

DATE OF MEETING May 7, 2018

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SUBJECT DEVELOPMENT PERMIT APPLICATION NO. DP1064 –
1400 WINGROVE STREET

OVERVIEW

Purpose of Report

To present for Council's consideration a development permit application for a three-storey, mixed-use building at 1400 Wingrove Street.

Recommendation

That Council issue Development Permit No. DP1064 at 1400 Wingrove Street with the following variances:

- reduce the minimum required front yard setback from 7m to 4.7m for the front canopy;
- reduce the minimum required side yard setback from 2.25m to 0.73m for an entry portico;
- reduce the minimum required rear yard setback from 4.5m to 0.22m;
- reduce the Minimum Landscape Treatment Level 1d (Wingrove Street) from 1.8m to 0m;
- reduce the minimum required number of parking spaces from 54 to 13 spaces; and,
- reduce the minimum required number of loading spaces from 1 to 0.

BACKGROUND

The existing two-storey, mixed-use building was damaged by fire in October 2014. Due to the extent of the damage, the owners propose to demolish the building and redevelop the site using the existing foundation.

Subject Property

<i>Zoning</i>	CC2 – Neighbourhood Centre
<i>Location</i>	The subject property is located on the southwest corner of the Departure Bay Road and Wingrove Street intersection
<i>Total Area</i>	1,332m ²
<i>Official Community Plan (OCP)</i>	Map 1 – Future Land Use Plans – Neighbourhood Commercial Centre; Map 3 – Development Permit Area No. 9 – Commercial, Industrial, Institutional, Multiple Family and Mixed Commercial/Residential development
<i>Relevant Design Guidelines</i>	General Development Permit Area Design Guidelines Departure Bay Design Guidelines for Village Core

The subject property is located within the Departure Bay Village Core of the Departure Bay Neighbourhood Plan. The surrounding neighbourhood includes:

- An existing three-storey condo building, a three-storey mixed-use development (Legasea) under construction, the Departure Bay Activity Centre and Centennial Park to the north;
- Departure Bay beach and Kinsman Park to the east;
- A vacant Neighbourhood Centre (CC2) zoned property immediately to the south; and
- An older two-storey commercial building and a multi-family building to the west.

DISCUSSION

Proposed Development

The proposed development is a three-story, mixed-use building with four ground-floor commercial units and twelve multi-family rental units (29m² to 69m² in size). The proposed building will have approximately the same amount of commercial gross floor area as the existing building with eight additional dwelling units.

The Departure Bay Design Guidelines for Village Core encourage a mixed-use development at this location and support a building height up to three storeys. The proposed development would contribute to the commercial services available in the Village Core and provide additional rental housing in the Departure Bay neighbourhood.

Site Design

The site configuration is dictated by the subject property being a known archaeological site. To avoid subsurface disturbance, the applicant proposes to locate the new building on the existing foundation. As a result, the proposed building footprint and access arrangement is largely the same as what is existing.

In addition, the building siting will not preclude any future road widening of Departure Bay Road (a major road) by the City.

Building Design

The proposed building design works with a basic three-storey rectilinear mass with commercial uses on the ground floor and residential uses on the second and third floors. The ground floor is defined by a rhythm of glazed storefronts with canopies for weather protection. The upper storeys are articulated by angled bays oriented towards the ocean with French doors and Juliette balconies that express the residential use. Two corner features with stone fascia and glazing frame the front façade and a glass canopy with flag poles spans the front elevation.

The proposed building meets the design guidelines in the Departure Bay Neighbourhood Plan and General Development Permit Area Design Guidelines.

Landscape Design

The proposed landscape plan includes a mixture of hard and soft landscaping features including:

- Outdoor restaurant patio;
- Pedestrian pathways with decorative pavers allowing multiple site access points;
- Large seat rocks, street trees, and mass plantings that provide an edge to the site and screen the parking area; and
- Living wall on the south elevation.

Indigenous plant species are integrated into the plant palette per the Departure Bay Design Guidelines for Village Core.

Schedule D – Amenity Requirements for Additional Density

To obtain the required Floor Area Ratio to allow the proposed building, the development will achieve Tier 1 and 2 of Schedule D – Amenity Requirements for Additional Density. Examples of the amenities to be provided include:

- On-site amenities such as public art, a living wall, dedicated tenant garden space, an electric vehicle charging station, and an electric scooter/bicycle charging station.
- Sustainable building features such as the use of at least 50% Forest Stewardship Council Canada-certified wood, use of salvaged/refurbished materials, and building energy standards exceeding BC Building Code requirements.
- Housing affordability features such as provision of micro-units and proposed registration of a Housing Agreement to ensure at least 50% of all dwelling units are not stratified or sold independently for at least ten years after occupancy. A Housing Agreement will require Council approval and registration on title prior to building occupancy.

See Attachments for more information.

Design Advisory Panel Recommendations

The Design Advisory Panel, at its meeting held on 2017-SEP-14, accepted DP001064 as presented, providing support for the proposed variances. No comments were provided for the proposed parking variance.

Community Consultation

The proposed development was referred to the Departure Bay Neighbourhood Association who advised that they support the proposed development as presented and encourage exploring additional parking adjacent to the property with angled street parking.

Proposed Variances

Minimum Required Front Yard Setback

The required front yard setback is 7m. The proposed setback for the front canopy is 4.7m, a proposed variance of 2.3m.

The majority of the glass canopy is located well within the required front yard setback; however, due to the angle of the front property line and the orientation of the building, a corner of the glass canopy projects into the front yard setback. The glass canopy provides weather protection to the restaurant patio and is an important architectural detail to the front façade on Departure Bay Road.

Minimum Required Side Yard Setback

The required side yard setback for an entry portico is 2.25m. The proposed setback is 0.73m for a glass canopy entrance feature (entry portico), a proposed variance of 1.52m.

The entry portico provides weather protection and defines the entrance to the multiple family units on the south elevation.

Minimum Required Rear Yard Setback

The required rear yard setback is 4.5m. The proposed setback is 0.22m, a proposed variance of 4.28m.

Due to the subject property's archaeological significance, the applicant proposes to site the building on the existing foundation. The rear yard setback was historically non-conforming and the new building is proposed to remain in the same location.

Minimum Landscape Treatment Level 1d – Wingrove Street

The required landscape buffer for Wingrove Street is Minimum Landscape Treatment Level 1d, requiring a 1.8m-wide landscaped buffer with trees located every 6m and understorey plantings. The proposed landscape buffer width is 0m, a proposed variance of 1.8m.

The building footprint and site configuration is based on the existing building foundation. While there is no room to provide a landscape buffer within the property on the Wingrove Street side, the applicant has provided a landscape buffer (variable width 2m-4m) consisting of street trees and understorey plantings within the city boulevard.

Required Number of Parking Spaces

Under the current Parking Bylaw, the proposed development requires 54 parking spaces. The proposed number of spaces provided is 13, a proposed variance of 41 spaces. Twelve of the on-site parking spaces would be assigned to the rental units (1 space per unit) and the accessible space would be available for the commercial units.

The previous development had non-conforming parking with 41 spaces required and approximately 14 spaces provided. The proposed development's commercial gross floor area is similar to that of the previous development, but the number of multi-family units has increased by

eight with 1 less parking space available on-site. The resulting increase in required parking compared with the previous development is 13 spaces.

A comparison of the parking requirements of the existing and proposed buildings is provided in the table below:

Use	Required Parking Spaces (Existing Building)	Required Parking Spaces (Proposed Building)
Restaurant	26	26
Commercial Units	8	8
Multiple Family	7	20 (13 space net difference)
Total Spaces Required	41	54
Available On-Site Spaces	14	13

The Departure Bay Village Core is a relatively compact node of activity, with many destinations such as Departure Bay beach, Kinsman Park, Centennial Park, Departure Bay Activity Centre, and other commercial uses within walking distance of the surrounding neighbourhood. The Departure Bay Neighbourhood Plan encourages small-scale, mixed-use development that will provide locally-appropriate retail and basic community services. The proposed development achieves this vision.

There are 76 public parking spaces available in the immediate area surrounding the subject property, excluding existing on-street parking. It is typical for visitors to the Village Core to visit commercial uses, the beach and neighbouring parks in the same outing, resulting in sharing of parking facilities. This is common in other communities with village centres or high streets, including Nanaimo's downtown, downtown Duncan, Cowichan Bay Road in Cowichan Bay, Campbell Street in Tofino, and the Kitsilano neighbourhood in Vancouver.

The applicant submitted a parking study in support of their development permit application. The parking study identified that the peak parking demand occurs in the summer and on weekends around midday (10am to 2pm). The study identified there are typically at least 30 public spaces available between the Departure Bay Activity Centre parking lot (across Wingrove Street) and the waterfront parking area during peak periods.

The parking study also compared the City of Nanaimo's parking rates with those of Parksville and Ladysmith and determined that Nanaimo's rates are 25-30% higher. Reductions to commercial parking rates are being considered through the City's Parking Bylaw review. The parking study concluded that the proposed development could expect to need 13 parking spaces more than the previous building, based on the additional eight rental units.

In addition to the 13 spaces provide on site, the applicant has agreed to provide the following:

- To construct 3 on-street spaces and new sidewalk immediately adjacent the property as part of required works and services;
- To construct 10 new on-street spaces, at the owner's expense, adjacent to the Departure Bay Activity Centre (1413/1415 Wingrove Street);

- To construct, at the owner's expense, approximately 125m of concrete curb, gutter, and sidewalk connecting to existing sidewalk on the north side of Wingrove Street to provide complete connection from the Activity Centre to the waterfront walkway; and
- To reconfigure the existing Departure Bay Activity Centre parking lot by formalizing the accesses and repainting the parking space lines to improve pedestrian safety.

The result is 13 new, publicly available on-street parking spaces to off-set the 13-space parking demand created by the additional eight rental units in the proposed development. Additionally, the new sidewalk (125m minimum length) would increase pedestrian connectivity in the neighbourhood, supporting an objective of the Departure Bay Neighbourhood Plan. Attachment I shows the location of the new parking spaces and the reconfigured parking lot at the Departure Bay Activity Centre. Transportation Engineering and Parks Staff have reviewed and support this proposal.

Number of Loading Spaces

The proposed development requires 1 loading space. No loading spaces are proposed, a variance of 1 loading space.

The size of delivery vehicle for a development of this scale is relatively small and deliveries are infrequent. Loading will be accommodated within the on-street parking spaces adjacent to the site.

SUMMARY POINTS

- Development Permit Application No. DP1064 is a three-storey, mixed-use development with 4 commercial units and 12 rental units to replace the existing vacant building.
- Due to the archaeological sensitivity of the site, the proposed building will be rebuilt on the existing building foundation.
- The proposed development achieves the required floor area ratio by meeting the Tier 1 and Tier 2 requirements of Schedule D – Amenity Requirements for Additional Density.
- The proposed development meets the design guidelines in the Departure Bay Neighbourhood Plan and General Development Permit Area Design Guidelines and achieves the vision for development in the Departure Bay village core.
- The proposed building footprint will be the same as the existing building, with the addition of a third storey. The commercial gross floor area will remain the same, but the development proposes eight multi-family units more than the existing two-storey development, resulting in an increased parking demand of 13 parking spaces.
- The proposed off-site improvements will result in 13 new, publicly available on-street parking spaces to off-set the 13-space parking demand created by the additional eight rental units in the proposed development. Additionally, the applicant proposes to reconfigure and formalize the existing Departure Bay Activity Centre parking lot and build approximately 125m of new sidewalk to increase pedestrian connectivity in the neighbourhood, supporting an objective of the Departure Bay Neighbourhood Plan.

ATTACHMENTS

ATTACHMENT A: Permit Terms and Conditions
ATTACHMENT B: Location Plan
ATTACHMENT C: Site Plan
ATTACHMENT D: Building Elevations
ATTACHMENT E: Building Perspectives
ATTACHMENT F: Landscape Plan & Details
ATTACHMENT G: Schedule D – Amenity Requirements for Additional Density
ATTACHMENT H: Public Art Detail
ATTACHMENT I: On-street Parking Plan
ATTACHMENT J: Aerial Photo

Submitted by:

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Concurrence by:

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