



COUNCIL REPORT

Report Date: April 28, 2026
Contact: Cathy Joe
Contact No.: 604.829.9230
RTS No.: 18591
VanRIMS No.: 08-2000-20
Meeting Date: May 19, 2026
[Submit comments to Council](#)

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: CD-1 Rezoning: 717-743 West 28th Avenue

Recommendations

- A. THAT the application by Soheil Khosravi Kermani Architecture Inc., on behalf of W28 BT Development Ltd., the registered owners of the lands located at 717-743 West 28th Avenue [*PID 031-962-246; Lot A Block 718 District Lot 526 Group 1 New Westminster District Plan EPP128950*], to rezone the lands from RM-8A (Residential) District to CD-1 (Comprehensive Development) District, to increase the maximum floor space ratio (FSR) from 1.2 to 3.0 and increase the maximum building height from 11.5 m (37.7 ft.) to 21 m (69 ft.) to permit the development of a six-storey residential rental building containing 94 units be approved in principle;

FURTHER THAT the draft CD-1 By-law, prepared in accordance with Appendix A, be approved in principle;

FURTHER THAT the proposed form of development also be approved in principle, generally as prepared by Soheil Khosravi Kermani Architecture Inc., received February 27, 2025, with an addendum received August 22, 2025;

AND FURTHER THAT the above approvals be subject to the Conditions of Approval contained in Appendix B.

- B. THAT subject to approval in principle of the rezoning and the Housing Agreement described in Part 2 of Appendix B, the Director of Legal Services be instructed to prepare the necessary Housing Agreement By-law for enactment prior to enactment of the CD-1 By-law, subject to such terms and conditions as may be required at the discretion of the Director of Legal Services and the General Manager of Planning, Urban Design and Sustainability.
- C. THAT Recommendations A and B be adopted on the following conditions:

- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City and any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
- (ii) THAT any approval that may be granted shall not obligate the City to enact a by-law rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
- (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

Purpose and Executive Summary

This report evaluates an application to rezone the site at 717-743 West 28th Avenue from RM-8A (Residential) District to CD-1 (Comprehensive Development) District. The proposal is for a six-storey residential building with 94 rental units.

In accordance with section 559.02(4) of the Vancouver Charter, Council is prohibited from holding a Public Hearing for a development that is consistent with all relevant official development plans including the *Vancouver Official Development Plan* and contains majority residential use.

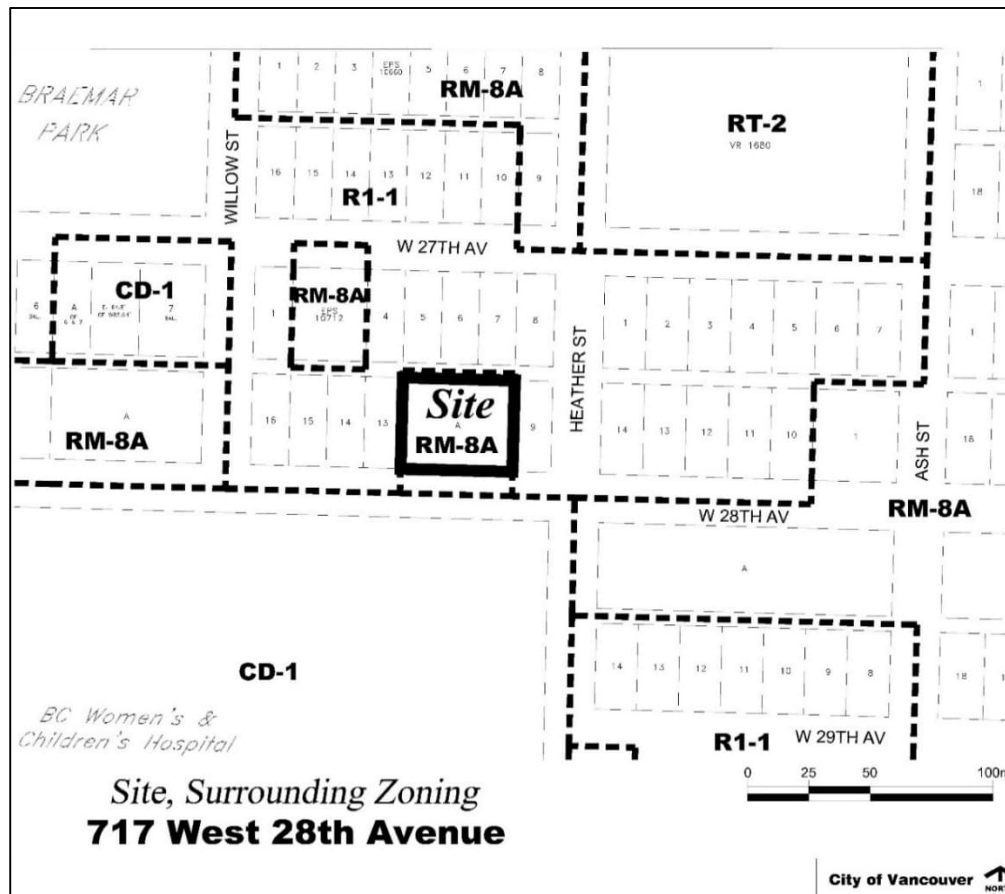
This application is consistent with the *Vancouver Official Development Plan* and generally consistent with the *Transit-Oriented Areas (TOA) Rezoning Policy (TOA Policy)* with regards to height, density, land use and tenure, but departs from the *TOA Policy's* expectations on housing affordability, as only market rental units are proposed. The General Manager of Planning, Urban Design and Sustainability recommends approval in principle subject to conditions contained in Appendix B.

Context and Background

1. Site and Context

The subject site is comprised of one legal parcel containing three detached houses fronting the north side of West 28th Avenue, located mid-block, between Heather and Willow Streets (see Figure 1). The surrounding neighbourhood consists of single detached houses and townhouses, with low-rise apartment buildings along Cambie Street. Across the street on West 28th Avenue, is the BC Children's & Women's Hospital, a large teaching hospital that is zoned CD-1 (126). The site is located within 700 metres of King Edward Skytrain Station.

Figure 1: Site and Surrounding Zoning



2. Policy Context

- Vancouver Official Development Plan:** The land use and height is consistent with Residential – Low Rise Generalized Land Use (GLU) designation which allows development up to 6 storeys or up to 8 storeys if located within a *Transit-Oriented Area (TOA)*.
- Transit-Oriented Areas (TOA) Designation By-law and Transit-Oriented Areas (TOA) Rezoning Policy (TOA Policy):** This site is within Tier 3 of the TOA and is consistent with the height designation. Under Tier 3, the site is eligible for development up to 8 storeys and a Floor Space Ratio (FSR) of 3.0.
- Cambie Corridor Plan:** The site is located within the Queen Elizabeth neighbourhood of the *Cambie Corridor Plan* and designated for townhouses up to three-storeys and 1.20 FSR. On May 16, 2019, Council approved a rezoning on this site from RS-1 to RM-8A which was enacted on November 28, 2023. As the *TOA Policy* allows for more height and density than the *Cambie Corridor Plan* at this location, the application is being assessed under the *TOA Policy*.
- Housing Needs Report –** The Vancouver Charter requires that when Council amends or adopts an affordable and special needs housing zoning by-law, also known as inclusionary zoning, Council must consider the most recent housing needs report, and

the housing information on which it is based. The most recent housing needs report amendment was received on January 1, 2025.

Discussion

1. Proposal

The proposal is for a six-storey, 100% market rental residential building with 94 units (see Figure 2). A building height of 21 m (69 ft.), with additional height for mechanical appurtenances and a floor space ratio (FSR) of 3.0 is proposed. Vehicle and bicycle parking are provided underground with access from the lane.

Figure 2: Proposed Building Looking Northwest



2. Form of Development

The proposal generally meets the expectations of the *TOA Policy* for height, density, overall massing and setbacks. Refer to Urban Design Analysis below.

Urban Design Analysis Summary

Issue	Policy	Proposal	Impacts	Outcomes
Floor Area and Density	FSR 3.0	FSR 3.0	N/A	Floor area is consistent with expectations of the <i>TOA Policy</i> .
Height	8 Storey	6 Storey 21 m (69 ft.)	N/A	Height is consistent with expectations of the <i>TOA Policy</i> .
Building Bulk and Massing	Front: 3.7 m (12 ft.) Side: 2.4 m (8 ft.) Rear: 3.7 m (12 ft.) Upper Level: 2.4 m (8 ft.)	Front: 3.7 m (12 ft.) Side: 2.4 m (8 ft.) Rear: 3.7 m (12 ft.) Upper Level: 0 m	Setbacks are generally consistent with expectations of the <i>TOA Policy</i> but some architectural appurtenances could be less prominent. Lack of stepback above 4th storey supported to achieve density.	Condition 1.1 seeks to minimize perceived bulk and massing.
Livability	- Indoor Amenity 1.2 sq m (13 sq ft) per unit - balconies min. 1.8 sq m (20 sq ft) per unit	- Indoor Amenity 0.5 sq m (5.4 sq ft) per unit - Balconies meet minimums	Indoor amenity deficient	Conditions 1.2 and 1.9 seek consideration at development permit application.

- **Urban Design Panel** – A review by the Urban Design Panel was not required due to the project's modest scale and consistency with the *TOA Policy*'s expectations.
- **Natural Assets:** The *Urban Forest Strategy* and the Protection of Trees By-law were used to evaluate the proposal. Five on-site permit trees are proposed for removal and one neighbouring tree and five City-owned trees are proposed for retention. Approximately 14 new site trees are proposed. The final numbers of trees are confirmed at the development permit stage. See Appendix B for landscape and tree conditions.

Refer to the rezoning [application booklet](#) for drawings and the Council agenda for application renderings. Note that these drawings and statistics are posted as-submitted by the applicant to the City. Following staff review, the final approved zoning statistics are documented within this report and final drawings are prepared for the development permit application to follow.

3. Housing

This application, if approved, would add 94 market rental units to the City's inventory of rental housing, which would contribute to the targets set out in the *Housing Vancouver Strategy* (see Figure 3, Appendix D).

The *TOA Policy* requires Tier 3 projects to allocate 20% of the net residential floor area as below-market rental at a 20% discount from Canada Mortgage and Housing Corporation (CMHC) city-wide average rents. Staff have conducted a pro forma analysis confirming that the proposal would not generate sufficient land lift value to support the inclusion of below-market rental housing on this site. The existing zoning for this site (RM-8A) already permits greater development potential than for the sites zoned R1-1 in the Tier 3 TOA, reducing the incremental value typically associated with a rezoning for lower-zoned sites. Although the project's land lift was insufficient to support 20% below-market units, the pro forma analysis demonstrated that there was still enough incremental increase in land value to support a Community Amenity Contribution (CAC). As outlined in the Public Benefits section below, the applicant has offered a \$250,000 CAC in lieu of below-market rental units.

- **Housing Mix:** The project proposes 38.3% two-bedroom units, thereby meeting the *Family Room: Housing Mix Policy for Rezoning Projects* which requires a minimum of 35% family units. A condition of approval and a provision in the CD-1 By-law has been included to ensure the project meets the minimum unit mix requirements.
- **Average Rents and Income Thresholds:** The proposed market rental units will provide housing options that are significantly more affordable than average home ownership costs, as shown in Figure 4. As the applicant is seeking the Class B DCL Waiver, average rents upon initial occupancy will be restricted per the DCL By-law.
- **Security of Tenure:** All 94 units in the proposal would be secured as rental housing through a Housing Agreement and a Section 219 Covenant for the longer of 60 years and the life of the building.
- **Tenants:** The rezoning site does not currently have any existing rental residential and there are no eligible tenants as defined under the City's *Tenant Relocation and Protection Policy (TRPP)*.

If any eligible tenants are identified through the City's regulatory approvals process, the applicant will be required to provide a Tenant Relocation Plan (TRP) that meets the City's *TRPP*.

4. Transportation and Parking

Parking, loading, bicycle and passenger loading spaces are finalized at the time of development permit per the Parking By-law.

5. Public Input

Public input primarily included mailed postcards, a site sign, a webpage, an online comment form, and question and answer (Q&A) period. Refer to the application webpage: <https://www.shapeyourcity.ca/717-w-28-ave-2>.

In total, approximately 59 submissions were received. Comments supported the addition of new rental housing and increased density in proximity to transit and employment areas. Concerns included the project's compliance with *TOA Policy* requirements, impacts on neighbourhood character and scale, parking and traffic pressures, and potential strain on local infrastructure.

Refer to Appendix C for a full summary of the public input collected and responses to public comments.

6. Public Benefits

Refer to Appendix E for full summary of public benefits.

- **Development Cost Levies (DCLs):** The applicant has requested a Class B waiver of the City-wide DCLs. It is expected that the project will pay DCLs of \$857,869 based on December 2025 rates. The value of the DCL waiver for the residential floor area is estimated to be \$968,093.
- **Community Amenity Contributions (CAC):** This application is subject to a negotiated CAC. The applicant has offered a cash CAC of \$250,000. Real Estate Services staff have reviewed the applicant's development pro forma and concluded that the total CAC value offered by the applicant is appropriate and accept the offer. If approved, the cash CAC will be allocated to support delivery of the *Cambie Corridor Plan Public Benefits Strategy*.
- **Public Art:** The application is not subject to the *Public Art Policy and Procedures for Rezoned Developments* as the proposed floor area does not meet the minimum 9,290 sq. m (100,000 sq. ft.).

Financial Implications

This project is expected to provide 94 rental units, a CAC, and a DCL payment. See Appendix E for additional details.

Conclusion

The proposed land use, form of development and public benefits are consistent with the *Vancouver Official Development Plan* and generally consistent with the *Transit-Oriented Areas (TOA) Rezoning Policy*. The General Manager of Planning, Urban Design and Sustainability recommends approval in principle of the CD-1 by-law in Appendix A subject to conditions contained in Appendix B.

* * * * *

APPENDIX A
717-743 West 28th Avenue
PROPOSED CD-1 BY-LAW PROVISIONS

Note: A by-law to rezone an area to CD-1 will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

Zoning District Plan Amendment

1. This by-law amends the Zoning District Plan attached as Schedule D to By-law No. 3575, and amends or substitutes the boundaries and districts shown on it, according to the amendments, substitutions, explanatory legends, notations, and references shown on the plan attached as Schedule A to this by-law, and incorporates Schedule A into Schedule D of By-law No. 3575.

[Note: Schedule A, not attached to this appendix, is a map that amends the City of Vancouver zoning map and will be included with the draft by-law that is prepared for posting.]

Designation of CD-1 District

2. The area shown within the heavy black outline on Schedule A is hereby designated CD-1 (___).

Uses

3. Subject to approval of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in this by-law or in a development permit, the only uses permitted within this CD-1 and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:
 - (a) Dwelling Uses, limited to Multiple Dwelling; and
 - (b) Accessory Uses customarily ancillary to the uses permitted in this section.

Conditions of Use

4. The design and layout of at least 35% of the total number of dwelling units must:
 - (a) be suitable for family housing; and
 - (b) have 2 or more bedrooms.

Floor Area and Density

- 5.1 Computation of floor area must assume that the site area is 1,741.3 m², being the site area at the time of the application for the rezoning evidenced by this by-law, prior to any dedications.
- 5.2 The maximum floor space ratio for all uses combined is 3.0.

- 5.3 Computation of floor area must include all floors having a minimum ceiling height of 1.2 m, both above and below base surface, measured to the extreme outer limits of the building.
- 5.4 Computation of floor area must exclude:
- (a) balconies and decks and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, provided that:
 - (i) the total area of these exclusions must not exceed 17% of the permitted floor area, and
 - (ii) the balconies must not be enclosed for the life of the building;
 - (b) patios and roof decks, if the Director of Planning considers the impact on privacy and outlook;
 - (c) floors or portions thereof that are used for:
 - (i) off-street parking and loading located at or below base surface, provided that the maximum exclusion for a parking space does not exceed 7.3 m in length,
 - (ii) bicycle storage, and
 - (iii) heating and mechanical equipment, or uses that the Director of Planning considers similar to the foregoing;
 - (d) entries, porches and verandahs if the Director of Planning first approves the design;
 - (e) all residential storage area above or below base surface, except that if residential storage area above base surface exceeds 3.7 m² per dwelling unit, there will be no exclusion for any of the residential storage area above base surface for that unit; and
 - (f) all storage area below base surface for non-dwelling uses.
- 5.5 The Director of Planning or Development Permit Board may exclude common amenity areas from the computation of floor area, to a maximum of 10% of the total permitted floor area, if the Director of Planning or Development Permit Board considers the intent of this by-law and all applicable Council policies and guidelines.

Building Height

- 6.1 Building height must not exceed 21 m.
- 6.2 Despite section 6.1 of this by-law and the building height regulations in section 10 of the Zoning and Development By-law, the Director of Planning, after considering the impact on building placement, massing, views, overlook, shadowing and noise, may permit architectural features, common rooftop amenity space or mechanical appurtenances including elevator overrun and rooftop access structures, or any other appurtenances

that the Director of planning considers similar to the foregoing, to exceed the maximum building height.

Access to Natural Light

- 7.1 Each habitable room must have at least 1 window on an exterior wall of a building.
- 7.2 For the purposes of section 7.1 above, habitable room means any room except a bathroom or a kitchen.

* * * * *

APPENDIX B CONDITIONS OF APPROVAL

Note: Any changes to the conditions approved by Council will be contained in its decision. Applicants are advised to consult the minutes for any changes or additions to these conditions.

PART 1: CONDITIONS OF APPROVAL OF THE FORM OF DEVELOPMENT

Note: Consideration by Council of the proposed form of development is in reference to plans prepared by Soheil Khosravi Kermani Architecture Inc., received on February 27, 2025, with an addendum received on August 22, 2025..

THAT, prior to approval of the form of development, the applicant shall obtain approval of a development application by the Director of Planning or Development Permit Board who shall have particular regard to the following:

Urban Design

- 1.1 Design development to architectural expression to reduce perceived building mass.

Note to Applicant: This may be achieved by:

- (a) Exploring treatments to façade articulation consistent with the overall design.
- (b) Limiting balcony projections into front and rear yards to maximum 1.8 m (6 ft.). Refer to Zoning and Development By-law Section 10.8.1 c (i).

- 1.2 Design consideration to improve the common indoor and outdoor amenity space where possible.

Note to Applicant: refer to *High Density Housing for Families with Children Guidelines*. Explore opportunities to include children's play area. Refer to Landscape Condition 1.3 and Housing Condition 1.9.

Landscape

- 1.3 Design development to children's play area to ensure accessible access.

Note to Applicant: Children's play area must have accessible access from within the site. Grading and ramps should be revised so ramp access is provided directly into the play area, not into the lane. Provide necessary sections and grading information to ensure accessibility/grading of this area can be fully understood.

- 1.4 Provision of revised and coordinated landscape, and arborist documents.

Note to applicant:

- (a) Revise landscape documents to show relevant tree information, coordinated with the Arborist Report documents.

- (i) Illustrate and show all existing trees as per arborist documents, note or show if they are retained or removed, and show trees labelled as per arborist documents.
- (ii) Illustrate, and dimension tree protection barriers, including any phased protection barriers.
- (iii) Note all areas requiring arborist supervision, and any critical arborist notes relating to retention of existing trees.

It may be beneficial to include the Arborist Tree Management plan within the landscape submission set to improve legibility of the above items.

- (b) Tree Management Plan should be completed with site plan as an underlay, not only the parkade level. Ensure coordination with latest landscape drawings for accurate site plans.

- 1.5 Provision of a detailed Landscape Plan illustrating soft and hard landscaping for the complete site, including rooftops.

Note to applicant: The plans should be at 1/8":1 ft. scale minimum. The Plant List should include the common and botanical name, size and quantity of all existing/ proposed plant material. Plant material should be clearly illustrated on the Plan and keyed to the Plant List. The landscape plan should include the public realm treatment (to the curb) and all existing or proposed street trees, adjoining walkways, surface materials, PMT/Vista transformers and public utilities such as lamp posts, hydro poles, fire hydrants.

- 1.6 Provision of detailed architectural and landscape cross sections (minimum 1/4" scale) through common open spaces, rooftop areas, semi-private patio areas and planters.

Note to applicant: The sections should illustrate the slab design and location, the soil profile, tree root ball, tree canopy and any associated landscaping. For private patios and amenity areas, illustrate and dimension planters on slab, planter sizes (inside dimension), soil, root ball, retaining walls, steps, patios and portions of the adjacent building, such as residential units or amenity rooms.

Sustainability

- 1.7 All new buildings in the development will meet the requirements of the *Green Buildings Policy for Rezoning*s (amended November 27, 2024) located here <https://guidelines.vancouver.ca/policy-green-buildings-for-rezonings.pdf>

Note to Applicant: Refer to the most recent bulletin *Green Buildings Policy for Rezoning*s – *Process and Requirements*.

Housing

- 1.8 The proposed unit mix, including 29 studio units (31%), 29 one-bedroom units (31%), and 36 two-bedroom units (38%) is to be included in the development permit drawings.

Note to Applicant: Any changes in the unit mix from the rezoning application may be varied under the discretion of the Director of Planning or Development Permit Board

provided that it does not go lower than 35% of the market rental units designed to be suitable for families with children.

- 1.9 The development should be designed in accordance with the *High-Density Housing for Families with Children Guidelines*, including the provision of:
- (a) An outdoor amenity area to include areas suitable for a range of children's play activities and urban agriculture appropriate in size for the scale of the project and situated to maximize sunlight access (Sections 3.3.2 and 3.4.3).
 - (b) A minimum of 2.3 sq. m (24.7 sq. ft.) of bulk storage for each dwelling unit (Section 4.4.2).
 - (c) A multi-purpose indoor amenity space appropriate in size for the scale of the project, with a wheelchair accessible washroom and kitchenette. Consider positioning this adjacent to the children's play area to enable parental supervision from the amenity room (Section 3.7.3).
 - (d) A balcony for each unit with 1.8 by 2.7 m minimum dimensions (Section 4.3.2).

Note to Applicant: Bulk storage should be designed in accordance with the *Bulk Storage and In-Suite Storage – Multiple Dwelling Residential Developments Bulletin*.

Engineering

- 1.10 Provision of construction details to determine ability to meet municipal design standards for shotcrete removal (City of Vancouver Design Guidelines, Construction Standards and Encroachment By-law (#4243) section 3A) and access around existing and future utilities adjacent your site prior to building permit issuance.

Note to Applicant: Current construction practices regarding shotcrete shoring removals have put City utilities at risk during removal of encroaching portions of the shoring systems. Detailed confirmations of these commitments will be sought at the building permit stage with final design achievements certified and confirmed with survey and photographic evidence of removals and protection of adjacent utilities prior to occupancy permit issuance. Please contact Engineering Services at shoringreview@vancouver.ca for details.

<https://vancouver.ca/streets-transportation/street-design-construction-resources.aspx>

<https://vancouver.ca/home-property-development/construction-street-use-permits.aspx#shoring-and-excavation>

- 1.11 The owner or representative is to contact Engineering Services at StreetUseReview@vancouver.ca to acquire the project's permissible street use after building permit issuance.

Note to Applicant: Prepare a mitigation plan to minimize street use during excavation and construction (i.e., consideration to the building design or sourcing adjacent private property to construct from) and be aware that a minimum 60-day lead time is required for

any major crane erection / removal or slab pour that requires additional street use beyond the already identified project street use permissions.

<https://vancouver.ca/home-property-development/construction-street-use-permits.aspx>

- 1.12 Provision of any gas service to connect directly to the building without any portion of the service connection above grade within the road right-of-way.
- 1.13 Provision of a lighting simulation to support all offsite lighting upgrades to City standards and IESNA recommendations.
- 1.14 Provision of garbage and recycling storage amenity design to the satisfaction of the General Manager of Engineering Services as presented in the [Garbage and Recycling Storage Amenity Design Supplement](#).

Note to Applicant: Draw and label container outlines and if the site is mixed use, demonstrate separated solid waste amenities for use types, and label each amenity.

Amenities designed below grade should enable access and pick up from a location without reliance of the lane for extended bin storage. If this cannot be confirmed, then an on-site garbage bin staging area is to be provided adjacent the lane. Pick up operations should not require the use of public property for storage, pick up or return of bins to the storage location.

- 1.15 Submission to Engineering of an updated landscape plan reflecting all the public realm changes, including demonstration of:
 - (a) Display of the following note(s):
 - (i) "This plan is "NOT FOR CONSTRUCTION" and is to be submitted for review to Engineering Services a minimum of 8 weeks prior to the start of any construction proposed for public property. No work on public property may begin until such plans receive "For Construction" approval and related permits are issued. Please contact Engineering, Development and Major Projects and/or your Engineering, Building Site Inspector for details."
 - (ii) "Tree species, final spacing, quantity and location to the satisfaction of the General Manager of Engineering Services. New trees must be of good standard, minimum 6 cm caliper, and installed with approved root barriers, tree guards and appropriate soil volumes. Installation of Engineered Soil may be required to obtain appropriate soil volumes based on site conditions. Root barriers shall be of rigid construction, 8 feet long and 18 inches deep, centre on each street tree adjacent to the sidewalk and any off-street bike facility. Planting depth of root ball must be below sidewalk grade. Contact Park Board at pbdevelopment.trees@vancouver.ca for inspection after tree planting completion".
 - (iii) "The required Green Instructure improvements for 717 West 28th Avenue will be as per City-issued design".

Note to Applicant: Callouts must be included along with the note.

(b) Existing locations of:

(i) Street furniture.

Note to Applicant: For drawings with existing street furniture displayed, a note must be added stating:

“All removals, relocations, reinstallations and replacements of street furniture must be carried out by the City Street Furniture Contractor in coordination with the City Street Furniture Coordinator.”

(ii) Poles and guy wires.

Note to Applicant: Poles and guywires that are to be removed or relocated must be called out and the existing and proposed locations shown. Letters must be provided from the appropriate public utility companies that confirm that pole relocation proposed is possible.

(c) All proposed streetscape materials on City property to be City standard materials. Note to Applicant: Deviations from the standard streetscape materials must be justified in a report and approved by City prior to the development permit application. Encroachment agreements may be required for non-standard streetscape materials on City property.

Surface treatment in the lane is to be standard asphalt only. Surface treatments in hardscape areas of the boulevard and plaza are to be in standard concrete only.

(d) All proposed Streetscape designed in compliance with *Cambie Corridor Streetscape Design Guidelines*.

Note to Applicant: Where a design detail is not available, make note of the improvement on the plan. Public realm changes include all off-site improvements sought for this rezoning. The Streets Design Guidelines are viewable online at <https://vancouver.ca/streets-transportation/streetscape-design-guidelines.aspx> and are to be used alongside the City design guidelines and construction standards.

1.16 Parking, loading, bicycle, and passenger loading space quantities must be provided and maintained in accordance with the requirements of the Vancouver Parking By-Law.

1.17 Provision of a sewer abandonment plan by the Developer's Engineer that details the following:

(a) Abandonment or removal of all existing storm, sanitary, and combined connections to the development site.

(b) Abandonment or removal of all existing storm, sanitary, and combined sewer mains that are no longer in use due to the development site.

Note to Applicant: The abandonment plan is required to be reviewed and accepted by the City Engineer prior to issuance of the sewer permit.

- 1.18 Provision of all third-party utility services (e.g., BC Hydro, Telus, and Shaw) to be underground, BC Hydro service to the site to be primary, and all required electrical plants to be provided within private property.

Note to Applicant: BC Hydro System Vista, Vista switchgear, pad mounted transformers, low profile transformers and kiosks as well as telecommunications kiosks are to be located on private property with no reliance on public property for placement of these features.

For questions on this requirement, please contact Utilities Management Branch at 604-829-9447 or at umb@vancouver.ca.

- 1.19 A Key Plan shall be submitted by the applicant and approved by the City prior to any third-party utility drawing submissions, and third-party utility service drawings will not be reviewed by the City until the Key Plan is defined and achieves the following objectives:

- (a) The Key Plan shall meet the specifications in the City of Vancouver Engineering Design Manual Section 2.4.4 Key Plan <https://vancouver.ca/files/cov/engineering-design-manual.PDF>; and
- (b) All third-party service lines to the development are to be shown on the plan (e.g., BC Hydro, TELUS, and Shaw, etc.) and the applicant is to provide documented acceptance from the third-party utilities prior to submitting to the City.

Note to Applicant: It is highly recommended that the applicant submits a Key Plan to the City for review as part of the building permit application.

Use of street for temporary power (e.g., temporary pole, pole mounted transformer or ducting) is to be coordinated with the city well in advanced of construction. Requests will be reviewed on a case- by-case basis with justification provided substantiating need of street space against other alternatives. If street use for temporary power is not approved, alternate means of providing power will need to be proposed. An electrical permit will be required.

<https://vancouver.ca/files/cov/Key%20Plan%20Process%20and%20Requirements.pdf>

- 1.20 Show all City supplied building grades and entranceway design elevations on the architectural and landscape plans, while ensuring any topographic survey used for design purposes is derived from a benchmark with elevations consistent with those denoted on the City issued building grade plan.

Note to Applicant: When providing additional property line elevations for proposed entrances, interpolate a continuous grade between the elevations provided on the City supplied building grade plan.

For more information, please contact Engineering, Streets Design Branch at building.grades@vancouver.ca or call 604-871-6373.

<https://vancouver.ca/home-property-development/building-grades-for-sidewalk-and-street-elevation.aspx>.

PART 2: CONDITIONS OF BY-LAW ENACTMENT

THAT, prior to enactment of the CD-1 By-law, the registered owner shall on terms and conditions satisfactory to the Director of Legal Services, the General Manager of Planning, Urban Design and Sustainability, and the General Manager of Engineering Services, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

Engineering

- 2.1 Provision of a replacement Services Agreement to detail the on-site and off-site works and services necessary or incidental to the servicing of the site (collectively called the “Services”) such that they are designed, constructed, and installed at no cost to the City and all necessary street dedications and rights of way for the Services are provided. No development permit for the site, or any portion thereof, or for any building or improvements thereon will be issued until the letter of credit or such other form of alternative security that may be acceptable to the City in its sole discretion, as security for the Services is provided. The timing for the delivery of the Services shall be determined by the General Manager of Engineering Services in his sole discretion and holds shall be placed on such permits as deemed necessary in his sole discretion. The Services are not excess and/or extended services, and the applicant is not entitled to a Latecomer Agreement.

Note to Applicant: For general Latecomer Policy information refer to the website at <https://vancouver.ca/home-property-development/latecomer-policy.aspx#redirect>.

- (a) Provision of adequate water service to meet the domestic and fire flow demands of the project.

Note to Applicant: Based on the confirmed Fire Underwriter's Survey Required Fire Flows and domestic flows submitted by Aplin & Martin Consultants Ltd. dated January 13, 2025, no water main upgrades are required to service the development.

The main servicing the proposed development is 150 mm on West 28th Avenue. Should the development require water service connections larger than servicing main, the developer shall upsize the existing main to the satisfaction of the General Manager of Engineering Services. The developer is responsible for 100% of the cost of the upgrading. The maximum water service connection size is 300 mm.

Should the development's Fire Underwriter's Survey Required Fire Flow calculation change as the building design progresses, a resubmission to the City of Vancouver Waterworks Engineer is required for re-evaluation of the Water System.

As per the City of Vancouver Building By-law, the principal entrance must be within 90m of a fire hydrant. Should the final design of the building change such

that this requirement is no longer satisfied, provision of a new hydrant to be installed in accordance with the aforementioned by-law will be required. The developer is responsible for 100% of the cost of this upgrade.

- (b) Provision of adequate sewer (storm and sanitary) service to meet the demands of the project.

Note to Applicant: Implementation of development(s) at 717 West 28th Avenue does not require any sewer upgrades.

Development to be serviced to the existing 300 mm combined sewers along West 28th Avenue.

Note to Applicant: If the tie-in location is not consistent with the existing connection, please contact the City to confirm capacity. Sewer upgrades may be required.

The City of Vancouver Council has approved a Vancouver Building Bylaw change effective January 1st, 2026. The onsite rainwater release rate requirement has been updated to the following: The post-development 10-year flow rate discharged from the site shall be no greater than 25 L/s/Ha of site area, and the first 15 mm of rainfall over areas not covered in landscaping shall be controlled to 5 L/s/ha. The post-development estimate shall utilize the 2100 IDF curves to account for climate change. Acceptable calculation methods will also be specified. This site will be required to comply with these requirements. More information is available at vancouver.ca/rainwater.

- (c) Provision of street improvements with appropriate transitions, along West 28th Avenue adjacent to the site, including:

- (i) Minimum 2.1 m wide broom finish saw-cut concrete sidewalk.

- (d) Provision of street improvements with appropriate transitions, along the lane adjacent to the site, including:

- (i) Full depth pavement reconstruction.

Note to Applicant: Lane reconstruction to meet City “Higher-Zoned Lane” standards. Refer to the City design guidelines and construction standards.

<https://vancouver.ca/streets-transportation/street-design-construction-resources.aspx>

- (e) Provision of speed humps in the lane north of West 28th Avenue between Heather Street and Willow Street.

- (f) Provision of green infrastructure improvements to the satisfaction of the General Manager of Engineering Services, including:

- (i) Installation of a rainwater tree trench on West 28th Avenue, to treat and retain 90% of average annual rainfall from the right-of-way to the greatest extent practical.

Note to Applicant: These improvements generally include placement of street trees, structural soil or soil cell and perforated pipe sub drain connected to the sewer system under proposed front boulevard and sidewalk to provide the minimum soil volume storage for street trees as per the Engineering Design Manual. Selected tree species to be coordinated with Urban Forestry, Streets and Transportation.

Note to Applicant: Green Infrastructure (GI) should be used to manage rainwater from the street right-of-way as required in the Rain City Strategy. The retention standard for the right-of-way is to treat and retain 90% of average annual rainfall where possible. These design standards are applied to the prescribed GI measures listed above.

- (g) Provision of upgraded street lighting (roadway and sidewalk) to current City standards and IESNA recommendations.
- (h) Provision of new or replacement duct banks that meets current City standard.

Note to Applicant: Duct banks are to consist of electrical communication ducts and cables and connect to existing electrical and communication infrastructure.

The detailed Electrical design is required prior to the start of any associated electrical work and is to conform with the current City Engineering Design Manual, Construction Specifications, Standard Detail Drawing, Canadian Electrical Code, and the Master Municipal Construction Documents.

- (i) Provision of street trees where space permits.

Note to Applicant: Final spacing, quantity and location to the satisfaction of the General Manager of Engineering Services. Tree species to the approval of the City Arborist. Street tree planting to include appropriate soil volumes and approved root barriers of rigid construction, 8 ft long and 18 in. deep, centre on each street tree adjacent to the sidewalk and any off-street bike facility. Installation of Engineered Soil under new sidewalks may be required to obtain appropriate soil volumes based on site conditions

- (j) Provision of installation of parking regulatory signage on streets adjacent to the site, to the satisfaction of the General Manager of Engineering Services.

2.2 Make arrangements to the satisfaction of General Manager of Engineering Services and Director of Legal Services for the release of the following agreements on title:

- o Rainwater Management Agreement (CB1035983-9 to CB1035989); and
- o Services Agreement (CB631209 to CB6312-14).

Note to Applicant: The discharge of these agreements is to occur prior to CD-1 enactment to reflect the current rezoning application.

Housing

- 2.3 Make arrangements to the satisfaction of the General Manager of Planning, Urban Design and Sustainability and the Director of Legal Services to enter into a Housing Agreement and a Section 219 Covenant securing all residential units as for-profit affordable housing units, excluding Seniors Supportive or Independent Living Housing, for a term equal to the longer of 60 years and life of the building, subject to the following conditions and requirements:
- (a) A no separate sales covenant;
 - (b) A no stratification covenant;
 - (c) None of the units will be rented for less than 90 consecutive days at a time;
 - (d) The average starting monthly rents for each unit type will for initial occupancy not exceed the rents outlined by Section 3.1A (e) of the Vancouver Development Cost Levy By-Law; and
 - (e) A rent roll is to be provided, prior to issuance of an occupancy permit, to the satisfaction of General Manager of Planning, Urban Design and Sustainability and the Director of Legal Services, which reflects the agreed initial monthly rents as of occupancy,

and such other terms and conditions as the General Manager of Planning, Urban Design and Sustainability and the Director of Legal Services may require.

Note to Applicant: This condition will be secured by a Housing Agreement to be entered into by the City at by-law enactment pursuant to Section 565.2 of the Vancouver Charter and a Section 219 Covenant.

- 2.4 In the event that one or more eligible tenants are discovered to reside at the property (or formerly resided at the property, enter into a Section 219 Covenant and/or such other agreements as the General Manager of Planning, Urban Design and Sustainability and the Director of Legal Services determine are necessary to require the applicant to:
- (a) Provide a Tenant Relocation Plan to the satisfaction of the General Manager of Planning, Urban Design and Sustainability as per the *Transit-Oriented Areas Rezoning Policy* and the *Tenant Relocation and Protection Policy (TRPP)* that is effective at the time of submission of the development permit application.
 - (b) Provide a notarized declaration prior to issuance of the development permit that demonstrates that each tenant has been given written notice of the intent to redevelop the property; that indicates the number of units occupied on the date of the notice; and includes copies of a letter addressed to each eligible tenant summarizing the Tenant Relocation Plan offer and signed as received by each eligible tenant.

- (c) Provide an Interim Tenant Relocation Report to the satisfaction of the General Manager of Planning, Urban Design and Sustainability prior to issuance of the demolition permit. The Report must include, but may not be limited to, the names of tenants; whether each tenant has indicated interest in the Right of First Refusal to return to the new building; each tenant's choice of either the financial compensation, temporary rent top-up or lump sum rent top-up option; the names of any tenants who have ended their tenancy; the reason for its end (e.g. tenant decision or mutual agreement to end tenancy); the outcomes of their search for alternate accommodation (if assistance was requested by the tenant), and their temporary rent top-up amount for the first year of tenancy in the alternative unit (if applicable) and total compensation amount(s); the names of tenants still remaining in the building; the status of the applicant's search for relocation options (if assistance was requested by the tenant) and/or additional assistance rendered, as required through their Tenant Relocation Plan. A copy of the Temporary Rent Top-Up Calculation Form for each tenant that chooses the Temporary Rent Top-Up option must also be provided with the Interim Tenant Relocation Report.

Note to Applicant: If a long period of time elapses between Council meeting and before issuance of Demolition Permit, the City may request an additional Interim Tenant Relocation Report be submitted.

- (d) Provide a Final Tenant Relocation Report to the satisfaction of the General Manager of Planning, Urban Design and Sustainability prior to issuance of the occupancy permit. The Report must include, but may not be limited to, the names of tenants; whether each tenant has indicated interest in the Right of First Refusal to return to the new building, or another building (if applicable) and their starting rent, and for those not returning to the new building, the outcome of their search for alternate accommodations and the total monetary value given to each tenant (moving costs, financial compensation, total rent top-up amount, any other compensation).

Community Amenity Contribution

- 2.5 Pay to the City the cash Community Amenity Contribution of \$250,000 (cash CAC) which the applicant has offered to the City to support delivery of the Cambie Corridor Plan Public Benefits Strategy. Payment is to be made prior to enactment of the CD-1 By-law at no cost to the City and on terms and conditions satisfactory to the Director of Legal Services.

Environmental Contamination

- 2.6 The following conditions must be met prior to enactment of the rezoning:
 - (a) Submit a site disclosure statement to Environmental Services.
 - (b) As required by the Manager of Environmental Services and the Director of Legal Services, in their discretion, do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter.

- (c) If required by the Manager of Environmental Services and the Director of Legal Services, in their discretion, enter into a remediation agreement for the remediation of the site and any contaminants which have migrated from the site on terms and conditions satisfactory to the Manager of Environmental Services, the General Manager of Engineering Services and Director of Legal Services, including a Section 219 Covenant that there will be no occupancy of any buildings or improvements constructed on the site pursuant to this rezoning until separate Certificates of Compliance, satisfactory to the City, for the on-site and off-site contamination, issued by the BC Ministry of Environment and Parks, have been provided to the City.

Agreements

Note: Where the Director of Legal Services deems appropriate, the preceding agreements are to be drawn, not only as personal covenants of the property owners, but also as registerable charges pursuant to the Land Title Act.

The preceding agreements are to be registered in the appropriate Land Title Office, with priority over such other liens, charges and encumbrances affecting the subject site as is considered advisable by the Director of Legal Services, and otherwise to the satisfaction of the Director of Legal Services prior to enactment of the By-law and at no cost to the City.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable charges, letters of credit and withholding of permits, as deemed necessary by and in a form satisfactory to the Director of Legal Services. The timing of all required payments, if any, shall be determined by the appropriate City official having responsibility for each particular agreement, who may consult other City officials and City Council.

* * * * *

APPENDIX C ADDITIONAL INFORMATION

Public Consultation Summary

Approximately 481 people attended this event/page views were recorded. A total of 56 comments were received, with 10 comments in support of the housing supply, location, and the purpose-built rental, and 41 expressing concerns about affordability, neighbourhood character, insufficient parking, and traffic impacts.

Event	Date(s)	Details
Webpage published	September 15, 2025	https://www.shapeyourcity.ca/717-w-28-ave-2
Postcard mailed	October 15 2025	1,166 (Postcard notifications were sent with a delay due to the Canada Post strike)
Site sign installed	September 24, 2025	n/a
Online comment form	September 2025 to February 2026	53 submissions • 10 responses support • 41 responses opposed • 2 responses mixed
Question and Answer (Q&A) period (2 weeks)	October 8, 2025, to October 21, 2025	3 submissions
Other input (phone calls, direct emails, etc.)	September 15, 2025 to February 11, 2026	3 submissions
Total webpage views	September 15, 2025 to February 11, 2026	481 page views
Total Submissions (Comments submitted + questions asked + other input methods)		59 submissions

Map of Notification Area



A summary of public input is provided below, organized by topic.

Areas of support:

- **Housing supply:** The project is supported for adding much-needed rental housing in Vancouver.
- **Location near transit and jobs:** The site's proximity to transit and major employment areas makes it suitable for higher-density housing.
- **Purpose-built rental:** Delivery of long-term rental housing rather than strata ownership.

Areas of concern:

- **TOA Policy and affordability:** Not providing the required below-market rental units under the *TOA Policy* while seeking increased height and density.
- **Neighbourhood scale and character:** The six-storey building is too tall and dense for a low-rise residential street and will impact the neighbourhood negatively by loss of sunlight and privacy.
- **Parking, traffic, and infrastructure:** Insufficient parking and increased traffic are expected to negatively impact safety and local infrastructure.

Response to Public Comments

TOA Policy and affordability: Staff have conducted a pro forma analysis confirming that the proposal would not generate sufficient land value lift to support the inclusion of below-market rental housing on this site.

Neighbourhood scale and character: The proposed height and density is consistent with the Policy which allows up to eight storeys at this location, while six storeys are proposed. The proposal aligns with Council and provincial direction to deliver housing in proximity to transit centres.

Traffic, parking and infrastructure: The site is well located to encourage modes of transportation other than private vehicles. It is located within 700 metres of the King Edward SkyTrain Station, 450 metres of the Number 25 bus route and close to bikeways on Heather Street and 29th Avenue. Engineering staff have reviewed the application with respect to transportation impacts and have included conditions to deliver improvements that will address safety for all road users. This includes installation of speed humps, upgraded street lighting, sidewalk improvements and the installation of parking signage on streets.

* * * * *

APPENDIX D HOUSING

Housing Data

Figure 3: Progress Towards 10 Year Housing Vancouver Targets (2024-2033) for Purpose-Built Market Rental Housing as of March 31, 2026

Housing Type	10-YEAR TARGETS	Units Approved Towards Targets
Purpose-Built Market Rental Housing Units	35,500	22,888 (64%)

1. New 10-year targets were adopted in 2024, with tracking starting from January 1st, 2024.
2. Previous targets established in 2017 included 20,000 purpose-built rental, market and below-market combined, with tracking starting in 2017. As of December 31st, 2023, 87% of the previous targets had been reached.
3. Unit numbers exclude the units in this proposal, pending council's approval of this application.

As the applicant is seeking a Class B DCL Waiver, average rents for each unit type will be set at the DCL By-law Maximum Average rents for the westside at the time of occupancy permit issuance, for initial building occupancy.

Figure 4: Market Rents in Newer Westside Buildings, DCL By-Law Maximum Average Rents, Costs of Ownership and Household Income Served

		Newer Rental Buildings Westside		DCL By-Law Maximum Averages Westside		Monthly Costs of Ownership for Median-Priced Apartment – Westside (with 20% down payment)		
Unit	Proposed Average Unit Size	Average Market Rents ¹	Average Household Income Served ⁴	2025 Maximum Average Rent ²	Average Household Income Served ⁴	Monthly Costs of Ownership ³	Average Household Income Served ⁴	Down Payment at 20% ³
Studio	402	\$2,003	\$80,120	\$2,284	\$91,344	\$3,118	\$124,720	\$108,000
1-bed	501	\$2,601	\$104,040	\$2,668	\$106,700	\$3,829	\$153,160	\$136,000
2-bed	731	\$3,706	\$148,240	\$3,620	\$144,804	\$5,892	\$235,680	\$210,000
3-bed	n/a	\$4,875	\$195,000	\$4,475	\$178,992	\$9,050	\$362,000	\$336,000

1. Data from the October 2025 CMHC Rental Market Survey for apartments in purpose-built rental buildings completed in the year 2016 or later on the Westside of Vancouver.
2. For studio, 1-, 2-, and 3-bedroom units, the maximum DCL rents are the average rents for all residential units built since the year 2015 in the City of Vancouver as published by CMHC in the October 2025 Rental Market Report, for Westside, plus 10%, and set in the Rental Incentive Programs Bulletin for the year 2026.
3. Based on the following assumptions: median of all BC Assessment apartment sales prices in Vancouver Westside in 2025 by unit type, 20% down payment, 5% mortgage rate (in line with Bank of Canada conventional rate), 25-year amortization, \$400-\$600 monthly strata fees and monthly property taxes at \$2.78 per \$1,000 of assessed value (2023 assessments and property tax rate).
4. Incomes are estimated based on rents or monthly ownership costs at 30% of income.

* * * * *

APPENDIX E PUBLIC BENEFITS

City-wide DCL ^{1,2}	\$154,471
Utilities DCL ¹	\$703,398
CAC: Cash	\$250,000
TOTAL	\$1,107,869

Other Benefits (non-quantifiable components): 94 rental units secured for the greater of 60 years and the life of the building.

¹ Based on rates in effect as of December 10, 2025 and the proposed 5,223.9 sq. m (56,230 sq. ft.) of residential floor area

DCLs are payable at building permit issuance based on rates in effect at that time and the floor area proposed at the development permit stage. DCL By-laws are subject to future adjustment by Council including annual inflationary adjustments. A development may qualify for 12 months of in-stream rate protection. See the City's [DCL Bulletin](#) for more details.

² This application has requested and is expected to be eligible for a Class B (86.24%) waiver of the City-wide DCL applicable to the residential portion of the building. The application is therefore subject to the maximum average starting rents and unit sizes by unit type applicable to Class B market rental units as per the By-law. These requirements will be secured by a Housing Agreement, and compliance will be assessed through the development permit stage to occupancy permit issuance. The value of the City-wide DCL waiver on the residential floor area is estimated to be \$968,093.

* * * * *

APPENDIX F REZONING APPLICATION SUMMARY

Property

Address	Parcel Identifier (PID)	Legal Description
717 West 28th Avenue	031-962-246	Lot A, Block 718, District Lot 526 Group 1 New Westminster District Plan EPP128950
731 West 28th Avenue		
743 West 28th Avenue		

Applicant Team

Developer	W28 Development Limited Partnership
Architect	Soheil Khosravi Kermani Architecture Inc.
Property Owner	W28 BT Development Ltd.

Statistics

	Permitted Under Existing Zoning	Proposed
Zoning	RM-8A	CD-1
Site Area	1,741.3 sq. m (18,743 sq. ft.)	1,741.3 sq. m (18,743 sq. ft.)
Land Use	Residential	Residential rental
Maximum FSR	1.2	3.0
Maximum Height	11.5 m (37.7 ft.)	21 m (69 ft.)
Floor Area	2,089.5 sq. m (22,492 sq. ft.)	5,223.8 sq. m (56,229 sq. ft.)
Unit Mix	N/A	29 studio units 29 1-bedroom 36 2-bedroom 94 Total
Natural Assets	5 on-site trees 5 street trees 1 neighbouring tree	5 on-site trees proposed for removal. 5 City-owned trees proposed for retention. 1 neighbour tree proposed for retention. 14 new site trees proposed. Final numbers to be confirmed at development permit stage.

* * * * *