

URBAN DESIGN PANEL AGENDA

Date: Wednesday, June 8, 2022

Time: 03:00 pm

Joe Wai Meeting Room, Vancouver City Hall

Place: Visit <https://vancouver.ca/your-government/urban-design-panel.aspx> for more details

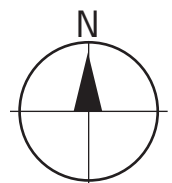
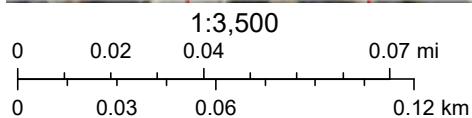
- 1. 03:00 pm**

Address:	950 W 41st Avenue (Jewish Community Centre)
Permit No.:	DP-2022-00208
Description:	To develop on this existing site a new 8-storey Community Centre with a 104-space private childcare facility, subject to Council enactment of the CD-1 By-law, approval of the Form of Development and approval by the Director of Planning. This application is Phase I of a phased development. Phase II on the adjacent site will provide 3 levels of shared underground parking accessible via the rear lane.
Zoning:	CD-1 (285)
Application Status:	Complete Development Application
Review:	Second
Architect:	Acton Ostry Architects Inc
Staff:	Ryan Dinh
- 04:15 pm**

Break
- 2. 04:20 pm**

Address:	1040-1080 Barclay Street
Permit No.:	RZ-2022-00018
Description:	To develop two residential towers (57 storey West tower and 60 storey East tower). East tower contains 506 market rental units, 130 below market rental units, and retail space. West tower contains 365 market-strata units and 99 social housing units, retail space and a childcare facility; all over ten levels of underground parking, including 832 vehicle parking spaces and 2,256 bicycle parking spaces. Overall FSR is 21.87 FSR, and total floor area is 87,923 (946,391 sq.f.). Building heights is 174.5 m (572 ft.) (East Tower) and 173 m (567 ft.) (West Tower). This application is being considere under West End Community Plan, Rezoning Policy for the West End, and Higher Building Policy.
Zoning:	RM-5A to CD-1
Application Status:	Rezoning Application
Review:	First
Architect:	Perkins + Will
Staff:	Tess Munro and Hiroko Kobayashi

950 W 41st Avenue



BUSINESS MEETING

Chair Amela Brudar, called the meeting to order at 3:15 p.m. and noted the presence of a quorum.

1. Address: 950 W 41st Avenue (Jewish Community Centre)
 Permit No. RZ-2017-00070
 Description: The proposed amendment to the existing CD-1 (285) is to permit the redevelopment of the Jewish Community Centre site. The proposal consists of 26-storey and 24-storey residential buildings with 300 dwelling units ; and a 9-storey building with renewed Jewish Community Centre facilities; all over underground parking with 789 vehicle stalls and 250 bicycle spaces. The proposed floor space ratio (FSR) is 4.59. This application is being considered under the Oakridge Transit Centre and Adjacent Sites Policy Statement.
 Zoning: CD-1 Amendment
 Application Status: Rezoning Application
 Review: First
 Architect: Acton Ostry Architects
 Owner:
 Delegation: Mark Ostry, Architect, Acton Ostry Architects
 Bruce Hemstock, Landscape Architect, PWL Partnership
 Emily Codlin, LEED Consultant, Integral Group
 Staff: Zachary Bennett & Ann McLean

EVALUATION: SUPPORT with Recommendations

- **Introduction:** Rezoning Planner, Zachary Bennett, introduced the project as a rezoning application for the Jewish Community Centre (JCC) on a 3.36 acre site along the southern edge of 41st Avenue, between Willow and Oak Streets.

The site is currently zoned CD-1 (285) and is fully developed to 0.75 FSR with the existing JCC and parking lot. It is approximately;

- 3.36 acres, or 145,605 sq. ft.,
- The site has a long frontage of approx. 780 ft. along 41st Avenue.
- The site tapers from a depth of 260 ft. at the western edge to approx. 120 ft. at the eastern edge.

Zoning in the area is complex and varied. Along both 41st and Oak, most sites are CD-1 zones. Along Oak, these are a mixture of older CD-1s and new townhouses. On 41st, the Cambie Plan allows for residential buildings up to six storeys, of which a number have been built. The remaining sites are a mixture of C-1 (at the intersection of Oak/41st) and RS-1 in the surrounding neighbourhoods, with a handful of RT-1 duplex zones. Across the lane, sites are zoned RS-1 and developed with single-family houses.

There are also a number of approved policy areas around the subject site aside. To the north is the Oakridge Transit Centre (OTC), where a policy statement provides direction for redevelopment of the 13.8 acre at 2.5 FSR (excludes park) and a mix of buildings between 3 up to 15 storeys along 41st. At the intersection of 41st and Cambie, is Oakridge Centre Mall, a 28-acre site which had a rezoning approved in 2014. The proposal for the site includes retention of the mall, a new civic centre, approximately 2,600 units of housing, and a new park. The Cambie Corridor Plan allows consideration of 6-storey buildings along 41st.

The immediate surroundings also include significant policy under development but not yet adopted. The Cambie Corridor Phase 3 planning is currently underway.

As currently envisioned, Phase 3 would provide for 3.5 storey townhouses directly south of the JCC site. To the east is the Municipal Town Centre area, where buildings with affordable housing would be considered up to 18 storeys. Phase 3 also seeks to address some of the Unique Sites, including LBH, Shawn Oaks, and the Oakridge Apartment Zone.

The proposal is for a phased development which includes a replacement of the JCC and a substantial new housing component. The first phase would build the new JCC primarily within a 9-storey building on the eastern half of the site.

The second phase consists of two towers, 26 and 24 storeys, over a 6-storey base. A portion of the base includes the final programming for the new JCC. The residential portion proposes 300 dwelling units. This portion also sits over three levels of underground parking.

The proposal is being considered under the Oakridge Transit Centre and Adjacent Sites Policy Statement, applicable to the OTC itself and three adjacent sites including the JCC. The policy supports a rezoning application to renew and expand the JCC which meets both JCC and City goals.

A rezoning application for the JCC must specifically consider: mix of uses; neighbourhood context; permeability and connections, transitional edges, synergies with the OTC site, massing, and the public realm.

Development Planner, Ann Mclean, noted that the Cambie Corridor Phase 3 Plan will be introduced to the public later this week but is subject to council approval. We should also consider this area as it is today with the current policy.

The proposal is comprised of two separate buildings, each about 300 ft. long and generally measuring a two-block length along 41st Avenue. The community center is about 118 ft. at its highest and back drops slightly to 100 feet. We have the OTC policies that talk about transition and synergies, part of that is making sure there is limited shadowing on the north sidewalk of 41st Avenue.

The west buildings is proposing retail at grade and entrances to the theatre and the residential towers. The towers are 26- and 24-storey residential towers approximate (278 ft. and 246 ft. respectively) over a 4-storey (52 ft) height podium. The floor plate for each building is about 7000 sq.

Between the two buildings is proposed as a drive way and mid-block connection. Presently the blocks to the south are continuous blocks, however should the Cambie Corridor Phase 3 Plan be approved by council, we will be seeking “active links” which are 24 ft. wide pedestrian and cycling- friendly connections through the blocks.

For the adjacent sites, should Phase 3 policy be approved, the C-1 site at the corner of Oak and 41st Avenue will have the option to provide a rental building up to 14 storeys and the policy for the Louie Brier site would allow up to 20 storeys. Note that built form shown on the model is an approximation and not approved by Council.

Along 41st Avenue future plan is to develop a “Complete Street” accommodating vehicles, a B-line scheduled to start next year, bikes, a separated bike facility, and pedestrians. This will also include street trees and a minimum of 3.0m pedestrian sidewalk inside of the bike lane. There will be no parking along the street accommodating the B- line and bike facility.

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

1. Form, height, density and use, as it relates to the CURRENT and future potential context; In particular:
 - The overall built form and height in the broader neighbourhood context and
 - The built form and height in the immediate context;
2. Success of proposal to meet the policy set by the OTC (provided in Agenda)
3. Public realm interface, noting the uses at grade, and the pedestrian connection north-south through the site;
4. Early thoughts on built form/material expression as they relate to specific programmatic uses like gymnasiums and the theatre.

The planning team then took questions from the panel.

- **Applicant's Introductory Comments:** The proposal is to rebuild the community center on the east side of the site to replace the existing program. There was a 4-month programming study done looking at the future program of the JCC and all of the existing components (i.e. childcare, fitness) which have been expanded.

The first phase is developed to maintain operations of the community center. The facility is open to everyone and there are over 45,000 residents (from and outside the JCC community) that use the JCC, making it the most active and used facility in the City.

There is a big parking lot on the east side of the existing JCC site. The idea is to redevelop the community center without disrupting the existing community center by putting as much of the program on the east side that fits within the setbacks and follow the shadow principles on the north side.

On the west side of the site, once the existing community is being demolished (phase one), provides an opportunity to provide underground parking. A primary reason for not having underground parking on the east site is security and because the pool is being submerged one level below at grade.

To respect the shadowing principles on 41st and maintaining all the setbacks, programming that doesn't fit the site will be taken out. The idea is to bring it back in the future during the second phase. In order to minimize the shadow impact of the community center to the north street limited the height to 9 storeys and setback at a 25m datum.

The podium and massing on the west side is to reinforce the street wall along 41st ave but in a lower form, 4 storeys. The podium is being intended to use as programming space. The rest of the west side is intended for the nonmarket housing. All of the massing fronting 41st allows and wraps along the west side of the site is for large space of campus commons and a buffer to the current single family dwelling and future town houses.

There are a lot of large functioning spaces (i.e. Aquatic Center and gymnasium both two storey volumes) take a large part of the center. These spaces had to be pushed on all 4 sides which project beyond the general plains in order to maintain minimum interior dimensions so the neighboring King David high school can continue to use the facilities.

Due to the narrowness of the site all of the programming will be served by a single line circulation on the south side that connects the entire program. There is also a large component on the south side for opportunity to build integrated solar shading.

On top of the JCC would be the early child care component with an anticipated 200 spaces. The top allows for access to the roof, security, and the license requirement of play space.

The question of redevelopment also raised the question of sustainability and how to keep families in this neighborhood. The JCC is looking at establishing a Land trust for the property. In the Land trust, there would be a housing component in the form of a shared equity co-op. The co-op will be 100 percent non-market rental and about 300 units (1-3 bedrooms) are anticipated. About 75 percent of the units will be family oriented units larger than the city's maximums. Community sustainability could be achieved by taking advantage of having the over 100 families help maintain the facility.

The amenity functions of the inside are designed to reflect functions outside. Outdoors there is a highly family oriented programming (i.e. bbq, urban agriculture, children's play, quiet space), a backyard to the community.

The approach with landscape is all about neighborhood fit. The sidewalk along 41 will be treated as a permeable space to move in and out of such as patio spaces. An idea is that the retail can spill out onto the patio spaces. Landscape on the sidewalk helps spread out the space.

The landscape design is to encourage the community at large to be a part of the JCC. The landscape will express some elements of the JCC and some elements that relates to the typography. Features being explored are sustainable water and lime stone, features that suggest for people to be a part of the community, connection to the school, and enhance an east to west movement.

Sustainability is proposing to meet all the requirements not just a green building, creating long term sustainable and high efficiency social amenity. The focus is creating a healthy welcoming indoor environment with features such as improved air quality. The applicants will be looking to have an onsite low carbon energy system to serve both parts of the campus.

The applicant team then took questions from the panel.

- **Panel's Consensus on Key Aspects Needing Improvement:** Having reviewed the project, it was moved by Ms. Parsons and seconded by Ms. Avini Besharat and was the decision of the Urban Design Panel:

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

- Improve ground plain to mitigate the impact of vehicular traffic on pedestrian and bicycle circulation and access to open space;
 - Provide immediate access to outdoor space from the community center and daycare;
 - To reconsider the locations of the drop off areas and loading areas to be centrally located for ease of access;
 - Consider integrating towers into the overall design scheme;
 - Prioritize bike facilities for the ease of use;
 - Consider integrating natural light in the first parking level;
 - Improve permeability and pedestrian connection between the street and courtyard.
- **Related Commentary:** The panel commended the applicant for their package and clearly communicated ideas. The panel supported the overall height, density, and massing. The project fit the emerging eclectic neighborhood. The site itself was well handled, proportioned and balanced.

It was unclear how the project fits with the OTC; however the panel agreed this was meant for a larger planning discussion. A panelist noted by putting in the OTC may influence future OTC developments.

The architectural expression was a good start but too early of a stage and required further detail. The panel noted there was a point of disconnect with the residential towers and podium and suggested bringing the towers down to grade. The activation of the frontage required further design development.

Members of the panel noted the 9 storeys on the community center typically too large but because it is providing a lot of good can pass, however will be difficult to relate to the residential as it feels to sit on top. Materiality and expression of the building will come together during design development.

A panelist noted that when development commences to remember how elements such as loading and fire access will come in.

A panelist noted that they appreciated the majority of the units will be three bedroom as this was desperately lacking in the majority of developments.

The main concern was in regards to the public realm and permeability conflict with vehicles, bikes and pedestrians. The panel suggested too much emphasis and open space was given to vehicle movement and the pedestrian permeability was not fully addressed. Some thought needed to be given to how the pieces of the ground plane will interact. Challenges with long linear sites are integrating with other elements on the site (schools).

Members of the panel noted they did not understand why there will be no underground parking for the new development. This will cause borrowed parking and the neighborhood at large will be inconvenienced by this parking system in the long term. This will also add to an unsuccessful vehicular circulation pattern. The development should, at minimum, provide one or two levels of underground parking. The facility will cater to a number of individuals across the city and can not assume the majority will travel by transit. Families with children require safe drop-off zones.

There were comments about the daycare and its general connectivity and accessibility to the outdoor spaces especially the one being on a different level. The panel felt the outdoor access can be better addressed. A panelist suggested doubling up the height. Put the daycare on two levels to create immediate outdoor access. Having to transition a number of children up an elevator would not successfully function.

Given the number of family units a good program of outdoor and indoor amenity space will be required, aside from the daycare.

Other comments included the location of the pool should be further analyzed. The panel suggested there needed to be clarity on how and what the courtyard will be used for and who will use it (only JCC community or is it open to everyone?). The City is moving towards bike communities, bikes need to be prioritized and well designed. In recent projects have seen dedicated bike elevators.

The innovation on the social and environmental sustainability was a good addition to the neighbourhood.

- **Applicant's Response:** The applicant team thanked the panel for their comments and clarified 4 points:

1. On the south end level of the site accommodating the daycare there is direct access to the outdoors on the same level, with covered and uncovered portions, in addition to the rooftop space;
2. The drop offs is presently between the buildings at grade level and below grade;
3. There are plans in the OTC development that rearrange the street networks that will take pressure off the 41st Avenue access and reorient in an east west direction;
4. Reiterating the light well idea is important to allow natural light into P1 level.

1040-1080 Barclay Street

