
**CITY OF VANCOUVER
DEVELOPMENT, BUILDINGS, & LICENSING**

**DEVELOPMENT PERMIT STAFF COMMITTEE
MEETING
March 6, 2024**

**FOR THE DEVELOPMENT PERMIT BOARD
April 15, 2024**

**525 Powell St (170 Jackson Ave) (COMPLETE APPLICATION)
DP-2023-00931 – DEOD (Sub-area 4)**

JP/BC/TT/SR/JKB

DEVELOPMENT PERMIT STAFF COMMITTEE MEMBERS

PRESENT:

M. So (Chair), Development Services
M. Linehan, Urban Design & Development Planning
D. Lee, Engineering Services

ALSO PRESENT:

J. Park, Urban Design & Development Planning
T. Tomono, Urban Landscape Development
S. Robin, Housing Policy & Regulation
M. Gelein, Housing & Homelessness Services
J. Bateman, Development Services
B. Casidy, Development Services

APPLICANT:

Stantec Architecture Ltd.
1100-111 Dunsmuir Street,
Vancouver, BC V6B 6A3

PROPERTY OWNER:

City of Vancouver

EXECUTIVE SUMMARY

• **PROPOSAL:**

To develop this site with a 10-storey mixed-use building, containing 158 social housing units with retail at grade and one level of underground parkade accessed from the lane.

This application is being processed through the Social Housing or Rental Tenure (SHORT) program.

See Appendix A Standard Conditions
 Appendix B Standard Notes and Conditions of Development Permit
 Appendix C Building Review Branch comments
 Appendix D Urban Design Panel Minutes
 Appendix E Plans and Elevations
 Appendix F Applicant's Design Rationale

• **ISSUES:**

- Height conformance
- View Cone relaxation
- Frontage relaxation

URBAN DESIGN PANEL: SUPPORT with no recommendations

DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATION: APPROVE

THAT the Board APPROVE Development Application No. DP-2023-00931 submitted, the plans and information forming a part thereof, thereby permitting the development of a 10-storey mixed-use building, containing 158 social housing units with retail at grade and one level of underground parkade accessed from the lane, subject to the following conditions:

1.0 Prior to the issuance of the development permit, make arrangements to the satisfaction of the General Manager of Planning, Urban Design and Sustainability (or successor in function) and the Director of Legal Services to:

1.1 Enter into a Housing Agreement and a Section 219 Covenant securing all dwelling units to be used for social housing for a term equal to the longer of 60 years and the life of the building, subject to the following terms and conditions:

- i. a no separate sales covenant (which will require all such units to be contained within a single air space parcel for the longer of 60 years and the life of the building, whichever is greater);
- ii. a no stratification covenant;
- iii. that the social housing units will be legally and beneficially 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 as a single legal entity and used only to provide rental housing for terms of not less than one month at a time, a requirement that not less than one-third of the social housing units will be occupied by persons eligible for either Income Assistance or a combination of Old Age Pension and Guaranteed Income Supplement and will be rented at rates no higher than the shelter component of Income Assistance;
- iv. the target rents and affordability of the remaining social housing units are:
 - a. not less than one-third will be rented to households with incomes below the housing income limits set out in the then current “Housing Income Limits” (HILs) table published by the British Columbia Housing Management Commission or equivalent publication, and rented at rates of no more than 30% of the gross household income; and
 - b. the remaining social housing units will be rented at rates no more than 90% of CMHC’s Rental Survey for Vancouver for the applicable year of construction (currently the 2015+ category), or an equivalent publication as may be approved by the City; or the appraised market rent for a comparable unit in the local area (where a “comparable unit” means a unit of the same type, similar size and in a building with a similar age and quality of construction);
- v. a requirement that all units comply with the definition of “social housing” in Vancouver Development Cost Levy By-law No. 9755; and
- vi. such other terms and conditions as the General Manager of Planning, Urban Design and Sustainability and the Director of Legal Services may in their sole discretion require.

Note to Applicant: This condition will be secured by a 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.

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: 170 Jackson Av (525 Powell St)				DEOD		DP-2023-00931		
Permitted/Required				Proposed				
Site Area ¹	1,982.30 m ²			1,982.30 m ²				
Site Frontage ²	45.70 m			53.27 m				
Height ³	Per DEOD ODP	30.50 m		31.10 m				
	Per View Cone 3.2.4a	20.09 m						
FSR ⁴	Residential			4.86				
	Retail			0.53				
	Total	5.50		Total	5.39			
Floor Area ⁴	Residential			9,630.70 m ²				
	Retail			1,140.00 m ²				
	Total	10,902.65 m ²		Total	10,770.70 m ²			
Exlcusions ⁴	Balconies	8%	770.46 m ²	Balconies	2%	235.66 m ²		
	Res. Amenity		929.00 m ²	Res. Amenity	3%	292.25 m ²		
	Res.l Storage	3.7m ² /unit	6,293.14 m ²	Res. Storage		195.51 m ²		
	Ext. Wall Thickness		103.39 m ²	Ext. Wall Thickness		103.39 m ²		
Unit Breakdown	Studio			66%	104	units		
	1-bedroom			1%	1	units		
	2-bedroom			23%	37	units		
	3-bedroom			10%	16	units		
	Total				158	units		
Parking ⁵	Residential			20		Residential		
	Visitor			8		Visitor		
	Retail			18		Retail		
	Total Standard			24		Total Standard		
	Max Small Car			25%	11	Total Small Car		
	Total Accessible			7		Total Accessible (Double counted for total)		
	Overall Total			46		Overall Total		
Loading ⁶	Class	A	B	C	Class	A	B	C
	Residential	0	1	0	Residential	0	1	0
	Retail	0	2	0	Retail	0	1	0
	Total	0	3	0	Total	0	2	0
Bicycle Parking ⁷	Class A		Class B		Class A		Class B	
	Residential	350		9		Residential	362	
	Retail	6		6		Retail	6	
	Total	356		15		Total	368	
Passenger Loading	Class	A	B	C	Class	A	B	C
	Residential	1	0	0	Residential	1	0	0
	Retail	0	0	0	Retail	1	0	0
	Total	1	0	0	Total	2	0	0

Notes:

1 Note on Site Area: The site area is being taken from the provided Project Data sheet as confirmed by the Survey dated February 16, 2024 and includes the 2.13 m x 7.61 m cutout at the SE corner of the site which is to be consolidated.

2 Note on Site Frontage: The maximum site frontage may be relaxed by the Development Permit Board for social housing.

3 Note on Height:

The proposed building height is 0.6 m over the maximum allowable under the Downtown Eastside/Oppenheimer District Official Development Plan. See standard condition A.1.1. The site is affected by View Cones 22 - View of Crown, Grouse and Mount Fromme from Main St; 3.2.4 - View of Grouse and Fromme Mountains from QE Park; E2.1 - View of Mount Seymour from the midspan of Cambie Bridge; E2.2 - View of Mount Seymour from northern end of Cambie Bridge; and G1.2 - View of Mount Seymour from Olympic Village Shipyard Pier; which are all unaffected by the proposed building. View cone 3.2.4a meant to preserve views of the Burrard Inlet would impose a height limit of 20.09 m but has historically not been applied in this area. See also page 8 of this report for further analysis and page 13 for recommendation.

4 Notes on FSR and Floor Area: Standard condition A.1.2 seeks confirmation of total proposed floor area. In-suite storage rooms are to be limited to 3.7 m², confirmation of use of bulk storage at the parking and mezzanine levels is required, and the commercial and residential waste rooms at level 1 are to be excluded from floor area. The totals in the table above reflect the waste rooms being excluded.

5 Note on Parking: Parking requirements have been calculated based on the assumption that the proposed TDM measures and reductions are accepted. Parking Management is in support of relaxing the 2 additional required commercial parking stalls.

6 Note on Loading: See Standard Engineering Condition A.2.5 for a Shared Use Loading Agreement to make up for the deficit of 1 Class B Loading Space.

7 Note on Bicycle Parking: Bicycle parking requirements have been calculated using the 40% Additional Class A Bicycle Parking TDM measure. In suite spaces are being provided in lieu of bicycle lockers and oversized spaces are also being provided in studio units.

• **LEGAL DESCRIPTION:**

Lot: 26-32
 Block: 42
 District Lot: 196
 Plan: VAP196

• **HISTORY OF APPLICATION:**

2023-12-21 Complete DP submitted
 2023-02-07 Urban Design Panel
 2023-03-06 Development Permit Staff Committee

• **SITE:**

This site is located at the North-east corner of the Powell St and Jackson Ave intersection. The site consists of 7 legal lots for a total site area of 1,982.22 sq.m (213,364.6 sq.ft.), with a frontage of 53.3 m (175 ft.) and depth of 37.2 m (122 ft). Site is currently occupied by a Temporary Modular Housing building.

The site falls under the Downtown-Eastside/Oppenheimer Official Development (DEOD) Plan, within the Downtown-Eastside Oppenheimer District, Sub-Area 4 Alexander/Powell.

• **CONTEXT:**

Significant adjacent developments include:

- | | |
|--|-----------------------------------|
| (a) Oppenheimer Park | (k) (f) Vancouver Buddhist Temple |
| (b) Evelyne Saller Centre | (g) Oppenheimer Lodge |
| (c) Vancouver Japanese Language School | (h) The Vivian Raincity Housing |
| (d) Imouto Housing for Women | (i) Sheway, 533 E Hastings St. |
| (e) Alexander Street Community | (j) Cordova House |

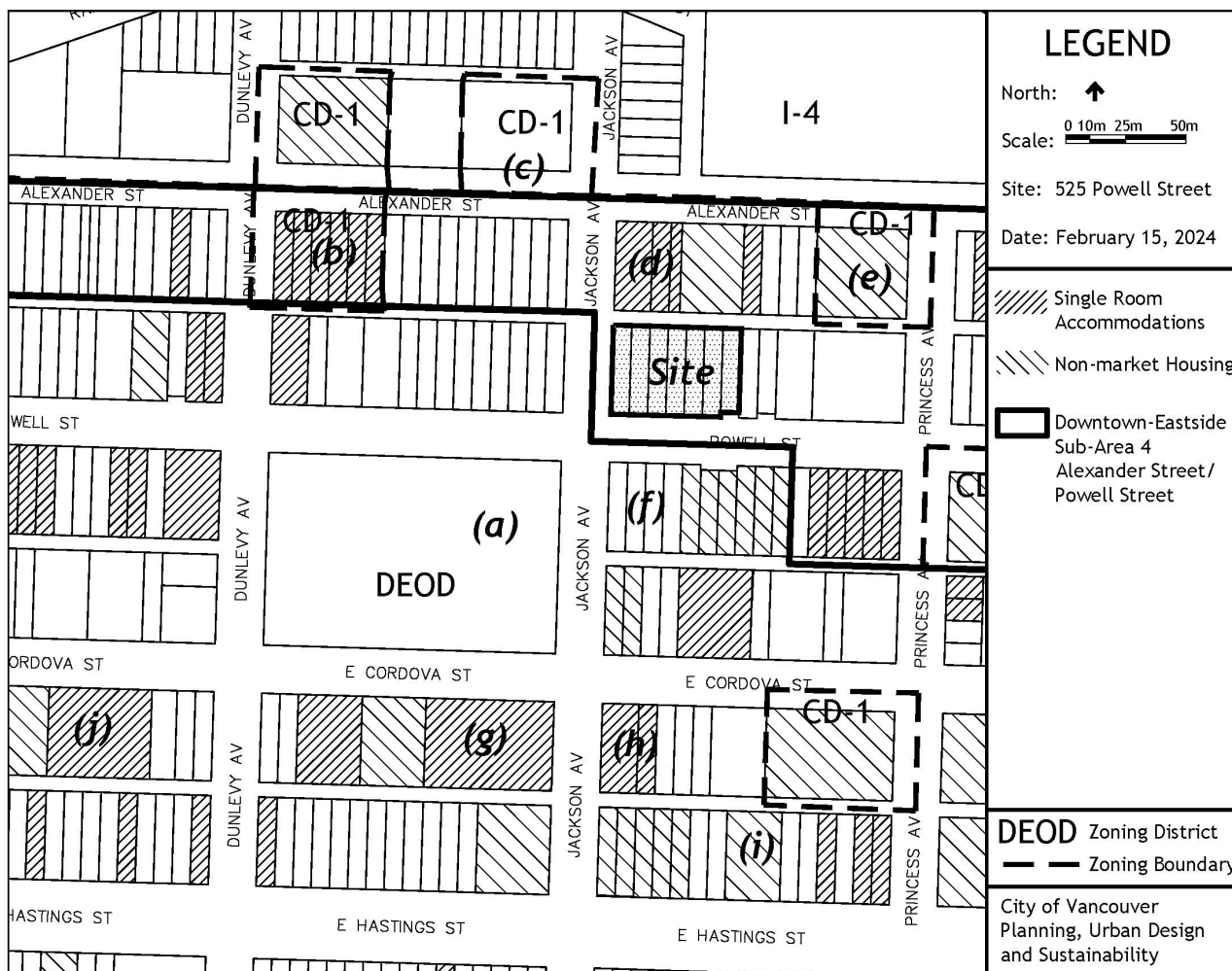


Figure 1. Context Map Background

A development permit application for this development site was submitted on December 21, 2023 to permit a 10-storey mixed-use building, containing 158 social housing units with retail at grade (see Figure 2). This application is generally in alignment with the Downtown-Eastside/Oppenheimer Official Development (DEOD) Plan, the Downtown Eastside (DTES) Plan and Guidelines.



Figure 2. View of the proposed ten-storey mixed-use building as viewed from Powell St at Jackson Ave.

The proposed application includes (based on the staff technical analysis):

- 158 multiple dwelling – apartment units (all social housing)
 - 33% family units
- Retail at grade
- 292.25 sq.m (3,145.75 sq.ft) of indoor amenity space and 1,081.73 sq.m (11,644 sq.ft) of outdoor amenity space
- Density of 5.39 FSR (10,770.70 sq.m / 115,934 sq.ft of floor area)
- Height of 31.10 m the top of roof parapet

On February 7, 2024, the Urban Design Panel (UDP) unanimously supported the development permit application with no recommendations.

• **APPLICABLE POLICIES, BY-LAWS AND GUIDELINES:**

- *Downtown Eastside Plan* (2014)
- *Downtown-Eastside/Oppenheimer (DEOD) Official Development Plan* (1982, last amended 2023)
- *Zoning & Development By-law - Section 10*
- *Downtown-Eastside/Oppenheimer (DEOD) Design Guidelines* (1982, last amended 2022)
- *Council-approved protected public views and View Protection Guidelines* (1989, last amended 2011)
- *City of Vancouver Housing Plan for the Downtown Eastside* (2005)
- *Vancouver Plan* (2022)
- *High-Density Housing for Families with Children Guidelines* (1992)
- *Housing Needs Report* (2022)
- *Housing Vancouver Strategy and Action Plan* (2017)
- *Tenant Relocation and Protection Policy* (2015, last amended 2019)

• **RESPONSE TO APPLICABLE POLICIES, BY-LAWS AND GUIDELINES:**

Downtown Eastside Plan (2014)

The DTES Plan sets a vision for the future of the DTES and aims to improve the lives of those who currently live in the area. The DTES is a mixed income neighbourhood with singles, families, low-to moderate-income households, youth and seniors living in a wide variety of accommodation.. The Plan is also intended to improve the delivery of affordable market and social housing options for all residents, and to support local serving commerce, social services and cultural activities where all feel welcome, valued and at home.

Social housing in the DTES is designed to meet the needs of households, particularly those on social assistance as well as mixed income tenants, and to ensure the sustainability and feasibility of social housing. The following principles apply to social housing targets in the DTES:

- At least one-third of new social housing units must be rented at the shelter component of Income Assistance;
- One third is to be rented up to the “Housing Income Limits” or HILs; and,
- The remaining third to be at affordable market rents.

Downtown-Eastside / Oppenheimer Official Development Plan (DEOD ODP), Subarea 4 (Alexander/Powell)

This site is located in the Sub-area 4 (Alexander/Powell) of the DEOD ODP. As such, it is regulated specifically by Section 7, as well as Section 1 through 3 of the DEOD ODP.

The Alexander/Powell sub-area is intended to be a medium density, mixed industrial-residential area, appropriate for small scale light industrial uses and residential uses. New industry, and expansion of existing industry, should be compatible with nearby and adjacent residential uses.

The 500 block of Powell Street is characterized by older commercial and mixed use building of 1-2 storey building heights.

Section 1 of the ODP identifies the first goal for the DEOD as Housing. Development in this area should retain and provide new affordable housing and, in so doing, increase the number of self-contained dwelling units.

Section 3 “Sub-area Development Guidelines (General)” of the ODP describes the scope and application of the subsequent sub-area guidelines:

“The Sub-Area Development Guidelines are all mandatory in the sense that any development permit application shall be measured against them. Flexibility and innovation are encouraged in the preparation of development proposals and a significant degree of discretion is hereby given to the Development Permit Board in the interpretation of policies.”

For this DP application, the proposed density is greater than 1.0 FSR and the height more than 15 m. Therefore, the decision to permit the requested density up to 5.5 FSR and height up to 30.5 m, rests with the Development Permit Board.

Applicant’s Response:

The proposal generally complies with DEOD ODP by providing a social housing building with a floor area ratio of 5.5 FSR, and 33% family units.

Staff Assessment:

The proposal generally complies with DEOD ODP and its intent. Staff support the relaxation of site frontage maximum of 45.7m as per Section 7.8.4 of DEOD ODP, as enforcement would result in unnecessary hardship and may result in net loss of social housing units. Staff support the increased maximum density of 5.5 as the proposal meets the requirement of Section 7.5.1(b), with relaxation of maximum site frontage. Staff support the increased maximum height of a building, up to a maximum of 30.5m, as the proposal meets the requirement of Section 7.6.1 of DEOD ODP, with relaxation of maximum site frontage. Staff have provided a condition A.1.1 to comply with the maximum allowed height 30.5m, measured to the top of the parapet.

Zoning & Development By-law – Section 10 (General Regulations)

The Section 10 (General Regulations) of the Zoning & Development By-law apply to all zoning districts.

Applicant's Response:

Additional height relaxation above the allowable building height set out in DEOD ODP, to the purposes of common amenity on rooftop.

Staff Assessment:

Staff support the additional building height relaxation for common roof-top amenity structures, contiguous with common outdoor amenity spaces, that do not exceed a height of 3.6m, as per Section 10.1.1(g).

Downtown-Eastside/Oppenheimer Design Guidelines

The Downtown-Eastside/Oppenheimer Design Guidelines are intended to highlight opportunities and issues, and to illustrate practical suggestions for new developments. They are a written and illustrated summary of the intent of the policies and regulations in the ODP. They are organized into two categories: General Design Principles and Sub-area Design Opportunities. For this proposal, sections 1 and 2.4 (Alexander/Powell) are considered.

Applicant's Response:

The proposal generally complies with DEOD ODP by providing a social housing building with a floor area ratio of 5.5 FSR, a height of 30.5 m to the top of the parapet, and 33% family units.

Staff Assessment:

Built Form: The design guidelines direct a newly designed building to be responsive to the existing context and enhance the heritage setting of individual buildings, or group of buildings, with heritage merit or potential. New developments should also be compatible with heritage. In general, facades should align with existing buildings on the street and medium scale (3 to 6 storey) developments are appropriate.

The proposed 10-storey development fits into a very mixed streetscape of 1 to 3-storey mixed-use character buildings with double storey commercial podium. The courtyard-shaped massing makes an efficient use of the site but also creates a simple, austere façade on Powell Street. Staff believe that the proposed contemporary architectural expression respectfully contributes and elevates the existing streetscape.

High quality materials and texture compatible with the existing character of existing context are proposed on Powell Street.

Livability: An acceptable level of livability is achieved for the social housing on Levels 2 to 10 facing both Powell Street and the lane.

Council-approved protect public views and View Protection Guidelines (1989, last amended 2023)

Council-approved protected public views protect Vancouver's ocean and mountain views while promoting density in the downtown area. The mountains behind our city skyline signify our connection to nature and align with our sustainability goals.

Applicant's Response: View cone 3 (Queen Elizabeth) passes over the site. Section 3.2.4 (views of Dam, Goat, Grouse, Mount Fromme, Cathedral, and Mount Burwell.) is unencumbered, however, sub-section 3.2.4a (view of Burrard Inlet) is minimally impacted by the proposed building. Some of the projection is covered by the view shadows of the future St. Paul's Hospital. See Figure 3.



Figure 3. Proposed projection into View Cone 3.2.4a shown in red, with future St. Paul's Hospital in Magenta.

Staff Assessment:

The project site is restricted by view cone 3.2.4a, from Queen Elizabeth Park. This specific view cone was meant to preserve views to the waters of Burrard Inlet.

Staff have taken following factors into consideration in review:

1. Although View cone 3.2.4a was included in the council report and View Protection Guidelines, View cone 3.2.4a was never formally adopted as a Council-Approved View Cone.
2. Recently adopted Broadway Plan allows the new developments within the Broadway Plan Mount Pleasant Centre Area G (MCEG) to project into the View Once 3.2.4a, up to the underside of Queen Elizabeth View Section 3.2.4 (or up to 25 storeys, whichever is lesser). This effectively creates a future view shadow (shown in the blue overlay in Figure 4). Additional projection of this proposed development would be completely covered by the future view shadow of the Broadway Plan.

Considering the factors mentioned above, and the proposal provides high-quality social housing units and amenities for residents, staff recommends support of the minor projection into the View Cone 3.2.4a.



Figure 4. Impact of Broadway Plan on View Cone 3.2.4a, shown in blue overlay.

Vancouver Plan (2022)

The Vancouver Plan is a land use strategy to guide long-term growth of the City over the next 30 years. The plan serves as a framework with further implementation planning work to follow over the next two to four years. The recommendations of this report align with housing priorities and policy streamlining initiatives of the Vancouver Plan.

Applicant's Response: The proposal provides 158 social housing units aligned with the objectives of Vancouver Plan.

Staff Assessment:

The proposal delivers social housing units in support of the Vancouver Plan priorities and directives.

High-Density Housing for Families with Children Guidelines (1992)

The intent of the guidelines is to address the key issues of site, building and unit design that relate to residential livability for families with children. The guidelines provide both quantitative measures and qualitative guidance on designing family-friendly housing addressing outdoor and indoor amenity and play areas, safety and supervision of children, provision of storage space appropriate for families and private open space adjacent to each unit.

The common indoor and outdoor amenity spaces as well as the private outdoor spaces (balconies) in the family sized units meet the guideline's recommendations.

Applicant's Response: Individual balconies are provided for each 2 and 3 bedroom family residential unit. For studio and 1 bedroom units, relaxations are requested to not provide balconies and instead to provide large windows with 2 operable sections that allow a comparable amount of light, ventilation, and views to outside.

Two generous outdoor amenity decks are provided on Level 2 and on the rooftop with a combination of green landscaping and furnished hardscape areas. There is 197.4 sq.m (2,125 sq.ft) of outdoor amenity area on Level 2 while 678.2 sq.m (7,300 sq.ft) is provided on the roof level, both of which have adjacent indoor amenity spaces. These spaces are designed to create designated areas for a variety of uses such as quiet zones, gathering zones, urban gardening, and children's play areas.

Staff Assessment:

The proposal meets the intended goals of the guidelines.

Housing Needs Report (2022)

On April 27, 2022, Council resolved at a public meeting to receive a Housing Needs Report (HNR) prepared by staff. Further to the BC Provincial government's requirement, Council must consider the most recent HNR when developing a development plan, or when amending a development plan in relation to Council's housing policies respecting affordable housing, rental housing and special needs housing.

This zoning amendment would facilitate the delivery of social housing units and address the data and findings within the HNR.

Housing Vancouver Strategy and Action Plan (2017)

Housing Vancouver focuses on the right supply of new homes, including rental and social housing, to meet a continuum of housing types. Overall, 72,000 new homes are targeted for the 10-year period from 2018-2027, including 12,000 social, supportive and nonprofit co-operative units, and 20,000 purpose-built rental units, along with actions to retain a diversity of incomes and households in the city.

This application, if approved, would add 158 social housing units to the City's non-market housing inventory, which would contribute to the targets set out in the Housing Vancouver Strategy (see Figure 5).

Housing Type	CATEGORY	10-YEAR TARGETS	Units Approved Towards Targets
Social, Supportive and Co-op Housing	Supportive Housing	4,100	1,148 (28%)
	Social and Co-op Housing	7,900	8,028 (102%)
	Total	12,000	9,176 (76%)

Note: tracking progress towards 10-year Housing Vancouver targets began in 2017 and is subject to change pending application withdrawals or significant unit changes throughout the development process
**Includes Temporary Modular Housing. Two TMH projects have closed and were removed from progress towards targets. Some projects previously counted as social housing were reclassified as supportive housing*
***Includes major projects with phased developments and/or tentative number of units*

Figure 5. Progress Towards 10 Year Housing Vancouver Targets for Social and Co-op Housing as of December 31, 2023

Tenant Relocation and Protection Policy (2015, last amended 2019)

The site contains a Temporary Modular Housing (TMH) development that includes 39 units of non-market, supported housing operated by Atira Women’s Resource Society as part of the TMH agreement between BC Housing and the City of Vancouver.

BC Housing, as part of the dismantling and relocation of the TMH, is required to provide a Tenant Relocation Plan (TRP) intended to align with the City’s Tenant Relocation and Protection Policy for non-market housing. BC Housing has committed to finding and supporting tenants to move into self-contained social housing, with supports. The TRP will be a requirement of the Development Permit approval for the dismantling and relocation of the TMH.

● CONCLUSION:

Staff have reviewed this application to permit the development of a 10-storey mixed-use building, containing 158 social housing units with retail at grade and conclude the proposal advances important City objectives, and substantially meets the objectives of the DEOD Plan and the DEOD Design Guideline, amongst other relevant policies, by-laws, and guidelines. Staff further conclude that the proposed form of development represents an appropriate urban design response to the site and context. Staff recommend approval subject to the conditions outlined in this report, and approval of minor additional projection into view cones and site frontage relaxation.

URBAN DESIGN PANEL:

The Urban Design Panel reviewed this application on February 7, 2024, and provided support with no recommendations. Draft minutes from the meeting are provided in Appendix D attached to this report.

ENGINEERING SERVICES

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

ENVIRONMENTAL SERVICES

The recommendations of the Environmental Services 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.

Further comments regarding Building By-law requirements are contained in Appendix C attached to this report.

NOTIFICATION

A development permit information sign was installed on the site January 17, 2024. Postcards were mailed to a total of 152 recipients. As a part of the DTES Plan enhanced notification process, an email was sent to 555 of the DTES Plan email subscribers. Additional information was provided on the City's Shape Your City website. A Question and Answer period was held from January 29 until February 4, 2024 which resulted in 1 questions on proposed neighbourhood amenities and neighbourhood fit.

Summary of Public Comments

Throughout the notification period, the City received 11 responses on the Shape Your City website (after removing duplication), and one via email; 9 were in support, 2 were opposed and 1 was mixed.

Support of the project included the following:

- general support
- Social housing and housing
- increased height, density, units

Opposition included concerns on the following:

- Social housing
- DEOD Plan

Staff Response to Public Comments

The addition of 158 non-market social housing units, ranging from shelter rate to low end of market units and including 33% family units, is seen as being in alignment with the City's Healthy City Strategy. By providing a range of unit types of varying income levels, the project is helping to ensure the neighbourhood remains resilient and diverse. The ground floor will comprise of a Community Economic Development Hub and commercial leasable space. The new active storefront will provide continuity with the retail and commercial facades of the surrounding neighbourhood along Powell St.

• **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 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 for:

- Increase in the maximum density;
- Increase in the maximum height;
- relaxation the site frontage maximum of 45.7 m; and
- the additional projection into view cone 3.2.4a under the *View Protection Guidelines*.

Staff Committee supports the application with the conditions contained within this report.



for

M. So
Chair, Development Permit Staff Committee



J. Park
Development Planner



B. Casidy
Project Coordinator

Project Facilitator: J. Bateman

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

Development Review Branch Conditions

- A.1.1 Compliance with Section 7.6.1 – *Height* of the Downtown-Eastside/Oppenheimer District Official Development Plan (DEOD ODP) by reducing the building height by 0.6 m.
- A.1.2 Confirm compliance with Section 7.5 – *Density*, of the DEOD ODP, including the following:
- i. reduce all above grade storage to 3.7 m² or less;
 - ii. provide confirmation of the use of the bulk storage room at the mezzanine level and exclude from floor area if for residential use if it can be demonstrated that no more than 3.7m² of storage is being provided above grade per unit;
 - iii. provide confirmation of the use of the bulk storage room at the parking level and include in floor area if for commercial use; and
 - iv. exclude commercial and residential waste rooms from floor area.
- A.1.3 Provision of the following notations to be included on the submitted plans:
- i. “The design of the parking structure regarding safety and security shall be in accordance with Section 4.13 of the Parking By-law”;
 - ii. “A minimum of one electrical outlet shall be provided for each two Class A bicycle spaces”;
 - iii. “All building dimensions, setbacks and yards are to the outside of cladding”;
 - iv. “The design of bicycle spaces (including bicycle rooms, compounds, lockers and/or racks) regarding safety and security measures and end of trip facilities regarding required design standards shall be in accordance with the relevant provisions of Section 6 of the Parking By-law”;
 - v. “Mechanical equipment (ventilators, generators, compactors, and exhaust systems) will be designed and located to minimize noise impacts on the neighbourhood and comply with Noise By-law No. 6555”;
 - vi. “The acoustical measures will be incorporated into the final design and construction, based on the consultant’s recommendations”; and
 - vii. “An energized outlet capable of providing Level 2 charging or higher is installed in each residential parking space, excluding visitor parking spaces”.
- A.1.4 Written confirmation that notification sign on the site has been removed.

A.2 STANDARD ENGINEERING CONDITIONS

- A.2.1 Make arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the consolidation of *Lot 26 Except the South 7 Feet Now Road, Lots 27, 28, 29, 30, 31, 32*, and the closed portion of road (the South 2.13 m (7 ft.) of Lot 26); All of *Block 42, District Lot 196, Plan 196* to create a single parcel.
- A.2.2 Make arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for release of Covenants CA6899040, CA6658757, and Easements CA6658758-62 prior to building occupancy.
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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. Prior to building occupancy, the applicant is to supply a written request to the City, a fresh title search and a copy of the documents along with executable discharge documents to affect the releases.

A.2.3 Make arrangements for the stopping up, and closure of the 2.13 m (7 ft.) portion of road adjacent to *Lot 26, Except the South 7 Feet Now Road, Block 42, District Lot 196, Plan 196*, and the relocation or decommissioning of any utilities within this area. Written confirmation and agreement from all affected utility companies is required. An application has been received by the City Surveyor to initiate the road closure.

A.2.4 Building setbacks and entry into (a) legal agreement(s) to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the statutory right of way (SRW) for public pedestrian use adjacent to Powell St, to achieve a 4.5 m offset distance from the back of the existing curb.

Note to Applicant: The SRW will be free of any encumbrance such as walls, stairs, and vents at grade and the agreement will accommodate the underground parking structure. A survey plan prepared by a B.C. Land Surveyor showing the distance from the back of the curb to the property line to determine setback and SRW width is required.

A.2.5 Entry into a Shared Use Loading Agreement, to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services, for 1 Class B loading space between the commercial and residential uses and label the space as ‘Residential and Commercial Loading’;

A.2.6 Entry into a TDM agreement, to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services, securing:

- i. funding towards long-term TDM monitoring in the amount of \$280 per parking space waived;
- ii. TDM measures:
 - a. ACT-01
 - b. ACT-05
 - c. SUP-03
- iii. City access to the site to undertake post occupancy monitoring of the TDM Plan; and
- iv. Agreement to make reasonable adjustments to TDM measures as requested by the City, based on TDM monitoring results;

A.2.7 Provide an updated Transportation Demand Management (TDM) Plan, with minimum 12 points for the residential use and 7 points for the commercial use.

Notes to Applicant: The proposed plan achieves 4 points for the residential use and 4 points for the commercial use points:

TDM Measure	Proposed Points Residential/Commercial	Achieved Points and Notes Residential/Commercial
ACT-01 Additional Class A Bicycle Parking	8/3	8/3
ACT-05 Bicycle Maintenance Facilities	2/2	2/2
SUP-03 Multimodal Wayfinding Signage	2/2	2/2
TOTAL	12/7	12/7

A.2.8 Provision of Design Elevations to be shown on A202 Floor Plan L1. Design Elevations are missing

from the plan at corners of driveways, parking stalls, and pedestrian plazas (see markup for locations)

Note to Applicant: Please see building grade letter and attached markup Street Design Review 1.0 Markup - 2024-02-12 for more details.

A.2.9 Landscape and site plans to reflect required off-site improvements, including:

- i. Street improvements, and appropriate transitions, along Powell St adjacent to the site, including:
 - a. minimum 1.2 m wide front boulevard with street trees;
 - b. 3.0 m wide broom finish saw-cut concrete sidewalk;
 - c. corner curb ramps; and
 - d. removal of the existing driveway crossing and reconstruction of the curb.
- ii. Street improvements, and appropriate transitions, along Jackson Ave adjacent to the site, including:
 - a. minimum 1.2 m wide front boulevard with street trees;
 - b. 2.4 m wide broom finish saw-cut concrete sidewalk;
 - c. corner curb ramps;
 - d. standard concrete lane crossing, including curb returns and curb ramps, at the lane entry on Jackson Ave adjacent to the site;
 - e. Delete proposed back boulevard street trees on Engineering street right of way shown along Jackson Ave;
 - f. Delete proposed back boulevard pavers shown on Engineering street right of way along Jackson Ave and Powell St; and
 - g. Clear demarcation/labeling of the PL.
- iii. Dimensions for the front boulevards and sidewalks; and
- iv. new or replacement duct bank that meets current City standard.

Note to Applicant: Duct banks are to consist of electrical and communication ducts and cables, and connect to existing electrical and communication infrastructure.

A.2.10 Updated Parking By-law statistics table(s) noting the following:

- i. "Parking, loading, bicycle, and passenger loading shall be provided and designed in compliance with the Parking By-law and the Parking and Loading Design Supplement"; and
- ii. "Vehicle parking reductions in accordance, and in compliance, with approved Transportation Demand Management (TDM) Plan".

A.2.11 Bicycle spaces, per Parking By-law Section 6, including:

- i. 40% additional Class A spaces, per the submitted Transportation Demand Management (TDM) Plan;
- ii. Minimum 10% Class A bike lockers; and
- iii. Minimum 5% oversized Class A spaces.

A.2.12 Updates to the plans, per the Transportation Demand Management for Developments in Vancouver Bulletin, Parking By-law, and Parking and Loading Design Supplement, including:

- i. ACT-05 – Bicycle Maintenance Facilities: revised architectural plans, noting location(s) and dimensions of facilities; and

- ii. SUP-03 – Multimodal Wayfinding Signage: revised architectural plans, noting the general location(s) for signage full on private property.

A.2.13 General revisions to the architectural plans to include section drawings showing elevations and minimum vertical clearances for parking levels, loading bays, ramps, and to the underside of raised security gates considering mechanical projections and built obstructions.

A.2.14 Provision of a waste management plan with the following information:

- i. Types of waste streams to be provided;
- ii. Quantity, stream and capacity of container for each waste stream; and
- iii. Collection frequency of each waste stream.

Note to Applicant: Per staff calculation, depending on collection frequency, the weekly residential waste generation volume may exceed the capacity of the residential waste room. Please note that the City recommends that waste rooms equate to 2-2.5 times the physical footprint of the waste and recycling containers to allow for maneuverability. Pending information on the planned collection frequency of each waste stream, staff may recommend that the developer consider either:

- i. An increase to the size of the residential waste room and number or capacity of containers; or
- ii. An increase in collection frequency.

A.2.15 Provision of a letter of commitment stating that all impacted utility companies will be contacted and notified of the following requirements:

- i. all utility services (e.g., BC Hydro, Telus and Shaw) shall be underground;
- ii. BC Hydro service shall be primary with pad mounted transformer (PMT or LPT) installed on private property; and
- iii. all required electrical plants (e.g., PMT, LPT, Vista, etc.) provided for entirely within private property.

Note to Applicant: The review of third party utility service drawings (e.g., BC Hydro, Telus and Shaw) will not be initiated until all drawings have been received by the Utilities Management Branch (UMB). For questions on this requirement, please contact the Utilities Management Branch at umb@vancouver.ca.

A.3 ENVIRONMENTAL SERVICES CONDITIONS:

A.3.1 The property owner must provide:

- i. a Ministry of Environment Release Notice or Certification Document (e.g. AiP); and
- ii. an agreement to remediate the property, including a Section 219 Covenant to restrict occupancy until a Certificate of Compliance or Final Determination is issued by Ministry of Environment and Climate Change Strategy for each of the site and, if any, the dedicated lands.

Note to Applicant: The site contains a Schedule 2 use. The Site Disclosure Statement has been forwarded to the Ministry of Environment. See also Appendix B Conditions of Development Permit.

B.1 CONDITIONS OF DEVELOPMENT PERMIT

ENGINEERING

- B.1.1 All approved off-street parking, loading, bike, and passenger loading 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.1.2 A Key Plan shall be submitted by the applicant, and approved by the City prior to any third party utility drawing submissions. It is highly recommended that the applicant submit a Key Plan to the City for review as part of the Building Permit application. Third party utility service drawings will not be reviewed by the City until the Key Plan is defined and achieves the following objectives:
- i. the Key Plan shall follow the specifications in the City of Vancouver Key Plan Process and Requirements Bulletin <https://vancouver.ca/files/cov/Key%20Plan%20Process%20and%20Requirements.pdf>; and
 - ii. all third party service lines to the development are to be shown on the plan (e.g., BC Hydro, Telus, Shaw, etc.) and the applicant is to provide documented acceptance from the third party utilities prior to submitting to the City.

Note to Applicant: Use of street for temporary power (e.g., temporary pole, pole mounted transformer or ducting) is to be coordinated with the city well in advanced of construction. Requests will be read on a case by case basis with justification provided substantiating need of street space against other alternatives. If street use for temporary power is not approved, alternate means of providing power will need to be proposed. An electrical permit will be required.

For questions on this requirement, please contact the Utilities Management Branch at umb@vancouver.ca.

- B.1.3 Construction dewatering is a Water Use Purpose under the Water Sustainability Act requiring a provincial Approval or License.

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

- B.1.4 Provision of construction details to determine ability to meet municipal design standards for shotcrete removal (street restoration manual section 02596 and Encroachment By-law (#4243 section 3A) and access around existing and future utilities adjacent to your site;

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

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 and 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.

HOUSING REGULATION

- B.1.5 Maintain the proposed mix of dwelling units including 104 studio units, one one-bedroom unit, 37 two-bedroom units and 16 three-bedroom units.

Note to Applicant: Any changes in the unit mix may only be varied under the discretion of the Director of Planning or Development Permit Board provided that it does not go lower than 25% of the dwelling units designed to be suitable for families with children, as per the Downtown Eastside Plan.

ENVIRONMENTAL SERVICES

- B.1.6 The property owner must fulfill requirements of Section 571(B) of the Vancouver Charter and Section 85.1(2) of the Land Title Act by submitting a complete and accurate Site Disclosure Statement and entering into legal agreements, if required, as follows:
- i. an agreement to remediate the site and contaminants that have migrated therefrom; and
 - ii. a Section 219 Covenant to restrict occupancy until a Certificate of Compliance or Final Determination is issued by Ministry of Environment and Climate Change Strategy for the site, including any dedicated lands.
- B.1.7 Requires a Certificate of Compliance or Final Negative Determination from the Ministry of Environment prior to issuance of the occupancy permit. Waste Discharge Permit or Contaminated Site Groundwater Quality Declaration required for dewatering on the site. A qualified environmental consultant must be available to identify, characterize and appropriately manage any environmental media of suspect quality which may be encountered during any subsurface work. All work on the site must be conducted in compliance with British Columbia's Environmental Management Act and Contaminated Sites Regulation.
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C.1 BUILDING REVIEW BRANCH COMMENTS

The following comments have been provided by the Building Review Branch based on the preliminary drawings prepared by Stantec Architecture Ltd. dated December 20, 2023 for the proposed development permit application.

- C.1.1 This is a preliminary review in order to identify major issues which do not comply with Vancouver Building Bylaw #12511 as amended (VBBL 2019) and includes a review of Subsection 3.2.5. "Provisions for Fire Fighting".

Please note that building permit applications must conform to Vancouver Building Bylaw #12511 (2019) as may be amended from time to time. Please see the following page: <http://vancouver.ca/your-government/vancouver-building-bylaw.aspx>.

This is a new construction to develop a new 10-storey (12-storey per VBBL) mixed-use building, containing a total of 158 social housing units with retail at grade, all over one level of parking.

This project is being processed through the SHORT program.

The following information should be included at Building Permit Application Stage:

- i. Firefighting provisions as per 3.2.5. except where otherwise approved by VFRS.
 - a. Clearly identify the locations of nearby hydrants and building fire department connections.
- ii. * Every floor area in a building shall be served by at least 2 exits. A second exit is required for residential parkade.
- iii. Distance between exits are not sufficiently remote from each other at second floor (mezzanine).
- iv. * Exit through lobby shall conform to Article 3.4.4.2 of VBBL – it appears that a path of travel through the lobby to exterior is more than 15m., and the adjacent rooms contain industrial occupancy (maintenance storage and residential waste).
- v. Dead end corridor more than 6 m long is not permitted by VBBL; refer to the public corridor at the back of commercial units.
- vi. The ramp adjacent to commercial units in the public corridor shall be accessible.
- vii. Safe pedestrian path leading from double door in the back of house corridor to the lane shall be provided.
- viii. *The VBBL allows interconnection between the 1st and 2nd storeys without imposing requirements of Articles 3.2.8.3 to 3.2.8.8., however, the second storey (named mezzanine) shall be designed to conform to requirements of Articles 3.4.2.3., 3.4.2.4 and 3.4.2.5. The applicant shall use services of Code Consultant if there is a desire to achieve non-prescriptive compliance with VBBL requirements.
- ix. All bath and shower controls shall be accessible from an open floor space or offset – refer to 3.8.5.5.(3).

*Items marked with an asterisk have been identified as serious non-conforming Building By-law issues.

Written confirmation that the applicant has read and has understood the implications of the above noted comments is required and shall be submitted as part of the "prior to" response.

The applicant may wish to retain the services of a qualified Building Code consultant in case of difficulty in comprehending the comments and their potential impact on the proposal. Failure to

address these issues may jeopardize the ability to obtain a Building Permit or delay the issuance of a Building Permit for the proposal.

- C.1.2 The Canadian Electrical Code regulates high voltage overhead conductor clearances from structures and dielectric liquid-filled transformer clearances from combustible building surfaces, doors, windows, and ventilation openings. All structures must have a horizontal distance of at least 3 m from existing BC Hydro high voltage overhead conductors. Combustible building surfaces, windows, doors, and ventilation openings must be located at least 6 m from dielectric liquid-filled, pole-mounted BC Hydro transformers, unless an acceptable non-combustible barrier is constructed between these transformers and combustible building surfaces, doors, windows, or ventilation openings.

If the building design cannot meet these requirements, modifications must be made. If you wish to discuss design options, please contact Electrical Inspections Plan Reviewer at 604.871.6401.

DRAFT URBAN DESIGN PANEL MEETING MINUTES, FEBRUARY 7, 2024

Address:	525 Powell St (170 Jackson)
Permit No.	DP-2023-00931
Description:	To develop the following on this site: A 10-storey mixed-use building, containing 158 dwelling units, all social housing, with retail at grade; An approximate height of 31.1 m (102 ft.); A floor space ratio of 5.5 (10,902.42 m ² / 117,353 sq. ft.); A total of 36 parking spaces, having vehicular access from the lane. Under the site's existing DEOD zoning, the application is "conditional" so it may be permitted. However, it requires the decision of the Development Permit Board
Zoning	DEOD
Application Status:	Complete Development Application
Architect:	Stantec Architecture Ltd.
Staff:	Ji-Taek Park

EVALUATION: Support with no Recommendations (5/0)

Planner's Introduction:

Ji-Taek Park, Development Planner gave an overview of the neighbourhood context in relation to the proposal, followed by the expectations of the built form guidelines for this project. Ji-Taek then gave a brief description of the proposed project before concluding with Staff questions for the Panel.

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

1. Does the proposed building massing meet the intended urban design as outlined in DEOD design guidelines?
2. Does the proposed building interface at-grade provide sufficient pedestrian interest for public realm, as intended by DEOD ODP?
3. Provide commentary on the livability (privacy & daylight access) of dwelling units and common amenity space.
4. Provide commentary on the proposed architectural expression and materiality.

Applicant's Introductory Comments:

The applicant Jody Bielun, Architect, Stantec Architecture Ltd. noted the objectives and gave a general overview of the project.

Staff and the applicant team then took questions from the panel.

Applicant and staff took questions from Panel.

Panel's Consensus on Key Aspects Needing Improvement:

Having reviewed the project, it was moved by GEOFF LISTER and seconded by JON STOVELL and was the decision of the Urban Design Panel:

THAT the Panel SUPPORT the project with no additional recommendations.

Summary of Panel Commentary:

Panel in general was in support of the public realm.

Panel in general support the architectural expression and materiality. Some Panel members noted the green glass could have impact on livability of units.

A Panel member suggested to review and explore further ideas regarding bed and kitchen storages to make it more accessible.

A Panel member suggested integrating a seating or landscape feature under the angular columns at the ground-level 'Pavilion' to ensure safety in that area.

Some Panelists noted they would like to see a landscape strategy that identifies plant species.

A Panel member suggested some glazing towards the corridor, making the level 2 amenity areas feel more inviting.

A Panel member noted there is opportunity to articulate the lane by putting some glazing or glass block, repeating the mural facing the lane.

A Panel member noted opportunity for the southern end units to have additional windows towards the level 2 outdoor amenity space to increase the livability.
