



Committee of the Whole Report

For the Meeting of December 14, 2017

To: Committee of the Whole **Date:** November 27, 2017

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

Subject: **Rezoning Application No.00549 for 2813 – 2887 Quadra Street and 2814 – 2890 and 2780/82 Fifth Street**

RECOMMENDATION

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

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

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

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

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

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

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 482 of the *Local Government Act*, a zoning bylaw may establish different density regulations for a zone, one generally applicable for the zone and the others to apply if certain conditions are met.

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 regarding the Rezoning Application for the properties located at 2813-2887 Quadra Street and 2814-2890 Fifth Street and 2780/82 Fifth Street. The proposal is to retain the existing rental townhouse development (Quadra Villa) and redevelop the parking lot and adjacent lot at 2780/82 Fifth Street for a 34-unit multiple-dwelling project (rental units).

Two new zones would be created for each portion of the development that reflect the current and proposed uses. With the redevelopment of the parking lot, the existing surface parking would be redistributed to both development sites while at the same time accommodating the parking requirements for the new development. However, a total parking variance of 46 stalls is requested.

The following points were considered in assessing this application:

- The new development is within the range of building forms anticipated by the *Official Community Plan*, which considers ground-oriented multi-unit residential to mid-rise multi-unit residential. In terms of context and fit, the building form provides a good transition between the townhouses and the apartments to the south, and the largely single-family neighbourhood to the east. As the new development is subject to the requirements of Development Permit Area 16, the design and landscaping are addressed in more detail in the concurrent Development Permit Application report.
- In terms of policy support, the *Official Community Plan, 2012 (OCP)*, designates the site as Urban Residential (with the exception of 2780/82 Fifth, which is Traditional Residential) with a corresponding density of up to 2.0:1 FSR in strategic locations with a range of building forms and uses. Both parcels fall below the anticipated density, and neither exceed a 1:1 FSR.
- The applicant provided a report from Adept Transportation Solutions recommending a defined level of participation in a car share to mitigate the effects of the parking shortage. Staff support participation in a car share program to the level indicated.
- Both the existing development and the new project do not fully comply with the standards for siting, and as these siting changes are considered minor in nature and appropriate for the context, these variances will be incorporated into the zones.

BACKGROUND

Description of Proposal

The proposal can be viewed as two distinct developments with a shared off-street parking arrangement. The proposal is to:

- retain the existing 64-unit townhouse development (referred to in this report as Quadra Villa) and create a separate development parcel by severing the surface parking area located on the southern portion of the property
- develop the newly-created parcel, along with 2780/82 Fifth Street, as a 34 unit multiple dwelling rental development (referred to in the report as the new project).

Quadra Villa requires a rezoning as the new development will remove 2875m² of land area, thus, increasing the floor space ratio (FSR) of Quadra Villa, therefore, it no longer complies with its current density regulations of the R3-G Zone, Garden Apartment District. Additional floor area is also being added to this site for laundry rooms and a caretaker's office.

The redevelopment of the site has gone through a number of variations over the last several years, in which one version was presented to Council in January 2013. The ownership has changed since this time, as has some of the design approaches and the overall parking variance has been reduced. Specific details of the building design and landscaping are provided in the concurrent Development Permit Application report.

A parking variance is required for Quadra Villa and the siting for both projects does not meet siting requirements, which is explained in detail in the Analysis Section of this report.

Accessibility Impact Statement

The new project has 12 ground floor units that are generally accessible from individual ground-level entrances. The remainder of the units are accessed from a series of stairways and interconnected corridors (no elevator).

Affordable Housing Impacts

The applicant proposes the creation of 34 new residential market rental units which would increase the overall supply of housing in the area. A Housing Agreement is also being proposed which will maintain the units as rental in perpetuity.

Sustainability Features

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

Active Transportation Impacts

The application proposes the following features which support active transportation:

- bike racks for the new and existing units, along with bike storage for the new project
- bicycle lanes along Fifth Street
- retaining public access through the site.

Public Realm Improvements

The access to the property is from Quadra Street, thus, eliminating the main driveway access from Fifth Street; however, new access to the smaller parking pads would be installed. Fifth Street will become a shared bikeway. The applicant will be required to restore the frontage along Fifth Street through the Building Permit process.

Land Use Context

The parcel is bounded by three streets: Quadra Street, Topaz Avenue and Fifth Street. Overall, the area in the immediate vicinity of the subject site is a mixed residential neighbourhood and includes single-family homes, single-family homes with suites, duplexes, apartment buildings, rental conversions, and three and four-storey apartment buildings.

Quadra Village and Topaz Park are both within walking distance of the subject site.

Existing Site Development and Development Potential

There is currently a 64-unit townhouse project on the site known as Quadra Villa. The buildings were recently renovated which included refurbishing of the decks, replacement of all windows and upgrading of site drainage. The existing townhouses will remain as rentals.

The property is within the R3-G Zone, Garden Apartment District. Without a rezoning the property has limited redevelopment potential if the existing buildings are maintained as the maximum FSR (0.5:1) for the site has been achieved. The Garden Apartment District envisions relatively low-density multi-family residential buildings buffered by open space. The corresponding regulations to achieve this objective stipulate that the majority of units (70%) be limited to two-storeys in height. This zone also stipulates that 40% of the land must be maintained as open site space that is landscaped.

Without a rezoning, if the existing buildings are demolished, an equivalent residential floor area could be constructed; however, the number of units could increase as the zone provides for a smaller dwelling unit size. Other limiting factors would come into effect, such as site coverage, open site space requirements and parking requirements. A Development Permit would also be

required to redevelop under this scenario.

The additional lot added to the proposal (2780/82 Fifth Street) is currently in the R1-B Zone, Single Family Dwelling District. There is currently a duplex on this lot which will be demolished.

Data Table for Existing Quadra Villa

The following data table compares Quadra Villa with the existing R3-G Zone, Garden Apartment District. An asterisk (*) is used to identify where the proposal is less stringent than the existing zone and is generally a result of reducing the parcel size. The setbacks noted with a double asterisk (**) indicate Board of Variance approval in 2011 for setback reductions from Quadra and Fifth Streets, which was obtained to allow reconstruction of the decks and covered staircases. As a new zone will be drafted for this site, it is appropriate to incorporate these reduced setbacks into the zone, as these setbacks are appropriate for the context.

Zoning Criteria	Quadra Villa Existing rental units On subdivided lot	Zone Standard R3-G
Site area (m ²) - min.	7721	1858
Total floor area (m ²) - max.	5605.5*	3834
Density (Floor Space Ratio) - max.	0.73:1*	0.5:1
Dwelling unit size (m ²) - min.	77.1	33.5
Number of Buildings - max.	2	2
Height (m) - max.	8.3	11
Site coverage (%) - max.	39*	30
Open site space (%) - min.	48	40
Storeys - max.	2	2
Setbacks (m) - min.		
Front - Quadra	3.02**	7.62
Rear - Fifth	3.02**	7.62
Side (Topaz)	4.28*	7.62
Side (Interior)	1.25*	7.62
Separation Space Between Buildings (m) - min.	Exceeds requirement	6.1
Parking stalls on site - min.	16*	83 See Appendix 1
Parking separation from dwelling unit	1	1
Visitor parking - min.	0*	8
Bicycle storage (Class 1) - min.	Within units	0 (required for new development only)
Bicycle rack (Class 2) - min.	16 spaces	0 (required for new development only)

Data Table for New Project

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

Note 1: The setback from Quadra Street will be increased as building placement is refined.

Zoning Criteria	Proposal	Zone Standard RTM Zone
Site area (m ²) - min.	3578	920
Total floor area (m ²) - max.	1982	3578 Based on FSR
Density (Floor Space Ratio) - max.	0.56:1	1:1
Height (m) - max.	Block A – 11.15* Block B – 11.07* Block C – 10.94*	10.5
Site coverage (%) - max.	31%	50
Open site space (%) - min.	18*	30
Storeys - max.	3	3
Setbacks (m) – minimum		
Front – Quadra- building face	3.22* Note 1	6.0
Front- Quadra - balcony	1.87* Note 1	6.0
Rear – Fifth – building face	3.86*	4.0
Rear – Fifth - balcony	2.51*	4.0
Side (south) – building face	4.20*	4.0
Side (south) - balcony	2.85*	4.0
Side (north) – building face	1.25*	4.0
Side (north) - balcony	0.94*	4.0
Parking stalls - min.	65	44 See Appendix 1
Visitor parking - min.	8	4
Bicycle storage (Class 1) - min.	57	34
Bicycle rack (Class 2) - min.	3 – 6 space racks	3 – 6 space racks

Community Consultation

This proposal has been to the Community Association a number of times due to the passage of time, changes to the proposal, and the addition of 2780/82 Fifth Street. The two most recent letters from the Hillside Quadra Neighbourhood Action Committee are attached to this report.

ISSUES

The main issues associated with this project are:

- the *Official Community Plan*, 2012, strategic directions and compliance with the intent of the Garden Apartment concept and future development potential
- the location and amount of off-street parking.

ANALYSIS

Consistency with City Policy and Regulations

Official Community Plan (OCP) 2012

The *Official Community Plan*, 2012, identifies the Quadra Villa site within the Urban Residential Designation, which is the same designation as nearby apartment buildings located along Quadra Street and Hillside Avenue. This area is seen as an extension of the residential base within the neighbourhood, which provides the population to support the viability of Quadra Village and transit service along major transit routes.

The Urban Residential Designation envisions a built form that includes low-rise and mid-rise multi-unit buildings of up to approximately six storeys, with a corresponding density of up to 1.2:1, with higher densities (up to 2:1) considered in strategic locations for the advancement of plan objectives. This location is considered a strategic location (OCP Policy 6.23) as it is within 200m of a Large Urban Village (Quadra Village), and is located along an arterial road.

The OCP has an objective of accommodating 40% of all new population and housing growth in, or within, close walking distance of Town Centres and Large Urban Villages. In order to achieve this objective, properties designated Urban Residential that are close to Town Centres and Large Urban Villages will need to be developed at densities that are more aligned with the upper end of the density range (1.2:1 FSR to 2:1 FSR when other plan objectives are advanced). The subject property falls within close walking distance of a Large Urban Village making it a logical site for a higher density than proposed in the application.

The parcel at 2780/82 Fifth Street is in the Traditional Residential designation, with a corresponding upper FSR limit of 1:1. The amount of development on this site is less than the upper limit established within the OCP, and as such, in terms of density, it is consistent with the OCP. The Traditional Residential designation also envisions multi-unit buildings up to three storeys, if on arterial roads. As this parcel will be amalgamated into the development, it technically qualifies as being on an arterial road (Quadra Street).

Both projects fall below the density range anticipated in the OCP, with Quadra Villa at 0.73:1 and the new project at 0.56:1 FSR. While the upgrade and retention of Quadra Villa as family rental housing is desirable, the redevelopment of the remainder of the property can be viewed as underdevelopment of this site; however, without underground parking or a greater parking variance, the carrying capacity of the lot is approaching its maximum limit.

For ease of discussion, it may be easier to consider each project on its own merits.

First, Quadra Villa provides rental family housing (two and three bedroom units) that fills a need within the neighbourhood and the City. The renovation of the building will prolong the life of these units.

Second, the new project will provide a mix and variety of housing units in the area. The transition of building form and height is appropriate for the current adjacent land uses as the OCP does contemplate a full range of building forms and uses from ground-oriented multi-unit residential to mid-rise multi-unit residential. The main issue is that, in light of the OCP, the development may be considered an underuse of the site as higher densities were contemplated in these strategic sites.

Hillside-Quadra Neighbourhood Plan

The *Hillside-Quadra Neighbourhood Plan* does not anticipate redevelopment of this site, although the site abuts an area that is recognized for redevelopment potential to low-density townhouses (Fifth Street between Hillside Avenue and Vista Heights).

As the Plan was drafted in 1995, and Quadra Villa was already constructed (1968), it is likely that the rationale at that time was that Quadra Villa was not a likely candidate for redevelopment.

Consistency with Design Guidelines

The property is within Development Permit Area 16: General Form and Character. A concurrent Development Permit Application accompanies this report.

Zoning Regulation Bylaw

As the parcel size of Quadra Villa is reduced in area, rezoning is required as the existing units will exceed the density limitations of the current zoning. The new zone will recognize the current modified situation and will not provide for any further redevelopment. The siting of the existing buildings will also be incorporated into the zone as they are appropriate for the context. In addition, the proposed laundry rooms and caretaker's office along Topaz Avenue will be incorporated into the zone. The setback along Topaz Avenue (in excess of 4m) is seen as adequate along this frontage, and the addition of the laundry rooms and caretaker's office, will add some activity to the area.

A new zone will be required for the new project based on a modified multiple-dwelling district zone. The new project does not fully comply with height and siting requirements set out in the comparable zone, which is a relatively low-density multiple-dwelling district. The additional height is generally due to the third-storey floor to ceiling height and roof style, which will allow additional light into the upper units by way of clerestorey windows.

The setbacks along Quadra Street are appropriate for the development to provide a street presence for the units to reflect the more urbanized character of the area; however, due to the presence of the proposed Statutory Right-of-Way, the privacy of the proposed units fronting Quadra Street may be compromised should the City exercise the option to relocate the sidewalk within the Statutory Right-of-Way. Staff will continue to work with the architect to provide additional relief off this Right-of-Way by adjusting the siting of Block A. A recommendation in the Development Permit Report reflects this direction.

Along Fifth Street the new units transition to the established setbacks along Fifth Street.

Traffic and Parking Considerations

The main vehicular access to both developments is from Quadra Street. The Fifth Street

access has been eliminated. This is a change from previous proposals, where the main access was from Fifth Street. This has been considered positive as Fifth Street has been identified as a bicycle route; with the main vehicular access relocated to Quadra Street, this will eliminate potential conflicts with cycling on Fifth Street. As there are two parking pods of six stalls each on Fifth Street, traffic from the development on Fifth Street will not be totally eliminated.

The *Zoning Regulation Bylaw*, Schedule C, regulates on-site parking requirements. As the surface parking for Quadra Villa will be eliminated, the parking will be distributed across both development sites. The overall parking standard for both developments combined will not be achieved and a parking variance request of 46 stalls forms part of this application. The detailed calculations are provided in the appendix of this report, along with a Transportation Assessment provided by the applicant's transportation consultants, Adept Transportation Solutions. The consultant reviewed the amount of on-street parking available; however, it is generally required that parking demands be satisfied on-site and not reliant on the availability of on-street parking.

The consultant's report cites locational factors, such as access to public transit, walkability, cycling infrastructure and proximity to Quadra Village to support the request for a parking variance.

In order to mitigate the parking shortfall of 46 stalls, the transportation consultants have specifically recommended participation in a car share program. Staff recommended that the applicant be required to provide these specific measures:

- two car share cars to be provided to Modo at the applicant's expense
- membership to Car Share for all existing and proposed units (1 membership per unit)
- two car share stalls to be located on-site or on Fifth Street (to be determined depending on construction schedules and availability of on-street parking).

With respect to car share participation, a membership for each unit would run with the unit (not the occupant). As such, each unit would be entitled to use a vehicle subject to payment of the regular operating fees by the Modo user. In terms of timing, the existing units will be provided Modo memberships prior to the issuance of any building permits for the new project. This will serve to provide an additional alternative transportation option during the interim construction period. For the new project, a standard agreement to secure a car share will be executed that will be timed with the occupancy of the new units. It should be noted that the Modo vehicles will form part of the Modo fleet, and will be available for all Modo users.

Other mitigating factors include the provision of bicycle storage facilities (Class 1) and short-term bicycle parking (Class 2), which will be provided in compliance with the City's Bicycle Parking requirements for the new project. The Class 1 bike storage facilities provided on the ground level satisfy the Zoning Regulation Bylaw. The additional bike storage facilities are on the second and third level and are not as easily accessed for daily use, but would provide an alternative for longer-term or seasonal storage of bicycles.

The existing units are technically exempt from fully complying with the bicycle parking and storage requirements; however, the applicant is installing bicycle racks under every stairwell (16 spaces in total) to encourage the use of bicycles as a TDM measure.

There will be an immediate loss of on-site parking for Quadra Villa when the construction commences for the new project. The owner has advised that the current car ownership for Quadra Villa is 55 cars. The following strategies have been determined to off-set this impact:

- the parking pods providing 16 parking stalls on-site for Quadra Villa be constructed prior to the issuance of any building permits for the new project

- temporary parking be provided within the new project for 42 cars for the duration of construction. The applicant has provided a sketch plan illustrating this strategy.

This strategy will provide 58 parking stalls in total during the interim construction phase, which will accommodate the existing level of car ownership. In fact, this will provide more off-street parking than is currently available on-site for Quadra Villa.

Once construction is complete, and in order to satisfy the Schedule C requirements for the new development, the parking on the lot will be reconfigured as per the Site Plan (A-1.1), and while the parking demand for the new units will be satisfied, overall Quadra Villa will have a parking shortfall of 46 stalls.

CONCLUSIONS

The redevelopment of the Quadra Villa parking lot into 34 multiple-dwelling units adds a variety of housing forms to the area and represents a transitional fit among the established uses; however, the proposed density at 0.56:1 FSR is significantly below the *Official Community Plan* policies, which would consider densities up to 2:0:1 FSR in this strategic location. Given the limitations of the site, and without triggering any further variances, the density is justifiable.

The redevelopment of this site has a significant parking variance of 46 stalls. The Transportation Demand Analysis prepared by Adept Transportation Consultants indicates that the level of parking provided is sufficient if participation in a car share program is provided to the level specified in the report. Other locational factors support a reduction in the provision of off-street parking. In addition, the bicycle parking and storage facilities will be in compliance with City standards and should provide an additional measure to lessen car use.

ALTERNATE MOTION

That Council decline Application No. 00549 for the property located at 2813-2887 Quadra Street and 2814-2890 and 2780/82 Fifth Street be declined.

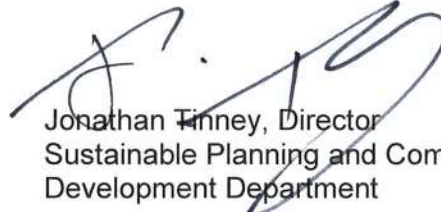
Respectfully submitted,



Lucina Baryluk, Planner
Development Services



Jonathan Tinney, Director
Sustainable Planning and Community
Development Department



Report accepted and recommended by the City Manager:



Date

Dec 7, 2017

Appendix 1

Rezoning Application No. 00549 for 2813-2887 Quadra Street and 2814-2890 Fifth Street and 2780/82 Fifth Street

Transportation Demand Management

The following table outlines the on-site parking situation, based on the Schedule C of the *Zoning Regulation Bylaw*.

On-Site Parking Stalls

	Existing	Proposed	Required	Variance
Quadra Villa 64 units	48 Stalls not marked, so number is approximate	16 (parking pods)	83 Ratio based on 1.3 per unit	67
New project 34 units	n/a	65 (on subdivided lot)	44 Ratio based on 1.3 per unit	Surplus 21 (to be dedicated to existing development)
Total for entire project (98 units)	n/a	81	127	46

Notes:

- Visitor parking allocation is 10% of the *provided* parking.
- The two Car Share stalls have been included in the calculation for available on-site parking stalls, as there is a potential that the stalls may be located on the street.

Parking Ratio Comparison

	Current parking ratio for existing units	Proposed parking ratio for total development	Average vehicle ownership rate for rental apartments	Operative parking ratio with TDM measures
Entire project (98 units)	0.75 per unit	0.82 per unit	0.71 per unit¹	1 per unit ²

Notes:

1. Based on 2012 data
2. Transportation Demand Measures (TDM) include Car share membership for all 98 units, provision of two car share vehicles, and allocation of two parking stalls for car share vehicles (on site or on the street)

List of Attachments:

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