



CITY OF VANCOUVER

POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: June 27 2005
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TO: Vancouver City Council

FROM: The Directors of Current Planning and the Housing Centre

SUBJECT: CD-1 Text Amendment: 505-600 Abbott St. (International Village)

RECOMMENDATION

THAT the Director of Current Planning be instructed to make application to:

1. Amend By-law No. 6747 (CD-1 #265) for 505-600 Abbott St. (International Village) to reduce the affordable housing required, increase the allowable residential density and tower height, and reconcile density allowances to reflect 'as-built' and projected development in accordance with the draft CD-1 By-law amendments generally as presented in Appendix A; and
2. Amend By-law No. 6650 (the False Creek North Official Development Plan) to reduce the percentage of affordable housing and the number of affordable family units required, generally as presented in Appendix B.

FURTHER THAT this application be referred directly to a Public Hearing, together with the recommendation of the Director of Current Planning, subject to conditions contained in Appendix C;

AND FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-laws generally in accordance with Appendices A and B for consideration at the Public Hearing.

CITY MANAGER'S COMMENTS

The City Manager RECOMMENDS approval of the foregoing.

COUNCIL POLICY

Council policy is to require that 20% of the total number of units developed in new neighbourhoods be designated for affordable housing of which half are to be designed for families. Should government funding not be available to develop the affordable housing sites, Council policy is to consider other options, including payment-in-lieu if necessary.

The City's social housing priorities are low and modest income families with children, seniors on fixed incomes or in need of support, SRO residents and the mentally ill, physically disabled, and others at risk of homelessness.

The False Creek North Official Development Plan (FCNODP), approved by Council in 1990, identifies International Village as a mixed use residential and commercial area. The zoning for International Village, CD-1 By-law No. 265, permits a mix of residential and commercial uses and requires retail and similar uses on Abbott St., Keefer St. and Pender St. frontages.

SUMMARY AND PURPOSE

This report recommends that the CD-1 for International Village be amended to allow the conversion of one of the two affordable housing sites in International Village to market housing, the conversion of undeveloped commercial floor space to residential floor space, and the addition of one floor plus lofts to each of two towers, in return for the remaining affordable housing site (Lot D at the south-west corner of Pender St. and Abbott St.) being transferred to the City at no cost.

BACKGROUND

International Village occupies 21 acres between the Stadium Station and Pender St. as noted in Appendix D where Lot D is shown as Sub-area 3. The original plan for International Village was adopted with the CD-1 zoning in 1989. In 1995, the CD-1 was amended and a restructured plan was adopted to increase the density and to accommodate the proposed Tinseltown Mall. A tower designated for a hotel was converted to residential use and the maximum number of residential units allowed was increased from 800 to 1,400.

The City's 20% policy would have required 280 units of non-market (now affordable) housing units, 120 more than the previous plan. It was not possible to accommodate all the affordable housing on site and the City received a \$1.1 million payment-in-lieu from the property owner, Henderson Development (Canada) Ltd., in return for requiring that only 140 affordable family housing units be provided on site. In addition, the City received \$1.9 million as a payment-in-lieu for park. Two affordable family housing sites were provided on site, one (53 units - 5 121 buildable m² [55,124 sq. ft.]) on the southwest corner of Abbott and Pender and the other (87 units - 8 630 m² buildable [92,896 sq. ft.]) on a commercial podium north of the SkyTrain station. The payment-in-lieu was used to fund the development of a 98 unit project for low income singles at 27 West Pender St. across from International Village.

The City holds options to purchase the two affordable housing sites. The option price was set at \$30/buildable sq. ft. originally and is adjusted to reflect changes in the Vancouver Consumer Price Index. The option price today is approximately \$42/buildable sq. ft.

Over the past decade Henderson has built Sub-areas 2 and 4 with a total of 368 units, and Tinseltown Mall and local serving retail totalling 32 976 m² (347,965 sq. ft.) of commercial space, and developed the 10.5 acre park on either side of Carrall St. Construction is underway on Sub-area 5 which will add a total of 457 units of housing in two towers and 919 m² (9,893 sq. ft.) of commercial space. As part of the Sub-area 5 development, the parcel for the future development of the school, community space and childcare will be created, but development cannot proceed until funding for the school is secured which is likely some years away.

SUB-AREA 1 DEVELOPMENT

There is one Sub-area left to be developed. Sub-area 1 (see Appendix D) occupies the south side of Keefer Circle between Beatty and Abbott. It is currently zoned for a maximum of 2 837 m² (30,537 sq. ft.) of retail, service, office and cultural and recreational floor area and 38 069 m² (409,771 sq. ft.) of residential floor area. The development contemplated in the International Village CD-1 for Sub-area 1 consists of two towers, west of Abbott St., above a commercial podium around Keefer Circle and along Abbott St. The 87 unit affordable family housing project would be built on the commercial podium between the two towers (see Appendix D).

Henderson wishes to proceed with developing Sub-area 1. However, at present Federal or Provincial funding is not available for developing the 87 units of affordable family units. Sub-area 1, as envisaged in the current zoning and design guidelines, is to be built as a single project consisting of several future airspace parcels, one of which would be the affordable housing component with shared parking, access and servicing. As the affordable housing is to be physically integrated into the larger project, it needs to be built at the same time as the market residential towers on either side and the commercial development below. Consequently, to allow the development of Sub-area 1 to proceed, it is recommended that this affordable housing site be converted to market housing in return for a payment-in-lieu.

The City has accepted payment-in-lieu in exchange for converting affordable housing to market housing before where the affordable housing consists of an airspace parcel within an integrated development, and when senior government funding was not available to develop the affordable housing component when the integrated development was ready to proceed. Payment-in-lieu for affordable housing has been accepted for a site in Concord Pacific Place and another in Bayshore Gardens as well as previously for International Village.

It is recommended that the affordable housing component in Sub-area 1 be converted to market housing and that, in return, Henderson provide the affordable housing site at the south-west corner of Abbott and Pender (Lot D, which coincides with Sub-area 3) to the City for free. It is recommended that Lot D be acquired rather than seeking a cash payment. By acquiring Lot D for free the City will be able to offer it to the senior governments at no cost. Though funding to develop new affordable housing is not currently available, some funding is expected to be made available in the next year or two. It is expected that providing sites for free will be a requirement to receive senior government funding for affordable housing.

URBAN DESIGN AND LAND USE CONSIDERATIONS

It is proposed to restructure the density to be developed in Sub-area 1 to improve its urban design and liveability. The location of the affordable housing building between the two towers was awkward and eliminated the opportunity to create a courtyard and useable open space on the podium between the two towers. As shown in Appendix D, it is proposed to redistribute the converted density from the affordable housing parcel into market townhouses around the courtyard and into two additional floors on the mid-rise on the west side of Abbott south of Keefer.

The new residential space created from the conversion from commercial space would be accommodated in the two towers by a marginal increase in the floor plates, and the 1 171 m² (12,600 sq. ft.) of new residential density would be accommodated in one full floor plus loft space being added to the top of each tower. The addition of a floor plus lofts to the top of the two towers will require an increase in the maximum height allowed from of 91 to 93 metres for Tower A on Abbott St. and from 91 to 97 metres for Tower B on Beatty St. Planning staff note that the loft space will screen the mechanical penthouse which would otherwise be prominent.

The urban design, shadowing, massing and land use implications of the proposal have been evaluated and are supported by planning staff. The courtyard to be developed in place of the affordable housing in Sub-area 1 is a major enhancement, and the single loaded townhouses that will surround it will provide a much improved edge to the SkyTrain station to the south as well as provide housing suitable for families. The increase in tower floor plate size and the additional floor on each tower will have minimal impact on the urban design of the International Village precinct. The increase in tower heights has been evaluated against the view corridors that impact the tower sites and neither tower as proposed would intrude into their respective view corridors.

Planning staff support the conversion of 2 871 m² (30,906 sq. ft.) of retail, service, office and cultural and recreational floor area to residential floor area. This will leave 1 394 m² (15,000 sq. ft.) for grade level frontages on Abbott and Keefer Streets. The key consideration here is that there remains sufficient commercial floor space for grade level frontages to be lined with retail store fronts and similar land uses which will animate the sidewalk and enhance the pedestrian experience. The conversion of commercial to residential floor space is supported because there are significant vacancies of commercial floor space which provide adequate opportunities for future expansion of commercial activity in International Village.

AFFORDABLE HOUSING PAYMENT-IN-LIEU

The City's policy regarding conversions of affordable housing sites is to require 100% of the difference between the market value of the site and the affordable housing site be paid to the City either in cash or in kind. The conversion value of the affordable housing site in Sub-Area 1 (\$1,600,000) is less than the value of Lot D (\$2,500,000 consisting of the affordable housing plus 598 m² [6,441 sq. ft.] of retail floor space on the ground floor) as much of the converted floor space will be located in townhouses on the commercial podium and rather than in higher value 'view units' in the two towers.

To balance the transaction, it is proposed that the difference be made up by allowing Henderson to convert 2 871 m² (30,906 sq. ft.) of retail and service space that is not required to achieve the City's street level retail requirements and by increasing the total market residential potential by 1 171 m² (12,600 sq. ft.). These measures would add \$1,600,000 in value which would be shared equally between the City and Henderson. The Director of Real Estate has reviewed the proposal and advises that the proposed conversions to and increase in market residential density in return for the City receiving Lot D represents reasonable and fair value.

DEVELOPMENT OF LOT D

It is proposed to increase the maximum number of residential units allowed in International Village from 1,400 to 1,410. This minor increase will provide Henderson with some flexibility in the design as the current limit of 1,400 units may not be sufficient to absorb the additional market residential floor space proposed.

It is also proposed to allocate 120 units to the affordable housing to be developed on Lot D. This would leave 465 units for the Sub-area 1 market residential units. Lot D, which has a site area of 1 569 m² (17,179 sq. ft.) could be developed for family units, 1-bedroom units for seniors or small self-contained studios. It is proposed that the site be designated for 120 units of housing to accommodate low income singles living in the area's SROs.

Should an alternative housing program such as family or seniors housing be preferred when senior government funding is available, a text amendment to the CD-1 would be required to alter the program. At present, developing replacement housing for the SROs in Victory Square and along Pender would be the priority.

It is proposed to increase the maximum allowable residential floor space allowed on Lot D by 557 m² (6,000 sq. ft.) to ensure there is sufficient to achieve Council's priorities. The current limit of 5 121 m² (55,124 sq. ft.) would restrict the ability to achieve 120 studio units of 320 - 350 sq. ft. that would be appropriate replacement housing for SROs in the Victory Square area, and would limit the number of larger units should Council wish to pursue a family project when funding is available and the project can proceed. The scale and massing of the resulting building will reflect that of adjacent buildings in the Victory Square district.

COMPARISON OF CURRENT AND PROPOSED ALLOCATION OF DENSITIES

Table 1 sets out the current and proposed allocation of densities across International Village.

Table 1: Allocation of Densities

Sub-Area (SA)	Under Current CD-1		Under Proposed CD-1	
SA-1 Commercial FSR	2 837 m ²	30,538 sq. ft.	1 394 m ²	15,000 sq. ft.
Residential FSR	38 069 m ²	409,785 sq. ft.	41 685 m ²	448,689 sq. ft.
Market Units	435 units		465 units	
Affordable Units	87 units		0 units	
SA-2 Commercial FSR	8 726 m ²	93,929 sq. ft.	8 725 m ²	93,918 sq. ft.
Residential FSR	17 340 m ²	186,652 sq. ft.	17 350 m ²	186,759 sq. ft.
Market Units	177 units		177 units	
Affordable Units	0 units		0 units	

SA-3 Commercial FSR	1 295 m ²	13,940 sq. ft.	598 m ²	6,441 sq. ft.
Residential FSR	5 121 m ²	55,124 sq. ft.	5 679 m ²	61,124 sq. ft.
Market Units	0 units		0 units	
Affordable Units	53 units		120 units	
SA-4 Commercial FSR	24 250 m ²	261,033 sq. ft.	23 602 m ²	254,047 sq. ft.
Residential FSR	14 336 m ²	154,316 sq. ft.	14 135 m ²	152,150 sq. ft.
Market Units	191 units		191 units	
Affordable Units	0 units		0 units	
SA-5 Commercial FSR	1 000 m ²	10,764 sq. ft.	919 m ²	9,893 sq. ft.
Residential FSR	34 737 m ²	373,907 sq. ft.	35 356 m ²	380,568 sq. ft.
Market Units	457 units		457 units	
Affordable Units	0 units		0 units	
Total Commercial FSR	38 108 m ²	410,204 sq. ft.	35 238 m ²	379,299 sq. ft.
Total Residential FSR	109 605 m ²	1,179,784 sq. ft.	114 205 m ²	1,229,290 sq. ft.
Total Market Units	1,400 units		1,410 units	
Total Affordable Units	140 units		120 units	

NOTE: As Sub-area 1 is the last Sub-area to be developed in International Village, it is appropriate at this time to make any housekeeping changes to ensure consistency between the CD-1 By-law and what is now projected at completion. A total of 428 m² (4,602 sq. ft.) of Sub-area 1 market residential density was previously allocated to other sub-areas of the development, and this amount would be deducted from the Sub-area 1 total.

CONSEQUENTIAL FALSE CREEK NORTH OFFICIAL DEVELOPMENT PLAN AMENDMENTS

International Village is included in the False Creek North Official Development Plan (FCNODP). The proposed amendments to the International Village CD-1 require that FCNODP be amended to reduce the total number and percentage of affordable housing units. The total number of affordable housing units to be developed would decline from 1,520 to 1,500 and the percentage of social housing from 15.5% to 15.3%. The FCNODP requires that at least half the affordable housing units be suitable for families and the ODP 50% family requirement would continue to be met with the change from family to non-family affordable housing for International Village. The FCNODP amendments are set out in Appendix B.

FINANCIAL IMPLICATIONS

There are no financial implications.

CONCLUSION

This report recommends referral to public hearing of text amendments to the International Village CD-1 that would allow the conversion of one of the two affordable housing projects in the neighbourhood to market housing. This would allow the development of Sub-area 1 to proceed in the absence of senior government funding for affordable housing. In return the City will receive the remaining affordable housing site for free which will enhance its chances of proceeding when senior government funding becomes available. The proposed rezoning would also permit the conversion of some unused commercial floor space to residential and a small increase in the total residential floor space allowed.

* * * * *

PROPOSED CHANGES to CD-1 By-law No. 6747 - 505-600 Abbott St. (CD-1 #265)

4 Land Uses

- (a) a maximum of ~~1 400~~ 1 410 residential dwelling units provided in multiple dwellings or in conjunction with any of the uses listed below, provided that:
- (ii) a minimum of ~~140~~ 120 units shall be provided through government funded programs targeted for core-need households or through such other affordable housing programs targeted for core-need households or through such other affordable housing programs or initiatives as Council may generally define or specifically approve from time to time, or subsidized and market co-operative units ~~all of which shall be designed for family housing in accordance with the "High Density Housing for Families with Children Guidelines" adopted by Council on March 24, 1992; [8651; 03-03-11]~~

7 Floor Area and Density

7.1 The maximum floor area for any use listed in Table 1 shall be set out below.

Table 1

Use	Maximum Floor Area
Retail Uses	18 580 m²
Service and Office Uses	19 528 m²
Residential Uses	109 602 m²

Table 1

Use	Maximum Floor Area
Retail, Service, Office and Cultural and Recreational	35 238 m ²
Residential Uses	114 205 m ²

7.5 The maximum floor area for each sub-area shall be as set out in Table 2.

Table 2 - Maximum Floor Area

Sub-area (from Diagram 1)	Retail, Service, Office and Cultural and Recreational	Residential
1	2 837 m ² 1 394 m ²	38 069 m ² 41 685 m ²
2	8 726 m ² 8 725 m ²	17 340 m ² 17 350 m ²
3	1 295 m ² 598 m ²	5 121 m ² 5 679 m ²
4	24 250 m ² 23 602 m ²	14 336 m ² 14 135 m ²
5	1 000 m ² 919 m ²	34 736 m ² 35 356 m ²
6	N/A	N/A

10 Height

10.1 The maximum building height measured above the base surface, excluding the mechanical penthouse shall be set out in Table 3.

Table 3

Sub-area (from Diagram 1)	Maximum Height
1	91 m 97 m
2	91 m
3	33 m
4	70 m
5	86 m
6	N/A

PROPOSED CHANGES TO THE FALSE CREEK NORTH ODP (By-law No. 6650)

3.2.1 Residential - Replace the first sentence of the second paragraph as follows

Up to a maximum of ~~9808~~ 9818 dwelling units, having a total floor area up to a maximum of ~~913 746~~ 918 248 square metres, are permitted.

Figure #4

Amend the tables as follows:

Area - Neighbourhood	Units %	Affordable		Market		Total Units	Floor Area	
		Non- Family	Family	Non- Family	Family		m2	sq. ft.
8 International Village		120 **	140 *	1050 75	1,080 15	210	1400 114 205	1,410 1,179,785 1,229,290
					Total	9808 9,818	913 746 918 349	9,835,802 9,885,307

and

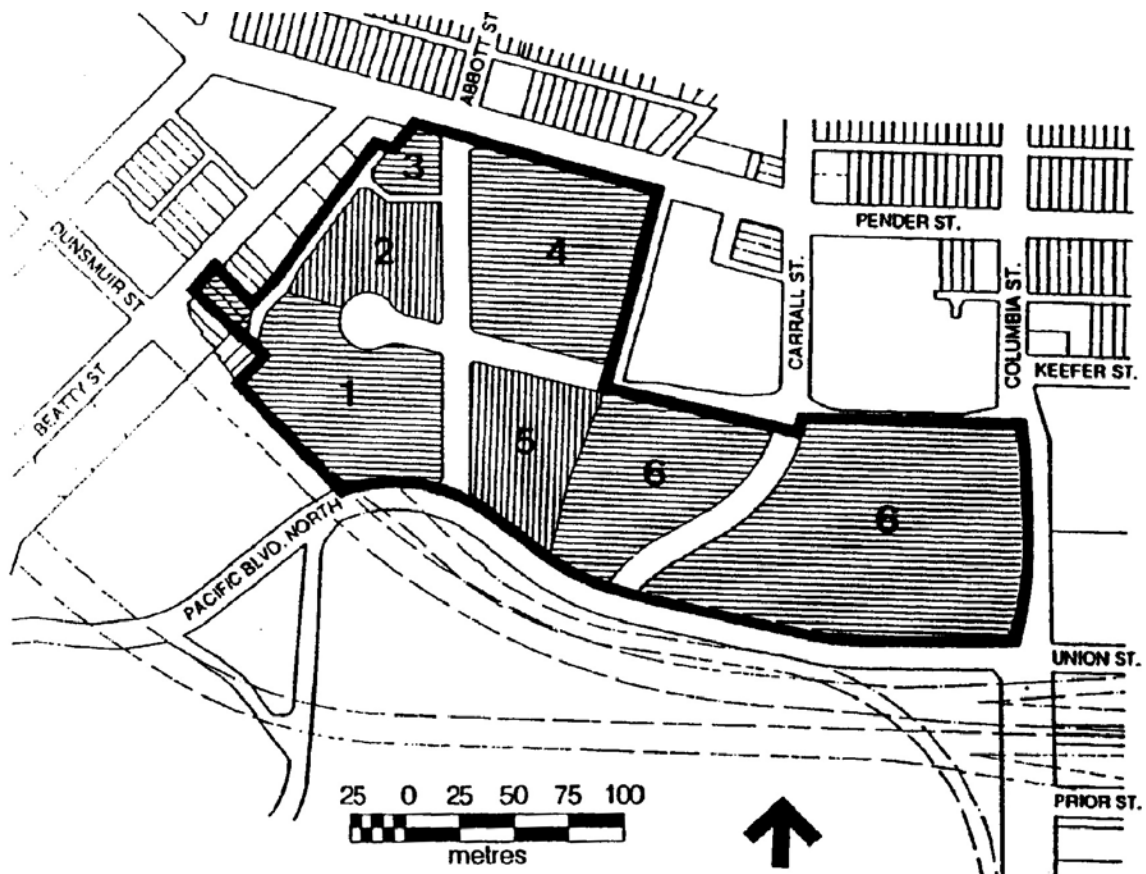
		Affordable		Market	
		Non-Family	Family	Non-Family	Family
Sub-total	Units %	604 6.2	724 7.3	6,785 69.2	1,503 15.3
Total	Units %	1,520 15.5		8,288 8,318	
Grand total	Units %			9,808 9,818 100%	

Amend Figure #12b Non-Market Housing sites to delete the non-market housing site south of the Keefer Circle.

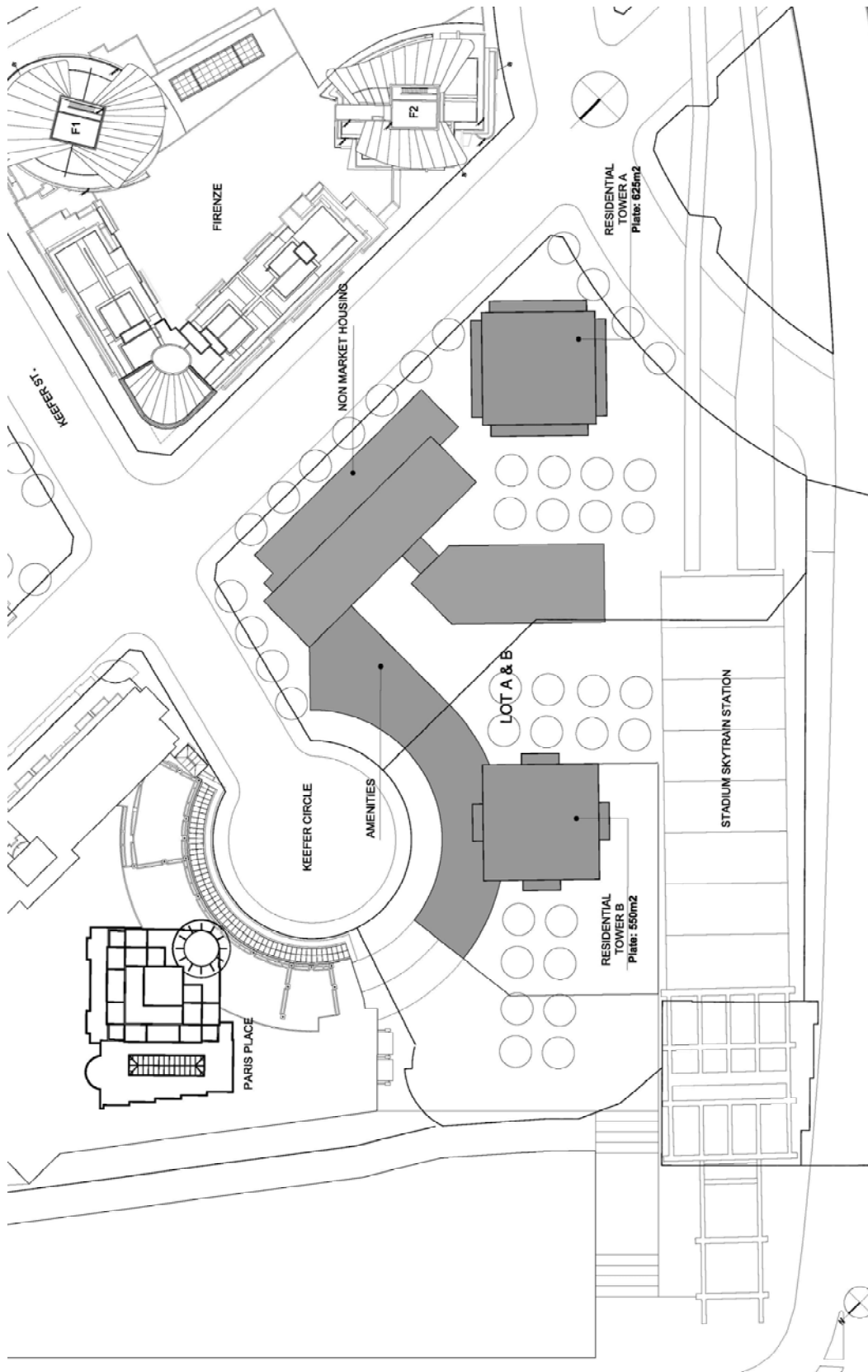
CONDITIONS OF APPROVAL

THAT, prior to enactment of the CD-1 By-law, Lot D (Lot 192, DL False Creek, Plan 23011) be transferred to the City at no cost to the City on terms and conditions to the satisfaction of the Director of Legal Services and the Director of Real Estate Services.

International Village Sub-Areas



Current Sub-Area 1 Plan



Proposed Sub-Area 1 Plan

