#### CITY OF VANCOUVER

# POLICY REPORT URBAN STRUCTURE

Report Date: December 1, 2006 Author: Michael Gordon/Jerry

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Meeting Date: January 16, 2007

TO: Standing Committee on Transportation and Traffic

FROM: Director of Real Estate Services and the Director of Planning, in

consultation with the General Manager of Engineering Services, the Director of the Housing Centre and the Director of Legal Services

SUBJECT: Request for Proposals: 'Under the Granville Bridge' Neighbourhood

Commercial Centre

#### RECOMMENDATION

- A. THAT Council endorse the 'Under the Granville Bridge' Neighbourhood Commercial Centre Policies and Guidelines (attached as Appendix 'A').
- B. THAT Council authorize the Director of Real Estate Services, in consultation with the Director of Legal Services, to issue a Call for Expressions of Interest (the "CFEI") and a Request for Proposals (the "RFP"), with the CFEI to identify a shortlist of proponents who will be invited to respond to the RFP for the development of City lands legally described as (PID 002-647-214) Lot H, Block 122, District Lot 541, Plan 20641, District Lot 541; and (PID's 009-625-101, 009-625-119 and 009-625-135) Lots 1, 2 and 3, Block 123, District Lot 541 Plan 9597, (the "City Lands") and located within the boundaries of the Neighbourhood Commercial Centre, as defined in the 'Under the Granville Bridge' Neighbourhood Commercial Centre Policies and Guidelines (the "NCC Lands").
- C. THAT the CFEI and RFP provide that the City grant a 60 year pre-paid lease of the City Lands to the successful proponent or proponents (the "Proponent(s)") to the RFP for the purposes of the development.

### CITY MANAGER'S COMMENTS

The City Manager recommends the approval of the foregoing.

#### GENERAL MANAGER'S COMMENTS

The General Manager of Community Services recommends approval of the foregoing.

#### **COUNCIL POLICY**

1984	Southeast Granville Slopes
1989	Granville Slopes Neighbourhood Concept Plan
1990	False Creek North Official Development Plan
1997	Bridgehead Design Guidelines
2002	Downtown Transportation Plan
2002	Pacific Boulevard Concept Plan

#### **PURPOSE**

This report follows up on Council approval in February 2004 of a proposal for the development of a small one block neighbourhood commercial centre ("Neighbourhood Commercial Centre" or NCC) located on lands (the "NCC Lands") under the north end of the Granville Bridge, between Pacific Street and Beach Avenue. The NCC Lands are primarily City-owned. (see Map One - Land Ownership)

It is proposed that the Neighbourhood Commercial Centre provide a location for a small grocery store, drug store and other stores or a restaurant as well as offices or retail on the upper storeys of buildings. It is estimated that about 7 800 m<sup>2</sup> (approximately 85,000 sq. ft.) of commercial development can be located in the proposed Neighbourhood Commercial Centre. The development will be modest in scale with buildings ranging from one to four storeys. (see Map Two - Illustrative Plan)

#### **SUMMARY**

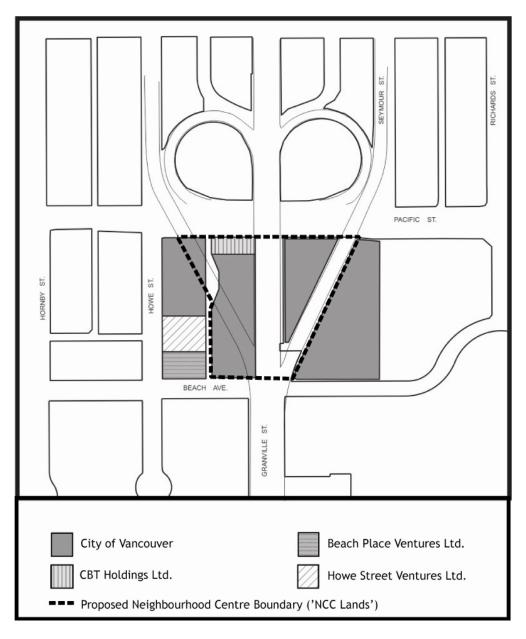
Based upon a review by staff, as well as studies by an urban design consultant and a retail consultant, staff have prepared for Council's approval policies and design guidelines for the buildings and the public realm for the Neighbourhood Commercial Centre (see Appendix 'A'). The concept plan for the NCC has received the general endorsement of the surrounding community at a public open house.

### Phase One

Staff recommend the following approach for developing the NCC:

Once Council endorses the 'Under the Granville Bridge' Policies and Guidelines set out
in this Report and authorizes the preparation of the Call for Expressions of Interest
('CFEI') and the Request for Proposals ('RFP') for the City-owned land within the
boundaries of the NCC, the Director of Real Estate Services will issue the CFEI to invite
expressions of interest in developing the project. The Policies and Guidelines will form
part of the CFEI and the RFP on the City Lands. Based on responses to the CFEI, staff
will draw up a shortlist of developers and request their detailed response to an RFP for
the development of the City Lands within the NCC;

- After the RFP closes, the Director of Real Estate Services will recommend to Council, the proponents which best meet the City's objectives as set out in the RFP and Council will select the successful Proponent(s);
- Council, on application by the Director of Planning, will be requested to refer to
  public hearing a rezoning of the NCC Lands, being the City Lands and the privatelyowned site at 710 Pacific Street (the "CBT Lands") (at the southwest corner of Pacific
  Street and Granville Street) to CD-1 to allow for the development of the
  Neighbourhood Commercial Centre (See Map One); and
- If the NCC Lands are rezoned, the City would lease the City Lands to the successful Proponent or Proponents.



Map One - Land Ownership of Development Site and Adjacent Lands

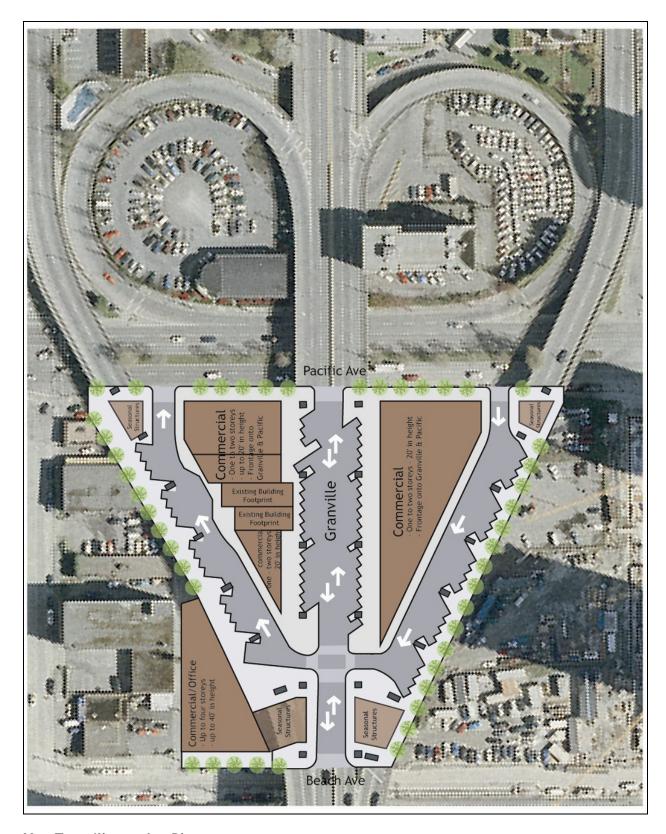
The RFP will require that the successful Proponent(s) will act as the City's agent in such matters as an application to the City Engineer to re-configure the lane network, as part of a

subdivision of the City Lands. The lane network shall be designed to have Granville Street serve as the primary vehicle route and the lanes under the Seymour Street off-ramp and Howe Street Off-ramp serve the parking and loading, vehicle circulation and bridge access requirements. The Proponent(s) will be responsible for the relocation and under grounding of City and private utilities on Granville Street and adjacent lanes to accommodate development of the Neighbourhood Commercial Center, as well for the design of the road network within the development area. (See Map Two). Depending on the configuration of the lane, it may be possible to retain a 1920's character building at 1420 Howe Street when development eventually proceeds on that block. Based on this and other factors, the Proponent(s) will make an application to subdivide the City Lands.

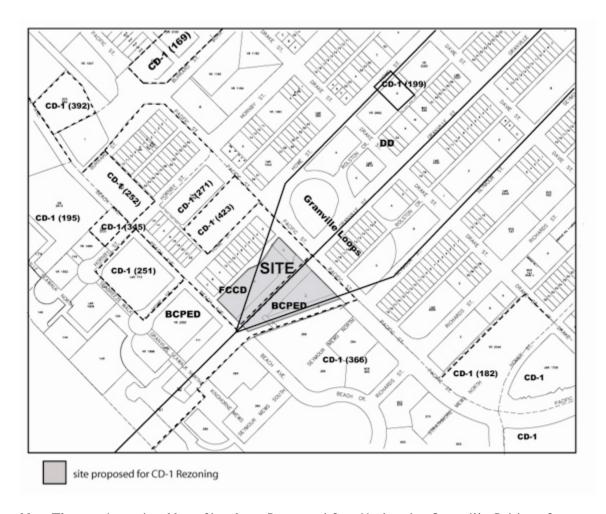
It is anticipated that once Council has chosen the Proponent(s), the Director of Planning will make an application to rezone the NCC Lands in 2007. Staff anticipate the development of the City Lands could begin as early as 2008, with completion by 2009.

# Phase Two

As part of a later development phase, it is suggested that additional stores and neighbourhood-oriented services could be accommodated on the ground floor of future non-market housing buildings, on lands to the east of the NCC Lands. One potential site is located east of the Seymour Street off-ramp and a second is located east of Granville Street south of Beach Avenue (see Map Four).



Map Two: Illustrative Plan



Map Three - Location Map: Site Area Proposed for 'Under the Granville Bridge' Commercial Centre and CD-1 Rezoning

#### **BACKGROUND**

# 1. 'Under the Granville Bridge' Neighbourhood Commercial Centre Policies and Guidelines

The preparation of the 'Under the Granville Bridge' Neighbourhood Commercial Centre Policies and Guidelines is in response to the following February 24, 2004 Council resolution:

THAT Council endorses, in principle, the creation of a small local-serving neighborhood commercial centre under the north end of the Granville Bridge, subject to a report back on the results of a study on the uses, form, and amenities for the subject area.

### 2. Current Ownership and Uses of the NCC Lands

The City of Vancouver owns most of the lands below and adjacent to the northern Granville Bridgehead area (see Map One for land ownership). The area historically was used for light industry and today, apart from a handful of small structures, the lands are vacant and used for parking or storing towed and impounded vehicles that have violated City By-laws (the "By-law Impound Lot"). Since the rezoning of Granville Slopes (1984), False Creek North (1990 to the present day), and Downtown South (1991), the adjacent areas have emerged as high

density residential neighbourhoods. The current uses and conditions under the Granville Bridge detract from the amenity of the adjacent residential neighbourhoods. Potential redevelopment of the NCC Lands is facilitated by the City owning all but one site, the CBT Lands. Staff have consulted with the owner of the CBT Lands and he is supportive of inclusion in the proposed Neighbourhood Commercial Centre.

Staff recommend that the CBT Lands be included as part the proposed rezoning for the proposed Neighbourhood Commercial Centre and that the policies and guidelines apply to any future development or rezoning of the CBT Lands. However, the CBT Lands will not be included in the 'CFEI' or the 'RFP.'

The City Lands and the privately-owned CBT Lands are referred to in this report as the "NCC Lands." (see Map one)

#### 3. Relocation of the By-law Impound Lot

In 2004 Council approved the purchase of a site that will accommodate the relocation of the By-Law Impound Lot on the False Creek Flats. In July 2006, Council resolved:

THAT Council approve in principle the relocation of the existing By-Law Impoundment facility at 1410 Granville Street to 375 Industrial Avenue.

The new site for the By-law Impound Lot has been purchased and design of the facility is proceeding.

### 4. Current Zoning of the NCC Lands

The portion of the NCC Lands, east of Granville Street, is currently within the zoning district "BC Place/Expo District (BCPED)" and the portion of the NCC Lands west of Granville Street, is currently within the zoning district "False Creek Comprehensive Development District" (see Map Three). These zoning districts only permit temporary interim uses pending the preparation of development plans, site-specific zoning and design guidelines for long term development.

### 5. The Surrounding Area

The NCC Lands are surrounded primarily by residential development, with a projected future population of approximately 6,500 residents living south of Pacific Street, between the Burrard Street Bridge and Homer Street. There are also a number of restaurants and other businesses in the Granville Slopes neighbourhood to the west of the NCC Lands.

Residents in the Granville Slopes and Beach neighbourhoods are a considerable distance from grocery shopping and other convenience retail. The NCC Lands are an opportunity for the development of a Neighbourhood Commercial Centre to improve the amenity of the area and meet the neighbourhoods' shopping needs.

The proposed Neighbourhood Commercial Centre is also supportive of other initiatives underway in the vicinity, pursuant to the Downtown Transportation Plan, approved by Council in 2002. Staff are currently scoping the potential for a reconfiguration of the Granville Bridge loops, just north of the proposed Neighbourhood Commercial Centre. (see Map Two). Also, the Neighbourhood Commercial Centre will provide the opportunity to begin the

implementation of the Council-approved improvements for Pacific Street by ensuring that there is a sufficient building set back to allow for the future street works.

# 6. Phase Two Opportunities

The City owns the site east of the Seymour Street off-ramp which stretches from Pacific to Beach. It is located in the Beach Neighbourhood of Concord Pacific Place and is designated for 156 units of affordable housing (75 family units and 81 units for singles and couples without children). The City has an option to purchase a site at the southeast corner of Beach and Granville which is also designated for affordable housing. It is owned by Concord Pacific and has a capacity for 90 family units. As part of Phase Two of the development of the NCC, the possibility of locating retail stores on the ground floor of the buildings on these affordable housing sites (the "Affordable Housing Sites") can be explored. (See Map Four)

#### **DISCUSSION**

# 1. Neighbourhood Commercial Centre Concept: Land Use

It is proposed that the primary use in the Neighbourhood Commercial Centre be retail, with the zoning also permitting other compatible uses such as restaurants, office, services and light manufacturing (where it is in conjunction with a retail use). (See Map Two - Illustrative Plan).

Staff commissioned a retail and space requirements study and it offered the following conclusions:

- the commercial area should be anchored by a moderate-sized grocery store (700 to 1 100 m<sup>2</sup>);
- there should be retail stores (could include one or two restaurants) on both sides of Granville Street:
- office space on the second storey of buildings fronting on Granville Street is likely to be economically marginal due to the fact that it triggers the need to go underground for parking;
- other land uses could include a bakery, café (neighbourhood 'hang out'), drug store, an iron works (already exists in one of the existing buildings), a glass studio, architectural, engineering or educational offices, printing/copying, showroom, child care centre, photography studio, art gallery, gardening store/nursery, fitness facility, and Vet/Animal Hospital, Youth Centre (Indoor Basketball or Skatepark/BMX Park or outdoor Skateboard/BMX'Spot').

Based on this study, staff are confident that a variety of retail and commercial uses can be achieved in the NCC including a grocery store anchoring the centre, with smaller commercial retail units providing a variety of goods and services.

Staff also offer the following land use and commercial development conclusions:

- small commercial retail units (CRU's) should be provided to broaden the range of goods and services available and assist in making the development economics work for the NCC;
- there are four locations for 'seasonal' structures such as licensed vendor carts or farmers' market stalls that would be non-permanent and easily assembled and disassembled each season or as required for bridge maintenance. These retail

locations could be administered by the developer responsible for development and management of the NCC, subject to the review and approval by Engineering Services and subject to City licensing and health requirements (for locations of Seasonal Structures, see Map 4 - Phasing of Development); and

• there will be no provision for residential uses in the Neighbourhood Commercial Centre as it is not considered amenable for housing.

#### 2. The "Under the Granville Bridge" Neighbourhood Commercial Policies and Guidelines

The "Under the Granville Bridge" Neighbourhood Commercial Centre Policies and Guidelines in Appendix 'A' provide guidance on the zoning and development parameters, the urban design concept, architectural consideration, parking requirements and a public realm concept for the NCC Lands (see Appendix 'A').

The Policies and Guidelines reflect the following parameters:

- a variety of commercial and non-residential land uses which are compatible with the adjacent neighbourhoods;
- a unique sense of place drawn from character elements of Granville Island and Yaletown, noting the unique opportunity to establish an unifying character for a family of buildings under the Granville Bridge;
- the height of buildings limited by the bridge and ramps, with buildings ranging between one and four storeys, with a maximum height of 12.2 m (40 feet) and a minimum height of 6.1 m (20 feet);
- development parcels that vary in shape and size responding to the bridge conditions;
- new buildings set back a minimum of 3 metres from the bridge structure drip line to ensure access to the Granville Bridge, Seymour Street off-ramp and Howe Street on-ramp for inspection, maintenance, repair and replacement;
- the potential re-use of two existing character buildings, on the west side of Granville Street;
- provisions for the required parking and loading spaces.

(see Map Two - Illustrative Plan)

Staff recommend that there be no floor space ratio regulation in the site's CD-1 zoning as the achievable floor space will be guided by the maximum height regulations and the guidelines.

At the conclusion of the RFP process, as part of the report back to Council with a recommendation on the developer for the City Lands, staff will also present a draft CD-1 by-law in a rezoning referral report, based upon the Policies and Guidelines, and possible revised or additional provisions based upon the recommended proposal from a developer.

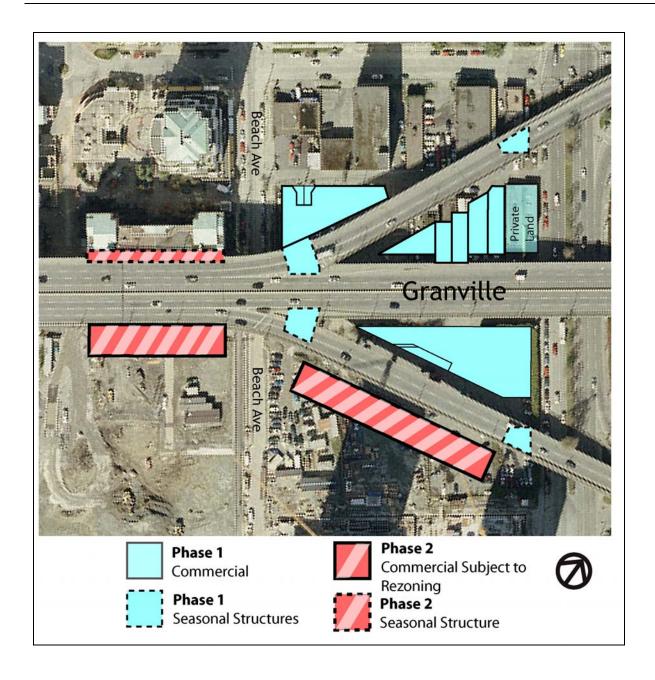
#### 3. The Public Realm Design

The Policies and Guidelines allow for a spectrum of materials and treatments for public realm improvements for the 1400 block of Granville Street, the adjacent sidewalks and the parking areas under the Granville Bridge on- and off- ramps. The RFP will request that all proposals include plans for the public realm. A public realm plan could include:

- modular pavers or concrete for sidewalk areas, stamped concrete or asphalt for Granville Street between Pacific and Beach, and asphalt paving for the parking areas under the Granville Bridge on- and off-ramps;
- decorative elements such as banners; and
- pedestrian scale lighting as well as decorative lighting.

Staff note that modular pavers for sidewalk areas may have higher cost and the higher ongoing maintenance costs, as compared to groomed concrete. Once we have received the proposals in response to the RFP, we will be able to assess the public realm plan in each proposal.

Also significant for the NCC's public realm design is the Council-approved 'Great Street' concept for improvements to Pacific Street, including a one-sided multi-way boulevard, tree planting and improved pedestrian crossings of Pacific Street to provide access from upland areas to the north. While the pedestrian crossings, some of the tree planting and improved sidewalks at the south side of Pacific Street can be implemented as part of the development of the Neighbourhood Commercial Centre, the complete upgrade of Pacific Street will coincide with the eventual development of lands on the north side of Pacific Street. Building setbacks of 5.3 m (approximately 17 feet) will be established on the south side of Pacific Street to allow for the eventual implementation of the Council-approved streetscape concept.



Map Four - Phasing of Development

As part of the future configuration of the Granville Loops, north of Pacific Street, there will be consideration of additional pedestrian connections across Pacific Street. In the meantime, staff anticipate that pedestrian access to the Neighbourhood Commercial Centre will be along Beach Avenue and across Pacific Street at Howe Street and Seymour Street.

### 4. Proposed Parking and Loading Standard

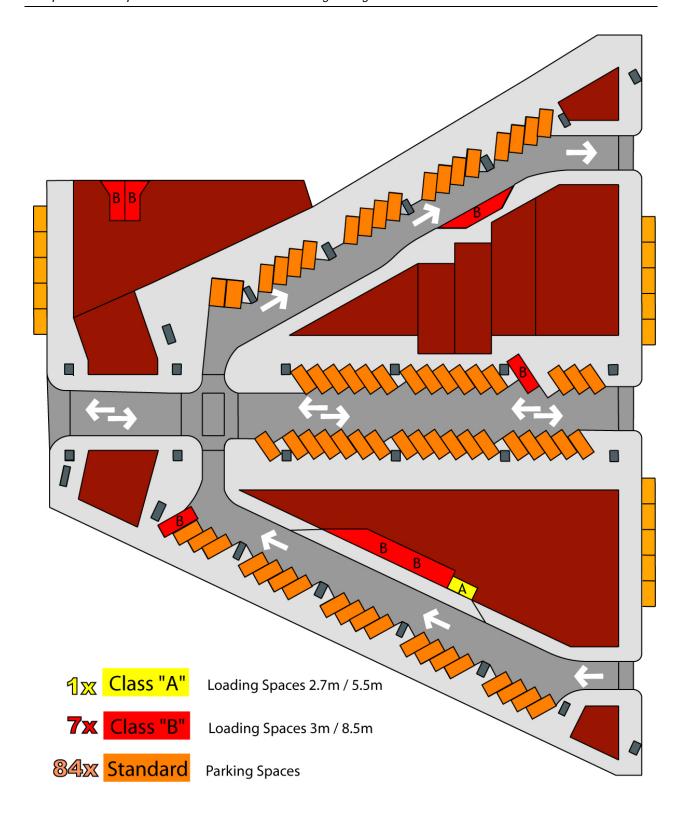
It is anticipated that less than one-quarter of the customers of retail units in the NCC Lands will arrive by motor vehicle and require parking. A survey of customers at the Urban Fare grocery store at the foot of Davie Street found that most (71% of customers) walk to the store and less than one-quarter (22%) arrive by motor vehicle.

Engineering Services staff recommend a parking standard that is similar to that for commercial uses on nearby sites in the downtown peninsula. However, the on-street parking spaces available on streets in the vicinity of the NCC are recommended to be counted towards the parking. This recognizes the circumstances unique to this location, namely the availability of 84 angled parking spaces on Granville Street, and under the on- and off-ramps of the Granville Bridge, as well as street parking on Beach Avenue and Pacific Street and the close proximity, within walking distance, of several thousand residents.

Based on the availability of 84 parking spaces located on Granville Street and under the Howe Street on-ramp and the Seymour Street off-ramp, staff estimate that 7 800 m<sup>2</sup> (approximately 85,000 sq. ft.) of commercial development can be supported without the provision of off-street underground parking. The RFP will request that proponents consider the economics of additional development vis-à-vis the cost of the underground parking that it would necessitate.

One Class A loading space (See Map Five) and seven Class B loading spaces will be provided in a variety of locations including some on-street spaces and some within the proposed buildings.

The proposed loading requirements for the building on the east side of Granville Street assumes a two storey building and includes on-site, one Class A and two Class B loading bays. Should only a portion of the building have a second storey, then a reduced parking requirement can be considered depending on the extent of the additional second storey floor. In this case, a reduced parking requirement of two Class B loading bays could be considered.



Map Five: Parking and Loading Plan

# 5. Project Financing and Implementation

The City owns almost all the land (see Map Three) which is proposed for the Neighbourhood Commercial Centre. The City will retain ownership of all of its lands for long-term access to the Granville bridge for maintenance, repair and replacement.

The pro-forma for the development will include the following:

- income from long-term leases for properties fronting on Granville Street;
- costs related to the servicing of the City Lands with utilities (estimated at \$1.4 million), and public realm improvements, being determined through more detailed street design by the proponent; and
- environmental soil remediation costs.

Real Estate staff will have primary responsibility for initiating the CFEI and the RFP process, making recommendations to Council on the Proponent(s), co-ordinating the implementation of the Neighbourhood Commercial Centre, in consultation with the Planning Department and Engineering Services Department.

Selection of the recommended Proponent(s) development proposal will be based on criteria related to:

- The quality of the submission;
- The quality of the development team, including reference checks and previous experience with similar development projects;
- The quality of the development's urban design;
- The quality of the public realm plan included in the proposal;
- A demonstrated commitment to sustainable development, special attention to City Green Priorities, i.e. energy and water efficiency and storm water management;
- Project schedule;
- Engineering & transportation analysis;
- Financial return to the City;
- Strategy to finance the construction of the development project, if applicable;
- Retail/Commercial Impact Analysis; and
- The approach proposed for community consultation and feedback.

### 6. Public Input

Staff hosted a Public Open House on Tuesday, October 11<sup>th</sup>, 2005 at the Roundhouse Community Centre to present the proposed plan. Residents were notified through advertisements in the community newspapers.

Public reaction to the Neighbourhood Centre Concept Plan was overwhelmingly supportive. In fourteen submitted comment sheets, thirteen expressed support for the plan while one remained neutral. Specific comments that were submitted to City staff included suggestions for:

- more affordable grocery shopping, a large drugstore and a hardware store; and
- non-commercialized youth spaces, such as an indoor bmx/skateboard facility.

Regarding built form, the public expressed a desire to see low-scale development with a mixture of building types, with the use of classical signage, lighting, and colour to counteract

the greyness and grittiness of being located underneath the imposing structures of the Granville Bridge.

Finally, the public wanted to see this development happen as soon as possible, as most of them feel the surrounding neighbourhoods lack the access to daily goods and services that this plan intends to address.

Staff will hold another public information meeting next year if Council refers the CD-1 zoning to public hearing.

# 7. Phase Two of Development (not included in the current RFP)

The CFEI, RFP and CD-1 Rezoning will deal with only the first phase of development. As part of a possible second phase (see Map Four - Phasing of Development), opportunities can be explored for incorporating CRU's into the buildings on the Affordable Housing sites, adjacent to the east side of the Granville Bridge and the Seymour Street off-ramp. Staff advise that it is not possible to assure that these development opportunities for additional retail frontages are achievable until the design of these buildings is completed.

At the time of redevelopment of the Affordable Housing Sites, the possibility of developing retail east of the base of the Seymour Street off-ramp and south of Beach will be explored. Issues such as the provision of adequate and secure outdoor play area and open space, privacy, loading, parking, etc. will be addressed as part of detailed design development. Should a retail component prove viable in terms of design and economics, a rezoning to amend the Beach Neighborhood CD-1 would be required. The development of Phase One of the Neighbourhood Commercial Centre can proceed independently of the development of the Affordable Housing Sites and will not have any impact on their development potential.

A 'seasonal' structure on the west side of the 1500 block of Granville Street can also be considered as part of a second phase of development. The design of this structure needs further study as it could potentially straddle a road right-of-way and private property owned by the Affordable Housing Advisory Association. It would be non-permanent and easily assembled and disassembled each season or as required for bridge maintenance and repair. The property manager for the Affordable Housing Advisory Association site has indicated interest in considering this 'seasonal' structure. Further study of this opportunity will be undertaken as part of Phase Two.

#### FINANCIAL IMPLICATIONS

Real Estate staff will carefully assess the responses to the Request for Proposals to ensure that the development economics are sound.

#### **ENVIRONMENTAL IMPLICATIONS**

The development of a Neighbourhood Commercial Centre in close proximity to two high density residential neighbourhoods will provide opportunities for residents to walk to their shopping area rather than use their cars.

# CONCLUSION

There is an opportunity to foster the emergence of a small Neighbourhood Commercial Centre that provides shopping for residents in the area as well as contributes to the amenity of the adjacent neighbourhoods.

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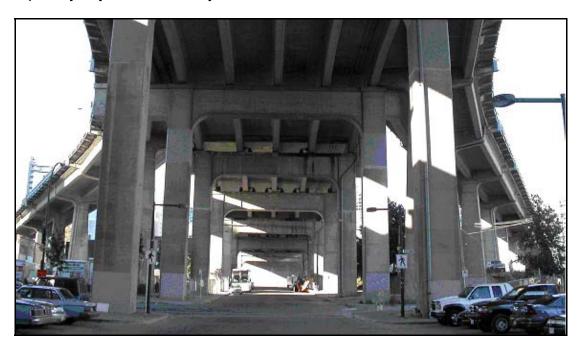


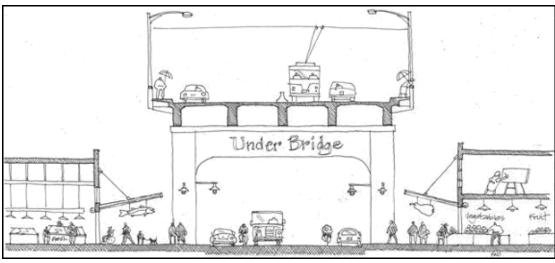
# City of Vancouver Land Use and Development Policies and Guidelines

Community Services, 453 W. 12th Ave Vancouver, BC V5Y IV4 \$\infty\$ 604.873.7344 fax 873.7060 planning@city.vancouver.bc.ca

# UNDER THE GRANVILLE BRIDGE NEIGHBOURHOOD COMMERCIAL CENTRE POLICIES AND GUIDELINES

Adopted by City Council January 16<sup>th</sup>, 2007





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# 1.0 Application and Intent

These Policies and Guidelines are intended to guide the development of a locally-serving commercial node for established, and emerging nearby neighbourhoods that incorporates a high level of quality in the design of both the public realm and the architecture.

#### 1.1 Purpose

These policies and guidelines:

- i. inform the criteria for the selection of the developer for the site (among those responding to the 'CFEI' and 'RFP');
- ii. provide guidance for the drafting of a CD-1 zoning for the site identified in Figure 1, which will be considered by Council once a developer is selected for the neighbourhood commercial centre;
- iii. provide guidance for design professionals preparing development and building permit submissions and for City staff reviewing submitted applications; and
- iv. provide guidance for the design of the public realm.

Figure 1: Site Proposed for Rezoning

Entery
Barnes
Park

May & Lone
Brown Park

SITE

George
Wainborn
Park

David
Lam
Park

#### 1.2 Location of Site

The site for the proposed neighbourhood commercial centre is located between Pacific Street to the north, Beach Avenue to the south, immediately east of the Howe Street on-ramp and the lane to the west of Granville Street, and west of the Seymour Street off-ramp. (Outlined above in Figure 1)

Except for a privately-owned parcel at the southwest corner of Granville Street and Pacific Street, all the lands proposed for the centre are Cityowned.

# 2.0 Overall Concept

# 2.1 Description of Overall Concept

It is envisaged that the commercial centre will be primarily oriented to serving the neighbouring residential community. It will be anchored by a grocery store on the east side of Granville Street. Adjacent to these stores, there will be commercial retail units. A small four storey office building with retail at grade is proposed for the northwest corner of Granville Street and Beach Avenue. There will be an opportunity for four seasonal structures which could be flower stalls, locations for the sale of fruits and vegetables and other food or goods in temporary structures that can be quickly dismounted to accommodate the repair and maintenance of the bridge. Lastly, while not mandatory, there is the opportunity to renovate and reuse two existing structures under the bridge on the west side of Granville Street. (see Figure 2, the Illustrative Plan)

The commercial centre will exhibit those qualities found in neighbourhood shopping areas: storefronts, heights no more than three storeys and adjacent on-street parking. Generally, higher buildings will be at the south end of the site where the sloping topography and the height of bridge deck provide the opportunity for more height. The character and building elements of Granville Island offer direction for the design of the buildings. Most parking will be provided at-grade on the streets and lanes rather than in underground parkades.

This new commercial centre will be distinguished through its public realm design. Special attention will be given to the design of hard surface treatment, material, patterns, textures and colour. Given Granville Bridge shadowing, soft landscape will be minimal and play less of a role in establishing the centre's identity. More reliance on the design of lighting, signage and celebratory/display systems will be necessary to humanize this challenging environment for pedestrians. Innovative low cost approaches for achieving an attractive public realm are sought.

Developments should improve and enhance the quality of the public realm through high quality architectural building expression, careful site planning, public and private landscaping and appropriate vehicular and pedestrian circulation as generally presented in the illustrative plan.

As part of a later second phase of development, it is anticipated that there may be opportunities to have additional commercial development on sites adjacent to the proposed neighbourhood commercial centre, such as the two non-market housing sites that are (1) immediately east of the Seymour Street off-ramp, north of Beach Avenue and (2) east of the Granville Bridge, south of Beach Avenue. These development sites could provide commercial retail units fronting on Granville Street and the lane, below the Seymour Street off-ramp. However, the details of these potential development sites are not the subject of this document and will be developed when funding is

available for the non-market housing sites. (See Figure 4, Phasing of Development)

# 3.0 New Parcel and Lane Configuration

# 3.1 Proposed Subdivision

#### 3.1.1 Parcel and Land Configuration

The neighborhood commercial centre will be developed on four City-Owned and one privately-owned parcel as well as portions of the lane, west of Granville Street. A reconfiguration is intended as generally illustrated in Figure 3.

The City of Vancouver will retain ownership of any stopped up lanes, or portions thereof.

Note: The ultimate alignment of the lane, west of Granville Street, may present modification requirements for the location of the rear wall of an existing building at 1435 Granville Street, noting that it is anticipated that the existing rear exit stair will need to be upgraded should the building remain.

Figure 2: Illustrative Plan

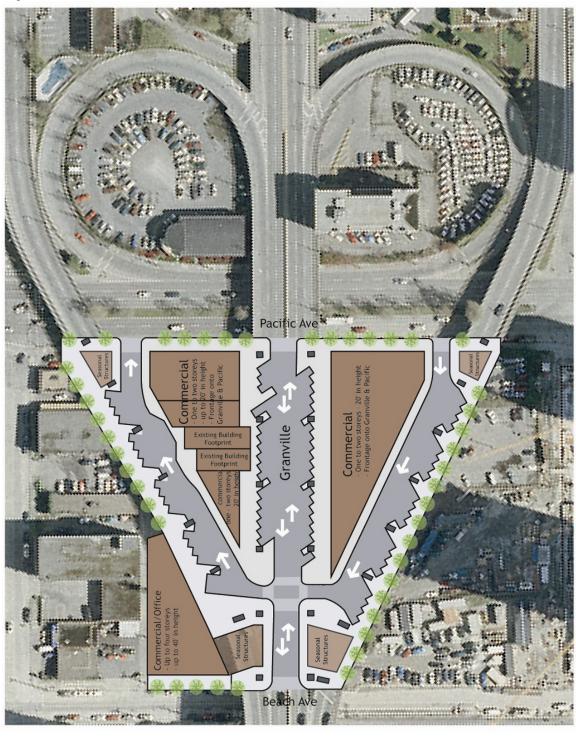
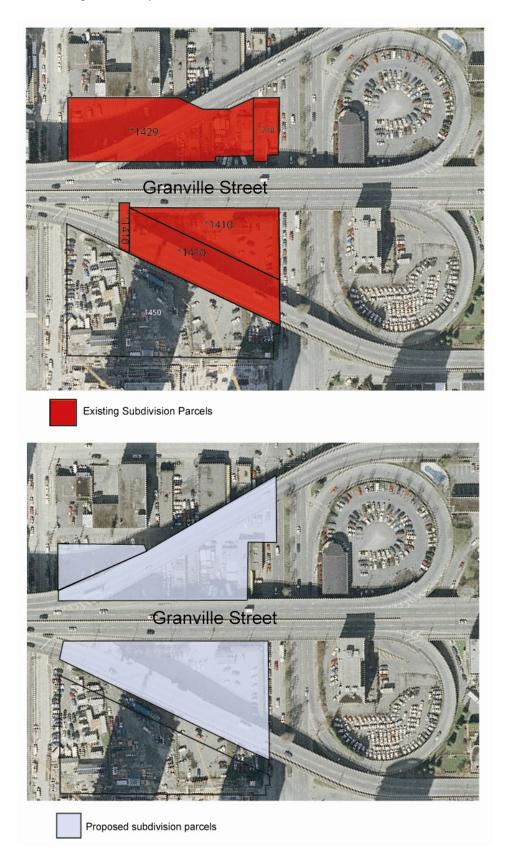


Figure 3. Existing and Proposed Subdivision Parcels



# 4.0 Land Use and Density

#### 4.1 Uses

#### 4.1.1 Retail Mix

The neighbourhood commercial centre should be anchored by a grocery store. Smaller commercial retail units should also be accommodated. Restaurant and other neighbourhood-oriented service uses are also supported.

#### 4.1.2 Office

Office uses should be considered but, if included, are preferred on the upper storeys of buildings.

#### 4.1.3 Industrial/fabrication uses

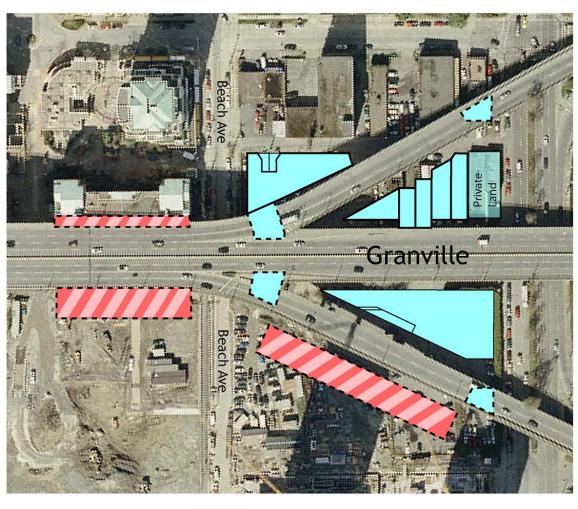
Light Manufacturing uses, may be considered, where they contribute to visual interest and vitality of the area, provide for on-site retail sales, and do not present adverse effects for others (noise and emissions).

### 4.1.4 Non Supported Uses

Automobile-oriented uses, such as a Gasoline Station, Motor Vehicle Repair/Washing and Restaurant Drive-Thru services are not supported for new development. The privately-owned existing motor vehicle repair use at Granville Street and Pacific Street shall be a legal non-conforming use.

Residential uses are not supported.

Figure 4: Phasing of Development





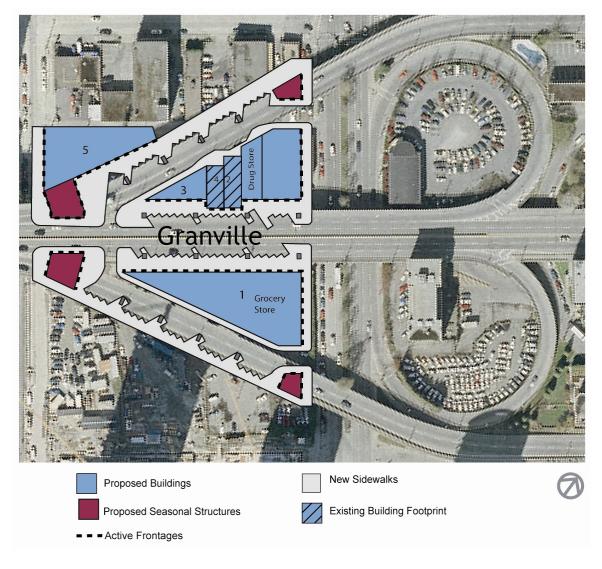
Phase 1 Commercial





**Phase 2** Commercial Subject to Rezoning

Figure 5: Proposed buildings, Existing Buildings and Seasonal Structures



# 4.2 Anchor Retail Locations and Active Frontages

#### 4.2.1 Anchor Retail Locations

The grocery store will be located, east of Granville Street.

#### 4.2.2 Active Frontages

The primary active frontages will be those facing Granville Street, Pacific Street and Beach Avenue. Where possible, building frontages facing the parking lanes, east and west of Granville Street, should also be active.

Active frontages should contribute to pedestrian amenity and visual interest. Buildings should have a storefront character. Outdoor display of goods is encouraged where possible. Sidewalk seating, as an extension of an internal restaurant or café space, is also supported.

# 4.3 Floor Space Ratio

# 4.3.1 Floor Space Regulation

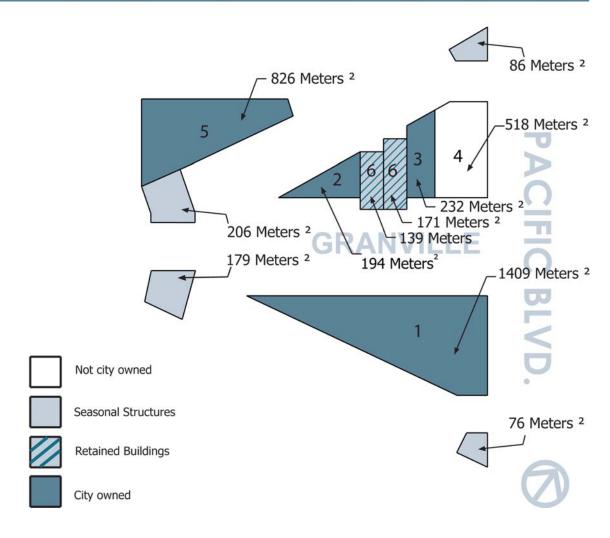
The zoning shall not have a predetermined FSR. The amount of floor space will be determined by adherence to the policies and guidelines.

The following table provides an approximation of potential floor space in the neighbourhood commercial centre (see Figure 3, Proposed Buildings and Seasonal Structures)

Figure 6: Floor Area Estimates for Under Granville Bridge Neighbourhood Commercial Centre

### **New Permanent Structures**

					Gross Retail	Gross Office		
	Parcel	Floor Plate	Number of Floors	Gross Floor Area	Space	Space	Note:	
	1	1409	2	2818	1409	1409		
	2	194	2	388	194	194		
55 55	3	232	2	464	232	232		
							Privately	
	4	518	2	1036	518	518	Owned	
	5	826	3.7	3056	826	2230		
Total:		3179		7762	3179	4583		
Retained Structures								
	6	310	2	620	310	310	310	



# 5.0 Built Form, Massing and Character

# 5.1 Heights

#### 5.1.1 Maximum Building Height

Buildings will range in heights from a minimum of 6.1 m (20'-0") to a maximum of 12.2 m (40'-0"), depending on the slope of the site and the height of the bridge deck.

# 5.1.2 Bridge Deck Clearance

All buildings should be a minimum of 2 metres below the level of the bridge deck, including architectural appurtenances and mechanical rooms. Increased vertical separation from the bridge structure may be required in some locations to provide sufficient clearances for bridge maintenance. Advice from Engineering Services staff should be pursued to determine these exact locations and a survey and elevation of the bridge structure shall be provided.

#### 5.1.3 Building Volume

Commercial use buildings will either be single storey with high interior volumes, that allow for a mezzanine level, or two to four storeys.

The inclusion of higher interior volume, especially for single storey buildings, is a necessary design response as a strategy to mediate the scale challenges of the under bridge environment and sloping topography of the site to assist in providing a sufficient height for the streetwall to create the sense of an urban room on Granville Street.

#### 5.1.4 Higher Buildings

Some site(s) will be considered for four storeys, with more typical floor to floor heights, to accommodate proposed office uses. The primary limiting condition will be the height of the bridge deck. These sites will be assessed on an individual basis.

#### 5.2 Setbacks and 'Build-To' Lines

#### 5.2.1 Bridge Structure Setback

New development will be setback a minimum of 3.0 meters from the bridge deck drip line to ensure access for bridge maintenance and repair.

#### 5.2.2 Pacific Street Set Back

A setback of 5.3 metres should be provided on the south side of Pacific Street to allow for the future installation of the Council-adopted one-sided multi-way "Great Street" concept. (See Figure 7 for a cross-section of the concept.)

When funding becomes available, Pacific Street will be upgraded to a multiway standard that reflects the council-approved concept for the Pacific Boulevard "Great Street" treatment.

Section: Seymour to Howe
Pacific Boulevard

Figure 7: Pacific Boulevard Section

#### 5.2.3 'Build To' lines

While some variation in setbacks is encouraged to provide for patio areas, the 3 metre setback from the bridge deck drip line should be also be considered a 'build to' line for most of the Granville Street Building frontages.

#### 5.2.4 Seasonal Structures in Setback Areas

Seasonal structures in locations identified in Figure 3 will be considered within this 3 metre setback (from the bridge drip line) area and below the Granville Bridge, Howe Street on-ramp and Seymour Street off-ramp structures, are subject to the review and approval by Engineering Services and on the condition that they can be quickly disassembled to allow access to the bridge for maintenance purposes.

Seasonal retail structures can provide locations for farmers markets or licensed street vendors. The management of these locations will be the responsibility of the property manager for the site, rather than the City. These locations may also function as secured areas for bike rental, seating and patio areas or public art activity. Permanent or temporary recreation installations for skateboarding or bmx bicycles may be considered on a trial basis in one of these locations where there is minimal impact on nearby residents. In these cases, the property manager of the development should have a strategy for the security and management of these areas.

# 5.3 Topography

#### 5.3.1 Access and Grade Changes

Any significant changes of the existing street grade should be considered to support convenient pedestrian access to the building, including universal access, and work with the natural slope of the land.

# 5.3.2 Stepping and Grade Changes

Individual sites are anticipated to generally be developed as slab-ongrade "pad buildings." However, a good relationship to street grade should be maintained, while remaining practical for retail use.

#### 5.4 Orientation

# 5.4.1 Frontages

All facades, which will be oriented to Granville Street, Pacific Boulevard, Beach Avenue or the lanes, should be conceived as frontage. Main entries should be oriented towards Granville Street, Pacific Street and Beach Avenue.

#### 5.4.2 Secondary Entries

Secondary entries will be oriented to the parking areas, east and west of Granville Street.

In such instances, required exits or service access locations should be inviting with glazed sidelights and weather protected entrances as a strategy to ensure visual interest.

#### 5.5 Architectural Character

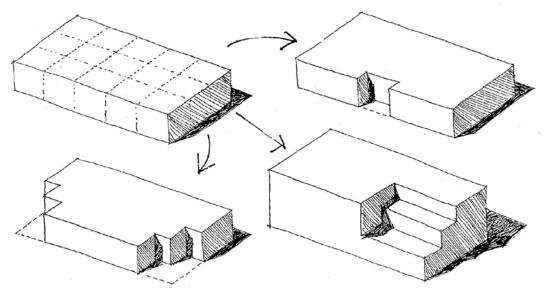
#### 5.5.1 Building Massing and Articulation

While the building footprint potential will be determined by the setback/'build to' lines as outlined in section 5.2, opportunities for articulation of the building mass should be pursued utilizing vertical or horizontal offsets, glazing, canopy and shading systems, as well as exposed structural components (Illustrated in Figure 9).

Massing and building form should be rectilinear and simple as a strategy to combine individual sites into a more cohesive, identifiable precinct character. Greater emphasis should be placed on building articulation, materials and detailing to individualize and distinguish tenancy.

Vertical service elements, such as stair and elevator shafts, that are located at the perimeter of the building, may be used to assist in articulation, as well as express their function

Figure 8 Articulation



# 5.5.2 Transparency

Views into building activities should be provided, especially at-grade levels on Granville St. Pacific St. and Beach Ave.; accordingly, use of non-transparent, mirrored or highly reflective glass is discouraged. High clearance warehouse-type spaces should have windows at the upper storey of the façade.

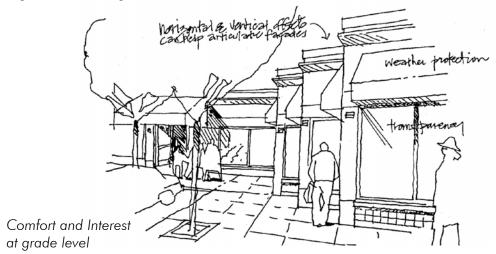
# 5.5.3 Internal lay-out

Internal uses, should be planned to enhance pedestrian interest by positioning the most visually interesting activities in the front of the commercial spaces adjacent to windows.

Figure 8: Transparency



figure 9: Frontages



#### 5.5.4 Exterior Materials

Exterior building design should reflect the industrial character of the precinct space by utilizing appropriate, durable materials. Exterior materials that are encouraged include:

- i. contemporary metal cladding systems;
- ii. heavy timber structural elements;
- iii. glass and steel
- iv. brick; and
- v. architectural concrete.

#### 5.5.5 Roof Treatment

Roofs visible from the Granville Bridge, including the on- and off-ramp structures, and adjacent residences should be architecturally treated and/or landscaped. Rooftop mechanical equipment should be screened and architecturally integrated into the overall building design.

#### 5.5.6 Weather Protection

All frontages onto Pacific St. Granville St. and Beach Ave. should provide full weather protection. Detailing of these large canopies should consider integrated signage, lighting and display systems and contribute to the centre identity. Canopies should be a minimum depth as noted below:

- i. Granville Street- The depth of canopy systems on the Granville St. frontages should be maximized (minimum of 3 meters (9.8') to provide weather protection from the under bridge area to the store front.
- ii. Pacific St. & Beach Ave Canopies on the Pacific St. and Beach Ave. frontages can be shallower to a minimum of 1.8m (6').

#### 5.5.7 Outdoor Storage & Display

Outdoor storage areas should be limited and shared with other tenancies where possible. Where necessary, they should be architecturally screened from pedestrians using high quality materials and detailing that is appropriate for the commercial/industrial setting.

# 5.5.8 Loading/Recycling Area Treatment

Loading, holding, or storage areas that are visible to pedestrians should be well screened.

Utility requirements, including BC Hydro kiosks, should be integrated into loading areas where possible to minimize visual impact. Visual screening should be architecturally designed as an integral component of the exterior wall system and detailing, and contribute to the overall design quality of the commercial centre.

### 5.5.9 Signage

A creative approach to tenancy signage, including more threedimensional, iconic designs that ensure tenant identity is encouraged.

Refer to Appendix 2- Character References for examples.

#### 5.5.10 Entry Sign

A large scale illuminated sign at the approach to the precinct, such as evident at the entry to Granville Island, should be considered.

#### 5.5.11 Sign Bylaw

The Vancouver Sign Bylaw will regulate sign proposals (Schedule B - commercial and industrial areas).

# 5.5.12 Billboards and Mobile Signs

Billboard and mobile signs are not permitted.

#### 6.0 Movement and Infrastructure

The proposed parking and loading strategy presented in Figure 10 (Parking and Loading) indicates the recommended access, parking and loading and circulation.

A more definitive layout that confirms required geometrics/curb locations as well as aisle dimensioning will be confirmed at re-zoning stage once a more definitive form of development for the commercial precinct has been established.

Further, given the pedestrian focus, and anticipated public realm quality for this new locally serving retail node, it is anticipated that all proposed and existing above grade utilities will likely be 'under-grounded.' Strategies for achieving this requirement will be finalised at the re-zoning stage once a more definitive form of development, and public realm design, is identified.

#### 6.1 Vehicular Circulation

#### 6.1.1 Circulation Pattern

The proposed vehicle circulation strategy, indicated by the white arrows is presented in figure 10.

# 6.2 Parking and Loading

### 6.2.1 Overall Parking Strategy

The Parking By-law parking and loading requirements as set out for Area 3 of the Downtown District will be the basis of calculating the parking requirement for proposed floor space over and above 7 800 m2. However, the availability of 84 parking spaces located on Granville Street, Beach Avenue and under the Howe Street on-ramp and the Seymour Street off-ramp will be used to offset the parking requirement for the development. This surface parking is sufficient to support approximately 7800 m2 (85,000 sq. ft) of floor space as shown in the Illustrative plan. The proposed parking and loading configuration is represented in figure 10.

The proposed loading requirements for the building on the east side of Granville Street assumes a two storey building and this will require one Class A and two Class B loading bays, depending on the extent of the additional second storey floor space. The Parking Engineer should be consulted on loading requirements should a second storey be proposed for the easterly building. A one storey building in this location will only require two Class B on-site loading spaces.

The developer may consider additional development if underground parking is provided.

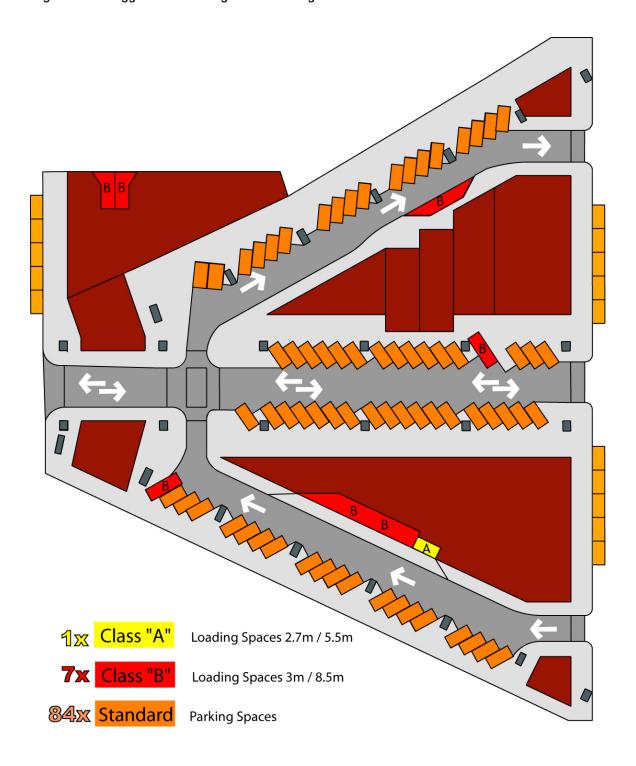
### 6.2.2 High Street Parking

Angled front-in parking is suggested for the 1400 block of Granville Street, which will reduce the potential of cross street maneuvering to access parking spaces on the opposite side of Granville Street and is the most familiar form of parking space access

Adequate surface parking to accommodate the uses and development capacity anticipated in the illustrative plan has been located either between the existing columns that support the Granville Bridge and related ramp structures or on-street on abutting Pacific Street and Beach Avenue. The strategy reflects the required provision of parking per the Parking By-law

requirements for the Downtown District (Area 3). Any changes to the suggested form of development will also have to comply with the standards set out in the Vancouver Parking Bylaw for the size of parking stalls and manoeuvring aisles. However, where the retention of existing character buildings conflicts with achieving by-law standards for driving aisles and parking spaces, relaxations of the Parking By-Law provisions will be considered.

Figure 10: Suggested Parking and Loading Scheme



## 6.3 Pedestrian Circulation

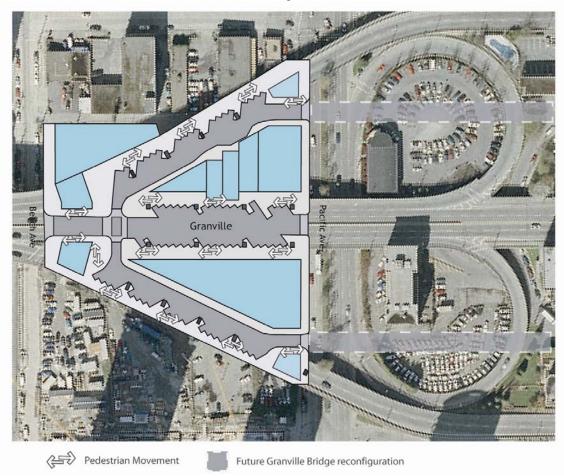
Pedestrian security, comfort, and enjoyment should be maximized throughout the development.

The majority of people expected to access site are projected to do so on foot to this end sidewalk widths should be maximized, and road lane widths should be minimized.

## 6.3.1 Pedestrian Crossings

Pedestrian crossings of Pacific St. at Howe and Seymour Street will provide access to the area. In the future, the lanes east and west of Granville St., north of Pacific Street can provide pedestrian crossings to accommodate and encourage north/south movements through the site should the Granville Loops be replaced with north/south lanes.

Figure 11: Pedestrian Circulation and Crossings



#### 6.4 Bicycles

## 6.4.1 Provision of Bicycle Parking

The approved precinct plan should meet and if possible exceed the Parking By-law bicycle parking requirements with ample short-term bike parking located in the public realm.

Sites between bridge columns identified in the illustrative plan as seasonal structures may be suitable to provide rental, storage or repair services for bicycles.

#### 6.5 Utilities

## 6.5.1 Underground Utilities

All proposed and existing above grade utilities will likely be 'undergrounded.' The following Engineering requirements should be followed:

- Utilities require all services to the site to be underground.
- All B.C. Hydro transformation plant including submersible Vista Switches, Pad Mounted Transformers etc, to accommodate a primary service must be located on private property.
- There will be no reliance on secondary voltage from the existing overhead network on the street right-of-way.
- Any alterations to the existing underground/overhead utility network to accommodate the development require approval by the Utilities Management Branch.
- An overview of the immediate area around the site will be completed to determine if there is an opportunity to underground adjacent utilities.

#### 7.0 Public Realm Treatment

## 7.1 Design and Development

Granville Street will function as the high street for the surrounding neighbourhood. Therefore, the design of the public realm should reflect the street's local predominance.

The proponent will be asked to develop a public realm concept design, generally as described below, that incorporates the policies listed below. The public realm strategy for the neighbourhood commercial district will be required to ensure that the precinct achieves an enjoyable character for pedestrians and visitors.

#### 7.1.1 Execution of the Public Realm Plan

The developer will be responsible for detailed design and construction in the execution of this plan, subject to Council approval and consultation with City staff. Further discussion with staff will be necessary in the exploration of additional design upgrades including lighting concepts, celebratory structures, and seasonal visual improvements. An example of these seasonal visual improvements could be large scale banners. Seasonal visual improvements should be designed as demountable structures to ensure ease of maintenance.

#### 7.1.2 Pacific Boulevard 'Great Street' Treatment

The Pacific St. frontage will ultimately be significantly improved, guided by the Council approved 'Great Street' treatment. On the frontages adjacent to the commercial centre multi - way design a 5.3m setback is required for Pacific St. frontages to accommodate the approved concept. The precinct's public realm design should anticipate these improvements in surface material selection and detailing as well as storefront design, entry placement, outdoor display, weather protection and street tree placement.

Please refer to Figure 7 for a cross- section of the adopted Public realm treatment for Pacific Boulevard.

#### 7.2 Public Realm Materials

## 7.2.1 Safety and Quality

The public realm design should meet City standards for safety and maintenance while contributing to the anticipated high quality necessary to distinguish the area as a locally serving commercial centre

The quality of the public realm design and the choice of materials should reflect a balance of City concerns including seeking high quality materials as well as the cost of maintenance.

#### 7.2.2 Sidewalks and Setback Areas

The development proponent should explore interlocking pavers or other special treatments for sidewalks and setback areas adjacent to all building frontages.

Exploration of appropriate road surface material(s), and demarcation methods for denoting crosswalks and parking stalls, will occur with the successful development proponent, in consultation with Planning staff and in consultation and to the satisfaction of Engineering Services staff.

## 7.3 Planting

#### 7.3.1 Species Selection

Careful attention to landscape design, particularly species selection and placement, will be required to ensure viability given the limited solar access.

## 7.3.2 Green Roofs

Opportunities for rooftop landscaping should be pursued where possible.

# 7.4 Lighting

## 7.4.1 Lighting Layers

Five layers of lighting are prescribed for pedestrian amenity and security, as illustrated in Figures 12 and 13.

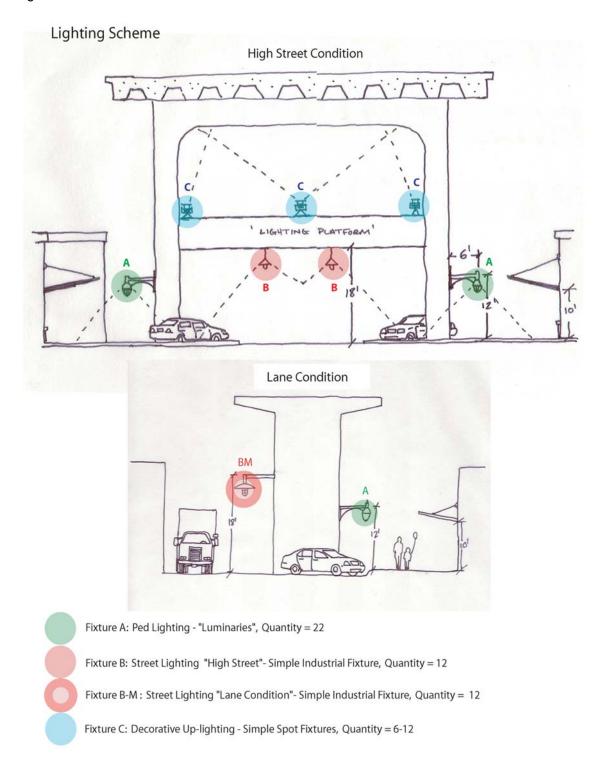
Figure 12 Lighting Plan A Pedestrian Lighting: Quantity= 22 Heritage "luminaire" fixture, mounted with 6ft arms, 12ft high on sidewalk-side of bridge columns Street Lighting: Quantity= 12 Simple industrial fixture, mounted to a lighting bridge suspended between columns Street Lighting: Quantity= 12 Simple industrial fixture, mounted with 6ft arms, 18ft high on street-side of bridge columns **Bridge Up-Lighting**:Quantity= 6-12 Spot fixture, mounted to a

lighting bridge suspended between columns

- 1) *Exterior (Building)* Individual building(s)or groupings should contribute to the overall lighting quality by highlighting facades, or features. Industrial, or marine, fixturing is appropriate for anticipated precinct character.
- 2) Interior (Building) Tenancies should contribute ambient lighting in conjunction with entry and storefront/display systems noting that security screening is not supported. Careful location of interior 24 hour emergency lighting that allows visual surveillance into highly transparent facades should be considered.
- 3) Exterior (Street) "White" street lighting character is encouraged as a design strategy in establishing an inviting precinct character and identity.

  Selection of fixture type(s) and location will be determined in consultation with Engineering Services and Planning staff. Industrial, or marine design quality for fixturing, of a sufficient size and scale for the under bridge environment, is appropriate. Pole mounted lighting should include cut-off shields to minimize impact on nearby residential properties.
- 4) Exterior (Pedestrian) Carefully integrated low level pedestrian lighting into building, planters or other landscape elements will improve the precinct's CPTED performance while highlighting pedestrian pathways to and from the False Creek waterfront.
- 5) Under Bridge A "white light" under bridge lighting strategy, developed in consultation with Engineering Services and Planning staff, will be integral to precinct announcement and identity. Careful attention to minimise glare for nearby residents, while highlighting the bridge structure as a public realm feature, is required.

Figure 13: Light Section



## 7.5 Public Art

#### 7.5.1 Public Art

While not a specific obligation of the development proponent under the approved CD-1, public art as a form of visual screening, signage, storefront design and display is strongly encouraged.

Public realm elements, such as a benches and bicycle racks, will also present design opportunities for public art expression and will further distinguish precinct identity. The district could also showcase community art projects.

## 7.6 Open Space and Recreation

#### 7.6.1 Small recreation spaces for youth

Opportunities may be identified to introduce small pockets of permanent, or interim, recreational space for young people, in consultation with City staff and neighbourhood youth and older residents.

Some sites, which could be developed as part of the initial plan, may be considered for small recreation spaces for youth. While residential uses are not permitted within the precinct as described in the illustrative plan, attention should be given to the security and management of recreational open spaces given their proximity to potential adjacent residential development.

#### 8.0 Environment

It is encouraged that the developer of this project will participate in the Green Building Strategy whereby the buildings on civic land would achieve the equivalent of a LEED Silver building, certification not required.

#### 8.1 Water: Surface and Groundwater Protection

Storm water should be recycled on site, if possible, for irrigation purposes to reduce water use, waste water, and runoff.

#### 8.2 Soils: Retention, Cleansing and Replacement

#### 8.2.1 Provincial and Associated Requirements

Site profiles, Ministry of Environment approvals and legal agreements may be required for all rezonings, subdivision or development applications

#### 8.2.2 Soil quality

Should be improved where necessary to enhance plant growth and improve water quality.

## 8.3 Energy: Conservation and Efficiency

## 8.3.1 Conserve Energy

Building materials, systems and construction methods should be used to conserve energy and reduce long-term operating costs.

#### 8.4 Solid Waste: Reuse and Recycle

#### 8.4.1 Garbage and Recyclables

The management of solid waste, including garbage and recyclables, will be the responsibility of the owner or owner's representative with waste containers being wholly situated within buildings at grade and not on a sidewalk, road or lane

While vehicle access to waste containers is preferred, small containers that can be manually moved to waste management vehicles are acceptable.

To reduce the number of solid waste containers required to service the businesses and to endorse higher density waste management, it will be encouraged that business operators share containers within each building. Further, the use of shared compactors, instead of containers, will be encouraged to reduce the frequency of waste pick-ups. The operating costs associated with shared compactors can be allocated to users by means of a card reader and pin number system, with businesses being charged on a unit basis. This pay-as-you-throw model of solid waste cost allocation encourages waste reduction and recycling. A board, cooperative or other suitable business organizational structure comprised of area business representatives would be established for the purpose of managing capital costs associated compactors, and the responsibilities associated with tendering and administering shared commercial waste hauler contracted services.

#### 8.4.2 Service Limits

To reduce truck traffic volume and frequency of commercial solid waste hauler servicing the area, Engineering will work with the owner or owner's representative to establish the following limitations, as reasonably practical:

- One hauler for the removal of garbage;
- One hauler for the removal of paper products including, but not necessarily limited to old corrugated cardboard (OCC), mixed paper product (MPP) and old newsprint (ONP);
- One hauler for the removal of used grease products; and, a maximum of two additional haulers for the removal of other recyclable materials (e.g. plastics, metals, beverage containers, wood waste/pallets.

Appendix 1 - Local Context























# Appendix 2 - Building References





















Appendix 3 - Character References



















Appendix 4 - Public Realm References













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