

# Policy and Directions – Application for Rezoning at 830-850 Thurlow Street and 1045 Haro Street

Council Meeting

July 5, 2022



# Seeking Council's Direction

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## Rezoning application reviewed against the following polices:

- *West End Community Plan*
- *Rezoning Policy for the West End*
- *West End – Tower Form, Siting and Setbacks Administrative Bulletin*
- *View Protection Guidelines*
  
- *Higher Building Policy – Not applicable*

## Staff completed a preliminary review:

- Significantly non-compliant

## Seeking Council's direction:

- Prior to completing the review
- Returning with a referral report

# Policy Context



## Policy

Rezoning Policy for the West End

Adapted  
Amended



**City of Vancouver** Land Use and Development Policies and Guidelines  
Planning, Urban Design and Sustainability Department  
453 West 12th Avenue, Vancouver, BC V5Y 1V4 | tel: 3-1-1, outside Vancouver 604.873.7000 | fax: 604.873.7100  
website: vancouver.ca | email: planning@vancouver.ca | app: VanConnect

### VIEW PROTECTION GUIDELINES

Adapted by C  
Amended Dec  
Corrected Mar  
Amended Feb

City Council has  
and lists those  
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Other document  
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building height

#### Process

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**City of Vancouver** Planning By-law Administration Bulletins  
Planning, Urban Design and Sustainability Department  
453 West 12th Avenue, Vancouver, BC V5Y 1V4 | tel: 3-1-1, outside Vancouver 604.873.7000 | fax: 604.873.7100  
website: vancouver.ca | email: planning@vancouver.ca

### WEST END – TOWER FORM, SITING AND SETBACKS

Authority - Director of Planning  
Effective January 11, 2017  
Amended June 8, 2017, October 17, 2018 and March 13, 2020

**Note:** On November 24, 2020, Council endorsed criteria under which rezoning applications can be considered for 100% secured rental with below-market housing. These criteria are applicable within rezoning areas D and E of the Rezoning Policy for the West End, as detailed in [Appendix A of the Council report](#). Rezoning applications proceeding under this option can be considered for moderate increases in floor area and will be accepted up to December 31, 2022.

#### General Information

This bulletin provides guidance on new residential towers (siting and massing) in the West End. It should be used in conjunction with the C-3A and C-6 (West End Commercial Districts) and RM-5D (West End Residential) Districts Schedules, the *West End RM-5, SA, SR, SC and SD Guidelines* and the *West End Plan*. It also should be used for guidance in preparing rezoning applications and considered in conjunction with the *Rezoning Policy for the West End* and the *West End Plan*.

#### Key considerations for the form, siting and setbacks of towers shall be:

- The size and the width of the frontage of site;
- Minimizing shadowing on parks, public open spaces and the West End David, Demman and Robson "Villages";
- Addressing visual privacy by achieving a minimum distance between towers;
- Allowing for the future development of a tower on an adjacent site by providing a sufficient setback from an interior property line to address separation between towers; and
- Shaping towers so they read as point towers rather than 'slab' towers.

For the purposes of considering setbacks, towers are defined as those floors of a building exceeding a height of 18.3 m (60 ft.).

#### Shadowing of Parks, Public Open Spaces and the West End "Villages"

Shadowing impacts may result in the maximum height identified in the zoning or the *West End Plan* not being achievable.

Shadows generated by proposed developments must be minimized on the following prioritized hierarchy of spaces:

1. Parks, public open spaces and the West End "Villages";
2. Semi-private open spaces; and
3. Private open spaces.

March 2020

## West End Community Plan and Rezoning Policy for the West End:

- Heights up to 550 ft. subject to urban design performance and *View Protection Guidelines*

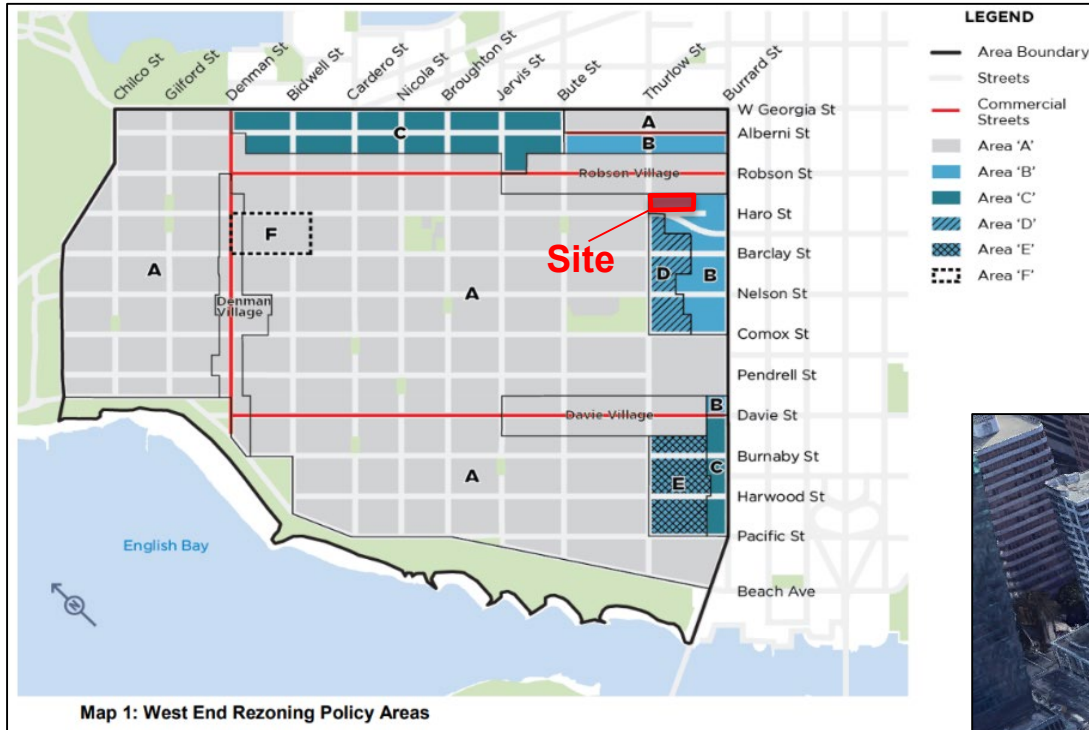
## View Protection Guidelines:

- Queen Elizabeth Park view 3.2.1 (361 ft.)
- Protected view 'D' (Heather Bay) limits site to 260 ft.

## West End – Tower Form, Siting and Setbacks Bulletin:

- Restricts shadows on Robson Street between 10am and 4pm; and for the 1000-Block of Robson Street from 10am to 3pm.

# Rezoning Application - Location



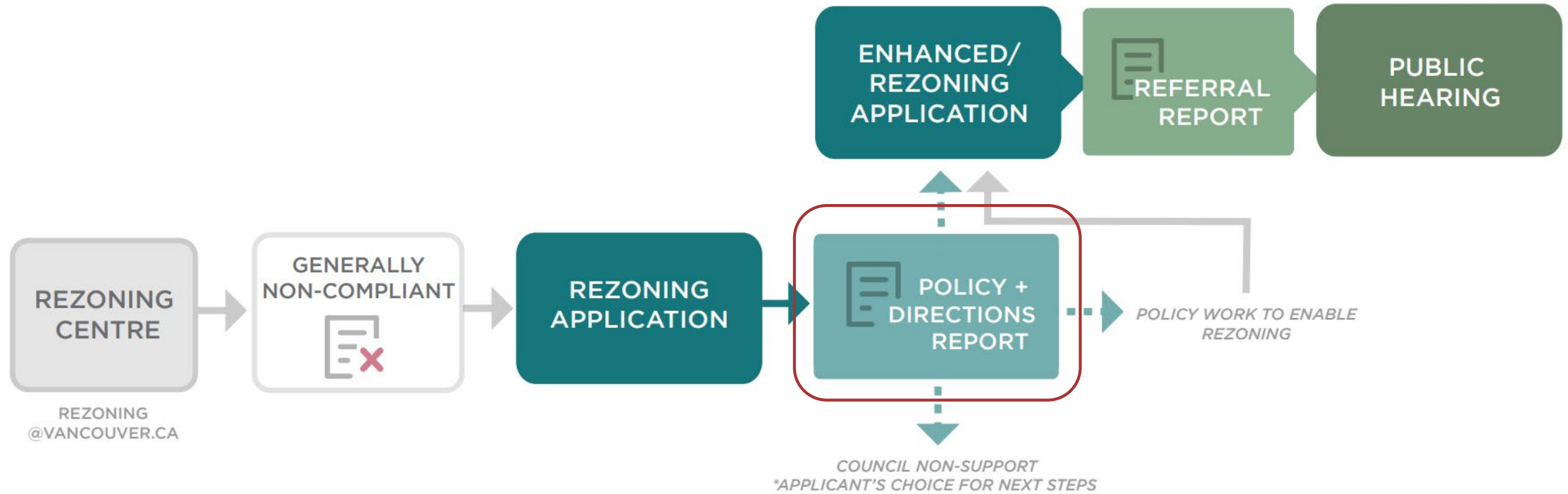
# Rezoning Application

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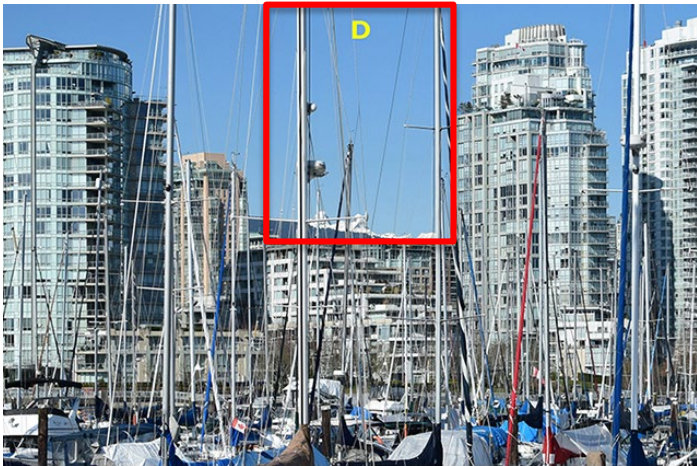
- 56-storey strata-residential tower with 443 units and a 14-storey secured rental residential with 66 units
- Commercial-retail uses at grade
- 49-space childcare facility
- Max. building height: 176.8 m (580 ft.)
- Density: 10.21 FSR



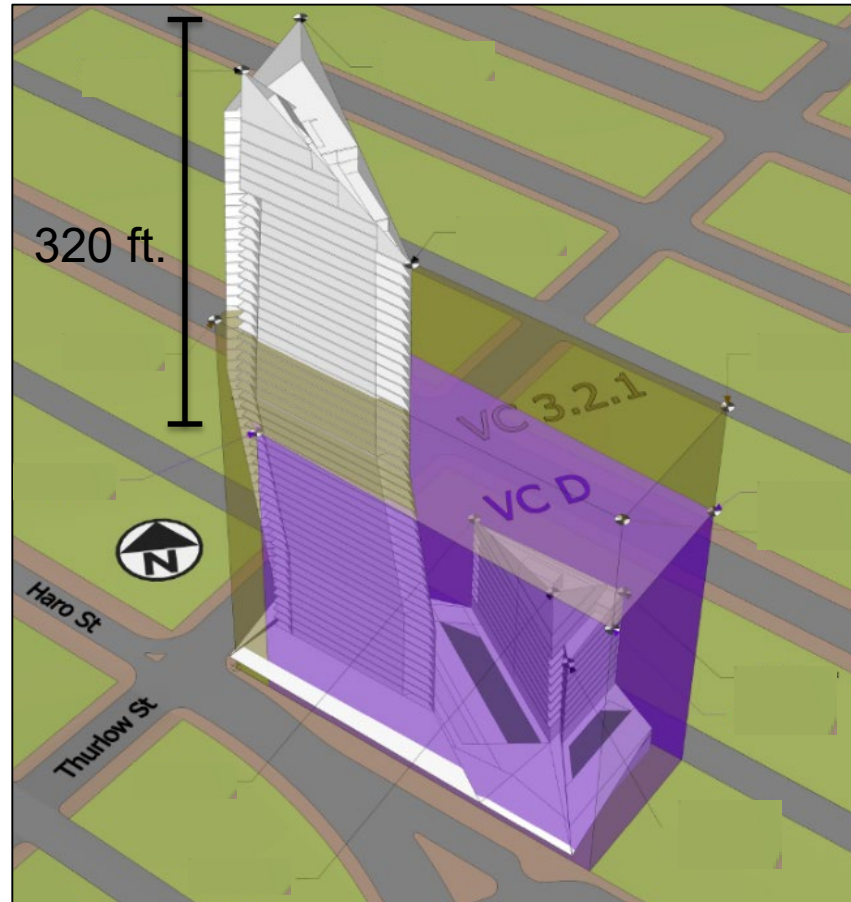
# Non-Compliant Rezoning Application Process



# Implications of Penetrating the View Cone



- Protected public view “D” (Heather Bay) limits height to approximately 260 ft.;
- Strata tower projects 320 ft. into the protected view



# West End – Tower Form, Siting and Setbacks Bulletin

## Robson Street

- Minimize shadowing on parks, public open space and the West End Shopping “Villages” **between the hours of 10am and 4pm**

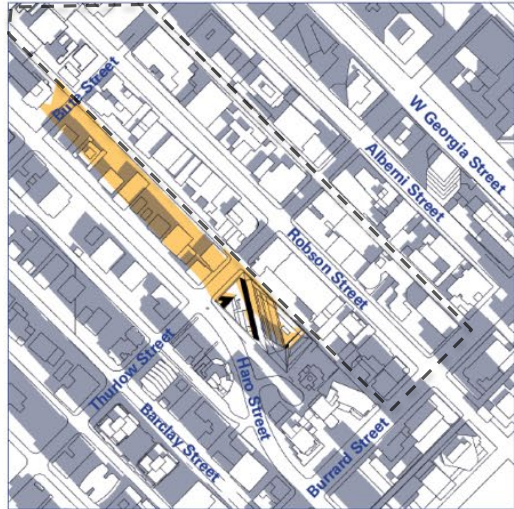
## 1000-Block of Robson Street

- Minimize shadow impacts **between the hours of 10am and 3pm**





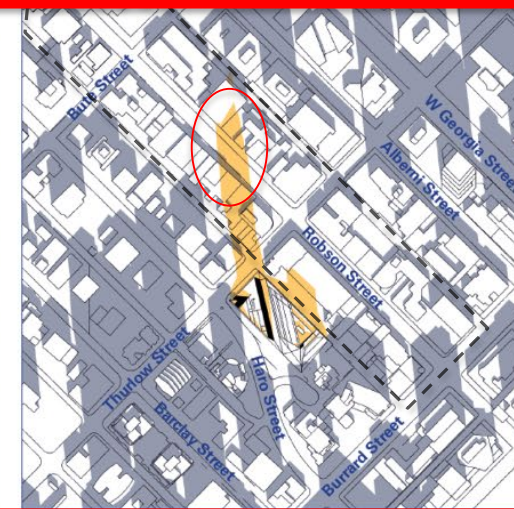
# Rezoning Application Policy Non-conforming Issues



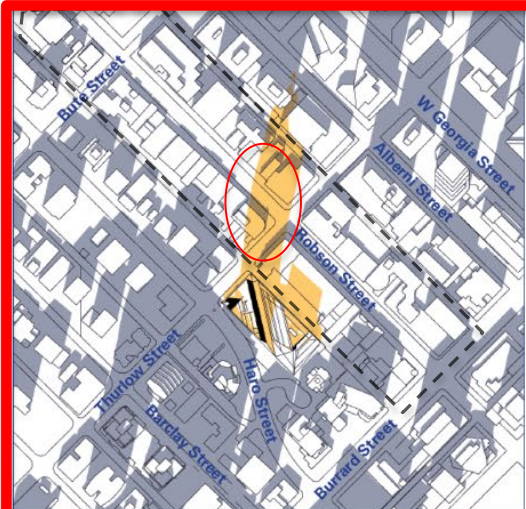
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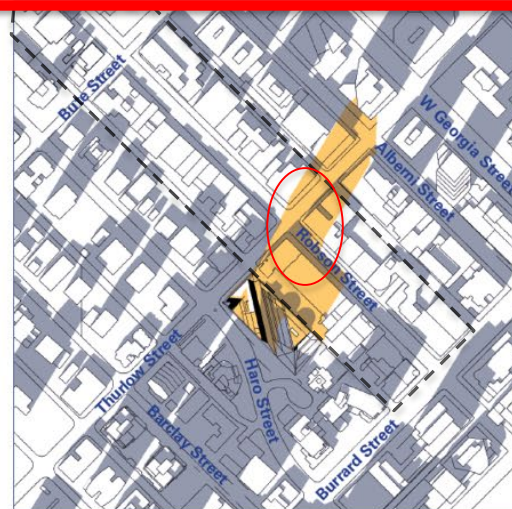
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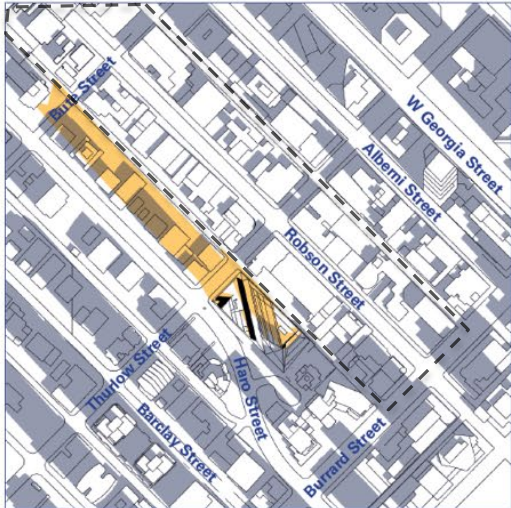
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- Strata tower causes significant new shadowing on Robson Street between 12pm to 4pm (spring equinox)

# Rezoning Application Policy Non-conforming Issues



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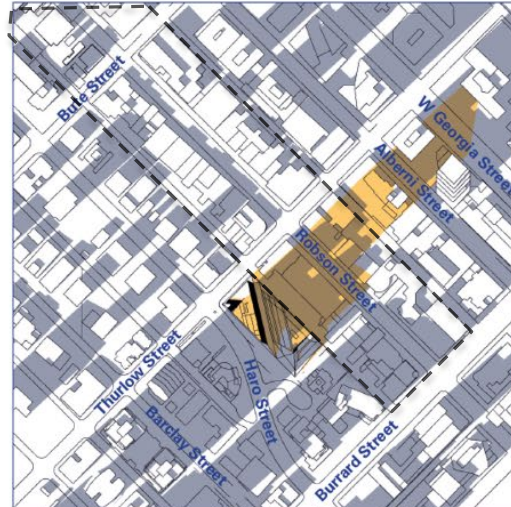
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- New shadowing on the 1000-Block of Robson Street between 2pm and 3pm (spring equinox)

# West End Housing Targets

Category & Sub-Category		Completed since 2013	Under Construction	% of 30-yr Target Achieved
Affordable Housing	Social housing	72 units	236 units	~19%
	Secured market rental housing	577 units	950 units	~80%
Childcare	0-4 yrs old	-	7 spaces (1 family childcare unit)	~3%
	5-12 yrs old	10 spaces	-	~8%
Parks & Open Spaces		Seawall restoration project (2 phases)	-	N/A
Arts & Culture		2 public art installations	1 public art installation	N/A
Community Facilities		Gordon Neighbourhood House renovations	-	N/A
Public Safety		-	-	N/A
Transportation*		Jim Deva Plaza & lighting; Bute-Robson Interim Plaza & pandemic response support on Robson Street; Mini-ferry dock at Sunset Beach; Beach Avenue – Room to Move interim cycling improvements (2.2 km)	Walking improvements (Haro Street; 1.1 km); Cycling improvements (Haro Street; 1.1 km)	N/A
Utilities (One Water)		Georgia Street water main replacement (Thurlow to Nicola)	Haro & Bute Street water main replacement/upgrade	N/A

# Conclusion

**Rezoning Application submitted under the following polices:**

- *West End Community Plan*
- *Rezoning Policy for the West End*
- *West End – Tower Form, Siting and Setbacks Administrative Bulletin*
- *View Protection Guidelines*

**Staff completed a preliminary review**

- The proposed application significantly deviates from these regulations and policies



# Conclusion

## Council options for direction:

- Confirm staff recommendation to uphold the existing policy and regulatory framework; or
- Direct staff to undertake additional policy work to study the *View Protection Guidelines* through the Vancouver Plan implementation before considering the rezoning application; or
- Advise the applicant to withdraw this rezoning application and consider a submission through the Policy Enquiry Process (PEP) to evaluate an alternative proposal that addresses the PEP criteria



## **END OF PRESENTATION**

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## Policy Context – *Policy Enquiry Process (PEP)*

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- PEP is new review process endorsed by Council in July 2021 that enables staff to consider and process applications for proposals that do not comply with adopted Council policy.
- Intent: to advance applications that may offer opportunities and benefits warranting further consideration by Council that further Council priorities and goals.

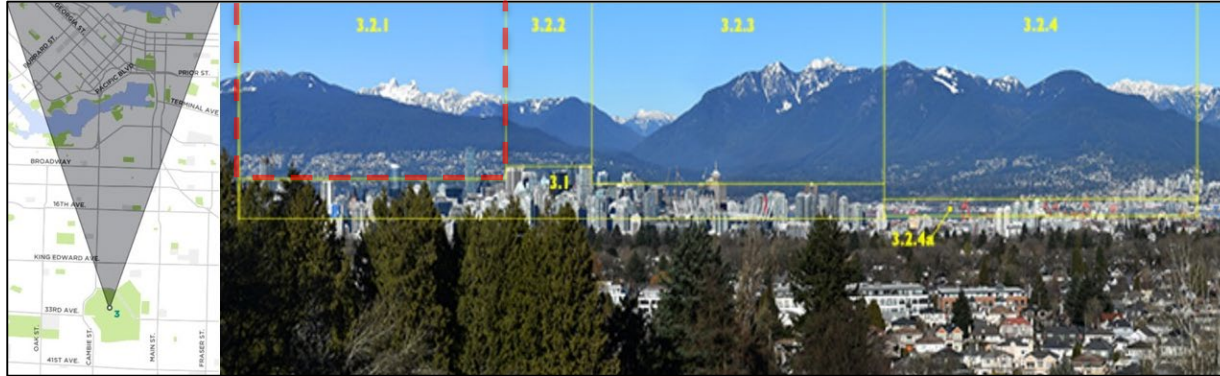
### **Baseline Criteria:**

1. Reconciliation and Cultural Redress
2. Housing
3. Jobs / Economy
4. Other City-Serving Amenity

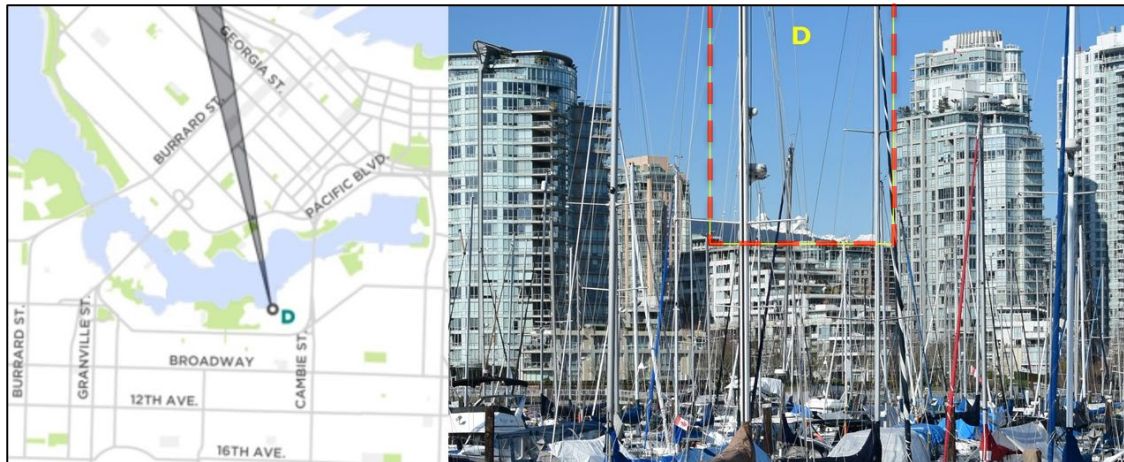
### **Review Criteria:**

1. Housing
2. Jobs
3. Cultural, Social, and Other City-Serving Amenities
4. Energy and Greenhouse Gases
5. Neighbourhoods
6. Ecology
7. Municipal Infrastructure

# Policy Context



- Public view 3.2.1 (Queen Elizabeth Park) extends over a small area of the northwest corner of the property with a height limit of approximately 110.3 m (362 ft.);



- Council-approved protected public view D (Heather Bay), originating at Leg-in-Boot Square and securing views to the Lions and Brunswick Mountains, extends across the subject site at a height of approximately 79.2 m (260 ft.);



# Implications of Penetrating the View Cone



# Shadow Study – Spring Equinox

Spring Equinox (19 March)



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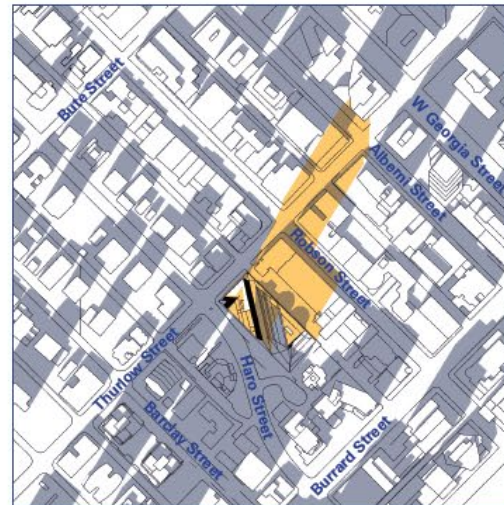
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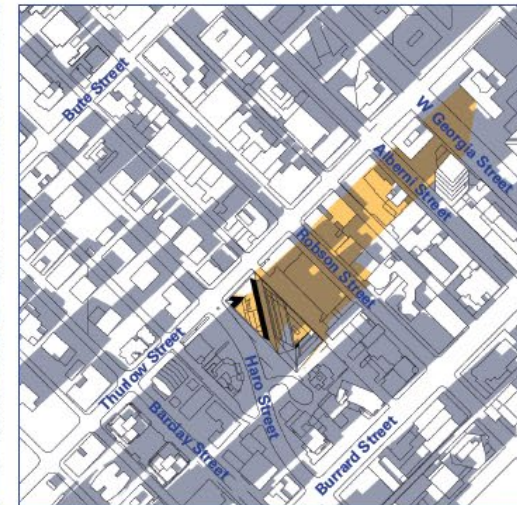
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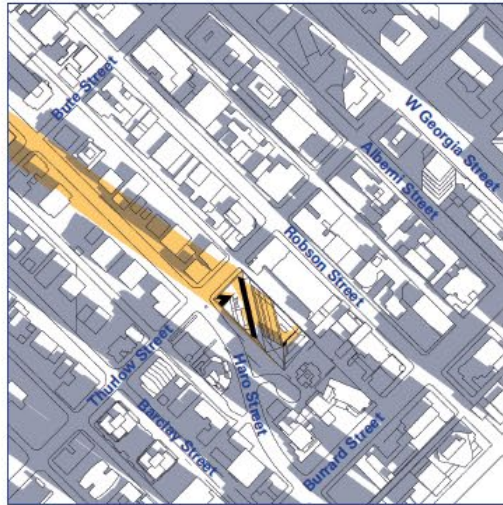
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# Shadow Study – Fall Equinox

Fall Equinox (22 September)



10:00



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# Rendering of Proposal Looking Northwest

