

H. REPORTS OF COMMITTEES

H.1 Committee of the Whole

H.1.a **Report from the September 6, 2018 COTW Meeting**

H.1.a.k **505, 517, 519/521 Quadra Street and 931 Convent Place – Rezoning Application No. 00610 & Development Permit with Variance No. 00088 (Fairfield)**

Moved By Councillor Coleman

Seconded By Councillor Lucas

Rezoning Application No. 00610

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00610 for 505, 517 and 519/521 Quadra Street and 931 Convent Place, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Preparation and execution of the following legal agreements:
 - a. Statutory Right-of-Way to secure 1.59 metres of the site adjacent Southgate Street, to the satisfaction of the Director of Engineering and Public Works;
 - b. Statutory Right-of-Way to secure 2.02 metres of the site adjacent Convent Place, to the satisfaction of the Director of Engineering and Public Works; and
 - c. Housing Agreement to secure the residential units as rental for a 20 year period, to ensure that these units are not strata titled prior to the 20 year term of the agreement lapsing and to ensure that future strata bylaws cannot restrict the rental of units to non-owners, to the satisfaction of the Director of Sustainable Planning and Community Development.

Development Permit with Variances

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. 00610, if it is approved, consider the following motion:

“That Council authorize the issuance of Development Permit with Variances Application No, 00088 for 505, 517, 519/521 Quadra Street and 931 Convent Place, in accordance with:

1. Receipt of final plans generally in accordance with the plans date stamped August 20, 2018, with the following changes to the satisfaction of the Director of Sustainable Planning and Community Development:
 - i. correct minor inconsistencies between plans
 - ii. siting and design of the proposed fence and guardrail as shown on the landscape plan
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
 - i. reduce the required vehicle parking from 115 stalls to 95 stalls;
 - ii. reduce the required visitor parking from 9 stalls to 8 stalls
3. Receipt of a car share agreement that includes MODO car share memberships for 50% of the residential units to the satisfaction of the Director of Engineering and Public Works.
4. The Development Permit lapsing two years from the date of this resolution."

That Council refer the application back to Advisory Design Panel for comment whether their concerns were addressed and that this letter be added to the Public Hearing.

Council discussed the following:

- *Concerns relating to the loss of rental housing.*
- *Whether the City's Tenancy Relocation Program would be able to assist tenants at this location.*

FOR (6): Mayor Helps, Councillor Alto, Councillor Coleman, Councillor Lucas, Councillor Thornton-Joe, and Councillor Young

OPPOSED (3): Councillor Isitt, Councillor Loveday, and Councillor Madoff

CARRIED (6 to 3)

F.3 505, 517, 519/521 Quadra Street and 931 Convent Place - Rezoning
Application No. 00610 & Development Permit with Variance No. 00088
(Fairfield)

Committee received a report dated August 23, 2018 from the Director of Sustainable Planning and Community Development presenting Council with information, analysis and recommendations for a Rezoning and a Development Permit with Variances Applications for the properties located at 505, 517, 519/521 Quadra Street and 931 Convent Place.

Committee discussed:

- *existing character of the area*
- *setbacks on landscape*
- *benefit of the tenants assistance plan*
- *increase of traffic in the neighbourhood*

Moved By Councillor Coleman
Seconded By Councillor Lucas

Rezoning Application No. 00610

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00610 for 505, 517 and 519/521 Quadra Street and 931 Convent Place, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Statutory Right-of-Way to secure 1.59 metres of the site adjacent Southgate Street, to the satisfaction of the Director of Engineering and Public Works
2. Statutory Right-of-Way to secure 2.02 metres of the site adjacent Convent Place, to the satisfaction of the Director of Engineering and Public Works
3. Housing Agreement to secure the residential units as rental for a 20 year period, to ensure that these units are not strata titled prior to the 20 year term of the agreement lapsing and to ensure that future strata bylaws cannot restrict the rental of units to non-owners, to the satisfaction of the Director of Sustainable Planning and Community Development

Development Permit with Variances

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. 00610, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variances Application No, 00088 for 505, 517, 519/521 Quadra Street and 931 Convent Place, in accordance with:

1. Receipt of final plans generally in accordance with the plans date stamped August 20, 2018, with the following changes to the satisfaction of the Director of Sustainable Planning and Community Development:
 - i. correct minor inconsistencies between plans
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 - i. reduce the required vehicle parking from 115 stalls to 95 stalls;
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3. Receipt of a car share agreement that includes MODO car share memberships for 50% of the residential units to the satisfaction of the Director of Engineering and Public Works.
4. The Development Permit lapsing two years from the date of this resolution."

Amendment:

Moved By Councillor Madoff

Seconded By Councillor Coleman

That the application be referred back to Advisory Design Panel for comment where their concerns were addressed and that this letter be added to the Public Hearing.

CARRIED UNANIMOUSLY

Main Motion as amended

FOR (7): Mayor Helps, Councillor Alto, Councillor Coleman, Councillor Lucas, Councillor Madoff
Councillor Thornton-Joe and Councillor Young

OPPOSED (2): Councillor Isitt and Councillor Loveday

CARRIED (7 to 2)



Committee of the Whole Report For the Meeting of September 6, 2018

To: Committee of the Whole **Date:** August 23, 2018

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: Development Permit with Variances for 505, 517, 519/521 Quadra Street and 931 Convent Place

RECOMMENDATION

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. 00610, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variances Application No. 00088 for 505, 517, 519/521 Quadra Street and 931 Convent Place, in accordance with:

1. Receipt of final plans generally in accordance with the plans date stamped August 20, 2018, with the following changes to the satisfaction of the Director of Sustainable Planning and Community Development:
 - i. correct minor inconsistencies between plans
 - ii. siting and design of the proposed fence and guardrail as shown on the landscape plan
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - i. reduce the required vehicle parking from 115 stalls to 95 stalls;
 - ii. reduce the required visitor parking from 9 stalls to 8 stalls
3. Receipt of a car share agreement that includes MODO car share memberships for 50% of the residential units to the satisfaction of the Director of Engineering and Public Works.
4. 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 *Official 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.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit with Variances Application for the properties located at 505, 517, 519/521 Quadra Street and 931 Convent Place. The proposal is for a six-storey multi-unit residential building at the corner of Quadra Street and Southgate Street and for four townhouse units fronting onto Convent Place. The variances are related to reduced vehicle parking requirements.

The following points were considered in assessing this Application:

- the proposal is generally consistent with the objectives of Development Permit Area 16: General Form and Character and the associated Design Guidelines
- the applicant has provided a parking study with the proposal to support the proposed parking variances.

BACKGROUND

Description of Proposal

The proposal is for a six-storey multi-unit residential building at the corner of Quadra Street and Southgate Street and for four townhouse units fronting onto Convent Place. Specific details include:

- a low-rise building form consisting of contemporary architectural features
- building massing and siting close to the street to minimize shadowing and overlook of buildings to the east and to the north
- one level of underground parking with 95 parking stalls accessed via Convent Place
- secure bicycle parking rooms located within the parking level with direct access to Quadra Street
- exterior materials include: brick, stucco, cementitious panels and wood patterned metal soffits
- private open space for each unit in the form of a patio or balcony
- lobby entryway to the six-storey building fronting Quadra Street
- separate at-grade entrances and pathways for the six-storey building's ground floor units.
- common amenity room and outdoor amenity area for residents, located on the parkade roof between the six-storey building and the townhouses
- retaining walls to manage grade-changes.

The proposed variances are related to:

- reduced vehicle parking
- reduced visitor parking

Sustainability Features

As indicated in the applicant's letter dated September 19, 2017, a number of green building features are associated with this proposal, including:

- construction following the principles and guidelines of Built Green Canada
- passive design principles such as heat recovery ventilation

- minimal glazing on the north façade of the building and high thermal efficiency windows
- use of durable materials
- reduced energy use by ten percent compared to ASHRAE 9.1 2007.

Advisory Design Panel

The application was referred to the Advisory Design Panel (ADP) on February 28, 2018. The ADP was asked to comment on the overall building and landscape design with particular attention to the following aspects of the proposal:

- a) building massing and articulation
- b) potential landscaping improvements along the Quadra Street frontage
- c) exposed parkade walls and retaining walls as it relates to the pedestrian experience along Quadra Street.

The ADP meeting minutes are attached for reference, and the following motion was carried:

"It was moved...that the Advisory Design Panel recommend to Council, that Rezoning Application No. 00610 and Development Permit No. 000511 for 505, 517, 519/521 Quadra Street and 931 Convent Place does not sufficiently meet the applicable design guidelines and policies and should be declined with reconsideration of the architectural language and massing in building design, materials and detailing, particularly on the six storey building, to be more authentic to the nature of new development on this site."

In response to the ADP motion, the applicant has made changes to the proposal, focusing primarily on the six-storey building:

- the architectural expression now uses a mix of traditional and modern materials in a more contemporary style with simplified detailing and cornice treatment
- horizontal bands have been introduced to the upper storeys to reduce the perceived height of the building
- the sixth-storey has been stepped back 1.5m to reduce the apparent height of the building
- greater articulation and breaks in the horizontal façade to reduce the massing and perceived length of the building
- variation in materials between the upper and lower floors to break up the massing and reduce the apparent height and length of the building
- the first and second storeys at the corner of Quadra Street and Southgate Street have been offset and rotated to further break-up the massing while providing visual interest to the prominent corner of the building
- the townhouses have remained virtually the same with slight changes to the colour palette and cornice treatment to compliment the design of the six-storey building.

ANALYSIS

Development Permit Area and Design Guidelines

The proposal is consistent with the *Official Community Plan, 2012* (OCP) place character features under the Urban Residential Urban Place Designation, through the provision of variable setbacks with primary doorways facing the street, enhanced landscaping, boulevard and street tree planting and collective driveway access to underground parking.

The OCP identifies the site in Development Permit Area (DPA) 16: General Form and Character. The objectives of this DPA are to integrate new buildings in a manner that

compliments and enhances the established place character of an area through high quality architecture, landscape and urban design. Other objectives include providing sensitive transitions to adjacent properties with built form that is often three-storeys or lower, and to achieve more livable environments through considerations for human-scaled design, quality of open spaces, privacy impacts and safety and accessibility. Design Guidelines that apply to DPA 16 are:

- *Multi-Unit Residential, Commercial and Industrial Design Guidelines* (2012)
- *Advisory Design Guidelines for Buildings, Signs and Awnings* (2006)
- *Guidelines for Fences, Gates and Shutters* (2010).

Multi-Unit Residential, Commercial and Industrial Design Guidelines

The *Multi-Unit Residential, Commercial and Industrial Design Guidelines* are applicable for multi-unit residential building of three or more units with the overall aim of achieving design excellence, livability and contribution to a sense of place. Overall, the proposal is consistent with these Guidelines. The low-rise horizontal form with a flat roof and stepped back sixth storey is generally consistent with the character of the area which has several low-rise apartment buildings. The provision of separate at grade entrances, front patios and gardens for the ground level units within the six-storey building and the four townhouses along Convent Place enhance the character of the area and compliment some of the nearby ground-oriented multi-unit buildings, such as 893 Academy Close and the duplexes located at 525/527 Quadra Street and 920/922 Convent Place. Staff recommend that the character of the building and street-level design of the building compliments the surrounding buildings and contributes to a sense of place.

The Guidelines encourage multi-unit residential development to provide an appropriate transition to lower density building forms, which is often three storeys or lower. The proposed three-storey townhouses on Convent Place provide a sensitive transition in height and form between the proposed six-storey multi-unit building and the existing two-storey building on the opposite side of Convent Place. The six-storey building's setback from the east property line ranges from 5.73m (near Southgate Street) to more than 17.0m to minimize the impact on the existing four-storey building located at 906 Southgate Street and the single family dwellings along Convent Place. The applicant has provided a shadow study which shows the proposed buildings would have minimal shadowing impact on the adjacent properties. Staff recommend that the proposed building does provide an appropriate transition to the lower density building forms within the immediate context.

The Guidelines also encourage new development to be designed with sensitivity to context. Staff originally raised concerns with the projecting underground parkade and the potentially stark interface this creates with adjoining properties and along Quadra Street. Due to the sloping topography of the site, the parkade is fully underground at the Southgate Street end of the site and projects up to approximately 2.9m above finished grade at the north end of the site. The parkade is setback from the west and east property lines by 3.0m and 1.5m respectively. The applicant proposes raised gardens and landscaping within the setback to screen the exposed parkade wall and retaining wall. The bike room within the parkade has been sited at the north-west corner with clerestory windows and an entrance onto Quadra Street to provide some visual interest and soften this portion of the parkade structure. In addition, the deck of the parkade is also landscaped to provide private patios, a common lawn, common outdoor courtyard, garden beds and a vegetable plots for the residents. The north end of the parkade is hidden behind the four townhouses fronting onto Convent Place. Staff recommend that Council consider supporting this aspect of the proposal.

Advisory Design Guidelines for Buildings, Signs and Awnings

The *Advisory Design Guidelines for Buildings, Sign and Awnings* state that an acceptable application will include consideration of an attractive streetscape and that the architecture and landscaping of the immediate area be identified and acknowledged. In evaluating a design, particular emphasis is placed on the solution to these general aspects: design approach, relevancy of expression, context, pedestrian access, massing, scale, roofline, street relationship and landscape plan. The Application is consistent with these Guidelines.

Guidelines for Fences, Gates and Shutters

The *Guidelines for Fences, Gates and Shutters* state that fences, gates and shutters must complement the character of the street and not result in a fortress-like appearance, must integrate with building design, architectural finishes and materials for a cohesive effect, and not be the dominant feature of the building façade. The Application is consistent with these Guidelines.

Regulatory Considerations

As referenced in the accompanying staff report for Rezoning Application No. 00610, the proposal is to create a new site specific zone with an increase density allowance of 1.9 FSR and six-storey building, consistent with the Urban Residential Urban Place Designation. The new zone would differ from the current R3-AM-1 Zone with regards to height, number of storeys, site coverage, open site space and setbacks. In addition, the applicant proposes to vary the vehicle parking requirements.

Building Height & Number of Storeys

The proposed building height is 19.62m for the six-storey building, which is 7.62m above the maximum allowance in the current zone. To mitigate the impact of the increase height, the applicant has stepped back the sixth storey by 1.5m to reduce the perceived height of the building. The townhouses along Convent are also lower in height (8.04m) which provides a more sensitive transition with the lower height buildings to the north and east of the subject site. In addition, articulation of the building façade, changes in materials and landscaping help to emphasize the ground level and create a more human scaled design at the street level. Staff therefore recommend Council consider supporting the increased building height and number of storeys.

Site Coverage and Open Site Space

The proposed site coverage is approximately 73% and the open site space is approximately 26%, whereas the R3-AM-1 Zone allows for 40% site coverage where parking is enclosed and there is 50% open site space. The higher site coverage and lower open site space is due to the projecting portion of the underground parkade which counts towards building site coverage. To mitigate the impact of the increased site coverage, the parkade deck has been landscaped to provide private patios for the ground level units, as well as, a common outdoor amenity space and garden beds and vegetable garden plots for the residents. Raised planters also provide additional soil depth for small trees and shrubs. The site coverage of the habitable portion of the building is approximately 37.5%. Staff therefore recommend that Council consider supporting the increased site coverage.

Setbacks

The proposed front yard setback (Quadra Street) is 5.88m to the face of the six-storey building and 3.0m to the exposed parkade wall and townhouses. A 10.5m front setback is required under the R3-AM-1 Zone for a four-storey building. The proposed setback is generally consistent with the setback of the current building at 505 Quadra Street and would not disrupt the existing streetscape pattern as the new building would be positioned similar to adjacent properties to the north.

The proposed side setbacks are 3.80m (Southgate Street) and 3.05m (Convent Place), and the rear yard (east) setback is 5.73m to the face of the six-storey building and 1.50m to the above ground portion of the parkade and garden shed. In comparison, the R3-AM-1 Zone requires a setback equal to half the building height, which would equate to a 9.81m setback. As mentioned above, due to the positioning of the six-storey building, the proposed setback from the east property line increases from 5.75m near Southgate Street to approximately 17.5m at the north-east corner of the building. Interventions to mitigate the impact of the reduced setback include stepping back of the upper storey and landscape screening and new trees along the property line to soften the transition and provide visual screening. The proposed setbacks from Convent Place and Southgate Street are supportable as the provision of enhanced landscaping and individual unit entrances enhance the street character and provide visual interest for pedestrians. Staff recommend Council consider supporting the reduced setbacks.

Vehicle Parking

The proposal includes 87 parking stalls (one per dwelling unit) plus eight visitor stalls for a total of 95 parking stalls. Schedule C of the *Zoning Regulation Bylaw* requires 106 stalls based on the site location, unit sizes and tenure plus an additional nine visitor stalls for a total of 115 parking stalls. The Schedule C parking requirements for the building if rental where secured in perpetuity would be 96 stalls plus nine visitor stalls for a total of 105 parking stalls. The applicant has provided a Transportation Impact Assessment (attached), which recommends that the 95 proposed stalls are sufficient to meet the anticipated parking demand based on rental occupancy of the residential units and a comparison with other rental buildings in the area.

The applicant is proposing a Housing Agreement to secure the building as rental for 20 years; however, should the building be converted to a strata-condominium in the future, the parking demand may not be met on-site given the higher parking demand associated with condominiums and further transportation demand management (TDM) measure may be needed.

To mitigate the variance, the applicant proposes to provide 50% of the units with MODO car share memberships. These memberships would run with the unit and not the occupant. The applicant is also exceeding the requirements for long-term and visitor bicycle parking. Therefore, staff recommend that Council consider supporting the proposed parking variance.

CONCLUSIONS

The proposed development is generally consistent with the applicable Design Guidelines and includes high-quality building materials and landscape finishes. The contemporary design is supportable and complementary to the existing character of the area. The variances related to building height, siting and setbacks are supportable through appropriate building articulation and the provision landscaping to mitigate potential impacts. Staff, therefore, recommend for Council's consideration that Council support the Application.

ALTERNATE MOTION

That Council decline Development Permit with Variances Application No. 00088 for the property located at 505, 517, 519/521 Quadra Street and 931 Convent Place.

Respectfully submitted,



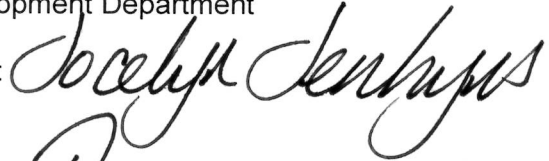
Alec Johnston
Senior Planner
Development Services Division

JH



For
Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



Date:

Aug 28, 2018

List of Attachments

- ATTACHMENT A: Subject Map
- ATTACHMENT B: Aerial Map
- ATTACHMENT C: Plans date stamped August 20, 2018
- ATTACHMENT D: Applicant's letters to Mayor and Council dated September 19, 2017 and August 20, 2018
- ATTACHMENT E: Community Association Land Use Committee May 15, 2017 Meeting Summary
- ATTACHMENT F: Arborist Report and Arborist Supervision Report dated June 15, 2018
- ATTACHMENT G: Transportation Impact Assessment dated September 13, 2017
- ATTACHMENT H: Tenant Assistance Plan dated July 26, 2018
- ATTACHEMNT I: Advisory Design Panel Meeting Minutes dated February 28, 2018
- ATTACHMENT J: Correspondence