

**1080 Barclay Street (COMPLETE APPLICATION)
DP-2023-00652 – CD-1 (Pending)**

HK/KH/LB/EB/JK/YH/ETT

DEVELOPMENT PERMIT STAFF COMMITTEE MEMBERS

Present:

M. Au (Chair), Development Services
M. So, Development Services
P. Cheng, Urban Design & Development Planning
K. Spaans, Urban Design & Development Planning
C. Yee, Engineering Services

Also Present:

H. Kobayashi, Urban Design & Development Planning
L. Beaulieu, Landscape Planning
E. Brooker, Housing Policy and Projects
J. Kuch, Real Estate and Facilities Management
Y. Hii, Social Policy and Projects
H. Lau, Social Policy and Projects
A. Lui, Social Policy and Projects
E. Fredericksen, Public Art Services
K. Hsieh, Development Services
E. Tsang-Trinaistich, Development Services

APPLICANT:

Bruce Currie
Bosa Properties Inc.
1201-838 West Hastings Street
Vancouver, BC, V6C 0A6

PROPERTY OWNER:

Bosa Properties Inc.
1200-838 West Hastings Street
Vancouver, BC, V6C 0A6

EXECUTIVE SUMMARY

Proposal: To development the site with a 57-storey mixed-residential use building, that contains 296 market strata units, 89 social housing units, 37 space childcare facility, and amenities for residents and retail space, all over 9 levels of underground parking, having vehicular access from Ted Northe Lane subject to the enactment of the CD-1 By-law and Council approval of the form of development.

See Appendix A Draft Prior to Letter
Appendix B Architectural Plans and Elevations
Appendix C Landscape Plans
Appendix D Applicant's Design Rationale
Appendix E Urban Design Panel Minutes
Appendix F Shape Your City Report

Issues & Priorities:

1. Public realm design and interface
2. Child daycare dedicated fire exit
3. Social housing floor area minimum requirements

Urban Design Panel:

11/08/2023 - Support with recommendations (10/0)

DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATION: APPROVE

THAT the Board APPROVE Development Application No. DP-2023-00652 submitted, the plans and information forming a part thereof subject to the below conditions of approval:

1.0 Prior to the issuance of the development permit, revised drawings and information must be submitted to the satisfaction of the Director of Planning to satisfy the following conditions:

UD 1.1 Design development to further improve the public realm interface including along Thurlow Street and the proposed mid-block connection as follows:

Note: Refer to Rezoning Condition 1.4. The mid-block connector between Barclay Street and Ted Northe Lane should contribute to the pedestrian and green network in the West End and be interconnected with all the building entrances and lobby spaces that are facing into this active interface. The mid-block connection and the interfacing building elements should encourage a range of activities creating an accessible and vibrant environment for building residents and the large community. Further improvements to the pedestrian experience may be achieved by the following:

- a. Enhance by way of lighting, texture and materiality animation, and overlook on the cantilevering podium massing at Thurlow Street with special attention given to the treatment of the overhanging soffit
- b. Increase the scale of the mid-block connection by maximizing its overall clear width
- c. Introduce more activating outdoor programming space (e.g. outdoor common amenity space) adjacent to the mid-block connection
- d. Consider relocating the proposed self-standing artwork and

Note: Per UDP commentary, this space may be overcrowded with multiple activities, consider finding appropriate location or another form of art (e.g. architectural and landscaping elements) that can be integrated into the building or landscape design

- e. Provide additional lighting, landscape features and site furnishing to enhance the usability and safety of the laneway interface

ACC 1.1 Provide a dedicated interior fire exit stair for child day care use from Level 7 to the ground floor leading to the building exterior for safety

Note: The shared fire exit is a major safety concern for Provincial Childcare Licensing in the event of an emergency where the Child day care level is required to exit with the residences of the 50 stories above. It will be difficult to manage all the children and ensure they are all safe with such a large occupant load using the same fire exit

The addition of the fire exit stairs should not reduce any area that is required for the Child day care and social housing. Workshop meetings can be arranged with the project facilitator to develop a design solution

HP 1.1 Design development per Rezoning Condition 1.20, to provide a total net residential floor area allocated to social housing of at least 23% of the total residential floor area of the west tower building containing the strata and social housing

Note: The proposed application proposes 22.5%, approximately 178.0 sq. m. (1,915 sq. ft.) less than the minimum required

- 2.0 That the conditions set out in Appendix A be met prior to the issuance of the Development Permit.
- 3.0 That the Notes to Applicant and Conditions of the Development Permit set out in Appendix B be approved by the Board.

TECHNICAL ANALYSIS:

TECHNICAL REVIEW for 1080 BARCLAY ST - West Tower - DP-2023-00650					
CD-1 (pending)	REQUIRED/PERMITTED			PROPOSED (sub-area A)	
		<u>m²</u>		<u>m²</u>	
Site Area¹					4,020.0
sub-area A	for FSR calculation				2,049.3
Use	Dwelling Use: Mixed-Use Residential			Mixed Use Residential:	
	Retail Use:			Social Housing (Housing) + Market (Strata)	
	Institutional Use:			Retail Use: Retail Store	
				Institutional: Child Day Care Facility (CCF)	
Height²		<u>max (m)</u>		<u>m</u>	
Building Peak			167.6		167.6
Amenity + Roof Mechanical			177.4	TBV	177.4
View Cone²	Mount Strachan, Hollyburn and Lions +				
	Higher Buildings Policy				167.6
FSR + Floor Area³	<u>min (m²)</u>	<u>max (m²)</u>	<u>FSR</u>	<u>m²</u>	<u>FSR</u>
Residential (Res):				39,019.8	
Strata				30,223.5 - 77.5%	
Social Housing	8,974.6 - 23%			8,796.31 - 22.5%	
				HILS	TBV
				below-HILS	TBV
Non-Residential (Non-Res):				1,071.5	
Child Day Care Facility	492.0				706.9
Retail					364.6
Balcony Overage				1,246.8	
Site Total		42,420.5	20.7	41,338.1	20.2
FSR Exclusions^{3b}	<u>min (m²)</u>	<u>max (m²)</u>		<u>housing</u>	<u>strata</u>
Amenity (Residential)		3,902 - 10%			869.0
Open Residential Balconies		4,682.4 - 12%			5,929.2 - 15.2%
Patios + Roof Decks		DOP discretion - all		450.4	
Mechanical, parking etc.		DOP discretion - all			543.7
Storage (Residential)	<u>min (m²)</u>	<u>max (m²)</u>		<u>housing</u>	<u>strata</u>
In-suite floor area		1,424.5		189.9	581.4
Below Grade floor area				TBV	TBV
				TBV	TBV
Dwelling Unit Type	<u>min housing</u>	<u>min strata</u>		<u>housing</u>	<u>strata</u>
Studio				18	36
1 bedroom				24	79
2 bedroom	27 - 30%	74 - 25%		29 - 33%	135 - 45%
3+ bedroom	18 - 20%	30 - 10%		18 - 20%	46 - 16%
Site Total				89	296
					385
2+ bedrooms	148 - 50%	104 - 35%		47 - 53%	181 - 61%
					228
Dwelling Unit Size⁴	<u>min (m²) housing</u> <u>min (m²) strata</u>				
DOP discretion	29.7	37.0		TBV	TBV
Horizontal Angle of Daylight	<u>min (angle)</u>	<u>DOP discretion (m)</u>			
DOP Discretion	1 at 50° or 2 at 70°	3.7			3.7

2023 Parking By-Law	REQUIRED/PERMITTED			DP-2023-00650 WEST (Sub Area A)		
Parking⁵	<u>min</u>	<u>TMD (-%)</u>	<u>otal w/TDM</u>			
<u>Residential</u>	<u>326</u>		<u>197</u>			<u>340</u>
Strata	220	66 - 30%	154			325
Social Housing	44	26 - 60%	18			
Social Housing - HILS	62	36 - 60%	25			15
<u>Residential Visitor</u>	<u>17</u>					<u>17</u>
<u>Non-Residential</u>	<u>8</u>		8			<u>8</u>
Child Day Care Facility	7					7
Retail	1					1
Site Total	245		222		physical spaces	365
Class A type						
<u>Parking Size Type</u>	<u>min</u>	<u>max</u>		<u>Housing</u>	<u>Strata</u>	<u>sub</u>
Standard	167					260
Small		62 - 25%				82
<u>Accessible</u>	<u>16</u>					<u>15</u>
Acc - Residential	15			3	11	14
Acc - Non- Res	1					1
Acc - Van Type				2	1	3
Loading⁶	<u>Class A</u>	<u>Class B</u>	<u>Class C</u>	<u>Class A</u>	<u>Class B</u>	<u>Class C</u>
Residential	0	2	0	2	1	0
<u>Non-Residential</u>				<u>0</u>	<u>1</u>	<u>0</u>
Retail	<u>0</u>	<u>1</u>	<u>0</u>			
DOP Variance	2 Class A in lieu of 1 Class B					
Site Total w/ Variance	2	2	0	2	2	0
Bicycle⁷	<u>Class A</u>	<u>Class B</u>		<u>Class A</u>	<u>Class B</u>	<u>bike share</u>
<u>Residential</u>	843	20		843	21	
<u>Non-Residential</u>	<u>1</u>	<u>12</u>		<u>1</u>	<u>0</u>	
Child Day Care Facility	0	6		0	0	
Retail	<u>1</u>	<u>6</u>		<u>1</u>	<u>0</u>	
Site Total	844	32		844	21	20
Class A type:	<u>Min</u>	<u>Max</u>				
horizontal				95		
vertical		253 - 30%		79		
vertical and stacked		506 - 60%		615		
oversized	42 - 5%			42		
lockers	84 - 10%			92		
Passenger⁸	<u>Class A</u>	<u>Class B</u>	<u>Class C</u>	<u>Class A</u>	<u>Class B</u>	<u>Class C</u>
<u>Residential</u>	3	0	0	3	0	0
<u>Non-Residential</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Child Day Care Facility	0	0	0	0	0	0
Retail	0	0	0	0	0	0
Site Total	3	0	0	3	0	0

NOTES

- 1. Note on Site Area:** The site area is taken from the submitted survey prior to any dedications or consolidation. As per Section 2 of the pending CD-1 By-Law, this site consists of three sub-areas (A, B) for the purpose of establishing maximum permitted floor area, and the maximum building height. The proposed development is situated in sub-area A. Condition DRB 2.3 seeks submission of digitally signed and sealed legal survey.
- 2. Note on Height:** As per Section 2 of the Zoning and Development By-Law and Section 8.2 of the pending CD-1 By-Law, height is calculated from Official Building Grades from the corners of the site to the highest roof appurtenance.

This application site also intersects view protection zone 3.2.1, views of Mount Stachan, Hollyburn and Lions Mountain. Per the Higher Buildings Policy, the building may project up to a maximum 176.6 m (580.0 ft), which aligns with the maximum under the CD-1. Condition DRB 1.1 seek accurate interpolation and confirmation of height.

- 3. Note on Floor Area:** As per Section 7 of the pending CD-1 By-Law, 23.0% of the proposed residential floor area must be allocated to social housing floor area. The proposed application proposes 22.5%, approximately 178 sq. m. less than the minimum required. Condition DRB 1.2 seeks additional information and confirmation of compliance with floor area requirements. Refer also to Condition HP 1.1.
- 4. Note on Dwelling Unit Size:** As per Section 11.3.1 of the Zoning and Development By-Law, each dwelling unit must have a minimum floor area of 37 sq. m. when measured from the inside wall. A variance for social housing units to a minimum of 29.7 sq. m. can be supported. Condition DRB 1.3. seeks additional illustration of correct dwelling unit size measurements.
- 5. Note on Parking:** Parking spaces are calculated per non-residential and residential floor area use requirements for the site as per Sections 4.3.1, and 4.3.2. Further confirmation of residential and non-residential floor areas is required to verify the By-Law required number of parking spaces and type (visitor, accessible and small space) and to confirm compliance. Conditions DRB 1.4 seeks confirmation of compliance with Parking By-Law.
- 6. to 8. Note on Loading, Bicycle and Passenger Loading:** Vehicle and passenger loading and bicycle space requirements are calculated per each use and as per Section 5, 6 and 7 of the Parking By-Law. Confirmation of floor areas for the retail, office and residential use is required to verify the required number of spaces and confirm compliance. Proposed parking and bicycle space variances may be supported through TDM Plan. A variance of 1 Class B space is supported if 2 Class A spaces is provided in lieu. Refer to Condition ENG 1.1 and ENG 2.3. Condition DRB 1.4 and 1.5 seeks compliance with minimum accessible parking spaces and maximum bicycle space type requirements and Condition ACC 1.5 and 1.6 seeks compliance with dedicated Bicycle Parking and end of trip facilities and Class A and Class B spaces at grade near L1 child day care entry.

Legal Description

Lot: 8
Block: 7
District Lot: 185
Plan: 92

History of Application:

09 28 23	Complete DP submitted
11 08 23	Urban Design Panel
02 21 24	Development Permit Staff Committee

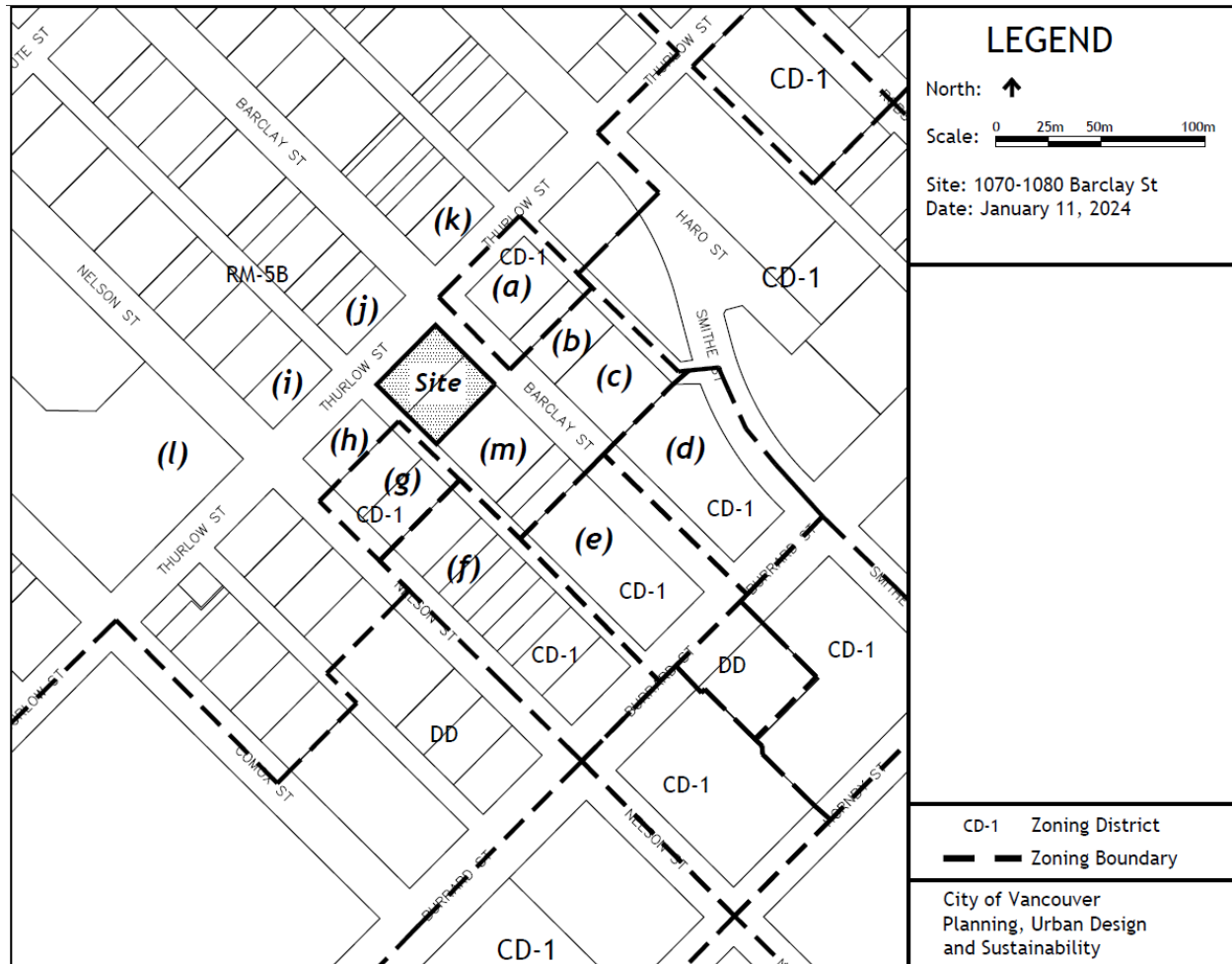
Site:

The site is located at the southeast corner of Barclay Street and Thurlow Street. The site is comprised of two lots with a total frontage of 51.3 m. (168.3 ft.) along Barclay Street and depth of 39.9 m. (131 ft.). Located in Area E in the Burrard Corridor of the *West End Community Plan*, the site is currently zoned RM-5B and developed with two rental buildings, a total of 77 existing apartment units.

Context:

The block surrounding the sites are made up of a mix of high, mid and low-rise multi-unit buildings, including a number of completed or anticipated higher buildings. At Barclay Street to the east is the Robert Lee YMCA, and directly across Thurlow Street to the southwest is Nelson Park and Lord Roberts Elementary School Annex. Washington Court, constructed in 1910 and recommended for addition to the Vancouver Heritage Registry as a category 'A' resource in 2021, is located to the immediate south of the site.

Significant adjacent development includes:



- a) 1075 Barclay Street – 47-storey residential building, (rezoning approved)
- b) 1057 Barclay Street – three storey residential building, (1954)
- c) 1047 Barclay Street – eight storey residential building, (1985)
- d) 909 Burrard Street – Vancouver Tower, 28-storey mixed-use building, (1991)
- e) 1028 Barclay Street – Patina, 42-storey mixed-use building, (2011)
- f) 969 Burrard Street – The Butterfly, 57-storey mixed-use building, (under construction)
- g) 1059 Nelson Street – CURV, 61-storey mixed-use building, (development permit approved)
- h) 998 Thurlow Street – Washington Court, eight storey residential building, (1910) (under review)
- i) 1115 Nelson Street – 26-storey mixed-use building, (1969)
- j) 955 Thurlow Street – The Biltmore, three storey residential building, (1928)
- k) 921 Thurlow Street – Kristoff's Place, four storey residential building, (1987)
- l) Nelson Park
- m) 1040-1060 Barclay Steet – 59-storey residential building (DP under review)

BACKGROUND:

A development permit (DP) application was submitted on September 28, 2023 for the development of the subject site under approved CD-1 (Pending). The proposal consolidates two lots on the south side of Barclay Street, between Thurlow and Burrard streets and comprises a 57-storey multiple dwelling building containing 89 social housing units, 37 space childcare facility, and 296 market strata units over nine levels of underground parking providing 350 parking stalls accessed from Ted Northe lane.

The site is located in Area “E” of the Burrard Corridor in the *West End Community Plan* and complies with the *Rezoning Policy for the West End*. Having been determined to meet the objectives of all City policies and plans, Council approved an application to rezone the site from RM-5B (Residential) to CD-1 (Comprehensive District) on May 11, 2023. The approved CD-1 includes the site to the east at 1060 Barclay Street; however, due to anticipated project phasing and subdivision, two separate DP applications have been submitted comprising the overall two tower development. Both applications are being brought for review by the DP Board concurrently.

Staff have determined that this development is compliant with the provisions of the Council-approved CD-1, responds to all Rezoning Conditions of Approval and reflects important policy directions related to environmental sustainability, housing, form of development, transportation and public spaces, and arts and culture. Staff recommend support of the proposal subject to Conditions of Approval outlined in this report. The proposed DP application was reviewed by the Urban Design Panel (UDP), including Higher Buildings panelists, on November 8th, 2023, resulted in a vote of support with recommendations (10/0).

Applicable By-laws and Guidelines:

- [CD-1 \(Pending\) By-Law](#) approved by council on May 11, 2023
- [West End Community Plan](#) (2013)
- [Rezoning Policy for the West End](#) (2013, last amended 2023)
- [West End – Tower Form, Siting and Setbacks Administrative Bulletin](#) (2017, last amended 2023)
- [Housing Vancouver Strategy and Action Plan](#) (2017)
- [Vancouver Plan](#) (2022)
- [Higher Buildings Policy](#) (1977, as amended up to 2018)
- [Council-approved protected public views and View Protection Guidelines](#) (1989, amended 2011)
- [Tenant Relocation and Protection Policy and Guidelines](#) (1992)
- [High-Density Housing for Families with Children Guidelines](#) (1992)
- [City of Vancouver Housing Design and Technical Guidelines](#) (2021)
- [Childcare Design Guidelines](#) (2021)
- [Childcare Technical Guidelines](#) (2019)
- [Public Art Policy and Procedures for Rezoning Developments](#) (2008, last amended 2014)

RESPONSE TO APPLICANT BY-LAWS AND GUIDELINES:

Introduction

Located at a prominent point in the Burrard Corridor, 1060 and 1080 Barclay Street have the potential to stand as a recognizable landmark in the neighbourhood, reinforcing the Corridor’s role as a “urban frame” that makes the border of the high-rises of the Downtown South neighbourhood and the lower scale of the West End. It, along with other adjacent developments, supports the City of Vancouver advancing its objectives for community building in the Burrard Corridor, and an evolving character of the West End neighbourhood.

As outlined in the Plan, any development at this site is intended to improve the quality of public life by:

- pursuing architectural design excellence as expected of higher buildings;
- presenting a compatible interface with the West End residential character along Barclay Street;
- activating the public realm along Barclay and Thurlow Street, including the provision of double height lobby, public art, site furnishing, and distinctive landscaping;
- providing an accessible mid-block connection linking Ted Northe Lane with Barclay Street; and
- contributing to housing diversity for a variety of household types and needs.

Having reviewed the application regarding these performance criteria, and on consideration of related policies and guidelines as outlined in this section, staff have determined that the proposal is supportable subject to the Conditions of Approval.

CD-1(Pending) By-Law

This by-law establishes the permitted uses, height, and density for the site: conforming to the provisions of the CD-1 By-Law, and Council-adopted Rezoning Conditions of Approval.

West End Community Plan and the Rezoning Policy for the West End (2013)

The *West End Community Plan* (the 'Plan') was adopted by Council in 2013 and provides the framework used to guide positive change, development, and community benefits in the West End neighbourhood of the downtown peninsula.

The Plan focuses on neighbourhood character, housing, the local economy, heritage, transportation and the public realm, among other priorities for the community. In keeping with the overall directions of the Plan, the *Rezoning Policy for the West End* (the 'Policy') for the West End permits rezoning on sites within the Burrard Corridor for market residential developments when significant public benefits can be achieved for the community. The Plan and the Policy further outline that a tower up to 167.6 m. (550 ft.) in height may be considered at the subject site, subject to compliance with the Council-approved protected public view corridors (the 'view cones') and the consideration of solar access requirements and other urban design considerations.

There is a significant need to increase the supply of affordable housing for all household types, including families with children, in the West End. Recognizing this, the Plan provides policy directions intended to deliver a variety of housing choices, as well as community facilities to attract and retain a vibrant local workforce.

Staff conclude that the advancement of the proposal's use, density, heights, form of development and public realm strategy, established with the Council approved rezoning application are substantially consistent with the Plan and the Policy as follows:

Principle 1

Achieve a green, environmentally sustainable urban pattern.

Applicant response: The proposal extends and improves upon the surrounding urban pattern with a focus on walkability and bike-friendly design.

The proposal seeks to activate all street frontages (Barclay Street, Thurlow Street, and Ted Northe Lane) working with the surrounding developments to encourage pedestrian activity by improving public realm.

Principle 2

Support a range of affordable housing options to meet diverse needs of the community.

Applicant response: The development will add 89 units to the supply of social housing, including apartment homes sized for families, 296 strata units and quality common amenity spaces to

encourage comingling of residents. The split tenures of this development coupled with secured market rental apartment homes at 1040 Barclay Street will supply the community with the full spectrum of housing options.

Principle 3

Foster a robust, resilient economy.

Applicant response: The development supports an equitable, resilient economy and fosters a stable diverse workforce by providing housing options tailored to a wide range of household incomes. The construction of the tower will generate skilled labour jobs in the short-term, and the retail businesses and the childcare facility will bring long-term employment opportunities for the community. The commercial retail units, which may include a mix of cafes, wine bars, locally owned shops, and restaurants, will add to the round-the-clock vibrancy of the area.

Principle 4

Enhance culture, heritage, and creativity in the city.

Applicant response: The development concept and massing was driven by the surrounding West End fabric, paying homage to the culture and heritage surrounding the site, while allowing for new creativity to merge.

Principle 5

Provide and support a range of sustainable transportation options.

Applicant response: The site is located within walking distance from rapid transit stations and arterial bus routes. The proposal encourages cycling with enhanced bicycle facilities, a direct access from Barclay Street, a public bike share station located on Thurlow Street, and dedicated car-share vehicles in the parkade.

Principle 6

Protect and enhance public open spaces, parks and green linkages.

Applicant response: The development is articulated in a way that breaks down the scale of towers and is sculpted to create a public and accessible mid-block connection between Ted Northe Lane and Barclay Street. The site strategy, made possible due to the presence of two towers, increases green linkage between neighbouring developments. The design creates an urban condition that fosters a sense of tranquility and community within a bustling area.

Principle 7

Foster resilient, sustainable, safe and healthy communities.

Applicant response: The development prioritizes activating all frontages of the site, stitching together the new and old to strengthen the fabric of the West End. The creation of a new park, trees, and planting provides improved access to nature for the surrounding community. The activated streetscape and design of the park is based on CPTED principles to promote passive surveillance and a safe and open urban environment. The location at the heart of the downtown peninsula fosters healthy lifestyles, with walking and biking, typically being the most convenient mode of travel.

Section 6: Built Form Guidelines

The Plan uses a principled approach to shape how and where growth and development occurs and the appropriate built form. Staff conclude that the proposal is aligned with the intent of the following citywide contextual design principles:

- The form and scale of the proposed building will adhere to the *Higher Buildings Policy* enabling incursion into Council-approved protected public view 3.2.1 (Queen Elizabeth) and will otherwise comply with other protected views and reinforce the Downtown dome-shaped skyline.
- The form and massing of the proposed building will intensify the Burrard-Thurlow corridor as the “urban frame” towards greater clarity, and contrast with the established neighbourhoods.
- The shadowing of the proposed building does not have impact on the northside of Robson Street sidewalk between 10am-3pm on the equinoxes nor on Nelson Park.
- The proposed form of development presents a distinct architectural identity as expected of new tall buildings in the area.
- The proposed at-grade open space and integral landscape features, combined with building tenancy, thoughtful design, and programming will contribute to activity in the public realm and provide for enhanced pedestrian interest.

West End - Tower Form, Siting and Setbacks Administrative Bulletin (2017, last amended 2023)

The *West End - Tower Form, Siting and Setbacks Administrative Bulletin* (the ‘Bulletin’) provides direction for the form of development of new residential towers in the West End. It ensures that the public realm opportunities, built form and individual developments are compatible with the urban design concept for this area and the overall vision for the community.

Sections 4 and 5 of the Bulletin provide guidance for general design and built form for urban design expectations such as tower typologies and public realm interfaces. It recommends a minimum 24.4 m. (80 ft.) between the proposed tower and existing and future towers on adjacent sites to ensure resident livability and privacy. The proposed tower siting provides a clear 12.2 m. (40.0 ft.) of spacing between the southern building face and the centre line of the lane and the proposed eastern tower at 1040-1060 Barclay Street.

The development meets the expected shadowing requirements outlined in the Bulletin, with tower shaping and siting ensuring minimal shadowing on the north side walk of the 1000 block of Robson Street between 10 a.m. and 3 p.m. P.D.T. at the spring and fall equinoxes.

The development seeks relaxations on the side yard setback and the built form tower typology guidance as follows:

Side Yard Setbacks:

The Bulletin anticipates that developments in the Burrard Corridor will provide a minimum side yard setback of 3.7 m. (12 ft.)

Applicant response: At the time of the rezoning the design proposed a 3.7 m. (12 ft.) encroachment on the Thurlow Street setback (zero lot line) with the intent of paying homage to the West End building fabric and neighbouring Washington Court heritage building. With this development permit submission, the design has been refined and now proposes a 1.75 m. (5.7 ft.) encroachment (halfway point) to respect the prominence of the Washington Court building, while still allowing for the positive contribution the development hopes to make for both the urban fabric and Thurlow Street public realm experience.

Staff assessment: Staff support the proposed western podium setback to enhance the architectural articulation and massing expression of western facing interface between proposed development and the Washington Court heritage building. Also, staff recommends further design development of the public realm activation along Thurlow Street through Condition UD 1.1.



Figure 1: Proposed western podium side yard setback encroachment

Built form “Towers in the Park” and “Tower on Podiums”:

Towers proposed on sites east of Thurlow Street should be “towers in the park”. On these sites, a front yard and side yard on a side street setback shall be a minimum of 3.7 m. (12 ft.). In these cases, the base of a “tower in the park” can be up to 15% larger than the floor plates above a height of 18.3 m. (60 ft.). Departures from these guidelines were proposed with the rezoning application and approved by Council. This application does not introduce any additional variances.

Applicant response: As presented at rezoning, this proposed tower has an increased base, which allows for a childcare facility. The base has been sized to provide the required indoor and outdoor space for a 37-space facility totaling 619 sq. m. (6,672 sq. ft.) of usable interior space and 450 sq. m. (4,847 sq. ft.) of outdoor space, meeting the required space in the childcare design guidelines. Through placing the childcare center at the podium, it allows for an activated public realm at grade while also maximizing access to daylight in the childcare facilities’ outdoor space.

Staff assessment: Staff support the proposed larger podium base size, provisions of a childcare facility and compliance with the *Childcare Design Guidelines*. Staff seek further design development and satisfaction of the Condition ACC 1.1.

Housing Vancouver Strategy and Action Plan (2017)

The *Housing Vancouver Strategy and Action Plan* (“Housing Vancouver”) sets targets for the delivery of new homes, including rental, to meet a continuum of housing types. Overall, 72,000 new homes are targeted for the 10-year period from 2018-2027, including 12,000 social, supportive and non-profit cooperative units, and 20,000 purpose-built rental units. Targets and actions seek to retain a diversity of incomes and households in the city. If approved, this application will contribute towards the targets for social housing units and family units.

Vancouver Plan (2022)

The *Vancouver Plan* was approved by Council on July 22, 2022, and is a land use strategy to guide long-term growth of the City over the next 30 years. The approved *Vancouver Plan* will serve as a framework with further implementation planning work to follow over the next two to four years. The plan includes direction to significantly increase the social housing supply.

Higher Buildings Policy (1977, as amended up to 2018)

Higher buildings that exceed current height limits and / or enter into Council-approved protected public view 3.2.1 (Queen Elizabeth) must contribute to architectural creativity and excellence, demonstrate leadership in sustainable design and energy reduction, provide community amenity and open space, and minimize shadowing and view impacts. Higher buildings, including this application, are subject to special review by an enhanced Urban Design Panel including members appointed specifically for review of these applications and guest panelists with recognized authority in the practice of architecture.

Staff have concluded that the proposed building establishes a distinct identity that links a rigorous architectural design approach. In addition, the open space between the proposed towers at the ground level enhances the public realm in the neighbourhood.

Council-approved protected public views and View Protection Guidelines (1989, last amended 2011)

Council-approved protected public views (the 'view cones' or 'view corridors') protect Vancouver's ocean and mountain views while promoting density in the downtown area. The mountains behind our city skyline signify our connection to nature and align with our sustainability goals. Higher buildings should be located and massed to preserve view corridors, as defined in the *View Protection Guidelines*. Maximum building height will be determined by the view corridors.

There is one protected view that crosses the site which cannot be relaxed, as outlined in the *View Protection Guidelines*: View cone 12.1.1 Granville Bridge to the crown of Grouse Mountain.

Tenant Relocation and Protection Policy and Guidelines (2019)

The Tenant Relocation and Protection Policy (TRPP) (2019) is intended to protect tenants by mitigating the impacts of displacement resulting from redevelopment activity, while recognizing that some renewal is necessary to maintain the health of the overall rental stock. At a minimum, for eligible tenants the Tenant Relocation Plan (TRP) must provide financial compensation based on length of tenancy; moving expenses; assistance finding alternative accommodation (with additional provisions for low-income tenants and tenants facing additional barriers to housing); and Right of First Refusal (RoFR) to return to the new building, subject to eligibility.

High-Density Housing for Families with Children Guidelines (1992)

The intent of these guidelines is to address the key issues of site, building and unit design that relate to residential livability for housing for families with children: however, the principles of these guidelines are applicable to any high-density development no matter the makeup of the household. They provide both quantitative measures and qualitative guidance on designing livable high-density housing touching on outdoor and indoor common amenity and play areas, safety and supervision of children, provision of bulk storage space appropriate for modern living, and private open space adjacent to each unit.

City of Vancouver Housing Design and Technical Guidelines (2021) - for City-Owned Social Housing

The purpose of these guidelines is to help guide development partners through the project design and development process for social housing secured by the City. They outline the minimum standards required by the City of Vancouver for materials, finishes, equipment and technical specifications. Their intent is to realize City policies and goals that include for example, the *Housing and Homelessness Strategy*, the *Climate Change Adaptation Strategy*, the *Greenest City Action Plan: 2020*, and the *Healthy City Strategy*, within the context of built environment. The desired outcome is to encourage livability and inclusivity, as envisioned in these policies and in accordance with the regulatory framework set out in the Vancouver Building Bylaw and the Zoning and Development Bylaw. This application generally meets the intent of the guidelines. However, further design development is required to meet some of the guideline's key principles,

including but not limited to, the provision of common outdoor amenity space, shared common areas, heat treatment room, accessible units, bulk storage and mechanical and electrical spaces.

Childcare Design Guidelines (2021)

The intent of these Guidelines is to inform the creation of safe and quality childcare facilities that support healthy outcomes for children in social, emotional, cognitive and physical development realms. The Guidelines apply to licensed childcare facilities serving children 0-5 years and is an evidence-based design document that links physical design elements to key child development outcomes. The desired outcome of applying these guidelines is to have a childcare facility which meets provincial childcare regulations and creates an environment where children are provided an opportunity to thrive.

This application meets the intent of the Guidelines for general design considerations. Further design development is required to meet the amount of indoor area required and demonstrate a licensable arrangement of required support spaces

This application meets the intent of the Guidelines for general design considerations, amount of indoor space, and functional indoor layout. For the outdoor space, the north-facing outdoor space for the 3–5-year-olds meets the outdoor area requirement for this age group. The south-facing outdoor space for the 0–3-year-olds is slightly undersized. However, staff recommend providing a relaxation as it still meets the intent of providing a sufficiently sized outdoor space that offers a wide-range of developmental opportunities.

Childcare Technical Guidelines (2019)

The purpose of these guidelines is to help guide development partners through the project design and development process for childcare facilities secured by the City. They outline the minimum standards required by the City of Vancouver for materials, finishes, equipment and technical specifications. The intent of the guidelines is to ensure a licensable and functional building.

This application meets the intent of the Guidelines for general design considerations. However, dedicated below-grade mechanical and electrical rooms need to be provided.

Public Art Policy and Procedures for Rezoned Developments (2008, last amended 2014)

The City of Vancouver Public Art Program commissions artworks and supports critical artistic explorations that reflect on the complexities of place, publics, and culture. The program prioritizes artist-centered approaches and respectful relations in pursuit of the vision of a city where the work of artists is integrated into daily life. Artworks are commissioned by the program for public sites and through private development Rezoning Requirements.

Provisions for public art are a requirement of the Rezoning of the subject site and the applicant has proposed an installation on the mid-block connector between the two towers. In compliance with the Rezoning Conditions of Approval, the applicant will be required to engage the services of a Public Art Consultant and prepare a Public Art Plan to the satisfaction of the ACCS Deputy General Manager of Arts, Culture & Tourism and the Head of Public Art. Refer to Condition PA 2.1.

RESPONSE TO REZONING CONDITIONS OF APPROVAL:

Following Public Hearing and Council support of the Rezoning application in May 2023, staff have continued to work closely with the applicant to respond successfully to the Rezoning Conditions of Approval, with particular focus on the following:

- Improvements to the ground plane to enhance the public realm and open spaces.

- Refinements to the architectural expression and proposed materiality to better reflect the residential character of the area and better respond to the architectural excellence.

Major conditions with remaining issues are included below:

Urban Design Rezoning Conditions

Rezoning Condition 1.4: *Design development to increase the scale and prominence of the public mid-block connector space, including enhancements to the pedestrian experience along the lane.*

Note to Applicant: The ground plane design is generally well received, including the treatment of the western lane interface toward Thurlow Street as a significant contribution to public open space. On-site improvements should include pedestrian lighting, landscaping, seating, high quality paving treatments and other public realm enhancements, coordinated with lane improvements acceptable to Engineering Services. The mid-block connector between Barclay Street and Ted Northe Lane should contribute more to the pedestrian network of streets and lanes in the West End, at a scale commensurate with the site size. A surface statutory right of way will be required.

Applicant response:

To further enhance the public mid-block connection given its prominence and importance in activating the site, enhancements to pedestrian lighting, landscape planting, seating, accessibility, and high quality paving treatments are to be provided for along with an increased connectivity to the surrounding pedestrian and cycling networks.

Staff assessment:

This condition has been generally met through the proposal. However, staff requested further design development to improve the building interfaces with the public realm by refinement of the soffit materiality, inclusion of landscaping and site furniture, and re-consideration of the proposed public art location, refer to Condition UD 1.1.

Rezoning Condition 1.5: *Design development to improve the proposed façade design by increasing the size of vertical and horizontal recesses and massing breaks, while maintaining the high-quality and durable exterior finishes consistent with the rezoning application.*

Note to Applicant: Maintain the proposed quality in all aspects, including but not limited to appearance, durability, and performance, by retaining the use and extent of the specific finishes. Material choices including visible areas such as soffits should be noted on the elevation drawings.

Applicant response:

The proposed façade has continued to evolve to increase the size of vertical and horizontal recess and massing breaks and the high-quality and durable exterior finishes have been maintained. The proposed logic of massing breaks on the West tower at rezoning has migrated onto the East tower, creating a cohesive language between the towers.

Staff assessment:

This condition has been generally met through the proposal. However, staff requested further design development to improve the proposed façade design by increasing the size of vertical and horizontal

recesses and balcony depth to emphasize the reveals and incorporation more landscape at the building voids to achieve further design expression, refer to Condition UD 1.3.

Housing Rezoning Conditions

Rezoning Condition 1.21: *Total net residential floor area allocated to social housing must be at least 23% of the total residential floor area of the west tower building containing the strata and social housing.*

Applicant response: Noted. Project will comply with 23% social housing allotment.

Staff Assessment: The proposed application proposes 22.5%, approximately 178 sq. m (1,915 sq. ft.) less than the minimum required. Design development is required to provide the 23% social housing allotment without rounding.

Rezoning Condition 1.22: *Design development to improve the livability and meet requirements for the social housing as per the City of Vancouver's Housing Design and Technical Guidelines, including, but not limited to...(c) provision of 5% accessible units, and ... (d) in-suite bulk storage.*

Applicant response: Noted. Housing Design and Technical guidelines have been followed and provided for to the extent possible, including provisions for livability, accessibility, and amenities. Units have been identified on the drawings locating the 5% which are to be wheelchair accessible. In-suite storage has been provided for all social housing to the extent possible, with family and accessible units being prioritized and provided for. Approximately 88% of the social housing units have in-suite storage, with the remainder to be provided below grade.

Staff Assessment: This condition has generally been met through the proposal. However, staff requested that the 5% accessible units be clearly labelled on the drawings and that the minimum bulk storage requirements be met. If in-suite storage cannot be achieved in all units, below-grade storage may be supported for studio and/or 1 bedroom units not dedicated as accessible units.

Rezoning Condition 1.23: *Design development of all common areas / service areas of the social housing airspace parcel (ASP) to meet the requirements for the social housing, as per the City of Vancouver's Housing Design and Technical Guidelines, including but not limited to:*

- (a) *Provision of all common areas/service areas for the social housing ASP to meet the requirements for the social housing, as per the City of Vancouver's Housing Design and Technical Guidelines.*
- (b) *Inclusion of required area for all social housing indoor and outdoor amenity spaces as per the Housing Design and Technical Guidelines.*
- (d) *Provision of separate, lockable mechanical and electrical rooms, with dedicated mechanical and electrical equipment and systems, to safely accommodate items such as hot water tanks, electrical panels, data lines, telephone and security equipment panels, gas, water or hydro meters and any other mechanical or electrical equipment that need to be accommodated within the building.*

Applicant response: Noted. All items above will be provided for wherever possible and as space permits. The main mechanical and electrical rooms will be shared with the other occupancies, however equipment will be separated per use.

Staff Assessment: This condition has generally been met through the proposal. However, staff requested that:

- to meet sub-condition (a), provision of a dedicated heat treatment room
- to meet sub-condition (b), the size of the outdoor amenity space be enlarged to meet the 1,399sqft. Minimum; and
- to meet sub-condition (d), the drawings include dedicated mechanical and electrical rooms that can be shared with the childcare facility. Sizing of the rooms and equipment to ensure services for both social housing and childcare.

Rezoning Condition 1.26: *Design development to reduce number of elevators for social housing and child day care to two total elevators sized to the requirements of City's Childcare Design Guidelines and remove wall in lobby between social housing and child day care.*

Note to Applicant: *Consider removing elevator at D2 between gridlines 13 and 14 unless required for overall project. Provide additional openings from social housing elevators on level 8. Provide access to social housing floors and childcare by their respective users.*

Applicant Response: The recommendation to reduce the three elevators to two for social housing and daycare use was studied with the project's elevator consultant. As per their feedback, the overall result of this would be poorer elevator performance combined with excessive peak wait times, such that the decision has been to maintain the three elevators as proposed at Rezoning.

Staff Assessment: This Condition is not met; staff recommend removing the elevator on the south to provide a more usable area for the childcare facility. Stroller storage can be provided on L1 ground floor. Secure fob access will need to be provided.

Childcare Rezoning Conditions

Rezoning Condition 1.39: *Design, construct, equip and finish a licensable 37-space child day care facility in accordance with the Childcare Design Guidelines, Childcare Technical Guidelines, and Provincial Childcare Licensing Regulations comprising no less than 429 sq. m. (4,618 sq. ft.) indoor space and 520 sq. m (5,597 sq. ft.) outdoor space (exclusive of mechanical and electrical rooms, stairwells, elevator shafts and lobbies), with indoor and outdoor program space for 12 children under 3 years, and 25 children aged 3-5 years in accordance to relevant guidelines and regulations. Other requirements include, but may not be limited to, the following:*

Applicant Response: Compliance provided for indoor area

Staff Assessment This condition has generally been met through a separate drawing that was provided to demonstrate the minimum areas; this information will need to be provided as part of the development

permit drawings. In addition, a revision to the indoor area will need to exclude the corridor area to access an electrical closet to the west of the elevator core.

Rezoning Condition 1.39(e): Provide a table of areas identifying amount of gross child day care indoor space and outdoor space proposed per program area (0-3 and 3-5), that meets or exceeds the Childcare Design Guideline recommended minimum activity and support areas (Childcare Gross Indoor Area and Childcare Total Outdoor Area).

Note to Applicant: As noted in the Childcare Design Guidelines, the Childcare Gross Indoor Area and Childcare Total Outdoor Area referred to in Table 6 are “exclusive of mechanical and electrical rooms, stairwells, elevator shafts and lobbies. Consider an extra 15% of floor area for these items”.

Note to Applicant: The total floor area of the outdoor play space may be reduced by up to 20% to accommodate the required setbacks along Thurlow Street if all reasonable efforts to meet the requirements have been demonstrated, the space is functional, and in alignment with the intent of the Childcare Design Guidelines.

Applicant Response: Functional plan and tables has been provided in DP booklet.

Staff Assessment: Condition not met. A table of areas identifying amounts of gross child day care indoor and outdoor space was not provided.

Rezoning Condition 1.39(i): Identify location and size of Child day care Garbage/Recycling room.

Note to Applicant: Preference for child day care garbage and recycling to be separated from other uses. If shared with Housing, dedicated bins are required for child day care garbage and child day care recycling, and that diaper waste will be a part of daily refuse (smells, etc.). Garbage/recycling will be accessed by child day care staff daily, and should be located in close proximity to the Child day care elevator.

Applicant Response: Child day care garbage/recycling has been provided for on Level P1.

Staff Assessment: This condition has generally been met. Applicant to mark bins to be provided for the Child day care.

Rezoning Condition 1.39(j): Identify location of child day care bicycle parking and end-of-trip facilities.

Note to Applicant: Consider child day care bike parking for staff at parkade level, potentially shared with social housing, and bike parking for parents at grade.

Applicant Response: Bike storage provided on Level P2 with social housing bike storage.

Staff Assessment: Condition not met. Bicycle parking and end-of-trip facilities are not provided.

Rezoning Condition 1.39(m): Clarify amount of usable outdoor play proposed for each program meets or exceeds the Childcare Design Guidelines.

Applicant Response: Refer to Urban Design Item 1.2. At the time of the Rezoning submission, the usable outdoor play area requirement had been met but has since been reduced to provide the setback of the podium along Thurlow Street

Staff Assessment: Condition not met. The amount of usable outdoor play area is not shown for each program.

URBAN DESIGN PANEL

The Urban Design Panel reviewed this application on November 8, 2023, and provided the following comments:

Evaluation: Support with recommendations (10/0)

Panel's Consensus on Key Aspects Needing Improvement:

1. Further research of the interfaces;
2. Further research of the wellness of the project;
3. Rooftop needs more work to reinforce the parti and diagram of overall project;
4. Consider a passenger drop off area;
5. Strengthen and reinforce the concept diagrams through a change of materiality at the reveals;
6. Consider location of the amenities.

Refer to Appendix E for the Urban Design Panel meeting minutes for details.

CONCLUSION:

Staff have reviewed this application to permit development of a 57-storey mixed-use residential building, containing 89 social housing units, 37 space childcare facility, and conclude the proposal advances important City objectives. Staff further conclude that the proposed form of development represents an appropriate urban design response to the site and context, provided the design conditions outlined in this report are substantively addressed. Further urban design conditions listed in this report seek refinements to the architectural expression and public realm interface to respond to the CD-1 By-Law and the *West End Plan*. Staff recommended approval by the Development Permit Board.

Engineering Services

The recommendations of Engineering Services are contained in the prior-to conditions noted in Appendix A attached to this report.

Crime Prevention Through Environmental Design (CPTED)

The recommendations of Crime Prevention Through Environmental Design are contained in the prior-to conditions noted in Appendix A attached to this report.

Landscape

The recommendations of Landscape are contained in the prior-to conditions noted in Appendix A attached to this report.

Housing Policy & Projects

The recommendations of Housing Policy & Projects are contained in the prior-to conditions noted in Appendix A attached to this report.

Social Policy & Projects – Food Assets

The recommendations of Social Policy and Projects – Food Assets are contained in the prior-to conditions noted in Appendix A attached to this report.

Social Policy & Projects – Community Benefit Agreement

The proposed development is over 45,000 sq. m. (484,376 sq. ft.) of new development floor area, making this project subject to the Community Benefit Agreement (CBA) Policy. The applicant is to enter into a CBA to commit that the development and on-going operations of the project contains local, inclusive hiring practices, along with social and local procurement targets. These requirements are geared towards generating local economic benefits through conditions and processes outlined in the rezoning conditions. The targets include:

- Local, inclusive employment: Make 10% of all jobs on the development to come from equity-seeking groups and local residents, prioritizing new entry-level hires. Applicant must provide best efforts to achieve this target by sourcing new and entry-level hires through a First Source Hiring Program, in consultation with community stakeholders and a third party monitor.
- Social procurement: Source a minimum of 10% of material goods and services from third party certified social impact or diverse or equity-seeking owned businesses, with a priority on Vancouver businesses.
- Local procurement: Attain 10% of materials, goods, and services from Vancouver companies or companies located in Metro Vancouver or British Columbia. These may or may not also be equity-seeking third party certified businesses.

The prior-to conditions of Social Policy and Projects are contained in the Appendix A attached to this report.

Public Art Services

The recommendations of Public Art Services are contained in the prior-to conditions noted in Appendix A attached to this report.

Environmental Contaminated Sites Branch

The recommendations of the Environmental Contaminated Sites Branch are contained in the prior-to conditions noted in Appendix A attached to this report.

Building Review Branch

This Development Application submission has not been fully reviewed for compliance with the Building By-law. The applicant is responsible for ensuring that the design of the building meets the Building By-law requirements. The options available to assure Building By-law compliance at an early stage of development should be considered by the applicant in consultation with Building Review Branch staff.

To ensure that the project does not conflict in any substantial manner with the Building By-law, the designer should know and take into account, at the Development Application stage, the Building By-law requirements which may affect the building design and internal layout. These would generally include: spatial separation,

fire separation, exiting, access for physically disabled persons, type of construction materials used, fire fighting access and energy utilization requirements.

Further comments regarding Building By-law requirements are contained in Appendix C attached to this report.

NOTIFICATION

On October 13, 2023, three site signs were installed, two facing Barclay St. and one facing Thurlow St., notifying neighbouring property owners of the application and offering additional information on the city's Shape Your City website. No post cards were mailed out because the development permit application was submitted within six months of the Rezoning Public Hearing decision date, May 11, 2023.

The online commenting period was open from October 11, 2023 to December 5, 2023. The Summary Notification Report, Appendix F, indicates that there were four hundred and eleven (411) total website visits, with four responses. Three responses were in favour and one response was mixed. Of the responses, comments were supportive of the aesthetic design, mix of housing types, and the pedestrian plaza between the towers with retail facing the courtyard.

DEVELOPMENT PERMIT STAFF COMMITTEE COMMENTS:

The Staff Committee has considered the approval sought by this application and concluded that with respect to the Zoning and Development By-law it requires decisions by both the Development Permit Board and the Director of Planning.

With respect to the decision by the Development Permit Board, the application requires the Development Permit Board to exercise discretionary authority as delegated to the Board by Council.

With respect to the Parking By-law, the Staff Committee has considered the approval sought by this application and concluded that it seeks a relaxation of 1 Class B loading space and may be supported if two (2) Class A spaces are provided.

The Staff Committee supports the application with the conditions contained in this report.



M. Au
Chair, Development Permit Staff Committee



H. Kobayashi
Development Planner



K. Hsieh
Project Coordinator