



Committee of the Whole Report

For the Meeting of September 6, 2018

To: Committee of the Whole **Date:** August 23, 2018

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: Rezoning Application No. 00610 for 505, 517, 519/521 Quadra Street and 931 Convent Place

RECOMMENDATION

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00610 for 505, 517 and 519/521 Quadra Street and 931 Convent Place, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Preparation and execution of the following legal agreements:
 - a. Statutory Right-of-Way to secure 1.59 metres of the site adjacent Southgate Street, to the satisfaction of the Director of Engineering and Public Works
 - b. Statutory Right-of-Way to secure 2.02 metres of the site adjacent Convent Place, to the satisfaction of the Director of Engineering and Public Works
 - c. Housing Agreement to secure the residential units as rental for a 20 year period, to ensure that these units are not strata titled prior to the 20 year term of the agreement lapsing and to ensure that future strata bylaws cannot restrict the rental of units to non-owners, to the satisfaction of the Director of Sustainable Planning and Community Development

LEGISLATIVE AUTHORITY

In accordance with Section 479 of the *Local Government Act*, Council may regulate within a zone the use of land, buildings and other structures; the density of the use of the land, buildings and other structures; the siting, size and dimensions of buildings and other structures; as well as, the uses that are permitted on the land, and the location of uses on the land and within buildings and other structures.

In accordance with Section 483 of the *Local Government Act*, Council may enter into a Housing Agreement which may include terms agreed to by the owner regarding the occupancy of the housing units, and provided such agreement does not vary the use of the density of the land from that permitted under the zoning bylaw.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Rezoning Application for the properties located at 505, 517, 519/521 Quadra Street and 931 Convent Place. The proposal is to rezone from the R3-AM-1 Zone, Mid-Rise Multiple Dwelling District, the R3-A1 Zone, Low Profile Multiple Dwelling district and the R-K Zone, Medium Density Attached Dwelling District, to a new site-specific zone in order to increase the density and allow for a six-storey, multi-unit residential building with approximately 83 units and four townhouses with an overall density of 1.9:1 floor space ratio (FSR).

The following points were considered in assessing this application:

- the proposal is consistent with the *Official Community Plan (OCP)* Urban Residential Urban Place Designation, which envisions densities up to 1.2:1 FSR with potential bonus density up to a total of approximately 2:1 FSR in strategic locations for the advancement of plan objectives
- consistent with the City's Density Bonus Policy, the applicant opted to have a land lift analysis prepared to determine if the proposal could support a community amenity contribution; it was determined that the increase in land value is insufficient to support a community amenity contribution
- the site is currently occupied by several buildings which contribute 38 units to the city's rental housing stock. The proposal would replace these units with 87 new rental units for a net gain of 48 units
- the applicant has declined to identify a general rent level; however, a Housing Agreement is proposed to secure the units as rental for a 20 year period and to restrict the strata titling of the building during this period
- the applicant has provided a tenant assistance plan with this proposal to ensure existing tenants are supported through a transition to new housing
- in order to help achieve the standard Right-of-Way width, Statutory Right-of-Ways would be provided along Quadra Street and Convent Place
- there are no bylaw protected trees on the subject property and the mature chestnut trees within the Quadra Street boulevard would be retained with this application.

BACKGROUND

Description of Proposal

This Rezoning Application is to rezone the subject properties to a new site-specific zone in order to increase density, and allow for a six-storey multi-unit residential building with approximately 83 units and four townhouses with an overall density of 1.9:1 floor space ratio (FSR).

The majority of the site is in the R3-AM-1 Zone, Mid-Rise Multiple Dwelling District. The new zone would allow for increased density, height, site coverage, and reduced open site space and setbacks in comparison to the R3-AM-1 Zone. In addition, a parking variance is proposed and will be discussed in relation to the concurrent Development Permit with Variances Application.

Affordable Housing Impacts

The applicant proposes to replace the existing rental units with approximately 87 new residential units which would increase the overall supply of housing in the area. A Housing Agreement is also proposed to secure rental of the units for a 20 year period, prohibit the strata titling of the units during this period, and to ensure future strata bylaws cannot prohibit the rental of units to

non-owners. Under current City policy, if the vacancy rate is less than four percent, any future strata conversion applications would require Council approval.

The existing building (Beacon Arms), located at the corner of Southgate Street and Quadra Street, contains 34 rental residential units. Overall, there are 38 existing rental units on the subject properties. A Tenant Assistance Plan has been submitted (attached) to ensure that the existing tenants are assisted through the transition to new housing.

Sustainability Features

The applicant has identified a number of sustainability features which will be reviewed in association with the concurrent Development Permit with Variances Application for this property.

Active Transportation Impacts

The application proposes the following features which support active transportation:

- secure bicycle rooms with 116 bicycle parking stalls and bicycle repair areas
- 12 visitor bicycle parking stalls located in close proximity to the building entrances.

Public Realm Improvements

No public realm improvements are proposed in association with this Rezoning Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Land Use Context

The area is characterized by low to mid-rise multi-unit residential buildings, single-family dwellings and duplexes. Beacon Hill Park is located south of the site on the opposite side of Southgate Street.

Existing Site Development and Development Potential

The site is presently developed with a four-storey rental building (505 Quadra Street), duplex (519/521 Quadra Street) and two single-family dwellings (517 Quadra Street and 931 Convent Place).

The current zoning of 505 Quadra Street is R3-AM-1, Mid-Rise Multiple Dwelling Unit District. Under this zone the property could be developed with a four-storey, multiple-dwelling building with a floor space ratio of 1.6:1, subject to parking and open space requirements.

The current zoning of 517 and 519/521 Quadra Street is the R3-A1 Zone, Low Profile Multiple Dwelling District. Under this zone the property could be developed with a three-storey multiple dwelling building with a floor space ratio of 1.2:1, subject to parking and open space requirements.

The current zoning of 931 Convent Place is the R-K Zone, Medium Density Attached Dwelling District. Although this zone permits attached dwellings, due to the smaller lot area (501.9m²), development of the site is limited to a single-family dwelling with a secondary suite or garden suite, subject to the R1-B Zone, Single Family Dwelling District regulations.

Data Table

The majority of the site is within the R3-AM-1 Zone; therefore, the following data table compares the proposal with the regulations of the R3-AM-1 Zone. An asterisk is used to identify where the proposal is less stringent than the existing zone.

Zoning Criteria	Proposal	R3-AM-1	OCP Policy
Site area (m ²) - minimum	3738.00	920.00	-
Density (Floor Space Ratio) - maximum	1.90*	1.2:1 (base density) 1.6:1 (with enclosed parking and 50% open site space)	1.2 (base density) 2.0 (maximum)
Height (m) - maximum	19.62* (six-storey building) 8.04 (townhouses)	12.00	-
Storeys - maximum	6*	4	6
Site coverage % - maximum	73.23*	30.00 (base) 40.00 (with enclosed parking and 50% open site space)	-
Open site space % - minimum	26.77*	30.00	-
Setbacks (m) – minimum:			
Front (Quadra St)	5.88* (building face) 3.00* (townhouses & above ground parking structure)	10.50	variable
Rear	5.73* (building face) 1.50* (above ground parking structure & shed)	9.81 (half the building height)	
Side (Convent Place)	3.05*	9.81 (half the building height)	
Side (Southgate Street)	3.80*	9.81 (half the building height)	
Parking - minimum	95*	115 (requirement for condominium)	-
Visitor parking (minimum) included in the overall units	9*	8	-
Bicycle parking stalls (minimum)			
Class 1	116	109	-
Class 2	12	9	-

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, the applicant has consulted the Fairfield Gonzales CALUC at a Community Meeting held on May 15, 2017. A meeting summary from the CALUC is attached to this report.

ANALYSIS

Official Community Plan

The OCP identifies the site as being located in the Urban Residential Urban Place Designation, which envisions buildings up to six-storeys in height with FSR generally up to 1.2:1 with increased density up to approximately 2:1 FSR. Policy 6.23 of the OCP notes that an application seeking density towards the upper-end of the scale will generally be supported when the proposal significantly advances Plan objectives and is located adjacent to an arterial or secondary arterial road; in this instance, the property is located on Quadra Street and Southgate Street, which are both classified as secondary arterial roads.

The OCP encourages a range of housing types, forms and tenures across the City; the proposal would provide approximately 83 new multi-unit rental residential dwellings in a combination of one and two-bedroom units, and four three-bedroom townhouses fronting Convent Place. These new units would contribute towards the City's market rental housing stock. Policy 13.23 of the OCP notes that consideration of higher-density redevelopments of buildings with four or more rental units should be supported where the same number of rental units is secured on-site, and a general rent level identified through a Housing Agreement. A Housing Agreement is proposed to secure all 87 units as market rental for a twenty year period, and to restrict the strata titling of the units prior to receiving occupancy. This would ensure that future strata titling of the building would require Council approval if the City's vacancy rate is below four percent, as per City policy. The applicant has declined to identify a general rent level with this application.

Local Area Plans

The land use policies of *Suburban Neighbourhoods*, 1984, that relate to the Fairfield neighbourhood identify the subject site as suitable for apartment residential development and encourages four-storey buildings.

Tree Preservation Bylaw and Urban Forest Master Plan

An assessment by a certified arborist was conducted with this application (attached). There were 23 trees inventoried on public land and the adjacent neighbouring properties. There are no protected trees on the subject property; however, there is a large mature Blue Atlas Cedar tree on the south-west corner of the subject property that would require removal as it is within the building footprint, but as noted, it is not bylaw protected. Six mature Horse Chestnut trees on the Quadra Street boulevard, and two Flowering Cherry trees on Southgate Street, would be retained. The excavation for the underground parkade would require supervision by a professional arborist during the construction phase to ensure measures are taken to protect these public trees during construction. Five new street trees are proposed along the Convent Place street frontage. An additional 18 trees are proposed on the subject site.

Staff requested an additional arborist report (attached) to explore the root systems of the neighbouring trees located near the property line at 906 Southgate Street. The assessment

found that the majority of the tree's roots are contained on the neighbouring property due to an existing retaining wall and would not be negatively impacted by the parkade or building construction. The retention and protection of these trees would be determined by the property owners of 505 Quadra Street and 906 Southgate Street, as they are not bylaw protected nor public trees.

Density Bonus Policy

A land lift analysis conducted by Coriolis Consulting Corporation has been provided with this application. It concludes that the additional density proposed with this Rezoning Application does not generate a land lift due to the rental tenure of the proposed residential units.

CONCLUSIONS

The proposal is consistent with the OCP as it relates to low-rise, multi-unit residential development within Urban Residential areas, and furthers the goals in the OCP with regards to increasing the supply of market rental housing. Staff recommend for Council's consideration that Council advance the application to a Public Hearing, subject to the preparation of legal agreements.

ALTERNATE MOTION

That Council decline Rezoning Application No. 00610 for the property located at 505, 517, 519/521 Quadra Street and 931 Convent Place.


Respectfully submitted,


Alec Johnston
Senior Planner
Development Services Division

JH


For
Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:


Date: Aug 28, 2018

List of Attachments:

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped August 20, 2018
- Attachment D: Applicant's letters to Mayor and Council dated September 19, 2017 and August 20, 2018
- Attachment E: Community Association Land Use Committee May 15, 2017 Meeting Summary
- Attachment F: Arborist Report and Arborist Supervision Report dated June 15, 2018
- Attachment G: Transportation Impact Assessment dated September 13, 2017

- Attachment H: Tenant Assistance Plan dated July 26, 2018
- Attachment I: Advisory Design Panel Meeting Minutes dated February 28, 2018
- Attachment J: Correspondence