



Committee of the Whole Report

For the Meeting of February 14, 2019

To: Committee of the Whole **Date:** January 15, 2019

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

Subject: **Development Permit Application No. 000536 for 1025-1031 Johnson Street and 1050 Yates Street**

RECOMMENDATION

That Council, after giving notice and allowing for an Opportunity for Public Comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00660, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000536 for 1025-1031 Johnson Street and 1050 Yates Street, in accordance with:

1. Plans date stamped February 4, 2019.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. That Council authorize the Mayor and City Clerk to execute encroachment agreements, to be executed at time of the building permit approval, in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works for:
 - a. building encroachment(s) in the City Right-of-Way
 - b. anchor-pinning in the City Right-of-Way.
4. Final plans to be generally in accordance with the plans identified above, to the satisfaction of City staff.
5. 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 1025-1031 Johnson Street and 1050 Yates Street. The proposal is to construct a twelve-storey, mixed-use building containing ground-floor emergency service functions (firehall and ambulance services), office space and non-market residential housing.

The following points were considered in assessing this application:

- The application is consistent with the *Downtown Core Area Plan (2011)* Guidelines in terms of placemaking and urban design objectives, built form that is complementary to the local context, and design of a positive interface with the public realm and the space between individual buildings.
- The application is consistent with the *Guidelines for Fences, Gates and Shutters (2010)* and the *Advisory Design Guidelines for Buildings, Signs and awnings (1981)* in terms of providing a design that is complementary to the context, comprehensive in approach, and relevant in expression.

BACKGROUND

Description of Proposal

The proposal is for a twelve-storey, mixed-use building containing ground-floor emergency service functions (firehall and ambulance services), office space and non-market residential housing.

Specific details include:

- a twelve-storey, post-disaster building with a four-storey podium and an eight-storey tower
- two levels of underground parking
- a three-storey (including the mezzanine level) firehall and ambulance building
- a fourth-storey for office use
- eight storeys of affordable housing with approximately 130 units, with recessed floors at levels 4 and 12
- an approximate 6m step-back from the face of the podium to the face of the residential building at the fifth level
- common and private patio areas at the fifth level on the north and south elevations
- randomized punched windows on the residential portion of the building
- exterior building materials include dark brick veneer in stack bond, exposed concrete, glazed curtain wall with perforated metal panels and a light-coloured composite metal panel on the residential portion of the building
- landscaping is generally proposed above the podium level on the north and south building elevations.

Affordable Housing Impacts

Affordable housing impacts are discussed with the concurrent Rezoning Application No. 000660.

Sustainability Features

Sustainability features are discussed with the concurrent Rezoning Application No. 000660.

Active Transportation Impacts

The applicant has not identified any active transportation measures associated with this application.

Public Realm Improvements

Proposed public realm improvements are discussed in association with the concurrent Rezoning Application associated with this property.

Accessibility Impact Statement

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

Existing Site Development and Development Potential

The site is presently a surface parking lot.

Data Table

The following data table compares the proposal with the existing R-48 Zone, Harris Green District, the S-1 Zone, Limited Service District; as well as, the *Official Community Plan* (2012) and *Downtown Core Area Plan* policies. An asterisk is used to identify where the proposal is less stringent than the existing zone(s).

Zoning Criteria	Proposal	R-48 Zone, Harris Green District	S-1 Zone, Limited Service District	OCP Policy	Downtown Core Area Plan (DCAP) Policy
Density (Floor Space Ratio) – maximum	5.92	N/A 9.8 Theoretical, 6.96 with guidelines	1.5	5.5	5.5
Height (m) – maximum	43.54 *	27	1.5	45	45
Storeys – maximum	12 *	9	n/a	15	15
Vehicle Parking – minimum	117	0	135	135	135
Vehicle Parking (Offsite) minimum	20	0		135	135
Total Vehicle Parking	137	0	135	135	135

Bicycle parking-minimum					
Long Term	170	0	170	170	170
Short Term	24	0	24	24	24

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the applicant has consulted the Downtown Residents Association CALUC at a Community Meeting held on July 31, 2018. A letter dated November 22, 2018 is attached to this report.

Advisory Design Panel

The Advisory Design Panel (ADP) considered this application at their November 28, 2018 meeting (minutes attached) and recommended in their motion that the application be approved as presented.

ANALYSIS

The *Official Community Plan, 2012 (OCP)* identifies this property within Development Permit Area 3 (HC), Core Residential. The objectives of this designation are to transform the function, form and character of the area through mid-to-high-rise residential, mixed-use and commercial buildings. Applicable design guidelines include the *Downtown Core Area Plan (2011)*, *Guidelines for Fences, Gates and Shutters (2010)*, and *Advisory Design Guidelines for Buildings, Signs and awnings (1981)*.

The *Downtown Core Area Plan (DCAP)* sets out urban design objectives that seek to ensure an attractive, livable urban space while supporting economic viability, sustainability and placemaking. Additional objectives aim to promote contextual design, integrated with its surrounding area that address and respond to future changes in use, lifestyle, economy and demographics.

Building Form, Scale and Massing

Guidelines related to building form and massing are outlined in the OCP to help achieve the urban design objectives. The application includes generously sized sidewalks, street wall proportions similar to neighbouring properties, stepped-back building massing, recessed entries, and a well-defined podium and tower consistent with the streetscape objectives in the guidelines.

Building setbacks from the property line are in excess of those outlined in the DCAP. The ground floor setback is just over six-and-a-half metres from the property line and the majority of the tower portion of the building steps back an additional three metres from the podium, providing over nine metres of setback from the property line. Based on the DCAP guidelines, a zero-lot line setback up to the fourth storey, a three-metre setback to the eleventh storey, and a six-metre setback on the twelfth storey would be consistent with the guidelines.

A realignment of the sidewalk along the building frontage is proposed to provide a paved apron for operational purposes associated with the firehall. This sidewalk realignment would result in

an additional two-and-a-half metres of perceived setback between the sidewalk and the building. While this increased condition creates a more open feel to the public realm and may potentially increase light access, typically, interruptions to sidewalks of this nature would not be supported. The intended uses of the apron include increased sight lines, safer vehicle movements, fire truck supply loading and truck regeneration. Although these unique uses present a compelling argument for the realigned sidewalk, there may be an opportunity to reduce the sidewalk realignment and/or incorporate design elements to mitigate the sidewalk's proximity to Johnson Street to create a greater sense of a "buffer" as experienced by pedestrians when a boulevard is present. Given that the City is responsible for constructing the driveway and apron, staff will continue to explore design options.

The DCAP specifies maximum floor plate sizes to mitigate the overall scale and massing of taller buildings and to contribute to a more graceful skyline. The residential portion of the application proposes a floor plate area greater than what is outlined in the DCAP. From levels seven to ten, the floor plate limitation is 930m², and for levels eleven and twelve, the floor plate limitation is 650m². The proposal is for a floor plate size of 1189m² between the seventh and eleventh storeys, and 1024m² for the twelfth storey, a difference of 259m² for the seventh to tenth storeys, 539m² for the eleventh storey and 374m² for the twelfth storey. These floor plate sizes are largely governed by the requirements of the firehall portion of the building and the post-disaster design. The overall length of the building was set to accommodate the number of bays for the firehall vehicles on the ground-floor. The length also sets the elevator and building core dimensions. The building length is carried up through the building into the residential tower. To reduce the floor plate area on the upper-portions of the building, consideration was given to creating two smaller towers above the podium; however, this building form could not meet the requirements of a post-disaster building.

Reducing the width of the building to reduce the floor plate sizes could not be achieved as this would result in a non-functional building. Only one row of dwelling units could be accommodated in a narrower building width, as opposed to two rows with a unit on either side of the corridor. To reduce the apparent mass of the building, the fifth and twelfth storeys are recessed. Additionally, the floor plate is broken into two massing elements forming a T-shape. Together, these design strategies have reduced the apparent mass of the building and, given the design constraints and adherence to the step back ratios and building separation distances, provide a solution that staff consider consistent with the intent of the guidelines.

The Design Guidelines categorize Johnson Street as a "Narrow Street" which sets a step-back parameter for building massing above fifteen metres. This step-back is expressed as an imaginary angled line that rises at a ratio of five (5) metres vertically for every one (1) metre horizontally above fifteen (15) metres. The proposed building massing is consistent with this step-back ratio.

The podium elevation of the building facing Johnson Street includes a uniform, rectilinear, three-level building massing sitting over a ground-floor comprised of building entrances and several glazed firehall and ambulance vehicle doors. This design arrangement is consistent with the DCAP policies aimed at encouraging the articulation of building façades and rich detailing to provide a high-degree of public interest along streets. Similarly, the rectilinear, three-level building massing is consistent with policies aimed at encouraging building expressions consistent with their use. The proposed mass, scale and length of the podium is considered consistent with the civic function of a firehall.

Green and Open Space

Given the firehall use on the ground-floor, opportunities for green space and open space are limited. Four boulevard trees are proposed to be removed along the building frontage and two trees are proposed to be planted in locations that do not conflict with the operation of the firehall and ambulance building. Landscaping above the podium level, where the tower portion of the building is set back, includes trees and landscaping that would be consistent with what is normally programmed at street level. Additionally, a common patio area is provided on the south elevation off the firehall communal spaces and at the first level of residential uses on the north and south building elevations. The residential communal areas include a dog-run, picnic area and outdoor seating. A total of eight dwelling units have direct access to outdoor areas on the fifth level, and an additional seven units have access to outdoor balcony areas on the top floor. The overall provision of outdoor space is more than what is typically found in similar developments in this area and is consistent with the DCAP policies.

Tree Preservation Bylaw and Urban Forest Master Plan

There are four public trees impacted by this application. All four trees are *Carpinus Betulus* (Hornbeam) trees along Johnson Street. The underground excavation required for the parkade and construction of buildings will impact these trees. A fee for their appraised values will be attached to the Building Permit.

New street trees and planting beds are to be irrigated on a separate system and installed to City standards, which are set out in Schedule C of the Subdivision and Development Servicing Bylaw. A project arborist will be required to review and provide a report for the retained Hornbeam tree on the west portion of the Johnson Street sidewalk.

CONCLUSIONS

The objectives for Development Permit Area 3 (HC), Core Mixed-Use Residential aim to enhance areas through high-quality architecture, landscape and urban design which reflect the function of a major residential centre on the edge of a central business district in scale, massing and character, while still responding to its context. The application advances these objectives as it demonstrates general consistency with the relevant guidelines and policy. On this basis, staff recommend for Council's consideration that the application be supported.

ALTERNATE MOTION

That Council decline DP Application No. 000536 for 1025-1031 Johnson Street and 1050 Yates Street.

Respectfully submitted,



Miko Betanzo
Senior Planner - Urban Design
Development Services



Andrea Hudson, Acting Director
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Development Department

Report accepted and recommended by the City Manager

Date:

Joelyn Jenkins
Feb 8, 2019

List of Attachments:

- Attachment A: Rezoning Subject Map
- Attachment B: Rezoning Aerial Map
- Attachment C: Rezoning Plans dated/date stamped December 19, 2018
- Attachment D: Letter from applicant to Mayor and Council dated January 3, 2019
- Attachment E: Community Association Land Use Committee Comments dated November 22, 2018
- Attachment F: Letter from BC housing dated January 9, 2019
- Attachment G: Letter from Pacifica Housing dated January 24th, 2019
- Attachment H: Minutes from the Advisory Design panel dated November 28, 2018
- Attachment I: DP Subject Map
- Attachment J: DP Aerial Map
- Attachment K: DP Phase 1 Plans date stamped February 4, 2019
- Attachment L: Land Lift Analysis Report, Dated January 30, 2019
- Attachment M: Correspondence.