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CITY OF VANCOUVER  
PLANNING & DEVELOPMENT SERVICES

DEVELOPMENT PERMIT STAFF COMMITTEE REPORT  
April 06, 2016

FOR THE DEVELOPMENT PERMIT BOARD  
July 25, 2016

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1661 DAVIE STREET (COMPLETE APPLICATION)  
DE419982 - C-5A

SDB/JMB/WL/LM

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#### DEVELOPMENT PERMIT STAFF COMMITTEE MEMBERS

**Present:**

J. Greer (Chair), Development Services  
C. Joseph, Engineering Services  
D. Naundorf, Housing Policy and Projects

**Also Present:**

S. Black, Urban Design & Development Planning  
J. Bosnjak, Development Services  
W. LeBreton, Development Services  
A. Gillman, Housing Policy and Projects

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**APPLICANT:**

Dallas Hong  
Henriquez Partners Architects  
598 West Georgia St  
Vancouver, BC V6B 2A3

**PROPERTY OWNER:**

Crombie REIT  
521 - 54th Avenue NW  
Calgary, AB T2K 5S2

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#### EXECUTIVE SUMMARY

- **Proposal:** To develop the site with a 21 storey and 23 storey building containing 319 dwelling units (all secured market rental on levels 3 to 23), over three levels of a commercial podium consisting of retail store(s), liquor store and a grocery store, all over three levels of underground parking, having proposed vehicular access from Davie Street and the lane.

See Appendix A Standard Conditions

Appendix B Standard Notes and Conditions of Development Permit

Appendix C Applicant's Design Rationale, Plans, and Elevations

Appendix D Additional Shadow & View Studies

● **Issues:**

1. Proposed parkade entry across Davie Street sidewalk
2. Refinements to architectural and landscape elements

- **Urban Design Panel: Support**
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**DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATION: APPROVE**

THAT the Board APPROVE Development Application No. DE419982 submitted, the plans and information forming a part thereof, thereby permitting the development of a 21 storey and 23 storey building containing 319 dwelling units (all secured market rental on levels 3 to 23), all over three levels of a commercial podium consisting of retail store(s), liquor store and a grocery store, all over three levels of underground parking, having proposed vehicular access from Davie Street and the lane, 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 Arrangements for the removal of the sidewalk crossing and parking access on Davie Street and restoration of sidewalk upon the earlier of:
- A. the date by which the number of vehicles entering the Davie St parking access falls below 280 vehicles per day, or
  - B. the date the General Manager of Engineering Services determines that the sidewalk crossing and parking access must be closed for safety or other reasons.

The arrangements for the removal and restoration will be to the satisfaction of the General Manager of Engineering Services, the General Manager of Planning and Development Services and the Director of Legal Services. Applicant must provide a strategy to reduce use of this crossing and undertake design development to physically prevent access to non-commercial parking from Davie Street. The parkade must be designed such that all parking spaces are accessible via the lane when the Davie Street crossing is closed; (Refer also to standard conditions A.2.2 and A.2.3.)

**Note to Applicant:** Arrangements will include statutory rights of way in favour of the City to carry out the owner's obligation should the owner fail to do so; the owner will be required to deliver a letter of credit in the amount to the satisfaction of the City Engineer to remove the sidewalk crossing and the parking access and restore public property prior to issuance of the first occupancy permit for the property. One month after first occupancy and every 12 months thereafter, the applicant must provide 72 hour vehicle counts at the Davie Street parking access covering a typical Tuesday, Wednesday and Thursday to quantify inbound vehicle volumes.

- 1.2 provision of a comprehensive design strategy, and arrangements as necessary, to improve the safety of pedestrians using the Davie Street sidewalk around the vehicle crossing, to the satisfaction of the General Manager of Engineering Services and the Director of Planning;

**Note to Applicant:** Strategy should consider lighting, materials, grade changes and other built features to slow down vehicles entering and leaving and all non-standard treatments must be maintained by the owner. Design must reflect pedestrian priority use of the sidewalk. Built features to be shown and annotated on the plans, sections and elevations.

- 1.3 compliance with Section 4.3.2 - Height, of the C-5A District Schedule;

**Note to Applicant:** The proposed design adds shadowing to the open space of Lord Roberts Elementary School and staff do not support the proposed rooftop structures. Continuous horizontal elements such as parapets must be at or below 64 m in height. Transparent elements such as guard rails that are required for a common access green roof designed to meet the Roof-Mounted Energy Technologies and Green Roofs bulletin may be considered as exemptions from this limit. Confirmation of view cone compliance will also be required (contact: Dean McKay [dean.mckay@vancouver.ca]). See also Condition A.1.3.

- 1.4 arrangements to the satisfaction of the Chief Housing Officer and the Director of Legal Services to enter into a Housing Agreement and/or section 219 Covenant securing all 319 residential units as rental housing for 60 years or the life of the building, whichever is greater and subject to the following additional conditions in respect of those units:
- (a) That such units may not be subdivided by deposit of a strata plan;
  - (b) That none of such units may be separately sold;
  - (c) That none of such units will be rented for less than one month at a time.

On other such terms and conditions as the Managing Director of Social Development and the Director of Legal Services may in their sole discretion require;

**Note to Applicant:** This condition will be secured by a Housing Agreement to be entered into by the City by by-law enactment pursuant to section 565.2 of the Vancouver Charter and/or a Section 219 Covenant.

- 1.5 design development to the commercial spaces as follows:
- (a) revision of the retail units below Safeway to provide entryways level with the adjacent public sidewalk, interior floors within 2 ft. (0.61 m) of the adjacent sidewalk grade, and ceiling heights of at least 12 ft. (3.66 m);
  - (b) design development to the commercial façade in response to the C-5A District Schedule;
  - (c) provision of a reference design to replace the Davie Street driveway with commercial retail space when the crossing is removed;

**Note to Applicant:** Intent is to improve the commercial viability of these units and reflect some of the small-scale pattern of West End shops. The revisions in item (a) are intended to provide a regularized connection to the sidewalk grade and standard ceiling heights, avoiding sub-standard ceilings or significantly below-grade levels. This will require stepped slabs in the commercial units and adjustments to the layout of the grocery space above. Provide a schematic design for conversion of the Davie Street parkade entry space to a commercial unit in the future (per Condition 1.1). See also standard condition A.2.2. The revisions in item (b) can be addressed by dividing the exterior treatment including the Safeway portion into 25 ft. (7.62m) increments through architectural expression. Exterior glazing is to primarily clear and provide sight lines between the active retail areas and the street. The amount of commercial space at grade should not be reduced in meeting these conditions.

Section 4.2.1 of the District Schedule requires occupancies at grade to be limited to no more than 25.3 ft. (7.71m) width, and Section 4.17.1 recommends specific measures to facilitate pedestrian interest. While staff may consider the proposed interior dimensions of this occupancy under the by-law provision for an existing grocery store, the exterior design on Davie Street must be improved as noted in this condition.

Reference design is to be attached as a part of the agreement in Condition 1.1.

- 1.6 provision of an accessible setback along Davie Street at least 7 ft. (2.13m) wide and level with the sidewalk;  
**Note to Applicant:** Setbacks in the West End Community Plan are intended to support a generous and uninterrupted pedestrian environment that expands the sidewalk space. While provided at some locations, elements on the plan appear to reduce this setback at grade and above grade. In particular, grade changes, staircases and walls more than 2 ft. above the sidewalk grade should be removed from the setback. Portions of the setback not used for active commercial storefront should be landscaped to provide significant greenery, opportunities for pedestrians to rest, and similar complements to Davie Street. An updated drawing showing the public realm interface continuously across the site should be provided. Aside from canopies, architectural elements located well above the public realm interface may be set back 3.5 ft. (1.07m). See also standard condition A.2.4.
- 1.7 design development to reduce the extent of projecting elements on the lower portion of the residential levels that affect private views and natural light;  
**Note to Applicant:** Intent is to reduce the effect of the building on nearby residents and the public realm, especially on the levels that exceed the recommended floor plate size in the West End Community Plan.
- 1.8 design development to improve sight lines from the living space of family sized units onto the play area of the common amenity;  
**Note to applicant:** Units such as 407 (east tower) and 606 (west tower) do not currently provide this opportunity. Overlook should be available from a living room or kitchen.
- 1.9 design development to improve the visual prominence of the residential building entries within the streetscape;  
**Note to Applicant:** This can accomplished by a more distinctive and notable canopy and doorway area for the future residents that competes better with the proposed scale of the commercial entries.
- 1.10 provision of a 12 ft. (3.7 m) setback from the interior property line for those portions of building over 28 ft. (8.5 m) in height;  
**Note to Applicant:** Intent is to reduce the scale of opaque wall facing the outdoor common space and residences of the adjacent property. The approved design of the neighbouring residential podium includes an outdoor area with spaces for childrens' play. The proposed solid wall along the interior property line (on the west elevation) extending 22 ft. (6.71m) above the neighbour's parapet should be reduced in scale above grade to be comparable with the two-storey podium that is recommended in the West End Community Plan for this area. This will require adjustment to the ceiling heights for a portion of the grocery store and to the roof decks above. Landscaping should also be used to screen the view of this wall (see Landscape condition A.1.17).
- 1.11 provision of a continuous and more generous weather protection along the Davie Street frontage;

**Note to Applicant:** Intent is to ensure fulsome coverage for pedestrians in Vancouver's winter climate and make this street 'rain friendly' as noted in the Transportation 2040 Plan (see also standard condition A.2.18). Canopy should extend horizontally from ground floor wall for a distance that is at least 70% of the canopy's height above the sidewalk. For example, a canopy that is 10 ft. (3.05m) above grade should provide 7 ft. (2.13m) of cover from the elements.

- 1.12 design development to the lane interface, incorporating both architectural and landscape improvements to create a greener and more attractive experience for pedestrians (see condition A.1.15);

**Note to Applicant:** Substantial on-site planting in combination with trellises and other improved wall treatments should be used to screen and vary the long expanse of solid wall.

- 1.13 design development to the tower exteriors to avoid a primarily glass façade;

**Note to Applicant:** Intent is to better meet the built form expectation of the West End Community Plan for the Lower Davie area that building materials should include a variety of materials, rather than consist primarily of glass façade, and reflect the architectural character of surrounding buildings. Consider the use of alternate materials such as the bronze proposed at the base.

- 1.14 provision of enlarged details and an expanded finish key on the elevation drawings for the bronze fins, fritted glass and LED colour lighting at the grocery level intended to create a dynamic façade as described in the application;

**Note to Applicant:** Include notation of the finish, materials, colours and dimensions for each exterior surface.

- 1.15 consideration to improve the sustainable design of the building envelope;

**Note to Applicant:** Intent is to reduce the energy required to heat and cool this building. This may be accomplished through the use of solar shading, triple glazing and the avoidance of thermal bridging at window frames and projecting concrete structures such as balconies. Consider the use of thermally broken door and window frame, and either insulating the concrete balconies or installing thermal breaks

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 (MAXIMUM)	MINIMUM	PROPOSED																		
Site Size <sup>1</sup>	-	-	39.934 m x 110.659 m																		
Site Area <sup>1</sup>	-	-	4,418.7 m <sup>2</sup>																		
Height <sup>2</sup>	64 m (Discretion by DPB) 18.3 m (Outright)		West Tower Top of Parapet 62.23 m West Tower Top of Guardrail 63.04 m West Tower Top of Elevator 69.35 m East Tower Top of Parapet 64.19 m East Tower Top of Guardrail 64.98 m East Tower Top of Roof 66.73 m East Tower Top of Elevator 71.00 m																		
Floor Area <sup>3</sup>	30,931 m <sup>2</sup> (Section 5.1) 9,721 m <sup>2</sup> (Outright)	-	Commercial 4,924 m <sup>2</sup> Dwelling Units 23,588 m <sup>2</sup> Total 28,512 m <sup>2</sup>																		
FSR <sup>3</sup>	7.00 (Section 5.1) 2.20 (Outright)	-	Commercial 1.11 Dwelling Units 5.34 Total 6.45																		
Balconies	2,818 m <sup>2</sup>		2,474 m <sup>2</sup>																		
Amenity	1,000 m <sup>2</sup>		347 m <sup>2</sup>																		
Rear Yard		4.5 m (Residential)	5.15 m																		
Frontage <sup>4</sup>	7.7 m		- individual occupancies are greater than 7.7 m;																		
External Design <sup>5</sup>		- specific design features as described in this regulation;	- see table on Pages 11 & 12;																		
Parking <sup>6</sup>	Commercial 43 Spaces	Commercial 34 Spaces  Disability 3 Spaces  Residential 168 Spaces  Disability 12 Spaces	<b>Commercial Total: 117 Spaces</b> Standard 107 Small Car 5 Disability 5  <b>Residential Total: 135 Spaces</b> <table style="margin-left: 20px;"> <tr> <td></td> <td style="text-align: center;">Stalls</td> <td style="text-align: center;">Incl. Bonus</td> </tr> <tr> <td>Standard</td> <td style="text-align: center;">102</td> <td style="text-align: center;">102</td> </tr> <tr> <td>Small Car</td> <td style="text-align: center;">21</td> <td style="text-align: center;">21</td> </tr> <tr> <td>Disability</td> <td style="text-align: center;">12</td> <td style="text-align: center;">24</td> </tr> <tr> <td>Car Share</td> <td style="text-align: center;">6</td> <td style="text-align: center;">30</td> </tr> <tr> <td><b>Total</b></td> <td style="text-align: center;"><b>135</b></td> <td style="text-align: center;"><b>177</b></td> </tr> </table> (6 Car Share Spaces are in Commercial Portion of Parking Area)		Stalls	Incl. Bonus	Standard	102	102	Small Car	21	21	Disability	12	24	Car Share	6	30	<b>Total</b>	<b>135</b>	<b>177</b>
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Loading <sup>7</sup>		Class A 0    Class B 5    Class C 1	Class A 1    Class B 4    Class C 1																		
Bicycle Parking <sup>8</sup>		Class A 409    Class B 12 Total	Class A 409    Class B TBC Total																		

Use <sup>9</sup>			<ul style="list-style-type: none"> <li>- Retail Store</li> <li>- Liquor Store</li> <li>- Grocery Store</li> <li>- Dwelling Units in Conjunction</li> </ul>										
Unit Type			<p>Secured Market Rental Housing Units:</p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="padding-right: 20px;">Studio</td> <td style="text-align: right;">37 (11.60%)</td> </tr> <tr> <td>One Bed</td> <td style="text-align: right;">178 (55.80%)</td> </tr> <tr> <td>Two Bed</td> <td style="text-align: right;">86 (26.96%)</td> </tr> <tr> <td>Three Bed</td> <td style="text-align: right;">18 (5.64%)</td> </tr> <tr> <td><b>Total:</b></td> <td style="text-align: right;"><b>319 (100%)</b></td> </tr> </table>	Studio	37 (11.60%)	One Bed	178 (55.80%)	Two Bed	86 (26.96%)	Three Bed	18 (5.64%)	<b>Total:</b>	<b>319 (100%)</b>
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<sup>1</sup> **Note on Site Size and Site Area:** The proposed site size and site area is based on the properties being consolidated. See Standard Condition A.2.1.

<sup>2</sup> **Note on Height:** The height of the building is above the maximum permitted in the C-5A District Schedule. Section 4.3.2 of the C-5A District Schedule allows the Development Permit Board to relax the regulation in Section 4.3.1. The Top of the parapet is considered to be the overall height of the building. The proposed design adds shadowing to the open space of Lord Roberts Elementary School and staff do not support the proposed overages. Continuous horizontal elements such as parapets must be at or below 64 m in height. Elements such as guard rails/storage areas/covered access that are required for a common access green roof designed to meet the Roof-Mounted Energy Technologies and Green Roofs bulletin may be considered as exemptions from this limit. Confirmation of view cone compliance will also be required (contact: Dean McKay [dean.mckay@vancouver.ca]). Condition 1.3 and standard condition A.1.3 seeks compliance.

<sup>3</sup> **Note of Floor Area and FSR:** Section 5.2 of the C-5A District Schedule allows the Development Permit Board to relax the regulation in Section 4.7 allowing a greater Floor Area/FSR that (a) floor area is no greater than 7.0 FSR and (c) either a minimum of 20% of floor area is used for social housing or all dwelling units to be secured market rental. The proposal does comply with Section 5.2 (a) and (c).

<sup>4</sup> **Note of Frontage:** The maximum frontage exceeds the maximum permitted in the C-5A district schedule, of the Zoning and Development Bylaw. The Director of Planning supports the frontage as proposed, subject to condition 1.5 and standard condition A.2.2.

<sup>5</sup> **Note on External Design:** See External Design Table on Pages 11 & 12;

<sup>6</sup> **Note on Parking:** Standard Condition A.1.4 seeks compliance with Section 4.3.1 - Non-residential uses - Downtown and Section 4.3.6 - Residential uses - Downtown of the Parking Bylaw.

<sup>7</sup> **Note on Loading:** Standard Condition A.1.5 seeks compliance with Section 5 of the Parking bylaw;

<sup>8</sup> **Note on Bicycle Parking:** Standard Condition A.1.6 seeks compliance with Section 6 of the Parking bylaw;

<sup>9</sup> **Note on Uses:** Standard Condition A.1.7 seeks confirmation with Section 2.2/3.2 - Uses of the C-5A District Schedule of the Zoning and Development bylaw.

• **Legal Description**

Lots: D & E  
 Block: 61  
 District Lot: 185  
 Plan: BCP7882

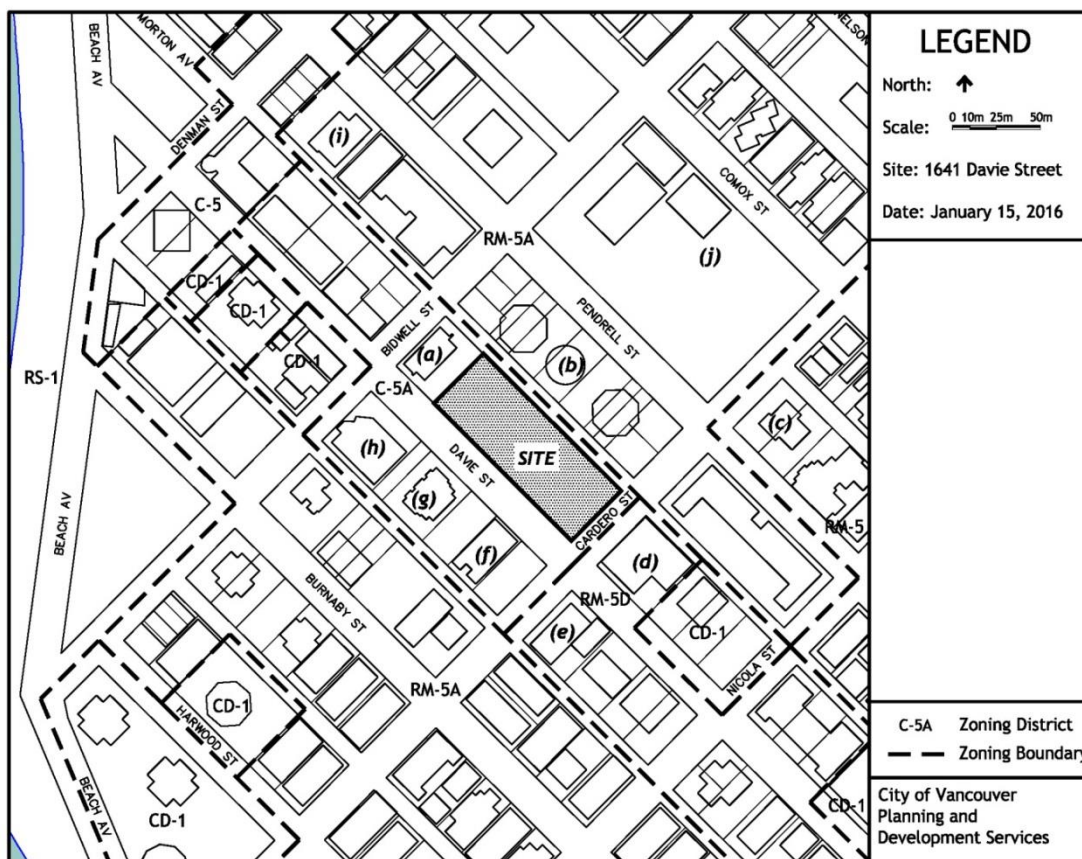
• **History of Application:**

15 12 23 Complete DE submitted  
 16 03 09 Urban Design Panel  
 16 04 06 Development Permit Staff Committee

• **Site:** The site is located at the northwest corner of Davie and Cardero Streets, and is comprised of 364 ft. (111m) of frontage on Davie Street, extending 131 ft. (40m) north to the commercial lane. The site contains two commercial buildings fronting onto Davie Street.

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

- (a) 1188 Bidwell Street - approved 22-storey mixed-use building
- (b) Pendrell Place - 1616 Pendrell Street, two 19-storey residential building
- (c) Patricia Apartments, 1110 Cardero Street - 13-storey residential building
- (d) The Hampstead, 1188 Cardero Street - four-storey residential building
- (e) Maple Apartments, 1220 Cardero Street - nine-storey residential building
- (f) Regency Park, 1225 Cardero Street - 18-storey mixed-use building
- (g) 1668 Davie Street - approved 23-storey mixed-use building
- (h) Baybreeze, 1208 Bidwell Street - four-storey mixed-use building
- (i) 1750 Pendrell - approved 21-storey residential building
- (j) Lord Roberts Elementary, 1100 Bidwell - four-storey school





• **Background:**

A development application was submitted on December 23, 2015 following pre-application discussions with staff on potential forms of development on this large site under the provisions of the West End Community Plan and C-5A zoning. A public Open House was held on February 29th, 2016. The proposal was reviewed by the Urban Design Panel on March 9th, 2016 at which time it was supported.

The application is generally in line with the West End Community Plan, and all the residential units will be secured as market rental.

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

**West End Community Plan**

The West End Community Plan provides a framework to guide positive change, development and public benefits in the West End. The Plan identifies the need for an increase in the supply of affordable housing for all household types, and has policy to achieve a variety of housing choices and community facilities to attract and retain a vibrant workforce, including families with children. The Plan provides for new rental housing opportunities through additional density and rezoning applications in the areas noted as Corridors. The plan notes that Corridors are generally the newer areas of the community well-served by transit, services and amenities, where the majority of new housing and job space has been built over the past 40 years and which also provide additional opportunities to accommodate job space and housing that meet the needs of the community. For market housing the Plan requires that 25% of units in new multi-family developments have two and three bedroom units for families designed in accordance with the High Density Housing for Families with Children Guidelines, which should be located on the lower floors.

Built form guidelines for the West End recommend ensuring new development does not adversely impact shadowing on recognized public open space and Village areas as a performance measure to ensure that these spaces have solar access when citizens are typically more active, and that development should be responsive to adjacent and nearby private views by shaping built form to optimize performance.

The Lower Davie Corridor extends between Denman Village and Davie Village and consists of two sub-areas. Area A, in which the application is located, runs between Denman and Cardero Streets and comprises two blocks of mixed use and commercial buildings. In Lower Davie, densities were increased for projects that provide secured rental housing, but existing height limits were maintained. The permitted heights and densities in this area are described in the C-5A zoning. A set back of 7 ft. (2.1 m) from Davie Street to improve pedestrian sidewalk space and a maximum podium height of 2 storeys are recommended in the Plan. Mixed-use developments with continuous commercial frontages were supported. To enhance public spaces and improve walkability on the commercial streets, the Plan recommends widening sidewalks with building setbacks and providing additional seating and other pedestrian priority measures.

Finally, the Plan recommended that residential floor plates be set back above the podium levels and be less than 511 square metres (5,500 square feet) to maximize views and sunlight. Building materials are expected to include a variety of materials, rather than consist primarily of glass façade.

**C-5, C-5A and C-6 Districts Schedule (West End Commercial Districts)**

The intent of this Schedule is to provide for retail and services uses and forms of development compatible with the primarily residential character of the West End and to provide for dwelling units in C-5A designed to be compatible with commercial uses. This schedule encourages external building design, the scale and function of which is oriented towards pedestrians. The C-5A district differs from the others in this schedule in that it provides density bonuses for social housing or secured market rental housing, unlike C-5; and has a lower density and scale than the C-6 district.

The Schedule supports the development of rental housing through Section 5.2, which allows the Development Permit Board to relax the floor space ratio (FSR) regulation in Section 4.7 up to 7.0 FSR for a project in which all dwelling units are secured as rental.

Section 4.3.2 of the C-5A District Schedule allows the Development Permit Board to relax the permitted height regulation in Section 4.3.1. to a maximum of 64 m (210 ft.).

Section 4.2.1 limits the frontage of any individual occupancy at grade to be no more than 25.3 ft. (7.71 m). An evaluation of the regulations on external design, Section 4.17, is provided under the Response to Applicable By-laws and Guidelines section that follows.

### **High Density Housing Guidelines for Families with Children**

The intent of the guidelines is to address the key issues of site, building and unit design which relate to residential livability for families with children. Although quantitative standards are given in some cases, these are provided to assist applicants in their design as well as City staff in their evaluation.

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

#### **West End Community Plan**

The application helps to fulfill a number of goals under the West End Community Plan, especially the delivery of new rental housing.

#### Density

The proposed increased density of 6.43 FSR is within the approvable ratio of 7.0 FSR that is intended to achieve rental housing on this site and to support heritage preservation on other sites. The application proposes that 104 of the 319 dwelling units are two bedrooms or more, which meets the requirement that 25% of the units have two and three bedrooms, which is suitable for families with children.

#### Tower and Podium Heights

The proposed podium height of 3 to 4 storeys, and the proposed residential floor plates in excess of 5,500 sq. ft. do not meet the recommendations in the West End Plan. The applicant has provided detailed shadow studies indicating a limited additional effect of shadowing onto nearby open spaces at standard times, when the existing buildings in the area are taken into account (see Appendix D). However, there are certain times where the proposed rooftop structures such as mechanical rooms would have a shadow effect to green spaces to the north that are not supported. Staff recommend these be addressed (see condition 1.3). Reduction of the west podium massing where it affects the adjacent site are recommended to improve the transition of scale to this residential neighbour (see condition 1.10) Improvements to the exterior treatment of the north side of the podium are also recommended to improve the visual appearance of this major elevation, and mitigate the proposed podium mass (see condition 1.12).

The applicant has also provided detailed view studies from the lower levels of the adjacent towers (see Appendix D). These indicate that for this particular site, owing to the location of existing towers to the south and west that obstruct the primary view southwest to the water, the incremental effect of these larger than recommended plates is not substantial. That is, their removal would have little effect. Staff recommend some refinements to the exterior design to mitigate the effect of elements beyond the plates (see condition 1.7).

Setback

The Plan’s intent to create a generously sized public realm interface that is designed to support vibrant and active uses is positively addressed at the southeast corner, where the main entrance is located. However, the setback is compromised further west along Davie Street, where raised exit stairs from the store and below-grade pathways reduce the quality of the public realm interface. Staff recommend these elements be removed from the setback (see condition 1.6).

Materials

The exterior expression is primarily glass. While mitigated at the lower levels by the use of bronze and feature lighting, improvements to the exterior façade are recommended to reduce the extent of glass façade (see condition 1.13).

**C-5, C-5A and C-6 Districts Schedule (West End Commercial Districts)**

The application generally meets the intents and regulations of the C-5A zoning, except for height and the areas noted below.

Frontage

The proposed commercial spaces occupy most of the 364 ft. wide frontage facing Davie Street, which exceeds the regulation. The regulations include a conditional clause allowing relaxation of the occupancy restriction for an existing grocery. Staff feel that a relaxation can be supported, subject to the recommended conditions of approval to improve the below-grade commercial spaces and the sidewalk interface, which are illustrated in Appendix D (see Conditions 1.5, 1.6, and 1.11).

External Design

Section 4.17 of the C-5A District Schedule	Staff Assessment
4.17.1 All developments shall provide along all abutting streets any one or a combination of display windows, individualized tenancy unit design, building articulation, pedestrian entrance definition via a recess or projecting canopy or any other architectural features which facilitate pedestrian interest to the satisfaction of the Director of Planning.	Conditions are recommended to better satisfy the intent of this clause (see conditions 1.5 and A.2.2).
4.17.2 The first storey shall be built to the front and side property lines except as noted in sections 4.4.1 and 4.5.1 while the remaining storeys may terrace back from the property lines.	This condition is met. Terracing back from the side property line at upper storeys is recommended (see condition 1.10).
4.17.3 Direct pedestrian access at the fronting street at or near grade level to each individual commercial occupancy which abuts the fronting street of a development site shall be provided.	Conditions are recommended to better satisfy the intent of this sentence (see condition 1.5).
4.17.4 Continuous weather protection having a minimum depth of 1.5 m in the form of a retractable fabric awning, a canopy attached to the building face by bolts to facilitate easy removal, or other forms satisfactory to the Director of Planning and City Engineer shall be provided along the fronting street and flanking street where the adjoining site on the flanking street is in a C district.	Conditions are recommended to better satisfy the intent of this clause (see condition 1.11).
4.17.5 That portion of building located at the intersection of a fronting and flanking street where the adjoining site on the flanking street is in a C district shall be rounded with a minimum radius of 1.8 m, indented or truncated with minimum dimensions of 1.8 m by 1.8 m, or architecturally treated by other means to facilitate pedestrian amenity to the satisfaction of the Director of Planning.	This condition does not apply.

Section 4.17 of the C-5A District Schedule	Staff Assessment
4.17.6 Building corners at the intersection of a fronting and flanking street where the adjoining site on the flanking street is in a C district shall be accentuated by variances of height, cupolas, domes, or other architectural appurtenances, or any proposals varying from the above, satisfactory to the Director of Planning.	This condition does not apply.
4.17.7 A minimum of one pedestrian entrance to commercial uses shall be provided from the flanking street where the adjoining site on the flanking street is in a C district.	This condition does not apply.
4.17.8 All garbage container storage areas shall be screened from view from nearby sidewalks and dwelling units.	A condition is recommended to confirm compliance (see condition A.1.13)
4.17.9 Mechanical equipment shall be enclosed and set back so as not to be visible from street level or architecturally treated by other means satisfactory to the Director of Planning. Exposed duct work is not permitted.	A condition is recommended to confirm compliance (see condition A.1.13)
4.17.10 Dwelling uses shall provide: (a) pedestrian access separate from access to other uses; (b) a minimum of one bicycle rack per four dwelling units in an enclosed storage room.	Condition met.

### High Density Housing Guidelines for Families with Children

The application includes private open spaces for family units, as well as co-located internal and external amenity spaces for common access in fulfillment of the Guidelines. Design development is required to increase surveillance from the living space of the family units overlooking the amenity-play area (see condition 1.8), as is further design development of the children’s play area (see conditions A.1.21 and A.1.22).

● **Conclusion:**

This application has generally addressed the applicable policies, and will increase the stock of rental housing in the West End within a form of development anticipated by the community plan. Staff support the application, subject to the conditions noted.

### URBAN DESIGN PANEL

The Urban Design Panel reviewed this application on March 9th, 2016, and provided the following comments:

**EVALUATION: SUPPORT (5-0)**

- **Introduction:** Sailen Black, Development Planner, introduced the project as a complete development permit application. The site currently hosts a one-storey Safeway, liquor store, and parking lot facing Davie Street. The Safeway entrance is adjacent to the corner of Cardero and Davie Streets. To the north of the site is Pendrell Place (two high rise apartments), with Lord Roberts Elementary situated beyond. The existing development along the north side of Davie is generally low scale. They offer water views from viewpoints up the hill to the east. On the other side of Davie is a one-storey commercial with 18 storey residential tower (Regency Park) facing Cardero Street.

Next door is the recently approved design at 1188 Bidwell, also under the C-5A, that features a 2-storey podium with a residential tower above that is set back 40 ft. from the interior property line. There is a children's outdoor play space with units for families located on the lower levels.

Relevant policy for this site includes the West End Plan and the C-5A zoning district schedule. The new West End Plan, adopted in 2013, established the potential for up to 7.0 FSR for new buildings providing secured market rental units. The aim is to increase the amount of basic rental stock in the West End as sites are redeveloped.

The site is located in a "corridor" area of the West End Plan, which generally aims to provide job space and meet the housing needs of the community. The intent for the Lower Davie corridor allows increasing density while maintaining existing height limits.

Built form policy for the area includes:

- To maximize views and sunlight on sidewalks, residential floor plates should be set back above a 2 storey podium level and should not exceed 511 sq. m (5,500 sq. ft.) plate towers, to preserve sunlight and views.
- Building materials should include a variety of materials, rather than consist primarily of glass façade, and reflect the architectural character of surrounding buildings. This is particularly important for the lower floors.
- New development should be responsive to adjacent and nearby private views by shaping built form to optimize performance.

The intent of the C-5A zoning is to provide for retail and service uses, forms of development compatible with the primarily residential character of the West End, and to provide for dwelling units that are compatible with commercial uses. The schedule encourages external building design that is oriented towards pedestrians in scale and function. The C-5A zoning also provides density bonuses for social housing or secured market rental housing.

The maximum frontage for each occupancy on a floor within 6 ft. of the street grade is limited to no more than 25.3 ft. wide. However, the Development Permit Board may relax the maximum frontage regulation in the case of an existing grocery store provided that:

- they consider the intent of the zoning,
- that are satisfied that the scale of development at the street property line will relate to pedestrians;
- the site has a frontage over 150 ft.
- no more than a total of 50 % of the frontage of the site is occupied by grocery or drug store use and its departments, except when this total amount shall be interspersed with other retail or service uses
- windows at the street property line are clear-glazed and unobstructed so that the interior of the premises are at all times visible from the sidewalk

The proposal includes two residential towers at 210 ft. tall, with 319 dwelling units, over a three storey podium. A new grocery store is located above the 3 CRU's at a lower level along Davie Street. The proposed parkade access goes from Davie Street over the sidewalk, and from the lane. Levels four to seven are in the range of (600 to 949 sq. m) 6,458 sq. ft. to 10,215. The floor space ratio is 6.43. The service docks and large loading bays are in the lane. Floor plates above level 7 are 5,500 sq. ft. Outdoor common spaces for residents are at level four. The project has staggered balconies in a distinctive pattern, and there are different architectural approaches to the inner and out faces of the towers.

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

1. How well does the proposed design respond to policy and guidelines for the area, including:
    - a. The tower and podium scale recommended in the West End Community Plan
    - b. External design regulation in the C-5A zoning
  2. Looking at each of the four edges of the podium, can the Panel comment on the quality of the urban design interface along the:
    - a. Lane
    - b. Adjacent site
    - c. Cardero
    - d. Davie
  3. How well is the built form sculpted to maximize views from nearby residences?
  4. Does the detailing of the building reflect the architectural character of surrounding buildings?
  5. Does the Panel have any advice on the approach to sustainable design?
- **Applicant's Introductory Comments:** The applicant noted the zoning is prescriptive with the West End Plan. The design is an anomaly because it is an anchor food store in the neighbourhood. The design constraints have to do with the intentions of the West End Plan tower size and placement, relationship to streetscapes and podiums, and the desires and requirements of a large food store that require very different things. The entire site is purpose built.

The design exercise is twofold: one that Safeway retains its identity as Safeway, and the other is the rhythm of the streetscape of the façade is broken down with the design intent of the guidelines of the West End Plan zoning. The intention was a holistic identity for the block but also a design broken into smaller elements while penetrated by towers that pierce through the podium.

The towers are broken up into three elements of street wall located further back than the 7 to 12 feet, or up to 25 at entrances, required for setback. The rhythm of streetscape is broken up into sections of residential and retail uses at grade. There is a 15 foot drop on the Davie street side so the Safeway entrance at the east and liquor store on the west are at grade, and second level Safeway is at ground level on its east side entrance only. The tower floor plates are 5,500 square feet in accordance with the West End Plan, and they are designed so that there are no direct views into other suites in adjacent buildings. The podium is 25 feet to 40 feet in height with a mezzanine for Safeway, and reads as 3 storeys, but is actually within code at 2 storeys as the mezzanine is not counted as a storey. There are elements on both sides referencing the nautical nature of the site.

The food store is transparent and translucent, so that the entrances are very open and there are solids and voids. The front is completely transparent. There are LED lights built in to create a finer grain retail experience. The intent is for a modern reinterpretation for the scale of the streetscape to satisfy guidelines and zoning, as well as provide a holistic experience that includes the liquor store and gardens. The other big feature is 33% of the units are family housing.

One of the advantages of Safeway on the 2<sup>nd</sup> floor is the opening up the sliding doors so there is the ability to open and connect to the outside. If Safeway was at grade, it would not be opened and connected to the outside. There are terraces and a family play area and recreation centre in the middle to fill in extra density, and the area is terraced. The 7 FSR has not been entirely used. There is the aim to not affect views on towers, and the podium to be within zoning. The West End identity has been noted with balconies that are more modern, and nautical in style and related to the ocean. Balcony design and location has been driven by the suites, with outdoor living space and it is unique because a lot of the West End does not have very big balconies. The units can be smaller with outdoor spaces.

There is a loading bay in the lane due to truck traffic. There is planting and glass along the back that frames the loading bay, and a dog park above connects to terraces. There is an effort to make the lane a green experience. Terraces go down into the lane. Safeway is a major grocery store in the West End, so the signage has been moved down for a more intimate scale, behind the entrance in line with the geometry and shape, rather than up high and bold.

Landscape elements include urban agriculture on the roof. The streetscape pedestrian experience has stone cladding, featured lighting, featured boulders, and mass planting. An Asian inspired entry feature plays off the forms of the building. There is a water feature and screening. There are planters that propose vertical landscaping and horizontal greenspace. The bamboo planters are there to draw the eye up. On the 3<sup>rd</sup> floor the views are framed to capture the English Bay landscape.

There is outdoor seating to blur indoor and outdoor space, with featured plantings, and lounge areas and table tennis. The outdoor patios are terraced with grazed planters proposed, which reference the step façade along Davie Street. There is a proposed outdoor lounge area. In the center there is a gymnasium out of a central children's outdoor play area with an extension of rubber surfacing and some form of matting. The green space has been terraced outside of the building with the private patios. The urban agriculture space at the top of the towers has planting, plotting harvest tables, storage areas for participants, and some other bench seating to make the most of the views.

Parking access has been lowered because Safeway would not have street access to parking at the site. The entrance on the street is the only access to Safeway. Safeway requires access on the site for cars. There is continual retail down the site. The target is LEED Gold. The major feature is the hot water hydronic system which ties creative energy to Davie Street towards the Bidlow site. It could be link and a meaningful way to have more sustainable heating supply.

- **Panel's Consensus on Key Aspects Needing Improvement:**

- The corner canopy of Safeway is too massive relative to the tower entry
- The expression of the balconies could be differentiated with two different sides
- The laneway is a canvas of opportunity, and lighting and safety should be considered
- The panel recommended the entry way of Safeway should have a lit canopy
- The vehicle entry should be further celebrated to slow cars down for safety

- **Related Commentary:** The Panel agreed the design is very strong. There was strong support for the tower placement and scale of the podium. The detailing is a good evolution of the West End architectural language with a modern beach aesthetic. There is good massing and it preserves views for neighbours because of the sculpting of the building. The upper decks are well done providing generous outdoor space. The regulations for C-5A are well addressed. The panels on Davie break up the scale of the anchor store. There is an attempt to create a unifying idea by balancing opposite ends of the building massing.

The panel supported the scale in the West End plan as expressive and innovative, since the west end needs to continue to densify. The challenge of the changing grade on Davie, and the podium scale is appropriate, and the four edges of the podium are well considered. The Safeway sign should be tucked under the canopy. The curb cut is supported, and it is a relief on a large site. The scale as well as tower and podium are unique due to size of Safeway. The podium, which is a terrace and podium hybrid, was well received by the panel. The site is broken up very well with existing zoning. The outside space on Davie is very well done, but more space is needed to make it a smaller scale on the street, and more articulation of the rhythm to make it more pedestrian friendly. Also, the Safeway canopy some panel members felt was a bit too massive relative to the pedestrian scale and rhythm of the street. One Panel member felt that it is not necessary to have retail continuity and there can be bigger and smaller chunks along Davie St.

The panel agreed the C-5A zoning issues have been addressed. The extensive frontage is not monotonous. The streetscape animation is good. There is a lot of pedestrian engagement. The sculpting and views are very convincing. The siting of the towers was well received by the panel, but one panel member questioned the regulation of the towers. The panel agreed the towers work well in shape and sightlines. The panels on the street break the site up sufficiently, and the base of the building and Safeway store is well broken up with panels. Detailing of the building is captured with a modern 'beachy' feel. The handrails and the raised cornice are well done. The Safeway bench is inviting. The tower floor plates work for the neighbours views and separation distances. The overall form is dynamic.

The blank space in the lane could be utilized, since the lane is used more like a street. In the lane, the panel recommended adding artistic expression. They also recommended incorporating lighting for safety, for example, the laneway upper wall might be changed for more light to Safeway. There was concern from the panel about the street side lack of continuity with retail shops, some are recessed down from adjacent grade and some are blank as well as the entry to parking interrupts the continuity, so there is a fair chunk of site that doesn't have retail interest at the ground level. There should be more retail attraction according to a few panel members.

A panel member had concerns about balcony privacy. There is a view over 2-3 balconies, so maybe it could be a stacked group. The balcony is a calm expression on the inside but maybe too busy from the outside. The entrance to the west tower is a bit underwhelming sitting next to the parkade according to one Panel member. The driveway needs a lot of quality design elements and materials, and designed so that drivers are not speeding in and out of the driveway.

The panel felt the sustainability of the development is a bench mark for the West End for future developments. But there is too much glass on both towers. The colouration of the towers is too similar according to one panel member, and suggested the use of other materials to differentiate them in order to reduce energy consumption. Sustainability wise, balconies were encouraged. The Panel mentioned the landscape looks to be lush with considerable variety. Also, there is a strong case for social sustainability in the project according to one panel member.

- **Applicant's Response:** The applicant thanked the Panel regarding details for fine tuning. The balcony privacy issue is addressed with staggered balconies that allow for more natural lighting. Staggered balconies create dialogue and intimacy. There are negatives to loss of privacy, but the intention was a sense of community.

## ENGINEERING SERVICES

The applicant proposes to retain the existing driveway onto Davie Street and a transportation study was provided that analyzed traffic flow with and without the driveway. The results of the transportation study indicated that:

- a) Two-thirds of Safeway's customers walk to the store versus one-quarter that drive;
- b) During evenings and weekends, 300-500 pedestrians per hour travel along this block of Davie Street; and
- c) The surrounding street and lane network have sufficient capacity to serve the site without needing the driveway onto Davie Street.

Transportation 2040 provides direction to prioritize walking over private automobiles, to provide generous sidewalk widths in busy commercial areas and to minimize the number of driveways that cross sidewalks. Retention of the driveway onto Davie Street would not be aligned with these policies and thus up front condition 1.1 and standard Engineering condition A.2.2 require the removal of the Davie Street parking access, and restriction to commercial parking access only.



The site proposes 117 parking spaces for the commercial component of the development, which far exceeds the maximum 43 spaces permitted under the Parking By-law. It is also close to double the maximum parking demand observed at the existing Safeway store. Transportation 2040 acknowledges parking as a significant opportunity to effect change, and provides direction to eliminate minimum parking requirements in some areas and to introduce maximum parking limits in others. In addition, the West End is one of the most walkable neighbourhoods in the City and has the highest walk-to-work mode share of any neighbourhood. Provision of parking in excess of the Parking By-law is contrary to Transportation 2040 goals and the current character of the neighbourhood; standard conditions A.1.4 and A.1.5 require compliance with the Parking By-law.

There is a Public Bike Share (PBS) Station requirement on this site and the preferred location is at Davie and Cardero. The PBS Station must be located entirely on private property, which is also in line with the West End Community Plan that seeks to improve walkability on commercial streets. The PBS station as proposed would impede pedestrians and decrease the usable sidewalk width on Cardero Street substantially. Standard Engineering Condition A.2.12 sets out the PBS requirements. Additionally, there are concerns about impacts to the pedestrian due to maneuvering of Class B loading located directly adjacent to the lane access at Cardero. Standard Engineering condition A.2.15 requires additional information about maneuvering as well as the relocation of the Class B loading space directly adjacent to Cardero.

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

## LANDSCAPE

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

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

### West End Community Plan (WECP)

This site is subject to section 8.1.6 of the WECP which states: "In Area '4' within Lower Davie and Lower Robson, additional density can be bonused up to 7 FSR for new developments that provide 20% of floor space as social housing or 100% secured market rental housing." This requirement is reflected in the C-5A District Schedule, which states that: "The Director of Planning or the Development Permit Board may relax the regulations in the C-5A and C-6 districts regarding permitted floor space ratio for dwelling units in conjunction with other permitted uses, if the Director of Planning or the Development Permit Board first considers the intent of this schedule and all applicable Council policies and guidelines, and:

- a) The floor space ratio does not exceed 7.0 in the C-5A district and 8.75 in the C-6 district;
- b) The floor space ratio for non-residential uses in the C-6 district must be no less than 1.2; and
- c) Either a minimum of 20% of the floor area included in the calculation of floor space ratio must be used for social housing, or all dwelling units must be secured market rental housing.

The site contains no existing rental units. The proposed development will add 319 new secured market rental units and is therefore consistent with the West End Community Plan and District Schedule. The chart below provides a summary of the changes in rental and social housing units under the West End Community Plan (Lower Davie), including this application.

DE Application	Status	Stream	Existing Rental	New Rental	New Social Housing	New Condo
1171 Jervis Street	Approved	Min. 20% Social Housing	27	0	28	63
1188 Bidwell Street	Approved	100% Secured Market Rental Housing	12	108	0	0
1668 Davie Street	Approved	100% Secured Market Rental Housing	0	158	0	0
1661 Davie Street	Application in Progress	100% Secured Market Rental Housing	0	319	0	0
<b>Total</b>			<b>- 39</b>	<b>585</b>	<b>28</b>	<b>63</b>
<b>Net change in Rental:</b>		<b>+546 units</b>				

### High Density Housing for Families with Children

The proposed 22 and 23 storey multiple dwelling includes 86 two bedroom units and 18 three bedroom units (a total of 104 units or 33% of the total number of units) which may be suitable for families with children. 28 of the family units are located below the 6th floor. This generally meets and exceeds the requirement of Section 8.2.3 of the WECP which states: “In market housing require that 25% of units in new multi-family developments have two and three bedroom units for families designed in accordance with the High Density Housing for Families with Children Guidelines and located on the lower floors”.

Consistent with the High Density Housing for Families with Children Guidelines, an indoor amenity room with a kitchenette and two accessible washrooms is proposed adjacent to and with access to common outdoor amenity space on level 3. Design development is needed to add a storage closet and to confirm that the proposed washroom is wheelchair accessible (see condition A.1.20). The outdoor space includes table tennis, a dog run and a large indoor/outdoor table and BBQ.

A second indoor amenity area on level 3 includes a gym, connected by stairs to a large outdoor play area on the roof deck at level 4 with children’s play equipment. Design development is recommended for the play area to ensure it can accommodate a range of children’s play activities, for children of various ages. Play equipment is not required for the children’s play areas, but a soft surface play area (as provided) and creative landscape/play features (such as balancing logs and boulders, a small/tangible water stream or feature, creative motor-skills developing features etc.) which provide a myriad of creative play opportunities for a range of ages is encouraged (see condition A.1.22). Design development is also recommended to add an additional bench in close proximity to the children’s play equipment (see condition A.1.21). Level 3 also has a small library, with a central area and two small cubicles.

### 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 new developments. Consistent with these guidelines the common outdoor area on levels 22 and 24 includes accessible garden plots which can support urban agriculture.

## 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, firefighting access and energy utilization requirements.

## NOTIFICATION

Three site signs were placed at the site, one facing Cardero Street and two facing Davie Street. On January 28, 2016, 826 notification postcards were sent to neighbouring property owners advising them of the application, and offering additional information on the city's website. The postcard and the development application materials were posted online at [vancouver.ca/devapps](http://vancouver.ca/devapps). In addition, a public open house was advertised on the signs, postcard, online, and in the West End Plan Implementation "Early Spring" Newsletter. The Open House was held on the evening of Monday, February 29, 2016. 79 people attended the open house and several written comment forms were submitted that evening. In total, 58 written comments were received from the open house written feedback forms, emails, and the online feedback form.

Of all of the responses received, 7 requested additional information about the project; 27 expressed support for the project; and 24 were either outright opposed to the project or expressed concerns as outlined below.

**Housing Affordability:** There was concern that because the units will be secured as market rental units, the rents will not be affordable. Generally speaking, several comments related to the lack of affordable housing in the west end.

**Staff Response:** This development will increase the net supply of secured market rental housing in the west end by 319 units. A Housing Agreement will secure the units as rental for the life of the building or 60 years, whichever is longer (see condition 1.4).

**Access to Parkade from Davie Street:** Many respondents stated that vehicular access should not be permitted from Davie Street, as it undermines the pedestrian experience and possibly creates a safety concern.

**Staff Response:** The crossing and underground parking access from Davie Street is not supported by Engineering nor Planning staff. Removal is recommended, subject to up front condition 1.1 and standard condition A.2.2.

**Construction Noise & Other Impacts:** There were concerns about construction noise, disruption and traffic impacts of additional developments in the neighbourhood. Residents in the surrounding properties want to see construction activities carefully handled to minimize the impacts.

**Staff Response:** Construction on the site would be subject to Vancouver Noise Control By-Law #65555 which limits construction on private property between 7:30 and 8pm on any weekday that is not a holiday and between 10am to 8pm on any Saturday that is not a holiday. Use of City streets will be subject to and reviewed for impacts to the surrounding transportation network by Engineering Services prior to being granted permits for work on street.

**Light, View, and Shadow Impacts:** There were some concerns about how the proposed building would limit light and overshadow residents living in surrounding buildings, particularly the neighbouring Lord Roberts Elementary school grounds.

**Staff Response:** Staff acknowledge the concern over the impact of this development, and note that the general massing of occupied space has been shaped within the intended development capacity of the new West End Plan, and feel that the overall massing avoids view impacts in excess of the Plan. However, staff recommend reducing the height to meet the C-5A limit, and revising the exterior decorative and open air elements to reduce view and shadow impacts from these elements (see conditions 1.3 and 1.7). Detailed shadow studies for the standard times of day indicate that due to existing buildings on Pendrell Street and the current Safeway massing, the amount of incremental or additional shadowing created by this development is relatively limited (see Appendix D). However, staff would not support any relaxation of the 64 m height limit for rooftop structures as the top of the shadow crosses directly over green spaces at the school.

**Parking:** Comments ranged from there being inadequate parking provided to those who believed the project provided too many parking spaces and therefore is encouraging more cars to come into the already congested West End.

**Staff Response:** The proposal will need to meet conditions A.1.4 and A.1.5 to satisfy the requirements of the Parking By-law as they apply in the Downtown area, including the West End.


**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 a decision 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.

It also requires the Board to consider a By-law relaxation, per Section 5.2 of the C-5A District Schedule. The Staff Committee supports the relaxations proposed.

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



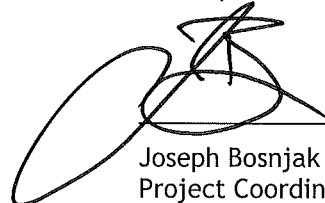
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J. Greer  
Chair, Development Permit Staff Committee



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Sailer Black, Architect AIBC  
Development Planner



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Joseph Bosnjak  
Project Coordinator

Project Facilitator: Wendy 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 provision of detailed floor and roof elevations for each floor and roof level in the building, as related to the existing grades on site;

**Note to Applicant:** Top of elevator shaft, stairwells, guard rails, parapets, etc. are all to be shown on elevation plans and roof plan.

- A.1.2 confirmation and compliance with floor area;

**Note to Applicant:** Additional floor area on Level 23 Mechanical Room West Tower and East Tower Roof Mechanical are counted in overall floor area. Also note separately the liquor store floor area from the Retail Store area.

- A.1.3 confirmation of Section 10.11.1 of the zoning and development bylaw;

**Note to Applicant:** Provide confirmation that the mechanical areas do not exceed the 1/3 width of the building or cover more than 10% of the roof area on which they are located as viewed from directly above.

- A.1.4 compliance with Section 4.3.1 - Non-residential Uses - Downtown and 4.3.6 - Residential uses - Downtown, in accordance with the Parking By-law;

**Note to Applicant:** A minimum of 168 parking spaces is required for the residential portion (current proposal shows 177 spaces with bonuses included); and a maximum of 43 non-residential parking spaces is permitted. Engineering and Planning do not support the 117 commercial parking spaces proposed by the applicant as it exceeds this maximum.

- A.1.5 compliance with Section 5 - Loading of the Parking By-law;

**Note to Applicant:** A total of 5 Class B and 1 Class C spaces are required. Engineering recommends that an additional Class A space be provided (2 total) to support the 1 Class B space relaxation proposed by the applicant.

- A.1.6 compliance with Section 6 - Bicycle Parking of the Parking By-law;

**Note to Applicant:** A total of 12 Class B spaces are required.

- A.1.7 confirmation of Section 2.2/3.2 - Uses, of the C-5A District Schedule of the Zoning and Development By-law;

**Note to Applicant:** An approved use as noted in the by-law is to be noted on the plans ("CRU" is not an approvable use under the by-law).

- A.1.8 provision of a signed/sealed Survey;

- A.1.9 renaming the Library/Study on Level 3 Floor Plan (Page A1.06) to Amenity - Library/Study;
-

A.1.10 an acoustical consultant report shall be submitted which assesses noise impacts on the site and recommends noise mitigation measures in order to achieve noise criteria;

A.1.11 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;

A.1.12 deletion of all references to the proposed signage, or notation on plans confirming that: "All signage is shown for reference only and is not approved under this Development Permit. Signage is regulated by the Sign By-law and requires separate approvals. The owner assumes responsibility to achieve compliance with the Sign By-law and to obtain the required sign permits.";

**Note to Applicant:** The Sign By-law Coordinator should be contacted at 604.871.6714 for further information.

A.1.13 confirmation on the drawings that all garbage container storage areas are to be screened from view from nearby sidewalks and dwelling units, and all mechanical equipment shall be enclosed and set back so as not to be visible from street level;

**Note to Applicant:** Exposed duct work is not permitted.

A.1.14 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.1.15 design development to enhance back lane interface (see also condition 1.12);

**Note to Applicant:** This can be achieved by addition of substantial planting, buffering, trellises with vines, green walls and other material articulation.

A.1.16 design development to improve Davie street frontage by the addition of more substantial, wider planters and furnishings;

A.1.17 provision of landscape buffer along west property line to soften interface of west façade with adjacent property amenity space (see also Urban Design condition 1.10);

**Note to Applicant:** This can be achieved by provision of a cable trellis mounted on Liquor Store/Safeway west façade, with evergreen vines to cover year-round.

A.1.18 provision of a less aggressive plant to replace Black Bamboo, in order to reduce potential future membrane and concrete failure;

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**Note to Applicant:** Suggest using a “clumping” type of Bamboo, rather than a “running” type, such as Fragesia species.

A.1.19 provision of additional information, as follows:

- a) a more complete Landscape Layout and Materials plan, clearly labeling and specifying all hard surface materials, fences, gates, screens, trellises, benches, water features, furnishings, lighting, etc. with complete references to Details;
- b) a Surface Materials Legend;
- c) details for all landscape elements, including all items mentioned above;
- d) details of all typical planting on structures, complete with root balls and dimensioned depth of soil. Depth of soil for small-medium trees should be 30” minimum and for medium to large trees 36” minimum.
- e) landscape notes to refer to BCSLA standard or better practices, including high-efficiency irrigation system;
- f) a Letter of Assurance for Arborist supervision of any work which requires the temporary removal of tree protection barriers, such as paving of residential entry plaza fronting Cardero Street.
- g) coordination with Park Board for approval of proposed street trees removal/replacement;
- h) proposed street trees on the Plant List, complete with coordination as required by the Note Regarding Street Trees : *Final spacing, quantity, tree species to the satisfaction of the General Manager of Engineering services. Contact Eileen Curran, Streets Engineering (604.871.6131) to confirm tree planting locations. Contact Cabot Lyford at the Park Board (604-257-8587) for tree species and sizes. 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. New street trees to be provided adjacent to the development site, to be confirmed prior to the issuance of the building permit. Call Cabot Lyford at Park Board at 311 for tree species selection and planting requirements. Park Board to inspect and approve after tree planting completion.*

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

- A.1.20 design development to the level 3 indoor amenity room to add a storage closet and to confirm that washrooms are wheelchair accessible.
- A.1.21 design development to add another bench in close proximity to the children’s play equipment on level 4.
- A.1.22 design development to the outdoor children’s play area on level 4 to allow for a range of children’s play activities for a range of ages;

**Note to Applicant:** Play equipment is not required for the children’s play areas but a soft surface play area and creative landscape/playfeatures [such as balancing logs and boulders, sandbox, a small/tangible water stream or feature, creative motor-skills developing features, etc.] which provide a myriad of creative play opportunities for a range of ages is encouraged.

#### 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 Lots D and E, Block 61, DL 185, Plan BCP7882 to create a single parcel;
- A.2.2 arrangements to the satisfaction of the General Manager of Engineering Services for the removal of the disused driveway access on Davie Street;
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**Note to Applicant:** A letter of credit will be required. See condition 1.1.

- A.2.3 arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for release of Easement & Indemnity Agreements 502086M & K322511 (commercial crossings), Easement & Indemnity Agreement BG408251 (canopies), Easements BV425580 & BV425581 (storm sewer), and Easement BV425577 & Covenant BV425578 (parking agreement, which requires written consent of the Approving Officer for termination) prior to building occupancy;

**Note to Applicant:** the applicant will be required to apply for a new temporary crossing permit pursuant to the Crossing By-law prior to use of the new Davie Street crossing. The temporary crossing agreement will be terminated when the owner is required to remove the crossing pursuant to the agreement described in Condition 1.1. See Standard Condition A.2.20.

- A.2.4 arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for a statutory right of way (SRW) for public pedestrian use of an expanded sidewalk over the area of the site adjacent to the south property line along Davie Street to give an overall distance of 5.5 metres from the existing curb face. The required SRW agreement must accommodate:

- the underground parking,
- the planter outside the Safeway entry,
- the glass guard adjacent to CRU 2 & 3,
- the knee-walls built to property line at the parkade ramp,
- the wood canopy structure support in the SE corner of the site, and
- the fritted glass panel projections from the Level 2 Upper Ground floor and the Level 2 Mezzanine Floor within the SRW area;

**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.2.5 clarification is required that, at-grade, the south building façade is not encroaching into the required statutory right of way area for expanded sidewalk use (which is measured to a point 5.5 metres north of the Davie Street curb-line);

**Note to Applicant:** The setback needs to be shown on a single drawing that shows the entire Davie Street frontage at the sidewalk level.

- A.2.6 relocation of the upper strut-like portion of the “Z” shaped canopy support, which encroaches onto City Street, back to within the property lines in the SE corner of the site;

- A.2.7 provision of pedestrian lighting adjacent to the site on Cardero Street;

- A.2.8 provision of seating located along the front of the building under weather protection on Davie Street to the satisfaction of the General Manager of Engineering Services;

- A.2.9 provision of a bench on private property under the canopy on the south side of the building to support seating for the transit stop on Davie St;

**Note to Applicant:** The bench(es) are to be located a minimum of 1m offset east of the transit ID pole. Bench(es) are to have a backrest and side armrests and are to meet ADA standards.

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- A.2.10 provision of a standard pedestrian lane crossing on Cardero Street at the lane north of Davie Street;
- A.2.11 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 noting the following;
- Street tree removals to be confirmed with the Park Board.
  - Provision of an exposed aggregate front boulevard and deletion of the proposed planting on Cardero Street.
  - Deletion of the boulders proposed in the front boulevard on Cardero Street.
  - Remove specialty paving on Cardero and Davie.
  - Install new street trees at 10m spacing as space permits.
  - All new sidewalks to be sawcut.
- A.2.12 arrangements to the satisfaction of the General Manager of Engineering Services and Director of Legal Services, for a statutory right of way (SRW) for the provision of space to accommodate a Public Bike Share (PBS) Station. The required SRW agreement must accommodate the following:
- a. Size: At minimum a 19m x 4m sized station should be accommodated. The physical station with docked bicycles is 2m wide and has a required bicycle maneuvering zone of 2m for a total width of 4m.
  - b. Location: The station should be located on private property while still clearly visible to the public with 24/7 public access. The preferred location is near the corner of Davie St and Cardero St to allow easy access to the street.
  - c. Surface treatment: A hard surface is required with no utility access points within 150mm. Acceptable surfaces include CIP concrete (saw cut or broom finished), asphalt and pavers. Other firm, paved materials are subject to approval.
  - d. Grades: The surface must be leveled with a maximum cross slope of 3% and have a consistent grade (i.e. no grade transitions) along the length with a maximum slope of 5%. At minimum, spot elevations at the four corners of the station must be provided.
  - e. Sun exposure: No vertical obstructions to maximize sun exposure as station operates on solar power. There must be a minimum of 5m vertical clearance. Ideally the station should receive 5 hours of direct sunlight a day.
  - f. Power: Provision of an electrical service and electrical power is to be available in close proximity to the PBS station.
- Note to Applicant:** The proposed size of the PBS space as shown on Sheet A1.04 along Cardero St south of the lane is not sufficient at 16mx4m. A 19m x 4m PBS station is to be accommodated fully on private property. The proposed location of the PBS station as shown is in conflict with an exit door at the south end of the PBS space and landscaping. Modify the PBS space or building to ensure there are no conflicts with the PBS station and the exiting.
- A.2.13 arrangements to the satisfaction of the General Manager of Engineering Services and Director of Legal Services for a Shared Vehicle Agreement to secure the provision, operation and maintenance of 6 Shared Vehicle(s) and the provision and maintenance of 6 Shared Vehicle Parking Space(s) for use exclusively by such Shared Vehicle(s), including the following:
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- a. provide 6 Shared Vehicle(s) to the development for a minimum period of 3 years;
- b. enter into an agreement with a Shared Vehicle Organization satisfactory to the General Manager of Engineering Services to secure the operation and maintenance of the Shared Vehicle(s);
- c. provide and maintain the Shared Vehicle Parking Space(s) for use exclusively by such shared vehicles;
- d. make arrangements to allow members of the Shared Vehicle Organization access to the Shared Vehicle Parking Space(s);
- e. provide security in the form of a Letter of Credit for \$50,000 per Shared Vehicle; and
- f. registration of the Shared Vehicle Agreement against the title to the development, with such priority as the Director of Legal Services may require and including a covenant under section 219 of the Land Title Act of British Columbia, a statutory right of way, or other instrument satisfactory to the Director of Legal Services, securing these conditions.
- g. provision of a letter of commitment from a car share company indicating their willingness to supply car share vehicles on the site at building occupancy.

**Note to Applicant:** Shared vehicle spaces are required to be a minimum width of 2.9m. If 6 carshare vehicles cannot be achieved on this site, additional parking spaces are required to meet the residential minimum.

A.2.14 provision of automatic door openers on the doors providing access to the bicycle room(s) and note on plans;

A.2.15 compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services, including the following:

- a. Dimension all columns encroaching into parking stalls.
- b. Provision of improved plans showing the maneuvering for the largest Class B and Class C trucks to deliver to the site from Davie Street.

**Note to Applicant:** Show the parked vehicles on the north side of the lane in the analysis to confirm that all required maneuvering can be accommodated with the existing on-street parking, the existing geometric design and the loading stalls shown.

- c. Relocate the residential Class B loading space on drawing A1.04 further west to eliminate any required maneuvering over the pedestrian realm on Cardero Street.

**Note to Applicant:** Relocating the Class B space 3m further west would achieve this.

- d. Label the residential Class B loading space on drawing A1.03.
- e. Provision of corner cuts to achieve 2-way flow on the entry ramp from the lane and the internal parking ramps from the lower ground floor to P2.

**Note to Applicant:** The design of the internal parking ramps requires 2-way flow to be achieved. Provide turning swaths showing 2-way flow on the internal ramps.

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- f. Modification of the parking ramp design as the slope must not exceed 10% for the first 20' from the property line.

**Note to Applicant:** Using the design elevations shown on drawing A1.03, the east side of the ramp calculates to 13.6%.

- g. Modification of the internal parking ramp design to achieve a maximum 12.5% slope.

**Note to Applicant:** Engineering does not support the 15% slope shown. Consider sloping the maneuvering aisle within the parking area at 5% or lengthen the parking ramp to achieve a 12.5% slope.

- h. Provision of minimum vertical clearance for the main ramp, security gates, and loading bays.

**Note to Applicant:** A section drawing is required for the Class B loading spaces on drawing A1.03 showing elevations, O/H gates, and vertical clearances. The minimum vertical clearance should be noted on plans. 2.3m of vertical clearance is required for access and maneuvering to all disability spaces. 3.8m of vertical clearance is required for Class B loading spaces and maneuvering and 4.3m of vertical clearance is required for Class C loading spaces.

- i. Provision of Class B bicycle racks located parallel to the building on Davie Street.

**Note to Applicant:** The proposed rack orientation will extend parked bicycles into the SRW.

- j. Provision of Class B bicycle racks a minimum of 36" apart in locations where they are installed parallel to each other to ensure that there is adequate space between the racks to park a bicycle on either side.

- k. Provision of 6 additional residential Class B bicycle spaces.

**Note to Applicant:** This is to provide 6 spaces for each tower.

- l. Provision of an improved plan showing the access route from the Class A bicycle spaces to reach the outside.

**Note to Applicant:** The route must be 'stairs free' and confirm the use of the parking ramp, if required.

Please contact Dave Kim of the Neighbourhood Parking and Transportation Branch at 604-871-6279 for more information or refer to the Parking and Loading Design Guidelines at the following link: (<http://vancouver.ca/home-property-development/parking-policies-guidelines.aspx>)

- A.2.16 provision of neighbourhood energy connectivity to the satisfaction of the General Manager of Engineering Services noting the requirements listed in conditions B.1.1 through B.1.3 in Appendix B;

- A.2.17 clarification of garbage pick-up operations. Please provide written confirmation that a waste hauler can access and pick up from the location shown. Note; pick up operations should not rely on bins being stored on the street or lane for pick up, bins are to be returned to storage areas immediately after emptying;

A.2.18 provision of a canopy application;

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

A.2.19 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 System Vista, 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. It is presumed with your consultation so far with B.C. Hydro that an area has been defined within the development footprint to accommodate such electrical plant. Please confirm that this space has been allocated and agreement between both parties has been met. 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.2.20 Provision of crossing application for temporary Davie Street commercial crossing, see Design Development condition 1.1.

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**B.1 Standard Notes to Applicant**

- B.1.1 Detailed design of the building HVAC and mechanical heating and cooling system must be submitted to and approved by the General Manager of Engineering Services prior to issuance of building permit.
- B.1.2 Confirmation, prior to issuance of building permit, that all heating equipment for all buildings comprising the development shall be centralized within one common mechanical room at parkade level, and that a dedicated space not less than 225 ft<sup>2</sup> shall be allocated within the central mechanical room, or other dedicated space connected to the central mechanical room, to serve as the development's future Energy Transfer Station (ETS) connecting buildings to the Neighbourhood Energy System. The dedicated ETS space should be clearly labelled.
- B.1.3 Completion of the Confirmation of Neighbourhood Energy Connectivity Requirements letter of assurance by the design engineer of record, prior to issuance of building permit, certifying that the mechanical design of all buildings within the development adheres to the *Neighbourhood Energy Connectivity Standards - Design Guidelines*.
- B.1.4 It should be noted that if conditions 1.0 and 2.0 have not been complied with on or before **November 16, 2016**, this Development Application shall be deemed to be refused, unless the date for compliance is first extended by the Director of Planning.
- B.1.5 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.1.6 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.1.7 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.
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- 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 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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