



## REFERRAL REPORT

Report Date: June 9, 2020  
Contact: Theresa O'Donnell  
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VanRIMS No.: 08-2000-20  
Meeting Date: June 23, 2020

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: CD-1 Rezoning: 1425 and 1451 East 12th Avenue

### **RECOMMENDATION**

- A. THAT the application by Brightside Community Homes Foundation, the registered owner, to rezone 1425 and 1451 East 12th Avenue [*PID: 009-226-869, Lot 28 of Lot D Block 160 District Lot 264A PLAN 10940; PID: 009-226-877, Lot 29 of Lot D Block 160 District Lot 264A PLAN 10940*] from RM-11N (Medium-Density Residential) to a new CD-1 (Comprehensive Development) District, to increase the floor space ratio (FSR) from 1.7 to 2.47 and building height from 13.7 m (44.9 ft.) to 20.7 m (67.9 ft.) for two residential buildings with a total of 157 social housing units for seniors, be referred to Public Hearing, together with:
- (i) plans prepared by Ryder Architecture (Canada) Inc., received December 11, 2019;
  - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
  - (iii) the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve the application in principle, including approval in principle of the form of development, subject to the Conditions of Approval 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 the rezoning and the Housing Agreement described in Part 2 of Appendix B, the Director of Legal Services be instructed to prepare the necessary Housing Agreement By-law for enactment prior to enactment of the CD-1 By-law, subject to such terms and conditions as may be required at the discretion of the Director of Legal Services and the General Manager of Planning, Urban Design and Sustainability.

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

### **REPORT SUMMARY**

This report evaluates an application to rezone two parcels located at 1425 and 1451 East 12th Avenue. The proposal is for two certified Passive House residential buildings with a combined total of 157 social housing units for seniors. A building height of 20.7 m (67.9 ft.) and a density of 2.47 FSR are recommended.

The application helps to advance the policies of the *Grandview-Woodland Community Plan* (the 'Plan') with respect to the delivery of social housing and would contribute 157 social housing units towards the goals identified in the *Housing Vancouver Strategy*. The application has been assessed and the proposed uses and form of development are supported subject to design development conditions in Appendix B. It is recommended the application be referred to a Public Hearing, with the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve it, subject to the conditions outlined in Appendix B.

### **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

- *Grandview-Woodland Community Plan* (2016)
- *Housing Vancouver Strategy* (2017)
- *The Tenant Relocation and Protection Policy* (2015, last amended 2019)
- *RM-11 and RM-11N Districts Schedule* (2018)
- *RM-11 and RM-11N Guidelines* (2018, last amended 2019)
- *High-Density Housing for Families With Children Guidelines* (1992)
- *Green Buildings Policy for Rezonings* (2009, last amended 2018)
- *Urban Forest Strategy* (2014)
- *Community Amenity Contributions — Through Rezonings* (1999, last amended 2019)
- *Vancouver Development Cost Levy By-law No. 9755*
- *Vancouver Utilities Development Cost Levy By-law No. 12183*

## REPORT

### Background/Context

#### 1. Site and Context

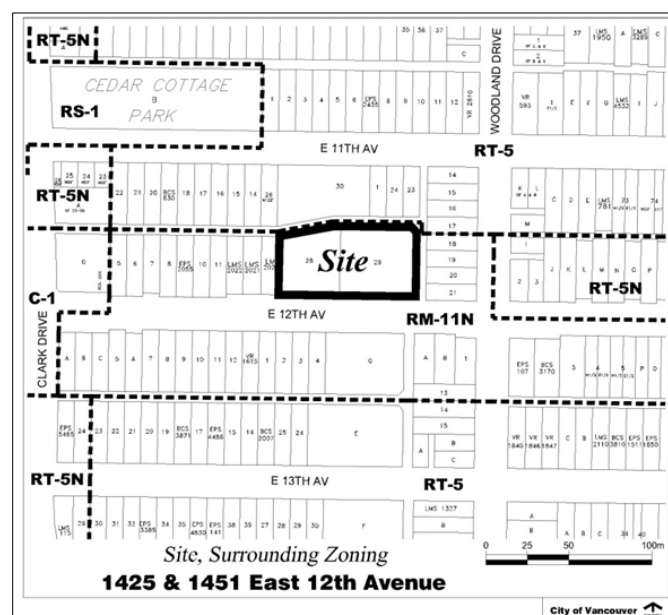
The site is located in the Grandview-Woodland neighbourhood, mid-block between Clark Drive and Woodland Drive along East 12th Avenue. The site is comprised of two legal parcels, with a site area of approximately 3,336.7 sq. m (35,916.9 sq. ft.) (see Figure 1), a frontage of 82.6 m (271.0 ft.) along East 12th Avenue and a depth of 35.2 m (115.4 ft.) along the western property line and 41.6 m (136.4 ft.) along the eastern edge of the property facing the lane.

The site is currently developed with two existing seniors social housing buildings, owned by Brightside Community Homes Foundation ('Brightside') since 2002. Loyal Orange Manor was originally constructed in 1971 and is located at 1425 East 12th Avenue. It is a two-storey building and includes 21 bachelor and one-bedroom units. The adjacent site, Edward Byers House at 1451 East 12th Avenue, has an existing three-storey building that has a total of 36 bachelor and one-bedroom units. The building was constructed in 1962.

There is an existing Metro Vancouver Sewer Right of Way (ROW) on the south and west perimeter of the site for a sanitary trunk main, as well as a centrally located ROW for a combined trunk main that bisects the site. The ROW limits the usability of this area as permanent structures are prohibited to enable access to the trunk main if required. The ROW is currently maintained as a grass area with eight trees.

In 2018, the site including the area to the west, east and south was pre-zoned by the City to a new four-storey apartment zone (RM-11N) to facilitate implementation of the Plan. Sites to the north, including King's Daughter Manor (another Brightside development), are zoned RT-5. There are six houses listed on the Vancouver Heritage Register across the back and side lanes. To support retention, these sites are eligible for incentives outlined in the Heritage Plan.

**Figure 1: Location Map**



**Neighbourhood Amenities** – The following neighbourhood amenities are within walking distance of the application:

- Parks: Clark Park (260 m), Cedar Cottage Park (290 m), China Creek South Park (300 m), John Hendry Park (Trout Lake Park) (900 m) and China Creek North Park (1000 m)
- Cultural/Community Space: Mount Pleasant Neighbourhood House (1100 m) Trout Lake Community Centre (1200 m)
- Transit: Commercial – Broadway SkyTrain Station (800 m)

## 2. Policy Context

**Grandview-Woodland Community Plan (2016)** – Rezoning potential for the site is guided by the Plan. The site is within the Commercial-Broadway Station Precinct sub-area where the Plan provides directions to support the development of a transit-oriented neighbourhood featuring a broad array of housing opportunities as well as services and jobs. Specifically, the subject site (identified in Figure 2) falls under subsection 6.7.2 of the Plan, known as the Station Residential area and anticipates four-storey apartments up to 1.7 FSR. Section 7.1.3 allows for consideration of modest increases in height and density to assist with the delivery of social housing.

In 2018, as per Plan direction, certain areas were identified for redevelopment through a City-initiated rezoning. The intention was to provide new housing opportunities as well as new shops and services through the creation of new district schedules and rezoning areas within the Plan, including four-storey apartment zones (RM-11N). The zoning changes are estimated to enable approximately 3000 additional housing units if all sites are developed according to the new zoning.

**Figure 2: Commercial-Broadway Station Precinct Land Use Map and Character Areas**



**RM-11 and RM-11N Districts Schedule and Design Guidelines (2018)** – In 2018, Council approved the *RM-11 and RM-11N Districts Schedules and Design Guidelines* developed to facilitate the implementation of the Plan. The intent of the RM-11N zoning is to permit medium-density residential development primarily in the form of four-storey “T”- shaped apartment buildings, to foster compact, sustainable, walkable, transit-friendly and family-oriented neighbourhoods throughout the plan area.

**Housing Vancouver Strategy (2017)** – In November 2017, Council approved the *Housing Vancouver Strategy and Housing Vancouver Strategy Three-Year Action Plan* (Strategy and Action Plan). The strategy seeks to shift the supply of new homes toward the right supply, with targets for new units along a continuum of housing types. The Housing Vancouver targets were based on the core goals of retaining the diversity of incomes and households in the city, shifting housing production towards rental to meet the greatest need, and coordinating action with government and non-profit partners to deliver housing for the lowest income households.

Overall, 72,000 new homes are targeted for the next 10 years, including 12,000 social, supportive and non-profit co-operative units and 20,000 purpose-built rental units. Nearly 50 per cent of the new units are to serve households earning less than \$80,000 per year, and 40 per cent are to be family-size units. This rezoning application will contribute towards the 10 year targets for social housing units identified within the *Strategy and Action Plan*.

**Tenant Relocation and Protection Policy (2019)** –The *Tenant Relocation and Protection Policy* is intended to protect tenants by mitigating the impacts of displacement resulting from redevelopment activity, while recognizing that some renewal is necessary to maintain the health of the overall rental stock. A Tenant Relocation Plan (TRP) is required when tenants are displaced as a result of redevelopment or major renovation activity. Tenants living in social or co-op housing receive a minimum of one month free rent (in line with the *Residential Tenancy Act*), a flat-rate payment toward moving costs, and permanent rehousing options that maintain affordability. Tenants who choose to do so can exercise a First Right of Refusal to return to one of the replacement units in the new building at rents that are affordable to them, provided that the non-profit can secure sufficient funding to continue to provide the same affordability levels. All tenancies are protected under the *Residential Tenancy Act* that governs how residential properties are rented, and includes specific provisions around ending tenancies. Any disputes would be resolved through the Residential Tenancy Branch.

## **Strategic Analysis**

### **1. Proposal**

Brightside Community Homes Foundation (“Brightside”) is a non-profit housing provider that currently owns and operates 26 buildings across the City of Vancouver, comprising of 940 social housing units. The social housing is to be owned, operated and managed by Brightside with the intention to continue providing affordable housing that will be required to be rented to seniors or persons with special needs, meaning at least one member of the household is aged 55 or older or has special needs.

Contributing a combined 157 social housing units, the application proposes two “L”-shaped six-storey buildings, separated by a Metro Vancouver Sewer ROW (See Figure 3). The proposed density is 2.47 FSR with a floor area of 8,247.9 sq. m (88,779 sq. ft). The west building (1425 East 12th Avenue) height is 20.7 m (67.9 ft.). The east building (1451 East 12th Avenue) height is 20.5 m (67.3 ft.). Each building has its own separate parkade, with one level of parking. In

total, 33 vehicle spaces and 162 bicycle spaces are provided. Both parkades are accessed from the north lane.

**Figure 3: Development as Viewed from East 12th Avenue**



## 2. Land Use

This proposal includes residential uses and is consistent with the intent of the *Grandview Woodland Community Plan* (the Plan) and resultant *RM-11 and RM-11N District Schedule*. The Plan seeks to provide opportunities for increased housing options for vulnerable community residents including urban indigenous people, residents with mental illness and addictions, low-income artists, persons with disabilities and seniors.

## 3. Density, Height, and Form of Development

(refer to drawings in Appendix D and project statistics in Appendix F)

In assessing urban design performance, staff took into consideration the built form guidelines for the 'Station Residential' area of the Plan as well as the *RM-11 and RM-11N District Schedule and Design Guidelines*.

**Grandview-Woodland Community Plan and RM-11N Requirements** – Form-wise, the Plan anticipates four-storey "T"- shaped apartments in line with the recommendations in the base-zoning. The Plan allows for consideration of developments on this site up to 1.7 FSR. Staff note six-storey "T"- shaped apartments with a density up to 2.50 FSR are anticipated for the lots east of Woodland Drive along East 12th Avenue for rental housing.

The proposed setbacks in the Plan of 10 ft. for front-yard, 7 ft. for side-yards and 20 ft. for rear-yard as well as the four-storey height are also similar to the RM-11N parameters (See Figure 4). The design of the "T" building is advantageous as the "leg" of the "T" is located at the rear of the building. Scaling the massing at the rear provides a gentler transition to lower scale developments across the lane by shifting the massing away from the rear and side property-lines. Also, this reduces the amount of shadows to northerly sites and provides an opportunity to



locate at-grade open spaces away from busier streets to allow resident use with increased privacy.

**Figure 4: Grandview-Woodland Community Plan “T”- Shaped Apartment Form Applied to Subject Site**



The *RM-11N Design Guidelines* provide guidance to the architectural components of buildings as well as treatment of open space and landscaping. It is recommended that the main common entrance be clearly identifiable and distinguished from any individual unit entrances. The window composition such as sizes and locations should express a rationale pattern that enhances the building exterior, not just the interior layout. Balconies and decks should be integral to the building massing and façade composition. Finishing materials should relate logically to each other as well as to the massing strategy. Opportunities to use semi-private open space to encourage neighbourliness between residents and the broader neighbourhood is encouraged. Lastly, significant on-site trees should be retained where feasible, and buildings to be shaped around them.

The configuration proposed by the applicant varies from the “T”- shaped apartment form anticipated by the Plan and is the result of testing various massing and siting options that were evaluated by a set of criteria they developed, see below:

- Unit count and mix,
- Connectivity of the amenity-rooms to the shared/sun-lite courtyard,
- Adequate spacing from unit windows to the busy arterial to minimise noise and air pollution,
- Efficiency of usable floor-area and parking arrangement,
- Passive House considerations,
- Tree retention; and
- Financial implications arising from variations to the above criteria.

The applicant has presented this massing approach as the option they feel best satisfies the criteria noted above. See “Alternate Forms Investigation” section in Appendix D for details on

the applicant's criteria and alternative massing options.

**Form of Development and Public Realm Treatment** –The proposal responds to site conditions such as the existing ROW that bisects the property, tree retention strategies and the applicant's intention to create a well-lit south-facing courtyard fronting on to East 12th Avenue.

The two six-storey “L”- shaped buildings are rotated so as to flank the courtyard, with each building's amenity room leading out to this courtyard. The amenity rooms and main entries are slightly recessed and articulated with a frame to aid with wayfinding and to add visual interest to the building fronting East 12th Avenue. Development of permanent structures within the ROW are prohibited therefore the courtyard and ROW are to be designed as one continuous open and landscaped area. Conditions in Appendix B require a Statutory Right of Way (SRW) to be provided on the ROW for public access along with public seating in this area along East 12 Avenue.

Three city trees and one on-site tree (maple) along East 12th Avenue are retained to preserve greenery and buffer the courtyard from traffic noise and as a privacy screen from the sidewalk (see Figure 7). There is one tree (red oak) at the northeast corner of the site which is also to be retained to provide screening between the proposed development and the adjacent houses across the lane. Conditions in Appendix B require the provision of street trees where appropriate, landscaped screening and addition of planting beds and landscape articulation to buffer from the East 12th Avenue.

Staff note the proposal does not conform to the “T”- shaped apartment form anticipated in the Plan (See Figure 5). However, the proposal does interpret and express the Plan's broader objectives as well as citywide housing goals. Support for the proposed massing is based on, but not limited to, the following:

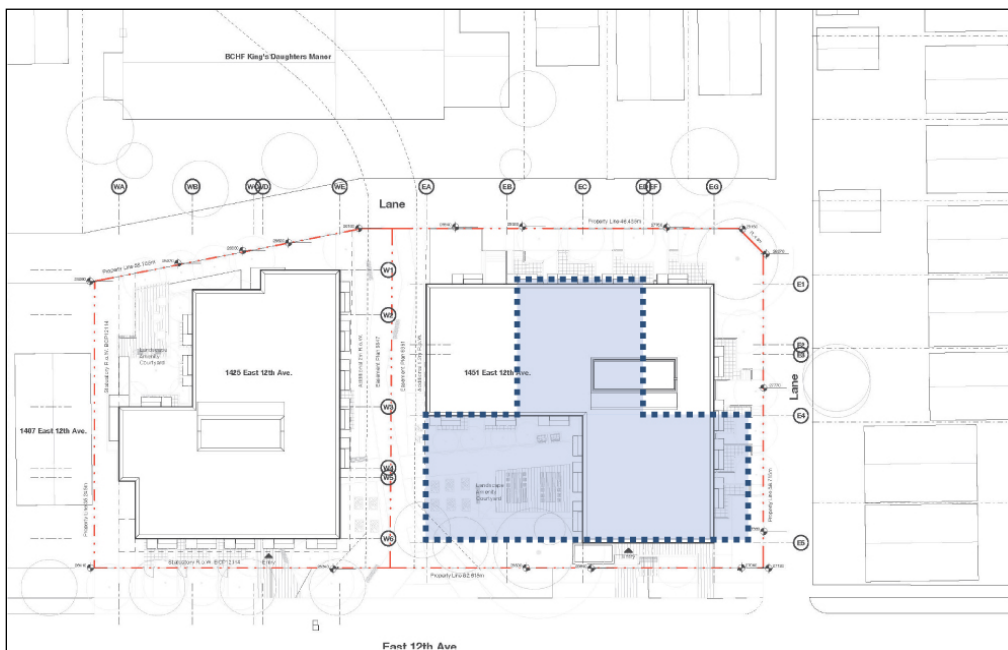
- The west building orients its smaller end toward the single-family houses to the immediate west; this will minimise overlook, shadowing and general bulk in the interface zone.
- The east building is setback 20 ft. from the east property-line. This is more than the typical 7 ft. recommended in the *RM-11 and RM-11N Districts Schedule* as well as the Plan. This helps to provide more volumetric relief between the proposed building and the existing houses across the east lane.
- The courtyard punctuates the East 12th Avenue frontage to avoid a six-storey wall. The courtyard location also helps to retain a significant mature tree. These measures produce a moment of spatio-visual respite along the busy East 12th Avenue, thus contributing to the wider public realm. The courtyard may allow pedestrians to feel less ‘pushed’ toward the road.
- The courtyard which intersects with the ROW makes the path from East 12th Avenue to the north lane much clearer. This creates more pedestrian routes, contributing to the overall neighbourhood walkability and connectivity.
- This configuration, working within the site constraints and conditions, is most able to yield units with individual private outdoor balconies or patios, thereby improving livability for the senior residents.
- Tree retention is proposed including one tree at the northeast corner which offers a natural buffering to the neighbourhood.

Staff's support of the proposed building form recognizes the need to balance a range of issues including unit layout efficiencies, housing program operations, on-site open-space, tree retention, Passive House requirements and other conditions such as the ROW. Given Council's



affordable housing objectives and the priority to deliver affordable units to vulnerable populations, staff support this form of development.

**Figure 5: Illustration of the “T”- Shaped Building Form Overlaid onto the Proposed East Building**



Additionally the Plan provides for consideration of modest increases in height and density for non-market housing to assist with their viability subject to neighbourhood context and fit. In this context, the provision of non-market housing also provides a strong degree of livability including well-considered indoor and outdoor spaces and achieves a liveability standard generally seen with privately owned small-scale residential development. Certain compromises from the Plan objectives are proposed for this site such as the “T”- shaped building form anticipated is not proposed. However, on balance, the proposal provides liveable units for a vulnerable portion of the community at an affordable rate. Proceeding from this lens entails applying a degree of flexibility when interpreting the spatial objectives in the Plan, particularly when non-market housing is proposed.

Conditions in Appendix B will further refine the design and introduce vertical elements and varied textures to the cladding pattern to improve the transition to the adjacent neighbouring single-family dwellings. These conditions help to break up the expressed horizontal banding which creates an impression of excessive building width. Additionally, conditions have been applied to retain the tree at the northeast corner as a natural barrier and privacy screen between the proposed east building and the neighbours.

**Amenity Space** – Each building has its own amenity room with an attached laundry room. The amenity rooms open up to the shared courtyard. Full-height glass walls are proposed to allow for clear visibility between the interior and the courtyard.

The overall size and dimensions of the proposed indoor and outdoor amenity spaces are sufficient to accommodate a broad range of activities for residents and their guests. However, staff recommend exploring glass-wall systems that fold open entirely to establish greater connection between the interior and exterior spaces, and expand the activities for these areas.

To ensure the courtyard will not be heavily impacted by traffic noise, screening devices are suggested as Conditions in Appendix B.

**Liveability and Privacy** – A mix of studios and one-bedroom units are proposed. All have some form of private outdoor spaces such as balconies to ensure adequate natural lighting and ventilation. The floors are approximately 10.2 ft. floor-to-floor to foster a sense of openness in the unit interiors.

The overall unit-layouts and location of the unit-types are supportable. Staff noted the units around the inner-corner at the east building have balconies that face closely to each other. This may have direct sightlines into each other's living spaces. Conditions in Appendix B, will require the owner explore screening devices and possibly reconfiguring the unit layout / floorplan at that corner to resolve these issues. Additionally, staff recommend exploring opaque glass for some of the secondary windows for units facing the lower-scale single-family homes.

**Sustainability** – Two certified Passive House buildings are proposed, resulting in more compact massing and an extruded six-storey form with little stepping to minimise additional wall/roof planes that can contribute to excessive heat loss/gain. The balconies as well as the underground parkade structure are thermally broken from the buildings, again, to better maintain thermal comfort.

The Passive-House approach addresses a number of energy performance objectives within Council policies. Staff recognize stepping in the massing should be minimised to reduce wall/roof planes. From an architectural perspective, staff noted the lower window-to-wall ratio also introduces a new expression to Vancouver's otherwise typical glass and/or curtain-walls look. As part of the Sustainability conditions in Appendix B, the applicant is required to demonstrate how the building meets applicable performance requirements through design strategies including overheating criteria.

**Urban Design Panel** – The Urban Design Panel reviewed this application on February 19, 2020 and supported the proposal. Comments of support included the approach to Passive House, liveability and affordability of the units and the "L"-shaped configuration of the buildings. No design development recommendations were provided however, comments from the panel for the applicant's consideration are reflected in Urban Design conditions in Appendix B, primarily the provision of screening for the landscaped space and public realm and improving the livability of units with privacy issues.

Staff recommend approval of the application subject to conditions outlined in Appendix B. For detailed panel comments, refer to Appendix C.

#### **4. Housing**

This application seeks to replace the existing 57 units of social housing on the site with 157 social housing units for seniors, owned and operated by Brightside. To meet the needs of the existing residents at the Loyal Orange Manor and Edward Byers House and achieve affordability objectives, the new buildings will include studio and one-bedroom units. All units will be targeted to seniors addressing the need for affordable rental options for seniors to "age in place" within the community, close to amenities and in a high-quality well-maintained environment.

If approved, this project would advance a number of housing policy objectives articulated in *Housing Vancouver Strategy* and strategic directions with the Plan.

In addition to meeting provincial affordability goals, by delivering 157 new social housing units for seniors, this rezoning application would contribute to the targets for new social, supportive and co-op housing units in the Housing Vancouver Strategy (2017) (see Figure 6 below).

**Figure 6: Progress Towards 10 Year Housing Vancouver Targets for Non-Market Housing as of March 31, 2020\***

| Housing Type                                       | 10-Year Targets | Units Approved Towards Targets |
|--|-----------------|--------------------------------|
| <b>Social, Supportive, and Co-op Housing Units</b> | 12,000          | 4,657                          |

\*Note that tracking progress towards 10-year Housing Vancouver targets began in 2017, figures include Temporary Modular Housing

\*\*Unit numbers exclude the units in this proposal, pending Council's approval of this application.

Additionally, this application, if approved, would provide:

- New affordable seniors housing, near a frequent service transit route;
- Newly built social housing units in an area where over 90% of the rental units were built prior to 1980;
- Increased housing options along the housing continuum for community residents in this local area; and,
- Provide greater opportunities for seniors with fixed and/or limited incomes to remain in the community.

**Affordability** – Staff have worked with the applicant to optimize the affordability of the housing proposed. Brightside is currently proposing to redevelop a number of sites within their portfolio of properties and are seeking to diversify their approach to increasing their supply of affordable housing. For this project, they are pursuing a self-sustaining model which allows them greater flexibility to provide additional supports to tenants, needs based grants, increasing affordability, and the option over time to increase their supply of affordable housing through acquiring land to redevelop. Given this approach, the applicant is not pursuing funds through BC Housing's Community Housing Fund (CHF) program, but will be applying to the CHF program for other redevelopment projects in their portfolio.

The City's requirement is for social housing buildings to include a minimum of 30 percent of units as affordable to households with incomes which fall under the BC Housing Income Limits ("HILs") levels, while the remaining 70 percent can be at market rents. As this proposal will involve replacement of 57 existing social housing units, the applicant will exceed the affordability requirements of social housing by securing a minimum 36 percent of the building (57 units) as affordable to households with incomes below HILs. The 57 units will be rented at levels which qualify for rent supplements under the Shelter Aid for Elderly Residents (SAFER) rent subsidy program. The applicant is intending to rent the remaining 100 units (64 percent of the units) to households with incomes below HILs however the affordability will be dependent on access to other funding sources, including CMHC's Co-Investment Fund. The Housing Agreement will secure the property as social housing for the longer of 60 years and the life of the building.

**Unit Mix** – The *Grandview-Woodland Community Plan* sets a target of 50 per cent family units for non-market developments, however this requirement does not apply to projects with an intentional alternative housing mix, including seniors housing. The project includes 63 percent studio units (99 units), and 37 percent one-bedroom units (58 units). 31 of the studio units will

be adaptable to an inboard bedroom, with the ability to partition an area for sleeping or for office space, allowing for further flexibility to respond to the housing needs of seniors.

**Existing Tenants** – If Council approves this application, the 57 units now existing on the subject site would be replaced with 157 new social housing units. Redevelopment of the site would require the relocation of existing tenants.

The *Tenant Relocation and Protection Policy (TRPP)* acknowledges that non-market housing providers and residents face different needs compared to market housing and so provides a separate framework for tenant protection and relocation. The TRPP requires the non-profit or co-op society to:

1. Ensure permanent rehousing options that limit disruptions to residents
2. Maintain affordability for existing residents
3. Support relocation including consideration of tenants' special circumstances
4. Provide advanced and ongoing communication and engagement with residents
5. Provide Right of First Refusal to return to the building
6. Provide monitoring and reporting to the City

The applicant has provided a draft Tenant Relocation Plan, which will be secured as a condition of rezoning (summarized in Appendix C). A final Tenant Relocation Plan will be required prior to Development Permit issuance, with an Interim Tenant Relocation Report required prior to Demolition Permit issuance and a final Tenant Relocation Report prior to issuance of the Occupancy Permit. The applicant has been in regular communication with the tenants throughout project development.

At the time of application 43 units on site were tenanted. All 43 tenancies are covered by the TRP, the average length of tenancy is 9 years; however, 16 tenants have been in the apartment building for more than 10 years, and 3 tenants have lived in the building for more than 20 years. Rents range from \$320 to \$1,108 per month, with an average of \$703 per month.

## **5. Transportation and Parking**

The application proposes a combined total of 33 vehicle parking spaces including 8 visitor parking spaces. Each respective building proposes one level of underground parking to be accessed from the lane. In addition, the application proposes 162 bicycle spaces and two Class A loading spaces.

In accordance with the By-law and to meet the minimum parking requirements, the applicant is proposing a Transportation Demand Management Plan (TDM) plan which provides for reductions in minimum parking requirements in exchange for providing enhanced transportation demand management measures. Reductions up to 40 per cent of residential parking requirements, are permitted for projects securing social housing units. The development is currently proposing TDM measures, such as additional Class A bicycle spaces, with a majority designed to accommodate scooter parking, along with elevator access for bicycle parking located underground. The TDM plan will be finalized through the development permit stage.

Additionally, if the site has adequate access to transit, further parking reductions are available. Based on this site's proximity to the Commercial-Broadway SkyTrain station (800 m) and bus service on Clark Drive, they are eligible for an additional 10% reduction, resulting in a total reduction of 50% to vehicle parking requirements.

Engineering conditions related to transportation, public realm and parking are in Appendix B. Improvements for the immediate area include provision of street trees, improved pedestrian lane crossing and speed humps, upgraded street lighting, installation of parking regulatory signage, and improvements to the intersection of Woodland and East 12th Avenue including traffic signal upgrades and curb ramps.

## 6. Environmental Sustainability and Natural Assets

**Green Buildings** – The *Green Buildings Policy for Rezoning* (amended May 2, 2018) requires that residential rezoning applications satisfy either the near zero emission buildings or low emissions green buildings conditions within the policy.

This application has opted to satisfy the *Green Buildings Policy for Rezoning* under the near zero emissions buildings requirements, and the proposed building has opted to pursue Passive House certification. Passive House is a world-leading standard for energy efficiency in buildings, and the process of design and certification to this standard significantly advances local construction practices toward zero emissions buildings. The applicant has submitted a letter from a certified Passive House designer that the building, as designed, is capable of achieving Passive House certification.

**Natural Assets** – The *Urban Forest Strategy* was developed to find ways to help preserve, protect, and strengthen Vancouver's urban forest and tree canopy for the future. In April 2014, Council amended the *Protection of Trees By-law* to maintain a healthy urban forest by requiring permission to be granted to remove trees that meet certain conditions. The intent is to retain and protect as many healthy, viable trees as possible, while still meeting the challenges of development, housing priorities, and densification. This is in keeping with City goals to achieve resilient and healthy natural systems in our urban areas. A 'by-law sized tree' has a tree trunk diameter of 20 cm or greater requires a tree permit when it is proposed to be removed.

**Figure 7: Proposed Landscape Plan**



There are 17 on-site trees and three adjacent City trees. Two significant on-site trees are proposed for retention and integration into the landscape plan. Fifteen on-site trees are within the proposed building footprint and targeted for removal. An estimated 25 replacement trees are proposed, to be confirmed in the Development Permit stage, along with additional landscape buffers as described in Appendix B. There is an historic stream intercepting 1425 East 12<sup>th</sup> Avenue. The applicant has submitted a preliminary hydrogeological study which does not anticipate negative issues with construction de-watering of the site. A full hydrogeological investigation is planned at the Development Permit stage to confirm preliminary findings.

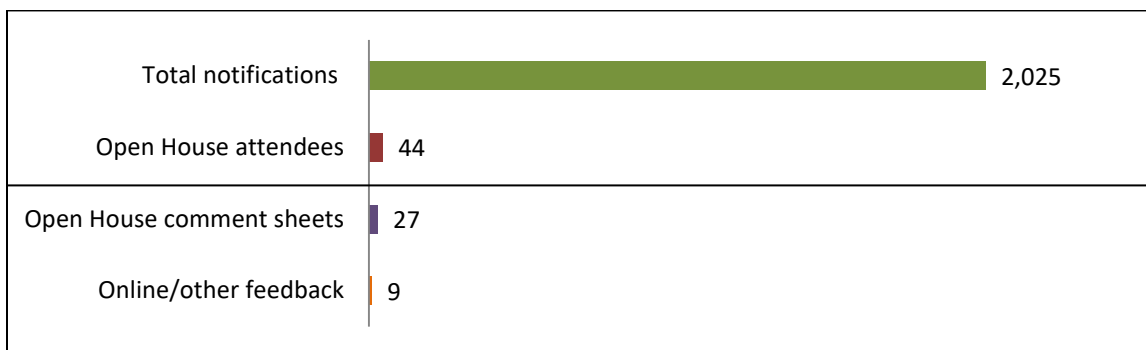
## Public Input

**Pre-application Open House** – On July 25 2019, a pre-application open house was held at the Croatian Cultural Centre, located at 3250 Commercial Drive, to solicit early feedback on the proposal. Approximately 53 people attended this open house. The early feedback indicated overall support for the project, with respondents noting support for: provision of affordable rental units, community spaces and unit types and layout. Some areas of concern related to: provision of too many parking spaces, unit layouts, building height and setbacks from the lane.

**Public Notification** – A rezoning information sign was installed on the site on January 17, 2020. Approximately 2,026 notification postcards were distributed within the neighbouring area on or about January 14, 2020. Notification and application information, as well as an online comment form, was made available on the City of Vancouver Rezoning Centre webpage ([www.vancouver.ca/rezapps](http://www.vancouver.ca/rezapps)).

**Community Open House** – On February 4, 2020, a community open house was held from 5:00-8:00 pm at the Lakeview United Church, 2776 Semlin Drive. Staff, the applicant team, and a total of approximately 44 people attended the Open House.

**Figure 8: Notification and Public Response**



\* Note that all reported numbers above are approximate

**Note:** Each comment form or online response can include a number of comments which may reference points in support, potential concerns and questions or neutral/general statements. Therefore, staff focus on qualitative theming of comments and overall percentages are not provided.

Some duplication of responses may result where respondents chose to provide feedback to a rezoning application more than once using a number of mediums (open house comment sheet, online feedback, form letter, petition, etc.).

**Public Response** – A total of 36 responses have been received via comment sheets, letters, emails or on-line comment forms (see Figure 8). Appendix C provides a detailed summary of the results of the public consultation. A summary of the key themes and staff responses is provided below.

*Support for the proposal cited the following:*

- Provision of affordable housing
- Building height, density and massing
- Neighbourhood renewal
- Unit layout and design

*Concerns expressed by respondents included the following:*

- Outdoor amenity space
- Parking
- Building height, density and massing
- Building setbacks

**Staff Response** – Public feedback has assisted staff with assessment of the application. Response to key feedback is as follows:

*Outdoor amenity space* – The outdoor amenity area provides a contiguous space with connections to internal amenity areas in each building and maximum access to sunlight. The scale of the area will provide considerable opportunities for urban agriculture. To create an inviting pedestrian streetscape along East 12th Avenue, a condition in Appendix B has been added for planting beds and landscape articulation as a buffer from the busy street.

*Parking* – Reduced parking requirements lower the overall project cost to support the delivery of social housing. The project will comply with the Vancouver Parking By-law and the applicant is proposing a Transportation Demand Management (TDM) Plan, which provides for reductions in minimum parking requirements in exchange for providing enhanced transportation demand management measures. The site is located approximately 800 m from a Skytrain station.

*Building height, density and massing* – The Plan allows for consideration of modest increases in height and density to assist with the delivery of non-market housing. The proposed design aims to balance housing unit requirements, program operations, on-site open-space, Passive House requirements, Statutory ROW restrictions and tree retention. Given the full six-storey forms, the buildings are setback further from the rear and side property lines (noted below) and tree retention and replacement will assist with buffering the buildings from the street and neighbouring properties.

*Building setbacks* – The east building is setback 22 ft. from the rear property line and 20 ft. from the east property-line. This is more than the typical 20 ft. and 7 ft. respectively recommended in the *RM-11 and RM-11N Districts Schedule* as well as the Plan helping to provide more volumetric relief between the proposed building and the existing houses across the north and east lane.

On April 17, 2020 staff met with a small group of immediate neighbours via WebEx to hear their concerns. The neighbours' concerns were largely focused on the shadows and lack of spatial relief due to the east building's proximity to the north and east lanes. Staff explained variances to a Community Plan are typically only supported for projects that deliver a public benefit such as the delivery of non-market housing. Staff reviewed the design development conditions in



Appendix B, which will assist with further articulating the building design and the tree retention intended for the northeast corner of the site.

## **PUBLIC BENEFITS**

In response to City policies which address changes in land use and density, this rezoning application offers the following public benefits:

**Development Cost Levies (DCLs)** – DCLs 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.

This site is subject to City-wide DCLs and City-wide Utilities DCLs on the proposed 8,247.9 sq. m (88,779 sq. ft.) of residential floor area.

Under provisions of the Vancouver Charter and the City-wide DCL and City-wide Utilities DCL By-laws, social housing is exempt from DCLs where a minimum of 30 per cent 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 organization.

The social housing project is expected to meet these criteria; based on the rates in effect as at September 30, 2019 the value of the exemption is estimated at \$2,285,171.

**Public Art Program** – As the proposed floor area is below the minimum threshold of 9,290 sq. m (100,000 sq. ft.), no public art contribution will arise from this application.

**Community Amenity Contributions (CACs)** – Within the context of the City’s Financing Growth Policy, an offer of a community amenity contribution to address the impacts of rezoning can be anticipated from the owner of a rezoning site. Such a CAC is typically made through the provision of either 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.

The *Community Amenity Contributions Policy for Rezoning*s provides an exemption for social housing that meets the DCL By-law definition.

**Social Housing** - The applicant has proposed that the approximately 157 residential units be delivered and secured as social housing. The public benefit accruing from these units is their contribution to the City’s social housing stock secured for the longer of 60 years and the life of the building.

The units will be secured by a Housing Agreement and Section 219 covenant to be registered on title and requires that a minimum of 36 per cent of the rental units shall be rented to households with an income of no more than the BC Housing Income Limits and at a rent that qualifies for rent supplements under the Shelter Aid for Elderly Residents (SAFER) rent subsidy program. The Housing Agreement will also include covenants that will prohibit the stratification and/or separate sale of individual units, and rental for a term of less than one month at a time.

See Appendix F for a summary of all the public benefits for this application.

## **FINANCIAL IMPLICATIONS**

The development qualifies for an exemption from DCLs as social housing, based on rates in effect as of September 30, 2019, the value of the exemption is estimated to be \$2,285,171.

The affordability requirements for the site will be secured through a Housing Agreement and Section 219 Covenant as set out in Appendix B, together which will ensure that minimum of 36 per cent of the rental units shall be rented to households with an income of no more than the BC Housing Income Limits and at a rent that qualifies for rent supplements under the Shelter Aid for Elderly Residents (SAFER) rent subsidy program.

Consistent with Council policy on social housing projects, the project is expected to be self-sustaining over the long-term and does not require further operating subsidies and property tax exemptions from the City.

## **CONCLUSION**

Staff assessment of the rezoning has concluded the proposed development is an acceptable urban design response to the site and the context, and consistent with the objectives of the *Grandview-Woodland Community Plan* and accompanying *RM-11 and RM-11N District Schedule*. If approved, this application would contribute to the *Housing Vancouver Strategy* by providing 157 new social housing units with a significant portion at affordable rates.

The General Manager of Planning, Urban Design and Sustainability recommends the rezoning application be referred to Public Hearing, together with a draft CD-1 By-law as generally shown 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.

\* \* \* \* \*

**1425 and 1451 East 12th Avenue  
DRAFT BY-LAW PROVISIONS**

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

**Zoning District Plan Amendment**

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

*[Note: Schedule A, not attached to this appendix, is a map that appends 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.]*

**Designation of CD-1 District**

2. The area shown within the heavy black outline on Schedule A is hereby designated CD-1 ( ).

**Uses**

3. 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 of Development Permit Board will issue development permits are:
  - (a) Dwelling Uses, limited to Multiple Dwellings;
  - (b) Accessory Uses customarily ancillary to the uses permitted in this Section 3.

**Conditions of Use**

4. All residential floor area must be used for social housing

**Floor Area and Density**

- 5.1 Computation of floor space ratio must assume that the site consists of 3,336.7 m<sup>2</sup>. being the site size at the time of the application for the rezoning evidenced by this By-law, prior to any dedications.
- 5.2 The floor space ratio for all uses must not exceed 2.47.
- 5.3 Computation of floor area must include all floors of all buildings, 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.

**5.4 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 the 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, whose floors or portions thereof so used that are at or below base surface, except that the exclusion for a parking space must not exceed 7.3 m in length;
- (d) Amenity areas, recreational facilities and meeting rooms accessory to a residential use, to a maximum total area of 10 % of the total permitted floor area; and
- (e) All residential storage area above or below base surface, except that if the residential storage area above base surface exceeds 3.7 m<sup>2</sup>. for a dwelling unit, there will be no exclusion for any of the residential storage area above base surface for that unit.

**5.5 The use of floor area excluded under section 5.4 must not include any use other than that which justified the exclusion.**

**Building Height**

- 6. Building height, measured from base surface to top of parapet, must not exceed 20.7 m.**

**Horizontal Angle of Daylight**

- 7.1 Each habitable room must have at least one window on an exterior wall of a building.**
- 7.2 The location of each 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.**
- 7.3 Measurement of the plane or planes referred to in section 7.2 must be horizontally from the centre of the bottom of each window.**
- 7.4 The Director of Planning or Development Permit Board may relax the horizontal angle of daylight requirement if:**

- (a) The Director of Planning or Development Permit Board first considers all the applicable policies and guidelines adopted by Council; and
  - (i) The minimum distance of unobstructed view is not less than 3.7 m; or
  - (ii) The habitable room is an inboard bedroom within a three-bedroom unit assigned to moderate income households.

7.5 An obstruction referred to in section 7.2 means:

- (a) Any part of the same building including permitted projections; or
- (b) The largest building permitted under the zoning on any site adjoining CD-1 ( ).

7.6 A habitable room referred to in section 7.1 does not include:

- (a) A bathroom; or
- (b) A kitchen whose floor area is the lesser of:
  - (i) 10 % or less of the total floor area of the dwelling unit; or
  - (ii) 9.3 m<sup>2</sup>;

### Acoustics

8. A development permit application for dwelling uses must include an acoustical report prepared by a registered professional acoustical engineer demonstrating that the noise levels in those portions of dwelling units listed below will not exceed the noise levels expressed in decibels set opposite such portions of the dwelling units. For the purposes of this section, the noise level is the A-weighted 24-hour equivalent (Leq24) sound level and will be 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                      |

### Zoning and Development By-law

9. Sections 2 through 14 of the Zoning and Development By-law apply to this CD-1 ( ).

\* \* \* \* \*

**1425 and 1451 East 12th Avenue  
CONDITIONS OF APPROVAL**

*Note: If the application is referred to a public hearing, these Conditions of Approval will be referenced in the Summary and Recommendations included in the hearing agenda package. Any changes to the conditions approved by Council will be contained in its decision. Applicants are advised to consult the hearing minutes for any changes or additions to these conditions.*

**PART 1: CONDITIONS OF APPROVAL OF THE FORM OF DEVELOPMENT**

*Note: Consideration by Council at the public hearing of the proposed form of development is in reference to plans prepared by Ryder Architecture, stamped received December 11, 2019, and provides that the Director of Planning may allow minor alterations to this form of development when considering the detailed scheme of development submitted with the development application.*

THAT, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the Director of Planning who shall have particular regard to the following:

**Urban Design**

1. Design development to reduce the appearance of bulk and width, especially of the east building, by introducing some verticality and textural variations to the cladding pattern.

**Note to applicant:** The intention of introducing some vertically oriented clad pattern is to break up the expressed horizontality, particularly for the elevations facing the lane. Texture variations like using panels of different thickness, etc. could add an illusion of there being planar differences on those elevations.

2. Design development to ensure retention of the northeast corner tree, as that tree can help visually break up the appearance of width on the lane wall faces.

**Note to applicant:** Regarding tree retention, a notched corner at the east building to adequately accommodate the tree canopy is possible. It should be noted that this tree acts as a privacy screen between the proposed building and the neighbours. The tree also aids to soften the transition to lower scale fabric in lieu of massing changes. Please cross reference to landscape conditions regarding tree retention.

3. Design development to refine its amenity space and overall public realm interface by:
  - (a) Incorporating openable glass-wall systems for both amenity rooms;
  - (b) Developing areas at the edge of the courtyard that are accessible to the wider neighbourhood; and,
  - (c) Exploring more screening measures to further mitigate potential noise and air pollution from the arterial.

**Note to applicant:** The glass-walls are to have more direct connections between the interior and exterior so that a wider range of activities, which may use a larger span of space, can occur. Having some parts of the courtyard accessible to the wider public is a

form of contribution back to the neighbourhood. These areas may be at the edge where the courtyard meets the ROW, and could take the form of seating. Furthermore, having these publicly accessible zones will likely make the ROW read as more accessible as a new pedestrian connection in the block area. The landscape design should balance between developing a quiet space for senior residents while providing cues for greater neighbourhood pedestrian connectivity.

4. Design development to improve privacy and livability by:
  - (a) Resolving potential overlook and direct sightline issues at the inner corners of both buildings;
  - (b) Providing some screening devices for units facing the side and rear yards; and,
  - (c) Ensuring the plants at the lane-interfaces are substantially large enough to act as screens between the proposed building and the neighbours.

**Note to applicant:** Balconies and windows at the inner-corners of both buildings have distances that may raise privacy concerns. These issues may be resolved by planter-screens and/or adjusting the window sizes, glass-pane opacity, and locations, and reconfiguring the unit-layout.

#### **Crime Prevention through Environmental Design (CPTED)**

5. Provision at the time of the Development Permit application for Crime Prevention Through Environmental Design (CPTED) strategies, including:
  - (a) Having particular regard for mischief in alcoves and vandalism such as graffiti;
  - (b) Consideration of mail theft in the design and location of mailboxes;
  - (c) Consideration of residential break and enter;
  - (d) Provision of outdoor common area and path lighting; and
  - (e) Provisions for visibility and security in the underground parking garage in accordance with the Parking By-law, including:
    - i. Providing 24 hour overhead lighting at exit doors and step lights;
    - ii. Providing white-painted walls, and;
    - iii. Ensuring a high degree of visibility at doors, lobbied, stairs, and other access routes.

**Note to applicant:** Light fixture types, locations, and illumination levels should be indicated on the landscape or site plans, and should be integrated into the site and building design. Site lighting should address strategies for path and exit lights, wayfinding, security, decoration, and mail delivery. Exterior lights should be oriented away from adjacent residential properties.



## Landscape

6. Design development to confirm the retention of Tree #194 in the northeast corner of the site, by the provision of a revised arborist report which gives safe setback distance from the tree to excavation, enabling the safe protection of the Critical Root Zone and canopy of this tree; (See also Urban Design Conditions 2 and 3c)

**Note to applicant:** Retention of this tree is important to the buffering of the building from the neighbourhood. This may require revision to the parkade and building footprint. The arborist report should detail methods of protection that will need to be carried out and dimensions of protection zone.

7. Design development to enhance, buffer and articulate landscape at ground level and public realm interface by the following:
  - (a) Provide an increased landscape setback on private property at north and east property lines to create a private/public transition; and,
  - (b) Provide a more pedestrian inviting streetscape at the East 12th Avenue interface, by addition of planting beds and landscape articulation to buffer from the busy street.
8. Design development to improve the sustainability strategy, by the following:
  - (a) Explore the provision of green roofs to all available flat roof tops;
  - (b) Provide high quality materials to all landscape areas for durability into the future;
  - (c) Add substantially more landscape around all entry areas, to accent and soften them;
  - (d) Add vines to any blank wall facades, ensuring the vine support is sturdy and low maintenance (avoid high maintenance modular “green wall” systems);
  - (e) Add edible plants, which can be used as ornamentals as part of the landscape design, in addition to urban agriculture plots;
9. Design development to the landscape treatment in common areas on slab to allow for planting flush with the ground, while providing adequate planting depths, by lowering the slab to the greatest extent possible, rather than planting in raised planters.

**Note to applicant:** Wherever possible, planted landscapes on slab should be designed to maximize soil depths. This will require integration of the landscape design and the structural plan. Soil depths should exceed CSLA Landscape Standard. At the perimeter of the building the slab can be angled downward (1 m across and 1.2 m down) to maximize contiguous soil volumes.
10. Design development to locate, integrate and fully screen parking garage vents in a manner which minimizes their impact on the architectural expression and the project’s open space and public realm.
11. Provision of coordination between Landscape Plan and architectural Site Plan, for most updated information.
12. Provision of complete information, such as detail references and schedules, confirming all landscape elements.

13. Provision of a detailed Landscape Plan illustrating soft and hard landscape areas.

**Note to applicant:** The plans should be at 1/8": 1 ft. scale minimum. The Plant List should include the common and botanical name, size and quantity of all existing/ proposed plant material. Plant material should be clearly illustrated on the Plan and keyed to the Plant List. The landscape plan should include the public realm treatment (to the curb) and all existing or proposed street trees, adjoining walkways, surface materials, PMT/Vista transformers and public utilities such as lamp posts, hydro poles, fire hydrants.

14. Provision of detailed architectural and landscape cross sections (minimum 1/4" inch scale) through common open spaces, semi-private patio areas and the public realm.

**Note to applicant:** the sections should illustrate, the slab design and location, the soil profile, tree root ball, tree canopy and any associated landscaping. For private patios and amenity areas, illustrate and dimension planters on slab, planter sizes (inside dimension), soil, root ball, retaining walls, steps, patios and portions of the adjacent building, such as residential units or amenity rooms.

15. Provision of a "Tree Management Plan".

**Note to applicant:** It is preferred that the arborist tree management plan become the primary document for tree removal/ protection related matters.

16. Provision of an arborist "letter of undertaking" to include signatures by the owner, contractor and arborist.

**Note to applicant:** the signatures confirm that all parties are aware of the roles and responsibilities and that the project is on track to satisfy the steps and recommendations outlined by the arborist. For example, advanced planning will be needed to ensure that certain works, such as site supervision checkpoints, are coordinated.

17. Coordination for the provision of new street trees or any proposed City owned tree removals adjacent to the development site, where applicable.

**Note to applicant:** New street trees to be shown and confirmed on the development permit plans. Contact Engineering (604.871.6131) to confirm tree planting locations and Park Board (604.257.8587) for tree species selection and planting requirements. Provide a notation on the plan as follows, *"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 deep. Planting depth of root ball must be below sidewalk grade. Call Park Board for inspection after tree planting completion"*.

18. Provision of high efficiency irrigation for all planted areas and hose bibs for all patios and common areas greater than 100 sq. ft.

**Note to applicant:** on the plan, illustrate irrigation connection points and hose bib symbols accurately and provide a highlighted note to verify the irrigation is to be

designed and constructed. Hose bibs are requested to encourage patio gardening and hand watering on private patio and amenity decks.

19. Provision of an outdoor Lighting Plan

### Sustainability

20. All new buildings in the development will meet the requirements of the *Green Buildings Policy for Rezoning*s (amended May 2, 2018), including all requirements for Near Zero Emissions Buildings (i.e. Passive House certified or alternate near zero emissions standard approved by the Director of Sustainability). The requirements for Near Zero Buildings are summarized at <http://guidelines.vancouver.ca/G015.pdf>

**Note to applicant:** The applicant will be required to demonstrate that the development is on track to achieve the above requirements at each stage of permit. For more detail on the above requirements and what must be submitted at each stage, refer to the most recent bulletin *Green Buildings Policy for Rezoning*s – *Process and Requirements* (amended June 14, 2019 or later).

### Engineering Services

21. Parking, loading and bicycle spaces must be provided and maintained in accordance with the requirements of the Vancouver Parking By-law, except that:

(a) Provision of a finalized TDM plan is required.

**Note to applicant:** Proposed reductions may be considered at the Development Permit stage with acceptable Transportation Demand Management (TDM) or other management measures.

22. The owner or representative is advised to contact Engineering to acquire the project's permissible street use. Prepare a mitigation plan to minimize street use during excavation & construction (i.e. consideration to the building design or sourcing adjacent private property to construct from) and be aware that a minimum 60 days lead time for any major crane erection / removal or slab pour that requires additional street use beyond the already identified project street use permissions.
23. Provision of construction details to determine ability to meet municipal design standards for shotcrete removal (Street Restoration Manual section 02596 and Encroachment By-law (#4243) section 3A) and access around existing and future utilities adjacent your site.

**Note to applicant:** Detailed confirmations of these commitments will be sought at the building permit stage with final design achievements certified and confirmed with survey and photographic evidence of removals and protection of adjacent utilities prior to building occupancy. Provision of written acknowledgement of this condition is required. Please contact [StreetUseReview@vancouver.ca](mailto:StreetUseReview@vancouver.ca) for details.

24. Submission of a letter confirmation construction dewatering is a Water Use Purpose under the Water Sustainability Act requiring a provincial Approval or License.

**Note to applicant:** Applications for provincial Approvals or Licenses can be completed online. The application will be received and accepted into the province's online system, and the provincial authorizations team strives for 140 days to get the approval to the applicant. The approval holder must be able to produce their approval on site so that it may be shown to a government official upon request. Dewatering before this approval is granted is not in compliance with the provincial Water Sustainability Act.

25. Provision of any gas service to connect directly to the building without any portion of the service connection above grade within the road right of way.
26. Clarification is required as to whether any retaining walls are proposed within the westerly leg of GVS&DD Statutory Right of Way BW315853 to support the pathway or amenity space. Delete any portions of retaining wall or obtain written consent from the GVS&DD.
27. Provision of City supplied building grades to be shown on the architectural and landscape drawings.
28. Submission of an updated landscape and site plan to reflect the public realm changes including all of the off-site improvements sought for this rezoning. Where a design or detail is not available, make note of the improvement on the site and/or landscape plans. The landscape plan is to include the following note:  
  
"NOT FOR CONSTRUCTION" and is to be submitted for review to Engineering Services a minimum of 8 weeks prior to the start of any construction proposed for public property. No work on public property may begin until such plans receive "For Construction" approval and related permits are issued. Please contact Engineering, Development Services and/or your Engineering, Building Site Inspector for details."
29. Provision of standard cast in place concrete connector walks at the back of walk on City property.
30. Remove the proposed wooden bench from City property.
31. Gates and door swings are not to swing more than 1'-0" over the property line.
32. Clarify garbage pick-up operations for both 1425 and 1451 E 12<sup>th</sup> Ave. Confirmation that a waste hauler can access and pick up from the location shown is required. Pick up operations should not require the use of public property for storage, pick up or return of bins to the storage location.
33. Provision of a Final Hydrogeological Study report which includes any information previously provided and addresses the following:
  - (a) Provide finalized details of the proposed development including: the dimensions of the site in m<sup>2</sup> and hectares, the number and type of proposed buildings, the number of levels of proposed parkade, etc;
  - (b) Provide finalized excavation depths, foundation depths, and static water level(s) depth/elevation in both metres below ground surface as well as geodetic elevations;

- (c) Discuss any expected seasonal variation of the water level depth(s), including perched groundwater, and whether the high water level could impact the development;
- (d) Provide the anticipated construction dewatering period;
- (e) Provide a quantitative estimate (in litres per minute) of both the anticipated construction dewatering/drainage rate and the permanent (post-construction) dewatering/drainage rate. Provide the details of the methodology used to determine the dewatering rates.

**Note to applicant:** The *Groundwater Management Bulletin* defines groundwater as all water occurring below the surface of the ground within voids within a soil or rock matrix, and includes perched aquifers. Terms such as “negligible” are not acceptable;

- (f) Confirm that any water discharged to the City collection system will be monitored during the construction dewatering period, and that the daily average water flow rate measurements (or as requested by the City) will be submitted monthly to [groundwater@vancouver.ca](mailto:groundwater@vancouver.ca).
34. Provision of a finalized Transportation Demand Management (TDM) Plan to the satisfaction of the General Manager of Engineering Services. Provide TDM Plan as a separate package with complete information on TDM measures proposed, including the following clarifications:
- (a) ACT-01 – Additional Class A Bicycle Parking
    - (i) Provision of an additional 40% Class A spaces.
  - (b) ACT-02 – Improved Access to Class A Bicycle Parking
    - (i) This measure will not be supported as no special provisions have been provided for the elevator access.
    - (ii) Provision of a dedicated bicycle elevator for all bicycle spaces. The elevator is to have doors on both ends to allow bicycles to easily roll in from one end and roll out the other. The elevator to be a freight style elevator with durable finishes to comfortably accommodate two people with two bicycles and provide minimum interior dimensions of 5'-6" x 6'-8". A separate bicycle call button is to be provided on all floors requiring bicycle access to allow users to call the bicycle elevator directly. Accommodation of oversized bicycles within this elevator may increase requirements.
  - (c) SUP-03 – Multimodal Way-finding Signage
    - (i) Provide examples of signage to be used.
    - (ii) Show locations of signage on plan.

35. Subject to the acceptance of an approved TDM Plan, entry into a TDM agreement, to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services, which:
- (a) Secures provision of funding towards long-term TDM monitoring fund in the amount of \$280 per parking space waived
  - (b) Secures the provision of TDM measures on the site,
  - (c) Permits the City to access and undertake post occupancy monitoring of the TDM measures proposed,
  - (d) Agrees to make reasonable adjustments to the TDM measures as requested by the City, based on the TDM monitoring results.
36. Design Development to improve access and design of bicycle parking and comply with the Bicycle Parking Design Supplement.
- (d) Provision of design specifications for stacked bicycle racks including dimensions, vertical and aisle clearances.
- Note to applicant:** Racks must be usable for all ages and abilities.
- (e) Provision of all doors on the route from Class A bicycle parking spaces to the outside to be fitted with automatic door openers.
  - (f) Provide a maximum 60% stacked and vertical Class A bicycle spaces.
  - (g) Provide oversized spaces and lockers as per Bylaw.
37. Design development to improve the parkade layout and access design and comply with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services, including the following:
- (a) Provide a minimum 4.0m (13'1.5") width and 2.3m (7'6.5") height for accessible stalls.
  - (b) Provide parabolic mirrors to assist two way vehicle movements.
  - (c) Provision of visitor parking independent of the residential parking area.
38. Provision of the following information is required for drawing submission at the Development Permit stage to facilitate a complete Transportation review:
- (a) A complete tech table is required showing the calculations for the minimum required parking, loading, bicycle spaces and the number of spaces being provided.
  - (b) All types of parking and loading spaces individually numbered, and labelled on the drawings.

- (c) Dimension of column encroachments into parking stalls.
- (d) Show all columns in the parking layouts.
- (e) Dimensions for typical parking spaces.
- (f) Dimensions of additional setbacks for parking spaces due to columns and walls.
- (g) Dimensions of manoeuvre aisles and the drive aisles at the parkade entrance and all gates.
- (h) Section drawings showing elevations and minimum vertical clearances for parking levels, loading bays, ramps, and security gates. These clearances must consider mechanical projections and built obstructions.
- (i) Areas of minimum vertical clearances labelled on parking levels.
- (j) Design elevations on both sides of the ramps and drive aisles at all breakpoints, loading bays, disability spaces, and at all entrances. The slope and length of the ramped sections at all breakpoints to be shown on the submitted drawings.
- (k) Indicate the stair-free access route from the Class A bicycle spaces to reach the outside. Stair ramps are not generally acceptable.
- (l) Existing street furniture including bus stops, benches etc. to be shown on plans.
- (m) The location of all poles and guy wires to be shown on the site plan.

## Housing

39. That the proposed unit mix, including 43 per cent studio units, 20 per cent studio units that are adaptable to an in-board bedroom, and 37 per cent one-bedroom units, are to be included in the Development Permit drawings.

**Note to applicant:** The unit mix may only be varied under the discretion of the Director of Planning or Development Permit Board.

40. Provide written confirmation on the status of applications and approvals for capital grants and loans from all levels of government that may increase the affordability of the project, to be included in the Development Permit submission.
41. Prior to issuance of the development permit, applicant to display a sign on the site, throughout construction, that acknowledges that social housing is being provided as part of the City of Vancouver's initiatives. Sign design, format, and location to be approved by the City.



## PART 2: CONDITIONS OF BY-LAW ENACTMENT

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, Urban Design and Sustainability, the General Manager of Engineering Services and the General Manager of Planning, Urban Design and Sustainability (or successors in function), as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

### Engineering Services

1. Consolidation of Lots 28 and 29, both of Lot D, Block 160, District Lot 264A, Plan 10940 to create a single parcel.
2. The applicant must deliver to the General Manager of Engineering Services agreement in writing from the Greater Vancouver Sewerage and Drainage District (GVS&DD) and particulars of registration at the Land Title Office, if applicable, with regard to the modifications or replacements of existing SRW Agreements 334904M (as shown on Explanatory Plan 6847), 334905M (as shown on Explanatory Plan 6861) and, if necessary, BW315853 (as shown on Plan BCP12114), as well as approval for the proposed surface treatment & landscaping within the SRWs, and approval of the proposed boulevard trees in the vicinity of the GVS&DD sanitary sewer located in the boulevard (adjacent to the southerly leg of SRW BW315853), as required by Metro Vancouver or GVS&DD in connection with any proposed work required for the applicant's development.
3. Provision of a natural watercourse agreement.

**Note to applicant:** Records indicate a natural watercourse passes through this site, a legal agreement ensuring that should the watercourse be discovered or impact the site during development and beyond that its flow will not be obstructed.

4. Provision of a Statutory Right of Way (SRW) for public pedestrian use over the Metro Vancouver sewer right-of-way through the site.
5. Release of Easement & Indemnity Agreement 476506M (See 577779L), a support agreement, prior to building occupancy.

**Note to applicant:** Arrangements are to be secured prior to zoning enactment, with release to occur prior to issuance of an occupancy permit for the site. Provision of a letter of commitment will satisfactorily address this condition.

6. Provision of a Services Agreement to detail the on and off-site works and services necessary or incidental to the servicing of the site (collectively called "the services") such that they are designed, constructed and installed at no cost to the City and all necessary street dedications and rights of way for the services are provided. No development permit for the site will be issued until the security for the services is provided.
  - (a) Based on the confirmed Fire Underwriter's Survey Required Fire Flows and domestic flows submitted by Creus Engineering Ltd. dated November 21, 2019,

no water main upgrade is required to service the development.

**Note to applicant:** Should the development's Fire Underwriter's Survey Required Fire Flow calculation change as the building design progresses, a resubmission to the City of Vancouver Waterworks Engineer is required for re-evaluation of the Water System.

- (b) Provision of adequate sewer (storm and sanitary) service to meet the demands of the project. Implementation of development at 1425 – 1451 E 12<sup>th</sup> Ave will require the following in order to maintain acceptable SAN sewer flow conditions.
  - (i) The post-development 5-year flow rate discharged to the storm sewer shall be no greater than the 5-year pre-development flow rate. The pre-development estimate shall utilize the 2014 IDF curves, whereas the post-development estimate shall utilize the 2100 IDF curves to account for climate change.
  - (ii) Development to be serviced to the existing 250 mm sanitary sewer in E 12<sup>th</sup> Ave.
- (c) Street improvements along E 12<sup>th</sup> Avenue adjacent to the site and appropriate transitions including the following:
  - (i) 1.22m (4') wide front boulevard with street trees where space permits;
  - (ii) 2.14m (7') wide broom finish saw cut concrete sidewalk;
  - (iii) Concrete pedestrian lane crossing
  - (iv) Adjustment to all existing infrastructure to accommodate the proposed street improvements.
- (d) Provision of improvements at the intersection of Woodland and E 12<sup>th</sup> Avenue including:
  - (i) Upgrades to the existing traffic signal to an accessible pedestrian signals (APS),
  - (ii) Improved intersection and pedestrian LED lighting to meet current standards,
  - (iii) Provision of new curbs ramps at all four corners, and adjustments to all existing infrastructure to accommodate the proposed street improvements (including any modifications of related traffic signal equipment).
- (e) Provision of speed humps in the lane north of E 12<sup>th</sup> Avenue between Clark Drive and Woodland Drive, and the lane west of Woodland Drive between E 11<sup>th</sup> Avenue and E 12<sup>th</sup> Avenue.
- (f) Provision of installation of parking regulatory signage on streets adjacent to the site to the satisfaction of the General Manager of Engineering Services.

**Notes to applicant:** Design details of off-site improvements to be finalized at the development permit stage.

- (g) Provision of upgraded street lighting (roadway and sidewalk) adjacent to the site to current City of Vancouver (COV) standards and Illuminating Engineering Society of North America (IESNA) recommendations.
- (h) Provision of new or replacement duct bank adjacent to the development site that meets current City standards. Duct banks are to consist of electrical and communication ducts and cables, and connected to existing electrical and communications infrastructure.

**Note to applicant:** The detailed Electrical Design will be required prior to the start of any associated electrical work to the satisfaction of the General Manager of Engineering Services, and, in conformance with Standard Specification of the City of Vancouver for Street Lighting (draft), Canadian Electrical Code (the latest edition) and the Master Municipal Construction Documents (the latest edition)

- 7. 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 not limited to System Vista, Vista switchgear, pad mounted transformers, LPT 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. The applicant shall provide written confirmation from BC Hydro that all required electrical plant is provided for on-site.

This proposed development is adjacent to existing BC Hydro electrical works. The applicant shall submit a surveyed clearance drawing to BC Hydro showing all BC Hydro plant and dimensioned clearances from the plant to the development. The applicant shall provide written confirmation from BC Hydro that all required clearances from BC Hydro plant have been satisfied. See BULLETIN 2015-002-EL - Clearances from Existing BC Hydro High Voltage Overhead Conductors and Transformers for more information (<https://vancouver.ca/files/cov/2015-002-clearances-from-the-existing-bc-hydro-high-voltage-overhead-conductors-and-transformers.pdf>).

**Note to applicant:** Submission of a Key Plan to the City for review and approval prior to submission of any third party utility drawings. The Key Plan shall meet the specifications in the City of Vancouver Engineering Design Manual Section 2.4.4 Key Plan (<https://vancouver.ca/files/cov/2015-002-clearances-from-the-existing-bc-hydro-high-voltage-overhead-conductors-and-transformers.pdf>). All third party service lines to the development shall be shown on the plan (e.g., BC Hydro, Telus, Shaw, etc. The review of third party utility service drawings will not be initiated until the Key Plan is defined.

For questions on this requirement, please contact Utilities Management Branch at 604-829-9447 or at [umb@vancouver.ca](mailto:umb@vancouver.ca).

- 8. Provision of an updated Preliminary Hydrogeological Study and also address each of the conditions below in a prior-to response letter:

- (a) Provide one cross-section schematic(s) showing: location(s) and depth(s) of any test pits, boreholes, or wells including screen intervals; interpreted site stratigraphy; topography; static water level(s) (perched aquifers or otherwise); base of excavation(s); foundation(s); and any proposed groundwater management solutions; and
- (b) Based on the proposed finished floor elevations and the measured perched groundwater levels, the proposed development is expected to intercept the water table. However, EXP states that “the proposed development would have a negligible effect on the ‘water table’, as defined in the Bulletin” and that “...post construction seepage into the building foundation perimeter drainage system is expected to predominantly consist of localized infiltrated surface water from precipitation”. Describe why EXP does not expect the perched water table in the fill to produce persistent discharge into the foundation perimeter drainage system.

### **Sustainability**

- 9. The applicant will enter into an agreement with the City, on terms and conditions acceptable to the Director of Sustainability and the Director of Legal Services, that requires the future owner of the building to report energy use data, on an aggregated basis, for the building as a whole and certain common areas and building systems. Such an agreement will further provide for the hiring of a qualified service provider to assist the building owner for a minimum of three years in collecting and submitting energy use data to the City.

### **Housing**

- 10. Make arrangements to the satisfaction of the General Manager of Planning, Urban Design and Sustainability (or successor in function), and the Director of Legal Services to enter into a Housing Agreement and Section 219 Covenant securing all dwelling units as social housing for the longer of 60 years and the life of the building, which will contain the following terms and conditions:
  - (a) A no separate-sales covenant;
  - (b) A no stratification covenant;
  - (c) That the social housing units will be legally and beneficially owned by a non-profit corporation, or by or on behalf of the city, the Province of British Columbia, or Canada as a single legal entity and used only to provide rental housing for terms of not less than one month at a time and prohibiting the separate sale or transfer of legal or beneficial ownership of any such units;
  - (d) Requiring such units to be used for "social housing", as that term is defined in the Vancouver Development Cost Levy By-law No. 9755;
  - (e) Not less than 36 per cent of the social housing units will be occupied by households with incomes below the then current applicable Housing Income Limits, as set out in the current “Housing Income Limits” table published by the British Columbia Housing Management Commission, or equivalent publication,

and rented at rents that qualify for rent supplements under BC Housing's Shelter Aid for Elderly Residents (SAFER) rent subsidy program, or the equivalent program available to seniors through the Province of British Columbia, as determined and approved by the General Manager of Planning, Urban Design and Sustainability;

- (f) Requiring such units to be rented to seniors, meaning at least one member of the household is aged 55 or older, or to be rented to persons with special needs, meaning at least one member of the household is a person with special needs; and
  - (g) On such other terms and conditions at the General Manager of Planning, Urban Design and Sustainability) or successor in function) and the Director of Legal Services may in their sole discretion require.
11. Enter into a Section 219 Covenant and/or such other agreements as the General Manager of Arts, Culture and Community Services and the Director of Legal Services determine are necessary to require the applicant to:
- (a) Provide a Tenant Relocation Plan to the satisfaction of the General Manager of Arts, Culture and Community Services as per the *Tenant Relocation and Protection Policy* that is effective at the time of submission of the Development Permit Application.
  - (b) Provide a notarized declaration that demonstrates that each tenant has been given written notice of the intent to redevelop the property; that indicates the number of units occupied on the date of the notice; and includes copies of a letter addressed to each tenant summarizing the Tenant Relocation Plan offer and signed as received by each tenant.
  - (c) Provide an Interim Tenant Relocation Report to the satisfaction of the General Manager of Arts, Culture and Community Services prior to issuance of the Demolition Permit. The Report must outline the names of any tenants who have ended their tenancy; the reason for its end (e.g. tenant decision or mutual agreement to end tenancy); the outcomes of their search for alternate accommodation (if assistance was requested by the tenant); the names of tenants still remaining in the building; the status of the applicant's search for relocation options (if assistance was requested by the tenant) and/or additional assistance rendered, as required through their Tenant Relocation Plan.
- Note to applicant:** if a long period of time elapses between Public Hearing and before issuance of Demolition Permit, the City may request an additional Interim Tenant Relocation Report be submitted.
- (d) Provide a Final Tenant Relocation Report to the satisfaction of the General Manager of Arts, Culture and Community Services prior to issuance of the Occupancy Permit. The Report must outline the names of tenants; indicate the outcome of their search for alternate accommodations; summarize the total monetary value given to each tenant (moving costs, rents, any other compensation); and include a summary of all communication provided to the tenants.

## Environmental Contamination

12. If applicable:

- (a) Submit a site profile to Environmental Services (Environmental Protection);
- (b) As required by the Manager of Environmental Services and the Director of Legal Services in their discretion, do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter; and
- (c) If required by the Manager of Environmental Services 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 Services, 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 separate Certificates of Compliance satisfactory to the City for the on-site and off-site contamination, issued by the Ministry of Environment, have been provided to the City.

Note: Where the Director of Legal Services deems appropriate, the preceding agreements are to be drawn, not only as personal covenants of the property owners, but also as Covenants pursuant to Section 219 of the Land Title Act.

The preceding agreements are to be registered in the appropriate Land Title Office, with priority over such other liens, charges and encumbrances affecting the subject sites as is considered advisable by the Director of Legal Services, and otherwise to the satisfaction of the Director of Legal Services prior to enactment of the by-laws.

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

\* \* \* \* \*

**1425 and 1451 East 12th Avenue  
ADDITIONAL INFORMATION**

**1. Summary of Tenant Relocation Plan Terms**

| <b>Tenant Relocation and Protection Requirements</b> | <b>Tenant Relocation Plan Offer</b>  |
|--|--|
| Financial Compensation                               | <ul style="list-style-type: none"> <li>• Applicant to pay \$1,000 per unit or one month free rent, whichever is greater.</li> </ul>  |
| Notice to End Tenancies                              | <ul style="list-style-type: none"> <li>• Applicant to provide regular project updates to tenants throughout the development approvals process.</li> <li>• Applicant is required to provide a minimum of four months' notice to end tenancy after all permits are issued (e.g. development, building, and demolition permits in place).</li> </ul>  |
| Moving Expenses                                      | <ul style="list-style-type: none"> <li>• Applicant to provide \$862.50 for bachelor or 1-bedroom or \$1,150 for 2-bedroom units.</li> </ul>  |
| Ensure permanent rehousing options                   | <ul style="list-style-type: none"> <li>• Applicant has been actively engaging with tenants on an individual level to provide tenants with options to other units with Brightside's Housing portfolio, consistent with Brightside's current rental levels and the residents' incomes or in comparable units in the City of Vancouver. Where no suitable option can be identified, the applicant will explore other options for suitable alternate accommodation that are affordable to the resident. This may include options in other neighbourhoods or outside of the City of Vancouver, if requested by the tenant.</li> <li>• Applicant, to the best of their abilities, is limiting the impact of relocation on the existing residents by making every effort to secure a permanent replacement residence option to meet the individual needs of the residents.</li> </ul> |
| Maintain affordability                               | <ul style="list-style-type: none"> <li>• Applicant to relocate tenants into permanent housing that is priced at rents that are no higher than what they are eligible for based on existing subsidy requirements or 30% of gross household income, or the current rent, whichever is higher.</li> </ul>   |



| <b>Tenant Relocation and Protection Requirements</b>  | <b>Tenant Relocation Plan Offer</b>  |
|---|--|
| Additional Support for Low Income Tenants or Tenants Facing Other Barriers to Appropriate Housing | <ul style="list-style-type: none"> <li>• Applicant to hold meetings with each individual resident, along with family and support workers where needed, to set up a roadmap for assistance to secure alternative accommodation.</li> <li>• Additional Support includes priority status in transferring to other Brightside buildings, conducting one-on-one interviews and surveys in an office within the current building, hiring translators as needed, attending office hours in the building on a weekly basis. assisting the residents in applying for alternative housing, helping residents submit documents to BC Housing or other non-profit housing providers, such as SAFER applications, through helping with document completion and delivery, accommodating accessibility upgrades, and supporting and assisting residents to accessing local services based on their individual needs.</li> <li>• Residents who require additional or specialized assistance beyond the purview of Brightside's Resident Relocation Team are referred to community-based organizations and/or health organizations. The goal is to ensure all residents feel fully supported in all aspects of the relocation process.</li> </ul> |
| First Right of Refusal  | <ul style="list-style-type: none"> <li>• Applicant to offer all current tenants the right of first refusal assuming they continue to meet Brightside's application and income testing requirements at previous rent levels or no more than 30% of tenants income.</li> </ul>   |

## 2. Urban Design Panel Minutes

Chair Jennifer Stamp called the meeting to order at 3:15 p.m. and noted the presence of a quorum. The panel then considered applications as scheduled for presentation.

|                     |   |
|---------------------|---|
| Address:            | 1425 & 1451 E 12th Avenue   |
| Permit No.:         | RZ-2019-00083   |
| Description:        | To develop two 6-storey residential buildings comprised of 157 seniors social housing over one level of underground parking consisting of 33 vehicle spaces and 162 bicycle spaces. The proposed building height is 20.7 m (68 ft.), the total floor area is 9,084 sq. m (97,779 sq. ft.), and the floor space ratio (FSR) is 2.56. This application is being considered under the Grandview-Woodland Community Plan. |
| Zoning:             | RM-11N to CD-1  |
| Application Status: | Rezoning Application  |
| Review:             | First   |
| Architect:          | Ryder Architecture  |
| Owner:              | Brightside Homes  |
| Delegation:         | Warren Schmit, Ryder Architecture (Canada);<br>Margot Long, PWL Partnership Landscape Architects Inc.;<br>William Azaroff, Brightside Community Homes Foundation  |
| Staff:              | Sarah Crowley & Patrick Chan  |

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### EVALUATION: Support with Recommendations (5-1)

- **Introduction:**

Sarah Crowley, Rezoning Planner (on behalf of Marcel Gelein, Rezoning Planner) presented this rezoning application for a seniors social housing project at 1425 and 1451 East 12th Avenue. This application was submitted on behalf of Brightside Homes, a private sector non-profit social housing provider.

Sarah began by providing an overview of the site and surrounding context as follows: The development site is zoned RM-11N and is surrounded by single family houses developed under RM-11N to the west, south and east. An existing Brightside seniors building is located across the lane to the north as well character homes in the RT-5 zone.

- The site has a frontage of approximately 83m (272 ft.) along E. 12<sup>th</sup> and approximately 41m (134 ft.) along the lane to the east. The total site area is approximately 3,337 sq. m (35, 919 sq. ft.).
- The site is bisected in the middle by an existing Metro Vancouver sewer right-of-way (ROW) and also on the west side of the lot.

The site is located approximately 800m south-west from the Commercial Broadway Skytrain station (10 min walk) and approximately 900m (11 min walk) to the north of John Hendry Park (Trout Lake).

The west side of the site is currently developed with a two storey building while the east portion of the lot has a three-storey building. Both buildings are owned and operated by Brightside Homes and are seniors housing buildings originally constructed in the 1962 (east) and in 1970 (west).

Between the two buildings, there are currently 157 units, 72 in the west building and 85 in the east building respectfully.

#### Social Housing & Grandview Woodlands Community Plan

- Rezoning potential for the site is guided by the *Grandview Woodlands Community Plan* (GWCP). The site is within the Commercial-Broadway Station Precinct sub-area where the GWCP provides direction to support development of transit-oriented housing opportunities. Under section 6.7.2 of the GWCP, a four- storey apartment building is envisioned.
- However, additional height and density beyond 4 storeys can be considered for this site under section 7.1.3 of the GWCP which allows for modest increases in height and density to assist with project viability where new social housing is being proposed.

#### Proposal

Sarah concluded by noting that the application is proposing to rezone from RM-11N to CD-1 to permit two certified Passive House 6 storey buildings with a total of 157 social housing units targeted for seniors (tenants aged 55 years plus) . A density of 2.56 FSR and a height of 20.7m (68ft.) is being proposed. Each building includes one level of underground parking, with separate access from the lane on the north side of the property. This project has been submitted under the Social Housing or Rental Housing (SHORT) pilot program.

Development Planner Patrick Chan noted this project is situated within the Grandview Woodlands Community Plan (Station Residential Sub-Area), and is also zoned RM-11N. The Grandview Woodlands Plan and RM-11 District Schedule both support an extruded Four-Storey “T” Shaped Buildings to foster a medium density residential setting. The alphabet shaped aims to achieve the following urban design objectives:

- **Sensitive Transition:** Noting the lower scale R-zone lots around, the “leg” of the “T” is usually located at the rear of the site to minimize the bulk in the area interfacing with lots across the lane, hence maintaining some degree of openness.
- **Minimize shadow impacts:** Less mass or bulk in the interface area may also help reduce shadow impacts, particularly to any northerly lots.

While the recommended height is 45 ft., the Director of Planning may relax the height to 48 ft. to accommodate challenging topography and other factors. However, per the district schedule, portions of the building above the fourth level should be further setback to minimise the appearance of height and bulk, thus exercising sensitivity to the lower scale surroundings. To this point, it is important to note the RT-5 lots to the east and north contain some character houses and are unlikely to redevelop into taller, denser forms. Other urban design objectives outlined in the Grandview Woodlands Plan include, but not limited to, distinctive entry-way design, high-quality materials, activated ground plane, and tree retention. Chan also pointed out six-storey alphabet shaped apartments up to 2.40 FSR are anticipated for lots east of Woodlands Drive along 12<sup>th</sup> Avenue.

Patrick Chan then noted while the project does not present T-shaped buildings, it interprets and aims to express the T-shape’s urban design objectives to attend to the lower scale context.

**Massing and Siting:** While this particular site-plan’s arrangement of L-shaped forms is to create a well-lit courtyard for its future residents, retain trees, and achieve the required dwelling units, the proposed footprint do attempt to minimise impacts to adjacent lots. For example, the west building’s smaller end faces the existing single-family houses to lessen overlook and the overall bulk in the interface zone. The east building has a 20 ft.

side-yard instead of a typical RM-11's 7 ft. side yard to give more volumetric relieve between the proposed building and the existing houses. Then, to avoid a six-storey wall along 12<sup>th</sup> Ave, the courtyard punctuates the frontage.

- **Character:** To give break up the appearance of bulk, a tripartite expression is used – each band's window position shifts slightly. To improve wayfinding, part of the ground floor wall-planes are recessed, and articulated with a frame.
- **Public Realm:** The south-facing courtyard is flanked by the buildings' amenity spaces to help animate it. This may improve the future character of this portion of East 12<sup>th</sup> Avenue.
- **Landscape:** The onsite trees retained along E 12<sup>th</sup> Ave can help act as natural acoustic and visual screens to the courtyard, although further acoustic studies should be conducted. Trees at the northeast corner are also retained to act as a form of screen between the subject property and adjacent houses.

Overall, the current design development results from balancing of housing unit requirements, on-site open-space programming, and other conditions such as Statutory Rights of Way and retained trees.

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

Massing, Siting and Character

- Its interpretation of the Grandview Woodland Plan's T-Shaped apartment form, and how this interpretation relates to the lower scale adjacencies, particularly to the north and east.
- Façade Composition in mitigating appearance of bulk / height, and contribution to the overall streetscape.
- Wayfinding from 12th Avenue

Public Realm and Landscape:

- Balance of privacy for the courtyard and its connectivity to 12th Avenue and the lane.
- Tree Retention Strategies

Livability:

- Privacy and quality of private outdoor spaces of units facing 12th Avenue
- Quality of outdoor space and access to natural lighting for lane-facing ground floor units.

The planning team then took questions from the panel.

- **Applicant's Introductory Comments:**

The Applicant highlighted some constraints:

- 1) The existing Metro Vancouver sewer line is currently 6 meters deep and 3 meters on each property (6m total). The applicant has been asked to increase that to a total of 9.2 meters wide between both properties.
- 2) Sites are compact and parking is a key component. In consultation with city staff, it was agreed the best location for parking entry was along the lane.
- 3) After reviewing different forms and configurations it was decided L-shape configuration is optimal to other plans to minimize privacy concerns for the west building.
- 4) Regarding the east building the suggested L-shape form was to provide more affordable

units. Applicant shoulder setback the entire lane, and additional set back on east property line allowing distance between adjacent neighbours.

The Applicant noted the intent of the configuration for the 2 buildings is to maintain a sense of community and provide a connection between this project and the Brightside project across the lane to the north. This connection would also be accessible to the public.

The Applicant noted the stress test for the energy model has been already done. The overheating risk for Passive House is 10%. For this project with its at-risk population it is, the overheating risk is 1%.

The applicant team then took questions from the panel.

- **Panel's Consensus on Key Aspects Needing Improvement:**

Having reviewed the project it was moved by Mr. Henderson and Ms. Coughlin and was the decision of the Urban Design Panel:

THAT the Panel **SUPPORTS** the project and asks the applicant team to consider the comments. There are no conditions.

- **Panel Commentary:**

#### Massing, Siting and Character

- No issues with the massing, siting or character – the deviation from the T shape is supported
- The panel has no concerns with the deviation from the T shaped given the site constraints. The T shape is a welcome departure.
- The massing is done well and sets a standard for the neighbourhood.
- Consider making one building taller than the other.
- The massing does shade Brightside's property across the lane (to the north).
- The massing is well handled, interesting and the buildings are in the correct location. The façade composition is good.
- Like the entry treatment. Consider more articulation at the entries.
- The bulk, height and performance are good. The materiality is well treated. The lighter top and dark material at grade works well. Consider the fine-ness of materials at grade.
- Good use of balconies for shading.
- Massing is supportable because of its energy performance.

#### Public Realm and Landscape

- The landscape is very well handled. The pollinator garden is great.
- Hard to see the trees be removed, especially at the SE corner. The trees offer a passive house benefit. The loss of the trees reduces the livability for seniors.
- Tree retention strategy is good. The team made the right choices with regards to retention and removal.
- The wayfinding through the site is well handled. The ROW from E 12 Ave through the site is good, well done.
- The courtyard on 12<sup>th</sup> is well done. It needs more screening or separation, something to help it be a little more private so that the public does not wander in and use it. One panel

member suggested elevating it or sinking it to separate it from the walkway.

- Create stronger connection to shade garden at the northwest of the site – there is no direct access/site line from a common corridor/common room.

### Livability

- Resiliency and cooling: review the energy model with climate change. Consider partial cooling – 1% tolerance for heating is great for seniors
  - The suites are well laid out, livable, units could be a tad bigger. There is real need for this housing.
  - Consider increasing the window sizes.
  - Review some of the units that have overlook between bedrooms and balconies. The passive house is great. And great that it is being certified.
  - Great to see seniors housing as passive house.
- 
- Panel members supported the passive house approach of the project.
  - Panel members appreciate the livability and affordability of the units.
  - Panel members were not concerned with massing, siting and architecture; there is support for the L-shape configuration.
  - Panel noted the facade composition has helped mitigate the bulk of the mass.
  - There is warmth and definitions to the entries and is appropriately located.
  - Regarding landscape, some panel members encourage the retention of more established trees and other panel members were more sympathetic and understood the need to fit a building on the site and trying to achieve a certain density.
  - There were some concerns with the right away being too public and not enough privacy for the units.

There are no conditions for the motion of support. Only that the applicant considers the panels comments.

**Applicant's Response:** The applicant team thanked the panel for their comments. Adjournment

There being no further business the meeting adjourned at 4:30 pm.

### 3. Public Consultation Summary

#### Public Notification

A rezoning information sign was installed on the site on January 17, 2020. Approximately 2,026 notification postcards were distributed within the neighbouring area on or about January 14, 2020. Notification and application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage ([vancouver.ca/rezapps](http://vancouver.ca/rezapps)).



#### Community Open House

On February 4, 2020 a community open house was held from 5:00-8:00 pm at the Lakeview United Church, 2776 Semlin Drive. Staff, the applicant team, and a total of approximately 44 people attended the Open House.

#### Public Response

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

- 27 comment sheets, and 9 letters, e-mails, online comment forms, and other feedback were received from the public in response to the February 4, 2020 open house.

|                           |       |
|---------------------------|-------|
| Total notifications       | 2,025 |
| Open House attendees      | 44    |
| Open House comment sheets | 27    |
| Online/other feedback     | 9     |

\* Note that all reported numbers above are approximate

**Note:**

Each comment form or online response can include a number of comments which may reference points in support, potential concerns and questions or neutral/general statements. Therefore, staff focus on qualitative theming of comments and overall percentages are not provided.

Some duplication of responses may result where respondents chose to provide feedback to a rezoning application more than once using a number of mediums (open house comment sheet, online feedback, form letter, petition, etc.).

Below is a summary of all feedback received from the public by topic, and ordered by frequency:

*Generally, comments of support fell in the following areas:*

- **Affordable housing:** The project responds to the housing affordability crises in the city, with appreciation that the proposed units are dedicated for seniors.
- **General support:** The project received general support from respondents.
- **Building height, density, and massing:** The height and density of the proposal would be suitable for its location along an arterial and proximity to the Commercial-Broadway transit hub.
- **Neighbourhood addition:** This project would be a good addition to the neighbourhood and would help renew the area.
- **Unit layout and design:** Overall appreciation for unit layouts to increase space, accessibility, and liveability, especially for studio units.
- **Sustainability:** The project's passive house standard is appreciated.
- **Outdoor courtyard space:** The outdoor courtyard in front of the building would be a welcoming space for residents.
- **Tree retention:** The tree retention effort of this proposal is adequate.

*Generally, comments of concern fell into the following areas:*

- **Outdoor courtyard space:** The location of the outdoor courtyard space should not be facing East 12th Avenue due to traffic noise. Respondents suggested placing a noise buffer between the courtyard and East 12th Avenue or reversing the building orientation towards the north back lane due to higher pedestrian usage.
- **Parking within the development:** The proposed number of vehicle parking stalls would not be adequate. Respondents also cited that there are too many bicycle parking spaces for a seniors housing project and those who bike also own cars. Further vehicle stalls relaxation was also suggested to increase scooter parking stalls for seniors.



- **Building height, density, and massing:** The proposed building height, massing and density would negatively impact the neighbourhood that consist of mostly 4 storey buildings.
- **Building setback:** The building's setback would not be adequate with its proximity to adjacent single detached houses.
- **Neighbourhood character:** The project and the proposed density would not respect the character of the neighbourhood.
- **Tree retention:** Better efforts for tree retention would be appreciated, with consideration to save mature trees on the north-east corner of the site.

The following miscellaneous comments were received from the public (note: these were topics that were not ranked as highly as above).

*General comments of support:*

- Appropriate amount of parking and bicycle spaces within the development, with support for further reduction in vehicle spaces due to the building's proximity to public transit.
- Good use of an underutilized site.
- Appreciate the overall building design.
- Brightside is a trusted housing provider with support for them moving forward with this project.
- There are no concerns for the displacement of existing residents.
- The project plans indicate that adequate work has been done to ensure minimal impacts on adjacent properties.
- The project is supported and would set a good precedence for the city.
- Appreciate that each unit has a balcony and their overall staggered design.
- The location of community amenities is appropriate with good sunlight penetration into the units.

*General comments of concern:*

- Balconies could cause potential privacy concerns and may be used as a storage space.
- The proposed building could cause shading on neighbouring properties.
- A simple building façade would be more appropriate, while suggesting the overall design feels like a hospital.
- The neighbourhood is already experiencing limited street parking and this proposal would worsen the situation.
- The senior housing proposal is not supported in a neighbourhood that attracts a vibrant culture and young professionals.
- The back lane is already very busy as people seldom use East 12th Avenue, the proposal would worsen the situation.

*Neutral comments/suggestions/recommendations:*

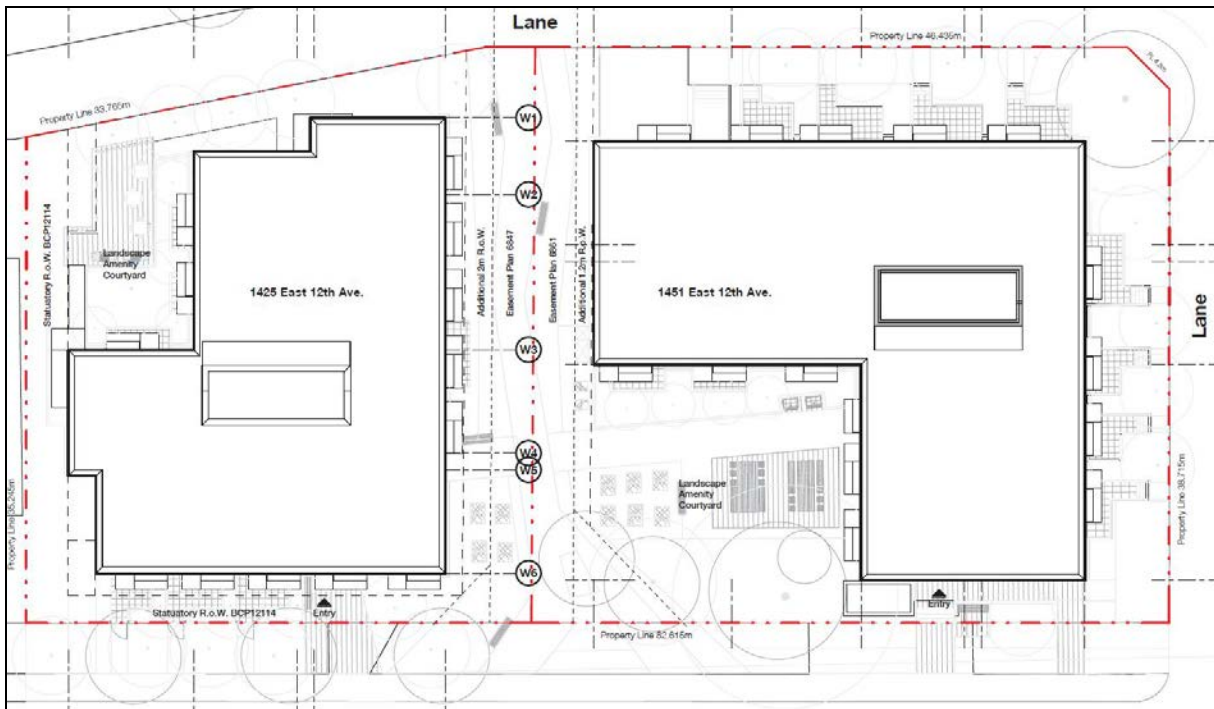
- It is important to ensure all existing residents are consulted.
- Would like to see more information on how this proposal fits in with the overall plan for the city.
- Suggest placing a divider between the bedroom area and the rest of the unit space.
- The window sizes for units seem small.
- A drop off zone for HandyDarts would be appropriate to avoid blocking traffic.

- A respondent is looking forward to moving back into the new development with a suggestion to include an exercise room.
- The creation of new CD-1 zones for these type of developments complicate the City's zoning system.

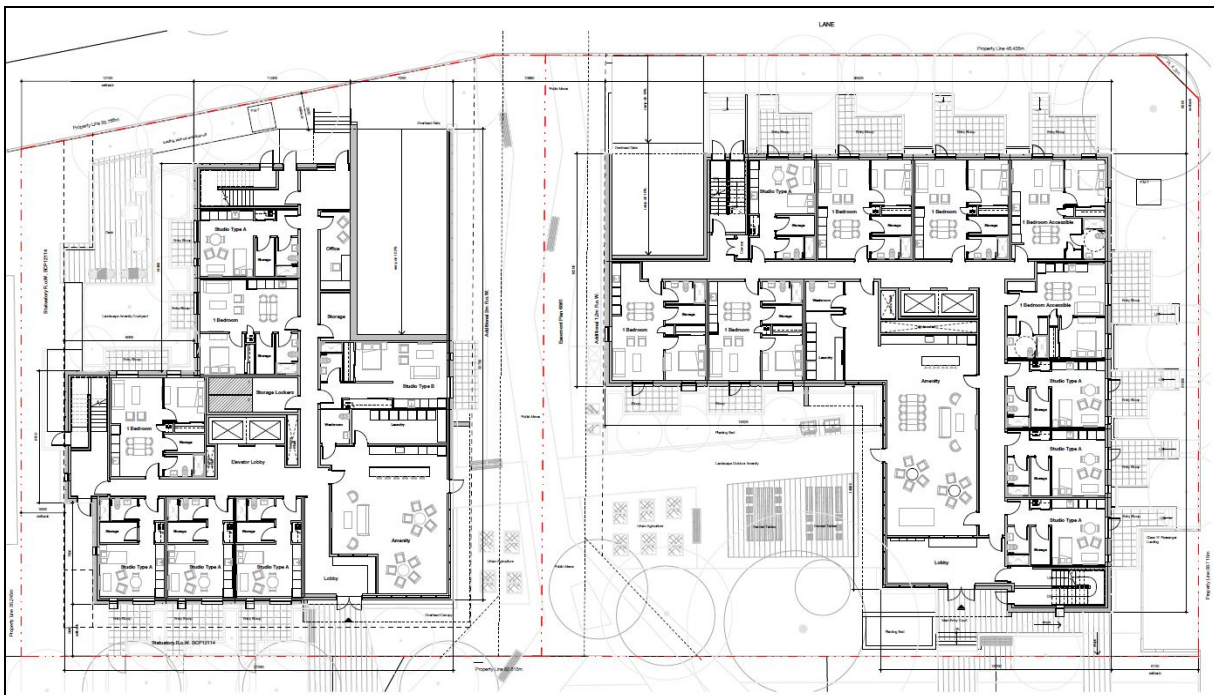
\* \* \* \* \*

1425 and 1451 East 12th Avenue  
FORM OF DEVELOPMENT DRAWINGS

Site Plan



Level 1 Floor Plan



Levels 2 – 6 Floor Plan



North Elevation



South Elevation



### West Building – West Elevation



### West Building – East Elevation

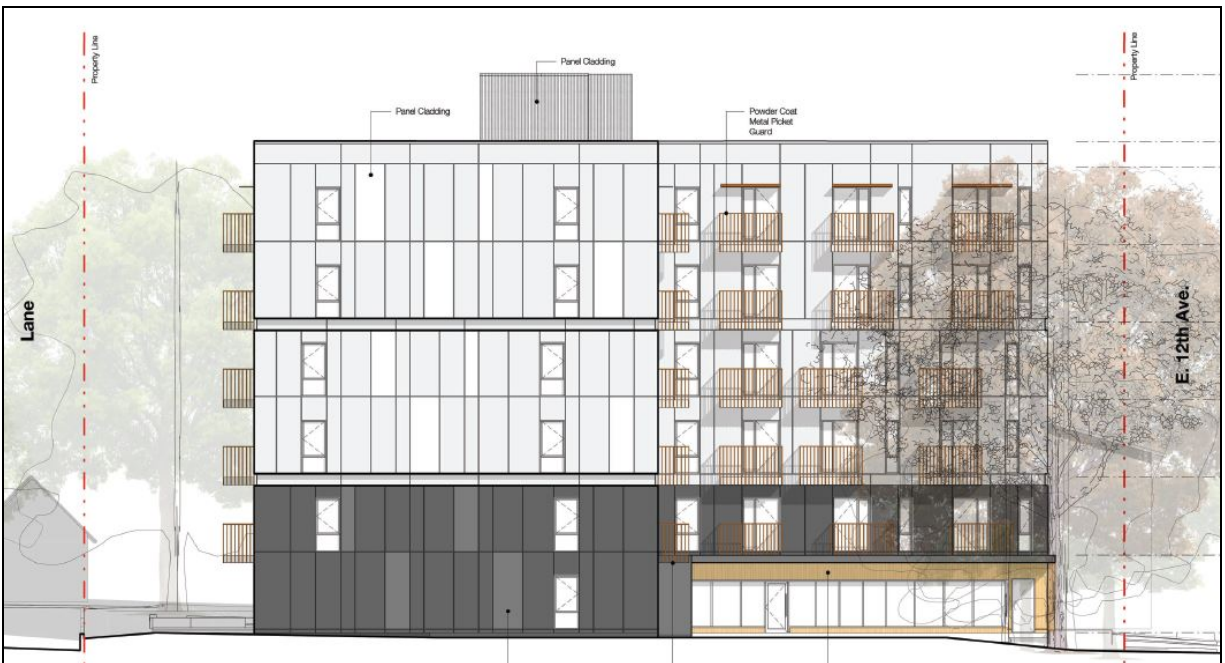




### East Building – East Elevation

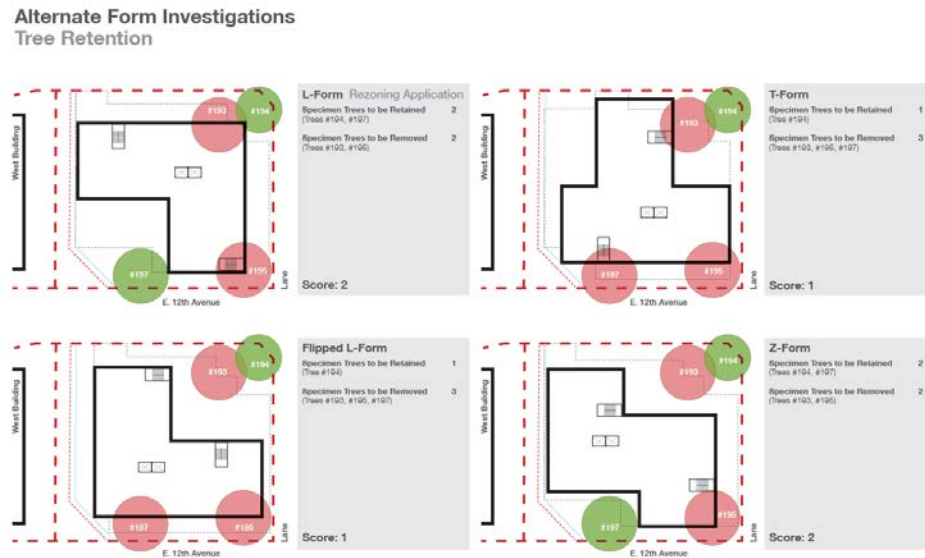


### East Building – West Elevation



## Alternate Forms Investigations

The applicant went through a series of explorations to arrive at a decision that makes the version on the top-left hand corner their preferred option for the east building.

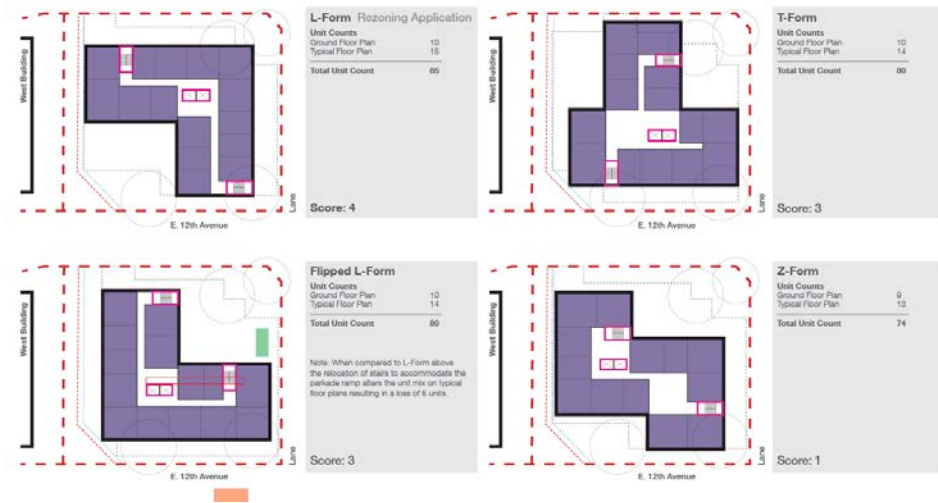


**Alternate Form Investigations**  
**Livability: Tree Impact Perspective - View from 2717 Woodland Drive**



Tree retention, including the tree at the northeast corner, is one consideration for the application in choosing the top-left version. This particular tree (shown in the lower picture) acts as a natural screening between the proposed building and neighbours. Furthermore, the tree's shadows, at certain times of the day / year, can also add moving visual interests to the otherwise unarticulated lane elevations.

### Alternate Form Investigations Unit Count Impacts



Issues such as optimising unit-counts and circulation efficiency factored into the applicant's preference for the version shown at the top-left corner, which is the one presented in this rezoning application.

\* \* \* \* \*



**1425 and 1451 East 12th Avenue  
PUBLIC BENEFITS SUMMARY**

**Project Summary:**

Construct two 6-storey buildings for a total of 157 social housing units.

**Public Benefit Summary:**

The proposal would provide 157 residential units, secured as social housing for longer of 60 years and the life of the building.

|  | Current Zoning                  | Proposed Zoning                |
|--|---------------------------------|--------------------------------|
| Zoning District                                  | RM-11N                          | CD-1                           |
| FSR (site area = 3,336.7 sq. m (35,916 sq. ft.)) | 1.7                             | 2.47                           |
| Buildable Floor Space                            | 5,672.4 sq.m<br>(61,057 sq.ft.) | 8,247.9 sq.m<br>(88,779 sq.ft) |
| Land Use   | Residential                     | Residential                    |

**Summary of development contributions expected under proposed zoning<sup>1</sup>**

|                                       | Value if built under<br>Proposed Zoning (\$) |
|---------------------------------------|--|
| City-Wide DCL                         | \$0  |
| City-Wide Utilities DCL               | \$0  |
| <b>TOTAL VALUE OF PUBLIC BENEFITS</b> | <b>\$0</b>                                   |

**Other benefits (non-quantified):** 157 units of social housing units secured for the longer of 60 years and the life of the building.

\* \* \* \* \*

**1425 and 1451 East 12th Avenue  
APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION**

**APPLICANT INFORMATION**

|                       |                                       |
|-----------------------|---------------------------------------|
| <b>Architect</b>      | Ryder Architecture (Canada) Inc.      |
| <b>Developer</b>      | Colliers International                |
| <b>Property Owner</b> | Brightside Community Homes Foundation |

**PROPERTY INFORMATION**

| <b>Street Address</b> | <b>Property Identifier (PID)</b> | <b>Legal Description</b>                               |
|-----------------------|----------------------------------|--|
| 1425 East 12th Avenue | 009-226-869                      | Lot 28 of Lot D Block 160 District Lot 264A PLAN 10940 |
| 1451 East 12th Avenue | 009-226-877                      | Lot 29 of Lot D Block 160 District Lot 264A PLAN 10940 |

**SITE STATISTICS**

|                  |                                |
|------------------|--------------------------------|
| <b>Site Area</b> | 3,336.7 sq. m (35,916 sq. ft.) |
|------------------|--------------------------------|

**DEVELOPMENT STATISTICS**

|                                | <b>Permitted Under Existing Zoning</b>                             | <b>Proposed</b>   |
|--------------------------------|--|---|
| <b>Zoning</b>                  | RM-11N   | CD-1  |
| <b>Uses</b>                    | Residential  | Residential   |
| <b>Floor Space Ratio (FSR)</b> | 1.7 FSR  | 2.47 FSR  |
| <b>Floor Area</b>              | 5,672.4 sq. m. (61,057 sq. ft.)                                    | 8,247.9 sq. m (88,779 sq. ft.)  |
| <b>Maximum Height</b>          | 13.7 m (44.9 ft.)  | 20.7 m (67.9 ft.)   |
| <b>Unit Mix</b>                | N/A  | Studio: 99 (63 %)<br>One-Bedroom: 58 (37 %)<br><b>Total Units: 157</b>  |
| <b>Parking Spaces</b>          | Per Parking By-law (TDM Plan)                                      | Residential – 25<br>Visitor – 8<br>Class A Loading - 2  |
| <b>Bicycle Spaces</b>          | Per Parking By-law   | Class A - 162   |
| <b>Natural Assets</b>          | On-site trees: 17<br>City-owned street trees: 3<br>Total: 20 trees | Removal: 15 on-site trees<br>Retention: 2 trees + 3 City-owned trees<br>Proposed: 25 trees – to be confirmed at the development permit stage<br>Total: 30 trees |

\* \* \* \* \*