



Committee of the Whole Report For the Meeting of March 5, 2020

To: Committee of the Whole **Date:** February 20, 2020

From: Karen Hoese, Director, Sustainable Planning and Community Development

Subject: Rezoning Application No. 00707 for 2558 Quadra Street

RECOMMENDATION

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00707 for 2558 Quadra Street, 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 legal agreements to secure a Statutory Right-of-Way of 3.2m off Quadra Street, to the satisfaction of the Director of Engineering.
2. Preparation and execution of a Housing Agreement to secure the building as rental in perpetuity and to secure 19 units as affordable and 21 units as below market in perpetuity, defined by the VHRF guidelines that were in existence on March 19, 2019, 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, building 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 property located at 2558 Quadra Street. The proposal is to rezone from the C1-QV Zone, Quadra Village District, to a site-specific zone in order to construct a five-storey affordable rental building with commercial on the ground floor.

The following points were considered in assessing this application:

- the proposal is consistent with the Large Urban Village designation, which envisions mixed-use buildings up to six storeys with a density of up to approximately 2.5:1 Floor Space Ratio (FSR)
- the proposal is inconsistent with the policy to reduce height in the *Hillside-Quadra Neighbourhood Plan*, but is consistent with the policies to provide commercial uses at street level and to provide more housing
- the applicant is willing to enter into a Housing Agreement to secure the building as rental in perpetuity, as well as to secure the 19 units as affordable and 21 units as below market in perpetuity, as defined by the Victoria Housing Reserve Fund guidelines that were in existence on March 19, 2019.

BACKGROUND

Description of Proposal

This Rezoning Application is to rezone from the C1-QV Zone, Quadra Village District, to a site-specific zone in order to construct a five-storey affordable rental building with commercial on the ground floor.

The following differences from the current zone are being proposed and would be accommodated in the new zone:

- increase the floor space ratio (FSR) from 1.40:1 to 2.28:1
- increase the total floor area from 1735.58m² to 2826m²
- increase the height from 15.5m to 18.12m
- increase the number of storeys from 4 to 5
- reduce the commercial vehicle parking requirement from 16 stalls to 11 stalls.

The differences in setbacks are discussed in the concurrent Development Permit with Variances report.

Affordable Housing Impacts

The applicant proposes the creation of 40 new residential units which would increase the overall supply of housing in the area. On March 14, 2019, Council approved funding to this proposal through the Victoria Housing Reserve Fund (VHRF). As such, a Housing Agreement is proposed to secure the building as rental in perpetuity and to secure the 19 units as affordable and 21 units as below market in perpetuity. Affordable housing in this instance is defined by the VHRF guidelines that were in existence on March 19, 2019, when Council originally approved the grant for this proposal.

Tenant Assistance Policy

The proposal is to demolish the existing building, which would result in a temporary loss of 19 existing residential rental units. Consistent with the Tenant Assistance Policy, the applicant has provided a Tenant Assistance Plan, which is attached to this report.

Sustainability Features

As indicated in the applicant's letter dated October 23, 2019, the following sustainability features are associated with this proposal:

- the building will be constructed to BC Energy Step Code Step 3 at a minimum, and may meet Step 4 if senior government funding is available

- electrical conduits for future EV stations will run to all parking stalls and plugins provided to 10% of stalls
- plugins will be provided within the long term bicycle storage area for charging of electric bicycles.

Active Transportation Impacts

As previously noted, the application proposes plugins within the long term bicycle storage area, which supports active transportation.

Public Realm Improvements

No public realm improvements beyond the City standard requirement are proposed in association with this application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings. The proposal includes four fully accessible studio units, which include roll-in showers, five-foot turning radii in living spaces and washrooms, low-hanging cupboards, roll-under counters and wide doorways. The building entrances will also be constructed using universal design standards.

Land Use Context

The subject site is located within Quadra Village. The village is characterized by commercial uses on the ground floor and residential uses on the upper storeys. The immediate area outside Quadra Village is mostly made up of multi-unit residential buildings.

Existing Site Development and Development Potential

The site is presently a 19-unit multi-unit residential rental building. Under the current C1-QV Zone, Quadra Village District, the property could be developed as a commercial building or a mixed-residential building with commercial on the ground floor, up to a height of 15.5m and a density of up to 1.4:1 FSR.

Data Table

The following data table compares the proposal with the existing C1-QV Zone. An asterisk is used to identify where the proposal does not meet the requirements of the existing Zone.

Zoning Criteria	Proposal	Existing C1-QV Zone
Site area (m ²) – minimum	1239.7	N/A
Density (Floor Space Ratio) – maximum	2.28	1.4
Total floor area (m ²) – maximum	2826 *	1735.58
Height (m) – maximum	18.12 *	15.5
Storeys – maximum	5 *	4

Zoning Criteria	Proposal	Existing C1-QV Zone
Setbacks (m) – minimum		
Front	1.24 – 1 st storey 6.33 – 2 nd + storeys	3m – 1 st & 2 nd storey 6m – 3 rd + storeys
Rear	2.90 * – steps 5.38 – building face	4.53
Side (north)	0 * – parkade 2.52 * – building face	4.53
Side (south)	0 * – parkade 3.89 * – building face	4.53
Vehicle Parking – minimum		
Residential	15	15
Visitor	4	4
Commercial parking	11 *	16
Bicycle parking – minimum		
Long term	48	48
Short term	10	10

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the applicant has consulted the Hillside-Quadra CALUC at a Community Meeting held on September 13, 2018. A letter dated October 12, 2018 is attached to this report.

ANALYSIS

Official Community Plan

The subject site is designated as Large Urban Village in the *Official Community Plan (OCP, 2012)*. The Large Urban Village designation envisions low to mid-rise mixed-use buildings up to approximately six storeys and up to approximately 2.5:1 FSR. Staff believe the proposal is consistent with this designation, as the height is five storeys and the FSR is 2.28:1.

Furthermore, staff consider the proposal to be consistent with the objectives and policies within Section 13: Housing and Homelessness, in that it enables housing affordability across the housing spectrum, expands rental housing and expands housing choice within the neighbourhood.

Local Area Plans

The subject property is designated as “Consider reduction of allowable height, more street retail” within the *Hillside-Quadra Neighbourhood Plan*. In addition, the Plan notes that housing in this area should be required as part of any new development. The proposal is inconsistent with the Plan’s recommendation to reduce height, but staff believe the proposal is generally consistent with the Plan overall by adding new housing and street commercial uses. As previously mentioned, the proposal is consistent with the envisioned heights in the OCP.

Tree Preservation Bylaw and Urban Forest Master Plan

The tree inventory for the proposal, outlined in the Arborist Report issued on October 3, 2019, includes six trees on the subject lot, all of which are proposed for removal. Excavation for the underground parkade will result in the removal of two bylaw protected western red cedars in the front of the property. The applicant is required to install a new concrete barrier, curb and gutter along the property line in the laneway, as per the *Subdivision and Development Servicing Bylaw*, which will result in the removal of four small municipal trees.

There are five new trees proposed to be planted on the subject lot: four vine maples and one sweet chestnut, which is a variety that is widely cultivated for its edible seed. The three vine maples and the sweet chestnut will be replacement trees for the Western red cedars which are to be removed. Three new boulevard trees are proposed in an irrigated grassed boulevard on the Quadra Street frontage. Due to limited public space, there are currently no municipal trees on the west side of this block.

The proposed underground parkade extends to within approximately 1m from the proposed boulevard trees. In the future when parkade remediation is required, it is likely that the new boulevard trees will require removal to allow for remediation work to take place at which time the trees would require removal and replacement. Therefore, under the current proposal, the boulevard trees would have an expected lifespan of 20-40 years, the same approximate lifespan as the parkade membrane.

The current landscape plan shows a new municipal tree and three areas of green space along the laneway. Engineering requirements to expand the laneway will eliminate the tree and proposed green spaces. The landscape plan will need to be revised to reflect this prior to a Public Hearing.

Regulatory Considerations

The applicant has requested a lower commercial parking rate to reduce the commercial vehicle parking from 16 to 11 stalls. At present, the commercial unit is intended to be used as office space for the Greater Victoria Housing Society, which would only require six stalls. However, the applicant has requested the commercial parking be calculated at the most stringent rate, which in this instance is one stall per 20m² of floor area for a total of 16 stalls. This would ensure that any tenant changes in the future would not trigger a parking variance. This rate would be written into the site-specific zone and is considered supportable, as it is a fairly minor difference, which in all likelihood could be approved as a delegated variance and it allows flexibility in choosing future tenants. In addition, the location of the proposal is in an area that is highly accessible by modes of active transportation and frequent transit.

CONCLUSIONS

The proposal is generally consistent with the OCP as it relates to multi-residential and commercial development within Large Urban Village areas. While the proposal does not meet the overarching policy to maintain lower heights within the *Hillside-Quadra Neighbourhood Plan*, it does meet other policies such as providing additional housing and at-grade commercial uses. It also achieves goals included in the OCP related to encouraging a range of different housing types including affordable housing. Staff therefore recommend that Council consider moving the application forward to a Public Hearing.

ALTERNATE MOTION

That Council decline Rezoning Application No. 00707 for the property located at 2558 Quadra Street.

Respectfully submitted,



Michael Angrove
Senior Planner
Development Services



Karen Hoese, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



Date:

Feb 27, 2020

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped February 12, 2020
- Attachment D: Letter from applicant to Mayor and Council dated October 23, 2019
- Attachment E: Community Association Land Use Committee Comments dated October 12, 2018
- Attachment F: Tenant Assistance Plan
- Attachment G: Arborist Report
- Attachment H: Advisory Design Panel Report dated November 13, 2019
- Attachment I: Advisory Design Panel Minutes from the meeting held on November 27, 2019
- Attachment J: Correspondence (Letters received from residents).