

REPORTS OF COMMITTEES

2. Committee of the Whole – December 14, 2017

11. Rezoning Application No. 00549 & Development Permit Application No. 000490 for 2813 - 2887 Quadra Street and 2814 - 2890 and 2780/82 Fifth Street

Motion:

It was moved by Councillor Coleman, seconded by Councillor Lucas:

Rezoning Application No. 00549

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendments that would authorize the proposed development outlined in Rezoning Application No. 00549 for 2813-2887 Quadra Street and 2814-2890 and 2780/82 Fifth Street, that first and second reading of the Zoning Regulation Bylaw Amendments be considered by Council and a Public Hearing date be set once the following conditions are met:

That Rezoning Application No. 00549 for 2813-2887 Quadra Street and 2814-2890 and 2780/82 Fifth Street proceed for consideration at a Public Hearing and that staff prepare the necessary Zoning Regulation Bylaw amendments, subject to completion of the following for the new project prior to a Public Hearing:

1. Securing a car share agreement that includes the purchase of two cars and a car share membership for all units (existing and new) to the satisfaction of the Director of Engineering and Public Works.
2. Restrictive covenant ensuring two car share stalls are allocated on the site for access by residents of both buildings, or an alternative arrangement as approved by the Director of Engineering and Public Works.
3. Registration of a Statutory Right-of-Way agreement for 2.72m along the entire frontage of Quadra Street.
4. A restrictive covenant be registered on the title which will prohibit the issuance of any building permits for the new project until the small parking lots are constructed for the existing units (Quadra Villa).
5. An executed Housing Agreement to ensure the units in the new building are rental in perpetuity. And further for Quadra Villa (existing rental units), that staff prepare the necessary *Zoning Regulation Bylaw* amendments, subject to the following:

A site-specific zone be drafted to allow the following changes:

1. Limiting development to the current existing situation for a maximum of 64 units.
2. Changes to density (FSR), parcel coverage and open site space as a result of the reduced lot size.
3. Reducing the vehicle parking requirement to 37 parking stalls for the existing development; however, 21 stalls may be provided on the new project lot, subject to the registration of an easement and a Section 219 covenant
4. Additional floor area allowance for two laundry rooms and a caretaker's office.
5. Setbacks that recognize the existing siting from Quadra Street and Fifth Street that were previously approved by the Board of Variance for the reconstruction of the stairs and decks.
6. Reducing the setback requirement from Topaz Avenue for the relocation of the laundry rooms and caretaker's office.
7. Reducing the setback requirement from the newly created interior lot line (south).

Development Permit Application No. 000490

That Council, after the Public Hearing for Rezoning Application No. 00549, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000490 for 2813 - 2887 Quadra Street and 2814 - 2890 and 2780/82 Fifth Street in accordance with:

1. Plans date stamped August 8, 2017.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. Prior to the issuance of any Building Permit the siting of Block A be re-evaluated with the intent of providing a greater separation space between the ground floor units and the Statutory Right of Way to the satisfaction of the Director of Sustainable Planning and Community Development.

5. LAND USE MATTERS

5.5 Rezoning Application No.00549 & Development Permit Application No. 000490 for 2813 - 2887 Quadra Street and 2814 - 2890 and 2780/82 Fifth Street

Committee received reports dated November 27, 2017, from the Director of Sustainable Planning and Community Development regarding an application to retain the existing rental townhouse development (Quadra Villa) and redevelop the parking lot and adjacent lot at 2780/82 Fifth Street for a 34-unit multiple-dwelling project (rental units).

Motion:

It was moved by Councillor Isitt, seconded by Councillor Alto:

Rezoning Application No.00549

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendments that would authorize the proposed development outlined in Rezoning Application No. 00549 for 2813-2887 Quadra Street and 2814-2890 and 2780/82 Fifth Street, that first and second reading of the Zoning Regulation Bylaw Amendments be considered by Council and a Public Hearing date be set once the following conditions are met:

That Rezoning Application No. 00549 for 2813-2887 Quadra Street and 2814-2890 and 2780/82 Fifth Street proceed for consideration at a Public Hearing and that staff prepare the necessary Zoning Regulation Bylaw amendments, subject to completion of the following for the new project prior to a Public Hearing:

1. Securing a car share agreement that includes the purchase of two cars and a car share membership for all units (existing and new) to the satisfaction of the Director of Engineering and Public Works.
2. Restrictive covenant ensuring two car share stalls are allocated on the site for access by residents of both buildings, or an alternative arrangement as approved by the Director of Engineering and Public Works.
3. Registration of a Statutory Right-of-Way agreement for 2.72m along the entire frontage of Quadra Street.
4. A restrictive covenant be registered on the title which will prohibit the issuance of any building permits for the new project until the small parking lots are constructed for the existing units (Quadra Villa).
5. An executed Housing Agreement to ensure the units in the new building are rental in perpetuity.

And further for Quadra Villa (existing rental units), that staff prepare the necessary *Zoning Regulation Bylaw* amendments, subject to the following:

A site-specific zone be drafted to allow the following changes:

1. Limiting development to the current existing situation for a maximum of 64 units.
2. Changes to density (FSR), parcel coverage and open site space as a result of the reduced lot size.
3. Reducing the vehicle parking requirement to 37 parking stalls for the existing development; however, 21 stalls may be provided on the new project

lot, subject to the registration of an easement and a Section 219 covenant

4. Additional floor area allowance for two laundry rooms and a caretaker's office.
5. Setbacks that recognize the existing siting from Quadra Street and Fifth Street that were previously approved by the Board of Variance for the reconstruction of the stairs and decks.
6. Reducing the setback requirement from Topaz Avenue for the relocation of the laundry rooms and caretaker's office.
7. Reducing the setback requirement from the newly created interior lot line (south).

Development Permit Application No. 000490

That Council, after the Public Hearing for Rezoning Application No. 00549, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000490 for 2813 - 2887 Quadra Street and 2814 - 2890 and 2780/82 Fifth Street in accordance with:

1. Plans date stamped August 8, 2017.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. Prior to the issuance of any Building Permit the siting of Block A be re-evaluated with the intent of providing a greater separation space between the ground floor units and the Statutory Right of Way to the satisfaction of the Director of Sustainable Planning and Community Development.
4. Prior to the issuance of any Building Permit, the entrance of the units be further defined to be more prominent to the satisfaction of the Director of Sustainable Planning and Community Development.
5. Final plans to be in accordance with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.
6. The Development Permit lapsing two years from the date of this resolution.

Committee discussed:

- Urban design standards and the proposed surface parking.

CARRIED UNANIMOUSLY 17/COTW

Committee of the Whole Report For the Meeting of December 14, 2017

To: Committee of the Whole **Date:** November 27, 2017
From: Jonathan Tinney, Director, Sustainable Planning and Community Development
Subject: Development Permit Application No. 000490 for 2813-2887 Quadra Street
and 2814-2890 and 2780/82 Fifth Street

RECOMMENDATION

That Council, after the Public Hearing for Rezoning Application No. 00549, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000490 for for 2813 – 2887 Quadra Street and 2814 – 2890 and 2780/82 Fifth Street in accordance with:

1. Plans date stamped August 8, 2017.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. Prior to the issuance of any Building Permit the siting of Block A be re-evaluated with the intent of providing a greater separation space between the ground floor units and the Statutory Right of Way to the satisfaction of the Director of Sustainable Planning and Community Development.
4. Prior to the issuance of any Building Permit, the entrance of the units be further defined to be more prominent to the satisfaction of the Director of Sustainable Planning and Community Development.
5. Final plans to be in accordance with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.
6. The Development Permit lapsing two years from the date of this resolution.

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Community Plan*. A Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit Application for the property located at 2813-2887 Quadra Street and 2814-2890 and 2780/82 Fifth Street. The proposal is to redevelop the parking lot and adjacent lot at 2780/82 Fifth Street for a 34 unit multiple-dwelling project. The existing buildings (Quadra Villa) do not form part of this report as a development permit is not required for the existing structures, and at this time only requires rezoning. The small accessory buildings proposed on the site (laundry room, caretaker's office) will be processed as Delegated Development Permits.

The proposed development is generally consistent with the objectives of Development Permit Area 16, which seeks to integrate multi-unit residential buildings in a manner that is complementary to an established neighbourhood. Other objectives include enhancing character and streetscapes through high-quality architecture, landscape and urban design; and to achieve more liveable environments through considerations for human-scaled design, quality of open spaces, privacy impacts, safety and accessibility.

The parking variance associated with this application is addressed through the zoning requirements and legal agreements. (Refer to the Rezoning Report.)

BACKGROUND

Description of Proposal

The proposal is to retain the existing Quadra Villa rental development and redevelop the existing parking lot and adjacent lot at 2780/82 Fifth Street for a 34 unit multiple-dwelling project. The unit sizes range from 400 sq. ft. to 700 sq. ft. with a mix of one and two bedroom units. The proposed site plan, architecture and landscape design include the following details:

- mid-rise building form consisting of contemporary architectural features
- exterior building materials consisting of composite wood tone panel, fiber cement and fiber cement soffit, metal railings with glazing, vinyl window, metal fascia, metal trellis with glazing, aluminium railing, and cedar boards
- shared surface parking, mainly on the proposed development
- individual at-grade entrances for the ground floor units
- pedestrian access from Quadra Street, Fifth Street, and throughout the site
- landscaping mainly around the perimeter of the site.

Data Table

An asterisk (*) is used to identify where the proposal is less stringent than a standard multiple dwelling zone (Traditional Residential Multiple Dwelling District). Note that a site-specific zone will be created, which will incorporate the variances.

Zoning Criteria	Proposal	Zone Standard RTM Zone
Site area (m ²) - min.	3578	920
Total floor area (m ²) - max.	1982	3578 Based on FSR
Density (Floor Space Ratio) - max.	0.56:1	1:1

Height (m) - max.	Block A – 11.15* Block B – 11.07* Block C – 10.94*	10.5
Site coverage (%) - max.	31%	50
Open site space (%) - min.	18*	30
Storeys - max.	3	3
Setbacks (m) – minimum		
Front – Quadra- building face	3.22* Note 1	6.0
Front- Quadra - balcony	1.87* Note 1	6.0
Rear – Fifth – building face	3.86*	4.0
Rear – Fifth - balcony	2.51*	4.0
Side (south) – building face	4.20*	4.0
Side (south) - balcony	2.85*	4.0
Side (north) – building face	1.25*	4.0
Side (north) - balcony	0.94*	4.0
Parking stalls - min.	65	44 See Appendix 1
Visitor parking - min.	8	4
Bicycle storage (Class 1) - min.	57	34
Bicycle rack (Class 2) - min.	3 – 6 space racks	3 – 6 space racks

Sustainability Features

No specific building sustainability features have been identified.

ANALYSIS

Consistency with Design Guidelines

Design Guidelines that apply to this development are:

- *Multi-Unit Residential, Commercial and Industrial Guidelines (2012)*
- *Advisory Design Guidelines for Buildings, Signs and Awnings (2006)*
- *Guidelines for Fences, Gates and Shutters (2010).*

Design Guidelines for Multi-Unit Residential, Commercial and Industrial

The Multi-Unit Residential, Commercial and Industrial guidelines are the main applicable design guidelines for this project. These guidelines are intended to promote new developments that result in design excellence and livability; and contribute to a sense of place and urbanism that is responsive to Victoria's context, while enabling flexibility and fostering creativity.

The objectives of the designation are to integrate multi-unit residential buildings in a manner that is complementary to an established neighbourhood. Other objectives include enhancing character and streetscapes through high-quality architecture, landscape and urban design. As well, to achieve more liveable environments through considerations for human-scaled design, quality of open spaces, privacy impact, safety and accessibility.

With respect to context and transition, the transition of building form and height is appropriate for the current adjacent land uses. In addition, the OCP does contemplate a full range of building forms and uses from ground-oriented multi-unit residential to mid-rise multi-unit residential. The concept of a number of buildings, as opposed to a solid street wall, creates a similar pattern of development to Quadra Villa. The buildings provide a coherent expression, with similarities in balcony projections, rooflines and fenestration.

The streetscape relationship adds variety to Quadra Street, with the introduction of front yard landscaping, fencing and unit openings overlooking the street. It is noted that staff will seek to refine this relationship with the architect prior to the issuance of any building permits for the new project to create a greater separation from the units to Quadra Street. The architect has indicated that there is potential to increase this setback from Quadra Street

The exterior building siding materials feature composite wood tone panel, fiber cement and fiber cement soffit, metal railings with glazing, vinyl window, metal fascia, and metal trellis with glazing and aluminium railings. The choice of materials will introduce more modern materials, adding to the variety in the streetscape, and distinguishing this project from the adjacent developments.

The balconies and entrances along both street frontages create a direct relationship to the street and add to the sense of safety with potential activity and overlook.

Transition along Fifth Street

With respect to context and transition, the transition of building form and height is generally appropriate with current adjacent land uses. In addition, the OCP does contemplate a full range of building forms and uses from ground-oriented multi-unit residential to mid-rise multi-unit residential. The applicant has proposed stepping down Block C from three storeys to two storeys where it abuts the single-family dwelling to the south of the subject property on Fifth Street.

Integration of the New Project with the Existing Development

The exterior building materials feature galvanized siding and metal railings, introducing more modern materials, and thus, adding to the variety in the streetscape and distinguishing this project from the adjacent developments. The concept of a number of buildings as opposed to a solid street wall, and of the exterior entrances to each unit, creates a similar pattern of development to the adjacent Quadra Villa.

The proposed public walkway on private land increases the connectivity to the street and neighbourhood; however, at times the walkway doglegs around the surface parking lot, when the desire for pedestrians will be to cut across the parking lot. The architect has provided a CPTED analysis (attached) and the findings are discussed in the Advisory Design Panel Section of this report.

Quadra Street frontage and Pedestrian Experience

The streetscape relationship adds variety to Quadra Street, with the introduction of front yard landscaping and unit openings overlooking the street. The balconies and entrances along both street frontages create a relationship to the street and add to the sense of safety with potential activity and overlook; however, the entrances to each ground floor unit could benefit from a greater degree of definition with the potential for direct pedestrian access off Quadra Street.

The prominence of the entrances to the units is addressed in the Advisory Design Panel Section of this report.

The landscape plan indicates three different types and heights of fences. A cedar board fence is proposed for the Quadra Street frontage and the south property line, while aluminium railings are proposed for the Fifth Street frontage and around patios.

Advisory Design Panel

The Advisory Design Panel reviewed this application on May 31, 2017. A copy of the minutes from this meeting are attached. The Advisory Design Panel (ADP) was asked to comment on the overall design with particular attention to the street relationship, massing, character and overall landscaping improvements.

In response to the ADP comments, the applicant made a number of changes that are referenced in the CPTED analysis. The analysis indicated that the structure of the space should not create any dead-end entrapment areas as there are a number of linkage opportunities and sufficient eyes on the public and semi-private spaces. The pedestrian paths that did not meet this criteria will be secured (key gate for residents) and more lighting will be added.

It was noted that the entrances to the units could be more prominent. The architect has indicated that a small horizontal roof element over the front doors can highlight the entries. This design approach, along with attention to lighting, colour selection and landscaping, will serve to address this issue.

In addition, changes to the landscape plan include softening of the Quadra Street frontage with the addition of more trees and shrubs and changing the fencing in this location.

CONCLUSIONS


The proposed development is generally consistent with the objectives of Development Permit Area 16, which seeks to integrate multi-unit residential buildings in a manner that is complementary to an established neighbourhood. The proposed buildings represent an appropriate fit in the immediate and general context. The applicant has generally addressed the items discussed by the Advisory Design Panel to further enhance the development.

ALTERNATE MOTION

That Council decline Development Permit Application No. 000490 for the property located at 2813-2887 Quadra Street and 2814-2890 and 2780/82 Fifth Street.


Respectfully submitted,


Lucina Baryluk
Development Services


Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:

Date:


Dec 7, 2017

List of Attachments:

- Attachment A - Subject Map
- Attachment B - Aerial Map
- Attachment C -Plans dated August 8, 2017
- Attachment D - Letter from applicant to Mayor and Council dated September 29, 2017
- Attachment E - Architect's CPTED Analysis dated July 20, 2017
- Attachment F - Community Association Land Use Committee Comments dated March 2, 2016 and October 4, 2016
- Attachment G - Adept Transportation Solutions Report dated March 15, 2017
- Attachment H - Interim Parking Plan (Plan A002) provided by Architect
- Attachment I - Advisory Design Panel Minutes of May 31, 2017
- Attachment J - Correspondence (Letters received from residents)