

Refers Item No. 5
Public Hearing of July 31, 2018

MEMORANDUM

July 23, 2018

TO: Mayor and Council

CC: Sadhu Johnston, City Manager
Paul Mochrie, Deputy City Manager
Katrina Leckovic, City Clerk
Lynda Graves, Administration Services Manager, City Manager's Office
Rena Kendall-Craden, Communications Director
Kevin Quinlan, Chief of Staff, Mayor's Office
Naveen Girn, Community Relations Director, Mayor's Office
Sandra Singh, General Manager of Arts, Culture and Community Services
Abigail Bond, Director of Affordable Housing

FROM: Gil Kelley, General Manager, Planning, Urban Design and Sustainability

SUBJECT: CD-1 Rezoning: 1068-1090 Burnaby Street and 1318 Thurlow Street

This memorandum brings forward additional information concerning the above hearing item and it recommends an amended condition of approval to address public concerns received subsequent to notification of the hearing. These concerns relate to separated common areas for market and social housing components of the building and the potential of causing social isolation and stigmatization of social housing residents. Staff recommend the following replacement Urban Design Condition of Approval of Form of Development that requires design changes to common outdoor areas in order to create more inclusive spaces.

RECOMMENDATION

THAT the Urban Design Condition of Approval (b)2 in the summary and recommendation of the Public Hearing agenda be replaced with the following:

- "2. Design development to explore improving common outdoor spaces for social and market housing with the goal of promoting inclusiveness and creating improved, larger contiguous outdoor amenities shared by all residents, and provide such legal agreements as are necessary to enable sharing, as follows:
 - (i) Combine children's play areas for social and market housing to create an improved and larger contiguous amenity that may be accessed by all residents (i.e. from market and social housing) and is commensurate in

size with the number of family units. Additionally, provide weather protected seating adjacent to the children's play area to promote an outdoor space for parental supervision. Consider locating the children's play area in the south yard.

- (ii) Seek opportunities to provide direct access and clear sightlines to the children's play area from a multi-purpose amenity room that serves as the social housing common indoor space (consider grade implications in ultimate location).
- (iii) Seek opportunities to combine and relocate common outdoor seating, gathering areas, and urban agriculture facilities to create an amenity that is inclusionary to both social and market housing residents and maximizes solar performance.
- (iv) Delete and/or reduce the outdoor amenity space at the northwest corner of the site or reconfigure and design to mitigate noise impacts from Thurlow Street.
- (v) Reconfigure the garbage access to avoid impact on the outdoor amenity space, particularly on the children's play area.
- (vi) Relocate the loading bay to be directly adjacent to the parkade ramp, to optimize useable outdoor space and to consolidate service functions (i.e. refuse, loading, parkade access).
- (vii) Provide a minimum 6 ft. landscape buffer between the common outdoor amenity and the lane (see relevant Landscape Conditions).
- (viii) Provide a screen and/or a minimum 3 ft. landscape buffer between the loading and the outdoor space (see relevant Landscape Conditions).

Note to Applicant: The children's outdoor play areas do not perform well as they are difficult to supervise, do not have an accessible path of travel, and are crossed by the garbage access for both residential uses. All common areas should be wheelchair accessible. See Housing Conditions for further comments on outdoor spaces.

It is additionally recommended to replace the small patio at the northwest corner with a larger landscaped area and/or public artwork."

DISCUSSION

Staff propose the above amendment to Urban Design Condition of Approval (b)2 to further clarify the recommended improvements to common areas in the proposed development and to require that the applicant explore changes to create inclusive common outdoor spaces that will be shared by residents of the market and social housing.

The creation of shared amenity spaces is an ideal social objective that is generally supported by staff; however, implementation can be challenging due to financial issues such as cost sharing and maintenance around co-owned common amenity spaces, and varying site constraints. Generally speaking, exterior spaces are more easily shared than interior spaces.

Shared interior spaces pose a number of financial concerns. Typically, where the City takes ownership of an airspace parcel for social housing, it is leased to a non-profit operator that is responsible for its ongoing operation and maintenance. As such, practice has been to provide the opportunity for those spaces to be under separate ownership to ensure clear boundaries in operating and maintenance costs for the non-profit operator. Sharing interior spaces could expose non-market operators to higher costs which are associated with premium interior finishes and amenities that may be provided in market housing. In order to have social housing be delivered affordably and to ensure affordability over time, staff continue to support opportunities for separate ownership and use of interior spaces.

The provision of shared outdoor amenities creates less financial concern, as children's play areas and urban agriculture areas are often more standardized and less likely to have premium finishes or features, making cost sharing more viable. However, site constraints often create difficulty in providing building designs that are able to cluster market and nonmarket amenity areas in a way that facilitates practical conditions for the co-ownership of shared outdoor amenity spaces. It is important for social housing outdoor space and playgrounds to be designed as extensions of the social housing indoor amenity areas where features such as laundry and seating are typically located. This co-location of the indoor and outdoor space allows families to do chores and socialise while supervising their children playing outside. In instances when co-location of indoor and outdoor amenity features is not viable, it may not be possible to achieve outdoor amenities that are shared between market and social housing.

Staff have evaluated the potential of the site characteristics to accommodate a co-owned outdoor children's play area shared between the market and social housing and deem it possible to deliver it and potentially other shared outdoor amenities, with regard to location and cost.

Approval of the above recommendation would replace Urban Design Condition of Approval (b)2 with one that addresses the concerns raised since referral of this item to public hearing.



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