



## CITY OF VANCOUVER

### POLICY REPORT URBAN STRUCTURE

Date: January 11, 2006  
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Meeting Date: January 31, 2006

TO: Vancouver City Council

FROM: Director of Current Planning in consultation with Director of Real Estate Services and Director of Legal Services

SUBJECT: Downtown Official Development Plan - Text Amendment to include 149 West Hastings Street and 150 West Cordova Street in Downtown District Sub-area "C1" (Woodward's Site)

#### RECOMMENDATION

- A. THAT the Director of Current Planning be instructed to make application to amend the Downtown Official Development Plan to include the properties at 149 West Hastings Street (Lot 11 E 46 ft., Lot 12 W 25 ft. & Lot 12 E 25 ft. of W 50 ft., Block 4, Old Granville Townsite, Plan 168) and 150 West Cordova Street (Lot B of 5 & 6, Lot 6 W 33 ft. & Lot 7 E Half, Block 4, OGT, Plan 168) in sub-area "C1" of the Downtown District, generally in accordance with Appendix A, and that the application be referred to a Public Hearing;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-law, generally in accordance with Appendix A, for consideration at the Public Hearing.

- B. THAT, subject to approval of the by-law to amend the Downtown Official Development Plan at Public Hearing, consequential amendments to other Policies and Guidelines generally as outlined in Appendix B be adopted.

#### GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of A and B.

## COUNCIL POLICY

- Downtown Official Development Plan (DODP), adopted by City Council in November, 1975 and last amended in November 2005
- Woodward's Urban Design Guidelines, adopted on March 23, 2004
- On April 12, 2005 Council amended the Downtown Official Development Plan to create a new sub-area "C1" in the Downtown District for the Woodward's Site which was previously within sub-area "C". The maximum floor space ratio was also increased from 5.00 in sub-area "C" to 8.20 for sub-area "C1". No changes to other zoning regulations were required to accommodate the proposed redevelopment project.

## PURPOSE

This report proposes that the Downtown Official Development Plan be amended to enlarge the boundaries of sub-area "C1" of the Downtown District to incorporate the properties immediately west of the Woodward's site at 149 West Hastings Street and 150 West Cordova Street (the "Additional Properties") which will be acquired by the developer to accommodate an expanded project. It is also proposed to increase the maximum floor space ratio in this sub-area.

The report recommends that the Director of Current Planning be instructed to make an application for this purpose and that the application be referred to a Public Hearing.

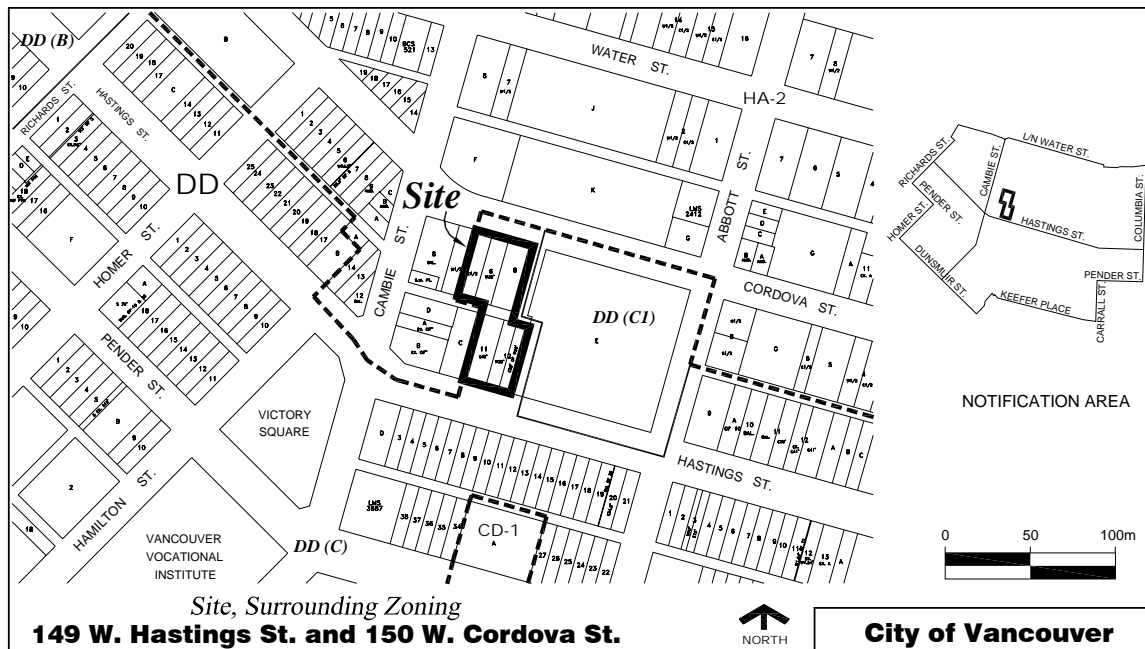
## DISCUSSION

**Background:** On September 29, 2004, City Council selected Westbank Projects Corp. and The Peterson Investment Group Inc. to be the developer of the City-owned site at 101 West Hastings Street (the "Woodward's Site"). The Woodward's Site consists of a single parcel which was created in 1998 by consolidating 12 lots that formed the lands upon which the Woodward's building had been built. (Also, a small portion of redundant City lane was closed and consolidated into the site, and the existing north-south City lane was dedicated.)

Council authorized that agreements be negotiated for the sale of the Woodward's Site to the developer and for the proposed development of the site. Council also directed staff to revise the project design development to improve its scale and the proportional relationships of the tower and street-walls to the historic precinct, to improve heritage conservation, and to improve general accessibility and clarity of public and semi-public access to the public open space, both open-air and covered.

The developer subsequently arranged to acquire the Additional Properties to provide a larger site for an expanded project. The Additional Properties, which are the subject of this report and proposed rezoning, are shown as the 'Site' on the map diagram attached as Figure 1 on the following page.

Figure 1. Site and Surrounding Zoning



In the Administrative Report entitled “Woodward’s - 101 West Hastings Street: Design Development Update”, dated September 6, 2005, the Woodward’s Steering Committee reported to Council on the expanded project footprint and several other factors that have influenced the design development and expected financial performance of the Woodward’s Project:

- the heritage philosophy has evolved to include not only physical attributes of the original Woodward’s store, but also the cultural and sentimental memories this important city icon has evoked in its residents;
- the number of non-market housing units has been increased from 100 to 200, with ongoing negotiation to possibly increase this number further;
- the amount of market housing has been increased to assist in making the project financially viable;
- the programme development for Simon Fraser University’s School for Contemporary Arts was refined;
- the public open space and plaza areas were enlarged;
- the retail layout was revised;
- commitment to social, economic and environmental sustainability was clarified to meet LEED Silver certification requirements;
- previously unknown contaminated soils and asbestos problems were identified; and
- construction costs have increased.

On September 13, 2005, City Council approved the recommendations of that report, which provided for changes in project design and funding and also the proposed increase in project footprint and inclusion of abutting City lanes in the project footprint.

On October 20, 2005, Council approved the recommendations of the General Manager of Engineering Services in the Administrative Report entitled "Woodward's Project - Lane Closure and Site Creation", dated October 4, 2005, to close, stop-up, and convey the abutting lanes for inclusion in the Woodward's project footprint. Council also approved recommendations for the dedication and construction of a replacement north-south lane outlet of similar size and utility. (The lane closure and new lane dedication were considered an exchange of land on the basis of "equal land value for equal land value".)

Development application DE409942 was submitted on December 5, 2005 for the proposed redevelopment of the Woodward's expanded site. On December 7th, the Urban Design Panel unanimously supported the land uses, density and form of development proposed in the application, including the enlarged public realm resulting from the inclusion of the Additional Properties.

**Site Information:** The project site is now proposed to include the Additional Properties and doing so creates several options for improving the design development of the public open spaces and for creating a more optimal site configuration and mix of uses.

The Woodward's site at 101 West Hastings Street occupies the easterly portion of the city block bounded by West Hastings, Abbott, West Cordova and Cambie Streets. The area of this site is 7 449.5 m<sup>2</sup> (80,188 sq. ft.). The existing 8-storey former Woodward's Department Store complex has a floor area of approximately 62 243 m<sup>2</sup> (670,000 sq. ft.), representing a floor space ratio (FSR) of 8.36.

The Additional Properties at 150 West Cordova Street and 149 West Hastings Street will add 2 583 m<sup>2</sup> (27,804 sq. ft.) to the Woodward's Site. The property on West Cordova Street was previously occupied by a Woodward's gas station and subsequently used for surface parking. The property at 149 West Hastings is occupied by a 2-storey building which will be demolished. The two City lanes which will be incorporated into the redevelopment site add a further 484 m<sup>2</sup> (5,211.25 sq. ft.) to the site area. The additional parcels and lanes increase the total site area to 10 516.6 m<sup>2</sup> (113,203 sq. ft.). After dedication of a new north/south lane at the westerly end of the expanded Woodward's site, the site area will be 10 071.30 m<sup>2</sup> (108,410.11 sq. ft.). (This net site area will be used in floor space ratio calculations.)

**Proposed Development:** An expanded site area will accommodate a larger project, to include 200 non-market residential units instead of the original 100, over 500 market residential units instead of 428, as well as additional office space and an expanded series of public and semi-public spaces. The additional residential floor area will respond to the need to ensure that both a critical mass of residents are established on site, as well as assist in creating an economic proforma that is financially viable and self-sustaining.

The proposed project has grown from about the 74 320 m<sup>2</sup> (800,000 sq. ft.) initially envisioned for the Woodward's Site to over 92 900 m<sup>2</sup> (1,000,000 sq. ft.) on an expanded site which includes the Additional Properties. As described to City Council in September, the larger site is instrumental in allowing the project program to incorporate all the proposed uses as well as the creation of an enlarged public realm, including plaza and atrium.

The updated design, which was jointly developed by the Developer, Planning staff, the Woodward's Steering Committee and the Community Advisory Committee, now includes the following significant elements:

125 Single Non-Market Housing Units	6 975 m <sup>2</sup>	(75,081 sq. ft.)
75 Family Non-Market Housing Units	9 033 m <sup>2</sup>	(97,234 sq. ft.)
536 Market Housing Units	48 642 m <sup>2</sup>	(523,600 sq. ft.)
Non-Profit Community Space	2 926 m <sup>2</sup>	(31,500 sq. ft.)
SFU School for Contemporary Arts	11 148 m <sup>2</sup>	(120,000 sq. ft.)
Child Day Care Facility	390 m <sup>2</sup>	(4,200 sq. ft.)
Retail Space	5 017 m <sup>2</sup>	(54,000 sq. ft.)
General Office Space	3 502 m <sup>2</sup>	(37,700 sq. ft.)
Indoor Atrium	1 115 m <sup>2</sup>	(12,000 sq. ft.)
Outdoor Public Open Space	2 147 m <sup>2</sup>	(23,110 sq. ft.)
Below-Grade Parking and Loading	13 848 m <sup>2</sup>	(149,063 sq. ft.)
Roof Gardens	4 645 m <sup>2</sup>	(50,000 sq. ft.)

It can be noted that the SFU School for Contemporary Arts was initially contemplated in the range of 13 935 m<sup>2</sup> (150,000 sq. ft.) to 16 722 m<sup>2</sup> (180,000 sq. ft.). This part of the program is not yet finalized and so, while it is likely that 11 148 m<sup>2</sup> (120,000 sq. ft.) will be developed, it remains possible that this could grow by a further 2 787 m<sup>2</sup> (30,000 sq. ft.).

**Zoning Context:** The Additional Properties are presently situated in sub-area "C" of the Downtown District (DD). The Woodward's Site was previously in this sub-area but was rezoned to a new DD sub-area "C1" in early 2005, accommodating its proposed new density.

In sub-area "C" the maximum floor space ratio (FSR) is 5.00 and a wide range of uses are permitted including commercial (retail, service and office), light industrial, public and institutional, and also residential development. However, residential is limited to a maximum FSR of 3.00. In the new "C1" sub-area, all the zoning regulations for sub-area "C" were retained except that the maximum FSR for all uses combined, including residential, was increased to 8.2, slightly less than what is presently developed on the Woodward's Site.

**Floor Area:** The project size and components are described above in terms of 'gross' floor area prior to consideration of Zoning By-law provisions for calculation of floor space ratio.

For the purposes of land use and development control, culminating in the issuance of a development (DE) permit, some types of floor area are excluded from FSR calculation. Some can be wholly excluded, including below-grade vehicle parking and loading, public open space and childcare facility. Some types of floor area are excluded up to a maximum amount, e.g. the atrium space exclusion is limited to 557.4 m<sup>2</sup> (6,000 sq. ft.) and exclusion of residential amenities of a social and recreational nature is limited to 929 m<sup>2</sup> (10,000 sq. ft.). (The relevant zoning provisions are stated in sections 3.5, 3.6 and 6 of the DODP.)

A preliminary review of development application drawings and statistics for the Woodward's project has identified a net floor area of 87 134 m<sup>2</sup> (937,933 sq. ft.), representing 8.65 times the total site area. To provide for future SFU expansion, and in light of continuing evolution of the building program, including some changes since the DE application was submitted, staff recommend a maximum FSR of 9.0.

Note: Future SFU expansion, if and when it is pursued, will require a new DE application to add floor area to the West Hastings Building and the application will be subject to City requirements at that time (e.g. Parking and Vancouver Building By-law requirements).

**Proposed Amendments to the Downtown ODP:** The principal change required to the DODP is to include the Additional Properties in sub-area "C1" of the Downtown District. It is also necessary to increase the maximum density permitted in this sub-area, and for this staff recommend an FSR of 9.00.

The draft by-law provisions to amend the DODP are listed in Appendix A. They include a further amendment to correct a staff oversight when the DODP was initially amended in 2005 to create the new "C1" sub-area.

## **PUBLIC NOTIFICATION**

Staff propose to undertake standard notification of public hearing, as was done for the previous DODP text amendment in April, 2005. This will include legal and courtesy advertisements in newspapers and a notification letter to property owners within a two-block radius of the site and to neighbourhood community groups and associations.

## **COMMUNITY AMENITY CONTRIBUTION**

A Community Amenity Contribution (CAC) is generally anticipated for rezonings which seek an increase in maximum floor area permitted on a site, in order to address the off-site and neighbourhood impacts of growth and development.

In the previous rezoning, the maximum FSR on the Woodward's Site was increased from 5.0 to 8.2, adding development potential of 23 838 m<sup>2</sup> (256,600 sq. ft.). City staff concluded that various project elements to be provided by the developer should be considered as in-kind, on-site public amenities which together constituted a CAC which was more than appropriate, considering too that the developer will forego normal developer profit of 15-20 percent on several project elements. In particular, it will be 0 percent on the non-profit community space and no more than 10% on both the non-market housing and a child day care facility.

For the zoning amendments proposed here, the increase in maximum density over what is now permitted (FSR 8.2 for the C1 portion of the site and FSR 5.0 for the Additional Properties and abutting lanes) represents development potential of 15 748 m<sup>2</sup> (169,520 sq. ft.). Staff have concluded that the increased amount of non-market housing and enhancements to the various proposed public amenities constitute a generous CAC in the context of project economics which are now a greater risk for the developer than was previously the case.

Staff wish to note that the DODP has provisions whereby the Development Permit Board (DPB) may permit increase in FSR for the provision of low-cost housing, childcare facility, and uses of a public service, social or recreational nature. The DODP provides that the DPB, in determining the increase in floor area which may be authorized, shall consider all the construction costs, ongoing maintenance costs and operating costs which would be borne by the developer. The increase in maximum floor area on the expanded project site for the Woodward's redevelopment, and possibly more, could conceivably be awarded to the developer as a bonus for the provision of the various amenities and the non-market housing proposed. However, as staff noted for the previous rezoning, a DODP text amendment with increase in maximum FSR was selected as the way to go rather than other alternatives on the basis that this approach provided the greatest flexibility for a complex redevelopment proposal which would continue to evolve through the development application process.

## FINANCIAL IMPLICATIONS

In the Administrative Report entitled "Woodward's - 101 West Hastings Street: Design Development Update", dated September 6, 2005, the Woodward's Steering Committee reported to Council that the Woodward's project scope had increased to approximately \$280,000,000, with a shortfall of approximately \$32,500,000. Council approval of the DODP text amendments proposed in the present report will have no financial implications in and of themselves but will simply enable the project partners, including the City, to deliver on their respective financial commitments.

## CONCLUSION

In order that the Woodward's redevelopment project have consistent zoning on all affected parcels and a sufficient maximum permitted density, staff recommend amendments to the Downtown Official Development Plan and further that these be referred to a Public Hearing and approved. Consequential amendments to other Policy and Guideline documents will also be required to reflect the proposed DODP amendments.

\* \* \* \* \*

**DOWNTOWN OFFICIAL DEVELOPMENT PLAN  
DRAFT BY-LAW AMENDMENTS**

A draft amending By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting, to the satisfaction of the Director of Legal Services.

**Section 1 - Land Use**

- Amend **Map 1- Areas** to alter the boundaries of sub-areas "C" and "C1" such as to remove the sites at 149 West Hastings Street and 150 West Cordova Street from sub-area "C" and to include them within sub-area "C1".

**Section 3 - Density**

- Amend **Section 3.1** to replace the maximum density of '8.20' in the area denoted by the letter "C1" by a maximum density of '9.00'.

**Section 4 - Height**

- Amend **Section 4** to insert "C1" after "C".

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PROPOSED AMENDMENTS TO POLICY and GUIDELINE DOCUMENTS

**Downtown District Interim Policies for New Residential in Areas C and F; and For Conversion of Existing Space to Residential Use**

Adopted by City Council on May 20, 2004

Amended July 30, 2004 and April 12, 2005

- Amend map diagram to remove the sites at 149 West Hastings Street and 150 West Cordova Street from Sub-area "C".

**Victory Square Policy**

Adopted by City Council March 27, 1990

Amended April 12, 2005

- Amend the map diagram of the Victory Square Area to remove the sites at 149 West Hastings Street and 150 West Cordova Street.

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