



# P5

## POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: September 11, 2012  
Contact: Kent Munro  
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RTS No.: 9736  
VanRIMS No.: 08-2000-20  
Meeting Date: September 18, 2012

TO: Vancouver City Council  
FROM: General Manager of Planning and Development Services  
SUBJECT: CD-1 Rezoning: 955 East Hastings Street

### RECOMMENDATION

- A. THAT the application, by GBL Architects on behalf of 900 H S Holdings Ltd. (Wall Financial Corporation), to rezone 955 East Hastings Street [*Lot E Block 62 District Lot 181 Plan 15170; Lots 24 to 26 and 29 to 32 Block 62 District Lot 181 Plan 196; Lot J (Explanatory Plan 15392) Block 62 District Lot 181 Plan 196; and Lot K Block 62 District Lot 181 Plan LMP1580; PIDs: 007-671-024, 015-581-004, 015-581-012, 015-581-021, 015-581-039, 015-581-047, 015-581-055, 015-581-063, 015-581-161 and 015-533-163 respectively*] from M-1 (Industrial) District to CD-1 (Comprehensive Development) District to permit a 12-storey mixed-use development including industrial flex space and commercial uses at grade and market and non-market residential units above with a total floor space ratio of 6.15, be referred to a Public Hearing, together with:
- (i) plans received October 25, 2011;
  - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
  - (iii) the recommendation of the General Manager of Planning and Development Services to approve the application, subject to conditions contained in Appendix B;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary CD-1 By-law generally in accordance with Appendix A for consideration at the Public Hearing.

- B. THAT, if the application is referred to a Public Hearing, the application to amend the Sign By-law to establish regulations for this CD-1 and to include this CD-1 in Schedule E of the Sign By-law, generally as set out in Appendix C, be referred to the same Public Hearing;

FURTHER THAT the Director of Legal Services be instructed to bring forward the amendment to the Sign By-law generally as set out in Appendix C for consideration at the Public Hearing.

- C. THAT, subject to enactment of the CD-1 By-law, the Noise Control By-law be amended to include this CD-1 in Schedule A, generally as set out in Appendix C;

FURTHER THAT the Director of Legal Services be instructed to bring forward the amendment to the Noise Control By-law at the time of enactment of the CD-1 By-law.

- D. THAT, subject to enactment of the CD-1 By-law, the Parking By-law be amended generally as set out in Appendix C;

FURTHER THAT the Director of Legal Services be instructed to bring forward the amendment to the Parking By-law at the time of enactment of the CD-1 By-law.

- E. THAT Recommendations A, B, C and D be adopted on the following conditions:
- (i) THAT the passage of the above resolution creates no legal rights for the applicant or any other person, or obligation on the part of the City and any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
  - (ii) THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact a by-law and that any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
  - (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

### ***REPORT SUMMARY***

The report evaluates an application to rezone a site at 955 East Hastings Street from M-1 (Industrial) District to CD-1 (Comprehensive Development) District. The proposed rezoning would allow a 12-storey mixed use development including over 64,000 square feet of commercial and light industrial job space. The proposal would accommodate 352 residential units, 70 (20%) of which would be social housing units. The construction of the social housing units is supported by the Community Amenity Contribution from this development. Staff have assessed the application and find that the provision of 70 units of City owned social housing, one third of which to be rented at shelter rates, and 24% of which will be suitable for families with young children, meets the intent of Downtown Eastside Housing Plan. The proposal also helps to advance the Vancouver Economic Commission Economic Action Strategy by including a significant amount of new commercial and office capacity while preserving and promoting new industrial space. While the Downtown Eastside Local Area Planning Program is currently underway in the area, this application was made well before that process began and is evaluated primarily against the Downtown Eastside Housing Plan adopted by Council in 2005

and the Housing and Homelessness Strategy. Staff support the application, subject to the design development conditions and rezoning enactment conditions outlined in Appendix B.

### *COUNCIL AUTHORITY/PREVIOUS DECISIONS*

Relevant Council Policies for this site include:

- Interim Rezoning Policy during the preparation of the Downtown Eastside Local Area Planning Program (2012)
- Housing and Homelessness Strategy 2012-2021 (2011)
- Housing and Homelessness Strategy - 3 year Action Plan (2011)
- Metro Core Jobs and Economy Land Use Plan: Issues and Directions Report (2007)
- Downtown Eastside Housing Plan (2005)
- Industrial Lands Policy (2005)
- Green Buildings Policy for Rezoning (2009)
- Financing Growth Policy (Community Amenity Contributions) (2011).
- Vancouver Economic Commission Economic Action Strategy (2011)

Policy 1 of the Interim Rezoning Policy during the preparation of the Downtown Eastside Local Area Planning Program recognizes that rezoning applications made prior to February 15, 2012 will be considered on their own merit. As this rezoning application was submitted November 27, 2009, it is not subject to the Interim Rezoning Policy.

### *REPORT*

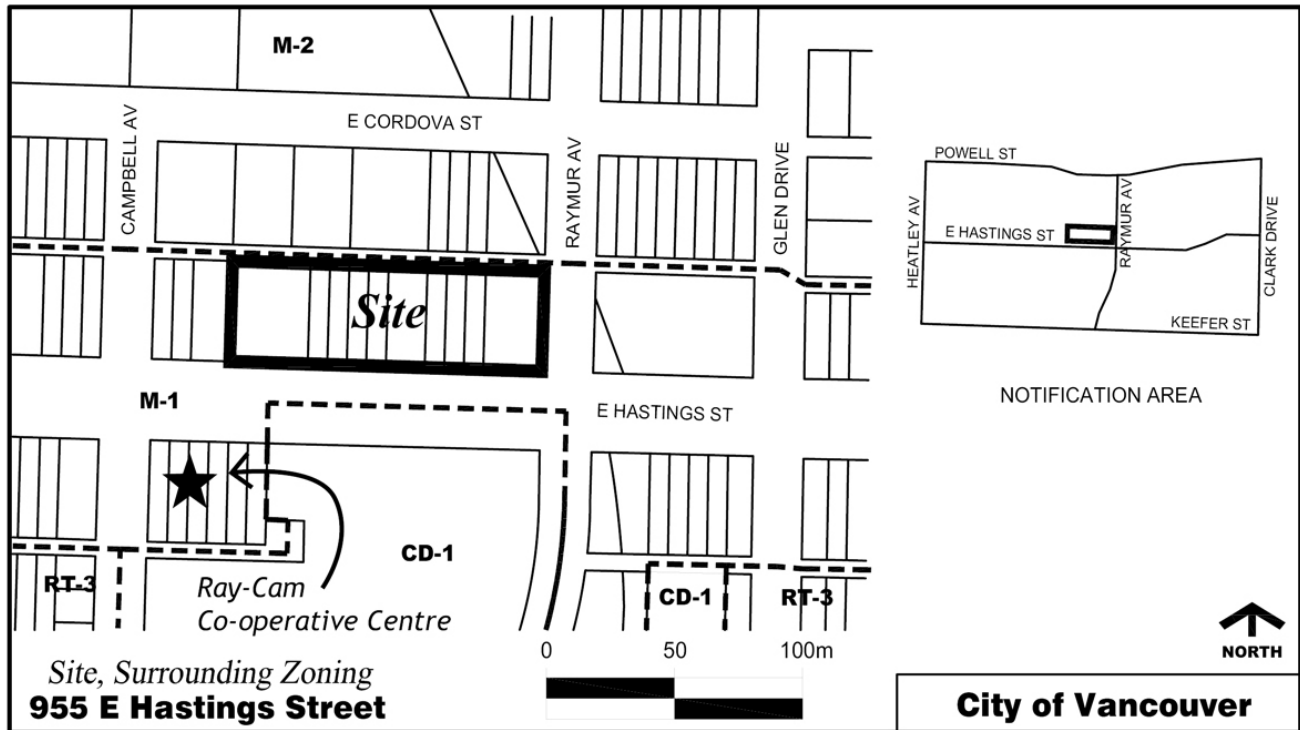
#### *Background/Context*

##### **1. Site and Context**

This 4 536.1 m<sup>2</sup> (48,826 sq. ft.) site runs from the corner of Hastings Street and Raymur Avenue 122 m (400 ft.) along the north side of Hastings Street (see Figure 1 below). The site is currently developed with older one-storey industrial buildings and surface parking lots. Across the lane north to Burrard inlet is the Powell Street/Clark Drive industrial area which supports key production, service and repair businesses that sustain the Metro Core economy, include clothing manufacturing; food manufacturing; auto repair; digital printing; and wholesaling. Across Hastings Street to the south is Stamp's Place social housing and the Ray-cam Co-operative Centre, which provides recreational and social programs for the surrounding residents of Strathcona and the Downtown Eastside. Stamp's Place is a large 9 acre BC Housing development built in 1967 comprised of 375 social housing units for families and seniors in a cluster of apartment buildings ranging from 3-storey to 12-storey in height.

The site is located on a major arterial with excellent transit service. Local buses stop within 200 ft. of the site on Hasting Street, and an express bus stop is located six blocks to the east at Commercial Drive.

Figure 1 - Site and surrounding zoning (including notification area)

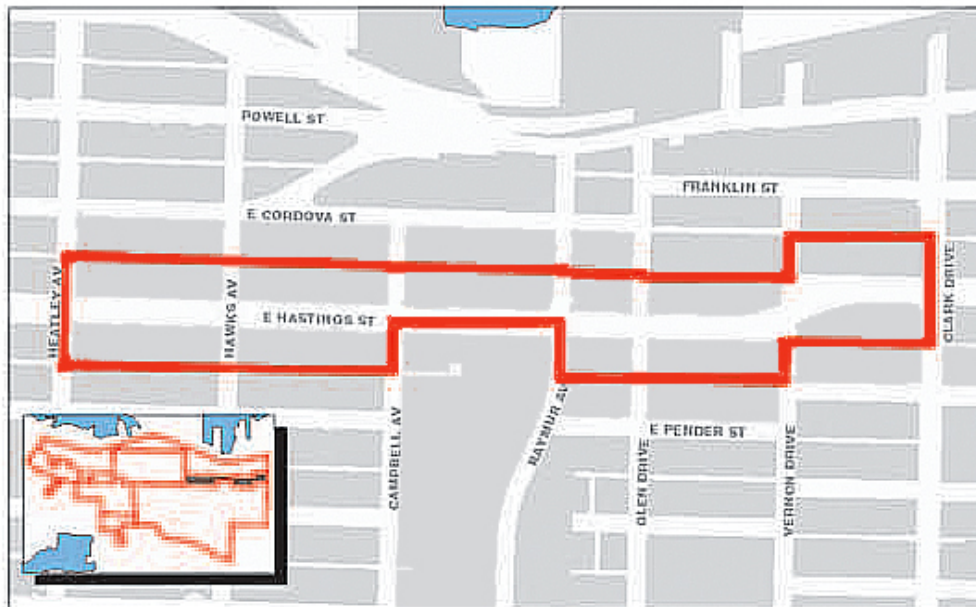


## 2. Policy Context

The site is currently zoned M-1 (industrial) and is within the Powell Street/Clark Drive industrial area. Council adopted an Industrial Lands Policy in 1995 which provided a policy framework to guide future decisions on the use of industrial land across the city. That policy document designated the Hastings Street frontage in the Powell Street/Clark Drive area as “let go”, or to be considered for new uses following further planning.

In 2005, the Downtown Eastside Housing Plan was adopted by Council, which provided further direction. The Hastings Corridor is a sub-area of the plan (see Figure 2 below) for which specific objectives were identified, including rezoning to a medium-density mixed-use zone allowing commercial, retail, light industrial and residential uses, with an emphasis on replacement housing and affordable rental projects. The complete section of the Downtown Eastside Housing Plan dealing with the Hastings Corridor is attached as page 7 and 8 of Appendix D.

Figure 2 - Hastings Corridor Sub Area (from Downtown Eastside Housing Plan)



In January 2011, Council directed the City Manager to strike a community committee to “enhance and accelerate a DTES Local Area Plan and to develop a clear strategy to implement the existing Council approved DTES Housing Plan.” A community committee has been established and a planning framework was approved by Council on March 28, 2012. The framework outlines a broad community engagement strategy to discuss issues including the pace of change of development in the neighbourhood, ways to mitigate displacement of low-income residents, and how to capture opportunities for improving the quality of life of residents in the DTES. Some of the key areas of focus for the DTES Local Area Planning Program include: housing and homelessness, local economy, land use and built form, and social issues and urban health. It should also be noted that on March 28, 2012 Council adopted an interim rezoning policy for the area to guide development during the local area planning process. This rezoning application was in already in process and is therefore not subject to the policy.

On July 28, 2011, Council endorsed the Housing and Homelessness Strategy 2012-2021 which describes the City’s overall direction for housing, including what we need and how we will achieve it over the next ten years. It identifies the different kinds of housing necessary to meet the needs of our citizens, as well as ways to improve and better preserve the housing we currently have. The goals of the Strategy are to end street homelessness and provide more affordable housing that is suitable for all income levels, seniors, families and residents challenged by disability. The Strategy identifies three strategic directions:

1. Increase the supply of affordable housing;
2. Encourage a housing mix across all neighbourhoods that enhances quality of life; and
3. Provide strong leadership and support partners to enhance housing stability.

The 3-Year Action Plan 2012-2014 identifies priority actions to achieve strategy directions. The priority actions that relate to this rezoning application are to refine and develop new zoning approaches, development tools to pursue new business models to improve affordable

housing delivery; and to use financial and regulatory tools to encourage a variety of housing types and tenures that meet the needs of diverse households.

### *Strategic Analysis*

#### 1. Land Use

**Residential Use** - The Hastings Corridor from Heatley Avenue to Clark Drive is currently zoned M-1 (Industrial) and the rezoning site backs onto M-2 (Industrial) property to the north (M-2 allows heavier industrial uses than M-1). However, the Downtown Eastside Housing Plan supports rezoning of this area to allow residential uses with a strong emphasis on achieving affordable housing objectives. As part of the public benefit package, this application proposes that 20% of the residential units (70) be constructed and transferred to the City upon completion for use as social housing. These will be a mix of studios, one- and two-bedroom units helping to meet housing need in the neighbourhood and helping to achieve non-market housing targets (see Table 1 below and Table 2 in Appendix D). The rest of the residential units (282) are proposed as market strata units. These social housing units are in keeping with goals as outlined in the Downtown Eastside Housing Plan, one third of the units will be SRO replacement units with rents set at the shelter component of welfare (currently set at \$375/month)..

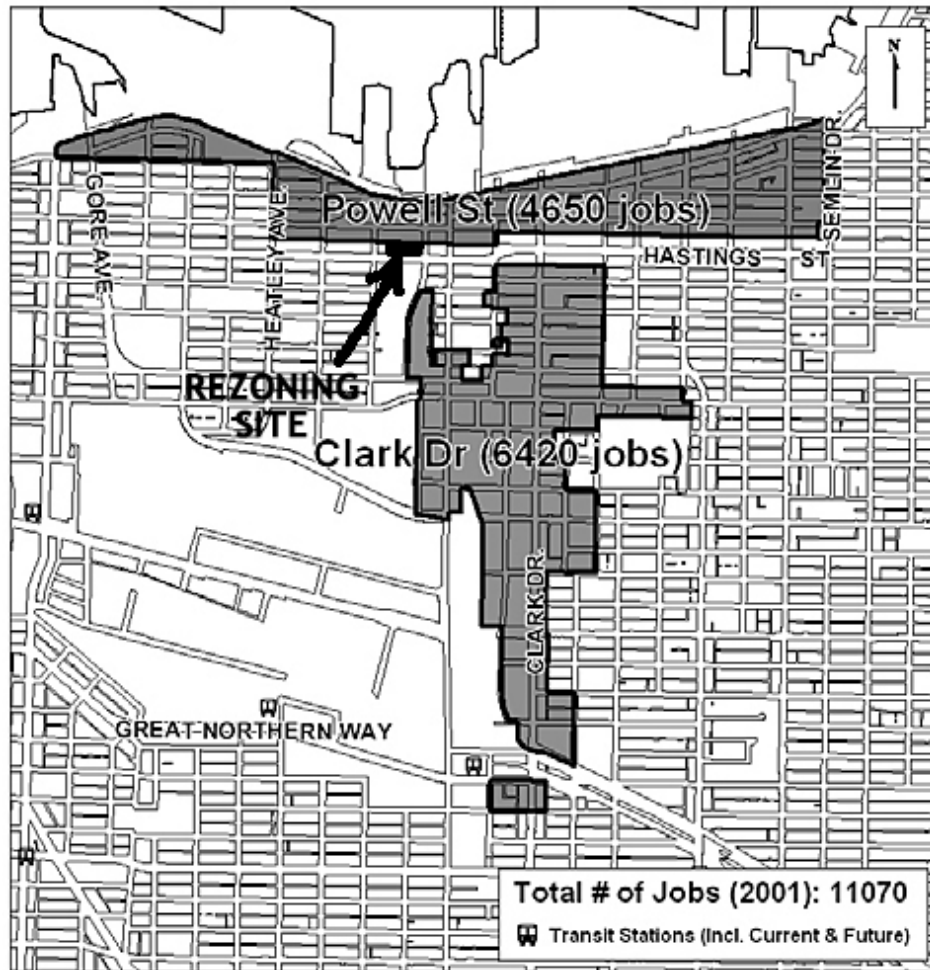
**Table 1: Non-Market Housing Targets**

	TARGETS		CURRENT PROJECTS	GAP
	Long Term (2021)	Near Term (2014)	Proposed, In Progress and Completed	(2014 Target)
Supportive Housing Units	2,900	2,150	1,776	374
All Other Non-Market Housing Units	5,000	1,500	1,269	231
<b>Total Non-Market Housing Units</b>	<b>7,900</b>	<b>3,650</b>	<b>3,045</b>	<b>605</b>

(1) Targets are established in the 2011 City of Vancouver Housing and Homeless Strategy.

**Industrial Flex Space for Production, Distribution, and Repair (PDR)** - The term PDR was introduced in the Metro Core Jobs and Economy Land Use Plan, adopted by Council in 2007. The Powell Street/Clark Drive industrial area (see Figure 3 below) surrounding the Hastings Corridor is a PDR area which provides a land use transition between the Port and the residential neighbourhoods to the south.

Figure 3 - Powell Street/Clark Drive PDR Area



The Powell/Clark PDR Area attracts key production, service and repair businesses that support the Metro Core economy. Some examples of these businesses include: clothing manufacturing, food manufacturing, auto repair, digital printing, and wholesaling. A policy direction from the Metro Core Jobs and Economy Land Use Plan is to maintain or increase PDR job space in this area.

The proposed rezoning site is in the Hastings Corridor for which policy supports the introduction of residential use to achieve affordable housing objectives. This requires appropriate transition from industrial to residential use. The proposal aims to manage the interface on site by including PDR uses within the development. This approach will generate valuable light industrial job space which, do to use limitation, typically rents at a lower rate when compared to the commercial and retail space commonly included in mixed-use development.

Measures would be employed to manage the impact of light industrial uses on residential units with in the building. These would include limitations on the range of uses to exclude noxious activities, ventilation system fully separated from residential uses and a maximum PDR unit size of 500 m<sup>2</sup> (5,381 sq. ft.).

**Commercial/Retail** - Staff analysis and public feedback led to the consideration of including some traditional commercial and retail space in the development. While the proposal does not include commercial space, the ground level would benefit from the opportunity to accommodate some cafes, restaurants and retailers to enliven the streetscape and provide commercial amenity desired by local residents. However, a substantial density of PDR use should be maintained and it should have a clear presence on Hastings Street.

This proposal includes approximately 6 150 m<sup>2</sup> (27,000 sq. ft.) PDR space below the Hastings Street level. This is possible due to the substantial grade change of up to 8.2 m<sup>2</sup> (27 ft.) from Hastings Street to the lane and Raymur Street. To effectively reflect the PDR use on Hastings, commercial uses will be limited to 50% of the building's frontage and approximately 33% of the area of the ground floor. This will ensure that much of the ground floor and the street frontage will be occupied by PDR businesses.

**Office** - During the application review, the applicant proposed to include a limited amount of general office space that would be attractive to creative professionals and contribute positively to the diversity of uses. Staff feel that PDR uses will be an important component to mixed use developments in the Hastings Corridor, as light industrial uses provide affordable job space and minimize impact on neighbouring industrial areas, as they are less sensitive to industrial activities. However, as the proposed rezoning site provides a unique opportunity to include a substantial amount of PDR space on multiple floors, staff feel that a limited amount of general office would be supportable at the north side of the first floor which is above the industrial activity at lane level. The draft CD-1 by-law (see Appendix A) would allow General Office to occupy approximately 33% of the area of the ground floor not fronting the street or the plaza.

## 2. Density

The current M-1 zoning permits a maximum floor space ratio (FSR) of 5.0 limited to industrial uses. The proposal includes a mix of residential and PDR uses to a maximum of 6.0 FSR. Staff's technical review revealed that some mezzanine space in the PDR units at the lane and Raymur Street levels were not included in proposed floor space calculations. Staff support the inclusion of the PDR mezzanine space as illustrated in the application drawings which brings the density to 6.15 FSR as detailed in the draft CD-1 by-law (see Appendix A).

## 3. Form of Development

This development is located on the north side of East Hastings Street transitioning between the residential context of Strathcona to the south and the industrial land uses to the north. The building has a strong streetwall with varying heights of higher forms to emulate the saw-tooth built form pattern of the Hastings corridor to the east. The higher building elements, ranging between 100 and 120 ft. (30 and 36 m), are in keeping with the higher building forms of the Raymur community residential towers to the south and the permitted height of 100 ft. (30.5 m) in the M-1 zoning district to the north.

The articulation of the streetwall accommodates open space on the lower street wall portion of the building for the residents of the building along with a generous south facing plaza at the eastern end of the Hasting Street frontage that provides a focus for the PDR activities, the local neighbourhood and as well as the residents of the building.



#### 4. Parking, Loading and Circulation

The proposal includes PDR and commercial on the Hasting Street frontage with a large plaza providing pedestrian access through the building to PDR uses on the lane and at the lower levels. This south facing plaza is over 275 m<sup>2</sup> (3,000 sq. ft.) and works to invite the public in to view the mountains over the port and to access the PDR spaces which may have ancillary retail.

Vehicle and bicycle parking is located in an underground parking garage and will be provided in accordance with the Parking By-law. Vehicle access to the underground parking and loading are proposed from the lane. Given the slope to the lane across the back of the development, two entry points to the underground parking are proposed. The loading area and main entry ramp is just west of Raymur Avenue where the lane elevation is low providing access to 3 levels of underground parking. A second ramp, at the west end of the site where the lane is over 14 feet (4.3 m) higher, provides access to a partial level of parking behind PDR space that fronts the lane.

The application proposes a relaxation of the requirement for a large Class C loading space. Engineering Services staff have reviewed the rezoning application and recommend that a minimum of three Class B and six Class A loading spaces are provided in lieu of the two Class C spaces.

**False Creek Flats Rail Corridor Strategy** -The False Creek Flats Rail Corridor Strategy, is a plan to improve the connectivity of the False Creek Flats industrial land to the waterfront. This will include at-grade road closures along the Burrard Inlet (BI) Line rail corridor. These road closures will prevent crossing of the rail tracks by vehicles or pedestrians to improve safety and efficiency of goods movement.

The BI Line tracks cross Raymur Avenue diagonally northwest to southeast at-grade at its intersection with the lane north of Hastings Street. To achieve the separation of the rail corridor described in the False Creek Flats Rail Corridor Strategy a ten meter wide wedge shaped road dedication along the eastern edge of the site parallel to the existing rail line is needed. The dedicated land would be used to provide for a future roadway, sidewalks, bicycle facility, boulevards and related roadway needs.

Further, a transportation and management study is to be completed by the applicant to determine the need to for neighbourhood traffic mitigation measures including an upgrade of the traffic signal at Campbell Avenue and Hastings Street. This would be completed prior to enactment of the proposed zoning by-law with all necessary improvements to be delivered at the applicant's cost (see conditions of approval in Appendix B).

#### 5. Environmental Sustainability

The Green Building Rezoning Policy (adopted by Council on July 22, 2010) requires that rezoning applications received from June 10, 2008 to February 28, 2010 (this application was submitted on November 27, 2009) achieve a minimum of LEED® Silver equivalent, including 36 LEED® points, with targeted points for energy performance, water efficiency and stormwater management. The applicant submitted a preliminary LEED® scorecard, which generally conforms to the Rezoning Policy, indicating that the project could attain the required LEED® points and, therefore, would be eligible for a LEED® Silver rating.

### ***PUBLIC INPUT***

**Downtown Eastside Local Area Planning Committee** — In consideration of the City's agreement with the Downtown Eastside Neighbourhood Council and the Building Community Society (prior to the appointment of the Downtown Eastside Local Area Planning Committee), a letter was sent on January 5, 2012 to notify the Committee and the community of this rezoning application. The letter included an invitation to the Public Open House described below, to which a number of Committee members attended. The application was also included in the regular updates on development activity in the DTES that is distributed at Committee meetings. Some members of the Committee are of the view that this application should not be considered in advance of the local area planning process because they feel that this site, as well as the Hastings Corridor generally, ought to provide housing that has deeper affordability and that less market housing should be proposed. Further, many members were concerned about negative impacts of the redevelopment on low income residents.

**Public Notification and Open House** — A notification postcard, dated January 17, 2012, was mailed to 403 surrounding property owners and e-mailed to local community organizations. In addition, a rezoning information sign was installed on the site. An open house was held on February 1, 2012, at the Ray-Cam Co-operative Centre with staff and the applicant team available to answer questions of approximately 78 people who attended. Notification and application information, as well as an online comment form, were provided on the City of Vancouver Rezoning Centre webpage.

**Public Response Summary** — In response to the notification and open house, 27 comment forms were submitted along with 16 e-mails, and online comment forms. The responses to this application varied with about 47% of the comments indicating support for the proposed development, 16% non-supportive, and 37% not indicating a clear preference. Supporters generally encouraged change in the area and appreciated the PDR use and social housing. Concerns raised included the scale of the project, the segregation of the social and market housing units and the increased demand of local amenities. A desire for commercial amenities was addressed with the addition of limited commercial and retail space along the Hastings Street frontage.

### ***PUBLIC BENEFITS***

In response to City policies which address changes in land use and density, this application for rezoning offers the following public benefits:

**Required Public Benefits:**

**Development Cost Levies (DCLs)** – Development Cost Levies (DCLs) collected from development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and various engineering infrastructure. The subject site is in the Vancouver DCL District where the rate for residential and commercial uses developed at a density greater than 1.2 FSR is \$134.55/m<sup>2</sup> (\$11.33/sq. ft.). DCLs do not apply to the social housing component of the development. It is anticipated that the development will generate DCLs of approximately \$2,889,000. DCLs are payable at building permit issuance and their rates are subject to Council approval of an annual inflationary adjustment which takes place on September 30th of each year.

**Public Art Program** – The Public Art Program requires that rezonings involving a floor area of 9 290 m<sup>2</sup> (100,000 sq. ft.) or greater allocate a portion of their construction budgets (\$1.81/sq. ft.) to public art as a condition of rezoning. With 27 900 m<sup>2</sup> (300,000 sq. ft.) of new floor area proposed in this rezoning, a public art budget of approximately \$543,000 is anticipated.

**Offered Public Benefits:**

**Community Amenity Contribution (CAC)** – In the context of Financing Growth Policy, the City anticipates the offer of a community amenity contribution from the owner of a rezoning site to address the impacts of rezoning, through the provision of either on-site amenities or a cash contribution towards other public benefits in the neighbourhood. Contributions are negotiated and evaluated by staff in light of the increase in land value expected to result from rezoning approval. In this case, staff recognized the opportunity to achieve full ownership of 20% of the residential units in this development for social housing through the developers contribution of a CAC in kind.

Real Estate Services staff have completed a proforma analysis, and estimate the value of the social housing to be approximately \$10,670,000. The applicant is offering a CAC in kind equivalent to \$9,772,715 for the design and construction of social housing. The housing operation is expected to be self-sustaining over time, and the City could provide financing to bridge the gap of approximately \$900,000, to be repaid with future rental revenues. Once an operator is identified, a financing strategy would be brought to Council for approval as part of the regular capital budget process.

**Social Housing** - The applicant is offering 4 211.5 m<sup>2</sup> of the total residential floor area and 20% of the total residential units (70 units) as social housing. 17 of these units (24%) are suitable for families with small children and have been designed to meet the Council adopted guidelines for High Density housing for Families with Children. Once complete, the ownership of these 70 units will be transferred to the City. Data from the 2006 census shows that rental housing for singles and families is needed in this neighbourhood. The Downtown Eastside Housing Plan calls for the replacement of SRO units with social housing. In response, the intention is that, one third of these 70 units will rent at the shelter component of welfare. The remaining units will range from rents geared to income (maximum of 30% of BC Housing's Housing Income Limits) to market rent (determined by Canada Mortgage and Housing (CMHC)). Ownership of the units enables the City to meet local need and provides control over the asset, which enables the City to achieve a greater degree of affordability on an on-going basis

than it would if the applicant retained ownership, despite there being no senior government funding at this time. The City intends to lease the units to a non-profit to manage the income testing, tenanting process and property management.

See Appendix H for a summary of all of the public benefits for this application.

### *Financial*

The financial contributions that may accrue to the City, should Council approve this application, are estimated to be \$2,889,000 in Development Cost Levies and \$543,000 in Public Art fees for a total of \$3,432,000. In addition, 70 social housing will be delivered at a cost of approximately \$10.7 million, of which \$9.8 million will be covered by the applicant's in kind CAC contribution. The City could provide financing to bridge the gap of approximately \$0.9 million, to be repaid through future rental revenues. Any City funding required for bridge financing would be brought forward as part of the Capital Budget process.

This social housing project will be structured to achieve long-term financial and operational sustainability without the need for operating subsidies the City. Following a competitive RFP process staff would return to Council to seek approval to appoint a particular non-profit operator and for approval to enter a lease with the operator. The optimal tenant mix will be determined to ensure the rental income from the units will be adequate to offset operating, financing and capital rehabilitation costs.

### *CONCLUSION*

Staff assessment of this rezoning application has concluded that the proposed land uses, density and height are supported, and that the public benefits of this project will contribute to the City's job space and housing objectives. The General Manager of Planning and Development Services recommends that the application be referred to Public Hearing together with a draft CD-1 By-law as generally shown in Appendix A and with a recommendation that these be approved, subject to the Public Hearing, along with the conditions of approval listed in Appendix B, including approval in principle of the form of development as shown in plans included as Appendix F.

\* \* \* \* \*

**DRAFT CD-1 BY-LAW  
955 East Hastings Street**

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

**Definitions**

Words In this By-law have the meaning given to them in the Zoning & Development By-law, except that:

- “Brewing” means the use of premises for the brewing of alcoholic beverages or beverage products with alcohol content not exceeding 12% by volume;
- “First storey” means the storey at Hastings Street grade level.

**Uses**

- Dwelling units in conjunction with any of the uses listed in this schedule;
- Cultural and Recreational Uses, limited to, Artist Studio;
- Manufacturing Uses, limited to:
  - Bakery Products Manufacturing;
  - Batteries Manufacturing;
  - Brewing;
  - Dairy Products Manufacturing;
  - Electrical Products or Appliances Manufacturing;
  - Food or Beverage Products Manufacturing - Class B;
  - Furniture or Fixtures Manufacturing;
  - Jewelry Manufacturing;
  - Leather Products Manufacturing;
  - Miscellaneous Products Manufacturing - Class B;
  - Non-metallic Mineral Products Manufacturing - Class B;
  - Plastic Products Manufacturing;
  - Printing or Publishing;
  - Shoes or Boots Manufacturing;
  - Software Manufacturing;
  - Textiles or Knit Goods Manufacturing; and
  - Wood Products Manufacturing - Class B;
- Office Uses;
- Retail Uses, excluding:
  - Gasoline Station - Full Service;
  - Gasoline Station - Split Island; and
  - Vehicle Dealer;
- Service Uses, limited to;
  - Barber Shop or Beauty Salon;
  - Catering Establishment;
  - Neighbourhood Public House;
  - Photofinishing or Photography Laboratory;
  - Photofinishing or Photography Studio;

- Print Shop;
- Production or Rehearsal Studio;
- Repair Shop, Class B; and
- Restaurant;
- Utility and Communication Uses, limited to, Radio communication Station; and
- Wholesale Uses limited to:
  - Wholesaling - Class A; and
  - Wholesaling - Class B.
- Accessory Uses customarily ancillary to the above uses.

### Conditions of Use

- No portion of the first storey of a building to a depth of 10.7 m from the front wall of the building and extending across its full width shall be used for residential purposes except for entrances to the residential portion;
- Dwelling units are in an "activity zone" as defined in the Noise Control By-law, and, as a result, are subject to the noise levels permitted in industrial and downtown districts;
- Office uses shall be limited to those portion of the first storey of a building 10.7 m from the front wall of the building or walls facing an exterior plaza;
- Retail uses; Barber Shop or Beauty Salon; Neighbourhood Public House; and Restaurant shall be limited to the first storey of a building and no more than 50% of that portion of the first storey of a building to a depth of 10.7 m from the front wall of the building and extending across its full width.

### Density

- The floor space ratio for all uses combined must not exceed 6.15 FSR except that:
  - Office uses are limited to 1 150 m<sup>2</sup>; and
  - Retail uses; Barber Shop or Beauty Salon; Neighbourhood Public House; and Restaurant combined are limited to 1 150 m<sup>2</sup>.
- For the purpose of computing floor space ratio, the site is deemed to be 4 536.3 m<sup>2</sup>, being the site size at the time of application for rezoning, prior to any dedications.
- Computation of floor space ratio must include:
  - all floors, including earthen floor, measured to the extreme outer limits of the building; and
  - stairways, fire escapes, elevator shafts and other features which the Director of Planning considers similar, measured by their gross cross-sectional areas and included in the measurements for each floor at which they are located.
- Computation of floor space ratio must exclude:
  - open residential balconies or sun decks, and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, except that the total area of all exclusions must not exceed 8% of the permitted residential floor area;
  - patios and roof gardens, provided that the Director of Planning first approves the design of sunroofs and walls;
  - where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which in the opinion of the Director of Planning are similar to the foregoing,

- those floors or portions thereof so used, which are at or below the elevation of East Hastings Street, provided that the maximum exclusion for a parking space shall not exceed 7.3 m in length and the maximum exclusion for heating and mechanical equipment shall not exceed 1.4 m<sup>2</sup> in each unit;
- amenity areas, including day care facilities, recreation facilities, and meeting rooms, provided that the area excluded does not exceed 10% of the total floor area;
  - areas of undeveloped floor located:
    - above the highest storey or half-storey and to which there is no permanent means of access other than a hatch; or
    - adjacent to a storey or half-storey with a ceiling height of less than 1.2 m;
  - all residential storage space above or below base surface, except that if the residential storage space above base surface exceeds 3.7 m<sup>2</sup> for a dwelling unit, there will be no exclusion for any of the residential storage space above base surface for that unit;
  - above grade floor area built as open to below, designed in combination with venting skylights, opening clerestory windows or other similar features which, in the opinion of the Director of Planning, reduce energy consumption or improve natural light and ventilation to a maximum exclusion of one percent of permitted floor area.
- The Director of Planning may permit the following to be excluded in the computation of floor space ratio:
    - enclosed residential balconies, provided that the Director of Planning first considers all applicable policies and guidelines adopted by Council and approves the design of any balcony enclosure, subject to the following:
      - the total area of all open and enclosed balcony or sundeck exclusions does not exceed eight percent of the residential floor area being provided, and
      - no more than fifty percent of the excluded balcony floor area may be enclosed.

### Height

- Building height on the site must be measured in metres from building grades at the Hastings Street property line.
- Building height, measured from the top of the roof slab above the uppermost habitable floor, must not exceed 36.6 m.

### Horizontal Angle of Daylight

- Each habitable room must have at least one window on an exterior wall of a building.
- The location of each such exterior window must allow a plane or planes extending from the window and formed by an angle of 50 degrees, or two angles with a sum of 70 degrees, to encounter no obstruction over a distance of 24.0 m.
- Measurement of the plane or planes referred to in section 7.2 must be horizontally from the centre of the bottom of each window.
- If:
  - the Director of Planning or Development Permit Board first considers all the applicable policies and guidelines adopted by Council; and
  - the minimum distance of the unobstructed view is not less than 3.7 m;

the Director of Planning or Development Permit Board may relax the horizontal angle of daylight requirement.

- An obstruction referred to in section 7.2 means:
  - any part of the same building including permitted projections; or
  - the largest building permitted under the zoning on any site adjoining CD-1 (\_\_\_).
- A habitable room referred to in section 7.1 does not include:
  - a bathroom; or
  - a kitchen whose floor area is the lesser of:
    - 10% or less of the total floor area of the dwelling unit, or
    - 9.3 m<sup>2</sup>.

### Acoustics

- All development permit applications require evidence in the form of a report and recommendations prepared by a person trained in acoustics and current techniques of noise measurement, demonstrating that the noise levels in those portions of dwelling units listed below do not exceed the noise level set opposite such portions. For the purposes of this section, the noise level is the A-weighted 24-hour equivalent (Leq) *sound level and is defined simply as noise level in decibels.*

Portions of dwelling units	Noise levels (Decibels)
Bedrooms	35
Living, dining, recreation rooms	40
kitchen, bathrooms, hallways	45

\* \* \* \* \*



**PROPOSED CONDITIONS OF APPROVAL  
955 East Hastings Street**

Note: Recommended approval conditions will be prepared generally in accordance with the draft conditions listed below, subject to change and refinement prior to finalization of the agenda for the Public Hearing.

**CONDITIONS OF APPROVAL OF THE FORM OF DEVELOPMENT**

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by GBL Architects, on behalf of Wall Financial Corporation, and stamped "Received City Planning Department, October 25, 2011", provided that the Director of Planning may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b) below;
- (b) That, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the Director of Planning, who shall have particular regard to the following:

**Design Development**

- 1. Design development to improve and enhance the PDR plaza and its pedestrian connection to the lower level PDR uses and lane.

Note to applicant: This can be achieved by incorporating a wider linear set of stairs that provides a more direct sightline between the various levels.

- 2. Design development to further refine the details of the façade treatments to fully demonstrate the design intent of its robust character reflecting robust industrial character references and materials.

Note to applicant: Superior detailing and execution of the façade details are critical to achieving the proposed building aesthetic. Careful attention to fenestration detailing to ensure where a "punched window" expression is proposed through effective jamb, sill and head depth is required.

**Landscape**

- 3. Provision of adequate planting medium depth within planters on structures to meet the BCSLA latest standard.
- 4. Provision of a fully labelled Landscape Plan, Sections and Details at the Complete Development Permit submission stage, illustrating the spirit of the design concept submitted at the Rezoning stage.
- 5. Design development to provide the infrastructure needed to support urban agriculture activities on common amenity roof decks.

Note to applicant: This includes garden plots, social gathering space, on-site composting, tool storage, hose bibs and potting benches which support urban agricultural activity in accordance with the "Urban Agriculture Guidelines for the Private Realm." Consideration should be given to a rainwater collection system to assist with irrigation.

6. Proposed plantings consistent with the City of Vancouver Waterwise Planting Guidelines.
7. Provision of a high- efficiency automatic irrigation system specified in all common areas at all building locations and hose bibs in private patios 9.3 m<sup>2</sup> (100 sq. ft.) or greater.

Note to Applicant: The irrigation system design and installation shall be in accordance with the Irrigation Association of BC Standards and Guidelines latest standard. Notation to this affect should be added to the drawings.

8. Illustration on the Landscape Plan and the Site Plan of all at grade utilities such as gas meters, electrical transformers, and mechanical vents.

Note to Applicant: All utilities should be located, integrated, and fully screened in a manner which minimizes their impact on the architectural expression and the building's open space and public realm.

9. Illustration of all trees with their root ball circumference located with dashed lines on the P1 plan with note saying "Proposed tree above: refer to Ground Floor Plan and Landscape Plan and Section". The section should detail how the parkade roof slab is depressed/angled back to accommodate 3-4 feet of tree soil depth. The info must be on the architectural drawings as well as the Landscape drawings.

#### Urban Agriculture

10. Provision of urban agriculture in the form of edible landscaping and including some areas (planters or plots) suitable for urban agricultural activity. The necessary supporting infrastructure, such as tool storage, hose bibs and a potting bench should be provided. The design should reference the *Urban Agriculture Guidelines for the Private Realm* and maximize sunlight, integrate into the overall landscape design, and provide universal access for residents.

#### Crime Prevention Through Environmental Design (CPTED)

11. Design development to respond to CPTED principles, having particular regard for:
  - a) Theft in the underground parking
  - b) Residential break and enter
  - c) Mail theft
  - d) And mischief in alcoves and vandalism, such as graffiti.

## Sustainability

12. Identification on the plans and elevations of the built elements contributing to the building's sustainability performance in achieving LEED® Silver equivalency, as required by the Green Buildings Policy for Rezoning, including a minimum of 36 points in the LEED® rating system, including at least three optimize energy performance points, one water efficiency point, and one storm water point.

Note to Applicant: Provide a LEED® checklist confirming the above; a detailed written description of how the above-noted points have been achieved with reference to specific building features in the development, and notation of the features on the plans and elevations. The checklist and description should be incorporated into the drawing set.

## Engineering

13. Engineering Structures Branch is to review the proposed architectural cladding attachments to the viaduct abutment (see A-4.03) to determine if they are acceptable and if so make appropriate legal arrangements for their construction and maintenance.
14. Provision of a Loading Management Plan to the satisfaction of the GMES detailing frequency, routing, timing, size of delivery vehicles, and a written commitment that the 3 class B and six class A loading spaces will meet the loading requirements for the non-residential component on site.
15. Compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services.

Note to Applicant: The following items are required to meet the Parking and Loading Design Supplement:

- i. Number all parking and loading spaces.
  - ii. Provision of an improved plan showing the design elevations on both sides of the ramp at all breakpoints and within the parking areas to be able to calculate slopes and cross falls.
  - iii. Provide elevations on all sections drawings.
  - iv. Modify the parking layout and the location of the elevator core structure and walls to provide an aligned linear maneuvering aisle with minimized shifting.  
Note to applicant: This makes maneuvering in and out of the stalls difficult.
  - v. Remove the parallel parking stalls in the drive aisle adjacent to the westerly elevator core on P2-P4.
16. Provision of automatic door openers on all bicycle storage areas.

17. Clarify and clearly note the doors to bicycle storage areas.
18. Delete references to "street loading" on drawing A.3.01 (and other related drawings).

Note to applicant: this site will require an interconnected water service (2 water service connections).

#### CONDITIONS OF BY-LAW ENACTMENT

- (c) That, prior to enactment of the CD-1 By-law, the registered owner shall on terms and conditions satisfactory to the Director of Legal Services and to the Director of Planning, the General Manager of Engineering Services, the Managing Director of Social Development and the Approving Officer, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

##### Engineering

1. Dedication of a 10 meter wide wedge along the eastern edge of the site parallel to the existing rail line to provide for future roadway, sidewalks, bicycle facility, boulevards and related roadway needs. This dedication is necessary to allow for the potential for a dead end street created as part of the False Creek Flats Rail Corridor Strategy.
2. Consolidation of Lots 24-26, 29-32, and J (Explanatory Plan 15392), Plan 196; Lot E, Plan 15170; and Lot K, Plan LMP1580; All of Block 62, DL 181 into a single site.
3. Release of Easement & Indemnity Agreements H104600, 539491M (see 631356L) and extension agreement A77748 (support agreements) prior to building occupancy. A letter of understanding is required prior to enactment with discharge prior to building occupancy.
4. Provision of a bridge proximity agreement is required.
5. A review of maintenance access to the Hastings St. viaduct is required to determine if a building setback from the Hastings St. viaduct and or access through the site is necessary, should this be needed then appropriate legal arrangements to ensure City forces can gain access through the site to the bridge area will be required.
6. Details of the building interface with the Hastings St. viaduct are required to determine the impacts on the existing bridge crash barrier. Removal, adjustment and reconstruction of the crash barrier or bridge structure needed to accommodate the buildings interface, including seismic design of any of the required features are to be fully at the applicant's expense.

7. Provision of appropriate agreements to ensure the seismic interface between the Hastings St. Viaduct and the building structure will be required. The building owner is to be responsible for the ongoing maintenance of the seismic interface.
8. Provision of a shared use loading agreement for 3 non-residential Class B loading spaces. Note to applicant: The shared use agreement should specify allocated time periods for shared use by residential units.
9. Provision of a site Services Agreement to detail the on and off-site works and services necessary or incidental to the servicing of the site (collectively called "the services") such that they are designed, constructed and installed at no cost to the City and all necessary street dedications and rights of way for the services are provided. No development permit for the site will be issued until the security for the services are provided.
  - a) Provision of an upgraded traffic signal at Campbell Avenue and East Hastings Street with such upgrading to be supported by the delivery of a Transportation and Management Study that assesses the impacts of the traffic generated from the development on the neighbourhood and this intersection. Should the traffic study identify and support the upgrading of the signal and any other neighbourhood traffic mitigation measures including local area traffic calming, as a result of this development, then upon acceptance of the traffic study by the City Engineer the improvements are to be delivered at 100% the applicant's cost.
  - b) Provision of street trees on Raymur Street adjacent the site including relocation and/or reconstruction of the existing sidewalk to accommodate street trees where necessary.
  - c) Provision of landscaping and sidewalk connections between the existing Raymur Street public sidewalk and the building face following the land dedication with all improvements to the satisfaction of the General Manager of Engineering Services.
  - d) Relocation of the "H" pole in the lane, 38 m west of Raymur Avenue is required as it blocks access to the proposed loading bays. Written confirmation that the pole can be relocated is required from all affected utility companies.
  - e) Abandonment of the existing sewer line that passes through the site. Applicant is to be responsible for capping of the pipe at the north and south property lines of the site.
10. Provision of all utility services to be underground from the closest existing suitable service point. All electrical services to the site must be primary with all electrical plant, which include but are not limited to, junction boxes, switchgear, pad mounted transformers 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. 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. The applicant may be required to show details of how the site will be provided with all services being underground.

11. Provision of adequate water service to meet the fire flow demands of the project. The current application lacks the details to determine if water main upgrading is required. Please supply project details including projected fire flow demands as determined by the applicant's mechanical consultant to determine if water system upgrading is required. Should upgrading be necessary then arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required to secure payment for the upgrading. The developer is responsible for 100% of any water system upgrading that may be required.

#### Housing Agreement

12. Make arrangements to design, construct, equip, and finish the 70 units of affordable housing and associated parking, to the satisfaction of the Managing Director of Social Development, the Director of Real Estate Services and the Director of Legal Services.

Note to Applicant: Design development will be required through the Development Permit process.

13. Make arrangements to transfer title, at a nominal cost, an air space parcel containing the 70 units of social housing comprising not less than 4 211.5 m<sup>2</sup> of floor space and 20% of the total residential units and the associated parking, together with the appropriate rights and obligations applicable to the ownership and operation of this legal parcel including reciprocal easements and indemnities, repair and maintenance, cost sharing, insurance and other applicable legal obligations; ownership and on-going management terms and conditions to be negotiated by Social Development and Real Estate Services Staff, to the satisfaction of the Managing Director of Social Development, the Director of Real Estate Services and the Director of Legal Services.

#### Public Art

14. Execute an agreement satisfactory to the Directors of Legal Services and Cultural Services for the provision of public art in accordance with the City's Public Art Policy, such agreement to provide for security in a form and amount satisfactory to the aforesaid officials; and provide development details to the satisfaction of the Public Art Program Manager (a checklist will be provided).

Note to Applicant: Note to applicant: Please contact Bryan Newson, Program Manager, 604.871.6002, to discuss your application.

**Soils**

15. Submit a site profile to the Environmental Protection Branch (EPB).
16. As required by the Manager of Environmental Protection and the Director of Legal Services in their discretion, do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter.
17. As required by the Manager of Environmental Protection and the Director of Legal Services in their discretion, do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter.

Note: Where the Director of Legal Services deems appropriate, the preceding agreements are to be drawn, not only as personal covenants of the property owners, but also as Covenants pursuant to Section 219 of the Land Title Act.

The preceding agreements are to be registered in the appropriate Land Title Office, with priority over such other liens, charges and encumbrances affecting the subject sites as is considered advisable by the Director of Legal Services, and otherwise to the satisfaction of the Director of Legal Services prior to enactment of the by-laws.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable charges, letters of credit and withholding of permits, as deemed necessary by and in a form satisfactory to the Director of Legal Services. The timing of all required payments, if any, shall be determined by the appropriate City official having responsibility for each particular agreement, who may consult other City officials and City Council

\* \* \* \* \*

DRAFT CONSEQUENTIAL AMENDMENTS  
955 East Hastings Street

DRAFT AMENDMENTS TO THE PARKING BY-LAW NO. 6059

1. This By-law amends the indicated provisions of the Parking By-law.
2. Council repeals section 4.1.5, and substitutes:  
"4.1.5 CD-1 District Parking Requirements  
Unless otherwise provided in Schedule C or in a CD-1 By-law:  
(a) the parking requirements for a CD-1 District located within the area depicted on Map 4.3.1, must be calculated in accordance with section 4.3; and  
(b) the parking requirements for a CD-1 District located outside of the area depicted on Map 4.3.1, must be calculated in accordance with section 4.2."
3. In section 5.1.1, Council strikes out "In", and substitutes "Unless otherwise provided in Schedule C or a CD-1 By-law, in".
4. In section 6.1.1, Council strikes out "In", and substitutes "Unless otherwise provided in Schedule C or a CD-1 By-law, in".
5. In section 7.1.1, Council strikes out "In", and substitutes "Unless otherwise provided in Schedule C or a CD-1 By-law, in".
6. In section 16, after the words "Schedules A", Council strikes out "and", and substitutes ",", and after the letter "B", Council adds "and C".
7. After Schedule B, Council adds:

Schedule C

CD-1 Districts Parking Requirements

Address	By-law No.	CD-1 No.	Parking requirements



8. Add the CD-1 to Schedule C of the Parking By-Law with the following provisions as Parking Requirements:

“Parking, loading, and bicycle spaces must be provided according to the Parking By-Law except that:

- For residential loading a minimum of 1 Class A and 2 Class B loading spaces are to be provided; and
- For non-residential loading a minimum of 3 Class B and 6 Class A loading spaces (in lieu of 2 Class C loading spaces) are to be provided.

**DRAFT AMENDMENTS TO THE SIGN BY-LAW NO. 6510**

Amend Schedule E (Comprehensive development Areas) by adding the following:

“955 East Hastings Street                      [CD-1#]                      [By-law #]                      B (DEOD)”

**DRAFT AMENDMENTS TO THE NOISE CONTROL BY-LAW NO. 6555**

Amend Schedule A (Activity Zone) by adding the following:

“[CD-1 #]                      [By-law #]                      955 East Hastings Street”

\* \* \* \* \*

ADDITIONAL INFORMATION AND COMMENTARY OF REVIEWING BODIES  
955 East Hastings Street

**Comments - General Manager of Engineering Services:** The General Manager of Engineering Services has no objection to the proposed rezoning, provided that the arrangements and conditions as shown in Appendix B are satisfactorily concluded.

**URBAN DESIGN PANEL**

**EVALUATION: SUPPORT (8-0)**

- **Introduction:** Grant Miller, Rezoning Planner, introduced the proposal to rezone an M-1 site fronting East Hastings Street. He provided some information on the land use policy noting that the site falls within the Powell Street/Clark Drive Industrial Area. In 1995, the City's Industrial Land Policies confirmed that the area should generally be retained for industrial uses with the exception of those sites fronting East Hastings Street. Mr. Miller explained that the proposal is located on a site that is described as "let go" in the Industrial Lands Policy.

In 2005, City Council provided some direction and adopted the Downtown Eastside Housing Plan. This area is referred to as the Hastings Corridor in that Plan. The Plan supports mixed-use development on this site with an emphasis on replacement housing and affordable rental. While the community is embarking in Local Area Planning Process at this time, the application is being considered in advance of the Plan recognizing the substantial housing benefits proposed. Approximately 20% of the residential units will be transferred to the City for social housing.

Mr. Miller noted that the application was originally made in November 2009 at as a result the City's Green Building's Policy requires the application to apply for LEED® Silver equivalency.

Anita Molaro, Development Planner, further described the application and mentioned that the site fronts East Hastings Street, with Raymur Street on the east, and that there is a 25 foot height difference between East Hastings Street and the lane. The current zoning is M-1, which permits a density of 5 FSR and a height of 100 feet. Ms. Molaro described the context for the area and noted the non-market housing and the Campbell Community Centre across the street.

Ms. Molaro explained that the project consists of market and non-market housing, with approximately 282 market units and 708 non-market units. The non-market housing units have been integrated into the development on the south side with its own entry and, amenity areas on both the north and south sides of the project. The market housing is generally contained within the balance of the podium and the three towers. The towers are oriented perpendicular to the street to allow for views, with an open space on the lower north facing terrace, and on the podium roof above the seventh storey.

On the ground floor and the two levels facing the lane is a new use called PDR which stands for Production, Distribution and Repair. PDR frontages are intended to be animated with glazing and large opening doors providing enhanced working conditions and

interaction with the public. Ms. Molaro described the summary of uses under PDR. This type of use will provide alternative approaches to activating the ground plane. Many PDR spaces offer features such as high ceilings, large loading docks, and ground floor access that are not available in office or most commercial buildings. The intent is to accommodate a combination of office, manufacturing, repair and/or showroom and retail uses that are compatible with residential uses on the upper floors. The kinds of uses include: food and beverage wholesale/distribution; fashion/garment design and manufacturing; delivery services; event production and catering; construction contractors and building material suppliers; wholesale and retail of furniture equipment, appliances and furniture manufacturing; printers, designers, photographers, film producers, graphic designers and sound-recording firms; repair shops for equipment, appliances and bicycles. In this development, access for the PDR uses and loading will be provided via a stair and freight elevator to the lane through a broad opening in the East Hastings Street frontage, which will also provide a view through the development.

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

- does the panel support the urban design response developed for this site?
  - form of development including:
    - buildings' siting, tower forms and massing
    - proposed heights (100, 100 and 120 ft.)
    - uses and density (6.0),
  - integration/resolution of public connections through the site, including their pedestrian amenity and animation,
  - open space and landscape treatments,
  - LEED® Silver strategies (based on time of rezoning application),
  - preliminary comments/advice on materials.

Mr. Miller and Ms. Molaro took questions from the Panel.

- **Applicant's Introductory Comments:** Stu Lyon, Architect, further described the project. He talked about the integration of the uses in the building and the history of the design. He explained that when the City came up with the PDR uses they thought it would integrate well in the building given there is a 25 foot drop across the site as a lot of the density was going to be below Hastings Street grade. The height of the building has some limitations in order to be consistent with what is already in the neighbourhood. Mr. Lyon mentioned that the non-market housing is 20% of the residential density. The PDR will break down into potential 20-30 spaces, so they thought it was important to have a central collection point, so they created a way through the site that connects down to the lane where the loading freight elevator will be located. He added that a lot of the PDR users will be facing the lane.

Daniel Eisenberg, Architect, mentioned that it was a challenging project, but fun as well. They have used the surrounding area for design references, and were inspired by the forms and colours of the industrial harbor. They incorporated a reference to shipping containers that gave some movement and variety to the form. In terms of the elevations, the north has a fully glazed façade to allow for views to the harbour and the mountains. The east and west walls will have limited openings in a punched wall configuration, and fully clad in metal. The south side being on East Hastings Street is a mix of punched wall

and window wall integrated with spandrel panels. The slab extensions and balconies will provide shadow for the units in the summer, and low sun to enter the units in the winter. At the street level the robust active nature of the PDR use is celebrated by wide openings with windows and folding doors.

Bruce Hemstock, Landscape Architects, described the landscaping and mentioned that they were excited by the project. The idea that the landscape could embrace an industrial feel and also relate to the affordable housing was exciting. They expressed the containers in the landscaping with the arrangement of the planting beds and other elements. The non-market housing will have two outdoor spaces opposite the corridors, and also an amenity room with a play area and urban agriculture. On the eighth floor are the two spaces that relate to the market housing. There is a side for children with a play area, and as well, urban agriculture and a water element is planned. The roof expresses the sustainability goals with a green roof component. They are considering a green screen under the stairs on the laneway, and as well, trees on East Hastings Street. Some work still needs to be done at the entry, however they are looking at some images of rail tracks that might work into the way the benches are formed.

The applicant team took questions from the Panel.

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

The Panel had no substantial aspects needing improvement.

- **Related Commentary:** The Panel supported the proposal and thought it was a great development largely because of the PDR use.

The Panel thought the area was ideal for this type of development and supported the use, massing, height and density. One Panel member mentioned that it seemed to be a very dense project, but given the mix of uses, thought it was appropriate and would work well. They liked the vernacular of the containers and the colour scheme that relates to them. A number of Panel members said they hoped that the project didn't lose any of its excitement as the design was developed. Several Panel members mentioned that they liked the sliding at different heights. One Panel members suggested there be some flexibility to add more mezzanine space in the double height volumes.

They noted that putting the staircase and open space down into the back lane would work. One Panel member suggested making it a "waterfall" stair so it relates stronger to the lane and people don't have to double back. They liked the way the spaces were being developed with a couple of Panel members wanting to see some artists work space located in the PDR use. The Panel supported having the market housing and rental housing together.

One Panel member thought the beginnings of the outdoor space treatment was heading in the right direction. A couple of Panel members liked the public connections through the site and thought it was well handled but had some concerns regarding security and CPTED issues. However, a few other Panel members thought it might still need more texture and animation.

The Panel supported the sustainability strategy. One Panel member suggested using triple glazing to mitigate any industrial noise and as well to potentially reuse the metal container cladding as a way to achieve the container look.

A couple of Panel members suggested that the developer make a disclosure to potential purchases regarding the waterfront and industrial activities in the area.

- **Applicant's Response:** Mr. Lyon thanked the Panel for their comments.

## **PUBLIC CONSULTATION SUMMARY**

**Public Notification:** A rezoning information sign was installed on the site on January 20, 2012. A community open house was held on February 1, 2012. Notification and application information, as well as, an online comment form, was provided on the City of Vancouver Rezoning Centre webpage [www.vancouver.ca/rezapps](http://www.vancouver.ca/rezapps).

**February 2012 Notification and Open House:** A notification postcard, dated January 17, 2012, was mailed to 403 surrounding property owners and e-mailed to local community organizations. The open house was held on February 1, 2012, at the Ray-Cam Co-operative Centre with staff and the applicant team in attendance. A total of approximately 78 people attended and 27 comment sheets were submitted (52% live or work in the area/32% live or work outside the area/16% did not specify). Additionally, the City received a total of 16 e-mails and online forms (83% live or work in the area/17% live or work outside the area).

**Public Response Summary:** There were a variety of responses to this application that included comments regarding the general needs for the area. Overall, about 47% of the comments indicated support for the proposed development, 16% were non-supportive, and 37% did not have a strong indication of what their preference was in terms of the application.

**New Development/Industrial Land Conversion:** There were some responses that felt new development was good, stating that the area needed a "facelift", more housing was needed due to the expensive housing market, and overall, density was good. However, there were others who questioned the development of condos in a lower-income neighbourhood, were concerned with the gentrification of an area that has reasonable rents for the current population, and felt it was not an improvement to the area. There was one who was concerned with the pace of development, stating that this was the first of the area and there was a need to be cautious of how the area develops. Others were concerned with the conversion of much needed industrial land and one emphasized the need to at least prevent the expansion of residential uses to the north.

**Building Design:** Some felt the detail, orientation and scale were good and liked the building design, whereas others were disappointed in the architecture and felt the project dominated the landscape. One felt the building height was unclear and another commenter stated that a condition needed to be placed on the unplanned frontage to the west imposing a height restriction.

**Mixed-Use/Retail Development:** Many supported a mixed-use development noting the lack of retail and commercial in the area and especially the need for a grocery store. Some

commented that it was a good use of space referring to the overall development, as well as, the Production, Distribution, and Repair (PDR) concept tying in with the surrounding industrial uses. One commented that the PDR use should be placed on the back side of the development and retail be placed on the street frontage.

**Affordable Housing:** Some commented that the inclusion of non-market housing was good and felt there was a strong proportion of social housing, whereas others felt there was not enough affordable housing for an area with a large low-income population and that more rental housing was needed. There were a few comments about the need to have social housing be a part of the site and that the units should be mixed rather than segregated.

**Unit Types:** Many felt there was a need for more three- to four-bedroom suites, or family units. There were comments that the proposed units were too small and unrealistic, and that there was a lack of affordable family units in the area. One suggested adding flex spaces or moveable walls in the units. Some were concerned with the lack of consideration for live/work studios and felt that artist workspace needed to be incorporated into the project.

**Services and Community Amenities:** Many felt the community centre (Ray-Cam) deserved to be rebuilt or upgraded with the addition of more density in the area. Overall, there were concerns over the limited service capacity in the area and the need for more community amenities and amenity funding.

Other comments included:

- the community should be involved with the governance of housing and local service providers should be consulted to ensure non-market housing meets area needs,
- the community deserves job equity and hiring practices,
- the development will block their view,
- a crosswalk signal needs to be added,
- any density increase will result in impacts to the traffic along Raymur Avenue to Venables Street,
- sound and light conflicts,
- the project should be dovetailed with the community plan process,
- the space should engage aboriginal/recent immigrants,
- the project should include a pub,
- the public stairway on the east side connecting Hastings Street to Raymur Avenue is a significant public asset,
- the play area should have rain protection,
- there is potential for community social enterprise in PDRs,
- need for more seniors housing,
- need to decentralize social housing out of Downtown.

## **INDUSTRIAL FLEX SPACE FOR PRODUCTION, DISTRIBUTION, AND REPAIR (PDR)**

Flex space refers to ground floor spaces that can be a combination of office, manufacturing, repair, and/or showroom and retail uses that are compatible when mixed with residential uses on the upper floors. Industrial Flex Space for Production, Distribution, and Repair (PDR) includes the following kinds of uses:

- Food and beverage wholesale and distribution

- Fashion/garment design and manufacture
- Delivery services (messengers, airport shuttle vans, taxis, limousines)
- Event production and catering
- Construction contractors and building material suppliers
- Wholesale and retail of furniture, equipment, appliances, and furniture manufacture
- Printers, designers, photographers, film producers, graphic designers, and sound-recording firms
- Repair shops for equipment, appliances and bicycles.

**The intent of Industrial Flex Space (PDR):** The interface between commercial and residential uses is already well understood and managed through Vancouver zoning by-laws, policies and guidelines. Less understood is the opportunity to mix PDR types of uses with residential uses. However, mixing these uses presents a great opportunity for the City to meet objectives related to economic development, job creation, and revitalisation of industrial and commercial activities in otherwise economically-challenged areas.

PDR uses are a growing sector in the Metro Core. In general, these types of businesses require between 2000 and 5000 square feet in close proximity to their primary customer base, generally Downtown Vancouver. However, these businesses are adversely impacted by general trends affecting Vancouver's industrial land supply, including:

- Limited supply of available industrial land in the city's core (and throughout Metro Vancouver);
- Increasing land costs; and
- Increasing pressure to convert industrial land to residential, commercial, and other uses.

Increased employment in the Downtown and limited access to industrial lands in the inner-city increase the demand for PDR space in industrial areas. However, ever-increasing land values and extremely low vacancy rates pose a serious challenge to PDR businesses needing to lease space in close proximity to their customer base.

The concept of flex PDR space in mixed-use residential areas is to find alternative approaches to activating the ground plane that work in harmony with residential uses above. Building flex space enables a choice of use that place holds the possibility that the ground floor use could be taken up for uses other than just retail or residential in order to be responsive and flexible to changes in the local economic conditions.

An important characteristic of the buildings in which most PDR industries are located is their flexibility. Many of these building types can and do accommodate a variety of very different users, either simultaneously or at different points in time. They often serve an incubator role, providing space for small firms and even new industries that may have undefined or rapidly changing needs. Many PDR buildings offer features such as high ceilings, large loading docks, and ground floor access that are not available in office and most commercial buildings. These buildings are also well-suited for companies whose needs change over time, such as those with shifting requirements for manufacturing, warehouse, R&D, and office space. The large floor plates of many PDR buildings are important for allowing flexibility and dynamism by allowing spaces to be divided up in many different ways. This stands in marked contrast to buildings exclusively dedicated to residential or office uses, which are far less flexible and which are built to serve a narrower range of users.

## DOWNTOWN EASTSIDE HOUSING PLAN (Hastings Corridor Sub Area)

### Sub Areas - Hastings Corridor



#### DISCUSSION

In the last few years there have been an increasing number of enquiries to build housing on the Hastings corridor. In 2002, the M-1 let-go area on Hastings Street to the east of this sub-area (outside of the Downtown Eastside) was rezoned to MC-1/MC-2. This zoning supports mixed use development, permitting light industrial, commercial and residential uses. MC-2 zoning is more restrictive regarding residential uses and has been applied on the north side of Hastings adjacent to the M-2 industrial area.

This sub-area will play an important role in realizing housing objectives identified in this Plan. Analysis suggests that achieving 1-for-1 replacement of SROs in the historic areas in the western portion of the



Downtown Eastside will be difficult due to high land costs, few sites, limited zoning capacity, and the fact that replacement housing for SROs requires twice the land area than does an SRO (due to larger unit size). SRO replacement housing should be made a priority in the Hastings Corridor. Also, rising property values in Strathcona have reduced affordable market rental opportunities that were traditionally associated with that neighbourhood. Consequently, this plan supports rezoning of the Hastings Corridor to allow residential uses with a strong emphasis on achieving affordable housing objectives, such as mixed-income social housing (including co-ops) and market rental.

#### FACTS



	1998	2003
Owner-Occupied	0	0
Rental	0	5
Non-Market Housing	0	0
SRO	245	222
SNRF	0	0

- There are 6 SRO hotels and 7 buildings on the SRA Register

#### EXISTING POLICY

- This section of Hastings Street is zoned M-1 Industrial. In 1990, as part of a city-wide review of industrial areas, Council decided that this is a "let-go" area, meaning that the area should be reviewed for alternative land uses, including residential.
- In June 1992, as part of the Strathcona Area Planning process, Council directed staff to report back on rezoning the area from industrial to mixed use (residential above grade, commercial and light industrial) and on the development cost levy that would be appropriate. No action has been taken, pending the outcome of this plan.



A medium-density mixed-use zoning, with commercial and retail uses at grade and residential above, is recommended. Market housing is encouraged, but height and on-site density bonuses and relaxations could be applied to encourage affordable forms of housing. These

could facilitate the development of SRO replacement housing and rent-secured market rental projects targeted to singles, couples or families. Additionally, the City should acquire sites for future social housing projects with an emphasis on SRO replacement units. Some family housing may be built on the south side of the sub-area adjacent to Strathcona to provide affordable rental housing that has been lost in that sub-area.

#### ACTIONS

- 9.8.1 Initiate a rezoning to allow a medium-density mixed-use zone allowing commercial, retail, light industrial and residential uses, with an emphasis on SRO replacement



and affordable rental projects. Consideration should be given to issues of liveability adjacent to heavy industry to the north and to the impact on the RT-3 residential areas to the south. Ensure that appropriate public amenities are incorporated into the rezoning analysis.

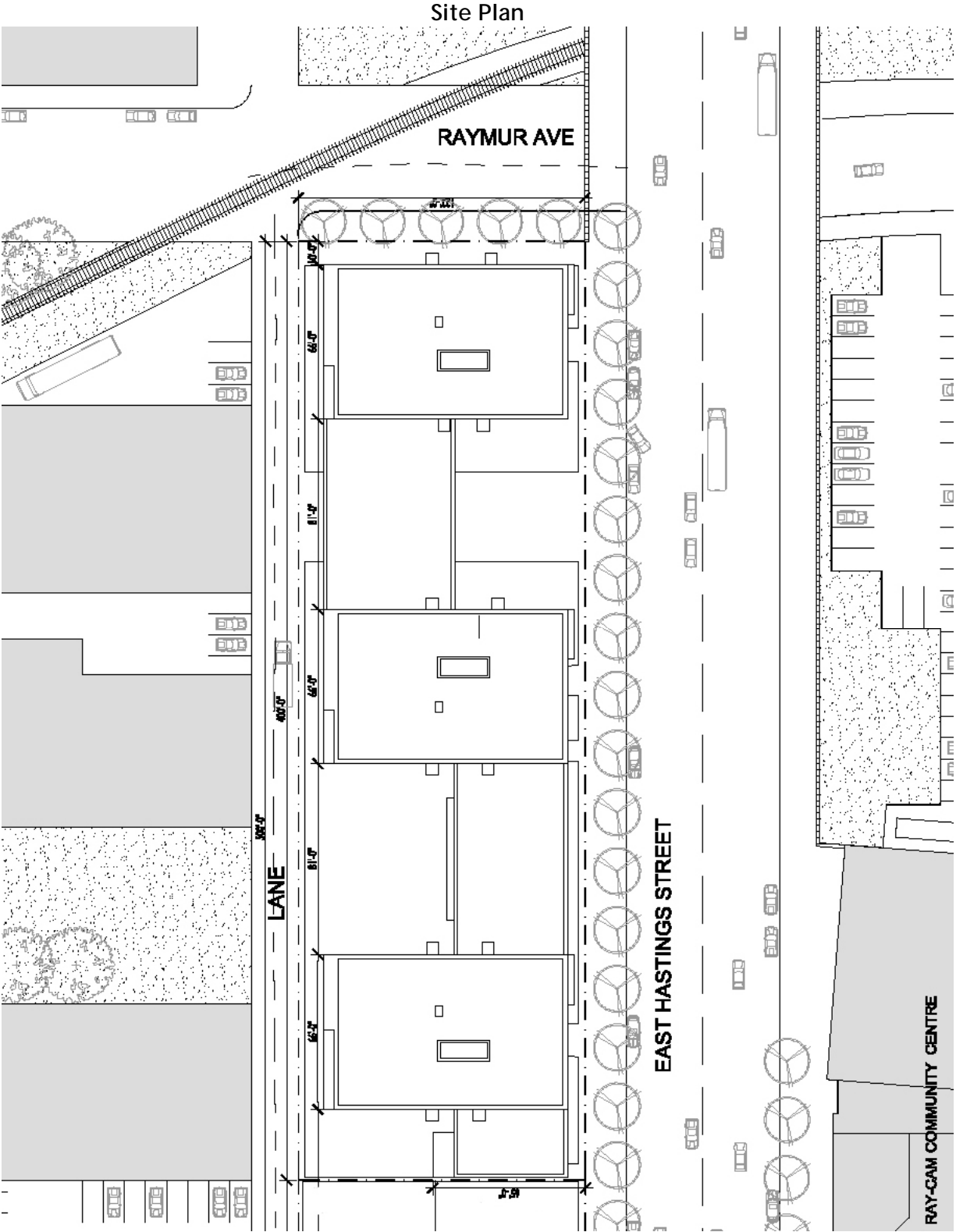
9.8.2 Re-affirm the following 1992 Strathcona Plan policies which are consistent with the Housing Plan objectives:

- *New housing development should emphasize affordability.*
- *Increase affordable housing for low-to-moderate-income households.*
- *There should be opportunities for a variety of new housing types with a balanced market, non-market mix.*
- *Careful design must be used to deal with traffic and industrial adjacencies (as was done successfully in buildings further west on Hastings such as Shon Yee Place and Jenny Pentland Place).*
- *Further examination is needed of community facilities, infrastructure and services necessary to ensure liveability.*

Possible Unit Mix		
	March 2003	2013
Owner-Occupied	0	200
Rental	<100	200
<b>Total Market Housing</b>	<b>&lt;100</b>	<b>400</b>
SROs	200	200
Low-income Social Housing	0	400
<b>Total Low-income Housing</b>	<b>200</b>	<b>600</b>

(Note: numbers are rounded to the nearest 100. <100 means less than 100 units.)

FORM OF DEVELOPMENT  
955 East Hastings Street

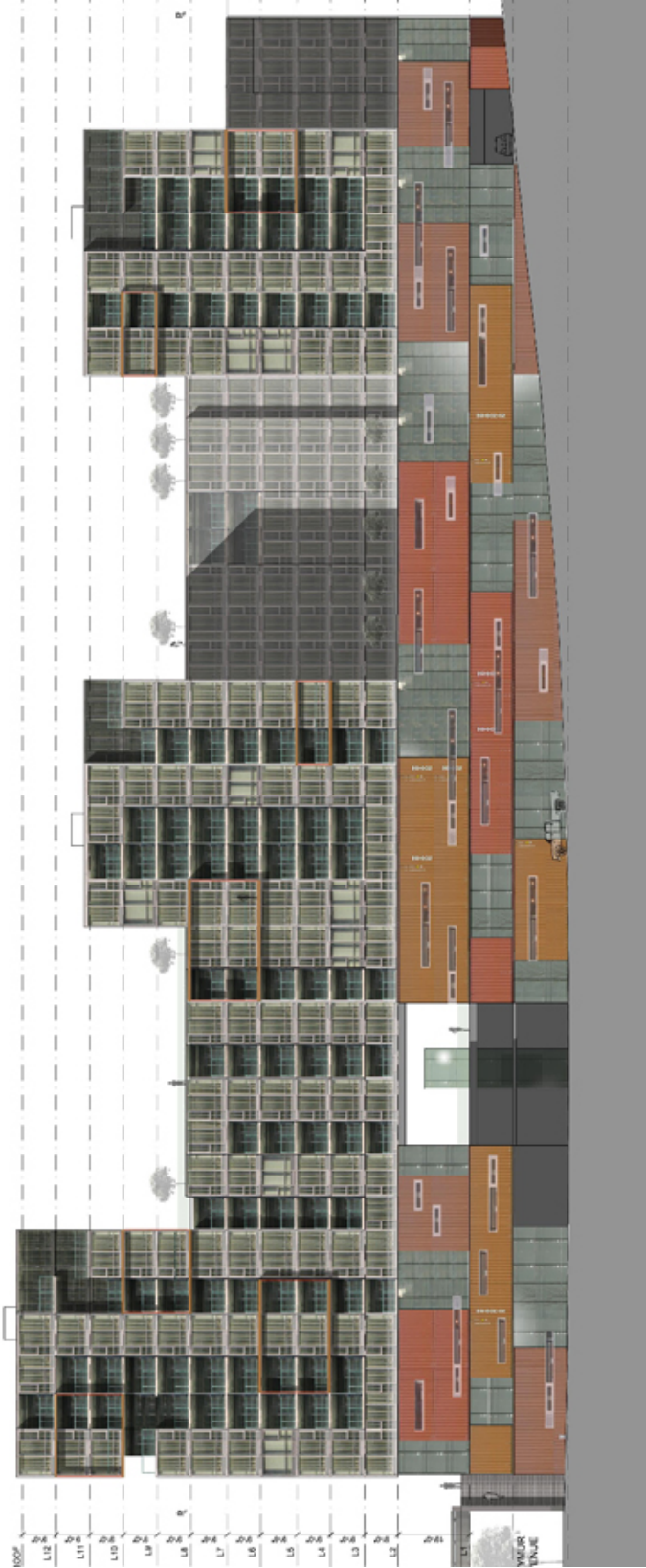


South Elevation - East Hastings Street



HASTINGS STREET ELEVATION - SOUTH

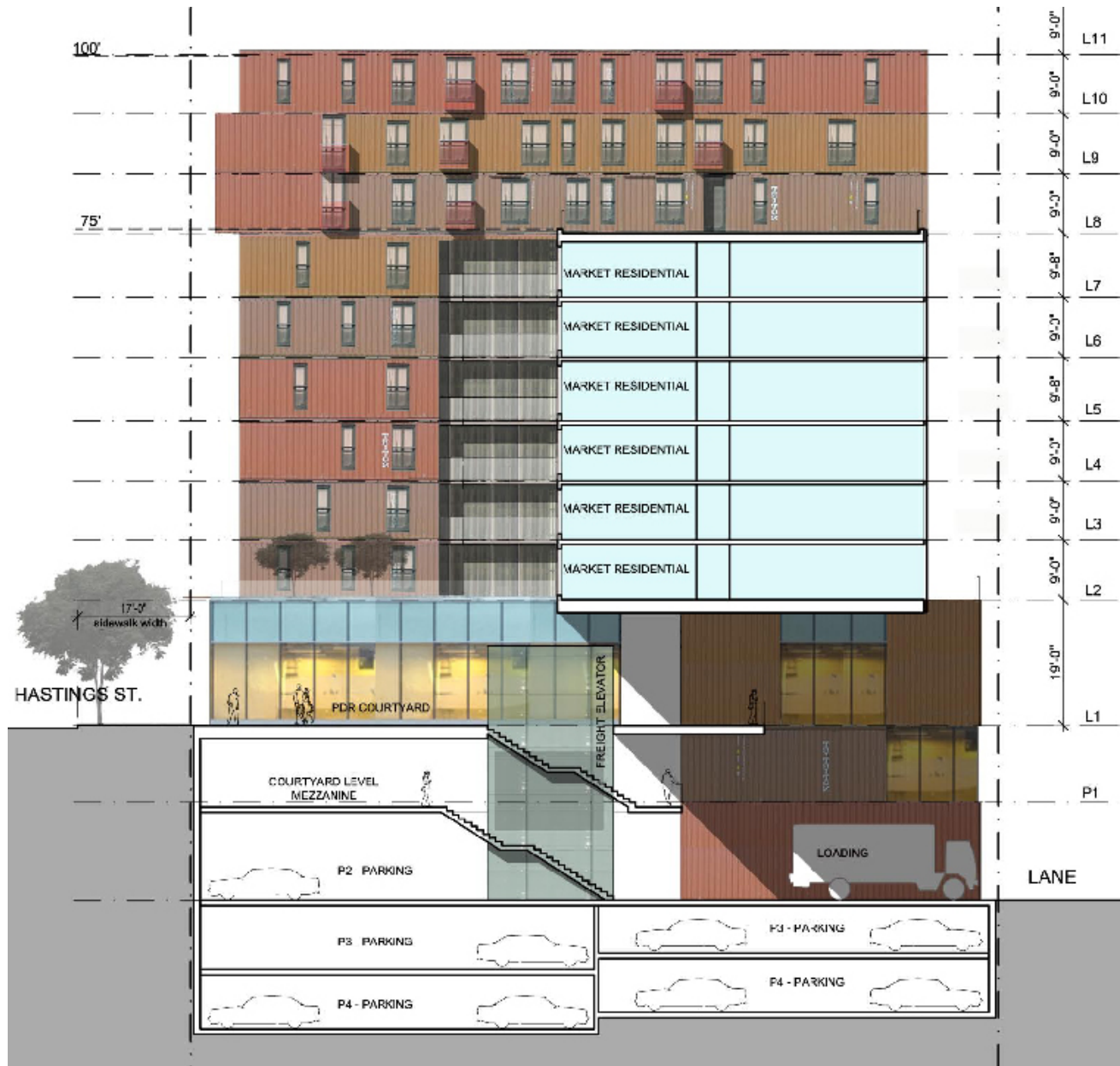
North Elevation - Facing the lane



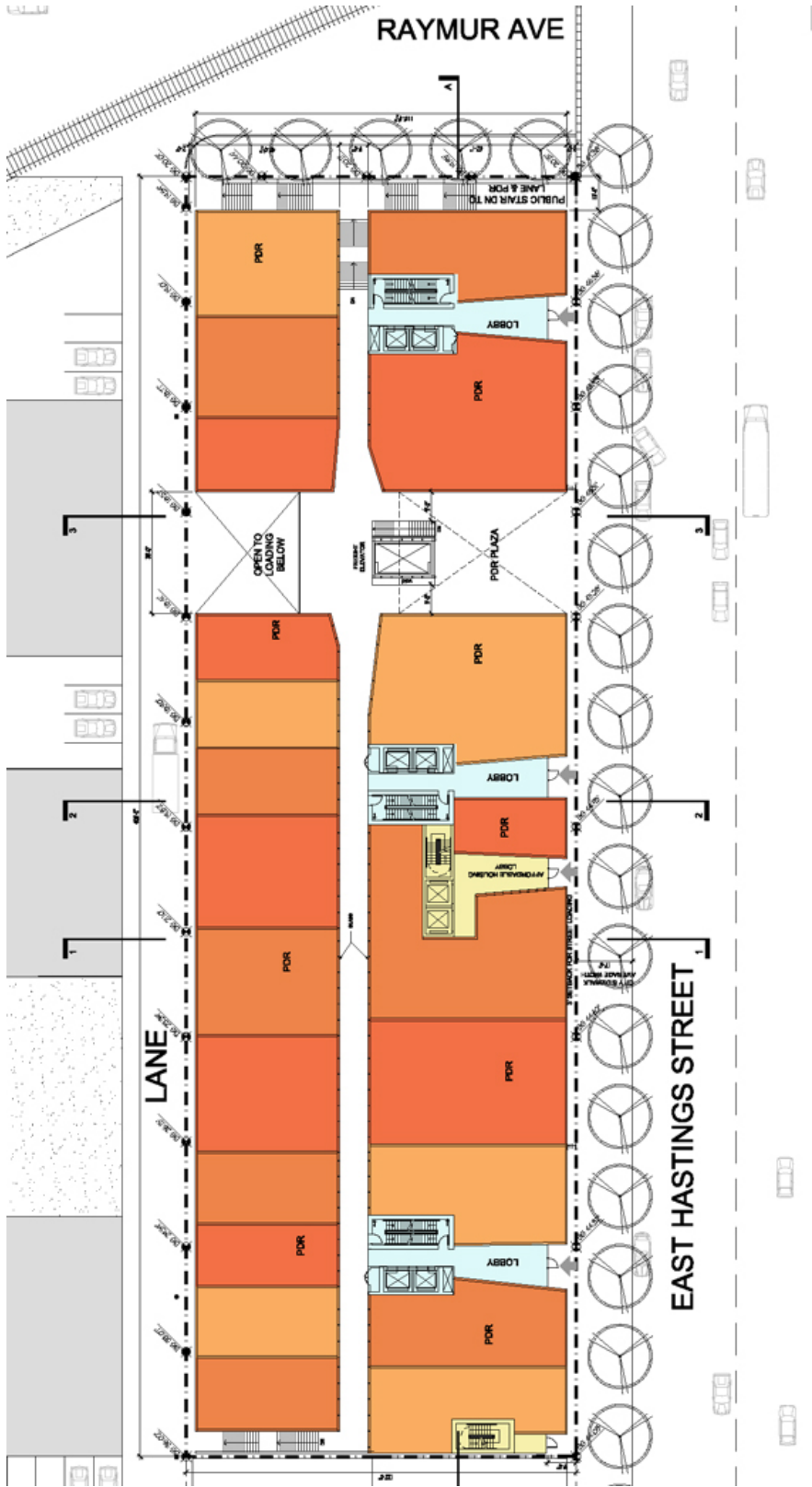
East Elevation - Facing Raymur Street



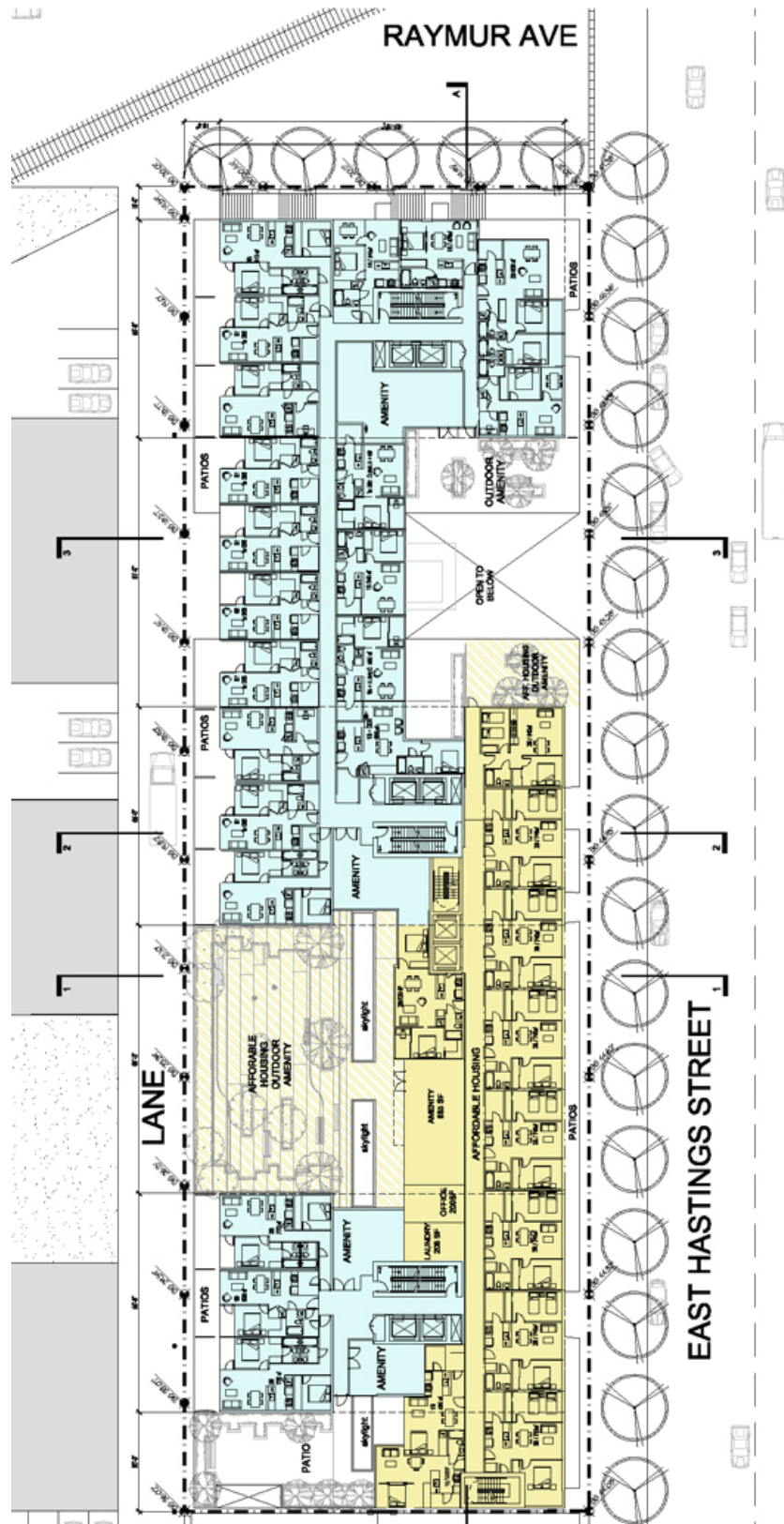
Section through Flex/PDR Courtyard



Ground Floor Plan

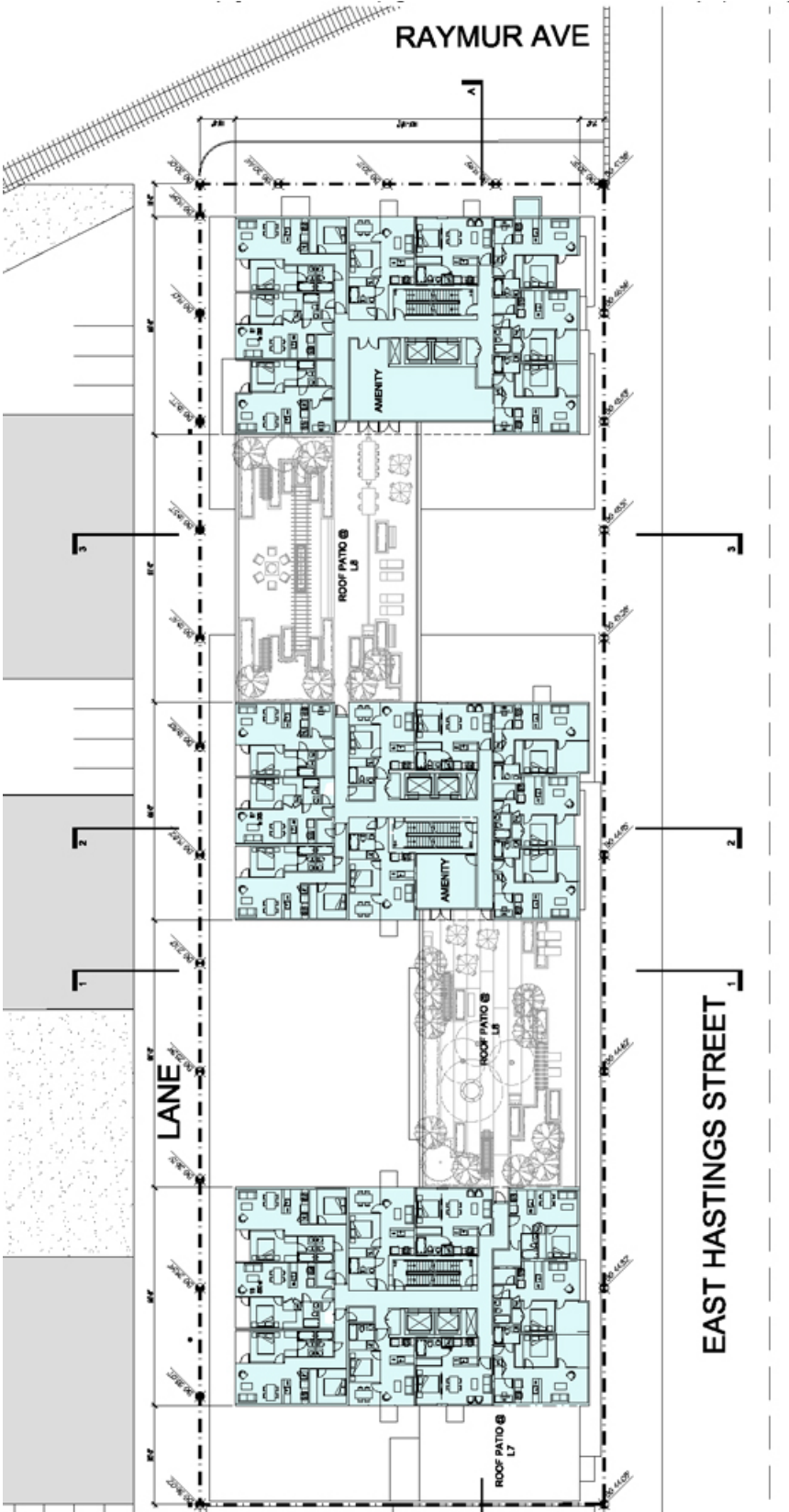


Second Floor Plan





Second Floor Plan



**PUBLIC BENEFITS SUMMARY**  
**955 East Hastings Street**

**Project Summary:**

Mixed-use development including industrial flex space, commercial, market residential uses as well as 70 units of Social Housing conveyed to the City

**Public Benefit Summary:**

The project would result in a DCL payment; public art contribution, and 70 units of social housing to be Conveyed to the City.

	Current Zoning	Proposed Zoning
Zoning District	M-1	CD-1
FSR (site area = 48,828 sq. ft.)	5.0	6.15
Buildable Floor Space (sq. ft.)	244,140 sq. ft.	300,292 sq. ft.
Land Use	Industrial	Residential/Commercial

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (City-wide) (\$11.33/sf)	\$1,105,954	\$2,888,697
	DCL (Area Specific) \$168.35/m2 (\$15.64/sf)		
	Public Art		\$543,529
	20% Social Housing		
Offered (Community Amenity Contribution)	Heritage (transfer of density receiver site)		
	Childcare Facilities	N/A	
	Cultural Facilities		
	Green Transportation/Public Realm		
	Housing (social housing units)		\$9,772,715
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
<b>TOTAL VALUE OF PUBLIC BENEFITS</b>			<b>\$1,105,954</b>

**Other Benefits (non-market and/or STIR components):**

70 Social housing units will be built and conveyed to the City.

\* DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification. For the City-wide DCL, revenues are allocated into the following public benefit categories: Parks (41%); Replacement Housing (32%); Transportation (22%); and Childcare (5%). Revenue allocations differ for each of the Area Specific DCL Districts.  
Note 1 - The developer will contribute value equal to \$9,772,715 to the design and construction of the Social Housing

955 East Hastings Street  
APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	955 East Hastings Street (945-985 East Hastings Street and 383 Raymur Avenue)
Legal Description	Lot E Block 62 District Lot 181 Plan 15170; Lots 24 to 26 and 29 to 32 Block 62 District Lot 181 Plan 196; Lot J (Explanatory Plan 15392) Block 62 District Lot 181 Plan 196; and Lot K Block 62 District Lot 181 Plan LMP1580; PIDs: 007-671-024, 015-581-004, 015-581-012, 015-581-021, 015-581-039, 015-581-047, 015-581-055, 015-581-063, 015-581-161 and 015-533-163 respectively
Applicant/Architect	GBL Architects
Developer/Property Owner	Wall Financial Corporation

SITE STATISTICS

	GROSS	DEDICATIONS	NET
SITE AREA	4 536.3 m <sup>2</sup>	107.6 m <sup>2</sup>	4 428.7 m <sup>2</sup>

DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT
ZONING	M-1	CD-1
USES	Industrial	Residential, Retail, Commercial, Office, Industrial Flex Space
MAX. FLOOR SPACE RATIO	5.0	6.15
FLOOR AREA	22 681 m <sup>2</sup>	Market Housing: 17 653 m <sup>2</sup> Social Housing: 22 681 m <sup>2</sup> Retail Commercial: 1 044 m <sup>2</sup> Office: 1 150 m <sup>2</sup> Industrial Flex Space: 1 100 m <sup>2</sup>
MAXIMUM HEIGHT	30.5 m	36.6 m measure from Hastings Street Building Grades

\* \* \* \* \*