# City of Nanaimo

## REPORT TO COUNCIL

DATE OF MEETING: 2014-SEPT-29

**AUTHORED BY:** GARY NOBLE, DEVELOPMENT APPROVAL PLANNER

PLANNING & DESIGN SECTION

RE: DEVELOPMENT PERMIT NO. DP877 - 1680 & 1690 TOWNSITE ROAD

### **STAFF RECOMMENDATION:**

That Council issue Development Permit No. DP877 for 1680 and 1690 TOWNSITE ROAD (Lot A and Lot B respectively) with the following variances:

- To reduce the required onsite parking to 38 parking spaces for Building 1 on Lot A;
- To reduce the required onsite parking to 35 parking spaces for Building 2 on Lot B;
- To increase the maximum permitted height to 17.02m for Building 2 on Lot B; and,
- To allow the percentage of the front face of a building façade that is set back further than the maximum permitted front yard setback to exceed 50% for both Lot A & Lot B.
- To reduce the required number of loading spaces to 0 for both properties.

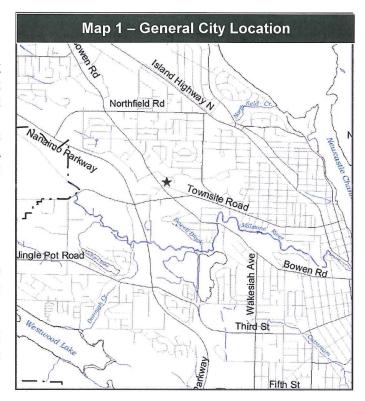
## PURPOSE:

The purpose of this report is to seek Council authorization to issue a development permit for two buildings: a 4-storey mixed-use building on Lot A; and, a 5-storey mixed-use building with a proposed height variance on Lot B. A parking variance is proposed for each building.

#### **BACKGROUND:**

A development permit application was received from MR. KEN GREWAL on behalf of KSG Consulting Ltd.

Staff and the Design Advisory Panel (DAP) support the application, including the proposed variances.



Report to Council – 2014-SEP-29 Re: DP000877 – 1680 & 1690 TOWNSITE ROAD

### Subject Property

Zoning	COR2 – Mixed Use Corridor
Location	Vacant Lots A & B are near the intersection of Bowen Road and Townsite Road.
Total Area	Lot A is 2289m <sup>2</sup> ; Lot B is 2259m <sup>2</sup>
OCP	Map 1 - Future Land Use Plan - Corridor, Map 3 - Development Permit Area DPA No. 9 -
	Commercial, Industrial, Institutional, Multiple Family and Mixed Commercial/Residential
	Development.

## **DISCUSSION:**

### Proposed Development

The proposed development includes two mixed-use buildings each on its own recently subdivided lot. Details for each building are as follows:

## 1680 Townsite Rd - Lot A/Building #1

- 4 storeys
- 25 residential units
  - Studio 3 units
  - 2 bedrooms 22 units
- Commercial Space 181.0m<sup>2</sup>
- 38 onsite parking spaces
- Proposed FAR = 1.18

#### Site Context

The subject properties abut Townsite Road, a minor collector road. The properties to the north and east (1715 Dufferin Crescent and 1825 Summerhill Place) are vacant. Both vacant properties have the same COR2 zoning as the subject property.

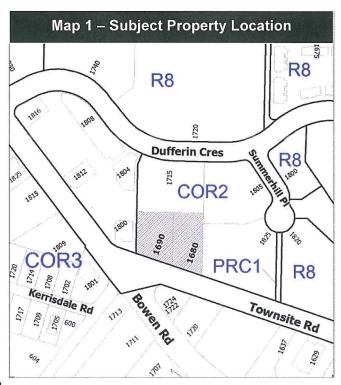
Council recently approved a development permit for a 103 unit residential development at 1825 Summerhill Place.

1800 Bowen Road, a mall, is located adjacent to the west property line. The mall site is several meters above the subject property grade.

Opposite this site is 1929 Townsite Road, recently developed as a mixed-use building. The front yard of 1929 Townsite has been constructed with an urban character with a prominent hardscape finish including city sidewalk and boulevard.

## 1690 Townsite Rd - Lot B/Building #2

- 5 storeys
- 24 residential units
  - Studio 3 units
  - 2 bedrooms 21 units
- Commercial Space 140.0m<sup>2</sup>
- 35 onsite parking spaces
- Proposed FAR = 1.25



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#### Site Plan

A 4.5m service easement runs along the front property line. As a result, neither building could be sited at the minimum 3m setback. The subject properties both front onto Townsite Road. Building 1 (Lot A) is located closer to Townsite Road, helping to strengthen the street presence of the development along Townsite Road.

Parking is provided from a joint vehicle access point between the buildings, which helps to reduce onsite hard surface area. Parking for Building 1 (Lot A) is at grade; Building 2 has 15 parking spaces housed under the building. Parking is also offered to the rear of each building.

#### Building Design

The building form of Buildings 1 and 2 is contemporary and well articulated, and is emphasized by the material selection of hardie board and metal galvalume metal panels, timber and natural stone elements. The colour palette offers a modern flare, contributing to the overall design strength of the building, and provides both a commercial and a residential expression to the building form and character. Heavy timber accents highlight entrances and create added interest visible from both Bowen Road and Townsite Road.

The commercial storefronts with rock column detail and an architectural concrete base, serve to anchor both buildings. Large commercial metal storefront windows, an accent band, and stone base columns differentiate the commercial space from the residential space.

### Landscape Plan

The landscape plan takes a similar approach for each building, enhancing the separation of uses between the commercial and residential space. The use of concrete and rock hardscape elements adjacent to each building, provides a transitional edge from structured to softer landscape features. A heavier hardscape edge flanks the shared entrance lane, distinguishing the pedestrian route for the commercial space from both the parking area and the Townsite Road edge.

The easement along the front property line creates an opportunity for a sizeable, landscaped, open space to be provided. The landscaped open space fronts the commercial area of each building and allows for inclusion of benches, bikes racks, and patio stones, which offer a more programmed space than the remaining landscaped areas.

A palette of ornamental grasses is included to provide varied texture and groundcover as well as offer juxtaposition to the larger tree canopy. The rear property lines of both lots are distinguished by a horizontal cast-in-place concrete planter. The east property line of Lot A also has a 1.2m high fence running the majority of the length of the property line.

### **Proposed Variances**

Height – Building 2 (Lot B – 1690 Townsite)

The maximum permitted building height is 14m. The proposed height is 17.02m, a proposed variance of 3.02m. An increase in height does not impact upland views. The shed roof allows for vaulted ceiling volumes within the top floor units, but also articulates the otherwise horizontal plane flat roof plane. The Design Advisory Panel supports the height variance.

#### Siting of Buildings

Where only one principal building exists on the lot, no more than 50% of the front face of a building façade shall be setback further than the maximum permitted front yard setback. The proposed variance is to allow the percentage of the front face of a building façade that is setback further than the maximum permitted front yard setback to exceed 50% for Lot A & Lot B.

Due to a servicing easement that fronts the subject properties along Townsite Road, only a small portion of each building (southwest corner) is able to meet the maximum front yard setback of 6m.

Due in part to the 4.5m servicing easement, the geometric angle of the front property line for both Lots A & B and the need to have a more or less rectangular building footprint for building use programming, does not allow compliance with this siting requirement. The front elevation of the building is very dramatic, therefore the street presence is robust and bridges the gap. The landscape plans for the front yards are urban in design with both formal hardscape pedestrian routes and a soft lawn-scape to allow more informal desire lines or routes.

### Required Parking

The required onsite parking for multiple-family residential is calculated at 1.66 parking spaces per dwelling unit. The required onsite parking for commercial (office) is calculated at 1 space for every 22m<sup>2</sup> of net floor area.

### Building 1- Lot A - 1680 Townsite

Building A	25 residential units; 18	31m² commercial space
Parking	required	provided
Residential	41 (ratio of 1.66)	33 (ratio of 1.35)
Commercial	7	5
Total	48	38
		Variance request of 10 spaces

### Loading Spaces

1 loading space is required for the subject property. No loading space is provided, a proposed variance of 1 loading space.

Required visitor parking and accessible disabled person's spaces are provided.

## Building 2 – Lot B – 1690 Townsite

Building B	24 residential units; 14	·0m² commercial space
Parking	required	provided
Residential	39 (ratio of 1.66)	31 (ratio of 1.33)
Commercial	5	4
Total	44	35
		Variance request of 9 spaces

#### Loading Spaces

1 loading space is required for the subject property. No loading space is provided, a proposed variance of 1 loading space.

Required visitor parking and accessible disabled person's spaces are provided.

The applicant advocates for the proposed parking variances with the following rationale:

### a) Commercial/Residential Overlap

As this is a mixed-used development, its peak parking times for commercial and residential uses will be opposite. It is expected that during the day (9am to 5pm) multiple residential spaces will be vacated and available for use by the commercial tenants and customers; during evening hours the reverse will occur, allowing commercial spaces to be used for residents and visitors. Onsite signage is proposed to clarify commercial parking areas.

## b) Bike Storage

39 secure bike storage spaces are being provided within the two buildings. Two bike racks (8 spaces) are being provided near the entrance to each building.

## c) Apartment Composition

Each of the 2 bedroom residential units will be delegated 1 parking space, with the exception of the studio units (3 per building; 6 in total) which will be delegated 0 parking spaces. The studio apartments meet size requirement for micro units (29m² or less).

### d) Local Service Area & Walkability

Location is nearby to Bowen Road, near transit routes (Bus#4 - 1 minute walk to bus stop; Bus#3 - 5 minute walk to bus stop), and easily accessible to a variety of community services including: a grocery store, restaurants, hair salon, bank and medical offices (walk score: 72 - very walkable).

## e) Parking Review by Boulevard Transportation

The traffic engineer notes "The proposed parking supply of 73 parking spaces is considered appropriate. The proposal is consistent with City policies to reduce parking supply in mobility hubs". The full parking review is attached as Schedule H.

During the referral process, Staff received comment from the Hospital Area Neighbourhood Association stating their opposition to the proposed parking variance.

In Staff's opinion, there is support for the overall parking reduction from 48 to 38 parking spaces for Building 1; and from 44 to 35 parking spaces for Building 2. The elements of site location, mixed commercial and residential use, and bicycle parking facilities, present a sufficient rationale for support of the proposed parking variance.

#### Site Location:

- Identified in the Transportation Master Plan within the Nanaimo Regional General Hospital (NRGH) mobility hub,
- The immediate neighbourhood has commercial services within a 5 to 10 minute walking distance.
- A major employer Nanaimo Regional General Hospital is located within walking distance,
- The transit route for Vancouver Island University includes stops at Bowen and East Wellington Roads, an approximate 1 minute walking distance from the subject property.
   The transit route for Nanaimo Regional General Hospital stops at Bush Street and Townsite Road, an approximate 5 minute walking distance from the subject property.
- On street parking there is some (approximately 4 to 5 spaces) of on street parking adjacent the subject property.

#### Mixed Use:

• The residential parking variance is effectively reduced by allowing residents to use the 6 commercial parking spaces after commercial business hours.

#### Bike Parking:

 39 bike parking spaces are provided, which encourages access to cycling routes within the city.

#### **DAP Recommendation**

The Design Advisory Panel, at its meeting held on 2014-JUN-12, accepted DP000877 as presented, with support for the requested variances, and provided the following recommendations:

- Consider light coloured pavers on the roof deck
- Consider providing some shade in the seating areas
- Consider transitions between hardscape to softscape areas
- Consider ways to improve the landscape presence on the internal laneway
- Consider ways to enhance/strengthen the commercial elements of the building
- Consider the use of materials (ie. stone/timber to increase the building's massing <u>OR</u> consider revisiting the exterior materials, textures and colours chosen, to strengthen the massing and programs of the building.

The Applicant has reviewed the recommendations and made the following necessary changes to conform to the Design Advisory Panel recommendations:

- Metal sign bands, larger storefront windows, stone base columns and a stronger accent band at the ceiling height of the commercial spaces enhances the commercial elements of the building and defines the two onsite uses;
- The organization of stone, concrete base elements, metal panels, heavy timber and naturals tone products creates a strong building base and highlights the building articulation which enhances the building mass and reduces the building scale; and
- The landscape plan along Townsite Road has an improved commercial and residential space differentiation.

Staff supports these changes.

Respectfully submitted,

B. Anderson MANAGER

PLANNING & DESIGN SECTION

Concurrence by:

D. Lindsay DIRECTOR

COMMUNITY DEVELOPMENT

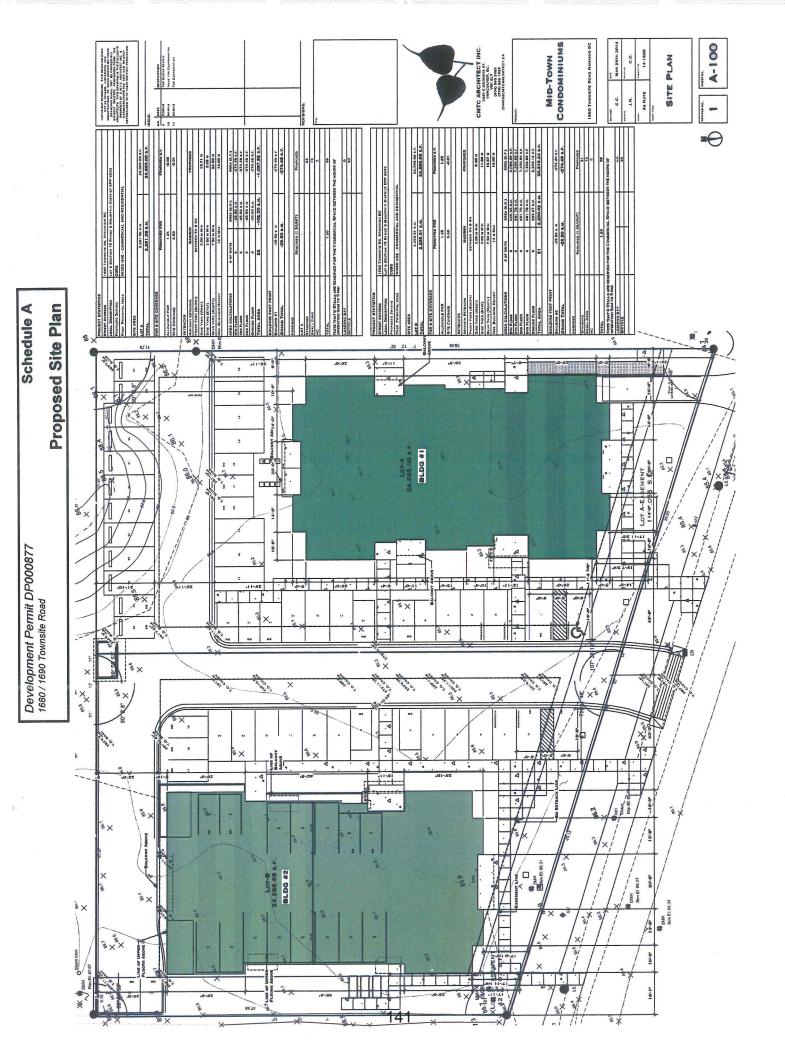
T. Seward

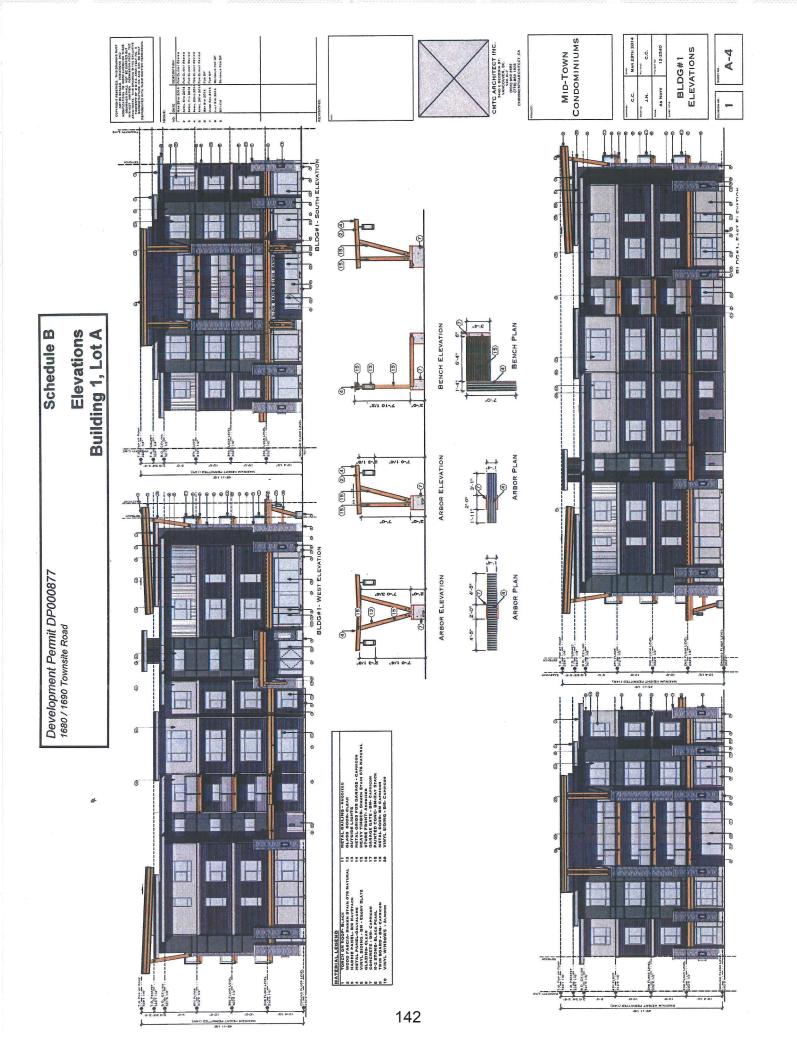
ACTING GENERAL MANAGER COMMUNITY DEVELOPMENT & PROTECTIVE SERVICES

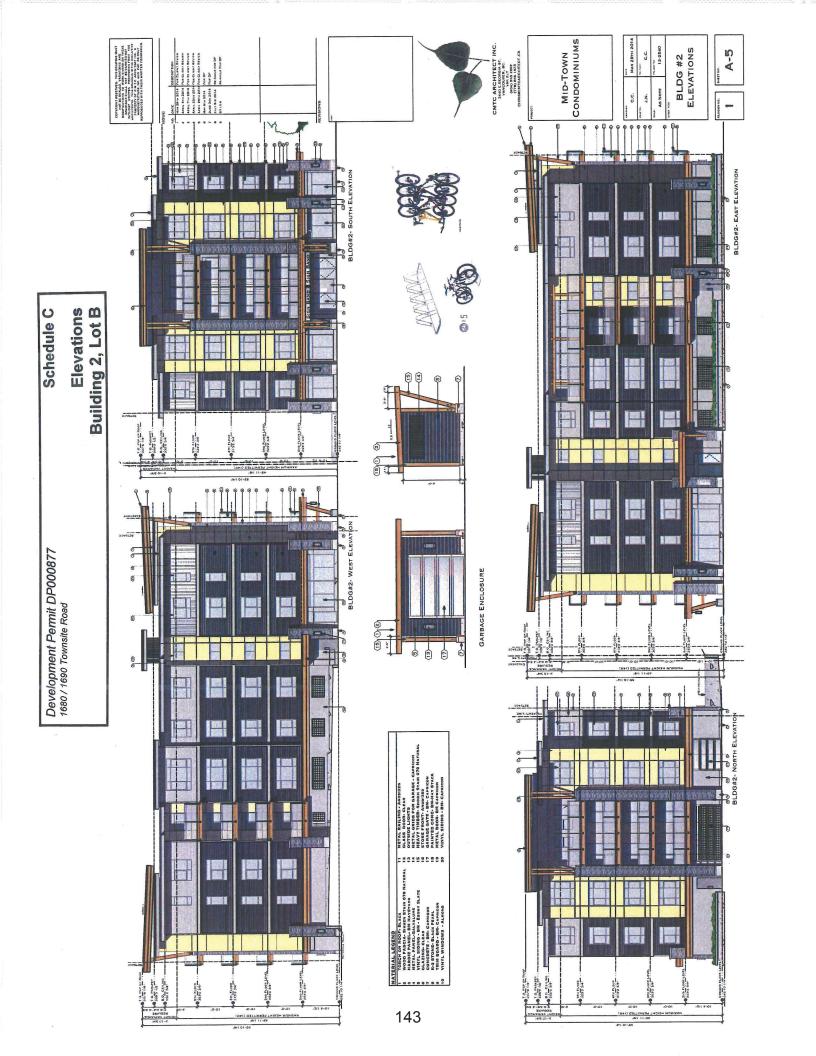
## **CITY MANAGER COMMENT:**

I concur with the staff recommendation.

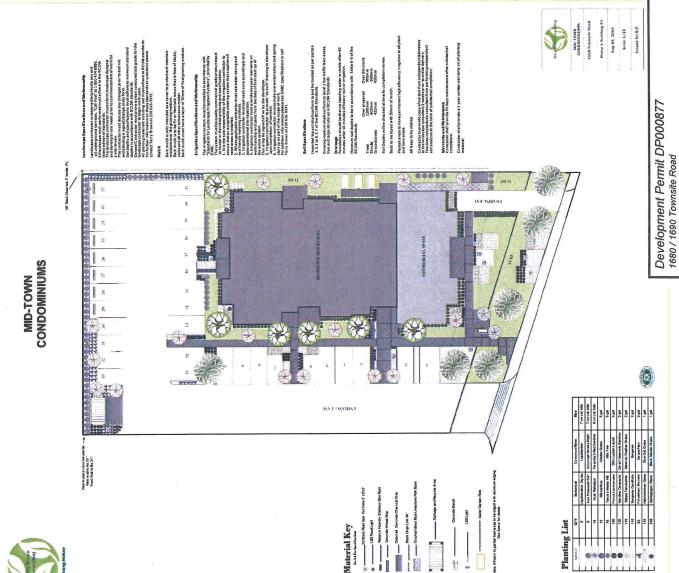
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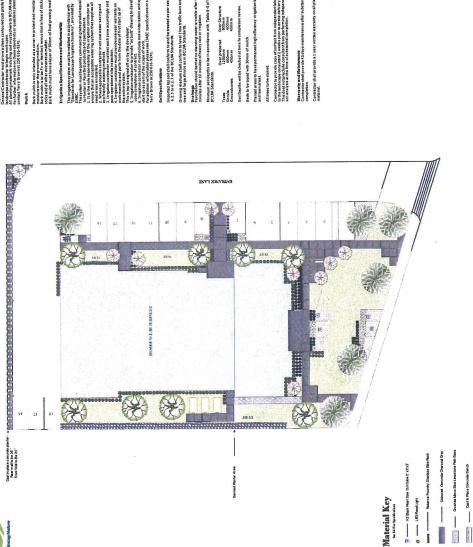
Schedule D





Building #2 Aug 0, 2014 Scale 1/16 Insued for 0.P.

CONDOMINIUMS 1690 Townsite Read

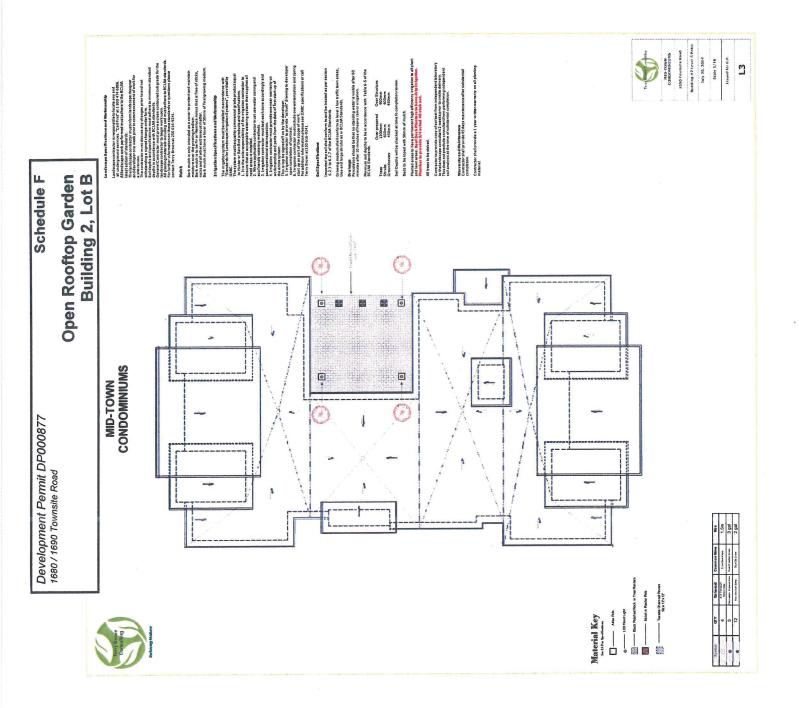


MID-TOWN CONDOMINIUMS

Planting List

System OTY Botanical

	•	Liquidamber styrac	Liquidamber Maple	7.00
•	•	AcerPlatanode 'Cd*	Columnam Noncry Maple	7 cm
***	10	Acer Palmahim	Tw ombly's Red Sontinel	90
	12	Macanthus	Maiden Grass	
	2	Texus x Media Hit	Hills Year	
•	204	Phone Lauro centers	Otto Luyban Laural	
	85	Nandra Compacts	Du art Havvenly Barrboo	
(4)	40	Steppa Tenuéssima	Maxican Feather Grass	
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HD-TOWN CONDOMINTUMS Landscape Specifications Scale N/A Insued for 0.P. July 20, 2014 **L4** ARBOR & LIGHT Schedule G Landscape Details Northwest Landscape Supply 604 435 4842 Slagg Lumber 250 758 8329 36' George Cubs Charcos! Altes Pots 604-950-0656 Arbor and Light North Concrete Cast In Place Planter Black Polished Stone Aluminum Lawn Edging Northwest Landscape Supply 6044354842 Texada Concrete Pavers (Natural) **Planters** Development Permit DP000877 1680 / 1690 Townsite Road Cast In Place 2'x2'x2' Saw Cut Black Pearl Stone. (Custom Order) Call IC Stone 250-722-2420 LED Flood Lights Stone Cubes Benches Bike Racks



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September 16 2014 Our File: 1758

City of Nanaimo 455 Wallace Street Nanaimo, BC V9R 5J6

Attention: Mayor and Council

RE: PARKING REVIEW FOR 1680/1690 TOWNSITE ROAD

Dear Mayor Ruttan,

The following letter summarizes our brief review of parking adequacy for the 1680/1690 Townsite Road development proposal ("Midtown Condos").

The proposal is for two buildings consisting of 49 condominium units and 3,465 sqft of ground-floor commercial land use. The proposed parking supply is 73 spaces, with 64 spaces allocated to residents and 9 spaces shared by commercial and visitor vehicles. The site is required to supply 91 parking spaces under the current *Development Parking Regulations Bylaw* - 79 spaces for residential and 12 spaces for commercial land uses. A variance of 18 parking spaces is sought.

The City's current multi-family residential parking requirement is 1.66 spaces per unit, which is higher than many other Vancouver Island municipalities. The current requirements allow for reduced parking in the downtown area, but do not offer parking relaxations in Urban Nodes ("mobility hubs") where parking demand is expected to be lower than elsewhere in the City. It is suggested that the required parking supply rate does not accurately reflect the location or anticipated parking demand of this site.

The Nanaimo Transportation Master Plan identifies the area surrounding the Nanaimo Regional General Hospital (including the subject site) as a "Mobility Hub" where compact, dense, mixed-use urban nodes will be created that create shorter trips and encourage walking, cycling and transit. The Plan identifies policies to consider reduced parking requirements (Policy P1A) and encourage shared parking (Policy P1C) in mobility hubs, both of which are reflected in the proposed development.



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Similar developments have recently been approved by the City with parking supply rates that are less the proposed development, as follows:

- a. 253 Victoria Road: 18-units (15 1-bed, 3 1-bed with den) with 18 parking spaces, a rate of 1.0 spaces per unit consistent with the parking relaxation provision for sites in the Downtown area. The site will provide secure bike storage and a carpool parking space with potential for a future carshare vehicle<sup>1</sup>.
- b. 326 Wakesiah Avenue: 36-unit multi-family condominium (8 studio, 26 1-bed, 2 2-bed) with 39 parking spaces, a rate of 1.09 spaces per unit. The development also includes 21 bicycle parking spaces<sup>2</sup>.
- c. 1820 Summerhill Place: 103-unit rental apartment (bachelor, one-bed, two-bed) with 109 parking spaces, a rate of 1.06 spaces per unit. A study was prepared that determined parking demand will be 0.62 vehicles per unit<sup>3</sup>. Owned condominium units are known to experience 25-35% higher parking demand than rental apartments<sup>4</sup>, suggesting demand is approximately <u>0.85 vehicles per unit</u> if applied to an owned condominium site.

Further, a comprehensive study conducted by Metro Vancouver<sup>5</sup> of strata condominium units in the Lower Mainland found parking demand to be 0.73 vehicles per bachelor unit, 1.22 vehicles per two-bedroom unit, and 1.37 per three-bedroom unit. These rates applied to the subject site suggest that <u>57 spaces</u> are needed to meet resident parking demand, 7 less than proposed.

#### Summary

The proposed supply of 73 parking spaces is considered appropriate based on our review of available research. The proposal is consistent with City policies to reduce parking supply in "mobility hubs" and share parking, and we believe that the City's requirement is too high and does not reflect parking demand characteristics of this site. The Metro Vancouver study is the most comprehensive source of parking demand rates and suggests that 57 spaces are needed to meet resident parking demand, 7 less than proposed. Recently approved developments in the City provide precedent for similar reduced parking supply.

Metro Vancouver, The Metro Vancouver Apartment Parking Study, 2012, Table 26. Available at: www.metrovancouver.org/planning/development/strategy/RGSDocs/Apartment\_Parking\_Study\_TechnicalReport.pdf



<sup>&</sup>lt;sup>1</sup>www.nanaimo.ca/UploadedFilesPath/Site Structure/Corporate Services/Corporate Administration/2014 Council Agendas/C140217A.pdf

<sup>2</sup>www.nanaimo.ca/UploadedFilesPath/Site Structure/Corporate Services/Corporate Administration/2013 Council Agendas/C131118A.pdf

<sup>3</sup>www.nanaimo.ca/UploadedFilesPath/Site Structure/Corporate Services/Corporate Administration/2014 Council Agendas/C140623A.pdf

<sup>4</sup> Based on findings from two research studies:

a. City of Toronto, Parking Standards Review, February 2007, p16, Figure 3.1. Available at: <a href="https://www1.toronto.ca/city">www1.toronto.ca/city</a> of toronto/city planning/zoning environment/files/pdf/cansult final apart stds.pdf

Metro Vancouver, The Metro Vancouver Apartment Parking Study – Technical Report, 2010, p44, Table 21. Available at: www.metrovancouver.org/planning/development/strategy/RGSDocs/Apartment\_Parking\_Study\_TechnicalReport.pdf

Additional parking supply is needed for visitor and commercial parking demand. These land uses are complementary and may be accommodated in a shared parking supply. The City's requirement is for 12 commercial parking spaces (and less commercial parking could likely be justified), resulting in a combined site total of 69 parking spaces (57 residential, 12 commercial). This is less parking than proposed.

Accordingly, the proposed parking supply is supported based on our review of available research. We look forward to attending the September 23 2014 Council Meeting to answer any questions you may have on the matter.

Sincerely,

## **BOULEVARD TRANSPORTATION**

... a division of Watt Consulting Group

per,

Daniel Casey, MCIP, RPP, M.Plan

Senior Transportation Planner

Tail 1. Cany



