ARBUTUS NEIGHBOURHOOD POLICY PLAN

Adopted by City Council on November 19, 1992
Amended January 20, 1998
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1 Introduction

Background
In May 1989, City Council initiated planning in a portion of the Arbutus Industrial Area (AIA) to convert the M-1 zoned lands to housing. In August 1989, planning for the entire AIA was included in the Kitsilano Local Area Planning Program. On November 19, 1992, City Council approved the policies in this report.

This Policy Plan is intended to guide the zoning and eventual development in the area. It should be noted that there is some flexibility inherent, and intended, in how the policies may eventually be embodied in Council-approved zoning.

Arbutus Neighbourhood Policy Plan: Goal
The overall goal of the Arbutus Neighbourhood Policy Plan is to provide for the transition of the AIA into a vibrant residential neighbourhood, providing needed housing, while minimizing impacts on existing neighbouring areas and respecting the needs of existing businesses.

Policy

1.1 This Policy Plan applies to the areas shown in Figure 1.1.
Contributions to this Plan
This Plan is the result of many contributions, including:

1. Kitsilano Citizens' Planning Committee (KCPC), and particularly their AIA subcommittee.
2. Area landowners, and particularly the AIA Landowners Group (AIALOG).
3. A consultant study on urban design inventory and principles by H. Leung and K. King, architects.
4. A traffic consultant study by UMA Engineering Ltd.
5. Research and analysis work by staff of the Planning Department, Housing and Properties Department, and Engineering Department; as well as assistance from staff of the Social Planning Department, and Park Board.

Implementation
The policies in this report set targets for land use, built form, and public benefits among other things. Implementation will occur through zonings and other City actions, as outlined below.

Zonings (see Figure 2.1)

1. Smaller sites - zoning schedule(s) and guidelines to be developed by staff and adopted by Council;
2. Larger sites - privately-initiated CD-1 rezonings to be (including brewery) negotiated by staff and adopted by Council.

The CD-1 negotiations will include pursuing a land exchange between the City Works Yard and the Olympic and Twinpak sites (see Section 4.4).
For large sites which do not wish to redevelop in the near term, Council-initiated CD-1 zones may be required to allow existing uses to remain, without encouraging the scale of new industrial uses which would be possible under the existing M-1 zoning. Council-initiated CD-1 rezonings will be recommended to Council if necessary as the plan implementation occurs.

**Figure 2.1 Anticipated Zonings**

- Larger sites - CD-1 rezonings
- Smaller sites - zoning schedule(s)

**Public Benefit/Implementation Strategy:**

Applicants will be required to contribute to public benefits including core-need housing, park land dedication and development, and other community facilities and services, as outlined in the policies in this Plan.

These contributions will be made by different mechanisms, generally as follows:

- **CD-1 Sites**
  - by direct provision (e.g. allocation of core-need units, dedication of park land); and/or
  - by community amenity contributions (e.g. funds for various purposes).

- **Zoning Scheduled Sites**
  - by development levies.

Council will set specific allocations for items not covered by the policies in this Plan, and adopt appropriate mechanisms (such as a development levy by-law), subsequent to a report back from staff on a Public Benefits Implementation Strategy.

**Other Implementation Actions**

The following items are also anticipated to be required as part of the City's implementation of this Plan:

- streetscape plan.
- Arbutus Street building lines review.
- design utility services.
3 Existing Area (As of 1991)

Boundaries and Existing Zoning
The area, shown in Figure 1.1, is bounded by Vine, the lane south of Broadway, Maple, and the lane south of West 12th Avenue, excluding the C.P.R. right-of-way. It comprises 10.0 ha. (24.7 acres) of property in total.

Adjacent zoning as in 1991 is shown on Figure 3.1.
Existing Uses

Figure 3.2 shows uses existing in 1991.

The old Carling brewery, no longer in operation, occupies the largest site in the area, and is now owned by Molson's.

There are two half block sites on 11th Avenue west of Arbutus. One is owned by Twinpak (making and plastic-coating of paper packaging), and the other by Bastion/Intrawest (Olympic Gym, Bunsmaster, and associated parking). The other large site is the IGA/Liquor Store site east of Arbutus, owned by Bentall Group, which is half in the study area and half in the C-3A Broadway area.

Most of the other smaller sites in the area are occupied by active businesses of various scales. Few are the manufacturing, storage, or wholesaling uses which are “industrial”, in the sense of being allowed only in the city's industrial zones. Much land is in retail, office or service uses, as well as public utility (B.C. Tel) and public authority ( Armoury) uses.
4 Activity and People

This section includes:

4.1 Residential Land Use
4.2 Household and Income Mix
4.3 Non-Residential Land Use
4.4 Parks and Open Space
4.5 Community Facilities and Services

4.1 Residential Land Use

Objective
To maximize needed housing opportunities, and to create, over time, a predominantly residential neighbourhood.

Policy
4.1.1 Residential should be the predominant use in the area, and will be permitted on all sites.

Figure 4.1 Residential Land Use

4.2 Household and Income Mix

Objective
To provide housing opportunities for a mix of household types and incomes.

Policies
4.2.1 On the brewery site, 10% of the units should be allocated to core-need housing (or the equivalent contribution made to non-market housing as may be determined by Council at the rezoning stage). The cost to the developer should be counted towards the $4/MBSF total public benefits contributions. (see Section 4.5)
4.2.2 There should be no rental housing requirement in the area, unless Council's decision on the brewery site contribution to non-market housing requires the provision of rental units.

4.2.3 Except where applicants along Arbutus or 12th cannot provide appropriate sites, a minimum of 25% of the residential units should be suitable for families, and comply with the Council-adopted “High-Density Housing For Families With Children Guidelines”.

North side of 2200 block of 10th Avenue

4.3 Non-residential Land Use

Objectives
a) To provide for needed local retail and service uses.
b) To allow the continuation of existing uses.
c) To allow new non-residential uses where compatible in type and scale, provided they do not unduly impact on future residential uses.

Policies
4.3.1 Certain areas of the Arbutus Neighbourhood will be recognized as mixed use areas. (See Figure 4.2)
4.3.2 Grandfather existing uses and make them outright up to their current built floorspace in any new zoning. Allow discretionary increases in floorspace up to the maximum for new non-residential uses, and provide assurances against negative impacts on nearby residential development through design guidelines.

4.3.3 Allow new office uses in locations along Arbutus, 12th, 10th, and in the area east of the rail right-of-way (ROW). Provide assurances against negative impacts on nearby residential development through design guidelines.

4.3.4 Confirm the Arbutus frontage as a retail location. Require continuity of street-fronting retail/service on Arbutus with design guidelines for compatibility. Do not permit retail uses elsewhere. (“Service” includes restaurants; private business, vocational, and trade schools; and many other businesses.)

4.3.5 Allow some new service uses along 10th, 11th and 12th, east of Arbutus, depending on impacts on nearby residential, ensuring compatibility through selection of uses and guidelines.
4.3.6 Limit new motor vehicle repair uses to the east side of the Arbutus frontage. Ensure compatibility through guidelines.

4.3.7 Allow new public utility, public authority uses and institutional uses as conditional uses, ensuring compatibility through guidelines.

4.3.8 Allow new small scale, low-impact manufacturing, storage, and wholesaling as conditional uses, ensuring compatibility through guidelines.

4.3.9 Allow B.C. Tel to consolidate their “grandfathered” works yard with their other operation, but do not allow new works yards.

North side of 2100 block of 10th Avenue looking east

4.4 Parks and Open Space

Objective
To ensure that neighbourhood park space, for which new development will create a demand will be provided, as well as to require the needed project, and unit, related open space.

Policies
4.4.1 Land dedication for neighbourhood park space should be provided approximately as follows (see Figure 4.3):

Brewery site:
- approximately 0.45 ha. (1.1 ac.) (minimum dimension of 45.72 m (150 ft.)) adjacent to Yew Street;
- possible up to 0.21 ha. (.53 ac.) on extension of 11th Avenue alignment (depending on vehicular access planning and noting that a utility easement will be required).

Twinpak and Olympic Gym sites:
- approximately 0.12 ha (.29 ac) on each, (minimum dimension of 30.48 m (100 ft)) located adjacent to Yew Street.

Other sites:
- no dedication required.
4.4.2 A specially-treated public linkage along the 11th Avenue alignment, incorporating the 11th Avenue street closures (see Section 6.1), should connect Connaught Park to the central neighbourhood park and Tennyson School.

4.4.3 The realignment of Yew Street (Figure 6.2) should be pursued in consultation with affected landowners, to create a large unified central park from the park land dedications on sites noted above.

4.4.4 A land exchange between the City Works Yard, and the Olympic Gym and Twinpak sites adjacent the park dedications, should be pursued to allow a larger central neighbourhood park.

4.4.5 A portion of community amenity contributions or development levies will be allocated to the development of the privately dedicated park land noted in Section 4.4.1. The amount will be subject to further report back to Council. The contribution may be in cash or in kind, at Park Board's preference.

4.4.6 Community amenity contributions or development levies may be required for other parks and recreation purposes with the amount to be subject to further report to Council. The following should be considered as recipients:

- land purchase for additional park;
- the upgrading of Lord Tennyson School yard, subject to discussion with the School Board; and
- the upgrading of Kitsilano Community Centre.

4.4.7 All developments should provide useable, safe on-site open space for the shared use of project residents, including small children where appropriate.

4.4.8 Each dwelling unit should have useable private open space in the form of a balcony, deck, or patio.
4.5 Community Facilities and Services

Objective
To contribute toward provision of community facilities and services for which redevelopment will create a demand.

Policies

4.5.1 A portion of the community facilities and services needs generated by the new residents should be met through community amenity contributions, direct provision of facilities or development levies. Possible needs include public schools; daycare and out-of-school care, (likely to be required to be directly provided on same sites); community centre improvements and public art. The proportion of the total $4/MBSF remaining for these purposes, after the costs of core-need housing and park land development, will be subject of a Council decision after a separate report back.

4.5.2 Floor space exclusions up to a maximum of 4645 m² (50,000 sq. ft.) should be considered to accommodate a new facility for the Fraser Academy.

4.5.3 Limited FSR exclusions for daycare and other social, cultural, recreational, and non-profit educational facilities should be allowed for in CD-1 zones and zoning schedules, subject to consideration of impacts on building bulk.
4.5.4 Development of community facilities and services should occur concurrently with the development they are intended to serve.

May Maconachie Playground and Connaught Park

5 Form
This section includes:

5.1 Building Massing and Height
5.2 Image and Character
5.3 Views
5.4 Heritage and Existing Structures
5.5 Density

5.1 Building Massing and Height

Objectives
a) To respect the existing abutting residential areas in terms of the scale of adjacent buildings, views, overlook and privacy, and shadowing and noise.
b) To ensure that the grain of new development is fine enough to allow the area to integrate with the overall city form.
c) To ensure new development is livable in terms of security, identity, privacy, light, etc.

Policies
5.1.1 Building height in the area should be limited to 4 storeys, with the following exceptions:
• along the Connaught Park and Maple Street edges of the area, where they should step down to 2.5 or 3 storeys on the immediate edge.
• in the centre of the area, where some 6 to 8 storey mid-rise buildings may be considered, up to the maximum heights of the area's existing buildings, about 17 to 24 m (55 to 80 ft.). These buildings will be subject to consideration of shadow and privacy impacts on parks, streets, open spaces, and dwelling units.

5.1.2 Generally, new buildings should be designed to appear to have limited frontage lengths (approximately 46 m (150 ft.) as maximum, depending on pre-existing site assembly); and variations in facade treatment among different buildings.
5.1.3 Where new development abuts existing small scale RT and RS zones, it should create an appropriate transition in scale, and deal with issues of visual impact, privacy and shadowing.

5.1.4 Where needed to facilitate provision of social housing, retain heritage or existing structures, consider increases in height to 6 - 8 storeys in the 4 storey areas, subject to consideration of shadow and privacy impacts on parks, streets, open spaces, and dwelling units.

5.2 Image and Character

Objectives
a) To create a coherent identity for the Arbutus Neighbourhood, respecting the key aspects of traditional Vancouver neighbourhood character.

b) To ensure that development on larger sites blends into a neighbourhood, and avoids a monolithic image.

Policies
5.2.1 A specific architectural style or theme should not be imposed on the area. However, new development should respect and respond to the architectural character of the existing neighbouring buildings with which it will be seen as an ensemble, particularly those such as Jones Tent and Awning, the Armoury, B.C. Tel, and portions of the brewery.
5.2.2 Large development sites should incorporate sufficient variety in their building designs to avoid a monolithic image.

5.2.3 The built form should respect the dimensions, geometries, and orientations of the traditional street/lane grid.

5.2.4 A public linkage should be created along the 11th Avenue axis across the brewery site. The design will depend on decisions regarding park space, density, and the access needs of development--it could be a linear park, a heavily greened cul-de-sac, or other variation.

5.2.5 Buildings should have their major entries, and as many unit entries as possible, on the street, and elevation designs that provide for interest and interaction between resident and street.

5.2.6 Maintenance of existing street trees and planting of new ones should be in accordance with the City's street tree management policies.

5.2.7 Landscaped setbacks should be provided on residential streets to contribute rich, green, diverse landscaping in the tradition of the neighbourhoods of the city. Private unit terraces can be accommodated in them, with appropriate privacy screening, as needed, but walling off the setback or totally hiding it behind hedges should be avoided.

5.2.8 Along 12th, portions of 10th, and some of the area east of Arbutus, this setback policy should be refined to take account of the commercial nature of some of the development, and the lack of setbacks on some existing buildings.

5.2.9 Along Arbutus, where continuous retail at grade will be required, no setback is required (other than a small adjustment that might be needed for adequate sidewalk width). Development of an appropriate
streetscape design, including street trees, should be undertaken during the implementation of the area plan.

5.2.10 Encouraging natural drainage through allowing parts of the site to remain unbuilt should be investigated and pursued where possible.

5.3 Views

Objective
To respect existing public views, and to consider the quality of private views created by new development.

Policies

5.3.1 Street end views northward to the mountains, particularly along Arbutus, should be maintained by setting any higher forms back from the street edge.

5.3.2 A new public view of Connaught Park should be created along the 11th Avenue alignment.

5.3.3 Slot views into and through developments should be provided to enhance the experience of passersby.

5.3.4 Opportunities to provide private views from higher residential development should be considered, provided heights of buildings meet the criteria stated in Section 5.1.

5.3.5 Opportunities for near views of gardens and landscaped areas should be provided for residents.
5.4 Heritage and Existing Structures

Objective
To encourage retention of the heritage Bessborough Armoury and Jones Tent and Awning buildings, and to facilitate the retention of some architecturally interesting portions of the brewery.

Policies
5.4.1 For developments involving retention/upgrading of Vancouver Heritage Register buildings, a wider choice of uses, heritage bonuses, and density transfers should be considered on a site-specific basis according to normal City policy.

5.4.2 If possible within the new development, the retention of the 12th and Yew corner structure and other interesting portions of the old Carling brewery would be desirable. Varying the height policy and a broader interpretation of land use policies should be considered to facilitate this.
5.5 Density

Objective
To allow the maximum density that is acceptable taking into consideration the housing provided, the built form and traffic impacts, and the public benefits which might accrue.

Policies

5.5.1 The maximum density for residential and non-residential uses on the larger (CD-1) sites will be determined during the rezoning process based on consideration of livability of units, shadow and privacy impacts, height limits, and general conformity to the objectives and policies of this plan.

5.5.2 The maximum density for residential and non-residential uses on the smaller sites will be 1.5 FSR for site frontages of 15.24 m (50 ft.) or less. Whether additional density is feasible within four storeys, on sites with frontages larger than 15.24 m (50 ft.) will be determined during the rezoning process.
6 Movement
This Section includes:

6.1 Streets and Lanes
6.2 Pedestrians and Bicycles
6.3 Public Transit
6.4 Parking and Loading

6.1 Streets and Lanes

Objective
To ensure that traffic demands of development can be handled on streets and lanes, avoiding reductions in levels of service on arterials and impacts on adjacent residential areas.

Policies
6.1.1 Attractive residential streetscapes should be provided, with tree planting, green boulevards, and minimized driveways across sidewalks.

6.1.2 Signal and intersection improvements will likely be required in the future, subject to further consultation and report to Council.
6.1.3 Subject to the extent and nature of closures on 11th Avenue, lanes should be created, where possible, through the blocks which do not have lanes. Servicing should be from lanes where possible.
6.1.4 The traffic and parking situation should be monitored as the area develops, and if appropriate, traffic management and resident parking measures to avoid impacts on adjacent areas should be implemented.

6.1.5 The existing building line along Arbutus should be reviewed to reflect Council's motion that the current width of the street be maintained and that Arbutus not be widened to six lanes, while recognizing the need for intersection improvements (refer to Section 6.1.2). The City Engineer will report back to Council on this as part of the implementation of this Plan.

6.1.6 The realignment of Yew Street and the closure of portions of 11th Avenue shown in Fig. 6.2, should be pursued in consultation with the affected landowners.

6.2 Pedestrians and Bicycles

Objective
To facilitate pedestrian and bicycle use and safety in the area, and linkages to other areas.

Policies
6.2.1 Continuous pedestrian weather protection should be provided along Arbutus.

6.2.2 Sidewalks should be provided on both sides of every street.
6.2.3 Pedestrian connections should be made through blocks of development where appropriate, and where it will assist in breaking down the perceived scale of large sites, taking into account security and safety. Opportunities should be taken to orient pedestrians to corner crosswalks or signalized intersections.

6.2.4 The ground level treatment of developments should enhance pedestrian interest through design, detailing, and landscaping, while maintaining necessary privacy and security for residents.

6.2.5 Vehicle crossings interrupting sidewalks should be minimized, and parking access located from lanes wherever possible.

6.2.6 Adequate width for bicycles should be provided where possible, when any road width alterations occur.

6.2.7 Bicycle parking racks should be provided, where possible, in retail areas along Arbutus, in public parks, as well as in other appropriate locations. Bicycle parking should also be provided in developments up to current City standards. (New standards were adopted by Council on December 5, 1991.)

6.2.8 A special, green pedestrian and bicycle linkage should be developed along 11th Avenue from Connaught Park to Lord Tennyson School, and should be a consideration in design of the realignment of Yew Street and closure of portions of 11th Avenue.

6.2.9 The area should be fully handicapped-accessible.

6.3 Public Transit

Objective
To respond as necessary to the existing and possible future public transit system without, however, allowing this to drive the decision on land uses and densities.

Policies
6.3.1 The decision on density of development or land use should not be based on the prospect of possible rapid transit, but rather on consideration of objectives for housing, public benefits and impacts.

6.3.2 Buildings along the rail ROW should be designed to deal with negative impacts of continued use of the rail ROW for goods movement, or for possible public transit.

6.3.3 B.C. Transit, in conjunction with City staff, should review transit service in the area.
6.4 Parking and Loading

Objective
To provide adequate parking and loading provisions for new development, and avoid overspill into adjacent areas.

Policies
6.4.1 Parking and loading should be provided in accordance with by-law standards for comparable development.

6.4.2 The Parking Bylaw should be updated for those uses with inappropriate standards.

6.4.3 Parking should be easily accessible and secure for residents, workers, and visitors. It should be visually unobtrusive, and generally located underground wherever possible. Where parking is at or near grade, provide cover and screening.

6.4.4 Parking should be located directly with the building being served, and very large parking garages avoided.

6.4.5 Parking and loading access should be from lanes wherever possible.

6.4.6 Curbside parking should be retained on streets unless safety and traffic congestion warrant removal.
7 Other Issues

This section includes:

7.1 City Works Yard
7.2 Soils
7.3 Utilities
7.4 C.P.R. Right-of-Way

7.1 City Works Yard

Objective

To relocate the City works yard facilities to the Cambie Yard site or other appropriate location.

Policies

7.1.1 The City Engineer, in consultation with the Manager of Housing and Properties will report back on a program for relocating the yard as part of the implementation of this Plan.
7.2 Soils

Objective
To ensure that possible contaminated soils on sites in the AIA are addressed prior to redevelopment.

Policies
7.2.1 Council's interim policies regarding soils contamination should apply for privately initiated CD-1 rezonings.

7.2.2 An appropriate mechanism to ensure that similar standards are applied to rezonings initiated by the Director of Planning should be developed and reported back to Council, preferably prior to referral to Public Hearing of a new district zoning schedule for the Arbutus Neighbourhood.
7.3 Utilities

Objective
To ensure that the required utility services are available to new development in the Arbutus Neighbourhood.

Policies
7.3.1 The costs to upgrade City services will be the developer's responsibility. These costs should be taken into consideration in any assessment of the economic feasibility of development.

7.3.2 A utility corridor will likely be required along the extension of the 11th Avenue alignment between Yew Street and Vine Street.

7.3.3 Utility corridors will remain in all future closed portions of 11th Avenue and Yew Street.
7.4 C.P.R. Right-of-Way

The C.P.R. Right-of-Way (ROW) is a federally-regulated rail corridor currently used for rail transport that runs through the Arbutus Industrial Area. It is anticipated that it will continue to be used for rail transport uses for some time. For this reason, it has been excluded from this Plan.

Council policy with respect to the Arbutus rail ROW is to preserve it for transportation uses, and to maintain its current M-1 zoning for the time being. If and when the rail tracks are removed, development of a pedestrian and bicycle path along the ROW could be pursued as a city-wide objective.
C.P.R. right-of-way looking north