EXECUTIVE SUMMARY

- **Proposal:** To develop the site with a four-storey multiple dwelling building containing 29 residential units (24 market units on the 2nd to 4th floors and five social housing units on the ground floor) with parking at grade having vehicular access from the lane.

See Appendix A Standard Conditions
Appendix B Standard Notes and Conditions of Development Permit
Appendix C Context Map
Appendix D Plans and Elevations
Appendix E Revised Shadow Study
Appendix F Applicant’s Design Rationale

- **Issues:**
  1. Privacy & CPTED of Alexander Street fronting, ground-oriented social housing units
  2. Availability of access to the courtyard space for all residents
  3. Weather protection
  4. Parking requirements

- **Urban Design Panel:** SUPPORT
DEVELOPMENT PERMIT STAFF COMMITTEE RECOMMENDATION: APPROVE

THAT the Board APPROVE Development Application No. DE417264 submitted, the plans and information forming a part thereof, for a four-storey multiple dwelling building containing 29 residential units thereby permitting the development of 24 market units on the 2nd to 4th floors and five social housing units on the ground floor with parking at grade having vehicular access from the lane, 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 provision of a draft Operational Management Plan (OMP), in consultation with neighbouring property owners, residents and businesses, to the satisfaction of the Managing Director of Social Development;

Note to Applicant: The OMP should address the management of the social housing units. A finalized OMP will be required for release of the Occupancy Permit.

1.2 arrangements to be made to the satisfaction of the Managing Director of Social Development and the Director of Legal Services to secure the five social housing units as rental in perpetuity, or for the life of the building and to secure the rent levels;

Note to Applicant: This will require a housing agreement as per section 565.2 of the Vancouver Charter, which will stipulate that the tenant contribution towards rent, for all of the social housing units (five) will be no more than the shelter component of Income Assistance (currently $375). This agreement will also include covenants requiring all five units to be legally and beneficially owned by a single legal entity and used only to provide rental housing for terms of not less than one month at a time and prohibiting the separate sale or transfer of legal or beneficial ownership of any such units (which will require all such units to be contained within a single air space parcel or strata lot in perpetuity, or for the life of the building).

1.3 design development to more clearly demarcate public and private areas at the Alexander Street interface at street level;

Note to Applicant: Design development of the front entry spaces of the main level residential units is required to improve privacy and security and a greater sense of defined space. Options to be considered include: increased grade separation between entries and street level; increased depth of the semi-private entry space; architecturally-integrated canopies over entries for weather protection; lighting above entry doors; and the introduction of fencing. Refer to Standard Condition A.1.15.

1.4 design development to enhance the identification of the building’s main entry;

Note to Applicant: This can be accomplished with lighting, colour, clear addressing, glazing to the door, and an architecturally-integrated canopy.

1.5 provision of more substantial and more complete weather protection for residents to access their units;

1.6 design development to improve solar performance for south-facing glazing;
Note to Applicant: Solar shading is required for south-facing glazing at the courtyard. High performance glazing should be used at the lane where external shading may not be feasible.

1.7 design development to improve CPTED performance at the lane elevation; and

Note to Applicant: Provision of a lighting strategy that enhances safety and security while minimizing glare for residents of the proposed development and possible future development is required; and

The two small alcoves for exit doors should be made shallower (doors may swing 12” into a lane) and only as wide as necessary to accommodate the door. The colour of downlighting at the alcoves should be suitable for the neighbourhood considering CPTED risks.

1.8 provision of access to the shared courtyard on the 2nd level for the residents of the social housing units.

Note to applicant: A letter confirming the residents of the social housing units will have access to the shared courtyard and a strata plan showing the courtyard as common property is required.

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:

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<tr>
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<th>PERMITTED (MAXIMUM)</th>
<th>REQUIRED</th>
<th>PROPOSED</th>
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<td>74.95 ft. x 122.08 ft.</td>
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<td><strong>Site Area</strong>&lt;sup&gt;1&lt;/sup&gt;</td>
<td>9,151 sq. ft.</td>
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<td>Top of Hatch 49.96 ft.</td>
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<tr>
<td>Total</td>
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<sup>1</sup> **Note on Site Size and Site Area:** The proposed site size and site area is based on the properties being consolidated. See Standard Condition A.2.2.

<sup>2</sup> **Note on Floor Space Ratio (FSR):** The Downtown-Eastside/Oppenheimer Official Development Plan (DEOD ODP) has a maximum FSR of 1.0, however the Development Permit Board may permit an increase in FSR to 2.5 FSR in this location, provided that at least 20% of the floor area permitted above a floor space of 1.0, or at least 20% of the additional residential units, is developed for social housing. This project meets the DEOD ODP 20% social housing requirements; see further discussion under Response to Applicable Bylaws and Guidelines on page 7. Standard Condition A.1.1 seeks compliance (a reduction of 5,727 sq. ft.) with Section 7.5.1(b) – Density of the DEOD ODP. The majority of the FSR overage may be solved by complying with Section 7.5.2(b) of the DEOD ODP.

<sup>3</sup> **Note on Height:** The proposed height does not comply with the maximum permitted. Standard Condition A.1.2 seeks compliance (a reduction of 0.76 ft.) with Section 7.6.1 - Height of the DEOD ODP.

<sup>4</sup> **Note on Parking:** The proposed parking for this site is deficient. The applicant is seeking a relaxation of 13 stalls for this proposal. Staff are supportive of a relaxation of 11 stalls, subject to compliance with the non-market housing obligation as outlined and required in Recommended Condition 1.2 and compliance with disability stalls required in Standard Condition A.1.9.

<sup>5</sup> **Note on Unit Type:** The five studio units on the first floor do not meet the minimum floor area required for a dwelling unit. Standard Condition A.1.3 seeks compliance with the minimum dwelling unit size.
**Legal Description**
Lot: A (Explanatory Plan 9901) & 7
Block: 43
District Lot: 196
Plan: 196

**History of Application:**
13 09 19 Complete DE submitted
13 11 20 Urban Design Panel
13 12 18 Development Permit Staff Committee

**Site:** The mid-block site is located on the south side of Alexander Street between Princess and Heatley Avenues in the Downtown Eastside Oppenheimer District (DEOD). The site’s topography slopes down 6 feet from southwest to northeast.

**Context:** The south side of the 600 block of Alexander Street is characterized by older non-market housing and commercial buildings including a two-storey warehouse currently on the subject site. The north side of the 600 block of Alexander Street is zoned M-2 and is occupied by an early 20th century, four-storey commercial building. Active rail uses are located nearby, further to the north.

Significant adjacent development and community services include:

(a) Oppenheimer Park
(b) Downtown Community Health
(c) Powell Place
(d) Pivot Legal Society
(e) Triage Emergency Services
(f) Strathcona Mental Health Team
(g) Union Gospel Mission
● **Background:** A development application was submitted on September 19, 2013 without pre-application consultation with staff. A public open house was held on November 19, 2013. The proposal was reviewed and supported by the Urban Design Panel on November 20, 2013. This application is being considered concurrently with the ongoing Downtown Eastside Local Area Planning Process. The form of development, architectural expression, and housing mix of this proposal strongly resemble those of a recently approved development permit submitted by the same architectural firm for 557 E. Cordova Street (DE416178 issued October 9, 2013, DEOD Sub-area 2).

**Local Area Planning Process**

In 2011, Council directed the City Manager to strike a community committee to “enhance and accelerate a DTES Local Area Planning (LAP) process, and to develop a strategy to implement Council’s 2005 DTES Housing Plan.” The primary purpose of the LAP process is to ensure that the future of the DTES improves the lives of those who currently live in the area, particularly low-income people and those who are most vulnerable. In March 2012, Council approved the planning framework for the LAP process that outlined a broad community engagement strategy to discuss issues including the pace of change of development in the neighbourhood, ways to mitigate displacement of low-income residents in light of revitalisation efforts, and how to capture opportunities for improving the quality of life of residents in the DTES as the neighbourhood changes. Some of the key areas of focus for the DTES Local Area Plan include: housing and homelessness, local economy, land use and built form, social issues and urban health. Council also approved interim development management guidelines, and an interim rezoning policy at the March 2012 meeting. These policies manage the pace of development and provide staff, the LAPP Committee and other stakeholders the mechanisms needed to consider opportunities and risks for development in the community. More specifically, the policies will allow time to assess what might be required to achieve the long-term housing objectives and implementation of the DTES Housing Plan.

The DTES Local Area Plan is scheduled to be presented to Council in the spring of 2014. The DEOD has been identified as a ‘community heart’, and the emerging directions for the area include policies that may require 60% social housing units and 40% market rental housing units for any development seeking density above 1.0 FSR.

● **Applicable By-laws and Guidelines:**

1. **Downtown-Eastside/Oppenheimer Official Development Plan (DEOD ODP), Sub-area 4 (Alexander/Powell)**

The current By-law allows for a variety of uses and a maximum FSR of 1.0, except that the Development Permit Board may permit an increase to 2.5 FSR provided at least 20% of the additional residential units over 1.0 FSR is developed for social housing. The maximum height permitted is 49.2 feet.

The ODP encourages new development to incorporate spaces for social and recreational amenities for the enjoyment of residents.

The DEOD ODP sets out as the following goals for housing:

1. Retain existing and provide new affordable housing for the population of the Downtown Eastside Oppenheimer area.
2. Upgrade the quality of the existing housing stock to City standards.
3. Increase the proportion of self-contained dwelling units, through rehabilitation and new construction.

2. **Downtown-Eastside/Oppenheimer Design Guidelines**

The DEOD Design Guidelines establish goals for the area, seeking to: preserve and respect the area’s intimate scale and its established low to medium rise (3 to 6 storey) character of development; maintain façade continuity; and provide pedestrian interest for façades at street level.
Guidelines for Sub-area 4 seek the thoughtful integration of industrial and residential uses and the preservation of an adequate residential environment in this mixed-use context. New development should provide maximum sunlight to residential uses and open spaces.

The Interim Development Management Guidelines provide staff, the LAPP Committee and other stakeholders the mechanisms to manage liquor licensing applications, Active Storefront grant applications, and Heritage Façade grant applications within the DTES, and to provide sufficient time for the LAPP to review this policy area and program.

4. Housing and Homelessness Strategy 2012-2021
The Housing and Homelessness Strategy describes the City’s overall direction for housing, including what we need and how we will achieve it over the next ten years. It identifies the different kinds of housing necessary to meet the needs of our citizens, as well as ways to improve and better preserve the housing we currently have. The goals of the strategy are to end street homelessness and provide more affordable housing choices for all Vancouverites. This includes housing that is accessible, affordable and suitable for all income levels, seniors, families and residents challenged by disability.

5. Downtown-Eastside Housing Plan (2005)
The area’s historic role has been to provide a home to low- and moderate-income people, especially singles and newcomers to Vancouver. One goal of the Downtown Eastside Housing Plan is to maintain roughly 10,000 units of low-income housing in the DTES and to increase its quality over time. Single Room Occupancy (SRO’s) hotels are to be replaced with new self-contained social housing for singles and support services will be provided in a portion of the units to give stability to residents. The role of the DEOD, as discussed in the DTES Housing Plan, is that it shall continue to be a predominantly low-income area, emphasizing social housing. The DTES Housing Plan further recommends that the DEOD zoning be reviewed to ensure that the area can maintain this role into the future. Due to the large number of heritage buildings in other DTES sub-areas and limited number of available development sites, the Housing Plan states that the DEOD will need to accommodate more than the 1-for-1 SRO replacement to make up for other sub-areas not being able to achieve this goal. The Plan also notes that if market development becomes attractive in the DEOD, despite the 20% social housing requirement, it is unlikely that achieving 1-for-1 SRO replacement will be possible.

Response to Applicable By-laws and Guidelines:
1. Downtown-Eastside/Oppenheimer Official Development Plan (DEOD ODP), Sub-area 4
(Alexander/Powell)
Density and Height
A reduction in the calculated FSR is sought under Standard Condition A.1.1. and a reduction in height is required and sought under Standard Condition A.1.2.

Housing
While the proposed application meets the 20% social housing requirements through the provision of five units of social housing, the majority of units in the development would not be affordable to the current population of the DEOD (Note: the 2006 Census shows that 70% of residents in the DEOD are low-income, with an median annual income of $13,691).

The Alexander/Powell sub-area, as described in the DEOD ODP, is intended to be a medium density, mixed industrial-residential area, appropriate for small scale light industrial uses and residential uses. Social housing means residential units owned and operated by government or a non-profit organization. The applicant is working with Community Builders who are intended to own and manage the units. Staff have reviewed information from Community Builders about their track record as a housing operator and are satisfied that they have the ability to successfully manage these units. While the DEOD ODP defines social housing, it is silent on the required rent levels. The City requires the applicant
to enter into a housing agreement to restrict all of the social housing unit rents to a maximum tenant contribution of no more than the shelter component of Income Assistance (currently $375).

2. Downtown-Eastside/Oppenheimer Design Guidelines

   Built Form
   Staff believe that the proposed contemporary expression respectfully contributes to the prevailing and anticipated contextual quality, scale and character of the area. While the future streetscape, anticipated related setbacks and public realm intent will be clearly understood/determined after the DTES Local Area Plan is approved, staff believe that the proposed courtyard form is a livable response for this relatively small site and appropriate in re-establishing a more urban, safe and walkable character for Alexander Street.

   Safety and Livability
   Further work is required for enhanced safety, particularly to the ground-level Alexander Street frontage/interface, and for improved overall livability. These changes are sought under Recommended Conditions 1.3 through and 1.8 inclusively.

   Social housing units, located at grade, have full and direct access to on-grade parking, bike storage, and the garbage and recycling area.


The proposed development is not constrained by the Downtown-Eastside Interim Development Management Guidelines, and can proceed.

4. Housing and Homelessness Strategy 2012-2021

   The proposal’s five social housing units will help achieve the City-wide social housing target of 5,000 additional new social housing units.

5. Downtown-Eastside Housing Plan (2005)

   The project supports the DTES Housing Plan’s goal to create new social housing (owned and operated by a government or non-profit partner) and to improve the quality of the low-income housing stock through the provision of new, permanent, self-contained social housing units by providing five social housing units (See Housing Policy/Central Area Planning Commentary, p.11). The housing obligation is secured under Recommended Condition 1.2. In addition, the applicant is expected to demonstrate, to the satisfaction of the Managing Director of Social Development and the Director of Legal Services, that the legal title to the social housing units has been transferred to a registered non-profit operator at an agreed upon per unit price which allows the non-profit operator to rent the units at or below the shelter component of Income Assistance. Staff acknowledge that the proposed development signals increased market interest in the DEOD, which if unmanaged, may compromise the ability for the DEOD to achieve its role as described in the DTES Housing Plan. Therefore, while the project meets the intent of this current policy, the policy is under review through the LAP process currently underway and as noted above, staff will be reporting to Council with policies to secure social and market rental housing for any projects seeking residential density over 1.0 FSR.

● Conclusion:

   Staff believe that the proposed development application demonstrates general approvability under the prevailing applicable by-laws, policies and guidelines.

   The proposed form of development, and anticipated quality and character, could make a positive contribution to the more challenged Alexander Street context, subject to design development sought in the Recommended Conditions.
Through review and public consultation, staff note that there is significant community interest in this application, in particular as the City is actively engaged in a local area planning process for this area that seeks to “enhance and accelerate” a Local Area Plan and to develop a strategy to implement the Council-approved DTES Housing Plan. Staff recommend APPROVAL of this application (subject to conditions noted in this report), appreciating that the DTES Local Area Plan is scheduled for Council consideration in the spring.

URBAN DESIGN PANEL

The Urban Design Panel reviewed this application on November 20, 2013, and provided the following comments:

EVALUATION: SUPPORT (9-0)

• Introduction: Patrick O’Sullivan, Development Planner, introduced the proposal and mentioned that the applicable policy is the Downtown-East Side Oppenheimer Official Development Plan. Goals that are relevant to the proposal include retaining existing and providing new affordable housing for the population of the DEOD area and to increase the proportion of self-contained dwelling units. This area is intended as a medium-density, mixed light industrial/residential area that is appropriate for small-scale, light industrial and residential uses. Mr. O’Sullivan mentioned that the DEOD Design Guidelines speak to issues such as streetscape consistency, weather protection where pedestrians congregate, traffic noise mitigation to residential uses and the emphasis for the area’s need for useable private and semi-private open space serving residential uses. As well courtyards, rooftop decks, terraces and balconies should be considered. Mr. O’Sullivan described the context for the area noting the SRO buildings, office buildings and a music studio on the streetscape. The proposal will have social housing units on the main floor with parking and bike storage. The second floor will contain one bedroom units and a semi-private courtyard space. The third and fourth floor has two level units. The proposal includes 29 units with 12 one bedroom units, twelve two bedroom 2-storey units and five social housing units with 12 foot ceiling heights. The units at grade are setback from the front property line and proposed to be screened by bamboo. Mr. O’Sullivan mentioned that a parking relaxation is being sought. Parking is provided at grade and accessed from the lane. The proposal provides eight regular, four small cars and one car share space.

Advice from the Panel on this application is sought on the following:
1. General comments on the building massing and architectural expression.
2. The ground-plane interface of the residential units at the street with respect to privacy, screening and CPTED.
3. The allocation of outdoor spaces generally and whether sufficient private outdoor space has been provided for the fronting units at grade.
4. Comments on the overall landscape design as it relates to the courtyard space and the rooftop spaces.

Mr. O’Sullivan took questions from the Panel.

• Applicant’s Introductory Comments: Jenny Chow, Architect, further described the proposal and mentioned that the design came from the industrial history of the area with a bit more contemporary detailing. Each window is lined with aluminum sheet metal to punctuate the windows and they are using composite grade panel that was inspired by some of the tones in the area. They lifted up the ground floor to provide a stoop at the ground floor units with some landscaping. The entrance into the market component is on the west side of the building and has Carrera marble and a black metal door. The entrance is a breezeway into the courtyard. She noted that the courtyard level units are one bedroom and all of the walkways are exposed. Ms. Chow
described the colour palette noting the proposed art wall along the back with access to the ground level parking and service area.

Gair Williamson, Architect, mentioned that since the building faces north, the attention to window detailing is emphasized on the north façade. The window surrounds are three inches off the building rather than putting in overhangs. He added that the windows in the courtyard units are a high-level design so there are not any issues of privacy.

Erika Mashing, Landscape Architect, described the landscaping and mentioned that it appears on three levels. At the street level they are going to be working with the City to repurpose the existing drive way. There is a slight grade change up to the units that will create a threshold between the private and public realm. As well there is a small planter to define the entry and provide some screening. The courtyard is shared space with a communal table and the stair wells are frames with steel planters. On either end is a green wall system with a river rock perimeter and planters to define the entrance to the units. The fifth level patios are private and are accessed through hatches. They have steel planters and a three foot setback from the guardrail.

The applicant team took questions from the Panel.

- **Panel’s Consensus on Key Aspects Needing Improvement:**
  - Consider adding a privacy element for the ground floor units;
  - Design development to add weather protection over the stairs and elevator in the courtyard;
  - Design development to improve the weather protection at the front entrance;
  - Consider taking out the storage space in the units and putting it elsewhere in the project;
  - Design development to improve the livability of the transformer facing unit; and
  - Consider adding a covered area in the courtyard.

- **Related Commentary:** The Panel supported the proposal and thought it was well suited for the location.

  The Panel supported the building massing and architectural expression and thought it was an interesting typology. They thought the ground-plane interface of the residential units at street level was a different way to engage the street and agreed that it made for some interesting units. One Panel member suggested adding an element for privacy such as a fence or gate. As well it was suggested that something could be added over the large windows for more privacy.

  The Panel supported the outdoor spaces and thought there was sufficient private outdoor space for the street fronting units. As well they supported the courtyard design however one Panel member suggested finding a way to protect the stairs and lobby entry near the elevator from rain. As well a couple of Panel members thought the arrival sequence at the front entrance could be improved further especially regarding rain protection.

  The Panel supported the material and colour palette and thought that the public art piece could be used to brighten up the project. A couple of Panel members suggested accommodating the storage somewhere central rather than in the units to give more useable space. One Panel member suggested removing the kitchen island and having it along one wall for more useable space in the units. Another Panel member noted that the transformer affected unit was a bit tough and suggested the applicant find a way to improve the livability.

  The Panel supported the landscape design and thought the roof top would be well used and as well they liked the hatches as they thought they would be functional. The also liked that the courtyard would be used as a communal space. One Panel member suggested adding a covered area in the courtyard that could be used during inclement weather.
Regarding sustainability it was suggested that the windows on the south could benefit from an overhang for solar and rain protection.

- **Applicant’s Response:** Ms. Chow said that all the Panel’s comments were valid especially having rain protection in the courtyard. She added that they will try to eliminate the transformer. Mr. Williamson said they were unable to do solar shading as they can’t encroach into the lane. He added that the architecture was trying to be recessive and defer to the iconic building across the street.

**ENGINEERING SERVICES**

The application proposes a total of 29 residential units, five of which will be developed as social housing. A provision of one space for every six social housing units is consistent with recent practice.

The Parking By-law standard for multi-family residential units in the DEOD is one space per 70 sq. m of gross floor area, which works out to approximately 1.1 spaces per market unit in this project. The application proposes parking for the market units at approximately 0.5 effective parking spaces per unit, which is less than the city-wide multi-family and the current Downtown standard.

Nearby on-street parking is largely unregulated and some minor parking spillover can be expected. The current peak demand for on-street parking is during working hours and the peak demand for the residential parking will be in the evening and weekends, which will reduce the impacts on the existing street users.

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

**CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)**

Additional work is required to ensure that the development meets the general principles for CPTED performance. Staff are recommending design development, with particular focus on the Alexander Street and lane interfaces, under Recommended Conditions 1.3, 1.4 and 1.7.

**HOUSING POLICY/CENTRAL AREA PLANNING**

The 2005 DTES Housing Plan sets out a vision for housing in the neighbourhood which includes:
- maintaining 10,000 units of low-income housing but increasing its quality over time;
- one-for-one replacement of SRO’s with self-contained social housing for singles;
- the integration of market housing (rental, owner-occupied and live-work) with an emphasis on moderate-income affordability for new units;
- the development of new market housing to proceed at a similar pace as new low-income social housing; and
- developing affordable housing throughout City.

The DEOD ODP includes a 20% social housing requirement for any development over 1.0 FSR. The 20% inclusionary zoning policy has historically limited market development and resulted in projects that have included 100% social and/or supportive housing. The DTES Housing Plan acknowledges that as mixed-use projects become viable (i.e. can achieve the 20% social housing requirement), the targets for replacing SRO’s in the sub-area may be compromised. This concern has been raised by the community and is acknowledged by City staff. Options to address issues related to the pace of change...
in the neighbourhood and the ability to replace SRO’s will be addressed through the LAP process currently underway.

This application meets the 20% social housing provision as required by the DEOD ODP. A Housing Agreement will secure all five social housing units as rental units in perpetuity or for the life of the building and will restrict rents so that the tenant contribution is no more than the shelter component of Income Assistance (currently $375) (see Recommended Condition 1.2).

The applicant has identified Community Builders as the non-profit housing operator. The organization has a history in the neighbourhood and is an experienced operator. A draft Operations Management Plan (OMP) will be required as a condition of the Development Permit, with completion to occur prior to the issuance of the Occupancy Permit. The OMP outlines the operating parameters for the five social housing units and includes protocols to manage operational issues. The Operations Management Plan also requires a written annual status report, including annual rent rolls to be submitted to the City (see Recommended Condition 1.1).

SOCIAL DEVELOPMENT

The proposed 4-storey building on this site includes 12 units with two or more bedrooms (41% of total units) which may be suitable for families with children. The High Density Housing for Families with Children Guidelines are therefore being considered in the review of plans for this site. Each of the family units has a private rooftop amenity patio suitable for a range of children’s play activity. The second floor courtyard also provides an opportunity for children who may live here to interact and play.

NOTIFICATION

On November 1, 2013, 227 notification postcards were sent to the neighbouring property owners advising them of the application, and offering additional information on the City’s website. Forty-eight emails were sent to organizations and individuals that have requested to be added to a mailing list to be notified of the applications in the Downtown Eastside. In addition approximately 356 postcards and 14 posters were distributed by the EMBERS society as part of the pilot project to better notify residents in SRO’s during the LAP process. The LAPP Committee was notified of the development application, but declined to respond as a group.

There have been 8 responses received, the comments are summarized below:

- **The proposed development will add social housing to the neighbourhood while adding affordable home ownership options.**
- **Support the balance of social housing to market housing units.**
- **Do not support the requirement for social housing in the area. Suggest that market housing be incentivized.**
- **Concern that there is insufficient parking and suggest an additional level of parking should be provided.**
- **Support the parking provided as it shows a commitment to sustainability.**
- **Impressed with the internal courtyard.**
- **The roof water from the existing building is running onto 638 Alexander Street and eroding a portion of the at grade parking. Request that the new building be required to have a drainage plan that remedies this problem.**
- **Concern that construction noise and dust will impact residents at 638 Alexander Street, and lead to vacancy losses. Request a consulting engineer’s report on implementation of noise abatement measures to reduce the impact of construction on 638 Alexander Street.**
• Encourage a noise study, including railway sources and mitigation as part of the project review.
• Concern that industrial space is being lost to residential use. Industrial space is critical for a resilient, innovative and robust economy.
• Encourage the developer to provide job opportunities for locals through employment training and development programs.
• Concern that the Open House for the project was not engaging and informative.

An ‘Open House’ was held on November 19, 2013 from 5pm to 7:30pm at the Jim Green Residence at 415 Alexander Street. Thirty-seven people signed in and 13 comment sheets were received and summarized below.

• Request condominium developments stop in the area as they destroy community and are not affordable. Request that 100% or majority social housing is built.
• Would like more social housing but this is a start.
• The courtyard design is innovative and the incorporation of the non-market units is good.
• Support provision of more market housing in the area to make change in the Downtown Eastside.
• Good project with a good amount of green space that will provide much needed housing in the neighbourhood.
• Would like to see the removal of SRO requirements in the Downtown Eastside.
• The building is modern and appealing. This project will be an affordable entry into the housing market.
• This is a good addition to the neighbourhood.
• This is progress for the City of Vancouver.
• Concern that people will not have access to groceries. Sunrise Market and Nesters are not enough to service the new units being built.

Staff Response:

Social Housing: The DTES is undergoing change and staff acknowledge that the pressure of market development has been increasing. This project meets the current 20% social housing requirement but the policy itself is still under review as part of the DTES Local Area Planning Process to determine whether it can meet the objectives of the DTES Housing Plan over the long term. The completion of the LAP process, and Council consideration of the DTES Local Area Plan, is scheduled for the spring.

Parking: Based on current vehicle ownership rates, staff expect that there will be more demand for parking than spaces provided on the site. Given that the current peak on-street parking demand is during working hours and the residential parking demand will be in the evening, staff expect that these impacts can be managed and there will be minimal impact on the neighbourhood.

Drainage: The new building proposed would be subject to a building permit application and would have to comply with the Vancouver Building By-law #9419 requirements for drainage.

Construction Impacts: Construction on the site would be subject to the Vancouver Noise Control By-law #6555 which limits construction on private property between 7:30 and 8 pm on any weekday that is not a holiday and between 10 am to 8 pm on any Saturday that is not a holiday.

Acoustic Report: Considering the site’s proximity to railway uses north of the site, staff are requiring the submission of an acoustical consultant’s report to assess noise impacts and to recommended mitigation measures that are to be incorporated into the development’s design.
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 Section 4.2 of the Parking By-law for the number of off-street parking spaces. The Staff Committee supports this relaxation subject to the provision of two disability spaces.

The Staff Committee has considered this application and supports the proposal with the conditions contained in this report.

______________________________
J. Greer
Chair, Development Permit Staff Committee

______________________________
Patrick O'Sullivan, Architect AIBC
Development Planner

______________________________
J. Bosnjak
Project Coordinator

Project Facilitator: L. King
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. Standard Conditions

A.1 compliance with Section 7.5.1(b) - Density, of the Downtown-Eastside/Oppenheimer Official Development Plan;

   Note to Applicant: A reduction of 5,727 sq. ft. is required to meet the maximum FSR allowed. Most areas on the main floor were not excluded from FSR as they are above base surface. Please contact the Project Coordinator for more information. The majority of the FSR overage may be solved by complying with Section 7.5.2(b) of the DEOD ODP.

A.2 compliance with Section 7.6.1 - Height, of the Downtown-Eastside/Oppenheimer Official Development Plan;

   Note to Applicant: A reduction of 0.76 feet is required to meet the maximum height allowed.

A.3 compliance with Section 10.21.2(c) - Dwelling Unit Size, of the Zoning and Development Bylaw;

   Note to Applicant: Current proposal shows units (304 sq. ft.) on the main floor that are less than the minimum size noted in section 10.21.2(c). Dwelling unit size is calculated using interior dimensions and excludes storage rooms.

A.4 revision to unit sizes noted in each unit;

   Note to Applicant: i.e. Unit 202 is actually 343 sq. ft. and not 553 sq. ft.

A.5 provision of complete and fully-dimensioned floor plans;

A.6 provision of city building grades, existing and finished grades on the site plan including around the perimeter of all principal and accessory buildings;

   Note to Applicant: Incorrect building grades were noted on the corners of the building. Please review that all building grades have been converted properly.

A.7 revisions to drawings to have grid lines match and miscellaneous lines cleared up, etc.;

   Note to Applicant: There is a stair going from the 1st floor to 2nd floor that is not shown properly, grid lines to be coordinated with all pages and remove the elevator door shown on the 4th floor plan.

A.8 provision of details of bicycle rooms, in accordance with Section 6 of the Parking By-law, which demonstrates the following:

   • a minimum of 20% of the bicycle spaces to be secured via lockers;
   • a maximum of 30% of the bicycle spaces to be vertical spaces;
   • a provision of one electrical receptacle per two bicycle spaces for the charging of electric bicycles; and
   • notation (on the plans) that “construction of the bicycle rooms to be in accordance with Section 6.3 of the Parking By-law”;

A.1.9 compliance with Sections 4.8.1 and 4.8.4 - Disability Spaces, of the Parking By-law, to the satisfaction of the General Manager of Engineering Services;

**Note to Applicant:** A total of two disability spaces are required.

A.1.10 confirmation that at least 20% of all off-street parking spaces will be available for charging of electric vehicles;

**Note to Applicant:** Although this is a Building By-law requirement under Part 13 of the Vancouver Building By-law, the Director of Planning is seeking acknowledgement that this condition can be met during the Building review of this development. For more information, refer to the website link: [http://vancouver.ca/sustainability/EVcharging.htm](http://vancouver.ca/sustainability/EVcharging.htm)

A.1.11 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.1.12 written confirmation shall be submitted by the applicant that:

- the acoustical measures will be incorporated into the final design and construction, based on the consultant’s recommendations, with reference to the appropriate railway proximity guidelines; and
- 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;

A.1.13 provision of details of the front facing metal cornice and roof deck guard, and courtyard oriented stairs and guards with notation of finish materials;

**Standard Landscape Conditions**

A.1.14 design development of the public realm landscaping to provide new infill street tree(s) to complement the existing street tree planting on the City boulevard adjacent to the development site in consultation with the Director of Planning and to the satisfaction of the General Manager of Engineering Services;

**Note to Applicant:** Contact Eileen Curran, Streets Division in Engineering for tree location and spacing ([eileen.curran@vancouver.ca](mailto:eileen.curran@vancouver.ca)) and Cabot Lyford, Park Board for street tree species and tree planting requirements ([cabot.lyford@vancouver.ca](mailto:cabot.lyford@vancouver.ca)) (refer to Standard Conditions A.1.19 and A.2.5).

A.1.15 design development to improve the at-grade semi-private front entry walks at Alexander Street by providing gates for enhanced security and sense of enclosure;

**Note to Applicant:** The intent is to further define private open space at the street level. Gates may need to slide rather than swing open. Consider low fencing attached to the top edge of the planter walls coordinated with gate design. Revise the landscape plan and provide a large scale detail at \(\frac{1}{2}"=1\cdot0"\) to illustrate planter and gate design.

A.1.16 revision to the landscape plan to:

- illustrate the entire site, including courtyard and public realm at the lane and street edge, on L1.1;
• reconfigure the tree protection barrier for the existing street tree to be located within the lawn boulevard area only; and

Note to Applicant: Tree barrier dimension for the existing .3 foot dbh tree to measure 4 feet by 8 feet in length. Outline of the tree barrier should not encroach onto the public road or sidewalk area.

• provision of complete information for the public realm (building edge to the curb) on the site plan and the landscape plan;

Note to Applicant: All existing street trees and public utilities such as lamp posts, hydro poles, fire hydrants, lawn etc. should be noted. Information is missing from both the site plan and the landscape plan;

A.1.17 provision of more detailed grading information to confirm finished elevations at the top and bottom of walls and stairway landings on the landscape plan;

A.1.18 provision of a large-scale architectural section detail (1/4”=1’ or 1:50) with dimensions, illustrating the social housing units to public realm interface from the building façade to the curbed edge. The section should include details of changes in grade, retaining walls, guardrails, stairs, planters, and public sidewalk to the road edge;

A.1.19 provision of notation on the landscape plan to read: “Final spacing, quantity, tree species to the satisfaction of the General Manager of Engineering Services. New trees must be of good standard, minimum 6 cm caliper, and installed with approved root barriers, tree guards and appropriate soil. Root barriers shall be 8 feet in length and 18 inches in depth. Call the Park Board (dial 311) for inspection after tree planting completion.” (refer to Standard Conditions A.1.14 and A.2.5);

A.1.20 provision of high efficiency irrigation for all planters;

Note to Applicant: Hose bibs should be provided in private areas such as patios and the courtyard. The irrigation system design and installation shall be in accordance with the Irrigation Association of BC Standards and Guidelines latest standard. Hose bib locations and notation should be added to the drawings;

A.1.21 provision of hose bibs for all private patios having areas greater than 9.3 sq. m/100 sq. ft.; and noted on the landscape plan; and

A.1.22 clarification of roof deck drains at all building locations on the permit drawings to ensure proper drainage of landscaped planters while watering and during monsoon season.

A.2 Standard Engineering Conditions

A.2.1 design development to provide additional setback along the Alexander Street frontage, where possible, and arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for a Statutory Right of Way over the setback area if greater than 0.6 m wide;

A.2.2 arrangements are to be made to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for the consolidation of Lot A (Explanatory Plan 9901) and Lot 7, Block 43, DL 196, Plan 196 to create a single parcel;
A.2.3 arrangements are to be made to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for release of Easement & Indemnity Agreement 483507M (commercial crossing) 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 development permit stage;

A.2.4 a bicycle rack application is required for proposed bike rack on City property;

A.2.5 provision of street trees adjacent to the site as space permits. Please submit a copy of the updated landscape plan directly to Engineering for review (refer to Standard Conditions A.1.14 and A.1.19);

A.2.6 entrances to non-market units on Alexander Street must meet building grade at the property line and first step risers must be a minimum one foot back of the property line;

*Note to Applicant:* Grades shown on the ground level plan and landscape plan do not match.

A.2.7 provision of a minimum 2.3 m (7.5 feet) of vertical clearance for disability spaces;

*Note to Applicant:* The vertical clearance on drawing A.3.02 measures 1.98 m (6.5 feet).

A.2.8 provision of a 20 foot wide overhead gate to improve maneuvering for stall 1;

A.2.9 provision of a signed confirmation letter from a car sharing company for all proposed car share vehicles and spaces;

*Note to Applicant:* Without this letter, the parking reduction using car sharing cannot be applied to this application.

A.2.10 provision of full sized stalls with 2.9 m of stall width for all car share stalls; and

*Note to Applicant:* This is a requirement in the new car share agreement.

A.2.11 written confirmation that all utilities will be underground, within private property and a pad mounted transformer within private property is required. 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 are not limited to, switchgear, pad mounted transformers to be located on private property. There will be no reliance on secondary voltage from the existing overhead electrical network on the street right-of-way. BC Hydro is to be contacted in the initial stages of the development design to determine their electrical service requirements. Any alterations to the existing overhead/underground utility network to accommodate this development will require approval by the Utilities Management Branch. The applicant is required to show details of how the site will be provided with all services being underground.

**A.3 Standard Licenses & Inspections (Environmental Protection Branch) Conditions:**

A.3.1 A qualified environmental consultant must be available to identify, characterize and appropriately manage any environmental media of suspect quality which may be encountered during subsurface work at the site.
Note to Applicant: In the event, contamination of any environmental media are encountered, a Notice of Commencement of Independent Remediation must be submitted to the Ministry of Environment and a copy to the City of Vancouver:

- upon completion of remediation, a Notification of Completion of Independent Remediation must be submitted to the Ministry of Environment and a copy to the City of Vancouver;
- dewatering activities during remediation may require a Waste Discharge Permit; and
- a copy of the completion of remediation report signed by an Approved Professional stating the lands have been remediated to the applicable land use prior to occupancy permit issuance is to be submitted.

In the event, offsite contaminant migration to City property (e.g. streets, lanes or property dedicated to the City of Vancouver) that may be suspected or encountered, a Notification of Likely or Actual Offsite Migration must be submitted to the Ministry of Environment and a copy to the City of Vancouver:

- a soils agreement will be required to be signed and registered at the Land Title Office;
- dewatering activities during remediation may require a Waste Discharge Permit;
- following completion of remediation of the offsite contamination, supporting investigation and remediation data/reports signed by an Approved Professional stating the City property has been remediated to the “Contaminated Site Regulation - residential standards” prior to issuance of an Occupancy Permit are to be submitted; and
- the soils agreement and “covenants” will be released upon review of the supporting investigation and remediation data/reports.
B.1 Standard Notes to Applicant

B.1.1 It should be noted that if conditions 1.0 and 2.0 have not been complied with on or before July 27, 2014, this Development Application shall be deemed to be refused, unless the date for compliance is first extended by the Director of Planning.

B.1.2 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.1.3 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.1.4 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 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.
626 ALEXANDER STREET
Vancouver, BC
NON-MARKET HOUSING & ACHIEVABLE HOME OWNERSHIP
ISSUED FOR BUILDING PERMIT APPLICATION

PROJECT INFORMATION

CIVIC ADDRESS: 626 ALEXANDER STREET.  
SITE AREA: 0.150 sf.  
ZONING: DDDC SUB AREA 4  
PROPOSED OCCUPANCY: GROUP C (MARKET AND NON-MARKET HOUSING)  
TOTAL FLOOR SPACE RATIO: PERMITTED: 1.0  
PROPOSED: 2.0 (WITH SOCIAL HOUSING)  
SITE DIMENSIONS: 122' X 75'  
VBL 7.5.1 (A) PROPOSED BUILDING HEIGHT: 49.2'  
ALLOWABLE BUILDING HEIGHT: 49.2'  
VBL 7.6.2 FRONT YARD: NONE REQUIRED  
VBL 7.6.3 REAR YARD: NONE REQUIRED  
SIDE YARD: NONE REQUIRED  
GROSS FLOOR AREA

LEVEL

GROUND FLOOR: 8,698.0 sf.  
SECOND FLOOR: 8,752.0 sf.  
THIRD FLOOR: 1,492.0 sf.  
FOURTH FLOOR: 6,492.0 sf.  
TOTAL GFA: 31,335.0 sf.  

FSR AREA

LEVEL

GROUND FLOOR: 3,062.0 SF  
SECOND FLOOR: 7,090.0 SF  
THIRD FLOOR: 6,513.0 SF  
FOURTH FLOOR: 6,160.0 SF  
ROOF: 0.0 SF  
TOTAL: 22,740.0 SF  

PARKING

REQURED: 36  
PROPOSED: 56 + 1 CAR SHARE (EQUIVALENT TO 5) = 17  

RESIDENTIAL UNITS

NON-MARKET RENTAL (SOCIAL)  
VBL 7.5.1 (A): REQUIRED: 3 UNITS  
PROPOSED: 5 UNITS  

ACHIEVABLE HOME OWNERSHIP

PROPOSED: 12 1-BED UNITS  
12 FAMILY UNITS  
24 UNITS  

Appendix D; page 1 of 30
SHARED COURTYARD SPACE

RECLAIMED COMMUNITY TABLE
GREEN WALLS
STEEL BAMBOO PLANTERS

PAYING TREATMENT

RIVER ROCK
CONCRETE UNIT PAVING
RECLAIMED INDUSTRIAL ARTIFACTS

PLANTING

STEEL ROOF DECK PLANTERS/ GARDEN CONTAINERS

DROUGHT-TOLERANT PLANTS

DESIGN CONCEPT
626 ALEXANDER STREET DESIGN RATIONALE

This proposed development for the site of 626 Alexander Street will consist of a mix of non-market rental housing and achievable home ownership totaling 29 units in an outright Dwelling use within the DEOD – Sub Area 4 zoning district. The 5 units of non-market rental housing are located at the ground level fronting Alexander Street with 24 units of achievable home ownership located on the second, third and fourth levels.

The non-market housing fronting the street will be set back three feet to provide covered entries and an independent garden level feeling for tenants based on the non-profit housing providers model of independent living for singles. The upper level achievable housing units will be accessed from an exterior second floor courtyard that is entered through a breezeway from the street. This interior courtyard will provide for maximum security as well as a landscaped outdoor communal area for the 12 second floor residences. A third floor exterior gallery above the courtyard gives access to 12 two-storey, double aspect family-oriented townhomes with expansive roof decks.

The architectural character of the project will contribute to the evolving Alexander streetscape by developing a modern architectural vocabulary that complements and contrasts the historic industrial nature of the oldest neighborhood of Vancouver. The north facing Alexander Street façade of the project is distinguished by a façade of dark grey panels that contrasts with the white painted mass of the historic American Canning Building along the north side of Alexander Street.

The façade is punctuated with enlarged frames that surround large vent windows which reference the windows of the original BC Sugar Building. These frames visually define each home and establish a dynamic presence on Alexander Street that will change throughout the day as the play of shadows shifts across the façade. The lane elevation of the building contains all servicing access as well as a 275 square foot wall area that will be contributed as a Community art opportunity.

The parking and service / utility areas will be entered from the rear lane to avoid loading traffic onto Alexander Street. Due to the site dimensions and affordable / non-market residential aspects of the development, underground parking to meet the full requirements of the Parking Bylaw is prohibitive.

It’s the intention that all materials will be sourced for their minimal carbon impact on the environment, while passive ventilation (double aspect operable windows) will be provided in all of the upper level units to reduce reliance on mechanical heating and cooling systems. Recycling of materials from the existing industrial building on site will be explored by means of repurposing fir beams into the courtyard as a communal table and reuse of building materials.

The development of this site will serve to improve the neighborhood fabric through an architecturally inspiring housing opportunity and will contribute to the evolving mixed-use character of the community.