



## Planning and Land Use Committee Report

### For the Meeting of August 27, 2015

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**To:** Planning and Land Use Committee                      **Date:** August 13, 2015

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

**Subject:** **Development Permit with Variances Application No. 000382 for 2560 Quadra Street**

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### RECOMMENDATION

Staff recommend that Committee forward this report to Council and that after giving notice and allowing an opportunity for public comment, that Council consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000382 for 2560 Quadra Street, in accordance with:

1. Plans date stamped June 11, 2015.
2. Development meeting all *Zoning Regulation Bylaw* requirements except for the following variances:
  - a. Schedule C, total number of parking stalls reduced from 21 to 9, with no provision for visitor or commercial parking.
  - b. Setback from Quadra Street reduced from 6.0m to 3.2m for the third floor (C1-QV Zone, Section 4.52).
  - c. Setback from the south side yard reduced from 3.55m to nil (C1-QV Zone, Section 4.52).
3. Review by Advisory Design Panel.
4. The applicant entering into a Car Share agreement with MODO to secure car share membership for each unit of the project.
5. Final plans to the satisfaction of the Director of Engineering and Public Works for any works within the Statutory Right-of-Way.
6. Final plans to be generally in accordance with the plans identified above to the satisfaction of the Assistant Director of Development Services.
7. The Development Permit lapsing two years from the date of this resolution."

### LEGISLATIVE AUTHORITY

In accordance with Section 920(2) of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Official 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 920(8) 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 2560 Quadra Street. The proposal is construct a four-storey, 15-unit residential building with ground-floor commercial. The variances are related to a reduction in the off-street vehicle parking requirements and siting requirements.

The following points were considered in assessing this Application:

- The subject property is within Development Permit Area 5, Large Urban Villages, Quadra Village. The applicable guidelines are the Quadra Village Design Guidelines. The proposal is generally consistent with these Design Guidelines.
- The *Hillside-Quadra Neighbourhood Plan* stipulates a residential component in any redevelopment and also encourages the continuity of the street front without blank walls or garage entrances. This development satisfies both these objectives.
- The Application has been modified since the previous submission. The redesign has responded to the concerns of the community with respect to the transition to the adjacent properties.
- A parking variance is required to reduce the required number of off-site parking stalls from 21 to 9 stalls. The applicant has provided a Parking Demand Study (attached) justifying the parking variance. The parking reduction is supportable based on the findings of the consultant and the applicant providing a car share membership for each residential unit.

## **BACKGROUND**

### **Description of Proposal**

The proposal is for a mixed-use building within Quadra Village. Specific details include:

- a four-storey building with a maximum height of 14.21m
- vehicular access from the lane
- vehicle parking for nine cars on the ground floor under the building, accessed from the lane
- the main building cladding material is fiber cement siding, in two colours, with a wood tone composite panel to provide a change of materials on all elevations emphasizing the fenestration
- landscaping is proposed on every level: along the Quadra Street frontage to define the commercial space on the north and south elevations to soften the visual appearance of the building and to provide greenery for each balcony.

The proposed variances are related to:

- The total number of parking stalls are reduced from 21 to 9 stalls for 15 residential units, with no provision for visitor or commercial parking.
- Setback variances from Quadra Street are reduced from 6.0m to 3.2m for the third floor.
- Setback from the south side yard are reduced from 3.55m to nil. This setback is based on a percentage of the building height (25%). The stairs are on the lot line, the elevator housing is 1.83m from the property line and the majority of the building face is 4.3m from the south property line.

### **Sustainability Features**

As indicated in the applicant's letter dated July 23, 2015, the following sustainability features are associated with this Application:

- stormwater treatment swale for run-off from the roof and parking
- ENERGY STAR appliances
- recycling 35% of construction materials
- sourcing 35% of construction materials within 500km
- diverting 70% of construction waste from landfill
- choice of green materials (paints, carpets, glazing)
- provide infrastructure for one electric vehicle charging station
- increase bike parking (see Section on Active Transportation Impacts).

### **Active Transportation Impacts**

The Application proposes the following feature which supports active transportation:

- bike storage that exceeds Bylaw requirements (bike lockers in the parkade and additional storage accessible from the corridor on every floor)
- car share membership (MODO) for each unit. The closest MODO car is located on North Park Street and Vancouver Street.

### **Public Realm Improvements**

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

### **Existing Site Development and Development Potential**

The site is presently occupied by a single family dwelling that will be removed. The extent of the reuse of materials from the exiting house has not been determined at this time, and the applicant will strive for the industry standards on materials recycling at the time of demolition.

Under the current C1-QV Zone, Quadra Village District, the property could be developed for a mixed-use building (commercial-residential) with a maximum floor space ratio of 1.4:1 and a maximum height of four storeys and 15.5m.



## Data Table

The following data table compares the proposal with the Quadra Village District Zone. An asterisk is used to identify where the proposal is less stringent than the existing zone.

Zoning Criteria	Proposal	Zone Standard C1-QV
Site area (m <sup>2</sup> ) - minimum	620	N/A
Total floor area (m <sup>2</sup> ) – maximum	862	868
Commercial floor area (m <sup>2</sup> )	54	Ground floor requirement
Density (Floor Space Ratio) - maximum	1.4:1	1.4:1
Number of units - maximum	15	N/A
Height (m) - maximum	14.21	15.5
Site coverage (%) – maximum	79	N/A
Open site space (%) – minimum	18	N/A
Storeys – maximum	4	4
Setbacks (m) - minimum		
Front - 1 <sup>st</sup> and 2 <sup>nd</sup> storey	3.2	3
Front - 3 <sup>rd</sup> storey	3.2*	6
Front – 4 <sup>th</sup> storey	7.4	6
Rear	0.45	N/A
Side (north)	0	0
Side (south)	0*stairs 1.83* building	3.55 (1/4 building height)
Parking: Residential – minimum	9*	21 1.4 per unit
Parking: Visitor – minimum	0*	1
Parking: Commercial – minimum	0*	1
Bicycle storage for residential units	23	15
Bicycle racks for short-term and commercial use	6 space rack provided	6 space rack required

## Relevant History

On November 24, 2011, Council approved a Development Permit for this site. The previously approved Development Permit was for 17 residential units with ground-floor commercial. The four-storey building did not require a rezoning as the density provisions of the current zoning (Quadra Village District) were not exceeded. However, this previously approved Development Permit has expired. On January 29, 2015, the Planning and Land Use Committee reviewed a new Application for this site that required a rezoning due to the increased density. Based on comments from the community and Council, the applicant has revised the proposal that now complies with the density provisions of the C1-QV Zone, and, as such only a development permit is required.

The minutes of the previous approval and of the January 29, 2015 meeting are provided in the attachments for Council's information.

The main changes from the previous proposal can be summarized as follows:

- Density reduced from 1.8:1 FSR to 1.4:1 FSR
- Total floor area reduced from 1120 m<sup>2</sup> to 863 m<sup>2</sup>
- Number of units reduced from 18 to 15
- Height reduced from 15.07 m to 14.21 m

The design implications of the changes are as follows:

- The building is more articulated on the north and south elevations.
- Increased landscaping materials include using the car deck as a structural element for trees on the north elevation.
- The staircase access to the units has been relocated from the north elevation to the south elevation, accented by a landscape screen which will provide visual interest, privacy and shade. The roof element of the walkway has been eliminated decreasing the visual mass of the building.
- The balconies have been relocated to the north elevation, and every unit has a private balcony, or shared outdoor space.

## **Community Consultation**

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the Development Permit was referred to the Hillside-Quadra Neighbourhood Action Group. An email summarizing the comments of NAG 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)* identifies this property within DPA 5, Large Urban Village. The specific guidelines that apply to the area are the *Quadra Street Design Guidelines*. Council approval is required for exterior design, finish and landscaping of new developments, as the subject property is within a revitalization area.

The *Quadra Village Design Guidelines* encourage infill and continuity of street frontage. This project meets this objective by fully developing the frontage, without parking stalls or parking drive aisles, thus eliminating conflicts with pedestrian activity along Quadra Street. In addition, the Quadra Street frontage with commercial space and the entrance to the residential units will be attractive to pedestrians and provide for an active pedestrian environment. The landscaping and potential for an outdoor seating area provides a visual definition of the outdoor commercial space. The applicant has provided a drawing showing details of the street elevation.

The Guidelines encourage terracing back of upper floors. The intent is to achieve a built form that is human scale by mitigating perceived building mass at upper levels. While the building does not totally achieve this objective, as there is a setback variance required from the front lot line at the 3<sup>rd</sup> storey from 6.0m to 3.3m, the fourth storey does achieve this objective by creating a deck area on the fourth storey. As such, the perceived building mass along Quadra Street is three storeys. In addition, the change of materials and colours and variety in fenestration serve to break up the façade and create visual interest. The inclusion of balconies along the south elevation, that also overlook Quadra Street, adds to the interest to this elevation in addition to providing usable open space for the building occupants.

With respect to the comments from the community, there was concern about the prominence of the blank wall proposed on the northwest elevation adjacent to the lane. As there is a grade change, the wall is required on this property boundary as a structural element, and will be used as tree planter. The applicant has partially eliminated the retaining wall and replaced it with a glazing element. As the properties to the north are redeveloped, this retaining wall will be less evident.

### **Hillside-Quadra Neighbourhood Plan**

The *Hillside-Quadra Neighbourhood Plan* stipulates a residential component in any redevelopment and also encourages the continuity of the street front without blank walls or garage entrances. This development satisfies both these objectives.

### **Regulatory Considerations – Zoning Regulation Bylaw**

The required off-street parking for the 15 residential units and the commercial space is 22 stalls, and only 9 stalls are proposed. The magnitude of the parking variance was similar for the previous proposal and was supported as there was significant participation in the Victoria Car Share Cooperative (now MODO) including membership for all units, vehicle purchase and marketing participation.

The applicant has scaled back car share participation to providing memberships for all units, and provided a Parking Demand Study (attached) to support the parking variance. Staff have found the data supporting the parking variance acceptable, and are supportive of this variance request.

### **Other Considerations**

As a significant redevelopment within Quadra Village, it is appropriate that this Application be reviewed by the Advisory Design Panel.

### **CONCLUSIONS**

The continuous building frontage along Quadra Street will create an active pedestrian environment, with visible access to both the entrance to the residential units and the commercial component. The proposal generally complies with the directions provided in the *Quadra Street Design Guidelines*. As the applicant is proposing to provide membership for each residential unit, and has supported the request for a parking variance with a Parking Demand Study, the parking variance is recommended for Council's consideration. Staff also recommend that the design and landscaping proceed for public comment, subject to referral to the Advisory Design Panel.



## ALTERNATE MOTION

That Council decline Development Permit Application No. 000382 for the property located at 2560 Quadra Street.

Respectfully submitted,



Lucina Baryluk, Senior  
Process Planner,  
Development Services  
Division



Alison Meyer, Assistant  
Director, Development  
Services Division



Jonathan Tinney, Director  
Sustainable Planning and  
Community Development

Report accepted and recommended by the City Manager:



Jason Johnson

Date:

August 19, 2015

## List of Attachments

- Aerial map
- Zoning map
- Development Permit Plans submission dated June 11, 2015
- Letter from the applicant dated July 23, 2015
- Planning and Land Use minutes of January 29, 2015
- Adept Transportation Solutions, Parking Demand Study
- Comments from Hillside Quadra Neighbourhood Action Group (email).





2560 Quadra Street  
Development Permit #000382





BLANSHARD  
SCHOOL

950

2634/36

2630

2624

2618/20

2612

2608

2606

2602

970

2631

2625

C1-QV1

KINGS RD

2560

2575

2565

2536

2530

2520

MARK ST

2529

2523

941-975

2590

2572

2560

2558

2546

2540

2524

QUADRA ST

1015

2563/2571

2559

2553

2551

2549

2527

1025

2580

2570

2566

2560

2554

2550

2544

2538

2532

2526

2520

2514

2508

2502

STARS  
SCHOOL



2560 Quadra Street  
Development Permit #000382



Civic Address :2560 Quadra  
Legal Description: LOT 161,  
BLOCK 10, SECTION 4,  
VICTORIA, PLAN 132  
Folio: 09661004  
PID: 000-472-590

**Consultants:**

**Architect**  
Eric Barker Architect Inc.  
Xavier Crespo (IA-AIBC)  
727 Pandora Ave.  
Victoria, B.C.  
V8W 1N9  
(250)-385-4564

**Landscape Architect**  
Keith N Grant Landscape Architecture  
Keith Grant BCLA  
2274 Cranmore Rd  
Victoria, B.C.  
V8R 1Z3  
(250) 598-7872



1 Key Plan  
No Scale

**PROJECT INFORMATION TABLE**

Zoning	C1-QV
Site Area	620.24 sm
Site Coverage	78.8 % (473.51 sm)
Total floor Area	868.30 sm
Floor Space ratio	1.40
Height of Building	14.21 m
Number of Storeys	4

**BUILDING SETBACKS**

Front yard	3.20 m
Rear Yard	0.45 m
Side Yard (Indicate which side)	0
Side Yard (Indicate which side)	0
Combined Side yard	0

Open Site Space %	18.79 % (116.57 m2)
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Parking stalls (number) on site	9
Bicycle parking	
-Secured	23
-Rack	6

**RESIDENTIAL USE DETAIL**

Total number of Units	15
Unit type, e.g. 1 bedroom	5
Unit type, e.g. 2 bedroom	1
Unit type, e.g. 3 bedroom	1
Unit type, Bachelor	8
Ground-oriented units	1 Commercial
Minimum Unit Floor Area	37.7 sm
Total residential floor area	778.78 sm

**AREA BREAKDOWN**

Elec./Garbage/	
Sprinkler	29.93 m2
Elevator Shaft	6.21 m2
Commercial Suite	53.68 m2
Unit 1	63.23 m2
Unit 2	39.00 m2
Unit 3	39.01 m2
Unit 4	39.00 m2
Unit 5	37.90 m2
Unit 6	51.09 m2
Unit 7	63.06 m2
Unit 8	38.73 m2
Unit 9	38.68 m2
Unit 10	40.50 m2
Unit 11	37.70 m2
Unit 12	52.03 m2
Unit 13	62.66 m2
Unit 14	71.86 m2
Unit 15	104.33 m2

Total Floor Area 868.30 m2



1 Photomontage from South East



2 Photomontage from North East

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JUN 11 2015

Planning & Development Department  
Development Services Division

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ERIC BARKER  
ARCHITECT INC.  
127 FAIRVIEW AVENUE, VICTORIA, B.C.  
250-385-4564 FAX: 250-385-4564

Sheet Number	Sheet Name
0000	Urban Form & Function
A-0.0	Cover Sheet
A-0.1	3D Views
A-0.2	Existing Survey
A-0.3	Shadow Study
A-1.0	Site Plan
A-1.1	Floor Plans
A-1.2	Floor Plans
A-2.0	Elevations
A-2.1	Elevations
A-3.0	Sections

NOTE:  
Ground plane development conceptual only  
See landscape plan for detail

No.	Date	Revision	Description
1	June 9, 2015		C:\Users\ERB\Documents\2015\2015-06-09\2015-06-09-01.dwg

Development Permit  
Application

Denux Group  
2560 Quadra

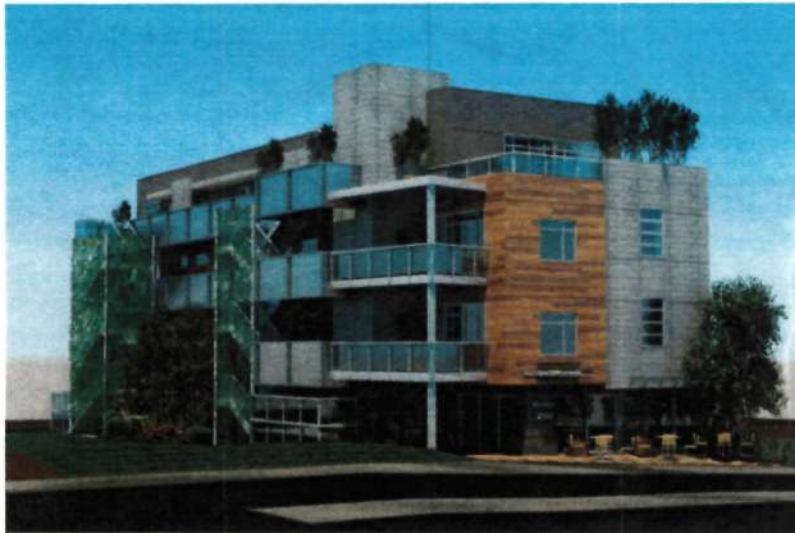
Cover Sheet

Project Number	213990
Date	June 9, 2015
Drawn by	Xavier Crespo
Checked by	Checker

A-0.0

Scale No Scale





3 3D View from South East



4 3D View from North East



5 3D View from North West



6 3D View from South West

05/06/2015 4:29:32 PM

ERIC BARKER  
ARCHITECT Inc.  
127 PANDORA AVENUE, VICTORIA B.C.  
(250) 355-4399 Fax: (250) 439-1100

Rev.	Date	Description
C:\Users\ERB21-1\Documents\DP 2560 2015		CENTRAL 18A21-1.rvt
Development Permit Application		
Denux Group 2560 Quadra		
3D Views		
Project number	2130590	
Date	June 9, 2015	
Drawn by	Zavier Grosse	
Checked by	Checker	
A-0.1		
Scale		

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JUN 11 2015

Planning & Development Department

**BC Land Surveyors Site Plan of  
2560 Quadra Street**

Legal: Lot 161, Block 10, Section 4, Victoria District, Plan 132  
Parcel Identifier: 000-472-590

Scale: 1:100

All dimensions shown are in metres.

The unimproved area is 10' to 24'

The improved area is 10' to 24'

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January 21, 2014  
File: 8753 Site (2).  
**POWELL & ASSOCIATES**  
BC Land Surveyors  
250-1900 Douglas Street  
Victoria, BC V8T 4K7  
phone: (250) 360-9800

10/06/2015 11:04:23 AM

**ERIC BARKER**  
**ARCHITECT Inc.**  
121 PANDORA AVENUE VICTORIA B.C.  
(250) 363-4000 Fax: (250) 363-1200

No.	Date	Description
C:\Users\ERB\Documents\DP JUN 2015 CENTRAL_EBA21-1.rvt		
Development Permit Application		
Denux Group 2560 Quadra		
Existing Survey		
Project number	213010	
Date	June 9, 2015	
Drawn by	Author	
Checked by	Checker	
A-0.2		
Scale	1 : 100	

① Survey  
1:100

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City of Victoria

**JUN 11 2015**

Planning & Development Department  
Development Services Division



06/05/2015 4:39:38 PM

**ERIC BARKER ARCHITECT inc.**  
 721 PANEORA AVENUE, VICTORIA, B.C.  
 V8N 1X5-4008 Fax: (250) 400-1100 VIB: 110

No.	Date	Description
C:\Users\BARKER\Documents\EP JUN 2015 CENTRAL_BRA24-1-FW		
Development Permit Application		
Denux Group 2560 Quadra		
Shadow Study		
Project number	213090	
Date	June 9, 2015	
Drawn by	Zavier Cropp	
Checked by	Checker	
A-0.3		
Scale	1:400	



① Shadow Study Spring AM  
1:400



② Shadow Study Spring Noon  
1:400



③ Shadow Study Spring PM  
1:400



④ Shadow Study Summer AM  
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⑤ Shadow Study Summer Noon  
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⑥ Shadow Study Summer PM  
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⑦ Shadow Study Winter AM  
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⑧ Shadow Study Winter Noon  
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⑨ Shadow Study Winter PM  
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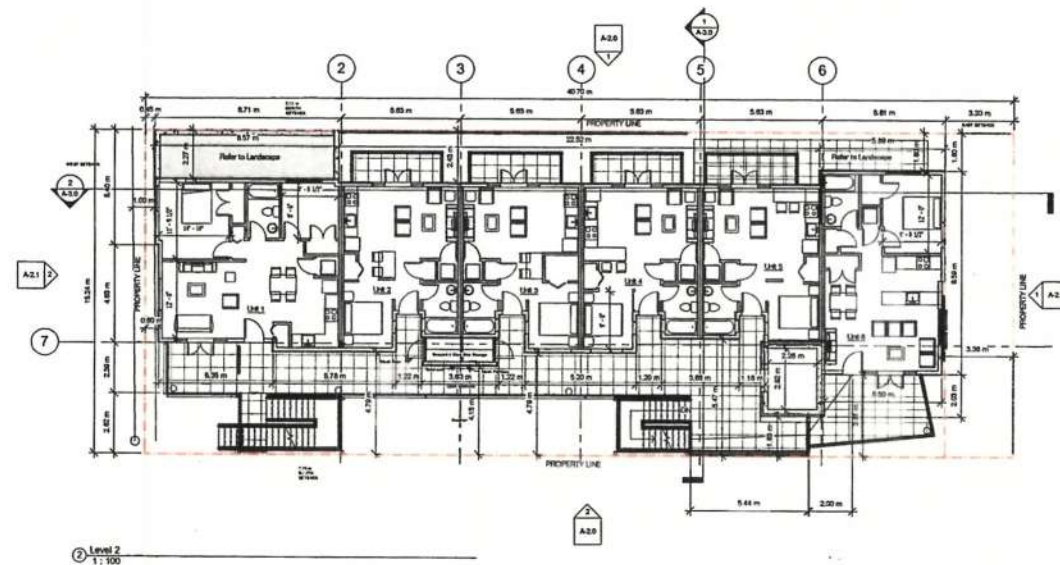
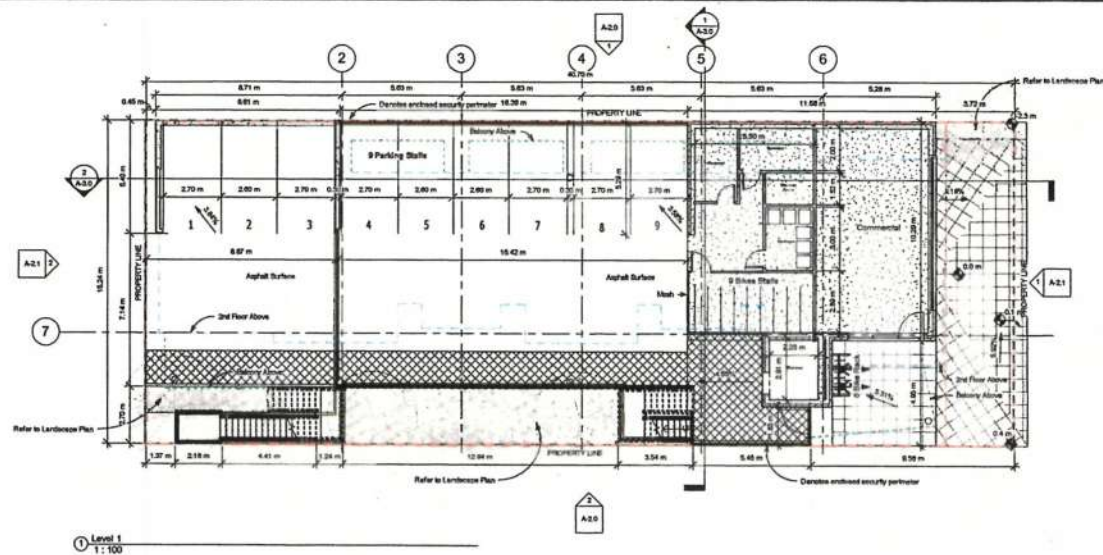
JUN 11 2015

Planning & Development Department  
City of Victoria









3/20/2015 10:02:55 AM

ERIC BARKEP  
ARCHITECT INC.  
727 PAVICA AVENUE, VICTORIA, B.C.  
DS: 25-458 Fax: (250) 451-1100

Legend:



No.	Date	Description
1	01/04/2014	Revision 1
2	01/04/2014	Revision 2
3	01/04/2014	Revision 3
4	01/04/2014	Revision 4
5	01/04/2014	Revision 5
6	01/04/2014	Revision 6
7	01/04/2014	Revision 7
8	01/04/2014	Revision 8
9	01/04/2014	Revision 9
10	01/04/2014	Revision 10
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100	01/04/2014	Revision 100

Development Permit  
Application

Denux Group  
2560 Quadra

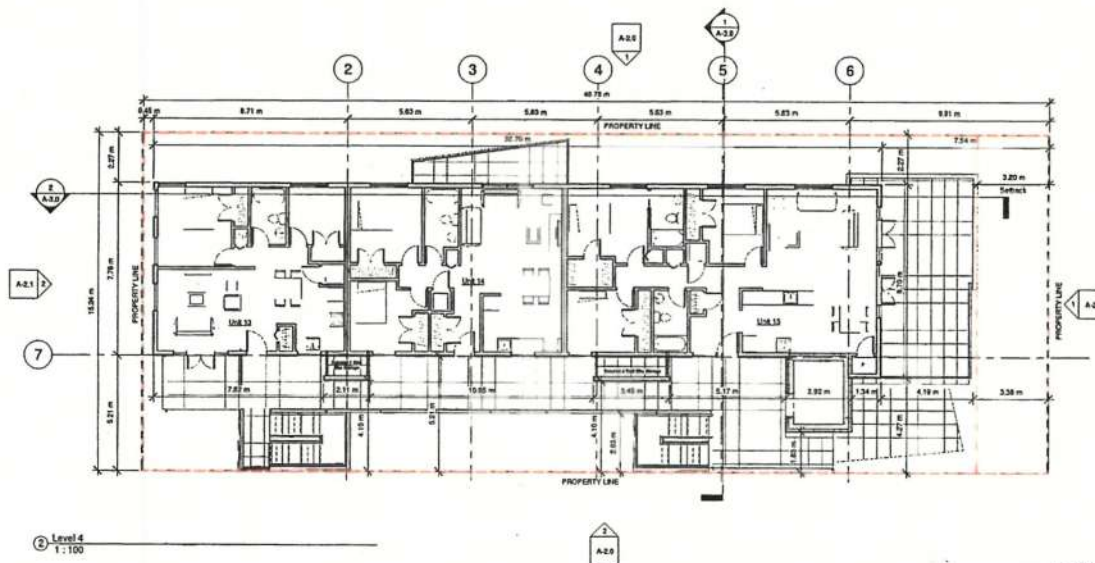
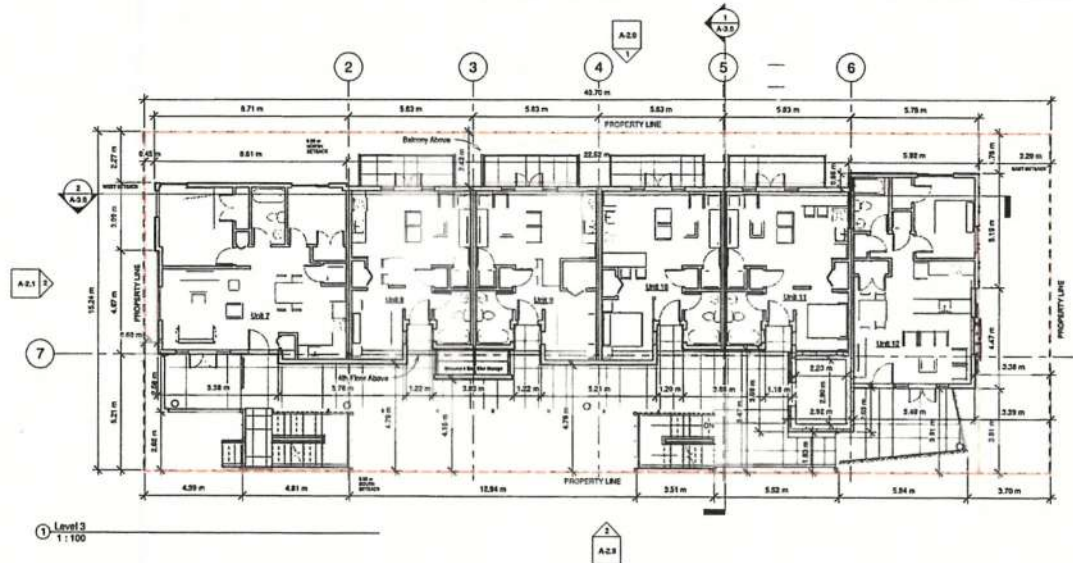
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JUN 11 2015

Planning & Development Department  
Development Services Division



09/06/2015 4:39:55 PM  
  
**ERIC BARKER** ARCHITECT INC.  
 121 PANAZONA AVENUE VICTORIA B.C.  
 (250) 353-4333 Fax: (250) 353-4334

Legend:

Elevation View Key



No.	Date	Revision	Description
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Development Permit Application

Denux Group  
2560 Quadra

Floor Plans

Project number: 213090  
 Date: June 9, 2015  
 Drawn by: Author  
 Checked by: Checker

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Scale: 1:100

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City of Victoria

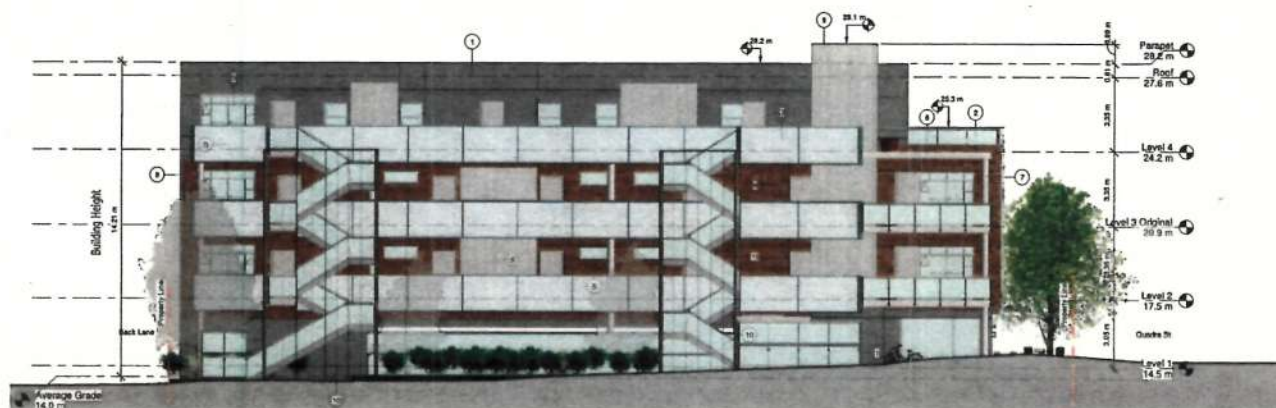
JUN 11 2015

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Development Services Division

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ERIC BARKER  
ARCHITECT Inc.  
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(250) 383-4339 Fax (250) 383-1501

Keynote Legend 2

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2	Metal Railing
3	Frosted Glass
4	Clear Glass
5	Vinyl Windows
6	Metal Fascia
7	Concrete Column
8	Wood Tone Composite Panel
9	Fiber Cement Color 2
10	Wire Rod for Vines

Rev.	Date	Description
1	2015/06/20	Development Permit Application

Development Permit  
Application

Denux Group  
2560 Quadra

Elevations

Project number	213096
Date	June 9, 2015
Drawn by	Erin Cropper
Checked by	Erin Cropper
Scale	1:100

A-2.0

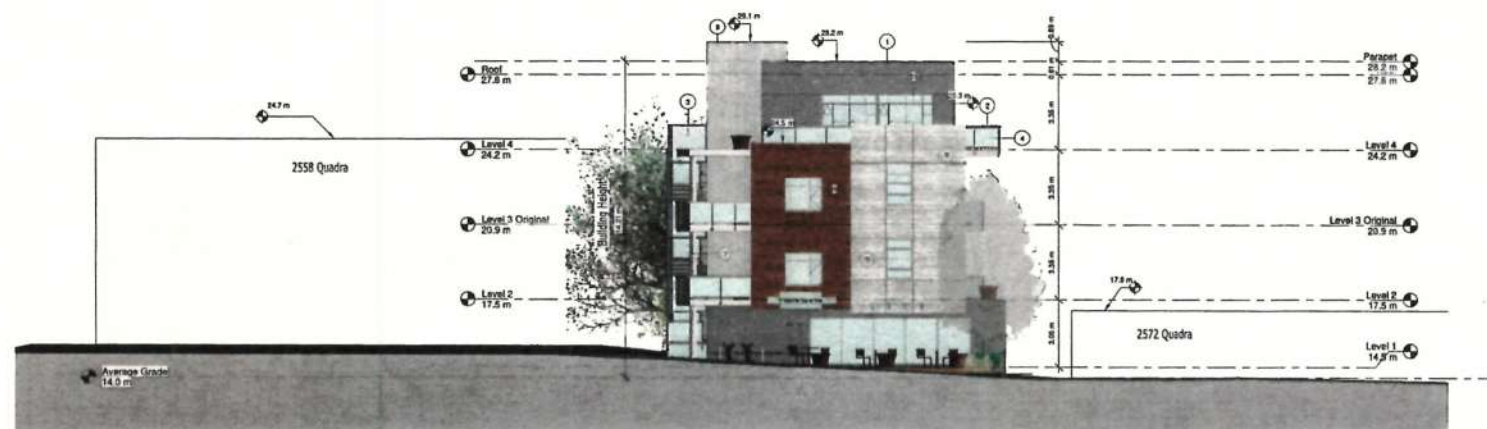
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ERIC BARKER ARCHITECT inc.  
121 PANDORA AVENUE, VICTORIA, B.C.  
250.622.4339 Fax: 250.622.4338 100% 100%

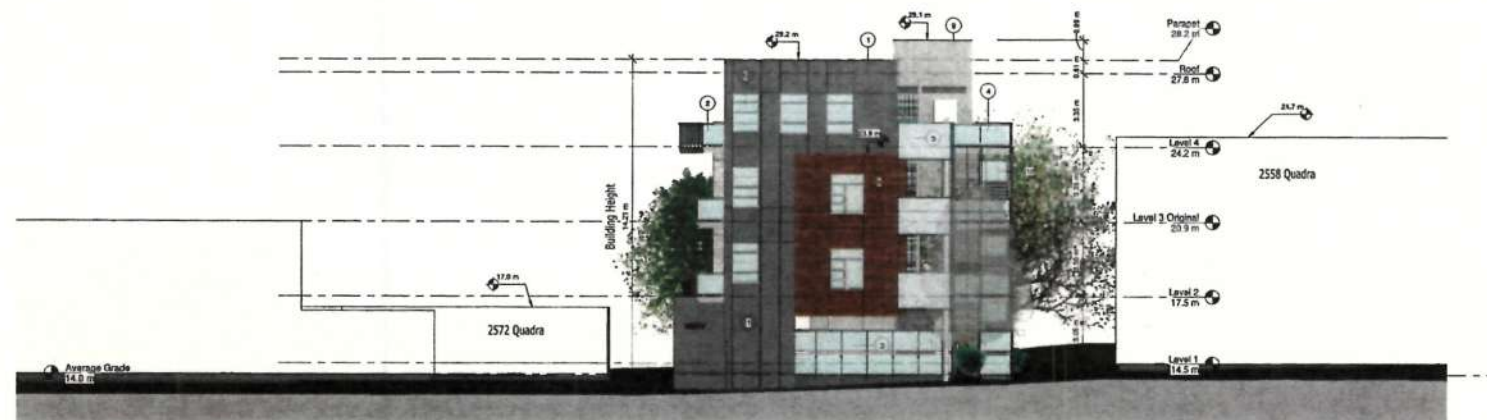
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Drawn by	Kevlar Orsini		
Checked by	Charles		
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① East  
1 : 100



② West  
1 : 100

Received  
City of Victoria

JUN 11 2015

Planning & Development Department  
Development Services Division

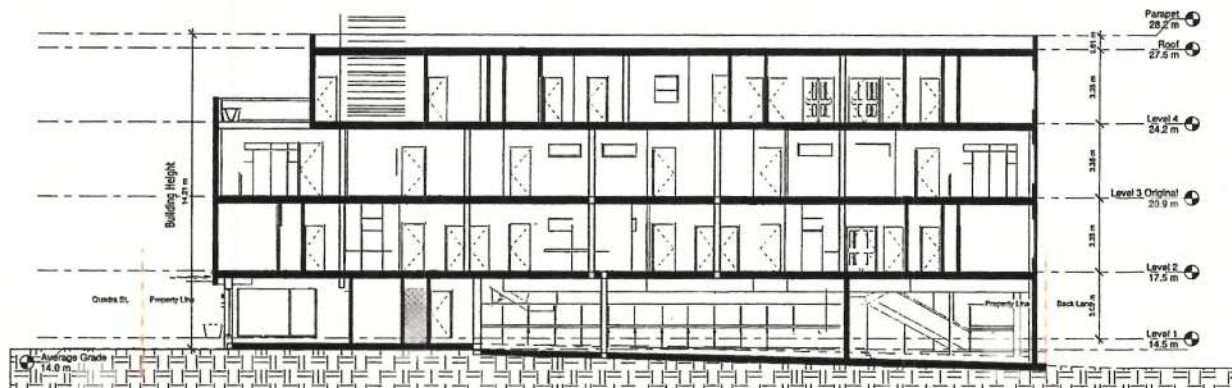


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**ERIC BARKER**  
ARCHITECT Inc.  
121 PAVILION AVENUE, VICTORIA, B.C.  
250.551.4888 Fax: 250.551.4788 WEB: 110



① Section 1  
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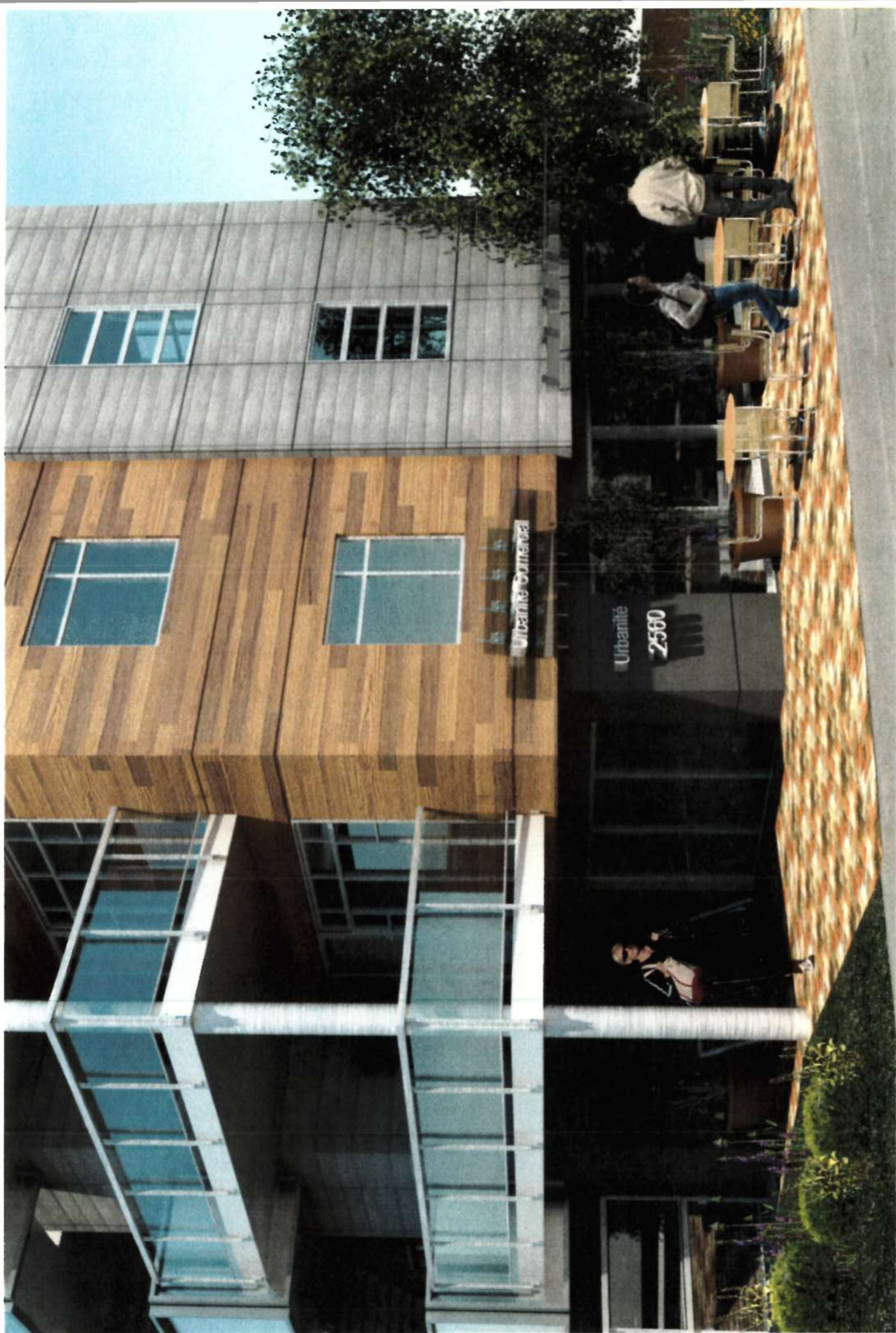
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Sections			
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Date June 9, 2015			
Drawn by Auth			
Checked by Check			
A-3.0			
Scale 1:100			

**Received**  
City of Victoria

**JUN 11 2015**

Planning & Development Department  
Development Services Division





July 23 , 2015

Mayor and Council ,  
City of Victoria ,  
1 Centennial Square ,  
Victoria , BC , V8w 1P6



**Re: 2560 Quadra**

Dear Mayor and Council

The site in question is located at the south end of Quadra Village acting as a gateway to the commercial area. The OCP describes the need to develop Quadra Village as a complete Urban Village with increased residential and commercial density . This is an opportunity to intensify use in an important Urban Village in the City of Victoria to take advantage of a strong local commercial base supported by good public transportation close to Victoria's downtown.

My client is a developer of a different type – building property to rent and hold for the long term . Their experience as a property management firm informs them that a MIXTURE of small bachelor units combined with larger two and three bedroom units works better in the long term attracting a more stable mix of tenants .

In the spring of last year , we had submitted a rezoning application to increase the density from the 1.4 allowed by the zone to 1.8 . After consulting with the community , we have decided to withdraw the application to re-zone the site. The feeling of the community was that the existing zone was more appropriate as a framework for re-development . We are now applying for approval of a new development variance permit based on a project that fits the existing C1-QV zone or the

The basic concept and organization of the current proposal is the same as the re-zoning application but reduced in size . On the ground floor there is commercial space fronting on Quadra reinforcing the commercial character of the Village . The parking is provided on grade behind the commercial accessed off the public lane behind thereby not disturbing the streetscape with a driveway . The parking is screened from the neighbouring residential property to the south by a landscaped area between the open stairs and to the commercial property to the north by a metal architectural fencing with vines .

**ERIC BARKER ARCHITECT INC.**



727 Pandora Avenue Victoria BC V8W 1N9 | eba@ericbarkerarchitect.ca | 250-385-4565  
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A concern expressed by the community was that the original proposal abutted the property line in too many locations not leaving enough open space on site . The area of the suites on the largest typical floor has reduced by 20 % in the new proposal . The site coverage of the new proposal is only slightly smaller than the original because we have increased the width of the open walkways to create seating opportunities and space for social interaction . In the original proposal the rear of the building filled the end of the site on the lane touching both property lines to the north and south . That has been eliminated and more landscaping added around the perimeter both on the ground and on a planter platform covering the parking .

While the organization of the key elements is largely the same, we have essentially “ flipped “the plan to now enter the residential building on the south side by the existing apartment building with the parking now adjacent the north property line . We felt this to be more appropriate as we could orient a significant landscape area to screen the residential use to the south . The parking along the north property line made sense as the adjacent use is commercial with parking and storage in the adjacent rear yard .

The number of units have reduced from 18 to 15 but the object of providing a mix of larger and smaller units hasn't changed –8 of the units are bachelor/ one bedroom in the 400 sf range , 2 units are one bedroom units at 550 sf , three are 2 bedroom at 680 sf and one is a three bedroom at 1120 sf. This unit mix will serve a diverse cross section of the community .

There are 9 parking stalls for 15 units on site which is a 60 % parking ratio versus the original application which had 10 parking stalls for 18 units which is a 55 % ratio. To mitigate the parking variance, we exceed the bicycle parking standard by 50% and it is located both in lockers on level one and on the open walkways providing access to the units .

There are three areas of variance . The first is that the zone requires the third and fourth floors on the Quadra face step back 3M from the lower floors . Our fourth floor steps back 4.4M but the third floor does not . We argue that the scaling intent of this measure has been met and impacts , if any , are only to the street . Item 6 in the zone requires that the building be 3.5M - 25% of the height of the building- from a property line abutting a residential building . Our building is 3.81M but the width of the elevator shaft and the open stairs and walkways are closer .As we are on the north side of the adjacent property there is no daylight or sun intrusion . The interior space of the building meets the by-law requirement and only a short blank wall and open stairs are within the setback . We provide a significant landscape screen on the south face screening the walkways and the stairs . Lastly we have a parking variance which is the subject of a traffic study and mitigation measures – MODO membership and additional bicycle parking .



We have amended the appearance of the building by eliminating the roof element over the walkway to reduce the apparent mass of the building . Landscaping is integrated with the open stairs and walkway . The parking has been screened from the neighboring property by a combination of a metal architectural panels and by grounding the rear of the building with a planter platform . The exterior of the building has been simplified and a wood element added to create warmth .

The building will have the following ' green features '

1. Drain parking area and roof into treatment swale in landscaped area
2. Energy Star appliances
3. 35 % of all construction material will be re-cycled
4. 35 % of all construction material will be produced within 500 k
5. 70 % of all construction waste will be diverted from the landfill
6. Low VOC paints / green label carpets / formaldehyde free products
7. Wire one parking stall for rapid charging EV
8. Reduced car parking and increased bicycle parking
9. Low E glazing

In summary our proposal is worthy of support as it builds on a previously approved application with a very similar scheme , maintaining the same density of area fitting the zone , reduces the number of units , provides a mixture of small and large units , and enlarges the affordable pool of rental housing in an important urban village.

Regards



Eric Barker Architect AIBC / LEED AP

ERIC BARKER ARCHITECT INC.



727 Pandora Avenue Victoria BC V8W 1N9 | eba@ericbarkerarchitect.ca | 250-385-4565  
r:\current\_drawings\213090 quadra 2560\correspondence\lucina letter 061015\june 6.docx

#### 5.4 Rezoning Application # 00459 for 2560 Quadra Street

Committee received a report regarding Rezoning Application # 00459 for 2560 Quadra Street. The proposal is to permit the construction of a four-storey, 18-unit residential building with ground floor commercial within Quadra Village.

Committee discussed:

- Concerns regarding the north side staircase and if it is included in the calculated FSR.
- This is a site specific zone for the area defined as Quadra Village. If the development proposal is approved the property to the north would not have a reduced setback on its south boundary.

**Action:**

It was moved by Councillor Isitt, seconded by Councillor Madoff that Rezoning Application # 00459 for 2560 Quadra Street be referred back to staff to allow for additional discussion with the applicant and adjacent property owners with particular attention to the setbacks and siting in relation to the adjacent property.

CARRIED UNANIMOUSLY 15/PLUC0016





**Adept Transportation Solutions**  
PLANNING AND ENGINEERING

**2560 Quadra Street, Victoria, BC**

**PROPOSED RENTAL APARTMENT  
COMPLEX**

**Parking Demand Study In Support of  
Parking Variance Application**

**FINAL REPORT**

---

Prepared for:  
Carmague Properties Inc.

Date:  
August 28, 2014

Prepared by:  
Adept Transportation Solutions

W. Wayne Gibson, CTech, Principal  
Senior Transportation Technician

## BACKGROUND

Camargue Properties Inc. engaged Adept Transportation Solutions (Adept) to undertake an analysis of off-street parking demand for the proposed redevelopment of 2560 Quadra Street, in the City of Victoria, BC. The intent of the study was to determine an appropriate off-street parking supply for the proposed rental apartment component of the building.

In 2011, under a similar application, the existing single-family home site was granted a rezoning for a Strata Residential building with 17 units consisting of - 9 bachelors @ 360 ft<sup>2</sup> / 3 - 1 Br. @ 650 ft<sup>2</sup> and 5 - 2 Br. @ 750 ft<sup>2</sup> with commercial uses on the ground floor. The permit was approved by the City with 11 surface stalls for the residential component under the building (a rate of 0.65 stalls per unit) and involvement of the Car Share Co Op along with other TDM measures; however, the project was not constructed.

At this time, the application at 2560 Quadra Street proposes a four-storey building with commercial space on the main floor and 18 rental apartment units above. It will include a mix of 9 - bachelor units under 450 ft<sup>2</sup> and 9 - 2 bedroom units above 750 ft<sup>2</sup>. The commercial space is approx. 655ft<sup>2</sup>. It is proposed that 10 off-street parking spaces be provided as shown on the attached Site Plan.

To advance the project at this time, a new development permit is being sought along with a revised parking variance.

The site location is depicted in the following Area Plan illustrated in **Exhibit 1**.

**Exhibit 1: Area Plan with Site Location**



In order to assess the actual parking demand for this specific land use, Adept Transportation Solutions carried out research related to parking demand for adjacent rental apartments and has analyzed the infrastructure available to support alternative mode of travel. Our findings are described in the following sections.



## EXISTING CONDITIONS

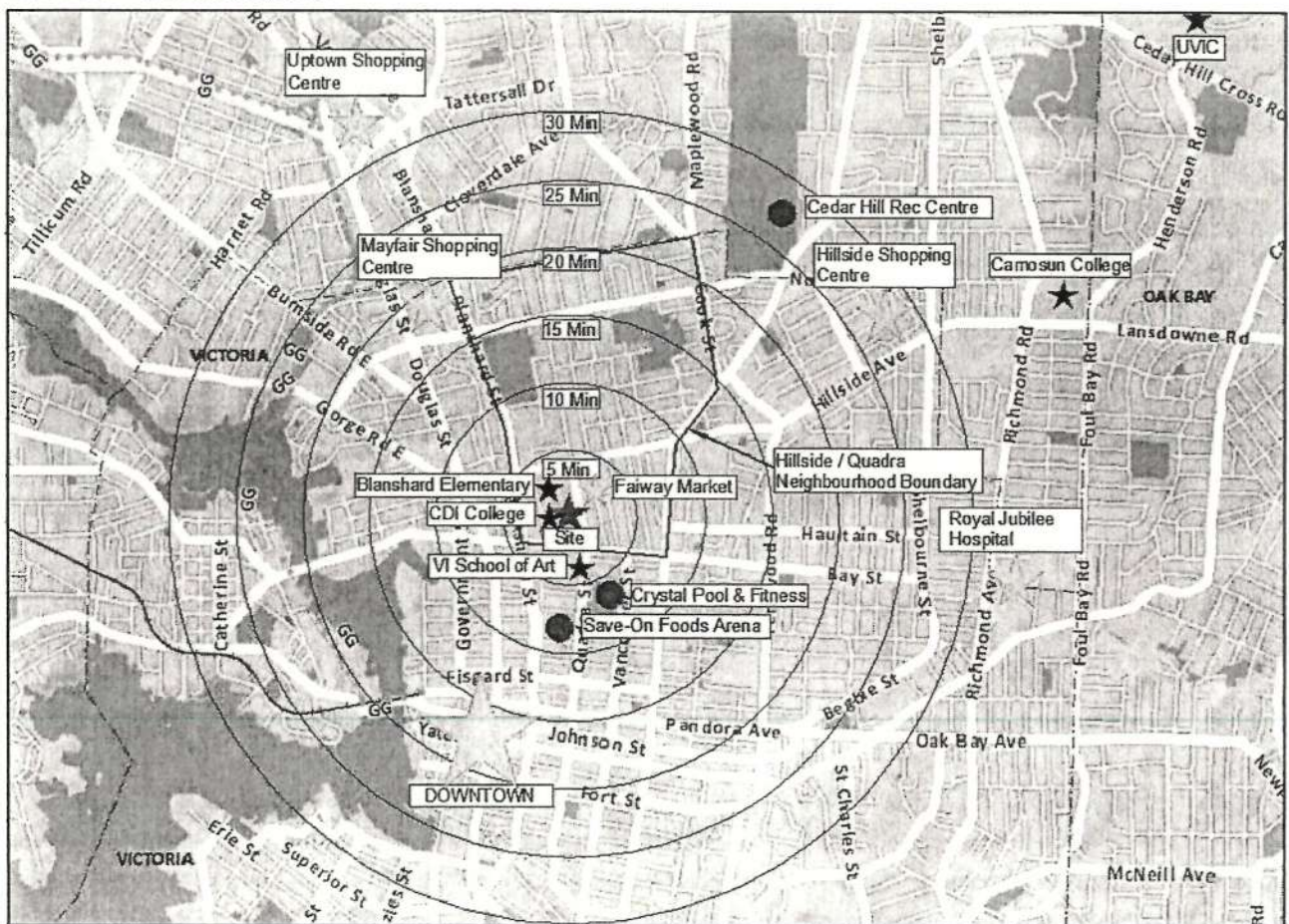
### WALKING:

The Hillside – Quadra neighbourhood is extremely walkable as it is served by the commercial centre at the intersection of Hillside Avenue and Quadra Street known as Quadra Village. Quadra Village provides a mix of retail, service and small office facilities.

The location of the subject development site is also within close proximity to excellent transit services for longer trips. In this mature neighbourhood, infrastructure to accommodate pedestrians is already in place. There are existing concrete sidewalks along both sides of the roads in the vicinity of the site, along with controlled crossings at major intersections.

The following **Exhibit 2 – Walkability Map** shows the approximate walk distance and times for up to a 30 minute one-way walk trip. Major destinations are also identified. For this estimate, an average walk speed was assumed at 1.2 m/s.

**Exhibit 2: Walkability Map**





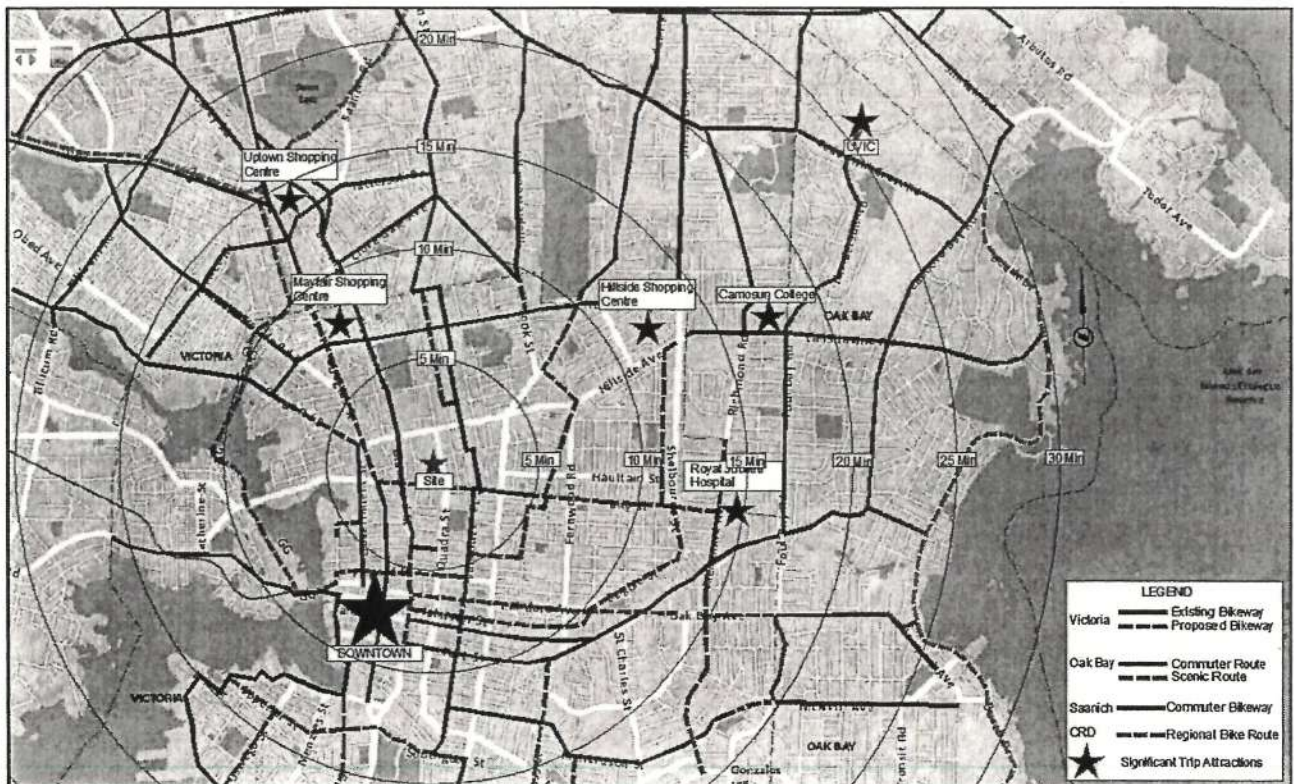
## CYCLING:

Victoria, the "Cycling Capital of Canada" has a mild climate most of the year, moderate topography, and most of the population in the region is located within 6 km of the downtown, which is an ideal range for attracting cyclists.

Cycling is one of the most sustainable modes of transportation and displacement of auto trips by cycling helps to reduce traffic congestion and reduces noxious emissions. The main market segment for journey-to-work trips by bicycle as the primary mode of transportation are less than 8km in length. Cycling can be combined with other travel modes, such as transit.

The following Exhibit 3 - Victoria, Oak Bay & Saanich Cycling Network illustrates the City of Victoria, District of Oak Bay and connecting District of Saanich bikeway networks. The proposed development is located a short distance between two major existing north / south bikeway routes (Blanshard Street and Vancouver Street) and the proposed east / west Bay Street route and is approximately 1 kilometre from the downtown core.

**Exhibit 3: Victoria, Oak Bay & Saanich Cycling Networks**



Bicycle travel distance estimates from the subject development site are shown. These are estimates based on a 10km/h bicycle travel speed and are for illustrative purposes only as there can be a large variation in cyclist travel speed based on trip purpose and rider ability.



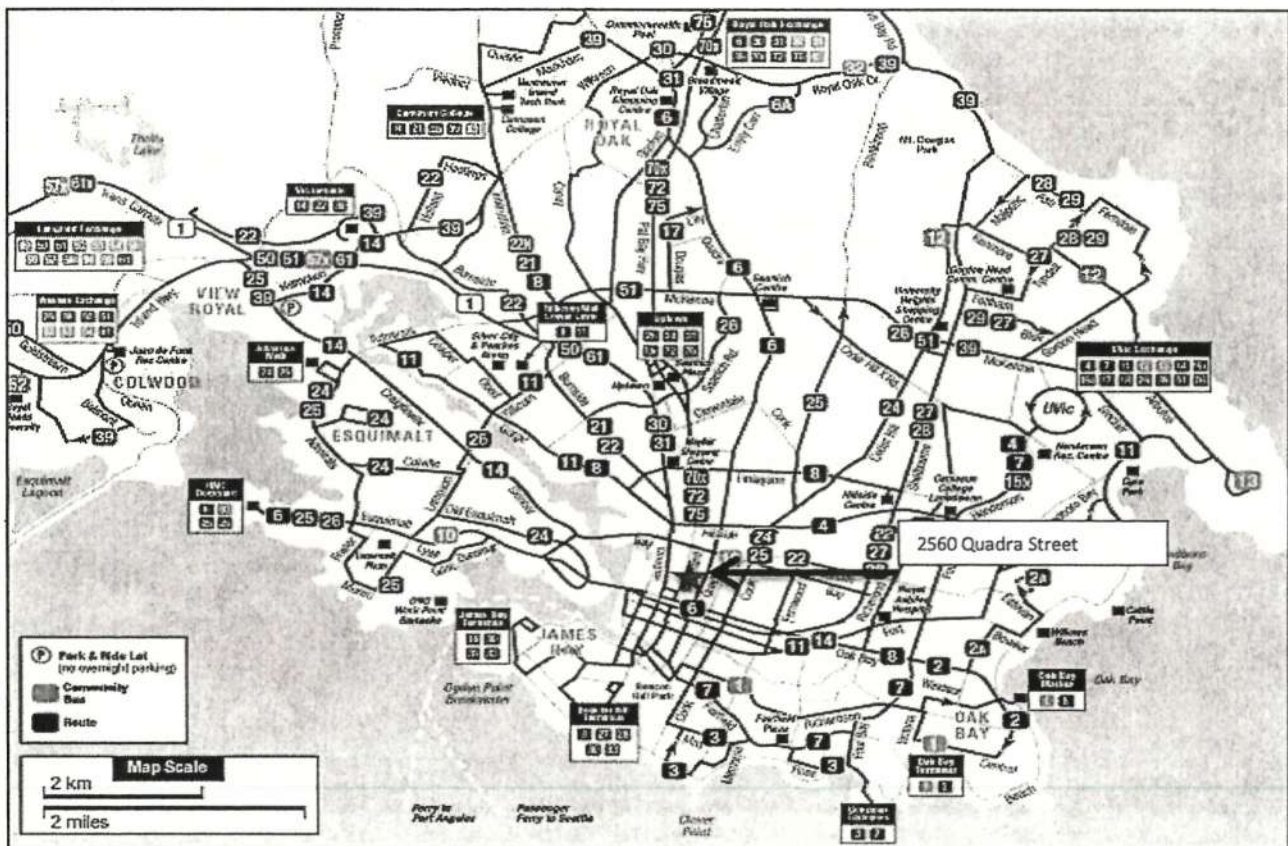
## TRANSIT:

Convenient Transit service with excellent headways is provided along Quadra Street as well as Hillside Avenue which is one block north of the subject site.

Route #6 travels along Quadra Street with sheltered bus stops approximately 100m north of the site. Route #6 operates on 15 minute headways or better for the majority of the day and connects the site to HMCS Dockyard to the southwest via the downtown core as well as to the Royal Oak Exchange to the north. Route #4 operates along Hillside Avenue, which is approximately 260m north of the site, with very short headways and connects Downtown Victoria to Camosun College's Lansdowne Campus and beyond to UVIC via the Quadra Village and Hillside Town Centre areas.

A transit map is provided in Exhibit 4 for reference to the proximity of the site to the transit network.

Exhibit 4: Transit Routes near the Site



## ANALYSIS

### 2011 CRD HOUSEHOLD ORIGIN-DESTINATION SURVEY

According to the 2011 CRD Household OD Survey<sup>1</sup>, conducted by R.A. Malatest & Associates Ltd., the subject site is within the "District 6 - Victoria North" study area. As can be seen in the excerpt below, this area has 14,233 households. The total estimated vehicle ownership within the district is 16,554 which translates to a vehicle ownership rate of 1.16 vehicles per household and a rate of 0.57 vehicles per person. In contrast, the region as a whole has a vehicle ownership rate of 1.63 vehicles per household. The average household vehicle ownership rates for the survey study areas are shown in Table 1 below.

**Table 1: CRD 2011 Household O-D Survey - Vehicle Ownership Rates per Household by District**

Sidney	North Saanich	C. Saanich	Downtown	Victoria South	Victoria North	Saanich North	Saanich East	Saanich West	Oak Bay	Esquimalt	View Royal	Highlands	Langford	Colwood	Metchosin	Sooke
1.5	2.17	1.93	0.77	1.06	1.16	2.08	1.52	1.82	1.57	1.36	1.69	2.73	1.96	1.99	2.2	1.92

### District 6 - Victoria North

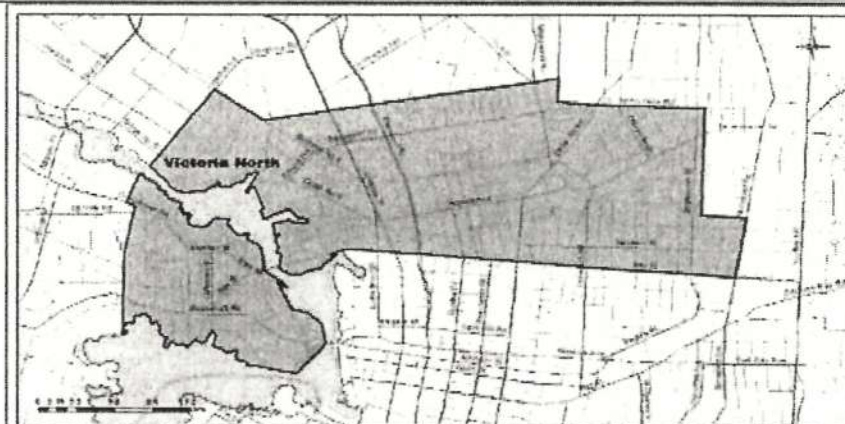
#### Demographic Characteristics

Population	29,167	Actively Travelled	24,599
Employed Population	16,181	Number of Vehicles	16,554
Households	14,233	Area (ha)	774
Jobs in District	20,188		

Occupation	Male	Female	Total	%
Status (age 11+)				
Full Time Employed	6,522	5,439	11,961	45%
Part Time Employed	1,468	2,752	4,220	16%
Student	1,913	2,559	4,472	17%
Retiree	2,383	2,891	5,274	20%
Homemaker	47	292	339	1%
Other	1,141	893	2,033	8%
Total	12,727	13,939	26,666	100%

Traveler Characteristics	Male	Female	Total
Licensed Drivers	9,688	10,774	20,462
Trips made by residents			84,925

Selected Indicators	
Daily Trips per Person (age 11+)	2.91
Vehicles per Person	0.57
Number of Persons per Household	2.05
Daily Trips per Household	5.97
Vehicles per Household	1.16
Workers per Household	1.14
Population Density (Pop/ha)	37.68
Employment Density (Jobs/ha)	26.08
Jobs per Person	0.69



Household Size	Total	%
1 person	5,913	42%
2 persons	5,050	35%
3 persons	1,823	13%
4+ persons	1,446	10%
Total	14,233	100%

Households by Vehicle Availability	Total	%
0 vehicles	2587	18%
1 vehicle	7884	55%
2 vehicles	2983	21%
3+ vehicles	779	5%
Total	14,233	100%

As the Victoria North District covers a broad area with different neighbourhood characteristics, more detailed analysis of the Quadra Village parking trends was undertaken and is described in the following pages.

<sup>1</sup> <https://www.crd.bc.ca/docs/default-source/regional-planning-pdf/transportation/crd-od-survey-dailytravelcharacteristicsreportfinal.pdf?sfvrsn=2>



## CITY OF VICTORIA OFF-STREET PARKING BYLAW

The parking section of the City of Victoria Zoning Regulation Bylaw for the subject site's R3-2 zone stipulates an off-street parking requirement of 1.4 spaces per multiple (rental) dwelling unit of which 10% of the parking supply must be assigned for visitors. Under this scenario, the proposed development would require 25 off-street parking spaces.

## TENANT PARKING DEMAND FOR ADJACENT RENTAL APARTMENTS IN SUBJECT QUADRA VILLAGE AREA

As Adept has done in numerous other 'parking demand' studies, in order to better understand the existing parking trends of similar nearby rental apartment complexes, ICBC was requested to undertake a vehicle ownership search for rental apartments relative to this study along the block of Quadra Street. The results are effective as of February 28, 2014. Exhibit 5 shows the locations of the subject development site and the other 4 rental complexes analyzed as being pertinent to this study, as listed on Table 2. The other two sites marked with an asterisk were analyzed through property management surveys and are discussed in the next section.

**Exhibit 5: Pertinent Study Apartment Complexes**

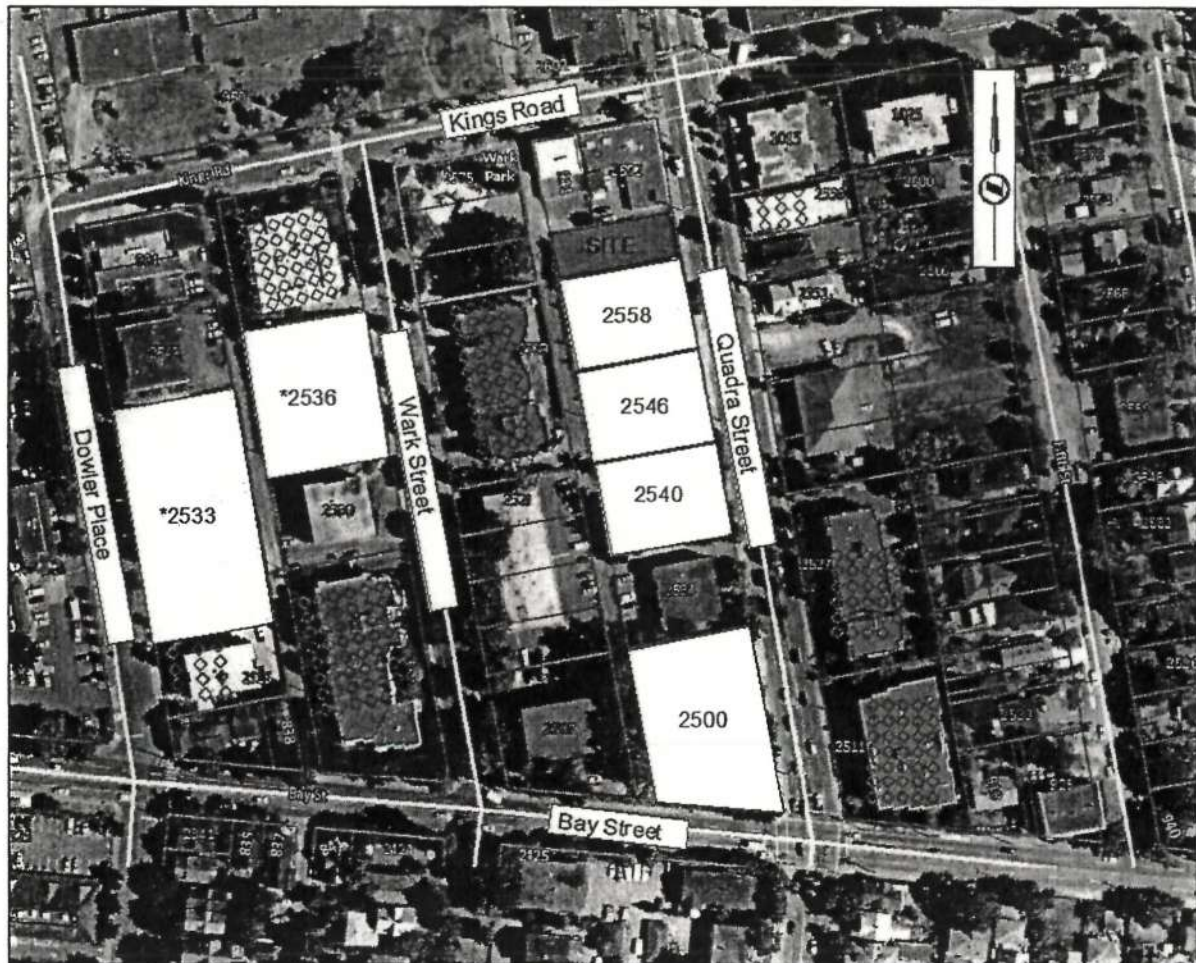




Table 2 summarizes the results of our requested ICBC search of actively insured vehicles by address as of February 28, 2014, relative to this study.

**Table 2: ICBC Vehicle Registration Data Demand for Rental Apartments Directly Adjacent to Subject Site**

Postal Code	Address	No. of Rental Suites	Registered Tenant Vehicles	Ownership Rate	Parking Supply / Rate (spaces per unit)
V8R 4N4	2540 Quadra Street	22	11	0.50	18 / 0.82
V8R 4N4	2546 Quadra Street	21	10	0.48	18 / 0.86
V8R 4N4	2558 Quadra Street	20	5	0.25	11 / 0.55
V8R 4N4	2500 Quadra Street	26	19	0.73	32 / 1.23

As shown in the ICBC data, the four surveyed apartment complexes (containing a total of 89 rental apartment units) has a resident-tenant vehicle ownership rate of 0.51 vehicles per suite. Excluding the 2558 Quadra site (since it is a greater Victoria Housing Society building), results in an average resident vehicle ownership rate of 0.58 vehicles per suite for the 3 standard rental apartment complexes.

#### **\*ADDITIONAL PROPERTY MANAGEMENT SURVEYS**

During field reconnaissance, Adept staff had the opportunity to survey other adjacent rental buildings in more detail.

1. The apartment complex at 2533 Dowler Place contains 43 rental units with 56 surface parking stalls. Of these units, 3 are bachelor, 14 have 1 bedroom and 11 contain 2 bedrooms. According to the resident manager, none of the Bachelor unit residents owned vehicles, 11 of the 1 bedroom residents own a vehicle and all 11 of the 2 bedroom unit residents own one vehicle, for an overall demand of 22 spaces (0.51 vehicles per suite). At the time of this survey, 2 suites were vacant. Parking spaces are unbundled and are exclusive of the monthly rental rate. The cost for a dedicated parking space is an additional \$15/month for an uncovered space and \$25 for a covered space. Currently, the excess spaces are available and advertised for rental and 6 spaces are rented to non-residents. 2 spaces have been reclaimed to accommodate refuse/recycling containers. The site provides a secure common bicycle storage room capable of accommodating 25 bicycles. The room is fully utilized.
2. The apartment complex at 2536 Wark Street contains 23 rental units and has 24 surface parking stalls. Of these units, 1 is a bachelor, 12 have 1 bedroom and 10 contain 2 bedrooms. Two of the 2 bedroom units were vacant at the time of the interview. According to the resident manager, only 5 residents own a vehicle. Approximately half of the tenants are students and use cycling and transit as their primary travel mode.

The compilation of this information is provided in Table 3. Please note that for these calculations, the vacant rental units were assumed to be occupied and have 1 vehicle.



**Table 3: Additional Off-Street Parking Utilization for Rental Apartments**

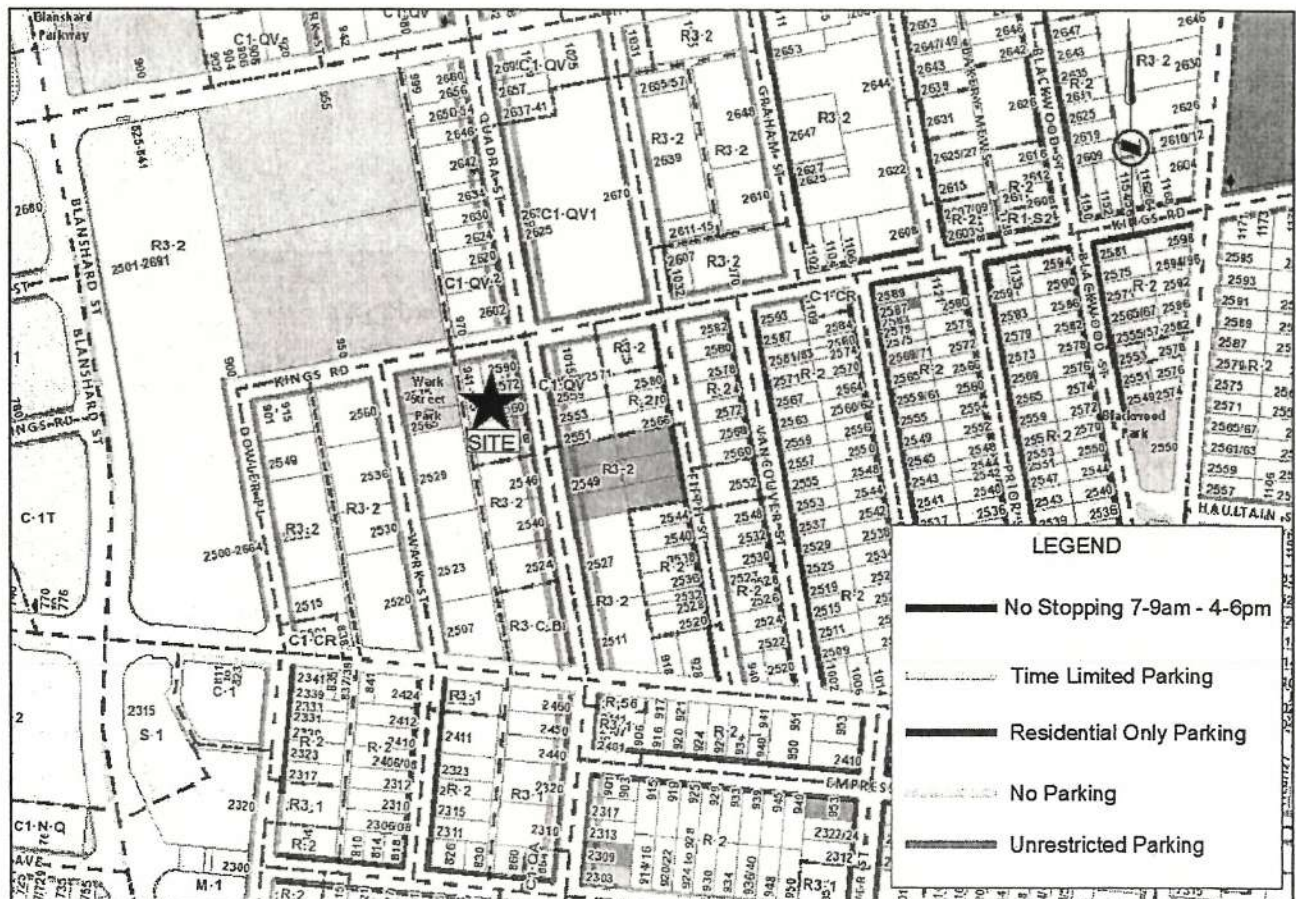
Address	# of units	Bach	1 Bdrm	2 Bdrm	Parking Supply	Parking Utilization / Rate (spaces per unit)
2533 Dowler Place	43	3	29	11	56	*24/0.56
2536 Wark Street	23	1	12	10	24	*7/0.30

Incorporating this additional data into the vehicle ownership calculation results in an average parking demand of 0.53 vehicles per rental suite in the vicinity of the proposed development.

### VISITOR PARKING

Should there be any spill-over of visitor parking, there is ample on-street parking within walking distance available for visitors for all of the rental apartment complexes in the vicinity of the subject site along Kings Road and Wark Street as shown in Exhibit 6.

**Exhibit 6: Parking Availability Near the Site**





## ON-STREET PARKING SUPPLY

There is partially 'Time Restricted' (2 Hours, Monday-Saturday 8am-6pm) on-street parallel parking along the south side of this block of Kings Road. The same restriction applies to both Wark Street and Dowler Place. Along the Quadra Street frontage, 2hr daytime 'Time Restricted' parking is available with the exception of the periods of 7-9am and 4-6pm Monday - Friday.

## BICYCLE PARKING

The project should provide secure "Class 1" bicycle parking spaces at a rate of 2 per unit as well as "Class 2" six-bike parking racks at each building entrance. The proposed Class 1 parking supply is double the current bylaw requirement, but is deemed more practical in this specific area based on our study findings.

## CONCLUSIONS

The current City of Victoria off-street parking bylaw for the subject site does not recognize the important effect that location has in a reduced 'parking demand' rate for apartments in this specific area. The Bylaw does provide some recognition of reduced parking requirements based on 'site location' and specific land-use in many of their zones.

In conjunction with the site being well serviced by walking, cycling and transit infrastructure, local amenities, and the relative proximity to the post-secondary educational facilities, the requested parking variance for this complex is warranted.

Based on the site location, neighbourhood amenities and our study findings, we suggest an appropriate rate for the subject development would be 0 spaces for Bachelor units, 1 space for each of the two bedroom units for a total supply of 9 spaces plus one space for the commercial use for a total of 10 spaces or a parking supply rate of 0.56 spaces per unit. The commercial unit parking stall should be made available to visitors outside of business hours.

Our recent project specific research findings have determined that a parking variance as per our recommendation is warranted for this project; a reduction in the current 1.4 stalls / per unit rate down to 0.56 stalls / per unit.

The justification for our recommended parking variance is as follows:

- compatibility with the City of Victoria and the CRD adopted strategies for encouraging travel modes other than the automobile;
- excellent public transit and pedestrian / cycling infrastructure;
- close proximity to all required amenities (i.e. grocery and other shopping, restaurants / cafes, and medical, including a major Hospital facility and pertinent post-secondary educational facilities);
- proximity to the downtown core area;
- the provision of double the bylaw requirement for secure bicycle storage lockers; and
- there is ample on-street parking available in the immediate vicinity of the site should there be any visitor parking overflow during peak visitor periods.



## RECOMMENDATIONS

In view of Adept's research, analysis and findings regarding the parking demand for this project, it is recommended that Council approve an off-street parking variance for this project from 1.4 spaces per unit down to 0.56 spaces per unit; a variance of 15 off-street parking spaces. That is, instead of the 25 (18 units X 1.4) spaces required under the current bylaw, that Council approve 10 (18 X 0.56) off-street parking spaces for this building permit application; a provision of 10 spaces for the 18 rental units and commercial use.

## Lucina Baryluk

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**From:** nag@quadravillagecc.com  
**Sent:** Sunday, Jun 28, 2015 4:02 PM  
**To:** nag@blanshardcc.com; Lucina Baryluk  
**Cc:** Jenny Fraser (jenfraser@islandnet.com)  
**Subject:** Re: DP for 2560 Quadra - revised plans

Hello Lucina,

We had a meeting with Eric Barker April 13th 2015 as part of a regular NAG meeting. The below excerpt is from the minutes of the meeting and express our understanding of the proposal, and some comments on the proposal as presented at that meeting. This can be included in the information for council.

### 4. 2560 Quadra

On behalf of the proponent Camargue Investments/Groupe Denux, architect Eric Barker

presented revised plans and solicited feedback. The previous proposal dates from May

2014 and required a rezoning from C1QV with a permitted FSR of 1.4 to allow for a FSR

1.8. This application has been withdrawn and the proponents presented plans for a

building that falls within the zoning. They would apply for a development permit which

includes specifications for outside treatment and landscaping.

The building is 4 storeys high, with the 4th storey stepped back, as required by the

zoning. There are 15 units—7 2-BR and 8 bachelors—with a total building area of 868



m2 and 9 parking stalls. There is also bike parking at ground and on each floor. The entrance would be on the south side. The development would require some variances for parking and setbacks. Substantial landscaping is proposed for the SW corner. The NW corner has been “anchored” with paneling/walls to obscure the underground parking. There is a top floor patio (which will be landscaped). Entrance to the units is via open stairs and walkways. Provision has been made for wider walkways to allow residents to extend their living space while respecting the minimum width required by the building code (for fire safety purposes). Decks are now located on the north side of the building.

Meeting attendees had a number of questions about the revised plans. Concerns were expressed about the aesthetics of NW corner of the building. The long high fence

presents a very solid mass, which is not very aesthetically pleasing. The proponents said they would look at this issue.

Thank you,

Rowena Locklin

Hillside Quadra NAG