



Committee of the Whole Report

For the Meeting of August 6, 2020

To: Committee of the Whole **Date:** July 23, 2020
From: Karen Hoese, Director, Sustainable Planning and Community Development
Subject: Update on Rezoning Application No. 00695, Heritage Designation Application No. 000188 and Heritage Alteration Permit Application No. 00016 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street ("Wellburn's Site")

RECOMMENDATIONS

Rezoning Application No. 00695

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00695 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street, 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 appropriate legal agreements in order to secure the following:
 - a. all dwelling units remain rental in perpetuity;
 - b. a Statutory Right-of-Way of 3.083m along Cook Street, to the satisfaction of the Director of Engineering and Public Works;
 - c. pay for the construction an asphalt pathway in Franklin Green Park to connect the proposed 3m wide pathway at the northwest corner of the site to an existing park pathway to the west to the satisfaction of the Director of Parks, Recreation and Facilities;
 - d. provide a bus shelter on Cook Street in accordance with the site plan dated November 22, 2019, to the satisfaction of the Director of Engineering and Public Works and the Director of Sustainable Planning and Community Development;
 - e. provide two car share vehicles, two assigned car share parking spaces on-site, 118 car share memberships, a \$100 of driving credits for each resident, and 40 electric bicycle charging stations (110V wall outlets) in the underground parkade, to the satisfaction of the Director of Engineering and Public Works;
 - f. purchase 100 transit passes through BC Transit's EcoPass program to the satisfaction of the Director of Engineering and Public Works;
 - g. permit the proposed mews to access Franklin Green Park for fire exit purposes;**
 - h. maintain unrestricted public access to the mews from Cook Street and Franklin**

- Green Park from 8AM-8PM each day;**
- i. **provide a community amenity contribution in the amount of \$24,000.00 toward the Tree Reserve Fund for tree planting purposes and enhancing the city's urban forest; and**
 - j. **provide a community amenity contribution in the amount of \$17,800.00 toward the Local Amenity Reserve Fund for the construction of two accessible asphalt pathways within Franklin Green Park linking Cook Street and the development to the existing pathways in the park and for the purchase and installation of a drinking fountain for the park to the satisfaction of the Director of Parks, Recreation and Facilities.**
2. Council authorizing street-level projecting canopies and cornices over the City Right-of-Way on 1050-1058 Pandora Avenue and 1508-1518 Cook Street, provided that the applicant enters into an Encroachment Agreement in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works.

Heritage Alteration Permit Application No. 00016

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. 00695, if it is approved, consider the following motions:

1. "That Council authorize the issuance of Heritage Alteration Permit Application No. 00016 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street, in accordance with:
 - a) The Plans, date stamped **July 15, 2020**
 - b) The Conservation Plan for the Parkway Apartments, date stamped July 16, 2019.
 - c) Final plans to be generally in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.
 - d) Heritage Alteration Permit lapsing two years from the date of this resolution.
2. That Council approve the designation of the heritage-registered property located at 1050-1058 Pandora Avenue and 1508-1516 Cook Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, consistent with the plans dated **July 15, 2020.**"

EXECUTIVE SUMMARY

The purpose of this report is to provide Council with information, analysis and recommendations on proposed revisions to the Rezoning and Heritage Alteration Permit Applications for the properties located at 1050 Pandora Avenue, known as Wellburn's or Parkway Apartments. The revisions are the result of the applicant's review of the constructability and costing of the November 22, 2019 architectural plans, which they determined was not financially viable. In response, the architect has made a series of revisions to the project design, some of which are improvements to the design and unrelated to project costs:

- the exterior cladding of the four to six storey addition to the heritage registered Parkway Apartments building has been revised from ultra-high-performance concrete panels to stucco, which is a more cost-effective cladding
- window assemblies for the addition now include a transom window, which improves operability and reduces cost

- two rental dwelling units have been added (studio + den and a one bedroom unit), which has slightly increased the gross floor area of the building from 8,412 square metres to 8,544 square metres (a difference of 132 square metres) and the overall density from 2.92:1 floor space ratio (FSR) to 2.97:1 FSR (an increase of 0.05:1 FSR)
- eight residential bicycle parking spaces have been added (six long term, two short term)
- one additional visitor parking space has been added to the underground parking level
- the sedum roof proposed for level 5 of the building has been changed to a gravel roof
- the saw tooth pattern of chamfered balconies at the northeast, north and northwest faces at the 6th storey of the building has been removed, and these portions of the facade now have a flat profile without any balcony recesses
- the garbage and recycling room for the building has been relocated from the main level to the basement level
- an additional path connection between the mews and the path system in Franklin Green Park is proposed. This connection meets fire exiting requirements for the building and improves connectivity to Cook Street. The applicant has agreed to pay for the path connection as well as purchase and pay for the installation of a new water fountain in the park as an additional community amenity contribution
- due to the existing location of the underground utilities along Cook Street, street trees cannot be accommodated along this frontage. The applicant is willing to provide a community amenity contribution of \$24,000.00 for tree planting elsewhere in the neighbourhood in order to enhance the City's urban forest.

There are no changes to the proposed rehabilitation strategy for the heritage registered Parkway Apartments Building.

Staff consider the changes to the exterior cladding and fenestration of the building to be qualitatively minor, while other changes, including public access to the mews and relocation of the garbage room a meaningful improvement to the November 2019 design (attached).

BACKGROUND

Description of Proposal

The purpose of this report is to present Council with an update regarding the Rezoning and Heritage Alteration Permit Applications for the properties located at 1050-1058 Pandora Avenue and 1508-1518 Cook Street, considered by Council at the Committee of the Whole (COTW) meeting of December 12, 2019. The proposal is to rezone from the CA-1 Zone, Pandora Avenue Special Commercial District, and R-2 Zone, Two-Family Dwelling District, to a new zone in order to increase the density and construct a new four- and six-storey addition consisting of ground floor commercial uses and residential above. There is a concurrent application to heritage designate the existing "Wellburn's" building.

The motion from the December 12, 2019, Council meeting is as follows:

Rezoning Application No. 000695

"That subject to the applicant committing to measures outlined in the District Correspondence outlining the summary of the Parkway Building flood from November 2 to December 10, Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00695 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street, 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 appropriate legal agreements in order to secure the following:*
 - a. *all dwelling units remain rental in perpetuity;*
 - b. *a Statutory Right-of-Way of 3.083m along Cook Street, to the satisfaction of the Director of Engineering and Public Works;*
 - c. *pay for the construction of an asphalt pathway in Franklin Green Park to connect the proposed 3m wide pathway at the northwest corner of the site to an existing park pathway to the west to the satisfaction of the Director of Parks, Recreation and Facilities;*
 - d. *provide a bus shelter on Cook Street in accordance with the site plan dated November 22, 2019, and to the satisfaction of the Director of Engineering and Public Works and the Director of Sustainable Planning and Community Development;*
 - e. *provide two car share vehicles, two assigned car share parking spaces on-site, 118 car share memberships, a \$100 of driving credits for each resident, and 40 electric bicycle charging stations (11 OV wall outlets) in the underground parkade, to the satisfaction of the Director of Engineering and Public Works; and*
 - f. *purchase 100 transit passes through BC Transit's EcoPass program to the satisfaction of the Director of Engineering and Public Works.*
2. *Council authorizing street-level projecting canopies and cornices over the City Right-of-Way on 1050-1058 Pandora Avenue and 1508-1518 Cook Street, provided that the applicant enters into an Encroachment Agreement in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works."*

Heritage Designation Application No. 000188 and Heritage Alteration Permit Application No. 00016

"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. 00695, if it is approved, consider the following motions:

1. *"That Council authorize the issuance of Heritage Alteration Permit Application No. 00016 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street, in accordance with:*
 - a. *Plans, date stamped November 22, 2019.*
 - b. *The Conservation Plan for the Parkway Apartments, date stamped July 2019.*
 - c. *Final plans to be generally in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.*
 - d. *Heritage Alteration Permit lapsing two years from the date of this resolution.*
2. *That Council approve the designation of the heritage-registered property located at 1050-1058 Pandora Avenue and 1508-1516 Cook Street,*

pursuant to Section 611 of the Local Government Act, as a Municipal Heritage Site, consistent with the plans dated November 22, 2019."

In the months after COTW, the applicant approached staff with proposed changes to the exterior cladding and fenestration of the building as well as slight changes to the interior configuration in order to make the project financially viable and improve the overall design and function of the building. Other proposed changes include modifications and enhanced connectivity to Franklin Green Park.

Data Table

The following data table compares the proposal with the November 19, 2019 plans and the existing CA-1 Zone, Pandora Avenue Special Commercial District. An asterisk is used to identify where the proposal is less stringent than the existing Zone.

Zoning Criteria	November 19, 2019 Plans	Revised Proposal (July 15, 2020)	Zone Standard (CA-1 Zone)
Site area (m ²) – minimum	2879	2879	n/a
Density (Floor Space Ratio) – maximum	2.92:1*	2.97:1*	2:1
Total floor area (m ²) – maximum	8412.30 *	8544.5*	5758
Height (m) – maximum	20.22 *	20.22*	15.50
Storeys – maximum	6	6	n/a
Site coverage (%) – maximum	70	70	n/a
Open site space (%) – minimum	22	22	n/a
Setbacks (m) – minimum			
Street setback (Pandora Avenue – south)	0 * (existing & Levels 1-2) 3.97 (proposed Levels 3-6)	0 * (existing & Levels 1-2) 3.97 (proposed Levels 3-6)	3
Street setback (Cook Street – east)	0 * (existing & Levels 1-2) 3.08 (proposed Levels 3-4) 13.13 (proposed Levels 5-6)	0 * (existing & Levels 1-2) 3.08 (proposed Levels 3-4) 13.13 (proposed Levels 5-6)	3
Side (North)	6.18 (proposed Levels 1-4) 7.60 (proposed	6.18 (proposed Levels 1-4) 7.60 (proposed	0 or 3

Zoning Criteria	November 19, 2019 Plans	Revised Proposal (July 15, 2020)	Zone Standard (CA-1 Zone)
Side (West)	Levels 5-6) 0 * (existing & Levels 1-2) 2.96 * (proposed Levels 3-4) 3.33 (proposed Levels 5-6)	Levels 5-6) 0 * (existing & Levels 1-2) 2.96 * (proposed Levels 3-4) 3.33 (proposed Levels 5-6)	0 or 3
Vehicle parking – minimum			
Residential	33 *	33 *	66
Commercial	5 *	5 *	17
Visitor	3 *	4 *	11
Bicycle parking stalls – minimum			
Residential – long-term	142	148	130
Residential – short-term	10	12	11
Commercial – long-term	6	12	6
Commercial – short-term	8	8	8

Community Consultation

The applicant consulted the North Park CALUC at a meeting on March 20, 2019. The CALUC Procedures for Processing Rezoning and Variance Applications state that a second community meeting is required if any one of the following changes is made:

- a change to the uses (additional uses added)
- an increase in the height
- an increase in the density or floor space ratio (FSR)
- a reduction in the setbacks or increase in site coverage equal to or greater than 20%

In this instance, although there has been an increase in density from the proposal that was presented to COTW on December 12, 2019, from 2.92:1 to 2.97:1 (FSR), the density is still less than what was presented to the CALUC on March 20, 2019 which included a density of 3.3:1. So the proposed density has not increased beyond what the CALUC originally reviewed and therefore has not triggered the requirement for a second CALUC meeting; however, on July 16, 2020, staff notified the North Park CALUC of the resubmission, in accordance with the requirements of the rezoning process.

ANALYSIS

The following sections provide an analysis of each of the proposed revisions

Window Assemblies

The window assemblies for the new addition have been changed from uninterrupted floor-to-ceiling windows that measured 8 feet in height, to windows that are 6' 2" in height, with a 1'8" tall transom window. The shorter windows are more cost effective and easier to operate for residents of the building.

The introduction of a horizontal line to the black painted window assemblies adds more visual detail to the façade, particularly the portions of the addition directly over top of the heritage building. While the simplicity of the original windows contributed to the compatibility of the building, as required by standard 11 of the *Standards and Guidelines for the Conservation of Historic Places in Canada*, in staff's opinion the overall character of the new additions is not significantly changed and they remain compatible. The additions maintain the same significant setbacks, inverted windows and balconies, which reference elements of the heritage-protected Parkway Apartments building, and which help them recede into the background.

Cladding

The applicant has revised the cladding of the building from ultra-high-performance concrete panels in a bond pattern, to a smooth stucco finish applied to an impact resistant wall system. The original panelized system emulated the bond pattern of bricks on the heritage registered Parkway Apartments building and was a thoughtful gesture that contributed to the compatibility of the additions with the heritage building. Despite the change, the smooth stucco finish simplifies the facades of the building and helps to offset the added visual detail of the transom windows. Removing the bond pattern will enhance the sculptural qualities of the building, including the light and shadow effect of the sun cast on the chamfered balconies. Staff consider the substitution of materials to be a reasonable change that enhances some of the design features of the addition.

Garbage and Recycling Room

The garbage and recycling room has been relocated from the ground floor of the building facing the pedestrian path to the park on the north edge of the property to the basement level. The applicant replaced the garbage and recycling room with a ground-oriented dwelling unit that improves the aesthetics and visual transparency of the façade viewed from the pedestrian path.

Additional Dwelling Units and Increased Gross Floor Area

The applicant has added two rental dwelling units to the building by relocating the garbage and recycling room underground and has reconfigured four of the north-facing residential units on level 6 to eliminate the large corner windows and balconies. These changes have increased the gross floor area of the building from 8,412 square metres to 8,544 square metres (a difference of 132 square metres) and the overall density has slightly increased from 2.92:1 to 2.97:1 FSR (an increase of 0.05:1 FSR), which still remains consistent with the density policies outlined in the *Official Community Plan* (OCP, 2012) and the *Downtown Core Area Plan* (DCAP, 2012)

Bicycle Parking

The applicant has added six long-term and two short-term residential bicycle parking spaces to the underground level of the building, bringing the total number of bicycle parking spaces on site up to 160, whereas 142 are required for the residential uses. The applicant has also increased the number of long-term commercial bicycle parking spaces from six to 12.

Mews Connection, Public Access and Park Improvements

BC Building Code and fire regulations requires the development to have two fire exits that egress into the adjacent Franklin Green Park. Staff have worked with the Applicant to identify the following solutions that will meet regulatory requirements and provide the following community contributions:

- Maintain unrestricted public access to the mews from Cook Street and Franklin Green Park from 8AM-8PM; and
- Provide a community amenity contribution in the amount of \$17,800.00 toward the Local Amenity Reserve Fund for the construction of two accessible asphalt pathways within Franklin Green Park linking Cook Street and development to existing pathways in the park and for the purchase and installation of a drinking fountain for the park.

The City will construct the pathway connections and install the drinking fountain within the Park. The Applicant will be required to coordinate the timing of the work with the City's Parks Department a minimum of one year in advance of requiring the work to be complete.

Street Trees

The location of existing underground utilities along Cook Street is preventing the planting of street trees along this frontage. The applicant is willing to provide \$24,000.00, which is equivalent to the planting of six trees in hardscape, which will be used to plant trees elsewhere in the neighbourhood to enhance the City's urban forest.

Tenant Assistance

All of the former tenants of the building have been successfully relocated and compensated in accordance with the Tenant Assistance Plan. The applicant prepared a series of letters (attached) with further details.

CONCLUSIONS

The applicant has made a variety of changes to the project that reflect financial and construction constraints and the longer-term investment that a rental building represents. Staff have assessed the exterior changes and concluded that the project is still consistent with heritage policies and guidelines. Other changes to the project, including public access from Cook Street to Franklin Green Park through the mews, and the relocation of the garbage room are meaningful improvements. Therefore, staff recommend that Council consider supporting the revised application and advance the proposal to a Public Hearing.

ALTERNATE MOTION

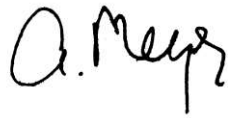
That Council decline Rezoning Application No. 00695, Heritage Designation Application No.

000188 and Heritage Alteration Permit Application No. 00016 for 1050-1058 Pandora Avenue and 1508-1518 Cook Street

Respectfully submitted,



John O'Reilly
Senior Heritage Planner
Sustainable Planning and Community
Development Department



Karen Hoese, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



Date: July 27, 2020

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped July 15, 2020
- Attachment D: Revision letter from applicant to Mayor and Council dated July 21, 2020
- Attachment E: December 2019, February 2020 and July 2020 Letters on Tenant Assistance Measures
- Attachment F: Staff Report and Attachments for Rezoning Application No. 00695 from December 12, 2019 Committee of the Whole
- Attachment G: Staff Report and Attachments for Heritage Alteration Permit Application No. 00016 No. 00695 from December 12, 2019 Committee of the Whole
- Attachment H: Staff Report and Attachments for Heritage Designation Application No. 000188 and Heritage Alteration Permit Application No. 00016 from December 12, 2019 Committee of the Whole