



Committee of the Whole Report For the Meeting of September 27, 2018

To: Committee of the Whole **Date:** September 13, 2018
From: Jonathan Tinney, Director, Sustainable Planning and Community Development
Subject: Development Permit with Variances Application No. 00089 for 2501 Blanshard Street

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, consider the following motion:

“That Council authorize the issuance of Development Permit with Variances Application No. 00089 for 2501 Blanshard Street, in accordance with:

1. Plans date stamped August 9, 2018.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - i. increase the number of buildings permitted on-site by one building for a total of 21 buildings
 - ii. decrease the minimum unit floor area from 33.0m² to 29.5m²
 - iii. decrease the north side yard setback from 4.85m to 2.40m.
3. The Development Permit lapsing two years from the date of this resolution.”

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Community Plan*. A Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the establishment of objectives for the form and character of intensive residential development, a Development Permit may include requirements respecting the character of the development including landscaping, and the siting, form, exterior design and finish of buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit Application for the property located at 2501 Blanshard Street. The

proposal is to construct a three-storey, multi-unit residential, affordable rental building on the northern portion of the property.

The following points were considered in assessing this Application:

- the proposal provides 21 affordable rental units, which is consistent with the *Official Community Plan* (2012) as it expands the range of housing in the neighbourhood
- the proposal is generally consistent with the *Design Guidelines for Multi-Unit Residential, Commercial and Industrial* (2012), as the building is well-articulated and provides a transition in height from the four-storey building to the east and the two-storey building to the west
- the proposal is scheduled to be presented to Advisory Design Panel on September 26, 2018, which is consistent with the policies found in the *Hillside-Quadra Neighbourhood Plan*
- consistency with other policies and considerations (i.e. Tree Bylaw, Highway Access Bylaw)
- the variance to increase the number of buildings on-site is supportable as it reflects a legally non-conforming condition and has minimal impact due to the large size of the property
- the variance to reduce the minimum unit size is supportable as common amenity space and in-building services are provided to residents
- the variance to reduce the north side yard setback is supportable as it only relates to the entrance canopy portion of the building, accentuating the main entrance and providing a positive street relationship.

BACKGROUND

Description of Proposal

The proposal is for a three-storey, multi-unit residential rental building on the northern portion of the Evergreen Terrace property in the Hillside-Quadra neighbourhood. This area was previously occupied by attached dwellings, which were demolished following a fire.

Specific details include:

- 21 affordable rental units
- three-storey modular construction with pilasters to articulate the front façade
- exterior building materials consisting of primarily hardie board of varying colours
- accentuated main entrance
- vehicle and bicycle parking in excess of Schedule C minimums
- two rain gardens at the front of the building
- rear patios constructed of pavers
- concrete pedestrian walkways.

Variances are required for the number of buildings on site, unit floor area, and north side yard setback.

Affordable Housing Impacts

The applicant proposes the creation of 21 new residential units, all of which are to be affordable, which would increase the overall supply of housing in the area. A Housing Agreement is not being proposed at this time.

The 21 units would provide housing that is subsidized and have on-site supports, including 24/7 staffing. The units would be operated for five years in partnership with the Aboriginal Coalition to End Homelessness.

Sustainability Features

As indicated in the applicant's letter dated July 24, 2018, the following sustainability features are associated with this Application:

- the building will have the following rating systems applied: Step Code 3, ENER-Star, Living Building Challenge 3.0, BC Housing Modular Guidelines
- triple glazed windows
- LED lighting with sensors
- use of modular construction, which reduces construction waste
- low flow water and shower fixtures
- rain gardens at the front of the building and no irrigation system
- raised planters for residents to use for outdoor gardening.

Active Transportation Impacts

The Application proposes the following features which support active transportation:

- 21 long term bicycle stalls located in a secure accessory building at the rear of the primary building
- 9 short term bicycle stalls located at the front of the building.

Public Realm Improvements

No public realm improvements are proposed in association with this Development Permit Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings. The pathways surrounding the proposed building are designed to be accessible and there is one accessible unit on the ground floor.

Existing Site Development and Development Potential

The site is presently a 20-building multi-unit development consisting of attached dwellings and low-rise apartments. Under the current R3-2 Zone, Multiple Dwelling District, the property could be developed at a density of up to 1.6:1 floor space ratio (FSR) and with only one multi-unit residential building permitted on-site.

Data Table

The following data table compares the proposal with the existing R3-2 Zone, Multiple Dwelling District. An asterisk is used to identify where the proposal is less stringent than the existing Zone.

Zoning Criteria	Proposal	Existing Zone
Site area (m ²) – minimum	31602.83	920.0
Number of buildings – maximum	21 *	20 (due to legal non-conformity)
Density (Floor Space Ratio) – maximum	0.50	0.90
Total floor area (m ²) – maximum	15939.40	28442.55
Lot width (m) – minimum		
Height (m) – maximum	9.70	18.50
Storeys – maximum	3	n/a
Site coverage % – maximum	20.40	30.0
Open site space % – minimum	> 30.0	30.0
Unit floor area (m ²) – minimum	29.5 *	33.0
Setbacks (m) – minimum		
Front (Blanshard Street)	17.35	9.00
Rear	15.31	4.85
North side (Hillside Avenue)	2.4 * (entrance canopy)	4.85
South side (Bay Street)	n/a	4.85
Parking – minimum	158	92
Visitor parking	20	20
Bicycle parking stalls – minimum		
Long Term	21	21
Short Term	9	6

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, on September 6, 2018 the Application was referred for a 30-day comment period to the Hillside-Quadra CALUC. At the time of writing this report, a letter from the CALUC had not been received.

This Application proposes variances; therefore, in accordance with the City's *Land Use Procedures Bylaw*, it requires notice, sign posting and a meeting of Council to consider the variances.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan* (OCP) identifies this property within Development Permit Area 16: General Form and Character. The objectives of this DPA are to integrate multi-unit residential buildings in a manner that is complementary to and enhances the established place character in a neighbourhood through high quality architecture, landscape and urban design that responds to each setting, and human-scaled design.

The overall height of the building provides a transition from the four-storey building to the east (The Summit) and the two-storey attached dwelling to the west. The front façade of the building is articulated through pilasters and varying colours that aid in breaking up the length and overall massing of the building. The front entrance is prominent and accentuated by the entrance canopy, which extends towards to street and provides a positive street relationship.

The proposed landscaping along Hillside Avenue, including two rain gardens, will improve the streetscape and pedestrian experience on the arterial road. The existing tree at the northeast corner of the property will be retained. The applicant proposes additional trees in front of the front façade to provide additional building interest. Permeable surface treatment would be installed on the rear patio.

Local Area Plans

The subject site is designated "Maintain Current Zoning" in the *Hillside-Quadra Neighbourhood Plan*. The applicable policy notes the exterior design of new multi-unit housing should be reviewed by the Advisory Design Panel (ADP) in order to ensure that the "form and materials used are reasonably compatible with those of the neighbours and that the front face of the project contributes to making that portion of the street an attractive, safe and friendly environment." The Application will be presented to ADP on September 26, 2018 and staff's assessment of the front of the building is that it lends itself to a positive street relationship.

Tree Preservation Bylaw and Urban Forest Master Plan

There are no Tree Preservation Bylaw impacts with this Application and there are no impacts to public trees with this proposal.

Regulatory Considerations

There are three variances associated with this proposal, the first being the number of buildings on-site. The R3-A2 Zone only permits one building on-site. In the past, the property had legal non-conforming rights to 21 buildings, but due to a fire that removed an attached dwelling building on the property, the rights continue only to the existing 20 buildings. In addition to the large size of the property, the impact of this variance is minimized by siting the new building on the footprint of the previous attached dwelling building.

The second variance is to the minimum unit size, which would be reduced from 33.0m² to 29.5m². Despite the reduction in size, the livability of the units is being maintained through the

inclusion of amenity space including a common dining area as well as on-site services provided to the future residents.

Finally, a variance is required to permit the entrance canopy extending into the north side yard setback. The actual building face is consistent with the Zone, however the canopy extends within 2.4m of the property line. This canopy accentuates the entrance and improves the street relationship, with little negative impact.

Advisory Design Panel

As per Council's policy, this proposal was given priority status due to its affordability component, and as such the Committee of the Whole date is only one day after the Advisory Design Panel date. Therefore, at the time of writing this report comments from ADP were unavailable. However, staff will provide a verbal update of any comments received from ADP during the Committee of the Whole presentation.

CONCLUSIONS

The proposal is consistent with the relevant design guidelines associated with Development Permit Area 16: General Form and Character. The Application further advances the housing objectives in the OCP relating to affordable rental housing. The variances are minimal and in one case has a positive impact on the building's street relationship. Staff recommend that Council consider supporting this Application.

ALTERNATE MOTION

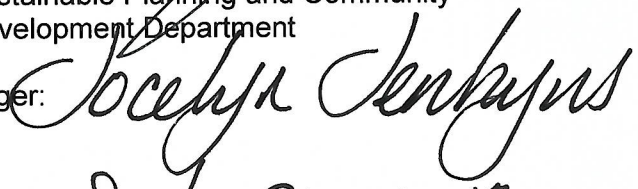
That Council decline Development Permit with Variances Application No. 00089 for the property located at 2501 Blanshard Street.

Respectfully submitted,


Michael Angrove
Planner
Development Services


Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:


Date: Sept. 20, 2018

List of Attachments:

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped August 9, 2018
- Attachment D: Letter from applicant to Mayor and Council dated July 24, 2018
- Attachment E: ADP Report dated September 12, 2018.