



## Committee of the Whole Report

### For the Meeting of May 21, 2020

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**To:** Committee of the Whole **Date:** May 7, 2020

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

**Subject:** Development Permit with Variances Application No. 00136 for 750 and 780 Summit Avenue

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### RECOMMENDATION

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

“That, subject to the proposed metal panels being reviewed and determined to be to the satisfaction of the Director of Sustainable Planning and Community Development, Council authorize the issuance of Development Permit with Variance Application No. 00136 for 750 and 780 Summit Avenue, in accordance with:

1. Plans date stamped April 14, 2020.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variance:
  - a. No provision of a loading space (Part 7.2, Section 9).
3. Provision of a short-term bike rack (6 spaces) in a location 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 *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 with Variance Application for the property located at 750 and 780 Summit Avenue. The proposal is to construct a four-storey car storage facility.

The variance is related to the provision of loading space for vehicles. The access, design and function of the building do not easily facilitate the provision of a loading space that complies with the bylaw, therefore the applicant has requested the ability to eliminate the loading space.

## **BACKGROUND**

### **Description of Proposal**

The proposal is for a four-storey car storage facility. Specific details include:

- Vehicle storage will be located on every level of the building, including the basement level and roof top. An internal elevator will move vehicles from floor to floor.
- Individual vehicles will be driven to the site from local car dealerships. Vehicle access to the facility will be from Summit Avenue. An egress onto Nanaimo Street is provided.
- The main building material is pre-cast concrete, with vertical decorative metal panels from ground level to the roof. A mural (car image) is proposed on the west elevation.
- Landscaping within the setback area includes a mix of trees, shrubs and perennials, in addition to a green wall feature.
- Two street trees along Summit Avenue will be removed due to conflicts with building access and servicing. Four street trees will be planted in this area.
- The proposed variance is related to eliminating the requirement to provide a loading space which is a standard requirement of the industrial zones.

### **Sustainability**

As indicated in the applicant's letter dated April 13, 2020, rooftop solar panels will be used to supplement the energy required to illuminate the basement during the day.

### **Active Transportation**

The application satisfies the Bylaw requirements for the provision of short- and long-term bicycle parking.

### **Public Realm**

No public realm improvements beyond the City's standard requirements are proposed in association with this application.

### **Accessibility**

The British Columbia Building Code regulates accessibility as it pertains to buildings. This storage facility is intended for car storage only and will only be accessed by staff.

## Existing Site Development and Development Potential

The site was occupied by the Royal Canadian Legion and paved parking lot. The Legion ceased operations in 2019 and sold the property the same year.

Under the current M2-1 Zone, Douglas-Blanshard Industrial District, the property could be developed at a density of 3:1 Floor Space Ratio (FSR). This zone accommodates a broad range of uses, as it includes all the uses permitted in the M-2 Zone, Light Industrial District, such as garages, storage lots for vehicles and warehouses.

### Data Table

The following data table compares the proposal with the existing M2-1 Zone, Douglas-Blanshard Industrial District. An asterisk is used to identify where the proposal does not meet the requirements of the existing Zone.

Zoning Criteria	Proposal	M2-1 Zone	Notes
Site area (m <sup>2</sup> )	2031	Not specified	
Density (Floor Space Ratio) – maximum	2.6:1	3:1	
Total floor area (m <sup>2</sup> ) – maximum	5039	6093	
Height (m) – maximum	13.45	15	
Storeys – maximum	4	Not specified	Enclosed rooftop stairwell is deemed 4th storey
Setbacks (m) – minimum	Satisfies the 3 m requirement	3 m sight triangle required at corner	Setback from street required for corner lots
Parking stalls – minimum	7	7	Dimensioned parking only
Loading space – minimum	0 *	1	Variance required
Bicycle parking stalls – minimum			
Short term	6	6	Location to be finalized at building permit stage
Long term	1	1	Internal – basement level

## Relevant History

### Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, on November 20, 2019, the application was referred for a 30-day comment period to the Burnside Gorge CALUC. An email dated December 11, 2019 from the CALUC is attached.

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) designates the area as General Employment, consisting of primarily employment-generating uses. The OCP identifies this property within DPA 7A: Corridors, Douglas Street and Blanshard Street. The main applicable design guidelines are *Design Guidelines for Multi-Residential, Commercial and Industrial* and *Revitalization Guidelines for Corridors, Village and Town Centres*.

Both design guidelines encourage a high quality pedestrian environment with human-scale proportions. This is achieved as follows:

#### *Pedestrian Environment - Design*

- visual interest is created through a mix of materials and textures (concrete and perforated metal panels)
- articulation at street level is provided by the four steel and glass canopies over entrances, with the largest canopy over the main entrance on Summit Avenue
- landscaping along the building frontage includes several trees (in addition to the four street trees), shrubs and perennials. A green wall feature on the corner of Summit Avenue and Nanaimo Street, created by climbing clematis vines planted at ground level, is proposed as vertical green relief to break up the massing and provide a focal point at the corner. The effect shown in the rendering may take several seasons to achieve.

#### *Pedestrian Environment - Lighting*

Lighting is an important design feature in this project adding visual interest, and which also serves to illuminate the area to address security concerns:

- the glazed entry doors have sidelights
- the entry glass canopy is lit from underneath
- lighting along the building face on the concrete panels provides continuous lighting along the sidewalk at street level
- a number of the metal panels will be backlit with coloured LED lighting, creating visual interest at night.

### *Building proportions*

- In order to break up the horizontal elements and create articulation, decorative metal panels have been added. The renderings and material board provide a conceptual visual representation of how these panels will look. As these panels will be the defining architectural feature of this building and as specific details of these panels have not been provided, it is recommended that further details of the metal panels be provided prior to issuance of the Development Permit.
- The stair towers will serve to further break up the façade as the pre-cast concrete for the stairwells is a darker tint. Window elements are placed in these towers, which create visual interest.
- The panels create an articulate effect along the parapet.
- The guidelines encourage response to the rhythm and pattern of existing buildings in the surrounding context. The surrounding context is industrial with many uses not contained within buildings, with a BC Hydro substation directly across Summit Street from the proposal. The proposal creates an addition to the neighbourhood that is not out of context with the mix of land uses and building forms.

### *Other design elements*

- An art mural of a car is proposed on the west elevation to limit the effect of a blank wall. The potential of having a mural painted by a local artist was discussed with the applicant; however, the applicant decided to retain the image as proposed, noting that some point in the future this wall could be obscured by a new building along this lot line.

### *CPTED measures*

- downward focussed lighting has been included that will address nighttime visibility and security
- areas of entrapment have been reduced and sightlines around the building are improved by using a curved wall. Metal security screens will be installed on the interior of the ground floor openings, as well as on the vehicle entrance to the building.

## **Burnside Gorge Neighbourhood Plan (2017)**

The subject property is within the Douglas Corridor sub-area and identified as a General Employment area. Relating to industrial building form, the policies recommend that light industrial buildings be built up to the edge of the street. The proposed development satisfies this requirement.

There are no specific Action Plan items relating to this area as most of the policies and actions focus on the Douglas Street corridor.

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

There are no bylaw-protected trees on the subject property or on adjacent private property. Within the proposed building footprint, there are three small cypress trees which will be removed. There is no opportunity for relocating these trees on the lot.

Within the public realm, the following trees are affected by this proposal:

- two cherry trees on the Summit Avenue frontage require removal due to the proposed driveway access. The arborist report indicates that these trees are in poor health.
- a London plane tree located on the Summit Avenue frontage, in front of the property to the west, can be retained with appropriate mitigation measures for excavation, sidewalk installation and servicing.

There are four new street trees proposed along Summit Avenue, with the species to be determined by the Parks department. In addition, there will be two new trees planted on private property within the setback on the Nanaimo Street frontage.

The arborist report is attached to this report.

### **Regulatory Considerations - Variance**

The applicant has indicated that the parking storage structure will be used by local car dealerships. Operationally, the vehicles will not be unloaded on Summit Street; the vehicles will be unloaded on a nearby dealers' lot and driven to the building. With this operational plan in place, the entrance to the facility and car elevator in effect serves as loading bay. Although this entrance does not technically meet the requirements of a loading bay, it is considered to be sufficient for this building. The variance to eliminate the provision of a loading bay is therefore considered supportable.

### **CONCLUSIONS**

The proposed car storage facility is in general compliance with the *Design Guidelines for Multi-Residential, Commercial and Industrial* and *Revitalization Guidelines for Corridors, Village and Town Centres*. There are a number of architectural features and landscaping (on the property and within the public realm) that will contribute to overall pedestrian environment in the area and at the same time address security considerations. As the metal panels will provide the main architectural interest for this facility, staff are recommending that material samples be provided for staff review and approval prior to the issuance of the Development Permit. The request to eliminate the loading space is considered supportable as loading will be dealt with internally within the building.

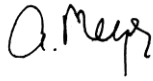
### **ALTERNATE MOTION**

That Council decline Development Permit with Variance Application No. 00136 for the property located at 750 and 780 Summit Avenue.

Respectfully submitted,



Lucina Baryluk  
Senior Planner  
Development Services



Karen Hoese, Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:



Date: May 12, 2020

#### List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped April 14, 2020
- Attachment D: Letter from applicant to Mayor and Council dated April 13, 2020
- Attachment E: Talbot Mackenzie and Associates, Arborist Report, dated January 31, 2020:
- Attachment F: Letter from the CALUC dated December 11, 2019.