



Committee of the Whole Report For the Meeting of January 28, 2021

To: Committee of the Whole **Date:** January 7, 2021
From: Karen Hoese, Director, Sustainable Planning and Community Development
Subject: Development Permit Application No. 000532 for 496 and 498 Cecelia Road and 3130 Jutland Road

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. 00655, if it is approved, consider the following motion:

“That Council authorize the issuance of Development Permit Application No. 000532 for 496 and 498 Cecelia Road and 3130 Jutland Road, in accordance with:

1. Plans date stamped December 17, 2020.
2. The applicant provide further details on how the fibre cement panels are fastened to the building 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.”

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 496 and 498 Cecelia Road and 3130 Jutland Road. The proposal is for a five-storey, mixed-use building consisting of ground floor community-oriented uses and residential uses on the upper floors, and a four-storey, multi-unit residential building.

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 mixed-use and multi-unit residential buildings that are complimentary to the established place character, including its heritage character. 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 generally consistent with these policy objectives.
- This proposal introduces some human-scale architectural elements, including ground-oriented dwelling units with individual front entryways facing the plaza. There are multiple entryways for the community-oriented uses on the ground floor of the mixed-use building.
- All off-street parking would be located underground, which results in a site plan that features buildings accompanied by substantial landscaping and open site space for people.
- To create a sense of community on-site, the applicant is proposing a plaza for the neighbourhood, including outdoor seating, picnic tables and fruit trees. The proposed day care would have access to a large separate outdoor play area adjacent.

BACKGROUND

Description of Proposal

The proposal is for a five-storey, mixed-use building consisting of ground floor community-oriented uses and residential uses on the upper floors, as well as a four-storey, multi-unit residential building. Specific details include:

Five-storey mixed-use building (Building A):

- a mid-rise building form consisting of contemporary architectural features including a flat roofline and contemporary-style windows
- exterior building materials include fibre cement panel, metal panel, clear glazing, and metal mesh guardrails
- main residential and day care entryways facing Cecelia Road
- entryways for the after-school care, fitness studio and classroom space facing the plaza
- balconies for the upper storey dwelling units.

Four-storey multi-unit residential building (Building B):

- a low-rise building form consisting of contemporary architectural features including a flat roofline and contemporary-style windows
- exterior building materials include fibre cement panel, metal panel, clear glazing, and metal mesh guardrails
- main residential entryway facing the plaza, visible from Cecelia Road
- ground-oriented dwelling units with direct connections to the plaza
- private patios for the ground level units and balconies for the upper storey units.

Landscaping, vehicle and bicycle parking, loading and access:

- a large south-facing public plaza, including outdoor seating, flexible space with power supply, and fruit trees
- private outdoor play area for the daycare and plaza space for classroom workshops and fitness classes

- approximately 36 new trees to be planted on-site
- access to underground parkade from Cecelia Road
- one level of underground parking containing 98 parking spaces
- a total of 110 long-term and 17 short-term bicycle parking spaces.

Affordable Housing

Affordable housing is discussed in the concurrent Rezoning application report.

Sustainability

The applicant has made a commitment through BC Housing to meet Step 3 of the BC Energy Step Code, which requires energy and air tightness testing throughout the project and heat recovery ventilation units for each dwelling unit.

Active Transportation

The application proposes to install 110 long-term and 32 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 applicant is complying with BC Housing and Canadian Mortgage and Housing Corporation's accessibility requirements, which stipulate that five percent of residential units be fully accessible as defined by the BC Building Code. The remaining 95% of residential units and all the common indoor and outdoor areas will be universally-designed and barrier-free.

Existing Site Development and Development Potential

The site is presently comprised of three lots and functions as a sports field and parking lot. Under the current R1-B Zone, each property could be developed as a public building, or a single-family dwelling with a secondary suite or garden suite.

Data Table

The following data table compares the proposal with the R1-B Zone. An asterisk is used to identify where the proposal does not meet the requirements of the existing Zone.

Zoning Criteria	Proposal	Existing Zone
Site area (m ²) – minimum	5563.53	460
Density (Floor Space Ratio) – maximum	1.40:1	n/a
Total floor area (m ²) – maximum	7817.40*	420

Zoning Criteria	Proposal	Existing Zone
Height (m) – maximum	18.52*	7.60
Storeys – maximum	5	2
Site coverage (%) – maximum	32.80	40
Open site space (%) – minimum	62.20	n/a
Setbacks (m) – minimum		
Front	14.63	7.50
Rear	6.68*	25.30
Side (east)	2.73	5.75
Side (west)	2.97	5.75
Parking – minimum	89	74
Visitor parking – minimum	9	9
Bicycle parking stalls – minimum		
Long-term	110	110
Short-term	32	15

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the applicant has consulted the Burnside Gorge CALUC at a Community Meeting held on February 26, 2018. A letter dated June 8, 2018 and July 19, 2020 are attached to this report.

ANALYSIS

Development Permit Area and Design Guidelines

Built form and landscaping

The *Official Community Plan (OCP)* identifies this property within Development Permit Area 16: General Form and Character. This DPA supports new mixed-use and multi-unit residential buildings that are complimentary to the established place character, including its heritage character. The proposed buildings are approximately one or two storeys taller than the existing heritage-registered Burnside School. The applicant is proposing similar flat-rooflines as the school and lighter coloured exterior finishes to ensure the heritage building is still the prominent building in the neighbourhood.

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. The guidelines also state that landscaped open space, accessible from the adjacent right-of-way should be incorporated into a development to soften the impact of larger and longer buildings.

The proposed buildings are larger and longer, partially due to the existing lot shape and the location of the plaza. To break up the massing, the applicant is incorporating architectural elements, such as vertical fin projections around portions of the windows, balconies and roofline projections. Both buildings have legible, prominent and landscaped entryways, which assist in breaking up the ground floor, add visual interest and soften the appearance of the buildings. The applicant has also designed the entrance to the underground parkade to be a subordinate feature, which is strongly encouraged in the design guidelines. The size and shape of the daycare play area and public plaza area as well as the scale and location of trees and other planting materials, compliment the design of the buildings and soften the scale of massing of the buildings as well.

The design guidelines encourage new development to have a strong relationship to the street, particularly when public uses are permitted at the street level. Building A (mixed-use building) fronting on Cecelia Road has a proposed front yard setback of 14.63m, which is greater than the intent for front yard setbacks envisioned in the design guidelines for mixed-use buildings. However, this larger setback allows for the creation of a small plaza area in front of the building with some soft landscaping, benches and short-term bike parking. The daycare play area also projects in front of the mixed-use building and is located relatively close to the sidewalk, which will provide some activation when children are outside playing.

Incorporating high quality and durable exterior materials is strongly encouraged in the design guidelines. The proposed exterior materials include fibre cement panel, metal panel, clear glazing, and metal mesh guardrails. The predominant material on the buildings is fibre cement panel. The fastening method of this material will be key to ensure the buildings do not appear unfinished and therefore, it is recommended that the applicant confirm the fastening method prior to the issuance of the development permit to the satisfaction of the Director of Sustainable Planning and Community Development.

Building Transition and Privacy

The design guidelines state that new development directly abutting land in a different OCP Urban Place Designation, or directly abutting a different Development Permit Area, should provide a transition between areas in ways that respond to the established form and character or potential future development. The neighbouring properties are designated General Employment, General Employment with Limited Residential, Light Industrial with Limited Residential and Urban Residential. The neighbouring properties to the north west are within Development Permit Area 7A: Corridors. The OCP supports buildings up to four and five storeys on the neighbouring properties; therefore, the proposal would fit in with potential future development and building transitions envisioned for the neighbourhood.

Staff have expressed concerns to the applicant about the east and west side yard setbacks, which range between 2.73m to 3.81m. These are small side yard setbacks relative to four and five storey buildings with substantial glazing. The applicant has minimized the number of

windows on the east elevation of Building B (multi-unit residential building), which faces an existing apartment building. However, any future building with residential uses constructed on the adjacent lot to the west would likely require a greater side yard setback if there are windows on the side elevation, to address potential privacy concerns and ensure there is adequate separation distances between buildings.

Burnside Gorge Neighbourhood Plan

The Burnside Gorge Neighbourhood Plan envisions a mixed-use development on the Burnside School site if the site is redeveloped for purposes other than school uses. Expanding the Cecelia urban village and providing affordable housing, community-oriented uses and spaces, and a central greenspace fronting Cecelia Road are encouraged on the site. The applicant is proposing a public plaza, which would include outdoor seating, picnic tables, power supply, boulder play structures, and fruit trees. This plaza area will serve as a central gathering place to foster a sense of community on site and within the neighbourhood.

Tree Preservation Bylaw and Urban Forest Master Plan

Tree preservation and the urban forest are discussed in the concurrent Rezoning report.

Other Considerations

Advisory Design Panel

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

"That the Development Permit Application No. 000532 for 496-498 Cecilia Road and 3130 Jutland Road be approved with the following changes:

- *provide a landscape buffer between public walkway and daycare play area*
- *provide shading to the daycare play area compatible with landscape plan and building architecture*
- *additional landscaping along the side of building B*
- *increase lawn area and reduce mulch bed with consideration for community gardening boxes*
- *planters along side of building A to soften appearance of plaza space*
- *consideration for additional materiality of ground floor and inclusion of warmer, natural materials with richer textures around building focal points."*

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

- added metal cladding along the base of Building A, and at the entryway of Building B
- added shade sails to the day care outdoor play area
- replaced mulch beds with planting beds along the east property line
- removed an exterior stair on the front elevation on Building B and added soft landscaping
- replaced grass with shrubs along the east side of Building B.

CONCLUSIONS

The proposal to construct a five-storey, mixed-use building and a four-storey, multi-unit residential building 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. It is recommended for Council's consideration that this application proceed concurrently with the Rezoning Application.

ALTERNATE MOTION

That Council decline Development Permit Application No. 000532 for the properties located at 496 and 498 Cecelia Road and 3130 Jutland Road.

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: _____

List of Attachments

- Subject Map
- Aerial Map
- Plans date stamped December 17, 2020
- Letter from applicant to Mayor and Council dated December 22, 2020
- Letter from Landscape Architect to Mayor and Council dated July 6, 2018
- Community Association Land Use Committee Comments dated June 8, 2018 and July 19, 2020
- Arborist Report dated December 10, 2020
- Advisory Design Panel report dated July 15, 2020
- Minutes for the Advisory Design Panel dated July 22, 2020
- Correspondence (Letters received from residents).