

Report Date: January 5, 2021  
Contact: Yardley McNeill  
Contact No.: 604-873-7582  
RTS No.: 14250  
VanRIMS No.: 08-2000-25  
Meeting Date: January 19, 2021

TO: Vancouver City Council  
FROM: General Manager of Planning, Urban Design and Sustainability  
SUBJECT: CD-1 Rezoning: 1766 Frances Street

**RECOMMENDATION**

- A. THAT the application by M'akola Development Services, on behalf of the Vancouver Native Housing Society, the registered owner of the lands located at 1766 Frances Street [*PID: 003-683-648, Lot F Block 7 of Block D District Lot 183 Plan 20542*] to rezone the lands from RM-4 (Residential) to a new CD-1 (Comprehensive Development) District, to increase the floor space ratio (FSR) from 1.45 to 4.06 and building height from 10.7 m (35.1 ft.) to 29.28 m (96.06 ft.) for a residential building with 84 social housing units and childcare use, be referred to Public Hearing, together with:
- (i) plans prepared by GBL Architects, received June 1, 2020;
  - (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 the application in principle, including approval in principle of the form of development, subject to the Conditions of Approval contained in Appendix B.

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

- B. THAT, if after Public Hearing, Council approves in principle the rezoning and the Housing Agreement described in Part 2 of Appendix B, the Director of Legal Services be instructed to prepare the necessary Housing Agreement By-law for enactment prior to enactment of the CD-1 By-law, subject to such terms and conditions as may be required at the discretion of the Director of Legal Services and the General Manager of Planning, Urban Design and Sustainability.

- C. THAT Recommendations A to 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 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 1766 Frances Street from RM-4 (Residential) to CD-1 (Comprehensive Development) District. The application proposes development of a Passive House certified residential building with 84 social housing units along with before-and-after-school childcare programming. A height of 26.7 m (87.6 ft.) and a density of 4.06 FSR are recommended.

Staff assessed the application and conclude that it generally meets the intent of the *Grandview-Woodland Community Plan* with respect to the delivery of social housing. If approved, the application would contribute 84 social housing units towards achieving the City's goals identified in the *Housing Vancouver Strategy*. Staff recommend 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, along with the Conditions of Approval outlined in Appendix B.

### **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

- *Grandview-Woodland Community Plan (2018)*
- *City of Vancouver Reconciliation Framework (2014, last amended 2019)*
- *Housing Vancouver Strategy (2017)*
- *High-Density Housing for Families With Children Guidelines (1992)*
- *Green Buildings Policy for Rezonings (2009, last amended 2018)*
- *Urban Forest Strategy (2014)*
- *Community Amenity Contributions — Through Rezonings (2020)*
- *Public Art Policy and Procedures for Rezoned Developments (2014)*
- *Tenant Relocation and Protection Policy (2015, last amended 2019)*
- *Vancouver Development Cost Levy By-law No. 9755*
- *Vancouver Utilities Development Cost Levy By-law No. 12183*

## **REPORT**

### **Background/Context**

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

The site is located in the Grandview-Woodland neighbourhood on the south side of Frances Street, one block east of Commercial Drive and one lot west of Salsbury Street.

Grandview-Woodland is located on the traditional homeland of the Musqueam, Squamish and Tsleil-Watuth Nations, and on the ancestral and unceded territories of Coast Salish peoples. The neighbourhood is home to a significant number of urban Indigenous peoples, including members of Musqueam, Squamish, Tsleil-Waututh First Nations, as well as First Nations, Metis and Inuit from other parts of British Columbia and Canada. Indigenous residents in Grandview-Woodland account for approximately 18% of Vancouver's off-reserve urban Indigenous population.

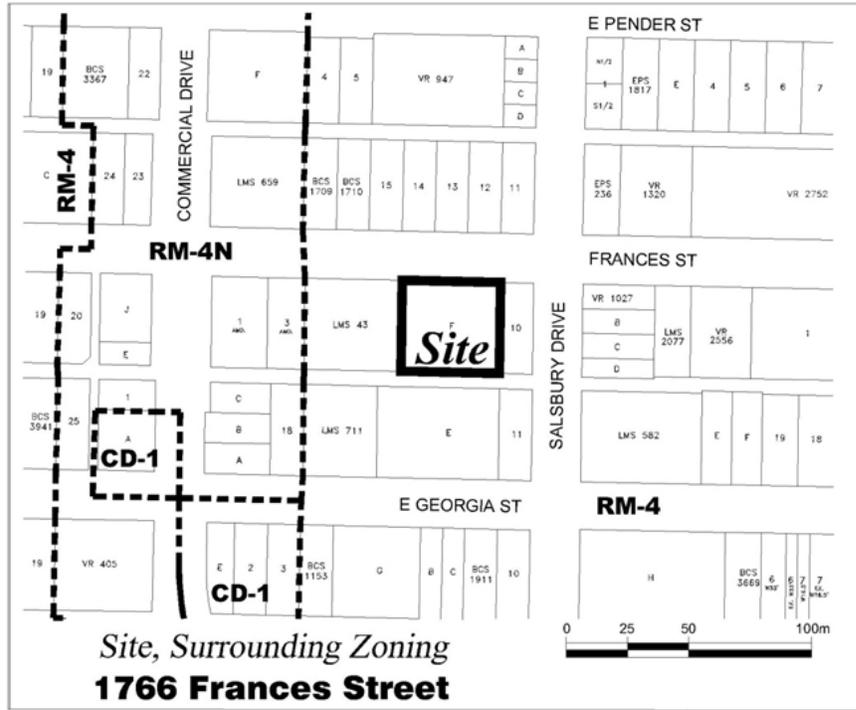
The site area is approximately 1,498 sq. m (16,122 sq. ft.) with a frontage of 40.2 m (132 ft.) on Frances Street and a depth of 37.2m (122 ft.) (see Figure 1). The lot is rectangular in shape and slopes down from Frances Street to the lane by approximately 3.0 m (9.8 ft.). It is currently developed with a four-storey building constructed in 1986, which contained 27 units of affordable housing for low income Indigenous people, however the building was damaged by a fire in 2017 and is currently vacant.

The area is zoned RM-4 (Residential) which permits a maximum of 1.45 FSR and building heights up to 10.7 m (35.1 ft.). The scale of the surrounding development generally includes two- to four-storey apartment buildings and detached houses. At one block to the east there is a 12-storey residential building from 1990. The site is located in view cones 21 and 27.1. The neighbourhood also includes a large number of services oriented to Indigenous peoples needs.

**Neighbourhood Amenities** – The following neighbourhood amenities exist in the area:

- **Parks:** Salsbury Park (230 m), Woodland Park (350 m), Grandview Park (800m), Templeton Park (850 m), Victoria Park (1000 m), Pandora Park (1,200 m)
- **Cultural/Community Space:** Native Youth Learning Centre (400 m), Vancouver Native Housing Society (400 m), Urban Native Youth Association (450 m), Britannia Community Centre (Library, Pool, Gym, Ice Rink – 700 m), Bethany Indonesian Church (280 m), New Beginnings Baptist Church (350 m), St. John of Shanghai Orthodox Church (800 m)
- **Schools:** Xpey' Elementary School (450 m), St. Francis of Assisi Elementary (450 m), Streetfront Alternative Middle School (500 m), Britannia Secondary School (550 m), Britannia Elementary School (650 m), Templeton Secondary School (800 m), Admiral Seymour Elementary School (900 m), Native Education College (1,100 m)
- **Childcare:** Eagles In the Sky (550 m), Britannia Childcare Centre (700 m)

**Figure 1: Location Map**



**Local School Capacity** – This site is located within the catchment area of Britannia Elementary and Britannia Secondary Schools, both located at 1110 Cotton Drive. Per the *Vancouver School Board (VSB)’s Draft Long Range Facilities Plan*, dated May 29, 2019, the elementary school enrolments in 2019 were at 84% of the 228-seat capacity, resulting in a surplus of approximately 37 student spaces. At Britannia Secondary, 2019 enrolment was at 54% of the 1,025 seat capacity, resulting in a surplus operating capacity of 470 spaces. By 2027, surplus student spaces are still anticipated in both the elementary school and secondary school, with forecasted capacities at 95% and 56% respectively. VSB also continues to monitor development and work with City staff to help plan for future growth.

**2. Policy Context**

**Truth and Reconciliation Commission Calls to Action (2016)** – In January 2016, Council approved in principle the City’s response to the 27 Truth and Reconciliation Commission Calls to Action that fall within its jurisdiction, in the areas of healthy communities and wellness; Indigenous and human rights and recognition; and advancing awareness, knowledge and capacity.

**City of Reconciliation (2016)** – As a City of Reconciliation, the City commits to:

1. Form a sustained relationship of mutual respect and understanding with local First Nations and the urban Indigenous community, including key agencies;
2. Incorporate a First Nations and urban Indigenous perspective into its work and decisions; and
3. Provide services that benefit members of the First Nations and urban Indigenous community.

Long-term goals aim to:

- strengthen local First Nations and urban Indigenous relations; promote Indigenous peoples arts, culture, awareness, and understanding; and, incorporate First Nations and urban Indigenous perspectives for effective City services.

**Grandview-Woodland Community Plan (2018)** – Rezoning potential for the site is guided by the *Grandview-Woodland Community Plan* which establishes a framework for future change and anticipated population growth of approximately 10,000 people over the next thirty years. A goal for the community is to continue to evolve as a mixed-income and socially and culturally-sensitive neighbourhood. Principle 1 of the Plan supports the goals of Reconciliation in partnership with the Aboriginal community and includes the following objectives:

- Work with communities to develop unique and respectful ways to acknowledge and celebrate the historic and current presence of Aboriginal people in Grandview-Woodland.
- Recognize the integrated aspects of First Nations and urban Aboriginal history, culture, economy and social well-being.
- Seek opportunities to reference the Musqueam, Squamish, and Tsleil-Watuth Nations by utilizing traditional place-names, and through other place-making activities and place-identifying efforts.

Section 7.1 of the community plan seeks to increase housing options for vulnerable residents, including urban Aboriginal people, to help residents of all income levels. The replacement of the 27 existing on-site rental housing units with 84 new social housing units meets the goals for increasing the amount of non-market housing in the neighbourhood. The subject site falls under subsection 6.5.4 of the plan, known as *Northwest Apartment* area, which anticipates a six-storey apartment form with a density of 2.4 FSR. The proposed height and density may be considered under section 7.1.3 which allows, in the case of non-market housing, for consideration of modest increases in height and density to assist with project viability, subject to fit with the local neighbourhood context.

**Housing Vancouver Strategy** – In November 2017, Council approved the *Housing Vancouver Strategy (2018-2027) and the 3 Year Action Plan (2018-2020)*. These seek to shift the supply of new homes toward the right supply, with targets for new units along a continuum of housing types. The Housing Vancouver targets were based on the core goals of retaining the diversity of incomes and households in the city, shifting housing production towards rental to meet the greatest need, and coordinating action with government and non-profit partners to deliver housing for the lowest income households.

Overall, 72,000 new homes are targeted for the 10-year period, including 12,000 social, supportive and non-profit co-operative units and 20,000 purpose-built rental units. Nearly 50% of the new units are to serve households earning less than \$80,000 per year, and 40% are to be family-size units.

Partnering with urban Indigenous organizations to design and deliver urban Indigenous focused housing is a key action under Housing Vancouver. The City is currently working in partnership with Indigenous housing and wellness providers such as Metro Vancouver Aboriginal Executive Council (MVAEC) and senior government partners to identify short- and long-term goals, targets and sites for Indigenous housing and wellness in the region, including identifying specific targets for Vancouver. To date, approximately 40% of the City's five-year target of 600 to 700

Indigenous owned or operated social housing units have been approved. This includes 98 units of Temporary Modular Housing.

**Tenant Relocation and Protection Policy (2019)** –The *Tenant Relocation and Protection Policy* (“TRP Policy”) is intended to protect tenants by mitigating the impacts of displacement resulting from redevelopment activity, while recognizing that some renewal is necessary to maintain the health of the overall rental stock. A TRP is required when tenants are displaced as a result of redevelopment or major renovation activity. Tenants living in social or co-op housing receive a minimum of one month’s free rent (in line with the *Residential Tenancy Act*), a flat-rate payment toward moving costs, and permanent rehousing options that maintain affordability. Tenants who choose to do so can exercise a First Right of Refusal to return to one of the replacement units in the new building at rents that are affordable to them, provided that the non-profit can secure sufficient funding to continue to provide the same affordability levels. All tenancies are protected under the *Residential Tenancy Act* that governs how residential properties are rented, and includes specific provisions around ending tenancies. Any disputes would be resolved through the Residential Tenancy Branch.

## **Strategic Analysis**

### **1. Proposal**

The application proposes 84 social housing units and a childcare program for before-and-after-school care for up to 20 school-age spaces. The housing will be developed and operated by Vancouver Native Housing Society (VNHS), which is a registered charity and non-profit society that provides safe, secure, affordable housing for Indigenous and non-Indigenous individuals and families living in urban settings. First Nations motifs have been incorporated into the building design and the landscaping features. The architectural expression of the building façade references a Coast Salish peoples basket-weaving tradition with the wood expression celebrating the first inhabitants of the area, calling it Khupkhahpay’ay, meaning Cedar Tree.

The proposal is for a Passive House certified building with a floor area of 6,082 sq. m (65,472 sq. ft.) over one level of underground parking accessed from the lane (as shown in Figure 3). A density of 4.06 FSR and a height of 29.28 m (96.06 ft.) are recommended.

### **2. Land Use**

This proposal includes residential use and childcare programming and is consistent with the intent of the *Grandview-Woodland Community Plan* which seeks to provide opportunity for increased housing choices and to support goals of Reconciliation in partnership with Indigenous communities.

### **3. Density, Height and Form of Development** (refer to drawings in Appendix E and project statistics in Appendix G)

Staff have reviewed the proposed density and concluded that the massing and height are appropriate for the site and neighbourhood context, achieving multiple City objectives. The proposed development will provide affordable housing for Indigenous community members and results in a contemporary Indigenous approach to architecture and place-making which celebrates Indigenous presence in the neighbourhood. The mass timber construction and Passive House certification result in further sustainability benefits for the public.

**Figure 2: Proposed Development as Viewed from Frances Street**

**View Cones** –The site is located within View Cone 21 which frames Commercial Drive as you travel north and View Cone 27.1 which seeks to secure views of the Lions to Capilano Mountain. The proposed development does not project into either of the view cones.

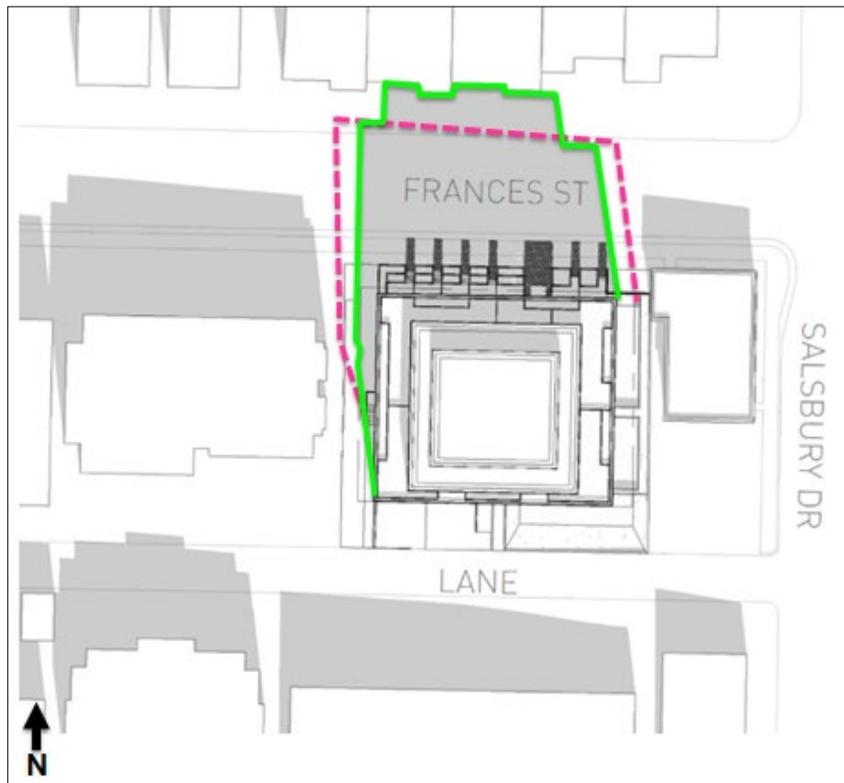
**Transition and Neighbourliness** – The building façade references a Coast Salish basket weave design that encases all the exterior walls. The residential entrance is located off of Frances Street and features an overlay of Indigenous artwork to strengthen the buildings identity.

The proposed design contains a primary six-storey base with a secondary three-storey volume above that is setback approximately 3.1 m (10 ft.) from the perimeter of the floors below. This massing approach highlights the six-storey base as the primary volume and the upper floors as a smaller secondary volume. Located above the ninth storey is a mechanical penthouse to support Passive House equipment which has been further stepped back from the floor below.

The base of the building has generous side-yard setbacks of approximately 3.9 m (13 ft.) and 4.9 m (16 ft.), which are approximately double the setback recommended in the community plan. The result is expanded open space which provides for a softer transition to adjacent residential buildings. The side-yard setback allows for extensive landscaping opportunities. Urban design conditions in Appendix B will secure these setbacks in the development permit stage, while encouraging lighter and more transparent cladding materials for the upper levels.

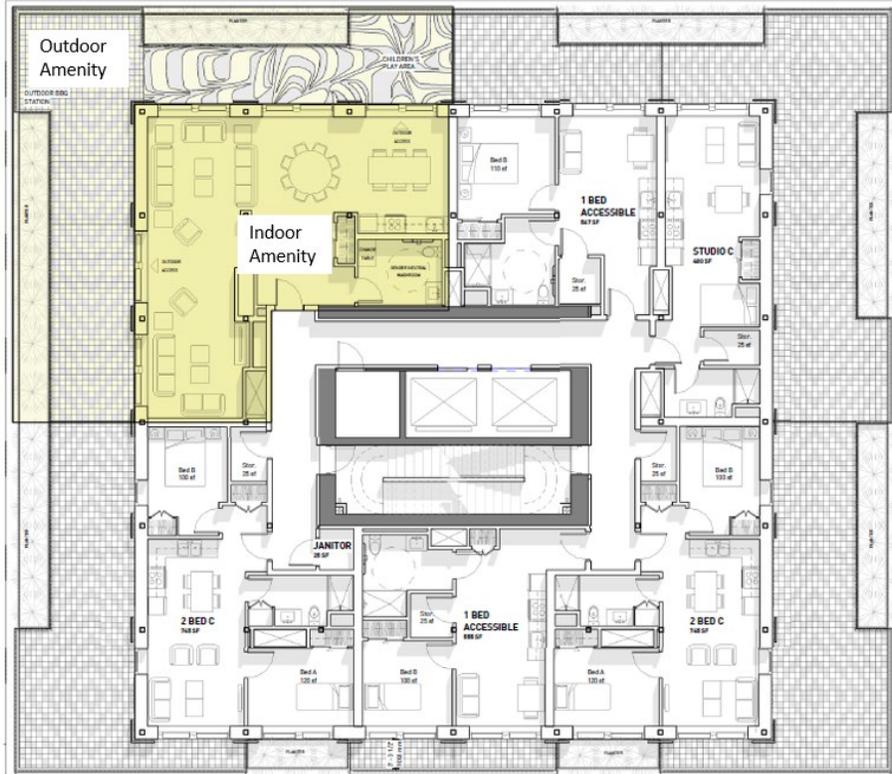
**Shadows** – The building height will result in longer shadows being cast. However, as the side-yard setbacks have doubled in width, the corresponding shadows cast by the six-storey portion of the building will be narrower than what was anticipated in the community plan. This approach allows for slightly more sunlight to fall on the sidewalks on Frances Street. In Figure 4, the dashed line represents what the shadow may look like if a six-storey building were developed under the anticipated parameters of the community plan. The solid line represents the shadow as cast by the proposed development. Due to the increased side-yard setbacks of the proposed development, the shadow is narrower for the six-storey portion of the building.

**Figure 3: Shadow Study Comparison at Fall Equinox (12:00pm)**



**Amenity Space and Childcare** – The application proposes an indoor amenity room on the seventh level contiguous with an outdoor amenity space. The 73.7 sq. m. (794 sq. ft.) outdoor area has been determined by staff to be sufficient in size to accommodate a broad range of activities and socializing for residents and their guests. There is a children’s play area proposed on the northwest side of the outdoor space (see Figure 4).

**Figure 4: Level 7 Amenity Space**



Additional indoor amenity space of approximately 42.4 sq. m (456 sq. ft.) and outdoor amenity space of 145.6 sq. m (1,567 sq. ft.) is provided on the ground level, adjacent to a ceremonial area containing a sweat lodge situated south of the building (see Figure 6). Appendix B contains further design conditions to improve the usability of the amenity areas with recommendations to explore an alternative layout (see Figure 7).

**Figure 5: Perspective View of Outdoor Amenity and Ceremonial Space at Grade**



The ground-floor amenity room is anticipated to be designed to accommodate a 20-space licensed school-age care program to provide before-and-after-school care for children aged 5 to 12 from approximately 7 to 9 am and 3 to 6 pm, with a focus on serving resident and non-resident Indigenous families. It is intended that the childcare space will be owned and operated by VNHS in partnership with a childcare provider. The childcare program will not be secured through the City’s standard community use agreement, but the viability of the use will be explored by the applicant. During the rezoning process, Vancouver Coastal Health (VCH) was involved in a preliminary review of designs for the proposed amenity room and commented on its feasibility and suitability for licensing as a childcare facility. If licensed, it would be regularly monitored and inspected by VCH to ensure adherence to requirements for health and safety, staffing qualifications, record keeping, space and equipment, child-to-staff ratios, and programming. The proposed program, if undertaken by the applicant, would provide a valuable contribution towards licensed childcare availability in the Grandview-Woodland neighbourhood where it is estimated that only 34% of the licensed school-age care need is currently met, leaving a shortfall of about 371 spaces. The focus of this project on serving Indigenous children and families is aligned with commitments as a City of Reconciliation.

**Figure 6: Ground level showing alternative layout for amenity space**

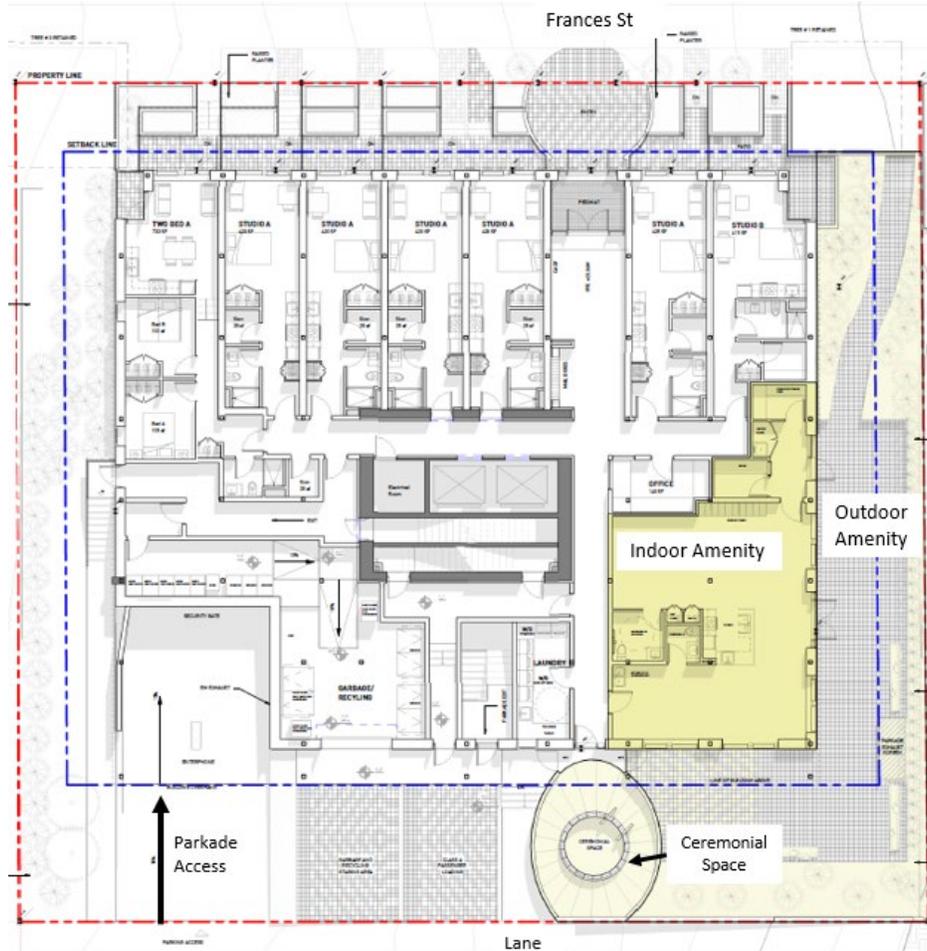


Figure 7 shows an example of how the ground-floor amenity design may change to respond to design conditions in Appendix B to accommodate childcare programming. In response to those conditions, the ground-level indoor amenity space may increase from 42.4 sq. m (456 sq. ft.) to 118.5 sq. m (1,275 sq. ft.) and the outdoor space expand from 145.6 sq. m (1,567 sq. ft.) to 255.5 sq. m (2,750 sq. ft.). Further design will take place at the development permit stage.

**Livability** – A mix of studios and one-, two-, three-, and four-bedroom units are provided. All of the family-oriented units have private outdoor space. The overall unit layout and location of unit types are supported by staff. Further design conditions are included in Appendix B to maximize privacy between units and with adjacent neighbours.

**Landscape** – A green roof is proposed along with soft and hard landscaping. These features include pavers in a basket-weave pattern, rubberized surfacing, edible and medicinal plant species, community gathering space in the amenity areas, and a ceremonial space and sweat lodge. Refer to Appendix E for details of the Site Plan and Roof Plan.

There are a total of 20 trees on site, including five trees straddling property lines with neighbours. Of the total number of trees, six of them will be retained with 14 trees proposed for removal due to conflicts with the building envelope and underground parkade. The applicant has proposed 19 new trees to be planted within the project site. Landscape conditions in Appendix B seek increased tree retention and enhanced landscaping for increased privacy screening.

**Urban Design Panel** – The Urban Design Panel reviewed this application on September 16, 2020 with a vote to support the application (see Appendix D). Panel members noted general support for the proposed height and density, for the sustainability approach through Passive House and mass timber construction, for the strong identity of the building design, for inclusion of four-bedroom units, and for the general landscaping and public realm interface. Recommendations for design development include strengthening the building entrance and increasing the size and orientation of the amenity spaces. Staff recommend approval of the application subject to conditions outlined in Appendix B. For detailed panel comments, refer to Appendix D.

#### 4. Housing

This project, if approved, would advance a number of City housing policy objectives and strategic directions, including those articulated in *Housing Vancouver Strategy (2017)* and the *Grandview-Woodland Community Plan (2016)* in addition to meeting provincial affordability goals.

Key *Housing Vancouver* strategies include, but are not limited to:

- supporting strengthened capacity for Indigenous partners working together towards a Regional 10-year Indigenous Housing and Wellness Plan, which can be achieved by working with urban Indigenous agencies to protect existing rental housing and exploring opportunities for redevelopment and expansion;
- recognizing the leadership role of Indigenous partners in delivering housing for Indigenous residents, including families with youth, through a prioritization framework and dedicated incentives and resources; and

- committing to deepening urban Indigenous engagement and integrating Indigenous design into housing and wellness projects.

By delivering 84 new social housing units, this rezoning application would contribute to near- and long-term targets for new social, supportive and co-op housing units in the *Housing Vancouver Strategy (2017)* (see Figure 8 below).

**Figure 7: Progress Towards 10-Year Housing Vancouver Targets for Non-Market Housing as of September 30, 2020\***

Housing Type	10-Year Targets	Units Approved Towards Targets
<b>Social, Supportive, and Co-op Housing Units</b>	12,000	5,286 (44% towards targets)

\*Note that tracking progress towards 10-year Housing Vancouver targets began in 2017

\*\*Unit numbers exclude the units in this proposal, pending Council’s approval of this application.

**Affordability** – The project will exceed the City’s definition of Social Housing with a minimum of 32% of the units rented to households with incomes which fall under the BC Housing Income Limits (HILs) levels, defined as annual household income of \$55,500 or less for a one-bedroom and \$78,000 for a three-bedroom unit for 2021.

The proposed building is intended to house tenants of VNHS who were previously displaced by a fire in the existing building on the site and tenants who live in other VNHS buildings. Opportunities to secure additional senior government funding will be explored, which may lower rents to levels which would make a greater number of units and/or greater proportion of family units eligible for rent supplements and/or subsidy programs.

**Housing Mix** – The family units are to be designed in accordance with the *High Density Housing for Families with Children Guidelines*. The community plan sets a target of 50% family units for non-market housing, subject to project viability. The project includes 30 family units or 36%, comprised of 14 two-bedroom units or 17%, six three-bedroom units or 7%, and 10 four-bedroom units or 12%. Staff recognize this project does not meet the community plan’s target, however VNHS has several projects across the city and will endeavour to meet or exceed the 50% family unit mix across the portfolio. Staff support the portfolio approach as a way of providing the family unit mix across several sites, which contributes to the project viability of non-profit housing providers to develop social housing.

**Security of Tenure** – Should the rezoning be approved, a Housing Agreement will secure the residential units proposed with this application as Social Housing for 60 years or the life of the building, whichever is greater.

**Vacancy Rates** – Vancouver has exhibited historically low vacancy rates during the last 30 years. In 2019, the vacancy rate based on the CHMC Market Rental Survey for the East Hastings neighbourhood, which includes Grandview-Woodland, is 0.6%. This means that six out of every 1,000 market rental units in this area were empty and available for rent. A vacancy rate of 3.0 to 5.0% represents a balanced market.

**Existing Tenants and Tenant Relocation Plan** – If Council approves this application, the 27 units of social housing which were destroyed by fire on this site, would be replaced with 84 new social housing units. Former tenants will have an opportunity to return to their neighbourhood by exercising a right of first refusal for units in the new building, which are both appropriate to their household size, and at rents affordable to them.

In response to the fire in 2017, VNHS rehoused the displaced tenants in other social housing buildings within their portfolio, or with partner non-profits, promptly and at no cost to their tenants. Since then and prior to making the application, the applicant has engaged the former tenants in the redevelopment plans, seeking to accommodate their needs in the design of the new building. An offer of right of first refusal, at rents that are affordable to them, has been extended. While the fire predates current policies, the tenant relocation strategy submitted with the application and proposed to be implemented, meets the 2019 Tenant Relocation and Protection Policy (TRPP).

The City's TRPP acknowledges that non-market housing providers and residents face different needs compared to those of market housing and so it provides a separate framework for tenant protection and relocation. The TRPP requires a non-profit or co-op society to:

1. Ensure permanent rehousing options that limit disruptions to residents
2. Maintain affordability for existing residents
3. Support relocation including consideration of tenants' special circumstances
4. Provide advanced and ongoing communication and engagement with residents
5. Provide Right of First Refusal to return to the building
6. Provide monitoring and reporting to the City

The applicant has provided a draft Tenant Relocation Plan, which will be secured as a condition of rezoning (summarized in Appendix C). A final Tenant Relocation Plan will be required prior to issuing a development permit, and a final Tenant Relocation Report prior to issuing an occupancy permit. All tenancies are protected under the *BC Residential Tenancy Act* that governs how residential properties are rented, and includes specific provisions around ending tenancies. Any disputes would be resolved through the Residential Tenancy Branch.

## **5. Transportation and Parking**

Vehicle parking is provided in one level of underground parking, access from the lane. The application proposes 21 vehicle parking spaces and 161 bicycle spaces. The application must meet the requirements of the Parking By-law.

The site is well served by transit with bus service approximately 140 m from the site. The Adanac Bikeway and Mosaic Bikeway are also located within two and three blocks from the site.

Engineering conditions related to transportation and public realm improvements are included in Appendix B.

## **6. Environmental Sustainability and Natural Assets**

**Green Buildings** – The *Green Buildings Policy for Rezoning* (amended by Council on May 2, 2018) requires that residential rezoning applications satisfy either the near zero emission buildings or low emissions green buildings conditions within the policy.

This application has chosen to satisfy the *Green Buildings Policy for Rezoning* under the near zero emissions buildings requirements, and the proposed building has opted to pursue Passive

House certification. Passive House is a world-leading standard for energy efficiency in buildings, and the process of design and certification to this standard significantly advances local construction practices toward zero emissions buildings. The applicant has submitted a letter from a certified Passive House designer that the building, as designed, is capable of achieving Passive House certification.

**Natural Assets** – The *Urban Forest Strategy* was developed to find ways to help preserve, protect, and strengthen Vancouver’s urban forest and tree canopy for the future. The *Protection of Trees By-law* aims to maintain a healthy urban forest by requiring permission to be granted to remove trees that meet certain conditions. The intent is to retain and protect as many healthy, viable trees as possible, while still meeting the challenges of development, housing priorities, and densification. This is in keeping with City goals to achieve resilient and healthy natural systems in our urban areas. A ‘by-law sized tree’ has a tree trunk diameter of 20 cm or greater requires a tree permit when it is proposed to be removed.

There are 20 trees contained on the site, including five trees that straddle the property line between the adjacent properties. Of the 20 trees on site, six are proposed for retention and 14 for removal because they are in conflict with the proposed building envelope and underground parking. There is a mixture of diverse trees that includes Linden, Pine, Magnolia, Holly, Yew, Cedar, Pear, Locust, Photinia, and Spruce. An estimated 19 new trees will be planted within the project site that includes BC Native or adaptive species. The final number of trees will be determined at the development permit stage.

There are no natural water courses on the site.

### **Public Input**

**Public Notification** – A rezoning information sign was installed on the site on June 10, 2020. Approximately 2,635 notification postcards were distributed within the neighbouring area on or about September 10, 2020. Notification and application information, as well as an online comment form, was initially provided on the Rezoning Centre’s applications webpage ([vancouver.ca/rezapps](http://vancouver.ca/rezapps)) and subsequently re-directed to the City’s new digital engagement platform *Shape Your City Vancouver* ([shapeyourcity.ca](http://shapeyourcity.ca)).

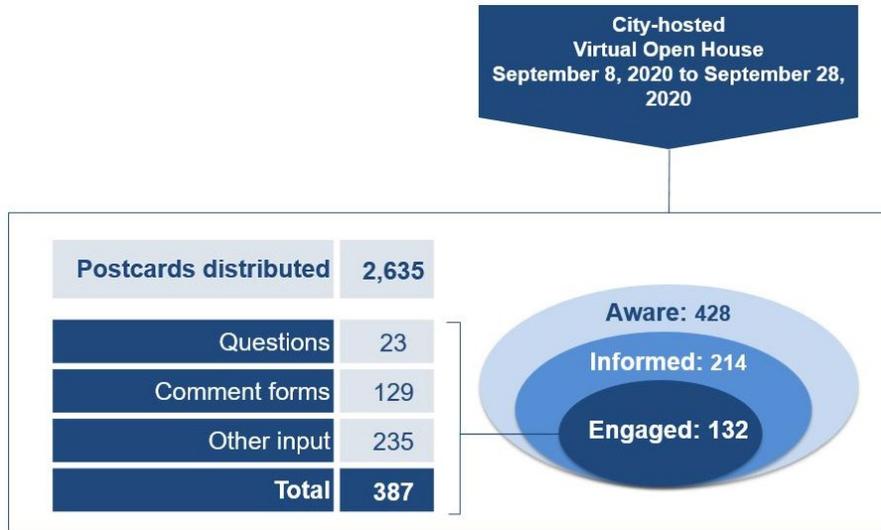
**Virtual Open House** – In-person open houses were put on hold based on the provincial health authority’s restrictions for public gatherings due to the COVID-19 pandemic. In lieu of an in-person event, a virtual open house was held from September 8, 2020 to September 28, 2020 on the Shape Your City platform. The virtual open house consisted of an open-question online event where questions were submitted and posted with a response over a period of three weeks. Digital presentations from the City and the applicant were posted for online viewing, along with a digital model representation of the proposed application.

Due to the pandemic, a virtual engagement strategy was put in place to ensure the City’s process for public discussion and obtaining feedback was maintained. This virtual approach allowed people to access materials online and engage at different levels at a time and location of their choosing. An extended virtual open house period allowed people to ask questions regarding the proposal, which staff actively monitored and responded to publicly.

**Public Response and Comments** – Public input was received throughout the application process through online questions and comment forms, and by email and phone. A total of 387 submissions were received. Of the 343 online comment forms submitted, 129 had responded through Shape Your City, which included an optional question asking for an overall

position on the application. A summary of all public responses is found in appendix D.

**Figure 8: Overview of Notification and Responses**



Appendix D provides a detailed summary of the results of the public consultation. The numbers above do not include multiple correspondence received from the same respondent, however all comments were assessed. Generally, comments of support fell within the following areas:

- Provision of affordable and culturally relevant housing for Indigenous people
- Building design which references Indigenous culture
- Building height and density
- Passive House
- Number of family units
- Proximity to transit

Generally, comments of concern fell within the following areas:

- Building height, density, and massing
- Insufficient parking

**Staff Response** – Public feedback has assisted staff with assessment of the application. Response to key feedback is as follows:

*Building Height, Density and Massing* – Members of the public raised concerns the proposed density and height is out of scale with the residential neighbourhood and better suited along commercial streets. As described in the Policy Context section of this report, the *Grandview-Woodland Community Plan* allows for increased height and density for the delivery of social housing. Design conditions are provided in Appendix B to assist with transition of the proposed development into the neighbourhood context.

The City's *Housing Vancouver Strategy* aims to build a significant number of social and supportive housing units over a 10-year period due to a large need for affordable housing

across the city. One of the key strategies identified in the *Housing Vancouver Strategy* includes strengthening partnerships with non-profit and Indigenous community members to deliver more affordable housing. The proposed development assists with these goals and provides housing options that serve a significant need in the community.

*Parking* – Reduced parking requirements lower the overall project cost to support the delivery of new social housing. The parking provisions will comply with the Parking By-law.

### **PUBLIC BENEFITS**

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

**Development Cost Levies** – DCLs collected from development help pay for facilities made necessary by growth including parks, childcare facilities, replacement housing (social/non-profit housing) and various engineering infrastructure.

This site is subject to City-wide DCL and City-wide Utilities DCL; however, under provisions of the Vancouver Charter and the City-wide DCL and City-wide Utilities DCL By-laws, the social housing component of the project is exempt from DCLs. Based on the rates in effect as of September 30, 2020, the value of the exemption is estimated at \$1,835,180.

**Public Art Program** – The proposed floor area is below the minimum threshold of 9,290 sq. m (100,000 sq. ft.), therefore no public art contribution will arise from this application.

**Community Amenity Contributions (CACs)** – 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. Such a CAC is typically made through the provision of either on-site amenities or a cash contribution towards other public benefits and they take into consideration community needs, area deficiencies and the impact of the proposed development on City services.

The *Community Amenity Contributions Through Rezoning* policy provides an exemption for social housing that meets the DCL By-law definition.

**Social Housing** – The applicant has proposed that the approximately 84 residential units be delivered and secured as social housing. The public benefit accruing from these units is their contribution to the city's social housing stock secured for the longer of the life of the building or 60 years.

The units will be secured by a Housing Agreement and Section 219 covenant to be registered on title and requires that a minimum of 32% of the rental units shall be rented to households with an income of no more than the BC Housing Income Limits at a rent that is no more than 30% of their household income. The Housing Agreement will also include covenants that will prohibit the stratification and/or separate sale of individual units, and rental for a term of less than one month at a time. VNHS is seeking funding from various programs including BC Housing's Indigenous Housing Fund (IHF) and the City's Community Housing Incentive Program (CHIP) to deepen affordability offered by the project, which if secured, would provide the ability for VNHS to exceed the proposed affordability criteria.

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

**FINANCIAL IMPLICATIONS**

The social housing component is exempt from both the City-wide DCL and the Utilities DCL under the provisions for social housing in the Vancouver Charter and in the DCL By-laws. Based on rates in effect as of September 30, 2020, the value of that exemption is estimated to be \$1,835,180.

The affordability requirements for the site will be secured through a Housing Agreement and Section 219 Covenant as set out in Appendix B. These will ensure that a minimum of 32% of the units are rented to households which earn under the BC Housing Income Limits (HILs) levels for rents that are no more than 30% of household income.

Consistent with Council policy on social housing projects, the project is expected to be self-sustaining over the long-term and does not require further operating subsidies and property tax exemptions from the City.

**CONCLUSION**

Staff have reviewed the application to rezone the site at 1766 Frances Street from RM-4 to CD-1 to permit development of 84 social housing units and to allow childcare programming for before-and-after-school care. Staff assessment of this rezoning application has concluded that the proposed form of development is an appropriate urban design response to the site and its context, and that the application, along with the recommended conditions of approval, is consistent with the objectives of the *Grandview-Woodland Community Plan*. If approved, this application would contribute to the City's housing and reconciliation goals by providing 84 new secured social housing units.

The General Manager of Planning, Urban Design and Sustainability recommends that the rezoning application be referred to Public Hearing, together with a draft CD-1 By-law as generally shown in Appendix A. Further, it is recommended that, subject to the Public Hearing, the application including the form of development, as shown in the plans in Appendix D, be approved in principle, subject to the applicant fulfilling the Conditions of Approval in Appendix B.

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**1766 Frances Street  
DRAFT 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. 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, of By-law No. 3575.

*[Note: Schedule A, not attached to this appendix, is a map that appends the City of Vancouver zoning map. Should the rezoning application be referred to public hearing, Schedule A will be included with the draft by-law that is prepared for posting.]*

**Designation of CD-1 District**

2. The area shown within the heavy black outline on Schedule A is hereby designated CD-1 ( ).

**Uses**

3. 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 of Development Permit Board will issue development permits are:
  - (a) Dwelling Uses, limited to Multiple Dwelling;
  - (b) Retail Uses, limited to Public Bike Share;
  - (c) Institutional Uses, limited to Child Day Care Facility; and
  - (d) Accessory Uses customarily ancillary to the uses permitted in this Section 3.

**Conditions of Use**

- 4.1 All residential floor area must be used for social housing.
- 4.2 The design and layout of at least 35% of the dwelling units must:
  - (a) be suitable for family housing;
  - (b) include two or more bedrooms; and
  - (c) comply with Council's "High-Density Housing for Families with Children Guidelines".

4.3 There shall be no dwelling units above the 9th storey.

### Floor Area and Density

5.1 Computation of floor space ratio must assume that the site consists of 1,497.8 m<sup>2</sup> being the site size at the time of the application for the rezoning evidenced by this By-law, prior to any dedications.

5.2 The floor space ratio for all uses must not exceed 4.06.

5.3 Mechanical space located above ground and not on the roof must not exceed a floor space ratio of 0.17.

5.4 Computation of floor area must include all floors of all buildings, including earthen floor, above and below ground level, having a minimum ceiling height of 1.2 m, measured to the extreme outer limits of the building.

5.5 Computation of floor area must exclude:

- (a) open residential balconies or sundecks and any other appurtenances, which in the opinion of the Director of Planning are similar to the foregoing, except that:
  - (i) the total area of all such exclusions must not exceed 12% of the permitted floor area; and
  - (ii) the balconies must not be enclosed for the life of the building;
- (b) patios and roof gardens, if the Director of Planning first approves the design of the sunroofs and walls;
- (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, whose floors or portions thereof so used that are at or below base surface, except that the exclusion for a parking space must not exceed 7.3 m in length;
- (d) amenity areas, recreational facilities and meeting rooms accessory to a residential use, to a maximum total area of 10% of the total permitted floor area; and
- (e) all residential storage area above or below base surface, except that if the residential storage area above base surface exceeds 3.7 m<sup>2</sup> for a dwelling unit, there will be no exclusion for any of the residential storage area above base surface for that unit.

5.6 The use of floor area excluded under section 5.5 must not include any use other than that which justified the exclusion.

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## Building Height

6. Building height, measured from base surface to top of parapet, must not exceed 29.3 m.

## Horizontal Angle of Daylight

- 7.1 Each habitable room must have at least one window on an exterior wall of a building.
- 7.2 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.
- 7.3 Measurement of the plane or planes referred to in section 7.2 must be horizontally from the centre of the bottom of each window.
- 7.4 The Director of Planning or Development Permit Board may relax the horizontal angle of daylight requirement if:
- (a) the Director of Planning or Development Permit Board first considers all the applicable policies and guidelines adopted by Council; and
  - (b) the minimum distance of unobstructed view is not less than 3.7 m; or
  - (c) the habitable room is an inboard bedroom within a three-bedroom unit assigned to moderate income households.
- 7.5 An obstruction referred to in section 7.2 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 ( ).
- 7.6 A habitable room referred to in section 7.1 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 m<sup>2</sup>.

## Zoning and Development By-law

8. Sections 2 through 14 of the Zoning and Development By-law apply to this CD-1 ( ).

**1766 Frances Street  
CONDITIONS OF APPROVAL**

*Note: If the application is referred to a public hearing, these Conditions of Approval will be referenced in the Summary and Recommendations included in the hearing agenda package. Any changes to the conditions approved by Council will be contained in its decision. Applicants are advised to consult the hearing minutes for any changes or additions to these conditions.*

**PART 1: CONDITIONS OF APPROVAL OF THE FORM OF DEVELOPMENT**

*Note: Consideration by Council at the public hearing of the proposed form of development is in reference to plans prepared by GBL Architects, received June 1, 2020, and provides that the Director of Planning may allow minor alterations to this form of development when considering the detailed scheme of development submitted with the development application.*

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**

1.1 Design development to ensure its impact on its surroundings do not increase by:

- (a) maintaining the setbacks for all floors as shown in the rezoning application for all subsequent stages; and
- (b) demonstrating at subsequent stages of the development process that the shadows cast will not exceed what is shown in this rezoning.

Note to Applicant: Attention should be shown for the height, transparency and placement of parapets, guardrails, weather awnings and vertical circulations proposed further in the development process to ensure these elements do not enlarge the shadow. Maintain the wider setbacks for the top three floors to maintain the building's expression as a primary six-storey base volume with a smaller secondary volume on top rather than a monolithic nine-storey structure in order to mitigate the appearance of bulk and height.

1.2 Design development to consider using a lighter and more transparent cladding and wall treatment for the topmost three floors.

Note to Applicant: Using a lighter material for the top three floors is intended to draw more contrast between the bottom six-storey volume and the top volume. This contrast is intended to allow the bottom volume to stand more prominently and reinforce the massing as a six-storey volume with a minor top volume perched above.

1.3 Design development to improve the usability of amenity areas by:

- (a) enlarging the indoor and/or outdoor spaces on the ground and seventh floors;
- (b) relocate the laundry room or reposition its entry to ensure it does not share a common vestibule with the waste receptacle room; and
- (c) work with City staff to produce an optimal childcare space on the ground floor.

Note to Applicant: Enlargement of the amenity areas, especially the indoor amenity room on the seventh floor should not result in pushing the primary exterior wall-planes of that floor outwards so as to reduce the setbacks or increase the shadow extents. Enlargement of the amenity areas may be more a matter of shifting some of the interior walls and/or relocating the position of the units, amenity rooms and other spaces for more optimal usage, orientation and relation to outdoor spaces.

- 1.4 Design development to improve the general privacy for residents of the proposed building as well as adjacent neighbours by ensuring the following measures are carried throughout subsequent permitting stages:
- (a) living rooms' primary window should face either Frances Street or the lane, and not the side yards;
  - (b) decks facing the side yards on the seventh floor should have adequate planters as screens;
  - (c) more solid-walls on the uppermost three floors' side-yard facing walls;
  - (d) planters along the side yards on the ground floor; and
  - (e) provide reflected elevations of the window locations of the adjacent buildings on the side.
- 1.5 Identification on the architectural and landscape drawings of any built features intended to create a bird friendly design.

Note to Applicant: Refer to the *Bird-Friendly Design Guidelines* for examples of built features that may be applicable. For more information, see the guidelines at: <http://guidelines.vancouver.ca/B021.pdf>.

### **Crime Prevention through Environmental Design (CPTED)**

- 1.6 Provision at the time of the Development Permit application for Crime Prevention Through Environmental Design (CPTED) strategies, including:
- (a) having particular regard for mischief in alcoves and vandalism such as graffiti;
  - (b) consideration of mail theft in the design and location of mailboxes;
  - (c) consideration of residential break and enter;
  - (d) provision of outdoor common area and path lighting; and
  - (e) provisions for visibility and security in the underground parking garage in accordance with the Parking By-law, including:
    - (i) providing 24-hour overhead lighting at exit doors and step lights;
    - (ii) providing white-painted walls, and;
    - (iii) ensuring a high degree of visibility at doors, lobbies, stairs, and other access routes.

Note to Applicant: Light fixture types, locations, and illumination levels should be indicated on the landscape or site plans, and should be integrated into the site and building design. Site lighting should address strategies for path and exit lights, wayfinding, security, decoration, and mail delivery. Exterior lights should be oriented away from adjacent residential properties.

## Landscape

- 1.7 Design development to the tree retention strategy to explore the retention of Tree #4, in addition to the proposed retention of site trees #s 1, 3 and 14, with confirmation by a revised arborist report to provide detailed methods of protection.

Note to Applicant: It appears there is sufficient space in the north setback area for the additional retention of Tree #4, as advised at the time of rezoning Enquiry. Revisions to the parkade may be required. For Tree #14, it appears the setback given by arborist may not be sufficient and a larger protection zone may be required. The revised report should discuss distance to excavation needed or reasons for the substandard setback proposed, confirming viable safe retention. Tree #7 appears to be a shared ownership tree. A Letter of Consent from the adjacent property owner for its proposed removal is required, or enabling the retention of this tree is required.

- 1.8 Design development to improve the outdoor amenity areas on the ground level and Level 7, as follows:
- (a) increase the size of both ground-level and Level 7 outdoor spaces for improved functionality, expanding programming and livability;
  - (b) relocate the Children's Play area on Level 7 to the south-facing area, for improved solar orientation; and
  - (c) increase width of planting buffers at east side yards for privacy to adjacent neighbours, enabling minimum of two rows of evergreen woody plants.
- 1.9 Design development to improve the sustainability strategy, as follows:
- (a) confirm the provision of green roofs on all available flat rooftops, with sections and depth of soil dimensions;
  - (b) provide high quality materials to all landscape areas for durability into the future;
  - (c) add substantially more landscape around all common entry areas, to accent and soften them;
  - (d) add vines to any blank wall facades, ensuring the vine support is sturdy and low maintenance (avoid high maintenance modular "green wall" systems); and
  - (e) add edible plants, which can be used as ornamentals as part of the landscape design, in addition to urban agriculture plots.

- 1.10 Design development to locate, integrate and fully screen parking garage vents in a manner which minimizes their impact on the architectural expression and the project's open space and public realm.
- 1.11 Design development to the Integrated Rainwater Management Strategy to explore opportunities for onsite rain water infiltration and soil absorption, as follows:
- (a) maximize natural landscape best management practices;
  - (b) minimize the necessity for hidden mechanical water storage;
  - (c) increase the amount of planting to the rooftop areas, where possible;
  - (d) consider linear infiltration bio-swales along property lines, at lower site areas;
  - (e) use permeable paving;
  - (f) employ treatment chain systems (gravity fed, wherever possible); and
  - (g) use grading methods to direct water to soil and storage areas.

Note to Applicant: Refer to the City of Vancouver Integrated Rainwater Management Plan (I.R.M.P), Vol.1 & 2 for further information. A consulting engineer (subject matter expert) will need to be engaged and early phase soil analysis will be needed. Further comments may be outstanding at the development permit stage.

- 1.12 Provision of plans, plan details and documentation/calculations that support integrated rainwater management, including absorbent landscapes, soil volumes and detention systems, as follows:
- (a) detailed storm water report with calculations describing how the various best management practices contribute to the quality and quantity targets;
  - (b) a separate soil volume overlay plan with schematic grading indicating intent to direct rainwater to infiltration zones; and
  - (c) an overlay plan that shows amount and ratio of vegetative cover (green roof), permeable/impermeable hardscaping and notations describing the storage location of rainwater falling on each surface, including roofs.

Note to Applicant: The sustainable summary water balance calculations assume soil volumes are capable of receiving rainwater are only valid if water is directed from hard surfaces to infiltration zones.

- 1.13 Provision of coordination between Landscape Plan and architectural Site Plan, for most updated information.
- 1.14 Provision of complete information, such as detail references and schedules, confirming all landscape elements.
- 1.15 Provision of a detailed Landscape Plan illustrating soft and hard landscaping.

Note to Applicant: The plans should be at 1/8": 1 ft. scale minimum. The Plant list should include the common and botanical name, size and quantity of all existing/ proposed plant material. Plant material should be clearly illustrated on the Plan and keyed to the Plant List. The landscape plan should include the public realm treatment (to the curb) and all

existing or proposed street trees, adjoining walkways, surface materials, PMT/Vista transformers and public utilities such as lamp posts, hydro poles, fire hydrants.

- 1.16 Provision of detailed architectural and landscape cross sections (minimum 1/4" inch scale) through common open spaces, semi-private patio areas and the public realm.

Note to Applicant: The sections should illustrate, the slab design and location, the soil profile, tree root ball, tree canopy and any associated landscaping. For private patios and amenity areas, illustrate and dimension planters on slab, planter sizes (inside dimension), soil, root ball, retaining walls, steps, patios and portions of the adjacent building, such as residential units or amenity rooms.

- 1.17 Provision of a "Tree Management Plan".

Note to Applicant: It is preferred that the arborist tree management plan become the primary document for tree removal/ protection related matters.

- 1.18 Provision of an arborist "letter of undertaking" to include signatures by the owner, contractor and arborist.

Note to Applicant: The signatures confirm that all parties are aware of the roles and responsibilities and that the project is on track to satisfy the steps and recommendations outlined by the arborist. For example, advanced planning will be needed to ensure that certain works, such as site supervision checkpoints, are coordinated.

- 1.19 Coordination for the provision of new street trees or any proposed City-owned tree removals adjacent to the development site, where applicable.

Note to Applicant: New street trees to be shown and confirmed on the development permit plans. Contact Engineering (604.871.6131) to confirm tree planting locations and Park Board (604.257.8587) for tree species selection and planting requirements. Provide a notation on the plan as follows, "*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 deep. Planting depth of root ball must be below sidewalk grade. Call Park Board for inspection after tree planting completion*".

- 1.20 Provision of high efficiency irrigation for all planted areas and hose bibs for all patios and common areas greater than 100 sq. ft.

Note to Applicant: On the plan, illustrate irrigation connection points and hose bib symbols accurately and provide a highlighted note to verify the irrigation is to be designed and constructed. Hose bibs are requested to encourage patio gardening and hand-watering on private patio and amenity decks.

- 1.21 Provision of an outdoor Lighting Plan.

## Sustainability

- 1.22 All new buildings in the development will meet the requirements of the *Green Buildings Policy for Rezoning* (amended May 2, 2018), including all requirements for Near Zero Emissions Buildings (i.e. Passive House certified or alternate near zero emissions standard approved by the Director of Sustainability). The requirements for Near Zero Buildings are summarized at <http://guidelines.vancouver.ca/G015.pdf>

Note to Applicant: The applicant will be required to demonstrate that the development is on track to achieve the above requirements at each stage of permit. For more detail on the above requirements and what must be submitted at each stage, refer to the most recent bulletin *Green Buildings Policy for Rezoning – Process and Requirements* (amended June 14, 2019 or later).

## Zero Waste

- 1.23 In order to minimize waste, a salvage strip-out must be done to remove fixtures, systems, and elements such as doors, deck, and fencing, for reuse. Any buildings which are not already subject to the Green Demolition By-law must achieve a 75% recycling rate for demolition. Buildings subject to the Green Demolition By-law must meet the by-law requirements in place at the time of the demolition permit application.

## Engineering Services

- 1.24 Parking, loading and bicycle spaces must be provided and maintained in accordance with the requirements of the Vancouver Parking By-law.
- 1.25 The owner or representative is advised to contact Engineering to acquire the project's permissible street use. Prepare a mitigation plan to minimize street use during excavation & construction (i.e. consideration to the building design or sourcing adjacent private property to construct from) and be aware that a minimum 60 days' lead time for any major crane erection / removal or slab pour that requires additional street use beyond the already identified project street use permissions.
- 1.26 Provision of construction details to determine ability to meet municipal design standards for shotcrete removal (Street Restoration Manual section 02596 and Encroachment By-law (#4243) section 3A) and access around existing and future utilities adjacent your site.

Note to Applicant: Detailed confirmations of these commitments will be sought at the building permit stage with final design achievements certified and confirmed with survey and photographic evidence of removals and protection of adjacent utilities prior to building occupancy. Provision of written acknowledgement of this condition is required. Please contact [StreetUseReview@vancouver.ca](mailto:StreetUseReview@vancouver.ca) for details.

- 1.27 Provision of any gas service to connect directly to the building without any portion of the service connection above grade within the road right of way.
- 1.28 Submission of a letter confirmation construction dewatering is a Water Use Purpose under the Water Sustainability Act requiring a provincial Approval or License.

Note to Applicant: Applications for provincial Approvals or Licenses can be completed online. The application will be received and accepted into the province's online system, and the provincial authorizations team strives for 140 days to get the approval to the applicant. The approval holder must be able to produce their approval on site so that it may be shown to a government official upon request. Dewatering before this approval is granted is not in compliance with the provincial Water Sustainability Act

- 1.29 Submission of an updated landscape and site plan to reflect the public realm changes including all of the off-site improvements sought for this rezoning. Where a design or detail is not available please make note of the improvement on the site and/or landscape plans. The landscape plan is to include the following:

(a) A note that says: "NOT FOR CONSTRUCTION" and is to be submitted for review to Engineering Services a minimum of 8 weeks prior to the start of any construction proposed for public property. No work on public property may begin until such plans receive "For Construction" approval and related permits are issued. Please contact Engineering, Development Services and/or your Engineering, Building Site Inspector for details."

- 1.30 Provision of City building grades to be shown on the site plan and landscape plans. Design elevations are required on both sides of all new entrances.

Note to Applicant: Ensure that all design elevations are located on property line adjacent to all entrances.

- 1.31 Design development to improve access and design of bicycle parking and comply with the Bicycle Parking Design Supplement.

(a) Provision of automatic door openers for all doors providing access to Class A bicycle storage.

(b) Provision of minimum 10% bicycle lockers as per By-law.

(c) Provision of Class B bicycle parking spaces fully on private property.

Note to Applicant: Racks must be usable for all ages and abilities.

- 1.32 Design development to improve access and design of loading spaces and comply with the Parking and Loading Design Supplement.

(a) Provision of 1 Class A passenger loading space to be located at grade.

Note to Applicant: Minimum 4.0 m width and 5.5 m length.

- 1.33 Design development to improve the parkade layout and access design and comply with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services, including the following:

(a) Column encroachments, setbacks and parking space widths to comply with the Parking and Loading Design Supplement.

Note to Applicant: Column encroachments are not permitted in single module stalls.

- (b) Provision of a residential gate to separate the visitor parking and the residential parking spaces.

1.34 Provision of the following information is required for drawing submission at the Development Permit stage to facilitate a complete Transportation review:

- (a) A complete tech table is required showing the calculations for the minimum required parking, loading, bicycle spaces and the number of spaces being provided.
- (b) All types of parking and loading spaces individually numbered, and labelled on the drawings.
- (c) Dimension of column encroachments into parking stalls.
- (d) Show all columns in the parking layouts.
- (e) Dimensions for typical parking spaces.
- (f) Dimensions of additional setbacks for parking spaces due to columns and walls.
- (g) Dimensions of manoeuvre aisles and the drive aisles at the parkade entrance and all gates.
- (h) Section drawings showing elevations and minimum vertical clearances for parking levels, loading bays, ramps, and security gates. These clearances must consider mechanical projections and built obstructions.
- (i) Areas of minimum vertical clearances labelled on parking levels.
- (j) Design elevations on both sides of the ramps and drive aisles at all breakpoints, loading bays, disability spaces, and at all entrances. The slope and length of the ramped sections at all breakpoints to be shown on the submitted drawings.
- (k) Indicate the stair-free access route from the Class A bicycle spaces to reach the outside. Stair ramps are not generally acceptable.
- (l) Existing street furniture including bus stops, benches etc. to be shown on plans.
- (m) The location of all poles and guy wires to be shown on the site plan.

## Housing

1.35 That the proposed unit mix, 64% studios and one-bedroom units, 17% two-bedroom units, 7% three-bedroom units, and 12% four-bedroom units, be included in the Development Permit drawings.

Note to Applicant: The unit mix may be varied under the discretion of the Director of Planning or Development Permit Board. Any variation will be considered in the context of the *Grandview-Woodland Community Plan (2016)*, which seeks to ensure 50% family housing in non-market developments subject to financial viability.

- 1.36 Prior to development permit issuance, revised drawings and information shall be submitted to the satisfaction of the Director of Planning, clearly indicating the proposed total unit mix of studios and one-, two-, three- and four-bedroom units.

Note to applicant: The unit mix may be varied under the discretion of the Director of Planning or Development Permit Board.

- 1.37 The building is to comply with the *High-Density Housing for Families with Children Guidelines*, including the provision of:
- (a) an outdoor children's play area, with adjacent seating with direct line of sight to the play area;
  - (b) a minimum of 2.3 sq. m. (24.7 sq. ft.) of bulk storage for each dwelling unit; and
  - (c) wheelchair accessible washroom and kitchenette within the multi-purpose indoor amenity space.
- 1.38 Prior to issuance of development permit, applicant to display a sign on the site, throughout construction, that acknowledges that social housing is being provided as part of the City of Vancouver's initiatives. Sign design, format, and location to be approved by the City.

## **PART 2: CONDITIONS OF BY-LAW ENACTMENT**

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 Engineering Services and the General Manager of Planning, Urban Design and Sustainability (or successors in function), as necessary, and at the sole cost and expense of the owner/developer, make arrangements for the following:

### **Engineering Services**

- 2.1 Provision of a Services Agreement to detail the on-site 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 is provided. The timing for the delivery of the Services shall be determined by the General Manager of Engineering Services in his sole discretion and holds shall be placed on such permits as deemed necessary in his sole discretion. Except as explicitly provided for in Conditions 2.2 and 2.3, the Services are not excess and/or extended services and the applicant is not entitled to a Latecomer Agreement.

- (a) Provision of adequate water service to meet the fire flow demands of the project. Based on the confirmed Fire Underwriter's Survey Required Fire Flows and domestic flows submitted by R.F. Binnie & Associates Ltd. dated April 27, 2020, no water main upgrades are required to service the development.

Note to Applicant: The main servicing the proposed development is 200mm along Frances Street. Should the development require water service connections larger than 200mm, the developer shall upsize the existing main on Frances Street to the satisfaction of the General Manager of Engineering Services. The developer is responsible for 100% of the cost of the upgrading. Should the development's Fire Underwriter's Survey Required Fire Flow calculation change as the building design progresses, a resubmission to the City of Vancouver Waterworks Engineer is required for re-evaluation of the Water System.

- (b) Provision of adequate sewer (storm and sanitary) service to meet the demands of the project.

The post-development 10-year flow rate discharged to the storm sewer shall be no greater than the 10-year pre-development flow rate. The pre-development estimate shall utilize the 2014 IDF curves, whereas the post-development estimate shall utilize the 2100 IDF curves to account for climate change.

Note to Applicant: Development to be serviced to the existing 200 mm SAN and 300 mm STM sewers in Frances Street.

Note to Applicant: Groundwater requirements are not currently an immediate concern at this site. The City may require a Hydrogeological Study, Groundwater Management Plan, and/or Impact Assessment if dewatering rates are significant or concerning, to the City's discretion. The developer is advised to undertake adequate investigations to understand the site groundwater conditions early on in the planning and design process.

- (c) Provision of upgraded street lighting (roadway and sidewalk) adjacent to the site to current City of Vancouver (COV) standards and Illuminating Engineering Society of North America (IESNA) recommendations.

Note to Applicant: Provision of a lighting simulation is required.

- (d) Provision of intersection lighting upgrades at Salisbury Drive and Frances Street to current COV standards and IESNA recommendations.

Note to Applicant: Provision of a lighting simulation is required.

- (e) Provision of new or replacement duct banks adjacent the development site that meet current City standards. Duct banks are to consist of electrical and communication ducts sized to meet City needs in a configuration acceptable by the General Manager of Engineering Services and in conformance with applicable electrical codes and regulations. A detailed design will be required prior to the start of any associated street work. The only acceptable method of COV electrical ducts (if required) installation across Frances Street is directional

drilling to preserve existing granite curb and existing pavers in the roadway.

- (f) Confirmation that any relocated wood poles in the lane adjacent the site will not impact existing lane lighting, should any relocated pole include lighting impacts, upgrading of the lane lighting to current standards will be required.
- (g) Provision of new pad mounted service cabinet/kiosk if voltage drop for proposed lighting upgrade does not comply with Canadian Electrical Code (CEC).
- (h) Street improvements along Frances Street adjacent to the site and appropriate transitions including the following:
  - (i) 2.14 m (7') wide broom-finish saw-cut concrete sidewalk; and
  - (ii) adjustment to all existing infrastructure to accommodate the proposed street improvements.

Note to Applicant: Standard COV surface treatments for all sidewalks and hardscape boulevards on COV dedicated property.

- (i) All street improvements adjacent to the site are required to preserve the existing specialty treatments along Frances Street. Specialty treatments along Frances Street include the existing roadway pavers and the existing granite curbs.
- (j) All utility cuts on Frances Street to be restored with the existing roadway paver surface and the existing granite curbs. If required, existing pavers and granite curbs are to be removed and replaced during roadway construction.
- (k) All utility cuts in the laneway are to be restored to COV "Higher-Zone Streets/Lanes" specifications.
- (l) Mill and regrade lane to centerline to accommodate COV supplied building grades.
- (m) Provision of the installation of parking regulatory signage on streets adjacent to the site to the satisfaction of the General Manager of Engineering Services.

Note to Applicant: Design details of off-site improvements to be finalized at the development permit stage.

2.2 Provision of one or more Latecomer Agreements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the following works, which constitute excess and/or extended services:

- (a) Provision of intersection lighting upgrades at Salsbury Drive and Frances Street to current COV standards and IESNA recommendations.

Note to Applicant: The benefiting area for these works is identified as the properties at the four corners of the intersection to midway of each block face east and west and to the lane north and south.

2.3 Provision of one or more Latecomer Agreements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for and only if the following works constitute excess and/or extended services:

- (a) Provision of new pad-mounted service cabinet/kiosk (if required).

Note to Applicant: Benefiting area to be determined upon review of Canadian Electrical Code review for lighting upgrades.

2.4 Engineering Services will require all utility services to be underground for this “conditional” development. All electrical services to the site must be primary with all electrical plant, which include but not limited to System Vista, Vista 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. The applicant shall provide written confirmation from BC Hydro that all required electrical plant is provided for on-site.

Note to Applicant: Submission of a Key Plan to the City for review and approval prior to submission of any third party utility drawings. The Key Plan shall meet the specifications in the City of Vancouver Engineering Design Manual Section 2.4.4 Key Plan (<https://vancouver.ca/files/cov/2015-002-clearances-from-the-existing-bc-hydro-high-voltage-overhead-conductors-and-transformers.pdf>). All third party service lines to the development shall be shown on the plan (e.g., BC Hydro, Telus, Shaw, etc. The review of third party utility service drawings will not be initiated until the Key Plan is defined. For questions on this requirement, please contact Utilities Management Branch at 604-829-9447 or at [umb@vancouver.ca](mailto:umb@vancouver.ca)

## Sustainability

2.5 Enter into such agreements as the General Manager of Planning, Urban Design & Sustainability and the Director of Legal Services determine are necessary to require the owner to report energy use data, on an aggregated basis, for the building as a whole and for certain common areas and building systems. Such agreement or agreements will also provide for the hiring of a qualified service provider to assist the owner for a minimum of three years in collecting and submitting energy use data to the City.

## Housing

2.6 Make arrangements to the satisfaction of the General Manager of Planning, Urban Design and Sustainability and the Director of Legal Service to enter into a Housing Agreement and Section 219 Covenant securing all dwelling units as social housing for 60 years or life of the building, whichever is greater, which will contain the following terms and conditions:

- (a) A no separate sales covenant;
- (b) A no stratification covenant;
- (c) A provision that none of such units will be rented for less than one month at a time;

- (d) A requirement that all such units comply with the definition of "Social Housing" in the applicable DCL By-law;
- (e) A requirement that not less than 32% of the social housing units will be occupied only by households with incomes below the then current applicable Housing Income Limits, as set out in the current "Housing Income Limits" table published by the British Columbia Housing Management Commission, or equivalent publication, and each rented at a rate no higher than 30% of the aggregate household income of the members of the household occupying such social housing unit;
- (f) If Council, in its sole discretion, approves any financial grants for the purpose of enabling deeper levels of affordability in the project, terms and conditions necessary to secure such affordability as set out in the grant approval; and
- (g) Such other terms and conditions as the General Manager of Planning Urban Design and Sustainability and the Director of Legal Services may in their sole discretion require.

Note to Applicant: This condition will be secured by a Housing Agreement to be entered into by the City by by-law enacted pursuant to section 565.2 of the Vancouver Charter.

2.7 Enter into a Section 219 Covenant and/or such other agreements as the General Manager of Arts, Culture and Community Services and the Director of Legal Services determine are necessary to require the applicant to:

- (a) Provide a Tenant Relocation Plan to the satisfaction of the General Manager of Arts, Culture and Community Services as per the Tenant Relocation and Protection Policy that is effective at the time of submission of the Development Permit Application.
- (b) At the time of submission of the Development Permit Application provide a notarized declaration that demonstrates that each tenant has been given written notice of the intent to redevelop the property; summarizes the circumstances which led to the former tenants being relocated from the premises; indicates the number of units occupied at the time of the original relocation; and includes copies of a letter addressed to each tenant summarizing the Tenant Relocation Plan offer and signed as received by each tenant.
- (c) Provide a final Tenant Relocation Report to the satisfaction of the General Manager of Arts, Culture and Community Services prior to the issuance of the Occupancy Permit. The Report must outline the names of tenants; indicate the outcome of their search for alternative accommodations; summarize the total monetary value given to each tenant (moving costs, rents, any other compensation); and include a summary of all communication provided to the tenant.

### **Environmental Contamination**

2.8 If applicable:

- (a) Submit a site profile to Environmental Services (Environmental Protection);
- (b) 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
- (c) 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.

### **Agreements**

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 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.

\* \* \* \* \*

**1766 Frances Street  
Summary of Tenant Relocation Plan Terms**

<b>Tenant Relocation and Protection Requirements</b>	<b>Tenant Relocation Plan Offer</b>
Financial Compensation	<ul style="list-style-type: none"> <li>As this building was destroyed by fire in December 2017, the 27 families (48 individuals) who lived here received emergency response support to assist them in finding a new home from Vancouver Native Housing Society.</li> <li>All rents for December 2017 were returned to tenants and they were provided free rent for January 2018. Some of the displaced tenants chose to live with relatives or friends during the time following the fire. In such cases the relatives and friends of the tenants were compensated.</li> </ul>
Notice to End Tenancies	<ul style="list-style-type: none"> <li>The tenants were all rehoused after the fire in other VNHS or partner social housing operator's buildings, and have a standing offer of first right of refusal and will be notified when the new building is ready to move into.</li> </ul>
Moving Expenses (flat rate or arrangement of an insured moving company)	<ul style="list-style-type: none"> <li>A flat rate of \$750 will be provided for studios and 1 bedroom units moving back to the site</li> <li>\$1,000 will be provided to units of 2 bedrooms or more.</li> </ul>
Additional Support for Low Income Tenants or Tenants Facing Other Barriers to Appropriate Housing	<ul style="list-style-type: none"> <li>VNHS assisted tenants in appropriately rehousing their tenants following the fire, including unit types appropriate to family composition, and consideration of specific needs, (mobility needs, pets)</li> <li>VNHS retained a facilitator to engage with existing tenants regarding this rezoning application and to assist with questions regarding the project and the offer to return to the site.</li> </ul>
First Right of Refusal	<ul style="list-style-type: none"> <li>Former tenants of this site have an offer of first refusal to return to a unit suitable to their household composition, at current rents / rents geared to income, subject to their household income being below the Housing Income Limits for social housing as set annually by BC Housing.</li> </ul>

**1766 Frances Street  
ADDITIONAL INFORMATION**

**1. Urban Design Panel Minutes – September 16, 2020**

The Urban Design Panel (UDP) reviewed this application on September 16, 2020. The application was supported with recommendations.

**EVALUATION: Support with Recommendations (8/0)**

Address: 1766 Frances Street Permit No. RZ-2020-00022  
Description: To develop a 9-storey social housing building with 84 units over one level of underground parking consisting of 25 vehicle spaces and 96 bicycle spaces. The proposed building height is 26.7 m (87.6 ft.), the gross floor area is 7,847.7 sq. m (84,472 sq. ft.), and the floor space ratio (FSR) is 4.06. This application is being considered under the Grandview-Woodland Community Plan.  
Zoning: RM-4 to CD-1  
Application Status: Rezoning Application Review: First  
Architect: GBL Architects – Achim Charisius  
Landscape Arch: PFS Studio – Kelty McKinnon  
Owner Rep: Vancouver Native Housing Society - David Eddy  
Staff: Carly Rosenblat & Patrick Chan

EVALUATION: Support with Recommendations (8/0)

**Introduction:**

Rezoning Planner, Carly Rosenblat, began by noting this is a rezoning application to develop one lot at 1766 Frances Street from RM-4 to CD-1. This is a joint project between Vancouver Native Housing Society and BC Housing to create social housing for Vancouver's urban Indigenous population. The site is located on the south side of Frances Street, one block east of Commercial Drive and one lot west of Salsbury Street. The site is located in the Grandview-Woodland Community Plan (2016).

There is an existing 4-storey building with 27 units of affordable housing for low income Indigenous people that was damaged by a fire in 2017 and is currently vacant. This rectangular shaped lot has a frontage of 40.2 m (132ft) and a depth of 37.2m (122ft) with a total site area of approximately 1,498 sq.m (16,122 sq.ft.).

The development site is zoned RM-4, multi-family dwelling, which permits density up to 1.45 FSR and building heights up to 10.7m (35.1 ft.). To the north is a 3-storey residential building zoned RM-4. To the east is a 2-storey building and across the street are ground oriented detached housing zoned RM-4, with 2 of the 4 buildings on the heritage register (B rank). To the south is a 4-storey residential building and to the west is a 4-storey residential building.

Grandview-Woodland Community Plan

Rezoning potential for the site is guided by the Grandview-Woodland Community Plan (the "Plan"), which permits the proposed social housing use. The proposal falls within the Grandview

North-West Residential Apartment area, which is composed of 3 to 4-storey apartments and pre-1940 character buildings. Under the Plan, a six-storey building is anticipated at a density of 2.4 FSR.

Section 7 of the Plan allows for consideration for modest increase in height and density to assist with project viability where new social housing is proposed.

Neighbourhood context is an important consideration, and all projects must consider and respect transitions to surrounding areas.

Pat will speak to the details of the form of development later in this presentation.

This project will meet the City's definition of Social Housing with a minimum of 30% of the units rented to households with incomes which fall under the BC Housing Income Limits levels (HILS); the housing will be owned by a non-profit corporation; and a section 219 covenant will be registered on title. Should the rezoning be approved by Council, a Housing Agreement will secure the units as Social Housing for 60 years and the life of the building.

Through BC Housing Indigenous Housing Fund, this development can offer additional depth of affordability beyond basic minimum required to meet City's definition of social housing.

This proposal is to rezone from RM-4 to CD-1 to permit:

- 9 storey social housing building with a height of 87.6 ft.
- 84 social housing units that range from studios to 4 bedroom units;
- A floor area of 65,474 sq.ft.; and
- Density of 4.06 FSR
- 25 vehicle parking spaces and 96 bicycle parking spaces in underground parking accessed from the lane.

The project has ground level outdoor amenity area that includes a ceremonial sweat lodge and an outdoor amenity area on the 7th level that includes a children's play area. It is proposed to be built using mass timber and achieve Passive House certification.

Development Planner Patrick Chan began by reviewing the Grandview-Woodland Plan's first Planning Principle, which is to "support the goals of Reconciliation in partnership with the Aboriginal Community." This may entail working with Indigenous representatives to acknowledge and celebrate the historic and current presence of Indigenous people in the neighbourhood; and to integrate First Nations and Urban Aboriginal histories and cultures in placemaking. Indigeneity should underpin all new developments, and be the "ground" from which projects spring from, rather than simply a design overlay.

Chan then noted that staff recognise the project exceeds the current parameters set in the Grandview-Woodland Plan, which in this case is a six-storey extruded form. However, this project is an exercise in addressing:

- Housing needs for a vulnerable Indigenous population;
- Passive-House Requirements which feature more co-planar wall-faces as opposed to the more-articulated approach to massing-façade treatment typical in Vancouver;
- Tree-Retention and more at-grade outdoor spaces; and,

- Contemporary Indigenous approaches to architecture and place-making thus celebrate Indigenous presence in the neighbourhood.

Taking these factors into consideration, one might evaluate this project in terms of the housing benefits and sociocultural innovations it can bring to the neighbourhood, and the actual spatial relations the building expresses with the existing and future context, instead of simply gauging how closely the project approximates a prescribed massing envelope.

Considering the proposed form, Chan noted the side yard setbacks of 13 ft. and 16 ft. are much wider than the Grandview-Woodland Plan's 7 ft. setback. This is to offset the increased height, ensure some degree of privacy, and generally provide more volumetric and spatial relief between the new building and its neighbours. Furthermore, with the increased side yard setbacks, the shadows cast, though longer, may be narrower than a six-storey building with just 7 ft. side yard setbacks. Chan illustrated these points through a series of slides comparing the Grandview-Woodland Plan's proposed envelope and the proposed building.

Above the six-storey base of the building, the 7th to 9th floors are further setback 10 ft. to reduce upper-storey bulk; and this deeper setback better expresses the bottom six floors as the primary volume and the top three floors as a secondary volume perched on top. Lastly, Chan mentioned the "weave basket" motif, fashioned from aluminum panels with wood-grain patterns, wrap the entire building. A subtle Indigenous art-piece is engraved over the main entrance as an identity and wayfinding measure.

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

Siting + Height + Massing:

- Increased height's impacts on its surroundings (e.g. shadowing)
- Footprint / Yards' relation to adjacencies (e.g. sense of openness)
- Relation of the lower-base volume to the top volume (e.g. Is there sufficient distinction to lessen appearance of upper-storey bulk?)

Public Realm Interface:

- Landscape Treatment's relation to the public realm (This should include the lane-side where the sweat lodge is.)

Indigenous Placemaking + Identity:

- Development of Contemporary Indigenous Expression in relation to the Grandview Woodland.
- Wayfinding to shared entrance and private patios.

General Livability:

- Private + Shared Outdoor Spaces (e.g. equity for solar access, etc.)
- Privacy for future residents and neighbours

The planning team then took questions from the panel.

**Applicant's Introductory Comments:**

The goal of the project is to provide affordable housing based on Indigenous cultures. The design is intended to include items of cedar that are significant to the Indigenous culture. There is a diversity of typology; and the hope is the design will provide a sense of belonging.

The applicant noted they are working towards a warm entry experience. On Frances Street, the design provides cultural references at different levels. The applicant noted they are hoping to have a public art piece commissioned. The project is aiming to be built by mass timber.

The lane interface is softening by the landscape of the adjacent cultural space. The cultural space will provide a long table and sweat lodge.

The level 7 amenity opens to a patio and deck. Level 8 and 9 have accessible units. There will be a space for gardening and children's play. Along the alleyway there is an outdoor amenity space which has a rich buffer area of planting and paving that is being brought in various areas.

There are generous setbacks.

The patios on Frances Street step down and follow the natural slope.

The project is accommodating existing trees.

There is a parkade, parking harmonizes with the existing frame.

The overall strategy for the landscape is community gathering space with robust native planting, massing and indigenous art.

The project is aiming for Passive House certification. This project will provide cooling windows strategically placed to provide wider cooling cells.

The planning and applicant team then took questions from the panel.

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

Having reviewed the project it was moved by MS. LONG and seconded by MR. FRANCL and was the decision of the Urban Design Panel:

THAT the Panel SUPPORT of the project with the following recommendations to be reviewed by City Staff:

1. Design Development to strengthen the building entry off Frances Street;
2. Consider relocating the amenity room and adjacent outdoor amenity to the south, and consider increasing size of both; and
3. Consider increasing the size of the indoor amenity at level 1.

**Related Commentary**

There was support from the panel.

The panel noted the massing and height feel supportable however can be increased in density. There was overall support for the height. The panel noted was mindful that the increase in height should not set a precedent for future buildings. The increase is supportable in part because of the need for this project, but mostly on the merits of the high bar that the project is setting as a landmark building and the high level of sustainability (passive house + mass timber).

The panel was supportive overall of the massing and felt that there is a good relationship between the top and the base of the building.

Some panel members were concerned with the impact of the increased height on the neighbour to the west and potential overlook.

The panel was appreciative of the increase setback. The panel noted that it is difficult to find a language that is indigenous, and that it is done very well here. The building is beautiful and impressive.

The panel strongly supported the Indigenous identity. It provides a strong identity for the neighbourhood and is instantly recognizable.

The panel supported the livability of the suites layout and the nice unit layouts. There are a good mix of unit types and the panel was very supportive of the inclusion of 4 bedroom units. There were some concerns over the 4 bedroom units having no balcony or patio, and 1 bedroom units having large patios. The panel asked if these could be reapportioned.

The orientation of the living spaces do a good job of minimizing the overlook to the east and the west.

The tilt and slide windows are great.

Overall the landscape is very well handled. The tree retention helps with privacy at the ground floor.

Regarding the public realm interface many were appreciative of the privacy, buffering and the effort to bring a human scale of the landscape treatment. The streetscape is successful and attractive.

The panel noted concern with some of the bathroom locations and suggested a second look.

A panelist noted the top three floors read like it should be something different because it's so far setback, possibly it should be a different material as presently it appears as stacked blocks.

Public realm interface many were appreciative of the privacy and buffering. There were some concerns with the size of the patios on the east and whether the proposed screening was sufficient given the building to the east has a zero lot line or near zero lot line condition. The panel liked the inclusion of the aspen trees and the reference to fire.

The ground floor common patio will be a good amenity for residents and the sweat lodge is great, however the overall amount of amenity space is small.

Given the number of studio units the applicant is encouraged to consider increasing the amount of indoor and outdoor amenity. Furthermore the panel asked if the roof top indoor and outdoor amenity spaces could be increased in size and located at the south side, and if the child play urban space can be placed outside.

The panel was appreciative of the green roofs. A panel member suggested reviewing the adjacency of the laundry room to the garbage room. A panelist noted to take a look of the tree retention to the rooftop

**Applicant’s Response:** The applicant team thanked the panel for their comments.

## 2. Public Consultation Summary

### A. List of Engagement Events, Notification, and Responses

	Dates	Results
<b>Event</b>		
Virtual open house (City-led)	September 8 – 28, 2020	428 participants (aware)* <ul style="list-style-type: none"> <li>• 214 informed</li> <li>• 132 engaged</li> </ul>
<b>Public Notification</b>		
Postcard distribution – Notice of rezoning application and virtual open house	September 10, 2020	2,635 notices mailed
<b>Public Responses</b>		
Online questions	September 8 – 28, 2020	23 submittals
Online comment forms <ul style="list-style-type: none"> <li>• via Rezoning Centre website</li> <li>• via Shape Your City platform</li> </ul>	May – July, 2020 July – October, 2020	214 submittals 129 submittals
Overall position <ul style="list-style-type: none"> <li>• support</li> <li>• opposed</li> <li>• mixed</li> </ul>	July – October, 2020	129 submittals <ul style="list-style-type: none"> <li>• 76 responses</li> <li>• 38 responses</li> <li>• 19 responses</li> </ul>
Other input	March – August, 2020	235 submittals
<b>Online Engagement – Shape Your City Vancouver</b>		
Total participants during online engagement period	June – August, 2020	598 participants (aware)* <ul style="list-style-type: none"> <li>• 277 informed</li> <li>• 144 engaged</li> </ul>

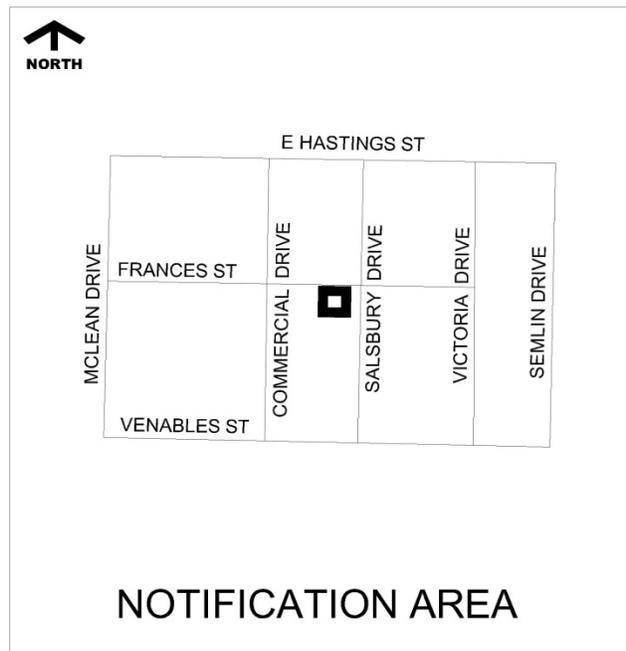
*Note: All reported numbers above are approximate.*

\* The Shape Your City platform allows staff to capture more nuanced levels of engagement associated with the rezoning application, categorized as:

- **Aware:** Number of unique visitors to the application webpage that viewed only the main page.

- **Informed:** Visitors who viewed documents or the video/photo gallery associated with the application; *informed* participants are a subset of *aware* participants.
- **Engaged:** Visitors that submitted a comment form or asked a question; *engaged* participants are a subset of *informed* and *aware* participants.

## B. Map of Notification Area



## C. Analysis of All Comments Received

Below is an analysis of all public feedback by topic and ordered by frequency.

Generally, comments of support fell in the following areas:

- **Affordable housing:** The project not only provides secure rental units in the city, but culturally relevant housing for Indigenous people who continue to experience barriers to stable housing. This proposal would also help families to stay in Vancouver.
- **General support:** This project received overall support.
- **Indigenous building design:** The proposed building design is bold and it reflects the Indigenous culture and ancestral peoples of the land. Indigenous led architecture should be in every neighbourhood of the city as well.
- **Neighbourhood context:** This is a great opportunity to redevelop the site after the fire and the neighbourhood would benefit from this project.

- **Building height and density:** Overall support for the height and density, especially since it is located on a slope and the neighbourhood can receive more density. Respondents also cited that they would support even greater height for more units.
- **Passive house standard:** The passive house standard and its sustainable features are commendable.
- **Family units:** Appreciate the number of family units that would be part of this development.
- **Shadowing:** Appreciate that the building is sculpted to reduce shadow impacts on neighbouring properties
- **Grandview-Woodland Community Plan:** The project is aligned with the *Grandview-Woodland Community Plan* policies and guidelines.
- **Public Transit:** The proposal would be located in close proximity to public transit.

Generally, comments of concern fell within the following areas:

- **Building height, density, and massing:** The proposed density and height is out of scale with the residential neighbourhood, especially in close proximity to heritage homes. Respondents suggested that such development density is better appropriate along commercial streets. Some respondents also expressed concerns that a large building would generate a high portion of social issues that impact Indigenous people facing systemic oppression, violence, and poverty compared to a smaller building that fosters a closer sense of community.
- **Neighbourhood character and safety:** The development would negatively impact the neighbourhood character and sense of community by creating more noise, litter, and crime.
- **Parking within the development:** There would not be enough parking spaces within the development, even though it is a social housing project. Permit parking should be expanded in the area along with publically accessed electric vehicle charging stations. One respondent however, would like to see a reduction in parking spaces.
- **View and sunlight:** The project would block sunlight and the views of neighbouring buildings.
- **Grandview-Woodland Community Plan:** While the project is important, the development does not align with the *Grandview-Woodland Community Plan*. The proposal disregards the consultation process that went into the Plan.
- **Setting precedence:** The development would set precedence for similar buildings in the neighbourhood and result in evictions, displacements, and a loss of rental buildings.
- **Building design:** The proposed building design is generic and has an institutional look. One respondent noted that the Indigenous design could be less subtle.

- **Affordable housing:** The proposal would put other rental units at risk for demolition while also allowing the City to profit. Other respondents noted that the social housing project should not only serve Indigenous people but everyone. Concerns were also raised that while the project is supportable, the rental rates may be too expensive.

The following miscellaneous comments were received from the public (note: these were topics that were not ranked as highly as above).

*General comments of support:*

- Appreciate the provision of bicycle storage space.
- The rooftop amenity space is well designed and has good views.
- The building setback is appropriate to reduce the overall building bulk.
- The mural does an excellent job of creating a prominent entrance
- The balconies are designed well with appropriate privacy to adjacent neighbours.
- The unit mix is appropriate.
- The building would respect neighbouring residents' privacy.
- Appreciate that it would be constructed from steel frame which results in a faster development process.
- The landscape design is suitable.
- The project would not set precedence.
- The respondent appreciates the Vancouver Native Housing Association and their transformational impact in people's lives.
- Appreciate the provision of bicycle spaces and the lower number of parking spaces.

*General comments of concern:*

- The bicycle room does not have properly secured racks, creating a dysfunctional space that may not work for users.
- The proposed development would negatively impact traffic and cause congestion.
- The rooftop maintenance may deteriorate overtime.
- There are not enough existing greenspace and community amenities to service the extra population.
- There would not be enough family units provided as part of the development.
- The proposal itself is supportable, however, the unit sizes are small and they lack storage space.
- The area does not need more social housing projects. Staff should consider the west side of Vancouver as it is more appropriate there.
- Concern for soil instability during and after construction.
- There is no transition from single-dwelling homes to the nine storey development.
- It is disappointing that the old building would not be repaired, but replaced.
- Property values in the neighbourhood would be negatively impacted.
- The project should be placed on hold until consultation is done and its negative impacts, such as population increase, traffic congestion, and pollution, are assessed.

*Neutral comments/suggestions/recommendations:*

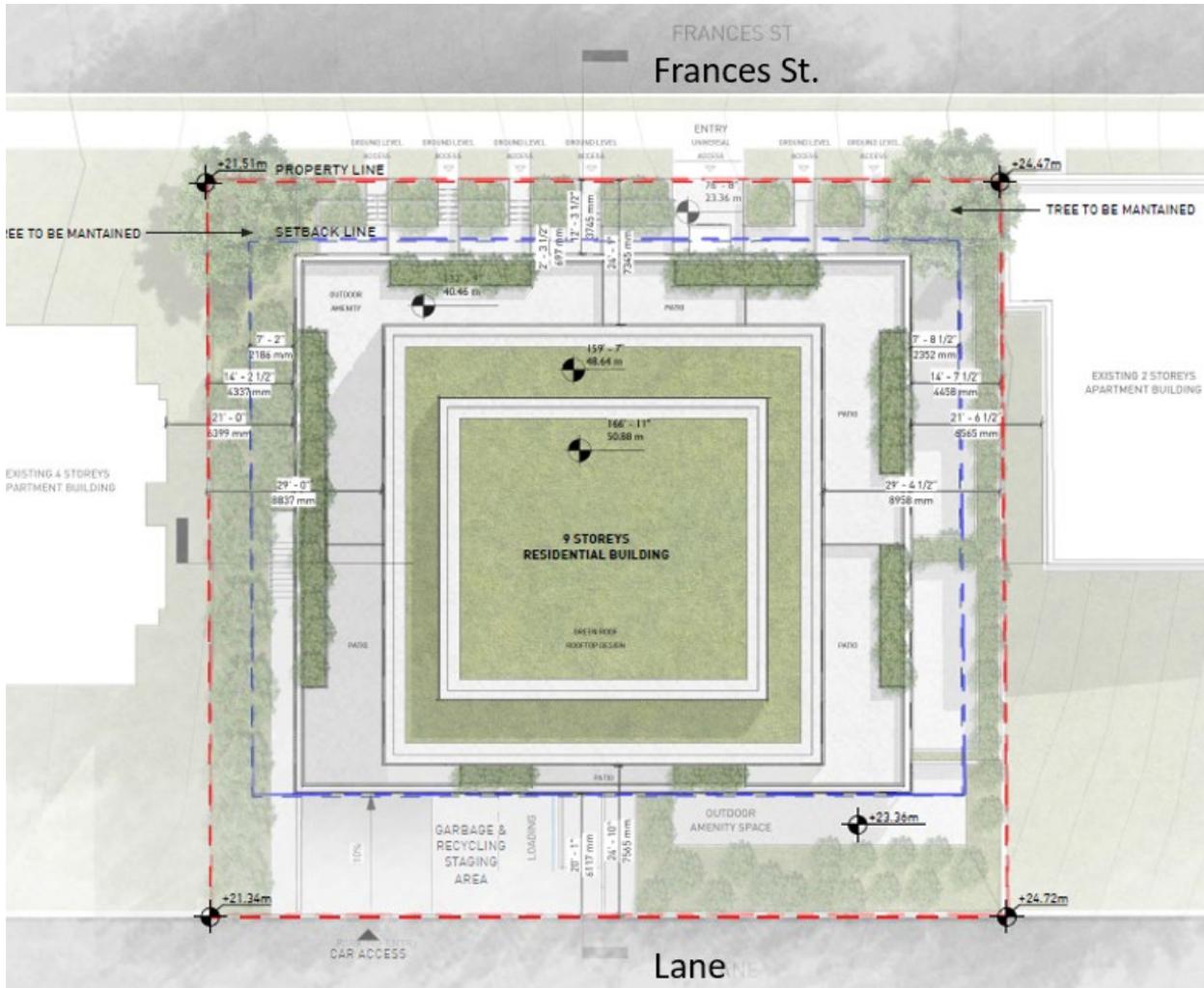
- Projects such as this development should not require a rezoning process.

- The ground floor should not have open street access as it encourages litter to build up on the property.
- Ensure trees are protected on the west side of the building because they are a sanctuary for birds and other species.
- Would like to ensure adequate quality of life standards for future residents of the building.
- Staff should consider accessible design such as wider hallways, touchless elevators and easy outdoor access during Covid-19.

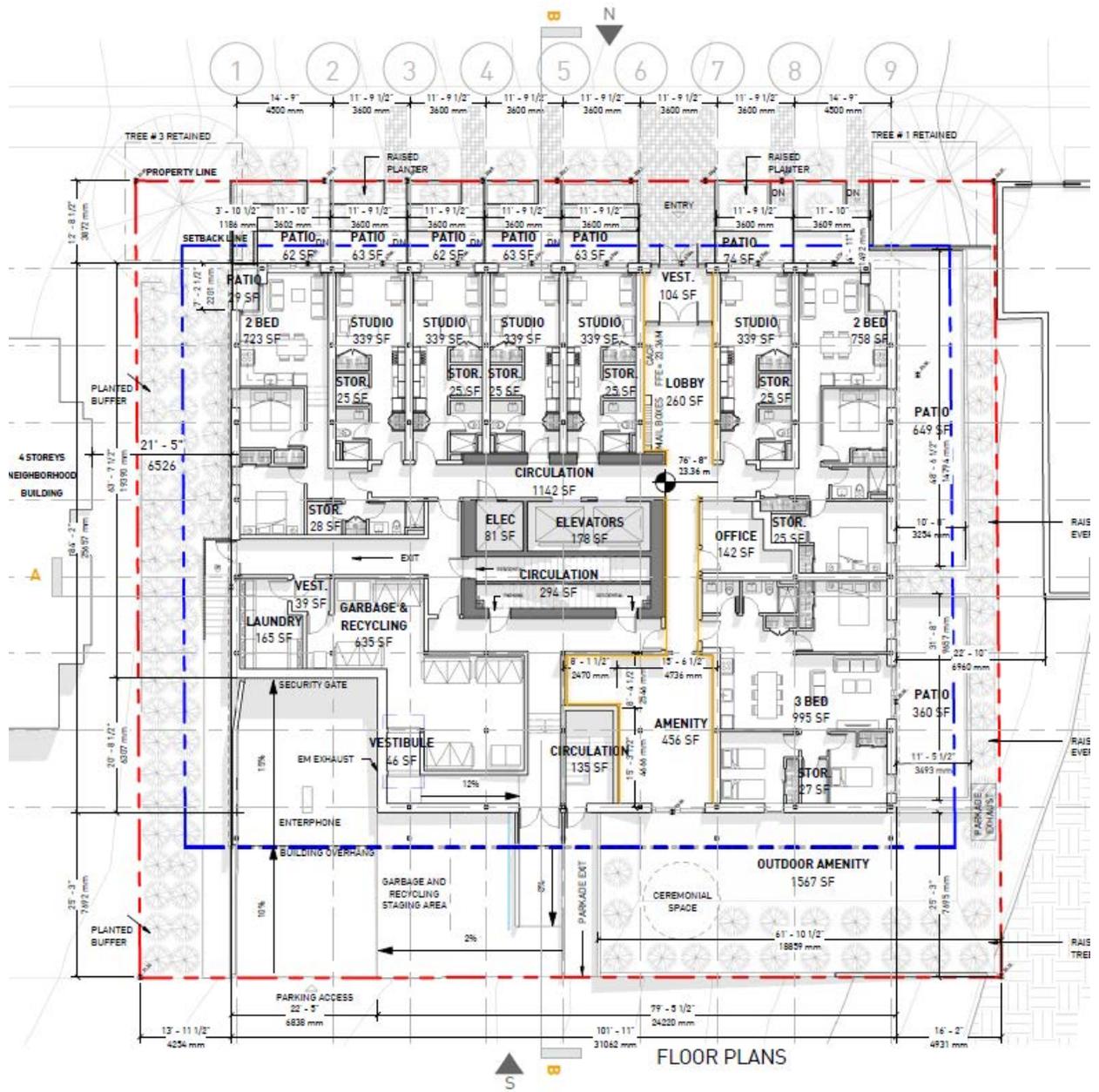
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# 1766 Frances Street FORM OF DEVELOPMENT DRAWINGS

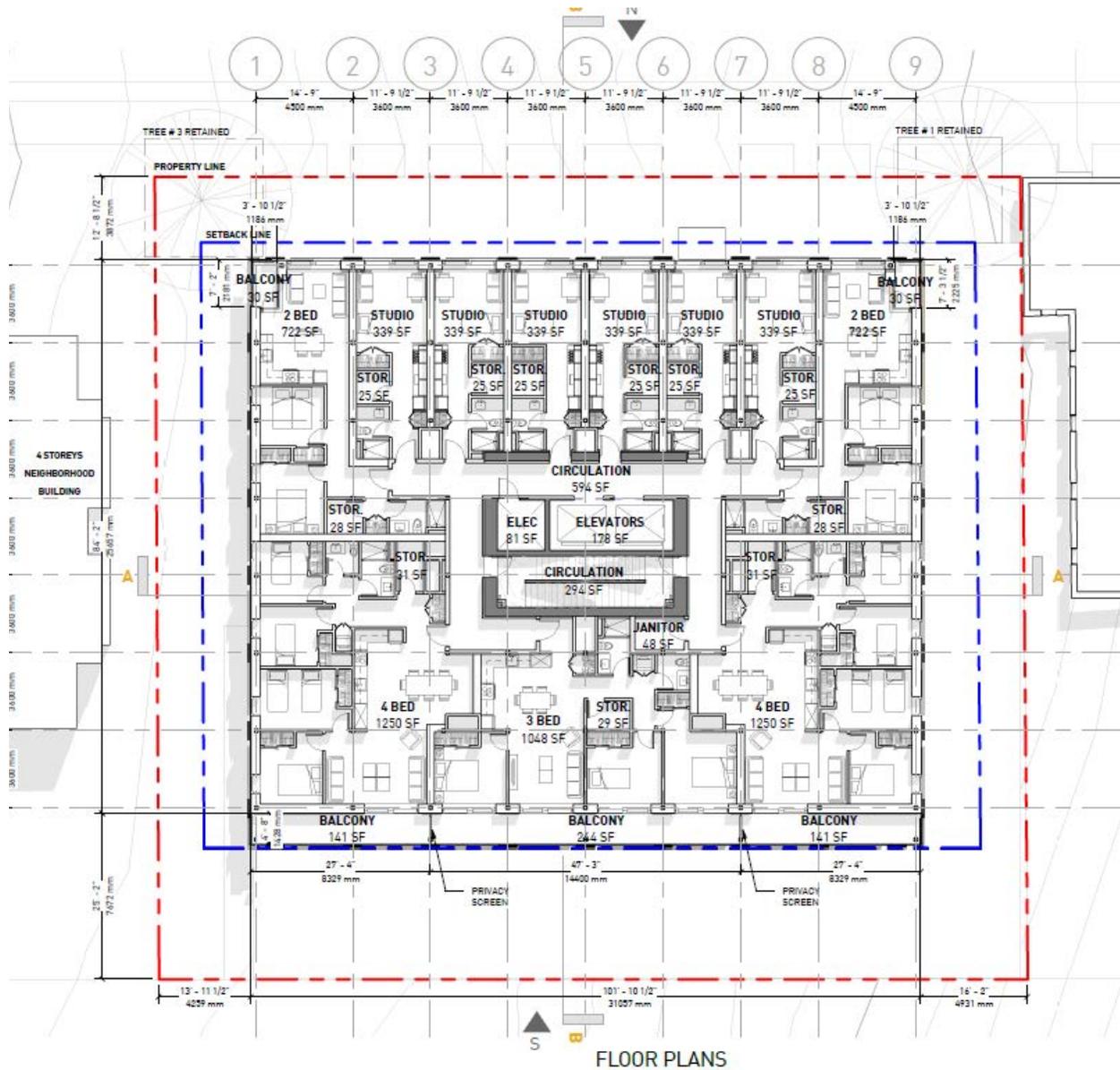
## Site Plan



Level 1

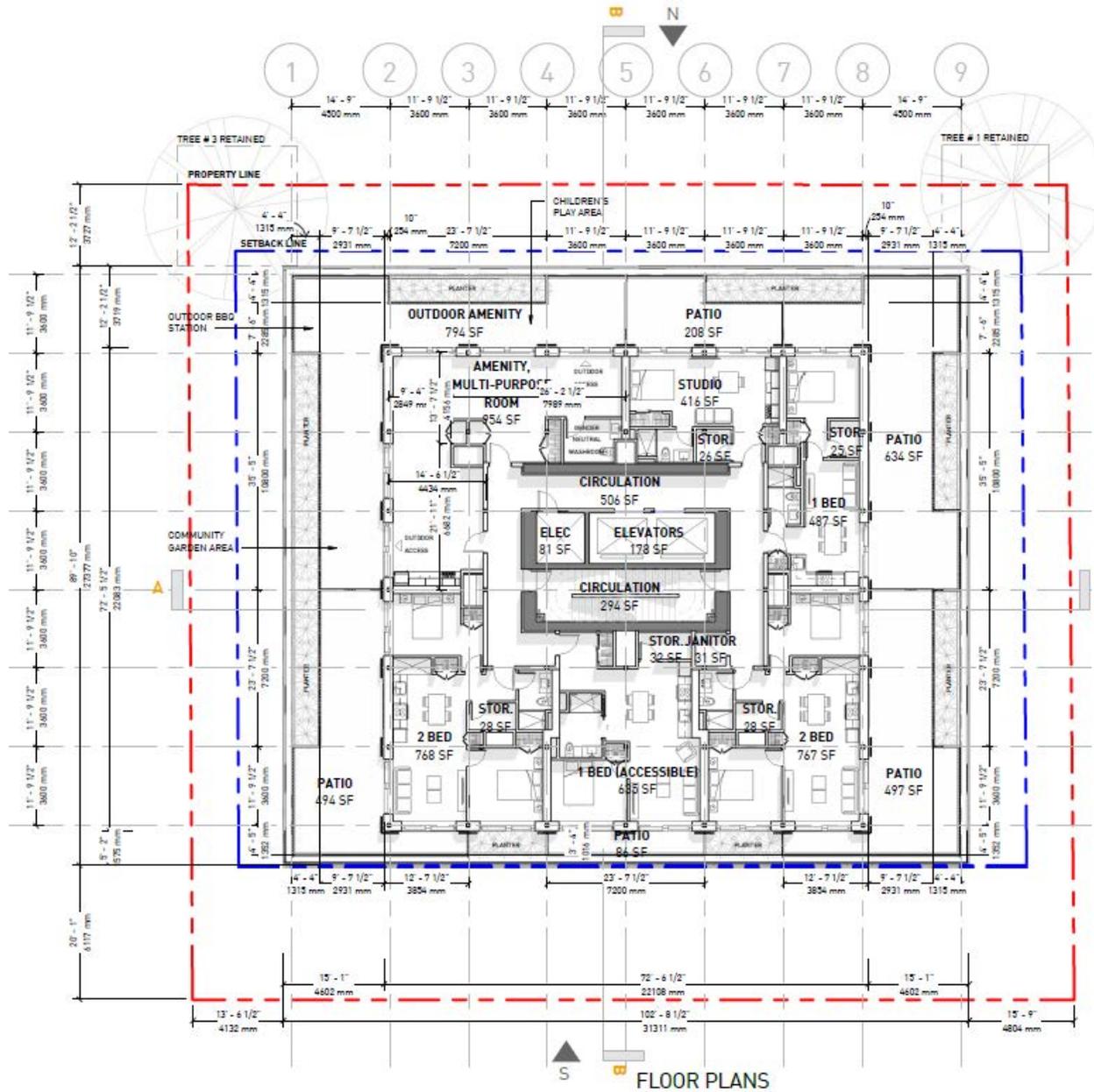


Levels 2-6



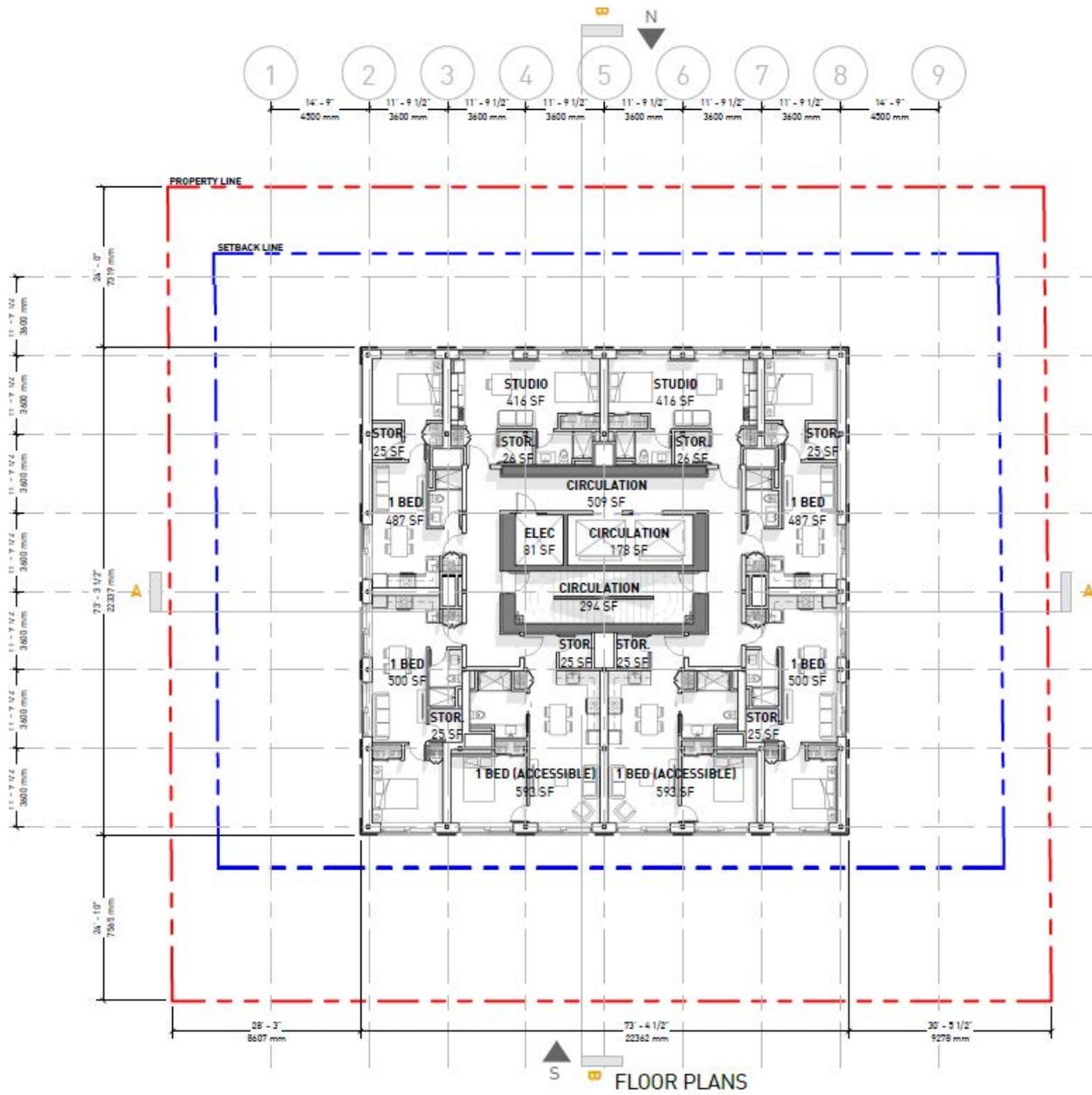
FLOOR PLANS

Level 7

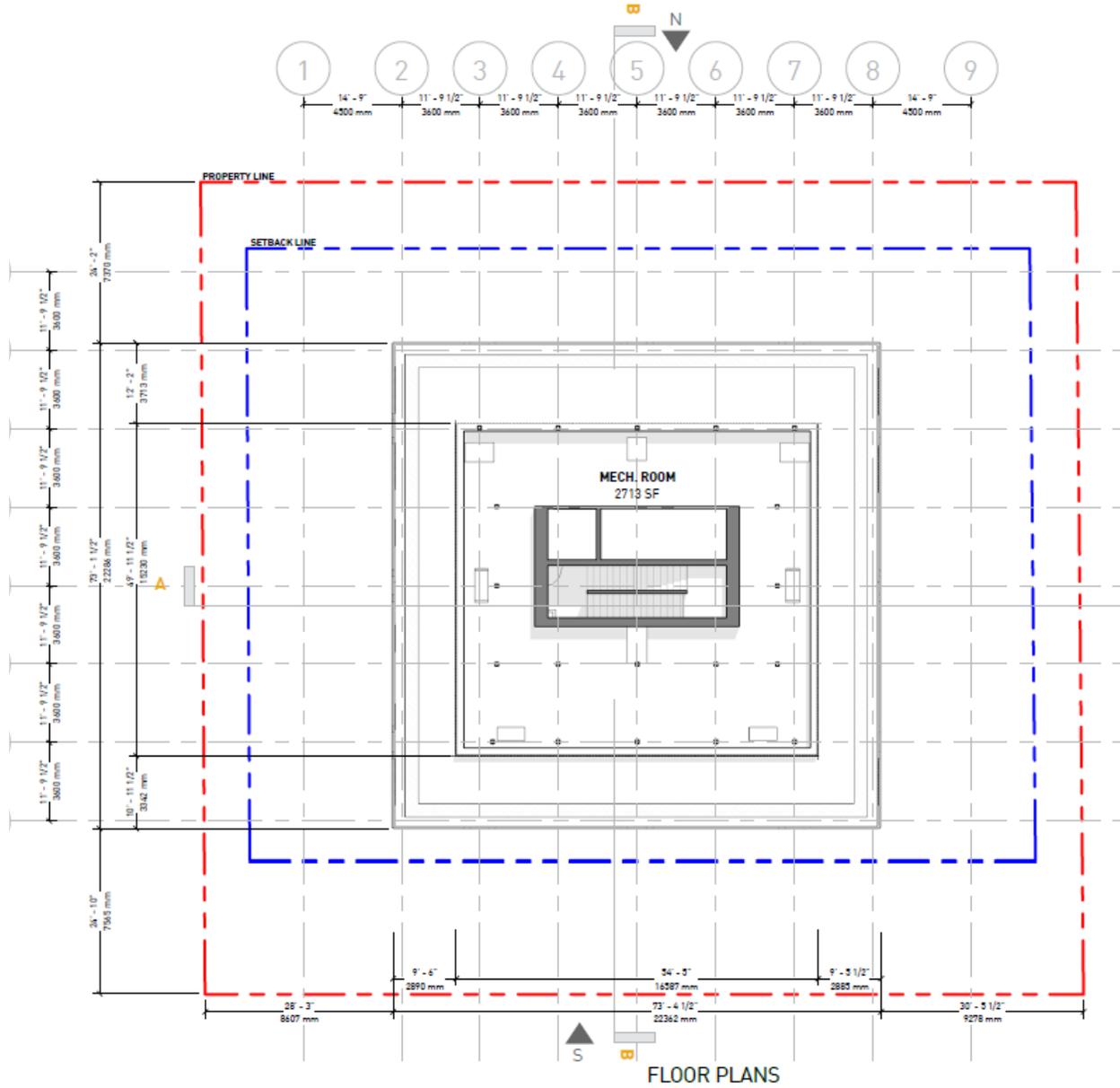


FLOOR PLANS

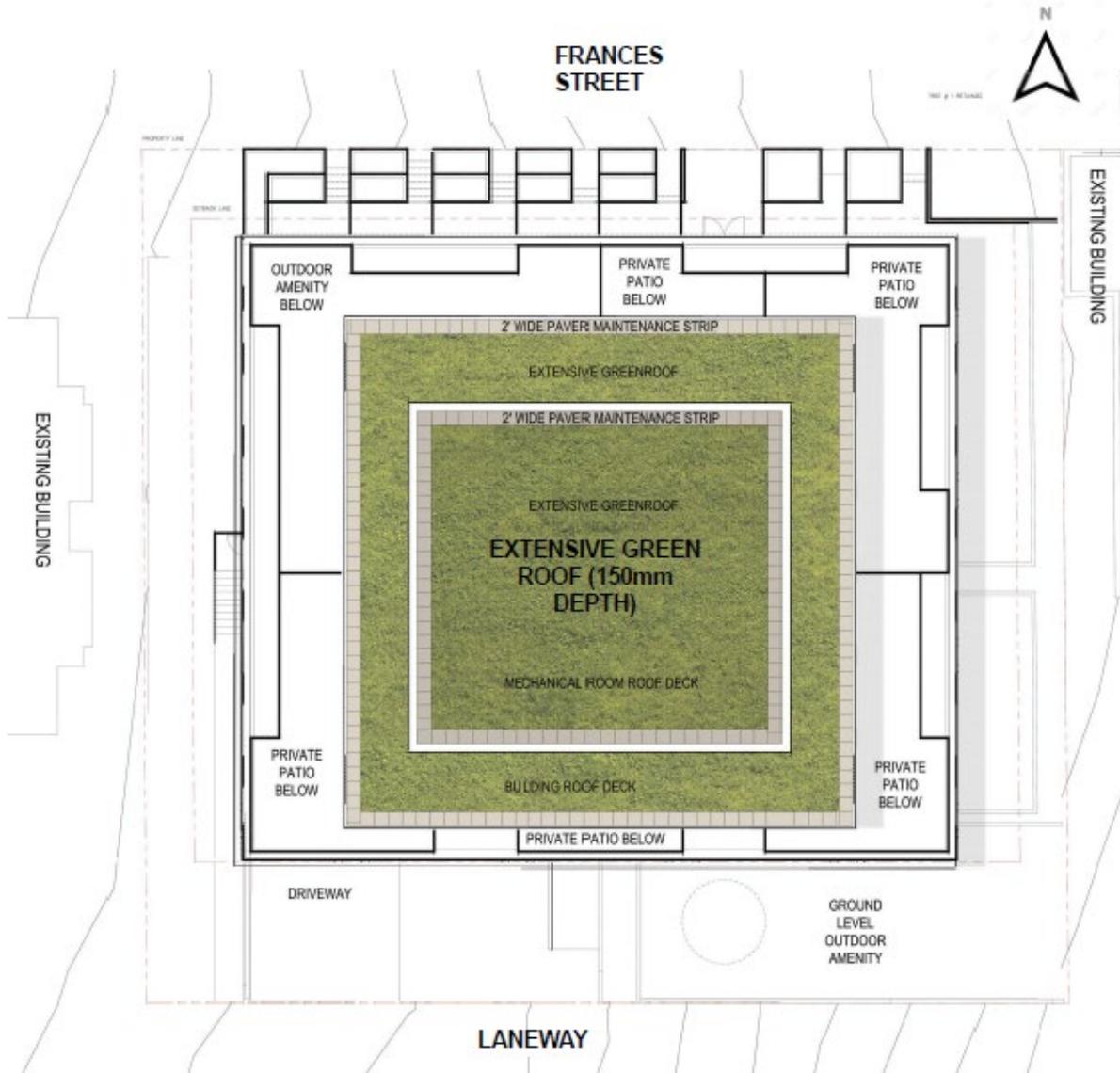
Levels 8 and 9



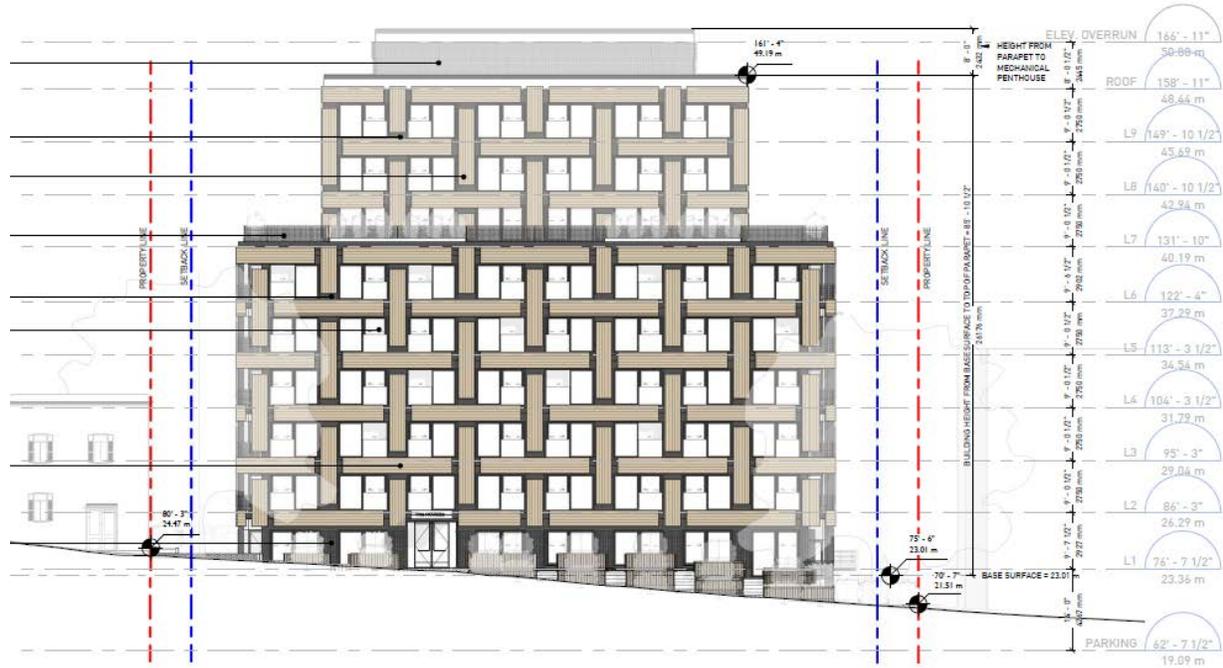
Level 10 – Mechanical Room



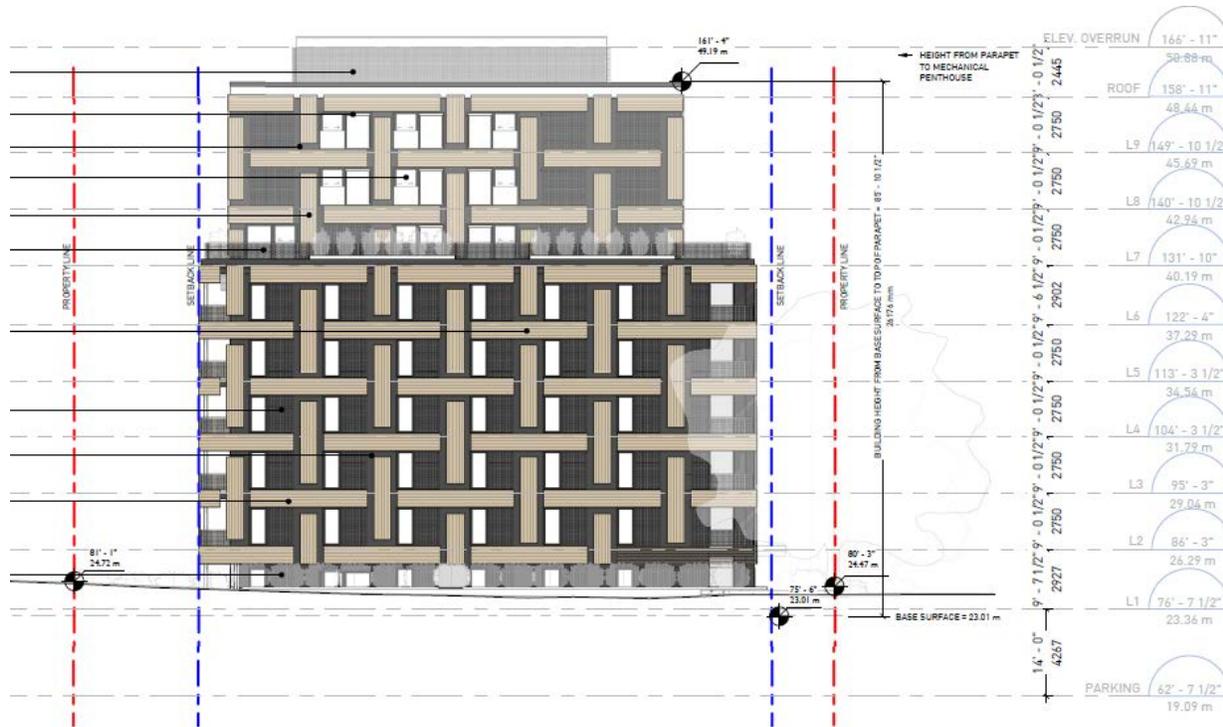
Roof Plan



North Elevation



East Elevation



South Elevation



West Elevation



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1766 Frances Street  
PUBLIC BENEFITS SUMMARY

**Project Summary:**

To develop 84 units of social housing with a focus on Indigenous communities.

**Public Benefit Summary:**

The proposal would provide 84 residential units, secured as social housing for 60 years or the life of the building, whichever is longer.

	Current Zoning	Proposed Zoning
Zoning District	RM-4	CD-1
FSR (site area = 1,497.8 sq. m (16,122.19 sq. ft.))	1.45	4.06
Buildable Floor Space (sq. ft.)	23,380	65,472
Land Use	Residential	Mixed-Use

**Summary of development contributions expected under proposed zoning<sup>1</sup>**

City-Wide DCL	\$0
City-Wide Utilities DCL	\$0
<b>TOTAL:</b>	<b>\$0</b>

**Other benefits (non-quantified):** 84 units of social housing units secured for 60 years or the life of the building, whichever is longer.

\* \* \* \* \*

**1766 Frances Street  
APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION**

**APPLICANT INFORMATION**

<b>Architect</b>	GBL Architects
<b>Developer</b>	M'akola Development
<b>Property Owner</b>	Vancouver Native Housing Society

**PROPERTY INFORMATION**

<b>Street Address</b>	<b>Property Identifier (PID)</b>	<b>Legal Description</b>
1766 Frances Street	003-683-648	Lot F Block 7 of Block D District Lot 183 Plan 20542

**SITE STATISTICS**

<b>Site Area</b>	1,497.8 sq. m (16,122 sq. ft.)
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**DEVELOPMENT STATISTICS**

	<b>Permitted Under Existing Zoning</b>	<b>Proposed</b>		<b>Recommended (Other Than Proposed)</b>
<b>Zoning</b>	RM-4	CD-1		--
<b>Uses</b>	Residential	Mixed Use		--
<b>Floor Space Ratio (FSR)</b>	1.45 FSR	4.06 FSR		--
<b>Floor Area</b>	2,172 sq.m. (23,380 sq.ft.)	6,082 sq.m (65,472 sq.ft.)		--
<b>Maximum Height</b>	10.70 m (35.10 ft.)	26.7 m (87.6 ft.)		29.28 m (96.06 ft.)
<b>Unit Mix</b>	N/A	Studios: 40 (48%) One-Bedroom: 14 (17 %) Two-Bedroom: 14 (17%) Three-Bedroom: 6 (7%) Four-Bedroom: 10 (12%) <b>Total Units: 84</b>		--
<b>Parking Spaces</b>	Per Parking By-law	As per Parking By-law	<b>Proposed:</b> Residential 21	As per Parking By-law
<b>Bicycle Spaces</b>	Per Parking By-law	As per Parking By-law	Class A 212	As per Parking By-law
<b>Natural Assets</b>	<b>Existing:</b> On-site trees: 20 City-owned street trees: 0	<b>Proposed (including existing):</b> On-site trees: 25*  *To be confirmed at Development Permit		--

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