



## Committee of the Whole Report

For the Meeting of November 22, 2018

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**To:** Committee of the Whole **Date:** November 8, 2018

**From:** Andrea Hudson, Acting Director, Sustainable Planning and Community Development

**Subject:** Development Permit Application No. 000508 for 926-932 Pandora Avenue

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### RECOMMENDATION

That, subject to the exploration of design revisions to soften the vertical cement panel on the north elevation of the proposed mixed-use building to the satisfaction of the Director of Sustainable Planning and Community Development, that Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00605, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variance Application No. 000508 for 926-932 Pandora Avenue in accordance with:

1. Plans date stamped June 27, 2018.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
  - i. increase the height from 30m to 32.34m for a rooftop mechanical room
  - ii. reduce the front yard setback on Pandora Avenue from 3m to 2.10m.
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 revitalization of an area in which a commercial use is permitted, 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 926-932 Pandora Avenue. The proposal is to construct an 11-storey, mixed-use building consisting of residential and commercial uses. The variances are related to height and a front yard setback.

The following points were considered in assessing this application:

- the subject properties are within Development Permit Area 3(HC): Core Mixed-Use Residential. The objectives of this DPA encourage new mid- to high-rise residential mixed-use and commercial buildings and the protection of views of heritage landmark buildings along Pandora Avenue and Quadra Street from public vantage points. High-quality architecture, landscape and urban design that reflects the function of a major residential centre on the edge of a central business district in terms of scale, massing and character, while preserving a skyline with prominent heritage landmark buildings, is also strongly encouraged in this DPA.
- the design guidelines for *Downtown Core Area Plan* (2011), *Standards and Guidelines for the Conservation of Historic Places in Canada* (2005), *Guidelines for Fences, Gates and Shutters* (2010), and *Advisory Design Guidelines for Buildings, Signs and Awnings* (2006) apply to the development proposal. Overall, the proposal is consistent with the design guidelines.
- the variance to increase the height of the building from 30m to 32.34m in order to accommodate a rooftop mechanical room is supportable and the applicant has introduced some design elements to reduce the visual impact of this element on the roof.
- the variance to reduce the front yard setback on Pandora Avenue from 3m to 2.1m is supportable and triggered by the road dedication being provided by the applicant. The applicant is proposing an active commercial street frontage, which would enhance the overall streetscape and pedestrian experience along this block of Pandora Avenue.

## BACKGROUND

### Description of Proposal

The proposal is for an 11-storey, mixed-use building consisting of commercial and residential uses. Specific details include:

- mid-rise building form consisting of contemporary architectural features, including a flat roofline, contemporary-style windows and materials, and substantial glazing
- exterior building materials consisting of clear vision glass; opaque glass spandrel; pre-finished composite aluminium panel, brick, cedar cladding and soffit; exposed concrete with epoxy coating; wood columns; aluminium and glass guardrails; pre-finished perforated metal screens; coloured glass; translucent glass balcony dividers; vertical wood screen; glass canopy; metal cladding and fibre cement panel
- substantial glazing along the ground-floor commercial space
- building projections over the outdoor areas for weather protection
- coloured glazing to be installed on the building's west stairwell and on windows facing the courtyard on the north elevation to complement the stained-glass windows in the nearby churches
- individual private patio spaces for the townhouse units fronting Mason Street
- the main residential entryway accessed off of Mason Street through a gated, landscaped courtyard which features a timber and glass entry canopy, and a secondary gated entrance off of Pandora Avenue
- roof skylight for natural light into the residential entrance off of Pandora Avenue



- glass canopies above the balconies on the tenth floor
- ground-floor amenity space for residents with access to an interior courtyard space and an operable glass wall to allow activities to extend outdoors under the cover of the building
- green roofs on levels two to five, and an outdoor amenity area on level 10 including an outdoor kitchen and dining area as well as bench seating
- planters and built in wood benches in the outdoor area in front of the commercial space
- permeable surface treatment installed throughout the site
- eight trees to be planted onsite, as well as, new soft landscaping to be installed along the Mason Street frontage extending into the courtyard area and in between the patio spaces for the townhouse units
- the parking ramp screened with climbing vines
- two levels of underground parking with access off of Mason Street
- 178 Class 1 bicycle parking spaces to be located in bike storage areas on the ground level and in parking level 1, and 18 Class 2 bicycle parking spaces to be located near the residential entryways.

The proposed variances are related to increasing the height from 30m to 32.34m and reducing the front yard setback on Pandora Avenue from 3m to 2.10m.

### **Sustainability Features**

The applicant is proposing to incorporate several green roofs throughout the building to help manage storm water and on-site runoff.

### **Active Transportation Impacts**

The applicant is proposing to provide 165 long-term and 18 short-term bicycle parking spaces on-site, which support active transportation.

### **Public Realm Improvements**

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

### **Accessibility Impact Statement**

The British Columbia Building Code regulates accessibility as it pertains to buildings.

### **Land Use Context**

The area is characterized by a mix of residential and commercial land uses.

### **Existing Site Development and Development Potential**

The site presently contains a one and two-storey commercial building and a paid parking lot. Under the current CA-1 Zone, the property could be developed as a five-storey, mixed-used development with ground-floor commercial and residential above.

### **Data Table**

The following data table compares the proposal with the existing CA-1 Zone. An asterisk is used to identify where the proposal is less stringent than the existing Zone.

<b>Zoning Criteria</b>	<b>Proposal</b>	<b>Zone Standard (CA-1)</b>
Site area (m <sup>2</sup> ) – minimum	2600.00	n/a
Density (Floor Space Ratio) – maximum	<b>4.55:1 *</b>	2.00:1
Total floor area (m <sup>2</sup> ) – maximum	<b>11,840.00 *</b>	5351.20
Height (m) – maximum	<b>30 * / 32.34 *</b> (stair access to mechanical)	15.50
Storeys – maximum	10 (building) /11 (stairs to mechanical)	n/a
Site coverage % – maximum	76.90	n/a
Location of residential	<b>Mason Street ground floor *</b>	Second storey and above
<b>Setbacks (m) – minimum</b>		
Street Setback (Pandora Ave)	<b>2.10 *</b>	3.00
Street Setback (Mason St)	3.00	3.00
Side (West)	0.00	0.00
Side (East)	0.00	0.00
<b>Vehicle parking – minimum</b>		
CA-1 Zone	117	88
Visitor parking – minimum included in the overall units	12	8
Schedule C	<b>105 *</b>	154
Schedule C - Visitor	<b>12 *</b>	15
<b>Bicycle parking – minimum</b>		
Schedule C		
Class 1	178	165
Class 2	18	18



## Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, on June 7, 2017 the application was referred for a 30-day comment period to the North Park CALUC. A letter dated June 7, 2017 is attached to this report.

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 3 (HC): Core Mixed-Use Residential. The objectives of this DPA encourage new mid- to high-rise residential mixed-use and commercial buildings and the protection of views of heritage landmark buildings along Pandora Avenue and Quadra Street from public vantage points. High-quality architecture, landscape and urban design that reflects the function of a major residential centre on the edge of a central business district in terms of scale, massing and character, while preserving a skyline with prominent heritage landmark buildings, is also strongly encouraged in this DPA.

In the immediate neighbourhood, the tallest buildings are Our Place, which is six-storeys, and a six-storey mixed-use buildings currently under construction at the corner of Pandora Avenue and Vancouver Street. An 11-storey building along this block of Pandora Avenue would be the tallest building in the vicinity; however, it is consistent with policies. There is a heritage-registered commercial building located at 916 Pandora Avenue (three properties to the west of the subject property), a heritage-designated church located at 1611 Quadra Street (on the corner of Mason and Quadra Streets), as well as a heritage-designated Alix Goolden Performance Hall across the street on Pandora Avenue. From a heritage perspective, the applicant is proposing to use brick cladding for portions of the main floor, in response to the stone and masonry structure of the historic churches. The building's west stairwell, and some of the ground floor windows visible from Mason Street, would feature coloured accent glazing reminiscent of the stained-glass windows in the nearby churches.

Overall, the development proposal is consistent with the design guidelines from an urban design, architectural and landscaping perspective. The applicant has carefully designed the building base to ensure it addresses the human scale at street level on both the Pandora Avenue and Mason Street frontages, as well as, using a variety of materials to accentuate certain architectural elements on the north, south and west elevations. The proposed building is L-shaped, which allows for a private interior courtyard, as well as, a large roof-top outdoor amenity area on the tenth floor. The townhouse units along Mason Street would have large front yard private patio space. As well, locating all the vehicle parking underground allows for the building and landscaping to serve as the focus which enhances the streetscape.

### Downtown Core Area Plan

Overall, the proposal is consistent with the built form policies and design guidelines outlined in the *Downtown Core Area Plan*, 2011 (DCAP). The proposal complies with the street walls and setbacks for wide streets, including the primary and secondary street wall dimensions, as well as, the 1:5 building setback ratio.



The DCAP design guidelines encourage the use of visually lighter coloured materials, excluding reflective or mirrored finishes on upper portions of the building. On the north elevation, the applicant is proposing vertical cement panel that extends up to the eighth storey. To break up this relatively blank façade treatment, the applicant has added some horizontal fins and windows; however, staff still have concerns related to the “heaviness” of this element in relation to the other exterior materials above the second storey and note the addition of windows or other architectural elements may be one approach to break up this section of façade. The wording in staff’s recommendation encourages the applicant to further explore some options to soften the vertical cement panel prior to public hearing.

### **Tree Preservation Bylaw and Urban Forest Master Plan**

Six existing Flowering Cherry trees on city property on the Pandora Avenue frontage would be retained, and three new trees would be planted in the Pandora bike lane median. There are approximately three new trees being proposed along the new Mason Street boulevard. One mature Pine tree on the south-east property line may be removed due to impacts from the construction of the underground parkade. There are no bylaw protected trees affected by this application.

### **Regulatory Considerations**

#### Height Variance

The applicant is proposing to increase the height of the building from 30m to 32.34m in order to accommodate a rooftop mechanical room. With this mechanical room, the building is also considered 11-storeys. Even though the DCAP supports a building height up of to 10 storeys, which is approximately 30m tall, the increase in height is supportable as the applicant has introduced design elements to reduce the visual impact of this element on the roof. Adding habitable floor area above 30m, in the future, would trigger another variance as the proposed height variance is strictly to accommodate a rooftop mechanical room.

#### Front Yard Setback Variance

The applicant is proposing to reduce the front yard setback from 3m to 2.1m on Pandora Avenue. This variance is a result of the 1.38m road dedication being provided by the applicant instead of Statutory Right-of-Way (SRW). If a SRW was provided, then a front yard setback variance would not have been required as the building would be setback approximately 3.48m from the property line. In this context, the variance is supportable, and the applicant is proposing an active commercial frontage in order to enhance the overall streetscape and pedestrian experience along this block of Pandora Avenue.

### **Other Considerations**

The Advisory Design Panel (ADP) reviewed the proposal at the meeting of May 23, 2018. The minutes from the meeting are attached for reference and the following motion was carried:

*“It was moved that the Development Permit Application No. 000508 for 926 - 932 Pandora Avenue be approved:*

*1. subject to the following recommendations:*

- a) introduce non-reflective materials in lieu of spandrel panels;*
- b) revise the 9<sup>th</sup> floor continuous balcony;*



c) *refine both Pandora Avenue and Mason Street streetscapes and entrances; and*

2. *with consideration to the following recommendations:*

- a) *reconfigure the garbage and recycling removal route;*
- b) *consider adding windows to the townhouse bedrooms;*
- c) *review the design of the amenity spaces to improve functionality, privacy and serviceability; and*
- d) *consider the Panel's comments as captured within the meeting minutes."*

The applicant has provided a letter dated June 27, 2018 (attached) addressing each recommendation and consideration provided by the ADP. With respect to the recommendations above, the applicant has reduced the amount of spandrel glass on the building and replaced this material with fibre cement panel. To break up the continuous balcony on the ninth floor, the applicant would incorporate a horizontal fibre cement panel in addition to the metal and glass guardrail system. With respect to the streetscapes and entrances, the applicant has added planters, benches and increased the canopy size at the Mason Street entrance, incorporated different surface treatment at locations along Pandora Avenue, as well as, added a skylight at the Pandora Avenue residential entrance to allow for natural light at the lobby entry.

In addition to addressing the Panel's recommendations, the applicant also took into account the other considerations provided by the ADP. With respect to the reconfiguring the garbage and recycling removal route, the applicant has indicated to staff that locating the garbage and recycling enclosure on the ground-level, in close proximity to Pandora Street as shown on the plans, is the most suitable location for garbage pick-up. Staff have not expressed any concerns with this aspect of the proposal. The applicant has clarified that the room with no windows in each of the townhouse units is a "den" not a "bedroom." With respect to the outdoor amenity space on the tenth floor, the applicant has improved its functionality, privacy and serviceability by adding a washroom and enhancing a privacy screen between the private patio space for the residential unit adjacent the amenity space and the public outdoor space of the building.

Other changes include: the applicant has added glass canopies above the balconies on the tenth floor, provided some landscaping planters on the south-west facing green roof, and revised the west facing balconies to comply with the minimum clearance from a side property line, which is 3.5m as per the *Residential Building Separation Guidelines* in DCAP.

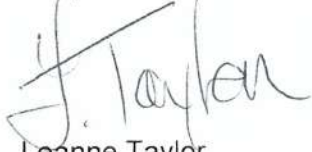
## **CONCLUSIONS**

The proposal to construct an 11-storey, mixed-use building consisting of residential and commercial uses is consistent with DPA 3(HC) and the applicable design guidelines. The height variance is supportable as it is to facilitate the construction of a roof top mechanical room. The request for a front yard setback variance on Pandora Avenue is a result of the road dedication being provided by the applicant; however, the applicant is proposing to enhance the overall streetscape and pedestrian experience along this block of Pandora Avenue, and therefore, this setback variance is supportable. Staff recommend for Council's consideration that the application proceed to an Opportunity for Public Comment.

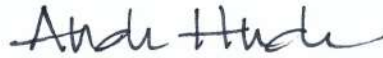
## **ALTERNATE MOTION**

That Council decline Development Permit with Variance Application No. 000508 for the property located at 926 and 932 Pandora Avenue.

Respectfully submitted,



Leanne Taylor  
Senior Planner  
Development Services Division



Andrea Hudson, Acting Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:



Date:

Nov 14, 2018

**List of Attachments:**

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans dated/date stamped June 27, 2018
- Attachment D: Letter from applicant to Mayor and Council dated August 11, 2017
- Attachment E: Community Association Land Use Committee Comments dated June 7, 2017
- Attachment F: ADP Meeting Minutes dated May 23, 2018
- Attachment G: Letter from applicant regarding revisions to the proposal following ADP dated June 27, 2018.