



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: October 8, 2013
Contact: Kent Munro
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VanRIMS No.: 08-2000-20
Meeting Date: October 22, 2013

TO: Vancouver City Council

FROM: General Manager Planning and Development Services

SUBJECT: CD-1 Rezoning: 720/730 East Hastings Street (VPL Strathcona Branch and YWCA Housing)

RECOMMENDATION

A. THAT the application by Cityspaces Consulting Ltd., on behalf of the City of Vancouver, to rezone 720/730 East Hastings Street (*PID: 028-859-022; Lot E Block 67 District Lot 181 Group 1 New Westminster District Plan BCP50916*) from M-1 (Industrial) District to CD-1 (Comprehensive Development) District to permit Library and Dwelling uses to allow construction of a mixed-use six-storey building with a public library at grade and on part of the second floor and with social housing (residential uses and programming space to be operated by the Young Women's Christian Association, operating as YWCA Metro Vancouver) on the upper floors, at a density of 3.35 FSR and a height of 22.9 m (75.1 feet), be referred to a public hearing, together with:

- (i) plans prepared by Dialog Architecture, received on May 29, 2013;
- (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, 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, subject to enactment of the CD-1 By-law, the Parking By-law be amended to include this CD-1 and to provide parking regulations generally as set out in Appendix C;

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

- C. THAT Recommendations A and B be adopted on the following conditions:
- (i) THAT the passage of the above resolutions 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 rezoning the property, and 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

This report assesses an application to rezone a single lot located at 720/730 East Hastings Street from M-1 (Industrial) District to CD-1 (Comprehensive Development) District, to permit Library and Dwelling uses on the site to allow construction of a mixed-use six-storey building, with a public library at grade and on part of the second floor, and social housing with programming space on the upper floors, at a density of 3.35 FSR. The proposal includes a new full-service Downtown Eastside/Strathcona Library branch for Vancouver Public Library (VPL) and 21 social housing units to be operated by YWCA Metro Vancouver. At an In Camera meeting on March 17, 2011 and a subsequent Regular Meeting on November 29, 2011, Council authorized the Library Board to work with the YWCA to develop the library combined with social housing, subject to this rezoning. Staff have assessed the application and conclude that it is supported by City policies, and therefore recommend that it be approved, subject to a public hearing and subject to 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 Plan (2012)
- Downtown Eastside Housing Plan (2005)
- Strathcona Local Planning Program Initiatives (1992)
- Green Building Rezoning Policy (2010)
- Industrial Lands Policy (1995).

Background/Context

1. Background

This report presents the staff assessment of an application by the City of Vancouver to rezone 720/730 East Hastings Street from M-1 (Industrial) to CD-1 (Comprehensive Development) District in order to accommodate a public library and social housing with programming space on the site. It is proposed that the YWCA would construct the project (with a financial contribution from VPL for the library), and that the City would lease the social housing and programming space to the YWCA.

VPL has had the long-term vision to establish a full-service library in the historic city centre to complement the unique services provided by the Carnegie Reading Room. Over the last several years, City staff, including VPL staff, explored various partnership options for this development with a view to expanding the civic use of the site. At an In Camera meeting on March 17, 2011 and a subsequent Regular Meeting on November 29, 2011, Council authorized the Library Board to work with the YWCA and to develop, subject to this rezoning, the library in conjunction with social housing and programming space on the upper floors. Currently, the VPL operates the Strathcona Branch Library co-located with Lord Strathcona Elementary School. This existing location has limited hours and collections, and space constraints that prevent VPL from offering a full array of services to residents and businesses. The new branch is intended to serve the Strathcona, Chinatown and the Downtown Eastside neighbourhoods offering more comprehensive access to computers, internet access, in-depth collections, programs for new Canadians and community space. The proponents foresee this new branch as a focal point for the community, and as a gathering place and centre of learning.

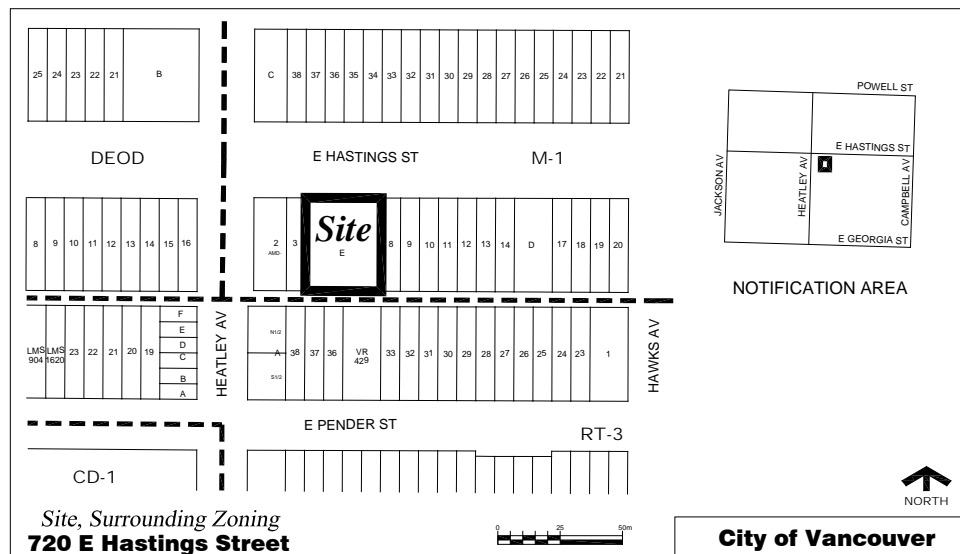
The YWCA would construct the project and operate 21 units of social housing along with associated programming space. The residential portion would consist of family housing for single mothers and their dependent children. The housing would rent only to households with incomes below core-need income thresholds. The programming space would be an expansion and enhancement of existing services provided at Crabtree Corner (also operated by the YWCA at 533 East Hastings Street) and would primarily serve women living in the area and their children.

In recognition of the potential social benefits that could arise from this application, the rezoning and development permit applications are being processed concurrently to provide an expedited timeline.

2. Site and Context

The rezoning site is situated on Hastings Street between Heatley Avenue and Hawkes Avenue which is in the M-1 Industrial area (see Figure 1). To the west is the Downtown-Eastside/Oppenheimer District. To the south is the RT-3 residential district of the Strathcona community. To the southeast is a CD-1 district consisting of Lord Strathcona Elementary School and the current Strathcona Branch Library. The site is within the Downtown Eastside Local Area Plan boundaries. At 1,138 m² (12,249 sq. ft.), the site is comprised of a single legal parcel and has a frontage of 30.5 m (100 feet) on Hastings Street and a depth of 37.2 m (122 feet).

Figure 1 - Site, Surrounding Zoning and Notification Area



3. Policy Context

Downtown Eastside (DTES) Local Area Planning Program – The DTES is undergoing a Local Area Planning Program (LAPP). The primary purpose of the LAPP is to ensure that the future of the DTES improves the lives of those who currently live in the area, particularly low-income persons and those who are most vulnerable, thereby benefiting the city as a whole. The final plan is expected to be considered by Council in early 2014.

The emerging directions from the LAPP and the 2005 DTES Housing Plan envision the Hastings Corridor as a medium-density, mixed-use zone where there is an emphasis on social and affordable housing.

Interim Rezoning Policy During the Preparation of the DTES LAPP – This application is being considered under the Interim Rezoning Policy during the preparation of the Downtown Eastside Local Area Planning Program. The purpose of this policy is to provide direction in the consideration of rezoning applications during the course of the DTES LAPP, and to address issues and concerns of the DTES communities with regard to those applications.

The policy states that rezoning applications will be considered for projects that provide benefits for the community (particularly those focusing on low-income citizens) by keeping, expanding, or re-using public or non-profit institutional, cultural, recreational, utility, or public authority uses. It also stipulates that any rezoning applications that proceed to Council shall include an up-to-date accounting of the status of any and all applications under active consideration in the DTES. A memo that provides such update information is forthcoming and will be included in the agenda of the public hearing, should this application be referred.

Industrial Lands Policy – While Hastings Street, from Heatley Avenue to Clark Drive, is zoned for industrial uses, the Industrial Lands Policy does not require that this area remain in industrial use. Rezoning to other uses is possible.

Strategic Analysis

1. Proposal

This application proposes a mixed-use development with a public library at grade and part of the second floor, YWCA programming space on the remainder of the second floor and 21 dwelling units on floors three to six. The proposed height is 22.9 m (75.1 feet). The proposed floor space ratio (FSR) is 3.35, with floor area as shown in Figure 2 below. All residential units are proposed to be social housing to be operated by the YWCA, which would also operate the associated programming space, the land use of which is classified as “Social Service Centre”.

Figure 2: Summary of Proposed Floor Area

| | | |
|-----------------------|----------------------------|-------------------------|
| Social Housing | 2,427 m ² | (26,124 sq. ft.) |
| Social Service Centre | 305 m ² | (3,283 sq. ft.) |
| Library | 1,063 m ² | (11,442 sq. ft.) |
| Total | 3,795 m² | (40,849 sq. ft.) |

2. Land use

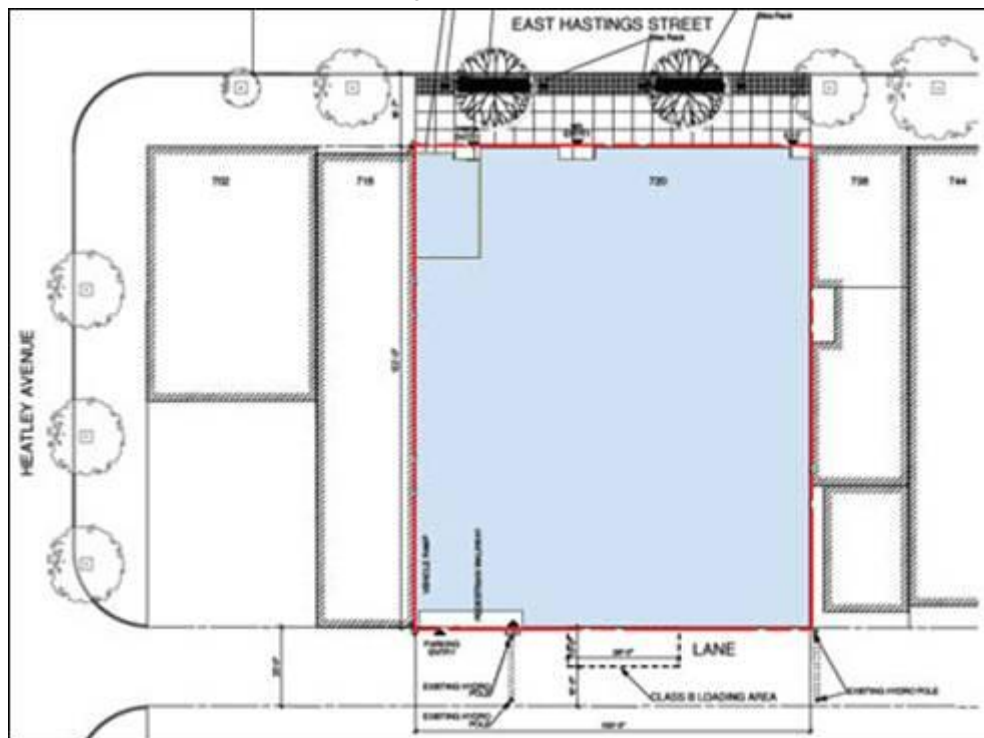
The proposed land uses are supported by the emerging directions of the LAPP which call for the blocks along Hastings Street from Heatley Avenue to Clark Drive (where this site is located) to be a mixed-use neighbourhood. This area is to include grade-level, pedestrian-oriented, local-serving commercial, service and retail uses. The emerging policy directions encourage maximizing, through new development, the delivery of on-site social housing with a focus on families. The Industrial Lands Policy does not require this section of Hastings Street to have industrial uses. The land uses proposed for the rezoning fit within the intent of these policies and are supported by staff.

3. Density, Height and Form of Development

A floor space ratio of (FSR) of 3.35 and a maximum building height of 22.9 m (75 feet) are proposed in this application. The proposed form of development introduces a six-storey street-wall presence on the south side of Hastings Street. While the Hastings Street elevation will introduce a building height that is noticeably greater than the existing low-scaled storefronts on this block, staff note that the current zoning allows for 30.5 m (100-foot) building heights for manufacturing and industrial uses.

In response to concerns heard from residents living in the low-scaled residential properties to the south, substantial building setbacks from the rear property line have been provided at the second and third storeys of the proposed building. These setbacks result in a proposed building form that is primarily massed at the front of the site, thereby maximizing the distance of the building’s bulk from the existing residential across the lane.

Figure 3: Site Plan



Rooftop gardens and outdoor activity spaces are proposed on the south-facing roof terraces at the second and third floors, providing useful outdoor areas for library staff and the residents in the building. The proposed architecture introduces a simple and elegant front façade that engages with the public sidewalk through the use of an atypical double-height curtain-wall. The high wall maximizes transparency between the public realm and the library's interior. Residential units above the library are simply expressed with a punched window and glazed balustrade expression within a framework of glazed white brick. Grade-level alcoves have been minimized to discourage nefarious activities within. Where such proposed alcoves are unavoidable, a design development condition requires full lighting of these areas to discourage their use.

The Urban Design Panel reviewed this application on July 17, 2013 and supported the proposed use, density and form of development. Design development conditions recommended by staff are contained in Appendix B.

4. Parking and Transportation

Parking and loading for the proposed development is based on the recommendations of a report undertaken by the transportation consultant, Bunt and Associates, and submitted as part of the rezoning application. The study provided an analysis of the impacts of potential traffic and vehicle parking associated with the proposed development. As well, it addressed security concerns of the future residents.

Based on analysis of similar local-serving libraries and similar social housing projects, the report found that seven to eight parking spaces would be required for the social housing and two to three spaces would be needed for library staff. Staff recommend accepting the parking

provision proposed by the transportation consultant, as specified in Appendix C. Parking for library patrons is not proposed since: there is expected to be little demand; a second level of parking would need to be constructed, which would be prohibitively expensive; and because sharing parking between the public and a vulnerable social housing population would raise security challenges.

Parking and bicycle spaces will be accommodated in an underground parking garage, accessed from the lane. Loading for the proposed development would be accommodated through a Class A loading space in the underground parking area. A Class B loading space is not required, as most of the loading requirement for the library is for regular deliveries of inter-library book transfers, which could be accommodated in the lane.

5. Environmental Sustainability

The Green Building Rezoning Policy (adopted by Council on July 22, 2010) requires that rezoning applications received after January 2011 achieve a minimum of LEED® Gold rating, including 63 LEED® points, with targeted points for energy performance, water efficiency and stormwater management; along with registration and application for certification of the project. 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® Gold rating.

Public Input

Notification and Open House – A rezoning information sign was installed on the site on June 14, 2013. A notice of rezoning application and invitation to a community open house was mailed to 461 surrounding residents and, to notify renters, an additional 2,356 postcards were sent as unaddressed ad-mail in the area shown in Figure 1. The DTES Local Area Plan Committee was also notified of the proposal. Notification and application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage.

Public Response – The community open house was held June 20, 2013 at the Strathcona Community Centre. Staff, the applicant team and approximately 93 people attended the open house. A total of 21 people provided feedback on the application, by phone, email or comment form. Comments in support of the proposal spoke to the purpose and use of the proposed building, and to its general architecture and design. Concerns were heard in relation to the proposed building's height and its impact on views; a number wanted to ensure that the building would appropriately address matters of crime prevention through its detailed design. There was also some concern over whether enough parking spaces would be provided.

Public Benefits

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

Required Public Benefits

Development Cost Levies (DCLs) – 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 library component of the proposal is subject to the City-wide commercial-residential DCL rate of \$136.38/m² (\$12.67/sq. ft.). Based on the proposed floor area of 1,368 m² (14,725 sq. ft.) in library and social service centre use, a DCL payment of approximately \$186,568 can be anticipated. DCLs are payable at building permit issuance and the rate is subject to Council approval of an annual inflationary adjustment which takes place on September 30th of each year.

Under the DCL By-law, social housing is exempt from DCLs where a minimum of 30% of the total number of units are occupied by households with incomes below core-need income thresholds, and for which a Section 219 covenant, housing agreement or other security restricts the use of such units and where the housing is owned by the City or a non-profit organization. The social housing component of the project meets the criteria and is exempt from paying DCLs. The value of this exemption is estimated to be approximately \$330,994.

Public Art Program – Social housing is exempt from the requirements of the Public Art Program. The floor area associated with the library use is below the minimum threshold for public art contribution requirements.

A public benefits summary is provided in Appendix F.

Community Amenity Contributions (CACs) – The land use and density proposed through this rezoning does not result in an increase in land value. There is no community amenity contribution for this application.

Implications/Related Issues/Risk (if applicable)

Financial

As noted in the Public Benefits section above, there are no CACs or public art contributions associated with this rezoning.

The site is subject to the City-wide DCL by-law and it is anticipated that the project will generate approximately \$186,568 in DCLs. The social housing component of the project is exempt from paying DCLs, the value of this exemption is estimated to be approximately \$330,994.

The project represents a strategic partnership among the City, the Library Board and the YWCA. The library component would be funded by the City and operated by the Library

Board. The City intends to enter into a long-term lease of an air space parcel with the YWCA for the social housing and programming space component. The YWCA would be responsible for the design, construction, maintenance, operation and funding of the social housing and programming space, with a focus of supporting single mothers and their dependent children. Consistent with Council policies, the social housing and programming space is expected to be self-sustaining and the City will not provide any financial guarantees.

Social

The new branch library, social housing and programming space for single mothers would fill identified needs in the community. Access to nutritious and affordable food has also been identified as a gap in the neighbourhood. Food resources in the form of urban agriculture plots are proposed on the site, where residents are able to grow food and improve connectedness.

CONCLUSION

Staff support the application to rezone 720 East Hastings Street from M-1 (Industrial) District to CD-1 (Comprehensive Development) District, to enable the development of the VPL Strathcona Library Branch and social housing with programming space to be operated by the YWCA. The General Manager of Planning and Development Services recommends that the rezoning application be referred to a public hearing, together with draft by-law provisions generally as set out in Appendix A and that, subject to the public hearing, the application be approved in principle, subject to the applicant fulfilling the conditions of approval in Appendix B, and that the form of development, as shown in the plans in Appendix E, also be approved in principle.

* * * * *

720 East Hastings Street
DRAFT CD-1 BY-LAW PROVISIONS

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

Zoning District Plan Amendment

- 1.1 This By-law amends the Zoning District Plan attached as Schedule D to By-law No. 3575, and amends or substitutes the boundaries and districts shown on it, according to the amendments, substitutions, explanatory legend, notations, and references shown on the plan marginally numbers Z-___() attached as Schedule A to this By-law, and incorporates Schedule A into Schedule D, to By-law No. 3575.

[Schedule A is a map that will be prepared for the draft by-law and posted prior to the public hearing.]

Uses

- 2.1 The description of the area shown within the heavy black outline on Schedule A is CD-1 (___).
- 2.2 Subject to Council approval of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in this By-law or in a development permit, the only uses permitted within CD-1 (___) and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:
- (a) Cultural and Recreational Uses, limited to Library;
 - (b) Dwelling Uses;
 - (c) Institutional Uses, limited to Social Service Centre; and
 - (d) Accessory Uses customarily ancillary to the uses listed in this section.

Floor Area and Density

- 3.1 Computation of floor area must assume that the site consists of 1,133 m² [12,195 sq. ft.], being the site size at the time of the application for the rezoning evidenced by this By-law, and before any dedications.
- 3.2 The floor space ratio for all uses must not exceed 3.35.
- 3.3 Computation of floor area must include:
- (a) all floors of all buildings, having a minimum ceiling height of 1.2 m, including earthen floors and accessory buildings, both above and below ground level, to be measured to the extreme outer limits of the building;
 - (b) 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; and

- 3.4 The following areas shall be excluded from the computation of floor area:
- (a) patios and roof gardens, provided that the Director of Planning first approves the design of sunroofs and walls;
 - (b) 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 not exceeding 7.3 m in length so used, which are in a building located within 8.4 m of the rear property line;
 - (c) areas of undeveloped floors which are located:
 - i) above the highest storey or half-storey and to which there is no permanent means of access other than a hatch, or
 - ii) adjacent to a storey or half-storey with a ceiling height of less than 1.2 m.
 - (d) floors located at or below finished grade with a ceiling height of less than 1.2 m;
 - (e) covered porches if:
 - i) they face a street or a rear property line and are at the level of the basement or first storey,
 - ii) that portion facing the street or rear property line is open or protected by guard rails,
 - iii) the total area being excluded does not exceed 5% of the permitted floor area, and
 - iv) the ceiling height, excluding roof structures, of the total area being excluded does not exceed 3.1 m measured from the porch floor; and
 - (f) all residential storage space above or below base surface, except that if the residential storage space above base surface exceeds 3.7 m² per dwelling unit, there will be no exclusion for any of the residential storage space above base surface for that unit.
- 3.5 Computation of floor area may exclude, at the discretion of the Director of Planning or Development Permit Board:
- (a) 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, except that:
 - (i) the total area of all open and enclosed balcony or sundeck exclusions must not exceed 8% of the residential floor area being provided, and
 - (ii) no more than 50% of the excluded balcony floor area may be enclosed;
 - (b) amenity areas, except that the exclusion must not exceed the lesser of 20% of the permitted floor area or 929 m².
- 3.6 The use of floor space excluded under sections 3.4 and 3.5 must not include any purpose other than that which justified the exclusion.

Building Height

- 4.1 The building height, measured above base surface, must not exceed 23 m [75.5 feet].

Horizontal Angle of Daylight

- 5.1 Each habitable room in a residential use must have at least one window on an exterior wall of a building.
- 5.2 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.
- 5.3 Measurement of the plane or planes, referred to in section 5.2, must be horizontally from the centre of the bottom of each window.
- 5.4 If the Director of Planning or Development Permit Board first considers all the applicable policies and guidelines adopted by Council; the Director of Planning or Development Permit Board may relax the horizontal angle of daylight requirement for bedrooms.
- 5.5 An obstruction referred to above means:
 - (a) any part of the same building, including permitted projections; or
 - (b) the largest building permitted under the zoning on any site adjoining CD-1 (___).
- 5.6 A habitable room referred to in this section does not include:
 - (a) a bathroom; or
 - (b) a kitchen, whose floor area is the lesser of:
 - i) 10% or less, of the total floor area of the dwelling unit, or
 - ii) 9.3 m².

Acoustics

- 6.1 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 |

* * * * *

720 East Hastings Street
PROPOSED CONDITIONS OF APPROVAL

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 Dialog Architecture, and stamped "Received City Planning Department, May 29, 2013", provided that the General Manager of Planning and Development Services 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 General Manager of Planning and Development Services, who shall have particular regard to the following:

Design Development

- 1. Design development to maintain the high quality materials indicated for the building (glazed brick, capless curtain-wall glazing and glazed balustrades) and the level of detailing implied and necessary to accomplish and construct the proposed design aesthetic with exceptional detailing.
- 2. A reduction in the proposed encroachment over the property line to a maximum depth of 30.5 cm (12 inches).

Crime Prevention Through Environmental Design (CPTED)

- 3. Provision of continuous night-lighting for the alcoves that are introduced off the front and rear property lines at grade.
- 4. Design development to respond to CPTED principles, having particular regard for:
 - (i) theft in the underground parking;
 - (ii) residential break and enter;
 - (iii) mail theft; and
 - (iv) mischief in alcoves and vandalism, such as graffiti.

Sustainability – Green Building

- 5. Identification on the plans and elevations of the built elements contributing to the building's sustainability performance in achieving LEED® Gold, as required by the Green Buildings Policy for Rezonings, including a minimum of 63 points in the LEED® rating system, including at least six optimize energy performance points, one water efficiency point, and one stormwater 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. Registration and application for Certification of the project are also required under the policy.

Engineering Services

6. Confirmation that the proposed encroachment does not include habitable floor area beyond the property line.

Note to Applicant: A building encroachment that meets the Building By-law and does not include habitable floor space would be supported by the General Manager of Engineering Services.

7. Deletion of reference on the drawings of the Class B loading in the lane.

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, the General Manager of Planning and Development Services, the General Manager of Engineering Services, and the Approving Officer as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

Engineering:

1. Release of Easement & Indemnity Agreement 253568M (See 369899L), for support of the lands, prior to occupancy.

Note to Applicant: Arrangements are to be secured prior to by-law enactment, with release to occur prior to issuance of an occupancy permit for the site. Provision of a letter of commitment from the Owner will satisfactorily address this condition.

2. Provision of a 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 as regulator 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 improved sidewalks on Hastings Street adjacent to the site to current commercial standards for the area.

Note to Applicant: Sidewalks should consist of typical exposed aggregate utility strip, four-piece exposed aggregate tree surrounds if existing tree

roots allow for installing and broomed-finished sidewalk with saw cut score marks.

3. Arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for all encroachments.
4. 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.

Soils Agreement

5. If applicable:
 - (a) Submit a Site Profile to Environmental Planning, Real Estate and Facilities Management (Environmental Contamination Team).
 - (b) As required by the Manager of Environmental Planning 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.
 - (c) If required by the Manager of Environmental Planning and the Director of Legal Services in their discretion, enter into a remediation agreement for the remediation of the site and any contaminants which have migrated from the site on terms and conditions satisfactory to the Manager of Environmental Planning, the General Manager of Engineering Services and the Director of Legal Services, including a Section 219 Covenant that there will be no occupancy of any buildings or improvements on the site constructed pursuant to this rezoning, until a Certificate of Compliance(s) satisfactory to the City for the on-site and off-site contamination, issued by the Ministry of Environment, has been provided to the City.

Housing

6. Make arrangements to the satisfaction of the Managing Director of Social Development and the Director of Legal Services to enter into a Section 219 Covenant, Housing Agreement pursuant to section 565.2 of the Vancouver Charter, or other security, to secure the social housing units for the life of the building for use as "social housing" as defined in the Vancouver Development Cost Levy By-law.

Note to Applicant: 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 site 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-law.

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.

* * * * *

720 East Hastings Street
DRAFT CONSEQUENTIAL AMENDMENTS

PARKING BY-LAW NO. 6059

Schedule C
CD-1 Districts Parking Requirements

| Address | By-law No. | CD-1 No. | Parking Requirements |
|--------------------------|------------|----------|---|
| 720 East Hastings Street | () | () | Parking, loading and bicycle spaces in accordance with by-law requirements, except that no more than 11 parking spaces need be provided and no Class B loading shall be required. |

* * * * *

720 East Hastings Street
ADDITIONAL INFORMATION/COMMENTARY OF REVIEW BODIES/PUBLIC CONSULTATION

1. Urban Design Panel

The Urban Design Panel reviewed the application at its meeting on July 17, 2013, and supported the use and form of development (5-0).

Introduction: Cynthia Lau, Rezoning Planner, introduced the proposal for a concurrent rezoning and development permit application. The site consists of two existing buildings contain retail and wholesale uses. The application is to rezone from the current M-1 (light industrial) zone to CD-1. The proposal is for a 6-storey building with the Strathcona Library at grade and social housing units from levels two to six. There are a total of 21 units of social housing that will be operated by the YMCA. Ms. Lau noted that this part of Hastings Street is zoned for light industrial but was deemed a let-go area, as affirmed in the Industrial Lands Policy. Currently, the DTES Local Area Planning Program is underway and the application follows the Interim Rezoning Policy. The DTES Housing Plan envisions Hastings Corridor as a medium-density, mixed-use zone where there is an emphasis on social and affordable housing.

Paul Cheng, Development Planner, further described the proposal noting that the site is in an industrial zone that permits zero lot line development. Across the lane is a historical housing zone that is RT-3 which permits duplexes and single family homes. He explained that in most cases there is a strong transition from one zone to another between taller buildings and single family zones. This block does not have that transition and Mr. Cheng mentioned that the M1 zoning has never been developed under its full potential. He added that the design does show a strong effort to put the massing as far away from the backyards as possible. The future vision is a highly pedestrian oriented experience well right now that is not the case. However, continuous weather protection has not been included in the proposal.

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

- Given the current context with the residential across the lane, are there any concerns with regards to overlook and privacy?
- Should weather protection be provided or are there other solutions to address the present and future context of the area?

Ms. Lau and Mr. Cheng took questions from the Panel.

Applicant's Introductory Comments: Bruce Haden, Architect, further described the proposal and mentioned that there were several members of the design team present. He noted that the street is very much in transition with a series of low scale retail and some historic buildings. He explained that the library is seen as a place for the neighbourhood of Strathcona and the DTES to come together. The density has been pushed as much as possible towards Hastings Street to minimize the impact on the residential units behind. As well this makes for a large south facing play area. Mr. Haden described the architecture and explained the general program for the library and the social housing space. He also described the material palette noting that the white brick which is a durable material and the balconies with coloured fronts.

Joseph Fry, Landscape Architect, described the landscaping plans and mentioned that the upper deck has been designed into three essential parts with children's play, urban agriculture and a communal space. The biggest challenge was to program the play area for a range of ages. The urban agriculture will have planters on casters and a variety of climbing plants are proposed. The green roof is not accessible and on the street is a simple approach with the retention of the existing street trees.

The applicant team took questions from the Panel.

Panel's Consensus on Key Aspects Needing Improvement:

- Consider a temporary awning on the frontage;
- Consider a transparent window into the library space;
- Design development to improvement the lane façade.

Related Commentary: The Panel supported the proposal and thought it added a great social benefit and was a wonderful addition to the neighbourhood.

The Panel supported the overlook and privacy towards the single family homes and thought it was an appropriate scale. They also liked that the mass had been pulled towards Hastings Street and made for a good streetwall. Regarding the weather protection, the Panel thought there was a bit of a challenge since this was the first new development on the block. A couple of Panel members suggested having temporary awnings that could be updated at a later date.

Several Panel members would like to see a more transparent window at the front so as to see into the library.

The Panel liked the pop-out window but thought the alcoves of the building would be a challenge for CPTED issues. The Panel supported the materials choice and thought the white brick was appropriate but were concerned that it might not weather well. One Panel member noted that the lane elevation needed some more work with organization and texture to soften the feel along the lane.

A couple of Panel wanted to see more greenery on the lane.

Applicant's Response: Mr. Haden thanked the Panel for their comments. Regarding the treatment of the glass into the library, Mr. Haden noted that there is a structure behind it and doesn't want it to look like a retail space. He also noted that it is important to light the space properly and make it a warm public space.

2. Comments - General Manger of Engineering Services

The General Manager of Engineering Services has no objection to the proposed rezoning, provided that the applicant complies with conditions as shown in Appendix B.

3. Comments - Environmental Planning

The Environmental Planning group has reviewed the application and determined that the subject site was primarily a commercial premise from the 1910s onward and part of the site

was residential from 1910s - 1930s. The Preliminary Site Assessment report indicates the site meets CSR residential land use. Should the rezoning be referred to a Public Hearing, the application can be considered without additional enactment conditions related to soil remediation.

4. Comments - Building Code Specialist

The following comments have been made by the Processing Centre - Building and are based on the architectural drawings submitted for the proposed Development Permit. This is a preliminary review in order to identify issues which do not comply with the 2007 Vancouver Building By-law #9419 and its amendments. A review of compliance with Subsection 3.2.5 ("Provisions For Firefighting") of the Building By-law has also been done.

1. *Article 3.2.2 of the Building By-law limits residential buildings of combustible construction to not more than 6-storeys in building height. This is a 7-storey building for which the applicant proposes to use a mix of non-combustible construction (first through third storeys) and combustible construction (fourth through seventh storeys). Non-combustible construction will be required throughout unless the applicant is successful in obtaining acceptance of an Alternative Solution (to be submitted to the Office of the Chief Building Official as discussed during a May 30, 2013 meeting).
2. Subsection 3.2.6 ("Additional Requirements for High Buildings") applies to this building. The design will be reviewed for compliance with the requirements of Subsection 3.2.6 at the Building Permit stage.
3. *Cross-over floors must be provided as per Article 3.4.6.17 of the Building By-law since the building exceeds six-storeys in building height.
4. ASHRAE 90.1 - 2007 and LEED apply to this building. This will be reviewed at the Building Permit stage.
5. At Levels 3 through 6 (fourth through seventh storeys) the windows in the dwelling units that are within 3 m horizontally, less than 10 m below, and less than 2 m above the glazed openings in the east exterior wall of exit stair 2 are to be protected as required by Sentence 3.2.3.13.(1) of the Building By-law.
6. *Stair 3 to the south lane appears to be the only exit from Level 1 (second storey) whereas Sentence 3.4.2.1.(1) of the Building By-law requires the floor area to be served by not less than 2 exits. At the North side of the building there is a security gate that blocks egress via the VPL lobby, unless the gate is intended to remain open at all times the second storey is occupied. There is also another door to the VPL lobby from the floor area but this will need to be reversed to swing in the direction of travel to an exit if the occupant load exceeds 60 people as per Sentence 3.3.1.11.(2) of the Building By-law.
7. *The doors in series at the vestibule of the Level 1 landing of exit stair 1 and the exterior exit door to the street contravene Sentence 3.3.1.13.(12) of the Building By-law as regards the minimum required distance between the doors.

8. Table 3.1.3.1 and Sentence 3.1.3.1.(1) of the Building By-law requires a one hour fire resistance rated fire separation between the YWCA office occupancy (Group D) and the VPL occupancy (Group A Division 2). At Level 2 (3rd storey) there are glazed openings shown in the east demising wall of the YWCA offices which face the VPL double height space. The glazed openings must be protected in conformance with Article 3.1.8.14 of the Building By-law.

* Items marked with an asterisk have been identified as serious nonconforming Building By-law issues.

720 East Hastings Street
FORM OF DEVELOPMENT



Figure 1: View of proposed building looking south from the north side of Hastings Street



Figure 2: Bird's-eye view of the architectural model from the southwest



Figure 3: P1 and Main Floor Plans

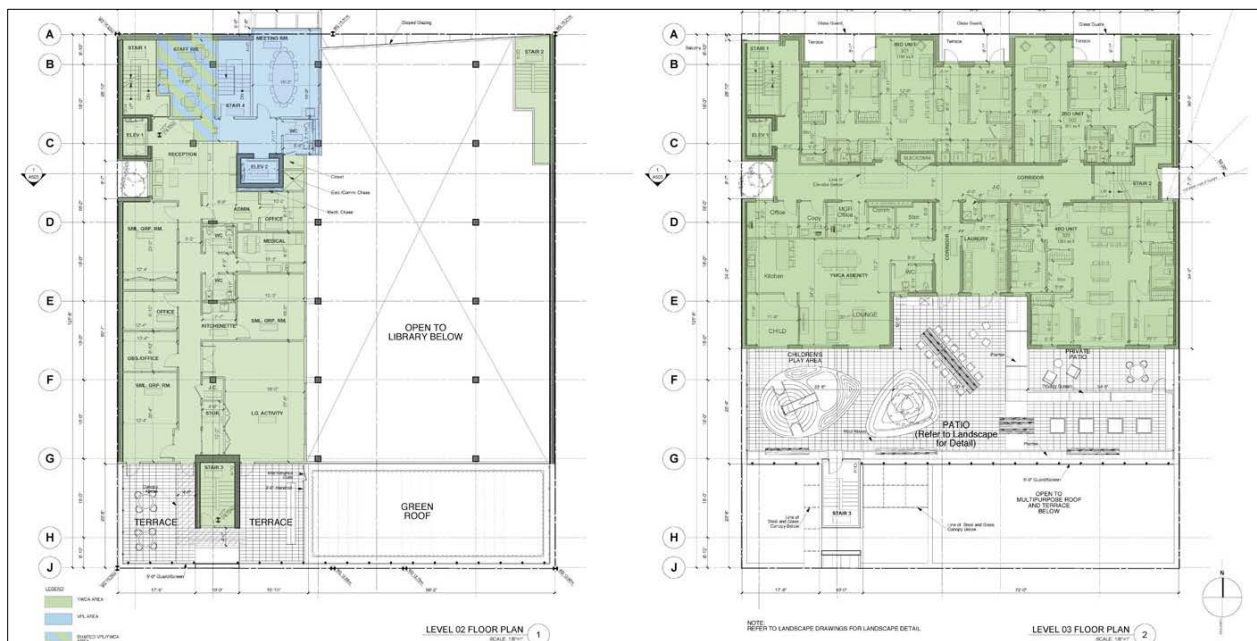


Figure 4: Levels 2 and 3 Floor Plans

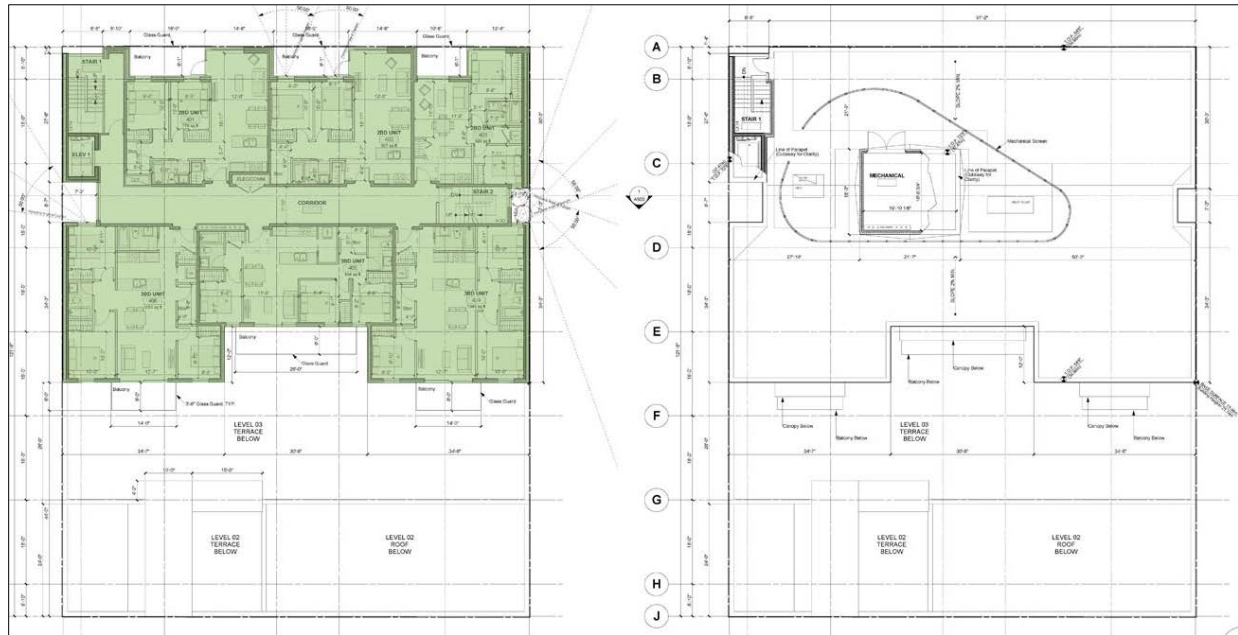


Figure 5: Levels 4 to 6 Floor Plan and Roof Plan



Figure 6: East Elevation

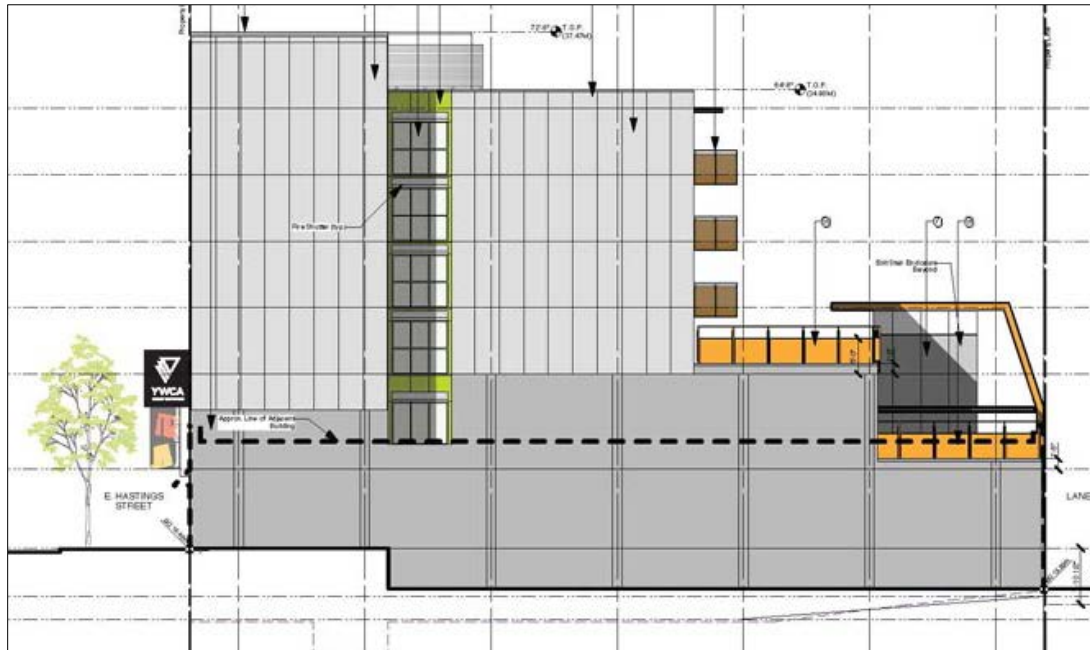


Figure 7: West Elevation

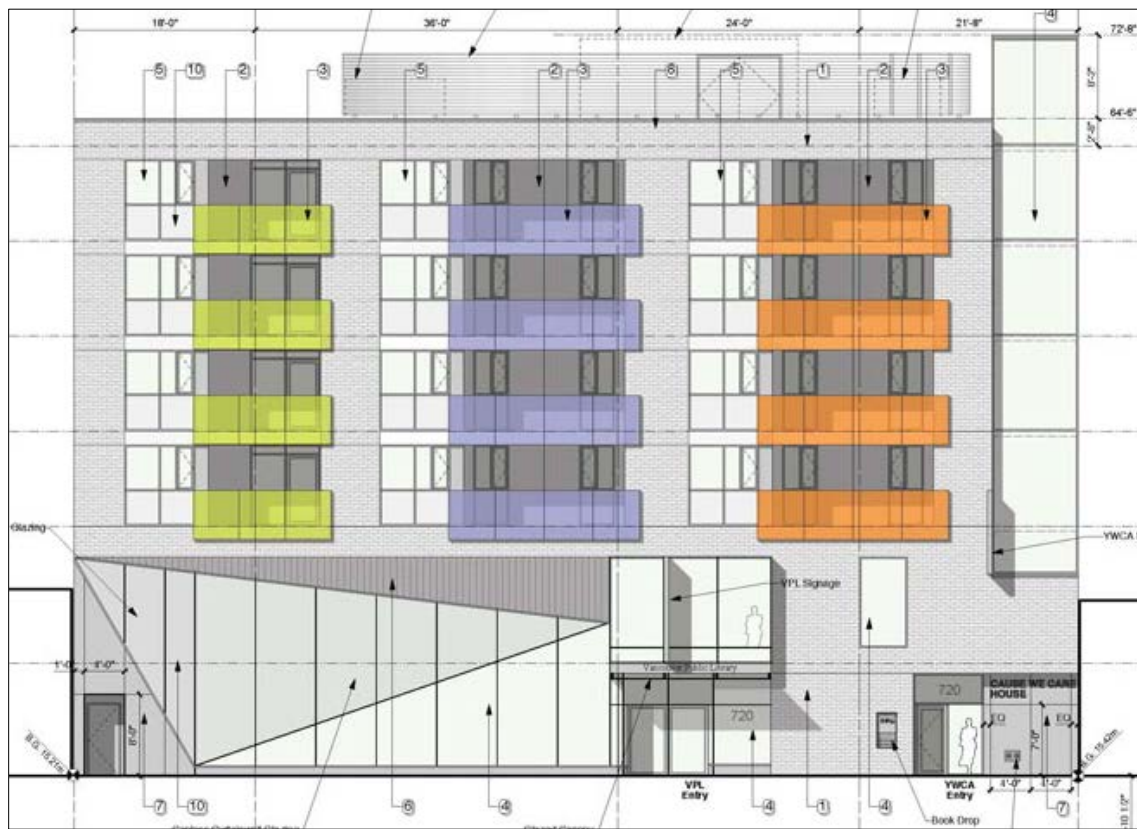


Figure 8: North (Hastings) Elevation



Figure 9: South (Lane) Elevation

720 East Hastings Street
PUBLIC BENEFITS SUMMARY

Project Summary:

Mixed-use development with a public library on the ground floor and part of the second floor, with social housing units and programming space on upper floors.

Public Benefit Summary:

Public library and 21 units of social housing for single mothers and their children.

| | Current Zoning | Proposed Zoning |
|---|-----------------|---|
| Zoning District | M-1 | CD-1 |
| FSR (site area = 1,133 m ² / 12,249 sq. ft.) | 5.00 | 3.35 |
| Buildable Floor Space (m ²) | 5,665 | 3,795 |
| Land Use | Industrial uses | Library, Dwelling units and Social Service Centre |

| Public Benefit Statistics | | Value if built under Current Zoning (\$) | Value if built under Proposed Zoning (\$) |
|--|------------------------------------|--|---|
| Required* | DCL (City-wide) | \$309,139 (Note 1) | \$186,568 (Note 2) |
| | DCL (Area Specific) | | |
| | Public Art (\$1.81/sq. ft.) | | |
| | 20% Social Housing | | |
| Offered (Community Amenity Contribution) | Heritage | N/A | |
| | Childcare Facilities | | |
| | Cultural Facilities | | |
| | Green Transportation/Public Realm | | |
| | Housing (e.g. supportive, seniors) | | |
| | Parks and Public Spaces | | |
| | Social/Community Facilities | | |
| | Unallocated | | |
| | Other | | |
| TOTAL VALUE OF PUBLIC BENEFITS | | \$309,139 | \$186,568 |

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

Public Library and 21 units of social housing for single mothers and their children, to be operated by the YWCA.

* 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.

Notes:

1. The current DCL rate for industrial uses is \$5.07/sq. ft. The DCL of \$309,139 assumes full build out at 5.00 FSR, although industrial developments rarely utilize all of the available density in the zoning.
2. The DCL under the rezoning would be for the library and social service centre floor space at \$12.67/sq. ft. The social housing is exempt from DCLs.

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

APPLICANT AND PROPERTY INFORMATION

| | |
|-------------------|--|
| Street Address | 720 East Hastings Street |
| Legal Description | PID: 028-859-022; Lot E Block 67 District Lot 181 Plan BCP50916 |
| Applicant | Cityspaces Consulting Ltd. |
| Architect | Dialog Architecture |
| Property Owner | City of Vancouver (on behalf of the Vancouver Public Library and YWCA Metro Vancouver) |

SITE STATISTICS

| | |
|-----------|--|
| SITE AREA | 12,249 sq. ft. (1,133 m ²) |
|-----------|--|

DEVELOPMENT STATISTICS

| | Permitted Under Existing Zoning | Proposed | Recommended (if different than proposed) |
|------------------------------|---------------------------------------|---|--|
| Zoning | M-1 (Industrial) District | CD-1 (Comprehensive Development) District | |
| Uses | Industrial | Library Dwelling uses Social Service Centre | |
| Max. Floor Space Ratio (FSR) | 5.00 FSR | 3.35 FSR | |
| Floor Area | 5,665 m ² (60,978 sq. ft.) | Library 1,063 m ² (11,442 sq. ft.) Housing 2,427 m ² (26,124 sq. ft.) Social Service Centre 305 m ² (3,283 sq. ft.) Total 3,795 m ² (40,849 sq. ft.) | |
| Maximum Height | 30.5 m (100 feet) | 22.9 m (75.1 feet) | |
| Parking Spaces | | Regular 11 Small Car 18% Disability 1 | |
| Loading | | Class A 1 Class B 0 Class C 0 | |
| Bicycle Spaces | | Class A 36 Class B 12 | |