

Staff Report for Decision

File Number: DP001085

DATE OF MEETING May 7, 2018

AUTHORED BY GARY NOBLE, DEVELOPMENT APPROVAL PLANNER, CURRENT

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:

Zoning	COR 2 – Mixed Use Corridor
Location	The subject property is located on the southeast corner of the Brechin Road and Estevan Road intersection.
Lot Area	3,985.4m ²
Official Community Plan (OCP)	Map 1 – Future Land Use Plans – Corridor Map 3 – Development Permit Area No. 9 – Commercial, Industrial, Institutional, Multiple Family and Mixed Commercial/Residential development.
Relevant Design Guidelines	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 twostorey 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: Concurrence by:

L. Rowett, D. Lindsay

Manager, Current Planning and Subdivision Director, Community Development

ATTACHMENT A PERMIT TERMS AND CONDITIONS

TERMS OF PERMIT

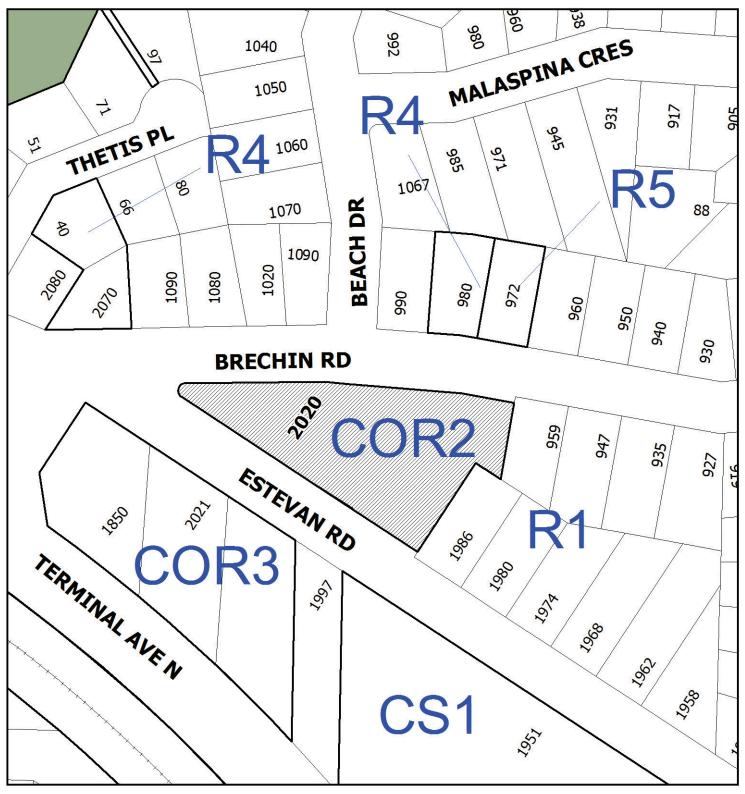
The City of Nanaimo "DEVELOPMENT PARKING BYLAW 2005 NO. 7013" is varied as follows:

1. Schedule A – to reduce the required number of parking spaces for the proposed 74 multi-family dwelling units from 122 parking spaces (1.66 parking spaces per unit) to 82 parking spaces (1.11 parking spaces per unit).

CONDITIONS OF PERMIT

- 1. The subject property is developed in substantial compliance with the Site Plan prepared by VIA Architecture, dated 2017-DEC-01, as shown on Attachment C.
- 2. The subject property is developed in substantial compliance with the Underground Parking Layout prepared by VIA Architecture, dated 2017-DEC-01, as shown on Attachment D.
- 3. The development is in general accordance with the Building Elevations prepared by VIA Architecture, dated 2017-DEC-01, as shown on Attachment E.
- 4. The development is in general compliance with the Landscape Plan and Details prepared by ETA Landscape Architecture, dated 2017-DEC-22, as shown on Attachment F.
- 5. The development achieves Tier 1 Schedule D Amenity Requirements for Additional Density in accordance with Attachment G received 2018-APR-13.

ATTACHMENT B LOCATION PLAN



DEVELOPMENT PERMIT NO. DP001085



LOCATION PLAN

Civic: 2020 Estevan Road Lot A, Section 1, Nanaimo District, Plan EPP35387



VIV Colliers & etq more connection

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1 DECEMBER 2017

BRECHIN UNITED CHURCH - 82716-02

ATTACHMENT D UNDERGROUND PARKING LAYOUT



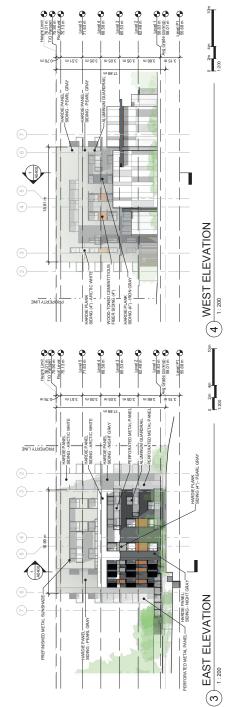
ATTACHMENT E BUILDING ELEVATIONS



BC Conference Property
Development Council of the
United Church of Canada

Brechin United Church

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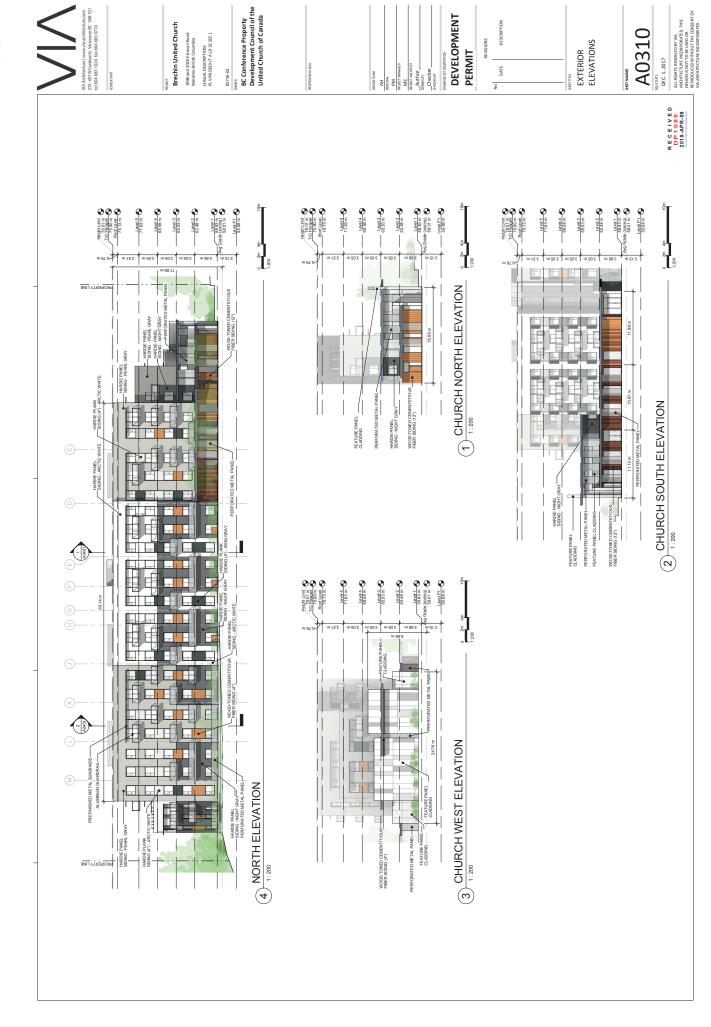


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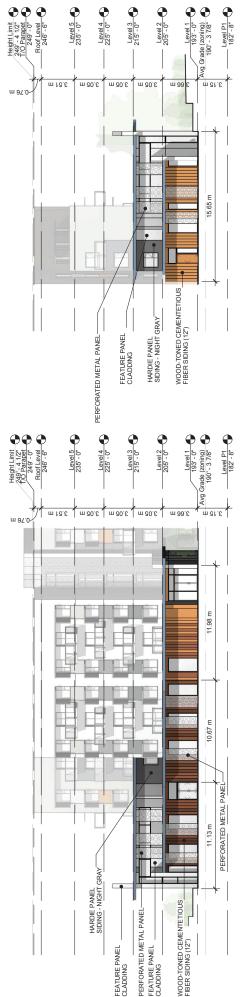
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FEATURE PANEL CLADDING

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ATTACHMENT F BUILDING RENDERINGS



2020 ESTEVAN ROAD, NANAIMO, BC

DEVELOPMENT PERMIT APPLICATION

RECEIVED
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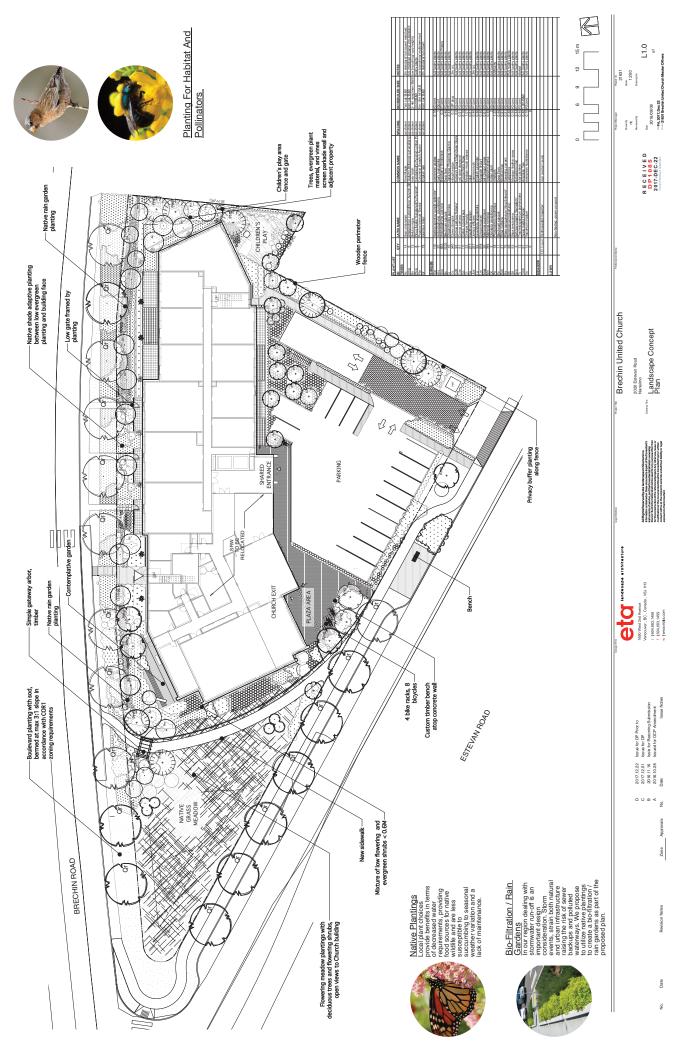


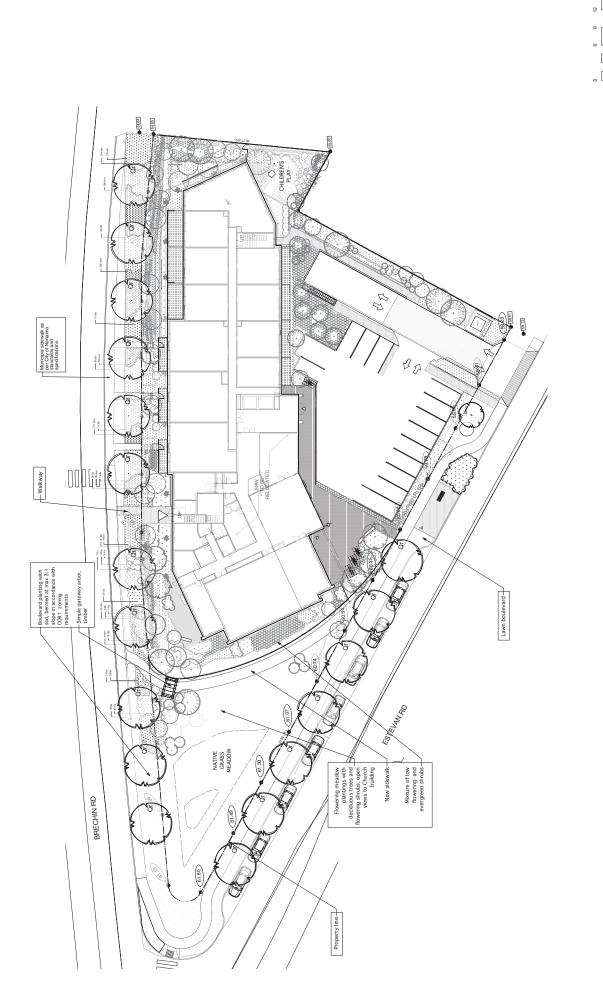




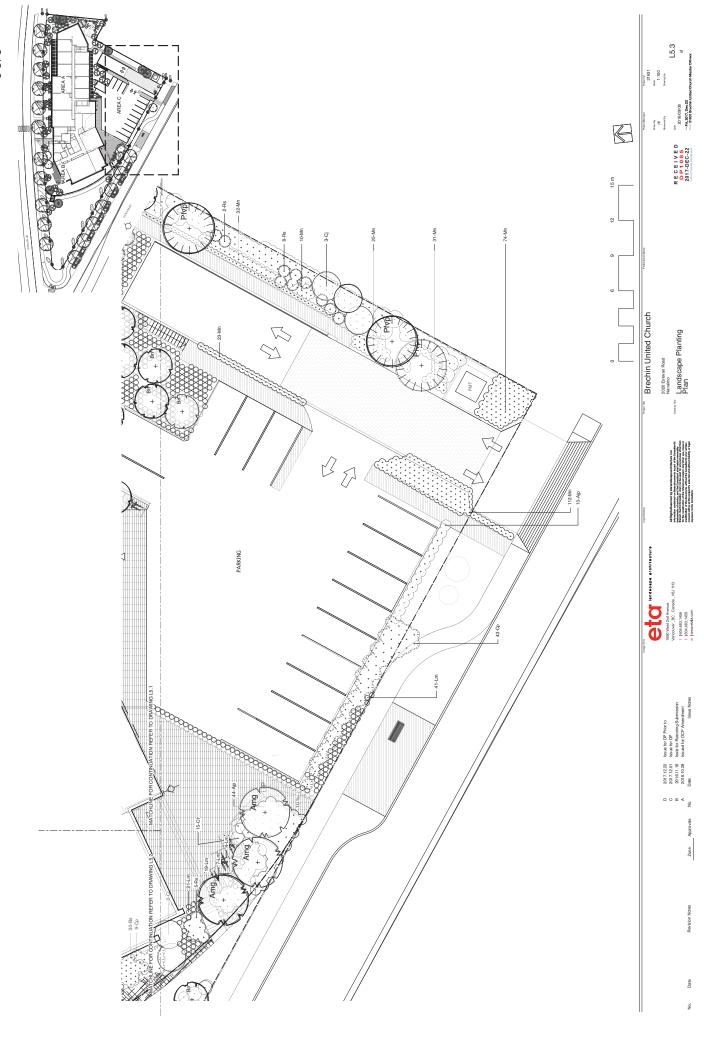


ATTACHMENT G LANDSCAPE PLAN AND DETAILS









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m	BIKE RACK	610x864mm	Urban Staple 1000-std	Urban Racks		stainless steel	7
4	WOODEN ARBOUR						
ιΩ	LOGS FOR PLAY						
g 9	BOULDERS FOR PLAY						
7	STEPPING STUMPS						
	AGILITY POLES						
6	GATE AND POST						
MAT	MATERIALS						
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=	PAVER B	301x301mm	Nevada	Abbotstord Concrete	stepping stone	charcoal	
12	PIP CONCRETE				broom finish	natural;	
5	RESILIENT PLAY SUBFACE			Marathon or approved	PIP rubber	to be determined	
14	RIVER ROCK				Rain garden		
15	DRIP STRIP						
흔	LIGHTING - TO BE CO-ORDINATED WITH W/ELECTRICAL	WITH W/ELEC	TRICAL				
۵	DESCRIPTION	MODEL	MANUFACTURER	COMMENT	QTY		
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Zone Approvals

Revision Notes

Date

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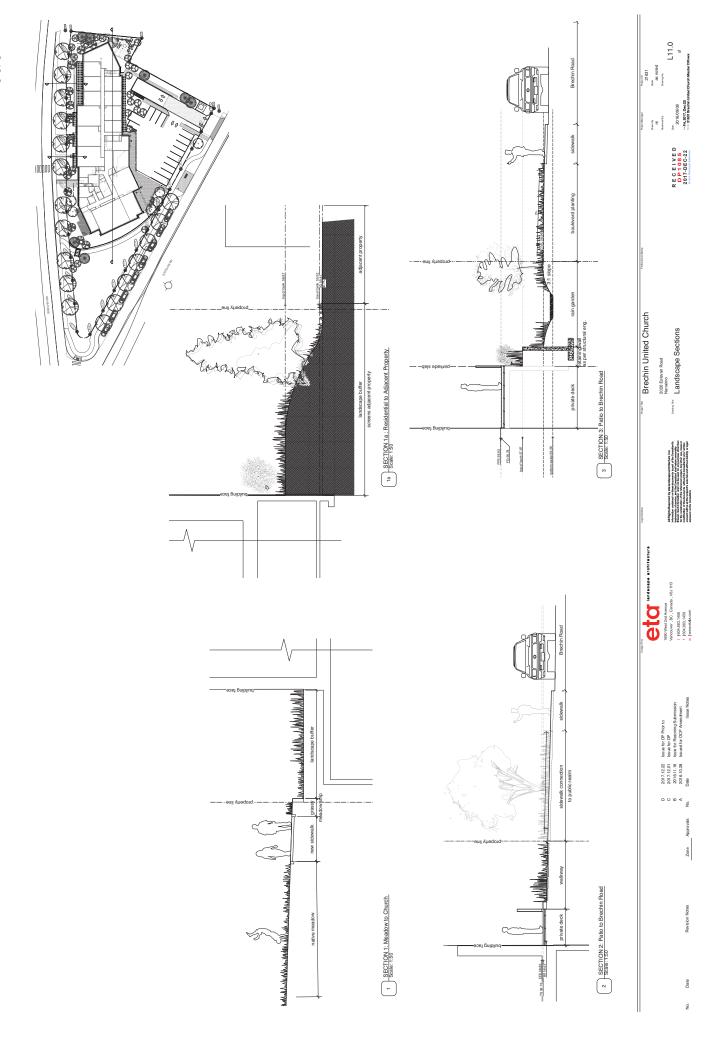
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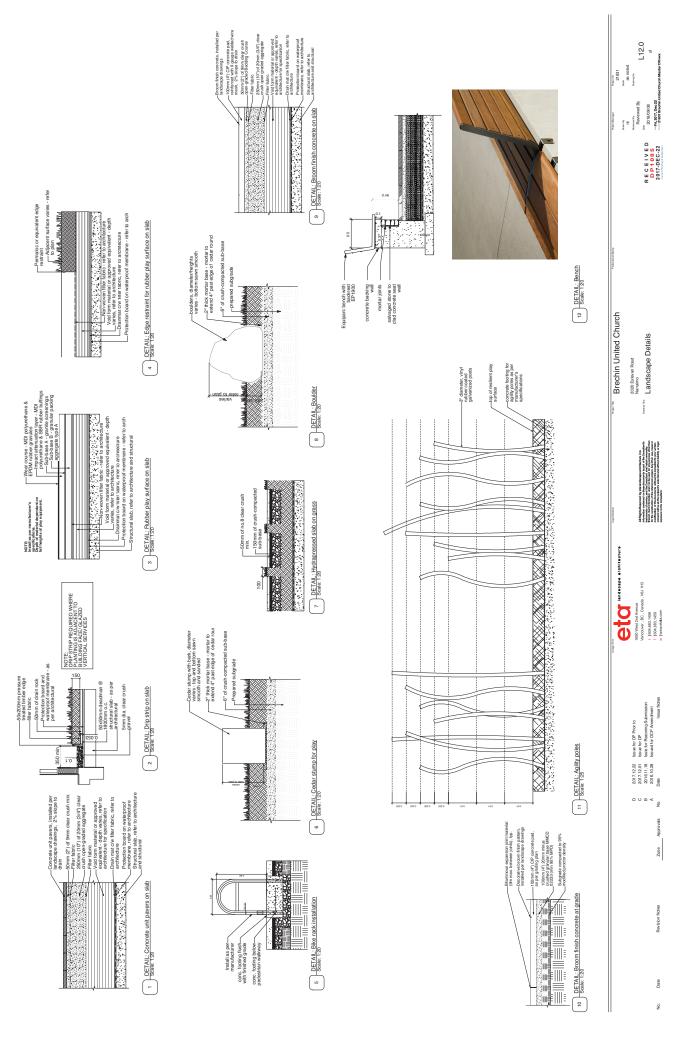
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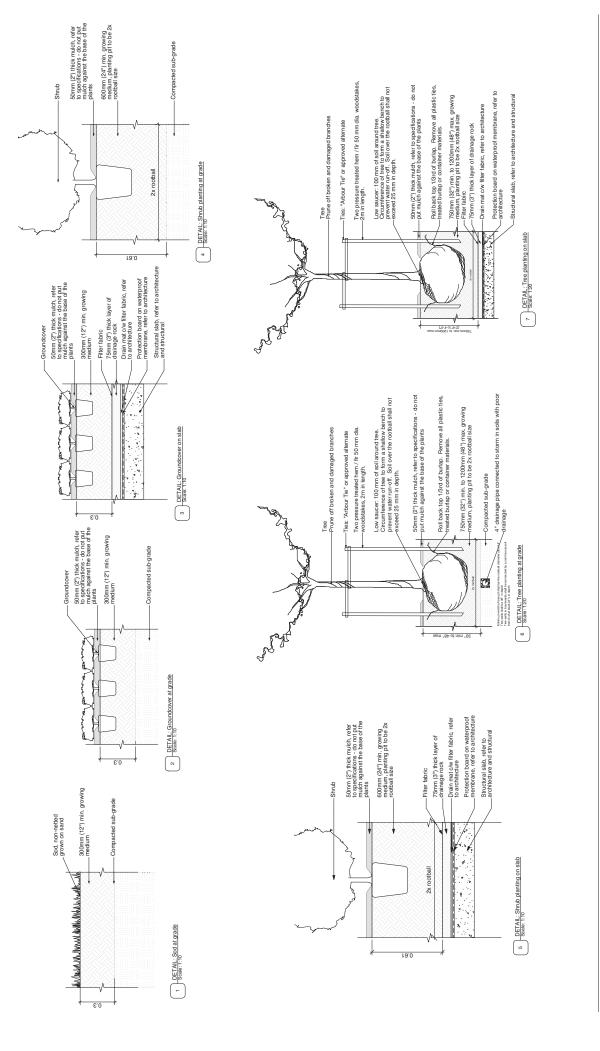
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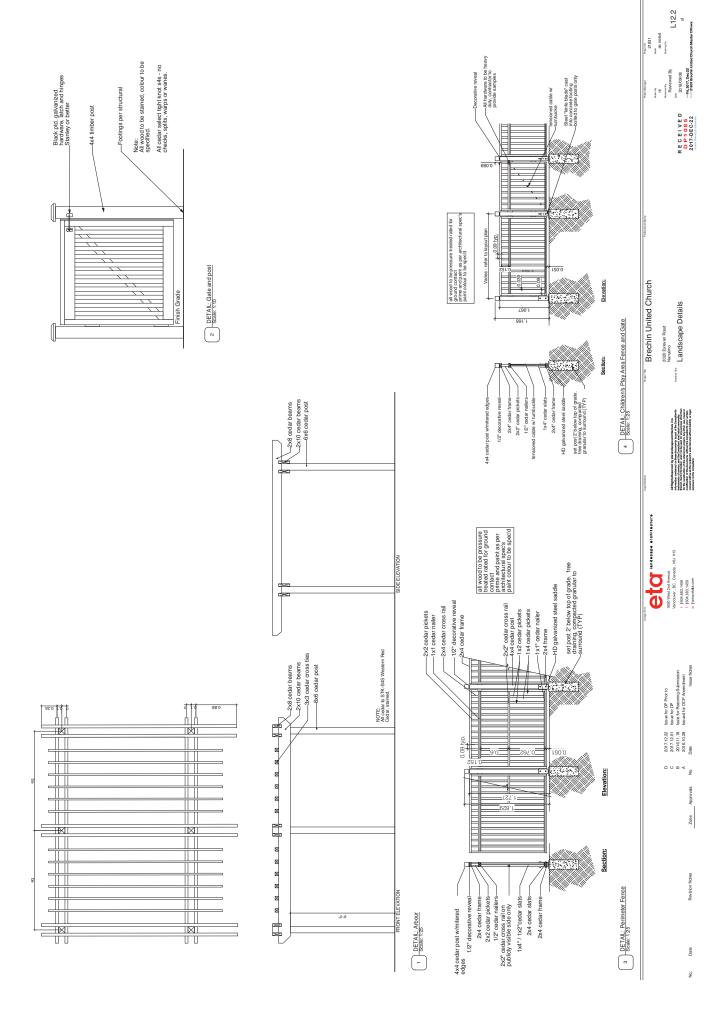
2016/09/08 2016/09/08 --- Fri, 2017, Dec 22











ATTACHMENT H AMENITY REQUIREMENTS FOR ADDITIONAL DENSITY

Schedule D

R E C E I V E D
D P 1 0 8 5
2018-APR-13
Current Planning & Subdivision

Amenity Requirements for Additional Density

In order for a development to include the additional Tier 1 density provided for within this Bylaw, the proposed development must achieve sufficient minimum points required in at least three of the categories set out in the following table which allocates points for amenities, affordable housing and the location of the development.

In order for a development to include the additional Tier 2 density provided for within this Bylaw, the proposed development must achieve at total of 60 or more points set out in the following table which allocates points for amenities, affordable housing and the location of the development.

Category 1: Site Selection (10 points required)

	Amenity	Points
Α	The proposed development is located on a brownfield site.	5
В	The proposed development is located on an existing street where the location does not require any new infrastructure such as storms drains, curbs or sidewalks.	3
С	The proposed development is located within 200m of a park or trail network.	1
D	The proposed development is located within 400m of any of the following: • retail store; • daycare facility; • Nanaimo Regional District transit bus stop; • any PRC (Parks, Recreation and Culture) Zoned property; and / or • a CS-1 (Community Service One) zoned property.	1 point each
E	The proposed development will add any of the following amenities on the site, or immediately adjacent to the site, as part of the proposed development: • retail store or public market; • daycare facility; • Nanaimo Regional District transit bus stop; • any PRC (Parks, Recreation and Culture) Zoned property; • a CS-1 (Community Service One) zoned property; and / or • public art.	1 point each
То	tal	20

Category 2: Retention and Restoration of Natural Features (8 points required)

	Amenity	Points
Α	The proposed development includes an Environmentally Sensitive Area (ESA), as indentified on Map 2 of the City's Official Community Plan and includes at least a 15m natural area buffer around the ESA.	2
В	The property includes the retention of natural vegetation, trees, shrubs, and under storey for a contiguous area that is equal to or greater than 15% of the property area, exclusive of the required watercourse leavestrip or environmentally sensitive area buffer.	3
С	The proposed development includes at least 50% retention of natural soils.	1
D	The subject property includes at least one significant tree and the proposed development will not result in the loss of any trees included on the list of significant trees within the City of Nanaimo's Management and Protection of Trees Bylaw.	2
Е	The proposed development includes street trees.	1
F	After re-planting, the proposed development does not result in a net loss of trees with a caliper greater than 6cm.	1
G	Post development, the total amount of trees on the property, or adjacent road right-of-way or public space is at least 20% more than the number of trees on the property before development.	2
Н	Restore a minimum of 50% of the site area (excluding the building footprint) by maintaining pervious surfaces.	3
I	The development includes permanent educational signage or display(s) regarding the protected or planted plants, trees, animal habitat or other natural features on the site.	1
To	tal	16

Category 3: Parking and Sustainable Transportation (10 points required)

	Amenity	Points
Α	Long term protected bicycle storage is provided and shower and change room facilities are provided to accommodate building employees where	3
В	At least one parking space is clearly marked and designated for the exclusive use of a vehicle belonging to a car share or car co-op.	1
С	The developer purchases a new car and gifts the car to a recognized car share provider for the inclusion of a car share space on the subject property.	4
D	The parking area within the proposed development includes at least one electric vehicle charging station.	1
E	A minimum of 80% of the total parking area is located underground or in a parking structure incorporated into the design of the building.	4
F	The proposed development includes covered and designated parking spaces for a motorized scooter or plug-in for an electronic bicycle or electric scooter, or a designated motorcycle parking space to accommodate the following number of spaces: a) multiple family residential developments: 1 motorized scooter or motorcycle space per 15 dwelling units; and b) non-residential uses: 1 motorized scooter or motorcycle space per 600m² of Gross Floor Area for the first 5000m² plus one space per 1500m² of additional Gross Floor Area.; and a) a minimum of one electronic plug-in is provided to accommodate at least one electric scooter or electronic bicycle.	2
G	A pedestrian network is included in the proposed development that connects the buildings on the site with the public road right-of-way and, the pedestrian network from the adjacent site to which there is access by perpetual easement or right-of- way, provided the City agrees to accept the right-of-way.	2
H	Parking does not exceed minimum parking requirements within the City's Development Parking Regulations Bylaw.	2
I	The development includes signage or display(s) regarding sustainable transportation alternatives available on site or within the immediate	1
To	tal	20

Category 4: Building Materials (8 points required)

	Amenity	Points
Α	Wood is the primary building material.	1
В	The proposed development uses salvaged, refurbished or reused materials; the sum of which constitutes at least 10% of the total value of materials on the project.	2
С	At least 50% of all wood products used in construction are certified by the Forest Stewardship Council (FSC) Canada.	3
D	The proposed development uses materials with recycled content such that the sum of the postconsumer recycled material constitutes at least 25%, based on costs, of the total value of the materials in the project.	2
Е	The project developer has submitted a construction and waste management plan that, at a minimum, identifies the materials to be diverted from disposal and whether the materials will be sorted onsite or comingled.	2
F	At least 75% of the materials used in construction are renewable resources.	2
G	The property includes an existing building and at least 75% of existing building structure or shell is retained.	3
Н	The development includes permanent educational signage or display(s) regarding the sustainable use of building materials used during construction of the project.	1
То	tal	16

Category 5: Energy Management (6 points required)

	Amenity	Points
Α	The project developer has provided all of the following:	5
	 a) letter from an mechanical engineer or equivalent consultant stating that the project exceeds the ASHRAE 90.1 2010 Energy Standard by 5% or more; and 	
	 b) letter of credit for 1% of construction costs, prior to the issuance of a building permit, to be returned upon successful provision of all of the above to the satisfaction of the Manager of Building Inspections or designate. 	
В	The proposed developed is certified as a Passive House by the Passive House Institute and meets the following standards:	10
	 yearly heating demand ≤ 15 kWh or peak heat demand ≤ 10 W/m² yearly cooling demand ≤ 15 kWh building air tightness ≤ 0.6 ACH @50 excess temp frequency ≤ 10% primary energy demand ≤ 120 kWh 	
В	The development includes permanent education signage or display(s) regarding sustainable energy management practices used on site.	1
То	tal	16

Category 6: Water Management (8 points required)

	Amenity	Points
Α	At least 50% of the property is covered with a permeable surface area which may include a green roof.	2
В	The proposed buildings on the property include plumbing features which will use 35% less water than the BC Building Code standard.	2
С	A green roof is installed to a minimum 30% of the roof area.	3
D	A living wall is installed to cover at least 10% of the total available wall area for the proposed project.	2
Ε	A non-potable irrigation system is installed and used for all on-site irrigation.	3
F	A water efficient irrigation system (such as drip) is installed.	1
G	The proposed development includes a rain garden, cistern, bioswale or storm water retention pond on the property.	2
Н	The development site includes permanent educational signage or a display(s) regarding sustainable water management practices used on site.	1
To	tal	16

Category 7: Social and Cultural Sustainability (10 points required)

	Amenity	Points
Α	At least 10% of the residential dwelling units within a building are no greater than 29m² in area.	1
В	At least 10% of the residential dwelling units meet all the accessibility requirements within the <i>British Columbia Building Code 2012 (BCBC)</i> or any subsequent Act or Acts which may be enacted in substitution therefore.	3
C	The developer agrees to enter into a Housing Agreement with the City of Nanaimo 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.	3
D	The developer enters into a Housing Agreement with the City of Nanaimo to ensure that at least 10% of residential units sold will be sold for at least 20% less than the medium sell price for condos (apartment), as provided by the Vancouver Island Real Estate Board for the current year, and cannot be sold for greater than the original sale price for a period of ten years. The Gross Floor Area of the units provided for within the Housing Agreement must be greater than 29m² in area.	4
Е	The developer enters into a Housing Agreement with the City of Nanaimo to ensure that where the residential units are subdivided under the <i>Strata Property Act</i> or otherwise sold separately, the strata corporation will not place restrictions which prevent the rental of individual residential units.	2
F	A permanent public art feature is included on the site in accordance with the City's Community Plan for Public Art.	2
G	A children's play area is provided.	1
Н	A dedicated garden space is provided to building residents and/or members of the community in which users are given the opportunity to garden.	1
I	The development site includes permanent heritage interpretive signage or heritage building elements where relevant.	1
J	The development protects and rehabilitates heritage buildings or structures, archaeological resources and cultural landscapes considered to have historical value by the City.	3
Total		21

125 points total

7 of 7

Definitions

ASHRAE 90.1 2010 Energy Standard: means the energy standard for buildings except low rise residential buildings, created and standardized by the American Society of Heating,

Refrigerating and Air-Conditioning Engineers (ASHRAE), to provide minimum requirements for

energy-efficient design of buildings.

Brownfield Site: means a previously commercial or industrial property which is an

abandoned, idled, or underused where expansion or redevelopment is complicated by

environmental contamination.

Carpool Parking Space: means a parking space clearly marked and designated for the

exclusive use of a vehicle used to carry two or more people commuting to the same location.

Electric Vehicle Charging Station: means a public or private parking space that is served by

battery charging station equipment that has as its primary purpose the transfer of electric energy (by conductive or inductive means) to a battery or other energy storage device in an electric

vehicle.

Non-potable Irrigation System: means a system used for providing water to plants which

uses water that has not been examined, properly treated, and not approved by appropriate

authorities as being safe for consumption.

Pedestrian Network: means a pedestrian trail or series of pedestrian trails that connect a

developed property with an adjacent property.

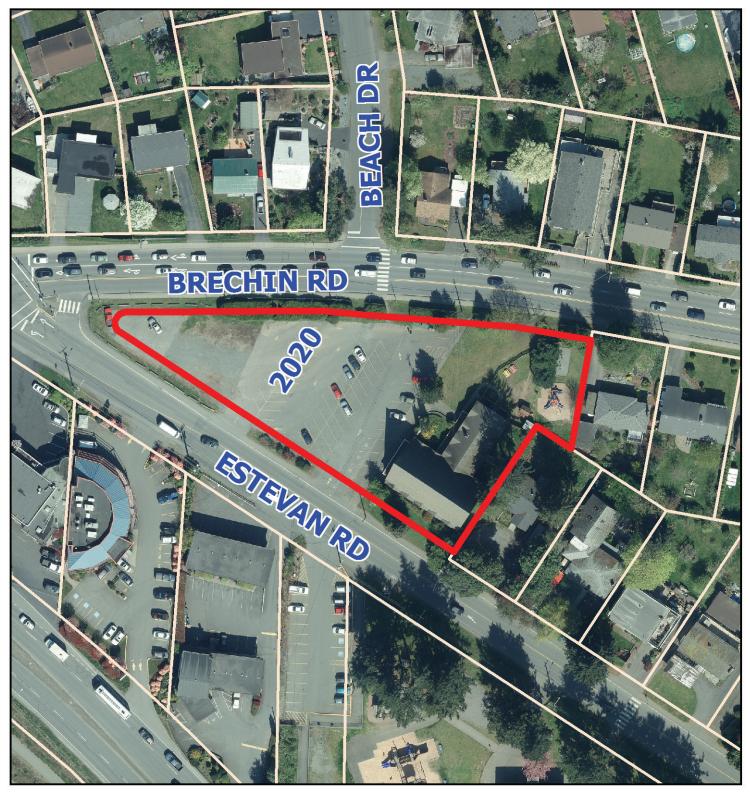
Permeable Surface Area: means any surface consisting of a material that can provide for

storm water infiltration.

(4500.103; 2017-JUL-10)

135

ATTACHMENT I AERIAL PHOTO



DEVELOPMENT PERMIT NO. DP001085

