



## CITY OF VANCOUVER

### POLICY REPORT URBAN STRUCTURE

Report Date: May 1, 2006  
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Meeting Date: May 16, 2006

TO: Vancouver City Council

FROM: Director of City Plans in Consultation with the General Manager of  
Engineering Services

SUBJECT: The Implications of Repealing the Highway Oriented Retail (HOR) Policies  
and Guidelines: Marine Drive Industrial Area

#### RECOMMENDATION

- A. THAT Council receive this report and refer it to a future meeting of Council to hear from the public; and

FURTHER THAT staff meet with residents, business and property owners in advance of the meeting with Council to answer questions regarding the options included in this report.

#### CONSIDERATION

- B. THAT the Highway Oriented Retail (HOR) Policies and Guidelines: Marine Drive Industrial Area that apply to large format retail uses along a portion of the Marine Drive frontage be repealed so that the area is retained for I-2 industrial uses and large format retail uses can no longer be considered in this area.

OR

- C. THAT the Highway Oriented Retail (HOR) Policies and Guidelines: Marine Drive Industrial Area be amended to limit the type of large format retail uses to those that are unsuitable in neighbourhood centres, by removing clothing and general merchandise type retail as possible retail uses, but continuing to allow retail uses such as furniture or carpet stores to be considered through a rezoning process.

OR

- D. THAT the Highway Oriented Retail (HOR) Policies and Guidelines: Marine Drive Industrial Area be retained so that rezoning applications for all large format retail uses, except food sales, can be considered in this area.

AND

If Council approves Consideration B, and wants staff to consider alternative uses in the Marine Drive area, then

- E. FUTHER THAT Council instruct staff to include a review of land uses in the Marine Drive area between Main and Yukon Streets as an option for consideration as future planning work within the context of area planning priorities.

OR

If Council approves either Consideration C or D, then

- F. FURTHER THAT the Highway Oriented Retail (HOR) Policies and Guidelines: Marine Drive Industrial Area be amended as set out in Appendix A to take into account proximity to the Canada Line station and to reinforce policies that protect the Ontario Street Bikeway, encourage sustainable features and heritage retention, and seek traffic mitigation.

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

The General Manager of Community Services RECOMMENDS approval of A and submits B through F for Council's CONSIDERATION.

#### **COUNCIL POLICY**

In November 1987, Council adopted the Policy on Large-Scale Retail Uses in Industrial Areas which limited the size of retail stores in industrial zones and allowed applications for larger stores to be considered through a rezoning process.

In March 1995, Council adopted:

- Industrial Lands Strategy to guide future decisions on the use of industrial land; and
- Industrial Lands Policies which call for retaining most of the City's existing industrial land for industry and city-serving uses to meet the needs of port and river related industry, as well as local businesses and residents. The Industrial Lands Policies also recommended that staff report on removing non-industrial conditional uses from industrial areas and investigate providing limited opportunities for large format use, including retail, along Grandview Highway and Marine Drive.

In June 1995, Council adopted CityPlan which provides for the development and reinforcing of neighbourhood centres, maintaining a diverse economy and jobs close to home, and reducing car use. CityPlan recommends that policies in the Industrial Lands Strategy be implemented in order to retain industrial land in the City.

In November 1996, Council approved the new I-2 District Schedule as an implementation measure for the Industrial Lands Strategy to better accommodate the needs of contemporary industry and ensure compatibility with adjoining residential areas.

In May 1997, Council adopted the Transportation Plan which calls for reducing car use and improving alternative modes of transportation including walking, biking and transit.

In July 1999, Council adopted the Highway Oriented Retail (HOR) Interim Rezoning Policies and Guidelines: Grandview/Boundary Industrial Area and the I-2/I-3 Educational, Institutional, Cultural and Recreational Uses Interim Rezoning Policies and Guidelines which were consolidated into the Grandview Boundary Industrial Area Plan and the Grandview Boundary Industrial Area Rezoning and Development Policies and Guidelines in July, 2002 and allow for large scale retail and limited non-industrial large format conditional uses along Grandview Highway.

In May 2001, Council adopted the Highway Oriented Retail (HOR) Rezoning Policies and Guidelines: Marine Drive Industrial Area, and the I-2 Conditional Institutional, Cultural and Recreational Uses Policies and Guidelines: Marine Drive Industrial Area. In July 2002, the HOR Rezoning Policies and Guidelines were amended to remove food retail (i.e. grocery store) as a possible use.

In January 2002, Council adopted the Victoria-Fraserview/Killarney and Sunset Community Visions which discourage the development of big box retail selling groceries, clothing and other daily needs where it can threaten the economic health of local shopping areas.

In March 2005, Council adopted the Community Climate Change Action Plan which establishes strategies and actions to reduce greenhouse gas emissions.

## **PURPOSE AND SUMMARY**

This report discusses the implications of repealing the "Highway Oriented Retail (HOR) Policies and Guidelines: Marine Drive Industrial Area" and presents options for Council's consideration. It responds to a request from Council (June 2005) following refusal of two rezoning applications for large format retail development in the Marine Drive industrial area (see Figure 1).

The Marine Drive industrial area is regulated by I-2 (Industrial) zoning that permits a range of industrial uses. I-2 also allows some non-industrial uses (retail, service, institutional, cultural and recreational) as conditional uses. Policies and guidelines also identify the area as a potential location for large format uses that would not be appropriate in the downtown or in neighbourhood shopping areas. The "Highway Oriented Retail (HOR) Policies and Guidelines: Marine Drive Industrial Area" apply to rezoning proposals for large format retail uses. The "I-2 Conditional Institutional, Cultural and Recreational Uses Policies and Guidelines: Marine Drive Industrial Area" apply to development applications for other large format uses such as

institutional (e.g. school, church) or cultural and recreational (e.g. fitness centre). This area of Marine Drive is considered suitable for these large format uses because it currently accommodates a range of non-industrial uses in addition to industrial uses. Although the term "HOR" has been applied to this area, the intent was to allow for a wider range of large format non-industrial uses that benefit from an arterial location and are not suitable in neighbourhood shopping areas. Therefore, a more appropriate term to describe the area is "large format area" (LFA).

A companion report "Non-Industrial Conditional Uses in the I-2 and M-2 Industrial Zones - Proposed Policy and Zoning By-law Amendments" recommends removing various non-industrial conditional uses (e.g. small scale uses such as barber shops, beauty salons, and liquor stores) that are deemed unsuitable in industrial areas but would fit into neighbourhood shopping areas. The report also recommends that large format uses (institutional, cultural and recreational uses) should be removed from the I-2 and M-2 District Schedules but considered through a rezoning process in two large format areas, along Grandview Highway and Marine Drive.

After reviewing the implications of retail use in the Marine Drive industrial area, staff present for Council's consideration the following options which range from removing all large format retail uses to removing clothing and general merchandise as retail uses to retaining all large format retail uses:

1. The first option (Consideration B) would repeal the "Highway Oriented Retail (HOR) Policies and Guidelines: Marine Drive Industrial Area". As a result,
  - no large format retail uses could locate in the area;
  - there would be limited opportunity for large format retail uses to locate in the city;
  - the Marine Drive industrial area would remain primarily for industrial uses under the existing I-2 zoning; and
  - the existing policies and guidelines for the I-2 zone's non-industrial conditional uses (i.e. institutional, cultural and recreational uses) would remain in place and these other large format non-industrial uses would continue to be considered in the area pending Council's decision on the recommendations in the companion report on Non-Industrial Conditional Uses.
  
2. The second option (Consideration C) would retain the "Highway Oriented Retail (HOR) Policies and Guidelines: Marine Drive Industrial Area" but amend the policies to remove clothing and general merchandise because they could have greater traffic impacts and might compete with stores in neighbourhood shopping areas. As a result,
  - large format retail uses, except food, clothing and general merchandise, could be considered in the area;
  - there would continue to be opportunities in the city for large format retail uses not suitable in neighbourhood shopping areas, such as large furniture and carpet stores;
  - the area would also remain available for industrial uses;
  - depending on Council's decisions on the recommendations in the companion report, other large format uses (institutional, cultural and recreational) could also be considered in the area through a rezoning process.

3. The third option (Consideration D) would retain the “Highway Oriented Retail (HOR) Policies and Guidelines: Marine Drive Industrial Area”. As a result,
  - any large format retail uses could be considered in the area, except for the sale of food (i.e. grocery store) which was previously eliminated from consideration in the Marine Drive area;
  - the area would also remain available for industrial uses;
  - depending on Council’s decisions on the recommendations in the companion report, other large format uses (institutional, cultural and recreational) could also be considered in the area through a rezoning process.

Whichever option Council chooses, the underlying I-2 Industrial zoning would continue to apply to the Marine Drive industrial area. If Council chooses to repeal the HOR policies and guidelines, Council may also want staff to review the future use of the Marine Drive industrial area; however, further work in this area should be considered in the context of other area planning work priorities. If Council chooses to amend or retain the HOR policies and guidelines, then additional amendments are proposed (see Appendix A) to better deal with heritage retention, sustainable design, bike route and traffic mitigation and to take into account the area’s proximity to the future Canada Line station at Cambie Street and Marine Drive.

Staff anticipate that the public will want to review this report and address comments to Council. Consequently, staff recommend that the report be received and referred to a future meeting for Council to hear from the public. In the meantime, staff will meet with residents, business and property owners and present the options covered in the report.

## BACKGROUND

### Land Use Pressures on Industrial Land

During the 1980’s and 1990’s there was increasing pressure to use industrial land for non-industrial uses, such as large format (big box) retail stores and institutional uses (e.g. churches). Most commercially-zoned sites were too small, so interest focussed on the larger industrial sites, particularly those on major roads. Due to concern about the loss of industrial lands to non-industrial uses, the City undertook studies and developed policies to address the potential impacts. One of the first policies was the Policy on Large-Scale Retail Uses in Industrial Areas (adopted in 1987) which required that proposals for retail uses in excess of 1 000 m<sup>2</sup> (10,700 sq. ft.) in industrial areas only be considered through a rezoning process.

In 1995, Council adopted the Industrial Lands Strategy and the Industrial Land Policies which seek to retain most of the City's existing industrial land base for a variety of industrial and city-serving activities. The Strategy and Policies recommended actions to:

- revise industrial zoning schedules to reflect the changing nature of industry and improve compatibility with nearby residential areas;
- review non-industrial conditional uses in industrial zones (the subject of an accompanying report); and
- provide limited locations for highway oriented retail uses by designating a portion of the Grandview Highway and Marine Drive frontages for these uses which otherwise are not appropriately located downtown or in neighbourhood shopping areas.

## Highway Oriented Retail on Marine Drive

The Industrial Lands Policies identified the Grandview Highway and Marine Drive industrial areas for large format uses because of the increasing retail-warehouse character of the areas. There were two objectives for considering HOR in these areas:

- to provide limited opportunity for HOR use; and
- to reduce the pressure on industrial land elsewhere in the city.

In 2000, staff began a study of the Marine Drive industrial area to explore the implications of considering large format uses and the appropriate boundary for these uses. The study included a public process with residents, property owners and businesses in the Marine Drive area. Their main concern about permitting large retail uses was increased traffic. In May 2001, Council adopted the HOR rezoning policies and guidelines for the area bounded by Yukon Street, Marine Drive, Main Street and 69<sup>th</sup> Avenue. (See Figure 1 below)



Figure 1: Marine Drive Existing Highway Oriented Retail (HOR) Area

The area was intended for uses which:

- serve a wide catchment area;
- require large sites by nature of the product/use (e.g. retail in which large display areas are needed for bulky items such as furniture or carpets);
- sell goods that are purchased infrequently (e.g. appliances);
- don't compete with local shopping opportunities; and
- were not appropriate in neighbourhood centres because of scale and traffic impacts.

The Highway Oriented Retail (HOR) Rezoning Policies and Guidelines: Marine Drive Industrial Area provides the opportunity for large format retail to be considered through a rezoning process. Specifically, the policies and guidelines:

- seek to achieve a high level of design quality in the developments and the public realm;
- require a traffic and parking analysis and appropriate mitigation measures; and

- seek environmental considerations, such as storm water management and energy conservation and efficiency.

The rezoning policies recognized the importance of neighbourhood shopping areas (NSAs) and specified that retail proposals should not undermine the role of NSAs by selling goods that would compete with their shops. Large format retail that included food and clothing sales was required to provide a retail impact study to demonstrate that NSAs would not be impacted. In 2002, following a retail impact study for a proposed development (Wal-Mart), Council supported staff's recommendation that food sales (i.e. grocery store) be eliminated from further consideration in the Marine Drive area to protect food retailing in neighbourhood shopping areas.

### Rezoning Applications

Since the HOR policies were approved in 2001, the City has received two rezoning applications in the Marine Drive HOR area. One included a proposal for a Wal-Mart, two other large format retail stores and two restaurants at 86/100 SE Marine Drive. The other application was a proposal for a Canadian Tire and Marks Work Wearhouse, other large format retail stores and restaurants at 26 SW Marine Drive. (See Appendix C - Figure 2)

Staff supported the two rezoning applications based on:

- retail impact studies which indicated the proposed developments would have minimal effect on neighbourhood shopping areas, except for Fraser Street where there would be a moderate impact, especially to the Fields store which has since closed;
- a mitigation package for the Fraser Street commercial area to off-set the potential impacts;
- traffic mitigation measures along Marine Drive;
- proposals which would be designed to LEED Gold standards; and
- retention of a heritage building with an associated large open space.

Council's decision to reject the applications was based on its concern that the proposals were contrary to various City policies and would:

- harm neighbourhood shopping areas and their evolution as neighbourhood centres;
- encourage car travel and increase traffic;
- increase greenhouse gas emissions; and
- impact the Ontario Street Bikeway and the Main Street Transit Showcase Project.

At the public hearing, speakers were opposed to:

- the overall scale of the proposals;
- the potential increase in the number of vehicle trips, including truck travel to the area which would worsen traffic and congestion along Marine Drive, Main Street, the Ontario Street bikeway and local streets;
- a rise in air pollution which could compromise the health of residents, notably children, and workers; and
- the potential impacts on local shopping areas.

Speakers at the public hearing who supported the proposals, focussed their comments on

- the sustainable design of the applications, including heritage retention of the Chrysler Building;

- the need for more affordable shopping alternatives and the opportunity for new jobs;
- the potential for the new developments to clean up the area; and
- the possible reduction in driving to other municipalities for some retail uses.

After refusing the two applications and concerned about the potential impacts of large format retail in the Marine Drive area, Council asked that staff report back on the implications of repealing the HOR policies and guidelines for the Marine Drive industrial area and that the report back occur at the same time as the staff report on “Non-Industrial Conditional Uses in Industrial Zones”. Council also resolved that it would not entertain rezoning applications for large format retail along Marine Drive pending the report back and that the future use of the area should include consultation with the adjacent neighbourhoods of Fraserview, Killarney and Sunset.

## DISCUSSION

### Implications of Repealing the HOR Policies and Guidelines

Staff considered the arguments for and against repealing HOR policies and guidelines along Marine Drive. The following sections identify the City policies and specific issues (transportation, environment, retail use, employment, and industrial land values) which could be considered in deciding on future land uses in the area.

#### (i) Land Use Policy

The City policies which support repealing HOR policies and guidelines focus on protecting neighbourhood shopping areas, reducing automobile traffic and improving air quality:

- *CityPlan* policy supports the development and reinforcement of neighbourhood centres where jobs, shops and services are close to where people live; and *CityPlan* puts transit, walking and biking as a priority to reduce traffic congestion and improve the environment.
- *Community Visions* for the Victoria-Fraserview/Killarney (VFK) and Sunset local areas support neighbourhood centres. The Visions also state that no big box retail should be located where it can harm local shopping areas; however, smaller big box stores are supported if they locate in the existing commercial areas. *Community Visions* also seek reduced traffic (i.e. such as taming traffic on Marine Drive), improved transit, biking and pedestrian routes, and better air quality.
- The *Transportation Plan* calls for less car use.
- The *Community Climate Change Action Plan* seeks to reduce greenhouse gas emissions.

The City policies which support retaining HOR policies and guidelines focus on protecting industrial land by identifying locations for large format uses:

- The principal objective of the *Industrial Lands Strategy* and *Industrial Lands Policies* is to preserve industrial land for industrial use. However, they also recognize the possible need for limited space for large format uses and identify the Marine Drive industrial area as a potential location due to the commercial orientation of the Marine Drive frontage.



Additional Comments/Considerations:

It is not unusual to find that various City policies may seem to conflict; however, typically, Council seeks a balance between the policies with measures that address or resolve some of the possible conflicts. The HOR policy was adopted as a means of supporting the retention of industrial land in the City while providing limited areas for large format uses.

**(ii) Transportation**

Transportation-related issues which support repealing HOR policies and guidelines include:

- Overall increases in the amount of automobile and truck traffic along Marine Drive.
- Traffic over-spill into adjacent residential areas.
- Traffic conflicts with bikes and pedestrians along bikeways and greenways.
- Traffic increase due to more frequent short trips to large format stores in the city.
- Traffic increase could compromise future transit improvements along Marine Drive and the “Main Street Transit Showcase”.
- Canada Line transit station at Cambie and Marine would support more transit-oriented, intensive land uses.

Transportation-related issues which support retaining HOR policies and guidelines include:

- Reduced travel distances for customers who currently shop at large format stores in other municipalities.
- Marine Drive is a major arterial which already carries many potential customers past the HOR area.
- Mitigation measures could be identified and would be paid for by the developer.
- On-site parking could be limited to help minimize traffic increases.
- Transportation Demand Management Plans would support travel alternatives to the private automobile.
- Canada Line transit station at Cambie and Marine and other transit improvements along Marine Drive will improve travel alternatives to this area.

Additional Comments/Considerations:

*Traffic Impacts*

Traffic and parking impacts can vary greatly depending on the type of retail store. Customers of stores that sell large, bulky items would be the most car-dependent while customers of stores selling smaller items could also rely on transit and other means of transportation. Furthermore, the number of customers and turn-over, influences traffic impacts. For example, stores selling goods that are purchased on an infrequent basis (such as appliances, furniture or flooring) may have a few customers who shop for an extended period of time, while stores selling goods that are purchased on a daily or weekly basis may have many customers who make quick purchases.

### *Repatriated Trips*

Currently there are city residents who travel to nearby municipalities to meet their shopping needs. The traffic studies for the two HOR rezoning applications assumed that by locating large format retail within the city some of these residents will no longer travel elsewhere to shop and that these “repatriated trips” would redistribute some existing traffic rather than generating more new traffic.

### *Rapid Transit*

The Main Street Transit Showcase project was not anticipated and the Canada Line station at Cambie Street and Marine Drive and the associated transit improvements along Marine Drive were not confirmed when the HOR policies and guidelines were approved. These projects will enhance transit use and access to businesses along Marine Drive.

### **(iii) Environment**

The environment-related issue which supports repealing HOR policies and guidelines is:

- There could be a decrease in air quality attributed to increased traffic.

The environment-related issue which supports retaining HOR policies and guidelines is:

- Rezoning proposals must take into account various environmental considerations (vegetation, water quality, soil retention, air quality, energy conservation and solid waste management) to respond to the HOR policies and guidelines.

Additional Comments/Considerations:

### *Greenhouse Gas Emissions*

The Manager of the Sustainability Group assessed the greenhouse gas and other air emissions that could be attributed to increased traffic from the two HOR rezoning applications and concluded that on a city-wide basis the magnitude of the increase would be small relative to the total emissions in the city and the added emissions would increase the City’s reduction goal (450,000 tons per year) by about one percent.

### **(iv) Retail Use**

Retail use issues which support repealing HOR policies and guidelines include:

- Some types of large format retail (those selling similar goods, such as general merchandise) could compete with shops in NSAs.
- Some types of large format retail (smaller sized big box) should be locating in NSAs where they can attract customers which in turn could frequent other local businesses.
- Some types of retail (e.g. clothing) would be desired additions in neighbourhood shopping areas to increase the range of local-serving shops.

Retail use issues which support retaining HOR policies and guidelines include:

- Competition from retailers along Marine Drive might encourage businesses in NSAs to improve their shops and surroundings.
- South Vancouver is deficient in some types of retail space (e.g. general merchandise) and could benefit from more retail space and greater retail choice.
- Some types of large format retail (those selling large bulky products, such as furniture or carpeting) require large sites and would not compete with NSAs.
- NSAs want “pedestrian-friendly” retail uses rather than auto-oriented retail uses which might be better suited along Marine Drive.

Additional Comments/Considerations:

#### *Fraser Street Shopping Area*

The two HOR rezoning applications both included stores that would be selling some goods that could also be purchased in NSAs; however, the retail impact studies indicated that the effects would be minimal except for the Fraser Street shopping area. Mitigation measures (such as marketing strategies and street beautification) were identified to off-set the impacts on Fraser Street and the Wal-mart developer offered to pay for the mitigation package because that development was expected to have the greatest impacts.

#### *New Stores in NSAs*

Although communities may want to encourage new types of stores to locate in local shopping areas, including clothing stores for example, the retail impact studies noted that the NSAs generally provide a convenience and service function. About 65% of the businesses are food retail (e.g. groceries), food service (e.g. restaurant) and other services (banks, hair salon, etc.). The exceptions are NSAs that have established a unique or complementary shopping experience, for example antiques, ethnic products, etc.

#### *General Merchandise*

The retail studies also found that with the closure of Zellers at Champlain Mall (and more recently the Fields on Fraser Street), there are very few retailers in South Vancouver that sell general merchandise type goods, other than in Oakridge Mall or at dollar stores.

### **(v) Employment**

The employment-related issue which supports repealing HOR policies and guidelines is:

- Replacing industrial uses with retail uses could limit the opportunity for industrial type employment.

The employment-related issue which supports retaining HOR policies and guidelines is:

- Large format retail developments would create retail sector jobs, especially for residents seeking part-time work (i.e. students).

(vi) **Industrial Land Values**

Issues related to industrial land values which support repealing HOR policies and guidelines include:

- Industrial uses may not be able to compete with retail uses due to increased land value.
- Non-industrial conditional uses (see companion report) also may not be able to compete with retail uses for sites, as institutional, cultural and recreational uses may be less able to pay higher land costs.

An issue related to industrial land values which supports retaining HOR policies and guidelines is:

- Providing opportunities for large format retail development in two small industrial areas minimizes pressure on other industrial areas as locations for retail use.

Additional Comments/Considerations:

*Existing Land Use*

Many of the sites in the HOR area are not functioning as purely industrial land uses and have not done so for some time. Some sites are vacant and others are used for selling automobiles, antique furniture, children's wear, furnishings and paint. Land values already tend to reflect the existing uses and the potential for large format retail use in the Marine Drive area.

*Non-Industrial Use*

A companion report recommends removing various non-industrial conditional uses from the I-2 zoning schedule and considering large format non-industrial uses (institutional, cultural and recreational uses) in the HOR designated areas through a rezoning process. Generally, these uses cannot pay the same land values as large format retail uses.

**Options for Council's Consideration**

The arguments above do not offer a single conclusion because of the different impacts that can be associated with each individual proposal for large format retail use; therefore, the following range of options are put forward for Council's consideration:

- **Option 1:** Repeal the HOR policies and guidelines for the Marine Drive Industrial area. (Consideration B)
- **Option 2:** Amend the HOR policies and guidelines for the Marine Drive Industrial area to remove clothing and general merchandise as possible retail uses. (Consideration C)
- **Option 3:** Retain the HOR policies and guidelines for the Marine Drive Industrial area. (Consideration D)

Each option is summarized to indicate how it would respond to the various arguments and its consequences.

**Option 1: Repeal the HOR policies and guidelines for the Marine Drive industrial area.**

This option meets policies in CityPlan, Community Visions, the Transportation Plan and the Community Climate Change Action Plan. Neighbourhood shopping areas (NSAs) would not be impacted because there would be no competition from new retail along Marine Drive and there would not be any traffic increases or air quality effects due to large format retail development.

With Option 1, opportunities for large format retail uses would be limited to a few sites in the Grandview Boundary industrial area and to the few large sites that exist in commercial areas. Community Visions support smaller big box in some NSAs. However, neighbours were not supportive of large format retail development, as demonstrated through discussions at Broadway and Arbutus, because of concerns about the potential impacts on smaller retail businesses and area traffic. It is possible, that similar opposition could occur for future proposals for large format retail uses in other NSAs.

In summary, with this option, the Marine Drive area would remain primarily for industrial uses and, depending on Council's decision on non-industrial conditional uses, may or may not be considered as suitable for other large format uses. Council could not consider rezoning applications for any large format retail uses along Marine Drive, including retail uses not suitable in neighbourhood shopping areas and downtown.

**Option 2: Amend the HOR policies and guidelines for the Marine Drive industrial area.**

The existing HOR policies and guidelines could be amended to exclude retail uses that are anticipated to have greater traffic impacts or to compete with stores in NSAs.

Council could permit a limited range of retail choices by considering all large format retail uses, except food, clothing and general merchandise. This approach would balance objectives to accommodate some limited large format retail opportunities in the city while also supporting neighbourhood shopping areas, restricting auto-oriented retail, and reducing competition for industrial land. This approach would also be consistent with the original expectation that the area would provide a location for large, 'infrequent purchase' destination-type retail (e.g. appliances, furniture, carpet sales [see Appendix E]) which is not suitable to neighbourhood centres or the downtown, does not compete with stores in neighbourhood shopping areas, does not generate high traffic volumes and does not pay high prices or rent for industrial land.

In summary, with this option, the area would remain available for industrial uses and Council could consider rezoning applications for a more narrow range of large format retail along Marine Drive. Option 2 would not support applications similar to the previous two rezoning applications (for a Wal-Mart and a Canadian Tire store) which included clothing and general merchandise type stores. Other large format uses (institutional, cultural and recreational) may be considered, depending on Council's decision on the recommendations in the companion report on non-industrial conditional uses.

### **Option 3: Retain the HOR policies and guidelines for the Marine Drive industrial area.**

This option continues to provide opportunities for all types of large format retail uses, except the sale of food (i.e. grocery store). Clothing and general merchandise sales would also continue to be considered through a rezoning process. Traffic impacts and potential impacts on NSAs could be addressed by appropriate mitigation measures.

Maintaining the wide range of permitted retail uses that currently can be considered would allow for the greatest variety and largest amount of choice for consumers. However, it could also allow retail uses which are more likely to generate impacts related to traffic and car use, the Ontario Street Bikeway, air quality, and neighbourhood shopping areas.

Retaining the Marine Drive HOR policies and guidelines also ensures a rezoning process for large format retail that considers building design, includes public involvement and allows the City to negotiate public benefits such as heritage (e.g. Chrysler Building) and green space retention, traffic mitigation measures, public realm improvements, and on site improvements such as sustainable design, energy conservation and solid waste reduction which support the City's environmental policies.

In summary, with this option, the area would remain available for industrial uses and Council could consider rezoning applications for any type of large format retail along Marine Drive, except food sales. Other large format uses (institutional, cultural and recreational) may also be considered, depending on Council's decision on the recommendations in the companion report.

### **Next Steps**

Depending on the option Council chooses, there are additional items for consideration.

As noted previously, if Council chooses **Option 1** (repeal HOR), then the Marine Drive area would continue as an industrial area under the I-2 zoning. However, staff and Council have heard suggestions from the public that the area should be considered for uses other than large format retail or industry. It may also be appropriate for the area to accommodate land uses that are more in line with the improvements proposed to the area's transit system. Staff will be reporting on a process for station area planning for the Cambie and Marine station area. This planning may also take into account future land uses for the west portion of the Marine Drive industrial area which abuts the station area. Any further planning of the area east of Marine and Cambie should be considered within the context of other area planning work priorities.

If Council chooses either **Option 2** (amend HOR) or **Option 3** (retain HOR), staff put forward for Council's consideration additional amendments to strengthen the policies and guidelines regarding heritage retention, traffic mitigation, protection of the Ontario Street bikeway and sustainable design. The proposed amendments are noted in the revised policies and guidelines in Appendix A. The revisions would ensure higher quality and more environmentally friendly developments in the area through amendments which seek to:

- preserve heritage buildings and landscapes;
- require adequate bicycle parking;

- reduce the amount of parking, and encourage designated parking for alternate fuel vehicles;
- reduce run-off from parking lots through careful design and minimizing hard surfacing;
- encourage the building of green roofs and use of recycled building materials;
- minimize traffic impacts on local and arterial streets;
- connect public space with Greenways and other public routes;
- minimize impacts on bike routes and include mitigation measures if necessary; and
- recognize the proximity of the area's westerly sites to the Canada Line station at Cambie and Marine Drive by encouraging more transit-oriented uses on these sites.

With regard to the last point, the existing policies and guidelines were adopted prior to the approval of the transit line and did not take into consideration the route and future station which includes an integrated bus loop and provides access to several major bus routes in the city. Therefore, the amendments proposed above would take into account proximity to the transit station, particularly for the westerly sites which would be within a five minute walk from the transit station.

## **PUBLIC PROCESS**

The many comments made by the public, during the processing of the two HOR rezoning applications along Marine Drive, have helped to inform the discussion and options presented in this report. Staff anticipate that the public will want to review this report and present their comments to Council. Therefore, staff are recommending that the report be received and referred to a future meeting for Council to hear from the public. During the intervening period, staff will meet with residents, business and property owners to provide them with a clear understanding of the options covered in the report which will help them prepare their comments to Council. Staff will also be available to respond to questions from members of the public about the companion report "Non-Industrial Conditional Uses in the I-2 and M-2 Industrial Zones" prior to Council's consideration of its recommendations at Public Hearing. Both reports will be available on the City's web site or will be provided, on request, as printed copies.

## **FINANCIAL IMPLICATIONS**

There are no financial implications.

## CONCLUSION

Council asked staff to report back on the implications of repealing the HOR Policies and Guidelines for Marine Drive. This report responds to that request. After reviewing the arguments for and against, staff puts forward for Council's consideration three options.

If Council chooses Option 1 (repeal), then the area remains industrial. Any additional work, such as reviewing the future use of the area, should be considered in the context of other area planning work priorities (Consideration E).

If Council chooses Option 2 or 3 (amend or retain), then staff puts forward amendments to strengthen the policies and guidelines for heritage retention, sustainable design, and bike route and traffic mitigation, and to reflect the area's proximity to the future Canada Line station at Cambie Street and SW Marine Drive (Consideration F).

\* \* \* \* \*



## APPENDIX A

NOTE: If Council supports Consideration F, then the Highway Oriented Retail (HOR) Rezoning Policies and Guidelines: Marine Drive Industrial Area should be amended as attached.

~~Strike-outs~~ indicate deletions

*Italics* indicate additions



# City of Vancouver *Land Use and Development Policies and Guidelines*

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## **HIGHWAY ORIENTED RETAIL (HOR) REZONING POLICIES AND GUIDELINES: MARINE DRIVE INDUSTRIAL AREA**

*Adopted by City Council May 10, 2001*



*Amended July 30, 2002, \_\_\_ 2006*

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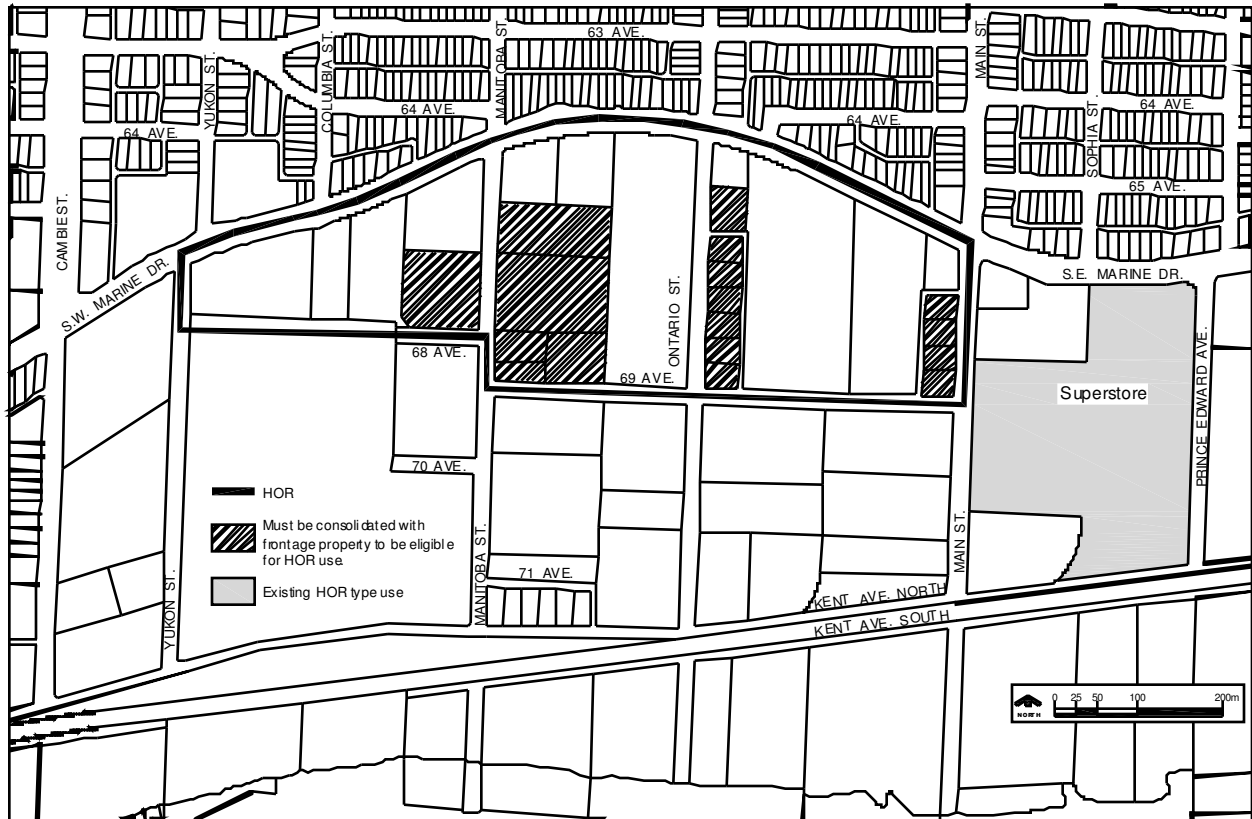
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<i>Note:</i>	<i>The guidelines in this report are organized under standardized headings. As a consequence, there are gaps in the numbering sequence where no guidelines apply. These policies and guidelines should be used by applicants</i>	

in order to prepare their applications, and will be used by the City of Vancouver staff in evaluating CD-1 rezoning applications for highway oriented retail in the subject area.

## 1.0 Application and Intent

The following rezoning policies and guidelines apply to a portion of the Marine Drive Industrial Area, between Yukon Street and Main Street, as shown in the map below. The hatched areas on the map west

**Figure 1. Marine Drive HOR Area**



of Main Street may be developed for HOR if they are consolidated with frontage properties. The shaded areas east of Main Street are already developed as HOR type retail.

The policies and guidelines are to assist applicants in preparing, and staff and Council in assessing site specific rezoning applications for highway oriented retail use. The guidelines reflect City Council's desire to establish a high level of design quality in both the public realm and architectural design of developments in this visible location. Particular emphasis is to be placed on the amenity of publicly accessible open space and the quality of landscape and building materials and detailing to meet this objective, noting that the form of development must receive Council approval.

~~Council will consider applications for site specific rezoning to CD-1 (Comprehensive Development District), for the purpose of large scale retail uses. HOR will be a permitted use in addition to those currently allowed in the I-2 district schedule. The minimum size of retail store will be 929 m<sup>2</sup> (10,000 sq.ft.).~~

~~It is anticipated that some development applications will include the conversion of existing buildings to retail or mixed HOR/I-2 use. Since existing buildings may not be located at the landscaped setback/build to line, or may exceed the desired maximum building width or depth, there may be a need to retain a flexible approach to the application of relevant guidelines.~~

## ~~1~~ **Rezoning Criteria**

~~The following criteria will be applied in assessing rezoning applications to rezone sites to CD-1 (Comprehensive Development) for highway-oriented retail uses.~~

## **2.0 General Design Considerations**

### **2.1. Area Character**

*The area has a traditional industrial character with few visual or pedestrian amenities and lacks a coherent identity or image. Warehouse buildings surrounded by parking dominate the landscape and green space is generally lacking. New developments should improve and enhance the quality of the public realm and help create a distinct and coherent area image through careful site planning, high-quality architectural building expression, public and private landscaping, and appropriate vehicular and pedestrian circulation, as set out in this document. The policies and guidelines also seek to foster sustainable contemporary architecture, including green roofs and passive systems, and visual interest while properly managing building scale.*

### **2.2 Street Character**

*Creating a more attractive and interesting pedestrian-oriented street character and enhanced public realm are a priority. All HOR sites must have frontage onto Marine Drive. New buildings should locate close to the street rather than setback behind surface parking, in order to create a more urban feeling. Windows at grade are essential to enhance the pedestrian experience and provide transparency for casual surveillance. Small public open spaces linked to Greenways and bikeways should be created at strategic points on large development sites to allow meeting and resting places for employees and pedestrians. Street trees should be planted extensively throughout the area in keeping with Section 8. Trees serve to create a more pleasant pedestrian environment, but also introduce a unifying theme through coordination of tree species, placement and other landscape features.*

### **2.3 Character of Sites Near Station Area**

*The westernmost sites in the HOR area will be within a five minute walk of the Canada Line Station at Cambie Street and S.W. Marine Drive. Development on these sites should include obvious, safe, convenient and pleasant pedestrian spaces and routes to the station. These sites may be more intensively used than other sites in the area.*

### **2.4 Character of Development Near 69<sup>th</sup> Avenue**

HOR area activities and uses extending to 69<sup>th</sup> Avenue should compliment the adjacent industrial uses (e.g., loading, storage, warehousing).

### **2.7 Weather Protection**

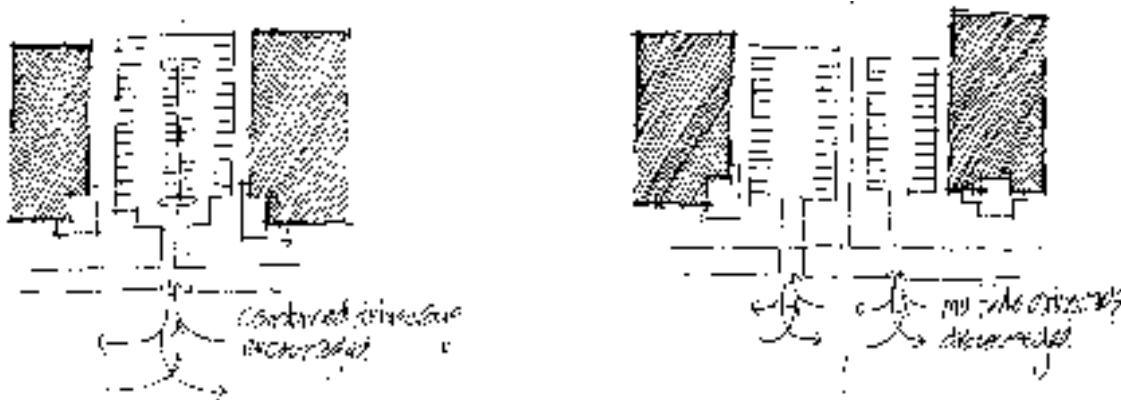
- (a) Main building entries should provide generous weather protection that is designed to be an integral feature of the building's architectural character.
- (b) All commercial frontages along Marine Drive should provide full weather protection.
- (c) Canopy and/or awning systems detailing should consider integrated signage, lighting and display systems.
- (d) Canopy and awning systems depth should be maximized to provide greater weather protection, as well as reduce the scale impact of larger buildings.
- (e) Weather protection elements on overhangs may be considered in required yards and landscaped setbacks.
- (f) *Larger sites that are developed with more than one building should provide a weather protected walkway system to connect building entries within the site, and coordinated with pedestrian systems on adjacent sites where possible.*
- (g) *Bridge/walkway systems with weather protection are encouraged for upper-floor connections between buildings on the same parcel.*

### **2.11 Vehicular Access**

Traffic resulting from new developments should not adversely impact nearby industrial operations, residential areas, pedestrian/bicycle networks or Marine Drive which is an important corridor for transportation, goods movement and other traffic.

- (a) A traffic and parking analysis will be required (paid for by the applicant) for rezonings to forecast traffic impacts and identify mitigation strategies. The study should examine the potential impacts on the adjacent street system, including local streets. The City may require safety improvements for vehicular traffic (e.g. left turn bays or traffic signals) as well as enhanced vehicle, pedestrian, and bicycle facilities and the creation of safe links between residential areas to the north and recreational paths along the water. Traffic mitigation strategies may require the development and implementation of a Transportation Demand Management Plan to promote walking, cycling and transit.
- (b) Direct access onto Marine Drive should be minimized through the use of shared accesses, enhanced internal circulation, and access from side streets.
- (c) Shared driveways to abutting properties should be provided where possible as illustrated below to reduce crossings, maximize safety, minimize impervious surfaces, and increase the landscaped buffer bordering the properties. The city standard crossing width should not be increased.

**Figure 2. Vehicular Access and Parking**



### **3.0 Uses**

#### **3.1 Rezoning Policies**

##### **3.1.1 Highway Oriented Retail Rezoning**

Council will consider applications for site specific rezoning to CD-1 (Comprehensive Development District), for the purpose of large scale retail uses. These uses will be a permitted use in addition to those currently allowed in the I-2 district schedule. The minimum size of retail store will be 929 m<sup>2</sup> (10,000 sq. ft.).

Where possible, applications should involve the reuse of existing buildings and the preservation of character defining features and landscapes. Since existing buildings may not be located at the landscaped setback/build to line, or may exceed the desired maximum building width or depth, there may be a need to retain a flexible approach to the application of relevant guidelines.

Panhandle sites are generally not supported for rezoning.

##### **3.1.2 Highway Oriented Retail Uses and Impact on Neighbourhood Centres**

The type of uses suited to the HOR area are those not normally found or appropriate in a neighbourhood centre. Neighbourhood centres, usually developed from existing shopping areas, are the “heart” of a neighbourhood. It is here that people find shops, jobs, neighbourhood-based services, public places that are safe and inviting, and a place to meet neighbours and join in

community life. Examples of types of retail that would be better accommodated in the HOR area include:

- retail which requires large sites by nature of the product (e.g., large display areas needed, bulky items such as furniture retail, home improvement stores);
- retail that generally requires the use of a car;
- retail that serves a wide catchment area; and
- retail that does not sell goods that are or can be conveniently available in neighbourhood centres or other commercial areas.

The proposed use should not undermine the role of nearby neighbourhood centres by drawing customers away from local stores. Food and clothing, retail often form the basis of local shopping areas and it is probable that large scale retailers selling these products will find themselves at odds with City policy. Therefore food retail is no longer considered as a potential use and clothing retail may not be successful.

All types of retail use, except the sale of food (i.e. grocery store), will be considered. However, retail uses including ~~food and~~ clothing will require a retail impact analysis to be paid for by the applicant. Staff will set the terms of reference and hire an independent consultant. The extent of the trade area to be examined will depend on the proposed use. The study should demonstrate how the proposed development will affect retail competition in the determined trade area. Projects are preferred which are likely to permanently increase the number and variety of competing retail businesses in the area. Applications which reduce competition or which could lead to store closures in the trade area are discouraged.

#### **4.0 Guidelines Pertaining to the Regulations of the Zoning and Development By-Law (and Parking By-Law)**

##### **4.1 Topography: Adjustments to Grade**

- 4.1.1 Any significant alterations of existing grade should support convenient pedestrian access to property, reflect the natural slope of the land and help visually integrate building massing into the landscape.

##### **4.3 Height**

- (a) For highway oriented retail stand-alone developments, a height of 12.2 m (40 ft.) is recommended.
- (b) For mixed use projects height of up to 18.3 m (60 ft.) may be considered where view impact studies demonstrate reduced impact to nearby residential properties and where increased height also assists in providing usable open space at grade.
- (c) Notwithstanding section 5.1(a), a building's height should not exceed 9.2 m (30 ft.) to a depth of 9.2 m (30 ft.) from the required landscaped setback for sites bordering Marine Drive.

##### **4.4 Setbacks and Side Yards**

- (a) A 12.1 m (40 ft.) landscape setback currently exists for I-2 zoned properties fronting on Marine Drive between Cambie and Crompton Streets. The same setback requirement should be maintained for the HOR area, net of any property requirements for road improvements.
- (b) The setback should be free of parking and manoeuvring areas, signs and product display. Vehicular and pedestrian access will be permitted on the setback.
- (c) In order to ensure pedestrian interest and orientation to Marine Drive, buildings should be located at the landscaped setback line for a minimum of 50 percent of the Marine Drive dimension of the lot.
- (d) An exterior side yard setback of 1.0 m (3 ft.) should be observed for all sites adjacent to a street.

##### **4.7 Floor Space Ratio**

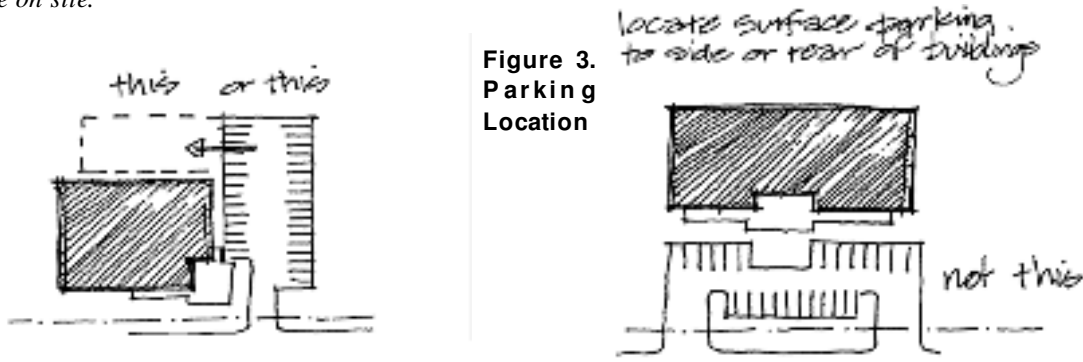
- (a) The FSR for retail uses should not exceed 0.6. The minimum retail floor area ~~of~~ is 929 m<sup>2</sup> (10,000 sq. ft.) for a single-tenant store.

- (b) When incorporated in a mixed use building (i.e., retail space up to 0.6 FSR and additional uses permitted in the I-2 district schedule up to 2.4 FSR), a total FSR of 3.0 is allowable subject to:
  - (i) *Site size and configuration, achieving landscape and open space guidelines, and overall quality of site and architectural development.*
  - (ii) *Contributions to maximizing on-site stormwater retention.*
  - (iii) *Adequate internal vehicular circulation and underground parking.*
  - (iv) *Achieving a sensitive relationship to nearby residential areas.*
  - (v) *Contribution to pedestrian and/or cycling amenities and systems.*

#### 4.9 Off-Street Parking and Loading

##### 4.9.1 Off-Street Parking Requirements

- (a) *Excessive parking is discouraged and parking standards provided should recognize and encourage transit use.*
- (b) *Where the retail use is for furniture, or similar types of retail, the parking standard for office and retail uses may apply. Applicants are encouraged to include suitable means for securing bicycles and to provide designated parking for car pools, van pools, car co-ops and high efficiency hybrid or alternate fuel vehicles.*
- (c) *No parking or manoeuvring will be permitted in the landscaped setback.*
- (d) *Surface parking facilities should be located to the rear or beside buildings as shown in Figure x.*
- (e) *Parking lots are a major source of run-off. Careful design of parking, loading and drive aisles should occur to strictly minimize hard surfacing on the site while managing storm water discharge on site.*



##### 4.9.2 Landscaping and Screening of Parking and Loading Facilities

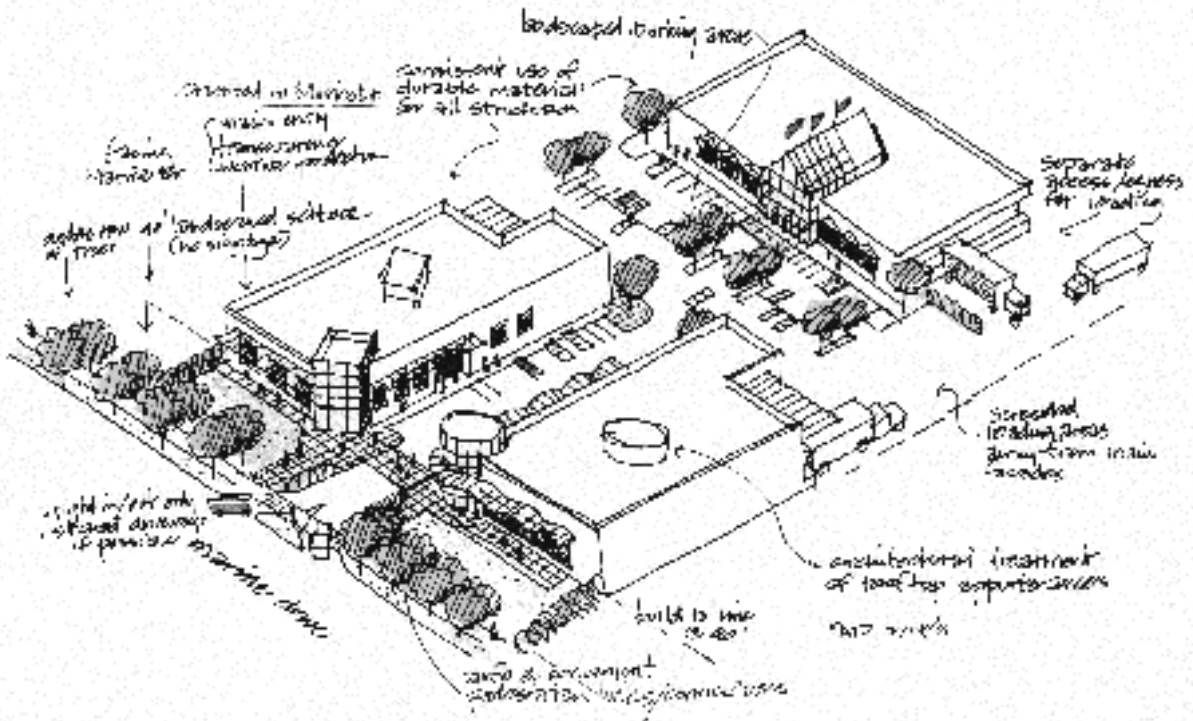
- (a) *A layered landscape treatment should be provided to screen parking and loading areas while providing strategic visual access to signs, entries and access areas.*
- (b) *Safety and security are important factors in the layout, size and characteristics of plant material and earth-berming that affect visual access throughout the site.*
- (c) *Security fences should be ~~limited to green covered chain link fence~~ that is well designed and accompanied by appropriate hedging or other plant material that minimizes its visual impact and takes into account Crime Prevention Through Environmental Design (CPTED) principles.*



#### 4.9.3 Loading and Outdoor Storage Areas

- (a) Loading areas should be located to the rear of the property away from pedestrian/cycling systems and/or corridors and not be visible from Marine Drive.
- (b) Loading area access should be from side streets, streets abutting the south end of deeper properties, or lanes wherever possible.
- (c) Outdoor storage areas should be limited to the rear yard areas, screened from streets and main entrances.
- (d) Screening should include fencing, plantings and earth berms that filter undesirable views.

Figure 4. Landscaping and Screening



#### 4.16 Building Massing

- (a) Neither the width nor depth of an individual building should exceed 61.0 m (200 ft.).
- (b) Additional width or depth may be considered where the proposal demonstrates visual interest.
- (c) Where the need for longer, wider buildings can be demonstrated, consideration should be given to facade articulations, and connections by transparent bridges and walkways on the upper floors.
- (d) Larger sites and larger buildings can accommodate a variety of building forms and massing options.

#### 4.17 External Design

- (a) Generic “big box” building designs that exhibit little facade interest and transparency to the street should be avoided.

### 5 Architectural Components

#### 5.2 Windows

Views into building activities should be provided, especially at grade levels; accordingly, use of non-transparent, mirrored or highly reflective glass is discouraged.



Figure 5. Transparency and Fenestration:

High clearance warehouse-type spaces should have windows at the upper storey of the facade.

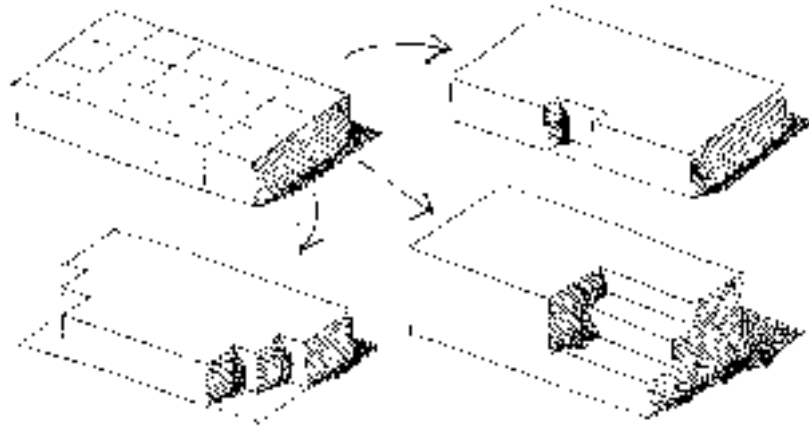
**Figure 6. Comfort and Interest at Grade Level**

**5.3 Main Entries to Street**

- (a) Multiple building entries are encouraged, in order to provide convenient access from Marine Drive, flanking streets and parking facilities. At least one main building entry is required to be oriented to and directly accessible from Marine Drive.
- (b) *Main building entries should be clearly identifiable, visible, transparent and accessible from the street.*
- (c) Pedestrian interest and comfort at entries should be provided through specifically designed seating, signage, lighting and features that signal the building's use.
- (d) Non-retail uses should have separate *and distinct* entries.

**5.4 Building Articulation**

- (a) Building articulation can be achieved utilizing glazing, canopy and shading systems, as well as



exposed structural components.

- (b) *Feature banding or other articulation strategies are required to break up perceived wall height and assist in achieving horizontal proportioning of building form.*
- (c) Highly visible circulation and building systems are encouraged.
- (d) Vertical service elements, such as stair and elevator shafts, that are located to the perimeter of the building, may be used to assist in articulation, as well as express their function.
- (e) Rooftop mechanical systems, elevator penthouses and other appurtenances should be integrated into the form of the building and screened from view.

**Figure 7. Building Articulation**





*Architectural Characteristics*

## 5.5 Exterior Walls and Finishing

- (a) Exterior building design should reflect the industrial character of the precinct by utilizing appropriate, durable materials.
- (b) Exterior materials that are encouraged include:
  - contemporary metal cladding systems;
  - heavy timber structural elements;
  - glass and steel;
  - architectural concrete or brick.
- (c) *The use of building materials made of recycled materials and produced locally is encouraged.*
- (d) Roofs visible from residences on the north side of Marine Drive and adjacent areas should be architecturally treated and/or landscaped as “green roofs”.
- (e) *Exterior colours should enhance the building form and corporate colours/branding should be clearly subordinate, generally deferring to the industrial precinct character.*

## 5.7 Lighting

- (a) Street, building, entry path and *parking area* lighting should be integrated into site design.
- (b) *For exterior lighting, incandescent and other white light sources are encouraged, while sodium vapour light sources are discouraged.*
- (c) Exterior lights should be oriented away from nearby residential properties, with cut-off shields to minimize light.

## 5.8 Signs

Signage size, placement and character should take into consideration both the overlook potential from residential areas north of Marine Drive as well as the intended parkway character of Marine Drive itself. Marine Drive HOR CD-1s will be assigned the C-1 district sign provisions. In addition:

- (a) No signs will be permitted in the Marine Drive landscaped setback area.
- (b) Billboard signs and mobile signs should not be located on the site.
- (c) Internally, illuminated backlit sign boxes are discouraged.
- (d) Corporate signage should be subordinate *to the design of the building* and architecturally integrated with the development.



*Signage*

## 7 Open Space and Greenways

### 7.1 Public Open Space

- (a) *Given the large amount of hard surfacing in the area, new public space should minimize further hard surfacing and maximize “soft” and green landscaping.*
- (b) *Landscaping elements and public art which reflect the industrial history of the site or area are encouraged.*
- (c) *Direct public connections through sites should be provided where appropriate taking into account CPTED.*
- (d) *Public space should connect to future Greenways and other public routes to create a network of linked spaces.*
- (e) *The Ontario Street bike route designation should be reflected in the streetscape design, where applicable. New developments should minimize impacts on the bike route and applications should include mitigation measures to address any potential impacts on the bikeway.*

### 7.2 Semi-Private Open Space

*Social semi-private open space is desirable for employees and should be provided wherever possible. It could be located at grade or on the rooftop as part of a landscaped rooftop garden and should maximize sun exposure.*



**Public Art in Open Space**



**Public Art reflecting Industrial History**



**Semi-private Open Space**



**Public Open Spaces connected by Greenways**

## 8 Public Realm Landscaping and Streetscape

### 8.1 General Provisions

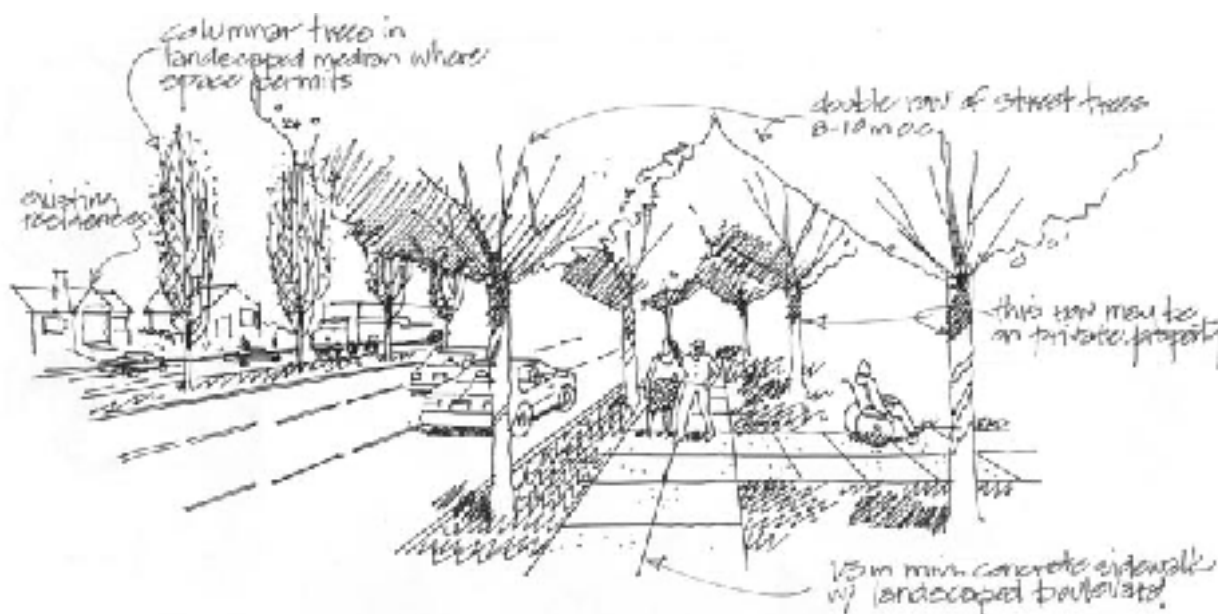
- (a) Continuous sidewalks should be provided for the site's full street frontages to encourage pedestrian use.
- (b) The treatment of the required landscape setback should form part of the landscape plan accompanying the rezoning application. The landscape setback provides a good opportunity for public art and historical references.
- (c) Crime Prevention Through Environmental Design (CPTED) principles should be followed.
  - (i) Maximize opportunities for natural surveillance;
  - (ii) Provide unobstructed and transparent sightlines to exits and destinations;
  - (iii) Foster territoriality and a sense of ownership;
  - (iv) No hiding places; and
  - (v) Lighting of public places.
- (d) Landscape design should provide for views into buildings, as well as special features such as opportunities to sit, view or take part in walking or active recreation, particularly along the site's frontage.
- (e) Appropriate secondary direct and indirect landscape lighting and building lighting should be provided and not spill over onto adjacent sites or generate glare.

### 8.2 Public Realm Landscaping and Street Trees

#### 8.2.1 Public Realm and Streetscape on Marine Drive

- (a) A landscaped boulevard and sidewalk with a double row of street trees is considered suitable for this major thoroughfare.
- (b) One row of street trees should be located in the boulevard, and the second row located behind the sidewalk.
- (c) Preferred spacing of trees is 8 to 10 m (26 to 33 ft.), taking into consideration building entries and driveways.
- (d) Space limitations may result in the second row of trees to be located within the landscaped setback.
- (e) Landscape treatment of corner sites should contribute to the pedestrian amenity of these intersections by providing feature landscaping, seating areas and, where possible, public art.

Figure 8. Public Realm on Marine Drive



### 8.2.2 Public Realm and Streetscape on North-South Streets

A variety of conditions exist on the north-south streets in the HOR area (Yukon, Manitoba, Ontario, Main and Prince Edward). Some have sidewalks, others do not. While some properties have existing street trees, they are not necessarily located the same distance from the curb. Accordingly, the guidelines should be applied in a fashion that encourages both continuity of treatment and retention of existing street trees. The introduction of a continuous sidewalk should also accommodate existing street tree locations, with adequate pervious surface area at the base of trees.

- (a) A minimum 1.0 m (3 ft.) landscaped boulevard is encouraged, with spacing of street trees from 8 to 10 m (26 to 33 ft.) apart.
- (b) A standard 1.5 m (5 ft.) concrete sidewalk is required.
- (c) A second row of street trees is encouraged, in a staggered pattern with the boulevard trees, and with similar spacing.
- (d) Low feature plant material should be located in the required landscape setback.
- (e) Surface parking lots should be set back a minimum of 1.2 m (4 ft.) from the property line and screened with either a hedge or low wall at a minimum height of 1.0 m (3 ft.).

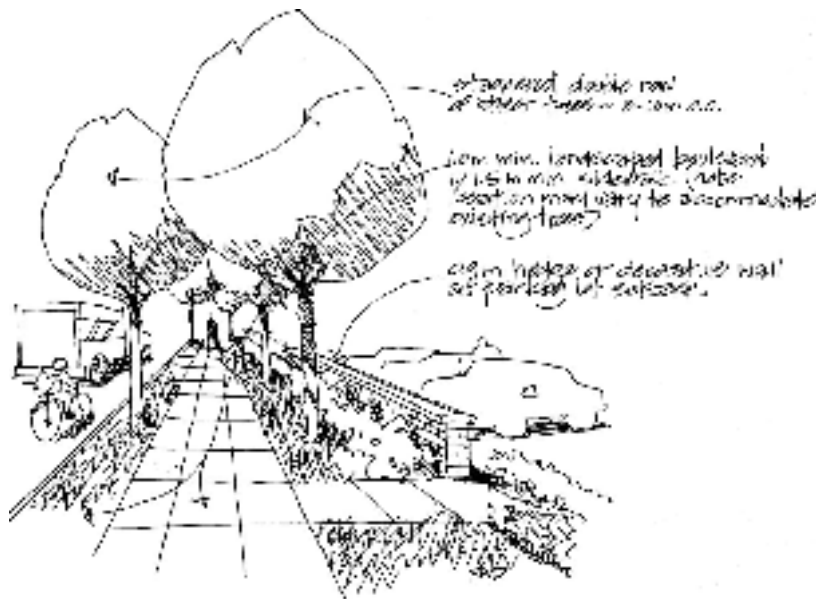
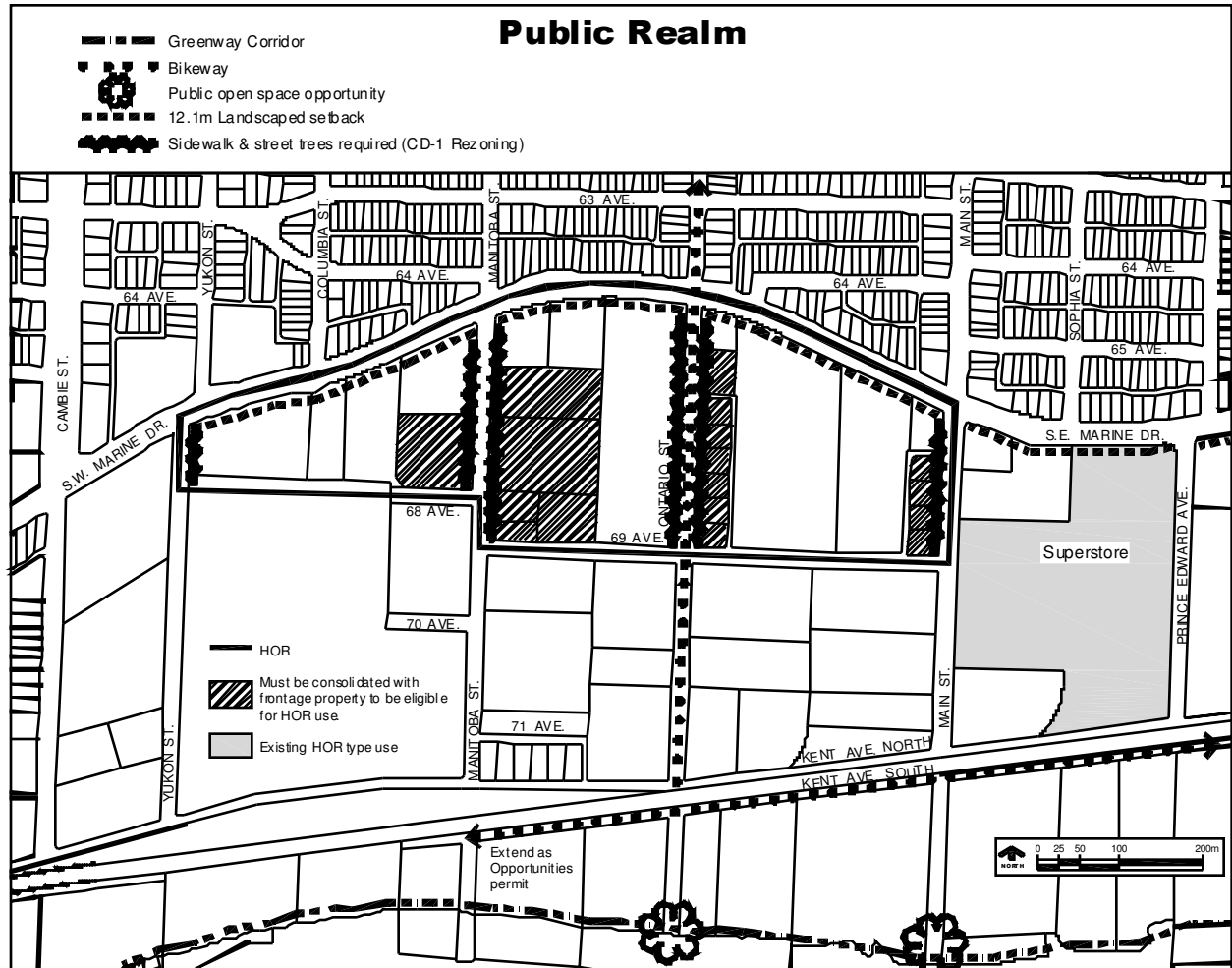
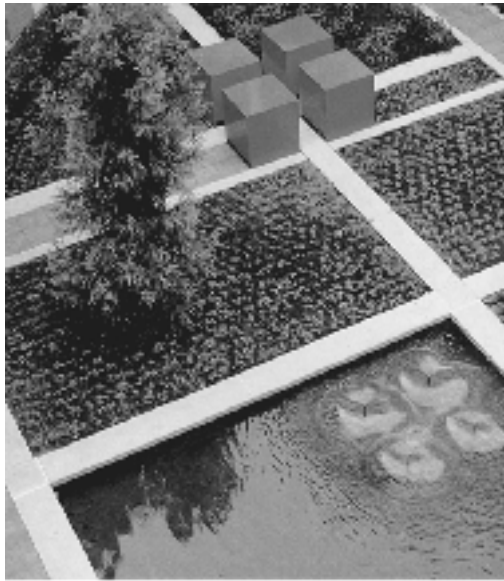


Figure 10. Public Realm on North-South Streets



Figure 10. Public Realm Marine Drive HOR Area





*Public Realm and Streetscape*

## 10 Environmental Considerations

*Applicants are encouraged to incorporate sustainable features into new buildings and/or to meet LEED green building guidelines.*

### 10.1 Trees and Vegetation: Retention, Relocation and Replacement

- (a) Existing trees and vegetation should be retained where possible and incorporated into site planning. *New trees should be added wherever possible.*
- (b) Groups of trees should be retained to protect against potential isolated tree hazard situations and preserve the associated understorey vegetation for minimum disturbance of existing conditions.
- (c) If tree retention is not possible, as a second alternative, the trees should be relocated to other parts of the site. If relocation is not possible, trees should be replaced with appropriate species.
- (d) A variety of native trees and vegetation should be provided to minimize maintenance, water use and integrate the planting design into the traditional landscape character.
- (e) Existing planting patterns and connections to adjoining properties should be extended and reinforced.

### 10.2 Water: Surface and Groundwater Protection

- (a) Storm water runoff from building roofs and parking lots should be managed on site as much as possible to reduce impacts on area infrastructure and address environmental factors. Permeable surfaces should be maximized to reduce stormwater runoff and recharge groundwater in the following priority order: first grass, then gravel on sand and, third, paving stone on sand. Roofs should be landscaped as 'green roofs'.
- (b) Consider providing on-site stormwater storage by incorporating ponds or similar recreational/amenity features that have dual functions.
- (c) Oil interceptors and/or other treatment works should be installed to treat (filter and reduce) surface runoff from parking lots.
- (d) Grey water should be recycled on site for irrigation purposes to reduce water use, waste water and runoff.

### 10.3 Soils: Retention, Cleansing and Replacement

- (a) Topsoil should be retained to provide a rich basis for site planting and landscape development.
- (b) Soil quality should be improved where necessary by remediation on site or *addition of new soil.*
- (c) Contaminated soils should be replaced with quality soils to enhance plant growth and water quality.
- (d) Sites and development proposals shall meet Provincial requirements where existing soils are polluted or otherwise toxic.

### 10.4 Air Quality and Transportation: Proximity and Land Use

- (a) Walking and bicycling should be encouraged by linking development to adjacent bikeways, greenways and other pathways and *by providing secure bike storage areas and employee change facilities with showers.*
- (b) Convenient, safe and accessible pedestrian and bicycle connections should be provided to major bus routes *and the Canada Line station.*

### 10.5 Energy: Conservation and Efficiency

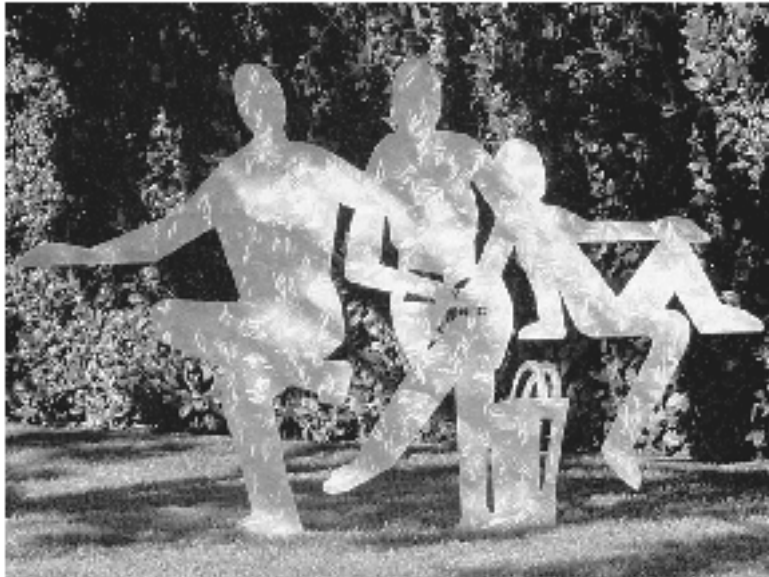
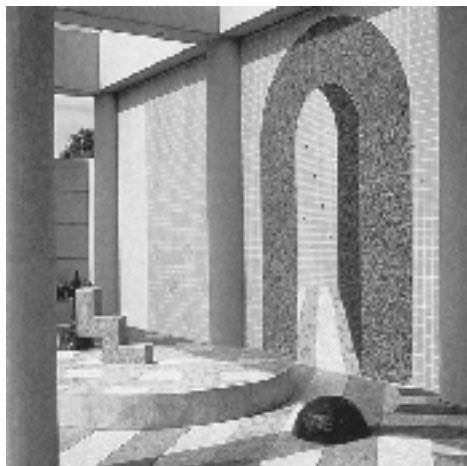
- (a) Buildings should be oriented to maximize solar orientation, taking into consideration building placement and planting design.
- (b) Building materials, systems and construction methods should be used to conserve energy and reduce long-term operating costs.

### 10.6 Solid Waste: Reuse and Recycle

- (a) *A solid waste disposal and recycling area should be designated for each building. This area should be of sufficient size to meet the needs of the proposed development and should be at ground level to facilitate container emptying.*
- (b) A comprehensive waste management plan is encouraged among land owners that can provide recycling and reuse in close proximity by different industrial or retail uses.

## 11 Public Benefits and Infrastructure

- (a) Service and amenity contributions such as road, traffic management, roadway upgrading, utility upgrading, and the provision of open space will be negotiated on a site-by-site basis.
- (b) The City-wide DCL Rate for commercial and retail uses will apply to new development and additions to existing development in the Marine Drive HOR area. *In some rezoning applications, the Community Amenity Contributions- Through Rezoning policy will apply.* The money will be used for infrastructure and public amenities throughout the city once Council approves spending criteria.



### *Public Art*

## INDUSTRIAL LANDS

### Development Pressure on Industrial Land

Vancouver's industrial areas provide a vital function for the city, accommodating a diverse range of essential businesses, including manufacturing, wholesaling and high tech, many of which service other businesses and residents. Currently totalling 688 hectares (1,700 acres), the industrial areas are home to 2,000 firms, and provide over 46,000 jobs with almost half of the employees living in the city.

In the 1980's pressure on industrial land from non-industrial uses, such as housing, retail and institutional uses (e.g. churches), was increasing and, during the 1980s and 1990s, over 286 hectares (700 acres) of industrial land were redeveloped for housing (e.g. False Creek and Fraser Lands). There were positive results to the redevelopment of the industrial lands surrounding the Downtown and near transit stations in that homes for over 80,000 people were created close to jobs without demolition of existing dwelling units.

The emergence of large format retail stores, which generally provided wholesale or bulk purchases, resulted in pressure from the retail industry on industrial lands. With most commercially-zoned sites being too small for these uses, developers looked to the larger and cheaper industrial sites, particularly those with exposure to the City's major roads. The City considered these proposals on a site-specific basis. Some redevelopment occurred through the development permit process within the industrial zoning, such as the Superstore at Main Street and Marine Drive where the M-1 industrial zoning at the time permitted up to one-third of the total floor area to be retail use. Superstore assembled an entire city block and was able to build an 11 148m<sup>2</sup> (120,000 sq.ft.) retail store with their 46 636 m<sup>2</sup> (502,000 sq.ft.) wholesale/service/manufacturing space. In some cases, sites were rezoned to CD-1 (e.g. Home Depot on Terminal Avenue or Rona on Grandview Highway). In other cases, wholesale/warehouse businesses (e.g. furniture and carpet wholesale outlets) added an ancillary retail component (a permitted use) which over time expanded in size or scope. As a result, sections of Grandview Highway, Marine Drive and Terminal Avenue took on a commercial orientation.

During the same period, there were similar demands for sites by large institutional uses such as churches (e.g. Broadway Pentecostal Church) and by other non-industrial (e.g. cultural, institutional, and recreational) uses which put further pressure on industrial areas.

### Policy on Large Scale-Retail Uses in Industrial Areas

In 1987, Council adopted the Policy on Large-Scale Retail Uses in Industrial Areas in response to pressure on industrial sites for retail use. This policy limited retail uses to 1 000m<sup>2</sup> (10,700 sq.ft.) or less gross floor area in industrial zoning districts. However, applications for mixed use developments with retail use in excess of 1 000m<sup>2</sup> (10,700 sq.ft.) could be considered through a rezoning application. Applicants were required to demonstrate that the proposed use could not be physically accommodated on existing commercial-zoned land and how it would improve the long-term level of retail competition in the trade area. The proposed development was expected to contain a substantial component of industrial use (e.g. warehouse, wholesaling) as well as necessary mitigation measures as determined by a traffic and parking analysis. The Superstore on Grandview Highway was approved under this policy.

The shortcoming of the policy was that it did not identify industrial areas suitable for retail use which created considerable uncertainty for applicants, staff and community. Nor did it address the issue of other large non-industrial uses which continued to look to industrial areas for sites. Because institutional, recreational and cultural uses were conditional approval uses in the industrial zones, they could be approved without the same level of public input and Council consideration achieved through a rezoning process.

The continuing pressure to develop industrial land for large format uses and housing raised concerns about the loss of remaining industrial lands and the impact on the city's economic vitality. Competition from these uses was adversely affecting the price and availability of land, as well as industrial operations, particularly goods movement. The city had no policies for managing the change in industrial areas and site-by-site analysis provided no assurance that sufficient or appropriate land would remain available in the long term for industrial use.

## **BROADER CITY POLICY**

### **City Plan and Community Visions**

In 1995, Council adopted City Plan which provides a broad vision to guide decisions about the city's future development. In keeping with the Industrial Lands Policies (1995), a policy objective of City Plan is to maintain a diverse economy and jobs close to home. This includes the protection of industrial areas so that industries and businesses can remain close to city customers and workers. Office, service, and retail jobs are to be located in neighbourhood centres closer to where people live and shop, in keeping with another key direction: to create strong neighbourhood centres. These centres are to function as the heart of each community with shops, jobs and neighbourhood-based services.

CityPlan calls for any decisions about increasing retail space in the city to support the creation of neighbourhood centres as well as strengthen the downtown and protect industrial land and use. This reinforces the original intention for the large format areas to accommodate only retail uses that don't fit in neighbourhood centres or downtown and to protect industrial land by limiting large format retail to these two industrial areas.

The CityPlan directions were brought to the local level through the CityPlan Community Visions Program. The program assists communities in developing visions that are in keeping with CityPlan directions in a way that is unique to each community. The first Visions were adopted by Council in 1998 for Dunbar and Kensington-Cedar Cottage. Visions have since been established for 6 communities, including two adjacent to the Marine Drive HOR area: Sunset and Victoria-Fraserview/Killarney. These two Community Visions were adopted in 2002, a year after the HOR policies were approved for the Marine Drive area.

The Sunset Community Vision (2002) identified the Fraser Street (South Hill) area and the Main Street (Punjabi Market) area as key shopping areas. The Vision notes that additional shopping malls, and 'big box' stores which sell groceries, clothing and other daily needs, should not be permitted to locate where they will harm the economic health of the Fraser and Main shopping areas. However, some specialty 'big box' retail could be considered in the shopping areas to act as anchors.

The Victoria-Fraserview/Killarney Vision (2002) identified three local shopping areas (Victoria Drive, Kingsway/Joyce 'Collingwood', and Champlain Mall), and as well as the Fraserlands, for convenience retail. As in Sunset, the Vision does not support additional shopping malls and 'big box' stores that may harm the economic health of the Victoria and Kingsway shopping areas or Champlain Mall, and supports consideration of specialty 'big box' outlets that locate in the existing shopping areas.

## Environment

A growing framework of environmental policy also has implications for the type of development that the City encourages. In October 1990, Council approved the Clouds of Change report which contained several recommendations on air quality and climate protection, including traffic reduction and energy efficient land use policies. One of the recommendations was to reduce carbon dioxide emissions by 20% to address global climate change. Since then Council has taken various actions including:

- joining, in 1995, the Federation of Canadian Municipalities "20%" Club (to reduce emissions by 20%) which became the Partners for Climate Protection Program in 1998;
- supporting the Canadian Government's ratification of the Kyoto Protocol (2002);
- adopting the Definition and Principles of Sustainability to guide, prioritize and improve the sustainability of City actions and operations (2002);
- approving a Greenhouse Gas Reduction Action Plan for the corporation and the community (2003); and
- approving revisions to the Energy Utilization By-law to improve energy performance of new large commercial and residential buildings (2004).

In 2005, Council approved the Community Climate Change Action Plan (CCCAP) to reduce green house gas emissions by 6% below 1990 levels. The plan includes specific elements related to transportation alternatives, vehicle and fuel efficiency, commercial and institutional building energy efficiency and community engagement. The plan aims to reduce the amount of driving done by Vancouver residents.

## Transportation Plan

Adopted by Council in 1997, The Transportation Plan also calls for a reduction in automobile use. The Plan attempts to balance the objectives of achieving a high level of mobility in the city and protecting neighbourhoods from the impacts of traffic. It builds on CityPlan directions to make walking, cycling and transit a priority and to create more complete communities in order to reduce the need to travel.

## MARINE DRIVE LAND USE

The area on Marine Drive where large format uses may be considered is a small 18.6 hectare (46 acres) area bounded by Yukon Street, Marine Drive, Main Street and 69<sup>th</sup> Avenue. It includes 28 sites of which 18 are warehouse/wholesale operations (some with a retail component), 6 are service and retail uses and auto dealerships, 1 is a manufacturing operation and 3 are vacant (including the sites owned by Wal-Mart and Canadian Tire). For many years, the frontage has had a retail-warehouse character. It currently accommodates the sale of automobiles, antique furniture, children's wear and furnishings, and paint.

The area is zoned I-2 industrial zoning which permits primarily manufacturing, service and wholesale uses. It also currently allows, on a conditional basis, non-industrial uses including limited retail (associated with manufacturing, wholesale and warehouse uses) up to 1 000m<sup>2</sup> (10,700 sq.ft) and institutional, cultural and recreational uses (e.g. schools, churches, sports arenas and theatres). The maximum permitted FSR for industrial uses is 3.0 and for non-industrial uses is 1.0 (excluding retail and general office).

The HOR policy requires that large format retail uses can only be considered for sites with frontage on Marine Drive. There are 11 frontage properties and three of them are owned either by Canadian Tire and Wal-Mart.

In keeping with CityPlan policies to protect neighbourhood centres, food and clothing uses were, originally, to be excluded because these types of retail were thought to form the basis of neighbourhood shopping areas. However, the pre-existence of food and clothing stores on Grandview Highway prompted Council to include food and clothing for the Grandview Highway area, subject to a retail impact study to assess the impacts on nearby neighbourhood centres. A traffic impact assessment is also required and appropriate mitigation measures are to be included in the rezoning application.

When establishing the Marine Drive large format area, Council was given the option to include or exclude food and clothing retail. Including them would provide consistent policy in both areas. Staff noted the different context along Marine Drive with its large lots and potential for new large scale retail that could impact neighbourhood shopping areas in south Vancouver. Rather than prejudge uses in absence of a market study, Council chose to include food and clothing, concluding that applicants should be given the opportunity to make a site-by-site case subject to the results of retail and traffic studies. Council could then consider these studies, hear delegations at a Public Hearing and decide what constituted an acceptable/unacceptable impact on neighbourhood shopping areas and local traffic. In 2002, following a retail impact study for a proposed Wal-Mart store, staff recommended that food sales (i.e. grocery store) be eliminated from further consideration in the Marine Drive area to protect food retailing in neighbourhood shopping areas and Council supported this recommendation.



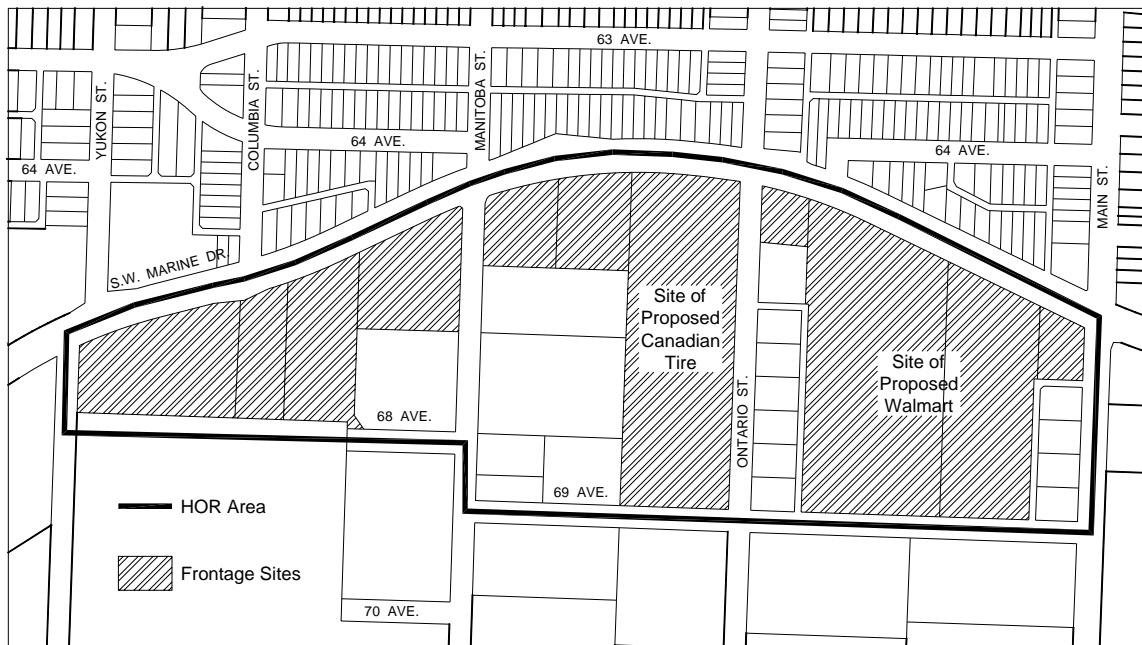


Figure 2: Sites Fronting along Marine Drive and Location of Wal-Mart and Canadian Tire Proposals

Types of large format retail stores which could locate in the Marine Drive Area if the policies and guidelines were amended to exclude clothing and general merchandise retail:

- Paint
- Furniture
- Carpet
- Appliance
- Home Décor (e.g. Pier 1, Linen N'Things)
- Fabric
- Lighting
- Home Improvement
- Computer/Electronics
- Musical Instruments
- Toys
- Office Supplies
- Mattresses/Beds