



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: June 16, 2015
Contact: Kevin McNaney
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Meeting Date: June 23, 2015

TO: Vancouver City Council
FROM: General Manager of Planning and Development Services
SUBJECT: CD-1 Rezoning: 1754-1772 Pendrell Street

RECOMMENDATION

- A. THAT the application by Henriquez Partners Architects, on behalf of 1700 Pendrell Property Inc., to rezone 1754-1772 Pendrell Street [*the East ½ and the West ½, both of Lot 12, and Lot 13, Block 61 District Lot 185 Plan 92; PIDs: 015-753-891, 015-753-913 and 015-753-832 respectively*] from RM-5A (Multiple Dwelling) District to CD-1 (Comprehensive Development) District to increase the floor space ratio from 2.20 to 6.96 to permit the development of a 21-storey multiple dwelling building containing 178 secured market rental housing units, 26 of which are secured for 30 years with rents at 20 per cent below the average West End area market rents, be referred to a Public Hearing, together with:
- (i) plans prepared by Henriquez Partners Architects, received on January 26, 2015;
 - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
 - (iii) 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 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 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 amendment to the Parking By-law at the time of enactment of the CD-1 By-law.
- C. THAT, if after Public Hearing, Council approves in principle this rezoning and the Housing Agreement described in section (c) of Appendix B, the Director of Legal Services be instructed to prepare the necessary Housing Agreement By-law for enactment, after the Housing Agreement has been agreed to and signed by the applicant and its mortgagee(s) and prior to enactment of the CD-1 By-law contemplated by this report.
- D. THAT Recommendations A through C 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 bylaw rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
 - (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

This report evaluates an application to rezone a site located at 1754-1772 Pendrell Street from RM-5A (Multiple Dwelling) District to CD-1 (Comprehensive Development) District to permit the development of a 21-storey building containing 178 secured market rental housing units, 26 of which are secured for 30 years with rents at 20 per cent below the average West End area market rents, with a density of 6.96 FSR.

The proposed density and the number of secured rental units are slightly higher than shown in the rezoning application, which are 6.56 FSR and 171 units. The increases are the applicant's response to staff recommendation and public feedback to include more three-bedroom units in the development, resulting in an increase of 34 m² (366 sq. ft.) on each floor.

The rezoning application was originally made in 2007 and revised in 2010. The scope of the proposal was to provide social housing units, as part of a market condominium project, to replace the existing 26 rental units on site to satisfy the requirements of the *Rental Housing Stock Official Development Plan (ODP)*. In response to the need for more market rental housing in the city, the scope of the application has subsequently changed to an all-rental scheme, as described in this report. (Please refer to section on Application History for further details.)

In approving the *West End Community Plan* in 2013, Council passed a resolution and directed staff to continue processing this rezoning application, which met the conditions set out in the *Rezoning Applications and Heritage Revitalization Agreements During Community Plan Programs in the West End, Marpole and Grandview-Woodland* (adopted on July 28, 2011).

The current proposal addresses the *Rental Housing Stock ODP* by proposing 26 below market rental units as replacement for the existing 26 rental units on site. These units would be secured for 30 years with rents at 20 per cent below the average West End area market rents, which are based on Canada Mortgage and Housing Corporation's (CMHC) Rental Market Report for Private Apartment Average Rents by Zone and Bedroom Type in the West End (Stanley Park) Zone. All 178 units in the building will be secured as rental housing for the longer of the life of the building or 60 years.

This application, if approved, would make a significant contribution towards the City's overall affordable housing goals as identified in the *Housing and Homelessness Strategy* as well as key housing directions under the *West End Community Plan*, adding an additional 152 units of new secured market rental housing to the city's aging rental housing stock, and replacing the existing 26 units with housing stock that achieves a greater level of affordability than market rent.

Staff support the density and form of development of this application, subject to design development and other conditions outlined in Appendix B. Staff recommend that the application be referred to a Public Hearing, with the recommendation of the General Manager of Planning and Development Services to approve it, subject to the Public Hearing, along with the conditions of approval outlined in Appendix B.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Relevant Council Policies for this site include:

- *Rental Housing Stock (RHS) Official Development Plan (ODP) (2007)*
- *Rate of Change Guidelines for Certain RM, FM and CD-1 Districts (2007)*
- *Rezoning Applications and Heritage Revitalization Agreements During Community Plan Programs in the West End, Marpole and Grandview-Woodland (2011)*
- *West End Community Plan (2013)*
- *Housing and Homelessness Strategy (2011)*
- *High-Density Housing for Families with Children Guidelines (1992)*
- *Green Buildings Policy for Rezoning (2009, last amended 2014)*
- *Urban Agriculture for the Private Realm (2009)*
- *Community Amenity Contributions – Through Rezoning (1999, last amended 2014)*
- *Public Art Policy for Rezoning Developments (1994, last amended 2014)*
- *Vancouver Neighbourhood Energy Strategy (2012).*

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The General Manager of Planning and Development Services recommends approval of the recommendations of this report.

REPORT

Background/Context

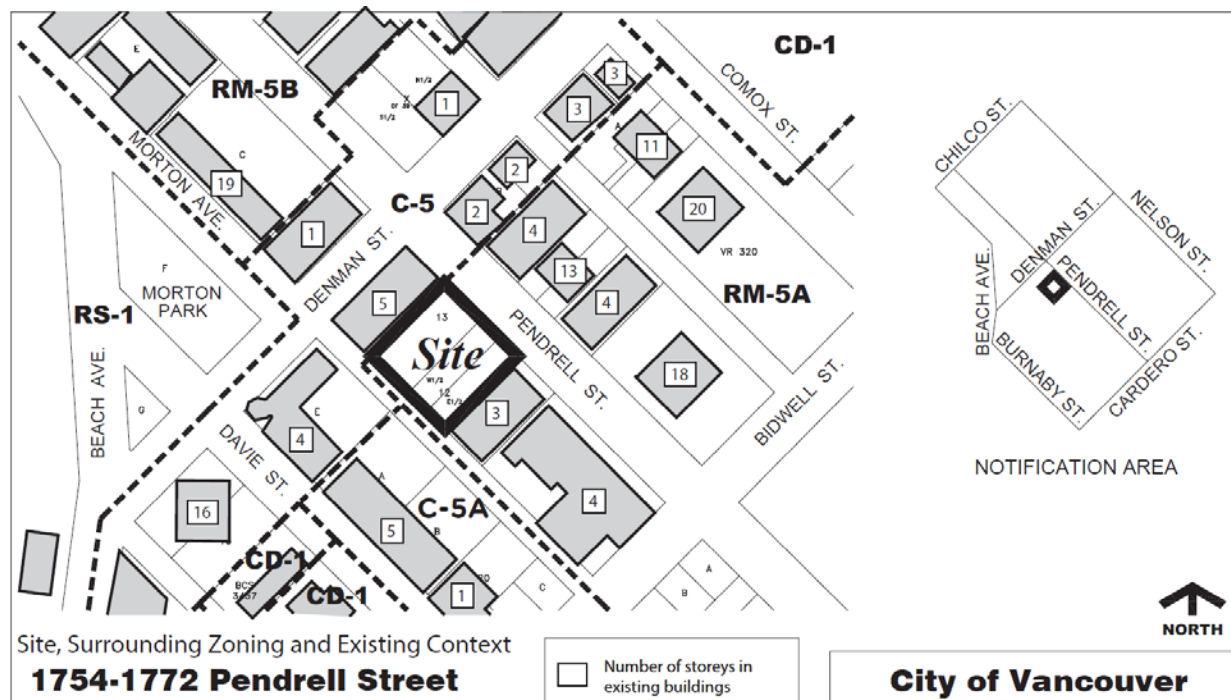
1. Site and Context

The subject site is located mid-block on the south side of Pendrell Street between Denman and Bidwell streets (see Figure 1) within the Nelson Slopes neighbourhood of the West End. This 1,606.4 m² (17,292 sq. ft.) site is comprised of three legal parcels and has a 40.2 m (132 ft.) frontage along Pendrell Street and a lot depth of 39.6 m (130 ft.). The site is currently developed with a three-storey apartment building (built in 1954) containing 19 rental units, and a rooming house (built in 1905) containing seven rental units, for a total of 26 rental units currently existing on site.

This block and sites to the north and east are zoned RM-5A which allows for multiple dwelling development with height of up to 58.0 m (190 ft.). Sites to the south of the subject site along Davie Street are zoned C-5A, which allows for mixed-use development with height of up to 64.0 m (210 ft.). Sites to the west of the subject site along Denman Street are zoned C-5, which allows for commercial development with height of up to 18.3 m (60 ft.).

Within the same block face, there are three other low-rise buildings, including a five-storey hotel to the west of the site, at the corner of Denman and Pendrell streets. In the vicinity, there is a mix of low-rise and high-rise apartment buildings. Figure 1 shows the site in its context as well as existing building heights (number of storeys) in the area.

Figure 1 - Site, Existing Context and Surrounding Zoning



2. Policy Context

As outlined in the next section on Application History, the application was made prior to the commencement of the *West End Community Plan* (the “Plan”) process. It proposed to meet the policy objectives of *Rental Housing Stock Official Development Plan* by providing social housing as replacement for the existing rental housing on site. After planning work for the West End started, the processing of this application continued under the interim rezoning policy, as outlined below. When the Plan was approved by Council, Council gave staff direction to continue to process this application based on the application history and the merits of the proposal, which include an all-rental scheme as a response to community needs identified through the Plan process.

a) West End Related Policies

Rezoning Applications and Heritage Revitalization Agreements During Community Plan Programs in the West End, Marpole and Grandview-Woodland – This interim rezoning policy, adopted by Council on July 28, 2011, allowed applications which addressed important citywide priorities to proceed while community planning processes, in this case, the West End Community Plan Program, were underway. Specifically, Policy 1 was applicable to this application: “*Where, at the time of adoption of this rezoning policy, there is an active rezoning application or where an enquiry has been received, and the applicant has received a written response stating that a rezoning application would be considered, the application will be considered.*”

West End Community Plan (“the Plan”) – The *West End Community Plan*, adopted by Council on November 20, 2013, provides a blueprint for the future growth of this historic neighbourhood in the heart of Vancouver. Key directions of the Plan that are relevant to the site include: create new opportunities for non-market rental and secured market rental housing and for new development to respect and contribute to the established neighbourhood character.

While this site is not a candidate site to be considered for rezoning for a market rental proposal under the Plan, in adopting the Plan, Council included a direction to staff “*to continue processing two active rezoning proposals at 1155 Thurlow Street and 1754 Pendrell Street, which meet the conditions set out in the Rezoning Applications and Heritage Revitalization Agreements During Community Plan Programs in the West End, Marpole, and Grandview-Woodland (adopted July 28, 2011)*”. In passing this resolution, it was recognized that the application was consistent with the Plan’s policy directions such as:

- providing a diversity of housing options for people close to local shopping streets, jobs, amenities, and services.
- seeking strategic partnerships to maximize the delivery of affordable housing in the West End in order to augment the supply of social and supportive housing.

b) Housing Related Policies

Rental Housing Stock Official Development Plan (ODP) (2007) – In May 2007, Council adopted the *Rental Housing Stock ODP for FM, RM and CD-1 zones*. The ODP preserves existing rental housing by requiring one-for-one replacement of existing market rental housing units for redevelopment projects including six or more dwelling units, or the provision of another

form of affordable housing in RM, FM and CD-1 zoning districts. The subject site, zoned RM-5A, currently contains two rental buildings with a total of 26 rental housing units, of which 19 are occupied.

Rate of Change Guidelines for Certain RM, FM and CD-1 Districts (2007) – The intent of the *Rate of Change Guidelines* is to protect existing tenants and set out the terms of the required tenant relocation plan. At a minimum, these terms include two months free rent, moving expenses, and first right of refusal back into the replacement housing or help finding and relocating the existing tenants to another form of rental housing.

Housing and Homelessness Strategy (2011) – On July 29, 2011, Council endorsed the *Housing and Homelessness Strategy 2012- 2021* which includes strategic directions to increase the supply of affordable housing and to encourage a housing mix across all neighbourhoods that enhances quality of life. Priority actions to achieve some of the strategy's goals include encouraging provision of secured market rental housing and social housing. This application proposes a mix of studio, one-, two-, and three-bedroom units that would be secured as market rental housing through a housing agreement, with some units secured with below market rents for 30 years.

3. Application History

2007 Proposal

The original rezoning application for this site was submitted in December 2007 and proposed an increase in overall density from the RM-5A maximum of 2.20 FSR to 3.28 FSR, while adhering to the maximum permitted height under the RM-5A. The proposal involved:

- a 19-storey (58.0 m/190 ft.) residential tower with a townhouse podium containing a total of 34 market condo units;
- demolition of the existing three-storey wood-frame, 19-unit apartment building at 1772 Pendrell Street; and
- renovation and expansion of the existing house at 1754 Pendrell Street to provide 10 social housing units.

As outlined in the previous section, the *Rental Housing Stock ODP* allows for alternative provisions to the one-for-one replacement of existing rental units where the proposed alternative focuses on affordability of replacement units. The original application proposed to address the intent of the *ODP* through the provision of the social housing units, which would be transferred under the City's ownership.

2010 Proposal

In February 2010, based on feedback from the public and staff to provide one-for-one replacement of the existing rental housing on this site with new social housing units, a revised rezoning application was submitted. The revised scheme was to demolish both the existing apartment building and the house and to provide one-for-one replacement of the 26 rental units in a new building attached to the base of the tower. The City would have taken ownership of this building (as an air-space parcel) and made it available for management by a non-profit housing society as social housing.

With the increase of social housing units from 10 to 26, an increase in density for the market condominium component was also proposed in order to offset the cost of providing social

housing. As a result, the proposed total density increased to 6.30 FSR. The condo unit count increased from 34 to 79. The proposed height stayed at 58.0 m (190 ft.) and 19 storeys.

Current Proposal

The current proposal, which is the subject of this report, is for a 21-storey (58.0 m/190 ft.) tower containing 100 per cent secured market rental housing units, with a proposed density of 6.96 FSR. The revision, made after the adoption of the *West End Community Plan*, was to address community needs for more market rental housing as identified in the Plan. The change of tenure from market condominium to market rental has financial implication to the application: the value of the land lift created by the rezoning would be reduced. Instead of City-owned social housing units, the 26 units that replace the existing 26 rental units on site would be privately owned and secured for 30 years with 20 per cent below the average West End area market rents.

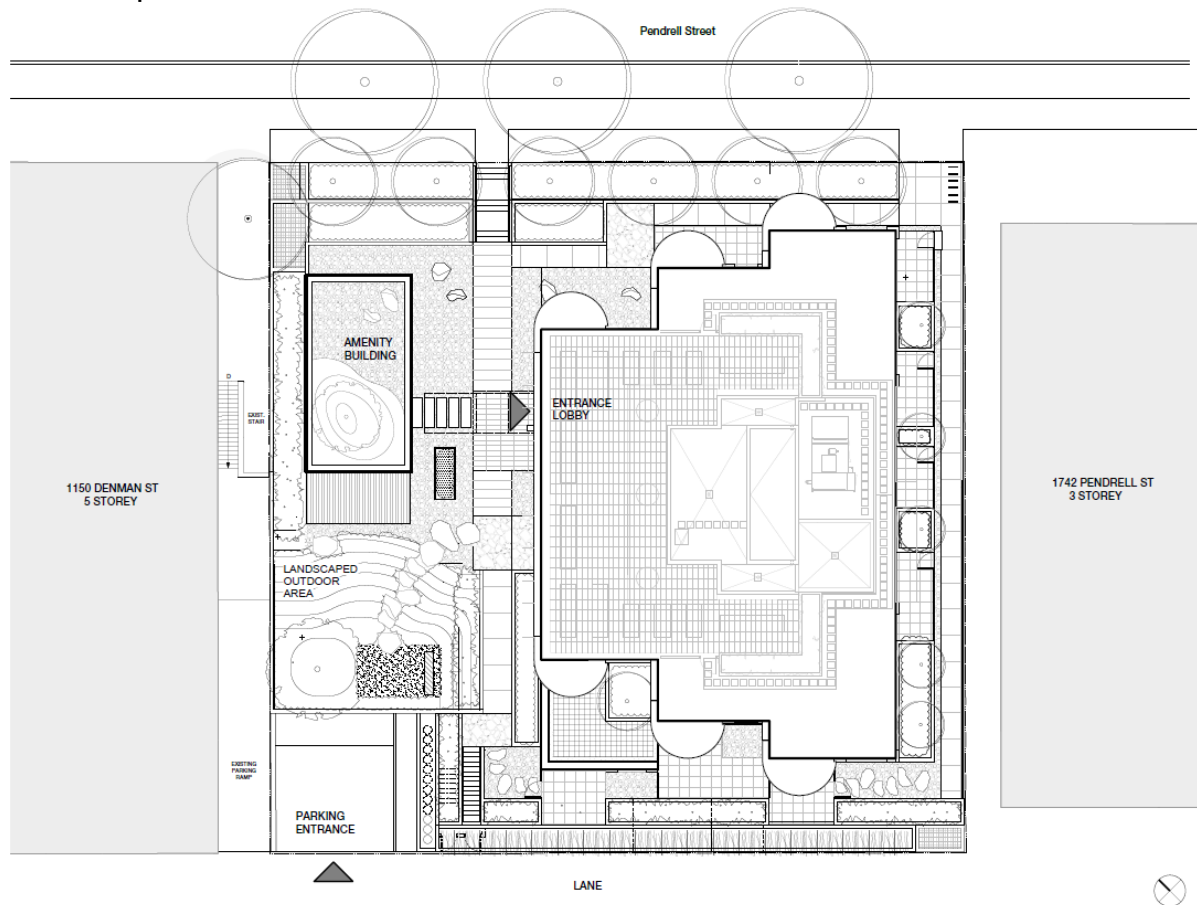
The various policies that staff have taken into consideration in assessing this current revised proposal are discussed in Section 2.

Strategic Analysis

1. Proposal

This application proposes to rezone the site located at 1754-1772 Pendrell Street from RM-5A (Multiple Dwelling) District to CD-1 (Comprehensive Development) District. The proposal includes a 21-storey residential building located on the eastern portion of the site (Figure 2). On the western portion of the site, an 84 m² (905 sq. ft.) amenity building is proposed for the use of the residents in the building. An outdoor landscaped area/play space is also proposed at grade, along with garden plots for the residents at rooftop level.

Figure 2 – Proposed Site Plan



It is proposed that 100 per cent of the residential floor area be developed as secured market rental housing which, through a housing agreement with the City, would be secured as rental housing for the longer of the life of the building or 60 years. The housing agreement would also include provision for 26 of the housing units to be secured for 30 years with rents 20 per cent below the average West End area market rents.

In response to the feedback received through the public consultation as well as to the Plan's call for more family housing in the community, staff have recommended that more three-bedroom units be included in the development. The applicant has responded by proposing a small increase in the total floor area of the building as well as the total unit count in order to accommodate more three-bedroom units. The increase in floor area is achieved by adding 34 m² (366 sq.ft.) at the back of the building on each floor, generally within the proposed building footprint shown on the application drawings.

The application drawings include a density of 6.56 FSR and a total of 171 units. The revisions in response to public feedback and staff recommendation would result in a density of 6.96 FSR and a total of 178 units.

2. Housing

The application proposes 178 market rental housing units, secured for the longer of the life of

the building or 60 years, 26 of which would be secured for 30 years with rents at 20 per cent below the average West End area market rents. The unit breakdown is as follows:

	Number of Units
Market Rental Studio	43
Market Rental 1-Bedroom	37
Market Rental 2-Bedroom	50
Market Rental 3-Bedroom	22
Total Market Rental Units	152
Below Market Rental Studio	7
Below Market Rental 1-Bedroom	14
Below Market Rental 2-Bedroom	2
Below Market Rental 3-Bedroom	3
Total Below Market Rental Units	26
Total Rental Units	178

The 26 below market units would be located at Levels 1, 2 and 3 of the building.

The application proposes a total of 43 per cent of the units suitable for families, with 29 per cent two-bedroom units and 14 per cent three-bedroom units. This high ratio of family housing is consistent with the *West End Community Plan* objectives.

The application, if approved, would make a significant contribution to the City's *Housing and Homeless Strategy* as well as a number of other City initiatives intended to create diverse and sustainable communities. Rental housing provides a more affordable housing option for nearly half of Vancouver's population. However, Vancouver has one of the lowest vacancy rates in Canada. In October 2014, the vacancy rate in the city was 0.5 per cent, which means only five out of every 1,000 market rental units were empty and available for rent. The vacancy rate in the West End was also very low at 0.3 per cent. By comparison, a vacancy rate of 3 per cent is considered to be a balanced rental market.

The *Housing and Homelessness Strategy* strives to enhance access to affordable housing and sets a number of short- and long-term rental housing targets. Since 2011, the year these housing targets were established, a total of 4,202 secured rental housing units have been generated in the city. The goal is to achieve 5,000 new rental units by 2021. If approved, this application would contribute 152 additional new rental units towards this goal (see Figure 3).

Figure 3 – Progress towards the Secured Market Rental Housing Targets as set in the City's *Housing and Homelessness Strategy* (2011)¹

	TARGETS	CURRENT PROJECTS				GAP
	2021	Completed	Under Construction	Approved	Total	Above or Below 2021 Target
Secured Market Rental Housing Units	5,000	830	1,346	2,026	4,202	798 Below Target

1. Unit numbers in Figure 3 exclude the 152 new units proposed in this application pending Council approval of this application.

3. Density, Height and Form of Development

The subject site is strategically located adjacent to Denman Village and Lower Davie of the West End – two streets where many local serving commercial services are located. The first test in assessing a proposal seeking an increase in density is to determine from an urban design standpoint if the site can, within its surrounding built context and zoning, accommodate the additional density appropriately. A detailed analysis of the proposed form of development is included in Appendix F and the key aspects are summarized below.

Application drawings are provided in Appendix G. Provided in Appendix H, for information only, is a set of drawings illustrating possible changes to floor plans in response to staff recommendation to include more three-bedroom units in the development.

Density

The maximum density allowed on the site under the existing RM-5A zoning is a floor space ratio (FSR) of 2.20. Through a transfer of heritage floor space from the heritage density bank, a further 10 per cent density could be achieved, for a maximum FSR of 2.42 under the current zoning. The application, as received, proposes an increase in density to 6.56 FSR. Subsequent to the rezoning submission, in response to public feedback and staff recommendation to include more three-bedroom units in the development, the applicant has proposed a small floor area increase on each floor. This change in floor plans is supported by staff and would result in a total density of 6.96 FSR.

While the proposed density is higher than that permitted under the existing zoning, it is below the maximum 7.0 FSR that may be permitted in the C-5 zoned area immediately to the west of the site along Denman Street as well as in the C-5A zoned area immediately to the south of the site along Davie Street. The proposed tower massing, including tower width and depth, is comparable to other West End rezoning developments that have sought increased densities.

Staff conclude that the proposed total floor area can be accommodated in this location, subject to the design development conditions in Appendix B. Staff's assessment also included consideration of the minor increase in massing that would result from the density increase from 6.56 FSR to 6.96 FSR and staff believe the additional density can be accommodated with no additional impact on the private views or sunlight access of adjacent developments, as outlined in this section. A condition in Appendix B requires that the slight increase in floor plans be designed so that there is no additional impact to nearby private views, nor any significant increase in shadowing as compared to the rezoning application.

Height and Form of Development

The application proposes a 21-storey residential building (Figure 4). The tower form is common in the West End and the absence of towers on this block or westward makes it possible to locate a tower on this site and also helps to mitigate impacts from the proposed height.

Figure 4 – Aerial View of the Proposed Development

Height – The RM-5A zoning allows for an outright height of 18.3 m (60 ft.). An increase in height up to 58.0 m (190 ft.) may be permitted on a conditional basis by the Development Permit (DP) Board, provided the livability and environmental quality of the surrounding neighbourhood is not unduly harmed, and provided that the DP Board first considers area policies and guidelines, the submission of advisory groups and neighbours, and the effects on public and private views, sunshine, privacy and open spaces.

The *West End RM-5, RM-5A, RM-5B, RM-5C, and RM-5D Guidelines* recommend a minimum 122 m (400 ft.) horizontal separation between towers within the same block-face. In the guidelines, towers are defined as being more than 33.6 m (110 ft.) in height. Given the length of blocks in the West End, these guidelines effectively limit the number of high towers to one per block-face. The guidelines also recommend a separation distance of 24.0 m (78.7 ft.) between buildings on adjacent block-faces that are above 33.6 m (110 ft.) in height. In the case of the subject site, there is no existing tower within the same block-face, nor in the block-face to the south. The proposed building is located more than 24.0 m (78.7 ft.) away from the closest towers, at 1765 and 1725 Pendrell streets, and meets the guidelines on tower separation.

The proposed height of the tower is 58.2 m (190.8 ft.). A height of up to 58.0 m (190 ft.) is supported by staff and the proposed CD-1 By-law in Appendix A sets out the maximum

permitted height for this site as 58.0 m (190 ft.). A minor reduction in height would be required.

Shadowing – Shadow impact is typically measured at 10 a.m., noon and 2 p.m. at the equinox (March 21st and Sept. 21st). Among the affected spaces, of the highest importance are any public open spaces, followed by commercial shopping streets, and then private spaces. Diagrams provided by the applicant indicate that during most of this standard period, these spaces would be either in sunlight, or shadowed by existing buildings. However, portions of the proposed tower would shadow the north edge of Morton Park from about 10:00 am to 10:15 am. Sidewalks on the west side of Denman Street would be similarly affected from about 12:00 pm to 12:45 pm. A building under the existing zoning at the permitted height of 58 m (190 ft.) on the same site would create a shadow of the same length, and reach the same locations.

With regard to private spaces, concerns were raised by neighbouring residents that the development would result in a loss of sunlight for their buildings. While most of the shadow falls on existing roofs, lane and surface parking areas, it does trace across some neighbouring private open spaces. However, typical tower shadows on private open spaces would recede by the end of April, leaving them in sun through the summer months of May, June, July and August. It should be noted that given permitted heights in the area, towers built under the existing zoning would have similar shadow impacts on neighbours' private open spaces.

Views – There are no existing views from public vantage points that would be affected by the proposal. With regard to private views, the proposal primarily impacts existing views from units in two neighbouring towers, with incremental reductions in the range of one to five per cent of total views compared to a building that can be built under the existing zoning. In the context of the West End, staff consider this degree of private view impact within acceptable limits as the majority of private views would remain.

Privacy – The orientation of the units helps to mitigate outlook and privacy impacts on the two neighbouring towers to the northeast by providing views to the west (English Bay) rather than to the east. These two closest towers (1725 and 1765 Pendrell) are separated from the proposed units by the standard front yard setbacks and the width of Pendrell Street. With regard to other adjacent low-rise buildings to the east, the proposal's impact must be mitigated by landscaping and further building design.

Built Form "Fit" – While the proposal is greater in overall massing than that would result under the existing zoning, the height and dimensions of the proposed tower are comparable to that of towers built in the 1960s and 1970s, as well as more recent towers in the adjacent area. In Figure 5, the table outlines massing information for nearby taller buildings that staff have analysed in comparison with the proposed floor plate, while the map in Figure 6 shows the location of these developments.

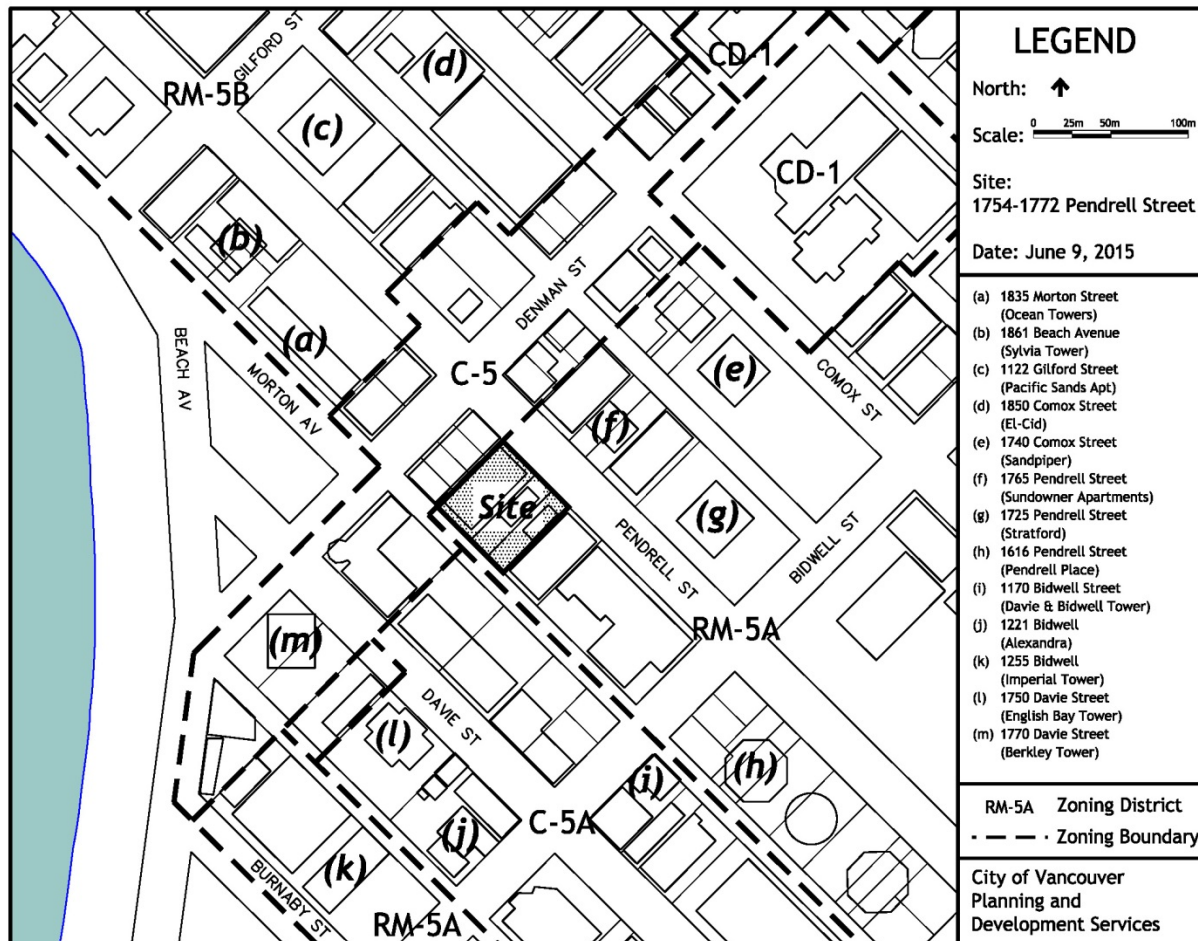
Please also see relevant figures in Appendix F for illustration on dimensioned floor plates for nearby buildings.

Figure 5 – Nearby Developments Based on Year of Construction

Address and Name	Height (ft.)	Year	FSR	Floor Plate (sq. ft.)
1770 Davie Street (Berkley Tower)	152	1958	3.1	2,965
1835 Morton Street (Ocean Towers)	174	1959	4.4	6,000
1255 Bidwell (Imperial Tower)	256	1963	3.4	5,260
1750 Davie Street (English Bay Tower)	106	1964	3.4	4,535
1765 Pendrell (Sundowner Apartments)	115	1965	3.3	2,180
1616 Pendrell Street (Pendrell Place)	164	1966	3.3	5,450
1850 Comox Street (El-Cid)	232	1966	3.2	5,245
1725 Pendrell Street (Stratford)	154	1974	3.4	4,820
1740 Comox Street (Sandpiper)	162	1976	2.3	4,440
1861 Beach Avenue (Sylvia Tower)	190	1985	5.0	2,820
1919 Beach Avenue (Eugenia Place)	180	1990	2.8	3,480
1221 Bidwell (Alexandra)	221	2011	6.3	5,600
1170 Bidwell Street (Davie & Bidwell Tower - Current DE application)	210	2015	7.7	4,370

The floor plate of the proposed tower is approximately 522 m² (5,619 sq. ft.). With the proposed change to include more three-bedroom units, the floor plate will be increased to approximately 556 m² (5,985 sq. ft.). As illustrated in Figure 5, the proposed floor plate is comparable to older towers as well as more recent rezoning developments in the adjacent area. Staff do not consider these dimensions to be out of context with the scale of existing and anticipated buildings in the area.

Figure 6 – Map of Nearby Developments



Architecture – The proposed tower’s contemporary architectural design and simple tower form are expected to fit positively into the West End. The application also proposes various exterior details such as geometric patterns that reference older buildings in the area.

Public Realm Interface – The minimum setback for the front yard along Pendrell Street under RM-5A zoning is 3.7 m (12 ft.). The intent of this setback is to provide an attractive residential interface at the sidewalk. Along Pendrell Street, the proposal provides a landscaped open space, which incorporates an amenity room, a rock garden, and a green terraced edge along the sidewalk.

Urban Design Panel Review – The current proposal was reviewed and supported by the Urban Design Panel (UDP) on March 8, 2015 (see minutes in Appendix D). Comments from previous UDP reviews are also included in Appendix D.

Conclusion – In summary, the proposal’s overall building volume is greater than that which would occur under the existing zoning. However, as staff’s urban design analysis has shown, the site has a number of characteristics that make it a good candidate to receive extra density such as meeting the tower spacing guidelines of the *West End RM-5, RM-5A, RM-5B, RM-5C and RM-5D Guidelines*. Further, the analysis has shown that the resulting impacts on

views and shadowing from the tower proposal are within acceptable limits and do not unduly harm the livability and environmental quality of the neighbourhood. This is partly because the applicant has anticipated likely concerns, such as view impacts, and has positioned and configured the building on the site to mitigate these effects.

Staff conclude that the form of development is acceptable in this context and recommend that, subject to the Public Hearing, the form of development be approved subject to conditions which seek additional design development at the development permit stage (see conditions in Appendix B).

4. Transportation and Parking

The application proposes three levels of underground parking accessed from the rear lane, with a total of 82 vehicle parking spaces, including six disability parking spaces and two car share parking spaces. Also proposed are 219 bicycle parking spaces and 1 Class B loading space. These provisions would generally meet the Parking By-law requirements.

Conditions to secure the car share parking spaces and vehicles are provided in Appendix B and Parking By-law amendment to include the car share requirement for this site is included in Appendix C.

Engineering Services staff have reviewed the application and have no objections to the proposed rezoning provided that the applicant satisfies the conditions regarding parking, loading, and bicycles included in Appendix B.

5. Environmental Sustainability

A high priority strategy of the *Greenest City 2020 Action Plan* is to pursue low-carbon Neighbourhood Energy Systems ("NES") for high-density mixed-use neighbourhoods. With a target to achieve a 120,000 tonne/year CO₂ reduction by 2020, the *Vancouver Neighbourhood Energy Strategy* (approved by Council in October 2012) focuses on high density areas of the city that are experiencing growth, with the goal of establishing NES that provide low-carbon energy to new buildings, as well as buildings that are suitable for retrofit connection to a NES.

The *West End Community Plan* includes policy directions to reduce building related greenhouse gas emissions through NES. Not only all new buildings must be readily connectable to a NES, but the Plan also seeks to identify suitable potential locations, and secure spaces for a Neighbourhood Energy Centre, or Centres, to serve the West End. In the Plan, the Lower Davie neighbourhood is identified as an area where new higher density housing can be considered. As well, there are existing high density buildings in Lower Davie that are currently serviced by natural gas boilers, but are hydronically designed and connectable to a future NES when existing boilers reach the end of their life span.

This application is one of the first high density developments in or near the Lower Davie area to be considered under the overall policy guidance of the *Neighbourhood Energy Strategy* as well as specific neighbourhood energy policies of the *West End Community Plan*. Proposed in the building is sufficient space at Level P2 for a future Neighbourhood Energy 'node' to service the surrounding buildings. The dedicated NES space in the proposed development will be approximately 93 m² and will allow sufficient room for an initial NES. Future expansion of

this space is also possible. Conditions to secure the NES space and design provisions are included in Appendix B.

Since the application was originally submitted in 2007, the *Green Building Rezoning Policy* (adopted by Council on July 22, 2010) does not apply. However, the applicant has submitted a preliminary green building strategy which includes 63 LEED® points, with targeted points for energy performance, water efficiency and storm water management. This strategy indicates that the building could attain a LEED® Gold equivalent, however, no registration is proposed. A condition of approval in Appendix B will hold the application to this standard of LEED® Gold equivalent.

6. Existing Rental Accommodation and Tenant Relocation

There are currently two existing rental apartment buildings on site: a 19-unit low-rise apartment building built in the 1954, and a seven-unit rooming house built in 1905. Given the age of these apartments (60 years old), existing market rents for these units are below the average rents in the area. A summary of the average rents per unit type are shown in Figure 7.

Figure 7 – Summary of Existing Tenants Rents

Unit Types	Number of Units*	Average Rents	Average Rent West End/Stanley Park (CMHC 2014)
Rooming House	7	\$420	n/a
Studios	2	\$705	\$951
One-Bedroom	17	\$915	\$1,201

* Six units are currently vacant.

The applicant has provided a draft Tenant Relocation Plan (Figure 8) which meets the requirements of the *Rate of Change Guidelines*. The guidelines require a minimum of two months free rent, moving expenses, and first right of refusal back into the replacement housing or help finding and relocating the existing tenants to another form of affordable housing. Staff have worked with the applicant to ensure that these conditions are met. If the rezoning is approved, the applicant would work with each tenant who wants assistance to develop a relocation plan specific to the needs and preferences of their household.

Figure 8 – Summary of Draft Tenant Relocation Plan Terms

Rate of Change Guideline Requirements	Tenant Relocation Plan Offer
Two months' free rent	<ul style="list-style-type: none"> • Three Months Free Rent Provided (rebated at the end of the tenancy)
Reimbursement for receipted moving expenses	<ul style="list-style-type: none"> • \$1,000 moving and reconnection expenses provided as a flat rate.
Assistance in finding a rental unit or other form of alternative affordable housing	<ul style="list-style-type: none"> • Applicant has committed to providing tenants requesting assistance with 3 reasonable offers for alternative, affordable rental options in Vancouver. One option must be in the same general area as their current home and all options must identify the needs identified by the tenant to include school catchment, family/pet friendly and appropriate number of bedrooms.
First right of refusal to relocate into a replacement rental unit on the site	<ul style="list-style-type: none"> • Tenants would receive right of first refusal to move back to the market rental units at market rental rates. • Tenants who meet the income tests would be given priority to move into the affordable units.
Additional offering (Not part of Rate of Change)	<ul style="list-style-type: none"> • An additional cash incentive equal to \$5,000 less the 3-months free rent and moving allowance is being offered. This equates to a cash payment of \$1,240 to \$3,115 per unit.

A final Tenant Relocation Plan will be required at the time of Development Permit application, and a final Tenant Relocation Report will be required prior to occupancy.

PUBLIC INPUT

A public consultation process has been running concurrently with the processing of this rezoning since the application was first made in December 2007. Three community open houses were held corresponding to the three application submissions in 2008, 2010 and 2015, respectively. Over the past seven years, many residents and groups in the area have provided comments regarding the evolving proposal. The key points raised by the public in the most recent consultation are summarized in this section and a more detailed summary of public comments, including previous feedback, can be found in Appendix E.

Public Notification – A rezoning information sign was installed on the site on February 19, 2008, after the original application was submitted. A new sign was installed on the site on April 26, 2010 after the revised application was submitted earlier that year. On February 3, 2015, another new sign describing the latest proposal was installed on the site.

For the original application submission as well as the two subsequent revisions, notification and application information, including any project updates, as well as an online comment form, were provided on the City of Vancouver webpage (vancouver.ca/rezapps).

The most recent open house for this application was held on February 16, 2015. For this open house, a total of approximately 2,960 notification postcards and invitations to the open house

were distributed within the neighbouring area to residents and businesses. In addition, an online survey was posted on the TalkVancouver webpage. The open house was held at Coast Plaza Hotel at 1763 Comox Street. Staff, the applicant team, and a total of approximately 180 people attended the open house.

Public Response and Comments – The City has received 268 written responses on the current proposal, including open house comment sheets, online survey responses and email correspondence. Approximately 34 per cent supported the proposal, 57 per cent expressed concerns and 9 per cent were neutral or undecided.

Significant concerns included:

- *Form and Scale* – that a 21-storey tower would be too much for the area and is not in keeping with the character of the neighborhood.
- *Density* – that the proposed density would be too much for the area which is already very dense.
- *Parking and Traffic* – that the development would make the on-street parking and traffic circulation in the area even worse.
- *Affordability* – that a greater number of below-market rental units should be sought, and that the market rents would be out of reach for the average Vancouver residents.
- *View Impact* – that the tower would block existing ocean views for residents in the area.
- *Unit Mix* – that more family units should be sought.
- *Policy and Process* – that the application is not in keeping with the West End Community Plan.

Those in support of the proposal cited good building design and provision of rental housing as the main reasons for support.

As outlined in the Density, Height and Form of Development section of this report, staff have undertaken an extensive urban design analysis to evaluate the impact of the proposed form of development on the surrounding area. Staff concluded that the proposed height and density are generally in keeping with the form of development policies and guidelines for the West End and the proposal's impact on the public realm and adjacent development is reasonable given the context.

As outlined in the Housing section and Public Benefits section, the proposed market rental housing would make a significant contribution to the long term health of the city's rental housing stock. The 26 units secured for 30 years with rents at 20 per cent below the average West End area market rents are considered an appropriate on-site community amenity contribution.

PUBLIC BENEFITS

In response to City policies concerning changes in land use and density, this application, if approved, can be expected to realize the following public benefits.

Public Benefits – Required by By-law or Policy

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 various engineering infrastructure.

The site is located in the Citywide DCL area where the current rate for new residential or commercial floor space is \$138.53 per m² (\$12.87 per sq. ft.). This application proposes a total floor space of 11,188 m² (120,431 sq. ft.). On this basis, if this application is approved, a DCL of approximately \$1,549,874 can be anticipated.

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

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.

Public Art – The Public Art Policy requires rezonings having a floor area of 9,290.0 m² (100,000 sq. ft.) or greater to allocate a portion of their construction budgets to public art as a condition of rezoning. The current (2015) rate is \$19.48 per m² (\$1.81 per sq. ft.). The 11,188 m² (120,431 sq.ft.) of floor area proposed in this rezoning would result in a public art budget of approximately \$217,942. The Public Art rate is finalized at the development permit stage and is subject to annual Council approval of an inflationary adjustment which takes place on September 30th of each year.

Public Benefits – Offered by the Applicant

Market Rental Housing – The applicant has proposed that all of the 178 residential units be secured as rental housing (non-stratified). The public benefit accruing from these units would be their contribution to the city's secured market rental housing stock for the longer of 60 years or the life of the building, secured through a Housing Agreement with the City. Covenants would also be registered on title to preclude the stratification and/or separate sale of individual units.

At an applicant's discretion, a DCL waiver may be applied for to help improve project economics of market rental housing projects (defined as "for-profit affordable housing" in the DCL By-law). In order to qualify for a DCL waiver, the proposed average unit sizes, rents and construction cost must not exceed the maximum averages set out in the DCL By-law.

This applicant is not applying for a DCL waiver. The proposed rents in this application would be based on market rental rates for newer developments in the area and, when compared to home ownership costs, these rents would provide a more affordable alternative to home ownership, particularly for the larger units. Figure 9 compares the initial rents proposed in this application to the DCL By-law maximum rents and the monthly costs of ownership.

Figure 9 – Comparable Average Market Rents and Monthly Ownership Costs (CMHC and MLS Data)

	1754-1772 Pendrell Street Proposed Rents	Average Market Rent West End (Stanley Park) (CMHC) ¹	West Area DCL By-law Maximum Rent ²	Monthly Costs of Ownership for Median-Priced Unit - Downtown (BC Assessment 2014) ³
Studio	\$1,250	\$951	\$1,366	\$2,255
1-Bed	\$1,550	\$1,201	\$1,717	\$2,365
2-Bed	\$2,200	\$1,956	\$2,169	\$3,685
3-Bed	\$2,850	\$3,035	\$2,572	\$6,273

1. Rates shown are from CMHC's Fall 2014 Rental Market Report.
2. Rates shown are the average rents for all residential units built since the year 2005 (plus 10%) as reported in CMHC's Fall 2014 Rental Market Report
3. Based on the following assumptions: median of all BC Assessment recent sales prices in the Vancouver Downtown in 2014 by unit type, 10% down payment, 5% mortgage rate, 25-year amortization, \$150-250 monthly strata fees and monthly property taxes at \$3.54 per \$1,000 of assessed value.

Below-Market Rental Housing – A total of 26 units located within the first three floors of the building would be secured for 30 years with rents 20 per cent below the average West End area market rents – benchmarked based on Canada Mortgage and Housing Corporation's (CMHC) Rental Market Report for Private Apartment Average Rents by Zone and Bedroom Type in the West End (Stanley Park) Zone.

While the site is required to provide replacement rental housing to satisfy the provisions of the *Rental Housing Stock ODP*, the rent levels for these 26 units being achieved are lower than the average rents in the area, especially for the studio and one-bedroom units, for which rent levels would be below BC's Housing Income Limits (HILs). The contribution of these 26 below-market rental units for 30 years is valued at \$1,720,000 based on the rent and unit size requirements outlined in Figure 10.

Figure 10 – Rent Levels and unit sizes for the Below-Market Units

Unit Type	Average Market Rent West End (Stanley Park) (CMHC) ¹	20% Discount Below Average Market Rents West End (Stanley Park) ²	Housing Income Limits (HIL)s	Number of Units	Average Unit Size (sq.ft.)
studio	\$951	\$761	\$912.50	6	350
one-bedroom	\$1,201	\$961	\$1,000	15	500
two-bedroom	\$1,956	\$1,565	\$1,237.50	2	700
three-Bedroom	\$3,035	\$2,428	\$1,400	3	950

1. Rates shown are from CMHC's Fall 2014 Rental Market Report.
2. Rates shown are the average rents for all residential units built since the year 2005 (plus 10%) as reported in CMHC's Fall 2014 Rental Market Report

While the 26 units will be owned and managed by the developer, a non-profit housing operator would be selected through a City-led Request for Proposal (RFP) process to assist with tenanting of the below-market units. It is anticipated that the non-profit operator would be responsible for income testing to ensure that people who can only afford to pay the discounted rents receive the units, and that there would be yearly monitoring and re-tenanting to ensure these units rent to those in need. This tenanting plan for the units must be agreed to by the City's Chief Housing Officer (CHO).

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

The main public benefit achieved for this application is below-market rental housing and market rental housing. Real Estate Services staff have reviewed the applicant's development pro forma and have concluded that, the total CAC package valued at \$1,970,000 offered by the property owner is appropriate and recommend that the offer be accepted. This offer is comprised of an in-kind contribution of \$1,720,000 through the provision of the 26 rental units secured for 30 years with rents at 20 per cent below the average West End area market rents and a cash contribution of \$250,000. Staff recommend that this cash CAC be allocated towards new community facilities or expansion of existing community facilities in the West End based on the approved Public Benefit Strategy of the Plan. A condition to secure this cash contribution is included in Appendix B.

Please also see Appendix I for a summary of the public benefits for this application.

FINANCIAL IMPLICATIONS

As noted in the section on Public Benefits, the applicant has offered a CAC package valued at \$1,970,000, comprised of:

In-kind CAC

- 26 rental units secured for 30 years with rents at 20 per cent below the average West End area market rents, valued at \$1,720,000; a non-profit housing operator would assist with tenanting and income testing.

Cash CAC

- \$250,000 to be allocated towards new community facilities or expansion of existing community facilities in the West End pursuant to the Public Benefit Strategy of the *West End Community Plan*.

Approval and timing of specific projects will be brought forward as part of the Capital Plan and Budget Process.

The Citywide DCL District rate applies to this site and it is anticipated that the project, if approved, will generate approximately \$1,549,874 in DCLs.

If the rezoning application is approved, the applicant will be required to provide new public art on site, or make a cash contribution to the City for off-site public art, at estimated value of \$217,942.

All 178 rental units proposed in the application, including the 26 below-market rental units, would be secured as rental housing via a Housing Agreement for the longer of the life of the building or 60 years. All units would be privately owned and operated.

CONCLUSION

Staff assessment of this rezoning application has concluded that the proposed land uses, density and height are supported. The application is consistent with the City's overall housing policies including the *Rental Housing Stock ODP* and the *Housing and Homelessness Strategy* and, if approved, would contribute to the achievement of key affordable housing targets for the City.

The General Manager of Planning and Development Services recommends that the rezoning application be referred to a Public Hearing, together with a draft CD-1 By-law generally as set out in Appendix A, and that, subject to the Public Hearing, the application including form of development, as shown in the plans in Appendix G, be approved in principle, subject to the applicant fulfilling the conditions of approval in Appendix B.

* * * * *

1754-1772 Pendrell Street
DRAFT CD-1 BY-LAW PROVISIONS

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

Zoning District Plan Amendment

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

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

Uses

- 2.1 The description of the area 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 this By-law or in a development permit, the only uses permitted within CD-1 (), and the only uses for which the Directory of Planning or Development Permit Board will issue development permits are:
 - (a) Multiple Dwelling; and
 - (b) Accessory Uses customarily ancillary to the uses listed in this section 2.2.

Conditions of use

3. The design and layout of at least 25% of the dwelling units must:
 - (a) be suitable for family housing;
 - (b) include two or more bedrooms; and
 - (c) comply with Council's "High Density Housing for Families with Children Guidelines".

Floor area and density

- 4.1 Computation of floor space ratio must assume that the site consists of 1606.4 m², being the site size at the time of the application for the rezoning evidenced by this By-law, and before any dedications.
- 4.2 The floor space ratio for all uses must not exceed 6.96.
- 4.3 Computation of floor area must include all floors of all buildings, having a minimum ceiling height of 1.2 m, including earthen floor, above and below ground level, measured to the extreme outer limits of the building.
- 4.4 Computation of floor area must exclude:
 - (a) open residential balconies or sundecks 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 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, which in the opinion of the Director of Planning are similar to the foregoing, those floors or portions thereof so used, which are at or below base surface, except that the minimum exclusion for a parking space must not exceed 7.3 m in length;
 - (d) amenity areas, recreational facilities and meeting rooms accessory to a residential use, to a maximum 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 m² for a dwelling unit, there will be no exclusion for any of the residential storage area above base surface for that unit.
- 4.5 The use of floor area excluded under section 4.4 must not include any use other than that which justified the exclusion.

Building height

- 5.1 Building height, measured from base surface, must not exceed 58.0 m.
- 5.2 Despite the provisions of section 5.1 and of section 10.11 of the Zoning and

Development By-law, the Director of Planning may permit a greater height than otherwise permitted for mechanical appurtenances such as elevator machine rooms and for access and infrastructure required to maintain green roofs or urban agriculture, or roof-mounted energy technologies including solar panels and wind turbines, if the Director of Planning first considers:

- (a) their siting and sizing in relation to views, overlook, shadowing, and noise impacts; and
- (b) all applicable policies and guidelines adopted by Council;

and the Director of Planning must not permit any structure to exceed 3 m in height or 14 m in width.

Setbacks

6.1 Setbacks must be, at minimum:

- (a) 3.7 m from the east property line;
- (b) 2.1 m from the west property line;
- (c) 3.7 m from the north property line (along Pendrell Street); and
- (d) 4.0 m from the south property line.

6.2 Despite the provisions of section 6.1, the Director of Planning may allow projections into the required setbacks, if no additional floor area is created and the projections comply with the provisions of section 10.7 of Zoning and Development By-law.

6.3 Despite the provisions of sections 6.1 and 6.2, the Director of Planning may allow projections into the required setbacks for open balconies, if the Director of Planning first considers:

- (a) their siting and sizing in relation to views, overlook, shadowing, and noise impacts; and
- (b) all applicable policies and guidelines adopted by Council;

and the Director of Planning must not permit a projection more than 5 m in width or 2 m in depth into the required setbacks.

Horizontal angle of daylight

7.1 Each habitable room must have at least one window on an exterior wall of a building.

7.2 The location of each 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.

- 7.3 Measurement of the plane or planes referred to in section 7.2 must be horizontally from the centre of the bottom of each window.
- 7.4 The Director of Planning or Development Permit Board may relax the horizontal angle of daylight requirement, if:
- (a) the Director of Planning or Development Permit Board first considers all the applicable policies and guidelines adopted by Council; and
 - (b) the minimum distance of unobstructed view is not less than 3.7 m.
- 7.5 An obstruction referred to in section 7.2 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 ().
- 7.6 A habitable room referred to in section 7.1 does not include:
- (a) a bathroom; or
 - (b) a kitchen whose floor area is the lesser of:
 - (i) 10% or less of the total floor area of the dwelling unit, or
 - (ii) 9.3 m².

Acoustics

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

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

1754-1772 Pendrell Street
DRAFT 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 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 Henriquez Partners Architects and stamped "Received Planning & Development Services (Rezoning Centre), January 26, 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. Confirmation that the building design creates no additional impact to nearby private views, nor any significant increase in shadowing as compared to the rezoning application.

Note to Applicant: Staff anticipate that the addition of three-bedroom units as recommended will increase the floor plate in a limited area. Scaled and dimensioned drawings comparing the rezoning and development permit designs must be submitted to at demonstrate the above. The basis for comparison must include standard shadow times at the equinox, and view studies must include the two closest affected residential towers, as shown in the rezoning application.

- 2. Design development to mitigate privacy and overlook toward existing residents.

Note to Applicant: This can be accomplished by further development of landscape drawings, enlarged sections, and other drawings to illustrate specific built features such as translucent glass areas.

- 3. Reduction in the scale of rooftop elements beyond those required to access the green roof.

Note to Applicant: Intent is to mitigate the effect of these elevated structures in terms their siting and sizing in relation to views, overlook, shadowing.

- 4. Design development to ensure a gradual change of grade along Pendrell Street.

Note to Applicant: Intent is to reduce the height of vertical walls near to the sidewalk. This can be accomplished through terraced planters. Underground parking slab should be lowered or angled to achieve optimal planter depth, rather than increasing height of walls above grade. See also Landscape conditions.

5. Design development to the architecture and landscaping along the lane to provide a greener and more pedestrian scaled interface.

Note to Applicant: Tall opaque walls and structures should be reduced in height, terraced, or screened with planting to improve this West End laneway.

6. Design development to ensure compatibility of finish grades and minimize vertical structures between adjacent properties.

7. Design development to meet the public realm plan for the West End including lane, side yard and front yard treatments.

Note to Applicant: The applicant is encouraged to convene with Planning, Landscape and Engineering staff prior to the preparation of a Development Permit submission to ensure technical compliance with the anticipated design intent, including CPTED performance, and with a design focus on hardscape, softscape, design elements, lighting, stormwater management, wayfinding and public art/interpretive opportunities

8. Provision of high quality and durable exterior finishes.

Note to Applicant: Intent is to maintain the proposed architectural quality shown at rezoning, including the extent of architecturally finished concrete and structural glazing.

9. Consideration to providing benches along the Pendrell Street side for public use.

Crime Prevention Through Environmental Design (CPTED)

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

Sustainability

11. Provision of a Recycling & Reuse Plan for Green Demolition/Deconstruction, for demolition of existing buildings on site, to recycle/reuse at least 75% of demolition waste (excluding hazardous materials).

Note to Applicant: The Recycling & Reuse Plan for Green Demolition/Deconstruction should be provided at the time of development permit application.

12. Identification on the plans and elevations of the built elements contributing to the building's sustainability performance as shown at the rezoning stage, including at a minimum 63 points in the LEED® rating system, six optimize energy performance points, one water efficiency point, and one storm water point.

Note to Applicant: Provide a LEED® checklist confirming the above and a detailed written description of how the above-noted points have been achieved with reference to specific building features in the development, and notation of the features on the plans and elevations. The checklist and description should be incorporated into the drawing set. As a continuation of the 2007 application, registration and certification are not required but are encouraged.

Landscape Design

13. Design development to the public realm interface to create a smoother transition to grade through the use of terraced planting with residential-quality greenery.

Note to Applicant: The intent is to soften and minimize the appearance of retaining walls from the street and lane edges.

14. Design development to the at-grade courtyard to provide more greenery and amenities to encourage active social interaction for residents.

Note to Applicant: The intent is to provide a softer greener landscape treatment and incorporation of a patio area. Use of gravel may be minimized and simple massing of shrubs and groundcover plantings introduced to soften hard surfaces.

15. Maximization of plant growing medium volumes for trees and shrubs within landscaped planters on structures on private property, to ensure long term health of plant species;

Note to Applicant: Soil volumes for planters should exceed BC Landscape Standard (latest edition) with the goal to provide a minimum 4 ft. depth of growing medium for large species trees planted in ground, and 3 ft. depth for trees on structure. Trees planted on structures should be consolidated within a trench to improve planting condition. Alter slab to allow private trees and

shrubs to be planted at the level of courtyards and patios and not placed in above grade planters to achieve soil depth.

16. Provision of adequate sunlit areas for Urban Agriculture activity.

Note to Applicant: Raised planters, tool storage, composting, potting bench, harvest table and hose bibs should be incorporated on the plan to enable residents to practice urban agriculture. The design should reference the *Urban Agriculture Guidelines for the Private Realm* and should maximize sunlight, integrate into the overall landscape design, and provide universal access.

17. Provision of a Rainwater Management Plan that utilizes sustainable strategies such as infiltration, retention, treatment and utilization of rainwater.

Note to Applicant: Strategies could include high efficiency irrigation, the use of drought tolerant plants and mulching.

18. Design development to incorporate the principles of the draft *City of Vancouver Bird-Friendly Design Guidelines* to ensure the protection, enhancement and creation of bird habitat, in addition, reduce potential threats to birds in the city.

Note to Applicant: See <http://vancouver.ca/files/cov/bird-friendly-strategy-design-guidelines-draft-2014-09-01.pdf>

19. Provision of a legal survey confirming the location of existing on-site and off-site trees.

20. Provision of an ISA Certified Arborist report for all existing site trees and adjacent trees on neighbouring sites, as noted on the legal survey.

21. Provision of a fully labelled Landscape Plan, Sections and Details at the Complete Development permit submission stage.

Engineering

22. Provision of an added vertical clearance within the parking ramp and truck maneuvering aisle to ensure the required unobstructed 3.81 m (12'-6") overhead clearance is ensured.

Note to Applicant: This is to ensure that the building design does not introduce pipes or other structure into this space which is needed to ensure the minimum truck clearance of 3.81 m (12'-6") is fully maintained throughout the access and maneuvering areas required for loading.

23. Modify access to the bicycle parking to provide automatic door openers on the doors providing access to the all bicycle room(s) and doors within the access corridor(s).

24. Provision of shared vehicle parking spaces with a 2.9 m (9.5 ft.) parking stall width.
25. Modification to the parking ramp design as follows:
- (i) Improve two-way traffic flow at the bottom of the main ramp (Section I.B).

Note to Applicant: The current ramp design does not allow for opposing vehicles to pass and the concrete wall adjacent the ramp needs to be pulled back such that it does not encroach into the adjacent maneuvering aisle.
 - (ii) Provide measures to address conflicts between vehicles on the ramp - a (parabolic mirror/signal/view slot) is recommended.
 - (iii) Improve visibility for two-way vehicle movement at turns. Provide details for the proposed signal system which is to be designed by a qualified transportation engineer.

Note to Applicant: Provide details on the system operations including the location of all lights, signs and detection devices to be clearly noted on the plans.
26. Clarify the largest truck including its' maximum dimensions that the internal loading space is designed to accommodate and ensure that this size of vehicle is able to make the turn from the parking ramp to the maneuvering aisle and back into and exit out of the proposed loading space.
27. Provision of signage at the parking entrance, to the satisfaction of the GMES, to identify the maximum size (length and height) of truck that can maneuver and be accommodated within the underground loading space.
28. Clarification of the need for PMT and/or Vista switch to serve the site. If it is required, please provide for it on site and clearly indicate its proposed location on site plans.
29. Submission of a separate application to the General Manager of Engineering Services describing public realm improvements to the threshold space to lane immediately adjacent to the rear property line;

Note to Applicant: Landscape plans indicate planting with the 2.0 m (6.5 ft.) zone of laneway frontage immediately to the rear of the development. Public realm improvements in this area are supported consistent with the *West End Community Plan*, but should be developed in consultation with Planning, Landscape and Engineering Services staff and submitted as a secondary application. The adjacent property owner will be responsible for the ongoing maintenance of the green strip, including replacement of any landscape

treatments that may be removed or damaged as a result of accessing underground utilities.

30. Note to Applicant: The proposed development's sanitary and storm servicing should be connected to the existing sanitary and storm sewers in the lane north of Davie Street.

Neighbourhood Energy

31. The proposed plan for site heating and cooling, developed in consultation with the City and the City-designated Neighbourhood Energy Systems (NES) Utility Provider, shall be provided prior to the issuance of any development permit, to the satisfaction of the General Manager of Engineering Services.
32. The building(s) heating and domestic hot water system shall be designed to be easily connectable and compatible with Neighbourhood Energy to supply all heating and domestic hot water requirements. Design provisions related to Neighbourhood Energy compatibility must be to the satisfaction of the General Manager of Engineering Services.

Note to Applicant: The applicant shall refer to the *Neighbourhood Energy Connectivity Standards - Design Guidelines* for general design requirements related to Neighbourhood Energy compatibility at the building scale. The applicant is also encouraged to work closely with City staff during mechanical design to ensure compatibility with a neighbourhood-scale system. As a pre-condition to building permit, a declaration signed by the registered professional of record certifying that the Neighbourhood Energy connectivity requirements have been satisfied will be required.

33. Building-scale space heating and ventilation make-up air shall be provided by hydronic systems without electric resistance heat or distributed heat generating equipment (including but not limited to gas fired make-up air heaters, heat producing fireplaces, distributed heat pumps, etc.) unless otherwise approved by the General Manager of Engineering Services.
34. Detailed design of the building HVAC and mechanical heating system at the building permit stage must be to the satisfaction of the General Manager of Engineering Services.

Housing Policy and Projects

35. That the proposed unit mix of 28% Studio, 29% one-bedroom, 29% two-bedroom and 14% three-bedroom be included in the Development Permit drawings.

Note to Applicant: This unit mix reflects the proposed increase in square footage per floor to increase the amount of family units within the proposal. Any changes in unit mix from the proposed rezoning application shall be to the satisfaction of the Chief Housing Officer.

36. The building is to comply with the *High Density Housing for Families with Children Guidelines*, and include a common amenity room with kitchenette (and an accessible washroom adjacent to this amenity room).
37. A common outdoor amenity area is to be provided which includes an area suitable for a range of children's play activity.
38. Provision of a Final Tenant Relocation Plan to the satisfaction of the Chief Housing Officer, which in addition to the terms already agreed to, will include an updated list of tenants and rents, current as of the time of Development Permit application.
39. Provision of a notarized declaration which demonstrates that each tenant has been given written notice of the intent to redevelop the property; that indicates the number of units occupied on the date of the notice; includes information on posting of notice regarding the intent to redevelop as per Section 3 of the Rate of Change Guidelines; and includes copies of a letter addressed to each tenant summarizing the Tenant Relocation Plan offer and signed as received by each tenant.
40. Provision of a final Tenant Relocation Report which outlines the names of tenants; indicates the outcome of their search for alternate accommodation; summarizes the total monetary value given to each tenant (moving costs, rent, any other compensation); and includes a summary of all communication provided to the tenants.

CONDITIONS OF BY-LAW ENACTMENT

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

Engineering

1. Consolidation of the East ½ and West ½ of Lot 12, and Lot 13, Blk. 61, DL 185, Plan 92 to create a single parcel.
2. Provision of a Shared Vehicle Agreement with the City to secure the provision, operation and maintenance of 2 Shared Vehicle(s) and the provision and maintenance of 2 Shared Vehicle Parking Space(s) for use exclusively by such Shared Vehicle(s), [with such parking spaces to be in addition to the minimum parking spaces required by the Parking Bylaw], on terms and conditions satisfactory to the General Manager of Engineering Services and the Director of Legal Services, including the following:

- (i) provide 2 Shared Vehicle(s) to the development for a minimum period of 3 years;
- (ii) enter into an agreement with a Shared Vehicle Organization satisfactory to the General Manager of Engineering Services to secure the operation and maintenance of the Shared Vehicle(s);
- (iii) provide and maintain the Shared Vehicle Parking Space(s) for use exclusively by such shared vehicles;
- (iv) make arrangements to allow members of the Shared Vehicle Organization access to the Shared Vehicle Parking Space(s);
- (v) provide security in the form of a Letter of Credit for \$50,000 per Shared Vehicle; and
- (vi) registration of the Shared Vehicle Agreement against the title to the development, with such priority as the Director of Legal Services may require and including a covenant under section 219 of the Land Title Act of British Columbia, a statutory right of way, or other instrument satisfactory to the Director of Legal Services, securing these conditions.
- (vii) provision of a letter of commitment from a car share company indicating their willingness to supply car share vehicles on the site at building occupancy.

Note to Applicant: Shared vehicle spaces are required to be a minimum width of 2.9 m (9.5 ft.).

3. 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 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.
 - (ii) 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.

- (iii) Provision of the following pedestrian related improvements stemming from the West End Community Plan which includes:
- Provision of a minimum of two benches along the edge of the site adjacent to the sidewalk along Pendrell Street. The benches shall be maintained by the property owner.
 - Provision of improved street lighting and pedestrian lighting that meets or exceeds current lighting standards. (LED lighting and the provision of louvers where applicable are to be provided). The lighting is to be maintained by the City following installation and acceptance by the City.
 - Provision of a new 6'-0" (1.83 m) concrete broom finish sidewalk with saw cut joints adjacent the site. The sidewalk is to be maintained by the City.
 - Provision of a drinking fountain to be located on public property to the satisfaction of the General Manager of Engineering Services, at the west end of the site within sight of Denman Street. The fountain is to have a separate water service and is to be maintained by the City following installation and acceptance by the City.

Neighbourhood Energy

4. Enter into such agreements as the General Manager of Engineering Services and the Director of Legal Services determine are necessary for connection to a City-designated Neighbourhood Energy System (NES), which may include but are not limited to agreements which:
- (i) At development permit issuance, where the General Manager of Engineering Services deems a connection to the NES is available and appropriate, buildings within the development will be required to connect to the NES prior to occupancy, or post-occupancy through a deferred services agreement, or otherwise, at such time that a system becomes available.

Note to Applicant: If the development is required by the GM of Engineering Services to connect to an NES, the Owner will be prohibited from entering into any third party energy supply contract for thermal energy services, other than conventional electricity and natural gas supply, unless otherwise approved by the General Manager of Engineering Services.

- (ii) Grant the operator of the City-designated NES access to the building(s) mechanical system and thermal energy system-related infrastructure within the development for the purpose of enabling NES connection and operation, on such terms and conditions as may be reasonably required by the Applicant; and
- (iii) Provide for up to 93 m² (1,001 sq.ft.) of suitably located dedicated space and design provisions to accommodate the City-designated NES, as outlined in the *Neighbourhood Energy Connectivity Standards - Design Guidelines*, to the satisfaction of the General Manager of Engineering Services.

Note to Applicant: Design shall provide suitable space for the installation of NES equipment with adequate provisions for connection to outside NES distribution piping and communications conduit. District energy equipment may include, but is not limited to; a steam to hot water converter station sized for neighbourhood service provision, energy transfer stations (ETS), and/or boiler equipment. At the building permit stage, the applicant will be required to submit final detailed drawings, signed and sealed by a professional engineer where necessary, for review by Engineering Services to confirm final room dimensions and technical information.

Housing

- 5. Make arrangements to the satisfaction of the Chief Housing Officer and the Director of Legal Services to enter into a Housing Agreement securing 178 units as rental housing for the longer of 60 years and the life of the building, subject to the following additional conditions in respect of those units:
 - (i) That the building may not be subdivided.
 - (ii) That no such units may be separately sold.
 - (iii) None of such units will be rented for less than one month at a time.
 - (iv) A rent roll indicating the proposed initial monthly rents for each rental housing unit.
 - (v) That 26 of the units are secured, for a period of 30 years, with rents 20 per cent below the average West End area market rents which are based on Canada Mortgage and Housing Corporation's Rental Market Report for Private Apartment Average Rents by Zone and Bedroom Type in the West End (Stanley Park) Zone, commencing at building occupancy.
 - (vi) That the below market units referenced in (v) are applicable only to whose households where the rent level would be equivalent to 30 per cent of their gross monthly income;
 - (vii) That a non-profit housing provider be engaged by the developer and approved by the City to ensure that the 26 units are rented to households that meet the income levels referenced in (vi) above;

- (viii) That right of first refusal be granted to “Eligible Tenants” (being all tenants who are resident, as of January 1, 2015 in any of the 26 units that will be demolished if this redevelopment proceeds). Should these tenants not qualify for the 26 units with rent levels at 20 per cent below market, they would be granted right of first refusal for one of the market rental units on site;
- (ix) Compliance with the Tenant Relocation Plan outlined in this report.
- (x) Such other terms and conditions as the Chief Housing Officer and the Director of Legal Services may in their sole discretion require.

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

Public Art

- 6. Execute an agreement satisfactory to the Directors of Legal Services and Cultural Services for the provision of public art in accordance with the City's Public Art Policy, such agreement to provide for security in a form and amount satisfactory to the aforesaid officials; and provide a preliminary public art plan to the satisfaction of the Public Art Program Manager.

Note to Applicant: To discuss your application please call Bryan Newson, program manager, 604 871 6002.

Soils

- 7. If applicable:
 - (i) Submit a site profile to the Environmental Planning, Real Estate and Facilities Management (Environmental Contamination Team);
 - (ii) As required by the Manager of Environmental Planning and the Director of Legal Services in their discretion, do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter; and
 - (iii) If required by the Manager of Environmental Planning and the Director of Legal Services in their discretion, enter into a remediation agreement for the remediation of the site and any contaminants which have migrated from the site on terms and conditions satisfactory to the Manager of Environmental Protection, the General Manager of Engineering Services and Director of Legal Services, including a Section 219 Covenant that there will be no occupancy of any buildings or improvements on the site constructed pursuant to this rezoning until a Certificate of Compliance satisfactory to the City for the on-site and off-site contamination, issued by the Ministry of Environment, has been provided to the City.

Community Amenity Contribution (CAC)

8. Pay to the City the Community Amenity Contribution of \$250,000 which the applicant has offered to the City. Payment is to be made prior to enactment of the CD-1 By-law, at no cost to the City and on terms and conditions satisfactory to the Director of Legal Services, and allocated towards new community facilities or expansion of existing community facilities in the West End Community Plan area.

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 sites 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-laws.

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.

* * * * *

1754-1772 Pendrell Street
DRAFT CONSEQUENTIAL AMENDMENTS

DRAFT AMENDMENTS TO THE PARKING BY-LAW NO. 6059

In Schedule C, Council adds:

Address	By-law No.	CD-1 No.	Parking requirements
1754-1772 Pendrell Street	()	()	Parking, loading and bicycle spaces in accordance with by-law requirements on <i>(date of enactment of CD-1 by-law)</i> , except that: a) there must also be 2 additional parking spaces for car share vehicles; and b) each Class B off-street loading space must have an unobstructed height of 3.81 metres.”

* * * * *

1754-1772 Pendrell Street
URBAN DESIGN PANEL

April 8, 2015 UDP Review

The Urban Design Panel reviewed the current application on April 8, 2015 and supported it.

EVALUATION: SUPPORT (6-0)

- **Introduction:** Linda Gillan, Rezoning Planner introduced the proposal and mentioned that this application predates Council's approval West End Plan. The application is to rezone three parcels on Pendrell Street, east of Denman Street. These parcels are being rezoned from RM-5A to CD-1 to allow for a 21-storey residential building containing 171 secured market rental units. Ms. Gillan mentioned that the application was originally submitted in December 2007 under the City's Affordable Housing Policies and proposed a mix of social housing and market residential. The Panel reviewed the application in March 2008 and supported it. As well a revised application, with the same housing mix, but a revised form of development, was reviewed by the Panel in May 2010 and received non-support. With a new applicant team, the proposal for the site has now been revised to include 100% secured market rental. Ms. Gillan added that the application predates the Green Buildings Policy for Rezoning, however the applicant is proposing LEED™ Gold equivalent, with no requirement to register.

Sailen Black, Development Planner, further described the proposal and mentioned that the surrounding context includes commercial shopping along Denman Street and Morton Park to the southwest. Mr. Black noted that the tower separation that is recommended in the guidelines is being maintained and that other zoning measures are either met or exceeded including the setbacks.

Comments were sought on the landscape and architectural design of this rezoning application in general, and in particular;

- Whether the Panel supports the proposed form of development, including the height and setbacks shown, and the proposed density of 6.55 FSR.
- Whether the previous comments of the Urban Design Panel have been addressed successfully, including the relationship of the building at grade to the public realm.
- Whether the Panel has any preliminary advice on the exterior expression shown.

Ms. Gillan and Mr. Black took questions from the Panel.

- **Applicant's Introductory Comments:** Peter Wood, Architect, further described the proposal and mentioned that they have increased the amount of units from the previous proposal. There are 145 market rental units of which 72 are two bedroom units. They also have some three bedroom units. He noted that they moved the podium into the tower and moved the tower further to the east to allow more garden space at the ground plane. The building has been stepped to allow views through from the surrounding towers. There is an amenity space on the roof and as well a green roof with urban gardens. Mr. Wood said they tried to bring some of the West End characteristics into the building. They wanted to provide some passive solar shading and made a sculpted form to look like sails.

The applicant team took questions from the Panel.

- **Panel's Consensus on Key Aspects Needing Improvement:**
 - Design development to improve the lane expression;
 - Consider activating the courtyard;
 - Consider adding an outdoor patio to the indoor amenity space.
- **Related Commentary:** The Panel supported the proposal and thought it was a well thought out application.

The Panel supported the form of development, height, density and setbacks but mentioned that it might be a little tight on the north side. They agreed that the integration of affordable housing was supportable. They also appreciated the number of family units in the proposal. The Panel acknowledged that the Panel's previous concerns had been addressed.

Some Panel members thought the lane expression could be improved with one Panel member commenting that it was a bit harsh. As well several Panel members thought the back face was somewhat flat in its expression whereas the others were more sculpted. They wanted to see a more consistent look to the building. However, they liked the number and size of the balconies.

The Panel supported the landscape plans and thought the ground plane was exceptionally clear and well handled. However, one Panel member thought the courtyard was not activated very well and noted that the amenity space didn't have a patio space. The Panel agreed that the amenity on the roof would be well used by the residents.

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

May 5, 2010 UDP Review

The Urban Design Panel reviewed the current application on May 5, 2010 and did not support it.

DE:	Rezoning
Use:	To seek support for a revised submission of a residential tower/podium having both condos and affordable housing units.
Zoning:	5A to CD-1
Application Status:	Rezoning
Review:	Second
Architect:	W.T. Leung Architects Inc.

Owner: Larco
W.T. Leung, W.T. Leung Architects Inc.
Barry Krause, W.T. Leung Architects Inc.

Delegation: Larissa Luko, W.T. Leung Architects Inc.
Jennifer Stamp, Durante Kreuk Landscape Architects<
Darren Swift, Durante Kreuk Landscape Architects

Staff: Dale Morgan and Michael Naylor

EVALUATION: NON-SUPPORT (0-7)

Introduction: Michael Naylor, Rezoning Planner, introduced the proposal for a site in the West End. The site has an existing 3-storey walk up and a house with a coach house and a vacant property. The houses are not on the Heritage Register. There are 26 units of existing rental housing and are provided by the private market but by virtue of their age and condition they are considered affordable. The proposal is a rezoning application and an earlier iteration was at the Panel in March of 2008. It looks to provide some replacement to the rental housing plus a condominium in a tower form. The previous proposal was looking at an increase of density 2.2 to 3.28 FSR and it kept both of the houses and renovated them provided ten units that would on a separate lot and turned over to the City's ownership and then the City would contract with a non-profit housing society who would operate housing on a break even basis. There are no subsidies from senior levels of government but the rents set below market. That particular model is active in current proposal. Mr. Naylor noted that they have had one open house with another one planned. There is some opposition in the neighborhood as there is some concern with view blockage and as well the tower podium form which is not typical for the West End and is out of character to other buildings in the area. They are also concerned with the lack of ground space around the building. The applicant is required to submit a proforma with the application and is currently being reviewed. Mr. Naylor informed the Panel that they didn't have to consider that the density being requested is needed to achieve the housing benefit.

Dale Morgan, Development Planner, further introduced the proposal noting that the previous scheme was supported by the Panel. He noted that this was one of the last remaining tower sites in the West End. Mr. Morgan described the RM-5 zoning noting that there are fairly prescriptive guidelines for tower size and placement and that any building higher than 110 feet has to be spaced a minimum of 400 feet between other towers on the same block face. For towers on the other side the space should be a minimum of 80 feet which complies with the existing 13-storey tower. Mr. Morgan went through the Panel's review of March 2008. He noted that the current application will replace the 26 units that are currently on site and deed that building to the City. The building has stayed the same but the building foot print has gone from 3,000 to 4,700 square feet which is still a fairly small floor plate. Because of the housing component, the application has a fairly tight proximity to the street edge. Mr. Morgan described the context for the surrounding area. By moving the building from the center towards the east side of the site has reduced the shadow impacts on Denman Street and has opened up the views. Regarding livability, most of the units have multiple orientations for good ventilation. He described the sustainability strategy which is to include horizontal fins along the west elevation, overhangs and geothermal heat systems.

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

- Regarding the form of development with particular regard to the following:
- Density and height
- Building bulk
- Ground plane relationship to the street
- Livability
- Neighbourliness
- Solar response

Mr. Naylor and Mr. Morgan took questions from the Panel.

Applicant's Introductory Comments: Wing Ting Leung, Architect, further described the proposal in more detail. He noted that the current scheme is comprised of three lots. The proposal is for 79 units of market housing with 26 non-market affordable rental units to replace the existing ones.

Jennifer Stamp, Landscape Architect, noted that the amenities are more on the inside of the building. There is an amenity room adjacent to the front lobby and have focused the views to the front and the back with landscaping.

The applicant team took questions from the Panel.

Panel's Consensus on Key Aspects Needing Improvement:

- Design development to the east and west property line elevations to reduce the impact on the adjacent properties;
- Simplification and design development to the ground plane, particularly on Pendrell Street; and
- Reconsider the relationship of the City owned units to the tower form including consideration of integrating City units in the tower.

Related Commentary: The Panel did not support the proposal noting that the density has a negative effect on the overall bulk, quality of amenities and open space and maybe too large for the site

The Panel did not have a problem with the height but were concerned with the amount of density and bulk for such a small site which had changed considerably since the previous review. Most of the Panel members thought the original scheme was better. They felt the proposal broke form with other towers in the West End and thought there was little benefit to the community. Several Panel members thought the proforma should have been done previous to the design. As well several Panel members suggested making the floor plate smaller. They suggested a taller, slimmer tower was more appropriate. Some members also thought that the livability of the units was not very good noting that the balconies were too small.

Several Panel members were concerned with the treatment of the blank walls facing the neighbours. They also thought the building was lacking in “West End” character. One Panel member suggested moving some of the units in the podium into the tower to allow for the building to have more space around the ground plane that is more typical of the West End.

Several Panel members noted that podiums typically provide for more outdoor amenity space, however the podium in this proposal wasn't giving any more amenity space. They felt that there were two separate programs and that the amenity spaces were not working well together and as well are separated by a barrier.

A couple of Panel members thought the solar response had improved although one Panel member thought the applicant should be working with a consultant regarding the sustainability strategy. Another Panel member noted that the south and east facades had been handled in a sensitive manner. However, on the west and north (which leans more to the west) facades and with the amount of floor to ceiling glass, the “eyebrows” (i.e. the louvres) would not give any shadowing and would only drive the cooling load higher. As a result this would make it harder to meet the LEED™ requirements.

Applicant's Response: Mr. Leung thanked the Panel for their comments. He noted that they went from 10 units (rooming units) in the house with a carriage house and now there are 26 units. He said they didn't want the costs to increase and had to take into consideration the current market conditions. Mr. Leung added that more height could free up more of the ground plane and he thought that could make a difference to the architecture.

March 12, 2008 UDP Review

The Urban Design Panel reviewed the current application on March 12, 2008 and supported it.

DE:	Rezoning
Use:	Increase density from 2.20 to 3.28 FRST to develop a 34-unit, 19-storey condo tower, and to renovate and expand an existing house for 10 units of affordable rental housing.
Zoning:	RM-5A to CD-1
Application Status:	Rezoning
Architect:	W.T. Leung Architects Inc.
Review:	First
Delegation:	W.T. Leung, W.T. Leung Architects Inc. Barry Krause, W.T. Leung Architects Inc. Peter Kreuk, Durante Kreuk Landscape Architects
Staff:	Dale Morgan/Michael Naylor

EVALUATION: SUPPORT (8-0)

Introduction: Michael Naylor, Rezoning Planner, introduced the proposal for a site located in the West End which is currently zoned RM-5A. The applicant is applying to have the site rezoned to CD-1. There are three lots with an older post-war apartment building on the

westerly lot, an eighty-two year old house which was damaged by fire and demolished in 2006, and a 1925 rooming house with a coach house on the lane. Mr. Naylor described the surround neighbourhood noting the mix of retail and residential in the area.

Mr. Morgan, Development Planner, described the applicant's plans for the site. The 1925 house and the coach house will be retained and renovated and turned into 10 self-contained apartment units. This property will be subdivided and the ownership will be transferred to the City of Vancouver as affordable rental housing.

The remaining lot is to be developed into a condominium tower with a relatively small floor plate of approximately 3,200 square feet providing good livability with cross ventilation and ample day lighting. The base of the tower will be fronted with 2-storey townhouses.

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

1. Does the Panel support the proposed multiple dwelling use and a density of 3.28 FRS, for this rezoning?
2. Does the Panel support the proposed form of development of 10 affordable rental units, and 34 units in a 19-storey tower, including townhouses at grade?
3. Further detail comment is requested on:
 - o Solar Orientation: Does the building massing, window and expression respond well to solar orientation?
 - o Townhouses: Do they achieve the desired smaller scale of individual ground oriented units at street level? Should there be more units at grade, at the building base and perhaps along the lane?
 - o Materiality and Expression: Comments are requested on the materials and expression.

Mr. Naylor and Mr. Morgan took questions from the Panel.

Applicant's Introductory Comments: Wing Ting Leung, Architect, reviewed the proposal in greater detail. Peter Kreuk, Landscape Architect, described the landscape scheme. The applicant team responded to questions from the Panel.

Panel's Consensus on Key Aspects Needing Improvement:

- Consider moving the tower closer to the lane to improve views from the neighbouring buildings;
- Design Development to improve the public realm interface of the Pendrell Street townhouse units by moving the units closer to the street and strengthening how they address the street;
- Consider moving the existing house closer to Pendrell Street;
- Consider some design development to the material and expression of the tower form by changing painted concrete to brick or improving the concrete details;
- Design development to improve the passive solar design of the facades; consider more glazing area to the north and less glass area on the south facing facades; and

- Consider further design development to the public realm interface on the lane by providing a more urban expression.

Related Commentary: The Panel unanimously supported the proposal.

The Panel also supported the proposed height and density. They thought the tower should be as slim as possible so as to be less intrusive to the buildings across the street. Most of the Panel encouraged the applicant to further explore the exact position for the building. They thought the tower should be closer to the lane and that the townhouses should be pulled forward towards Pendrell Street.

The Panel supported the proposed form of development for the ten affordable rental units. Most of the Panel thought the 1925 house and coach house should stay in their present location although several Panel members thought the coach house could be moved back from the lane. One Panel member suggested moving the house closer to the street for more light and views. Another Panel member suggested using the older home and coach house to make twenty rental units in order to replace the units being lost with the development.

The Panel thought the tower was beginning to respond to solar orientation and that the balconies were a good first step. Several Panel members thought there should be some shading on the glazing on the west side of the tower. They thought the solid walls were on the wrong side of the tower and that the glazing on the south and west was a big challenge as typically the internal blinds would be down most of the time in order to keep the heat out of the suites. One Panel member suggested the applicant not include geothermal and air conditioning but to put the money in the envelope as a way to cool the building. It was suggested that most of the windows should be on the north façade for the view and as a better solar response.

Most of the Panel thought the painted concrete was a bit under whelming and monotonous and suggested adding brick or other material details to make the façade look richer. However, a few panel members felt that an honest concrete expression was fine for a small tower and related to the neighbouring context.

The Panel thought the lane needed some attention to make it more urban with a stronger identity. Also they thought there needed to be some work with amenity rooms.

Some of the Panel suggested the applicant include more sustainable measures and suggested having a system to capture rain water for irrigation.

Applicant's Response: Mr. Leung noted that the orientation of the building has always been a challenge. He added that it is only a preliminary design for the rezoning and is still a work in progress. Mr. Leung thanked the Panel for their comments adding that the Panel made a lot of good suggestions that they will take under consideration.

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1754-1772 Pendrell Street
PUBLIC CONSULTATION SUMMARY

Public Notification

A rezoning information sign was installed on the site on February 19, 2008, after the original application was submitted. A new sign was installed on the site on April 26, 2010 after the revised application was submitted earlier that year. On February 3, 2015, another new sign describing the latest proposal was installed on the site.

For the original application submission as well as the two subsequent revisions, notification and application information, including any project updates, as well as an online comment form, were provided on the City of Vancouver webpage (vancouver.ca/rezapps).

Three community open houses were held on March 11, 2008, May 12, 2010, and February 16, 2015.

March 11, 2008 Community Open House

A notice of rezoning application and invitation to the community open house was mailed to property owners within the notification area (two-block radius from the site) as well as resident and business associations in the area. In addition, notices were mailed to the occupants of six rental buildings and one co-op building in the 1700 block of Pendrell Street. A total of approximately 731 notices were mailed. On March 11, 2008, the open house was held at the Best Western Sands Hotel at 1755 Davie Street. It was attended by over 200 people.

May 12, 2010 Community Open House

In response to an increased interest from the neighbourhood, an expanded notification area that included one additional block in each direction was used. The notice of the revised application and invitation to the community open house was mailed to approximately 1,526 property owners, occupants of the 1700 block of Pendrell Street, as well as local resident and business groups. On May 12, 2010, the open house was held at the Best Western Sands Hotel. Approximately 240 people attended.

February 16, 2015 Community Open House

On or about February 2, 2015, about 606 notification postcards and 2,358 unaddressed ad mail of the revised rezoning and invitation to the open house were distributed within the neighboring area to residents and businesses. The notification area followed the City's standard notification boundary policy which is two-block radius from the subject site, the same as was used in 2008 for this application. In addition, the online survey was also posted on the TalkVancouver webpage. The open house was held from 5:00 - 8:00 pm on February 16, 2015, at Coast Plaza Hotel, 1763 Comox Street. Staff, the applicant team, and a total of approximately 180 people attended the open house.

Public Responses and Comments

Overall, the City has received over 700 written responses through the entire application process, in response to three different versions of the application.

Original Application

The original application was for 10 social housing units and 34 condo units. The height of building was 58.0 m (190 ft.), at 19 storeys. A FSR of 3.28 was proposed. A tower floor plate of 3,200 sq.ft. was proposed.

In response to this original application and the March 11, 2008 open house, approximately 260 written responses were submitted from individuals, including comment sheets and written correspondence.

On the comment sheet, respondents were asked two questions:

1. Do you support increasing the density on this site to achieve the affordable housing benefit? 4% of the respondents answered yes. 94% of the respondents answered no. 3% of the respondents answered unsure/maybe.
2. Do you support the approval of 19 storeys or 190 feet of building height on this site? 3% of the respondents answered yes. 96% of the respondents answered no. 1% of the respondents answered unsure/maybe.

The key concerns included:

- *Tower* – that the tower proposal did not fit with character of the neighbourhood.
- *Parking and Traffic* – that the development would bring too much traffic into a neighbourhood already burdened with high volumes, particularly because the proposed parking is two spaces per unit.
- *Unit Size and Socio-Economic Make-up of Prospective Condo Owners* – that, given the unit size proposed and the land value in the area, the prospective owners of the condos would be anticipated to be very wealthy and much wealthier than existing residents. The respondents saw their neighbourhood made up of a good diversity of socio-economic groups and that the introduction of wealthy new owners would threaten that diversity.
- *Net Loss of Rental Units* – that the replacement of 26 existing affordable rental units with 10 guaranteed low-income units was not a good deal.
- *Existing House* – The retention of the character house was not highly valued.

Revised Application Submitted in 2010

In response to feedback heard through the public consultation, the applicant proposed 26 social housing units on site, a one-for-one replacement of the existing rental units on site. A 21-storey was now proposed within the same overall building height (58.0m/190 ft.). A density of 6.33 FSR and a total of 79 condo units were proposed. Tower plate was 4,700 sq.ft.

Significant concerns expressed by respondents to this version of the proposal included:

- *Density* – that the proposed density was excessive.
- *Tower and Neighbourhood Character* – that a tower proposal would ruin the unique character of the West End.
- *Insufficient Community Amenities* – that existing community amenities and facilities would not be able to serve the increased number of people brought to the neighbourhood by this development.

- *Affordability and the Size of the Market Condo Units* – that the design of the condo units mean that the development would bring wealthy owners to the area, further increasing the pressure of gentrification of the West End.
- *Need for a Comprehensive Community Plan* – that the development should not be approved without a comprehensive community plan in place.

Current Application Submission

The current proposal is for an all-rental scheme. The height remains at 58.0 (190 ft.) and 21 storeys. The density proposed is 6.56 FSR. And a total of 171 market rental units are proposed, 26 of which would be secured with rents at 20 per cent below the market rate for 30 years. The proposed tower plate is approximately 5,619 sq. ft. in size.

A total of 268 written responses were recorded out of 2,964 notification postcards sent out to the public, representing a 9 per cent response rate. The breakdown is as follows:

- survey responses:
 - in response to the February 16, 2015, open house, a total of 115 comment sheets were submitted from individuals.
 - a total of 105 *TalkVancouver* online survey responses were submitted online from individuals.
- other responses: A total of 48 emails were submitted from individuals.

Please note that a set of quantitative questions were included in the comment sheets and online surveys while the email responses do not include this set of questions.

Responses to the quantitative questions were recorded in the tables below.

(A note regarding the last column in the tables below: The figures may add up to slightly more than 100 per cent or slightly less than 100 per cent depending on whether the question is a multiple selection question and/or whether a number of respondents gave no response.)

What is your connection to the West End?		
OPTIONS	TOTAL	PERCENT
Rent in West End	102	46%
Own and live in West End	99	45%
Own in West End but live elsewhere	3	1%
Live outside West End	12	5%
Own a business in West End	3	1%
Work in West End	13	6%

Were you aware of the West End Community Plan prior to attending today's open house		
OPTIONS	TOTAL	PERCENT
Yes	179	81%
No	34	15%

The proposal provides a thoughtful urban design response to the site?		
OPTIONS	TOTAL	PERCENT
Strongly agree	35	16%
Agree	51	23%
Disagree	38	17%
Strongly disagree	78	35%
Don't know/No opinion	7	3%

The proposal is designed to not adversely impact shadowing on public open spaces?		
OPTIONS	TOTAL	PERCENT
Strongly agree	26	12%
Agree	56	26%
Disagree	42	19%
Strongly disagree	67	31%
Don't know/No opinion	14	6%

The proposal is responsive to adjacent and nearby private views by shaping the built form to optimize performance?		
OPTIONS	TOTAL	PERCENT
Strongly agree	27	12%
Agree	49	22%
Disagree	38	17%
Strongly disagree	79	36%
Don't know/No opinion	10	5%

Do you think the proposal contributes to public realm vitality by contributing active uses towards pedestrian interest and thoughtful building, tenancy, and related public realm design quality		
OPTIONS	TOTAL	PERCENT
Strongly agree	29	13%
Agree	43	20%
Disagree	37	17%
Strongly disagree	69	32%
Don't know/No opinion	23	11%

The proposed development is offering 171 rental units, secured for 60 years or the life of the building, whichever is greater. Do you feel this is appropriate for this proposal?		
OPTIONS	TOTAL	PERCENT
Yes	85	39%
No	73	33%
Maybe	41	19%

Please indicate your overall opinion of the proposal		
OPTIONS	TOTAL	PERCENT
Really like it	34	15%
Like it	33	15%
Neutral	21	10%
Don't like it	45	20%
Really don't like it	77	35%

Feedback from email responses are as follows:

Support	22	46%
Opposed	24	50%
Unsure or Unspecified	2	4%
TOTAL	48	100%

Public Comments by Themes

Combined below are the qualitative comments from all written responses, e.g. comment sheets, TalkVancouver online surveys, and emails. They are ordered by frequency of the topics mentioned by the public:

Comments from those in SUPPORT of the proposal

- *Building Design*
The overall design of the building was praised in terms of its modern aesthetic, how the building shape preserved views, its incorporation of West End architectural elements such as the sails, the design of the balconies, its relationship with the street and how it blends in with the nearby buildings.
- *Rental Housing and Affordability*
The addition of rental units to the neighbourhood and the fact that the building includes only rental units were considered a significant benefit by many. They felt this would increase affordability in the area. It was remarked that the development adds to the variety of rental housing stock in the area by proposing modern, long-term rental housing and would attract more young families as well as having a positive economic impact.
- *Green Space and Environmental Improvements*
The open space proposed at the ground was viewed as an improvement to the area, as were the LEED® Gold proposal and other environmental considerations.
- *Removal of the Existing Buildings On Site*
The removal of the existing buildings on site and the redevelopment of the site were considered a positive feature by some, saying “the development would improve the overall look of the area”.
- *Bike Parking and Car Share*
Some respondents showed their support for more sustainable forms of transportation including the bike parking and car share being proposed.

Comments from those OPPOSED to the proposal

- *Form and Scale*
Overall, the most significant concern is that a 21-storey tower on this site is too high. There were calls for a lower height with a building more in line with the original application. Comments included that the building would overwhelm the surrounding area and that the proposal should conform to the existing zoning and the West End Community Plan. Some said the site is too small for the size of the proposed building. Some commented that the overall design of the building was not appealing and did not appear to fit in the context of the West End given its modern aesthetic. In particular, some mentioned that the sail elements seemed inappropriate.
- *Density*
A number of comments refer to the neighborhood as having a substantial amount of density already. They thought the number of units being proposed would be too high to be accommodated in an already dense area. It was also noted that this development would double the existing population of the block.
- *Parking and Traffic*
Concerns were raised regarding the parking provision of the development and the traffic impact, especially for visitors of the residents. Respondents stated there was already

considerable existing pressure of public transit, parking and traffic in the area particularly during large public events in the West End. Many thought that the amount of proposed parking on the site would not be sufficient to meet the demand being created. However, a few comments noted that parking on the site should be reduced and car share provision should be increased.

- *Neighbourhood Character and Livability*

Some respondents thought that the form and scale of the development was not in keeping with the character of the neighbourhood and would negatively impact the quality of life in the West End. Some respondents also felt that the building did not match the context of the surrounding buildings and appeared as more fitting to Yaletown. Noise concerns created by construction and noise in general were also raised.

- *Affordability*

Comments indicate that a greater numbers of below-market housing should be sought and the current amount being offered doesn't warrant such an increase in height. The rental units being proposed here are considered by some as not affordable for the average Vancouver residents and particularly not affordable for young families. Furthermore, concerns were raised that the rents being proposed were too high. It was felt that this development would not add to the rental housing of the neighbourhood in that it was to be built for external residents and would in fact add to the displacement of existing West End residents and further inflate the cost of renting.

Some individuals were also concerned that the previous affordable housing element has been removed and there were a number calls for an increase in the amount of affordable housing being provided. In reference to the definitions, comments raised questions about how many and what type of units would be offered at an 'affordable housing rate'.

- *View Obstruction and Shadow Impacts*

Given the height of the building a number of individuals raised concern about how the development would cause view obstruction from individual residences but also public views including the view corridor to English Bay. A question was raised concerning the parameters of the view analysis undertaken. How the design and form of the building would cause shading and block light, particularly on sidewalks, was also raised.

- *Unit Mix and Size*

The size of units was considered by a number of individuals as too small to be functional and some called for more two+ bedroom units, particularly three-bedroom units, which would be more suitable for families.

- *Policy and Process Concerns*

There were concerns about why this development was being considered for this site given how it did not fit in with the context of the West End. Concern was raised about how this site was 'grandfathered' in from the West End Community Plan. Certain concerns also expressed that this development largely benefitted the developer, not the community. The exchange for more rental units was considered by many as inappropriate. Comments questioned proximity to the Denman Street Village and whether that contravened the West End Community Plan.

- Community Amenities
Comments indicated that the development should include opportunities for community amenities well as other elements of community infrastructure. Comments also noted that there is no mention of where the monetary contributions for this project would go.
- Green Space
Certain comments expressed that the green space provision was inadequate. Some of these comments related to green space design and others to insufficient size.
- Impact on Property Value
A small number of comments outlined that the development would negatively impact the existing nearby resident's real estate value.

Comments from those UNCERTAIN or UNSPECIFIED about the proposal

- West End Community Plan Principals
There were comments raised as to whether the development meets the criteria of the West End Community Plan in terms of quality of life, improves livability, addresses affordability and promotes a green sustainable environment.
- Security of the Rental Units
Respondents felt that this application should be considered only if a significant number of rental units are secured.
- Clarity Regarding the Rezoning Process
A few respondents feel the system the rezoning is too confusing and cannot see why additional FSR is being allowed so soon after the West End Community Plan was passed. One respondent expressed difficulty in locating and understanding the background information on this application.

1754-1772 Pendrell Street
URBAN DESIGN ANALYSIS

Introduction

The first test in assessing a proposal seeking a substantial increase in density is to determine from an urban design standpoint if the site can, within its surrounding built context and zoning, accept the additional density appropriately. An analysis and assessment of the proposed form of development was conducted, including an assessment of the urban design impacts beyond that contemplated for development under zoning. This involved a comparison of the proposed building massing against potential building massing under RM-5A zoning and guidelines in terms of impacts on views, shadows, livability and the overall fit of the proposed built form within the neighbouring context.

Zoning and Guidelines

The RM-5A District Schedule permits a density of 2.2 FSR as a conditional approval in Section 4.7.1, which may be increased by 10% through the heritage density provision in Section 4.7.6 to a total density of 2.42 FSR. This translates to a potential floor area under these two clauses in the zoning of up to 41,825 sq. ft. on the subject site. Section 4.7.5 of the zoning permits a further density in exchange for the provision of a public facility of a social, cultural or recreational nature, subject to Council approval, and taking into account relevant design guidelines. However, the amount of density under this section varies considerably and this further density was not used in making this comparison.

In terms of height, the schedule specifies an outright height of 18.3 m (60 ft.) or about 6 storeys, but it also allows the Director of Planning to increase this to a maximum of 58 m (190 ft.) or about 21 storeys “provided that the livability and environmental quality of the surrounding neighbourhood is not unduly harmed” and after consideration of guidelines and neighbouring concerns. In general, the West End RM-5A Guidelines will limit the opportunity for a tower at the taller height to one per block-face because of a recommended minimum separation of 121.9 m (400 ft.) between tall towers on any one block-face. The Guidelines also recommend a minimum separation of 24 m (78.7 ft.) between any nearby mid-rise buildings up to 33.6 m (110 ft.) tall. This separation applies to buildings across the lane as well.

Context

The blocks surrounding the subject site contain a variety of building types and heights. Roughly half of the residential and commercial buildings are older wood frame structures, up to three or four storeys in height (see Figure 1, Context).

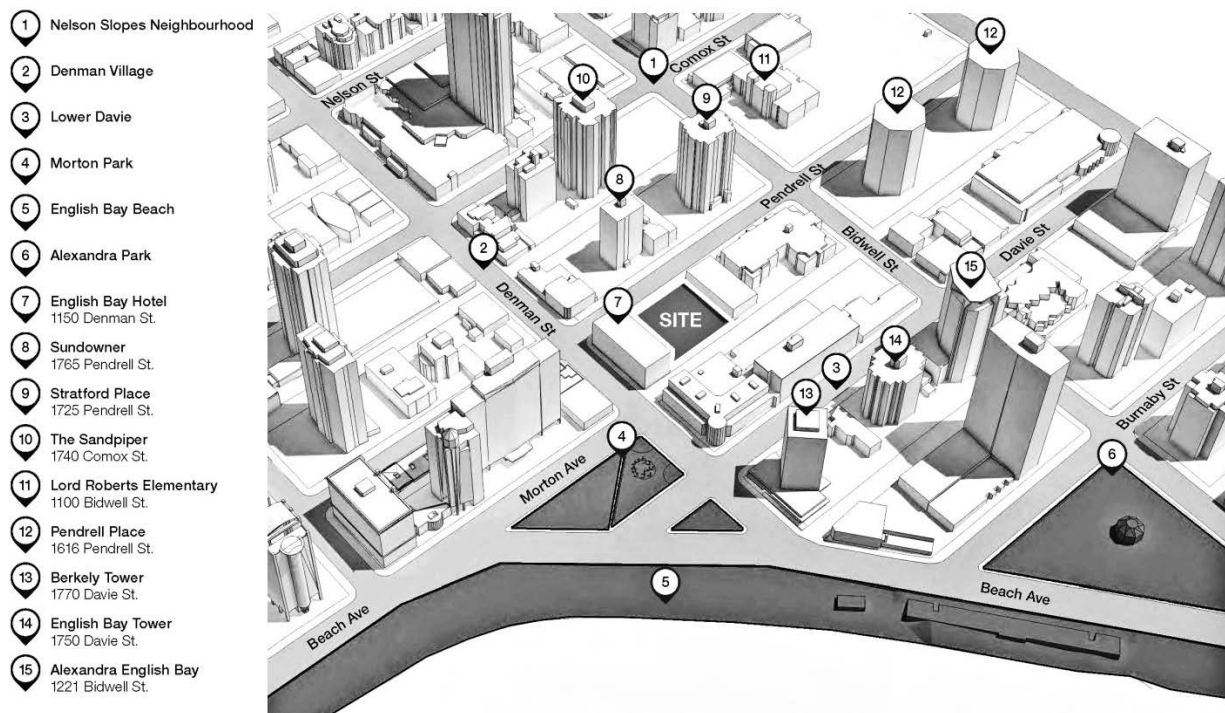


Figure 1: Context

Within the eight blocks around the site, there are a total of 18 towers in the range of 10 to 28 storeys. Specific heights vary from the English Bay Tower at 11 storeys to the Imperial Tower at 28 storeys (see Figure 5 in the main report). The two closest concrete apartment towers, the Stratford and Sundowner, are on the opposite side of the street from the subject site. There are no towers in the subject block-face or in the block-face across the lane to the south, fronting Davie Street. The only other developed block with no towers is the Lord Roberts Elementary site to the northeast. Morton Park is located to the southwest. This wide range of building forms is one of the characteristic features of the West End when seen as a whole.



Sylvia Hotel Tower - 1861 Beach Avenue (190 ft high) 5.0 FSR: RM-5B (with Heritage Density Bonus for retaining and restoring Sylvia Hotel)



Eugenia place - 1919 Beach Avenue (180 ft high) 2.75 FSR: RM-5B



Stratford - 1725 Pendrell Street (154 ft high) 3.43 FSR: RM-5A



Sandpiper - 1740 Comox Street (162 ft high) 2.28 FSR: RM-5A

Figure 2: Local Buildings



Pendrell Place - 1616 Pendrell Street (164 ft high) 3.28 FSR: RM-5A



Alexandra - 1221 Bidwell Street (210 ft high) 6.27 FSR: C-5



Imperial Tower - 1255 Bidwell Street (256 ft high) 3.37 FSR: RM-5A



Current Application - 1754-1772 Pendrell Street (190 ft high) 6.56 FSR: RM-5A (CD-1 Proposed)

Figure 3: Local Buildings



Sundowner Apartments - 1965 Pendrell Street
(115 ft high) 3.29 FSR: RM-5A

Figure 4: Local Buildings

Assessment of Proposed Built Form

In order to better understand the relative impacts of the proposal over that generated by development forms possible under present zoning, a comparative assessment of shadows and views was conducted. At the outset it must be acknowledged that tripling the permitted density will result in a larger building. The core question is whether the extent of additional impacts generated by the proposed greater building massing on this particular site is such as to unduly harm the livability and environmental quality of the surrounding neighbourhood. The proposed building form was compared to a sample building form at the outright height and a high tower with an FSR of 2.42 (2.2 FSR + 10% heritage density transfer) (see Figure 2, Built Form Examples).

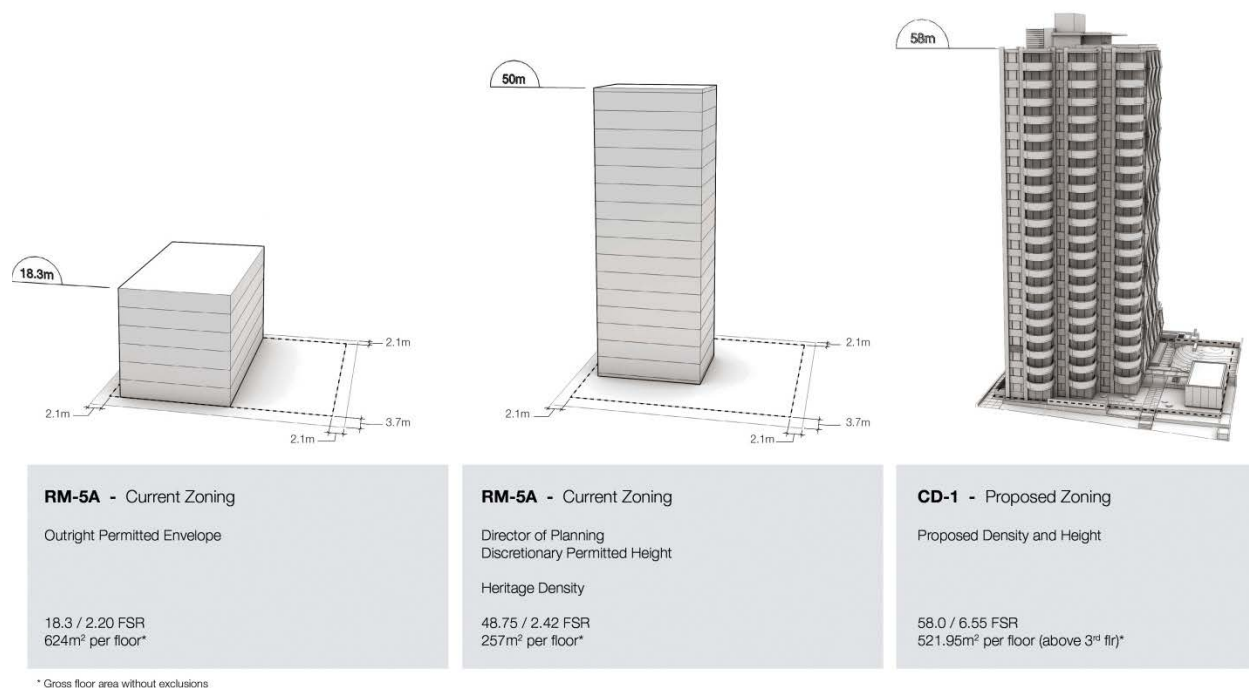


Figure 5: Built Form Examples

1. Outright 18.3 m (60 ft.) high envelope massing (6 storeys). This is a hypothetical form that could be built within the outright height envelope.
2. 50 m (164 ft.) high tower (16 storeys). This is a hypothetical form that could be built under the conditional zoning. In this example, height is maximized to take advantage of private views to the water. The resulting massing as seen from Pendrell Street is narrower than the outright option. The tower is approximately 40 ft. wide x 75 ft. deep, with a gross floor plate of about 2,766 sq. ft. Nearby examples of this relatively small floor plate can be seen at the Sylvia Hotel Tower and the Berkley Tower. There are also examples of tall towers in the West End that were approved in part as their narrow proportions freed up better on-site open space and lower level views through the site for neighbours. In addition, West End developments have been granted density increases in exchange for a variety of public benefits such as heritage preservation or rental housing, resulting in tall towers with larger floor-plates such as the Alexandra at 1221 Bidwell Street (see Figure 4).
3. 58 m (190 ft.) proposed tower (21 storeys). The proposal complies with the conditional height limit and meets the required setbacks in the zoning, as well as the separation guidelines to provide 121.9 m (400 ft.) between tall towers and 24 m (79 ft.) between portions taller than 18.3 m (60 ft.).

The proposed tower is 58.0 m (190 ft.) high to its main roof parapet. As seen from the Pendrell Street frontage, its width at 20.7 m (68 ft.) east/west is well within the range of other towers in the local area. The proposed depth at 30.9 m (101 ft.) is more similar to the current application at 1170 Bidwell, but less than older towers in the area such as Imperial Tower or the Ocean Tower (see Figure 4).

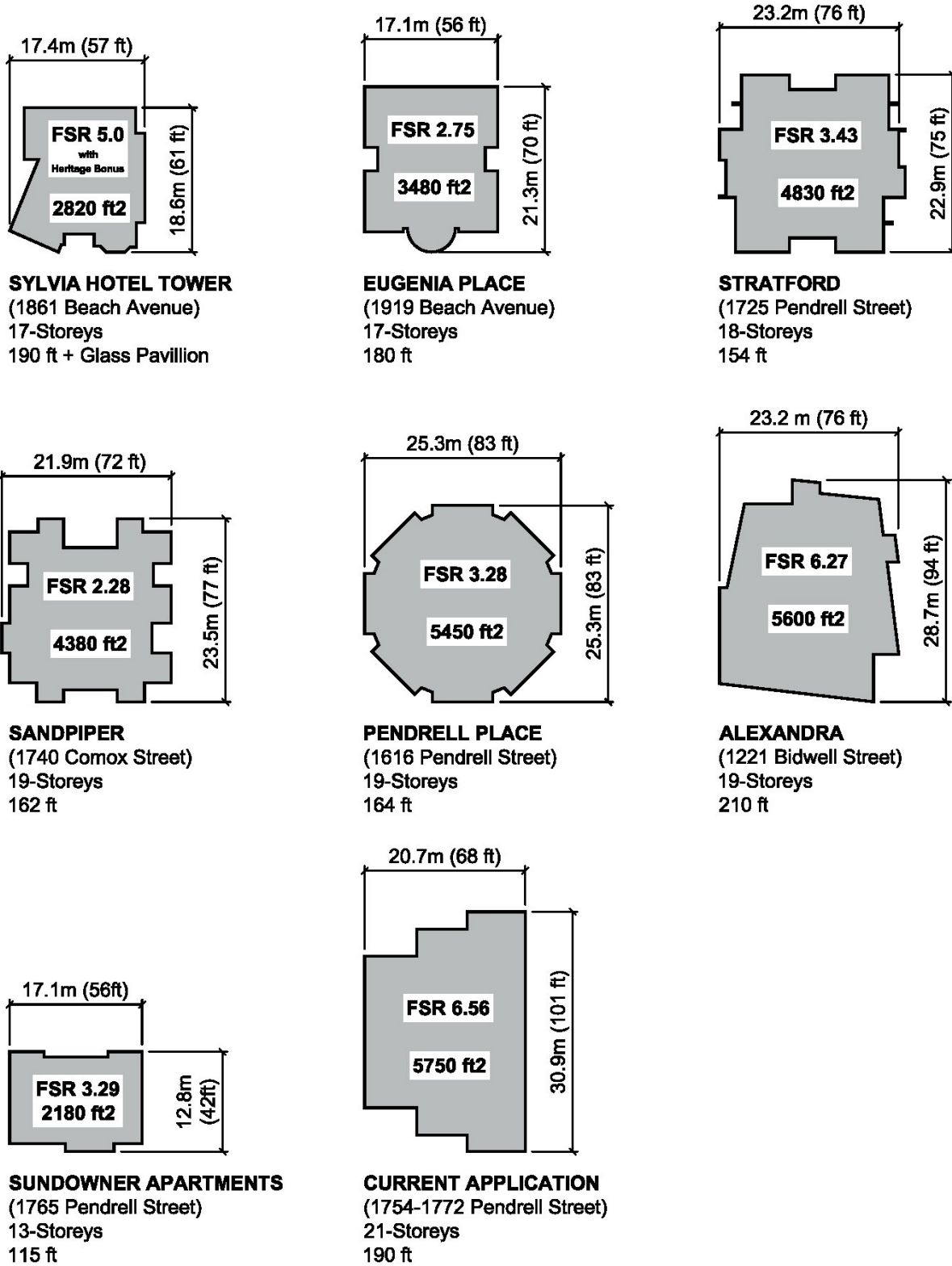


Figure 6: Floor Plate Comparison

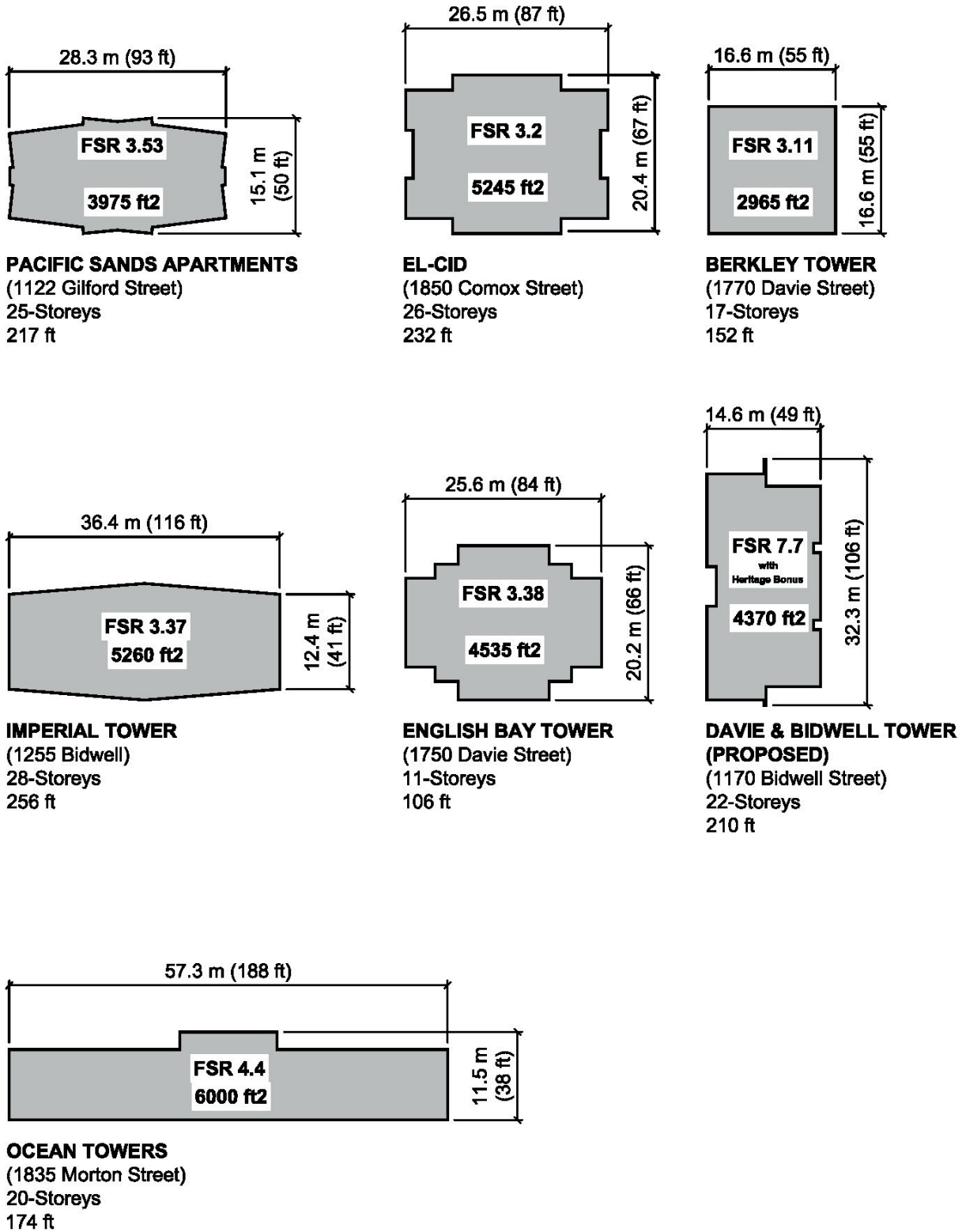


Figure 7: Floor Plate Comparison

Views:

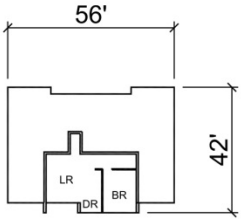
While the original rezoning application for this site predates the new West End Plan (2014), staff have nonetheless considered view impacts against both the Plan and the existing guidelines. The West End Plan includes policy in Chapter 7, Neighbourhoods to protect public street end views to the North Shore mountains, English Bay, and Stanley Park (section 7.2). The Plan also includes applicable guidelines in Chapter 6, Built Form Guidelines, that support Council approved view corridors. Looking at the proposal for 1754 Pendrell Street, the street end view that is applicable to this site is on Pendrell looking towards Stanley Park. However, the proposed massing is set back behind the property line and does not unduly disrupt this view. Also, the proposal is well below all Council approved view corridors. Staff are satisfied that the West End Plan policy and guidelines related to protecting public views is being met.

With regard to private views, the closest neighbouring tower is the Sundowner at 1765 Pendrell Street, a 13-storey apartment building across the street. The incremental obstruction as compared to a comparison building under existing zoning represents an additional 2.5% of the view. This figure is the difference between the percentage of distant views affected by the sample tower under existing zoning, and the percentage effect from the proposed tower. Of the towers studied, the Sundowner tower would not be the most affected in terms of private view angles, as it sees the narrow side of the proposal face, and there are already a number of obstructions from existing towers between the Sundowner and the water (see Figure 5). Also of note is that the proposal is positioned toward the left side of the site, which preserves a notable portion of the existing view over Morton Park to English Bay beyond.

Upper floor units at Stratford Place at 1725 Pendrell Street, the 19-storey building east of the Sundowner would be more affected in terms of the view angle, as the deeper side of the proposal is more exposed and there is a relatively open view currently enjoyed from this higher vantage point. However, a similar effect would also apply from a building under existing zoning, which as modeled would consume 17 degrees of view. The incremental view blockage from the proposal as compared to existing zoning results in a difference of 7.3% of the view (see Figure 6). A photo montage illustrates the existing views from upper and middle levels at Stratford Place, with the proposal in outline (see Figures 8 and 9).

The effect to the Sandpiper at 1740 Comox Street is somewhat less than for the Sundowner at 12 degrees of the existing view, as the Sandpiper also looks at the narrow side of the proposal but is farther away (Figure 7). In this instance, the incremental loss of view when compared to existing zoning is very similar to that from the Sundowner at 1.2% of the view. The practical effect of the application can also be illustrated through a photocomposite, which adds a computer-generated model of the proposed tower into a composite photograph taken from the living room of nearby residences (see Figures 8 and 9).

View Angles from Tower at 1765 Pendrell Street (Sundowner Apartments)



Floor Plate Area*: 203 m² (2180 ft²)

*May include extensions not indicated in drawings

Stories: 13

VIEW BLOCKAGE

- View Blockage
- Existing View Blockage
- View Shed
- Proposed Building
- Allowable Tower under current zoning

Observation height:	12 Storey
Current zoning blockage	16.7%
Proposed view blockage:	19.2%
Incremental difference	2.5%

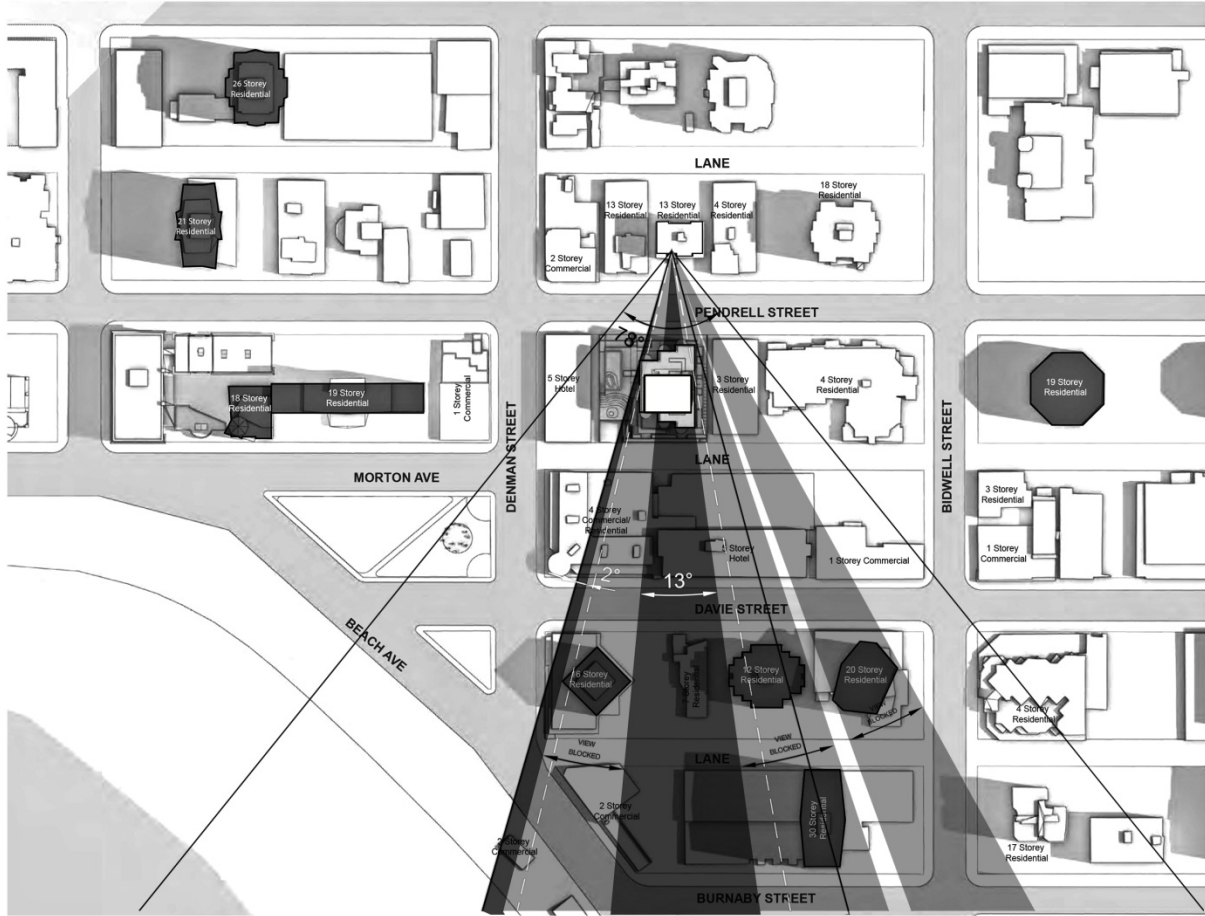
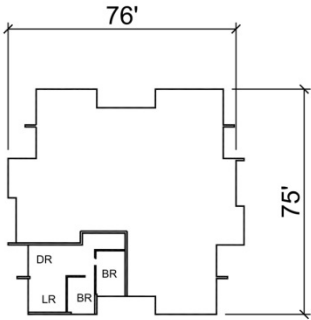


Figure 8: Views from Sundowner

View Angles from Tower at 1725 Pendrell Street (Stratford)



Floor Plate Area*: 449 m² (4830 ft²)

*May include extensions not indicated in drawings

Stories: 18

VIEW BLOCKAGE

- View Blockage
- Existing View Blockage
- View Shed
- Proposed Building
- Allowable Tower under current zoning

Observation height:	15 Storey
Current zoning blockage	17.2%
Proposed view blockage:	24.5%
Incremental difference	7.3%

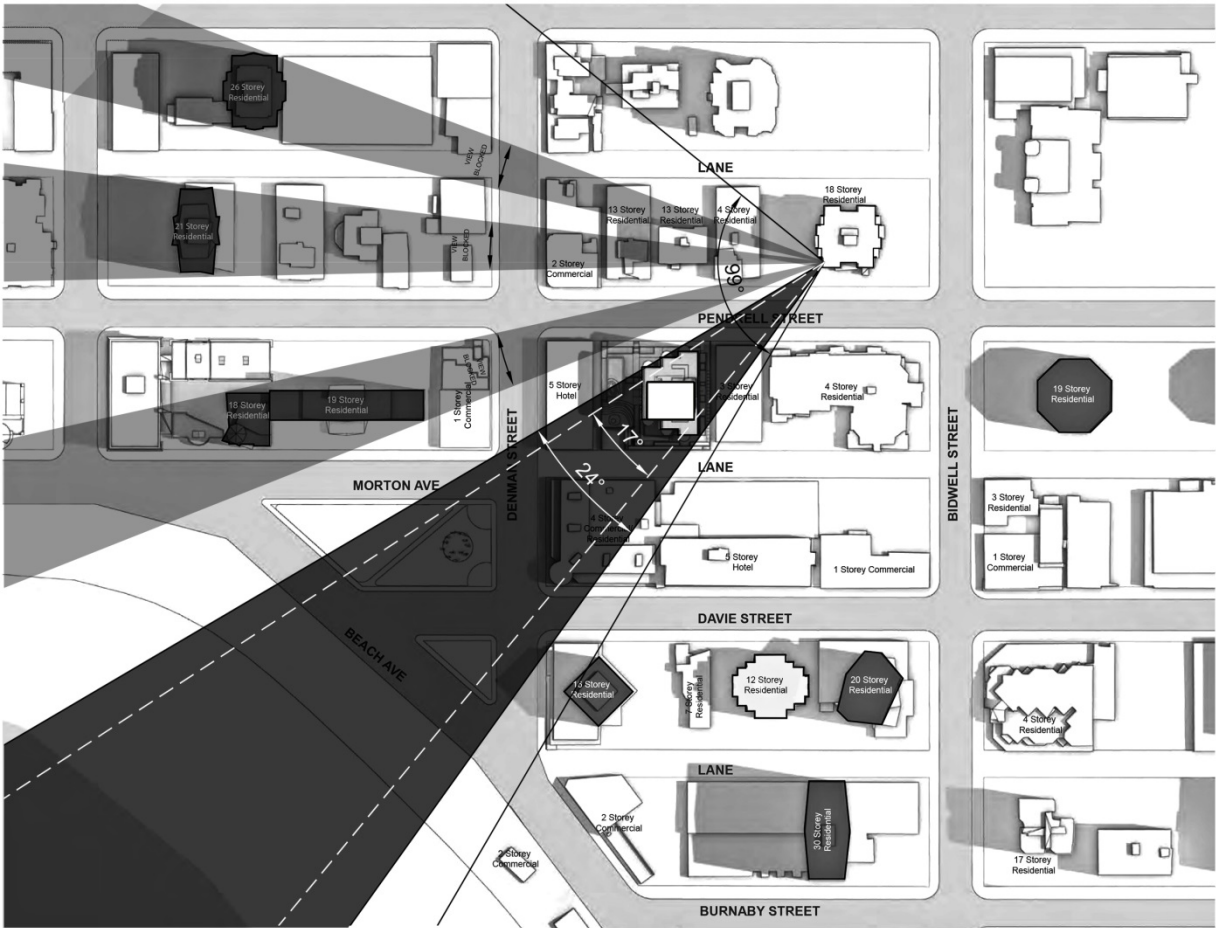
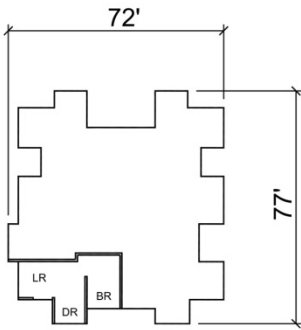


Figure 9: Views from Stratford

View Angles from Tower at 1740 Comox Street (The Sandpiper)



Floor Plate Area*: 407 m² (4380 ft²)

*May include extensions not indicated in drawings

Stories: 19

VIEW BLOCKAGE

- View Blockage
- Existing View Blockage
- View Shed
- Proposed Building
- Allowable Tower under current zoning

Observation height:	15 Storey
Current zoning blockage	6.7%
Proposed view blockage:	7.9%
Incremental difference	1.2%

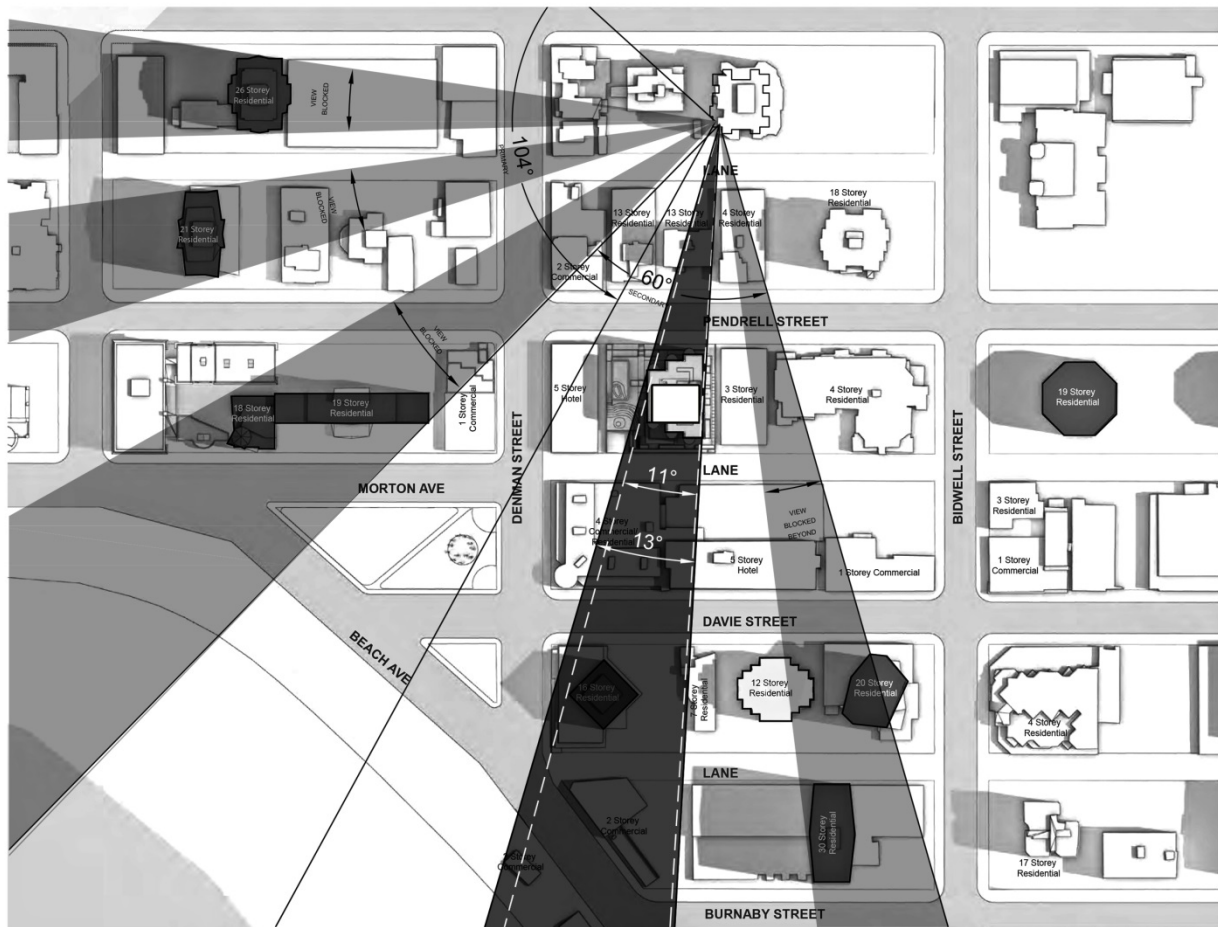


Figure 10: Views from Sandpiper



Figure 11: Photocomposite View from Level 18 at Stratford (proposal on right side)



Figure 12: Photocomposite View from Level 15 at Stratford (proposal on left side)



Figure 13: Photocomposite View from Level 14 at Sandpiper (proposal in centre, beyond)

Staff conclude that while the proposal creates varying degrees of impact to the private views currently enjoyed from nearby residential towers, the incremental differences when compared to existing zoning in the range of 1% to 7% do not represent undue effects, and the building has been designed to reduce private view impacts to the closest residents.

Shadows: Shadow impact is typically measured at 10 a.m., noon and 2 p.m. at the equinox (March 21st and September 21st). During most of this period, public open spaces such as Morton Park and the sidewalks along the commercial shopping area of Denman Street are not affected any new shadows generated by the proposal. For example, sidewalks on the west side of Denman are already shadowed to some degree by existing buildings. The shadows cast by a building at the height allowed under zoning would extend the same distance. The hypothetical building used in the study is somewhat shorter and the shadow is narrower in duration (see "Allowable" in Figure 11).

There are two periods where the proposal creates incremental shadow to public spaces (see "Proposed" in Figure 11). At 10:00 am at the equinox, the proposal shadows the northern edge of Morton Park, primarily from its southern balconies. At noon, the end of the shadow from the proposal reaches a corner of the commercial sidewalk on Denman Street. Since parts of these shadows are cast by unoccupied structures, rather than the rental units themselves, staff recommend design work at the development permit stage to see if these impacts can be reduced. With regard to secondary open spaces, most of the proposal's shadow falls on existing roofs, lane and surface parking areas, although both the allowable and proposed forms will have some impact on the front yards of neighbours (see Figure 12). Staff accept the shadow associated with this form of development, subject to the conditions noted in Appendix B.

Vernal Equinox - March 21

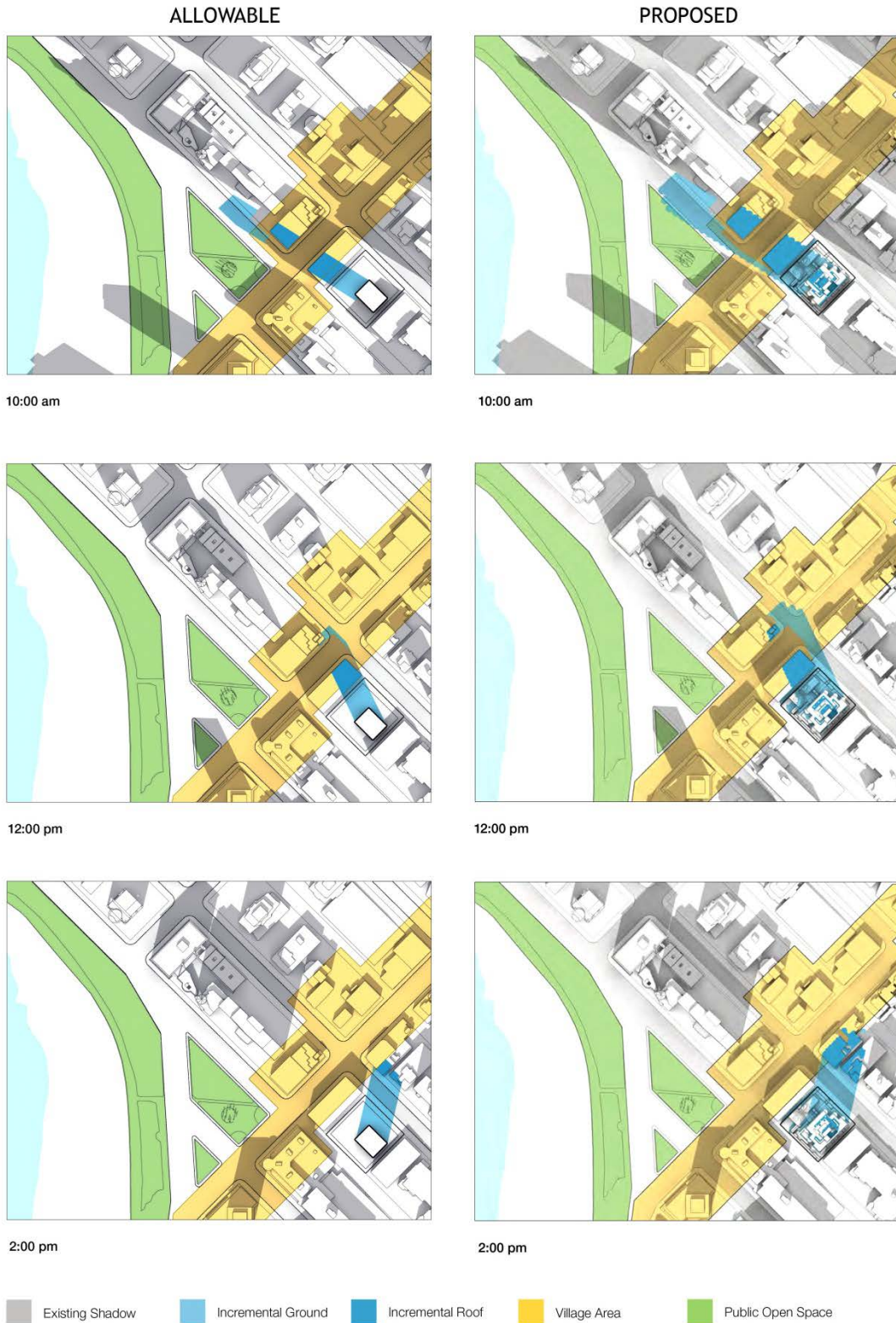


Figure 14: Shadow at Equinox, Allowable under Current Zoning versus Proposed Zoning Application

Summer Solstice - June 21



Figure 15: Shadow at Solstice, Allowable under Current Zoning versus Proposed Zoning Application

Built Form Fit Within Surrounding Context: While the proposed tower's depth and plate size is somewhat greater than its nearest neighbours and that of a hypothetical tower built under the current zoning, its overall massing, height and scale are within the range of tower forms found in the West End. Staff note that while the proposal is greater in massing than that which would result under the zoned density (as would be expected when proposed density is substantially increased), the resulting built form is not out of context with the surrounding scale of buildings (see Figure 13).



Figure 16: Proposal in Context

Open Space/Public Realm: In order to provide an attractive residential interface at the sidewalk, the minimum street setbacks called for in RM-5 are 3.7 m (12 ft.) for the front yard (in this case Pendrell Street). The proposal provides a 3.7 m setback to the tower edge, with a larger setback along the rest of the site. As the narrow edge of the tower faces Pendrell Street, the width of the open space is relatively greater, and the avoidance of "podium and tower" form opens up most of the site. The application proposes a combination of green planted areas, hard surfaced open space, and a one-storey amenity room on the remainder of the property, which allows more light and air at the pedestrian level. Staff support the overall approach of the design at grade.

Privacy & Livability: The proposed tower design, with a relatively opaque wall on the east side, and the orientation of most units toward the water views help to mitigate potential outlook and privacy issues for nearby residential units, which are generally located farther from the water. In terms of livability impacts to the adjacent low-rise residential building, the increased setback of 3.7 m (12 ft.) from the interior property line helps to mitigate its relatively wide dimension from north to south on this side. The effect on the private views is reduced compared to the hypothetical form allowed under existing zoning at the outright height, which could be built to within 2.1 m (6.9 ft.) of the shared boundary (see Figure 2). Given the relatively narrow profile of 20.7 m (68 ft.) toward the nearest tower, and the increased setback of 3.7 m to the nearest low-rise, staff accept proposal in terms of privacy and livability.

Architecture: The proposed tower's contemporary design and repetitive floor plates reflect the profile and expression of concrete towers found throughout the West End. In particular, the use of exposed concrete as a finish material; ribbon and punched windows; and curved balcony forms evoke older towers characteristic of the RM-5 districts in the area.

Conclusion: While the proposal's overall building volume is greater than that allowed under existing zoning, staff feel that the incremental impacts on views and shadowing are acceptable, and the form of development shown would not unduly harm the livability and environmental quality of the neighbourhood. The proposal has been massed to reduce impacts to the closest neighbouring tower, and the proposal scale can be accommodated within this relatively undeveloped block face. The narrow profile on Pendrell Street and absence of a podium helps to preserve light at the pedestrian level. Staff conclude that the proposal's urban design and form of development in this specific context are acceptable, subject to the recommended conditions of approval.

1754-1772 Pendrell Street
FORM OF DEVELOPMENT



Figure 1 - Aerial view looking South-East

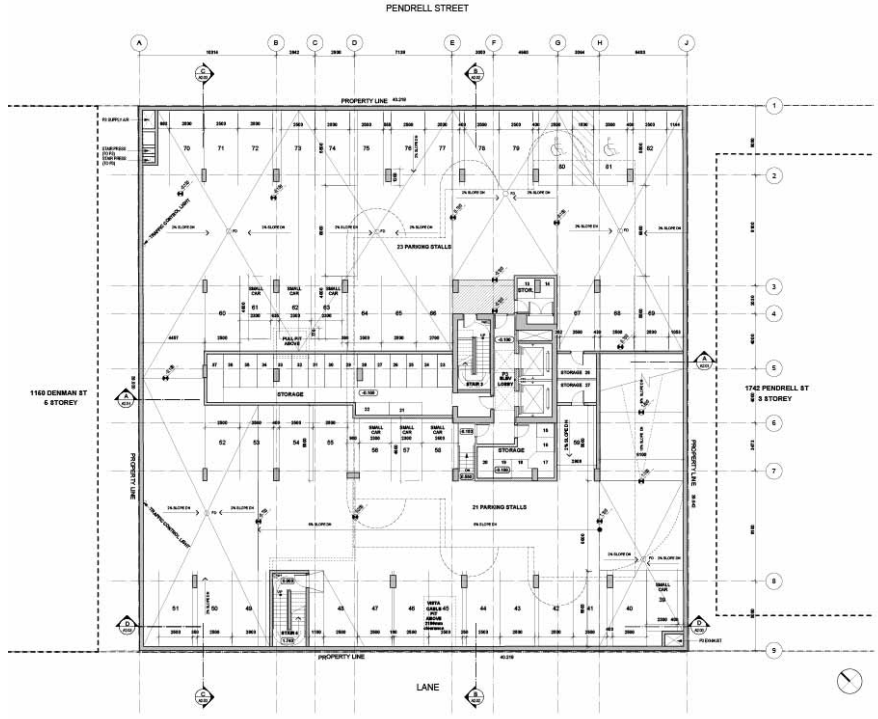


Figure 2 - Level P3 Parking Plan

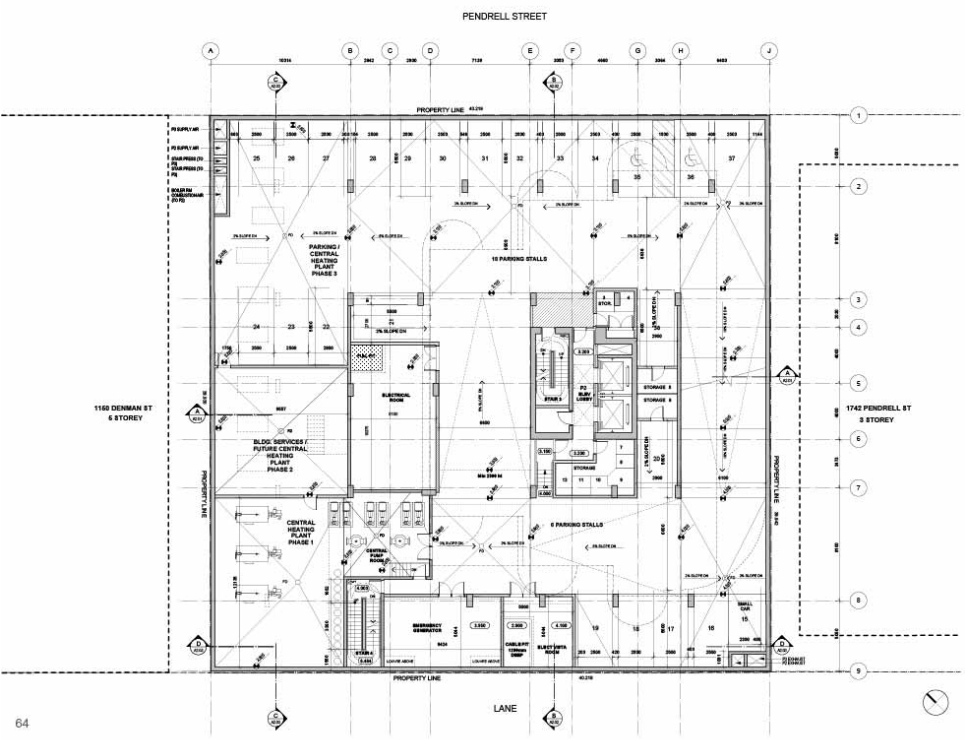


Figure 3 - Level P2 Parking Plan

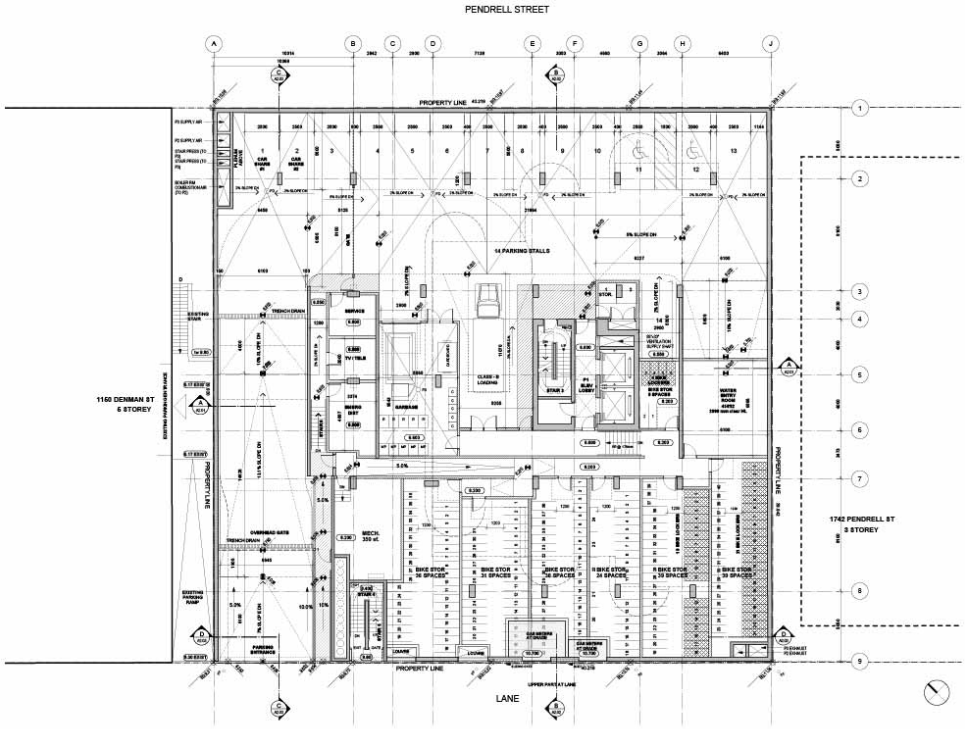


Figure 4 - Level P1 Parking Plan

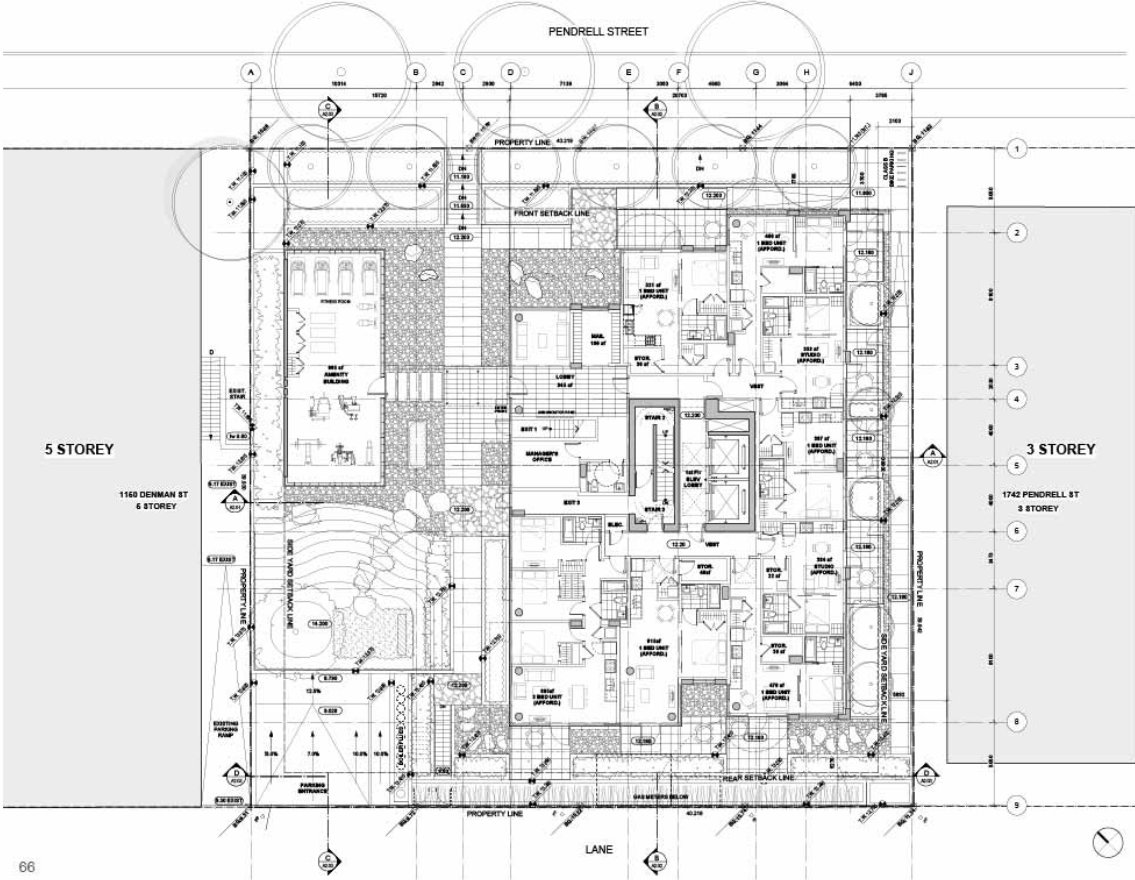


Figure 5 - Ground Floor Plan

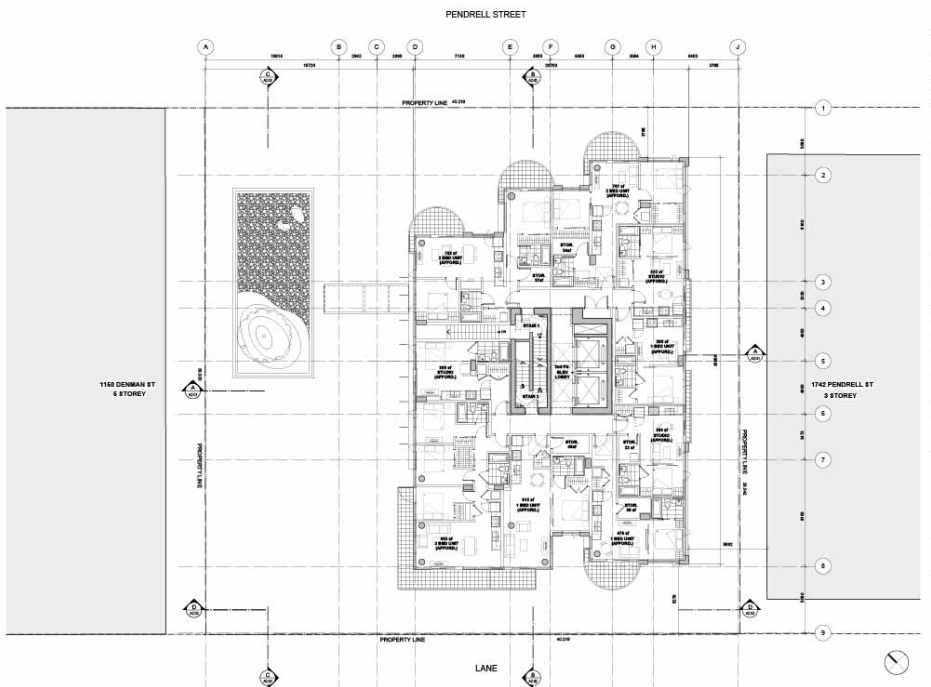


Figure 6 - Level 2 Floor Plan

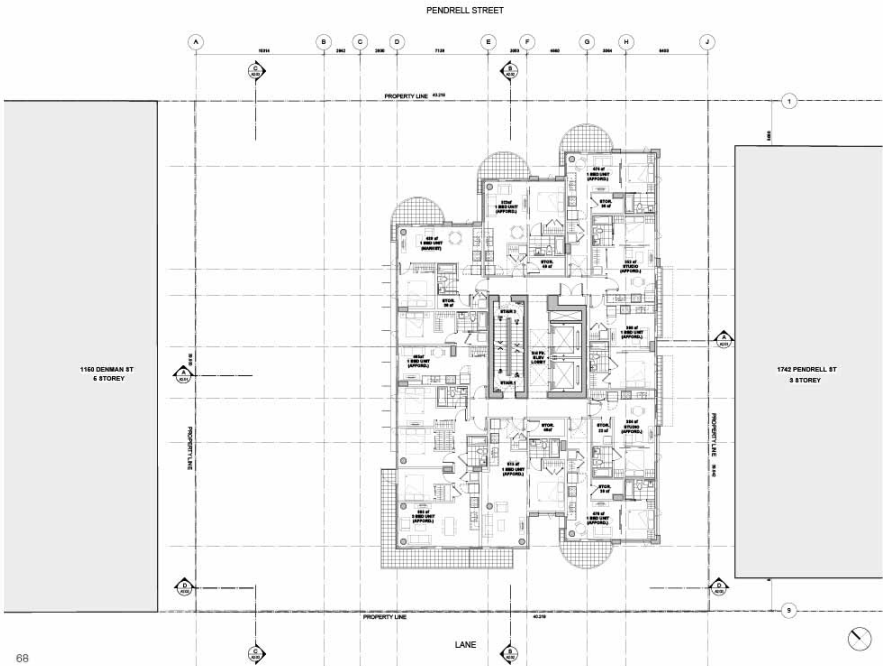


Figure 7 - Level 3 Floor Plan

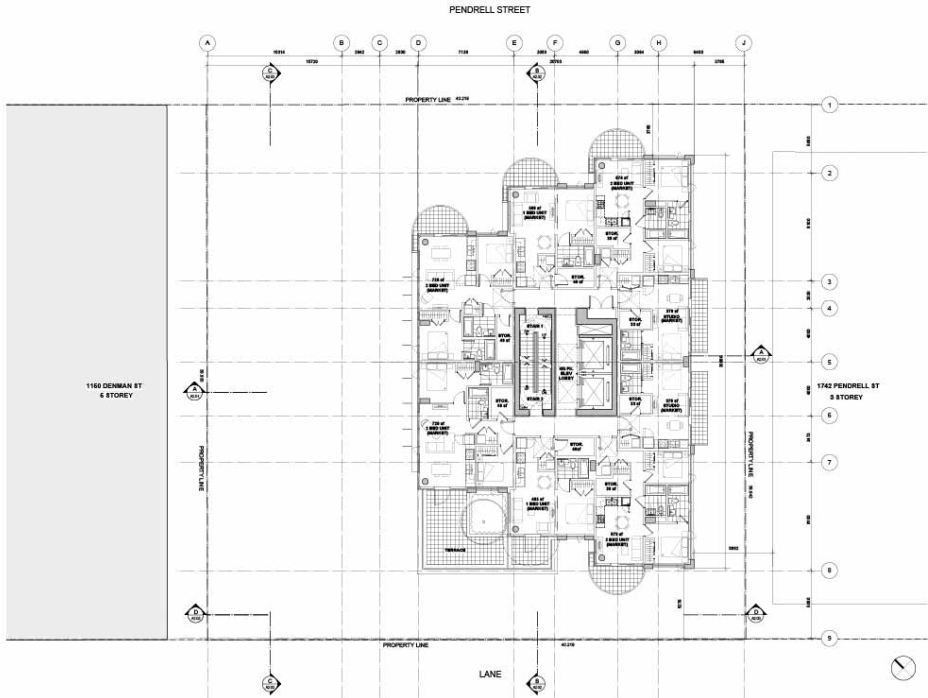


Figure 8 - Level 4 Floor Plan

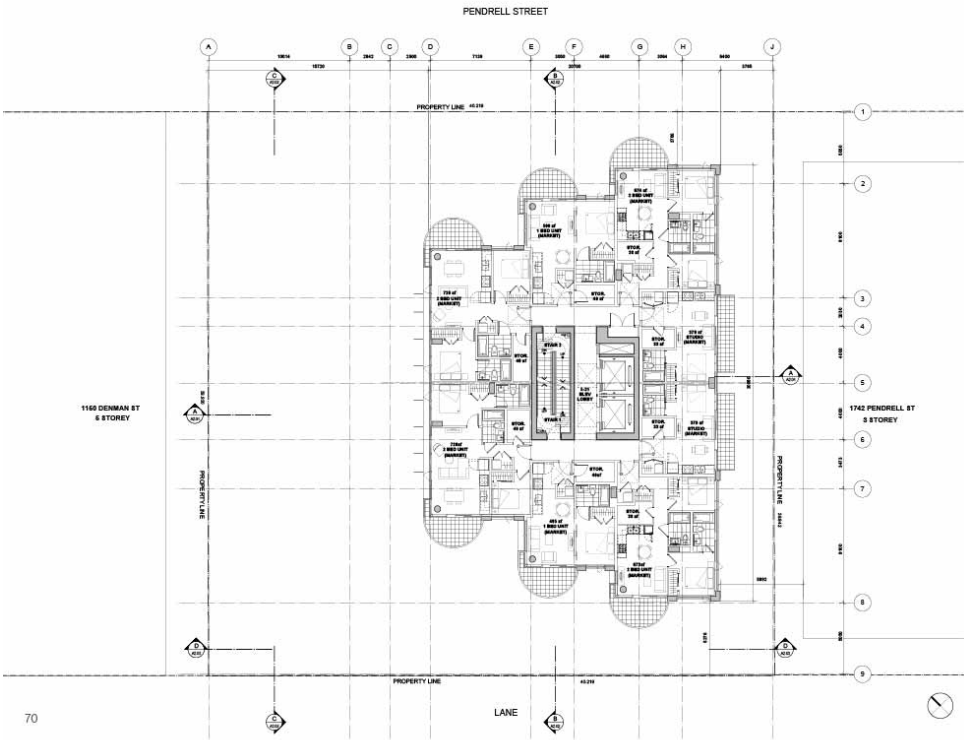


Figure 9 - Levels 5-21 Typical Floor Plan

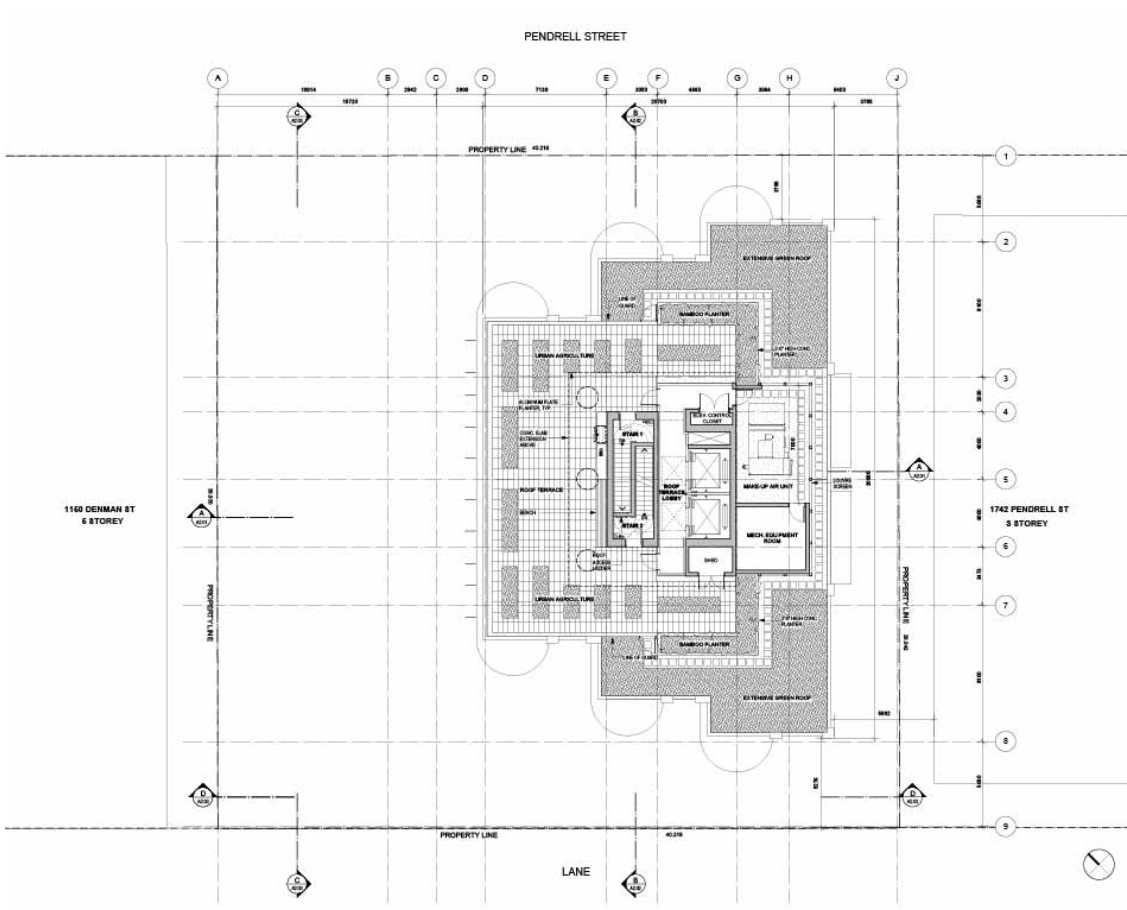


Figure 10 - Roof Terrace Plan

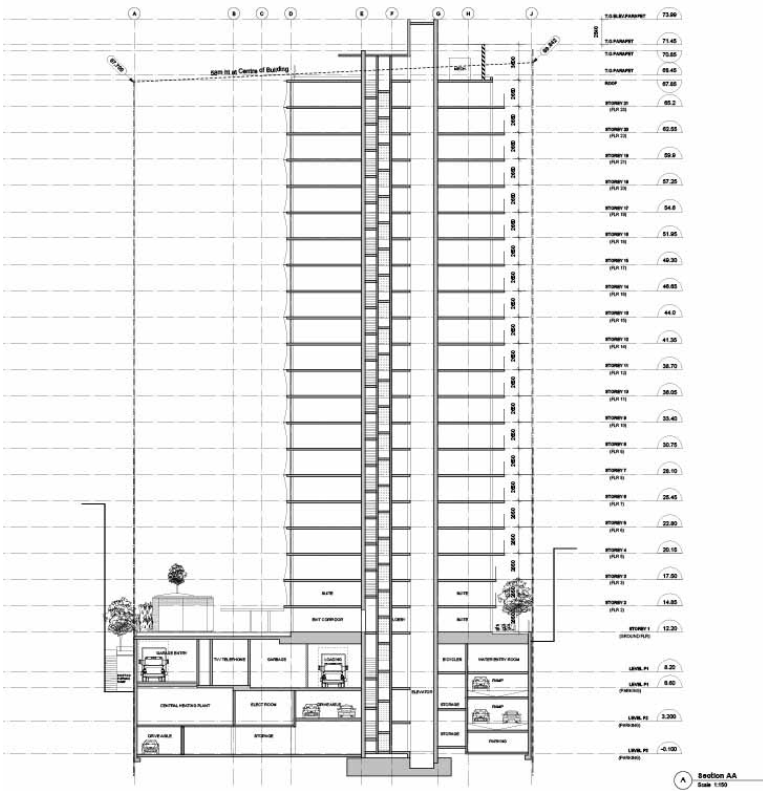


Figure 11 - East-West Section

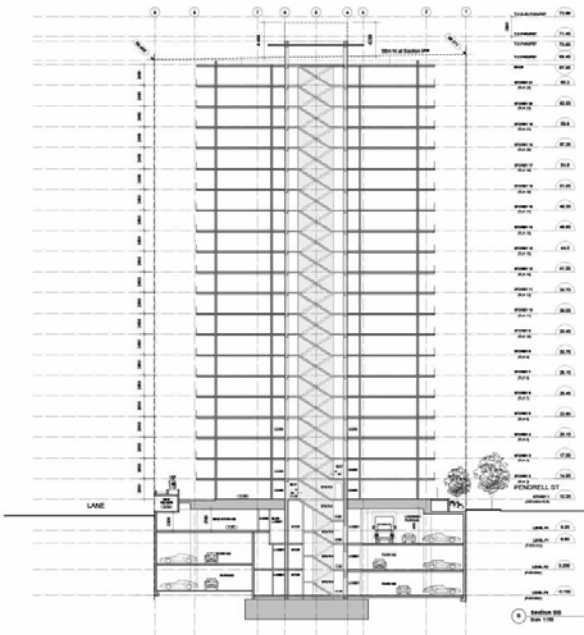


Figure 12 - North-Section Section

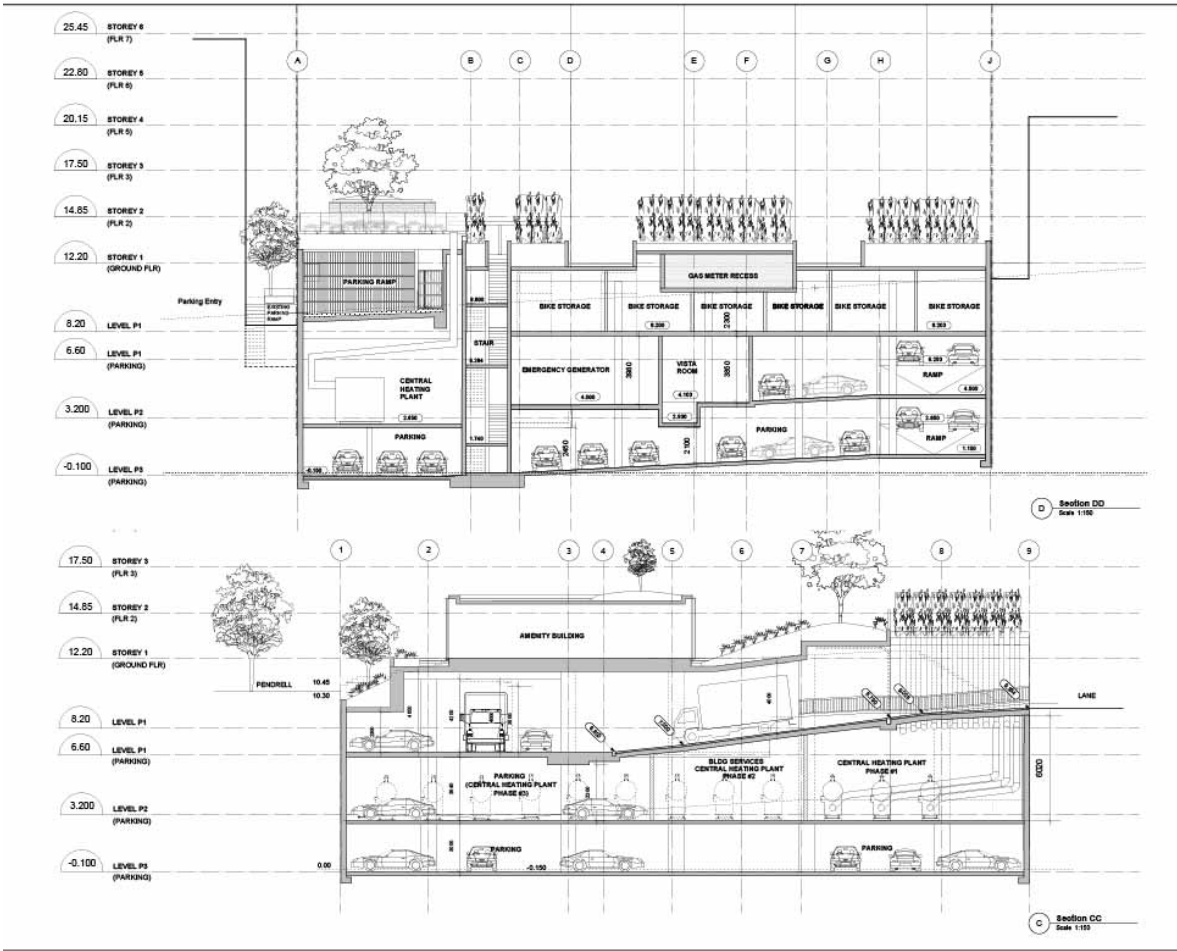


Figure 13 - Sections Cut by the Rear Lane (Upper) and by the Amenity Building (Lower)

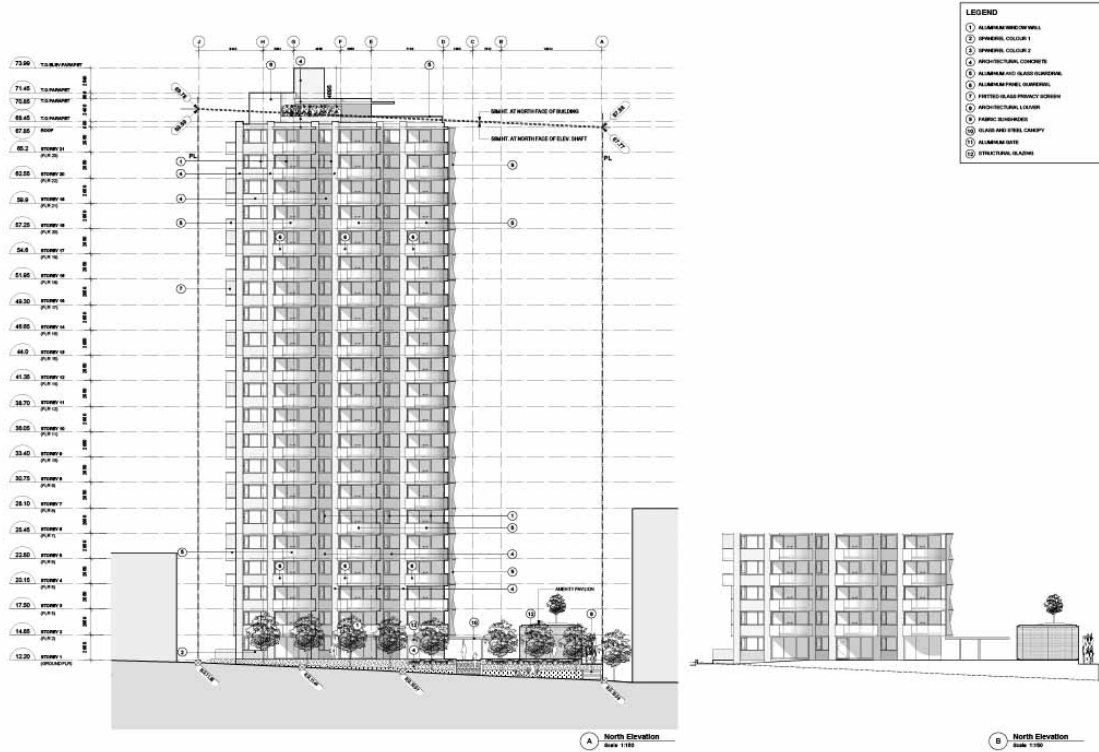


Figure 14 - Pendrell Street (North) Elevation

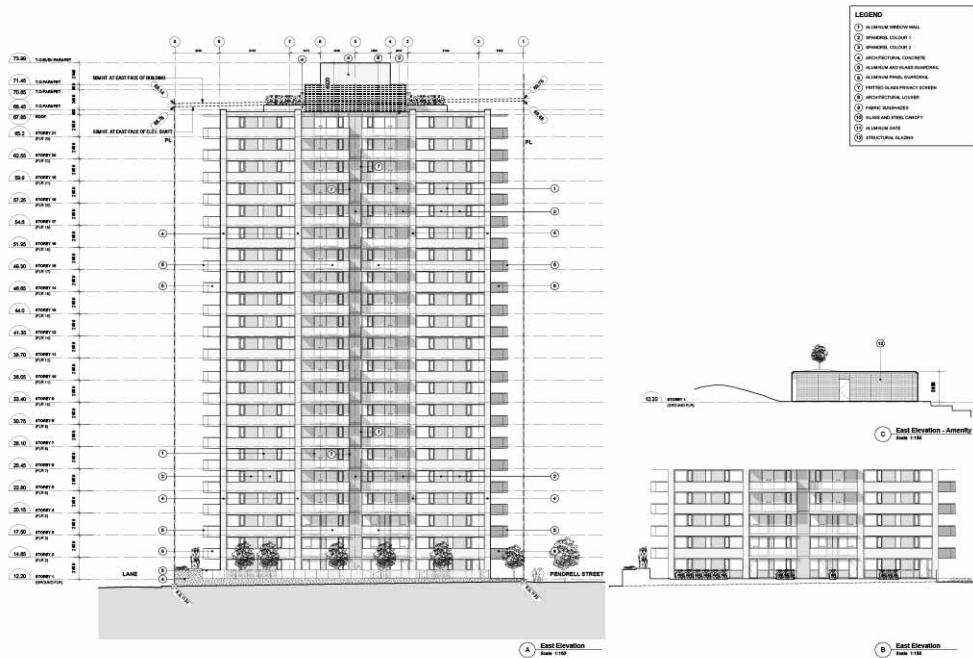


Figure 15 - East Elevation



Figure 16 - Landscape Plan

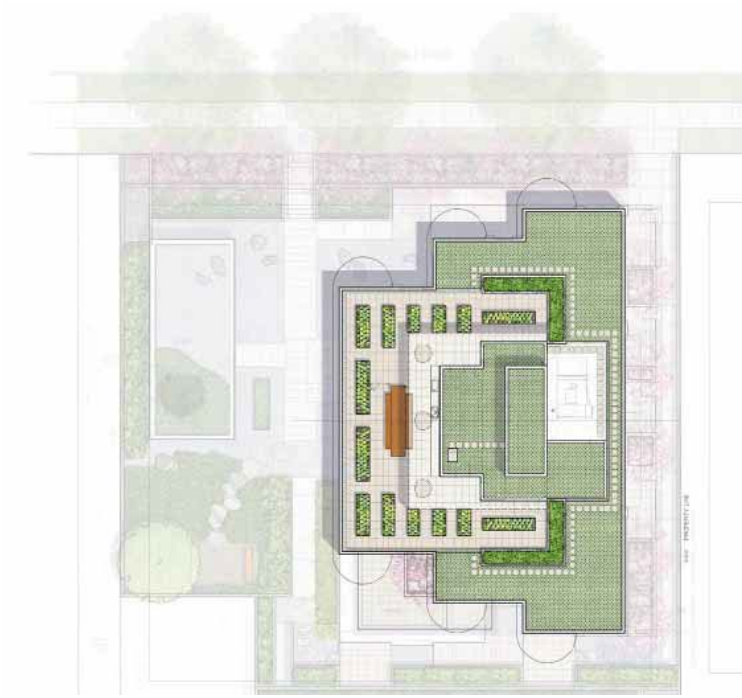


Figure 17 - Roof Landscape Plan

1754-1772 Pendrell Street

The following floor plans are provided for information only and illustrate changes to the proposal in response to public feedback and staff recommendation to include more three-bedroom units.

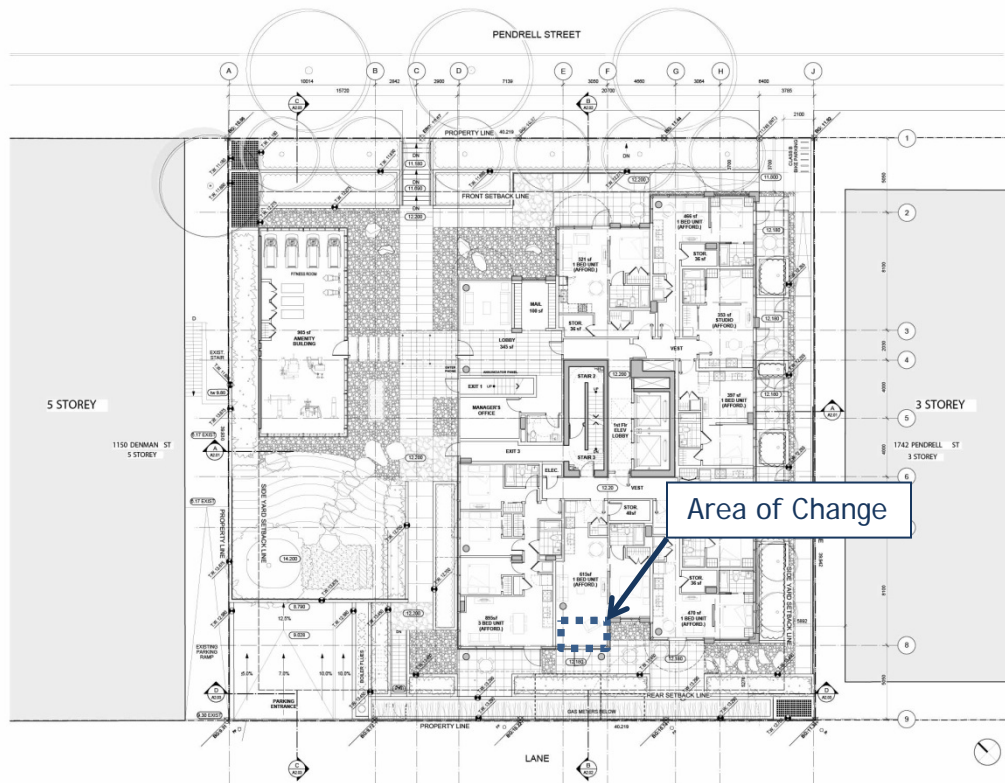


Figure 1 - Ground Floor Plan

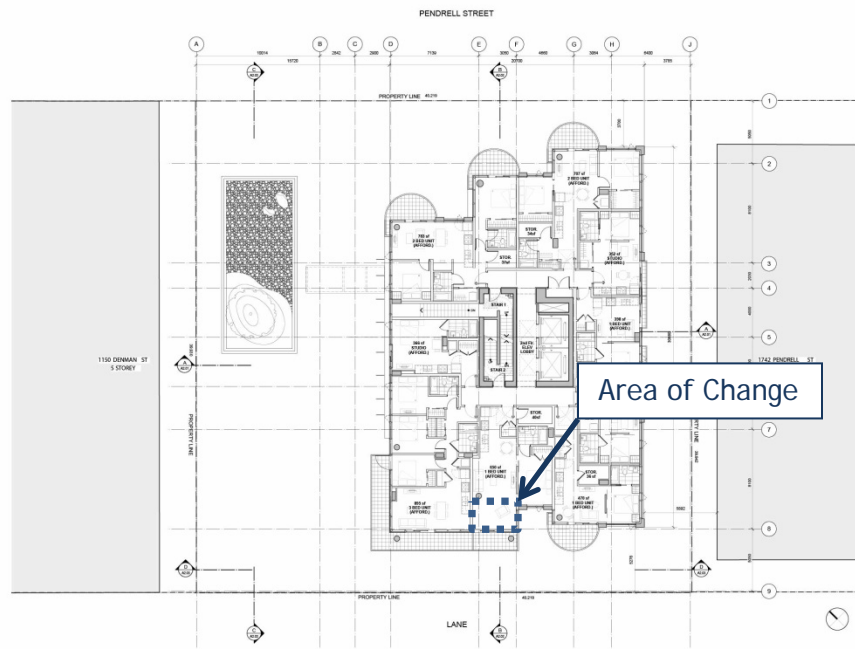


Figure 2 - Level 2 Floor Plan

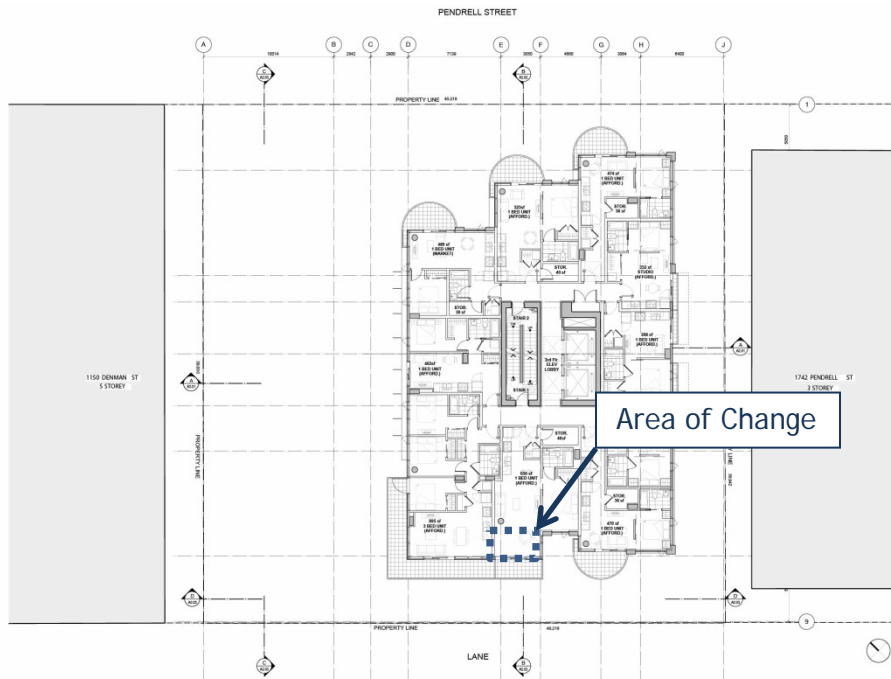


Figure 3 - Level 3 Floor Plan

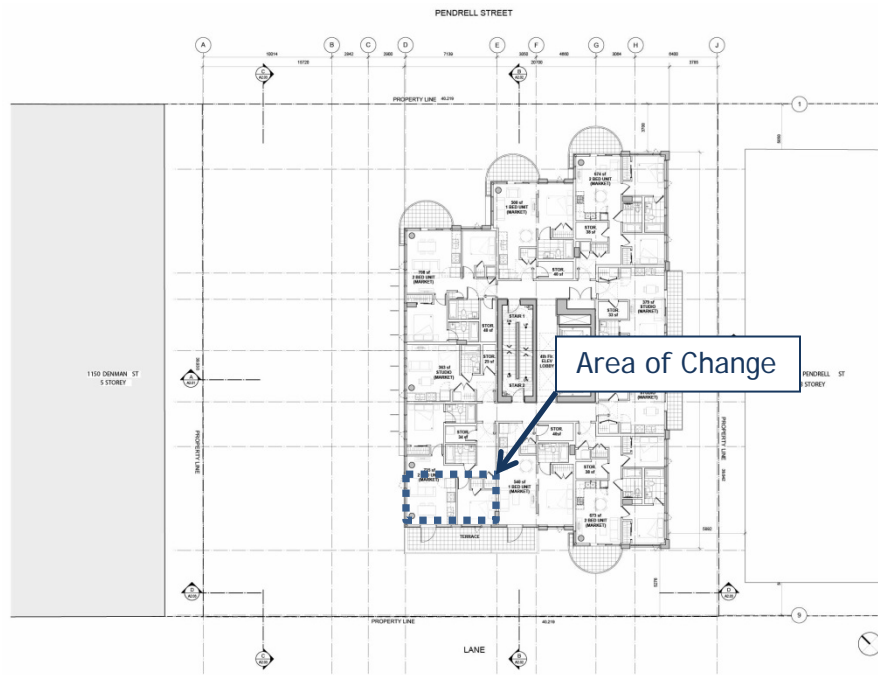


Figure 4 - Level 4 Floor Plan

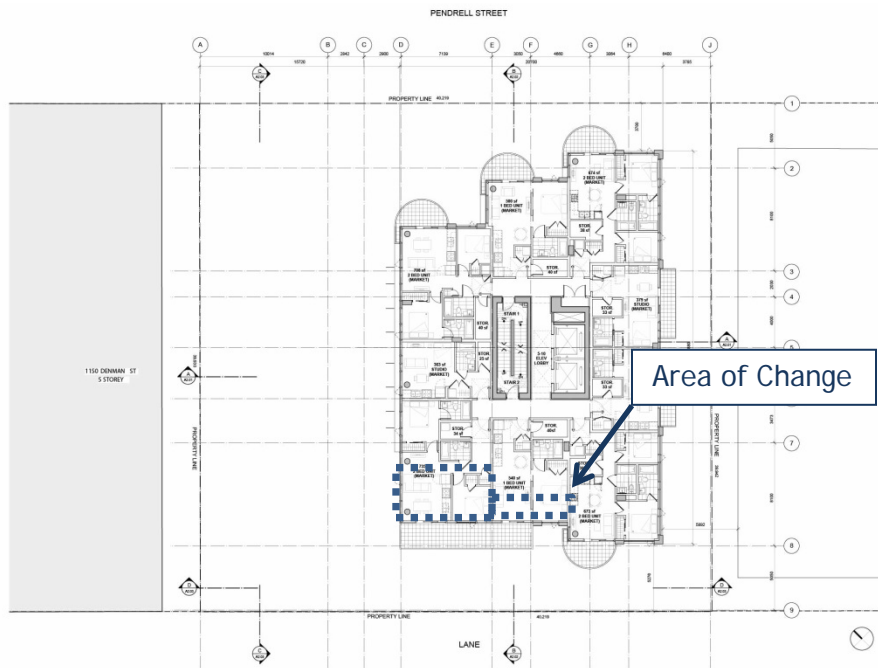


Figure 5 - Levels 5-10 Typical Floor Plan

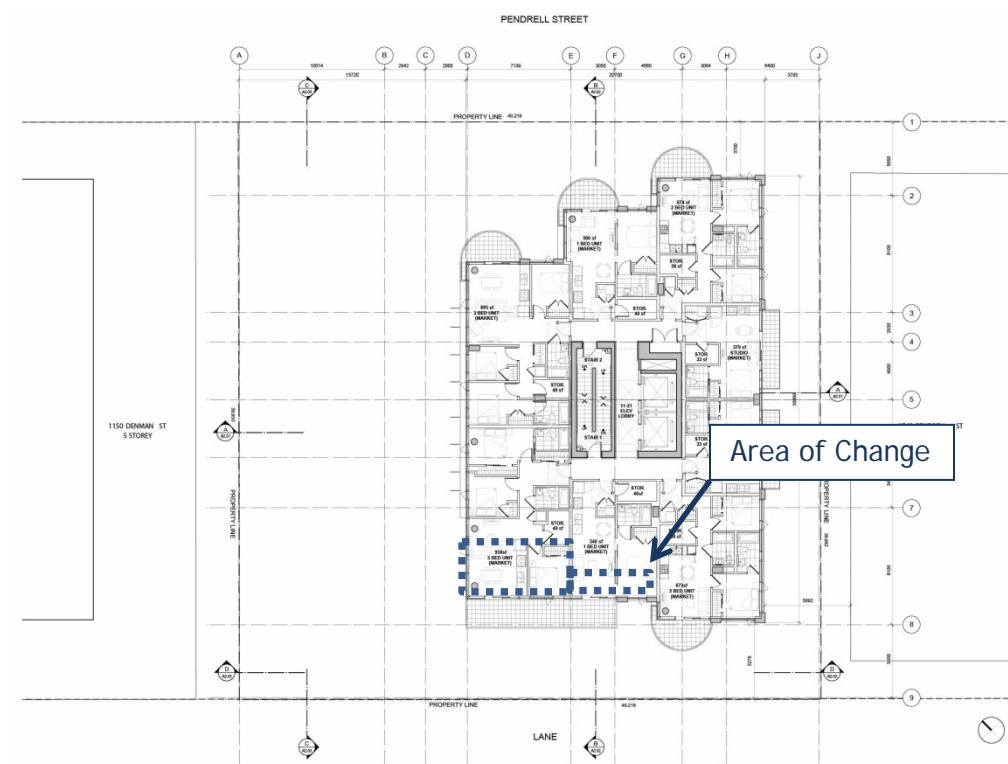


Figure 6 - Levels 11-21 Typical Floor Plan

1754-1772 Pendrell Street
PUBLIC BENEFITS SUMMARY

Project Summary:

21-storey development with 178 secured market rental housing units.

Public Benefit Summary:

178 market rental housing units secured for the longer of the life of building or 60 years with 26 secured with 20% below market rents for 30 years (with a value of \$1,720,000).

	Current Zoning	Proposed Zoning
Zoning District	RM-5A	CD-1
FSR (site area = 1 606.4 m ² /17,292 sq. ft.)	2.20	6.96
Buildable Floor Space (sq. ft.)	38,042	120,431
Land Use	Residential	Residential

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (City-wide)	\$489,570	\$1,549,874
	DCL (Area Specific)		
	Public Art	N/A	\$217,942
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage		
	Housing		\$1,720,000
	Parks and Public Spaces		
	Social/Community Facilities		\$250,000
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		\$489,570	\$3,737,816

Other Benefits

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

* 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 for each of the Area Specific DCL Districts.

1754-1772 Pendrell Street
APPLICANT AND PROPERTY INFORMATION

Street Address	1754-1772 Pendrell Street
Legal Description	The East ½ and the West ½, both of Lot 12, and Lot 13, Block 61 District Lot 185 Plan 92; PIDs: 015-753-891, 015-753-913 and 015-753-832 respectively
Applicant/Architect	Henriquez Partners Architects
Property Owner	1700 Pendrell Property Inc.
Developer	Westbank Projects Corp.

SITE STATISTICS

SITE AREA	1,606.4 m ² (17,292 sq. ft.)
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DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT	RECOMMENDED CHANGES
ZONING	RM-5A (Multiple Dwelling)	CD-1	n/a
LAND USE	residential	residential	n/a
MAX. FLOOR SPACE RATIO	2.20 FSR	6.56 FSR	6.96 FSR
FLOOR AREA	3,534 m ² (38,042 sq.ft.)	10,538 m ² (113,434 sq.ft.)	11,188 m ² (120,431 sq.ft.)
MAXIMUM HEIGHT	58.0 m (190 ft.)	58.2 m (191 ft.)	58.0 m (190 ft.)
Unit Mix	n/a	studio units: 43 one-bedroom units: 51 two-bedroom units: 74 three-bedroom units: 3 total: 171	studio units: 50 one-bedroom units: 51 two-bedroom units: 52 three-bedroom units: 25 total: 178
PARKING, LOADING AND BICYCLE SPACES	per Parking By-law	Vehicle parking: 82 Disability parking: 6 Small car: 8 Car Share: 2 Bike parking: 219 Loading: 1 Class B	Vehicle parking: 82 Disability parking: 7 Small car: 8 Car share: 2 Bike parking: 223 Loading: 1 Class B (loading minimum overhead clearance 3.81m/12.5 ft.)