



Committee of the Whole Report For the Meeting of April 11, 2019

To: Committee of the Whole **Date:** March 28, 2019

From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development

Subject: Rezoning Application No. 00651 for 1900-1912 Richmond Road

RECOMMENDATION

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00651 for 1900-1912 Richmond Road, 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 following legal documents to the satisfaction of the City Solicitor:
 - a. Statutory Right-of-Way of 1.82m off Fort Street
 - b. Statutory Right-of-Way of 1.39m off Birch Street
 - c. Statutory Right-of-Way of 4.53m off Richmond Road
 - d. Statutory Right-of-Way of 1.44m off Ashgrove Street
 - e. Housing Agreement to secure the building as rental in perpetuity and to secure the amenity spaces as noted on plans date stamped March 14, 2019.
2. Submission of revised plans that address the parking shortfall and the slope of the driveway to the underground parking.

LEGISLATIVE AUTHORITY

In accordance with Section 479 of the *Local Government Act*, Council may regulate within a zone the use of land, buildings and other structures, the density of the use of the land, building and other structures, the siting, size and dimensions of buildings and other structures as well as the uses that are permitted on the land and the location of uses on the land and within buildings and other structures.

In accordance with Section 483 of the *Local Government Act*, Council may enter into a Housing Agreement which may include terms agreed to by the owner regarding the occupancy of the housing units and provided such agreement does not vary the use of the density of the land from that permitted under the zoning bylaw.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Rezoning Application for the property located at 1900-1912 Richmond Road. The proposal

is to rezone from the R3-2 Zone, Multiple Dwelling District, and the C-1 Zone, Limited Commercial District, to a site-specific zone in order to construct a five-storey assisted living and memory care building with ground floor commercial uses along Fort Street and Richmond Road.

The following points were considered in assessing this Application:

- the proposal is consistent with the Large Urban Village and Urban Residential designations in the *Official Community Plan* (2012), which envision densities up to approximately 2.5:1 and 2.0:1 respectively and building heights up to six storeys
- the proposal is inconsistent with the policies of the *Jubilee Neighbourhood Plan* (1996) to maintain current zoning and to reduce the permissible height for properties zoned R3-2 from six to eight storeys to a maximum of four storeys
- the applicant is willing to enter into a Housing Agreement to secure the building as rental in perpetuity
- a Traffic Impact Assessment indicated that no traffic mitigation measures are required with the redevelopment of the site, and levels of service generally remain the same or will be improved at nearby intersections.

BACKGROUND

Description of Proposal

The Rezoning Application is to rezone from the R3-2 Zone, Multiple Dwelling District, and the C-1 Zone, Limited Commercial District, to a site-specific zone in order to construct a five-storey assisted living and memory care building with ground floor commercial uses along Fort Street and Richmond Road.

The following differences from the current R3-2 Zone and C-1 Zone are being proposed and would be accommodated in the new zone:

- increasing the density from 1.2:1 to 2.29:1 Floor Space Ratio (FSR) and increasing the floor area from 5637.36m² to 10771.30m²
- increasing the height from 12.0m to 20.64m
- increasing the site coverage from 24% to 45.08%
- decreasing the setbacks to the street boundary, rear yard and side yards.

Affordable Housing Impacts

The applicant proposes the creation of 167 new assisted living and memory care units which would increase the overall supply in the area. A Housing Agreement is also proposed, which would ensure that the building remains rental in perpetuity and that the proposed amenity spaces are secured.

Tenant Assistance Policy

The proposal is to demolish an existing medical office building and therefore would not result in any loss of existing residential rental units.

Sustainability Features

The applicant has identified a number of sustainability features that will be reviewed in association with the concurrent Development Permit Application.

Active Transportation Impacts

The applicant has identified measures to support active transportation, which will be reviewed in association with the concurrent Development Permit Application.

Public Realm Improvements

No public realm improvements are proposed in association with this Rezoning Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Land Use Context

The area is characterized by a wide range of uses. To the south, across Fort Street, are one-storey commercial buildings and two- to four-storey multi-unit residential buildings. Immediately to the west are office and medical office buildings. Single family dwellings are located to the northwest of the subject property and immediately to the north is a four-storey multi-unit residential building. Finally, to the east is the Turner Building, a medical office building, and the Royal Jubilee Hospital property.

Existing Site Development and Development Potential

The site is presently developed as a three-storey medical office building fronting Fort Street on the southern portion of the property. The remainder of the property is a large surface parking lot. The site has two zones that apply to it, with the north and west portion in the R3-2 Zone, Multiple Dwelling District, and the south portion in the C-1 Zone, Limited Commercial District.

Under the current C-1 Zone, Limited Commercial District, the southern portion of the property could be developed as a commercial building or a mixed-residential building with commercial on the ground floor, up to a height of 12m and a density of up to 1.4:1 FSR. Under the current R3-2 Zone, Multiple Dwelling District, the western and northern portions of the property could be developed as a multi-unit residential building up to a height of 18.5m and a density of up to 1.6:1 FSR.

Data Table

The following data table compares the proposal with the existing R3-2 Zone, Multiple Dwelling District, and the C-1 Zone, Limited Commercial District. An asterisk is used to identify where the proposal is less stringent than the existing zone.

Zoning Criteria	Proposal	Existing R3-2 Zone	Existing C-1 Zone
Site area (m ²) – minimum	4697.80	920.0	N/A
Density (Floor Space Ratio) – maximum	2.29:1 *	1.2:1	1.4:1

Zoning Criteria	Proposal	Existing R3-2 Zone	Existing C-1 Zone
Total floor area (m ²) – maximum	10771.30 *	5637.36 (if entire site were R3-2)	6576.92 (if entire site were C-1)
Height (m) – maximum	20.64 *	18.50	12.00
Storeys – maximum	5.0	N/A	N/A
Site coverage (%) – maximum	45.08 *	24.0	N/A
Open site space (%) – minimum	30.45	30.0	N/A
Setbacks (m) – minimum			
Street Boundary (Birch Street)	1.50 *	12.00	6.00
Rear (West)	2.69 *	7.50 from street centreline	6.00 or ½ building height
Side (North)	2.49 *	3.00 or ½ building height	3.00
Side (South)	2.00 *	7.50 from street centreline	2.40
Vehicle parking stalls – minimum			
Vehicle parking (residential)	48	48	48
Vehicle parking (commercial based on retail)	3	3	3
Visitor vehicle parking	14	14	14
Bicycle parking stalls – minimum			
Long term	8	7	7
Short term	4	4	4

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the applicant has consulted the North Jubilee CALUC at a Community Meeting held on April 24, 2018. A letter dated October 22, 2018 is attached to this report.

ANALYSIS

Official Community Plan

The subject site is split-designated as Large Urban Village and Urban Residential in the *Official Community Plan* (OCP, 2012). The Large Urban Village designation envisions low to mid-rise mixed-use buildings up to approximately six storeys and up to approximately 2.5:1 FSR. The Urban Residential designation envisions low to mid-rise multi-unit residential up to approximately six storeys and up to approximately 2:1 FSR. The proposal is consistent with the designations, as the height is five storeys and the average FSR calculated over the entire site is 2.29:1. In addition, the OCP supports the provision of a range of seniors housing and innovative care options including assisted living.

Local Area Plan

The *Jubilee Neighbourhood Plan* (1996) policies are not completely consistent with the OCP. Map 1 of the plan identifies the subject properties as "Maintain Current Zoning". The housing policies and recommendations note that land currently zoned R3-2 Zone, Multiple Dwelling District, should be rezoned to reduce the permitted heights from six to eight storeys to a maximum of four storeys and consider townhouses.

However, the proposal is consistent with other policies in the Plan. For instance, mixed residential and commercial use is seen as a positive way to add housing and enliven buildings, and residential developments should provide sufficient parking to meet their needs.

Tree Preservation and Urban Forest Master Plan

There is one existing public maple tree on Ashgrove Street that will be retained, and ten new public trees are proposed on Richmond Avenue, Fort Street and Birch Street. There is one existing Lombardy poplar tree on private property that will be retained. Fifty-six new medium trees and twenty-two small trees are proposed on private property. There are no bylaw-protected trees associated with this application. A large Blue Atlas cedar located on the neighbouring property at 1929 Ashgrove Street will be retained and protected during construction.

Encroachment Agreement

With any project of this scale that has little to no setbacks and requires significant excavation, construction methods often require a form of underpinning which can result in material being left in the Public Right-of-Way. The resulting material (typically rock anchors) presents no concerns to the public interest and does not impact any underground infrastructure; however, an Encroachment Agreement between the City and the developer is required. The recommended motion relating to the associated Development Permit addresses this Encroachment Agreement.

Other Considerations

Staff recommend securing the following four Statutory Right-of-Ways as a condition of rezoning: 4.53m off Richmond Road, 1.82m off Fort Street, 1.44m off Ashgrove Street and 1.39m off Birch Street. These right-of-ways will be used to help fulfill Council-approved OCP objectives such as enhanced facilities for walking, cycling and boulevards.

A Traffic Impact Assessment (TIA) was submitted as part of the proposal. The TIA (attached) indicates that no mitigation measures are required with the redevelopment of this site. The existing parking lot, which is proposed to be removed as part of the development, currently generates more trips than is anticipated for the proposed development. Levels of service generally remain the same or are in fact improved at nearby intersections. The TIA also indicates the replacement of sidewalks surrounding the site and new bicycle parking facilities will support active transportation objectives.

CONCLUSIONS

The proposal is generally consistent with the OCP as it relates to multi-residential and commercial development within Large Urban Village and Urban Residential areas. While the proposal does not meet the overarching policy to maintain current zoning and lower heights within the *Jubilee Neighbourhood Plan*, it does meet other policies such as providing adequate parking and engaging the public realm at street level. It also achieves goals included in the OCP related to encouraging a range of different housing types and support services. Staff therefore recommend that Council consider moving the Application forward to a Public Hearing.

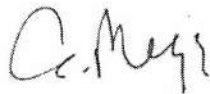
ALTERNATE MOTION

That Council decline Rezoning Application No. 00651 for the property located at 1900-1912 Richmond Road.

Respectfully submitted,

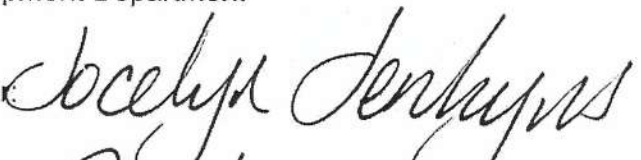


Michael Angrove
Planner
Development Services



Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:


Date: April 2, 2019

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped March 14, 2019
- Attachment D: Letter from applicant to Mayor and Council dated October 15, 2018
- Attachment E: Community Association Land Use Committee Comments dated October 22, 2018
- Attachment F: Traffic Impact Assessment
- Attachment G: Advisory Design Panel Minutes from the January 23, 2019 meeting
- Attachment H: Correspondence (Letters received from residents).



Committee of the Whole Report

For the Meeting of April 11, 2019

To: Committee of the Whole **Date:** March 28, 2019

From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development

Subject: Development Permit Application No. 000531 for 1900-1912 Richmond Road

RECOMMENDATION

That Council, after the Public Hearing for Rezoning Application No. 00651, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000531 for 1900-1912 Richmond Road, in accordance with:

1. Plans date stamped March 14, 2019.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. Council authorizing anchor-pinning into the City Right-of-Way, 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.
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 *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.

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.

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the establishment of objectives for the form and character of intensive residential development, 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 Application for the property located at 1900-1912 Richmond Road. The proposal is to construct a five-storey assisted living and memory care building with ground floor commercial uses along Fort Street and Richmond Road.

The following points were considered in assessing this Application:

- the proposal is generally consistent with the *Multi-Unit Residential, Commercial and Industrial Design Guidelines* (2012)
- the proposal is consistent with the policies for new buildings within the *Jubilee Neighbourhood Plan*.

BACKGROUND

Description of Proposal

The proposal is to construct a five-storey assisted living and memory care building with ground floor commercial uses along Fort Street and Richmond Road. Specific details include:

- a contemporary design
- commercial units that front onto and help frame Fort Street and Richmond Road
- underground parking accessed off Birch Street, visitor parking primarily accessed from Ashgrove Street and a dedicated area for vehicular pick up / drop off at the main residential entrance on Birch Street
- a common plaza on the corner of Richmond Road and Birch Street
- garden space for the residents on the northwest portion of the property
- approximately 65 new trees, predominantly around the site perimeter.

Affordable Housing Impacts

The applicant proposes the creation of 167 new assisted living and memory care units, which would increase the overall housing supply in the area. A Housing Agreement is also being proposed which would ensure that the building remains rental in perpetuity and that the amenity spaces (e.g. dining room, games library, lounges etc.) are secured so that the spaces could not be converted to additional residential units in the future.

Sustainability Features

As indicated in the applicant's letter dated May 17, 2018, the following sustainability features are being explored with this Application:

- photovoltaic panels, solar-read systems and passive solar systems
- green roof applications
- mechanical and electrical efficiencies
- building envelope systems and thermal performance
- storm water retention
- indigenous, low-water landscaping
- decreased construction waste.

Active Transportation Impacts

The Application proposes 32 long-term and 24 short-term bicycle parking stalls, which support active transportation.

Public Realm Improvements

No public realm improvements are proposed in association with this Development Permit Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Data Table

The following data table compares the proposal with the existing R3-2 Zone, Multiple Dwelling District, and the C-1 Zone, Limited Commercial District. An asterisk is used to identify where the proposal is less stringent than the existing zone.

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Zoning Criteria	Proposal	Existing R3-2 Zone	Existing C-1 Zone
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Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the Application was presented at a Community Meeting with the North Jubilee CALUC on April 24, 2018. A letter dated October 22, 2018 is attached to this report.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan* (OCP, 2012) identifies this property within two Development Permit Areas (DPAs): DPA 5 - Large Urban Villages and DPA 16 - General Form and Character. Design Guidelines that apply to these DPAs are the *Multi-Unit Residential, Commercial and Industrial Design Guidelines* (2012), *Advisory Design Guidelines for Buildings, Signs and Awnings* (2006), and *Guidelines for Fences, Gates and Shutters* (2010).

Staff believe the proposal is generally consistent with the key design guidelines. The roofline of the building steps down at the northern portion of the site to provide an improved transition to the adjacent multi-unit residential building. The commercial units along Fort Street and Richmond Road are visually distinct from the upper storeys, creating an approachable pedestrian scale as well as weather protection through the canopy. These commercial units transition into the active use areas for the assisted living building, such as a games room and a dining room, which increases the interactions between pedestrians and the interior spaces. The length of the building (from north to south) is split up through varying materials, as well as through a masonry brick "hyphen" located just north of the main entrance off Birch Street.

Common and private patios are used to mitigate the lack of at-grade individual entrances for the residential units along Birch Street, which are not present due to building security concerns. The plaza on the corner of Richmond Road and Birch Street provides an opportunity for users of

the commercial units to intermingle with the residents of the building. Landscaping in general is sensitive to the adjacent neighbours, with much of the tree planting occurring on the interior lot lines.

Local Area Plans

The *Jubilee Neighbourhood Plan* envisions new buildings that are compatible with the character of the neighbourhood and surrounding properties, that ground floor housing should have individual unit entrances and that site planning should balance useable green space and paved areas. The proposal addresses these issues and is considered consistent with the Plan policies.

Tree Preservation Bylaw and Urban Forest Master Plan

There is one existing public maple tree on Ashgrove Street that will be retained, and ten new public trees proposed on Richmond Avenue, Fort Street and Birch Street. There is one existing Lombardy poplar tree on private property that will be retained. Fifty-six new medium trees and twenty-two small trees are proposed on private property. There are no bylaw-protected trees associated with this Application. A large Blue Atlas cedar located on the neighbouring property at 1929 Ashgrove will be retained and protected during construction.

Regulatory Considerations

There are currently two vehicle parking shortfalls for visitor and commercial stalls. The applicant has indicated that these shortfalls will be rectified through adding more spaces and making modifications to the commercial spaces. In addition, the current slope of the driveway is 20%, which is inconsistent with the 15% maximum slope within Schedule 'C'. The recommended motion for the Rezoning Application would require the applicant to address this inconsistency and the parking shortfall prior to a Public Hearing.

All other deviations from the standard zones (i.e. density, floor area, setbacks, height, site coverage) will be written into the new site-specific zone, should this Application proceed to a Public Hearing.

Advisory Design Panel

The Advisory Design Panel (ADP) reviewed this Application on January 23, 2019. A copy of the minutes from this meeting are attached. The ADP was asked to comment on the overall design with particular attention to the transition to the lower density residential areas as well as reducing the effect of the length of the building.

In response to the ADP comments, the applicant made a number of changes including:

- balconies on the west façade of the fifth storey were removed
- landscaping was increased on along the interior property lines
- the materials and articulation on the building were simplified
- a canopy was added to the lobby entrance off Ashgrove Street to increase the visual prominence of the entrance
- the rooftop mechanical equipment is screened and located away from the adjacent residential properties
- the corner plaza was revised to include additional planters and concrete patterning in an effort to provide visual interest and encourage social gatherings.

CONCLUSIONS

The proposed development is generally consistent with the relevant Design Guidelines and represents an appropriate fit in the immediate and general context. The applicant has generally addressed the items discussed by the Advisory Design Panel to further enhance the development. Therefore, staff recommend that Council consider supporting this Application.

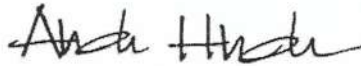
ALTERNATE MOTION

That Council decline Development Permit Application No. 000531 for the property located at 1900-1912 Richmond Road.

Respectfully submitted,




Michael Angrove
Planner
Development Services



Andrea Hudson, Acting Director
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Report accepted and recommended by the City Manager:



Date:

April 2, 2019

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