

‘Related Plan Amendments’

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: Rezoning of Certain Properties in the Nanaimo Sub-area of the Grandview-Woodland Community Plan, and Related Plan Amendments

RECOMMENDATION

- A. THAT Council approve amendments to the Grandview-Woodland Community Plan to:
- i. Revise policies for the Nanaimo Street sub-area as outlined in Appendix A to add housing choice and reflect Plan implementation work currently being undertaken; and
 - ii. Revise miscellaneous policies in the Grandview, and Broadway-Commercial Station Area Plans as outlined in Appendix B to reflect previously approved implementation work.

Stephen Bohus, BLA
Grandview-Woodland resident and renter

Please defer and delay any changes to
Grandview-Woodland Community Plan (GWCP):

- 1) Incomplete text & diagrams
- 2) Sever any GWCP change from lot rezonings
- 3) Any plan amendments need proper
consultation and full text and diagrams for
discussion
- 4) There are many unrelated plan amendments

No Notification

Amendments proposed in Appendix A and Appendix B

The Plan also has

- 1) Factual errors that were never corrected (see my presentation July 2016 showing errors)
- 2) The 2016 Census is now complete (plan used 2011, out of date information)
- 3) There's a review that didn't take place after the 3 year period (7.1.5 wrt pace of change)

This is not a review:

Staff are not recommending any changes to the 6-storey rezoning policies outlined in the GWCP and further note that this scale of building reflects a typology of new housing that that can be considered in many comparable areas of the city.

This work was never completed, no consultation

grandview-woodland-community-plan.pdf (page 137 of 272)

- 7.1.5 In order to manage the initial take up (“pace of change”) of policies involving redevelopment of existing market rental housing, limit approvals of projects that involve demolition of existing market rental housing covered by the Rental Housing Stock ODP, to no more than 5 new developments in the first 3 years of the plan, or a maximum of 150 existing market rental units (i.e. renewed/redeveloped as a component of the 5 sites). Following 3 years, report back on the rate of development and the outcomes of that activity.

Please Strike

‘in accordance with the **amended** Grandview-Woodland Community Plan’ from the draft bylaws

APPENDIX C
PAGE 1 OF 12

**DRAFT By-law to amend
Zoning and Development By-law No. 3575
to rezone an area from RT-5N to RM-12N
in accordance with the amended Grandview-Woodland Community Plan**

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. This By-law amends the indicated provisions of the Zoning and Development By-law No. 3575.

or alternately strike the word “**amended**”

Further Miscellaneous Policy Updates

As noted earlier in the report, previous Council-approved implementation work resulted in the introduction of RT-5/N, RM-8A, RM-11/N, RM-12N and C-2 zoning in the Nanaimo sub-area, as well as other sub-areas in the GWCP. In order to ensure that the text and graphics contained in the GWCP are up-to-date and consistent with the results of this earlier implementation work, staff recommending that GWCP policy (and graphics) in Appendix B also be updated at this time.

Appendix A and B

Amended Policy Language - Blocks Under Review:

- 1) 2300-block Charles Street (south side), 2300-block Kitchener Street (north side), and
- 2) 2400-block of E 12th Ave (south side), 2800-Block of Nanaimo Street (east side), 2400-block of N Grandview Hwy

The following changes to policy wording will be required ensure the Grandview-Woodland Community Plan is consistent with the updated land-use and zoning changes proposed as part of this report.

Policy or Guideline No. (Page)	Existing Text	Revised policy/guideline
p.98 Policy 6.6	Figure 6.41: Nanaimo Land Use Map and Character Areas	<i>Update to reflect implementation changes undertaken between 2017-19</i>
p.100	Figure 6.42: Nanaimo Ground-Oriented Residential Areas Land-Use	<i>Update to reflect implementation changes undertaken between 2017-19</i>
p.101	Figure 6.43: Nanaimo Ground-Oriented Residential Areas Typical Section	<i>Update to reflect implementation changes undertaken between 2017-19</i>

Appendix A and B

p.102	ADD	<p>Policies:</p> <p>Consider applications for ground-oriented stacked townhouses or</p>
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- ◆ Allow Multiple Conversion Dwellings (strata-titling) within the character building, with potential additions where infill is not possible.
- ◆ For sites with a building constructed pre-1940, and without character merit, OR constructed post-1940, allow duplex buildings (two-family dwellings), with up to two lock-off suites.

p.103
Policy 6.6.2

Figure 6.44: Nanaimo Shopping Nodes Land Use

Update to reflect implementation changes undertaken between 2017-19

p.104

- Nanaimo Street (west and east sides, between East 8th and East 7th Avenues, and between East 10th and East 11th Avenues)
- Provide transitions to adjacent ground-oriented housing.
 - Height: up to 4 storeys.
 - Density: up to 2.0 FSR.
 - Site frontage: 36.6 m (120 ft.)

- Nanaimo Street EAST side, between
- William St and Charles St
 - Kitchener St and Graveley St
- Nanaimo Street WEST side, between
- East 10th and East 11th Avenues

Appendix A and B

Note: Does not even contain the final text and graphics

		District Schedule, unless noted otherwise. As part of this:
		○ Ensure applications account for C-2 guidelines

Minor modifications to the above wording may be undertaken to ensure clarity; however, the intent of all wording and graphic changes will be to ensure an accurate and consistent reflection of Council-approved implementation work.

* * * * *

Appendix B

Amended Policy Language – Previously Approved Implementation Work

The following changes to policy wording will be required ensure the Grandview-Woodland Community Plan wording is consistent with previously approved implementation work completed between 2017-2018.

p.87 Policy 6.5	Figure 6.32 Grandview Land Use Map and Character Areas	<i>Update to reflect implementation changes undertaken between 2017-18</i>
p.88	Figure 6.33 Grandview Residential Core Land Use	<i>Update to reflect implementation changes undertaken between 2017-18</i>
p.89 Policy 6.5.1	Residential Core Consider applications for duplexes (two-family residential) in areas currently zoned for single-family (RS-1, RS-4, RS-5 and RS-7) and two-family (RT-4 and RT-5), unless noted otherwise. As part of this:	Residential Core ● Consider applications for duplexes (two-family residential) in specified locations (see Figure 6.33), as set out in the RT-5 and RT-5N District Schedule, unless noted otherwise. As part of this:

Unrelated to rezonings

No updated illustrations provided for review

No consultation

Appendix B

p.90	Figure 6.34: Grandview East 1 st Avenue Land Use	<i>Update to reflect implementation changes undertaken between 2017-18</i>
p.91	East 1st Avenue, between Commercial Drive and Semlin Drive	East 1st Avenue, between Commercial Drive and Semlin Drive
Policy 6.5.2	<ul style="list-style-type: none"> Consider applications for apartments 	

APPENDIX B PAGE 2 OF 5

	(residential) as follows: <ul style="list-style-type: none"> Height: up to 13.7 m (45 ft.) (4 storeys). Density: up to 1.7 FSR Site frontage: 40 m (132 ft.) (minimum) is required to achieve the 'T' typology. 	<ul style="list-style-type: none"> Consider applications for four-storey "T"-shaped apartments (residential), with opportunity for lock-off units, as set out in the RM-11/RM-11N District Schedule. As part of this: <ul style="list-style-type: none"> Ensure applications account for RM-11/RM-11-N Guidelines
p.91	East 1st Avenue, between Semlin Drive and Nanaimo Street <ul style="list-style-type: none"> Consider applications courtyard rowhouses (residential), as follows: <ul style="list-style-type: none"> Height: up to 12.2 m (40 ft.) (3.5 	East 1st Avenue, between Semlin Drive and Nanaimo Street In specified locations (see Figure 6.34), consider applications for ground-

No updated diagrams, not 'related changes', from all over the GWCP area

Appendix B

p.91	Figure 6.35: 4-Storey “T” Typology on a 4-Lot Assembly	<i>Update to reflect implementation changes undertaken between 2017-18</i>
p.92	Figure 6.36: Grandview East 1 st Avenue Typical Section (4-Storey Apartment Segment)	<i>Update to reflect implementation changes undertaken between 2017-18</i>
p.92	Figure 6.37: Grandview East 1 st Avenue Typical Section (Courtyard Rowhouse Segment)	<i>Update to reflect implementation changes undertaken between 2017-18</i>
p.93	Figure 6.38: Grandview Transition Areas Land Use	<i>Update to reflect implementation changes undertaken between 2017-18</i>
p.94 Policy 6.5.3	<p>East Pender Street (Semlin Drive to Nanaimo Street) and East 8th Avenue (Victoria Drive to Garden Street)</p> <ul style="list-style-type: none"> • Consider applications for traditional rowhouses (residential) in areas currently zoned for single-family (RS-7 and RS-1) and two-family (RT-4), as follows: <ul style="list-style-type: none"> ○ Height: up to 12.2 m (40 ft.) (3.5 storeys). ○ Density: up to 1.2 FSR. • Allow the ground floor rowhouses to have rental lock-off suites. 	<p>East Pender Street (Semlin Drive to Nanaimo Street) and East 8th Avenue (Victoria Drive to Garden Street)</p> <ul style="list-style-type: none"> • Consider applications for ground-oriented stacked townhouses or rowhouses, including courtyard stacked townhouses and rowhouses (residential) in specified locations (see Figure 6.38), as set out in the RM-8A district schedule. As part of this: <ul style="list-style-type: none"> ○ Ensure applications account for RM-8A and RM-8AN Guidelines

Appendix B

p.94	Figure 6.39: Traditional Rowhouse Development on a 4-Lot Assembly	Update to reflect implementation changes undertaken between 2017-18
p.106	Figure 6.46: Commercial-Broadway Station Precinct (CBSP) Land Use Map and Character Areas	Update to reflect implementation changes undertaken between 2017-18
p.107	Figure 6.47: CBSP Station Mixed-use and Employment Land Use	Update to reflect implementation changes undertaken between 2017-18
p.110	Figure 6.49: CBSP Grandview Cut to Semlin Drive Typical Section	Update to reflect implementation changes undertaken between 2017-18
p.114	Figure 6.51: CBSP Station Residential Land Use	Update to reflect implementation changes undertaken between 2017-18
p.116	Figure 6.53: CBSP Residential Area Typical Section	Update to reflect implementation changes undertaken between 2017-18
p.117 Policy 6.7.2	<p>East 12th Avenue (North side of E 12th Avenue between Clark Drive and Woodland; South side of East 12th Avenue between Clark Drive and Lakewood Drive)</p> <ul style="list-style-type: none"> Consider applications for apartments (residential) as follows: <ul style="list-style-type: none"> Height: up to 4 storeys 13.7 m (45 ft.). Density: up to 1.7 FSR. Site frontage: 40 m (132 ft.) (minimum) is required to achieve the 'T' typology. 	<p>East 12th Avenue (North side of E 12th Avenue between Clark Drive and Woodland; South side of East 12th Avenue between Clark Drive and Lakewood Drive)</p> <ul style="list-style-type: none"> Consider applications for four-storey "T"-shaped apartments (residential), with opportunity for lock-off units, as set out in the RM-11/RM-11N District Schedule. As part of this:

PUBLIC REALM & TRANSPORTATION

16.1: We expect the City to create a welcoming viable public plaza at the Safeway site. This south-oriented plaza should be visible to pedestrians at the main intersection and have multiple pedestrian access points from Broadway and Commercial Drive, preferring 'desire paths'. The plaza should have an open feel and must connect to the Skytrain greenway.

We want to restrict the height at the Broadway-Commercial station intersection (SE corner) and south along Commercial Drive to eight storeys. We want to allow **a maximum of 12 storeys** on the east side of the site; however, the developments must have varied heights. The south side should not cast shadows over the plaza therefore we want to restrict buildings immediately to the south of the plaza to four storeys.

We recommend the inclusion of an iconic signature building on the north east side of the site. Development must be mixed-use, integrating small-scale ground floor retail, second storey commercial/office space and residential above. We would like to retain grocery retail.

The plaza is not an acceptable place for a bus loop or lines of waiting passengers. The plaza is intended as a pedestrian area, and must be developed with a unified consideration of the human scale.

The plaza must be vibrant and safe for everyone, and must be designed to avoid becoming a magnet for criminal activity.

Developments must be sustainable to help meet the City of Vancouver's Greenest City goals, and green roofs are preferred. The plaza must also have a high quality landscape design with green spaces, natural shade, native species, and a mix of hard and soft surfaces.

We direct the City to ensure that any new development on the Safeway site does not displace nearby co-op housing.

Safeway Site

**12-storeys maximum in
Citizens' Assembly Final
Report (June 2015)**

Maximum height on
eastern part of site

not a 36-storey equivalent
on the site

Citizens Assembly (CA) Final Report June 2015

Complete silence from staff for a year (refused to give any updates).

Draft Plan released in **June 25, 2016** see (vancouver.ca/grandviewplan)

Plan passed on **July 28, 2016** by Vision majority (referral motion defeated)

Staff went against key recommendations by Citizens' Assembly:

grandview-woodland-community-plan-trace-document.pdf (page 73 of 86)		Incorporated in draft plan	Incorporated w/ modifications	Not incorporated	Outside scope
Citizens' Assembly Recommendation	Proposed Policy Response (includes specific policy if applicable)				
16.0: BROADWAY AND COMMERCIAL					
PUBLIC REALM & TRANSPORTATION					
<p>16.1: We expect the City to create a welcoming viable public plaza at the Safeway site. This south-oriented plaza should be visible to pedestrians at the main intersection and have multiple pedestrian access points from Broadway and Commercial Drive, preferring 'desire paths'. The plaza should have an open feel and must connect to the SkyTrain greenway.</p> <p>We want to restrict the height at the Broadway-Commercial station intersection (SE corner) and south along Commercial Drive to eight storeys. We want to allow a maximum of 12 storeys on the east side of the site; however, the developments must have varied heights. The south side should not cast shadows over the plaza therefore we want to restrict buildings immediately to the south of the plaza to four storeys.</p> <p>We recommend the inclusion of an iconic signature building on the north east side of the site. Development must be mixed-use, integrating small-scale ground floor retail, second storey commercial/office space and residential</p>	<p>Analysis of these recommendations suggests that the form of development proposed would be at a lower density that is currently permitted under this site under existing zoning. Those zoning permissions have not resulted in redevelopment of the site over the past several decades. The plan policies will facilitate a redevelopment that can achieve the stated goals of a significant public plaza at this key location, however, to so building heights and the resultant density are higher than recommended by the Citizens' Assembly.</p> <p>6.7.1: Station Mixed-Use and Employment</p> <p>This Safeway Site will have new mixed-use development at a variety of scales, including mid-rise and high-rise components. The development will include office space, a mix of retail (including small-scale retail and large format grocery) and ownership housing opportunities. The site will feature a central public plaza, with pedestrian paths connecting the plaza to adjacent streets, retail and transit facilities and other public spaces.</p> <p>Policies:</p> <ul style="list-style-type: none">Allow consideration of mixed-use development with mid-rise and high-rise components. A mix of commercial uses, which may include large format grocery and small-scale retail, service and community-serving uses, is required on			<input checked="" type="checkbox"/>	

Plan is not followed:

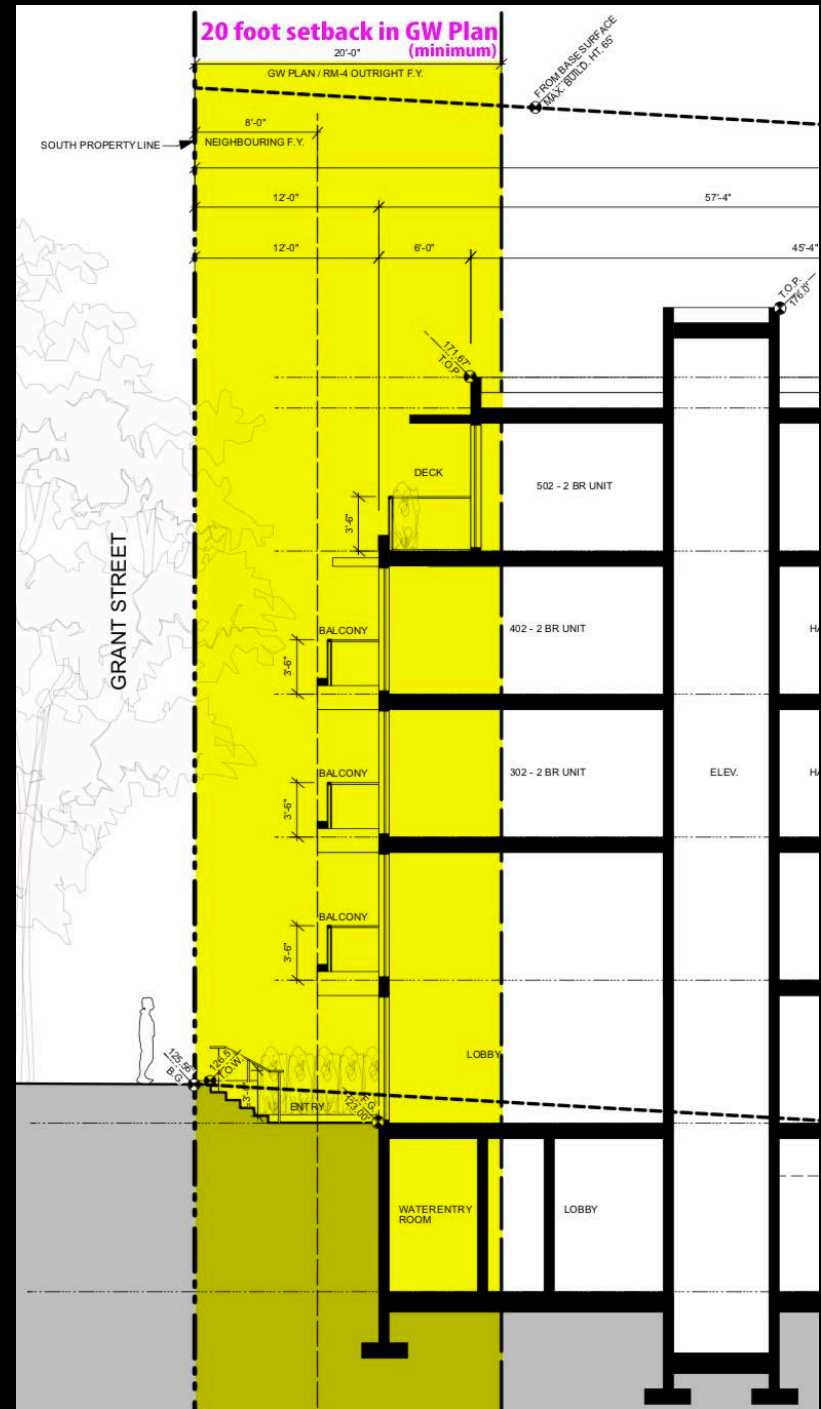
The minimum requirements listed in the policy for consideration for rezoning in the Grandview-Woodland Community Plan are simply not met. Section 6.4.1 applies to this site in Britannia Woodland (residential core, policy from p. 82):

Consider applications for 100% secured rental housing (unless otherwise noted), as follows:

- Height: up to 6 storeys. [L] [SEP]
- Density: up to 2.4 FSR. [L] [SEP]
- Site frontage: 15.1 m (49.5 ft.) (minimum) to 61 m (200 ft.) (maximum). [L] [SEP]
- Setbacks: **Front 6m (20ft.)** / Side 2.1m (7ft.) / Rear 6m (20ft.). [L] [SEP]
- Require ground-level access for first floor units. [L] [SEP]

Setbacks: Front 6m (20ft.)

Application had a 12ft. Front yard setback



Appendix B

p.119	Figure 6.57: CBSP Broadway East Multi-Family Typical Section	Update to reflect implementation changes undertaken between 2017-18
p.120	Figure 6.58: CBSP Transition Area Land Use Map	Update to reflect implementation changes undertaken between 2017-18
p.121 Policy 6.7.4	<p>East side of Garden Drive between East 10th and 11th Avenues</p> <ul style="list-style-type: none"> • Consider applications for apartments (residential). Allow orphaned lots to be permitted to develop at a smaller rowhouse scale (as outlined in Broadway East Multi-family). • Heights: up to 4 storeys (13.7 m/ 45 ft.). • Density: up to 1.7 FSR. • Site frontage: 40 m (132 ft.) (minimum) is required to achieve the 'T' typology. • Provide public realm improvements that could include increased sidewalk width, street trees, and amenities such as bike racks, feature lighting. 	<p>East side of Garden Drive between East 10th and 11th Avenues</p> <ul style="list-style-type: none"> • Consider applications for four-storey "T"-shaped apartments (residential), with opportunity for lock-off units, as set out in the RM-11/RM-11N District Schedule. As part of this: <ul style="list-style-type: none"> ○ Ensure applications account for RM-11/RM-11-N Guidelines
p.122	Figure 6.59: CBSP Residential Character Area Land Use	Update to reflect implementation changes undertaken between 2017-18
p.123	Consider applications for duplexes	Consider applications for duplexes

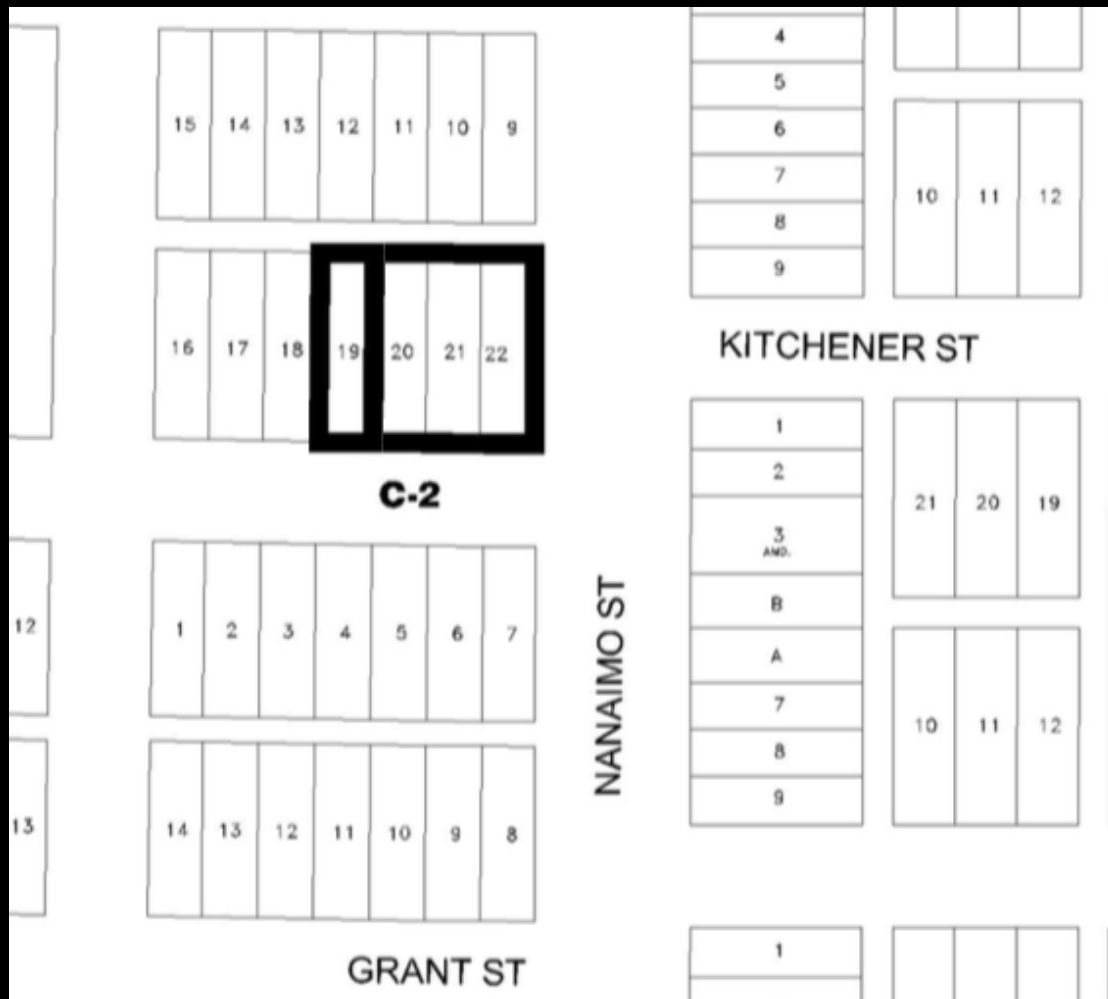
No final text, figures are not updated for review

Policy 6.7.5	<p>(residential) in areas currently zoned for single-family (RS-1) and two-family (RT-5), unless noted otherwise.</p> <ul style="list-style-type: none">• Reduce the outright permitted density to 0.50 FSR to discourage demolition of pre 1940s houses that are deemed to have character merit.○ Provide increased conditional density (up to 0.75 FSR) for two-family dwellings and multiple-family dwellings, as follows:<ul style="list-style-type: none">◆ For sites with a minimum 10 m (33 ft.) frontage, with a building constructed pre 1940 and determined to have character merit:◆ Allow infill housing, to incentivize the retention and restoration of the character merit building.◆ Allow Multiple Conversion Dwellings (strata-titling) within the character building, with potential additions where infill is not possible.◆ For sites with a building constructed pre-1940, and without character merit, OR constructed post-1940, allow duplex buildings (two-family dwellings), with up to two lock-off suites.	<p>(two-family residential) in specified locations (see Figure 6.59), as set out in the RT-5 and RT-5N District Schedule, unless noted otherwise. As part of this:</p> <ul style="list-style-type: none">○ Ensure applications account for◆ Opportunities to encourage the retention and renovation of existing character houses.◆ RT-4, RT-4A, RT-4N, RT-4AN, RT-5, RT-5N & RT-6 Guidelines.
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Minor modifications to the above wording may be undertaken to ensure clarity; however, the intent of all wording and graphic changes will be to ensure an accurate and consistent reflection of Council-approved implementation work.

‘intent’ is a weak wiggle word (compare to it ‘will’ be)

Laneway orientation from Kitchener (Nanaimo) on C-2 and laneway



C-2 should front 'main street' (Nanaimo); need for laneway at rear of C-2



Please Strike

‘in accordance with the **amended** Grandview-Woodland Community Plan’ from the draft bylaws

APPENDIX C
PAGE 1 OF 12

**DRAFT By-law to amend
Zoning and Development By-law No. 3575
to rezone an area from RT-5N to RM-12N
in accordance with the amended Grandview-Woodland Community Plan**

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. This By-law amends the indicated provisions of the Zoning and Development By-law No. 3575.

or alternately strike the word “**amended**”

Please defer and delay any changes to
Grandview-Woodland Community Plan (GWCP):

- 1) Incomplete text & diagrams
- 2) Sever any GWCP change from lot rezonings
- 3) Any plan amendments need proper
consultation and full text and diagrams for
discussion
- 4) There are many unrelated plan amendments

No Notification

No change in RM-4 in this part of Grandview-Woodland was contemplated in earlier draft & in Citizens' Assembly report



Citizens Assembly (CA) Final Report June 2015

Complete silence from staff for a year (refused to give any updates).
Draft Plan released in **June 25, 2016** see (vancouver.ca/grandviewplan)

Plan passed on **July 28, 2016** by Vision majority (referral motion defeated)

Staff went against key recommendations by Citizens' Assembly:

Citizens' Assembly Recommendation

12.13: We strongly recommend that the City maintain the existing RM4 height restrictions throughout the Britannia-Woodland sub-area.
(Exceptions: 12.18 and 12.19).

12.12: We expect the City to retain existing ratios of rental, co-op, and ownership units in the sub-area, as well as maintain the stock of low-cost rental units.

Citizens Assembly (CA) Final Report June 2015

Staff went against key recommendations by Citizens' Assembly: Grandview-Woodland Community Plan Trace Document

Citizens' Assembly Recommendation	Proposed Policy Response (includes specific policy if applicable)
12.13: We strongly recommend that the City maintain the existing RM4 height restrictions throughout the Britannia-Woodland sub-area. (Exceptions: 12.18 and 12.19).	The existing RM-4 zoning will be maintained, however, the plan allows consideration of rezonings for additional height up to six storeys provided existing units are replaced and all new units are secured as rental.

In case you haven't seen this document, this is what staff say that their response to the Citizens' Assembly process were. In particular, see pp. 55-57 (Section 12.11 and onward, Housing and Built Form)

<https://vancouver.ca/files/cov/grandview-woodland-community-plan-trace-document.pdf>

Citizens Assembly (CA) Final Report June 2015

Staff ignored recommendations by Citizens' Assembly regarding maintaining the stock of low-cost rental units:

12.12: We expect the City to retain existing ratios of rental, co-op, and ownership units in the sub-area, as well as maintain the stock of low-cost rental units.

Recognizing the residential core is currently an apartment area with relatively affordable rents, the focus is on allowing new opportunities for secured market rental housing. New opportunities for ownership housing will be introduced in select transition areas and on key character streets to support retention of character buildings.

Non-market housing will be retained through a variety of approaches, including allowing consideration of rezoning of existing non-market housing properties to provide additional height and density with the goal of preserving and increasing affordability over the long term.

Grandview-Woodland Community Plan Trace Document

See pp. 55-57 (Section 12.11 and onward, Housing and Built Form)

<https://vancouver.ca/files/cov/grandview-woodland-community-plan-trace-document.pdf>

Plan passed July 28, 2016

Over three years later: no review as promised

Section 7.1.5 GWCP:

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7.1.5 In order to manage the initial take up (“pace of change”) of policies involving redevelopment of existing market rental housing, limit approvals of projects that involve demolition of existing market rental housing covered by the Rental Housing Stock ODP, to no more than 5 new developments in the first 3 years of the plan, or a maximum of 150 existing market rental units (i.e. renewed/redeveloped as a component of the 5 sites). Following 3 years, report back on the rate of development and the outcomes of that activity.

No review done by July 28, 2019

**A review needs to be done by an independent
3rd party (not staff) with full participation by the
community**





3) NORTH VIEW
FROM 2ND FLOOR



4) NORTH VIEW
FROM STREET
LEVEL

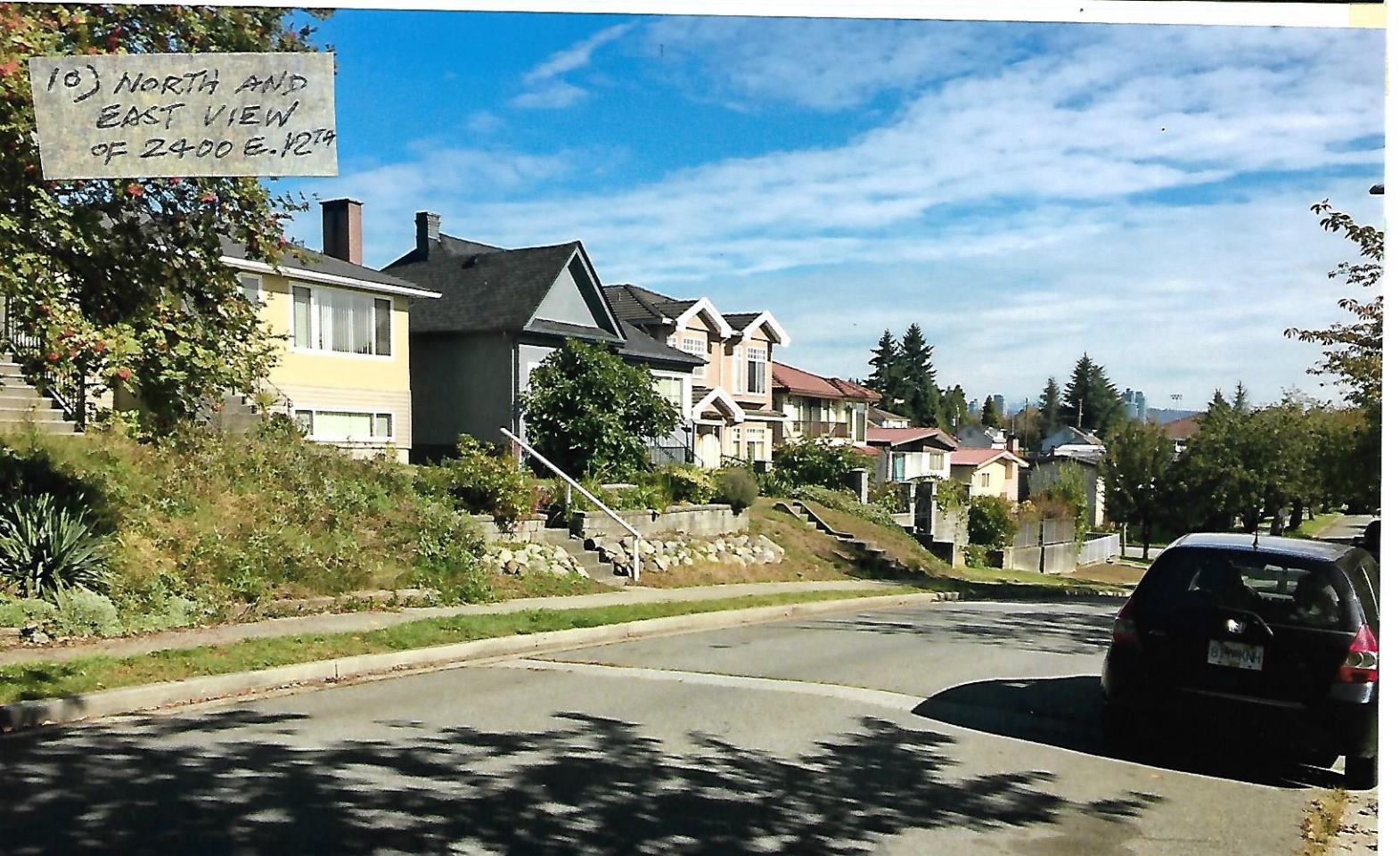




9) NORTH AND
EAST VIEW
OF 2400 E. 12TH



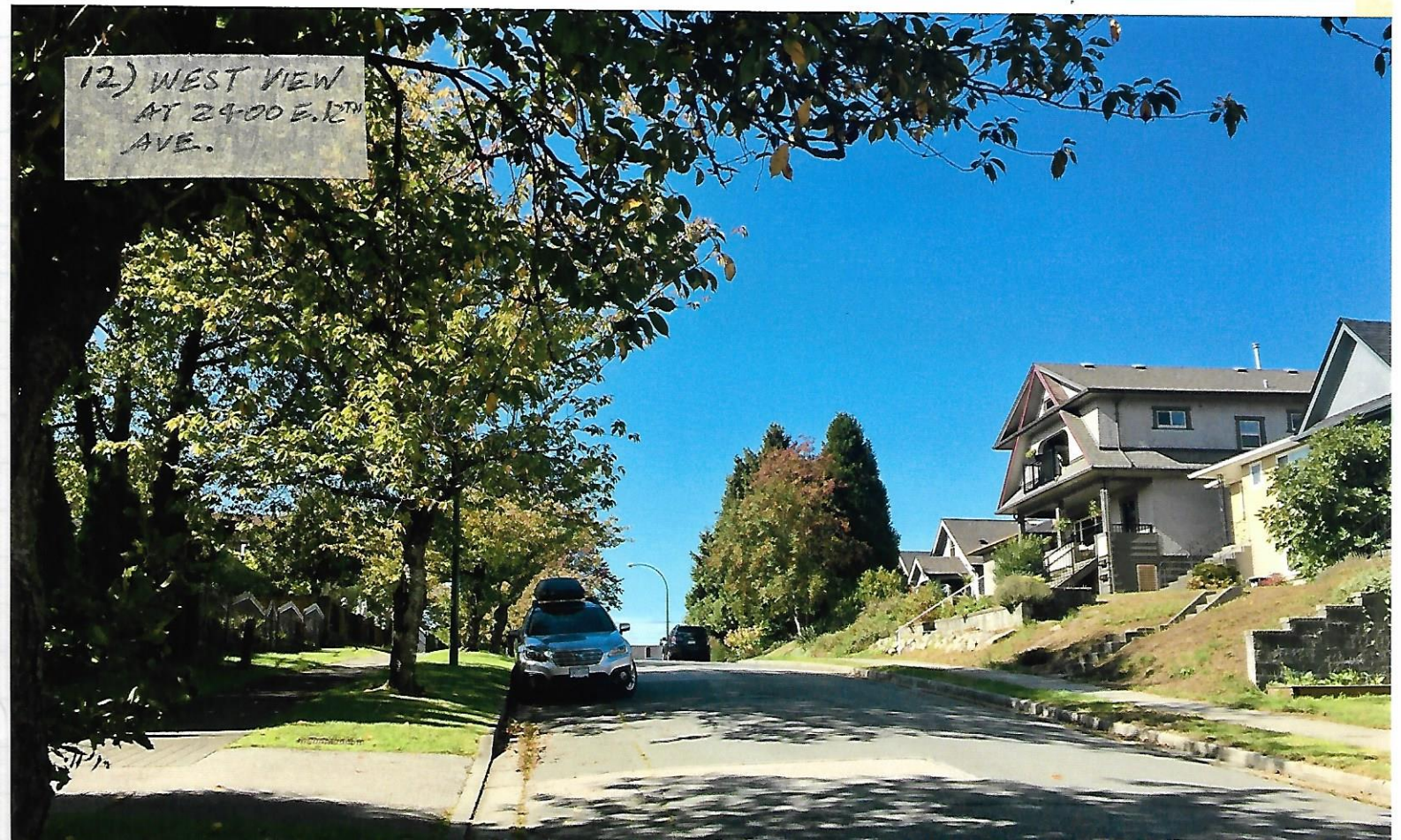
10) NORTH AND
EAST VIEW
OF 2400 E. 12TH



11) WEST VIEW
FROM END OF
2400 E 12TH AVE
BLOCK



12) WEST VIEW
AT 2400 E. 12TH
AVE.









17) EAST VIEW
OF ALLEY



18) EAST VIEW
OF ALLEY