

Date: Monday, November 5, 2007
Time: 3:00 p.m.
Place: Council Chambers, City Hall

PRESENT:**Board**

D. McLellan Deputy General Manager, Community Services Group (Chair)
B. Toderian Director of Planning
J. Andrews Deputy City Manager
T. Timm General Manager of Engineering Services

Advisory Panel

W. Franci Representative of the Design Professions (Urban Design Panel)
S. Tatimir Representative of the Design Professions
N. Shearing Representative of the Development Industry (Excused)
J. Stovell Representative of the Development Industry
D. Chung Representative of the General Public
H. Hung Representative of the General Public
K. Maust Representative of the Vancouver Heritage Commission

Regrets

M. Braun Representative of the General Public
C. Nystedt Representative of the General Public

ALSO PRESENT:**City Staff:**

C. Edwards Engineering, Acting Projects Manager
S. Black Development Planner
B. Boons Co-Manager of Processing Centre - Development
P. Huber Project Facilitator
E. Cho Planner
S. Brodie Civil Engineer

2750 EAST HASTINGS STREET - DE411206 - ZONE C2-C1

R. Allen Ron Allen Architect Inc.
L. Howes Vancouver Coastal Health
D. Bosa D. Bosa Land Corporation

Recording Secretary: L. Harvey

1. MINUTES

It was moved by Mr. Timm, seconded by Mr. Toderian, and was the decision of the Board:

THAT the minutes of the Development Permit Board Meeting of July 16, 2007 be approved.

2. BUSINESS ARISING FROM THE MINUTES

None.

**3. 2750 EAST HASTINGS STREET - DE411206 - ZONE C2-C1
(COMPLETE APPLICATION)**

Applicant: Ron Allen Architect Inc.

Request: To construct a new three storey commercial building, with retail uses on the ground floor (including a large format drug store), two storeys of social services use above, and two levels of underground parking with access from the lane. The social services space will be occupied by Vancouver Coastal Health for its North East Mental Health Team, Mental Health Housing Services, Early Psychosis Intervention, Child & Youth Mental Health Services and a Geriatric Rehab Program. These programs provide counselling and outreach services for people who live in the north east area of Vancouver.

Development Planner's Opening Comments

Bill Boons, Co-Manager of Processing Centre - Development, introduced the application and described the uses under the zoning noting that the drug store on the ground floor is an outright use with the social services centre being a conditional use. He noted that Hastings-Sunrise went through a community visioning process that was adopted by Council in 2004. He added that Staff believes the project meets the objectives contained in the Community Vision with regard to providing community services such as these in locations that are in local shopping areas so that they will be accessible and provide a significant community profile. Also, the facility is expected to serve a larger community.

Mr. Boons noted that the applicant is seeking a parking relaxation. The applicants submitted a traffic study that took into account the time varying demands for parking in the project, noting that the Social Services Centre use will be largely a 9:00-5:00, Monday-Friday operation, while the Drug Store will also operate evenings and weekends. As a result Staff supports a reduction in the parking from the 143 spaces required to a provision of 126 spaces. Also, based on an expectation of shared loading areas, staff support a reduction in the overall number of loading spaces, noting the Vancouver Coastal Health operations will have minimal loading demands, and an oversized Class B loading bay will be provided for the Drug Store needs.

Mr. Boons described the height relaxation request for the northeast corner of the building at the upper level noting that most of the building is under height. This additional height has no affect on the neighbouring sites as the elevation at the lane is well under the limit. Staff recommends the height relaxation as it would be an unnecessary hardship on the applicant to step the building down.

Mr. Boons noted the letter from Vancouver Coastal Health (VCH) which was included in the Staff Committee Report and describes the programs to be offered at the facility.

Mr. Black, Development Planner, described the policies and guidelines for the area. He noted that the building does what the guidelines expect including storefront canopies, high quality architecture, and retail access on the street. One of the uses in the district schedule calls for residential on the third floor which would be impractical for this development. Mr. Black described the height relaxation required using the illustrations on the boards noting that a residential building on the site would have a larger impact on views and shadowing. Mr. Black also noted that the zoning requests zero setbacks. He added that it would be possible to setback the building somewhat, as a benefit to the neighbourhood, and to make space for plantings and bike racks and a more generous sidewalk. Mr. Black further described the architectural features of the building noting the finish will be concrete with some brick to break up the length of the façade on East Hastings Street. The building has been designed to support smaller CRUs if the drug store should leave in the future.

Mr. Black reviewed the recommendations contained in the Staff Committee Report dated July 18, 2007. The recommendation was for support of the proposal, subject to the conditions contained in the Staff Committee Report.

Paula Huber, Project Facilitator, gave a brief summary of the notification process. The process began in November 2006 with the first meeting on December 12, 2006. The invitation was included in the Staff Committee Report. Ms. Huber noted the letter sent to the neighbourhood in May 2007 stating the facility will not include a needle exchange program, detox program, methadone program, injection site, addictions services or housing of any kind. Ms. Huber also described the letters of concern and petitions received which were also included in the Staff Committee Report.

Applicant's Comments

Mr. Bosa, President of Bosa Land Corporation, purchased the property in May 2005 for a mixed-use building. In November 2005 they were approached by a leasing representative on behalf of Vancouver Coastal Health as a long term tenant. Mr. Bosa said that they had originally had some concerns regarding the uses, but those concerns had been addressed. Mr. Bosa noted that they had numerous neighbourhood meetings where both VCH and Bosa had been available for questions. Mr. Bosa added that he had visited some of VCH's other facilities and felt comfortable to proceed with building the facility for VCH as tenants. He added that given the higher costs of land, they would not be able to deliver the project today. He was confident that once the project was completed it would offer a positive architectural expression and the facility would adequately serve the neighbourhood. Mr. Bosa asked for the Board to approve the application.

Ron Allen, Architect agreed that the Staff Committee Report described the project fairly. He asked the Board to keep in mind that the topography had made for a challenging site. He said it was an unusual site with a very large floor plate and would be a unique site with a unique set of tenants. Mr. Allen described the design for the building noting the street trees, glass awnings and other architectural features to break up the façade on East Hastings Street. He added that the design would allow for a series of smaller units should the drug store terminate their lease in the future. Mr. Allen noted that it would be a quality building using concrete construction and elaborate glazing details. He added that the comments of the Urban Design Panel were taken into consideration. Mr. Allen agreed to consider further sustainable measures that could be accommodated in the final design. In discussion with the neighbours across the lane, it was decided to secure the loading zone in the off hours by adding a security

gate and to enhance the lighting in the lane and to minimize any noise from the mechanical equipment. Also speed humps are planned for the lane as well as a green wall to discourage graffiti.

Lorna Howes, Director of Mental Health Services, Vancouver Coastal Health, noted that their clients are people who have been affected by mental illness. She added that mental health challenges affect people of all ages and all incomes. VCH currently offers mental health services in nine other locations across the city. The proposed uses for the site include one-on-one counselling, a common space for meetings, peer support, Chinese family support groups, and healthy meal preparation. She noted that they haven't received any complaints from the neighbours around any of their other facilities. Vancouver Coast Health does not buy property as they feel they can use that money to provide better mental health care so they need to lease space that is accessible for clients at a reasonable cost. They have been looking for lease space in Hastings-Sunrise for the last four years. This location would group their services into a single location as two of their current locations are scheduled for demolition. Ms. Howes said she realizes that some people have concerns about being close to a mental health facility. She added that they are planning a ten year anti-stigma campaign to change people's attitudes towards mental health care and the people who use those services. Ms. Howes said that any concern the neighbours have regarding people coming from the Downtown Eastside were not warranted as VCH already provides services in that neighbourhood. She added that the facility will not be a residential care facility and will be more similar to a doctor's office with regular business hours. Any clients with drug and alcohol problems will be referred elsewhere. Ms. Howes assured the Board that their clients are not violent and there would be no reason to fear this facility. She added that their clients deserve to be treated like anyone else with a health issue.

Questions/Discussion

In response to questions raised by the Board and Panel, the following clarification was provided by the applicant team:

- Vancouver Coastal Health is committed to a fifteen year lease.
- If there were any reason to change or to add new programs, VCH would be required to come back to the City for another permit.
- The programs are not changing and there isn't any intention to change the programs at this time.

Comments from other Speakers

The following delegations spoke in opposition to the application:

George Robinson

Nancy Wornack

Barry Sharbo

Mindy Zhou

Lucy Liu

Amy Tong

Inez Bondi

Henry Wong

James Green

Johnny Giambattispa

Biaggio Martino

Daniel Lam

Chiu Chan

Susan Renzullo

Shawn Sun

Comments in opposition included:

- There was not enough consultation with the community;
- VCH has not done a good job of full disclosure;
- Safety issues with people moving out of the DTES;
- Facility will bring drug dealers into the neighbourhood;
- Not a sensitive environment for mental health;
- Should occupy smaller centres;
- Should consider a more central location for the six communities;
- VCH should look at the site at Renfrew and East 12th Avenue which is more central;
- Why didn't the architect include a health garden;
- VCH has not given any long term plans for the location;
- Opposed to the size and location of the facility as it will create a negative impact on the community;
- Parking and traffic could be an issue;
- Community not involved in the decision making process;
- Don't believe the facility will not work with clients with substance abuse problems;
- Schools are too close to the facility; should be away from children and in a less residential area;
- Concern regarding the people the facility will bring to the community.

The following delegations spoke in support of the application:

Dr. Kathy Baranyi, VCH

Shane Simpson, MLA

John Lynn

Cathy Lynn

Sara Ardan

Cynthia Flood

Nancy McRitchie, Executive Director of Kiwassa Neighbourhood House

Marge Johnson

Chester Grant, President, Hastings-Sunrise Policing Centre

Eric Harms, President, Hastings Community Association

Cate Jones

Barbara Fousek

Larry Reid

Sonia Schmidt

Otto Lim

David Black

Raymond Li

Patrick Mueller

Vanessa Geary

Elisabeth Zoffman, Burrard View Neighbourhood Association

Lisa Wulwik

Matt Smith

Raphael McKittrick, Kettle Friendship Society

David Granirer

Sherry Fraser

Andrew Neal

Harry Mah

Stewart Anderson

Randy Puder

Andrew Moreno

Andrew MacFarlane

Comments in support included:

- People who are intoxicated are not allowed to stay in the facility and are sent home;
- Facility will benefit the community;
- Positive addition to East Hastings Street;
- Counselling services are a positive addition to the neighbourhood;
- The facility will help to animate East Hastings Street and busy streets are safer streets;
- There is a serious shortage of mental health facilities in the neighbourhood;
- Most people with mental health issues aren't able to drive and would need to use public transportation;
- The Policing Centre looked at the facility from the public safety point of view and found nothing that would threaten the public;
- The Policing Centre is considering relocating to the building;
- Staff Committee Report reflects the comments from the neighbours on the lane;
- The facility will support the businesses on East Hastings Street;
- Compatible with the Hasting-Sunrise Community Vision;
- Lots of elderly people in the neighbourhood and the facility will allow them to stay in their homes as they age;
- More traffic and pedestrians in the area would help keep panhandlers off the street;
- Makes sense to consolidate the services in one place;
- DTES residents use the facilities in their neighbourhood and don't seek help in other areas;
- The liquor store across the street brings people with addictions and no one is complaining about them;
- Lots of people need help with mental health care and the city needs more of these facilities;
- Will enhance the public realm along East Hastings Street.

Questions/Discussion

In response to questions raised by the Board and Panel, the following clarification was provided by the applicant team and staff:

- The facility will be used by the North East Mental Health Team which is the fourth largest team in the city. One of the teams is the Mental Health Housing Team and is an outreach team. The team sees clients in hospitals and looks for housing options. The Geriatric Rehab Service Team is a tiny program with 12 to 20 geriatric clients. The bulk of their operation is outreach as staff meet clients in their own homes. The Family Development Unit is also outreach and staff see clients at community centres, schools and their homes. There are only two programs with clients attending on site.
- The facility will receive referrals from medical doctors, schools, etc and there are psychiatric nurses at reception to respond to clients when they enter the facilities. The mandate of the facility is to provide mental health services.
- Other facilities in the city are generally in neighbourhoods and near schools and there haven't been any issues or complaints from the neighbours.
- There hasn't been any traffic calming planned for East Pender Street and parking and loading meets the needs of the facility.
- Vancouver Coastal Health is looking at targeting LEED™ Silver for their new facilities.
- Shopper's Drug Mart is confirmed as the tenant on the ground floor.
- A letter of commitment acknowledging the windows will not be obstructed has been requested from the drug store in Condition B.2.6.
- Vancouver Coastal Health's funding comes from both the provincial and federal governments and has had stable programs for the last twenty-two years. Funding is secure for the programs that will be provided at the facility.

- The teams are being moved to one facility as two of the present locations are slated for demolition and it was an opportunity to consolidate staff in one location and to provide for better care.
- There is currently no Council policy to provide sustainability measures in any new buildings in Vancouver.

Panel Opinion

Mr. Francl recommended support for the application and felt that if the site was for any other type of health facility there wouldn't be any opposition from the community. He noted that there are three or four other facilities of this size located throughout the city. Mr. Francl thought that facility's clients and staff would contribute to the area by being customers of the various retail establishments in the area. He thought there should be a mechanism in place for the community to be involved with VCH and to register any ongoing concerns. With regards to the potential uses, Mr. Francl noted that the applicant would need to come back to the Board for consideration and he added that the zoning doesn't allow programs such as a needle exchange site. Regarding the architecture, Mr. Francl had some concerns with the articulation of the façade and the scale of the building. He also thought the lobby needed to be enlarged. He noted that the Urban Design Panel concerns were addressed in the conditions in the Staff Committee Report. Mr. Francl added that he thought the applicant reaching for LEED™ Silver was acceptable and suggested this could be added as a condition in the Staff Committee Report.

Mr. Tatomir suggested that the community and VCH should meet again to solve their differences. He thought having Shopper's Drug Mart on the main floor would not encourage pedestrian traffic and would like to have seen smaller CRUs in that location. Mr. Tatomir suggested added a secondary entrance to the drug store and to enlarge the entrance to the facility. Mr. Tatomir would like to have seen an atrium on the second and third floors and also a green roof. He added that he was in support of the project.

Mr. Stovell recommended support for the application. He said he was surprised to see how many people came out to support the project and thought there were good comments on both sides of the issue. Mr. Stovell found the size of the building troubling given only 40% of the clients will come from the local community and would like to have had more information from the applicant regarding the size. Mr. Stovell thought it would be unfair to have the Board restrict the applicant on other uses when they hadn't asked for them. Mr. Stovell was in agreement to having a condition that would restrict the Shopper's Drug Mart from cluttering up the windows.

Ms. Maust recommended support for the application. She thought more work could be done on the design but agreed that had been addressed in the conditions in the Staff Committee Report. She also agreed that the parking, loading and height relaxations were acceptable. Ms. Maust added that having residential on the 3rd floor would limit the use and cause security issues.

Mr. Chung thanked the public for attending the meeting and particularly those who shared their personal stories. Mr. Chung thought these kinds of services shouldn't ever be turned down noting that there were other countries that don't want to recognize these problems exist in society. Mr. Chung suggested the facility have a liaison with a community contact to help address issues and to help ease the community's fears. Mr. Chung thought the skylight improved the design of the building and though more developments should include skylights as it adds character to the building. He also liked the brick articulation. Mr. Chung agreed that

the Board shouldn't put restrictions on the use noting that the applicant hadn't asked for any other uses. Mr. Chung added that he supported the proposal.

Mr. Hung thanked the public for coming out to the Board meeting. Mr. Hung supported the height and parking relaxation requests. He thought it was important to have early prevention available to people and was not concerned about a possible expansion of the uses noting the zoning was clear as to what uses were permitted. Mr. Hung added that he thought the surrounding businesses would profit from clients and staff who will use the facility. Mr. Hung recommended approval of the application.

Board Discussion

Mr. Toderian thanked everyone for giving up their night to come and speak to the Board. He assured the public that their time was well spent. He felt there was a lot of fear and miss information regarding the facility. Mr. Toderian thought it was important for the citizens to know what responsibilities the Development Permit Board had regarding development applications. He noted that the Board was appointed by Council and administers land use and development objectives approved by Council, as expressed in various by-laws, policies and guidelines and is not a policy-making body.

Mr. Toderian thought the applicant had done the best job they could and it was not the Board's place to tell VCH that there is a better way to run their operation. Mr. Toderian thought the scale and location was appropriate, and noted that the track record for facilities of this type and scale in the city was that they were somewhat "invisible". He noted that the actual uses were not getting larger but were being co-located and had no concerns with the design details.

Mr. Toderian suggested that VCH take into consideration the issues with the process noting there are very few perfect processes and that there had been a lack of trust on the part of the community possibility due to a lack of communication. Mr. Toderian hoped VCH's track record would improve for future applications.

Mr. Toderian was disappointed that the tenant driven building hadn't gone after more sustainable measures noting that the City was going for LEED™ Gold in their developments in SEFC. He suggested the applicant push harder with the sustainable measures in the project.

Mr. Timm noted that Hastings-Sunrise had a history of involvement in their community and he said he respected the opinions on both sides of the issue. He added that people are motivated by what they think is best for their community. Mr. Timm thought it was a difficult decision to make in finding appropriate ways to provide services to the community. Mr. Timm noted that the Board determines if applications fall within the Council's policy guidelines and the method by which VCH delivers the services is not up to the Board. He added that the Board is not approving services like a needle exchange program and thought it wasn't necessary to make that point in additional conditions.

Mr. Andrews supported the motion and the amendments. He thanked all those who came out to the Board meeting and especially all those who shared their personal stories. He thought it was rewarding to see how active the citizens of Hastings-Sunrise were in their community and their level of involvement in the process. He said he realized there were flaws in the process and encouraged VCH and city staff to listen to the community's concerns. Mr. Andrews was satisfied that staff had addressed the concerns in the Staff Committee Report with the conditions and agreed that any future changes to the uses would require the Board's approval. Mr. Andrews strongly encouraged the applicant to review their sustainability initiatives as he felt there could be a direct impact on the mental well being of both staff and clients.

Motion

It was moved by Mr. Toderian and seconded by Mr. Timm, and was the decision of the Board:

THAT the Board APPROVE Development Application No. DE411206, in accordance with the Development Permit Staff Committee Report dated July 18, 2007, with the following Amendments:

Amend Condition A.1.5 by adding "*as well as the owner,*" after retail tenant, to read: submission of a letter of commitment from the major retail tenant *as well as the owner*, acknowledging retail storefront windows will maintain clear unobstructed views from and into the retail space, including but not limited to the following;

Amend Condition A.1.6 to read:
clarification of the location of all uses and dimensions on the floor plans;

Delete Condition A.2.7;

Amend Condition B.1.2 by changing the date from February 28, 2008 to *May 5, 2008*.

4. OTHER BUSINESS

Mr. McLellan thanked the public for their participation and was pleased that there was enough time for everyone to get a chance to speak to the Board.

5. ADJOURNMENT

There being no further business, the meeting adjourned at 9:35PM.

L. Harvey
Assistant to the Board

D. McLellan
Chair