#### CITY OF VANCOUVER COMMUNITY SERVICES GROUP

#### DEVELOPMENT PERMIT STAFF COMMITTEE REPORT NOVEMBER 19, 2014

FOR THE DEVELOPMENT PERMIT BOARD DECEMBER 15, 2014

# 3592 WEST $29^{\text{TH}}$ AVENUE (COMPLETE APPLICATION) DE418296 - ZONE C-2

AMcL/LB/WL/LH

DEVELOPMENT PERMIT STAFF COMMITTEE MEMBI Present: J. Greer (Chair), Development Services A. Molaro, Urban Design & Development Planning D. Naundorf, Social Infrastructure	ERS Also Present: A. McLean, Urban Design & Development Planning L. Berdahl, Development Services W. LeBreton, Development Services R. The, Engineering Services N. Szeto, Engineering Services
APPLICANT:	PROPERTY OWNER:
Henriquez Partners Architecture	The Harwood Holdings Corporation
Attention: Norman Huth	1700-543 Granville Street

Henriquez Partners Architecture Attention: Norman Huth 402 West Pender Street Vancouver, BC V6B 1T6 The Harwood Holdings Corporation 1700-543 Granville Street Vancouver, BC V6C 1X8

# EXECUTIVE SUMMARY

• Proposal: To develop a five storey mixed use development containing 60 dwelling units on the 2<sup>nd</sup> through 5<sup>th</sup> storeys with a grocery store and retail uses on the ground floor over two levels of underground parking.

See Appendix A Standard Conditions

Appendix B Standard Notes and Conditions of Development Permit Appendix C Plans and Elevations Appendix D Applicant's Design Rationale

- Issues:
  - 1. Proposed height at south of building
  - 2. Loading access
  - 3. Integration of the plaza with the public realm
- Urban Design Panel: Support

# DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATION: APPROVE

THAT the Board APPROVE Development Application No. DE418296 submitted, the plans and information forming a part thereof, thereby permitting the development of a five storey mixed use building containing 60 dwelling units on the 2nd through 5th storeys with a grocery store and retail uses on the ground floor over two levels of underground parking, 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 design development to reduce overall height;

Note to Applicant: The height of the building should not exceed 55.0 feet [16.76 meters] as measured from base surface.

1.2 design development to ensure ease and comfort of public access to the plaza;

Note to Applicant: The building and site should be designed to maximize visual and physical openness, and ease of access to plaza at the southwest corner while incorporating the sloping grades. This can be achieved by reducing the floor slab height of CRU 1. Internal access can be maintained to the grocery store through the use of steps and ramps. On the plaza, the proposed bench seating and planters are supported as part of the overall design; however they should be minimized to include increased area of pedestrian access. Guards should not be necessary at the plaza edges. The final design should accommodate café tables and chairs as well as diagonal pedestrian pathways.

1.3 design development to the south elevation to reduce the appearance of building mass;

**Note to Applicant:** This can be achieved by reducing the depth of the south roof deck at the uppermost level so that it does not project into the 2.4m setback. Further, the west building walls adjacent to the plaza should be set back above the lower level.

1.4 design development to the west elevation to increase variety at the residential levels;

**Note to Applicant:** The proposed south elevation is successful in articulating three distinct façade expressions. This condition can be met by further developing the approach to articulation in the middle portion of floors 2 through 4. This can be achieved through the revised distribution of materials, and balconies or other means.

- 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:

	PERMITTED/REQUIR	ED				PROPOSED				
Site Size <sup>1</sup>							120 ft		273 f	t.
Site Area <sup>1</sup>								32	208 f	ť
Use								Re	sider	ntial
							Retail/	Groce	ery S	tore
FSR	Residential			1.75	FSR	Residential		1	75 <mark>F</mark>	SR
	Retail/Grocery store			0.75	FSR	Retail/Grocery Store		C	).75 <mark>F</mark>	SR
	Residential Total			1.75	FSR				F	FSR
	Total			2.50	FSR	Total		2	. <b>50</b> F	SR
Floor Area	Residential				ft²	Residential		56	184 <mark>f</mark>	ť
	Retail/Grocery store				ft²	Retail/Grocery Store		24	328 <mark>f</mark>	ť
	Total		8	0520	ft²				f	ft²
						Total		80	512 f	ť
Front Yard	Residential (12.14 ft. average)			2.00	ft.	Residential (12.14 ft. average)			2 f	t.
(west)	Non-Residential			2.00	ft.	Non-Residential		2	.00 f	t.
Side Yard	north			2.00	ft.	north			).00 f	
	south			2.00		south			.25 f	
Rear Yard	Residential			20.00		Residential (lane)			0.03 f	
	Non-Residential			2.00	ft.	Non-Residential (lane)		2	.00 f	t.
Height <sup>2</sup>		(a)		.5.09					.25 f	
		(b)		35.10					.16 f	
		(c)	2	5.28		Top of roof (parapet wall)		59	.30 f	
Parking <sup>3</sup>	<b>Residential</b> Minimum				62	<b>Residential</b> Standard				74
	Disability				3	Small Car				6
	Max. Small Car				16	Visitor				0
	Non-Residential Minimum				82	Disability (x2)				6
	Disability				7	Residential Total				92
_	Max. Small Car				20	Non-Residential Standard				75
-	Existing Bank					Small Car				8
	Total				144	Disability (x2)				4
	Disability Total				4 36	Non-Residential Total				91
	Max. Small Car Total				30	T-+-1	<b></b>			183
Loading <sup>5</sup>		•	В	с		Total		В	с	105
Loading	Residential	А 0	<b>В</b> 0	0		Residential	<b>A</b>	<b>В</b>	0	
	Non-Residential	0	2	1		Non-Residential		2	1	
-	Total	0	2	1		Total	0	2	1	
Bicycles <sup>4</sup>	Class		-	A	В	Class	-	2	A	В
Dicycles	Residential	н	v	L	-	Residential		v	L	
		75	-	0	6		75	0	0	6
	Non-Residential	H	v	L	5	Non-Residential	H	v	L	5
		5	-	0	6		5	0	0	6
	Total			80	12	Total			80	12
Unit Type <sup>7</sup>						One-bedroom				18
1.3						One-bedroom + den				1
						Two-bedroom				31
						Two-bedroom + den				2
						Three-bedroom				8
						Total				60
						Total				

- <sup>1</sup> Note on Site plan: Site plan is deficient in information (dimensions, required/proposed yard dimensions, north arrow, existing and proposed finished grade elevations around all corners and perimeter of the proposed building; grades at top and bottom of proposed retaining wall and incorrect scale). Condition A.1.5 addresses this concern.
- <sup>2</sup> Note on Height: The proposed height is beyond the maximum permitted height of 45 ft., as measured from the front property line per Section 4.3.1(c) of the C-2 District Schedule; however, the Development Permit Board may permit an increase beyond the maximum height, provided it first considers the intent of this Schedule, all applicable policies and guidelines adopted by Council. See recommended condition 1.1.
- <sup>3</sup> Note on Parking: The Parking statistics do not match the parking stalls shown on the underground parking plans. Further, the Parking By-law standard has been applied incorrectly. Standard Condition A.1.6 seeks these corrections.
- <sup>4</sup> Note on Bicycle Parking: Standard Engineering Condition A.2.7 seeks additional design development to the Class A bicycle spaces.
- <sup>5</sup> Note on Loading: Standard Engineering Condition A.2.11 seeks additional design development to the proposed loading spaces. See also Section 6: Parking and Loading Access, for further commentary.
- <sup>6</sup> Note on Amenity: Additional design development to the amenity rooms is sought in Housing Centre / Social Planning / Cultural Affairs Standard Conditions A.1.22 to A.1.24, and associated commentary.
- <sup>7</sup> Note on Unit Type: Condition A.1.6 seeks clarification on unit types.

• Legal Description

Lot: A & AMD Lot 1 Block: 63 District Lot: 2027 Plan: 3984

# • History of Application:

- 14 08 19 Complete DE submitted
- 14 10 22 Urban Design Panel
- 14 11 19 Development Permit Staff Committee

• Site: Situated on the east side of Dunbar Street between West 29<sup>th</sup> and West 30<sup>th</sup> Avenues, the site is a full block located in Dunbar Centre shopping area. West 29<sup>th</sup> Avenue serves as a bike route. The site is currently occupied by the Stong's grocery store and an autobody shop. The shopping area continues to the north of the site, and other nearby buildings include older low-scale commercial as well as the Dunbar Community Library and Dunbar Theatre. A building line of 7 ft. is required on the Dunbar side of the site, resulting in a site size of approximately 275 by 120 feet. The site slopes down from the northeast corner to the southwest corner by 17.7 ft. To the west and east of Dunbar Street, as well as to the immediate south of the site, the land is zoned for low-density residential use in the form of single family houses.

• Context: Significant adjacent development includes:

- (a) 4464 Dunbar Street, one-storey commercial retail
- (b) 3856 W 29<sup>th</sup> Avenue, two-storey single family dwelling
- (c) 3590 W 30<sup>th</sup> Avenue, two-storey single family dwelling
- (d) Dunbar Theatre 4555 Dunbar Street, two-storey cinema
- (e) Vancouver Public Library (Dunbar Branch) 4515 Dunbar Street, one-storey library
- (f) 4455 Dunbar Street, one-storey retail
- (g) 4219-4295 Dunbar, proposed four-storey development application (DE418298)



# • Background:

This site was the subject of a rezoning application for a 7-storey mixed-use building in 2013. That application was withdrawn. Subsequently, the proponent came forward with this subject application under the existing C-2 zoning. Several pre-application meetings were held with Staff before the application. Staff advised that the public open space at the southwest corner of the site needed to maximize public access and the design should minimize the effect of the height at the south end of the site. A pre-application, developer-hosted public open house was held on July 31, 2014 to hear public commentary ahead of the permit application. The open house was well attended and there was significant concern raised regarding the inclusion of a 5<sup>th</sup> storey at the south end of the site. Further, there were concerns noted regarding parking and loading.

# • Applicable By-laws and Guidelines:

# 1. C-2 District Schedule

The intent of the C-2 District Schedule is to provide for a wide range of commercial uses serving both local and city-wide needs as well as residential uses along arterial roads. The zoning generally accommodates a 4-storey building form, however the number of storeys is not regulated by the zoning. A typical mixed-use proposal would include a variety of grade level retail and residential uses at grade (at the rear of the site) and above. Residential uses are a conditional use. The maximum permitted height of the building is 13.8 m (45.3 ft.), measured from a plane formed by lines extending horizontally back from the officially established building grades at the front property line. However, the Director of Planning or the Development Permit Board may permit an increase in height.

The stepping form of the permitted height envelope, and yards for the different site aspects allow for an individualized response. The district schedule allows for the Development Permit Board to consider increases (height) or decreases (yards) provided it first consider all applicable policies and guidelines adopted by Council, and the submission of any advisory group, property owner or tenant.



Figure 1: Maximum Permitted Height of a Building (C-2 District Schedule)

# 2. C-2 Design Guidelines

The intent of the guidelines is to assist in the wide range of lot sizes, orientations, uses and neighbouring buildings that occur in C-2 zones. The guidelines provide direction on building massing and design for neighbourliness, street enclosure, residential livability and pedestrian interest for the retail areas.

With specific regard to height, The C-2 Design Guidelines advise that:

- 4.3 (e) Relaxation of the 45 ft. portion of the height envelope may be considered up to a maximum of 55 ft.:
  - i. For sites that are exceptionally large in both depth and width, to achieve benefits such as increased neighborliness, open space and amenity.

Furthermore, the Design Guidelines state that for sites which slope upward from street to lane by more than 3.1 m, the 13.8 m portion of the height envelope may be measured from base surface.

# • Response to Applicable By-laws and Guidelines:

The form of development responds to the parameters set by the zoning with regards to the permissible floor space, and requests a height relaxation from the outright permissible 13.8 m (45.3 ft.) to 18.1 m (59.3 ft.) in height. Further, additional relaxations to height envelope are requested.

1. Height and Building Form:

Located east of the site, across a lane, are properties that are zoned for single-family homes. The site slopes, both downhill south along Dunbar Street by about 10 ft, and to Dunbar Street from the lane by approximately 7.5 ft, creating a cross-slope of over 17 ft. In the case of this particular context, staff consider this site as exceptionally large, given its 275 ft. frontage, and merits consideration for the additional height provisions of the zoning and guidelines. Further, given the large cross-slope on this site, up from street to lane, staff recommend that the height be measured from base surface, as illustrated in Figure 2.



Figure 2: Height Envelope for Upward Sloping Sites (C-2 Guidelines)

A building design and massing resolution is possible, to increase neighbourliness by minimizing issues such as visual overlook, perception of building mass from the proposed development into the properties located to the east. In particular, staff support the distribution of the permitted floor area into localized portions of the height envelope as it allows for significantly increased rear setbacks for large portions of the floors above ground level that result in reduced perception of building mass to the adjacent properties.

#### 2. Interface with Rear Service Lane and Neighboring Properties (East Elevation):

In addition to the uppermost storey, there are two building elements that project through the permitted height envelope. Firstly, a limited portion of the rear of the commercial retail unit for

loading access projects into the height envelope. This intrusion is integrated into the building form at the lane within the continuous planter that runs along this roof edge.

The second building elements are modest projections of floor space at the mezzanine and second floor levels at the south end of the site. These limited projections allow for the increased rear setbacks adjacent to the rear yards of properties across the lane. Standard Condition A.1.1 asks for confirmation that the proposed roof edge planter is a minimum width of 5 ft. to minimize overlook. With this confirmation, staff recommend the permitted increase of the height envelope for these building elements.



Figure 3: South Elevation

# 3. Interface with the Public Realm and Dunbar Street (West Elevation):

For typical C-2 development sites, a front yard of 2 ft. is required to the 35 ft. height mark and above that an 8 ft. setback is required. The 2 ft. yard is considered a "build-to" line in order to assist with street enclosure. The increased upper level setback is to reduce apparent scale and ensure natural light for the public street. This proposal provides the 2 ft. setback to approximately 20 to 30 ft. in height, and above that begins the increased setback of 8 ft. There are balcony projections into the increased setback. This approach is generally supported by the C-2 Guidelines in order to provide building articulation. Recommended Condition 1.4 recommends further design development to focus the approach of articulation.

# 4. Interface with the Properties to the North and South:

In the C-2 district, the exterior side yard on a corner site is treated as a front yard. Therefore along West 29<sup>th</sup> and 30th<sup>th</sup> Avenues, a 2 ft setback is required for commercial uses and common residential uses. Above 35 ft. in height an 8 ft. setback is required to reduce apparent scale of the building. Projections into the 8 ft. setback, including balconies and a concrete frame cornice are proposed. Staff support these limited projections into the setbacks to assist with building articulation.

The scale of south elevation has been the subject of concern from residents. Measures have been undertaken in the proposal to reduce the apparent scale - approximately two-thirds of this elevation is setback by approximately 26 ft. The remaining one-third generally complies with the required setbacks, with the exception of the fourth (labeled third) floor, where a balcony and concrete frame cornice project. With recommended condition 1.1 which reduces the proposed height of the building, and recommended condition 1.3 which ensures that the uppermost level complies with the setbacks,

the scale will be reduced, and Staff support the limited projections noted above. To further reduce the apparent scale, and to increase amenity of the public plaza, recommended condition 1.3 asks that the south-facing walls above the public plaza be stepped back.



Figure 4: West Elevation

# 5. Public Open Space:

This proposal includes a public plaza at the southwest corner. An open plaza was requested as part of the contribution to open space improvements in consideration for the permitted increase in height. As the proposed use of the large tenant space is a grocery store, an increased public realm is seen as beneficial to accommodate the increased pedestrian traffic and provide a space for socializing.

The proposed plaza has to contend with a cross slope and some solutions have been shown. Recommended condition 1.2 asks for further design development to improve public access. In addition, the ultimate configuration of outdoor seating in the plaza will be subject to planning staff review, and the maintenance of public access to and through the plaza will be key considerations.

# 6. Parking and Loading Access:

The proponent has stated that a grocery store is the intended use for the majority of the ground floor commercial space. In comparison with other general retail uses, the parking requirements for grocery stores and restaurants are significantly higher.

In total,144 stalls are required to be provided on this site. The proposal includes provision of 173 stalls. Due to this surplus, staff feel that residential parking needs for this project have been well provided for, and as such should not significantly affect the existing on-street parking availabilities in the immediate areas.

Loading access has been provided from the lane and the number and types of bays meet the Parking By-law. However Staff have concerns with loading vehicle access. Standard Engineering Condition A.2.11 requests improved loading access, to and from the site.

# 7. Architectural Resolution and Materials:

The proposal illustrates a very well-resolved scheme. The design guidelines call for a careful selection of exterior wall materials to ensure a quality appearance and durability. Staff are satisfied with the

proposed building materials, which include an extensive amount of brick cladding for the street-facing elevations, as well as for a considerable amount of the lane elevation.

# • Conclusion:

In summary, the proposed design is generally in keeping with the intent of the C-2 district schedule. With the satisfaction of the design conditions delineated in this report, staff will consider this development to have met the full requirements of the zoning. Staff recommend approval of this application, including a permitted increase in height to 55 ft., subject to the conditions noted.

#### URBAN DESIGN PANEL

The Urban Design Panel reviewed this application on October 22, 2014, and provided the following comments:

# EVALUATION: SUPPORT (5-0)

Introduction: Ann McLean, Development Planner, introduced the proposal for an application under the existing C-2 zoning. While there was a rezoning application on the site last year, it has been withdrawn. Ms. McLean noted that there is a reference made in the project materials to the Dunbar Community Vision, however while this is an important policy for the area, it is not applicable to the project under the existing zoning. The proposal takes up one full block and is for a mixed-use building with residential units above a ground floor commercial use. There are 3storeys of residential at the north end and 4-storeys at the south end for a total of 5-storeys. The proposed use is for three commercial units including one large tenant space and two smaller units. Two levels of underground parking are proposed. Ms. McLean described the context for the area and noted the adjacent properties across Dunbar Street and to the north are also zoned C-2 but that across the lane and to the south across West 29<sup>th</sup> Avenue is RS-5 single family residential. Ms. McLean mentioned that the C-2 zone allows for mixed-use with a height with a stepping form from the lane of up to 45 feet which can be relaxed up to 55 feet for sites that are long and deep. The proposal is seeking a height relaxation at the 45 foot height to 55 feet and at the 15 foot height to accommodate loading. Ms. McLean noted that the guidelines make specific reference to long building frontages and large retail uses. It is recommended that long elevations have variety, articulation, vertical elements, colour and material changes. Large retail uses are encouraged to ensure pedestrian interest through the use of glazing and intensive detailing. The proposal includes an open public plaza at the southwest corner

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

- Proposed height relaxation, and approach taken to minimize impacts to neighbours
- The approach to articulating the Dunbar Street facing façade and creating an engaging ground level interface on this long site.
- The approach to the north and south elevations with regard to their different adjacencies.
- Success of the proposed plaza.

Ms. McLean took questions from the Panel.

• Applicant's Introductory Comments: Richard Henriquez, Architect, further described the proposal and mentioned that the intent is to have a building that will attract people who already live in the area and want to downsize and as a result the suites are larger than found elsewhere in the city. He added that they are proposing a concrete building rather than a wood framed building. This poses a number of challenges mainly with regard to topography which generates the need for more height. The site has a 17 foot drop across it and the lane is on the high side of the slope. Most of the frontage along the lane is taken up with loading and the ramp to the underground parking. He noted that there is more open space around the building than would be on a normal C-2 zoned site.

Mr. Henriquez mentioned that over time the street will probably have townhouses and perhaps senior's projects. He explained that they have set the plaza at the same level as the entrance to the food store. In terms of landscaping there is a communal garden on the roof with planting plots and individual terraces. There is also rain protection around the building.

The applicant team took questions from Panel.

- Panel's Consensus on Key Aspects Needing Improvement:
  - Design development to improve the residential façade;
  - Design development to improve the landscaping in the lane;
  - Consider adding an indoor amenity space on the roof.
- **Related Commentary:** The Panel supported the proposal and thought the project had responded nicely to the neighbours concerns.

The Panel thought it was a skillfully handled building and that the treatment at grade was successful. They agreed that the building's height was at the part of the site that will have the least impact on the neighbours regarding shadow impacts. They supported the step back in the façade and liked the spaces it created. They also thought the Dunbar Street façade was well handled and liked that the applicant had put the smaller retail units at either end of the building putting the larger store in the middle.

Some Panel members thought the residential façade between the two ends was relatively plain and somewhat monotonous. They wanted to see some elements to further animate the façade. Some Panel members mentioned that the cornice line articulation seemed foreign in its vocabulary and suggested breaking up the height along the length of the building in a few locations to help break up the horizontal massing. They thought the north and south elevations were well handled and that the plaza would be successful. Panel had similar comments about the cornice articulation on the north and south.

The Panel supported the landscaping plans but thought the area around the parking ramp should be moved back off the property line a foot or two to add some planting at grade. Some Panel members thought there should be an indoor amenity space on the roof. The thought the elevated plaza was in the right place and would be an effective augment to the café for the community. One Panel member mentioned that access for the handicap ramp was probably sufficient but another ramp could be added along the Dunbar Street edge to make for easier access to the building. As well it was suggested that the main entry on the south elevation could be expressed a little more.

Regarding sustainability, it was suggested that the measure seemed inadequate and that heat from the grocery could be used to help augment the heating in the residential units.

• Applicant's Response: Mr. Henriquez thanked the Panel for their comments and said the points are well taken.

# 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)

There are no significant CPTED issues. Recommendations for minor revisions to the lane elevation and exit corridors are contained in the prior-to conditions 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 CENTRE/SOCIAL PLANNING/CULTURAL AFFAIRS

**Indoor and Outdoor Amenity Areas:** The proposed development includes a total of 41 units with two or more bedrooms( 68 % of total units) These are comprised of 33 2-bedroom units and 8 3-bedroom units and may be suitable for families with children. The High Density Housing for Families with Children Guidelines are therefore applicable to the plans for this development.

Consistent with these guidelines, plans include a 392 sq. ft. indoor common amenity room on the Mezzanine level. The plans show an accessible washroom sketched into the plan. Confirmation is needed that this washroom can be constructed as an accessible washroom as planned. (See condition A.1.22) Design development is needed to improve the multi-functionality of the amenity room by adding a kitchenette and storage closet. (see condition A.1.23)

Also consistent with the Guidelines, a common outdoor amenity area is provided on the roof level, and includes an area suitable for a range of children's play with landscape/play features (boulders, hillocks, slide, play tunnel, resilient surfacing) which provide a myriad of creative and motor skills developing play opportunities for a range of ages. The outdoor common amenity area also includes outdoor dining tables with a kitchenette / BBQ area.

**Urban Agriculture**: The City of Vancouver Food Policy identifies environmental and social benefits associated with urban agriculture and seeks to encourage opportunities to grow food in the city. The "Urban Agriculture Guidelines for the Private Realm" encourage edible landscaping and shared gardening opportunities in private developments, and seek the necessary supporting infrastructure.

Consistent with these Guidelines, plans for 4560 Dunbar Street include accessible planters which provide opportunities for urban agriculture, as well as a fruit tree orchard, and potting bench. Design development is needed to include some additional infrastructure necessary to support urban agricultural activity by residents, including a tool storage chest (may be combined with the potting bench), a compost bin for yard waste, and to clarify hosebib locations (condition A.1.24).

#### ENVIRONMENTAL PROTECTION BRANCH

Site Profiles for 4508 and 4560 Dunbar Street have been submitted to the Ministry of Environment (November 18, 2014) for review and decision. Schedule 2 activities were noted on the two referenced sites. The recommendations of the Environmental Contamination Team are contained in the prior-to conditions in Appendix A of this report.

#### PROCESSING CENTRE - BUILDING

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 Processing Centre-Building 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.

# NOTIFICATION

A pre-application, developer-hosted public open house was held on July 31, 2014 to hear public commentary ahead of the permit application. 127 people signed in, and possibly more attended without signing in. 75 comment forms were received, with 41 showing support for the project, 28 non-support, and 6 undecided. A site sign was placed on the site, facing Dunbar Street, and its installation was verified on September 26, 2014. On September 30, 2014, 566 notification postcards were sent to neighbouring property owners advising them of the application, and offering additional information on the city's website. To date, a total of 95 written responses have been received.

30 respondents supported the proposal. Reasons for support invariably included:

- Much needed housing for those wishing to downsize their homes and wanting to stay in their neighbourhood.
- Revitalization of the commercial aspects of Dunbar
- Keeping Stongs, a valued neighbourhood grocer, in the Dunbar neighbourhood.

65 respondents either opposed the proposal outright, or indicated serious concerns with the proposal in its present form. Comments received from the notification are summarized below:

Height: The majority of respondents were opposed to the number of storeys (5), and the associated massing, of the south end of the building at 30<sup>th</sup> Ave. The concern is that it will overpower the single family residences adjacent to the site, and that it is out of context with the 4 storey buildings on Dunbar. Some respondents were concerned about the shadowing effects of the proposed building.

Staff Response: Recommended Conditions 1.1 and 1.3 asks for reduction of overall height and also specific design revisions to reduce the appearance of scale. The proposed building will cast more shadow onto roadways than a 45 ft. building, but there is not increased shadow impact to residential neighbours.

**Public Plaza:** The proposed public plaza at the south west corner of the site was deemed by many respondents to be too small; and there was concern that it would not be accessible to pedestrians passing by on Dunbar street, but rather only to patrons of the proposed café. If it is accessible to the broader public, respondents would like attention paid to handicap and seniors accessibility.

Staff Response: Recommended Condition 1.2 seeks to improve the public accessibility to the plaza by improving the relationship to grade and creating a more open appearance.

**Neighbourhood Traffic Congestion:** Respondents were very concerned about the potential for increased traffic in what is considered by residents to be a congested neighbourhood around Dunbar and  $29^{\text{th}}$  /  $30^{\text{th}}$ .

Staff Response: Standard Engineering Condition A.2.5 requests provision of an updated traffic and transportation review of the traffic and parking demands for the project. Staff expect that most of the traffic will use Dunbar, but may seek additional mitigation measures based on the results of the study (see condition A.2.6).

Food Store Loading and Truck Staging: There was concern among many respondents that there may not be adequate width on the roadways, nor the lane, to support grocery store delivery trucks; particularly with the tight turns required to enter and exit the lane. Residents were also concerned about the grocery store's management of its loading activities, so as to avoid on-street conflicts, or trucks idling in the lane.

Staff Response: Standard Engineering Condition A.2.11 requests provision of additional traffic and transportation review of the loading demands for the project. Staff will require that sufficient loading and/or loading managment be provided to minimize impacts on the neighbourhood. Vehicle size may need to be limited to reduce impacts on the street. If street parking must be removed to accommodate the truck turning swaths, staff would expect the loading management plan to minimize the impact by limiting the amount of time that parking would need to be removed.

**Colour Choice:** Some respondents expressed concern about the choice of building accent colours, preferring more earth tones rather than bright colours that may attract birds.

Staff Response: The C-2 District Guidelines recommend materials that ensure quality appearance and durability. Colour choice is not regulated. The application proposes a significant amount of traditional and neutral colour materials. Bright colours are used only for accents.

#### 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.

The Staff Committee supports this proposal subject to the conditions contained in this report.

A. Molaro Chair, Development Permit Staff Committee

A. McLean Development Planner

L. Berdahl Project Coordinator

Project Facilitator: W. LeBreton

# 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 confirmation that roof deck planters are a minimum of 5.0 foot wide at the mezzanine floor level;
- A.1.2 design development to soften the lane interface adjacent to the parking ramp access;

**Note to Applicant**: This can be achieved by setting back the wall adjacent to the parking ramp to introduce additional at grade planting.

- A.1.3 provision of additional enlarged-scale sections of 1/2'' = 1'-0'' or better, illustrating:
  - i. Grocery storefront
  - ii. Canopies
  - iii. Typical projecting balconies
  - iv. Concrete cornice

and provision of notation on the elevation drawings to describe the material, finish, and colour of all exterior elements;

Note to Applicant: Confirm the material associated with all material reference numbers, noting that #15 does not have a description. A drawing indicating the proposed colour of materials should be included in the final drawing set.

#### Processing Centre - Development

A.1.4 provision of details of any proposed amenity space, including type, finishing, equipment and/or furnishings;

Note to Applicant: Amenity areas/common residential storage spaces, excluded from the computation of floor space ratio, shall not be put to any other use, except as described in the approved application for the exclusion. Access and availability of the use of all amenity facilities located in this project shall be made to all residents and occupants of the building. Further, the amenity spaces and facilities approved as part of this Development Permit shall be provided and thereafter be permanently maintained for use by residents/tenants of this building complex.

A.1.5 provision of a complete and fully-dimensioned plans and elevation drawings;

Note to Applicant: The Site plan is deficient in information regarding property line dimensions, required/proposed yard dimensions, north arrow, existing and proposed grade elevations around all corners and perimeter of the proposed building (as well as critical points); grades at top and bottom of proposed retaining wall. Ensure the site plan is at the correct scale. Further, when providing the height/setback envelopes, provide setbacks (dimensions) from property lines to building face and provide the correct scale. Label north/south/east/west, not street/avenue names. Grade elevations should be provided at corners of building.

A.1.6 provision of correct Project Data information;

Note to Applicant: Project Data indicates an incorrect parking space count. The underground parking count does not match the statistics shown. Further, provide a correct unit summary

table with units listed as one bedroom, one bedroom + den, two-bedroom, two bedroom + den and three bedroom.

A.1.7 provision of roof plan to coordinate with the section drawings;

Note to Applicant: The mechanical equipment and stair level/roof access details do not match each other. Provide additional details on any mechanical screening above roof access. Mechanical equipment that is fully enclosed is calculated as FSR (to obtain a FSR exclusion for the mechanical equipment room, it needs to be relocated to "at or below base surface").

- A.1.8 deletion of the denotation of "home office" on floor plans;
- A.1.9 compliance with Section 4.10 Horizontal Angle of Daylight of the C-2 District Schedule by reconfiguring all units which currently show internalized Dens and Offices;

Note to Applicant: The proposed Den and Office rooms do not have a window. This condition can be accomplished by reducing the inset space into which the Den is recessed so that a window can be seen from any point on the wall opposite the exterior wall. Alternately, the kitchen can be moved into these inset spaces, as a kitchen of this size, is not required to have a window.

- A.1.10 design development to locate, integrate and fully screen any emergency generator, exhaust or intake ventilation, electrical substation and gas meters in a manner that minimizes their visual and acoustic impacts on the building's open space and the Public Realm;
- A.1.11 submission of an acoustical consultant's report which assesses noise impacts on the site and recommends noise mitigation measures in order to achieve noise criteria; and
- A.1.12 submission of written confirmation by the applicant that:
  - the acoustical measures will be incorporated into the final design and construction, based on the consultant's recommendations;
  - adequate and effective acoustic separation will be provided between the commercial and residential portions of the building;
  - mechanical (ventilators, generators, compactors and exhaust systems) will be designed and located to minimize the noise impact on the neighbourhood and to comply with Noise By-law #6555.

#### Standard Landscape Conditions

- A.1.13 provision of detailed, large scale architectural sections through the following planted areas, including slab, walls, soil depth, inside and outside dimension, built up membrane, voiding and protection board:
  - i. lane planting at grade;
  - ii. private patio planters (mezzanine level)
  - iii. private patio planters (2nd floor);
  - iv. planter with trees near lane (2nd floor);
  - v. private patio planters (3rd floor, "roof deck");
  - vi. east-west through the roof deck area, aligned with one row of three "orchard" trees proposed in planters;
  - vii. green wall(s) to the perimeter of the building.

A.1.14 coordination with the architectural sections and the landscape plan with regard to depiction of trees and planting;

**Note to Applicant**: For example, sheet A2.01 depicts a row of seven trees on the roof deck that is not consistent with the landscape planting plan.

A.1.15 presentation of landscape plans according to treatment on individual levels/floors;

Note to Applicant: This can be done by providing individual plan sheets arranged by level.

A.1.16 clarification of landscape section 4, sheet L2.3;

**Note to Applicant**: The section illustrates the planting for bamboo to be on slab, while the architectural/landscape plans suggest the bamboo will be located in an enclosed planter.

A.1.17 planting on City property to conform to the Engineering Services guidelines for planting on City property; and

Note to Applicant: Refer to <u>http://www.vancouver.ca/files/cov/boulevard-gardening-guidelines.pdf</u>. A 1.0 foot lawn strip adjacent the planting and the City sidewalk must be provided.

A.1.18 provision of new street trees to be provided adjacent to the development site, where possible, which shall be confirmed prior to the issuance of the Building permit.

Note to Applicant: Contact Eileen Curran, Streets Engineering, ph: 604.871.6131 to confirm tree planting locations and Park Board, ph: 604.257.8587 for tree species selection and planting requirements. Provide a notation on the plan, "Final spacing, quantity and tree species to the satisfaction of the General Manager of Engineering Services. New trees must be of good standard, minimum 6cm caliper, and installed with approved root barriers, tree guards and appropriate soil. Root barriers shall be 8 feet long and 18 inches in deep. Planting depth of root ball must be below sidewalk grade. Call Park Board for inspection after tree planting completion".

A.1.19 provision of individual hose bibs for all exterior decks, patios or balconies sized at 100 square feet or greater;

**Note to Applicant**: This can be verified by providing an irrigation plan sheet showing the locations of hose bibs and high efficiency irrigation specifications.

#### Crime Prevention Through Environmental Design (CPTED)

A.1.20 design development to the east elevation taking into consideration the principles of CPTED (Crime Prevention through Environmental Design) having particular regard for reducing opportunities for nuisances such as graffiti;

Note to Applicant: Exposed concrete and brick walls adjacent to the lane, and in the loading bays, should be treated with a paint type anti-graffiti treatment. Where feasible, loading access areas should be enclosed with a gate.

A.1.21 design development to the south Grocery Store exit to improve security;

**Note to Applicant**: Confirm the design of the long external corridor from the southeast exit of the Grocery Store. Provide a gate closure where this space does not have the opportunity for casual surveillance.

#### Social Planning / Housing Centre / Cultural Affairs

- A.1.22 design development to the proposed mezzanine level amenity room washrooms to ensure they can be constructed as an accessible washroom and to add a baby change table;
- A.1.23 design development to the proposed mezzanine level amenity room to improve its multifunctionality by adding a kitchenette and storage closet;
- A.1.24 design development to add some additional infrastructure necessary to support urban agricultural activity by residents, including, a tool storage chest, a compost bin for yard waste, and clarification of hose bib locations;

# A.2 Standard Engineering Conditions

- A.2.1. arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the consolidation of Lot A (Explanatory Plan 8108) and Amended Lot 1 (See 294210L), Block 63, DL 2027, Plan 3984 to create a single parcel and subdivision of that site to result in the dedication of the westerly 7' (Building Line area) for road purposes;
- A.2.2. arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for release of Easement & Indemnity Agreements 387935M, 397620M and 1106M (all for commercial crossings), and P80838 (existing roof encroachment) prior to building occupancy;

Note to Applicant: Arrangements are to be secured prior to issuance of the development permit, with release to occur prior to issuance of an occupancy permit for the site. Provision of a letter of commitment will satisfactorily address this condition at the DP stage.

A.2.3. arrangements shall be made, to the satisfaction of the General Manager of Engineering Services and Director of Legal Services, for the Canopy encroachment over City property;

Note to Applicant: Canopies must be fully demountable and meet the requirements of the Building By-law.

- A.2.4. provision of a separate application to the General Manager of Engineering Services for street trees and/or sidewalk improvements. Submit a copy of the landscape plan directly to Engineering Services for review, noting the following requirements:
  - i. provision of broom finish concrete with saw cut joints for all sidewalks on City property;

**Note to Applicant**: Detail 5 on drawing L2.1 specifies 'sandblast finish as per spec'. Drawings and specs should be revised as required.

ii. arrangements to the satisfaction of the General Manager of Engineering Services for the relocation of the existing bus shelter and bus stop;

Note to Applicant: The driveway crossings on Dunbar Street will be removed and the bus stop will require adjustment.

- iii. provision of a hard surfaced extended single bulge on the south side of West 29th Avenue, east of Dunbar complete with bike racks, water drinking fountain, pedestrian post top light and seating;
- iv. provision of pedestrian lighting improvements on the active transportation routes on both Dunbar Street and West 29th Avenue;

- v. provision of parking regulation signage to the satisfaction of the General Manager of Engineering Services;
- vi. provision of pedestrian lane crossings at the lane entries on West 29th and West 30th Avenues;
- vii. deletion of mounding from City property;
- viii. deletion of proposed back boulevard trees;
- ix. provision of boulevard plantings to be a minimum 1 foot back of the sidewalk;
- A.2.5. provision of an updated transportation study to the satisfaction of the General Manager of Engineering Services;

Note to Applicant: The transportation study dated September 30, 2013 does not match the proposed development. An updated study is required, particularly regarding the traffic operations at Dunbar and 30th. Staff may seek a new traffic signal based on the result of the study.

A.2.6. provision of traffic mitigation measures;

**Note to Applicant**: measures are to be based on the results of the updated transportation study (Standard Condition A.2.5) and may include installation of a traffic signal at W 30th and Dunbar and/or neighbourhood traffic calming measures.

A.2.7. provision of a fully accessible Class A residential bicycle storage facility without the need for stairs to reach grade;

Note to Applicant: Consider the use of a ramp to reach grade or relocate the Class A bicycle spaces to the CRU2 space on the mezzanine level. The residential elevator cannot be used for bicycle access.

A.2.8. provision of a design elevation of 85.07 on the vestibule slab of the grocery store at the property line;

Note to Applicant: Proposed vestibule slab elevation of 84.93 at grocery store on Dunbar is too low.

- A.2.9. removal of the front boulevard planting on 29<sup>th</sup> and 30<sup>th</sup> avenues;
- A.2.10. deletion of the proposed ramping to CRU2 on City property on West 29th Avenue;
- A.2.11. compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services;

**Note to Applicant**: The following items are required to meet provisions of the parking by-law and the parking and loading design supplement:

i. provision of design elevations on both sides of the parking ramp at all breakpoints, both sides of the Class B and Class C loading bays, and at all entrances;

**Note to Applicant**: Where there is a curved ramp, provide grades two feet from the wall on the inside radius (Section I.A). The slope and length of the ramp sections must be shown on the submitted drawings.

ii. provision of a flat ramp of up to 5% slope through the curved portion at the top of the ramp;

Note to Applicant: As the ramp is on a 45 degree angle to the lane, requiring excess maneuvering at the top of the ramp, a flatter ramp will help to improve visibility of oncoming vehicles through the curved portion of the ramp. The flat portion would extend from elevation 86.590 to 7m down the ramp. Provide an improved plan showing maneuvering for 2-way flow through this section of the ramp and out to W 30th Avenue to identify any ramp widening or required geometric changes at the lane entrance.

iii. provision of a maximum ramp slope of 12.5%, after the first 7m;

**Note to Applicant**: A 12.5% slope can be achieved on this site and would help to improve the comfort and safety for retail parking users.

iv. provision of improved loading access, to and from the site, to the satisfaction of the General Manager of Engineering Services;

Note to Applicant: Engineering does not support the turning analysis shown in the Bunt Study dated September 30, 2013 as the maneuvering shown would require the removal of trees, all parking on the street and extensive modifications to the lane entrance and curb returns. The analysis is showing maneuvering for WB-17 and WB-20 trucks, which are the larger semi-trailer trucks and they may not work for the local street widths around this site. Applicant should provide alternate solutions, including the use of smaller trucks to address loading access concerns and provide updated turning analysis.

v. modification of the loading bay design;

Note to Applicant: Additional loading bay width required for the second and subsequent loading spaces (each additional space must be 3.8m wide);

Contact the Neighbourhood Parking and Transportation Branch for more information and refer to the Parking and Loading Design Guidelines at the following link: (<u>http://former.vancouver.ca/engsvcs/parking/admin/developers.htm</u>).

- A.2.12. the General Manager of Engineering Services will require all utility services to be underground for this "conditional" development. All electrical services to the site must be primary with all electrical plant, which include but not limited to Vista switchgear, pad mounted transformers, LPT and kiosks (including non-BC Hydro kiosks) are to be located on private property with no reliance on public property for placement of these features. In addition, there will be no reliance on secondary voltage from the existing overhead electrical network on the street right-of-way. Any alterations to the existing overhead/underground utility network to accommodate this development will require approval by the Utilities Management Branch.
- A.3 Standard Licenses & Inspections (Environmental Protection Branch) Conditions:
- A.3.1 Submission of the following documentation is required prior-to the issuance of permits:
  - i. Ministry of Environment's release for development, subdivision and demolition permit applications;
  - ii. The Remediation Agreement is required to be signed and registered at the Land Title Office prior to the release of any permit applications.

Note to Applicant: There will be no occupancy of any buildings or improvements on the site constructed pursuant to this development, until the proponent has obtained one of the following contaminated sites legal instruments, as applicable:

- A determination that the site is not a contaminated site, or
- A Certificate of Compliance confirming the satisfactory remediation of the site to the applicable land use (Contaminated Sites Regulation Commercial standards).

#### 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 June 15, 2015, 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 The applicant is advised to note the comments of the Processing Centre-Building, Vancouver Coastal Health Authority and Fire and Rescue Services Departments contained in the Staff Committee Report dated November 19, 2014. Further, confirmation that these comments have been acknowledged and understood, is required to be submitted in writing as part of the "prior-to" response.
- B.1.5 A new development application will be required for any significant changes other than those required by the above-noted conditions.

# 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 issuance of this permit does not warrant compliance with the relevant provisions of the Provincial Health and Community Care and Assisted Living Acts. The owner is responsible for obtaining any approvals required under the Health Acts. For more information on required approvals and how to obtain these, please contact Vancouver Coastal Health at 604-675-3800 or visit their offices located on the 12<sup>th</sup> floor of 601 West Broadway. Should compliance with the health Acts necessitate changes to this permit and/or approved plans, the owner is responsible for obtaining approval for the changes prior to commencement of any work under this permit. Additional fees may be required to change the plans.
- B.2.5 Amenity areas/common residential storage spaces, excluded from the computation of floor space ratio, shall not be put to any other use, except as described in the approved application for the exclusion. Access and availability of the use of all amenity facilities located in this

project shall be made to all residents and occupants of the building. Further, the amenity spaces and facilities approved as part of this Development Permit shall be provided and thereafter be permanently maintained for use by residents/tenants of this building complex.

B.2.6 This site is affected by a Development Cost Levy By-law and levies will be required to be paid prior to issuance of Building Permits.





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Appendix C; page 4 of 2(





















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Gregory Henriquez Architect AIBC, AAA, AIA, FRAIC, RCA Managing Partner

Richard G. Henriquez Architect AIBC, AAA, FRAIC, OAA, RCA, LLD Hon (SFU), MArch (MIT) Founding Partner

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Rui Nunes Architect AIBC, MArch, LEED AP Senior Associate

Patricia Tewfik CA, CPA, MPA Managing Director

Norman Huth Architect AIBC, MRAIC Director of Interior Architecture

Shawn LaPointe MArch, BEDS Associate

Kaya Wiggens BA Director, Marketing & Business Development

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September 10, 2014

4560 Dunbar Street Development Permit Application

**Design Rationale** 

The proposed design is shaped by the urban conditions specific to the site while responding to functional programmatic needs and the Dunbar Community Vision:

Retention of a grocery store strengthens its role as a community gathering place.

The entry to the grocery store is located near the south end of the sloping site at the lowest elevation possible while meeting building grades, maintaining a pedestrian friendly level access to and from the store, and setting the main floor elevation for the project. The loading bays are located on the projects high side at the lane and establish a mezzanine level for the desirable double height space of the grocery store. Due to the sloping nature of the site, the north end of the grocery store will be partially below grade, which helps to minimize overall building massing.

 A new urban retail streetwall with human-scaled elements will contribute to the retail experience, street life, and village character of Dunbar.

A retail expression at grade, with two levels of residential above, and a third level of residential set back in accordance with the C-2 Zoning By-law defines the urban edge along Dunbar Street. The building height is established at the site's north east corner and is exceeded by 0.6m (2'-0") to allow for market driven +/-9'-0" ceiling heights for the residential floors. Moving towards the east, as the natural site elevation rises the building height fits within the allowable building envelope, with setbacks in accordance with the C-2 Zoning By-law. Moving southwards, as the natural site elevations drop, the continuous horizontal roof plane extends beyond the allowable building envelope height by a maximum of 4.1m (13'-6") at the south west corner of the site.





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Due to site constraints, including the sloping nature of the site, restricted service entry points, and established floor levels, a relaxation for building height is being requested.

• An expansive new public plaza at the south end of the site provides a gathering place for the community while embracing the Dunbar village character.

The allowable floor area displaced by the public-use plaza is redistributed into the building with the introduction of residential suites at the mezzanine level resulting in a 5-storey building at the south end of the project. Here the upper most floor is pulled back to lessen the impact on neighbouring sites and meeting setback requirements of the C-2 Zoning By-law.

- Roof top and terraced landscaping softens the transition between urban and residential edges.
- Vehicular access to and from the development is centralized and carefully controlled to minimize impact on pedestrian and bicycle routes.

Appendix  $\mathcal{D}$ ; page 2 of 2