
5650 BALACLAVA STREET (COMPLETE APPLICATION)
DE418780 - ZONE CD-1 (Pending)

SDB/DL/UA/WL/LM

DEVELOPMENT PERMIT STAFF COMMITTEE MEMBERS

Present:

J. Greer (Chair), Development Services
M. Holm, Engineering Services
M. Roddis, Park Board

Also Present:

S. Black, Urban Design & Development Planning
D. Lee, Development Services
W. LeBreton, Development Services
U. Arajs, Urban Design & Development Planning
J. O'Neil, Social Policy and Projects
E. Cho, Housing Policy and Projects
C. Buckham, Social Policy & Projects

APPLICANT:

Rositch Hemphill Architects
Attention: Anca Hurst
#10 - 120 Powell Street
Vancouver, BC
V6A 1G1

PROPERTY OWNER:

Hon Towers Kerrisdale Ltd.
#100 - 11300 Number 5 Road
Richmond, BC
V7A 5J7

EXECUTIVE SUMMARY

- **Proposal:** To develop a new annex for Knox United Church behind (east of) the existing church on Balaclava Street, comprised of multipurpose rooms and offices on the 1st floor and a 20-child day care facility on the 2nd floor, all above 2.5 levels of underground parking, with access from Balaclava Street, subject to Council's enactment of the CD-1 by-law and approval of the Form of Development.

See Appendix A Standard Conditions

Appendix B Standard Notes and Conditions of Development Permit

Appendix C Building Review Branch Preliminary Comments

Appendix D Plans, Elevations and Design Rationale

● **Issues:**

1. Landscape at north edge

- **Urban Design Panel: Support (3-2)**
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DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATION: APPROVE

THAT the Board APPROVE Development Application No. DE418780 submitted, the plans and information forming a part thereof, thereby permitting the development of a new annex for Knox United Church behind (east of) the existing church on Balaclava Street, which comprises multipurpose rooms and offices on the 1st floor and a 20-child day care facility on the 2nd floor, all above 2.5 levels of underground parking, with access from Balaclava Street, subject to Council's enactment of the CD-1 by-law and approval of the Form of Development, and 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 provide substantial landscape buffer for enhanced screening of north building elevation of proposed Fellowship Hall as viewed from adjacent residential property to the north;

Note to Applicant: This can be achieved by placement of a hardy vine planting to grow against the north face of building wall. To protect the stucco finish, consider a separate trellis attachment for vines to twine around. Alternatively, shift pedestrian path to building edge and provide a single row columnar shrubs within a landscape strip adjacent to the fence line. Provide large-scale architectural detail to illustrate final design.

- 1.2 confirmation of the building's sustainability performance as required by the Green Buildings Policy for Rezonings;

Note to Applicant: Provide a letter of confirmation from an accredited professional confirming that the building has been designed to meet these goals. Registration of the project with the CaGBC is encouraged, and if available the registration number should be noted in the drawing set. Application for certification of the project is also encouraged.

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:**

		<i>Technical Review for:</i>		5650 Balaclava Street - DE418780				
		PERMITTED/REQUIRED		PROPOSED				
Site Size ¹		59 m x 115 m						
Site Area ¹		6,705 m ²						
Use(s)		Institutional (Church/Daycare)						
FSR ²	Overall for Sub-Area 1 & 2	1.38 FSR						
Floor Area ³	Sub-Area 1	1,226 m²	Church		694 m²			
			Annex		532 m²			
			<i>Daycare (Excluded)</i>		302 m²			
			Total		1,226 m²			
Height ⁴	Sub-Area 1	9.80 m	Annex		m			
			<i>t/o Roof</i>		9.21 m			
			<i>t/o Elevator Overrun</i>		10.04 m			
Parking ⁵	Church			Church				
	<i>Minimum</i>	41	<i>Standard</i>		27			
	<i>Min. Disability</i>	1	<i>Disability</i>		2			
	<i>Max. Small Car (25%)</i>	10	<i>Small Car</i>		12			
	Daycare			Daycare				
	<i>Minimum Staff</i>	2	<i>Staff</i>		2			
	<i>Minimum Drop-Off</i>	3	<i>Drop-Off</i>		3			
	<i>Min. Disability</i>	1	<i>Disability</i>		0			
	<i>Max. Small Car (25%)</i>	1	<i>Small Car</i>		0			
	Church Total	41	Church Total		41			
	Daycare Total	5	Daycare Total		5			
Total	46	Total		46				
<i>Disability Total</i>	2	<i>Disability Total</i>		2				
<i>Max. Small Car Total</i>	11	<i>Small Car Total</i>		12				
Bicycles ⁶	Class	A		B		Class		
		Min	Max	Min		Min	Max	
		H	V	L		H	V	
	<i>Church</i>	0	0	0	6	<i>Church</i>	0	0
	<i>Daycare</i>	1	1	1	3	<i>Daycare</i>	0	0
	Total	3		9	Total	3		6

¹ **Note on Site Size and Site Area:** The lot to the north is identified as Sub-Area 1; defined by single-family dwellings to the north, Kerrisdale Elementary School to the east, Sub-Area 2 to the south, and BalACLava Street to the west. The area provided in the table is for the overall site which includes both Sub-Area 1 and Sub-Area 2.

² **Note on FSR:** Refer to note on Floor Area below regarding text amendment.

³ **Note on Floor Area:** An amendment to the Draft CD-1 Bylaw is required to accurately reflect the maximum permitted floor area in Sub-Area 1. Currently the maximum for Sub-Area 1 is specified as 1,087m², with a total for all uses as 9,222m² for both Sub-Area 1 and Sub-Area 2. These numbers should be revised to 1,226m² and 9,361m² respectively. Condition A.1.3 seeks the required Text Amendment to the CD-1 Bylaw be approved by Council.

⁴ **Note on Height:** Height currently conforms to the Draft CD-1 Bylaw as architectural appurtenances such as the elevator overrun are permitted at a greater height.

⁵ **Note on Parking:** Although the minimum physical parking requirement is met for both the Church and Child Day Care Facility, the distribution of spaces requires revision. One of two disability parking spaces shall be relocated from the Church to that of the Daycare. Also, a reduction in the number of small car parking spaces shall be reduced to no more than 10 for the Church. Standard Conditions A.1.4 and A.1.5 seek the reallocation of disability parking spaces and the reduction of small car parking spaces.

⁶ **Note on Bicycles:** A minimum of 3 Class B bicycle spaces shall be provided for the Child Day Care Facility. Standard Condition A.1.6 seeks the provision of these spaces.

• **Legal Description (Pending Subdivision)**

Lots: B
Block: 12
District Lot: 2027
Plan: EPP51581

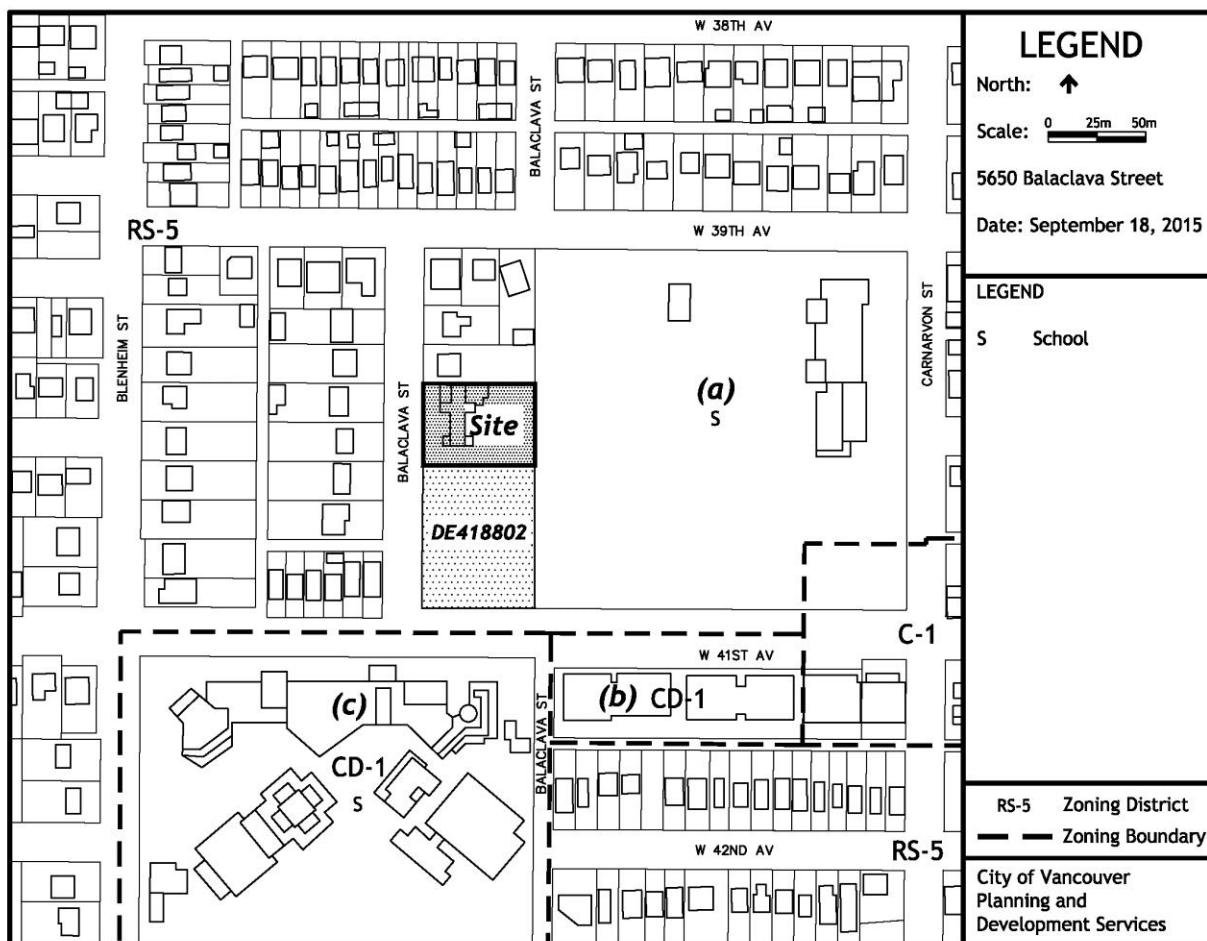
• **History of Application:**

01-26-15 Complete DE submitted
04-08-15 Urban Design Panel
10-07-15 Urban Design Panel
11-18-15 Development Permit Staff Committee

• **Site:** The site is located on the east side of BalACLAVA Street, between West 41st and and West 39th Avenues.

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

- (a) Kerrisdale Elementary School - 5555 Carnarvon Street - three-storey elementary school
- (b) The Lanesborough - 3188 West 41st Avenue - three-storey residential building
- (c) Crofton House School - 3200 West 41st Avenue - two-storey private school



• **Background:**

This site was approved at Public Hearing in 2009 to permit development of a new Fellowship Centre located to the east of the existing church building. The adjacent property to the south, 5668 Balaclava Street, was approved at Public Hearing at the same time to permit a multiple dwelling. The adjacent site is being reviewed as a separate development permit (DE418802).

Provision of a preschool (proposed within the new Fellowship Centre) and a heritage conservation agreement for the Knox United Church building is required before occupancy of the multiple dwelling on the adjacent site.

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

CD-1 By-law (approved in principle on December 1st, 2009)

The CD-1 By-law sets limits to building setback, height and density for this sub-area. Design Development Rezoning Conditions were included to address urban design and other issues that were identified in the Rezoning application.

Childcare Design Guidelines (adopted February 1993)

These guidelines provide specific design criteria for daycares spaces in a Rezoning or Development Permit application. The intent of the guidelines is to create safe and secure facilities that provide a range of opportunities for the social, intellectual and physical development of children.

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

Once the Recommended Conditions of Approval and the Standard Conditions in Appendix A are satisfied, the proposal will conform to the regulations in the CD-1 By-Law. Further design development is recommended to better respond to the Childcare guidelines, as noted in Standard Condition A.1.21.

• **Response to the Urban Design and Landscape Rezoning Conditions of Approval:**

This section summarizes the response to the recommended conditions of rezoning as they apply to the new Fellowship Centre. Not all conditions of the Rezoning are included for discussion in this section. Only conditions related to this site, with relevant or remaining issues, are included below.

Rezoning Condition (xi): *Design development to the massing and location of the new church annex building to provide substantial improvement with regard to shadowing, privacy and visual impact on the neighbouring property to the north;*

Note to Applicant: *The two storey meeting space should be relocated and/ or the roof redesigned to minimize shadowing impact. Impact of the rooftop outdoor play area in the north east corner should also be minimized by pulling the building as far back as possible from the north property line as well as by employing planters or other screening which are not visually intrusive.*

Applicant Response: The L-shaped building floor plan has been reversed, having the small side oriented towards the single family dwelling at north. Furthermore, the north end has a reduced height than the remainder of the building. The rooftop outdoor play area has been relocated to the south. The rooms facing the north side are quiet (library at ground floor, quiet room and storage at 2nd floor) and have discreet windows. Refer to pages A3.0 and A3.1.

Staff Assessment: The annex building has not been reduced in height, but is otherwise responsive to the intent of the condition. The potential for overlook has been minimized by the limited glazing on the north wall. Staff feel that reduction in the vertical height in addition would affect the functionality of the spaces supporting the building's child care function. While acknowledging the shadow impact that remains, staff feel that the revised form of development has balanced the functional needs of the child care with significant improvement in sunlight. A recommended condition of approval would ask the applicant to investigate opportunities for further mitigation through landscaping (see Condition 1.1).

Rezoning Condition (xii): *Evaluation of the feasibility of relocating the rooftop play area to the south, to reduce the potential for acoustic and privacy impacts to the single family dwelling immediately adjacent;*

Note to Applicant: *If the relocation is feasible, the play area should be moved.*

Applicant Response: The rooftop outdoor play area has been relocated to the south, reducing the acoustic and privacy impacts on the single family dwelling at north. Refer to page A3.1.

Staff Assessment: This condition has been met through the revised design provided on August 21st, 2015.

Rezoning Condition (xiii): *Design development to soften the visual impact of the new church wall, as seen from the adjacent single-family property to the north;*

Note to Applicant: *As shown on sheet number A1.09, the impression is somewhat institutional in character.*

Applicant Response: As noted above, the size of the north end of the building has been reduced and the overall character of the building has been changed. Refer to page A4.2.

Staff Assessment: A recommended condition of approval would ask the applicant to investigate opportunities for further mitigation through landscaping (see Condition 1.1).

Rezoning Condition (xix): *Identification on the building plans and elevation drawings of sustainable design features;*

Note to Applicant: *Intent is to ensure that the built features intended to achieve the credits in the building rating checklist and the Rezoning Policy for Greener Buildings are recorded on the approved drawing set. Provide an updated statement to the satisfaction of the Director of Planning listing each credit and the specific building feature designed to achieve it. The applicant is also encouraged to consider how the strategies and elements recommended in the Passive Design Toolkit may be incorporated into this application in order to reduce the production of greenhouse gases.;*

Applicant Response: The residential building targets LEED Gold and the Fellowship Annex LEED Silver. The corresponding LEED checklist are attached, and how the credits will be achieved are explained and noted on the drawings, where applicable.

Staff Assessment: LEED checklists are incorporated into the drawing sets. Administration of this policy has been updated since the rezoning, and staff recommend a letter of confirmation from an accredited professional rather than adding individual notes on the drawings (see Condition 0).

Rezoning Condition (xx): Design development to improve security and visibility in the underground parking level in accordance with Section 4.13 of the Parking By-law and by painting the walls and ceiling of the parking garage white;

Note to Applicant: More use of interior glazing, especially around the exit stairwells, and exterior lighting must be shown on the drawings. Consider noting design features to meet the Vancouver Building By-law Section 3.3.6.7 as well.

Applicant Response: Notes regarding painting of the parkade walls white and design features as per VBBL Section 3.3.6.7 are shown on the drawings. Glazing at elevator lobbies and stairs has been maximized. Stair used by visitors in parking lead directly outside. There is a secured overhead door at the parkade entry, with an enterphone for visitors. The visitors parking area is separated by the residential parking area by secured overhead doors with remote control. Refer to parking plans.

Staff Assessment: Staff recommend adding the notes proposed at the residential building to the Fellowship Centre in order to provide the same level of design (see Standard Condition A.1.7).

Rezoning Condition (xxii): Design development to retain healthy trees located outside the building envelope where possible;

Note to Applicant: The expansive treed edges, to be noted on a legal survey and to be assessed in an arborist report (see conditions below), bordering West 41st Avenue and Balaclava Street, should remain to effectively screen the new development as viewed from the street and neighbouring properties to the west. Setbacks along West 41st Avenue should be carefully considered to provide adequate root protection zones for the two existing mature trees located at the southeast edge of the site. Consideration should be given to relocation of the existing Dogwood located at the rear of the church site within the proposed building envelope. For trees that cannot be retained or relocated, replacement with a specimen of equal or greater value will be required.

Applicant Response: The expansive tree edges are noted on Ken K. Wong and Associate's legal survey (March 27, 2013) and have been assessed in the Arboritech Consulting's "Tree Inventory and Assessment List" and the "Tree Management Drawing". The full Arborist report is included in this DP application. Measures have been taken to retain all high-value on site trees and street trees bordering West 41st Avenue and Balaclava. These trees include tree # 219, 220, 221, 223, and 224. One 5cm cal. Crabapple street tree will be right at the proposed entry of the required fire lane. It will be relocated approximately 89' south along the sidewalk. The remaining edge trees are proposed to be removed based on the Arborist recommendations, the low value of the trees and their difficulty to save due to their proximity to the construction zone. The two existing mature trees (tree #219 and #221) located at the southeast edge of the site are to be preserved and protected. Proposed building and parkade have setback from the trees to provide adequate root protection zone. Protection measures will following the root protection zone measures as recommended by the Arborist. Consideration has been given to relocating the existing Dogwood (tree #209). Although the Arborist rated the tree as suitable, it is proposed to be removed because it is too large to transplant and conflicts with the proposed fire access lane. A Kousa Dogwood with specimen grade will be replaced on site near to its current location without interfering the fire truck movement. See Landscape planting plan L6.0.

Staff Assessment: Staff consider this condition to be met.

Rezoning Condition (xxiii): Design development to relocate the driveway crossing on West 41st Avenue westward in order to retain the 2 significant trees at the southeast corner of the site;

Note to Applicant: Design development regarding this condition should be coordinated with redesign of the site plan relating to the Engineering condition requiring relocation of the driveway located on West 41st Avenue for the residential site.;

Applicant Response: The driveway crossing has been relocated westward, approx. 57' from the east property line. The two significant trees at the southeast corner of the site will be retained.

Staff Assessment: Staff consider this condition to be met.

Rezoning Condition (xxiv): Design development to the church driveway and front yard setbacks of the residential building facing Balaclava Street to safely retain as many trees as possible;

Note to Applicant: All site existing site trees should be illustrated on the Landscape Plan submitted with the Development Permit Application;

Applicant Response: Attempts were made to retain as many trees as possible. For all existing site tree locations, see Landscape Demolition and Protection Plan, L2.0..

Staff Assessment: Staff consider this condition to be met.

Rezoning Condition (xxv): Design development to expand programming and include opportunities for shared gardening in the common outdoor open space including rooftop gardens;

Note to Applicant: Shared gardening areas should be designed to adhere to Council's Urban Agriculture Guidelines for the Private Realm and should provide maximum solar exposure, universal accessibility and provided with amenities such as, raised beds, water for irrigation, potting bench, tool storage and composting.

Staff Assessment: This condition applies to the residential building, which is evaluated in a separate report.

Rezoning Condition (xxvi): Provision of a full Landscape Plan illustrating proposed plant materials (common and botanical names), including sizes and quantities; paving, walls, fences, and other landscape elements including existing site trees and site grading with labels;

Note to Applicant: Consider incorporating hardy drought-tolerant plantings into the planting scheme within the site to reduce use of water in the landscape.;

Applicant Response: For plant material (common and botanical names), including sizes and quantities, see Landscape Planting Plan, L6.1 and L6.2. The planting scheme includes hardy drought-tolerant plantings, such as Honey Locust, Kinnikinnick, Sword Fern, Blue Oat Grass, Sedum, Sage and so on. For paving, walls, fences, and other landscape elements, see Landscape Site Plan, L3.1 and L3.2. For existing site trees, see Landscape Demolition and Protection Plan, L2.0. For site grading, see Landscape Grading Plan, L5.1 and L5.2.

Staff Assessment: Staff consider this condition to be met, with the exception of the requirement to provide detailed grading plan (see conditions A.1.12 and A.2.5).

Rezoning Condition (xxvii): Provision of a comprehensive and detailed Certified Arborist report on the assessment of all site trees, feasibility of retaining trees located close to excavation for the proposed building, including risks to, and methods for, the safe retention of existing trees. The report must also contain commentary regarding risk to the trees on City property and on the Kerrisdale Elementary School property to the east;

Note to Applicant: The report must include specific details about the method of protecting the trees listed as being retained. It is important for the trees to be preserved for the long term. Commentary must include risks to the health of trees located close to the excavation with measurable limits to excavation for trees with roots located within the building envelope. As well the report must include a written assessment by a professional tree mover or Certified Arborist on the feasibility of, risks and methods involved in the successful relocation of trees as noted on the Tree Preservation Plan;

Applicant Response: See Arbortech Consulting's "Tree Inventory and Assessment List" and the "Tree Management Drawing". The Arborist Report and related drawings contain commentary regarding risks to the trees on site, on City property, and on the Kerrisdale Elementary School property.

Staff Assessment: Staff consider this condition to be met.

Rezoning Condition (xxviii): Provision of a Construction Management Plan for tree retention

Note to Applicant: The plan should consider excavation and building materials storage, construction access and vehicle maneuvering during the construction process. For more details refer to Section 3.3, Tree Retention, Relocation and Replacement Guidelines, Private Property Tree By-law.;

Applicant Response: The Construction Management Plan for tree retention will be provided by the awarded Contractor. The Plan will follow guidelines and recommendations provided in the Arborist Report.

Staff Assessment: Not met. Condition A.1.15 requires provision of the Construction Management Plan.

Rezoning Condition (xxix): Provision of a legal survey illustrating the following information:

- (1) Existing trees 20 cm caliper or greater on the development site; and
- (2) The public realm (property line to curb) including existing street trees, street utilities such as lamp posts, fire hydrants, etc. adjacent to the development site.;

Applicant Response: See Ken K. Wong and Associate's legal survey, dated March 27, 2013.

Staff Assessment: Staff consider this condition to be met.

Rezoning Condition (xxxii): Design development to provide a high standard of noise mitigation including provision for ventilation so that residents are able to close their windows during the summer months.

Staff Assessment: This condition applies to the residential building, which is evaluated in a separate report.

• **Response to Heritage Rezoning Conditions of Approval:**

Rezoning Condition (xvi): Design development to provide increased separation between the new church annex building from the existing Knox United Church;

Applicant Response: The L-shaped floor plan has been reversed and adequate separation between the existing church and the new building has been achieved. Refer to floor plans and elevations.

Staff Assessment: This condition has been met.

Rezoning Condition (xvii): Design development to the new church annex building to eliminate elements which directly reference or replicate features on the heritage church;

Note to Applicant: While the overall design and expression of the new building are acceptable, features such as the "capped pilasters" and similar elements on the church are not to be replicated on the new building so that it is clear that the new building is contemporary but stylistically sympathetic to the heritage church.

Applicant Response: Elements replicating or with direct reference to the existing church features have been eliminated. Refer to pages A4 and A6.

Staff Assessment: This condition has been met.

Rezoning Condition (xviii): Provision of a finalized Statement of Significance, a complete Heritage Conservation Plan, and drawings indicating the scope of rehabilitation work for The Knox United Church located at 5590 Balaclava Street;

Note to Applicant: See condition(c)(xxxviii)(1) below concerning the Heritage Revitalization Agreement. The Conservation Plan is to be completed prior to proceeding to public hearing for Council's approval of any bylaws. The purpose of the plan is to identify the scope of the work for the heritage building and to identify the proposed rehabilitation work. The proposed heritage work should be included on the development permit drawings as a series of construction notes, and supported by current photos of the building. The rehabilitation drawings are to be lodged in development permit application number DE413271 and any outstanding fees are to be paid on this application prior to proceeding to public hearing.

Applicant Response: Refer to attached Heritage Conservation Plan.

Staff Assessment: Condition has been met.

• **Response to Engineering Rezoning Conditions of Approval:**

Rezoning Condition (xxiv): Arrangements to the satisfaction of the General Manager of Engineering Services for the following:

(2) Any church or condominium passenger drop-off/pick-up area must be designed to allow one vehicle to pull out and pass another, which is stopped;

Note to Applicant: the proposed design is inadequate.

Applicant Response: The drop-off / pick-up area was redesigned to allow vehicles to pull out and pass another. In consultation with a traffic consultant, we relocated the pick-up / drop-off zone for the residential building towards west along the driving aisle. The lay-by is approximately 6m long and accommodates one car. The centre island with a rollover curb was extended towards south, which will restrict vehicles from temporarily stopping / parking within the mini-roundabout fronting the residential building. Vehicles using the lay-by will continue to use the mini-roundabout to exit the site. Pick-up/drop-off only signs will be posted around the church area to limit the vehicles dwelling in that area. Refer to pages A1.0.

Staff Assessment: This condition has been partially satisfied. Conditions A.2.5 and A.2.6 seek further clarification on design elevations of the new driveway, as well as identification and labeling on plans to indicate passenger drop-off spaces and any restrictions on users.

(3) Parking spaces for the child care staff and daycare drop-off spaces should be identified on plans and listed within the tech table;

Note to Applicant: Child care drop-off spaces must be regular full size spaces;

Applicant Response: Full size parking spaces for child care staff and drop-off are identified in the plan, refer to page 1324-A2.2.

Staff Assessment: Condition A.2.2 seeks modification of the location of child day care facility drop-off spaces because the current proposal results in conflict between vehicles entering and exiting to the new lane.

(7) Garbage and recycling facilities should be supplied for both buildings and clarification of pick up operations is required. Please contact Engineering, Solid Waste Branch regarding recycling and garbage space needs;

Applicant Response: Garbage and recycling rooms are provided for each building. Refer to pages 1319-A2.1 and 1324-A2.2.

Staff Assessment: Partially satisfied. Condition A.2.8 seeks confirmation that a waste hauler can access and pick up from the location shown.

● **Response to Other Rezoning Conditions of Approval:**

Rezoning Condition (xxxv): Further design development to the configuration and site plan for the 20-space preschool childcare facility to be in accordance with the Provincial Community Care Facilities Licensing requirements and the City of Vancouver Childcare Design Guidelines;

Note to Applicant: Prior to commencing any redesign work with regard to the childcare facility it is suggested that you arrange to meet with Community Care Facilities Licensing and Social Development staff to discuss space configurations. Consider relocating the childcare facility on the main of the church annex building to provide contiguous play space at grade where a more natural outdoor environment can be provided. Consider providing a kitchen for food preparation for the childcare facility. If the kitchen on the first floor of the church annex is to be used by the childcare facility, clarification will be needed as to plans for the shared kitchen facility. Consider providing a designated "quiet room" or space as prescribed by Council's Childcare Design Guidelines. Consider providing a secured vestibule for the elevator and secure access for the stairway entrance to improve security within the childcare facility. Consider providing space for an art sink within the activity area.;

Applicant Response: We prepared plans according to the City of Vancouver Childcare Design Guidelines and we reviewed these plans with Community Care Facilities Licensing and Social Development, who expressed satisfaction with the design. All the required spaces were added to the daycare facility: kitchen, quiet room, art sink. Due to the very limited space available for the building, the daycare had to be maintained on the 2nd floor; however the outdoor play area was oriented south, benefitting from most sunlight during the day. The outdoor play area has a covered part as per guidelines. Refer to page A3.1.

Staff Assessment: This condition has been met, with one condition (A.1.21) to revise the perimeter fence for the preschool's outdoor place space.

- **Conclusion:** Staff support this application for a new annex for Knox United Church, subject to the conditions noted.

URBAN DESIGN PANEL

The Urban Design Panel reviewed this application on October 7, 2015, and provided the following comments:

EVALUATION: SUPPORT (3-2)

- **Introduction:** Sailen Black, Development Planner, introduced the project as being north of 41st Avenue, on Balaclava in the Dunbar neighbourhood. The site currently contains Knox United Church, and is adjacent to Kerrisdale Elementary School to the immediate east. To the north and across Balaclava to the west the zoning is for single-family, and across 41st Avenue is Crofton House School.

A CD-1 rezoning was approved in principle by Council in 2009. This established the density, height and setbacks of a four-storey multiple dwelling designed for seniors. The rezoning required any design to achieve a minimum LEED Silver rating. Knox United Church is listed on the Vancouver Heritage Registry as a "B" building.

The application was reviewed by the Urban Design Panel on April 8, 2015 and was not supported. Minutes from the meeting included the following comments:

Panel's Consensus on Key Aspects Needing Improvement

- *Design development to improve the expression of the Annex;*

Related Commentary

[...] they found the vocabulary of the annex at odds with the site. Although they agreed that it could be different from the church and residential they thought the design seemed too complicated. As well some Panel members found the entry and approach to be too harsh and abrupt especially with the angular roof. They noted that the design was not complimentary to the existing church.

Some Panel members thought the location of the multipurpose room for the annex was problematic. They suggested flipping the annex with the church as it blocks a lot of light to the courtyard. As well they noted that although the children's play area in the south was a good location for this use, they didn't support the long walk over concrete to get there.

The proposal is to construct a two-storey annex at the east side of the existing Knox United Church. The existing Fellowship Centre will be replaced with a new two storey Annex, with offices on first floor and a child day care facility above for 20 children. Pedestrian and vehicle access will be from a midblock driveway on the south side.

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

- 1) The application's response to the previous Panel comments
 - 2) The revised exterior design in terms of expression, colours, and materials
- **Applicant's Introductory Comments:** The applicant team introduced the project and noted that the area that previously had a long entry stair has been revised with consideration to ensure that the exiting in the area was correct. The massing was also taken into consideration as a big concern previously was how imposing the massing appeared.

The previous Panel had suggested relocating the multi-purpose room. However, after much consultation it was determined that it was critical for the multi-purpose room to retain a direct connection with the church, and remain directly accessible by the public as the room is for semi-public use. It is also important that the multi-purpose room have a direct connection to the courtyard, as the outdoor space will function as a reception area.

Due to the changing grade an accessible lift has been added, as well as a stair. The daycare is on the second floor, and the play area is currently in the best location possible in order to create connections between kids of different ages.

The building expression has been toned down and the materials have been changed. There was a previous concern about the timber elements creating too much of a 'Whistler' feel, which was not appropriate to the character of the existing church. The covered walkways have also been simplified to make them engage more with the building.

- **Panel's Consensus on Key Aspects Needing Improvement:**
 - Design development to simplify the form and make it respond better to the church
 - Stronger heritage consideration with regards to the covered connection to the church
 - Additional consideration of the colours as they currently seem too bold
- **Related Commentary:**

The panel noted that this proposal seems to be an improvement, and has addressed previous panel commentary. However, the form should be further simplified as it appears to be too busy and overpowers the church. The relationship of the canopy to the church does not seem appropriate.

Some members thought that the proposal seems like three separate buildings on the site, and the courtyard should feel like a church cloister garden in order to unify them. There needs to be more of a unified approach to the building relationships.

The colour scheme should be reconsidered and perhaps be more limited or the shades should be toned down a bit.

Overall the project is on the right track but further refinement is needed.

Applicant's Response: The applicant team appreciated the comments, and noted that everyone has a different opinion on colour. The character of the annex to the existing church should be seen as quite distinct. Covered access is needed between church and building but it was agreed that it could be more respectful of the existing building.

ENGINEERING SERVICES

Consolidation of the sites is required prior to issuance of development permit, including closure and sale of the existing east-west laneway, creating a northern parcel for the church and proposed annex building and a southern parcel for the proposed residential building. In order to maintain the services provided at the existing church annex building, it is proposed that the new annex building will be constructed prior to demolition of the existing building. A reciprocal access agreement will be required to maintain access for the church and annex services while independent access for each site cannot be maintained (see Condition A.2.1).

Condition A.2.3 seeks appropriate arrangements to properly decommission the east-west laneway. Staff will seek permission to close the laneway through a separate report to Council.

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

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

The recommendations of Planning and Development Services are contained in the prior-to conditions noted in Appendix A.

LANDSCAPE

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

HOUSING POLICY & PROJECTS / SOCIAL POLICY & PROJECTS / CULTURAL SERVICES

Community Care Facilities Licensing (CCFL) staff reviewed the proposal for the pre-school. Regarding outdoor play space, the perimeter fence around the outdoor play space should be glass and a minimum 8 feet and non-scalable. The proposal currently shows a fence that is “min 5’ glass”. Standard condition A.1.21 seeks a perimeter fence that meets CCFL requirements.

BUILDING REVIEW BRANCH

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

To ensure that the project does not conflict in any substantial manner with the Building By-law, the designer should know and take into account, at the Development Application stage, the Building By-law requirements which may affect the building design and internal layout. These would generally include: spatial separation, fire separation, exiting, access for physically disabled persons, type of construction materials used, fire fighting access and energy utilization requirements.

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

NOTIFICATION

Two site signs were placed on the sites, one facing Balaclava Street and one facing West 41st Avenue, and their installations were verified on March 11, 2015. On March 12, 2015, 513 notification postcards were sent to neighbouring property owners advising them of the application, and offering additional information on the City's website. On December 2, 2014 the owner hosted a pre-application open house. 36 people attended. On October 6, 2015 the City hosted another open house to present design revisions. 21 people attended this and 2 written comment forms were submitted.

To date, a total of 37 written responses have been received. 6 respondents indicated support for the proposal. (Some residents were motivated, in part, to express their support for the proposed development because of their stated disagreement with a 48 page, anonymous document which was delivered to homes throughout the neighbourhood, detailing opposition to the development.) 29 respondents either opposed the proposal outright, or indicated serious concerns. Two respondents requested additional information about the project. Comments received from the notification are summarized into the following categories:

Pedestrian Connection Through Site

The Dunbar Residents Association highlighted the rezoning condition requiring examination of the feasibility of maintaining the existing pedestrian access through this site, to the property to the east (Kerrisdale Elementary).

Staff Response: Staff recommendations on pedestrian access to the east are contained in the report for the adjacent site (DE418802).

Impacts on Neighbour to the North: Some respondents requested that attention be paid to minimizing the impacts of the new annex building on the neighbours to the north.

Staff Response: Additional design development is recommended to address this concern (see Condition 1.1).

Construction Noise, Dust, and Vibration: Neighbours of this development were concerned about these impacts on their quality of life during construction.

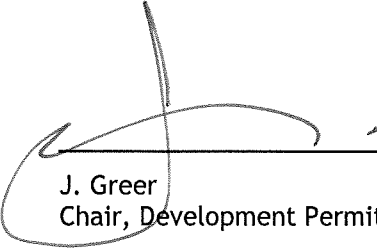
Staff Response: Staff Response: Construction on the site would be subject to City of Vancouver Noise Control By-Law #6555 which limits construction on private property between 7:30am and 8pm on any weekday that is not a holiday and between 10am to 8pm on any Saturday that is not a holiday.

DEVELOPMENT PERMIT STAFF COMMITTEE COMMENTS:

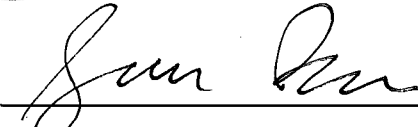
The Staff Committee has considered the approval sought by this application and concluded that with respect to the Zoning and Development By-law it requires decisions by the Development Permit Board.

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.

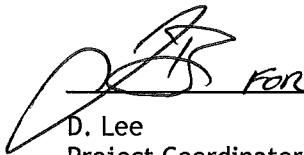
The Staff Committee is confident that the proposal is consistent with the rezoning and supports the application with the conditions contained in this report.



J. Greer
Chair, Development Permit Staff Committee



S. Black, Architect AIBC
Development Planner



D. Lee
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 the pending CD-1 By-law can and does become enacted by City Council;

A.1.2 the proposed Form of Development can and does become approved by City Council;

A.1.3 compliance with Section 4.2 (Density) of the CD-1 by-law;

Note to Applicant: A text amendment application is currently under process in our Planning/Rezoning Department and requires a decision from City Council regarding a correction to the maximum floor area of sub-area 1 in the CD-1 By-law. An incorrect maximum floor area of 1,087m² for Sub-Area 1 and 9,222m² for all uses is identified in the Density Section of the Draft CD-1 Bylaw. These figures should be corrected to 1,226m² and 9,361m² respectively.

A.1.4 compliance with Section 4.8 of the Parking Bylaw by providing a minimum of one disability parking space for the Daycare Use;

Note to Applicant: Currently one additional disability parking space is provided for the Church Use and should be relocated for the use of the Daycare.

A.1.5 reduction in the number of small car parking spaces for the church use to no more than 10;

Note to Applicant: Currently there are 12 small car parking spaces and only 10 are permitted.

A.1.6 compliance with the Parking, Loading and Bicycle Parking section of the Draft CD-1 Bylaw by providing a minimum of 3 Class B bicycle spaces for the daycare staff;

A.1.7 notation on the drawings of safety features at the parkade levels, consistent with the notes provided at 5668 Balaclava Street (DE418802);

A.1.8 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.1.9 an acoustical consultant's report shall be submitted which assesses noise impacts on the site and recommends noise mitigation measures in order to achieve noise criteria;

A.1.10 written confirmation shall be submitted 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; and
 - 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;
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- A.1.11 identification on the architectural and landscape drawings of any built features intended to create a bird friendly design;

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

Standard Landscape Conditions

- A.1.12 submission of a Grading Plan coordinated with site sections to clarify site grading and compatibility at shared property boundaries;

- A.1.13 design development to the siting of any surface- mounted electrical infrastructure (pad-mounted transformer) to be fully screened as viewed from the street edge;

Note to Applicant: The proposed PMT at northwest corner of the site should be shifted towards the church to accommodate a row of minimum 4 foot high hardy decorative low- maintenance shrubs on private property. Suggest Mahonia augustifolia (Oregon Grape), Cedar hedging, or tall grasses.

- A.1.14 underground parking structures to be designed to provide maximized growing medium depth and volumes (exceed BC Landscape Standard) for landscaped planters over slab condition;

Note to Applicant: Public and private trees should be planted at grade, wherever possible, and not placed in above grade planters to achieve soil depth. Variations in the slab may be required in combination with appropriate growing medium. Wherever possible, in the horizontal plane, soils should be contiguous to maximize soil volumes. To accommodate trees in planters, angle, notch or depress the underground parking slab to maximize planter depth (1 m across and 1.2 m downward).

- A.1.15 provision of a Construction Management Plan for tree retention;

Note to Applicant: The plans should consider excavation and building materials storage, construction access and vehicle maneuvering during the construction phase, including excavation. Refer to Section 7, "Protection of Trees during Construction" in the Protection of Trees By-law.

- A.1.16 improved coordination of arboricultural notation on the Tree Demolition and Preservation Plan L2 with the arborist report submitted by Arbortech Consulting;

Note to Applicant: Update L2 to include protection highlights notes on the Tree Management Drawing.

- A.1.17 provision of confirmed trenching locations for utility connections, avoiding conflict with tree root zones and addition of the following note:

"Trenching for utility connections to be coordinated with Engineering Department to ensure safe root zones of retained trees. Methods of tree protection for street trees to be approved by Park Board".

Note to Applicant: Methods of tree protection for street trees (as approved by Park Board) to be shown on plan.

- A.1.18 provision of larger-scale architectural sections and details at ½ “=1’-0” coordinated between architectural and landscape drawings to illustrate:
- i. proposed planters on structures with dimensions to confirm growing medium depth and volumes, and material labels;
 - ii. proposed fences, gates, over-height fence (trellises), play structures and other landscape features applicable to this proposal;
- A.1.19 provision of written confirmation that an ISA Certified Arborist will supervise work close to retained City-owned and Vancouver School Board trees as recommended in arborist report submitted by Arbortech Consulting, and consult with the Park Board Arborist about required tree work;

Note to Applicant: Arborist supervision letter should identify trees and phases of construction of the site where the Project Arborist must supervise tree protection, particularly where the plans depict any work that encroaches into a minimum root protection zone; letter to contain signatures of property owner, General Contractor and Arborist. Contact Cabot Lyford, Park Board, ph: 604-257- 8587 to discuss City-owned trees.

Crime Prevention Through Environmental Design (CPTED)

- A.1.20 design development to respond to CPTED principles, having particular regards for:
- i. theft in the underground parking;
 - ii. break and enter; and
 - iii. mischief in alcoves and vandalism, such as graffiti;

Note to Applicant: Security upgrades must be provided to the existing Church building, as the Church has expressed concern over past break-ins.

Housing Policy & Projects / Social Policy & Projects / Cultural Services

- A.1.21 provision of perimeter fence around the outdoor play space that is glass and a minimum 8 feet in height and non-scalable;

A.2 Standard Engineering Conditions

- A.2.1 arrangements for a temporary Easement Agreement and Section 219 Covenant for the retention of existing daycare located within the existing annex building until the new child day care facility within the Knox Fellowship building is completed.
- A.2.2 modify the location of the child day care facility drop-off spaces to the satisfaction of the General Manager of Engineering Services elsewhere in the parking garage;

Note to Applicant: For example, they could be located in parking spaces 8, 9 & 10 and if possible parking space #20 could be removed to make a pathway for parents to access the lobby vestibule and elevator. The location of the drop-off spaces as proposed results in conflict between vehicles entering and exiting to the new lane.

- A.2.3 arrangements to the satisfaction of the General Manager of Engineering Services for the closure of the laneway including associated road works and removal and decommissioning of all existing utilities and services;
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Note to Applicant: The applicant is responsible for all arrangements and costs related to decommissioning the lane including but not limited to: reestablishing the sidewalk and boulevards on Balaclava; removal of the two existing catch basins and sealing of the storm sewer lead; removal and relocation of all City street lighting and traffic signal infrastructure including provision of an alternate power source for new facilities; and all arrangements required with third-party utilities. For more information on Sewers infrastructure, contact Jim Burnett of the Sewers and Drainage Design Branch at 604-873-7464. For more information on street lighting and traffic signal work please contact Rodel Arroyo, Utilities Management Branch, at 604-873-7474.

- A.2.4 design and location of all crossings, to the satisfaction of the General Manager of Engineering Services;

Note to Applicant: Curb returns are to be deleted and a standard City crossing should be shown. Submission of a crossing application is required.

- A.2.5 provision of additional design elevations along the new driveway and notation of the slope shown on plans;
 - A.2.6 identification and labeling on plans, and with signage for clarity on-site, any passenger drop-off spaces provided along the new driveway and if these are intended to be shared between all users or existing specifically for the residential building.
 - A.2.7 provision of a separate application to the General Manager of Engineering Services for street trees and or sidewalk improvements is required. Please submit a copy of the landscape plan directly to Engineering for review;
 - A.2.8 clarification of garbage pick-up operations. Confirmation that a waste hauler can access and pick up from the location shown is required. Pick up operations should not require the use of public property for storage, pick up or return of bins to the storage location.
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B.1 Standard Notes to Applicant

- B.1.1 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 18, 2015. 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.1.2 It should be noted that if conditions 1.0 and 2.0 have not been complied with on or before **May 31, 2016** this Development Application shall be deemed to be refused, unless the date for compliance is first extended by the Director of Planning.
- B.1.3 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.1.4 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.1.5 A new development application will be required for any significant changes other than those required by the above-noted conditions.
- B.1.6 Detailed drawings of the Child Care Facility to be submitted to and reviewed by CCFL for compliance with the CCF Act and Child Care Regulation.

Note to Applicant: The application must meet the requirements of the CCF Act and Adult Care Regulations prior to approval at Building Permit 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 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 12th floor of 601 West Broadway. Should compliance with the health Acts necessitate changes to this permit and/or approved plans, the owner is
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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 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.

Building Review Branch - Preliminary Comments

The following comments have been made by the Processing Centre - Building Branch and are based on the preliminary drawings submitted by RHA on January 26, 2015 for the proposed Development Permit. This is a preliminary review in order to identify major issues which do not comply with Vancouver Building By-Law #10908 2014 as amended (V.B.B.L.).

1. Access routes to the principal entrance of the office/school building is more than 15m from the closest portion of the access route contradicting V.B.B.L. 3.2.5.5.(2)
2. Access route shall comply with V.B.B.L. 3.2.5.6.
3. Stairs from parkade in 4-storey residential building shall terminate at level-0 in compliance with V.B.B.L. 3.3.6.7.(3) as this level having the amenity and residential storage spaces is the first level having an occupancy other than storage garage.
4. The exit from the parkade shall be physical separated from the exit from residential floor above at the level it leaves the building in a way that does not allow access to the residential floor through the parkade exit.
5. Access between the storage garage and the 4-storey residential building shall be through vestibules in compliance with V.B.B.L. 3.3.5.7.
6. The exterior exit stairs from the 2nd floor deck of the office/school building need to be protected from exposed to unprotected openings of the multipurpose room.
7. Spatial separation shall comply with Subsection 3.2.3 of V.B.B.L.
8. The maximum area of glazed openings of the exposing faces of the buildings on this lot which are facing each other shall be calculated based on limited distance from an imaginary property line drawn between the said two buildings.
9. The proposed access to exit from the roof indicates the occupant load on the roof does not exceed 60 people. Identify maximum roof occupant load on the drawings at the building permit application stage.
10. Green roof shall comply with V.B.B.L. 3.1.14.4.

Written confirmation that the applicant has read and has understood the implications of the above noted comments is required and shall be submitted as part of the "prior to" response. The applicant may wish to retain the service of a qualified Building Code consultant in case of difficulty in comprehending the comments and their potential impact on the proposal. Failure to resolve these issues may jeopardize the ability to obtain a Building Permit or delay the issuance of a Building Permit for the proposal.
