CITY OF VANCOUVER DEVELOPMENT, BUILDINGS, & LICENSING

DEVELOPMENT PERMIT STAFF COMMITTEE MEETING February 5, 2019

FOR THE DEVELOPMENT PERMIT BOARD March 2, 2019

128 E Cordova Street (COMPLETE APPLICATION) DP-2019-00895 – HA-2

PFC/VK/AEM/JRB

DEVELOPMENT PERMIT STAFF COMMIT	TEE MEMBERS
Present: J. Greer (Chair), Development Services C. Chant, Engineering Services D. Naundorf, Housing Policy and Projects	 Also Present: P. Chan, Urban Design & Development Planning J. Borsa, Development Services V. Kopy, Development Services P. Cheng, Urban Design & Development Planning J. Olinek, Urban Design & Development Planning R. Co, Engineering Services A. Vilis, Development Services
APPLICANT: NSDA Architects	PROPERTY OWNER: The Governing Council of the Salvation Army of Canada

NSDA Architects 201-134 Abbott Street Vancouver, BC V6B 2K4

2 Overlea Boulevard Toronto, ON M4H 1 P4

EXECUTIVE SUMMARY

• Proposal:

To develop this site with a 9 storey mixed-use building containing social service centre which includes supported residential (120 beds in single occupant and shared sleeping rooms), an emergency shelter (134 beds), and a community meal program, and 46 dwelling units (social housing), all over one level of underground parking.

See Appendix A Standard Conditions

Appendix B Standard Notes and Conditions of Development Permit

Appendix C Plans and Elevations

Appendix D Applicant's Design Rationale

Issues:

- 1. Discretionary height increase
- 2. Refinement of Cordova Façade
- 3. Refinement of the lane-side condition

• Urban Design Panel: Support with Recommendations (11/0)

DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATION: APPROVE

THAT the Board APPROVE Development Application No. DP-2019-00895 submitted, the plans and information forming a part thereof, thereby permitting the development of a 9 storey mixed-use building containing social service centre which includes supported residential (120 beds in single occupant and shared sleeping rooms), an emergency shelter (134 beds), and a community meal program, and 46 dwelling units (social housing), all over one level of underground parking, subject to the following conditions:

1.0 Prior to the issuance of the development permit, revised drawings and information shall be submitted to the satisfaction of the Director of Planning, clearly indicating:

- 1.1 arrangements shall be made to the satisfaction of the Director of Legal Services and the General Manager of Arts, Culture and Community Services to enter into a Housing Agreement for 60 years or the life of the building, whichever is greater, in order to comply with the provisions for Social Housing as defined in the Zoning and Development By-law for this area. The Housing Agreement will secure the following:
 - i. not less than one-third of the Social Housing Units, will be occupied only by persons eligible for either Income Assistance or a combination of Old Age Security pension and the Guaranteed Income Supplement and rented at rental rates no higher than the shelter component of Income Assistance; and
 - ii. the target rents and affordability for the remaining Social Housing Units will be for:
 - a. one-third to 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; and
 - b. the remaining one-third to be rented at Affordable Market Rents, meaning the average market rents posted by Canada Mortgage and Housing Corporation applicable to the location of the Lands;

Note to Applicant: This condition will be secured by a Section 219 Covenant and a Housing Agreement to be entered into with the City by by-law enacted pursuant to Section 565.2 of the *Vancouver Charter.*

- 1.2 design development to refine the East Cordova Street façade composition through, but not limited to, the following:
 - i. reconfigure the concrete entry-frame to complete the yellow masonry volume along with the associated base and lower-cornice components;
 - ii. use window-casings that are more robust at the front elevation, and recess windowpanes at least 100 mm [4 inches] away from the front wall-plane to achieve greater definition and shadow-light contrasts on the façade;
 - iii. continue the use of lighter and more transparent materials for the floors above the masonry volumes in order to allow the masonry volumes to stand more prominently;
 - iv. incorporate glazed tiles and materials such as iron for doors, windows and lower cornices, especially at the ground and second floors near the pedestrian realm; and

v. consider appropriately sized canopies and/or awnings for entry areas;

Note to Applicant: The key objective of reconfiguring the entry-frame is to allow the masonry volumes fronting East Cordova Street to stand more prominently without being truncated by the concrete entry-frame. This reconfiguration also reiterates one of the recommendations made by the Urban Design Panel. The other sub conditions are to ensure the design will be aligned with the recommendations in the HA-2 Design Guidelines and traditional Gastown features. Attention to material details should apply not just to the main entry-ways but also to secondary entries such as the two most westerly doors at street level. While the subject site does not fall within the weather-protected areas outlined in the *Central Area Pedestrian Weather Protection Guidelines*, some modestly sized weather protection around entry areas can add a level of comfort.

1.3 design development to refine the lane-facing portion of the building;

Note to Applicant: This can be achieved by introducing adequate lighting, patterning onto the concrete surfaces, and planters off the lane-facing balconies.

- 1.4 design development to ensure livability of the residential units on Levels 8 and 9 as follows:
 - i. staggering the window locations to minimize overlook and direct-sightlines for units facing the courtyards;
 - ii. introducing Juliette balconies on the lane and central courtyard facing units; and
 - iii. demonstrating how excessive solar gain can be managed for south-facing units without compromising access to natural air and light;

Note to Applicant: Please refer to the City of Vancouver's Housing Design and Technical Guidelines for more details.

1.5 design development to provide shadow studies to demonstrate how the additional height differs from the typical 22.9 m [75 feet] height limit; and

Note to Applicant: City Staff are supportive of the height increase as the massing and articulation is sensitive to the HA-2 urban design objectives and the increase floor-area help provide needed housing units and services. However, shadows studies comparing the outright height and the discretionary increase provide a visual record of how neighbouring properties and open spaces are affected.

1.6 consideration to include a rooftop amenity space.

Note to Applicant: Any enclosed rooftop amenity space and necessary guardrails should be well recessed from the roof-edge so as to be not visible when seen at grade. Furthermore, the structure should also be one-third or less than the width of the building, and occupy no more than 10% of the roof area.

2.0 That the conditions set out in Appendix A be met prior to the issuance of the Development Permit.

3.0 That the Notes to Applicant and Conditions of the Development Permit set out in Appendix B be approved by the Board.

• Technical Analysis:

	Technical review for:						128 - 138 East Cordova Street						
	Permitted/Required HA-2:					Proposed:							
¹ Site Size						37.2m x 53.34m							
¹ Site Area	1,985.00 m ²					1,985.00 m ²							
Use	Social S	Service	Centre	/Social	Housing	ξ	Social Service Centre / Social Housing						
² FSR			N/A	-		-			6.65				
1011	HA-2 has no regulation on Floor Area			- 1		m²	Social Service Centre			10,753.10 r		m²	
Floor Area							Social Housing			***********************		m²	
							Total:		<u> </u>		.98.22	m²	
F 1 1 1 1	Max open balcony		n/a		Open balcony								
Exclusions	Amenity		1	n/a	m²	Residential Amenity		46	.74	m²			
³ Height	Sub Area 5			2.9	m	Sub Area 5			32.74		m		
incigite	# of Storeys					# of Storeys			9				
	Social Housing: Min.			0		Social Housing: Std			0				
	Disability				2		Disability			0			
	Max. Small car (25%)			0		Small			0				
⁴ Parking	visitor			0		visitor			0				
	Min. Required:			2		Proposed:			0				
	Social Serv.Centre: Max.		94		Social Serv. Centre: Std			6					
	Disability			5		Disability			4				
	Max. Small car (25%)			24		Small			3				
	Min. Required:			5		Proposed:			13				
	Total Min. Required:		7		Total:			13					
	Class	В		Α		Tot.	Class	В		Α		Tot.	
			Min.	Max.	Min.					Vent			
⁵Bicycle	Social:	3	Hor. 21	Vert. 11	Locker 4	35	Social:	2	Hor. 20	Vert. 18	Locker 0	38	
,	Soc. Serv.:	0	0	0	4 0	0	Soc. Serv.:	0	20	0	0	0	
	Total:	3	21	11	4	35	Total	2	20	18	0	38	
	Class	A	B		- C		Class	Ā		B	-	30	
⁶ Loading	Social:	0	0		0		Social :	0		0		0	
	Soc. Serv.:	0	2		0		Soc. Serv.:	1		1 0			
					, , , , , , , , , , , , , , , , , , ,								
	Total:	0	2		0		Total	1		1	(0	
							Unit Type So		cial Market				
							Studio)	46	100%	0		
7							1 bedroom 0		0%	0			
⁷ Unit Mix						2 bedroom 0		0%	0				
						3 bedroom + 0		0%	0				
						Total: 46				0			

¹ **Note on Site Size and Site Area:** The proposed site is approximately 37.2m x 53.3m and 1,985.0 m². Standard Engineering Condition A.2.1 seeks consolidation of lots 33 to 39. The site is situated in the HA-2 District, Gastown, between Columbia Street and Main Street on East Cordova Street.

² Note on FSR and Floor Area: HA-2 does not regulate Floor Space Ratio (FSR); however, the proposed total floor area is outlined in the table above.

³ **Note on Height:** The building height is calculated per HA-2 District Schedule of the Zoning & Development By-law which permits a maximum building height of 22.9 m [75 ft.]. The proposed building height as calculated from base surface using building grades at the four corners of the site, to the top of parapet above level 9, is 32.74 m [107.4 ft.]. The Director of Planning or Development Permit Board, at

their discretion, may increase the Building Height as permitted by Section 4.3.2 of the District Schedule. The height of the lower roof above level 7, as seen from East Cordova Street, is 27.11 m [88.94 ft.] and the lower roof above level 8 as seen from East Cordova Street is 28.54 m [93.64 ft.]. Refer to illustration on page 9 & 10 of this report.

⁴ **Note on Parking:** Parking is calculated using Section 4.3 (Downtown) of the Parking By-law which does not require standard parking for the uses proposed, except for disability parking spaces. The proposed number of disability parking spaces is short 1 space for Social Service Centre use and 2 spaces for Residential (Social Housing) use. Standard Condition A.1.1 requires compliance with Section 4.8.4 of the Parking By-law.

⁵ Note on Bicycles: Bicycle parking is calculated per Section 6 of the Parking By-law. Per 6.2.2.5 of the Parking By-law, Social Service Centre does not require Class A or Class B Bicycle Parking spaces. 13 cart spaces have been made available for customers of the Service Centre. The Social Housing calculation is based on Section 6.2.1.4 (Shelter Rate Units) of the Parking By-law. Per Section 6.3 of the Parking By-law, 10% of bicycle spaces are to be Lockers, a maximum of 30% bicycles spaces can be vertical and 5% of bicycle spaces are to be oversized spaces. Standard Condition A.1.2 requires compliance with Section 6.3 of the Parking By-law. 3 Class B Bicycle spaces are required for Social Housing Use and 2 are proposed. Standard Condition A.1.4 requires compliance with Section 6.2.1.4 of the Parking By-law.

⁶ **Note on Loading:** Under Section 5 of the Parking By-law Social Service Centre is not defined or regulated, however, due to the nature of this facility loading is required. Based on Hotel Use, which this facility would function similarly to, 2 Class B loading spaces would be required. A total of 1 "Class B" loading spaces has been provided; thus, relaxation of 1 "Class B" loading space is required. Standard Condition A.1.2 seeks an additional Class A in lieu of the second Class B space.

⁷**Note on Unit Type:** The Social Service Centre houses 144 "Sleeping Units" with 254 beds. The upper two floors (Level 8 & 9) are dedicated to 46 social housing units which are all studio units. The smallest unit area is 31.9m² [343.4 ft²].

Legal Description

Lots: 33-39 Block: 9 District Lot: 196 Plan: 184

• History of Application:

19.10.31 Complete DE submitted19.11.20 Gastown Historic Area Planning Comm.20.01.08 Urban Design Panel20.02.05 Development Permit Staff Committee

• Site: The site is located mid-block on the south side of East Cordova Street between Columbia Street to the west and Main Street to the east. The overall site dimensions are approximately 53.34 m [175 ft.] x 37.18 m [122 ft.] with a site area of 1,985 m2 [21,366 sq. ft.]. The subject site itself is made up of seven 7.62 m [25 ft.] x 37.18 m [122 ft.] lots. The site slopes approximately 3 m [9.84 ft.] from east to west.

• Context: Significant adjacent development is shown in Figure 1, and includes:

- a) Provincial Court of British Columbia
- b) Carnegie Community Centre + Library
- c) Pigeon Park

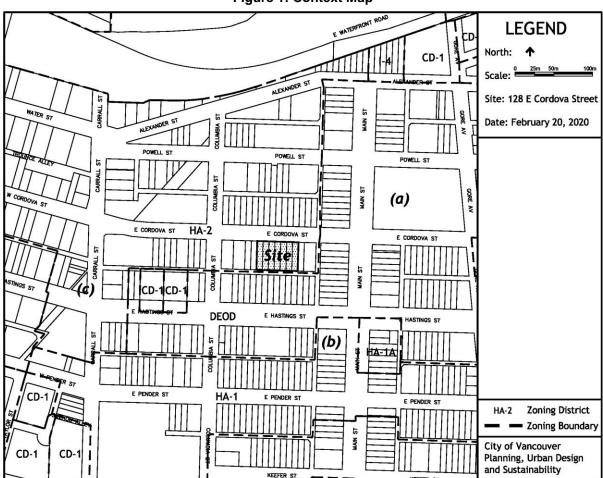


Figure 1: Context Map

• Background:

In mid-2017, Staff began discussions with the Salvation Army (applicant) about redeveloping this site.

The objective is to replace the existing Harbour Light Building across the street from the subject-site. Overall, the new building will provide housing for 300 residents in various housing and support modes, and continue Salvation Army's meal program of up to 150,000 meals annually. The funding partners are City of Vancouver, BC Housing and Canadian Mortgage and Housing Corporation. The proposed structure will be a nine-storey mixed-use building, and will consist of:

- Social Service Centre, including:
 - Community Meal Program;
 - Supported Residential (120 Beds); and
 - Emergency Shelter (134 Beds);
- Dwelling Units (46 Social Housing Units).

The total floor area is approximately 13,198.22 m2 [142,064 square feet] or 6.65 FSR, with no exclusions or maximum per the HA-2 District Schedule. The approximate height is 32.74 m [107.4 feet].

The site is located on East Cordova Street, between Columbia Street to the west and a north-south running lane to the east. It is located amongst other HA-2 lots, and across the lane there are Downtown-Eastside/Oppenheimer District (DEOD) lots. Currently, two to three storeys commercial buildings are on the subject site. It is also within the Gastown Historic area, and hence many of the HA-2 Gastown Design Guidelines will apply. The applicant is aware this project has the opportunity to enhance Gastown's historic character, and thus used an architectural vocabulary that will complement the area's older stock. This includes using masonry, breaking up the horizontality and width, producing a sawtooth roof profile, and having punched-windows among other things.

This project received unanimous support at Urban Design Panel meeting on January 8, 2020. The following recommendations for refinement were made:

- Design development of the entrance and glass frame component and how it interfaces with the rest of the building with respect to wayfinding and expression of the building.

Staff are of the opinion the abovementioned recommendations can be addressed through the development permit's conditions for approval, and are confident these conditions can be satisfied in the applicant's prior-to responses.

• Applicable By-laws and Guidelines:

- Downtown Eastside Plan Gastown Sub-Area (2014)
- HA-2 District Schedule (2019) + HA-2 Design Guidelines (2002)
- Housing Design and Technical Guidelines Version 9.7 (2018)
- Historic Area Height Review (2010)

Downtown Eastside Plan (Gastown Sub-Area):

• **Community Wellness:** The Plan strives to ensure that the uniqueness of the Downtown Eastside is recognised, and strives to maintain the existing neighbourhood character while revitalising the area without displacing the residents. Seeking a balance between housing and jobs and community wellness is pertinent for the Downtown Eastside Plan. Housing-wise, the focus is to provide housing for low and moderate income populations through a range of housing types. The unit-types should also be varied to offer choices to people with different family make-up including intergenerational ones. Developments should also consider local-serving businesses. The community's wellbeing is also tied to the area's diverse cultural heritage, particularly Indigenous place-making, which should be reflected in new developments.

• Form of Development: The Plan recommends maximum heights to be 22.9 m [75 ft.]. Maximum density is to be determined through review of site specific context, heritage considerations and urban design performance. Architecturally, new developments as well as retention projects should recognize and strengthen the area's historic form and scale, with an emphasis on appropriate frontage and modulating heights, such as the characteristic saw tooth roof-profile. Composition and materials wise, more solid-walls with punched-windows should be pursued; again as a historical reference. However, sensitivity to existing scale and fabric should not result in uncritical historicism. It is a matter of how new developments can, but not imitate, the context and fabric. Overall, community wellness can be bolstered by finer-grained fabric not only provides more spatio-visual diversity but allows for smaller businesses to occupy those spaces. Furthermore, finer grain shops when built closer to front property-lines better "hug" the street to produce a more defined yet intimate street wall.

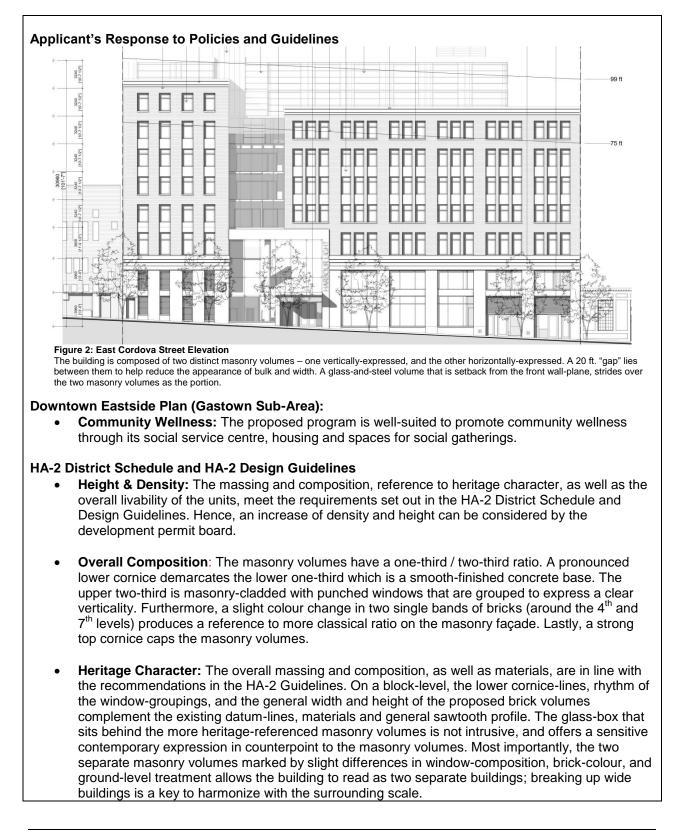
HA-2 District Schedule:

- **Height:** A 22.9 m [75 ft.] maximum is stipulated. However, Section 4.3.2 of the District Schedule allows the Development Permit Board to increase the maximum height if issues such as neighbourly impacts, contextual precedence, views, and general amenity of the area are considered. In the Gastown area, there are precedent buildings that exceed the 22.9 m [75 ft.] height.
- **Density:** Maximum density is predicated on urban design performance, including but not limited to impacts to adjacencies, contextual fit, and access to air and light.

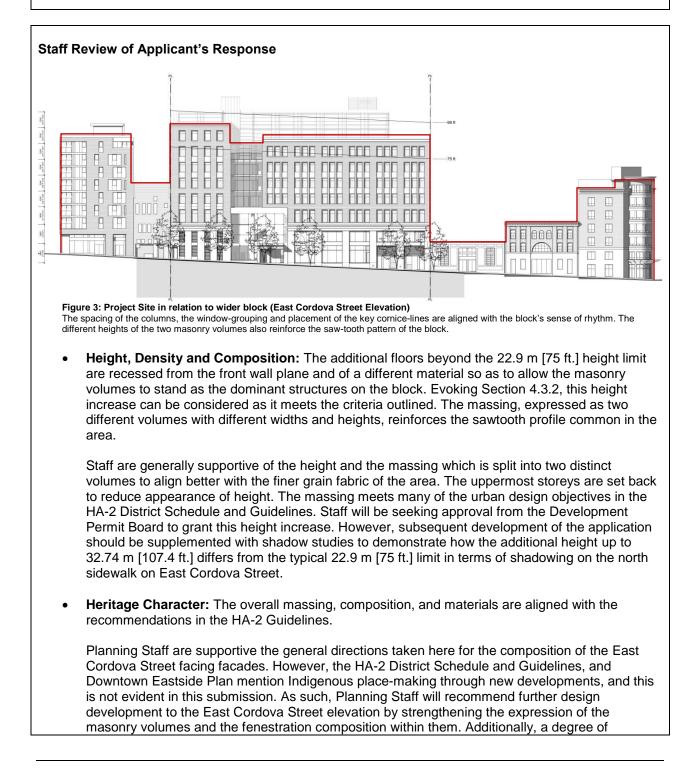
HA-2 Design Guidelines (Gastown Sub-Area):

- Heritage Character: The chief objective of the HA-2 Guidelines is to conserve Gastown's heritage character and fabric, and ensure new developments harmonize with the area's existing fabric. The guidelines also provide directions on rehabilitation approaches. New buildings should not be designed in a pseudo-historic style as this erodes the value of authentic heritage buildings. In fact, it is important, as a key conservation principle, to distinguish the new from the old – it is a matter of sympathy and compatibility can still be enveloped through difference. This can be done by respectfully interpreting prevalent patterns of massing, height, sawtooth roofline, fenestrations, cornice-heights, facade proportions and composition, materials and colours. For example, shopfront and bay widths, and spacing between key columns are typically around 7.6 m [25 ft.]. Buildings wider than 15.2 m [50 ft.] width should strive to articulate this rhythm as continuity gesture. Details that can complement the wider heritage moves include elements such as sashed-windows. These windows should be recessed 100 mm [4 in.] from the wall-plane to add some subtle shadow-lines and articulation to the wall. The use of beige-red tones should be considered for masonry with some glazed tile decorative elements. Iron should be considered especially for decorative elements and secondary cornices. Awnings and canopies should be sized to match the widths of bays, shopfronts, and column-spacing.
- **Overall Composition**: Above grade façade composition should generally respect traditional appearance and proportions. This includes but not limited to: use of punched-window on masonry surface; balanced glass-to-wall ratio; and vertical expression achieved through grouping of bays, window geometry, and pilaster/column-spacing. A pronounced upper-cornice should "cap" the building and floors above that cornice-line should be sufficiently recessed. Residential balconies are discouraged on street-facing facades to not over complicate the composition.
- **Ground-Level / Public Realm Interface:** Activating street-life and the public realm is important. As such, the ground-level (and occasionally the second-level) should be framed by a minor cornice-line that delineates this portion of the building that interfaces most directly with pedestrians. Other ways to activate the ground-plane includes: Recessed entries; higher percentage of clear-glass, including transoms to open up the shop-face; detailing of the floor-

surface around entries; use of masonry and cast-iron; defined columns and pilasters; strong base-plate under cornice; adequate lighting and signage; and leveled entry with the sidewalk.



• **Ground-Level / Public Realm Interface**: The higher percentage of clear glazing offers visual interest to the pedestrian realm. The double-height windows at the base help emphasize its height. Additionally, the prominently expressed columns coming down to grade help "ground" the base; and these columns spaced at 5.5-6.1 m [18 to 20 ft.] intervals also continue the block's rhythm.



"lightness" for floors above the masonry volumes should be maintained. The HA-2 Guidelines recommend more robust window-frames comparable to traditional make. Wood or metal should be used, and window frames and panes should be set in about 100 mm [4 in.] away from the front wall plane to enrich the façade through shadow-lines and play of different depths.

• **Ground Level / Public Realm Interface:** At the grade-level, the column-spacing and the proportion of the glazing aligns well with the rhythm of the block and general area.

Planning Staff are generally supportive of the ground-level and public realm treatment. However, further refinement could be introduced to the main entry to improve wayfinding. This may be considered together with Indigenous place making.

Refinements are addressed in:

- Recommended Condition 1.2 is to refine the East Cordova Street elevation, particularly to give prominence to the two masonry volumes as the key blocks that form the streetscape;
- Recommended Condition 1.3 seeks refinement to the lane-side treatment; and
- Recommended Condition 1.5 seeks further shadow analysis.

Housing Design and Technical Guidelines (2018):

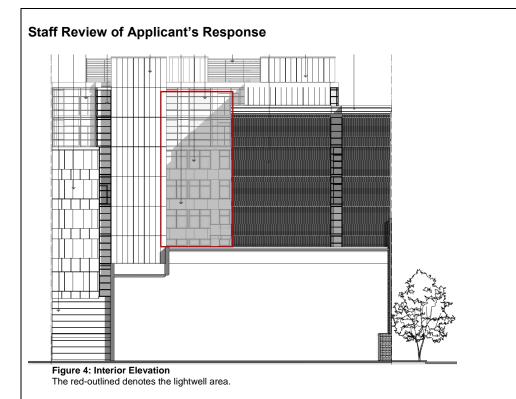
• One of the guidelines' intents is to outline minimum standards for materials, finishes, programs, etc., as well as ensure a high degree of environmental sustainability. This document also serves as a supplement to the 2014 BC Housing Design and Construction Standards.

Applicant's Response to Policies and Guidelines

• **Livability**: Three separate lightwells are provided throughout the building to ensure all units and amenity-spaces have access to natural light. The largest one faces and opens onto the lane, and two smaller ones are located along the interior property-lines.

Planning Staff noted that some of the lightwell-fronting rooms on the third, fourth and fifth floors may not receive direct natural light due to the width of the lightwell. However, Staff also recognised that the rooms on these flower floors are short-term stay where the residents may stay there for as little as one-day. The longer term residences located on the upper-floors will have adequate access to natural light. As such, Staff are supportive of this configuration for the lightwells and room-placement.

Additionally, Staff would also recommend, as a consideration item, the exploration of a roof amenity space. This would be to increase the amount of outdoor spaces. This would be addressed in Recommended Condition 1.6.



• Livability: Planning Staff noted that some of the lightwell-fronting rooms on the third, fourth and fifth floors may not receive direct natural light due to the width of the lightwell. However, Staff also recognised that the rooms on these flower floors are short-term stay where the residents may stay there for as little as one-day. The longer term residences located on the upper-floors will have adequate access to natural light. As such, Staff are supportive of this configuration for the lightwells and room-placement. However, slight adjustments can be made to further improve livability.

Refinements are addressed in:

Recommended Condition 1.4 seeks refinement on livability issues.

• Conclusion:

This proposal for a mixed-use development, particularly its height and massing, and most importantly its interpretation of the height parameters, meets the intent and recommendations outlined in the policies and guidelines listed above. Nonetheless, some minor refinements will be sought; particularly to include Indigenous elements as noted in the Downtown Eastside Plan. The recommended changes will not impact the height, general massing, floor area and units.

URBAN DESIGN PANEL

The Urban Design Panel reviewed this application on January 8, 2020, and provided the following minutes:

EVALUATION: Support with Recommendations (11/0)

• Introduction:

Development Planner Paul Cheng introduced this project as situated in the HA-2 zone, across the lane from DEOD lots. A nine-story mixed use building containing community program spaces is proposed. It contains a social service centre (shelter and supported residential), 254 sleeping-beds on the lower floors, and 46 long-term housing units on the top two floors. The proposed building will replace the Harbour Light building. The HA-2 zone allows height up to 75 ft., and density based on urban design performance. Under Section 4.3.2 of the HA-2 District Schedule, the Development Permit Board may increase the maximum height pending review of contextual precedence, impacts on the surrounding, and providing amenity (such as social housing) to the area. It should be noted, there are precedent buildings in Gastown that exceed the 75 ft. height.

Mr. Cheng then pointed the relevant policies and guidelines informing this project as the Downtown Eastside Plan, HA-2 District Schedule and HA-2 Design Guidelines. Collectively, their key objectives are:

- **Community-wellness**: Providing housing and services for vulnerable populations and low-barrier jobs are key objectives. Additionally, The Downtown Eastside Plan is explicit about Indigenous place-making through recognition of the historical and contemporary connections Indigenous Peoples have to the area.
- **Fine-Grain Fabric**: A key recommendation in the *HA-2 Guidelines* is the saw-tooth roof profile, especially for wider buildings. This fine-grain fabric may be further emphasized by introducing substantial recesses and breaks on the street-face, narrower more vertical grouping of windows.
- Heritage Character: Enhancing the area's heritage character can be done by respectfully interpreting the area's traditional massing, saw-tooth roofs, façade proportions, and materials. Other details may include robust window frames, deep recessed punched windows, defined columns / pilasters, pronounced cornices, and a well-grounded base layer that together add texture to the façade.
- **Improved Public Realm**: While no requirements for setbacks are outlined in the *HA-2 District Schedule*, the building faces at grade should still add to the pedestrian space. Clear interiorexterior porosity is also important. Additionally, the *HA-2 Guidelines* recommend shopfronts widths and column spacing to be around 20 ft. to continue the prevalent rhythm of the area. Improved lane-side treatment should also be considered as lanes more than just service alleys in the Downtown Eastside area.

Mr. Cheng noted the proposed project responded well to these objectives. These responses are addressed through:

- **Height**: Portions beyond the 75 ft. height are set back to allow the masonry volumes to stand more prominently on the block.
- **Massing:** The primary massing consists of two masonry volumes –a skinnier taller eight-story and a wider seven-story with a well-recessed glass-metal structure striding over partially. This height difference help define a saw-tooth roof profile. In the 20 ft. gap between the two masonry volumes sits a simple concrete frame with a three-story glass façade that serves as the main entry.
- Heritage Character: A historic reference is produced collectively by the two masonry volumes, the sawtooth roofline, the pronounced lower and upper cornices, the defined building-base, and the vertical grouping / composition of the punched windows. In contrast to Cordova Street's "heritage face", the lane side's composition of window location and materials is more contemporary; nonetheless this adds visual interests to the lane and serves as counterpoint to the heritage façade.
- **Public Realm**: Double-height windows front on most of Cordova to maintain visual porosity with pedestrian realm. Additionally, the prominently expressed columns coming down to grade help "ground" the base; and these columns spaced at 18 to 20 ft. intervals also continue the block's sense of rhythm.
- **Open Space:** To improve livability, three separate courtyards are provided a central larger one, and two smaller ones along the sideyards. There are also a series of smaller shared patios and decks, in lieu of private balconies.

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

Massing + Character

- The additional height's fit in its immediate vicinity, in terms of scale, transitions and impacts. (Also consider the relation between the masonry volumes and the glass-metal structure over them.)
- Its compatibility with the HA-2 area's historic fabric, with regards to its overall massing, rhythm, composition, and materials.
- The main entrance's expression for wayfinding, building identity, relation to the overall composition, and contextual fit for the block.
- The opportunities for indigenous elements in the overall future design and program.

Livability + Amenity

- The units' livability, particularly the lane- and courtyard-facing ones. (This should take into consideration the lower floors are short-term sleeping units.)
- The usability of the outdoor spaces on Level 3 as well as the smaller ones distributed on other floors.

Public Realm

- The base's contribution to the pedestrian realm in terms of scale, rhythm, and robustness of the materials
- The relation between the ground level internal programming and the public exterior.

The planning team then took questions from the panel.

• Applicant's Introductory Comments:

The applicant noted this project will be the largest government-operated social facility in the downtown area with various programs to help escape homelessness and addiction. The applicant noted it was critical to bring all these programs under one roof, and to provide unrestricted access to much needed support. The building design is influenced by its services.

The program provides shelter, treatment and halfway house beds. The design itself included direct input from all staff, clients and primary funders such as BC Housing and Correctional Services. In addition, the applicant noted they have been in communication with Vancouver Coastal Health regarding licenses. The overall intent is to house all individuals that need a high level of service.

The 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. Enman and seconded by Ms. Long; and, the decision of the Urban Design Panel was:

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

• Design development of the entrance and glass frame component and how it interfaces with the rest of the building with respect to wayfinding and expression of the building.

Related Commentary:

In general the panel supported the project.

The panel noted it was an attractive and competent design. The way the project is broken up is nice and it not all one giant mass. The project respects the character of the area. The panel noted they were in favor of additional space for roof access and additional height. A panelist noted to keep in mind part of the

experience in Gastown is the lanes. Presently the building looks like Gastown from the front and something else on the back and side.

The panel noted the entry is challenging, especially the glass frame component and how it interfaces with the rest of the building with respect to wayfinding and building expression. A panelist noted a big challenge is the HA-2 is not clearly defined and needs to allow for relaxation.

The panel noted further development is needed with window modulation and placement to address overlook concerns with adjacent units. There was concern regarding lack of daylight in the courtyard. In general the project could use additional daylighting. A panelist noted to the south the courtyard and aperture is a bit claustrophobic.

Some panelists suggested it would be nice to see some Indigenous detailing or art at the exterior of the building.

The panel noted they are confident all sustainability requirements will be fulfilled, but to keep in mind lots of articulation can sometimes make this difficult to meet, and ensure small units are not susceptible to overheating.

Applicant's Response: The applicant team thanked the panel for their comments and provided further clarifications.

ENGINEERING SERVICES

The recommendations of Engineering Services are contained in the prior-to conditions noted in Appendix A attached to this report.

HERITAGE PLANNING

The proposal is generally consistent with the HA-2 Guidelines and it was presented to the Gastown Historic Area Planning Committee for its review on November 20, 2019. The committee expressed general overall support for the development, recommending some specific design and material improvements that are contained in the conditions of this report.

HOUSING POLICY & PROJECTS

Housing and Homelessness Strategy 2012-2021 & Housing Vancouver 2018-2027

The 46 social housing units proposed with this application will help achieve the 10 year City-wide targets of 12,000 new social, supportive, and co-op units in Vancouver. Table 1 shows the current progress toward these targets.

Table 1: Progress Towards 10 Year Housing Vancouver Targets for Non-Market Housing as of December 31, 2019

Housing Type	10-YEAR TARGETS	Units Approved Towards Targets				
Social, Supportive, and Co-op Housing Units	12,000	4,458				

*Note that tracking progress towards 10-year Housing Vancouver targets began in 2017, figures include Temporary Modular Housing The 46 Dwelling Units proposed with this development application are consistent with the definition of Social Housing in the Zoning and Development By-law for the area and will be secured in a Housing Agreement for 60 years or the life of the building, whichever is greater. Social housing in this area means rental housing:

- i. in which at least one third of the dwelling units are occupied by persons eligible for either Income Assistance or a combination of basic Old Age Security pension and Guaranteed Income Supplement and are rented at rates no higher than the shelter component of Income Assistance;
- ii. which is owned by a non-profit corporation, by a non-profit co-operative association, or by or on behalf of the city, the Province of British Columbia, or Canada; and
- iii. in respect of which the registered owner or ground lessee of the freehold or leasehold title to the land on which the housing is situate has granted to the city a section 219 covenant, housing agreement, or other security for the housing commitments required by the city, registered against the freehold or leasehold title, with such priority of registration as the city may require.

The recommendations for Housing Policy & Projects are noted in Recommended Condition 1.1.

SOCIAL POLICY & PROJECTS

Social Policy & Projects is pleased to see such a strong focus on ensuring meal provision for the many different users of this space, including for people who don't live on-site. We are also pleased to see attention to minimizing line ups, given residents have provided significant feedback about the difficulties that line ups pose. Standard Condition A.1.14 seeks further considerations to reduce line ups.

Vancouver Coastal Health (VCH) and partners developed VCH's Food Standards which may provide other ideas for food program consideration (<u>http://vancouverfoodnetworks.com/wp-content/uploads/2018/11/VCH-Food-Standards-2018-Final.pdf</u>). The City's poverty reduction 'what we heard' report may also be of use in highlighting the impacts of line ups (<u>https://vancouver.ca/files/cov/poverty-reduction-plan-phase-one-engagement-what-we-heard.pdf</u>).

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

The recommendations for CPTED are contained in the prior-to conditions noted in Appendix A attached to this report.

BUILDING REVIEW BRANCH

This Development Application submission has not been fully reviewed for compliance with the Building By-law. The applicant is responsible for ensuring that the design of the building meets the Building By-law requirements. The options available to assure Building By-law compliance at an early stage of development should be considered by the applicant in consultation with Building Review Branch staff.

To ensure that the project does not conflict in any substantial manner with the Building By-law, the designer should know and take into account, at the Development Application stage, the Building By-law requirements which may affect the building design and internal layout. These would generally include: spatial separation, fire separation, exiting, access for physically disabled persons, type of construction materials used, firefighting access and energy utilization requirements.

NOTIFICATION

A development permit information sign was installed and confirmed on the site November 17, 2019. Additionally, on November 18, 2019, 1,048 notification postcards were sent to neighbouring property owners advising them of the application, of the open house and offering additional information on the City's development applications website.

The postcard and the development application materials were posted online at vancouver.ca/devapps.

Further, the postcard was postered to approximately 50 Single Room Occupancy (SRO) buildings in the area.

An open house was held Monday, December 2, 2019, from 4 pm to 7 pm at 134 East Cordova Street. 21 people signed into the event and 2 comment sheets were received. Both comment sheets were in support of the application.

At the time of this report, 11 responses to the notification have been received in addition to the open house comments: 2 in support, 8 against and 1 seeking further information.

Comments received in opposition expressed concern for the following:

- Neighbourhood safety and cleanliness
- Size and scale of development
- Right location for more social services
- Increase in area crime

Staff Response:

Overall community safety and cleanliness fall under existing enforcement services of the City. Further, this development will provide much needed services to the neighbourhood and help support the local area. The development will be staffed 24 hours a day. The operation also includes minimizing impact to the surrounding area by allowing clients to wait indoors for the meal program. Standard condition A.1.14 recommends further considerations to improve potential line ups.

The overall form of development has been designed to reduce the overall impact and feel from the street utilizing setbacks for the upper storeys and the two distinct masonry volumes. Recommended Condition 1.5 seeks shadow studies to demonstrate the proposed impact. Also, Recommended Condition 1.2 seeks to maintain the lightness of the upper two floors.

Standard Condition A.1.15 seeks design development strategies around Crime Prevention Through Environmental Design (CPTED) best practices. Also, Recommended Condition 1.3 seeks to further refine the lane side of the building, including consideration to the lighting treatment.

DEVELOPMENT PERMIT STAFF COMMITTEE COMMENTS:

The Staff Committee has considered the approval sought by this application and concluded that with respect to the Zoning and Development By-law and Official Development Plan it requires decisions by both the Development Permit Board and the Director of Planning.

With respect to the decision by the Development Permit Board, the application requires the Development Permit Board to exercise discretionary authority as delegated to the Board by Council.

With respect to the Parking By-Law, the Staff Committee has considered the approval sought by this application and concluded that it seeks a relaxation of Loading. The Staff Committee supports the relaxations proposed as noted in the conditions of this report.

The Staff Committee recognises the need to retain Social Services and provide Social Housing in this area and supports the application with the conditions contained in this report.

J. Greer Chair, Development Permit Staff Committee

P. Chan Development Planner

V. Kopy Project Coordinator

Project Facilitator: J. Borsa

DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATIONS

The following is a list of conditions that must also be met prior to issuance of the Development Permit.

A.1 Standard Conditions

- A.1.1 compliance with Section 4.8.4 of the Parking By-law by providing a minimum 5 disability parking spaces for the use of Social Service Centre and 2 Disability spaces for the use of Residential Social Housing units;
- A.1.2 provision of 2 Class A loading bays in lieu of 1 Class B for a total of 2 Class A and 1 Class B;

Note to Applicant: 1 Class A loading bay may be provided underground for move-in/move-out purposes. The remaining spaces are to be provided at grade.

- A.1.3 compliance with Section 6.3 of the Parking By-law by providing:
 - i. minimum of 10% Class A bicycle lockers;
 - ii. maximum of 30% vertical bicycle spaces;
 - iii. minimum of 5% oversized bicycle lockers; and
 - iv. 1 electrical outlet per every 2 bicycle spaces;
- A.1.4 provision of minimum of 3 class B bicycle spaces per Section 6.2.1.4 of the Parking By-law;
- A.1.5 provision of Top of Parapet elevations at all lower roof levels;
- A.1.6 illustration on the drawing of kitchen exhaust venting duct path from kitchen to the exterior of the building;
- A.1.7 design development to locate, integrate and fully screen any emergency generator, exhaust or intake ventilation, electrical substation and gas meters in a manner that minimizes their visual and acoustic impacts on the building's open space and the Public Realm;
- A.1.8 an acoustical consultant's report shall be submitted which assesses noise impacts on the site and recommends noise mitigation measures in order to achieve noise criteria;
- A.1.9 written confirmation shall be submitted by the applicant that:
 - i. the acoustical measures will be incorporated into the final design and construction, based on the consultant's recommendations;
 - ii. adequate and effective acoustic separation will be provided between the commercial and residential portions of the building; and
 - iii. mechanical (ventilators, generators, compactors and exhaust systems) will be designed and located to minimize the noise impact on the neighbourhood and to comply with Noise By-law #6555;

Standard Landscape Conditions

A.1.10 provision of section details at a minimum scale of 1/4"=1'-0" scale to illustrate typical proposed landscape elements including planters on structures, benches, fences, gates, arbours and trellises, and other features;

Note to Applicant: Planter section details must confirm with dimensions the depth of proposed planting on structures is deep enough to accommodate rootballs of proposed trees well into the future, at a depth that exceeds CSLA standard.

- A.1.11 provision of a high-efficiency automatic irrigation system to be confirmed provided for all planters;
- A.1.12 provision on the landscape drawings of landscape features intended to create a bird friendly design;

Note to Applicant: Bird friendly plants should be included on the plant palette, enabling bird habitat conservation and bird habitat promotion. Refer to the Bird Friendly Design Guidelines for examples of built features that may be applicable, and provide a design rationale for the features noted. For more information, see the guidelines at: http://former.vancouver.ca/commsvcs/guidelines/B021.pdf

A.1.13 consideration to provide some urban agriculture plots or therapeutic gardening opportunities for residents on upper common decks;

Standard Social Policy & Projects Condition

A.1.14 consideration to reduce line ups;

Note to Applicant: To address potential meal program line ups consideration should be given to possible solutions including, extending meal times beyond one hour; allowing for meal provision throughout the day; or confirming a seating time so people don't need to wait in line.

Crime Prevention Through Environmental Design (CPTED) Condition

- A.1.15 design development to incorporate CPTED principles by considering the following:
 - i. ensure "eyes on the street" is possible near accessible points to the underground parkade, elevator/entry lobbies, and fire exits;
 - ii. include lighting for pedestrians around the building to improve safety;
 - iii. provide 24/7 lighting and paint walls white in the carpark (including its entry);
 - iv. avoid deep alcoves and concealed spaces especially at the lane side; and
 - v. reduce opportunities for graffiti around the building with graffiti deterrent paint, planting, and/or consider putting murals or artworks on blank walls;

A.2 Standard Engineering Conditions

A.2.1 arrangements shall be made to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the consolidation of Lots 33 to 39, Block 9, District Lot 196, Plan 184 to create a single parcel;

A.2.2 arrangements shall be made to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for release of Easement & Indemnity Agreements 229393M & 302010M (commercial crossings) prior to building occupancy;

Note to Applicant: Arrangements are to be secured prior to issuance of the development permit, with release to occur prior to issuance of an occupancy permit for the site. Provision of a letter of commitment will satisfactorily address this condition at the DP stage.

Prior to building occupancy the applicant is to supply a written request to the City, an updated title search and a copy of the documents along with executable discharge documents to affect the releases.provision of street trees adjacent the site where space permits.

A.2.3 deletion of the portions of the architectural cornices/features above the 8th floor and below the 4th floor that are shown encroaching onto East Cordova Street;

Note to Applicant: Clarification is required as to whether these features are encroaching onto East Cordova Street as it appears to be shown on Section D-D (page A-208).

- A.2.4 confirmation that gates and doors do not swing more than 30 cm [1 ft.] over the property lines;
- A.2.5 provision of the following information is required for drawing submission to facilitate a complete Transportation review:
 - i. all types of parking and loading spaces labelled on the drawings;
 - ii. dimension of column encroachments into parking stalls;
 - iii. 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;
 - iv. areas of minimum vertical clearances labelled on parking levels;
 - v. additional partial loading section to show grades, elevations and minimum vertical clearance;
 - vi. design elevations on both sides of 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;

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

- vii. indicate the stair-free access route from the Class A bicycle spaces to reach the outside. Note use of a dedicated bicycle elevator or car elevator if required; and
- viii. location of all poles and guy wires to be shown on the site plan;
- A.2.6 provision of required end of trip facilities to be provided per Section 6.5 of the Parking By-law;

Note to Applicant: Based on employee required Class A bicycle spaces only and to include any number of additional Class A bicycle spaces provided as part of a Transportation Demand Management (TDM) Plan.

- A.2.7 provision of a finalized TDM Plan, to the satisfaction of the General Manager of Engineering Services. The following additional information and clarifications are required to accept the TDM measures proposed:
 - i. COM-03 Additional Pick-Up / Drop-off Spaces;
 - a. spaces to be located with convenient, public access at-grade, or on P1; and
 - b. identify number, location, design, and dimensions of additional passenger loading spaces on plans;

Note to Applicant: The proposed measure is not acceptable as a TDM measure. Additional pick-up/drop-off spaces are to be located on-site to count toward points for a TDM Plan.

- ii. COM-04 Shuttle Bus Service:
 - a. provision of conceptual service plan describing the hours of operation, stop location(s), routes, and headways for the shuttle service;
 - b. identify the location and dimensions of potential shuttle stops at the development project site and the proposed destination(s) stops;
 - c. if available, provision of any additional information regarding this measure (e.g., online sign-up portals or additional marketing materials) that demonstrates how the property owner will offer this service. The plans should identify any other relevant information that may be helpful in understanding potential conflicts at the proposed shuttle stop locations (e.g., proximity to transit stops, crosswalks, etc.); and
 - d. shuttles must stop at existing legal curb space and comply with parking and traffic regulations, or stops shall be provided on-site;

Note to applicant: The proposed measure is not currently acceptable as a TDM measure and is not considered as an innovative strategy. Shuttle Bus Services are referred to as COM-04 within Schedule B of the TDM policy. A total of 14 points may be made available for the Residential-Social use given the above information to be provided.

- iii. SUP-01 Transportation Marketing Services:
 - a. provision of a description of the services to be provided; and
 - b. if available, provision of any additional information regarding this measure (e.g., online signup portals or additional marketing materials) that demonstrates how the property owner will offer this service;

Note to Applicant: A total of 2 points appear achievable with provision of the above noted information to be provided.

- A.2.8 subject to the acceptance of the finalized TDM Plan, arrangements shall be made to enter into a TDM agreement, to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services, which:
 - i. secures provision of funding towards long-term TDM monitoring in the amount of \$2 per square metre of gross floor area;

- ii. secures the provision of TDM measures on the site;
- iii. permits the City to access and undertake post occupancy monitoring of the TDM measures proposed; and
- iv. agrees to make reasonable adjustments to the TDM measures as requested by the City, based on the TDM monitoring results;
- A.2.9 provision of compliance with the TDM Plan, as per the finalized TDM agreements;
- A.2.10 provision of the following note on all ground level and parking level plans, "Vehicle parking layout approved, subject to compliance with approved Transportation Demand Management (TDM) Plan.";
- A.2.11 provision of improved access and design of bicycle parking and compliance with the Bicycle Parking Design Supplement, including:
 - i. provision of a dedicated bicycle elevator; and

Note to Applicant: Alternatively, stair free access to Class A bicycle spaces may be provided by way of the car lift. If use of the car lift for access to Class A bike spaces is not supported by the applicant, the following are required: The elevator is to have doors on both ends to allow bicycles to easily roll in from one end and roll out the other. The elevator to be a freight style elevator with durable finishes to comfortably accommodate two people with two bicycles and provide minimum interior dimensions of 5'-6" x 6'-8" ", and 3'6" wide doors. A separate bicycle call button is to be provided on all floors requiring bicycle access to allow users to call the bicycle elevator directly. Accommodation of oversized bicycles within this elevator may increase requirements.

- ii. provision of minimum 5% of Class A bicycle spaces to be provided as oversized;
- A.2.12 provision of a canopy application for all new canopies that encroach onto City property.

Note to Applicant: Canopies must be fully demountable and drained to the buildings internal drainage systems. Submit a copy of the site and elevation drawings of the proposed canopy for review.

B.1 Standard Notes to Applicant

- B.1.1 The applicant is advised to note the comments of the Building Review Branch, Vancouver Coastal Health Authority and Fire and Rescue Services Departments contained in the Staff Committee Report dated February 5, 2019. Further, confirmation that these comments have been acknowledged and understood, is required to be submitted in writing as part of the "prior-to" response.
- B.1.2 It should be noted that if conditions 1.0 and 2.0 have not been complied with on or before **September 25, 2020**, this Development Application shall be deemed to be refused, unless the date for compliance is first extended by the Director of Planning.
- B.1.3 This approval is subject to any change in the Official Development Plan and the Zoning and Development Bylaw or other regulations affecting the development that occurs before the permit is issuable. No permit that contravenes the bylaw or regulations can be issued.

- B.1.4 Revised drawings will not be accepted unless they fulfill all conditions noted above. Further, written explanation describing point-by-point how conditions have been met, must accompany revised drawings. An appointment should be made with the Project Facilitator when the revised drawings are ready for submission.
- B.1.5 A new development application will be required for any significant changes other than those required by the above-noted conditions.

B.2 Conditions of Development Permit:

- B.2.1 All approved off-street vehicle parking, loading and unloading spaces, and bicycle parking spaces shall be provided in accordance with the relevant requirements of the Parking By-law prior to the issuance of any required occupancy permit or any use or occupancy of the proposed development not requiring an occupancy permit and thereafter permanently maintained in good condition.
- B.2.2 All landscaping and treatment of the open portions of the site shall be completed in accordance with the approved drawings prior to the issuance of any required occupancy permit or any use or occupancy of the proposed development not requiring an occupancy permit and thereafter permanently maintained in good condition.
- B.2.3 Any phasing of the development, other than that specifically approved, that results in an interruption of continuous construction to completion of the development, will require application to amend the development to determine the interim treatment of the incomplete portions of the site to ensure that the phased development functions are as set out in the approved plans, all to the satisfaction of the Director of Planning.
- B.2.4 The issuance of this permit does not warrant compliance with the relevant provisions of the Provincial Health and Community Care and Assisted Living Acts. The owner is responsible for obtaining any approvals required under the Health Acts. For more information on required approvals and how to obtain these, please contact Vancouver Coastal Health at 604-675-3800 or visit their offices located on the 12th floor of 601 West Broadway. Should compliance with the health Acts necessitate changes to this permit and/or approved plans, the owner is responsible for obtaining approval for the changes prior to commencement of any work under this permit. Additional fees may be required to change the plans.
- B.2.5 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.
- B.2.6 The General Manager of 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.

The applicant shall submit a surveyed clearance drawing to BC Hydro showing all BC Hydro plant and dimensioned clearances from the plant to the development. The applicant shall provide written confirmation from BC Hydro that all required clearances from BC Hydro plant have been satisfied. Undergrounding of utility lines shall be required if safety clearances are not satisfied. **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. 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.

B.2.7 This site is affected by a Development Cost Levy By-law and levies will be required to be paid prior to issuance of Building Permits.