



Committee of the Whole Report

For the Meeting of October 1, 2020

To: Committee of the Whole

Date: September 3, 2020

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

Subject: **Development Permit Application No. 000566 for 3080, 3082 and 3090 Washington Avenue**

RECOMMENDATION

That Council refer the application back to staff for the following refinements by the applicant, to the satisfaction of the Director of Sustainable Development and Community Planning:

1. Revise the proposed Phasing Plan to ensure that the outdoor amenity space and Doric Connector are constructed in Phase 1 and provide more details on the potential interim conditions of each phase, to the satisfaction of the Director of Sustainable Planning and Community Development.
2. Refine building heights to achieve a sensitive transition to, and minimize impacts on, the adjacent neighbours.
3. Revise building elevations to reduce the visual prominence of garages.
4. Remove the visitor parking space adjacent to Building B and replace with landscaping.
5. Relocate the PMT to the interior of the site to reduce impacts on adjacent properties.
6. Confirm location of garbage and recycling on site.

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 *Official 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 3080, 3082 and 3090 Washington Avenue. The proposal is to permit nine attached dwelling buildings (townhouses) and one duplex for a total of 34 units.

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.
- This proposal enhances the street by introducing human-scale architectural elements, including ground-oriented dwelling units with individual front entryways and substantial landscaping fronting Washington Avenue; however the proposal could benefit from further refinements to the site planning and building design.
- To create a sense of community on-site, an outdoor amenity space designed around a grouping of mature trees that contains a raised wooden deck, picnic tables and low impact pathways, as well as an internal north-south pathway connecting to the Doric Connector are proposed. The applicant is proposing to construct the amenity space and Doric Connector in Phase 3 even though from a development perspective, these amenities could be constructed in an earlier phase of development, such as Phase 1 or Phase 2 for the residents and neighbourhood. Therefore, the recommendation includes the necessary language to advance the timing of the construction of these amenities.

BACKGROUND

Description of Proposal

The proposal is for construct a series of townhouses and one duplex totalling 34 dwelling units. Specific details include:

- traditional architectural features, including shed, pitched and gabled rooflines and traditional-style entryways (recessed covered entries) and windows (box bay windows)
- exterior materials include cementitious panels and shingles, horizontal siding, fiberglass shingle roofing, wood veneer front doors, vinyl garage doors, metal railings and wood brackets
- individual ground-oriented entrances with direct connections to the public sidewalk and internal pathway
- private gated front yard or back yard patios for each dwelling unit, and balconies on the upper levels of the three-storey townhouses only
- outdoor amenity space to function as a gathering place with outdoor seating, picnic tables, existing mature trees and permeable surface treatment
- landscape buffer around the perimeter of the site with substantial soft landscaping and rain gardens
- a low picket fence along the east frontage to demarcate the public and private space and a six-foot-high fence along the north, south and west property lines
- approximately 95 trees on-site (14 existing trees and 81 new trees)
- 41 residential parking spaces and four visitor parking spaces
- six short-term bicycle parking spaces.

Affordable Housing

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

Sustainability

The applicant indicated in the project rationale dated August 21, 2020 that the buildings will conform to the current Step Code at the time of building permit application, which is Step Code 1 of the BC Energy Step Code. The applicant is also proposing to integrate rain gardens throughout the site for sustainable storm water management.

Active Transportation

The application proposes to install six short-term residential bicycle parking spaces with this development, 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 proposed north-south pathway and driveways are designed to be accessible. However, portions of the pathway along the northern edge of the site may have grades which exceed the City's targets for wheelchair accessibility. The staff recommendation, included in the rezoning report, includes wording to have the applicant explore opportunities to revise the pathway design to reduce steep grades.

Land Use Context

The area is characterized by a mix of single-family dwellings, townhouses and multi-unit residential buildings.

Existing Site Development and Development Potential

The site is presently occupied by three single-family dwellings. Under the current R1-B Zone, each property could be developed as a single-family dwelling with a secondary suite or garden suite.

Data Table

The following data table compares the proposal with the existing R1-B Zone. An asterisk is used to identify where the proposal does not meet the requirements of the existing zone. These would be accommodated in the new zone.

Zoning Criteria	Proposal	Existing Zone (R1-B)	OCP
Site area (m ²) – minimum	6031.75	460	
Number of dwellings units in an attached	4	n/a	

Zoning Criteria	Proposal	Existing Zone (R1-B)	OCP
dwelling			
Density (Floor Space Ratio) – maximum	0.78:1	n/a	1:1
Total floor area (m ²) – maximum	4718.19*	280	
Floor area per attached dwelling (m ²) – minimum	113.57	n/a	
Lot width (m) – minimum	70.69	15	
Height (m) – maximum	7.05 to 11.07*	7.60	
Storeys – maximum	2 and 3 (not consistent with OCP)	2	2
Site coverage (%) – maximum	38.90	40	
Open site space (%) – minimum	39.56	30	
Separation space between buildings (within the site) (m) – minimum	3* to 10.21	n/a	
Setbacks (m) – minimum			
Front	4*	7.50	
Rear	5.74*	21.02	
Side (north)	5.62*	7.07	
Side (south)	3.40*	3	
Parking – minimum	41	34	
Visitor parking included in the overall units – minimum	4	3	
Bicycle parking stalls – minimum			
Long-term	n/a	n/a	
Short-term	6	6	

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, on October 2, 2019 and March 26, 2019 the application was referred for a 30-day comment period to the Burnside Gorge CALUC. Letters dated September 3, 2019 and August 24, 2020 are attached to this report.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan, 2012* (OCP) 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 and minimize impacts on the adjacent neighbours, the applicant is locating the proposed two-storey attached dwellings on the west side of the subject property, which is the highest peak of the site, and two-storey duplex adjacent to the single-family dwelling to the south. Staff have concerns with locating the other three-storey attached dwellings along the north and south side of the site that is resulting in an abrupt transition in form and massing and not respecting the site topography and the immediate neighbourhood context as shown on the site plan (Figure 1) and streetscape view (Figure 2) below. Siting the three-storey attached dwellings (Buildings B, D and G) within the middle portion of the site as proposed and reducing the heights of Buildings C, E, F and H to two-storeys is more supportable from a building transition perspective.

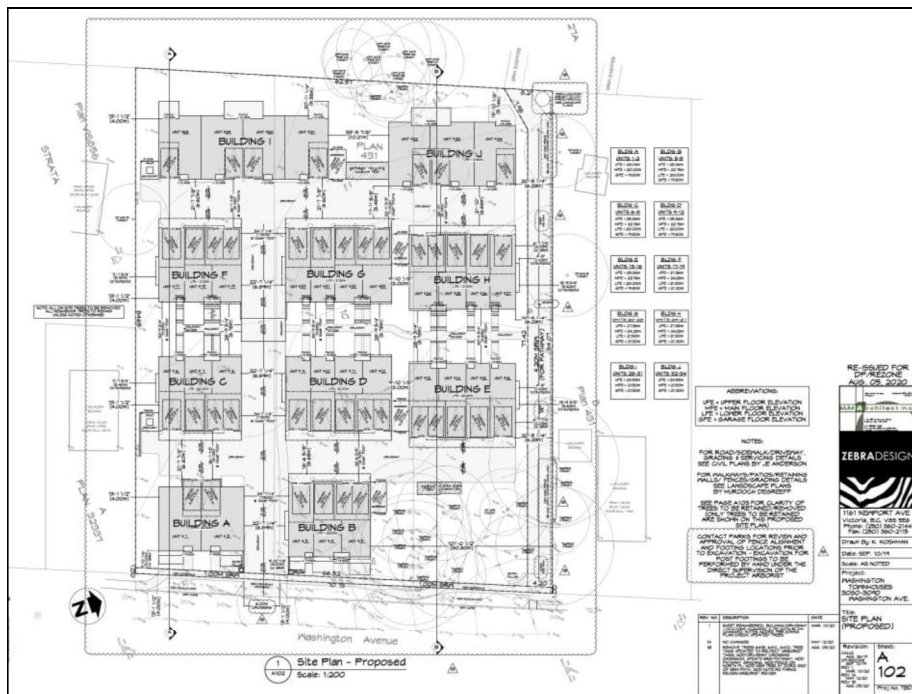


Figure 1. Proposed Site Plan



Figure 2. Proposed Streetscape

To foster a sense of community on-site, the applicant is proposing an outdoor amenity space surrounded by large mature trees with outdoor seating and picnic tables. A raised wooden deck constructed around an existing cedar tree and permeable mulch surfacing allows for the use of the proposed amenity space while ensuring minimal impacts on the existing trees.

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. The proposed traditional built form fits in with the existing neighbourhood context. However, there are some aspects of the proposal that could benefit from further refinement that would improve the overall design of project. Staff are recommending the following changes:

- revise the front elevations of Buildings D and E by replacing double car with single car garages (the proposal exceeds the parking requirements), recessing the single car garage doors and enhancing the front entryways facing the street, and selecting a different garage door design to reduce its visual prominence
- remove the parking space adjacent to Building B and the outdoor amenity space and replace with soft landscaping
- relocate the PMT stations to the interior of the site to minimize impacts on the neighbouring properties
- confirm location of garbage and recycling on site to ensure there would be no impacts on the immediate neighbours.

The recommendation includes wording that addresses the need for the above mentioned design revisions.

Burnside Gorge Neighbourhood Plan

The *Burnside Gorge Neighbourhood Plan*, 2017 contains several design objectives for ground-oriented housing. The Plan encourages new infill development and built form that contributes positively to the unique character and identity of a neighbourhood. In addition, the Plan encourages building forms that enhance the streetscape appearance and encourage street vitality and social interaction with design features, such as the addition of useable semi-private front yards space and porches along the street frontage. Providing landscaped backyards and access to individual or shared open space for dwelling units is also encouraged in the Plan.

To achieve a built form that respects the traditional character of the neighbourhood, the applicant is taking some design cues from the nearby older character homes, such as pitched and gabled rooflines, and traditional-style entryways and windows. The applicant is also proposing attractive soft landscaping throughout the site to accentuate the buildings, which only have subtle variations in the form and character.

Providing rear yard setbacks that respect the privacy and existing pattern of landscaped backyards and provide sufficient building separation under current and potential development patterns is encouraged in the Plan. Along the west side of Washington Avenue, there is a fragmented pattern of development with the number of townhouse developments with different rear yard setbacks that are interspersed with single family dwellings on larger lots. The applicant is proposing a rear yard setback of 5.74m, which is relatively consistent with the rear yard setbacks of other townhouse development in the neighbourhood.

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.

CONCLUSIONS

The proposal is generally consistent with the design guidelines; however, it could benefit from further refinement that would improve the overall design. Staff recommend for Council's consideration that the proposal is referred back to staff in conjunction with the concurrent Rezoning Application so that the applicant can address staff's concerns. However, an alternate motion is provided should Council choose to advance the application concurrently with the Rezoning Application for Council's further consideration.

ALTERNATE MOTION

Option 1 (advance the application "as is")

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. 00714, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000566 for 3080, 3082 and 3090 Washington Avenue, in accordance with:

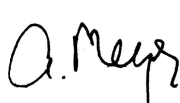
1. Plans date stamped August 7, 2020.
2. The applicant revise the proposed Phasing Plan to ensure that the outdoor amenity space and Doric Connector are constructed in Phase 1 and provide more details on potential interim conditions of each phase, to the satisfaction of the Director of Sustainable Planning and Community Development.
3. The Development Permit lapsing two years from the date of this resolution."

Option 2 (decline)

That Council decline Development Permit Application No. 000566 for the property located at 3080, 3082 and 3090 Washington 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: September 23, 2020

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans dated August 7, 2020
- Attachment D: Letter from applicant to Mayor and Council dated March 18, 2020
- Attachment E: Washington Avenue Project Rationale dated August 21, 2020.
- Attachment F: Landscape Rationale dated March 23, 2020
- Attachment G: Arborist Report dated August 6, 2020
- Attachment H: Heritage Assessments for 3080 and 3082 Washington Avenue dated December 10, 2019
- Attachment I: Land Use Contract
- Attachment J: Tenant Assistance Plan
- Attachment K: Community Association Land Use Committee Comments dated September 3, 2020 and August 24, 2020
- Attachment L: Correspondence (Letters received from residents).