



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: Development Permit with Variances Application No. 00141 for 2558 Quadra Street

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00707, if it is approved, consider the following motion:

That Council authorize the issuance of Development Permit with Variance Application No. 00141 for 2558 Quadra Street, in accordance with:

1. Plans date stamped February 12, 2020.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - i. decrease the rear yard setback from 4.53m to 2.90m to the steps;
 - ii. decrease the north side yard setback from 4.53m to 0m to the parkade and 2.52m to the building face; and
 - iii. decrease the south side yard setback from 4.53m to 0m to the parkade and 3.89m to the building face.
3. Revised plans, to the satisfaction of the Director of Sustainable Planning and Community Development and the Director of Engineering, addressing staff comments regarding the public realm.
4. 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.

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the revitalization of an area in which a commercial use is permitted, a Development Permit may include requirements respecting the character of the development, including landscaping, and the siting, form, exterior design and finish of buildings and other structures.

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 2558 Quadra Street. The proposal is 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 generally consistent with the relevant design guidelines applicable to Development Permit Area 5: Large Urban Villages, including the *Quadra Village Design Guidelines* (1998)
- the proposal is consistent with the *Hillside-Quadra Neighbourhood Plan*, as the proposal contributes to creating an attractive, safe and friendly environment.
- the proposal will also require variances to decrease the rear and side yard setbacks. It is recommended that these siting standards be facilitated through the variance process rather than entrenching the standards in a zone, so that if this proposal is not constructed, any new proposals would require new variances that would be assessed on their merit in the future.

BACKGROUND

Description of Proposal

The proposal is to construct a five-storey affordable rental building with commercial on the ground floor. Specific details include:

General Form

- a one-storey offset podium that houses the commercial unit and frames the public realm
- four storeys of residential stepped back from the podium and from Quadra Street
- common amenity space in the form of a rear-yard, south-facing patio and a ground-floor common room
- underground parking accessed off the rear lane.

Design Details

- brick around the base
- fiber cement panel siding
- both vertical and horizontal metal siding
- vinyl windows.

Landscaping

- rear yard common patio constructed of concrete pavers and including outdoor seating
- allotment gardens for urban agriculture
- eight new trees to be planted including sweet chestnut, vine maples, Persian ironwood and European beech
- concrete pavers and ornamental plantings used to define the main entrance.

The proposed variances are related to:

- decreasing the rear yard setback from 4.53m to 2.90m
- decreasing the north side yard setback from 4.53m to 0m to the parkade and 2.52m to the building face

- decreasing the south side yard setback from 4.53m to 0m to the parkade and 3.89m to the building face.

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 are proposed to be 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 standard City requirements, are proposed in association with this Development Permit 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.

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 floor space ratio (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 is less stringent than 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

Zoning Criteria	Proposal	Existing C1-QV Zone
Height (m) – maximum	18.12 *	15.5
Storeys – maximum	5 *	4
Setbacks (m) – minimum		
Front	4.24 – 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.

This application proposes variances; therefore, in accordance with the City's *Land Use Procedures Bylaw*, it requires notice, sign posting and a meeting of Council to consider the variances.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan (OCP, 2012)* identifies this property within DPA 5: Large Urban Villages. Design Guidelines that apply to DPA 5 are the *Quadra Village Design Guidelines (1998)*, *Advisory Design Guidelines for Buildings, Signs and Awnings (2006)*, and *Guidelines for*

Fences, Gates and Shutters (2010).

Staff consider the proposal to be generally consistent with the above policies and design guidelines. The *Quadra Village Design Guidelines* encourage a 3m setback from Quadra Street in order to define the commercial street and an additional 3m setback at the third storey. The proposal meets these setbacks. The Design Guidelines note there are no prescriptive guidelines for building materials, except that materials which are inappropriate to an urban, commercial context are strongly discouraged. Street-level entrances should be clearly visible and directly accessible from the main street, and outdoor displays and seating areas are encouraged between sidewalk and storefront.

The proposal is inconsistent with envisioned height and density within the *Quadra Village Design Guidelines*. The Guidelines recommend a maximum of four storeys and a maximum floor space ratio (FSR) of 1.4:1, whereas the proposal is for five storeys and a 2.28:1 FSR. However, the proposal is consistent with the OCP-envisioned built form of buildings up to six storeys and up to 2.5:1 FSR.

Local Area Plans

The subject site is designated as “Consider reduction of allowable height, more street retail” within the *Hillside-Quadra Neighbourhood Plan*. Although the height is inconsistent with the neighbourhood plan, five storeys is consistent with the envisioned six storeys in the OCP. The neighbourhood plan also notes that exterior form and materials should be reasonably compatible with those of their neighbours and that the front face of a project contributes to making that portion of the street an attractive, safe and friendly environment. Staff believe the proposal is generally consistent with the *Hillside-Quadra Neighbourhood Plan*.

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

Staff recommended a site-specific zone with maximum rear and side yard setbacks of 25% of the building height (4.53m in this instance), which is consistent with the standard zone used in Quadra Village, the C1-QV Zone. The proposal will therefore require variances to decrease the rear yard setback from 4.53m to 2.90m, decrease the north side yard setback from 4.53m to 0m and decrease the south side yard setback from 4.53m to 0m. While staff believe this proposal has been designed to fit the site, maintain privacy and provide appropriate transitions to neighbouring buildings, staff do not recommend enshrining the proposed setbacks within the zone. This is to ensure that, should this proposal not be constructed, any new proposals would either have to meet the setbacks or request variances from Council while demonstrating that the impact on the public realm and neighbouring properties is minimal.

Advisory Design Panel

The Advisory Design Panel (ADP) reviewed this Application on November 27, 2019. A copy of the minutes from this meeting are attached. The ADP was asked to comment on the overall design with particular attention to the street relationship and entry features.

The ADP recommended approval with considerations to:

- incorporating appropriate vertical landscaping in raised containers on the north and south sides of the patio
- enhancing the prominence of the commercial retail unit entrance
- use of roof access from the second floor units
- reducing the parking and adding dedicated storage for residential units
- review of the relationship between the private and public realm on the west lane side.

The applicant has responded to ADP's comments by indicating:

- planting in the north setback is undesirable due to shadowing from the building
- planting in the south setback would shade the community garden
- the commercial entrance is meant to be secondary to the residential entrance
- there is no desire to further increase the parking shortfall
- roof access and a new rear entrance were limited for safety and security.

Therefore, no changes were made to address the considerations that the ADP put forth.

CONCLUSIONS

Staff believe the proposed development is generally consistent with the relevant Design Guidelines and represents an appropriate fit at one of the entrances to Quadra Village as well as within the immediate and general context. The variances to reduce the rear and side yard setbacks are supported by staff, as the building still maintains appropriate distancing to minimize privacy concerns. Therefore, staff recommend that Council consider supporting this application.

ALTERNATE MOTION

That Council decline Development Permit with Variances Application No. 00141 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).