



ADMINISTRATIVE REPORT

Report Date: July 19, 2012  
Contact: Matt Shillito  
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Meeting Date: July 25, 2012

TO: Standing Committee on Planning, Transportation and Environment  
FROM: Assistant Director of Planning, Community Planning  
SUBJECT: Oakridge Centre Redevelopment

**RECOMMENDATION**

- A. THAT Council indicate it is willing to consider redevelopment proposals for Oakridge Centre that vary from the parameters established in the Oakridge Centre Policy Statement (2007) and, if so, direct staff to proceed to the rezoning stage and undertake the technical work and public consultation necessary to fully explore and address the key issues identified in this report.
- B. THAT, subject to approval of Recommendation A, the staff resources and estimated cost-recovered budget (outlined in Appendix B) of \$762,000 be approved to cover the work required to explore redevelopment proposals and to determine recommendations to Council with respect to referring a rezoning application to public hearing for Oakridge Centre; and, if Council approves such rezoning in principle after a public hearing, further staff resources and estimated costs of \$384,000 be approved for costs incurred during rezoning enactment; and,  
  
FURTHER THAT, consistent with cost-recovery practice, Council accept contributions from the project proponents (Ivanhoe Cambridge and Westbank) to fully cover these costs.
- C. THAT the passage of the above resolutions will in no way fetter Council's discretion in considering any rezoning application for Oakridge Centre, and does not create any legal rights for any person or obligation on the part of the City; any expenditures of funds or incurring of costs is at the risk of the person making the expenditure or incurring the costs.

## ***REPORT SUMMARY***

In 2007, Council adopted a Policy Statement for Oakridge Centre which envisions a vibrant, sustainable redevelopment of the site, with a greater intensity of housing, retail and office uses that takes advantage of the Centre's excellent transit accessibility and is well-supported by parks and public amenities. The owners of Oakridge Centre (Ivanhoe Cambridge) have recently partnered with the developer Westbank to redevelop the site and have identified a number of new and enhanced development aspirations which they believe merit a fresh look at the project.

Based on preliminary discussions, the proponents' aspirations have the potential to advance a number of City policy objectives adopted since the 2007 Policy Statement. In particular, the new proposals could make a more significant contribution to the City's goals for housing affordability, environmental sustainability, creation of complete communities, and economic development. They are therefore worthy of further consideration.

The proponents' aspirations also challenge several of the parameters underpinning the 2007 Policy Statement. They raise a number of key issues, including: development density and mix, building form and height, public place-making, community amenity provision, transportation and environmental sustainability.

Staff recommends that Council indicate it is willing to consider proposals that vary from the Policy Statement and, if so, direct staff to proceed to the rezoning stage to undertake the technical work and public consultation necessary to fully explore and address the key issues outlined in this report. Staff also recommends that Council approve a cost-recovered budget of \$1,146,000 to consider a rezoning application and accept a financial contribution from the proponents to fully cover these costs. This will enable staff to provide the public and proponent with the service necessary to achieve an appropriate and timely conclusion to the rezoning.

## ***COUNCIL AUTHORITY/PREVIOUS DECISIONS***

- Oakridge Langara Policy Statement (1995)
- Riley Park South Cambie Vision (2005)
- Oakridge Centre Policy Statement (2007)
- EcoCity Policies for Rezoning of Sustainable Large Sites (2010)
- Green Building Rezoning Policy (2010)
- Greenest City 2020 Action Plan (2011)
- Cambie Corridor Plan, Phase II (2011)
- Housing and Homelessness Strategy 2012-2021(2011)
- Metro Vancouver 2040: Shaping our Future (2011)
- Vancouver Economic Action Strategy (2011)

## ***CITY MANAGER'S/GENERAL MANAGER'S COMMENTS***

The City Manager and General Manager of Community Services recommend approval of the foregoing.

## **REPORT**

### **Background/Context**

#### **Site Description, History and Zoning**

Oakridge Centre is situated at the southwest corner of Cambie Street and 41<sup>st</sup> Avenue, immediately adjacent to the Oakridge-41<sup>st</sup> Avenue station on the Canada Line. The site is 11 hectares (28 acres) in size, roughly equivalent to eight city blocks.

At present, the Centre has about 800,000 square feet of floor area, comprised of approximately 620,000 square feet of retail, service and entertainment uses, as well as office uses (125,000 square feet) and a strata residential building (50,000 square feet). There are about 3,300 parking spaces provided on site. The site also contains a number of community amenities including an auditorium, library, seniors centre and childcare.

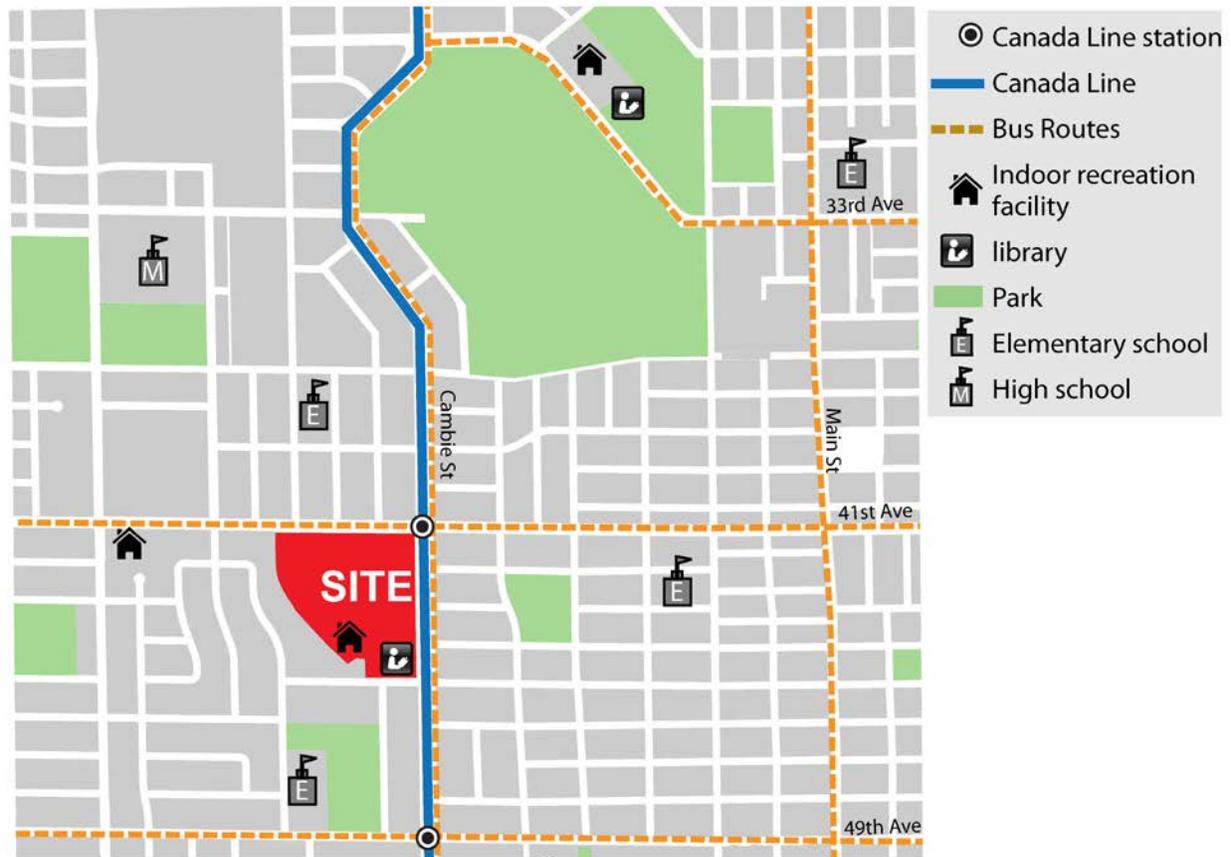
Developed in 1956, Oakridge Centre was the first auto-oriented shopping centre in Vancouver and the first site to be regulated under the "Comprehensive Development" (CD-1) bylaw. The open-air shopping centre was set in a large surface parking lot, anchored by a Woodward's department store. Zoning for the site was amended in 1983 to develop a larger, enclosed mall with some underground parking. A subdivision of the southwest corner of the site generated new housing and a requirement for dedication of 10% of the entire site as park space. At the time, agreements were reached between the City and the Centre owners to defer the park dedication.

Dating back to 1991, there were a number of discussions and negotiations between the City and the previous owner of Oakridge Centre. At that time the CD-1 by-law was amended to enable an expansion of 124,524 square feet of retail uses and 100,000 square feet of non-market residential use, subject to Council approval of form of development, provision of a non-market seniors housing site and arrangements for dedication of park land. This expansion was never undertaken.

#### **Outstanding Obligations**

As noted above, there are outstanding obligations arising from a 1983 subdivision and a 1991 rezoning of the site which require the transfer of land to the City (or payments in lieu thereof). These obligations have been deferred over the years and staff are currently in the process of reviewing the arrangements securing them. The outstanding obligations represent a significant value to the City and are in addition to any obligations which arise out of the proposed rezoning application discussed in this report. Staff expect that the outstanding obligations will be resolved in conjunction with any proposed rezoning of the site.

Figure 1: Oakridge Centre site and context



## Policy Context

### *Oakridge Langara Policy Statement (1995)*

In 1995, Council approved the Oakridge Langara Policy Statement (OLPS) to guide growth in the Oakridge Langara area. The OLPS seeks ways to enhance neighbourhood centres, like the one at 41<sup>st</sup> and Cambie, to take advantage of large sites for additional housing, and to ensure that new development fairly contributes to community amenities. The OLPS gives direction that the neighbourhood centre at 41<sup>st</sup> and Cambie be re-evaluated in the event that a rapid transit line is implemented along Cambie Street. It also requires that expansion of Oakridge Centre be evaluated on the basis of its community-serving orientation being a priority relative to its regional role, in terms of retail area and uses.

### *Riley Park South Cambie Vision (2005)*

The Riley Park South Cambie (RPSC) Vision area extends southwards from 16<sup>th</sup> to 41<sup>st</sup> Avenues between Oak and Fraser Streets, thereby bordering Oakridge Centre. The Vision identifies 41<sup>st</sup> and Cambie as an important neighbourhood centre, major shopping destination and special community place that should be retained and strengthened. It seeks a wider range of local-

serving shops and services, provision of additional housing, and new or expanded community facilities to serve the new population.

### *Oakridge Centre Policy Statement (2007)*

In 2007, Council adopted the Oakridge Centre Policy Statement, which was developed through a comprehensive public planning process beginning in 2005. The Policy Statement establishes principles and objectives to guide the redevelopment of Oakridge Centre over 10-20 years. The key elements of the Policy Statement are summarised below:

*Overall Vision:* Oakridge Centre is envisioned to become a more vibrant, sustainable Centre with a greater intensity of housing, retail, service and office uses that takes advantage of the site's excellent transit accessibility and is well-supported by parks and public amenities.

*Retail:* Provide for expansion of the retail, service and entertainment uses up to 950,000 square feet, with a mix of local and city-serving retail uses. Local-serving retail uses should include a grocery store (approx. 50,000 square feet) and at least 50,000 square feet of other neighbourhood stores.

*Residential:* Include housing options suitable for households of all types, ages and incomes. Total residential density is envisaged to be between 1-1.2M square feet. Housing mix is to include:

- Affordable housing: 20% of total units
- Family housing (meeting the Council-adopted Guidelines for High-Density Housing for Families with Children): 50% of affordable housing and 25% of market housing
- Seniors housing: a minimum of 100 units

Further, opportunities for ground-oriented family housing units are to be optimized, as well as opportunities explored to improve market housing affordability, possibly including 'flex suites' or 'breakaway suites' (portions of individual units that can be separated into smaller standalone rental units).

*Office:* Encourage an increase in office space to support the transit hub - an additional 200,000 square feet is envisaged in the Policy Statement.

*Community Amenities:* Maintain levels of service and amenity for the wider Oakridge community, while providing appropriate amenities to support new neighbourhood residents and visitors. Upgrade and expand the existing library, seniors centre, and childcare and consider provision of a community centre or neighbourhood house to consolidate and co-locate a range of services.

*Parks:* Provide for a minimum of 2.83 acres of park space to meet the requirements of the 1983 sub-division. Provision could involve a mix of on-site land dedication (at least 2 acres) and payment-in-lieu. Payment-in-lieu would also be required for any additional park requirements generated through increased residential development on site.

*Building Form:* Create an urban mixed use neighbourhood with a variety of building forms including streetwall buildings of 3-8 storeys and two clusters of towers (one on 41<sup>st</sup> and one on Cambie) of varied height, including one tower in each cluster up to 24 storeys. Limit floorplates of buildings above 10 storeys to 6,500 square feet. Ensure new development is

located and massed to respect the adjacent neighbourhood in terms of views, overlook, privacy and shadowing.

*Connectivity:* Create a more integrated pattern of streets and public routes into and through the site to improve links to the immediate neighbourhood and transit, including a new public 'high street' connecting 41<sup>st</sup> with Cambie.

*Transportation and Parking:* Design site access and circulation to minimize neighbourhood traffic impacts and encourage walking, cycling and transit over the private car. Parking supply should balance the requirements of commercial and residential uses on site with the need to encourage alternative modes of transportation in line with the principles of Transit Oriented Development.

*Environmental Sustainability:* Require a green building and sustainable infrastructure strategy at the time of rezoning which establishes targets and performance metrics that exceed standard practice.

For ease of reference, the table below summarizes the existing floorspace at Oakridge Centre, allowable floorspace under the current CD-1 zoning and anticipated floorspace under the 2007 Policy Statement.

**Table 1: Existing, Allowable and Anticipated Floorspace at Oakridge Centre**

| Use                               | Existing floorspace | Allowable floorspace under current CD-1 Zoning (square feet) | Floorspace anticipated under 2007 Policy Statement (square feet) |
|-----------------------------------|---------------------|--|--|
| Retail, service and entertainment | 619,000             | 744,000  | 950,000  |
| Office                            | 126,600             | 126,600  | 326,600  |
| Residential                       | 50,400              | 353,583*   | 1,200,000  |
| <b>TOTAL</b>                      | <b>796,000</b>      | <b>1,224,183</b>   | <b>2,526,600</b>   |

\*The current CD-1 zoning includes 203,170 square feet of residential floor area on adjacent parcels at 625 West 45<sup>th</sup> Ave and 688 Fairchild Road.

### **Policy Adopted since Oakridge Policy Statement (2007)**

Several City and Regional policies and initiatives have been adopted since the Oakridge Centre Policy Statement was approved by Council in 2007. These initiatives provide a broad policy framework to inform a renewed look at the redevelopment of Oakridge Centre.

#### *EcoCity Policies for Rezoning of Sustainable Large Sites (2010)*

These policies apply to rezonings of sites greater than two acres and requires plans or studies on the following as part of the rezoning process:

- District Energy Screening and Feasibility
- Sustainable Site Design
- Green Mobility and Clean Vehicles
- Rainwater Management
- Solid Waste Diversion
- Sustainable Housing Affordability and Housing Mix

#### *Green Building Rezoning Policy (2010)*

The policy requires all rezoning applications received after January 2011 to achieve a minimum LEED Gold rating, with targeted points for energy performance, water efficiency and stormwater management.

#### *Greenest City 2020 Action Plan (2011)*

The plan outlines actions required to achieve a healthy, prosperous and resilient city - with the ultimate goal of becoming the world's greenest city by 2020. It identifies strategies to promote green economic development, eliminate dependence on fossil fuels, promote green transportation options, utilize green building design and ensure everyone has access to nature, clean water and local food. The plan calls for compact, complete communities which promote walking and cycling and are well served by services, amenities and green space. Furthermore, the plan promotes the development of neighbourhood-scaled renewable energy systems, green construction and carbon neutral buildings.

#### *Cambie Corridor Plan, Phase II (2011)*

This plan builds on the success of the Canada Line by linking land use, built form, transportation infrastructure, district energy systems, affordable housing, and other elements of sustainability to create compact communities along Cambie Street. The plan highlights the importance of integrating employment and residential uses with services and amenities near transit stations to promote transit ridership, facilitate sustainable growth, and help reduce our overall ecological footprint.

The plan does not address the Oakridge Centre site specifically, however it identifies the Oakridge area as a key node on the Canada Line, which along with the Marine and Cambie area will represent the most significant concentration of urban uses and density. The plan calls for mixed use buildings of up to 12 storeys on the other sites immediately adjacent to the intersection of 41<sup>st</sup> and Cambie, noting that greater heights may be considered at the rezoning stage subject to further planning and community consultation as part of Phase III of

the plan. For other sites on 41st Avenue and Cambie Street that are not adjacent to the intersection the plan calls for 6 storey building forms.

#### *Housing and Homelessness Strategy 2012-2021(2011)*

This strategy is a framework for addressing homelessness and increasing the variety of affordable housing options across the entire housing continuum to improve choice and affordability for all residents within the City. The three strategic directions are:

1. Increase the supply of affordable housing;
2. Encourage a housing mix across all neighbourhoods that enhance quality of life; and
3. Provide strong leadership and support partners to enhance housing stability.

The Strategy targets enabling the delivery by 2021 of 2,900 new supportive housing units, 5,000 additional new social housing units, 11,000 new market rental housing units, and 20,000 affordable market ownership units, as well as ensuring shelter capacity to meet the needs of street homeless. The associated 3 Year Action Plan 2012-2014 directs staff to focus implementation of the City's long-standing 20% Affordable Housing Policy in New Neighbourhoods on options that the City can undertake in the absence of senior government programs.

#### *Metro Vancouver 2040: Shaping our Future (2011)*

The Regional Growth Strategy provides a framework for all municipalities in the Lower Mainland to accommodate projected growth - over 1 million people and 600,000 new jobs - by 2040. The strategy articulates five goals to manage this growth in a way that enhances the livability and sustainability of the region: 1) Create compact urban areas, 2) Support a sustainable economy, 3) Protect the environment and respond to climate change impacts, 4) Develop complete communities, and 5) Support sustainable transportation choices.

The Strategy designates the Oakridge area as one of the Region's Municipal Town Centres (other Municipal Town Centres in the region include Brentwood, Lougheed, Newton, Ambleside, etc). These are intended to be hubs of activity within the municipality, served by frequent transit and offering employment, business, commercial, community and cultural activities, as well as medium and high density housing.

#### *Vancouver Economic Action Strategy (2011)*

This action strategy focuses on creating a climate for economic growth, supporting business investment and trade, and attracting and retaining talent. Strategies include expanding the green economy, protecting job lands and office space and promoting Vancouver as a desirable, livable city. To attract and retain businesses and talented employees the Strategy highlights the importance of creating vibrant neighbourhoods with a dense mix of activities and people, walkable and bikeable public realm, access to amenities and services, a range of affordable housing options, and convenient, reliable transit.

## *Strategic Analysis*

### *Proponent's New Development Aspirations*

Ivanhoe Cambridge (the owners of Oakridge Centre) has recently entered into a partnership with the development company Westbank to jointly and collaboratively pursue the redevelopment of the Centre. The project proponents (Ivanhoe Cambridge and Westbank) have identified a number of new and enhanced development aspirations that have emerged since the adoption of the Oakridge Centre Policy Statement in 2007, and which they believe merit a fresh look at the redevelopment of the site. The proponents' vision for Oakridge Centre includes the following aspirations:

- *Mixed-Use:* Oakridge Centre aspires to be a civic hub of activity that includes retail, office, residential, housing, and a diverse array of civic spaces and amenities, creating a vibrant, culturally-diverse community that is lively and safe day and night.
- *Retail:* The goal is to improve the diversity of the retail offerings and create a commercial civic space that supports a wide range of retail activities, including local shopping for area residents. The proponents have expressed the desire to carry out a much greater expansion of the retail floor area than envisaged in the Policy Statement.
- *Housing:* The aspiration is to significantly increase the density of residential development on the site beyond the levels contemplated in the Policy Statement and accommodate a diverse mix of residents by providing options that span the housing continuum - serving seniors, families and other household types - and providing a combination of rental, affordable ownership and traditional market housing.
- *Office:* The proposed expansion of office and job spaces at Oakridge Centre intends to capitalize on the proximity of the rapid transit station (minimizing the ecological impact of commuting) while providing services to the surrounding community.
- *Community amenities:* Integration of the appropriate and required amenities in one multi-functional civic entity will be explored to provide a central focus to the project's public spaces.
- *Transportation:* The proponents intend to build on the success of the Canada Line by proposing an innovative transportation model that can allow Oakridge to evolve from an auto-dominated centre. This proposal will explore significantly reduced parking ratios while incorporating alternative initiatives such as car co-ops, bike and car valets, and bike and car share programs.
- *Sustainability:* The project aspires to LEED Platinum and a district energy utility, with an integrated, dynamic architectural design concept that performs technically and aesthetically.
- *Public Place-making:* A network of pedestrian streets, gallerias, mews and pathways linking public and green spaces across the development will be explored to promote walkability and ease of use while creating opportunities for meaningful community interaction.

Based on a preliminary assessment, staff considers that the proponents' aspirations have the potential to advance a number of City policy objectives that have been adopted since the 2007 Policy Statement, such as the Housing and Homelessness Strategy, Greenest City Action Plan, Vancouver Economic Action Strategy, Cambie Corridor Plan, and Regional Growth Strategy (see Background/Context section above for details). In particular, the new proposals could make a more significant contribution to the City's goals for housing affordability, environmental sustainability, creation of complete communities, and economic development. They are therefore worthy of further consideration.

The proponents' aspirations challenge several of the parameters underpinning the 2007 Policy Statement including: development density and mix, building form and height, public place-making, community amenity provision, transportation and environmental sustainability.

Staff recommends that Council indicate it is willing to consider proposals that vary from the Policy Statement and, if so, direct staff to proceed to the rezoning stage to undertake the technical work and public consultation necessary to fully explore and address the following key issues.

### *Key Issues to be Addressed*

These issues have been derived from a preliminary staff assessment of the proponents' new proposals, a review of the 2007 Policy Statement, and feedback from public consultation led by the proponents in Spring 2012 (see Appendix A for a summary of the feedback).

#### *1. Development Density and Mix*

- *Retail:*
  - Retail floorspace expansion *beyond* the 950,000 square feet allowed under the Policy Statement will be considered, subject to the findings of a Retail Impact Assessment to ensure that the expansion will not undermine the viability of Vancouver's existing shopping areas.
  - The retail mix will be determined in light of the Retail Impact Assessment and will include a balance of local-serving and city-serving stores. It is expected that a larger local-serving retail component (beyond the approximately 100,000 square feet required in the Policy Statement) may be required given the additional residential population now anticipated at Oakridge Centre and in the adjacent areas covered by the Cambie Corridor plan (local-serving retail encompasses a broad array of shops and services that are commonly found in neighbourhood centres - e.g., grocery store, pharmacy, liquor store, small local stores, neighbourhood pub/restaurant, health care office, etc.).
- *Residential:*
  - An increase in residential floorspace *beyond* the 1,200,000 square feet allowed under the Policy Statement will be considered. The precise allowable density will be determined at the rezoning stage following a thorough exploration of the appropriate form of development, including consideration of liveability issues and fit with the adjacent neighbourhood. This work will integrate principles emanating from the work of the Mayor's Task Force on Housing Affordability.

- *Office:*
  - A further increase in office floorspace *beyond* the additional 200,000 square feet envisaged in the Policy Statement will be considered, subject to achievement of an appropriate form of development.

## 2. *Building Form and Height*

- Some variation from the building height (max. 24 storeys) and floorplate size (max. 6,500 square feet above 10 storeys) allowances in the Policy Statement will be considered, subject to detailed urban design analysis and public consultation. Any revised development concept will need to address the key building form and massing issues identified in the Policy Statement, with particular attention given to:
  - Creating variety in building forms and heights, within a coherent whole.
  - Use of sculpting, setbacks and smaller floorplates to reduce the apparent mass of buildings at upper levels.
  - Respectful transitions between the site and surrounding properties, e.g., in terms of views, overlook, privacy and shadowing.

## 3. *Public Place-making*

- The development concept needs to transcend the model of a privately-owned and controlled shopping mall to create an integrated mixed use precinct, well-connected to the adjacent community and incorporating genuinely public routes and places. In particular, the following issues will need to be addressed:
  - Introducing a network of public routes across the site to effectively connect public spaces and places, including two major connections: one diagonally across the site between Cambie Street and 41<sup>st</sup> Avenue, and the other from the Canada Line station south-west into the adjacent neighbourhood. These routes are to be publicly accessible throughout the day and week.
  - The Cambie Street frontage should be animated with a strong street-wall and active uses which reinforce the pedestrian and local shopping experience.
- The opportunity to create a significant publicly-accessible open space at roof level should be optimized, with multiple clear and welcoming connections to ground level public spaces.

## 4. *Community Amenity Provision*

- It is expected that community amenities will need to be increased beyond those identified in the Policy Statement to address the needs of the increased residential, employee and visitor population anticipated. The precise community amenity requirements will be determined at the rezoning stage following an assessment of needs and potential funding sources (Development Cost Levies, Community Amenity Contributions and other sources).
- As a minimum, community amenity provision should consider the inclusion of a variety of new and/or expanded facilities, including: parks (including resolution of the outstanding park obligation), library, auditorium, childcare, community centre and non-market housing.

- Strategic co-location of community amenities will be emphasized to encourage enhanced usage, strategic programming advantages as well as economies of co-location.
- Community amenities should be provided in visible, accessible public locations with a clearly distinguishable presence.

#### 5. *Transportation*

- A detailed Transportation Study will be required to assess the impact of the proposed development on traffic movements in the area and transit corridor capacity, and to identify and secure mitigation measures at rezoning as necessary.
- Opportunities to encourage sustainable modes of transportation, reduce vehicle trips and support the City's green transportation initiatives/networks (e.g. bike share, car-share, existing and emerging bicycle routes, etc.) will be identified and secured at rezoning through a comprehensive Green Mobility Plan.

#### 6. *Environmental Sustainability*

- A detailed, phased investigation will be required to assess the potential to implement a low carbon heating/cooling system which:
  - Forecasts heating and cooling demands of all buildings comprising the development at build-out;
  - Gives preference to options that reduce greenhouse gas emissions by at least 50% over a business-as-usual approach to heating and cooling;
  - Considers the viability of expanding a development-scale low carbon energy system to existing and future buildings off-site in the Cambie corridor area;
  - Enables thermal energy metering and monitoring of system performance metrics during operation; and
  - Enables connectability and compatibility of all buildings within the development to a centralized low carbon district energy system serving the broader neighbourhood.
- Under circumstances where implementation of, and/or connection to, an acceptable low carbon energy solution is deemed technically feasible and economically viable, development of, and/or connection to, such a system will be required.

#### *Rezoning Schedule and Public Engagement*

The Oakridge Centre rezoning represents a large and complex undertaking. Successfully addressing the key issues identified in this report and resolving other issues that may emerge during the process will take time, creativity and a considerable amount of technical work. The rezoning is estimated to take at least 12 months from application to Public Hearing, and if approved by in principle by Council, a further 9-12 months for enactment. The precise schedule will become clearer once the complexity of the issues is fully apparent.

The scale and strategic significance of the Oakridge Centre redevelopment requires an enhanced program of public engagement at the rezoning stage. This will include a combination of face-to-face events (e.g., open houses, workshops, stakeholder meetings) and innovative use of on-line engagement opportunities (e.g., surveys, social media, Place-speak). The objective will be to reach out to the widest possible range of interested parties

and provide meaningful opportunities for input. Engagement techniques will recognize the demographics of the Oakridge area: for example, 50% Chinese mother tongue, 31% English as mother tongue; 20% seniors (Source: 2006 Census - demographic breakdowns for the 2011 Census will be available later in 2012)

### *Program Staffing and Resources*

Providing the public and proponent with the service necessary to achieve an appropriate and timely conclusion to the rezoning will require dedicated resources from a range of City departments as well as specialist consultant support. The Major Projects Group in Community Planning will be assigned the lead role in coordinating this work and will report to the Major Projects Steering Committee and/or a dedicated project steering committee as necessary. Consistent with the City's practice for projects of this kind, the rezoning will be considered on a cost-recovery basis. A cost-recovery budget of \$1,146,000 is estimated to be required for this rezoning (see Appendix B for details).

### *Cambie Corridor Phase III*

Phase III of the Cambie Corridor planning program will provide land use policy for the neighbourhoods within convenient walking distance to Canada Line stations (approx. 800 metre radius). Phase III has not yet begun due to the focus of staff resources on the community plans currently underway (the exception being Phase III work for the areas south of 57<sup>th</sup> Avenue which is being carried out as part of the Marpole Plan). Staff considers that the Oakridge/41<sup>st</sup> Avenue station area is the highest priority for Phase III work due to the strategic importance of this node on the Canada Line and will actively look for opportunities to commence this work as resources become freed up from other programs.

### *Proponent's Comments*

*"When Ivanhoe Cambridge purchased Oakridge Centre from Woodward's in the 1980's, we began a long term relationship with the community and the City. Today, Oakridge is more than a commercial destination; it is a meeting place for the community.*

*Looking forward, Oakridge Centre needs to evolve to meet the changing needs of the community, the City and our customers. The Policy started this process in 2005, but since then a number of fundamental changes have occurred. Canada Line is operational and very successful. It has been a welcome "game-changer" in the future development of Vancouver by presenting opportunities that are only now becoming apparent. New civic policies are propelling the development community to produce suitable and progressive outcomes for our city.*

*Ivanhoe Cambridge's aspirations for the retail, office, residential and community related elements have been elevated. Our desire is that Oakridge Centre will become a model of thoughtful densification. Its immediate proximity to a major transit portal causes us to rethink the way we use automobiles, public transportation and bicycles. We have new sustainability and housing goals. Our intention is to propose a real community by integrating housing, retail and office into a comprehensive whole.*

*In order to realize the full potential of this unique opportunity, Ivanhoe Cambridge has teamed up with our partner, Westbank, and a team of the very best consultants to come up*

*with creative approaches to every aspect of this project.*

*On the sustainability front, we are committed to a LEED Platinum neighbourhood and a thorough investigation of the potential for a district utility installation on site, or as part of a larger network. We embrace the goals of the Greenest City Action Plan, and we think Oakridge Centre could play a meaningful part in that quest.*

*The project is also an ideal opportunity to rethink our communal spaces and amenities, including the opportunity to design a library that is suitable for the rapidly evolving information technology of the 21<sup>st</sup> century.*

*This spring, we held two public information meetings where over 700 neighbours participated. This process engaged the community, and addressed the issues and ideas mentioned above. In general, the community was supportive of the redevelopment, and we look forward to working with all the stakeholders to redevelop Oakridge Centre into a world class model for transit oriented development.*

*Most importantly, we look forward to Oakridge Centre becoming a more true and useful heart for the community, and a contribution to the City as a whole."*

#### ***Implications/Related Issues/Risk (if applicable)***

##### ***Financial***

*Community Amenity Contributions (CACs):* An appropriate CAC to address local amenity needs will be determined in accordance with the City's current policy through the rezoning process. Staff will provide a comprehensive report on the public benefits package associated with the rezoning, a financial strategy and any associated long-term funding implications for the City, at the time of referral to Public Hearing.

*Development Cost Levies (DCLs):* The Oakridge Centre site is within the Oakridge-Langara DCL district and DCLs will apply to the development at the approved rate.

*Operating:* Processing of very large site rezonings is generally undertaken on a cost-recovery basis. Staff has estimated that \$1,146,000 is required to fully cover the City's costs of processing and enacting a rezoning of the Oakridge Centre site. This cost is comprised of two substantive components:

1. The work required to explore redevelopment proposals and to determine recommendations to Council to refer a rezoning application to Public Hearing (\$762,000).
2. The costs incurred during enactment of the rezoning, should Council approve the rezoning in principle at Public Hearing (\$384,000).

The proponent will pay a rezoning fee equal to this amount. Should the actual costs of the rezoning exceed this estimate, the proponent will be required to cover those additional costs. Once the fee is paid, staff will update the 2012 Operating Budget to include receipt of the fee and anticipated rezoning costs for 2012.

## *CONCLUSION*

This report recommends that Council indicate it is willing to consider redevelopment proposals for Oakridge Centre that vary from the parameters established in the Oakridge Centre Policy Statement and, if so, direct staff to proceed to the rezoning stage and undertake the technical work and public consultation necessary to fully explore and address the key issues identified. The report also seeks Council approval of a cost-recovered budget to consider the rezoning. Subject to Council approval of these recommendations, staff will work with the public and proponent to consider the rezoning, with the goal of creating a highly-sustainable, mixed-use, genuinely-public, new urban quarter at Oakridge Centre.

\* \* \* \* \*

## OAKRIDGE CENTRE REDEVELOPMENT: SUMMARY OF PRE-APPLICATION PUBLIC CONSULTATION

This Appendix contains summaries of public feedback received at Open Houses held by the proponent on March 29, 2012 and May 15, 2012. The summaries were prepared by Brook Pooni Associates on behalf of Ivanhoe Cambridge and Westbank.

### Open House 1 - March 29, 2012

#### Presentation Material:

- The presentation material provided:
- Team overview Ivanhoe Cambridge and Westbank
- History of Oakridge Centre
- Planning and policy context, demographic work;
- Sustainability;
- Transportation;
- Outline of feedback topics including:
  - Housing;
  - Sustainability;
  - Transportation;
  - Amenities;
  - Form and height; and
  - Retail.

#### Feedback Summary:

Ninety (90) comment forms were submitted by attendees. The following provides a high level summary of the general themes derived from comment form responses submitted.

*QUESTION #1. The City of Vancouver is facing a number of issues related to housing including affordability, diversity and supply. We want to explore providing more homes at Oakridge to take advantage of the transit network, while making the Centre one of the most unique settings in Vancouver. What are your thoughts on providing additional homes and housing options at Oakridge Centre?*

Generally respondents are positive about providing additional homes and housing options at Oakridge Centre. Those in favour of providing additional housing on site feel housing should:

- Range in size - smaller units for students/single and larger units for families.
- Offer different types of tenure - ownership, rental, co-op etc.
- Allow for seniors/others to downsize from single family home, provide opportunities for people to buy in the area
- who may not be able to afford a single family home.
- Be truly affordable - allow for middle income earners to buy.

While respondents were generally in favour of increased housing on site concerns expressed included:

- Height - some respondents expressed concern over height and location of towers and their overall fit with the neighbourhood. Others were concerned over view loss related to height of towers.
- Density - some respondents felt the increase in the number of people on site will lead to an increased demand on services and infrastructure in the community including; schools, roads, transit (Canada Line), park/open space, community services (YMCA, community centre, seniors centre), parking.
- Form - some respondents felt that providing housing in towers does not provide a variety/diversity of housing types on site.

*QUESTION #2. Thinking of new sustainable ways to grow is key to the success of Vancouver. For us at Oakridge, sustainability also extends to economic, social, and cultural aspects. How can Oakridge Centre be a model for a sustainable community?*

Varied responses were received on how to make Oakridge a model sustainable community. Responses can be grouped into the following themes;

#### Uses

- Housing - provide a variety of forms/types on site, accessible for a range of income levels, provide homes for the ageing population.
- Office - provide increased job space on transit, allow people to live close to where they work.
- Retail - provide for daily needs of people living on site or near site. Needs to be a range of goods. Retailers need to be sustainable in their practices.
- Services - daycare, community centre, library, seniors centre.
- Open/Green Space - provide for informal community gathering, spaces to exercise, space to grow food.

#### Environment

- Use best practices in building, be innovative.
- Include features like urban agriculture, solar panels, rainwater collection, recycling and composting facilities (and education on how to recycle better/use less).

#### Transit/Transportation

- Promote transit - need to ensure transit can take additional capacity generated from this proposal as well as others in the area.
- Car-share/bike-share - should be accessible and easy to use.
- Less focus on the car - make other modes of travel more desirable.

*QUESTION #3. Transportation planning is important to the sustainable growth of the City. We want to build on the success of the Canada Line and encourage more people to rethink their use of the automobile. How can we rethink transportation use at Oakridge Centre?*

Respondents generally see transportation challenges as well as opportunities on site:

#### Challenges

- Capacity on the Canada line - some respondents expressed concern over capacity on the line especially at peak times and with other developments coming on stream such as projects at Marine Drive.
- Car use - some respondents were concerned that many people (both residents and visitors) will still want to drive.
- Reducing parking may not be appealing to retailers. Need to make other options more accessible and desirable to make this site function with reduced parking.

#### Opportunities

- Car co-ops - increased density on site will allow for a well functioning car co-op on site
- Bike co-ops - a bike co-op, including areas to safely store (personal) bikes would promote cycling
- Canada Line Station - needs to be better integrated it into the mall/community to promote ridership
- Expand transit capacity/transit hours - increased capacity and hours of operation will make it more desirable for people to use transit.
- Expand/improve east-west connections (bus or other new modes) - Improved connections on an east-west axis will also make it more desirable to use transit
- Create better pedestrian/cyclist connections to and through the site - legible/easy to understand connections across the site will make it easier for people to move through the site to other areas of the community
- Put as many daily needs on site as possible - allows people to meet their daily needs without using a car
- Create efficient easy to understand parking - some parking will be required. Needs to be efficient and easy to access for visitors and residents.

*QUESTION #4. An expanded Oakridge Centre must be well served by community facilities and services. Help us rethink amenity, recreational, and open space opportunities to make sure they're appropriate for the neighbourhood and sustainable in the long term. What new amenities are important for your community e.g. daycare, library, recreation facilities, etc? For example, what does the library of the future look like in a digital world?*

Responses related to amenities important in the community ranged among respondents. Generally respondents wanted to see amenities and spaces that provided activities for a range of ages to do throughout the day. Specific new facilities and amenities that respondents were interested in seeing included:

- Library - expanded from current.
- Seniors Centre - expanded from current and separate from auditorium.
- Community centre - with facilities for recreation (indoor/outdoor) and various fitness and other classes.
- Pool
- Open/Park space
- Areas for gathering - meet with others (indoor/outdoor) both formally and informally.
- Daycare
- Theatre - traditional (Cineplex)
- Spaces for arts/cultural productions
- Urban Agriculture
- Educational facilities
- Restaurants and various other stores to provide for daily needs

*QUESTION #5. Oakridge Centre is an opportunity to mix residential, employment, and retail uses in the area, as well as public and cultural amenities. The 2007 policy encouraged the centre's redevelopment as an urban mixed-use neighbourhood with a variety of building forms, including street-wall buildings and towers varying in height from 12 to 24 storeys. This speaks to the uniqueness of the site and its proximity to transit and other community amenities. How can we build upon this existing plan in a way that best responds to the existing community, as well as the Centre in terms of building forms and heights?*

Responses related to height and form were varied among respondents. Respondents who were in favour of form (tower) and height (as outlined 12-24 stories or higher) felt:

- Appropriate infrastructure - proper traffic planning, sufficient services to provide for increased population.
- Community services/amenities - increase in amenities, services, parks/open space to serve increased population.
- Transit improvements - including increased hours, capacity and connections to serve changes on site and growing population.
- Streetscape/public realm improvements - be welcoming and enjoyable to encourage people to use site and walk/cycle.
- Architecture - should fit with the neighbourhood, be different than downtown, be interesting or unique, include thoughtful tower location that respects neighbourhood.

Note: Approximately 25 respondents were supportive of height.

Respondents who were not in favour of form (tower) and height (as outlined 12-24 storeys) felt that height was not warranted and more housing could be achieved in lower forms.

Specific concerns noted in responses can be summarized into the following themes:

- Scale/Fit with the neighbourhood - towers do not fit with the existing single family neighbourhood.
- Views - height would negatively impact views in the area.
- Shadowing/sunlight - height of towers would have a negative impact on surrounding areas - restricting access to sunlight and shadow existing neighbourhood.
- Traffic - increased traffic volumes due to the increased population on site.
- Services - existing services in the area (schools, parks/open spaces, transit etc.) cannot support an increased population.
- Environment - some respondents felt the tower form is not a sustainable form of development.
- Crime/Safety - increased population would lead to an increase of crime in the area.

Note: Approximately 30 identified issues with height.

*QUESTION #6. Oakridge Centre today is an extremely successful and well-loved shopping destination. That said there is a need for the shopping centre to evolve from its current form and become more integrated into the surrounding community. How can Oakridge Centre be updated and improved and evolve into a more urban, mixed use centre?*

Respondents felt that Oakridge Centre could change and be improved by:

- Providing more and varied retail (not just fashion based stores)
- Retail catering to different age and income groups

- Providing more services to the community including:
  - Grocery
  - Restaurant
  - Other stores to provide for people's daily needs (home stores etc.)
  - Providing space for different activities/community uses
  - Seniors services
  - Recreation facilities
  - Places for informal gathering (inside and outside)
  - Spaces for entertainment/cultural uses
  - Diversity of spaces for a diversity of uses and users
- Pedestrian experience can be improved
- Have mall open/connected to the community, no blank walls to streets.

### Open House 2 - May 15, 2012

#### **Presentation Material:**

Large format boards were displayed at the Public Open House and covered the following topics

- Overview of team - Ivanhoe Cambridge and Westbank
- Policy Overview - Oakridge and City wide
- What We Heard from the March 29 Public Open House - in the following six feedback topic areas
  - Sustainability
  - Transportation
  - Retail
  - Housing
  - Amenities
  - Form and Height
- Overview of initial concepts for the Oakridge Centre

#### **Feedback Summary:**

A total of ninety-three (93) comment forms were submitted by attendees. The following provides a high level summary of the general themes derived from comment form responses submitted.

*QUESTION #1 - HOUSING: We have proposed a mixture of housing on-site including; ground-oriented townhouses, live/work units, family residences, lofts and low, mid and high-rise buildings. What do you think of the proposed housing types and location at Oakridge Centre?*

Generally respondents were in favour of the mix housing types and location proposed with a majority of respondents who answered this question expressing support for the initial concepts.

Respondents indicated the need:

- For careful integration of uses on site
- To create a unique identity for the area
- For strategic placement of building forms and towers on site

- To provide lower income or social housing and seniors housing on site

47 respondents were in favour of the proposed housing types and location at Oakridge Centre felt the concepts shown:

- Agree with City policy
- Generally incorporate feedback received
- Will provide a diversity of housing options allowing opportunities for people of various socio-economic groups to live in the area

12 respondents were moderately in favour of the proposed concept but had some questions including:

- Affordability
- Mix of units
- Impact of towers

18 respondents were not in favour of the initial concepts proposed and expressed reservations on the concept based on:

- Height (9 respondents)
- Density (3 respondents)
- Height + Density (1 respondent)
- No change desired or enough housing in the area already (3 respondents)
- Urban Design (1 respondent)
- Other (1 respondent)

16 respondents did not provide an answer to this question

*QUESTION #2 - OFFICE: We have proposed an increase in office space at Oakridge Centre which we think will contribute positively to the local economy and job-base. What do you think about the proposed plans for office?*

A majority of respondents supported increased office space at Oakridge Centre, with fifty (50) respondents indicating that office uses were a good fit at this location. Thirty-nine (39) respondents had no comment and four (4) did not support increased office space.

Generally respondents felt increased office space at Oakridge Centre:

- Makes sense given its location adjacent to transit;
- Will increase the vitality of the site;
- Supports the proposed mixed-use nature of the site;
- Should include services for the local community (medical/Dental); and
- Would support the mall and adjacent businesses.

*QUESTION #3a - AMENITIES: Feedback from the March 29th Open House noted that planning for new community amenities is one of the most important considerations. The following is a list of the amenities and services you told us you wanted to see at Oakridge Centre. Please select 5 amenities from the list above that are most important to you. Are there any amenities not on the list that you would like to see at Oakridge?*

From the list of amenities derived from the March 29th Public Open House, the following are the top 5 amenities based on comment form responses:

- Library - 50 responses received
- Community Centre - 42 responses received
- Seniors Centre - 39 responses received
- Movie Theatre - 29 responses received
- Open/Park Space + Roof Top Parks - 28 responses received

Ten respondents provided other options for they felt were missed on the list generated from the March 29, 2012 Public OpenHouse. Responses included:

- Social housing
- Restaurants (2 responses)
- Merry go round
- Year round butterfly display
- Quiet Space
- Digital Facility
- Table tennis
- Live music venue
- Public/Farmers Market
- Community tool shed or workspace
- Ice rink
- Disc Golf Course in a multi-use park

*QUESTION #3b: One of the benefits of a new plan for Oakridge Centre is that an increase in residential and commercial development allows us to plan for more amenities than the 2005-2007 plan did. What are your thoughts on more development at Oakridge, if that allows us to expand the amenities at the Centre?*

Overall, the responses to this question were varied, with some respondents in favour of increased development with a corresponding expansion of amenities on-site. A number of respondents used this question to further outline the specific amenities they would like to see on-site. Finally, some respondents felt that the site currently provided enough amenities and/or lacked room to provide for residential, housing and amenities.

*QUESTION #4 - RETAIL: You told us you wanted to see more and varied retail options and asked us to consider a different shopping experience. We have shown you a concept for a retail shopping centre that focuses on pedestrians and includes the creation of a high street, with outdoor areas, lined with shops, amenities, restaurants, and cafes. What are your thoughts on this proposed concept and what new stores and services would you like to see?*

A majority of respondents were in favour of the proposed concept with a majority of comments focused around the following areas:

- Need for a more diverse shopping experience - smaller more locally serving shops and services (stationary, grocery, hardware etc.), stores that cater to a variety of price points;
- Incorporation of restaurants and cafes;
- Exterior shopping experience seen as favourable - connects Oakridge to the community and portrays a more friendly face to the community. It was noted that open/exterior areas need to have appropriate weather protection and be well planned.

*QUESTION #5: Do you have any other comments on the boards you saw tonight?*

Responses to this question provided further comments in the following areas:

- Amenities - specific information related to preferred amenities on site
- Timing - desire to move the project forward in a timely manner/provide a timeline for work
- Sustainability - questions related to sustainability
- Architecture/Urban design - desire to see architectural excellence, unique identity of site, make the site a destination
- Transportation - concern over transportation capacity, treatment of parking
- Height - concern over height

OAKRIDGE CENTRE REZONING: STAFFING AND BUDGET

Staffing Allocation (person months)

| Staffing Allocation (Person Months) |                                   |         |          |           |       |
|-------------------------------------|-----------------------------------|---------|----------|-----------|-------|
|                                     |                                   | Phase   |          |           | Total |
|                                     |                                   | Scoping | Rezoning | Enactment |       |
| Major Projects                      | Senior Planner                    | 0.5     | 4        | 1         | 5.5   |
|                                     | Rezoning Planner                  | 0       | 12       | 1.5       | 13.5  |
|                                     | Senior Urban Designer             | 0.5     | 4        | 1         | 5.5   |
|                                     | Planning Assistant                | 0       | 9        | 0.5       | 9.5   |
| Technical Team                      | Civil Engineer II                 | 0.25    | 3        | 4         | 7.25  |
|                                     | Social Planner                    | 0.25    | 1        | 1         | 2.25  |
|                                     | Housing Planner                   | 0.25    | 2        | 1         | 3.25  |
|                                     | Parks Planner                     | 0.25    | 2        | 1         | 3.25  |
|                                     | Project Facilitator (Subdivision) | 0.25    | 1        | 1         | 2.25  |
|                                     | Surveyor II                       | 0.25    | 2        | 4         | 6.25  |
|                                     | Enactment Facilitator             | 0       | 0        | 3         | 3     |
| Real Estate Services                | Senior Development Officer        | 0       | 0.5      | 0         | 0.5   |
|                                     | Development Officer               | 0       | 1        | 0         | 1     |
|                                     | Quantity Surveyor                 | 0       | 1        | 0         | 1     |
| Legal Services                      | Solicitor                         | 0       | 2        | 6         | 8     |
|                                     | Legal Assistant                   | 0       | 1        | 3         | 4     |

Budget Summary

|   | Rezoning Phase   | Enactment Phase  | Total Budget       |
|---|------------------|------------------|--------------------|
| Salaries and Benefits                                 | \$455,000        | \$300,000        | \$755,000          |
| Contingency (10% rezoning/5% enactment)               | \$45,000         | \$15,000         | \$60,000           |
| Process Costs (Open Houses, Publicity, Consultancies) | \$133,000        | \$0              | \$133,000          |
| Management and Allocated Costs                        | \$99,000         | \$65,000         | \$164,000          |
| Overheads (Office Space, Supplies, Equipment)         | \$30,000         | \$4,000          | \$34,000           |
| <b>Total by Phase</b>                                 | <b>\$762,000</b> | <b>\$384,000</b> | <b>\$1,146,000</b> |