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CITY OF VANCOUVER  
PLANNING & DEVELOPMENT SERVICES

DEVELOPMENT PERMIT STAFF COMMITTEE  
MEETING  
May 29, 2019

FOR THE DEVELOPMENT PERMIT BOARD  
June 10, 2019

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2880 Venables (COMPLETE APPLICATION)  
DP-2018-00128 – Zone RS-1

CS/CH/LB/AW/KC

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**DEVELOPMENT PERMIT STAFF COMMITTEE MEMBERS**

**Present:**

J. Greer (Chair), Development Services  
C. Chant, Engineering Services

**Also Present:**

C. Stanford, Urban Design & Development Planning  
A. Wroblewski, Development Services  
L. Beaulieu, Landscape Review

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**APPLICANT:**

Witmar Abele  
KMBR Architects Planners  
1788 W 8TH Avenue  
Vancouver, BC  
V6J 1V6

**PROPERTY OWNER:**

Catholic Independent Schools Of Vancouver  
Archdiocese  
4885 Saint John Paul II Way  
Vancouver BC  
V5Z 0G3

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**EXECUTIVE SUMMARY**

- **Proposal:** To develop this site with an all-weather playing field with bleachers for seating, viewing platforms, reconfiguration of retaining walls, reconfiguration of the parking and loading.

Appendix A Standard Conditions  
Appendix B Standard Notes and Conditions of Development Permit  
Appendix C Plans and Elevations  
Appendix D Arborist Reports  
Appendix E Product Specifications  
Appendix F Previously Approved Grading  
Appendix G Watercourse Preservation Agreement  
Appendix H Updated Traffic Study

- **Issues:**

1. Loss of trees.
  2. Creation of a venue for third party events.
  3. Traffic and parking concerns
  4. Environmental concerns
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**DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATION: APPROVE**

THAT the Board APPROVE Development Application No. DP-2018-00128 submitted, the plans and information forming a part thereof, thereby permitting the development of this site with an all-weather playing field with bleachers for seating, viewing platforms, reconfiguration of retaining walls, reconfiguration of the parking and loading, subject to the following conditions:

**1.0 Prior to the issuance of the development permit, revised drawings and information shall be submitted to the satisfaction of the Director of Planning, clearly indicating:**

1.1 Provision of a good neighbor commitment outlining measures including but not limited to the following:

- i. designate a community coordinator to lead the good neighbor commitment with the support of administrators, teachers, parents groups, neighbors and students as required;
- ii. document existing conditions on site;
- iii. liaise with concerned groups to review problems and measure progress;
- iv. liaise with City Hall in relevant matters of concern such as parking and traffic and identify larger events such as championship games etc. where additional management is needed;
- v. indicate the range and variety of seasonal use of the playing field with no third party commercial use clearly shown;
- vi. specify the intended hours of operations of the playing field;
- vii. issue updates in an appropriately accessible public domain whether school newsletter / community newsletter/ website or other; and
- viii. review plan regularly to monitor meeting targets and goals;

**Note to Applicant:** Do not exceed the previous permit hours of operations or later than 8pm.

**Note to Applicant:** the above list is non exhaustive as this is a dynamic plan meant to be flexible and adaptable as new issues arise.

1.2 provision of a limited use lighting plan for wayfinding and safety purposes only with confirmation of the exclusion of flood lighting in this plan; and,

1.3 provision of regularly spaced, tall canopy replacement trees to replace the Lombardy Poplars;

**Note to Applicant:** Staff recommend a tall canopy fastigiated species such as Dawycki beech, columnar maple or equivalent trees proposed by the project arborist and landscape architect. Further comments may be outstanding.

1.4 provision of improved screening & landscaping along Kaslo Street and around the perimeter of the playing field with associated large scale details as required including the provision of details for barriers/ guardrails and landscaping;

**Note to Applicant:** Perimeter areas should screen the field and not be utilized as additional seating or standing space.

- 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.

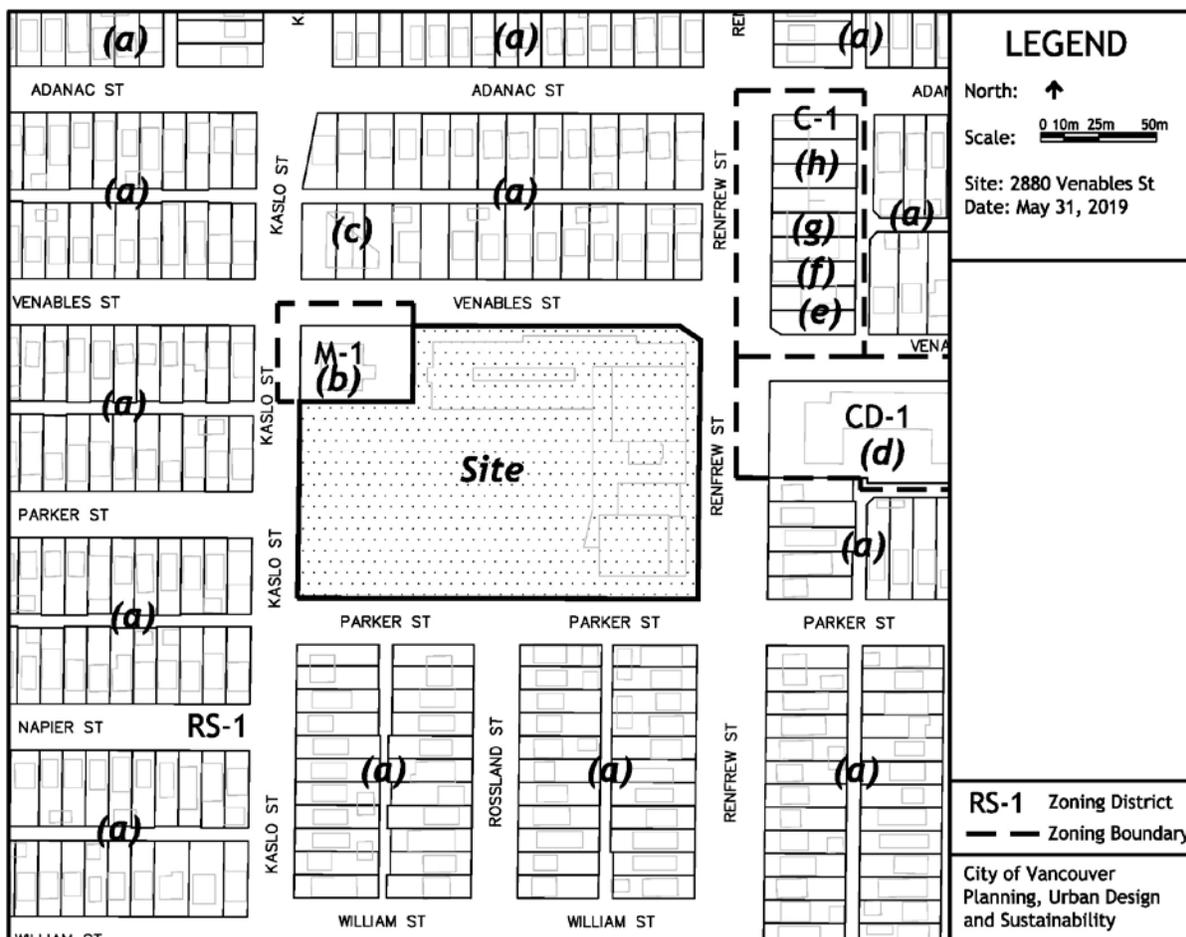
• **Legal Description**

Lot: B  
 Block: 2  
 District Lot: THSL  
 Plan: 7778

• **History of Application:**

18 02 18 Complete DP submitted  
 19 05 29 Development Permit Staff Committee

• **Site:** The site is located at the block encompassed by Venables, Renfrew, Parker and Kaslo Streets. It is a rectangular lot with a size of 387' by 568' (203,115 sq. ft. area) and has a ~13" cross slope from the northeast corner to the southwest across the subject area. The site and surrounding area are predominantly RS-1 (with one to two storey single family residential dwelling units encompassing the subject site) with the exception of an M-1 zoned site on the northwest corner of the site, a CD-1(109) zoned site directly to the east and C-1 to the north east.



• **Context:** Significant adjacent development includes:

- a) RS-1, 1-2 storey single family dwellings;
- b) 2804 Venables St (Vancouver Fire hall No. 14), 2 storey Institutional building;
- c) 2811 Venables St (Our Lady of Sorrows Convent), 2 storey Institutional building;
- d) 2924 Venables St, 3 storey residential building;
- e) 856 Renfrew St, 1 storey commercial building;
- f) 866 Renfrew St, 1 storey commercial building;
- g) 856 Renfrew St , 3 storey commercial building; and,
- h) 826- 804 Renfrew St, 1 storey commercial building.

• **Background:** On April 29, 2008 Notre Dame Secondary School received a Development Permit for the reconstruction of the school. In that approval, a sunken grass playfield was also included. The perimeter of the field was approved with terraced retaining walls that are suitable for seating.

In 2018 an application to amend the permit was filed with the city. In response to neighbourhood feedback, the City required a school hosted open house to inform the neighbourhood of the proposal; the application has now been referred to the Development Permit Board for a decision.

Although not denoted with a seating capacity, the linear measurement of the terraced retaining walls is measured at 362m, and when the building code standard of 18" or 0.45m of seating space per person is applied, this would provide seating for approximately 804 seats at full capacity. It is not clear whether this was approved as intended or as an oversight, therefore, staff are recommending that the Development Permit Board considers the seating capacity in this proposal and that any area suitable for seating should be clearly noted as such. The current bleacher proposal has been stated to seat 736 after accounting for exit aisles required by the Building By-law (see Standard Condition A.1.5)

Due to the sloping nature of the site, excavation of the playfield area must occur to create a level surface for a playfield. The approved difference in elevation from the site edge where the westerly trees are located, to the sunken playfield, is approximately 3m (average 41m vs 38m Geodetic).

During the current application review process, the city has asked the applicant to provide additional arborist reports on the trees to the west edge of the property. In response, a root mapping exercise was initiated (see Appendix D). The study found that the roots had extended up to 30m into the parking lot and determines that excavation for the retaining wall for any playfield, either grass or all-weather turf, would compromise the structural integrity of the trees.

In 2006, during the application process, several members of the community expressed concerns that there is an underground stream running through the site. As a response, a requirement of a watercourse preservation covenant was registered on title. This covenant is still valid and will require the applicant to preserve and maintain the water flow should water be encountered during excavation.

• **Applicable By-laws and Guidelines:**

- 1) RS-1 District Schedule

• **Response to Applicable By-laws and Guidelines:**

- 1) RS-1 District Schedule

**Use and Density:**

The proposed uses and density conform to the RS-1 District Schedule.

**Height:**

Not applicable

**Setbacks:**

The proposed setbacks conform to the RS-1 District Schedule.

- 2) Artificial Turf on Private Property Bulletin

The bulletin on artificial turf is intended to limit the replacement of lawn for artificial turf on residential properties and its constraints are not intended to be applicable to an all-weather sports field.

● **Conclusion:**

This development provides a playfield anticipated for school use and of benefit to the community. The use of artificial turf presents water conservation benefits and is all weather play is available. There is no anticipated difference in attendance between the previously proposed grass and currently proposed artificial turf.

Staff recommend approval of this proposal subject to the conditions contained in this report, particularly with regard to the development of a good neighbor plan, restriction to school use (no third party rental of the field) and mitigation of concerns raised during the notification process in accordance with best practice standards.

**ENGINEERING SERVICES**

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

**LANDSCAPE**

Landscape staff support the proposal to remove and replace the Lombardy Poplar trees located along the west edge with a suitable species (see Recommended Condition 1.3) in order to install the approved playing field, parking area and related amenities.

According to the original arborist report submitted in 2006 (see Appendix D), a 5.5 m tree retention setback was sufficient and within tolerances of survival. Due to the fast growing nature of Poplar trees the safe excavation limits have changed, and today would require a much larger setback.

The current risk mitigation recommendations for tree retention include topping the trees to 6m in height and pruning of outlying limbs. These measures would also be required for the creation of the grass playfield approved in 2008. Without these measures the trees would become structurally compromised and could be removed as hazardous trees under the provisions of Protection of Trees By-law.

The 2006 arborist assessment did not include detailed root mapping. Root mapping is now a commonly applied best practice when a more detailed assessment is needed. It is a tool intended to accurately assess the size, structure, health and location of a tree root system, particularly structural roots. This can offer a better understanding of root loss tolerances, development limitations and associated risks. Other important factors on this project include tree species characteristics, age, life span, current size, root zone conditions, height, and “codependence” (over their lifetime, a row of closely spaced tall trees adapt and “protect” one another from wind forces).

The mature Lombardy Poplars have taken advantage of a considerable unencumbered root growth area to the east with favorable root growing conditions beneath the asphalt parking surface. Over time, hard surfaces like asphalt will expand and contract. Paving materials, like asphalt, will “breathe” forming an oxygen rich air layer. When the upper surface heats up, condensation collects on the underlying surface becoming a reliable water source. Fine grained aggregates and organics that may be present also create a nutrient rich environment. This is a contributing factor to the rapid growth of the Lombardy Poplar trees in the past decade and their extensive root system established to the east.

In summary, the installation of the approved use (playing field and parking area) cannot be done without cutting or compromising structural roots that are essential for tree stability. Staff are not comfortable with the high risks of tree retention or the severe mitigation measures that would otherwise be needed for optimal tree retention.

## ENVIRONMENTAL PROTECTION BRANCH

Environmental protection branch has confirmed that the proposed materials are not restricted or banned. Standard Environmental Protection conditions are included in the Conditions of Development Permit section of the report.

## NOTIFICATION

On March 11, 2019, 1,322 notification postcards were sent to neighboring property owners advising them of the application, and informing them of a school hosted community open house, and offering additional information on the city's website.

The open house was hosted at the subject site and 427 people signed in as attending. City Staff were available to answer questions on the process. 325 comment cards were filled out and 316 e-mails were received providing input on the application. 42 households in the area expressed concerns, while 39 households expressed support. The remainders of responders were outside of the notification area or were unconfirmed.

A petition of 360 signatures was received stating:

- Opposition of the request to change the building permit.
- The new plan threatens the livability and safety of the neighbourhood. It will increase traffic and make parking more difficult. It will necessitate the removal of the Poplars along Kaslo Street.
- Must not be approved as a Minor Amendment, must be assessed as a new development permit with full impact studies (traffic, parking, safety, etc.) and meaningful dialog/consolation with the neighbourhood.

The following is a summary of concerns expressed through the notification process:

Concerns that the field will be rented out for large events.

Staff response: The use of the field can be limited through conditions of the Development Permit. Staff have proposed a condition of the Development Permit B.2.10, which limits the use to sports events directly related to the school, practice sessions rented out to local sports organizations, or in limited cases, community related events as approved under special event licenses.

Concerns about the on-street parking supply.

Staff response: The approval from 2008 required 68 parking stalls to comply with the parking by-law, this current proposal maintains the By-law requirement. Engineering Services has considered resident only parking applications for some blocks surrounding the school and commits to reviewing other areas should applications be received.

Concerns about the loss of the Lombardy Poplar trees.

Staff response: It is not possible to provide a regulation sized playfield while safely retaining the trees without severely topping them. Recommended Condition 1.3 seeks to provide a tree species suitable for that location that will provide a long term solution to the loss of the trees.

Concerns about the environmental impacts of artificial turf.

Staff response: No studies presented have empirically demonstrated the proposed material to have health risks. The City of Vancouver Environmental Services has considered the application in their review with a level of detail appropriate to this stage of the process and have no further comment. No studies presented to date have demonstrated the proposed material to have health risks.

Concerns that the field will be lit at night.

Staff response: Standard Condition A.1.1 & A.1.10 seek to clarify the removal of field lighting structure and associated electrical work other than for standard security lighting. Also see Development Permit Condition B.2.10

Concerns about impermeable material with reference to a city issued planning bulletin limiting artificial turf on private property.

Staff response: Schools do not typically fit within the zoning regulations anticipated for standard residential development in RS-1, consequently, there are relaxation provisions for site coverage and building setbacks in section 3.2.1 of the Zoning & Development By-law. A relaxation for site coverage is consistent with previous city approvals for all-weather sports fields. The bulletin on artificial turf is intended to limit the replacement of lawn for artificial turf on residential properties, and not intended to limit playfields.

**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.

Decisions by the Director of Planning are required with respect to Section 4.8.5 of the RS-1 By-law.

Staff recommend approval based on the conditions contained in the report.



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J. Greer  
Chair, Development Permit Staff Committee



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C. Stanford  
Development Planner



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**FOR** C. Hicks  
Project Coordinator

Project Facilitator: A. Wroblewski

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## DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATIONS

The following is a list of conditions that must also be met prior to issuance of the Development Permit.

### A.1 Standard Conditions

- A.1.1 removal of field lighting foundations and any associated electrical wiring from plans;
- A.1.2 submission of a drainage plan and a site coverage plan to the satisfaction of the Director of Planning and General Manager of Engineering Services;
- A.1.3 provision of additional details regarding any field goal netting and associated structure;
- A.1.4 provision of additional spot elevations showing existing and proposed grades on the site plan;
- A.1.5 provision of seating capacity to be notated on the plans;
- A.1.6 provision of additional application fees of \$4048.00 are required;

**Note to Applicant:** Fees are based on 5b of the fee schedule.

### Standard Urban Design Conditions

- A.1.7 design development to identify green building and energy efficiency strategies;
- A.1.8 identification on the architectural and landscape drawings of any bird friendly features;

**Note to Applicant:** Refer to the Bird Friendly Design Guidelines for examples of features that may be applicable, and provide a design rationale for the features noted. For more information, see the guideline at <http://former.vancouver.ca/commsvcs/guidelines/B021.pdf>).

### Standard Landscape Conditions

- A.1.9 provision of tree protection barriers for all retained boulevard trees adjacent the site, to be installed prior to commencement of any site work;

**Note to Applicant:** Refer to Engineering Guidelines for Protection of Boulevard/ Street trees.

### Crime Prevention Through Environmental Design (CPTED)

- A.1.10 provision of a security lighting plan to the satisfaction of the Director of Planning;

**Note to Applicant:** The security lighting will provide a basic security function and is not intended to light the field at night.

### A.2 Standard Engineering Conditions

- A.2.1 provision of updated turning swaths for school buses showing egress from the site without reversing over the driveway crossings at the sidewalk.

**Note to Applicant:** As per the Traffic Study dated March 14, 2019, in section Appendix C – Parking Lot Circulation Paths, school bus circulation swept path information is provided; however, turning swaths for school buses showing egress from the site has not been provided.

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A.2.2 provision of a school traffic liaison and the formation of a 'school traffic safety working group' made up of the school traffic liaison, school staff, parents and residents to meet on a quarterly basis or as needed to resolve school traffic issues. (see also Recommended Condition 1.1)

A.2.3 clearly state and specify the hours of use for the artificial field on the Development Permit. Install a sign at the field noting any time limit for after school hour events and the contact information for the school traffic liaison.

**Note to Applicant:** Note signage and location on drawings.

A.2.4 provision of a field use schedule to understand the expected field use, outside of regular school hours (9am-3pm M-F) for a typical school year. Provide details of the events, frequency, duration and expected attendance for each event and clarify if the school intends to make the field available for non-school related functions.

A.2.5 provision of funding for the following:

i. changes to the parking regulations adjacent to the school; and

**Note to Applicant:** This will include improvements to the pick-up & drop-off area signage and additional regulation signage for the Fire Hall as noted in the traffic report.

ii. Provision of \$12,000 for speed humps in the 2800 block of Parker Street.

**Note to Applicant:** Implementation of speed humps is subject to City-led residential consultation and approval process.

**Note to Applicant:** The estimated cost for these items is approximately \$17,000.

A.2.6 submission of a revised Crossing Application for the two commercial loading entrances from Parker Street. Please submit a crossing application and 2 hardcopies of the site plan in minimum 1:100 or 1/8"=1' directly to Engineering Services for review.

**Note to Applicant:** Remove existing driveway crossing on Kaslo Street and indicate replacement with new light broom finish saw cut concrete sidewalk (A100); restore any sidewalk damaged during construction.

A.2.7 provision of two new drop ramps at the intersection of Parker Street and Rossland Street;

**Note to Applicant:** This can be included in the delivery of the new accesses along Parker Street.

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**B.1 Standard Notes to Applicant**

- B.1.1 It should be noted that if conditions 1.0 and 2.0 have not been complied with on or before **January 6<sup>th</sup>, 2020**, this Development Application shall be deemed to be refused, unless the date for compliance is first extended by the Director of Planning.
- B.1.2 This approval is subject to any change in the Official Development Plan and the Zoning and Development Bylaw or other regulations affecting the development that occurs before the permit is issuable. No permit that contravenes the bylaw or regulations can be issued.
- B.1.3 Revised drawings will not be accepted unless they fulfill all conditions noted above. Further, written explanation describing point-by-point how conditions have been met, must accompany revised drawings. An appointment should be made with the Project Facilitator when the revised drawings are ready for submission.
- B.1.4 A new development application will be required for any significant changes other than those required by the above-noted conditions.
- B.1.5 Submit the erosion and sediment control plans to Environmental Protection for review and comment at the Building Permit application stage.
- B.1.6 Submit the Waste Discharge Permit application or the Groundwater Quality Declaration for dewatering activities to Environmental Protection at the Building Permit application stage.

**B.2 Conditions of Development Permit:**

- B.2.1 All approved off-street vehicle parking, loading and unloading spaces, and bicycle parking spaces shall be provided in accordance with the relevant requirements of the Parking By-law prior to the issuance of any required occupancy permit or any use or occupancy of the proposed development not requiring an occupancy permit and thereafter permanently maintained in good condition.
- B.2.2 All landscaping and treatment of the open portions of the site shall be completed in accordance with the approved drawings prior to the issuance of any required occupancy permit or any use or occupancy of the proposed development not requiring an occupancy permit and thereafter permanently maintained in good condition.
- B.2.3 Any phasing of the development, other than that specifically approved, that results in an interruption of continuous construction to completion of the development, will require application to amend the development to determine the interim treatment of the incomplete portions of the site to ensure that the phased development functions are as set out in the approved plans, all to the satisfaction of the Director of Planning.
- B.2.4 The owner or representative is advised to contact Engineering to acquire the project's permissible street use. Prepare a mitigation plan to minimize street use during excavation & construction (i.e. consideration to the building design or sourcing adjacent private property to construct from) and be aware that substantial lead time for any major crane erection / removal or slab pour that requires additional street use beyond the already identified project street use permissions.
- B.2.5 Waste Discharge Permit may be required for any dewatering on the site.
- B.2.6 A qualified environmental consultant must be available to identify, characterize and appropriately manage any environmental media of suspect quality which may be encountered during subsurface work.
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- B.2.7 Must comply with all relevant provincial Acts and Regulations (e.g. Environmental Management Act, Contaminated Sites Regulation, Hazardous Waste Regulation) and municipal Bylaws (e.g. Fire Bylaw 8191, Sewer and Watercourse Bylaw 8093).
  - B.2.8 Clarification of the depth of the excavation for the development of the all-weather playing field and the depth where the soil is risk-based on the Site.
  - B.2.9 No lighting, other than that for security purposes, shall be installed on site, unless authorized by a separate Development Permit.
  - B.2.10 Use of the sports field is limited to sports events directly related to the school, practice sessions rented out to local sports organizations, or in limited cases, community related events as approved under special event licenses.
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