

2

BROADWAY EAST

Revitalization Strategy

2.1 Introduction

The Mount Pleasant Community Plan identified a need to revitalize the Broadway East shopping area. This is the area along Broadway from Prince Edward Street (400-block) to Prince Albert Street (700-block).

The revitalization of Broadway East will require a number of actions, both in the near and longer term, by the City as well as the community. As new development occurs, bringing additional residents and patrons to support local businesses, projects will be required to improve the public realm and streetscape. As rapid transit improvements are implemented, the nature of Broadway will evolve to become more pedestrian-focused while maintaining vehicular movement, including bicycles. Redevelopment of the Kingsgate Mall site will also provide new gathering spaces and more retail opportunities while contributing to a vibrant streetscape.

Ongoing community projects and maintenance activities in the public realm should enhance the physical environment

and contribute to revitalization while building community capacity and pride of place. Businesses and services could work together to strengthen the area's identity. Local artists could be engaged to create and showcase works tied to the place. In time, these actions, particularly if supported through ongoing communication and collaboration among businesses, service providers, residents and the City, should result in the emergence of a strengthened, unique, local shopping area within Mount Pleasant.



Broadway East and Kingsgate Mall site

What's allowed now in Broadway East:

- Zoning: C-2C Commercial District
- Uses: Retail, residential, office, service, cultural
- Height: 4 storeys (13.8 m or 45')
- Density: 3.0 FSR for mixed use development (e.g. residential/commercial)
- Retail, restaurants and service uses encouraged at the street level

What the Mount Pleasant Community Plan (2010) says for Broadway East:

- Uses:
 - » Seek change along this commercial strip to enhance vibrancy, including adding density and height on the north side of Broadway. Encourage a mix of business and residential development, including more medical and dental services.
 - » Require ground floor retail, with office space and social services located above and residential higher up.
- Height:
 - » Up to 6 storeys on the north side of Broadway; investigate permitting additional height between Prince Edward and Guelph and at Fraser on the north side.
 - » On the south side of Broadway, retain existing density and height limits up to 4 storeys.
- Character:
 - » Ensure that Broadway East be kept more local in scale than the Uptown area.
 - » Expand arts and cultural spaces, including space for artists.
 - » Seek quality in design of new buildings.
- Consider potential impacts on views, overshadowing, local traffic and changes to the existing character.
- Include physical, economic and social dimensions, such as public realm improvements, enhanced services and businesses, and a safer environment.

2.2 Character

2.2.1 Existing Character

The Broadway East shopping area is diverse, with both local-serving businesses as well as region-serving specialty businesses that benefit from the busy Broadway corridor. A survey of businesses revealed that at least 15 languages are represented along this stretch. Businesses have been in the neighbourhood ranging from a few months to over 40 years, with most having been in the neighbourhood at least a few years. The majority want to stay in the area.

Broadway East is rich in community services, with organizations providing childcare, support for new immigrants, free meals, seniors programs, crisis services, faith-based services and housing. The area is perceived by some as being unsafe, in part due to the activity associated with some of these services and in part due to the prominence of graffiti, unkempt lanes and neglected storefronts and streetscapes.

Despite this, the neighbourhood is engaged in several ongoing community and placemaking projects. One example is the St. George Rainway initiative, which painted a mural on the St. George Street roadway to acknowledge “te Statlew”, the creek that used to run along that street. Another community group does regular clean-ups of the area, and the artist community (e.g. Broadway East art group) is also active in creating works unique to the area, including art walks and a new art exchange in Guelph Park.

Broadway East contains some buildings on the heritage register, and several other buildings that reflect the area’s past as an early “suburb” of Vancouver. Many of the existing buildings are two-storeys, with retail or services on the ground floor. Frontages in the blocks east of St. George Street are generally smaller, while larger parcels and frontages are found west of St. George Street.



2.2.2 Future Character

Broadway East is changing. New developments include an eight-storey social housing and youth resource centre under construction at Broadway and Fraser Street and a mixed use development proposed at Broadway and Carolina Street. A few new businesses have recently arrived in the neighbourhood, and more will be accompanying the new developments. Moreover, any future redevelopment of the Kingsgate Mall site will have a major impact on the character of Broadway East.

The community has expressed that, as redevelopment occurs, the existing community feel and cultural diversity should be preserved. Specifically, the following aspirations have been raised in regard to neighbourhood character:

- **Diversity:** Preserve viability in this area for small-format, independently operated businesses. Foster introduction of merchant types not currently present in the neighbourhood, such as local foods, fresh produce, banking, bookstores, family restaurants, coffee shops and sidewalk cafes/patios.
- **Affordability:** Provide affordable lease and purchase options to support the small, local business ecology.
- **Social services:** Maintain and improve the integration of services.
- **Beautification and placemaking:** Support community-generated initiatives as a way to improve a sense of safety, vitality and identity within the neighbourhood.



View looking northwest along Broadway, including rendering of new housing and youth resource centre at Fraser Street

2.3 Urban Design Framework

The Broadway East Urban Design Framework builds upon the Mount Pleasant Community Plan and provides more detailed direction on building form, use, character and open space considerations. These will be used in the consideration of rezoning and development applications, together with other relevant City regulations and policies.

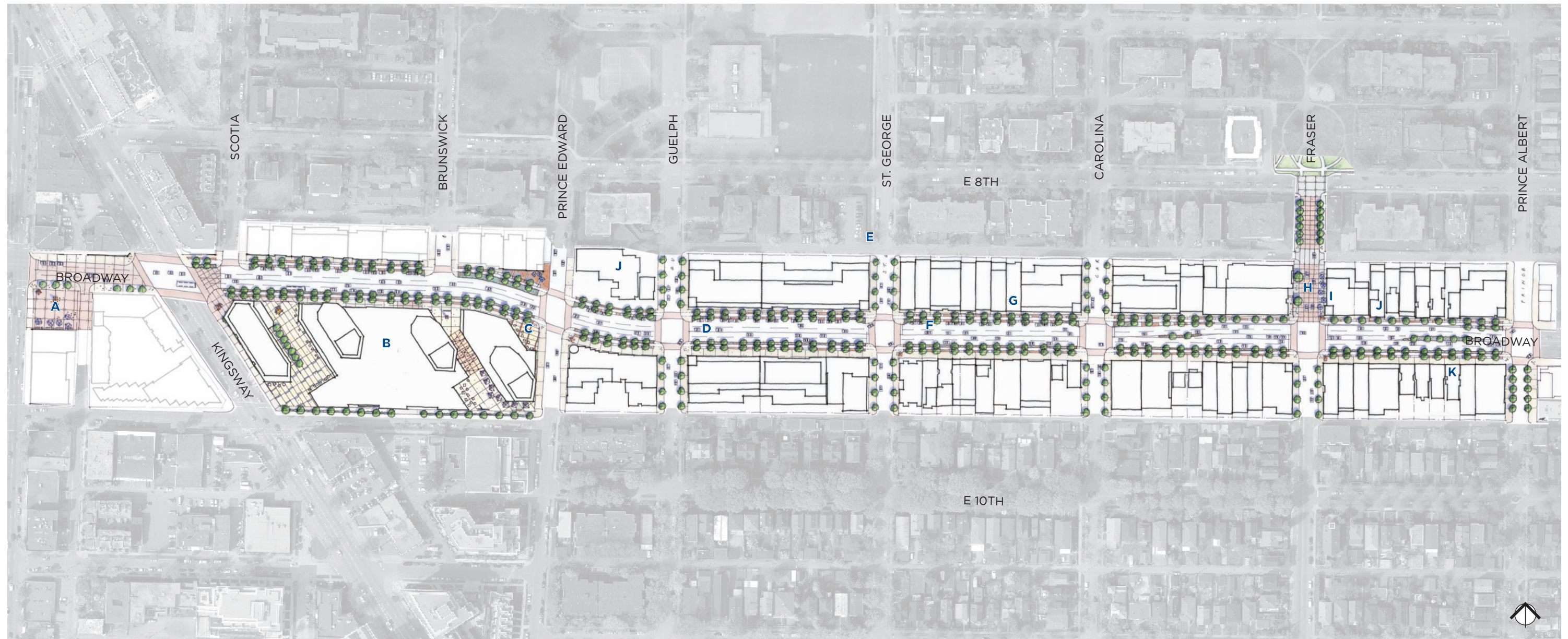
The Broadway East Urban Design Framework should be considered in conjunction with the Mount Pleasant Public Realm Plan (Section 4) and the Mount Pleasant Public Benefits Strategy (Section 5).

2.3.1 Intent

Broadway East between St. George Street and Prince Albert Street currently exhibits a locally and regionally serving “high street” character embodied in many of the older, existing buildings in need of upgrade. These blocks, through sensitive redevelopment, can re-establish a vital, pedestrian-focused shopping area for the local community. Retention, integration and thoughtful interpretation of prevailing character and frontage, while introducing new, innovative building forms at a smaller, more incremental scale, is strongly encouraged. Heights have been considered to balance private views to the north while maximizing daylight to the shopping area’s public realm. Ground oriented commercial uses that engage with pedestrians through visually interesting storefront/lighting/signage design, while ensuring pedestrian comfort through effective weather protection, are required.

The blocks between Prince Edward Street and St. George Street, characterized by larger parcels and frontages, present an opportunity to contribute new job space and add housing in proximity to existing and future transit services. These blocks can contribute to street life and pedestrian vitality in support of the high street immediately east, as well as the anticipated shops and local services to be delivered through redevelopment of the Kingsgate Mall site immediately west. New development in these blocks should contribute to the existing and emerging urban design character for the Uptown precinct further west.

The Kingsgate Mall site offers a unique opportunity to develop a series of buildings and open spaces that will anchor the heart of the Uptown precinct. The site should provide effective transition in built form and scale from a more urban context to established lower scale residential streets. Special public realm and placemaking opportunities for residents to gather are anticipated. Architectural character and expression should reinforce prevailing, and more recently approved, context through thoughtful interpretation, high quality materiality and detailing and artful, crafted elements and features. Local-serving commercial, institutional and cultural activities are anticipated and will continue to contribute to civic vitality and area safety.



- A:** Future transit station
- B:** The large site at Kingsgate Mall is able to accommodate more density and height, an enhanced public realm and additional pedestrian routes
- C:** Urban plaza opportunity
- D:** Reallocate road space to maintain four vehicle travel lanes with parking on the north side when related rapid transit improvements are implemented

- E:** Celebrate and reinforce historic creek
- F:** Maximize street tree opportunities
- G:** Reinforce small frontages to preserve character
- H:** Seek interim improvements (i.e. shared street) to enhance walkability and occasional street closures; continue to explore opportunities to create a community plaza as the area redevelops
- I:** Wrap retail on Fraser Street

- J:** Consider allowing additional height, especially where character buildings are integrated in new development
- K:** Retain heritage and character buildings

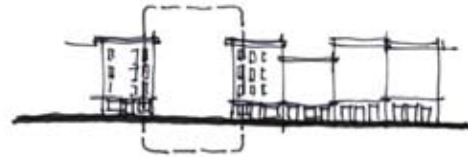
This plan is for illustrative purposes only. It is not intended to be prescriptive, but to clearly illustrate one concept of the complete build-out of Broadway East that would fulfill the intent of this Framework. Implementation will take place incrementally over many years and involve a number of parties including the City, private developers, senior levels of government, non-profit organizations and the community. As implementation occurs, property assembly and individual project design could alter elements of the concept plan.

2.4 Urban Design Principles

These urban design principles provide a broad direction for East Broadway between Prince Edward Street and Prince Albert Street, and the Kingsgate Mall site, taking into consideration this area's history and character, and the directions within the Mount Pleasant Community Plan.

Principle 1

Contribute to Broadway East revitalization and reinforce a unique character through thoughtful and considered redevelopment.



Principle 2

Reinforce and enhance the existing building pattern of smaller frontages to preserve this area's diverse, eclectic character.

Principle 3

Provide more open space opportunities on development sites and through creative use of lanes, sidewalks and roads to create small public gathering spaces including mini parks and urban plazas.



Artist's rendering: Potential public open space at Fraser Street and Broadway

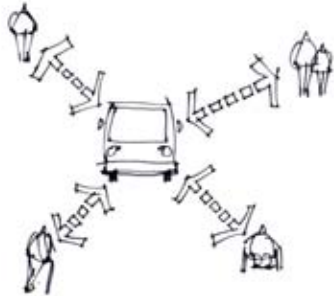
Principle 4

Achieve greater walkability along East Broadway by improving the pedestrian environment through wider sidewalks, open spaces and other pedestrian amenities.

Principle 5

Promote and accommodate cycling and connections, including exploring potential dedicated cycling facilities to serve the commercial areas.





Principle 6

Encourage and support transit use by improving the pedestrian environment and connections, recognizing that every transit trip begins on foot. In the event of rapid transit on Broadway, reallocate road space to improve the public realm and consider dedicated bike facilities. Allocate space to support public bike share, which provides a unique opportunity for trip linking with transit.



Principle 7

Encourage community stewardship and programming of the public realm to help build community and achieve a variety of open space opportunities and potential activities.

Principle 8

Recognize existing older buildings that contribute to the area's character and identity; retain/re-purpose and integrate these as part of new development.

Principle 9

Promote a local shopping street character around Broadway and Fraser by encouraging small frontages and local-serving retail.

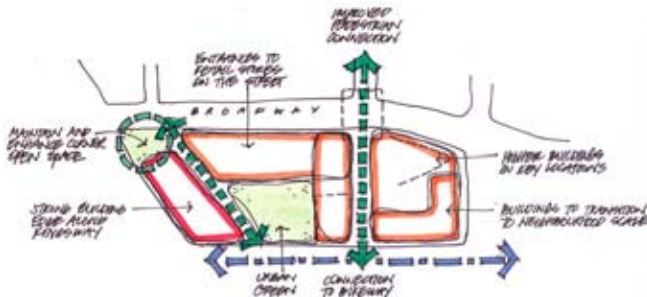
Principle 10

Promote a mixed use residential and jobs-focused area between Prince Edward Street and St. George Street and continuing toward the Uptown precinct to the west.

Principle 11

Kingsgate Mall site:

- Recognize the potential for this large site to enhance civic life in Mount Pleasant through redevelopment, with the creation of public open space, active edges and a series of buildings.
- View this as an anchor site transitioning from more active and denser Uptown to the local-serving shopping character of Broadway East.
- Building height and form should respect the "hilltown" concept on Main Street and local context while integrating anticipated new higher building forms.
- On the Kingsway frontage, emphasize the historical alignment of the street.



Initial concept principle for the Kingsgate Mall site (Mount Pleasant Community Plan 2010)

2.5 Policies

The following policies apply to rezonings and redevelopment in Broadway East.

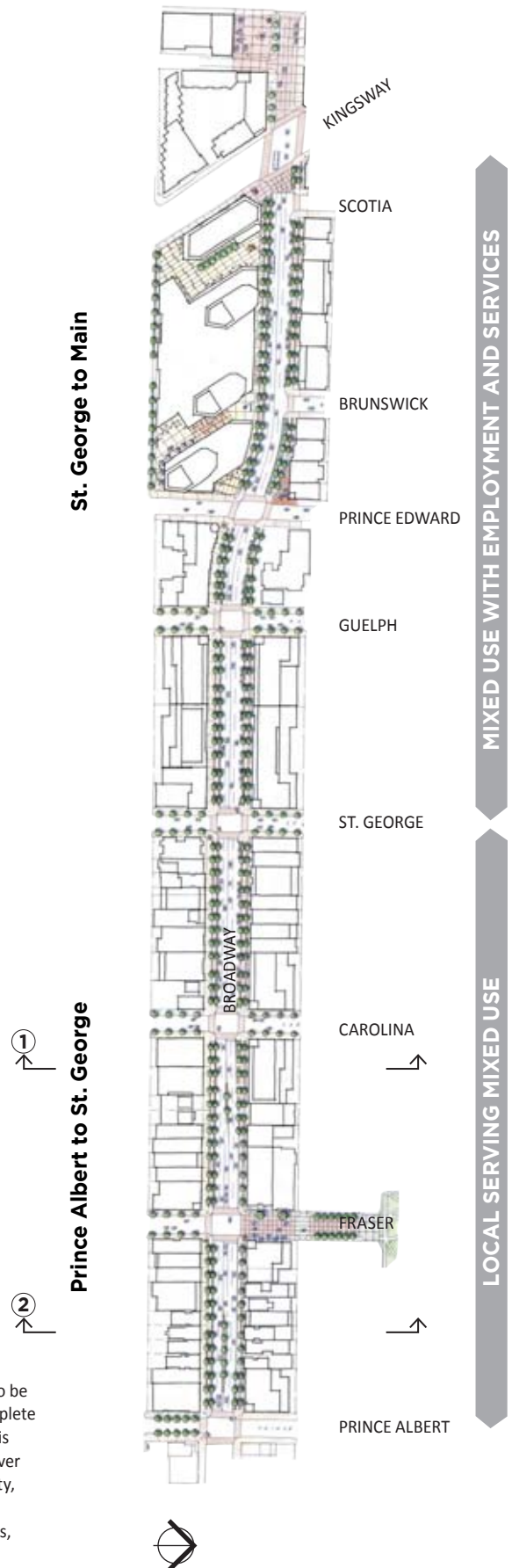
2.5.1 Use

- A mix of uses will be allowed, including residential, office, retail and cultural.
- Ground level uses and respective retail frontages should serve an animation/activation function along frontages.

2.5.2 Height

- North side of Broadway: Subject to public view, shadowing, overlook and livability impacts on adjacent/nearby sites:
 - » Facing Fraser Street: Up to 8 storeys (approximately 25 m or 85')
 - » Between Prince Edward Street and Guelph Street, and between Fraser Street and Prince Albert Street: Up to 8 storeys (approximately 25 m or 85') with a retained character building that strengthens the area character and identity through appropriate built form, uses and architectural expression
 - » Otherwise, up to 6 storeys (approximately 19.8 m or 65')
- South side of Broadway:
 - » Up to 4 storeys (approximately 13.8 m or 45')
- Kingsgate Mall site:
 - » The maximum height is 54.9 m or 180'
- For the purposes of the Broadway East Urban Design Framework, typologies are defined as follows:
 - » Lowrise: 1 to 5 storeys
 - » Midrise: 6 to 12 storeys
 - » Highrise: 13 or more storeys

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2.5.3 Density

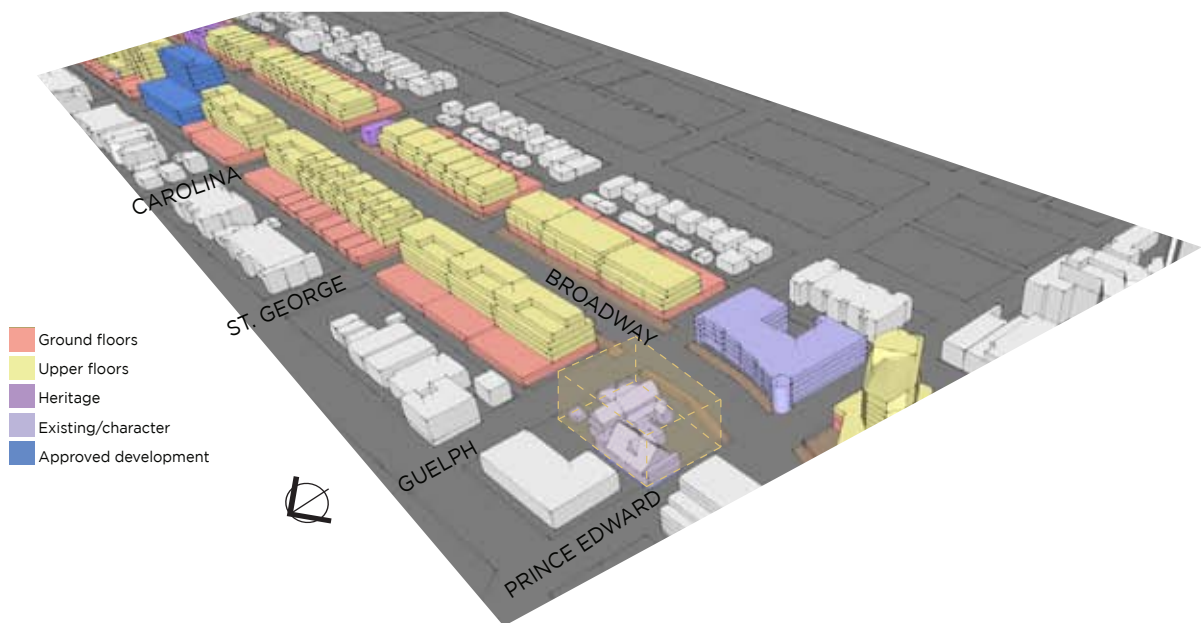
The maximum density is as follows:

- North side of Broadway: 3.25 FSR, except:
 - » Facing Fraser Street: 4.25 FSR
 - » Between Prince Edward Street and Guelph Street, and between Fraser Street and Prince Albert Street, where additional height is granted per section 2.5.2: also 3.25 FSR
- South side of Broadway: 3.0 FSR
- Kingsgate Mall site: 5.0 FSR

The maximum floor space ratio (FSR) is based on intended urban design performance for the area. The development potential of an individual site may be less depending on lot size or shape, building form and typology, and the height and scale appropriate for its location.



Massing concept facing northwest: Illustrating potential full build-out of Broadway East



Massing concept facing southeast: Illustrating potential full build-out of Broadway East

2.5.4 Built Form Guidelines

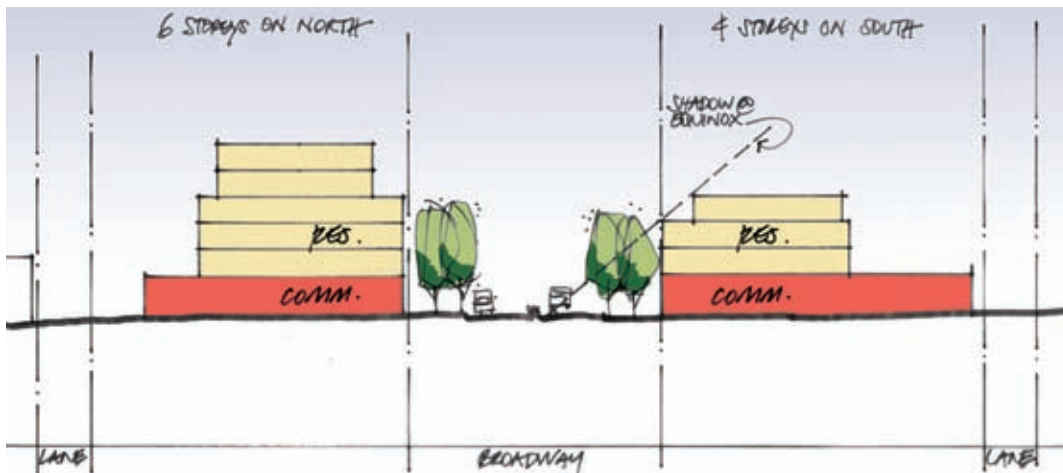
Introduce new contextual buildings, as well as extend the life of important older character buildings, through thoughtful re-purposing and viable integration. Explore innovative approaches to built form, while reinforcing and improving upon the overall established character of East Broadway as an important shopping street.

Building volumes should be arranged to minimize shadowing on public spaces such as sidewalks and public plazas.

Development setbacks will be sought, particularly on the north side of the street, to expand the public realm and sidewalks where possible. The recommended sidewalk width is 5.5 m (18') from curb to building.

A strong, continuous streetwall is desired along Broadway.

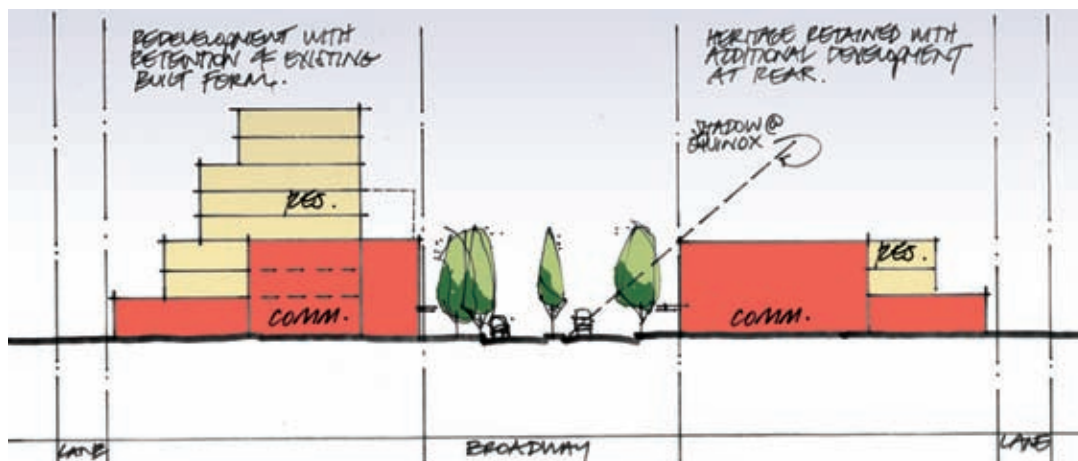
- On the north side of Broadway, for buildings up to 6 storeys, provide a streetwall height of 4 storeys (5th storey to be set back a minimum 2.4 m or 8').
- On the south side of Broadway it is expected that prevailing regulations will be followed regarding building massing.



Section 1 facing east, showing new buildings: Diagrammatic section illustrating streetwall, setback and use concepts

Ground floor frontages should be clearly delineated with architectural features and fenestration patterns that emphasize a scale appropriate for neighbourhood-serving retail.

- Frontages between St. George and Prince Albert Streets should reflect more local-serving, smaller scaled shops with frontages and awnings up to a maximum of 10 m (33').
- Frontages should respond to the rhythm of existing buildings and reflect the fabric of the neighbourhood.
- Floor-to-floor heights for ground floor space should be a minimum of 4.3 m (14').
- Pedestrian experience should be considered in designing frontages. Facade treatments that create a perception of continuous walls are discouraged; open and individual entrances when viewed from the sidewalk are encouraged.
- Articulation of facades (projections, bays) is encouraged.
- Weather protection should be provided to facilitate year-round pedestrian comfort. Canopies and individual shop awnings can contribute to the desired scale and vibrancy of the street.
- Frequent doors and windows, with few blank walls, are encouraged.



Section 2 facing east, showing redevelopment with retention of existing built form: Diagrammatic section illustrating streetwall, setback, and use concepts

The Kingsgate Mall site redevelopment is intended to be planned as a series of appropriately scaled buildings that:

- Define and shape public open spaces, including a large scaled public plaza near Broadway and Kingsway.
- Introduce public open space at desired corners.
- Create a commercial and/or mid-block north-south pedestrian mews to reduce the scale of the podium, and achieve more active frontage and pedestrian permeability.
- Improve CPTED (Crime Prevention Through Environmental Design) performance given the large site size.
- Taller buildings should provide transitional scale by deferring to buildings at Kingsway/Broadway.

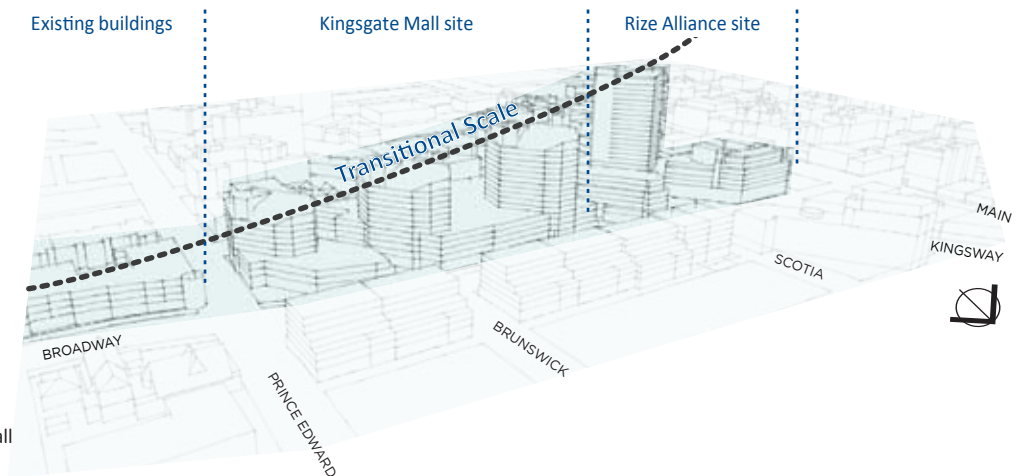


Illustration of potential Kingsgate Mall site massing deferring to height at Kingsway/Broadway

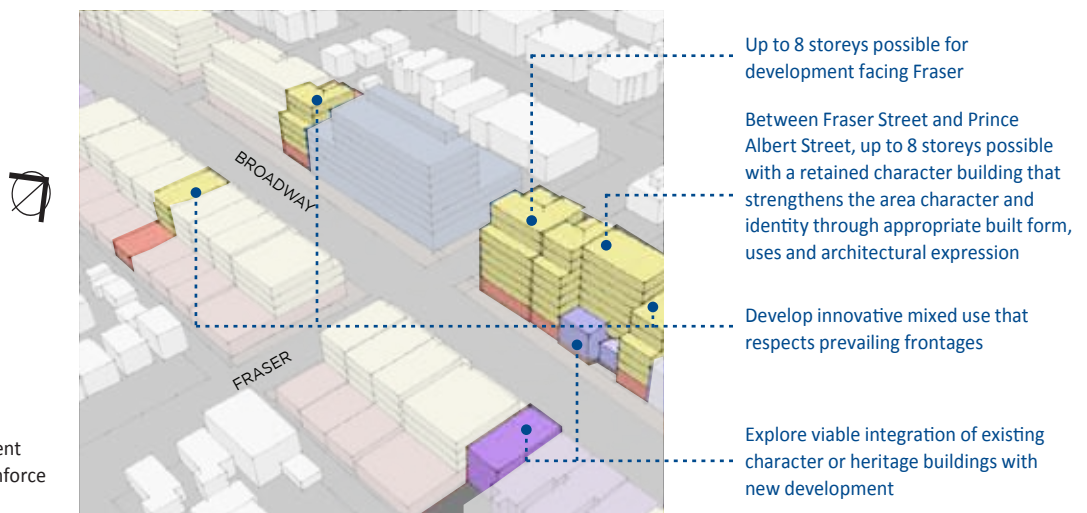
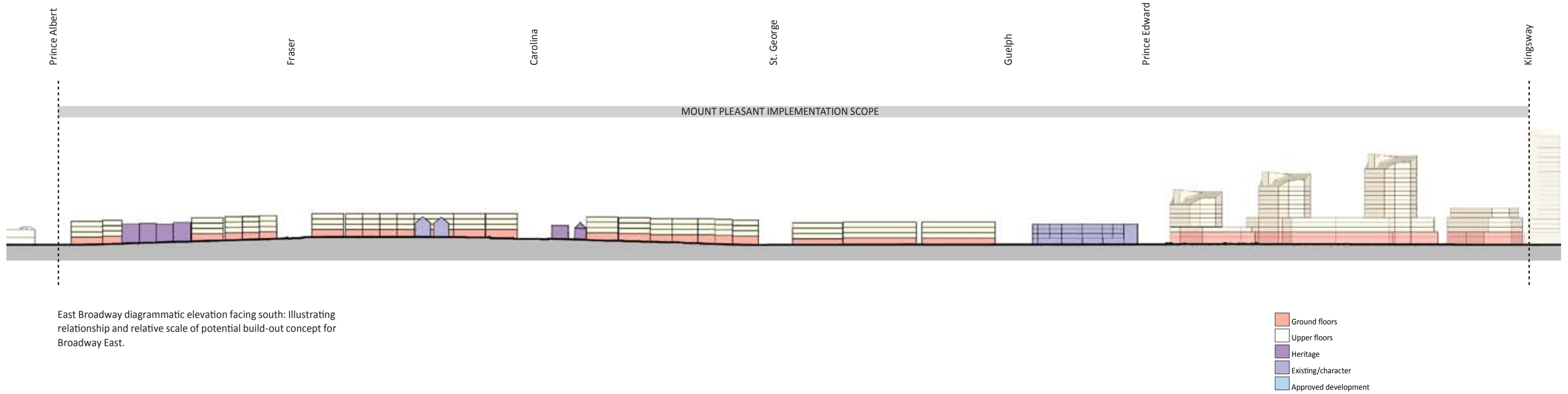
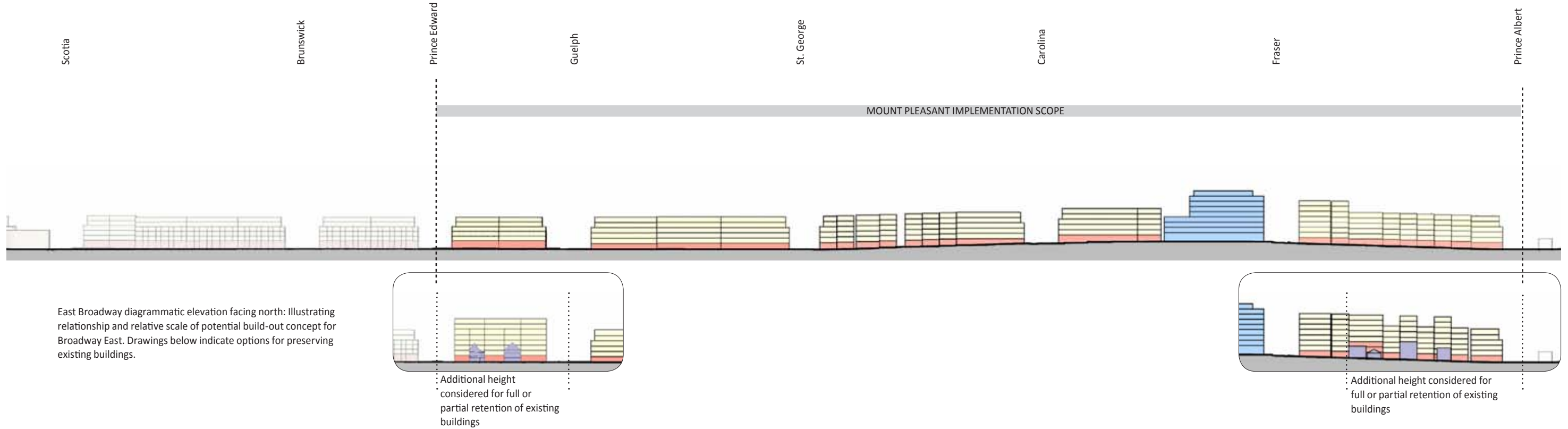


Illustration of possible development concepts for new buildings to reinforce character of Broadway East



2.5.5 Sustainable Building Design

All new developments in Broadway East are subject to the City's Green Building Strategy for New Buildings. All rezoning applications are subject to the City's Rezoning Policy for Greener Buildings. As sustainability policies develop city-wide, those requirements will apply.

2.5.6 Streetscape

An improved streetscape and pedestrian network are important to the overall image and character of Broadway. Streetscape design plays an important role in improving the quality and safety of the public street experience for pedestrians and cyclists. It is expected that the new pedestrian environment, from the curb to the new building face, will provide for a rich mixture of functions including meandering, walking, shopping, seating and watching.

(Italicized text indicates directions taken from the City of Vancouver Transportation 2040 Plan.)



Walking

Make walking safe, convenient and delightful, and ensure streets and sidewalks support a vibrant public life that encourages a walking culture, healthy lifestyles and social connectedness.

- Enhance the public realm on Broadway by widening sidewalks where possible, developing curb bulges, allowing parklets, and providing amenities such as street trees, furniture and buffers between pedestrians and moving traffic.
- Seek to improve and create additional pedestrian crossing opportunities across Broadway.
- Continue to prioritize pedestrian improvements on residential streets with higher pedestrian volumes, close to schools, community facilities or other destinations, or a history of collisions.
- Complete the sidewalk network in areas of the neighbourhood that currently lack sidewalks.

Cycling

Make cycling feel safe, convenient and comfortable for people of all ages and abilities. Prioritize connections to important destinations like schools, community centres, transit stations and shopping areas.

- Support improved integration of cycling and transit by:
 - » Providing bike parking and bike storage at a future rapid transit station at Main Street and Broadway
 - » Providing safe, convenient connections between rapid transit stations and the existing cycling network
 - » Considering bike access and movement as part of station upgrades
- Consider developing cycling facilities along Broadway to serve emerging high street conditions. Opportunities may be found through development setbacks and reallocation of road space following the introduction of rapid transit along Broadway.
- Support the future public bike share program expansion into Mount Pleasant. Where feasible, stations for the City's public bike share system will be sought on public streets, sidewalks, plazas and private property. Stations are to be designed based on siting principles and requirements (e.g. size, surface treatment, power) provided by the City's Engineering Department.
- Support improved bike access on Broadway by providing sufficient bike parking.

For specific detailing of the streetscape, refer to the Mount Pleasant Public Realm Plan (Section 4).

2.5.7 Public Open Space

The Mount Pleasant Public Realm Plan includes “Parks and Plazas” as a key strategy to help create an eclectic, varied, unique public realm that reflects the community’s history and character and the people who live there. Recommendations from the Public Realm Plan include the following pertaining to public open space in Broadway East:

- Continue to explore open space, mini park and plaza opportunities for East Broadway between Main Street and Prince Albert Street.

For further detail on public open space opportunities, refer to the Mount Pleasant Public Realm Plan (Section 4).



Potential open space concept for Fraser Street and Broadway

2.5.8 Transportation Considerations

(Italicized text indicates directions taken from the City of Vancouver Transportation 2040 Plan.)

Transit

Support transit improvements to increase capacity and ensure service that is fast, frequent, reliable, fully accessible, and comfortable.

- Support improved frequency and reliability of existing bus routes.
- Support high capacity rapid transit on the Broadway Corridor.
- Support improved transit connections between rapid transit lines (existing and future).
- Enhance bus waiting areas as part of overall improvements to Broadway.

Goods Movement and Loading

Support the efficient movement and delivery of goods and services, while reducing negative impacts to the community and the environment.

- Carefully consider and manage impacts to transit, services and deliveries, traffic congestion and parking when expanding or improving walking and cycling routes, or when implementing measures to give pedestrian and cycling priority at intersections.
- Continue to support local businesses by planning for loading and deliveries and by ensuring potential customers have exposure and convenient access.

Motor Vehicles and Parking

Manage the road network efficiently to improve safety, minimize congestion, and support a gradual reduction in car dependence. Make it easier to drive less. Accelerate the shift to low-carbon vehicles and car-share alternatives.

- Continue to look for opportunities to enhance pedestrian comfort and public realm along major arterials by extending parking hours or removing parking restrictions. Opportunities may be found through the introduction of rapid transit on Broadway at which point roadway requirements to accommodate buses in peak hours may change.



2.6 Other Revitalization Opportunities

2.6.1 Role of the City



Hummingbird (Artists: Anne Marie Slater and James Harry)

As part of the development of the Revitalization Strategy, the City created opportunities for the Broadway East community to connect with each other at various events, including focus group meetings, a neighbourhood clean-up and a street festival on Fraser Street. A business survey was conducted to identify key issues, with cleanliness and the appearance of the street and buildings being a primary concern. Staff subsequently involved the City's Integrated Graffiti Management Program to address graffiti in the area and, together with the community, brought three new murals to Broadway East. In order to assist with business organization and area promotion, City staff created a community newsletter catered to businesses, as well as a business directory, which the community is being encouraged to take over for updating.

Moving forward, the City's key role in revitalizing Broadway East will be regulating physical change that will come through redevelopment. The City will also continue supporting revitalization through various programs (e.g. Integrated Graffiti Management Program, Keep Vancouver Spectacular, Business Improvement Area (BIA) Program). Through existing resources and programs, the City will encourage and support the community in working together to improve and promote the area.



2.6.2 Role of the Community

For revitalization to succeed over the long term, the community will need to remain engaged, improve in its organization (e.g. businesses), and encourage ongoing stewardship of community projects and the public realm. As new business opportunities arise through redevelopment, the local community can reach out to their networks and encourage them to locate in Broadway East. The adjacent Mount Pleasant BIA may also be able to provide advice based on its experience. Moreover, community initiatives can contribute significantly in beautifying and animating the public realm, delivering projects such as greening, public art, laneway activities, art walks and street festivals. These activities can help build, strengthen and sustain community capacity, which will be the backbone in the revitalization of Broadway East.

