



## CITY OF VANCOUVER

# P1

### POLICY REPORT DEVELOPMENT AND BUILDING

Report Date: January 11, 2010  
Contact: Rob Whitlock  
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Meeting Date: February 2, 2010

TO: Vancouver City Council

FROM: Director of Planning in consultation with the Managing Director of Social Development

SUBJECT: CD-1 Rezoning - 1134 Burrard Street

#### *RECOMMENDATION*

- A. THAT the application by dysarchitecture on behalf of the Kettle Friendship Society to rezone 1134 Burrard Street (PID 007-074-531, Lot G, Block 90, DL 541, Plan 18877 NWD) from DD (Downtown District) to CD-1 (Comprehensive Development District), to permit the development of 141 units of supportive housing, in conjunction with new program space for the Directions Youth Services Centre, with a height of 16 storeys and a total FSR of 7.4 (floor space ratio), be referred to a Public Hearing, together with:
- (i) plans received July 28, 2009;
  - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
  - (iii) the recommendation of the Director of Planning to approve the application, subject to conditions contained in Appendix B; and

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; and

FURTHER THAT the Director of Legal Services be instructed to prepare a consequential amendment to the Sign By-law to establish regulations for this CD-1 in accordance with Schedule B (DD) as set out in Appendix C for consideration at the Public Hearing.

- B. THAT, subject to approval of the rezoning at the Public Hearing, the Noise Control By-law be amended to include this Comprehensive Development District in Schedule B as set out in Appendix C; and

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

### *GENERAL MANAGER'S COMMENTS*

The General Manager of Community Services recommends approval of the foregoing.

### *COUNCIL POLICY*

Relevant Council policies for this rezoning consideration include:

- Council's housing priorities are to maintain and expand housing opportunities in Vancouver for low-and-modest income households with priority being given to families with children; seniors on fixed incomes or in need of support; SRO residents; and the mentally ill, physically disabled, and others at risk of homelessness;
- Council's policy to replace, on a one-for-one basis, existing single room occupancy units in the Downtown South area;
- Homeless Action Plan adopted by Council on June 14, 2005;
- Supportive Housing Strategy adopted by Council on June 6, 2007.
- City/Province Social and Supportive Housing Partnership - Memorandum of Understanding approved by Council on December 19, 2007.

### *PURPOSE*

This report assesses an application to rezone the site at 1134 Burrard Street from DD (Downtown District) to CD-1 (Comprehensive Development District).

The application proposes a mixed-use development, which is primarily residential, with new space for the existing Directions Youth Services program on the main and second floors of the building. The proposed development consists of:

- 141 units of supportive housing;
- An FSR of 7.4 comprised of 8 223.1 m<sup>2</sup> (88,513 ft.<sup>2</sup>) of residential floor area, including 731.6 m<sup>2</sup> (7,875 ft.<sup>2</sup>) of amenity space;
- 1,258 m<sup>2</sup> (13,540 ft.<sup>2</sup>) of social service space excluded from the calculation of FSR; and
- A building height of 16 storeys and 53.51 m (176 ft.); and
- One level of underground parking (20 spaces).

This application meets several Council housing objectives for the Downtown South. The uses are permitted in the DD Official Development Plan, and the form of development meets the general intent of the guidelines for the area.

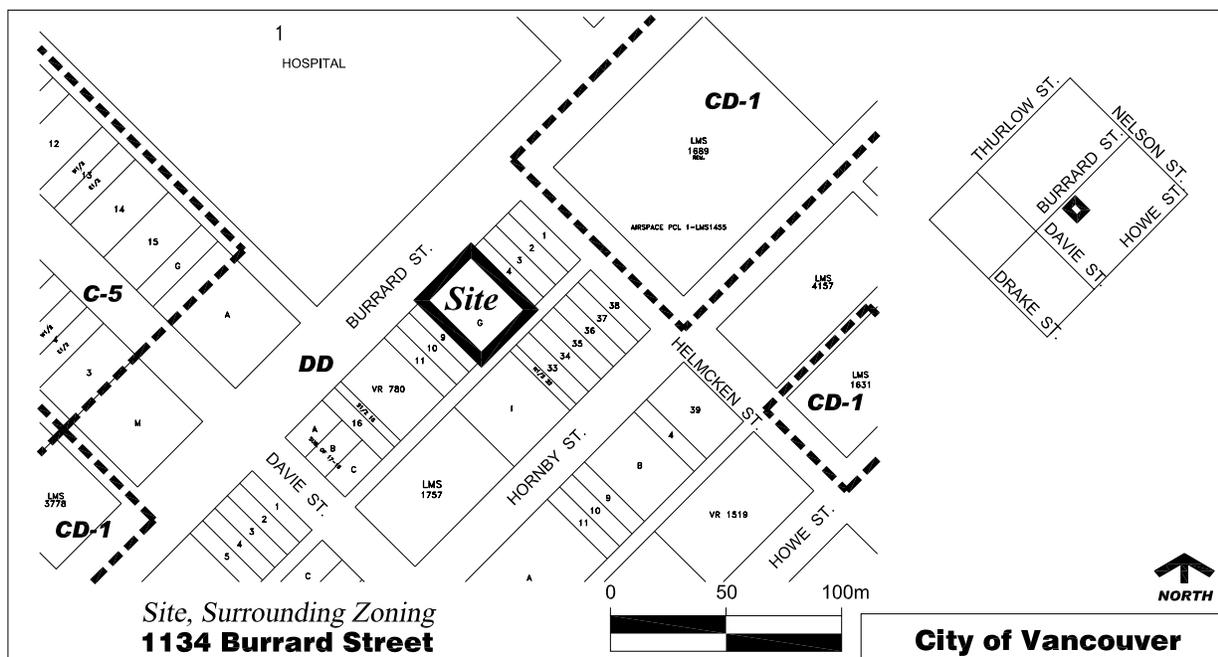
Staff recommend that the CD-1 application be referred to a Public Hearing and that it be approved, subject to the conditions outlined in Appendix B.

## BACKGROUND

1. **Site and Context:** The site is located on Burrard Street across from St. Paul's Hospital. The site is a single parcel located mid-block between Helmcken Street and Davie Street and has a frontage of approximately 30.5 m (100 ft.), a depth of 36.6 m (120 ft.), with a total area of 1,114.8 m<sup>2</sup>. Present zoning is DD (Downtown District). Existing development is a one-storey building occupied by the Directions Youth Services Centre, sponsored by Family Services of Greater Vancouver. The site was purchased by the City in 2004 for social housing purposes. Council's policies for the Downtown area aim to maintain the stock of low income housing in the Downtown South, and include the replacement of SRO hotels and rooming houses.

Figure 1: Site and Surrounding Zoning

1134 Burrard Street City of Vancouver



Along the Burrard Street frontage, adjacent to the site to the north is the existing 4-storey Burrard Motor Inn. To the south is Burrard Medical Building (4.5 storeys) and a 10-storey mixed use building. Further north of the site across Helmcken Street, is the Wall Centre, at 30-storeys. Across Burrard Street is St. Paul's Hospital. At the rear of the site, across the lane, is the 4-storey Murray Hotel, an SRO building containing 106 units (Heritage B) with surface parking on either side. To the south of the hotel is London Place, 12-storey residential tower at 1177 Hornby Street. The parking site, located between London Place and the Murray Hotel building, is currently the subject of a rezoning application which proposes the retention of the Murray Hotel (as a Heritage Revitalization Agreement initiative).

2. **Land Use:** The proposal includes 141 supportive housing units and program space for the existing Directions Youth Services program, which is a social service centre. The uses proposed for the building, residential and institutional uses, are permitted in the DD ODP.

The Directions Youth Services program was approved by the Development Permit Board on December 6, 2004, under DE 404648. The existing social services centre provides services to youth at risk in the Downtown. The approval by the Board was one of the first to involve a requirement for an Operational Management Plan and a Community Advisory Committee. The Community Advisory Committee provides for the involvement of local residents, City staff including the Police Department, and the Downtown Business Association, with the intent of providing an appropriate feed-back mechanism between the community and the managers of the program. With these mechanisms in place, the youth program has not created the kind of effects that many feared.

The project responds to a number of key City policies regarding social housing and homelessness, specifically:

- Council's policy to replace, on a one-for-one basis, existing single room occupancy units in the Downtown South area;
- the Homeless Action Plan;
- the Supportive Housing Strategy which seeks to integrate new supportive housing in apartment districts across the city; and
- the City/Province Social and Supportive Housing Partnership to develop 12 City-owned sites with social and supportive housing, which was approved by Council in December 2007.

**3. Project Sponsors:** The housing sponsor for this site is the Kettle Friendship Society, a non-profit charitable organization established in 1976. Kettle Friendship Society provides housing and support services to low income individuals who have few, if any, housing options. Kettle currently owns and operates over 200 units of housing. Many of their tenants have physical health, mental health and/or addiction issues. A detailed description of the organization's mission and goals is included in Appendix D.

The Directions Youth Services Centre presently located on the site is one of the services that Family Services of Greater Vancouver provides as part of its youth programs. It serves homeless and at-risk youth primarily under 19 years of age, although some support services are available to youth 19-24. Many of these youth are living in poverty with no place else to turn. The Centre provides youth a helping hand to re-unite with families and home communities or to obtain safe, affordable housing, education programs and/or stable employment.

The Centre will continue to provide these services in the new building.

**4. Housing Program:** The housing program will be divided into two components. Thirty units will be allocated for youth, and managed by Kettle, with support from Family Services of Greater Vancouver. The remaining 111 units will be managed by Kettle.

A variety of services will be provided to tenants of 1134 Burrard Street which will help those tenants in need of the support to achieve and maintain greater stability and independence including:

- On-site life skills programs such as community kitchens, managing and budgeting money, and well-being skills which include self-care skills such as exercise, diet and housekeeping, planning nutritious meals, and learning shopping and cooking skills; and

- Links to community resources such as health services, education and training, volunteer programs and housing supports for tenants who need them (homemakers, meals on wheels).

BC Housing has committed to a minimum staff component of two on duty 24 hours a day, 7 days a week. In addition to the on-site staffing component of Directions Youth, there will be building maintenance and janitorial staff, as well as programming staff affiliated with Kettle.

Presently Directions Youth Services Centre has an established Community Advisory Committee that advises on solutions to any community concerns and acts as a liaison between the Centre and the neighbourhood. This Advisory Committee is presently comprised of members from neighbouring businesses, businesses associations, strata councils, residents' associations, the City, Family Services and their Youth Advisory Committee.

This Advisory Committee will be augmented to encompass both the Youth Services Centre and the housing component.

**5. Density:** The gross floor area proposed is 9,481.1 m<sup>2</sup> (102,053 ft.<sup>2</sup>) on this 1,114.2m<sup>2</sup> (11,993 ft.<sup>2</sup>) site.

Under the current zoning provisions for a site of this size (100 foot frontage) the maximum permitted FSR is 5.0 for social housing. This rezoning application proposes a density of 7.4 FSR, for a total floor area of 8,223.1 m<sup>2</sup> (88,513 ft.<sup>2</sup>) of residential floor area, including 731.6 m<sup>2</sup> (7,875 ft.<sup>2</sup>) of amenity space. In addition 1,258 m<sup>2</sup> (13,540 ft.<sup>2</sup>) of social service space (which is excluded from the calculation of FSR) is proposed for the replacement of the existing social service centre located on this site.

**6. Form of Development:** The proposed form of development consists of a 16-storey tower comprised of a three-storey podium and 13-storey tower above.

The prevailing height in Downtown South is 300 feet, applicable to sites with a minimum frontage of 200 feet. Under the current zoning provisions for a site of this size (100 ft. frontage), the maximum permitted height is 70 feet, though when social housing is provided this can be increased to 120 feet. In addition to the increase in density, this rezoning is also seeking an increase in height up to the underside of the "Charleson Seawall view cone (to the Lions) , resulting in a proposed height of 176 feet.

The guidelines stipulate in respect of for those portions of buildings above 70 feet, to have an interior side yard setback of 40 feet. On these smaller sites, to better accommodate social housing, a reduction in this guideline setback has often been considered, subject to a neighbourliness interface assessment. The proposed side yard setbacks of 19.8 feet (south side) and 12.2 feet (north side), allow the building to develop a façade expression on its two interior side elevations, with enhanced building fenestration. Under the current zoning, the development potential of the adjacent sites for a non-social housing use, given their size, is limited to an FSR of 3.0 and a maximum height of 70 feet.

The tower form and orientation has also been developed to address the highly visible nature of the site. Given the adjacent lower scaled buildings, the proposal seeks to achieve a high degree of articulation on the exposed facades on this prominent street. Avoiding high blank walls with limited articulation was a key urban design objective.

The proposed form of development, including tower placement and massing, podium and building entries, generally conforms to the existing Downtown District (sub-area M) zoning and related design guidelines. The height of the Burrard Street frontage at three-storeys is consistent with guideline intent and will provide an appropriate pedestrian scale for this important street. While the ground floor frontage has to accommodate three entries along its frontage (separate administration and youth space entrances for the social service use and a residential entrance) staff are seeking further design refinements to improve the pedestrian interface of the podium features, including weather protection and wall and fenestration treatments.

Staff have reviewed the proposal's potential impacts on the local neighbourhood, including shadowing, as well as residential-to-residential adjacencies. Staff have also considered the Downtown South guidelines, which address appropriate building form to ensure high livability for new development, in terms of minimum site size and frontage for towers, number of towers per block face, distance between towers and tower floorplate size.

Staff have also assessed the adjacency to a potential development associated with the retention of the Murray Hotel (Heritage and SRO). While it is expected that tower separation of 80 feet will not be achievable, the neighbourliness between these two towers, privacy and overlook interface has been considered in the design evolution of both this proposed development and the future development proposal of the Murray Hotel site. With the proposed, existing (London Place) and future development context in mind, staff conclude that neighbourhood compatibility and livability sought within the guidelines can be achieved even with the reduction of tower separation, through a slight offset between tower placements, unit layout and orientation.

With respect to architectural expression and number of highly visible facades, staff recommend further design development to simplify the number of architectural treatments and materials. The success of this strategy will depend upon the quality of exterior materials and detailing. Further design development is recommended at the development application (DE) stage to clarify design intent for materials and detailing to ensure that this quality is achieved. The public realm quality for the Burrard Street and lane frontages, although not fully detailed at this stage, will also be required to be of high standard at the DE stage.

The Urban Design Panel unanimously supported the application (see minutes in Appendix D).

Staff concluded that the proposed development could accommodate additional height and density on this site without compromising urban design principles or livability for adjacent development. However, as with many rezonings, further design development at the DE stage will be required to ensure urban design principles and planning objectives are in fact achieved. These design development conditions and related requirements are set out in Appendix B. Plans are attached as Appendix F.

**7. Parking, Loading, and Circulation:** Any development or use of the site requires the provision and maintenance of off-street parking spaces, loading spaces, and bicycle spaces, in accordance with the requirements, relaxations, exemptions and mixed use reductions provided in the Parking By-law (as defined by that by-law), except the following:

Unless any amendment to the Parking By-law results in any lesser requirement, in which case the lesser requirement is to apply except:

1. Parking for the 'Directions' program space and any residential amenity space shall be provided at a rate of one parking space for each 400 m<sup>2</sup> of gross floor area;
2. Parking for residential units shall be provided at a rate of 0.1 space per studio or one bedroom dwelling units, at a rate of 0.2 space for two bedroom dwelling units, and 0.3 space for three bedroom dwelling units; and
3. At least one Class B and one Class A loading space is required, and both spaces must be shared between residential and non-residential components.

The applicant proposes 20 vehicle parking spaces, including one universal access space. Access will be from the lane. Two loading spaces are proposed from the lane to serve the building and are fully contained within the building envelope. Spaces for 106 bicycles will also be provided.

**8. Environmental Sustainability:** For all rezonings that meet the minimum requirements to participate in the LEED program, Eco-density Action item A-1 requires that development establish a design that would achieve a level of LEED Silver at a minimum with specific targets, or an equivalent achievement in green design.

The proposed development has committed to a design targeting a LEED Gold rating. In addition to this BC Housing's High Performance Greenhouse Gas Neutral Strategy targets a carbon neutral system design (defined as less than 10% of end use energy from fossil fuels). The preliminary LEED checklist provided indicates achieving the minimum LEED silver required targets of 3 optimize energy points, 1 water efficiency point and 1 storm water point.

**9. Public Input:** A notification letter dated October 23, 2009 was mailed to the surrounding property owners in the area. A rezoning information sign was erected on November 2, 2009.

Approximately 21 people attended a public open house held November 3, 2009; 17 were area residents or business owners from within a 2 block radius of the site, 3 were residents or business owners from the Downtown South or West End and 1 was from outside the area. A mixture of support, opposition, qualified support and concerns were expressed at the Open House. Those in support noted the desperate need to provide housing in the area. Those who were opposed cited concern over safety and opposed further concentration of supported housing in the downtown, and the use of expensive downtown land for social housing. Those who expressed concern cited operational issues and the sustainability of support staff funding as well as building design and urban design matters, including height, density, expression and the relationship of the building to the public realm. (See Appendix E for a summary report of the open house and comments received there.)

The application has also generated further comment from surrounding property owners. Four letters were received by staff, expressing the following concerns:

- i) the approval of the rezoning appears to be a foregone conclusion;
- ii) a greater number of units would be achieved by moving this housing to less expensive areas of Vancouver and the City should reconsider housing 140 mentally challenged people in one building having regard to the image this will create of Vancouver;

- iii) the opinions of people who live, work and pay taxes should hold more weight than activists who do not live in the community or pay the costs of the policies they advocate; and
- iv) serious concerns about the implications of the particular building form for residents of nearby existing buildings, who will lose views and natural light because of the closeness of the building proposed in this report and the building planned immediately across the lane from it.

A letter from the Downtown Business Improvement Association has also been received expressing support for this project, and the overall supportive housing initiative for the Downtown and across the city.

Council's policies regarding the current supportive housing initiative, as laid out in the City/Province Social and Supportive Housing Partnership - Memorandum of Understanding, have been vetted publicly through extended processes connected to the Homeless Action Plan and the Supportive Housing Initiative, and the hearing of delegations leading to the approval of the Memorandum of Understanding itself in November and December 2007. The project at 1134 Burrard is also consistent with the intent of Council policies which are specifically aimed at replacing existing SRA accommodation in the Downtown South area, and the policy is specifically not intended to displace existing residents to other areas of the city.

Regarding the building form, staff continue to work towards the optimization of these sites, recognizing that the City-owned housing sites are a limited resource. This creates some negative impacts for adjoining residents but the broader social benefit is that more people who live on the street, or are at risk of becoming homeless, will be housed.

### ***PUBLIC BENEFITS***

This proposed development of supportive housing is consistent with a number of key City policies regarding homelessness and the provision of affordable housing: specifically the Supportive Housing Strategy which seeks to integrate new supportive housing in apartment districts across the city, the Homeless Action Plan, and the City/Province Social and Supportive Housing Partnership - Memorandum of Understanding.

### ***FINANCIAL IMPLICATIONS***

There are no direct financial implications created by the proposed rezoning. Council approved as part of the Memorandum of Understanding for the 12 City-owned sites that the City will provide sites at the nominal value and support of the waiver of property taxes for both the housing and the resource centres related to this initiative. Construction and operating subsidies will be provided by the Province of B.C. through BC Housing.

### ***CONCLUSION***

The proposed supportive housing project and youth centre are in keeping with the terms of the Memorandum of Understanding between the City of Vancouver and the Province of BC for the 12 City-owned properties to be developed as social and supportive housing. The Director of Planning in consultation with the Managing Director of Social Development, recommends that the application be referred to a Public Hearing, together with a draft CD-1 By-law generally as shown in Appendix A, and recommends that it be approved, subject to the

conditions of approval listed in Appendix B, including approval in principle of the form of development as shown in plans included here as Appendix F.

\* \* \* \* \*

## DRAFT CD-1 BY-LAW PROVISIONS

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

### 1. Definitions

Words in this By-law shall have the meaning assigned to them in the Zoning and Development By-law, except as provided below:

“Base Surface” means base surface calculated from the official established building grades.

### 2. Uses

2.1 The description of the area shown within the heavy black outline on Schedule A is CD-1 (\*\*).

2.2.1 Subject to approval by Council of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in this By-law or in a development permit, the only uses permitted within CD-1 (\*\*\*) and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:

- (a) Dwelling Uses, limited to Dwelling Units and Seniors Supportive or Assisted Housing, in conjunction with any of the uses listed in this by-law;
- (b) Cultural and Recreational Uses;
- (c) Institutional Uses, limited to Social Service Centre and Special Needs Residential Facility;
- (d) Parking Uses; and
- (g) Accessory Uses customarily ancillary to the above uses.

### 3. Conditions of Use

3.1 Dwelling units are in an "intermediate zone" as defined in the Noise Control By-law, and, as a result, are subject to the noise levels permitted in industrial and downtown districts.

### 4. Floor Area and Density

4.1 The floor area for all permitted uses must not exceed 7.40 FSR. For the purpose of computing floor space ratio, the site is deemed to be 1 115 m<sup>2</sup>, being the site size at time of application for rezoning, prior to any dedications.

4.2 Computation of floor space ratio must include all floors having a minimum ceiling height of 1.2 m, including earthen floor, both above and below ground level, to be measured to the extreme outer limits of the building.

4.3 Computation of floor area must exclude:

- (a) open residential balconies or sun decks and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, provided that the total area of all exclusions does not exceed 8 percent of the residential floor area being provided;
- (b) patios and roof gardens, provided that the Director of Planning first approves the design of sunroofs and walls;
- (c) the floors or portions of floors 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, that, for each area, is at or below the base surface, provided that the maximum exclusion for a parking space shall not exceed 7.3 m in length;
- (d) undeveloped floor area located above the highest storey or half-storey with a ceiling height of less than 1.2 m and to which there is no permanent means of access other than a hatch;
- (e) residential storage space above or below base surface, except that if the residential storage space above base surface exceeds 3.7 m<sup>2</sup> per dwelling unit, there will be no exclusion for any of the residential storage space above base surface for that unit;
- (f) amenity areas, including day care facilities, recreation facilities, and meeting rooms, provided that the total area excluded does not exceed 1 000 m<sup>2</sup>;
- (g) floor space for a social service centre, public, social or recreational facility, preserved in the public domain by way of a registered agreement and operated by the Province of BC, an agency of the Province, a non-profit society or the City of Vancouver;
- (h) where a Building Envelope Professional as defined in the Building By-law has recommended exterior walls greater than 152 mm in thickness, the area of the walls exceeding 152 mm, but to a maximum exclusion of 152 mm thickness; and
- (i) with respect to exterior:
  - i. wood frame construction walls greater than 152 mm thick that accommodate RSI 3.85 (R-22) insulation, or
  - ii. walls other than wood frame construction greater than 152 mm thick that meet the standard RSI 2.67 (R-15)

the area of such walls that exceeds 152 mm to a maximum exclusion of 51 mm of thickness for wood frame construction walls and 127 mm of thickness for other walls, except that this clause is not to apply to walls in existence before January 20, 2009. A registered professional must verify that any exterior wall referred to in subsection (ii) of this section meets the standards set out therein.

4.4 Computation of area may exclude, at the discretion of the Director of Planning or Development Permit Board:

- (a) enclosed residential balconies, provided that the Director of Planning first considers all applicable policies and guidelines adopted by Council and approves the design of any balcony enclosure subject to the following:

- (i) the total area of all open and enclosed balcony or sundeck exclusions does not exceed 8 percent of the residential floor area being provided; and
- (ii) no more than 50 percent of the excluded balcony floor area may be enclosed;
- (b) windows recessed into the building face to a maximum depth of 160 mm, except that the Director of Planning may allow a greater depth in cases where it improves building character;
- (c) unenclosed outdoor areas at grade level underneath building overhangs, provided that the Director of Planning first considers all applicable policies and guidelines adopted by Council and approves the design of any overhangs, and provided that the total area of all overhang exclusions does not exceed 1 percent of the residential floor area being provided;
- (d) open to below spaces or double height volumes can be excluded on the second storey units where the first floor is located within 2 m of grade to a maximum of 15 percent of the floor area of the first floor of that unit for residential; and
- (e) features generally on the westerly facades of buildings, to reduce solar gain which may be in the form of french balconies and horizontal extensions; and
- (f) trellises and other garden structures which support the use of intensive green roofs and or urban agriculture.

4.5 The use of floor space excluded under section 4.4 or 4.5 must not include any purpose other than that which justified the exclusion.

## 5. Height

5.1 The maximum building height, measured above base surface, and to the top of the roof slab above the uppermost habitable floor excluding parapet wall must not exceed 54 m.

5.2 A mechanical penthouse, solar panels for energy collection, trellises and other garden structures which support the use of intensive green roofs and or urban agriculture are to be excluded from the maximum building height as provided by Section 10.11 of the Zoning and Development By-law.

## 6. Parking, Loading and Bicycle Parking

6.1 Off-street parking, loading and bicycle parking shall be provided, developed and maintained in accordance with the applicable provisions of the Parking By-law, including those for relaxation, shared use, and exemption, except that: at least one parking space for each ten dwelling units be provided and parking for the social service centre shall be provided at the rate of one parking space for every 400 m<sup>2</sup>.

6.2 Loading: One Class A and one Class B loading spaces shall be provided.

## 7. Acoustics

7.1 All development permit applications require evidence in the form of a report and recommendations prepared by a person trained in acoustics and current techniques of noise measurement, demonstrating that the noise levels in those portions of dwelling units listed below do not exceed the noise level set opposite such portions. For the purposes of this

section, the noise level is the A-weighted 24-hour equivalent (Leq) sound level and is defined simply as noise level in decibels.

Portions of dwelling units Noise levels (Decibels)

Bedrooms	35
Living, dining, recreation rooms	40
Kitchen, bathrooms, hallways	45

## PROPOSED CONDITIONS OF APPROVAL

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

### FORM OF DEVELOPMENT

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by dysarchitecture and stamped "Received City Planning Department, July 28, 2009", provided that the Director of Planning may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b) below.
- (b) That, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the Director of Planning, who shall have particular regard to the following:

### Design Development

- i) design development to simplify the building's façades and architectural treatments;

Note to applicant: design development should consider reducing the number of architectural embellishments and variations in material treatments to achieve an overall architectural character. Provision of high quality materials and detailed large-scale (1:25) architectural plans, sections and elevations describing the exterior finishes and articulation, including location of signage, weather protection, landscaping and soil depth is required.

- ii) design development to the front elevation to enhance it's prominence on Burrard Street;

Note to applicant: design development should consider more glazing on both the tower and podium components, to minimize the amount of blankness on the façade.

- iii) compliance with EcoDensity Action Item A-1 with regard to the specific point requirements and identification on the building plans and elevations of all sustainable design features;

Note to Applicant: Written clarification of and demonstration of the sustainable features establishing a minimum LEED™ Silver equivalent, with a minimum of 3 optimize energy performance points, 1 water efficiency point and 1 storm water point must be shown on the final approved permit drawings.

### Crime Prevention Through Environmental Design (CPTED)

- iv) design development to take into consideration the principles of CPTED;

## Landscape

- v) provision of a permanent high efficiency irrigation system for all planters, excluding the food planters on the urban agriculture deck.

(Note to applicant: The irrigation system design and installation system shall be in accordance with the Irrigation Industry of B.C. Standards and Guidelines)

- vi) provision of a landscape rationale explaining the public realm treatment, the use of manufactured planters (rather than poured in place planters) and a clarification of the irrigation/water use strategy.
- vii) provision of a small storage room or shed for gardening tools on the urban agriculture deck.
- viii) provision of a covered outdoor seating area for the urban agriculture deck in order to provide an area for social interaction and resting .
- ix) provision of a public realm sidewalk treatment consistent with the Burrard-Granville section of the Downtown District, subject to approval of the General Manager of Engineering.
- x) provision of a full Landscape Plan (at the time of development permit application). The landscape plan should illustrate proposed plant materials (with common and botanical names, plant sizes and quantities), paving, walls, fences, light fixtures, site grading and other landscape features. Plant material should be listed in a Plant List that is clearly keyed to the Landscape Plan. The Landscape Plan should be a minimum 1:100 or 1/8" scale.

## Sustainability

- (xiv) Provision of a LEED scorecard, and consideration to achieve a LEED Gold equivalent rating in the projects sustainability performance.

## Waste Management

- xxii) Provision of 3 streams of waste removal for the development (regular garbage, recyclable materials and organics) the development site is to provide adequate space to accommodate 3 streams of waste removal including fully outfitted areas that can be made active upon implementation of an organics collection system;

## ARRANGEMENTS

- (c) That prior to enactment of the CD-1 By-law, arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services be made for the following:

## SOILS

- ix) Do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter, as required by the Manager of Environmental Protection and the Director of Legal Services in their discretion;
  
- x) Do all things and/or enter into such agreements deemed necessary by the Manager of Environmental Protection and the Director of Legal Services in their discretion, that there be no occupancy of any buildings or improvements on the site constructed pursuant to this rezoning, until a Certificate of Compliance has been provided to the City by the Ministry of Environment;



## ADDITIONAL INFORMATION

1. **Descriptions of the Sponsoring Societies:** The Kettle Friendship Society ([www.thekettle.ca](http://www.thekettle.ca)) was formed in 1976 and is a registered charity. Its mission is "Supporting people with mental illness to lead healthier lives." This is achieved through:

- Providing housing, employment, advocacy and support services
- Raising awareness of mental health issues and break down barriers for people with mental illness; and
- Promoting inclusion of people living with mental illness in all aspects of society.

The Kettle Friendship Society currently owns and operates over 200 units of housing (150 scattered apartments, four housing projects with 34 housing units and 20 care beds throughout Vancouver), including:

- Friendship Court – 19 suites with enhanced support
- Triumph Apartments – 15 suites with enhanced support
- Camille House – 10 care beds
- Peggy's Place – 10 care beds

Tenants of these buildings have physical health, mental health and/or addiction issues and include people in need of supportive services.

The Housing Services programs strive to provide individuals with services that prevent and reduce hospital care, and that promote optimal level of functioning to achieve each individual's personal satisfaction, growth, and highest potential. The housing programs place a strong emphasis on psychosocial rehabilitation principles and the recovery model to assist members to maximize their quality of life.

The Community Services approach is to support individuals to build self-esteem and give options for rehabilitation and recovery. The approach is based upon an empowerment model. The Society also works with the community to help break down stigma around mental illness.

**Family Services of Greater Vancouver** was founded in 1928 and is a community-based not-for-profit organization providing important social services to children, youth, adults and families in need. The organization's mission is "dedicated to strengthening people, families, and communities - providing a diverse range of professional support and counselling services to those who are experiencing challenges in their lives".

The scope of Family Services work ranges from prevention to intervention including: abuse prevention and trauma treatment; addictions treatment; adoption services; community education and development; counselling; employee assistance; employment services; immigrant services; intensive family and parenting services; support for youth with special needs; victim support; and youth services for homeless youth and youth living in at-risk situations.

Family Services has 478 staff, 178 volunteers and 39 students providing these crucial social services in over 30 languages at 20 locations in Vancouver, Richmond, Burnaby, New Westminster, Surrey, Vancouver Island and Northern BC.

Directions Youth Services Centre presently located at 1134 Burrard Street is one of the services that Family Services provides as part of its youth programs. It serves homeless and at-risk youth primarily under 19 years of age, although some support services are available to youth 19-24. Many of these youth are living in poverty with no where else to turn. Directions provides youth a helping hand to re-unite with families and home communities or to obtain safe, affordable housing, education programs and/or stable employment.

The Centre will continue to provide these services in the new building.

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

**3. Public Notification and Input:** A rezoning information sign was installed November 2, 2009 and a notification letter dated October 23, 2009 was mailed to the surrounding property owners in the area on the site. Approximately 21 people attended a public open house held on November 3, 2009. Comments were generally supportive with some questions related to the operation of the supported housing and some concerns expressed about the current lack of amenities in the area for existing and proposed new residents. The application has generated very little comment from surrounding property owners and other citizens. One letter expressing general planning concerns and questions focused on the current lack of amenities in this area, was received by City staff.

**4. Processing Centre - Building:** Staff have reviewed the preliminary drawings prepared by dysarchitecture, dated July 28, 2009, for rezoning. This is a preliminary review.

- a. Level 2, the res. maintenance room in the NW corner is required to have to 2 exits on Level 2;
- b. Level 3, the exits are required to meet the minimum remoteness requirement; and
- c. The proposed kitchen exhaust(s) should be reviewed relative to the neighbouring buildings.

**5. Urban Design Panel Comments:** The Urban Design Panel reviewed this proposal on April 9, 2008 and supported the proposed use, height, density and form of development and offered the following comments:

Design development is needed to simplify the building including consideration to reducing the variety of materials; and Design development to the Burrard Street elevation, especially at the lower levels.

The Panel thought building acted as a constraint to the Murray Hotel site. They also though the building would benefit from fewer embellishments, but they liked the material palette. A couple of Panel members suggested only having one material on the brick volume and not two. They also thought the Burrard Street elevation needed some design development as there wasn't a balance between what the façade and the

glazing. They also thought that at street level, the façade presented too much blankness. The Panel thought the applicant needed to take a more sensitive approach to the building. Most of the Panel thought the lane elevation was the strongest part of the project. They appreciated there was a sensitivity regarding the price point but felt the money should be put into basic elements and better quality materials.

The Panel thought relaxing the rear yard setback to thirteen feet was too much and suggested removing the individual unit at the back of the building. One Panel member suggested pushing the building to the north east property line to give a larger side yard. The Panel supported the density with a few of the Panel members suggesting the building could go higher. One Panel member asked if there was an opportunity to take advantage of additional height with the review of the view cones. The Panel felt that the combination of the form and the bulk of the floor plate relative to a small site was a problem.

The Panel thought there was a lot of creativity in the landscaping but that there wasn't much outdoor space. One Panel member asked if there was an opportunity to do something on the roof noting that the space could be concentrated to the centre of the roof for security.

**6. Comments of the Applicant:** The applicant has been provided with a copy of this report and has provided the following comments: APPLICANT'S COMMENTS

## VANCOUVER POLICE DEPARTMENT Operations Support

September 10, 2009

To: Michelle McGuire, Planner, City of Vancouver

From: Jodyne Keller, PC 1760, Homeless Outreach & SRO Liaison

Subject: *1134 Burrard Street, Rezoning Application*

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An application was submitted to rezone 1134 Burrard Street from DD to CD-1 for the purpose of constructing a 16 storey building with 141 dwelling units. This facility will house the Directions Youth Program, support areas, administrative offices, amenity space and finally the housing units. The housing units will be used for the homeless or at risk of homelessness as well as 30-50 units for youth and will be managed by The Kettle Friendship Society.

Currently the Directions Youth Centre is in 1134 Burrard Street and the Vancouver Police Department has attended this location 71 times during the past year. With the addition of 141 self-contained units to this space, it is expected the number of calls for police service will increase. I spoke with The Kettle Friendship Society and learned that a 60 year lease is in place which will include:

- at minimum 2/24hr staff on site at all times
- security at front door
- supports provided by the existing programs at 1725 Venables Street

Police calls for service in a one block radius of 1134 Burrard Street is extremely high. 3382 calls for police service took place between 2008-08-30 and 2009-08-30. The top contributing locations which are already a drain on police resources are:

- St. Paul's Hospital            1081 Burrard
- Celebrities                    1022 Davie
- Burrard Motor Inn            1100 Burrard
- Sheraton Wall Centre        1088 Burrard
- Directions Youth Centre     1134 Burrard
- Marriott Residence Inn      1234 Hornby
- TD Canada Trust              1200 Burrard
- Esso Gas Station              1205 Burrard
- Odyssey                        1251 Howe
- Murray Hotel                 1119 Hornby

It is interesting to note that the Murray Hotel located at 1119 Hornby is the nearest SRO and has received 47 calls for police service during the past year. This SRO has 105 units and is privately owned and operated. With the future of 1134 Burrard Street

having 141 units while having supports and funding in place, the calls for service should compare to that of the Murray Hotel and not place an additional drain on police resources.

The community will likely have opinions on the rezoning of 1134 Burrard Street and it is understood that a public hearing will be scheduled by December 2009. The Vancouver Police Department would like to be kept informed of this hearing.

The Vancouver Police Department understands the need for affordable housing in areas other than the Downtown East Side. We support housing which is safe and healthy. We also support housing where the operators are proactive in working with their community partners.

Respectfully submitted,

Jodyne Keller  
PC 1760  
Homeless Outreach & SRO Liaison  
Vancouver Police Department  
(604)717-3341

## 1134 BURRARD STREET

### OPEN HOUSE REPORT

#### Public Open House

The public open house for the 1134 Burrard Street site was held from 4:00-8:00 pm on Tuesday November 3rd, 2009 at the Holiday Inn, 1110 Howe Street.

#### PURPOSE AND OBJECTIVES OF THE OPEN HOUSE

The purpose of the open house was to:

- Inform the public about the development proposed for 1134 Burrard St. including information on the site plan, building design, neighbourhood context, and programs/services proposed for tenants.
- Provide opportunities for input from area residents, businesses and other interested parties.
- Build awareness of the other social and supportive housing initiatives in Vancouver that are part of the partnership between BC Housing and the City of Vancouver and the need to increase supportive housing units in Vancouver;
- Provide information about the Rezoning process; and
- Allow for the Kettle Friendship Society and Directions Youth Services Centre representatives to meet with local neighbourhood residents and business owners.

#### PUBLIC NOTIFICATION

The open house was advertised by the City of Vancouver as part of their standard notification process for rezoning applications. Notification letters on the project and open house date/location were sent out to the property owners within the City's prescribed area.

#### ATTENDANCE

Twenty-one (21) people signed-in for the open house. Six (6) written feedback forms were completed at the open house. Each person attending the open house was greeted, asked to sign-in, given a feedback form to complete, given a quick orientation to the display material and asked to 'pin' where they lived or worked onto an area plan.

Of those attending the open house:

- 17 were area residents or business owners within two blocks of the site,
- 3 were residents or business owners from the downtown south or west end
- 1 was from outside of the area.

Representatives from the Kettle Friendship Society, the Directions Youth Services Centre, the City of Vancouver, BC Housing, dys architecture, Terra Housing

Consultants and CitySpaces Consulting were available to answer questions from attendees.

**Format:**

- Approximately thirty display boards were presented at the open house including boards describing supportive housing and where it is located in Vancouver (City of Vancouver).
- The sponsor group and services/programs for this site, the City approval process, and the BC Housing/City of Vancouver 12 Sites Initiative (CitySpaces Consulting);
- The site and building design (dysarchitecture);
- In addition to the display boards, an architectural model of the building and neighbouring buildings was on display.
- Information material was available including: a Question and Answer handout on details of the project and operations, the City of Vancouver Supportive Housing Strategy, pamphlets about the Kettle Friendship Society and Directions Youth Services Centre.

**FEEDBACK**

The overall tone and atmosphere of the open house was open and questioning. Nearby residents spent a lot of time talking with various representatives of the project to understand the operation, the tenant profile and the potential impact on their property. The various questions raised included the sustainability of support funding to ensure support continues to be available to the tenants; would the building provide housing for many of the younger street youth in the area; the height of the building. Interestingly a couple of people questioned why Vancouver is providing all this housing for homeless and are other cities in the province doing the same.

Each person attending the open house was given a written comment form to complete. Six were completed and handed-in at the open house. Below are the comments received.

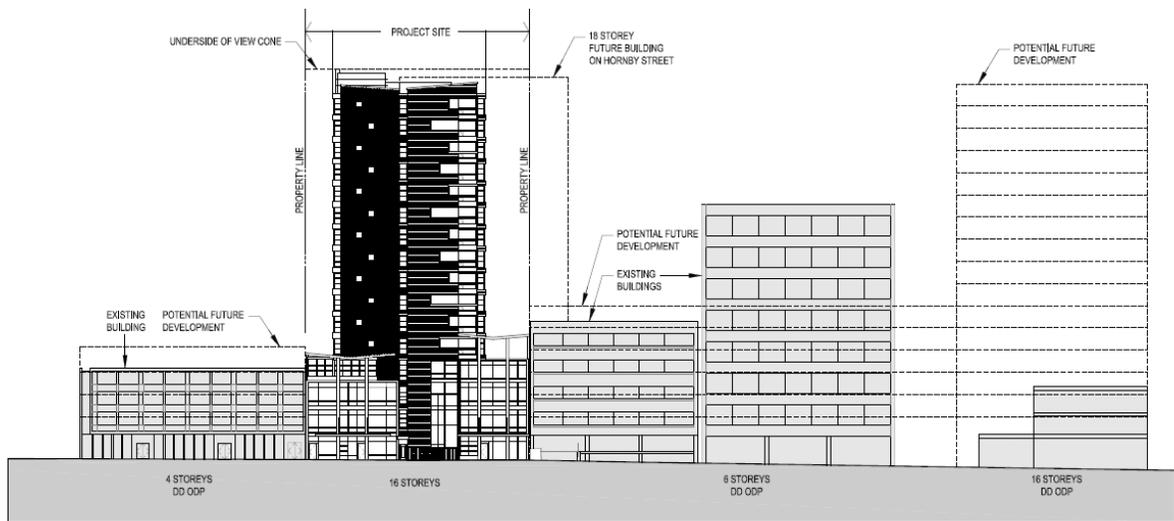
- As a property and business owner in the immediate area we support the proposal and the good work done by Directions and the Kettle in the community. The architectural form and design fits well within the context of the neighbourhood.
- 50% of Canadians will be over 65 in 2020. Canada is a rich country, lets start now to take care of us (ourselves). Don't depend on our kids cuz they will be broke. Will you be homeless in 2030?
- I am opposed to this development: 1) I do not support an increase of challenged individuals to the neighbourhood. 2) I do not support providing prime downtown real estate for services outlined, when real estate is available for such use in many other areas where land values are not as costly. 3) I do not support this project, furthermore to Point #2, that individuals who have made decisions in life that have resulted in their current condition, be granted living units in prime areas. 4) I will be unable to vote for a City Council that approves such a development.
- I do not support this application. Will ruin the look of Burrard St. I believe a max of 8 floors, not 16 (if the project must go on). Downtown is prime real estate! Why

build subsidized housing here? Will diminish the value of our home. Increased danger walking in my neighbourhood.

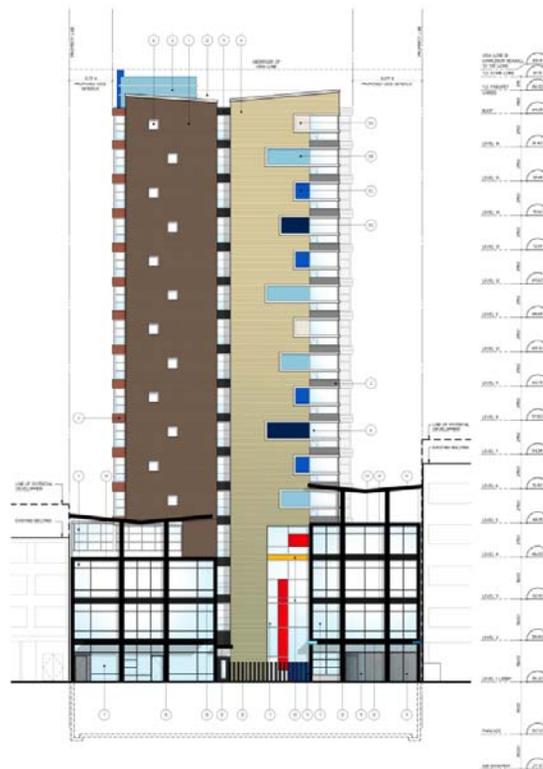
- The west elevation given the building height and prominent location along Burrard St. is very disappointing looks like an unfortunate 1960's façade. The north elevation is also marginal. While appreciating the need to minimize costs, some effort to enliven these faces would be helpful.
- I think the design is well planned and a dramatic improvement over the 'brick wall' that's there now. My concern is that there be 'sidewalk friendliness' of landscaping that is superior to a couple of planters of flowers, and possible retail frontage that co-ordinates with what's to the left and right of the building. This is a high traffic, premium piece of real estate. I liked the bike racks and suggest there be CCTV focused on them!

Report Provided by CitySpaces Consulting Ltd. - November 7, 2009

Burrard Street (West) Elevation



West Elevation



**MATERIAL LEGEND**

①	②	③	④	⑤	⑥
⑦	⑧	⑨	⑩	⑪	⑫



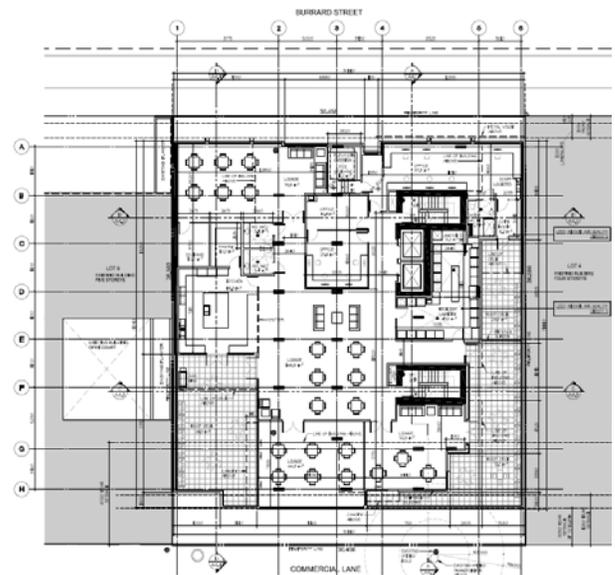
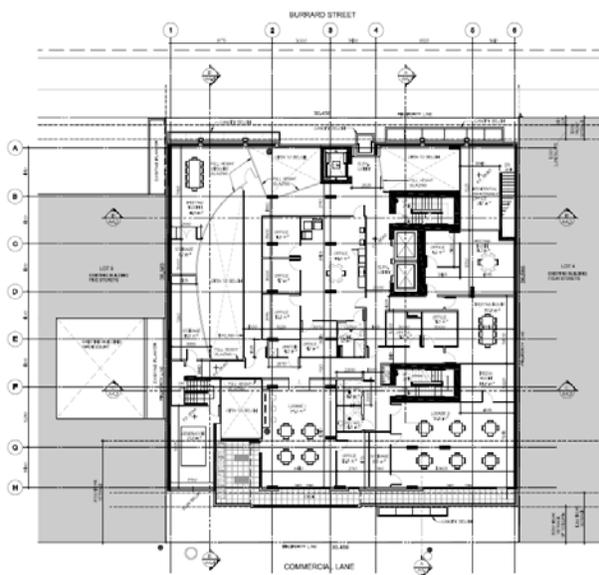
North Elevation



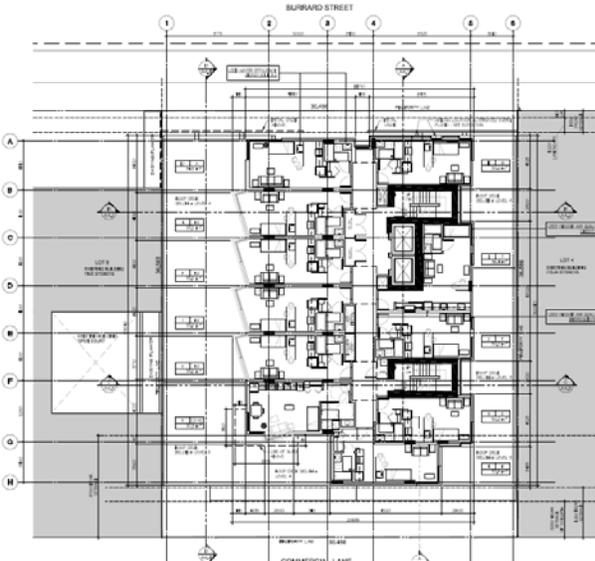
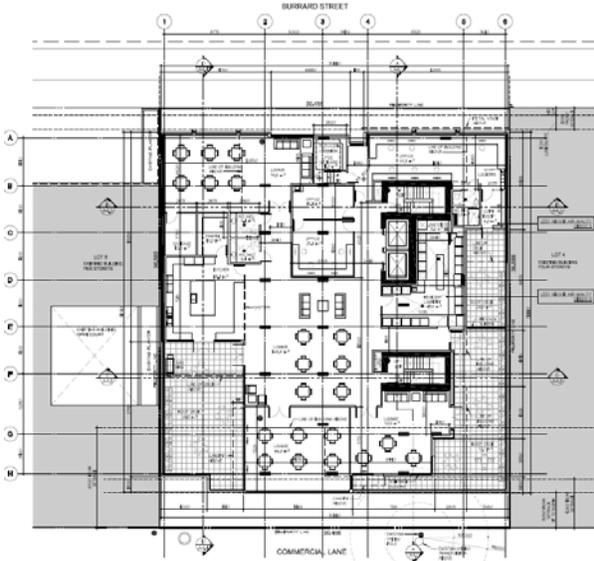
South Elevation



Ground Floor, 2<sup>nd</sup> Floor Plans



3<sup>rd</sup> floor Amenity and Typical Residential Floor Plan



APPLICANT, PROPERTY, AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	1134 Burrard Street
Legal Description	Lot G, BLK 90, DL 541, Plan 18877
Applicant	Dane Jansen
Architect	dysarchitecture
Property Owner	City of Vancouver
Developer	Provincial Rental Housing Corporation (PRHC)

SITE STATISTICS

	GROSS	DEDICATIONS	NET
SITE AREA	1 114 m <sup>2</sup>	231.2 m <sup>2</sup>	891.8 m <sup>2</sup>

DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	PROPOSED DEVELOPMENT	RECOMMENDED DEVELOPMENT (if different than proposed)
ZONING	DD	CD-1	
USES	Residential, institutional, recreational, commercial, retail	Dwelling Uses, in conjunction with; Limited Cultural and Recreational Uses; Institutional Uses, and Accessory Uses customarily ancillary to the above uses	
DWELLING UNITS		141	
MAX. FLOOR SPACE RATIO			
MAXIMUM HEIGHT		53.51 m	
MAX. NO. OF STOREYS		16	
PARKING SPACES		20	