



# RR-2

## POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: April 3, 2015  
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Meeting Date: April 14, 2015

TO: Vancouver City Council  
FROM: General Manager of Planning and Development Services  
SUBJECT: Cambie Corridor Phase 3 Scope of Work

### ***RECOMMENDATION***

- A. THAT Council approve the Scope of Work for the Phase 3 Cambie Corridor planning program, as outlined in this report.
- B. THAT Council approve the rezoning policy attached in Appendix A to establish the conditions under which new rezonings and heritage revitalization agreements will be considered while the Cambie Corridor Phase 3 planning program is underway.

### ***REPORT SUMMARY***

Council approved the Terms of Reference for a three phase Cambie Corridor planning program in July 2009. Phases 1 and 2 culminated with approval of the Cambie Corridor Plan on May 9, 2011, with the intent to follow-up with Phase 3. The purpose of this report is to seek Council's approval of a Scope of Work for the third and final phase of planning for the Cambie Corridor.

The Scope of Work for the Phase 3 planning program is based on the 2009 Terms of Reference, augmenting the work program and providing more clarity for policy considerations affecting the area.

Phases 1 and 2 delivered over-arching planning principles, land use policies for key sites and arterials in the Cambie Corridor ('core area'), and an interim public benefits strategy. This planning has resulted in a significant and ongoing transformation of the Corridor as more people choose to live close to high quality rapid transit, and access the many amenities available in the Corridor. As these 'core area' lands undergo transformation with new mid- and high-rise developments, there is a need to provide an effective transition into the surrounding lower density single-family areas ('transit-

influenced area'), and expand housing choice in the Corridor by introducing more ground-oriented and family-friendly housing opportunities, such as townhouses and rowhouses.

These lower density ground-oriented housing forms offer many of the desired characteristics of a single-family house (e.g., front door entrance, private outdoor space) and are a particularly attractive option for families looking for a more affordable alternative, or 'down-sizers' wanting less space and fewer maintenance responsibilities.

Phase 3 provides an opportunity to increase housing options and improve affordability by broadening the range of housing choices that will help young families put down roots and stay in Vancouver. The planning program will be closely aligned with work underway on the City's Children and Family Housing Strategy. New housing choices explored in Phase 3 will complement the growing supply of family-sized apartments (two and three or more bedrooms) facilitated by Phase 2 of the Cambie Corridor Plan, and enable opportunities for family housing off arterial streets. It is anticipated that many of the townhouse units in Phase 3 areas will be suitable for family housing including two and three or more bedrooms.

It is also timely to further develop and deliver a detailed Public Benefits Strategy (i.e., strategic direction on community facilities, parks, childcare, affordable housing, etc.) to ensure there are appropriate amenities to support continued growth in the Corridor, and tie the Corridor together with a comprehensive Public Realm Plan (i.e., guidance for public realm features such as sidewalk improvements, landscaping, plazas, benches, lighting, etc.).

The Phase 3 Cambie Corridor planning program will deliver land use policy for the 'transit influenced areas,' as well as a Public Benefits Strategy and Public Realm Plan for the entire Cambie Corridor area. Together, these will be presented for Council's consideration at the end of the planning process.

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

Planning for the Cambie Corridor allows the City to implement and further advance its goals embodied in the following citywide initiatives:

- 2011: Housing and Homelessness Strategy
- 2011: Greenest City Action Plan
- 2012: Mayor's Task Force on Housing Affordability
- 2012: Transportation 2040 Plan
- 2012: Climate Change Adaptation Strategy
- 2012: Neighbourhood Energy Strategy
- 2013: Heritage Amenity Bank and Transfer of Density
- 2014: Healthy City Strategy
- 2014: The Mayor's Engaged City Task Force

A number of other planning policies apply more specifically to various precincts within the study area. The specifics of each of these policy documents and details about how they integrate into the Cambie Corridor Phase 3 Planning program are addressed in this Scope of Work. These specific policies include:

- 1995: Oakridge Langara Policy Statement

- 2005: Riley Park/South Cambie (RPSC) Community Vision
- 2005: Arbutus Ridge/Kerrisdale/Shaugnessy (ARKS) Community Vision
- 2010: Cambie Corridor Plan: Phase 1
- 2011: Cambie Corridor Plan: Phase 2
- 2014: Marpole Community Plan

## **REPORT**

### **Background/Context**

#### **Cambie Corridor - Planning Program Overview**

On July 28, 2009, Council approved the Terms of Reference for a three phase Cambie Corridor Planning Program. Phases 1 and 2 culminated in approval of the Cambie Corridor Plan on May 9, 2011.

The geographic scope for Phases 1 and 2 centred along Cambie Street and considered an area of influence generally within a 5 to 10 minute walking distance of Canada Line stations. The study area included lands from W. 16th Avenue (north) to the Fraser River (south) and from Heather Street (west) to Manitoba Street (east). Phases 1 and 2 also considered the high level role of large sites within the Corridor for delivering public benefits, housing diversity and neighbourhood energy opportunities (e.g., BC Women's/ Children's Hospitals, the RCMP site, Langara Gardens, Pearson Dogwood, Oakridge Transit Centre, and Oakridge Centre). The intent and outcome of each phase is outlined below:

#### ***Phase 1: Principles and Interim Rezoning Policy (July 2009 - January 2010)***

Phase 1 delivered the following seven over-arching planning principles to guide Cambie Corridor Planning and established an interim policy for rezoning applications received by the City during plan development:

1. Provide land use that optimizes the investment in transit.
2. Provide a complete community.
3. Create a walkable and cycleable Corridor of neighbourhoods seamlessly linked to public transit.
4. Focus intensity, mix and community activity at stations and other areas with strategic opportunities for sustainability, renewable energy and public amenity.
5. Provide a range of housing choices and affordability.
6. Balance citywide and regional goals with existing community and its context.
7. Ensure job space and diversity.

#### ***Phase 2: Core Area Development Policy (January 2010 - May 2011)***

Phase 2 delivered a policy plan for key sites and arterials along ('core area') the Cambie Corridor, including detailed consideration of land use, density, built form, public realm improvements, neighbourhood energy, and an interim public benefits strategy. Phase 2 produced the



Cambie Corridor Plan (approved by Council May 9, 2011) and repealed the interim rezoning policy.

**Phase 3: Transit-Influenced Development Policy (Proposed)** - Phase 3 is the final stage of planning for the Cambie Corridor, and will build on the foundation of Phases 1 and 2, filling in the housing diversity gaps and better connecting the overall fabric of neighbourhoods off the Corridor. More specifically, this phase will focus on consideration of land use, density, and built form of the surrounding 'transit-influenced areas' that are outside of the 'core areas' and within a 10 minute walk of Canada Line stations (existing and future). Phase 3 will also deliver a comprehensive Public Benefits Strategy (i.e., strategic direction on community facilities, parks, childcare, affordable housing, etc.) and Public Realm Plan (i.e., guidance for public realm features such as sidewalk improvements, landscaping, plazas, benches, lighting, etc.) for the entire Corridor. Policies and land use changes developed in Phase 3 are expected to be added to the Cambie Corridor Plan once the planning work is complete.

The Phase 3 planning program was initially envisioned to follow Phase 2, once approved by Council. At the time of Phase 2 completion, the City focussed planning efforts on developing comprehensive community plans for the West End, Downtown Eastside, Grandview-Woodland, and Marpole, which included Cambie Corridor Phase 3 lands south of W. 57<sup>th</sup> Avenue. It was anticipated that planning for the rest of the Cambie Corridor Phase 3 areas north of W. 57<sup>th</sup> Avenue would follow completion of the Marpole Community Plan (2014).

### The Opportunity

The Canada Line and surrounding land uses play a vital role in Vancouver's future and in supporting growth in the distinct neighbourhoods along the Cambie Corridor.

The 19 kilometre Canada Line links the Cambie Corridor to Central Richmond, the Vancouver International Airport, existing rapid transit lines in downtown Vancouver, and other east-west transit services across the city. These connections provide a significant locational advantage to support sustainable growth.

The Cambie Corridor presents us with a tremendous opportunity. Rapid transit is a stimulus for change in the city and region, providing meaningful transportation choice and an opportunity to guide long term transit-oriented growth in a way that meets the needs of residents with places to live, work, shop, play, learn and connect with their community.



The Canada Line is also a key catalyst to advance broader citywide goals around livability, sustainability and affordability. It provides an efficient and convenient alternative to the car, connecting residents to jobs, amenities, services, and housing. The Corridor includes a number of large sites with the potential to accommodate low carbon neighbourhood energy systems. By integrating transit, energy and complementary land uses, the Corridor, as a collective, will offer a new sustainable urbanism unique to the city.

## Cambie Corridor within the City

In addition to the local benefits of rapid transit, new growth and investment catalyzed by the Canada Line provides an opportunity to respond to broader challenges impacting the city's collective well-being:

*Greenhouse gas emissions* - 54% of the housing in the Cambie Corridor is single-family. More compact housing forms that are well-connected to high quality transit, shops and services reduces reliance on the private car for getting around and accessing daily needs. Recent research from the US found that the average carbon footprint of households living in the centre of large, population-dense urban cities is about 50 percent below average, while households in distant suburbs are up to twice the average - suggesting the greenest housing choice may be living in the city (Jones and Kammen, 2014). The strongest predictors for higher GHG emissions were found to be car ownership, larger family size and higher incomes. Enabling more family-oriented housing options in the Corridor creates much needed opportunity for families with children to choose active and public transportation for getting to work, school and household tasks. Denser housing forms also offer energy gains through building construction technology, and through maximizing use of public infrastructure (e.g., water lines, sewer pipes, roads) in the area.

### *Adequate housing for families with children -*

Escalating housing costs and smaller unit sizes make it challenging for many younger families to find affordable and adequate housing in Vancouver. While there is tremendous success in delivering apartment forms of housing in the Corridor, there are limited ground-oriented housing types such as townhouses and rowhouses. According to National Household Survey data (2011), the overall city has a limited supply of these ground-oriented housing forms, with only 3% of Vancouver households living in townhomes. These housing types can offer a more affordable alternative to single-family homes, and offer both adequate dwelling sizes and in locations where there are appropriate and attractive neighbourhood amenities for families with children. NHS data (2011) indicates that over half of households living in townhouses in Vancouver are families with children, which is the same as that for single-family houses<sup>1</sup>, highlighting the appeal of townhouses for families. Delivering family-friendly housing that is close to transit, high quality amenities, schools, shops, and services, will allow the next generation of families and children to grow and thrive in the Corridor, and stay in Vancouver.



*Aging population* - As the largest demographic cohort - the "Baby Boomers" - ages, many of their housing needs and preferences are changing. Existing laneway housing and basement suite options provide some homeowners an opportunity to age in their neighbourhood while creating much needed rental stock. However, changing needs and preferences is also resulting in aspirations to downsize from single-family homes to townhouses or apartments with fewer "hands-on" maintenance

<sup>1</sup> 'Children' are not limited to school age children.

responsibilities, or to assisted living arrangements to accommodate declining physical and mental health. Enabling more ground-oriented housing such as townhouses creates a much needed opportunity for seniors to age in the community, maintain existing social connections and combat isolation in vibrant, walkable communities.

*Public health issues* - Connecting more people to sustainable transportation modes - including walking, cycling and using public transit - allows residents to build physical activities into each day. These actions not only improve health by increasing activity, but also decrease air pollution that leads to premature deaths, heart disease and respiratory conditions.

The Corridor also plays an important role within the city and region as a frequent transit development area, as identified in Vancouver's Regional Context Statement, and over the long term will offer a wide range of housing options, employment opportunities, as well as shopping and services within convenient walking distance of rapid transit.

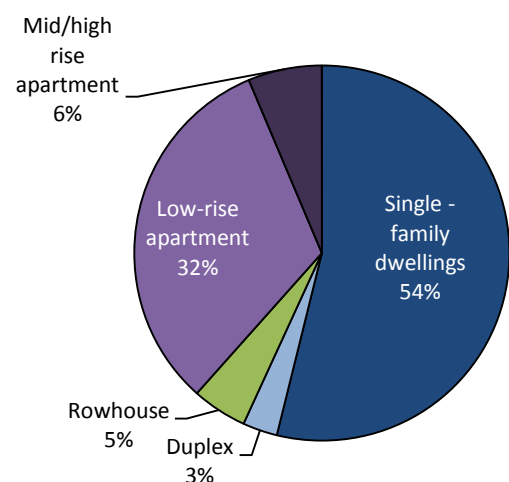
### The Community

The Cambie Corridor study area, from Oak Street to Ontario Street and from W. 16<sup>th</sup> Avenue to the Fraser River, is located in central south Vancouver and is approximately 980 hectares, almost 9% of the city's total land area (see Figure 3 for more details). It is home to about 42,500 people, and almost 21,000 jobs. According to 2011 Census, roughly 16,500 households live within the Corridor, with a median household income of about \$60,000, slightly higher than the city overall (\$56,000). There is variation throughout the Corridor, with higher household incomes in the north (\$69,000) neighbourhoods of the Corridor compared to the central (\$59,000) and south (\$52,000) neighbourhoods.

There is a strong Chinese Canadian community in the Corridor - about 34% of residents indicate Chinese as their mother tongue (vs. 25% citywide), with higher concentrations of Chinese speaking residents in the southern Corridor neighbourhoods. The Corridor has a higher proportion of households with children (<19 years old) than the overall city (29% vs. 22%), and this is fairly consistent throughout the Corridor.

The Corridor includes a diversity of land uses including commercial, institutional, industrial, and a large proportion of residential. The 2011 Census indicates that the majority of dwelling units in the Corridor are single-family houses (54%), followed by apartments (38%). In terms of distribution, existing low-rise apartments are generally concentrated in the north and south neighbourhoods of the Corridor, with most mid-rise buildings in the central area near Oakridge. However, recent development is introducing more mid- and high-rise buildings at the south end of the Corridor, specifically near SW Marine Drive and Cambie Street in the Marine Landing area. Census and NHS data

Figure 1. Cambie Corridor Housing Types



(2011) shows more owners than renters (57% vs. 43%) in the Corridor, with the highest percentage of owners concentrated in the central neighbourhoods.

In addition to its many well-used and loved assets, including childcare facilities, parks, community centres, schools, social services, etc., the Corridor is characterized by a number of regionally and provincially significant resources, a few of which include: Queen Elizabeth Park - Vancouver's second largest park and highest point of land in the city; BC Women's and Children's Hospital, providing specialized critical care services unmatched anywhere in the Province; Langara College, which provides programs and courses to more than 21,000 students annually; Hillcrest Centre - an Olympic Legacy facility; Langara Golf Course - one of three public golf courses; and a Heritage Boulevard running along Cambie, which was designated as a Municipal Heritage site in 1993.

The Corridor is also well-served by transit with good bus and rapid transit services.

### Achieving the Cambie Corridor Vision

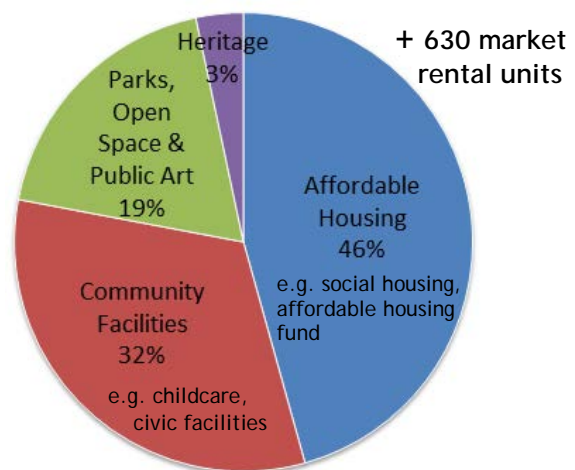
Since adoption of the Cambie Corridor Phase 2 Plan in 2011, there has been a significant amount of development interest and activity. To date, this includes 33 rezoning applications, 26 of which are approved, as well as 16 active enquiries. The projects approved to date will deliver approximately 6,600 new housing units, half of which will be family-oriented units with two and three or more bedrooms. Included in this are 630 new purpose-built market rental units and it is estimated that about one quarter of these units will be family-oriented with two or more bedrooms. A total of approximately 8.2 million ft<sup>2</sup> of floor space (residential, commercial and civic) has been approved, including Oakridge Centre, and 1.8 million ft<sup>2</sup> of floor space is currently under construction or complete.

Of the rezonings approved in the Corridor to date, the City has secured approximately \$256 million (cash and in-kind) towards community amenity contributions (CACs) and public art, over \$35 million of which has been directed towards the Affordable Housing Reserve<sup>2</sup>. The City has recently used \$11.5 million from this reserve to purchase eight lots in the Marpole portion of the Cambie Corridor to develop new affordable housing, and 50% of these units are



**Figure 2: CACs & Public Art**

Total = \$256M (chart does not include unallocated CACs)



<sup>2</sup> Note: this does not include development cost levies (DCLs), which are contributions from new development to help pay for parks, childcare facilities, replacement housing, and engineering infrastructure.

expected to be family-oriented with two and three or more bedrooms. CACs will help address the impacts and other community needs that arise from the intensification of land use within the Corridor and are currently being allocated in accordance with the Cambie Phase 2 Interim Public Benefits Strategy. This includes investment in affordable housing, childcare, parks, plazas and other public realm improvements, civic facilities, and non-profit and cultural space. Highlights of in-kind contributions to-date include nine acres of additional park area, 65,500 ft<sup>2</sup> of civic space, 143 childcare spaces in three facilities, and 290 social housing units.

This transformation of the Corridor demonstrates the need and high demand for housing and amenities that are well-connected to the rapid transit service offered by the Canada Line. The pace of change in the 'core areas' of the Corridor has also prompted a desire within the community for greater certainty around land use in the 'transition areas,' particularly those immediately adjacent to new development, as well as clarity for achieving the overall Cambie Corridor Vision. This includes further detail on public benefit allocations, and a comprehensive Public Realm Plan. Phase 3 is an exciting opportunity to tie the Corridor together and maximize the high demand for a sustainable, transit-oriented lifestyle.

## Strategic Analysis

### Scope of Work - Cambie Corridor Phase 3

The Scope of Work for the Cambie Corridor Phase 3 planning program, outlined below, augments and provides greater clarity on the 2009 approved Terms of Reference.

#### Phase 3 Planning Program Focus

Phase 3, the final stage of planning for the Cambie Corridor, will build on the foundation of Phases 1 and 2, setting a long-term framework to guide the incremental evolution of 'transit-influenced areas' within convenient walking distance of transit and 'core areas'. Working closely with the community, this phase will tie the overall Cambie Corridor together.

Key high-level objectives include:

- *Built-form transition*: provide an effective and neighbourly transition between higher density 'core areas' and adjacent lower density single-family areas. Measures to integrate with large future redevelopment sites will also be considered.
- *Ground-oriented housing*: focus on policy and land use changes that sensitively integrate new lower-scale ground-oriented family housing types, such as townhouses and rowhouses with two and three or more bedrooms, into the predominantly lower-density single-family areas beyond the 'Core' and within walking distance of Canada Line stations.
- *Coordinating Large Sites (e.g., RCMP lands, Langara Gardens,) within the Corridor*: maximize opportunities for large sites to support and integrate with the overall Corridor (e.g., childcare, affordable housing, park space).
- *Tying it all together*: prepare a comprehensive Public Benefits Strategy and Public Realm Plan to support growth and reinvestment in the overall Corridor.





### Study Area

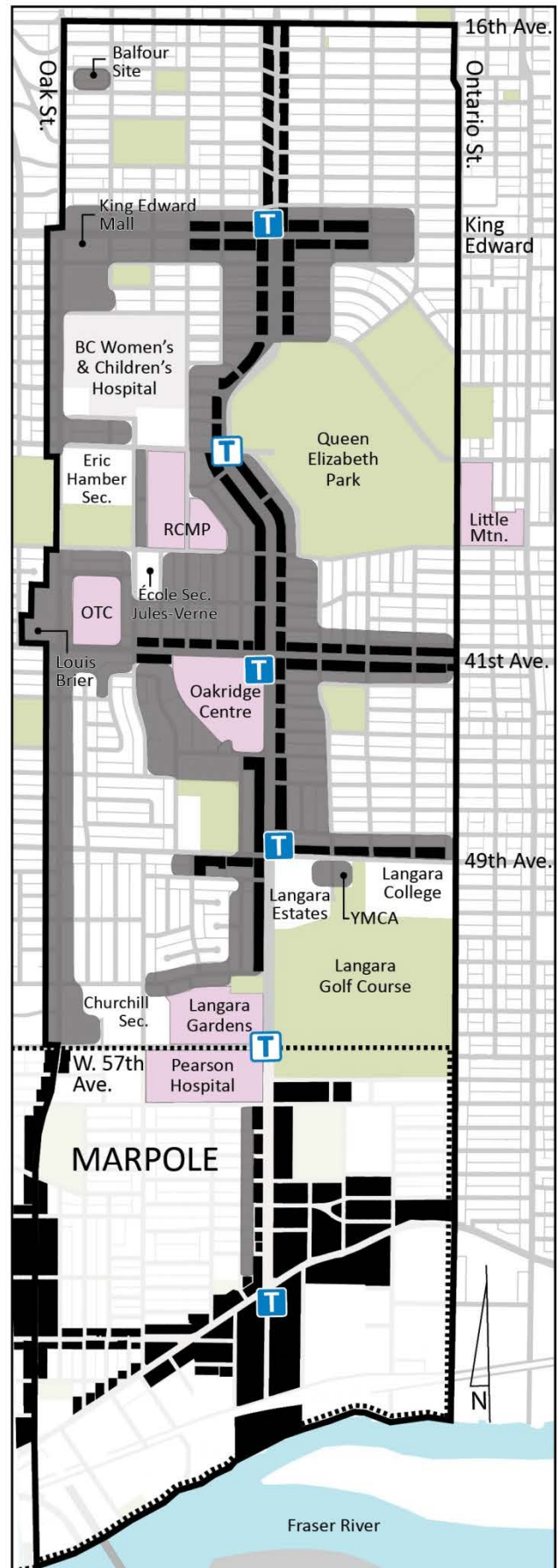
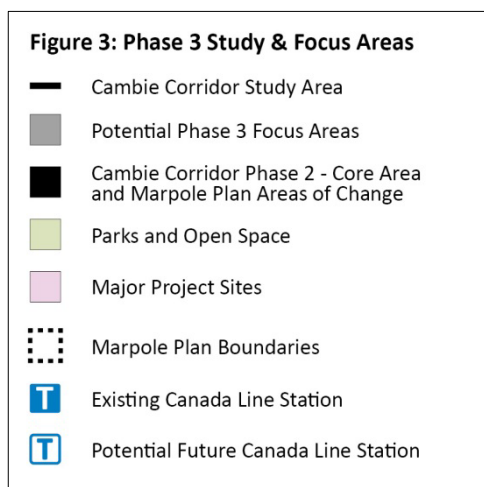
The Phase 3 'Study Area', shown in black outline on Figure 3, includes lands from W. 16th Avenue (north) to the Fraser River (south) and from Oak Street (west) to Ontario Street (east). It captures lands within about 800 metres of Canada Line stations, which is commonly accepted as a reasonable walking distance to high-quality transit.

The overall 'Study Area' will guide consideration of high level policy applicable to the overall Corridor, such as public benefit allocations and public realm improvements. Within the broader 'Study Area' there are proposed 'Focus Areas' where potential land use change will be considered; these are shown in grey. This focused planning approach responds to community feedback received during recent planning initiatives in communities such as Marpole, where there was a strong desire to minimize change in single-family areas.

### Focus Areas

As noted above, areas considered for potential change will be strategically limited to the following:

- ☑ *One-block off and adjacent to Phase 2 areas.* This will allow for an effective physical transition from the higher forms already approved through Phase 2 policy on the arterials to the surrounding lower density single-family areas.



- ☑ *Areas adjacent to large sites.* There are five major project sites within the Cambie Corridor: RCMP lands, Oakridge Transit Centre (OTC), Oakridge Centre, Langara Gardens, and Pearson Dogwood Centre. Phase 3 will tie these sites into the Corridor fabric, ensuring appropriate transitions to their unique surrounding neighbourhoods.
- ☑ *Unique sites.* There are a number of unique sites within the Corridor that warrant special review (e.g., Balfour site, YMCA). Generally, they are larger sites that stand out from their surrounding fabric, and include a range of existing uses from lower density housing to commercial and recreational. These unique sites will be considered during the planning process.
- ☑ *Marpole buffer area.* This small transition area immediately west of the Phase 2 approved sites on Cambie Street, between SW Marine Drive and W. 59<sup>th</sup> Avenue, was identified for further planning in the Marpole Community Plan.

The Cambie Village area, between W. 16<sup>th</sup> Avenue and King Edward Avenue, has a markedly different character than the rest of the Corridor and is characterized by its significant share of pre-1940s homes (63% of the single-family zoned properties were built before 1940). Heritage and character retention strategies will be reviewed during Phase 3, in alignment with the ongoing Heritage Action Plan work throughout the City.

The proposed 'Focus Areas' shown in grey on the map are intended to identify possible land use changes and new housing options, and will be refined through community dialogue and technical analysis early in the planning program. In an effort to minimize change to single-family areas, the proposed areas considered for change are limited and focused, resulting in 74% of single-family zoned parcels in the Corridor left unchanged.

The extent of potential land use change will depend on the outcome of the Phase 3 planning and public engagement process.

### Deliverables

Policies and land use changes developed for Phase 3 will be added to the Cambie Corridor Plan, or brought forward in tandem with proposed Plan amendments once the planning work is complete. Key deliverables of the process include the following:

a. Land use policy for 'transit-influenced areas'

Integrate new land use and built form policies in the Cambie Corridor Plan for 'transit-influenced areas' to expand housing options and improve affordability.

b. Public Benefits Strategy

Develop a comprehensive Public Benefits Strategy to support growth in the Cambie Corridor.

The strategy will consider all public amenity and infrastructure needs, including affordable housing, childcare, community facilities, civic facilities, parks and open spaces, transportation, and utilities. A long-term funding strategy will also be developed encompassing property taxes and user fees, development contributions and partner contributions.

c. Public Realm Plan

Building on the public realm directions of the Cambie Corridor Plan (Sections 6.3 - 6.6), Phase 3 will include a comprehensive Public Realm Plan to provide a long term vision and implementation plan for treating public space along the Corridor. This will provide detailed guidance for future public realm improvements, such as sidewalk improvements, landscaping, plazas, benches, lighting, etc. Work on the Public Realm Plan is well underway as it includes Cambie Corridor Phase 2 areas.

d. District Schedules (Zoning) and Guidelines

Pending the outcome of the planning process, it is expected that new district zoning schedules and associated guidelines will be prepared to support plan implementation. This may include consideration of City-initiated rezoning in strategic locations, including Cambie Corridor Phase 2 arterial mid-rise apartment sites.

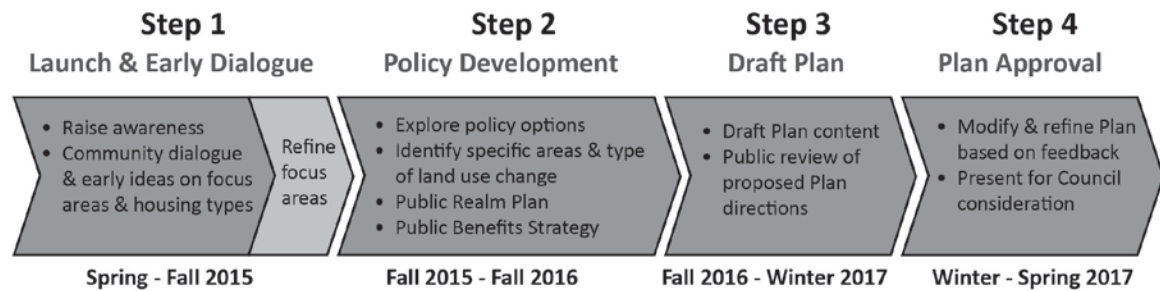
e. High level policy improvements

The planning process may identify Cambie Corridor Phase 2 policy refinements to improve overall Plan implementation and coordination with Phase 3 policy directions.

## Planning and Engagement Process

It is anticipated that the Phase 3 planning program will take 18-24 months and will be carried out in four main steps. A unique, meaningful and localized engagement approach will be used, with more details provided in the next section.

Key activities, outcomes and deliverables for each step are outlined below.



### Activities, outcomes and deliverables

#### Step 1:

#### Launch & Early Dialogue

The first step in the process will:

- raise awareness of the Phase 3 planning program
- recruit key stakeholders for early and on-going engagement
- review existing policy context and Cambie Corridor Principles (as approved by Council). This will include regional, citywide and neighbourhood level policies.
- seek early input on key focus areas to explore potential land use change and new housing options.
- refine focus areas based on community input.
- review assets, issues and opportunities in the study area.
- prepare a Corridor Profile (e.g., demographics, housing stock, facilities)

#### Key Deliverables:

- Public engagement events and activities
- Identification of key focus areas for exploring land use change; early ideas on new housing typologies
- Summary of key assets, issues and opportunities
- Early generation of ideas for consideration in Phase 2
- Cambie Corridor Profile: this will include background information on the Corridor, including demographics (e.g., population, age, household income, etc.), housing data, zoning, community facilities, transportation, etc.

### Activities, outcomes and deliverables

#### Step 2:

#### Plan and Policy Development

Step 2 will explore and prepare preferred land use directions and seek feedback on the supporting Public Realm Plan and Public Benefits Strategy.

#### a. New Housing Options in 'Transit Influenced Areas'

Exploring new housing opportunities in Phase 3 focus areas will involve significant community input and neighbourhood level consultation, with an emphasis on family housing needs. This phase will:

- identify preferred areas for change, including potential housing types, key built-form transitions and policies to support special consideration on unique sites and in specific neighbourhoods (e.g., large sites, heritage protection, renewal and expansion of existing affordable rental housing)
- explore affordable housing options
- coordinate policy directions with Major Project Sites
- prepare and consult on any policy refinements associated with Cambie Corridor Phase 2
- test ideas - community consultation and technical analyses, which will include urban design work and development economics to assess the financial viability of various housing types and tenures considered during the planning process.

#### b. Public Realm Plan

- fine tune the draft Public Realm Plan to align with Corridor policies
- seek community feedback on the draft Public Realm Plan

#### c. Public Benefits Strategy:

- begin developing the Public Benefits Strategy based on emerging directions
- recap the purpose and key components of the Public Benefits Strategy with the community
- seek early community/stakeholder input on priorities/gaps

#### *Key Deliverables:*

1. Workshops/activities with community and key stakeholders
2. Identification of preliminary preferred Plan directions
3. Community input on emerging Plan directions
4. Community input on Public Realm Plan & Public Benefits Strategy
5. Community input on implementation ideas (e.g., potential District Schedules and rezoning)

Activities, outcomes and deliverables	
<p><b>Step 3:</b></p> <p><b>Draft Plan</b></p>	<p>At this stage, emerging Plan directions will be brought together for broad community review.</p> <p>This phase will:</p> <ul style="list-style-type: none"> <li>• prepare proposed policy and land use directions for the Corridor</li> <li>• identify recommended priorities and other implementation-related activities, and</li> <li>• provide a broad public review of draft plan directions, including the Public Benefits Strategy and Public Realm Plan.</li> </ul> <p><i>Key Deliverables:</i></p> <ol style="list-style-type: none"> <li>1. Draft Phase 3 Cambie Corridor Plan directions</li> <li>2. Identification of priorities and implementation actions</li> <li>3. Consultation on draft Plan directions - community, other stakeholders, external agencies</li> </ol>
<p><b>Step 4:</b></p> <p><b>Plan Approval</b></p>	<p>At this stage the new Cambie Corridor Plan components will be finalized and prepared for presentation to Council, including:</p> <ul style="list-style-type: none"> <li>• modifying and refining of the draft plan directions based on feedback</li> <li>• staff preparation of a report for Council, and</li> <li>• forwarding the draft plan to Council for consideration</li> </ul> <p><i>Key Deliverables:</i></p> <ol style="list-style-type: none"> <li>1. Amended Cambie Corridor Plan with Phase 3 Policy <ul style="list-style-type: none"> <li>• Public Benefits Strategy</li> <li>• Public Realm Plan</li> </ul> </li> </ol>

## Policy Considerations

The purpose of this section is to provide clarity on the parameters of the planning program, specifically in relation to existing policy, or special considerations, and how these influence ‘what’s on (or off) the table.’

### a. Marpole Community Plan (2014)

The Phase 3 study area includes a portion of lands covered by the recently approved Marpole Community Plan (2014).

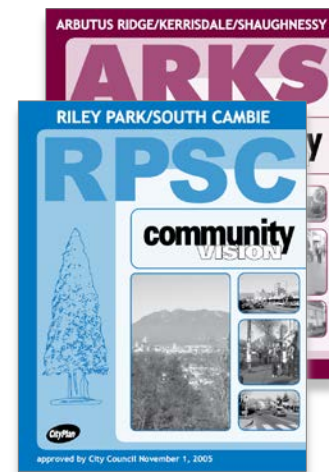
Planning work for Phase 3 of the Cambie Corridor Plan will not revisit areas covered under the Marpole Plan (i.e., south of W. 57<sup>th</sup> Avenue), with the exception of a narrow buffer area immediately west of Cambie Street. Planning work here will explore an appropriate land use transition between the tower and mid-rise forms permitted along Cambie and the surrounding single-family houses. The Marpole Plan includes direction to explore this buffer area as part of Phase 3 work (see Figure 6.2 of the Marpole Community Plan).



### b. Community Visions

The Phase 3 study area includes lands covered by two Community Visions: Riley Park/South Cambie (RPSC 2005) and Arbutus Ridge/Kerrisdale/Shoughnessy (ARKS 2005). Community Visions are based on the broader vision of CityPlan (1995) and intended to integrate citywide directions at the community level.

Consistent with the Terms of Reference for Cambie Corridor planning program Phases 1 and 2, Phase 3 will facilitate discussion and potential implementation of key housing directions (‘Approved’ and ‘Uncertain’) in each Vision, while also exploring further opportunities to strengthen the local response to rapid transit. To date staff have received feedback from residents expressing interest in evaluating higher-density forms in limited areas within RPSC. If there is a desire that emerges during the planning process to explore opportunities for forms and heights that were ‘Not Approved’ within these Visions, this will be considered on a site-by-site basis with full public consultation.



In addition, several key large sites within the Corridor will be reviewed and may be considered for their potential to accommodate higher heights and densities beyond what was contemplated in the Visions. For clarity, this includes the Balfour, Louis Brier, King Edward Mall, and RCMP sites. This aligns with, and builds on, the recently amended “Rezoning Policy for Sustainable Large Developments” approved by Council on May 16, 2013.

c. Oakridge Langara Policy Statement (1995)

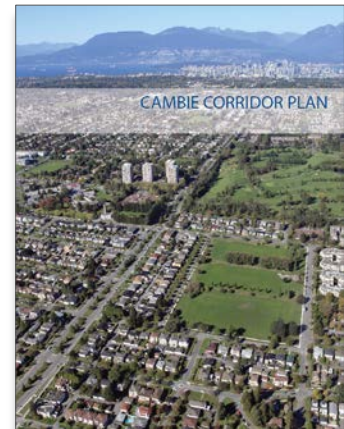
The Oakridge Langara Policy Statement states: "In the event of a rapid transit link to Richmond, evaluate areas around potential station locations to determine whether additional sites should be considered for changes in land use and/or density" (11.5).

This policy provides flexibility for considering a broad range of density, height and housing types in the 'transit-influenced areas' under review through Phase 3.

Pending the outcome of Phase 3 and more detailed analysis, staff will explore the feasibility of repealing the Oakridge Langara Policy Statement to improve clarity and consistency for lands covered under the Cambie Corridor Plan.

d. Cambie Corridor Plan Modifications

The Cambie Corridor Plan anticipated the need to expand upon the broad Corridor Strategy as needed in Phase 3. Since plan adoption, and as plan implementation proceeds, several areas have been identified for further review.



With the exception of the following, policy and land use for 'core areas' (Phase 2 sites) in the Cambie Corridor Plan will not be revisited:

- i. *Cambie Street at 41<sup>st</sup> Avenue*: On May 9, 2011, with approval of the Cambie Corridor Plan, Council directed staff to investigate allowing mixed-use buildings above 12 storeys on the sites immediately adjacent to the intersection of Cambie Street and 41<sup>st</sup> Avenue as part of future planning and community consultation in Phase 3. This direction is reflected in Policies 4.4.1 and 4.4.2 of the Cambie Corridor Plan.
- ii. *8100 Block of Cambie Street (SW corner of Cambie Street and W. 65<sup>th</sup> Avenue)*: To assess the appropriate scale and role of this site for providing an appropriate built form transition, Phase 2 policy will be reviewed to ensure an effective interface with adjacent high density (south and east) and low density areas (north and west).
- iii. *Corridor-wide Policy*: Planning work in Phase 3 will remain open to policy enhancements that may improve direction for the overall Corridor (i.e., revised Housing Policy to reflect an evolution in practice). In some cases, new Corridor-wide policies may also support 'core' properties.

e. Large Sites & Major Projects

Large sites and major project planning play an important role for delivering on amenity, housing and energy objectives within the Corridor.

Where possible and appropriate, Phase 3 will consider policy to guide built-form transitions, linkages and other relevant high level policies that will support integration of large Major Project sites into the fabric of the overall community (i.e., RCMP site and Langara Gardens).



As mentioned, several key large sites within the Corridor will be reviewed for their potential to accommodate heights and/or densities beyond what was considered in the Visions. For clarity, this includes the Balfour, Louis Brier, King Edward Mall, and RCMP sites. This aligns with, and builds on, the recently amended “Rezoning Policy for Sustainable Large Developments” approved by Council on May 16, 2013.

f. Rental Housing Stock Official Development Plan (e.g., Rate of Change Bylaw)

Rental housing is important to meet the needs of a diverse population and is vital to a healthy economy. It also allows moderate-income households to stay in the City because household incomes of renters are typically half that of owners. To protect rental housing in the city, the City’s Zoning and Development Bylaw requires redevelopment projects in certain zones with six or more dwelling units to replace every demolished rental unit.

Phase 3 includes rental housing sites that are currently protected by the City’s Rate of Change Bylaw. Planning work will explore potential future options for these sites, noting that rental replacement and enhanced tenant protection and relocation will be prioritized.

### **Approach to Outreach and Engagement - Successful Practices in Recent Planning**

The 2009 Cambie Corridor Terms of Reference identified working groups for Phase 3 engagement, including three ‘Transit-Influenced Area Groups’ and one ‘Citywide Group.’ As approaches to outreach and engagement throughout the City continue to evolve to incorporate best practices, and after receiving early input from key stakeholder groups, planning for Phase 3 will embrace a localized, adaptive approach that acknowledges the diversity of the neighbourhoods within the Corridor. This will allow for meaningful dialogue that addresses the unique, localized conditions in each neighbourhood. This Phase 3 engagement approach will also encourage broad and representative participation in the planning process. This builds on the positive community response to the smaller scale engagement sessions that were a success during latter portion of the Marpole Community Planning process.

To accomplish a more localized approach, the consultation program will be customized to adapt and respond to what works best for the community. As a starting point, the planning program will prioritize the following outreach and engagement principles:

- *Achieve broad awareness* - ensure early in the process that the broader community is aware of the planning program in their neighbourhood and that their participation is important in shaping the plan. In addition to using a variety of ‘awareness’ tools, an update newsletter will be mailed to all residents and businesses in the Corridor at the launch of the planning program and at strategic points in the process.
- *Be strategic* - the areas considered for change will be limited to strategic areas only, as identified in the Scope of Work and adjusted through community consultation.
- *Take time needed* - accommodating growth and exploring change in established neighbourhoods is a complex endeavour and warrants sufficient time to work through the assets, issues and opportunities with the community.

- *Be visual* - enhancing communication through high quality visual tools and materials (e.g., renderings, photos, drawings, models, etc.) will help residents understand the scale of change being explored, allowing for informed and empowered decision-making.
- *Have a small group focus* - while use of a variety of consultation tools is important for reaching the diversity of residents in a neighbourhood, smaller group sessions are especially conducive to meaningful dialogue, and are particularly constructive when working through any core issues that may arise through the planning program.
- *Be flexible, adaptive, and responsive* - the consultation program will adapt and respond, as necessary, to address community priorities including any core issues that arise throughout the program.



A variety of techniques will be used throughout the planning program to achieve the above goals and ensure there are multiple ways to get involved and share ideas. Some examples include workshops, “walkshops”, focus groups, and online tools.

### Rezoning Enquiries during the Phase 3 Planning Process

The City’s established practice is to limit the types of new rezoning applications which will be considered during a significant planning process so as not to pre-empt or divert the planning program with rezonings which seek to set new directions or preclude options in a neighbourhood. Staff recommend that this practice be continued.

Appendix A contains proposed policy setting out the circumstances under which new rezonings and heritage revitalization agreements would be considered during the Cambie Corridor Phase 3 process. These circumstances include projects proposed under the recently approved Marpole Community Plan and Cambie Corridor Plan, or projects involving public or non-profit institutional, cultural, or recreational uses, non-market housing, or heritage retention, as well as minor housekeeping amendments. It should also be noted that applications that have already been submitted and enquiries that have received a written response prior to the adoption of the rezoning policy will continue to be processed.

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

#### *Financial*

**Capital** - Implementation of the Public Benefits Strategy and Public Realm Plan will involve capital investments (e.g. acquisition of land and construction of facilities and infrastructure) as well as future financial implications from programming, facility operation, maintenance and rehabilitation. A long-term funding strategy encompassing property taxes and utility fees, development contributions, and partnership opportunities will be presented as Council considers the Public Benefits Strategy and Public Realm Plan.

*Operating* - The Phase 3 planning work will be accommodated within existing staff resources in Planning & Development Services and program departments included in the 2015 budget approved by Council in March 2015.

### *Environmental*

The Phase 3 planning program will continue to deliver on, and augment the transit-oriented development envisioned in the approved Cambie Corridor Plan (2011) through intensification of lands close to transit. It will also integrate energy gains available throughout the Corridor, complementing the City's current work in neighbourhood energy in the Cambie Corridor area.

## **CONCLUSION**

In 2009, Council approved a three-phase planning program for the Cambie Corridor. Phases 1 (2010) and 2 (2011) are complete, and have facilitated a significant and ongoing transformation of 'core areas' in the Corridor as more people choose to live close to high quality rapid transit and access the diversity of amenities available in the Corridor. Staff recommend moving forward with the third and final planning phase for the Cambie Corridor to build on this momentum and provide an effective transition between the 'core areas' currently undergoing redevelopment, and the surrounding lower density single-family areas, also providing for more ground-oriented housing choices in the Corridor. There is a demand for more housing options for families in Vancouver, and Phase 3 provides an opportunity to deliver this much-needed family housing with two and three or more bedrooms. In alignment with the 2009 Terms of Reference, the Phase 3 Cambie Corridor planning program will deliver land use policy for the 'transit influenced areas', as well as a Public Benefits Strategy and Public Realm Plan for the entire Cambie Corridor area.

\* \* \* \* \*

# Appendix A

## Appendix A: Interim Rezoning Policy

### **POLICY ON CONSIDERATION OF REZONING APPLICATIONS AND HERITAGE REVITALIZATION AGREEMENTS DURING CAMBIE CORRIDOR PHASE 3 PLANNING PROCESS**

The following policies are proposed to govern consideration of rezoning enquiries and applications, heritage revitalization agreements, during the Cambie Corridor Phase 3 planning program. Once adopted, the policy will apply until such time as the Cambie Corridor Plan Phase 3 Plan components are approved by Council.

#### **Preamble**

The following rezoning policy is based on the principle of not pre-empting or diverting the planning program with rezonings which set new directions or preclude options in neighbourhoods along the Cambie Corridor.

#### **Policy 1**

Where, at the time of adoption of this rezoning policy, there is an active rezoning application or where an enquiry has been received, and the applicant has received a written response stating that a rezoning application would be considered, the application will be considered.

#### **Policy 2**

Applications will be considered for the retention, expansion, downsizing, or reuse of public or non-profit institutional, cultural, recreational, utility, or public authority uses.

#### **Policy 3**

Rezoning applications will be considered in the cases of housekeeping amendments and minor text amendments to existing CD-1s, which are not related to height or density increases (e.g., altering the mix of commercial uses in an existing building). This would include public consultation and a public hearing.

#### **Policy 4**

Rezoning applications will be considered for projects involving significant social and supportive housing or community care facilities or group residences.

#### **Policy 5**

Rezoning applications involving heritage retention and heritage revitalization agreements will be considered. If this conflicts with other Council policy (e.g., rental housing rate of change policy vs. heritage retention policy), then this will result in a report to Council for direction.

#### **Policy 6**

Rezoning applications which seek relief from any of the terms of this rezoning policy may be considered under exceptional circumstances, provided that they substantially advance objectives from citywide policies and do not constitute a significant increase in the rate of development for the neighbourhood in question.

#### **Policy 7**

Rezoning applications may proceed in the Cambie Corridor consistent with the directions outlined in the Cambie Corridor Plan (Approved May 9, 2011).

**Policy 8**

Rezoning applications may proceed in the Marpole Community consistent with the directions outlined in the Marpole Community Plan (Approved April 2, 2014).

**Policy 9**

Rezoning applications may proceed on large sites where a Council approved policy statement is in place (e.g., Pearson Dogwood).

**Policy 10**

Rezoning applications may proceed on sites identified for redevelopment in the Oakridge-Langara Policy Statement (OLPS) and in accordance with the policies outlined in the OLPS.