

**CD-1 Rezoning: 441 East Pender Street - Oppose**

Date Received	Time Created	Subject	Position	Content	Author Name	Neighborhood	Attachment
2026-02-25	15:56	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>Strongly disagree with this application, as someone who is frequently in this area and also concerned about the precedent this would set.</p> <p>This huge unappealing SRO type building is being proposed in a low-rise heritage neighbourhood right by an ELEMENTARY SCHOOL that serves vulnerable children - who don't deserve to shoulder the risks of this development negatively impacting the neighbourhood.</p> <p>Main Opposition Points:</p> <p>The site is ineligible for rezoning under Sub<sup>2</sup>Area D (Strathcona)  The DTES Rezoning Policy for Sub<sup>2</sup>Area D expressly limits rezoning consideration to sites where existing social housing is being retained and increased, or to sites fronting Gore Avenue with residential secured as social or secured rental. The referral report itself states the site is in Sub<sup>2</sup>Area D and that there is no existing social housing on the parcel and it does not front Gore Avenue — and explicitly notes the DTES Rezoning Policy “does not envision rezoning of this site.” This is staff’s own admission that the proposal is an extraordinary proposal seeking a policy exception rather than a routine rezoning.</p> <p>2. The application fails the DTES Plan family<sup>2</sup>unit requirement</p> <p>The DTES Plan emphasizes family and laneway housing in Strathcona. The referral shows the revised unit mix is 46 micro<sup>2</sup>dwellings, 4 larger accessible studios and 5 two<sup>2</sup>bedroom units (55 units total), i.e., roughly 5 two<sup>2</sup>beds (~9% family units), well below the DTES Plan target (25% family units). Staff have left final unit mix and livability verification to Development Permit conditions rather than demonstrating Plan compliance at rezoning.  Staff rely on a policy exception (net new social housing) but leave public benefits and protections unsecured. This is unjustifiable given the strained and aging public resources for families and seniors in the neighbourhood.  Staff justify an exception because the project provides net new social housing and no displacement, yet the referral defers critical verifications (unit floor plans, micro<sup>2</sup>dwellling livability metrics, Heritage Impact Assessment, pre<sup>2</sup>construction protections, and final unit mix) to DP/Appendix B or a Housing Agreement rather than securing them as pre<sup>2</sup>enactment obligations. That undermines the enforceability of the claimed public benefit and fails the Sub<sup>2</sup>Area D eligibility intent.</p> <p>3. Heritage, fire-safety and neighbourhood<sup>2</sup>fit risks are unmitigated</p> <p>Public engagement did not support this rezoning and City staff have failed to meaningfully address neighbourhood concern about heritage impacts, neighbourhood character, massing and public<sup>2</sup>realm/safety. This site on E Pender Street is a significant pedestrian through-fare for elementary school students and seniors with mobility issues - staff have failed to acknowledge the potential risk of increased public disorder, property crime, public drug use and life safety concerns if appropriate "use" conditions are not secured at the CD-1 public hearing bylaw review stage. The referral relies on RM<sup>2</sup>4 comparables for massing justification rather than presenting a City<sup>2</sup>accepted Heritage Impact Assessment for the directly adjacent Heritage Significant property (Cameron House, 451 E Pender) and does not secure any pre<sup>2</sup>construction protections in the public record prior to enactment. RM-4 is not a suitable comparison given the RT-3 context and the existing Strathcona Design Guidelines. Suitability for increased height and density for social housing must be considered on a case-specific basis for the DTES. These are material omissions given the site context and policy goals.</p>	Michelle O'Connor	Kensington-Cedar Cottage	

				<p>Why this matters?</p> <p>The DTES Rezoning Policy for SubArea D sets explicit eligibility requirements designed to limit rezonings in Strathcona to cases that retain/increase social housing or occur on specific corridors (Gore Ave). Absent these conditions being met, rezoning is clearly policy divergent and contrary to the stated goals of retaining Strathcona as a character-defined heritage neighbourhood with a focus on family and seniors housing. Approving this CD1 here on the basis of an unsecured promises package, with an undetermined non-profit owner/ operator would create an unprecedented policy exception with limited enforceability and present a material risk for further spot rezonings throughout Strathcona's heritage neighbourhood.</p>			
2026-02-25	17:27	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>The Strathcona Resident's Association Executive stands opposed to the CD-1 application in its current form. The residents of Strathcona consider trusted and responsible operators to be critical to the success of delivering needed below market and social housing in our neighbourhood. Without specified use restrictions, housing tenure and affordability secured through the CD-1 bylaw for family and/or seniors housing, we cannot support this development at this site, within meters of Lord Strathcona Elementary School. The application offers only speculative representations as to the future operators and their programming intentions. At present, this application cannot be evaluated for the asserted public benefits justifying approval of a presumptively ineligible CD-1 rezoning application.</p>	Andrea Kastanis	Strathcona	<a href="#">APPENDIX A</a>
2026-02-25	19:21	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>The project will severely affect the safety of many elderly and children who living there and also affect the hygiene of the area.</p>	Kwok Ho Kam	Strathcona	
2026-02-25	20:20	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>Unlike many who have commented in support, I have lived in Strathcona for the past 16 years, and although I wholly support housing, I believe these micro suites are simply tiny SRO 's and six stories is too much .Six stories and no plans for communal areas, so that will be the street, as no one living there would want to be cooped up in those small boxes. So that's six stories of folks hanging out on the street half a block from an elementary school. There has been poor neighbourhood engagement and what little there was showed me a lack of understanding of the area and its residents. This land would be better used to support more families and co-ops. What this neighborhood needs is more diversity, in fact what every neighborhood needs is more diversity.</p>	Stephen Wood	Strathcona	
2026-02-25	21:03	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>I disagree for building a new social housing in the community.</p> <p>Another 14 storey building will be built at 401 Jackson Ave and a large group of new residents (172 units) will move it. I don't think it is a good timing to start a new project on the site just next to 401 Jackson Ave.</p> <p>It will bring a big and unexpected burden to the existing community.</p>	CM Yung	Strathcona	

**CD-1 Rezoning: 441 East Pender Street - Oppose**

Date Received	Time Created	Subject	Position	Content	Author Name	Neighborhood	Attachment
2026-02-25	21:14	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>I am Strathcona Elementary special education and ELL teacher and ELL for all of our Kindergartens I am also 14 year resident of a co-op beside the school and know this area and community very well.</p> <p>I am deeply concerned for our deeply vulnerable learners. Many of our students experience trauma, socio-emotional challenges, and numerous barriers to learning. Many of our hundreds of students live all over the DTES and some in areas that are very chaotic and live in very poor housing. Some live in places you would be very surprised that children would live in the DTES.</p> <p>Strathcona Elementary is within half a block of the site. . Development decisions near the school must consider children's vulnerability and community health. Neighbourhood stability is essential for students' well-being and success and it should be very carefully planned with their needs front and centre. This neighbourhood can be a very difficult place for them to live and there can be many unsafe situations. We need to build healthier neighbourhood for these kids.</p> <p>Unfortunately, these considerations are often overlooked in planning decisions for the DTES, despite the hundreds of vulnerable children who live here. We are not planning for healthy childhood for these children and they don't seem to be considered at all.</p> <p>WE need to think of Child safety and enriching healthy environments, affordable family housing and safe outdoor space so they can use their neighbourhood freely, like many other children across the city do.</p> <p>We already do have incidents at the school that are not safe, human poo of playgrounds, unwell or very high people wandering on the school grounds. We have to be on high alert at Strathconal in a way that I have not encounter at other schools.</p> <p>It seems that this a no brainer in maintaining the RT 3 Zoning and making this family housing. I also have many colleagues from the school that have families that would love to live in the neighbour and be part of the community with their families and there is just not affordable family housing.</p> <p>I ask that the council rejects the rezoning and support family housing on this site. We have hundreds of SRO style units in this area.</p> <p>Please help us build a healthy community for our neighbourhood kids that need it so much! This is the way!</p>	Chloe Lesmeister	Strathcona	
2026-02-25	21:18	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>It is a bad proposal with ignorance the safety of the residents in east Pender st.</p> <p>Street lights are not enough and the pedestrian roads are dark. There are always with substance users lying on the street with syringes, making the environment dirty and dangerous.</p> <p>The proposal should not be approved unless those problem are solved.</p>	Jan Hui	Strathcona	

**CD-1 Rezoning: 441 East Pender Street - Oppose**

Date Received	Time Created	Subject	Position	Content	Author Name	Neighborhood	Attachment
2026-02-25	21:37	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>I am doubtful that the developer does not do enough research.</p> <p>Although the proposal mentions that the housing operator will only be confirmed at the later development stage, I will keep objecting to the decision that considering Lookout as the proposed building operator.</p> <p>Lookout gets bad history on housing operations. Also, their service target users now are the homelessness and substance users. I don't think Lookout are experienced enough for handling other residents with different backgrounds if the new building is built.</p>	Choi Fung	Strathcona	
2026-02-25	22:04	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>From my understanding, the DTES plan was just updated through a City-led process, and this part of the neighbourhood was intentionally left as low-rise. The draft Official Development Plan also keeps it that way.</p> <p>Strathcona isn't the same as the DTES, and I think the focus for East Pender and the rest of Strathcona should stay on preserving the heritage character and supporting family and seniors housing to keep the neighbourhood intact not changing the area through one-off rezonings.</p>	Jennifer Stewart	Strathcona	
2026-02-25	22:08	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>From what I understand, the City just went through a full planning process for the DTES and made clear decisions about where height and density should go. This block wasn't included in those changes, and I think that was intentional.</p> <p>Strathcona has its own identity and long-standing zoning for a reason. I'd rather see the City focus higher-density housing in the areas that were specifically planned for it, and keep this part of the neighbourhood consistent with its low-rise character and the needs of families and long-term residents.</p>	Sean Stewart	Strathcona	
2026-02-25	22:10	CD-1 Rezoning: 441 East Pender Street	Oppose	Too many supportive housing in DTES	Wai Wang	Strathcona	
2026-02-25	22:28	CD-1 Rezoning: 441 East Pender Street	Oppose	I disagree with this application. There are more shortages of senior hosing. A long line up for subsidised long term care and affordable housing to the seniors should be considered. Better change the land use.	King Liang	Strathcona	
2026-02-25	22:36	CD-1 Rezoning: 441 East Pender Street	Oppose	<p>The new building is too near to elementary school.</p> <p>Crowd population will influence the studying environment and bring safety problems</p>	TK Lau	Strathcona	
2026-02-25	22:40	CD-1 Rezoning: 441 East Pender Street	Oppose	As a long-term resident of Chinatown, I feel deeply disrespected by this proposal. The City continues to place high-risk services in our backyard without considering the fragile safety of Chinese seniors. We have contributed to this city for decades, yet our need for a peaceful retirement is being ignored in favor of an operator (Lookout) that prioritizes active drug use over senior safety.	Kevin Xie	Strathcona	
2026-02-25	22:47	CD-1 Rezoning: 441 East Pender Street	Oppose	I strongly oppose appointing Lookout as the operator. Their track record in other SROs shows a 'low-barrier' model that brings drug activity inside the building. Mixing active substance users with low-income seniors at 441 E Pender is a recipe for disaster. We need housing, but not at the cost of living in fear.	En Luo	Strathcona	
2026-02-25	22:51	CD-1 Rezoning: 441 East Pender Street	Oppose	Walking to the grocery store is already a struggle because drug users occupy half the sidewalks in the area. If this project proceeds, the disorder will only expand. Seniors in Chinatown are being trapped in their own homes because the City allows public spaces to be taken over by illegal activity.	Yunrong Guo	Strathcona	

**CD-1 Rezoning: 441 East Pender Street - Oppose**

Date Received	Time Created	Subject	Position	Content	Author Name	Neighborhood	Attachment
2026-02-25	22:56	CD-1 Rezoning: 441 East Pender Street	Oppose	The small businesses that we rely on for Chinese groceries and medicine are closing because of the drug crisis. Adding another high-risk social housing site will be the final blow to our local economy. Without these shops, seniors cannot sustain their daily lives in this neighborhood.	DEF DEF	Strathcona	
2026-02-25	22:56	CD-1 Rezoning: 441 East Pender Street	Oppose	It doesn't make sense to increase the population rapidly in the same area (441 east Pender street and the newly built housing at the back of it), while east Pender Street is just with only 2 ways traffic. It is much narrower than others nearby	Yi Yang	Strathcona	
2026-02-25	23:00	CD-1 Rezoning: 441 East Pender Street	Oppose	Why is Chinatown always the dumping ground for the city's social problems? We already have too many supervised consumption sites nearby. It is unfair to force us to accept more when other neighborhoods carry zero responsibility. We feel like our community is being sacrificed.	Ian Gui	Strathcona	
2026-02-25	23:03	CD-1 Rezoning: 441 East Pender Street	Oppose	A 'mixed-mode' housing model does not work for seniors. You cannot expect a 90-year-old grandmother to share an elevator or a hallway with someone in the midst of a drug crisis. It is culturally insensitive and physically dangerous. Lookout's management style does not protect the elderly.	Jing Wu	Strathcona	
2026-02-25	23:09	CD-1 Rezoning: 441 East Pender Street	Oppose	Many of us do not speak English well, so the City thinks they can ignore our concerns. We are telling you now: we are afraid. The current street disorder is already unbearable, and this new project will only make it worse. Our silence in the past was due to language barriers, not consent.	Hua Fu	Strathcona	
2026-02-25	23:11	CD-1 Rezoning: 441 East Pender Street	Oppose	As a senior with limited mobility, my biggest fear is falling. The crowded, chaotic sidewalks around Pender and Hastings are already dangerous. More loitering and unpredictable behavior from a Lookout-managed site will make the streets impassable for those of us with walkers or canes.	SJ Ma	Strathcona	
2026-02-25	23:14	CD-1 Rezoning: 441 East Pender Street	Oppose	I have witnessed theft and harassment increase in this area every year. The City's plan to bring more high-needs individuals into this specific block is a threat to our personal security. We deserve to live in a neighborhood where we don't have to look over our shoulders every time we leave the house.	AH Han	Strathcona	
2026-02-25	23:17	CD-1 Rezoning: 441 East Pender Street	Oppose	Chinatown has reached its breaking point. We have more than our fair share of supportive housing and drug services. The social infrastructure of this neighborhood cannot handle another 55 units of high-needs housing without completely destroying the quality of life for long-time residents.	Jlie EM	Strathcona	
2026-02-25	23:20	CD-1 Rezoning: 441 East Pender Street	Oppose	This project shows a total lack of cultural sensitivity. The Chinese senior community values safety, cleanliness, and quiet. Lookout's 'low-barrier' philosophy is the exact opposite of these values. The City is effectively forcing a lifestyle on us that we did not choose and do not want.	Wendy Wen	Strathcona	
2026-02-25	23:24	CD-1 Rezoning: 441 East Pender Street	Oppose	My world is shrinking. I used to walk to the park, but now I stay inside because the streets are occupied by people using drugs. This new development will bring that crisis even closer to my doorstep. I feel like a prisoner in my own neighborhood.	Ping Sze	Strathcona	
2026-02-25	23:27	CD-1 Rezoning: 441 East Pender Street	Oppose	The City calls this 'Social Housing,' but with Lookout managing it, we know it will function like 'Supportive Housing.' This is misleading. We need housing for hard-working low-income people, not a site that facilitates more drug activity in a senior-heavy zone.	Mei Lin	Strathcona	
2026-02-25	23:30	CD-1 Rezoning: 441 East Pender Street	Oppose	Our local clinics and pharmacies are already overwhelmed by the street population. Adding more high-risk residents to 441 E Pender will collapse the few services that Chinatown seniors still have access to. The City is ignoring the balance of the neighborhood.	Huan Lai	Strathcona	

**CD-1 Rezoning: 441 East Pender Street - Oppose**

Date Received	Time Created	Subject	Position	Content	Author Name	Neighborhood	Attachment
2026-02-25	23:33	CD-1 Rezoning: 441 East Pender Street	Oppose	The constant exposure to street disorder, open drug use, and shouting is severely affecting my mental health. I am constantly anxious. Knowing that a building is coming to this block makes me feel hopeless about the future of Chinatown.	Tim Ma	Strathcona	
2026-02-25	23:35	CD-1 Rezoning: 441 East Pender Street	Oppose	Emergency vehicles and buses already have trouble navigating our blocked streets. Adding more congestion and street activity at this location will lead to more accidents and slower response times for seniors who may need an ambulance.	Yao Chen	Strathcona	
2026-02-25	23:37	CD-1 Rezoning: 441 East Pender Street	Oppose	Newer Chinese immigrants chose Chinatown to be near their culture. Now, they are greeted by a needle-strewn environment. The City is failing in its duty to provide a livable urban environment for all citizens, not just the most visible ones on the street.	Wing Ko	Strathcona	
2026-02-25	23:39	CD-1 Rezoning: 441 East Pender Street	Oppose	Aging with dignity means living in a safe and clean environment. By concentrating more social problems in Chinatown, the City is telling us that our dignity is worth less than the convenience of placing services where they are 'easiest' to build. We deserve better.	Yuk Li	Strathcona	
2026-02-25	23:42	CD-1 Rezoning: 441 East Pender Street	Oppose	The City claims to have consulted us, but they haven't listened to a word we said. We have repeatedly expressed our fears about safety and Lookout's management, yet the plan remains the same. This public hearing feels like a formality rather than a real dialogue.	Yiwan Yeung	Strathcona	
2026-02-25	23:44	CD-1 Rezoning: 441 East Pender Street	Oppose	When drug activity takes over a block, the shops we use vanish. I have lived here for 20 years and have watched my favorite stores close due to the 'street atmosphere.' This project will finish what's left of the Chinatown we know.	Shun Zheng	Strathcona	
2026-02-25	23:47	CD-1 Rezoning: 441 East Pender Street	Oppose	Every citizen in Vancouver has the right to a safe sidewalk. Why is that right being taken away from Chinatown seniors? We are forced to walk in the road because the sidewalks are blocked. Reject this proposal until you can guarantee our safe passage and security.	Yuenhan Or	Strathcona	
2026-02-25	23:49	CD-1 Rezoning: 441 East Pender Street	Oppose	I want my grandchildren to visit me, but they are afraid of the people outside. If this project goes ahead, I will be even more isolated because my family will not want to walk past a Lookout-managed building to see me.	V Cheung	Strathcona	
2026-02-25	23:50	CD-1 Rezoning: 441 East Pender Street	Oppose	46 micro-dwelling suites for Are too many for a small building this size. This area does not need SRO's. It needs livable housing for real people. After so long, why havnt they found a social housing partner? Sounds like a stalling tactic. Also the building looks like an industrial commercial building and not a welcoming, inviting residential building.	Phuong Ly	Hastings-Sunrise	
2026-02-25	23:51	CD-1 Rezoning: 441 East Pender Street	Oppose	Every citizen in Vancouver has the right to a safe sidewalk. Why is that right being taken away from Chinatown seniors? We are forced to walk in the road because the sidewalks are blocked. Reject this proposal until you can guarantee our safe passage and security.	Yolanda Guan	Strathcona	
2026-02-26	06:57	CD-1 Rezoning: 441 East Pender Street	Oppose	I am writing to oppose the proposed rezoning of 441 East Pender Street.  Low income social housing in the DTES invariably attracts open drug use and other hostile, anti-social activities. To build such housing so close to the Strathcona Elementary School is simply dangerous. Build somewhere else. The safety of the neighbourhood and the school takes precedence over the housing needs of mentally unstable lawbreakers, who will be the chief beneficiaries of this motion.	Anthony Wu	I do not live in Vancouver	
2026-02-26	07:25	CD-1 Rezoning: 441 East Pender Street	Oppose	To my dear mayor and all councillors, objection is the only way. I can't see any reason why the proposal still can be approved for public hearing under lots of objection and big controversy among the community. Take a look to the concerns and letters posted on the website's comment box.	KY Shum	Strathcona	
2026-02-26	07:59	CD-1 Rezoning: 441 East Pender Street	Oppose	The large number of objection letters and the evident controversy suggest that this proposal should be reconsidered rather than advanced to a public hearing. The community's concerns are well documented.	Xing Qin	Strathcona	

**CD-1 Rezoning: 441 East Pender Street - Oppose**

Date Received	Time Created	Subject	Position	Content	Author Name	Neighborhood	Attachment
2026-02-26	08:01	CD-1 Rezoning: 441 East Pender Street	Oppose	It is unreasonable to significantly increase the population in the same area, including 441 East Pender Street and the newly built housing behind it, when East Pender Street is only a two-way road and much narrower than surrounding streets.	Fun Liu	Strathcona	
2026-02-26	08:02	CD-1 Rezoning: 441 East Pender Street	Oppose	With so many residents expressing concerns and submitting objections, it seems inappropriate to continue toward a public hearing without first addressing the issues raised in the posted letters.	Chuk Cheng	Strathcona	
2026-02-26	08:04	CD-1 Rezoning: 441 East Pender Street	Oppose	A 14-storey building with 172 units is planned for 401 Jackson Ave, bringing in many new residents. I believe it is not an appropriate time to initiate another project on the adjacent site.	Nu Zhou	Strathcona	
2026-02-26	08:06	CD-1 Rezoning: 441 East Pender Street	Oppose	It seems inappropriate to intensify development in this location when East Pender Street, which serves the area, is significantly narrower than surrounding streets and supports only two-way traffic.	Siu Wong	Strathcona	
2026-02-26	08:07	CD-1 Rezoning: 441 East Pender Street	Oppose	Increasing density in the area of 441 East Pender Street and the recently constructed housing at the back is concerning, especially since East Pender Street is a relatively narrow two-way roadway.	Ji Xu	Strathcona	
2026-02-26	08:09	CD-1 Rezoning: 441 East Pender Street	Oppose	This application does not have my support. The pressing shortage of senior housing and the backlog for subsidized care and affordable homes warrant a reconsideration of the land designation.	XY Kueng	Strathcona	
2026-02-26	08:10	CD-1 Rezoning: 441 East Pender Street	Oppose	Considering the many objections and widespread concern expressed by residents, it is difficult to understand why this application is still eligible for public hearing. The posted letters outline these issues clearly.	Jin Wu	Strathcona	
2026-02-26	08:12	CD-1 Rezoning: 441 East Pender Street	Oppose	With a new 14-storey, 172-unit development underway at 401 Jackson Ave, it seems premature to proceed with an additional project right next door.	Chui Lan	Strathcona	
2026-02-26	08:14	CD-1 Rezoning: 441 East Pender Street	Oppose	The current streetlight coverage is inadequate, making the pedestrian routes dark and potentially unsafe. Substance-related activity and needle waste further compromise the environment.	Yan Cho	Strathcona	
2026-02-26	08:16	CD-1 Rezoning: 441 East Pender Street	Oppose	With the building planned near an elementary school, the resulting population growth could affect both safety and the quality of the school environment.	HC Tan	Strathcona	
2026-02-26	08:17	CD-1 Rezoning: 441 East Pender Street	Oppose	With the addition of 172 units at 401 Jackson Ave, the neighborhood will already experience considerable change, making this an unsuitable time for another adjacent development.	XF Xie	Strathcona	
2026-02-26	08:19	CD-1 Rezoning: 441 East Pender Street	Oppose	I do not support the application.	Eric Chan	Strathcona	
2026-02-26	08:20	CD-1 Rezoning: 441 East Pender Street	Oppose	Considering the scale of the 14-storey, 172-unit project at 401 Jackson Ave, I question whether it is appropriate to add another development immediately adjacent to it.	SY Tan	Strathcona	
2026-02-26	08:23	CD-1 Rezoning: 441 East Pender Street	Oppose	In light of the strong community resistance and numerous submitted objections, advancing this proposal to a public hearing seems unwarranted. Please refer to the concerns documented online.	Lan Yu	Strathcona	
2026-02-26	08:24	CD-1 Rezoning: 441 East Pender Street	Oppose	Given its proximity to the elementary school, the project could create crowding that impacts the educational setting and student safety.	Sau M Tsoi	Strathcona	
2026-02-26	08:26	CD-1 Rezoning: 441 East Pender Street	Oppose	Adding more housing near 441 East Pender Street may strain infrastructure, particularly because East Pender Street is a narrow two-way road unlike wider nearby streets	Wai Lee	Strathcona	
2026-02-26	08:28	CD-1 Rezoning: 441 East Pender Street	Oppose	It seems inappropriate to intensify development in this location when East Pender Street, which serves the area, is significantly narrower than surrounding streets and supports only two-way traffic.	Yong Liu	Strathcona	

**CD-1 Rezoning: 441 East Pender Street - Oppose**

Date Received	Time Created	Subject	Position	Content	Author Name	Neighborhood	Attachment
2026-02-26	08:30	CD-1 Rezoning: 441 East Pender Street	Oppose	Since 401 Jackson Ave will soon see a substantial influx of residents from its 172-unit development, it may be better to delay any additional projects next to the site.	Tuen Yuen	Strathcona	
2026-02-26	08:32	CD-1 Rezoning: 441 East Pender Street	Oppose	The application should be denied unless concrete solutions are implemented. The street lighting is insufficient, leaving the sidewalks poorly lit. There are frequently individuals using substances and discarded syringes on the ground, which creates safety and cleanliness concerns.	Joe Liang	Strathcona	
2026-02-26	08:34	CD-1 Rezoning: 441 East Pender Street	Oppose	I oppose this application.	Long Tse	Strathcona	
2026-02-26	08:35	CD-1 Rezoning: 441 East Pender Street	Oppose	The proposed building is located too close to the elementary school. The increased population could disrupt the learning environment and raise safety concerns.	Zhen Zhou	Strathcona	
2026-02-26	08:37	CD-1 Rezoning: 441 East Pender Street	Oppose	I am not in favor of this project. The community faces a clear shortage of housing options for seniors, particularly subsidized long-term care, and the land use should reflect this need.	Leon Chan	Strathcona	
2026-02-26	08:39	CD-1 Rezoning: 441 East Pender Street	Oppose	The DTES area is currently hosting many supportive housing facilities.	David Song	Strathcona	
2026-02-26	08:41	CD-1 Rezoning: 441 East Pender Street	Oppose	As the 401 Jackson Ave development will introduce a large number of new residents, I believe initiating another neighboring project should be reconsidered.	Yoyo Yu	Strathcona	
2026-02-26	08:42	CD-1 Rezoning: 441 East Pender Street	Oppose	It would be inappropriate to approve the proposal before these issues are fully resolved.	May Zhang	Strathcona	
2026-02-26	08:44	CD-1 Rezoning: 441 East Pender Street	Oppose	I object to this proposal. Priority should be given to meeting the growing demand for senior housing and reducing wait times for subsidized long-term care. The land use should be adjusted accordingly.	Cam Tran	Strathcona	
2026-02-26	08:45	CD-1 Rezoning: 441 East Pender Street	Oppose	The streets and sidewalks are poorly lit due to a lack of adequate lighting. Repeated instances of substance use and needle debris create serious safety concerns.	Lan Zhang	Strathcona	
2026-02-26	08:47	CD-1 Rezoning: 441 East Pender Street	Oppose	Given the volume of objections and the strong opposition within the community, it is unclear why this proposal continues to move forward to a public hearing. The comments posted online clearly reflect these concerns.	Lin Wei	Strathcona	
2026-02-26	08:48	CD-1 Rezoning: 441 East Pender Street	Oppose	Any development should carefully assess its impact on seniors' daily sense of safety. If seniors feel unsafe walking to buy groceries, attend medical appointments, or join community programs, the consequences could be serious.	Kuen Leung	Strathcona	
2026-02-26	08:49	CD-1 Rezoning: 441 East Pender Street	Oppose	I strongly disagree with this project	ST Lee		
2026-02-26	08:51	CD-1 Rezoning: 441 East Pender Street	Oppose	The proposal should remain on hold pending resolution of these inadequate lighting along the streets results in dim walkways. Ongoing substance use and improperly discarded syringes contribute to hazardous and unclean conditions.	Suen Lee	Strathcona	
2026-02-26	10:53	CD-1 Rezoning: 441 East Pender Street	Oppose	I am an elderly resident in Chinatown, and I no longer feel safe walking outside alone.	Y S Lau		
2026-02-26	10:54	CD-1 Rezoning: 441 East Pender Street	Oppose	I worry that adding more social housing here will make the streets even less safe for seniors like me.	K Y Wong		
2026-02-26	10:56	CD-1 Rezoning: 441 East Pender Street	Oppose	I am afraid of being harassed or robbed when I go out to buy groceries.	N B Chun		
2026-02-26	10:57	CD-1 Rezoning: 441 East Pender Street	Oppose	The sidewalks are already crowded and uneven, and I am scared of falling.	Y L Song		
2026-02-26	10:58	CD-1 Rezoning: 441 East Pender Street	Oppose	Because of safety concerns, I sometimes choose to stay home instead of going out	Lan Law		

**CD-1 Rezoning: 441 East Pender Street - Oppose**

Date Received	Time Created	Subject	Position	Content	Author Name	Neighborhood	Attachment
2026-02-26	11:00	CD-1 Rezoning: 441 East Pender Street	Oppose	Chinatown already has many social services, and I feel our community is carrying too much.	K C Liu		
2026-02-26	11:01	CD-1 Rezoning: 441 East Pender Street	Oppose	I support helping vulnerable people, but I hope the City also protects seniors.	M K Choi		
2026-02-26	11:02	CD-1 Rezoning: 441 East Pender Street	Oppose	Due to language barriers, many of us do not understand online consultation notices.	J K Lo		
2026-02-26	11:03	CD-1 Rezoning: 441 East Pender Street	Oppose	Careful evaluation is needed to ensure that new projects do not compromise seniors' sense of safety. Without that security, their independence and well-being may suffer.	Shan Ng	Strathcona	
2026-02-26	11:03	CD-1 Rezoning: 441 East Pender Street	Oppose	I hope the City will listen to seniors in Cantonese and Mandarin before making a final decision.	Y Y Mo		
2026-02-26	11:12	CD-1 Rezoning: 441 East Pender Street	Oppose	I do not understand why this proposal is still being advanced to a public hearing despite numerous objections and significant community controversy. Please review the concerns and letters submitted in the website's comment section.	SL Mui	Strathcona	
2026-02-26	11:15	CD-1 Rezoning: 441 East Pender Street	Oppose	Streetlights are limited, the walkways remain dark. The frequent presence of substance use and discarded syringes makes the area feel both unsafe and unclean. The project should not receive approval unless satisfactory measures are taken to resolve these problems.	Eagle Lok	Strathcona	
2026-02-26	11:17	CD-1 Rezoning: 441 East Pender Street	Oppose	This application does not have my support. The pressing shortage of senior housing and the backlog for subsidized care and affordable homes warrant a reconsideration of the land designation.	Betty Truong	Strathcona	
2026-02-26	11:19	CD-1 Rezoning: 441 East Pender Street	Oppose	I object to this application.	Hanh Truong	Strathcona	
2026-02-26	11:21	CD-1 Rezoning: 441 East Pender Street	Oppose	A significant number of Chinese seniors lack digital access and face language challenges, limiting their participation. Engagement must be conducted in Cantonese and Mandarin, through accessible materials and community networks, prior to finalizing any decisions.	Suk Chan	Strathcona	
2026-02-26	11:22	CD-1 Rezoning: 441 East Pender Street	Oppose	I feel unsafe walking outside because of frequent disorderly behavior on the streets.	C L Chen		
2026-02-26	11:22	CD-1 Rezoning: 441 East Pender Street	Oppose	With limited lighting infrastructure, the sidewalks are not well illuminated. The presence of drug use and discarded needles negatively impacts the cleanliness and security of the neighborhood. It would be inappropriate to approve the proposal before these issues are fully resolved.	On Chan	Strathcona	
2026-02-26	11:23	CD-1 Rezoning: 441 East Pender Street	Oppose	I often see open drug use near my building, which makes me afraid to go out.	C Y Leung		
2026-02-26	11:24	CD-1 Rezoning: 441 East Pender Street	Oppose	The presence of needles and garbage on sidewalks is a serious safety concern.	K W Tung		
2026-02-26	11:25	CD-1 Rezoning: 441 East Pender Street	Oppose	I worry about stepping on hazardous waste when walking in the neighborhood.	Ting Ting Leung		
2026-02-26	11:26	CD-1 Rezoning: 441 East Pender Street	Oppose	Poor street cleanliness affects both public health and seniors' safety.	P C Wong		
2026-02-26	11:28	CD-1 Rezoning: 441 East Pender Street	Oppose	I have seen human waste in public areas, which creates hygiene risks.	W B Zen		
2026-02-26	11:28	CD-1 Rezoning: 441 East Pender Street	Oppose	This letter of opposition is sent on behalf of the Owners, Strata Plan LMS318	Andrea Kastanis LMS318 Strata Corporation	Strathcona	<a href="#">APPENDIX B</a> <a href="#">APPENDIX C</a>

**CD-1 Rezoning: 441 East Pender Street - Oppose**

Date Received	Time Created	Subject	Position	Content	Author Name	Neighborhood	Attachment
2026-02-26	11:29	CD-1 Rezoning: 441 East Pender Street	Oppose	The smell and sanitation conditions around the area have worsened over time.	C C Xiong		
2026-02-26	11:30	CD-1 Rezoning: 441 East Pender Street	Oppose	I feel unsafe passing by crowded gathering areas late in the day.	E Yeung		
2026-02-26	11:31	CD-1 Rezoning: 441 East Pender Street	Oppose	Emergency situations sometimes happen nearby, causing fear among elderly residents.	P K Cheung		
2026-02-26	11:32	CD-1 Rezoning: 441 East Pender Street	Oppose	I am concerned that increased density may lead to more safety incidents.	K C Leung		
2026-02-26	11:33	CD-1 Rezoning: 441 East Pender Street	Oppose	Digital engagement systems often exclude Chinese seniors who are not online and face language barriers. Effective consultation requires Cantonese and Mandarin communication through accessible formats and trusted local networks.	SC Li	Strathcona	
2026-02-26	11:33	CD-1 Rezoning: 441 East Pender Street	Oppose	Seniors with mobility issues cannot safely avoid unsafe street situations.	K L Pei		
2026-02-26	11:39	CD-1 Rezoning: 441 East Pender Street	Oppose	I worry about falling when sidewalks are blocked by tents or belongings.	E K Qiong		
2026-02-26	11:40	CD-1 Rezoning: 441 East Pender Street	Oppose	Street encampments make it difficult for seniors using walkers or wheelchairs.	H K Chen		
2026-02-26	11:40	CD-1 Rezoning: 441 East Pender Street	Oppose	I am not in favor of this project. The community faces a clear shortage of housing options for seniors, particularly subsidized long-term care, and the land use should reflect this need.	Lin Ten	Strathcona	
2026-02-26	11:41	CD-1 Rezoning: 441 East Pender Street	Oppose	I feel anxious when unknown individuals gather near residential entrances.	Gigi Leung		
2026-02-26	11:42	CD-1 Rezoning: 441 East Pender Street	Oppose	The impact on seniors' routine activities and sense of protection must be a key consideration in any development. If they no longer feel safe in their own neighborhood, the repercussions could be serious and lasting.	TH Choi	Strathcona	
2026-02-26	11:42	CD-1 Rezoning: 441 East Pender Street	Oppose	Building entrances are sometimes blocked, affecting residents' safety.	V J Rong		
2026-02-26	11:43	CD-1 Rezoning: 441 East Pender Street	Oppose	Increased garbage and litter attract pests and rodents.	J J Zen		
2026-02-26	11:43	CD-1 Rezoning: 441 East Pender Street	Oppose	Poor sanitation conditions may increase disease risks for seniors.	D K Wen		
2026-02-26	11:44	CD-1 Rezoning: 441 East Pender Street	Oppose	Supportive housing developments are already abundant in the DTES.	Fong Mok	Strathcona	
2026-02-26	11:44	CD-1 Rezoning: 441 East Pender Street	Oppose	I am concerned about hygiene conditions affecting nearby senior housing.	N Ning		
2026-02-26	11:45	CD-1 Rezoning: 441 East Pender Street	Oppose	Many seniors feel uncomfortable leaving home due to safety and cleanliness concerns.	F M Fung		
2026-02-26	11:46	CD-1 Rezoning: 441 East Pender Street	Oppose	Please stop the project	Kiki Yue	Strathcona	
2026-02-26	11:46	CD-1 Rezoning: 441 East Pender Street	Oppose	I hope the City will prioritize public safety and sanitation for elderly residents.	B B Chan		
2026-02-26	11:48	CD-1 Rezoning: 441 East Pender Street	Oppose	I do not support this application. There is a greater shortage of senior housing, and the long waitlists for subsidized long-term care and affordable housing for seniors should be prioritized. The land use should be reconsidered.	Bao Feng	Strathcona	

**CD-1 Rezoning: 441 East Pender Street - Oppose**

Date Received	Time Created	Subject	Position	Content	Author Name	Neighborhood	Attachment
2026-02-26	11:53	CD-1 Rezoning: 441 East Pender Street	Oppose	The building's closeness to the elementary school may lead to congestion and potential safety risks for children.	Ling Xu	Strathcona	
2026-02-26	11:56	CD-1 Rezoning: 441 East Pender Street	Oppose	I do not endorse this project. With many seniors facing long waitlists for affordable housing and long-term care, a change in land use would better address community needs.	Chun Cheng	Strathcona	
2026-02-26	12:07	CD-1 Rezoning: 441 East Pender Street	Oppose	The streets and sidewalks are poorly lit due to a lack of adequate lighting. Repeated instances of substance use and needle debris create serious safety concerns. Approval should be withheld unless these problems are resolved.	ShanS Leung	Strathcona	
2026-02-26	12:09	CD-1 Rezoning: 441 East Pender Street	Oppose	I oppose the current proposal. Considering the unmet demand for senior housing and subsidized long-term care, it would be more appropriate to amend the land use to better serve seniors.	Jun Lee	Strathcona	
2026-02-26	12:11	CD-1 Rezoning: 441 East Pender Street	Oppose	It does not make planning sense to add more residents near 441 East Pender Street when the street itself is a narrow two-way corridor, smaller than others in the vicinity.	Hua Tan	Strathcona	
2026-02-26	12:13	CD-1 Rezoning: 441 East Pender Street	Oppose	This proposal does not have my support.	Mei Chen	Strathcona	
2026-02-26	12:17	CD-1 Rezoning: 441 East Pender Street	Oppose	Supportive housing units are heavily concentrated in the DTES area.	May Tsang	Strathcona	

# Opposition to 441E Pender CD-1 Rezoning Application

Reasons to reject Spot Rezoning Application (amended  
December 2025) and submitted to Public Hearing for  
February 26, 2026



# Executive Summary

1. City Council has just unlocked the ability to provide similar development opportunities for SRO replacement and micro-dwelling developments on 144 properties in the DTES and Thornton Park sub-areas. Over twenty of those properties are owned by government or non-profits. **Spot rezonings cannot be justified when city-led rezoning enables the exact type of development being proposed.**
2. The height, density, built form, and unit size explicitly contravene Strathcona’s re-zoning policy and RT-3 zoning. **The application for CD-1 is predicated on a building envelope and FSR that require significant bylaw and policy exemptions**
3. This application has significantly changed several times since it was submitted. **The Rezoning process raises significant procedural fairness concerns undermining meaningful public engagement and input**
4. The proposed CD-1 bylaw does not secure type of social housing or any concrete affordability parameters for the units, **fettering Council’s discretion to make important policy decisions**
5. The most recent iteration of the application’s amendments propose an untested unit mix contrary to City policy targets and Micro-unit guidelines. **This evaluation cannot responsibly be deferred to later Development permit and Housing Agreement stages.**
6. This application allows the landowner / developer to be exempted from almost \$1,000,000 in community amenity contributions without any informed assessment of relative needs of the community. **Permanent land use changes through CD-1 Spot Rezoning should be rejected without clear and secured public benefit for the specific neighbourhood context.**
7. There is no funding secured for the delivery of this development, and the application has not submitted a DP with any contractual obligations with Lookout Housing. A CD-1 should not be approved without a legal agreement that the units will meet the definition of “social housing” upon completion. **Any representations in the referral report premised on the involvement of Lookout Housing or their programming “intent” must be disregarded from council’s consideration.**
8. This “Spot Rezoning” demonstrates **severe neighbourhood fit incompatibilities** and fails to address site-specific considerations.

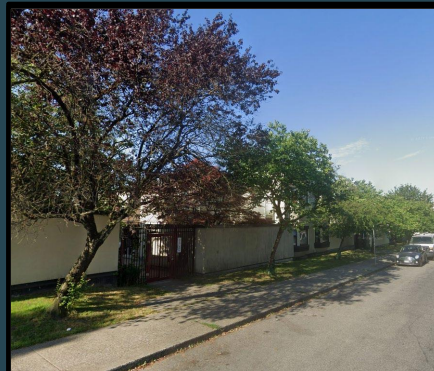
# Introduction

1. Site and Neighbourhood Context
2. Who is partnering on this project?
3. CD-1 bylaw does not detail the “social housing” to be delivered, fettering Council’s discretion to make important policy decisions
4. How does the Application stand up against the DTES Plan criteria, bylaw requirements and City current policy?
  - DTES Plan
  - Housing Priorities in Strathcona
  - RT-3 Residential Zoning in Strathcona, distinct from DEOD zoning
5. Assessment – This “Spot Rezoning” demonstrates severe neighbourhood fit incompatibilities on several issues:
  - Significance of E Pender Street as a pedestrian-friendly street
  - Chinese Seniors Community in Strathcona
  - Children’s wellbeing and Family-oriented Housing
  - Heritage Preservation Considerations
  - VFRS: Vulnerability of Strathcona to life/safety risks, including incendiary fires

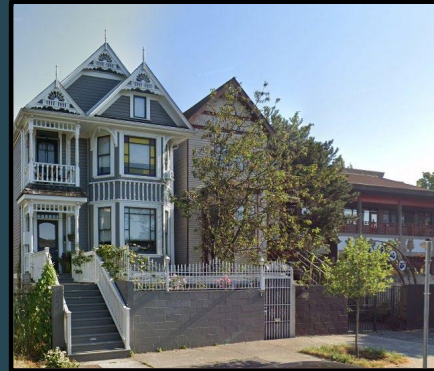
# Existing Jackson St & E Pender St Neighbourhood Context



Lord Strathcona Elementary School - primarily serves a highly vulnerable / at risk student population



Mau Dan Co-op / Jackson Gardens – family-oriented housing, both rental and strata properties



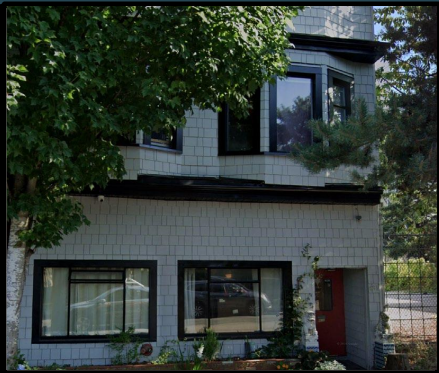
Heritage Homes, multi-conversion / Chinese Language School & Chinese Social Development Association



In progress - 172-unit social housing development at 401 Jackson – Aboriginal Land Trust – this is a family and senior focused development

Note: the above development is DEOD zoning project on the corner of East Hastings / Jackson Street.

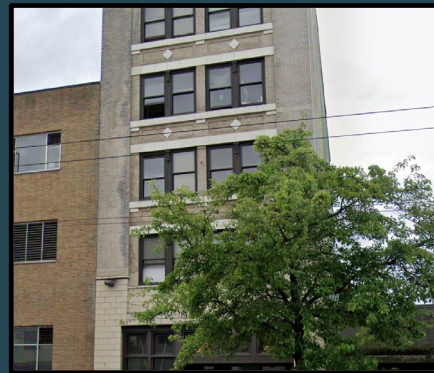
# Pre-existing Private / Non-profit SROs in the immediate vicinity



Pender Lodge - (Private SRO)  
To the immediate west of the site of this CD-1 Application



575 E Pender Street - (2 levels, with non-profit at street level)  
Approx. 1.5 blocks from site of this CD-1 Application



Contrast with DEOD: Orwell Hotel  
North of the proposed site, on East Hastings

The two SROs in the RT-3 zoning area along E Pender Street are grandfathered non-conforming use; however, both are reasonably well integrated into the neighbourhood and are modest in size (2-3 stories) consistent with RT-3.

The Orwell – the 400 block of E Hastings Street has experienced significant decline in safety and livability since COVID.



# E Pender Street

- E Pender Street serves as an important connective pedestrian access corridor between Chinatown and Strathcona for residents and visitors.
- There is high pedestrian traffic along E Pender Street within Chinatown and Strathcona, and as a safer alternative to E Hastings
- *Crime Prevention through Environmental Design (CPTED)* principles should strongly inform all development and rezoning decisions for sites bordering the DTES / DEOD
- Older Persons Strategic Framework and Vancouver's Youth Safety and Violence Prevention Strategy should inform suitability of future development



# Chinatown Senior's Community

- This CD-1 Application is oblivious to the negative impacts on public realm / intangible cultural heritage / safety for vulnerable seniors
- Policy background: *Engaging and supporting the aging population: Older Persons Strategic Framework (February 2025)*
- E Pender Street: local seniors' housing and services between Gore and Jackson:
  - S.U.C.C.E.S.S. Pender Residence offers culturally appropriate supportive seniors housing
  - Gaia Community Cares – Community Hub, operates from the Chinese Social Development Society
  - Chinese United Church Lodge Apartments
  - Lew Mao Way Tong Association

# Gaia Community Hub - 499 E Pender St.

“Our government is so committed to supporting Gaia and supporting seniors to be healthy at home”

– Premier David Eby

(Source: Gaia Cares Website)

“...Grateful for the fantastic work this organization does to empower and support our seniors.”

– Mayor Ken Sim

(Source: Instagram @kensimcity)

gaia  
佳家中心

Seniors  
Community Hub

Free to Join

SOMETHING NEW FOR SENIORS

Every Thursday  
10:00am-3:00pm

499 E Pender Street,  
Vancouver

Contact Us  
778-223-7236

Stated Objectives:

1. Provide a supportive environment where seniors can connect with peers, share experiences, and build friendships to combat social isolation;
2. Enhance quality of life of seniors, especially on physical and mental well being
3. Facilitate access to supportive community services
4. Offer linguistically and culturally appropriate services for Chinese seniors living in Chinatown

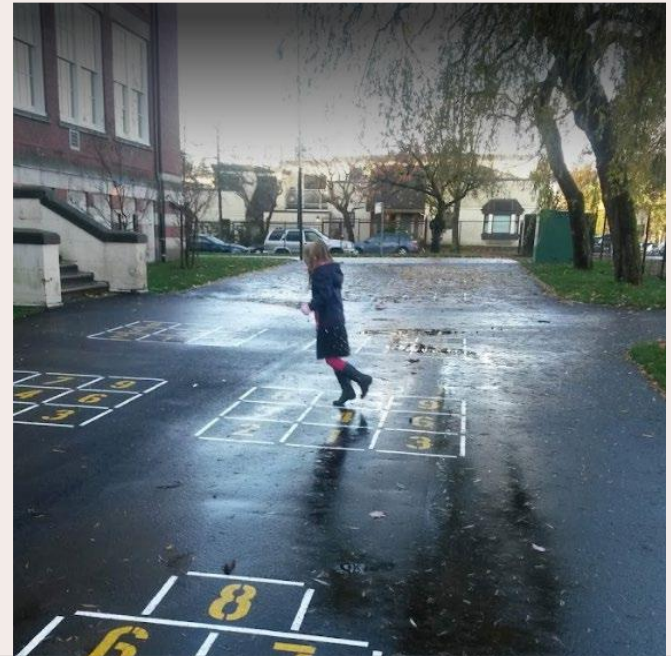
## Lord Strathcona Elementary School: within ½ block of the CD-1 Application Site

“WHAT DO WE KNOW ABOUT THE COMMUNITY OF LEARNERS?” -

[...] They are vulnerable in several domains and at risk for learning challenges. Most of the vulnerable students and families have experienced significant levels of trauma in their lives, and this impacts their learning, behaviour, and social emotional well-being. [...]

It is evident from attendance, report card data, behavioural observations, and learning assessments that learners are struggling in various areas including engagement, mental health, and academic skills. **There are several contributing factors impacting student success including social emotional wellbeing, especially in the community where there already exist many socio-economic, and racial barriers. Supporting Strathcona students means supporting the Strathcona community.**

Source: <https://media.vsb.bc.ca/media/Default/medialib/2024-strathcona-slp.552ba576236.pdf>



In 2024, the City halted a plan to implement an all-day “School Street” car-free block on Jackson Street to create a safer environment for school children and to encourage active commuting. After stakeholder consultation, the City decided not to proceed with the pilot citing concerns including accessibility, safety and sanitation. (see: [Vancouver “School Streets”](#) )

## Vancouver's Youth Safety and Violence Prevention Strategy, 2023-2026

### **Objective 1: Create Safer and protective community environments and public spaces for youth**

Cities can significantly influence and shape the environments that children and youth grow up in and experience on a daily basis. In safe and protective spaces, children and youth can express themselves and feel confident that they will not be exposed to any type of physical or emotional harm [...]

When young people perceive their neighbourhood as safe it has a positive effect on their development: they do better socially and emotionally, experiencing fewer internalizing problem behaviours (e.g., depression, anxiety) and fewer externalizing problem behaviours (e.g., aggression, substance use).



## Objective 5. Lessen the impacts of serious violence and crime on youth and children

Many risk factors for youth violence are linked to experiencing “adverse childhood experiences” (ACEs) and toxic stress that is prolonged and repeated. Toxic stress can negatively change the brain development of children and youth and can result from situations such as living in impoverished neighbourhoods, experiencing food insecurity, experiencing racism, limited access to support and medical services, as well as direct experiences with violence, mental health concerns, substance abuse and other instability. ACEs are potentially traumatic events that occur in childhood (0- 17 years). **These are associated with major health and violence risk factors in adulthood and poor quality of life.** As children and youth can be directly affected by violence either as victims, offenders or witnesses it is important to reduce the risk of future harm.

**ASSESSMENT:** The City should be taking every measure possible, including evaluating rezoning through this policy lens, to promote housing strategies and safety to benefit children and youth in the DTES.

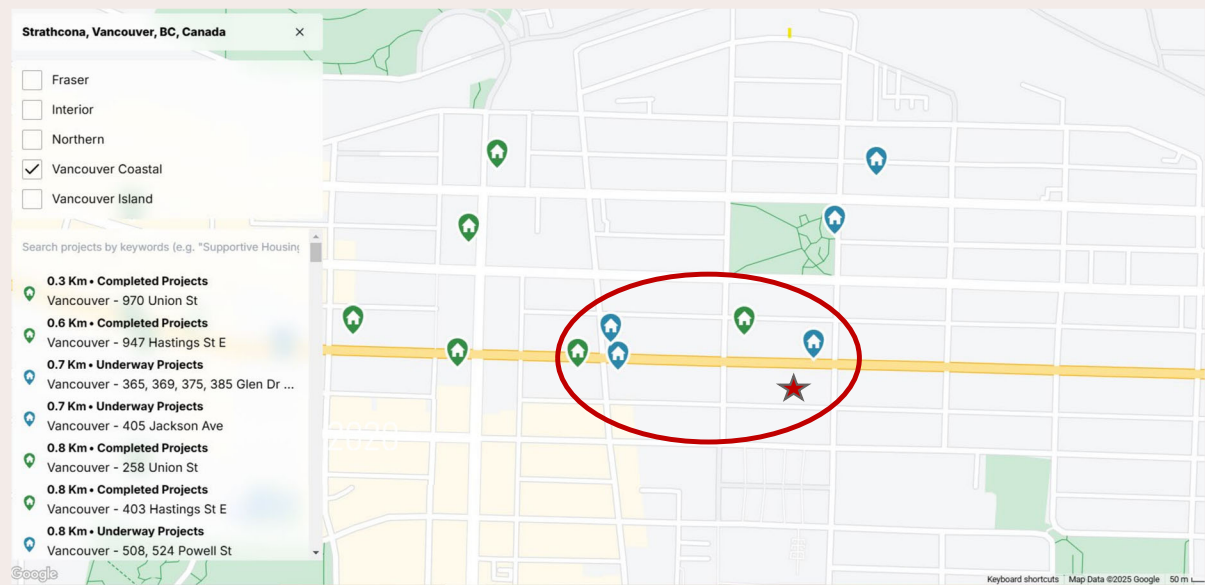


## Recent BC HOUSING Projects, 2021 – 2025:

**~585 new supportive housing units in last 4 years**

403 E Hastings – Patricia Hotel Covid-19 Action Plan (homeless encampment response) **195 units – completed**

401 Jackson Ave – ALT Jackson Housing Society (Lu'ma) is developing **172 social housing units** for Indigenous families and seniors at 401 Jackson Avenue, 94 units of which are funded under BC Housing's 'Community Housing fund – **underway**



320 E Hastings – Supportive Housing / Indigenous Housing Fund **103 units - underway**

288 E Hastings - Supportive Housing – **40 units - completed**

★ Proposed CD-1 Site

301 E Hastings – Supportive Housing – **75 Units - underway**

**ASSESSMENT:** It appears that this sub-area of the DTES has more completed or in progress supportive housing units than Richmond, Delta, North Shore and White Rock combined (Source: p. 15-16 Uplifting DTES Report, February 2025)

# Vancouver's Social Housing Initiative –

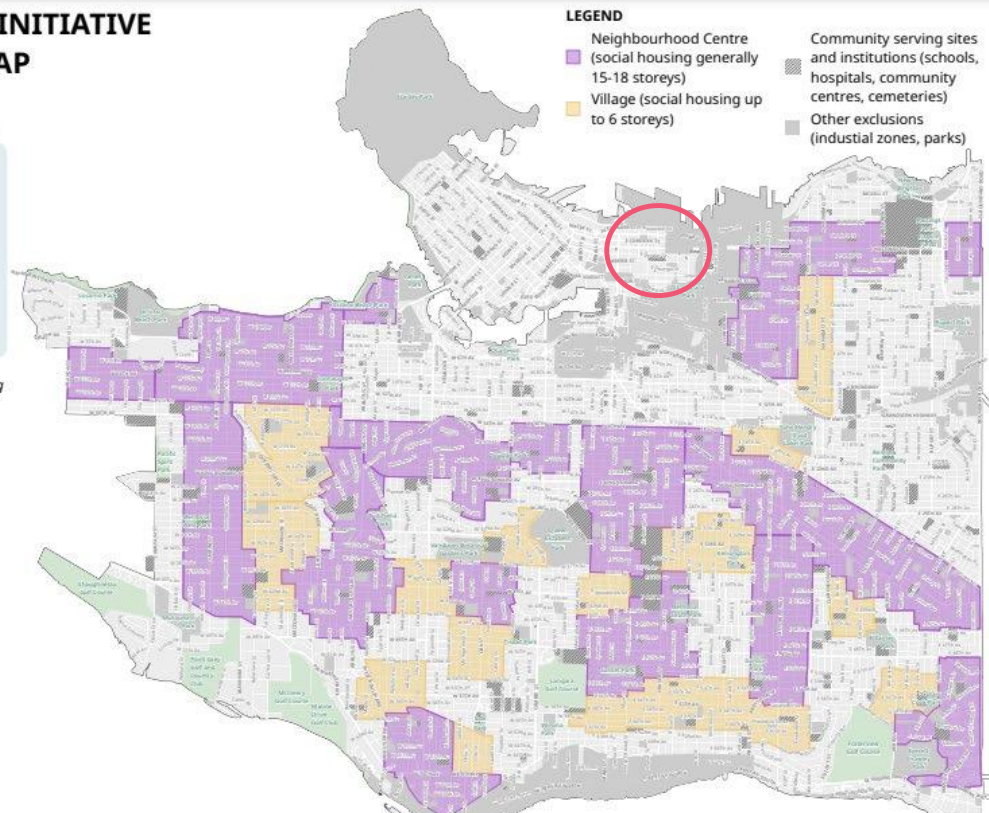
This initiative did not pass a City Council vote last fall.

- Council preferred to consider applications on a case-by case basis
- The villages identified in this map show areas where this type of proposal would be in line with City led assessment of social housing needs for a 6 story buildings

## SOCIAL HOUSING INITIATIVE DRAFT ZONING MAP (JANUARY 2025)

Public feedback from the first phase of engagement advised that the draft map was unclear as it did not show explicitly that existing parks, schools, community centres and cemeteries were not proposed for rezoning for social housing. This updated version of the map includes cut-outs to address this concern.

*\* This proposal focuses on social housing only in these areas. Future area planning will address other housing options, commercial uses, and public spaces etc. in these areas. The final boundaries of these areas will be determined through those processes.*



**ASSESSMENT:** Strathcona was not identified as an area for City-led pre-zoning to accommodate increased height and density for social housing developments

## ASSESSMENT: Strathcona is already underserved for community amenities promoting livability, health and wellness

- The DTES Plan has failed to deliver neighbourhood serving community amenities due to the Community Amenity Contribution and Development Cost Levy requirements for the DTES.
  - The limited local-serving park and green space in Strathcona is heavily used. Strathcona has been advocating for local serving improvements to Strathcona and MacLean Park for years.
  - The City has identified that the DTES, including Strathcona, has inadequate tree canopy
  - The existing aged community center facilities are co-located with childcare and school facilities and have not been equitably resourced through past Capital Plans or other senior government funding streams
  - There are insufficient daycare and preschool and before/after school care programs and facilities to accommodate the influx of young families to the neighbourhood
  - Existing artists spaces and other culturally enriching social enterprises are at risk of redevelopment

## Who is Pack Buildings, the Project Proponent for this Re-Zoning?

Self-described as “Tech-Forward Real Estate”

*“As a disruptor in the space, PACK leverages decades of experience in the real estate sector to provide a customized approach to building in land-locked, densified cities like Vancouver to maximize value and optimize space for the modern-day builder.”*

*Source:* PACK Buildings ( <https://www.packbuildings.com/about> )

## What information was publicly available about the development possibilities for this land at 441-449 E Pender St?

The three subject parcels were previously marketed by Corbel Commercial and were last purchased by a numbered company in 2024

The sites were clearly marketed by Corbel as RT-3 (two-family dwelling zoning)

## From Pack Buildings Website "Our Products":

Meet Powerhouse X, our revolutionized multi-family product tailored to helping landowners and keen investors maximize their land potential.

These customized developments typically range between 30-100 studio suites and are designed at 6-8 storeys tall to comply with local building codes and zoning regulations. Our prefabricated structural steel technology provides users a faster return on investment while our team of experts help ensure your building goals are met; whether you're interested in developing and selling the maximized land for profit or subdividing the land into parts you retain or market, building with us allows you to reap the benefits of modern home construction.

**ASSESSMENT:** Strathcona neighbours support thoughtful, appropriately-scaled development, not profiteering opportunities by speculative real estate investors who lack any meaningful connection to the community.

**What information is available about the the type of housing proposed?**

Per the DTES Plan amendments, the minimum requirement is that 20% of units be allocated at shelter-rate, there is no unit mix requirement.

The applicant is seeking carte blanche discretion on the type of social housing.

This development and rezoning application was conceived and architecturally designed as a “product” - purpose-built supportive housing. 65 micro - dwelling units were proposed along with a medical room and limited common amenity space.

The application was then “rebranded” as independent living social housing, which means nothing when there is no committed non-profit partner.

The most recent “test fit” drawings propose having 5 “family sized” (small two-bedroom units) split over 5 floors shared with micro-dwelling units that are consistent only with SRO replacement or supportive housing design guidelines.

The now proposed 55 units, building envelope design and 3.1 FSR cannot be adjusted to have “family sized” units meet the design requirements for high density family living. There is no commitment to family or seniors housing.

## What information is available about the Project Partners and intent for the type of rental housing proposed?

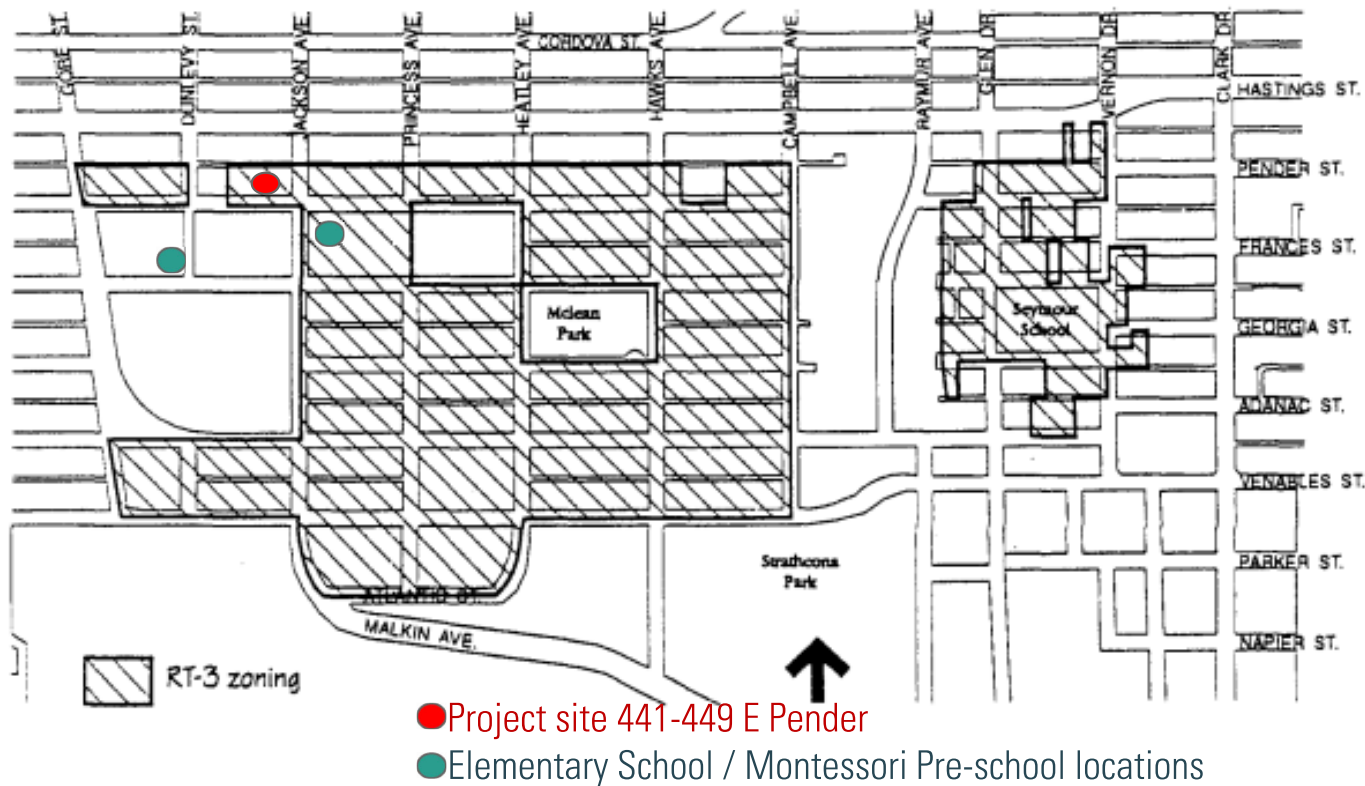
The most recent potential project partner is Lookout Housing & Health Society

- Lookout Housing has not entered into a binding agreement with the landowner.
- Therefore, there is no commitment on the future uses for the proposed development.
- The draft CD-1 bylaw would authorize supportive housing or 100% shelter rate housing, and at minimum:
  - 20% shelter rate units
  - 10% HILs
- The source / stream of future (speculative) government funding would dictate the tenant population and rental rates for the remaining units, at the sole discretion of the operator.

**ASSESSMENT:** Accurate and transparent information is required from the City and the applicant to fully understand and assess the proposed type of housing, intended tenant population and housing agreement terms. The most recent project design – ie 'test fit' renderings from December 2025 – are not compliant with the City's design requirements or bylaws.

# ZONING: Strathcona is a Residential Area

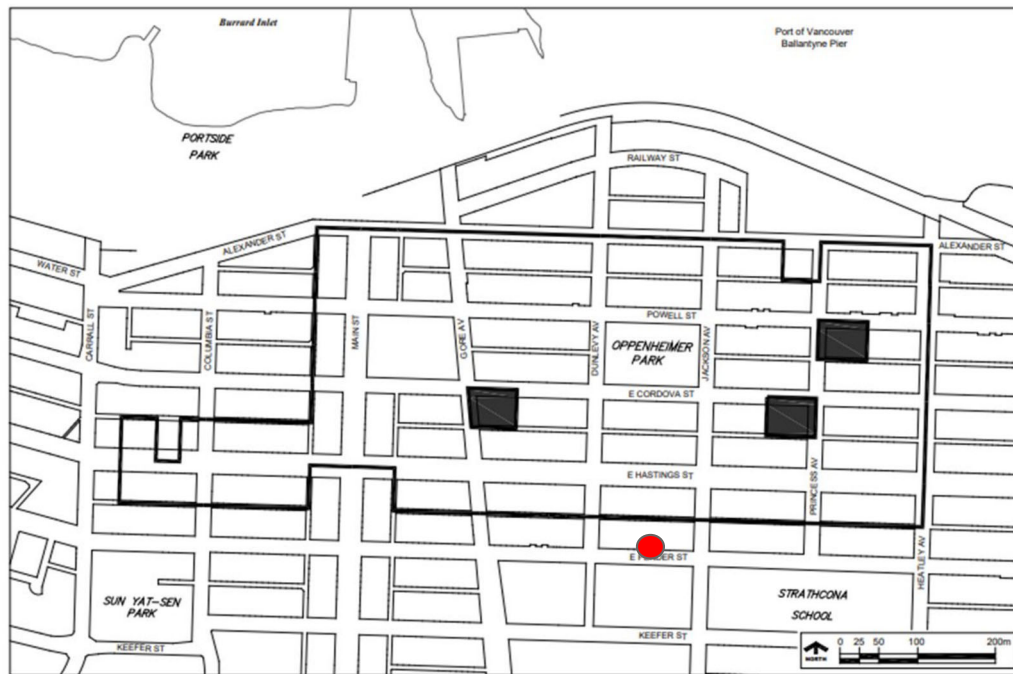
Figure 1. Strathcona and Kiwassa RT-3 Boundaries



The Application Sites are zoned RT-3

(image source: Application Booklet)

# A Distinction, with a difference



**ASSESSMENT:** The Project Proponent appears to be advancing a DEOD project in Strathcona through **Spot Re-zoning**. This raises concerns of profit-driven real estate speculation and shows a lack of understanding of the distinct neighbourhoods of the DTES Plan.

## Downtown Eastside / Oppenheimer District – Official Development Plan (DTES Plan)

As currently approved, the DEOD has very different housing goals

- 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.

# DTES PLAN

## Strathcona: Housing & Built Form Policies

### 7.8 Strathcona

#### Key Place-making and Built Form Strategies

**Reinforce and strengthen prevailing urban fabric** - Recognize and strengthen the prevailing pattern of small lots, and distinctive character and corner-oriented buildings that accommodate a variety of uses and activities towards Strathcona's distinctive identity and urban realm.

**Recognize design opportunities for community serving mixed-use** - Consider locally serving, small scale mixed-use opportunities that reinforce Strathcona's distinctive identity while contributing to pedestrian interest and vibrancy.

**Seek opportunities to demonstrate creative skill sets in the public realm** - Support special contributions by the community that reinforce the unique public realm quality of Strathcona.

**Recognize design opportunities for thoughtful contemporary architecture** - Introduce small scale, contextually appropriate, well designed contemporary buildings that contribute to community identity.



#### Built Form Policies

##### 7.8.1 Building Heights for RT-3 sites:

- 35 feet
- Consider additional height through rezoning only to increase social housing on existing social housing sites, or for 100 per cent secured market rental housing on sites fronting on Gore Avenue.

##### 7.8.2 Density for RT-3 sites:

- 0.6 FSR, which could be relaxed to 0.75 FSR or 0.95 FSR for infill.
- Consider additional density through rezoning only for residential development where the sites is an existing social housing site and the amount of social housing is being increased, or where the site is fronting on Gore Avenue and all of the residential use is for social housing, or secured market rental housing.

##### 7.8.3 Urban Design:

Applicable policies and directions include, but are not limited, to the following:

- *Strathcona Plan* (1992)
- *Strathcona Policies* (1992)
- *Strathcona/Kiwassa RT-3 Design Guidelines* (1992)



Character homes in Strathcona



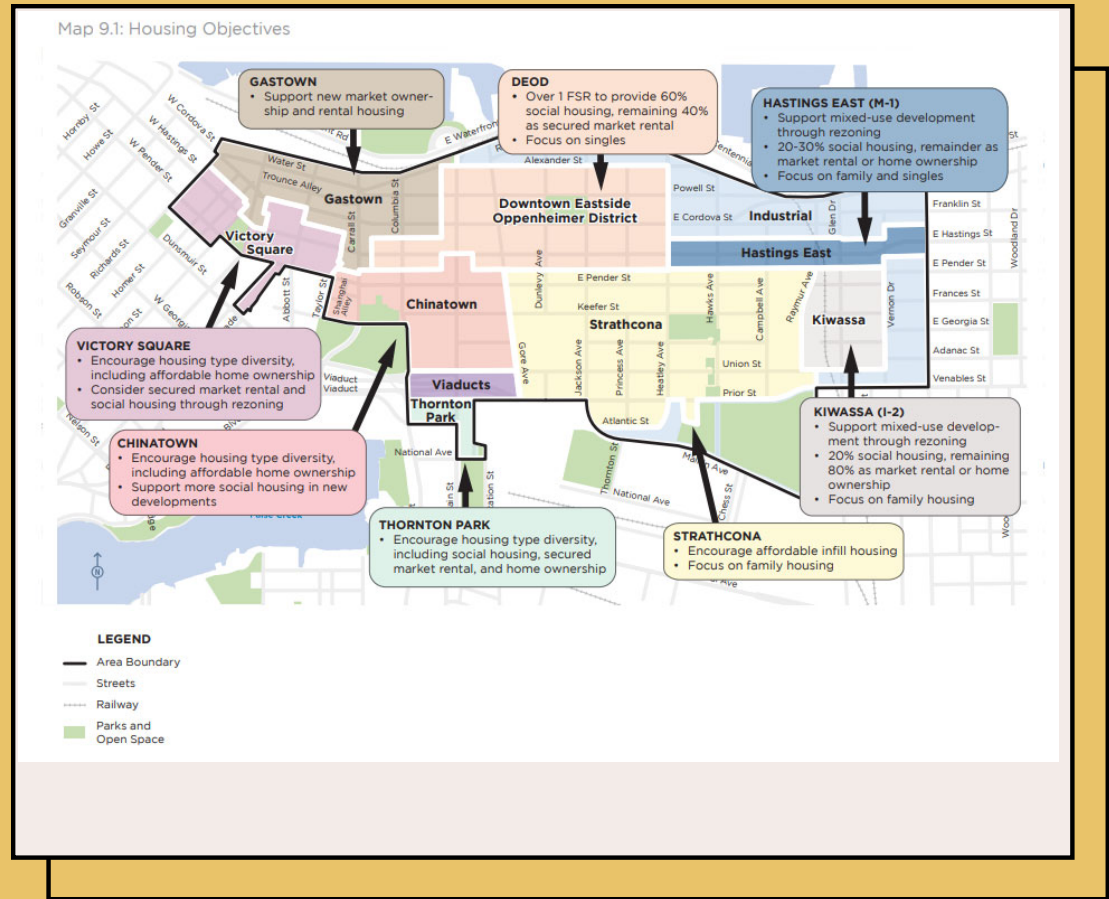
1902 Heritage house affectionately called 'The Principal's House' as it was home to Gregory Henry Tom, principal of Strathcona School until 1911.

This CD-1 Application does not meet the COV objectives of the Strathcona Housing Policy:

1. Encourage affordable infill housing\*
2. Focus on Family Housing

\* Definition– *housing that "fits within" an existing neighborhood without significantly altering its character or appearance*

Source: <https://www2.gov.bc.ca/gov/content/housing-tenancy/local-governments-and-housing/policy-and-planning-tools-for-housing/infill-housing>

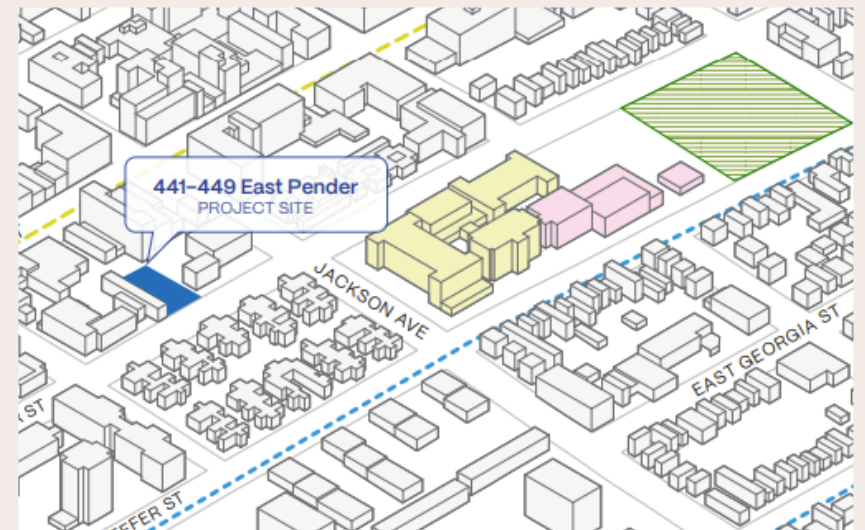


# Rezoning RT-3 to CD-1

The notion of “Distinct Neighbourhoods” was an intentional urban planning decision formalized through the DTES Plan, which created separate zoning areas under the City’s Zoning By-laws.

The starting point is that development applications (including new construction) are subject to the requirements of the RT-3 District Schedule under the City’s Zoning and Development Bylaw.

The subject Sites fall within the RT-3 area, which is primarily focused on “family and infill housing”.



CD-1 rezonings are, by definition, not compliant with the existing zoning for an area and require a custom assessment. Approval of a CD-1 proposal requires City Council to pass a new by-law for site-specific use and development. A public hearing is required.

# Zoning By-Law: RT-3

- “The intent of this schedule is to encourage the retention of neighbourhood and streetscape character, particularly through the retention, renovation and restoration of existing character buildings.”
- “Redevelopment is encouraged on sites with existing buildings of style and form that are inconsistent with the area’s pre-1920 architecture. **Emphasis is placed on the external design of additions to existing buildings and new buildings to encourage the preservation of the historic architectural character of the area.** Floor area incentives are included to achieve the creation of affordable housing and the rehabilitation of original buildings that are important to the neighbourhood’s character.”

**ASSESSMENT: The CD-1 Application does not meet these objectives.**

# Official Re-zoning policy: DTES

(updated July 2024) Planning in the DTES strives to ensure that:

- The diverse, mixed-income neighbourhoods **maintain their distinct character and roles**;
- **The area remains mixed-use**, allowing residential, commercial, industrial, civic, and institutional uses, as well as parks and open space;
- Building height (including historic height) and scale remain generally low-to mid-rise, with new **development informed by the unique heritage character**;
- **Ongoing community involvement** in planning of the area is supported;
- Housing and amenities are prioritized in new development; and
- **Growth is directed to suitable locations to enhance the area overall.**

# Rezoning Policy: Strathcona

## 2.5 Strathcona

- In Area 'D', of Map A, rezoning applications for residential development will be considered for increasing the heights and densities from what current zoning permits subject to one of the following conditions being met:
  - (a) where the site is an existing social housing site and the amount of social housing is being increased; (**X - the site is comprised of three bare land parcels**)
  - (b) where the site is fronting on Gore Avenue and all of the residential use is for social housing or secured market rental housing. (**X - does not apply**)

**ASSESSMENT: Permitted height in Strathcona = up to 3 stories (conditional)**  
**This Rezoning Application (73'10" ft) does not satisfy the pre-conditions of the bylaw**

# Strathcona - RT-3 Zoning

- Micro-units / supportive housing – neither are an outright approved use for RT-3.

3.1.1.1 **The maximum floor space ratio is 0.60**, except that:

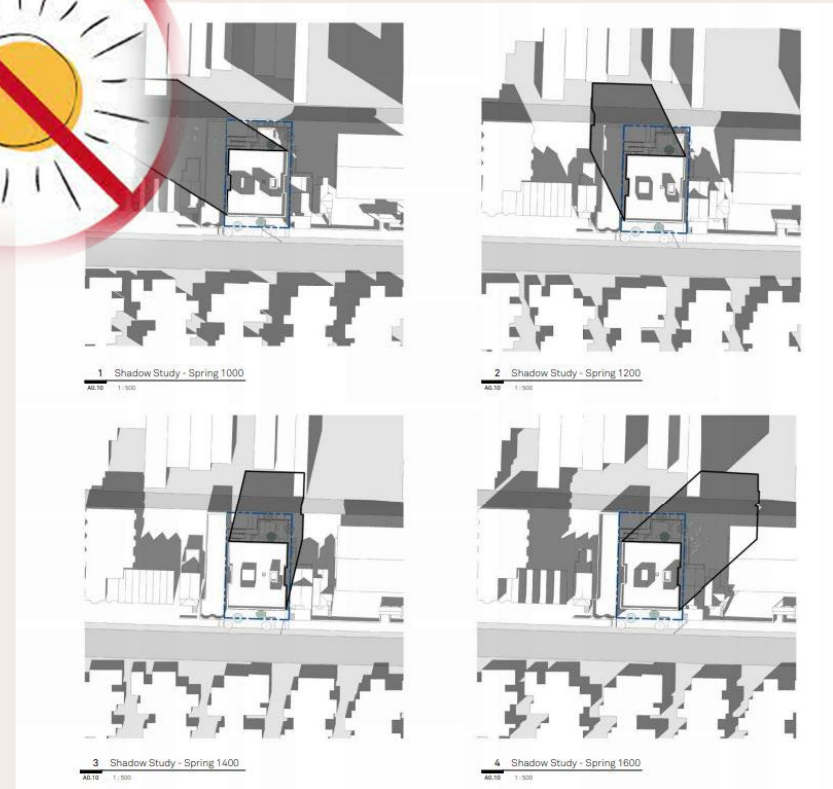
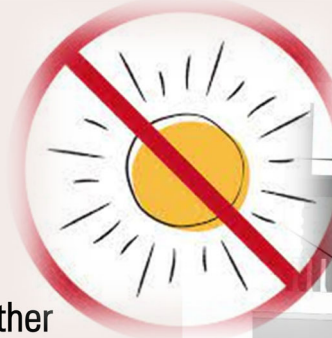
(a) for multiple dwelling, duplex, single detached house, single detached house with secondary suite, multiple conversion dwelling, seniors supportive or independent living housing, rooming house, or a development with more than 1 principal building, the **Director of Planning may increase the permitted floor space ratio to 0.75; [...]**

if the Director of Planning considers: **the height, bulk, location and overall design of the building or buildings and their impact on the site, surrounding buildings, streets and existing views; the amount of open space; the preservation of the character and general amenity desired for the area; and the intent of this schedule and all applicable Council policies and guidelines**

**ASSESSMENT: Permitted FSR in Strathcona = 0.6 (standard) – 0.75 (discretionary)  
This Rezoning Application is 3.04 FSR = more than 3x the permitted density**

# Negative Impacts of the Proposed Density, Scale & Massing

- Situated mid-block, this **height and massing deprives other surrounding properties of access to daylight** to indoor living spaces and required outdoor yards (*see: Access to Daylight, Views and Ventilation Bulletin, Vancouver Director of Planning*)
- **The applicant has not accounted for the negative impacts of noise, nuisance, loss of privacy and security to surrounding properties**
- The application proposes inadequate / inappropriate outdoor amenity space and does not meet minimum parking requirements
- **The unit sizes are smaller than required under standard micro-dwelling requirements** (standard is 29.7m<sup>2</sup> vs. 23.9m<sup>2</sup> proposed)
- Bulk storage requirements for micro-dwellings are not met.
- The application **does not comply with RT-3 Maximum Site Frontage and seeks an exemption to the parking bylaw.**



**ASSESSMENT: The Rezoning Application does not respect the existing character of the neighbourhood or promote livability and well-being for neighbours.**

**Assessment:** This CD-1 is a Major Rezoning that does not comply with zoning by-laws or rezoning policy.

In Vancouver, the authority to regulate land use is granted by the Vancouver Charter. The Charter is a provincial statute that specifies the types of by-laws the City can enact and what the by-laws can regulate.

In keeping with the authority granted by the charter, the Zoning and Development By-law establishes regulations for the development of land in Vancouver.

## WHY DOES THIS MATTER?

Allowing non-compliant rezoning applications to be submitted and move forward to public hearing is a waste of (publicly-funded) City resources and places an unfair burden (time, stress, financial impacts) on existing neighbourhood residents, property owners, community groups and local businesses. This period of uncertainty can last from months to years.

All residents and property owners of Vancouver should be able to rely on the reasonable expectation that developers will be required to adhere to existing zoning laws and policies and that the City will enforce and follow Council-approved Local Area Plans and by-laws.

## Respecting the unique character and history of Strathcona's Heritage Assets

*The Director of Planning may refuse to issue a development permit if, in the opinion of the Director of Planning, the proposed action authorized by the permit would detract from the heritage value or heritage character of protected heritage property ...*

See: **Considerations under 3.1 of the Heritage Procedure Bylaw**

Properties listed on the VHR are formally recognized by Council for their heritage value in accordance with the City's Heritage Evaluation Methodology

See: <https://www.heritagesitefinder.ca/location/451-e-pender-st-vancouver-bc>



Requested Height  
22.5 meters  
(equivalent to  
6-7 storey height)

**ASSESSMENT:** The Pack Builders approach to “maximize value and optimize space for the modern-day builder” would have the obvious result of detracting from the surrounding heritage and character by overwhelming the streetscape with a 23-28m (equivalent to 6-7 stories) pre-fabricated steel construction building

(photo source: Application Booklet – NB: image scale is unverified)

**ASSESSMENT:** The Referral Report has failed to identify or mitigate risks of the rezoning related to heritage preservation of surrounding properties. Staff failed to submit this rezoning for Urban Design Panel Review.

451 E Pender is a wood frame multi-dwelling conversion (3-unit strata townhouse) consisting of two- and three-bedroom units.

**Allan Diamond Architects –**

*Received the City of Vancouver Heritage Award (1992) for the Restoration of 451 East Pender Street, Vancouver, British Columbia*

The historical significance of the Property has also been documented (see website: [451 East Pender Street | Changing Vancouver](#))



# Strathcona: vulnerability to devastating fires

"We know that in the Strathcona neighborhood, there are a lot of older homes that are really tightly, tightly spaced and that's always a worry when we have a fire started in this neighborhood especially..."

...the neighboring two homes [...] were exposed to fire on the outside, and [it shows] how quickly it spreads to the roof and structures of the building. It's reaffirmed how dangerous fires on the outside can be."

- VFRS Chief Karen Fry (2023)

## East Vancouver home under renovation burns down after early morning fire

Ten residents were displaced and a cat rescued in the Strathcona neighbourhood fire.

By Cheryl Chan, John Mackie  
Published Jan 25, 2023 3 minute read Join the conversation



*"This is the kind of stuff that Strathcona nightmares are made of because the houses around here are so close together,"*

– Pete Fry, City Councillor  
(Vancouver Sun, January 25, 2023)

## Cigarette caused fire that destroyed 3 homes in East Vancouver, fire department says

11 people displaced by Oct. 7 fire in Strathcona; VFRS posts reminder to properly extinguish smoking materials

CBC News - Posted: Oct 31, 2024 10:44 AM PDT | Last Updated: October 31, 2024



Vancouver Fire Rescue Services received reports of a blaze in East Vancouver's Strathcona neighbourhood just after 8 p.m. PT Monday. (raegiri88/X)

*"One cigarette butt, one ignition source can cause a lot of destruction"*

- Fire Capt. Matthew Trudeau  
(CBC Article, Oct 2024)

# VFRS: Life/Safety Risks

There have been several serious fires in the Strathcona neighborhood over the past five years.

The Fire Department has recognized several risk factors salient to the DTES and has identified strategies to enhance community safety and public education

## STRATEGIC OBJECTIVE AND DELIVERABLES NO. 5 ~ ENHANCE COMMUNITY SAFETY AND PUBLIC EDUCATION

### E.1 ~ Address Fire and Life Safety Hazard Concerns

- o Continue Fire Life Safety support for Vancouver Residents and Visitors
- o Collaborate with relative partners on identifying encampments and unhoused populations to reduce risks and track progress (e.g. GIS)
- o Capture and review data regarding the vulnerable communities and fire risks

### E.2 ~ Support Communities at Risk

- o Identify and address potential fire hazards and other safety concerns. Target specific at-risk communities and outreach to diverse communities
- o Implement a corrective action program to address false alarms and explore the use of new technologies
- o Manage vacant properties to mitigate fire risks

### E.3 ~ Ensure Fire Safety Standards and Regulatory Compliance

- o Ensure compliance and "Enforce" BC Fire Code / CoV Building and Fire Bylaw through council approved changes (e.g. sprinkler isolation valves, alarm systems, vacant properties)
- o Increase inspections and necessary enforcement of at-risk SRO buildings
- o Assisting to streamline the review and approval process for development and occupancy permits

### E.4 ~ Increase Partner Relations and Engagement

- o Continue to build relationships with housing stakeholders (e.g. BC Housing) and community partners to better share the responsibility of public safety
- o Work with Inter-Governmental partners to create appropriate regulations to address emerging risks (e.g. lithium-ion batteries, lockable lighters)
- o Continue working with the Province and other partners (e.g. VCH, ACCS) to address fire risks related to mental health and the Opioid crisis

### E.5 ~ Promote a Safer Community Through Education

- o Advance mitigations to prevent fires in encampments and single-resident occupancy units by delivering education programs for managers in the SROs
- o Expand the scope of the train-the-trainer model, training residents on fire prevention to private and government supported SROs (e.g. SRO Collaborative, residents with disabilities)
- o Implement the province' Fire Smart program to educate and prepare residents for urban interface fires

## Relevant VFRS Statistics:

For the first three years of the mental health and opioid overdose crisis, the number of [SRO] fires hovered consistently at slightly over 100 incidents annually. This spiked to 169 incidents in 2019, 202 incidents in 2020, 254 incidents in 2021, and 223 incidents in 2022 - *Source: DH Urbanized Article, January 30, 2023*

*Strathcona Fires – Origin and Investigated Cause - VFRS Statistics 2020 – 2024*

Year	Fires	Outdoor	% Outdoor	Incendiary	% Incendiary
2020	548	375	68 %	148	27 %
2021	574	377	66 %	149	26 %
2022	675	434	64 %	162	24 %
2023	922	637	69 %	255	28 %
2024	878	638	73 %	237	27 %
<b>Total</b>	<b>3,597</b>	<b>2,461</b>	<b>68 %</b>	<b>951</b>	<b>26 %</b>

Definitions: "incendiary fires" are determined to be intentionally lit  
 "smoker's materials" includes drug use material and/or cigarettes



# Strathcona:

From the total fires reported in the 5-year period (2020 – 2024) that had an identifiable cause, **65% or 2,339 fires were caused by smokers' materials**, 8.2% of fires were caused by a Lighter, and 6.7% of fires were caused by cooking.

*(VFRS Statistics, 2025)*



# This CD-1 Application should be rejected outright:

The built form is incompatible for the Site and Strathcona's RT3 zoning & neighbourhood

This Project does not advance the City's current policy initiatives for Strathcona and the DTES

This development is insensitive to safety / public realm concerns for seniors, residents and children

Trusted "good-neighbour" operators are crucial for social housing in family-oriented residential areas

**The City just unlocked 144 25 ft sites in the DEOD /Thornton Park area for this type of micro-unit development**

February 26, 2026

Mayor and Council  
Vancouver City Council  
City of Vancouver  
453 West 12th Avenue  
Vancouver, BC V5Y 1V4

**Re: CD-1 Rezoning Application – 441 East Pender Street**

Dear Mayor and Councillors,

We write on behalf of the owners of Strata Plan LMS318, the property immediately adjacent to the east of the subject site at 441 East Pender Street.

As the most directly and materially impacted neighbours, we respectfully submit that our concerns warrant careful and serious consideration. **We do not support this application in its current form. A CD-1 rezoning is an exercise of Council’s highest discretionary land use power. Where spot rezoning is contemplated, particularly in a stable residential and heritage context, Council must weigh the impacts on immediately affected property owners with heightened scrutiny.**

All current owners within the strata reside in our homes at 451 E Pender Street. We are not absentee landlords or property investors. Ours is a small, close-knit residential community that includes two families with preschool-aged children. The secured housing mix, building scale, and public realm impacts of any new development immediately adjacent to our property will have direct and significant effects on our children’s daily quality of life, safety, and sense of security.

We acknowledge the housing pressures facing the city and recognize that this site is currently under-utilized. Red Clover community garden used to thrive on part of the site until tax complications for the previous property owner signalled the end of that community serving arrangement approximately 6 years ago. We agree that this land should be developed for housing or an appropriately considered mix use; however, this application raises significant unresolved concerns regarding heritage protection, livability, neighbourhood fit, and procedural fairness throughout the rezoning application process.

**1. Direct Impacts on a Listed Heritage Property**

Our property is one of Vancouver’s last remaining Queen Anne Victorian homes dating from the late 1880s. It is listed on the Vancouver Heritage Register for its architectural and historical significance. As outlined in the attached Statement of Significance (Appendix A),

the home is a rare surviving example of early residential development in Strathcona and retains defining elements of the Queen Anne style.

Beyond its architectural value, the property holds important intangible cultural significance as the childhood home of Tilly Rolston — one of British Columbia's early women legislators and the province's first female Cabinet minister, who served as Minister of Education from 1941 to 1945. The social history embedded in this home, including its ownership by the Eng family, and historical use as a boarding house, forms part of Strathcona's cultural fabric.

Heritage value includes not only the structure itself, but also its context, scale, light access, and spatial relationships. The proposed six-storey mass immediately to the west will materially diminish the heritage setting of this property. The referral report does not meaningfully assess these contextual impacts.

**Sub-Area D of the Downtown Eastside Plan was expressly intended to restore and protect the historic character of Strathcona — Vancouver's oldest residential neighbourhood — from out-of-scale interventions.** The proposed form is inconsistent with Council-approved guidelines intended to maintain and restore heritage streetscapes.

Owners of heritage properties already assume disproportionate stewardship responsibilities. Heritage-listed homes face above-average insurance premiums, higher maintenance costs, and specialized conservation obligations. These burdens are accepted in the public interest of preserving Vancouver's built history. It is therefore especially concerning when adjacent development proposals threaten to erode the contextual integrity of those very heritage assets.

Council's recent decisions to identify several heritage-listed properties in the DTES for redevelopment, following careful Vancouver Heritage Commission assessment, underscore the delicate balance between conservation and growth. That balance requires thoughtful calibration — not the incremental erosion of heritage context through speculative spot rezonings.

## **2. Livability, Privacy, and Built Form Impacts**

The referral report does not adequately assess the proposal's impacts on adjacent residents.

The proposed height, minimal side yard setbacks, and contemplated additional rooftop amenity space will significantly reduce privacy and quiet enjoyment of our property and neighbouring homes of the Mai Dan Coop. Direct overlook into rear yards, shadowing, noise, and activity spillover are foreseeable impacts.

For families with young children, privacy and secure outdoor space are not abstract planning concepts — they are daily necessities. Our rear yard and interior spaces function as primary play areas for preschool-aged children. Increased overlook, noise, and rooftop activity immediately adjacent to these spaces materially alter their safety and livability.

**These are not issues that can be resolved at the Development Permit stage. The site design is constrained.** It is not large enough to accommodate 55 units while also providing compliant setbacks, meaningful outdoor space, and adequate bylaw compliant parking and

storage for the proposed units. The renderings show only a small outdoor amenity facing the alleyway shared with E Hastings Street. A rooftop amenity space would exacerbate privacy concerns and raise legitimate fire-safety risks given the proximity to a late-19th-century wood-frame heritage structure. This form of development is suited to ground-level courtyard common amenity to ensure site security, noise control and privacy.

Absent a fundamental redesign incorporating an internal courtyard and meaningful setbacks, these impacts remain inherent to the proposal.

### **3. Neighbourhood Context and Policy Intent**

Strathcona has historically functioned as a transitional, family-oriented residential neighbourhood. Maintaining a focus on family housing, co-operative housing, and dedicated seniors housing is essential to neighbourhood stability.

The complex socio-economic pressures of the broader DTES already affect daily life in Strathcona. Planning policy has long recognized the need to protect the residential character of Sub-Area D. This proposal disregards that policy intent.

Where secured social housing<sup>1</sup> is proposed in such close proximity to existing family homes, careful consideration must be given to unit mix, management practices, and public realm interface. The impacts are immediate and personal for adjacent residents — particularly children. This applicant has not formally secured a partnership with a trusted non-profit or government partner.

### **4. Speculation and Neighbourhood Risk**

The speculative nature of this rezoning and proposed development creates unacceptable uncertainty for adjacent property owners. The B.C. government has just reallocated \$1.4 billion from its housing strategy, effectively suspending the [Community Housing Fund \(CHF\)](#) and cancelling current funding applications. This project is unfunded.

Spot rezonings that dramatically increase land value should not impose disproportionate burdens on existing residents. Underutilization of land is not, in itself, justification for granting a substantial land lift through a bespoke CD-1 zoning that is incompatible with surrounding heritage context.

The applicant has promoted this building type as a replicable “Powerhouse X” prototype for six-storey micro-dwelling buildings. This suggests a standardized product rollout rather than a neighbourhood-responsive design rooted in site-specific conditions.

Existing homeowners — who live in and steward their properties — should not be required to absorb the stress, risk, and potential financial impacts associated with speculative development experiments.

---

<sup>1</sup> requiring *minimum* units offered at shelter rates and HILs per the DTES plan

## 5. Good Neighbour Concerns

Since acquiring the property, the landowners have permitted commercial and industrial uses - including a construction staging lot - contrary to existing land use designation and bylaws. This does not reflect a good neighbour approach. Discretionary rezonings rely on trust and confidence. Where past compliance has been questionable, Council must apply rigorous oversight.

## 6. Parking and Practical Realities

Street parking in our area is already strained. The DTES Plan changes in the DEOD will exacerbate this strain. If the project is intended for low- and moderate-income rental households, it is unrealistic to assume tenants will not have vehicles. Even modest vehicle ownership among 55 units would significantly increase demand on already limited on-street parking supply.

These impacts affect families, seniors, tradespeople, and visitors who rely on available street parking.

## 7. Process Concerns

We are concerned that this proposal was not referred to the Urban Design Panel. For a project of this scale, directly abutting a listed heritage property and family residences, Urban Design Panel review and a Heritage Impact Assessment are essential.

The absence of these safeguards gives the appearance that rezoning staff have prioritized advancing the applicant's proposal over ensuring a thorough and balanced evaluation. Council must ensure that policy-ineligible CD-1 rezoning applications are evaluated for clear and demonstrable public benefit, and assessed for risk mitigation to surrounding properties.

## Conclusion

We are residents, not investors. We live here and work nearby. Our children play and go to school here. We steward a rare heritage asset here.

Strathcona is not opposed to change. But change must respect adopted policy, heritage value — both tangible and intangible — and the lived experience of those most directly affected.

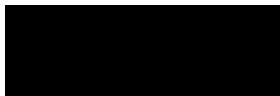
### We respectfully ask Council to:

- **Reject this application outright; or**
- Refer it back to staff with direction to permit the applicant to resubmit a new application on the following conditions being met:
  - the applicant can establish secured development funding;
  - Urban Design Panel review, including a Heritage Impact Assessment;

- A building redesign incorporating policy and bylaw compliant unit mix, minimum unit size and livability standards;
- a CD-1 bylaw that secures the specific permitted dwelling uses to include at minimum 25% family and seniors housing, and restricts the future use from site incompatible social housing typologies;
- Meaningful setbacks to protect privacy and horizontal access to daylight and fire safety to adjacent properties;
- A realistic parking and amenity strategy consistent with bylaw and policy.

Vancouver's limited remaining heritage homes from the 1880s are irreplaceable. Once their urban context is compromised, it cannot be restored. We urge Council to exercise its discretion with care and uphold the policy framework intended to protect Vancouver's oldest residential neighbourhood.

Respectfully submitted,



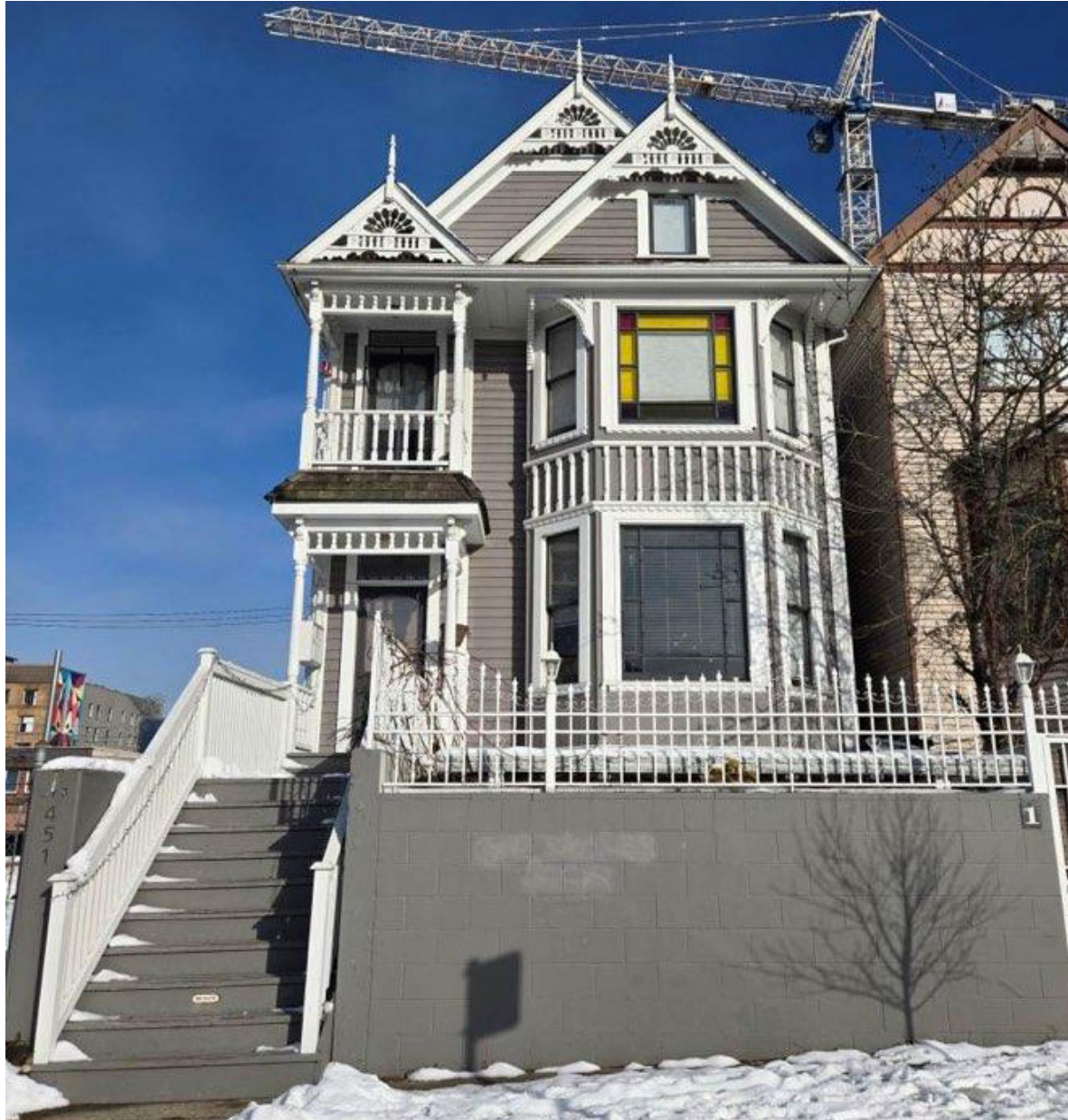
Strata President

The Owners, Strata Plan LMS318



# Statement of Significance

451 East Pender Street, Vancouver, BC :: Cameron House ~ 1889



April 2025

Prepared by:

Elana Zysblat, CAHP - heritage consultant - Ance Building Services Co. Inc.

## Statement of Significance

### Description of Historic Place

The Cameron House is a two-and-one-half-storey wood-frame, Victorian style dwelling. The building is located on the north side of East Pender Street between Dunlevy Avenue and Jackson Avenue, in the Strathcona neighbourhood of Vancouver, B.C.

### Heritage Values

Built in 1889, the Cameron House is valued for its historical association with the early development of Vancouver's first residential neighbourhood, originally known as the East End and later taking the name of the local elementary school, Strathcona. Built during the first phase of development in Strathcona (1886-1892), appealing to the working class for the area's proximity to Hastings Mills and the Burrard Inlet industrial waterfront, as well as for the neighbourhood's relatively low lot prices, the subject house holds historical value as one of the oldest surviving houses in the city. Together with its adjacent neighbour to the east, this house also stands testament to the complete streetscape of 1890s single-family homes that stood here, the vast majority since lost to demolition and redevelopment.

The Cameron House holds historical and social value for its association with two long-term owners, the Cameron Family and the Eng Family. The house was built for Joseph and Janet Cameron, who moved to Vancouver in 1886. The family resided here until 1912 but continued to own the property for several decades. The Eng Family owned the property for 40 years in the second half of the twentieth century.

The Cameron House has historical and social value as an early rooming house, an essential form of housing in the East End before 1900, that became even more prevalent in the early 20<sup>th</sup> century. They predominantly housed seasonally-employed single men, single working women, unemployed workers, and both male and female pensioners - and uniquely at the Cameron House - the boarders were predominantly of Chinese-Canadians heritage. The building's award-winning rehabilitation and conversion in 1992 (under Allan Diamond Architect) into the current 3-unit strata it retains today is a continuation of the property's legacy of adaptation, reflecting the needed and trending forms of housing in the neighbourhood.

The 20-year predominance of Chinese-Canadian tenants followed by 40 years of ownership by the local Eng family illustrates Strathcona's evolution from a multi-ethnic immigrant neighbourhood to a predominantly Chinese neighbourhood just outside of a growing Chinatown. This occupancy pattern stands testament to the prominence of Vancouver's Chinatown (up until the 1980s) and Strathcona's enduring identity as a Chinese neighbourhood.

The building also holds aesthetic value for its vernacular, but rather ornate Victorian design as expressed by its steep, multiple gable roofs with ornate gable decorations, its tall, vertical form with asymmetrical facade and double-height canted bays, its decorative friezes on both of the small porches - all typical of the West Coast, Victorian-era residential design tradition.

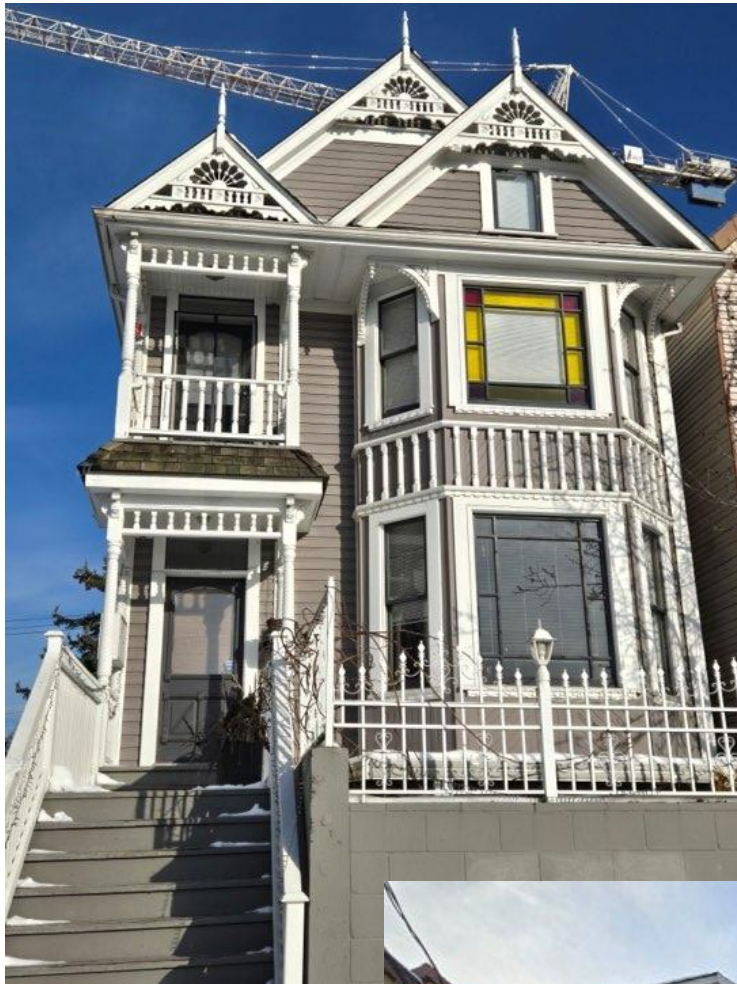
Finally, this historic place holds scientific and environmental value for its traditional construction techniques, its adaptability to a diversity of housing forms over the decades, for its historic, locally-sourced, low energy-intensive materials – their quality, durability and repairability – and for the embodied energy (the total energy expended over the building's 130 years lifecycle) held in the building.

### **Character-Defining Elements**

The elements that define the heritage character of the Cameron House are its:

- Continuous residential use since 1889
- Multi-unit residential use from 1920s to 1940s and since 1992
- Original location on the 400 block of East Pender Street, in the historic Strathcona neighbourhood, just one block east of Chinatown.
- Original siting on the lot, setback from the street in line with its neighbour of the same era
- Residential form and massing
- Wood-frame, wood-finished structure
- Original doors and windows on the front elevation
- Tongue & groove-clad porch ceilings and eaves
- Architectural and aesthetic elements associated with the Victorian architectural style, including:
  - Front-gabled, steeply-pitched roofs
  - Intricate, matching gable ornamentations with finials on all three front gables
  - Horizontal wood siding profile typical of the 1890s
  - Original canted bays with multi-light central windows and double-hung, horned side windows with dentils below sills and ornate brackets at upper bay
  - Decorative spindle-work in porch friezes and between the two bay levels
  - Two small porches, at entrance and at second level, with turned columns and railing spindles, decorative friezes and corbels
  - Original wood front doors with large glazed lights
- Association with the early 1890s house at 459 East Pender Street

**Current Photos**



Front view (south elevation)



Rear view (north elevation)

## Historic Brief

For thousands of years, the Xwməθkwəyəm (Musqueam), Skwxwú7mesh (Squamish) and səlilwətaɬ (Tsleil-Waututh) peoples lived on and traveled through the lands along what is known today as Burrard Inlet. The land currently known as Strathcona and the Downtown Eastside is also known as K'emk'emeláy/qəmqəmələɬp (Kumkumalay, "Big Maple Trees"). It was an important meeting place for Indigenous peoples, a location of spiritual significance and an important resource of food. In the second half of the 19th century, the land was claimed by European settlers, and in 1867, a sawmill was erected at the foot of what is currently known as Dunlevy Avenue. Originally built by Captain Edward Stamp, the plant was sold in 1870 and renamed the Hastings Sawmill Company.

Strathcona (known as the East End until the 1950s) began as a camp of cabins built around the Hastings Mill (see map below). The early neighbourhood served as a hub for labourers migrating from across the country - as well as from China, the U.S. and Europe - who were drawn to Canada's western frontier. In the late 1870s the area was chosen for the terminus of the transcontinental Canadian Pacific Railway, bringing upon it much increased investment and land speculation. Among the land buyers were the Oppenheimer brothers of Victoria, who together with other land owners, would incorporate the Vancouver Improvement Company in 1866, controlling about 1460 acres of land, mostly in the eastern portion of Vancouver - including modern day Gastown - which was incorporated as the City of Granville one year after their company, in 1867.

By the early 1890s, Strathcona had established its character as a working-class neighbourhood: the houses - located mainly on twenty-five foot lots - were relatively cheap and various types of employment such as Hastings Mill, the docks and wharves, and the sugar refinery, were located within walking distance; the Georgia Streetcar ran from Main Street to Victoria Drive every twenty minutes.

As a result of the mass influx of workers and their families to this bustling area, Strathcona was the location of Vancouver's first school: Hastings Mills School. So many new families were arriving to live and work here that in 1887 - the East End School, with a capacity of 250 students, was built to replace it at Jackson and Cordova. The population quickly outgrew this building too, resulting in the 1891 brick school still standing at the highest point of land in the neighbourhood, at Jackson and Pender, across the street from the subject building. The school was renamed in 1900 for CPR director Lord Strathcona - Sir Donald A. Smith - a name that would be projected onto the entire neighbourhood several decades later.

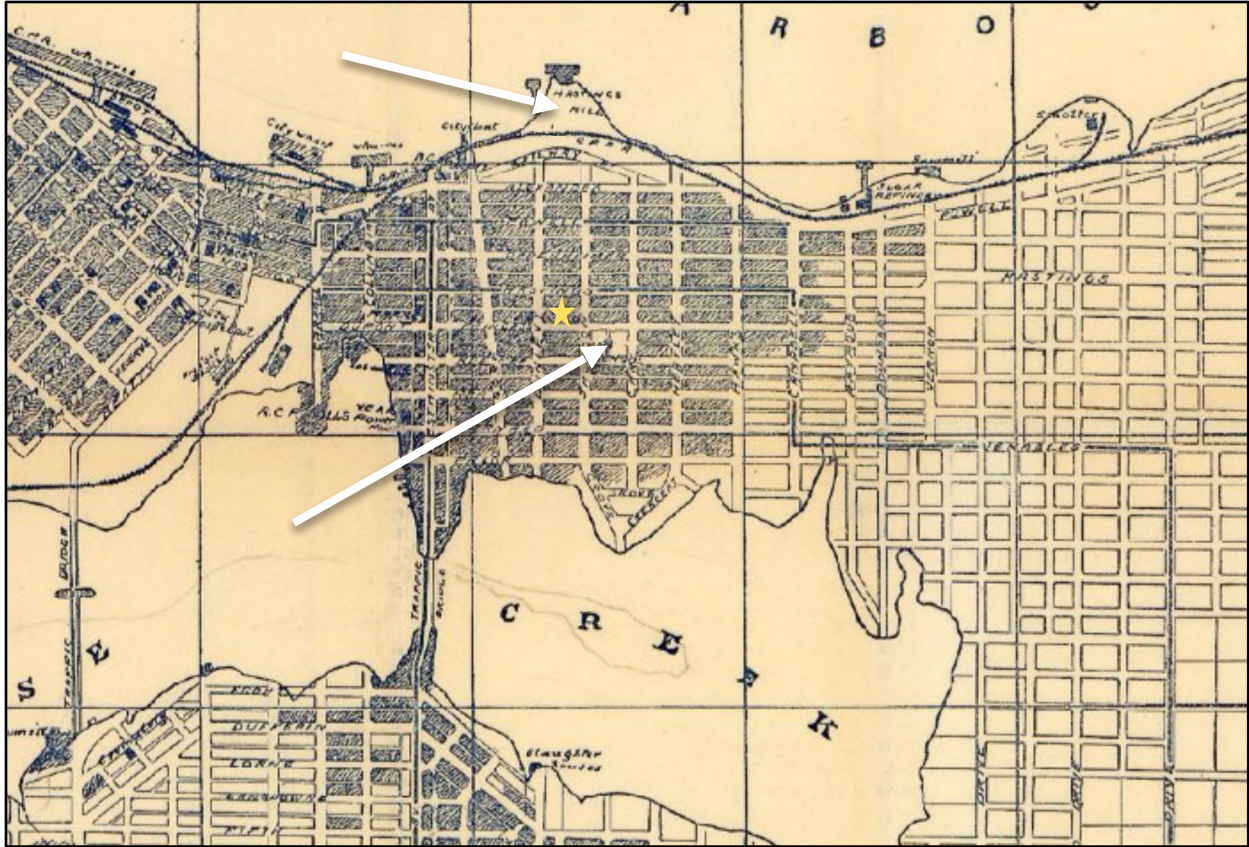
Strathcona was a cosmopolitan neighbourhood. Directory listings show a surprising variety of surnames and ethnic origins on every single block, leading to the Strathcona school eventually becoming known as 'the league of nations', home not only to immigrants from China and Japan but to Eastern European, Italian, Scandinavian, Jewish, African, and Indian immigrants as well.



Side view (east elevation)



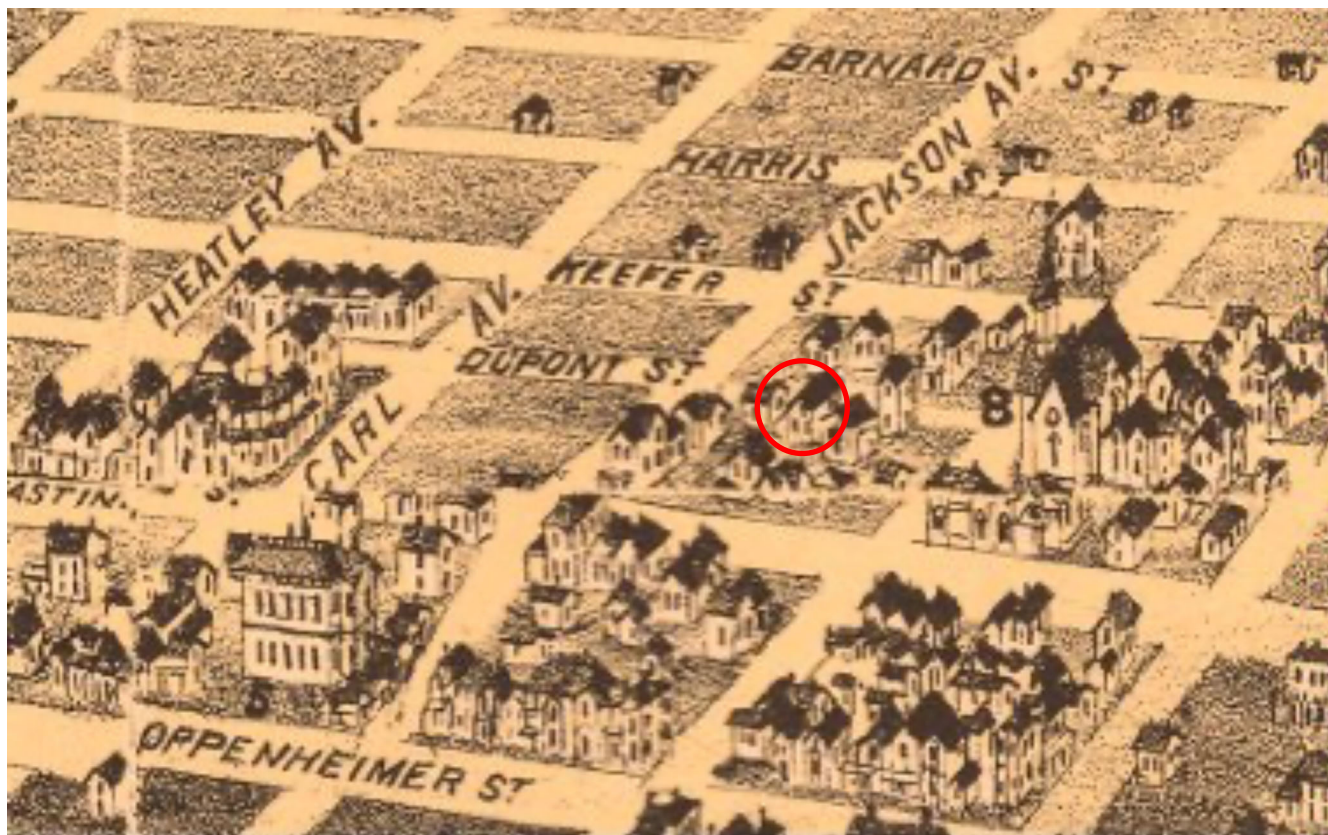
Side view  
(west elevation)



Detail from the 1893 Pocket Map of Vancouver. The subject building's location is marked with a star. Hastings Mill and Strathcona School are marked with arrows. Source: CVA, AM1594 MAP 3.

By the 1950s, Strathcona was aging and was considered a slum by City Hall. Three key communities who had been stable and prominent contributors to the neighbourhood had recently left: The Japanese had been forcefully removed during WWII, the Jewish community had migrated to the Oak Street area and the Italian community was moving east, to Grandview and Burnaby. The City planned to demolish a large portion of the neighbourhood and build new apartment complexes as part of an urban renewal scheme. Redevelopment of the area in the early 1960s involved the demolition of several blocks of houses.

Further 'modernization' plans for the City included a proposed interurban freeway that would demolish more of Strathcona and much of Gastown and Chinatown. The first part of the freeway, the Georgia Viaduct, was completed, and effectively destroyed a section of Strathcona called Hogans Alley, which was Vancouver's predominantly black neighbourhood. The freeway plan itself was eventually cancelled due to Strathcona resident protests in which residents from all backgrounds, led by local Chinese families, got together to save their neighbourhood. More recently, the neighbourhood has begun a slow gentrification process as many of the houses are being restored.

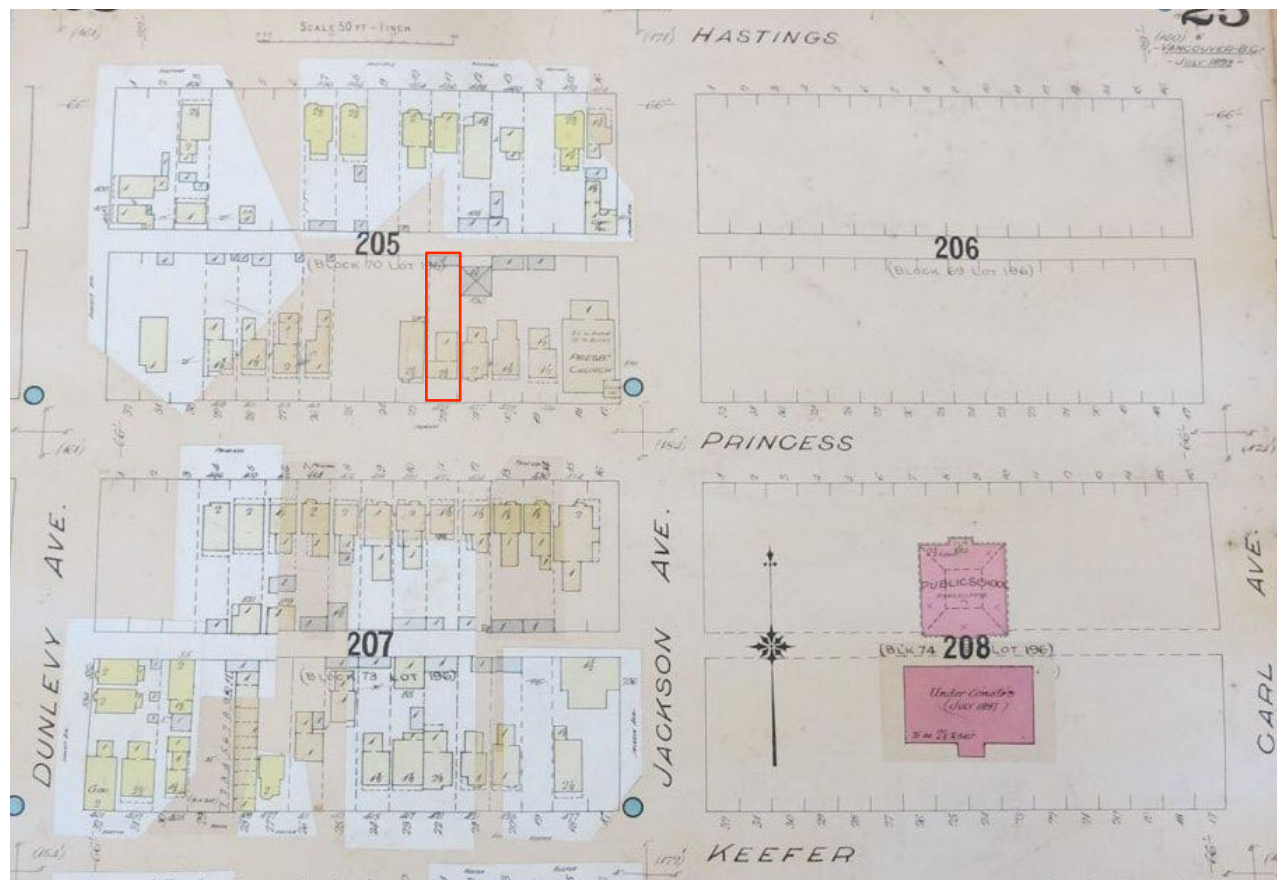


Left: Crop from birds-eye-view map, 1890. The subject house is located on what was then called Dupont Street between Dunlevy and Jackson Avenues, and is circled in red.

Source: UBC Open Collections, "Courtesy of Map Division, British Columbia Provincial Archives", 1890.

451 East Pender Street

Originally listed in the directories as 523 Princess Street, the subject building was built in 1889 for the Cameron Family. Joseph (1857-1944) and Janet (Jennie, 1858-1941) Cameron moved in with their daughter Tilly and newborn Olive, and later followed by daughter Grace and son Gordon. The house address changed two more time before it became 451 East Pender Street. Between 1892 and 1902, the house was listed in the directories as 425 Princess Street, and between 1903 and 1907, as 451 Princess Street.



Fire insurance plan of Strathcona, 1893. The subject property is outlined in red. The large pink-coloured building located to the southeast of the subject house is the Strathcona School (at the time know as there East End School), located on Princess Street between Jackson and Carl Avenues. Source: 1893 Goad's Atlas for Vancouver (Hard Copy) held at Vancouver Archives.

Joseph Cameron worked at the Royal City Mills for 25 years (located on Carrall Street), was a partner with the W.W. Stuart Lumber Co. for eight years, and finally worked another 25 years as an engineer for the Provincial Court House.

Daughter Tilly married Fred Rolston, worked as a teacher and later made a career in local and provincial politics. She was involved with the Vancouver Council of Women, the Canadian Society for the Control of Cancer, and numerous other community organizations, as well as on



Tilly Rolston, 1952.

Source: [thecanadianencyclopedia.ca](http://thecanadianencyclopedia.ca), courtesy of Legislative Assembly of British Columbia.

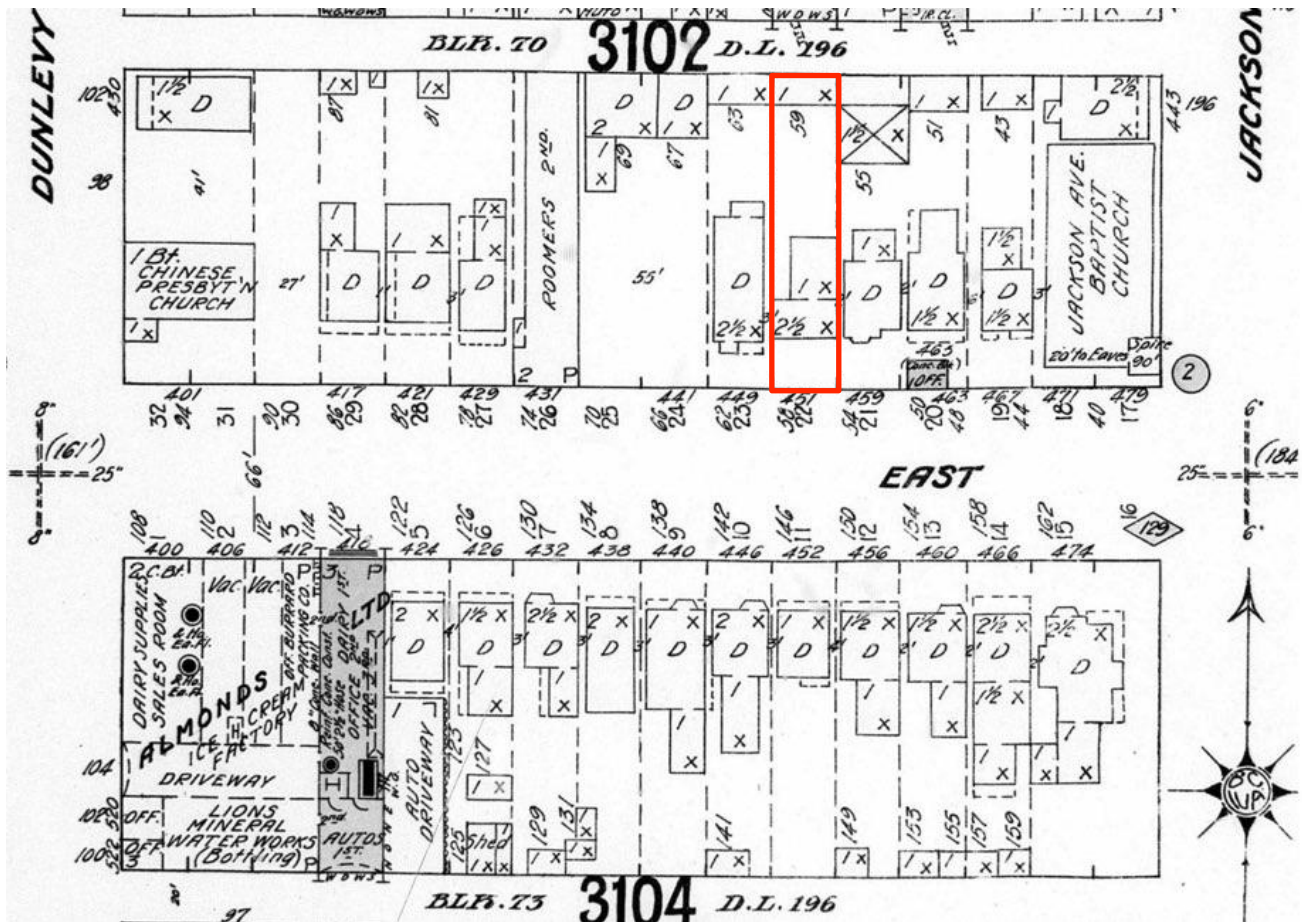
the Boards of the PNE and the Vancouver Symphony Orchestra. In 1938, Tilly was elected to Vancouver's Parks Board. Two years later, she was the founding chairman of Vancouver's Theatre Under the Stars. In 1941, Tilly entered Provincial politics as the Conservative member for Vancouver-Point Grey. She was re-elected in 1945 and again in 1949 as a member of the Coalition party. Despite being diagnosed with cancer in 1951, she was elected again in 1952 in W.A.C. Bennett's first Social Credit government, in which she took the position of Minister of Education. She was British Columbia's (and Canada's) first woman cabinet minister to hold a cabinet portfolio.

Tilly (1887-1953) was the first woman in BC to receive a state funeral. In 2011, the City of Vancouver named a new street in her honour, Rolston Street.

The Cameron Family moved to 1903 Bayswater Street in 1912 but continued to own the property, likely until Joseph passed away in 1944, three years after Janet had died.

The house became a rental during World War I but soon enough was turned into a rooming house, providing housing for local Chinese-Canadians. By the 1920s, the East End's population was much more multi-ethnic than around the turn of the twentieth century. Local, provincial and federal regulations prior to the Exclusion Act of 1923, which practically barred new Chinese immigrants and made the reuniting of families almost impossible, had already made living in Canada a very difficult and unstable situation for the Chinese. They were not allowed to vote, they were excluded from many venues such as theatres and public pools, they could not study many professions, hire non-Chinese employees or own property outside of Chinatown. The aversion against Asian immigrants is expressed in the city directories of those years. The residents of 451 East Pender between the mid-1920s and mid-1940s were

categorized as "Chinese" or "Orientals", and as a result it is largely unknown who specifically lived at the subject house in those years.



Fire insurance map of Strathcona, 1925-1950. The subject property is outlined red.  
 Source: City of Vancouver Archives, Map 599, 1925-1950.

When the federal Exclusion Act was finally lifted in 1947, and Chinese residents were allowed to buy homes, Strathcona quickly became a Chinese dominant neighbourhood with many Chinese-owned properties. Henry and May Eng moved to 451 East Pender Street in the mid-1940s. Whereas Henry was a Chinese citizen, May was born in Yale, B.C., and had Canadian citizenship, which explains why the family was able to own the subject property before 1947. Their marriage certificate shows that in 1924, and likely in previous years as well, Henry had lived down the block at 463 East Pender.

Henry and May Eng had eight children: five daughters and three sons. Henry and May ran the Vienna Café on East 6<sup>th</sup> Avenue. May passed away at age 65 in 1961 and Henry died 20 years later at age 86. The subject house remained in the family for a few more years.



Photograph of five young Chinese-Canadian men dressed in suits, ca. 1918. Henry Eng stands in the back row, on the right. The other men's names are unknown.

Source: City of Vancouver Archives, AM1688-S1-F1-2021-034.008. Photograph by Yucho Chow.

After a few years of vacancy, an owner in the late 1980s applied for a development permit to convert the house into 3 strata units as per plans by Allan Diamond Architect. This major renovation occurred in 1990-1991 and since 1992 the building has been operating as such with each of the three units sellable with its own title.

#### The neighbouring properties

The former sister house at 449 E Pender was built two years after the subject house, in 1891, and was destroyed by fire in August 1989. Like the Cameron House, this neighbouring house was Chinese-Canadian resided and/or owned from the mid-1920s throughout the majority of the 20th century. As a vacant lot post fire, members of the local community "adopted" the property to set up DTES/Strathcona's first community garden. This eventually developed into a reciprocal shared arrangement between a local faith based group (Jacob's Well / Red Clover) and the Lee family who owned the property until about 2021. Oral histories convey that past owners / residents of the Cameron House were involved with and supportive of the garden and the community-based stewardship of the land, allowing the community garden to access water from the property for several years.

The next door house to the east at 459 E. Pender is the historic Gore House. Today it is the home of the Hoy Ying Association, a Chinese benevolent association active in the city for at least 100 years. Their early records were rescued by historian Paul Yee when their earlier building was demolished, and are now in the City Archives.

## Archival Photographs



Left: Photograph of the subject house, 1970. Right: Close-up of the front entry. 1970.  
Source: City of Vancouver Archives, AM957-S2: East Pender Street Properties, 1970.



Left: Photograph of the subject house, 1986.

Source: City of Vancouver Archives, COV-S639-2-F44-: CVA 791-1258.



Watercolour drawing of the houses at 449 East Pender Street (left, now demolished after a 1989 fire) and the subject house at 451 East Pender Street (right).

Source: Michael Kluckner, *Vanishing Vancouver*, 1990.

## Research Findings

**Legal Address:** Strata Lots 1-3, Plan LMS318, District Lot 196, New Westminster Land District (Lot 22)

Sources: BC Assessment (<https://www.bcassessment.ca/>); Goad's Atlas, Fire Insurance Map, 1913.

**Civic Address:** 451 E Pender Street, Vancouver, BC V6A 1V2

Source: BC Assessment (<https://www.bcassessment.ca/>)

**Date of Construction:** 1889

Sources: City of Vancouver Archives, Water Permit #541 and fire insurance plan 1889; UBC Open Collections, 1890 Birds-Eye-View map.

**Original Owners:** Joseph and Janet Cameron (1889-1940s)

Sources: BC City Directories, 1860-1955 (<https://bccd.vpl.ca/>); City of Vancouver Archives, Water Permit #541.

**Original Architect:** Unknown **Conversion to strata Architect:** Allan Diamond

### Residents/Owners:

1889-1912: Cameron Family

1913: Harry Rogelet

1914-1915: Vacant

1916-1918: Harry Dexter and Myrle Dexter

1919: Z. Neyenaka

1920-1921: Jang Uyneka

\*1921: Fong on Fong

1922-1923: Yee Wong

1924-1945: "Chinese" / "Orientals"

1946-1984: Eng Family

1985-1986: Daniel L. Rowe

1987-1989: L. Howes

1989-1991: Vacant and under construction for conversion to strata units

1991-current: Units 1-3 as per Strata Plan LMS318

1991 strata owners: Harvey Norman Eng, Phyllis Low and Ruby Wong

1993 strata owners: Theresa Wan, Ruby Wong and Michael Andrew Jackson

Sources: Ancestry.ca, BC City Directories / Criss-Cross City Directories, [newspapers.com](http://newspapers.com) and Strata Plan LMS318 Special Resolutions 1991 & 1993

## Research Resources

Ancestry.ca:

- British Columbia, Canada, Death Index, 1872-1990
- British Columbia, Canada, Marriage Index, 1872-1935
- Canada Census, 1891, 1931
- Canada, Find A Grave Index, 1600s-Current
- Canada, Voters Lists, 1935-1980

Allan Diamond Architect architectural drawings (1988) and permit revision drawing (1991) - Strata LMS318 private collection

Atkin, John. 1994. Strathcona: Vancouver's First Neighbourhood. Whitecap Books.

BC Archives

BC Assessment (<https://www.bcassessment.ca/>)

Changing Vancouver (<https://changingvancouver.wordpress.com>)

City of Vancouver Archives:

- Archival Images
- City Directories
- Maps
- Water Permits

Hayes, Derek. 2005. Historical Atlas of Vancouver and the Lower Fraser Valley. Douglas & McIntyre.

Kalman, Harold & Phillips, Ron & Ward, Robin. 1993. Exploring Vancouver: The Essential Architectural Guide. UBC Press.

Kluckner, Michael. 1993. Vancouver the way it was. Whitecap Books.

Kluckner, Michael. 1990. Vanishing Vancouver. Whitecap Books.

MacDonald, Bruce. 1992. Vancouver: a Visual History. Talon Books.

Manitoba Province. Heritage Building Maintenance Manual. [https://www.gov.mb.ca/chc/hrb/pdf/maintenace\\_for\\_heritage\\_bldgs.pdf](https://www.gov.mb.ca/chc/hrb/pdf/maintenace_for_heritage_bldgs.pdf)

Newspapers.com

Roy, Patricia. 1980. Vancouver. An Illustrated History. James Lorimer Limited.

UBC Special Collections:

- Historical Newspapers
- Maps

Newspapers.com

Vancouver Public Library:

- BC City Directories, 1860-1955 (<https://bccd.vpl.ca/>)

<https://vancouvernowandthen.com/posts/459-east-pender-street>

<https://www.redclover.ca/about>

<https://vimeo.com/109866468>

<https://changingvancouver.wordpress.com/2017/10/02/459-east-pender-street/>

Site visits, February and March 2025.