

URBAN DESIGN PANEL MINUTES

DATE: Nov 3, 2021

TIME: 3:00 pm

PLACE: Townhall, City Hall

PRESENT: MEMBERS OF THE URBAN DESIGN PANEL:

Angela Enman
Brittany Coughlin
Alan Boniface
Geoff Lister
Jennifer Stamp
Kelly Lee
Jane Vorbrodt
Natalie Telewiak

REGRETS:

Walter Francl

RECORDING

SECRETARY: K. Cermeno

ITEMS REVIEWED AT THIS MEETING	
1.	4408-4488 Fraser Street & 707-709 East 29 th Ave
2.	Jericho Lands

Chair Angela Enman called the meeting to order at 3:05pm and noted the presence of a quorum. The panel then considered applications as scheduled for presentation.

1. Address: 4408-4488 Fraser Street & 707-709 East 29th Avenue
Permit No. RZ-2021-00042
Description: To develop a six-storey (with a partial seventh storey for amenity areas) secured market rental mixed-use building with 100 residential units, and commercial retail space at grade; all over two levels of underground parking, including 97 underground parking spaces and 200 bicycle spaces. The floor area is 8,149 sq. m (87,717 sq. ft.), and the floor space ratio (FSR) is 3.65. Maximum building height is 24.1 m (79 ft.). The application is being considered under the Affordable Housing Choices Interim Rezoning Policy.
Zoning: RT-2 to CD-1
Application Status: Rezoning
Review: First
Architect: Strand and Locarno Development
Staff: Havan Surat & Simon Jay

EVALUATION: SUPPORT with Recommendations (8/0)

- **Introduction:**

Rezoning Planner, Simon Jay, began by noting, the rezoning application is at 4408-4488 Fraser Street and 707-709 East 29th Avenue. The seven lot site is a full block on Fraser Street between 28th and 29th Avenues, is currently zoned RT-2 and is occupied by single-family houses and a duplex.

The site is located in the area sometimes known as the Fraserhood, which has seen considerable development despite the absence of a neighbourhood plan. On the 17-block stretch of Fraser Street between Kingsway and 33rd Avenue, there have been 12 four-storey mixed-use developments built, and two more approved rezoning's for six-storey mixed-use developments.

The zoning on Fraser Street is a patchwork of C-2, CD-1, and RT-2. Directly north of the site is five blocks of C-2 zoning, and directly south is a four-storey mixed-use CD-1 development. To the east, on the other side of the lane, is zoned RS-1.

Policy

This application is being considered under the Affordable Housing Choices Interim Rezoning Policy, which is a citywide pilot program that enables rezonings for new buildings that provide 100% of the residential floor area as secured rental. Under the policy, buildings up to six-storeys may be considered on an arterial, such as Fraser Street.

The Affordable Housing Choices Policy is closed to new rezoning enquiries; however applications such as this, which received formal advice prior to June 2019 are still eligible.

The Affordable Housing Choices Policy allows for a maximum of two projects within 10 blocks along an arterial. There has been one other project on Fraser Street within 10 blocks. The

approved rezoning is under construction between 22nd and 23rd Avenues and is a six-storey mixed-use building with townhomes at the rear.

The applicant is proposing a 6-storey building, with 100 secured market rental units and commercial retail space at grade. Within the massing of the double height commercial, five town houses have been included at the lane. A floor space ratio of 3.65 and a building height of 24.1 m are proposed. Two levels of underground parking can be accessed from the lane.

Development Planner, Havan Surat, began by describing the site as rectangular, covering the entire block, and having dimensions of approximately 237.5 ft. x 101 ft. (72.4m x 30.8m).

Commercial retail units (CRUs) are accessed centrally from the Fraser Street and residential units are accessed from the residential lobby along 28th Ave. There are town home units at the rear lane which have access from the lane and also from the building interior. The townhomes are two level units with bedrooms located at the lower level and the living areas at the upper level.

The upper level units are positioned around the building perimeter with balconies at the rear and front sides served by a double loaded corridor in the centre. The building setbacks at fifth level in the front along the Fraser St. Along the rear side, the building setbacks of 30 ft. from centre of rear lane at 3rd level with a further setback of 10 ft. at the 5th level. Common amenity spaces that include indoor and outdoor areas are located at the seventh level of the building. Shadow studies indicate that the building cast deep shadows towards public realm on March and September during morning time and towards private yards during late afternoon times of the day.

Advice from the Panel on this application is sought on:

1. Does panel support the proposed massing, height & density?
2. Please comment on the amount of amenity areas provided for the proposed 100 unit residential building
3. Please comment on overall architectural expression and interfaces to the public realm and residential zone to the east.

The planning team then took questions from the panel.

• **Applicant's Introductory Comments:**

The applicant noted the site is in a popular area with close proximity to the airport and schools and other needs, a site that is really coming to age.

The development is consistent with City goals to increase housing and create a more viable and sustainable communities.

The site is smaller and shallower than its neighboring sites. It is about 60 percent shorter than the site to the south.

Per the City's request, the main commercial space has been set back. It is quite a generous set back from the curve to the front of the retail space.

The residential entry is at the North side of the site. The upper two storeys are setback.

The amenity space is invisible from the street. The amenity space is twice the square footage than the surrounding projects.

There is spontaneous seating throughout the public realm, there are over sized patios separated by planting. The amenity roof has a variety of uses for small to large groups.

There is enhanced screening along the lane side to makes it a much more lively contribution.

The applicant noted the sustainability is meeting all the target goals and green zoning targets.

The applicant team then took questions from the panel.

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

Having reviewed the project it was moved by **MS. COUGHLIN** and **MS. STAMP** and was the decision of the Urban Design Panel:

THAT the Panel **SUPPORT** the project with the following recommendations to be reviewed by City Staff:

- Design development to increase the size of the outdoor amenity space;
- Design development to simplify the architectural expression and materiality;
- Design development to improve the livability of the townhome units on the lane;
- Consider passive design strategies and provision of cooling.

Related Commentary:

There were mixed comments regarding the height, density and massing, at this location with some concerns around the height with the location at the high elevation, which makes the height read more strongly. However in general most panelists were in support.

Regarding the amenity, panelists suggested increasing the amount of outdoor amenity, as it's presently too tight considering the number of tenants. Panelists also suggested providing more glazing at the indoor rooftop amenity.

With the amenity space, consider accessibility; it is important to have a universal washroom, and to ensure that the amenity is fully accessible to all residents.

There was some concern with the architectural expression and it was noted that the lobby appears tight.

Consider simplifying the materiality. Presently there are many competing materials. Overall it was not felt that the expression contributes positively to the neighborhood. Consider the expression of brick masses and corner balconies. Consider simplifying the roof overhangs to better tie in with the rest of the building.

A panelist recommended tidying up the roofline so the higher masses speak better to the lower masses.

A panelist noted the experience along the ground plain, suggesting to consider the various entries and make them clearer to help enhance the experience on the ground floor.

It was thought that the retail on Fraser is generally well handled, however some panelists encouraged recessing major doorways. The at-grade commercial will benefit the neighborhood here.

A panelist suggested having an open space on the south end of the CRU, as it is the only sunny spot and should be taken advantage of.

There was mixed commentary regarding the townhomes. The townhomes at the lane are seen as a positive, however the sunken bedrooms are a concern. Consider ways to mitigate this. A few panelists suggested considering three-storey town homes with the same ground level, bedrooms on the upper level, and a recreation room and/or storage at the sunken level.

A few panelists encouraged looking at the commercial elevation and depth, and restricting commercial kitchen locations, which could help the lane elevation for the townhomes.

A few panelists mentioned cooling and resiliency with regard to the units and amenity spaces. It was strongly recommended to provide partial cooling, especially in the amenity room as a safe space for vulnerable individuals.

Panelists suggested incorporating as many as passive design strategies as possible.

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

2. Address:	Jericho Lands
Permit No.	N/A
Description:	The City is developing a Policy Statement for the Jericho Lands that will inform a future rezoning for the site. The Policy Statement will set principles and objectives for reconciliation; land uses and density; site ecology, parks, and open spaces; connections, movement, and transportation; built form, massing, and height; sustainability and infrastructure; community amenities; and development phasing. The purpose of the workshop is to get feedback on emerging directions and two site concepts, to inform development of a preferred concept.
Zoning:	RS-1 & CD-1
Application Status:	Non-Voting
Review:	First
Architect:	Urban Strategies, Canada Lands Company & MST Development Corporation
Staff:	Scott Bell, Kirsten Robinson & Yuichi Watanabe

EVALUATION: Non-voting

- **Introduction:**

Community Planner, Kirsten Robinson, began by thanking the Cultural Liaisons for their welcome and acknowledged that we are living and working on the unceded traditional territory of the Musqueam, Squamish and Tsleil-Waututh Nations.

Since 2019, staff have been working collaboratively with Canada Lands Company and the MST Joint Venture (Musqueam, Squamish and Tsleil-Waututh Nations), and their design team led by Urban Strategies to develop the vision for the future of the Jericho Lands.

The planning process will result in a Policy Statement, which establishes principles and objectives relating to Reconciliation; land use; density; building types and heights; transportation and sustainability.

The purpose of today's workshop is to get the Panel's feedback and advice on the draft conceptual plans, and general approach to form and massing. Your feedback will be used to create a preferred plan that will guide future rezoning for the Jericho Lands.

Community Planner, Scott Bell, began by noting, the Jericho Lands are 36 hectares (90 acres) in size, located north of W 8th Avenue, south of W 4th Avenue, and bounded by Trimble Park and Queen Mary Elementary to the west, and Highbury Street to the east.

The eastern portion (referred to as Jericho Garrison) is currently zoned (RS-1), which permits, one-family dwellings, secondary suites, laneway houses, and two family dwellings.

The western portion (or Jericho Hill) is currently zoned CD-1 (404) which permits a variety of uses including residential, cultural and recreational uses, parks, institutional uses, public utility with an overall 0.60 floor space ratio (FSR).

What Is A policy Statement

In June 2018, the “Landowners”: a joint venture partnership between the Musqueam, Squamish, and Tsleil-Waututh and Canada Lands Company requested that the City initiate a planning program to create a vision and land use policy for the Jericho Lands, with the output of this process being the creation of a policy statement.

A policy statement is a site specific, guiding document that establishes principles, objectives, and policies relating to a range of topics, such as:

- Reconciliation;
- Land uses and density;
- Site ecology, parks, and open spaces;
- Connections, movement, and transportation;
- Built form, massing, and height;
- Sustainability and infrastructure;
- Community amenities; and
- Development phasing

The Policy Statement is being created in collaboration with the landowners, local community, and stakeholder groups, before being presented to Council for consideration. The Jericho Lands are unique in that we are also working with the Cultural Liaisons, CLC and the MST Partnership to ensure that the interests of the Musqueam, Squamish and Tsleil-Waututh communities are foundational to the creation of the policy statement.

If adopted by Vancouver City Council, the policy statement will provide guidance on future rezoning and redevelopment of the site.

Recently approved policy statements include the Heather Lands, Oakridge Transit Centre (or OCT), and Langara Gardens.

The Jericho Lands Policy Statement will provide policies and directions related to mobility, parks and open space, land use, and building heights and form – similar to those shown for the Heather Lands. The Policy Statement will also include an “Illustrative Plan” that demonstrates how the policies can be achieved.

We are working toward similar set of policies, directions and diagrams for the Jericho Lands.

Process

Planning for the Jericho Lands commenced in 2019. Much of the work associated with Phase 1 was completed from March 2019 to March 2020, concluding with the development of a set of Draft Guiding Principles.

In addition to the City hosting a number of local engagement events/opportunities, the Landowner team has been engaging with the Musqueam, Squamish and Tsleil-Waututh communities directly. This input is being incorporated into planning for the Jericho Lands.

In early 2020, we launched Phase 2 of the planning process. Initially disrupted by the onset of COVID, we transitioned a number of our engagement activities online. The output of this phase was the creation and council endorsement of 24 emerging ideas.

On October 18, 2021, we kicked-off Phase 3 of the planning process. At this stage in the process, feedback is being requested on two concepts, to inform selection (or further development) of a preferred concept and emerging policy.

Following creation of a preferred plan, we will begin to draft the policy statement and accompanying council report to bring forward to Vancouver Council in late spring 2022.

Phase 1 Draft Guiding Principles

The main output from the phase 1 engagement was a set of 'draft guiding principles' – as listed on this slide. These principles are high-level statements intended to guide the planning process. The draft Guiding Principles have been adjusted to reflect public feedback received to date.

Earlier this summer, Vancouver City Council voted to endorse these Guiding Principles, however they are proposed to remain in draft form until the Jericho Lands Policy Statement is completed. This allows for further refinement as new information is learned and feedback received.

Embedding Indigenous Values and Knowledge

Phase 2 of the planning process shifted to establishing a greater understanding of the site and its potential. This work involved technical site studies, information gathering, analysis of City policies, and review of local and international best practices.

The key output of this phase was the Emerging Ideas, which were also endorsed by Vancouver City Council and became the building blocks of the two conceptual site plans you will see today.

One Emerging Idea influences all others - redevelopment of the Jericho Lands is an opportunity for the Musqueam, Squamish and Tslie-Waututh Nations to express their deep connection to the land, while bringing forward new opportunities for prosperity for future generations.

Phase 2: Emerging Ideas

In addition to Embedding Indigenous Values & Knowledge there are 24 other emerging ideas, organized into 4 themes. Those themes are: Natural systems & open spaces, Connectivity & mobility, inclusive neighbourhood, and Sustainability & resilience.

The emerging ideas within these themes alongside the draft guiding principles has set the high-level guidance into the development of the two conceptual site plans – each of which presents different ways these ideas can take shape in 2D and 3D plans.

Advice from the Panel is sought on the following:

1. Preferred concept and/or elements.

Provide commentary on:

2. character, configuration and connectivity of public parks and open space;
3. mobility network including priority on walking, rolling and cycling, as well as vehicular connections;

4. approach to massing including proposed building types and heights;
5. proposed land uses including location of non-residential uses (retail/office/community centre) in relation to nearby uses (West 4th Ave, WPG Village, Jericho Beach Park).

The planning team then took questions from the panel.

- **Applicant's Introductory Comments:**

This is a transformational opportunity for a unique site; the surroundings of the coastal beach, the mountains, proximity to the downtown are significant to this site. The applicant noted they have explored two conceptual site options.

The design process began by understanding the cultural and spiritual significance of the site. The typography of the site is an important aspect, thinking about connectivity and mobility to and through the site.

The process began with a site analysis and it many layers to understand the elements of the site. There is a network of park and open space, in addition to new spaces being proposed. The intent is to plan for a resilient, inclusive, generational and low carbon community.

The applicant team noted they held various engagements session with the MST (Musqueam, Squamish and Tsleil-Waututh) community members that were guided by various cultural liaisons. Input and feedback gathered during these sessions has helped inform the planning and design direction for the conceptual site plan options.

Cultural design inspiration came with three concepts, starting with the land, when regarding first nations everything starts with the land, a place of gathering and abundance, and telling the stories of the MST people and the Lands.

Cultural site planning elements include honoring the ridge, water as a life giver, steward tress and canopy, living with nature, a place of arrival, spirit of the long house, and celebrating the MST partnership.

The two culturally conceptual site-planning options are the Weave, a strong community fabric, and the Eagle, a bird on the wing soars from ocean to ridge.

The weave is built on rebuilding the community, with intergenerational learning, a strong partnership working as one, one heart one mind. There is a central east west spring that is inspired by the common spaces and traditional long houses. The entire length of the spine is meant to be green, active, neighborly and accessible.

The weave consists of three distinct hearts, the village heart, the nature heart and the community heart. These hearts support a space for community, urban agriculture, gathering and learning. There is a nature and recreational playing field and spaced for office and community facilities. The weave is represented by a connection from 4th to 8th Ave. The proposed new 4th Ave is a water edge that can be a great space to introduce MST figures, public art and knowledge.

There are a variety of private and semi-private open spaces and podium roofs. The weave mobility network prioritizes transit and cyclists. At the edges of the site, there are multiple entry points that would be marked.

The built form of the land use is to show the use and connection of the three hearts of the land. At the east, side there is more distribution of the site. Building are rotating across the grid so there is better sun exposure. The importance of the view from the water, views to the mountains, sea and city. The step down in scale there is the village heart and east west spine.

With the eagle option there is a diagonal of the site, which represents the wings of the eagle that connect the different ends of the site. The diagonal creates a key movement corridor. The corridor features a natural system based landscape. To the east, there is a linear walkway, to the west a mixed-use urban plaza, and up the ridge is the highest point with the views.

There is a pedestrian walkway to the east that aligns with water channels. There are additional gathering spaces and retail. There is a central gathering space surrounded by a wide range of cultural amenity spaces.

There is a mixed-use urban plaza in the middle, which can be a key point for the transit station. There are steps down to the amphitheater space, there is weather-protected canopy.

There is a lookout that has important cultural views to the mountain, shore and downtown. Along 4th the applicant noted they are looking at a new mobility corridor which is a nice reflection to the Jericho park across the street, the intent is to connect the open space of network parks. There is different land use across the site; the core of the site provides a strong framework for surrounding residential neighborhoods. There will be community based mixed-use retail. Off 8th there will be a bit of retail, a gesture to coming off that side. There will be a series of amenities that will be associated with the central park.

The site drops down to tall towers to lower scale areas of the site. The applicant noted they are working with natural infrastructure and applying it through the site. Buildings are pulled away from the streets and parks to consider solar access and path circulation. The scale has been stepped down to transition down to 8th ave.

The applicant team then took questions from the panel.

- **Related Commentary:**

There was general excitement over the project and the contribution it will have on the City.

Eagle Concept

Most panelists supported the eagle option, the stronger aspects identified were the overall building form and massing and the stepping of the edges, the diverse building forms, the grand diagonal gesture across the site.

Some panelists noted their support for the density in the eagle option.

Other panelist comments include the success of the natural elements that connect the building forms diagonally, and that the building forms feel like a landscape. This option creates a stronger identity for the MST community. The eagle plan bridges the gap between the east and the west successfully.

The panel supported the lower tower forms however there was some concern regarding the Relationship with the massing and topography.

A panelist noted the eagle option has three precincts with each of its own high point that don't connect to the central spine, which creates some loss of connection.

Weave Concept

Aspects of the weave option the panel found successful was the support of the community at the building level, the integration of the neighborhoods, the high street of the central spine made by the buildings, and the diverse communities and amenities. There was also support for the high permeability and the south oriented courtyards.

Additional Commentary

The panel encouraged more north south permeability, as transportation will be critical with the density that is being proposed here.

Panelists supported the priority to keep the sites as car free and pedestrian-oriented as possible as the site develops.

A panelist noted that given the size of the site and walking distance, it would be beneficial to distribute the amenities throughout.

A panelist suggested incorporating a stronger street wall on 4th avenue on the eastern portion, as 4th avenue would change in the future so there is a lot of opportunity for density there.

A panelist noted that the overall density would benefit if it were shifted further east and integrated more as it connects to the adjacent commercial area.

Both plans have a north south spine that is a dominating feature of the site. A panelist encouraged a radical crossing at 4th ave to connect to the park and water.

Many panelists suggested considering Jericho Park, which is not presently well served by public transportation. Further development of this site will put a different level of population pressure on the Park, so it merits consideration as the project develops.

There was strong support for the land use and the idea of a self-sustained community. The panel noted to consider future development of the neighborhood especially with the arrival of the sky train.

The panel encouraged the team to consider how renewable energy will be incorporated in the project (ex. rooftop, solar) and suggested a community level energy system to support the low carbon goals of the project.

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