



POLICY REPORT
DEVELOPMENT AND BUILDING

Report Date: November 29, 2016
Contact: Karen Hoese
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RTS No.: 11725
VanRIMS No.: 08-2000-20
Meeting Date: December 13, 2016

TO: Vancouver City Council
FROM: General Manager of Planning, Urban Design and Sustainability
SUBJECT: CD-1 Rezoning: 530 Drake Street (Covenant House)

RECOMMENDATION

- A. THAT the application by NSDA Architects, on behalf of the Provincial Rental Housing Corporation Inc. (the registered property owner) and Covenant House Vancouver (as owner of an option to purchase the lands), to rezone 530 Drake Street (*Lots 1 and 2, Block 114, District Lot 541, Plan 210, PIDs: 002-571-749 and 002-572-851 respectively*) from DD (Downtown) District to CD-1 (Comprehensive Development) District, to increase the floor area from 1.00 FSR to 3.05 FSR to allow for a five-storey social service (institutional) building providing shelter rooms and program spaces for street youth as well as office spaces for Covenant House Vancouver, be referred to a Public Hearing, together with:
- (i) plans prepared by NSDA Architects, received June 15, 2016;
 - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
 - (iii) the recommendation of the General Manager of Planning, Urban Design and Sustainability 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 Public Hearing.

- B. THAT, if the application is referred to a Public Hearing, the application to amend Schedule E of the Sign By-law to establish regulations for this CD-1 in accordance with Schedule B to the Sign By-law [assigned Schedule "B" (DD)], generally as set out in Appendix C, be referred to the same Public Hearing.

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

- E. THAT Recommendations A through D 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 bylaw 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 evaluates an application to rezone the site at 530 Drake Street, from DD (Downtown) District to CD-1 (Comprehensive Development) District, to allow for a five-storey social service facility to be operated by Covenant House Vancouver. The rezoning application includes the sites at 530 and 575 Drake Street, although each site is being brought forward for separate consideration by Council, for rezoning to two separate CD-1 sites. Covenant House intends to develop the two sites in sequence so that the current services are not interrupted during the renewal project, with construction at 530 Drake Street proceeding first. The policy report for 575 Drake Street (RTS 11728) is presented separately.

The facility at 530 Drake Street would include a variety of social service spaces serving at-risk street youth, including several program spaces, 14 single-occupancy shelter rooms with self-contained washrooms, service amenity spaces and office space for Covenant House.

Staff have assessed this application and support the proposed uses and form of development, subject to the conditions outlined in Appendix B. It is recommended that the application be referred to a Public Hearing, with the recommendation of the General Manager of Planning, Urban Design and Sustainability to approve it, subject to the Public Hearing.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Relevant Council Policies for this site include:

- Downtown Official Development Plan (1975)
- Downtown South Guidelines (1991; last amended 2004)
- Downtown South Goals and Policies (1991; last amended 1993)
- Homelessness Action Plan (2005)
- Housing and Homelessness Strategy (2011)
- Green Buildings Policy for Rezoning (2010; last amended 2014)
- Community Amenity Contributions - Through Rezoning (1999)
- Downtown South Public Benefits Strategy 2007-2021 (2007)
- Public Art Policies for Rezoning Developments (2014)

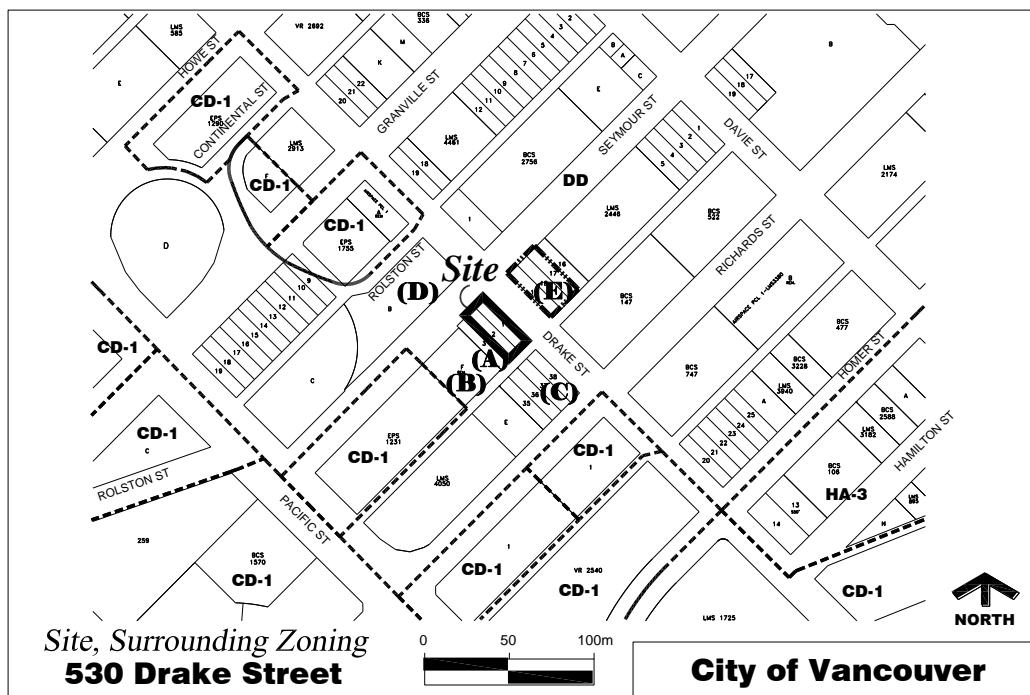
REPORT

Background/Context

1. Site and Context

This 557 m² (6,000 sq.ft.) site is located at the intersection of Seymour and Drake Streets, at the north end of the Seymour off-ramp of the Granville Street Bridge, in the Downtown South planning area (see Figure 1). The site is comprised of two legal parcels and has 36 m (120 ft.) of frontage along Drake Street and 15.25 m (50 ft.) of frontage along Seymour Street. A three-storey wood-frame building occupied by the Immigrant Services Society of British Columbia is currently on the site. This organization is relocating to a new Welcome Centre at 2610 Victoria Drive.

Figure 1: Site and surrounding zoning



The blocks surrounding the subject site contain a variety of building types ranging from small-scale commercial buildings and social housing sites to newer tower and podium developments, with a combination of townhouse and retail uses at street level. Properties adjacent to the site are shown in Figure 1 and listed below:

- (a) 1304 Seymour Street: A 25 ft. wide lot with a two-storey commercial building currently occupied by a yoga studio and a medical-marijuana dispensary;
- (b) 1338 Seymour Street: The 11-storey Karis Place which is one of the 14 City-owned facilities used for the Provincial Homelessness Initiative Program;
- (c) 508 Drake Street: A two-storey office building and ambulance station
- (d) 600 Drake Street: A 14-storey market rental apartment building; and
- (e) 575 Drake Street: A two-storey facility occupied by Covenant House which is the other site being considered in conjunction with this rezoning application.

Covenant House has been located at 575 Drake since 1997 and serves homeless and at-risk youth primarily under 19 years of age. Many of these youth are living in poverty with no place else to turn. Covenant House also provides youth a helping hand to re-unite with families and home communities or to obtain safe, affordable housing, education programs and/or stable employment. While the registered owner of the site at 530 Drake Street is currently the Provincial Rental Housing Corporation Inc., Covenant House Vancouver has entered into an agreement with the owner to purchase the site.

Strategic Analysis

1. Proposal

The application proposes a five-storey development with a total floor area of 1,698 m² (18,280 sq. ft.) of social service centre (institutional) use and a height of 21 m (68 ft.), to be owned and operated by Covenant House Vancouver. The proposed development is illustrated in Figure 2 and includes the following program:

- Main and second floors containing spaces for Covenant House's drop-in program for street youth. The main floor would also include the reception and intake room, a lounge comprising a server and dining area, washrooms and office/meeting spaces.
- Second floor containing office/meeting spaces, a multipurpose space, showers and laundry facilities, a small in-house health clinic and additional service facilities serving the youth.
- Third and fourth floors containing seven single-occupancy shelter rooms with self-contained washrooms as well as a lounge, a dining area and staff support spaces.
- Fifth floor providing administration offices for Covenant House Vancouver.
- Basement consisting of mechanical and electrical service spaces as well as storage. No on-site vehicle parking is proposed.
- Roof providing outdoor and enclosed mechanical equipment and a small green-roof area that would not be accessible to either staff or residents.

**Figure 2: Proposed development at 530 Drake Street,
looking southeast from Drake and Seymour streets**



2. Land Use

The site is located in the Downtown District (DD) where form of development is regulated by the *Downtown Official Development Plan* (DODP). The DODP is structured in such a way that if a site within its boundaries is rezoned to Comprehensive Development (CD-1) District, the rezoned site is automatically removed from the Downtown District (no amendments to the DODP are required) and, as a result, the DODP no longer applies to the rezoned site. Although no longer part of the DODP, the DODP urban design and land use policy considerations (in this case the *Downtown South Guidelines*) are applied where possible in creating the new CD-1.

The site is located in New Yaletown or area L1 of Downtown South, where primarily residential use is called for. On a small site such as 530 Drake Street, a maximum floor space ratio (FSR) of 3.0 is considered for market residential projects and 5.0 FSR for social housing. Other types of uses are permitted, but limited to 1.0 FSR of the overall density. Building height on a small site is limited to 21.3 m (70 ft.) for market development and 36.6 m (120 ft.) for social housing.

The application proposes a density of 3.05 FSR and height of 21 m (68 ft.). The land use for the proposed facility, under the Zoning and Development By-law, is “social service centre”. While this institutional use is limited in the DODP to 1.0 FSR, staff are supportive of an

increase in density to 3.05 FSR through CD-1 rezoning, as the centre will include a number of temporary shelter beds for street youth which will contribute to the temporary housing needs of vulnerable populations of downtown Vancouver. As such, the project has similarities with social housing projects and is consistent with the goal of achieving suitable housing and shelter options for street youth. The residential shelter and its support services are very close to the functions in a social housing project, and they help to meet the goals of the *Housing and Homelessness Strategy*. Given these considerations, and that the proposed density and height are consistent with what the DODP would allow on this site for social housing, the proposed land use, density and height are supportable.

3. Social Policy and Housing

Vancouver faces similar challenges to other large cities and urban centres in Canada in dealing with homelessness and the pressure felt by many residents as a result of the current housing crisis. The 2016 Vancouver Homeless Count identified 15 percent of the homeless population to be under the age of 25. The majority of the homeless youth were sheltered (71%), half of which reported a mental health condition and 56% reported an addiction. Compared to the population of homeless adults, youth were more likely to be women (39% compared to 21%), Aboriginal (45% compared to 35%), have no income (28% compared to 10%), report a mental health condition (49% compared to 39%) and identify as LGBTQ2+ (22% compared to 12%). There are currently 54 youth shelter beds and 17 safe house beds for youth in Vancouver, but a significant shortfall in low barrier housing and options for at-risk youth exists across the housing continuum.

Covenant House currently serves 1,500 youth per year, so the addition of 14 sanctuary beds at 530 Drake Street will further support at-risk youth. These shelter beds serve as an emergency response for individuals experiencing street homelessness. Until more permanent, safe and secure affordable housing is built and socio-economic disparities are addressed, the need for shelters will continue to exist and the proposed project serves an important need.

The proposed project is consistent with the City's *Housing and Homelessness Strategy 2012-21*, which calls for a housing continuum consisting of "a range of housing options available to households of all income levels, extending from emergency shelter and housing for the homeless through to affordable rental housing and homeownership." In particular, the proposal relates strongly to priority actions in two of the Strategy's Strategic Directions:

Strategic Direction 2 - Priority Action 2:

Target low barrier shelter, supportive housing and social housing:

- in neighbourhoods with significant homeless populations and limited capacity, and,
- to specific populations (e.g. youth, urban Aboriginal, mentally ill, women etc.).

Strategic Direction 3 - Priority Actions 2 and 4:

- Priority Action 2. Strengthen the focus of the Urban Health Initiative on homelessness, with an emphasis on improving health, safety, food security, employment, and social supports.
- Priority Action 4. Focus our efforts with partners on preventing and eliminating homelessness.

The expansion of shelter beds and attendant support services at this site would represent real progress toward implementing the BC Representative for Children and Youth recommendations

related to the City of Vancouver arising from the Representative's report, *Paige's Story: Abuse, Indifference and a Young Life Discarded*.

4. Density and Form of Development

Density and Height – Under the *DODP*, in Area L1, the maximum density permitted on a small site, such as 530 Drake Street, is a floor space ratio (FSR) of 3.0 for market residential projects and 5.0 FSR for social housing. The proposed density is 3.05 FSR which comprises 1,698.17 m² (18,280 sq. ft.) of floor area in a five-storey form, with the main and second floors containing spaces for the drop-in program and service spaces, the third and fourth floors housing shelter rooms, and the fifth floor accommodating office space for Covenant House. The roof has outdoor and enclosed mechanical equipment and a small green-roof area that is accessible for maintenance purposes only.

Under the *DODP*, the maximum height permitted in Area L1 is 300 ft. (91.4m) for larger sites. Building height on a small site such as this is limited to 21.3 m (70 ft.) for market development and 36.6 m (120 ft.) for social housing. The height of the proposed building is 21 m (68 ft.) measured to the top of the roof of the uppermost storey, or 23 m (75 ft.), measured to the top of the mechanical and elevator penthouse roof.

Form of Development – The form of development has been reviewed using the criteria set out in the *Downtown South Design Guidelines* to generally assess whether the building's design satisfactorily accommodates the proposed height and density. In Downtown South, new developments are expected to provide a strong and engaging low-rise base, punctuated by widely spaced towers. For sites too small to accommodate the highest densities and tower development, low to mid-rise buildings are anticipated. Overall neighbourhood continuity is achieved through consistent public realm setbacks and street enclosure at the base with a street wall height of up 21.3 m (70 ft.).

It is noted that a building of this approximate density and height can be considered under the *DODP* at this site with residential uses. Even though the social service centre is an institutional use, the shelter component provides a form of housing, as noted in the above section. Staff conclude that the proposed form of development is consistent with the expectations of the *Downtown South Design Guidelines*. Overall, the project is considered to be relatively modest in scale within the downtown context. Staff are satisfied that it will not materially affect the livability of neighbouring properties, and will be a positive addition to the streetscape.

Urban Design Panel – This rezoning application was reviewed by the Urban Design Panel and received unanimous support with no significant concerns regarding the overall form of development (see Appendix D).

The form of development drawings are included in Appendix E and development statistics in Appendix H. It is recommended, subject to Public Hearing, that the application be approved subject to conditions in Appendix B.

5. Transportation and Parking

Parking and Loading – The proposal seeks a relaxation of the off-street vehicle parking and loading requirements for the site. The *Parking By-law* requires a minimum of one parking stall for each four beds for institutional community care facility. The facility at 530 Drake Street would include 14 shelter beds, so it would need a total of four off-street vehicle parking spaces. Additionally, one Class B loading space would be required. Given the 50 ft. width of the site and the program needs for the ground floor of the building, there are challenges in providing on-site parking or loading.

To address their parking and loading needs, this building would be operated in concert with Covenant House's companion facility across the street at 575 Drake Street, which does provide parking and loading. A parking relaxation is proposed for the new building at 575 Drake Street which matches the current parking supply available at that site. The reduced parking standard would meet the needs of Covenant House as their youth clients create no parking demand, and their staff and volunteers use alternative modes to get to the facility, or they park in nearby pay facilities. Loading would also be provided at 575 Drake Street which satisfies Covenant House's needs for both sites. Staff are satisfied that, given the parking and loading provided at 575 Drake Street, there would be no undue impacts to allowing the development at 530 Drake Street to provide no parking or loading spaces on site.

Bicycle Spaces – While the application does not include any vehicle parking spaces, the bicycle spaces exceed what the *Parking By-law* requires. The by-law would require only one Class A bicycle space; the application proposes eight Class A bicycle spaces and three Class B spaces.

An amendment to Schedule C of the *Parking By-law* is proposed in Appendix C to require the additional bicycle spaces, and to require no vehicle parking or loading spaces.

Neighbourhood Transportation – The proposed development is located in the south-western part of Vancouver's Downtown peninsula and is highly accessible by all modes of transportation from all areas of Metro Vancouver. The site is located in a highly walkable and bicycle-friendly area, and is well situated within Downtown to take advantage of the interconnected multi-modal transportation facilities nearby. It is located within 200 m from several Frequent Transit Network (FTN) bus lines on Granville and Davie Streets and 500 m from the Yaletown-Roundhouse station on the Canada Line which provides convenient access to the regional rapid transit system. Furthermore, several public pay parking facilities exist in the vicinity of the site for those in need of a vehicle parking in close proximity to the facility.

6. Environmental Sustainability

The *Green Building Policy for Rezonings* (amended by council on June 25, 2014) requires that buildings approved under rezoning applications achieve a minimum of LEED® Gold rating, with targeted points for water efficiency and stormwater management and a 22% reduction in energy cost as compared to ASHRAE 90.1 2010, along with registration and application for certification of the project. The application includes a preliminary LEED® scorecard, which generally conforms to the rezoning policy, indicating that the project could attain the required LEED® points and energy efficiency and, therefore, would be eligible for a LEED® Gold rating.

In October, 2012, Council adopted the *Vancouver Neighbourhood Energy Strategy* which identified the Downtown Eastside as a target area for NES development. The Neighbourhood Energy Utility (NEU) Branch has reviewed the project and based on the size of the project and the distance to the nearest potential neighbourhood energy connection, it is not deemed feasible to connect the project to a neighbourhood energy system at this time. Therefore, there are no neighbourhood energy requirements for this project.

PUBLIC INPUT

Public Notification: A notification postcard, dated August 22, 2016, was mailed to 11,758 surrounding property owners and residents. A rezoning information sign was installed on the site on July 25, 2016. Notification and application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage (vancouver.ca/rezapps). A Community Open House was held from 5 to 8 pm on September 6, 2016 at Chateau Granville Best Western Hotel, with 42 people in attendance.

Public Responses and Comments: A total of 23 responses, including letters, emails and online comment forms, were received from the public. Figure 3 below summarizes the number of notifications sent by the City and public responses received from the public.

Figure 3: Notification and Public Response

Total notifications	 11,758
Open House attendees	42
Comment Sheets	12
Other Feedback	11

Some respondents who were opposed to the application noted the high concentration of existing low-income rentals and social service facilities in the neighbourhood and were concerned over safety, the appearance of their neighbourhood, and impact on property values. Others were concerned about the scale and density of the building being too large for the site, which would impact views and access to natural daylight of adjacent residential properties.

Respondents in favour of this application praised Covenant House as an organization and strongly supported a project that would secure the expansion of their facilities and programming. Some stated that the services would reduce the number of homelessness-related issues in the area.

Staff have assessed the issues raised through the rezoning process and have generally concluded that the urban design impacts, including the height and density of the proposed development, are reasonable as presented in the Density and Form of Development Section, subject to the conditions of approval contained in Appendix B. Staff also considered the voiced concerns about the large concentration of social services in this area of Downtown South and the incremental impact associated with a new social service facility. In response a

condition of approval is included in Appendix B for Covenant House to provide an operations management plan which will include the identification of a community liaison who will work with the community to resolve day-to-day issues if they arise. Considering the operation management plan requirement and that Covenant House Vancouver has been operating at this location since 1997, staff have concluded that the proposed new facility will no materially affect the livability of surrounding properties and will be a positive addition to the neighbourhood.

PUBLIC BENEFITS

In response to City policies which address changes in land use and density, this application, if approved, can be expected to realize the following public benefits.

Required Public Benefits

Development Cost Levies (DCL) — Development Cost Levies (DCL) collected from new 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 within the Downtown South DCL district. Based on current rates of \$205.44 per m² (\$19.09 per sq.ft.) it is anticipated that the new floor area of 1,698 m² (18,280 sq.ft.) of the social service facility will generate DCLs of approximately \$348,965.

DCLs are payable at building permit issuance and are subject to an annual inflationary adjustment which takes place on September 30 of each year. When a DCL By-law with higher rates is introduced, a number of rezoning, development permit and building permit applications may be at various stages of the approval process. An application may qualify as an in-stream application and therefore may be exempt from DCL rate increases for a period of 12 months from the date of the DCL By-law rate amendment, provided that it has been submitted prior to the adoption of annual DCL By-law rate adjustments.

If a related building permit application is not issued within the 12-month period, the rate protection expires and the new DCL rate will apply. See the City's DCL Bulletin for details on DCL rate protection.

Public Art Program — The *Public Art Policy for Rezoned Developments* requires rezonings having a floor area of 9,290.0 m² (100,000 sq.ft.) or greater to allocate a portion of their construction budgets to public art as a condition of rezoning. As the proposal has a floor area below the minimum threshold, no public art contribution will arise from this application.

Offered Public Benefits

Community Amenity Contribution (CAC) — Within the context of the City's *Financing Growth Policy*, an offer of a Community Amenity Contribution (CAC) to address the impacts of rezoning can be anticipated from the owner of a rezoning site. CAC offers take into consideration community needs, area deficiencies and the impact of the proposed development on City services. They typically include either the provision of on-site amenities or a cash contribution towards other public benefits.

The public benefit achieved for this application is the social service facility serving at-risk street youth, including program spaces, 14 single-occupancy shelter rooms with self-

contained washrooms, and service amenity spaces. Real Estate Services staff have reviewed the applicant's development pro forma and have concluded that after factoring in the costs associated with construction of the institutional non-profit social services center, no further contribution towards public benefits is anticipated in this instance.

Implications/Related Issues/Risk (if applicable)

Financial

The site is subject to the area-specific DCLs for Downtown South. Should Council approve the rezoning application, it is anticipated that the applicant will pay approximately \$348,965 in DCLs.

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

The proposed social service centre will be owned and operated by Covenant House Vancouver, and no further contributions and subsidies are expected from the City.

CONCLUSION

Staff assessment of this rezoning application has concluded that the proposed land use, density and height are supported, and that approval of this project will contribute towards the achievement of key social objectives, not only for the Downtown South neighbourhood, but for the broader City. The General Manager of Planning, Urban Design and Sustainability 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 of the General Manager of Planning, Urban Design and Sustainability 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 E.

* * * * *

530 Drake Street
PROPOSED 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 legends, notations, and references shown on the plan marginally numbered 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 amends Schedule D of the Zoning and Development By-law. It will be prepared for the draft by-law that will be 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 approval by Council of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in the By-law or in a development permit, the only uses permitted and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:
 - (a) Institutional Uses, limited to Social Service Centre; and
 - (b) Accessory Use customarily ancillary to any use permitted by this section.

Density

- 3.1 For the purposes of computing floor space ratio, the site is deemed to be 557.40 m² [6,000 sq. ft.], being the site size at the time of application for rezoning, prior to any dedications.
- 3.2 The floor space ratio for all uses must not exceed 3.05.
- 3.3 Computation of floor area must include all floors having a minimum ceiling height of 1.2 m, including earthen floor, both above and below ground level, measured to the extreme outer limits of the building.
- 3.4 Computation of floor area must exclude open balconies or sundecks, and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, except that:
 - (a) the total area of these exclusions must not exceed 12% of the permitted floor area;

- (b) the balconies must not be enclosed for the lifetime of the building;
 - (c) 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 base surface, provided that the maximum exclusion for a parking space must not exceed 24 m in length; and
- 3.5 The use of floor area excluded under section 3.4 must not include any purpose other than that which justified the exclusion.

Building height

- 4.1 The building height, measured above the base surface and to the top of the roof above the uppermost habitable floor, including parapet wall, must not exceed 21 m [68 ft.].
- 4.2 Despite the preceding section 4.1 and section 10.11.1 of the Zoning and Development By-law, mechanical appurtenances, roof deck access and infrastructure, including guard rails and screen walls, may increase the building height to no more than 23 m [75 ft.].

* * * * *

**530 Drake Street
DRAFT 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 FORM OF DEVELOPMENT

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by NSDA Architects, and stamped “Received Planning & Development Services (Rezoning Centre), June 15, 2016”, 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:

Urban Design

- 1. Provision of high quality architectural material treatments that will contribute to the character and quality of the building and the local area in the application for a development permit.

Note to applicant: The proposed high quality material treatment and detailing should be maintained at the development permit application stage.

- 2. Submission of a bird friendly strategy for the design of the building is encouraged in the application for a development permit.

Note to Applicant: Strategy should identify any particular risks with regard to the Bird Friendly Design Guidelines and propose design features or to reduce these risks. For more information, see the guidelines at <http://former.vancouver.ca/commsvcs/guidelines/B021.pdf>.

Note to Applicant: The spaces located in the basement of the building, including storage rooms, are excluded from the FSR computation given that, in the opinion of the Director of Planning, these spaces are similar to the excluded uses listed in section 3.4 (c) of the proposed CD-1 provisions.

Sustainability

- 3. Confirmation that the application is on track to meeting the *Green Buildings Policy for Rezonings* including a minimum of LEED® Gold rating, with 1 point for water efficiency and stormwater management and a 22% reduction in energy cost as compared to ASHRAE 90.1 2010, along with registration and application for certification of the project.

Note to applicant: A Sustainable Design Strategy must be submitted as part of the Development Permit that articulates which credits the applicant will be pursuing and how their building application, as submitted, incorporates strategies, features or technologies that will help achieve these credits. The strategy, along with the LEED checklist must be incorporated into the drawing submission. A letter from a LEED Accredited Professional or Administrator must confirm that the proposed strategy aligns with the applicable goals of the rezoning policy. Proof of registration from the CaGBC must be provided with the application and the project registration number incorporated into the drawings. Application for Certification will be required at a subsequent stage.

Crime Prevention Through Environmental Design (CPTED)

4. Design development to respond to CPTED principles, having particular regards for:
 - (i) break and enter;
 - (ii) mail theft; and
 - (iii) mischief in alcove and vandalism, such as graffiti.

Landscape

5. Design development to provide a high quality public realm that includes the Downtown South/ New Yaletown design standards and a double row of street trees at grade (space permitting).

Note to Applicant: Refer to the *Downtown South Design Guidelines*. Details of the public realm materials and planting should be provided at the development permit stage. Where applicable, the underground slab at or near the property lines to angle down to provide contiguous soil volumes for the inside row of trees or landscaping on private property.

6. Design development to the perimeter landscape treatment to be compatible with adjacent built projects (i.e. 1372 Seymour).
7. Provision of adequate soil volume and depth for planting on slabs and in planters;

Note to Applicant: To ensure the long term viability of planting in non-continuous growing medium, soil depths must meet or exceed BCLNA planting standards. At the edges, new slabs should angle down to provide deeper soils.

8. Site utilities and vents located onto private property and integrated discreetly into the building, avoiding landscaped and common areas;
9. At time of development permit application, the following items should be provided:
 - (i) A detailed Landscape Plan illustrating soft and hard landscape

treatment;

Note to Applicant: the Landscape plan should include a planting plan listing common and botanical name, size and quantity of all existing/proposed plant material. Plant material should be clearly illustrated on the Landscape Plan and keyed to the Plant List. Illustrate and clarify all outdoor surface/paving materials, site furniture, bicycle racks, lighting, trash receptacles, hose bibs, signs, retaining wall treatment, anti-skateboard guards (where applicable), parking vents, at-grade utilities, and public realm (building edge to the curb, street trees, lamp posts, fire hydrants, sidewalk treatment);

- (ii) Large scale sections [typical] through landscaped areas, including the public realm, the ground oriented interface, the slab-patio-planter relationship and the double row of street trees;

Note to Applicant: the sections should include surface materials, Downtown South treatment, planter materials, tree canopy, tree stem, outline of the root ball, voiding, built up membrane and inside dimensions of all planters.

- (iii) Spot elevations to all outdoor areas (including top/ bottom walls);

- (iv) Plans for an efficient irrigation system for all planted areas;

Note to Applicant: Specification notes and irrigation symbols should be added to the landscape plans.

- (v) Plans for new street trees adjacent to the development site, to be confirmed prior to the issuance of the building permit.

Note to Applicant: Final street tree species will need to be coordinated with adjacent sites (built and unbuilt). Contact Eileen Curran, Streets Engineering, ph: 604.871.6131 to confirm tree planting locations and Park Board, ph: 604.257.8587 for tree species selection and planting requirements. Provide a notation on the development permit plans, "Final spacing, quantity and tree species to the satisfaction of the General Manager of Engineering Services. New trees must be of good standard, minimum 6cm caliper, and installed with approved root barriers, tree guards and appropriate soil. Root barriers shall be 8 feet long and 18 inches in deep. Planting depth of root ball must be below sidewalk grade. Call Park Board for inspection after tree planting completion".

Engineering

10. Contact Engineering to acquire the project's permissible street use and prepare a mitigation plan to minimize street use during excavation and construction (i.e. consideration to the building design or sourcing adjacent private property to construct from). A minimum 60 day lead time applies for any major crane

erection / removal or slab pour that requires additional street use beyond the already identified project street use permissions.

The *Downtown South Public Realm Plan* includes specific details as noted below that are to be reflected on the site and landscape plans. Please update the plans and submit a copy directly to engineering services for review.

- (i) Provision of a 0.61m (2'-0") extension of the city sidewalk. Street trees in tree grates at grade are to be shown in the next 1.22m (4'-0") on private property on both Drake and Seymour Street.
- (ii) Provision of CIP light broom finish concrete sidewalks with saw cut joints and typical leaf stamp pattern on street right of way and private property.
- (iii) Provision of 1.2m sod lawn front boulevards on Drake and Seymour Streets and deletion of proposed planting and exposed aggregate.
- (iv) Provision of Downtown South tree grates and surrounds.
- (v) Provision of a secure bike room or compound for Class A bicycle parking that meets the standards of the Bicycle Parking design Supplement.
- (vi) Provision of Class B bicycle racks located a minimum of 36" apart and 36" between the rack and any wall or building.

Community Services

11. Provision of an operations management plan, to the satisfaction of the General Manager of Community Services, prior to issuance of an Occupancy Permit, that includes:
- (i) the identification of a community liaison who will work with the community to resolve day-to-day issues if they arise; and
 - (ii) 24-hour emergency contact number.

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, Urban Design and Sustainability, the General Manager of Community Services, the General Manager of Engineering Services and Management and the Approving Officer, as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

Engineering

1. Consolidation of Lots 1 and 2, Block 114, DL 541, Plan 210 to create a single parcel and subdivision of that site to result in the dedication of five feet on the western side for road purposes.
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 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.
 - (i) Provision of Downtown South sidewalk treatments adjacent the site.
 - (ii) Provision of standard concrete lane entry at the lane east of Seymour Street on the south side of Drake Street.
 - (iii) Provision of improved curb ramps at the Seymour/Drake Street corner of the site.
 - (iv) Upgrading of the existing street lighting to current standards and provision of pedestrian scale lighting adjacent to the site.
 - (v) Provision of street trees adjacent to the site where space permits.
 - (vi) Provision of adequate water service to meet the fire flow demands of the project. The current application lacks the level of details necessary to determine if water main upgrading is required. Please supply project details including projected fire flow, sprinkler, hydrant load and domestic water demand to determine if water main upgrading is required. Should upgrading be necessary, arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required to secure payment for any upgrading. The developer is responsible for 100% of any water system upgrading that may be required.
3. 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 plants, which include but are not limited to, junction boxes, switchgear, pad mounted transformers and kiosks (including non BC Hydro Kiosks), and should 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.

Environmental Contamination

4. If applicable:
 - (i) Submit a site profile to Environmental Services (Environmental Protection);
 - (ii) As required by the Manager of Environmental Services 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; and
 - (iii) If required by the Manager of Environmental Services 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 Services, the General Manager of Engineering Services and 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 separate Certificates of Compliance satisfactory to the City for the on-site and off-site contamination, issued by the Ministry of Environment, have been provided to the City.

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 registered charges pursuant to 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.

* * * * *

**530 Drake Street
CONSEQUENTIAL AMENDMENTS**

DRAFT AMENDMENTS TO THE SIGN BY-LAW No. 6510

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

“530 Drake Street CD-1 (____) By-law No. [____] B (DD)”

DRAFT AMENDMENTS TO THE NOISE BY-LAW NO. 6555

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

“CD-1 (____) By-law No. [____] 530 Drake Street”

DRAFT AMENDMENTS TO THE PARKING BY-LAW NO. 6059

In Schedule C, Council adds:

Address	By-law No.	CD-1 No.	Parking requirements
530 Drake Street	(____)	(____)	<p>Parking, loading and bicycle spaces in accordance with by-law requirements on <i>(date of enactment of CD-1 by-law)</i> except that:</p> <ul style="list-style-type: none">a) No vehicle parking or loading is required for this site;b) A minimum of 8 Class A bicycle parking spaces must be provided.

* * * *

**530 Drake Street
ADDITIONAL INFORMATION**

1. Urban Design Panel (UDP) – Minutes

The rezoning application for 530 Drake Street was reviewed by the Urban Design Panel on September 21, 2016 and was supported (7-0).

EVALUATION: SUPPORT (7-0).

Introduction: Rezoning Planner, Jonathan Denis-Jacob, introduced the site located at the intersection of Seymour and Drake Streets, at the north end of the Seymour off-ramp of the Granville Street Bridge in the Downtown District. The site is occupied with a three-storey wood frame building occupied by the Immigrant Services Society of BC. Directly to the south west of 530 Drake is a 25-foot wide lot with a two-storey commercial building with a yoga studio and an herbal dispensary. More to the south is the eleven-storey Karis Place building which is one of the 14 city-owned facilities used for the Provincial Homelessness Initiative Program. Across the lane is a two-storey office building and ambulance station.

The proposal at 530 Drake Street is for five-storey social service building with a maximum height of 21 m (68 ft.) and a floor space ratio (FSR) of 3.05, with no on-site parking. 530 Drake Street would house 14 shelter rooms and a variety of program spaces for street youth as well as office spaces for Covenant House Vancouver.

The site at 530 Drake Street is currently zoned DD (Downtown District). This proposal is being considered for rezoning under the *Downtown Official Development Plan (DODP)*, *the Downtown South Goals and Policies*, *the Downtown South Guidelines*, and *the Housing and Homelessness Strategy*.

It was noted that the overall proposal comprises two buildings: Item 3: 530 Drake Street (on the north side of Seymour Street) and Item 4: 575 Drake Street (on the south side).

The policy supporting the proposal is the City's *Housing and Homelessness Strategy 2012-21*, which calls for a 'Housing Continuum' consisting of a range of housing options available to households of all income levels, extending from emergency shelter and housing for the homeless, through to affordable rental housing and homeownership. In particular, the proposal relates strongly to priority actions in two Strategic Directions of that document:

Strategic Direction 2:

Priority Action 2: Target low barrier shelter, supportive housing, and social housing in neighbourhoods with significant homeless populations and limited capacity, and to specific populations (e.g. youth, urban Aboriginal, mentally ill, women, etc.).

Strategic Direction 3:

Priority Action 2: Strengthen the focus of the Urban Health Initiative on homelessness, with an emphasis on improving health, safety, food security, employment, and social supports; ***Priority Action 4:*** Focus our efforts with partners on preventing and eliminating homelessness.

Development Planner, Marie Linehan, continued the introduction, noting that site is located within Downtown South which is primarily a high density residential neighborhood. The prevailing form of development consists of a townhouse base providing a lower street wall punctuated by two widely spaced towers per block face up to 300 feet in height. 80 foot spacing between towers is intended to contribute to a general sense of spaciousness.

Both 530 Drake Street and 575 Drake Street are small sites with 50 feet and 75 feet frontages, respectively, and would not meet the minimum frontage requirement for a typical tower development. Under the *Downtown District Official Development Plan (DODP)*, these sites would typically be limited to 70 feet AND 3.0 FSR overall. As well, there is a further limit on institutional uses to 1.0 FSR. However, under the DD ODP, social housing, regardless of lot size may seek 120 feet and 5.0 FSR.

While Covenant House is a social service center, which is an institutional use limited to 1.0 FSR, staff recognise that their program has aspects that similar to a social housing use. Therefore, staff reference the parameters for height and density for social housing in reviewing the rezoning application at 575 Drake.

A continuous street wall is required in Downtown South, and at corner sites, it is intended to extend along the flanking street to the rear property line and down the lane as shown. Roofs at the rear should be landscaped and consider issues of privacy and overlook.

Another important pattern in Downtown South is the public realm treatment which is intended to ensure a highly walkable neighbourhood. Street edges are heavily “greened” with a double row of street trees and building setbacks accommodate a wider sidewalk. More active or commercial uses at grade are not required, in fact they are limited to corner sites, but the general objective for new buildings is to create safe and attractive street frontages with visual interest for pedestrians.

Advice from the Panel on this application is sought on the overall height, density and form of development, relative to the Downtown South context, with particular regard to the public realm treatment and landscaping.

Applicant's Introductory Comments: The applicant introduced the project as consisting of two programs that are going to be separated. There will be a shelter and sanctuary component. For the shelter component at 575 Drake, there are currently 25 women, and the beds are intended to be increased to 75, with an addition of amenity rooms. For the sanctuary component at 530 Drake, there will be a day drop in program where outreach workers will encourage clients to join the program. The attempt is that the two buildings would ‘bounce’ off each other in terms of materials and colour that are identifiable as Covenant House. There are two neighbouring orphan sites that cannot be purchased by Covenant House.

Landscaping responds to the Downtown South guidelines and the programming of the building. Along Drake Street there is a double row of trees with soft landscape at the bottom of the building. The grade change along Drake is more significant so the landscaping terraces upwards. There is an amenity patio on 530 Drake, and the walls do not have guard rails. There are separate public and staff entries. There are stone clad feature walls on both sites. They provide seating and define spaces, giving structure to the landscape without providing too

much seating that encourages loitering. At the roof amenity terraces, there is a cafeteria and ample space for outdoor seating and eating, and along the top there are open gathering spaces. There is urban agriculture along the lower and upper deck proposed.

Panel's Consensus on Key Aspects Needing Improvement:

The architectural treatment at the lane could be less blank.

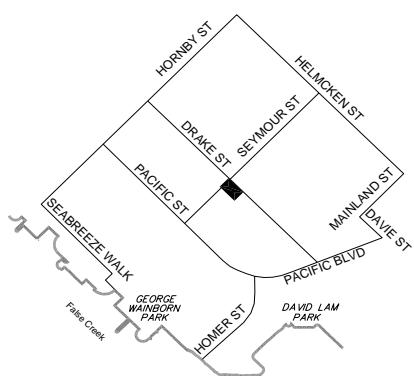
Related Commentary: The panel appreciated it was challenging site with buildings in close proximity and commended the proposal design overall, and recognized the important program of the site to provide social services. The scale met the grain and complexity of the neighbourhood. There were no concerns about the height, density, form of development, or tower separation. One panel member noted that the colour palette is 'fresh'.

There was support for outdoor amenity space. With regards to the public realm, some of the panel felt there could be issues with the long term viability of softscape. A few panel members suggested hardscaping and another suggested raised planters. One panel member recommended one row of trees instead of two along Drake Street. One panel member recommended adding a mural or art to soften the 'edges' of the building. There were minor concerns about 'turning the corner' on the schemes. The 530 Drake design was noted as a more cohesive, simpler design. One panel member noted the balcony expression and base were more successful on 530 Drake.

Applicant's Response: The applicant thanked the panel.

2. Public Consultation Summary

Public Notification: A rezoning information sign was installed on the site on July 25, 2016. A total of 11,758 notifications were distributed within the neighbouring area on or about August 7, 2016. Notification and application information, as well as an online comment form, was provided on the City of Vancouver Rezoning Centre webpage (vancouver.ca/rezapps). The map of the notification area is below:



NOTIFICATION AREA

Community Open House: A community open house was held from 5 to 8 pm on September 6, 2016, at the Chateau Granville Best Western Hotel, 1100 Granville Street. Staff, the applicant team and a total of approximately 42 people attended the Open House.

Public Response: Public responses to this proposal have been submitted to the City as follows:

- A total of 12 comment sheets were received from the public in response to the September 6, 2016 open house.
- A total of ten letters, e-mails, online comment forms, and other feedback were received from the public.

Figure 4: Notification and Public Response

Total notifications	 11,758
Open House attendees	42
Comment Sheets	12
Other Feedback	11

Below is a summary of all feedback received from the public by topic:

- **Need for Community Services:** Most respondents supported the proposal because it would provide essential services for disadvantaged youth who are a part of the community. Some stated that the proposal would greatly improve the lives and well-being of youth, while providing a safe space away from the Downtown Eastside.
- **Support for Covenant House:** There was praise for Covenant House as an organization providing important services to the community. Respondents supported the expansion of their facilities and programming.
- **Negative Community Impacts:** Some respondents were concerned about safety and potential negative impacts from the proposed facility. Some respondents emphasized having observed an increase in crime, homelessness and unwelcome behaviour in the area in recent years, including loitering, yelling and drug consumption.
- **Improving the Community:** Some respondents suggested that the proposal will improve and revitalize the community, with expanded social services for at-risk youth. Some stated that the services would reduce the number of homelessness-related issues in the

area.

- **Height and Density:** Some respondents suggested that the building form was too large, and would negatively impact adjacent residential buildings. Access to natural light and the quality of the public realm were particular concerns. Some respondents felt the density should be lowered.
- **Concentration of Social Services:** Some respondents were concerned about the large concentration of social services in the Downtown South area and felt that this proposal would overwhelm the area. Some suggested that social services be spread out into other areas of Vancouver.

The following miscellaneous comments were received from the public:

- There should be local and youth involvement in the programming of the space;
- More of a buffer should be established in the lane;
- Mature trees would be negatively impacted by the building;
- Traffic congestion should be addressed;
- Pedestrian circulation will be impeded;
- The design of the building is attractive and appropriate;
- The City should avoid doing spot rezonings;
- Underground parking should be included in the project and rented out by the City;
- The City should address the orphan lots on either side of the site along Seymour Street;
- One respondent provided a research report regarding perceptions of livability and safety in Downtown South.

* * * *

530 Drake Street
FORM OF DEVELOPMENT

Figure 5: Site Plan



Figure 6: Building Elevations: North and East



Figure 7: Building Elevations: South and West



530 Seymour Street
PUBLIC BENEFITS SUMMARY

Project Summary:

A five-storey social service (institutional) facility serving street youth to be used by Covenant House Vancouver.

	Current Zoning	Proposed Zoning
Zoning District	DD	CD-1
FSR (for social service centre / institutional use)	1.0	3.05
Buildable Floor Space (sq. ft.) (Site area = 6,000 sq. ft.)	6,000	18,280
Land Use	Residential, Institutional, Office, Retail, Cultural	Institutional

	Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (Citywide)	N/A
	DCL (Downtown South) (\$19.09/sq. ft.)	114,540
	Public Art (\$1.81/sq. ft.)	N/A
	20% Social Housing	N/A
Offered (Community Contribution)	Heritage	
	Childcare Facilities	
	Cultural Facilities	
	Green Transportation/Public Realm	
	Housing (e.g. supportive, seniors)	N/A
	Parks and Public Spaces	N/A
	Social/Community Facilities	
	Unallocated	
TOTAL VALUE OF PUBLIC BENEFITS		114,540
		348,965

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

* DCLs, Public Art and Social Housing may have exemptions and/or minimum thresholds for qualification.
For the Downtown South DCLs, revenues are allocated into the following public benefit categories: Parks (38%); Replacement Housing (42%); Childcare (13%); and Engineering Infrastructure (7%).

530 Drake Street
APPLICANT, PROPERTY AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	530 Drake Street
Legal Description	Lots 1 and 2, Block 114, District Lot 541, Plan 210, PIDs: 002-571-749 and 002-572-851 respectively
Applicant/Architect	NSDA Architects
Property Owner	Provincial Rental Housing Corporation INC. NO. BC0052129

SITE STATISTICS

AREA	6,000 sq. ft. (557.4 m ²) 120 ft. x 50 ft.
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DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT	RECOMMENDED DEV'T (if different)
Zoning	DD	CD-1	
Uses	Residential, Social service/ Institutional, Office, Retail, Cultural	Social service / Institutional	
Residential Dwelling Units		0	
Shelter Rooms and Beds		Single-occupancy rooms: 14 Total rooms: 14 Total beds: 14	
Floor Space Ratio (FSR)	3.0, except: 1.0 for social service centre 5.0 for social housing	3.05	
Floor Area	1,672 m ² (18,000 ft. ²), except: 557.5 m ² (6,000 ft. ²) for social service centre 2,787 m ² (30,000 ft. ²) for social housing	1,698 m ² (18,280 ft. ²)	
Maximum Height	21.5 m (70 ft.), except: 36.6 m (120 ft.) (Social housing)	21 m (68 ft.)	
Parking Spaces	4	0	No vehicle parking is required for this site. Provided at 575 Drake Street.
Loading	Class A 0 Class B 2	Class A 0 Class B 0	No loading is required for this site. Provided at 575 Drake Street.
Bicycle Spaces	Class A 1 Class B 0	Class A 8 Class B 3	A minimum of 8 Class A bicycle parking spaces must be provided.