



## ADMINISTRATIVE REPORT

Report Date: August 27, 2018  
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Meeting Date: September 19, 2018

TO: Standing Committee on City Finance and Services  
FROM: General Manager of Planning, Urban Design and Sustainability  
SUBJECT: Enactment Report: 650 West 41st Avenue (Oakridge Centre)

### **RECOMMENDATION**

THAT the conditions of by-law enactment as set out in the Public Hearing Minutes dated March 10, 11 and 14, 2014 be amended as set out in Appendix B.

### **REPORT SUMMARY**

In accordance with *Vancouver Charter* requirements, this report seeks Council's approval for the revised form of development for this above-noted site and consequential amendments to the conditions of by-law enactment prescribed by Council on March 10, 11 and 14, 2014. Staff review has determined that the revised form of development achieves the urban design objectives and is consistent with the conditions of enactment for the CD-1 by-law.

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

- Oakridge Centre Policy Statement (2007)

Note: Council approved, in principle, the form of development for this site when the rezoning was approved in principle following a public hearing in 2014.

### **REPORT**

#### ***Background/Context***

The site is a large shopping mall located at the southwest corner of Cambie Street and West 41st Avenue. The site and surrounding zoning are shown in Appendix A.

Developed in 1956, Oakridge Centre was the first auto-oriented shopping centre in Vancouver and the first site to be regulated under a "Comprehensive Development" (CD-1) Bylaw. The

open-air shopping centre was set in a large surface parking lot, with four apartment buildings along Tisdall Street.

In 1983, the by-law was amended to permit the development of a larger, enclosed mall with some underground parking and new housing on the southwest corner of the site. The subdivision also generated a requirement for conveyance to the City of 10% of the entire site as park space (at the time, approximately 3.085 acres was required to be dedicated as park). At the time, agreements were reached between the City and the Oakridge Centre owners to defer the obligation to transfer a parcel to the City for park until the next subdivision of the site.

In 1993, the CD-1 By-law was further amended to permit an expansion of retail uses on the site by 11,568 sq. m (124,524 sq. ft.) and of non-market residential use by 9,290 sq. m, (100,000 sq. ft.), subject to conveyance to the City of a 1.1 acre parcel of land for a future non-market seniors' housing development. Council permitted a reduction of the outstanding park obligation to 2.83 acres based on the acquisition of the 1.1 acre parcel, subject to a legal agreement to secure the outstanding obligation for dedication of park land. This expansion was never undertaken and these two obligations remain outstanding.

In 2007, Council adopted the Oakridge Centre Policy Statement which envisioned a vibrant, sustainable redevelopment of the site, with a greater intensity of housing, retail and office uses that takes advantage of Oakridge Centre's excellent transit accessibility, and is well supported by parks and public amenities. In 2011, the owners of Oakridge Centre (Ivanhoe Cambridge) partnered with Westbank Corporation to redevelop the site.

In July 2012, Council directed staff to work with the proponent team to develop a rezoning proposal that varied from the built form and some of the policies contemplated in the Oakridge Centre Policy Statement. Council also directed staff to carry out an enhanced program of public consultation during the Oakridge Centre rezoning process that recognized its scale and strategic location along the new Canada Line which had opened in 2009. On October 15, 2012, a rezoning application was submitted on behalf of the proponent team.

In May 2013, Council approved the recommendations contained in the Policy Report dated May 21, 2013, entitled "Oakridge Centre Rezoning: Issues and Directions," which provided updated guidance for considering the rezoning application. Council indicated it was willing to consider an intensification of Oakridge Centre beyond the density contained in the 2007 Oakridge Centre Policy Statement to include additional residential, office and retail space, tower height up to 45-storeys close to the intersection of 41st Avenue and Cambie Street with decreasing heights away from the intersection, a public benefits package that included affordable housing and a City-owned Civic Centre. Council also directed staff to explore maximizing the social housing provided on site, the provision of useable rooftop park space and enhanced walking, cycling and vehicular access arrangements.

An extensive planning and engagement process and technical review of the applications was conducted arising from Council's directions in May, 2013. In March 2014, Council approved in principle the rezoning of Oakridge Centre at Public Hearing. The rezoning would permit the construction of 11 towers and 3 mid-rise buildings over two floors of retail and service uses containing 2,914 residential units (including social housing), an increase in office and retail space from 80,438 sq. m (865,832 sq. ft.) to 168,059 sq. m (1,808,976 sq. ft.), a 9-acre park, and a Civic Centre containing a new community centre, expanded library, seniors centre and a 69- space childcare facility. The application also included a public High Street, cycling facilities and enhanced pedestrian access to the Canada Line Station.

In 2015, the applicants decided not to seek enactment of the rezoning by-law. They cited a series of unresolvable challenges in the proposal including the need to accommodate continuous operation of the shopping mall during construction, the requirement to keep The Bay store in its current location, and implications of the existing aquifer on the construction of the lowest parking level.

In November 2015, staff received a letter of enquiry from Ivanhoe Cambridge and Westbank regarding a revised rezoning concept for Oakridge Centre. Key changes from the 2014 rezoning and characteristics of the revised proposal include: an overall reduction in the amount of new residential and commercial floor area, reconfiguring the new retail and underground parking, a Civic Centre and park at grade with access to the rooftop park, and building heights and community amenities similar to the 2014 rezoning.

In June 2016, staff presented a Directions Report to Council recommending that a new rezoning application for the site be accepted based on the revised concept. Council adopted the recommendations and confirmed that any new application should be reviewed based on the planning and development principles previously established in the 2007 Oakridge Centre Policy Statement.

In January 2018, it was determined that it is possible to accommodate the revised design within the rezoning as approved by Council in March 2014. A Preliminary Development Permit application was received and was reviewed by the Development Permit Board on July 23, 2018. In addition, in order for the Development Permit to be issued, the original conditions of rezoning from 2014 must be met, and the rezoning by-law must be enacted by Council. This enactment report outlines that while the proposed design has changed from the 2014 rezoning, the new form of development is consistent with the rezoning and fulfils the conditions of enactment for the by-law.

### ***Strategic Analysis***

The proposal is for the development of a mixed-used development with three mid-rise buildings, and 10 towers of varying heights up to 44 storeys. The project contains up to two levels of commercial and office uses; residential uses including social housing, market rental, and market condominium units; a civic centre including a new community centre, library, seniors' centre, cultural spaces and a childcare facility; a public park located partially on the roof of the mall and partially at ground level; and three levels of underground parking.

The proposed development has been assessed against the CD-1 By-law and Council approved guidelines and responds to the stated objectives. Simplified plans, including a Site Plan and Elevations of the proposal, have been included in Appendix C.

1. Housing: Due to delay in the timing of the project, the delivery date of the Civic Centre, Social Housing, and Market Rental Housing must be updated to reflect the revised construction schedule. Proposed delivery dates are included in Appendix B.
2. Tunnel: Staff recommend changes to the original rezoning conditions to require removal of the existing tunnel connecting the Oakridge Centre Parkade with 41<sup>st</sup> Avenue. Tunnel removal is deemed necessary to allow the opportunity for potential rapid bus service and surface rail on 41<sup>st</sup> Avenue. The Tunnel Removal Agreement requires the applicant to fill in and cover up the existing tunnel, to the satisfaction of the General Manager of

Engineering Services. The City of Vancouver will cover the first \$1.5M cost of tunnel removal, with any additional cost to be borne by the Applicant.

3. Groundwater: The 2014 rezoning required provision of a Groundwater Management Plan, Proposed Groundwater Use, and Feasibility Study for Access to Groundwater. Staff propose that enactment can proceed without the finalization of these documents, with the application of a No Development Covenant. This covenant can be discharged when the documents have been prepared, reviewed and approved by City of Vancouver Staff. Collection of groundwater data and development of the Groundwater Management Plan is ongoing.
4. Park: The design of the park has advanced significantly since approval of the rezoning in 2014. A significant portion of the park will be built at grade, with the remainder cascading over two rooftop levels. The Park Board approved the proposed park concept on July 9, 2018. Significantly, the new design allows for the entire park to be provided to the City as an air space parcel, rather than a combination of Statutory Right of Way and air space parcel as previously proposed. The obligation of the property owner to provide ongoing maintenance for the entire 9 acre park remains unchanged.
5. Civic Centre: Recognizing that the Cambie Corridor Phase 3 plan provides for greater population density in the Municipal Town Centre, the Civic Centre will be upsized to 100,000 sq. ft. from 70,000 sq. ft. as required by the 2014 rezoning. The Civic Centre will include a community centre, seniors' centre, library, cultural space, childcare facility, out of school care space, and youth services hub. Due to a later project start date and changes in the construction schedule, the delivery date for the Civic Centre has been delayed – see Appendix B for details.

To recognize, in part, the increased Civic Centre space to be provided by the Applicant, the City will remove the requirement for the \$2.53 million cash community amenity contribution (CAC).

6. Social and Rental Housing delivery: required delivery dates for the Social and Market Rental Housing must be adjusted due to changes in the construction schedule – see Appendix B for details.
7. Neighbourhood Energy system: The City's requirements for District Energy have changed since the rezoning was approved in 2014, and the conditions that accompanied the 2014 rezoning are no longer appropriate. The applicant will be required to build an on-site low-carbon energy system for the site in accordance with the *Green Building Policy for Rezoning*s, and will have ongoing monitoring and reporting obligations to the City of Vancouver.

### ***Financial Implications***

As part of the Oakridge Centre rezoning approved in 2014 the Applicant had offered a CAC of \$148.7 million of public benefits of which \$146.17 million were to be delivered in-kind and \$2.53 million will be in cash. The in-kind benefits include 290 units of social housing, the now 100,000 sqft civic center (previously on 70,000 sq ft) and the nine acre park. The City of Vancouver will remove the requirement for the \$2.53 million cash CAC, in recognition of the 30,000 sq ft larger Civic Centre to be delivered by the Applicant.

The City will contribute up to \$1.5 million to cover the cost of removing the tunnel connecting the Oakridge Centre Parkade with 41<sup>st</sup> Avenue, with any additional cost to be borne by the Applicant.

The Applicant will still be required to deliver an estimated \$9 million of public art as part of the development.

The development is subject to City-wide and Utilities development cost levies (DCLs) on retail, office and non-exempt residential areas. It is estimated that development would pay approximately \$ 50 million of City wide DCLS and \$25 million of Utilities DCLs based on the proposed rates to be in effect as at September 30, 2018. DCLs are payable at building permit issuance and the rates are subject to period adjustment which typically takes place on September 30th of each year; in-stream applications are provided an exemption from any DCL rate increases for a period of 12 months.

## ***CONCLUSION***

The Development Permit Board has approved Development Permit number DP-2018-00166 subject to various conditions to be met prior to the issuance of the development permit. One of these conditions is that the form of development first be approved by Council.

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## Changes

Staff recommend the following changes to the conditions of enactment.

- Required delivery dates of amenities (including social housing, park, civic centre) are adjusted to a date that is realistic based on revised construction schedule.
  - Conditions 14, 15, and 16 requirement for a Groundwater Management Plan, proposed Groundwater usage, and Access to Groundwater:
    - No Development Covenant until provision and approval of required studies and proposed solution. Groundwater data collection is ongoing
  - Condition 19.i. related to delivery of a fully constructed 9 acre park:
    - Park will be delivered to the city, including transfer of air space parcel(s) by approximately July 2027; delivery of park by approximately July 2027 will be secured.
  - Condition 24.e. related to delivery of the Civic Centre:
    - Civic Centre will be delivered not later than the issuance of occupancy permits for the first 1,200 residential units in the development or December 31, 2024, rather than June 30 2019.
  - Condition 24.f. related to delivery of the Civic Centre:
    - Delivery of the Civic Centre by December 31, 2024, rather than December 31, 2021, will be secured.
  - Condition 26, related to delivery of Civic Centre:
    - City's option to purchase/build Civic Centre can be exercised after December 31, 2024 rather than December 31, 2021
  - Condition 27.d. related to delivery of social housing:
    - Delivery of 125 units of social housing due December 31 2024 rather than December 31, 2018
    - Delivery of the balance of 290 social housing units by January 31, 2028 rather than December 31 2021
  - Condition 30.g. related to completion of secured rental housing:
    - Completion of 290 units of market rental housing by December 31, 2026 rather than December 31, 2022.
- Condition 2, related to the tunnel that provides vehicle access to the parkade from 41st Ave, will be deleted rather than modified. Instead, the applicant will remove the tunnel (with the City of Vancouver contributing up to \$1.5 million towards the cost of removal. Staff have determined that the tunnel should be removed to accommodate rapid bus service with dedicated travel lanes along 41st Avenue, and for potential future streetcar along 41st Avenue. Vehicle access to the parkade will be via a new parkade entrance to be constructed adjacent to the Civic Centre, on New Street.

- Condition 19, related to the Park is modified to describe a 9 acre park partially at grade and partially on the roof of the mall.
- Condition 19.a. is adjusted to convey all 9 acres of the park to the City as air space parcel, rather than 6 acres air space parcel and 3 acres as Statutory Right-of-Way.
- Condition 19.e. is adjusted to reflect the current owner of the site.
- Condition 19.g. is adjusted to clarify that elevators to access the park will be available during non-mall hours.
- Condition 21 is adjusted to grant option to purchase the park air space parcels for the entire 9 acres of the park
- Condition 22 is deleted, as no part of the park needs to be secured through Statutory Right of Way
- Condition 24, related to the Civic Centre, is adjusted to include cultural spaces, an out of school care space, and a youth services hub as components of the Civic Centre.
- Condition 24.b. is adjusted to reflect that the size of the Civic Centre will be 100,000 sq. ft. rather than 70,000 sq. ft.
- Condition 24.b. is adjusted to reflect dedication of the entire P1A (mezzanine) parking level to the City.
- Condition 31, Community Amenity Contribution, is deleted. The City has removed the condition for the \$2.53 million cash CAC in recognition of the larger Civic Centre to be delivered by the Applicant
- Condition 33.a., b., and d. are deleted as the City is no longer pursuing a Cambie Corridor Neighbourhood Energy System. The applicant will be required to build a district energy plant to provide low carbon energy system for the Oakridge Centre in accordance with the *Green Buildings Policy for Rezoning*s.
- Condition 34.c. changes to allow a phased remediation approach for soil remediation.



**650 West 41st Avenue (Oakridge Centre)  
FORM OF DEVELOPMENT**

**Figure 1: Perspective Looking Northeast**



**Figure 2: Perspective Looking Southwest**



**Figure 3: Site Plan**





Figure 4: North Elevation (from West 41st Avenue)

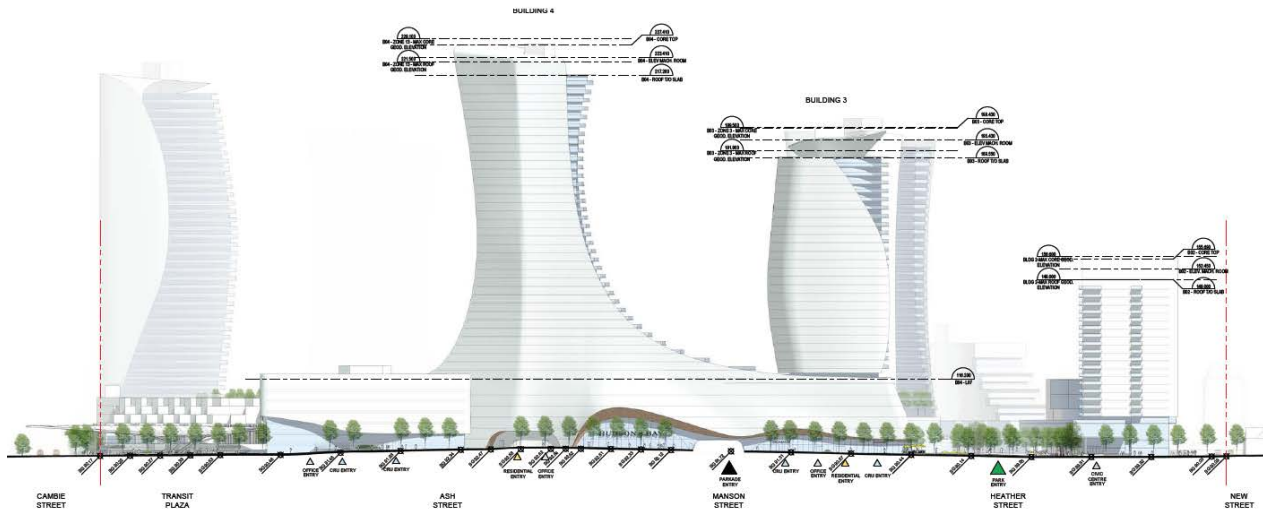


Figure 5: East Elevation (from Cambie Street)

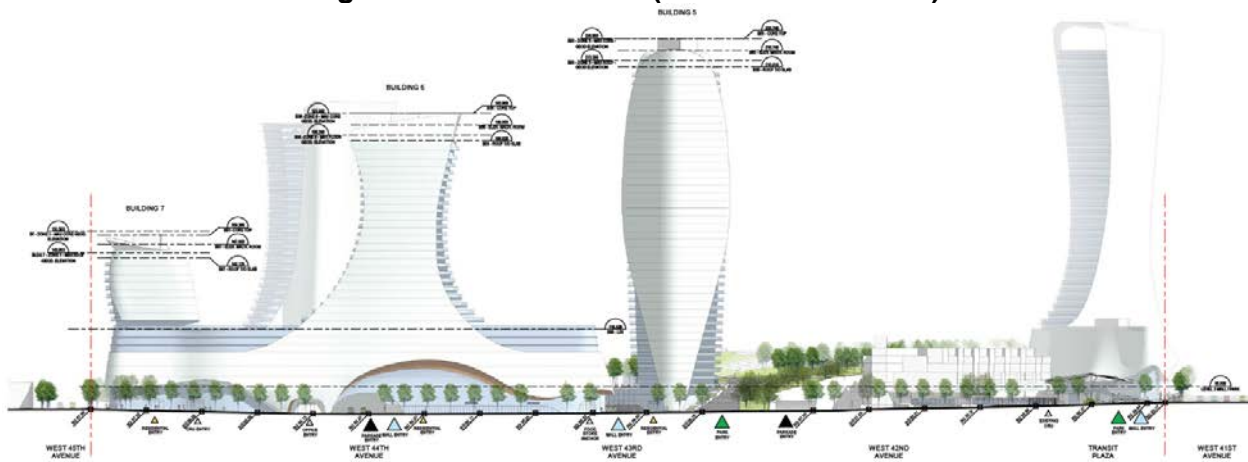
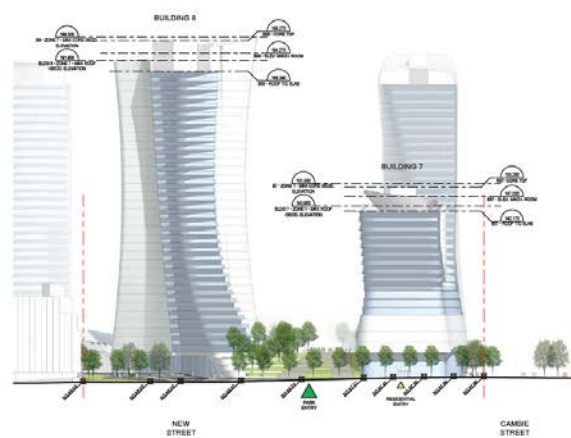
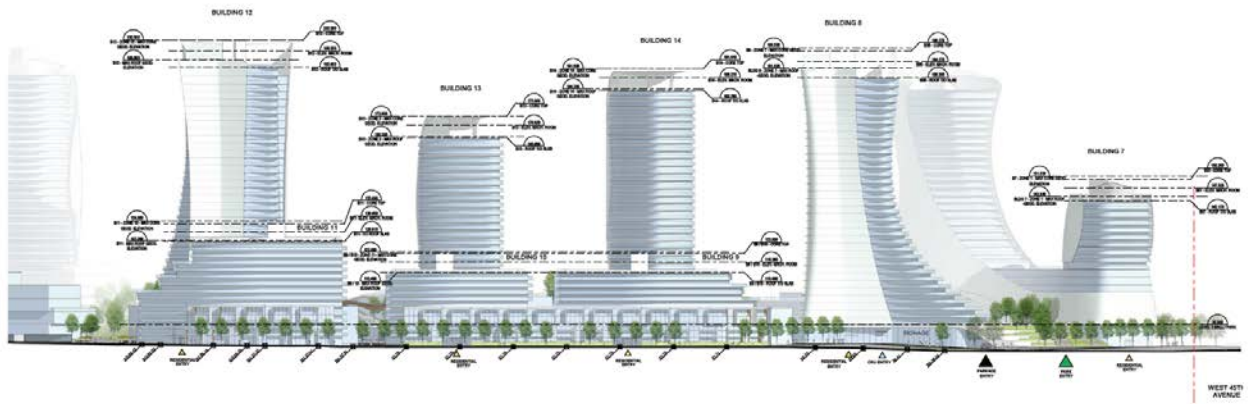


Figure 6: South Elevation (from West 45th Avenue)



**Figure 7: Southwest Elevation (from proposed new street)**



**Figure 8: West Elevation (from north end of proposed new street)**

