



## POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: January 10, 2012  
Contact: Kent Munro  
Contact No.: 604.873.7135  
RTS No.: 9441  
VanRIMS No.: 08-2000-20  
Meeting Date: January 31, 2012

TO: Vancouver City Council  
FROM: Director of Planning  
SUBJECT: CD-1 Rezoning: 998 West 26th Avenue (Vancouver Talmud Torah School)

### **RECOMMENDATION \***

- A. THAT the application, by Acton Ostry Architects on behalf of Vancouver Talmud Torah Association, to rezone 998 West 26th Avenue (*PID: 015-645-690, Lot E Block 696 District Lot 526 Plan 22648*) from RS-1 (Single-Family Residential) District to CD-1 (Comprehensive Development) District to permit additions to the existing school building, be referred to a Public Hearing, together with:
- (i) Plans received September 12, 2011;
  - (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, subject to enactment of the CD-1 By-law, the Subdivision By-law be amended as set out in Appendix C;

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 CD-1 By-law.

- C. THAT Recommendations A and B 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 cost;
- (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 assesses an application to rezone 998 West 26th Avenue from RS-1 (Single-Family Residential) District to CD-1 (Comprehensive Development) District to permit significant additions to the Vancouver Talmud Torah School. The intent of the rezoning is to facilitate the development of a mixed-use “campus” of services for the Jewish community. The rezoning application requests increases in height and density beyond what is permitted in the RS-1 District. The application is submitted in conjunction with an application to rezone the Congregation Beth Israel Synagogue site to the south. The synagogue is part of the mixed-use campus, but is on a separate legal parcel owned by a different owner. The synagogue’s application, covered in the Policy Report dated January 10, 2012 entitled “CD-1 Rezoning - 4350 Oak Street (Congregation Beth Israel)” (RTS 9298), is being brought forward for Council’s consideration concurrently with this application for the school.

### ***COUNCIL AUTHORITY/PREVIOUS DECISIONS \****

Relevant Council Policies for this site include:

- Riley Park/South Cambie Community Vision (2005)
- Green Building Policy for Rezoning (2010)
- EcoCity Policies for Rezoning of Sustainable Large Sites (2010)
- Financing Growth - Community Amenity Contributions Through Rezoning (1999)

### ***CITY MANAGER'S/GENERAL MANAGER'S COMMENTS \****

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

### ***REPORT:***

#### ***Background/Context \****

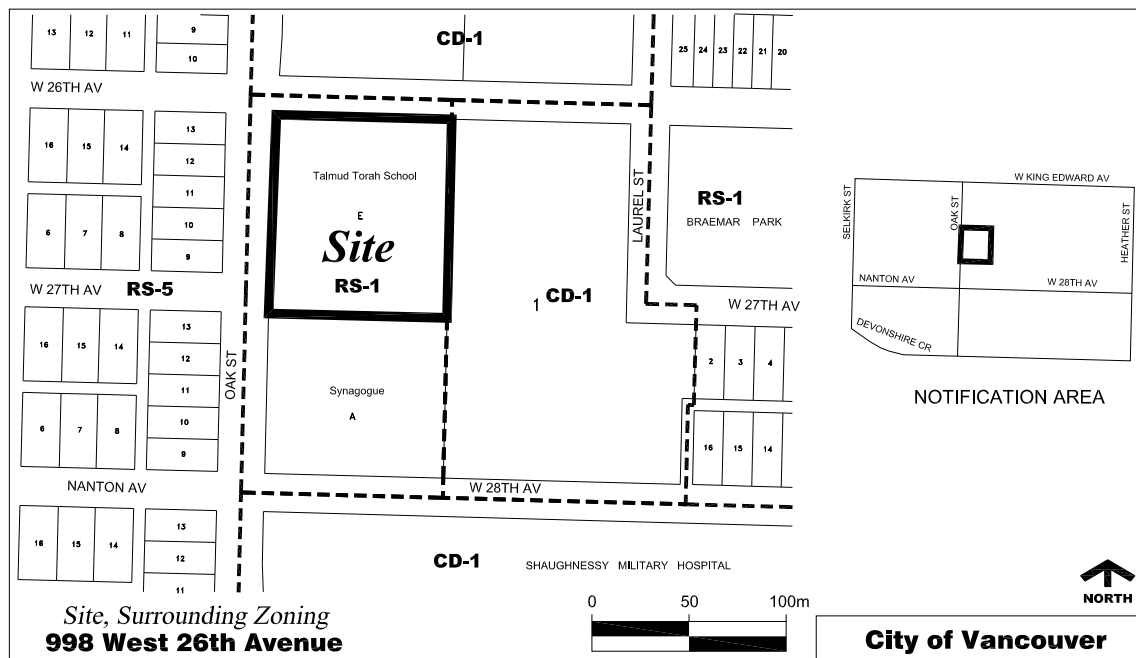
#### **1. Site and Surrounding Context**

The rezoning site at 998 West 26th Avenue, referred to in this report as the “School site”, is approximately two acres in area and is owned by the Vancouver Talmud Torah Association. To the south is the Congregation Beth Israel Synagogue at 4350 Oak Street, referred to as the “Synagogue site”. It is also approximately two acres in area and is owned by the Congregation Beth Israel. It is subject to a separate, but related, CD-1 rezoning application.

The School site and Synagogue site are located between the King Edward Mall to the north and the Children's and Women's Health Centre of BC to the south. To the east is the G.F. Strong Rehabilitation Centre. The Mall, Health Centre and Rehabilitation Centre are each zoned CD-1. Across Oak Street to the west is a single-family neighbourhood zoned RS-5.

The King Edward Mall and commercial-zoned sites to the north along Oak Street are identified as a Neighbourhood Centre in the Riley Park/South Cambie Community Vision. As such, the School site is near the heart of the local community where shops, jobs, local services, public places and a mix of housing types are clustered. The site is well served by transit, with bus service on both Oak Street and King Edward Avenue.

Figure 1: Site and Surrounding Zoning



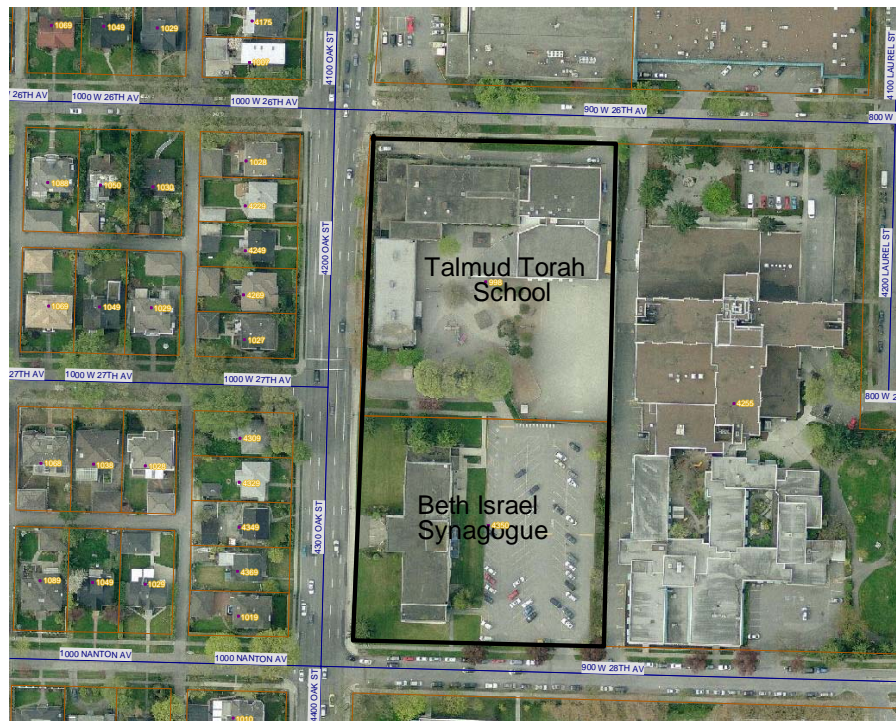
## 2. Policy Context

The Riley Park/South Cambie (RPSC) Community Vision allows for consideration of rezoning applications for “expansion, downsizing or reuse of publicly owned or non-profit institutional, cultural, recreational, utility or public authority uses”. While the Vision does provide specific planning policy guidance for some large sites, neither the School site nor the Synagogue site have any specific Vision directions. Nonetheless, the expansion of institutional sites provides opportunities to further city-wide goals regarding the sustainability, co-location and intensification of community-serving uses, especially in strategic locations, such as part of a defined Neighbourhood Centre (Oak and King Edward), that are well served by public transit.

## 3. Existing Development and Enrolment Capacity

The School site is currently developed with the Vancouver Talmud Torah School (see Figure 2). The oldest part of the school was built in 1948 and, as school enrolment increased, two significant additions were built in the 1960s and 1980s. Current enrolment is 490 students. The school employs 83 staff (74 full-time and 9 part-time), although on average approximately 72 staff are on-site at any one time during the school day.

**Figure 2: Existing Site Development**  
(with the school to the north and the synagogue to the south)



To the south is the Synagogue site developed with the Congregation Beth Israel Synagogue, built in 1949, which currently serves a congregation of approximately 250 people over the course of an average week of services, 500 people for special events and up to 1,000 people on the Jewish High Holidays which occur over a three-day period every fall. The current seating capacity of the combined sanctuary, chapel and social hall is 1,150.

Because the oldest portion of the school building dates to the 1940s, it is listed in the Recent Landmarks Program "Post-40s" Inventory, which identifies buildings of significance not previously included in the Vancouver Heritage Register. The adjacent Congregation Beth Israel Synagogue building also dates to the 1940s and is on the list. These two buildings are identified not for their architecture, but for their significance in providing a campus of services to the Jewish Community. Sites on the Recent Landmarks Inventory are eligible for addition to the Vancouver Heritage Register at the property owner's discretion.

The school currently has very limited on-site parking. Passenger drop-off areas for the school are located along 26th Avenue and also on the area that formerly was an extension of 27th Avenue, which was closed and consolidated with the school property in 1985. Most of the parking for the school is currently provided on the neighbouring Synagogue site, under a shared parking arrangement. The Synagogue site's surface parking lot occupies the east half of its site. It has spaces for 100 vehicles and is accessed directly from 28th Avenue or from Oak Street by crossing the school property.

#### 4. Proposed Development and Increased Enrolment Capacity

The pattern of development proposed for both the School and Synagogue sites is that of a “campus” of buildings surrounding open space courtyards and internal “streets” which provide linkages between the various components. The details of the development components proposed in this application are as follows:

*Vancouver Talmud Torah School:*

- replace the existing two-storey administration building on the east side of the site with a new four-storey building containing administrative and classroom functions, a gymnasium and a rooftop sports court;
- refurbish and make a small addition to the existing two-storey school building fronting 26th Avenue in the northeast corner of the site;
- add one new floor to the two-storey classroom building on Oak Street;
- add one level of underground parking to the School site with about 112 spaces, accessed through the Synagogue site’s new parking structure.

Should these proposed changes proceed, it is anticipated that enrolment at the school would increase from the current 490 students and 83 staff to a maximum of 650 students with the same number of staff.

*Congregation Beth Israel Synagogue:*

- refurbish the existing synagogue building and convert it to a social hall for cultural recreational uses;
- add a new four-storey sanctuary to the east side of the existing synagogue building;
- add a new four-storey building along the east property line to contain office space for service uses or non-profit groups serving the Jewish community.

#### *Strategic Analysis \**

##### 1. Form of Development (see plans contained in Appendix E)

The rezoning application proposes to retain the existing use on the site, being the Vancouver Talmud Torah School. Staff support the school use being among the mix of uses proposed for the Synagogue and School sites in a campus of services concept, noting the presence of many types of institutional uses in the immediate vicinity. Expansion of the existing school use at this location, along with the Synagogue and its community services, is supportable given that these uses serve both local and regional communities. The application proposes to increase the density on the School site from a floor space ratio (FSR) of approximately 0.55 to a FSR of 1.49.

The form of development, for the Synagogue and School sites, is based on a campus pattern of development, consistent with the surrounding institutional context. The massing is distributed around the perimeter of both sites, defining a series of open space courtyards between the buildings. The form and massing maintains the existing street edge, height and public open space definition along both Oak Street and 26th Avenue. Staff contend that the mix and intensity of the uses on both sites are appropriate given their location along well-served transit corridors and next to a significant Neighbourhood Centre.

### 3. Open Space and Public Realm

Most of the School site's existing landscaped open space will be retained and enhanced with landscape treatments that are suitable for school children and will improve pedestrian connections between the various buildings. Staff are recommending that the applicant make improvements to the sidewalks on Oak Street and 26th Avenue. Conditions to secure the improvements are contained in Appendix B.

In accordance with the City's objectives for the public realm in and around large hospitals, the applicant will be required to provide a wellness walkway on the south side of 26th Avenue, from Oak Street to the east property line. Conditions to secure the wellness walkway have been included in Appendix B.

### 4. Parking and Circulation

Presently the School has a few non-conforming parking spaces on its property, but is otherwise reliant on an agreement with the Synagogue which grants it the use of 25 parking spaces parking in the 100-space surface parking lot on the east half of the Synagogue site. Current access to that lot is from 28th Avenue and from mid-block on Oak Street by crossing the school property.

In the proposed redevelopment of the campus, all parking would be relocated to an underground structure to be added along the east half of both properties. The adjoined parkade is proposed to provide about 112 spaces on the School site on one level and about 202 spaces on the Synagogue site on two levels. Access would be gained from a new driveway/ramp which extends across both properties along the east property line, connecting 26th and 28th Avenues. Staff recommend a one-way northbound direction for the driveway/ramp, with entry from 28th Avenue (onto the Synagogue site) and exit on to 26th Avenue (from the School site). The existing access point from Oak Street, across the School site, would be eliminated. An existing lay-by on school property, off of 26th Avenue, is proposed to be retained and is recommended to be reserved for school bus loading during school hours.

Given that the school draws students from a broad area and not just the local neighbourhood, staff are recommending that a Transportation Demand Management Plan (TDMP), which promotes sustainable modes of travel while reducing reliance on the private auto, be submitted at the time that any new development proceeds on the School site. The TDMP should review techniques to reduce trips to the school by vehicle, such as parking reductions made possible by the mixing of land uses, carpooling and transit support.

### 5. Sustainability

The rezoning application was submitted on December 23, 2010. The Green Building Policy for Rezonings requires that rezoning applications received between August 1, 2010 and January 31, 2011, achieve a minimum of LEED® Gold equivalent, with at least 63 points, including target points for energy performance, water efficiency and stormwater management. The Policy also requires the applicant to register the project with the Canada Green Building Council (CaGBC).

The area of the School site is greater than two acres and it is, therefore, subject to the EcoCity Policies for Rezoning of Sustainable Large Sites (Action A2). This policy is designed to achieve higher sustainability outcomes on large development sites through the exploration and implementation of district and renewable energy opportunities, sustainable site design, green mobility and clean vehicles strategies, sustainable rainwater management, and solid waste diversion strategies.

The requirement under Action A2 to complete a District and Renewable Energy Feasibility Screening Study was waived for this rezoning application due to the close proximity of the development site to Women's and Children's Health Centre which currently operates a natural-gas fired District Energy System for thermal energy distribution to its campus buildings. As such, conditions of rezoning have been incorporated that provide for connection to the District Energy System based at Women's and Children's Health Centre.

The remaining matters required by Action A2 have been addressed either through the design of the development, or will be provided through plans or strategies to be required by other conditions of approval in Appendix B.

Generally, redeveloping a site will generate the need for soil remediation to address contaminants that may be present as a consequence of previous uses on the site. With respect to the School site, the Environmental Protection Branch reviewed the site profile and preliminary site investigations and determined there were no current or historic activities on this site that would require remediation. Therefore no condition of approval related to soil remediation is required.

### *PUBLIC INPUT*

Prior to the submission of the rezoning application, the applicant team hosted a community open house on June 1, 2010 at the Synagogue at which the plans for the whole campus (Synagogue and School sites) were presented. Thirty-one attendees signed in at the event, including representatives from the Children's and Women's Health Centre and from the G.F Strong Rehabilitation Centre, as well as school and synagogue users, and local residents. Twenty-six comment sheets were completed. When asked what was supportable about the proposal the respondents noted:

- improvements with underground parking and school drop-off which could alleviate some traffic concerns in the neighbourhood;
- consolidation of services in new facilities and the "campus" approach makes sense.

When asked what was of concern with the proposal, the respondents noted:

- impacts on traffic and parking during construction, relative to the redevelopment planned at the Children's and Women's Health Centre, and for the staff and clients at the G.F. Strong Rehabilitation Centre;
- loss of the Oak Street entrance to the site;
- building heights;
- anticipated noise from roof-mounted ventilation equipment.

During the rezoning application review process, combined information signs were installed on both rezoning sites and a notification letter was sent to 254 nearby property owners informing of the development proposed for both sites. Two emails were received in response to the neighbourhood notification. One resident, who resides just west of Oak Street, expressed

concern regarding increased traffic within an already busy area. Another email, from the Riley Park/South Cambie Steering Committee, stated general support for the rezoning.

In response to the comments heard and received, and as noted previously in the report, staff are recommending that a Transportation Demand Management Plan be submitted with the development application for the School site to identify techniques to reduce automobile trips to the school.

### ***PUBLIC BENEFITS***

#### **1. Required Public Benefits:**

**Development Cost Levies (DCLS):** DCLs apply to all new construction and help pay for facilities made necessary by growth, including parks, child care facilities, replacement housing (social/non-profit housing) and various engineering infrastructure. As of September 30, 2011, the city-wide DCL rate applicable to the new floor area attributed to school use is \$5.49 per m<sup>2</sup> (\$0.51 per sq. ft.). In this expansion project, 95,257 sq. ft. of new floor area would generate DCLs of approximately \$48,581, if approved.

#### **2. Offered Public Benefits**

**Community Amenity Contribution (CAC):** In the context of the City's Financing Growth Policy, the City anticipates receiving community amenity contributions from the owner of a rezoning site to address the impacts of rezoning. Contributions are negotiated and evaluated by staff in light of the increase in land value expected to result from rezoning approval, community needs, area deficiencies and the impact of the proposed development on City Services. In this instance, Real Estate Services staff advise that the value of the rezoning site under the current RS-1 zoning would exceed the value of the site as a comprehensive development of an expanded school, therefore a CAC would not be appropriate.

### ***FINANCIAL IMPLICATIONS***

Approval of the report recommendations will have no financial implications with respect to the City's operating expenditures, fees, or staffing.

### ***CONCLUSION \****

Staff have reviewed the application by Acton Ostry Architects on behalf of Vancouver Talmud Torah Association to rezone their property from RS-1 (Single-Family Residential) to CD-1 (Comprehensive Development) to permit additions to the existing school buildings. Staff have concluded that the proposal is supportable given the site's location in a Neighbourhood Centre and the advantages of co-locating and complementing with the adjacent Synagogue uses in a campus of community serving facilities. Staff recommend that the application be referred to Public Hearing together with the draft CD-1 By-law, as generally shown in Appendix A, and with a recommendation by the Director of Planning that, subject to the Public Hearing, it be approved along with conditions of approval listed in Appendix B, and approval in principle of the form of development as shown in plans attached as Appendix E.

\* \* \* \* \*



998 West 26th Avenue (Vancouver Talmud Torah School)  
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.

**Use**

- Institutional Uses, limited to Child Day Care, Church, School - Elementary or Secondary or school -university or college and social service centre.
- Accessory Uses customarily ancillary to the above uses.

**Density**

- For the purpose of computing floor space ratio, the site shall be deemed to be 9 414.2 m<sup>2</sup>, being the site size at the time of application for rezoning, prior to any dedications.
- The maximum floor space ratio is 1.49.
- Computation of floor space ratio must include:
  - 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;
  - 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.

**Height**

- The maximum height as measured above the base surface is 24.5 m [80 feet].

\* \* \* \* \*

998 West 26th Avenue (Vancouver Talmud Torah School)  
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 Acton Ostry Architects Inc. and stamped "Received City Planning Department, September 12, 2011", provided that the Director of Planning may allow minor alterations to this form of development when approving the detailed schemes 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:

**Urban Design**

- 1. Design development to further refine the detailing of the building facades to fully demonstrate the design intent of the architectural expression illustrated.  
Note to Applicant: Detailed sections are required.
- 2. Design development to the concrete wall alongside the driving ramp to improve its visual quality.
- 3. Consideration should be given to improving light access to the parking level through the use of light-wells and/or skylights.

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

- 4. Design development to respond to CPTED principles, having particular regard for:
  - a) theft in the underground parking;
  - b) break and enter; and
  - c) mischief in alcove and vandalism, such as graffiti.

Note to Applicant: As with any large development, the applicant must consider and design against uncommon but potential risks such as break and enter to property or vehicles, mail theft, the perceived safety of underground parking areas, mischief and vandalism. Provide a strategy that identifies the particular risks that may arise on this site and proposes specific features to mitigate them. Show on the plans where these features should be located, and provide an indicative design for them.

## Landscape

5. Provision of a fully labelled Landscape Plan, Sections and Details.
6. Illustration on the Landscape Plan and architectural Site Plan of all lane-edge utilities such as gas meters and transformers.  

Note to Applicant: All utilities should be located, integrated and fully screened in a manner which minimizes their impact on the architectural expression and the building's open space and public realm.
7. Submission of an ISA Certified Arborist report outlining tree retention methods for retained trees, including arboriculture practises recommendations for the safe retention of existing trees in accordance with the City's Protection of Trees By-law.  

Note to Applicant: A letter of assurance will be required as an agreement between the property owner and the Arborist for on-site supervision by the Arborist during excavation.
8. Design development to safely retain the two existing Norway Spruce Trees, located adjacent Oak Street near the south boundary of the property, as a visual amenity for the streetscape; and to limit excavation and proposed paving from within the tree protection zone, as noted on the Landscape Plan.
9. Provision of a Landscape Lighting Plan to illuminate pedestrian areas for security and safety purposes.  

Note to Applicant: The lighting should also be illustrated on the Landscape Plan.
10. Provision of soil depth for landscape over structures to meet or exceed BC Landscape and Nursery (BCLNA) standards.  

Note to Applicant: Provide large scale sections (1/4"=1'0" or 1:50) through planter areas to verify that sufficient soil depth can be accommodated for shrubs and trees. Note section locations on the Landscape Plan.
11. Provision of a thorough and detailed Landscape Management Schedule of the proposed landscape forms, including planters, green roof and irrigation systems, to ensure follow-up maintenance for long-term care of proposed plantings at all building locations.
12. Provision of best current practises for managing water conservation, including high-efficiency irrigation, aspects of xeriscaping including drought-tolerant plant selection and mulching, all to be illustrated on the Landscape Plan.  

Note to Applicant: Where the deletion of irrigation for all slab planters is a strategy to earn a LEED® point, provide a written rationale for the choice of plants, the amount of sun exposure, and the soil volumes. In addition, a maintenance schedule for watering (this may be hand watering) the plantings during the first year following installation (to ensure proper establishment).

13. Provision of a high-efficiency irrigation system in all landscape areas.

Note to Applicant: The irrigation system design and installation shall be in accordance with the current Irrigation Association of BC standards and guidelines. Notation to this affect should be added to the Landscape Plan.

14. New infill street trees proposed to be provided adjacent to the development site as noted on the Landscape Plan to be confirmed prior to issuance of any building permit for new development.

Note to Applicant: Contact Eileen Curran, Streets Engineering, ph: 604.871.6131 to confirm tree planting locations and Amit Gandha, Park Board, ph: 604.257.8587 for tree species selection and planting requirements. Provide a notation on the Landscape Plan, "Final spacing, quantity and tree species to the satisfaction of the General Manager of Engineering Services. New trees must be of good standard, minimum 6 cm calliper, and installed with approved root barriers, tree guards and appropriate soil. Root barriers shall be 8 feet in length and 18 inches in depth. Call the Park Board for inspection after tree planting completion, phone: 311.

### Engineering

15. Provide a Transportation Demand Management Plan (TDM) to the satisfaction of the General Manager of Engineering Services which promotes sustainable modes of travel while reducing reliance on the private auto. Note the TDM plan should contemplate techniques such as mixed-use reduction, car-pooling, transit support etc.
16. Provide a limited School Transportation Management Plan (TMP) which outlines the following:
- Travel mode survey for the entire school students and staff with a minimum of a 90% response rate to be completed annually for 5 years, following occupancy;
  - Current and future TDM measures being implemented at the school Whether the school is meeting the previously set travel mode targets and setting new targets for the future;
  - Include any neighbourhood concerns regarding the school traffic; and
  - Submit a copy of the limited TMP to the School Liaison at the City of Vancouver for review.
17. Parkade design issues to be addressed prior to issuance of the related development permit:
- The driveway crossing on 28th Avenue shall be designed to facilitate vehicle entry only with all vehicles exiting onto 26th Avenue; and
  - Provide a gate to restrict access at both driveway crossings to the lay-by on school property south of 26th Avenue during school pick-up and drop-off periods. This may require an attendant to monitor and manage the gate for the school bus.

Note to Applicant: Section 7.2.2 of the Traffic Impact Assessment states that this area will not be used for drop-off or pick-up. With the current drop-off traffic circulation, there are queuing concerns on Oak Street.

18. Relocate the Class A loading space closer to the Class B spaces or within the underground parkade.
19. Number and label all parking spaces as summarized in Table 6.2 of the Traffic Impact Assessment.
20. Redesign the traffic circulation within the parking level to better accommodate the northbound entrance only from 28th Avenue and exit onto 26th Avenue.
21. Deletion of the 2 surface parking spaces at the corner of Oak Street and 26th Avenue, and removal of the existing hedging or its relocation to private property. Engineering suggests this area receive better treatments to support pedestrian uses and complement the sidewalk improvements planned for 26th Avenue.
22. Consideration of removal of the temporary concrete no post barriers located on private property should be removed and replaced with a permanent wall.
23. Clarify garbage storage areas and pick-up operations.
24. The following statements are to be noted on the landscape plans:
  - "sidewalks are to be reconstructed from curb to property line fully at the applicant's expense";
  - "This plan is *Not for Construction* of any public property facilities. Prior to the start of any construction on public property a landscape plan must be submitted to Engineering Services and be issued as "*For Construction*"; 8 weeks notice is requested. No work on public property may begin until plans receive "for construction" approval and related permits are issued. Please contact Frank Battista at 604.873.7317 or Kevin Cavell at 604.873.7773 for details".
25. An interconnected water service will be required for this site.
26. Separate water and sewer services will likely be required for each of the synagogue and school properties. Please consult with Engineering Water and Sewers design staff to determine best servicing for this site.

### Sustainability

27. Identification on the plans and elevations of the built elements contributing to the development's sustainability performance in achieving LEED® Gold equivalent with 63 points, including at least six optimize energy performance points, one water efficiency point, and one storm water point.

Note to Applicant: Provide a LEED® checklist confirming LEED® Gold equivalent status and a detailed written description of how the above-noted points have been achieved with reference to specific building features in the development. Both the checklist and description should be incorporated into the drawing set.

### District Energy

28. The heating and domestic hot water system for each building comprising the development shall be designed to be easily connectable and compatible with a District Energy System to supply all anticipated heating and domestic hot water requirements. Design provisions related to district energy compatibility must be to the satisfaction of the General Manager of Engineering Services.

Note to Applicant: The applicant shall refer to the *District Energy Connectivity Standards* for specific design requirements, which include provisions related to the location of the mechanical room, centralization of mechanical equipment, pumping and control strategy, and other hydronic heating and domestic hot water system minimum requirements. The applicant is encouraged to work closely with Staff to ensure adequate provisions for District Energy compatibility are provided for in the mechanical design.

29. Space heating is to be provided by hydronic systems, without electric resistance heaters, or distributed heat generating equipment.

Note to Applicant: Compliance with HVAC design requirements shall apply to each new build component of the development as development phasing progresses.

30. Design of the Vancouver Talmud Torah and Beth Israel Synagogue developments must incorporate centralization of mechanical heating equipment at one location within each development (i.e. two centralized mechanical rooms). Location of each centralized mechanical room must allow for ease of installation of distribution piping to connect the two development in the future.

Note to Applicant: Centralization of mechanical equipment and appropriate siting of each mechanical room is intended to limit the number of connection points to the District Energy System to one (i.e. one future Energy Transfer Station for the rezoned site) where feasible.

31. Provision of a Green Mobility and Clean Vehicles Strategy that includes the requisite infrastructure where appropriate to prioritize sustainable transportation modes including walking, cycling, public transit, and provisions for low carbon vehicles (e.g., electric vehicles), completed to the satisfaction of the General Manager of Engineering Services, and prior to Development Permit issuance the completion of any agreements required by this Strategy on terms and conditions acceptable to the General Manager of Engineering Services and the Director of Legal Services.

Note to Applicant: The Green Mobility and Clean Vehicles Strategy should be coordinated with the Transportation Study and Traffic Management Plan.

32. Provision of a Sustainable Rainwater Management plan that utilizes sustainable strategies to allow for infiltration, retention, treatment and utilization of rainwater where applicable and appropriate on site.

Note to Applicant: The requirements of the Sustainable Rainwater Management Plan should be coordinated/integrated with the required Landscape Plan (see condition # 12 landscape plan condition).

33. Provision of a Solid Waste Diversion Strategy that addresses waste diversion in all solid waste generating activities within the development.

Note to Applicant: The strategy must provide space, infrastructure and an operational approach to divert organics and recyclables from the waste stream; and, minimize the vehicle trips required for collection, all to the satisfaction of the General Manager of Engineering Services; and, prior to Development Permit issuance the completion of any agreements required by this Strategy on terms and conditions acceptable to the General Manager of Engineering Services and the Director of Legal Services.

#### CONDITIONS OF BY-LAW ENACTMENT

- (c) That, prior to enactment of the CD-1 By-law, the registered owners shall on terms and conditions satisfactory to the Director of Legal Services and to the satisfaction of the Director of Planning, the General Manager of Engineering Services, the Managing Director of Social Development or the Approving Officer, as necessary, and at the sole cost and expense of the owners, make arrangements for the following:

##### Engineering

1. Appropriate legal agreements to address all cross-boundary issues generated by this proposal such as new off-site parking and reciprocal access/parking arrangements; and for the release of Covenant GD44412 and Easement BV26867. The new agreements should be finalised once parking and access areas have been constructed.  
  
Note: A more detailed review of the cross-boundary issues and existing easements will be required prior to by-law enactment to better define the necessary legal arrangements.
2. Discharge, and replacement (as-required) of BC Hydro Statutory Right of Way 500066M upon the relocation of all underground utilities (BC Hydro and Telus) within this right of way. Written confirmation that all services can be removed is required from the appropriate utility companies.
3. Modification, replacement or discharge if possible of Statutory Right of Way GD18798, and relocation or removal of any existing utility lines (sewer and Telus) within this right of way, if required. The arrangements can be completed when the services have been relocated or removed. Written

confirmation that all services can be relocated or removed is required from the appropriate utility companies and the General Manager of Engineering Services.

4. Modification of Option to Purchase GD18787 (for the south 66 feet of Lot E for road) to permit structures within the Option Area.
5. Provision of a Services Agreement to detail the delivery of all on-site and off-site works and services necessary or incidental to the servicing of the rezoning site (collectively called the "Services") such that they are designed, constructed and installed at no cost to the City, and that all necessary street dedications and rights of way for the Services are provided. No development permit will be issued for the property until the design of the Services is completed. The services shall include:
  - (i) Provision of improved sidewalks on the east side of Oak Street, west of the property, including a 1.4 m exposed aggregate front boulevard with street trees where space permits, standard 4-piece tree surrounds and 2.2 m concrete sidewalk is required. Provision of appropriate setbacks and rights of way on site where required to ensure adequate space is available for the installation of the widened boulevard and sidewalks. Note the existing mature trees may prevent the delivery of the widened sidewalk, should this situation arise, legal arrangements to secure the installation of the boulevard and sidewalk at a future date will also be required.
  - (ii) Provision of "wellness walkway" sidewalk and related treatments on the south side of 26th Avenue from Oak Street to the east property line of the site. A minimum 1.4 m grass front boulevard and 2.2 m concrete sidewalk are required.
  - (iii) The applicant is to supply the fire flow rate for this development (maximum GPM to meet fire protection needs as supplied by their mechanical consultants). Once a review of this information is completed Engineering will determine if water system upgrading is necessary for this project if so, an appropriate servicing agreement will be necessary. If the applicant does not or cannot supply this information prior to by-law enactment then a servicing agreement will be necessary that allows for whatever upgrading as determined by the City Engineer as being necessary is to be fully funded by the developer with appropriate security being supplied prior to the start of any work by the City.
6. 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 are to be located on private property. 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.

7. Make arrangements for appropriate agreements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the possible connection to a district heating system in accordance with the City's current policy for low-carbon district heating systems which:
  - require buildings within the development to connect to the District Energy System located at Women's and Children's Hospital prior to occupancy if connection is deemed available and appropriate at the time of issuance of development permit;
  - Require future connection of buildings within the development to a District Energy System post-occupancy, if and when the opportunity is available and appropriate, and where user energy costs under the District Energy System are anticipated to be equivalent to or less than costs under the existing business as usual approach to heating using a 25-year levelized cost comparison;

and/or

grant the operator of the District Energy System access to the building mechanical system and thermal energy system-related infrastructure within the development for the purpose of enabling District Energy System connection and operation, on such terms and conditions as may be reasonable required by the Applicant.

Note: 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 are 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, and letters of credit, and provide for the withholding of permits, as deemed appropriate by, and in the form and content satisfactory to, the Director of Legal Services.

\* \* \* \* \*

998 West 26th Avenue (Vancouver Talmud Torah School)  
DRAFT CONSEQUENTIAL AMENDMENTS

SUBDIVISION BY-LAW

- Delete the CD-1 site from the subdivision category maps forming part of Schedule A of the Subdivision By-law.

\* \* \* \* \*

4350 Oak Street and 998 West 26th Avenue  
Congregation Beth Israel Synagogue and Vancouver Talmud Torah School  
ADDITIONAL INFORMATION

**1. Comments of 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 conditions as shown in Appendix B.

**2. Urban Design Panel Comment:**

The Urban Design Panel reviewed this proposal on May 18, 2011, and supported the proposed use, density and form of development and offered the following comments:

**EVALUATION: SUPPORT (7-0)**

**Introduction:** Anita Molaro, Development Planner, introduced the proposal for a rezoning for the Beth Israel Synagogue and the Talmud Torah School on Oak Street. Ms. Molaro explained the policy background noting that the site is located in the Riley Park South Cambie Community Vision area. The site is comprised of two parcels and the application proposes to rezone both sites from RS-1 to CD-1. The north site is currently developed with the Talmud Torah School which has been in existence since 1947 and the south side is developed with the Beth Israel Synagogue which has been there since 1949. Both of these buildings are listed on the City's post 40's heritage inventory. Although church and school uses are permitted in RS-1 as conditional uses, the regulations of single family zoning are not appropriate for this type of institutional use and form of development. The proposal is to rezone both sites to create an integrated campus serving the Jewish community with expansion to the school and the synagogue in addition to the development of an office building on the east portion of the site. Ms. Molaro described the context for the area. She noted that there isn't a lane that separates the GF Strong site and the school's site.

The synagogue will be expanded with a two storey high addition. The school building will remain except the existing gym which will be demolished and replaced with a 4-storey addition which includes a replacement gym and additional classrooms. This joint rezoning exercise of the two sites facilitates the development of a shared courtyard of hard and soft landscaping and play areas as well as increased underground and off street parking. These vehicle servicing activities will be accessed through a new parking ramp that will connect through from West 26th Avenue to West 28th Avenue and will provide a below grade pick-up and drop-off facility.

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

- The urban design response developed for these sites and their relationship with the surrounding context;
- Building siting, form and massing;
- The increase in massing and height;
- The public realm strategy including the open space and landscape;
- Sustainability strategy;
- Consider whether or not the office building could handle an additional floor;
- Any other comments from the Panel.

Ms. Molaro took questions from the Panel.

**Applicant's Introductory Comments:** Mark Ostry, Architect, further described the proposal noting that there is an opportunity to create a mixed-use campus. The biggest result of doing this combined rezoning is to solve a serious drop-off problem which has historically been problematic for the school along West 26th Avenue. The massing is pushed to the perimeter of the site to have as much landscape play area and courtyard gathering spaces as possible. Also they create some definition along West 28th Avenue and a new entrance to the synagogue. In terms of sustainability, Mr. Ostry noted that they will be pursuing LEED® Gold. He added that there will be opportunities for urban agriculture as well as water and energy efficiency, and that there is a possibility of a district energy being provided in the area and for the site.

Jennifer Stamp, Landscape Architect, described the plans for the landscaping, noting that for the school they have created a series of outdoor spaces for children with a variety of play equipment and nooks for social gatherings. A memorial orchard is planned along with urban agriculture. They have looked at using artificial turf in the play areas, and on the roof top they are planning a fenced court space. The synagogue will have a series of garden courtyards or walled gardens with mostly hardscape for gatherings.

The applicant team took questions from the Panel.

**Panel's Consensus on Key Aspects Needing Improvement:**

- The Panel had no substantial concerns with this proposal.

**Related Commentary:** The Panel supported the proposal.

The Panel supported the height, density and the additional height to the office portion noting that it was a well thought through project. One Panel member thought the retaining wall needed to respond better to the entrance condition. Another Panel member thought there could be some glazing and landscaping on the P-Level, and to consider additional light wells to get more light into the parking level. Also, one Panel member thought the driveway could come from one side with a landscape bridge over it instead of a double ended driveway.

**Applicant's Response:** Mr. Ostry thanked the Panel for their comments.

**3. Comments - Building Code Specialist:**

The Processing Centre - Building provided the following comments on September 30, 2011:

The following comments are based on the preliminary drawings prepared by Acton Ostry Architects dated 2011-09-16 for the proposed rezoning application. This is a preliminary review in order to identify issues which do not comply with the Vancouver Building By-law (VBBL) #9419 as amended and includes a review of Subsection 3.2.5 "Provisions for Fire Fighting".

- (1.) Where there are openings across a property line, the lots are to be consolidated to remove the property line, or a rationale is to be provided to Processing Centre Building why the lots are not able to be consolidated.
- (2.) The parkade is required to be separated by a firewall along the property line, and each property is to have an exiting system. An accepted alternative solution and acceptable legal agreements would be needed to allow the two proposed drive aisle openings along the property line.
- (3.) The parkade exits on the south property need to exit above grade on the south property.
- (4.) A firewall is required above grade for the wall along the property line, including across the "covered link" at the property line.
- (5.) Access/egress easement agreements would be needed for exterior exiting across another's property.
- (6.) Provide spatial separation calculations to demonstrate compliance relative to the property line.
- (7.) Further review at the Building Permit stage will be required for the auditorium addition on the south side for assembly occupancy requirements, accessibility to the platform, etc.
- (8.) Provide adequate exiting from the gyms on level 1.
- (9.) Provide adequate exiting from the sports areas on level 5.
- (10.) Provide a shaft through to above the sports areas on the roof for the kitchen exhaust.
- (11.) Provide adequate washroom, change and shower facilities including First Aid facilities and equipment storage on Level 5
- (12.) Level 5 turf, or green roof, will need to comply with a Class A, B, or C roof rating.
- (13.) Provide a means of stopping balls and objects from leaving Level 5 and harming pedestrians below (e.g., netting)
- (14.) Health approval will be required (e.g., water fountains, etc.)
- (15.) A toilet room will be required.
- (16.) Gallery seating will need to comply with the VBBL (e.g., aisles, etc.)
- (17.) Interconnected floor spaces are to comply with Subsection 3.2.8.

The applicant may wish to retain the services of a qualified Building Code consultant. Failure to address these issues may jeopardize the ability to obtain a Building Permit or delay the issuance of a Building Permit for the project.

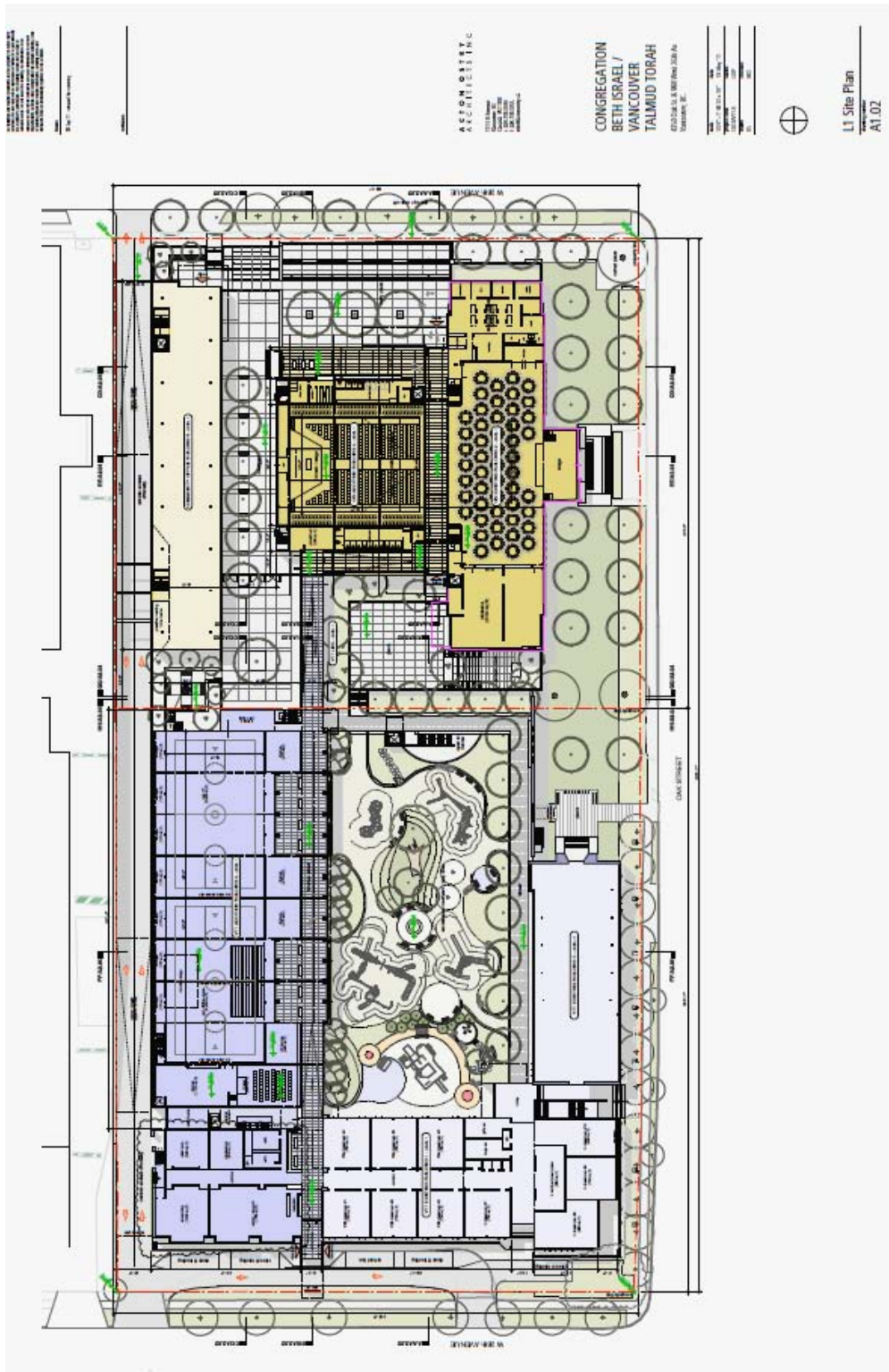
#### **4. Comments of the Applicant:**

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

With regard to the new proposal for split bike lanes, the owner is very interested in providing drop-off services along the north side of 28th Ave for the congregants to the Synagogue. We understand that this is unrelated to the rezoning application, and will be discussed at the development permit stage.

\* \* \* \* \*

4350 Oak Street and 998 West 26th Avenue  
FORM OF DEVELOPMENT



DATE: 11/15/2017  
 DRAWN BY: [Name]  
 CHECKED BY: [Name]  
 PROJECT: [Name]  
 SHEET: [Name]



1 - Oak Street Elevation (Manouver Talmud Torah)

ACORN ARCHITECTURE  
 1111 VANCOUVER STREET  
 VANCOUVER, BC V6E 2V6  
 TEL: 604.681.1111  
 WWW.ACORNARCHITECTURE.COM

CONGREGATION  
 BETH ISRAEL /  
 VANCOUVER  
 TALMUD TORAH  
 4750 DALLAS AVE UNIT 100A  
 VANCOUVER, BC

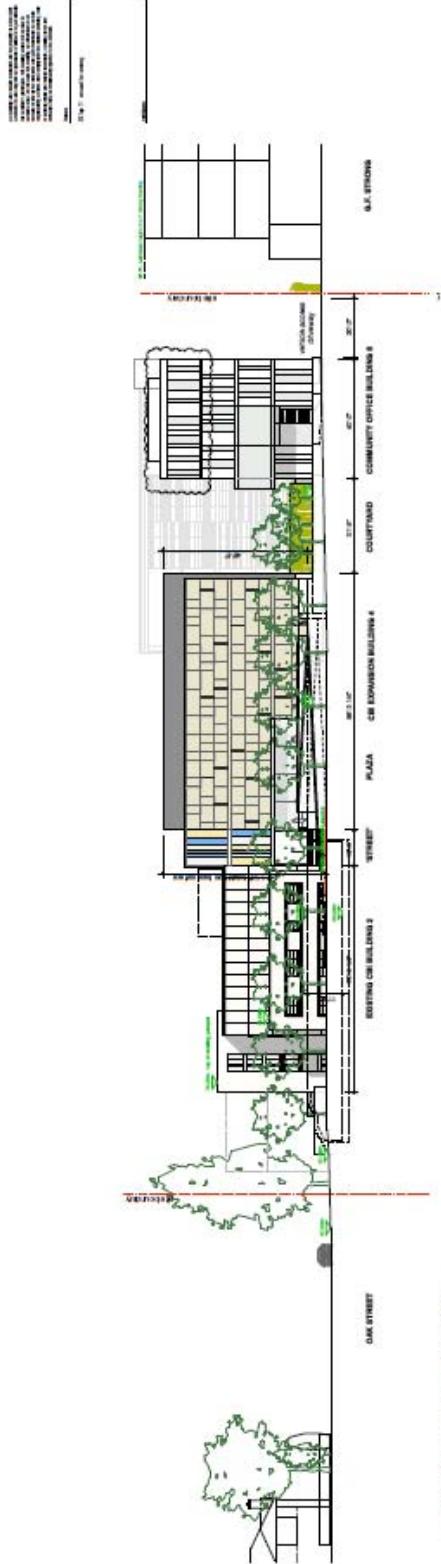
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PROJECT	MANOUVER T. TORAH	DRAWN BY	[Name]
CHECKED BY	[Name]	DATE	11/15/2017
PROJECT NO.	[Number]	SHEET NO.	02

Oak Street  
 Elevation  
 DATE: 11/15/2017  
 A3.01



2 - Oak Street Elevation (Beth Israel)





1 - W 28th Avenue Elevation (Beth Israel)



2 - W 28th Avenue Elevation (Vancouver Talmud Torah)

**AEZOM DESIGN ARCHITECTS INC.**  
 1111 BROADWAY  
 VANCOUVER, BC V6Z 1M1  
 TEL: 604.681.1111  
 WWW.AEZOMDESIGN.COM

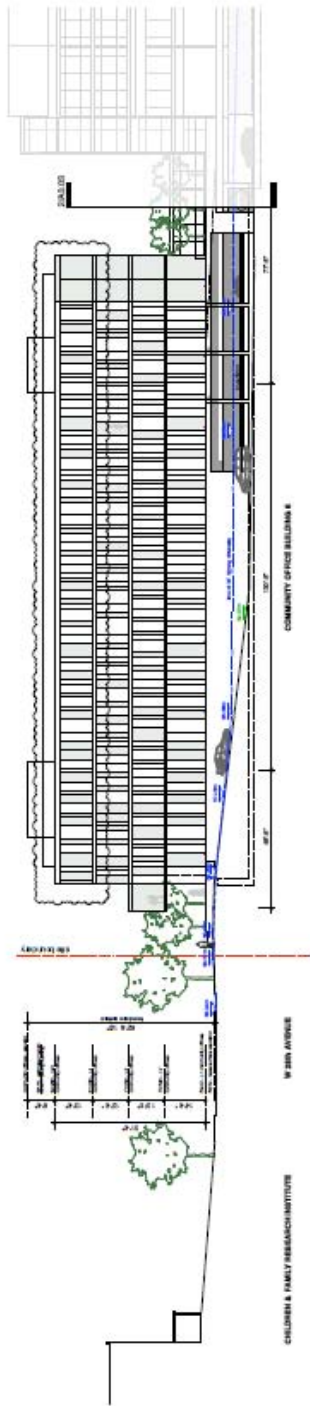
**CONGREGATION BETH ISRAEL / VANCOUVER TALMUD TORAH**  
 1200 W. 28TH AVENUE  
 VANCOUVER, BC

DATE	11/11/17	TABLE	11
PROJECT	W26th & W28th Avenue Elevations	SCALE	AS SHOWN
DESIGNER	AEZOM DESIGN	DATE	11/11/17
CLIENT	CONGREGATION BETH ISRAEL / VANCOUVER TALMUD TORAH	PROJECT	W26th & W28th Avenue Elevations

**W26th & W28th Avenue Elevations**  
 A3.02



DATE: 11/11/11  
 DRAWN BY: [Name]  
 CHECKED BY: [Name]  
 PROJECT: [Name]  
 SHEET: [Name]



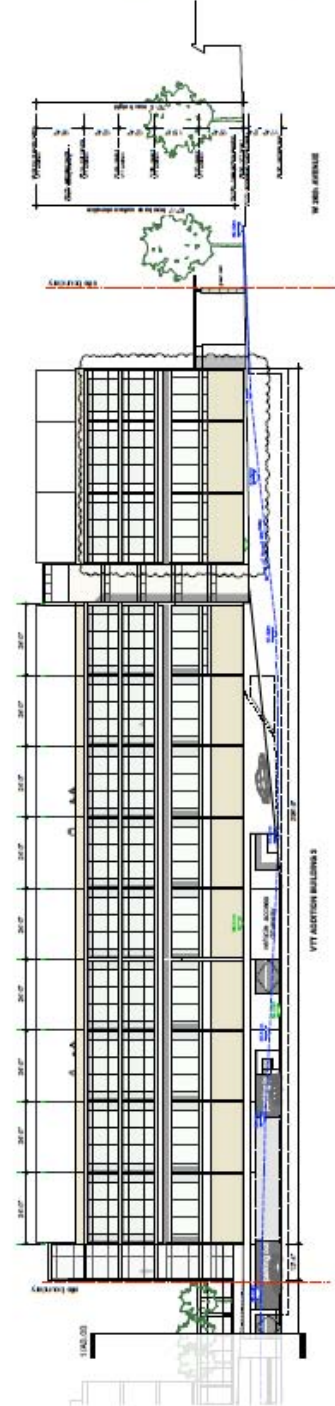
1 - Lane Elevation (Beth Israel)

ARCHITECT  
 ARCHITECTURE  
 1111 Howe Street  
 Vancouver, BC  
 V6Z 1K6  
 TEL: 604.681.1111  
 FAX: 604.681.1112

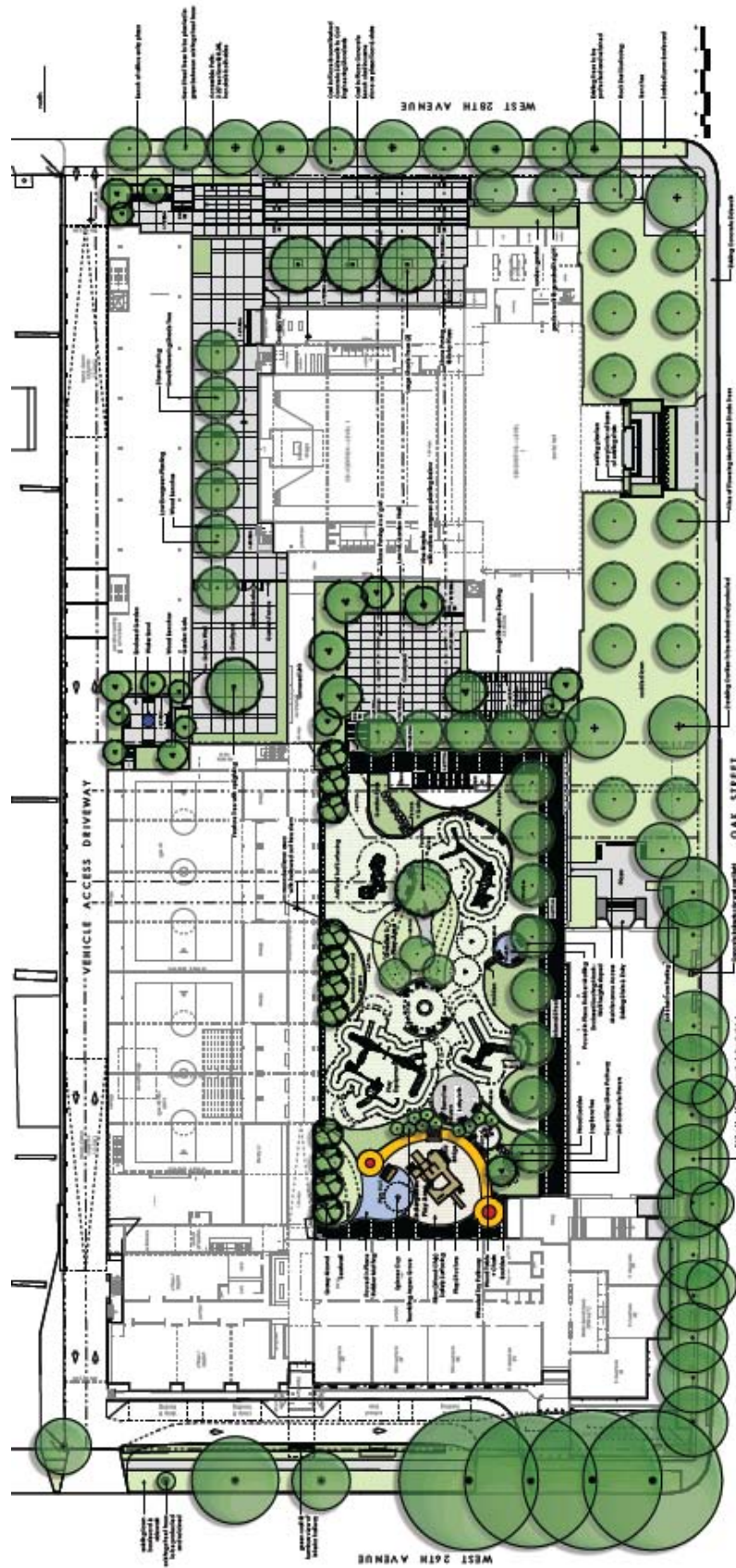
CONGREGATION  
 BETH ISRAEL /  
 VANCOUVER  
 TALMUD TORAH  
 1111 HOWE STREET, VANCOUVER, BC  
 V6Z 1K6

DATE: 11/11/11  
 DRAWN BY: [Name]  
 CHECKED BY: [Name]  
 PROJECT: [Name]  
 SHEET: [Name]

Lane Elevation  
 A3.03



2 - Lane Elevation (Vancouver Talmud Torah)



**GROUND FLOOR PLAN CONGREGATION BETH ISRAEL & VANCOUVER TALMUD TORAH SCHOOL**

L01

KIEWIT CONSTRUCTION CO. VANCOUVER UNIVERSITY OF BRITISH COLUMBIA

DATE: DECEMBER 15, 2017  
SCALE: 1/8" = 1'-0"  
PROJECT NUMBER: 1001

DESIGN: JSS  
PROJECT NUMBER: 1001

998 W 26th Avenue (Vancouver Talmud Torah School)  
PUBLIC BENEFITS SUMMARY

**Project Summary:**

Additions to the Vancouver Talmud Torah School.

**Public Benefit Summary:**

DCLs

	Current Zoning	Proposed Zoning
Zoning District	RS-1	CD-1
FSR (site area = 16 995 m <sup>2</sup> /182,950 sq. ft.)	0.6	1.249
Max. Allowable Buildable Floor Space (sq. ft.)		150,992 <sup>1</sup>
Land Use	Single-Family Housing/School	School

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (City-wide) (Note 1)		\$48,581
	DCL (Area Specific)	0	
	Public Art	0	
	20% Social Housing	0	
Offered (Community Amenity Contribution)	Childcare Facilities	N/A	
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage (transfer of density receiver site)		
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
Other			
<b>TOTAL VALUE OF PUBLIC BENEFITS</b>		<b>\$0</b>	<b>\$48,581</b>

**Other Benefits (non-market and/or STIR components):**

\* DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification. For the City-wide DCL, revenues are allocated into the following public benefit categories: Parks (41%); Replacement Housing (32%); Transportation (22%); and Childcare (5%). Revenue allocations differ among Area Specific DCL Districts.

1: Proposed new floor area is 95,257 sq. ft.

998 West 26th Avenue - Vancouver Talmud Torah School  
**APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION**

**APPLICANT AND PROPERTY INFORMATION**

Street Address	998 West 26th Avenue
Legal Description	PID: 015-645-690, Lot E Block 696 District Lot 526 Plan 22648
Applicant/Architect	Mark Ostry, Acton Ostry Architects Inc.
Property Owner	Vancouver Talmud Torah Association

**SITE STATISTICS**

SITE AREA		9 414.2 m <sup>2</sup>	2.3 acres

**DEVELOPMENT STATISTICS**

	EXISTING DEVELOPMENT UNDER CURRENT ZONING	PROPOSED DEVELOPMENT SYNAGOGUE / SCHOOL	RECOMMENDED DEVELOPMENT (if different than proposed)
ZONING	RS-1	CD-1	
USES	Single-Family Housing/School	School	
FLOOR SPACE RATIO	0.55	1.49	
FLOOR AREA	5 177.8 m <sup>2</sup> (55,735 sq. ft.)	14 027.2 m <sup>2</sup> (150,992 sq. ft.)	
HEIGHT	School - 24.5 m	Addition to School - 20.4 m	
PARKING SPACES	0	112	