

URBAN DESIGN PANEL MINUTES

DATE: October 16, 2019

TIME: 3:00 pm

PLACE: Town Hall Meeting Room, City Hall

PRESENT: MEMBERS OF THE URBAN DESIGN PANEL:

Helen Avini Besharat
Yinjin Wen
Colette Parsons
Karenn Krangle
Derek Neale
Adrien Rahbar
Amela Brudar
Muneesh Sharma
Jim Huffman

Items 2-3

REGRETS: Jennifer Stamp
Matt Younger
Susan Ockwell

**RECORDING
SECRETARY:** K. Cen

ITEMS REVIEWED AT THIS MEETING

1. 2725-2751 Kingsway
2. 1001 Kingsway
3. 52 E Hastings Street

BUSINESS MEETING

Chair Jim Huffman called the meeting to order at 3:15 p.m. and noted the presence of a quorum. The panel then considered applications as scheduled for presentation.

1. Address: 2725-2751 Kingsway
Permit No. RZ-2019-00044
Description: To develop a mixed-use building at 4, 5 and 10-storeys with a total of 219 strata units and commercial uses at grade; all over three levels of underground parking consisting of 259 parking spaces and 414 bicycle spaces. The total floor area is 17,521 sq. m (188,599 sq. ft.), the maximum building height is 35.4 m (116 ft.), and the proposed floor space ratio (FSR) is 3.78. This application is being considered under the Norquay Village Neighbourhood Centre Plan.
Zoning: RS-1/C-2 to CD-1
Application Status: Rezoning Application
Review: First
Architect: GBL Architects
Delegation: Thomas Lee (Architect). Joseph Fry (Landscape Architect), Maeri Macado (Sustainability Consultant)
Staff: Kent MacDougall & Paul McDonnell

EVALUATION: Support (6-0)

- **Introduction:**

Rezoning Planner, Kent MacDougall, introduced the project as an application to rezone two parcels under the Norquay Village Neighbourhood Centre Plan (adopted by Council in November 2010) from RS-1/C-2 to permit the development of a mixed-use building at 4-, 5-, and 10-storeys, with commercial at grade. The subject site is located on the northwest corner of Kingsway and Earles St. The site is an irregular L-shaped site currently occupied by a vacant two-storey commercial building with surface parking in the rear and a one-storey auto repair shop with parking in front. The site is 49,894 sq. ft. with frontages of 330 ft. on Kingsway and 253 ft. on Earles St.

The surrounding context includes existing C-2 zoned sites along Kingsway primarily consisting of one-storey commercial with surface parking. To the west of the site (immediately adjacent to the subject site) is the Skyway Tower development consisting of a 12-storey and 4-storey mixed-use buildings, separated by a pedestrian walkway, developed under the Norquay Village Neighbourhood Centre Plan at 3.8 FSR. To the east is the existing Purdy's site identified in the Plan for a large public plaza and development up to 14-storeys. Across the rear lane are single-family houses zoned RM-9A which are identified for 4-storey apartment buildings as a residential transition in the Plan. The subject site is approximately 50-100 m from Norquay Park, about 750 m (10-minute walk) from John Norquay Elementary School, and approximately 900 m (12-15 minute walk) to the 29th Avenue SkyTrain Expo Line station.

This rezoning application is considered under the Norquay Village Neighbourhood Centre Plan (adopted by Council in November 2010) which provides a vision and policy framework for a revitalized Kingsway and for new housing choices in the surrounding. The basic

building type proposed for Kingsway (through rezoning) is 8 to 10-storey mixed-use buildings with variations in the height being encouraged for an eclectic and varied streetscape. In the case of rezoning, the 8 to 10-storey basic building height can accommodate an increase in floor space (up to 3.8 FSR). For building sites with greater than 150 ft. of street frontage, which the subject site is, a variation in height (i.e. a mix of 4 storeys and 10 storeys) is desired.

The proposal was reiterated as a rezoning from RS-1/C-2 to CD-1 to permit the development of a mixed-use building at 4-, 5-, and 10-storeys, with commercial at grade. An FSR of 3.78 is proposed with a total floor area of 188,599 sq. ft. (including 18,137 sq. ft. of commercial). The project consists of 219 strata-titled units with a unit mix including 46% 2+ beds (36% 2-bedroom and 10% 3-bedroom units). The maximum height is 10-storeys. The proposed development would be above three levels of underground parking.

Development Planner Paul McDonnell began by describing that this application generally conforms to the Norquay Village Neighbourhood Centre Plan in which the site is labeled as 'Kingsway Mid-rise.' The application consists of two 10 storey market residential towers and a podium of 4 and 5 storeys. Commercial is proposed at grade along Kingsway with ground oriented residential at grade along Earles St. The Norquay Village Neighbourhood Centre Plan envisions a similar form of development along both sides of Kingsway as well as the large square site directly to the east, currently occupied by the Purdy's Chocolatier. Directly to the north, across the lane, the plan calls for four-storey low-rise form of development.

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

1. Does the panel support the additional height and density as proposed?
2. The application's proposal for a 5th story, on the podium between the two towers, which deviates from the Norquay Village Neighbourhood Centre Plan which calls for a mix of 4 and 10 storeys.

Would the panel please comment on the level of support for the additional 5th podium story? If the panel does support a 5th story, should a 5th story setback be considered?

3. The Norquay Village Neighbourhood Centre Plan calls for large sidewalk setbacks (24') and pedestrian-oriented street fronts along Kingsway. The Plan also expects a public plaza at the site across Earles, at the northeast corner of Earles and Kingsway and grade-oriented residential development along Earles north of the corner. The application proposes generous additions to the public realm and streetscape in excess of the above setback (noted by the dashed light blue line on Plan L1.)

Can the panel please comment on the overall success of the public realm design along Kingsway, Earles and the treatment at the lane?

4. The application proposes two 10 story towers that will be highly visible to travelers along Kingsway and the surrounding neighbourhood in general.

Would the panel please comment on the overall success of the tower design in terms of massing, impact on the surrounding neighbours and the manner in which the towers connect /interact with the adjacent podiums and ground plane?

- **Applicant's Introductory Comments:**

The applicant started by noting that the project was inspired to create an energy efficient massing. The development contains two towers connecting three podiums. The two towers are similar in form but show different characteristics. The building facing Kingsway recreates the Kingsway character. The east tower facing the new plaza creates a frame to reflect the plaza adjacent to the development.

There are planters and benches surrounding the development. The loading bay will be on the lane. On Earls Street, there are raised patio spaces that allow for a more private interface for the residents. There are communal (resident only) patio spaces on the top of the podiums.

The creative envelope creates an energy efficient building.

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 Mr. Neale and Mr. Wen and was the decision of the Urban Design Panel:

THAT the Panel **SUPPORT** the project with no additional recommendations.

- **Related Commentary:**

There was general support for the project, including height and density.

Panel members support the landscape and public realm designs.

Some panel members supported the canopies along Kingsway.

Panel members supported the double rows of trees.

Panel members support the sustainable factors of the development.

Some panel members show concerns for the livability on the units near the lane.

Panel members recommend further design development of the Kingsway façade to increase the texture.

Panel members supported the proposed 5th story podium along Kingsway, without the need for an additional 5th story setback

Some panel members recommend further development of the ground plane connection towards the tower.

Panel members recommend larger amenities rooms.

Panel members recommend further design development of the lane façade.

- **Applicant's Response:** The applicant team thanked the panel for their comments.

2. Address:	1001 Kingsway
Permit No.	RZ-2019-00060
Description:	To develop a 12-storey mixed-use building with 88 social housing units and commercial uses at grade; all over three levels of underground parking consisting of 44 parking spaces and 170 bicycle parking spaces. The total floor area is 7,854 sq. m (84,539 sq. ft.), the maximum building height is 41.5 m (136.2 ft.), and the floor space ratio (FSR) is 5.78. This application is being considered under the Kensington-Cedar Cottage Community Vision.
Zoning:	C-2 to CD-1
Application Status:	Rezoning Application
Review:	First
Architect:	ZGF Architects
Delegation:	Andrew Thompson (Architect) and Jason McDongall (Landscape Architect)
Staff:	Sarah Crowley & Ji-Taek Park

EVALUATION: Support with Recommendations (7-0)

- **Introduction:**

Rezoning Planner, Sarah Crowley, began by noting that the rezoning application is a social housing project that was submitted by New Commons Development on behalf of VAHA and in partnership with the Community Land Trust.

The site is approximately 1,200 sq. m lot located on the northeast corner of Kingsway and Windsor Street. Site is currently zoned C-2 occupied by a two-storey commercial building. Surrounding zoning is C-2 along Kingsway with RM-1 to north and south, which permit courtyard row houses up to 10.7 m, to the north and south. Surrounding context includes one and two-storey commercial buildings mixed with recent four storey developments and proposed six-storey rental buildings. To the north of the site, there is Charles Dickens School and Sunnyside Park. There is a bus route located on Kingsway (Bus #19) and a bus station is located across from site on the corner of Windsor Street and Kingsway. On Windsor Street, there is an active bike route.

The proposal is to rezone 1001 Kingsway from C-2 (Commercial District) to CD-1 (Comprehensive Development) to allow for the development of a 12-storey certified Passive House mixed-use building including:

- A total of 88 social housing units;
- Commercial uses at grade;
- A total floor space ratio (FSR) of 5.78;
- A maximum height of 41.5 m (136.2 ft.);
- 44 underground parking stalls and 170 bike spaces were proposed. Sarah noted that the parkade would be accessed from the lane.

The application is being considered under the Kensington-Cedar Cottage Community Vision and further supported by city-wide housing policies such as the Affordable Housing Policies

which allows for consideration of additional height and density when social housing is proposed.

Development Planner, Ji-Taek Park began by noting that KCC Community Vision does not provide any form of development guidelines, although it does provide rezoning opportunity for social housing projects. The community vision only envisioned the building massing along Kingsway to remain 4-6 storey form, consistent with base C-2 district schedule and Rental-100 form. The Properties across the lane had been rezoned from RS-1 to RM-1 as an implementation of KCC Community Vision to introduce more housing choices in the neighbourhood, by allowing courtyard row-house typology. It provides opportunity for density transition, from C-2 zone along Kingsway to the residential neighbourhood. However, it should be noted that this rezoning from RS-1 to RM-1 did not increase the building height, and limited at 2 storeys.

Other KCC Vision Direction includes:

- The design of mixed use development should be improved:
- less bulky and imposing;
- less impact on single family neighbours;
- designs reviewed to be more attractive;
- various architectural styles rather than any one style being required;
- more planting to soften the impact on neighbours and improve common spaces.

Proposed development is 12 storey tower form. 4 - 5 storey streetwall is proposed along Kingsway. The podium further steps down towards the lane.

Tower massing is setback further from the street frontage and lane, minimizing the impact of the higher massing, and setback 40 ft. from the interior side property line to ensure any future development of adjacent property. It should, however, be noted that there is no policy to allow tower development on the adjacent property currently.

Advice from the Panel is sought on the following:

1. Does the panel support the increase in height and density?
2. Does the proposed building massing and setbacks provide adequate transitional massing as intended by KCC Vision?
3. Does the proposed architectural and landscape expression satisfy the principals as outlined in KCC Vision?
4. Please provide preliminary commentary on proposed architectural and landscape expression, and materiality.

The planning team then took questions from the panel.

- **Applicant's Introductory Comments:**

The applicant began by noting that the site is relatively small in comparison to the tower size. The tower sits on a podium containing various indoor and outdoor amenities spaces

and planting areas. At level 2, there are small outdoor amenity space and a larger amenity space on level 6.

On the ground plain along Kingsway, the paving is larger to be more pedestrian friendly. There are seating and planting areas along Windsor Street. There are plantings surrounding the development to soften the edges and act as a buffer to the neighboring buildings.

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. Parson and seconded by Ms. Brudar and was the decision of the Urban Design Panel:

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

- Design development of the lane articulation.
- Design development of Windsor Street at grade.
- Design development of the podium articulation.
- Design of lower amenities space to make more users friendly.

- **Related Commentary:**

There was general support for the project at the rezoning stage, including density and height.

Panel members support the Passive House design.

Panel member support the social housing project.

Panel members recommend the corner at the Windsor St. and the lane require further design development.

Some panel members recommend more doors for the CRUs.

Panel members recommend the tower be extended to touch the ground.

Panel members recommend further design development of the landscaping and public realm.

Some panel members recommend further design development of the level 2 amenities area.

Panel members show concerns regarding tower setback at lane.

Panel members show concerns regarding the livability issues for properties across the lane from shadowing.

Some panel members show concerns for the color palate between the podium and tower.

Panel members recommend a more simplistic architectural expression.

Applicant's Response: The applicant team thanked the panel for their comments and will take the comments into consideration for further improvement.

3. Address: 52 E Hastings Street
 Permit No. DP-2019-00680
 Description: To develop an 11-storey mixed-use building with 111 social housing units comprised of 58 affordable rental units for Indigenous families and 53 units for supportive adult housing. The proposal also includes a Long House gathering space, a Healing Centre, and Food Centre on the ground floor; all over two levels of underground parking consisting of 60 parking spaces and 202 bicycle spaces. The approximate floor area is 10,107 sq. m (108,791 sq. ft.), the approximate building height is 39.2 m (128.6 ft.), and the floor space ratio (FSR) is 5.95.
- Zoning: DEOD
 Application Status: Complete Development Application
 Review: First
 Architect: Urban Arts Architecture
 Delegation: Jennifer Marshall (Architect), Margot Long (Landscape Architect), and Jordan Edmonds
 Owner: Kent Patenaude, Aboriginal Land Trust
 Staff: Patrick Chan

EVALUATION: Support with Recommendations (7-0)

- **Introduction:**

Development Planner, Patrick Chan began by noting that this project is a Development Permit Application within the Downtown Eastside Oppenheimer Official Development Plan (DEOD) which allows corner sites to have a discretionary density increase from 5.0 to 7.0 FSR and height of 120 ft. if social housing and secured market rentals are pursued. This site is nested within other DEOD lots with a few social housing CD-1 lots, and is also across the lane from the HA-1 Chinatown area. Pre-colonial era, the site is at a narrow meeting point between two landmasses separating Burrard Inlet and False Creek. The topography lends itself to be an indigenous meeting and trading point.

Mr. Patrick Chan then then pointed the relevant documents informing this project as The Downtown Eastside Oppenheimer Official Development Plan and the Downtown Eastside Plan. Their key objectives are:

- **Community-wellness:** This is achieved particularly through aboriginal place-making and recognizing the historical and contemporary connections aboriginal peoples have to the area.
- **Fine-Grain Fabric and Public Realm:** This may be achieved through more patio-visual diversity with narrower shop frontages and more breaks along a wider building-face. The plans also allow corner sites less than 100 ft. width to get up to 120 ft. height. This helps produce that saw-tooth profile common in the neighborhood. A higher corner-height can also help define important street junctions.
- **Improved Public Realm:** through clear interior-exterior porosity.
- **Heritage Conservation:** Preserve and enhance the heritage character of the area, and recognize the area's historical significance in the evolution of Vancouver.

Mr. Patrick Chan noted the proposed project responded well to these objectives. These responses are expressed through its:

- **Massing:** The building is basically composed of two primary halves – an 11-storey and an eight-storey. On a block scale, this varied height allows the building, when read with the rest of the block, to express the saw-tooth roofline and rhythm common in the area. Pertaining to height increase for corner-sites, it should be noted that a similar massing would result if two separate buildings were built. The building's rear terraces down toward the lane to transition to the existing lower HA-1 buildings. These terraces also provide opportunities for smaller more intimate outdoor spaces for the different floors and programs.
- **Aboriginal Place-Making:** The massing also expresses two important indigenous elements – the longhouse and the weaved-blanket. The taller 11-storey portion with its angled roof and an array of vertical poles extending above the roof-line is an extruded and abstracticized longhouse with a functioning longhouse at the roof-level. The clad-panels for this longhouse are lapped to reference traditional construction techniques. The lower half is 'wrapped' by blankets made up of glazed colored brick referencing Coast Salish weave patterns and cultural symbols. Indigenous architecture is further referenced through the center-post at the main entry to the triple-height glass welcome-hall.
- **Improved Public Realm:** Although there are no typical retail units at grade, the community kitchen will be able to activate Hastings Street.
- **Heritage Issue:** The heritage Shaldon Hotel was a reminder of colonial dominance for many indigenous communities, and its removal is a mark of respect for the pained history of First Nations persons.

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

Massing + Character

- Its interpretation of the DTES Oppenheimer Official Development Plan's height parameters.
- Its transition to nearby buildings.
- Its response to the DTES' finer-grain fabric, as expressed by its materials and composition.
- Its definition of the Hastings-Columbia corner.

Livability + Amenity

- The livability of the units. (e.g. access to natural light, air, HAD, maneuverability, etc)
- The indoor-outdoor connectivity and usability, especially with amenity-spaces.

Public Realm:

- The ground-level's public realm interface on all sides including the lane.

The planning team then took questions from the panel.

• **Applicant's Introductory Comments:**

The applicant began by noting that this social housing development's purpose is to serve the needs of Vancouver's urban Indigenous community in the down town east side. This

development will deliver a multiuse building that will provide an inclusive and supportive environment where people can heal and flourish.

This project will provide 58 homes for families with outdoor and indoor amenities space along with a longhouse where residents can dwell and connect.

The development will also contain food centers, medical and dental clinics, pharmacy, community education spaces, mental health counseling spaces, and healing spaces.

The building is wrapped in a Coast Salish blanket design. There are two blankets around the building. The first blanket represents the elements and the medicine wheel. The second blanket represents the land.

On the street level, there will be a timeline in the sidewalk to tell stories regarding the precinct.

Along the building, there will be urban agriculture as well as medicine gardens on the roof decks.

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 Mr. Neale and seconded by Ms. Parsons and was the decision of the Urban Design Panel:

THAT the Panel SUPPORT of the project with the following recommendation to be reviewed by City Staff:

- Design development of the ground floor façade on Hasting and Columbia.
- Design development of lane elevation.
- Design development of façade massing in consideration to bring brick material to grade.
- Design development to rationalize the window expression.
- Design development between the brick 'public art' blanket and longhouse wall.

Related Commentary:

In general the panel supported the project at the rezoning stage including the height and density of the development.

Panel members supported the artistic design elements.

Panel members supported the indoor and outdoor spaces and usability.

Most panel members support the livability of the development.

Most panel members supported the public realm and landscaping elements.

Most panel members recommended relocation of the office space.

Panel members recommend further design development of the lower frontage façade.

Panel members recommend further design development of the ground plane glazing and connectivity on Hastings and Columbia.

Panel members recommend further development in penetration from the sky.

Some panel members recommend more passive designs.

Panel members recommend shading devices and canopies on the east, west and south facades.

Some panel members recommended further design development to differentiate indoor and outdoor entries.

Most panel members recommend installing an interpretative site center in the development.

Applicant's Response: The applicant team thanked the panel for their comments and provided further clarifications.