

REPORT

Development Services

To: Mayor Cote and Members of Council **Date:** September 27, 2021
From: Emilie K Adin **File:** DVP00695
Director of Development Services **Item #:** 2021-357
Subject: Development Variance Permit: 220 Carnarvon Street – Permit to Vary
Siting, Site Coverage, and Parking/Loading Requirements

RECOMMENDATION

***THAT** Council issue notice that it will consider issuance of Development Variance Permit (DVP00695) to vary the setback, site coverage and parking/loading requirements for 220 Carnarvon Street.*

PURPOSE

The purpose of this report is to request that Council issue notice that it will consider Development Variance Permit (DVP00695) to vary the siting and parking provisions of the Public and Institutional Districts (High Rise) (P-3) in the Zoning Bylaw for 220 Carnarvon Street.

BACKGROUND

Policy and Regulation Context

The applicant's proposal is consistent with the Official Community Plan land use designation for the site: Residential – Mid Rise Apartment. The current zoning is Public and Institutional Districts (High Rise) (P-3). A summary of related City policies and regulations is included in Attachment 1.

Site Description and Context

The subject site (220 Carnarvon Street) has an existing two storey church. It is a steeply sloping site, with an approximate grade of 18%. The property is listed on the Heritage Register and protected through a Heritage Designation Bylaw. The site is bound by Carnarvon Street to the north, Merivale Street to the west and Clarkson Street

to the south. The existing building on the property was constructed in 1924 and a rear addition was constructed in 1934. To the rear of the building is the SkyTrain guideway. On the other sides, the building is surrounded by low rise multiple unit residential buildings and a single detached house with multiple units. The site is two blocks south of the Agnes Street greenway and two blocks north of the bike route on Columbia Street. A Site Context Map is below, in Figure 1.

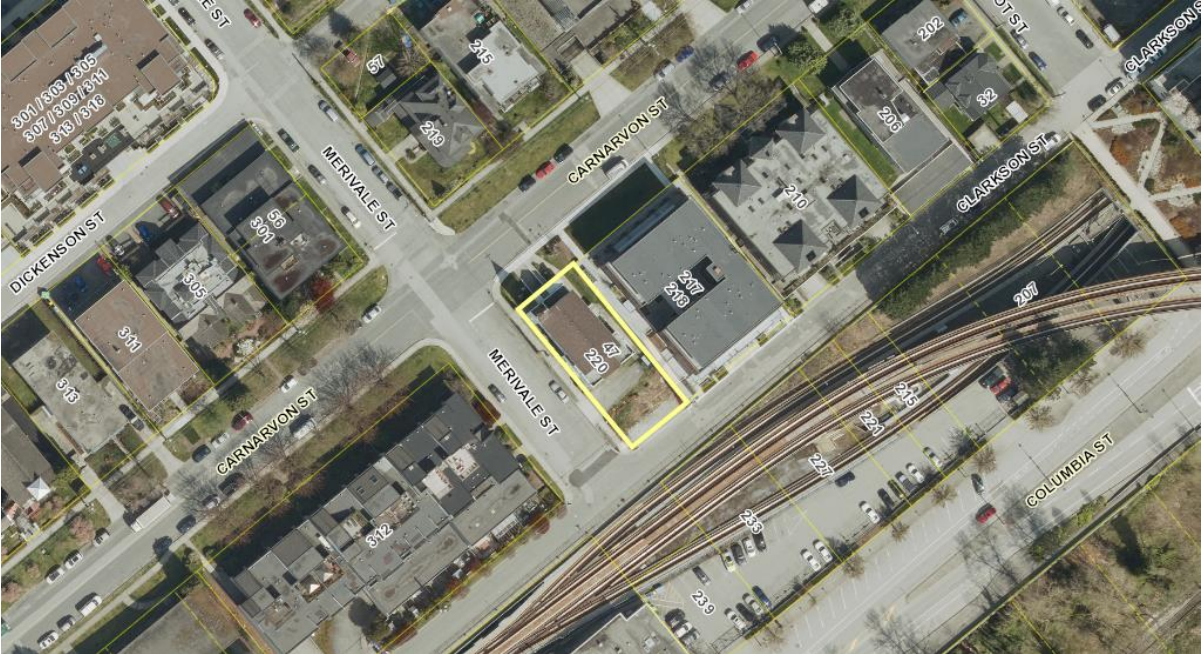


Figure 1 - Site Context Map

Previous Applications - Rezoning and Heritage Designation

In 2018, 220 Carnarvon Street was rezoned from Multiple Dwelling Districts (High Rise) (RM-6A) to Public and Institutional Districts (High rise) (P-3) in order to allow a two storey, 262.4 square metre (2,824 square foot) addition at the rear of the church and to regularize the non-conforming church use. The purpose of the approved addition, which is now under construction, is to create space for a community room as well as a residential unit for a caretaker.

In order to provide stronger heritage protection than that provided by inclusion on the Heritage Register, a Designation bylaw was processed concurrently with the rezoning. Zoning Amendment Bylaw No. 7959, 2017 and Heritage Designation Bylaw No. 7958, 2017 were adopted May 28, 2018. Subsequently, Heritage Alteration Permit No. 132 was issued on April 30, 2019 and Building Permit BP012071 was issued on Aug 17, 2020, to authorize the construction of the addition, which is now in progress.

DISCUSSION

Proposed Development

The applicant is proposing a number of changes to the design of the rear addition. The following list summarizes the scope of work proposed, some of which would require variances while others would not:

- 1. Addition of stairs (west side). The addition currently has an exit to Merivale Street with a ramp. The applicants propose to add stairs to make entering and exiting the building easier for people.
- 2. Addition of Balcony. The addition of a 1.83 metre (6.0 feet) deep balcony at the rear of the building, adjacent to the new community space. This balcony would extend over access to the parking area.
- 3. Rear stair configuration. Extend stairs to connect the balcony from the caretaker’s suite to the rooftop deck.
- 4. Widen exterior stairs (east stairs). Widening the exterior stairs will make it easier to accommodate religious processions.
- 5. Extend stairs (east stairs) from balcony of caretaker’s suite to rooftop deck. This would allow easier access for maintenance and cleaning.

These changes are discussed in further detail in the applicant’s Project Summary Letter (Attachment 2) and are shown in the project drawings (Attachment 3).

The proposed balcony and the revised exterior stairs (see no. 2 and 4, above) would project into the rear and side yards more than permitted in the Zoning Bylaw and require a variance. Additionally, through the review process for these changes, staff identified that the addition, currently under construction, exceeds the minimum requirements for site coverage and does not meet the minimum required rear and side setbacks. It also did not comply with some of the parking requirements. As the applicants wish to pursue a variance for the balcony and exterior stairs, the Development Variance Permit would also regularize the non-conforming aspects of the addition that could not be resolved through the proposed design changes.

Requested Variances

The applicant is requesting the following variances:

- 1. Reduce the minimum required rear yard from 7.62 metres (25 feet) to 4.57 metres (15.0 feet).
- 2. Reduce the minimum required side yard (west side) from 7.62 metres (25 feet) to 0.71 metres (2.33 feet).
- 3. Reduce the minimum required side yard (east side) from 5.24 metres (17.2 feet) to 3.15 metres (10.33 feet).
- 4. Increase the maximum permitted site coverage from 40% to 58%.

5. Increase the maximum permitted projection into the side yard for stairs above grade from 1.22 metres (4 feet) to 1.45 metres (4.75 feet).
6. Increase the maximum permitted projection of a balcony into the rear yard from 1.22 metres (4 feet) to 1.83 metres (6 feet).
7. Reduce the minimum required setback for an above-grade parking structure from 1.5 metres (4.92 feet) to 0.71 metres (2.33 feet).
8. Increase the maximum permitted proportion of compact parking spaces from 30% to 50%.
9. Allow primary vehicle access from the lane
10. Reduce the minimum required number of accessible parking spaces from one to zero.
11. Reduce the minimum required number of loading spaces from one to zero.

A project statistics table has been included as part of Attachment 4, which outlines the requested variances in bold as well as new variances resulting from the proposed revisions to the addition in bold italics.

ANALYSIS

The variances outlined above have been examined in light of the City's Policy Approach to Considering Requests for Variances. This analysis is included as part of Attachment 5 to this report. Of the eleven proposed variances, five are related to parking and six are related to the building siting. Furthermore, eight of the variances are to regularize an existing site condition and three are new variance requests.

The siting variances (numbers 1 – 6 above) are generally supported on the basis of community benefit. The site is constrained by its small size and by enabling the addition, the variance helps ensure the long term use of the protected heritage building. While some of the variance requests are for large increases or reductions, the impact of these variances is anticipated to be minimal because of the location of the site in relation to neighbouring properties. For three of the siting variances (the increased site coverage, the decreased west side yard setback, and the decreased parking structure setback), they are being supported given the existing site constraints.

The parking has been revised, since the approved 2018 plans, to increase conformity with the Zoning Bylaw requirements. The applicants have added curb stops, modified the spacing, and added bicycle parking to the site. The parking variances (numbers 8 - 11) are supported on the basis of hardship and are of generally minor impact to adjacent sites.

REVIEW PROCESS

The following table outlines the proposed development review process and target dates:

Complete application submission	August 6, 2021
Report to Council requesting consideration of issuance of notice for Development Variance Permit (WE ARE HERE)	September 27, 2021
Response to public notice provided and Council consideration of issuance of Development Variance Permit	October 18, 2021

Consultation

As per the Council resolution on July 12, the development review process for Development Variance Permits no longer requires an Opportunity to be Heard. However, notices would be sent to surrounding residents by the Legislative Services Department to provide an opportunity for written feedback.

INTERDEPARTMENTAL LIAISON

This report was written with input from the Engineering Department.

OPTIONS

The following options are presented for Council consideration:

1. That Council issue notice that it will consider issuance of Development Variance Permit (DVP00695) to vary the setback, site coverage and parking/loading requirements for 220 Carnarvon Street.
3. That Council provide staff with other direction.

Staff recommends Option 1.

ATTACHMENTS

- Attachment 1: City Policy and Regulations
- Attachment 2: Project Summary Letter
- Attachment 3: Project Drawings
- Attachment 4: Site Statistics
- Attachment 5: Analysis of Proposed Variances

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