



**Committee of the Whole Report  
For the Meeting of December 12, 2019**

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**To:** Committee of the Whole **Date:** November 28, 2019

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

**Subject:** **Development Permit Application No. 00123 for 2649-2659 Douglas Street and 735 Hillside Avenue**

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**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. 00123 if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 00123 for 2649-2659 Douglas Street and 735 Hillside Avenue, in accordance with:

1. Plans date stamped November 4, 2019.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
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 Application for the property located at 2649-2659 Douglas Street and 735 Hillside Avenue. The proposal is to construct an addition on the existing heritage building (Scott Building) as well as construct a new six-storey multi-unit residential building.

The following points were considered in assessing this application:

- the subject properties are within Development Permit Area 7A, Corridors. This DPA encourages commercial uses along corridors through high quality architecture, landscape and urban design to enhance the streetscape appearance, strengthen commercial viability and encourage pedestrian use. The proposal is consistent with these design objectives

- the subject properties are within the Humber Green Area, which is considered a Special Planning Area in the *Burnside Gorge Neighbourhood Plan* (BGNP, 2017). The Plan encourages a pattern of smaller storefronts at ground level along Douglas Street, with a minimum three-storey streetwall. The proposal is consistent with these urban design principles
- the applicant is proposing to retain 50% of the existing heritage building and construct a modern addition on the east and south sides of the building as well as add a fourth storey. The applicant is proposing to reinstate commercial entryways, windows and materials to match the original architecture
- the applicant is proposing to add 151 new rental dwelling units in Humber Green Large Urban Village. Residents would have access to a large central courtyard and rooftop amenity space and live in close proximity to village commercial uses proposed on the ground floor of the existing building.

## **BACKGROUND**

### **Description of Proposal**

The proposal is to construct an addition on the existing heritage registered building (Scott Building) as well as construct a new six-storey multi-unit residential building. Specific details include:

#### Existing Building

- one additional storey on the existing Scott Building (increase the building height from three to four storeys)
- modern extensions to the east and south
- centre of the building would be removed on the upper two-storeys for daylighting purposes for the new dwelling units
- exterior materials include brick, dark grey metal panels and wood cladding
- outdoor patio seating for proposed cafes fronting Douglas Street and Hillside Avenue
- private patios for all ground level dwelling units
- upper storey interior-facing courtyard with outdoor seating, a barbeque and landscaping
- upper storey balconies for dwelling units.

#### Six-Storey Building

- modern architectural features including a flat roofline, contemporary-style windows and recessed balconies
- exterior finishes include dark grey metal panels and wood cladding
- private patios for all ground level dwelling units
- ground level amenity room opening up into a central courtyard
- upper storey balconies for dwelling units
- access to an underground parkade off Hillside Avenue.

#### Landscaping and Circulation

- large interior courtyard consisting of outdoor seating, ping pong table, concrete chess tables, trees, and decorative surface treatment including permeable material
- four parking spaces and loading area at grade, accessed from Hillside Avenue
- new soft landscaping and trees around the perimeter of the site.

### **Affordable Housing Impacts**

Affordable housing impacts are discussed in the concurrent Rezoning Application report.

## Sustainability Features

As indicated in the applicant's letter dated July 4, 2019 the following sustainability features are associated with this application:

- Step 1 of the BC Energy Step Code
- tapered overhangs on balconies to prevent summer solar gain and maximize winter solar exposure
- light wood framing as primary structural material
- building retention for its exterior assemblies, structural systems and finishes where appropriate
- permeable surface treatment
- 38 new on-site trees.

## Active Transportation Impacts

The applicant is proposing 192 long-term and 24 short-term bicycle parking spaces. Forty long-term bicycle parking spaces would be designed for cargo and electric bikes.

## Public Realm Improvements

The applicant would be supplying a new bus shelter on the Hillside Avenue properties as a condition of rezoning and to the satisfaction of the Director of Engineering and Public Works.

## Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings. The proposed courtyard and the pathways surrounding the proposed buildings are designed to be accessible.

## Land Use Context

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

## Existing Site Development and Development Potential

The site is presently a three-storey commercial building and surface parking lot. Under the current C1-NN Zone, the property could be developed as a seven-storey, mixed-use building with ground floor commercial uses and residential above at a density of 2:1 floor space ratio.

## Data Table

The following data table compares the proposal with the existing C1-NN Zone, Suburban Centre District. An asterisk is used to identify where the proposal is less stringent than the existing Zone. A double asterisk is used when there are existing non-conformities.

Zoning Criteria	Proposal	Zone Standard (C1-NN Zone)
Site area (m <sup>2</sup> ) – minimum	4804	n/a

<b>Zoning Criteria</b>	<b>Proposal</b>	<b>Zone Standard (C1-NN Zone)</b>
Total floor area (m <sup>2</sup> )	<b>11,987 *</b>	9608
Density (Floor Space Ratio) – maximum	<b>2.50 *</b>	2
Height (m) – maximum	19.50	21.50
Storeys – maximum	6	n/a
Site coverage (%) – maximum	62	n/a
Open site space (%) – minimum	27	n/a
<b>Setbacks</b> (m) – minimum		
Front (Douglas Street)	<b>0**</b> (existing)	
Rear (E)	5.25	4.88
Side (N)	<b>0 **</b> (existing) / 3.66 (new)	3
Side (S)	<b>3.92 *</b>	4.88
<b>Vehicle parking stalls</b> – minimum		
Residential	<b>53 *</b>	108
Commercial	<b>25 *</b>	36
Visitor	<b>10 *</b>	15
<b>Bicycle parking stalls</b> – minimum		
Residential long-term	184	184
Residential short-term	15	15
Commercial long-term	8	8
Commercial short-term	9	9

## ANALYSIS

### Development Permit Area and Design Guidelines

The *Official Community Plan* (OCP, 2012) identifies this property within Development Permit Area 7A: Corridors, which strongly encourages commercial uses along corridors through high

quality architecture, landscape and urban design to enhance the streetscape appearance, strengthen commercial viability and encourage pedestrian use.

The design guidelines encourage new building facades, especially those facing streets, to be well-designed and articulated with human-scale architectural features that create visual interest for pedestrians. Special attention to rhythm and pattern of existing building facades and architectural elements in the surrounding context is also strongly encouraged. The applicant is proposing to incorporate some architectural elements from the Scott Building in the modern additions and new building. The architectural elements include the extension of the storefront glazing, applying new light coloured brick material on the recessed portion of the east elevation of the Scott Building, flat rooflines, matching cornice lines and window shape.

To enhance the commercial uses along the corridors, the design guidelines stipulate a minimum floor-to-ceiling height of at least four metres and a minimum depth of approximately 10m to accommodate a range of commercial uses in mixed-use buildings. The design guidelines also encourage a series of modulated storefront entrances, with transparent glazing. The applicant is proposing a range of floor-to-ceiling heights from 4.97m to 5.13m, a unit depth significantly greater than 10m and substantial transparent glazing.

Where two or more buildings are located on a single site, the design guidelines strongly encourage a comfortable separation space for residential units, with consideration for window placement, sunlight penetration to residential units and adequate spaces for landscaping. The building articulation along the east elevation of the Scott Building and the slender design of the new building allow for some generous separation distances ranging from 10m to 22m. These adequate separation distances also allow for sunlight penetration to residential units, a central courtyard and more space for tree planting throughout the site. The applicant is also proposing to remove the centre of the existing building at the upper two storeys allowing daylight to new dwelling units.

To create a sense of community on-site in accordance with the design guidelines, the applicant is proposing a central courtyard for residents and visitors. It is framed by the buildings and there is easy access from the Douglas Street and Hillside Avenue. This usable, attractive and well-integrated space would include tree planting, outdoor seating, a chess and ping pong tables, and raised planters. By removing the centre of the existing building at the upper two levels, it has also created an internal-facing courtyard, which would include amenities such as a barbeque station, table and chairs, lounge seating, a lawn picnic area, and soft landscaping. An amenity room on the ground floor of the new multi-unit residential building, which opens onto the central plaza is also being proposed.

The majority of parking is provided underground. Four parking spaces would be located at the rear of the site and not visible from Douglas Street or Hillside Avenue. The applicant has designed the surface parking in such a way that it looks like an extension of the courtyard with the application of decorative surface treatment and new trees to screen the parking spaces, which is consistent with the design guidelines.

## **Local Area Plans**

The Plan identifies Humber Green as an area for transit-oriented development with a focus on mixed-use development that improves the public realm. The conservation of heritage buildings is also a key objective in the Plan.

To achieve a livable community at Humber Green, the Plan envisions a district with enhanced street trees and landscaping, shopfronts and employment fronting onto arterials roads with a focus on Douglas Street. A small green space to provide respite from the busy roads is also mentioned as an important aspect of new development. In response to these design principles, the applicant is proposing to conserve the existing heritage building, add more rental units in the neighbourhood and make the area more liveable by incorporating a central courtyard, planting trees, adding soft landscaping and street furniture, and constructing a new bus stop to support transit-oriented development.

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

This section on tree preservation and the urban forest is discussed in the concurrent Rezoning Application report.

### **Other Considerations**

The Advisory Design Panel (ADP) reviewed the Development Permit Application at their meeting on October 23, 2019 (minutes attached) and provided the following recommendation for Council's consideration:

"That Advisory Design Panel recommend to Council that Development Permit with Variances Application No. 00123 for 2649-2659 Douglas Street and 735 Hillside Avenue be approved."

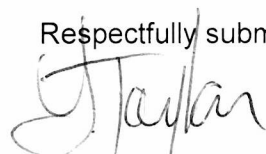
### **CONCLUSIONS**

The proposal to construct an addition on the existing heritage building and construct a new six-storey multi-unit residential building is consistent with the design guidelines. This proposal will enhance the overall character of the neighbourhood by adding housing, new village commercial uses and making improvements to the public realm. Staff recommend for Council's consideration that the application proceed concurrently with the Rezoning Application.

### **ALTERNATE MOTION**

That Council decline Development Permit Application No. 00123 for the property located at 2649-2659 Douglas Street and 735 Hillside 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:

Dec 4, 2019

## List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped November 4, 2019
- Attachment D: Letter from applicant to Mayor and Council dated October 31, 2019
- Attachment E: Letter from applicant to Mayor and Council dated July 4, 2019
- Attachment F: Community Association Land Use Committee Comments dated December 12, 2017, September 20, 2018 and June 4, 2019
- Attachment G: Parking Study prepared by WATT Consulting dated September 25, 2019
- Attachment H: Letter from MODO dated October 31, 2019
- Attachment I: Letter from applicant regarding TDM measures dated November 4, 2019
- Attachment J: Advisory Design Panel report dated October 10, 2019
- Attachment K: Minutes from the Advisory Design Panel dated October 23, 2019
- Attachment L: Correspondence.