



POLICY REPORT  
URBAN STRUCTURE

Report Date: April 19, 2011  
Contact: Brent Toderian /  
Jim Bailey  
Contact No.: 604.873.7698 /  
604.871.6114  
RTS No.: 09041  
VanRIMS No.: 08-2000-20  
Meeting Date: May 5, 2011

TO: Standing Committee on City Services and Budgets

FROM: Director of Planning, in consultation with the General Manager of the Board of Parks and Recreation, General Manager of Engineering Services, and Managing Director of Social Development

SUBJECT: Cambie Corridor Planning Program - Phase Two

**RECOMMENDATION**

- A. THAT Council adopt the Cambie Corridor Plan for Phase Two (Appendix A).
- B. THAT staff proceed with the implementation of the Cambie Corridor Plan, including the development of:
  - (i) a detailed public realm plan including a financing and implementation strategy;
  - (ii) a district energy strategy including a financing and implementation strategy;
  - (iii) a utility servicing strategy that explores alternative ways to finance required servicing upgrades equitably across the Corridor; and
  - (iv) a comprehensive public benefits strategy including financing mechanisms, including the exploration of a density bonus zoning system.
- C. THAT Council instruct staff to report back on any consequential amendments to other relevant policies required as a result of adoption of the Cambie Corridor Plan for Phase Two, including amendments to existing rezoning and public benefits policy.
- D. THAT Council repeal the Cambie Corridor Interim Rezoning Policy (2010).
- E. THAT Phase Three of the Cambie Corridor Planning Program proceed, coordinated and integrated with other community planning exercises.

### ***GENERAL MANAGER'S COMMENTS***

Phase two of the Cambie Corridor Plan responds to the challenges faced by the City in meeting various city-wide policy goals, including the Metro Vancouver Regional Growth Strategy, and the City's Greenest City Initiative, Housing Strategy, and current and future Transportation Plans - all while remaining responsive to the issues of local neighbourhoods along the Corridor. The plan leverages both vital transportation infrastructure and opportunities for district heating, thus addressing the two principal contributors to global warming. The plan acknowledges the need for social inclusion and amenities appropriate to the scale of development proposed. The process of developing the plan has engaged all the critical stakeholders while partnering with academic institutions to advance research and new means of measuring effectiveness of proposed policy. The variety of illustrative devices used in the process has promoted a clear understanding of the impact of the proposed policy on the physical environment. The General Manager of Community Services recommends approval of A - E in this report.

### ***COUNCIL POLICY***






- Greenest City Initiative, ongoing
- Housing Strategy, ongoing
- Metro Vancouver Regional Growth Strategy, ongoing
- Cambie Corridor Planning Principles, 2010
- Cambie Corridor Interim Rezoning Policy, 2010
- Green Rezoning Policy, 2010
- Cambie Corridor Terms of Reference, 2009
- EcoDensity, 2008
- Green Building Strategy, 2008
- Rate of Change Regulations, 2007
- Climate Change Action Plan, 2005
- Riley Park South Cambie Community Vision, 2005
- Transportation Plan, 1997
- Oakridge Langara Policy Statement, 1995
- CityPlan, 1995
- Industrial Lands Policies, 1995
- High Density Housing for Families and Children, 1992
- Energy Utilization Program, 1991
- Marpole Plan, 1979

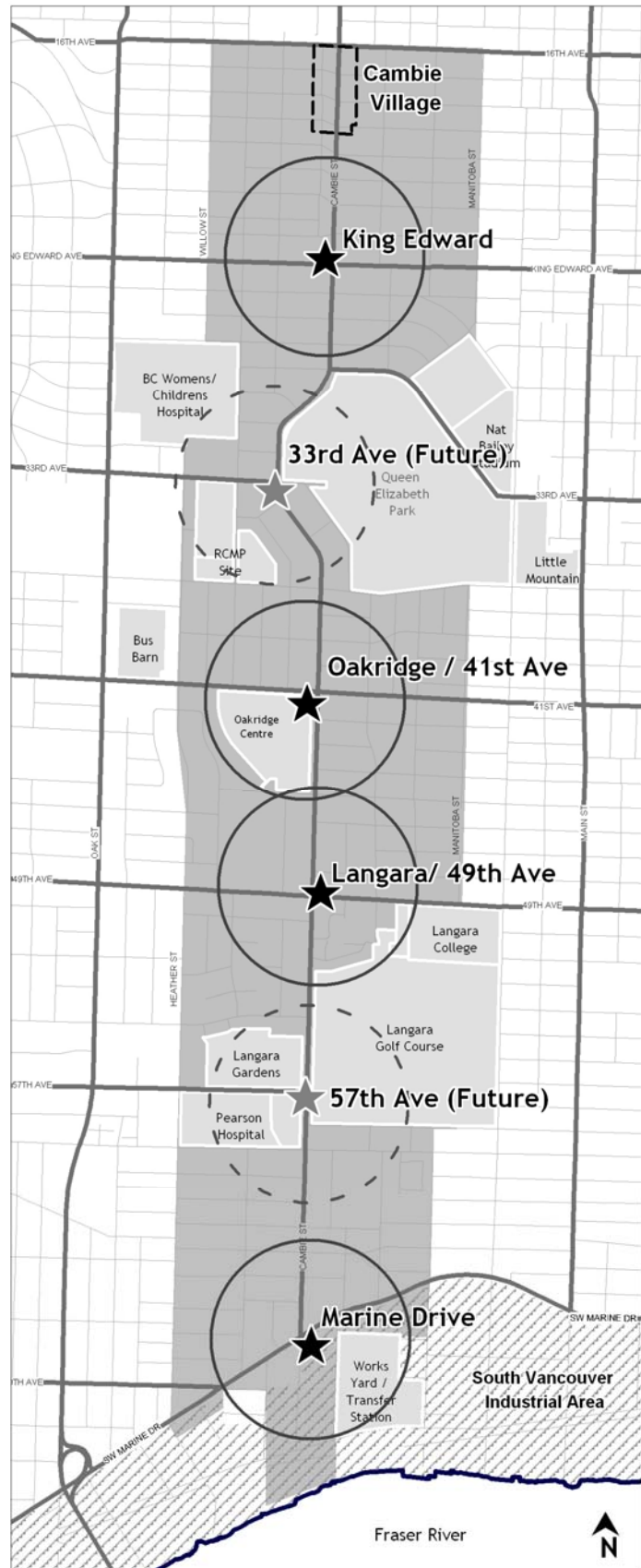
**PURPOSE AND SUMMARY**

The purpose of this report is to seek Council approval of the Phase Two deliverables of the Cambie Corridor Planning Program (the "Plan"). The Plan aims to make the Cambie Corridor an even better place to live, work and play over time. The Plan:

- provides land use policy to guide decision-making for sites along the Corridor;
- identifies anticipated public benefit needs;
- describes proposed public realm improvements; and
- outlines strategies for implementation.

The Cambie Corridor Planning Program is a major planning initiative to develop a land use policy plan for the Cambie Corridor between 16<sup>th</sup> Avenue and the Fraser River (study area shown on map at right). The program seeks to address Council's four key priorities: to encourage the building of strong, safe and inclusive communities; to enhance environmental protection and sustainability; to promote capital investment for a growing economy and to address homelessness and create affordable housing. The program is aimed at facilitating progress towards becoming a city of sustainable neighbourhoods and inclusive, affordable, mixed use communities supported by a sustainable and diverse economy.

KEY	
	Canada Line Station
	Future Station
	400 metre Walking Circle
	Cambie Corridor Study Area
	South Vancouver Industrial Area



This report summarizes the Plan and provides detail on the planning process. The report concludes with a description of the actions needed to implement the Plan, including the development of:

- a comprehensive Public Benefits Strategy;
- a detailed Public Realm Plan;
- a corridor-wide District Energy Strategy; and
- a corridor-wide Utility Servicing Strategy.

The report also recommends that Phase Three proceed, coordinated and integrated with other community planning exercises.

### ***BACKGROUND***

The Canada Line opened on August 17, 2009. It is a 19 kilometre rapid transit system that links Vancouver with central Richmond and the Vancouver International Airport. The line also connects with existing rapid transit lines in downtown Vancouver and other east-west transit services across the City. It is a large-scale infrastructure project that is anticipated and expected to be a catalyst and shaper of development and change in the areas that it services.

Past intentions and directions by the Planning Department for planning within the Corridor were based on a “one-station-at-a time” approach, with Marine Drive as the first station selected for review. With such a model, completion of the four station planning areas would have been expected to take six to eight years.

In order to address opportunities and challenges in a more timely, coherent and coordinated manner, the Planning Department reconsidered the approach to focus on a corridor, rather than a node context, centred on Cambie Street from the Fraser River in the south to 16th Avenue in the north (i.e. the “Cambie Corridor”). The approach provides for the coordinated review of land use, amenities, services and infrastructure throughout the Corridor, while still recognizing the unique and varied neighbourhoods along its length. Also, the approach represents a more appropriate context and scale of planning consideration while realizing overall efficiencies in plan delivery.

On July 28, 2009, Council approved the Cambie Corridor Planning Program Terms of Reference, that divided the planning program into three phases:

### Phase One (Approved - January 2010)

Deliverables:

- planning principles to guide future planning work in the Corridor; and
- interim rezoning policy to guide and assess applications immediately adjacent to existing stations in the Corridor.

### Phase Two (under consideration)

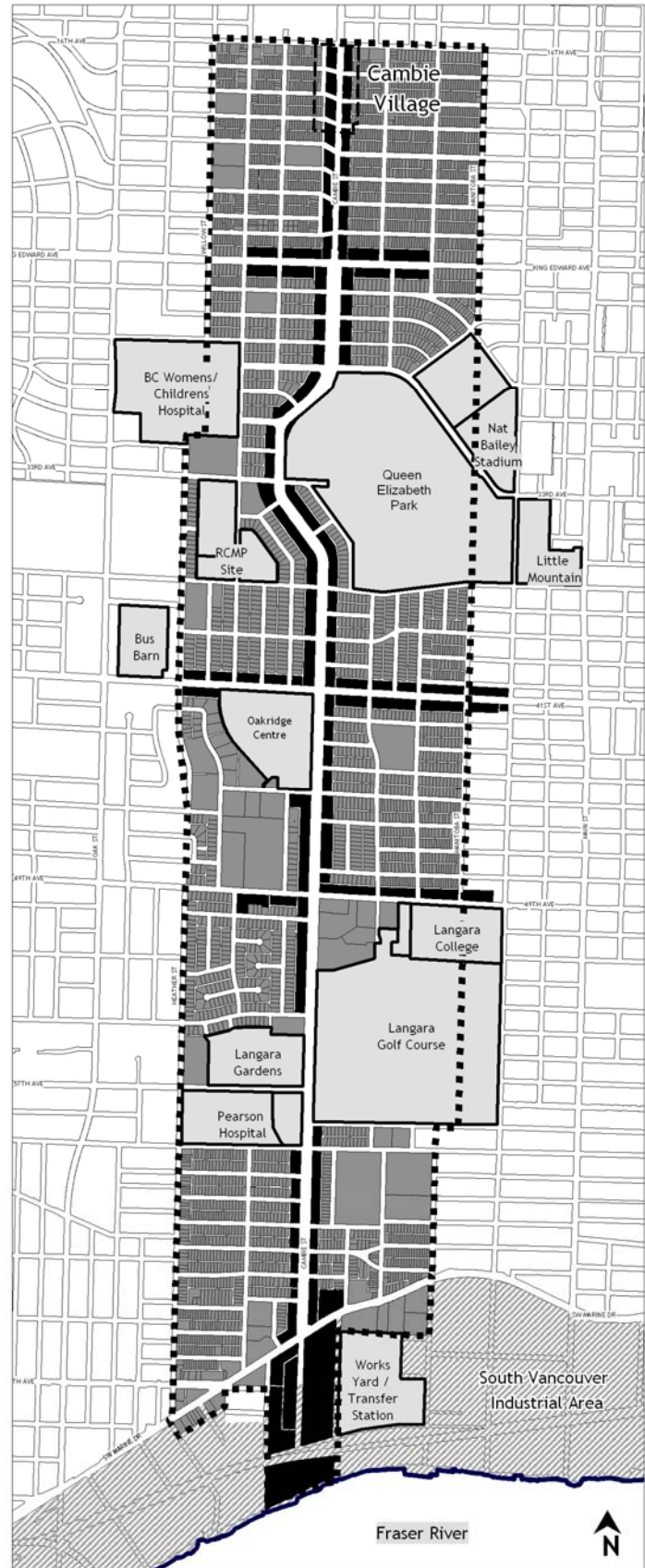
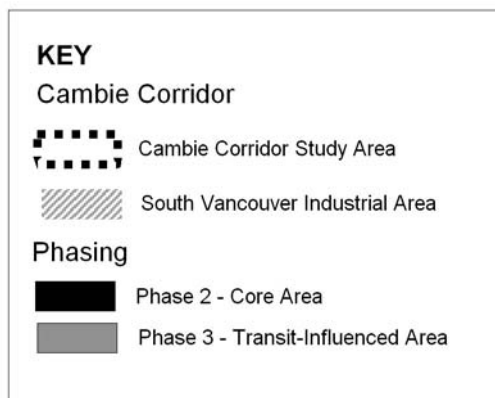
Deliverables:

- a policy plan for lands fronting the Corridor (see map, right) that includes detailed consideration of land use, density, built form, public realm improvements and an amenities strategy.

### Phase Three (Subject to Council direction)

Deliverables:

- a policy plan for surrounding transit-influenced neighbourhoods within a 5-10 minute walking distance that includes detailed consideration of land use, density, built form, public realm improvements and an amenities strategy.



## *DISCUSSION*

### **A. Plan Summary**

The Cambie Corridor Plan provides for a variety of opportunities to live, work, shop, play and learn, supporting rich social interactions and the inclusion of all residents in community life. In doing so, the Corridor will integrate a strategically denser mix of housing and employment space with transit, low carbon energy sources and key amenities such as shopping, local gathering places, improved parks, community facilities and civic spaces.

Job space will be focused strategically - in neighbourhood centres, existing shopping areas, and areas in close proximity to stations. The continuum of housing needs including low and modest income households will be served by significantly expanding and protecting rental housing, and by providing a mix of market and non-market housing types and tenures throughout the Corridor.

Implementation of the Plan will further City-wide and Regional goals related to sustainable development. The recently updated Regional Growth Strategy (RGS) for Metro Vancouver includes five key goals to create a compact urban area, support a sustainable economy, protect the environment and respond to climate change impacts, develop complete communities, and support sustainable transportation choices. Strategically designed and located urban densities and mixing of uses, are critical to addressing all of the RGS goals and Council's priorities including the Greenest City Initiative goals and 2020 targets.

The Plan recognizes the distinct character and context of the Corridor's neighbourhoods, while building on the unifying elements of the Corridor such as the Canada Line and Cambie Heritage Boulevard. A high quality public realm, that facilitates walking and biking connections will evolve.

Varying land uses, density, building heights, and building forms will reflect the context and character of the neighbourhoods along the Corridor. Mid-rise building forms will be emphasized for most of the Corridor, with taller towers only at key locations such as Marine Drive and Oakridge. Not every station is considered appropriate for tower building forms. Higher buildings along the arterial streets and strategic sites will sensitively transition into the evolving context of surrounding neighbourhoods.

The Corridor's evolution will reflect the City's commitment to social diversity and resiliency by addressing issues such as housing affordability and social inclusion. Continued and enhanced livability and affordability must be fostered in order for us to progress successfully, resiliently and sustainably.

The Plan is attached as Appendix A to this report. Key elements of the plan are described below.

#### **i. Neighbourhoods**

The Plan considers the context and character of the different neighbourhoods along Cambie Street. Recognizing that a "one size fits all" approach is not appropriate, the Corridor has been divided into five neighbourhoods. The Plan seeks to build on the existing character and context in each neighbourhood, strengthening and enhancing the identities while providing additional housing and employment close to transit and district energy opportunities.

For each neighbourhood, the following information and direction is provided in the Plan:

- A high level description of the neighbourhood's character, including public realm and built form elements
- Street-level and bird's-eye views of selected areas in the neighbourhood
- Specific heights, densities and land uses for proposed buildings within the neighbourhood
- Section drawings of selected representative areas in the neighbourhood showing the massing and height of possible new development; including the interface to adjacent properties

#### ii. Built Form Guidelines

Built Form Guidelines provide architectural and urban design direction for new development along the Corridor, except for the Marine Landing area. Guidelines specific to Marine Landing are found in the Marine Landing Neighbourhood section of the Plan. In future, with the development of a detailed public realm plan, more specific requirements may be expanded to provide guidance for development along the Corridor (e.g. specific building and landscaped setback requirements). The guidelines are organized according to the type of building (i.e. residential versus mixed-use buildings) and by whether the building is oriented to the lane or the street.

#### iii. Urban Systems and Public Realm Strategy

The Urban Systems and Public Realm Strategy establishes directions that provide for a finer-grained pattern of plazas, parks, connections, and habitat environments over the existing and established open space structure found within each neighbourhood. The new urban systems and public realm elements will combine to create a much richer urban fabric, one that focuses on small scale interventions across a broad area and that complements the existing city-wide and neighbourhood parks. The Strategy also works to create a more human-scaled pedestrian network by inserting connections and pathways that connect to local amenities as well as break down the scale of larger blocks. The Strategy sets the structure for developing a detailed Public Realm Plan that builds on the principles and directions identified in the Plan.

#### iv. Social Diversity/Resiliency and Public Benefits Approach

Public Benefits such as recreational facilities, parks and libraries are important elements of a vibrant and livable community. As the Cambie Corridors grows and evolves over time, public benefits will ensure the continued livability and desirability of the area. It is expected that new development will contribute a fair share towards public benefits to meet the demands created by increased population.

As part of the planning process, the community and the relevant City departments, identified a number of required public benefits for each Neighbourhood. A high level inventory and analysis of existing public benefits and service levels as well as an analysis based on population projections of potential future public benefit needs for the Corridor has been conducted and is included in Appendix B. A coordinated review of housing needs were considered and are described separately in the Plan. Using this work, an Interim Public Benefits Strategy was developed that will inform rezoning applications and the delivery of

public benefits within the Corridor (for more information about this see Section 8 of the Plan), in advance of a detailed Public Benefits Strategy being completed.

Key priorities for new or improved public benefits include:

- Childcare - the City will seek to increase the quantity of childcare spaces within the Corridor, corresponding to the increases in population brought by new development. Any existing childcare within the Corridor will be retained or replaced should a site currently housing a childcare centre be redeveloped.
- Park and Public Realm Improvements as detailed in Section 6 of the Plan. Policies related to parks and other green space seek to enhance and optimize their use and accessibility within the Corridor, corresponding to the increases in population brought by new development. As well, the Plan seeks to create significant park space as close to the Fraser River as possible, linked to a waterfront pathway and existing and potential greenways (consistent with policies contained in the Oakridge Langara Policy Statement).
- Community Facilities - the City will seek to ensure that community facilities are expanded, upgraded or maintained according to the needs of the current and future population within the Corridor. Initial priorities include renewal of Marpole Place and the Marpole Library.
- Non-profit and Cultural Space - the City will seek to increase the space available for non-profit and cultural services within the Corridor, to continue to serve the community as well as enhance the cultural and creative diversity of the City.
- Affordable and rental housing.

A comprehensive Public Benefits Strategy will be developed as part of the implementation of the Plan. The strategy will use the Interim Public Benefits Strategy as a framework and will consider the impact of increased population and the mechanisms available to pay for public benefits, i.e. capital expenditures, development cost levies (DCLs) and community amenity contributions (CACs). Staff will also consider and report back on the potential use of a density bonus zoning system for Cambie Corridor to help streamline the development process, provide more certainty and help to minimize reliance on site specific rezonings to achieve public benefits and growth (for more information about this see Section 7 of the Plan).

#### v. Housing Diversity Strategy

Providing a range of housing options in the Cambie Corridor ensures that we are a more diverse, equitable and economically resilient city. This includes housing that is accessible, affordable and suitable for all income levels, seniors, families and those with mobility challenges. Modest market and rental housing for service providers and other groups key to the economic development of the City, are also important. Living and working close to transit in a pedestrian friendly environment reduces the need for an automobile, minimizing commuting times and distances, and freeing up overall household income. The presence of a mixed-income population also encourages the success of transit-oriented developments, providing support for increased rider-ship on public transit.

The housing strategy for the Cambie Corridor will be harmonized with existing and emerging city-wide housing policies, including the Housing and Homelessness Strategy, and be complementary to the Corridor's Interim Public Benefits Strategy. The housing strategy for the Corridor addresses the continuum of housing needs including low and modest income households by significantly expanding and protecting rental housing, and by providing a mix of



market and non-market housing types and tenures throughout the Corridor. Specific housing policies set a requirement of achieving 20% affordable market rental housing units on the majority of Phase Two sites throughout the Corridor. Due to the need to achieve other public benefits through community amenity contributions, it is recognized that the 20% requirement will not be achieved in all cases. The policy states that the value of the rental housing requirement is not to exceed 50% of the total Community Amenity Contribution (CAC) calculation for each development site. As well, cash in-lieu will be considered at the City's discretion in circumstances where the development of market rental housing on-site is challenged or not feasible (e.g. site size, context, proposed uses, opportunities and constraints) and these funds will be allocated to housing projects in the Corridor Study area, including major project sites.

In recognition that deeper affordability of housing is a high priority of Council, the City will seek to achieve 20% affordable housing on large sites (e.g. Langara Gardens and Translink Bus Barns). As well, the housing strategy includes directions to create housing suitable for families and seniors and to provide accessible housing.

#### vi. Energy and Utilities

The Cambie Corridor presents significant opportunities to help the City meet its targets for a lighter carbon footprint, through policies that account for the energy demands in building design, construction, operation and maintenance. Heating and cooling of buildings is one of the highest contributors to Vancouver's greenhouse gas (GHG) emissions. District energy systems can provide a more efficient approach to delivering the thermal energy required for domestic hot water and space heating of buildings.

Mixed use, compact communities such as the Cambie Corridor provide an ideal context for district energy systems as minimum densities are required for system viability, and as peak energy demand for businesses and residences tend to occur at different times of day, helping to maximize energy system efficiency. The Plan includes directions to:

- develop a corridor-wide District Energy Strategy that supports the long-term objective of serving all development with an integrated thermal system,
- require all developments to be easily connectable to a district heating system (once a system is available they are required to connect), and
- require all large site (i.e. over two acres) developments to explore the viability of providing campus or district energy systems (if a system is viable it will be required).

As well, all new developments along the Corridor are subject to the City's Green Building Strategy for New Buildings, and all rezoning applications are subject to the City's Rezoning Policy for Greener Buildings.

Expansion of the existing utility systems will be needed to support future growth in the Cambie Corridor. Increased density will result in higher demands for existing sewer and water utilities. Demand typically grows incrementally. However, actual infrastructure needs depend on the location of the development and the existing state of infrastructure. Typically, a 'trigger' - the point at which demand is great enough to require upgrades or expansion to existing infrastructure - is set off when a discrete demand target is reached. An alternative financing strategy for utilities servicing may serve to create greater certainty and equitability for infrastructure expansion and upgrades and discourage potential delays in development. The Plan approach anticipates the development of a Utility Servicing Strategy for the

Corridor, similar to recent strategies being implemented or developed for Southeast False Creek and Norquay.

#### vii. Demographics, Population and Job Projections

The Cambie Corridor Study Area includes portions of the Riley Park, South Cambie, Oakridge and Marpole communities. According to the 2006 Census:

- The total population in the study area was 21,445 people in 8,240 households
- Prominent linguistic groups include English (45 percent of the population) and Chinese (37 percent of the population)
- Children under 15 make up 13% of the population in the study area which is the same as the city-wide percentage
- Seniors, 65 and over, make up 18% of the study area population, which is higher than the city-wide percentage (13%)
- The average median household income in the study area in 2006 was \$73,284 which is higher than the city-wide average median (\$47,299)

The Plan for Cambie Corridor includes opportunities for new residential development that would result in a population increase above what would be anticipated through redevelopment under existing zoning. Staff have estimated that the population in the study area could increase by approximately 13,500 new residents, for a projected total of 35,000 people by 2041. As well, the Corridor currently has approximately 11,500 jobs, which is anticipated to increase by approximately 8,000 new jobs for a projected total of 19,500 jobs by 2041. Projections are calculated on the basis of the policies integral to the Plan, and assume a conservative level of development of the large sites, and a reasonable build-out rate for surrounding single family areas based on existing zoning within the study area (noting that clarity on ultimate capacity in these areas will be part of Phase 3).

#### B. Integrating Land Use and Transportation - the Opportunity

The integration of land use and transportation planning is key to ensuring that the City achieves its mobility target of making the majority of trips (over 50%) by foot, bicycle and transit by 2020, while still accommodating growth and increasing housing affordability. By increasing density near transit, mixing uses to provide complete walkable communities, increasing access to services and amenities, providing a high quality public realm and additional space for pedestrians and cyclists, and continuing to prioritize walking, cycling, and transit over private vehicles, the City continues to further its goal of becoming the greenest city in the World by 2020.

Taking the lessons learned from land use and transportation in the downtown peninsula, the Cambie Corridor provides the opportunity to achieve mobility targets along a major transit system. The Plan goes beyond putting density at transit stations to achieve our sustainability goals. The urban systems and public realm strategy is also key to the Plan's success, encouraging linkages between neighbourhood services and transit stations, allowing people proper walking and cycling facilities, and providing safe, attractive, convenient, navigable, and accessible routes for users. Policies encouraging job density and public amenities along the entire corridor will provide people opportunities to live, work, shop, and play along the transit line.

The existing Transportation Plan for Vancouver was approved in 1997 with a number of targets in all transportation areas that have almost all been reached or surpassed. The upcoming Transportation Plan update will set new mode share targets to help track progress towards sustainable and active mobility goals. Lessons learned from the success of Vancouver's downtown where people can live conveniently without the need for a vehicle can be exported to other areas of the City like the Cambie Corridor that have convenient access to rapid transit as well as services and amenities. Land use and transportation policies contained within the Plan will complement and inform policy development for the upcoming city-wide Transportation Plan update.

For the Marine Landing Neighbourhood, the creation of a new neighbourhood centre, with high residential and employment densities combined with new commercial services and public amenities will optimize a shift in travel choice to walking, biking and transit. Two major rezoning applications have been proposed on key sites at the intersection of Marine Drive and Cambie Street. City staff required the applicants to commission a transportation study to examine the transportation impacts resulting from all anticipated and existing development in the Marine Landing area including the proposed mixed-employment area, large format retail area and the rezoning applications. Additional information on the Transportation Study can be found in Appendix F. MMM Group provided the following key conclusions and recommendations:

- The introduction of the Canada Line has reduced traffic on both Marine Drive and Cambie Street.
- The implementation of the policies contained in the draft Plan to increase density, provide additional amenities, improve the public realm, enhance access to transit, and provide better connections in the road and lane network for the Cambie Corridor, will encourage a shift in peoples' travel patterns and trip modes to walking, cycling and transit.
- There will be a rise in traffic volumes as a result of the development anticipated in Marine Landing, however the worst-case scenario for such an increase is that Cambie Street and Marine Drive traffic volumes will return to pre-Canada Line levels if all of Marine Landing builds out. The new alternative mode options created by Canada Line, increased bus service etc, lessen the likelihood of this worst case scenario being realized.
- The level of service for the Marine Drive and Cambie Street intersection can be maintained at the present level despite volume increases, through a combination of mitigation measures that encourage mode, route, and time shifts. These include intersection improvements, traffic signal integration and coordination, and implementation of Transportation Demand Management Plans that increase walking, cycling and transit mode split.
- Where possible, the creation of additional east/west streets south of Marine Drive are recommended to improve opportunities for site access and circulation while discouraging shortcutting along local roads.
- The north and south sides of Marine Drive are not conveniently accessible for pedestrians, cyclists and vehicle movements. Pedestrian and cyclist improvements are recommended including implementing intersection improvements at Marine Drive and Cambie Street to enhance pedestrian accessibility and both pedestrian and cyclist safety, creating wider sidewalks and boulevards, enhancing pedestrian spaces and crossings and expanding the cycling network and facilities.
- Transit service demand will increase for both the Canada Line and bus service with the introduction of new transit-oriented development within the Marine Landing Neighbourhood.

- With increased frequency of trains, longer trains, peak spreading, bus priority measures and additional bus service on Marine, the future transit system can accommodate projected future ridership.
- Parking management is an important element of transit-oriented development as it has the effect of shaping travel behaviour. Reductions in parking are recommended to further encourage increased walking, cycling and transit usage.

Engineering staff have accepted the study's findings. The mitigations measures recommended by MMM Group are included in the policy recommendations for the Marine Landing Neighbourhood for further consideration by staff as rezoning applications come forward. Engineering staff also note that traffic impact studies are typically conservative (frequently as a result of using more suburban assumptions, and under-estimating changes in behavior), and thus projected traffic volumes are typically higher than what is ultimately experienced.

### C. Development Viability and Rental Housing Requirement Exploration

Staff commissioned Coriolis Consulting to undertake an economic feasibility analysis for various representative sites along the Corridor. A summary of this analysis is provided in Appendix E.

Coriolis was asked to comment on four specific topics:

- The financial viability of redevelopment of existing properties based on the proposed uses, heights, and densities in the draft Plan.
- The potential land lift associated with the proposed uses and densities and the implications for achieving appropriate community amenity contributions (CACs).
- The financial impact of a requirement for rezonings in the Corridor to include market rental housing units.
- The financial impact of requiring an office component at mixed-use projects in some specific locations along the Corridor.

Coriolis concluded the following:

- Proposed development under the draft plan is financially viable for the majority of properties included for consideration in Phase Two.
- Many rezonings will generate significant land lift and potential for community amenity contributions.
- Requiring market rental housing is generally viable on the majority of sites (depending on site specific development economics) although a 20% rental housing requirement could take up a significant proportion of community amenity contributions.
- Some of the case study sites proposed for mixed-use will be attractive for redevelopment if a small office component is required in addition to a rental housing requirement. However, under current market conditions, some of these mixed-use sites cannot support both office and rental housing.

### D. Public Consultation Summary

The Phase Two consultation process has included a comprehensive list of interested organizations, community groups, public agencies, firms, institutions, and individuals. Working with City's Communications Department, the process has taken advantage of a variety of mediums to update and engage the public on the program. Recognizing the ethnic diversity and language profile of the study area, the public outreach has also included

culturally appropriate engagement strategies, including translation services in Mandarin and Cantonese.

Throughout 2010 and early 2011, staff undertook a community engagement process for Phase Two that included hosting a series of Open Houses, Workshops and meetings with the broad community and a variety of stakeholders to discuss, revise and refine draft policies and concepts for the Phase Two planning work. These events included:

Event / Meeting	Attendance	Purpose
June 2010 Open Houses (2)	600	The purpose of the June Open Houses was to provide the community an opportunity to offer ideas and comments on: <ul style="list-style-type: none"> <li>• Design Concepts for the Corridor</li> <li>• Emerging Plan for the Corridor</li> </ul>
Summer/Fall 2010 Workshops and Walkabouts (3)	220	Planners met with residents in the King Edward, Oakridge/Langara and Marine Drive Station areas to walk the neighbourhood and hear their comments, concerns, and ideas for future planning. The Walkabouts were followed by a Workshop at a local venue to document and record the ideas, comments and suggestions.
November/December 2010 Open Houses (3)	560	Based on the ideas and comments received at the June Open Houses, the Workshops and Walking Tours and other stakeholder meetings, staff presented revised draft planning ideas and concepts for the Corridor and its Neighbourhoods. The material on display included proposed land uses, densities, heights, building types, public benefits, public realm elements, transportation opportunities, and neighbourhood context ideas.
Community Group / Stakeholder Meetings	ongoing	Throughout the process, staff met with a variety of local and city-wide groups to receive comments, feedback and ideas on the draft Plan.

Over 1,500 residents, citizens, business and property owners, stakeholders and interest groups participated in Phase Two Open Houses, Workshops and Walkabouts, and meetings, including representatives from the following groups: Riley Park South Cambie Vision Implementation Committee, Marpole Area Network Group, Marpole Area Residents Alliance, Vancouver Economic Development Commission, Translink, Urban Development Institute, Board of Trade, Port Metro Vancouver and Vancouver Airport Authority. When requested, staff then held additional "one-on-one" meetings with the groups and individuals to receive additional feedback and comments. Further details on the public consultation process can be found in Appendix C. Staff wish to thank the residents, citizens, business and property owners, stakeholders and interest groups who participated for their very valuable contributions.

Based on the comments received throughout the consultation, the following themes emerged:

- The Canada Line stations provide unique opportunities for densification, beautification and activity along the Corridor.
- Proposed changes will likely impact the current identity of the Cambie Corridor. Some expressed concern over the potential change in character (“busy, noisy, more crime”), while others suggested that the changes would enhance vitality along the Corridor.
- The design and feel of unique neighbourhood character is important to respect and enhance along Cambie Street. There was emphasis expressed to maintain the character around station areas, particularly the King Edward Station area.
- The relationship between existing buildings and new developments needs to be addressed through sensitive design and transitions.
- Localized concern that proposed buildings are too high along King Edward, near Queen Elizabeth Park, and on 41st.
- Concern for overshadowing, parking issues, loss of privacy, loss of views.
- Suggestion that greater density than is proposed is needed, particularly around current and future transit stations.
- The idea of a complete community should extend throughout the Corridor, recognizing that increased density and growth should be accompanied by an increase in amenity.
- Overall support for parks and green space: support for small/“mini” parks planned along the Corridor, but ensure that current spaces are protected and maintained (e.g. Queen Elizabeth Park).
- Ensure that ratios of residents to schools, libraries, childcare, youth and seniors’ facilities will be maintained or improved, to meet future needs of residents
- Provide and protect affordable housing options, including affordable rental housing and opportunities for lower cost ownership.
- Ensure safe, convenient walking and biking routes throughout the Corridor.
- Concern that the proposed Plan does not respect the policy directions in the Riley Park/South Cambie (RPSC) Community Vision with respect to proposed building types.

Based on feedback received and further urban design and planning analysis the draft plan was revised. Specific changes include strategic lowering of heights along King Edward, 41st Avenue, and along Cambie Street in select locations (between 16th and 19th, 50th and 54th, and 60th and 64th) while maintaining transit supportive densities. As well, land use requirements were revised to focus retail activity at stations.

With respect to public benefit and amenity service levels, the Plan recommends that a comprehensive Public Benefits Strategy be developed to ensure that increased density and growth is accompanied by an increase in amenity. The affordable housing policies contained in the Plan respond to concerns with respect to affordability. As well, staff have provided further clarification on how new development will transition to the surrounding neighbourhood to ensure that privacy and overshadowing impacts are minimized.

With respect to concern about the draft Plan’s level of alignment with the Riley Park/South Cambie (RPSC) Community Vision, it was recognized at the time of Council-consideration of the Cambie Corridor work program, that the significant investment in, and achievement of the Canada Line transit infrastructure, represented a strategic opportunity to help achieve numerous city and regional goals. Thus the Cambie Corridor program Terms of Reference directed staff to consider higher density building types, and potentially taller buildings, than contemplated in the Vision, in order to take advantage of this strategic opportunity. Staff conclude that the proposed building types provide a balance between addressing community

concerns regarding building height and density with the ability to address the city-wide goals for transit station planning noted in the terms of reference: to maximize ridership, deliver rental and other forms of affordable housing, provide neighbourhood amenities, provide adequate job space to support transit ridership and create economies of scale that may enable construction of resource-efficient buildings.

### *Marine Landing*

For the Marine Landing Neighbourhood, additional public workshops were convened to address the emerging future for the area, recognizing the neighbourhood's evolving connection to the residential community, adjacent industrial area and its historical relationship to the Fraser River. Marpole Area Residents Alliance (MARA) has also met with staff throughout the process to discuss planning for the Marine Landing Neighbourhood and has produced a planning document titled Marine Landing that has helped inform planning work for the neighbourhood. Staff wish to thank MARA and the many community members including property owners for their very valuable contributions.

With the approval of the Interim Rezoning policy in Phase One, Council provided policy direction for the Marine Drive station area and identified the area as appropriate for taller buildings (high-rise towers) with an exploration of higher density forms. The Interim Rezoning Policy did not set an overall height for the towers in the area, but required a detailed review of built form, massing, and shadow impacts. In addition, the program Terms of Reference established parameters to maximize job space and regarding the layout of the site at the south-east corner of the intersection, establishing that the site would be organized to minimize the impact of industrial lands on residential development, and vice versa.

Within that context, two major rezoning applications have been proposed on key sites at the intersection of Marine Drive and Cambie Street. Public concerns regarding these rezoning applications and overall planning for Marine Landing have focussed on height and massing, transportation, public benefits, and retail impacts as well as a concern that a broader community plan be undertaken prior to consideration of any rezoning application at the intersection.

In several public sessions facilitated by staff (see Appendix D for details), proponents of the major development sites around the intersection, provided built form and public realm responses to the concerns, issues and ideas expressed by the community.

Further, work was undertaken to respond to other key areas of concern including transportation impacts, public benefits identification and retail impacts. Responses include:

- Transportation - MMM Group conducted a transportation study that recommends mitigation measures to optimize a shift in travel choice for residents and employees to walking, biking and transit and to ensure that traffic congestion is minimized (see Appendix F for more information). Staff have included these recommendations in the Plan for further consideration by staff as rezoning applications come forward.
- Public Benefits - the Plan includes provisions that all rezoning applications contribute to the creation of new amenities to serve existing and future population including child care, affordable housing, facilities improvement and public realm and green space improvements and additions, including public space along the Fraser River.

- Retail Impacts - Coriolis Consulting undertook a retail and service impact study that analyzed the demand for and impact of proposed retail services included in the rezoning application for 8430 Cambie Street. Coriolis found that the proposed development will not have any significant negative impact on the general viability of any of the neighbourhood shopping districts in south-central Vancouver, including Marpole, and will not have any negative impact on the ability of these districts to support the current amount of supermarket, drug store and liquor store space. Further, the study found that the south-central part of Vancouver appears to be heavily underserved with neighbourhood-oriented commercial space. A summary of the retail impact study is included in Appendix G. These conclusions were also confirmed by an independent peer review, conducted by Site Economics Limited.

In addition to the concerns above, members of the community have expressed significant concern that the specific technique of developing alternative options for public discussion, was not used during the process at the intersection of Marine and Cambie or the broader area. Staff note that the proponents of the three key development sites at Marine and Cambie have provided various iterations of built form and public realm in response to the concerns, issues and ideas expressed by the community, staff and stakeholders. The applicants approach reflects the normal approach to rezoning applications. In rarer cases, Council has specifically directed re-zoning applicants to include alternative options as part of their initial application, for public discussion through the engagement process. This approach, although occasionally advantageous, was not considered necessary in this case in meeting the requirements of the Interim Rezoning Policy. Should Council consider such a technique necessary in this case before making a policy decision for Marine Landing, staff could evaluate a variety of alternative options for the area, with input from the public and proponents. This would however, require the Marine Landing portion of the Plan to be referred back to staff and thus delayed. Staff feel that appropriate planning and design analysis has been undertaken relative to the Council approved Terms of Reference and Interim Rezoning Policy, and thus such a direction has not been recommended by staff.

In conclusion, the Cambie Corridor Plan has continued to evolve and respond to public feedback over the course of the public process. The Plan presented to Council balances consideration for community concerns and feedback with our collective responsibility, as part of the City and Region, to respond to key challenges to responsibly address climate change and foster livability and affordability through the integration of land use, sustainable mobility and renewable energy and to be consistent with regional and city-wide plans, policies and initiatives.

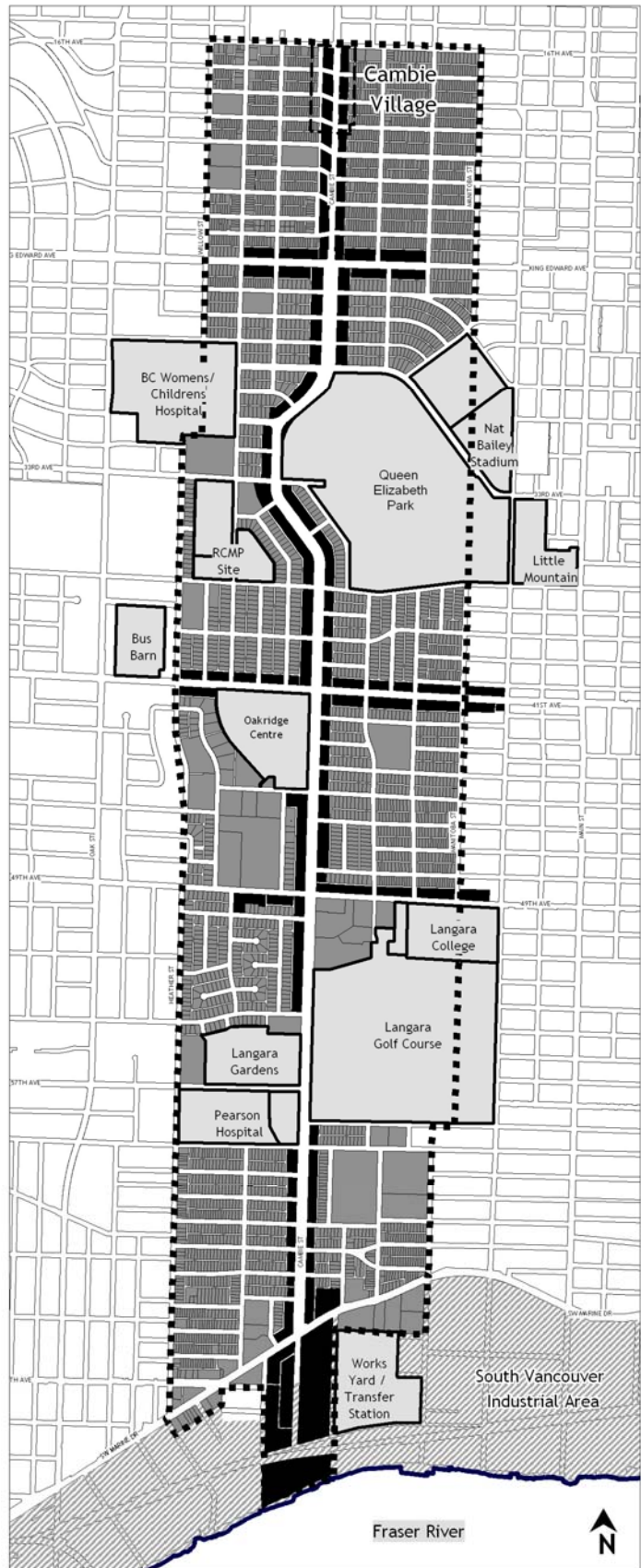
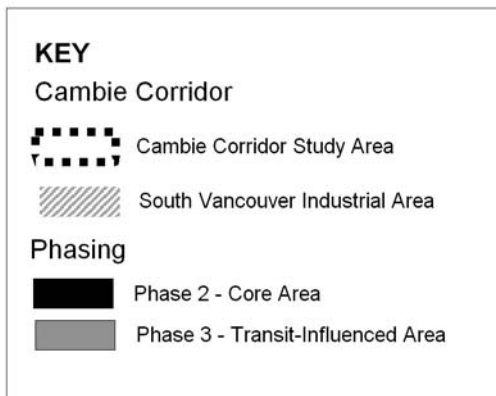


**E. Phase Three**

Phase Three of planning for the Cambie Corridor is intended to provide policy for the surrounding “Transit Influenced Areas”. “Transit-Influenced Areas” are predominantly low density residential areas located “behind” the arterials, and generally within a five to ten minute walking distance of transit (see map, right). Council directed staff to report back on the scope of the Phase Three work for Council’s consideration.

Research shows that people are generally willing to walk approximately 10 minutes (800 metres) to a substantial and convenient level of transit service (i.e. a rapid transit station) depending on intervening built environment.

Planning for the Phase Three areas will require further work with area residents and the public to explore and evaluate a variety of housing options, especially family-oriented housing for areas close to existing and future stations. Opportunities to retain and expand rental housing (including secondary suites) will also be explored to provide more affordable options that support transit ridership.



Throughout the consultation process for Phase Two, residents have indicated that they would like staff to proceed with Phase Three planning work to provide more certainty for possible land use and development changes for surrounding "Transit Influenced Areas". As well, some residents adjacent to the King Edward Station, expressed concern that Phase Two planning should not proceed without completion of Phase Three. Staff recommend that planning work for Phase Three proceed, coordinated and integrated with other community planning exercises.

#### F. Strategic Learning Partnerships

Throughout the Cambie Corridor work, staff have established several innovative and strategic partnerships with various practitioners and academics to facilitate ongoing learning and best practises related to land use, transportation and sustainability. These relationships have sought to bring a broad and rigorous urbanism perspective to the Cambie Plan and are summarized below.

Staff wish to thank all noted below for their very valuable contributions to making this planning program more innovative and creative.

Individual / Group	Description
<p>"Leading Practitioners" Group (2 meetings)</p>	<p>Staff convened a group of locally-based planners, academics, architects and other practitioners with a background in land use, transportation and sustainability issues to provide periodic feedback on the draft plan for the Corridor. Participation included:</p> <ul style="list-style-type: none"> <li>- faculty from the University of British Columbia and Simon Fraser University</li> <li>- Translink staff</li> <li>- local planners and architects with experience in transit oriented development</li> <li>- planners from other jurisdictions and</li> <li>- local community members.</li> </ul> <p>The meetings were open to all members of the public.</p>
<p>Gary Andrishak, IBI Group</p>	<p>Mr. Andrishak, a Vancouver-based planning consultant with extensive experience in Transit Oriented Development, has contributed significant time to meet with the staff team several times to review and provide comments on the emerging Cambie Corridor policy work, with particular emphasis on the public realm framework.</p>

Lawrence Frank, Bombardier Chair in Sustainable Transportation, University of British Columbia, School of Community and Regional Planning	Throughout the program, Dr. Frank has provided strategic advice on key elements that contribute to increased transit ridership. One of his graduate classes used the Cambie Corridor as their class project, exploring how planning can be advanced to meet goals around sustainability. Another set of his graduate students reviewed the link between transit and affordability, focusing on the Oakridge area. Staff have participated in the courses, hearing the ideas of the students and professor as well as providing input on the student work.
Cynthia Girling and Ron Kellett, Professors, Landscape Architecture, University of British Columbia	Throughout the process, Professors Girling and Kellett along with their students have provided strategic advice on built form and sustainability metrics associated with the proposed Cambie Corridor plan (see section G for more detail).  During Phase One, their graduate class at the School of Landscape Architecture based their design projects on the southern portion of the Cambie Corridor, focusing on a variety of topics related to sustainable urban design and infill or aspects of environment, open space and streets. Staff have participated in the course, hearing the ideas of the students and professors as well as providing input on the student work.
Erick Villagomez, Professor, Adjunct Professor, Landscape Architecture, Environmental Design, UBC	One of Erick Villagomez's Environmental Design Classes focused on the Cambie Corridor, providing built form and public realm ideas throughout the Corridor. A second focused on the Marpole neighbourhood. Staff participated in the courses, hearing the ideas of the students and professors as well as providing input on the student work.
Joanna Clark, School of Community and Regional Planning, University of British Columbia	A graduate student at the School of Community Planning, Ms. Clark researched and recommended habitat protection and enhancement measures for the Cambie Corridor.
Tate White, School of Community and Regional Planning, University of British Columbia	A graduate student at the School of Community Planning, Ms. White researched and recommended laneway strategies as part of the public realm plan for the Cambie Corridor.

In addition to the partnerships outlined above, staff have pursued a variety of other strategic opportunities to inform our thinking for the Corridor including

Individual / Group	Description
Ellen Dunham Jones, Professor of Architecture and Urban Design,	As part of a visit sponsored by Simon Fraser University's Urban Studies Program, Ellen Dunham Jones and a group of SFU students participated in a presentation and dialogue with staff on the

Georgia Institute of Technology	Cambie Corridor. Dunham Jones' work focuses on the drivers behind successful suburban retrofits in North America and concentrating on three main strategies: re-inhabitation, redevelopment and re-greening.
Dr. Heather McKay, MD, Centre for Hip Health and Mobility	In April 2010, staff attended the Walk-the-Talk Symposium which was hosted by The Centre for Hip Health and Mobility. While the Centre's mission is to prevent, detect and treat bone and joint diseases, the symposium's purpose was to bring together researchers and City staff with the goal of developing dialogue about the built environment and healthy aging. The City and the Centre for Hip Mobility are presently discussing ways to incorporate the research goals into current active transportation projects, including the ongoing Cambie Corridor work.
Jan Gehl, Architect and Urban Design Consultant	As part of a visit sponsored by the UBC School of Architecture and Landscape Architecture and Kasian Architecture. Mr. Gehl met with City staff to discuss planning, the public realm and transportation, including implications for the Cambie Corridor.

Finally, staff reviewed case studies of Transit Oriented Development in many cities, both in North America and Europe. Staff also visited Portland and Toronto to learn more about relationships between sustainable transportation and development in those cities, with research focussing on mid-rise development and the relationship to surrounding neighbourhoods. Staff spent time with urban designers, academics and other planners in these cities.

### G. Measuring Performance (Elements DB)

In order to better understand how proposed development for the Corridor performs from a sustainability perspective, staff partnered with the UBC School of Architecture and Landscape Architecture to create visualizations, and develop and measure appropriate sustainability indicators. Elements DB is a tool that the School developed that uses three-dimensional modelling and analysis to calculate thermal energy density and job and population projections. This analysis helps us to understand:

- what the Corridor might look like in the future;
- how the plan performs from a transit ridership perspective; and
- if the draft plan provides for the opportunity for low carbon district heating systems.

To determine if the draft plan takes us in the right direction with respect to optimizing the investment in transit, we have measured the presence of residents and employees within close proximity to stations. To determine if the draft plan could support a low carbon community or district energy system, we have measured the potential thermal energy density. These measures allowed us to compare the performance of various neighbourhoods along the Corridor with other relevant or benchmarked areas in the City (additional information is provided in Appendix G showing the various measurements for each neighbourhood).

The results of the Elements DB analysis confirm that the densities proposed in the Plan position the neighbourhoods along the Corridor to evolve into successful transit-oriented communities with their energy needs met by sustainable low carbon energy sources. The Elements DB work also shows that we can achieve success with our sustainability targets with a variety of building types, including mid-rise forms. Specifically for district energy potential, each neighbourhood was found to be within the range of energy density thresholds in benchmark neighbourhoods (e.g. South East False Creek) that currently support a low carbon community energy system.

## **H. Administrative Updates**

The Cambie Corridor study area overlaps other existing policy areas in the City, including the Oakridge Langara Policy Statement. To ensure consistency between the Cambie Corridor Plan and other policy, it is recommended that staff report back on any consequential amendments to other relevant policies required as a result of adoption of the Cambie Corridor Plan for Phase Two, including amendments to existing rezoning and public benefits policy. In the interim, where this Plan conflicts with such pre-existing policies the intent is that this policy would prevail. In addition, the Cambie Corridor Plan for Phase Two addresses the sites included in the Cambie Corridor Interim Rezoning Policy areas. As such, it is recommended that the Interim Policy be repealed.

### ***IMPLEMENTATION PLAN***

The implementation of the Cambie Corridor Plan will require the development of:

- a detailed public realm plan including a financing and implementation strategy;
- a district energy strategy including a financing and implementation strategy;
- a servicing strategy that explores alternative ways to finance required servicing upgrades equitably across the Corridor; and
- a comprehensive public benefits strategy including financing mechanisms, including the exploration of a density bonusing zone.

Staff will report back to Council regarding resources required to implement the Plan as necessary. Initial steps in implementation of the Plan will be funded through existing departmental resources.

### ***FINANCIAL IMPLICATIONS***

There are no financial implications stemming from this Council report. Initial steps in implementation of the Plan will be funded through existing departmental resources. Additional resources required to implement the Plan and commence with the work required for Phase 3 planning will be addressed in separate reports as necessary.

### ***PERSONNEL IMPLICATIONS***

There are no personnel implications.

### ***ENVIRONMENTAL IMPLICATIONS***

The Plan is expected to have significant positive environmental implications as a result of linking mixed-use development opportunities on key sites along the Corridor to transit service and commercial and public amenities. Other policies that will contribute to a better

environment include proposed terrestrial and aquatic habitat improvements, proposed pedestrian and cycling improvements, and proposed district energy opportunities.

### *CONCLUSION*

The Cambie Corridor Plan is the culmination of a long and thorough planning process and is consistent with Council's four key priorities to encourage the building of strong, safe and inclusive communities; to enhance environmental protection and sustainability; to promote capital investment for a growing economy and to fight homelessness and create affordable housing. The Plan is a highly strategic example of important Community Planning Initiatives designed to plan for complete neighbourhoods that provide residents with a variety of housing, jobs and services and to enable new housing options in proximity to major transit infrastructure investment. Based on extensive community consultation, staff recommend approval of the Phase Two Cambie Corridor Plan.

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