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

Date: 5/17/2022 10:41:30 AM

Subject: [Broadway Plan - Responses to Council Inquiries](#)

Attachments: Memo to Mayor & Council - Broadway Plan – Responses to Council's Inquiries.pdf

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Dear Mayor and Council,

Please find enclosed a memo from Theresa O'Donnell relating to the Broadway Plan which is intended to provide further information for Council's consideration of the Plan on May 18, 2022.

- ☐ This Memo provides further information on the tenant relocation and protection policies being proposed as part of the Plan (Section 1)
- ☐ The memo also provides responses to questions staff have received from Council (Section 2).

If you have any questions, please don't hesitate to contact Theresa O'Donnell ([Theresa.O'Donnell@vancouver.ca](mailto:Theresa.O'Donnell@vancouver.ca)) .

Best,  
Paul

**Paul Mochrie** (he/him)  
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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

May 17, 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

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

SUBJECT: Broadway Plan – Responses to Council's Inquiries

RTS #: 14877

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### Introduction

In anticipation of Council's consideration of the Broadway Plan on May 18<sup>th</sup>, staff have prepared this Memo to provide further information on the tenant relocation and protection policies being proposed as part of the Plan (Section 1), as well as responses to questions staff have received from Council (Section 2).

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



Theresa O'Donnell  
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## **Section 1: Broadway Plan Approach to Renter Protections**

### **BACKGROUND AND CONTEXT**

Vancouver is experiencing a crisis in affordability and availability of rental housing. As examined in Vancouver's first [Housing Needs Report](#), a decades-long shortfall in rental and social housing construction in combination with increasing demand for rental housing from a growing and changing population has led to extremely low rental vacancy rates and high rents in the city and across the region. These pressures have contributed to serious housing challenges for existing renters in Vancouver, with disproportionate impacts on equity-seeking groups and households earning low incomes.

The legacy of past senior government policy and planning decisions has resulted in limited new rental and social housing construction in recent decades. A core goal of the Broadway Plan is to increase the supply of housing options in the plan area, including purpose-built rental and non-market housing, following a transit-oriented development approach that leverages the approximately \$3 billion senior government investment in the Broadway Subway extension of the Millennium Line. Locating rental and non-market housing within a walking distance to transit is a core principle of the [Metro 2050](#) regional growth strategy, and is a proven urban growth strategy that prioritizes connecting residents to employment, school, and local amenities.

The Broadway Plan also prioritizes equity for existing renters, who make up 60% of households in the Plan area and 20% of all renter households in Vancouver. Almost all of the existing purpose-built rental apartments in the Broadway Plan area were constructed prior to 1980 and now provide much of Vancouver's "naturally occurring" affordable rental homes by virtue of their age. While many continue to be in good condition, some are reaching their end of life or require major safety, structural, and energy-efficient upgrades.

### **HOUSING NEEDS REPORT REQUIREMENTS**

In response to increasing concerns about housing costs and their impacts on residents across British Columbia, the BC Provincial government introduced a new Housing Needs Report requirement for all BC municipalities effective in 2019. At least once every 5 years, municipal Councils must receive a report including data and analysis on current and anticipated housing needs. According to the legislation, Council must consider the most recent housing needs report, and the housing information on which the report is based, when developing a development plan, or when amending a development plan in relation to housing policies of the Council respecting affordable housing, rental housing and special needs housing.

On April 27, 2022, Council resolved at a public meeting to receive the Housing Needs Reports that had been prepared by staff. The document is [posted on the City's website](#), and includes data and analysis from the most recent 2016 Census on the housing situation of Vancouver residents and a preliminary accounting of current and future housing need.

At the time of writing the draft Broadway Plan, staff were working on the first Housing Needs Report. The Housing Needs Report uses similar data as the Broadway planning process and this information was considered in the draft plan policies being proposed. This has resulted in policies included in the draft Broadway plan that address affordable housing, rental housing and special needs housing. In the draft Plan “special needs housing” is addressed through policies related to seniors housing, accessible housing, and social housing. Should the Broadway Plan be approved by City Council, staff will add the following sentence into the Plan document under Section 12.2 to make the connection to the Provincial legislative requirements clear, “The Plan addresses special needs housing through policies related to seniors housing, accessible housing, and social housing.”

## **PROVINCIAL AND CITY-WIDE RENTER PROTECTIONS AND VANCOUVER PLAN**

Vancouver has led the region in advocacy to the Province for reforms to the Residential Tenancy Act to address pressure on renters. In 2018, the Province launched the Rental Housing Task Force with the mandate of improving fairness and security for renters in BC. Based on the Task Force’s recommendations, the Province ended the practice of fixed-term tenancies, capped rent increases at inflation, and strengthened protections against renovations. The Province also put in place a ban on evictions and rent freeze during the COVID-19 emergency period, in order to prevent renter displacement due to loss of income due to pandemic restrictions.

In addition to these provincial protections and actions, Vancouver currently has renter and rental protection policies in place city-wide, covering existing renters and rental housing as well as new development. Vancouver’s city-wide [Tenant Relocation and Protection Policy](#), updated most recently in 2019, applies to both rezoning and development permit applications impacting renters – the broadest coverage of any municipality in the region. Separate policies require one-for-one replacement of existing rental housing in new developments in many existing apartment areas across Vancouver, and new below-market rental units have vacancy control provisions that limit rent increases on turnover.

The Broadway Plan is also taking place in the context of the Vancouver Plan, a long-term plan for future land use in Vancouver. The draft Vancouver Plan includes direction to expand housing choice in neighborhoods across the city, including intensification around current and future major transit corridors, and more housing options in existing low-density areas. Non-market and rental housing are prioritized in areas across the city.

## **APPROACH TO RENTER PROTECTIONS IN THE BROADWAY PLAN**

The main principle to address tenants impacted by redevelopment is to ensure replacement of existing affordability so renters have the choice to remain in their neighbourhood. The Broadway Plan tenant protections are intended to provide strong protections and support for existing renters while enabling careful renewal of the rental stock and the creation of new rental homes for future renters.

The Broadway Plan takes a multi-pronged approach to enabling much-needed housing options in the Plan area while protecting its large number of existing renters:



1. Focusing on creating significant new housing options (rental, social, and ownership) in station areas, mixed-use areas, and existing low-density residential areas. New housing options include 5,000 new social housing units and 3,000 below-market housing units.
2. In existing apartment areas where existing purpose-built rental is located, enable incremental change over time to allow for replacement of aging rental buildings with new rental buildings where 20 per cent of the residential floor area is secured forever at below-market rents.
3. In cases where an existing rental apartment is redeveloped, enhanced tenant relocation provisions will ensure that existing tenants can come back to the new building at affordable rents<sup>1</sup> and with additional compensation and assistance, outlined in the table below.

**Table 1. City-wide tenant relocation and protection requirements and Broadway Plan proposed additional tenant protections**

<b>Existing Tenant Protections That Will Continue to Apply in Broadway</b>	
<b>Financial compensation based on length of tenancy</b>	
<ul style="list-style-type: none"> <li>• 4 months' rent for tenancies up to 5 years</li> <li>• 5 months' rent for tenancies 5-10 years</li> <li>• 6 months' rent for tenancies 10-20 years</li> <li>• 12 months' rent for tenancies 20-30 years</li> <li>• 18 months' rent for tenancies 30-40 years</li> <li>• 24 months' rent for tenancies 40+ years</li> </ul>	
<b>Insured moving company or flat rate payout for moving expenses</b>	
<ul style="list-style-type: none"> <li>• \$750 for studio and one-bedroom unit</li> <li>• \$1,000 for two or more bedroom units</li> </ul>	
<b>Eligibility for tenants in secondary rental</b>	
<ul style="list-style-type: none"> <li>• Secondary rental tenants (rented houses, secondary suites, laneway houses) are eligible for protections where there is a proposal for a new multiple dwelling of 5 or more units involving the consolidation of two or more lots</li> </ul>	
<b>Assistance finding new accommodations</b>	
Identifying three options that best meet tenant's identified priorities	
<b>Additional support for low-income tenants</b>	
<ul style="list-style-type: none"> <li>• \$30k/year or less for households without dependents</li> <li>• \$50k/year or less for households with dependents</li> </ul>	
Supports include assistance finding new accommodation where tenant pays no more than 30% of income on housing and stipend to offset relocation difficulties	

<sup>1</sup> See FAQ answers for a breakdown of below-market rents by unit type and comparison to existing rents in the Broadway neighbourhoods.

### **Broadway Plan Proposed New Additional Tenant Protections**

#### **Right of first refusal (ROFR) back to a new unit at discounted rents**

- Discount will be 20% below city-wide average rents, which is approximately 40% below new market rents; in most cases, these rents will be equivalent or less than current rents
- No income testing for returning tenants

This replaces the existing city-wide policy of ROFR at a discount of 20% below new market rents at time of project opening

#### **Temporary rent top-up when in interim housing to mitigate any rent increases**

- Tenant may choose financial compensation or rent top-up option
- Rent top-up is difference between the rent paid by the tenant at time of rezoning or development application and rent paid in the interim housing
- Development applicant may find interim housing or tenant may find their own interim housing

If the tenant finds their own interim housing, the rent top-up is capped at the difference between the tenants' original rent and the average rent for new market rental city-wide

#### **Supports for tenants in rented condominiums**

Tenants in rented condominiums where there is a proposal for a new multiple dwelling of 5 or more units without consolidation are eligible for financial compensation based on length of tenancy, moving expenses and assistance finding alternate accommodation

### **RESPONSES TO QUESTIONS FROM COUNCIL AND THE PUBLIC**

#### **1. Will right of first refusal rents back into the new building be unaffordable for the majority of tenants?**

The right of first refusal rents in Broadway Plan are set at a 20% discount to city-wide average rents which includes rents in existing older buildings like those found in Broadway. Looking at average rents by unit type currently in Broadway, many renters will find the right of first refusal rents to be comparable or lower than what they are currently paying. The below-market rents are affordable to incomes of approximately \$43,000 to \$92,000 per year.

For low-income tenants (households without dependents earning \$30,000 per year or less and households with dependents earning \$50,000 per year or less) will be eligible for further protections including assistance finding alternate accommodation where they pay no more than 30 per cent of their income on rent.

Right of first refusal (ROFR) rents compared to Broadway neighbourhood average rents in occupied units:

	<b>Studio</b>	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>
<b>Broadway Plan ROFR Rents</b> (20% below city-wide average rents)	\$1,077	\$1,216	\$1,683	\$2,293
<b>Mount Pleasant Average Rents in Occupied Units*</b> (CMHC Zone 8)	\$1,330	\$1,387	\$1,863	**



<b>Fairview Average Rents in Occupied Units*</b> (CMHC Zone 4)	\$1,296	\$1,566	\$2,165	\$3,082
<b>Kitsilano Average Rents in Occupied Units*</b> (CMHC Zone 5)	\$1,300	\$1,579	\$2,210	\$3,176

*\*Note CMHC zones do not exactly match with neighbourhood boundaries and some data is suppressed if the reliability of the estimate is too low or the confidentiality rules are violated. Rents in occupied units reflect rental homes which were not subject to the potential to reset the rent to market and so is more reflective of rents in the respective local areas that may be occupied by longer-term tenants.*

**2. Even if I come back to the new building using the right of first refusal my unit will be small and unlivable, so why is the Plan not requiring like-for-like replacement of existing unit size?**

The Broadway Plan seeks to expand the number of family-sized units (2 and 3 bedrooms) to enable families of all types to remain in the city and in neighbourhoods close to transit and amenities. Currently 81% of existing purpose-built rental housing in Vancouver are studio or one-bedroom units, 17% are two-bedroom units, and only 1% are three-bedroom units.<sup>2</sup> The vacancy rate for 3-bedroom rental units in the Broadway neighbourhoods was 0% in 2021 and approximately 1,300 renter households with children in Broadway are living in homes that do not have enough bedrooms for their household.<sup>3</sup>

Under the Broadway Plan new rental housing will be required to provide, at minimum, 25% 2 bedroom units and 10% 3 bedroom units to ensure units with enough bedrooms suitable for families are a part of the community going forward. New rental units can be smaller than older units, however this should be considered alongside the addition of amenities such as in-suite laundry, dishwashers, and air conditioning in a new building. Staff have heard through engagement that additional work on the design of new units is needed. Additional city-wide work as part of Housing Vancouver implementation will restart in 2023, and includes a review of the city's High Density Housing for Families with Children Guidelines to modernize them to help support better housing options, including a consideration of minimum and maximum family unit sizes.

**3. Will there be income testing for new and existing renters?**

The Broadway Plan does not propose income testing for existing tenants impacted by redevelopment and exercising their right of first refusal to return to a unit in the new building. This is in recognition of the disruption caused by redevelopment and preventing displacement of existing renters from their communities as a result of the Broadway subway transit investment. Income testing will be required for new renters to qualify for new social and below-market rental units created through Broadway Plan. This is to ensure that below-market homes created in the Plan area are accommodating renters who need them.

**4. I am a renter in secondary rental housing and live in a rented house. Do these tenant protections apply to me?**

<sup>2</sup> CMHC Housing Market Information Portal, 2021

<sup>3</sup> Statistics Canada, Census 2016.

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

**5. How can you guarantee that there will be an interim unit for my household to live in while the new building is under construction?**

With a very low rental vacancy rate in Vancouver, it can be difficult to find interim homes for existing tenants during the development process while they are waiting for the new building to complete. This is why Broadway Plan is targeting delivery of new rental homes in the near-term in areas with few existing tenants to help alleviate the tight rental market. The addition of a temporary rent top-up option also helps to expand the pool of potential interim units, as the tenant's ability to pay higher rents for newer units will not be as much of a factor. Incremental change over time is anticipated in existing rental apartment areas so that the number of renters searching for new accommodation will be limited.

**6. I am an existing renter in the Broadway Plan area. If a new building with higher rents goes up next-door, can my landlord increase my rent?**

A landlord cannot increase your current rent just because a new rental building is constructed nearby or next door. The Provincial Residential Tenancy Act regulates the amount that a landlord can increase rents for an existing tenant. Under the current RTA, rents for an existing tenant can increase annually by no more than the rate of inflation, which is 1.5% for 2022. More information about rent increase regulations is available [here](#).



## APPENDIX A – Broadway Tenant Relocation and Protection Example and Rent Comparisons

An existing tenant has lived in their Fairview one-bedroom apartment for seven years and currently pays \$1,566 per month in rent. Under the Broadway Plan, they are entitled to the following:

- \$750 flat rate or provision of an insured moving company
- Assistance finding another home; assume a one-bedroom unit is found renting at a higher rent of \$2,039/month
- Tenant may choose one of the following:
  - \$7,830 in financial compensation (i.e. \$1,566 times 5 months); or
  - \$473/month rent top-up (i.e. new rent of \$2,039 minus original rent of \$1,566)
- Right of first refusal to come back to a new one-bedroom unit at a below-market rent of \$1,216/month
  - Note rents are allowed to increase annually at the rate of inflation, these calculations do not factor this in for simplicity
  - If a 2% rent increase per year is assumed and it takes 4 years for the new building to be constructed then the below-market rent in the new unit would be \$1,290/month and the tenant's original rent would have been \$1,695/month if no redevelopment had occurred

### Broadway Plan ROFR Rents and incomes needed to pay no more than 30% of income on rent compared to Fairview rents

	Unit Type & Incomes Required to Afford Monthly Rent*							
	Studio	Incomes	1 bed	Incomes	2 bed	Incomes	3 bed	Incomes
<b>Broadway Plan ROFR Rents</b> (20% below city-wide average rents)	\$1,077	\$43,080	\$1,216	\$48,640	\$1,683	\$67,320	\$2,293	\$91,720
<b>City of Vancouver Average Rents in New Rental built 2005+</b>	\$1,690	\$67,600	\$2,039	\$81,560	\$2,724	\$108,960	\$3,759	\$150,360
<b>Fairview Average Rents in Occupied Units**</b>	\$1,296	\$51,840	\$1,566	\$62,640	\$2,165	\$86,600	\$3,082	\$123,280

\*Rent data from CMHC City of Vancouver Rental Market Report, 2021 for zones 4, 5 and 8. Incomes based on assumption that renter pays no more than 30% of income on rent per month.

\*\*Note CMHC zones do not exactly match with neighbourhood boundaries and some data is suppressed if the reliability of the estimate is too low or the confidentiality rules are violated. Rents in occupied units reflect rental homes which were not subject to the potential to reset the rent to market and so is more reflective of rents in the respective local areas that may be occupied by longer-term tenants.

## **Section 2: Responses to Council's Questions to Staff**

### **1. Why weren't historic rates of development used to create a benchmark that could be used for comparison?**

Staff have assessed the Broadway Plan development capacity estimates against historic growth rates for the area. Information on growth rates for the Plan area from 2001-2016 was obtained from Census data (data from the 2021 Census is not yet available for the Broadway Plan area).

The table below compares growth rates between 2001 and 2016 to the Broadway Plan's capacity estimates.

	<b>2001-2016 average annual growth rate</b>	<b>Broadway Plan development capacity average annual growth rate</b>	<b>Difference</b>
<b>Population</b>	1.4%	2.1%	0.7%
<b>Households*</b>	1.4%	2.0%	0.6%
<b>Jobs**</b>	1.2%	1.9%	0.7%

Between 2001 and 2016, the Broadway Plan area experienced an average annual increase of 1.4% for population and 1.2% for jobs. The Broadway Plan development capacity estimates indicate that annual growth in the area could be up to 2.1% for population and 1.9% for jobs.

*\* 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.*

### **2. Using abnormally high growth rates for the area will result in overestimating the potential infrastructure and amenity needs of the Broadway Plan area and if, as staff warned, there will be less money for public benefits, the use of high growth rates will place unrealistic stressors on PBS funds allocation, potentially skewing the process. How do you propose to counter the degree of error that staff have introduced into the allocation of PBS funds?**

In preparing the Broadway Plan Public Benefits Strategy (PBS), staff considered growth that may occur in the area based on the development capacity estimates as one important input. This helped identify service needs and informed priorities for public benefits. However, staff also considered the City's likely funding capacity to ensure the Broadway Plan PBS is realistic and achievable. The PBS being proposed is aligned with expected funding capacity.

The PBS will be delivered incrementally over time and all investments will go through the appropriate City capital planning processes. Gradual deployment of capital investments in the area will allow for adjustments to be made based on growth being observed. As such, the PBS

will be reviewed and evaluated periodically and integrated into the City's 10-year Capital Strategic Outlook, four year Capital Plan, and annual Capital Budget for prioritization and funding consideration.

- 3. Your calculations indicate an average household size of 1.67, which is dramatically different than the 2016 Census data. Please explain the discrepancy in your figures, how the 52,800-66,000 fits with the census-based projected growth rate for the Broadway Plan scope area, and the precise assumptions and mathematics that staff used to produce the 40,000 – 50,000 range.**

Average household sizes used for the Broadway Plan capacity estimates are based on 2016 Census data. Rather than using the overall citywide average household size of 2.2 persons per household, staff referenced more granular cross tabulations in order to better reflect the expected housing delivery in the Broadway Plan area. Specifically, staff used average household size data for newly constructed apartment buildings greater than 5 storeys, also accounting for the relevant housing tenure and the number of bedrooms in the unit.

For example, for studio units in newly constructed apartment buildings, there were an average of 1.08 persons per household for renter households and 1.14 for owner households. For 3-bedroom units, there were an average of 3.62 persons per household for renter households and 2.87 for owner households.

Based on the expected housing tenures, as well as bedroom mixes, this resulted in an overall average of 1.67 persons per household.

- 4. 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. While Broadway Plan Refined Directions may not contemplate multiple policy scenarios, they do not, to the writer's recollection, include the requirement that the Plan be prepared on the basis of a high growth scenario. Moreover, the officially sanctioned Metro Vancouver projections (Metro Vancouver's Regional Growth Strategy) contemplate lower growth for Vancouver to 2040.**

- Why have staff pursued a model which seeks to maximize capacity, instead of one which considers accurate population figures and growth rates, as well as the other homes approved for construction and those that are anticipated in areas such as False Creek South, Senakw, Jericho, etc.?**

The development capacity estimates for the Broadway Plan are not projections, forecasts, or targets. Rather, they are a measure of how much growth could be accommodated in the area based upon the Plan being proposed. These estimates are based on several inputs, including the amount of land in the area with development potential, the land use policies being proposed, and assumptions on realistic development rates over the next 30 years.

While accommodating a growing population and creating new opportunities for housing and employment in close proximity to the new Subway were important considerations, staff did not approach the Broadway Plan with the objective of maximizing the number of homes or job space that could be constructed in the area. A variety of objectives and interests were



considered through the planning process, highlighted by the Guiding Principles adopted by Council. Other objectives that are embedded within the Plan include, but are not limited to, heritage retention, protecting important public views, limiting shadowing of parks and public spaces, and building height and density limits such as those proposed for the “Villages” (4-6 storeys). The Plan being recommended for Council’s consideration represents a balance of these objectives.

Ultimately, the actual realized growth rates will depend on a number of factors outside the scope of the Broadway Plan. These include 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.

- **Why have staff used artificially high growth rates, instead of basing the development capacity estimates on the best data available - the historic average annual growth rate?**

As noted above, staff have assessed historic growth rates in the Broadway Plan area, and compared them against the development capacity estimates prepared for the Broadway Plan. With the introduction of the Broadway Subway and the Plan area being a desirable place to live and work, staff believe it is appropriate that growth rates in the area could increase from historic averages and that the area experiences more growth than other areas of the city.

- **Who, specifically, approved this “maximum capacity estimate” approach, and under what authority?**

Staff’s methodology for preparing the development capacity estimates was not approved by Council, noting that it is analysis rather than regulation, policy, City direction, or decision.

- **What assurance/proof can you provide to Council that this approach has not, in fact, triggered land speculation in the Broadway Plan area?**

Throughout the planning process, the City retained a third-party land economics consultant to undertake testing and analysis of a variety of development scenarios in the Plan area. Overall, based on this work staff do not expect large increases in market land values due to the land use policies being proposed. This is because the additional land value created by the increased permitted density is expected to be off-set by the costs associated with amenity contributions, rental housing and below-market rental housing, and social housing requirements.

Further information is provided in the report from Coriolis Consulting Corp., which is contained in Appendix K of the Broadway Plan report.

Additionally, staff have been monitoring land values in the Plan area since the adoption of the Development Contribution Expectations (DCE) Policy in June 2018. The following general trends in property sales have been observed:

- Residential areas - In Broadway’s residential zones, property sales prices have remained fairly consistent with city-wide averages. In the lower density residential areas (RS/RT zones), sales prices have been consistently lower than city-wide averages. In

the residential apartment areas (RM/FM zones), sales prices in Broadway have generally remained in line with city-wide averages, except for a few isolated periods where sales prices were higher than city-wide averages.

- Commercial areas – In the early period after the DCE was adopted, sales prices in Broadway’s commercial zones were consistent with city-wide averages. However, between early 2020 and late 2021, sales prices in Broadway’s commercial areas rose above city-wide averages.

It is important to note that the number of property sales in the Broadway Plan area is much lower than across the city as a whole. This results in individual property sales having a larger impact on average sales prices. For this reason, average sales prices in the Plan area can vary more significantly in any given recording period.

**5. Staff have also heard significant support for taller buildings from many citizens (including residents of the Plan area) participating in the planning process...**

- **Where did staff learn this support?**
- **Was this information gleaned through the Broadway Plan consultation process? If so, please elaborate and provide data demonstrating the residents’ preference for the heights of buildings proposed, since one of the major criticisms of the City’s work thus far is that staff has not asked the public, through the three rounds of consultation, a single question relating to the possible built form of the Broadway Plan area.**

During Phase 3 (Refined Directions) and Phase 4 (Draft Plan) of the planning process staff presented detailed information about proposed building forms and heights. At both phases staff gauged the level of support for the Plan directions as a whole, including building heights, through the surveys, workshops and open house events. The survey questions did not ask about building height in isolation from other issues as this would ignore the trade-offs that are inherent in city planning, for example between height and housing affordability.

In the Phase 3 survey, staff asked survey questions about the level of support for the big moves (by sub-area) which specifically included building height ranges in each. The following percentages of respondents stated that they either “really like” or “like” the policy directions for the sub-areas in that neighbourhood:

- Kitsilano: 57%
- Fairview: 61%
- Mount Pleasant: 65%

In the Phase 4 survey, staff asked survey questions about the Draft Plan (which included details on specific heights across all sub-areas) from a holistic point of view. The following percentages of respondents stated that they either “really like” or “like most aspects of” the plan:

- Kitsilano: 65%
- Fairview: 66%
- Mount Pleasant: 69%

Staff also provided the opportunity for open ended responses at each phase by sub-area and neighbourhood so that people could comment specifically about building heights. It was clear from these responses that people had mixed feelings about taller buildings. Some felt that buildings were too tall, especially in the residential areas. Others felt that greater heights could be allowed in some locations. There was consensus that heights should generally be greater closer to the Subway stations.

In response to this feedback, a number of changes and refinements were made to the Plan, including:

- Focussing the tallest buildings in close proximity to the Subway stations.
- Reducing maximum heights in the existing apartment areas from 25 to 20 storeys.
- Extending village areas where heights are limited to 4-6 storeys along West 4th Avenue and South Granville.
- Limiting tower forms in the existing low density residential areas to within a 7-8 min walk of a Subway station.
- Adding more variety in buildings types and scales, such as ground-oriented housing options like multiplexes and 4-6 storey apartments.
- Introducing design guidelines to limit the impact of taller buildings on neighbourhood character, such as: maximum of two towers per block in the residential areas, set backs from the street to maintain the green and leafy character, small floor plates and sculpting of buildings to reduce their apparent scale, and limiting shadowing of parks and public spaces.

**6. The Broadway Plan's 9 Guiding Principles include "Encouraging Contextual Design: New development should include architecture and building forms that respond to the evolving local context, including topography and elements of neighbourhood character (i.e., terracing, access to views and light, green and leafy streetscapes, variety of building materials, gardens, etc.), as well as the new Broadway Subway."**

**The Phase 3 Plan is proposing massive height and density increases that will dramatically change the scope area neighbourhoods. Why weren't engagement staff more transparent with the residents about your ambitious height and density increases for the scope area?**

During Phase 3 and Phase 4 of the planning process staff presented detailed information about proposed building forms and heights.

As a Guiding Principle of the Broadway Plan, contextual design has been considered and is reflected in the Plan being presented for Council's consideration. As indicated in the Guiding Principle language, contextual design considers both the existing context, as well as the evolving and future context of the area resulting from the introduction of the Broadway Subway.

The Plan includes a wide variety of building heights and densities for different areas to reflect the existing and future contexts. A select few examples of this include:



- The “Centres” are proposed to include taller buildings, reflecting their proximity to the new Subway stations and the area’s importance as the province’s second largest employment centre.
  - In the “Villages”, the Plan proposes to keep buildings at a lower scale to retain the existing characteristics of these cherished places.
  - In the existing RT areas further from the stations, new buildings are limited to 6 storeys to respond to the lower density context today.
  - Lower building heights are proposed for the Fairview Slopes to reflect the sloped topography.
- 7. The Broadway Plan Refined Directions propose a number of measures to provide affordable housing options for residents including ‘Introducing a new below market rental housing option to be delivered by the private sector...’. This approach seems to be a variant on the Moderate Income Rental Housing Pilot Program.**
- **Is the success of this new approach dependent on financial incentives or additional height/density concessions from the City?**
  - **If so, has the Planning Department confirmed with Finance that the City has the capacity to offer large scale financial incentives?**

Additional height and density are the main incentives required to enable delivery of new below-market rental (20 per cent of the residential floor area of new rental housing developments as below-market rental housing). These units will be secured in perpetuity at a 20 per cent discount to city-wide average rents as published by CMHC annually in their Rental Market Report. In addition, projects with below-market rental will be eligible for the city-wide DCL waiver. It is important to note that all rental projects are required to pay the Utilities DCL.

In developing the Broadway Plan, staff, including Finance, considered the impact on anticipated CAC and DCL revenue from new development over the 30 year time frame of the plan based on Plan policies. An iterative process was used to arrive at the final land use policies that seek to balance several key Council objectives including affordable housing, renter protections, and delivery of new and upgraded amenities. In addition, there are a number of city-wide initiatives underway that are looking holistically at funding City priorities and growth, including the Capital Planning process, and the 10 year DCL Update that is expected to come to Council later this spring.

- 8. 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. Based on cursory research, this does not paint a complete picture about the apparent speculation that is occurring in the Broadway Plan scope area:**
- **2331 Granville Street (located kitty-corner to 1477 W Broadway):**
  - **On July 16, 2021, 2331 Granville St. was listed for \$25M, \$6M over assessed value.**
  - **On July 20th, 2021, Council gave Staff permission to consider upzoning 1477 W Broadway.**

- On September 4th, 2021, PCI developments announced that it was seeking 39-storers at 1477 W Broadway.
- On September 22, 2021, 2331 Granville Street was relisted for \$30M, more than at almost double the assessed value.
- Development permits DP-2018-01160, DP-2019-00407 and DP-2017-01278 are approved C3-A developments in the Broadway Plan scope area which have stalled. The first is now a dog walk and the last is a community garden. Given the City's housing affordability crisis, are these developments being held-up by issues with Planning, or have the developers chosen to suspend their progress, pending the outcome of the Broadway Plan?

**Please respond to the above and recommend further actions that can be taken to eliminate this apparent speculation and motivate in-progress applications to proceed.**

Regarding apparent speculation, what property owners list their properties for does not necessarily represent what buyers will pay; landowners and brokers will often try to maximize the transaction value regardless of what the property can actually support. Parties buying property for the purposes of development will undertake their due diligence and pay what the economics of that development will allow. Part of that due diligence is to understand what current zoning allows, what potential rezoning may yield and expectations of CACs, DCLs and other costs. Parties can overpay for development sites if they are ignorant of these costs and/or if they assume that an area plan approval is equivalent to rezoning approval.

It should also be noted that land prices are derivative from end-unit prices, and are not the cause of high end-unit prices. Moreover, developers are price takers – they cannot simply ask for end-unit prices and expect to receive them if they exceed the market. Thus if the market does not support the end-unit prices required to make a project viable (i.e. do not exceed the costs of the inputs) then the project simply does not get built until market conditions change.

Regardless of what landowners are seeking for their properties, educated buyers will only pay what the land is worth given existing as-zoned development potential, expected future development potential and an accounting of all associated costs, including CACs. What the City can do to discourage speculation in actual sales transactions is to be clear to the public, industry, and the brokerage community that CACs and other contributions will apply, how they are determined, and that they will be sought by the City. That is the intent of the DCE Policy being in place while Broadway planning is underway.

Regarding the development permit (DP) applications for those noted C-3A developments, these projects are at different stages of permitting review or approval. Some of these projects may have paused due to the COVID-19 pandemic and associated economic uncertainties, but they are not currently stalled. Below is a brief status of the permits.

**DP-2018-01160 (1530 W 6<sup>th</sup> Ave)** – DP was issued on January 10, 2022 and the applicant submitted their Stage 1 BP plans for review on April 20, 2022. As a result, it appears the project is progressing well this year and the developer is working through the various approvals.

**DP-2019-00407 (1616 W 7<sup>th</sup> Ave)** – DP was issued on August 11, 2021 and the applicant is actively working on their BP drawings and engaging with staff.

**DP-2017-01278 (1520 W 7<sup>th</sup> Ave)** – DP is at final stages of review. The applicant is actively working with staff to address the outstanding conditions and legal agreements for the site to ensure DP conditions are satisfied.

**9. The 2021 census data became available on February 9th, providing updated statistics for the scope area. Will staff be adjusting their capacity estimates based on these statistics?**

While the first releases of 2021 Census data are now available, more detailed information will be released in phases by Statistics Canada up until November 2022. Staff have committed to updating Council with a memo upon each release.

Custom orders for specific geographies (e.g. Broadway Plan area) will not be available until 2023. As a result, the Broadway Plan is using 2016 Census data as a baseline. In future monitoring and tracking of the Plan, the most recent Census data will be considered, as it becomes available.

**10. How does “enabling careful renewal of the aging rental stock over the long term” play out?**

Approximately 83% of existing apartment buildings in Broadway are currently 50 years or older, constructed prior to modern seismic, energy, and safety code requirements. While the lifecycle of a typical wood frame building in Vancouver depends on a number of factors (e.g. types of construction materials, level of maintenance over time etc.) as a building ages, core systems come due for repair or replacement, in addition to the upgrades related to bring these systems into compliance with current code requirements.

When the level of upgrades needed approach or exceed the cost of replacing the building entirely, the owner faces a choice of what to do. Currently the main option for buildings at this stage is to redevelop at new market rents, which are likely to be unaffordable to existing tenants and lower income renters.

The Broadway Plan provides an option for rental buildings in this situation to redevelop to a 100% secured rental building with 20% secured at below-market rents forever and providing enhanced tenant protections so existing renters are not permanently displaced from their neighbourhood and are able to return to a new unit at affordable rents. The planning process included economic testing with a consultant to calibrate the densities proposed to be moderately viable for existing low-value rental sites. As the densities are not intended to provide significant land lift to incentivize redevelopment, it is likely that existing rental buildings that are in good condition and have been well maintained will remain. Owners of these buildings are likely to choose to continue with their regular maintenance and reinvestment schedules rather than redevelop given the affordability and tenant protection requirements proposed through the Plan.



**11. How are “2/3 of new homes expected to be secured market rental, below-market rental or non-market housing?” How is that supposed to happen?**

The expected tenure breakdown of new homes delivered through the Broadway Plan are as follows:

<b>Tenure</b>	<b>Percent Split</b>
Social housing	13%
Below market rental housing	7%
Market rental housing	46%
Strata	34%

The proposed land use policies in the Plan provide direction on where and for what type of development additional height and density can be considered. To arrive at an estimate of number and type of new housing anticipated to be delivered over the course of the 30 year plan, staff created a development capacity model for the area. This involved identifying potential development sites, applying the draft Plan land use policies and development uptake assumptions to estimate the number and type of new housing expected to be built.

Non-market housing (social, supportive and co-operative) will be delivered through redevelopment and expansion of existing government-owned and non-profit owned sites, strategic land acquisition and inclusionary social housing requirements in new strata condominium developments delivered by the private sector. Secured below-market and market rental housing will be delivered primarily through the private sector. Partnerships with the community housing sector and senior government funding will be necessary to help achieve the housing goals and objectives outlined in the Plan.

The Housing Vancouver Progress report showed that last year was the second year in a row where more rental units were approved compared to ownership housing at 52% and 48% respectively. These numbers indicate that land use policies in recent community plans and the Secured Rental Housing Policy supportive of new rental housing development are effective in shifting toward a higher share of purpose-built rental and social housing alongside senior government funding programs to create and renew non-profit owned social housing.

**12. Where is the job growth coming from?**

Through the citywide Employment Lands and Economy Review, the City retained a specialized consultant to create job and employment space projections to 2051. The projections were informed by engagement with an external advisory group comprised of representatives from every economic sector in Vancouver. The job projections build off past trends and then test the potential impacts of factors that are external to Vancouver (e.g. automation and A.I., changes in labour competitiveness and global trade policy).

The most recent update to the high scenario indicates that the City will need to accommodate up to 210,000 additional jobs between 2016 and 2051. This amount of job growth would result in

the City maintaining its share of the regional total (~34% of regional jobs). Recent trends indicate that employers continue to want to locate in Vancouver. The City has approved space for over 50,000 jobs in the past five years and approximately 65% of the major office space under construction in the region today is located in Vancouver. The projections prepared for the Employment Lands and Economy Review see a continuation of current trends; with Vancouver continuing to play a major role in the region in terms of office based employment in industries such as high tech and professional services such as engineering, legal and accounting. The projections also show continued growth in service industries such as restaurants, retail and personal services – in line with growth in Vancouver’s overall population.

**13. Does staff have an estimate of how many rented condos are in the Broadway Plan Area?**

The CMHC Rental Market Survey includes data on the rental condominium universe. This data can give us an idea of the proportion of rented condos though the geographies used in the survey do not match exactly the Broadway Plan geography.

In 2021 approximately 37% of condo units were rented out city-wide (approximately 37,000 units out of a total of 100,000 units). The greatest proportion of rented condos were found in the Burrard Peninsula (Downtown and West End) where 48% of the units were rented. Vancouver West Side had 29% of condo units rented and the East Side had 30% of condo units rented.

**14. Is there a plan to protect condo tenants in the same way that purpose built rental tenants would be protected?**

Tenants in secondary rental, including in rented condos and basement suites, that are part of a land assembly will be eligible for the tenant protections proposed through the Plan on top of RTA-legislated assistance, including financial compensation, moving expenses and assistance finding alternate accommodations. However, in cases where existing condo buildings are being redeveloped to a new condo building, tenants cannot be offered a right to return as there will be no new rental units in the new development.

While we acknowledge rented condo units are an important source of rental supply for the city – that supply is volatile as units flow into and out of the rental market according to owner preference. This volatility poses challenges to security of tenure for long-term tenants. These concerns around security of tenure and the impacts of evictions from secondary rental was a main theme from renters during the engagement – both for Broadway Plan and city-wide via Vancouver Plan

This is why through Broadway Plan in addition to providing tenant protections, there is a focus on increasing the overall supply of secured rental housing which cannot be stratified and is secured as rental forever giving tenants greater security of tenure over the long-term

**15. Is there any plan by the city or the province or translink to use revenue from land capture in the Broadway Plan area to pay for transit/skytrain?**

No, there is no plan by the City, Province or TransLink to use revenue from land value capture in the Broadway Plan area to fund transit/SkyTrain.

[A memo and corresponding consultant report](#) was provided to Council in October 2019 in response to a December 2018 Council motion directing staff to evaluate how the City currently uses land value capture and to explore the pros and cons of further land value capture mechanisms that might be applied in Vancouver to fund infrastructure and address housing affordability.

The conclusions were:

- The City already has a comprehensive and effective framework for generating funding from increases in land value. The property tax system and the city's financing growth program (DCLs/ CACs/ DBZ) are effective, long-standing systems that already act as land value capture framework.
- The City focus on further improving our existing systems of land value capture (DCLs, CACs, DBZ) instead of replacing these systems with a new LVC framework.
- Removing the City's development contribution system would create a major windfall for owners of development land and transfer large, ongoing costs to homeowners, renters, commercial tenants, and taxpayers at large.
- A new land value tax may have the potential to generate additional funding for infrastructure, housing and public amenities, but it would also result in a significant increase in property tax which impacts affordability and business viability. This would require very careful and comprehensive evaluation of who benefits and who pays, in order to achieve the City's goals and not result in unintended consequences.

A new City land value tax would be complex to implement, burdening taxpayers with extra costs having unintended affordability impacts on residential/commercial tenants, require amendments to provincial legislations, changes to Assessment Authority valuation practices, and coordination with other stakeholders that are also exploring land value capture (Province, Metro Vancouver, and TransLink).

**16. Could we see a sample pro-forma that shows why staff think we can only get 20% affordable housing and not a higher percent? It could be a made up one so no confidentiality is breeched.**

Yes, a case study example and pro-forma is included in the report from Coriolis Consulting Corp., which is contained in Appendix K of the Broadway Plan report.

**17. Could we have an explanation of why or why not highrises are better for the climate than shorter buildings?**

In Vancouver's context, there is little difference between high-rise and low-rise buildings when looking at climate. High-rise buildings located near transit and daily amenities offer significant benefits for climate action. In terms of operating emissions, the current GHG limits for a new high-rise building in Vancouver are 70% lower than the operating emissions from a similar building built in 2007. Going forward, and subject to Council's approval of a report coming later in May these operating emissions will be further reduced to near-zero as high-rise buildings shift to electrification. In this way, the operating emissions from both high-rise and mid-rise buildings will be very low.



In terms of embodied carbon (the emissions resulting from the materials and construction of the building), conventional approaches for constructing high rises used concrete with high embodied carbon. However, due to growing awareness of embodied carbon, and the City's Embodied Carbon Strategy, the industry is changing quickly. New low-carbon concrete mixes are locally available, and when combined with more efficient structural design and sourcing lower-carbon key materials like steel, and in some cases even using mass timber, designers can significantly reduce embodied carbon for new high-rise construction. Staff are presenting recommendations for Council's consideration on May 17<sup>th</sup> that will require reductions in embodied carbon for all new high-rise buildings. New buildings (high rise and low rise) in Vancouver will see a continuous reduction in embodied carbon, with a minimum of 40% reduction by 2030.

In comparing a high-rise to a mid-rise building, transportation-related emissions also need to be considered. Transportation makes up nearly 40 percent of GHG emissions in Vancouver. Locating a high-rise building adjacent to a rapid transit station, rather than a low- or mid-rise, helps lower our overall GHGs by enabling more residents to walk, bike and take transit to their daily needs. This will help the City achieve its Climate Emergency Action Plan targets for Big Move 1 (complete communities) and Big Move 2 (walking, cycling and transit), as well as our overall goal of reducing carbon emissions by 50% by 2030. This also offers significant benefits for improved affordability and equity, as more residents will not need to own and maintain a vehicle to access their daily needs.

**18. Does staff have an idea of how many properties or what % of the corridor have already been bought up with the intent to redevelop to a higher density?**

Staff cannot speculate on the motivation or intent behind individual property purchases in the Plan area, or estimate a % of properties purchased for a given reason. Properties could be purchased as long-term income producing holdings (i.e. for revenue from a rental apartment or commercial building), with a view towards redevelopment, or for other reasons. (See also Question 4 for general trends in property sales observed in recent years.)

**19. When we align our below market units rents to CMHC averages, what impact does allowing new expensive rentals for 80% of our rental buildings have on increasing both average and below market rents?**

Vancouver is seeing very significant demand for rental housing from both new arrivals and existing residents priced out of home ownership. This demand for rental is leading to upward pressure on rents across the city, in all neighbourhoods with existing rental stock, regardless of whether new rental stock is being built in those areas or not. We are also seeing significant rent increases in municipalities across the region, but rents are rising faster in areas that have not increased rental supply as quickly. For example, over the past 5 years, average rents in the City of Vancouver increased 22%, whereas average rents in Langley increased 45% and in the Tri-Cities by 48%.

This issue has also been the subject of recent academic research, looking at neighbourhood level effects of new rental construction on rents, all of which found that new market rate rental housing construction is associated with slower rent growth in the surrounding area and does not

lead to increased rents. These studies include Mast et al looking at 11 US cities, Pennington looking at San Francisco, and Bratu looking at Helsinki.

What we find when we look at the Vancouver market is a very strong correlation between vacancy rates and the pace of rent growth. When vacancy rates rise, rent growth slows. When vacancy rates fall towards or below 1%, rents tend to rise more quickly. This points to the critical role of adding new rental supply in moderating the rate of rent increases.

**20. I'm worried that the ROFR will not be affordable to existing tenants because the plan is proposing to tie the below market rents to CMHC averages. Won't rents be increased significantly between the time of approval and occupancy?**

Under the proposed Broadway Plan, a tenant would be entitled to come back to a new one-bedroom unit at a below-market rent of \$1,216/month.

Note that rents are allowed to increase annually at the rate of inflation. If a 2% rent increase per year is assumed and it takes 4 years for the new building to be constructed then the below-market rent in the new unit would be \$1,290/month.

**21. One of the slides in the staff presentation suggests that the Broadway Plan is necessary for reducing our GHGs. I get the concept of living close to transit so you don't drive a lot but do we have any estimates of exactly how much GHGs could be reduced with the Broadway Plan?**

We do not have an estimate of the transportation-related GHG savings for the Broadway Plan area at this time. The analysis needed is difficult and is not typically done for area plans. However, the Broadway Plan has been developed to achieve two important transportation related targets under the Climate Emergency Action Plan. The Plan is intended to enable 90% of the residents in the Plan area to live within an easy walk/roll of their daily needs—aligning with the target of Big Move 1 (complete communities).

The Plan has also been developed with the objective of 80% of trips that originate in, pass through or end in the Broadway Plan area being by walking, rolling, cycling or transit, per Council direction. By doing “heavy lifting” on sustainable mode share, the Broadway Plan area will help the city overall meet the sustainable travel “mode split” target set for Big Move 2 (two-thirds of trips in Vancouver to be by walk, roll, bike or transit by 2030) and is a marked improvement over the current city-wide mode split.

Given the significance of transportation-related GHG emissions in Vancouver (roughly 34% of total emissions), the objectives of the Broadway Plan to enable complete, walkable neighbourhoods is expected to make a meaningful contribution towards achieving the City's overall climate goal of cutting carbon pollution by 50% by 2030. Further, enabling residents to access their daily needs by walking, rolling, cycling and transit—and not needing to own a vehicle—provides a significant opportunity to advance affordability and equity.

**22. Will enough of the proposed rental housing in the Broadway Corridor actually be affordable enough that the folks who work in coffee shops, doctors offices, retail outlets, etc, will be able to find enough units that they can afford to rent in the corridor? Do we have estimates of the wages of the expected incoming jobs and whether or not these folks will be able to afford the new rents in the corridor?**

Through the Broadway Plan process, we heard concerns from employers regarding the ability to attract and retain labour in a range of industries and at a range of income levels. Jobs growth in the Broadway Plan area is expected to follow similar trends as the city overall, with employment in healthcare, high tech and professional services being major sources of growth as well as employment in service industries such as restaurants and personal services. There are a wide range of occupations in these industries resulting in a wide range of incomes. In general, entry level occupations in population-serving industries like restaurants and hotels will pay a lower wage than professional occupations in industries such as technology.

The housing mix for the Broadway Plan is diverse and is intended to provide opportunities for households at all points along the housing continuum. The table below shows roughly the types of housing enabled through the Broadway Plan and associated incomes that can afford the housing while paying no more than 30% of their income on housing.

<b>Social Housing</b>	Singles: \$0-\$57,500 Families: \$0-\$88,500
<b>Below-Market Rental</b>	Singles: \$43-49,000 Families: \$67-92,000
<b>Market Rental</b>	Singles: \$68-82,000 Families: \$109-150,000
<b>Condominium Ownership</b>	Singles: \$139,000+ Families: \$208,000+

**23. Can we get more transparency on the expected land lift with the Broadway Plan and how many public benefits the city is requiring to use up 75% of it?**

CAC potential will vary across the Plan area and will be dependent on the context of each individual project, as well as market conditions at the time when the development is being considered. CAC potential will also depend on the amount of rezoning applications that are considered by Council in a given period.

As there is a significant degree of variability from project to project, publishing the anticipated CAC for one project may be very inapplicable to another project, and may lead to misinterpretation. Per the CAC Policy, the City's approach is to target a minimum of 75% of the increase in land value based upon the rezoning application (unless the rezoning is exempt per the Policy), which is the difference in residual values of as-zoned and re-zoned land. These values are determined using market inputs, which are widely available.

The PBS assumes substantial developer contributions, which would be comprised of DCLs, CACs, and in-kind amenities. Overall, those developer contributions are estimated to be \$790 million over the first 10 years of the Plan.

**24. Is the city land beside the Cambie Bridge part of this plan? If so, are we planning to develop it with social housing and if not why not?**

The City-owned lands beside the Cambie Bridge are not included in the Broadway Plan.

**25. Is the city planning on putting social housing on/or above the land it owns at Broadway and Cambie and if not, why not?**

The area around Broadway and Cambie is included in the “Uptown/Cambie North” sub-area of the Plan. The land use policy goal for this area is to affirm Uptown as a key office location in the region and as the heart of Vancouver’s “second downtown” in Central Broadway, and to strengthen this role by providing opportunities for additional job space to leverage the rapid transit investment that serves the area. The Plan proposes maintaining the area for retail/service, office, hotel, cultural and institutional uses (i.e. job space) rather than residential uses to support this important regional-serving role. Uptown has been maintained as job-space only since the Metro Core Jobs and Economy Land Use Plan initiative in 2007.

**26. Could you give us a breakdown of how the housing proposed for the Broadway corridor matches to the incomes of the people who need the housing? Now and in the future? That is, do we expect that the Broadway corridor will provide X percent of the needed housing for people whose income is under \$15K, between \$15 and 30, etc. How many of the lower wage workers in the corridor will be able to afford to live there, given our plans for only about 17% of units being “affordable.”**

The table below outlines the types and proportion of each type of housing enabled through the Broadway Plan and the incomes required to afford each.

<b>Tenure</b>	<b>Percent Split</b>	<b>Incomes that can afford paying no more than 30% of gross income on housing</b>
Social housing	13%	<ul style="list-style-type: none"> <li>• \$0-\$57,500 singles (studio/1 bedrooms)</li> <li>• \$0-\$88,500 couples/families (2, 3, 4+ bedrooms)</li> </ul> <p>The upper range represents maximum incomes based on the Provinces’ Housing Income Limits, in reality a range of incomes are accommodated, including those experiencing homelessness. Social housing is made more affordable with further public funding</p>
Below market rental housing	7%	<ul style="list-style-type: none"> <li>• \$43,000-\$49,000 singles (studios/1 bedrooms)</li> <li>• \$67,000-\$92,000 couples/families (2, 3 bedrooms)</li> </ul>

Market rental housing	46%	<ul style="list-style-type: none"> <li>• \$68,000-\$82,000k singles (studios/1 bedrooms)</li> <li>• \$109,000-\$150,000 couples/families (2, 3 bedrooms)</li> </ul>
Strata condominium (west side)*	34%	<ul style="list-style-type: none"> <li>• \$138,920 singles/couples (1 bedroom) <ul style="list-style-type: none"> <li>• 20% down payment: \$132,000</li> </ul> </li> <li>• \$207,720 couples/families (2 bedroom) <ul style="list-style-type: none"> <li>• 20% down payment: \$198,400</li> </ul> </li> </ul>

**\*\*Condominium based on 2021 median sale price (BCAA). Housing costs include estimated strata fees, property taxes and mortgage payments, assuming 25-year amortization, 5% interest rate and 20% down payment.**

Vancouver's new Housing Needs Report finds 86,000 existing households citywide living in unaffordable, unsuitable, and inadequate housing, living in an SRO, or experiencing homelessness. The report also finds at least 50,000 households coming to Vancouver in the next 10 years, plus many other households experiencing un-met demand, like families leaving Vancouver. The report notes that data limitations make it impossible to pinpoint the exact incomes of all households in need, and therefore the share of current and future households earning at specific income bands cannot be determined at this time. However, it can be assumed that households in need are diverse, and must be accommodated through diverse housing choices in existing and new housing, as well as additional measures like increased income assistance, affordable childcare, etc.

The table below shows median annual income of different types of renters in the City of Vancouver based on the 2016 Census to illustrate the diversity present in the city.

Single person	Lone-parent family	Roommates	Couples	Couples with children	Multiple-family households
\$31,907	\$44,318	\$58,821	\$80,359	\$85,317	\$104,620

Over the next 30 years, the Broadway Plan will accommodate need by delivering a diversity of new housing choices, including new purpose built rental, below-market, and non-market housing, as well as through protection of the area's significant existing stock of older apartment rental. Given the high level of need among lower income households, in addition to creating new social housing, it is also important to work with senior governments to support affordability in our existing rental housing such as rent and income supplements, and reinvestment in the existing aging stock.

**27. Can you explain the income and asset limit requirements or lack thereof for people who are demovicted from apartments in the corridor and exercise their right of first refusal, and for people who get into the new below market rents without being demovicted?**

The Broadway Plan does not propose income testing for existing tenants impacted by redevelopment and exercising their right of first refusal to return to a unit in the new building. This is in recognition of the disruption caused by redevelopment and preventing displacement of existing renters from their communities as a result of the Broadway subway transit investment.



Income testing will be required for new renters to qualify for new social and below-market rental units created through Broadway Plan. This is to ensure that below-market homes created in the Plan area are accommodating renters who need them. In this case, the new tenant's household income cannot exceed four times the annual rent for the unit (e.g. at least 25% of income is spent on rent).

**28. Could we expand the tenant protections proposed for the Broadway Corridor to the rest of the city? Why or why not?**

There is a separate Tenant Relocation and Protection Policy for renters impacted by development outside the Broadway Plan area. The city-wide Tenant Relocation and Protection Policy has many of the same protections as what are being proposed in Broadway, including compensation based on length of tenancy, payment for moving expenses, and assistance with identifying alternate accommodation.

The key difference between the city-wide Tenant Relocation and Protection policy and the Broadway Plan tenant protections is the guaranteed Right of First Refusal to a replacement unit, which in the city-wide policy is only available at a discount of 20% below new market rents. The ability for tenants to return to the new building at 20% below average rents in the Broadway Plan area is made possible through plan-specific provisions for additional height and density, which create the additional value that can deepen affordability for returning tenants.

**29. Are there specific policies in the Broadway Plan that encourage non profit and co-op housing and if so what are they? Are there policies that we could expand on to encourage non profits and co-ops more?**

The Draft Plan proposes the provision of additional height and density for non-profit and co-op housing sites in order to support their renewal and expansion 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 Plan also proposes using an inclusionary approach to require that turn-key social housing units (20% of residential floor area) are provided in new developments delivered by the private sector in various areas across the Plan, including in off-arterial locations close to both rapid transit and parks and open space. Under the Plan new 6 storey rental apartments are enabled in existing low-density areas where sites could be acquired by the non-profit sector to develop new non-market housing with senior government funding support. The Broadway Plan Public Benefits Strategy further includes allocation of a portion of development contributions for strategic land acquisition in the Plan area for non-market housing.

Continuing to pursue strategic partnerships with the community housing sector and senior governments that includes additional funding supports would help to expand the delivery of and affordability in new non-market housing.

**30. Are there other policies the city could implement that could encourage more non profit and co-op housing that what is currently proposed?**

**31. How will the Broadway and Vancouver Plans help us make housing more affordable for the 52,000 households who are paying over 30% of their income in rent and what tweaks could we make to the plan that would increase affordability for these folks?**

Both the Broadway Plan and draft Vancouver Plan prioritize housing for very low to moderate income households, with a focus on more social, co-op, and supportive housing (non-market), and below-market and market rental housing.

It is anticipated that 66% of new housing enabled by the Broadway Plan will be non-market and below-market or market rental. While the Vancouver Plan does not include the number of homes expected, the neighbourhood types were developed with anticipated heights that would allow for the development of new rental and social housing in areas with very little rental or social housing now. By enabling new supply in these areas, it will both enable new housing options for people paying more than 30% of their income on rent and reduce pressure on the existing rental stock. Over time, we anticipate this will allow renter households more choice of housing that is affordable to them.

Both the Broadway and Vancouver Plan also include policies to strengthen our partnerships and support the community housing sector to create more social, co-op and supportive housing. In addition to supply, they include policies to advocate to Provincial and Federal governments to increase income, rental and Persons with Disability assistance, which would enable households to pay less of their overall income for housing.

The Broadway and Vancouver Plans set strong direction for more housing affordable to renter households, including in new areas of the city to enable more choice for renter households. There will be further opportunity to impact affordability for renter households during the implementation of the Plans. This includes pursuing partnerships with senior governments to increase funding supports for new non-market housing in order to deepen affordability.

**32. Does the plan anticipate mostly replacing current rental buildings, not retrofits? If so, why?**

A challenge in the Broadway Plan area is that approximately 83% of existing older apartment buildings are currently 50 years or older, constructed prior to modern seismic, energy, and safety code requirements. While the lifecycle of a typical wood frame building in Vancouver depends on a number of factors (e.g. types of construction materials, level of maintenance over time etc.) as a building ages, core systems come due for repair or replacement, in addition to the upgrades related to bring these systems into compliance with current code requirements.

When the level of upgrades needed approach or exceed the cost of replacing the building entirely, the owner faces a choice of what to do. Currently the main option for buildings at this stage is to redevelop at new market rents which are likely to be unaffordable to existing tenants and lower income renters.

Existing multi-family buildings will be challenging to achieve deep emission retrofits and many rental buildings in the Broadway Plan area are not seismically safe. New buildings will likely be built to near zero emission requirements – they will have a smaller operational carbon footprint for a much larger new building. While these operating emission reductions will largely be offset by new embodied carbon emissions, the carbon impact per unit or per person will be much lower overall. In addition, new rental buildings will have better indoor air quality, mechanical cooling, lower operating costs, and be much safer seismically.

### **33. What are the key climate emergency measures in this plan to both reduce GHGs as well as increase resilience?**

There are a number of measures in the Plan that will reduce carbon pollution and/or improve resilience (see also Question 21 above). These are summarized below.

The Plan has been developed—through its mix of housing, retail and amenities, and transportation infrastructure—to enable 90% of the residents in the Broadway Plan area to live within an easy walk/roll of their daily needs. This aligns with the target of Big Move 1 (complete communities). The Plan has also been developed with the objective of 80% of trips that originate in, pass through or end in the Broadway Plan area being by walking, rolling, cycling or transit, per Council direction. The Broadway Plan will help the city overall meet the sustainable travel “mode split” target set for Big Move 2 (two-thirds of trips in Vancouver to be by walk, roll, bike or transit by 2030) and is a marked improvement over the current city-wide mode split.

A number of sustainable transportation improvements are proposed in the plan, including:

- Conversion of major sections of Broadway (approximately four kilometres) into a “Great Street” with more space for pedestrians and enhanced features such as wider sidewalks, large street trees and street improvements for people walking and rolling.
- Construction of approximately four to six kilometres of new protected bike routes and greenways for walking, cycling, and public green space.
- Implement improvements such as new “Streets as Better Public Spaces” (road space re-allocations) over three blocks and deliver three new permanent-design plazas.

New buildings built in the Broadway Plan area will be required to comply with the City’s green building requirements which, subject to Council approval on May 17, 2022, will have near zero-emission performance. With the latest proposed requirements for large buildings, these buildings will emit 90% lower carbon pollution than a similar building built in 2007. Further, subject to Council approval, these buildings will be required to comply with embodied carbon limits, the first of their kind in North America. In many cases, the buildings that are being replaced are energy inefficient and rely on fossil fuel for space and hot water heating.

Renewal and expansion of existing parks is proposed, such as Jonathan Rogers Park and Guelph (Dude Chilling) Park, as well as delivery of planned new park space (e.g. Burrard Slopes Park and Delamont Park) and provision of additional park space through major developments and land acquisition. Collectively, this park space will contribute to the City’s goal of increasing carbon sequestration as well as improve our resilience to heat and other climate events, such as extreme rainfall.

The Plan includes upgrades to sewers and drainage to reduce flood risks throughout the area and delivery of new green rainwater infrastructure that uses nature to treat and collect water. These measures, along with the renewal and expansion of existing parks, will make the Broadway Plan area more resilient to the more extreme rainfall events that are anticipated with climate change.

Subject to Council approval, and as of 2025, buildings built in the Broadway Plan area will be required to provide cooling and a higher standard of air filtration—both of which directly support resilience, in the face of increasing hot summers.

Lastly, 100% of residential parking spaces and 45% of commercial spaces in new buildings in the Plan area will accommodate EV charging. This is important especially considering existing rental buildings typically have zero EV charging available.

Taken as a whole, these measures mark a significant step forward for the City's climate action efforts.

**34. Staff noted that there will be new food assets. Will this include new/expanded community gardens?**

Regarding community gardens, the Plan policies seek to enable new food production and harvest spaces (including community gardens, Indigenous food lands, urban farms, greenhouses, and other models) on City-owned and private land and buildings. Through development in strategic locations such as large and unique sites, opportunities will be sought to deliver or sustain urban farms (indoor or outdoor models) and publicly accessible food production and harvest spaces.

**35. There is no dedicated PBS allocation towards the funding of food infrastructure.**

While specific food asset investments were not explicitly highlighted in the PBS, the Plan provides policy to integrate food production and harvest spaces (including community gardens, Indigenous food lands, urban farms, and other models) in the public realm and publicly accessible spaces, including in parks, greenways, blue green systems, and open spaces. Through delivery of public spaces and other community assets, opportunities to deliver co-located food assets will also be explored.

Additionally, on private development sites, the Plan includes policy direction to enable and encourage food growing spaces, including rooftop and courtyard gardens. The City's Rezoning Policy for Sustainable Large Developments also requires that rezonings on sites generally two acres or larger provide food assets.

**36. If the Broadway Plan proves viable, the older affordable condos will be replaced by expensive new condominiums, probably costing twice as much, and the older affordable purpose built rental housing will be replaced by expensive rental housing, with rents probably double current rents.**

See questions 11, 19, 22 and 26 for details on the anticipated mix of new housing, rents in new rental housing, and household incomes required to afford new housing by tenure.

**37. Housing supply can be increased in Vancouver without reducing affordability. The key is to replace expensive single family housing with higher density and more affordable condominiums and rental housing. Expensive housing would be replaced by affordable housing, and housing supply and housing affordability would both increase. As the most expensive single family housing is on the west side of the city, that is where the densification proposed in the Vancouver Plan should start.**

Creating new diverse housing choices in existing low-density areas is a key move of the Vancouver Plan. By enabling new rental, social and condominium housing opportunities in existing low-density areas through different neighbourhood types, the plan will allow households more housing choice in new areas of the city, while reducing the risk of renter displacement (as there are relatively few renters living in these areas at present). The prioritization of areas for change through the Vancouver Plan is part of implementation work, should the Plan be approved by Council in June. A number of factors will go into prioritization, including infrastructure capacity and geographic equity considerations.

**38. Redevelopment as proposed in the Broadway Plan needs to be carefully phased so the loss of affordability can be controlled. Initial redevelopment should be restricted to the Station Blocks immediately adjacent the Broadway Subway stations, as shown in the Built Form section of the Broadway Plan.**

**New construction is expensive, and it will be very difficult when building new to replace the affordability of the old. Senior government funding is limited - the \$10 billion announced in the 2022 federal budget won't go very far, especially spread over 5 years. A priority should be to preserve the older affordable housing as long as possible. Most of the older affordable housing is medium density already and the net gain in supply will not justify the loss of affordability. Redevelopment should be incremental and the pace controlled so that any loss of affordability can be minimized. In the meantime, far better to densify unaffordable single family homes than to densify multifamily affordable condos and rentals.**

Staff are not proposing a mechanism to limit the pace of change. We expect growth will be incremental based on the Plan policies and the many factors that naturally moderate the rate of growth:

- Market factors (economics of redevelopment, building condition, development and construction industry capacity, property owner preferences)
- City policy factors (heritage retention, land use policies, lot size requirements, etc.)

Staff expect more development activity early on in the centres in close proximity to the new Subway stations. In the existing apartment areas (RM), redevelopment is anticipated to be much less attractive given the affordability requirements, tenant protections, and project complexity. The intent is not to incentivize redevelopment of this affordable housing stock, but



rather to provide a pathway to redevelopment where necessary that retains affordability and ensures tenants can stay in their neighbourhoods.

Should Council adopt the Broadway Plan, it will serve as a rezoning policy. The required rezoning process will allow staff to monitor pace of development, making any necessary policy changes through plan implementation. At this time, staff do not feel that a mechanism to limit the pace of change is necessary, but this can be revisited through implementation of the Plan.

**39. Would it be possible for Council to instruct staff to require that public benefits from upzoning took up, say, 90% of the land lift instead of 75%. And if we did this what does staff think the impact would be?**

It has been the opinion of Real Estate Services that some amount of land lift needs to be available to transaction participants to not disincentivize the transaction, and by extension the development, from occurring. Targeting 75% of the lift in the form of a Community Amenity Contribution is seen as an appropriate balance between the needs of the City and the financial goals and requirements of the development participants. It is believed that increasing this target to 90% would decrease the incentive for owners and developers to engage in developments involving rezoning, with the associated risks, approvals timelines and uncertainty in outcomes, and likely result in many developments no longer proceeding or being viable.

**40. Is there a way that we could embed actions to meet the needs of the 86,000 people in housing need into the Broadway, Vancouver and other plans?**

Vancouver's housing needs report finds significant housing need in Vancouver, including 86,000 people experiencing need due to living in unaffordable, unsuitable, or inadequate housing, or people who are homeless or living in a private SRO. Within this need and other needs identified in the report, there is significant diversity in terms of incomes, household type, and other characteristics – and therefore addressing these needs requires a diversity of approaches. The Housing Needs Report identifies a number of important ways that existing and future needs can be met, including increasing the stock and diversity of housing in Vancouver, with a focus on addressing the decades-long shortfall in social housing and purpose-built rental, as well as increasing ground oriented options for families. Other important measures include work with senior levels of government to increase income assistance for low-income people to support them with housing and other living expenses, as well as reinvestment in existing inadequate housing to ensure existing housing is in good condition.

**41. Re: appendix B about priorities: If, as the report says on p. 25, we're going to focus new housing in areas with few renters, why does appendix B say "Explore potential amendments to the RS/RT zoning districts in Broadway to include allowances for rental apartment buildings" is a medium/low priority?**

Staff expect most development interest in the short term to be in the Centres, particularly closer to the Subway stations. Generally, these are the areas with the lowest concentration of renter households in locations where residential uses are permitted.

However, based on Census data, staff also know that there are lower concentrations of renter households in the lower density RS/RT areas compared to the RM apartment areas. Additionally, the RS/RT zones contain very little secured rental housing and almost all rental housing options in those areas are part of the secondary rental market (e.g. rented homes, suites, and laneway homes).

Although potential zoning amendments may be explored in the RS/RT areas, this does not necessarily mean that development rates are expected to be high in these locations. The intent of any proposed zoning amendments in these lower density residential areas would be to enable and encourage new secured rental housing options within these neighbourhoods, as staff know this to be a gap in the housing options in these areas today.

**42. If we are planning only 900 new or renewed social housing units over 10 years, that's a mere 90 units per year and may not even be any additional because it says "renewed". What will we do to bump up the number of social and co-op housing units to actually meet the need?**

There are approximately 930 units of social housing expected over the first 10 years of the Plan that are part of the PBS. 600 of those units would be new in-kind social housing delivered to the City through private development. The remaining 330 units would be from renewal of City-owned non-market housing properties, with the majority of the 300 units being new units rather than replacement. It is important to note that these are only the number of social housing units expected as part of the PBS over the first 10 years of the plan. This is only one of the delivery streams for social housing contemplated in the Plan.

A significant amount of new and replacement social housing units are expected to be delivered through non-profit and other government partners. There are many existing non-market housing sites in the Plan area owned by non-profit housing providers or other government entities. The Broadway Plan provides opportunities for these housing providers to leverage additional height and density on their sites to aid renewal of buildings. This would both retain the affordability that is there today, but also expand the non-market housing stock substantially and ensure buildings are safe, sustainable, and liveable for the long term.

Increasing the overall number of social and co-operative housing units will require partnership with senior governments to increase funding, capital and operating, to these projects to make them viable and to deepen affordability. It is also important to note that not all existing households in need require a new unit, some of these households might be supported through other actions such as rent supports or a unit being freed up in the existing stock.

**43. Page 26 of the report says: "For very low-income tenants, additional discounts will be required so they pay no more than 30 per cent of their income on rent." But there is no place in the report where it says how these additional discounts will be implemented. Is there a plan to make them required and guaranteed?**

The enhanced tenant protections proposed through Broadway Plan are in addition to existing city-wide requirements under the [Tenant Relocation and Protection Policy](#). That policy includes policies related to low-income tenants in section 3.2 (d), and notes that the applicant will be required to demonstrate that they have secured an affordable housing option at 30% of income,

e.g. in the replacement building, a building in their portfolio, or in a unit in non-market or co-op housing. If a permanent option cannot be secured immediately, an interim measure such as a temporary rent top-up may be considered. Staff would rely on that existing policy to implement the directions related to low-income tenants.

**44. Appendix D on CACs p. 10: why is the CAC target for non strata commercial development so low? Is seems lower for the Broadway area than for other areas.**

This value is the same CAC target for non-strata commercial developments in the Metro Core outside of downtown, and is not new with the Broadway Plan. Such developments typically do not generate as much land lift as strata developments which accounts for much of the difference. Moreover, the purpose of a CAC is to help pay for additional community amenities directly related to growth. Non-strata commercial space is typically job space that does not drive as much demand for additional community amenities as residential uses.

On June 7<sup>th</sup>, staff will be bringing a report to Council recommending that staff begin a rate review of all pre-set contributions, including the CAC targets for non-strata commercial rezonings. That review would include the CAC targets applicable to the Broadway Plan.

**45. Could we please get a fulsome explanation from our climate staff of why we should promote towers as opposed to 6 storey wood frame apartment buildings? And why the GHG emissions are ok with the towers? If they are?**

A variety of different building sizes are needed to meet Vancouver's climate goals. What's important is to determine the best fit for each area. High-rise towers located in the Broadway Plan area close to rapid transit will enable more residents to walk/roll to their daily needs, and avoid the need to own a vehicle, when compared to six-story buildings that would house less people. This has significant GHG benefits, but also supports affordability and equity. The operating emissions from a high-rise will be near-zero, subject to council approval of a staff report that will be brought forward on May 17<sup>th</sup>.

A new six-story wood building does offer benefits in terms of reduced embodied carbon, (wood frame and mass timber construction are encouraged whenever possible), but staff are proposing embodied carbon reductions that will bring the embodied carbon of high-rise buildings in line with those of low-rise buildings today. But relative to the City's overall climate target, the high-rise offers greater overall GHG reduction due to the transportation-related emissions savings. Also, as the mass timber market evolves we will see taller and taller wood frame buildings across the city, as there are no structural barriers to high-rise mass timber.

**46. Is there a contract with the federal government relating to transportation that is tied to the Broadway Plan in some way? And if yes, how?**

While the Federal government is contributing towards the Broadway Subway Project there are no contracts or expectations from the Federal government related to the planning around the Broadway Subway Project (i.e. Broadway Plan). However, in the Federal budget announcement this year, the Federal government indicated that future transit investments will come with expectations from the Province and municipalities for delivering more homes along the transit infrastructure. This new expectation is anticipated to apply to the UBC Extension and associated future land use planning.