



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: December 4, 2015
Contact: Kent Munro
Contact No.: 604.873.7135
RTS No.: 11179
VanRIMS No.: 08-2000-20
Meeting Date: December 15, 2015

TO: Vancouver City Council
FROM: Acting General Manager of Planning and Development Services
SUBJECT: CD-1 Rezoning: 1755 West 14th Avenue

RECOMMENDATION

A. THAT the application by Sun Life Assurance Company of Canada, Inc. No. A58591, to rezone 1755 West 14th Avenue [*Lots 12 to 20, Block 428, DL 526, Plan 3557; PID: 012-762-130, 012-762-156, 012-762-181, 012-762-229, 012-762-237, 012-762-253, 012-762-288, 012-762-318, 012-762-334, respectively*] from RM-3 (Residential) District to CD-1 (Comprehensive Development) District, to increase the floor space ratio from 1.65 to 3.45 to permit the development of an additional residential rental building on this site with 116 new market rental housing units, and the addition of two new rental units to the existing building on site containing 134 unsecured rental units all of which will thereafter also be secured as market rental housing units, be referred to a Public Hearing, together with:

- (i) plans prepared by MCM Partnership, received on August 7, 2015;
- (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
- (iii) the recommendation of the Acting General Manager of Planning and Development Services to approve, subject to conditions contained in Appendix B;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary CD-1 By-law generally in accordance with Appendix A for consideration at Public Hearing.

B. THAT, if after Public Hearing, Council approves in principle this rezoning and the Housing Agreement described in section (c) of Appendix B, the Director of Legal Services be instructed to prepare the necessary Housing Agreement

By-law for enactment after the Housing Agreement has been agreed to and signed by the applicant and its mortgagee(s), prior to enactment of the CD-1 By-law contemplated by this report.

- C. THAT, subject to enactment of the CD-1 By-law, the Parking By-law be amended to include this CD-1 in Schedule C, generally as set out in Appendix C;

FURTHER THAT the Director of Legal Services be instructed to bring forward the amendment to the Parking By-law at the time of enactment of the CD-1 By-law.

- D. THAT, if the application is referred to Public Hearing, that prior to Public Hearing, the registered property owner shall submit confirmation, in the form of "Letter A", that an agreement has been reached with the registered owner of the proposed donor site for the purchase of heritage bonus density as set out in Appendix B.

- E. THAT Recommendations A to D be adopted on the following conditions:

- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City; any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the costs;
- (ii) THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact a by-law rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
- (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

This report evaluates an application to rezone nine contiguous lots located at 1755 West 14th Avenue, from RM-3 (Residential) District to CD-1 (Comprehensive Development) District. The application has been made under the Secured Market Rental Housing Policy (Rental 100) and, in accordance with that Policy, the application seeks increased density in return for all new and existing residential units being preserved as secured market rental housing for the longer of the life of the building(s) and 60 years. The site presently contains a market rental building with 134 unsecured rental units. The rezoning, if approved, would permit the construction of a second rental building on the site containing an additional 116 secured market rental housing units, plus two additional rental units in the existing building. The combined 252 rental units would be secured by a housing agreement and contribute towards the city's stock of secured market rental housing.

It is recommended that the Community Amenity Contribution (CAC) from this rezoning application, if approved, be allocated to the purchase of heritage density and towards the provision of childcare in and around the Fairview Slopes area. The future childcare, together with the secured market rental units, would achieve key housing and social objectives in the

Fairview Slopes neighbourhood. In addition, a purchase of heritage density will help support citywide heritage conservation by contributing to the reduction of the “heritage bank”.

Staff have assessed the application and have concluded that it meets the intent of the Secured Market Rental Housing Policy and that it would contribute to the supply of rental housing, as identified in the objectives of the Housing and Homelessness Strategy. Staff support the application, subject to conditions contained in Appendix B, and recommend that the application be referred to a Public Hearing, with the recommendation of the Acting General Manager of Planning and Development Services to approve it, subject to the Public Hearing, along with the conditions of approval outlined in Appendix B.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Relevant Council policies for this site include:

- Secured Market Rental Housing Policy (Rental 100) (2012)
- Rental Incentive Guidelines (2012, last amended May 26, 2015)
- Vancouver Development Cost Levy By-Law (2008, last amended July 21, 2015)
- Housing and Homelessness Strategy (2011)
- High-Density Housing for Families with Children Guidelines (1992)
- Final Report from the Mayor’s Task Force on Housing Affordability (2012)
- RM-3 District Schedule (amended 2015)
- *Green Buildings Policy for Rezoning (2010; last amended 2014)*
- Transfer of Density Policy and Procedure (1983, last amended 2013)
- Community Amenity Contributions- Through Rezoning (1999, last amended 2014)

REPORT

Background/Context

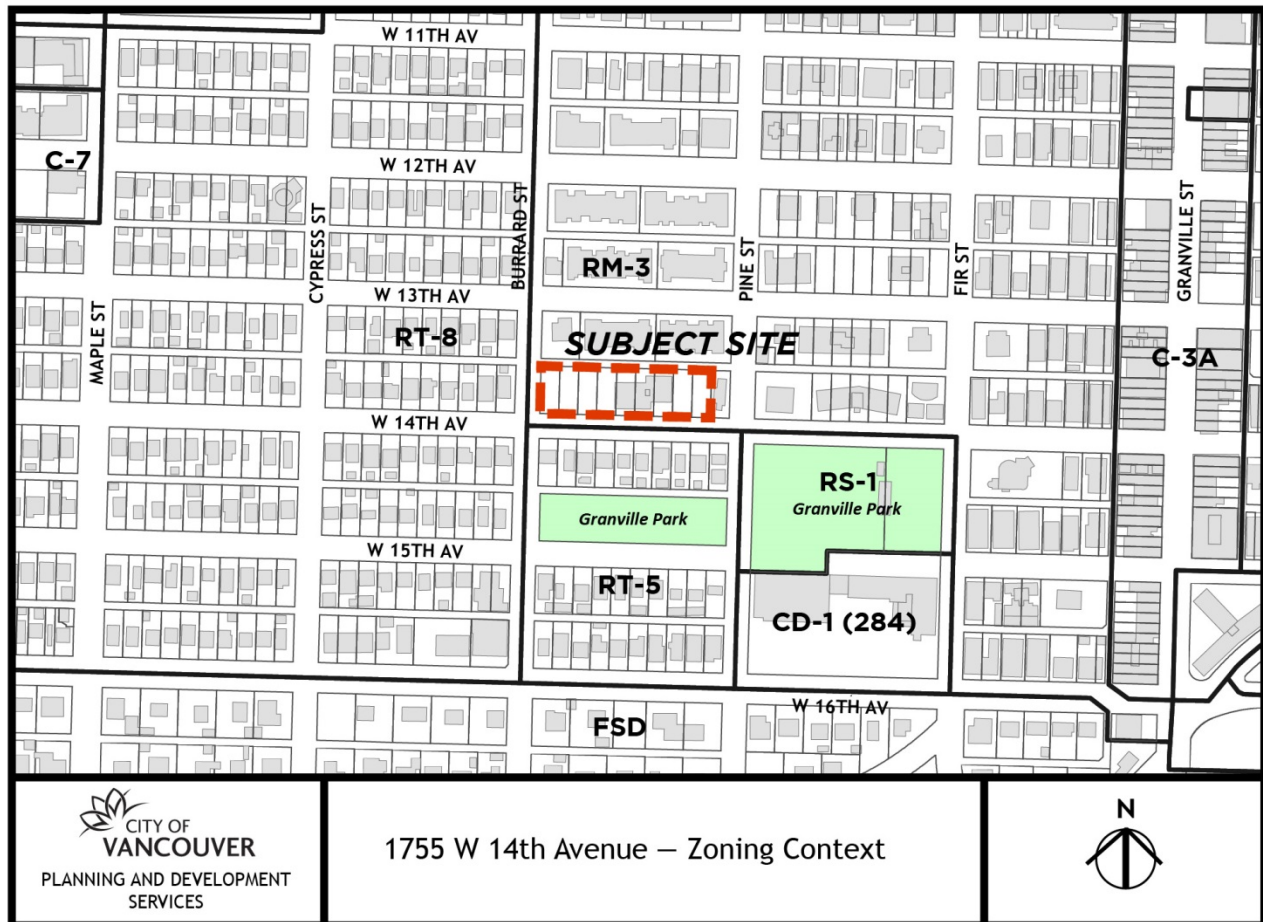
The subject site is approximately 1.3 acres (5,226 m²/56,252 sf.) in area and located on the northeast corner of West 14th Avenue and Burrard Street within the Fairview Slopes area (see Figure 1) and it occupies nine of the ten lots along the north side of 14th Avenue between Burrard and Pine Streets. The site is located within a residential neighbourhood that is less than a five-minute walk from the South Granville shopping district, and in close proximity to transit and the Cypress Street and 10th Avenue bicycle routes. The area is comprised of a diverse mix of detached and multi-unit houses, and low-rise and high-rise rental and condominium buildings ranging from three to 12 storeys. The site has an overall frontage of 137.2 m (450 ft.), and is currently developed with a 13-storey, 10,342 m² (111,320 sq. ft.) residential market rental building with 134 unsecured rental units including landscaped areas and an outdoor pool for building residents.

Policy Context

Secured Market Rental Housing Policy (Rental 100) – In May 2012, Council adopted the Secured Market Rental Housing Policy, which provides incentives for new developments where 100 per cent of the residential floor space provided is non-stratified secured market rental housing. The Final Report from the Mayor’s Task Force on Housing Affordability, adopted by

Council in October 2012, further endorsed the importance of incentivizing secured market rental housing through a focus on strategies to repair, renew and expand market rental housing stock across all neighbourhoods.

Figure 1: Site and Surrounding Context



RM-3 District – The prevailing zoning north and east of the subject site, toward Broadway and Granville Streets, is RM-3. The RM-3 District Schedule permits medium density residential development, including high-rise apartment buildings, and seeks to secure underground parking, landscaped open spaces and daylight access through floor area bonus incentives. The zoning permits tower forms to a maximum height of 36.6 m (120 ft.) and multiple principal buildings are permitted on the same site.

Housing and Homelessness Strategy – On July 29, 2011, Council endorsed the Housing and Homelessness Strategy 2012- 2021 which includes strategic directions to increase the supply of affordable housing and to encourage a housing mix across all neighbourhoods that enhances quality of life. There are priority actions to achieve some of the strategy's goals. The priority actions that are relevant to this application include refining and developing new zoning approaches, development tools and rental incentives to continue the achievement of secure,

purpose-built rental housing and to use financial and regulatory tools to encourage a variety of housing types and tenures that meet the needs of diverse households. This application proposes studio, one- and two-bedroom unit types that would be preserved as secured market rental housing through a housing agreement.

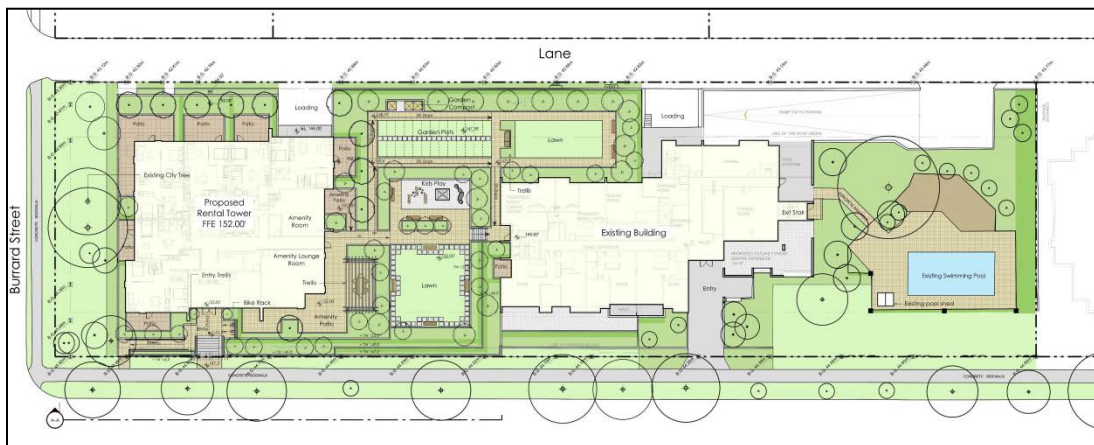
Strategic Analysis

1. Proposal: Land Use and Density

This application proposes to rezone the site located at 1755 West 14th Avenue from RM-3 (Residential) District to CD-1 (Comprehensive Development) District. The proposal would permit an additional residential rental tower of 12 storeys or 7,680 m² (82,667 sq. ft.) on the site for a combined floor area for both buildings of 18,030 m² (194,073 sq. ft.) and an overall density of 3.45 floor space ratio (FSR) (see Figure 2). The application proposes 116 new secured market rental housing units in the new tower divided into studio, one-bedroom and two-bedroom apartments. Two additional rental units will be added to the existing building bringing the combined total 252 rental units on this site. 149 parking stalls are proposed in an underground parking area accessed off the lane. If approved, 29 per cent of all units (and 40 per cent of all new units) would be larger units suitable for families with children. All rental units will be secured through a housing agreement for the longer of the life of the building and 60 years.

The application has evolved through the rezoning review process. The original application submitted on November 1, 2013, contained six infill townhomes on the east end of the site, presently occupied by the pool, pool deck and mature landscaping. Community feedback through the first open house generated considerable concern over the proposed new tower and the resultant loss of open space. A revised set of drawings were submitted on August 7, 2015 showing removal of the six infill townhomes and retention of the existing pool and associated landscaping. The changes resulted in retaining the existing configuration and at-grade development from the existing building to the east property line, along with a corresponding reduction in density from 3.56 FSR to 3.45 FSR.

Figure 2: Site Plan Showing New and Existing Tower



2. Form of Development (refer to drawings in Appendix E)

The proposed new 12-storey rental building would match the height of the existing 13-storey rental building at 36.6 m (120 ft.). The two buildings will be separated by a minimum distance of 24.4 m (80 ft.) which is consistent with typical tower separation standards applied across the city. Staff support the development of two towers on the site, noting that the proposal is consistent with the prevailing pattern of development in the area and that the Rental 100 policy seeks to address a citywide need for secured market rental housing.

The new building will contain 116 new rental units and residential amenity spaces at grade with contiguous outdoor space. The remainder of the ground plane would be developed with landscaped gardens including new lawns, children's play areas and garden plots between the two buildings, and with the existing outdoor pool, pool deck and landscaping on the east end of the lot. Two new rental units would be added to the existing rental building at grade in an area previously occupied by laundry facilities and storage lockers, which will be relocated to the P1 parkade level. The unit layouts provide private balconies for all units whether one-bedroom or family units. Reconfiguration of parking levels beneath both buildings will result in the provision of 149 spaces for 252 units in total, providing parking at a ratio of 0.6 stalls per unit, which is consistent with Parking By-law requirements for secured rental buildings. Existing vehicular access and residential loading arrangements from the lane to the north are maintained in the proposal.

The western edge of the site along Burrard Street contains several large specimen trees including pine, redwood, cypress and fir. An 8.8 m setback is proposed adjacent to Burrard Street comprised of a 2.1 m required property dedication and a 6.7 m setback for tree retention. Retaining the mature landscaping will assist with integrating the new tower into the surrounding context. Conditions related to tree protection measures are contained in Appendix B.

Figure 3: South-facing elevation of proposed tower with existing tower to right



Given the prevailing RM-3 zoning in the area, the resultant form of development is typically a 36.6 m (120 ft.) high tower in a park-like setting. Given the extent of open space available for development on this site and the land-use intent of the RM-3 District Schedule, this site is considered a good candidate for additional density in conjunction with the citywide objective of securing rental accommodation. On January 29, 2014, the Urban Design Panel reviewed

and supported the application (see Appendix D). Additional form of development comments are contained within Appendix D.

3. Housing

This application meets the requirement of the Rental 100 program by proposing 100 per cent of the residential floor area as secured market rental housing with all units secured through a housing agreement for the longer of the life of the building and 60 years. The proposal would add 118 new rental units and secure a total of 252 market rental housing units in the form of studio, one- and two-bedroom units on this site (see Figure 4). The Rental 100 program requires that 25 per cent of all units must have two bedrooms or more and be suitable for families with children in accordance with the High Density Housing for Families with Children Guidelines. This application proposes 29 per cent of all units, and 40 per cent of all new units, be larger units suitable for families with children. All rental units would be secured through a housing agreement for the longer of the life of the building and 60 years.

Figure 4: Unit Types and Numbers

	Studio	One-Bedroom	Two- Bedroom
New Building	46	23	47
Existing Building	12	98 *	26
Total : 252	58	121	73

**Two new one-bedroom units will be added to the existing building in an area previously occupied by storage and laundry facilities.*

The Rental 100 program provides various incentives to be taken at the applicant's discretion to assist with a project's viability. These incentives include increased height and density, parking reductions and a Development Cost Levy (DCL) waiver. Housing staff have evaluated this application and have determined that it meets the objectives of the Rental 100 program, however does not qualify for the DCL waiver due to the cost per square foot of construction and the proposed rental rates for the new studio units. As such, a DCL will be payable on the new floor area constructed. Conditions related to securing the units are contained in Appendix B.

The Housing and Homelessness Strategy strives to enhance access to affordable housing and sets a number of short- and long-term rental housing targets. The Rental 100 program plays a critical role in the achievement of those targets by helping to realize secured market rental housing. Rental housing provides a more affordable housing option for nearly half of Vancouver's population and contributes to a number of City initiatives intended to create diverse and sustainable communities. Rental 100 units are targeted to moderate income households and the program extends throughout all parts of the city, thereby providing options that are more affordable than home ownership (see Figure 5).

Although the proposed monthly rents for the new tower are slightly higher for studio units than those noted under the DCL By-law maximums in Figure 5, the remainder of the proposed monthly rents are generally consistent or below, the prevailing rents for the Westside of Vancouver.

Figure 5: Comparable Average Market Rents and Homeownership Costs

	1755 West 14th Avenue Average Proposed Rent (New Bldg.)	Average Market Rent in Newer Buildings - Westside (CMHC, 2014) ¹	DCL By-Law Maximum Averages (CMHC, 2014) ²	Monthly Costs of Ownership for Median-Priced Unit – Westside (BC Assessment 2014) ³
Studio	\$1,440	\$1,376	\$1,366	\$ 1,868
1-bed	\$ 1,508	\$1,767	\$1,717	\$2,269
2-bed	\$1,985	\$2,129	\$2,169	\$3,364

1. Data from the October 2014 CMHC Rental Market Survey for buildings completed in the year 2005 or later on the Westside of Vancouver. A more recent CMHC Rental Survey was not available at the time of writing this report.

2. Data from the October 2014 CMHC Rental Market Survey for buildings completed in the year 2005 or later in the City of Vancouver plus 10% . This is the DCL Bylaw Maximum rental rate for projects in west areas of the City.

3. Based on the following assumptions: median of all BC Assessment recent sales prices in Vancouver Westside in 2014 by unit type, 10% down payment, 5% mortgage rate, 25-year amortization, \$150 - 250 monthly strata fees and monthly property taxes at \$3.54 per \$1,000 of assessed value

Since the establishment of affordable housing targets in the City's Housing and Homelessness Strategy in 2011, a total of 4,331 secured residential rental units have been generated in the city. A long-term goal is to achieve 5,000 new units by 2021. If approved, this application would contribute an additional 252 units towards the City's stated short-term and long-term targets (see Figure 6).

Figure 6: Progress towards the Secured Market Rental Housing Targets as set in the City's Housing and Homelessness Strategy (2011)*

TARGETS	CURRENT PROJECTS				GAP
2021	Completed	Under Construction	Approved	Total	Above or Below 2021 Target
5,000	830	1,453	2,048	4,331	798 Below Target

*Unit numbers in Table 2 exclude the units proposed at 1755 West 14th Avenue, pending Council approval of this rezoning application.

The Rental 100 program is one part of the Housing and Homelessness Strategy which also addresses the needs of low-income households; the strategy sets aggressive targets for the achievement of new social housing (5,000 units by 2021) and supportive housing (2,900 units by 2021) with the overall goal of ending homelessness in the City of Vancouver.

Vancouver has one of the lowest vacancy rates in Canada. In the October 2014 CMCH Rental Market Survey, (the most recent survey available) the vacancy rate for private apartments in the City was 0.5%. That means only 5 out of every 1,000 market rental units were empty and

available for rent. The vacancy rate in South Granville/Oak sub-area, in which this rezoning is located, was also very low at 0.6%. A vacancy rate of 3% is considered to be a balanced rental market.

4. Transportation and Parking

The site is situated within a five-minute walking radius to two major transit corridors on Broadway and Granville Street and two designated bike routes at 10th Avenue and Cypress Street. The existing building was constructed in 1971 with 134 units and 177 parking spaces. The application proposes to add 118 units for a total of 252 rental units, and proposes a total of 149 parking spaces, 315 bicycle stalls and two Class- B loading spaces, which meets the Parking By-law provisions for secured market rental housing. Although the application proposes fewer parking spaces per unit than exist for the building today, vehicle ownership and parking requirements across the City have declined over time such that the amount of parking proposed addresses the need and meets the current parking standards. Vehicle and bicycle parking are proposed within an underground parking garage accessed by a ramp off the rear lane.

To address the need for better pedestrian and cyclist safety and noting traffic volumes in the area, as part of the site's servicing requirements a \$150,000 contribution from the owner is allocated towards a pedestrian activated signal to be implemented at 14th Avenue and Burrard Street, or nearby.

Engineering Services has reviewed the rezoning application and have no objections to the proposal provided the applicant satisfies the rezoning conditions included in Appendix B.

5. Environmental Sustainability

The Green Building Rezoning Policy (adopted by Council on July 22, 2010) requires that rezoning applications received after January 2011 achieve a minimum of LEED® Gold rating, including 63 LEED® points, with targeted points for energy performance, water efficiency and stormwater management, along with registration and application for certification of the project. The applicant submitted a preliminary LEED® scorecard, which generally conforms to the Green Building policy, indicating that the project could attain the required LEED® points and, therefore, would be eligible for a LEED® Gold rating.

Public Input

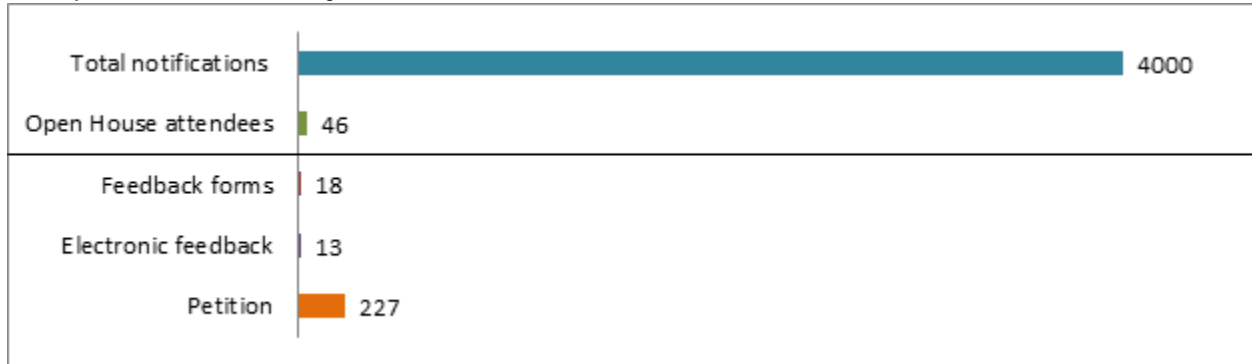
Public Notification – The City of Vancouver Rezoning Centre webpage included notification and application information as well as an online comment form. A rezoning information sign was also posted on the site. Two open houses were conducted. The first open house occurred on January 14, 2014, with staff and the applicant team present. About 4,000 notifications were distributed within the neighbouring area. Approximately 46 people attended the event and a total of 258 responses were received. Subsequent to the open house, a petition was submitted to the City with 227 names in opposition to the application.

A number of concerns were raised about:

1. impact of additional parking and lack of sufficient street parking in the area,

2. scale of development and the amount of proposed density,
3. loss of open space,
4. shadowing impacts, and
4. City's Secured Market Rental Housing Policy.

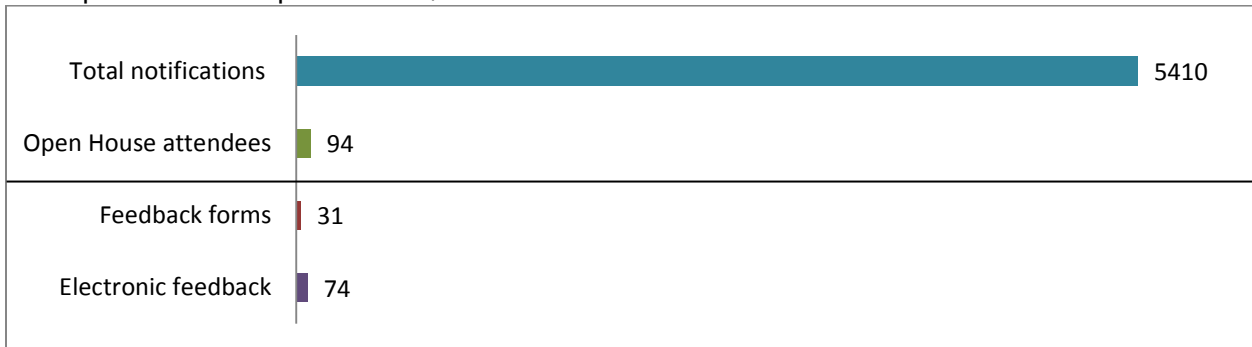
1st Open House - January 14, 2014



In light of neighbourhood concerns and staff's analysis, the applicant revised the application and submitted new plans on August 7, 2015, which removed six infill townhomes that had been planned for the eastern portion of the site. The changes result in retaining the landscaping and outdoor pool to the east of the existing tower, and in a decrease in the requested density from 3.56 FSR to 3.45 FSR. Staff determined that a second open house should occur to inform the neighbourhood of the changes to the application and seek their input.

The second open house occurred on September 23, 2015 with staff and the applicant team present. Approximately 5,410 notifications were distributed within the neighbouring area. Approximately 94 people attended the event and a total of 104 responses were received. Responses were evenly divided between support and non-support with 50 per cent in opposition and 50 per cent in support (44), with eight undetermined responses. Key concerns were similar to those expressed at the first open house.

2nd Open House - September 23, 2015



Response to Public Comments

Parking and Traffic – The site is well served by local transit and bike routes. With respect to traffic in the area, Engineering staff have considered the neighbours' comments and note that the parking for this project is accessed off the lane and is expected to have little or no impact on traffic volumes in the area. To increase pedestrian/cyclist safety, Engineering Services has determined that a new pedestrian/cyclist signal at or near 14th Avenue is required and are seeking a contribution from the owner towards the signal.

It was noted in the transportation study that almost half of the existing tenants on site are parking on the street as opposed to renting a parking stall in the existing building. While this increases demand for on-street parking spaces, the transportation study identified a surplus of available on-street parking at peak times of 12:30 pm and 2:30 pm. The study states that, with the low usage by existing tenants and with current parking standards for Rental 100 projects, the proposed 149 parking stalls and 315 bicycle stalls will meet the on-site tenant demand.

The proposal contains a reduction in the number of parking stalls from what currently exists on site and an increase in the number of rental units. Required parking standards for development in Vancouver have changed significantly over the years. The existing building was constructed in 1971 with 177 parking stalls for 134 rental units. Current standards are significantly lower due to changing demands and a desire to encourage non-motorized modes of transportation, through Councils Transportation 2040 goals.

Density, Scale and Loss of Open Space – As noted previously, this area supports residential towers up to 120 feet. The proposed tower is considered to be typical of development in the area. Given the size of the site, the location of the existing building and the resultant amount of new and existing landscaped open space, staff have determined this site is a candidate for consideration of a second building. It is noted that support for the density and form of development is linked to the citywide objective of securing market rental units (see additional urban design commentary in Appendix D).

Public Benefits

In response to City policies which address changes in land use and density, this rezoning application offers the following public benefits.

Required Public Benefits

Development Cost Levies (DCLs) – Development Cost Levies collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and engineering infrastructure. This site is subject to the Citywide DCL rate, which is currently \$143.27/m² (\$13.31/ sq. ft.) and is applied to the proposed 7,680 m² (82,666 sq. ft.) of new floor area. On this basis, a DCL of approximately \$1,100,295 is anticipated.

DCLs are payable at building permit issuance and are subject to an inflationary adjustment which takes place on September 30 of each year. When a DCL By-law with higher rates is introduced, a number of rezoning, development permit and building permit applications may

be at various stages of the approval process. An application may qualify as an in-stream application and therefore may be exempt from DCL rate increases for a period of 12 months from the date of DCL By-law rate adjustment. If a related building permit application is not issued within the 12-month period, the rate protection expires and the new DCL rate will apply. See the City's [DCL Bulletin](#) for details on DCL rate protection.

Public Art Program – The Public Art Program requires all rezoned developments having a floor area of 9,290 m² (100,000 sq. ft.) or greater to commission public art or provide cash in lieu. As the proposed new floor area is less than the 100,000 sq. ft. threshold, no public art contribution will be required.

Transportation - As part of the site's servicing obligations, a \$150,000 contribution from the owner towards a pedestrian activated signal to be implemented on Burrard Street at or near West 14th Avenue is required.

Offered Public Benefits

Rental Housing – The applicant has proposed 118 new rental units and with the existing 134 rental units, the combined total will be 252 residential units, all of which will be preserved as secured rental housing (non-stratified). The public benefit accruing from these units would be their contribution to the city's secured market rental housing stock for the longer of 60 years and the life of the building. Covenants would be registered on title to preclude the stratification and/or separate sale of individual units.

The proposed units meet the intent of the Rental 100 policy to create affordability through modest unit sizes, finishes and design considerations. This application includes studio, one-bedroom and two-bedroom apartments. Figure 5, under the Housing section of this report, indicates that the proposed rents for studio spaces are higher than both average rents citywide and for newer buildings on the Westside. As well, the cost of construction is higher than permitted under the DCL Bylaw. As such, the project is not eligible for a DCL waiver. While some of the rental levels are higher than the average rental rates for the Westside, this project meets the intent of providing a wide spectrum of rental options through the Rental 100 program and provides a type of unit that is seen as an affordable alternative to homeownership.

Community Amenity Contributions (CACs) – Within the context of the City's Financing Growth Policy, an offer of a Community Amenity Contribution to address the impacts of rezoning can be anticipated from the owner of a rezoning site. CAC offers typically include either the provision of on-site amenities or a cash contribution towards other public benefits and they take into consideration community needs, area deficiencies and the impact of the proposed development on City services.

The applicant has offered a total CAC package of \$2,170,845 which is to be allocated as follows:

- \$1,085,422 (50%) towards the provision of new childcare facilities in the Fairview/Kitsilano local areas;
- \$1,085,423 (50%) towards the purchase of heritage amenity from the Heritage Density Bank.

On September 25, 2013, Council approved amendments to the Transfer of Density Policy and Procedure to allow for the transfer of heritage amenity to be considered in rezonings on a Citywide basis. The applicant has offered to purchase heritage density with a value of \$1,085,423 – equivalent to approximately 1,551 m² (17,000 sq. ft.) of floor area. This purchase would help support Citywide heritage conservation by contributing to the reduction of the Heritage Density Bank. Staff supports a heritage density transfer being part of the public benefits delivered by this application and recommend that a letter of intent (Letter A) be submitted prior to the Public Hearing.

Real Estate Services has reviewed the applicant's development pro forma for this rezoning application and have concluded that the CAC offered by the property owner is appropriate, and recommend that the offer be accepted.

See Appendix F for a summary of the public benefits that would be achieved should this application be approved.

FINANCIAL IMPLICATIONS

As noted in the section on public benefits, the applicant has offered a total CAC package valued at \$ 2,170, 845, comprised of:

In-kind CAC:

- Purchase and transfer of heritage density valued at \$1,085,423 which will reduce the density bank by approximately 1,551 m² (17,000 sq. ft.).

Cash CAC:

- \$1,085,422 to be allocated towards the provision of childcare in and around the Fairview/Kitsilano areas.

Approval and timing of specific projects receiving CAC or Citywide DCLs will be brought forward as part of the Capital Plan and Budget process.

The site is subject to Citywide DCL and it is anticipated that the applicant will pay \$1,100,295 in DCLs (on new floor area).

The 252 market rental housing units, secured via a Housing Agreement for the longer of the life of the building(s) and 60 years, will be privately owned and operated.

As noted under the section on Public Benefits, there are no public art contributions associated with this rezoning.

CONCLUSION

Staff have reviewed the application to rezone the site at 1755 West 14th Avenue from RM-3 to CD-1 to increase the allowable density to permit development of a second rental building with secured market rental housing and conclude that the application is consistent with the Secured Market Rental Housing Policy (Rental 100). The application would allow for the addition of 118 new secured market rental units and secure a total of 252 market rental units

for the site. If approved, this application would make a contribution to the goals of providing a variety of housing options in the city and of increasing the amount of secured market rental housing accommodation.

A community amenity contribution has been offered and will be allocated towards childcare for the area and the purchase of heritage density from the Heritage Density Bank. Purchasing density from the Heritage Density Bank is a recognized public benefit as it supports heritage conservation in the city.

The proposed form of development represents an appropriate urban design response to the site and context and is therefore supportable. The Acting General Manager of Planning and Development Services recommends that the rezoning application be referred to a Public Hearing, together with a draft CD-1 By-law generally as set out in Appendix A, and that, subject to the Public Hearing, the application including the form of development, as shown in the plans in Appendix E, be approved in principle, subject to the applicant fulfilling the conditions of approval in Appendix B.

* * * * *

1755 West 14th Avenue
DRAFT CD-1 BY-LAW PROVISIONS

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

Zoning District Plan Amendment

1. This By-law amends the Zoning District Plan attached as Schedule D to By-law No. 3575, and amends or substitutes the boundaries and districts shown on it, according to the amendments, substitutions, explanatory legends, notations and references shown on the plan marginally numbers Z-___() attached as Schedule A to this By-law, and incorporates Schedule A into Schedule D, to By-law No. 3575.

[Note: Schedule A, not attached to this appendix, is a map that amends the City of Vancouver zoning map. Should the rezoning application be referred to Public Hearing, Schedule A will be included with the draft by-law that is prepared for posting.]

Uses

- 2.1 The description of the area show within the heavy black outline on Schedule A is CD-1 ().
- 2.2 Subject to Council approval of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in this By-law or in a development permit, the only uses permitted within CD-1 (), and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:
 - (a) Multiple Dwelling;
 - (b) Accessory Uses customarily ancillary to the uses listed in this section 2.2.

Number of buildings on site

- 3.1 Two principal buildings are permitted on this site.

Conditions of use

- 4.1 The design and lay-out of at least 25% of the dwelling units must:
 - (a) be suitable for family housing;
 - (b) include two or more bedrooms; and

- (c) comply with Council's "High Density Housing for Families with Children Guidelines".

Density

- 5.1 Computation of floor space ratio must assume that the site consists of 5 226 m² being the site size at the time of the application for the rezoning evidenced by this By-law, and before any lane dedications.
- 5.2 The floor space ratio for all uses must not exceed 3.45 floor space ratio, except that:
- (a) the floor area of the building existing on the site as of [*date of enactment of by-law*] must not be increased; and
 - (b) all new buildings on the site must not exceed the lesser of 1.47 floor space ratio, or a floor area of 7,680 m².
- 5.3 Computation of floor area must include:
- (a) all floors, including earthen floors, measured to the extreme outer limits of the buildings; and
 - (b) stairways, fire escapes, elevator shafts, and other features which the Director of Planning considers similar, measured by their gross cross-sectional areas and included in the measurements for each floor at which they are located.
- 5.4 Computation of floor area must exclude:
- (a) open residential balconies or sundecks, and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, except that:
 - (i) the total area of all such exclusions must not exceed 12% of the permitted floor area,
 - (ii) the balconies must not be enclosed for the life of the building;
 - (b) patios and roof gardens, if the Director of Planning first approves the design of sunroofs and walls;
 - (c) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which in the opinion of the Director of Planning are similar to the foregoing, those floors or portions thereof so used, which are at or below base surface, except that the maximum exclusion for a parking space must not exceed 7.3 m in length; and

- (d) amenity areas, including recreation facilities and meeting rooms, except that the total excluded area is not to exceed 10 per cent of the permitted floor area.
- (e) areas of undeveloped floors located:
 - (i) above the highest storey or half-storey and to which there is no permanent means of access other than a hatch, or
 - (ii) adjacent to a storey or half-storey with a ceiling height of less than 1.2 m;
- (f) floors located at or below finished grade with a ceiling height of less than 1.2 m;
- (g) all residential storage area above or below base surface, except that if the residential storage area above base surface exceeds 3.7 m² for a dwelling unit, there is to be no exclusion for any of the residential storage area above base surface for that unit;
- (h) bicycle storage at or below base surface, except there must be a secured and separate bicycle room equipped with bicycle racks capable of storing at least one bicycle for every four dwelling units; and
- (i) the top landing of any stair that opens on to a rooftop deck and leads to a mechanical, storage or service area, and the mechanical, storage or service area accessed by that stair.

5.5 The use of floor area excluded under section 5.4 must not include any purpose other than that which justified the exclusion.

Building height and length

- 6.1 Building height, measured above base surface to the top of the parapet, must not exceed 36.6 m.
- 6.2 Section 10.11 of the Zoning and Development By-law is to apply to this By-law, except that the Director of Planning may permit a greater height than otherwise permitted for mechanical appurtenances such as elevator machine rooms.

Building setbacks

- 7.1 The front yard setback must be a minimum of 6.1 m.
- 7.2 The rear yard setback must be a minimum of 7.65 m.
- 7.3 The west side yard setback for a new building adjacent to Burrard Street must be a minimum of 6.6 m measured from the Burrard Street Building Line.

Horizontal angle of daylight

- 8.1 Each habitable room must have at least one window on an exterior wall of a building.
- 8.2 The location of each such exterior window must allow a plane or planes extending from the window and formed by an angle of 50 degrees, or two angles with a sum of 70 degrees, to encounter no obstruction over a distance of 24.0 m.
- 8.3 Measurement of the plane or planes referred to in section 8.2 must be horizontally from the centre of the bottom of each window.
- 8.4 The Director of Planning or Development Permit Board may relax the horizontal angle of daylight requirement, if:
- (a) the Director of Planning or Development Permit Board first considers all the applicable policies and guidelines adopted by Council; and
 - (b) the minimum distance of the unobstructed view is not less than 3.7 m.
- 8.5 An obstruction referred to in section 8.2 means:
- (a) any part of the same building including permitted projections; or
 - (b) the largest building permitted under the zoning on any site adjoining CD-1 (___).
- 8.6 A habitable room referred to in section 8.1 does not include:
- (a) a bathroom; or
 - (b) a kitchen whose floor area is the lesser of:
 - (i) 10% or less of the total floor area of the dwelling unit, or
 - (ii) 9.3 m².

Acoustics

9. A development permit application will require evidence in the form of a report and recommendations prepared by a person trained in acoustics and current techniques of noise measurement, demonstrating that the noise levels in those portions of dwelling units listed below do not exceed the noise level set opposite such portions. For the purposes of this section, the noise level is the A-weighted 24-hour equivalent (Leq) sound level and is defined simply as noise level in decibels.

Portions of dwelling units	Noise levels (Decibels)
Bedrooms	35
Living, dining, recreation rooms	40
kitchen, bathrooms, hallways	45

1755 West 14th Avenue
PROPOSED CONDITIONS OF APPROVAL

Note: Recommended approval conditions will be prepared generally in accordance with the draft conditions listed below, subject to change and refinement prior to finalization of the agenda for the Public Hearing.

CONDITIONS OF APPROVAL OF THE FORM OF DEVELOPMENT

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by MCM Partnership and stamped "Received on August 7, 2015", subject to the following conditions, provided that the Acting General Manager of Planning and Development Services may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b) below.
- (b) That, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the Acting General Manager of Planning and Development Services, who shall have particular regard to the following:

Urban Design

- 1. Architectural expression will employ a palette of high quality durable materials and a refined detail finish.

Note to Applicant: The materials as indicated in the current submission satisfy this condition).
- 2. Design Development to improve the solar responsiveness of the proposed tower.

Note to Applicant: Detailed design development of the elevations should reflect their differing solar orientations to improve passive solar responsiveness of the building).
- 3. Design development to improve the termination of the tower.

Note to Applicant: Detailed design development should consider the termination of the tower as a skyline element and seek to improve its visual interest.
- 4. Consideration of design development to improve the overall sustainability strategy of the proposed development.

Note to Applicant: Recognising that the proposed development meets LEED Gold requirements, detail design development should consider ways to improve the energy performance of the development as a whole by exploring options for double glazing in the existing tower and adding solar panels for hot water, etc.

Crime Prevention through Environmental Design (CPTED)

5. Design development to take into consideration the principles of CPTED (Crime Prevention Through Environmental Design) having particular regard to reducing opportunities for:
 - (i) theft in the underground,
 - (ii) break and enter,
 - (iii) mischief and vandalism such as graffiti, and
 - (iv) mitigate possible CPTED concerns in the parking area.

Landscape Design

6. Design development to the successful retention of trees at the west edge.

Note to Applicant: An updated arborist report is required. To ensure tree retention at the west edge, the existing retaining wall, soil and grades should be maintained in situ.

7. Design development to grades, retaining walls, walkways and structural design to maximize soil volumes (exceed BCLNA Landscape Standard) to accommodate new and existing trees and plants.

Note to Applicant: Wherever possible, take advantage of natural soils and the water table by locating new trees at grade beyond the edge of the underground slab. It may be necessary to angle the corner of the underground slab downward (1 m across and 1.2 m) to maximize contiguous soil volumes. Planted landscapes on slab should be designed to maximize soil depths by lowering the slab, wherever possible, or providing tree wells, if necessary.

8. Design development to location of utilities.

Note to Applicant: avoid the awkward placement of utilities (eg. pad mounted transformers, "Vista" junctions, underground venting) visible to the public realm. Every effort should be made to integrate utility access into structures and behind lockable, decorative gates or screened with landscaping.

9. At time of first development permit, provision of:

- (i) Detailed Landscape Plan illustrating soft and hard landscaping.

Note to Applicant: The plans should be at 1/8": 1 ft. scale minimum. Where applicable, phased development should include separate landscape plans for individual buildings and adjacent open space. The Plant list should include the common and botanical name, size and quantity of all existing/ proposed plant material. Plant material should be clearly illustrated on the Landscape Plan and keyed to the Plant List. The landscape plan should include the public realm treatment (to the curb) and all existing or proposed street trees, adjoining walkways,

surface materials, PMT/Vista transformers and public utilities such as lamp posts, hydro poles, fire hydrants.

- (ii) 'Tree Removal/Protection/Replacement Plan' in coordination with arboricultural services, including the assessment of existing trees, retention value rating, retention feasibility, remediation recommendations, site supervision and letters of assurance for supervision.

Note to Applicant: given the size and complexity of the site, provide a large scale tree plan that is separate from the landscape plan. The plan should clearly illustrate all trees to be removed and retained, including any tree protection barriers and important construction management directives from the arborist report(s). Tree replacements are likely best located on the proposed phased landscape plans.

- (iii) Provision of detailed cross section through tree protection zones to indicate limits of excavation, special construction methods, footing design, grading and re-landscaping.
- (iv) Clarifications on the plan(s) for all landscape features (common areas, hardscaping, walls, trees, plantings) to be labeled as "retained" or "new".
- (v) Provision of detailed cross sections (minimum 1/4" inch scale) through all proposed common open spaces and semi-private patio areas (typical).

Note to Applicant: the sections should illustrate to scale the relationship between the underground slab, soil, tree root ball, retaining walls, steps, and part of the residential unit.

- (vi) Provision of an arborist report addendum.

- 10. Application of universal design principles in the outdoor spaces, such as wheelchair accessible walkways and site furniture.

Note to Applicant: special consideration should be given to the ground plane, including paving materials, grade changes, benches near entrances on site and at reasonable intervals for public use along streets and shared walkways. Ensure that pathways in the common amenity area allow for wheelchair manoeuvring.

- 11. Provision of the necessary supporting infrastructure to support urban agriculture, such as tool storage, hose bibs and potting benches at all common gardening locations.
- 12. provision of high efficiency irrigation for all planted areas and hose bibs in proximity to the shared urban agriculture garden plots.

Note to Applicant: to encourage patio gardening, consider providing hosebibs for all private patios equal and greater to 100 square feet (9.29 sq. m);

Housing

13. That the proposed total unit mix of 23% studio, 48% one-bedroom and 29% two bedroom units, be included in the Development Permit drawings.

Note to Applicant: Any changes in unit mix from the proposed rezoning application shall be to the satisfaction of the Chief Housing Officer.

14. The building is to comply with the High Density Housing for Families with Children Guidelines, and include a common amenity room with kitchenette (and an accessible washroom adjacent to this amenity room).
15. A common outdoor amenity area is to be provided which includes an area suitable for a range of children's play activity.

Engineering

16. Delete the portions of trellises shown encroaching over the south property line onto City property (Drawing no. A011).
17. Provision of access doors, with automatic openers, for access into all bicycle rooms provided on-site and also on doors providing cyclist access to the building exterior.
18. Clearly identify existing and proposed garbage storage areas such that they do not obstruct the required loading areas.
19. Please identify the specific number of bins and recycling totes for the site. Please reference the Garbage and Recycling Design Supplement available on our public web site. Note the recycling room does not appear to have an access point and is above the elevation of the loading bays which appear to provide at grade access to the lane. Clarify how bins/totes will be delivered to the lane for pick up.
20. Compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services.
21. Modify the bicycle parking to meet bylaw and design supplement requirements ensuring that the bicycle room(s) must not contain more than 40 bicycle spaces except where the additional bicycle spaces are comprised of lockers.
22. Label on plans, with a line and arrow, the route to be used by cyclists to travel between the bicycle rooms and the exterior of the building.
23. Provision of Class B loading spaces in compliance with the requirements of the Parking By-Law. Modification of the loading bay design is required to:

- (i) Provide a loading bay slope not exceeding 5%,
 - (ii) Provide a standard loading throat (1.6 m in width at 68 degrees) for each loading space,
 - (iii) Additional loading bay width of 3.8 m (12'6") is required for the second loading space, and
 - (iv) Provide a loading space length of 8.5 m with provision of space at the rear for unloading furniture etc.
24. An interconnected water service will be required for this development. Please contact Engineering Water Design branch for details.

CONDITIONS OF BY-LAW ENACTMENT

- (c) That, prior to enactment of the CD-1 By-law, the registered owner shall on terms and conditions satisfactory to the Director of Legal Services and to the Acting General Manager of Planning and Development Services, the General Manager of Engineering Services, the Chief Housing Officer and the Approving Officer, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

Engineering

1. Consolidation of Lots 12 to 20, Block 428, DL 526, Plan 3557 to create a single parcel and subdivision of that site to result in the dedication of the west 7 feet (the Building Line area) for road purposes.
2. Provision of a natural watercourse agreement. Records indicate a natural watercourse passes through this site, a legal agreement ensuring that should the watercourse be discovered or impact the site during development and beyond that its flow will not be obstructed.
3. Provision of a statutory right of way to accommodate a Public Bike Share Station (PBS).PBS requirements include:
 - (i) Size: At minimum, the smallest sized station at 16m x 4m must be accommodated. The physical station with docked bicycles is 2m wide and has a required bicycle maneuvering zone of 2m for a total width of 4m. The 2m maneuvering space may be shared with pedestrian space.
 - (ii) Location: The station must be located on private property while still clearly visible to the public with 24/7 public access and allowing for easy access to the street. Near the corner of 14th and Burrard is preferred.
 - (iii) Surface treatment: A hard surface is required with no utility access points within 150mm. Acceptable surfaces include CIP concrete (saw cut or broom finished), asphalt and pavers. Other firm, paved materials are subject to approval.

- (iv) Grades: The surface must be leveled with a maximum cross slope of 3% and have a consistent grade (i.e. no grade transitions) along the length with a maximum slope of 5%. At minimum, spot elevations at the four corners of the station must be provided.
 - (v) Sun exposure: No vertical obstructions to maximize sun exposure as station operates on solar power. Ideally the station should receive 5 hours of direct sunlight a day.
 - (vi) Power: Provision of an electrical service and electrical power is to be available in close proximity to the PBS station.
4. Provision of a Services Agreement to detail the on-site and off-site works and services necessary or incidental to the servicing of the site (collectively called the "services") such that they are designed, constructed and installed at no cost to the City and all necessary street dedications and rights of way for the services are provided. No development permit for the site will be issued until the security for the services are provided.
- (i) Provision of improved curb ramps and curb returns at the northwest and northeast corners of Burrard Street and 14th Avenue intersection.
 - (ii) Provision of a minimum 7'-0" (2.14 m) broom-finish sidewalk with saw-cut joints on Burrard Street.
 - (iii) Provision of street trees adjacent the site where space permits.
 - (iv) Note: Provision of a minimum 10'-0" (3.05 m) wide front boulevard with a sod lawn and large street trees on Burrard Street for the Public Realm. Vancouver Park Board to advise on largest trees applicable to the space.
 - (v) Relocation of the wood pole at the lane entry adjacent the site to provide for future unobstructed access by pedestrians to the widened sidewalks and improved public realm along Burrard Street. Confirmation that the pole can be relocated is required from all utility companies that use the pole.
 - (vi) Provision of a standard concrete lane crossing at the lane south of 13th Avenue on the east side of Burrard Street including adjustment of the curb returns and sidewalk on both sides of the lane entry to accommodate the crossing installation.
 - (vii) Provision of improved street lighting on both frontages of the site to LED standards and pedestrian scale lighting along the Burrard St frontage.
 - (viii) Provision of a cash contribution of \$150,000 towards a pedestrian activated signal at 14th Avenue and Burrard Street or nearby to provide improved safety for Burrard Street crossings and future bike facilities.

- (ix) Provision of adequate sewer (storm and sanitary) service to meet the demands of the project. The current application lacks the details to determine if sewer main upgrading is required. Please supply project details including floor area, projected fixture counts and other details as required by the City Engineer to determine if sewer system upgrading is required. Should upgrading be necessary then arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required to secure payment for the upgrading. The developer is responsible for 100% of any sewer system upgrading that may be required.
 - (x) Provision of adequate water service to meet the fire flow demands of the project. The current application lacks the details to determine if water main upgrading is required. Please supply project details including projected fire flow demands as determined by the applicants' mechanical consultant to determine if water system upgrading is required. Should upgrading be necessary then arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required to secure payment for the upgrading. The develop
5. Provision of all utility services to be underground from the closest existing suitable service point. All electrical services to the site must be primary with all electrical plant, which include but are not limited to, junction boxes, switchgear, pad mounted transformers and kiosks (including non BC Hydro Kiosks) are to be located on private property with no reliance on public property for placement of these features. There will be no reliance on secondary voltage from the existing overhead electrical network on the street right-of-way. Any alterations to the existing overhead/underground utility network to accommodate this development will require approval by the Utilities Management Branch. The applicant may be required to show details of how the site will be provided with all services being underground.

Housing

6. Make arrangements to the satisfaction of the Chief Housing Officer and the Director of Legal Services to enter into a Housing Agreement securing all residential units as secured market rental housing units for the longer of 60 years and life of the building(s), subject to the following additional conditions:
- (i) A no separate-sales covenant.
 - (ii) A no-stratification covenant.
 - (iii) That none of such units will be rented for less than one month at a time.
 - (iv) Such other terms and conditions, including in respect of form of development, as the Chief Housing Officer and the Director of Legal Services may in their sole discretion require.

Note to Applicant: This condition will be secured by a Housing Agreement to be entered into by the City by by-law enacted pursuant to section 565.2 of the Vancouver Charter.

Community Amenity Contribution (CAC)

7. Pay to the City the Community Amenity Contribution of \$ 2,170,845 which the applicant has offered to the City. Payment is to be made prior to enactment of the CD-1 By-law, at no cost to the City and on terms and conditions satisfactory to the Director of Legal Services. The \$ 2,170,845 is to be allocated towards local serving amenities and the purchase of heritage density.

Heritage Density Transfer

8. Secure the purchase and transfer of the value of \$1,085,423 of heritage density from a suitable donor site.

Note to Applicant: Given the stipulated value that the City attributes to the creation of new transferable bonus density, currently \$65.00 per buildable square foot as of this date, the City recognizes that the Owner may negotiate its best price to secure the required density at a lower cost, but in no event shall the City recognize the value of the density above \$65.00 per buildable square foot unless bona fide market conditions demonstrate transactional evidence to the contrary.

Note to Applicant: "Letter B" in the City's standard format is to be completed by both the owner(s) of the subject site, also referred to as the receiver site, and the owner of the donor(s) site, and submitted to the City prior to enactment together with receipt(s) of heritage density purchase, including the amount, sale price, and total cost of the heritage density.

Soils

9. If applicable:
 - (i) Submit a site profile to the Environmental Planning, Real Estate and Facilities Management (Environmental Contamination Team);
 - (ii) As required by the Manager of Environmental Planning and the Director of Legal Services in their discretion, do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter; and
 - (iii) If required by the Manager of Environmental Planning and the Director of Legal Services in their discretion, enter into a remediation agreement for the remediation of the site and any contaminants which have migrated from the site on terms and conditions satisfactory to the Manager of Environmental Planning, the General Manager of Engineering Services and Director of Legal Services, including a Section 219

Covenant that there will be no occupancy of any buildings or improvements on the site constructed pursuant to this rezoning until a Certificate of Compliance satisfactory to the City for the on-site and off-site contamination, issued by the Ministry of Environment, has been provided to the City.

Note to Applicant: Where the Director of Legal Services deems appropriate, the preceding agreements are to be drawn, not only as personal covenants of the property owners, but also as Covenants pursuant to Section 219 of the Land Title Act.

The preceding agreements are to be registered in the appropriate Land Title Office, with priority over such other liens, charges and encumbrances affecting the subject site as is considered advisable by the Director of Legal Services, and otherwise to the satisfaction of the Director of Legal Services prior to enactment of the by-law.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable charges, letters of credit and withholding of permits, as deemed necessary by and in a form satisfactory to the Director of Legal Services. The timing of all required payments, if any, shall be determined by the appropriate City official having responsibility for each particular agreement, who may consult other City

1755 West 14th Avenue
DRAFT CONSEQUENTIAL AMENDMENTS

DRAFT AMENDMENT TO THE PARKING BY-LAW NO. 6059

In Schedule C, add:

Address	By-Law no.	CD-1 no.	Parking Requirements
1755 West 14th Avenue			Parking, loading and bicycle spaces in accordance with the bylaw requirements per (date of enactment of CD-1 Bylaw).

1755 West 14th Avenue
ADDITIONAL INFORMATION

1. URBAN DESIGN ANALYSIS

Form of Development (see application drawings in Appendix E)

The proposed 12-storey building is within the allowable height of 120ft of RM-3 zoning and conforms to that zoning in the setbacks provided along both street frontages and to the laneway. 80ft separation is maintained between the existing tower and the proposed tower in line with general urban design parameters for separation of buildings above 60ft in height. The main deviation from RM-3 zoning proposed is in the dimensions of the tower floor plate. If the vacant portion of the site in which the tower is proposed was to be developed under zoning rather than through rezoning, we could expect development that conforms in height, setbacks and separation between the towers to what is proposed in the rezoning application under review. However, the dimensions of the floor plate of the new tower under zoning would be in the order of 50ft x 80ft rather than the 97ft x 80ft tower floor plate proposed. In assessing the impact of this new tower relative to the intent of the RM-3 zoning, and specifically the additional mass proposed to the tower footprint, staff have considered urban design parameters including view access, streetscape context, shadowing, and site coverage.

The Rental Incentive Guidelines apply to this site and help inform the way in which rental incentives are applied through the Secured Market Rental Housing Policy (R-100). The Guidelines direct staff to consider developments that adhere to existing heights and generally to applicable zoning parameters. Although this application proposes an increase in FSR, the addition of a new 12-storey residential building otherwise generally conforms to the requirements of the RM-3 zoning except in its proposed floor-plate dimensions.

Despite the larger floor plate, the tower is articulated at the corners in response to the adjacent towers which serves to break down the building mass. An offset and stepped massing of the building volumes is intended to reduce bulk and massing of the proposed tower and establish a relationship with the existing tower which uses a similar stepped plan form. This stepped massing is used to emphasize the corners of the building and provide visual interest. The design accentuates the horizontal and vertical structure as a preliminary building expression. Staff support the proposed massing but are recommending design development conditions at the development permit stage to ensure a high quality of material assembly and a resolved architectural expression. Additional form of development comments are contained within Appendix D.

With regard to site coverage, the addition of the proposed tower to the development lot increases site coverage but the total site coverage of the lot is still below the 50% threshold for developments to avail of the density bonuses under RM-3 zoning. The existing high quality open space amenity including mature trees and a swimming pool east of the existing tower, remains intact through development. The space between the existing and proposed towers is developed as high quality new landscaping including lawn areas, garden plots for urban agriculture and a dedicated children's play area, as well as patio areas directly contiguous to new amenity spaces at grade in the proposed tower. In tandem with new perimeter planting to the lane and the maintaining of significant mature trees to the street frontages, the form

of development proposed maintains existing and provides new high quality landscape amenity as per the intent of the district zoning.

With regard to view access and daylight access, the location of the tower at the west of the site in tandem with the separation distance east to the existing building ensures good daylight access to residential units, and the lack of new development to the east of the site minimizes the adverse impacts of new development on the existing residential development at the corner of Burrard St. and Pine St. This location also minimizes impacts on views north across the site to Downtown and the North Shore by locating by leaving the space to the east between the existing development on the lot and the neighbour to the east unencumbered by new development, while locating the proposed new tower west on the site in a location where views are already substantially blocked by the existing 12-storey condo tower immediately to the north across the residential lane. Staff would also note that the existing building on the development lot and the mature tree canopy along W14th Ave. limit views to the north at present.

With regard to shadowing and overlooking, direct overlook is mitigated by the providing a minimum 80ft separation to all adjacent development over 60ft in height. The proposed development would result in shadowing to existing residential developments across the residential lane to the north and east, however this shadowing is not significantly greater as a result of the development of the larger footprint proposed than would be the case under zoning. Furthermore, staff note that the location of the proposed new tower maintains a rhythm of building mass in a tower forms with open views between consistent with the built character of the neighbourhood, and that it maintains setbacks and separation distances as per typical urban design guidance; as such this shadowing is not an unexpected outcome of redevelopment.

With regard to neighbourhood and streetscape context, staff would again note that tree retention proposed maintains the existing streetscape context to W14th Ave. and that the proposed tower placement and separation from existing towers is consistent with streetscape expectations under RM-3 zoning. Through the application review process, staff heard comments from neighbours regarding the interface of towers with existing lower scaled residential development to the south across W14th Ave. Staff would note that the boundary between the taller scaled RM-3 zoning and lower scaled RT-5 zoning is W14th Ave. and that towers under RM-3 zoning are not expected or required to develop with a transitional podium massing at street level; therefore the interface of the existing tower to the duplexes across the road is an expected outcome of the zoning and is supported by staff. Perimeter landscape treatments to the development lot along W14th Ave and Burrard St. remove continuous landscape walls and gates in front of the existing building and pool to provide more visual interest to aid in streetscape compatibility.

Through the application review process the majority of concerns raised by the neighbourhood were related to traffic and parking impacts. From a form of development perspective, staff heard concerns around the lack of transitional massing through the development of a podium; potential shadowing and view blockage; and, overlooking concerns generated by a townhome component in the eastern portion of the site that was removed through design development and does not form a part of the application being considered in this report. Staff are satisfied that the application under review adequately addresses these concerns as outlined previously in this report.

The application received the support of the Urban Design Panel at review on January 29th, 2014. The Panel offered advice and direction on a number of development issues related to contextual fit of the proposed tower as it relates to massing and expression; the appropriateness of the townhome block proposed in that iteration of the design as it related to the provision of high quality open space on the site; and the quality of the open space provided between the two towers as it relates to the interface with both new and existing rental buildings. As a direct result of panel commentary, the townhome component was removed to retain existing open space amenity at the east end of the site. As panel support of the project indicates, the panel broadly supported the proposed tower and thought it demonstrated good contextual fit while acknowledging that it would be a significant intervention in the neighbourhood. Panel commentary included direction on design development recommendations to ensure that at detailed design stage the proposed tower improves its solar response and sustainability strategy as well as the termination of the tower roof in the skyline. Staff have addressed these concerns as appropriate to the rezoning stage of the project in the conditions of rezoning included in this report.

Subject to the conditions contained in this report, staff support the proposal for the addition of a second 12-storey rental tower to an existing rental site within existing RM-3 zoning and are satisfied that the form of development proposed demonstrates contextual fit with adjacent development and that a sufficiently high quality of open space and daylight access is maintained through the proposed development.

2. URBAN DESIGN PANEL

A.	
B.	Urban Design Panel Minutes
C.	Date: January 29, 2014

1. Address:	1755 West 14 th Avenue
DE:	N/A
Description:	To construct one 12-storey multiple dwelling building and one 3-storey townhouse building, allowing for the retention of the existing 13-storey, market rental building. This development proposes a total of 122 new market rental units. This rezoning application is being considered under the Rental 100: Secured Market Rental Housing Policy.
Zoning:	RM-3 to CD-1
Application Status:	Rezoning
Review:	First
Architect:	Musson Cattell Mackey Partnership
Delegation:	Mark Whitehead, Musson Cattell Mackey Partnership Peter Odegaard, Musson Cattell Mackey Partnership Peter Kruek, Durante Kruek Landscape Architects
Staff:	Janet Digby and Colin King

EVALUATION: SUPPORT (6-1)

- **Introduction:** Janet Digby, Rezoning Planner, introduced the proposal and gave an overview of the policy background for the proposal. The intent of the Rental 100 policy is to encourage private sector development of market rental housing and to ensure that they remain rental units for the long term. Since development of market rental housing has been seen to be economically challenging in recent years, the policy provides a variety of incentives to improve the financial picture for developers. Specifically these include an increase in density and height, reduction in parking, relaxation of unit sizes, DCL waiver and concurrent processing. As well many applications are not accessed with a CAC and that is based on a pro forma review of the project finances. Ms. Digby noted that this proposal is an infill project in that there are large site areas available for further development of rental housing. In addition to the policy there are some guidelines. Relevant to this proposal are two provisions: one is that additional floor area can be granted based on projects being subject to urban design review and the City's livability standards. Also, there are some general guidelines that relate to multi-family developments. These are that tenants are not to be displaced and for applications in RM-3 zoning, the rezoning proposal must adhere to the existing height limits with is 120 feet.

Colin King, Development Planner, further described the proposal to add a second tower and townhouse development to the existing rental complex. He described the context noting there are a number of four and twelve storey residential buildings in the area as well as some low scale residential. Currently the site has a 12-storey building with 135 units, gardens and a pool at ground level as well as two levels of parking for 177 stalls. The proposal comprises of the addition of two rental buildings. These include a six unit 3-storey stacked townhouse form as well as a 12-storey tower with 116 units and new parking levels and the relocation of the pool to an area between the towers. Mr. King described the zoning for the proposal and mentioned that the RM-3 zoning is essentially an outright zone for medium density residential. This means that there are no design guidelines but instead an objective to achieve a higher quality of parking, open space and daylight access through floor area density bonuses. As well he described the access as per current arrangements for the parkade as well as what has been proposed with the new development. As well he noted that significant trees around the perimeter of the site will be retained.

Advice from the Panel on this application is sought on the following:

General commentary was sought from the Panel on the overall success of architectural and landscape design proposals and with particular advice on the following:

- The contextual fit of the new tower as it relates to massing and expression.
- The townhome component of new development as it relates to the provision of open space across the site and the creation of a transitional massing element within the streetscape.
- The quality of the open space provided between the towers as it relates to the interface with both new and proposed rental buildings and with West 14th Avenue.

Ms. Digby and Mr. King took questions from the Panel.

- **Applicant's Introductory Comments:** Mark Whitehead, Architect, further described the proposal and noted the neighbourhood plan that identifies rental towers in the area. All

those buildings were built in the 1970's. He said that the proposal will set a precedent for this type of development. In terms of the parkade, it needs to be maintained, which determined how buildings were added to the site. They wanted to put as many units as possible per floor and ended up with 10 units per floor. Four are two bedrooms and the rest are studios and one bedrooms. Mr. Whitehead described the architectural plans for the proposal noting that in terms of massing the, they tried to take some cues from the existing building. The townhouses are wood frame structures and slab on grade. He described the colour and material palette noting that they will be lighter in colour than the existing building. In term of LEED™, the slab extensions provide sun shading on the southwest and east and are carried over on the north for continuity. He added that they will be pursuing LEED™ Gold and using water based heating systems and insulation of the slab extensions.

Peter Kruek, Landscape Architects, described the landscaping plans and mentioned that there is a mature landscape already on the site. The townhomes have entrances off West 14th Avenue and also an entrance at the back. The ground floor units have patio areas with a garden. He said they aren't planning on adding any landscaping around the existing tower as it was upgraded recently. The common amenity has access from the towers and with the grade change the pool deck has a set of stairs with the change rooms within the new tower. There are trees along Burrard Street that will be retained. As well there is urban agriculture planned in the slot between the buildings.

The application team took questions from the Panel.

- **Panel's Consensus on Key Aspects Needing Improvement:**
 - Design development to improve solar response;
 - Design development to improve the termination of the tower;
 - Consider removing the townhouse block and leaving the pool in its current location;
 - Consider moving the garden plots to the roofs of the new towers;
 - Consider improving the sustainability strategy.
- **Related Commentary:** The Panel supported the proposal and thought it was a good contextual fit.

The Panel acknowledged that the proposal is going to be a significant intervention on the neighbourhood however they did support the project as it is providing additional rental units. As well they liked that there is a number of units for family housing being offered.

The Panel thought the proposal had been well-handled given the size and massing of the development. As far as the expression was concerned the Panel thought the applicant had taken the context of the existing building into consideration by providing horizontal and vertical lines that are picked up in the new buildings. Some Panel members thought there was an opportunity to break away from that somewhat and create something a little more distinctive that responds more to passive solar response and the different orientations and scale of the street.

Several Panel members thought the termination of the tower could be use some design development to make it more interesting.

The Panel thought the townhouse block was a good transitional piece but there was some concern around whether or not it was an appropriate addition to the site. They noted that the townhouse block puts pressure on the neighbourhood amenity of the open space and the landscape concept. Some of the Panel members thought the pool was moved out of a program need to add townhomes rather than have it in a sunny location that was integrated with other functions like the children's play area.

Some Panel members thought the garden plots on the lane didn't work and thought that they could be added to the roof along with an outdoor amenity space.

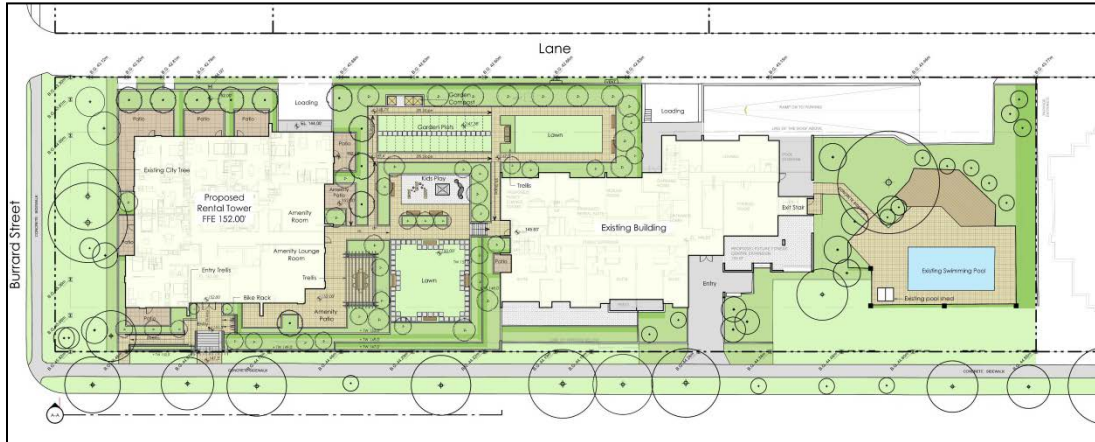
It was noted that since there may be a number of children moving onto the site and would be attending local schools, that perhaps there was a need to add a traffic light on Burrard Street.

Some Panel members thought the applicant could improve the sustainability strategy such as adding solar panels for domestic hot water. As well they thought the entire energy performance of the project could be improved by looking at the potential for double glazing in the existing tower.

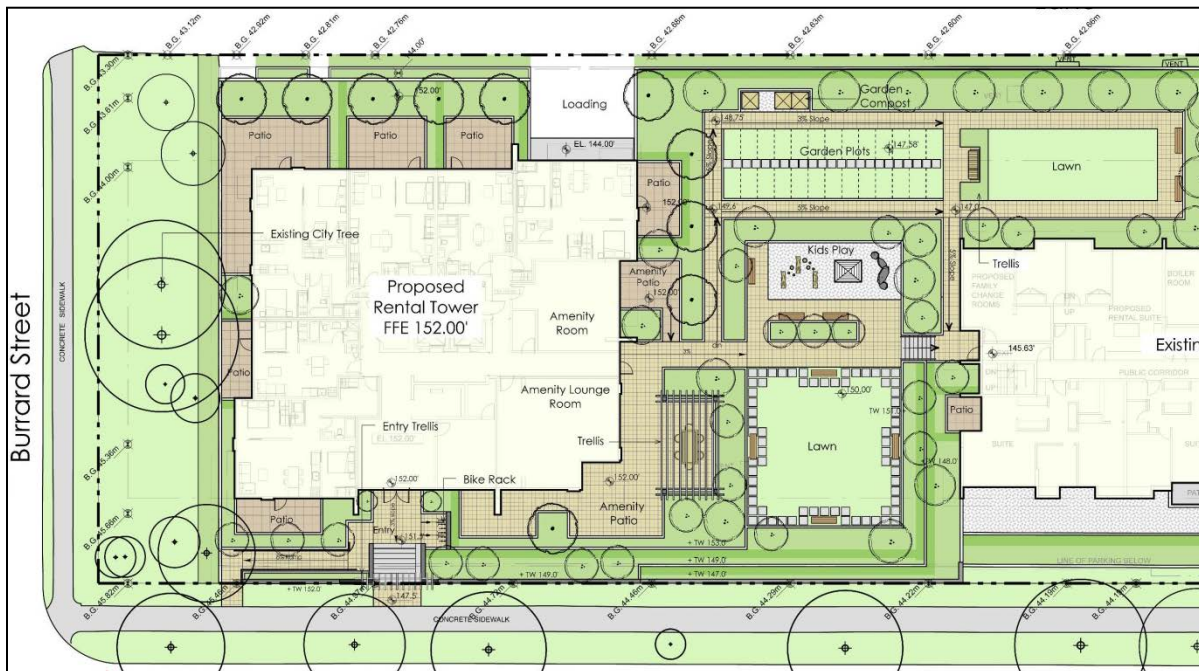
- **Applicant's Response:** Mr. Whitehead said he appreciated the comments. He agreed that the issue of the pool keeps coming up. They did a shadow study regarding the location and have met with the residents with that in mind. Mr. Whitehead said he would be happy to revisit the issue.

1755 West 14th Avenue Form of Development

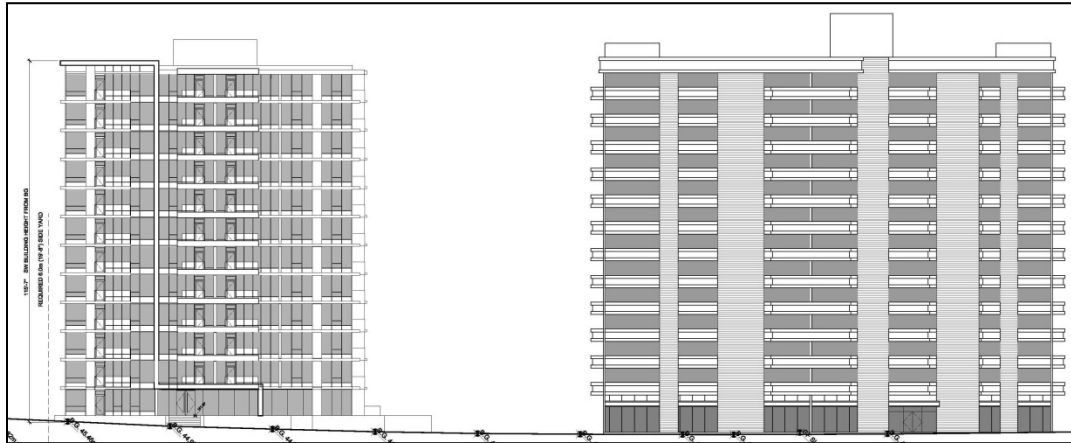
Site Plan



Proposed Landscaping around New Tower



Streetscape Showing New Building on the Left and Existing Building on the Right



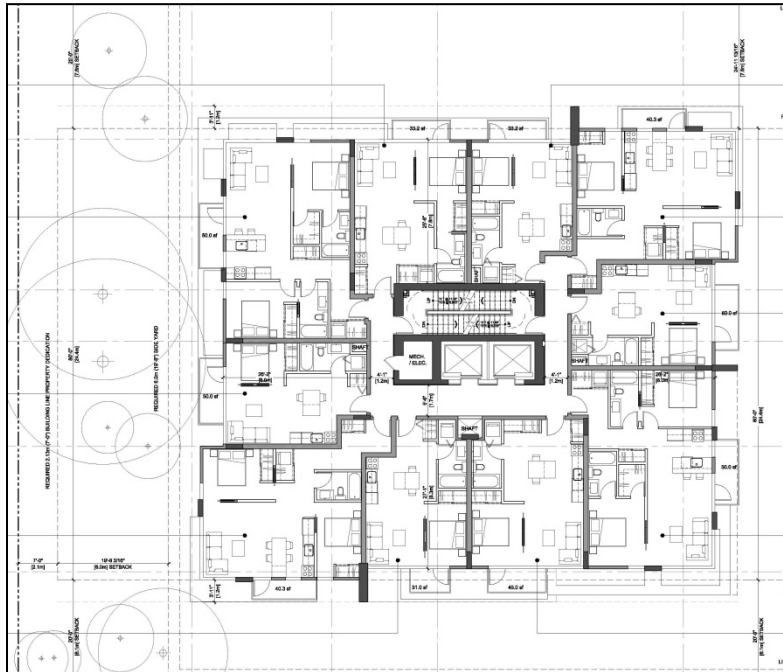
North Elevation of New Building



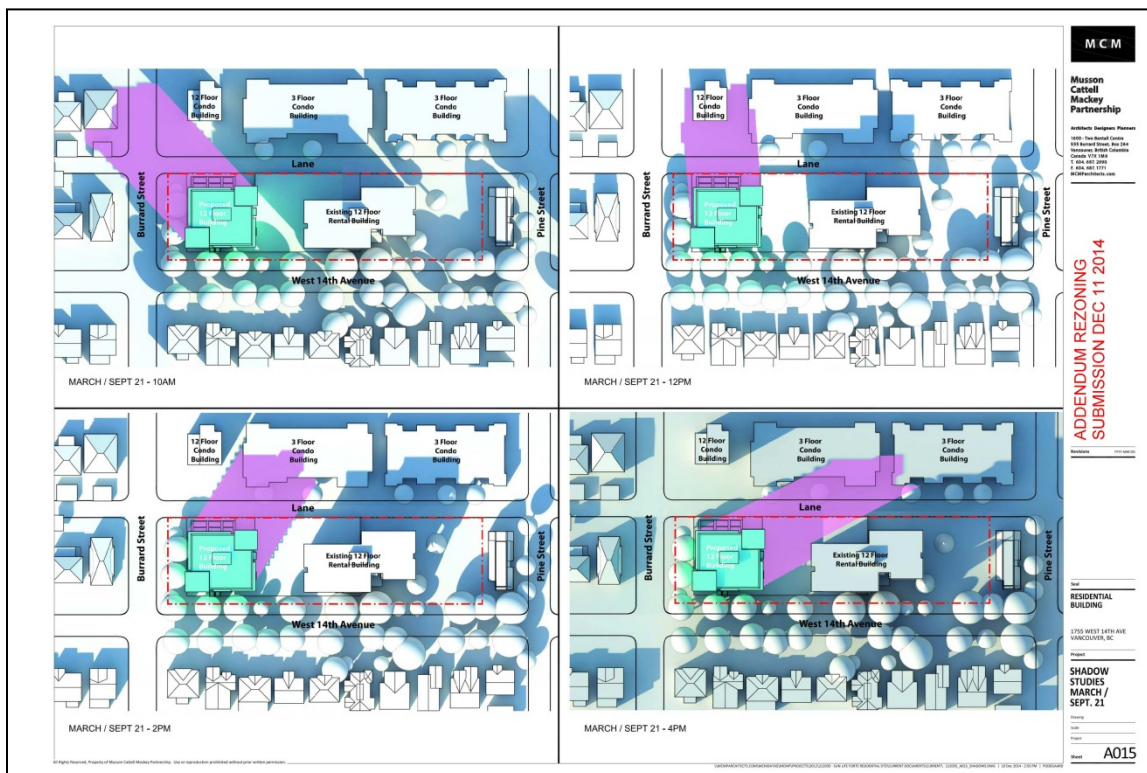
West Elevation of New Building



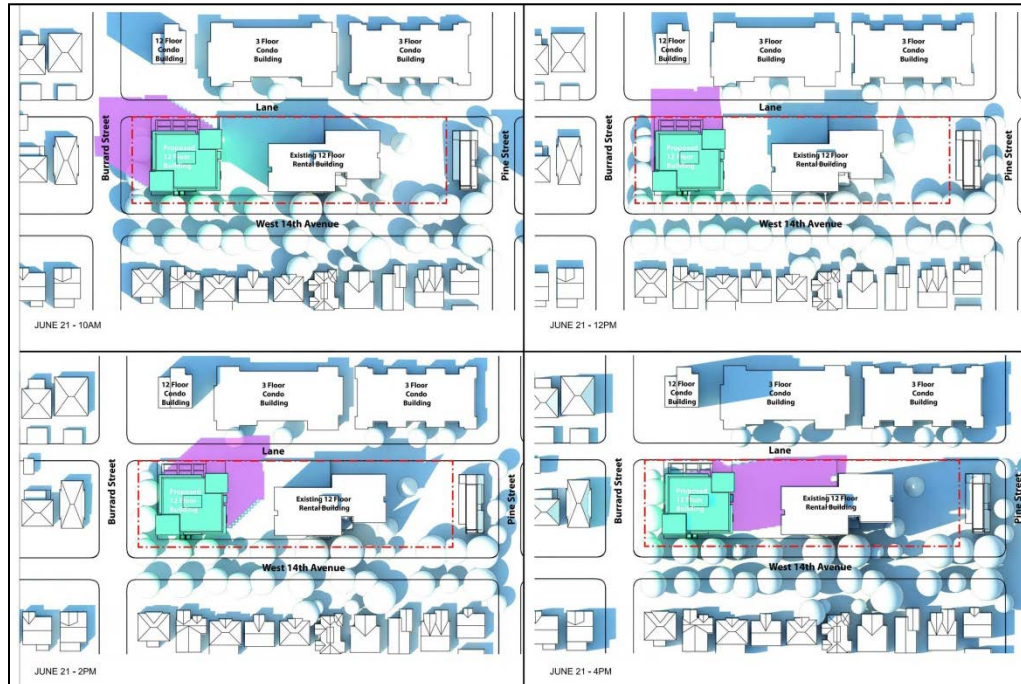
Typical New Tower Floor Plate



Shadow Studies: March/ September 10:00 AM, Noon, 2:00 PM and 4:00 PM



Shadow Studies: June 10:00 AM, Noon, 2:00 PM and 4:00 PM



1755 West 14th Avenue
PUBLIC BENEFITS SUMMARY

Project Summary:

Residential tower with 116 new secured market rental units in addition to two additional rental units in an existing 134 unit rental building for a combined total of 252 secured market rental units.

Public Benefit Summary:

252 dwelling units secured as market rental housing for 60 years or life of building as well as contributions to childcare facilities in the local area and heritage conservation..

	Current Zoning	Proposed Zoning
Zoning District	RM-3	CD-1
FSR (site area =5,226 m ²)	1.65	3.45
Floor Area (m ² .)	8,623 m ²	18,030 m ²
Land Use	Residential	Residential

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (Citywide) (On new floor area only)	0	\$ 1,100, 295
	Public Art	N/A	N/A
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		\$1,085,422
	Cultural Facilities		
	Green Transportation/Public Realm		150,000
	Heritage (transfer of density receiver site)		\$1,085,423
	Affordable Housing		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		0	\$3,421,140

* Other Benefits (non-quantified components):

252 market rental housing units secured for the longer of 60 years or the life of the building

* DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification. For the Citywide DCL, revenues are allocated into the following public benefit categories: Engineering (7%); Replacement Housing (30%); and Parks (63%).

1755 West 14th Avenue
APPLICANT AND PROPERTY INFORMATION

Applicant and Property Information

Address	1755 West 14th Avenue
Legal Descriptions	Lots 12-20,Block 428,Plan 3557 DL 526
Developer	Bentall Kennedy (Canada) LP
Architect	MCM Partnership
Property Owner	Sun Life Assurance Company of Canada Inc.

Development Statistics

	Development Permitted Under Existing Zoning	Proposed Development
ZONING	RM-3	CD-1
SITE AREA	5,226 m ²	same
USES	Residential	Residential
FLOOR AREA	8,623 m ²	18,030 m ²
Floor Space Ratio (FSR)	1.65 FSR	3.45 FSR
HEIGHT	120 feet	120 feet
PARKING, LOADING AND BICYCLE SPACES	As per Parking By-law	As per Parking By-law