



Committee of the Whole Report For the Meeting of May 7, 2020

To: Committee of the Whole **Date:** April 23, 2020

From: Karen Hoese, Director, Sustainable Planning and Community Development

Subject: Development Permit Application No. 000567 for 1230 Grant Street, 1209, 1218, 1219, 1220 and 1226 North Park Street, 1219 Vining Street, 1235 Caledonia Avenue and 1211 Gladstone Avenue

RECOMMENDATION

That, subject to:

1. the preparation and execution of legal agreements to secure housing affordability, unit types, accessible dwelling units, and amenity space, Statutory Right-of-Ways, and the construction of a greenway, to the satisfaction of the Director of Community Planning and Sustainable Development and Director of Engineering and Public Works.
2. revisions to the driveway and underground parkade entrance of the four-storey, multi-unit residential building on Grant Street to accommodate the Grant Street turnaround, to the satisfaction of the Director of Community Planning and Sustainable Development and Director of Engineering and Public Works.

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, consider the following motion:

“That Council authorize the issuance of Development Permit Application No. 000567 for 1230 Grant Street, 1209, 1218, 1219, 1220 and 1226 North Park Street, 1219 Vining Street, 1235 Caledonia Avenue and 1211 Gladstone Avenue, in accordance with:

1. Plans date stamped April 6, 2020.
2. 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 properties located at 1230 Grant Street, 1209, 1218, 1219, 1220 and 1226 North Park Street, 1219 Vining Street, 1235 Caledonia Avenue and 1211 Gladstone Avenue. The proposal is to construct a residential development consisting of two multi-unit residential buildings and three blocks of townhouses ranging in heights from three to five storeys.

The following points were considered in assessing this application:

- the subject properties are within Development Permit Area (DPA) 16: General Form and Character. This DPA supports new multi-unit residential developments that provide a sensitive transition to adjacent and nearby areas and that are complementary to the established place character of a neighbourhood. A high quality of architecture, landscape and urban design are strongly encouraged. The DPA also encourages livable environments that are designed for the human-scale and incorporate quality open spaces, adequate privacy, safety and accessibility. The proposal is consistent with these objectives
- to create a sense of community on-site, the applicant is proposing outdoor amenity space for residents and visitors, including community gardens, allotment garden boxes, children's play area and gardens, interconnecting pathways, substantial tree planting, and outdoor seating
- this proposal significantly enhances the street and the proposed greenway frontages by introducing human-scale architectural elements, including ground-oriented dwelling units with individual front entryways and substantial landscaping
- the majority of off-street parking would be located underground (only three visitor and two accessible parking spaces are located at grade). As a result, the site primarily features building frontage accompanied by substantial landscaping and open site space.

BACKGROUND

Description of Proposal

The proposal is for a residential development consisting of two multi-unit residential buildings and three blocks of townhouses ranging in heights from three to five storeys. Specific details include:

Four-storey multi-unit residential building

- a low-rise building form consisting of contemporary architectural features including a flat and butterfly roofline and contemporary-style windows
- exterior building materials include fibre cement panel and lap-siding, brick veneer, painted concrete and aluminum soffit material
- main residential entryway facing Grant Street
- individual entrances for the ground level units with direct connections to the street, greenway and interior open space
- private patios for the ground level units and balconies for the upper storey units.

Five-storey multi-unit residential building

- a mid-rise building form consisting of contemporary architectural features including a flat roofline and contemporary-style windows
- exterior materials include fibre cement panel and lap-siding, and aluminum soffit material
- a ground level amenity room for residents and community groups
- main residential entryway accessed from the breezeway
- individual entrances for the ground level units with direct connections to the street, greenway and interior open space
- private patios for the ground level units and balconies for the upper storey units.

Townhouses

- architectural features include a pitched and gabled roofline and contemporary-style windows
- exterior materials include fibre cement panel and lap-siding, painted concrete and aluminum soffit material
- individual entrances for the ground level units with direct connections to the street, greenway and interior open space
- private patios for the ground level units and balconies for the upper storey units.

Landscaping, vehicle and bicycle parking, loading and access

- east-west pathways connecting the site to the proposed greenway and surrounding streets
- extensive outdoor space and amenities including community gardens, allotment garden boxes, children's gardens and playground, several gathering places, outdoor seating, picnic tables, open space, rain gardens and substantial soft landscaping
- approximately 99 trees on-site (11 existing trees and 88 new trees)
- access to underground parkade from Caledonia Avenue and Grant Street
- loading, fire access, and service delivery from Vining Street
- one level of underground parking containing 112 parking spaces
- five surface parking spaces
- 195 long-term and 30 short-term bicycle parking spaces.

Affordable Housing

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

Sustainability

The applicant notes the following sustainability features as being associated with this application:

- Step 3 of the BC Energy Step Code (20% reduction in energy use and a high-performance building envelope)
- energy and air tightness testing throughout the project
- heat recovery ventilation system
- energy-efficient insulation, lighting and electrical systems, including motion sensor lighting and LED lighting

- low-flow and high-efficiency plumbing fixtures
- extensive use of raingardens for storm water management purposes.

Active Transportation

The application proposes to install 195 long-term and 30 short-term residential bicycle parking spaces which supports active transportation.

Public Realm

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

Accessibility

The British Columbia Building Code regulates accessibility as it pertains to buildings. The applicant is proposing 15 accessible dwelling units, including seven one-bedroom, seven two-bedroom, and one three-bedroom unit. The proposed outdoor areas and pathways surrounding the buildings are also designed to be accessible.

Existing Site Development and Development Potential

The site is presently occupied by townhouses and a two-storey, multi-unit residential building. A large portion of the site is vacant.

The subject properties that are currently zoned R-K, Medium Density Attached Dwelling District, could be developed as two and a half storey townhouses and the properties currently zoned R-2, Two-Family Dwelling District, could be developed as two-storey duplexes.

Data Table

The following data table compares the proposal with the existing R-K and R-2 Zones. An asterisk is used to identify where the proposal differs from the existing Zone.

Zoning Criteria	Apartment		Townhouse			Zone Standard	Zone Standard
	1	2	1	2	3	R-K Zone	R-2 Zone
Site area (m ²) – minimum	8681.10 (total site)					28,490	43,845
Lot width (m) - minimum	54.94					18	15
Density (Floor Space Ratio) – maximum	1.29:1*					0.6:1	0.5:1

Zoning Criteria	Apartment		Townhouse			Zone Standard	Zone Standard	
	1	2	1	2	3	R-K Zone	R-2 Zone	
Height (m) – maximum	12*	14.78*	11.25*	10.65*	9.80*	8.50 (measured from average grade to the highest point of the finished ceiling height (interior))	7.60	
Site coverage (%) – maximum	(measured to exterior roof pitch)					41*	33	40
Open site space (%) – minimum	49					45	30	
Setbacks (m) – minimum								
North (Gladstone Avenue)	147.30	99.80	44.80	7* (building) / 1* (stairs)	48.50	7.50 (building) / 1.60 (stairs)	3.50	
South (Grant Street)	7* (living room)	54.60	100.50	155.60	115.90	2.50 (blank wall) / 4 (habitable room) / 7.5 (living room)	10.70 or 35% of lot depth, whichever is greater	
East	3.60* (living room)	3.60* (living room)	2.50* (living room) / 1 (stairs)	2.50* (living room) / 1 (stairs)	28.60	Same as south setbacks	3	
West	5.80* (living room)	4* (living room) / 5.80* (amenity room)	27.50	4* (living room)	5.20 (habitable room)	Same as south setbacks	4.55	
Vehicle parking – minimum								
Residential	96					96		
Visitor	16					16		

Zoning Criteria	Apartment		Townhouse			Zone Standard	Zone Standard
	1	2	1	2	3	R-K Zone	R-2 Zone
Before and after school care	5					2	
Bicycle parking stalls – minimum							
Long-term	195					195	
Short-term	30					17	

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, on October 8, 2019 the Application was referred for a 30-day comment period to the Fernwood CALUC. At the time of writing this report, a letter from the CALUC had not been received.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan (OCP, 2012)* identifies the subject properties within Development Permit Area (DPA) 16: General Form and Character. This DPA supports multi-unit residential developments that provide a sensitive transition to adjacent and nearby areas and that are complementary to the established place character of a neighbourhood. A high quality of architecture, landscape and urban design are strongly encouraged. The DPA also encourages liveable environments that are designed for the human-scale and incorporate quality open spaces, adequate privacy, safety and accessibility.

To achieve a sensitive transition to the adjacent land uses, the applicant is locating the proposed four-storey multi-unit residential building on the south end of the site along Grant Street and adjacent to Haegart Park and the five-storey building adjacent to the Vic High track furthest away from the neighbouring single-family dwellings. The three-storey townhouses are situated on the north end of the site adjacent to the single-family dwellings and fronting Gladstone Avenue. The proposed site planning prioritizes pedestrians and minimizes the amount of space dedicated to vehicles by providing all the residential parking underground and limiting the amount of vehicular access on the site.

The design guidelines specify that new residential development should respect the character of established areas through the form, massing, building height, rooflines and exterior finishes. Breaking up larger and longer buildings into human-scaled proportions and ensuring that ground level residential uses have strong entry features are also encouraged in the design guidelines.

For the four and five-storey multi-unit residential buildings, the applicant is proposing an articulated L-shaped building form to break up the massing. The upper storeys are stepped back and finished with lighter exterior materials and colours, and the rooflines are reasonably flat to reduce the prominence of taller buildings in the neighbourhood. Both buildings have ground-oriented dwelling units with individual entryways that provide direct connections to the street, greenway and outdoor areas and adds visual interest to the public realm.

The townhouse blocks are slightly articulated at the entryways to break up the form and massing. The applicant is using materials, colours and window placement to break up the longer townhouse blocks. The pitched and gabled roofline fits in with the traditional character of the neighbourhood.

To create a sense of community on-site, the applicant is proposing extensive outdoor amenity areas for residents and visitors. The outdoor areas are framed by the buildings and connected by pathways. This usable, attractive and well-integrated space would include community gardens, allotment garden boxes, children's gardens and playground, several gathering places, outdoor seating, picnic tables, open space, rain gardens and soft landscaping.

Local Area Plans

The *Fernwood Neighbourhood Plan* (1994) supports the retention of the duplex zoning in order to preserve the current "look and image" of single-family homes and duplexes in the neighbourhood. The Plan states the importance of protecting traditional architectural elements, such as front porches, wood-shingle siding, wood window frames and pitched roofs. In accordance with the Plan objectives, the applicant is proposing a traditional architectural design for the townhouse units to ensure that this type of built form fits in with the existing neighbourhood context.

Maintaining views of heritage buildings in the neighbourhood is strongly encouraged in the Plan. Vic High School is considered a heritage landmark building in the city. Views of this heritage-designated building from the public realm was taken into consideration by the applicant, which resulted in preserving the views from North Park Street and from the intersections along the Greenway.

Tree Preservation Bylaw and Urban Forest Master Plan

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

Other Considerations

Advisory Design Panel

The Advisory Design Panel (ADP) reviewed the Development Permit Application at their meeting on January 22, 2020 (minutes attached) and provided the following recommendation for Council's consideration:

“That Development Permit Application No. 000567 for 1230 Grant Street & 1209,1218,1219,1220,1226 North Park Street & 1219 Vining Street & 1235 Caledonia Avenue & 1211 Gladstone Avenue be approved with the following changes:

- *refine the relationship between landscape, architectural design and lighting to improve the alignment between walkway and breezeway*
- *emphasize the site entrance and the main pedestrian connections throughout the site*
- *further refine the hierarchy of the pathways between public and private space*
- *confirmation of gaps within the trees along the playing field avenue as presented*
- *consider window assemblies that will result in shadow and light*
- *ensure the pedestrian routes take precedence over parking and do not inhibit views over the site*
- *consider simplification and revision of exterior finishes on the townhouses.”*

In response to ADP’s recommendation above, the applicant made the following changes:

- realigned central walkway to create a strong continuous axis through the site and improved sightlines
- realigned three east-west walkways to improve connections with sidewalks on North Park Avenue, Vining Street and Caledonia Street
- added pedestrian-friendly lighting to the building and within the landscaped areas to address CPTED concerns
- incorporated decorative surface treatment at intersections where the east-west walkways connect to the main central walkway
- incorporated tree gaps where the east-west walkways connect to the greenway to maintain views through the site and of Vic High School
- changed cladding and window trim to project a minimum of two to three inches from the window frame to create desirable shadow lines
- relocated the children’s playground to the south end of the site, adjacent to the amenity room, and away from the entrance to the underground parkade off of Caledonia Avenue
- demarcated walkways and vehicular access with different surface treatment to minimize conflicts between different user groups
- simplified exterior finishes on the townhouse units.

Grant Street Turnaround

Further refinements to the Grant Street turnaround in order to accommodate larger trucks (i.e. garbage trucks, moving trucks, handy-dart, emergency vehicles, etc.) will be required, which may result in changes to the slope of the driveway and the entrance to the underground parkade. If design changes are required, then staff will provide Council with an update report summarizing the proposed changes and attaching the revised drawings for Council’s consideration.

CONCLUSIONS

The proposal to construct a residential development consisting of two multi-unit residential buildings and three blocks of townhouses ranging in heights from three to five storeys is generally consistent with the design guidelines. The applicant has made some refinements to the proposal in response to the feedback provided at ADP, which improve the proposal. Staff

recommend for that this application proceed concurrently with the Rezoning Application for Council's further consideration.

ALTERNATE MOTION

That Council decline Development Permit Application No. 000567 for the property located at 1230 Grant Street, 1209, 1218, 1219, 1220 and 1226 North Park Street, 1219 Vining Street, 1235 Caledonia Avenue and 1211 Gladstone Avenue.

Respectfully submitted,



Leanne Taylor
Senior Planner
Development Services Division

Karen Hoese, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



Date: April 30, 2020

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans, date stamped April 6, 2020
- Attachment D: Letter from applicant to Mayor and Council, dated September 26, 2019
- Attachment E: Proposal overview and design rationale from the applicant, dated September 2019
- Attachment F: Sustainability Features, dated September 27, 2019
- Attachment G: Transportation Study, dated September 24, 2019
- Attachment H: Tenant Assistance Plan
- Attachment I: Arborist Report, dated March 4, 2020 (Updated March 6, 2020 and April 1, 2020)
- Attachment J: Advisory Design Panel report, dated January 15, 2020
- Attachment K: Advisory Design Panel minutes from January 20, 2020
- Attachment L: Letter from applicant regarding the recommendations from the Advisory Design Panel, dated April 13, 2020
- Attachment M: Correspondence (Letters received from residents).