



**POLICY REPORT  
DEVELOPMENT AND BUILDING**

Report Date: June 15, 2015  
Contact: Susan Haid  
Contact No.: 604.871.6431  
RTS No.: 10997  
VanRIMS No.: 08-2000-20  
Meeting Date: June 23, 2015

TO: Vancouver City Council

FROM: General Manager Planning and Development Services

SUBJECT: CD-1 Rezoning: 3090 East 54th Avenue (Fire Hall No. 5 and YWCA Housing)

**RECOMMENDATION**

- A. THAT the application by Johnston Davidson Architecture and Planning Inc., on behalf of the City of Vancouver, to rezone 3090 East 54th Avenue (*PID: 009-127-666; Lot 2 of Lot A Block 71 Fraserview Plan 11199*) to amend CD-1 (19) (Comprehensive Development) District to create a new CD-1 (Comprehensive Development) District to permit a floor space ratio to 2.74, a building height of 24.1 m (79 ft.) and Dwelling Uses to allow construction of a mixed-use six-storey building with a fire hall at grade and second floor with social housing (to be operated by the Young Women's Christian Association Metro Vancouver (YWCA)) on the third to sixth floors, inclusive, be referred to a public hearing, together with:
- (i) plans prepared by Johnston Davidson Architecture and Planning Inc., received on February 17, 2015;
  - (ii) draft CD-1 By-law provisions, generally as set out in Appendix A;
  - (iii) draft consequential amendments to CD-1(19) By-law No. 4013; generally as set out in Appendix C; and
  - (iv) the recommendation of the General Manager of Planning and Development Services to approve the application, subject to conditions contained in Appendix B;

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

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

FURTHER THAT the Director of Legal Services be instructed to bring forward the necessary amendments to the Parking 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 and any expenditure of funds or incurring of costs is at 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 3090 East 54th Avenue from CD-1 (19) (Comprehensive Development) District to a new CD-1 (Comprehensive Development) District to permit a floor space ratio to 2.74, building height to 24.1 m (79 ft.) and Dwelling Uses to allow construction of a mixed-use six-storey building with a fire hall at grade and second floor, to replace Fire Hall No. 5, and 31 social housing units to be operated by the YWCA on the third to sixth floors, inclusive. At the Standing Committee of Council on City Finance and Services on December 18, 2013, Council approved YWCA Metro Vancouver as the lessee for the Social Housing Component to be incorporated in the redevelopment of Fire Hall No. 5, subject to this rezoning.

If approved, the development would contribute to the City's non-market rental housing goals as identified in the Housing and Homelessness Strategy and the Mayor's Task Force on Housing Affordability. Staff recommend that the application be referred to Public Hearing, with the recommendation of the General Manager of Planning and Development Services to approve it, subject to the Public Hearing, along with conditions of approval in Appendix B.

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

- Appointment of Lessee: Fire Hall No. 5 Non-Market Housing Component, 3090 East 54th Avenue (2013)
- CD-1(19) By-law No. 4013 (1962)
- Housing and Homelessness Strategy (2011)
- Mayor's Task Force on Housing Affordability - Priority Action Plan (2012)

- Victoria-Fraserview/Killarney Community Vision (2002)
- Green Buildings Rezoning Policy (2009, last amended 2014)
- High-Density Housing for Families with Children Guidelines (1992).

## **REPORT**

### **Background/Context**

#### **1. Background**

This report assesses an application to rezone 3090 East 54th Avenue to create a new CD-1 (Comprehensive Development) District in order to allow the development of a mixed-use building including a fire hall (the "Fire Hall Component") at grade and second floor, to replace Fire Hall No. 5, and 31 social housing units (the "Social Housing Component") to be operated by the YWCA on the third to sixth floors, inclusive, on this site. It is proposed that the City would construct the project with partial funding for the Social Housing Component coming from the YWCA and its partners, and that the City would then lease the Social Housing Component to the YWCA.

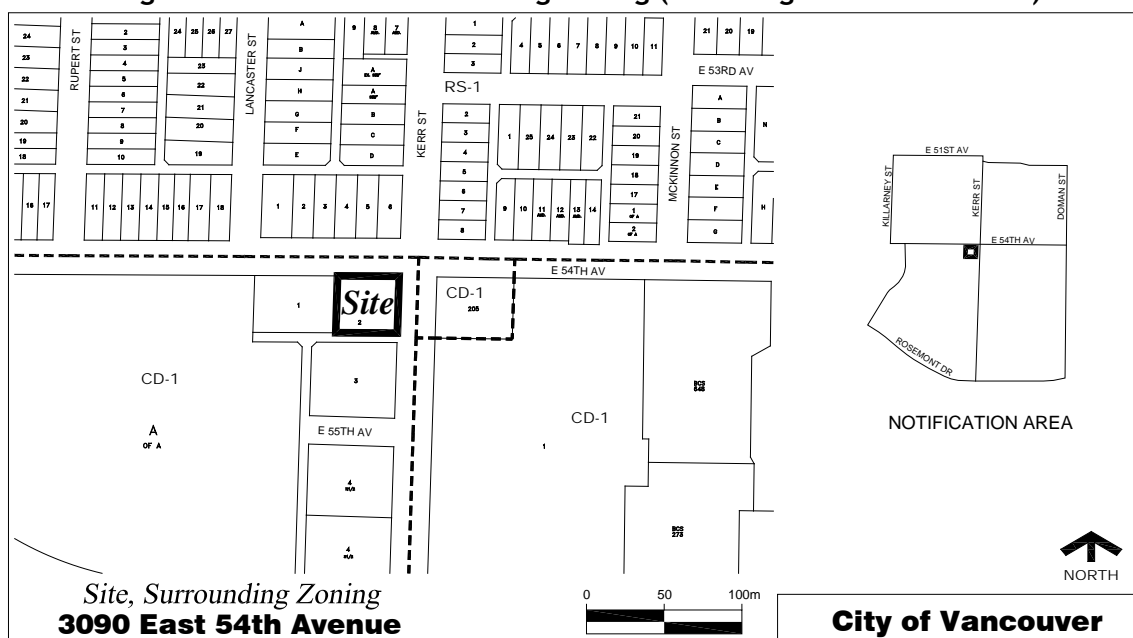
Fire Hall No. 5 was constructed in 1952 to serve growing neighbourhoods in southeast Vancouver. A new fire hall would replace the aging facility, providing a seismically sound building which will enhance public safety. The new fire hall would expand capacity to ensure that it can meet the needs of the neighbourhood, including new residents in East Fraser Lands. As part of the 2012 Capital Budget, Council approved funding for the replacement of Fire Hall No. 5. At that time, city staff were directed to examine the feasibility of including non-market housing in the project.

At the Standing Committee of Council on City Finance and Services on December 18, 2013, Council approved YWCA Metro Vancouver as the Lessee for the Social Housing Component to be built above the Fire Hall Component, subject to this rezoning. The YWCA is participating in the design process of the building and, if approved, the YWCA would provide 31 new units of safe and affordable housing for low-income woman-led families and their children.

In recognition of the potential social and public safety benefits that could arise from this application, the rezoning and development permit applications are being processed concurrently to provide an expedited timeline.

#### **2. Site and Context**

The site has an area of 1,450 sq. m (15,600 sq. ft.) and is located at the southwest corner of 54th Avenue and Kerr Street in the Victoria-Fraserview/Killarney neighbourhood (see Figure 1). It has a frontage of 39.6 m (130 ft.) along 54th Avenue and 36.6 m (120 ft.) along Kerr Street.

**Figure 1 – Site and surrounding zoning (including notification area)**

The site is currently developed with a two-storey fire hall, built in 1952. The properties to the west and south are part of the same CD-1 zoning and are developed with two-storey townhomes and apartments. Across the street to the east are CD-1 zoned sites developed with a gas station and Champlain Square mall. The properties to the north are zoned RS-1 and are developed with detached houses. The site is well served by transit, with a southbound Kerr Street bus stop directly in front of the site and both east and westbound stops on 54th Avenue nearby.

### 3. Policy Context

**Housing and Homelessness Strategy** – On July 29, 2011 Council endorsed the Housing and Homelessness Strategy 2012-2021 which includes strategic directions to increase the supply of affordable housing, encourage a housing mix across all neighbourhoods that enhances quality of life and provide strong leadership and support partners to enhance housing stability. The priority actions that are relevant to this application include optimizing the use of city-owned land, targeting social housing to specific populations (i.e., women), creating partnerships and using innovative solutions to create improved housing options.

**Victoria-Fraserview/Killarney Community Vision** – In January 2002, Council endorsed the Victoria-Fraserview/Killarney Community Vision. The Community Vision supports rezoning for social housing projects, as well as the expansion or reuse of publicly owned land or public authority use projects.

## Strategic Analysis

### 1. Proposal

This application proposes a six-storey mixed-use building with a fire hall at the first and second floors with 31 dwelling units on floors three to six, inclusive, replacing the existing two-storey fire hall. The proposed height is 24.1 m (79 ft.). The proposed floor space ratio (FSR) is 2.74. All residential units are proposed to be social housing to be operated by the YWCA.

### 2. Housing

The partnership between the YWCA and the City would provide thirty-one (31) units of family housing within the Social Housing Component of the building, including 28 two-bedroom and 3 three-bedroom units, with a mix of supportive units and units at an average of 70% of the Household Income Limits (HILs) rents for Vancouver. Rents for the supportive housing units will average \$500 per month, while rents for other units will be \$980 per month for two-bedroom units and \$1,085 per month for three-bedroom units (at an average of 70% of the HILs (2015 rates)).

This application supports the goals of the City's Housing Strategy, by providing new social housing which supports low and moderate income single mother led families with incomes below BC Housing Income Limits (HILs). Adding 31 new family dwelling units, comprised of fifteen (15) new supportive housing units and sixteen (16) new social housing units to the City's inventory of housing contributes toward the near-term and long-term targets of the Housing and Homelessness Strategy (see Figure 2).

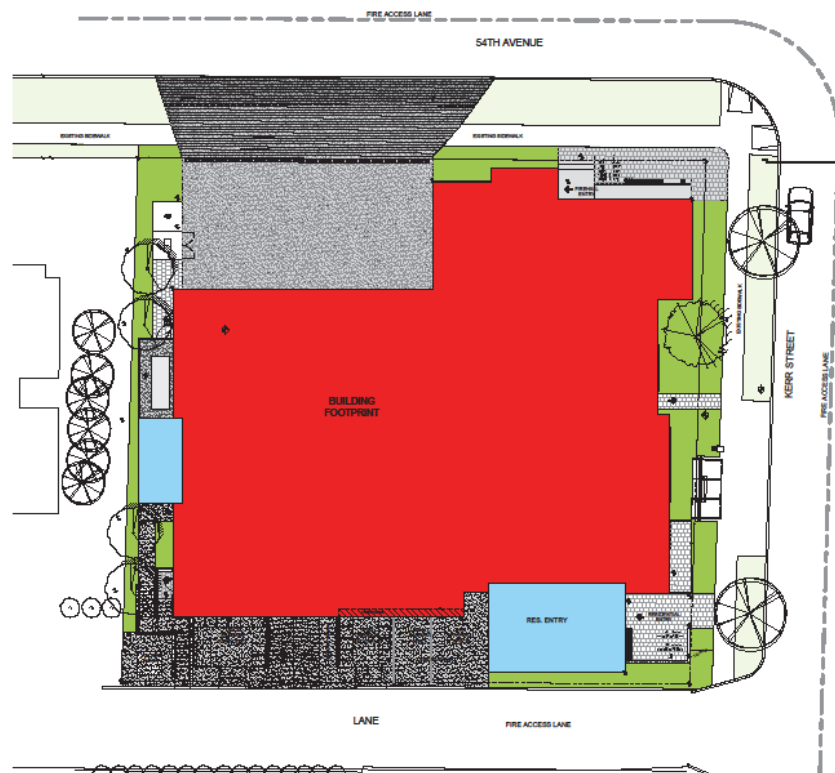
**Figure 2 – Progress Towards the Social Housing Targets as set in the City's Housing and Homelessness Strategy**

	TARGETS <sup>1</sup>		CURRENT PROJECTS	GAP
	Long Term (2021)	Near Term (2014)	Committed, Under Construction and Completed	(2014 Target)
<b>Supportive Housing Units</b>	2,900	2,150	1,846	304
<b>All Other Non-Market Housing Units</b>	5,000	1,500	1,650	+150*
<b>Total Non-Market Housing Units</b>	7,900	3,650	3,496	154

\*indicates units ahead of target

### 3. Density, Height and Form of Development (refer to drawings in Appendix E)

This application proposes a floor space ratio of 2.74 and a maximum building height of 24.1 m (79 ft.). The proposed form of development introduces a six-storey presence at the southwest corner of 54th Avenue and Kerr Street (see Figure 3).

**Figure 3 – Site Plan**

This application proposes a building form that is noticeably greater in height than the existing low-scaled residential buildings to the north and south and low-scaled commercial buildings to the east. The primary massing is oriented east-west and has been located centrally on the site as much as possible to reduce the apparent bulk from 54th Avenue and to mitigate impacts to residential neighbours to the south. The front yard setback on 54th Avenue is comparable to the residential building to the west.

Rooftop gardens and outdoor activity spaces for residences are proposed on the roof of the building. This area is designed to include urban agriculture and play space for children. An amenity patio, also for residents, is provided on the third floor on the south side of the building. An outdoor area for fire hall staff is proposed on the north roof terrace at the second floor level. A one-storey Community and Training Room element is proposed to be located prominently at the corner, employing a high level of transparency and distinct colour to provide a welcoming community presence.

The proposed architecture provides a well-organized expression of spaces to a complex design challenge where fire hall and residential uses are incorporated. The building expression is composed of components that relate to the scale of the local context and provide changes in cladding colour. Residential units above the fire hall are expressed with punched windows and glazed balconies within a contemporary framework. Circulation towers on the west and south elevations for required residential exiting are designed to avoid conflicts with a functioning fire hall. Design development conditions require these elements to be enhanced with

increased glazing, variation in colour and vertical landscaping to lighten their presence and massing.

The Urban Design Panel reviewed this application on April 8, 2015 and supported the proposed use, density and form of development. Design development conditions recommended by staff are contained in Appendix B.

#### **4. Transportation and Parking**

Parking and loading for the proposed development is based on recommendations of the applicant's transportation consultant, Bunt and Associates, contained in a report submitted as part of the rezoning application. The study provided an analysis of the impacts of potential traffic and vehicle parking associated with the proposed development. As well, it addressed security concerns of the future residents.

Based on analysis of similar social housing projects, the report found that six to eight parking spaces would be required for the social housing. Using a parking survey, it was found that the amount of parking proposed for the building is adequate to accommodate current usage and future increase in fire hall operations. In addition, the site is served by two bus lines directly adjacent to the site with bus stops within very convenient walking distance. Staff recommend accepting the parking provision of a total of 14 parking spaces as proposed by the transportation consultant, as specified in Appendix C.

Twelve parking and all bicycle spaces will be accommodated in an underground parking garage, accessed from the lane. Two parking spaces will be provided at grade off the lane: one for visitors and one for persons with disabilities. Loading spaces are not required for this development.

#### **5. Environmental Sustainability**

The Green Buildings Rezoning Policy (2009, last amended by Council on June 25, 2014) requires that rezoning applications achieve a minimum of LEED® Gold rating, with targeted points for water efficiency and stormwater management and a 22% reduction in energy cost as compared to ASHRAE 90.1 2010, along with registration and application for certification of the project. The applicant submitted a preliminary LEED® scorecard, which generally conforms to the Rezoning Policy, indicating that the project could attain the required LEED® points and energy efficiency and, therefore, would be eligible for a LEED® Gold rating.

#### ***PUBLIC INPUT***

**Public Notification** — A rezoning information sign was installed on the site on March 12, 2015. 874 notices of the rezoning application and invitations to a community open house were distributed within the neighbouring area on or about March 10, 2015. In addition, notification and application information, and an online comment form, were provided on the City of Vancouver Rezoning Centre webpage ([vancouver.ca/rezapps](http://vancouver.ca/rezapps)). A community open house was held on Wednesday, April 1, 2015. Staff, the applicant team and approximately 93 others attended the open house.

**Public Response and Comments** — A total of 18 letters, emails and online comment forms were submitted from individuals. Comments in support of the application spoke to the need for the proposed building, and to its general architecture and design. Concerns were heard in relation to the proposed height, off-street parking provision and future precedent for higher buildings in the neighbourhood. A Public Consultation Summary is included in Appendix D.

Staff note that because the proposed building is located on a south corner of an intersection, that shadows will fall primarily on street surfaces. Additional height and density for this application is supportable through the Victoria-Fraserview/Killarney Community Vision rezoning policy for social housing projects, as well as the expansion or reuse of publicly owned land or public authority use projects.

## ***PUBLIC BENEFITS***

In response to City policies which address changes in land use, this application offers the following public benefits:

### **Required Public Benefits**

**Development Cost Levies (DCLs)** — Development Cost Levies collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and engineering infrastructure.

The Fire Hall Component of the proposal is subject to the Citywide DCL rate of \$138.53/m<sup>2</sup> (\$12.87/sq. ft.). Based on the floor area of 1,067 m (11,590 sq. ft.) in fire hall use, a DCL of approximately \$149,163 is anticipated.

DCLs are payable at building permit issuance and are subject to an annual inflationary adjustment on September 30th of each year. When a DCL By-law with higher rates is introduced, a number of rezoning, development permit and building permit applications may be at various stages of the approval process. An application may qualify as an in-stream application and therefore may be exempt from DCL rate increases for a period of 12-months from the date of DCL by-law rate amendment provided that it has been submitted prior to the adoption of such DCL By-law rate adjustment.

If a related building permit application is not issued within the 12-month period, the rate protection expires and the new DCL rate will apply.

Under the DCL By-law and Section 523D(10) of the *Vancouver Charter*, social housing is exempt from DCLs where a minimum of 30% of the dwelling units are occupied by households with incomes below BC Housing Income Limits, as set out in the current “Housing Income Limits” table published by the British Columbia Housing Management Commission, or equivalent publication, for which a Section 219 covenant, housing agreement or other security that restricts the use of such units is registered against title and where the housing is owned by the City or a non-profit organization. The Social Housing Component of the project meets the criteria and is exempt from paying DCLs. The value of this exemption is estimated to be approximately \$401,029.



**Public Art** — The Public Art Policy for Rezoned Development requires that rezonings involving a floor area of 9,290.0 m<sup>2</sup> (100,000 sq. ft.) or greater allocate a portion of their construction budgets to public art as a condition of rezoning. The proposed floor area is below this threshold and therefore, there is no public art requirement.

#### **Offered Public Benefits:**

**Community Amenity Contributions (CACs)** — The land use and density proposed through this rezoning does not result in an increase in land value, as such, there is no community amenity contribution for this application.

**Social Housing** — This project represents a strategic partnership among the City, Vancouver Fire and Rescue Services and the YWCA. The Fire Hall Component would be funded by the City. The City will design and construct the building and intends to enter into a long-term lease of the Social Housing Component with the YWCA. The YWCA would be responsible for the maintenance, operation and funding of the Social Housing Component, with a focus of supporting single mothers and their dependent children. Consistent with Council policies, the Social Housing Component is expected to be self-sustaining and the City will not provide any financial guarantees and/or operating subsidies for the ongoing operation of the Social Housing Component.

A public benefits summary is provided in Appendix F.

#### ***Implications/Related Issues/Risk (if applicable)***

##### **Financial**

As noted in the section on Public Benefits section above, there are no CACs or public art contributions associated with this rezoning.

The site is subject to the Citywide DCL by-law and it is anticipated that the Fire Hall Component will generate approximately \$149,163 in DCLs. The Social Housing Component of the building is exempt from DCLs, and the value of this exemption is estimated to be approximately \$401,029.

**Efficient Use of City Land and Resources** — Providing social housing above a fire hall exemplifies an opportunity to leverage a civic facility for multi-purpose use, and allows for affordable housing to be provided without incremental land cost.

#### **Social Housing Component:**

**Capital Funding** — The construction cost for the Social Housing Component is estimated to be approximately \$9 million, subject to further refinement and value engineering. The YWCA has committed a minimum of \$3.5 million and the City will fund the balance.

**Operating Funding** — Consistent with Council policies on all non-market housing, the project is expected to be self-sustaining and will not be eligible for further operating subsidies from the City. The YWCA will be responsible for all operating and capital maintenance costs

related to the Social Housing Component. The YWCA will further contribute an operating endowment of \$1 million to fund the onsite support services.

It is City policy that all housing projects pay property taxes with the exception of Class 3 - Supportive Housing, including the City of Vancouver/BC Housing partnership on the 14 sites where, by provincial designation, their assessed values are reduced to \$2 each pay no taxes.

## ***CONCLUSION***

Staff support the application to rezone 3090 East 54th Avenue from CD-1 (19) (Comprehensive Development) District to a new CD-1 (Comprehensive Development) District, to enable the development of a new Fire Hall No. 5 and social housing to be operated by the YWCA. The General Manager of Planning and Development Services recommends that the rezoning application be referred to a Public Hearing, together with draft CD-1 By-law generally as set out in Appendix A. Further, it is recommended that, subject to a Public Hearing, the application including the form of development as shown in the plans in Appendix E, be approved in principle, subject to the applicant fulfilling the conditions of approval in Appendix B.

\* \* \* \* \*

**3090 East 54th Avenue  
DRAFT CD-1 BY-LAW PROVISIONS**

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

**Zoning District Plan Amendment**

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

*[Schedule A is a map that will be prepared for the draft by-law and posted prior to the public hearing.]*

**Uses**

- 2.1 The description of the area shown within the heavy black outline on Schedule A is CD-1 ( ).
- 2.2 Subject to Council approval of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in the 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) Institutional Uses, limited to Public Authority Use as a Fire Hall;
  - (b) Dwelling Uses; and
  - (c) Accessory Uses customarily ancillary to the uses listed in this section.

**Floor Area and Density**

- 3.1 Computation of floor space ratio must assume that the site consists of 1,450 m<sup>2</sup>, being the site size at the time of the application for the rezoning evidenced by this By-law, and before any dedications.
- 3.2 The floor space ratio for all uses must not exceed 2.74.
- 3.3 Computation of floor area must exclude:
- (a) open residential balconies or sun decks and any other appurtenances that in the opinion of the Director of Planning, are similar to the foregoing, except that;

- (i) the total area of all such exclusions must not exceed 12% of the permitted floor area; and
    - (ii) the balconies must not be enclosed for the life of the building;
  - (b) patios and roof gardens, if the Director of Planning first approves the design of sunroofs and walls;
  - (c) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment or uses that in the opinion of the Director of Planning are similar to the foregoing, those floors or portions thereof so used that are at or below the base surface, provided that the maximum exclusion for a parking space shall not exceed 7.3 m in length;
  - (d) amenity areas, recreational facilities and meeting rooms accessory to residential uses, to a maximum total area of 10% of the total permitted floor area; and
  - (e) all residential storage area above or below base surface, except that if the residential storage area above base surface exceeds 3.7 m<sup>2</sup> per dwelling unit, there will be no exclusion for any of the residential storage area above base surface for that unit.
- 3.4 The use of floor area excluded under section 3.3 must not include any use other than that which justified the exclusion.

### **Building Height**

- 4.1 The building height, measured above base surface, must not exceed 24.1 m.

### **Horizontal Angle of Daylight**

- 5.1 Each habitable room must have at least one window on an exterior wall of a building.
- 5.2 The location of each such exterior window must allow a plane or planes extending from the window and formed by an angle of 50 degrees, or two angles with a sum of 70 degrees, to encounter no obstruction over a distance of 24.0 m.
- 5.3 Measurement of the plane or planes referred to in section 5.2 must be horizontally from the centre of the bottom of each window.
- 5.4 If:
- (a) the Director of Planning or Development Permit Board first considers all the applicable policies and guidelines adopted by Council; and
  - (b) the minimum distance of the unobstructed view is not less than 3.3 m;

the Director of Planning or Development Permit Board may relax the horizontal angle of daylight requirement.

5.5 An obstruction referred to in section 5.2 means:

- (a) any part of the same building including permitted projections; or
- (b) the largest building permitted under the zoning on any site adjoining CD-1 (\_\_\_).

5.6 A habitable room referred to in section 5.1 does not include:

- (a) a bathroom; or
- (b) a kitchen whose floor area is the lesser of:
  - (i) 10% or less of the total floor area of the dwelling unit, or
  - (ii) 9.3 m<sup>2</sup>.

#### Acoustics

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

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

\* \* \* \* \*

**3090 East 54th Avenue  
PROPOSED CONDITIONS OF APPROVAL**

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

**CONDITIONS OF APPROVAL OF THE FORM OF DEVELOPMENT**

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by Johnston Davidson Architecture and Planning Inc., and stamped “Received City Planning Department, February 17, 2015, provided that the General Manager of Planning and Development Services may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b) below.
- (b) That, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the General Manager of Planning and Development Services, who shall have particular regard to the following:

**Design Development**

- 1. Design development to the exterior expression of the building for the residential use to appear less distinct from the fire hall use.

Note to Applicant: This can be accomplished by reducing the overhang in the massing at the third storey floor line and design development to the composition of exterior finish materials to be more cohesive between the two uses.

- 2. Design development to the expression of the two circulation towers to reduce the massing impacts to neighbouring spaces and buildings.

Note to Applicant: Consider a lighter expression incorporating increased transparency or materials finished in lighter colours. See also Landscape condition 11.

- 3. Provision of high quality material treatments;

Note to Applicant: Consider passive shading elements on south and west facades to address solar heat gain. Proposed material such as brick and UHPC panel are to be maintained as indicated. Detailed sections and elevations illustrating high quality material treatments are required.

- 4. Design development to the composition of exterior finish materials to minimize the building’s apparent bulkiness.

5. Design development to provide an enhanced exterior ground surface treatment at the residential entry and fire hall entry.

Note to Applicant: See also Landscape condition 13.

6. Design development to ensure the protection, enhancement and creation of bird habitat, as well, to reduce potential threats to birds by incorporating the City of Vancouver Bird- Friendly Design Guidelines.

7. Design development to ensure that the areas beneath the roof level canopies are not to be enclosed.

Note to Applicant: See also Development Review Branch condition 25.

8. Design development to enclose garbage and recycling areas, or incorporate them into the building.

Note to Applicant: Intent is to contain odours and reduce noise impacts to neighbours. Access to garbage and Recycling areas should be provided from within the building.

#### **Crime Prevention through Environmental Design (CPTED)**

9. Design development to respond to CPTED principles, having particular regard for:
  - (i) theft in the underground parking;
  - (ii) residential break and enter;
  - (iii) mail theft; and
  - (iv) mischief in alcoves and vandalism, such as graffiti.

#### **Sustainability**

10. Identification on the plans and elevations of the built elements contributing to the building's sustainability performance as required by the Green Buildings Policy for Rezoning, including at a minimum 63 points in the LEED® rating system, a 22% reduction in energy cost as compared to ASHRAE 90.1 2010, one water efficiency point, and one storm water point.

Note to Applicant: Provide a LEED® checklist and a written strategy outlining how the proposed points will be achieved, a letter of confirmation from an accredited consultant confirming that the building has been designed to meet these goal, and a letter of confirmation including registration number from the CaGBC. The checklist and strategy should be incorporated into the drawing set. Application for certification of the project will also be required under the policy.

## Landscape

11. Design development to the enhancements of the public realm interface to provide safe high-quality landscaped open spaces with substantial greenery and visual interest to benefit the pedestrian environment at the street level.

Note to Applicant: There is an opportunity to provide greenery such as hardy vines, to climb and soften the south elevation (lane edge) building wall. Plantings should be placed at grade with a durable curb edge (minimum 8 in. high) for protection against manoeuvring vehicles.

12. Provision of a flexible Child's Play Space incorporating forms for children to engage in active and passive social play within a common outdoor open space gathering area on the roof, with weather protection.

Note to Applicant: Refer to the High-Density Housing for Families with Children Guidelines for further recommendations.

13. Design development of the Kerr Street residential pedestrian entry to provide higher-quality, and simplified paving treatment.

Note to Applicant: Delete section of proposed red/ grey pavers and substitute with tan colour pavers for consistency, and coordinated with paving proposed at other at-grade building locations.

14. Design development to enhance the common outdoor amenity roof deck by providing more weather protection and a more substantial landscape buffered edge by:

- (i) Incorporation of a sun shade structure at the south edge of the patio;

Note to Applicant: This may be a canopy overhang, with a maximum width of 6 ft., attached to the top of the perimeter security fence along the south edge of the patio area, for shade.

- (ii) Placement of substantial fully irrigated landscaped planters along the base of the south perimeter security fence with greenery such as hardy vines to climb the fence and to create shade for residents occupying the patio during the hot summer months.

Note to Applicant: The intent is to create a softer greener edge along the south edge of the patio to shield the summer sun. Consider incorporating vines with edible aspect such as kiwi vine or pole beans. Planters should have sufficient volume to accommodate a minimum 0.6 m (2 ft.) depth and drain without water pooling on the deck. Provide large-scale details at 1/2"=1'-0" to illustrate planter depth height and materials.



15. Provision of new street trees, where applicable, located adjacent to the development site on City property, to be shown on the development permit plans and confirmed prior to the issuance of the building permit.

Note to Applicant: Contact Eileen Curran, Streets Engineering, 604-871-6131 to confirm tree planting locations and Park Board at 311, for tree species selection and planting requirements.

16. Maximization of plant growing medium volumes within landscaped planters to ensure long term health of plant species.
17. Provision of best current practices for irrigation and managing water conservation including high-efficiency (drip) irrigation and aspects of xeriscaping making use of drought tolerant plant selection and mulching.
18. Design development to integrate utilities into the building, wherever possible.

Note to Applicant: Advanced planning will be needed to integrate utilities and access into structures and behind lockable, decorative gates or screened with landscaping. Avoid the awkward placement of utilities (pad-mounted transformers, "Vista" junctions boxes, underground venting) in the public realm or visible to primary walkways and entrances.

### **Housing Policy**

19. That the proposed unit mix, 90% 2-bedroom units and 10% 3-bedroom units are to be included in the Development Permit drawings.

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

### **Engineering**

20. Provision of an operations management plan that ensures that when fire trucks are parked outside the building they do not obstruct the City sidewalk and that safe passage around the fire trucks is provided for pedestrians at all times.
21. Provision of functional maneuvering for VFRS vehicles leaving and returning to the site;

Note to Applicant: Plans should include confirmation of the largest VFRS vehicle that will be kept on-site and analysis of the truck maneuvering both leaving and returning to the site. The analysis is to include but not be limited to the notation of turning swaths drawn on the plans confirming an adequate width of the overhead door opening and driveway to facilitate ingress and egress of the longest VFRS vehicle operating now or expected in the future within the existing road geometry.

22. Design development to the driveway crossing to ensure that the elevation change is fully within the front boulevard provide a continuous sidewalk slope for people as they walk along the 54th Avenue sidewalk and cross the driveway.

Note to Applicant: Please contact Engineering Services for more details. A crossing application will also be required.

23. Compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services, including:

- (i) Provision of a parking ramp design with a slope not exceeding 10% for the first twenty feet from the property line and 12.5% thereafter.
- (ii) Provision of parking spaces correctly dimensioned at 5.5 m in length for standard sized spaces and 4.6 m for small car spaces.
- (iii) Provision of an increased manoeuvring aisle by including the additional 0.7 m gained from the reduction in the length of the parking spaces.
- (iv) Provision of a minimum 6 m (20 ft.) wide overhead security gate located between the VFRS parking and the YWCA parking spaces.
- (v) Modification of the main parking ramp and adjacent structure as required to enable vehicle access and sufficient manoeuvring from YWCA stalls 1 and 5.
- (vi) Modification of column placement.

Note to Applicant: A column 0.6 m (2 ft.) in length must be set back 0.6 m (2 ft.) from the end of a standard parking space.

- (vii) Provision of a disability parking space with a minimum dimension of 4.0 m width and 5.5 m length and to be signed on-site for residential tenants' use.
24. Design development to include the following changes to landscape and/or site plans:
- (i) Provision of a 300 mm wide grass strip in the back boulevard between the sidewalk and any proposed planting to ensure that plants do not grow onto the sidewalk and create an encroachment that restricts walking.
  - (ii) Provision of a 450 mm grass strip around the bus shelter to facilitate maintenance of the structure without having to trample to the proposed plants.

### Development Review Branch

25. Deletion of all references to the proposed signage, and notation on plans confirming that:  
“All signage is shown for reference only and is not approved under this Development Permit. Signage is regulated by the Sign By-law and requires separate approvals. The owner(s) assumes responsibility to achieve compliance with the Sign By-law and obtain the required sign permits.”

Note to Applicant: The Sign By-law Coordinator should be contacted at 604-873-7772 for further information.

26. Provision of all covered areas on the roof deck to be included in the computation of Floor Space Ratio;

Note to Applicant: Covered areas of approximately 46.5 m<sup>2</sup> (500 sq. ft.) must remain as amenity space, and must not be enclosed by walls or any other types of structures during the entire lifetime of the building.

### CONDITIONS OF BY-LAW ENACTMENT

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

#### Engineering

1. Provision of a Services Agreement to detail the on and off-site works and services necessary or incidental to the servicing of the site (collectively called the “services”) such that they are designed, constructed and installed at no cost to the City and all necessary street dedications and rights of way for the services are provided. No development permit for the site will be issued until the security for the services are provided.
  - (i) Provision of a standard concrete lane crossing on the west side of Kerr at the lane south of 54th Avenue. Work is to include both curb returns at the lane entry and a new curb ramp to current standards on both sides if required.
  - (ii) Provision of modified pavement markings and signage on 54th Avenue in front of the site to ensure that the existing penalty box (or hatched pavement marking), respective stop bar for eastbound vehicles and existing signs (on the north side of 54th Avenue) are adjusted to match the proposed fire truck access entry.

- (iii) Provision of new 1.8 m wide broom finish concrete sidewalk complete with saw cut joints on both Kerr Street and 54th Avenue adjacent the site.
  - (iv) Provision of a new concrete bus loading area to replace the existing complete with saw cut joints.
  - (v) Provision of street trees adjacent to the site where space permits.
  - (vi) Provision of adequate water service to meet the fire flow demands of the project. The current application lacks the details to determine if water main upgrading is required. Please supply project details including projected fire flow demands as determined by the applicant's mechanical consultant to determine if water system upgrading is required. Should upgrading be necessary then arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required to secure payment for the upgrading. The developer is responsible for 100% of any water system upgrading that may be required.
2. Provision of all utility services to be underground from the closest existing suitable service point. All electrical services to the site must be primary with all electrical plant, which include but are not limited to, junction boxes, switchgear, pad mounted transformers and kiosks (including non BC Hydro Kiosks) are to be located on private property with no reliance on public property for placement of these features. There will be no reliance on secondary voltage from the existing overhead electrical network on the street right-of-way. Any alterations to the existing overhead/underground utility network to accommodate this development will require approval by the Utilities Management Branch. The applicant may be required to show details of how the site will be provided with all services being underground.

### **Soils Agreement**

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

Services and the Director of Legal Services, including a Section 219 Covenant that there will be no occupancy of any buildings or improvements on the site constructed pursuant to this rezoning, until a Certificate of Compliance(s) satisfactory to the City for the on-site and off-site contamination, issued by the Ministry of Environment, has been provided to the City.

## Housing

4. Make arrangements to the satisfaction of the Chief Housing Officer and the Director of Legal Services to enter into a Section 219 Covenant, Housing Agreement pursuant to section 565.2 of the Vancouver Charter, or other security, to secure the social housing units for the life of the building for use as “social housing” as defined in the Vancouver Development Cost Levy By-law.

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

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

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

\* \* \* \* \*

3090 East 54th Avenue  
DRAFT CONSEQUENTIAL AMENDMENTS

PARKING BY-LAW NO. 5059

Schedule C  
CD-1 District Parking Requirements

Address	By-law No.	CD-1 No.	Parking Requirements
3090 East 54th Avenue	( )	( )	<p>Parking, loading and bicycle spaces to be in accordance with by-law requirements, except that no more than 6 parking spaces for the residential units shall be required.</p> <p>Parking for the fire hall shall be provided as determined by the Director of Planning in consultation with the General Manager of Engineering Services, except that no more than 8 spaces are required. A minimum of 1 disability parking space for all uses is required.</p>

CD-1(19) BY-LAW NO. 4013

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

Schedule A

- Replace Schedule D with a revised Schedule D map to reflect changes to the boundaries of CD-1 By-law No. 4013.

\* \* \* \* \*

**3090 East 54th Avenue**  
**ADDITIONAL INFORMATION/COMMENTARY OF REVIEW BODIES/PUBLIC CONSULTATION**

**1. Urban Design Panel (April 8, 2015)**

**EVALUATION: SUPPORT (6-1)**

**Introduction:** Cynthia Lau, Rezoning Planner, introduced the proposal for a concurrent rezoning and development permit application comprised of a single parcel at the corner of East 54th Avenue and Kerr Street. She described the context for the area noting the two-storey apartments/townhouses to the west and south in the existing CD-1 zoning which allows for use, density and form as built. To the north are single family homes and across Kerr Street to the east is a gas station and Champlain Square. The proposal is for a 6-storey building with the Fire Hall at grade and on the second level with 31 social housing units above to be operated by the YWCA. The proposal is being considered under the Housing and Homelessness Strategy 2012-2021 meeting strategic directions by increasing the supply of affordable housing, optimizing the use of City land and supporting partners to enhance housing stability. The Victoria-Fraserview-Killarney Community Vision supports rezonings for existing CD-1s and social or affordable housing projects as well as the expansion or reuse of publicly owned or public authority use projects. Ms. Lau mentioned that there is parking for fourteen vehicles and fourteen Class A and eight Class B bicycle parking stalls.

Patrick O'Sullivan, Development Planner, further described the proposal and explained that the context is predominantly two-storey single family homes and multifamily uses to the west and south. The proposal is for a six-storey building with the residential entry on Kerr Street near the lane. There are stair towers to the west and south. Vehicle and bicycle parking is in the parkade level with apparatus bays, community room, offices, kitchen, workshops and gear storage on the main level for the Fire Hall. The fire fighter dorms, fitness area and outdoor space are on the second level. Floors three through six have the social housing units and an amenity area on the third level (both interior and exterior spaces). There is an outdoor play area on the roof with canopy extensions. There are 31 social housing units planned, each with a balcony. Mr. O'Sullivan described the material palette noting the use of brick and hardiepanel.

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

- Comments on the proposal's height and massing.
- Comments on the success of the proposal's composition, materials and expression in reducing apparent building bulk. Is the articulation, materiality and expression sufficient to achieve a level of interest for the community?
- Comments on the handling of building edges including the proximity of circulation tower massing to adjacencies.
- Comments on the overall landscape design (including the rooftop play area) as proposed in terms of daylight exposure, choice of materials and plant selection.

Ms. Lau and Mr. O'Sullivan took questions from the Panel.

**Applicant's Introductory Comments:** Kim Johnston, Architect, further described the proposal and mentioned that there are two complex user groups. The social housing in combination

with the fire department was a very interesting application and required a design that would reflect the differences in the programs yet bring them together in a cohesive composition. Since the application is considered a post disaster building it had some specific requirements. They had to use a concrete structure for the lower portion with the housing made from a wood structure. She noted that they wanted to reflect that in the nature of the building. She described the material palette noting the masonry on the base of the building with hardieboard paneling above. In describing the architecture she noted that there is an entry for the fire hall and a separate entry for the residential. There are graphics in the entries for wayfinding along with some colour. There is an outdoor private space for the fire fighters on the second floor and for the YWCA on the south there is a small outdoor space adjacent to the amenity room. As well there is a roof top patio with urban agriculture, patio seating and a play area.

The applicant team took questions from the Panel.

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

- Design development to step the upper floor.
- Design development to resolve the expression and join the two vocabularies together.
- Consider enlarging the barbeque patio as well as the roof top outdoor space.
- Consider adding solar hot water.

**Related Commentary:** The Panel supported the proposal and liked the mix of uses for the project.

The Panel thought the height was reasonable and supported the massing although one Panel member thought a step at the sixth floor would help capture a more residential expression and a better expression against the single family homes across the lane. Another Panel member thought the lower floors should be better connected to the upper storeys as it feels like one building sitting on top of the other.

Regarding the material expression, some Panel members thought there was too much of a difference between the lower and upper portion of the building and thought more design development was needed to join the vocabularies together. They also thought the residential entrance could be more prominent.

The Panel thought the landscaping was well handled but thought more outdoor space could be added. They especially were concerned with the barbeque space, given its proximity to the bus stop, and thought it required a larger patio space. A couple of Panel members thought there could be more greenery on the roof as well as more meaningful outdoor space.

Regarding sustainability, it was noted that air condition in this building might be a good idea and that solar hot water could be added.

**Applicant's Response:** Ms. Johnston thanked the Panel for their comments and said they were much appreciated.



## **2. Public Consultation Summary**

### **Public Notification**

A rezoning information sign was installed on the site on March 12, 2015. A community open house was held on Wednesday, April 1, 2015. Notification and application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage ([vancouver.ca/rezapps](http://vancouver.ca/rezapps)).

### **April 1, 2015 Community Open House**

A community open house was held from 5:00-8:00 pm on April 1, 2015 at Fire Hall No. 5 at 3090 East 54th Avenue. A total of 874 notifications were distributed within the neighbouring area on or about March 10, 2015. Staff, the applicant team, and a total of approximately 93 people attended the open house.

### **Public Response**

Public responses to this proposal have been submitted to the City as follows:

- In response to the April 1, 2015 open house, a total of 16 comment sheets were submitted from individuals.
- A total of 2 online comments were submitted by email about the proposal.
- Below is a summary of all feedback (both online and from the open house) related to the proposal.

Comments about the application are summarized below and ordered by topic:

#### **Social Housing**

There was general support for the location and use of the site as a social housing location for single mothers with children, though some did not support social housing here. Concerns expressed included the idea that a fire hall with a predominantly male staff could lead to inappropriate situations for social housing residents and that the social housing could lead to an increase in crime for the local area.

#### **Height & Density**

There were concerns that the proposal is too tall for the neighbourhood, and it was noted that nothing else in the area is that height now. There were additional concerns related to overlook and privacy for neighbouring homes and the shadowing impacts the building may have. Another comment considered it overly dense.

#### **Mix of Uses**

There was both support and concern for the mix of uses on the site, however there was strong support for the renewal of the fire hall facility in that location. There was a suggestion that the site should also accommodate ambulance uses.

#### **Parking & Traffic**

Some concerns were expressed that the amount of off-street parking for the site is insufficient. There was also a concern that the proposal would lead to an increase in congestion and traffic.

### **Design**

The general reaction from members of the public who commented on the design was positive.

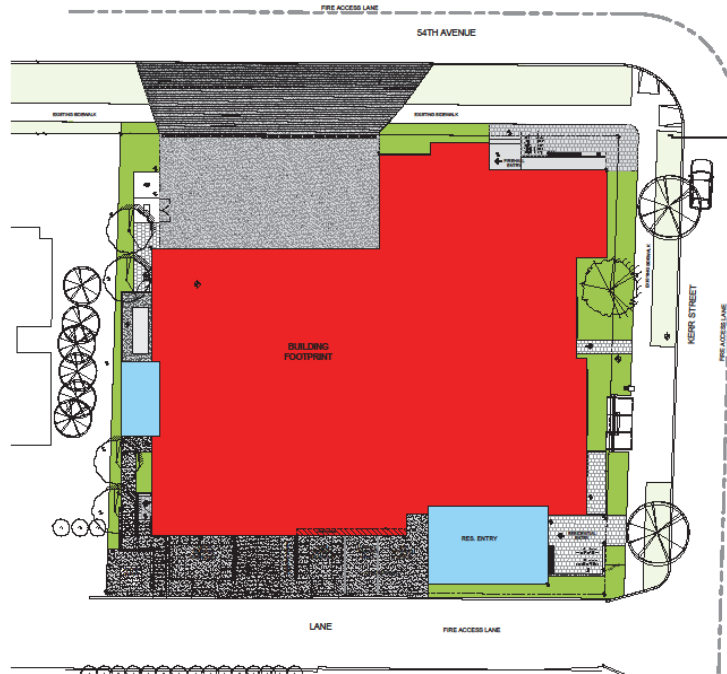
### **Miscellaneous Comments**

- There was a concern that the site would generate too much noise.
- There was a worry that a larger building form would set a precedent for future higher buildings in the neighbourhood.

\* \* \* \* \*

3090 East 54th Ave  
FORM OF DEVELOPMENT

Site Plan



North Elevation



South Elevation



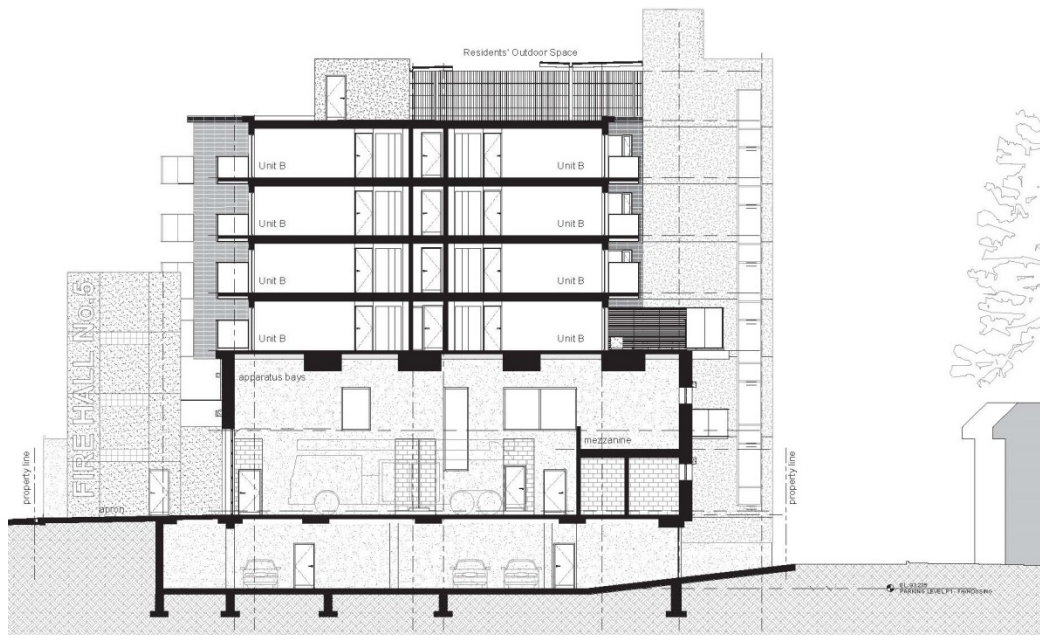
East Elevation



West Elevation

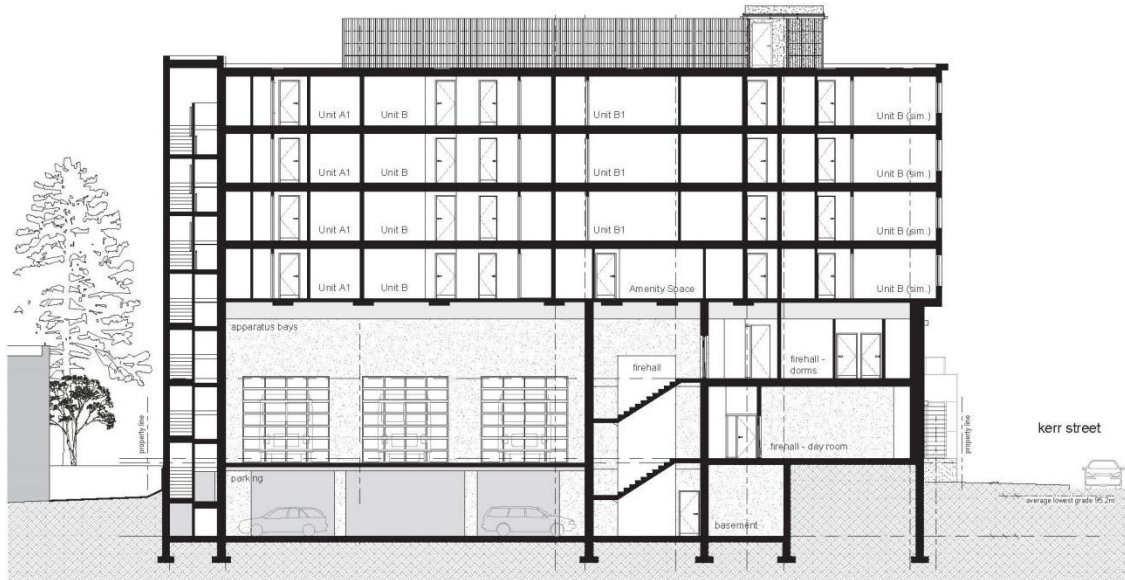


Section - North/South





Section - East/West



Rendering from East 54th Avenue



Rendering from Kerr Street



**3090 East 54th Avenue  
PUBLIC BENEFITS SUMMARY**

**Project Summary:**

Mixed-use development with a new Fire Hall No. 5 and 31 units of social housing.

**Public Benefit Summary:**

The proposal would provide an expanded fire hall and 31 units of social housing for single mothers and their dependent children.

	Current Zoning	Proposed Zoning
Zoning District	CD-1(19)	CD-1
FSR (site area = 1,450 sq. m / 15,600 sq. ft.)	n/a	2.74
Floor Area (sq. ft.)	n/a	42,750
Land Use	Fire Hall	Fire Hall and Dwelling Units

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (City-wide)	n/a	149,163
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage (transfer of density receiver site)		
	Affordable Housing		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
<b>TOTAL VALUE OF PUBLIC BENEFITS</b>		<b>n/a</b>	<b>149,163</b>

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

Expanded Fire Hall and 31 units of social housing for single mothers and their dependent children, to be operated by the YWCA.

\* 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: Engineering (7%); Replacement Housing (30%); and Parks (63%).



**3090 East 54th Avenue**  
**APPLICANT AND PROPERTY INFORMATION**

**Applicant and Property Information**

Address	3090 East 54th Avenue
Legal Descriptions	PID: 009-127-666; Lot 2 of Lot A Block 71 Fraserview Plan 11199
Developer	City of Vancouver
Architect	Johnston Davidson Architecture and Planning Inc.
Property Owner	City of Vancouver

**Development Statistics**

	<b>Development Permitted Under Existing Zoning</b>	<b>Proposed Development</b>
ZONING	CD-1(19)	CD-1
SITE AREA	1,450 m <sup>2</sup> (15,600 sq. ft.)	1,450 m <sup>2</sup> (15,600 sq. ft.)
USES	Fire Hall	Fire Hall and Dwelling Uses
FLOOR AREA	n/a	3,962 m <sup>2</sup> (42,750 sq. ft.)
Floor Space Ratio (FSR)	n/a	2.74 FSR
HEIGHT	n/a	24.1 m (79 ft.)
PARKING, LOADING AND BICYCLE SPACES	as per Parking By-law	14 parking spaces