



UB-2

POLICY REPORT URBAN STRUCTURE

Report Date: July 7, 2009
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TO: Vancouver City Council

FROM: Director of Planning in consultation with the General Manager of
Engineering Services

SUBJECT: Cambie Corridor Planning Program

RECOMMENDATION

- A. THAT Council approve the Cambie Corridor Planning Program Terms of Reference as included in Appendix A.

OR

CONSIDERATION

- B. THAT should Council wish to direct staff to consider limited and strategically located residential land uses at the north-west corner of the existing property immediately adjacent to the Marine Drive Station (8430 Cambie Street at the south-east corner of the Marine Drive and Cambie Street intersection), Council may wish to approve the Terms of Reference in Appendix A with amendments as outlined in Appendix B which seeks to limit and mitigate the negative implications of residential land uses on the adjacent South Vancouver industrial area.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services recommends approval of Recommendation A.

CITY MANAGER'S COMMENTS

The City Manager recommends approval of Recommendation A.

COUNCIL POLICY

Several City policies and initiatives provide a broad policy framework that will inform and guide the integration of transit and development within the Cambie Corridor Planning Program:

EcoDensity Charter (2008): The City's EcoDensity Charter challenges Vancouver to address change more proactively, and to adapt the city to make it more sustainable, affordable and livable. Key commitments of the Charter that will inform the Cambie Corridor work include the alignment of density, design and land use decisions. A greener, denser city pattern is to be pursued in a way that is smart and strategic, in locations where carbon footprint improvements and environmental gains are highest (e.g. around fixed transit; walkable shopping, employment and amenity areas; district energy sources), and where affordability and livability are also fostered. These commitments have been strongly reinforced by Council in the context of the Greenest City Initiative.

Climate Change Action Plan (2005): The Action Plan states - Continue supporting the principles of smart growth when considering major transportation and land use decisions. Increasing density around rapid transit stations and ensuring that Vancouver's growth includes new employment opportunities are particularly important.

Transportation Plan (1997): The key elements of the Transportation plan include: emphasise the need for increased provision and use of transit; limiting overall road capacity to the present level; maintaining an efficient goods movement network; traffic calming in neighbourhoods; and providing more comfortable biking and walking environments.

CityPlan (1995): CityPlan provides a framework for directing City programs, priorities, and actions. Directions include:

More people will live close to shops, services, and jobs in their neighbourhoods, this will reduce car trips and congestion.

Locate more jobs closer to home. New shops and offices, which up until now might have been spread out along commercial streets, be encouraged to locate in neighbourhood centres where they can be served by transit and reached easily by surrounding residents.

Put transit, walking, and biking ahead of cars to slow traffic growth in their neighbourhoods and improve the environment.

Industrial Lands Policies (1995): In response to increased pressure on the City's industrial land base, Council adopted the Industrial Lands Policies to retain an appropriate land base for the City's industry and service businesses and to meet the needs of port- and river-related industry and city-serving and city-oriented industries. The policies also provide for the strategic and limited consideration of changes to the industrial zoning schedules to achieve other city goals.

City's Response to the Draft Regional Growth Strategy (May 21, 2009): As part of the City's review of the Draft Regional Growth Strategy, Council endorsed the intent of protecting a core regional industrial base. The need to identify strategic industrial land in the region and

to protect it for industrial use through regional regulations -- with the details of the regulatory process to be worked out with all municipalities -- was recognized. The City's response notes that the industrial land use regulation should allow for an acceptable level of flexibility and municipal self-determination, including flexibility for municipalities to permit non-industrial land uses at rapid transit stations, along with criteria for industrial land protection at these locations.

Greenest City Initiative (2009): Many of the 44 "quickstart recommendations for action" outlined in this recent Council initiative highlight opportunities that could be implemented "on the ground" within the Cambie Corridor Planning Program. Key themes that relate to mobility, a cleaner city, green neighbourhoods and a greener economy are just some examples. The initiative notes that to be the greenest city, Vancouver will need to have: a small carbon footprint; clean air; clean water; an abundance of parks and greenspaces; locally produced food; an absence of toxic hotspots; a transport system dominated by walking, cycling, and transit; and compact, mixed-use neighbourhoods.

A number of other planning policies apply more specifically to various precincts within the study area. The specifics of each of these policies documents and details about how they integrate into the Cambie Corridor Planning Program are included in the body of this report. The specific planning policies include:

- Oakridge Langara Policy Statement
- Riley Park South Cambie Community Vision
- Marpole Plan
- Industrial Lands Policy
- Large Format Area (LFA) Rezoning Policy and Guidelines

On June 29, 2006 Council approved the assignment of an Area Planning team to undertake Canada Line Station Area Planning, starting with the Marine Drive Station Area, subject to a report back on work plans, priorities and possible resourcing from other departments.

SUMMARY

This report presents a major planning initiative to develop a land use policy plan for the Cambie Corridor between 16th Avenue and the Fraser River. The plan will focus on opportunities to integrate development with transit along and around the Canada Line to support the City's goals of environmental sustainability, livability and affordability. The program will also, as a first stage, deliver interim rezoning policy that will inform development applications immediately adjacent to existing and planned rapid transit stations along the Corridor. These interim policies may eventually inform development around other existing and planned stations elsewhere in the City, subject to possible further consultation.

The City has received a rezoning application for a significant site located at the southeast corner of Marine Drive and Cambie Street. The applicant's proposal includes a significant residential component which would be divergent from existing City policy and Council's intent - reaffirmed as recently as May 21, 2009 when Council considered the Draft Regional Growth Strategy - to protect core industrial lands while allowing for some flexibility for municipalities to consider employment intensification around rapid transit stations. As outlined in the South Vancouver Industrial Area Issues and Directions report, permitting residential land use in existing industrial areas is not recommended. While commercial and employment-supportive intensification that takes advantage of the rapid transit investment is recommended around the Marine Drive Station, even limited residential land use is not recommended on the site for several reasons including:

- Incompatibility of uses (i.e. the adjacency of the City Waste Transfer Station, Manitoba Works Yard and other existing or anticipated future industrial uses and/or expansions) and associated expected resident complaints and justifiable concerns regarding livability, noise, trucks, odours and other operation-related nuisances. It is anticipated and indeed hoped for that industrial and city-service uses will seek to locate and expand in the industrial area. Such uses are usually considered by residents to be incompatible with residential uses, and even where warnings are involved, residents tend to object to and complain about the continuation or expansion of operations. Such industrial land uses (i.e. waste recycling, energy systems, etc.) are having increased difficulty finding sites within the city that are not “constrained” by concerns of residential nuisance and incompatibility. Thus residents in effect become a “nuisance” to reasonable industrial operations and expansion.
- Destabilization of the industrial land base due to a perceived lessening of industrial expansion viability due to increased residential objections; expectations of other industrial property owners for similar development rights; and the associated impact on surrounding land values.
- The general lack of residential amenities in industrial areas.

A consideration item aimed at facilitating Council’s clarification of the issue of residential development at this location is, therefore, also presented for Council consideration. Although it is not recommended by staff for reasons outlined in this and the South Vancouver Industrial Lands Issues and Directions reports, should Council choose to support the consideration item, it would direct staff to explore, through the planning program, very limited and strategically located residential development on the industrially zoned property immediately adjacent to the Marine Drive Station that is the subject of the rezoning application.

PURPOSE

This report seeks Council approval of the Terms of Reference for a Cambie Corridor Planning Program.

BACKGROUND

The Canada Line transit service is expected to be completed by fall 2009. It is a 19 kilometre rapid transit system that will link Vancouver with central Richmond and the Vancouver International Airport. The line will also connect with existing rapid transit lines in downtown Vancouver and other east-west transit services across the City. It is a large-scale infrastructure project that is anticipated and expected to be a catalyst for development and change in the areas that it services.

The proposed planning program outlined in the Terms of Reference responds to Council’s June 29, 2006 direction to undertake Canada Line Station Area Planning subject to a report back on work plans, priorities and possible resourcing from other departments.

Past intentions and directions for station area planning were based on a “one-station-at-a-time” approach along the Cambie Corridor, with Marine Drive as the first station area identified for review. With such a model, completion of the four station areas would be expected to take six to eight years. However, in order to address opportunities and challenges in a more timely and coordinated manner, and to realize efficiencies in plan delivery, the approach has been reconsidered to focus on a corridor, rather than a node

context. The geographic scope of the study is centred along Cambie Street from the Fraser River in the south to 16th Avenue in the north (i.e. the “Cambie Corridor”). The approach provides for the coordinated review of land use, amenities, services and infrastructure throughout the corridor. The proposed approach represents a more appropriate context and scale of planning consideration while realizing overall efficiencies in plan delivery.

DISCUSSION

A. Program Description

Recommendation A is to adopt the Terms of Reference (attached as Appendix A) that sets out a phased planning program that will result in:

Phase One:

- corridor and station area planning principles
- interim rezoning policy that will inform development applications adjacent to existing Canada Line stations along the Cambie Corridor so that such applications can be considered while the full Cambie Corridor Planning Program is being completed

Phase Two:

- a policy plan for key sites and arterials along the Cambie Corridor that includes detailed consideration of land use, density, built form, public realm improvements and an amenities strategy

Phase Three (optional and subject to subsequent Council authorization):

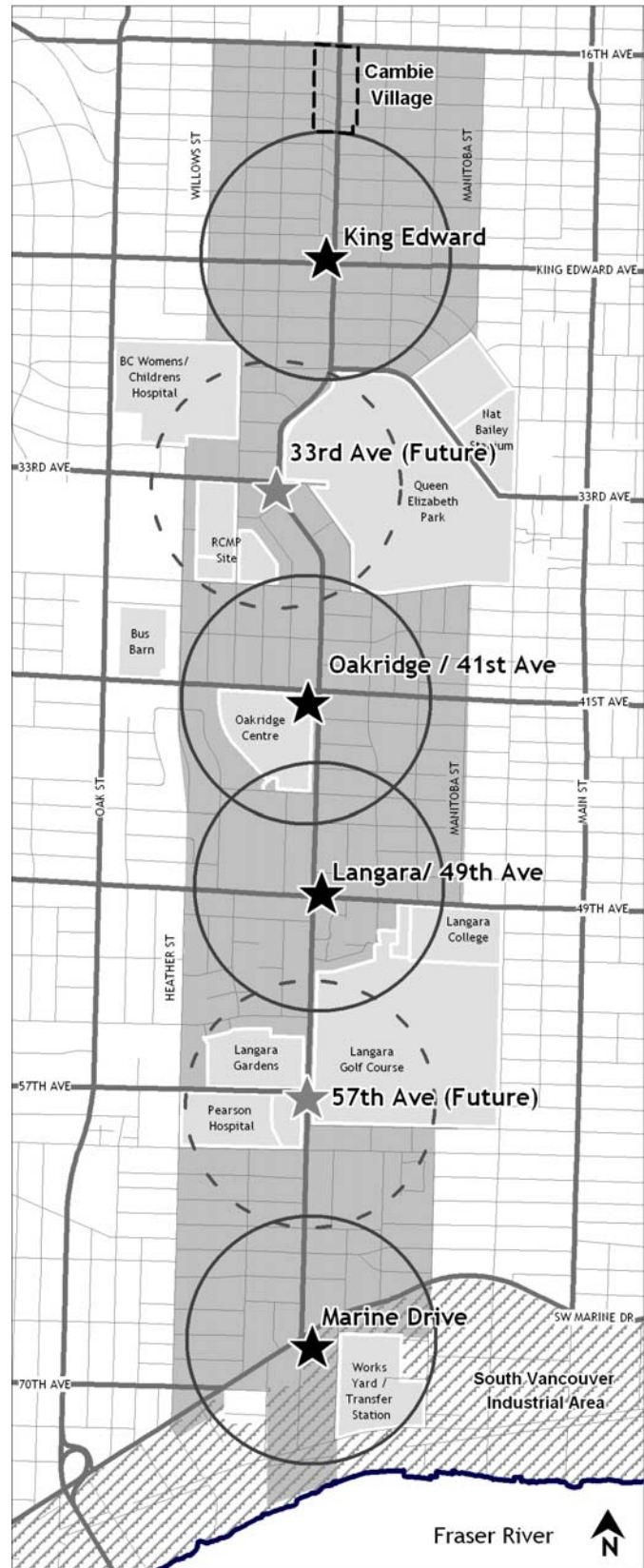
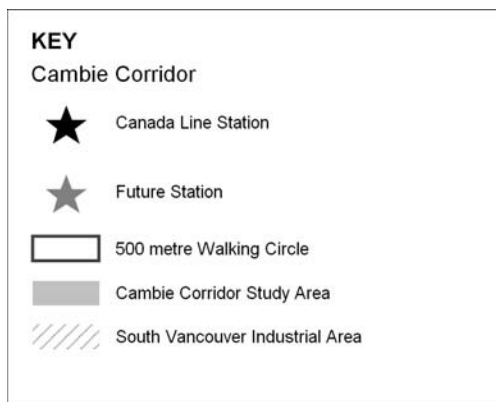
- a policy plan for surrounding transit-influenced neighbourhoods that includes detailed consideration of land use, density, built form, public realm improvements and an amenities strategy.

The Terms of Reference provide a detailed description of all aspects of the study. An overview is provided on the following pages.

B. Study Area

The study area (the “Cambie Corridor”) is the area outside of the Central Area and in proximity to four new Canada Line Stations - generally the area southward from 16th Avenue to the Fraser River, centred along Cambie Street (see map, right).

The map also shows a 500 metre walking circle around each station. Typically, planning around transit stations has focused on an area within a 5-minute walk from the station (approximately 500 metres). Research shows that people are generally willing to walk approximately five minutes to a minimal level of transit (i.e. a bus stop), although willingness to walk farther distances increases with the quality and frequency of the transit service as well as the quality of the intervening built environment. Based on community consultation and Council consideration, the study boundaries may be broadened to reflect longer walking distances.



C. Approach

In order to address opportunities and challenges in a coordinated manner, the approach will be corridor-focused, centred on Cambie Street from the Fraser River in the south to 16th Avenue in the north (i.e. the "Cambie Corridor"). The approach provides for the coordinated review of land use, design, amenities, services and infrastructure throughout the corridor, realizing overall efficiencies in plan delivery. This does not imply that planning solutions will be the same throughout the whole corridor but only that the geography of potential influence is more appropriately linear, defined by connections to and along the corridor.

Planning for the corridor will explore opportunities to integrate development and land use with walking, cycling and transit infrastructure throughout the study area, and not just at the new station sites. Although at first glance this might be perceived as a transit-focused planning program, its approach will be in keeping with the Vancouver Transportation Plan's prioritization of walking, cycling and transit (in that order). Accordingly, the planning and design work will consider walkability and cycling as essential influences within this corridor of mobility and accessibility. Rather than competing with transit, this approach is expected to augment transit, as "every transit trip starts and ends with your feet." Policies related to housing, employment and environmental sustainability will be explored. Corridor planning also provides for the coordinated review and delivery of services and infrastructure along the entire corridor, recognizing the relationship between land use patterns, population growth, infrastructure and amenities.

The program is phased to provide key deliverables at distinct milestones in the process. The outcomes and timing of each phase are briefly summarized below.

Phase 1 (expected completion - Fall 2009):

This phase will produce corridor and station area planning principles and interim rezoning policy to rapidly inform development applications in locations immediately adjacent to existing stations along the Cambie Corridor. Once considered and adopted by Council, this policy will provide an overall planning context that can immediately guide development applications in advance of the completion of more detailed planning.

Phase 2 (expected completion - Fall 2010):

This phase will produce:

- policies (land use, design, built form) for strategic sites along the corridor (Core Areas),
- a coordinated strategy for the entire corridor (i.e. public benefits/ amenity strategy, servicing strategy, transportation plan), and
- a discussion paper on issues and opportunities in the surrounding transit-influenced neighbourhoods.

Optional Phase 3 (expected completion - Fall 2011):

Following Council's review of the discussion paper in Phase 2, staff will seek to finalize the scope and details of Phase 3 for Council's consideration. This phase will produce development policy for surrounding neighbourhoods within the vicinity of the transit corridor (Transit-

Influenced Areas). The coordinated corridor strategy is expected to evolve and respond to the planning analysis of the surrounding transit-influenced neighbourhoods.

D. Considerations Relative to Existing Policy and Visions

The Terms of Reference provide direction on key policy issues, specifically identifying what land use and housing form options will be considered as part of the process. Details of the program parameters are included in the Terms of Reference. A summary of the relationship with existing policy and Community Visions follows.

Existing Industrial Lands in the Study Area:

In 2006, Council directed staff to determine an appropriate scope for a review of land use policies in the Marpole industrial area. To inform this work, the geographic scope was expanded to include the larger South Vancouver Industrial Area, and trends and issues in industrial lands from a city-wide perspective have been considered. Given the imminent opening of the Canada Line rapid transit line and that job location is one of the most significant drivers of transit ridership, the review of the South Vancouver Industrial Area was considered within the context of the completion of the Marine Drive Station. This work is presented in the report: South Vancouver Industrial Areas Issues and Directions.

The background work included a review and analysis of:

- existing and emerging City and Metro Vancouver policy;
- recent market data and trends;
- historical and existing industrial land supply;
- BC Assessment data; and
- Statistics Canada data.

In addition, a comprehensive survey, sent to all businesses in the South Vancouver Industrial area, was completed by the City in January 2009. The objective of the survey was to develop an understanding of business activities, characteristics, preferences and future goals. Background data collection, research and initial analysis are now complete and the findings include the following:

City-Wide Findings

- Industrial lands are a critical component of a functioning and self-sustaining City and diverse economy, supporting other businesses and sectors.
- Locating industrial uses within close proximity to suppliers, customers and workers, contributes to sustainability in several ways, including reducing traffic congestion and greenhouse gas emissions.
- Industrial lands provide important space for jobs, including green jobs.
- Historically, the supply of industrial land within the city has declined over time. Between 1968 and 2008, the supply of industrial land has declined from approximately 2,400 acres to 1,677 acres which represents a 30% reduction. In response, the City adopted the Industrial Lands Policy in 1995 to protect and support its industrial lands. Despite these policies, the City continues to experience ongoing pressure to convert industrial land to retail, housing and office.
- Demand for industrial lands has remained consistent and is expected to grow due to a desire for locations with easy access to the City's customers, suppliers and labour pool.

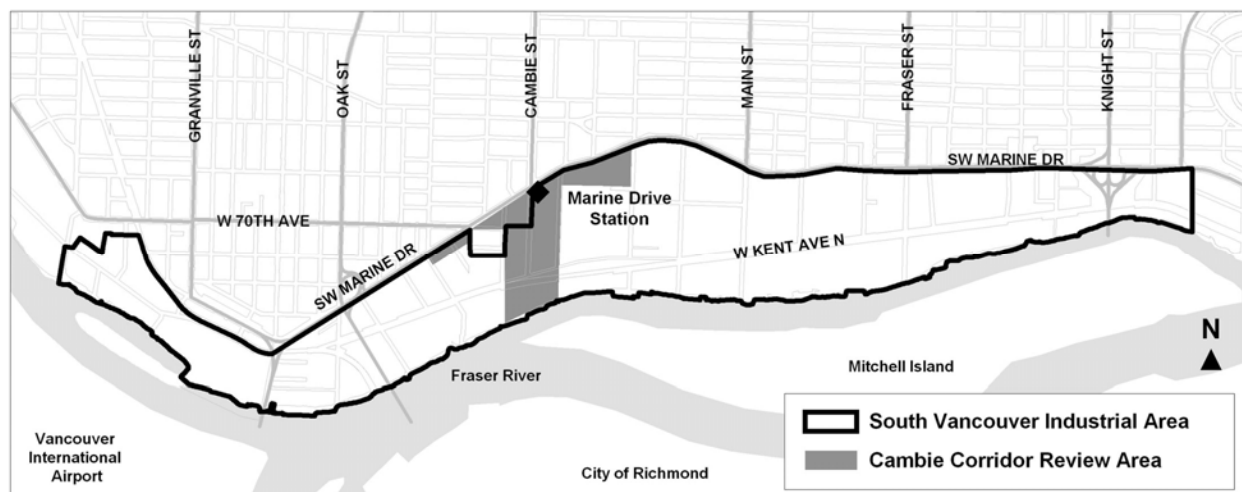
- A limited supply of and increasing demand for industrial land are reflected in relatively high land prices and low vacancy rates by industrial standards (1.7% for the first quarter of 2009). Industry analysts note that a vacancy rate around 4% is considered balanced.
- Industrial uses are generally incompatible with residential and commercial uses and they require relatively lower land values to remain economically viable. Allowing more intensive and alternative higher value land uses in industrial areas tends to promote development speculation and introduces adjacency conflicts. This will eventually destabilize and potentially displace industrial uses.

South Vancouver Industrial Area Findings

- This industrial area supports over 10,000 jobs (3% of all jobs in the City and 22% of all industrial jobs in the City). Generally, businesses are small-scale, with fewer than ten employees, and having a focus in manufacturing, wholesale, distribution, repair, construction and retail.
- Overwhelmingly, owners and tenants in the South Vancouver Industrial Area believe the area is a good place to locate their businesses (95% provided this response in a survey sent to all owners and tenants).
- The South Vancouver Industrial Area represents the largest share of industrial land amongst industrial areas in the City. It is also the most affordable and offers significant opportunity for development of new industrial businesses.
- The South Vancouver Industrial Area is strategically located to take advantage of road, airport, transit, water and rail connections and provides close connections to customers, suppliers and employees.

The findings make it evident that unique industrial areas such as the South Vancouver Industrial Area are vital for the kind of diverse economic base that will continue to make Vancouver a sustainable, economically resilient city. Nonetheless, while protecting the industrial land base is principally important, it is also important to consider other City goals such as supporting rapid transit investments by facilitating a higher intensity of ridership-supporting uses around stations.

Accordingly, the recommended approach that reconciles city-wide (and regional) industrial policy, rapid transit goals and the findings of the background work is to confirm the existing industrial zoning in South Vancouver, except for a limited area located in close proximity to the Marine Drive Station where opportunities will be reviewed for more intensive forms of employment generating development as part of this Cambie Corridor Planning Program (see map below).



In the South Vancouver Industrial Area, this would provide for a review of strategically located and designed non-industrial, non-residential, job-intensive uses at higher densities and in more urbane forms and designs in close proximity to the Marine Drive transit station. For the remainder of the South Vancouver Industrial Area, it is recommended that the existing industrial zoning be retained. Where possible, land use and other policies would strive to limit the physical ability for further non-industrial expansion into the industrial areas along the Fraser River.

Residential uses will not be considered on any existing industrial land in South Vancouver for several reasons including:

- Significant concern regarding incompatibility of uses and associated expected resident complaints and justifiable concerns regarding livability, noise, trucks, odours and other nuisances. Examples of uses incompatible with residential uses include the City Waste Transfer Station, the City Manitoba Works Yard (which operates from 7 a.m. to 1 a.m. to maintain and outfit heavy equipment and vehicles, and runs 24 hours a day during snow events), and other existing or anticipated future industrial uses and/or expansions. It is fully anticipated that industrial and city-service uses considered by residents to be incompatible with residential uses, will seek to locate and expand in the industrial area. Such uses (i.e. waste recycling, energy systems, etc.) are having increased difficulty finding sites within the City that are not constrained by concerns of residential nuisance and incompatibility. This could have a growing effect on the city's diverse economy, jobs and environmental sustainability. It is counter-intuitive, but accurate to note that in this context, it tends to be the resident that is the potential nuisance to the industrial operators -- either existing or anticipated future operators -- even where warnings are provided.
- Destabilization of the industrial land base due to a perceived lessening of industrial expansion viability due to increase residential objections; expectations of other industrial property owners for similar development rights; and the associated impact on surrounding land values.
- The general lack of residential amenities in industrial areas.

This parameter is particularly relevant for the site immediately adjacent to the Marine Drive Station (8430 Cambie Street). On April 2, 2009 staff received a rezoning application from Busby Perkins + Will on behalf of the PCI Group. The applicant has proposed a mixed use development that includes a significant component of residential floor space.

While staff support the commercial and employment-generating intensification of this particular site to support the rapid transit investment and ridership, residential uses are not recommended for the reasons outlined. It is staff's view that providing more job intensive uses in close proximity to the station would have significantly less of a destabilizing effect on surrounding industrial uses than residential uses would. Job intensive uses would avoid residential complaints and the destabilizing effect of higher land values both of which would be detrimental to the neighbouring industrial activities. To date, and during the period when this site was for sale, staff consistently advised inquirers (including the current owner) that the existing City policy of not supporting consideration of residential within the industrially zoned lands south of Marine Drive would continue to apply.

Through the Cambie Corridor planning process, it is expected that the precinct around the Marine Drive station will be envisioned as a more complete community with an array of land

uses that includes commercial (office), retail, industrial, entertainment and residential activities, all within close proximity to transit. It is further anticipated that Marine Drive will continue to be a physical boundary between an area having a unique mix of uses that includes residential on that portion north of it and an area having a different mix of uses that includes industrial yet excludes residential activities in that portion south of it. Once the land use parameters are established, vitality and safety ("eyes on the street") will be fostered through the sensitive organization, orientation and design of the various activities in a way that maximizes synergies and minimizes conflicts.

Riley Park South Cambie Community Vision:

Core Areas -- defined as strategic sites that are generally located adjacent to rapid transit stations and are along arterials -- are exceptionally well-suited to meet transit-oriented objectives and City goals for environmental sustainability, livability and affordability. Specifically for those key locations, therefore, it is proposed that the planning program consider and consult on higher density and potentially taller housing types than were specifically contemplated in the Riley Park South Cambie Vision which was sanctioned by Council on November 1, 2005.

For clarity, the exploration of these forms will only be considered in Core Areas. Development forms that were Not Approved or were Uncertain as well as other options not specifically considered during the Community Vision process will be contemplated for the Core Areas. For all other areas within the scope of the Cambie Corridor Planning Program and the Community Vision boundary, the Directions outlined in the Riley Park South Cambie Community Vision will guide the scope of housing form consideration.

Oakridge Langara Policy Statement:

The Oakridge Langara Policy Statement states that "In the event of a rapid transit link to Richmond, [staff will] evaluate areas around potential station locations to determine whether additional sites should be considered for changes in land use and/or density." This statement provides flexibility in considering a broad range of density, height and housing types as part of the Cambie Corridor planning program. The 41st Avenue and the 49th Avenue (Langara) transit stations are located within the geographic scope of the Oakridge Langara Policy Statement.

Large Sites in the Study Area:

Should planning work for large Sites in the study area (i.e. BC Women's and Children's Hospital, RCMP site, Pearson Hospital, Langara Gardens, Little Mountain) get underway during the Cambie Corridor Planning Program, these will be considered as part of separate major projects planning processes, with separate Terms of Reference approved by Council. However, where possible and appropriate, this planning program will coordinate and review linkages related to infrastructure, servicing and amenities necessitated by new development on the large sites. The principles and general directions developed for the Cambie Corridor are also expected to inform such planning exercises.

Marpole Plan:

The Marpole Plan (1979) does not currently contemplate land use change within existing single family neighbourhoods within its boundaries. However, given the provision of rapid transit service which was never contemplated when the Marpole Plan was adopted, it is proposed that the Cambie Corridor work review a range of densities, heights and housing types within existing residential neighbourhoods in the vicinity of the Marine Drive (Marpole) transit station.

E. Public Involvement in the Planning Process

The consultation process will include and involve a broad range of interested parties: local residents, citizens from across the City, property owners, workers, volunteers, business owners, transit and mobility stakeholders (including Translink and Metro Vancouver interests) real estate development interests, academics and other stakeholder groups. It will also provide for an array of participation opportunities, from active involvement to providing information.

A key component will be the formation of Advisory Groups to provide advice at appropriate stages throughout the program. The consultation program and Groups are structured to provide both local knowledge and input as well as an overall city-wide perspective. Staff will seek nominees and assemble a wide cross-section of interests to serve on the Advisory Groups.

A comprehensive list of interested organizations, public agencies, firms, institutions, and individuals will be kept informed and will be asked to express opinions at key points. Working in consultation with the Communication Department, the program will utilize a variety of media to update the public on background information and products of the study at each step. Open houses, charrettes, workshops and staff presentations at meetings of key organizations are planned. New and innovative techniques may be discussed or piloted. Recognizing the ethnicity and language profile of the study area, the program will also include culturally appropriate engagement strategies, including translation services.

The Planning study team will work closely with other City departments including Engineering, Sustainability, Housing, Social Planning, Rapid Transit Office, Parks, Heritage, Cultural Services, Real Estate Services and Communications. A coordinated approach among various work units will ensure information sharing throughout the study and facilitate a comprehensively considered product.

CONSULTATION

The following groups, residents and stakeholders have been consulted in the development of this report:

Vancouver Economic Development Commission

The Vancouver Economic Development Commission (VEDC), an agency of the City of Vancouver, has reviewed this Cambie Corridor Planning Program report and, consistent with the staff recommendation, supports recommendation A. Further, consistent with the staff recommendation, the VEDC does not support Consideration B of this report. In summary, as also outlined in the South Vancouver Issues and Directions report, the VEDC's recommendations are based on three economic development priorities:

1. preservation of industrial lands for employment activities that are not readily integrated into other parts of the city;
2. creation of thriving mixed commercial/ residential use economic “hubs” that increase economic activity, reduce GHGs, increase livability and serve their surrounding, predominantly residential areas; and
3. making maximum use of high quality transit to foster “hub” growth and provide optimal financial return on transit investments.

The complete comments of the VEDC, related to both the Cambie Corridor and South Vancouver Industrial Area, can be found in Appendix C.

Community Open Houses

Two Open Houses were held in June 2008 to gain an initial understanding of resident and stakeholder issues or concerns relating to the Marpole Industrial and Marine Drive Station Areas. Approximately 170 people attended the Open Houses. Generally, the need for industry and a more diverse mix of business types within the area was recognized as was the need for higher intensity development immediately around the station area. Attendees at the Open House identified a number of themes that they felt should be addressed through the planning work which included improved access to the river, opportunities for enhanced parks and open spaces, traffic mitigation, consideration of safety and security issues and consideration of community amenities and services.

South Vancouver Industrial Lands Survey

A comprehensive survey was sent to all businesses in the South Vancouver Industrial area (595 surveys were mailed out) and was completed in January 2009. The objective of the survey was to develop a better understanding of business activities, characteristics, preferences and future goals. Results of the survey are summarized in the report dated July 7, 2009, titled “South Vancouver Industrial Area Issues and Directions.”

Notification

As also outlined in the South Vancouver Industrial Area Issues and Directions report, a letter has been sent to all industrial businesses in the South Vancouver Industrial Area, advising them of staff’s recommendation, the anticipated meeting date at which the recommendation will be considered as well as instructions on how to address Council. In addition, interested groups including the National Association of Industrial and Office Properties (NAIOP), Port Metro Vancouver, Board of Trade, Urban Development Institute, Vancouver Airport Authority, Translink and affected citizen’s groups (i.e. Marpole Area Network and members of the Riley Park South Cambie Community Vision Implementation Committee) have been advised of the staff recommendation and anticipated meeting date.

FINANCIAL IMPLICATIONS

The staff team, plus all program costs, are funded in existing operating budgets through reallocation of workloads and priorities.

PERSONNEL IMPLICATIONS

In order to deliver this program within the prescribed time frames, staff may need to be reallocated from other planning projects as needed. Staff from other departments may also

need to be re-allocated on an as needed basis. If this proves to not be possible, key dates may need to be reconsidered.

ENVIRONMENTAL IMPLICATIONS

Sustainable and progressive planning around rapid transit stations and along the Cambie Corridor represents an exceptional opportunity for Vancouver to advance on its longer term aspirations to be the “greenest” city in the world.

SOCIAL IMPLICATIONS

Planning around rapid transit stations and along the Cambie Corridor provides an opportunity to address priorities for housing affordability, strong, safe and inclusive communities, as well as opportunities to provide important job space to foster creative capital and a growing economy

IMPLEMENTATION PLAN

The Planning and Communications Departments will work collaboratively to develop appropriate communications and engagement strategies as part of the consultation program at key points of the program.

COMMUNICATIONS PLAN

The Planning and Communications Departments will work collaboratively to develop appropriate communications and engagement strategies as part of the consultation program at key points of the program.

CONCLUSION

The Cambie Corridor Planning Program will produce both interim policies and a long term land use policy plan for the Cambie Corridor outside of the Central Area. The program will focus on opportunities to integrate development and mobility with the Canada Line to meet the City’s goals of environmental sustainability, livability and affordability.

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APPENDIX A

Cambie Corridor Planning Program Terms of Reference

July 7, 2009

DRAFT



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1.0 Introduction

As Vancouver continues to grow and develop, the City's collective well-being will be affected by its ability to respond to three key challenges:

- How can we develop in a way that reduces our impact on the environment?
- How can we develop in a way that maintains our livability?
- How can we develop in a way that improves affordability?

Traditionally, Vancouver has sought to respond to all of these challenges. Policies, plans and incremental decisions have provided a framework to achieve a city of livable, diverse neighbourhoods and compact, mixed use communities.

Through experience and from observing other cities throughout the world, Vancouver has learned several lessons on important elements of city building. The successful integration of land use and transit, particularly a density of uses and activities around key corridors, is a vital and necessary component of an environmentally sustainable city that responsibly responds to climate change and fosters livability and affordability.

Within this context, the completion of the Canada Line in 2009 provides a tremendous opportunity. The Canada Line is a 19 kilometre rapid transit system that will link Vancouver with the Vancouver International Airport and central Richmond. The line will also connect with existing rapid transit lines in downtown Vancouver and other east-west transit services in the City. Recognizing that rapid transit is a catalyst for significant growth and change in the city and region, planning for the areas along the Canada Line will seek to meet the City's objectives of integrating transit with development, providing land uses and activity that support the investment in the transportation infrastructure.

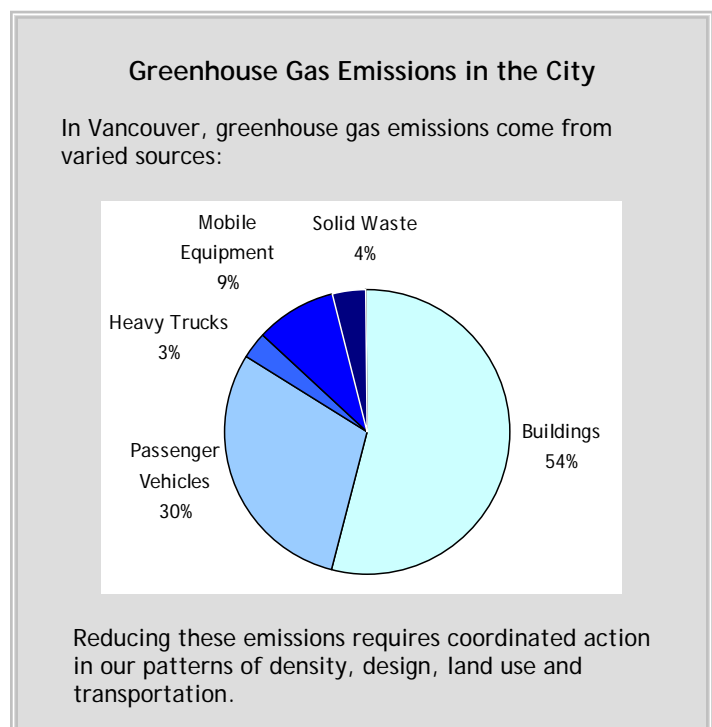
1.1 Environmental Challenges

Climate change is the most significant long-term environmental threat to our City's future¹. It is largely caused by the emission of greenhouse gasses (GHGs) that are released into the atmosphere when fossil fuels are burned to heat our homes and power our vehicles.

To respond to these challenges, the City of Vancouver has established the following GHG targets throughout our community:

- 6% reduction by 2012,
- 33% reduction by 2020 (compared to 2007 baseline),

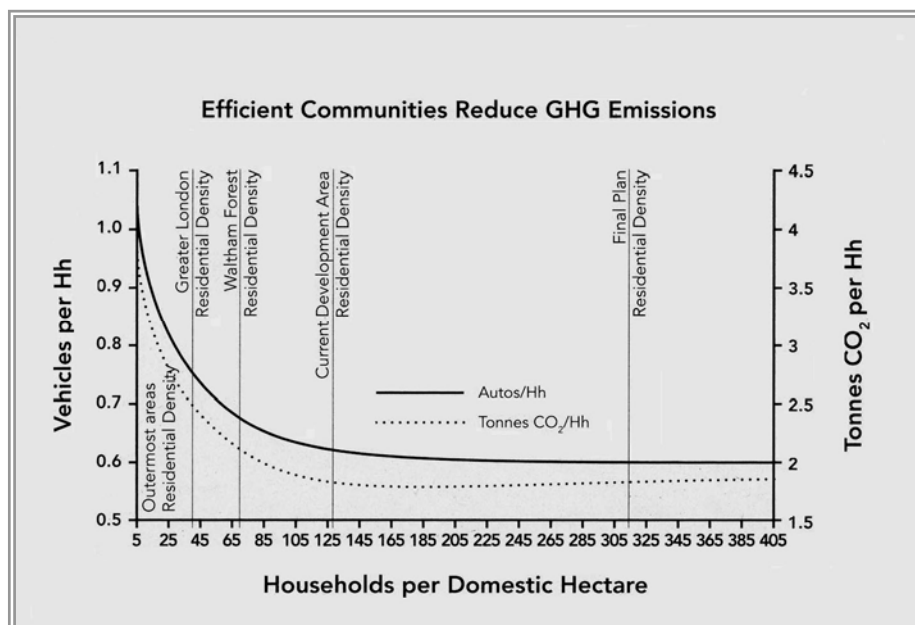
¹ EcoDensity, 2008



- 80% reduction by 2050, and
- All new construction in Vancouver be GHG neutral by 2030².

Rapid and deep action will be required to meet these targets. In this regard, transit supportive development can help Vancouver respond to the challenges of climate change.

By strategically locating transit supportive uses and density along transit corridors, the City can significantly contribute to GHG reductions. As exemplified by the chart below, a growing canon of research has emerged which correlates higher density, walkable communities with reduced GHG emissions.



Source: Dittmar, 2008. *Transport and Neighbourhoods*.

The research tells us that higher density building forms are more energy efficient, have smaller carbon footprints on a per unit basis and make more efficient use of space. By providing alternatives to the automobile, vehicle trips are reduced, further impacting emissions.

² City of Vancouver, Climate Protection Progress Report, 2007. Unless otherwise stated all targets use 1990 as a baseline.

1.2 Livability

Vancouver's continued livability and affordability must be fostered in order for us to progress successfully, resiliently and sustainably. The integration of development around rapid transit can help achieve these goals.

Development that successfully integrates a denser mix of housing with transit and key amenities such as shopping, local gathering places, community facilities and civic spaces makes the neighbourhood more livable and enables those of different life stages, income levels and abilities to grow and age in place. It also supports a healthier lifestyle as those who live, work and visit the area can choose walking, biking and public transit as alternatives to the automobile.

1.3 Affordability

Housing affordability in Vancouver is a growing challenge. This is reflected by the limited supply of affordable housing and increasing rental rates and house prices. New housing around transit can increase housing choice and supply. A concentrated urban form, integrated with effective transportation options can provide a variety of housing forms, sizes and tenures, including rental housing. Living close to transit in a pedestrian friendly, amenity rich environment also reduces the need for an automobile, freeing up overall household income.

2.0 Cambie Corridor

2.1 Overview

The Canada Line and development around it can contribute to a city of neighbourhoods connected by convenient, viable transportation alternatives that meet residents' needs as places to live, shop, play and feel part of a community. Recognizing that rapid transit is a catalyst for significant growth and change in the city and region, any future planning policy work must be timely and managed in order to effectively integrate land use, urban design and transportation planning.

Past intentions and directions for station area planning were based on a "one-station-at-a-time" approach along the Cambie Corridor, with Marine Drive as the first station selected for review. With such a model, completion of the four station planning areas would be expected to take six to eight years. However, in order to address opportunities and challenges in a more timely and properly coordinated manner, and to realize efficiencies in plan delivery, the approach has been reconsidered to focus on a corridor, rather than a node context, centred on Cambie Street from the Fraser River in the south to 16th Avenue in the north (i.e. the "Cambie Corridor"). The approach provides for the coordinated review of land use, amenities, services and infrastructure throughout the corridor. The proposed approach represents a more appropriate context and scale of planning consideration while realizing overall efficiencies in plan delivery.

Characterized in part by a unifying heritage boulevard, Cambie Street has evolved into a key corridor that includes unique shopping areas and distinctive districts, with transit as the focal point for access and mobility. The planning approach for the corridor will integrate development with the linkages and connections afforded by the transit investment. In doing so, the plan will not only take advantage of the improved mobility provided by the rapid transit, but on the potential for activity, development and convenience throughout the corridor.

The plan will also emphasize walking and cycling trips, especially those integrated with transit, representing a mobility perspective more than a transit perspective. The approach will be in keeping with the Vancouver Transportation Plan's prioritization of walking, cycling and transit (in that order). Accordingly, the planning and design work will consider walkability and cycling as essential influences within this corridor of mobility and accessibility. Rather than competing with transit, this approach is expected to augment transit, as "every transit trip starts and ends with your feet."

Further, the approach does not imply that planning solutions will be the same throughout the whole corridor but only that the geography of potential influence is more appropriately linear, defined, in part, by connections along and across the corridor.

2.2 Study Area

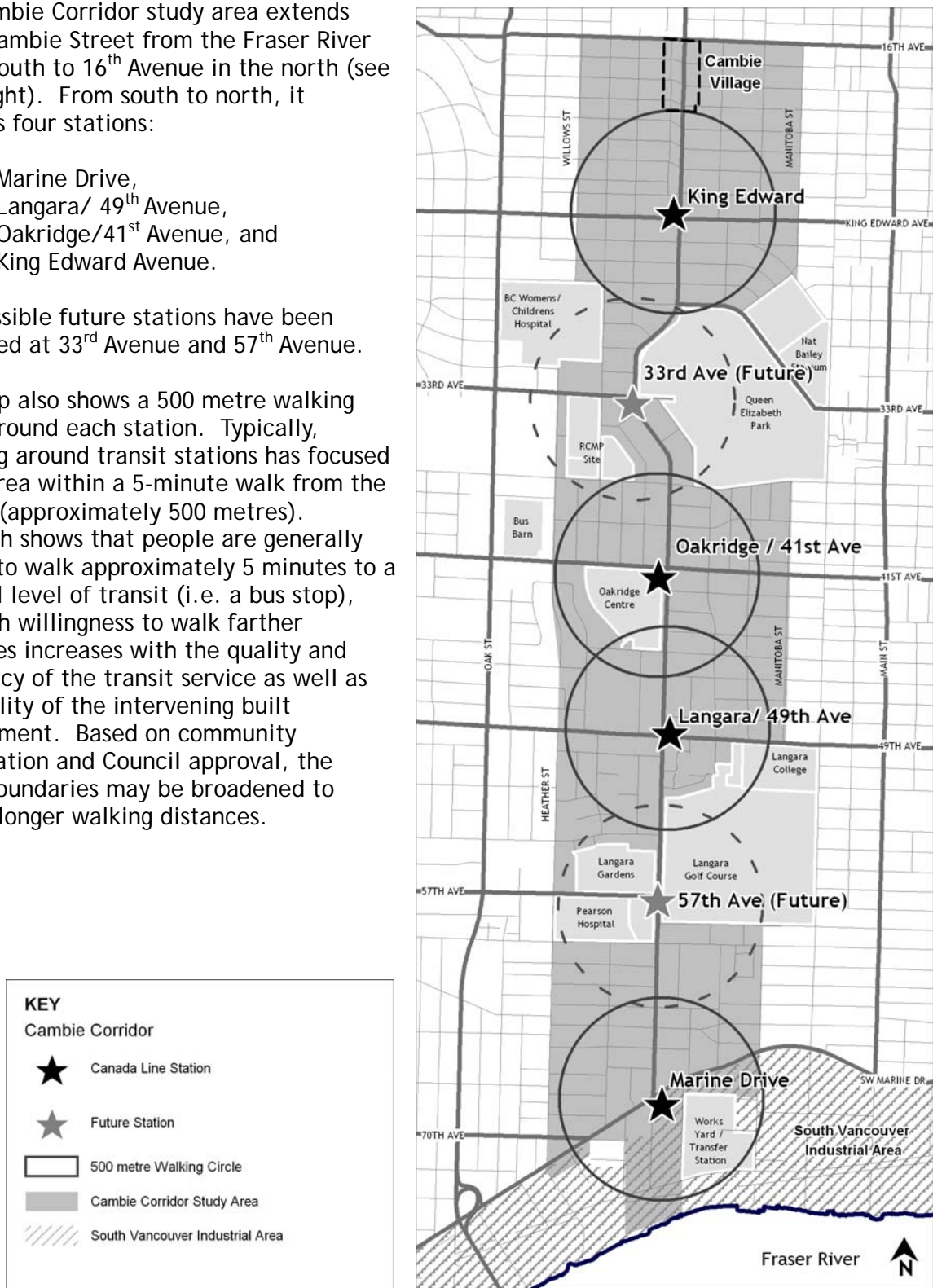
The Cambie Corridor study area extends along Cambie Street from the Fraser River in the south to 16th Avenue in the north (see Map, right). From south to north, it includes four stations:

- Marine Drive,
- Langara/ 49th Avenue,
- Oakridge/41st Avenue, and
- King Edward Avenue.

Two possible future stations have been identified at 33rd Avenue and 57th Avenue.

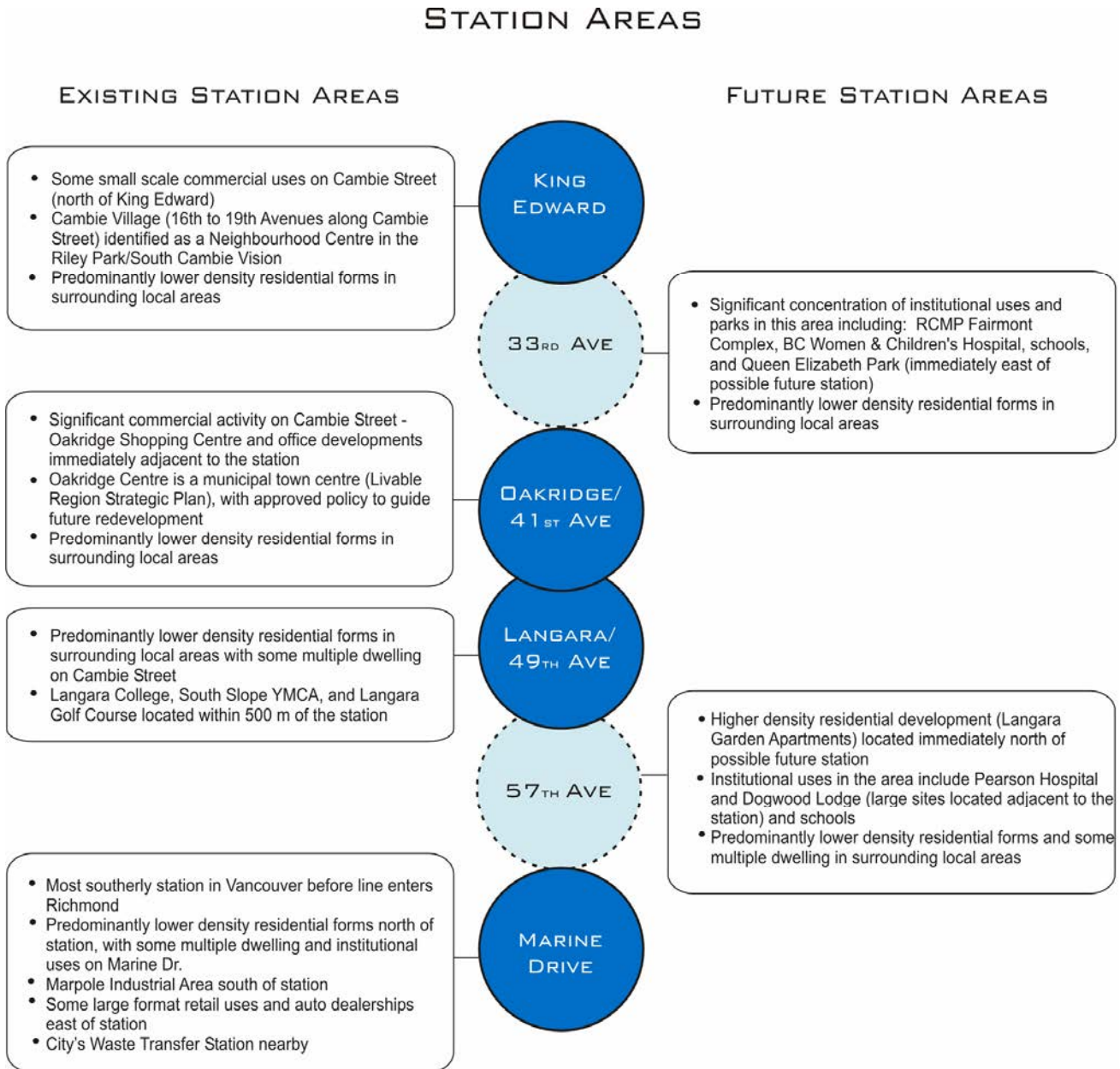
The map also shows a 500 metre walking circle around each station. Typically, planning around transit stations has focused on an area within a 5-minute walk from the station (approximately 500 metres). Research shows that people are generally willing to walk approximately 5 minutes to a minimal level of transit (i.e. a bus stop), although willingness to walk farther distances increases with the quality and frequency of the transit service as well as the quality of the intervening built environment. Based on community consultation and Council approval, the study boundaries may be broadened to reflect longer walking distances.

Map A: Cambie Corridor Study Area



Key characteristics of each station area (both existing and possible future stations) are described below:

Figure 1: Station Area Characteristics



3.0 Program Process and Deliverables

3.1 Overview

The Cambie Corridor Planning Program will deliver a variety of policies related to housing, employment, public realm improvements and environmental sustainability. Given the size of the planning area and the broad scope of the work, the program is broken into distinct phases to provide key deliverables at appropriate milestones and to achieve efficiencies in program delivery.

The three phases of the program are as follows:

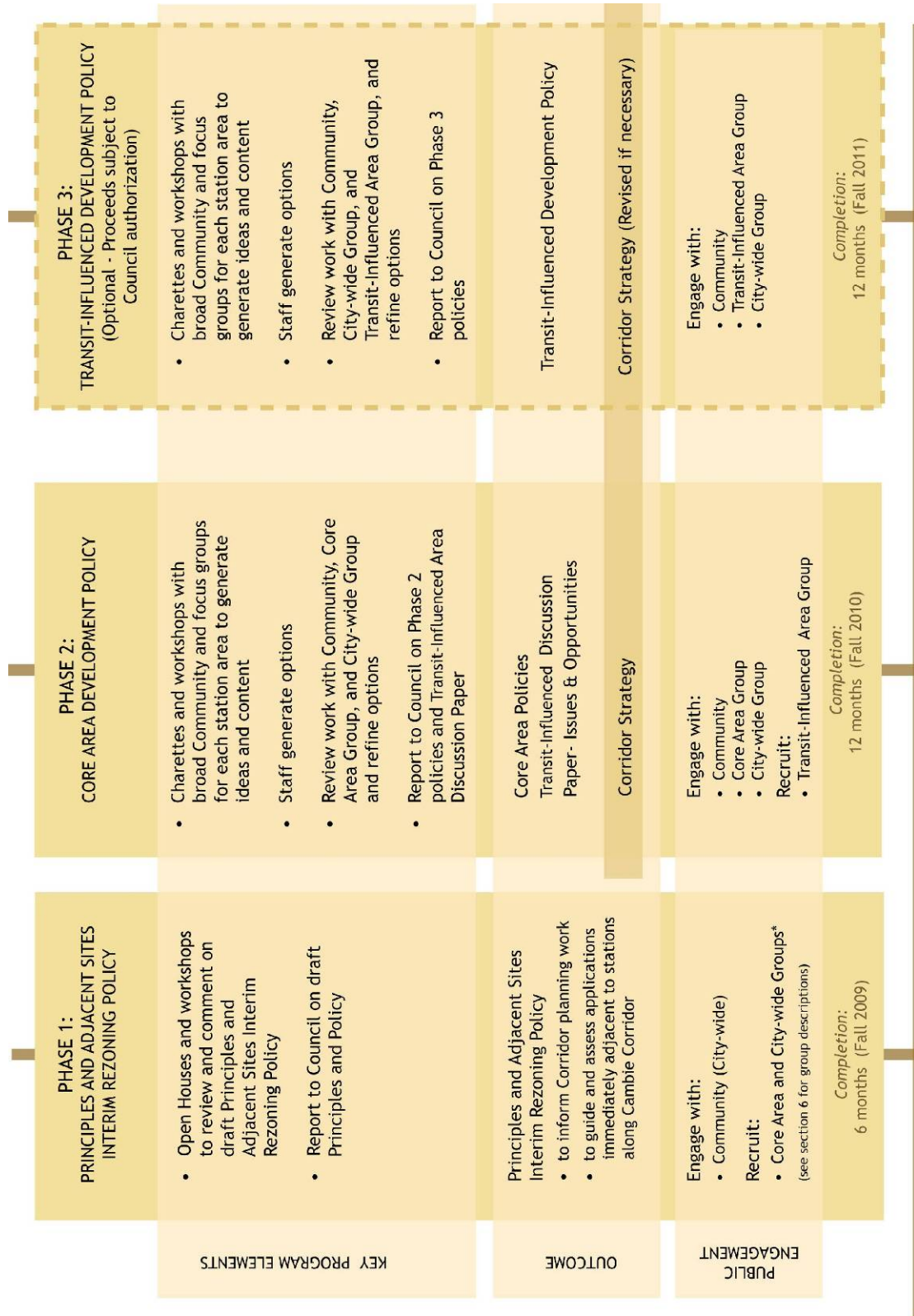
Phase 1: Principles and Adjacent Sites Interim Rezoning Policy

Phase 2: Core Area Development Policy

Phase 3: Transit Influenced Development Policy

The three phases of the program including the program elements, outcomes, timing and expected points of engagement are summarized in the diagram on the following page (Figure 2). Specific details of each phase follow.

Figure 2: Summary of Cambie Corridor Planning Program Phases



3.2 Phase 1 - Principles and Adjacent Sites Interim Rezoning Policy

Existing City policies, plans and charters already provide the framework for planning with transit as a defining element. For example CityPlan, the Community Climate Change Action Plan, the EcoDensity Charter and the Transportation Plan all provide direction on how to build communities that take advantage of the opportunities enabled by transit. In addition to existing policies, much can also be learned from other cities where innovative policies around development and transit have been produced.

The draft Principles and Adjacent Sites Interim Rezoning Policies outlined in Attachment 1 facilitate a starting point to the public engagement, and are not considered complete or approvable at this point. They bring together existing Vancouver policy and best practices from other cities in the context of the integration of transit and development. They are intended to facilitate an eventual framework for comprehensive planning with transit as a focal point. In doing so, their eventual contents would strive to meet the City's objectives of integrating transit with development while prioritizing walking and cycling.

Deliverable:

In this phase, staff will host a series of Open Houses and Workshops with the community to review, discuss and ultimately refine the draft Principles and Adjacent Sites Interim Rezoning Policy. Following the community review, staff will prepare finalized Principles and Adjacent Sites Interim Rezoning Policy for Council consideration.

Once considered and adopted by Council, the Principles will carry through the next phases of corridor work, and the Adjacent Sites Interim Rezoning Policy will provide a framework that can immediately begin to inform development applications at key sites immediately adjacent to stations (shown on Map B, following page) in advance of more detailed planning.

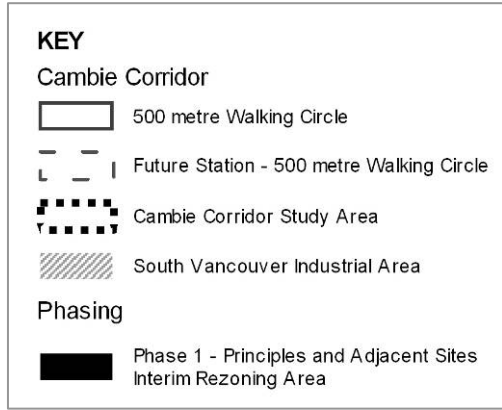
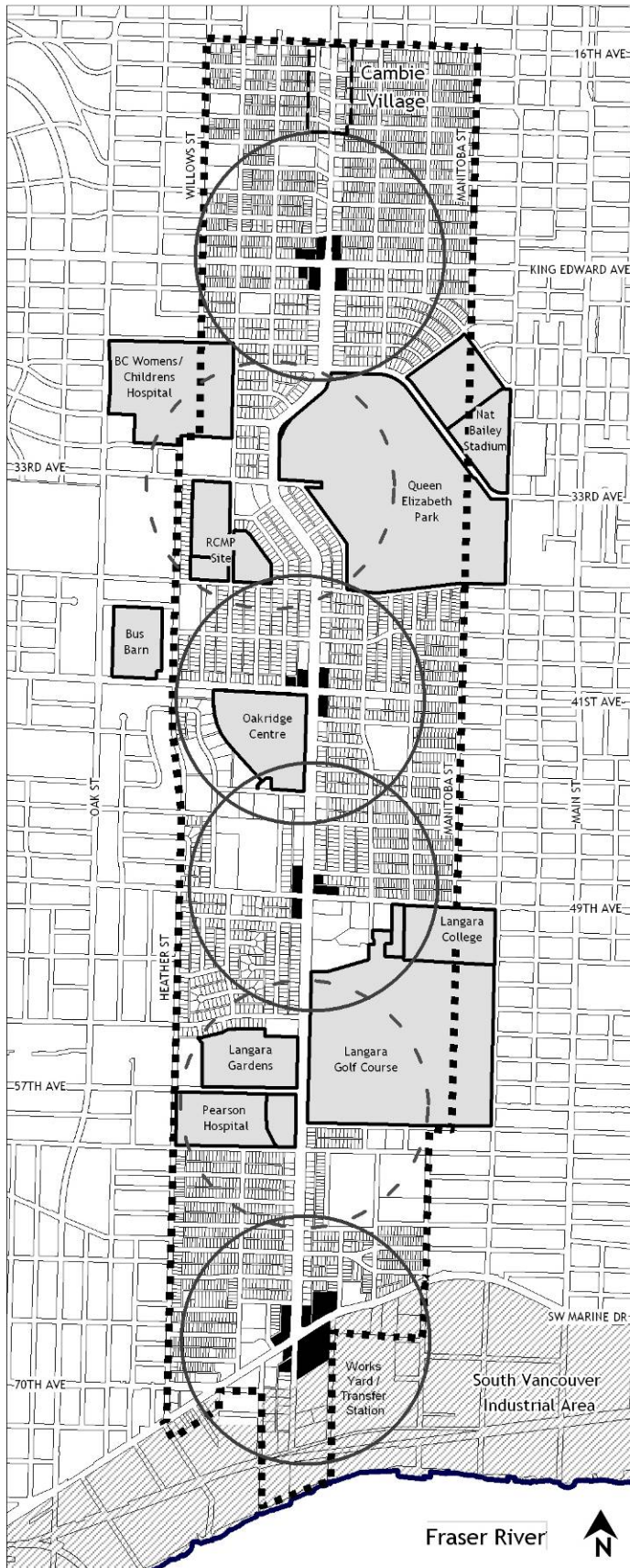
While the interim rezoning policy and planning principles developed through this work program will apply directly to the areas along the Cambie Corridor, it is recognized that they may be transferable to inform other transit-related planning programs where appropriate and as directed by Council.

Further, if prior to Council approval of the Principles and Adjacent Sites Interim Rezoning Policy, a development application provided support for a compelling city interest and was consistent with the direction of the emerging Principles and Adjacent Sites Interim Rezoning Policy, review of the application could be considered concurrently with policy development.

Geographic Scope: Refer to Map B.

**Map B:
Phase 1 - Principles and
Adjacent Sites Interim
Rezoning Policy Areas**

The areas highlighted in black are proposed areas where the Principles and Interim Rezoning Policy would apply. (Detailed maps are included in Attachment 1.) Given the results of the community consultation program in Phase 1, minor adjustments to the boundaries may be considered.



3.3 Phase 2 - Core Area Development Policy

Core Areas are strategic sites along the corridor, particularly those sites that present the greatest opportunity to take advantage of transit proximity and where key City priorities including affordable housing and public benefits can be achieved. Criteria for identifying Core Areas as well their detailed location are shown on Map C (following page).

Deliverable(s):

This phase will work with the Community and Advisory Groups to produce:

- policy for the Core Areas (land use, density, layout, built form and design);
- a Strategy that addresses topics such as affordable housing, community amenities, infrastructure and public realm improvements throughout the entire corridor (see box below); and
- discussion paper on issues and opportunities in surrounding transit-influenced, local neighbourhoods where further opportunities to enhance housing affordability and diversity can be explored (foundational work for optional Phase 3).

Corridor Strategy

The Corridor Strategy will provide coordinated policy along the Cambie Corridor and will include:

i. Public Benefits Strategy:

The Public Benefits Strategy will address topics such as:

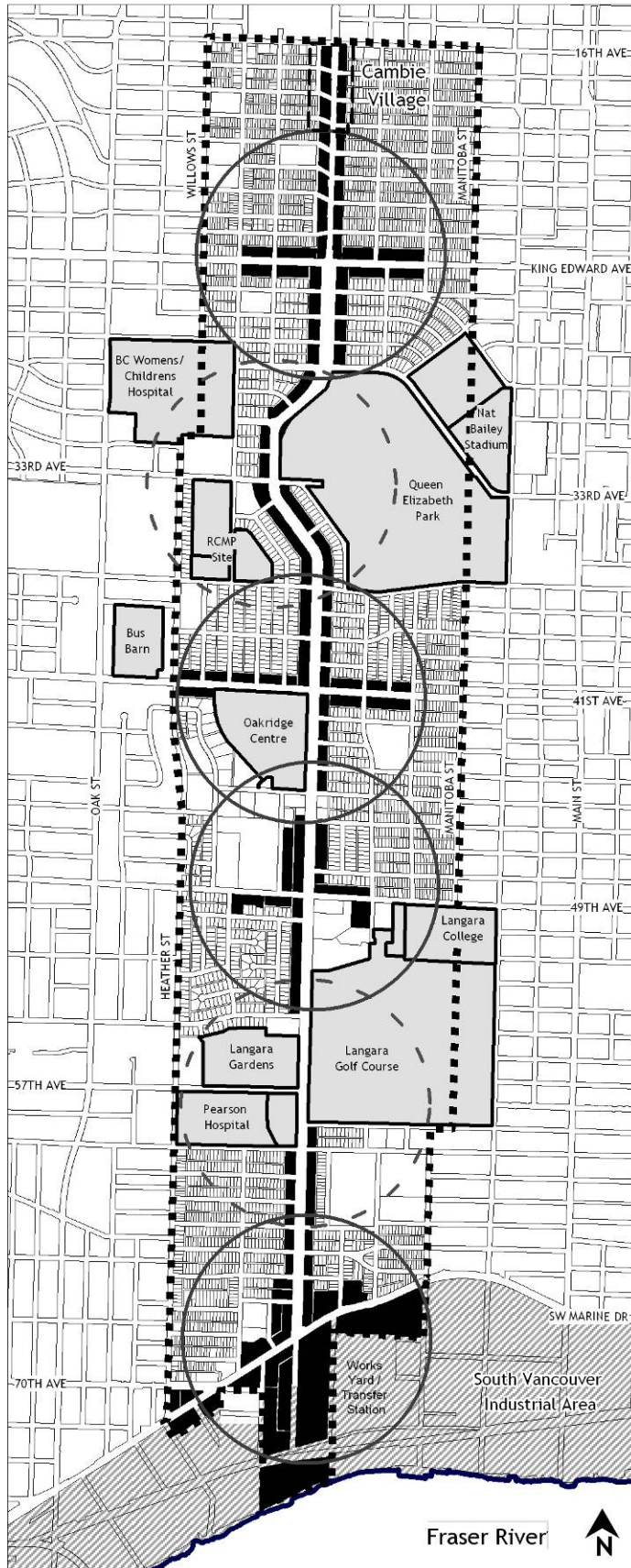
- open spaces and public realm improvements;
- affordable housing;
- culture;
- community facilities and services; and
- heritage.

The Public Benefits Strategy will include a high-level financial and implementation plan.

ii. Corridor Transportation Plan that will include in its scope ways to better prioritize the pedestrian, cycling and station area functions relative to commuter through-traffic. Parking strategies may include revising street parking regulations and parking requirement standards.

iii. Corridor servicing strategy (water, sewer, rain water, energy)

Geographic Scope: Refer to Map C.

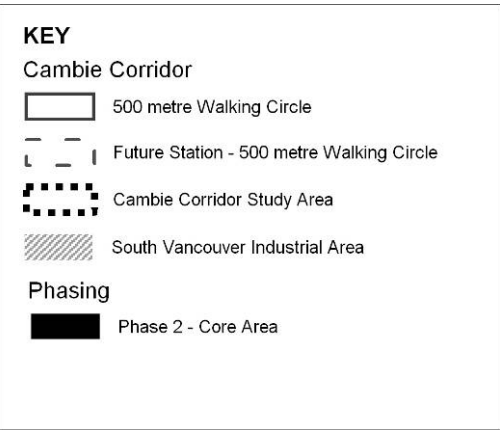


**Map C:
Phase 2 - Core Area
Development Policy Area**

The areas highlighted in black are identified as Core Areas. Phase 2 will develop policy for these areas as well as produce a Corridor Strategy. Given the results of the community consultation program in Phase 2, minor adjustments to the Core Area boundaries may be considered.

Core Area Sites have one or more of the following characteristics:

- Existing policy identifies the area for change
- Large sites
- Commercial sites
- Arterial sites with transit connections
- Unique opportunities exist



3.4 Optional Phase 3 - Transit-Influenced Development Policy

Transit-Influenced Areas are predominantly low density residential areas generally within a five to ten minute walking distance of transit. Research shows that people are generally willing to walk approximately 5 minutes to a minimal level of transit (i.e. a bus stop), although willingness to walk farther distances increases with the quality and frequency of the transit service as well as the quality of the intervening built environment. Following Council's review of the discussion paper in Phase 2, staff will report back to Council to finalize the scope and details of Phase 3.

Deliverable(s):

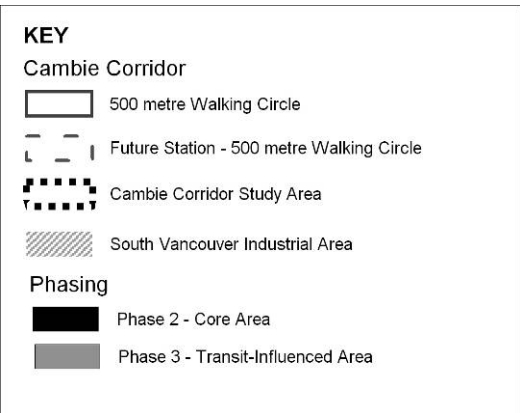
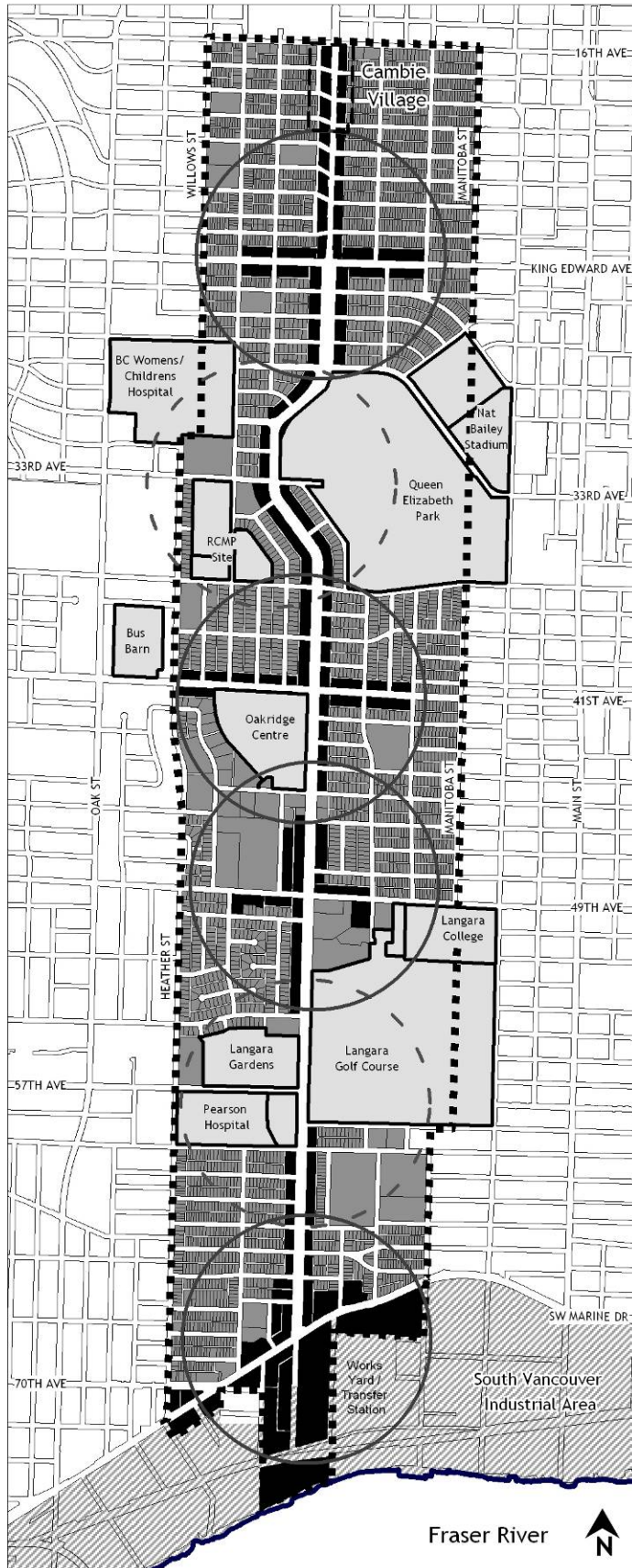
Subject to Council direction, it is expected that this optional third phase could deliver:

- Development / land use policy for Transit-Influenced Areas; and
- updated Corridor Strategy. As options and opportunities in surrounding Transit-Influenced Areas are explored, the Corridor Strategy may evolve to respond to possible changes in those neighbourhoods.

Geographic Scope: Refer to Map D.

Map D: Optional Phase 3 - Transit-Influenced Development Policy Area

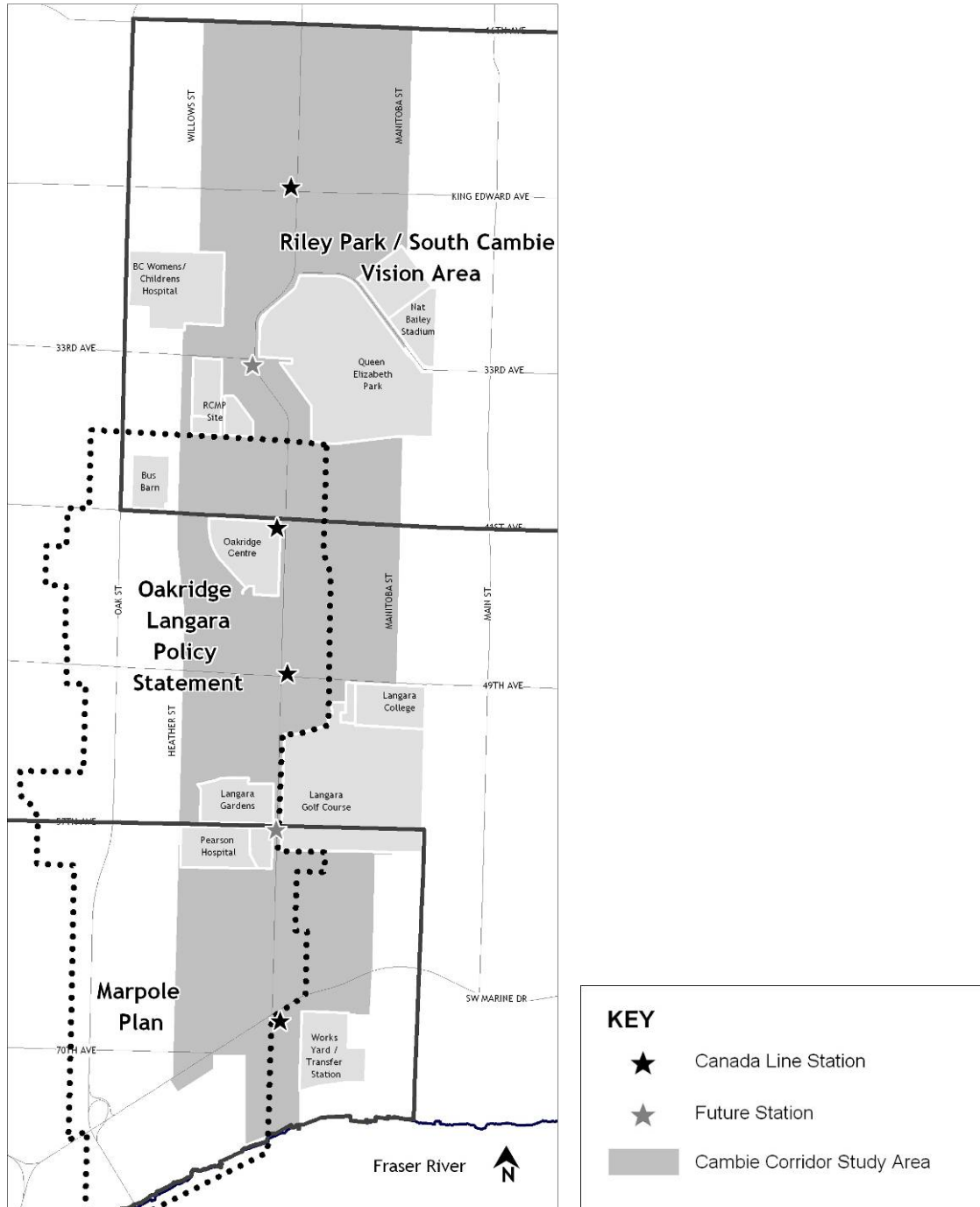
The areas highlighted in dark grey are identified as Transit-Influenced Areas. Phase 3 will produce policy for these areas. Given a review of issues and opportunities, including an analysis of distances people are willing to walk to rapid transit, staff may recommend expanding the Transit-Influenced Area boundaries to consider a larger study area during Phase 3.



4.0 Program Parameters

The purpose of this section is to provide clarity on the parameters of the planning program, specifically identifying what options are “on (or off) the table.” The section addresses policy in several key areas shown below, including Riley Park South Cambie, the South Vancouver Industrial Lands, Oakridge / Langara, Marpole and Large Sites located in the study area.

Map E: Policy Areas Within the Study Area



4.1 Riley Park South Cambie Community Vision

The Riley Park South Cambie Community Vision was adopted by Council in 2005. It describes the kind of community that people who live and work in Riley Park South Cambie want it to become over the next 10 to 20 years.

The Riley Park South Cambie Community Vision generally limits development to 4 storeys in Neighbourhood Centres (including the Canada Line Stations). Lower forms of infill housing may be explored in other areas within the Vision boundary.

Limiting the exploration of housing forms to 4 storeys at key locations next to transit stations would limit the ability to deliver the following city-wide goals for transit station planning:

- maximize ridership;
- focus development at transit, thereby reducing green house gas emissions,
- deliver rental and other forms of affordable housing;
- provide neighbourhood amenities;
- provide adequate job space to support transit ridership; and
- create economies of scale that may enable the construction of resource efficient buildings.

Recognizing this, the planning program would consider higher density building types (and potentially taller buildings to achieve such uses and densities) than contemplated in the Riley Park South Cambie Community Vision (including Uncertain, Unapproved and other options not specifically reviewed) in Core Areas only (as shown on Map C). Other Community Vision Directions will not be affected.

4.2 Existing Industrial Lands in the Study Area (South Vancouver Industrial Area)

In 2006, Council directed staff to determine an appropriate scope for a review of land use policies in the Marpole Industrial Area. To inform this work, the geographic scope was expanded to include the larger South Vancouver Industrial Area, and trends and issues in industrial lands from a city-wide perspective have been considered. Given the imminent opening of the Canada Line rapid transit line and that job location is one of the most significant drivers of transit ridership, the review of the South Vancouver Industrial Area was considered within the context of the completion of the Marine Drive Station.

The background work included a review and analysis of:

- existing and emerging City and Metro Vancouver policy;
- recent market data and trends;
- historical and existing industrial land supply;
- BC Assessment data; and
- Statistics Canada data.

In addition, a comprehensive survey, sent to all businesses in the South Vancouver Industrial area, was completed by the City in January 2009. The objective of the survey was to develop an understanding of business activities, characteristics, preferences and future goals. Background data collection, research and initial analysis are now complete and the findings include the following:

City-Wide Findings

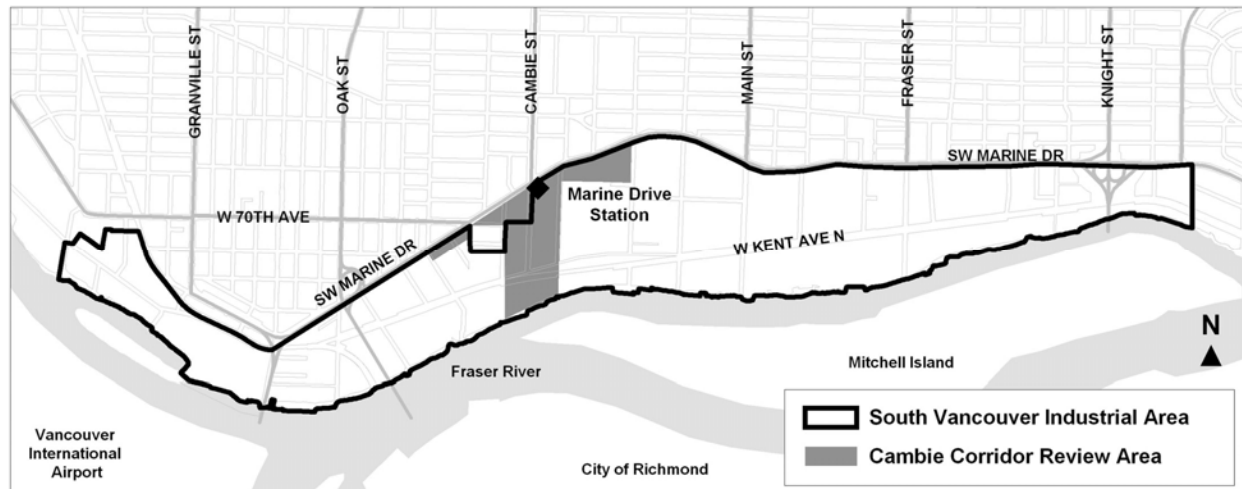
- Industrial lands are a critical component of a functioning and self-sustaining City and diverse economy, supporting other businesses and sectors.
- Locating industrial uses within the city in close proximity to suppliers, customers and workers, contributes to sustainability in several ways, including reducing traffic congestion and greenhouse gas emissions.
- Industrial lands provide important space for jobs, including green jobs.
- Historically, the supply of industrial land within the city has declined over time. Between 1968 and 2008, the supply of industrial land fell from approximately 2,400 acres to 1,677 acres which represents a 30% reduction. In response, the City adopted the Industrial Lands Policy in 1995 to protect and support its industrial lands. Despite these policies, the City continues to experience ongoing pressure to convert industrial land to retail, housing and office.
- Demand for industrial lands has remained consistent and is expected to grow due to a desire for locations with easy access to the City's customers, suppliers and labour pool.
- A limited supply and increasing demand are reflected in relatively high land prices and low vacancy rates by industrial standards (1.7% in the first quarter of 2009). Industry analysts note that a vacancy rate around 4% is considered balanced.
- Industrial uses are generally incompatible with residential and commercial uses and they require relatively lower land values to remain economically viable. Allowing more intensive and alternative higher value land uses in industrial areas tends to promote development speculation and introduces adjacency conflicts. This will eventually destabilize and potentially displace industrial uses.

South Vancouver Industrial Area Findings

- This industrial area supports over 10,000 jobs (3% of all jobs in the City and 22% of all industrial jobs in the City). Generally, businesses are small-scale, with fewer than ten employees, and having a focus in manufacturing, wholesale, distribution, repair, construction and retail.
- Overwhelmingly, owners and tenants in the South Vancouver Industrial Area believe the area is a good place to locate their businesses (95% provided this response in a survey sent to all owners and tenants).
- The South Vancouver Industrial Area represents the largest share of industrial land amongst industrial areas in the City. It is also the most affordable and offers significant opportunity for development of new industrial businesses.
- The South Vancouver Industrial Area is strategically located to take advantage of road, airport, transit, water and rail connections and provides close connections to customers, suppliers and employees.

The findings make it evident that unique industrial areas such as the South Vancouver Industrial Area are vital for the kind of diverse economic base that will continue to make Vancouver a sustainable, economically resilient city. Nonetheless, while protecting the industrial land base is principally important, it is also important to consider other City goals such as supporting rapid transit investments by facilitating a higher intensity of ridership-supporting uses around stations.

The recommended approach that reconciles city-wide (and regional) industrial policy, rapid transit goals and the findings of the background work is to confirm the existing industrial zoning in South Vancouver, except for a limited area located in close proximity to the Marine Drive Station where opportunities will be reviewed for more intensive forms of employment generating development as part of this Cambie Corridor Planning Program (see map below).



In the South Vancouver Industrial Area, this would provide for a review of strategically located and designed non-industrial, non-residential, job-intensive uses at higher densities and in more urbane forms and designs in close proximity to the transit stations along the Cambie Corridor. For the remainder of the South Vancouver Industrial Area, it is recommended that the existing industrial zoning be retained. Where possible, land use and other policies would seek to limit the physical ability for further non-industrial expansion into the industrial areas along the Fraser River.

Further, residential uses will not be considered on any existing industrial land in South Vancouver for several reasons including:

- Significant concern regarding incompatibility of uses and associated expected resident complaints and justifiable concerns regarding livability, noise, trucks, odours and other nuisances. Examples of uses incompatible with residential uses include the City Waste Transfer Station, the City Manitoba Works Yard (which operates from 7 a.m. to 1 a.m. to maintain and outfit heavy equipment and vehicles, and operates 24 hours a day during snow events), and other existing or anticipated future industrial uses and/or expansions. It is fully anticipated that industrial and city-service uses considered by residents to be incompatible with residential uses, will seek to locate and expand in the industrial area. Such uses (i.e. waste recycling, energy systems, etc.) are having increased difficulty finding sites within the City that are not constrained by concerns of residential nuisance and incompatibility. This could have a growing effect on the city's diverse economy, jobs and environmental sustainability. Thus residents in effect become a "nuisance" to reasonable industrial operations.
- Destabilization of the industrial land base due to a perceived lessening of industrial expansion viability due to increase residential objections; expectations of other industrial property owners for similar development rights; and the associated impact on surrounding land values.
- The general lack of residential amenities in industrial areas.

4.3 Oakridge Langara Policy Statement

The Oakridge Langara Policy Statement states: “In the event of a rapid transit link to Richmond, evaluate areas around potential station locations to determine whether additional sites should be considered for changes in land use and / or density” (Policy 11.5).

This statement provides flexibility in considering a broad range of density, height and housing types as part of this planning program.

4.4 Marpole Plan

The Marpole Plan (1979) does not currently contemplate land use change within existing single family neighbourhoods within its boundaries. However, given the provision of rapid transit service which was never contemplated when the plan was adopted, it is proposed that the Cambie Corridor work review a range of densities, heights and housing types within existing residential neighbourhoods in the vicinity of the Marine Drive (Marpole) transit station.

4.5 Large Sites in the Study Area

Large Sites in the study area (such as, but not limited to, BC Women’s and Children’s Hospital, RCMP site, Pearson Hospital, Langara Gardens, Little Mountain) will be considered in separate planning processes, with separate Terms of Reference approved by Council. However, where possible and appropriate, this planning program will coordinate and review linkages related to infrastructure, servicing and amenities necessitated by new development on the large sites, if planning efforts on those sites have progressed to a point that they are able to inform the Cambie Corridor work program.

5.0 Process Principles

The following principles are high-level principles that will guide the planning process:

1. Provide a variety of ways for the range of residents, property owners, community and stakeholder groups, businesses and city-wide and regional interests to participate in creating and reviewing proposals.
2. Ensure that the opinions of both those in the directly affected area and those in the wider community are addressed.
3. Engage the broad public recognizing the diversity of people and neighbourhoods within the corridor and the relationship of the Corridor to the much broader City and regional context.
4. Seek common ground that balances the 'interests' and 'uniqueness' of the neighbourhoods along corridor with their responsibility as part of the City and region.
5. Ensure the broad public is kept informed through the City website, newsletters and other mediums.

6.0 Roles and Responsibilities

The following is a summary of the key actors who will participate in the process and their responsibilities.

The Community

Residents, citizens, property owners, workers, volunteers, business owners. They will help generate, guide and comment on policy ideas and concepts.

Core Area Group(s)

Number: There will be 3 Core Area Groups: Marine Drive, Oakridge / Langara (41st and 49th) and King Edward.

Tasks: The Core Area Group will help generate, guide and comment on policy ideas and concepts. They will focus on one specific Core Area and will also provide advice on broad Corridor Policy.

Timing of Work: The Group will work during Phase 2.

Recruitment: Members will be recruited during Phase 1 via invitation and public call for participation. If interest is higher than projected, staff may review the Group's membership with Council.

Membership:

Who	Number of members
Property owners / tenants of Core Area Sites	Approximately 10
Community members and community organization representatives including Vision Implementation Committee Members, where appropriate	Approximately 4
Total	Approximately 14

City-Wide Group

Number: There will be 1 City-Wide Group.

Tasks: The City-Wide Group will bring a broad perspective and expertise related to land use, transportation and sustainability to help generate, guide and comment on policy ideas and concepts throughout the entire Corridor, including Core Sites and Transit-Influenced Areas.

Timing of Work: The Group will work during Phase 2 and 3.

Recruitment: Members will have a demonstrated expertise in sustainability issues, land use and transportation planning. Members will be recruited during Phase 1 via invitation and public call for participation. If interest is higher than projected, staff may review the Group's membership with Council.

Membership:

Who	Number of members
Participants with a demonstrated expertise in sustainability issues, land use and transportation planning	Approximately 10
External agency members	Approximately 4
Total	Approximately 14

Transit-Influenced Area Group(s) (Optional)

Number: There will be 3 Transit-Influenced Area Groups: Marine Drive, Oakridge / Langara (41st and 49th) and King Edward.

Tasks: The Transit-Influenced Area Groups will help generate, guide and comment on policy ideas and concepts. They will focus on one specific transit-influenced area and will also provide advice on broad Corridor Policy.

Timing of Work: The Group will work during Phase 3.

Recruitment: Members will be recruited during Phase 2 via invitation and public call for participation. If interest is higher than projected, staff may review the Group's membership with Council.

Membership:

Who	Number of members
Community members and property owners living in the Cambie Corridor, outside of Core Areas	Approximately 10
Community organization representatives including Vision Implementation Committee Members, where appropriate	Approximately 4
Total	Approximately 14

Cambie Corridor Staff Team

The Staff Team will produce and recommend options for Council consideration. In doing so, the Team will engage extensively with and consider the advice and opinions of Community and Groups.

The Cambie Corridor Staff Team will include a Staff Technical Advisory Committee with staff from:

- Planning
- Engineering
- Sustainability Office
- Financing Growth
- Rapid Transit Office
- Social Policy
- Housing Centre
- Parks
- Heritage
- Cultural Services
- Communications
- Real Estate Services

External Agencies

Government agencies with interests in the planning process. Generally, the role of these agencies will be advisory, providing another perspective or additional information. Examples of External Agencies include Metro Vancouver, TransLink and Port Metro Vancouver.

City Council

City Council allocates resources to undertake this Program and also has the approval authority for any plan or policy. Council also reviews and approves any action/implementation plans. Matters related to the parks and recreation facilities and services are referred to the Parks Board.

Attachment 1: Draft Principles and Adjacent Sites Interim Rezoning Policy

Purpose

The purpose of the Principles and Adjacent Site Interim Rezoning Policy is to:

- provide interim direction to development sites in close proximity to rapid transit stations along the Cambie Corridor; and
- inform subsequent phases of planning work along the Cambie Corridor.

Where consideration of development applications is given, such applications should comply with the Guidelines contained herein.

Application

This policy will be used to assess applications adjacent to existing rapid transit sites where:

1. The site is located within one small city block of an existing rapid transit station (generally within 100 metres from the station entry. See maps on the following page for further clarification);
2. The site is immediately adjacent to a major arterial street;
3. The site has a minimum area of 1,000 square metres; and
4. Future planning and design opportunities are not unreasonably precluded as a result of the application (i.e. the application must not result in "leaving behind" isolated, small lots).

Only applications meeting these criteria will be considered in advance of approved policy resulting from more detailed planning.

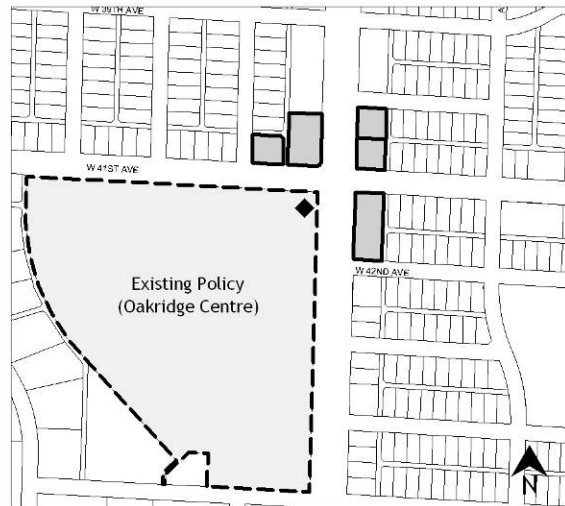
Application - Interim Rezoning Policy

Shaded areas are where interim rezoning policy will apply.

King Edward Station



Oakridge Station



Langara Station



Marine Drive Station



LEGEND

- ◆ Canada Line Station
- Interim Rezoning Area

Corridor Principle 1: Provide land use that supports investment in transit

Guidelines:

- a) New developments should provide primarily transit-supportive land uses and avoid non-transit supportive land uses.

Transit supportive land uses are those that:

- include high employee and residential densities
- promote travel time outside of peak periods
- attract reverse flow travel from the downtown core
- generate pedestrian and cycling traffic

Non-transit supportive land uses are those that:

- are oriented towards the automobile and not towards pedestrians or transit users
- generate high levels of vehicular traffic
- require significant parking
- provide low-density building forms
- create an unpleasant environment for pedestrians
- have limited hours of operation

Corridor Principle 2: Provide a complete community

Guidelines:

- a) Mix land uses in order to create a complete community for residents and transit users. The land use mix will provide opportunities to work, live, shop, play and learn. Individual sites that choose not to mix their land uses shall demonstrate how their development contributes to a complete community and facilitates strong transit ridership
- b) Provide amenities and services that support and contribute to a complete community as well as a strong corridor of mobility. In doing so, strive to support densities and uses that can contribute to the cost of providing amenities
- c) Encourage commercial uses at grade within identified neighbourhood centres, within existing commercial areas, or directly adjacent to a station. In most other cases, residential uses shall be provided at grade

Corridor Principle 3: Create a walkable and cyclable neighbourhood seamlessly linked to public transit

Guidelines:

- a) Require active and engaging uses at grade along the street edges to promote walking, frame the pedestrian space, provide visual interest, increased security and architectural variety
- b) Incorporate transportation demand management strategies in every development
- c) Consider parking reductions, providing relatively higher reductions with proximity to the station
- d) Provide convenient and connected routes that offer choice with some allowance for pedestrian and bicycle short-cuts
- e) Provide a quality public realm to enhance the travel experience to the stations
- f) Provide weather protection to facilitate walking

Corridor Principle 4: Make Stations a community place and focal point

Guidelines:

- a) Locate the highest density and mix of uses as close to the station as possible, with each decreasing the further away from the station
- b) Encourage a coordinated, quality public realm to help define the station area's sense of place
- c) Use new development to contribute to enhancing each station as a unique place (especially sites adjacent to the station entry), including encouraging buildings and spaces to be memorable landmarks, with possible incorporation of placemaking elements (public art, public spaces)
- d) Ensure the station is easy to locate with wayfinding and orientation of new development oriented towards station
- e) Create a focus for the broader community - developments within the station area should provide a destination for both transit users and local residents

Corridor Principle 5: Provide a range of job diversity and housing

Guidelines:

- a) Recognize that “ridership density” can mean employment density as well as residential density (In some areas, employment density may be more beneficial to the overall city development than residential density around the stations)
- b) Ensure appropriate levels of office and retail space within mixed use developments. Developments in close proximity to the station shall provide higher proportions of office and other higher ridership uses
- c) Encourage a variety of housing forms, tenures, and unit types to ensure all incomes and abilities can live within the community
- d) Provide a range of affordable housing tenures in residential developments like co-operatives, rental, flex suites and other options
- e) Avoid displacement of existing city serving land uses including industrial and employment areas

Corridor Principle 6: Balance city-wide goals with the existing community and its context.

Guidelines:

- a) Balance higher-density building forms (as a way of increasing transit ridership) with the built form of the existing neighbourhood
- b) Recognize there is no ideal “cookie cutter” model and be open to alternatives and opportunities
- c) Ensure development within station areas meets the City of Vancouver’s goals for sustainability
- d) Engage the community to achieve the balance between local aspirations and city-wide/regional goals

APPENDIX B (consideration, not recommended by staff)

In order to provide for the consideration of limited and strategically located residential land uses on the existing property immediately adjacent to the Marine Drive Station (8430 Cambie Street), Section 4.2 of the Cambie Corridor Planning Program Terms of Reference is amended to add the following text:

“Despite the above, for the site at 8430 Cambie Street only (immediately adjacent to the Canada Line Station), limited and strategically located residential land use deemed necessary for a minimal development viability of higher density job space uses, may be considered as part of a rezoning process in accordance with the following conditions:

1. Any residential land use should be minimized as much as possible, and must be located within the site so as to use distance and intervening land uses/buildings to minimize the impact of residential complaints and expectations on surrounding industrial uses, and corresponding impacts to residential livability from existing and expected expanded industrial operations (dust, noise, truck traffic, smell and other nuisances). It is understood that:
 - nearby industrial uses are expected to expand in intensity and impact in the future,
 - new potentially incompatible industrial uses are desired in the area as there are increasingly fewer areas of the City where such uses can be contemplated, and
 - proper notice and warnings for residential owners and occupiers shall be ensured.
2. The site will be organized to maximize space for employment generating, job-intensive uses.”

APPENDIX C

Vancouver Economic Development Commission Comments on Cambie Corridor Planning Program and South Vancouver Industrial Area

July 2009

Cambie Corridor Planning Program and South Vancouver Industrial Area

Issue

Development strategy for the South Vancouver industrial area and for areas around Canada Line stations

Recommendation

VEDC supports recommendations A and B of the South Vancouver Industrial Area (SVIA) report, and recommendation A of the Cambie Corridor report.

VEDC does not support Consideration B of the Cambie Corridor report.

Background

VEDC has three economic development priorities for areas of the city outside Metro Core:

- Preservation of industrial land for employment activities that are not readily integrated into other areas of the city. These activities include niche manufacturing, PDR (production, distribution, repair) activities, goods transportation and government services. Preservation of industrial land is a longstanding VEDC concern - see for example its Business Climate Report (2007), Action 6-1, p.9
- Creation of thriving, mixed commercial/residential use economic "hubs" that increase economic activity, reduce GHGs, increase livability and serve their surrounding, predominantly residential, areas
- Making maximum use of high quality transit to foster "hub" growth and provide optimal financial return on transit investments

VEDC plans to undertake a study of longer term demand for industrial land later this year. The study, in collaboration with the Planning Department, will build on work already done by VEDC and Planning. Of particular importance to VEDC is ensuring there is enough space available in the city for niche manufacturing. The SVIA report notes both the extent of manufacturing in that area, and its recent growth. Fostering such growth in the city is an important priority for VEDC.

Skytrain stations provide outstanding opportunities to develop economic hubs, because of the high volume transit services they provide. The Marine Drive station may be particularly propitious for various types of commercial development because of its proximity to Vancouver's international airport. In that context, allowing certain non-residential, job intensive uses in the area adjacent to this station, as proposed in recommendation A of SVIA report, makes good sense.

Based on the above considerations, VEDC supports the recommendations in both reports.

The possibility of a mixed (residential/commercial) development on the south east quadrant of the intersection of Marine Drive and Cambie Street, as envisaged in Consideration B in the Cambie Corridor report, presents a dilemma. The development proposed by PCI Developments represents an excellent opportunity to kick start creation of an economic hub

at the Marine Drive station, but would be located on industrially zoned land. It therefore represents a conflict between the first of VEDC's priorities noted above, and the other two.

VEDC has had the opportunity to meet with PCI Developments and be briefed on their proposal. The proposal responds to many City priorities, including densification, mixed uses, increased rental housing and implementation of many "green" features. It also offers the opportunity to move ahead fast with a major construction project, an important consideration in the on-going recession.

VEDC staff have visited the proposed development area and have also had the opportunity to discuss with the Planning Department the prospects for creating a strong economic hub around the Marine Drive station, in the event that residential development on the PCI Developments site is denied.

VEDC has briefly discussed optimal levels of densification and mix of uses around skytrain stations with Translink, Metro Vancouver and the Planning Department. At present, no overall guidelines appear to exist, though the Planning Department will work towards such guidelines as part of the Cambie Corridor study.

Planning Department staff have indicated strong confidence that significantly higher residential densities, consistent with optimizing transit usage, can and will be achieved north of Marine Drive close to the skytrain station. Such density, combined with increased density of commercial uses south of Marine Drive, as discussed above, would provide the elements necessary for a strong economic hub around the Marine Drive station, without the residential development of industrial land contemplated by the PCI Developments proposal.

Under these circumstances, VEDC does not support Consideration B of the Cambie Corridor report, because it believes a strong economic hub can be created around the Marine Drive station without residential development of industrially zoned land.