



# BROADWAY PLAN

**Broadway Plan Review**

**Engagement Summary | September 2024**



# Acknowledgement

The Broadway Plan aims to recognize the living culture and history of the xʷməθkʷə́yəm (Musqueam), Sḵw̓x̓wú7mesh (Squamish), and sə́lilwə́taʔ (Tsleil-Waututh) peoples.

The City of Vancouver is on the unceded traditional territories of the xʷməθkʷə́yəm (Musqueam), Sḵw̓x̓wú7mesh (Squamish), and sə́lilwə́taʔ (Tsleil-Waututh) Nations. The Nations have a spiritual, cultural, and economic connection to the land since time immemorial. The term unceded acknowledges the dispossession of the land and the inherent rights that the Nations hold to the territory. The term serves as a reminder that xʷməθkʷə́yəm (Musqueam), Sḵw̓x̓wú7mesh (Squamish), and sə́lilwə́taʔ (Tsleil-Waututh) have never left their territories and will always retain their jurisdiction and relationships with the territory.

## City of Vancouver

Vancouver City Council endorsed the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) in 2013 and has designated Vancouver as a City of Reconciliation. To achieve its goals, the City established the Reconciliation Framework in 2014, which was reaffirmed by the City in 2022.

In October 2022, Vancouver City Council adopted the UNDRIP Strategy for Vancouver. In June 2024, the UNDRIP Action Plan was approved by the Councils of all partners. All City activities including implementation of the Broadway Plan will align with, and advance, the UNDRIP Strategy's calls-to-action.

## Learn More

There are a number of resources available to learn more about the historical and current relationship the xʷməθkʷə́yəm (Musqueam), Sḵw̓x̓wú7mesh (Squamish), and sə́lilwə́taʔ (Tsleil-Waututh) Nations have with the land now known as the City of Vancouver. Their websites contain information about their histories, cultures, governance, and ways of affirming their continuity on these lands:



Musqueam Indian Band: [www.musqueam.bc.ca](http://www.musqueam.bc.ca)



Squamish Nation: [www.squamish.net](http://www.squamish.net)



Tsleil-Waututh Nation: [www.twnation.ca](http://www.twnation.ca)

Please visit the City of Vancouver website to learn more about the designation as a City of Reconciliation, the City of Vancouver's United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) Strategy, the City's UNDRIP Action Plan, and the City of Vancouver's First Peoples: A Guide for Newcomers.

[Read the City of Reconciliation webpage here](#)

[Read the City of Vancouver's UNDRIP Strategy here](#)

[Read the City of Vancouver's UNDRIP Action Plan here](#)

[Read First Peoples: A Guide for Newcomers here](#)



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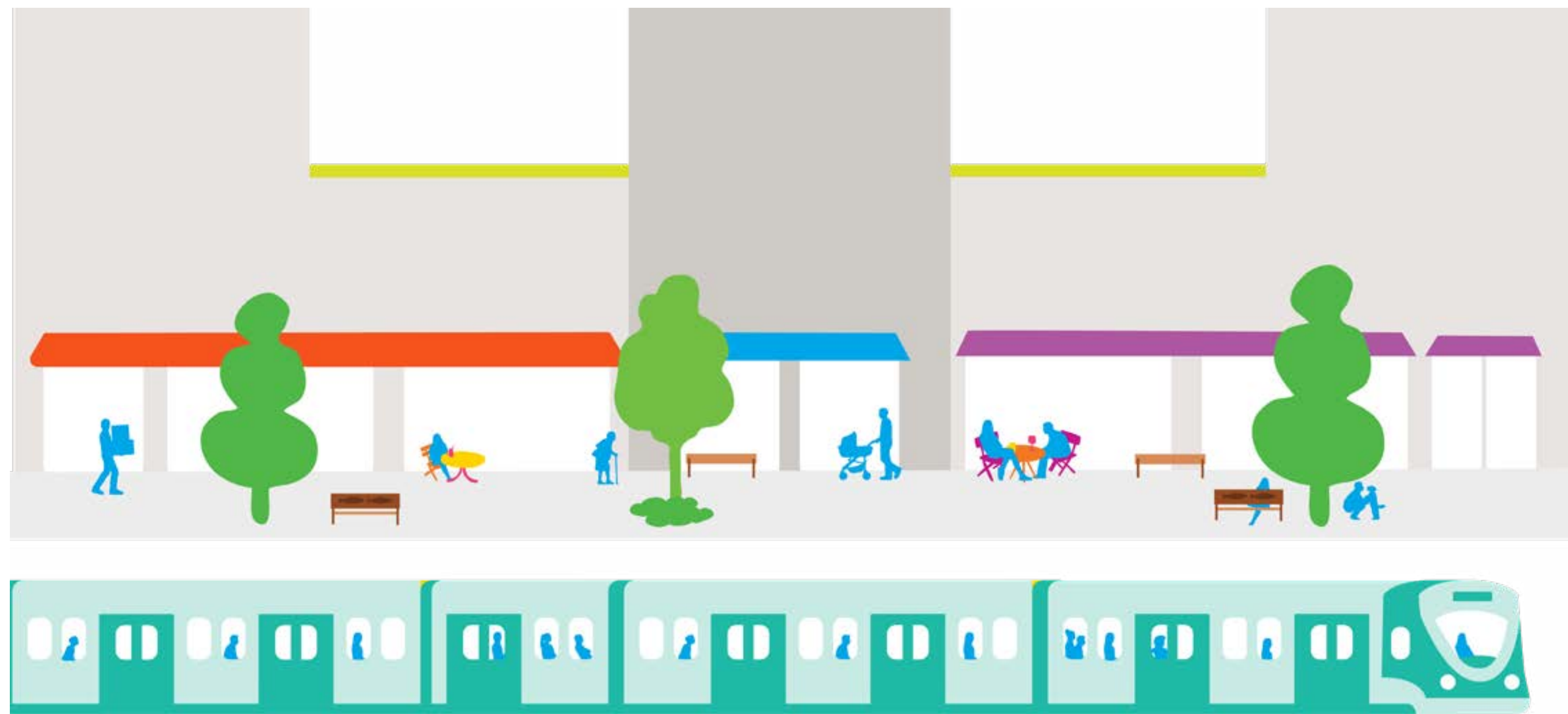
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# Executive Summary

From June 13 to July 14, 2024, City staff launched a community and stakeholder engagement process to share and seek feedback on proposed amendments to the Broadway Plan's land use, built form and tower limit policies. These proposed changes are based on early learnings from Broadway Plan implementation as well as new legislation enacted by the Province in December 2023 that sets requirements for land use planning in Transit-Oriented Areas (TOAs).

This engagement summary provides an overview of the engagement opportunities and what we heard. Over the course of the engagement period, 2,600+ people who live, work, visit and play in the Broadway Plan area were engaged in the process. Feedback will be used to refine our proposed directions that will be considered by Council in November 2024.

## Key Themes from Engagement

The key themes from the responses to the three Broadway Plan Review (2024) survey questions focused on balancing the need for housing and densification with the preservation of neighbourhood character and livability.

- **Need for increased density and taller buildings** especially near transit hubs.
- **Concerns about negative impacts of taller buildings and densification** including the disruption of residential neighbourhoods, impacts on skyline and green spaces, adequate infrastructure, and increased congestion and overcrowding due to taller buildings and densification.
- **Support is contingent** on the inclusion of green spaces, appropriate infrastructure and high-quality, innovative architectural design.
- **Support for more density and housing;** however, concerns about impacts on small business displacement as well as village and residential area character.



*Key topics about tall buildings in no particular order nor weighting  
Qualitative analysis by Qualitas Research, 2024; word cloud by the Broadway Plan team*

# 1 Introduction

## About the Review

In June 2022, City Council approved the [Broadway Plan](#), a 30-year plan to guide growth and change for the area along Broadway, generally located east to west from Clark Drive to Vine Street, and north to south from 1st Avenue to 16th Avenue. Work is now underway to add new housing, job space and amenities that integrate with the Broadway Subway and meet our city's needs.

The City has received dozens of rezoning and development applications under the Broadway Plan since its adoption. These new developments will help deliver the types of housing, employment space, and community amenities that the Plan envisions. As the Broadway Plan is intended to be a flexible framework that will respond to evolving opportunities and challenges in the area and the city of its 30-year life, the City tracks development activity as projects progress and monitors the Plan's performance. The City is committed to reviewing the Plan periodically, proposing adjustments where necessary to achieve the Plan's Guiding Principles and objectives.

We are now conducting our first review. New Provincial legislation has been introduced that impacts land use planning in Transit-Oriented Areas (TOAs). Changes to the Broadway Plan in some areas are necessary to align with the new legislative requirements. City staff have also identified some potential policy improvements based on early learnings from implementation of the Plan.

The review of the Broadway Plan focuses on a few key topics:

### Land use policy in select areas

Most of the land use policy in the Broadway Plan complies with or exceeds the legislative requirements. However, there are some areas where the current Broadway Plan policies do not align with the TOA requirements.

Due to the new TOA legislation, as well as early learnings from Plan implementation, the City is considering amendments to the Broadway Plan's land use policies in some areas.

### Tower limit policies

In several locations, the Broadway Plan limits the number of towers allowed on a block or block face. The policies limiting the number of towers per block are intended to help maintain solar access and livability and to create more variation in building heights and types.

Considering the new Provincial legislation and early learnings from Broadway Plan implementation, the City is proposing to remove tower limit policies in areas that are closest to transit, shops, services and amenities.

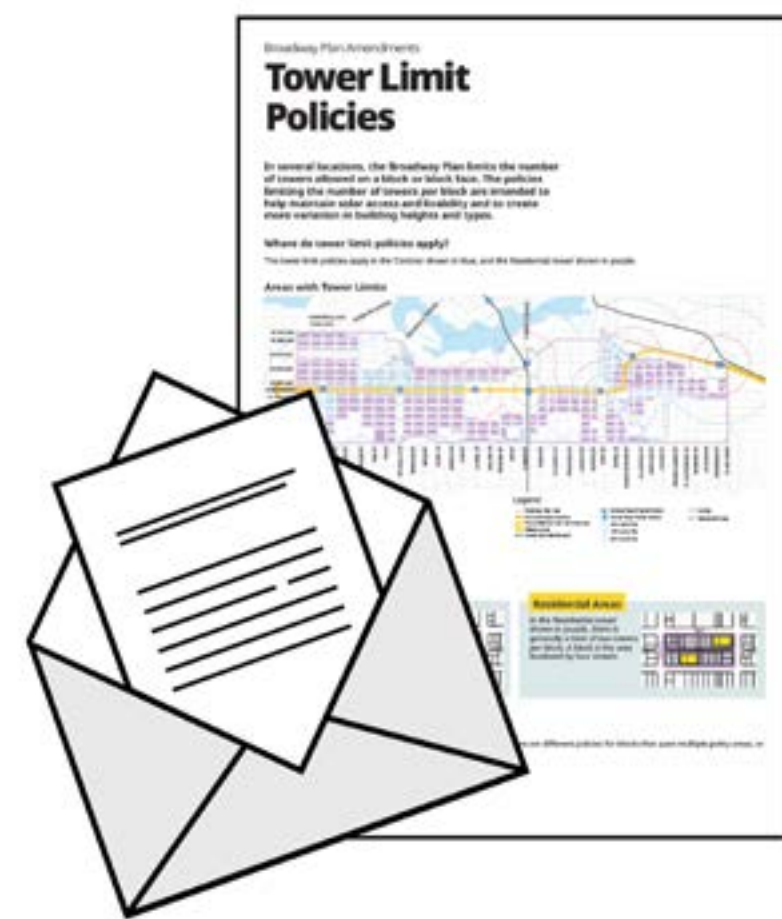
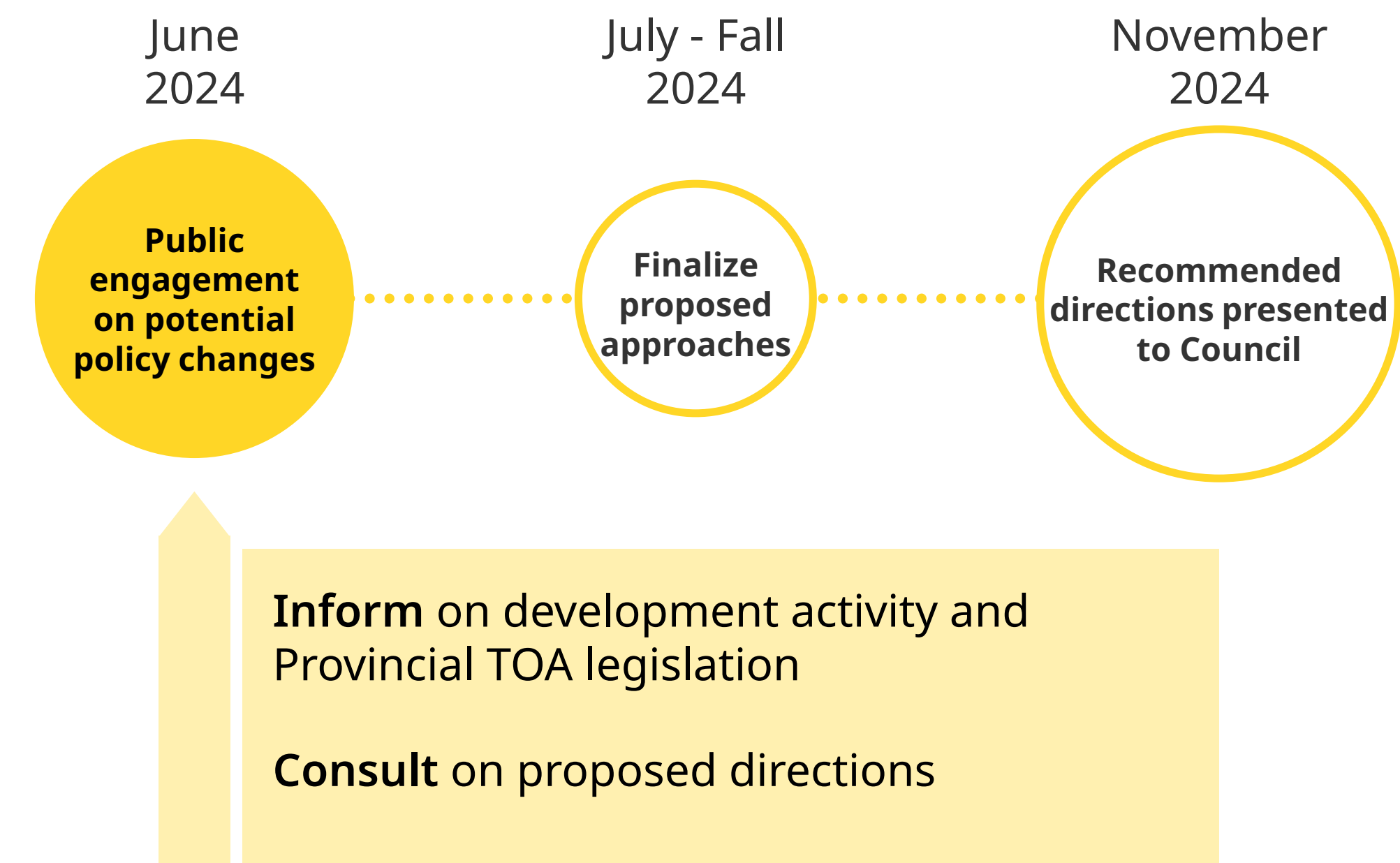
### Flexibility for building heights

Based on early learnings from Plan implementation, the City is considering amendments to the Broadway Plan policies to provide more specific direction on when modest increases in building height would be considered.

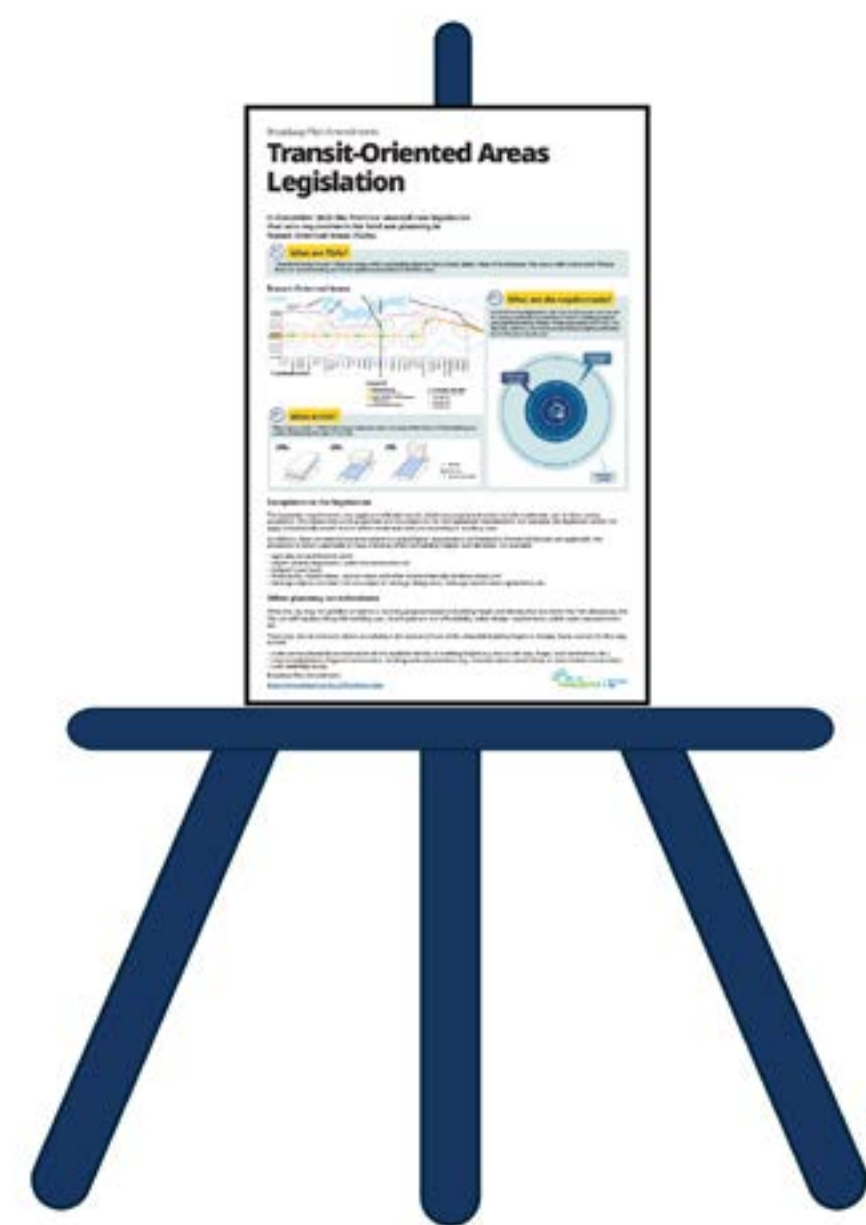
# 1 About this Report

This report presents summarized information and key findings related to all engagement initiatives undertaken, including a detailed breakdown of engagement events and activities, as well as responses to the Broadway Plan Review section of the survey. Accessible engagement approaches included translating a project summary and the survey into Traditional and Simplified Chinese, and coordinating with the City’s call-in service (3-1-1) as an alternative method for the public to complete the online survey.

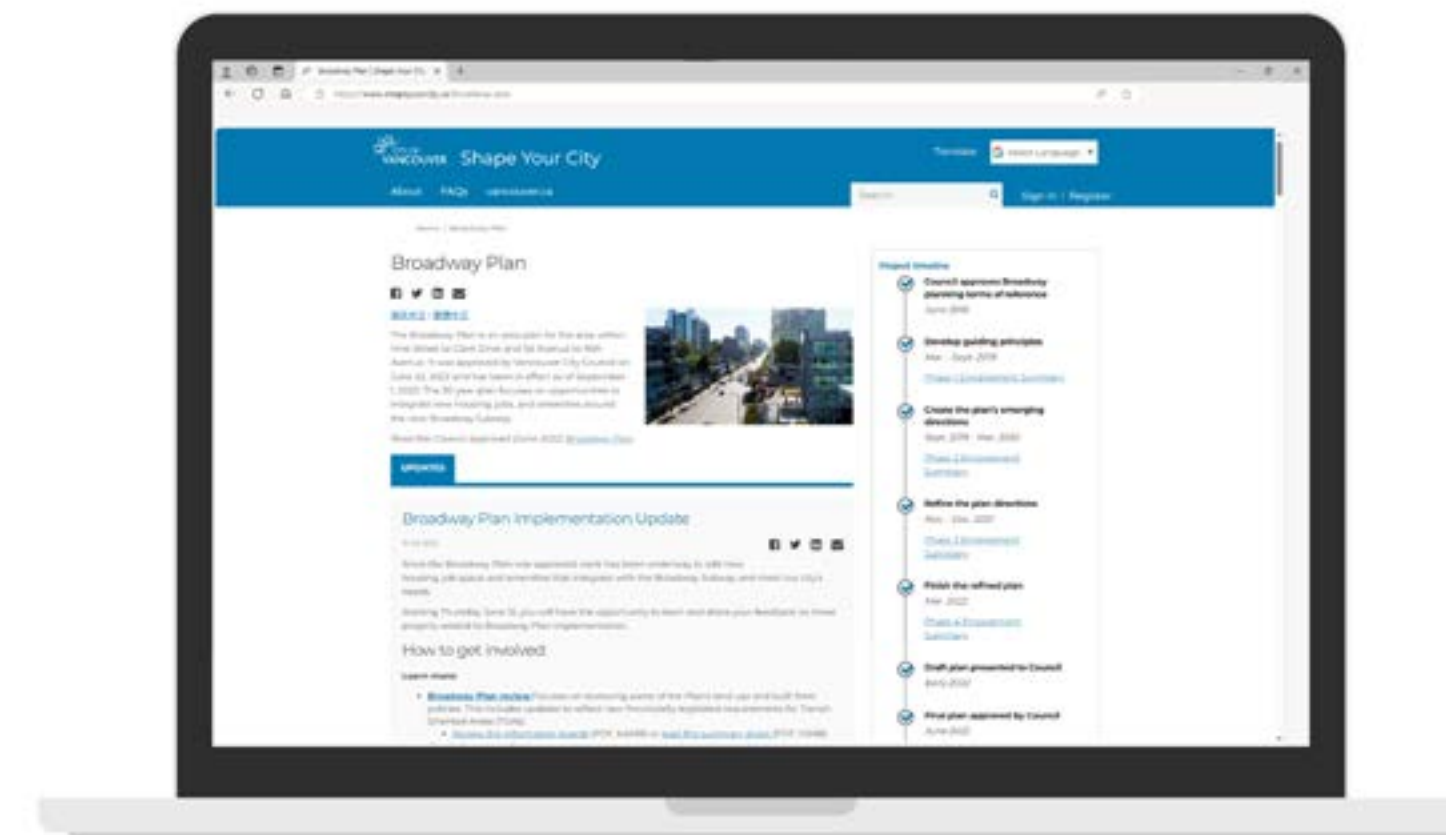
This report also includes information on the process to date, engagement numbers, and who we heard from. The feedback will be used to refine our proposed policy amendments. The recommended directions will be included in our report to Council for consideration in November 2024.



**1,934**  
survey  
responses



**100+**  
pop-up  
visitors



**3,500+**  
website  
visitors

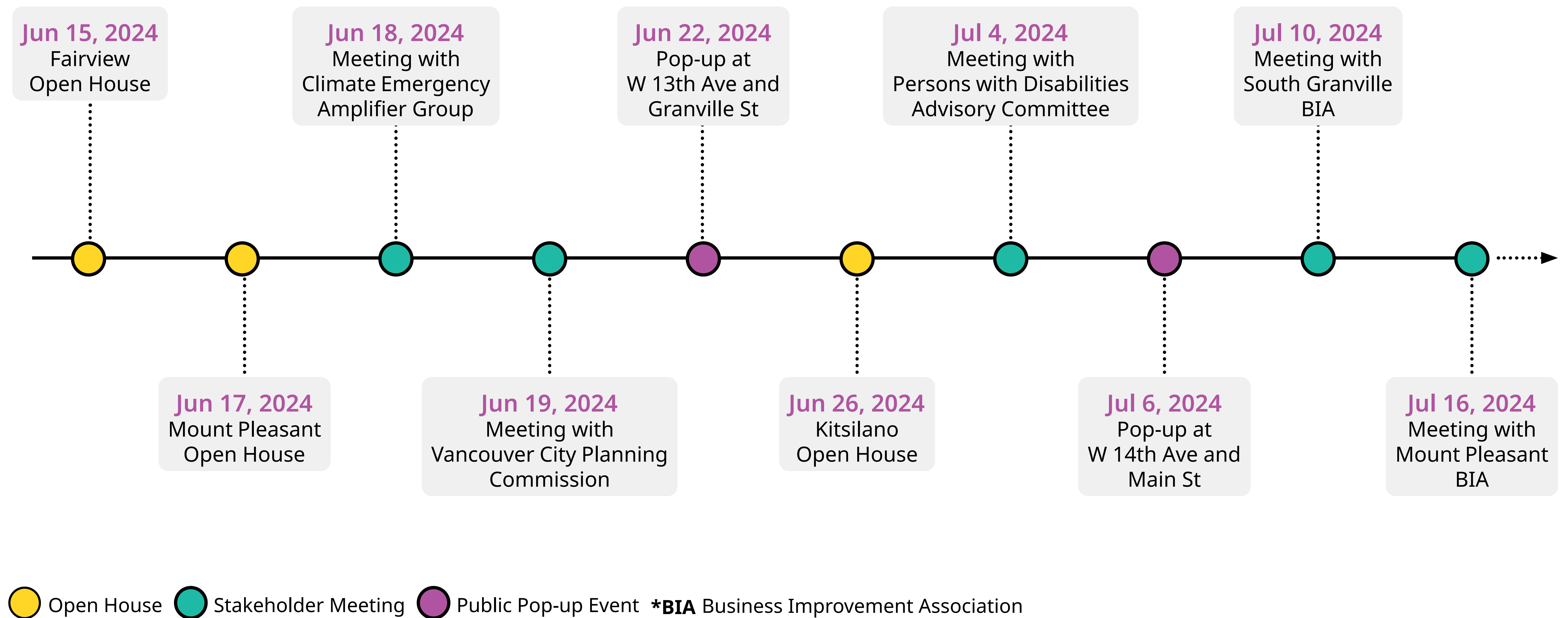


**5**  
stakeholder  
meetings

# 2 Engagement Process

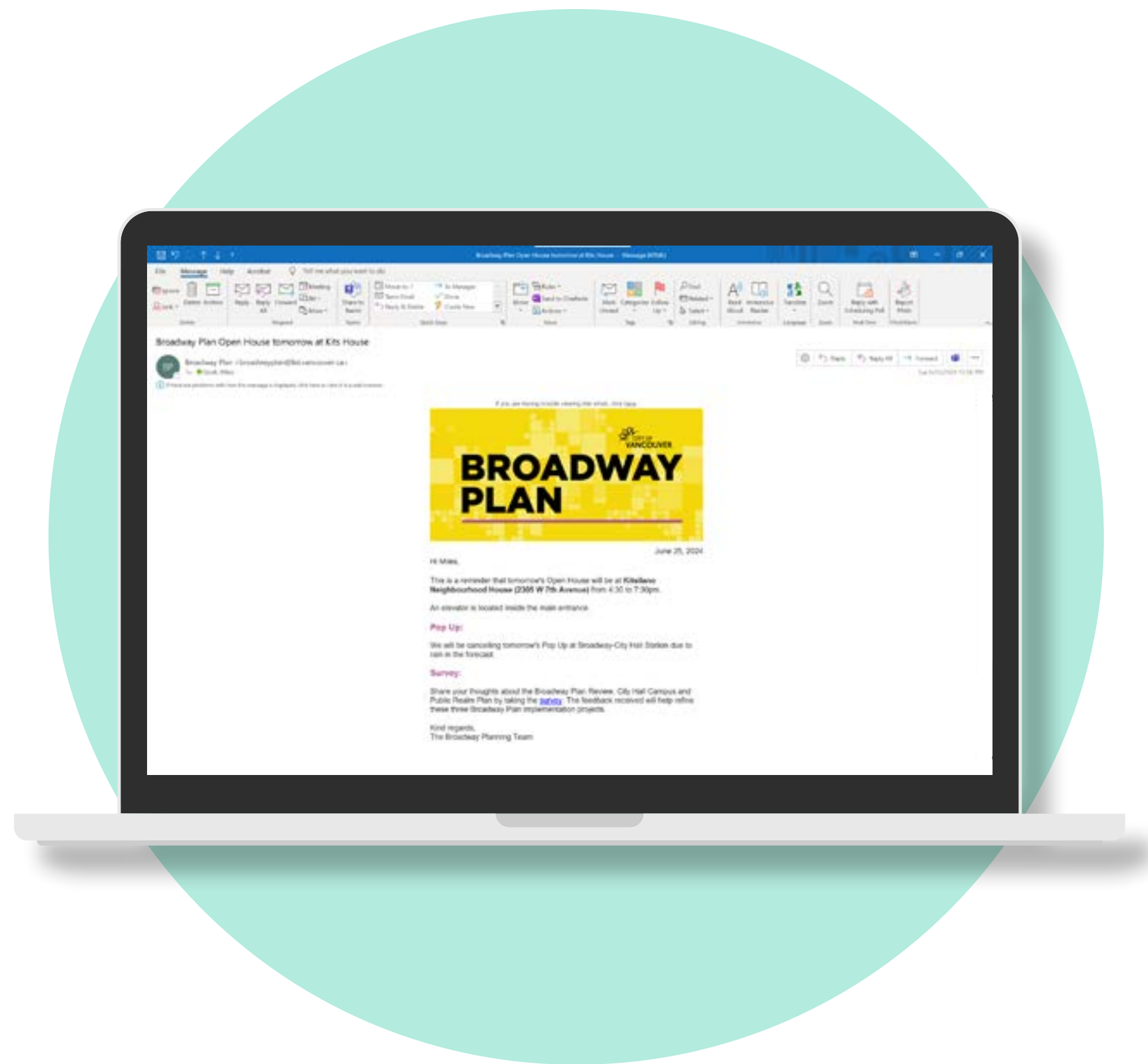
This report is the result of a process that involved a variety of in-person and virtual engagement opportunities. The engagement touchpoints involved people who live, work, play, shop and learn in the neighbourhoods in the Broadway Plan area and throughout the rest of Vancouver.

## Engagement Activities



# 2 Notification Process

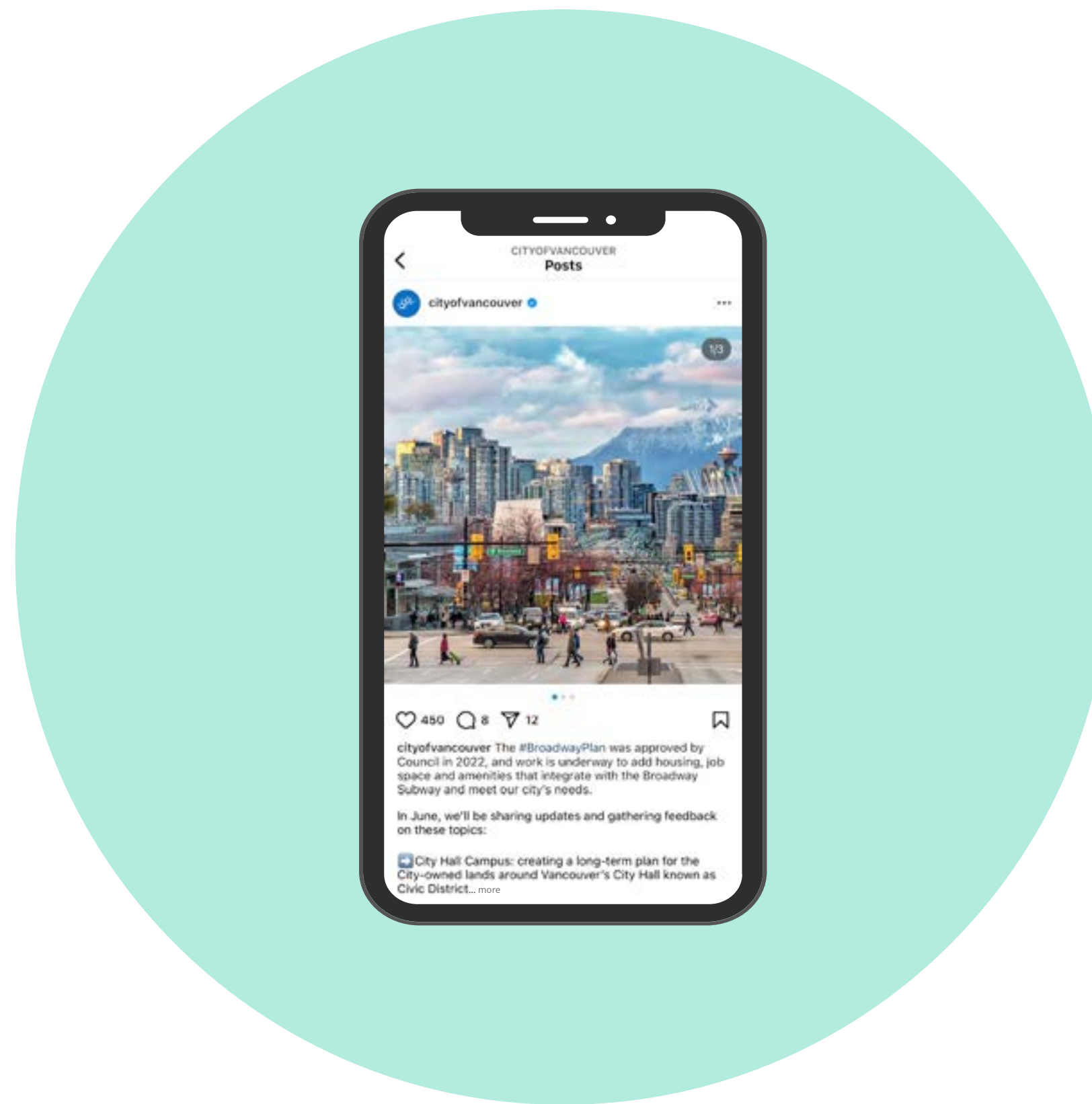
Given the diverse lifestyles and access needs of Vancouver residents, workers and visitors, staff chose a variety of mediums for notifying the public of the engagement process.



## Email Newsletter

**10**  
broadcast  
emails

**1,776**  
email subscribers  
at time of launch



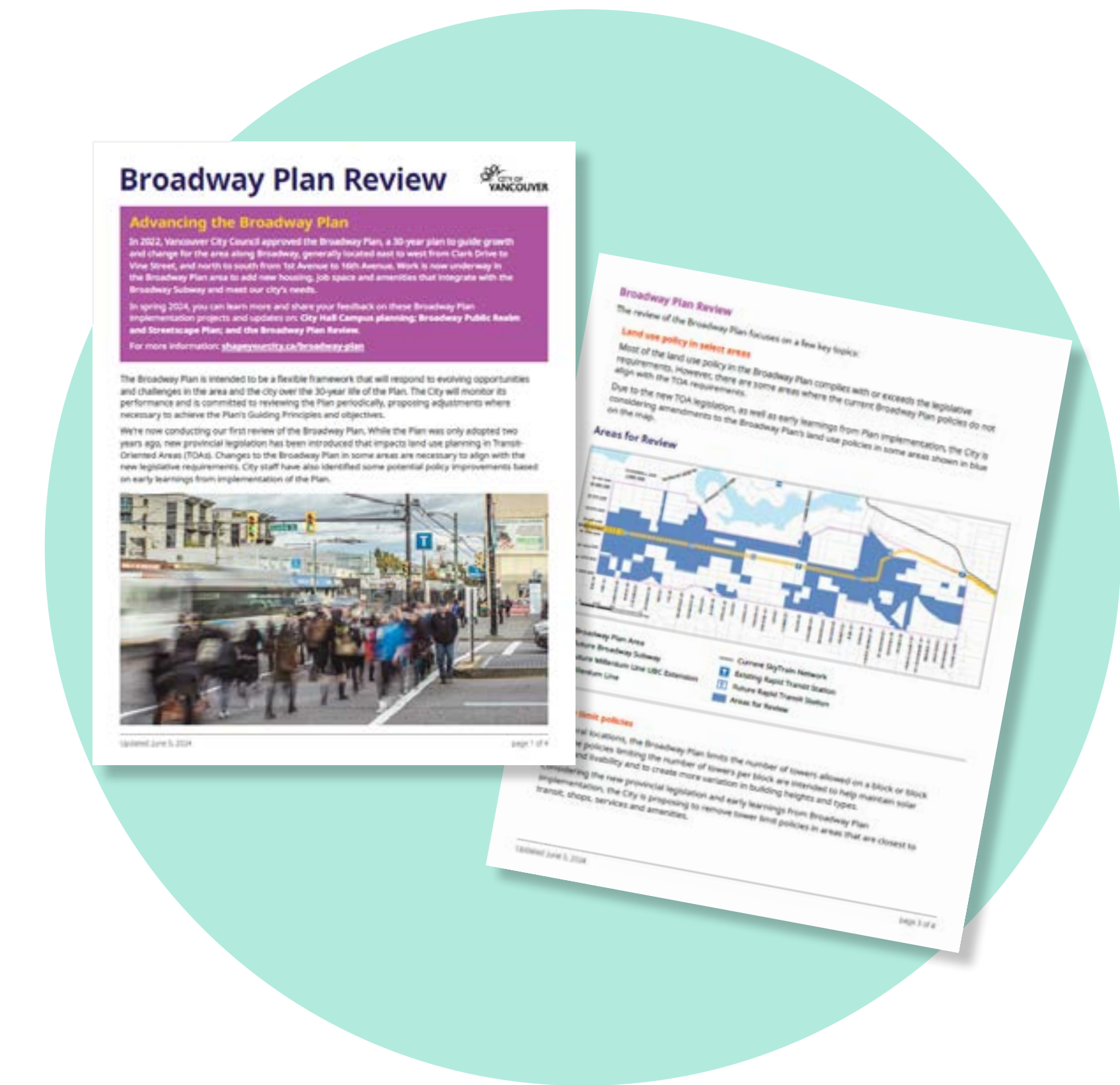
## Social Media

*Organic*

**47,830**  
impressions

*Paid*

**144,000**  
impressions



## Printed Materials

**4**  
community  
centres

**15**  
public library  
branches

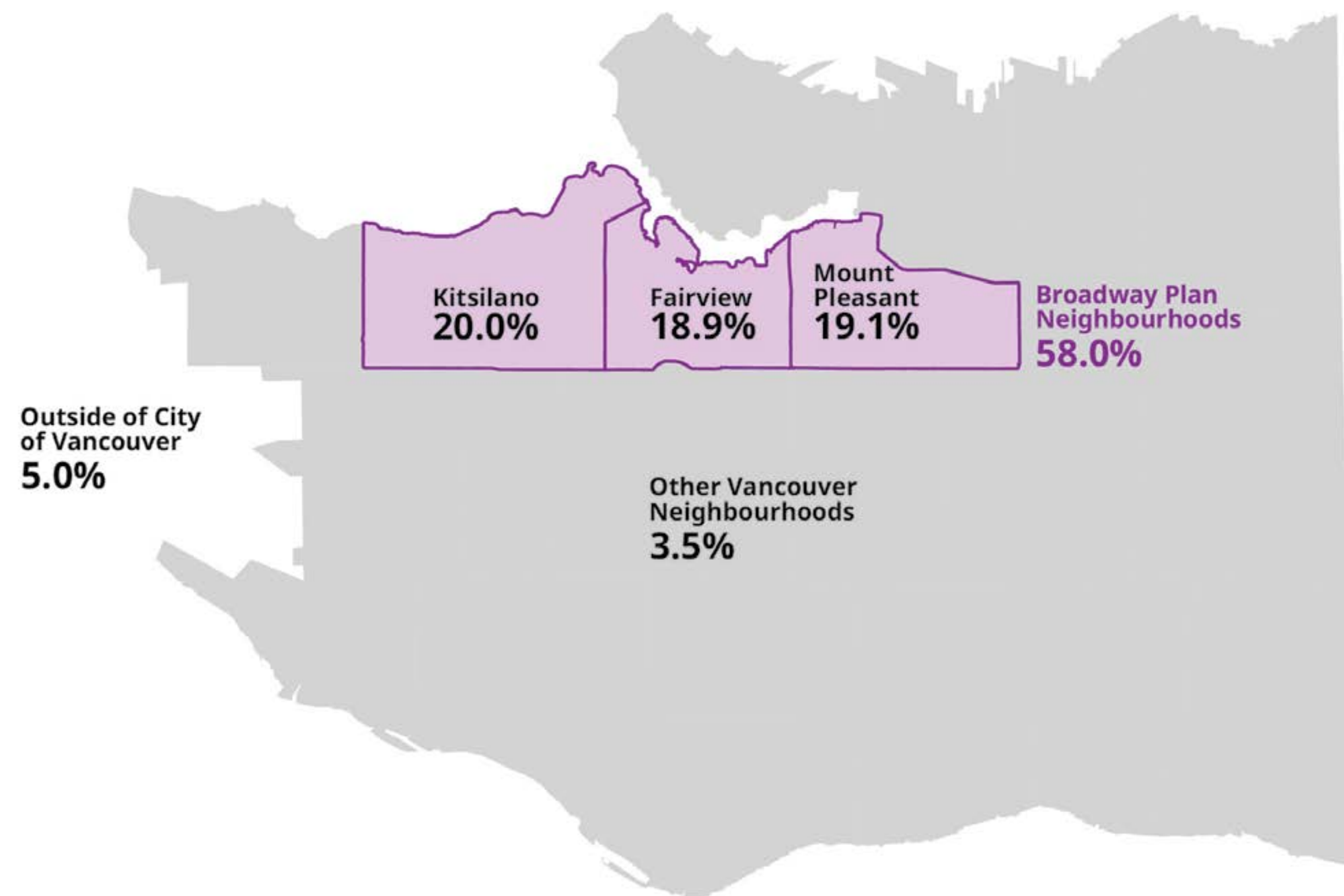


# 3 What We Heard

The survey was open between June 13 and July 14, 2024.

The survey provided the opportunity to learn about development activity and key observations to date, proposed policy amendments and the new Provincial TOA legislation and how the City is responding to its requirements.

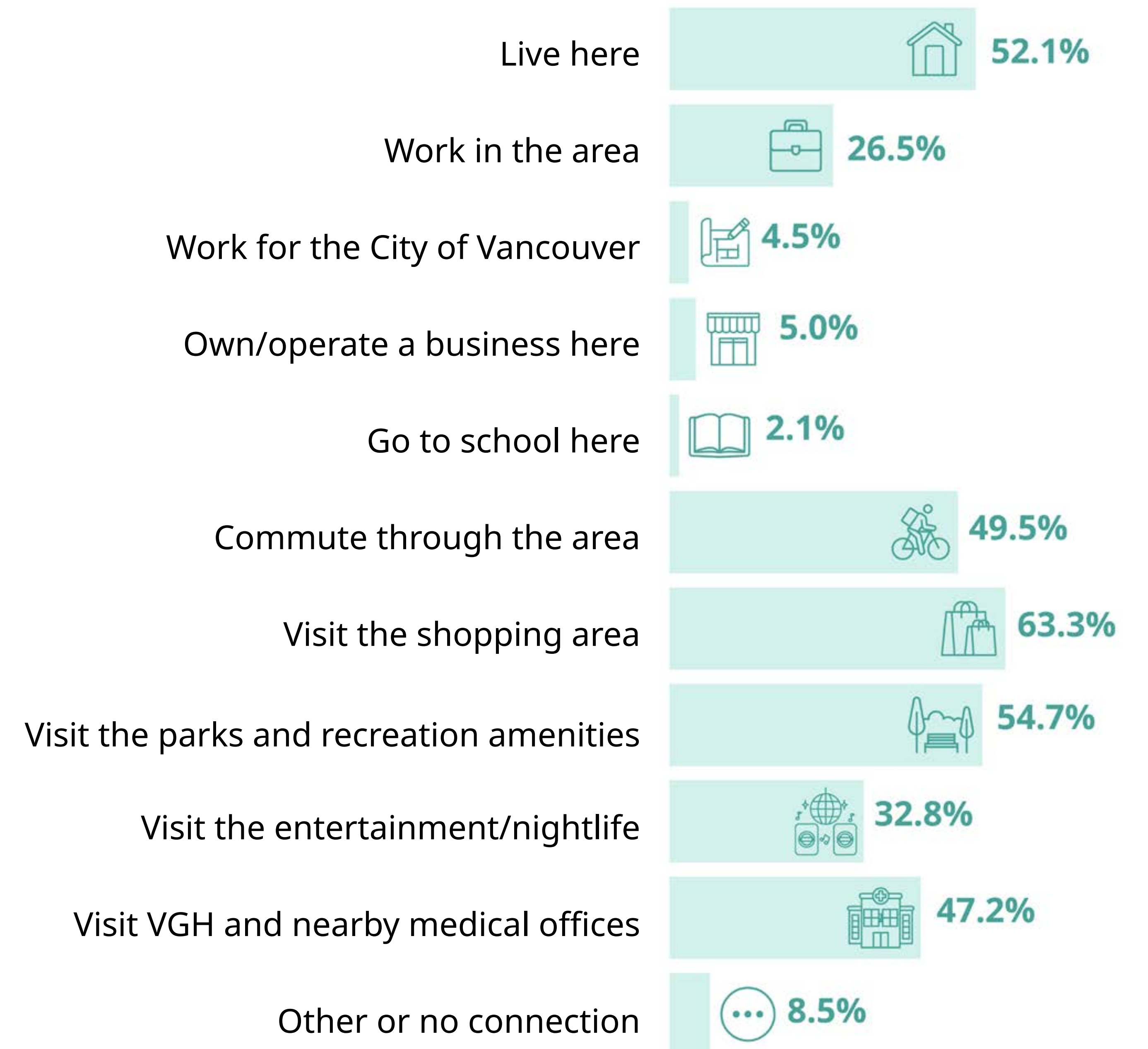
The goal of the survey was for the public to provide comments on the proposed changes to land use policies and building heights. This feedback will help refine our proposed amendments that will be considered by Council in November 2024.



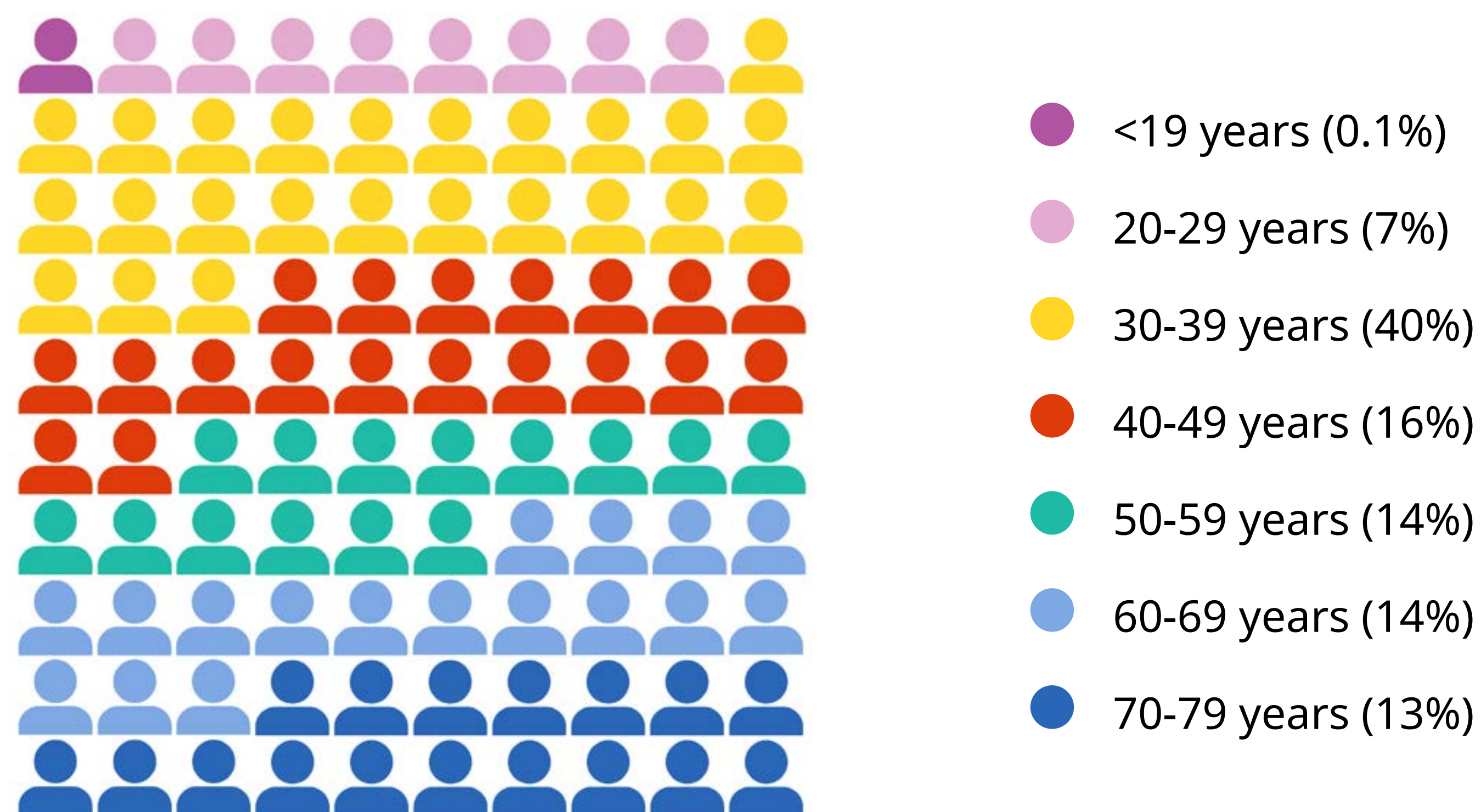
## Who We Heard From

Vancouver residents, workers and visitors come from many different backgrounds. We asked all respondents to complete demographic questions at the end of the survey to better understand who we heard from.

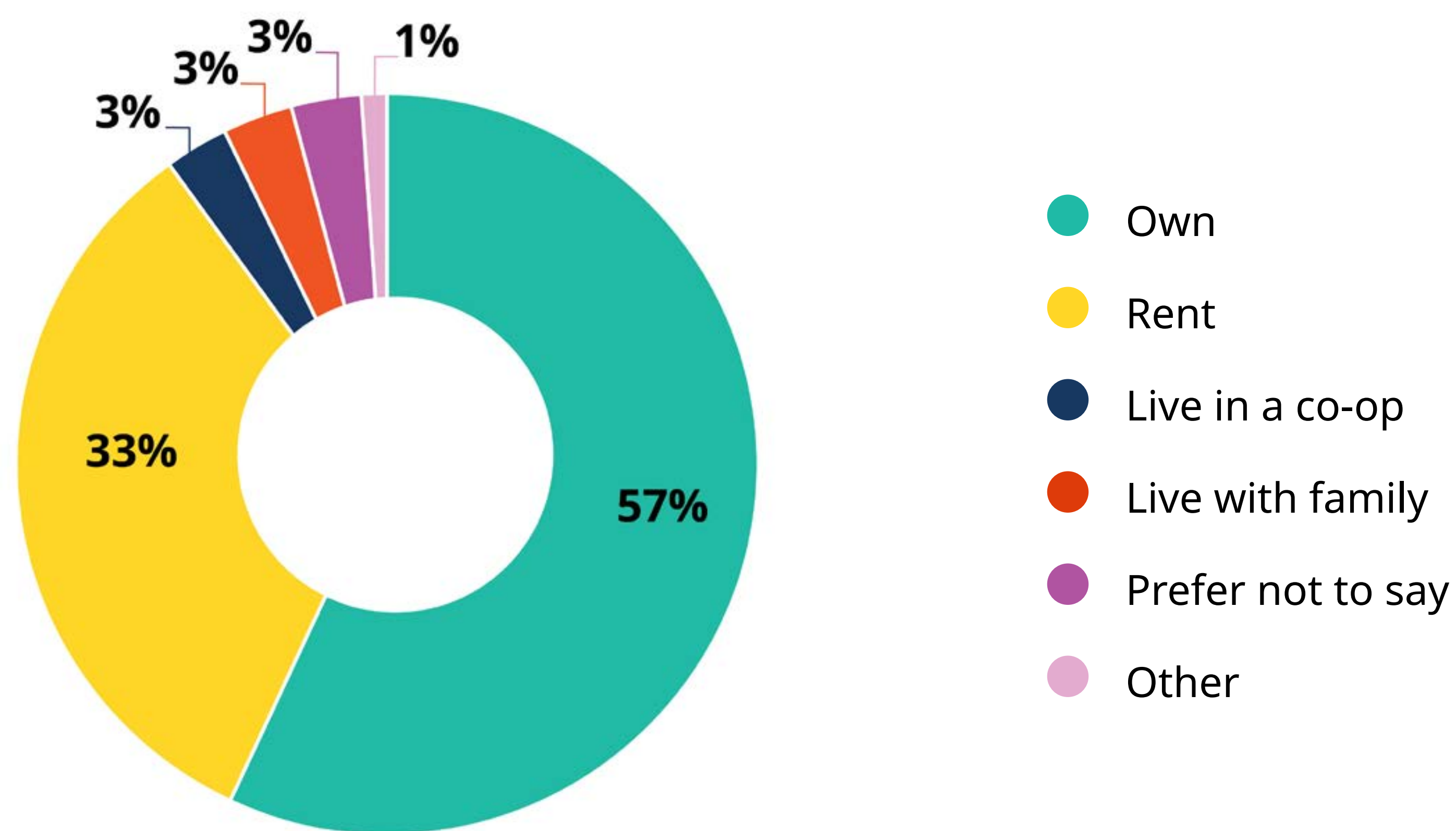
### Q. What is your connection to the Broadway Plan area? Select all that apply. (n = 1,664)



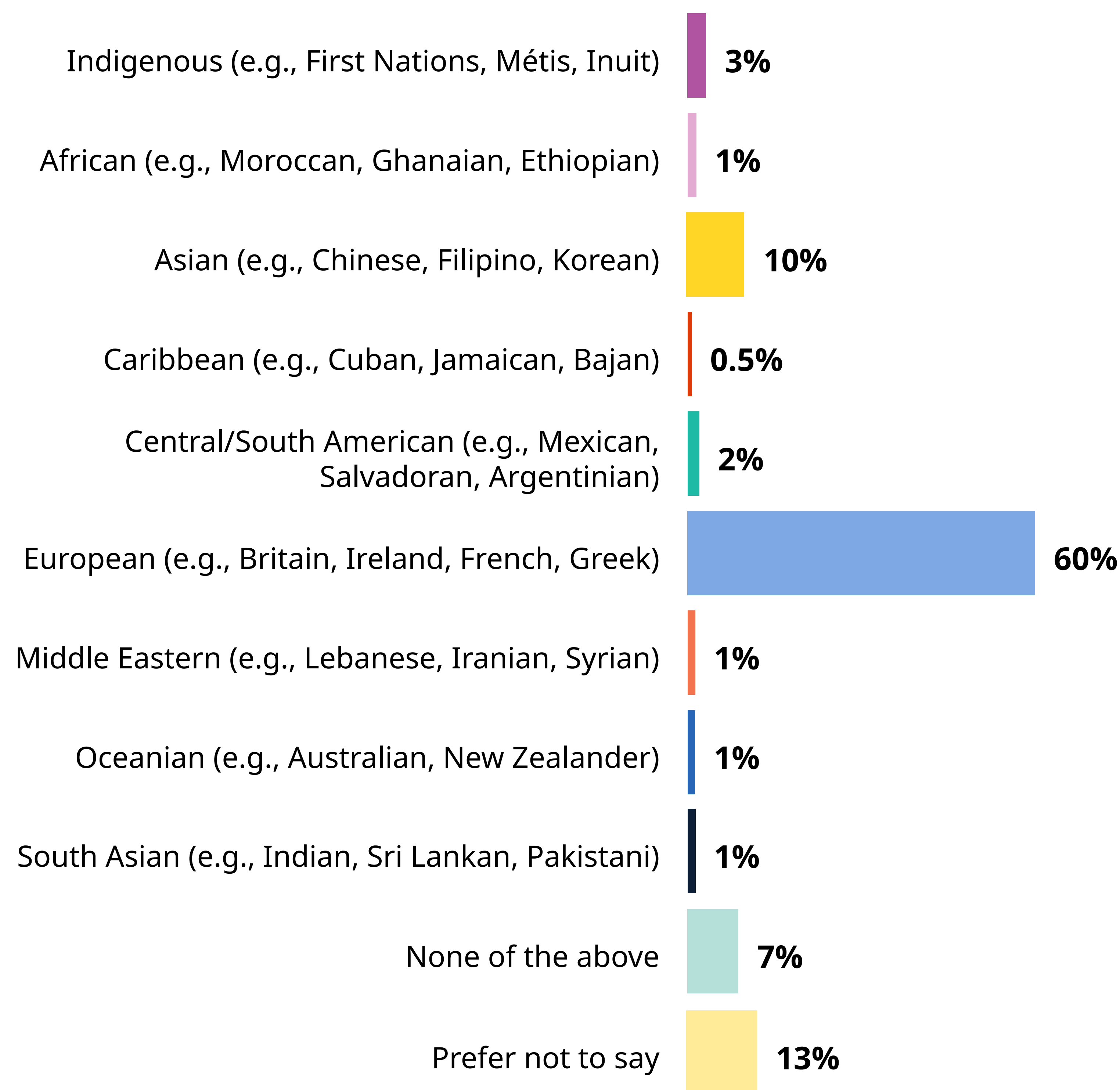
**3 Q. Which age group do you belong to? Select one. (n = 1,883)**



**Q. How would you describe your housing situation? (n = 1,664)**



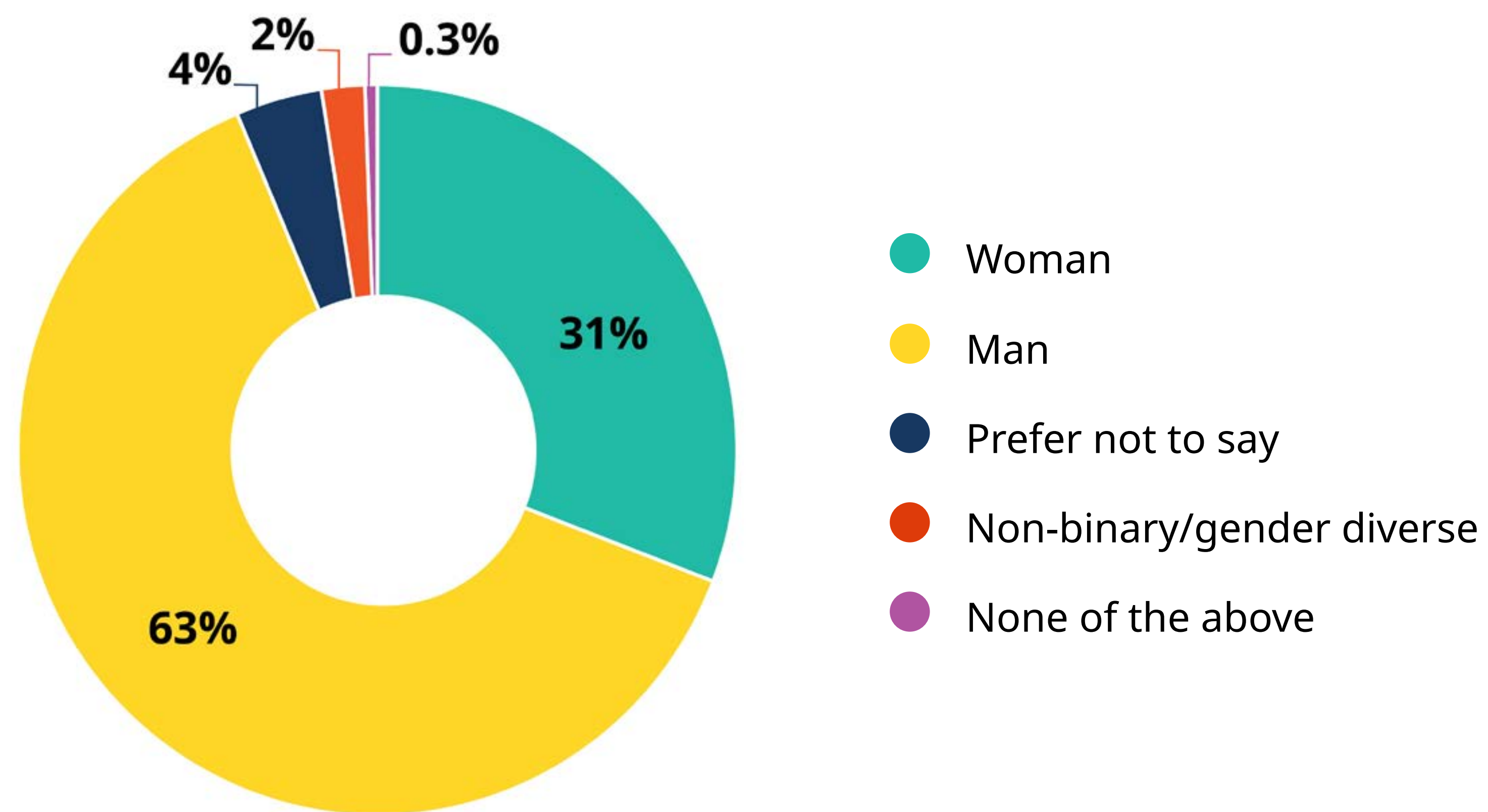
**Q. City of Vancouver residents and visitors come from many different backgrounds. This question helps us understand if we are hearing from the diversity of people that make up Vancouver. (n = 1,664)**



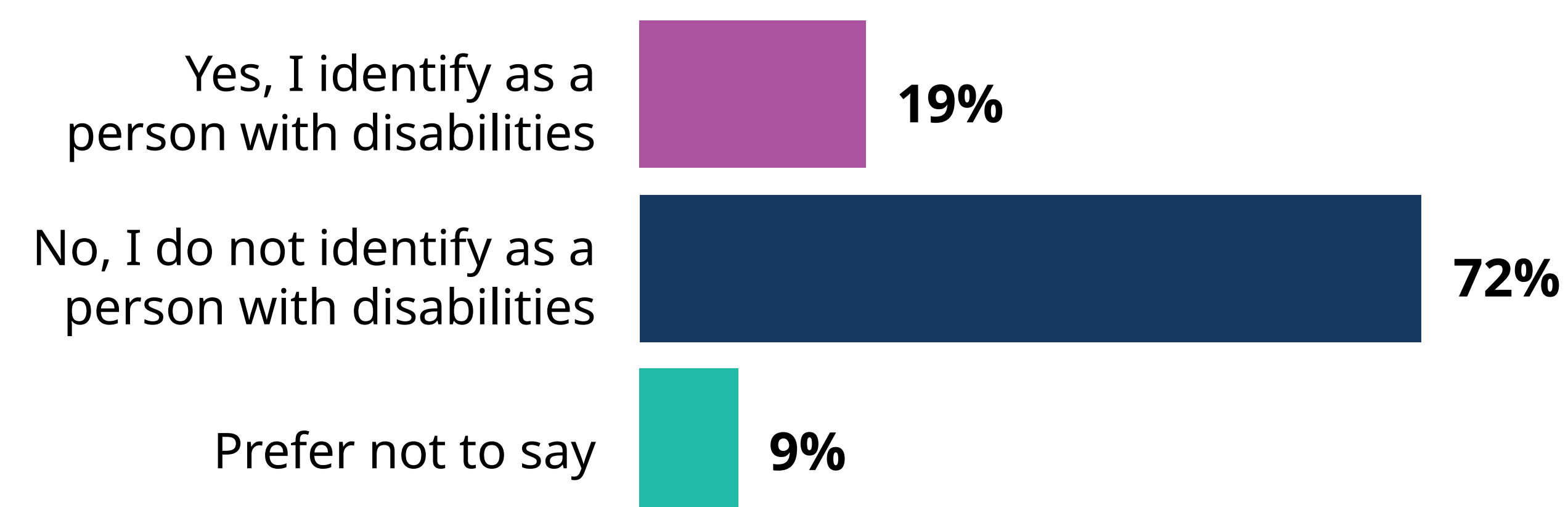
*Note: As respondents could select one or all that apply, the figures above include respondents with multi-racial/multi-ethnic backgrounds.*

3

Q. How do you describe your gender identity? Select one. (n = 1,934)



Q. Do you have a mobility, sensory, learning, physical and/or mental health challenge, condition or disability? (n = 1,664)



*Note: A disability is a condition that limits a person's senses or activities. It may be physical and/or mental, visible or invisible.*

# 3 Survey: Broadway Plan Review

For more information on proposed directions, please refer to [the Broadway Plan Review \(2024\) information boards](#).

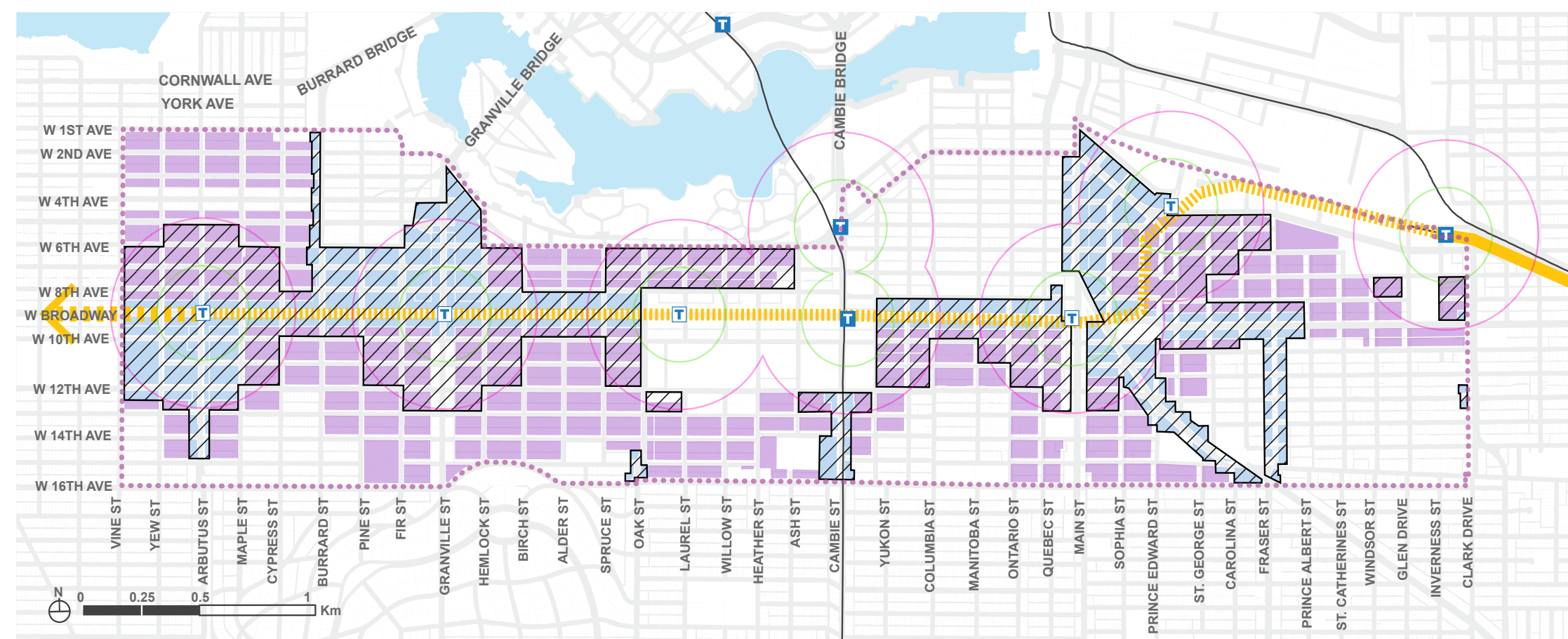
## Broadway Plan Implementation

Proposed changes to the Broadway Plan are necessary to align with the Province's TOA legislative requirements. City staff have also identified potential policy improvements based on early learnings from implementation of the Plan.

### Tower Limit Policies

In several areas, the Broadway Plan limits the number of towers that can be built on a block or block face. Policies limiting the number of towers per block or block face are intended to help maintain solar access and livability, and to create variation in building heights and types.

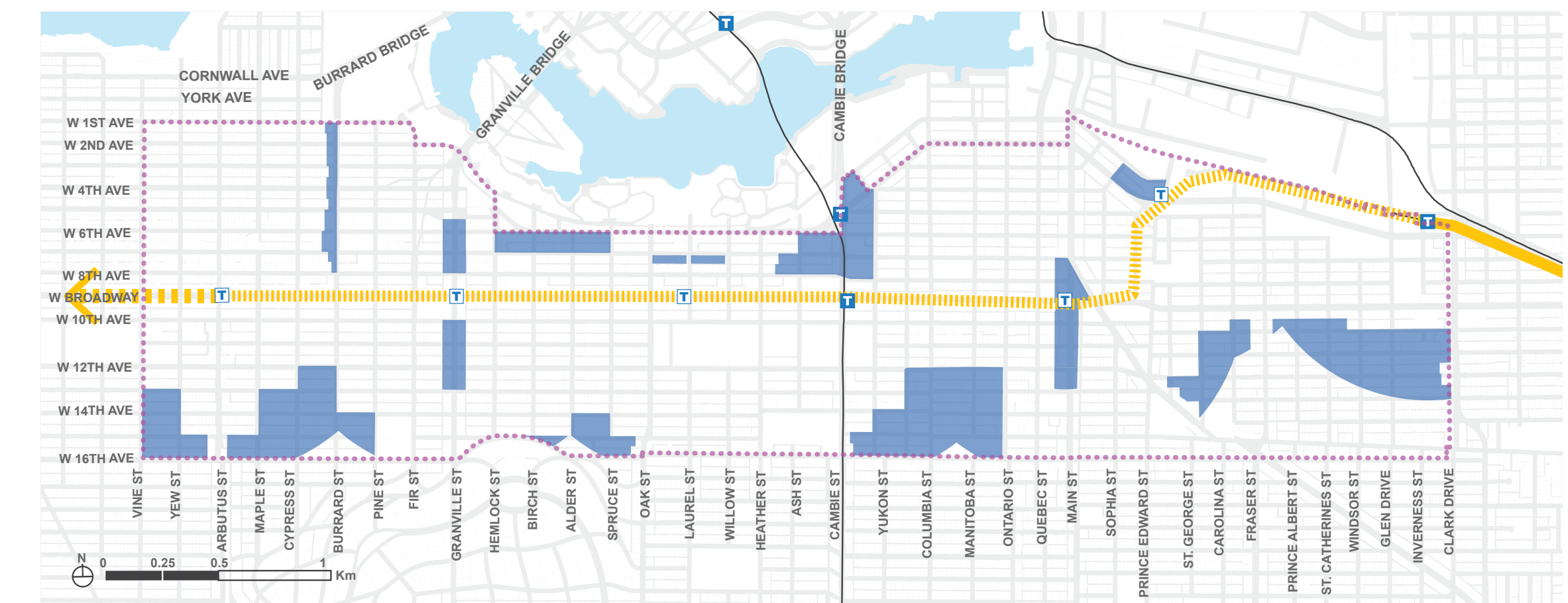
The City is proposing to remove tower limit policies in areas that are closest to transit, shoppes, services and amenities.



### Land Use Policies

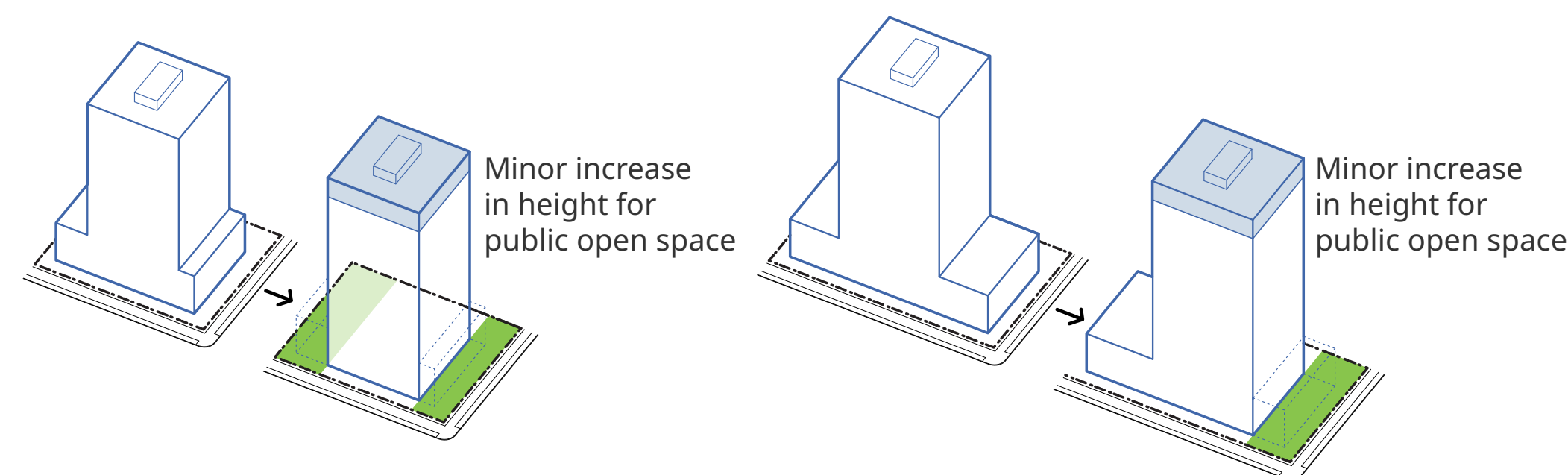
The Broadway Plan provides direction for allowable building uses, heights and densities across the Plan area. Most of the land use policy in the Broadway Plan complies with or exceeds the TOA requirements. However, there are some areas where current policies do not align.

The City is considering amendments to the Broadway Plan's land use policies in some areas.



### Building Heights

The Broadway Plan contains policies that specify the maximum building heights for different areas. The Plan provides some flexibility for small increases in building heights for sites that are larger or provide open space.



The City is considering changes to the Broadway Plan policies to specify when modest increases in building height would be considered. The intent of allowing flexibility in building height is to:

- Accommodate a greater range of building forms,
- Enable delivery of public open space on new development sites, and
- Provide design flexibility to allow maximum densities to be achieved on larger sites.

## Tower Limit Policies

Q. Do you have any comments you would like to provide on the proposed changes?



### Key Feedback Themes

#### Densification

##### Concerns About Higher Density

- Concerns about negative impacts of increased density on infrastructure and loss of green space.
- Concerns about the potential for increased congestion and overpopulation if tower limits are removed.
- General opposition to policies aimed at increasing urban density and fear of worsening living conditions.

##### Support for Higher Density

- Recognition of the need for more housing to meet population growth and future demand.
- General support for increasing urban density to accommodate growth and enhance urban living.

This section of the survey provided respondents the opportunity to share their thoughts and concerns about and/or support for the proposed changes to tower limit policies, land use policies and building heights. Below is a summary of key themes from this feedback.

“

*Our opposition is based on concern that increased tower heights will destroy the character of individual neighborhoods & the parkades will increase traffic in residential lanes.*

“

*There is too much density, and too little consideration for public amenities, especially green spaces and free light cones.*

“

*The livability of the well established neighborhoods will be greatly impacted.*

## Key Feedback Themes Continued

### Concerns about Proposed Changes

- Concerns about the financial implications of the new policies including property values and neighborhood appeal.
- Concerns about inadequate infrastructure including roads, public transport and utilities for proposed increase in density.
- Concerns about the potential displacement of current residents due to new developments.
- Doubts about the benefits of the proposed changes to tower limits and density policies.

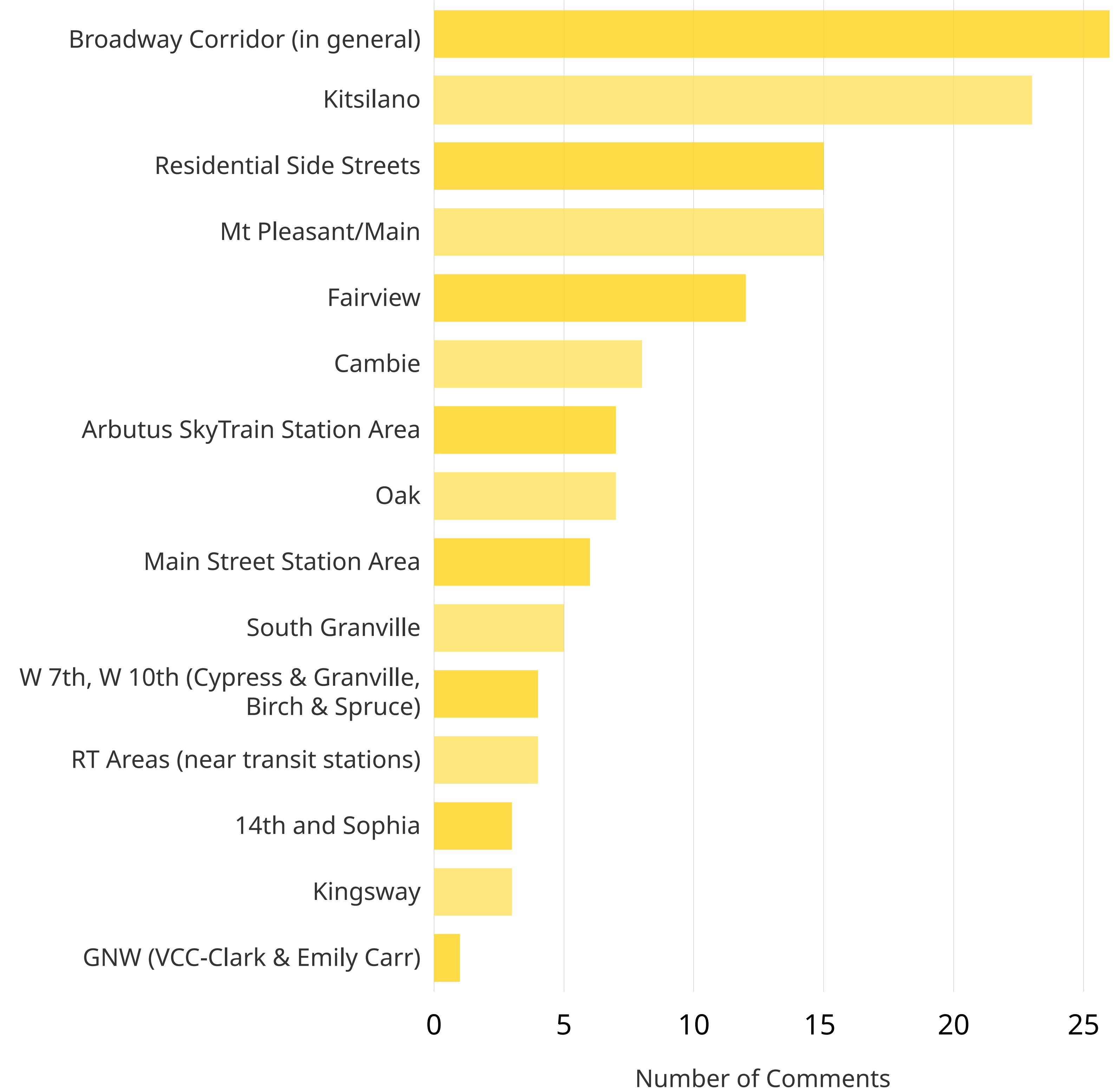
### Building Design

- Support for building designs that respect height preferences and include adjacent green spaces to enhance urban living quality.
- Emphasis on making new or renovated towers energy-efficient to reduce environmental impact and promote sustainability.

### Infrastructure

- Calls for improved infrastructure such as community centres and public services to accompany new tower developments.
- Support for enhanced bike infrastructure.

Areas of Concern from Comments in Opposition to Removing Tower Limits



## Land Use Policies

Q. Do you have any comments you would like to provide on the proposed changes?



### Key Feedback Themes

#### Development, Density and Heights

##### **Support for High Density**

- For increasing urban density due to its potential to increase housing availability and address housing shortages.
- As a way to optimize land use and improve urban planning efficiency.
- High-density areas create vibrant, diverse communities with ample amenities.
- High-density development drives economic growth and attracts businesses.
- Environmental benefits of high-density living, such as reduced sprawl and better public transportation.

##### **Conditional Support for High Density**

- Support if high-density areas provide family-friendly amenities and living conditions.

"

*Towers will not improve affordability and too many of them will ruin the character of neighborhoods like Kitsilano.*

"

*Vancouver is in a housing crisis. We need more density and housing to solve this problem. This is an excellent step in the right direction and I strongly support.*

"

*In the current and forecast need for residential units, it should consider further density increases for land use.*

##### **Opposition to High Density**

- Concerns about the negative effects of overcrowding, such as congestion and noise.
- Belief that densification alone will not solve affordability issues and may exacerbate them.

## Key Feedback Themes Continued

### *Housing and Building Heights*

- Concerns about the impact of tall buildings on community character, aesthetics, and quality of life.
- Tall buildings enhance the skyline, attract businesses, and maximize limited land resources.
- Support for changes in housing policy, such as zoning reforms, affordable housing initiatives, and regulations to promote housing diversity.
- Location-focused opposition to heights and/or increased density (greatest oppositions to change in Kitsilano and Granville).
- Conditional support for high-rise buildings, contingent on community benefits, design standards, and environmental best practices.
- Support for mixed-use developments that integrate residential, commercial, and recreational spaces. Advocates highlight the convenience and sustainability of mixed-use areas, which encourage social interaction and reduce the need for long commutes.

### Community, Economic and Social Impacts

- Family-friendly and diverse housing.
- Preserve and promote community identity and cultural heritage.
- Ensure development encourages social equity, community cohesion, and access to public services.
- Importance of creating jobs, attracting businesses, and ensuring economic benefits are accessible to all community members.
- Support for economic policies that drive growth, investment, and job creation.

"

*There is a worrying lack of supporting infrastructure to accommodate an increased number of residents such as schools, community centers and public use spaces.*

"

*Support building more high-rise buildings to create a more vibrant city center.*



## Key Feedback Themes Continued

### Community, Economic and Social Impacts Continued

- Support for policies that preserve and enhance community identity, cultural heritage, and social cohesion.
- Distrust and skepticism towards development processes and decision-makers.
- Protect Creative Districts.

### Environmental and Aesthetic Concerns

- Importance of incorporating green spaces.
- Importance of cultural and historic preservation, visual harmony, and the integration of natural beauty into urban design.
- Support for policies that promote sustainability, environmental conservation, and eco-friendly development practices.
- Importance of sustainable and environmentally friendly urban development.
- Concerns about the environmental impacts of urban development, including pollution, habitat loss, and climate change.

### Infrastructure and Transportation

- Concerns that existing infrastructure cannot support increased density (including utilities, public services, recreation facilities, parks, schools).
- Like initiatives to prioritize walkability, accessibility, and pedestrian-friendly environments.
- Concerns about traffic congestion.
- Support for transportation-related policy changes that enhance connectivity, reduce congestion, and promote public transit.
- Support for policies that enhance infrastructure development and maintenance.
- Importance of transportation systems and connectivity.
- Support for developments that are centred around public transportation hubs.

“

*I'm all for densification at transit points, but I'm concerned that this might be far above the scale I thought it would be.*

## Building Heights

Q. Do you have any comments you would like to provide on the proposed changes?



### Key Feedback Themes

#### Building Heights

##### **Opposed to Taller Buildings**

- Opposition to increases in building heights, with concerns about neighborhood character, shadowing, and environmental impact.
- Concerns that tall buildings will block scenic mountain views.

##### **In Support of Taller Buildings**

- Support for taller buildings, to maximize housing capacity and accommodate population growth.
- Support for taller buildings if they include green spaces, setbacks, and other features that mitigate the impact of increased height.
- Support for taller buildings if they are of high quality, and incorporate innovative architectural features that improve aesthetics and functionality.
- Height limits if there is corresponding infrastructure to support increased density, such as transportation and public services.

"

*Towers must be allowed by right in all areas of the city, with no limitations, to help alleviate the housing catastrophe.*

"

*Land is so valuable and the higher we can go helps to maximize the space we have access to.*

"

*Going much higher is acceptable to me if more public space, especially green space, is provided.*

"

*My concern about building heights are mostly related to the increase of people and lack of infrastructure that accompanies them.*

## Key Feedback Themes Continued

### *Location-Specific Comments*

- Support for taller buildings near transit hubs to maximize the benefits of public transportation and reduce car dependency.
- Support for mid-rise buildings on Broadway instead of tall towers, to maintain a balance between development and neighborhood feel.
- Support for high buildings along major arterial roads while keeping side streets to low and mid-rise buildings.

### *Uniformity in Height*

- Preference for varied building heights depending on the specific location and context within the city.
- Preference for maintaining building heights that are consistent with the existing neighborhood character.
- Preference for a uniform approach to building heights to maintain a consistent skyline and urban aesthetic.

### *Density and Distribution*

- Support for increased density to accommodate more residents and improve urban vibrancy.
- Opposition to increasing density, with concerns about impact on infrastructure, livability, and neighbourhood character.

## Zoning and Policy

- Responses advocating for flexible zoning policies that do not impose strict limits on height or density, to allow for more dynamic and adaptable urban development.

"

*Encourage stepped facades for taller buildings to maintain friendly neighborhood character.*

"

*Building heights in residential areas should generally be in the four story range and not exceed 8 stories.*

"

*View cones are important and need to be maintained.*

## Key Feedback Themes Continued

### Zoning and Policy Continued

- Requests for clearer guidelines on height policies, including exceptions and what constitutes a “small increase” in height.

### Housing

- Ensure new developments include rental units and affordable housing to address the needs of lower-income residents.
- Desire for developments to prioritize family units to ensure suitable housing for families in the city.



"

*I support increases in building height to accommodate public open space.*

"

*While towers may have their place I feel their height should be limited so as not to negatively impact the character of the area.*

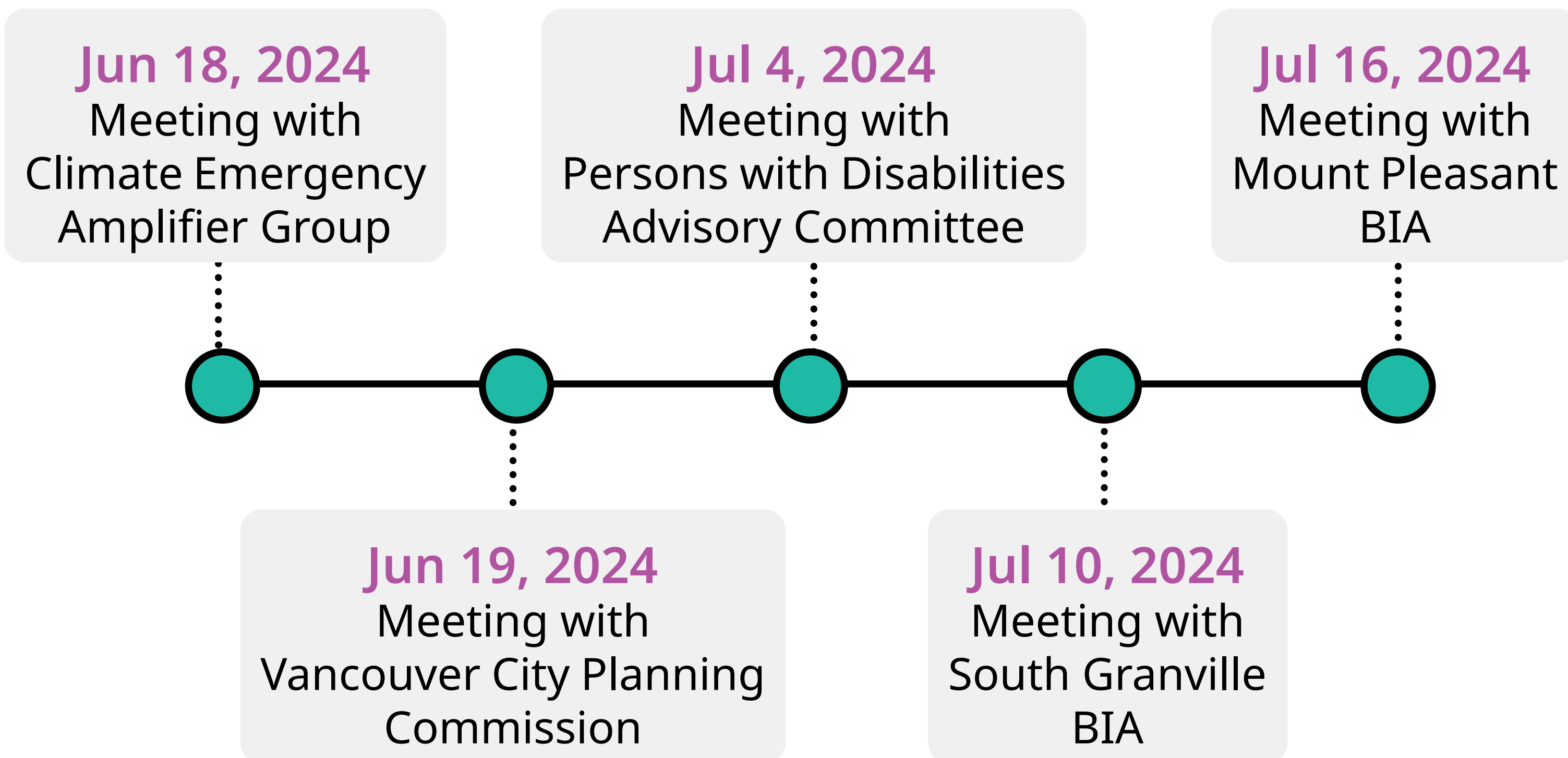
# 3 What We Heard

## Stakeholder Meetings

City staff met with local groups and organizations including business improvement associations (BIAs) in the Broadway Plan area that represent specific interests such as small business and under-represented and equity-seeking communities.



Organizations City staff met with:



Attendees had the opportunity to ask staff questions about the Broadway Plan Review (2024) and proposed policy amendments, and discuss opportunities and concerns. A summary of what we heard during these meetings is summarized below:

### Protection of Village Areas

- Support for more density and housing, but concerns around the impacts on character and the existing “smaller-scale artsy feeling.”
- Desire for policies that encourage more space for privately-owned public spaces (POPS), placemaking collaborations and art installations.



- Emphasis on the importance of the City ensuring development is considerate of local contexts.
- Discussion about strategies that will continue to incentivize development off commercial high streets.

### **Displacement of Small Businesses**

- Concerns about TOA legislation deferring small businesses from being able to move to village areas.
- Support for continued implementation of built form, and heritage retention policies and regulations to avoid negative impacts of large-scale development (i.e., small storefronts to prevent replacement of small businesses with chains).

### **Land Use Regulation**

- Support for the City's continued regulation of uses and sizes of storefronts.
- Discussion about jurisdiction for legislative decisions and the City's zoning authorities and limitations.

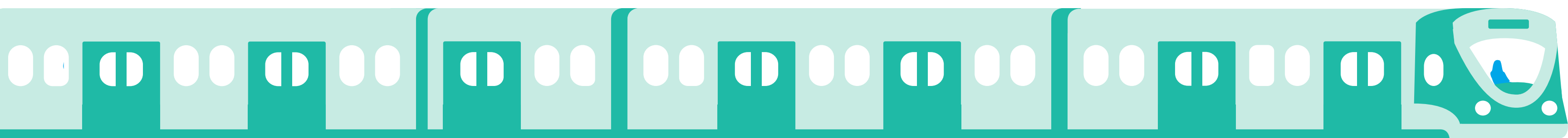
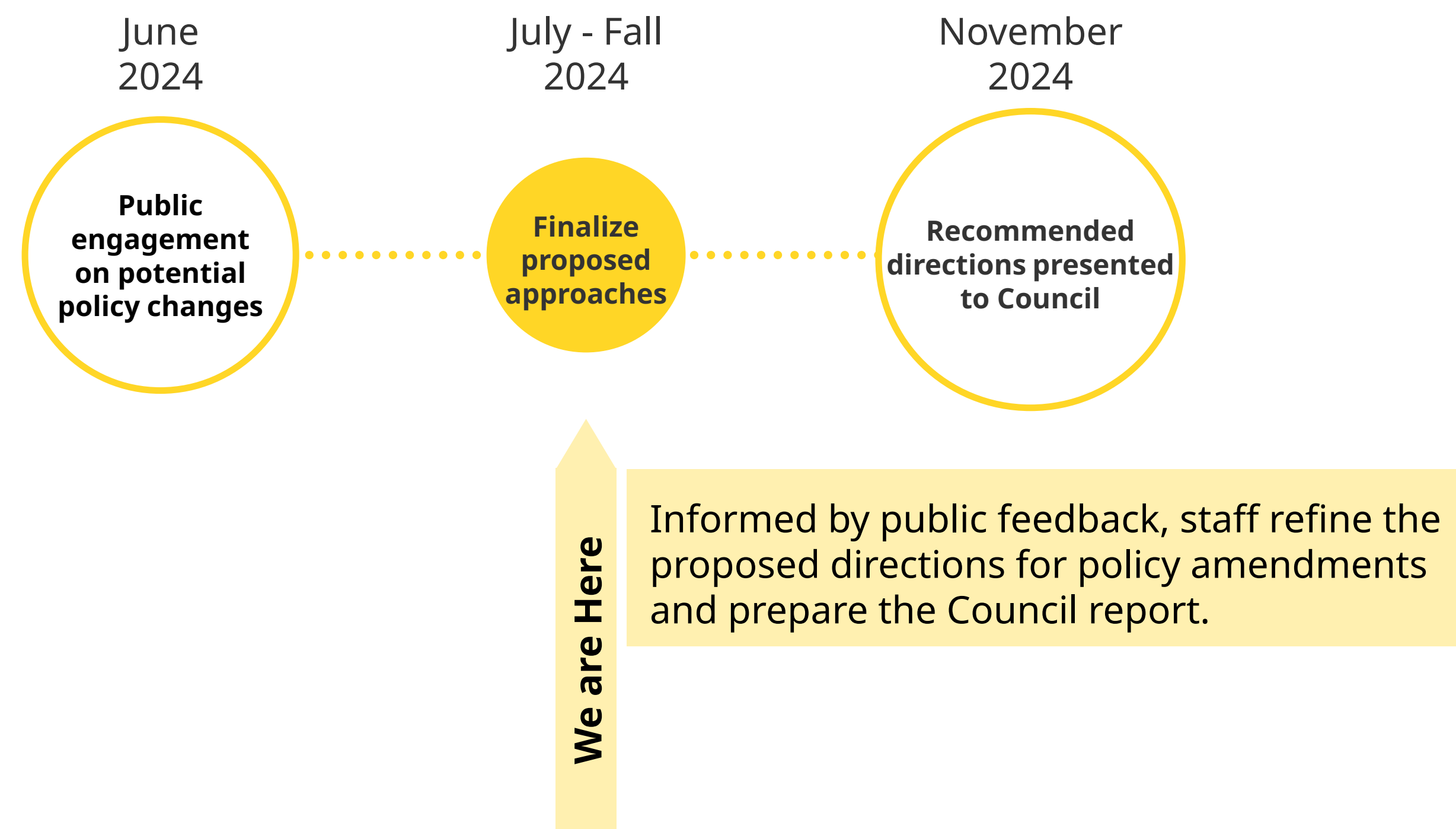
### **Impact of View Cone Policy Changes**

- Emphasis on the importance of maintaining the Plan's intent while the City implements Provincial legislative requirements and changes to protected public views.
- Concerns about the impacts of increased height and density in some areas as a result of these requirements and view cone policy amendments.



# 4 What's Next?

Stay involved and up to date with the project by visiting the Broadway website: <https://www.shapeyourcity.ca/broadway-plan> or email [broadwayplan@vancouver.ca](mailto:broadwayplan@vancouver.ca)



# 5 Appendix

## Engagement Events and Activities

Engagement Events and Activities	Date(s)	Number of Participants
Survey	June 13 - July 14, 2024	1,934
Broadway Plan Open House - Fairview	June 15, 2024	55
Broadway Plan Open House - Mt. Pleasant	June 17, 2024	200
Climate Emergency Amplifier Group	June 18, 2024	10
Vancouver Planning Commission (VCPC)	June 19, 2024	9
Pop up: South Granville Neighbourhood Plaza (W 13th Ave. and Granville St.)	June 22, 2024	70
Broadway Plan Open House - Kitsilano	June 26, 2024	351
Persons with Disabilities Advisory Subcommittee (PDAC)	July 4, 2024	9
Pop up: Mt. Pleasant Neighbourhood Plaza (W 14th Ave. and Main St.)	July 6, 2024	35
South Granville BIA	July 10, 2024	1
Mount Pleasant BIA	July 16, 2024	1

**2,675**