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Director of Planning
City of Vancouver
515 W 10th Avenue
Vancouver, BC, V5Z 4A8

11 May 2021

Attention Jonathan Borsa, Project Facilitator

401 Jackson Avenue: Housing Development - Development Permit Application Submission

Please find attached our application for Development Permit for the above project. Our submission via download link includes:

1. Development Permit Application form
2. Charge Summary and Title Search dated 6th May 2021
3. Environmental Noise Study prepared by BKL dated 5th May 2021
4. Arboricultural Inventory and Report prepared by Diamond Head dated 4th May 2021
5. Tree Management Plan prepared by Diamond Head, dated 4th May 2021
6. BC Hydro Clearance Checklist prepared by Nemetz, dated 7th May 2021
7. Site Disclosure Statement, dated 6th May 2021
8. Site Profile prepared by Next Environmental Inc. including:
 - Stage 1 Preliminary Site Investigation, 23rd July 2020
 - Stage 2 Preliminary Site Investigation, 4th November 2020
9. Building Envelope Letter prepared by Morrison Hershfield dated 7th May 2021
10. Design Rationale is included in the DPA booklet to follow.
11. Request for Relaxations are included in this letter and the DPA booklet to follow.
12. Draft Housing Agreement and Building Use Covenant
13. Geotechnical Report prepared by EXP, dated 15th December 2020
14. Digital Copy Development Permit Application drawing package, dated 11th May 2021
15. Building Grades Plan dated 2nd March 2021

Items to follow that will form part of this application are:

16. Development Permit Application Fee - value to be determined.
17. Development Permit Application full size drawings - 1 copy
18. Development Permit Application reduced drawings 11 x 17 - 1 copy
19. FSR Compliance Drawings - full size set - 1 copy
20. Survey Plan prepared by Lyon Flynn & Collins, 5th April 2019 - 2 original copies
21. Development Permit Application 11x17 booklets - number of copies to be determined
22. Note that all other materials required such as digital presentation and physical materials boards are in preparation in time for UDP and DP Board presentations.

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1. Project Introduction:

The Aboriginal Land Trust, in collaboration with Lu'ma Native Housing Society and Atira Women's Resource Society, is planning to redevelop the site at 401 Jackson Avenue in the Downtown Eastside to provide people with housing security in a welcoming, inclusive, and multigenerational building.

The project will offer affordable homeownership and rental opportunities, with an emphasis serving Urban Indigenous Peoples in Vancouver including Elders, young people and families.

Designed to make a positive contribution to the community, the project will celebrate and support the rich history of Indigenous Peoples, culture and values and will create places for exchange and connection.

The new housing is proposed to be 172 units and would include:

- 56 rental studio apartments for Elder Indigenous women, operated by Atira Women's Resource Society
- 116 studio, one and two-bedroom affordable homeownership apartments for people and families earning modest to middle incomes
- Indoor and outdoor community spaces including a courtyard and three rooftop decks
- 3,200 sqft of social service office space and 1,000 sqft cretail on the ground floor

The building has been named Ch'ich'iyúy Elxwíkn (pronounced Chay-chay-yoy Ull-wake-un) which refers to the mountain peaks on the North Shore and translates from the Squamish language as "Twin Sisters." These peaks represent the transformation of Twin Sister Princesses who were immortalized by the Xays (Transformers) during the mythological times. They represent peace and honour Indigenous matriarchs.

Ch'ich'iyúy Elxwíkn is owned, is being developed, and will be operated by the Aboriginal Land Trust, serving as **the first non-profit and Indigenous-owned-and-operated affordable leasehold homeownership (ALHO) housing project in all of Canada.**

With the ALHO model the Aboriginal Land Trust will be able to provide affordable homeownership and prioritize Indigenous buyers, particularly female and two-spirited people, who have been largely excluded from owning their own homes, often intentionally, in Canada's urban centres.

This project is an important step towards reconciliation and a necessary opportunity for Indigenous Peoples to achieve personal and financial empowerment by owning their own homes.

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2. Design Principles

The proposed new building will be located on the vibrant and vital gathering space of the *xʷməθkʷəy̓əm* (Musqueam), *Sḵwx̱wú7mesh* (Squamish), and *səlilwətaʔɬ* (Tsleil-Waututh) Peoples. For millennia this area was home to Indigenous People who were supported by a diverse and nourishing ecosystem that provided sustenance and continues to hold cultural and spiritual significance to the First Peoples of this land. This sensitivity guides the work of this project.

Design principles and priorities established by the project partners guide the project are:
Healing

- Create a culturally safe place for people to heal - housing is healing! Create non-institutional non-triggering space.
- Create a regenerative and healthy building.

Livability

- Prioritize livability - defined as follows:
 - Access to adequate natural light and fresh air and ability to connect to nature.
 - Space to accommodate an expanded definition of family - multi-generational, inclusive, and flexible.
 - Adequate storage to accommodate outdoor gear etc.
- Provide stable and secure homes where residents feel they belong;
- Provide a welcoming, inclusive and accessible place for all; and
- Consider the whole person – body, mind, heart and spirit.

Community

- Provide opportunities for people to connect and create community; and
- Create a place where people can connect to culture, others, and themselves.
- Nurture relationships and build partnerships – between residents, site operators and service providers and other organizations in the community.

Culture

- Connect to the land, culture, and history of this place - our collective history;
- Welcome people from many Nations where they can feel culturally safe and connected;
- Build relationships cross culturally and across generations and share the stories - A narrative has been developed for the site and the project with respect to Indigenous heritage; and
- Bring an Indigenous lens to the process and design of this project – work with Knowledge Keeper advisor.

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Empowerment

- Support economic independence, agency, dignity, and autonomy.

Safety and Security

- Provide a safe and secure environment.
- The creation of a safe and secure space is key to wellness. The security of having a stable home enables people to build their lives and flourish.

The building has been designed to meet the particular needs of Indigenous peoples as outlined in the statements above. Considerations of liveability as well as suitable space to gather and support community building play a very strong role.

DEOD ZONING BYLAW RESPONSE:

1. Goals

Located in the heart of the DEOD Sub-area1 Main/Hastings, the project meets the goals of the DEOD Zoning bylaw in the following ways:

- a. Housing - The project increases the DEOD stock of self contained units.
- b. Public Open Space/Views - The project provides exceptional views to the North Shore mountains and the harbour. All roof spaces are dedicated to resident amenity.
- c. Traffic Transportation and Parking - The traffic patterns of the neighbourhood are supported and enhanced. Minimal parking (19 spaces) is provided, none of which are for the social service office or retail, discouraging commuter parking.
- d. Community Involvement - Community stakeholders are being consulted about the project. Ideaspace is leading this work.
- e. Aboriginal Community - The building design seeks to make visible and recognize the historical, cultural and contemporary connection of the Aboriginal people to the Downtown Eastside area through all aspects of the design.

2. Intent

The project contributes to the development of the Main/Hastings sub-area as a gateway to the Downtown along the Hastings corridor, and relates to the different neighbourhood qualities of the adjacent Oppenheimer and Strathcona residential neighbourhoods. The project is in line with the intent to be a high-density, mixed commercial and residential area, appropriate for a mix of office, retail, local social services, and other similar uses.

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3. Uses

The project proposes primarily residential self contained units combined with a retail space and local social services offices on the ground floor facing East Hastings.

4. Housing Agreement:

A Draft Housing Agreement is attached. It proposes the following housing mix:

- a. 33% Core Shelter Rate units
- b. 67% Affordable Leasehold Homeownership (ALHO) units broken down as follows:
 - i. 22% HILS units
 - ii. 45% MILs units
 - iii. 23% of the ALHO units are family (2 bedroom).

5. Accessibility + Dwelling Unit Design:

All units are being designed to be fully Adaptable. In addition:

- 30% of the Core Shelter rate units are Accessible Ready in terms of space requirements, with 3 units (5%) planned to be fully universally accessible with auto-opener door hardware, fully accessible kitchenette, roll-in showers, etc. to facilitate residents living with disability.
- 26% (10 units) of the HILS units are Accessible Ready
- 26% (10 studio and 10 one bedroom units) of the MILS units are Accessible Ready
- For all ALHO units, provision of fully Accessible units to be based on buyer need.

6. Retail Continuity

The project proposes social service offices and a retail (cafe) space along East Hastings providing an activated streetscape. The streetscape experience is further enlivened by interpretive graphics celebrating MST Matriarchs on the building's pilasters.

7. Density

The project proposes a density of 7.0 (6.96) FSR.

8. Physical Form

The building form derives from fitting the allowable density on site while creating a liveable environment for both the project units and the adjacent Orwell Hotel SRO units. The building form is comprised of two blocks of housing - a taller Hastings block on the north which is double loaded and a shorter Strathcona block to the south which is single loaded and accessed via an outdoor walkway. These two masses are separated by a 7.62m (25'0") wide courtyard space and sit on a two storey podium of commercial and resident support spaces.

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9. Summary of Relaxation Requested:

Height limit relaxations are being sought to create a viable development as follows:

1. The proposed building projects above the allowable height limit of 36.6m (120') for the 30.0m (100'-0") frontage on Hastings by 8.92 m (29'-3") for the peak of the Longhouse rooftop which includes screening for the Elevator overrun and Mechanical equipment.
Refer to Drawing A.203 South Elevation at Lane which indicates the maximum extent of the building projections above the height limit.
2. Above Level 11, two small portions of the proposed building project above the allowable height limit of 30.0m (100') for the remaining 7.6m (25'-0") frontage on Hastings as follows:
 - A residential unit on the south portion of the Hastings block projects west past the height envelope 0.8m (2'-7") for a height of 10.87m (35'-8") above the limit.
 - An open exterior Stair and canopy projects west, past the height envelope by 3.3m (10'-11") for a height of 12.65m (41'-5") above the limit.
 - Note that these projections do not occur at the building face and is set back from Hastings by 7.54m (24'-9") at the exterior stair landings and 9.02m (29'-7") at the enclosed building face.

These over height conditions are necessitated for the following reasons:

1. For the project to provide the widest possible range of affordability it requires that the maximum number of units be provided by utilizing the maximum allowable density of 7.0 FSR.
2. In order to step the building down towards Strathcona and create a liveable courtyard, the Strathcona block height is 7 stories above the lane. The density permitted in this location is relocated to the Hastings portion of the building.
3. In order to provide daylight access to the Orwell Hotel SRO units, as required by the City's Guideines for New Development Adjacent to Hotels and Rooming Houses (With Windows or Lightwells Near Interior Property Lines), the Hastings building floor plate has been pulled back and reduced and that density also relocated to the roof.
4. The rooftop Longhouse amenity has a distinct architectural form evoking a traditional Coast Salish longhouse. This form also serves to screen the rooftop mechanical units and the elevator overrun is required to provide access to L14.
5. The residential floors are 3.0 m (9'-9") floor to floor to support Indigenous housing liveability and allow for ducting for cooling of suites.

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We are invoking the Hardship Clause to allow the project to be above the height limitations for the following reasons:

1. Context

The site location bridges between the high density of the Hastings corridor and the much lower density and finer grained built context of the Strathcona neighbourhood. The building proposes stepping down to transition to the scale of Strathcona, which necessitates moving mass from the south portion of the building (Strathcona block) to the north portion (Hastings block).

2. Being a Good Neighbour

To provide access to light and air for the Orwell Hotel SRO units facing onto their 4'-0" wide lightwell, further relocation of the building mass to the upper floors of the Hastings block has been incorporated.

3. Reconciliation

This project is dedicated to making Indigenous culture visible and to providing the opportunity for Indigenous Peoples to achieve personal and financial empowerment by owning their own homes. As such, a liveable development that maximizes the density is critical to the project's success.

10. Building Expression

The building design is summarized as follows:

- The building expression references Ch'ich'iyúy Elxwíkn, recognizes and honours MST matriarchs, and celebrates women and life givers.
- Facade treatment is white textured cementitious panels patterned in a basket weave. This weave is further enhanced by the Juliet balcony guards which undulate in and out of the facade plane and are coloured in reference to mountain meadow flowers.
- The weave facade treatment is complemented by charcoal Longhouse plank cladding, that serves to break down the massing.
- The Longhouse reference is extended into the storefront glazing pattern and all public glazed areas including corridors, stairs, and the roof top amenity.
- Coloured walkways, bridges, and stair guards all contribute to enlivening the Courtyard and connecting the north Hastings block to the south Strathcona block.
- A demountable pedestrian weather protection canopy is proposed with a Cedar soffit and recessed lighting to create a warm and inviting place to walk. It is continuous along the length of the Hastings building face and for the retail portion of the Jackson building face. The canopy blends with a metal clad fin/cornice wrap that helps define the "twin sisters mountain peaks".

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- The lane facade on the ground level is intended to minimize vandalism and maintenance as well as enhance security. The lane is taken up with the parking access ramp, a loading bay, exits, garbage access, and an emergency generator.

11. Public Art and Cultural Interpretive Elements:

The following works of art and interpretive graphics will be commissioned by the owner and are in the process of design evolution for incorporation into the building:

- a. Large scale graphic wall treatment on party walls facing the adjacent townhouses, the interior of the exterior stair wall, and the soffit of the amenity deck covered area. Additional graphic treatment of the rubberized deck finish will occur on both the Courtyard at Level 3 and the Wellness Deck at Level 11.
This artwork will be created by a local Nation artist, with Ch'ich'iyúy Elxwíkn as the inspiration.
- b. MST Matriarchs are to be recognized and honoured on the pilasters along Hastings Street. It is proposed to clad the pilasters in images of these women who were so instrumental to the success of early settlers. The images will be supported by interpretive graphics that will tell the stories of these unsung heroines of early Vancouver.
- c. The story of Ch'ich'iyúy Elxwíkn will be told on graphic panels at the Building Entry.

12. Amenity Rooms + Outdoor Spaces:

The residential amenity rooms provided are to support residents needs. In addition, there are a range of landscaped outdoor activity areas supporting the residents' need to connect to the outdoors wherever possible. These range in types of spaces as follows:

- a. Office + Meeting Space - Level 2:
An office for the staff managing the rental units with a washroom and storage is provided on Level 2 adjacent to the elevators. A small meeting space for residents is provided overlooking the building entry vestibule.
- b. Courtyard - Level 3:
The Courtyard is primarily a space for residents living on this level, designed to promote positive social interaction and to enable residents to relax and meet their neighbours. This level acts as the roots from which the Urban Forest will grow, providing green views for users of the courtyard as well as levels above looking down. Small social spaces encourage gathering around a fire table and dining area. A multi-use flex surface will be a canvas for additional public art opportunities.

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c. Urban Agriculture Deck - Level 8:

Level 8 has an outdoor space dedicated to growing food in raised planter boxes, easily accessed by all units. This space is supported by a universal washroom and tool storage, water, potting tables, and intimate dining areas.

d. Wellness Deck - Level 11:

Level 11 has an outdoor space on the Hastings portion of the building and is conceived as a wellness space that supports outdoor exercise and play. The floor surface supports another opportunity for artwork, acting as an extension of the building façade.

e. Tree Planters - Level 13:

Large tree planters support significant trees on L13 along both Hastings and Jackson frontages to further extend “putting nature back” to the building top.

f. Rooftop Longhouse Amenity and Deck - Level 14:

The Longhouse proposed on Level 14 is intended to support Indigenous cultural practice - a place for residents to gather, feast and recreate together in a traditional way. It is designed to accommodate 70 people in a feast format. The architectural expression of this space is based on the Coast Salish Longhouse in form and material with a single slope heavy timber structure and Cedar walls and ceiling.

The Longhouse is supported by a servery kitchen to allow the service of foods, a universal washroom and storage for program materials and table and chairs. The kitchen will have domestic appliances and is not intended to be used for commercial cooking purposes.

Several significant outdoor spaces are adjacent to the Longhouse:

- an outdoor gathering area suitable for ceremony with movable furnishings for use flexibility
- a “sky garden” space to enjoy the views of the mountains and relax.
- a community BBQ and dining area
- a natural play space for children of all ages, encouraging connection to nature through play

These exterior recreation areas will permit residents to relax and sit in the sun or shade, out of the wind, in quiet spots or with a large group.

g. Private Residential Outdoor Space:

Private balconies have been provided for all one and two bedroom units. Juliet balconies have been provided for all studio apartments.

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h. Plant Materials:

The landscape plant materials focuses on species natives to the Pacific Northwest and Squamish Estuary, with traditional and edible uses. A lush urban forest is encouraged on all levels of outdoor spaces, with a meadow-like environment on the roof to maximize views of the North Shore. Urban agriculture, child-safe interaction, and bird friendly habitats are a focus of the palette.

DPA CHECKLIST ITEMS:

1. Demolition of Existing Buildings on Site:

The project as proposed will require the removal of the factory building on site.

2. Building Grades:

The Building Grades Plan is attached and forms the basis for the Ground Floor elevations. The site is slightly sloped from the low point at the East Hastings west property line up to the corner of the lane at Jackson Avenue. The main floor slab is stepped to accommodate this grade change.

3. Landscape Plans:

The Landscape drawing package does not include the final planting plan. This will be submitted once a preliminary City review of Landscape has been done.

4. Parking + Loading

Refer to Drawings A.001B Project Data Parking Summary. Parking is proposed as follows:

- a. Parking is not required in the DEOD for this project, however the project proposes one level of underground parking as follows:
 - All parking space sizes are per the 2019 Parking Bylaws.
 - A Passenger space and two Visitor parking spaces meet City requirements.
 - In addition to the above, a total of 19 vehicular parking spaces are proposed to be provided. 4 of these spaces are accessible.
- b. Loading meets City requirements with one Class B loading space accessed from the lane and one Class A loading space in the parking level.
- c. Bicycle parking meets the requirements of the bylaw as follows:
 - 237 Class A bike parking spaces are located as follows: 135 spaces on Level 1 accessed from both the front entry and the lane and 86 spaces on P1 accessed via the elevator.

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- 16 Class B bike parking spaces are accommodated as follows: 5 spaces in front of the residential entry, 7 spaces inside a just past the lobby, and 4 spaces within the Social Service Offices for their clients.

We request that the City to consider providing a Passenger Drop-off in front of the building entry on Jackson Avenue to support residents, many of whom travel by Handi-dart or taxi.

5. Storage:

In-unit storage is provided for most one bedroom and all two bedroom units. All studios and a few one bedroom units have at minimum of 25sqft of storage provided in a central storage area on Level 2. In total, 111 Storage Units have been provided external to the units.

Please do not hesitate to contact me should you need further clarification or information.

Sincerely,



Jennifer Marshall, Architect AIBC, FRAIC, Partner
Urban Arts Architecture Inc.

cc Stephen Mancer, ALT Jackson Developments Limited Partnership
Marcel Swain, Aboriginal Land Trust
Dianna Bulley, IdeaSpace