**P4** 



# CITY OF VANCOUVER

# POLICY REPORT DEVELOPMENT AND BUILDING

Report Date:February 21, 2007Author:A. RileyPhone No.:604.871.6269RTS No.:06446VanRIMS No.:11-3600-10Meeting Date:March 13, 2007

TO: Vancouver City Council

FROM: Director of Planning

SUBJECT: CD-1 Rezoning - 5909-5989 Oak Street

#### RECOMMENDATION

- A. THAT the application by Stuart Howard Architects Inc. on behalf of the Eden Group of Companies to rezone 5909-5989 Oak Street (Lots 1 to 5, Block 1014, District Lot 526, Plan 7502) from RS-1 to CD-1, to permit Multiple Dwelling use consisting of 31 townhouses at a floor space ratio of 1.0, be referred to Public Hearing, together with:
  - (i) plans received September 29, 2006 and November 24, 2006;
  - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
  - (iii) the recommendation of the Director of Planning to approve, subject to conditions contained in Appendix C;

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 the Public Hearing.

B. THAT, subject to approval of the rezoning at a Public Hearing, the Subdivision By-law be amended as set out in Appendix B; and

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

#### **GENERAL MANAGER'S COMMENTS**

The General Manager of Community Services RECOMMENDS approval of A and B.

#### COUNCIL POLICY

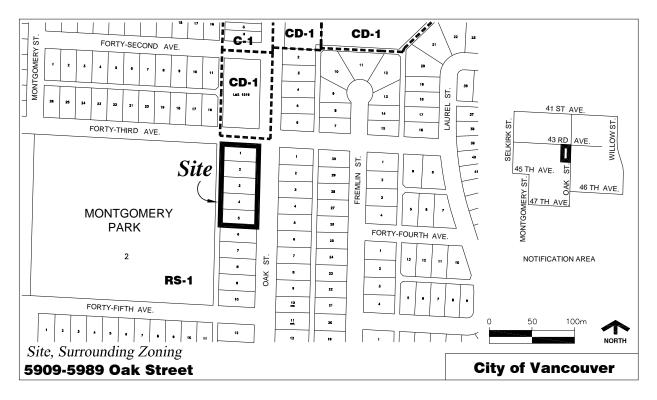
Relevant Council policies for this site include:

- Oakridge Langara Policy Statement, approved by Council on July 25, 1995.
- Arbutus Ridge/Kerrisdale/Shaughnessy Community Visions, approved by Council on November 1, 2005.

#### PURPOSE AND SUMMARY

This report assesses an application to rezone five single-family lots from RS-1 (Residential Single-Family) to CD-1 (Comprehensive Development) to permit development of Multiple Dwelling use consisting of 31 two-storey townhouses at a 1.0 floor space ratio (FSR). The site is located within an area identified in the Oakridge Langara Policy Statement (OLPS) where rezoning to this use and density is supported.

Staff recommend that the application be referred to a Public Hearing and be approved with conditions.



#### BACKGROUND

With the exception of unique large sites, the OLPS identifies lands in three general categories related to their rezoning potential: (a) high-priority sub-areas, which are considered suitable for rezoning; (b) reserve sub-areas, where unanimous support is required of property owners or proximity within 500 m (1,600 ft.) of a planned transit station; and (c) remaining areas where no changes are supported.

The subject site is located in a sub-area designated as a high priority for rezoning. This subarea includes the west side of Oak Street between 43<sup>rd</sup> and 46<sup>th</sup> avenues, and the east side of Oak Street between the lane south of 41<sup>st</sup> Avenue and 46<sup>th</sup> Avenue. It is intended to serve as a transition between the commercial, institutional, and higher density residential uses located around the intersection of Oak Street and 41<sup>st</sup> Avenue and the single-family neighbourhood area to the south, which is to remain as an RS-1 District. (Refer to Appendix D for site and surrounding zoning and development information).

#### DISCUSSION

**Use:** The proposed Multiple Dwelling use in a townhouse form is consistent with what the OLPS anticipates for this sub-area.

**Density:** The policy applicable to this sub-area supports townhouse development at 0.8 to 1.0 FSR with the ability to achieve an increase of up to 20% for the provision of City desired public benefits. The applicant proposes 31 townhouse units at 1.0 FSR with no additional bonus density; this results in a total floor area of 4 005 m<sup>2</sup> (43,111 sq. ft.).

**Form of Development:** (Plans in Appendix E). The proposed form of development consists of three rows of two-storey townhouses, with one row fronting onto Oak Street, one row fronting onto 43<sup>rd</sup> Avenue, and one row parallel to the rear lane and fronting onto a central courtyard. Pedestrian access to all units will be directly from the streets onto which they front, except for the units fronting onto the courtyard which will be accessed by several walkways from Oak Street, 43<sup>rd</sup> Avenue, and the rear lane. A common amenity room for the use of the development's residents is located above the ramped entrance to the underground parking and accessed from the courtyard.

The OLPS provides that the building height maximum for the sub-area in which the site is located should be generally 9.2 m (30 ft.). The surrounding RS-1 District has an outright height limit of 9.2 m (30 ft.) and a discretionary limit of 10.7 m (35 ft.). This application proposes a maximum building height of 10.7 m (35 ft.) to accommodate the grade change at the north end of the site. The proposed maximum height is appropriate because: (a) the development provides a well-considered transition from the three-storey residential building to the north and the existing single-family development to the south; (b) the height differential between the City boulevard and the base of the development along the site's street frontages is attractively managed with well-articulated, low-profile retaining walls and landscaping; and (c) the proposed building heights allow for pitched roof forms which create a better fit with the residential character of the surrounding neighbourhood.

The application proposes a setback of 3.65 m (12.0 ft.) along Oak Street, a setback of 3.65 m (12.0 ft.) from the rear property line stepping to 1.15 m (3.8 ft.) for the side elevation of the

43<sup>rd</sup> Avenue fronting units, and a setback of 2.43 m (8 ft.) along 43<sup>rd</sup> Avenue and from the south property line. Bay window projections are proposed to extend 0.46 m (1.5 ft.) into these setback areas. Staff believe that the proposed setbacks are appropriate; however, as the proposed bay windows contribute to the development's overall bulk and massing and to useable floor area, staff are requiring that the bay windows comply with the proposed setbacks, such that they do not project beyond these limits.

The Urban Design Panel unanimously supported the application in its review of November 22, 2006 (see minutes in Appendix D).

Staff support the proposed form of development and recommend that it be approved subject to conditions which seek additional design development at the development application stage (see draft By-law provisions in Appendix A and design development conditions in Appendix C).

**Parking:** The applicant proposes 57 parking spaces for residents and 3 parking spaces for visitors provided in a below-grade parkade under the proposed development and accessed by a ramp from the rear lane.

**Public Benefit:** Oakridge-Langara has an area-specific Development Cost Levy (DCL) By-law: a DCL of \$18.84 per square metre is required to be paid toward public benefits at the building permit stage. The Oakridge/Langara Public Benefits Strategy anticipates that proposals on smaller rezoning sites with limited redevelopment potential (i.e., 1.0 FSR or less) are not economically able to offer a Community Amenity Contribution (CAC), and therefore no CAC for this project is anticipated.

**Public Input:** On October 25, 2006, a notification letter was sent to property owners within the notification area (shown on the map on p. 2 of this report), and rezoning information signs were posted on the site. One letter was received, from a nearby resident who expressed concern that the neighbourhood could not handle any further increase in density or traffic (refer to Appendix D for further discussion of Public Input). No one came to City Hall to view plans, and only one phone call was received, from a local resident who wished to confirm details of the proposal.

#### FINANCIAL IMPLICATIONS

There are no financial implications with respect to City budget, fees, or staffing.

#### CONCLUSION

Planning staff conclude that the application is consistent with the OLPS in terms of achieving a compatible and liveable ground-oriented townhouse development in this high-priority subarea for rezoning. The Director of Planning recommends that the application be referred to Public Hearing and approved with conditions outlined in Appendix C.

\* \* \* \* \*

## 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.

Uses

- Dwelling Uses, limited to Multiple Dwelling.
- Accessory Uses customarily ancillary to Multiple Dwellings.

## Density

- The number of dwelling units on the site must not exceed 31.
- A maximum floor space ratio of 1.00.
- The following shall be included in the computation of floor space ratio:
  - (a) all floors having a minimum ceiling height of 1.2 m, including earthen floor, both above and below ground level, to be measured to the extreme outer limits of the building;
  - (b) stairways, fire escapes, elevator shafts and other features which the Director of Planning considers similar, to be measured by their gross cross-sectional areas and included in the measurements for each floor at which they are located.
- The following shall be excluded in the computation of floor space ratio:
  - (a) open residential balconies or sundecks, and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing;
  - (b) patios and roof gardens, provided that 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:
    - (i) are at or below the base surface, provided that the maximum exclusion for a parking space shall not exceed 7.3 m in length; or
    - (ii) are above the base surface and where developed as off-street parking are located in an accessory building situated in the rear yard, provided that the maximum exclusion for a parking space shall not exceed 7.3 m in length.
  - (d) amenity areas, including day care facilities, recreation facilities, and meeting rooms, to a maximum total of 10 percent of the total permitted floor area;
  - (e) areas of undeveloped floors which are 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) all residential storage space above or below base surface, except that if the residential storage space above base surface exceeds 3.7 m2 per dwelling unit, there will be no exclusion for any of the residential storage space above base surface for that unit;

(g) where exterior walls greater than 152 mm in thickness have been recommended by a Building Envelope Professional as defined in the Building By-law, the area of the walls exceeding 152 mm, but to a maximum exclusion of 152 mm thickness, except that this clause shall not apply to walls in existence prior to March 14, 2000.

# Height

• A maximum of 10.7 m (35 ft.), measured from base surface.

## Setbacks

- A minimum setback of 3.65 m (12.0 ft.) from the east front-yard property line.
- A minimum setback of 2.43 m (8.0 ft.) from the north side-yard property line.
- A minimum setback of 2.43 m (8.0 ft.) from the south side-yard property line.
- A minimum setback of 1.15 m (3.8 ft.) from the west rear-yard property line for the first 12 m (40 ft.) from West 43<sup>rd</sup> Avenue, and a minimum setback of 3.65 m (12.0 ft.) for the remainder.

#### Parking

• Any development or use of the site requires the provision and maintenance, in accordance with the requirements of, and relaxations and exemptions in, the Parking By-law, of off-street parking spaces and bicycle spaces, all as defined under the Parking By-law, except that there must be at least one parking space for each dwelling unit.

#### Acoustics

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

Portion of Dwelling Unit	Noise Level (Decibels)
bedrooms	35
living, dining, recreation rooms	40
kitchen, bathrooms, hallways	45

# SUBDIVISION BY-LAW AMENDMENT

A consequential amendment is required to delete Lots 1 to 5, Block 1014, District Lot 526, Plan 7502 from the RS-1 maps forming part of Schedule A of the Subdivision By-law.

#### 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 finalisation of the agenda for the Public Hearing.

#### FORM OF DEVELOPMENT

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by Stuart Howard Architects Inc., and stamped "Received by the City Planning Department", September 29, 2006 and November 24, 2006, provided that the Director of Planning 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 Director of Planning who shall have particular regard to, among other things, the following:

Design Development:

(i) Clarification on the drawings, indicating the materiality.

Note Applicant: The base treatment should be predominately brick as suggested on the presentation drawings and consistently applied to all building elevations. Siding where it might occur should have a dimensional thickness similar to wood siding.

(ii) Design development to improve the public realm interface along Oak Street, providing a second inner row of trees inside the property line.

Note to Applicant: A second row of trees is to be located inside the property line, providing a three foot clear width. Consider realigning entry stairs perpendicular to the main entry doors to achieve sufficient spacing for trees.

(iii) Design development to the lane edge conditions, providing a layered landscape border and improving the orientation and visual connections of the rear facing townhouses towards the lane and the park.

Note to Applicant: Provide at the lane edge a three foot landscape setback with a raised curb edge, a continuous row of trees and low level pedestrian lighting. Fences should be located inside, to the east of the landscaped setback, with gated entries and specialty paving. The width of the inner courtyard may be reduced slightly to achieve these objectives.

(iv) Design development to enclose and cover all open exit stairs to the parking structure, integrating with the architecture.

Note to Applicant: Stair enclosures should be consistent with the architectural material and detail expression.

(v) Design development to improve dwelling unit identity through minor variations in architectural detailing.

Note to Applicant: Provide small differences in detailing at entries, porches etc. that distinguish and define dwelling unit individuality.

(vi) Design development to the landscape courtyard, creating areas of special interest and focus, providing more variety and opportunities for social interaction.

Note to Applicant: The trellis element should be broken up into smaller, less continuous sections, allowing for more openness and views to the sky. Provide areas of special focus with bench seating and a water feature.

(vii) Design development to the common amenity room, providing detailed floor plans.

Note to Applicant: The space should provide a small kitchen, washroom, storage, and gathering space. Consideration should be given to provide a fireplace.

(viii) Clarification on the drawings, identifying all rooms and interior spaces.

Note to Applicant: Rooms in parking structure have not been identified.

CPTED (Crime Prevention through Environmental Design):

(ix) Design Development to take into consideration the principles of CPTED.

Landscape:

(x) Design development to provide a layered planting strip within the back boulevard (between the sidewalk and the property line) along Oak Street and West 43rd Avenue.

Note to Applicant: The planting strip should be comprised of a layered low planting, mature height and width not to exceed three foot by three foot, with a minimum one foot lawn strip adjacent to the public sidewalk, to the satisfaction of the General Manager of Engineering Services.

- (xi) Provision of a high-efficiency irrigation system in all landscape common areas and hose bibs in all private landscaped patio areas (to be illustrated on the Landscape Plan).
- (xii) Provision of night-lighting within the common courtyard area (to be illustrated on the Landscape Plan).
- (xiii) Provide a legal survey illustrating the following information:
  existing trees 20 cm calliper or greater on the development site; and

- the public realm (property line to curb) including existing street trees, street utilities such as lamp posts, fire hydrants, etc. adjacent to the development site.
- (xiv) Provide at the development permit stage a full Landscape Plan illustrating proposed plant materials (common and botanical names), including sizes and quantities, paving, walls, fences, and other landscape elements including site grading. The Landscape Plan should include notation to confirm all existing trees to be removed and an outline of the proposed underground parking garage.
- (xv) Provision of section details at a minimum scale of ¼"=1'-0'scale to illustrate proposed landscape elements including planters on building structures, benches, fences/gates, arbours and trellises, posts and walls, and water feature. Planter section details should confirm depth of proposed planting on structures.
- (xvi) Provision of notation on the Landscape Plan to read:
  - For new street tree planting: "Final species, quantity and spacing to the approval of the General Manager of Engineering Services and Park Board. Contact Eileen Curran, ph: 604.871.6131, Engineering Services about street tree spacing and quantity. Contact Bill Stephen, Phone: 604. 257.8587, Park Board about tree species".
  - For City tree removal: "City tree removal with permission of the General Manager of Engineering Service".

## AGREEMENTS

- (c) That, prior to enactment of the CD-1 By-law, the registered owner shall, at no cost to the City:
  - (i) Provide to the Director of Legal Services a title charge summary in accordance with her specifications.
  - (ii) Make arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the following:
    - (1) Consolidation of Lots 1 to 5, Block 1014, District Lot 526, Plan 7502.
    - (2) Paving of the lane west of Oak Street from West 43<sup>rd</sup> Avenue south, adjacent the site.
    - (3) Installation of a concrete lane entrance/pedestrian crossing at the lane entry on West 43<sup>rd</sup> Avenue.
    - (4) Installation of street trees adjacent the site where space permits.
    - (5) Undergrounding of all new utility services from the closest existing suitable service point. All services and in particular electrical transformers to accommodate a primary service must be located on

private property. The development site is not to rely on secondary voltage from the existing overhead network. Any alterations to the existing underground/overhead utility network to accommodate the development will require review and approval by the Utilities Management Branch. Early contact with the Utilities Management Branch is encouraged.

#### ADDITIONAL INFORMATION

**Site**, **Surrounding Zoning and Development**: This 4 028 m<sup>2</sup> (43,375 sq. ft.) site is comprised of five single-family lots on the west side of Oak Street and south of 43<sup>rd</sup> Avenue. The site has a frontage of 94.5 m (310 ft.) and a depth of 42.7 m (140 ft.).

To the north is a three-storey multiple dwelling development under CD-1 zoning between 42<sup>nd</sup> and 43<sup>rd</sup> avenues, and a C-1 (Commercial) District at the corner of Oak Street and 41<sup>st</sup> Avenue. To the west, across the lane, is Montgomery Park, an open field park of approximately 1.6 ha (4 ac) and, beyond that, Sir William Osler Elementary School. To the south and east is primarily RS-1 single-family development, with the exception of the Kalabarian Society building which is located directly opposite, across Oak Street.

The lots located south of the subject site on Oak Street to 46<sup>th</sup> Avenue, and between 42<sup>nd</sup> and 46<sup>th</sup> avenues on the east side of Oak Street, are located in the same high-priority sub-area as the subject site. A rezoning application for townhouse development has been received for four lots at 6111-6161 Oak Street and 1007 W 46<sup>th</sup> Avenue and is currently under review. The remaining lots in the sub-area have not been subject to any rezoning applications.

**Public Input:** On October 25, 2006, a notification letter was sent to 359 property owners within the notification area (shown on the map on p. 2 of this report), and rezoning information signs were posted on the site. One letter was received, from a nearby resident who expressed concern that the area presently struggles with parking and traffic issues related to Montgomery Park, Sir William Osler Elementary School, and Oak Street, and felt that the neighbourhood could not handle any further increase in density or traffic.

The proposed density and form of development are consistent with the Oakridge-Langara Policy Statement. The subject site is located on a major arterial (Oak Street) at the edge of the single-family area. It is anticipated that the site's peripheral location and adjacency to a major arterial will minimise traffic impacts on the surrounding community. Adequate on-site parking is provided for the development's residents, as well as on-site visitor parking, in the proposed below-grade parkade.

No one came to City Hall to view plans, and only one phone call was received, from a local resident who wished to confirm details of the proposal.

**Comments from the General Manager of Engineering Services:** The General Manager of Engineering Services has no objection to the proposed rezoning, provided that the applicant complies with the conditions as shown in Appendix C.

**Fire Department Comments:** The Fire Department has reviewed the application and made the following comments:

- 1. The northwest units (#20-25) do not appear to meet the intent of subsection 3.2.5.5 of the VBBL in that the travel distance to the principal entrance of these units exceeds 45 m.
- 2. The CACF for this site is to be located within 100 m of a City Fire Hydrant per new VBBL.
- 3. The VFRS do not consider a City lane as an acceptable access route, therefore access to units #20-31 via the lane is not acceptable per A-3.2.5.6. (1) VBBL.
- 4. The access routes must meet the intent as defined in A-3.2.5.5. (1) VBBL.

- 5. There must be a City hydrant located within 100 m of each principal entrance of this site. There is no indication of a City hydrant on the submitted plans. If a City hydrant cannot be provided, there must be a private hydrant so that service to the site is acceptable.
- 6. The units off of Oak Street must meet the requirements of A-3.2.5.5. (3) VBBL.

The applicant must meet with the Fire Department to review this application prior to issuance of DE.

**Urban Design Panel Comments:** The Urban Design Panel reviewed the proposal on November 22, 2006 and unanimously supported the use, density, and form of development. The panel offered the following comments:

"The Panel agreed that it was a successful and well executed plan and would support the height and density for the project.

Several members of the Panel suggested having a double row of trees on Oak Street.

Several members of the Panel suggested moving the lane units back from the lane to give them larger yards. They also suggested adding paving and planting to improve the presentation of the lane as a primary entrance and to visually connect the site to the park.

The Panel felt the continuous trellis might be a little heavy and suggested breaking it up a bit to bring more light into the courtyard. The circulation nodes in the courtyard plan could also be more clearly emphasised.

One member of the panel felt consideration should be given to the uniformity of the street fronting elevations and suggested that the brick colour could be varied along the elevation.

One member of the Panel suggested adding skylights over the stair shaft."

"Panel's Consensus on Key Aspects Needing Improvement:

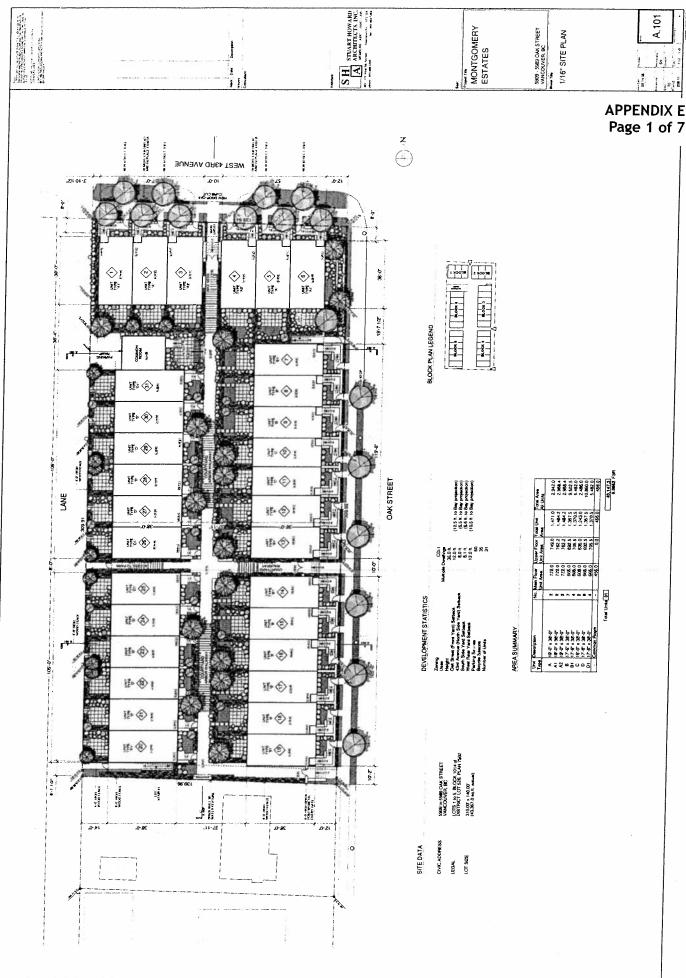
- consider adding a double row of trees on the Oak Street boulevard;
- treat the lane more like a street in the use of open space and landscaping;
- consider reducing the continuous trellis coverage in the courtyard; and
- consider adding skylights over the stair shaft."

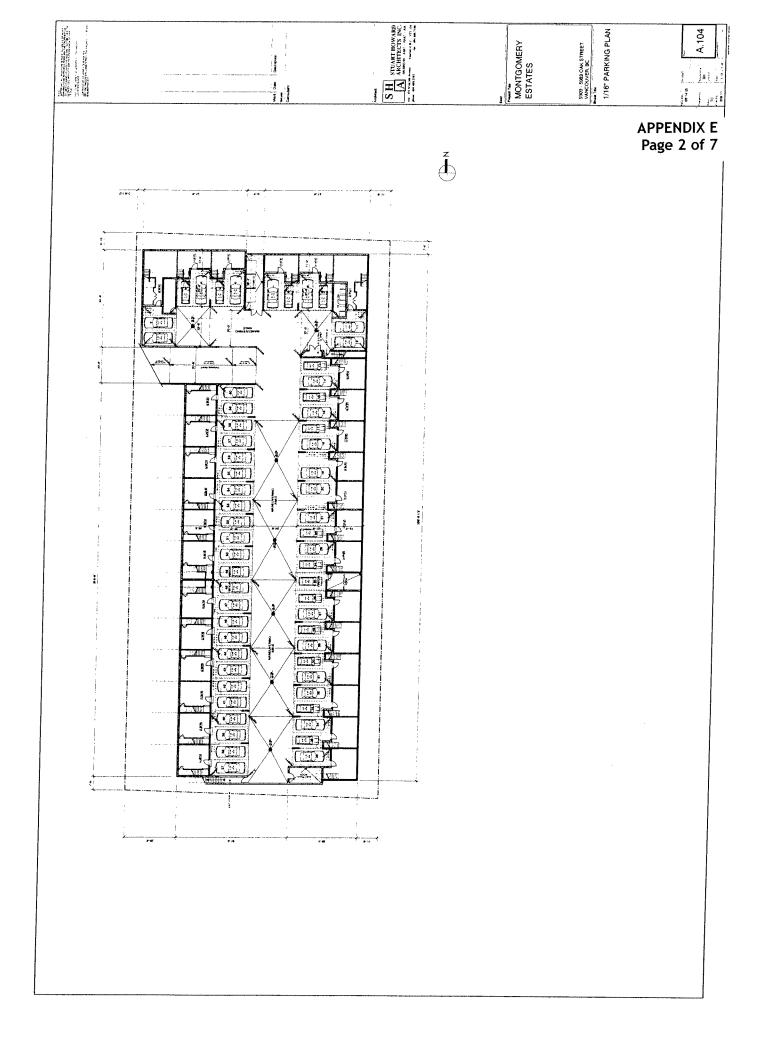
**Environmental Implications:** Nearby access to transit and commercial services may reduce dependence on the use of automobiles.

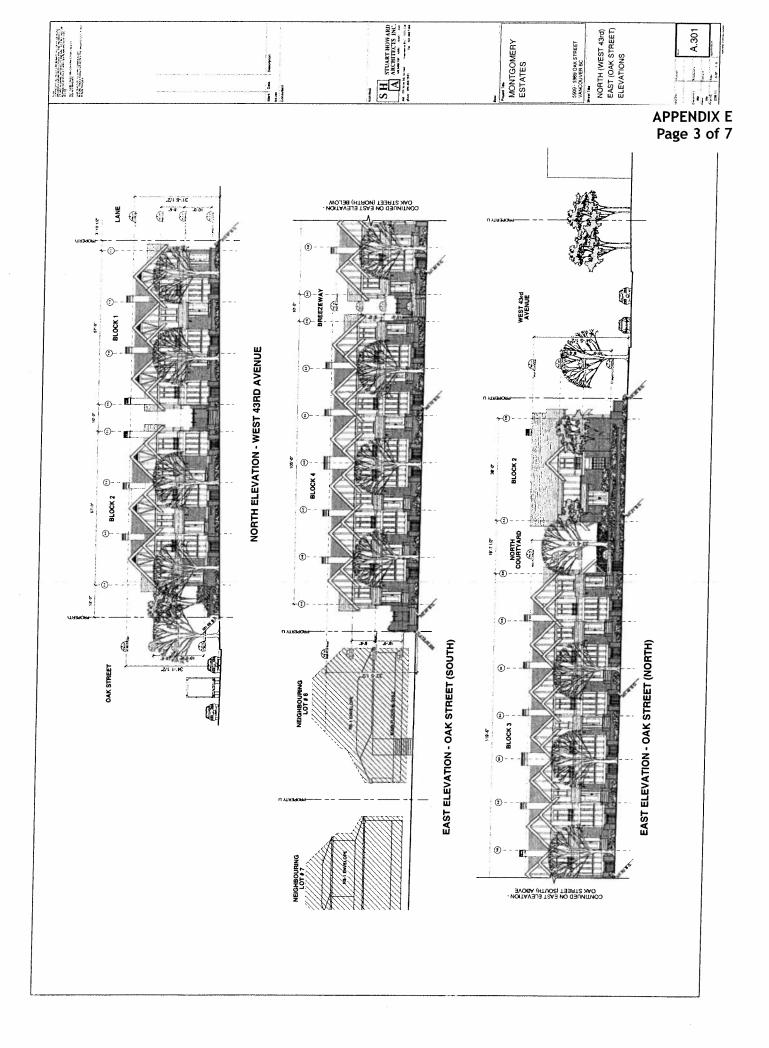
**Social Implications:** There are no major positive or negative social implications to this proposal. There are no implications with respect to the Vancouver Children's Policy or Statement of Children's Entitlements.

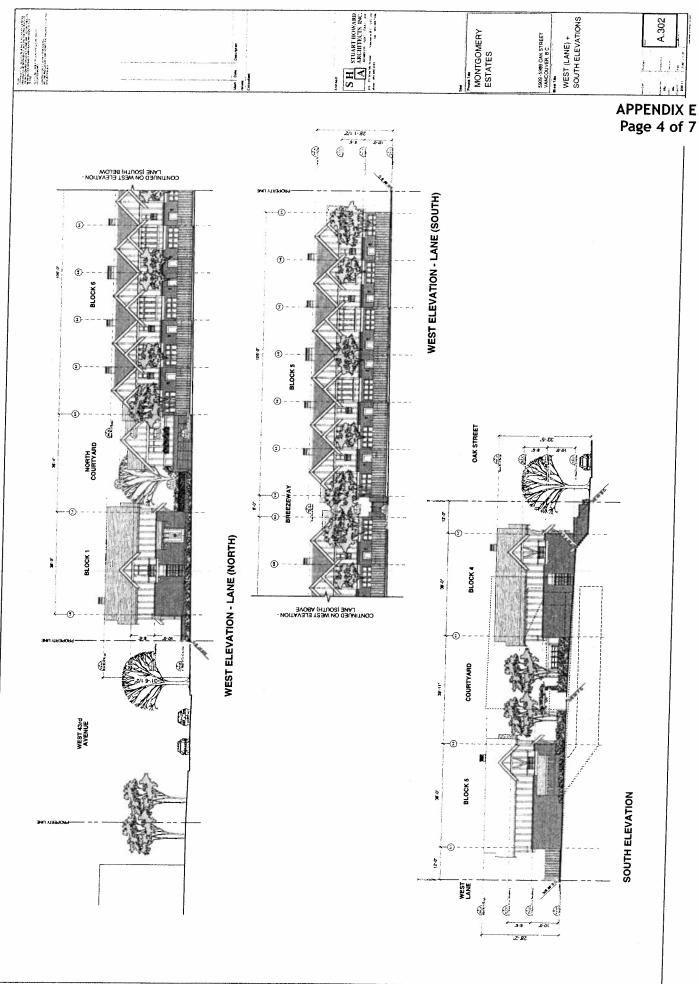
**Comments of the Applicant**: The applicant has been provided with a copy of this report and has provided the following comments:

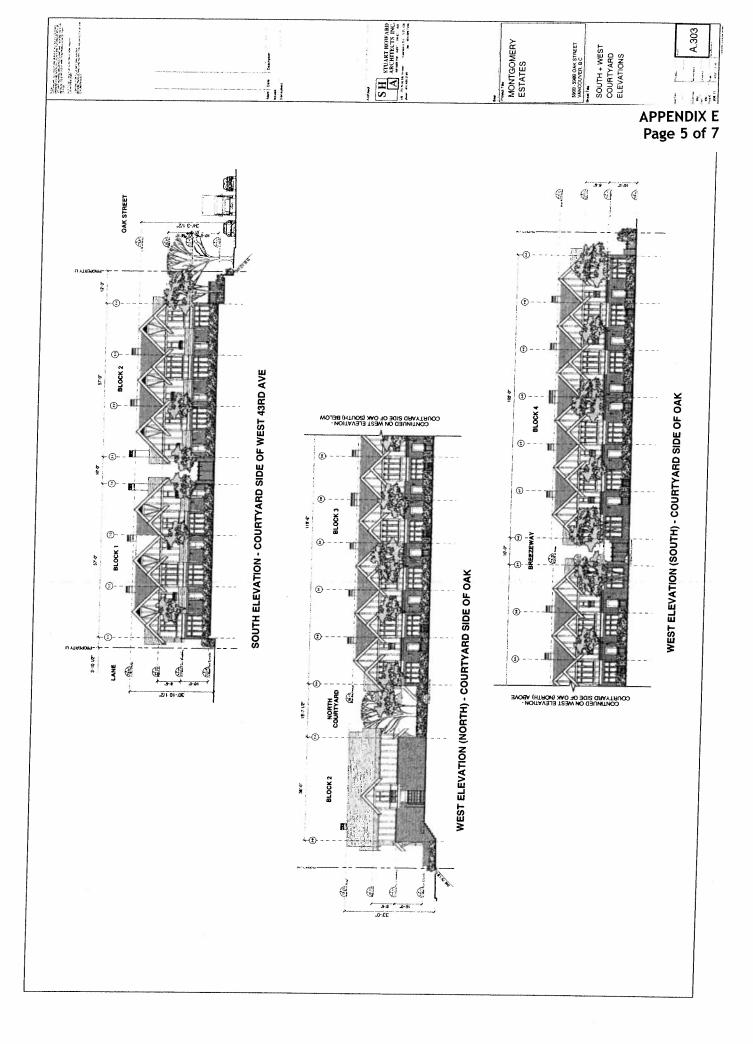
"We have reviewed the report and accept the recommendations and conclusions noted by Staff."

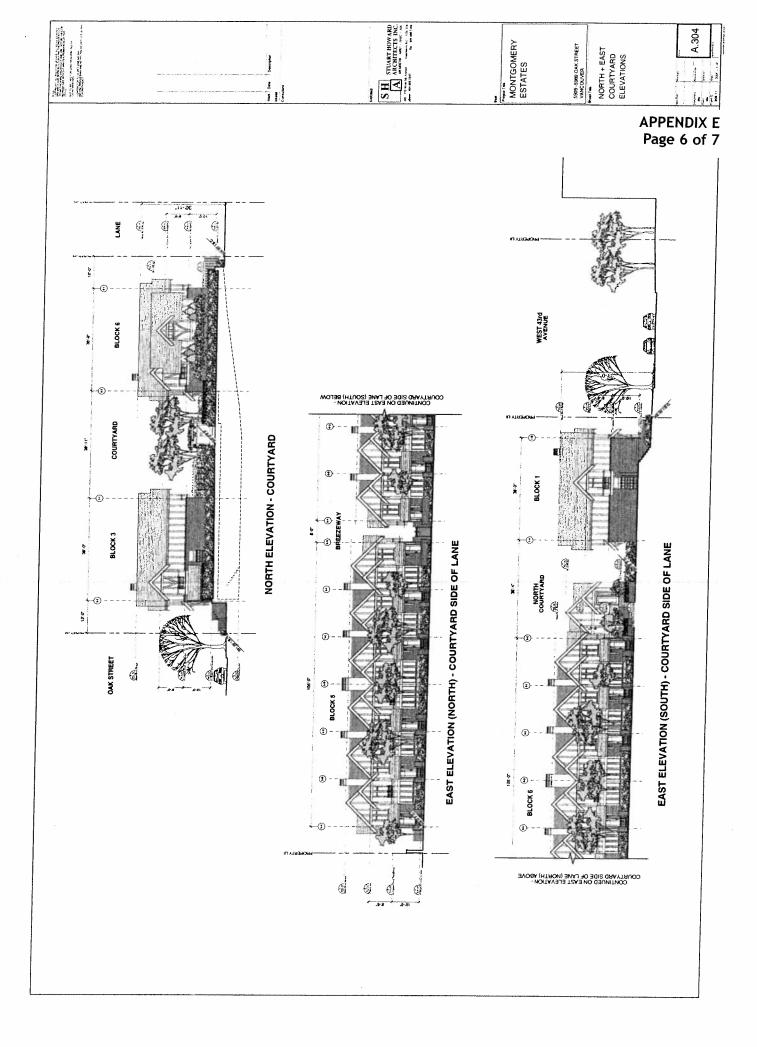


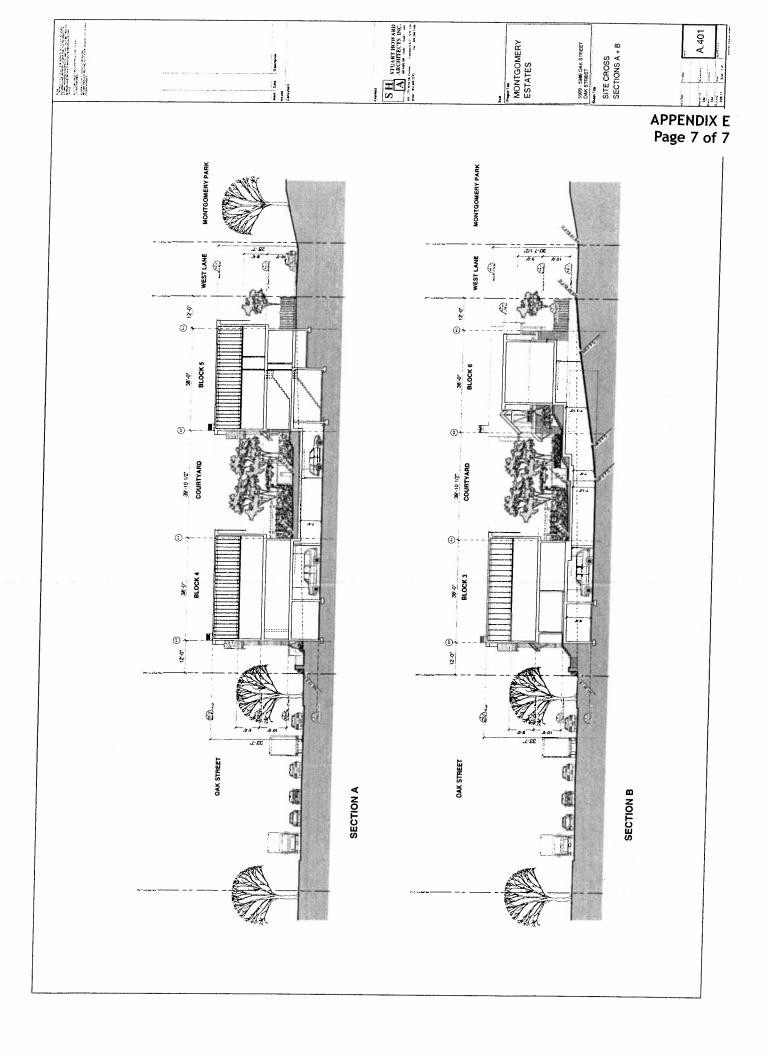












# APPLICANT, PROPERTY AND DEVELOPMENT PROPOSAL INFORMATION

# APPLICANT AND PROPERTY INFORMATION

Street Address	5909-5989 Oak Street
Legal Description	Lots 1 to 5, Block 1014, District Lot 526, Plan 7502
Applicant	Stuart Howard Architects Inc.
Architect	Stuart Howard Architects Inc.
Property Owner	0755637 BC Ltd. Montgomery
Developer	The Eden Group of Companies

#### SITE STATISTICS

	GROSS	DEDICATIONS	NET
SITE AREA	4 028 m <sup>2</sup> (43,357 sq. ft.)	N/A	No change

#### DEVELOPMENT STATISTICS

	-		
	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT	RECOMMENDED DEVELOPMENT (if different from proposed)
ZONING	RS-1	CD-1	
USES	One-Family Dwelling	Multiple Dwellings	
MAX. FLOOR SPACE RATIO	0.60 FSR	1.00 FSR	
MAXIMUM HEIGHT	9.2 m (30 ft.), relaxable to 10.7 m (35 ft.)	10.7 m (35 ft.)	
PARKING SPACES	One per dwelling unit	60 (min. 31 required)	
FRONT YARD SETBACK (Oak Street)	8.53 m (28.0 ft.)	3.65 m (12.0 ft.), except 3.20 m (10.5 ft.) to bay windows	3.65 m (12.0 ft.)
NORTH SIDE YARD SETBACK (West 43 <sup>rd</sup> Avenue)	3.78 m (12.4 ft.)	2.43 m (8.0 ft.), except 1.98 m (6.5 ft.) to bay windows	2.43 m (8.0 ft.)
SOUTH SIDE YARD SETBACK (abuts neighbouring lot)	3.78 m (12.4 ft.)	2.43 m (8.0 ft.), except 1.98 m (6.5 ft.) to bay windows	2.43 m (8.0 ft.)
REAR YARD SETBACK (abuts rear lane)	19.20 m (63 ft.)	1.15 m (3.8 ft.) for the first 12 m (40 ft.) from West 43 <sup>rd</sup> Avenue, and 3.65 m (12.0 ft.) for the remainder, except 3.20 m (10.5 ft.) to bay windows	1.15 m (3.8 ft.) for the first 12 m (40 ft.) from West 43 <sup>rd</sup> Avenue, and 3.65 m (12.0 ft.) for the remainder