposal including additional retail and office space and secured market and below-market rental housing. Staff were aware of the proposed building height, but did not provide PCI with any advice related to potential future build out under the Broadway Plan, which was still under development and subject to Council approval.

Broadway Plan: Phase 3 Developing Refined Directions (April to October 2021)

Concurrently, staff were developing the Refined Directions (more detailed policy directions) for the Plan based on extensive technical work and input from public and stakeholder engagement. For the Broadway and Granville station area, the draft Refined Directions under development proposed building heights of 30 to 40 storeys for mixed-use secured rental housing or commercial development.

These draft directions were informed by a number of considerations, including:

- Plan objectives for integrating new housing (particularly secured market and below-market rental) and job space close to Broadway Subway stations per Council direction from the Terms of Reference and Guiding Principles and other plans and policies.
- Public input supporting high density housing close to rapid transit.
- Built form testing and urban design analysis.
- Extensive economic testing by a third party land economist determining densities of 10-12+ FSR (~30-40+ storeys) were needed for secured market rental with a 20% below market rental component to be financially viable in C-3A zoned areas.
- No displacement of existing renters on potential development sites in the area.
- The Broadway and Granville intersection being one of the city's most significant, high profile intersections outside of the downtown.

Issues Report for 1477 West Broadway (July 2021)

Given the unique circumstances of the 1477 West Broadway site's close integration with the subway station and potential access and circulation challenges to the new station if there was a significant delay in construction between PCI's existing Development Permit and a proposed Rezoning Application submitted after Council approval of the Broadway Plan in early 2022, staff recommended that a Rezoning Application be considered as an exception to the *Broadway Plan Interim Rezoning Policy*. Consideration of a Rezoning Application prior to Council approval of the Plan could, if Council approved the Rezoning Application, expedite construction by at least six months. Staff would not have recommended consideration of a Rezoning Application as an exceptional circumstance if the proposal did not align with existing policy (*Metro Core Jobs and*

Economy Land Use Plan, Housing Vancouver Strategy) or emerging policy (Broadway Plan) in terms of proposed height, density, or uses/housing tenure.

The Issues Report recommendation directing staff to consider a Rezoning Application for 1477 West Broadway was approved by Council in July 2021. At the time staff were targeting the first quarter of 2022 for Council's consideration of the Broadway Plan, so the assumption was that Council would consider the 1477 West Broadway Rezoning Application at Referral and Public Hearing following approval of the Broadway Plan based on typical timelines for a rezoning process.

PCI Developments – Rezoning Application for 1477 West Broadway (August 2021)

PCI submitted a rezoning application for a 39-storey rental project with below market rental units, grocery store, office space and the subway station. Staff conducted the standard rezoning review and scheduled the public hearing when the project review was completed. The approach was standard, in that once the review was complete, the report was drafted and scheduled for referral to a Public Hearing. This resulted in referral in March to an April Public Hearing.

The application review was informed by the Broadway Plan Emerging Directions, in addition to the intent of the enabling policy- Metro Core Jobs and Economy Land Use Plan- that supports additional height and densities for mixed-use proposals that increase the job potential for the area, and most importantly, the opportunity to deliver transit oriented development with a project containing 100% of the residential floor area as rental housing, with 20% at below market rental rates, in conjunction with a subway station. On this basis, staff determined the application was supportable, and proceeded to Council, recommending approval.

Broadway Plan: Phase 3 Refined Directions and Phase 4 Draft Plan Engagement (November 2021 to March 2022)

Given the continued challenges with undertaking robust engagement on a large and complex area plan in an ongoing pandemic, the Broadway Plan Refined Directions public engagement was delayed to November 2021. Engagement was undertaken in a hybrid format with a range of both in-person and online/virtual engagement tools and activities. The Refined Directions proposed building heights of 30 to 40 storeys for station areas, including Broadway and Granville, for high density housing (particularly secured rental) and commercial space in close proximity to shops, services and amenities.

Based on engagement input and additional technical work, staff developed the early Draft Plan in January and February 2022. Given the further delays to the planning program, staff also adjusted the target date for Council's consideration of the Broadway Plan from February/March to May 2022.

Public engagement on the Draft Plan launched in March 2021 again in a hybrid format with both in-person and online/virtual engagement. The early Draft Plan policies for the Broadway and Granville station area proposed building heights up to 40 storeys and densities up to 12.25 FSR of secured market and below-market rental housing or commercial development.

Staff are now finalizing the Broadway Plan for Council's consideration on May 18, 2022.

I trust that this Memo provides a useful update on the Broadway Plan chronology and the timing for the consideration of the rezoning application at 1477 W Broadway Ave. If you have any queries please don't hesitate to contact me.

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

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