



Committee of the Whole Report

For the Meeting of December 14, 2017

To: Committee of the Whole **Date:** November 30, 2017

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: **Development Permit with Variances Application No. 000496 for 1303 Fairfield 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. 00558, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000496 for 1303 Fairfield Road, in accordance with:

1. Plans date stamped October 10, 2017.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - i. increase the height from 12.00m to 15.60m
 - ii. increase the site coverage from 40% to 62.60%
 - iii. reduce the front setback (Moss Street) from 6.00m to 0.86m
 - iv. reduce the rear setback from 7.80m to 4.13m (to the building) and to 2.63m (to the balconies)
 - v. reduce the south side setback from 3.90m to 3.81m (to the building) and 0.00m (to the pergola)
 - vi. reduce the flanking street setback (Fairfield Road) from 6.00m to 0.62m
 - vii. reduce the vehicle parking requirement from 44 stalls to 16 stalls.
3. Refinement of trellis materials, colour and design to the satisfaction of the Director of Sustainable Planning and Community Development.
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 *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 1303 Fairfield Road. The proposal is to construct a four-storey mixed-use building with commercial and church sanctuary uses on the ground floor, and residential units above. The variances are related to height, setbacks, site coverage and parking.

The following points were considered in assessing this application:

- the proposal is generally consistent with the objectives of Development Permit Area 16: General Form and Character and the associated design guidelines
- the height variance is supportable as the fourth storey does not create shadowing or overlook issues, and will not visually impact on the street
- the setback variances are supportable as the siting of the proposed building contributes to a vibrant and animated small urban village
- the applicant has provided a parking study with the proposal to support the proposed parking variance
- the applicant would target Passive House Design for the residential portion of the building.

BACKGROUND

Description of Proposal

The proposal is for a four-storey mixed-use building with ground floor commercial and church sanctuary uses, and residential rental units above. Specific details include:

- a low-rise building form consisting of contemporary architectural features
- architectural elements reflective of the existing church building
- one level of underground parking with 16 parking stalls, accessed via Moss Street
- a residential entryway fronting Fairfield Road
- a projecting ground level commercial unit located at the corner of Fairfield Road and Moss Street
- a church sanctuary entryway fronting Moss Street
- exterior materials including grey brick veneer, white stucco, and vertical cedar siding with a transparent grey stain
- balcony materials including painted structural steel, aluminium railings, stained wood guards and privacy screens
- a green roof above the projecting commercial space with plantings and substantial landscaping around the perimeter of the site
- outdoor patio areas at the corner, in front of the commercial space, and along Moss Street in front of the church sanctuary entrance
- the replacement of boulevard trees along Moss Street and Fairfield Road, and new trees located at the corner of the property
- retaining walls to manage grade challenges, and to provide seating areas and stair access at the perimeter of the building.

The proposed variances are related to:

- increasing the height from 12.00m to 15.60m
- increasing the site coverage from 40% to 62.60%
- reducing the front setback (Moss Street) from 6.00m to 0.86m
- reducing the rear setback from 7.80m to 4.13m (building) and to 2.63m (balconies)
- reducing the south side setback from 3.90m to 3.81m (building) and 0.00m (pergola)
- reducing the flanking street setback (Fairfield Road) from 6.00m to 0.62m reduce
- reducing the vehicle parking requirement from 44 stalls to 16 stalls

Advisory Design Panel

The application was referred to the Advisory Design Panel (ADP) on July 26, 2017. The Panel was asked to comment on the overall design with particular attention to the street relationship, massing, character and overall landscaping improvements, specifically related to:

- the transition along Moss Street and Fairfield Road
- the integration of the proposal within the existing Five Corners Village context
- ground floor design and landscaping as it relates to the pedestrian experience along Fairfield Road and Moss Street, with particular attention to the corner of Fairfield and Moss, and the residential and church entryways.

The ADP minutes from the meeting are attached for reference, and the following motion was carried:

"It was moved ... that the Advisory Design Panel recommend to Council Development Permit Application No. 000496 and Rezoning Application No. 00588 for 1303 Fairfield Road be approved with the following recommendations:

- *Review the landscaping and plant treatment at the plaza located at the intersection of Moss Street and Fairfield Road and consider additional planting to soften the edge along the south property line.*
- *Review the composition of the south elevation to result in a more cohesive approach.*
- *Consider clarifying the prominence of the tower as it relates to the design intent.*
- *Continue to refine the entrance to the church as a transitional threshold to the neighbourhood context."*

In response to the ADP recommendations, the applicant has made the following changes to the proposal:

- additional plantings have been added to the boulevard in front of the church entrance along Moss Street to soften the appearance of the hardscaped patio area
- two of the proposed ornamental pear trees near the corner of Fairfield Road and Moss Street have been removed to improve sightlines for vehicles and pedestrians
- additional planters and trellis elements have been added to the apartment entrance, church entrance and corner plaza to soften the building's appearance and provide visual interest for pedestrians
- the material and colour composition of the south elevation have been revised
- as mentioned, a steel trellis element has been introduced over the church entrance that matches the other trellis elements around the building and supports the church signage.

The applicant has not made changes to the tower element; however, several options of materials, colour, detailing, etc. were considered and the current proposal, which relates to the

existing bell tower element of the church without being imitative, is considered supportable by staff.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan* (OCP) identifies the site within Development Permit Area 16: General Form and Character. The objectives of this DPA are to integrate mixed-use buildings in a manner that compliments and enhances the established character of an area through high-quality architecture, landscape and urban design. Other objectives include providing sensitive transitions to adjacent properties with built form that is often three-storeys or lower, and to achieve more livable environments through considerations for human-scaled design, quality of open spaces, privacy impacts and safety and accessibility. Given the site is located in the Five Corners Village, the project's overall fit within the small urban village context is also an important consideration.

Design Guidelines that apply to DPA 16 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).

Where a new development is directly abutting lands in a different OCP Urban Place Designation, the *Multi-Unit Residential, Commercial and Industrial Design Guidelines* (MURCID) encourage design that provides a transition between areas in ways that respond to established form and character and that anticipates any future development. In addition, where a new multi-unit residential building abuts a residential building that is lower and smaller in scale (e.g. single-family dwelling), the design of the new building should transition in form and massing to lower-density building forms, and should address privacy, particularly for portions of the development abutting the side yards of adjacent single-family dwellings.

The properties located east and south of the subject site are designated as Traditional Residential and developed as single-family dwellings. Both the neighbouring buildings were developed after the church and have nearly blank walls facing the subject site, so privacy within the buildings is not an issue. The primary impact on these properties is one of overlook into the side and rear yards. The applicant has incorporated the following design elements to provide transition and mitigate potential privacy and overlook issues:

- increased east and south setbacks (compared to the existing church buildings)
- stepping back of the fourth storey on the south elevation
- window placement directed towards the street or blank walls of adjacent buildings
- balcony locations and balcony screens to minimize overlook
- a solid wood privacy fence along the east and south perimeter
- new tree plantings along the east property line to provide additional screening.

The proposed variances related to the east and south setback, as well as height, are considered supportable given the design interventions noted above.

The MURCID encourages new development that is compatible with, and improves, the character of established areas; the architectural approach should provide unity and coherence through the use of appropriate form, massing, building articulation, features and materials. The *Advisory Design Guidelines for Buildings Signs and Awnings* also encourages a comprehensive design approach that is sensitive to the surrounding context.

Properties within the Five Corners Village are developed with residential, commercial and mixed-use buildings that range in height from one to three-storeys. Architectural styles are varied, although brick masonry and stucco are common exterior materials. The existing church building is not designated heritage nor is it on the heritage registry; however, its form and character contribute a distinctive landmark to the overall character of the Five Corners Village.

The proposed contemporary form is simple and rectilinear with limited articulation to meet the building performance requirements of the Passive House design. Although the height of the proposed building is generally consistent with the ridge height of the existing church building, the mass of the new building is larger than the church and is brought much closer to Moss Street and Fairfield Road. Through discussions with staff, the applicant has revised the proposed massing to soften the impact of the new building and enhance the place character of the Village. Design interventions include:

- stepping back of the fourth storey along Moss Street
- echoing the massing of the existing church bell tower to maintain an important neighbourhood landmark feature
- placing windows and balconies and arranging exterior materials to break up the massing of the building.

The requested street setback variances are considered supportable as the proposed building and streetscape improvements would add to the vibrancy of the Five Corners Village and the design interventions noted above would mitigate the impact of the larger building mass.

In terms of exterior materials, the proposal incorporates a brick masonry ground floor with stucco and wood as the primary materials for the upper storey. The contemporary expression of the existing church materials introduces variety in the streetscape and distinguishes this building from the adjacent developments while providing unity and coherence with the surrounding context.

The MURCID encourages incorporation of distinctive massing, building articulation and architectural treatments for corner sites that contribute to both streetscapes. The proposed ground level commercial space projects from the main bulk of the building at the corner of Fairfield Road and Moss Street; the entrance to the commercial space is placed to bring prominence to the corner. The proposed green roof above the commercial unit, and an outdoor seating area extending into the public realm, adds to the prominence and would be visible from Fairfield Road. The challenging grades are managed at the corner with a low retaining wall that wraps the corner and provides seating on both sides of the wall to further animate the corner.

Following the recommendation of staff and the ADP, the applicant has added additional planters, trellises and colour detailing to the Fairfield Road and Moss Street frontages to create a more cohesive look, create more prominent entrances, and enhance the pedestrian experience.

Regulatory Considerations

The proposal includes a variance for off street parking from 44 stalls to 16 stalls. A parking study has been provided to support the reduced parking requirement. The study indicates that with the exception of the church, the demand for the residential and commercial uses on the site will be accommodated within the 16 spaces proposed. The site does not currently provide any off-street parking for the church. Parking demand for the church is expected to continue to range from 17 vehicles during a typical day with no event, up to 61 vehicles during the largest events at the church. The report states that the church parking demand is expected to continue

to be accommodated on the surrounding streets and nearby properties; therefore, the requested parking variance is considered supportable as the parking shortfall would be the same as the current situation.

CONCLUSIONS

The Application is generally consistent with the applicable design guidelines prescribed within DPA 16. The proposed four-storey building is designed with consideration to the existing Five Corners Village and surrounding neighbourhood context. Staff recommend for Council's consideration that the Application be advanced to an opportunity for public comment.

ALTERNATE MOTION

That Council decline Development Permit with Variances Application No. 000496 for the property located at 1303 Fairfield Road.

Respectfully submitted,

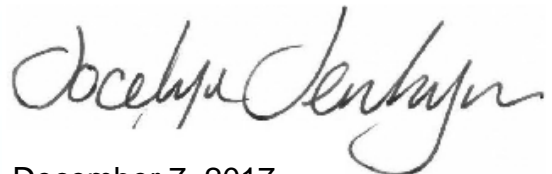


Alec Johnston
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Jonathan Tinney, Director
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Report accepted and recommended by the City Manager:



Date: December 7, 2017

List of Attachments:

- Attachment A – Subject Map
- Attachment B – Aerial Map
- Attachment C – Plans date stamped October 10, 2017
- Attachment D – Letters from applicant to Mayor and Council dated January 10, 2017 and April 10, 2017
- Attachment E – Community Association Land Use Committee meeting minutes
- Attachment F – Advisory Design Panel meeting minutes
- Attachment G – Parking study dated December 20, 2016
- Attachment H – Arborist report dated September 15, 2016
- Attachment I – Land Lift Analysis dated October 12, 2017
- Attachment J – Correspondence