

DATE OF MEETING May 7, 2018

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PLANNING AND SUBDIVISION

SUBJECT **DEVELOPMENT PERMIT APPLICATION NO. DP1085 –
2020 ESTEVAN ROAD**

OVERVIEW

Purpose of Report

To present for Council's consideration, a development permit application for a mixed-use development consisting of 74 multi-family residential units and a church.

Recommendation

That Council issue Development Permit No. DP1085 at 2020 Estevan Road with the following variance:

- reduce the minimum required number of parking spaces for the multi-family use within the development from 122 parking spaces to 82 parking spaces.

BACKGROUND

A development permit application, DP1085, was received from Colliers International on behalf of British Columbia Conference Property Development Council of the United Church of Canada to permit the development of a mixed-use building, including

- the redevelopment of the existing Brechin United Church (proposed 733.7m² in floor area); and,
- 74 multi-family units (proposed 5.887.1m² in floor area)

Site Context

The subject property is a gateway property to the Brechin neighbourhood and is located on the southeast corner of the Brechin Road and Estevan Road intersection. Brechin Road, under the jurisdiction of the Ministry of Transportation and Infrastructure, is the main vehicle and pedestrian connection to the B.C. Ferries Departure Bay terminus. The subject property is within an established single-family neighbourhood and within walking distance to a broad range of commercial services at Brooks Landing commercial centre.

The property is currently occupied by a unique A-Frame structure which has been the long-standing home of Brechin United Church. The church functions ceased at this location on 2018-APR-01 in preparation for building demolition and site works for the proposed re-development.

Official Community Plan

Council approved an Official Community Plan (OCP) amendment and rezoning for the proposed use on 2017-SEP-11 and secured an amenity contribution, including the provision of a transit shelter along the Estevan Road frontage and \$36,000 towards the City's Housing Legacy Fund.

Subject Property:

<i>Zoning</i>	COR 2 – Mixed Use Corridor
<i>Location</i>	The subject property is located on the southeast corner of the Brechin Road and Estevan Road intersection.
<i>Lot Area</i>	3,985.4m ²
<i>Official Community Plan (OCP)</i>	Map 1 – Future Land Use Plans – Corridor 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 Newcastle - Brechin Neighbourhood Plan Urban Design Framework and Guidelines

DISCUSSION

Proposed Development

The proposed five-storey mixed-use development has four main components:

- A church with a worship area of 213m²;
- 74 multi-family residential units under two rental designations with a rental unit mix as follows:
 - 38 affordable units (5 studio units and 33 one-bedroom units);
 - 36 market units (5 one-bedroom units, 25 two-bedroom units and 6 three-bedroom units);
- An underground parkade with 93 parking spaces (2 disabled spaces), 2 motorbike spaces and a secure room for 25 bicycles; and,
- At-grade parking with 13 parking spaces and 1 loading space.

In addition to the underground parking supply, there are 13 at-grade parking spaces (including 1 disabled parking space), 8 short-term bicycle spaces, and 1 loading space in close proximity to the main building entry and the outdoor public space for the church.

The proposed development has a Floor Area Ratio (FAR) of 1.66. The base FAR for COR2 is 1.25 and the additional density is achieved with the provision of underground parking and meeting Tier 1 in Schedule D – Amenity Requirements for Additional Density.

Under the Social and Cultural Sustainability Category, the developer agrees to enter into a Housing Agreement with the City to ensure that at least 50% of all residential units shall not be stratified or sold independently for at least ten years after the building receives final occupancy. The Housing Agreement must be in place prior to the issuance of a building permit.

Passive House Certification is a key design strategy for the mixed-use building. A Passive House consultant has reviewed the architectural drawings for compliance.

BC Housing is in support of the development and is the funding partner. BC Housing's mandate for this development establishes the rent affordability targets as follows:

- 51% of the units have a rent 33%-40% below the high end of the market rents (based on comparables of newer rental stock); and,
- 49% of the units have rents at market levels.

Site Design

The attention to building siting, vehicle, and pedestrian circulation will allow the mix of uses to function effectively on the site with frontages on both Estevan Road and Brechin Road.

The building orientation with the church facing the corner and the multi-family units along the road frontages highlights the institutional/community use and creates a desirable street wall, a necessary urban design strategy to relate to a busy urban street (Brechin Road).

The vehicle access from Estevan Road at the southwest corner provides clear wayfinding to the at-grade parking and drop-off areas in front of the main building entrance, and to the underground parkade.

Pedestrian access from Estevan Road to the open plaza in front of the church and the walkway to the main building entrance are well defined and accessible. The pedestrian access is just north of the transit stop on Estevan Road where a new bus shelter is proposed.

Building Design

The mixed-use building meets both the General Development Permit Area Design Guidelines and the Newcastle–Brechin Neighbourhood Plan Urban Design Guidelines as follows:

1. Building Form

a) Brechin Road Elevation

The five-storey building form uses the following design strategies to ensure the building relates to the street (Brechin Road), to address the scale of the neighbourhood building form, and to articulate the building elevation facing Brechin Road:

- Ground floor residential units have front doors facing the street, where site grades permit, and the organization of exterior finishes provide a two- and three-storey townhouse expression;
- The building steps back at each end leaving two storeys for the church on the west end and three storeys at the east end adjacent to the neighbouring two-storey single-family dwelling;
- The east end of the building is also angled away from the neighbouring residence to maximize building separation and provide opportunities for tree retention and landscaping for further buffering; and,

- The centre portion of the building is off-set and projects toward the street to articulate the length of the building street wall.

b) Estevan Road Elevation

Two design strategies are used to articulate the building form:

- The vertical (five-storey) glazed illuminated entry feature is overlaid with perforated metal to provide a strong focal point for the main building entrance, which serves both the church and the residential units, and divides the building mass into two smaller segments; and,
- The building steps back at each end – at the east end to transition to the neighbouring residence and at the west end to announce the church and its corner feature wall.

2. Underground Parkade

Approximately 88% of the parking on site will be provided in an underground parkade, which enables this development to achieve the Corridor densities and meet the Neighbourhood Urban Design Guidelines.

3. Façades

The rhythm of the window fenestration and the application of different exterior materials both articulates the façade and reflects the residential use. In addition, the use of an articulated feature wall and faux wood panelling draws attention to the onsite church use.

Landscape Design

The landscape plan provides large-scale street trees along both road frontages to address the Neighbourhood Plan Design Guidelines and to assist in the creation of a gateway setting. The westerly corner of the property is encumbered with a road reserve covenant for future road dedication improvements. This reserve area has a meadow planting scheme that complements the shrub plantings at the base of the church and draws attention to the church feature wall. A pedestrian connection will be provided in this reserve area to connect Brechin Road and Estevan Road. Additional street trees will be provided along both frontages as part of the works and services required.

Three mature fir trees will be retained along the south property line between the neighbouring single-family dwelling and to the parkade entrance and will be enhanced with new plantings.

The proposed trees and shrub plantings highlight the residential use and program the private and public areas for the church.

Design Advisory Panel Recommendations

At its meeting held 2017-DEC-14, the Design Advisory Panel accepted DP001085 as presented with support for the proposed variance. The following recommendations were provided:

- Consider ways to strengthen the identity of the church sanctuary; and,
- Consider ways to improve the security of the children's play area.

The applicant addressed the two DAP recommendations as follows:

- The north and south elevations of the church, at either side of the panelled feature wall, are clad in vertical faux wood finish boards to distinguish the church use from the residential use.
- Changes have been made to secure the children's play area to meet Crime Protection Through Environmental Design (CPTED) principles.

Community Consultation

The proposed development was referred to the Brechin Hill Neighbourhood Association who indicated they support the general concept and principles of the development, but are concerned the proposed parking variance will negatively impact existing neighbouring streets.

Proposed Variances

Off-Street Parking Requirement

The proposed development requires 122 parking spaces for the residential use (1.66 spaces per unit); and 21 parking spaces for the church use. The applicant proposes to provide 82 parking spaces (1.11 parking spaces per unit) for the proposed 74 residential units, a proposed variance of 40 parking spaces. The required number of visitor and disabled spaces will be provided on site. A traffic study reviewed the church parking demand and recommended 24 parking spaces, up 3 parking spaces from the Parking Bylaw requirement of 21 parking spaces.

A total of 106 parking spaces will be provided on site, with 24 parking spaces (13 at grade and 11 underground) allocated to the church, and 82 parking spaces for the residential use. A traffic study considered the unit mix and size, tenure ratio (market to non-market housing), and determined the residential parking demand can be accommodated in the remaining 82 spaces (all underground). The proposed development also provides 25 secure bicycle parking spaces underground and 8 short-term bike parking spaces at grade. There is also provision for 2 motorcycle spaces and 1 loading space.

There are an additional 10 on-street parking spaces along Estevan Road that can accommodate short-term overflow.

The Nanaimo Transportation Master Plan shows the subject property located on the east edge of the NRGH Mobility Hub and near the E&N Trail. The Plan envisions increased residential and commercial densities in the Mobility Hub to provide broader access to services as well as improvements to the transportation network that will encourage more sustainable transportation choices. The proposed on-site bike parking and convenient proximity to transit and services

supports these objectives and the opportunity for alternate modes of mobility, such as walking or cycling. Therefore, Staff support the proposed parking variance. The proposed project adds residential density and accommodates the continuity of an existing community institution, the Brechin United Church, in this location.

SUMMARY POINTS

- Development Permit Application No. DP1085 is for a mixed-use development (a Church and 74 multi-family residential units) located at 2020 Estevan Road.
- The proposed development meets the intent of both the General Development Permit Design Guidelines and the Newcastle and Brechin Neighbourhood Plan - Urban Design Guidelines.
- Staff support the proposed parking variance, which adds residential density and maintains an existing community institution (Brechin United Church) in this location.

ATTACHMENTS

ATTACHMENT A: Permit Terms and Conditions
ATTACHMENT B: Location Plan
ATTACHMENT C: Site Plan
ATTACHMENT D: Underground Parking Layout
ATTACHMENT E: Building Elevations
ATTACHMENT F: Building Renderings
ATTACHMENT G: Landscape Plan and Details
ATTACHMENT H: Schedule D – Amenity Requirements for Additional Density
ATTACHMENT I: Aerial Photo

Submitted by:

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Concurrence by:

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