



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: September 6, 2016
Contact: Susan Haid
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VanRIMS No.: 08-2000-20
Meeting Date: September 20, 2016

TO: Vancouver City Council
FROM: Acting General Manager of Planning, Urban Design and Sustainability
SUBJECT: CD-1 Rezoning: 305 West 41st Avenue (Oakridge United Church)

RECOMMENDATION

A. THAT the application by ZGF Cotter Architects Inc., on behalf of the British Columbia Conference Property Development Council of the United Church of Canada, the registered owner, to rezone 305 West 41st Avenue [*Lots 12 to 14, Block 849, District Lot 526, Plan 7240; PIDs: 010-685-553, 010-685-588 and 010-685-600 respectively*] from RS-1 (One-Family Dwelling) District to CD-1 (Comprehensive Development) District, to increase the floor space ratio (FSR) from 0.70 to 2.91 and the height from 10.7 m (35 ft.) to 20.7 m (68 ft.) to permit the development of a six-storey mixed-use building with church use at grade and a total of 49 dwelling units, be referred to a Public Hearing together with:

- (i) plans prepared by ZGF Cotter Architects Inc., received on March 17, 2016;
- (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 Public Hearing.

B. 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.

- C. THAT Recommendations A and B be adopted on the following conditions:
- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City and 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 three tied lots located at 305 West 41st Avenue from RS-1 (One-Family Dwelling) District to CD-1 (Comprehensive Development) District, to permit the development of a six-storey mixed-use building with church use at grade and a total of 49 dwelling units over two levels of underground parking. The site is located in the Oakridge Town Centre neighbourhood of the *Cambie Corridor Plan*.

Staff have assessed the application and conclude that it generally meets the intent of the *Cambie Corridor Plan*. Staff supports the application, subject to design development and other conditions outlined in Appendix B. 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

Relevant Council Policies for this site include:

- Cambie Corridor Plan (2011)
- Green Building Policy for Rezoning (2010, last amended 2014)
- Vancouver Neighbourhood Energy Strategy (2012)
- Riley Park-South Cambie Community Vision (2005)
- Community Amenity Contributions Through Rezoning (1999, last amended 2016)
- High-Density Housing for Families with Children Guidelines (1992)
- Renewable City Strategy (2015)

REPORT

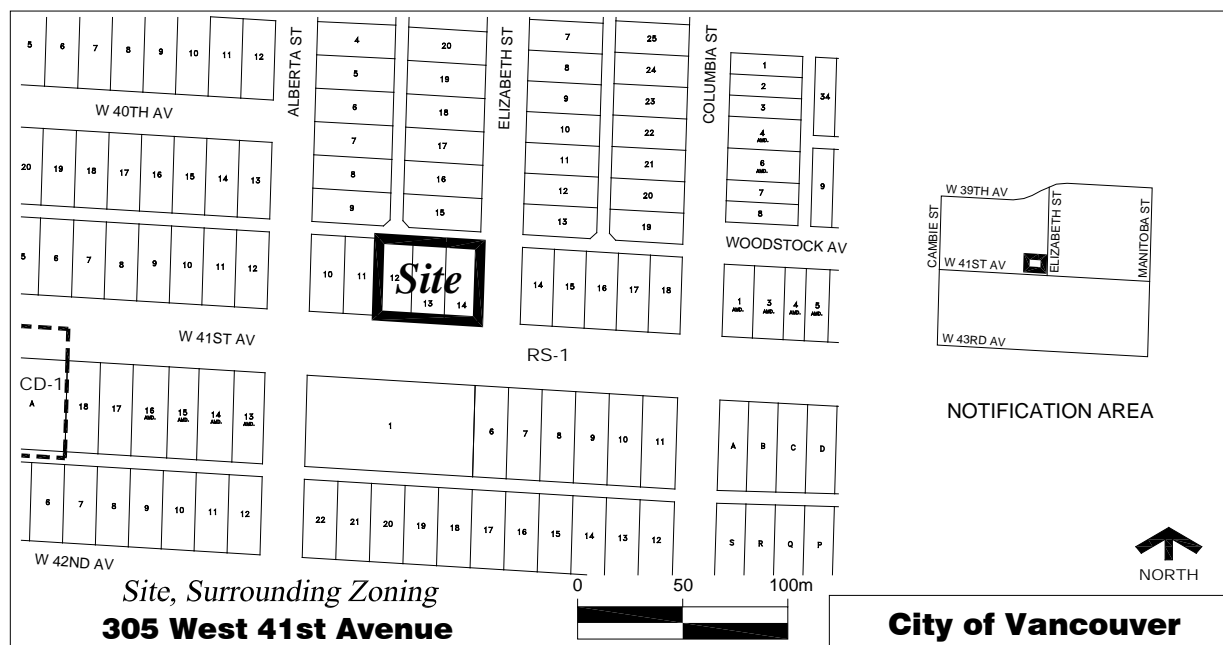
Background/Context

1. Site and Context

This 1,760 m² (18,945 sq. ft.) site is located at the northwest corner of 41st Avenue and Elizabeth Street (see Figure 1) and is comprised of three tied lots having 48.2 m (158 ft.) of frontage along 41st Avenue and 36.6 m (120 ft.) along Elizabeth Street.

The site is zoned RS-1 and is currently developed with the Oakridge United Church. The church was originally built in 1949 as the St. Giles United Church and had an addition in 1955. The applicant submitted a Statement of Significance that was reviewed by the Vancouver Heritage Commission, which evaluated the building to a “B” classification using the evaluation criteria for the Vancouver Heritage Register. Staff conclude that, in view of the large size of the existing building on the site and the need to replace the aging church with a more contemporary facility to meet congregation needs, retention of the existing structure would preclude the ability to reasonably develop the site as anticipated by the *Cambie Corridor Plan* for this area. Given this, it does not appear to be feasible to retain the existing heritage structure and meet other objectives of the *Cambie Corridor Plan* such as transit oriented development. However, the proposal includes 566 m² (6,091 sq. ft.) of replacement church space with access for public use (eg. community clubs) and incorporation of key architectural features such as stained glass elements to reflect the existing building character.

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



Along 41st Avenue are sites that can be developed under Phase 2 of the *Cambie Corridor Plan*. To the north, across the lane, are detached one-family dwellings that are included in the

planning for Phase 3 of the Cambie Corridor, currently underway. The main objective of Phase 3 is to enable ground-oriented housing such as townhouses as a transition from Phase 2 areas. The subject site is located one block east of Oakridge Centre and the crossroads of major arterials with bus service on 41st Avenue and Cambie Street, as well as the Oakridge-41st Avenue Canada Line Station.

2. Policy Context

In 2011 Council adopted Phase 2 of the *Cambie Corridor 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 upper levels stepped back above the fourth floor. A density range of 2.0-2.5 FSR is recommended in the *Plan*, but this is an estimated range and not a limit. Supportable density is based on site-specific urban design and public realm performance as it pertains to the site and its context.

The housing strategy in the *Cambie Corridor Plan* also calls for a minimum of 25% of the units to be suitable for families (two bedrooms or more). This application proposes that 30 of the 49 units be two or three bedroom units, achieving 61% of the total units as suitable for families. Although not required at the time the application was submitted, the proposal also meets the newly adopted 35% minimum for two or more bedroom units required by the *Family Room: Housing Mix Policy for Rezoning Projects* (July 2016). A condition of approval has been added in Appendix B to maintain the proposed unit mix as the project progresses.

Strategic Analysis

1. Proposal

The application proposes to rezone the site to enable one six-storey mixed-use building with church use at grade and a total of 49 dwelling units, thereby replacing the existing one-storey church (see Figures 2 and 3). The proposed dwelling units are located along the lane at the rear of the site and on the second through sixth floors. In total, the application proposes 49 dwelling units (19 one-bedrooms, 21 two-bedrooms and 9 three-bedrooms) with a total FSR of 2.91 and a building height of 20.7 m (68 ft.). Two levels of underground parking are proposed, accessed from the north lane with a total of 67 parking spaces, as well as, one Class B loading space and 61 bicycle parking spaces.

Figure 2 – Site Plan

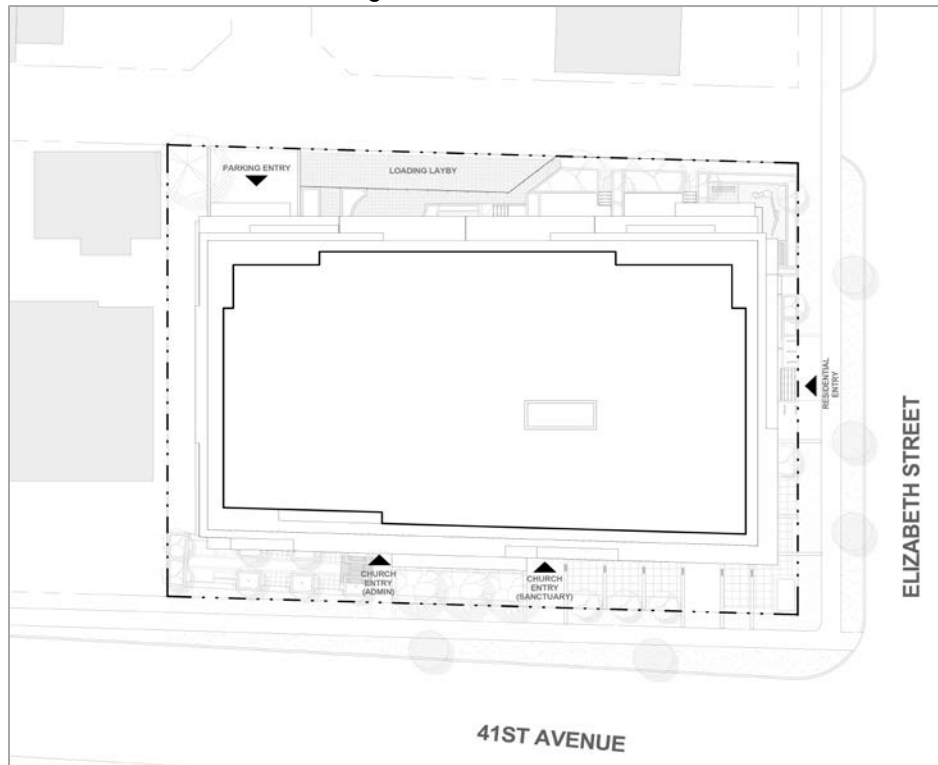


Figure 3 – Proposed Building



2. Land Use and Density

The proposed residential and church uses are consistent with the *Cambie Corridor Plan*. The plan indicates that supportable density on a site will be determined by analysis of site-

context and the urban design and public realm performance of the proposal. Staff have concluded that a density of 2.91 FSR is supportable for this site based on the proposed built form, setbacks and massing, and subject to the design conditions in Appendix B.

3. Form of Development (Refer to drawings in Appendix E)

The application proposes a single six-storey building on the site (see Figure 3). The building is generally consistent with the height, form of development guidelines, and setbacks prescribed in the *Cambie Corridor Plan*. The setback along 41st Avenue ranges from approximately 11 to 18 ft. which meets or exceeds the typical 12 ft. that is provided on a fronting street. The enhanced setback contains a garden, entries and space for parishioners to gather outside of the church sanctuary space. The proposed uses and open areas will provide a successful edge condition along 41st Avenue. At Elizabeth Street, the building setback ranges from approximately 10 to 13 ft. which is consistent with the Plan. Along the Elizabeth Street frontage, the residential entry, accessible ramp, and, towards the lane, the outside amenity space provide a good interface to the adjacent sidewalk. In terms of the massing, the upper levels (five and six) are stepped in from level four below according to the Plan. The building steps (front and back) are provided to reduce shadowing to adjacent sites, and to reduce the visual scale of the building.

The Urban Design Panel reviewed this project on two occasions (see Appendix D). The application was not supported at the first meeting on November 4, 2015. A revised application was submitted that included reductions to the depth of the building on levels two to six (inclusive) to reduce the mass and bulk of the building. The reduction to the massing also included a commensurate reduction in the proposed floor space ratio from 3.33 FSR to 2.91 FSR. At a second meeting on April 20, 2016, the Panel supported the application.

Staff conclude that the proposed form of development responds to the character intended for this area outlined in the *Cambie Corridor Plan*. Staff support the application subject to the design development conditions in Appendix B that will further improve and refine the building design. The proposal will also undergo further design development during the development permit review process.

4. Transportation and Parking

Vehicle and bicycle parking are provided within two levels of underground parking, accessed from the rear lane. The location of the ramp provides an opportunity for a future development on the adjacent property to the west to share this ramp. Sharing the ramp can provide efficiencies in garage design for later development and improves the lane environment by reducing the number of vehicular access points. Staff recommend that a shared access agreement and knockout panel be included in the proposed development to facilitate future adjacent development to reduce access points along the lane.

The applicant proposes 67 parking spaces, one Class B loading space and 61 bicycle parking spaces which would be provided in accordance with the Parking By-law. Engineering Services has reviewed the rezoning application and have no objections to the proposed rezoning provided that the applicant satisfies the rezoning conditions included in Appendix B.

5. Environmental Sustainability

The *Green Building Policy for Rezoning* (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® NC scorecard, which generally conforms to the *Green Buildings Policy for Rezoning*, 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 citywide greenhouse gas emissions by 33% or 1,110,000 tonnes of CO² 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. This approach is also supported by the City's *Renewable City Strategy* (2015).

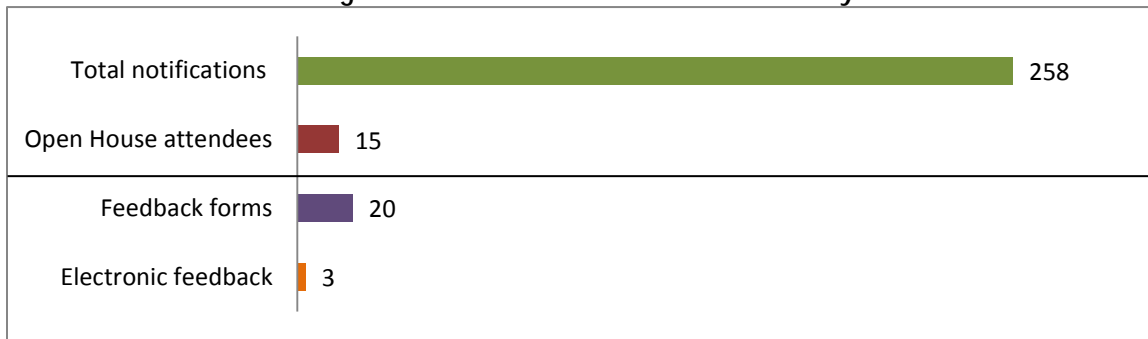
The *Cambie Corridor Plan* also requires a deconstruction plan for diverting demolition waste. A condition of rezoning in Appendix B requires a Recycling and Reuse Plan for Green Demolition/Deconstruction for the demolition of existing buildings on site to recycle/reuse at least 75% of demolition waste (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 October 22, 2015, at the Oakridge United Church, 305 West 41st Avenue. A total of 258 notifications were distributed within the neighbouring area on or about October 8, 2015. Staff, the applicant team, and a total of approximately 15 people attended the Open House.

Public Response and Comments – The City received a total of 23 responses regarding the rezoning application (see Figure 4). General support was indicated for the renewal of the church and addition of residential uses. Comments expressed concern regarding: the church redevelopment, increased traffic, excess density and lack of a replacement preschool. A detailed summary of public comments on this application is provided in Appendix D.

Figure 4 – Public Notification Summary



Riley Park/South Cambie Community Vision Steering Committee – The applicant team met with the RPSC Steering Committee during the application process. The Committee expressed concern with the redevelopment of this site, in particular the preservation of the architectural landmark and community asset, as well as the perspective of the application's lack of compatibility with the *Cambie Corridor Plan* in terms of density, design and the lack of affordable housing.

Response to Public Comments – With regard to preservation of the existing church, staff conclude that retention of the existing structure would preclude the ability to reasonably develop the site as anticipated by the *Cambie Corridor Plan*. It is recommended that the future design of the project include and incorporate salvaged and reclaimed materials from the church, along with seeking opportunities to re-purpose items into the proposed new church, should the rezoning be approved and progress to the development permit stage. Although the *Cambie Corridor Plan* calls for the increase of childcare spaces in the Corridor, retention of the existing preschool was deemed infeasible for the site. Community Amenity Contributions from this site and others in the Cambie Corridor will be directed towards strategically located childcare facilities built to meet the City's *Childcare Design and Technical Guidelines*.

The following design development conditions (Appendix B) are recommended in response to concerns raised through the application review process, including comments from the public and the Urban Design Panel, as well as staff input and direction:

- Further design to enhance and make notable the presence of the church; and
- Further design to the building massing and depth of the building to substantially reduce the bulky appearance of the building, particularly in the north-south dimension.

PUBLIC BENEFITS

This rezoning application, if approved, offers the following public benefits in response to City policies which address changes in land uses and density.

Public Benefits - Required by By-law or Policy

Development Cost Levies (DCLs) – Development Cost Levies collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and various engineering infrastructure. The proposed residential and commercial floor area are subject to the Citywide DCL rate which, as of September 30, 2016, will be \$149.73 per m² (\$13.91 per sq. ft.). Based on the proposed residential floor area of 4,560 m² (49,084 sq. ft.), a DCL of approximately \$682,758 is anticipated.

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 DCL rate increases for a period of 12 months from the date of 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 By-law rate will apply. See the City's [DCL Bulletin](#) for details on DCL rate protection.

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 \$84,726, based on a floor area of 566 m² (6,091 sq. ft.).

Public Art Program – The *Public Art Policy for Rezoned Developments* requires all newly rezoned developments having a floor area of 9,290 m² (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

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

For sites within the Cambie Corridor, the *Cambie Corridor Plan* public benefits strategy provides direction for CAC allocations. Through July 2016, approximately \$285.5 million has been secured through approved rezonings under the Cambie Corridor Plan. These CACs have been allocated as per Figure 5.

As this application is for a mixed-use building, it is subject to a site-specific negotiated approach rather than the target rate applicable in other parts of the Cambie Corridor. The applicant has offered a cash CAC of \$2,300,000. Real Estate Services staff have reviewed the applicants' development proforma and concluded that the CAC offered is appropriate and recommend that the offer be accepted.

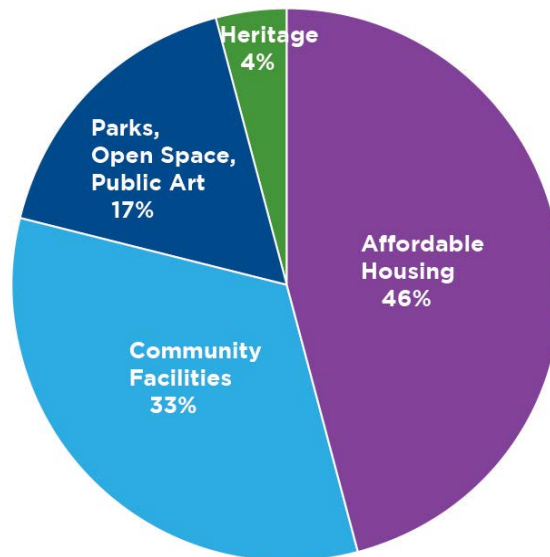
Staff recommend that the cash CAC be allocated to the following identified community needs:

- \$1,150,000 (50% of total CAC package) to the Affordable Housing Reserve to increase the City's affordable housing supply in and around the Cambie Corridor Plan area; and
- \$920,000 (40% of total CAC package) to childcare and community facilities in and around the Cambie Corridor Plan area
- \$230,000 (10% of the total CAC package) to the Heritage Conservation Reserve to enable heritage conservation in the City of Vancouver.

The above recommended allocations are consistent with the Interim Public Benefits Strategy included in the *Cambie Corridor Plan*. A detailed Public Benefits Strategy will be developed for the Cambie Corridor as part of the planning for Phase 3.

See Appendix F for a summary of the public benefits that would be achieved should this application be approved.

Figure 5 – Cambie Corridor CAC Allocations by Percentage



CACs secured since Cambie Corridor Plan approval (updated to July 2016)*

- \$285.5 million (excludes unallocated CACs)
 - 46% Affordable Housing (\$131.7M)
 - 33% Community Facilities (civic facilities, childcare) (\$95M)
 - 17% parks, open space and public art (\$47.1M)
 - 4% heritage (\$11.7M)
- 701 secured market rental housing units
- 194 seniors supportive housing units
- 290 social housing units
- Approximately 50% of all secured housing units are family units (two or more bedrooms)

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

FINANCIAL IMPLICATIONS

As noted in the section on Public Benefits, the applicant has offered a cash CAC of \$2.3 million to be allocated as follows:

- \$1,150,000 (50% of CAC) to the Affordable Housing Reserve to increase the City's affordable housing supply in and around the Cambie Corridor Plan area;
- \$920,000 (40% of CAC) to childcare and community facilities in and around the Cambie Corridor Plan area; and
- \$230,000 (10% of CAC) to the Heritage Conservation Reserve to enable heritage conservation in the City of Vancouver.

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

The site is within the Citywide DCL District. It is anticipated that the project will generate approximately \$682,758 in DCLs on the residential portion. The church use portion is exempt from DCLs and the value of the exemption is approximately \$84,726.

CONCLUSION

The proposed rezoning includes a six-storey mixed use building with a church at grade and a total of 49 dwelling units thereby enabling access to a greater diversity of housing, with a replacement of the church facilitating gathering space.

The assessment of this rezoning application has concluded that the proposed form of development is an appropriate urban design response to the site and its context, and that the application is consistent with the *Cambie Corridor Plan* with regard to land use, density, height and form.

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 D, be approved in principle, subject to the applicant fulfilling the conditions of approval in Appendix B.

* * * * *

305 West 41st Avenue (Oakridge United Church)
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) Dwelling Uses, limited to Dwelling Units in conjunction with any of the uses listed in this By-law;
 - (b) Institutional Uses, limited to Church; and
 - (c) Accessory Uses customarily ancillary to uses listed in this Section 2.2.

Conditions of use

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

Floor area and density

- 4.1 Computation of the floor space ratio must assume that the site consists of 1,760 m², 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 2.91.
- 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 residential floor area being provided; 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 m² 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 20.7 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 m².

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.

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

* * * * *

305 West 41st Avenue (Oakridge United Church)
PROPOSED CONDITIONS OF APPROVAL

Note: Recommended approval conditions will be prepared generally in accordance with the draft conditions listed below, subject to change and refinement prior to finalization of the agenda for 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 ZGF Cotter Architects Inc., on behalf of the BC Conference Property Development Council of the United Church of Canada Inc. and Townline Homes Inc., and stamped "Received Planning Department, March 17, 2016", 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 of the church design to include or incorporate the following:
 - (i) design details of salvaged and reclaimed materials from the existing church and indicate on the plans for the proposed church space; and
 - (ii) design details of re-purposed items, such as leaded windows and hanging lanterns, and indicate on the plans for the proposed church, or outside space.

Note to Applicant: In view of the significance of the existing church, confirmation of the extent of reclaimed and re-purposed items is required to ensure they are incorporated into the proposed drawings.

- 2. Design development of the church, and its architecture to be substantially improved to enhance and make notable the presence of the church.

Note to Applicant: The current design of the south elevation expresses the church only at the sanctuary and fellowship hall. The entire area of the church, including the administrative areas, should be expressed in the elevation. The idea for the bell tower, a significant element of the existing church, has been lost. Reconsidering the design idea is strongly encouraged in order to strengthen the identity of the church and how it is expressed through the architecture.

3. Design development of the building massing and depth of the building to substantially reduce the bulky appearance of the building, particularly in the north-south dimension.

Note to Applicant: This is to improve the urban design performance of the project, the transition of scale to adjacent neighbouring sites, and shadow performance, to be compatible with adjacent sites. The revisions of the design may include optimizing the floor plans, reducing roof projections or balconies, or similar considerations to reduce the perceived bulk of the building.

4. Design development of the overall project to maintain the use of high-quality materials through all subsequent phases of approval.

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. Design development to provide a more conservative tree removal strategy, by enabling the safe retention and protection of a minimum of one healthy existing tree, i.e. Tree #102 referenced on the Arborist Report as a European Ash is in good condition.

Note to Applicant: The current scheme proposes the removal of all twelve site trees. This is in conflict with Council mandate for retention and protection of as many healthy trees as possible, while still allowing for a viable development. The retention of Tree #102, as a minimum requirement, will require revisions to the underground parking and building footprint, to allow sufficient clearance for the Critical Root Zone of this tree.

7. Design development to the common outdoor spaces, to achieve the following:
 - (i) better connection between the formal passive seating area and the children's play area;
 - (ii) increase in children's play area, in order to provide a more active and viable space;
 - (iii) access to sunny areas for all outdoor spaces;

- (iv) ensure a visual connection exists between indoor amenity area and children's play area; and
 - (v) location of outdoor spaces to be away from conflicting loading zone.
8. Design development to expand programming to include urban agriculture plots in common spaces for resident use.

Note to Applicant: This should be designed to adhere to Council's *Urban Agriculture Guidelines for the Private Realm* and should provide maximum solar exposure, universal accessibility and provided with amenities such as raised beds, water for irrigation, potting bench, tool storage and composting.

9. Design development to grades, retaining walls, walkways and structural design, such as underground parking, to maximize soil volumes (exceed BCLNA Landscape Standard) to accommodate new and existing trees and landscaping.

Note to Applicant: Wherever possible, take advantage of natural soils and the water table by locating new trees at grade beyond the edge of the underground slab. To avoid raised planters above grade, angle the corner of the underground slab downward (1 m across and 1.2 m) to maximize contiguous soil volumes. Planted landscapes on slab should be designed to maximize soil depths by lowering the slab, wherever possible, or providing tree wells, if necessary.

10. Design development to location of utilities.

Note to Applicant: Avoid the awkward placement of utilities (pad mounted transformers, "Vista" junctions, underground venting) visible to the public realm. Where utilities must be located near a street or sidewalk, a secondary circulation route is the preferred location. Every effort should be made to integrate utility access into structures and behind lockable, decorative gates or screened with landscaping.

11. Design development to ensure locations of hydro kiosk in areas screened by soft landscape, or in internal mechanical room. Any other emergency generators, transformers or gas meters to be located, integrated, and fully screened in a manner which minimizes their impact on the architectural expression, open space and public realm.

12. Provision of further arboricultural information, as follows:

- (i) A Letter of Assurance for arborist supervision during any excavation into the Critical Root Zones of retained trees, or any work in proximity to retained trees which may cause root damage to retained trees. The letter should be signed and dated by arborist, owner and contractor.
- (ii) An updated arborist report, to discuss in detail methods of safe protection, for retained trees, in context of proposed footprint, grades and other site constraints. Report to include a scaled and dimensioned

tree protection plan and Critical Root Zones. Confirmation of safe tree protection is required.

13. Consideration to explore design options that respect the *Bird Friendly Design Guidelines*.

Note to Applicant: Please refer to the following documents:

<http://council.vancouver.ca/20150120/documents/rr1attachmentB.pdf>
<http://council.vancouver.ca/20150120/documents/rr1attachmentC.pdf>

14. Provision of a pedestrian friendly experience at the lane edges by the use of down lighting and more substantial planting at grade.

Note to Applicant: The lane edge planting should be protected from vehicles by an 8 in. high curb.

15. Provision of maximized tree growing medium and planting depths for tree and shrub planters to ensure long term viability of the landscape.

Note to Applicant: Underground parking slabs and retaining walls may need to be altered to provide adequate depth and continuous soil volumes. Growing mediums and planting depths should be to BCSLA standards or better.

16. Provision of improved sustainability by the provision of edible plants, in addition to urban agriculture plots.

Note to Applicant: Edible plants can be used as ornamentals as part of the landscape design. Shared gardening areas should reference and be designed to adhere to Council's Urban Agriculture Guidelines for the Private Realm and should provide maximum solar exposure, universal accessibility and provided with amenities such as, raised beds, water for irrigation, potting bench, tool storage and composting.

17. At time of development permit application:

- (i) Provision of a full Landscape Plan for proposed landscape to be submitted. The Landscape Plan should illustrate proposed plant materials (with common and botanical names, plant sizes and quantities), paving, walls, railings, light fixtures, site grading and other landscape features. Plant material should be listed in a Plant List that is clearly keyed to the Landscape Plan. The Landscape Plan should be a minimum 1:100 or 1/8" scale.
- (ii) Provision of section details at a minimum scale of 1/4"=1'-0" scale to illustrate typical proposed landscape elements including planters on structures, benches, fences, gates, arbours and trellises, and other features. Planter section details must confirm depth of proposed planting on structures is deep enough to accommodate rootballs of proposed trees well into the future.

- (iii) Provision of sections (1/4"=1' or 1:50) illustrating the buildings to public realm interface facing the street, confirming a delineated private to public transition of spaces.

Note to Applicant: The section should include the building façade, as well as any steps, retaining walls, guardrails, fences and planters. The location of the underground parking slab should be included in the section.

- (iv) Design development to locate, integrate and fully screen lane edge gas meters and parking garage vents in a manner which minimizes their impact on the architectural expression and the project's open space and public realm.
- (v) New proposed street trees should be noted "Final species, quantity and spacing to the approval of City Engineer and Park Board". Contact Eileen Curran (604-871-6131) of Engineering Streets Division regarding street tree spacing and quantity. Contact Cabot Lyford (604-257-8587) of Park Board regarding tree species.
- (vi) A high-efficiency automatic irrigation system to be provided for all planters on parkade slab and minimum of hose bibs to be provided for landscape on grade;
- (vii) Provision of Landscape Lighting Plan to be provided for security purposes.

Note to Applicant: Lighting details can be added to the landscape drawings and all existing light poles should be shown.
- (viii) Trellis and vines to be provided over the underground garage access ramp.

Sustainability

- 18. Provision of 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).

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

- 19. Confirmation that the application is on track to meeting the Green Buildings Policy for Rezoning 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 be 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

20. The proposed unit mix, including 19 one-bedroom units (39%), 21 two-bedroom units (43%) and 9 three-bedroom units (18%), is to be included in the Development Permit drawings.

Note to Applicant: Any changes in the unit mix from the rezoning application may only be varied under the discretion of the Director of Planning or Development Permit Board provided that it does not go lower than 25% of the dwelling units designed to be suitable for families with children.

21. Design development to ensure that a minimum of 25% of the proposed market strata units are designed to be suitable for families with children, including some three bedroom units.

Engineering Services

22. Provision of an updated Transportation Study (Bunt & Associates, April 8, 2015) to reflect changes made to the location of the parking ramp and loading space. Revise the maneuvering shown for the Class B loading space. Ensure that all parking numbers and Class A bicycle spaces are updated as this report does not reflect the numbers in the tech table included in the architectural drawings. The description of the intersection of Elizabeth Street and 41st Avenue on Page 10 should read 'UNSIGNALIZED'.
23. Provision of garbage and recycling facilities for the church, daycare and residential units. Please refer to the garbage and recycling guidelines for space and bin allocation recommendations.
24. Compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services.

Note to Applicant: The following items are required to meet provisions of the parking by-law and the parking and loading design supplement:

- (i) Provision of design elevations on both sides of the parking ramp at all breakpoints, both sides of the loading bay, and at all entrances.

Note to Applicant: This is to calculate the slope and crossfall.

- (ii) Provision of consistent drawings showing the Class B loading space.

Note to Applicant: The location of the Class B loading space and configuration of the stairs within the building are different on drawing A2.03 and L1.

- (iii) Provision minimum vertical clearance for the main ramp, security gates, and loading bays.

Note to Applicant: A section drawing is required showing elevations, and vertical clearances. The minimum vertical clearance should be noted on plans. 2.3 m of vertical clearance is required for access and maneuvering to all disability spaces. 3.8 m of vertical clearance is required for Class B loading spaces and maneuvering.

- (iv) Provision of an improved plan showing the access route from the Class A bicycle spaces to reach the outside.

Note to Applicant: The route must be 'stairs free' and confirm the use of the parking ramp, if required.

- (v) Provision of automatic door openers on the doors providing access to the bicycle room(s) and note on plans.

- (vi) Relocate the Class B bicycle parking on drawing L2 for the bikes using the rack to be clear of the residential entrance.

Note to Applicant: Consider shifting the Class B bicycle spaces by the entrance further north. Drawing A2.03 notes 12 bicycle spaces but only 6 are shown on drawing L2.

Note to Applicant: If additional columns are required within the parking levels, ensure that they comply with the requirements of the Engineering Parking and Loading Design Supplement. No columns are shown for the N-S stalls on P1 and P2.

Note to Applicant: As parking or pick-up/drop-off will not be available on 41st Avenue, consider removing the sidewalk off the lane and providing a lay-by on private property for passenger pick-up and drop-off.

- 25. 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.

26. 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.

27. Building-scale space heating and ventilation make-up air shall be provided by hydronic systems without electric resistance heat or distributed heat generating equipment (including but not limited to gas fired make-up air heaters, heat producing fireplaces, distributed heat pumps, etc.) unless otherwise approved by the General Manager of Engineering Services.
28. Provide for 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.
29. 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.
30. Delete proposed trees/shrubs shown in the back boulevard on the site plan.
31. Update the landscape and site plans to reflect the street improvements proposed for this rezoning application.

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:

Engineering Services

1. Consolidation of Lots 12 to 14, Block 849, District Lot 526, Plan 7240 to create a single parcel.

2. Provision of building setback and a surface Statutory Right-of-Way (SRW) to achieve a 4.8 meter distance from the back of the City curb to the building face. 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.

Note: The width of the SRW will vary due to the curb alignment.

3. Arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for provision of a shared access agreement between the development site and the adjacent property at 325 West 41st Avenue (Lot 11, Block 849, DL 526, Plan 7240) to secure access to underground parking within the future development on Lot 11.

Note to Applicant: Provision of knockout panels, grading details and aisle widths that comply with the Parking and Loading Design Supplement are required.

4. 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) Confirmation that the site run-off and post development flows will not increase beyond existing run-off and flows. Should confirmation not be achievable then upgrading of the City sewer system (storm and sanitary) will be required to the extent that the downstream sewer system can handle the post run-off and flows.

- (ii) Provision of street re-construction adjacent to the site on 41st Avenue including the following:

- a. new curb and gutter,
- b. adjusted, relocating or installed catch basins where required,
- c. 8'-3" raised asphalt protected bike lane,
- d. Grass boulevard with street trees,
- e. 7'-0" CIP concrete sidewalk with saw cut joints,
- f. Re-location or replacement of existing street trees as required to the satisfaction of the GM of Parks and Recreation to achieve the improvements noted above.

Note to Applicant: geometric design concept to be provided by the City.

- (iii) Provision of LED street lighting and LED pedestrian scale lighting adjacent the site.

- (iv) Provision of a 6'-0" CIP concrete sidewalk on Elizabeth Street adjacent the site.
 - (v) Provision of standard curb ramps at the northwest corner of 41st Avenue and Elizabeth Street including reconstruction of the curb return.
 - (vi) Provision of a standard concrete lane crossing and new curb returns on both sides of the lane entry at the lane north of 41st Avenue on the west side of Elizabeth Street.
 - (vii) Provision of street trees adjacent to the site where space permits.
 - (viii) Provision of adequate water service to meet the fire flow demands of the project. The current application lacks the details to determine if water main upgrading is required. Please supply project details including projected fire flow demands as determined by the applicant's mechanical consultant to determine if water system upgrading is required. Should upgrading be necessary then arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required to secure payment for the upgrading. The developer is responsible for 100% of any water system upgrading that may be required.
5. 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.
6. 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, to the satisfaction of the General Manager of Engineering Services.

Note to Applicant:

- a. 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.
- b. 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.
- c. 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.

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.

Community Amenity Contribution

8. Pay to the City a Community Amenity Contribution of \$2,300,000 which the applicant has offered to the City. Payment is to be made prior to enactment of the CD-1 By-law, at no cost to the City and on terms and conditions satisfactory to the Director of Legal Services. The \$2,300,000 is to be allocated as follows:
- (i) \$1,150,000 to the Affordable Housing Reserve to increase the City's affordable housing supply in and around the Cambie Corridor Plan area;
 - (ii) \$920,000 towards childcare facilities serving the community in and around the Cambie Corridor Plan area; and
 - (iii) \$230,000 towards the Heritage Conservation Reserve to increase heritage conservation in the City of Vancouver.

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

The preceding agreements are to be registered in the appropriate Land Title Office, with priority over such other liens, charges and encumbrances affecting the subject site as is considered advisable by the Director of Legal Services, and otherwise to the satisfaction of the Director of Legal Services prior to enactment of the By-law and at no cost to the City.

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

* * * * *

305 West 41st Avenue (Oakridge United Church)
DRAFT CONSEQUENTIAL AMENDMENTS

SUBDIVISION BY-LAW NO.5208

A consequential amendment is required to delete Lots 12 to 14, Block 849, District Lot 526, Plan 7240; PIDs 010-685-533, 010-685-588 and 010-685-600 respectively from the RS-1 maps forming part of Schedule A of the Subdivision By-law.

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305 West 41st Avenue (Oakridge United Church)
ADDITIONAL INFORMATION

1. Urban Design Panel

The Urban Design Panel reviewed the initial application on November 4, 2015 and did not support the application (0-9). The revised application was presented to the Urban Design Panel on April 20, 2016, and the Panel gave its support (4-2).

November 4, 2015

EVALUATION: NON-SUPPORT (0-9)

Introduction: The site for this rezoning application is comprised of a single parcel on 41st Avenue, a block and a half east of Cambie Street. The proposal is being considered under the Cambie Corridor Plan which contemplates residential buildings in this area up to six-storeys with an estimated density range of 2.0 to 2.5 FSR.

The site currently is home to the Oakridge United Church which is included on the ground floor of this proposal. It is located in close proximity to Oakridge Mall and the Oakridge-41st Avenue Canada Line Station. Along 41st Avenue are single-family properties that could be rezoned under Phase 2 of the Cambie Corridor Plan. To the north are single-family properties that will be included in Phase 3 of Cambie Corridor.

This rezoning application proposes to rezone the site from RS-1 to CD-1 to allow development of a six-storey mixed-use building with church use at grade, all over two levels of underground parking with a maximum building height of 67 ft. The proposal includes 58 dwelling units at an FSR of 3.33.

Parking allowance is for 66 spaces, and bicycle parking is for 79 Class A and 6 Class B spaces.

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

1. Is the interface to the neighbouring sites across the lane supportable in terms of:
 - a. Visual scale and transition of scale to adjacent sites;
 - b. Proposed depth of building; and
 - c. Shadow performance.
2. Please comment on the success of expression of the building in term of:
 - a. Addressing a corner condition; and
 - b. Expression of the Church use and its architecture.
3. Please comment on the success of the landscape design with respect to:
 - a. Interface to public realm; and
 - b. Creation of outside spaces for the use of residents and/or church parishioners.
4. Is the proposed form of development, massing and density on this site supportable?

Applicant's Introductory Comments: The applicant team introduced the project by stating that, like many inner-city churches, the congregation is becoming smaller and smaller over time. This proposal is trying to retain the church in proportion to this, but reshape it to respond to the neighbourhood and to be financially secure and viable in the longer term. The density proposed is a response to this and is a reflection of the formula that allows those two components to work together.

The challenge is to position the building on the site and articulate it in a way that allows the density to integrate into the neighbourhood. In order to mitigate some of the building mass, a horizontal expression has been introduced to allow the building to spread out on the site. The hope is to create a balance between the church and residential components of the building, without either one overwhelming the other.

The series of fins are designed to create the impression of the building stepping back and control how the mass is viewed horizontally. Additional perpendicular panels create the appearance of a solid ground-plane, with the intention of using an aesthetically pleasing pattern to bring in a reflection of the history of the existing building. On the flanking side the panels have more of a mass appearance, dematerialize the mass of the building from a perpendicular viewpoint. This allows activity from the space to be broadcast out to the street.

The original landmark bell tower on the site has been removed, and a void exists to memorialize the absence of that element. The fins on the building rise up on that corner to create a new landmark. As the design develops additional opportunities will be sought for identifying ways to link to the history of the site.

The stained glass windows facing Elizabeth Street are to be retained. The church has a very gothic expression which may conflict with some of the contemporary elements. Wrapping the church with these fins allows us to subdue this shape of the element, while still having it present.

Landscaping is used to reinforce and celebrate the entry of the church on 41st Avenue, and make it pedestrian friendly. A commemorative garden at the corner of Elizabeth Street and 41st Avenue will be redeveloped, and expanded into a plaza. A commemorative plaque and a trellis gateway will be incorporated into this.

The entry from Elizabeth Street will be enhanced to create an indoor/outdoor room, with the entry framed by canopy trees and incorporating an entry plaza. The townhouses on Elizabeth St. will be setback with outdoor patios with street frontages, large enough to allow for furniture. Landscaping will provide separation between the semi-private and public realms, and provide greenery along the ground plane.

The church will have an outdoor, plaza-like space for communal gatherings along the north edge of the building. It will be available to both the church and residents, and also functions as a loading area.

Panel's Consensus on Key Aspects Needing Improvement:

- The contextual fit, transition and design are not supportable;
- The floorplate is too deep;
- The shadow performance is problematic;
- Design development to better express the church and separate it from the residential portion - pulling back the building in the north and south might help with this;
- Using the loading bay as a public open space is not supportable;
- Separate amenities are needed for the church and residential portions, and quieter spaces should not be located on 41st Avenue;
- There is not enough outdoor space;
- The step-down of the townhouses is not supportable for entry;
- Form of development is too big, deep, and high - the proposed density is not supportable; and
- Design or technical solutions are needed to address thermal bridging.

Related Commentary: The Panel agreed that the project was not supportable at this stage as massing, density and form need more attention and further development. Aside from one comment supporting the transition, the Panel agreed that the transition, depth and shadow performance required further work. Design development was suggested to lower the building height and mitigate mass along the lane. It was commented that there was too much bulk over the church, and that pulling back from the second floor along 41st Avenue could make the church more prominent.

The floorplate depth at the residential levels will create challenges for the unit layouts as units can only be laid out with so much depth. Speaking to the scale of the building, it was commented that it felt more commercial than residential.

Generally it was felt that the Church and residential portions should have separate massing, with the two elements expressed boldly instead of subtlety. It was commented that the layering of church and market housing was incompatible and inappropriate. One panel member thought that the ambiguity of church and residential character may be supportable as churches are becoming more communal.

In regards to the corner condition, some panel members thought that the fins were one of the more interesting aspects of the project but it was also suggested that this area needed more development.

It was commented that the project has the potential to be a good looking building, and could be very elegant and add variety to the streetscape.

The project lacked a legible interface to the public realm; the church entry is small and should have more prominence. It could also better engage the sidewalk by incorporating patios or something similar.

There was Panel consensus about the project was lacking in open space and amenity. It was commented that the loading bay is not residential open space, and that the outdoor amenity has the potential to create conflict between the residents and the church. There needs to be separation of amenity uses. It was also suggested that the plaza is too small and that the

location of the church sanctuary on the corner of 41st Avenue is inappropriate as a quiet location.

Applicant's Response: The applicant team noted that integrating the proposed densities is challenging given the context of the site. The Panel's comments were appreciated and understood, and will be considered meaningfully and carefully.

April 20, 2016

EVALUATION: SUPPORT (4-2)

Introduction: Cynthia Lau introduced the rezoning application located on W 41st Avenue, a block and a half east of Cambie Street. The proposal is being reviewed under the Cambie Corridor Plan (CCP) which can consider residential buildings in this area up to six storeys with an estimated density range of 2.0 to 2.5 FSR.

The site is a single parcel located in close proximity to Oakridge Mall and the Oakridge-41st Avenue Canada Line Station. Along 41st Avenue are single-family properties that can be rezoned under Phase 2 of the CCP. To the north of the site are single-family properties that will be included in Phase 3 of Cambie Corridor.

This application seeks to rezone the site from RS-1 to CD-1 to allow the development of a six-storey mixed-use building with church use at grade, over two levels of underground parking. The previous proposal reviewed by the Panel (in Nov 2015) was comprised of 58 dwelling units and a floor space ratio (FSR) of 3.33. The revised proposal is comprised of 49 dwelling units, an FSR of 2.91, and a maximum building height of 67 ft.

Timothy Potter continued with the presentation by noting that the site currently is home to the Oakridge United Church, and that the site is in the Oakridge Town Centre area of the CCP. The site is irregularly shaped and is 158 ft. wide and 120 ft. deep.

The proposal is a replacement facility for the church combined with a market residential component. Parking is located below grade. The proposed density has been reduced from 3.3 FSR to 2.91 FSR. The building depth was also reduced from when the project was last reviewed in November.

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

1. Have the panel's comments been satisfactorily addressed?
2. Please comment on the success of expression of the building in term of the expression of the Church use and its architecture.
3. Is the proposed form of development, massing and density on this site supportable?

Previous panel Consensus on Key Aspects Needing Improvement:

- The contextual fit, transition and design are not supportable;
- The floor plate is too deep;
- The shadow performance is problematic;
- Design development to better express the church as distinct from the residential portion of the building;
- Using the loading bay as a public open space is not supportable;
- Separate amenities are needed for the church and residential portions, and quieter spaces should not be located on 41st Avenue;
- There is not enough outdoor space;
- The stepped-down aspect of the townhouses is not supportable; and
- The overall form of development is too big, deep, and high; therefore, the proposed density is not supportable

Applicant's Introductory Comments: The applicant team introduced the project by stating that the building depth has been reduced to approximately 74 ft. bringing the floorplates within a more conventional range. The residential units are now a more reasonable depth and have full access to daylight. The previous massing followed the prescribed setbacks at level five and six; however, a series of three setbacks in the massing have been introduced to improve the relationship to neighbouring sites to the north and provide greater sunlight exposure at the lane. The outside of the sanctuary space, on the south-east corner, was modified to expand and provide more open space around the sanctuary.

The church aspires to become a more local, walkable, facility that is opened to the community. Along these lines, the concept of an inner sanctum has been used to provide a transparent enclosure of the sanctuary that is screened yet still visible to the public. Coloured glass is being used to wrap around the sanctuary space so that it reads as a place of worship. Support and administration spaces of the church are clearly separated from the residential spaces.

Paving patterns are designed to reflect and reinforce the architecture. More colours and perennials have been added to the landscape planting to enhance variation. There is an existing commemorative garden that will be moved to the west end of the site where the new garden will have a memorial plaque and seating to provide a place to reflect and contemplate. The garden will be a buffer from the street with an evergreen canopy along the edge. The landscape has been pulled back to allow morning light into the sanctuary. The outdoor space at the lane allows for the pick-up and drop-off of passengers and also supports the delivery and receiving functions of the church.

There is a small residential amenity space on the south-east corner (near Elizabeth Street) that is a separate amenity space for the residents. The outdoor amenity space for the building residents has been set in from the street edge to provide protection to it and, and the children's play area. The townhouses along the laneway, the west of this outside amenity area have also been protected from the lane with landscape elements. The applicant team then took questions from the panel.

Panel's Consensus on Key Aspects Needing Improvement:

- There are concerns about overlapping of uses in the lane space, especially given the townhouses;
- Some members thought that the building is still too deep;
- The amenities in the back are in the shade;
- If wood is being used then it should be expressed along the full length to make the building stand out on the street;
- The articulation of the upper floors of the development could be subdued;
- Some concerns about the overall form and massing remain; and
- The public, outdoor spaces need to be connected and more distinct in their expression

Related Commentary: The Panel noted that the commentary from the previous Panel seems to have mostly been addressed; however, the some members felt that the building remains unnecessarily deep and sprawling. This means that the building as proposed is just too big for the site. One panel member thought that the proposed density for the project is unsupportable.

The frame on the building has been used to break down the massing effectively, and the form seems supportable, but there is a lack of rigour in how the framing snakes up and down. The church, as a whole, also needs to be expressed within this frame but the administration and the fellowship hall currently appear to be unrelated to the sanctuary. In addition, the lower level of the church at the west has a blank wall that is uninspiring.

The informal and formal outdoor public spaces are in conflict with each other and have many barriers that prevent synergy between the spaces. These spaces need to be better integrated with each other.

Generally the Panel thought the wood articulation was rich and warm, but that if it is going to be used, then it should be expressed all the way along the 41st Avenue elevation. One panel member thought the wood makes the building seem more like a pub than a church. Some members thought there is too much articulation on the upper storeys of the building and that these areas should be calmed down.

There are also too many things occurring at the lane. This intense lane activity conflicts with the residential use. There needs to be more separation between the church functions at the lane and the residences to afford more privacy to the townhouses.

The residential amenity on the north-east corner is a small but workable; however, the amenity space in the back will be in deep shade. In addition, a roof deck amenity space is needed. The children's space could be perhaps removed to create this because the current play area is too small anyway.

The outdoor space with the loading bay has a lot of conflicting uses. The wall coming out from the loading bay will compete with the drop-off area and create traffic problems. There is a lot in this area which needs to be better resolved.

Applicant's Response: The applicant team thanked the panel for their commentary and noted that the comments were understood and appreciated. In particular, the comments about the

wood expression and the articulation will be taken seriously. There will also be more clarity brought to the landscape, and to the programming of uses at the lane.

2. Public Consultation Summary

Public Notification

A rezoning information sign was installed on the site on October 9, 2015. A community open house was held on October 22, 2015. Notification and application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage (vancouver.ca/rezapps).

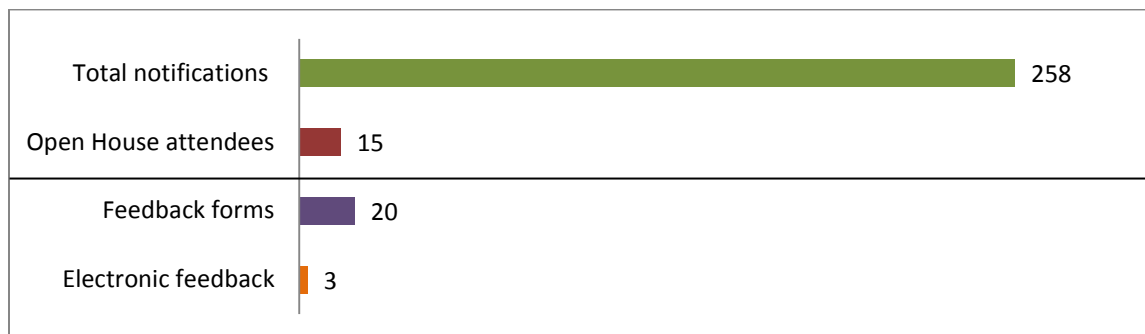
October 22, 2015 Community Open House

A community open house was held from 5:00-8:00 pm on October 22, 2015, at Oakridge United Church, 305 West 41st Avenue. A total of 258 notifications were distributed within the neighbouring area on or about October 8, 2015. Staff, the applicant team, and a total of approximately 15 people attended the Open House.

Public Response

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

- In response to the October 22, 2015 open house, a total of 20 comment sheets were submitted from individuals.
- A total of 23 letters, e-mails, and online comment forms were submitted from individuals.



Below is a summary of all feedback (both online and from the open house) related to the proposal, comments about the application ordered by level of support and by topic:

General Feedback

Much of the feedback was positive, and the renewal of the church and addition of residences were seen as a good move. Some were opposed to the church redevelopment in general and suggested that it should remain as-is.

Design and Heritage

Feedback on the design was generally positive. There was some concern that the new design should look more like a church, as well as concerns that the Gothic Revival architecture (as noted in Heritage Vancouver) should be preserved, including the bell tower and stained glass windows.

Parking and Traffic

Feedback on parking was mixed, with some concerned that the parking was too squeezed on the site, while others noted that there are too many parking spaces for the size of the project. There was also concern that the project would result in increased traffic.

Density

There was concern that the proposed FSR far exceeds the recommended FSR according to the Cambie Corridor Plan and should be reduced.

Landscape

There were suggestions to retain the existing memorial garden.

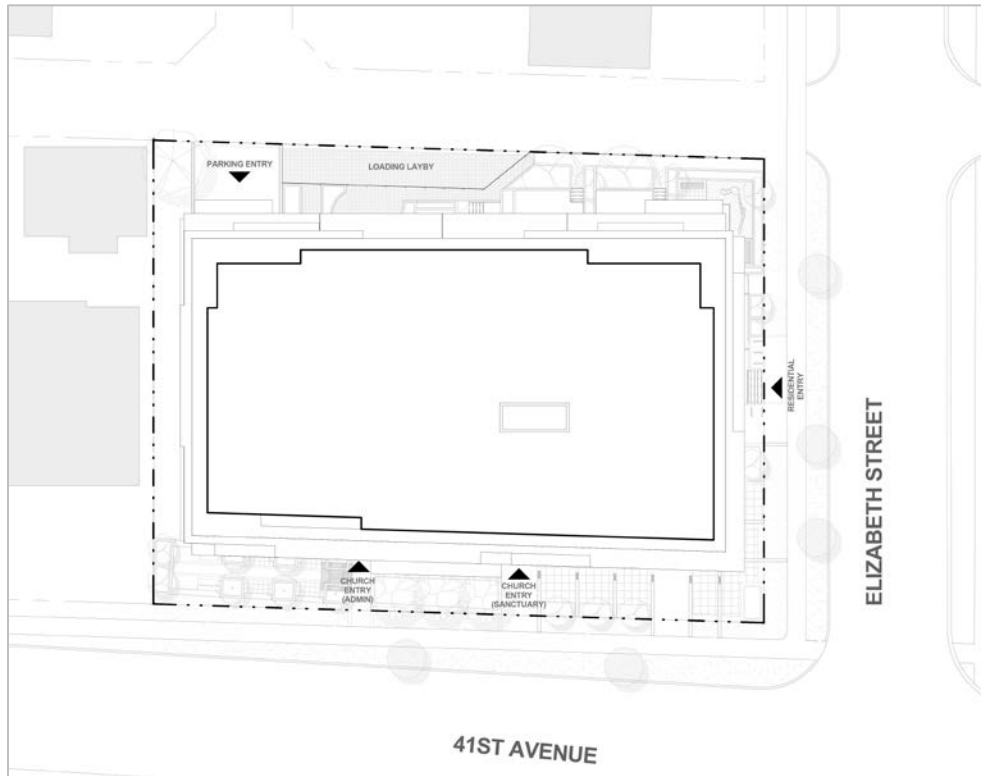
Miscellaneous Comments

- The site should be considered for a variety of community and cultural uses, including the retention of the existing preschool
- Affordable housing options should be considered for seniors, low-income, etc.
- The church steeple should be included on the scale model for reference
- There was concern about a lack of public consultation throughout the process
- There was concern that the townhouses only have a view to the lane only

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305 West 41st Avenue (Oakridge United Church)
FORM OF DEVELOPMENT

Site Plan



Elevations

South (41st Avenue) Elevation



East (Elizabeth Street) Elevation



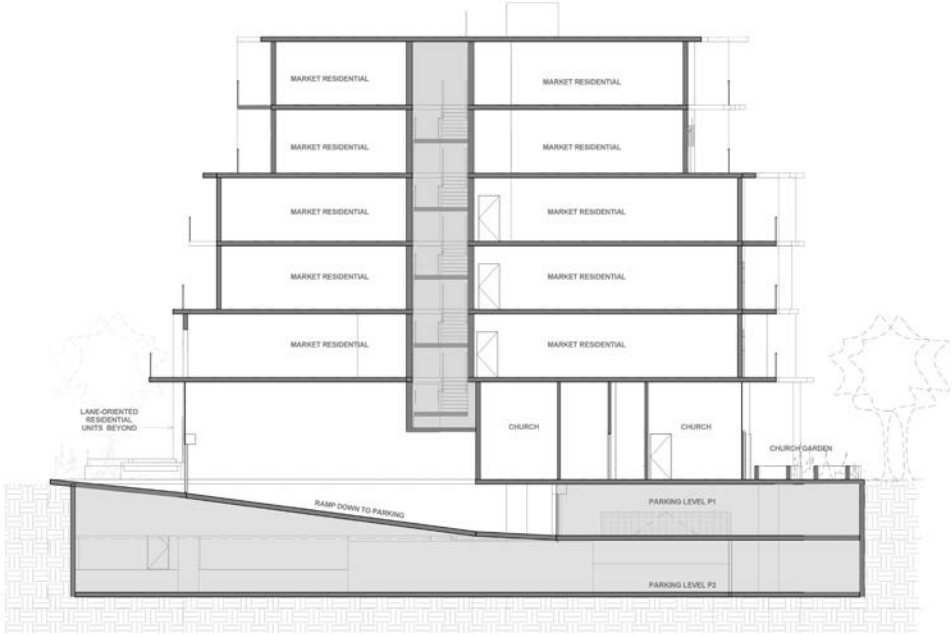
West Elevation



North (Rear Lane) Elevation



Section



Perspective from Southeast



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305 West 41st Avenue (Oakridge United Church)
PUBLIC BENEFITS SUMMARY

Project Summary:

Six-storey mixed-use development with church replacement and a total of 49 dwelling units.

Public Benefit Summary:

The project would generate a DCL payment and a CAC offering to be allocated toward Citywide heritage amenity and affordable housing and childcare facilities in the Cambie Corridor area.

	Current Zoning	Proposed Zoning
Zoning District	RS-1	CD-1
FSR (site area = 1,760 m ² / 18,945 sq. ft.)	0.70	2.91
Floor Area (sq. ft.)	13,262	55,175
Land Use	Single-Family Residential	Mixed-Use

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (Citywide)	42,836	682,758
	Public Art		
	20% Social Housing		
Offered (Community Amenity Contribution)	Cultural Facilities		
	Green Transportation/Public Realm		
	Heritage Conservation		230,000
	Affordable Housing		1,150,000
	Parks and Public Spaces		
	Childcare/Social/Community Facilities		920,000
	Unallocated		
	Other		
TOTAL VALUE OF PUBLIC BENEFITS		42,836	2,982,758

Other Benefits (non-quantified components):

* DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification. For the Citywide DCL, revenues are allocated into the following public benefit categories: Engineering (22%); Replacement Housing (32%); Parks (41%); and Childcare (5%).

305 West 41st Avenue (Oakridge United Church)
APPLICANT AND PROPERTY INFORMATION

Applicant and Property Information

Address	305 West 41st Avenue (Oakridge United Church)
Legal Descriptions	Lots 12 to 14, Block 849, District Lot 526, Plan 7240; PIDs:010-685-553, 010-685-588 and 010-685-600 respectively
Developer	Townline Homes Inc.
Architect	ZGF Cotter Architects Inc.
Property Owner	British Columbia Conference Property Development Council of the United Church of Canada

Development Statistics

	Development Permitted Under Existing Zoning	Proposed Development
ZONING	RS-1	CD-1
SITE AREA	1,760 m ² (18,945 sq. ft.)	1,760 m ² (18,945 sq. ft.)
USES	Single-Family Residential	Mixed-Use
FLOOR AREA	1,232 m ² (13,262 sq. ft.)	5,126 m ² (55,175 sq. ft.)
Floor Space Ratio (FSR)	0.70 FSR	2.91 FSR
HEIGHT	10.7 m (35 ft.)	20.7 m (68 ft.)
PARKING, LOADING AND BICYCLE SPACES	as per Parking By-law	as per Parking By-law

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