



# Joyce-Collingwood STATION PRECINCT PLAN





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# 1 BACKGROUND

## 1.1 Introduction

In fall of 2014, the City initiated a review of planning policies for the area in close proximity to the Joyce-Collingwood Station.

The existing *Joyce Station Area Plan* is over 25 years old. While the policies guided the development of large sites nearby such as the highly successful Collingwood Village, the policies did not result in the redevelopment of the smaller sites right around the station. The Station Precinct Review was launched to combine a land use update with TransLink's planned upgrade of the Joyce-Collingwood Station to improve service, add capacity and accommodate future B Line service to UBC. In accordance with City goals, the intention of the Joyce-Collingwood Station Precinct Review, that has led to the creation of this Plan, was to consider how to intensify development on the balance of the sites around the SkyTrain station, to transform the station into a vibrant entry point for the community and to unify the neighbourhood and create a more walkable and transit-friendly place.

## 1.2 Plan Area

The *Joyce-Collingwood Station Precinct Plan* (JC Precinct Plan) area is compact, focuses on lots within two blocks of the Joyce-Collingwood station and is approximately 30 acres in area. It represents a very small part of the original larger Joyce Station Area Plan boundary and the broader Renfrew-Collingwood community. At present, the existing properties are zoned one-family dwelling (RS-1), multiple dwelling (RM-4N), commercial (C 2C) and CD-1, with most properties zoned RS-1. The study area is bisected by the east-west SkyTrain guideway and is generally framed by Wellington Avenue on the north, Euclid Avenue on the south, Rupert Street to the west and Ann Street to the east.



Aerial photograph of Joyce-Collingwood Station

Figure 1.1: Comparison of Planning Area Boundaries



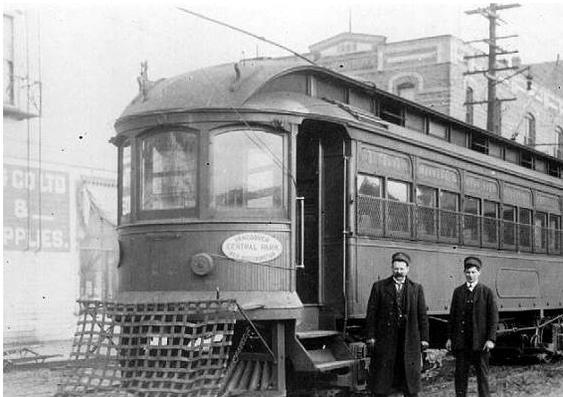
### 1.3 History

Joyce Station formed part of a community originally known as Collingwood. With the opening of the Interurban Railway (Central Park Line) linking Vancouver and New Westminster in 1891, the area took a new direction gradually transforming from semi-agricultural to a residential community. The new community offered shops, a bank, a church and a school.

Over time, dependence on the train diminished and business gradually shifted to Kingsway. In 1949, Kingsway was widened from four to six lanes and in 1954, the Interurban was permanently discontinued. In the postwar World War II period, most land in the Collingwood area was developed as single family with Kingsway serving the commercial needs of the neighbourhood.

The first line of the SkyTrain rapid transit system, linking downtown Vancouver to New Westminster, was built in 1985. SkyTrain opened just prior to Expo 86 with its future transportation theme. Station area plans were created for each station outside of the downtown. The Joyce Station Area Plan (1987) identified redevelopment opportunities on the large sites near the station and limited opportunities for increased density on sites along the SkyTrain guideline.

In the 1990s the industrial sites near the Joyce-Collingwood Station were in decline and eventually they were identified as surplus. These sites were originally assembled by the Vancouver Land Corporation, and later purchased by Concert Properties. The City, the developer and the neighbourhood worked cooperatively to create a transit-supportive, compact, mixed-use, master-planned neighbourhood that included 2,700 new housing units. Collingwood Village has been featured in a transit-oriented development (TOD) case study published by the Canada Mortgage and Housing Corporation (CMHC) where it is described as “a model TOD that has delivered on expectations for the developer, transit authority, municipality and the community”.



Interurban Railway - Central Park Line



SkyTrain opening day  
Credit: TransLink



Aerial photograph of Collingwood Village

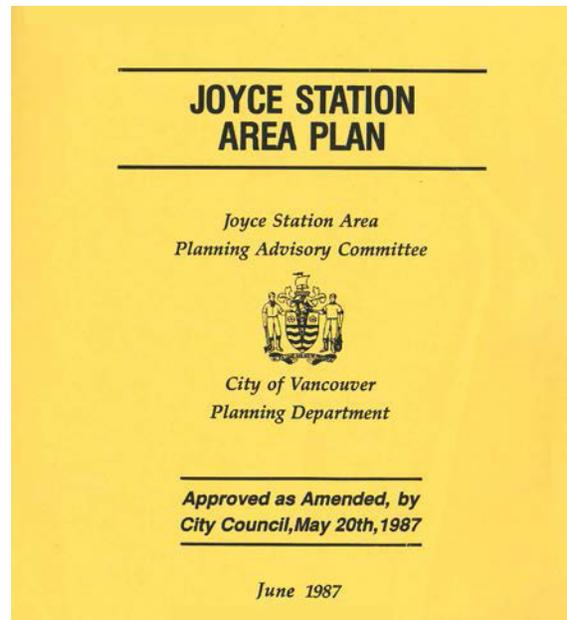
## 1.4 Approved Council Policy

A number of City policies establish a general framework for redevelopment and are applicable to this Station Precinct Plan.

### JOYCE STATION AREA PLAN:

In 1987, Council approved the *Joyce Station Area Plan* as part of a series of Expo Line station plans. The focus was on the physical, economic and social impacts of the ALRT (Advanced Light Rapid Transit, also known as SkyTrain) system. The goals of the station plan were to:

- Resolve the outstanding ALRT impacts;
- Protect and enhance existing residential areas;
- Reduce the impacts of existing traffic and ALRT related traffic and parking problems near the station; and
- Encourage a limited amount of multi-family residential development in under-utilized areas near the station.



Joyce Station Area Plan

### RENFREW COLLINGWOOD COMMUNITY VISION:

The *Renfrew-Collingwood Community Vision* (2004) describes the kind of community that people who live and work in the area want it to become over the next 10 to 20 years, and how *CityPlan* directions should be implemented. It identifies what people value and want to preserve, what improvements are needed and how change should occur. The Vision also identifies the types of neighbourhood change that should be subject to detailed local planning.

### GREENEST CITY: 2020 ACTION PLAN:

Approved in 2011, this policy outlines actions required to achieve a healthy, prosperous and resilient city – with the ultimate goal of becoming the world’s greenest city by 2020. The plan calls for compact, complete communities which promote walking and cycling, and are well-served by services, amenities and green space. The Greenest City Action Plan has informed and directed specific policies regarding the City’s overall sustainability objectives.

### GREEN BUILDINGS POLICY FOR REZONINGS:

Updated in 2010, this policy currently requires that all new buildings resulting from rezonings be LEED® Gold certified, at a minimum.

### HOUSING AND HOMELESSNESS STRATEGY (2011):

This policy provides a framework for addressing homelessness and increasing the variety of affordable housing options across the entire housing continuum. Its goal is to improve housing choice and affordability for all residents within the city. The three strategic directions are: increase the supply of affordable housing; encourage a housing mix across all neighbourhoods that enhances quality of life; and provide strong leadership and support partners to enhance housing stability. In order to meet the demand for affordable housing, the Strategy includes targets for all types of housing along the continuum.

Figure 1.2: Citywide Housing Targets, 2012-2021





Safe, convenient, and comfortable walking for all ages and abilities



Pedestrians and a cyclist on the BC Parkway



Joyce-Collingwood Station and the bus loop

### TRANSPORTATION 2040 PLAN:

Approved in 2012, the *Transportation 2040 Plan* is a long-term strategic vision for Vancouver that will help guide transportation and land use decisions as well as public investments for the years ahead. The goals for the *Transportation 2040 Plan* are:

- Land Use: Utilize land use to support shorter trips and sustainable transportation choices.
- Walking: Support a vibrant public life and healthy lifestyles by making walking safe, convenient, comfortable and delightful.
- Cycling: Make cycling safe, convenient, comfortable and fun for people of all ages and abilities.
- Transit: Support transit improvements to increase capacity and ensure service that is fast, frequent, reliable, fully accessible and comfortable.
- Motor Vehicles: Improve road safety, manage congestion, make it easier to drive less, and accelerate the shift to low-carbon vehicles.
- Goods, Services and Emergency Response: Support a thriving , manage the impacts of moving goods and services, and maintain effective emergency response times.
- Education, Encouragement and Enforcement: Encourage sustainable transportation choices, educate all road users to promote safe and respectful behaviour, and support legislation and enforcement practices that target dangerous conduct.

*Transportation 2040* includes specific and measurable targets that align with the larger goals of the plan:

- By 2040, at least two-thirds of all trips will be made on foot, bike or transit. The total number of trips by sustainable modes will grow significantly, while motor vehicle volumes will slightly decline.
- *Transportation 2040* supports the Greenest City target for reducing distance driven. By 2020, the average distance driven per resident will be reduced by 20% (from 2007 levels).
- Vancouver's ultimate safety goal is to eliminate all fatalities from its transportation system.

### REZONING POLICY FOR SUSTAINABLE LARGE DEVELOPMENTS:

The rezoning policy, updated in 2013, applies to sites of two acres or more and establishes polices to achieve higher sustainability standards as an essential component in the rezoning process. For Joyce-Collingwood, it is anticipated that only the St. Mary's Parish site would be large enough to trigger this policy. The policy requires submission of defined plans and studies to address the following objectives:

1. Sustainable Site Design
2. Access to Nature
3. Sustainable Food Systems
4. Green Mobility
5. Rainwater Management
6. Zero Waste Planning
7. Affordable Housing
8. Low Carbon Energy Supply

## 1.5 Expo Line Upgrades

TransLink's *Expo Line Upgrade Strategy* aims to increase capacity on the Expo Line to accommodate future transit needs. The Strategy includes a range of improvements from running longer trains to upgrading key infrastructure, including the power supply, maintenance and storage facilities and stations.

As part of the *Expo Line Upgrade Strategy*, TransLink has begun the first of two phases to upgrade Joyce-Collingwood station. Phase One of the station upgrades includes a significant expansion of the east station house, including the addition of another elevator and up and down escalators. The station design will also be improved, including replacing the mesh screens at platform level with glass panels to improve station visibility from the street. In addition, a new plaza will be created beside the east station house, including improved lighting and the addition of an at-grade retail unit. Construction began on Phase One in January 2016.

Phase Two of the station upgrades will provide an additional bus loop around the east station house, enabling the introduction of a frequent B-Line bus service running between Joyce-Collingwood Station and UBC along Joyce Street and 41st Avenue. Additionally, a new walking and cycling path will be built to the north of the bus loops to complete the BC Parkway – a regional walking and cycling greenway - across Joyce Street. The second phase of station upgrades will require changes to Vanness Avenue between McGeer Street and the lane west of Joyce Street to improve the safety of bus turning movements and to create space for the BC Parkway to the north of the bus loops.

## 1.6 Issues and Opportunities

At the outset of the Station Precinct review, staff organized a “walkshop” with representatives of organizations and agencies in Joyce-Collingwood to walk through the area to review its current status. The walkshop identified challenges and goals for the neighbourhood directly from community members who live and work near the station and provided a forum for discussion.

The issues identified through the walkshop included:

- Poor pedestrian connections on main streets including conflicts with pedestrian and bus movements, missing or substandard sidewalks within two blocks of the station.
- The SkyTrain guideway divides the neighbourhood north to south and this is exacerbated by roads and a bikeway parallel to guideway. The high volume of traffic on Joyce Street (including buses and trucks) is perceived as a barrier between the east and west of the neighbourhood.
- Aging building stock and discontinuous commercial frontage on Joyce Street – seen as unattractive but recognized as affordable.
- The lane to the west of Joyce Street has multiple conflicting functions providing vehicle access to the school, pedestrian access from the SkyTrain station and service movements.
- Limited opportunities for safe and clear pedestrian access to the SkyTrain station from the surrounding neighbourhood.
- Sites on either side of the SkyTrain guideway have access limitations or are double fronting.
- Limited public open space and public use programming opportunities.

The opportunities identified at the walkshop included:

- Use zoning and new development to foster a more active commercial street.
- Look for opportunities to enhance existing open space and create new open space
- Create pedestrian connections to and through the community
- Renewed and better utilization of sites around the station (more housing and commercial uses)



Ramp and stairs up to Ann St.



Limited sidewalk space

## 1.7 Role of the Station Precinct Plan

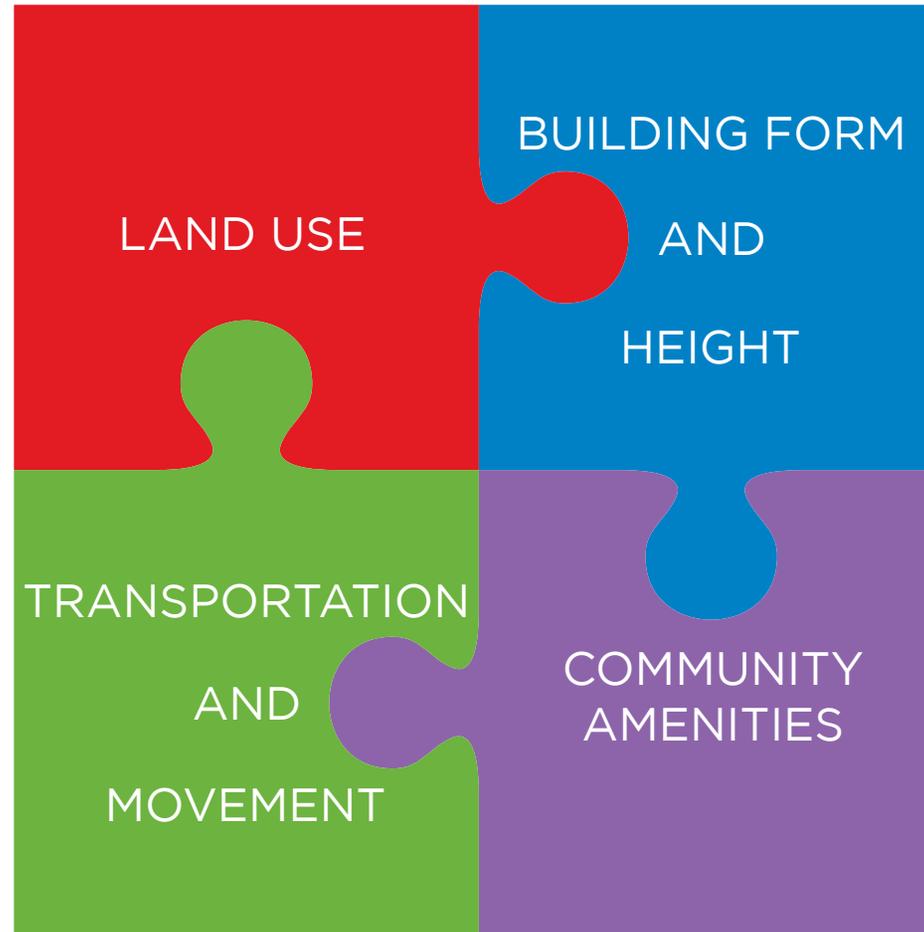
This Station Precinct Plan establishes opportunities that will guide the future redevelopment of the Station Precinct. It replaces policies in the *Joyce Station Area Plan* for sites near the SkyTrain station and provides new policies regarding:

- Land use
- Building form and height
- Transportation and movement
- Community amenities

The JC Precinct Plan provides clarity on the vision and opportunities for the sites around the station and it will guide future rezoning applications for sites in the precinct. It represents the public and private interests that have been identified during the planning process and ensures that those interests carry forward with the endorsement of City Council. The Station Precinct Plan is an important guiding and unifying document that establishes the future vision for the JC Precinct to achieve a more coherent and connected neighbourhood, incrementally over 25 years.

The policies in this document are intended to clearly articulate what is anticipated through the redevelopment of each of the subareas in the plan area, while also being flexible enough to accommodate a variety of land assembly opportunities. The plan will provide guidance for detailed plans and design solutions that can be refined and evaluated as part of each rezoning application.

Figure 1.3: Key Components of the Station Precinct Plan



# 2 VISION AND ASPIRATIONS

## 2.1 Vision

Collingwood Village was conceived in the 1990s within the context of a regional transportation and land use planning system that aims to focus growth around regional centres served by transit. As an early example of transit-oriented development in the Metro Vancouver area, residents in the Joyce-Collingwood neighbourhood have 20 years of experience living in a high-density, mixed-use urban village. Post-occupancy surveys completed by BC Housing in 2009 indicate that residents were generally very satisfied with their decision to live in Collingwood Village.

During the early stages of community engagement in 2015, staff found that many people in the community believe Collingwood Village is a successful example of transit-oriented development and are supportive of additional development around the SkyTrain station. Residents generally recognize that many sites around the station are under-utilized and that change is needed to add more housing opportunities near rapid transit and to renew and unify the neighbourhood.

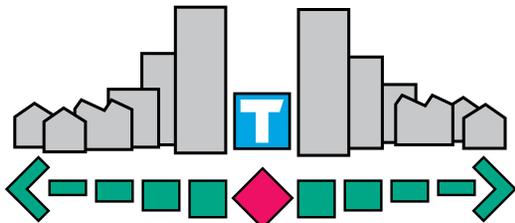
The challenge and the opportunity of the Joyce-Collingwood Station today is that the scale of the buildings and intensity of land use around the station do not clearly mark this important entry point to Collingwood Village. The limited and scattered commercial development north of the SkyTrain station on Joyce Street, poor pedestrian connections and the outdated SkyTrain station, do not meet today's standards and expectations for a transit-oriented neighbourhood.

The SkyTrain station is in the process of being updated to add capacity and convenience to improve safety and bring it up to newer design standards like the recently upgraded Main Street-Science World Station. A Station Precinct Plan is an opportunity to unify the area immediately around the station with Collingwood Village and create a stronger, more cohesive neighbourhood through a mix of land uses and building types that take full advantage of the location and through improved physical and social connections. Over time, the redevelopment of the Station Precinct will further Vancouver's objectives for environmental, economic and social sustainability.

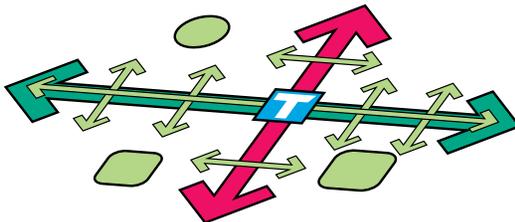
## 2.2 Emerging Ideas and Aspirations

Through the early consultation with the community, staff identified key common ideas and themes and produced a summary of aspirations and future directions for the JC Precinct (summary document included as Appendix A). These directions were tested with the community through a newsletter and a community check-in event. Based on community support, the directions were used to guide the creation of options for the future development of the area.

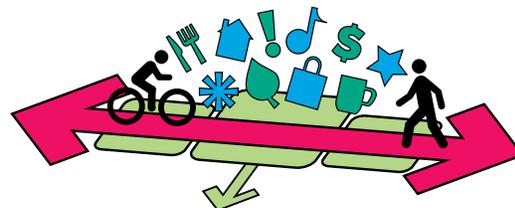
### Key Ideas



Transition heights from transit



Increase neighbourhood connectivity



Create vibrant streets

### Aspirations

- Create more compact, mixed-use and walkable development around the SkyTrain station
- Create a more active, vibrant local shopping street
- Create a more physically and socially connected neighbourhood with opportunities for improved public life
- Improve access to transit
- Create more opportunities for housing including family housing
- Review and prioritize neighbourhood needs to respond to growth



Open House - June 2015



Example of an active shopping street

# 3 BUILDING TYPE, MASSING AND HEIGHT

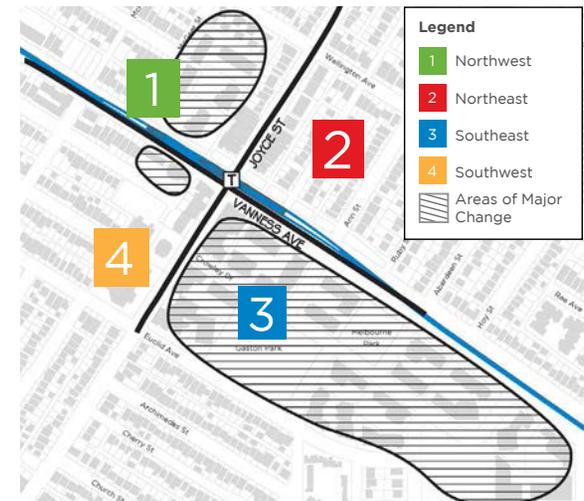
## 3.1 Background

The policies approved in the *Joyce Station Area Plan* (1987) set the stage for development on former industrial sites around the SkyTrain station. Following the plan policies, the former industrial site to the northwest of the station (a full block) was rezoned (1988) and developed by Concert Properties with a mix of mid-rise, apartment and townhouse buildings (Ascot Place).

Concert Properties then assembled a much larger site to the southeast of the station. A comprehensive planning program in collaboration with the neighbourhood, pushed beyond the modest densities anticipated in the *Joyce Station Area Plan*. Towers were proposed as a way to achieve significant public benefits as part of the new neighbourhood, including more than seven acres of new park space. This planning exercise produced one of the first master-planned, transit-oriented developments in the region.

These two developments have resulted in major change in two of the quadrants around the station. The *Joyce Station Area Plan* anticipated little change beyond these sites. No increase in density on the commercial properties at the station was contemplated and the properties to the north of the station were downzoned to limit commercial use. The modest densities allowed along Vanness Avenue adjacent to the SkyTrain guideway combined with large assembly requirements have resulted in most sites remaining as single-family use.

Figure 3.1: Quadrants around Joyce-Collingwood Station



### 3.2 Transit as a Focus

A basic premise of transit-oriented development is that density is best located in close proximity to a transit station. As part of the Station Precinct Review, density was tested with the tallest buildings at the station and transitioning down in all directions away from the station. Joyce Street and Vanness Avenue were seen as axes on which potential sites could respond with taller, denser buildings. General scales of development were explored following this conceptual model.

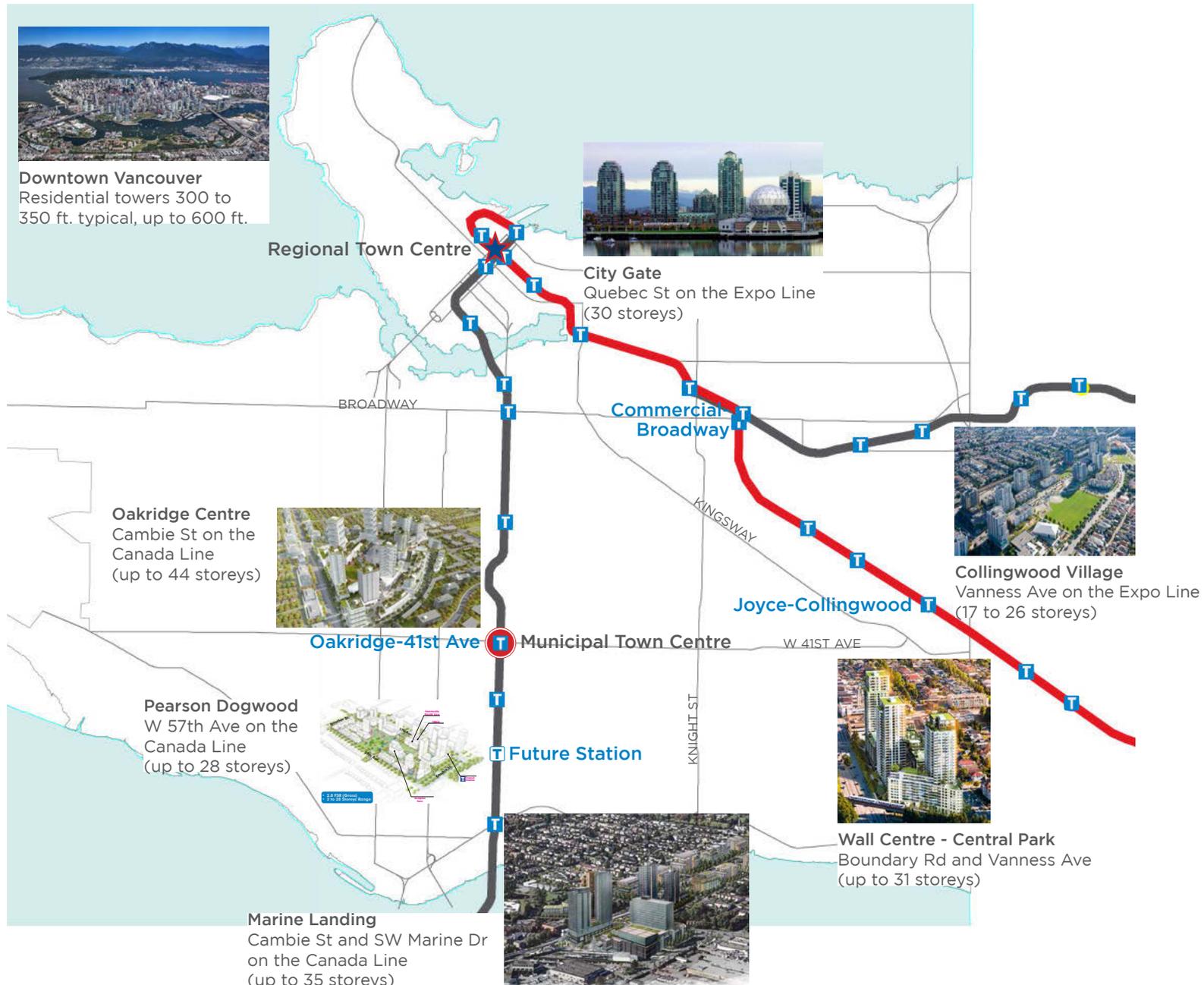
A key factor in establishing building type and height is the relationship and integration with the surrounding neighbourhood. In terms of existing context, the area predominantly includes towers to the southeast, single-family houses to the northeast, mid-rise buildings and single-family houses to the northwest and a mix of building types to the southwest (see figure 3.1).

Transitioning building heights from the SkyTrain station in all directions was a key idea identified early in the planning process.

Figure 3.2: Building Height Transitions



Figure 3.3: Transit-Oriented Development in Vancouver



### Building Height

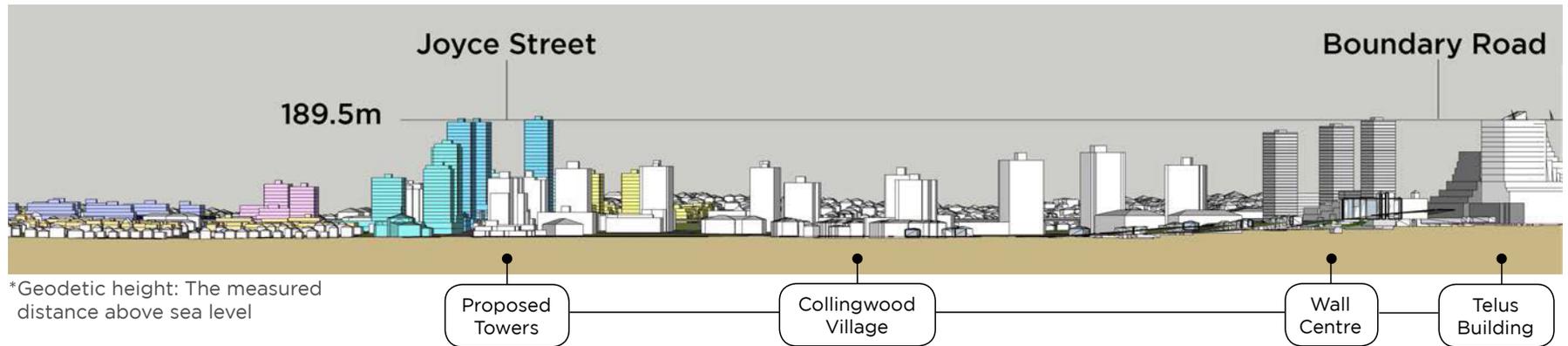
Towers in Collingwood Village today range from 16 to 26 storeys (157 ft. to 236 ft.). The height of the towers under construction at the eastern edge of Collingwood Village (Wall Centre Central Park) was set to the geodetic height (189.5 m)\* of the most prominent building in the area -- the Telus office building. This upper height limit has resulted in tower heights of approximately 279 ft..

Grouping three towers at the station in close proximity to each other will differentiate these new towers from the existing towers in Collingwood Village, which are arranged around the park spaces and provide generous separations. In addition to the closer grouping of the towers, greater heights are proposed to mark the station. The tower heights are proposed to be regulated by the geodetic height of 189.5 m. This upper limit to match the Telus building will result in towers of approximately 290 to 300 ft. (sites at the station have variable grades). Sculpting of the upper floors will be required to help create varied building identity.

Figure 3.4: Estimated Tower Heights near Joyce-Collingwood Station



Figure 3.5: Cross-Section with Geodetic Height Limit\*



### Solar Access

Natural light is important to the enjoyment and success of public and semi-private open spaces. Building setback, separation and tower dimensions are controlled in order to allow light between taller buildings. Sunlight access to public parks and open spaces is a priority and developments should be designed to prevent shadow on these spaces and to minimize shadow on streets and semi-private open space. Siting of mid-rise buildings will minimize shadow on areas outside the precinct.



Shadow impact around Joyce-Collingwood Station: 10:00AM



Shadow impact around Joyce-Collingwood Station: 12:00PM



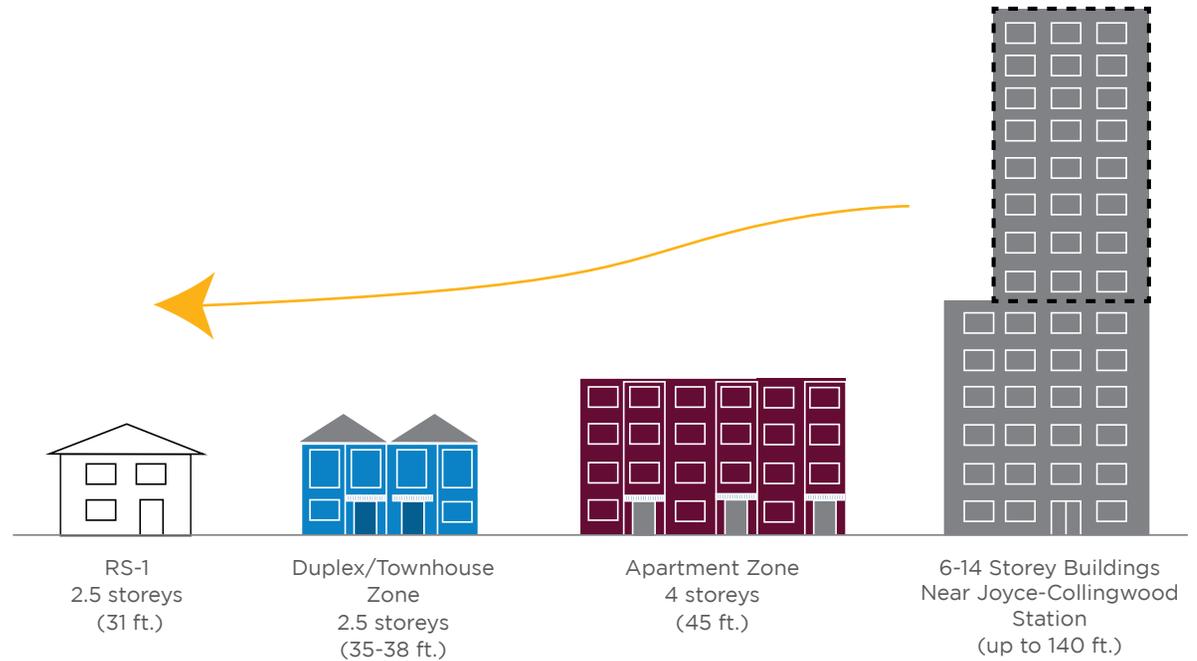
Shadow impact around Joyce-Collingwood Station: 2:00PM

### Transitional Edges

Three Transition Areas will establish an appropriate interface between the surrounding single-family area from the higher density and the higher buildings proposed near the station. The Transition Areas allow a mix of townhouse buildings and four-storey buildings closer to the station. Transition Area 1 also includes mid-rise buildings in close proximity to the station to reflect what has been built on the west side of Joyce Street (Ascot Place).

The new townhouse zone will allow for duplex and triplex buildings as well as continued single-family use. This will allow the transition areas to change incrementally over time to a mix of building types that are compatible with single-family residential scales.

Figure 3.6: Height Transitions



# 4 LAND USE POLICIES

## 4.1 Background

The current *Joyce Station Area Plan* (1987) supports only limited change around the SkyTrain station. Mixed-use buildings up to four storeys under existing C-2C zoning are permitted at the intersection of Joyce Street and Vanness Avenue, and the existing YMCA/CNIB reflects the scale of buildings that had been anticipated. In 1988, as part of the implementation of the *Joyce Station Area Plan*, the City rezoned the properties on Joyce Street north of the Station from C-1 to RM-4N to limit commercial use. This zoning change limited opportunities near the station and created non-conforming commercial operations. The *Joyce Station Area Plan* also resulted in new CD-1 zoning for sites on Vanness Avenue fronting onto the SkyTrain guideway and allowed for only modest multi-family development. Most sites remain as single-family houses.

### Mix of Uses

The Station Precinct will be a predominantly residential neighbourhood containing a range of housing types, building types and unit sizes with set targets for families with children and including both market and affordable housing options. Other uses will be integrated, providing local-serving retail and service opportunities, and amenities for new residents and the surrounding community.

## 4.2 Local Shopping and Services

### Current Context

Joyce Street today provides a limited range of small shops, restaurants and services for nearby residents and transit users. The commercial space is scattered along Joyce Street north of the SkyTrain station where new residential buildings have been built on former commercial sites. This irregular land-use mix combined with large setbacks from the street results in a weak commercial street frontage. A limited amount of office space is also available near the station most notably in the YMCA/CNIB building (5055 Joyce Street) and in the base of the Centro (3438 Vanness Avenue), both located at the intersection of Joyce Street and Vanness Avenue.

During the Precinct Review, the community identified the desire for a broader range of shops and services, in particular a grocery store within walking distance of the SkyTrain station, so that purchases could be made “on the way.” Residents want a stronger, vibrant shopping street to do more of their shopping on foot and to provide more opportunities for social interaction with their neighbours.



Shops and services on Joyce Street, north of Vanness Avenue

### Future Directions

While Kingsway will remain the commercial focus for the larger Renfrew-Collingwood neighbourhood, more local shops and services will be encouraged. Changes to the policies are needed to add more commercial space on Joyce Street between Euclid Avenue and Wellington Avenue in order to:

- Meet the needs of a growing and diverse population
- Create a more active and vibrant local shopping street
- Foster a more physically and socially connected neighbourhood with opportunities for improved public life

### Objective: Create a vibrant street with more shops and services

#### Policies:

- 4.2.1 Require ground floor commercial use for all properties on Joyce Street between Wellington Avenue and Euclid Avenue.
- 4.2.2 Encourage office use above the ground floor level in new towers immediately next to the SkyTrain station.
- 4.2.3 Explore the inclusion of larger retail spaces to accommodate a grocery store (7,500 to 10,000 sq. ft.) near the SkyTrain station on Joyce Street.
- 4.2.4 Explore the possibility of relocating the Collingwood Library to a new commercial space.
- 4.2.5 All buildings must be set back 18 ft. (5.5 m) from the curb to frame the street and provide for wider sidewalks, street trees, benches and other features.
- 4.2.6 Tower and mid-rise buildings must be stepped back from the four-storey building base to emphasize the lower-scaled streetwall and create a visual break.

- 4.2.7 Provide breaks between buildings along the Joyce Street frontage to create mid-block pedestrian access and semi-public outdoor spaces.
- 4.2.8 Limit vehicle crossings and remove existing crossings where possible on Joyce Street to prioritize pedestrian movement.
- 4.2.9 Require weather protection on all mixed-use buildings (e.g. awnings or canopies).



Illustration of Joyce Street in the future



Example of an active shopping street

## 4.3 Housing

Vancouver is a growing and diverse city with significant housing challenges. Providing a range of housing options for households of all income levels and abilities is critical to the social and economic health of the city and all of its communities. Increasing the range of both ownership and rental housing choices in the JC Precinct is particularly important given the rapid transit and bus connections in the area.

Key opportunities exist for increasing the supply of mixed-income non-market rental housing in the JC Precinct Plan, including the St. Mary's Parish redevelopment and the potential to increase the supply of affordable housing on the lands owned by BC Housing and the City of Vancouver. The housing policies described in this chapter are designed to enable and facilitate these opportunities.

The Station Precinct Plan also encourages the development of additional ownership housing opportunities in the form of new condominium apartments and townhouse units.

The housing policies for the JC Precinct have been harmonized with existing citywide policies on affordable housing, including the *Housing and Homelessness Strategy*, and complement the JC Precinct Public Benefits Strategy. The policies are also in line with the directions contained in the *Metro Vancouver Regional Affordable Housing Strategy* which calls for increasing the amount of affordable housing near transit.

### Current Context

Between 1986 and 2011, the number of dwelling units in Joyce-Collingwood increased from 2,100 to 6,300 - more than doubling the population from 6,300 to 15,800. Joyce-Collingwood is a relatively affordable place to live within the city. Average rents in Joyce-Collingwood are below the city average.

Approximately 6,300 dwelling units exist today in the broader *Joyce Station Area Plan* boundary highlighted in figure 4.2. About 46 per cent are rented and 54 per cent are owner occupied. There is a fairly even split between the three types of housing in the study area with high-rise apartment being the most common type.

Approximately 330 renter households in the *Joyce Station Area Plan* boundary spend over 50 per cent of their income on rent. Approximately 1,335 renter households spend over 30 per cent of household income on rent, slightly higher than the city average.

Figure 4.1: Average Rents (2015)

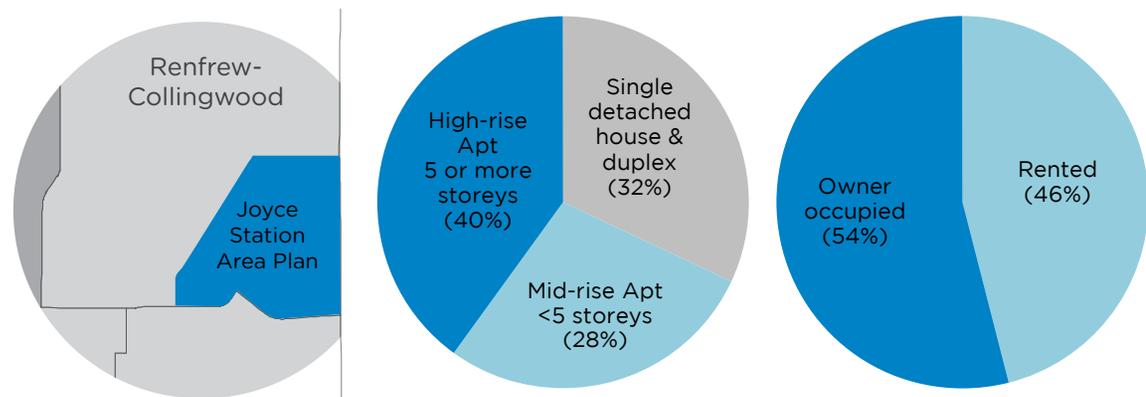
Average Rent in Purpose Built Market Rental Buildings (CMHC Survey)		
	Southeast Vancouver*	City of Vancouver Overall
Studio	\$943	\$982
1 bedroom	\$1,009	\$1,175
2 bedroom	\$1,327	\$1,643
3 bedroom	\$1,235	\$2,070

\* Including Joyce-Collingwood study area



BC Housing on Rupert Lane

Figure 4.2: Housing Type and Tenure



## Future Directions

### Housing Diversity

The housing policies for the Precinct prioritize additional affordable housing stock. The housing policies are also intended to broaden the diversity of housing options available in the community. The Precinct Plan will increase both ownership and rental housing in the neighbourhood. It will also encourage more diverse forms of housing such as townhouses.

The JC Precinct Plan encourages the creation of a wide range of housing types to meet the diverse needs of the population. This includes housing that is suitable for families, singles and seniors, as well as housing that is accessible for people with disabilities. Additional ground-oriented housing has been identified as an important priority. There is also evidence of a need for more family units, as the proportion of families with children living in apartments is higher than the city average overall (21 per cent versus 13 per cent). In addition to meeting current needs, a broader diversity of housing options in Joyce-Collingwood will serve to attract new residents and support local schools and the local and citywide economy. As the city grows, the demand for young workers will continue. Given its proximity to the Expo Line, Joyce-Collingwood offers an excellent opportunity to provide new housing that is well-connected to downtown Vancouver.

### Livability

This Plan and other planning initiatives will facilitate the development of more housing near rapid transit stations, along SkyTrain guideways and major streets where residential use could be affected by environmental noise. Staff are reviewing the current acoustic regulations to ensure livability and to avoid sleep disturbance. New housing at Joyce-Collingwood Station will need to be designed to meet the updated requirements.



Example of apartments next to the SkyTrain station

Figure 4.3: Citywide Housing Targets, 2012-2021



Figure 4.4: Housing Policies



**Objective: Provide a range of choice and affordability**

**Policies:**

- 4.3.1 Provide a diversity of housing choices in the neighbourhood to meet the needs of a growing and diverse population
- Allow for a variety of residential building types (e.g. townhouses, mid-rise and high-rise).
  - Provide 2 and 3+ bedroom family units designed in accordance with the *High Density Housing for Families with Children Guidelines*.
    - Require new multi-family strata developments to have 2 and 3+ bedroom units for families and a minimum 25% family-units per project.
    - Target a minimum of 25% family units in secured market rental and 50% family housing in non-market developments subject to financial viability (this requirement will not apply to seniors' housing projects or supportive housing for low income singles).

- Include opportunities for 'flex suites' or 'lock-off suites', as well as units with modest finishes, to improve the variety of unit types, price points and tenure, and provide additional ways to achieve affordability in market housing.
- Encourage lock-off basement suites in townhouse projects to enable secondary rental.
- Consider mobility and sensory limitations of individuals as well as "aging in place" by applying the safety and accessibility provisions that are reflected in the Vancouver Building By-law.



Example of a duplex



Example of a townhouse



Example of 4-storey apartments

#### 4.3.2 Provide a range of affordability

- Increase the amount of non-market housing (mixed-income social housing and co-operative housing)
  - On sites with existing social housing (e.g. 5233 Joyce Street, 4830 Rupert Street), allow rezoning for additional density to allow older social housing buildings to be renewed, with the goal of increasing the number of social housing units and maintaining or improving the level of affordability. Rezoning will be considered to renew and increase the stock of social housing, recognizing that projects can include a market housing component to assist with project funding.
  - Identify the City of Vancouver-owned sites on Vanness Avenue for new non-market housing.
  - Explore opportunities to achieve additional non-market housing units on non-profit-owned lands.
  - In all cases where new developments are receiving additional density in exchange for the provision of non-market housing, that housing will be secured through a housing agreement between the City of Vancouver and the owner. The agreement will ensure that the project meets the minimum requirements for social housing as defined in the City's Zoning and Development By-Law and DCL By-Law.

- Provide opportunities to increase the market rental stock
  - In areas identified for new apartments, encourage secured market rental (e.g. Rental 100 housing program), in keeping with building type and height policies outlined in the Precinct Plan.
- Require replacement of existing purpose-built rental housing
  - Properties currently zoned RM or CD-1 with existing rental housing units will continue to be subject to the City's *Rental Housing Stock Official Development Plan* which requires one for one replacement of rental housing units if properties are redeveloped.
- Meet the needs of existing tenants
  - In all cases where tenants will be displaced as a result of demolition or renovations, a tenant relocation plan, as outlined in the City's *Tenant Relocation and Protection Policy*, will be required.
- Increase the stock of ownership housing
  - The land-use policies in this plan encourage the development of a range of new ownership housing opportunities.



Columbus Tower Seniors' Housing

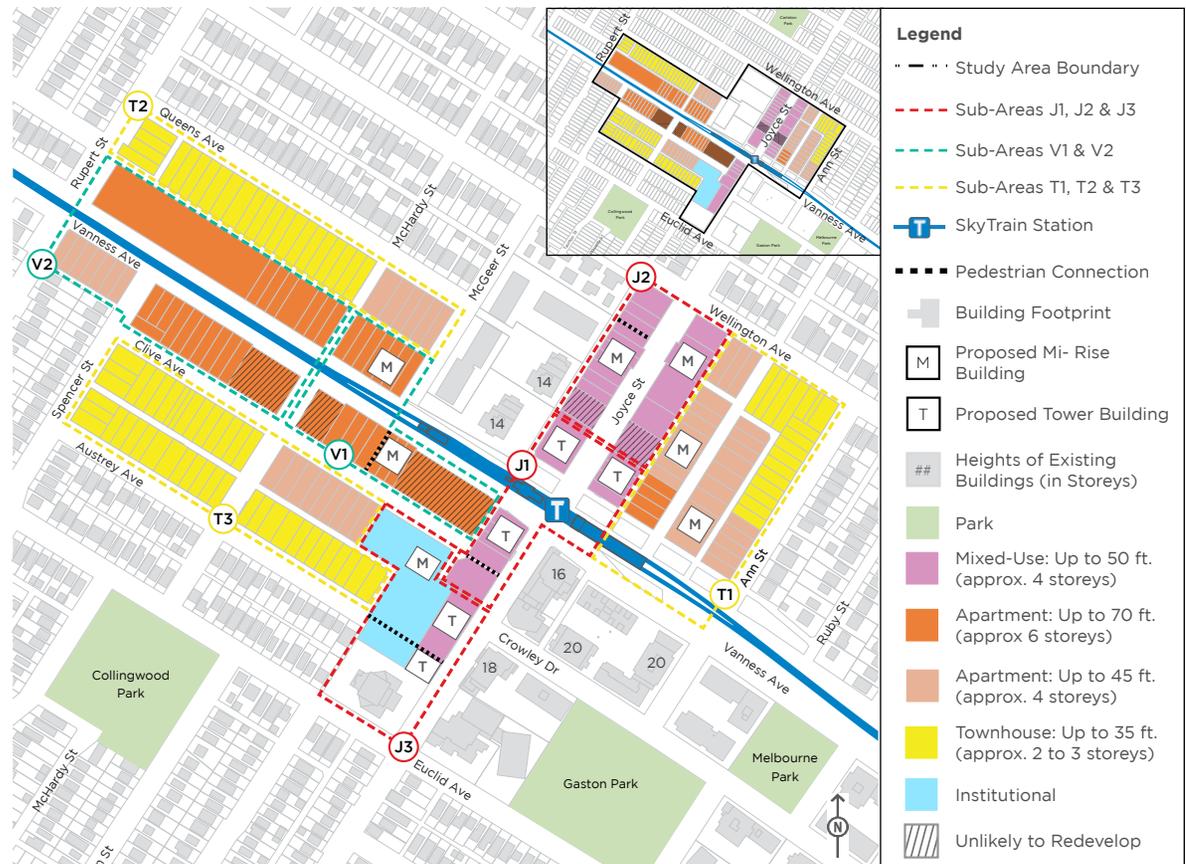
# 5 SUB-AREA POLICIES

This section provides information on the land use mix, building types and building heights proposed for each of the sub-areas. Detailed design guidelines are provided in Section 8.

New development will be managed and regulated primarily in two ways:

- Developer-initiated rezonings
- City-initiated rezonings

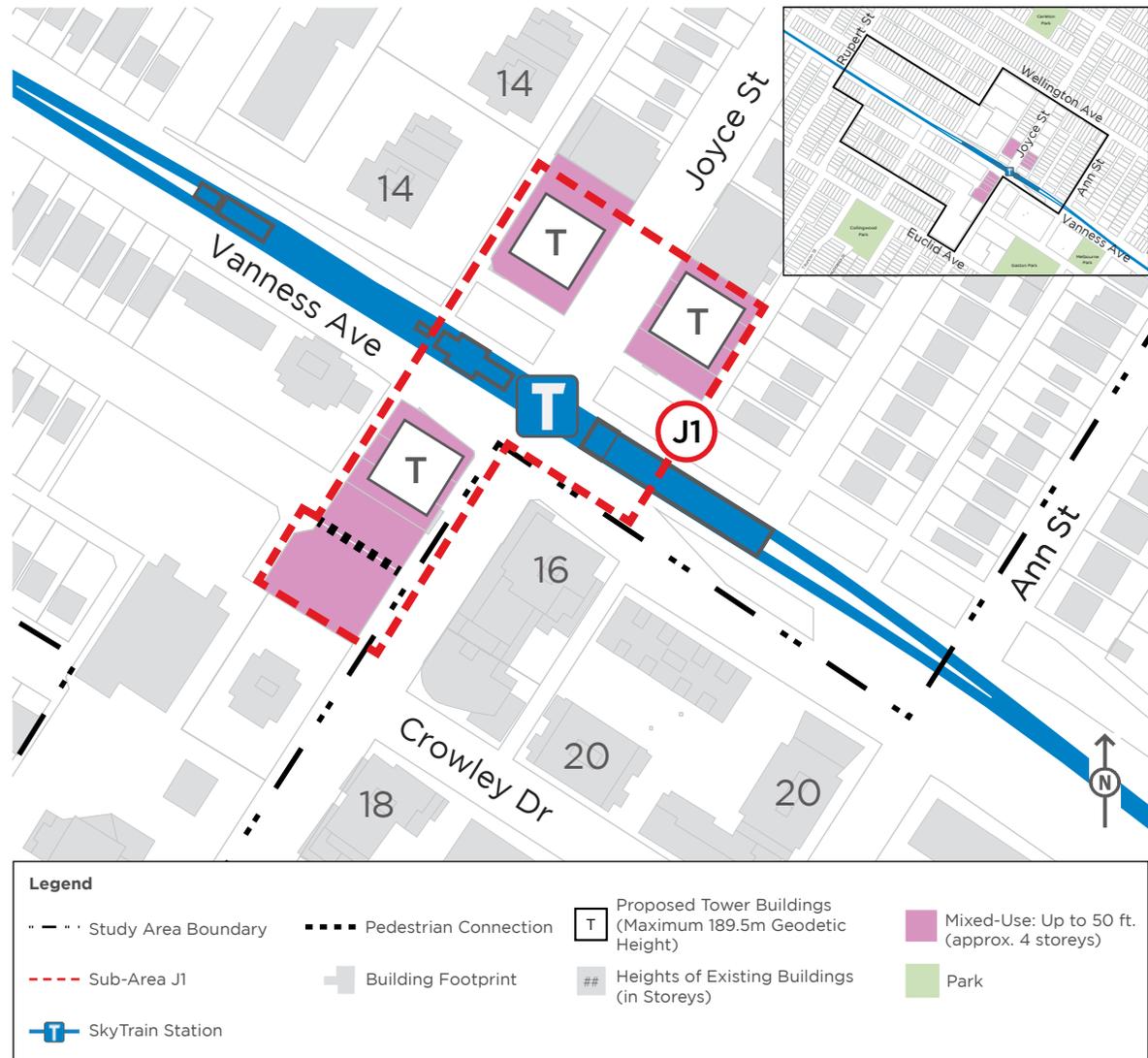
Figure 5.1: Sub-Areas



## 5.1 Sub-Area J1: Joyce Street at Vanness Avenue

- 5.1.1 Allow mixed-use buildings including towers up above a four-storey building base on sites next to the SkyTrain station where a minimum frontage of 132 ft. is achieved (suggested tower locations and height limits indicated on figure 5.2).
- 5.1.2 Ground floor uses are required to be local-serving retail and services.
- 5.1.3 Choice of use is permitted above the ground floor, which may include local-serving retail, service, office, or residential.
- 5.1.4 For residential uses, require acoustic mitigation from environmental noise (including road and SkyTrain noise) to ensure livability.
- 5.1.5 Allow for a larger retail space to accommodate a neighbourhood-scale grocery store (7,500 to 10,000 sq. ft.), where practical
- 5.1.6 Explore opportunities to relocate the Collingwood Library to a new commercial space on Joyce Street.
- 5.1.7 All buildings fronting Joyce Street should include a distinct four-storey building base to create a human-scaled shopping street and allow for sunlight penetration to the street.
- 5.1.8 Upper floors of towers must be shaped to create distinct building identity
- 5.1.9 Provide building breaks along the Joyce Street frontage to create mid-block pedestrian access and semi-public outdoor spaces as indicated in figure 5.2.
- 5.1.10 Limit vehicle crossings and remove existing crossings where possible on Joyce Street to prioritize pedestrian movement.

Figure 5.2: Sub-Area J1 - Joyce Street at Vanness Avenue



## 5.2 Sub-Area J2: Joyce Street North of the Station

- 5.2.1 Allow mixed-use buildings including mid-rise buildings above a four-storey building base on larger sites with a minimum lot frontage of 132 ft. and located at least 65 ft. from Wellington Avenue (suggested locations and height limits indicated in figure 5.3).
- 5.2.2 Mixed-use mid-rise buildings will be considered up to a maximum net density of 5.0 FSR .\*
- 5.2.3 Sites currently zoned RM but not eligible for a mid-rise building will be considered for a maximum net density of 2.5 FSR.
- 5.2.4 Ground-floor uses are required to be local-serving retail and services.
- 5.2.5 Choice of use is permitted above the ground floor, which may include local-serving retail, service, office, or residential.
- 5.2.6 For residential uses, require acoustic mitigation from environmental noise (including road and SkyTrain noise) to ensure livability.
- 5.2.7 Allow for a larger retail space to accommodate a neighbourhood-scale grocery store (7,500 to 10,000 sq. ft.), where practical.
- 5.2.8 Explore opportunities to relocate the Collingwood Library to a new commercial space on Joyce Street.
- 5.2.9 Mid-rise buildings must be stepped back from the four-storey building base to emphasize the lower-scale streetwall.
- 5.2.10 Provide, where feasible, building breaks along the Joyce Street frontage to create mid-block pedestrian access and semi-public outdoor spaces as indicated in figure 5.3.
- 5.2.11 Limit vehicle crossings and remove existing crossings where possible on Joyce Street to prioritize pedestrian movement.

\* Note: Some site assemblies may not be able to achieve the maximum FSR. Additional FSR may be considered for additional full floors of commercial use above the ground level. Anticipated exclusion from gross floor area will be those typical of most mixed-use zones in Vancouver, except as otherwise noted in this Plan.



Existing retail north of the station along Joyce Street

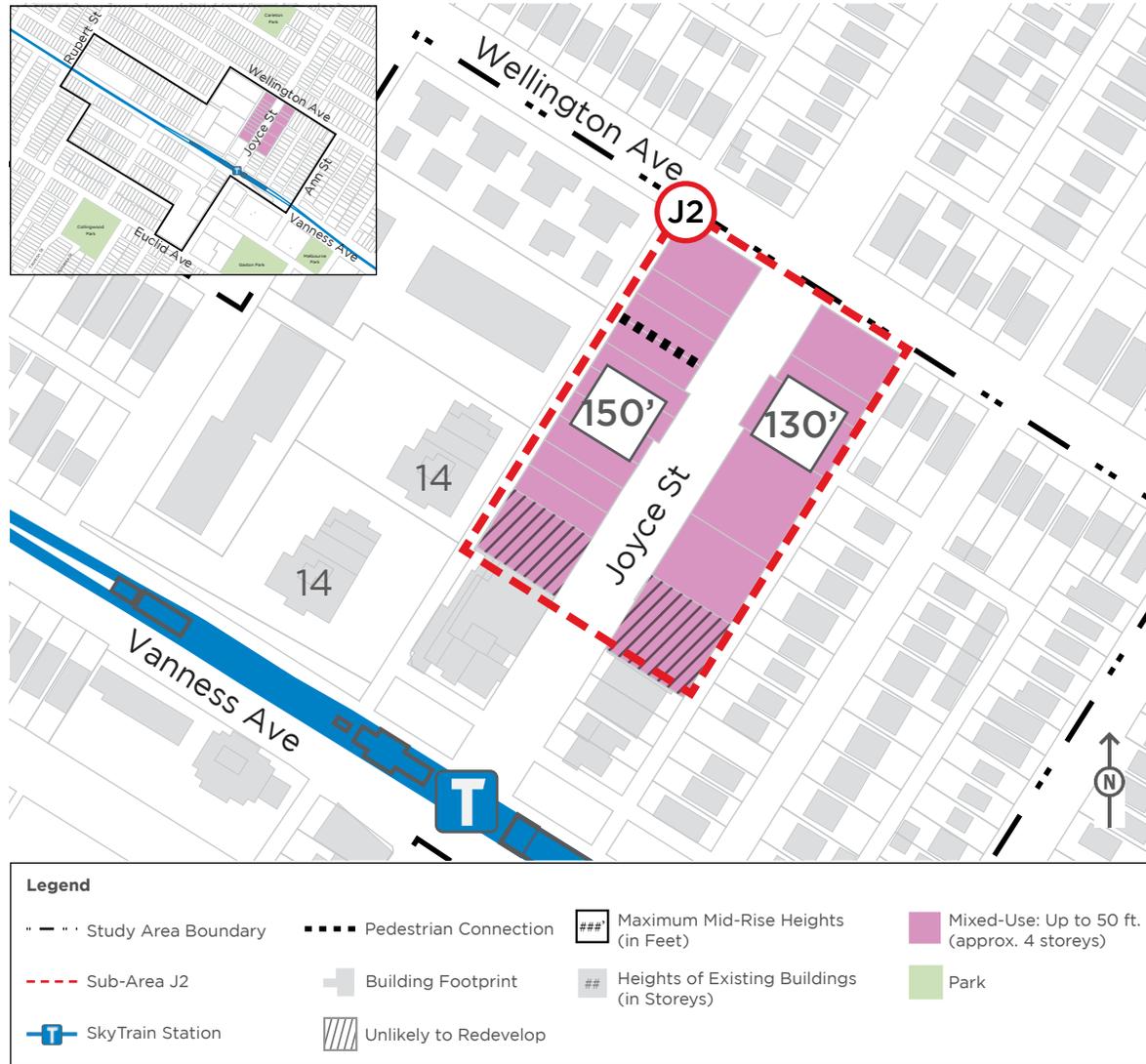


Existing commercial-to-residential transition north of the station along Joyce Street



Existing residential uses north of the station along Joyce Street

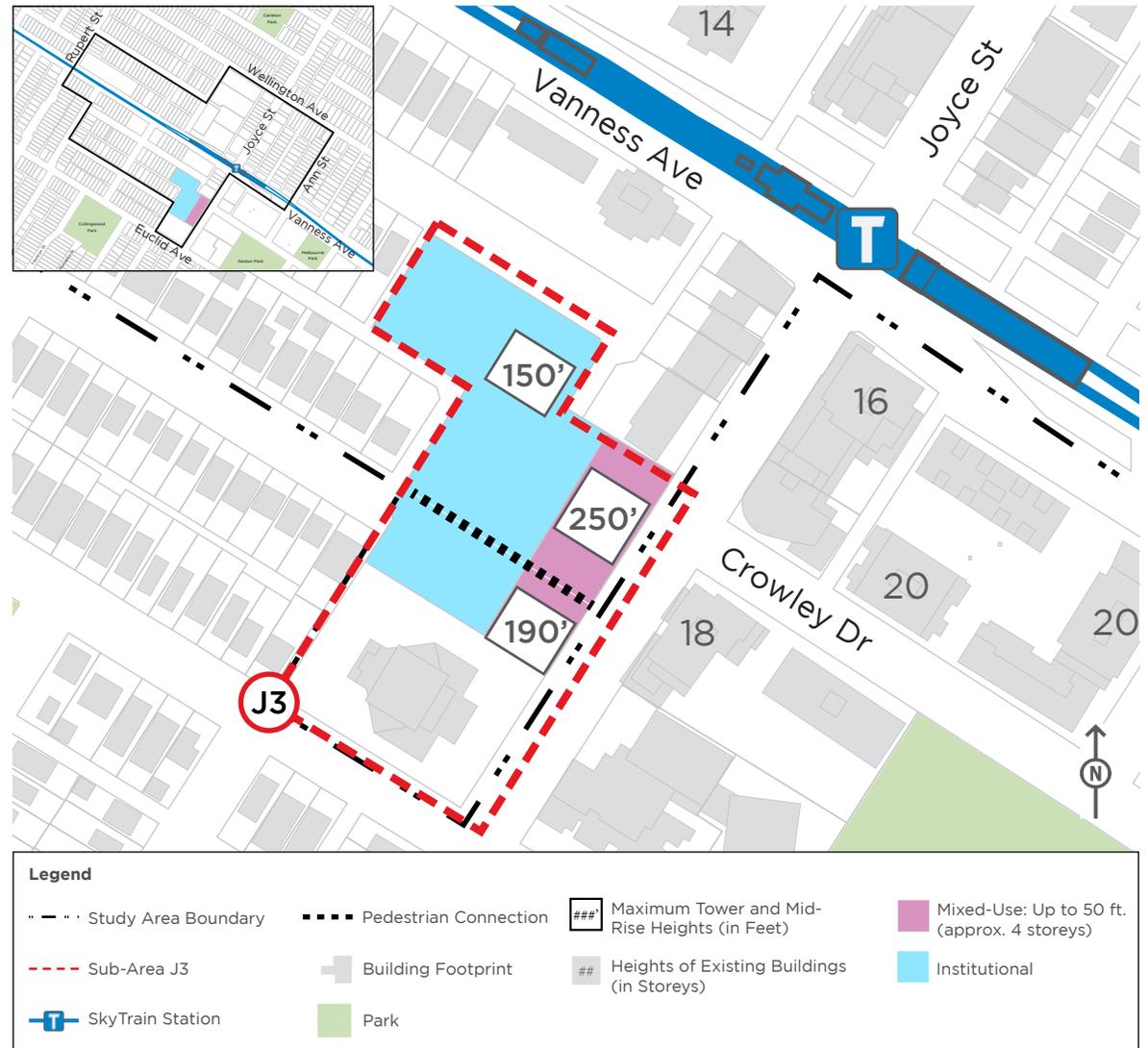
Figure 5.3: Sub-Area J2 - Joyce Street North of the Station



### 5.3 Sub-Area J3: St. Mary's Parish Site

- 5.3.1 Allow mixed-use buildings including mid-rise and towers in conjunction with school replacement and additional non-market rental housing generally as indicated in figure 5.4.
- 5.3.2 Require ground floor uses to be local-serving retail and services.
- 5.3.3 For buildings fronting Joyce Street, choice of use is permitted above the ground floor, which may include local-serving retail, service, office, or residential.
- 5.3.4 For residential uses, require acoustic mitigation from environmental noise (including road and SkyTrain noise) to ensure livability.
- 5.3.5 Allow for a larger retail space to accommodate a neighbourhood scale grocery store (7,500 to 10,000 sq. ft.), where practical
- 5.3.6 Explore opportunities to relocate the Collingwood Library to a new commercial space on Joyce Street.
- 5.3.7 Allow two mixed-use towers along Joyce Street above a four-storey building base (suggested locations and height limits indicated in figure 5.4).
- 5.3.8 Provide building breaks along Joyce Street to create mid-block pedestrian access and semi-public outdoor spaces.
- 5.3.9 Limit vehicle crossings and remove existing crossings where possible on Joyce Street to prioritize pedestrian movement.
- 5.3.10 Require improved vehicle circulation to and through the site including school pick-up and drop-off space, minimizing impact on local streets.

Figure 5.4: Sub-Area J3 - St. Mary's Parish Site



## 5.4 Sub-Areas V1 & V2: Vanness Avenue

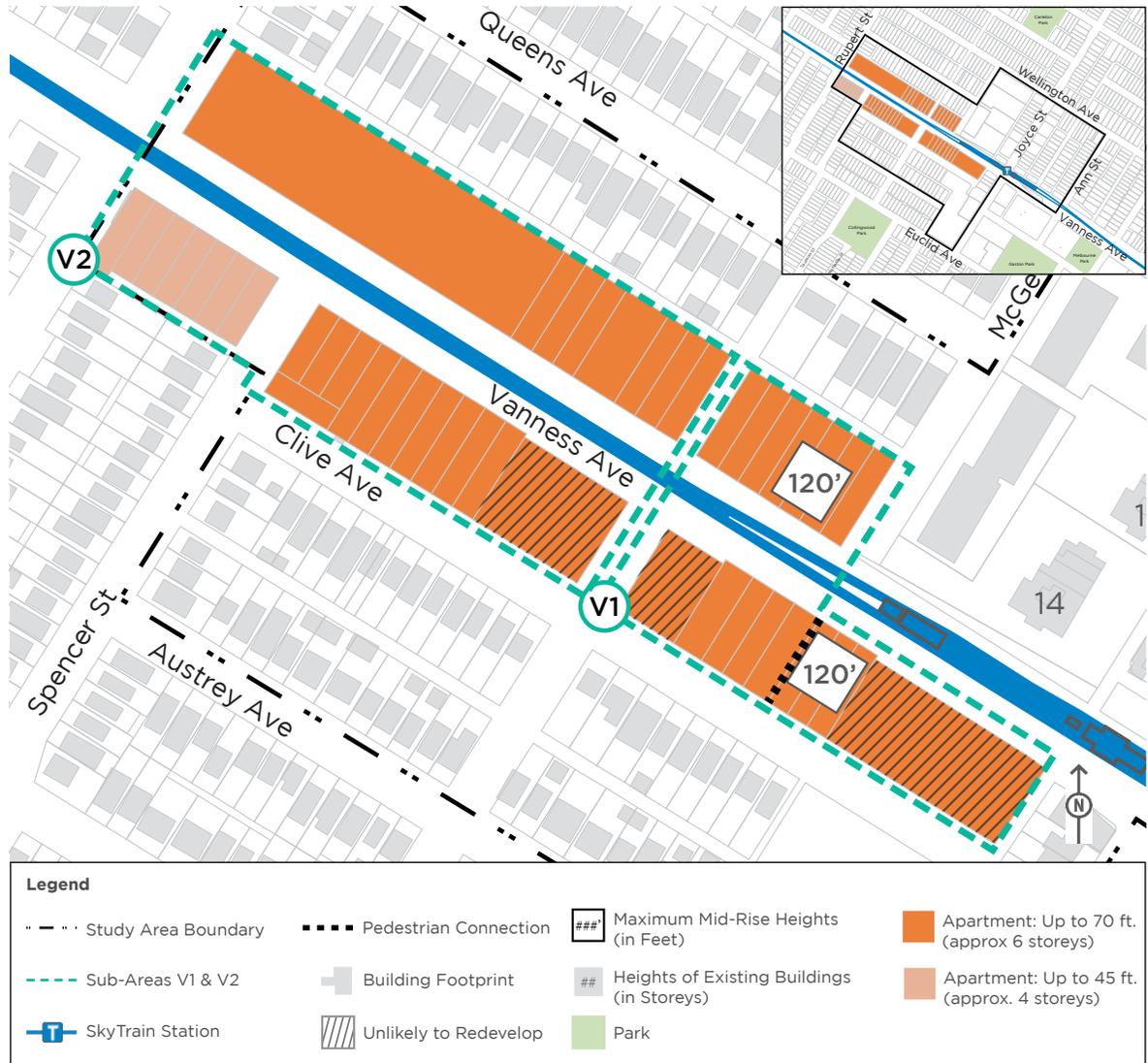
- 5.4.1 Allow a mix of building including mid-rise buildings near the station and transitioning down to four- and six-storey apartments (suggested locations and height limits indicated in figure 5.5).
- 5.4.2 Mid-rise buildings are allowed on limited larger sites with a minimum lot frontage of at least 132 ft.
- 5.4.3 Minimum site assembly for six-storey buildings is 99 ft.
- 5.4.4 Residential mid-rise buildings will be considered up to maximum net density of 3.5 FSR. Residential buildings up to six storeys will be considered up to a maximum net density of 2.25 FSR.\*
- 5.4.5 Lots or consolidations of lesser frontage remaining adjacent to multiple dwelling developments may be considered for lesser heights and commensurate densities compatible with adjacent multiple dwelling zoning.
- 5.4.6 Where new secured affordable housing is proposed, consider modest increases in height and density to assist with project viability
- 5.4.7 Where properties do not front onto an open street, require consolidation with adjacent sites or alternate emergency vehicle access.
- 5.4.8 If necessary, require land dedication from lots on the north side of Vanness Avenue to provide a street width suitable for emergency access.
- 5.4.9 Floors above the fourth floor in mid-rise buildings greater than six storeys in height should not exceed a dimension of 80 ft. in length or width (excluding open balconies) to minimize scale impacts.
- 5.4.10 Require land dedication or right-of-way, as appropriate, from lots on the south side of Vanness Street to provide an increased sidewalk width and street trees.
- 5.4.11 Provide a building break on the south side of Vanness Avenue to create mid-block pedestrian access (suggested locations indicated on figure 5.5).
- 5.4.12 Require acoustic mitigation from environmental noise (including road and SkyTrain noise) to ensure livability.

\*Note: Some site assemblies may not be able to achieve the maximum FSR. Anticipated exclusion from gross floor area will be those typical of multi-family zones in Vancouver, except as otherwise noted in this Plan.



Existing streetscape along Vanness Avenue looking west

Figure 5.5: Sub-Areas V1 & V2 - Vanness Avenue

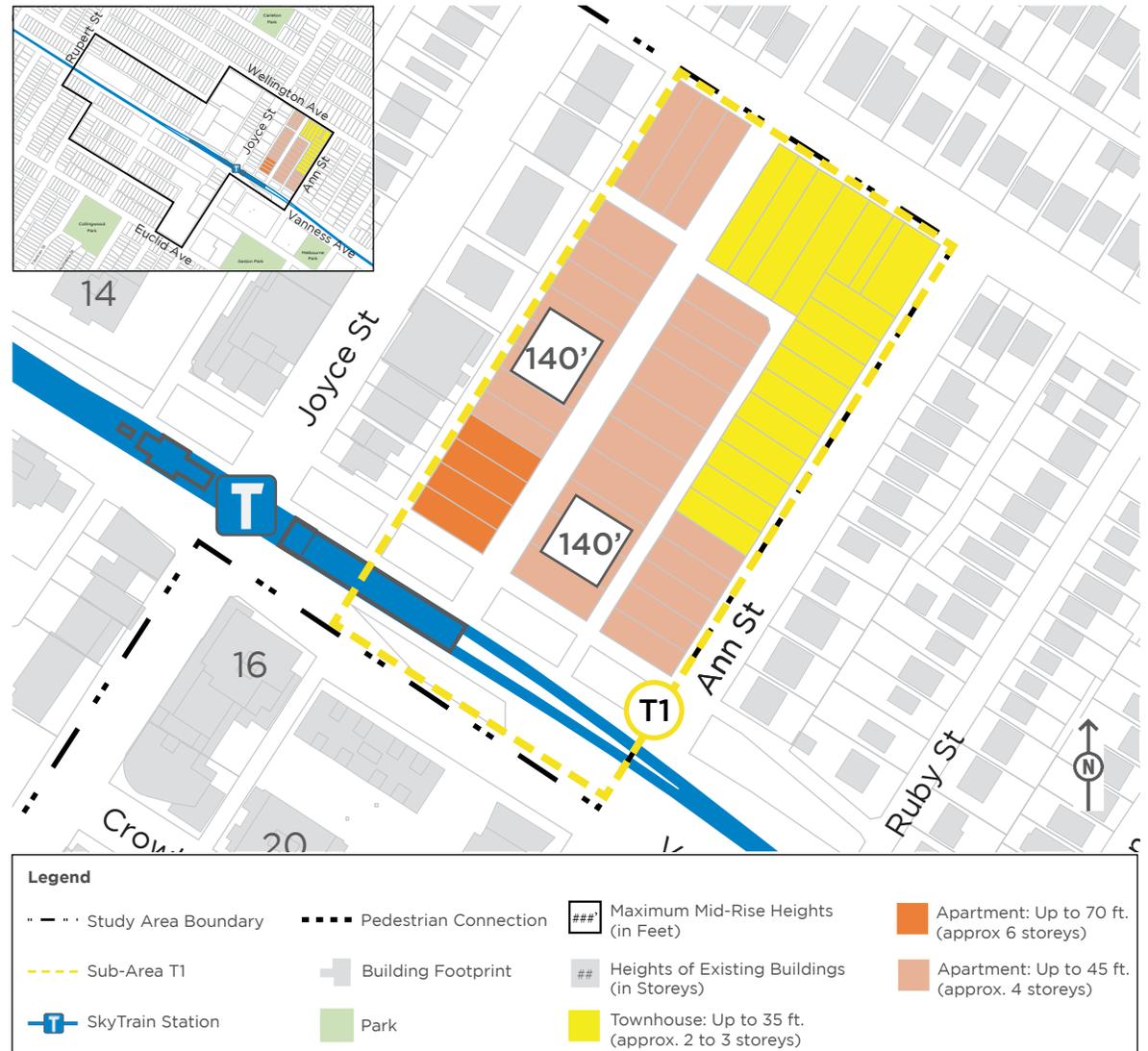


## 5.5 Sub-Area T1: Payne and Ann Streets

- 5.5.1 Allow a mix of building types transitioning down from mid-rise buildings near the SkyTrain station to four- to six-storey apartments and townhouses (suggested locations and height limits indicated in figure 5.6).
- 5.5.2 Mid-rise buildings are allowed on limited larger sites with a minimum lot frontage of at least 140 ft.
- 5.5.3 Minimum lot frontage for site assembly for six-storey buildings is 132 ft.
- 5.5.4 Residential mid-rise buildings will be considered up to maximum net density of 4.5 FSR. Residential buildings up to six storeys will be considered up to a maximum net density of 2.5 FSR.\*
- 5.5.5 Lots or consolidations of lesser frontage remaining adjacent to multiple dwelling developments may be considered for lesser heights and commensurate densities compatible with adjacent multiple dwelling zoning.
- 5.5.6 Floors above the fourth floor in mid-rise buildings greater than six storeys in height should not exceed a dimension of 80 ft. in length or width (excluding open balconies) to minimize scale impacts.
- 5.5.7 Require land dedication or right-of-way, as appropriate, from lots fronting Payne Street to provide sidewalks and street trees.
- 5.5.8 Require acoustic mitigation from environmental noise (including road and SkyTrain noise) to ensure livability.

\*Note: Some site assemblies may not be able to achieve the maximum FSR. Anticipated exclusion from gross floor area will be those typical of most multi-family zones in Vancouver, except as otherwise noted in this Plan.

Figure 5.6: Sub-Area T1 - Payne and Ann Streets



## 5.6 Sub-Areas T2 & T3: Clive and Queens Avenues

- 5.6.1 Allow a range of low-rise ground-oriented residential building types including townhouses.
- 5.6.2 Allow four-storey apartments on blocks adjacent to taller buildings closer to the SkyTrain station (permitted townhouse and four-storey apartments are identified on figure 5.7).
- 5.6.3 Require acoustic mitigation from environmental noise (including road and SkyTrain noise) to ensure livability.

Figure 5.7: Sub-Areas T2 & T3 - Clive and Queens Avenues



# 6 TRANSPORTATION AND MOVEMENT

Green transportation is central to the City of Vancouver's economic, environmental, and social goals, with priority given to people on foot, people on bikes and people using transit. The JC Precinct Plan builds on these priorities to improve safety and comfort for people of all ages and abilities while recognizing that the intersection at Joyce Street and Vanness Avenue is a major junction in the neighbourhood for all modes of transportation.

## 6.1 Context

Joyce-Collingwood has a complete transportation network, with facilities for walking, cycling, transit, motor vehicles and goods movement. The street grid in this area is at a 45-degree angle to the majority of the City's street grid. This creates desirable routes for people passing through the neighbourhood to other destinations. Two secondary arterials are located in the study area – Joyce Street and Rupert Street – both of which run northeast to southwest and both of which are truck routes. Joyce is the busier of the two streets and is characterized by high traffic volumes and congestion, especially during peak periods. The remaining streets in the neighbourhood are all considered local streets. Some local streets running northwest to southeast (Euclid Avenue, Wellington Avenue, Vanness Avenue) have relatively high traffic volumes. Vanness Avenue runs parallel to the SkyTrain guideway and is the busiest local street in the neighbourhood, carrying up to 3,500 vehicles per day east of Joyce Street.

The area is home to Joyce-Collingwood SkyTrain Station, served by Expo Line trains. The station is being upgraded in two phases to accommodate greater numbers of passengers and to expand bus service. The first phase of station upgrades is underway and is anticipated to be complete in fall 2017. Five bus routes serve the station, offering both local and express services.

The SkyTrain is elevated through the neighbourhood with limited opportunities to pass under the guideway. The BC Parkway is primarily an off-street shared pathway for people on foot and bikes that runs parallel to Vanness Avenue beside the SkyTrain guideway. Walking within the neighbourhood is a challenge due to traffic volumes, the SkyTrain guideway and missing or substandard sidewalks. Apart from the BC Parkway, there are no other bike routes in the neighbourhood.

According to the 2011 National Household Survey (Statistics Canada) 57 per cent of people in this area get to work by sustainable modes (55 per cent by transit, 2 per cent by walk, less than 1 per cent by bike), versus 47 per cent citywide (30 per cent by transit, 13 per cent by walk, 4 per cent by bike). The Joyce-Collingwood community is well served by transit and there are plans to provide even better service to the neighbourhood in the future.

## 6.2 Walking and Cycling

Walking, cycling and other non-motorized modes of travel provide healthy, affordable and fun options for getting around. Many local streets in Joyce-Collingwood have low traffic volumes but lack the amenities, such as sidewalks or street trees, that encourage walking (e.g. McHardy Street, Payne Street). This means people walk on the roads or in the lanes to access the SkyTrain and other destinations in the neighbourhood.

For people walking along Joyce Street, the area around the station can be challenging, with up to three street crossings required over a short distance (Vanness Avenue, bus loop, laneway). This is particularly challenging for people with visual impairments, many of whom access the CNIB facilities immediately to the north of the station.

The neighbourhood lacks an arterial street running from northwest to southeast, so several local streets (Euclid, Wellington, Vanness) experience high traffic volumes. Of these three, Vanness Avenue carries the heaviest traffic. With the SkyTrain guideway and substandard sidewalks on the south side of the street, Vanness Avenue is uncomfortable for walking and is perceived as a barrier dividing the north and south of the neighbourhood. Apart from Joyce Street and McGeer Street there are few opportunities for people on foot or on bikes to pass under the SkyTrain guideway. Stairs and swampy pathways limit the usefulness of the connections that exist, especially for people with mobility challenges.

The BC Parkway – a regional greenway running from John Hendry Park to central Surrey – is a predominantly off-street pathway for people on foot and on bikes that runs beside or under the SkyTrain guideway and is primarily managed by TransLink. In 2015, TransLink upgraded the portion of the Parkway between McGeer Street and Rupert Street, making the pathway fully accessible and improving safety through better lighting and visibility. However, the Parkway between McGeer Street and Gaston Street cannot be considered suitable for people of all ages and abilities since people on bikes must mix with heavy traffic, including buses, on Vanness Avenue through the station area.

Further east, a bridge over Boundary Road has been proposed for the BC Parkway as a partnership of the City of Vancouver, the City of Burnaby and TransLink. Discussions are ongoing between the three agencies to deliver this project. While the neighbourhood is well served in the northwest to southeast direction by the BC Parkway, there are no perpendicular bike routes running southwest to northeast through the neighbourhood.



BC Parkway along Vanness Avenue

## Policies

Make walking safe, comfortable, convenient and delightful, and ensure streets and sidewalks support a vibrant public life that encourages a walking culture, healthy lifestyles, and social connectedness. Make cycling safe, convenient, comfortable, and fun for people of all ages and abilities. Prioritize connections to important destinations such as schools, community centres, transit stations, and shopping areas.

- 6.2.1 Complete the sidewalk network, including curb ramps, to improve accessibility in priority areas, which includes areas close to schools, parks, childcare and seniors' facilities, major transit hubs and key community destinations. Prioritize improvements to key streets providing walking access to and from the station (i.e. McHardy Street, Payne Street).
- 6.2.2 Support public realm improvements including wider sidewalks and street trees on key walking streets, including Joyce Street and Vanness Avenue, as opportunities arise through new development and existing City programs.
- 6.2.3 Improve crossing opportunities across Joyce Street and Vanness Avenue.

- 6.2.4 Improve north-south connectivity of the neighbourhood under the SkyTrain guideway by improving the McHardy Street connection, creating an accessible Ann Street/Gaston Street connection and considering the closure of the lanes off Joyce Street north of the station to motor vehicles.
- 6.2.5 Work with TransLink to connect the BC Parkway across Joyce Street for people of all ages and abilities who are walking, cycling or using other forms of active transportation.
- 6.2.6 Consider options for a new northeast-southwest cycling route in the neighbourhood.
- 6.2.7 Support public bike share implementation and installation at strategic locations around the community, including as part of new development.
- 6.2.8 Work with the City of Burnaby and TransLink to deliver the BC Parkway overpass over Boundary Road.
- 6.1.9. Work with the Vancouver Park Board to provide improved access to existing parks including the addition of street trees on local streets.



Safe, convenient, and comfortable walking for all ages and abilities

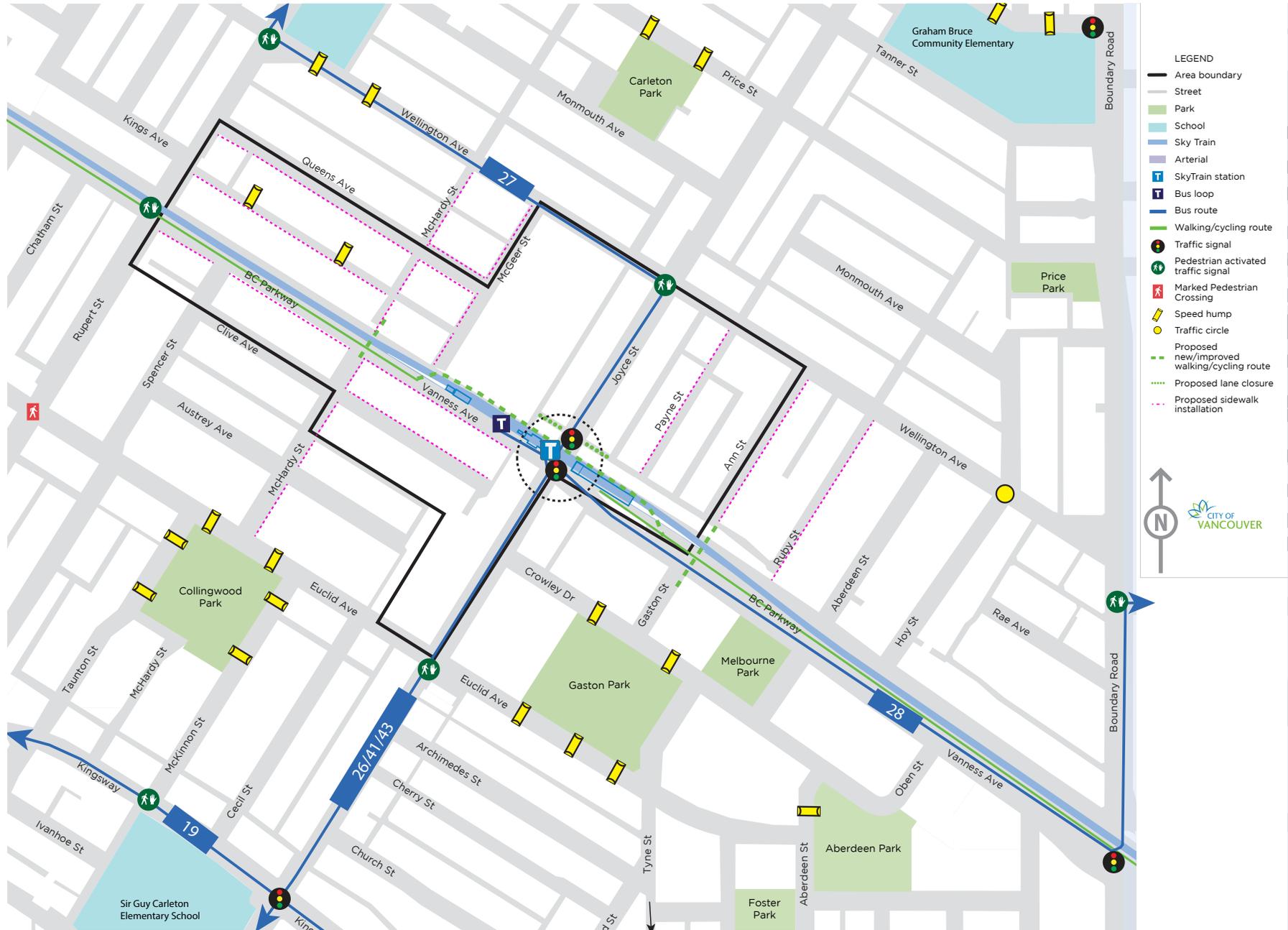


Missing sidewalks along McHardy Street



Vanness Avenue at McHardy Street

Figure 6.1: Existing Transportation Network and Proposed Walking and Cycling Routes



## 6.3 Transit

Joyce-Collingwood Station is located at the centre of the neighbourhood and is served by the Expo Line SkyTrain. It is the fourth busiest SkyTrain station outside the downtown, with roughly 30,000 SkyTrain passengers every day. With 55 per cent of residents living in the study area commuting to work on transit (2011 National Household Survey), this is a transit-oriented community.

The SkyTrain guideway is elevated through the neighbourhood with the station straddling Joyce Street. There are station entrances in both the west and east station houses. The west station house is surrounded by a bus loop that requires space on Vanness Avenue for bus circulation. Due to the narrow right-of-way on Vanness Avenue, many buses turning into the bus loop have to drive into the opposing lane of traffic to make the turn.

Joyce-Collingwood Station is a transfer point between the Expo Line and a number of bus routes. A total of 12,000 daily bus passengers are served by five bus routes:

- 41/43 – Joyce Station/UBC – Provides service along 41st Avenue to UBC including connections with Canada Line. Route 43 operates as a weekday peak hour express service with 41 offering all day local stop service
- 26 – Joyce Station/29th Avenue Station – Provides service south of the neighbourhood to Champlain Heights
- 27 – Kootenay Loop/Joyce Station – Provides service north of the neighbourhood along Rupert Street including connections with Millennium Line
- 28 – Joyce Station/Phibbs Exchange/Capilano University – Provides service north along Boundary Road to North Vancouver and Capilano University

Joyce-Collingwood Station is being upgraded in two phases to provide improved safety, convenience and capacity. The first phase of station upgrades began in January 2016 and includes a significant expansion of the east station house, incorporating an additional elevator and up/down escalators to handle the high number of transit passengers. It also includes significant improvements to the public realm around the station including upgraded pedestrian lighting.

The second phase of station upgrades will add a new bus loop around the east station house. This will provide additional space for buses, allowing for increased bus service from the station, including a new all day B-Line route from Joyce-Collingwood Station to UBC along 41st Avenue (replacing the 43). It will also connect the BC Parkway across Joyce Street (north of the bus loops), completing a safer, more comfortable walking and cycling pathway through this neighbourhood. To solve the safety issues with buses turning into the bus loop and to make room for the BC Parkway, operational and physical changes will be required for Vanness Avenue (see section 6.4).



Elevated guideway above a community garden



Ongoing station upgrades



Notice of east entrance closure

## Policies

Support transit improvements to increase capacity and ensure service that is fast, frequent, reliable, fully accessible and comfortable.

- 6.3.1 Work with TransLink and Coast Mountain Bus Company (CMBC) to improve transit services with better connections to and from Joyce-Collingwood Station. This includes the introduction of a new B-Line bus service running along 41st Avenue.
- 6.3.2 Work with TransLink and CMBC to improve the bus loops around the station to create a more user-friendly and vibrant area (e.g., improved sidewalks, benches, shelters, lighting, signage, wayfinding and landscaping).



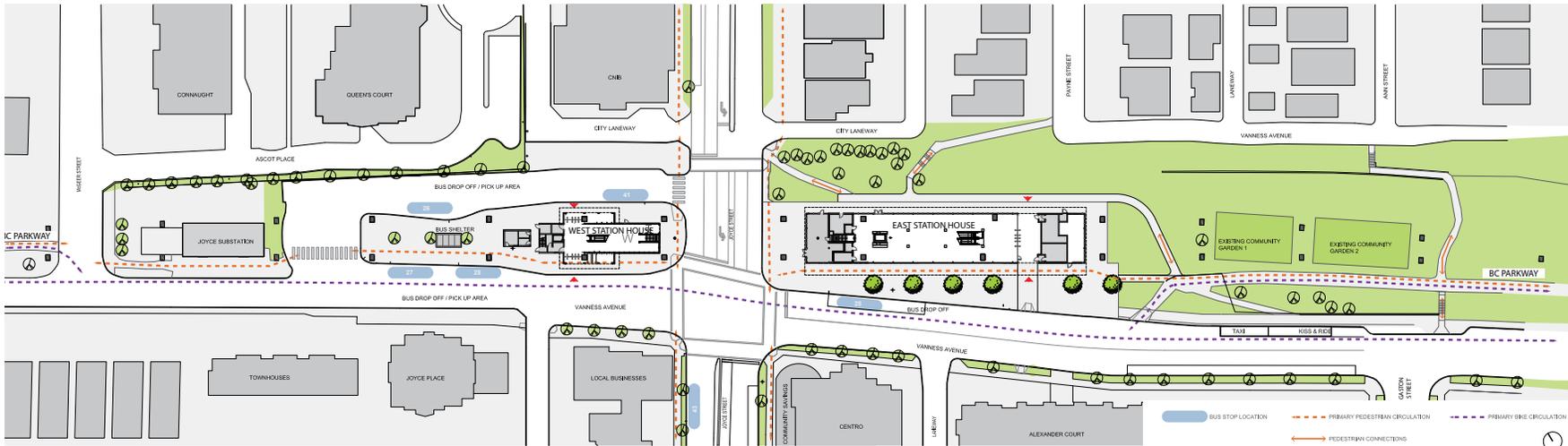
Joyce-Collingwood Station

Figure 6.2: Current Station Plan



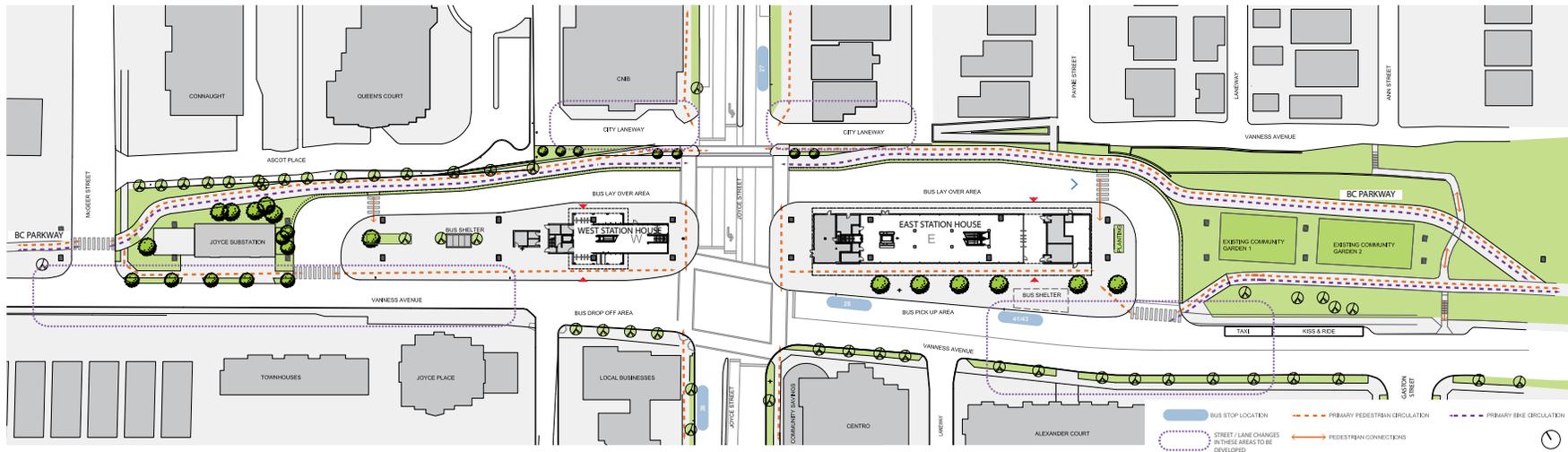
Credit: TransLink

Figure 6.3: Phase 1 Near-Term Station Upgrades



Credit: TransLink

Figure 6.4: Phase 2 Long-Term Station Upgrades



Credit: TransLink

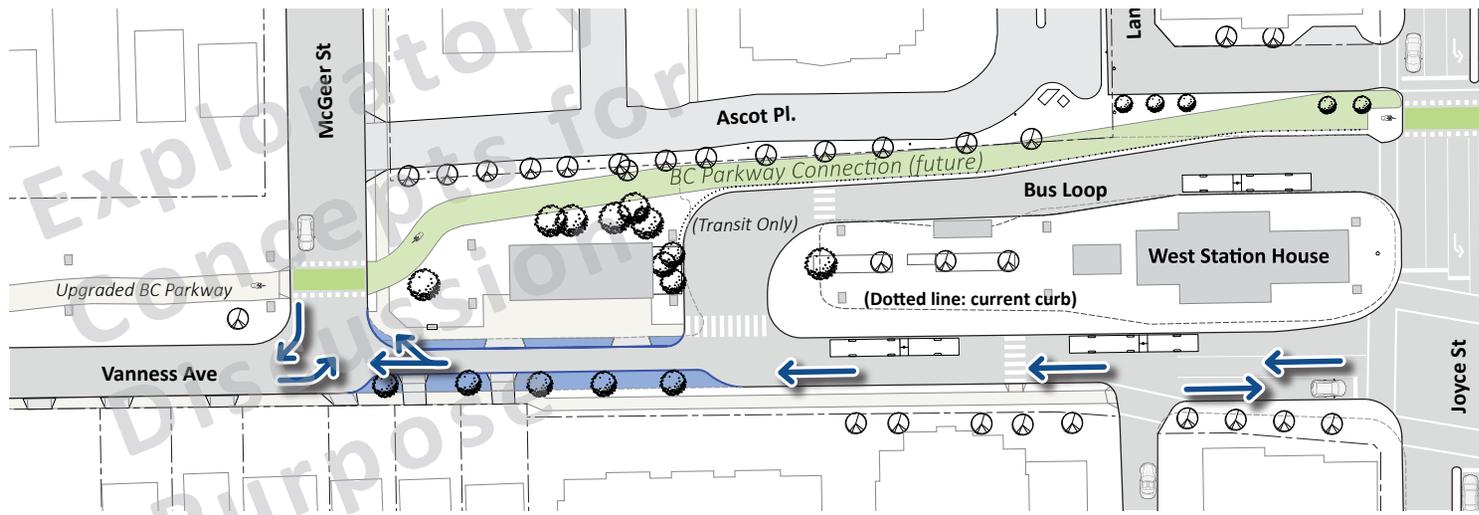
## 6.4 Motor Vehicles and Goods Movement

Joyce Street is a secondary arterial and truck route running northeast to southwest and connects Boundary Road with E 41st Avenue. Roughly 22,000 vehicles use Joyce Street every day. Vanness Avenue runs northwest to southeast parallel to the SkyTrain guideway and is classified as a local street. Despite being a local street, Vanness Avenue is used by approximately 3,500 vehicles per day between Joyce and Rupert Streets. This is more traffic than most local streets in Vancouver accommodate and is far more than is desirable for a designated bikeway to be comfortable for people of all ages and abilities.

The street grid in this neighbourhood is at a 45-degree angle to the rest of the City's street grid, which creates desirable routes for people passing through the neighbourhood. During the afternoon peak period, recent license plate surveys indicate that approximately 72 per cent of the traffic on Vanness Avenue comes from outside the neighbourhood. Throughout the consultation period, concerns were raised about transportation in the broader neighbourhood, including Joyce Street's inclusion in the truck network. The City has no intention of removing Joyce Street from the truck network but will continue to monitor truck and other vehicle volumes over the life of the Precinct Plan.

The second phase of the station upgrades involves shifting the bus loop around the west station house to the south. This shift and narrowing of Vanness Avenue would exacerbate the problem of buses having to turn into eastbound traffic to enter the bus loop. Changes to Vanness Avenue between McGeer Street and the lane west of Joyce Street are needed to improve the safety and flow of transit vehicles, and to provide a safer, more comfortable BC Parkway through the station area. A one-way westbound option is preferred over a full closure and provides greater flexibility for emergency access. The City is proceeding with design of a one-way westbound option for a portion of Vanness Avenue. Public engagement on the final one-way design for Vanness Avenue will be held in fall 2016. Changes to Vanness Avenue will be coordinated with the second phase of station upgrades.

Figure 6.5: One-Way Westbound Option



Credit: TransLink

## Policies

Manage the road network efficiently to improve safety, minimize congestion and support a gradual reduction in car dependence. Make it easier to drive less. Accelerate the shift to low carbon vehicles and car-share alternatives.

- 6.3.1 Monitor traffic and truck volumes in the neighbourhood as development progresses within the precinct.
- 6.3.2 Develop a one-way westbound design for Vanness Avenue between McGeer Street and the lane west of Joyce Street. Coordinate changes on Vanness Avenue in this area with the second phase of station upgrades.
- 6.3.3 Explore the closure of the lanes off Joyce Street north of the SkyTrain station to improve walking conditions along Joyce Street and to/from the station. This would include opening a lane east to Payne Street.
- 6.3.4 Conduct a multi-modal transportation study of the broader neighbourhood (bounded by Kingsway, E 29th Avenue, Boundary Road, Rupert Street) based on a principle of encouraging through traffic to use arterial streets. This study will occur upon commencement of the second phase of station upgrades, along with changes to Vanness Avenue.
- 6.3.5 Where appropriate, reduce parking requirements for new developments that are located near transit hubs or corridors, while ensuring that such reductions or changes do not unduly impact the surrounding supply of on-street parking.

- 6.3.6 Support the growth of car-share services in the neighbourhood by (for example) increasing the number of dedicated car-share parking spaces on streets and requiring car-share services as part of new developments.
- 6.3.7 Consider emerging trends such as increased electrification, increased automation, connected vehicles, and reduced private car ownership when designing parking and other street infrastructure. Measures include (but are not limited to) providing additional charging stations, both on-street and in new developments and designing new parking spaces to be sharable and adaptable to other uses.



Car share and electric vehicle

# 7 PUBLIC BENEFITS STRATEGY

## 7.1 Introduction and Background

A Public Benefits Strategy (PBS) provides strategic direction for future capital investments in a community over the long-term. It covers key areas that support livable, healthy and sustainable communities: community facilities, parks and open spaces, affordable housing, heritage, public safety, transportation, and utilities and public works. A PBS takes into account the existing network of amenities and infrastructure within the local community, the larger neighbourhood and the amenities located beyond the community's boundary that serve the district and city overall.

There are four key steps in preparing a PBS:

1. Assessing local needs within a citywide context.
2. Developing a strategy (including outcomes and/or targets) for addressing the identified needs.
3. Providing a rough order-of-magnitude cost to fulfill the strategy.
4. Outlining a financial strategy to support the outcome-based strategy. The needs assessment considers the following:
  - An optimal network of amenities and infrastructure that supports service and program delivery at citywide, district and local levels.
  - Existing amenities and infrastructure to be renewed over the next 25 years.
  - Current gaps, deficiencies or shortfalls in service and program delivery, if any.
  - New demands anticipated from population and job growth over the next 30 years.

The strategy for the local community is developed within an overall citywide framework that includes the following guiding principles:

- Provide core services across communities; determine best model for delivering each service.
- Partner strategically across all sectors (government, non-profit and private).
- Adapt to demographic changes; build flexible, adaptable and scale-able amenities.
- Prioritize renewal of existing amenities and infrastructure.
- Prioritize multi-use facilities.
- Phase large-scale projects; enhance cross-project coordination to optimize efficiency.
- Ensure long-term operational/financial sustainability.

The PBS for the JC Precinct is an aspirational plan that reflects the needs and desires of the community, and is intended to provide strategic direction to guide the City (including City Council, Park Board and Library Board) in making investment decisions on public amenities and infrastructure. The City's fiscal capacity, emerging opportunities and evolving needs in this community and across the city will determine the actual amenity package that will be delivered incrementally over the long-term horizon. The PBS will be reviewed periodically and integrated into the City's 10-year Capital Strategic Outlook, three-year Capital Plan and annual Capital Budget for prioritization and funding consideration on a citywide level.

### Public Benefits in Joyce-Collingwood

The neighbourhood is relatively well-served by community amenities. Joyce-Collingwood has a number of City-owned facilities that provide space for non-profit and community organizations, allowing them space to offer free and/or low-cost programs and services. While residents have access to a range of facilities, some facilities will require renewal during the life span of the Plan.

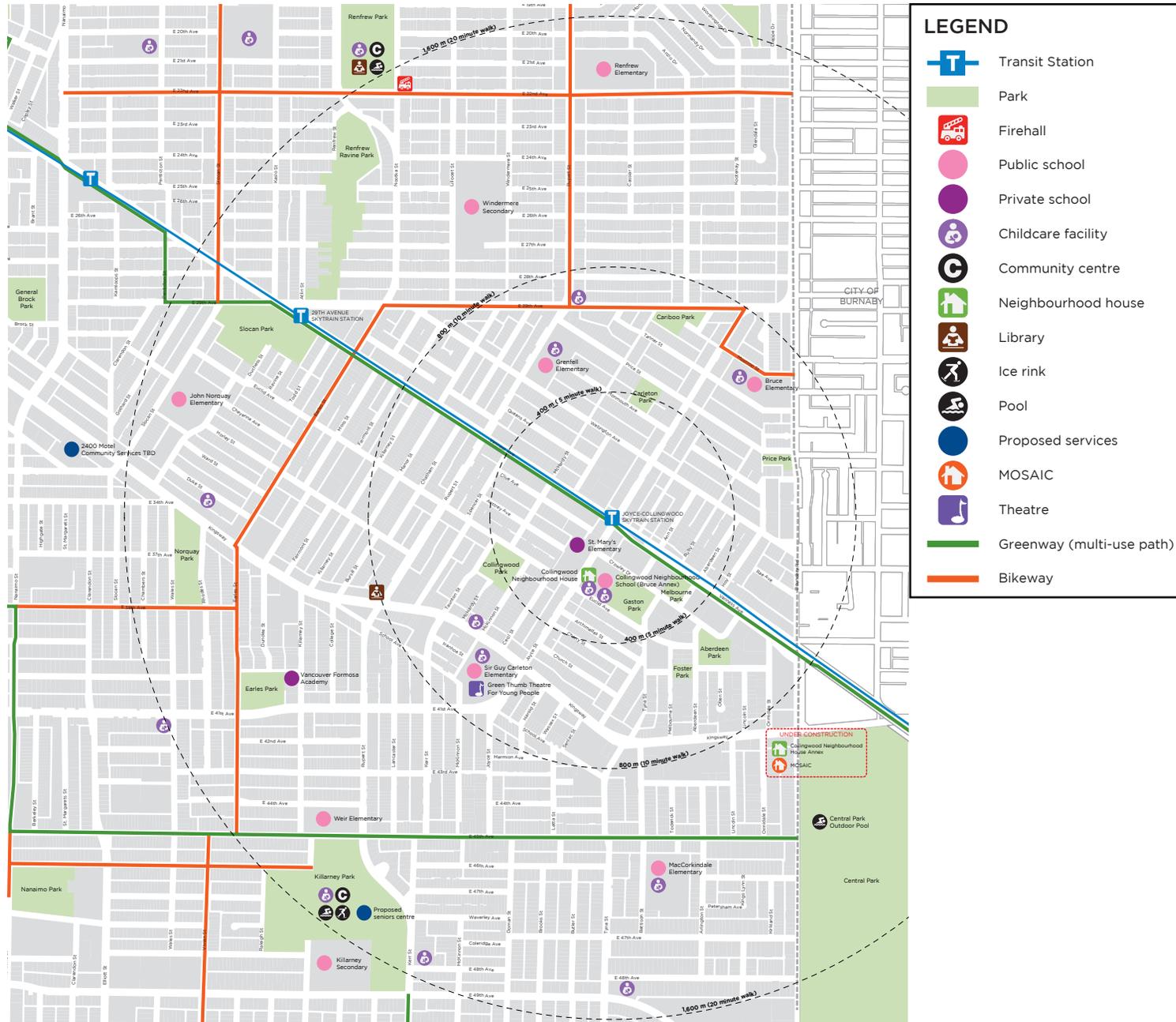
### Growth Estimates

The population within the Joyce Station Area Plan Boundary is anticipated to grow by 4,900 people to 20,700 over the next 25 years. About 2,800 people will be added to the focused JC Precinct Plan area. The balance of the growth will result from the occupancy of the Wall Centre Central Park development and other changes outside of the precinct boundary.



Childcare

Figure 7.1: Existing Amenities



## 7.2 Recreation Facilities

### Citywide

Vancouver's original network of recreational community centres was built between 1940 and 1979. The process to renew community centres started in the late 1990s. To date, four community centres (Killarney, Mount Pleasant, Sunset and Trout Lake), two pools (Killarney and Renfrew) and two ice rinks (Killarney and Trout Lake) have been renewed. During this time, Riley Park Community Centre was decommissioned and Hillcrest Community Centre was developed to serve as a citywide facility with fitness facility, indoor and outdoor pools, ice rink and multi-purpose rooms. As well, Creekside Community Centre was built in the Olympic Village during the renewal phase.

The location and size of recreation facilities are reviewed as part of the Park Board's renewal process. Existing facilities can also be expanded to address needs generated by population growth. A citywide 10-year *Aquatics Strategy* is about to get underway and a *Parks and Recreation Services Master Plan* process is expected to begin in the fall 2016. The outcomes of these two plans will guide future investments in recreation facilities. Both projects will review existing service levels, current and projected demographic data, and identify current and projected gaps in the delivery of services across the city, with each plan providing recommendations to achieve citywide equity in service levels.

### Joyce-Collingwood Station Precinct

Collingwood Village and the broader Renfrew-Collingwood area are served by the Renfrew and Killarney community centres, both located within a 20–30 minute walk from the SkyTrain station. Both facilities have been renovated and expanded within the past 15 years and both have associated indoor pools and fitness centres. Killarney also has an ice rink. Together these two facilities serve about 80,000 residents (Renfrew-Collingwood and Killarney neighbourhoods). These two facilities are projected to be able to accommodate the recreational needs of the future population in Joyce-Collingwood, Norquay and the broader Renfrew-Collingwood neighbourhood for the foreseeable future. However, the *Parks and Recreation Services Master Plan* will confirm the optimum service levels for this community.

#### Strategies:

- Plan for population growth via long-term, citywide *Parks and Recreation Services Master Plan*.



Collingwood Neighbourhood House



Renfrew Community Centre

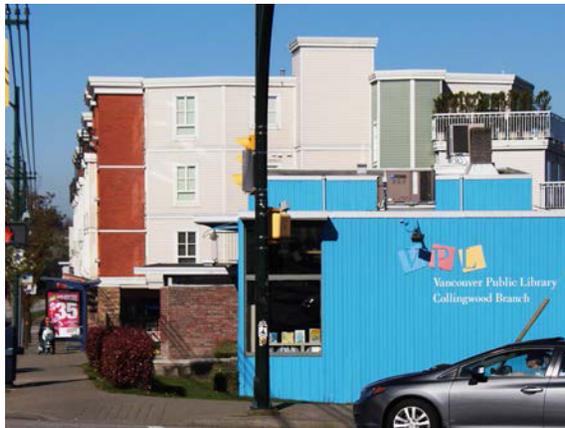


Killarney Community Centre

## 7.3 Libraries

### Citywide

Vancouver's network of libraries includes a Central Library and 20 branch libraries. A network of branch libraries to serve more neighbourhoods was created in 1927 and grew modestly until 1945. From 1945 to 1980, a rapid expansion of the network established 16 branch libraries. Since 1980, two libraries have been added to the system and 10 existing libraries have been renewed. The location, size and service area of libraries are reviewed by the Library Board and the City as part of the renewal process. On occasion, the Library Board will recommend adding or relocating library services where there will be sufficient concentrated population growth that is not well served by existing facilities. As well, the service delivery model will continue to be modernized and streamlined, and opportunities for functional integration across various community services and programs will be explored to enhance customer service and operational efficiencies.



Collingwood Library

### Joyce-Collingwood Station Precinct

The broader Renfrew-Collingwood neighbourhood is served by two libraries: Renfrew Branch, located in Renfrew Park and the smaller Collingwood Branch (built in 1951) located at the corner of Kingsway and Rupert Street. The Collingwood Library is one of the smallest in the system and is currently undersized. Library service to this neighbourhood and Norquay to the west was reviewed as part of the Norquay Neighbourhood Centres Plan. Renewing and co-locating the Collingwood Library with other public facilities to a future redevelopment on the 2400 Motel site was considered; however, the density and neighbourhood service hub that characterizes the Joyce-Collingwood SkyTrain Station area has been identified as the preferred location for a potential branch relocation.

The renewal of Collingwood Library will be evaluated in the context of future population growth, a Citywide strategy for the provision of library services, and future site opportunities.

### Strategies:

- Renew the Collingwood Library, either co-located with other community facilities in the broader Renfrew-Collingwood neighbourhood or continuing as a stand-alone facility, and design it to meet anticipated population growth (approximately 10,000 sq. ft). The estimated cost is \$10 million.

## 7.4 Social Facilities

### Citywide

Social facilities house non-profit organizations, which require appropriate space to provide free and/or low-cost programs and services to increase opportunities for community participation. In partnership with other levels of government and key partners, the City of Vancouver supports social facilities in the form of capital investment for buildings as well as funding for programs.

Vancouver's social facilities can be grouped into three broad categories:

1. Broad-based social facilities that welcome people of all ages and abilities. These are known as neighbourhood houses, ten of which have emerged since the 1940s, offering accessible programs and services for a range of community members to foster social inclusion and capacity-building.
2. Social facilities for a specific age group, such as seniors centres and family centres, to ensure that more vulnerable age groups have spaces and resources designed for their needs.
3. Facilities for groups who experience marginalization based on culture, ethnicity, or identity, and require targeted services to meet their needs. For instance, customized spaces for immigrant service providers to better support newcomers in the community.

The process of renewing, expanding, co-locating, or creating new social facilities will continue, ensuring that spaces evolve and adapt to meet the needs of the community.

### Joyce-Collingwood Station Precinct

The diversity of residents in the Joyce-Collingwood neighbourhood is celebrated as an important part of the neighbourhood's social fabric. Still, the community faces a number of vulnerabilities which pose a challenge for social integration. For instance, compared to citywide, this neighbourhood has a greater percentage of residents who are considered low income, identify as immigrants, and rent rather than own. These are significant challenges. Social programs and services are crucial to fostering integration, empowerment, and community connectedness.

### Collingwood Neighbourhood House and Annex

The area is well-served by Collingwood Neighbourhood House (CNH), Vancouver's largest neighbourhood house that provides social, cultural and recreational programs for the community. In addition to its existing 28,000 sq. ft. facility which was built in 1994, CNH will also add a new 10,000 sq.ft. City-owned annex facility in 2018, built specifically for the needs of the organization. This new annex will increase the organization's total space to 38,000 sq.ft. — more than triple the size of the average neighbourhood house in Vancouver and provide additional resources for a growing community. CNH is the only neighbourhood house that has a full-sized gym which it shares with Bruce Elementary Annex (and receives funding from Vancouver Park Board to operate). This allows CNH to provide a wide variety of social, cultural and recreational neighbourhood-specific programming for people with a range of ages and abilities.

### MOSAIC

Given the high newcomer and immigrant population in the area, there is a need for space dedicated to supporting these groups. The City of Vancouver will provide MOSAIC with a new 22,000 sq.ft. space (as part of Wall Centre Central Park) to enhance their settlement programs. MOSAIC is a multilingual non-profit organization dedicated to addressing issues that affect immigrants and refugees to better support their settlement and integration into Canadian society. This much needed space is especially important in a culturally diverse neighbourhood.

### Killarney Seniors' Centre

Dedicated seniors' spaces are also vital to the area, especially for seniors living alone and immigrant seniors who often face challenges of isolation, language barriers and mobility limitations. The Killarney Community Centre, a 30-minute walk away (and also accessible by transit), will allow seniors in the Joyce-Collingwood neighbourhood to access a new 10,000 sq.ft. Killarney Seniors' Centre. This will provide age-specific recreation and social programs for seniors in one facility.

### Strategies:

- Open and operate new facilities under construction in the neighbourhood: MOSAIC, CNH Annex and Killarney Seniors Centre.
- Explore opportunities to provide additional operating support to the CNH.



Collingwood Neighbourhood House Annex and MOSAIC at the Wall Centre Central Park



Proposed seniors' addition to the Killarney Community Centre

## 7.5 Childcare and Early Childhood Development

The JC Precinct is located within the Renfrew-Collingwood Neighbourhood. Within this broader neighbourhood, 42 per cent of children are not developmentally ready for school when they enter kindergarten. In the Killarney neighbourhood to the south, 43 per cent are not ready, compared to 35 per cent citywide. According to this measure, this neighbourhood has one of the higher rates of child vulnerability among Vancouver neighbourhoods. High quality early childhood education has demonstrated long-lasting positive effects on child development, including a reduction in vulnerability, and an increase in school readiness, educational attainment and healthy lifestyles. In turn, these benefits support a strong economy and a healthier city for all.

Services for children under five years old include all-day childcare to support working parents (five days a week or part-time, operating year-round) and preschool programs (typically half-day sessions one or more days a week, operating September to June). While preschool programs are well supplied across the city, there is a clear shortage of childcare spaces to support working parents, particularly for children under three years old. In addition to preschool and full-day care programs, family programs are also available through community groups such as neighbourhood houses and community centre associations, providing important early childhood development opportunities for children and families who are not part of the formal licensed childcare system.



Indoor childcare play area

Figure 7.2: Childcare Supply in the Joyce-Collingwood Area (March 2016)

Age	Childcare Spaces			
	Renfrew-Collingwood	Killarney	Joyce-Collingwood Precinct	Joyce-Collingwood as % of Renfrew-Collingwood
0-2	96	13	31	36.9%
3-4	242	119	32	19.2%
5-12	375	242	86	23.6%
Preschool	213	115	48	22.5%

Childcare spaces located within the JC Precinct serve children from both the Renfrew-Collingwood and Killarney neighbourhoods. Both of these neighbourhoods are underserved in comparison to the City overall: an estimated 20 per cent of current childcare need is met for children under five, compared to 31 per cent citywide. An estimated 26 per cent of school-age care need is met in Renfrew-Collingwood and 28 per cent in Killarney, compared to 33 per cent citywide. The current estimated shortfall in Renfrew-Collingwood is 1,928 spaces for all ages, primarily for infants and toddlers (ages 0 to two years) and school age children (ages five to 12 years). In Killarney, the estimated shortfall is 1,205 spaces (again, primarily for infants, toddlers and school age children).

Collingwood Neighbourhood House (CNH) provides a whole continuum of childcare services from their facility at 5288 Joyce Street, including full-day group care for infants, toddlers, and children aged three to five, and part-time preschool programs. All their programs are currently full, and their childcare programs have waitlists. The CNH provide a variety of additional programs and services for children and their families, including children’s art and recreational programming, a family place, and parent education and support. It offers out-of-school care for children up to the age of 12 at the Collingwood School Annex.

Out-of-school care is also provided at the other two schools within the Precinct: Graham Bruce and Sir Grenville Elementary Schools. There are three family-based childcare facilities serving children under five. In addition to the preschool at Collingwood Neighbourhood House, there is a privately run preschool within the Precinct. The overall condition of existing childcare facilities in the community is fair to good.

Figure 7.3: Childcare Needs in the Renfrew-Collingwood Neighbourhood (March 2016)

Age	Current Shortfall		Percent of Need Met		
	Renfrew-Collingwood	Killarney	Renfrew-Collingwood	Killarney	City of Vancouver
0-2	581	358	14%	4%	17%
3-4	328	221	42%	35%	51%
0-4	909	579	20%	20%	36%
5-12	1, 019	626	26%	28%	34%



Childcare at Collingwood Neighbourhood House  
Credit: Collingwood Neighbourhood House

Anticipated population and employment growth in the JC Precinct to 2041 is expected to generate an additional need for 46 to 69 childcare spaces.

Based on the evaluation of unmet childcare need in Joyce-Collingwood and the surrounding local areas, and anticipated growth within the JC Precinct, approximately 74 childcare spaces will be needed in Joyce-Collingwood for children under five. The targeted 74 spaces for the 0 to four age group can be provided in two centres of 37 children each or in one larger facility. One is anticipated to be located in the City of Vancouver housing development planned on Vanness Avenue. Cost-effective options will be pursued as much as possible, including co-locating childcare with other family services.

Opportunities will also be sought to provide an additional 30 spaces of out-of-school care at or near local elementary schools if supported by need. While all three public elementary schools within the JC Precinct currently have school-age childcare spaces co-located on-site, all three schools have experienced declining enrollments and are under-utilized. The proposed targets include new City-facilitated built and committed spaces in licensed group care, but not replacement spaces, family childcare spaces, unlicensed care, or preschool.

Figure 7.4: Projected Additional Childcare Space Needs

Age	Low Growth	Moderate Growth	Growth Target for Joyce-Collingwood Precinct	TOTAL Target for Joyce-Collingwood
Infant Spaces	3	4	4	8
Toddler Spaces	8	13	12	16
0-2 Spaces	11	17	16	24
3-4 Spaces	15	22	25	50
0-4 Spaces	26	39	41	74
School Age Spaces	20	30	30	30

**Strategies:**

- Upgrade existing childcare facilities and create additional childcare spaces in a cost effective manner.
- Develop a 37-space childcare centre for children under five as part of the housing development on the City-owned site at Vanness Avenue + McHardy Street or as part of new mixed-use development along Joyce Street. The estimated cost of the childcare is \$6 million. If the opportunity to build childcare into a larger site becomes available, explore a larger childcare facility.
- Explore opportunities to provide additional childcare for children aged 0 to four as population grows.
- Work with the Vancouver School Board and other partners to seek new opportunities to provide out-of-school care spaces on or near school grounds (target is 30 spaces).

## 7.6 Cultural Facilities

### Citywide

Arts and cultural spaces are vital to every community. They serve residents, attract tourists, enable business development and enhance the quality of life. Artists, cultural workers and creative commercial businesses contribute to our local economy. Spaces in which creative work is undertaken also enable connections and opportunities for people to learn, share and participate in their community and city.

Cultural spaces tend to be unique, singular spaces (no two are alike) that result from a synchronicity of opportunity — that of a clearly identified need, a development opportunity and an organization capable of addressing the need. City support for cultural facilities is delivered through provision of space, technical advice and regulatory assistance, and through the Capital Plan via the Cultural Infrastructure Grant Program, development-related investment and occasional land contributions.

Vancouver's 2008 *Culture Plan* and 2013 *Strategic Directions* aimed to enhance, promote and support the culture and creative diversity of the city to the benefit of its citizens, creative community and visitors. The 2008 *Cultural Facilities Priorities Plan* provided a detailed strategy specific to cultural spaces/facilities that focuses on the sustainable creation and operation of cultural spaces. An update on the *Cultural Facilities Plan* noting strategic directions for cultural space activities thru to 2018 was completed in 2014. This included, a stronger partnership model for advancing Vancouver's cultural facility ecology, empowering the private sector and arts and cultural community in the development and operation of cultural spaces; using City investment to leverage additional resources for the purpose of developing and operating cultural facilities; securing key cultural assets in the public domain through ownership by non-profits, foundations and other agencies; and optimizing and stabilizing existing civic assets for

operational and financial sustainability. In 2016, the City will update the *Key Gaps in Cultural Infrastructure* and *Criteria for Assessing Priorities* which will help guide future investment in cultural spaces.

There are approximately 400 cultural spaces across Vancouver, of which over 75 are City-owned or controlled. Renewal of key cultural spaces is an important priority in the implementation of all local area plans. There is an interest in the strategic co-location of cultural organizations where appropriate, and in maximizing the effectiveness of existing facilities through investment in the physical structure and in the security of the asset where it may be in a vulnerable ownership or lease situation. Growth in absolute numbers of cultural facilities is less important than strategic and effective investment in existing spaces that improves their long-term affordability, suitability and viability as cultural spaces.

### Joyce-Collingwood Station Precinct

While Joyce-Collingwood has a limited number of facilities available for arts and culture use, it is unique within the city in terms of the vitality of the cultural community, in particular the inter-cultural nature of the neighbourhood and its community engagement activities. An example of this engagement is the *Renfrew-Collingwood Arts and Culture Infrastructure Plan* that is currently in development under the auspices of the Collingwood Neighbourhood House (2016).

Although no cultural facilities are proposed for the Joyce-Collingwood Station Precinct at this time, future consideration for cultural infrastructure is anticipated. Specific projects will be guided by the City's 2016 Update to *Key Gaps in Cultural Infrastructure* and community input such as that encompassed in the *Renfrew-Collingwood Arts & Culture Infrastructure Plan*.

### Strategy for the next 25 years:

- As the community grows and changes, the City will consider and respond to new and evolving needs of the neighbourhood including the arts and cultural community. Inclusive of the 10-year targets below, neighbourhood consultation and research into demand, supply and gaps in cultural infrastructure will position the community to best respond to new opportunities. Priorities for new or re-investment must address need (through an understanding of demand, supply and gaps) and the ability to provide affordable, viable, suitable space that is secured for the long-term.
- Pending future development opportunities, allocate funds to address key gaps in arts and culture spaces.

### Ten-year policies:

Priorities for investment will be determined through consideration of the 2016 *Update to Key Gaps in Cultural Infrastructure* and neighbourhood input on need and demand. As with all local area plans, proposed cultural infrastructure will seek to address the need for, and ability to provide, affordable, viable, suitable space that is secured for the long-term and that best matches the opportunities as they present themselves. These include:

- Stabilize the physical asset of existing key cultural spaces (City-owned or non-City owned).
- Preserve and secure key existing cultural spaces through ownership in the public domain by non-profit organizations, foundations or other similar agencies.
- Retain or create flexible multi-use neighbourhood spaces such as studios, offices, rehearsal/production and indoor/outdoor event space.
- Pursue co-location opportunities for cultural space as appropriate.
- Include art in public places

## 7.7 Housing

### Citywide

Adopted in July 2011, the City's *Housing and Homelessness Strategy* lays out the City's overall direction for housing, including what we need, and how we will achieve it. The Strategy identifies the different kinds of housing necessary to meet the needs of both current and future residents. To meet the demand for affordable housing, the Strategy includes targets for all types of housing along the continuum.

The City achieves affordable housing through a range of tools, including partnerships to develop social housing on City-owned land, capital grants to support non-profit housing projects and inclusionary housing policies that require and incentivize the inclusion of affordable housing in private developments. The City has a number of funding sources for delivering affordable housing including Development Cost Levies (DCLs), Capital Plan resources and through new development (e.g. density bonusing, Community Amenity Contributions (CACs) and inclusionary policies). The City uses these funding sources to leverage significant contributions from partners. The tools applied in each neighbourhood will reflect the opportunities and unique characteristics of each area. Ultimately, the amount and type of housing that is delivered in each community will reflect both citywide goals and the unique needs and opportunities within each community.

### Joyce-Collingwood Station Precinct

There are about 1,100 housing units in the precinct today. About 600 of these units are in strata buildings and 300 are in single-family houses and duplexes. About 150 units of non-market (social) housing exist on three sites in the area, 30 units of purpose-built market rental housing and 20 units of stratified market rental housing.

The JC Precinct Plan allows for an increase in the number of both ownership and rental housing units. Joyce-Collingwood is anticipated to grow by approximately 2,300 households over the next 25 years. It is expected that about 30 per cent of this growth will be achieved on three sites where the Plan prioritizes the delivery of additional mixed-income non-market rental housing over the long term.



Residences along Payne Street looking southwest

### Delivery of Mixed-Income Affordable Rental Housing

It is anticipated that affordable housing in the JC Precinct Plan area will be achieved in the following ways:

- This Plan enables the redevelopment of existing social housing, as well as non-profit and government-owned lands over the long term (Figure 7.5). The objective for the redevelopment of these sites is to increase the number of social housing units in the area and to maintain or improve the level of affordability being provided. This Plan requires that developments for mixed-income non-market housing meet the City's definition of social housing as defined in the Zoning and Development By-law.
- This Plan allows for developer-initiated rezonings for increased density to facilitate new apartment and mixed-use buildings in identified areas. These rezonings are anticipated to generate CACs and DCLs. This PBS recommends that 30 per cent of the CACs/DCLs from new development be allocated to affordable housing. These funds will be used to ensure financial viability and deepen the level of affordability being provided on the identified opportunity sites (Figure 7.5).
- This Plan provides developers with the option to build new secured market rental housing in areas identified for new building forms. Incentives would be the same as those contained in the City's Rental 100 program (e.g. DCL waiver, parking relaxations) so long as buildings are in keeping with the building type and height policies outlined in the Precinct Plan

**Strategies:**

- Direct 30 per cent of Joyce-Collingwood Station Precinct Plan CACs and DCLs towards affordable housing.
- Continue to work with BC Housing, St. Mary's Parish and others to renew and increase affordable housing. The total estimated cost for affordable housing (including market rental) in Joyce-Collingwood for the next 25 years is \$212 million.
- Provide incentives such DCL waivers and parking relaxations to encourage the development of secured market rental in apartment and townhouse areas.

Figure 7.5: Identified Opportunities for Additional Affordable Housing

Opportunities	Additional Units of Mixed-Income Affordable Housing
St. Mary's Church/ Columbus Towers Redevelopment	400 Units
City of Vancouver-Owned Site on Vanness Avenue	80 Units
BC Housing Site at 4830 Rupert Street	240 Units
Total	720 Units



St. Mary's Church/Columbus Towers



City of Vancouver-owned site



BC Housing site

## 7.8 Parks, Open Space and Greening

### Parks

#### Citywide

Vancouver has 228 parks. While parks are relatively well distributed across the city, the ratio of neighbourhood parks to residents is much higher in some areas of the city than in others. Within the *Greenest City 2020 Action Plan* there is a target for all Vancouver residents to live within a five-minute walk of a park, greenway or other green space. Communities that have a lower park ratio and gaps in access to green space will be given priority for planning to increase access to green space.

Many of Vancouver's 228 parks have been renewed over the past 20 years, while many others have not been updated and are not as useable as they could be. Given the high cost of acquiring new parkland, a major objective to address the growing need for useable green spaces is to optimize the use of existing parks. The Vancouver Park Board has an ongoing program of park renewal to upgrade and improve the variety of facilities in existing parks to make them more attractive and functional for a wider range of the population. This program generally targets upgrading one or two major parks in the city annually. All parks across the city in need of upgrading are ranked based on overall condition, current need, recent and projected area population growth and costs to upgrade. Estimated costs for upgrades for the top ranked parks are then included in the City's Capital Plan and are reviewed as part of the annual Capital Budget. The objective is to allocate limited resources equitably and to address areas with the greatest needs first.

#### Joyce-Collingwood Precinct

The Renfrew-Collingwood neighbourhood has less park space than most other areas of the city but includes some of the newest parks (three hectares) delivered as part of the development of Collingwood Village. Many of the parks in Renfrew-Collingwood are clustered at the south edge of the neighbourhood around the Joyce-Collingwood Station. In addition, Joyce-Collingwood is very near to the Killarney neighbourhood which has more park space than most other neighbourhoods. The station is also very close to Central Park in Burnaby (89-hectare urban park). Limited public use of the space below the SkyTrain guideway has been provided by TransLink including a community garden and the BC Parkway.

While access to park space is not currently a high-priority concern for Joyce-Collingwood, new population will increase demands for green space and recreational opportunities. These demands can be addressed through continued park renewal to make current spaces more useable, with additions to existing park space over time to increase programming opportunities, and the addition and renewal of plaza spaces. In addition, staff will explore opportunities for further public use and activation of the open space below the SkyTrain guideway.

The renewal and expansion of Collingwood Park playground combined with pathways and seating to create a social hub is planned for the short term. Other short-term local park improvements include replacing the wading pool at Collingwood Park with a spray pad and identifying a location to provide an off-leash dog park. Longer-term park improvements will be guided by the *Parks and Recreation Services Master Plan*, the citywide park renewal program, and through future engagement with the neighbourhood.

### Open Space

At this time there is a very limited amount of good quality public realm on Joyce Street around the SkyTrain station. In order to prioritize pedestrian movement on Joyce Street and improve pedestrian safety near the station, vehicle access on the lanes north of the station will be removed or limited and converted to small plaza spaces/walkways. These public spaces will provide improved pedestrian access to Joyce Street and the SkyTrain station. Another opportunity for improved public space is to renew the plaza space in front of the Collingwood Neighbourhood House to expand programming and activate Joyce Street.



Collingwood Park



Collingwood Neighbourhood House Plaza

### Urban Forest

Vancouver's urban forest provides important ecosystem services such as cleaner air and water, habitat for wildlife and improved rainwater absorption. An *Urban Forest Strategy* has been developed to guide the management of trees on public and private lands. The Strategy describes methods for reaching the city's goal of planting 150,000 new trees by 2020. Joyce-Collingwood is one of the most tree canopy deficient areas in the city.

### Street Tree Inventory

The *Urban Forestry Strategy* will be used to inform future street tree planting initiatives throughout the city. Many streets in JC Precinct area lack street trees. In addition to private developments, the City will be providing sidewalks in key areas and providing street trees, significantly increasing the street tree inventory in the area. One of the quick start projects in the JC Precinct will be the addition of a sidewalk and street trees on McHardy Street south of Vanness Avenue.

### Strategies:

- Undertake the following short term park improvements: improvements to Collingwood Park playground; replace the wading pool at Collingwood Park with a new spay pad; and provide a dog park in a local park following the *Dogs in Parks Strategy* (total estimated cost is \$1M)
- Provide improved pedestrian access to parks and other open spaces.
- Create plazas on lanes north of the SkyTrain station (estimated cost is \$400,000)
- Renew the Collingwood Neighbourhood House Plaza, in partnership with non-profits and other funders (scope and cost TBD)
- Identify other park improvements and expansions following the *Parks and Recreation Master Plan* (TBD)
- Explore opportunities with Translink to expand public use and activation of the open space below the SkyTrain guideway.
- Support the City's *Urban Forestry Management Plan* by planting trees in parks, open spaces, on public and private property.
- Continue to plant additional street trees prioritizing streets with few or no existing trees.

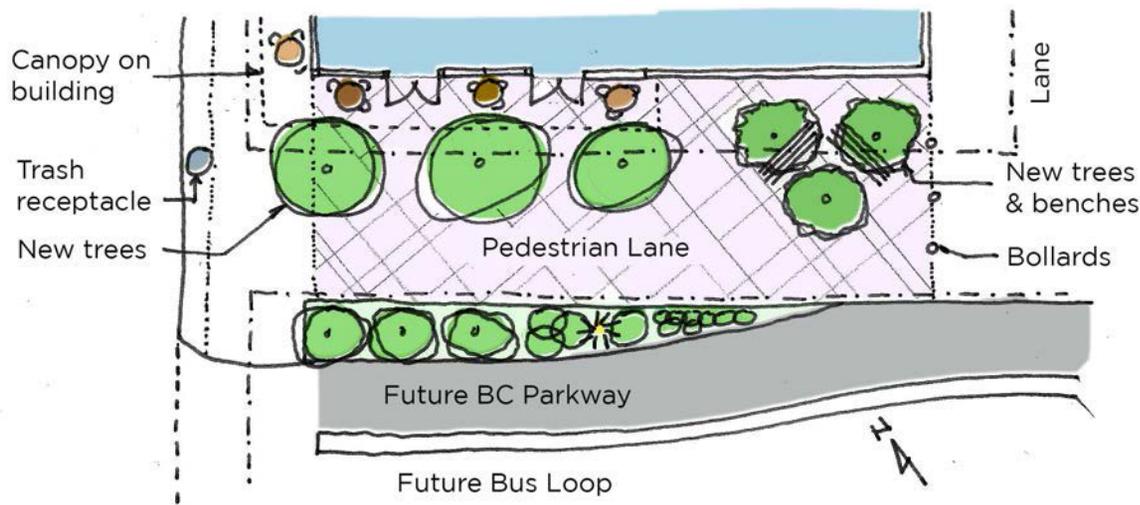


Illustration of a new walkway/plaza north of Joyce-Collingwood Station

## 7.9 Transportation

### Citywide

*Transportation 2040*, the City's long-term multi-modal transportation plan, sets a target that two-thirds of all trips in Vancouver will be by sustainable modes (walking, cycling or transit) by 2040. Walking is the City's top transportation priority. *Transportation 2040* includes policies and actions that aim to make streets safer and more convenient for walking and to close gaps in the walking network. Key initiatives to implement these policies include widening sidewalks in commercial areas and near transit.

With over 275 km of bikeways, the cycling network has become an integral part of the city's transportation system. Policies in *Transportation 2040* include building cycling routes that feel safe, comfortable and convenient for users of all ages and abilities (AAA routes), and improving and expanding the cycling network to connect to key destinations across the city.

Transit services in Vancouver are provided by TransLink and include 24.5 km of rapid transit (Expo, Millennium and Canada Lines) and numerous, frequent bus services across the city. For its part, the City ensures that people of all ages and abilities can access transit services and that transit services run smoothly and efficiently in the City's street network. The main policies in *Transportation 2040* related to transit are to advance new transit services, improve existing services and ensure easy, comfortable and accessible connections to and from transit for people on foot and on bikes.

The City's Asset Management Strategy provides direction for minimizing life-cycle costs while providing appropriate service levels by ensuring infrastructure is renewed on a regular basis. Given that only a small portion of rehabilitation candidates can be funded within current budget allocations, renewal is focused on the following key areas:

- Priority transportation routes where restoring the condition of the street pavement is critical for maintaining effective transit service, goods movement, and ensuring safe and comfortable transportation service for all road users.
- Local streets where rehabilitation is coordinated with other utility renewals or addresses priority routes such as local bikeways; and
- Sidewalks in areas with high walking volumes or where there is significant need to improve conditions to enhance walking safety.

### Joyce-Collingwood

With a busy SkyTrain station at the centre of the neighbourhood, the Joyce-Collingwood area has a significant number of people walking within the community. While some streets are well served by sidewalks and pedestrian connections, others are not. Sidewalks along Joyce Street could be wider and, in some cases, smoother, to better support transit and to improve the public realm and wheelchair accessibility. The sidewalk along Vanness Avenue is narrow, obstructed, and challenging to use – particularly for people with mobility challenges. Within two blocks of the SkyTrain station there are several streets without sidewalks as well as poor walking connections under the SkyTrain guideway, which make it difficult to connect the north and south parts of the neighbourhood.

TransLink recently upgraded the BC Parkway walking and cycling pathway along Vanness Avenue between McGeer Street and Rupert Street. Although this is a significant improvement, the City needs to continue to work with TransLink to upgrade the pathway west of Rupert Street, from McGeer Street east across Joyce Street, and eastward to Boundary Road and beyond (via the planned BC Parkway overpass). Once complete, the BC Parkway will provide an excellent pathway in a northwest to southeast direction through the neighbourhood. However, there is a lack of perpendicular cycling routes running southwest to northeast through the neighbourhood.



Joyce-Collingwood Station



Missing sidewalks along McHardy Street



BC Parkway

### Strategy for the next 25 years:

- Leverage redevelopment to provide new or upgraded existing sidewalks throughout the neighbourhood.
- Seek to achieve setbacks along Joyce Street to provide a wider sidewalk with opportunities for an active street front (e.g. sidewalk patios, retail displays, street furniture).
- Consider internal mid-block walkways through large redevelopment sites.
- Work with TransLink and Coast Mountain Bus Company to maintain and enhance the existing transit network in the neighbourhood.
- Simplify the intersection of Joyce Street and Vanness Avenue to reduce the number vehicle lanes having to be crossed by pedestrians. Contributing towards this strategy, explore the closure of the lanes crossing Joyce Street sidewalks north of the station as redevelopment of adjacent sites occurs.
- Work with TransLink and the City of Burnaby to deliver a Boundary Road overpass for the BC Parkway walking and cycling pathway.

### Ten-year policies:

- Prioritize construction of sidewalks (where missing) on streets closest to the station and where traffic volumes could increase due to redevelopment.
- Improve connectivity between the north and south of the neighbourhood by upgrading the active transportation connections under the SkyTrain at McHardy Street and Ann/Gaston Streets.
- Work with TransLink on the second phase of station upgrades including extending BC Parkway across Joyce Street and converting Vanness Avenue between McGeer Street and the lane west of Joyce Street to one-way westbound for motor vehicles.
- Conduct a multi-modal transportation study of the broader neighbourhood (bounded by Kingsway, E 29th Avenue, Boundary Road, Rupert Street) based on principles of encouraging traffic to use arterial streets and encouraging through traffic (including trucks) to find routes outside of the neighbourhood. This study will occur with the second phase of the station upgrades.

## 7.10 Fire Halls

### Citywide

Vancouver's network of fire halls was built up as the city increased in size and population between the 1880s and the mid-1970s, growing to 19 fire halls overall. Since then, the focus has been on renewing fire halls as they age. A citywide *Fire Hall and Fire Service Deployment Strategy* is nearing completion and will guide future investments in this area. As well, opportunities for co-location with other civic facilities will be explored to enhance operational efficiencies.

### Joyce-Collingwood

There are three fire halls which provide service to Joyce-Collingwood:

- Fire Hall #15 at 22nd and Nootka (1.5 km north of JC), which was renewed and expanded in 2012;
- Fire Hall #5 at 54th and Kerr (2.25 km south of JC), which is in the process of being renewed and expanded (project is anticipated to be completed in 2018); and
- Fire Hall #20 at 38th and Victoria (2.5 km west of JC), which was built in 1961 and will be renewed in the next 10-15 years (the size and location of the fire hall will be reviewed as part of the renewal process).



Firehall #15  
Credit: Google Maps

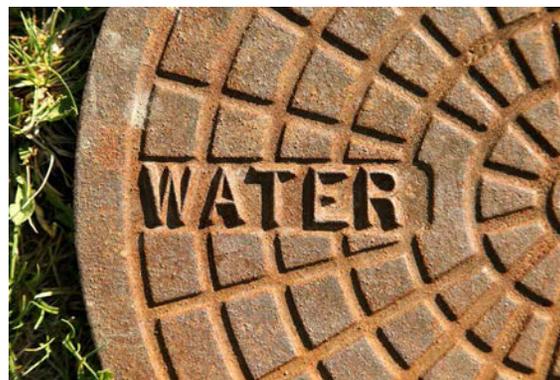
## 7.11 Utilities and Public Works

### Citywide

Citywide, the City has been separating its combined sewers into separate sanitary and storm sewers since the 1980s. Fortunately, the Joyce-Collingwood area was originally developed with separated sewers because it is in the Still Creek Watershed. The age of these separated sewers as of 2016 is approximately 60 years old. The City typically expects a 100-year life span for sewer assets. Therefore, the City would expect a further 40 years of life from the existing sewers. As the growth anticipated in the JC Precinct Plan will exceed the capacity of the existing system, it is expected that sewer upgrades will be required. The costs to plan, design and build these sewers are to be paid for by development.

### Strategies:

- Improve water system connectivity when required by development.
- Upgrade sanitary system capacity when required by development (approximately \$1.6M)



Utility access cover

## 7.12 Other Community Needs: Schools

The broader Joyce-Collingwood neighbourhood is served by four public elementary schools (Bruce Elementary and Bruce Annex, Sir Guy Carleton Elementary and Grenfell Elementary), one private elementary school (St. Mary's) and one public secondary school (Killarney Secondary). As of September 2015, all public schools had enrollment levels below capacity.

The Vancouver Board of Education adopted a *Long-Range Facilities Plan* on May 24, 2016. The plan focuses on delivering safe, seismically upgraded schools as quickly as possible, identifies *Seismic Mitigation Program* priorities and factors to be considered for school closures and temporary accommodation over the next 15 years.

The provision of public schools is a provincial responsibility and the timing of funding approval is therefore under the jurisdiction of the Ministry of Education.



Collingwood Neighbourhood School - Bruce Annex

### 7.13 Funding Strategy for Public Benefits

The PBS for the JC Precinct Plan includes projects that renew existing facilities and infrastructure as well as projects that address current gaps or demands anticipated from population and jobs growth. As currently developed, the value of the PBS is estimated at approximately \$241 million for the next 25 years, as noted in Figure 7.6. Renewal of existing facilities and infrastructure are typically funded from property taxes and utility fees (City contribution). Provision of new or upgraded facilities and infrastructure are typically funded from a combination of Community Amenity Contributions (CACs), Development Cost Levies (DCLs) and direct contributions from developers toward infrastructure upgrades (developer contribution), augmented by funding from other governments and non-profit agencies (partnership contributions).

The JC Precinct Plan PBS is an aspirational plan that reflects the needs and opportunities within the community, and is intended to provide strategic direction to guide the City (including City Council, Park Board and Library Board) in making investment decisions on public amenities and infrastructure in Joyce-Collingwood over the next 25 years. The City's fiscal capacity, emerging opportunities and evolving needs in this community and across the city will be determinates of the actual amenity package that will be delivered incrementally over the long-term horizon of the Plan. As such, the PBS will be reviewed and refined periodically and integrated into the City's 10-year Capital Strategic Outlook, three-year Capital Plan and annual Capital Budget for prioritization and funding consideration on a citywide level. Certain areas such as housing, childcare, social and recreational programs that build on innovative partnerships with senior levels of government, charities, and non-profit organizations will require strategic alignment and coordination with partners.

### 7.14 Implementation and Community Involvement

Implementation of this Precinct Plan and the PBS will include City-initiated rezonings and ongoing collaboration with community based groups including the Collingwood Neighbourhood House, Collingwood Business Improvement Association, Collingwood Community Policing Centre, St. Mary's Parish, residents, businesses and senior levels of government.

Site-by-site rezoning applications by private developers will be a key driver of Plan implementation. As outlined in the PBS, it is expected that CACs and DCLs will result from approved zoning changes, and those will be an important source of funding for public amenities for the Precinct Plan area. Over the years, as rezoning applications come forward for review by City staff and consideration by City Council, the City will liaise with the key community stakeholders who will be asked to provide advice on the consideration of community amenity contributions. Community advice on public benefits will be factored into the staff review and will be presented to Council for its consideration as part of the rezoning process. It is noted that the PBS provides general guidance but specific amenity proposals will need to be considered in light of city-wide policy, community need, financial viability and emerging opportunities.

Figure 7.6: Cost Estimates and Funding Strategies (All Figures in 2016 Dollars)

Category	Renewal of existing amenities and infrastructure	New or upgraded amenities and infrastructure	Total*	City contribution (property taxes and utility fees)	Developer contribution (CAC/DCL)	Partnership contribution (incl. other gov't and non-profits)
- Social & supportive housing	\$29M	\$183M	\$212M	-	\$22M	\$190M
- Secured market rental	TBD	TBD	TBD	-	TBD	-
<b>HOUSING</b>	<b>\$29M</b>	<b>\$183M</b>	<b>\$212M</b>	<b>-</b>	<b>\$22M</b>	<b>\$190M</b>
- Childcare (0-4 years old)	-	\$6M	\$6M	-	\$6M	-
- Childcare (5-12 years old)	TBD	\$0.1M	-	-	\$0.1M	-
<b>CHILDCARE</b>	<b>-</b>	<b>\$6M</b>	<b>\$6M</b>	<b>-</b>	<b>\$6M</b>	<b>-</b>
- Parks and open spaces	\$1M	\$4M	\$5M	\$1M	\$4M	-
<b>PARKS &amp; OPEN SPACES</b>	<b>\$1M</b>	<b>\$4M</b>	<b>\$5M</b>	<b>\$1M</b>	<b>\$4M</b>	<b>-</b>
- Recreation facilities	-	-	-	-	-	-
- Libraries	\$5M	\$5M	\$10M	\$5M	\$5M	-
- Social facilities	-	-	-	-	-	-
- Cultural facilities†	TBD	TBD	TBD	TBD	TBD	TBD
<b>COMMUNITY FACILITIES</b>	<b>\$5M</b>	<b>\$5M</b>	<b>\$10M</b>	<b>\$5M</b>	<b>\$5M</b>	<b>TBD</b>
- Firehall	-	-	-	-	-	-
<b>CIVIC FACILITIES</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
- Walking & cycling	\$1M	\$1M	\$2M	\$1M	\$1M	TBD
- Transit & major roads	-	\$2M	\$2M	-	\$2M	TBD
<b>TRANSPORTATION</b>	<b>\$1M</b>	<b>\$3M</b>	<b>\$4M</b>	<b>\$1M</b>	<b>\$3M</b>	<b>TBD</b>
- Waterworks	-	\$0.7M	\$0.7M	\$0.2M	\$0.5M	-
- Sewers	-	\$1.6M	\$1.6M	-	\$1.6M	-
<b>UTILITIES</b>	<b>-</b>	<b>\$2M</b>	<b>\$2M</b>	<b>\$0.2M</b>	<b>\$2M</b>	<b>-</b>
- Heritage density transfers	-	-	\$1M	-	\$1M	-
<b>HERITAGE</b>	<b>-</b>	<b>-</b>	<b>\$1M</b>	<b>-</b>	<b>\$1M</b>	<b>-</b>
<b>TOTAL</b>	<b>\$36M</b>	<b>\$203M</b>	<b>\$240M</b>	<b>\$7M</b>	<b>\$43M</b>	<b>\$190M</b>
Percentage of Total	-15%	-85%	100%	-3%	-18%	-80%

\* Totals may vary due to rounding.

† Investment in cultural spaces will be determined at the time opportunities are identified, based on alignment with the City's cultural strategy, needs and operators' viability.

Note: May include contributions from beyond the JC Precinct boundary

# 8 DESIGN GUIDELINES

The following guidelines provide broad built form direction for new development within the Station Precinct Plan area. For all proposals, sound urban design principles and best practices should be applied.

## 8.1 Mixed-Use Buildings: Joyce Street (applies to Sub-Areas J1, J2 and J3)

### Public Realm and Street Setbacks

The public realm is a network of spaces that provide paths for pedestrian movement as well as places that invite small and larger gatherings. It includes sidewalks, paths and plazas.

This section outlines the general intent for the public space in front of buildings fronting onto Joyce Street.

The plan envisions mixed-use buildings on Joyce Street. Joyce Street is an arterial that carries a high volume of traffic. In the area that provides pedestrian access to the SkyTrain station, the intent is to create a generous and comfortable space for the high volume of pedestrian activity.

Figure 8.1: Joyce Street Sub-Areas

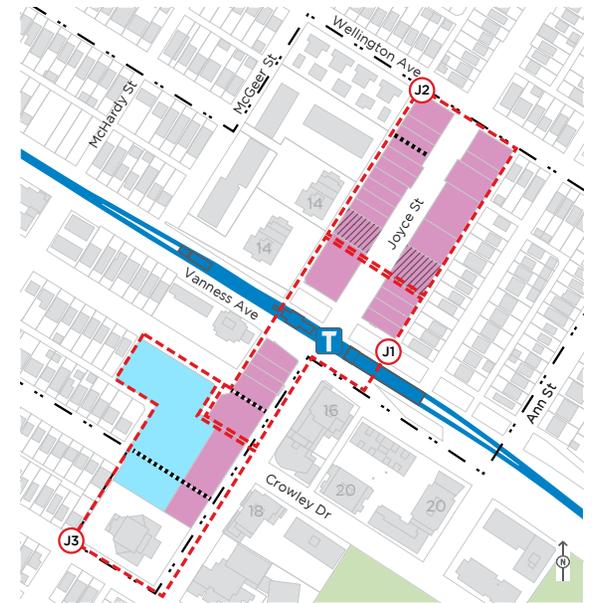
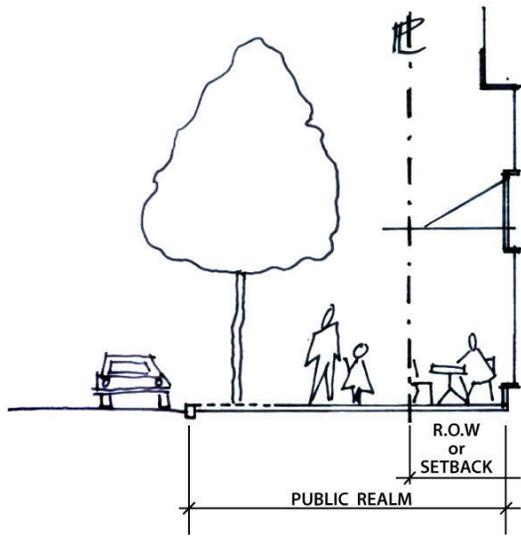


Figure 8.2: Illustration of the Public Realm



- 8.1.1 All buildings must be set back from the front property line to provide a minimum public realm width of 18 ft. (5.5 m) to provide for wider sidewalks, street trees, benches, etc.
- 8.1.3 Developments should integrate continuous weather protection that is integrated with the building design and effectively provides pedestrian comfort.
- 8.1.4 Buildings located on sites which will accommodate public plazas or open spaces should allow for setbacks to support the design parameters of the open space.
- 8.1.5 Buildings located adjacent to mid-block connections should provide a deeper front setback at the passage to improve their visibility and atmosphere – approximately 8 ft. by 12 ft..

Figure 8.3: Public Realm and Setbacks at Commercial Buildings



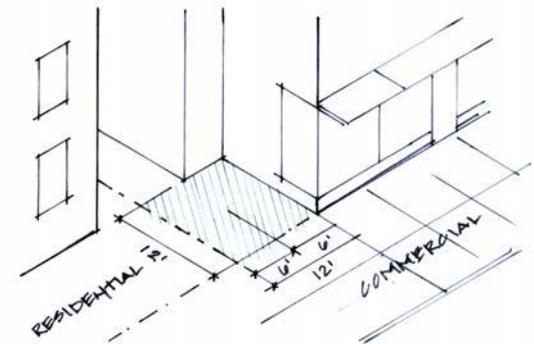
### Building Massing and Siting

- 8.1.6 Mixed-used buildings on Joyce Street are required to include a distinct four-storey building base or “podium”. The building base is the lower portion of the building that is generally continuous at the street level.
- 8.1.7 Floors above the building base must be stepped back at least 6 ft.
- 8.1.8 Residential portions of buildings exceeding 70 ft. in height should be separated by 80 ft. from other residential buildings 70 ft. high or taller.
- 8.1.9 Floors above the building base should not exceed a maximum width of 100 ft. (excluding open balconies) to minimize scale impacts and floorplates should not exceed 7,000 sq. ft. (gross).
- 8.1.10 Upper floors of buildings exceeding 70 ft. in height should be shaped to create distinction among the buildings and to contribute to the skyline.
- 8.1.11 Building volumes should be shaped to minimize shadowing on public spaces such as sidewalks and plazas.
- 8.1.12 Shadow analyses should generally be prepared for 10 am, 12 pm and 2 pm at the vernal and autumnal equinoxes. Additional shadow analyses may be necessary to review impacts on special sites, such as school or community gathering sites.

### Building Yards and Setbacks

- 8.1.13 Commercial floors adjacent to the lane should be set back 4 ft. and residential floors set back 20 ft.
- 8.1.14 The setback resulting from the required public realm (per 8.1.1) is a setback for the entire building frontage, but may incur modest and intermittent projections of 2 to 3 ft. to accommodate bays or other projections above.
- 8.1.15 Floors above the fourth level must be set back from adjacent property lines by at least 20 ft.

Figure 8.4: Setbacks for Commercial Buildings Adjacent to an Existing Residential Building



### Commercial Store Fronts

On Joyce Street, a consistent streetwall is desired to provide continuity and pedestrian interest. This streetwall is created by continuous commercial frontages that add to the character of the street by being clearly identifiable, inviting and transparent.

- 8.1.16 Commercial entrances should be clearly delineated with architectural features and fenestration patterns that emphasize a scale appropriate for neighbourhood serving retail.
- 8.1.17 Commercial fronts, including service or office, should be transparent in order to strengthen the connection between public and private space. Office use should be located above the street level to maintain street vibrancy.
- 8.1.18 Frontages should reinforce the human scale of a pedestrian shopping street. As such, commercial frontages for individual shopfronts, regardless of the floor area of the space, should be between 15 and 40 ft. wide.
- 8.1.19 To optimize the viability of retail uses, a 15-ft. floor-to-floor height for the first floor is a minimum.

- 8.1.20 With very few exceptions, retail units must have a depth of at least 35 ft.
- 8.1.21 Entrances to office uses above the ground floor should be clearly visible and distinguished from the commercial frontage without creating a void in the streetwall.
- 8.1.22 Entrances to residential floors above should be distinguished from the commercial streetwall. Where possible they should be located off a side street.

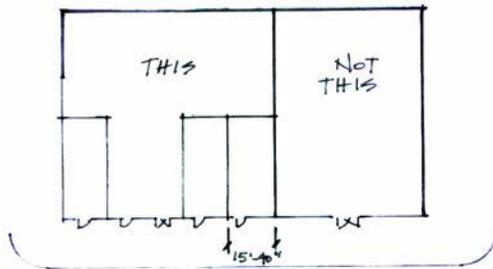
### Mid-block Connections

- 8.1.23 Mid-block connections should have a minimum width of 20 ft. at lower storeys and should increase to at least 30 ft. at the upper storeys.
- 8.1.24 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.

### Architecture

- 8.1.25 Mixed-use buildings should express a unified architectural concept that is strong and consistent, and create interest and character by varying facade treatment at key points. Authentic and high quality materials and thoughtful design details are expected to be part of every project.
- 8.1.26 Buildings should have a clear hierarchy of base, middle and top elements. The proportions of these elements will vary with building height and should always consider the overall building composition. For taller building forms, it is appropriate to incorporate elements to emphasize verticality. For these buildings, the middle or top elements may be quite minimal.
- 8.1.27 As new development will occur incrementally, there will be cases where blank side walls will temporarily exist. The interim treatment of these walls is important to the quality of the streetscape environment. Blank walls, should be treated with architectural detailing that helps to soften their visual impact on the street and on adjacent properties.
- 8.1.28 Artwork that reflects the community identity as a permanent element of a building or an open space is encouraged.

Figure 8.5: Small Commercial Frontages



## 8.2 Residential Buildings (applies to Sub-Areas V1&2, T1-T3)

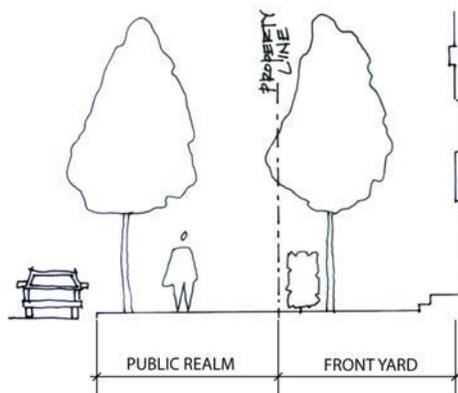
These guidelines describe expected outcomes for properties that permit mid-rise buildings, apartment buildings and townhouses.

### Public Realm

The general intent for the public space in front of multi-family residential buildings is to provide a generous and comfortable space for pedestrians, to create a landscaped street edge and to continue the street tree network. The width and type of treatment for sidewalks will vary depending on the adjacent building use and heights, and the character of the street.

- 8.2.1 Continue the sidewalk and street tree network on all streets.
- 8.2.2 Provide public realm amenities such as landscape, benches and bike racks.

Figure 8.6: Public Realm and Setback at Residential Buildings



### Building Height and Form

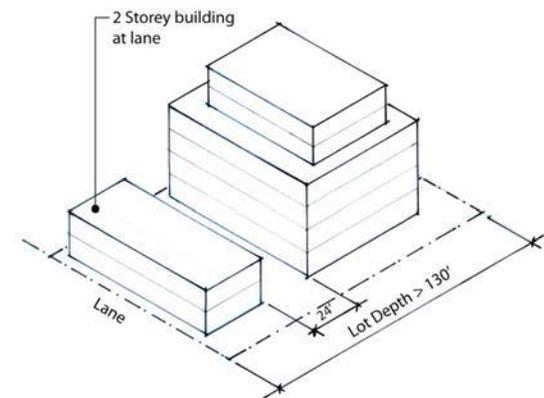
The height of residential buildings varies depending on location, context and scale of the street. Taller residential buildings are generally located near the SkyTrain. Refer to Section 5 for specific building heights.

Where feasible and where lot dimensions allow (generally deeper than 130 ft.), apartment building sites may propose separate buildings at the lane. Lanes may be edged with smaller scale residential buildings such as townhouses or other similar buildings compatible with the scale and character of the lane.

- 8.2.3 Building volumes should be arranged to minimize shadowing on public spaces such as sidewalks and public plazas.
- 8.2.4 On larger sites containing mid-rise buildings taller than six storeys, locate the taller buildings toward the SkyTrain Station and minimize shadow outside the Precinct area.
- 8.2.5 For buildings of five to six storeys, provide a notable setback above four storeys to create a building scale that is visually compatible with adjacent buildings. Taller buildings should have a similar setback that takes into consideration the recommended podium height of adjacent buildings and the overall composition of the development. Setbacks should have a minimum depth of six ft.
- 8.2.6 Reduce the scale of the buildings towards the lane to be compatible with adjacent development and minimize shadow and overlook to adjacent residential properties by stepping building form. Setbacks will increase with the height of the building.

- 8.2.7 Corner buildings should apply comparable setbacks on both street frontages that respond appropriately to each adjacent building. It is anticipated that the building massing will wrap the corner and transition down in height toward the lane.
- 8.2.8 Buildings at the lane may be up to two storeys. The form of laneway buildings should consider the narrow width of lanes and the adjacent buildings to ensure that overlook and shadow impacts are minimized.
- 8.2.9 Buildings fronting on Clive Street may be up to three storeys. In limited conditions a fourth storey may be considered depending on the adjacent building heights and the shadow impacts to the subject and neighbouring sites.

Figure 8.7: Laneway Building Adjacent to 6 Storey Building



- 8.2.10 Shadow analyses should generally be prepared for 10 am, 12 pm and 2 pm at the vernal and autumnal equinoxes. Additional shadow analyses may be necessary to assess impacts on special sites, such as school or community gathering sites.
- 8.2.11 The number of storeys describes a height that anticipates floor to floor heights of approximately 10 ft. Higher floor-to-floor heights may necessitate a reduction in the number of storeys. Mezzanine levels are considered storeys.

**Building Width and Depth**

- The width of a building impacts the character and feel of the street and lane. Buildings should be limited in width, both real and perceived, to allow for light, views and compatibility with existing buildings on the street.
- 8.2.12 Building widths should reflect prevailing lot patterns, adjacent streets and building types. Smaller widths create a more incremental and interesting streetscape and are strongly encouraged. Building widths of approximately 120 ft. may be supported for most four- and six-storey buildings. Building widths of approximately 150 ft. may be considered along the north side of Vanness Avenue to assist with noise attenuation. For mid-rise buildings reduce apparent width of building bases wider than 120 ft. by creating deep courtyards or building breaks.
  - 8.2.13 Front facades should be articulated both vertically and horizontally to create an incremental building appearance that assists with compatibility with existing buildings in the area.

- 8.2.14 For buildings at the lane, the maximum frontage should be less than the principle building at the street and allow for pedestrian access to the lane. Individual lane frontages should not exceed 80 ft., however smaller frontages may be required based on adjacent context. Pedestrian access to the lane between buildings should be a minimum of eight ft., but should increase significantly on wider sites.
- 8.2.15 Buildings designed with a row of dwelling units located on either side of a straight corridor (“double-loaded corridor”) should not exceed approximately 65 ft. in depth (excluding balconies) to ensure adequate provision of natural light and ventilation into the dwelling units.
- 8.2.16 Floors above the fourth floor in mid-rise buildings greater than six storeys in height should not exceed a dimension of 80 ft. in length or width (excluding open balconies) to minimize scale impacts.

## Building Yards and Setbacks

The distance a new building is set back from its property lines should consider the nature and character of the adjacent streets (local versus arterial), typical setbacks of adjacent buildings, and the space available between the curb and the property line.

- 8.2.17 Building setbacks should accommodate the desired public realm condition, including required fire access. Yard setbacks are in addition to those setbacks required for the public realm.
- 8.2.18 Front yards setbacks should generally be provided as follows:
- Vanness Street (North): 15 ft. minimum, to achieve a buffer from the SkyTrain guideway, and accommodate a landscape buffer;
  - Vanness Street (South): 15 ft. minimum; 12 ft. minimum for buildings 6 storeys or less in height;
  - Clive Street: 12 to 15 ft. minimum to be compatible with adjacent development;
  - Payne Street: 12 ft. minimum.
- 8.2.19 Side yard setbacks should vary depending on building height:
- Six storey buildings: 12 ft. minimum
  - Buildings taller than six storeys:
    - Four storey base: 8 ft. minimum
    - Six-storey base: 12 ft. minimum
    - Upper storeys: 18 ft. minimum

- 8.2.20 Rear yard setbacks should vary depending on adjacent context, and should generally be provided as follows:
- Two-storey buildings: 6 ft. minimum
  - Four-storey building or building base: 12 ft. minimum
  - Storeys above the fourth storey: 20 ft. minimum
- 8.2.21 Side yard setbacks should be increased beyond the minimums to ensure that primary outlook for dwelling units meets standard Horizontal Angle of Daylight requirements.
- 8.2.22 Exterior side yards on flanking streets should be treated as front yards, with entries and patios, and should have yard setbacks similar to front yards.
- 8.2.23 The setback for lane buildings should allow for edge elements such as landscaping, vehicle manoeuvring and safe pedestrian access.

## Relationship to Finished Grade

- 8.2.24 Ground floor relationships may vary depending on the fronting street and dwelling unit style (i.e. apartment or townhouse). The first floor may be raised above grade (maximum 3 ft.) for both street and lane-facing buildings, in order to provide a comfortable relationship with passing pedestrians and vehicles. Where universal access is required, a flush entrance can be incorporated. A higher main floor may be considered to accommodate lock-off units.
- 8.2.25 Buildings at the lane are intended to have access and outlook directly on to the lane. The first floor level should be designed to facilitate interaction with the lane level.
- 8.2.26 Continuous parking structures should not be evident above the natural grade. Where protrusions are unavoidable due to grade, they must be incorporated into the landscape design and screened with on-site planting.

## Orientation and Entrances

- 8.2.27 Ensure a consistent street orientation by having new development on corner sites establish a frontage character on both streets.
- 8.2.28 Buildings with only one principle entrance should be oriented to reflect the predominant pattern on adjacent streets.
- 8.2.29 Building entrances should be clearly identifiable and should be appropriately scaled to the building and street context.
- 8.2.30 To provide visual interest and variation, buildings could include separate units with individual entrances facing the street, including the flanking street on corner sites.
- 8.2.31 Where developments include buildings at the lane, access to these buildings must be distinguished and identifiable from the street. This will necessitate a wider side yard or a mid-lot courtyard.
- 8.2.32 Lane buildings have a role to activate and animate the lane. Entry doors should have direct access to the lane, though for firefighter access, a door or pathway from the street side is normally required as well.

## Building Design

- Building architecture should be contemporary while considering the architectural history and context of the area and the emerging character of the neighbourhood.
- 8.2.33 Building design must mitigate environmental noise including road and SkyTrain noise. To ensure livability in close proximity to frequent SkyTrain pass-bys, the noise mitigation approach must consider the acoustic impact from each pass-by of the SkyTrain rather than a 24 hour weighted approach.
  - 8.2.34 Individual buildings should express a unified architectural concept that is strong and consistent, and create interest by varying facade treatment at key points. Authentic and high quality materials and thoughtful design details are expected to be part of every project.
  - 8.2.35 Developments that include more than one building should display a single, strong architectural concept, while introducing variety between buildings. While a consistent architectural language should be used, creativity is encouraged to distinguish buildings.
  - 8.2.36 Buildings with townhouses at grade should distinguish the townhouses architecturally from the primary building.
  - 8.2.37 Variety is encouraged among building developments to avoid repetition and to create an interesting streetscape.
  - 8.2.38 Taller buildings should have a hierarchy of base, middle and top elements. The proportion of these elements will vary depending on the building type, but a clear expression of base and entry is expected.
  - 8.2.39 Enclosed balconies can assist with noise attenuation on busy streets and transit routes. If used, they should be designed to be distinct, but integrated, within the overall architecture of the building. They are not eligible for floor area exclusion, except for those directly facing the SkyTrain guideway and identified as a noise mitigation measure in a report prepared by a professional trained in acoustics, in which case limited exclusion may be considered.



Example of residential entrances off a lane

## Courtyards

- 8.2.40 For projects that include laneway buildings, the space between the primary fronting buildings and the lane buildings (the courtyard) needs to be large enough to ensure the livability of all units. A minimum 24 ft. depth is recommended.
- 8.2.41 On sites with more than one building facing the street, the separation between these buildings should be at least 24 ft. to allow for a neighbourly interface with the adjacent dwellings.
- 8.2.42 While different site orientations will determine solar access to the courtyard, massing explorations should seek to achieve a maximum amount of sunlight in the courtyard. Variations in height, building setbacks and breezeways can be explored.
- 8.2.43 Courtyards that are incorporated into an individual building form (i.e. alphabet-type buildings) should have a minimum width of 24 ft. at lower levels and 30 ft. at the upper two levels.
- 8.2.44 Dwellings facing courtyards should be carefully designed to mitigate privacy concerns and overlook.



Example of residential entrances off a courtyard space

## 8.3 General Regulations (Apply to all Sub-Areas)

### Parking and Lane Interface

- 8.3.1 Parking should be accessed from the lane, regardless of site topography. For apartment buildings, it should be underground and not visible from the street. The access point should be in a location that minimizes disruption to the lane environment.
- 8.3.2 Create active edges on lanes that accommodate servicing needs and add to the character of the lane. For mixed-use developments, consider carrying through the function of the ground floor activity to the lane.
- 8.3.3 Provide landscaping to enhance the lane environment and screen service uses such as parkade entries.
- 8.3.4 Safely accommodate mid-block connections at lanes with setbacks and other visual cues.

### Landscape and Private Outdoor Space

- 8.3.5 The overall landscape approach should reinforce the neighbourhood character by providing a variety of plant materials and treatments, some of which will achieve a substantial size at maturity.
- 8.3.6 Landscape screening of appropriate size and species should be provided to sites north of the SkyTrain guideway to create a visual buffer to movement, lights and overlook from the trains.
- 8.3.7 Mature trees and prominent landscape elements should be retained where feasible.
- 8.3.8 New development should enhance the landscape image of the lane.
- 8.3.9 Provide locations for urban agriculture, whether at or above grade.
- 8.3.10 Dwellings should have private outdoor space in the form of a balcony or patio. Shared rooftop gardens can also be provided to increase opportunities for outdoor enjoyment, while considering the privacy of neighbours in their design.



Example of parking access off a lane with landscaping

# APPENDIX

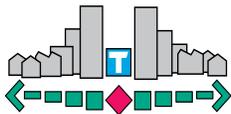
## Joyce-Collingwood Station: Precinct Review – Emerging Ideas, Aspirations + Directions

July 2015



### Aspirations: Key Ideas

#### A: Transition Heights from Transit



#### B: Increase Neighbourhood Connectivity



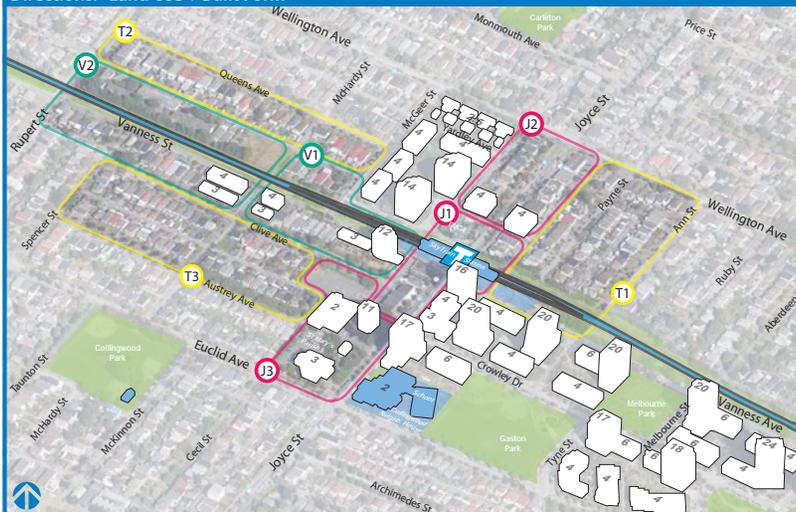
#### C: Create Vibrant Streets



### Aspirations: Future Planning + Development Should

- Create a more active, vibrant local shopping street
- Create a more physically and socially connected neighbourhood with opportunities for improved public life
- Improve access to transit
- Create more compact, mixed-use and walkable development around the SkyTrain Station.
- Review and prioritize neighbourhood needs to respond to growth
- Create more opportunities for affordable and family housing

### Directions: Land Use + Built Form



- Joyce**
- J1** Explore mixed-use tower forms on the four corners of the SkyTrain Station
  - J2** Transition building heights on Joyce St down to lower forms north of the station
  - J3** (St Mary's Parish) Explore school replacement and other opportunities
  - Create a continuous and improved pedestrian experience
  - Require mixed-use buildings with retail on the first storey

- Transition Vanness**
- V1** Explore 6 to 12 storey buildings on both sides of Vanness Ave between McHardy St and McGeer St
  - V2** Explore 4 to 6 storey apartments on both sides of Vanness Ave between McHardy St and Rupert St
  - T1** (Payne and Ann) Explore a range of building types that transition down from the SkyTrain station
  - T2** (Queens Ave) Explore townhouses west of McHardy St and 4 to 6 storey apartments east to McGeer St
  - T3** (Clive and Austrey) Explore townhouses and some apartments

### Directions: Connections + Transportation



- Pedestrian + Bike Links**
- P1** Explore improved and new pedestrian and bike linkages near SkyTrain guideway
  - P2** Explore stronger north-south connections under the guideway
  - P3** Support TransLink's extension of the BC Parkway across Joyce St
  - P4** Widen and improve the sidewalk on the south side of Vanness Ave
  - Improve accessibility and safety near the guideway

- Station Area Connections**
- S1** Work towards completing the sidewalk network near the station
  - S2** Explore restricting vehicle movements to and from laneways on Joyce St north of the station
  - S3** Explore introducing pedestrian connections through larger sites on Joyce St
  - S4** Explore opportunities to reduce vehicle speed and volume on Vanness Ave
  - Improve safety and simplicity at the Joyce St and Vanness Ave intersection







 3-1-1

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 [joycestationreview@vancouver.ca](mailto:joycestationreview@vancouver.ca)