



## REFERRAL REPORT

Report Date: May 3, 2022  
Contact: Yardley McNeill  
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RTS No.: 14934  
VanRIMS No.: 08-2000-20  
Meeting Date: May 17, 2022

TO: Vancouver City Council  
FROM: General Manager of Planning, Urban Design and Sustainability  
SUBJECT: CD-1 Rezoning: 1406-1410 East King Edward Avenue

### **RECOMMENDATION TO REFER**

THAT the rezoning application and plans, described below, be referred to Public Hearing together with the recommendations set out below and with the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve the application, subject to the conditions set out below;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary zoning by-laws, in accordance with the recommendations set out below, for consideration at the Public Hearing.

### **RECOMMENDATION FOR PUBLIC HEARING**

- A. THAT the application by the Vancouver Affordable Housing Agency, on behalf of the City of Vancouver, the registered owners of the lands located at:
- 1406 East King Edward Avenue [*PID 019-138-725; Lot X North Part of Blocks 1 and 3 District Lot 352 Plan LMP21362*];
  - 1410 East King Edward Avenue [*PID 019-138-733; Lot Y North Part of Blocks 1 and 3 District Lot 352 Plan LMP21362*];

to rezone the lands from RM-1N (Residential) District to CD-1 (Comprehensive Development) District, to increase the maximum floor space ratio (FSR) from 1.20 to 11.07 and increase the maximum building height from 10.7 m (35 ft.) to 51.0 m (167 ft.), and to 54.0 m (177 ft.) for a partial 14th-floor rooftop amenity area, to permit the development of a 13-storey residential building containing 109 social housing units, be approved in principle;

FURTHER THAT the draft CD-1 By-law, prepared for the Public Hearing in accordance with Appendix A, be approved in principle;

FURTHER THAT the proposed form of development also be approved in principle, generally as prepared by Stantec Consulting Inc., received October 19, 2021, provided the Director of Planning may allow minor alterations to this form of development when approving the detailed scheme of development;

AND FURTHER THAT the above approvals be subject to the Conditions of Approval contained in Appendix B.

- B. THAT subject to approval in principle of 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 and B be adopted on the following conditions:
- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City and any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
  - (ii) THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact a by-law rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
  - (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

## **REPORT SUMMARY**

This report evaluates an application to rezone 1406-1410 East King Edward Avenue from RM-1N (Residential) District to CD-1 (Comprehensive Development) District under the *Kensington-Cedar Cottage Community Vision*. The application proposes a 13-storey residential building with a partial 14th-floor rooftop amenity area containing 109 social housing units. Staff have assessed the application and conclude that it advances the City's supportive and social housing policy goals in *Housing Vancouver*, and key equity and reconciliation commitments.

This project advances the intentions and objectives of a Memorandum of Understanding executed by BC Housing, Canada Mortgage and Housing Corporation (CMHC) and the City to deliver supportive housing using modular construction on City-owned sites. If approved, the application would contribute 109 deeply affordable social housing units with approximately 50% of these secured at the shelter component of income assistance with on-site and in-reach

support services. Staff recommend that the application be referred to a Public Hearing, with the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve it in principle, subject to the Public Hearing, and conditions contained in Appendix B.

## **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

### ***Applicable Policies/Agreements/Council Directions***

- Memorandum of Understanding (2020) (MoU) (between BC Housing, CMHC and the City)
- Kensington-Cedar Cottage Community Vision (1998)
- Housing Vancouver Strategy (2017)
- [Emergency COVID-19 Relief for Unsheltered Vancouver Residents](#) (October 2020)
- City of Reconciliation (2016)
- Equity Framework (2021)
- SRO Strategy in Housing Vancouver (2017)
- Supportive Housing Strategy (2007)
- Green Buildings Policy for Rezoning (2010, last amended 2018)
- Vancouver Development Cost Levy By-law No. 9755
- Vancouver Utilities Development Cost Levy By-law No. 12183
- Urban Forest Strategy (2014)

## **REPORT**

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

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

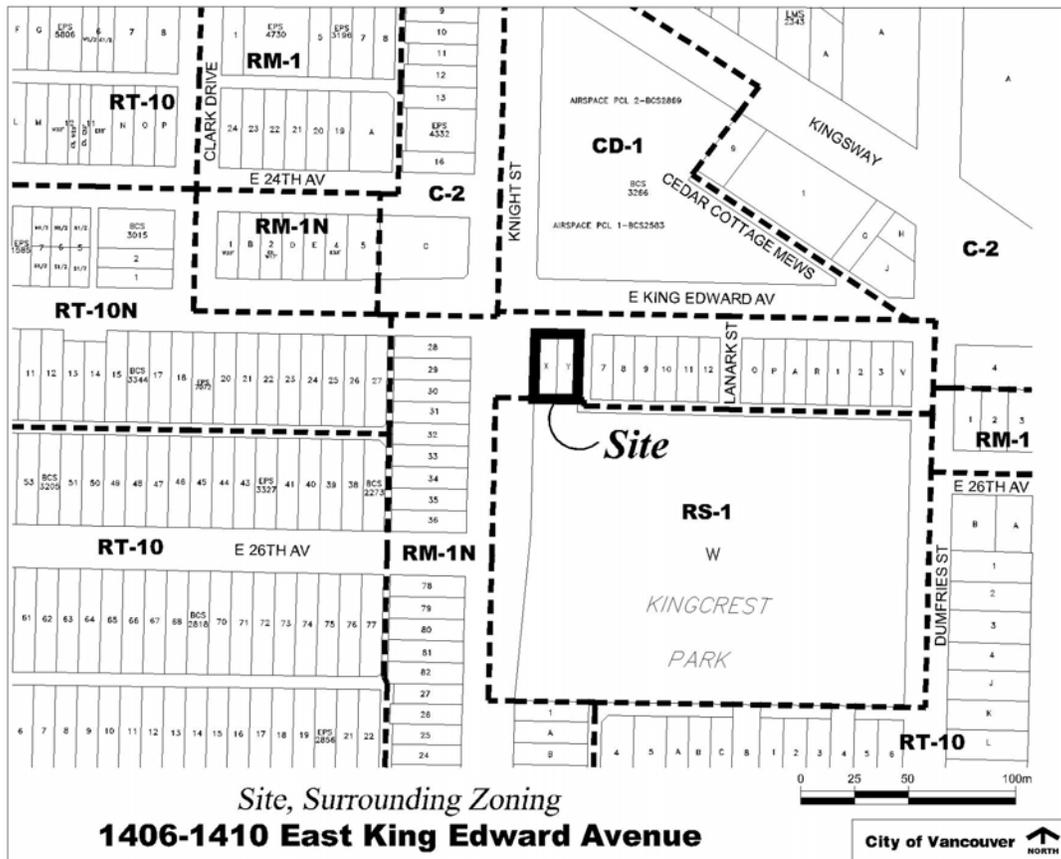
The 612 sq. m (6,588 sq. ft.) subject site is made up of two lots and located at the intersection of East King Edward Avenue and Knight Street. It is bordered by a lane to the east and Kingcrest Park to the south. The property is zoned RM-1N (Residential) District, and is undeveloped and flat (see Figure 1).

The properties to the east and west are zoned RM-1N (Residential) District and are developed with single-detached houses. The property to the north is zoned CD-1 (Comprehensive Development) District, and is developed with six- to 17-storey mixed-use buildings in a complex known as the King Edward Village. An anchor grocery store and the Kensington Branch of the Vancouver Public Library are located in this development.

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

- Public Parks – Kingcrest Park is directly south. Glen Park is 500 m northwest.
- Transit – The No. 22 Knight, No. 25 King Edward, and No. 19 Kingsway, and N19 bus stops are located within one block of the site.
- Bicycle routes – The Dumfries north-south bikeway is one block to the east.

Figure 1: Site and Surrounding Zoning



## 2. Policy Context

**Memorandum of Understanding (2020) (MoU)** – The MoU describes a partnership, the Permanent Modular Supportive Housing Initiative (PMSHI), to deliver permanent supportive housing using modular construction on city-owned sites. The MoU was executed by BC Housing, the CMHC and the City in 2020. Five projects are proceeding through the rezoning process to deliver a minimum of 300 new permanent supportive homes. At Council’s direction, staff are prioritizing the processing and delivery of deeply affordable housing projects that leverage significant senior government investment required to address the housing inequity experienced by the city’s low-income and marginalized residents.

**Kensington-Cedar Cottage Community Vision (1998)** – The *Kensington-Cedar Cottage Community Vision* recognizes the potential for additional developments to provide housing, strengthen local shopping areas and improve safety by adding “eyes on the street”. The Vision permits consideration of rezoning for social housing projects without further planning study.

**Housing Vancouver Strategy (2017)** – The *Housing Vancouver Strategy* seeks to shift the supply of new homes toward the right supply, and identifies the need to coordinate action with senior governments, non-profit and Indigenous housing partners to deliver housing for the lowest-income households. Overall, 72,000 new homes are targeted for the 10-year period from 2018 to 2027, including 4,100 social housing units with supports, rented at the shelter component of income assistance (shelter rate), for those at greatest risk of homelessness and displacement. The strategy also calls for increased supports and protections for people who are

homeless – including strategies to address affordability, security of tenure, and the determinants of poverty and housing instability. This application would contribute 109 new affordable rental homes with half of these including embedded support services and affordable to households with incomes below \$15,000 per year and the other half will be for people who can live more independently and initially with incomes below \$30,000 per year up to a maximum of BC Housing's Housing Income Limits.

**Housing Vancouver's SRO Strategy (2017)** – As part of the Housing Vancouver Strategy, Council identified the need to create new purpose-built, self-contained dwelling units outside the Downtown Eastside (DTES) to end reliance on SRO rooms as housing of last resort. This application provides self-contained, shelter-rate, social housing units outside the DTES to increase housing opportunity and choice for residents in greatest need.

**Advancing Housing Policy and Equity** – This proposal advances both the City's supportive housing policy goals, as well as key equity and reconciliation commitments that require affordable and accessible housing as a foundation for action. This includes, but is not limited to:

- **City of Reconciliation (2016)** – As a *City of Reconciliation*, the City commits to form a sustained relationship of mutual respect and understanding with local First Nations and the Urban Indigenous community. Indigenous residents are consistently and significantly over-represented (39% versus 2% of the general population) amongst those who are experiencing or at risk of homelessness, or housing insecure. The proposed project will serve Indigenous people who are homeless or at risk of homelessness and will include culturally relevant healing and wellness services. This project is an action in support of reconciliation and advances the Calls for Justice in the national inquiry of Missing and Murdered Indigenous Women and Girls (MMIWG), which describes how marginalization through poverty, insecure housing or homelessness, and barriers to services contributes to the targeting of Indigenous women and girls.
- **Equity Framework (2021)** – Council adopted an *Equity Framework* to lead the City's internal processes and decision making in this area, and how concepts of equity can be embedded into the City's work through individual and organizational commitments. Through legislation and regulation, the City can remove systemic barriers to housing and prioritize accessible, safe housing for marginalized groups that experience homelessness.

**Supportive Housing Strategy (2007)** – The *Supportive Housing Strategy* describes the importance and types of supportive housing across Vancouver. Council also approved staff recommendations to balance geographically new supportive housing in zones where apartments are permitted, acknowledging that acquisition costs would be higher at some locations, and to urge the Province and Federal governments to fund supportive housing.

## **Strategic Analysis**

### **1. Proposal**

This application, received on October 19, 2021, proposes a Passive House-certified, 13-storey residential building with a partial 14th-floor rooftop amenity area containing 109 social housing units. All units are proposed to be studio apartments. Proposed amenity spaces include laundry, a common dining area and multiple programming spaces. The residential tower is to be constructed using modular, pre-fabricated units to reduce construction time. Parking and loading

is proposed from the rear lane. The recommended density is 11.07 FSR and the recommended height is 51.0 m (167 ft.) for the residential building, with a maximum height of 54.0 m (177 ft.) to accommodate a partial 14th-floor rooftop amenity area (see Figure 2).

**Figure 2: Proposal Viewed from Knight Street and King Edward Avenue**



This project proposes to deliver critical affordable homes for adults who are experiencing homelessness, at risk of homelessness or displacement from low-income housing, as well as for residents who may be working and earning very-low incomes. Approximately half of the units would be operated as supportive housing with on-site and embedded support services for residents and the other half will be deeply affordable social housing for residents who are ready and able to live more independently. See the Housing section for a discussion about affordability levels.

This project has an urban Indigenous focus. The building's design process included engagement with Indigenous stakeholders, M'Akola Development Services, Vancouver Native Housing Society (VNSH) and Vancouver Aboriginal Friendship Centre Society (VAFCS). An Indigenous operator has been selected by BC Housing to operate the building. The building's architectural expression provides opportunities for future Indigenous art, murals and sculptures, and the expression of elements from the Coast Salish First Nations. Its amenity spaces have been designed to support Indigenous traditional, cultural and spiritual knowledge activities. This project is aligned with the City's commitments as a *City of Reconciliation*.

## 2. Land Use

This subject site is zoned RM-1N (Residential) District, which permits single, duplex and multiple-dwelling uses such as courtyard rowhouses. The proposed residential use is consistent with the intent of the local residential zoning.

## 3. Form of Development, Height and Density (Refer to Discussion in Appendix C, Drawings in Appendix D and statistics in Appendix F)

A summary and assessment of the proposal and design development conditions are contained in this section. The complete urban design analysis of the form of development, height and public realm interface is presented in Appendix C.

**Form of Development** – The proposed form of development is a 13-storey residential building with a partial 14th-floor indoor and outdoor rooftop amenity area. A double-height entrance porch at the intersection of Knight Street and King Edward Avenue, corner common outdoor amenity balconies on floors two to nine, and on floors 12 and 13 facing Knight Street, provide massing relief. Conditions in Appendix B seek further design development of the east elevation to provide further architectural interest.

**Height** – The recommended tower height is 51.0 m (167 ft.) for the residential building, with a maximum height of 54.0 m (177 ft.) to accommodate a partial 14th-floor rooftop amenity area. Conditions in Appendix B seek design development to explore architectural and modular construction options to reduce the building height.

**Figure 3: Proposal Viewed from the Southeast (Kingcrest Park)**



**Density** – A density of 11.07 FSR is recommended. A larger building can be considered on this site because it is bordered by public streets, a lane, and Kingcrest Park, which ensures open space around the site.

The three towers in King Edward Village to the north, which are nine, 12 and 17 storeys in height, provide comparable tower heights, massing and context for this application's proposed 13-storey building. For the cited reasons, staff support this application's recommended height and density.

**Shadow Impacts** – The proposed tower casts shadows on the sidewalks and buildings along Knight Street and King Edward Avenue during the equinoxes. The 557 sq. m (6,000 sq. ft.) tower floorplate is relatively slender and casts a fast moving shadow. It does not shadow any significant public spaces or parks. The shadow impact on the surrounding neighbourhood was assessed by staff and deemed acceptable, on balance, given the additional social housing delivered by this proposal (see Appendix D).

**Public Realm** – The 612 sq. m (6,588 sq. ft.) subject site is small. The proposal has limited setbacks around all sides, proposes utilities at grade that typically would be located underground, and provides blank walls with no articulation or transparency at grade. These uses and designs do not create public interest along King Edward Avenue and Knight Street. Conditions in Appendix B seek further design development at grade to ensure a more attractive and engaging response to the public realm along the street frontages.

**Landscape** – The proposal provides hard and soft landscaping elements, including urban agriculture planters, small trees and outdoor seating on the 14th floor outdoor amenity area.

**Urban Design Panel (UDP)** – The rezoning application was reviewed by the UDP on November 10, 2021 and was unanimously supported with recommendations (see Appendix C). The Panel recommended improving the response to the public realm at grade, and design development of the architectural expression to the east and south.

Staff have evaluated the overall proposed form of development, reviewed the recommendations of the UDP, and conclude that the proposed height, massing and density is supportable, subject to the conditions in Appendix B.

#### **4. Transportation and Parking**

The application proposes six parking spaces accessed from the lane. Parking spaces are for building and tenant support staff and visitors. 153 secured bicycle parking spaces are to be provided. The application will comply with the Parking By-law, and is eligible for parking reductions through transportation demand management measures and its proximity to three TransLink frequent transit bus routes.

Engineering conditions in Appendix B require new, widened sidewalks along all street frontages, and reconstruction of the lane to improve two-way vehicle movements. Engineering conditions related to transportation, public realm and parking are included in Appendix B.

#### **5. Housing**

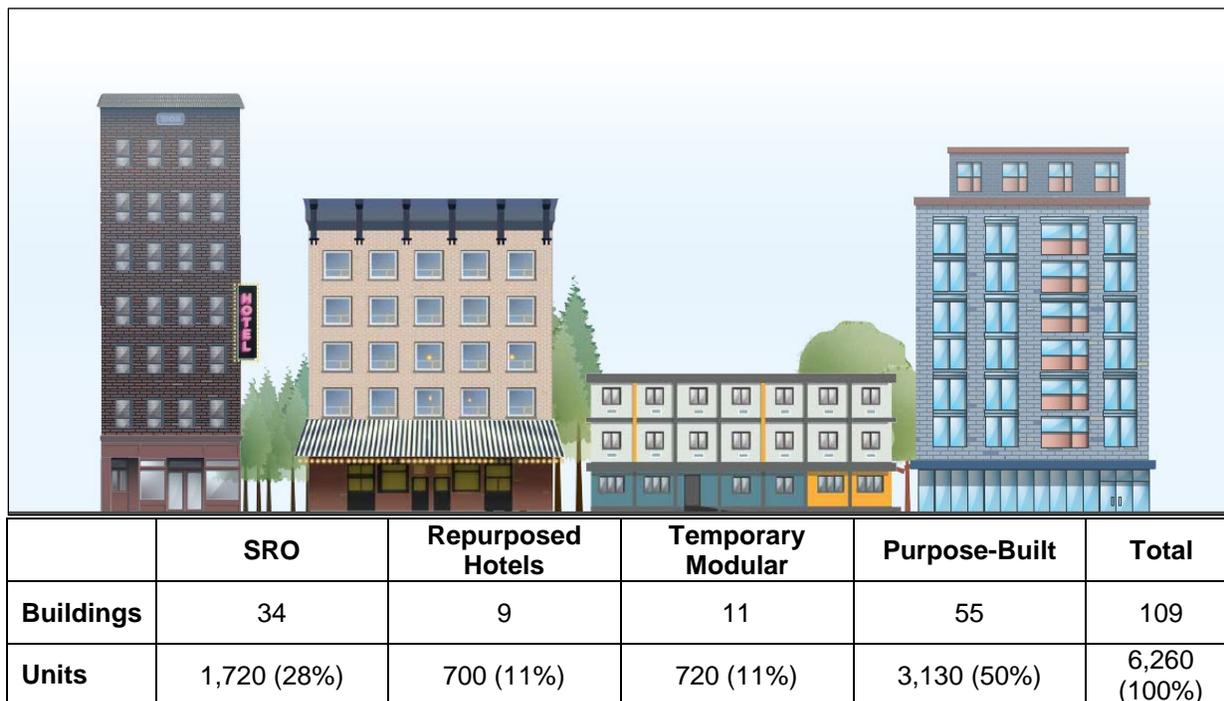
BC Housing, Vancouver Coastal Health and the City of Vancouver have a strong track record of working together to create deeply affordable homes with supports for people who need them.

Over the last 15 years, these partners delivered approximately 1,900 supportive homes (both permanent and temporary) for individuals and families experiencing or at risk of homelessness. Council approved the *Supportive Housing Strategy (2007)*, a research-based and coordinated approach to removing structural barriers and creating permanent pathways from homelessness to stable housing with support services. Residents who are currently or at risk of homelessness can pursue improved health, community connections and opportunities for learning or employment/volunteerism from a foundation of adequate and secure housing.

**A Continuum of Action on Supportive Housing** – Government partners have taken action to provide emergency and temporary supportive housing as a human rights response to homelessness and poverty during the COVID-19 pandemic. These coordinated efforts resulted in the purchase or lease of commercial hotels and Single Room Occupancy (SRO) buildings. They provide a rapid, supportive alternative to homelessness while permanent, purpose-built homes are being planned and constructed. However, repurposed hotels and SROs are less optimal for residents and operators because the units are not self-contained and the buildings were not designed to provide long-term housing with supports.

Half of Vancouver’s supportive housing stock are government-owned or non-profit leased SROs, repurposed hotels or modular buildings on temporary sites (TMH) (see Figure 4). The need for new, purpose-built social housing with supports is compounded by the aging stock of SROs and time limitations of TMH.

**Figure 4: Supportive Housing by Building Type in Vancouver**



**Supportive Housing Need** – The need for supportive housing for people experiencing or at risk of homelessness is shown in data collected in local and regional homeless counts, research and outreach:

- 2020 Vancouver Homeless count found 2,095 residents identified as homeless, with 547 people living on the street and 1,548 people living in sheltered locations, including emergency shelters, detox centres, safe houses, and hospitals, with no fixed address;
- Among those surveyed in 2020, there is significant over-representation of persons who identified as Indigenous (39%), Black (6%) or are 2SLGBTQIA+ (13%);
- 70% of people experiencing homelessness in Vancouver are considered chronically homeless because they have been homeless for six months or longer;
- 84% of people experiencing homelessness surveyed were living in Vancouver before they became homeless;
- Since 2020, the City's Homelessness Services outreach team served approximately 3,500 unique individuals, indicating an increase of over 35% than the previous two years;
- Homelessness serving programs located on the east side of Vancouver have been well used by people that live unsheltered in the area according to program organizers;
- The five Extreme Weather Response (EWR) locations that serve East Vancouver provide much needed shelter space during times of extreme weather and are well utilized; and
- Since 2019, there have been two sizeable encampments in Oppenheimer and Strathcona Parks (as well as a growing encampment currently located in CRAB Park).

**Deeply Affordable Social Housing Need** – There is a significant diversity of experience and need amongst those who find themselves at risk of homelessness. Due to the high cost of rental housing, residents who may not need the breadth of services offered in supportive housing, and who can live more independently, struggle to find a secure market home if they are on a fixed income such as social assistance or are earning low wages:

- *Housing Vancouver Strategy* identifies a target of 1,600 units for households earning \$15,000 to \$30,000 per year. Over the last five years (2017-2021), the City has approved 174 units that serve income earning \$15,000 to \$30,000 per year, achieving 22% of the annual income band target;
- As of December 2021, there are over 3,700 unique individuals on the BC Housing waitlist for supportive housing in Vancouver. However, movement by tenants ready and wanting to move on from supportive housing is hampered by a lack of social housing affordable to renters with very low incomes;
- There are approximately 3,800 privately owned SRO rooms with shared washrooms and kitchens that rent at an average of \$560 per month to seniors, new immigrants and poverty-wage workers due to limited, affordable housing options;
- Most adults living in poverty in Canada are employed. Among all working-aged adults, 14.7% across Canada, 10.5% in BC and 10.7% in Vancouver live in poverty; and
- The poverty rate for seniors in Vancouver is 7.6% compared to national average of 3.5% (53% higher).

This project, if approved, would advance the City's supportive housing policy goals, as well as key equity and reconciliation commitments that require affordable and accessible housing. By delivering 109 homes, this rezoning application would contribute to near and long term targets for new social and supportive housing in the *Housing Vancouver Strategy* (2017) (see Figure 5).

**Figure 5: Progress Towards 10 Year Housing Vancouver Targets for Social, Supportive and Co-op Housing as of December 31, 2021\***

Housing Type	CATEGORY	10-YEAR TARGETS	Units Approved Towards Targets
<b>Social, Supportive and Co-op Housing</b>	Supportive Housing	4,100	815 (20%)**
	Social and Co-op Housing	7,900	6,314 (80%)
	<b>Total</b>	<b>12,000</b>	<b>7,129 (59%)</b>

\*Note that tracking progress towards 10-year Housing Vancouver targets began in 2017. Unit numbers exclude units built prior to 2017 and the units proposed in this proposal, pending Council's approval of this application

\*\* Of this target, 700 units are temporary modular units.

**Unit Mix** – This application is proposing 109 studio units complete with a kitchen and bathroom. The units are designed for individuals because data indicates that people experiencing homelessness or living in shelters are primarily individuals living without children. Research also demonstrates that homelessness disrupts relationships and family bonds, family homelessness is often hidden, and individuals experiencing homelessness want housing that accommodates their chosen family.

This housing would serve a diversity of residents and housing aspirations. Residents working towards family reunification will be able to use this housing as a safe, supportive starting place in that journey. It is usual practice in supportive housing buildings across the city to offer adult couples, inter-generational family members, friends and companions who want to stay together their own, individual, secured home in the building.

Studio apartments optimize the site's footprint by serving individuals who need support services as well as those who need deeply affordable housing and can live more independently. This model maximizes this funding commitment from senior governments to mitigate homelessness and provide deeply affordable new homes.

**Affordability** – Approximately 50% of the units would rent at the shelter component of income assistance. In BC, this rate continues to be \$375 per month for an individual. The balance of the units would rent at rents-geared-to-income from \$375 up to an income limit of 50% of BC Housing Income Limits (HILs) (currently \$28,750 per year gross household income and a rent of \$719 per month). Flexibility is provided so that if a resident's income changes, they would not need to relocate as long as their income does not exceed the maximum BC HILs.

**Security of Tenure** – All dwelling units in the project will be secured as social housing through a Housing Agreement and a Section 219 Covenant for the longer of 60 years and the life of the building. The agreement is to be enacted by Council by by-law and registered on title, and will prohibit the stratification and separate sale of individual units. Conditions related to securing the units are contained in Appendix B.

**Existing Tenants** – There are no existing tenants on this site.

## 6. Environmental Sustainability and Natural Assets

**Green Buildings** – *The Green Buildings Policy for Rezoning*s requires that applications satisfy either near zero emissions buildings or low emissions green buildings requirements. This application is pursuing the near zero emission buildings requirements by opting to meet Passive House requirements and pursuing certification. The applicant has submitted a letter from a certified Passive House designer that the building, as designed, is capable of achieving Passive House certification. Conditions of approval are contained in Appendix B.

**Natural Assets** – *The Urban Forest Strategy* seeks to protect and strengthen Vancouver's urban forest and tree canopy. The *Protection of Trees By-law* requires permission to be granted to remove trees that contribute to a healthy urban forest. 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.

There are no on-site by-law-sized trees and three street trees on Knight Street. This application proposes to retain all three street trees, add additional street trees where space permits, and provide approximately five small trees in planters on the outdoor rooftop area. The final number of trees to be planted will be determined through the development permit process.

There was a historical stream under this site. A watercourse covenant will be secured as part of the conditions of rezoning.

## 7. Public Input

**Pre-Application Consultation** – BC Housing and the City of Vancouver conducted pre-application engagement activities virtually between February 10, 2021 until the submission of the rezoning application in October 2021 to inform the public about the proposal and receive early feedback. The activities were:

- Postcard notification delivered to residents and business in a two-block radius of the site;
- BC Housing Let's Talk project webpage;
- Four-week public question and comment period;
- Outreach with local stakeholder groups near the site including schools, businesses, childcare centre and the library with offers to meet and discuss the proposal. The project team met with the Cedar Cottage Neighbourhood House, Collingwood Community Policing Centre;
- Three 90-minute virtual neighbourhood dialogue sessions;
- Delivery of Fact Sheets providing information to neighbouring businesses; and
- A Community Liaison reachable by phone or email.

In total, 58 comments and questions were received by BC Housing, and 32 people participated in the neighbourhood dialogue sessions. A summary of feedback was submitted with the rezoning application, and is available to view online:

<https://letstalkhousingbc.ca/16662/widgets/80111/documents/69006>.

**Public Notification** – A rezoning information sign was installed on-site on November 1, 2021. Approximately 1,708 notification postcards were distributed within the neighbouring area on or about November 12, 2021. Notification and application information, as well as an online

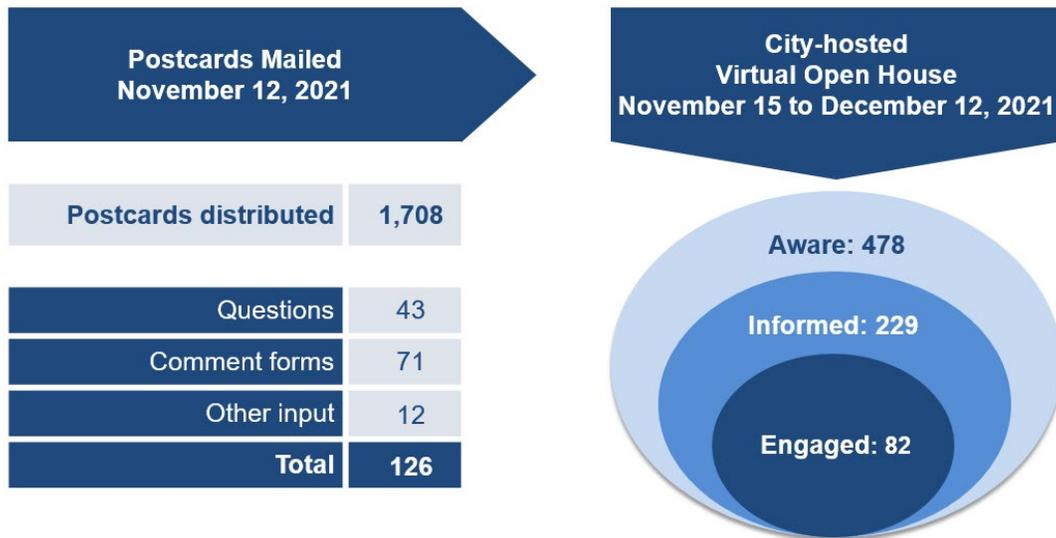
comment form, was provided on the City’s Shape Your City Vancouver (shapeyourcity.ca) platform.

**Virtual Open House** – In-person open houses were put on hold based on the provincial health authority’s restrictions for public gatherings due to the COVID-19 pandemic. In lieu of an in-person event, a virtual open house was held from November 15, 2021 to December 12, 2021 on the Shape Your City platform. The virtual open house consisted of an open-question online event where questions were submitted and posted with a response over a period of three weeks. Digital presentations from the City and the applicant were posted for online viewing, along with a digital model representation of the proposed application.

Due to the pandemic, a virtual engagement strategy was put in place to ensure the City’s process for public discussion and obtaining feedback was maintained. This virtual approach allowed people to access materials online and engage at different levels at a time and location of their choosing. An extended virtual open house period allowed people to ask questions regarding the proposal, which staff actively monitored and responded to publicly.

**Public Response and Comments** – Public input was received throughout the application process through online questions and comment forms, and by email and phone. A total of 126 submissions were received. A summary of all public responses may be found in Appendix C.

**Figure 6: Overview of Notification and Engagement**



Below is a summary of feedback received from the public by topic and ordered by frequency.

Generally, comments of support fell within the following areas:

- Provision of affordable and social housing
- Building height, density, massing and design
- Passive House sustainability measures

Respondents also expressed opinions on the following:

- Scale and design
- Safety concerns
- Parking
- Community amenities and supports

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

- **Scale and design** – Staff have reviewed the proposal and concluded that the proposed height and density are appropriate at the arterial intersection of Knight Street and King Edward Avenue. The building is surrounded by streets, a lane and Kingcrest Park, which ensures open space around the proposal. There are also buildings of similar height in the mixed-use development to the north. Urban design conditions are provided in Appendix B to provide a stronger public realm interface, and to provide more windows and transparency at grade. Staff assessment is that the proposal, subject to the design conditions in Appendix B, represents a balanced approach to the delivery of much needed secured, affordable rental units in a transit-supported location, in the context of available government funding from the province and the federal government to address the homeless crisis.
- **Safety concerns** – Studies and research show that communities and cities benefit on financial, social and equity objectives by providing people who were experiencing homelessness with homes and wrap-around, embedded support services.
- **Parking** – The project will comply with the Parking By-law. The location is also well served by transit, being within one block of three TransLink frequent transit bus routes.
- **Community Amenities and Supports** – There are services proposed to be offered in the building, and there are existing services throughout the city. The project is located next to shops and services in the King Edward Village just to the north of the site, including a library and a large grocery store, as well as the shops and services along Kingsway. The site is located on or near three frequent transit bus routes. BC Housing has provided public information from pre-application onwards about the breadth and types of services that may be included in the future operations, including but not limited to harm reduction services for residents, mental health and wellness, and food and life skills supports. The level of services provided in the building will be established when the building is being tenanted and determined based on the needs of the future tenants. Through the tenanting process, residents are assessed prior to being offered tenancy to learn about their needs, and to ensure that adequate supports would be in place. The level of services can be adjusted over time. The applicant has also amended the social housing model such that half the units would be rented to people who can live more independently but are unable to afford market rental housing.

## 8. Public Benefits

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

**Community Amenity Contributions (CAC)** – The *Community Amenity Contributions Policy for Rezoning*s provides an exemption for social housing projects.

**Development Cost Levies (DCLs)** – DCLs collected from development help pay for facilities made necessary by growth, including parks, child-care facilities, replacement housing (social/non-profit housing) and engineering infrastructure.

In accordance with the provisions of the Vancouver Charter and the City's DCL By-laws, social housing is exempt from DCLs where a minimum 30% of the dwelling units are occupied by households with incomes below BC Housing Income Limits as set out in the current "Housing Income Limits" table published by the British Columbia Housing Management Commission, or equivalent publication, for which a Section 219 covenant, Housing Agreement, or other security that restricts the use of such units is registered against title and where the housing is owned by the City or a non-profit organization.

The proposed social housing project is expected to meet these criteria; based on by-laws and rates in effect as of September 30, 2021 and the proposed 72,923 sq. ft. of residential floor area, the estimated value of the exemption is \$2,068,826.

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

**Social Housing** – The applicant has proposed that all 109 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 50% of all rental units shall be rented at the shelter component of income assistance, and that 50% of units shall be rented to households with incomes not to exceed the BC HILs rates.

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 E for a summary of all of the public benefits for this application.

### ***Financial Implications***

The site is subject to both the City-wide DCL and Utilities DCL. The development is expected to be exempt from both DCLs under the provisions of the Vancouver Charter and the DCL By-law for social housing. Based on by-laws and rates in effect as of September 30, 2021, the value of the exemption is estimated to be \$2,068,826.

No additional CAC or public art contribution is applicable.

The affordability requirements for the site will be secured through a Housing Agreement and Section 219 Covenant as set out in Appendix B. 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 have reviewed the application to rezone the site at 1406-1410 East King Edward Avenue from RM-1N to CD-1 to permit development of a 13-storey residential building with a partial 14th-floor rooftop amenity area containing 109 social housing units, and conclude that the application can be considered under the *Kensington-Cedar Cottage Community Vision*, and advances the City's supportive housing policy goals, and key equity and reconciliation commitments. Staff further conclude that the recommended form of development represents an appropriate urban design response to the site and context. If approved, this application would make a contribution to the achievement of key housing goals outlined in the *Housing Vancouver Strategy*.

The General Manager of Planning, Urban Design and Sustainability recommends that the rezoning application be referred to a Public Hearing, together with a draft CD-1 By-law generally shown in Appendix A, and 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 application fulfilling the Conditions of Approval in Appendix B.

\* \* \* \* \*

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**1406-1410 East King Edward Avenue  
PROPOSED CD-1 BY-LAW PROVISIONS**

Note: A By-law to rezone an area to CD-1 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, attached as Schedule A to this By-law, and incorporates Schedule A into Schedule D of By-law No. 3575.

*[Note: Schedule A, not attached to this appendix, is a map that amends the City of Vancouver zoning map. Should the rezoning application be referred to Public Hearing, Schedule A will be included with the draft by-law that is prepared for posting.]*

**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 or Development Permit Board will issue development permits are:
  - (a) Dwelling Uses, limited to Multiple Dwelling;
  - (b) Utility and Communication Uses; and
  - (c) Accessory Uses customarily ancillary to the uses permitted in this section.

**Conditions of Use**

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

**Floor Area and Density**

- 5.1 Computation of floor area must assume that the site area is 612 m<sup>2</sup>, being the site area 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 combined must not exceed 11.07.
- 5.3 Computation of floor area must include all floors having a minimum ceiling height of 1.2 m, both above and below base surface, measured to the extreme outer limits of the building.
- 5.4 Computation of floor area must exclude:
- (a) balconies and 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 floor area being provided for dwelling uses; and
    - (ii) the balconies must not be enclosed for the life of the building;
  - (b) patios and roof decks, if the Director of Planning first approves the design of sunroofs and walls;
  - (c) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which in the opinion of the Director of Planning are similar to the foregoing, those floors or portions thereof so used that are at or below base surface, except that the exclusion for a parking space must not exceed 7.3 m in length;
  - (d) all residential storage area above or below base surface, except that if 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 Computation of floor area may exclude, at the discretion of the Director of Planning or Development Permit Board, amenity areas accessory to a residential use, to a maximum of 10% of the total floor area being provided for dwelling uses.

### **Building Height**

- 6.1 Building height, measured from base surface to top of parapet, must not exceed 51.0 m.
- 6.2 Despite the provisions of section 6.1 of this By-law and of section 10.18 of the Zoning and Development By-law, if the Director of Planning permits common indoor rooftop amenity space, the height of the portion of the building used for the common indoor rooftop amenity space must not exceed 54.0 m.
- 6.3 Despite section 6.1 and 6.2 of this By-law and section 10.18 of the Zoning and Development By-law, the Director of Planning may permit a greater height not to exceed 56.4 m for rooftop appurtenances such as stairs and elevators for roof-top access, elevator machine rooms, mechanical screens, a vestibule accessing a green roof, or similar features, if the Director of Planning first considers:

- (a) siting and sizing in relation to views, overlook, shadowing, and noise impacts; and
- (b) all applicable policies and guidelines adopted by Council.

### **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
  - (b) the minimum distance of unobstructed view is not less than 3.7 m.
- 7.5 An obstruction referred to in section 7.2 means:
  - (a) any part of the same building excluding permitted projections; or
  - (b) the largest building permitted under the zoning on any adjoining site.
- 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 the 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.

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

\* \* \* \* \*

**1406-1410 East King Edward 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 Stantec Consulting Inc., received on October 19, 2021, 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**

- 1.1 Design development to improve the response to the public realm to provide greater pedestrian interest along King Edward Avenue and Knight Street, including:
  - (a) Increase transparency of facades at grade; and
  - (b) Consider relocating service rooms below or off of grade level.
- 1.2 Design consideration to add an additional outdoor common amenity space on levels 10 and 11, similar to other residential floors;
- 1.3 Design development to the project expression to the east side (lane) to provide further architectural interest.
- 1.4 Design development to minimize the building height.

Note to Applicant: Explore options to minimize the duplicative nature of modular construction, without jeopardizing the livability of dwelling units.

- 1.5 Provision of acoustical report, with noise mitigation strategy;

Note to Applicant: The building design should mitigate against the particular environmental noise that this site is subjected to, including noise generated by vehicular traffic. With Knight Street being a designated and frequently-used truck route, and the site's adjacency to bus routes, the applicant is encouraged to take the acoustic impact from pass-bys (both trucks and buses) into consideration in the noise mitigation strategy to maximize livability for dwelling units within close proximity to busy vehicular arterials.

Staff recognize that, given the commitment to Passive House building design involving mechanical heating and cooling systems, a comfortable indoor room temperature can be maintained while the windows for residential units may remain closed. As such, any noise mitigation calculations based on a sealed building envelope is assured, including during hot days since windows do not need to be opened for space cooling and ventilation. Any further noise mitigation measures based on this closed-window system, however, are highly encouraged.

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

1.6 Design development to respond to CPTED principles, having particular regard for the following:

- (a) Theft in the underground;
- (b) Theft in the parking;
- (c) Mail theft; and
- (d) Mischief in alcoves and vandalism, such as graffiti, with special regards to Lane.

### **Landscape**

1.7 Design consideration to enhance presentation to the public realm interface to achieve a pedestrian friendly, vibrant and inviting frontage along the streets, Park and the lane.

Note to Applicant: This is to respond to UDP commentary. Explore:

- (a) Improving landscape treatment with plantings and seating features on the ground level to further accent and soften the public realm; and
- (b) Adding vines to any blank wall facades, to enhance visual interest. Ensure that the vine support is sturdy and low maintenance (avoid high maintenance modular “green wall” systems); Refer to Urban Design condition 1.1.

1.8 Design consideration to add additional outdoor amenity space on levels 10 and 11, complete with landscape programming to consider views and orientation for maximum user benefit.

Note to Applicant: This is to respond to UDP commentary. Planters can be added with overarching shrubs, to be visually accessible from below, softening the edges and consisting of woody evergreen plant material for year-round presence. Ensure the provision of sufficient soil volume for all planting areas, in particular tree plantings; Refer to Urban Design condition 1.2.

1.9 Design development to the Integrated Rainwater Management Strategy to explore opportunities for onsite rain water infiltration and soil absorption, as follows:

- (a) Maximize natural landscape best management practises;
- (b) Minimize the necessity for hidden mechanical water storage;

- (c) Increase the amount of planting to the rooftop areas, where possible;
- (d) Use permeable paving;
- (e) Employ treatment chain systems (gravity fed, wherever possible); and
- (f) Use grading methods to direct water to soil and storage areas.

Note to Applicant: Refer to the City of Vancouver Integrated Rainwater Management Plan (I.R.M.P), Vol.1 & 2 for further information. A consulting engineer (subject matter expert) will need to be engaged and early phase soil analysis will be needed. Further comments may be outstanding at the development permit stage.

1.10 Provision of plans, plan details and documentation/calculations that support integrated rainwater management, including absorbent landscapes, soil volumes and detention systems, as follows:

- (a) Detailed storm water report with calculations describing how the various best management practices contribute to the quality and quantity targets;
- (b) A separate soil volume overlay plan with schematic grading indicating intent to direct rainwater to infiltration zones; and
- (c) An overlay plan that shows amount and ratio of vegetative cover (green roof), permeable/impermeable hardscaping and notations describing the storage location of rainwater falling on each surface, including roofs.

Note to Applicant: the sustainable summary water balance calculations assume soil volumes are capable of receiving rainwater are only valid if water is directed from hard surfaces to infiltration zones.

Standard Landscape Conditions:

1.11 Provision of a detailed Landscape Plan illustrating soft and hard landscaping.

Note to Applicant: The plans should be at 1/8 in: 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.

1.12 Provision of detailed architectural and landscape cross sections (minimum 1/4 in. 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.

- 1.13 Provision of a “Tree Management Plan”, coordinated with arborist report to show:
- (a) Scaled and dimensioned tree protection barriers around the trees on private and public property coordinated with Arborist Report;
  - (b) Tree numbering for all on site and off site trees; and
  - (c) Notations of all recommendations from Arborist, i.e. trigger points, grading and pruning specifications, etc.
- 1.14 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.

- 1.15 Provision of an outdoor Lighting Plan.
- 1.16 Provision on landscape drawings of landscape features intended to create bird friendly design.

Note to Applicant: Bird friendly plants should be included on the plant palette, enabling bird habitat conservation and bird habitat promotion. Refer to the Bird Friendly Design Guidelines for examples of landscape features that may be applicable, and provide a design rationale for the features noted. For more information, see the guidelines at: <http://former.vancouver.ca/commsvcs/guidelines/B021.pdf>).

### **Sustainability**

- 1.17 All new buildings in the development will meet the requirements of the *Green Buildings Policy for Rezoning* (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), or Low Emissions Green Buildings. The requirements for Low Emissions Green 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 – Process and Requirements* (amended April 28, 2017 or later).

### **Zero Waste**

- 1.18 In order to minimize waste, a salvage strip-out must be done to remove fixtures, systems, and elements such as doors, deck and fencing, for reuse. Any buildings which

are not already subject to the Green Demolition By-law must achieve a 75% recycling rate for demolition. Buildings subject to the Green Demolition By-law must meet the by-law requirements in place at the time of the demolition permit application.

## Engineering

- 1.19 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 and 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.
- 1.20 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 Engineering Services at [StreetUseReview@vancouver.ca](mailto:StreetUseReview@vancouver.ca) for details.

- 1.21 Construction dewatering is a Water Use Purpose under the Water Sustainability Act requiring a provincial Approval or License. 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. Provide a letter confirming acknowledgement of the condition.

For more information: <https://www2.gov.bc.ca/gov/content/environment/air-land-water/water/water-licensing-rights/water-licences-approvals>

- 1.22 Submission of an updated landscape and site plan to reflect the public realm changes including all of the off-site improvements sought for in 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:
- (a) The following statement is to be added on the site and landscape plans; "This plan is "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";
  - (b) 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, installed with approved root barriers and appropriate soil. Root barriers shall be of rigid construction, 8 feet long and 18 inches in depth. Planting depth of root ball must be below sidewalk grade. Call Park Board for inspection after tree planting completion".

- 1.23 Submission of a canopy application for all new canopies that encroach onto City property is required.

Note to Applicant: Canopies must be fully demountable and drained to the buildings internal drainage systems. Please submit a copy of the site and elevation drawings of the proposed canopy for review.

- 1.24 Provision of written confirmation that clarifies garbage pick up operations and that a waste hauler can access and pick up from the location shown without reliance of the lane for extended bin storage.

Note to Applicant: Pick up operations should not require the use of public property for storage, pick up or return of bins to the storage location.

- 1.25 Make arrangements to the satisfaction of the General Manager of Engineering Services and the appropriate utility companies (Hydro, Telus etc.) for the relocation of the wood poles in the lane. Confirmation that the wood poles can be relocated is required. Provision of an updated turning analysis, including turn tracks and vehicle swaths of the largest anticipated vehicle, for access to/from the shared loading/passenger loading space.

- 1.26 Confirmation that gates/doors are not to swing more than 0.3 m (1.0 ft.) over the property lines or into the SRW area.

- 1.27 Provision of a finalized Transportation Demand Management (TDM) Plan to the satisfaction of the General Manager of Engineering Services.

Note to Applicant: A TDM Plan with a minimum of 10 points is required to achieve a vehicle parking reduction to required visitor and accessible parking spaces only. 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) Ensure the architectural and TDM plans reflect the same rate and number of Class A bicycles required.

Note to Applicant: A rate of 1.0 Class A bicycles per unit is anticipated. Based on this rate and the number of residential bike spaces proposed on architectural plans, a total of 7 points appear achievable.

- (b) ACT-05 – Bicycle Maintenance Facilities:

- (i) Provision of an updated TDM plan to include operational details including a plan for maintaining these amenities.

Note to Applicant: Consider providing bicycle maintenance facilities independent of residential Class A bicycle storage. A total of 2 point appear achievable.

- (c) SUP-01 – Transportation Marketing Services:

Note to Applicant: A total of 2 points are achieved for this measure.

- 1.28 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 identifies the following:

- (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 Transportation Demand Management (TDM) measures proposed; and
- (d) Agrees to make reasonable adjustments to the TDM measures as requested by the City, based on the TDM monitoring results.

- 1.29 Design development to improve access and design of bicycle parking and demonstrate compliance with the Bicycle Parking Design Supplement by performing the following:

- (a) Relocation of Class B bike parking to reduce or eliminate encroachments on public property and right-of-ways;

Note to Applicant: Bicycle parking proposed along King Edward Avenue currently encroaches into the SRW area, obstructing pedestrian movement. Consider bicycle parking that is vertical, diagonal or parallel to the building face, within the building lobby, or a combination thereof.

- (b) Elevators that can comfortably accommodate bicycles to provide stair-free access to all bicycle spaces located above or below Level 1;

Note to Applicant: The elevators should have durable finishes and be able to accommodate two people with two bicycles.

- (c) Design development to provide stair free access to Class A bicycle spaces proposed within the parkade;

Note to Applicant: Bicycle spaces proposed within the parkade currently require stairs for access to bicycle storage. Wheel ramps are not supported as they do not accommodate all ages and abilities and types of bicycles i.e. cargo, recumbent etc.

- (d) Design specifications for stacked Class A bicycle racks including dimensions, vertical and aisle clearances;

Note to Applicant: Racks must be usable for all ages and abilities.

- (e) Provision of automatic door openers for all doors providing access to Class A bicycle storage;

Note to Applicant: Update plans to show or note automatic door openers.

- 1.30 Design development to improve access and design of loading spaces and demonstrate compliance with the Parking and Loading Design Supplement by performing the following:

- (a) Provision of minimum 8.5 m (28 ft.) depth and as close to 4.0 m (13.1 ft.) width as possible for the shared Class B loading and Class A passenger loading space.

Note to Applicant: The minimum width is not inclusive of any required load throats.

- (b) Provision of a standard 5.2 m (17 ft.) double loading throat for the shared loading/passenger space to facilitate maneuvering to/from both directions within the lane.

Note to Applicant: The requirement for a double load throat may be removed if the 4.0 m (14.1 ft.) wide shared space is setback from the property line a minimum 0.9 m (3 ft.).

- 1.31 Design development to improve the parkade layout and access design and demonstrate compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services:

- (a) Provision of minimum 4.0 m (13.1 ft.) width required for accessible vehicle parking;

Note to Applicant: Reference Section 4.8.1 of the Parking Bylaw for additional information.

- (b) Provision of parabolic mirrors on the main parking ramp for improved visibility.

- 1.32 Provision of the following information as part of the drawing submission at the development permit stage to facilitate a complete Transportation review:

- (a) All types of parking spaces individually numbered and labelled;
- (b) Identification of all columns in the parking layouts;
- (c) Dimension of any column encroachments into parking stalls;
- (d) Section drawings showing elevations and minimum vertical clearances for parking levels, loading bays, ramps, and to the underside of raised security gates;

Note to Applicant: These clearances must consider mechanical projections and built obstructions.

- (e) Design elevations on both sides of the main parking ramp and drive aisles at all breakpoints, loading bays, disability spaces, and at all entrances;

Note to Applicant: The slope and length of the ramped sections at all breakpoints to be shown on the submitted drawings.

- (f) Indication of the stair-free access route from the Class A bicycle spaces to reach the outside;

Note to Applicant: Stair ramps are not generally acceptable.

- (g) Existing street furniture including bus stops, benches, waste cans etc. to be shown on plans; and

- (h) The location of all poles and guy wires to be shown on the site plan.

1.33 Provision of a draft final Rainwater Management Plan (RWMP) to be submitted to clearly indicate how the onsite system achieves the following:

(a) General Requirements

- (i) Provision of a pre-development site plan showing orthophoto, existing drainage areas, and onsite and downstream offsite drainage appurtenances.

- (ii) Provision of post-development site plan(s) that includes the following:
- building location/footprint;
  - underground parking extent;
  - proposed service connections to the municipal sewer system;
  - location and labels for all proposed rainwater management practices;
  - area measurements for all the different land use surface types within the site limits; and
  - delineated catchments to demonstrate best management practices (detention tank(s), green infrastructure, etc.) are appropriately sized.

- (iii) Ensure best management practice and requirements are adhered to for the design of the proposed rainwater management system which includes drainage by gravity to the receiving system for flow attenuation and overflow purposes.

Note to Applicant: Volume Reduction and Water Quality Treatment is encouraged but not required for this Passive House development. Applicant may revise the RWMP accordingly. Release rate control is required to address adequate drainage concerns due to the proposed significant increase in the percentage of impervious surfaces that would result in a greater volume and rate of discharge from the site into the City collection system.

(b) Release Rate

- (i) Peak flow calculations to use 1:5 year return period. Inlet time = 10 minutes. Travel time to be estimated by applicant. Ensure that the pre-development calculation uses the 2014 IDF curve values and the post-development calculation uses the 2100 IDF curve values.

Note to Applicant: The provided storage may be revised to only what is required for meeting the release rate control.

- (ii) Use appropriate runoff coefficients for different surface types and ensure consistency in % imperviousness estimates for all relevant calculations.

Note to Applicant: Runoff coefficients for landscaping on-slab should be higher compared to landscaping over native soil due to the increased runoff potential without in-situ infiltration.

Note to Applicant: As it is acknowledged that not all design components are advanced fully at this stage, placeholders will be accepted in this resubmission with the expectation the final RWMP will include all relevant details.

Please contact the City of Vancouver's Rainwater Management Review group for any questions or concerns related to the conditions or comments prior to resubmission with the DP application. A meeting may be scheduled upon request by contacting [rainwater@vancouver.ca](mailto:rainwater@vancouver.ca).

- 1.34 Provision of a Rainwater Management Agreement to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services registered prior to issuance of a Development Permit.
- 1.35 Provision of a final signed and sealed RWMP, which includes a written report, supporting calculations, computer models and drawings to the satisfaction of the General Manager of Engineering Services prior to the issuance of any building permit.
- 1.36 Provision of a final signed and sealed standalone Operations and Maintenance (O&M) Manual for the rainwater management system, to the satisfaction of the General Manager of Engineering Services prior to the issuance of any building permit.

Note to Applicant: The O&M Maintenance Manual shall be a separate document and is not necessary prior to be provided and accepted prior to DP issuance. Included description of "Inspection and Maintenance" in Section 9 of the RWMP was not reviewed at this time. Comments may be provided for the O&M in advance if requested and included in the subsequent submission at DP application stage.

Note to Applicant: Submission of a Key Plan to the City for review and approval prior to submission of any third party utility drawings is required. The review of third party utility service drawings will not be initiated until the Key Plan is defined and achieves the following objectives:

- (a) 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/engineering-design-manual.PDF>; and

- (b) All third party service lines to the development is to be shown on the plan (e.g., BC Hydro, Telus, Shaw, etc.) and the applicant is to provide documented acceptance from the third party utilities prior to submitting to the City.

Note to Applicant: Use of street for temporary power (e.g., temporary pole, pole mounted transformer or ducting) is to be coordinated with the city well in advanced of construction. Requests will be reviewed on a case by case basis with justification provided substantiating need of street space against other alternatives. If street use for temporary power is not approved, alternate means of providing power will need to be proposed. An electrical permit will be required.

- 1.37 Parking, loading, and bicycle spaces shall be provided and maintained according to the provisions of the Vancouver Parking By-law

### **Housing**

- 1.38 The proposed unit mix, including 109 studio units (100%) and programming spaces, is to be included in the Development Permit drawings.

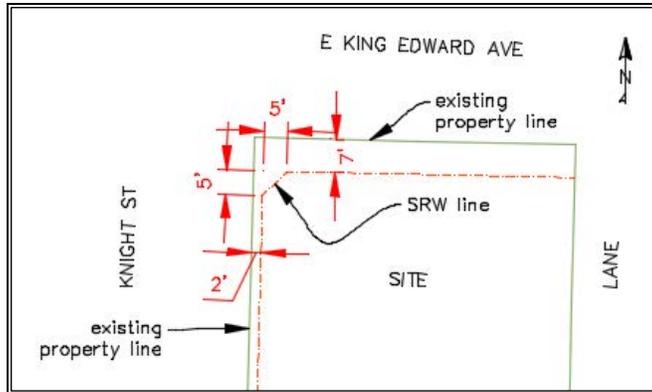
## **PART 2: CONDITIONS OF BY-LAW ENACTMENT**

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 Arts, Culture and Community Services and the General Manager of Engineering Services, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

### **Engineering**

Make arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the following:

- 2.1 Consolidation of Lots X and Y, North part of Blocks 1 and 3, District Lot 352, Plan LMP21362 to create a single parcel.
- 2.2 Provision of a building setback and statutory right of way (SRW) for public pedestrian use over a portion of the site to achieve a 2.0 ft. offset distance from the property line to the building face adjacent to Knight St, to achieve a 7.0 ft. offset distance from the property line to the building face adjacent to E King Edward Av and an additional triangular shaped area measuring 5.0 ft. along both SRW lines from the intersection of the two SRW lines, as generally shown in the sketch below.



Note to Applicant: The SRW will be free of any encumbrance such as structure, mechanical vents, stairs, Class B bicycle spaces and planter walls at grade and is to accommodate the underground parking structure within the SRW agreement.

- 2.3 Provision of a natural watercourse agreement. Records indicate a natural watercourse passes through this site.
- 2.4 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 are provided. The timing for the delivery of the Services shall be determined by the General Manager of Engineering Services in his sole discretion and holds shall be placed on such permits as deemed necessary in his sole discretion. The Services are not excess and/or extended services and the applicant is not entitled to a Latecomer Agreement.

Note to Applicant: For general Latecomer Policy information refer to the website at <https://vancouver.ca/home-property-development/latecomer-policy.aspx#redirect>

- (a) Provision of adequate water service to meet the fire flow demands of the project. Based on the confirmed Fire Underwriter’s Survey Required Fire Flows and domestic flows submitted by WSP Canada Inc. dated 13 October, 2021, no water main upgrades are required to service the development.
- (b) A fire hydrant fronting the development needs to be installed as per the City of Vancouver Building Bylaw. Arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required to secure payment for the new hydrant installation. The developer is responsible for 100% of the cost. The principle entrance of the development must be within 90m of a fire hydrant without crossing a major arterial roadway.

Note to Applicant: The main servicing the proposed development is 200 mm along King Edward Avenue. Should the development require water service connections larger than 200 mm, the developer shall upsize the existing main to the satisfaction of the General Manager of Engineering Services. The developer is responsible for 100% of the cost of the upgrading. 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.

- (c) Provision of adequate sewer (storm and sanitary) service to meet the demands of the project. Implementation of development does not require sewer upgrades and should include the following:
  - (i) The lengths and diameters of these improvements are approximate and subject to detailed design by Developer's Engineer.
  - (ii) Developer should pre-locate the 200 mm COMB eastside of the property line and report to the City for further instructions.
  - (iii) Development to be serviced to the existing 200 mm sanitary sewer and 375 mm storm sewer in King Edward Avenue.
  - (iv) 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. This shall be demonstrated by preparation of a Rainwater Management Plan with all necessary supporting calculations and drawings prior to the issuance of the development permit.
  
- (d) Provision of street improvements along King Edward Avenue adjacent to the site and appropriate transitions including the following:
  - (i) New broom finish saw-cut concrete sidewalk up to the building face, free of any encumbrances.  
  
Note to Applicant: Standard City surface treatments for all sidewalks and hardscape boulevards on City dedicated property and SRW.
  - (ii) A standard pedestrian lane crossing at the existing lane entry.  
  
Note to Applicant: Existing lane returns and ramps can remain if undamaged.
  
- (e) Provision of street improvements along Knight Street adjacent to the site and appropriate transitions including the following:
  - (i) New broom finish saw-cut concrete sidewalk up to the building face free of any encumbrances.  
  
Note to Applicant: Standard City surface treatments for all sidewalks and hardscape boulevards on City dedicated property and SRW.
  
- (f) All utility cuts on Knight Street and King Edward Avenue to be restored to City "Arterial & Bus Routes" specification and on the lane to be restored to City "Higher Zoned Streets/Lanes" specification.

- (g) Any damages to the existing integral concrete curb and pad will need to be remedied by replacing the entire panel as per City standards.
- (h) Rebuild laneway along the development site's frontage per City Centre Valley "Higher Zoned Laneway" pavement structure. Install a new catch basin in the laneway at the southern extent of the development site to capture the lane's surface water run off.
- (i) Provision of the removal/reinstallation or protection of bus stop amenities adjacent to the site (stop # 51525) including all associated passenger facilities (shelter, seating, litter can, advertising panels, foundations, drainage, electrical connection, etc.) at the applicant's cost at a location to be determined by Engineering Services.
- (j) Provision of the installation of parking regulatory signage on streets adjacent to the site to the satisfaction of the General Manager of Engineering Services.
- (k) Provision of upgraded street lighting (roadway and sidewalk) adjacent to the site to current City standards and Illuminating Engineering Society of North America (IESNA) recommendations.
- (l) Provision of new or replacement duct bank adjacent to the development site that meets current City's standards. Duct banks are to consist of electrical and communication ducts and cables, and connected to existing electrical and communication infrastructure.
- (m) Provision of lane lighting on standalone poles with underground ducts. The ducts must be connected to the existing City street lighting infrastructure.

Notes 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 current COV Engineering Design Manual, Construction Specifications, Standard Detail Drawing, Canadian Electrical Code and the Master Municipal Construction Documents.

2.5 Provision of all third party utility services (e.g., BC Hydro, Telus and Shaw) to be underground. BC Hydro service to the site shall be primary.

2.6 Provision of written confirmation that all required electrical plants will be provided within private property.

Note to Applicant: BC Hydro System Vista, Vista switchgear, pad mounted transformers, low profile transformers and kiosks as well as telecommunications kiosks are to be located on private property with no reliance on public property for placement of these features. For questions on this requirement, please contact Utilities Management Branch at 604-829-9447 or at [umb@vancouver.ca](mailto:umb@vancouver.ca).

## **Housing**

2.7 Make arrangements to the satisfaction of the General Manager of Planning, Urban Design and Sustainability and the Director of Legal Services to enter into a Housing

Agreement and Section 219 Covenant to secure all residential units as social housing units for the longer of 60 years or the life of the building, subject to the following conditions and requirements:

- (a) A no separate sales covenant;
- (b) A no stratification covenant;
- (c) A provision that none of such units will be rented for less than one month at a time;
- (d) A requirement that all units comply with the definition of “social housing” in the applicable City Development Cost Levy By-law;
- (e) A requirement that a minimum 50% of dwelling units be rented for no more than the shelter component of Income Assistance;
- (f) A requirement that for the balance of dwelling units,
  - (i) be rented to tenants with aggregate household incomes (at the commencement date of the tenancy) at or below 50% of the maximum housing income limits as set out in the current “Housing Income Limits” (HILs) table published by the British Columbia Housing Management Commission or equivalent publication, and each rented at rates no more than 30% of the respective tenant's initial household income;
  - (ii) A tenant's aggregate household income shall not exceed the current applicable Housing Income Limit; and
  - (iii) Annual income testing for the tenants will be required to ensure that the aggregate household incomes of each tenant does not exceed the current BC Housing Income Limit.
- (g) If Council, at its sole discretion, approves any financial grants for the purpose of enabling deeper levels of affordability in the project, terms and conditions necessary to secure such affordability as set out in the grant approval; and
- (h) Such other terms and conditions as the General Manager of Planning, Urban Design and Sustainability and the Director of Legal Services may in their sole discretion require.

Note to Applicant: A Housing Agreement is to be entered into the City by by-law enacted pursuant to section 565.2 of the Vancouver Charter.

### **Sustainability**

- 2.8 Enter into such agreements as the General Manager of Planning, Urban Design and Sustainability and the Director of Legal Services determine are necessary that require the owner to report energy use data, on an aggregated basis, for the building as a whole and for certain common areas and building systems. Such agreement or agreements will also provide for the hiring of a qualified service provider to assist the owner for a minimum of three years in collecting and submitting energy use data to the City.

## **Environmental Contamination**

2.9 If applicable:

- (a) Submit a site disclosure statement 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 this 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 BC Ministry of Environment and Climate Change Strategy, have been issued to the City.

Note to Applicant: Where the Director of Legal Services deems appropriate, the preceding agreements are to be drawn, not only as personal covenants of the property owners, but also as 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, and at no cost to the City.

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

\* \* \* \* \*

1406-1410 East King Edward Avenue  
ADDITIONAL INFORMATION

1. FORM OF DEVELOPMENT  
(Refer to drawings in Appendix D)

**Introduction**

Over the past three decades, the City of Vancouver has seen relatively little senior government funding to support the development of social housing, which has resulted in a lack of Council approved planning policy to accommodate social housing developments within the City. Rather, most policies and guidelines have been tailored to only one type of tenure, market strata condominiums built by for-profit developers. This has created a singular and predictable built form that includes seamless physical transitions between neighbouring properties and a permit review process that accommodated incremental reduction to the overall built form, where appropriate, with any loss in dwelling units simply representing a loss in developer profit.

With the resurgence of senior government funding to support non-profit housing providers, staff are beginning to review sites and proposals in the context of a tiered approach to achievable height and density: strata condominium, market rental, below-market rental and social housing. Staff have reviewed this application's proposed height, form and density through the lens of leveraging incentives to deliver more affordable housing tenures.

**Urban Design Considerations**

*Kensington Cedar Cottage Community Vision* does not provide form of development guidelines for social housing projects. Therefore, this rezoning application was reviewed based on the existing and potential future surrounding context.

This site is regarded to have a unique opportunity for greater height and density for a social housing tenure due to its direct adjacencies to publicly-owned open spaces in for the form of streets, a service lane and public park.

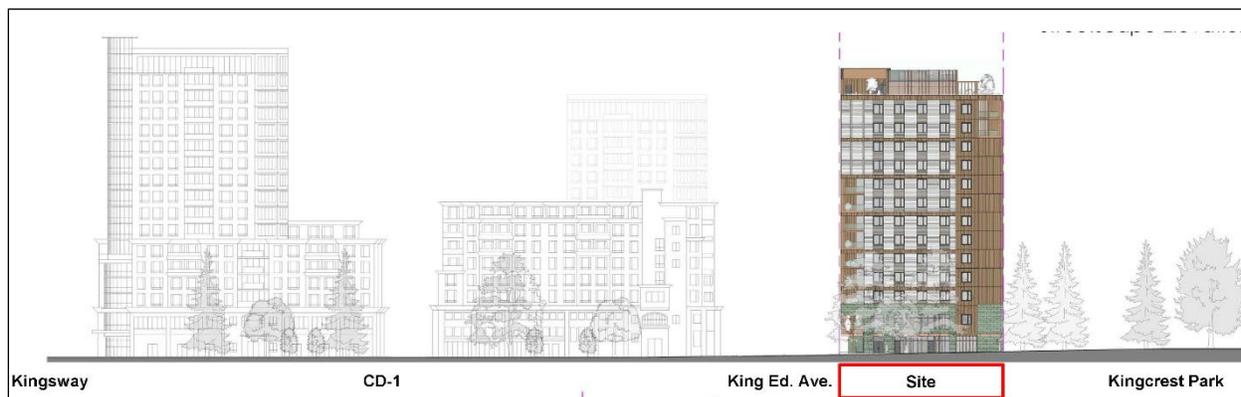
**Context** – The development site is located at the intersection of King Edward Avenue and Knight Street. This intersection represents a major shopping and services destination for the neighbourhood, with further mixed-use developments along Kingsway. Knight Street is a six-lane, major arterial road and principle truck route into the city. It also presents a desire line for access to the Kingcrest Park from the neighbourhood. King Edward Avenue is a two-lane road.

The area's development pattern is focused around the main intersection of Kingsway and Knight Street. Density and height cascade down from this point into the surrounding residential neighbourhood. This is represented by existing developments in the area, especially the King Edward Village development containing buildings from six to 17 storeys in height, located to the north of the subject site (see Figure 7).

Figure 7: Site Context Showing Building Heights Above Five Storeys



Figure 8: Streetscape along Knight Street



## Analysis and Recommendations

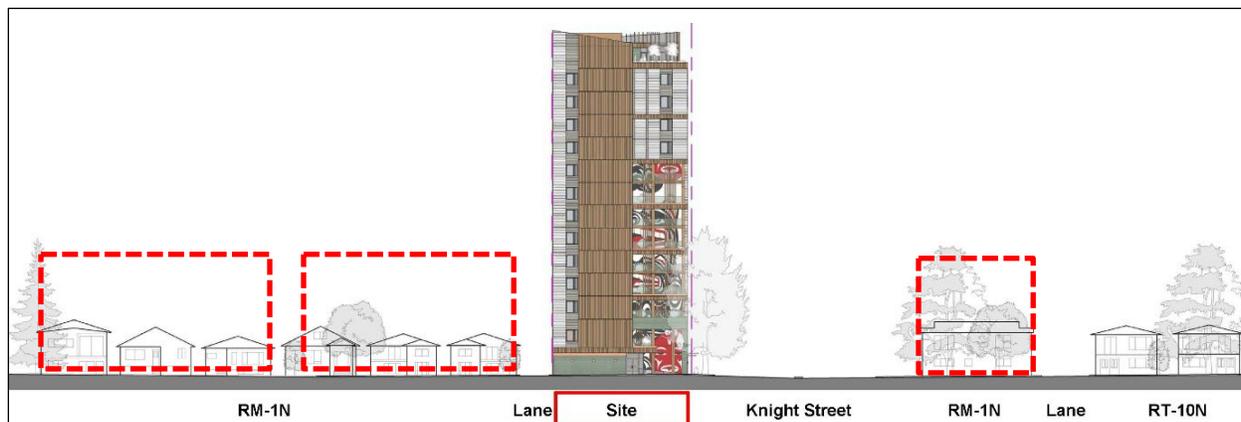
**Form of Development** – The rezoning application proposes a 13-storey residential building with a partial 14th-floor rooftop amenity area. The 14th-floor indoor amenity space is setback from the building’s edges to minimize the appearance of building height.

The existing RM-1N (Residential) zoning on the subject site, and lots to the east and west permits two-storey market strata buildings up to 10.7 m (35 ft.) in height and 1.20 FSR. Six-storey secured rental buildings may be considered for these lots under the *Secured Rental Policy* (2012, last amended 2022).

The proposed 13-storey building is an abrupt transition to the neighbouring two-storey developments, although the six-storey rezoning potential can provide a significantly better transition of the urban development pattern in future (see Figure 9). Staff seeks further design

development of the proposal's eastern elevation to provide further architectural interest to the visibly prominent east elevation of the proposal.

**Figure 9: Streetscape along King Edward Avenue\***



\*Dashed red lines represent development potential under *Secured Rental Policy*

Kingcrest Park to the south and Knight Street provide natural open space buffers from other surrounding smaller developments. The proposal also provides volumetric relief and articulation by providing common outdoor amenity decks on floors two to nine on the northwest corner, and on floors 12 and 13 at the southwest corner.

**Height** – The proposed height of the 13-storey residential building is 51.0 m (167 ft.), and the proposed height of the partial 14th-floor rooftop amenity area is 54.0 m (177 ft.). This proposed building height re-enforces the development pattern of the area by providing a strong built-form at an intersection of Knight Street and King Edward Avenue, in close proximity to the main intersection at Kingsway and Knight Street.

The proposed building height of 54.0 m (177 ft.) is equivalent to 17-storey building. This is due to increased ceiling height of the ground level programming spaces, as well as the nature of proposed modular construction, where each dwelling unit is pre-fabricated off-site, transported to the site, and then stacked together (see Figure 10). However, this construction method requires each dwelling unit to be built with a floor and ceiling assembly, whereas a bespoke (conventional) construction method would provide a single assembly that works as both the floor and ceiling for stacked units. The duplicative nature of modular construction increases the overall building height.

A condition in Appendix B seeks further design development to explore construction and fabrication options to minimize the duplicative nature of this construction method in order to reduce the building height. This exploration should not reduce each unit's ceiling height, as that will reduce the livability for residents.

**Amenity** – The proposed development provides ample amenity spaces for the residents throughout the building, including a multi-purpose room, common dining room, meeting rooms and tenant lounges on floors one to three, common amenity balconies on floors two to nine, 12, and 13, and common co-located indoor and outdoor amenity areas on the 14th floor. The 14th floor outdoor area has space for urban agriculture as well as outdoor dining for residents. A

condition in Appendix B seeks further consideration to provide common amenity balconies on floors 10 and 11 to provide outdoor amenity space on every residential floor.

**Figure 10: Modular Construction**

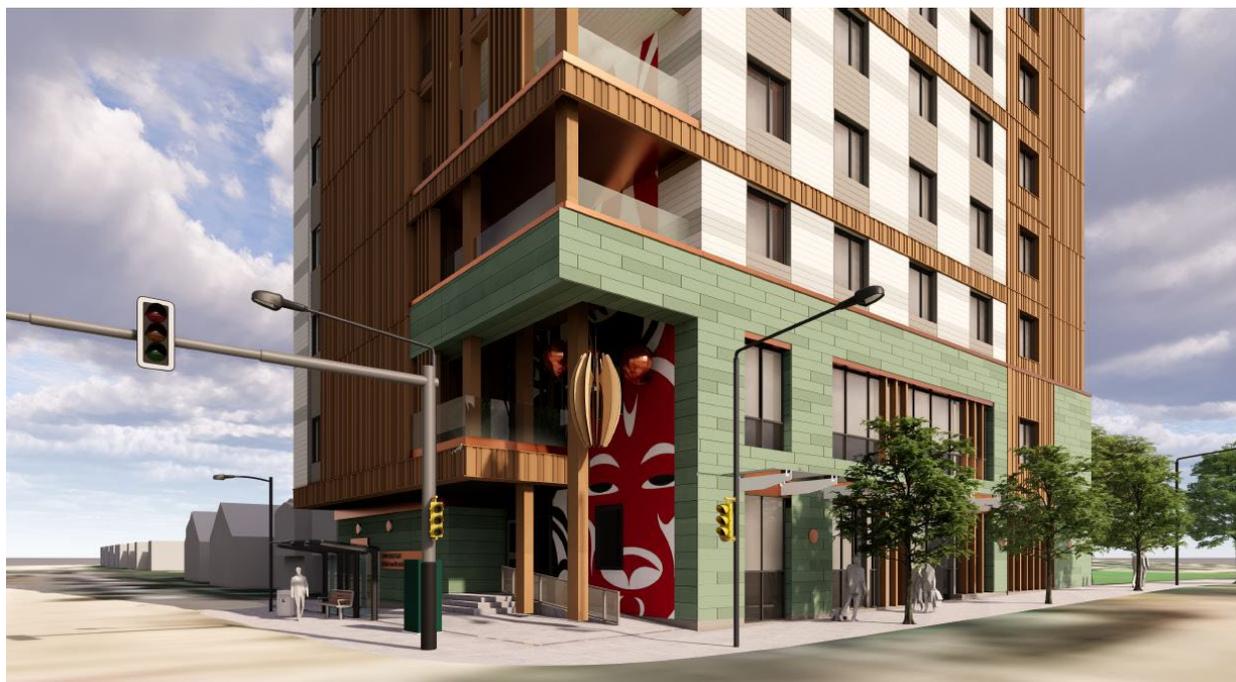


**Figure 11: Rooftop Amenity Area**



**Public Realm** – The subject site sits along an existing, well-utilized public realm. There is a bus stop on King Edward Avenue in front of the site, and desire lines to Kingcrest Park along the site. The proposal provides a double-height volume at the building's entry, which provides a focus for the pedestrian realm at the intersection of Knight Street and King Edward Avenue (see Figure 12). However, the small site and proposal's limited setbacks along the two street frontages present challenges at-grade for the public realm. First, the sidewalk width is limited along Knight Street. Second, the proposal provides a 1.8 m (6 ft.) setback and SRW along King Edward Avenue at grade to provide more space around the bus stop, but the upper floors overhang this SRW.

**Figure 12: Double-Height Volume at Building Entry at Knight Street and King Edward Avenue**



The proposal also presents at-grade uses that typically would be located underground, such as transformers, water/sprinkler in-take, etc. along the street frontages because of the small site size and limited space underground (see Figure 13). These uses do not provide pedestrian interest along the street frontages, as they are presented as blank walls with no particular articulation nor transparency at grade.

Staff seeks further design development of the building interface at-grade to provide a better and more engaging response to the public realm, and greater pedestrian interest along Knight Street and King Edward Avenue. Staff also recommends that the applicant considers relocating service rooms below or off of grade. Refer to conditions in Appendix B.



## 2. URBAN DESIGN PANEL

Date:	November 10, 2021
Permit No.	RZ-2021-00060
Description:	To develop a 14-storey residential building with 109 social housing units through the Permanent Modular Supportive Housing Initiative (PMSHI). The proposed FSR is 11.73, and the net floor area is 7,183 sq. m (77,313 sq. ft.). The proposed building height is 56.4 m (185 ft.). The project includes 3 visitor and 1 accessible parking spaces in one underground level, accessed from the lane. The application is being considered under the Kensington-Cedar Cottage Community Vision.
Application Status:	Rezoning Application
Review:	First
Architect:	Colleen Dixon, Jody Bielun, Elaine Zhang, Stantec Consulting Inc.
Staff:	Chee Chan and Ji-Taek Park

### Introduction

Chee Chan, Rezoning Planner began by noting the proposed project is developed under the Permanent Modular Supportive Housing Initiative (PMSHI). The PMSHI program is a collaborative partnership between BC Housing, CMHC, and the City of Vancouver to deliver 350 social housing units with support services built using modular construction techniques. Supportive housing is targeted at people at risk of, or are experiencing homelessness.

Mr. Chan then gave an overview of the context noting, the City has already seen the construction of 1,700 permanent supportive housing units since 2010 and over 700 supportive housing units through the temporary modular housing program. The 1,700 permanent supportive housing units were built using conventional construction techniques. Through the PMSHI program, units are built using modular construction in order to reduce construction time. For the urban design panel, these buildings should be viewed as permanent rental housing, where 100% of the self-contained studio units are rented out at income assistance rates.

Paul Cheng, Senior Planner of Housing Priority Urban Design group provided a preamble on how staff review these types of projects. He noted that there is a need to evaluate these projects through the lens of social housing, not through the lens of a for-profit condo building. Mr. Cheng noted that many policy and review processes at the City over the last few decades have been tailored to the review of condos, built by for-profit market developers, because of several decades of disinvestment in social housing from senior levels of government. These review processes were based on a very smooth physical transition between neighbouring properties, and a permit review process that allowed the incremental reduction of a proposal's overall built form if it was deemed too large by staff, the public and Council. The loss in floor space and dwelling units only represented a reduction in developer profits. However, we are now experiencing the negative effects of condo-focused housing policy, with a severe housing affordability crisis and record homeless.

Mr. Cheng said that, with the recent change in senior government funding in much needed housing, there is a need to try to maximize public investment. However, in trying to land social housing, we are conflicted by the previous policy culture of delivering a singular form and density based on for-profit development. In response, new tiers of allowable forms based on tenure are being considered, such as in C-2 zones, where four storeys are allowed for condos,

six storeys for market rental housing, and up to 14 storeys for moderate income rental projects. In existing RM-4 zoning, three storeys are permitted for condos and six storeys for social housing. When there is an opportunity for more affordable tenures, and deeper affordability on social housing sites, more height and density can be considered. Sometimes the transitions will appear abrupt.

Mr. Cheng concluded his introduction by highlighting the PMSHI guiding principles which staff are considering in the review of these PMSHI projects.

Mr. Chan then gave a brief explanation on modular construction. A module is constituted by a double loaded corridor or an elevator, utility room and corridor. These modules are pre-fabricated off-site and brought to site for assembly to reduce transportation needs and speeds up on-site installation. While there can be different module configurations, the more configurations there are, the greater the costs.

The rezoning enabling policy for this social housing project is the *Kensington-Cedar Cottage Community Vision*, where non-market and social housing projects may proceed through site-specific rezonings. Under the Vision, staff would look not only at the needs of a project, but also how it relates to existing and future contexts.

In 2004, the Kingsway Knight Neighbourhood Centre Housing Plan was adopted as a follow-up implementation of the KCC vision, for improving Kingsway and Knight as an important community heart, with housing clustered around it. The Plan's implementation was to pre-zone much of the surrounding areas to RM-1, and RT-10 low scale developments of low-rise apartments, rowhouses, and courtyard style housing.

The subject site is located on two lots at the intersection of King Edward Avenue and Knight Street. This rectangular site has a frontage of 67 ft. along King Edward Avenue, and about 99 ft. along Knight Street., and is 6,588 sq. ft. in size. There is a lane to the east. There are C-2 commercial/mixed use areas along Kingsway and Knight. Just behind these areas are lower density RT-10 zones. There is a CD-1 zone to the north. To the south is Kingcrest Park. Despite the pre-zoning of the area under the *Kingsway Knight Neighbourhood Centre Housing Plan*, there has not necessarily been much uptake, and a lot of the surrounding area remains largely single-detached housing.

This application proposes to rezone the site from RM-1N to CD-1 to permit a fourteen-storey residential building with 109 social housing units. All units are studios, and rented at the shelter component of income assistance. An FSR of 11.73 and a height of 56.4 m (185 ft.) are proposed. The project includes four parking spaces in one underground level. The project is targeting a Passive House level of sustainability performance.

Ji-Taek Park, Development Planner began by noting the proposed site is located at the intersection of King Edward Avenue and Knight Street. This intersection represents a major shopping and services destination for the neighborhood, with further mixed-use developments along Kingsway and wrapping down Knight Street.

To the north of the site is the King Edward Village development (CD-1), which varies in height from six to 17 storeys with multi-family residential and commercial uses at grade, an anchor grocery store and a Vancouver public library branch. Knight Street is a major arterial, a main

trucking access into the city. It also presents a desire line for access to Kingcrest Park from the neighbourhood.

Existing RM-1N zones (to the east and west of site) allows two-storey developments with Director of Planning discretion, with the rezoning potential for six-storey rental buildings under the *Secured Rental Policy* along arterial roads should Council adopt amendments to the Policy.

Proposed project is 14 storeys in height, with program spaces for residents on ground and second level, 11 storeys of residential units (109 units total), and indoor and outdoor amenity spaces located on the rooftop (14th floor). Proposal provides volumetric relief and articulation by removing the corner modules and providing large, common amenity balconies on the northwest corner (up to level eight) and southwest corner (level 12 and 13).

Given the size of the site, it presents challenges for at-grade public realm. The proposal does provide setbacks (SRW) along Knight and King Edward. The sidewalk width is limited along Knight Street. The building also provides an overhang at the second level over the SRW and public realm along the King Edward Avenue. There is a double height volume at entry.

Due to the limited size of the site and limited capacity underground, it also presents at-grade uses that typically would be located underground such as a transformer room and water/sprinkler in-take along the street frontages. This can be more challenging for providing pedestrian interest along the street frontages for a well-used public realm, in terms of the transit stop and a desire line to Kingcrest Park.

#### **Advice from the Panel on this application is sought on the following**

1. Does the panel support the proposed massing, height and density?
2. Does the proposal successfully respond to the project principles, including?
  - (a) Design within Neighbourhood Context;
  - (b) Design for architectural appeal mitigating larger forms, massings and excessive repetition in context of modular construction.
3. Does the proposed building interface at-grade provide sufficient pedestrian interest for public realm?
4. Please provide preliminary comment on the architectural expression, materiality, and landscape design to further guide the design development of the project at DP stage.

#### **Applicant's Introductory Comments**

The project architect began by acknowledging project partners – BC Housing, Vancouver Aboriginal Friendship Centre Society, Vancouver Native Housing Society, Vancouver Affordable Housing Agency (VAHA), Bird Construction, WSP, M'akola Development Services, Stack Modular, Stantec.

Key focus – urban indigenous supportive housing

- Fostering a strong social ecosystem
- Urban and public realm integration
- Modular innovation

- Focus on energy conservation

Site context – Kingsway, King Edward, site on northwest corner of Kingcrest Park.

Design Process – Through workshops and site visits, the team gained great insight into the day to day life of these projects. It was noted indigeneity should be present and indigenous spaces should be prominent. The team heard that the Building is an expression of community, pride, and resilience with spaces designed specifically for the needs of Urban Indigenous tenants and operators.

One of the biggest advantages of using volumetric modular construction is schedule quality control. This project can achieve a six-month faster delivery time. The project architect noted the sustainability rationale for this project, Path A of the Green Buildings Policy for Rezonings and the specific metrics it entails.

She then presented the four major components of the proposed development:

1. The housing component
2. Resident Base building services on L1 and L2
3. Urban Indigenous focus spaces on the roof deck
4. “4-Direction” amenity space on the roof and amenity decks

The architect presented the universal (accessible) units, the tenant supports spaces and common amenity spaces situated on L1, and L2. The indoor cultural amenity space is dedicated space for the indigenous community, and the flexibility of this space is important. It is the heart of the project, serving as a place of ceremony, drum circles, smudging, and drumming. It is a discrete pavilion and provides views of the mountains and city.

The outdoor amenity space is designed to create multiple scales of social encounters and choices for residents for quiet reflection, meeting with neighbours, small group gatherings and cultural activities. The rooftop outdoor cultural spaces contain a community dining table, urban agriculture with food and indigenous plants, with views in all four directions.

On the south side of the rooftop outdoor amenity space is a covered ceremonial space with an open seating area. There is a community garden at the south corner, which provides opportunities for urban agriculture with indigenous fruits and plants fostering a sense of community. The side of the roof deck is inspired by the history of indigenous culture of the residents with a different paving treatment for the roof deck.

Next, the project architect presented the public realm integration, form and massing. All existing trees will be retained on Knight Street. Sidewalks are widened along King Edward and Knight Street. The building’s design is inspired by tree trunks and bark, modules and beads, and Coast Salish blankets and patterning. The project architect then presented the building within the surrounding context.

### **Panel’s Consensus on Key Aspects Needing Improvement**

Having reviewed the project, it was moved by MS. LONG and seconded by MR. GREGSON and was the decision of the Urban Design Panel:

THAT the Panel SUPPORTS the project with the following recommendations to be reviewed by City Staff:

1. Improve the response to the public realm at grade by considering strategies to relocate service off of grade.
2. Consider strategies to increase permeability and engagement with program spaces at grade.
3. Consider amenity spaces at each floor level and to consider views and orientation for maximum user benefit.
4. Design development to project expression to the east and south to the park.

### **Panel Commentary**

- General support for the direction of the project. Mixed support on the height and density.
- Further explore density and height around surrounding sites.
- Concerns were noted with the density, having 109 units is a lot given the zoning for the adjacent sites.
- The loading and garbage removal will affect the park. A panel member suggested changing the laneway from residential to urban.
- Some concerns from panel members on the nature of the ground plane, in particular placing back-of-house infrastructure along the street frontages, and the relationship to the park. A panel member suggest drawing the amenity in the direction of park.
- Further exploration of programming elements at the ground plane and opening up the podium for greater engagement with the street.
- A panel member suggested erosion is needed to break up the series to create more porosity at grade.
- Encourage further exploration of infrastructure below grade or relocating the parking stalls and eliminating the ramp.
- Some suggestions on relocating the amenity spaces down to grade or at podium level rather than putting them on the rooftop.
- General appreciation from panel on the architectural expression and design.
- A Panel member noted concerns with the massing to the lower RM-1 zoning as well as to the park. Appreciation for the motif was noted.
- Support for the character of the project.
- Further explore other ways to use the common spaces.
- A panel member suggested having equal amounts of amenity space on each floor. Encourage more connections to outdoor space on all floors.

### **Applicant's Response**

The applicant team thanked the panel for their comments.

### 3. PUBLIC CONSULTATION SUMMARY

#### List of Engagement Events, Notification, and Responses

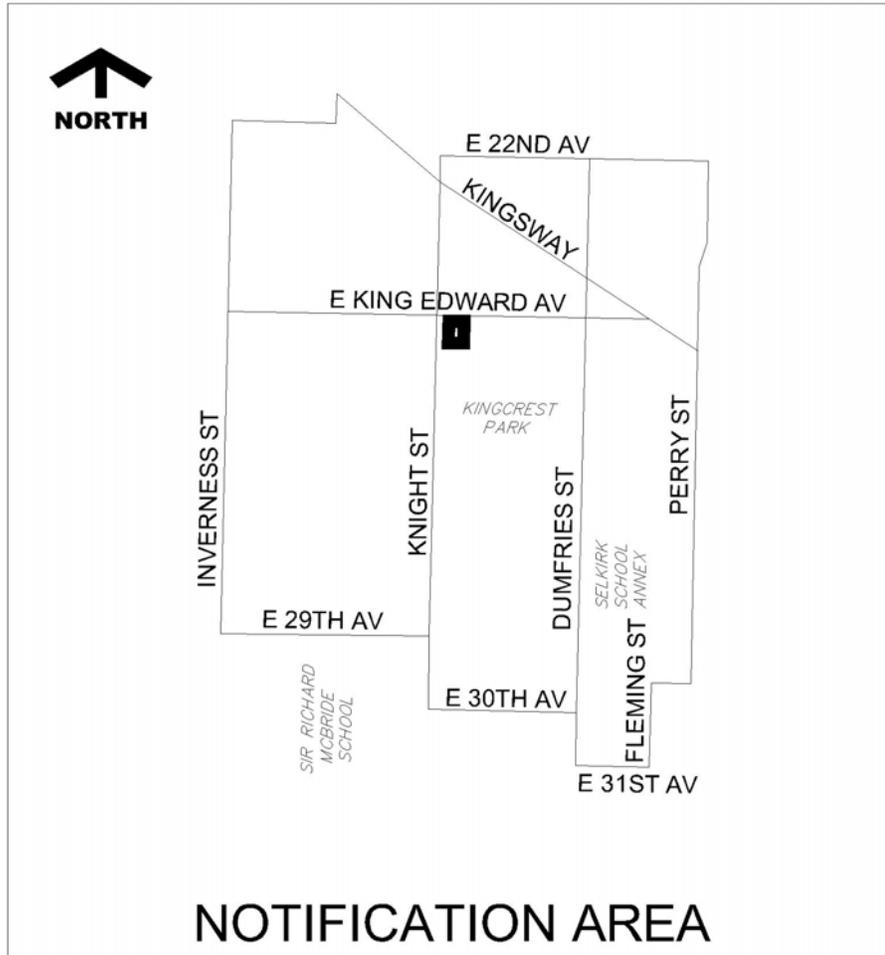
	Dates	Results
<b>Event</b>		
Virtual open house (City-led)	November 15 – December 12, 2021	268 participants (aware)* <ul style="list-style-type: none"> <li>• 141 informed</li> <li>• 61 engaged</li> </ul>
<b>Public Notification</b>		
Postcard distribution – Notice of rezoning application and virtual open house	November 12, 2021	1,708 notices mailed
<b>Public Responses</b>		
Online questions	November 15 – December 12, 2021	43 submittals
Online comment forms <ul style="list-style-type: none"> <li>• Shape Your City platform</li> </ul>	July 2021 – February 2022	71 submittals
Overall position <ul style="list-style-type: none"> <li>• support</li> <li>• opposed</li> <li>• mixed</li> </ul>	July 2021 – February 2022	71 submittals <ul style="list-style-type: none"> <li>• 18 responses</li> <li>• 38 responses</li> <li>• 15 responses</li> </ul>
Other input	July 2021 – February 2022	12 submittals
<b>Online Engagement – Shape Your City Vancouver</b>		
Total participants during online engagement period	July 2021 – February 2022	478 participants (aware)* <ul style="list-style-type: none"> <li>• 229 informed</li> <li>• 82 engaged</li> </ul>

*Note: All reported numbers above are approximate.*

\* The Shape Your City platform allows staff to capture more nuanced levels of engagement associated with the rezoning application, categorized as:

- **Aware:** Number of unique visitors to the application webpage that viewed only the main page.
- **Informed:** Visitors who viewed documents or the video/photo gallery associated with the application; *informed* participants are a subset of *aware* participants.
- **Engaged:** Visitors that submitted a comment form or asked a question; *engaged* participants are a subset of *informed* and *aware* participants.

## Map of Notification Area



## Analysis of All Comments Received

Below is an analysis of all public feedback by topic and ordered by frequency.

Generally, comments of support fell in the following areas:

- **Affordable and social housing:** Additional social housing units are needed throughout the City of Vancouver.
- **Building height, density, and massing:** Due to the location of the development along a major arterial, in close proximity to transit, and community amenities, and due to the proposal's alignment with City policies and priorities, the height and density is appropriate.
- **Building design:** The building aesthetically pleasing with clear references to Indigenous history and a Pacific Northwest style. The green used in the exterior make a nice contrast with the wood framing of the building. The rooftop amenity space is also a well designed feature for future residents of the building.

- **Sustainability:** The inclusion of air conditioning while also meeting passive house standards is a welcome feature. The modular nature of this building will also help meet sustainability goals.

Generally, comments of concern fell within the following areas:

- **Scale:** The building height is excessive for this area and there is a lack of transition between the proposal and the neighbouring single-detached homes. The height of this building will shadow the nearby single-detached homes and park, while blocking views. The building does not fit the neighbourhood context and does not align with the *Kensington-Cedar Cottage Community Vision*.
- **Safety concerns:** Concerns over the potential for the proposal to increase crime, litter and unwanted activities in the area due to opinions and beliefs about the proposed future tenants.
- **Building design:** The building design is not aesthetically pleasing and the proposed colour scheme is drab.
- **Parking:** The proposed parking is limited, raising a concern for neighbouring residents as there is a risk of parking spillage onto side streets which are already crowded.
- **Community amenities and supports:** Not enough community amenities and support programs for individuals that will be needing additional services.

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:*

- The inclusion of an indigenous mural will be a great public art addition.

*General comments of concern:*

- For a social housing project, the number of family oriented units proposed, such as 3-bedroom units, is lacking.
- The lack of commercial space at grade is a missed opportunity, especially when this building is facing two major streets.
- The City is not being transparent in the way it shares and corrects information relating to the application.
- Additional density will cause more disturbance in the area; Knight Street and King Edward Avenue are already quite noisy.

*Neutral comments/suggestions/recommendations:*

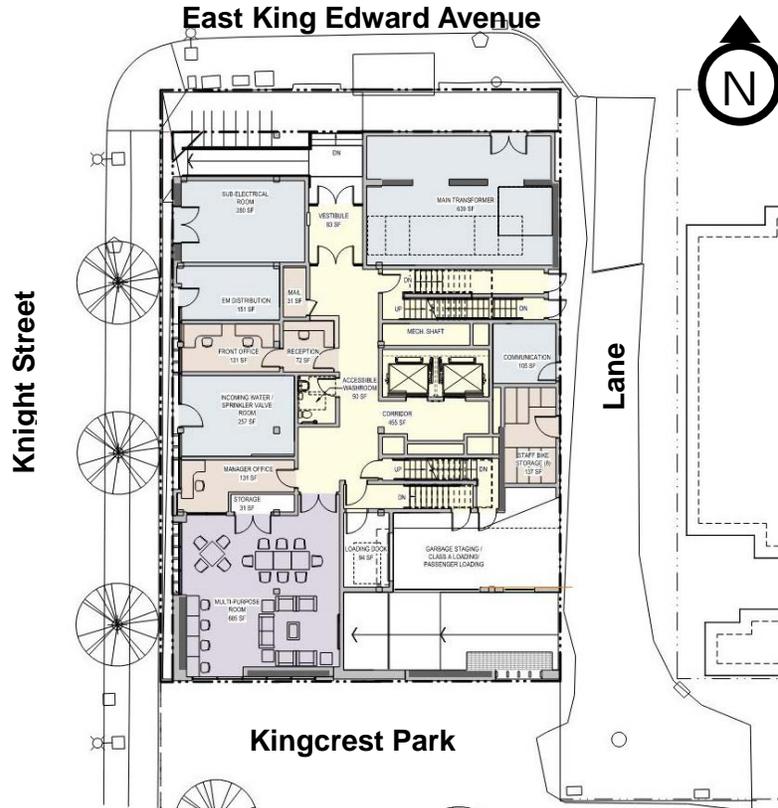
- The current community vision is over 20 years old, an updated community plan should be considered instead.
- Retail space should be considered on the ground level.
- Kingcrest Park needs upgrades, especially if density increases in the area.
- The laneway should be made more user friendly.

- Consider more biking infrastructure along Knight Street and King Edward Avenue.
- The height should be reduced to five to eight storeys.
- Warmer colour tones should be considered to make the building more aesthetically pleasing.
- More bicycle parking spots should be considered.
- Additional parking spots should be allotted to ride sharing and electric vehicle charging stations.

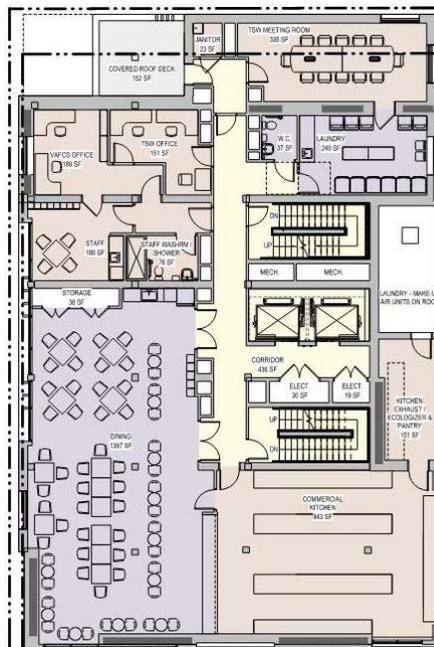
\* \* \* \* \*

1406-1410 East King Edward Avenue  
FORM OF DEVELOPMENT

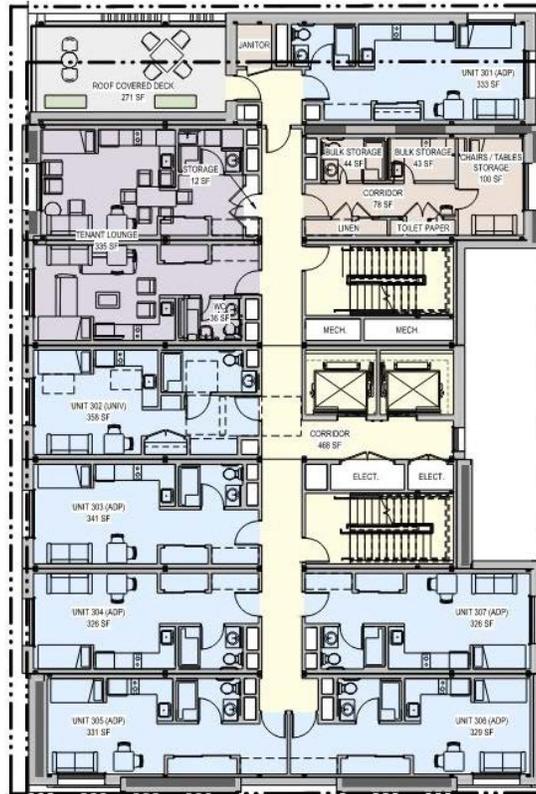
Ground Floor



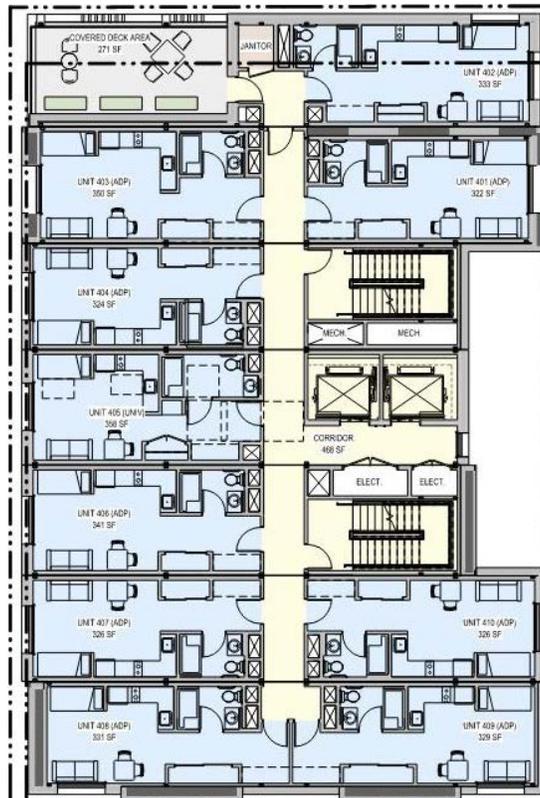
Level 2



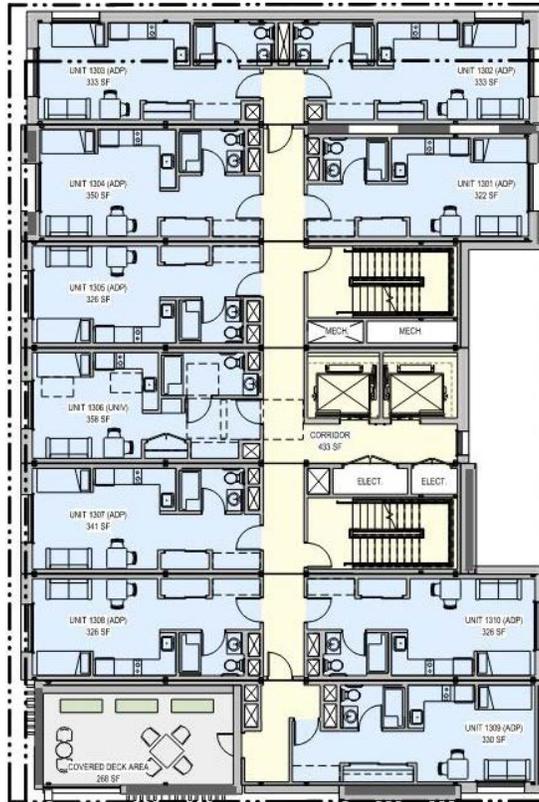
Level 3



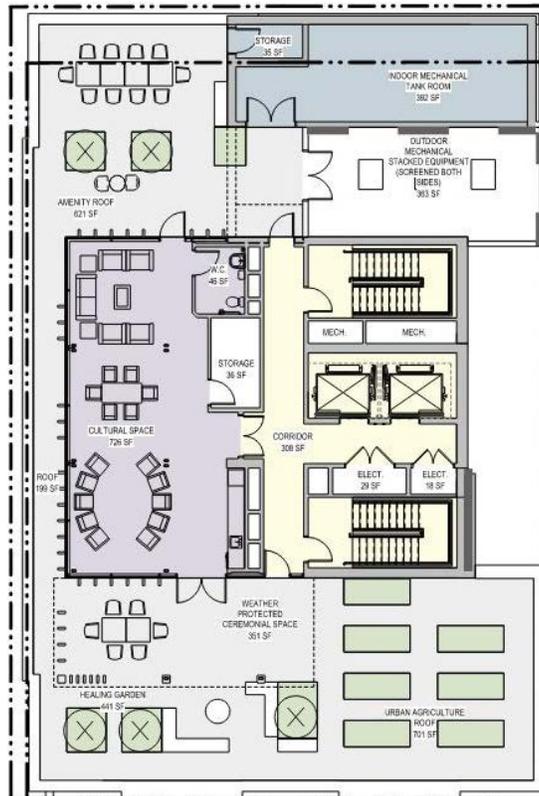
Levels 4 to 11, Typical



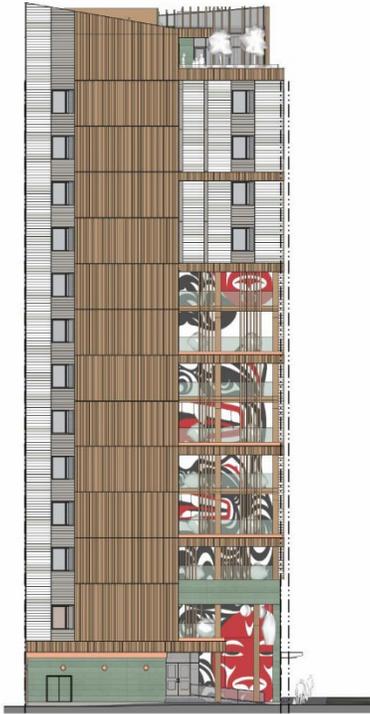
Levels 12 and 13



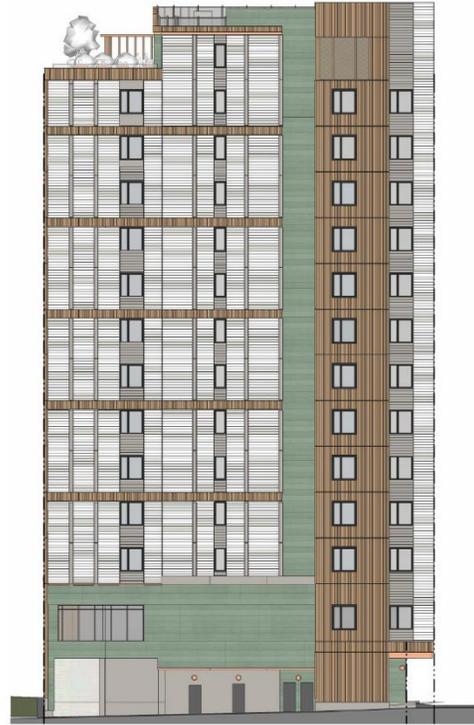
Level 14



North (King Edward) Elevation



East (Lane) Elevation



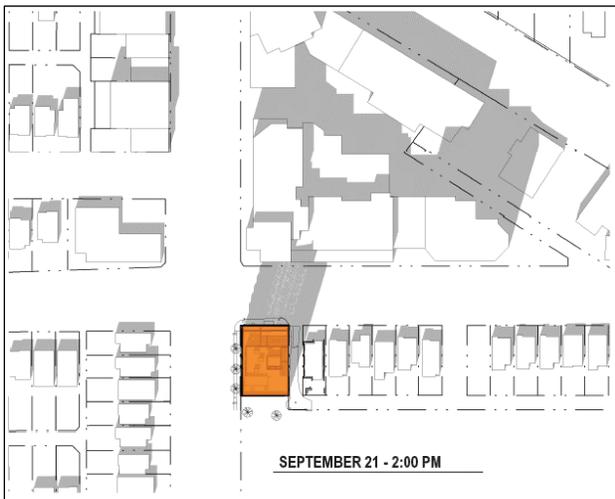
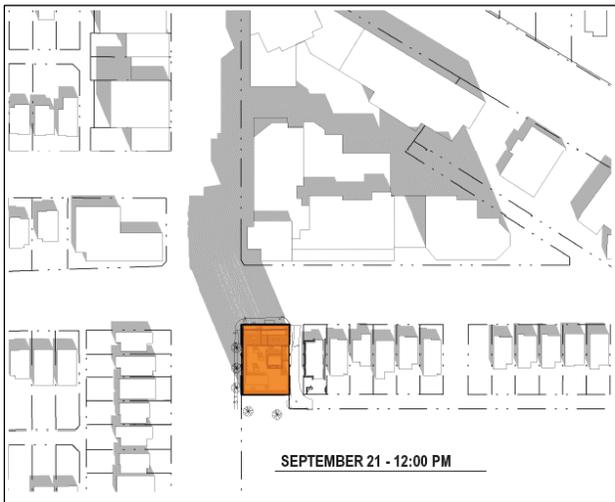
South (Kingcrest Park) Elevation



West (Knight Street) Elevation



Shadow Studies at Fall Equinox



\* \* \* \* \*

1406-1410 East King Edward Avenue  
PUBLIC BENEFITS SUMMARY

**Project Summary:**

To rezone the site from RM-1N to allow for a 13-storey residential building, with a partial 14-storey for rooftop amenity, containing 109 social housing units under the *Kensington-Cedar Cottage Community Vision*.

**Public Benefit Summary:**

The proposal would provide 109 social housing units for the longer of 60 years and the life of the building.

	Current Zoning	Proposed Zoning
Zoning District	RM-1N	CD-1
FSR (site area = 612 sq. m (6,588 sq. ft.))	1.20	11.07
Buildable Floor Space (sq. ft.)	7,905	72,923
Land Use	Residential	Residential

**Summary of Development Contributions Expected Under Proposed Zoning**

City-wide DCL <sup>1,2</sup>	\$0
Utilities DCL <sup>1,2</sup>	\$0
<b>TOTAL</b>	<b>\$0</b>

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

109 dwelling units which will be secured for social housing for longer of 60 years and the life of the building.

<sup>1</sup> Based on by-laws and rates in effect as of September 30, 2021; by-laws are subject to future adjustment by Council including annual inflationary adjustments. DCLs are payable at building permit issuance based on rates in effect at that time. A development may qualify for 12 months of in-stream rate protection, see the City's [DCL Bulletin](#) for details.

<sup>2</sup> As noted in the Public Benefits section of the report, the development is expected to be exempt from both DCLs under the provisions of the Vancouver Charter and the DCL By-law for social housing. Based on by-laws and rates in effect as of September 30, 2021, the value of the exemption is estimated to be \$2,068,826.

\* \* \* \* \*

**1406-1410 East King Edward Avenue  
APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION**

**PROPERTY INFORMATION**

Address	Property Identifier (PID)	Legal Description
1406 East King Edward Avenue	019-138-725	Lot X North Part of Blocks 1 and 3 District Lot 352 Plan LMP21362
1410 East King Edward Avenue	019-138-733	Lot Y North Part of Blocks 1 and 3 District Lot 352 Plan LMP21362

**APPLICANT INFORMATION**

<b>Applicant</b>	Vancouver Affordable Housing Agency
<b>Developer</b>	British Columbia Housing Management Commission (BC Housing)
<b>Architect</b>	Stantec Consulting Inc.
<b>Property Owner</b>	City of Vancouver

**DEVELOPMENT STATISTICS**

	Permitted Under Existing Zoning	Proposed	Recommended
<b>Zoning</b>	RM-1N	CD-1	
<b>Site Area</b>	612 sq. m (6,588 sq. ft.)	612 sq. m (6,588 sq. ft.)	
<b>Land Use</b>	Residential	Residential	
<b>Maximum FSR</b>	1.20	11.73	11.07
<b>Maximum Height</b>	10.7 m (35.1 ft.)	51.0 m (167 ft.) 54.0 m (177 ft.) top of amenity room 56.4 m (185 ft.) top of mechanical screen	
<b>Floor Area</b>	734 sq. m (7,905 sq. ft.)	7,183 sq. m (77,313 sq. ft.)	6,774.8 sq. m (72,923 sq. ft.)
<b>Unit Mix</b>	N/A	109 Studio Units	
<b>Parking and Bicycle Spaces</b>	As per Parking By-law	As per Parking By-law	
<b>Natural Assets</b>	No on-site bylaw trees and 3 street trees	New street trees to be planted. Approximately 5 on-site trees to be planted.	

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