



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: October 20, 2015
Contact: Kevin McNaney
Contact No.: 604.871.6851
RTS No.: 11165
VanRIMS No.: 08-2000-20
Meeting Date: November 17, 2015

TO: Vancouver City Council
FROM: Acting General Manager of Planning and Development Services
SUBJECT: CD-1 Text Amendment: 565 Great Northern Way

RECOMMENDATION

- A. THAT the application by Perkins+Will, on behalf of Great Northern Way Campus Trust (The University of British Columbia, Simon Fraser University, Emily Carr University of Art and Design, British Columbia Institute of Technology) and PCI Group, to amend CD-1 (Comprehensive Development) District (402) By-law No. 8131 for Great Northern Way Campus [PID 027-789-624; Lot Q District Lots 264A and 2037 Group 1 New Westminster District Plan BCP39441 except plan EPP48156], to create new height sub-areas with revised height limits, be referred to a Public Hearing, together with:
- (i) draft by-law provisions, generally as presented in Appendix A;
 - (ii) plans generally showing the proposed massing, prepared by Perkins+Will, received September 8, 2015; 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 amending by-law generally in accordance with Appendix A for consideration at Public Hearing.

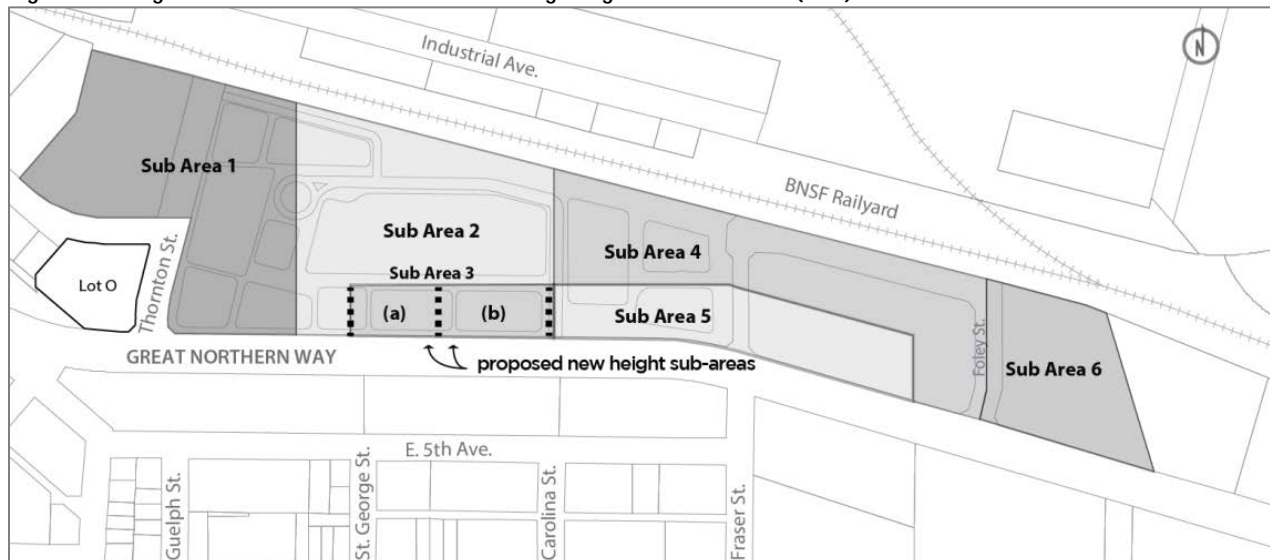
- B. THAT Council adopt Recommendation A on the following conditions:
- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City; any

- expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
- (ii) THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact a by-law rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
 - (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

REPORT SUMMARY

This report evaluates an application by Perkins+Will, on behalf of Great Northern Way Campus Trust (the "GNWC Trust") and PCI Group, to amend Section 6, Height, in CD-1 (Comprehensive Development) District (402) By-law No. 8131 for Great Northern Way Campus. The CD-1 By-law was created in 1999 and last amended on July 22, 2014. The amendments proposed in this application, if approved, would create new height sub-areas and revise the permitted height occurring in them. These new height sub-areas are located along Great Northern Way within sub-area 3, in the middle of the CD-1 District (see Figure 1). The proposed amendments would divide sub-area 3 into two new sub-areas, 3a and 3b. Building height in area "3a" would decrease from 18.29 m to 7.62 m and building height in area "3b" would increase from 18.29 m to 30.48 m. The intent of the height increase is that an enlarged public realm at St. George Plaza and a reduced length of massing along Great Northern Way would create a better open space and streetscape, and enhance the visibility to Emily Carr University. No increase in the overall density is proposed.

Figure 1: Height Sub-Areas for Maximum Building Heights within CD-1 (402)



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.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- CD-1 (402) By-law No. 8131 (*November 30, 1999; last amended July 22, 2014*)
- Great Northern Way Campus Revised Structure Plan (*February 5, 2014*)
- Great Northern Way Technology Park CD-1 Guidelines (*February 5, 2014*)
- Vancouver Economic Action Strategy (2011)
- Modified Structure Plan (Thornton Street alignment) (2008)
- Energy Utility System By-law No.8552 (2007)
- Public Realm Plan for 555 Great Northern Way (2002)

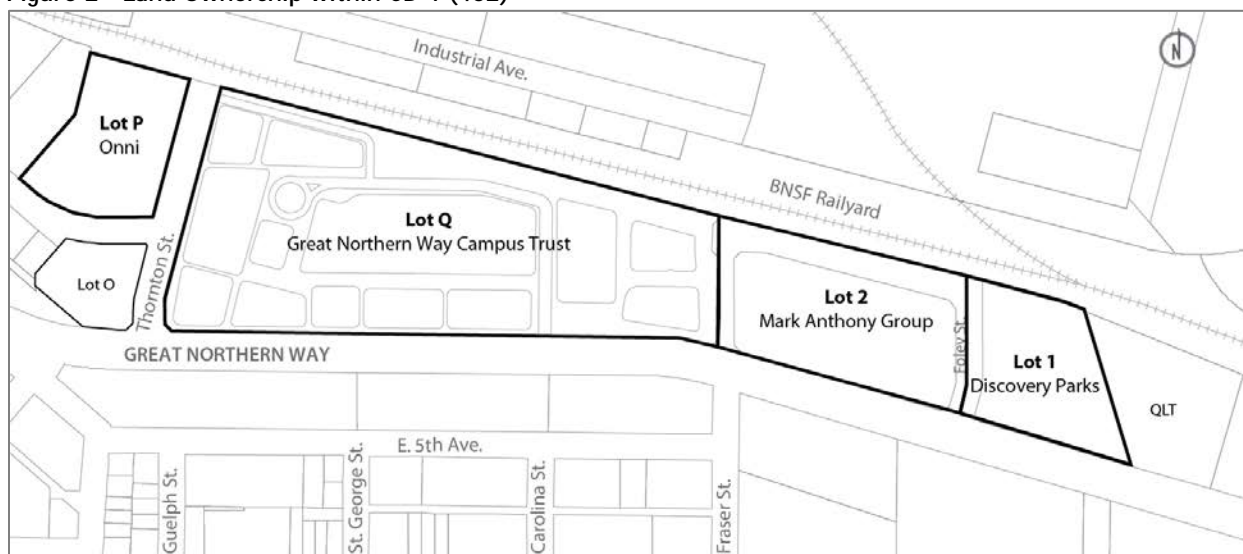
REPORT

Background/Context

The CD-1 District comprises 11 ha (28 acres) of land within the False Creek Flats located north of Great Northern Way, east of Thornton Street and south of the BNSF rail yard.

Current ownership within the CD-1 District consists of four landowners: Discovery Parks (Lot 1), the Mark Anthony Group (Lot 2), the Onni Group (Lot P) and the four academic institutions: UBC, SFU, Emily Carr University and BCIT, represented by the Great Northern Way Campus Trust (Lot Q). Lot O, also owned by Onni, is currently under construction as an artist live-work project under existing IC-3 zoning (see Figure 2).

Figure 2 - Land Ownership within CD-1 (402)



The Great Northern Way Campus (GNWC) Trust envisions developing Lot Q into a revitalized cultural and artistic district by co-locating creative industry tenants with educational institutions, including the new building for Emily Carr University.

In January 2013, the Provincial Government approved \$113 million in funding for the relocation of the Emily Carr University from Granville Island to Lot Q. Emily Carr University, along with Partnerships BC, undertook a Request for Proposals (RFP) process to select a proponent to design, construct and operate the new building. A Development Permit

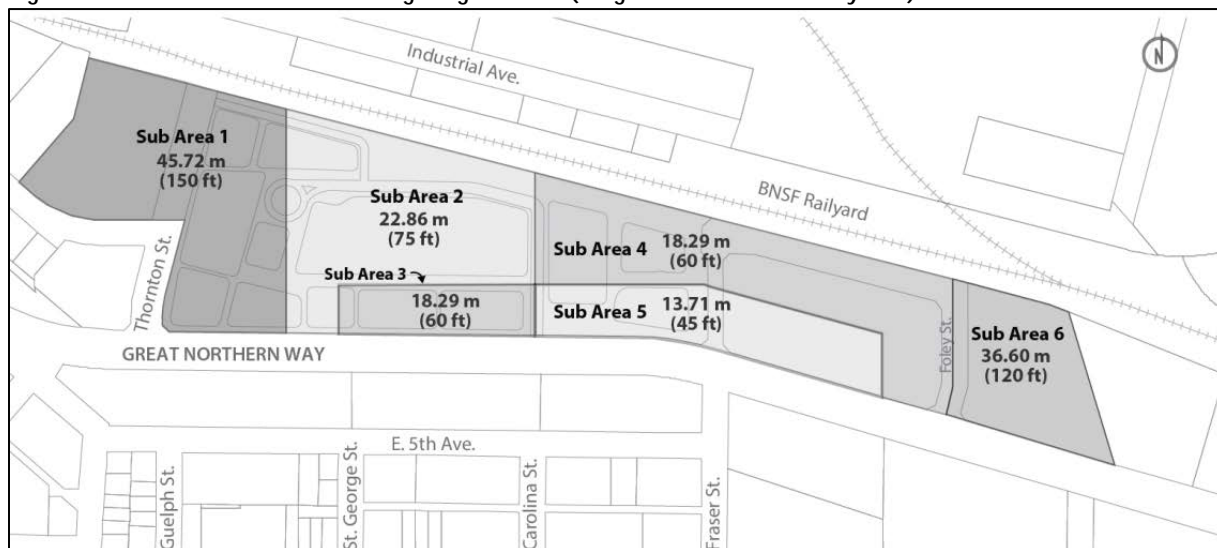
(DE418832) was submitted to the City and approved with conditions on June 1, 2015 by the Development Permit Board.

On February 4, 2014 Council approved a revised Structure Plan for Lot Q which was developed collaboratively between City staff, the Great Northern Way Campus Trust and Emily Carr University. The Structure Plan established a new system of roads, parcels, and open space to guide future development of Lot Q, including the relocation of Emily Carr University from Granville Island to Great Northern Way. Amendments to building height, density and land use were not in the scope of the revised Structure Plan work.

On July 8, 2014, Council approved an application to amend the CD-1 By-law to allow an increase of building heights to 22.86 m (75 ft.) and 18.29 m (60 ft.) for Sub-Area 2 and Sub-Area 3 of the Great Northern Way Campus. This approval was granted to better accommodate the internal programming of the Emily Carr University in addition to providing enhanced architectural and urban design excellence for the Emily Carr University building.

Current maximum building height limits are prescribed within six sub-areas across the CD-1 site, with greater heights located to the western and eastern edges (45.72 m and 36.60 m respectively) and with lower heights located within the middle of the site (18.29 m and 13.71 m respectively) (see Figure 3).

Figure 3: Current maximum building height limits (Diagram 2 of the CD-1 By-law)



Strategic Analysis

Under existing zoning, a maximum building height of 18.29 m (60 ft.) is permitted in sub-area 3 for the eastern 130.76 m (429 ft.) of the site. The site will be comprised of a key east-west pedestrian pathway and public plaza area (St. George Plaza).

The proposed building massing incorporates approximately 160,000 sq. ft. of office space, over seven floors, approximately 4,000 sq. ft. of retail within an expanded St. George Plaza, and underground parking.

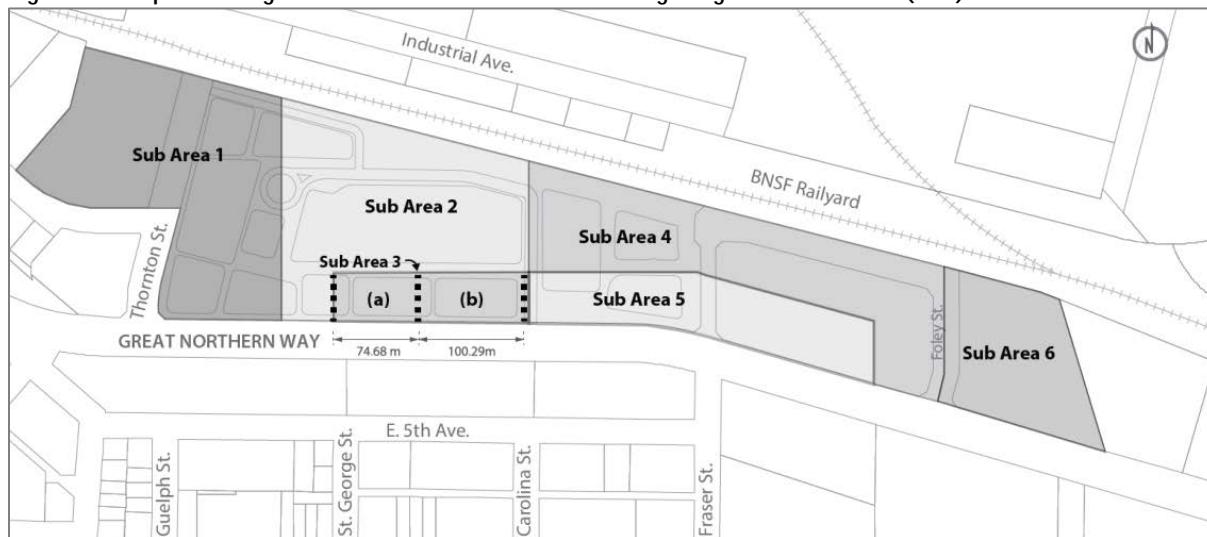
Through this text amendment, the applicant seeks to allow:

- an increase of the maximum allowable building height from 18.29 m (60 ft.) to 30.48 m (100 ft.) (excluding mechanical penthouse and accessible roof program) for sub-area 3b, the eastern 100.29 m (329 ft.) of the site, and
- a reduction of the maximum building height from 18.29 m (60 ft.) to 7.62 m (25 ft.) for sub-area 3a, the western 74.68 m (245 ft.) of the site.
- No increase in the overall density.

To achieve:

- an enlarged public realm at St George Plaza,
- a reduced length of massing along Great Northern Way to create a better open space and streetscape, and
- enhanced visibility to Emily Carr University.

Figure 4: Proposed Height Sub-Areas for Maximum Building Heights within CD-1 (402)



Existing Maximum Building Height

	Area (from Figure 4)					
	1	2	3	4	5	6
Permitted Height	45.72 m	18.29 m	13.71 m	18.29 m	13.71 m	36.60 m

Proposed Maximum Building Height

	Area (from Figure 4)						
	1	2	3a	3b	4	5	6
Permitted Height	45.72 m	18.29 m	7.62 m	30.48 m	18.29 m	13.71 m	36.60 m

A view analysis was produced by the applicant to aid in assessing the implications of a 12.19 m (40 ft.) height increase, a 10.67 m (35 ft.) height decrease, and a redistribution of the overall building massing. This analysis considered the potential impacts on northerly views of the North Shore Mountains from the Mount Pleasant neighbourhood to the south. Views were assessed from four locations: Carolina Street at 5th Avenue; St. George Street at 5th Avenue; Carolina Street at Great Northern Way; and St. George Street at Great Northern Way. Staff requested additional views from the top floors of 525 East 5th Avenue, looking north, and 675 East 5th Avenue, looking northwest.

In reviewing the view analysis related to the proposed additional building height, it was determined that the private view impacts do not impose unreasonable hardship to neighbouring sites. Further, in term of views from within the neighbourhood, views from St. George Street and 5th Avenue have improved on account of the reduction of height occurring in sub-area 3b.

Notwithstanding the impact the proposal has on some private views, on balance, the urban design performance of the proposal offers an improved outcome to the existing zoning criteria in terms of creating the potential for a larger plaza on the campus, enhancing the visibility of the Emily Carr building, and improving the pedestrian scale along Great Northern Way. In view of the foregoing, staff have concluded that the proposed height increase is supportable.

The proposed amendment to the CD-1 (402) By-law is set out in Appendix A.

Environmental Sustainability

In support of the environmental sustainability goals set out in the SEFC ODP (Spring 2007), Council's *Energy Utility System By-law* (9552) requires all new developments within the designated service area to connect to the Southeast False Creek Neighbourhood Energy Utility (SEFC NEU). A low carbon neighbourhood energy approach for space heat and domestic hot water enables significant GHG reductions for the neighbourhood.

Conditions of rezoning have been incorporated herein that provide for NES compatibility and connection to the SEFC NEU.

Public Input

A rezoning information sign was installed on September 10, 2015. Notification and application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage.

A total of 5,454 notifications were distributed within the notification area on or about September 10, 2015. An open house was held on September 24, 2015 with staff and the applicant team present. Approximately 33 people attended the event.

The City received a total of 27 responses to the application, by letter, email or comment form. Comments with respect to the application focused on:

- concerns about height and private view impacts, particularly toward the north shore mountains.

- strong support for the expansion of open space, increased views to Emily Carr University through a reduced massing along Great Northern Way.
- support that the proposed development would be a positive addition to the neighbourhood and that an increase in height in the area would be suitable.

A more detailed public consultation summary is included in Appendix D.

In review of the proposal, it was determined that there are no impacts on Council approved public views. Further, the impact imposed on some private views is offset by achieving improved views from public streets, and vastly improved performance, in terms of visual scale, openness, and shadow performance of St. George Plaza.

Figure 4: Notification and Public Response

Total notifications		5,454
Open House attendees	33	
Feedback forms	10	
Electronic feedback	17	

Public Benefits

Development Cost Levies (DCLs) - Development Cost Levies collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and engineering infrastructure. This site is in the City-wide DCL District which, as of September 30, 2015, the rate for commercial uses developed at a density greater than 1.2 FSR is \$143.27/m² (\$13.31/sq. ft.). It is anticipated that the proposed floor area of 14,865 m² (160,000 sq. ft.) would generate DCLs of approximately \$2,129,600 through a development permit process.

DCLs are payable at building permit issuance and are subject to an annual inflationary adjustment which takes place on September 30th of each year. When a DCL By-law with higher rates is introduced, a number of rezoning, development permit and building permit applications may be at various stages of the approval process. An application may qualify as an in-stream application and therefore may be exempt from the 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.

As there is no increase to the maximum floor area over the whole CD-1 site, no additional DCLs would be anticipated.

Public Art Program - The *Public Art Policy for Rezoning Development* requires that rezonings involving a floor area of 9,290.0 m² (100,000 sq. ft.) or greater allocate a portion of their construction budgets to public art as a condition of rezoning. Following the initial rezoning from I-3 to CD-1, a public art contribution was required as a condition of enactment.

As this application does not propose a change to the maximum floor area for the CD-1 site, no additional public art contribution is required.

Community Amenity Contribution (CAC) - Within the context of the City's *Financing Growth Policy*, an offer of a Community Amenity Contribution 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 reconfiguration of floor space and the additional height achieved in this proposal will result in a better urban design and public realm, and it is fully supported by Urban Design staff.

With no increase in the overall density proposed, and therefore no additional growth-impact, a further CAC would not be anticipated.

Implications/Related Issues/Risk (if applicable)

Financial

As noted in the public benefits section above, there are no additional Community Amenity Contributions, Development Cost Levies or public art contributions associated with the proposed CD-1 text amendment.

CONCLUSION

Staff have reviewed the application to amend maximum building height areas of CD-1 (402) By-law No. 8131 and conclude that it is supportable. The Acting General Manager of Planning and Development Services recommends that the application be referred to Public Hearing, together with the draft by-law provisions generally as set out in Appendix A and, subject to the Public Hearing, that it be approved.

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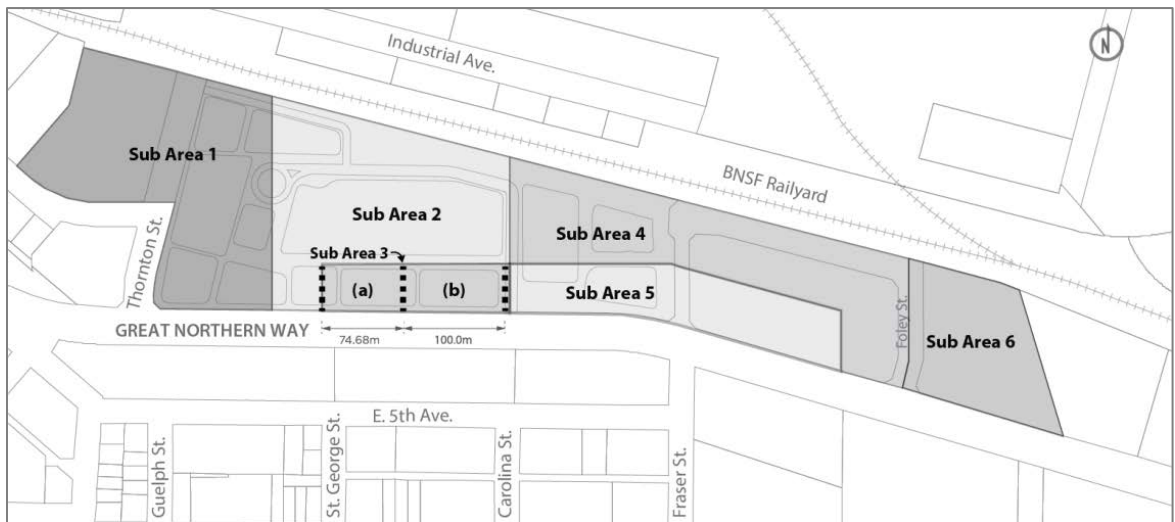
565 Great Northern Way
DRAFT AMENDMENTS TO CD-1 (402) BY-LAW NO.8131

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

Sub-Areas

- Replace sub-section 4.2 as follows:

"4.2 The site shall consist of six sub-areas approximately as illustrated in Diagram 2 below, solely for the purpose of calculation of maximum permitted height.



Height

- Amend sub-section 6 as follows

"6.1 The maximum building height, excluding the mechanical penthouse and roof, must be as set out in Table 4 below.

	Area (from Figure 4)						
	1	2	3a	3b	4	5	6
Permitted Height	45.72 m	18.29 m	7.62 m	30.48 m	18.29 m	13.71 m	36.60 m

6.2 Despite the provisions of section 6.1, if the Director of Planning first considers associated shadow impacts upon public open spaces and all applicable Council policies and guidelines, the Director of Planning may permit an increase in the permitted height of a building in sub-areas 2 and 3 of Diagram 2, in order to accommodate:

- (a) the provision of decorative roof and enclosure treatments that achieves an enhanced architectural roof expression and appropriately integrates mechanical appurtenances such as elevator machine rooms; and
- (b) access and infrastructure required to maintain green roofs or urban agriculture, roof- turbines mounted energy technologies including solar panels and wind turbines;

except that the maximum permitted height must not exceed 22.86 m in sub-area 2 of Diagram 2 and 18.29 m in sub-area 3 of Diagram 2."

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565 Great Northern Way
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 Perkins+Will and stamped "Received Planning & Development Services (Rezoning Centre), September 8, 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:

Neighbourhood Energy

- 1. The proposed plan for site heating and cooling, developed in consultation with the City, shall be provided prior to the issuance of development permit, to the satisfaction of the General Manager of Engineering Services.
- 2. The building(s) heating and domestic hot water system shall be designed to be compatible with the SEFC NEU system 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 *Energy Utility System By-law (9552)* and *SEFC NEU Developer Document (2014)* for specific design requirements, which include provisions related to the location of the mechanical room(s), centralization of mechanical equipment, pumping and control strategy, and other hydronic heating and domestic hot water system minimum requirements. The applicant is encouraged to work closely with Staff to ensure adequate provisions for NEU compatibility are provided for in the mechanical design. 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.

- 3. The building mechanical system must utilize the energy transfer station for all of its space heating and domestic hot water requirements, and the building mechanical system must not incorporate any additional heat production equipment including, but not limited to, boilers, water source heat pumps, air source heat pumps, furnaces, hot water heaters, geo-exchange systems, electric baseboards, or heat producing fire places except that:

- (i) a building may incorporate a solar system to generate heat energy;
- (ii) a building may incorporate hybrid heat pumps for space cooling, provided the compressor cannot operate in heating mode;
- (iii) a building may incorporate heat recovery ventilation (air to air heat exchangers) and waste heat recovery from refrigeration or active cooling systems for the purposes of supplementing the heat energy provided:
 - a) the systems used for heat recovery from refrigeration or active cooling do not provide any supplemental heating when there is no active cooling service required;
 - b) the approach to heat recovery is consistent with this Schedule (i.e. hydronic systems with centralized mechanical equipment); and
 - c) waste heat recovery systems do not cross property lines.

Exceptions for on-site heat production may be approved by the City Engineer, provided the total heat production produced by all exceptions does not exceed 1% of the total annual thermal energy needs of the building.

- 4. 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.
- 5. Provision of a dedicated room in a location suitable for connecting to the SEFC NEU distribution piping for each Energy Transfer Station that is required for servicing the development as to the satisfaction of the General Manager of Engineering Services.

Note to Applicant: The SEFC NEU has preserviced this site off of Ontario Street. The NEU room is to be in close alignment with the preservice location.

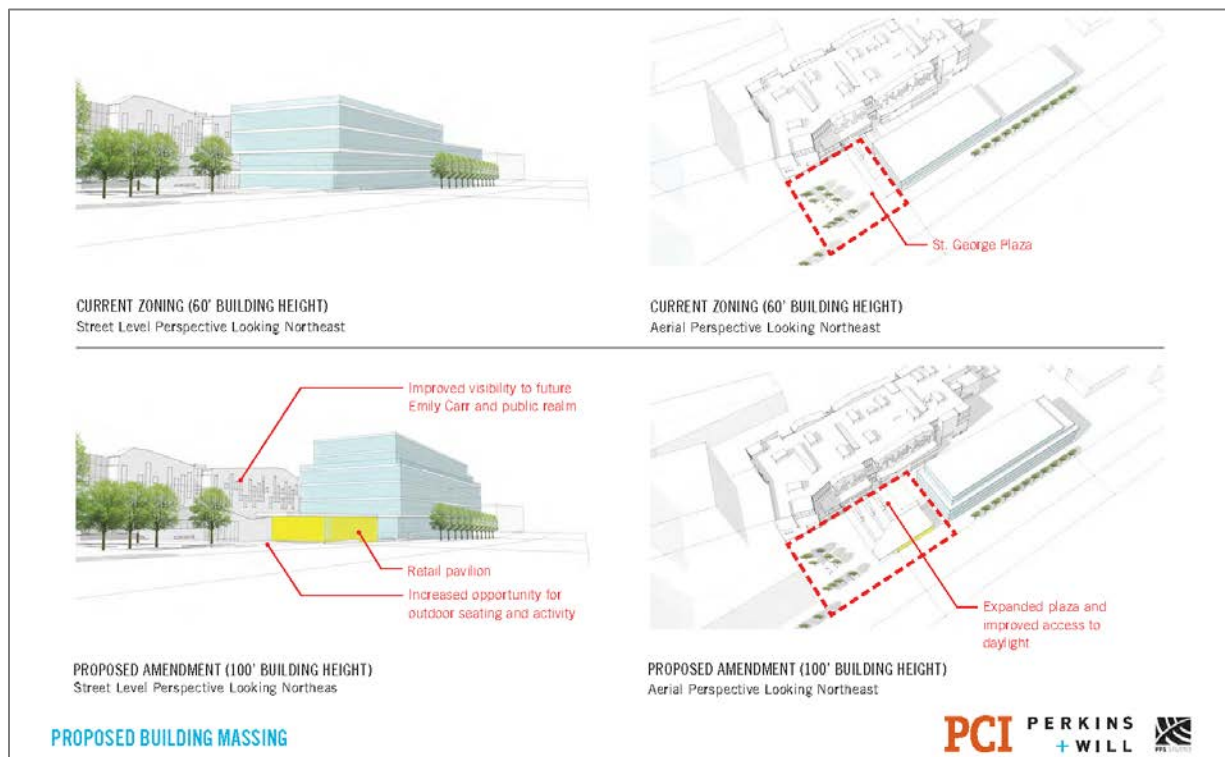
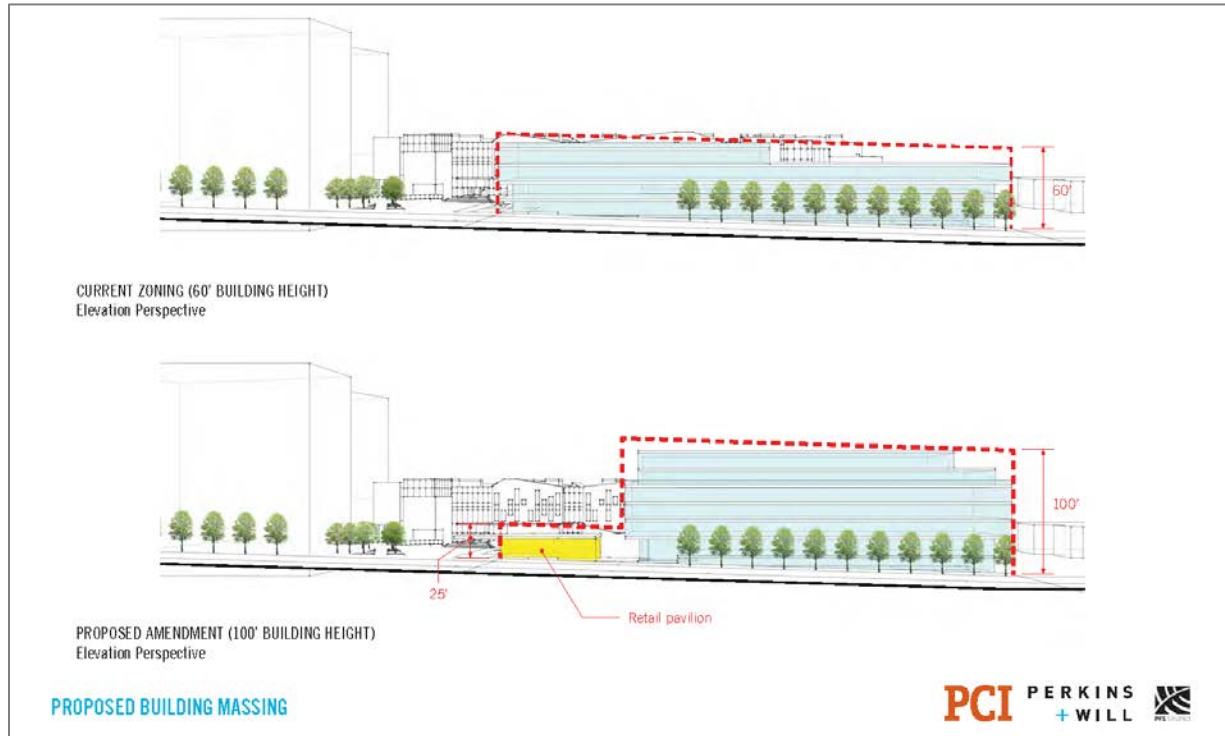
CONDITIONS OF BY-LAW ENACTMENT

- (c) Enter into such agreements as the General Manager of Engineering Services and the Director of Legal Services determine are necessary for connecting to and securing adequate space for the SEFC NEU, which may include but are not limited to agreements which:
 - 1. Grant the operator of the SEFC NEU 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.

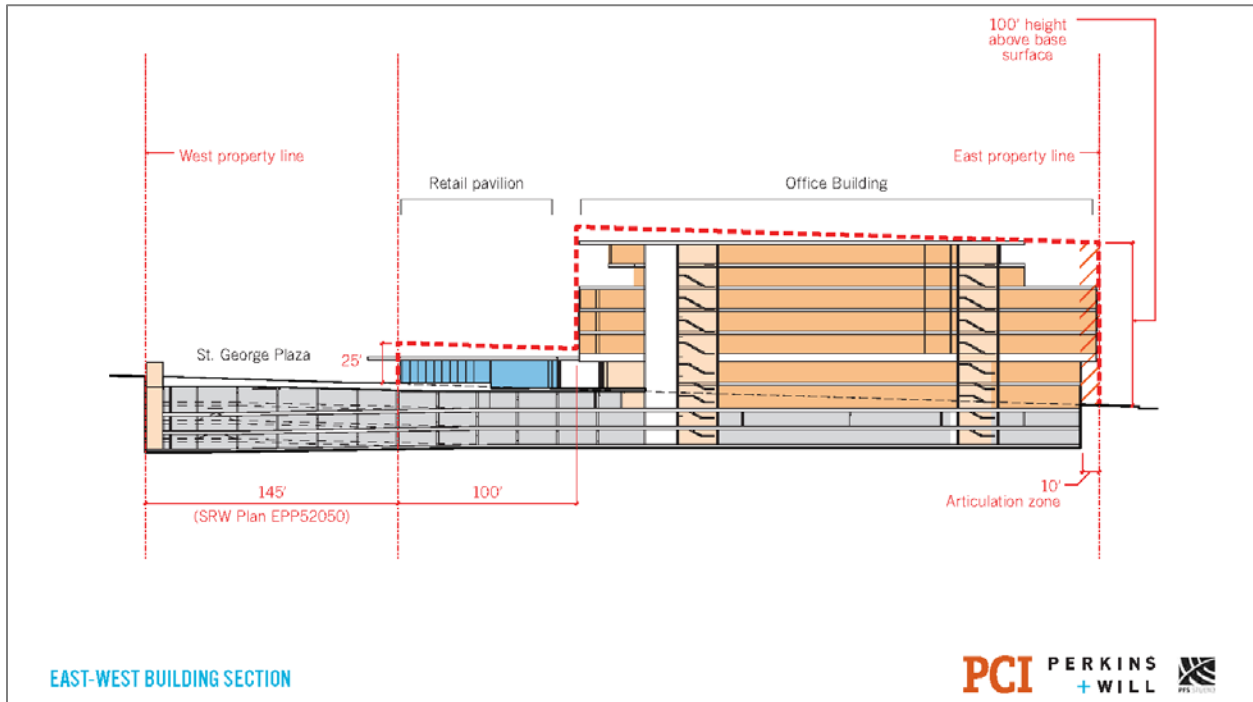
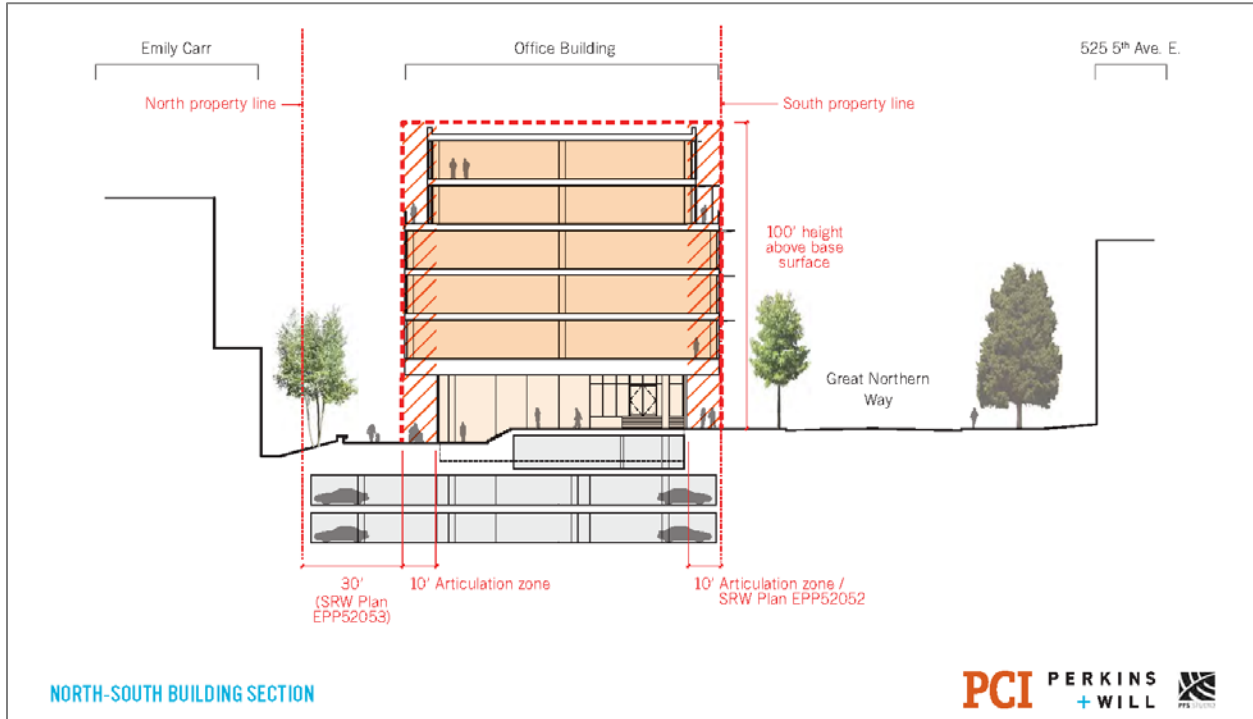
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PROPOSED MASSING

Existing and Proposed Building Massing



Proposed Building Sections



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565 Great Northern Way
PUBLIC CONSULTATION SUMMARY

Public Notification

A rezoning information sign was installed on the site on September 10, 2015. A community open house was held on September 24, 2015. Notification and revised application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage (vancouver.ca/rezapps).

September 24, 2015 Community Open House

A community open house was held on September 24th, 2015, at The Hangar (577 Great Northern Way). A total of 5,454 notification letters were distributed to surrounding residents and businesses on September 9, 2015. Staff, the applicant team, and a total of approximately 33 people attended.

Public Response

Public comments for this proposal totaled 27 and have been submitted to the City as follows:

- In response to the September 24th, 2015 open house, a total of 10 comment sheets were submitted from individuals (approximately 80% in favour/10% opposed/10% maybe/unspecified).
- A total of 17 e-mails and online comment forms were submitted from individuals (approximately 59% in favour/ 35% opposed/ 6% unsure or unspecified).

Public Feedback

Comments are in order from most frequently occurring to least

Height

Many opposing respondents identified the proposed height increase would mean loss of views of the north mountains, and that the gains do not justify the view impact. Most respondents who were concerned about height indicated that the maximum building height should remain at 60 ft. and that the increase could set a precedent for the area.

Many who voiced support for the proposed height increase did so because they felt the height increase in this area was suitable and would allow an expanded public space in St. George Plaza. Some comments supported the proposed heights as they allow the development to maximise the use of the land.

Design + Open Space

Many supporting respondents look forward to the additional open space, indicating that the decreased building massing and expanded entrance to Emily Carr University would be a positive change to the site and better connect the campus to Great Northern Way.

Many respondents also supported the addition of the development, referring to the proposal as a positive addition to the neighbourhood. Support was also shown for the resulting job opportunities that will come as a result of this development.

Trees

Some respondents were concerned about the potential loss of significant mature trees on Great Northern Way. One comment suggested that any future tree planting should consider significant tree types such as spruce and pine in recognition of the native tree growth in the nearby area. Another comment noted additional tree planting could further improve the site.

Retail

A few comments supported the separated restaurant/retail. One respondent mentioned that the amount of retail space would not harm existing retail in the area.

Design

Some comments suggested refinement of the building design to further reduce the building mass along Great Northern Way. This included building setbacks or breaking the massing into two buildings.

Central Valley Greenway

Some comments were concerned about the pedestrian/bicycle conflicts in the future St. George Plaza and its potential to detract from the intention of the plaza as an interactive space. Some comments referred to the existing grades of the Central Valley Greenway being negligible and deem the route deviation as unnecessary.

Open Space + Green Innovations

Some welcomed the opportunity for green innovations like green roofs and stormwater management systems that both beautifies and remediates the environment to take place.

Traffic Management

One respondent noted concerns in regard to traffic management in the area.

Land Ownership

One respondent noted concerns of the Great Northern Way Campus site being sold off to private owners.

Intent of Area

One respondent noted concern regarding the increase in height across the middle of the CD-1, and additional concern that there have been multiple text amendments in recent years.

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565 Great Northern Way
APPLICANT, PROPERTY AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	565 Great Northern Way
Legal Description	PID 027-789-624; Lot Q District Lots 264A and 2037 Group 1 New Westminster District Plan EPP48156
Applicant/Architect	Perkins+Will
Property Owner/Developer	Great Northern Way Campus Trust and PCI Group

DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT
ZONING	CD-1 (402)	CD-1 (402)
SITE AREA	6,720 m ²	No change
USES	Child Day-Care Facility; Cultural and Recreational, Hi-Tech and Light Industrial, Institutional, Live-work, Machinery or Equipment Manufacturing, Office Uses, Parking, Retail, Service, Storage Yard, Accessory and Accessory Uses	No change
FLOOR AREA AND DENSITY	No change	No change
Floor Space Ratio (FSR)	No Change	No Change
MAXIMUM HEIGHT	Sub-Area 3: 13.71 m	Sub-Area 3: a) 7.62 m b) 30.48 m

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