

# CITY OF VANCOUVER POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: October 23, 2008 Author: Daniel Naundorf/

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Meeting Date: November 25, 2008

TO: Vancouver City Council

FROM: Director of Planning and the Managing Director of Social Development

SUBJECT: CD-1 Rezoning - 215 West 2nd Avenue

#### RECOMMENDATION

- A. THAT the application by dysarchitecture on behalf of RainCity Housing and Support Society and Katherine Sanford Housing Society to rezone 215-225 West 2nd Avenue (Lots 9,10,11, Block 4, District Lot 302, Plan 5832, PlD 011-068-515, PlD 011-069-678, PlD 011-069-651) from M-2 (Industrial District) to CD-1 (Comprehensive Development District) to permit an 11-storey building of residential use with grade-level commercial and a total density of 4.8 floor space ratio (FSR), be referred to a Public Hearing, together with:
  - (i) plans received August 14, 2008;
  - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
  - (iii) the recommendation of the Director of Planning to approve the application, 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 the Public Hearing.

B. THAT, if the application is referred to a public hearing, the application to amend Schedule E of the Sign By-law, to establish regulations for this CD-1 in accordance with Schedule B (DD), as set out in Appendix C, be referred to the same Public Hearing; and

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-law generally as set out in the Appendix C for consideration at the Public Hearing.

C. THAT, subject to approval of the rezoning at the Public Hearing, the Noise Control By-law be amended to include this Comprehensive District in Schedule B as set out in Appendix C.

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

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

The General Manager of Community Services recommends approval of the foregoing.

#### COUNCIL POLICY

Relevant Council Policies for this site include:

- Central Area Plan adopted by Council on December 31, 1991.
- Southeast False Creek Official Development Plan (SEFC ODP) enacted on July 19, 2005 and amended on March 21, 2006, April 17, 2007, September 18, 2007 and February 12, 2008.
- Southeast False Creek Green Building Strategy adopted by Council on July 8, 2004 and amended July 22, 2008.
- Homeless Action Plan adopted by Council on June 14, 2005.
- Neighbourhood Energy Utility adopted by Council on March 2, 2006.
- Project Civil City adopted by Council on December 12, 2006.
- Supportive Housing Strategy adopted by Council on June 6, 2007.
- City/Province Social and Supportive Housing Partnership Memorandum of Understanding approved by Council on December 19, 2007.
- EcoDensity Action A-1 (Rezoning Policy for Greener Buildings) approved by Council on May 13, 2008.

#### **SUMMARY AND PURPOSE**

This report assesses an application to rezone the site at 215 West 2nd Avenue from M-2 (Industrial) to CD-1 (Comprehensive Development District). The application proposes a residential development with resident amenity at grade. The proposed development consists of:

- an 11-storey building with a height of 36.6 m (118 ft.),
- a floor space ratio (FSR) of 4.8, permitting 8 098.6 m<sup>2</sup> (87,175 sq. ft.) of total floor area comprised mostly of residential use (147 dwelling units) and amenity space, and 174 m<sup>2</sup> (1,873 sq. ft.) of commercial office space; and
- one level of underground parking (19 spaces).

This application meets the objectives of the Southeast False Creek (SEFC) Official Development Plan (ODP) and conforms to the proposed land uses, density, and form of development outlined within that plan. Staff recommend that the CD-1 application be referred to a Public Hearing and that it be approved, subject to the conditions outlined in Appendix B.

#### **BACKGROUND**

The Southeast False Creek area is in transition from a predominately industrial area to a predominantly higher density residential neighbourhood. The SEFC ODP provides the framework to create a mixed-use neighbourhood focusing on a diversity of residential uses to accommodate all incomes, designed to maintain and balance the highest possible levels of social equity, liveability, ecological health, and economic prosperity so as to support choices to live in a sustainable manner. This is to be achieved incrementally by way of site-specific CD-1 rezonings.

#### **DISCUSSION**

#### 1. Site and Context

The site is located in Area 1B of Southeast False Creek. The site is comprised of three Cityowned parcels located on the northwest corner of West 2nd Avenue and Cook Street. The site has a frontage of approximately 45.5 m (150 ft.) on West 2nd Avenue and 37 m (122 ft.) on Cook Street. Present zoning is M-2 (Industrial)). The site is currently occupied with two commercial buildings, a single-storey building on 215 West 2nd Avenue portion of the site and a two-storey building on the 225 West 2nd Avenue portion of the site. A preliminary environmental assessment of the site has determined that soils remediation and a certificate of compliance can be achieved through excavation and offsite disposal.

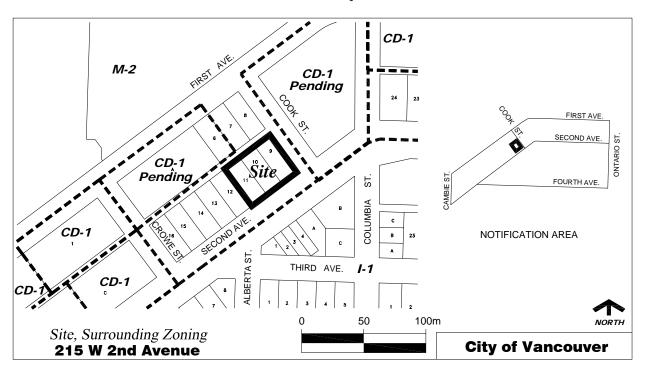


Figure 2: Site and Surrounding Zoning 215 West 2nd Avenue City of Vancouver

The Southeast False Creek area is currently redeveloping from an area occupied by a variety of industrial uses and some vacant sites, into a mixed-use predominately residential community. On the parcel to the east, across Cook Street, a 16-storey mixed-use development containing 179 dwelling units located above 11 three-storey live work units is

proposed to be developed. The site to the northwest at 236-298 West 1st Avenue, is the subject of a pending CD-1 rezoning for an all residential 13-storey development with 156 units. The sites to the immediate north and west are not actively pursuing rezoning at this time and will remain in industrial use for the near term.

Two blocks to the east of the subject site is Manitoba Street, which the SEFC ODP identifies as the commercial "high street" which will be the focus for the emerging community. The site is a half-block from West 1st Avenue, which will accommodate a bikeway and future streetcar, and approximately three blocks to the west will be the Canada Line Olympic Village Station.

#### 2. Land Use

The proposal is for an 11-storey mixed-use development containing 147 dwelling units which will be supported non-market housing, with amenity and office use at the ground level. The office use is for the societies which provide the support services. Staff endorse the land uses proposed for this site, which conform to the intent of the SEFC ODP. The support program which will be offered to residents of this building is consistent with a number of key City policies regarding homelessness and housing. Specifically:

- the City/Province Housing Partnership to develop 12 City-owned sites with social and supportive housing;
- the Vancouver Homelessness Funding Model, which makes City-owned sites available to the Province at no cost, and exempts them from property taxes if developed with supportive and social housing to accommodate the homeless and those at risk of homelessness;
- the Homeless Action Plan which identifies, as key to solving homelessness, the development of supportive housing as one of the "Three Ways to Home" along with adequate income and support services;
- the Supportive Housing Strategy which seeks to integrate new supportive housing in apartment districts across the city; and
- Project Civil City, which aims, as one of its four objectives, "to increase housing opportunities and eliminate homelessness with at least a 50% reduction by 2010".

215 West 2nd Avenue is one of the 12 City-owned sites identified in the December 2007 City/Province Housing Partnership. The sponsor societies selected by BC Housing for this site are the "Katherine Sanford Housing Society" and the "RainCity Housing and Support Society".

Katherine Sanford Housing Society is a non-profit housing organization with a mandate "to provide quality supported housing to persons with mental illnesses and/or addictions". Over the past 19 years, the Society has developed 19 supported housing projects, accommodating people of all ages in typical residential neighbourhoods in Vancouver and Richmond. The Society provides housing to more than 200 people, living in a range of housing types, from community homes that are staffed 24 hours a day to independent apartments that provide varying levels of support services. Katherine Sanford Housing Society specializes in housing development and property management while partnering with other non-profits who provide support services. Katherine Sanford will oversee the development of the project and be responsible for its day-to-day management.

RainCity Housing and Support Society is a non-profit charitable organization, originally established under the name "Triage Emergency Services and Care Society". RainCity offers a broad range of housing and support services for people living with mental illness and/or

addictions. RainCity Housing support programs use a "strengths based" approach to recovery and community integration which is recognized as a "best practice" in the field. This approach provides supports that build on a person's strengths and helps them acquire the resources and opportunities they need to move forward in their lives. RainCity operates two outreach teams, eight supportive housing programs totalling 264 units and a 28 -bed emergency shelter. RainCity also partners with other non-profit housing providers to offer support services to tenants with complex health issues. RainCity will provide support services for tenants of the building.

In keeping with Council's Supportive Housing Strategy, a variety of services will be provided to tenants of 215 West 2nd Avenue which will help those tenants in need of the support to achieve and maintain greater stability and independence including:

- on-site life skills programs such as community kitchens, managing and budgeting money, and well-being/self-care skills such as exercise, diet and housekeeping, planning nutritious meals, shopping and cooking;
- links to community resources such as health services, education and training, volunteer programs and housing support for tenants who need it (e.g., homemakers, meals on wheels, etc.); and
- a minimum of two staff on duty 24 hours a day, 7 days a week.

While this building is proposed to be "Dwelling use with support services", it is recommended that the use "Community Care Facility - Class B" be included as a permitted use in the CD-1 By-law for consistency with the other CD-1 by-laws throughout the SEFC ODP area. Including this alternate use provides a measure of flexibility over the long term.

#### 3. Density

Staff recommend a floor space ratio (FSR) of 4.8 for this development, permitting 8 098.6 m<sup>2</sup> (87,175 sq. ft.) of total floor area comprised mostly of residential use (147 dwelling units) and amenity space, and 174 m<sup>2</sup> (1,873 sq. ft.) of commercial office space. A density of 4.8 FSR is supportable on this site and is contained within a building form which is consistent with the SEFC ODP.

#### 4. Form of Development (Note Plans: Appendix G)

The SEFC ODP provides clear direction for built form, with the intent of creating a lower, rectilinear, mid-rise form of up to 38 m (125 ft.), rather than towers, to be more in keeping with the former industrial character of this area. Lower mid-block buildings of 3 to 5 storeys are to be coordinated with higher mid-rise forms at the end of each block. The proposed building is 11 storeys on the east, Cook Street side, stepping down to 7 storeys on the west side. This is an appropriate response to establish the strong building massing for the end of the block. The proposed, height, density and massing are consistent with the urban design objective to provide a continuous street wall along West 2nd Avenue. Also in line with the urban design intent of the SEFC ODP, the proposal includes a pedestrian connection through the block at grade. Staff support this proposal but are seeking further design development to strengthen the visual connection between West 2nd Avenue and the lane and to enhance pedestrian interest. The architectural resolution of this building form was supported unanimously by the Urban Design Panel (see minutes in Appendix D).

#### 5. Parking, Loading and Circulation

On November 6, 2007, as part of approving recommendations contained within the Administrative Report "City/Province Social and Supportive Housing Partnership", Council

approved a reduced parking standard for Supportive Housing at one space per 10 dwelling units, with other uses meeting the standards set out in the Vancouver Parking By-law. Consistent with this reduced standard the applicant proposes 19 vehicle parking spaces. Access will be from an entrance off the lane at the northern property line. One Class B loading space is proposed off the lane, fully contained within the building envelope, to serve the residential and commercial uses. Parking spaces for 111 bicycles will be provided in secured rooms off the parking garage.

#### 6. Sustainable Transportation Strategies

There will be significant improvements to the transportation network within SEFC which will be designed to accommodate all forms of transportation with particular priority to more sustainable modes to encourage walking, cycling and transit.

#### 7. Environmental Sustainability

Environmental sustainability is a key objective of the SEFC ODP. The SEFC Green Building Strategy (GBS) sets out the minimum requirements for environmental performance in all facets of building design and construction. As part of the GBS, all new development within the SEFC Private Lands is required to meet LEED™ Silver equivalency (with a target of 36 points). New development is to comply with the mandatory requirements for Energy Performance, Water Conservation, Parking and Loading, and Stormwater Management. In addition, the GBS identifies benchmarks for achieving LEED™ Silver equivalency.

Sustainability is a core concept of the proposed development, and an integrated approach was taken in the design and development of the application. The applicant has submitted a LEED™ scorecard indicating that they intend to achieve 42 points which exceeds LEED™ Silver equivalency, meeting a LEED™ Gold equivalency and is consistent with the objectives of the GBS. Furthermore, as this application was received after May 13, 2008, EcoDensity Action A-1 (Rezoning Policy for Greener Buildings) also applies to this proposal. For the most part the two requirements are the same, except that Action A-1 also requires a minimum of three energy optimization LEED™ credits, which this project will also achieve.

The LEED Checklist for this project and the applicant's sustainability strategy are presented in Appendix F. The proposal incorporates the following approaches to sustainability:

- reduced energy consumption and greenhouse gas emissions;
- stormwater management;
- green roofs (includes useable, intensive roofs and inaccessible, extensive roofs);
- solar hot water panels;
- water use reduction for all household fixtures;
- urban agriculture;
- low emitting materials;
- construction waste management; and
- three-stream waste management.

Staff believe the applicant has done an excellent job of addressing the City's Food Policy objectives and meeting the SEFC ODP requirements to provide opportunities for urban agriculture as part of this project. Garden plots located on the 7th floor amenity patio assist the project in meeting the green roof cover requirements, and enhance the outdoor amenity space available to residents. Design development recommendations are outlined in Appendix B.

#### 8. Universal Design

The SEFC ODP states that development in the Southeast False Creek area is subject to the principles for "universal design" to ensure that maximum access is provided for all persons with varying levels of mobility and sensory ability, noting that alternative solutions may be necessary for differing types of development.

Rezoning applicants have been working cooperatively with City staff to address these objectives through reference to "The Safer Home Certification Criteria". A copy has been attached as Appendix E listing the items the applicant intends to achieve through future stages of design development. In addition, staff will ensure that the transportation network and systems in Southeast False Creek are designed to address the City's recent "measure up" initiative for inclusiveness and accessibility for all members of society.

Council has supported the principle of enhanced accessibility and approved amendments to the Vancouver Building By-Law (VBBL) aimed at improving access to residential units. The VBBL regulates many of the items identified in "The Safer Home Certification Criteria". City staff have conducted a preliminary review of the rezoning proposal's response to these items and found them to be feasible from a cost and building safety perspective. Compliance with aspects of "The Safer Home Certification Criteria" which are not regulated through the VBBL will be addressed voluntarily by the applicant.

#### 9. Public Input

A rezoning information sign was installed on site on August 26, 2008 and a notification letter dated August 22, 2008 was mailed to the surrounding property owners in the area of the site. Approximately seven people attended a public open house held on September 18, 2008. Comments were supportive with attendees asking questions related to the design and operation of the supported housing. The application has generated very little comment from surrounding property owners and other citizens. No correspondence was received by City staff.

#### **PUBLIC BENEFITS**

This proposed development for supportive housing is consistent with a number of key City policies regarding homelessness and the provision of affordable housing: specifically, the Supportive Housing Strategy which seeks to integrate new supportive housing in apartment districts across the city, the Homeless Action Plan, Project Civil City and City/Province Social and Supportive Housing Partnership - Memorandum of Understanding.

#### FINANCIAL IMPLICATIONS

On December 19, 2007 Council approved the City/Province Social and Supportive Housing Partnership - Memorandum of Understanding, which makes sites available to the Province, at no cost and exempted them from property taxes, for the development of supportive and social housing that would accommodate the homeless and those at risk of homelessness. Exempting the supportive housing developed on the City sites from property taxes is estimated at \$1,000,000/year (2006 dollars) for all sites when they are fully developed. 215 West 2nd Avenue is one of the 12 sites identified. Financial implications specific to this exemption, as well as those related to the required adjacent lane and public realm

improvements, and the lease arrangements for the residential and retail components of the building, will be addressed in detail in a forthcoming lease terms report to Council.

#### CONCLUSION

The proposed residential use, density, and height are consistent with the intent outlined in the SEFC ODP. The development will respond to key City policies regarding homelessness and housing. The Director of Planning and the Managing Director of Social Development recommend that the application be referred to a public hearing, together with a draft CD-1 By-law generally as shown in Appendix A and a recommendation that it be approved, subject to the conditions of approval listed in Appendix B, including approval in principle of the form of development as shown in plans included here as Appendix G.

\* \* \* \* \*

#### DRAFT CD-1 BY-LAW PROVISIONS 215 West 2nd Avenue

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

#### 1. Definitions

Words in this By-law shall have the meaning assigned to them in the Zoning and Development By-law, except as provided below:

"Base Surface" means base surface calculated from the official established building grades.

#### 2. Uses

- 2.1 The description of the area shown within the heavy black outline on Schedule A is CD-1 (\*\*\*).
- 2.2 Subject to approval by Council 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) Dwelling Units, Seniors Supportive or Assisted Housing, in conjunction with any of the uses listed in this by-law;
  - (b) Cultural and Recreational Uses, limited to Artist Studio Class A;
  - (c) Institutional Uses, limited to Child Day Care Facility, Social Service Centre, and Community Care Facility Class B;
  - (c) Live-Work Use;
  - (d) Manufacturing Uses, limited to Bakery Products Manufacturing, Batteries Manufacturing, Clothing Manufacturing, Dairy Products Manufacturing, Electrical Products or Appliances Manufacturing, Food or Beverage Products Manufacturing - Class B, Furniture or Fixtures Manufacturing, Ice Manufacturing, Jewellery Manufacturing, Leather Products Manufacturing, Miscellaneous Products Manufacturing - Class B, Non-metallic Mineral Products Manufacturing - Class B, Plastic Products Manufacturing, Printing or Publishing, Rubber Products Manufacturing, Shoes or Boots Manufacturing, Software Manufacturing, Textiles or Knit Goods Manufacturing, Tobacco Products Manufacturing, and Wood Products Manufacturing - Class B;
  - (e) Office Uses;
  - (f) Parking Uses;
  - (g) Retail Uses, excluding Gasoline Station Full Service, Gasoline Station Split Island, Liquor Store and Vehicle Dealer;
  - (h) Service Uses, limited to Barber Shop or Beauty Salon, Photofinishing or Photography Laboratory, Photofinishing or Photography Studio, Print Shop, Restaurant Class 1, School Arts or Self-Improvement, and School Business;
  - (i) Accessory Uses customarily ancillary to the above uses; and

- (j) Interim Uses not listed in this section 2, and accessory uses customarily ancillary to them, provided that:
  - (i) the Director of Planning or Development Permit Board considers that the interim use will be compatible with and not adversely affect adjacent development that either exists or that this By-law permits;
  - (ii) the Director of Planning or Development Permit Board is satisfied that the use can be easily removed and is of low intensity or low in capital investment:
  - (iii) the Director of Planning or Development Permit Board is satisfied that there is no risk to the public from contaminated soils either on or adjacent to the subject site; and
  - (iv) development permits are limited in time to periods not exceeding three years;

#### 3. Conditions of Use

- 3.1 Dwelling units are in an "intermediate zone" as defined in the Noise Control By-law, and, as a result, are subject to the noise levels permitted in industrial and downtown districts.
- 3.2 All uses except dwelling units must have direct access to grade.

#### 4. Floor Area and Density

- 4.1 The floor area for all permitted uses must not exceed 4.8 FSR. For the purpose of computing floor space ratio, the site is deemed to be 1 687.21 m<sup>2</sup>, being the site size at time of application for rezoning, prior to any dedications.
- 4.2 Despite section 4.1, the Development Permit Board may permit an increase in floor space ratio where the increase results from a transfer of heritage floor area from a designated heritage property in Southeast False Creek in relation to which the increase was received as compensation for the reduction in market value at the time of designation, to a maximum of 10% over the total permitted floor space ratio.
- 4.3 Computation of floor space ratio must include:
  - (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, measured by their gross cross-sectional areas and included in measurements for each floor at which they are located;
  - (c) in the case of dwelling uses and live-work use, if the distance from a floor to the floor above or, in the absence of a floor above, to the top of the roof rafters or deck exceeds 4.3 m, an additional amount equal to the area of the floor area below the excess height except for additional amounts that represent undeveloped floor areas beneath roof elements which the Director of Planning considers to be for decorative purposes and to which there is no means of access other than a hatch, residential lobbies, and mechanical penthouses.

- 4.4 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, provided that the total area of all exclusions does not exceed 8 percent of the residential floor area being provided;
  - (b) patios and roof gardens, provided that the Director of Planning first approves the design of sunroofs and walls;
  - the floors or portions of floors 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, that, for each area, is at or below the base surface, provided that the maximum exclusion for a parking space shall not exceed 7.3 m in length;
  - (d) undeveloped floor area located above the highest storey or half-storey with a ceiling height of less than 1.2 m and to which there is no permanent means of access other than a hatch;
  - (e) residential storage space above or below base surface, except that if the residential storage space above base surface exceeds 3.7 m<sup>2</sup> per dwelling unit, there will be no exclusion for any of the residential storage space above base surface for that unit;
  - (f) amenity areas, including day care facilities, recreation facilities, and meeting rooms, provided that the total area excluded does not exceed 1 000 m<sup>2</sup>; and
  - (g) computation of floor space ratio or floor area is to exclude, with respect to exterior:
    - (i) wood-frame construction walls greater than 152 mm thick that meet the standard RSI 3.85 (R-22), or
    - (ii) walls, other than wood-frame construction, greater than 152 mm thick that meet the standard RSI 2.67 (R-15),

the area of such walls that exceeds 152 mm to a maximum exclusion of 50 mm of thickness for wood-frame construction walls and 127 mm of thickness for other walls, except that this clause is not to apply to walls in existence before March 14, 2000. A registered professional must verify that any wall referred to in this section meets the standards set out therein except that this requirement does not apply to a one-family dwelling, a two-family dwelling, or any building that contains only residential uses and is subject to Part 9 of Division B of the Building By-law.

- 4.5 Computation of area may exclude, at the discretion of the Director of Planning or Development Permit Board:
  - (a) enclosed residential balconies, provided that the Director of Planning first considers all applicable policies and guidelines adopted by Council and approves the design of any balcony enclosure subject to the following:
    - the total area of all open and enclosed balcony or sundeck exclusions does not exceed 8 percent of the residential floor area being provided; and
    - (ii) no more than 50 percent of the excluded balcony floor area may be enclosed;

- (b) windows recessed into the building face to a maximum depth of 160 mm, except that the Director of Planning may allow a greater depth in cases where it improves building character;
- (c) unenclosed outdoor areas at grade level underneath building overhangs, provided that the Director of Planning first considers all applicable policies and guidelines adopted by Council and approves the design of any overhangs, and provided that the total area of all overhang exclusions does not exceed 1 percent of the residential floor area being provided;
- (d) open to below spaces or double height volumes can be excluded on the second storey units where the first floor is located within 2 m of grade to a maximum of 15 percent of the floor area of the first floor of that unit for residential and live/work units;
- (e) features generally on the westerly facades of buildings, to reduce solar gain which may be in the form of french balconies and horizontal extensions; and
- (f) tool sheds, trellises and other garden structures which support the use of intensive green roofs and/or urban agriculture and, despite subsection 4.3(b), those portions of stairways and elevator enclosures which are at the roof level providing access to the garden areas.
- 4.6 The use of floor space excluded under section 4.4 or 4.5 must not include any purpose other than that which justified the exclusion.

#### 5. Height

5.1 Subject to section 10.11 of the Zoning and Development By-law, the maximum building height, measured above base surface, and to the top of the roof slab above the uppermost habitable floor excluding parapet wall, must not exceed 38 m.

## 6. Horizontal Angle of Daylight

- 6.1 All habitable rooms should have at least 1 window on an exterior wall which complies with the following:
  - the window shall be located so that a plane or planes extending from the window and formed by an angle of 50 degrees, or 2 angles with a sum of 70 degrees, shall be unobstructed over a distance of 80 feet; and
  - (b) the plane or planes shall be measured horizontally from the centre of the bottom of the window.
- 6.2 The Development Permit Board or the Director of Planning, as the case may be, may relax the horizontal angle of daylight requirement of section 6.1 provided he first considers all the applicable policies and guidelines adopted by Council and providing that a minimum distance of 3.7 m of unobstructed view is maintained.
- 6.3 For the purpose of calculation of the horizontal angle of daylight, the following are considered as obstructions:
  - (a) the largest building permitted under the zoning on any adjoining sites; and
  - (b) part of the same building including permitted projections.

- 6.4 A habitable room referred to in section 6.1 does not include:
  - (a) a bathroom; or
  - (b) a kitchen whose floor area is the lesser of:
    - (i) less than 10% of the total floor area of the dwelling unit, or
    - (ii) less than 9.29 m<sup>2</sup>.

### 7. Parking, Loading and Bicycle Parking

7.1 Off-street parking, loading and bicycle parking shall be provided, developed and maintained in accordance with the applicable provisions of the Parking By-law, including those for relaxation, shared use, and exemption, except that at least one parking space for each ten dwelling units be provided.

#### 8. Acoustics

All development permit applications 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

# 215 West 2nd Avenue PROPOSED CONDITIONS OF APPROVAL

Note: Recommended approved 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.

#### PROPOSED CONDITIONS: FORM OF DEVELOPMENT

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by dysarchitecture and stamped "Received City Planning Department, August 14, 2008", 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 the following:

#### Design Development

- i) design development to ensure sustainability strategies and principles are reflected in design details, materials, and architectural finishes;
- ii) design development to further resolve the material treatment and detail;
  - Note to Applicant: The proposed material palette needs further design rigor to refine and reconcile the diverse choice of materials. Provide detailed sections of the building envelope and through all material interfaces and connections.
- iii) design development to further address pedestrian interest along West 2nd Avenue and Cook Street frontages;
  - Note to Applicant: Provide for pedestrian interest along the street frontage, maintaining good transparency into the building. "Back of house" functions such as kitchens, work rooms and administrative offices need to be reconsidered so that the window frontage along the streets is not obstructed.
- iv) design development to the pedestrian connection, along the west property line, to strengthen the visual connection between West 2nd Avenue and the lane, with further enhancement of the architectural expression and landscape treatment along the west elevation to provide pedestrian interest;

Note to Applicant: Maintain good visibility of this space from both the inside the building and the public realm. Consider providing a continuous pedestrian linkage between West 2nd Avenue and the lane to the north, as per SEFC official Development Plan's recommendations for mid-block locations.

- v) design development to the architectural expression at the south west corner, acknowledging the end axis of Alberta Street;
  - Note to Applicant: This centre axis relationship requires further emphasis to strengthen the visual end point of Alberta Street and change in the city street pattern.
- vi) design development to reduce the apparent height of the low-rise massing and visual impact of the rooftop railing;

Note to Applicant: Re-position the railing further away from the parapet edge to reduce the apparent height. Reconsider the colour, materiality and height of the proposed railing.

#### Crime Prevention Through Environmental Design (CPTED)

- vii) design development to take into consideration the principles of CPTED having regard to reducing opportunities for:
  - theft in the underground parking level;
  - breaking and entering;
  - mischief (such as graffiti and vandalism);

Note to Applicant: Reduce alcoves and hidden spaces within the underground parkade. Consider painting underground parkade white, including columns, to improve visibility.

#### Landscape

viii) design development to the open space and landscape treatment to ensure appropriate and durable landscape materials and structures, such as plant specific soils, durable planters, wall trellis structures;

Note to applicant: Provision, at time of development permit application, of a detailed rationale outlining intent for the specific programming of the outdoor spaces and landscape structures, including overall use, pedestrian capacity, storage (e.g., compost, gardening tools), access, security, sustainable design requirements (planting, water, waste, soil, habitat) will be required.

ix) design development to grades, retaining walls, walkways and structural elements, such as underground parking, to be designed to provide maximum plant growing depth;

Note to applicant: Planted areas adjacent to structures and on slab to contain continuous soil volumes. Plant growing depth is to exceed BCLNA Landscape Standard.

- x) provision of large-scale partial plans, elevations and sections illustrating the detailed treatment of the public realm interface at the streets and lanes; including planters, retaining walls, stairs, planting, soil depth, underground structures, patios and privacy screens and gates;
- xi) provision at time of development permit application of a lighting plan;
- xii) provision of hose bibs for all patios that cannot be serviced using atgrade non potable water with high efficiency irrigation system for all planters;

Note to Applicant: The irrigation system design and installation system shall be in accordance with the Irrigation Industry of B.C. Standards and Guidelines.

xiii) provision at time of development permit application of a full Landscape Plan illustrating proposed plant materials (common and botanical names), sizes and quantities; notation of existing trees to be retained, paving, walls, fences, light fixtures and other landscape elements, including site grading;

Note to applicant: Proposed plant materials are to be clearly illustrated on the Landscape Plan. The Landscape Plan is to be at 1:100 (1/8" = 1'-0") with a notation on the Landscape Plan:

"Final spacing, quantity, tree species to the satisfaction of the General Manager of Engineering services. New trees must be of good standard, minimum 6cm caliper, and installed with approved root barriers, tree guards and appropriate soil. Root barriers shall be 8 feet long and 18 inches in deep. Planting depth of root ball must be below sidewalk grade. New street trees to be provided adjacent to the development site and to be confirmed prior to the issuance of the building permit. Call Park Board for inspection after tree planting completion."

Note to Applicant: Contact Eileen Curran, Streets Engineering (604.871.6131) to confirm tree planting locations and Park Board (604.257.8587) for tree species selection and planting requirements.

#### **Urban Agriculture**

xiv) design development to provide an area for composting, tool storage, work bench and hose bibs, in proximity to the garden plots on level 7;

#### Public Realm

xv) design development to provide a variety of spaces consistent with the SEFC Public Realm Plan;

Note to applicant: Aspects to consider include special paving, lighting, planting, driveway crossings, pedestrian entrances, walkways, permanent site furniture, weather protection, garbage storage, recycling and loading facilities.

Note to applicant: A copy of the public realm landscape plan should be submitted directly to Engineering for review and comment by Engineering Greenways staff with the following notation on the Landscape Plan:

"All public realm details to be in accordance with the SEFC Public Realm Plan to the satisfaction of the General Manager of Engineering Services."

#### Neighbourhood Energy Utility

xvi) design development to include provision for connections which are compatible with the "district heating system" proposed for the area;

Note to applicant: Clarification of how the building design includes provision for connections to the False Creek Neighbourhood Energy Utility (NEU) is required, as are plans which label the room that will house the system infrastructure as "NEU Energy Transfer Station (ETS). The ETS room shall be located at the basement or ground level, preferably at or adjacent to an outside wall.

Note to applicant: The ETS room shall provide suitable space, to the satisfaction of the General Manager of Engineering Services, for the installation of the NEU system ETS equipment, with adequate provision for connection to outside NEU distribution piping and communications conduit. The developer shall make available use of sewer and potable water piping in each ETS room. The ETS room shall be ventilated as required by the Vancouver Building By-law and be heated during the winter to a minimum of 15°C. The developer must provide a dedicated 15 amp 120V, 60 Hz, single-phase electrical service for operation of the ETS, to the satisfaction of the General Manager of Engineering Services.

#### **Universal Design**

applicant to work with a Universal Design consultant to achieve the objectives for Universal Design through implementation of "The Safer Home Certification Criteria" as outlined in Appendix E;

#### Sustainability

- applicant to meet the SEFC Green Building Strategy and the EcoDensity Rezoning Policy for Greener Buildings (Action A-1), including a minimum LEED™ Gold Canada Certified standard and City of Vancouver prerequisites (with a minimum of 3 optimize energy performance points, 1 water efficiency point, 1 storm water point) with full LEED™ registration and documentation, or equivalency;
- ixx) provision of a LEED scorecard, demonstrating strategies to achieve a LEED Gold equivalent rating in the projects sustainability performance;

#### Waste Management

xx) Provision of 3 streams of waste removal for the development (regular garbage, recyclable materials and organics) the development site is to provide adequate space to accommodate 3 streams of waste removal including fully outfitted areas that can be made active upon implementation of an organics collection system.

#### 2. PROPOSED CONDITIONS OF BY-LAW ENACTMENT

- (a) That prior to enactment of the CD-1 By-law, arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services be made for the following:
  - i) consolidation of Lots 9, 10 and 11;
  - ii) discharge of Easement M21433 and of Easement and Indemnity Agreements M21434, N33824 and GC158948 (concerning a building encroachment);
  - iii) dedication of the south 1.5 m of the site for road purposes;
  - iv) provision of a 1.5 m right of way along the north property line of the site for lighting and landscaping purposes, and provision of lane lighting within that right of way;
    - Note to applicant: provision of on-site transformers, switches and or kiosks to allow for the supply of energy to the lighting is required.
  - v) provision of new sidewalks, curb, pavement, lamp standards, street trees, landscaping and street furniture adjacent the site in keeping with the final SEFC public realm design requirements;
  - vi) provision of improvements to the lane south of 1st Avenue, adjacent the site, in keeping with the final SEFC public realm design requirements to include runnels, special pavement treatments and concrete lane crossings;

vii) undergrounding of all existing utility services adjacent to the site and undergrounding of all new utility services to the site from the closest existing suitable service point;

Note to applicant: 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.

viii) agreement for shared use of the loading bay by residential and retails uses:

Note to applicant: appropriate agreements will be required.

#### **SOILS**

- ix) do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter, as required by the Manager of Environmental Protection and the Director of Legal Services in their discretion;
- x) do all things and/or enter into such agreements deemed necessary by the Manager of Environmental Protection and the Director of Legal Services in their discretion, that there be no occupancy of any buildings or improvements on the site constructed pursuant to this rezoning, until a Certificate of Compliance has been provided to the City by the Ministry of Environment;

#### **OLYMPIC SECURITY REQUIREMENTS**

- xi) prior to enactment of the CD-1 By-law, arrangements to secure the following:
  - (A) the Owner may make application for all applicable permits to construct and occupy the improvements permitted pursuant to the Rezoning (the "Improvements") at any time and may construct and occupy the Improvements in accordance with any development permits, building permits and occupancy permits issued in respect of the Improvements. However, if all construction of the Improvements is not fully completed on or before January 12, 2010, the Owner shall, during the period between January 12, 2010 and March 12, 2010:

- cease, or cause to cease, all servicing and/or construction activities on the Lands; and
- not access or use the Lands for any purpose other than for maintenance of and security for the Improvements. The Owner and the Owner's personnel shall comply with any security protocols established by the City during such access or use:
- (B) the Owner shall, during the period January 12, 2010 through March 12, 2010, permit the City and any permittee or licensee of the City including, without limitation, VANOC, access to the Lands and any buildings and improvements located thereon, to erect any fences, security barriers, screens, drapes or other security or pageantry materials or equipment on the Lands deemed necessary by the City or any permittee or licensee for the purpose of facilitating the security and decoration of the Vancouver Olympic Athlete's Village (the "Security Fencing"). The Security Fencing will be at the cost of the City, or its permittee or licensee, as the case may be, and shall be at no cost to the Owner;
- (C) the Owner acknowledges and agrees that vehicular and/or pedestrian access to the Lands from City streets may be restricted or unavailable for a period of time before, during and after the 2010 Olympic Winter Games, at the sole discretion of the City Engineer; and
- (D) the Owner shall release the City and its officials, officers, employees, contractors and agents ("City Personnel") from any costs, damages (including special, indirect and consequential damages), injuries or liabilities of any kind suffered or incurred by the Owner and/or the Owner's officers, employees, contractors and agents ("Owner's Personnel") which arise due to the use or occupation of the Lands by the City and/or City Personnel and/or any restrictions placed on the Owner's use, occupation and development of the Lands, as set out in the Security Agreement. The Owner shall indemnify and hold harmless the City and City Personnel for any costs, damages (including special, indirect and consequential damages), injuries or liabilities of any kind suffered or incurred by the City or City Personnel due to the breach of any term or condition of the Security Agreement by the Owner and/or the Owner's Personnel; the Security Agreement shall be fully registered in the applicable Land Title Office, to the satisfaction of the Director of Legal Services, prior to the enactment of the CD-1 By-law.

#### DRAFT AMENDMENTS TO THE SIGN BY-LAW NO. 6510

Amend Schedule E (Comprehensive Development Areas) by adding the following:

"215 West 2nd Avenue [CD-1 #]

[By-law #]

B (DD)"

#### DRAFT AMENDMENTS TO THE NOISE BY-LAW NO. 6555

Amend Schedule B (Intermediate Zone) by adding the following:

"[CD-1 #]

[By-law #]

215 West 2nd Avenue".

#### ADDITIONAL INFORMATION

- 1. Comments General Manager of Engineering Services: The General Manager of Engineering Services has no objection to the proposed rezoning, provided that the arrangements and conditions as shown in Appendix B are satisfactorily concluded.
- 2. Public Notification and Input: A rezoning information sign was installed on site on August 26, 2008 and a notification letter dated August 22, 2008 was mailed to the surrounding property owners in the area on the site. Approximately 7 people attended a public open house held on September 18, 2008. Comments were supportive with attendees asking questions related to the design and operation of the supported housing. The application has generated very little comment from surrounding property owners and other citizens. No correspondence was received by City staff.
- 3. Olympic Village Security Requirements: This site has been identified as being within an area that may require special considerations during the upcoming 2010 Winter Games. This may include disruptions to construction activities and limitations on street access during the period of January 12, 2010 to March 12, 2010. For more information on how this may affect the project, the applicant should establish and maintain contact with Mr. Paul Henderson, Director of Olympic and Paralympics Operations, at 604.296.2862.
- 4. Processing Centre Building: Staff have reviewed the preliminary drawings prepared by dysarchitecture for the proposed development permit. The following comments are based on the architectural drawings prepared by dysarchitecture dated Aug.14/08 which have been submitted for the Development Application, DE412368. This is a cursory review in order to identify issues which do not comply with 2007 Vancouver Building By-law
- A. Because of the residential density, if UV is used for the commercial kitchen exhaust, the exhaust needs to discharge through the uppermost roof.
- B. Throughout the building, many doors do not provide the accessible clearances beside the door jambs (e.g., bike storage rooms, laundry rooms, residential storage rooms, office area, residential exit on ground level, common roof deck on Level 11, etc.).
- C. The project needs to comply with the Energy Utility Systems By-law.
- D. Main Floor:
  - i) A clear exit path is required to the public thoroughfare on the west side (e.g. gate to swing in direction of travel, tables and chairs not to be in exit path, exhaust vent not to expose exit path). If the intent is to exit in two directions to avoid exit exposure situations, two clear exit paths are required.
  - ii) Indicate location of the commercial kitchen exhaust discharge location. Note that due to the high residential density, if UV is part of the proposal, the exhaust is to be through the uppermost roof.

- iii) Min. 4 ft. + the door swing is required between doors in series. This is typical for Levels 2 to 6 as well.
- iv) The door swing of the west exit is not to obstruct the exit path of the adjacent west exit.
- v) The steps in the courtyard are to be at 90 degrees to the path of travel.
- vi) The courtyard is to be handicap accessible to the east tower residences.
- E. Level 7
  - i) Ramp landings are to be min. 1500 mm long.
  - ii) The amenity areas on the roof are to be handicap accessible.
- F. Level 11 requires a second exit.
- G. Response points and annunciator locations are to be reviewed with the Fire Dept.

Note: Written confirmation that the applicant has read and has understood the implications of the above noted comments is required and shall be submitted as part of the "prior to" response. The applicant may wish to retain the services of a qualified Building Code consultant in case of difficulty in comprehending the comments and their potential impact on the proposal. Failure to address these issues may jeopardize the ability to obtain a Building Permit or delay the issuance of a Building Permit for the proposal.

- 5. Processing Centre Development: Staff are processing the development application concurrently with the Rezoning application. The conditions contained within this report complement prior to conditions for the Development Permit that address any remaining issues.
- 6. **Urban Design Panel Comments**: The Urban Design Panel reviewed this proposal on September 10, 2008 and supported the proposed use, density and form of development and offered the following comments:
- A. Panel's Consensus on Key Aspects Needing Improvement:
  - i) Further clarification of the design rationale for the exterior cladding materials and their detailing strategy;
  - ii) Consider refining the exterior cladding strategies by reducing the number of materials or reducing number of material transitions; and
  - iii) Consider safety issues with the location of the solar panels above the roof top amenity space.
- B. Related Commentary: The Panel liked the project and had no concerns with the density, with very strong support for the massing strategy. The Panel again noted that the exceptional building massing was not found in market housing and commended the architect for his design. One Panel member liked the interesting window wall relationships and was surprised that it was targeting a 40% window to wall ratio. One Panel member encouraged the applicant to look at the design of the rotunda as it was half in and half out of the building.

The Panel was concerned with the execution of the materials although they liked the playfulness of the materials but thought that at the same time the applicant should be mindful of how the details come together. They suggested that the success of the project was going to be all about the exterior details are resolved. One Panel member encouraged the applicant to look at the materials list as there are twenty-four items on it and not all of them maybe needed. It was noted that on the south façade there are little slivers of material lining up to each other and that can be done poorly or it can be done very well. A couple of Panel members thought the building design was a little over exuberant and had some concern about the detailing costs. They suggested that the applicant may find through design development that a little editing actually improved the overall design.

The Panel liked the sustainable strategies and thought they were very well thought through and actually legible and showed the spirit of SEFC. Most of the Panel liked the waterfall solar panels and thought they would bring attention to the building. The Panel was happy to hear that there will be funding in place for the solar panel. A couple of Panel members stressed that the durability issues have to be taken into consideration so that the solar panels age well. Another panel member noted that having the solar panels over the common outdoor amenity space could create a safety issue and that the panels need a safe zone around them in case of breakage. One Panel member suggested the solar panels could have been integrated into the side of the building as part of the architecture. Another Panel member noted that the proposal was a good example of how sustainability can be ingrained into the architecture and not as an afterthought. He noted that there was some redundancy on the north and east façade with respect to exterior sun shades that will offer no shading benefits and could be a cost saving if they are removed from the design.

The Panel thought the applicant had done a fabulous job with the landscaping. There are a lot of outdoor rooms that are useable and thoughtful. They also liked the cascading elements of the water and thought both the residents and neighbours would get a lot of enjoyment out of the element.

- 7. Comments of the Applicant: The applicant has been provided with a copy of this report and has provided the following comments:
  - "DYS Architects have reviewed the rezoning report for 215 West 2nd Avenue and agrees with its recommendations and conditions."
- 8. Comments of the Sponsor Society: The sponsor society has been provided with a copy of this report and has provided the following comments:

"Founded in 1989, Katherine Sanford Housing Society is a non-profit society specializing in housing development and property management for people with a mental illness and/or addictions. Over the past 19 years KSHS has developed 19 supported housing communities for more than 200 people. KSHS will manage the housing component on the site.

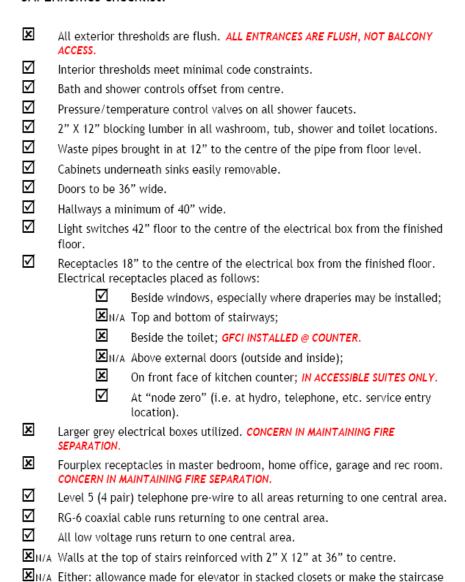
Founded in 1982, RainCity Housing and Support Society (formerly Triage Emergency Services & Care Society) offers a broad range of housing and support solutions for people living with mental illness, addictions and other challenges. Securing appropriate housing is the first and most essential step for homeless people, and RainCity's support program on this site will offer opportunities for people to move forward and achieve full, active lives.

This housing will be a significant contribution to the local community, both by reducing homelessness and through a contemporary and attractive architectural design."

As part of their rezoning application the Applicant was requested to submit the Sager Homes Checklist to indicate their approach to ensuring maximum access is provided for all persons with varying levels of mobility and sensory ability. This Appendix includes the Safety checklist submitted by the Applicant.

#### SAFERhomes checklist:

42" wide.





# BC Housing - DYS 215W 2nd Ave

**LEED Canada NC Progress Report** 

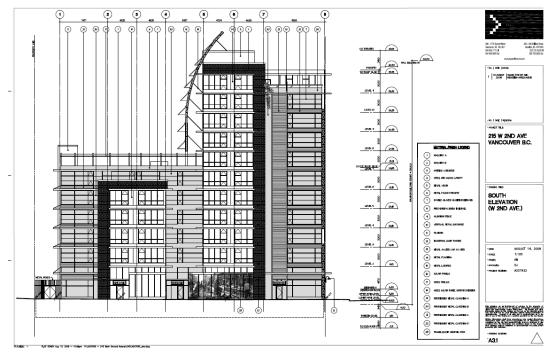
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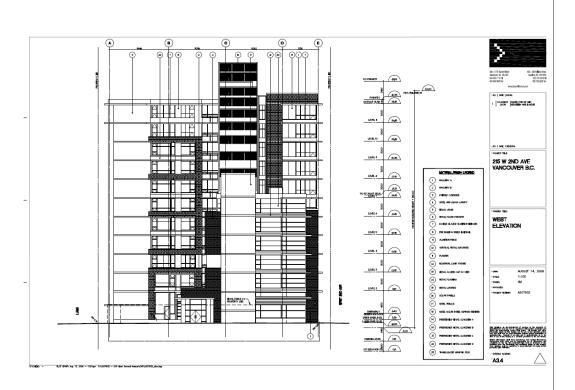
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				Credt3	Redevelopment of Contaminated Sites				1	Credit 1.3	Building Reuse, Maintain 50% of Interior Non-Structural Elements	
1				Credt 4.1	Alternative Transportation, Public Transportation Access	1				Credit 2.1	Construction Waste Management, Divert 50% from Landfill	
1				Credt 4.2	Alternative Transportation, Bicycle Storage & Changing Rooms	1				Credit 2.2	Construction Waste Management, Divert 75% from Landfill	
				Codt 4.3	Alternative Transportation, Alternative Fuel Refueling Stations	E			1	Credit 3.1	Resource Reuse, Specify 5%	
				Credt 4.4	Alternative Transportation, Parking Capacity				1	Credit 3.2	Resource Reuse, Specify 10%	
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				Credt 6.1	Stormwater Management, Rate and Quantity	1	T			Credit 5.1	Local/Regional Materials, 10% Extracted & Manufactured Regionally	
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П				Credt 7.1	Landscape & Exterior Design to Reduce Heat Islands, Non-Roof		100		1	Credit 6	Rapidly Renewable Materials	
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LEED Analysis by: RECOLLECTIVE Consulting (www.recollective.ca)

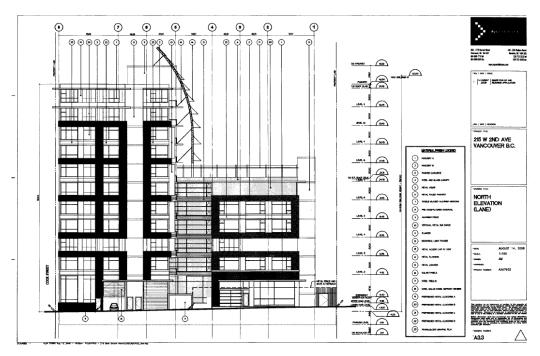
## South (West 2nd Avenue) Elevation



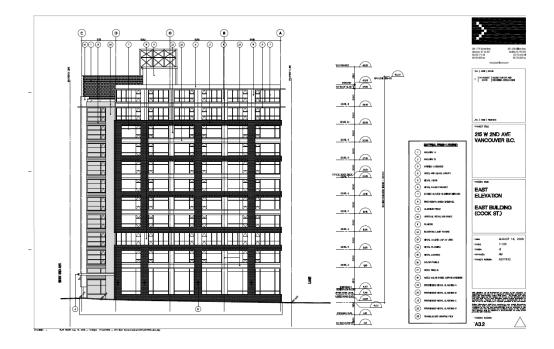
#### West Elevation



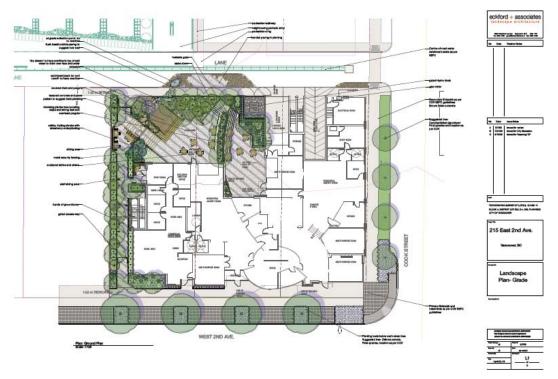
#### North Elevation



**East Elevation** 



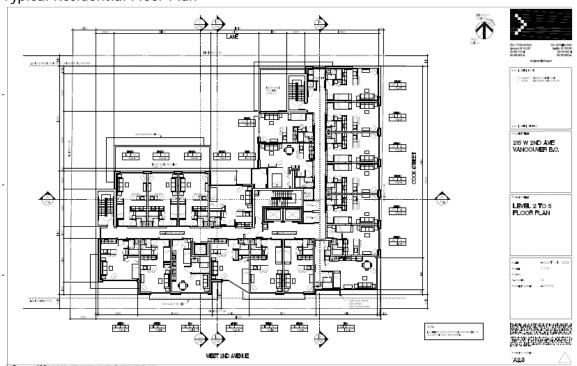
# Ground Floor Plan



7<sup>th</sup> floor Landscape Plan and green roof (11<sup>th</sup> floor)



# Typical Residential Floor Plan



# APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION

# APPLICANT AND PROPERTY INFORMATION

Street Address	215-225 West 2nd Avenue		
Legal Description	Lots 9,10,11, Block 4, District Lot 302, Plan 5832, PID 011-068-515, PID 011-069-678, PID 011-069-651		
Applicant	Dane Jansen		
Architect	dsyarchitects		
Property Owner	City of Vancouver		
Developer	Simon Davie, Terra Housing Consultants for RainCity and Katherine Sanford Housing Society		

#### SITE STATISTICS

	GROSS	DEDICATIONS	NET
SITE AREA	1 687.21 m²	68.85 m <sup>2</sup>	1 618.36 m²

#### DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT	RECOMMENDED DEVELOPMENT (if different than proposed)
ZONING	M-2	CD-1	
USES	Manufacturing Uses, Limited Service Uses; Retail Uses; Transportation and Storage Uses; Utility and Communication Uses; and Wholesale Uses	Dwelling Uses, in conjunction with; Limited Cultural and Recreational Uses; Institutional Uses, Retail Uses, Service Uses, Accessory Uses customarily ancillary to the above uses; and Interim Uses	
DWELLING UNITS		147	
MAX. FLOOR SPACE RATIO		4.8	
MAXIMUM HEIGHT		38 m	
MAX. NO. OF STOREYS		11	
PARKING SPACES		19	