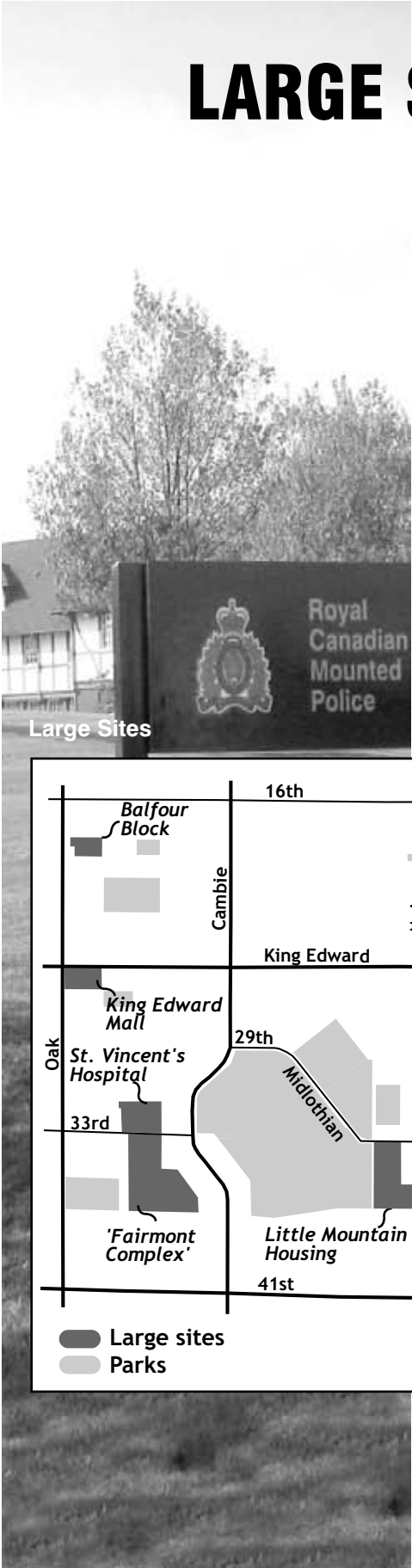
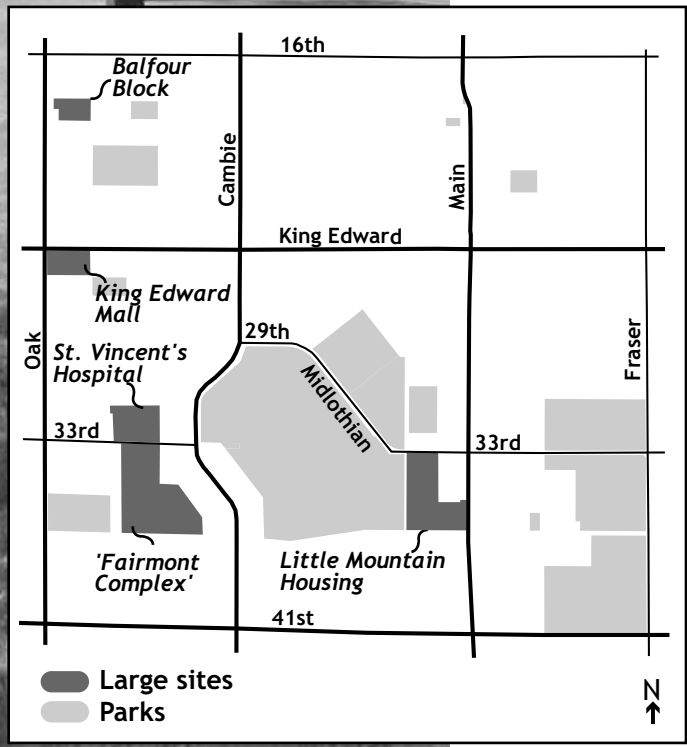


# LARGE SITES



Riley Park/South Cambie (RPSC) has several large sites (a full city block or more) that could redevelop within the next 20 years and bring significant change to the community. Some large sites, like TransLink’s Bus Yard on 41<sup>st</sup>, and Women’s and Children’s Hospital on Oak, already have Council-approved redevelopment policies so future development is more predictable. Most other large sites have no underlying policy or plan to help guide redevelopment. The large sites considered in the RPSC Vision process are:

- RCMP ‘Fairmont Complex’ – 37<sup>th</sup> and Heather (3 parcels - 21 acres total)
- St. Vincent’s Hospital – 749 West 33<sup>rd</sup> (7.5 acres)
- Balfour Block – 18<sup>th</sup> to 19<sup>th</sup> and Laurel (2.5 acres)
- Little Mountain Housing – 5299 Main (15 acres)
- King Edward Mall – Oak and King Edward (3 parcels - 4 acres total)



What kinds of uses should be permitted on these large sites? Large site redevelopment represents a key opportunity to act on CityPlan’s housing Direction to increase housing variety in neighbourhoods, and Vision participants supported a variety of market housing on each of the large sites. Additional housing on these large sites could lessen the need to find opportunities for new housing types in existing single family areas. This is consistent with the CityPlan Direction of retaining the low-scale nature of these neighbourhoods. Based on this, no new ‘Vision Direction’ seeking support for market housing on the large sites is proposed. Instead the Vision provides Direction on the introduction of other uses (in addition to market housing) on the large sites.

The following Directions on large site redevelopment are divided into two sections. First, some general Directions that apply to all large sites as they redevelop. Next, more specific Directions for each large site, except for King Edward Mall (see the NEIGHBOURHOOD CENTRES section for specific Directions regarding King Edward Mall).

**Oakridge/Langara Policies (1995) and the TransLink Bus Yard**

The Oakridge/Langara Policy Plan includes policies to guide future redevelopment of the 15 acre TransLink Bus Yard site. The policies address density and building heights, non-market housing requirements, and commercial uses along 41<sup>st</sup>. They also address requirements to provide park and open space, a suitable community facility, and traffic management.

**Women's and Children's Hospital – Master Plan – CD-1 Rezoning (1999)**

The CD-1 zoning and Master Plan guide all future redevelopment for this 46 acre site. The policies address regulations and guidelines such as density and parking, building height and setbacks, landscape and open space requirements, potential heritage retention, traffic management, and community amenities.

# 27 General Directions for All Large Sites

## Community Facilities and Amenities

Given the size and number of large sites, Vision participants expressed concern about impacts from new residents, visitors, and employees on existing and proposed community facilities and amenities. The transit improvements on Cambie and Main, and new community facilities at Riley Park could hasten new development which could outpace, and perhaps over-stress, existing and proposed facilities.

Participants noted that because these sites are large, there is potential to secure additions to, or add new, community facilities and amenities as a condition of rezoning approval. A broad review of community facility and amenity needs would greatly assist in the rezoning negotiation process.

### 27.1 Conduct a Community Facilities and Amenities Review

**Approved**

A broad review of existing and future needs for community facilities and amenities within (and nearby) RPSC should be conducted. To assist with the rezoning negotiation process, this review should be conducted prior-to, or in-tandem with, the first rezoning of an entire large site in RPSC.

**Percent Agree 82%/80%**

People's Ideas...

- phase in development and require public benefits
- preserve existing benefits and create extra benefits if there is an increase in density
- ensure redevelopment benefits everyone and enhances the community as a whole

## Non-market, Affordable, and Special Needs Housing on Large Sites

Vision participants identified the need to provide housing that better matches the diverse needs of the community. Many participants suggested that the large sites provide opportunities to increase the availability of affordable and non-market housing. Special needs housing, especially for seniors and those with mobility or health challenges, was strongly supported.

### 27.2 Provide Non-market, Affordable, and Special Needs Housing on Large Sites

**Approved**

Non-market, affordable, or special needs housing should be integrated with the redevelopment of each large site, and could include family and seniors' housing, accessible units, or care facilities mixed with market housing or other uses on the site.

**Percent Agree 66%/66%**

People's Ideas...

- provide more affordable and special needs housing
- develop seniors' housing right away with three levels of care (independent, assisted, hospice)

## Environmentally Sustainable Development on Large Sites

Vision participants noted opportunities to attain a higher level of environmental sustainability in new development on large sites by using a variety of 'green strategies'. Some strategies are already part of City policy and development practices (e.g. Greenways, Bikeways, mixed-use development). Some are still evolving, such as new building technologies that reduce greenhouse gas emissions. The City has already adopted new building standards for its own facilities, and for the future neighbourhood of South East False Creek (home of the 2010 Olympic Athletes' Village). Participants felt this experience could be applied to redevelopment of large sites in RPSC.

### Large Site Rezoning and Community Amenity Contribution Policy

In 2003, Council adopted policies to guide how Community Amenity Contributions (CACs) are applied to various types of rezoning. Community amenities are provided to help address growth costs, area deficiencies, and/or other community needs or impacts due to a rezoning. A site-specific, negotiated approach is applied to large sites to determine what CACs are appropriate. A large site is defined to be 2 acres (0.81 hectares) or more, unless the site is within a 'neighbourhood centre' or 'shopping area', as designated in a Community Vision, where it is defined as 1.0 acre (0.40 hectares) or more. For large site rezonings, a number of factors are considered when negotiating public benefits, including the adequacy of existing facilities, the costs of bringing existing facilities up to City standards, the economics associated with redevelopment, area and city-wide plans/policies (e.g. Community Vision Directions), and input from the surrounding community.

### 27.3 Require Environmentally Sustainable Development on Large Sites

#### *Approved*

Each large site in RPSC should achieve the highest level of environmental sustainability possible by incorporating explicit 'green strategies' in redevelopment plans, especially related to greenhouse gas emissions.

**Percent Agree 81%/83%**

#### People's Ideas...

- encourage green roofs and/or extensive roof gardens
- use green strategies for conservation of energy, water, and landscaping (e.g. solar heating)
- maintain existing mature trees and landscaping
- provide space for community gardens

### Traffic and Parking Analysis and Neighbourhood Traffic Mitigation

Vision participants identified traffic and parking impacts as key issues in large site redevelopment. They identified a need for analysis of both the off-site impacts of additional traffic, and the on-site arrangements for circulation, parking, and loading. Participants offered a variety of possible solutions to mitigate or reduce neighbourhood impacts and address on-site demands.

### 27.4 Conduct a Traffic and Parking Analysis and Provide Neighbourhood Traffic Mitigation for Large Sites

#### *Approved*

An analysis of potential parking and traffic impacts from the redevelopment of each large site in RPSC should be conducted, and mitigation measures that address these impacts within the surrounding neighbourhood (e.g. local traffic calming) should be provided.

**Percent Agree 83%/87%**

#### People's Ideas...

- discourage shortcutting, keep traffic orientation toward arterial streets
- need more parking if density is increased, hide parking underground
- install corner bulges and create strong pedestrian connections around the sites

### Public Involvement in Large Site Redevelopment

Significant redevelopment of large sites in RPSC will require rezoning. The rezoning process typically uses a variety of means (e.g. mail-outs, open houses, meetings) to involve nearby residents and the public. Vision participants felt the public should be involved early in planning for the large sites. They spoke of the need for ongoing and meaningful involvement to ensure that residents' interests are reflected in the development proposals. Participants put particular emphasis on the need to engage the resident tenants of Little Mountain Housing to ensure their voices and interests are included.

### 27.5 Ensure Public Involvement in Large Site Redevelopment

#### *Approved*

Each large site redevelopment in RPSC should involve the community, particularly residents and tenants of those sites, early (and often) in identifying options and in refining the proposal.

**Percent Agree 83%/86%**

#### People's Ideas...

- consult residents in the planning of the developments
- consult stakeholders, residents on the site, and those who live adjacent to the site
- ensure the public feels that they have been consulted and sees the results of their input

# 28 RCMP 'Fairmont Complex'



'Fairmont Academy' building

The RCMP 'Fairmont Complex' consists of three sites occupied by three principal buildings. The 'Fairmont Academy' building at 4949 Heather is used for training and general offices. It has a federal heritage designation and is also on the City's Heritage Register which lists pre-1940 buildings that have particular historical or architectural significance. The 'Administration' building at 657 West 37<sup>th</sup> is used as a RCMP headquarters and also has a federal heritage designation. It is not on the City's Heritage Register, but is on its 'recent landmarks/post 1940s inventory'. The 'Operations' building at 5255 Heather is not recognized on any federal or City register or inventory.



RCMP 'Administration' building

The total area of the RCMP sites is almost 21 acres. The federal government's Department of Public Works manages the site and is seeking relocation of the RCMP offices. If the federal government does not find another use for the site, it would be offered for sale at market value (in priority order) to the province, the City, and the general public (i.e. private developer). The amount of existing development on the RCMP sites is relatively low in relation to the size of the sites.

Vision participants valued the 'Fairmont Academy' heritage building and the landscaped, open space surrounding it. Participants made suggestions for a limited mix of non-residential uses, building heights, and retention of heritage and character buildings. Participants also suggested public benefits such as open space, public access through the

site, community gardens, and re-using existing buildings for community facilities (e.g. for a library or seniors' centre).

## 28.1 Consider Institutional, Cultural, and Recreational Uses on the RCMP 'Fairmont Complex' Site

### *Approved*

Limited institutional, cultural, or recreation uses (e.g. seniors' centre, community facilities, daycare) should be considered on the RCMP 'Fairmont Complex' site (see map for Direction 28.6). New office or retail uses should not be considered when redeveloping this predominantly residential site. Any additional uses should be subject to analysis of traffic, parking and access, and other potential impacts.

**Percent Agree 76%/77%**

#### People's Ideas...

- restrict commercial, office, retail, or school uses on the site
- encourage community-oriented uses, including those for children

## Heritage and Character Buildings

Vision participants identified the need to retain the 'Fairmont Academy' building at 4949 Heather. Existing City policy already provides incentives (e.g. density bonuses, relaxations of regulations) for retention of this building. Participants also suggested retaining the 'Administration' building at 657 West 37<sup>th</sup> and the 'Operations' building at 5255 Heather.

## 28.2 Retain the 'Administration' building at 657 West 37<sup>th</sup>

### *Not Approved (Uncertain)*

The 'Administration' building at 657 West 37<sup>th</sup> should be retained in the redevelopment of the RCMP 'Fairmont Complex' site.

**Percent Agree 49%/47%**

**Comment:** *This Direction did not receive majority support in the general survey, and did not receive high enough agreement in the random survey to be classified as Approved. In both surveys, the Direction received substantially more agree votes than disagree votes (general survey: 2.9 to 1, random sur-*

vey: 2.8 to 1). As a result, this Direction is classified as Not Approved (Uncertain) and remains on the table for consideration and public discussion when additional planning occurs on the site.



RCMP 'Operations' building

### 28.3 Retain the 'Operations' building at 5255 Heather

#### **Not Approved (Uncertain)**

The 'Operations' building at 5255 Heather should be retained in the redevelopment of the RCMP 'Fairmont Complex' site.

**Percent Agree 37%/37%**

*Comment: This Direction did not receive majority support in the general survey, and did not receive high enough agreement in the random survey to be classified as Approved. In both surveys, the Direction received more agree votes than disagree votes (general survey: 1.6 to 1, random survey: 1.7 to 1). As a result, this Direction is classified as Not Approved (Uncertain) and remains on the table for consideration and public discussion when additional planning occurs on the site.*

### Building Height

Vision participants discussed a variety of building heights and noted that in all cases, new development should be subject to careful analysis of building design and neighbourliness. Often new developments seek additional density and height, and the City considers the request if it includes park, open space, and additional community facilities or amenities for area residents. Existing buildings on the site range from approximately four to six storeys high, but existing zoning does not specify maximum building height. In such cases, the City typically considers redevelopment of some new buildings to a similar height as the existing buildings.

### 28.4 Allow Buildings Up to Four Storeys on the RCMP 'Fairmont Complex' Site

#### **Approved**

Buildings on the RCMP 'Fairmont Complex' site should be low-rise (up to four storeys high). Where appropriate,

lower heights should be required when creating a transition down to the lower heights of neighbouring houses, subject to analysis of views, privacy, shadowing, and other potential impacts.

**Percent Agree 57%/65%**

People's Ideas...

- allow a maximum of four storeys for new development
- develop with low-rise, ground-oriented townhouses

### 28.5 Allow Buildings Taller Than Four Storeys on the RCMP 'Fairmont Complex' Site to Achieve Public Benefits

#### **Not Supported**

A carefully situated building or limited number of buildings, taller than four storeys, should be considered on the RCMP 'Fairmont Complex' site, if park, open space, or other public benefits are provided. Building design and height should be subject to a thorough analysis of views, privacy, shadowing, and other potential impacts.

**Percent Agree 30%/34%**

People's Ideas...

- allow six to eight storeys
- allow up to twelve storeys

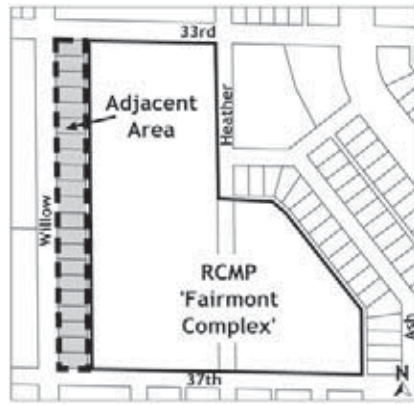
*Comment: This Direction is Not Supported because disagree votes outnumbered agree votes in both the general and random surveys. Buildings taller than four storeys on the RCMP 'Fairmont Complex' Site will not be brought forward for consideration when additional planning occurs on the site.*

### 28.6 Consider Rezoning the Area Adjacent to the RCMP 'Fairmont Complex' Site

#### **Not Approved (Uncertain)**

The single family area on Willow (33<sup>rd</sup> to 37<sup>th</sup> – see Map for details) adjacent to the RCMP 'Fairmont Complex' site should also be considered for possible zoning changes when planning for this large site redevelopment.

**Percent Agree 50%/51%**



Providence Health Care has developed a 'community campus of care' concept for redevelopment of this 7.5 acre site on the north-east corner of 33<sup>rd</sup> and Heather. The 'campus' concept would include a range of services designed to support healthy aging, together with independent living, complex residential care, rehabilitative services, palliative care, and ambulatory programs. Continuation of care-based, institutional uses on the St. Vincent's site is supported by City policy.

*Comment: This Direction did receive majority support in the general survey, but did not receive the required support in the random survey to be classified as Approved. In the random survey, the Direction received substantially more agree votes than disagree votes (3.0 to 1). As a result, this Direction is classified as Not Approved (Uncertain) and remains on the table for consideration and public discussion in further planning.*

Vision participants noted this site's central location and its important role in serving the community. Participants supported redevelopment for more care-based, institutional uses, especially for seniors and the disabled. However, they wanted limits on new commercial or retail uses. A range of building heights was discussed noting that development should respect surrounding scale, views, and the sloping topography. Public benefits suggested by participants included community facilities, public access through the site, open space, and community gardens.

## 29 St. Vincent's Hospital Site

St. Vincent's Hospital opened in 1939 and became a Providence Health Care facility in 1997. In March 2004, St. Vincent's acute care services were transferred to Mount St. Joseph's and St. Paul's hospitals. The residential care unit and Urgent Care were also closed.



St. Vincent's Hospital Site

### 29.1 Limit Office and Retail Uses on the St. Vincent's Hospital Site

#### **Approved**

New office and retail uses should be considered in the redevelopment of the St. Vincent's Hospital site, but limited to supporting other uses (e.g. gift or coffee shop), and subject to analysis of traffic, parking and access, and other potential impacts.

**Percent Agree 69%/69%**

#### People's Ideas...

- provide a small local retail for seniors in new buildings

### 29.2 Consider Other Institutional, Cultural, or Recreational Uses on the St. Vincent's Hospital Site

#### **Approved**

New institutional, cultural, or recreation uses (e.g. seniors' centre, community facilities, daycare, schools) should be considered in the redevelopment of the St. Vincent's Hospital site, subject to

analysis of traffic, parking and access, and other potential impacts.

**Percent Agree 75%/76%**

People's Ideas...

- keep hospital use and provide three levels of seniors' care: independent, assisted, and hospice
- Seniors' care with possible kindergarten

### **Building Height**

Vision participants discussed a variety of building heights and noted that in all cases, new development should be subject to careful analysis of building design and neighbourliness. Often new developments seek additional density and height and the City considers the request if it includes park, open space, and additional community facilities or amenities for area residents. Existing buildings range from four to eight storeys (the tallest is the original hospital building on the south-east corner of the site). However, existing zoning does not specify maximum building height. In such cases, the City typically considers redevelopment of some new buildings to a similar height as the existing buildings.

### **29.3 Allow Buildings Up to Four Storeys on the St. Vincent's Hospital Site**

#### ***Approved***

Buildings on the St. Vincent's Hospital site should be low-rise (up to four storeys high), except for new buildings replacing the original hospital building (south-east corner at 33<sup>rd</sup> and Heather) which could be built up to approximately eight storeys.

**Percent Agree 61%/69%**

People's Ideas...

- design should complement the existing single family area and should not look too institutional
- keep to two or three storey scale of development

### **29.4 Allow Additional Taller Buildings on the St. Vincent's Hospital Site to Achieve Public Benefits**

#### ***Not Supported***

A carefully situated building or limited number of buildings, taller than four storeys, should be considered on the remainder of the St. Vincent's Hospital site (outside the area occupied by the original eight storey hospital building), if park, open space or other public benefits are provided. Building design and height should be subject to thorough analysis of views, privacy, shadowing, and other potential impacts.

**Percent Agree 38%/38%**

People's Ideas...

- provide a mix of low and high-rise buildings
- allow four to eight storey buildings
- allow up to twelve storey buildings

***Comment:*** This Direction is Not Supported because disagree votes outnumbered agree votes in both the general and random surveys. Additional buildings - taller than four storeys - on the St. Vincent's Hospital Site will not be brought forward for consideration when additional planning occurs on the site. Except as provided for replacement of the original hospital building described in approved Direction 29.3

# 30 Balfour Site



Balfour site

The Balfour site, bounded by 18<sup>th</sup>, Laurel, 19<sup>th</sup>, and the lane east of Oak, was developed in 1954 by Balfour Properties for rental duplexes. This 2.5 acre site is currently developed to a lower density than what the existing duplex zoning allows. Previous plans for subdivision and redevelopment of this site were controversial and eventually abandoned. There are no current plans to redevelop this site.

Vision participants valued the affordable, family-oriented rental provided by the existing housing on the site. They felt that new, non-residential uses were not appropriate for the site and that new development should respect the scale of the surrounding single family housing. Some new housing types were suggested and the need for better utilization of on-site open space was identified. Limited public benefits were identified, and some participants suggested that even if extra public benefits (e.g. social housing) were offered in return for extra density, no additional building height should be allowed.

## 30.1 Restrict Mixed Use on the Balfour Site

### *Approved*

New commercial or retail uses should not be considered in any redevelopment of the Balfour site.

**Percent Agree 64%/64%**

#### People's Ideas...

- should be single family or duplex, no medium or high-rise development

- do not allow commercial or office uses
- allow traditional and/or courtyard rowhouses

## Building Height

Vision participants felt that if this site is redeveloped, building height should be in keeping with the surrounding neighbourhood. Existing zoning on the site allows for 2 storey buildings and up to 30 feet in height. Neighbouring single family zoning allows 2 and one-half storeys and heights up to 35 feet.

## 30.2 Limit Buildings to Three Storeys on the Balfour Site

### *Approved*

Buildings on the Balfour site should be limited to three storeys, and about 35 feet, subject to analysis of views, privacy, shadowing, and other potential impacts.

**Percent Agree 69%/70%**

#### People's Ideas...

- maintain existing height
- keep height low at 2 to 4 storeys
- ensure building form is in keeping with the neighbourhood

# 31 Little Mountain Housing

Little Mountain Housing is the city's oldest social housing project, built in 1954. It occupies over 15 acres and currently provides 224 units for singles, couples, families, and seniors. Vision participants highly valued the affordable, non-market, family-oriented housing at Little Mountain, and they noted the many advantages of the site's location. During the Vision process BC Housing gained ownership of the land and buildings from the federal government. The site's density was lower than what the apartment zoning would allow (i.e. four storey apartment buildings).

Vision participants considered various aspects of site redevelopment. Participants made suggestions regarding replacement of all non-market units, tenant relocation assistance, additional

**BC Housing Policy:  
Little Mountain Housing  
Redevelopment**

During the Vision process BC Housing managed Little Mountain Housing. Their policies on redevelopment of the site included:

- ongoing community consultation with stakeholders (e.g. on-site tenants, local agencies and private sector businesses, contractors, and suppliers)
- minimizing the impact on tenants
- promoting partnerships with the private sector as well as with non-profits, co-ops, and other levels of government
- creating affordable, diverse, mixed-use communities
- developing plans that are innovative, sensitive, and open-minded while still recognizing resource constraints
- developing plans that are flexible and adaptable according to changing demographics, needs, environments, and markets
- supporting tenant involvement and promoting employment opportunities including training and skills development for residents, wherever possible.

affordable and special needs housing (e.g. seniors, disabled, or special care needs), non-residential uses (e.g. retail, commercial), and building heights. They identified potential public benefits such as open space, public access through the site, daycare, seniors' centre, and library. Participants also felt that the single family and apartment area immediately adjacent to the Little Mountain Housing site should also be considered for possible change.



Little Mountain Housing

**31.1 Maintain Non-market Housing Units and Provide Tenant Relocation Assistance**

**Approved**

Any redevelopment of Little Mountain Housing should maintain, as a minimum, an equivalent number of non-market housing units. Housing tenants must have relocation assistance and be given priority for new social housing units built on the Little Mountain Housing site.

**Percent Agree 67%/68%**

**People's Ideas...**

- provide both market and non-market housing but do not reduce the amount of non-market housing
- do not dislocate tenants, redevelop in phases to minimize disruption
- consult residents when planning for development

**2.2 Consider a Mix of Uses on Little Mountain Housing Site**

**Approved**

New retail and commercial uses should be considered along the Main Street frontage in redevelopment of the Little Mountain Housing site. Limited institutional, cultural, or recreation uses (e.g. seniors' centre, community facilities, daycare, library) should also be considered. Addition of any uses should be subject to analysis of traffic, parking and access, and other potential impacts.

**Percent Agree 70%/74%**

**People's Ideas...**

- place commercial uses on Main
- provide opportunities for a diversity of small businesses (builds community)
- allow retail/services such as medium sized grocery store, medical services, and library on Main frontage

**Building Height**

Vision participants discussed a variety of building heights and forms. They noted that in all cases, new development should be subject to careful analysis of building design and neighbourliness. Often new development seeks additional density and height, and the City considers the request if the proposal includes park, open space, and additional community facilities or amenities for area residents. Existing height regulations on the Little Mountain site allow up to four storey buildings.

**31.3 Allow Buildings Taller Than Four Storeys on Little Mountain Housing Site to Achieve Public Benefit**

**Not Supported**

A carefully situated building, or limited number of buildings, taller than the currently permitted four storeys, should be considered on the Little Mountain Housing site, if park, open space, or other public benefits are provided. Building design and height would be subject to thorough analysis of views, privacy, shadowing, and other potential impacts.

**Percent Agree 36%/38%**

People's Ideas...

- support low rise but perhaps taller buildings could be built toward the centre of the site
- may have to increase heights to achieve a mix of housing types, but must be sensitive to surrounding single family housing
- allow eight storeys to help keep the streets wide and provide more green space
- allow up to 12 storeys

*Comment: This Direction is Not Supported because disagree votes out numbered agree votes in both the general and random surveys. Buildings taller than four storeys on the Little Mountain Housing Site will not be brought forward for consideration when additional planning occurs on the site.*

#### **31.4 Consider Rezoning the Area Adjacent to the Little Mountain Housing Site**

##### ***Approved***

The single family and apartment area (south of 33<sup>rd</sup> and west of Main — see Map for details) adjacent to Little Mountain Housing should also be considered for possible zoning changes when planning for redevelopment of the Little Mountain Housing site.

**Percent Agree 55%/57%**

