



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: April 4, 2017
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Meeting Date: May 2, 2017

TO: Vancouver City Council
FROM: General Manager of Planning, Urban Design, and Sustainability
SUBJECT: Miscellaneous/Minor Amendments to the Marpole Community Plan

RECOMMENDATION

THAT Council approve the proposed amendments to the Marpole Community Plan, as outlined in this report; and,

FURTHER THAT Council direct staff to update the Marpole Community Plan to incorporate approved amendments.

REPORT SUMMARY

This report provides an overview of the proposed amendments and housekeeping updates recommended for the Marpole Community Plan. Proposed amendments include: (1) adjustments to permitted densities in strategic locations along Granville Street, Oak Street, and Hudson Street to correct modelling errors, (2) minor text amendments to improve clarity around built form intent, and updating the City's approach for Community Amenity Contributions (CACs) for projects including community benefits, rental or social housing, and (3) housekeeping updates to better align the Plan with broader citywide policy that has been approved since the Marpole Community Plan was approved (e.g., *Family Room* housing policies). These amendments achieve the intent of policy directions contained in the Marpole Community Plan.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Marpole Community Plan (2014)
Family Room: Housing Mix Policy for Rezoning Projects (2016)

REPORT

Background/Context

The Marpole Community Plan was approved by Council on April 2, 2014. The Plan provides direction on land use, built form, housing, transportation, parks and open spaces, local economy, heritage, arts and culture, community well-being, energy and climate change, utilities and services, and includes a detailed public benefits strategy. It also includes directions for implementation, including approaches to securing developer contributions through new development.

Since plan approval, there has been steady development throughout the community. As of April 4, 2017, there were 22 rezoning enquiries, 7 active rezoning applications, and 2 approved rezoning applications. Further, in addition to rezonings there are 15 approved development permits, for a total of 370 units, under the new RM-8/N and RM-9/N zones that were introduced immediately following approval of the Marpole Community Plan.

Contributions from new development enabled through the Marpole Community Plan have helped realize a number of new and improved amenities, including a newly renovated Marpole Place, an enhanced open space and Integrated Rainwater Management Plan demonstration project at Yukon and West 64th Avenue, and the purchase of the historically and culturally significant Joy Kogawa House.

Strategic Analysis

Through staff review of several rezoning enquiries on sites located in strategic commercial areas along Granville Street, Oak Street, and Hudson Street, a number of minor issues have arisen regarding the intended built form for those areas in the Plan (see Appendix A). These issues include incorrect density provisions due to modelling errors, and lack of clarity around appropriate tower floor plate size.

Granville High Street

Granville Street serves as the main neighbourhood shopping centre and 'high street' for Marpole. New development will strengthen the vitality of this area bringing new residents, more shops and services, job space, amenities, and public realm improvements to support an active street life for this 'social heart' of Marpole.

Staff have received a number rezoning enquiries in this 'high street' area of Granville. These proposals have met the intended built form and massing guidelines for the area, as illustrated and prescribed in the Plan; however, applicants are seeking densities beyond what is permitted in the Plan. In response to these enquiries, staff have undertaken further technical analysis and have confirmed that there was a modelling error during Plan development. As a result, the density provisions outlined in the Plan do not align with the intended form of development that has been prescribed and visually represented for this area, particularly for applications including office space.

In order to address this discrepancy, staff propose the following amendments, as outlined in Table 1.

Table 1. Proposed amendments to the Granville sub-area.

Chapter 6 - Places Granville Street Sub-area: Density, Use, Form of Development		
Plan section	Current policy	Proposed amendments
Policy 6.1.1 Mixed use (up to 12 storeys)	FSR: up to 3.0	FSR: up to 3.5 with consideration for an increase for developments that incorporate commercial/office space above the first floor. A minimum 0.5 FSR of commercial floor area above the first floor will be required to achieve additional density beyond 3.5 FSR.
	Floor plates above the podium should not exceed 6,300 square feet.	Move to <i>Chapter 7 Built Form Guidelines</i> with further explanation about how this is achievable (see Appendix B for details).
Policy 6.1.2 Mixed use (up to 8 storeys)	FSR: up to 3.0	FSR: up to 3.5 with consideration for an increase for developments that incorporate commercial/office space above the first floor. A minimum 0.5 FSR of commercial floor area above the first floor will be required to achieve additional density beyond 3.5 FSR.

Oak and Hudson Street commercial nodes

In response to the analysis undertaken for the Granville high street, staff reviewed other commercial nodes with similar built form intent along Oak and Hudson Streets as well. This analysis indicates adjustments for these areas are also suitable given the built form intent for these strategic commercial nodes. Proposed amendments are outlined in Table 2.

Table 2. Proposed amendments to the Oak and Lower Hudson sub areas.

Chapter 6 - Places Lower Hudson and Oak Sub-Areas		
Plan section	Current policy	Proposed amendments
6.2.2 Mixed use (up to 8 storeys)	FSR: up to 3.0	FSR: up to 3.0 with consideration for an increase for developments that incorporate commercial/office space above the first floor. A minimum 0.5 FSR of commercial floor area above the first floor will be required to achieve additional density beyond 3.0 FSR.
6.3.1 Mixed use (up to 8 storeys)	FSR: up to 3.0	FSR: up to 3.0 with consideration for an increase for developments that incorporate commercial/office space above the first floor. A minimum 0.5 FSR of commercial floor area above the first floor will be required to achieve additional density beyond 3.0 FSR.

Housekeeping updates

Should Council proceed with the proposed amendments noted above, staff recommend using this opportunity to address minor housekeeping matters as well. With ongoing implementation of the plan, staff have identified several minor amendments and housekeeping updates that would improve the legibility and user-friendliness of the Plan, including text amendments to align with newly adopted citywide policies around Family Room housing requirements in new developments. It is good planning practice to update the Plan to address these issues and provide clarity for landowners, staff and developers. A comprehensive list of proposed housekeeping updates is outlined in Appendix B.

Consultation

During development of the Marpole Community Plan, over 7,800 people were involved and had the opportunity to discuss and comment on the illustrations and content. Following the recent analysis work, staff have followed-up with key community groups. As well, this report has been circulated to the Marpole email list, which has approximately 600 registrants.

Implications/Related Issues/Risk

Financial

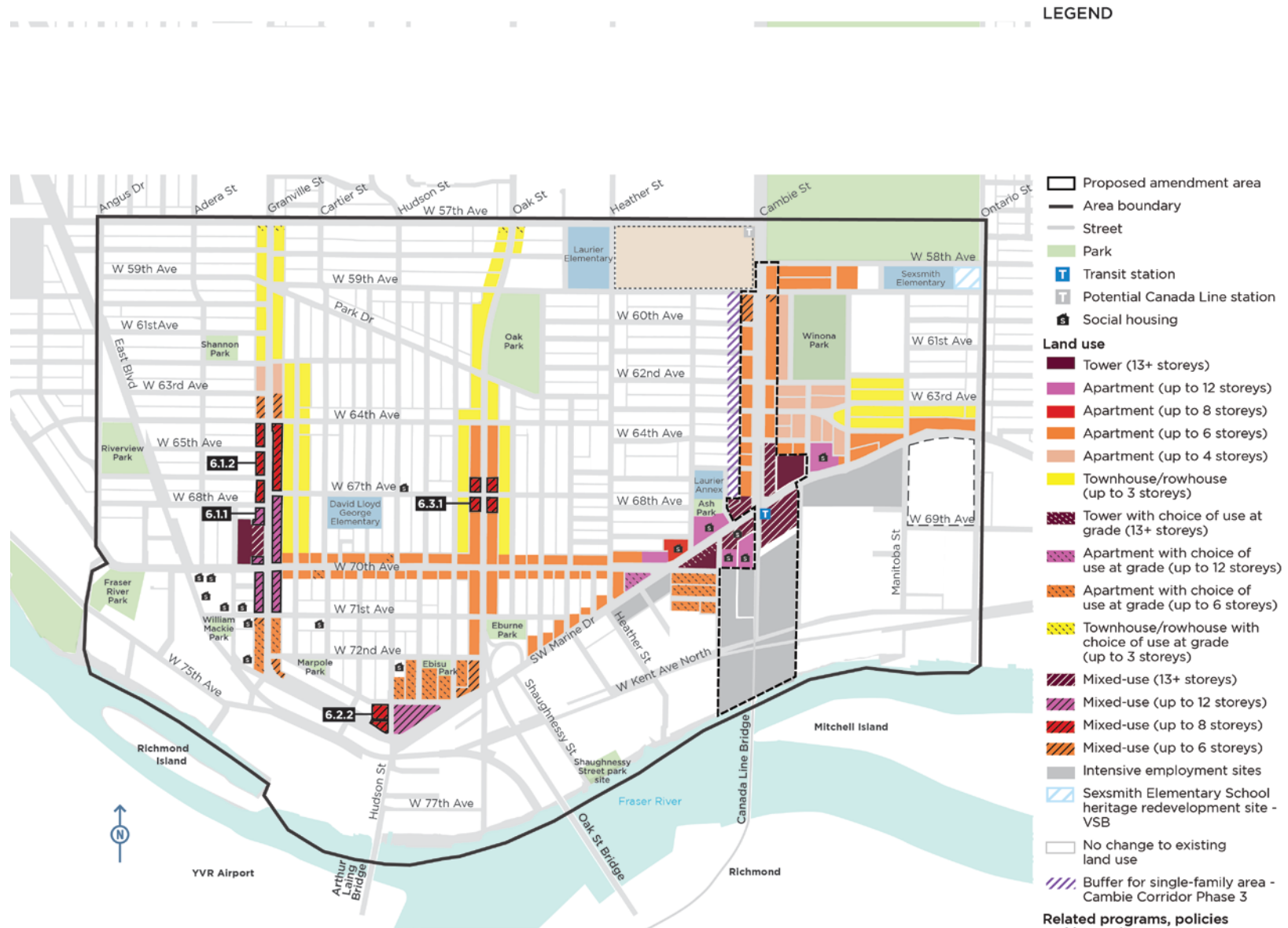
The modest increases in density as a result of these proposed amendments will generate modest and commensurate increase in community amenity contributions from rezonings in the amended areas.

CONCLUSION

This report recommends a number of minor amendments to the Marpole Community Plan that will improve the implementation of new development in key areas in Marpole. They will also provide better clarity for staff, property owners, and the development community. These amendments, if approved, would achieve the intent of the Marpole Community Plan.

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Map of areas subject to modelling error amendments



Proposed Amendments			
Plan section	Current policy	Proposed amendments	Rationale
Chapter 6 - Places			
Granville Sub-Area: Density, Use, Form of Development			
6.1.1 Mixed use (up to 12 storeys)	FSR: up to 3.0	FSR: up to 3.5 with consideration for an increase for developments that incorporate commercial/office space above the first floor. A minimum 0.5 FSR of commercial floor area will be required to achieve additional density beyond 3.5 FSR.	Adjust density to facilitate intended built form and encourage inclusion commercial floor space, noting lack of floor space exclusions for office developments result in greater FSR.
	Floor plates above the podium should not exceed 6,300 square feet.	Move to <i>Chapter 7 - Built Form Guidelines</i> : Floor plates above the podium are generally expected to be modest in size - approximately 4,000 square feet to 5,500 square feet. Floor plates above the podium level should not exceed 6,300 square feet on any site.	Current floor plate maximum of 6,300 square feet set out in the Plan suggests that this may be achievable on any site, which is not accurate. More explanation required for better clarity.
6.1.2 Mixed use (up to 8 storeys)	FSR: up to 3.0	FSR: up to 3.0 with consideration for an increase for developments that incorporate commercial/office space above the first floor. A minimum 0.5 FSR of commercial floor area will be required to achieve additional density beyond 3.0 FSR.	Adjust density to facilitate intended built form and encourage inclusion commercial floor space, noting lack of floor space exclusions for office developments result in greater FSR.
Lower Hudson Sub-Area			
6.2.2 Mixed use (up to 8 storeys)	FSR: up to 3.0	FSR: up to 3.0 with consideration for an increase for developments that incorporate commercial/office space above the first floor. A minimum 0.5 FSR of commercial floor area will be required to achieve additional density beyond 3.0 FSR.	Adjust density to facilitate intended built form and encourage inclusion commercial floor space, noting lack of floor space exclusions for office developments result in greater FSR.
Oak Sub-Area			
6.3.1 Mixed use (up to 8 storeys)	FSR: up to 3.0	FSR: up to 3.0 with consideration for an increase for developments that incorporate commercial/office space above the first floor. A minimum 0.5 FSR of commercial floor area will be required to achieve additional density beyond 3.0 FSR.	Adjust density to facilitate intended built form and encourage inclusion commercial floor space, noting lack of floor space exclusions for office developments result in greater FSR.

Proposed Housekeeping items		
Plan Section	Proposal	Rationale
Chapter 6 - Places		
Cambie Sub-Area		
6.4.2 Apartment with choice of use at grade (up to 12 storeys)	Add to Map: 8427, 8471, 8483, and 8495 Cambie Street Add: Mid-site walking and cycling access desired on sites with frontage greater than 120 feet Revise: Existing social housing sites subject to social housing policies (see policies in 8.0 Housing)	Gives flexibility of choice for ground floor use for these transit-adjacent sites.
6.4.3 Apartment (up to 12 storeys)	Removed from Map: 8427, 8471, 8483, and 8495 Cambie Street	Relocated to 6.4.2 Apartment with choice of use at grade (up to 12 storeys)
Chapter 7 - Built Form Guidelines		
Building Height and Form Policy 7.1.16	Adjust podium height for Hudson Street from "3 storeys" to "2 to 3 storeys"	Align with directions in Chapter 6, Section 6.2 that suggests a 2 to 3 storey podium.
Building Height and Form Policy 7.1.16	Adjust podium height for Oak Street from "4 storeys" to "2 to 3 storeys"	Align with directions in Chapter 6, Section 6.3 that suggests a 2 to 3 storey podium.
Building Height and Form Policy 7.1.17	Adjust floor to floor heights in residential buildings to allow for 10 feet, instead of 9 feet.	Align with current City practice. Allows for additional light into units and improved livability.
Building Height and Form Policy 7.1.18	Remove: For mixed-use buildings 8 storeys or higher, the width of the building above the podium should be reduced to have an average of approximately 65% of the width of the building base. On sites with frontage larger than 150 feet, the upper storeys should be massed in two or more separate building blocks. Add: For mixed-use buildings 8 storeys or higher, on sites with frontage larger than 200 feet, the upper storeys should be massed in two or more separate building blocks. The building blocks need not be the same height.	

Plan Section	Proposal	Rationale
<p>Mixed-use Building Yards and Setbacks Policy 7.1.26</p>	<p>Revise: Buildings adjacent to residential zoned property, without an intervening lane, provide a minimum side yard of 6 feet, and front yard of 12 feet within 12 feet of adjacent property.</p>	<p>Clarify intent.</p>
<p>Building Widths Policy 7.2.16</p>	<p>Revise: Building widths should reflect prevailing lot patterns, and adjacent streets and building types. Smaller widths create a more incremental and interesting streetscape and are strongly encouraged. Building widths of approximately 100 feet may be supported for most 4 and 6 storey buildings. Apartments located facing SW Marine Drive may have a building width up to 120 feet.</p>	<p>Provide some flexibility for building widths to accommodate varying consolidation widths.</p>
<p>Mid-block connections Policy 7.2.58 - 7.2.60</p>	<p>Add to Residential Buildings section 7.2:</p> <p>7.2.58 Mid-block connections should have a minimum width of 24 feet at lower storeys and should increase to at least 30 feet at the upper storeys.</p> <p>7.2.59 Ground floors adjacent to mid-block connections should have an active edge with entrances and windows facing the pedestrian path, whether the interface is residential or retail in nature. Layered landscape screening should be incorporated.</p> <p>7.2.60 Lighting appropriate to the adjacent uses (i.e. commercial or residential) should be incorporated to provide a safe and enjoyable walking route.</p>	<p>These guidelines currently exist under <i>Mixed-use Buildings section 7.1</i> and should also be incorporated for <i>Residential Buildings section 7.2</i> for greater clarity around expectations for mid-block connections adjacent to residential developments.</p>

Plan Section	Proposal	Rationale
Chapter 8 - Housing		
Diversity of Housing Options in the Neighbourhood Policy 8.1.4	<p>Delete: Require that new multi-family developments have 2 and 3 bedroom units for families (25% in market developments, 50% in social housing developments - except for seniors and supportive housing).</p> <p>Replace: In accordance with the City's <i>Family Room: Housing Mix Policy for Rezoning Projects</i>, or as amended from time to time, require that new multi-family developments have 2 and 3 bedroom units for families.</p> <p>For residential strata housing, require a minimum of 35% family units, including 10% of units with three or more bedrooms, and a minimum of 25% of units with at least two bedrooms. The Director of Planning may relax the requirements of this policy as per the considerations set out in the citywide <i>Family Room: Housing Mix Policy for Rezoning Projects</i>.</p> <p>For secured market rental housing, target a minimum of 35% family units with two or more bedrooms.</p> <p>For social housing, target 50% family units with two or more bedrooms.</p> <p>Family unit requirements and targets do not apply to seniors and supportive housing.</p>	Align with newly adopted Council Policy and direction regarding family housing requirements.

Plan Section	Proposal	Rationale
Chapter 18 - Implementation		
18.1 Community Amenity Contributions	<p>Add: On rezoning projects in the fixed rate CAC target area that include community serving uses, rental and/or social housing, a negotiated CAC approach will apply instead of the fixed rate.</p> <p>Further, for projects considered “anomalous” that seek additional density beyond what is permitted in the Plan, CACs will also be negotiated.</p> <p>Add: Depending on the characteristics of the rezoning (e.g., size, proposed tenure, location, amenity needs in the immediate area), CACs may be provided as in-kind on-site amenities (e.g., a child care built within the development), or may be provided as cash contributions that are used to help fund community amenities off-site at a later time. All amenity needs for Marpole are outlined in the Public Benefits Strategy (Chapter 17.0).</p>	<p>CAC approach: A negotiated approach is more suitable for non-standard rezoning projects.</p> <p>CAC provision: To provide clarity with respect to in-kind versus cash CAC provisions.</p>