

From: ["Mochrie, Paul" <Paul.Mochrie@vancouver.ca>](mailto:Paul.Mochrie@vancouver.ca)
To: ["Direct to Mayor and Council - DL"](#)
Date: 4/19/2023 1:11:19 PM
Subject: Grandview-Woodland Community Plan: Pace of Change Update
Attachments: Memo to Mayor & Council - Grandview-Woodland Community Plan - Pace of Change Update.pdf

Dear Mayor and Council,

The following memo provides a further update on the Grandview-Woodland Community Plan (GWCP) "Pace of Change" policy. It follows the 103-111 Templeton Dr. and 2185 Oxford St. Public Hearing (March 9, 2023) and our earlier [Memo to Council](#) (February 6, 2023).

- In July 2022, staff were directed to report back on the feasibility of applying Broadway-style tenant protections on a city-wide basis. For Grandview-Woodland, preliminary assessments indicate this would necessitate reopening the GWCP in four sub areas, and would require public engagement, detailed economic and urban design analysis, along with significant staff resources.
- Staff are proceeding with an interim approach in Grandview-Woodland. Two to three more rezoning applications will be processed up to the 150 unit cap outlined in the initial Pace of Change policy. (A total of 13 projects are currently on the waitlist, accounting for approximately 350 rental units).
- Staff have developed a few options for Council consideration going forward:
 - (1) Direct staff to continue with the interim approach in Grandview-Woodland as outlined in the February 9, 2023 memo that allows 2-3 additional redevelopment projects to proceed and continue research on incorporating Broadway-style tenant protections, or
 - (2) Direct staff to further amend the current Pace of Change policy with the recommendations outlined on page 4 of the present memo in advance of, or as part of the exploration of Broadway-style tenant protections, or
 - (3) Sunset the current Pace of Change Policy.

If you have any questions on this material, please do not hesitate to contact, Theresa.O'Donnell@vancouver.ca.

Best,
Paul

Paul Mochrie (he/him)
City Manager
City of Vancouver
paul.mochrie@vancouver.ca



The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the xʷməθkʷəy̓əm (Musqueam), Snw̓xw̓čw̓7mesh (Squamish), and səlilwətaʔ (Tseil-Waututh) Nations.

MEMORANDUM

April 19, 2023

TO: Mayor and Council

CC: Paul Mochrie, City Manager
Armin Amrolia, Deputy City Manager
Karen Levitt, Deputy City Manager
Maria Pontikis, Chief Communications Officer, CEC
Rosemary Hagiwara, Acting City Clerk
Teresa Jong, Administration Services Manager, City Manager's Office
Mellisa Morphy, Acting Chief of Staff, Mayor's Office
Trevor Ford, Director of Operations, Mayor's Office
Doug Smith, Deputy General Manager, PDS
Dan Garrison, Director, Housing Policy and Regulation
Neil Hrushowy, Director, Community Planning

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

SUBJECT: Grandview-Woodland Community Plan: Pace of Change Update

RTS #: N/A

This memo provides an overview of the Pace of Change process for Grandview Woodland requested by Council following both the 103-111 Templeton Dr. and 2185 Oxford St. Public Hearing on March 9, 2023, as well as an earlier (February 6, 2023) [Memo to Council](#) on the policy.

Background: Grandview-Woodland Community Plan (GWCP)

The GWCP was approved in 2016 following a lengthy planning process that sought to resolve a number of contentious issues related to height, density and form of development near the SkyTrain (and other locations) and concerns about loss of neighbourhood character. The GWCP policy addresses an array of interests while delivering a balanced approach to growth and change in the local area.

One of the central tenets of the Plan is a model of distributed growth that introduced new housing opportunities across the entire plan area. This included areas of focus for new townhouses, low-rise, mid-rise, and high-rise buildings, opportunities for rental, strata, and non-market housing, and a new duplex zone to protect areas with a significant proportion of heritage buildings.

In particular, care was taken with the existing RM-3A and RM-4 (apartment) zoned areas, located in four of the Plan sub-areas (Cedar Cove, Britannia-Woodland, Grandview, and Broadway-Commercial) – see Appendix A. These areas contain a high proportion of older buildings, including purpose-built rental, townhomes and row houses, duplex and single detached residential. Owing to the age of the purpose-built apartments, rental stock in the area is among the most affordable in the city.

The GWCP encourages retention and reinvestment into existing purpose built rental but recognizes that many of the older apartments are near the end of their lifespan and are presently in need of renewal, or will require renewal during the anticipated 30-year life of the plan.

To this end, the Plan allows for consideration of gradual increase in secured rental stock across RM areas, with different heights and densities allowed in different areas. Development allowances are summarized as follows:

Redevelopment Regulations in GW RM-3A/RM-4 (aka Pace of Change) Areas

Development-Enabling Regulation	Allowable Form & Height
Conditional Allowance – Existing Zoning	<ul style="list-style-type: none"> ▪ 3-4 Storey Multi-family (strata or rental)
Rezoning – Grandview, Cedar Cove, Britannia Woodland Sub-Areas	<ul style="list-style-type: none"> ▪ Up to 6-storey multi-family (market rental only)
Rezoning – Commercial Broadway Station Precinct	<ul style="list-style-type: none"> ▪ Up to 6-storey multi-family (market rental only); ▪ Up to 10-storey mixed tenure (50% rental/50% strata) OR 100% rental ▪ Up to 12-storeys if below-market rental housing is included
For all Developments (including Rezoning) in RM-3A/RM-4 Zoned Areas – City-wide Rental Housing Stock Official Development Plan requires 1-to-1 replacement of existing rental units.	
For Rezoning in GW RM-3A/RM-4 Zoned Areas – Pace of Change policy applies to any projects involving the demolition of existing rental; limiting the number of projects that will be considered.	

Pace of Change Policy

Early implementation actions of the Plan included a Pace of Change policy for RM zoned areas that placed an initial cap on the number of projects that involved demolition of existing market rental housing. Under the policy, no more than five new developments, or a maximum renewal/redevelopment of 150 existing market rental units, would be considered in the first three years of the plan.

This policy was put in place in 2016 when tenant protection options were limited as the City had yet to develop policies for below market rental housing and the city-wide tenant relocation policies had yet to be strengthened, which they were in 2019.

The criteria for intake under the policy, as set out in the [Pace of Change Bulletin](#), is currently based on the date of receipt (i.e., ‘first come first served’), and does not incorporate additional assessment outside of the normal rezoning review process. Further, the policy, as currently written, applies to *any* building with rental, whether a detached house with secondary suite or a purpose-built rental apartment. To date, five rezoning projects involving the redevelopment of 52

rental units have been approved, resulting in 359 new rental units (or a net gain of 307 new units). This includes the fifth Pace of Change project, 103-111 Templeton Drive & 2185 Oxford Street. (See Appendix B for a list of approved Pace of Change projects.)

Current Status of Pace of Change Waitlist

There are currently 13 projects on the Pace of Change waitlist. Based on the confidential inquiries associated with each, most of these involve the renewal of a purpose built rental building, and would, in total, require the demolition of approximately 350 rental units. Nine of the sites are located in sub-areas where the allowable height achievable through GWCP rezoning policies is 6-storeys (i.e. low-rise apartment). Four of the sites are located in the Commercial Broadway Station Area Precinct, where policies support rezoning to higher density mid-rise (10-12 storey) buildings. Until a more formal inquiry package is received for each project, it is not clear what the net gain in new rental units will be.

In addition to the formal wait-listed projects, staff have also received a number of other telephone inquiries related to potential projects in Pace of Change areas, including additional sites in the Commercial Broadway precinct, and others involving the potential redevelopment of secondary rental (i.e. rented house, or houses with secondary suites).

Reviewing and Updating the Pace of Change Policy

In the February 9 Memo to Council, staff noted that the anticipated review of the Pace of Change policy was delayed by COVID-19 and to accommodate other workplan priorities. In Council's July 2022 amendment to the Vancouver Plan, staff were directed to *"report back on the implications and feasibility of applying the same tenant protections required in the Broadway Plan area to renters and co-op residents, city-wide, with an estimated budget for implementation of these measures."*

Also in the February 9 memo, Staff outlined an interim process for Grandview-Woodland that would allow consideration of approximately 2-3 more projects on the Pace of Change waitlist. The interim approach allows a limited number of projects to continue while providing sufficient time to undertake the city-wide review of Broadway-style rental protections. This will help deliver on GWCP goals, as well as *Housing Vancouver* targets and Council objectives of delivering new secured rental housing, while protecting existing renters and rental housing.

With regard to the Vancouver Plan amendment, Housing Policy staff are currently scoping this work and anticipate reporting back as part of the revised Housing Targets and Housing Vancouver 3-Year Action Plan update in 2024. In advance of this assessment, staff note that delivering the same tenant protections as outlined in the Broadway Plan would mean incorporating below market rental in new Pace of Change developments. The additional tenant protections and a below market component would compel significant changes in the form of development with greater heights and densities required to offset the additional costs imposed.

Preliminary staff assessment suggests that these types of changes would necessitate reopening the GWCP in the four sub areas covered by the Pace of Change Policy. In addition to public engagement, detailed economic analysis and urban design analysis would be needed to determine the extent of the changes required to enable the new rental protections. This work would require significant staff resources to undertake, and would likely also generate a high degree of public discussion.

Further updates to Pace of Change Policy

If Council determines it is prudent to maintain the Pace of Change policy for GWCP, staff have identified four areas for potential improvement:

- 1) **Greater specificity in defining rental buildings** – Currently, the Pace of Change utilizes the definition of housing found in the Rental Housing Stock Official Development Plan. Under this, a single detached residence with one rental suite is treated the same as a purpose-built rental apartment. Separating out secondary rental could allow projects with secondary suites to proceed while maintaining the focus of the policy on the renewal of purpose-built rental apartments (i.e., projects with larger tenant displacement implications).
- 2) **Separate, more permissive, intake stream for Commercial Broadway Station Precinct Area** – This could allow greater attention to be put on higher-density, higher-yield redevelopment projects while also supporting planning goals related to transit-oriented development. In the longer term, this could also link to a reassessment of non-RM zoned areas within the immediate vicinity of the station – e.g., RT zoned areas to the SW or NE of Commercial/Broadway intersection – thereby allowing the GW Plan to be more firmly aligned with Vancouver Plan directions around rapid transit neighbourhoods.
- 3) **Separate, more limited, intake for other sub-areas** – In tandem with (2) (above), a separate Pace of Change stream for the Cedar Cove, Grandview, Britannia-Woodland sub-areas could support the long-term renewal of buildings of the GWCP, while ensuring that the pace of redevelopment was aligned with GWCP goals around retention of affordable rental.
- 4) **Other mechanisms to assess redevelopment eligibility** – This could include additional focus on projects with a greater net gain of new housing and/or more targeted increases to height and density to support a higher net return of market rental or below market rental housing.

The above-listed areas of consideration are separate from any work related to the city-wide exploration of Broadway-style tenant protections.

Summary

In July 2022, staff were directed to *“report back on the implications and feasibility of applying the same tenant protections required in the Broadway Plan area to renters and co-op residents, city-wide, with an estimated budget for implementation of these measures.”*

This work is anticipated to be completed by mid-2024 as part of an updated 3-Year Housing Vancouver Action Plan, however preliminary assessments indicate these types of changes would necessitate reopening the GWCP in the four sub areas covered by the Pace of Change Policy. In addition to public engagement, detailed economic analysis and urban design analysis would be needed to determine the extent of the changes required to enable the new rental protections. This work would require significant staff resources to undertake, and would likely also generate a significant degree of public discussion.

It is reasonable to assume that Council will receive similar concerns regarding tenant displacement and protections on other rezoning projects within the RM neighborhoods as those expressed during the public hearing for 103-111 Templeton Dr. and 2185 Oxford St. Public Hearing on March 9, 2023. Most of the 13 projects currently on the Pace of Change waitlist

involve existing older purpose-built rental buildings and would require the demolition of approximately 350 rental units were all to proceed.

Staff has developed a few options for Council consideration going forward:

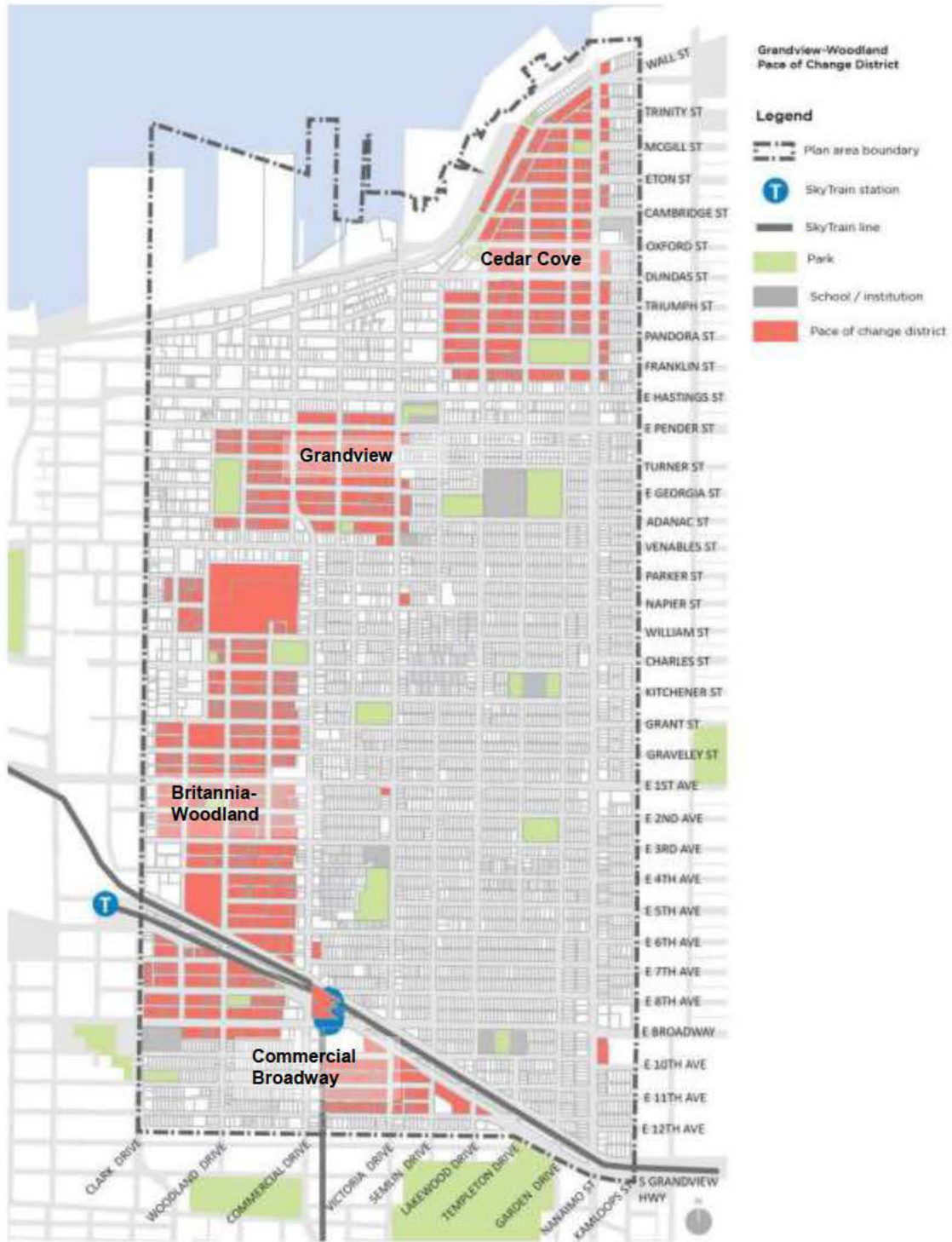
- Direct staff to continue with the interim approach as outlined in the February 9, 2023 memo that allows 2-3 additional redevelopment projects to proceed and continue research on incorporating Broadway-style tenant protections, or
- Direct staff to further amend the current Pace of Change approach with the recommendations as outlined on page 4 of this report in advance of, or as part of the exploration of Broadway-style tenant protections, or
- Sunset the current Pace of Change Policy.

If Council has any questions or would like additional information on the Grandview Woodland Plan or Pace of Change Policy, please do not hesitate to contact me at your convenience.

A handwritten signature in black ink that reads "Theresa O'Donnell". The signature is written in a cursive, flowing style.

Theresa O'Donnell
General Manager, Planning, Urban Design and Sustainability
604.673.8434 | theresa.o'donnell@vancouver.ca

APPENDIX A – MAP OF GRANDVIEW-WOODLAND PACE OF CHANGE AREAS



APPENDIX B – Pace of Change Projects

Pace of Change: Rate of Development (RM-3 / RM-4 / CD-1)

Since Plan adoption in 2016, Council has approved five rezoning applications under the “Pace of Change” policy. This has involved demolition and replacement of 52 existing rental housing units and produced a total net gain of 307 secured market rental units.

Table 1. Rezoning Applications under the Pace of Change Policy Up To March 2023

Project Address	Status	Rental Units Proposed	Existing Rental Units	Net Gain in Rental Units
1649 East Broadway	Approved	114	8	106
1837-1857 East 11th Avenue & 2631-2685 Victoria Drive	Approved	136	19	117
815-825 Commercial Drive & 1680 Adanac Street	Approved	38	5	33
1535-1557 Grant Street	Approved	35	7	28
103 North Templeton Drive & 2185 Oxford Street	Approved	36	13	23
TOTAL		359	52	307

Existing Tenant Relocation and Protection Policy Requirements

Where existing renters are impacted by redevelopment or major renovations, including by projects permitted under the “Pace of Change” policy, the City’s *Tenant Relocation and Protection Policy* applies. In addition to protections and compensation required by the *Residential Tenancy Act*, eligible renters are entitled to additional financial compensation, moving expense coverage, assistance finding new accommodation, and a right of first refusal to return to a unit in the new building with a 20% discount off starting market rents.

Grandview-Woodland Affordable Housing

In addition to projects under the “Pace of Change” policy, new rental and social housing has been approved and is under review in other parts of Grandview-Woodland, including:

- 236 approved secured market rental units;
- 499 approved social housing units;
- Rezoning application for Safeway site at 1780 E Broadway, including 390 secured market rental housing units and 93 below market rental housing units; and
- Social housing as part the Britannia Renewal Master Plan (planning/design phase).

In combination, these projects help deliver a range of housing tenures in Grandview-Woodland to support housing needs for various household incomes.