



Advisory Design Panel Report For the Meeting of July 22, 2020

To: Advisory Design Panel **Date:** July 15, 2020

From: Leanne Taylor, Senior Planner

Subject: **Development Permit Application No. 000532 for 496-498 Cecelia Road and 3130 Jutland Road**

EXECUTIVE SUMMARY

The Advisory Design Panel (ADP) is requested to review a Development Permit Application for 496-498 Cecelia Road and 3130 Jutland Road and provide advice to Council.

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 ground-floor community uses would include a day care and after school care programs, a fitness studio, and educational and art classroom space. The applicant is proposing a total of 88 affordable rental dwelling units. A rezoning and an amendment to the *Official Community Plan (OCP)* to change the urban place designation from Public Facilities, Institution, Parks and Open Space to Large Urban Village would also be required to facilitate this development.

The *Burnside Gorge Neighbourhood Plan* identifies the subject site as a "Special Planning Area," which envisions the redevelopment of the vacant lots into a mixed-use development consisting of community uses and space as well as affordable housing. The proposal is consistent with the land use policies outlined in the Plan.

Staff are looking for commentary from the Advisory Design Panel with regard to:

- heritage context
- design of the ground floor of the mixed-use building
- community and residential entryways
- private amenity space for residents
- application of building materials
- open spaces and landscaping
- any other aspects of the proposal on which the ADP chooses to comment.

The Options section of this report provides guidance on possible recommendations that the Panel may make, or use as a basis to modify, in providing advice on this application.

BACKGROUND

Applicant:	Ms. Lauren Antifeau TL Housing Solutions
Architect:	Ms. Christine Lintott, MAIBC Christine Lintott Architects Inc.
Development Permit Area:	Development Permit Area 16: General Form and Character
Heritage Status:	Registered

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, and a four-storey, multi-unit residential building. The applicant is proposing a total of 88 affordable rental dwelling units. The proposed density is 1.40:1 floor space ratio (FSR). The proposal includes the following major design components:

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, clear glazing, and metal mesh and clear glass 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, clear glazing, and metal mesh and clear glass 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 day care 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.

The following data table compares the proposal with the R3-2 Zone, Multiple Dwelling District, and the existing R1-B Zone, Single-Family Dwelling District. An asterisk is used to identify where the proposal differs from the R3-2 Zone. Additionally, the key City policy that pertains to the area has been included in this table.

Zoning Criteria	Proposal	Zone Standard (R3-2 Zone)	Zone Standard (existing R1-B Zone)	OCP and Local Area Plan Policy
Site area (m ²) – minimum	5563.53	920	460	
Density (Floor Space Ratio) – maximum	1.40	1.60	n/a	2.5 (Large Urban Village designation in OCP and Local Area Plan)
Total floor area (m ²) – maximum	7805.47	8901.64	420	
Height (m) – maximum	18.52*	18.50	7.60	
Storeys – maximum	5	n/a	2	6 (Large Urban Village OCP Designation) 5 (Large Urban Village designation in Local Area Plan)
Site coverage (%) – maximum	32.80*	30	40	
Open site space (%) – minimum	62.20	60	n/a	
Setbacks (m) – minimum				
Front (Cecelia Road)	14.63	12	7.50	
Rear (S)	6.68*	9.66	25.30	
Side (E)	2.73*	9.66	5.75	
Side (W)	3.77*	9.66	5.75	

Zoning Criteria	Proposal	Zone Standard (R3-2 Zone)	Zone Standard (existing R1-B Zone)	OCP and Local Area Plan Policy
Vehicle parking – minimum				
Residential	53		53	
Visitor	9		9	
Institutional	9		9	
Bicycle parking stalls – minimum				
Long-term	110		110	
Short-term	17		15	

Sustainability Features

The project would meet BC Energy Step Code 3, which includes a combination of high efficiency windows and highly efficient mechanical systems in each dwelling unit.

Consistency with Policies and Design Guidelines

Official Community Plan

The *Official Community Plan* (OCP), 2012 designates the subject site Public Facilities, Institutions, Parks and Open Space, which supports institutional and recreational uses and a density of approximately 0.5:1 FSR. The applicant is proposing to amend the OCP designation to Large Urban Village, which supports low to mid-rise multi-unit residential and mixed-use buildings up to six-storeys and a density of up to approximately 2.5:1 FSR provided that the proposal further advances other Plan objectives. The proposal is consistent with the Large Urban Place designation and further advances several Plan objectives related to affordable rental housing, community development, place-making and the public realm, and parks and open space.

The OCP also identifies the subject properties within Development Permit Area 16: General Form and Character. This DPA supports new mixed-use developments that are complementary to the established place character of a neighbourhood, including its heritage-character (Burnside School is a heritage-registered building on the City’s Heritage Registry). 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.

Burnside Gorge Neighbourhood Plan (2017)

The *Burnside Gorge Neighbourhood Plan* (2017) identifies the subject site as a “Special Planning Area,” which envisions the redevelopment of the vacant lots into a mixed-use development consisting of community uses and space as well as affordable housing. The Plan encourages a scale of development that is consistent with the land use policies for Large Urban Village, which includes the support of multi-unit residential and mixed-use buildings up to five storeys and a density of up to 2.5:1 FSR, subject to community amenities. A large green space, fronting on Cecelia Road, serving as a central green for the urban village is also strongly encouraged in the Plan.

The Plan does encourage new buildings to be built up to the street and to include village commercial uses along the street frontage, with parking generally located to the rear of buildings or underground. The five-storey, mixed-use building is setback significantly from the street as a result of meeting the driveway grade requirements for underground parking and the BC Energy Step Code 3 requirements for an energy efficient building envelope. The applicant is proposing community-oriented uses that are desired by the neighbourhood and in the Plan at this location.

Design Guidelines for Development Permit Area 16: General Form and Character

- *Advisory Design Guidelines for Buildings, Signs and Awnings* (2006)
- *Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development* (2012)
- *Guidelines for Fences, Gates and Shutters* (2010)

ISSUES AND ANALYSIS

The following sections identify and provide a brief analysis of the areas where the Panel is requested to provide commentary. The Panel’s commentary on any other aspects of the proposal is also welcome.

Heritage context

The design guidelines state that new buildings should respect the skyline prominence of heritage buildings identified in the OCP and local area plans. Staff invite the ADP’s input on the overall fit of this proposal from a design perspective with the neighbouring heritage-registered Burnside School.

Design of the ground floor in the mixed-use building

The design guidelines encourage larger and longer buildings to have a well-designed and prominent building base. Staff have concerns with the proposed design of the ground floor of the mixed-use building and its lack of a distinct prominence especially along the street frontage and facing the plaza. The proposed floor-to-floor height is approximately 4.27m, which results in a ceiling height of several inches less for the proposed day care, fitness studio and classroom space. Staff invite the ADP’s input on the design of the ground floor of the mixed-use building and the proposed floor-to-floor height.

Community and residential entryways

The design guidelines encourage prominent and architecturally differentiated entryways for residential and commercial uses (includes community-oriented uses) in mixed-use buildings. Staff invite the ADP's input on the proposed main entryways for the residential and the community-oriented uses in Building A, and the main residential entryway as well as the individual entryways for the ground-oriented dwelling units in Building B.

Private amenity space for residents

The design guidelines encourage the inclusion of private open space in residential developments in the form of courtyards, recessed balconies, terraced balconies or rooftop gardens. The proposal includes private patios or balconies for each dwelling unit as well as a large public plaza; however, there is no indoor amenity space for the residents to foster a sense of community and encourage activities and social interactions on site. Staff invite the ADP's input on the proposed private outdoor space and the absence of indoor amenity space for the residents.

Application of building materials

The design guidelines encourage high quality and durable exterior finishes that are also capable of weathering gracefully. The design guidelines also encourage rich and varied architectural materials in order to enhance and articulate street frontages. The applicant is proposing different colours of fibre cement panel as the exterior finish on both buildings as well as clear glass and metal mesh guardrail systems. Staff have concerns with extensive use of fibre cement panel and invite the ADP's input on this aspect of the design.

Open spaces and landscaping

The design guidelines encourage useable, attractive and well-integrated open spaces and landscaping with the design of buildings. The applicant is proposing substantial outdoor amenity space for the community and the planting of new trees; however, given the importance of this aspect of the proposal, staff welcome the ADP's input on the design and integration of the open spaces and landscaping.

OPTIONS

The following are three potential options that the Panel may consider using or modifying in formulating a recommendation to Council:

Option One

That the Advisory Design Panel recommend to Council that Development Permit Application No. 000532 for 496-498 Cecelia Road and 3130 Jutland Road be approved as presented.

Option Two

That the Advisory Design Panel recommend to Council that Development Permit Application No. 000532 for 496-498 Cecelia Road and 3130 Jutland Road be approved with the following changes:

- as listed by the ADP.

Option Three

That the Advisory Design Panel recommend to Council that Development Permit Application No. 000532 for 496-498 Cecelia Road and 3130 Jutland Road does not sufficiently meet the applicable design guidelines and polices and should be declined (and that the key areas that should be revised include:)

- as listed by the ADP, if there is further advice on how the application could be improved.

ATTACHMENTS

- Subject Map
- Aerial Map
- Plans date stamped March 4, 2020
- Applicant's letter dated June 29, 2018.

cc: TL Housing Solutions, Applicant; Christine Lintott Architects inc, Architect.