



Committee of the Whole Report For the Meeting of March 28, 2019

To: Committee of the Whole **Date:** March 14, 2019

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

Subject: Development Permit with Variance Application No. 000521 for 919 and 923 Caledonia Avenue

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. 00622, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variance Application No. 000521 for 919 and 923 Caledonia Avenue in accordance with:

1. Plans date stamped March 5, 2019.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - i. reduce the required number of residential parking spaces from 12 to 11.
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.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit with Variance Application for the properties located at 919 and 923 Caledonia Avenue. The proposal is to restore and heritage-designate the existing single-family dwelling, as well as construct a new two-storey building and four-storey multi-unit residential building consisting of approximately 19 rental dwelling units on the subject property

The following points were considered in assessing this Application:

- the subject properties are within Development Permit Area 3(HC): Core Mixed-Use Residential, which supports a "high-quality of architecture, landscape and urban design

that reflects the function of a major residential centre on the edge of a central business district in scale, massing and character.” Conserving and enhancing the heritage value, special character and the significant historic buildings, features and characteristics of this area are also strongly encouraged in DPA 3 (HC). The proposal complies with the objectives outlined in this DP area.

- 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 applicant engaged WATT Consulting Group to complete a Parking Review for the proposal. The variance to reduce the required number of residential parking spaces from 12 to 11 is supportable given the heritage context and the subject properties close proximity to a frequent transit network and cycling infrastructure and the highly walkable location. The *Official Community Plan* (OCP, 2012) also supports parking variances to enable heritage conservation. The applicant is providing the required number of visitor parking spaces.

BACKGROUND

Description of Proposal

The proposal is to rehabilitate and heritage-designate the existing single-family dwelling, as well as construct a new two-storey building and four-storey multi-family residential building consisting of approximately 19 rental dwelling units on the subject property. Specific details include:

- three low-rise buildings on the site ranging from two to four storeys, and consisting of traditional-style design features including pitched rooflines, centre-bar sash windows and high-quality finishes
- exterior materials include cementitious lap siding, panels and fascia board, stucco and stone veneer
- controlled access and a walkway between the two front buildings, providing access to the building in the rear yard
- the front yards of the two-storey buildings include front yard green spaces, individual pathways to private front porches and prominent entryways
- private outdoor patio space for the ground floor units in the four-storey building with direct access to a common pathway
- substantial soft landscaping around the perimeter of the site, including the planting of 15 new trees
- all parking is provided underground
- a scooter bike recharging room and bicycle storage room for 24 long-term bicycle parking spaces.

The proposed variance is related to reducing the required number of residential parking variances from 12 to 11.

Sustainability Features

The applicant has not indicated any sustainability features associated with this Application; however, it is noted that the existing building on the site will be retained.

Active Transportation Impacts

The Application proposes an electric charging station for up to eight bikes and scooters 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, institutional and commercial uses.

Existing Site Development and Development Potential

The property located at 919 Caledonia Ave is presently a single family dwelling and 923 Caledonia Avenue is presently vacant.

Under the current R-2 Zone, each property could be developed as a single family dwelling with a secondary suite. The existing lots do not meet the minimum site area required for a duplex.

Data Table

The following data table compares the proposal with the existing R-2 Zone. 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	1006.47	555
Density (Floor Space Ratio) – maximum	1.31:1 *	0.5:1
Total floor area (m ²) – maximum	1323.03 *	503.24
Lot width (m) – minimum	23.50	15
Height (m) – maximum	7.92 * – north east portion 8.13 * – north west portion 14.10 * – south portion	7.60
Storeys – maximum	2 – north east portion 2 – north west portion 4 * – south portion	2
Site coverage (%) – maximum	48 *	40
Open site space (%) – minimum	39	30

Zoning Criteria	Proposal	Existing Zone
Setbacks (m) – minimum		
Front	4.96 * – north east portion 5.35 * – north west portion	7.50
Rear	3.00* – south portion	15
Side (east)	1.20 * – north portion 3.08 – south portion	2.35
Side (west)	3.08 – south portion	3.00
Combined side yards	4.28 *	4.50
Projections – steps and porches	2.42 * – north east portion 2.42 * – north west portion	3.50
Parking – minimum	11 *	12
Visitor parking included in the overall units – minimum	2	2
Bicycle parking stalls – minimum		
Short-term	6	6
Long-term	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 North Park CALUC at a Community Meeting held on July 5, 2017 and a second meeting held on August 2, 2018 to present revised drawings. Letters dated July 5, 2017 and August 2, 2018 are 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, 2012) identifies the subject properties within Development Permit Area 3 (HC): Core Mixed Use Residential, which supports a "high-quality of architecture, landscape and urban design that reflects the function of a major residential centre on the edge of a central business district in scale, massing and character." Conserving and enhancing the heritage value, special character and the significant historic buildings, features and characteristics of this area are also strongly encouraged in DPA 3 (HC).

The existing single-family dwelling located at 919 Caledonia Avenue has been identified as a building with heritage value, which is not currently listed on the City's Heritage Register and

could be demolished at any time. However, the applicant is proposing to rehabilitate and heritage-designate the building, as well as lift and relocate it to the east side of the property (currently 923 Caledonia Avenue). The single-family dwelling would then be adjacent to an existing, heritage-designated single-family dwelling located at 929 Caledonia Avenue to further enhance the heritage streetscape and improve the site planning conditions for additional infill housing on the site that is sympathetic to the existing neighbourhood context. The existing single-family dwelling would be converted to a duplex. A new single-family dwelling would be constructed on the vacant portion of the property to the west of the existing building, and a new, low-rise multi-unit residential building would be constructed in the rear yard.

The applicant is proposing traditional-style architecture and materials that reflect the heritage value and special character features of this neighbourhood. The applicant has thoughtfully designed the pitched roofline of the proposed four-storey portion of the building and selected colours and materials to soften its visual appearance as a taller building in relation to the two-storey buildings in the front yard. The applicant is proposing windows on the east and west elevations; however the windows are smaller and carefully placed to reduce privacy impacts and potential concerns of overlook, especially on the east side. The balconies would be recessed into the building to also address potential concerns of overlook. The windows along the first and second storeys would be screened by a new solid board privacy fence and a hedge. With respect to landscaping, the applicant is proposing to significantly enhance the hard and soft landscaping on-site by planting 15 new trees as well as new plants and shrubs. Overall, this proposal is generally consistent with the policies and design guidelines outlined in the OCP.

Downtown Core Area Plan

The proposal is also generally consistent with the design guidelines outlined in the *Downtown Core Area Plan* (DCAP, 2011). Section 7: Heritage in the DCAP contains the following policies with respect to buildings and sites with heritage value:

- *Support new development that conserves and enhances the form, character and features of heritage property and areas, where controlled and regulated in the Downtown Core Area.*
- *Continue to work with the private sector to identify, protect and conserve property and areas with heritage value in the Downtown Core Area.*
- *Encourage owners of property with heritage value or character in the Downtown Core Area, to upgrade the seismic conditions of buildings and structures.*

The applicant is proposing infill development within a heritage context. The applicant could demolish the existing building; however, the applicant is willing to rehabilitate it and apply careful and innovative site planning and design (form and character) to ensure that the proposed new development is sympathetic to the adjacent heritage buildings from an architectural perspective and incorporates some of the character-defining elements such as the rooflines, window shapes and columns. The applicant would be preserving the heritage streetscape appearance while providing additional housing in the neighbourhood, which is also strongly encouraged in DCAP as well as the OCP.

Tree Preservation Bylaw and Urban Forest Master Plan

There are no bylaw protected trees impacted by this application. The removal of a non-bylaw protected Pine tree would be required in order to construct the underground parkade and

driveway. Fifteen new trees are proposed on the subject site. There are three new boulevard to be planted within the proposed Statutory Right of Way (SRW) on Caledonia Avenue.

Regulatory Considerations

Parking Variance

The applicant is proposing to reduce the required number of residential parking spaces from 12 to 11. The required number of visitor parking spaces is being provided. The applicant engaged WATT Consulting Group to complete a Parking Review for the proposal (attached). The review states that the subject property has a WalkScore of 95 – “Walker's Paradise: Daily errands do not require a car” and the site is located within 500m of the Pandora Avenue Two-Way Cycle Track and within an eight-minute walk to more than 20 bus routes. The applicant is providing 24 long-term and 6 short-term bicycle parking spaces in accordance with Schedule C: Off-street Parking Regulations as well as a scooter/bike recharging room in the underground parkade. The OCP also supports parking variances to enable heritage conservation. For these reasons, a shortfall of one parking space is supportable.

Other Considerations

The Advisory Design Panel (ADP) reviewed the proposal at the meeting of November 28, 2018. The minutes from the meeting are attached for reference and the following motion was carried:

“It was moved that Development Permit with Variance Application No. 000521 for 919 and 923 Caledonia Avenue be approved with the following changes:

- *that measures be taken to ensure that the existing trees to the south are protected as much as possible*
- *that adequate soil depth is ensured for the new planting as shown.”*

In response to ADP's recommendation above, the applicant engaged Talbot Mackenzie & Associates to assess the existing trees on the neighbouring to the east and south and prepare a tree impact and retention report (attached). The report concluded that there are no bylaw-protected trees on the subject property, neighbouring properties or in the municipal boulevard. The arborist identified five exotic tree species along the neighbouring property line to the south that could be impacted by construction; however, the arborist did confirm that four trees could be retained provided that mitigation procedures are followed in accordance with the arborist report. Some root and branch pruning would be required for a couple of trees without any detrimental impact to the trees. A small Incense cedar tree located along an existing retaining wall would likely be impacted by the construction and the arborist recommends its possible removal.

In addition to assessing the trees to the south, the arborist also identified a hedgerow located along the neighbour's property line to the east, which consists of two large Portuguese shrubs and ten Leyland cypress trees in “fair to good” condition. According to the arborist, Leyland cypress is a large growing tree species that would be unsuitable to retain as it matures in this location, and therefore, it is unlikely that either the Leyland cypress hedge or Portuguese Laurel shrubs could be successfully retained with the proposed development. To alleviate any impacts associated with the removal of the existing hedge and shrubs, the applicant is proposing to plant 15 new trees, of which six trees would be planted along the easterly property line with adequate soil depth.

CONCLUSIONS

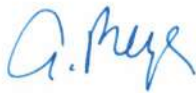
The proposal to rehabilitate and heritage-designate the existing single-family dwelling, as well as construct a new two-storey building and four-storey multi-family residential building is consistent with DPA 3(HC) and the applicable design guidelines. The parking variance is supportable given the heritage context and the subject properties close proximity to a frequent transit network and cycling infrastructure as well as its highly walkable location. Staff recommend for Council's consideration that the application proceed to an Opportunity for Public Comment.

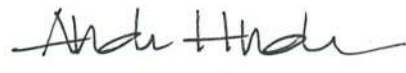
ALTERNATE MOTION

That Council decline Development Permit with Variance Application No.00521 for the properties located at 919 and 923 Caledonia 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: March 21, 2019

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped March 5, 2019
- Attachment D: Letter from applicant to Mayor and Council dated September 18, 2018
- Attachment E: Community Association Land Use Committee Comments dated July 5, 2017 and August 2, 2018
- Attachment H: Advisory Design Panel Report dated November 14, 2018
- Attachment I: Minutes from the Advisory Design Panel dated November 28, 2018
- Attachment J: Parking Assessment prepared by WATT Consulting dated Tuesday January 8, 2019
- Attachment K: Arborist Report prepared by Talbot & Mackenzie dated January 4, 2019
- Attachment L: Email from Lombard North Group dated January 16, 2019
- Attachment M: Correspondence.