



POLICY REPORT  
DEVELOPMENT AND BUILDING

Report Date: June 14, 2016  
Contact: Susan Haid  
Contact No.: 604.871.6431  
RTS No.: 11520  
VanRIMS No.: 08-2000-20  
Meeting Date: June 28, 2016

TO: Vancouver City Council  
FROM: Acting General Manager of Planning and Development Services  
SUBJECT: CD-1 Rezoning: 585 West 41st Avenue (5688 Ash Street - Oakridge Lutheran Church)

**RECOMMENDATION**

- A. THAT the application by Catalyst Community Developments Society, on behalf of the Oakridge Lutheran Church, the registered owner, to rezone 585 West 41st Avenue [*Lots 1 and 2, Block 874, District Lot 526, Plan 8313; PIDs 010-165-932 and 010-165-959 respectively*] from RS-1 (One-Family Dwelling) to CD-1 (Comprehensive Development) District, to increase the floor space ratio (FSR) from 0.70 to 3.44 and the height from 10.7 m (35 ft.) to 21.6 m (71 ft.) to permit the development of a six-storey mixed-use building with commercial space at grade, church on the second floor and social housing on floors three to six, be referred to a public hearing, together with:
- (i) plans prepared by Franci Architecture, received on December 7, 2015;
  - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
  - (iii) the recommendation of the Acting General Manager of Planning and Development Services to approve the application, subject to the conditions contained in Appendix B;

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

- B. THAT, if 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) prior to enactment of the CD-1 By-law contemplated by this report.

- C. 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 necessary amendments to the Parking By-law at the time of enactment of the CD-1 By-law.

- D. THAT, if the application is referred to a public hearing, the application to amend Schedule E of the Sign By-law to establish regulations for this CD-1 in accordance with Schedule "B" to the Sign By-law [assigning Schedule "B" (C-2)], generally as set out in Appendix C, be referred to the same public hearing;

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

- E. THAT, subject to the enactment of the CD-1 By-law, the Subdivision By-law be amended generally as set out in Appendix C;

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

- F. THAT, subject to the enactment of the CD-1 By-law, the Noise Control By-law be amended to include this CD-1 in Schedule B, generally as set out in Appendix C.

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

- G. THAT Recommendations A to F be adopted on the following conditions:

- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City and the expenditure of funds or incurring of costs is at the sole risk of the person making the expenditures 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 sole 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 585 West 41st Avenue from RS-1 (One-Family Dwelling) to CD-1 (Comprehensive Development) District, to permit the development of a six-storey mixed-use building with commercial space at grade, church on the second floor and 46 social housing units on floors three to six. The site is located within the Oakridge Town Centre neighbourhood of the *Cambie Corridor Plan*.

Staff have assessed the application and conclude that it meets the intent of the *Cambie Corridor Plan*. Staff supports the application, subject to design development and other conditions outlined in Appendix B. If approved, the development would contribute to the City's non-market rental housing goals as identified in the *Housing and Homelessness Strategy* and the *Mayor's Task Force on Housing Affordability*. Staff recommend that the application be referred to Public Hearing, with the recommendation of the Acting General Manager of Planning and Development Services to approve it, subject to Public Hearing, along with conditions in Appendix B.

## **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

- Cambie Corridor Plan (2011)
- Affordable Housing Policy (1991)
- Housing and Homelessness Strategy (2011)
- Mayor's Task Force on Housing Affordability - Priority Action Plan (2012)
- Riley Park-South Cambie Community Vision (2005)
- Green Buildings Policy for Rezonings (2010, last amended 2014)
- Vancouver Neighbourhood Energy Strategy (2012)
- Community Amenity Contributions Through Rezonings (1999, last amended 2014)
- High-Density Housing for Families with Children Guidelines (1992).

## **REPORT**

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

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

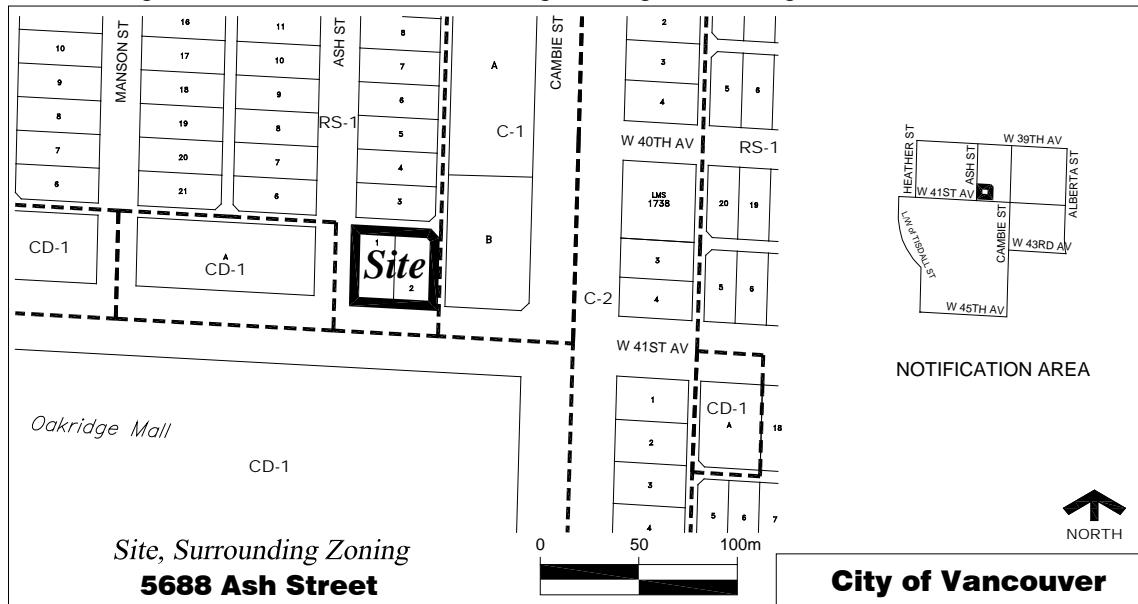
The site has an area of 1,465 m<sup>2</sup> (15,769 sq. ft.) and is located on the north side of 41st Avenue, one lot west of Cambie Street. The site is comprised of a two tied lots with a frontage of 40.1 m (132 ft.) on 41st Avenue and a depth of 33.5 m (110 ft.) on Ash Street.

The site is zoned RS-1 and is currently developed with the one-storey Oakridge Lutheran Church. The church was originally built in 1955 as the Icelandic Evangelical Lutheran Church which eventually also housed the German Church of the Cross. Services continue to be held today in English, German and Mandarin at the Oakridge Lutheran Church. The applicant submitted a draft Heritage Statement of Significance (SOS) which was reviewed by the Vancouver Heritage Commission, which evaluated the building as a "B" classification using the evaluation criteria for the Vancouver Heritage Register. Staff conclude that, given the limited

size of the site, the location of the heritage structure and the proposed new uses, it does not appear feasible to retain the existing building.

The property to the east is currently developed with a three-storey office building that could be redeveloped under *Cambie Corridor Plan* Phase 2 policy up to 12 storeys and is being further examined in Phase 3 planning. Sites to the north across the lane are developed with detached housing and are also included in Phase 3 planning. To the west of site is a six-storey seniors supportive and assisted housing development, approved under the *Cambie Corridor Plan*. Across 41st Avenue to the south is Oakridge Centre, which was approved in principle for rezoning in 2014. The subject site is located at the crossroads of major arterials with bus service on 41st Avenue and Cambie Street, and is across the street from the Oakridge-41st Avenue Canada Line Station.

**Figure 1 – Site and Surrounding Zoning (including notification area)**



## 2. Policy Context

**Cambie Corridor Plan** – In 2011 Council adopted Phase 2 of the *Cambie Corridor Plan* (the “Plan”). Subsequent to a comprehensive planning process, this plan identified land uses, density ranges, building heights and building forms for sites along the arterial streets within the Cambie Corridor.

Section 4 of the *Cambie Corridor Plan* (the “Neighbourhoods” section) provides direction for the development in each area of the corridor, including neighbourhood character, public realm and urban design principles. The subject site is within the “Oakridge Town Centre” neighbourhood, located between Willow and Columbia Streets. In this neighbourhood, mid-rise residential buildings are anticipated with opportunities for enhancing the public realm with wide green setbacks and additional landscaping.

For this site, subsection 4.4.3 for the *Cambie Corridor Plan* specifically supports residential buildings up to six storeys in height with building forms stepping up to eight-storeys in close proximity to Cambie Street. A density range of 2.0-2.5 floor space ratio (FSR) is suggested in the Plan, but is not a maximum. Supportable density is to be determined by analysis based on site-specific urban design and public realm performance.

The Housing Diversity Strategy in the *Cambie Corridor Plan* calls for a mix of dwelling types including affordable housing and housing for seniors and families, as well as opportunities to "age in place".

**Housing and Homelessness Strategy 2012-2021** – On July 29, 2011 Council endorsed the *Housing and Homelessness Strategy 2012-2021* which includes strategic directions to increase the supply of affordable housing, including housing that is affordable for low- and moderate-income households. The Strategy strives to increase the variety of affordable housing options across the entire housing continuum, to improve choice and affordability for all residents within the City, and it includes specific targets for new affordable housing delivery across the housing continuum. The strategic directions are:

- Increase the supply of affordable housing.
- Encourage a housing mix across all neighbourhoods that enhance quality of life.
- Provide strong leadership and support partners to enhance housing stability.

**Affordable Housing Policy** – The *Affordable Housing Policy* supports rezoning sites to maintain and expand affordable housing opportunities in Vancouver. It encourages the distribution of affordable housing options across Vancouver's neighbourhoods and includes the objective to facilitate a wide range of housing forms and shelter costs to meet the housing needs of existing and future Vancouver residents of all backgrounds and lifestyles.

**Mayor's Task Force on Housing Affordability** – The Priority Action Plan as developed by the Task Force put forward a number of recommendations including:

- To increase the supply and diversity of housing.
- To enhance the City's and community's capacity to deliver affordable rental and social housing.

The City was encouraged to use tools, such as Community Amenity Contributions (CACs), Development Cost Levies (DCLs) and partnership funding from senior government and non-profit organizations. Accordingly, the City will consider a range of options to deliver the affordable housing targets set out in the *Housing and Homelessness Strategy*, in the most cost-effective way, including new mixed-income social housing developed, owned and operated by non-profit entities.

### *Strategic Analysis*

#### 1. Proposal

The application proposes a six-storey mixed-use building with commercial space at grade, church on the second floor and social housing on the third to sixth floors, inclusive, replacing the existing one-storey church (see Figures 2 and 3). In total, the application proposes 46 social housing units (15 studio, 15 one-bedroom and 16 two-bedroom) with a total FSR of 3.44 and building height of 21.6 m (71 ft.). Two levels of underground parking are proposed,

accessed from the north lane with a total of 61 parking spaces, two Class B loading spaces and 62 bicycle parking spaces.

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

**Figure 2 – Site Plan**



**Figure 3 – Proposed Building (view from Ash Street)**



## 2. Land Use

The Oakridge Town Centre neighbourhood of the *Cambie Corridor Plan* envisions a lively area with both citywide and local serving shops and services that contrast and compliment the surrounding tree-lined residential neighbourhoods. Continuous commercial uses at grade in mixed-use buildings are expected along Cambie Street from 38th to 48th Avenues making this a vibrant and walkable urban corridor compatible with redevelopment at Oakridge Centre. The area is also well-served by frequent bus service along both 41st Avenue and Cambie Street.

This site is well-located to serve as a transition from the arterial streets to the lower density residential neighbourhoods to the north and west. Although originally envisioned as a residential site, commercial uses at the base of the proposed building are supported by the level of street activity envisioned in this area generated by the commercial node of the Oakridge Municipal Town Centre.

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

Following the principles of the *Cambie Corridor Plan*, this site is in an area where residential buildings are supported up to six storeys with consideration for up to eight storeys. The Plan guidelines anticipate building setbacks above the fourth storey to be set back from 41st Avenue. The estimated density range is between 2.0 and 2.5 FSR. However, density can be considered beyond the estimated range if projects achieve the intended urban design and public realm performance articulated in the Plan.

The proposed six-storey massing is generally consistent with the form of development guidelines in the Plan and is an appropriate response to adjacent sites. Although proposals up to eight storeys could be considered on this site, the application proposes wood frame construction over a concrete base resulting in a six-storey form. On the ground floor, which is dedicated to commercial uses, the building provides a generous set back from 41st Avenue (over 14 ft.) and is set back approximately 6.5 ft. from Ash Street. The second floor is dedicated to Church and community uses while the remaining four floors are dedicated to residential (social housing) use.

Along the 41st Avenue elevation, levels five and six of the building have a modest setback (5 ft.) in the form of private outdoor space (balconies) for the units. The north side of the building does not have the expected setbacks above the fourth level outlined in the Plan guidelines; however, the middle units are substantially (approximately 38 ft.) set back from the north property line to reduce the building scale and mitigate the impacts of shadowing adjacent neighbouring sites. Shadow studies were provided by the applicant and were reviewed by staff. Staff have concluded that although the building massing on the north side of the building varies from the guidelines, the shadow impacts are not significant. Further, staff note that the proposal is two storeys less than the maximum height that could be considered for this site. In view of this, staff have concluded that the overall form, massing and height is compatible to neighbouring properties and is an appropriate response to the site.

The Urban Design Panel reviewed and supported this application on March 9, 2016 (see Appendix D). Staff conclude that the overall proposal and the building massing is compatible with adjacent developments and the anticipated future development outlined in the Plan. Staff support the application subject to the design development conditions in Appendix B.

#### 4. Housing

This proposed project is a partnership between Oakridge Lutheran Church and a non-profit developer. Rezoning of this site would enable the construction and securing of 46 social housing units contributing to the City's affordable housing objectives. The proposed social housing units are to be owned by Catalyst Community Developments Society (Catalyst) and Oakridge Lutheran Church; and they would be operated by Catalyst (in separate airspace parcels, but under single management).

**Figure 4 – Progress towards Social and Supportive Unit Targets as set in the City's Housing and Homelessness Strategy (March 31, 2016)**

	TARGETS <sup>1</sup>		CURRENT PROJECTS <sup>2</sup>	GAP
	Long Term (2012-2021)	Short Term (2012-2018)	Committed, Under Construction and Completed	(2018 Target)
<b>Supportive Housing Units</b>	2,900	2,150	1,844	856
<b>All Other Non-Market Housing Units</b>	5,000	3,500	1,787	1,713
<b>Total Non-Market Housing Units</b>	7,900	6,200	3,631	2,569

(1) Targets are established in the 2011 City of Vancouver Housing and Homeless Strategy.

(2) Unit numbers exclude the units in this proposal, pending Council's approval of this application.

This application, if approved, would support and advance a number of City housing policy objectives and strategic directions including those articulated in the *Affordable Housing Policy* and the *Housing and Homelessness Strategy*. In consideration of the City's policies to exempt Development Cost Levies (DCLs) and Community Amenity Contributions (CACs) for social housing projects, staff have worked with the applicant to optimize the affordability of the housing proposed. This application seeks to create new social housing owned and operated by Oakridge Lutheran Church and Catalyst which would include 46 new social housing units that would be available for rent.

Specifically, this application, if approved, would provide:

- Affordable rental housing with a focus on seniors, addressing the need for affordable rental options for seniors to "age in place" within the community, close to amenities and transit;
- Affordable housing supply for families, with 35% of the units being family-sized (two-bedroom units) to assist low and moderate-income families to live in Vancouver;
- New mixed-income affordable rental housing in the Cambie Corridor, located next to rapid transit and accessible to many low- and moderate-income employment opportunities. The proposal is one of the first applications with social housing in the Cambie Corridor area.

Of the 46 units, at least 15 (33% of the total) will be rented at or below rents affordable to households which fall under the BC Housing Income Limits (HILs) levels (currently \$49,500/year for a two-bedroom unit). The applicant is offering to secure the remaining 31 units at starting rents that are at or below the maximum rents described in the DCL by-law for For-Profit Affordable Rental Housing, thus providing greater affordability compared to market rental rates. A Housing Agreement will secure the proposed rent levels and all units as Social Housing for 60 years or the life of the building, whichever is greater.

A Housing Infrastructure Grant application has been made to the City and will be the subject of a forthcoming report to Council. Staff will review the eligibility of the project for the grant and explore opportunities for the project to achieve broader and deeper affordability in rents (more units at lower rents). Opportunities to lower rents to levels which would make units eligible for rent supplements such as the Shelter Aid For Elderly Residents (SAFER) rent subsidy program will be explored. Such measures provide greater opportunities for seniors with fixed and/or limited incomes to remain in the community. Should there be any revised terms to the Housing Agreement as a result of the evaluation of the Infrastructure Grant Request, they will be reported separately to Council in the forthcoming report.

In the absence of senior government subsidies, this affordability mix, and the potential for enhanced affordability through grants, contributes to the City's housing objectives. Approval of this application would enable an innovative model of delivering social housing through a privately initiated non-profit endeavour, which expands social housing supply in Vancouver, while ensuring the long-term financial viability of the development.

## 5. Transportation and Parking

Vehicle and bicycle parking are provided within two levels of underground parking, accessed from the rear lane. The application proposes 61 parking spaces, two Class B loading spaces and 62 bicycle parking spaces.

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

Based on the analysis of similar social housing projects and the report, staff propose that one parking space per six social housing units be required. In addition, the site is well-served by two bus lines directly adjacent to the site with bus stops nearby, as well as being across the street from the Oakridge-41st Canada Line station.

Parking for the church and commercial spaces are to be provided according to the *Parking By-law*. A reduction from three Class B loading spaces to two Class B and two Class A loading spaces is recommended.

Engineering Services has reviewed the rezoning application and have no objection to the proposed rezoning provided that the applicant satisfies the rezoning conditions included in Appendix B.

## 6. Environmental Sustainability

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

The *Greenest City Action Plan* seeks to reduce city-wide greenhouse gas emissions by 33% or 1,110,000 tonnes of CO<sub>2</sub> per year by 2020. Neighbourhood Energy Systems (NES) are targeted to deliver 11% of this reduction by more efficiently delivering thermal energy to connected buildings while also incorporating low carbon energy sources into the NES network. Under the *Cambie Corridor Plan*, all new buildings must be readily connectable to a neighbourhood energy system (NES) when available and agreements are required to ensure this. In October 2012, Council adopted the Vancouver Neighbourhood Energy Strategy which identified the Cambie Corridor as one of three target areas for NES development. Conditions of rezoning have been incorporated in Appendix B that provide for NES compatibility including immediate connection to the City's designated NES utility provider, if available, and future connection, if not immediately available.

The *Cambie Corridor Plan* also requires a deconstruction plan for diverting demolition waste. A condition of rezoning in Appendix B requires a Recycling and Reuse Plan for Green Demolition/Deconstruction for the demolition of existing buildings on site to recycle/reuse at least 75% of demolition waste (excluding hazardous materials).

### PUBLIC INPUT

**Public Notification** – The City of Vancouver Rezoning Centre webpage included notification and application information as well as an online comment form. A rezoning information sign was also posted on the site. A community open house was held from 5-8 pm on February 23, 2016. A total of 257 notifications were distributed within the neighbouring area on or about February 5, 2016. Staff, the applicant team, and a total of approximately 18 people attended the Open House.

**Figure 5 – Public Notification Summary**



**Public Response and Comments** – The City received a total of five responses regarding the rezoning application (see Figure 5). General support was indicated for the provision non-market rental housing, as well as commentary that more two- and three-bedroom units are needed. Comments expressed concern that the proposed building would significantly shadow and infringe on the privacy of the adjacent lot to the north. Comments also suggested reducing the number of parking spaces to discourage use of cars. Additionally, a comment was received noting an opinion that the design was unattractive.

Concern about shadowing is addressed through conditions of development in Appendix B which seek to reduce the shadowing impacts and apparent mass of the building. The proposed social housing is directed at a mix of tenants including seniors, singles and families and is well-located in an amenity-rich area close to transit.

## **PUBLIC BENEFITS**

In response to City policies which address changes in land use, this application offers 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 engineering infrastructure.

The proposed commercial space is subject to the Citywide DCL rate of \$143.27 per m<sup>2</sup> (\$13.31 per sq. ft.). Based on the proposed commercial floor area of 819 m<sup>2</sup> (8,815 sq. ft.), a DCL of approximately \$117,328 is anticipated.

DCLs are payable at building permit issuance and are subject to an annual inflationary adjustment on September 30th of each year. When a DCL By-law with higher rates is introduced, a number of rezoning, development permit and building permit applications may be at various stages of the approval process. An application may qualify as an in-stream application and therefore may be exempt from 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 such DCL By-law rate adjustment. If a related building permit application is not issued within the 12-month period, the rate protection expires and the new DCL rate will apply. See the City's [DCL Bulletin](#) for details on DCL rate protection.

Under the DCL By-law and Section 523D(10)(d) of the *Vancouver Charter*, social housing is exempt from DCLs where a minimum of 30% of the dwelling units are occupied by households with incomes below BC Housing Income Limits, as set out in the current "Housing Income Limits" table published by the British Columbia Housing Management Commission, or equivalent publication, for which a Section 219 covenant, housing agreement or other security that restricts the use of such units is registered against title and where the housing is owned by the City or a non-profit organisation. The social housing component of the project meets these criteria and is exempt from paying DCLs. The value of this exemption is estimated to be approximately \$454,523, based on a floor area of 3,173 m<sup>2</sup> (34,149 sq. ft.).

DCLs are not applicable to the floor area attributed to the church use under Section 523D(10)(a) of the *Vancouver Charter*. The value of this exemption is estimated to be approximately \$150,629, based on a floor area 1,051 m<sup>2</sup> (11,317 sq. ft.).

**Public Art Program** – The *Public Art Policy for Rezoned Developments* requires all newly rezoned developments having a floor area of 9,290 m<sup>2</sup> (100,000 sq. ft.) or greater to commission public art or to provide cash in lieu. As the proposed floor area is below the minimum threshold set out in the policy, no public art contribution will arise from this application.

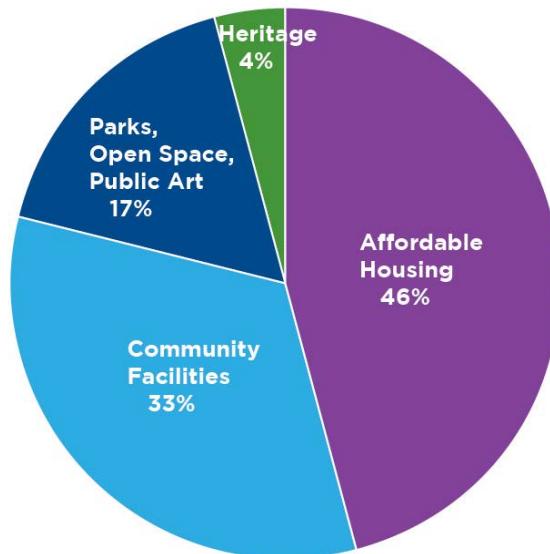
#### *Public Benefits - Offered by the Applicant*

**Social Housing** – The approval of this application would enable an innovative model of delivering 46 social housing units through a privately initiated non-profit endeavour, which expands social housing supply in Vancouver and works towards achieving the City's affordable housing objectives.

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

Through May 2016 approximately \$274 million has been secured through approved rezonings under the *Cambie Corridor Plan*. These CACs have been allocated as per Figure 6.

Figure 6 – Cambie Corridor CAC Allocation by Percentage



CACs and rental or social housing units secured since *Cambie Corridor Plan* approval (updated to May 2016)\*

- \$274 million (excludes unallocated CACs)
  - 46% Affordable Housing (\$126.4M)
  - 33% Community Facilities (civic facilities, childcare) (\$90.6M)
  - 17% parks, open space and public art (\$46.8M)
  - 4% heritage (\$10.6M)
- 631 units of secured market rental housing
- 290 units of social housing

\*Includes Oakridge Centre rezoning and Cambie Corridor CACs collected within Marpole Plan boundary.

The public benefit achieved for this application is the 46 proposed social housing units. Real Estate Services staff have reviewed the applicant's development pro forma and have concluded that, after factoring in the costs associated with the provision of the social housing units, no further contribution towards public benefits is anticipated in this instance.

A public benefits summary is provided in Appendix F.

#### *Implications/Related Issues/Risk*

##### *Financial*

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

The site is subject to the Citywide DCL by-law. Should Council approve the rezoning application:

- The commercial space is anticipated to generate approximately \$117,328 in DCLs;
- The social housing component is exempt from DCLs under Section 523D (10d) of the *Vancouver Charter* and the *Vancouver Development Cost Levy By-law* and the value of this exemption is estimated to be approximately \$454,523; and
- The Church use is also exempt from DCLs under Section 523D(10)(a) of the *Vancouver Charter* and the value of this exemption is estimated to be approximately \$150,629.

The social housing, secured by Housing Agreement for the longer of the life of the building or 60 years, will be owned by Catalyst and Oakridge Lutheran Church; and they would be operated by Catalyst (in separate airspace parcels, but under single management).

Consistent with Council policy on social housing projects, the project is expected to be sustainable over the long term and require no further operating subsidies and/or financial guarantees from the City. A Housing Infrastructure Grant application has been made to the City, should Council approve the rezoning application, the grant request will be assessed and prioritized subject to funding availability, and will be presented to Council for consideration in a separate report.

## **CONCLUSION**

Staff support the application to rezone 585 West 41st Avenue from RS-1 (One-Family Dwelling) to a new CD-1 (Comprehensive Development) District, to enable the development of a mixed-use building with commercial uses, a replacement church and 46 units of social housing. Staff conclude that the application is consistent with the *Cambie Corridor Plan*.

The Acting 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. Further it is recommended that, subject to the public hearing, the application including the form of development, as shown in the plans in Appendix E, be approved in principle, subject to the applicant fulfilling the conditions of approval in Appendix B.

\* \* \* \* \*

**585 West 41st Avenue (5688 Ash 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 the 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 Director of Planning or Development Permit Board will issue development permits are:
  - (a) Cultural and Recreational Uses, limited to Artist Studio, Arts and Culture Indoor Event, Club, Community Centre or Neighbourhood House, Fitness Centre, Library, and Museum or Archives;
  - (b) Dwelling uses, limited to Dwelling Units in conjunction with any of the uses listed in this By-law;
  - (c) Institutional Uses, limited to Church and Social Service Centre;
  - (d) Manufacturing Uses, limited to Jewellery Manufacturing and Printing or Publishing;
  - (e) Office Uses;
  - (f) Retail Uses, limited to Farmers' Markets, Furniture or Appliance Store, Grocery or Drug Store, Liquor Store, Public Bike Share, Retail Store, Secondhand Store and Small-scale Pharmacy;

- (g) Service Uses, limited to Animal Clinic, Auction Hall, Barber Shop or Beauty Salon, Beauty and Wellness Centre, Catering Establishment, Laundromat or Dry Cleaning Establishment, Neighbourhood Public House, Photofinishing or Photography Studio, Print Shop, Repair Shop - Class A, Repair Shop - Class B, Restaurant, School - Arts or Self-Improvement, School - Business, School - Vocational or Trade, and Wedding Chapel;
- (h) Utility and Communication Uses, limited to Public Utility and Radiocommunication Station; and
- (i) Accessory Uses customarily ancillary to uses listed in this Section 2.2.

#### **Conditions of use**

- 3.1 No portion of the first storey of a building, to a depth of 10.7 m from the south wall of the building and extending across its full width, shall be used for residential purposes except for entrances to the residential portion.
- 3.2 All commercial uses permitted in the By-law shall be carried on wholly within a completely enclosed building except for:
  - (a) Farmers' Market;
  - (b) Neighbourhood Public House;
  - (c) Public Bike Share;
  - (d) Restaurant; and
  - (e) display of flowers, plants, fruits and vegetables in conjunction with a permitted use.

#### **Floor area and density**

- 4.1 Computation of the floor space ratio must assume that the site consists of 1,465 m<sup>2</sup>, being the site size at the time of application for the rezoning evidenced by this By-law prior to any dedications.
- 4.2 The floor space ratio for all uses must not exceed 3.44.
- 4.3 Computation of the floor area must include all floors, including earthen floor, above and below ground level, having a minimum ceiling height of 1.2 m, measured to the extreme outer limits of the building.

4.4 Computation of floor area must exclude:

- (a) open residential balconies or sun decks and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, except that:
  - (i) the total area of all such exclusions must not exceed 12% of the permitted floor area; and
  - (ii) the balconies must not be enclosed for the life of the building;
- (b) patios and roof gardens, if the Director of Planning first approves the design of sunroofs and walls;
- (c) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment or uses which in the opinion of the Director of Planning are similar to the foregoing, those floors or portions thereof so used, located at or below base surface, provided that the maximum exclusion for a parking space shall not exceed 7.3 m in length; and
- (d) all residential storage area above or below base surface, except that if the residential storage area above base surface exceeds  $3.7 \text{ m}^2$  per dwelling unit, there will be no exclusion for any of the residential storage area above base surface for that unit.

4.5 Computation of floor area may exclude amenity areas, except that the total exclusion for amenity areas must not exceed 10% of permitted floor area.

4.6 The use of floor area excluded under sections 4.4 and 4.5 must not include any use other than that which justified the exclusion.

#### **Building height**

5. Building height, measured from base surface, must not exceed 21.6 m.

#### **Horizontal angle of daylight**

- 6.1 Each habitable room must have at least one window on an exterior wall of a building.
- 6.2 The location of each such exterior window must allow a plane or planes extending from the window and formed by an angle of 50 degrees, or two angles with a sum of 70 degrees, to encounter no obstruction over a distance of 24.0 m.
- 6.3 Measurement of the plane or planes referred to in section 6.2 must be horizontally from the centre of the bottom of each window.

- 6.4 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.
- 6.5 An obstruction referred to in section 6.2 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 ( ).
- 6.6 A habitable room referred to in section 6.1 does not include:
- (a) A bathroom; or
  - (b) A kitchen whose floor area is the lesser of:
    - (i) 10% or less of the total floor area of the dwelling unit, or
    - (ii) 9.3 m<sup>2</sup>.

### **Acoustics**

7. 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.

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

\* \* \* \* \*

**585 West 41st Avenue (5688 Ash 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 Franci Architecture on behalf of Catalyst Community Developments Society and Oakridge Lutheran Church, and stamped "Received Planning Department, December 7, 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:

**Urban Design**

1. Design development to provide separate indoor and outdoor amenity spaces for the exclusive use of the residents (see Housing Policy and Projects conditions 12 and 13).
2. Design development to improve and reduce the scale of the building at the lane.

Note to Applicant: Some design possibilities might include change in the use of guardrail material, lowering the roof deck elevation, or adjusting the roof overhang of the roof deck area.

3. Design development to maintain high quality, durable materials for the proposal.

Note to Applicant: Cementitious panel systems, such as hardie panel, are discouraged.

4. Identification on the architectural and landscape drawings of any built features intended to create a bird friendly design;

Note to Applicant: Refer to the Bird Friendly Design Guidelines for examples of built features that may be applicable, and provide a design rationale for the features noted. For more information, see the guidelines at <http://former.vancouver.ca/commsvcs/guidelines/B021.pdf>.

### Crime Prevention through Environmental Design (CPTED)

5. Design development to respond to CPTED principles, having particular regard for:

- (i) theft in the underground parking;
- (ii) residential break and enter;
- (iii) mail theft; and
- (iv) mischief in alcoves and vandalism, such as graffiti.

### Landscape Design

6. In coordination with Engineering requirements for public realm treatment, refinements of the landscape plan to improve the pedestrian experience to the 41st Avenue and Ash Street frontages.

Note to Applicant: In a manner that is similar to the proposal, the pedestrian experience can be enhanced by providing trees on public and/or private property, wherever possible. Large areas of paving should be mitigated with the addition of soft landscaping. To add color and texture to the ground plane, provide special paving on private property.

7. Provision of a high efficiency irrigation system for all planted areas and individual hose bibs for the common amenity area.

Note to Applicant: Hose bib locations to be depicted on the plans. The irrigation design and installation system shall be in accordance with the Irrigation Industry of BC Standards and Guidelines.

8. Provision of new street trees adjacent to the development site, to be confirmed prior to the issuance of a building permit.

Note to Applicant: Contact Eileen Curran, Streets Engineering, ph: 604-871-6131 to confirm tree planting locations and Park Board, ph: 604-257-8587 for tree species selection and planting requirements. Provide a notation on the development permit landscape plan, "Final spacing, quantity and tree species to the satisfaction of the General Manager of Engineering Services. New trees must be of good standard, minimum 6cm caliper, and installed with approved root barriers, tree guards and appropriate soil. Root barriers shall be 8 feet long and 18 inches in depth. Planting depth of root ball must be below sidewalk grade. Call Park Board for inspection after tree planting completion."

## Sustainability

9. Provision of a Recycling and 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 and Reuse Plan for Green Demolition/Deconstruction should be provided at the time of development permit application.

10. Confirmation that the application is on track to meeting the Green Buildings Policy for Rezonings including a minimum of 63 points (LEED® Gold rating), with 1 point for water efficiency and stormwater management; or LEED Gold if using LEED for Homes midrise or another LEED Rating System and a 22% reduction in energy cost as compared to ASHRAE 90.1 2010, along with registration and application for certification of the project.

Note to Applicant: A Sustainable Design Strategy must submitted as part of the Development Permit that articulates which credits the applicant will be pursuing and how their building application, as submitted, incorporates strategies, features or technologies that will help achieve these credits. The strategy, along with the LEED checklist must be incorporated into the drawing submission. A letter from a LEED Accredited Professional or Administrator must confirm that the proposed strategy aligns with the applicable goals of the rezoning policy. Proof of registration from the CaGBC must be provided with the application and the project registration number incorporated into the drawings. Application for Certification will be required at a subsequent stage.

## Housing Policy and Projects

11. Provision of an Operations Management Plan to the satisfaction of the Chief Housing Officer or successor in function addressing building operations, a maintenance plan and operating budget with respect to the social housing units, and including provisions for the allocation of surplus rent revenues into other social housing projects within the City of Vancouver.
12. Design development to include a common residential outdoor amenity, ideally co-located with the indoor amenity space, which includes an area for children's play activity and to allow for a range of children's play activities for a range of ages.

Note to Applicant: Play equipment is not required for the children's play areas, but a soft surface play area and creative landscape/play features (such as balancing logs and boulders, sandbox, a small/tangible water stream or feature, creative motor-skills developing features etc.) which provide a myriad of creative play opportunities for a range of ages is encouraged.

13. Design development to include an indoor amenity room of at least 37 m<sup>2</sup> with kitchenette and storage closet and adjacent accessible washroom with baby change table, storage closet and a kitchenette for residents.

Note to Applicant: Direct physical and visual connection between the indoor and outdoor amenity areas is sought.

### **Engineering Services**

14. Provision of landscaping on Ash Street to the satisfaction of the General Manager of Engineering Services. Plantings are to meet the boulevard landscaping guidelines noted below and are to be located behind the city sidewalks, front boulevards are to be lawn only.
  - (i) All planting on street right-of-way is to be maintained by the adjacent property owner. If this is not acceptable please remove all planting on street right-of-way and replace with standard grass boulevard treatment.
  - (ii) All plant material within the same continuous planting area which is located on street right-of-way within 10 m, measured from the corner, of an intersection, pedestrian crossing, entrance to a driveway or other conflict areas where sightlines need to be maintained for safety reasons, shall not exceed a mature height of 0.6 m, measured from the sidewalk.
  - (iii) All plant material within the street right-of-way which are located outside of the areas described in item above shall not exceed 1m in height, measured from the sidewalk.
  - (iv) All plant material shall be planted in such a way that it does not encroach on the adjacent roadway, sidewalk, bike lane or lane typically through provision of a 1 ft. setback or lawn strip adjacent the planting areas.
15. Provision of an updated landscape plan to reflect the off-site requirements noted in the related rezoning application.
16. The proposed approach to site heating and cooling, developed in collaboration with the City and the City-designated NES Utility Provider, shall be provided prior to the issuance of any development permit, to the satisfaction of the General Manager of Engineering Services.
17. 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.

18. 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) unless otherwise approved by the General Manager of Engineering Services.
19. Provide for 21 m<sup>2</sup> of adequate and appropriate dedicated space to be utilized for an energy transfer station connecting the building(s) to the City-designated Neighbourhood Energy System, as outlined in the *Neighbourhood Energy Connectivity Standards Design Guidelines*, at development permit.
20. 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

#### CONDITIONS OF BY-LAW ENACTMENT

- (c) That, prior to enactment of the CD-1 By-law, the registered owner shall on terms and conditions satisfactory to the Director of Legal Services, the General Manager of Planning and Development Services, the General Manager of Engineering Services and the Approving Officer, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:
  1. Consolidation of Lots 1 and 2, Block 874, DL 526, Plan 8313 to create a single parcel.
  2. Provision of building setback and a surface Statutory Right-of-Way to achieve a 7.45 m (24.4 ft.) distance from the back of the existing curb to the building face on 41st Avenue. The setback from the curb line would allow for a 3.0 m bus zone, 2.0 m bike lane and 2.6 m sidewalk. A legal survey of the existing dimension from the back of the City curb to the existing property line is required to determine the final setback/SRW dimension.
  3. Provision of a Services Agreement to detail the on-site 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.

Note to Applicant: 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 adequate sewer (storm and sanitary) service to meet the demands of the project. The current application lacks the details to determine if sewer main upgrading is required. Please supply project details including floor area, projected fixture counts and other details as required by the City Engineer to determine if sewer 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 sewer system upgrading that may be required.
- (iii) Provision of a 1.8 m wide cast-in-place concrete sidewalk with saw cut joints on Ash Street from 41st Avenue to the lane north of 41st Avenue adjacent to the site.
- (iv) Provision of a standard concrete lane entry at the lane north of 41st Avenue on the east side of Ash Street including upgrading of the curb returns on both sides of the lane to meet current standards.
- (v) Provision of street trees adjacent the site where space permits.
- (vi) Provision of new or adjusted traffic regulatory signage adjacent the site to accommodate the proposed building uses.

4. 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.

5. 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), if and when the opportunity is available and in accordance with the City's Neighbourhood Energy Strategy and the Cambie Corridor Plan, that may include but are not limited to agreements which:
  - (i) Require buildings within the development to connect to the City-designated Neighbourhood Energy System at such time that a system becomes available;
  - (ii) Grant access to the mechanical system and thermal energy system-related infrastructure within the development for the purpose of enabling NES connection and operation; and
  - (iii) Grant use of and access to suitable space required for the purposes of an energy transfer station as established in the Neighbourhood Energy Connectivity Standards Design Guidelines, to the satisfaction of the General Manager of Engineering Services.

Notes to Applicant:

- Until a City-designated NES utility provider has been identified, 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 connections, unless otherwise approved by the General Manager of Engineering Services.
- The Development will be required to connect to a NES prior to occupancy if the General Manager of Engineering Services deems a connection is available and appropriate at the time of development permit issuance. If connection to a NES is not available at that time, the agreement will provide for future connection.
- 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 Policy and Projects

6. Subdivision by air space subdivision plan of the lands and new building prior to occupancy such that the 24 units on the third and fourth floors will be contained within one air space parcel, owned by Catalyst, and the 22 units on the fifth and sixth floor will be contained within another, owned by the Church. Those dwelling units shall be comprised of not less than 2,449 m<sup>2</sup> of gross floor area, and each air space parcel containing them will be subject to a Housing Agreement, for the life of the building or 60 years, whichever is longer, and to include registrable covenants in respect of all such units prohibiting

stratification, separate sales and rental for a term of less than one month at a time and securing a minimum of 30% of units to rent below rents that are affordable to households with an income of no more than the BC Housing Income Limits and meets all other applicable preconditions in order to comply with the exemption provisions for social housing in Section 523D(10)(d) of the *Vancouver Charter* and the *Vancouver Development Cost Levy By-law*, and securing the remaining 70% of units at rents that are at or below the maximum rents described in the *Vancouver Development Cost Levy By-law* for For-Profit Affordable Rental Housing. The proposed location of, and access and usage rights in respect of, the indoor and outdoor amenity spaces, as well as vehicle and bicycle parking and storage, in each case associated with the residential air space parcels, will be subject to review and approval by the Chief Housing Officer, or successor in function, and the Approving Officer.

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*.

## 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*.
  - (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.

\* \* \* \* \*

**585 West 41st Avenue (5688 Ash Street)**  
**DRAFT CONSEQUENTIAL AMENDMENTS**

**PARKING BY-LAW NO. 5059**

**Schedule C**  
**CD-1 District Parking Requirements**

<b>Address</b>	<b>By-law No.</b>	<b>CD-1 No.</b>	<b>Parking Requirements</b>
585 West 41st Avenue (5688 Ash Street)	(____)	(____)	<p>Parking, loading and bicycle spaces to be in accordance with by-law requirements, except that there must be:</p> <p>(a) one parking space for each 6 units of social housing is to be provided; and</p> <p>(b) 2 Class B loading spaces and 2 Class A loading spaces are required.</p>

**SIGN BY-LAW NO. 6510**

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

"585 West 41st Avenue (5688 Ash Street) [CD-1#] [By-law #] B (C-2)"

**SUBDIVISION BY-LAW NO.5208**

A consequential amendment is required to delete Lots 1 and 2, Block 874, District Lot 526, Plan 8313; PIDs 010-165-932 and 010-165-959 respectively from the RS-1 maps forming part of Schedule A of the Subdivision By-law.

**NOISE BY-LAW NO. 6555**

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

"[CD-1#] [By-law #] 585 West 41st Avenue (5688 Ash Street)"

\* \* \* \* \*

**585 West 41st Avenue (5688 Ash Street)**  
**ADDITIONAL INFORMATION**

**1. Urban Design Panel (March 9, 2016)**

**EVALUATION: SUPPORT (5-0)**

**Introduction:** Timothy Potter, Development Planner, introduced the project. It is a concurrent Rezoning and Development Application pursuant to the Cambie Corridor Plan (CCP) in the Oakridge Town Centre plan area. The proposal includes commercial space, a church, and secured social housing units. The development is on 41st Avenue at Ash Street at the existing Oakridge Lutheran Church site. The site is approximately 120 x 132 feet.

Section 4.4.3 of the CCP (41st Avenue - Willow to Columbia Streets) has an estimated density range of 2.0 to 2.5 FSR and building heights up to 8 storeys. The proposal is 3.44 FSR and approximately 70 ft. and 6 storeys.

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

1. The CCP and its design principles seek to provide:
  - (a) a consistent streetwall for mixed-use buildings (5 storeys with setback above); and
  - (b) a transition in scale to adjacent residential development (2 storeys at the lane).

In view of these principles, is the proposed massing supportable and is the transition in scale to adjacent neighbouring sites successful? Please also comment on the scale of the building immediately at the lane.

2. Is the presence and expression of the church use on the site successful? Does the panel have any other comments on the overall architectural expression of the building?
3. Please provide comments on the success of the Landscape design as it relates to:
  - (a) 41st Avenue and Ash Street treatments;
  - (b) Rooftop and amenity areas for residents and church members; and
  - (c) Incorporation of areas suitable for children to play.
4. Please comment and provide advice on the success of the proposed sustainability measures.

The existing church is not on the Vancouver Heritage Registry (VHR) however a statement of significance and evaluation found that it would be a "B"-listed building if added to the VHR. There will be a loss of trees are on the site. Engineering Services is seeking statutory right-of-way to achieve more space to accommodate the B-line stop and a possible bikeway enhancement. The setback from the lane is 4 feet.

**Applicant's Introductory Comments:** The applicants are full development partners with the church. Affordable housing and replacement of the church are key components of the project. The Oakridge Lutheran church has been on the site since 1956. They have been contemplating redevelopment for the past 8-10 years. Their objective is to maintain the church presence on the site and create a community gathering space and housing. They want the residents of the building and church members to share amenity spaces (indoor and outdoor). The church has long-term objectives to provide affordable housing and community space. Catalyst is a non-profit developer and co-owner whose objective is to build social housing on-site. They have been working with the city on various other social housing projects. The unit mix is proposed to be 30% at or below Housing Income Limit (HILs) rents and the balance of units at market rental rates with the objective over time to drive rents down and provide more affordable units. The retail at grade is a benefit to the neighbourhood. The church proposal will be represented and remembered in a recast format to honour the history of the site. The applicant worked with the church to preserve certain key heritage features. There were a lot of interior wood features that will be re-used in the new church space. Existing features such as doors, seating and paneling will be brought into the new building. Existing stone elements on the exterior will be incorporated into landscape, seating, and paving on site.

The applicant took cues from the site immediately west of the subject site and the future development that will occur at Oakridge. The Oakridge re-development anticipates tall towers that will also shadow the neighbouring buildings to the north. The proposed massing is stepped to improve the shadow performance to neighbouring sites to the north. Adjacent sites to the north are likely to have more intensive land use and massing than the existing single family zoning at present. As requested by the church congregation, the existing exterior glazing pattern of the church will be re-created in the proposed church space. After gathering feedback at open houses, the applicant has decided to allow residents of the housing component to have access to the church and amenity spaces.

The applicant will reclaim stone for site furnishings. The lane elevation will be treated with clinging vines to soften this edge. On the second floor, re-using some elements of the existing church, a screen is proposed with stain glass panels that will be enhanced by back-lighting. The planter walls at either end will be faced with the stone from the existing building. The project is targeting LEED Gold. Many points will be earned from energy performance. The landscape materials, indoor air quality, and proximity to major transit routes position the site to earn several site design points. The owners of the building, motivated to reduce operating costs through low energy consumption, are providing a high performance building envelope. For example, triple glazed windows are proposed to drive down energy use.

With respect to access to amenity spaces, the residents will have elevator access to the second floor shared spaces. A children's play area may need to be re-examined to ensure it can also be accessed by residents. The rooftop at level six does not have an outdoor area for the residents. The structure is a two-storey concrete frame with four stories of wood on top. The applicant is trying to avoid intensive use on the wood frame roof area to avoid the possibility of future envelope failures.

**Panel's consensus needing improvement:**

- Improve the transition to sites to the north;
- The scale of the lane elevation;

- Consider the future expression and legibility of the church as well as future signage;
- There should be room on the roof deck on level 2 for trees to mature;
- Paving patterns need to be developed;
- The durability of materials at the base of the retail space needs to be addressed; and
- The child's play area and its viability as a shared space needs to be worked out.

**Related Commentary:** The panel supported the massing and transition to adjacent sites, as well as the simple shape. The massing will offer good variety that is not overly articulated. The Social sustainability is very strong on the project. A panel member noticed this is a smaller and different site than the larger ones along 41st Avenue. The panel wondered if the building could be eight storeys since framing should not preclude an eight story height. It might transition better to other sites as a taller building. Currently the expression is a bit bulky on the north side. The expression is successful and the simple, box style of the massing is successful without the upper storey setback. The church expression is modern, which is pleasing. The panel felt the proposal is a handsome, modern way of incorporating a church with other uses.

Some panel members thought the relationship with the church is well handled but other panel members thought there should be more of a public face to the church. Churches are usually vertically expressed, particularly the current building at the site. It might be beneficial to incorporate the verticality of the entrance and at the front of the building bringing more verticality to the street. One panel member thought this might improve the public presence of the church. The plan to have a small cross in a corner seems out of scale and too understated. One panel member thought the setback at the shoulder is notable and acceptable. The retail at grade and the church above works well for the uses. Another panel member thought the expression of the church is commendable and the modesty and expression of it is reflective of the changing times of the institution. A few panel members thought that the biggest challenge of the proposal is the north massing. The form could be maintained if the glass guard rail is raised so that the glass band around it enhances privacy for neighbours. There are a lot of people looking north, so some panelists recommended 42 inch high guards to improve privacy to the north. There were mixed opinions about the sharing of the public spaces of the church with residents. There was some concern that the church may in the future, change the access to the common spaces for the residents. One panel member thought the location of the office near washrooms seems undesirable.

Overall the massing is well supported especially close to a major transit mode. The stepping down is good especially close to the corner. Triple glazing works with sound proofing. The panel encouraged triple glazing. The landscape treatment is standard, and has a good relationship with solids and voids and seems sustainable. The panel would like to see more design development of the paving patterns. The children's play area is not as welcoming or as usable as it could be. The joy of the building should continue on to the ground. It is good to have access for the residents and churchgoers for the children play space.

**Applicant's Response:** Gladly received and appreciated the panel's advice.

\* \* \* \* \*

**585 West 41st Avenue (5688 Ash Street)  
FORM OF DEVELOPMENT**



**Elevations**

**South (41st Avenue) Elevation**



West (Ash Street) Elevation



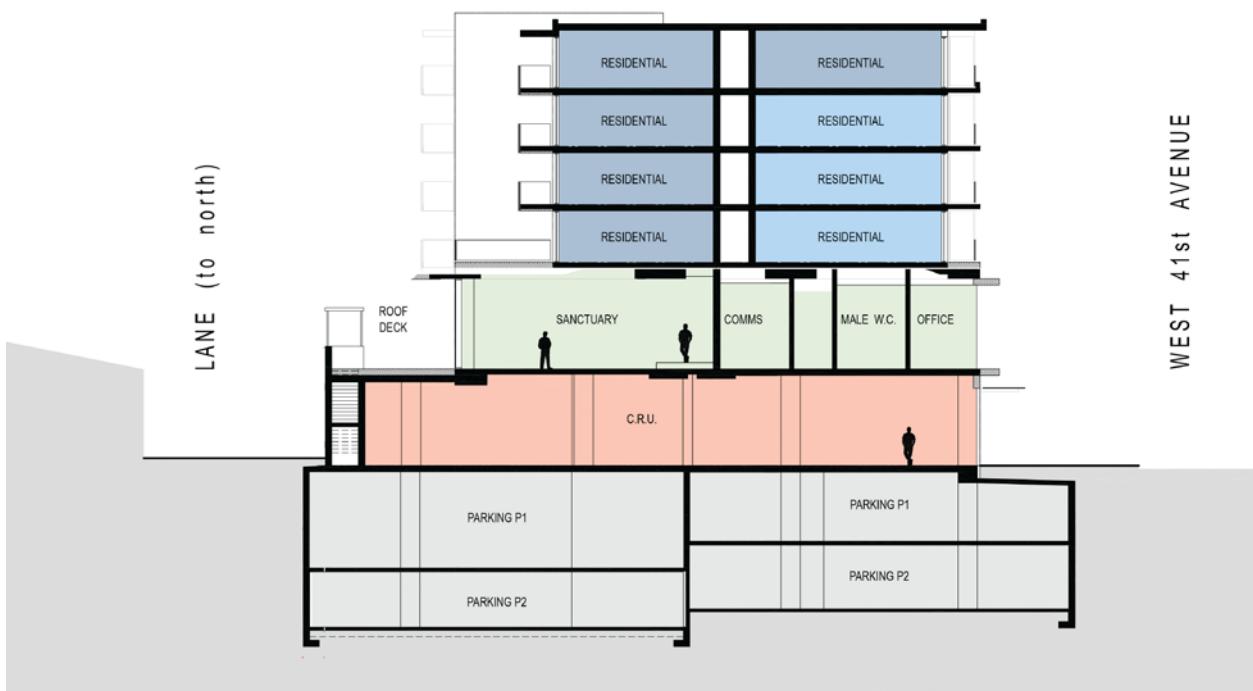
East Elevation



North (Rear Lane) Elevation



Section



**Perspective from Ash Street**



\* \* \* \* \*

**585 West 41st Avenue (5688 Ash Street)**  
**PUBLIC BENEFITS SUMMARY**

**Project Summary:**

Six-storey mixed-use development with commercial uses, church replacement and 46 units of social housing.

**Public Benefit Summary:**

The proposal would provide 46 social housing units with 22 units to be owned by Oakridge Lutheran Church and 24 units to be owned Catalyst Community Developments Society, all to be secured for 60 years or life of building.

	Current Zoning	Proposed Zoning
Zoning District	RS-1	CD-1
FSR (site area = 1,465 m <sup>2</sup> / 15,769 sq. ft.)	0.70	3.44
Floor Area (sq. ft.)	11,038	54,281
Land Use	Single-Family Residential	Mixed-Use

	Public Benefit Statistics	Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (City-wide)	34,107	117,328
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage (transfer of density receiver site)		
	Affordable Housing <sup>1</sup>		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
<b>TOTAL VALUE OF PUBLIC BENEFITS</b>		<b>34,107</b>	<b>117,328</b>

**Other Benefits (non-quantified components):**

- (1) 46 units of social housing secured for the longer of 60 years and the life of the building

\* DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification. For the City-Wide DCL, revenues are allocated into the following public benefit categories: Engineering (7%); Replacement Housing (30%); and Parks (63%).

\* \* \* \* \*

**585 West 41st Avenue (5688 Ash Street)  
APPLICANT AND PROPERTY INFORMATION**

**Applicant and Property Information**

Address	585 West 41st Avenue (5688 Ash Street)
Legal Descriptions	Lots 1 and 2, Block 874, District Lot 526, Plan 8313; PIDs 010-165-932 and 010-165-959 respectively
Developer	Catalyst Community Developments Society
Architect	Franci Architecture
Property Owner	Oakridge Lutheran Church

**Development Statistics**

	Development Permitted Under Existing Zoning	Proposed Development
ZONING	RS-1	CD-1
SITE AREA	1,465 m <sup>2</sup> (15,769 sq. ft.)	1,465 m <sup>2</sup> (15,769 sq. ft.)
USES	Single-Family Residential	Mixed-Use
FLOOR AREA	1,025 m <sup>2</sup> (11,038 sq. ft.)	5,043 m <sup>2</sup> (54,281 sq. ft.)
Floor Space Ratio (FSR)	0.70 FSR	3.44 FSR
HEIGHT	10.7 m (35 ft.)	21.6 m (71 ft.)
PARKING, LOADING AND BICYCLE SPACES	as per Parking By-law	as per Parking By-law

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