



## The Corporation of the District of Saanich

# Report

**To:** Mayor and Council

**From:** Lindsay Chase, Director of Planning

**Date:** April 1, 2025

**Subject:** 3921, 3925 and 3933 Quadra Street - Rezoning & Development Permit

**File:** DPR00903, REZ00704

### RECOMMENDATIONS

1. That the application to rezone 3921, 3925 and 3933 Quadra Street from the RS-6 (Single Family Dwelling) Zone to the RA-11 (Apartment) Zone be approved by giving Zoning Bylaw, 2003, Amendment Bylaw, 2025, No. 10129, First, Second and Third Reading.
2. That prior to Final Reading of Zoning Bylaw, 2003, Amendment Bylaw, 2025, No. 10129 and Ratification of Development Permit DPR00903 (3921, 3925 and 3933 Quadra Street):
  - a. A covenant be registered to secure:
    - i. Payment of a Community Amenity Contribution based on \$2,880 per unit for a total dollar value of \$210,240, with 30% to the Affordable Housing Fund, 50% to the Local Amenity Fund, and 20% to the Local Park Acquisition Fund prior to issuance of a Building Permit; and
    - ii. The Transportation Demand Management measures as outlined in this staff Report, including a \$50,000 EcoPass Transit fund, the purchase of a carshare vehicle with lifetime memberships for each dwelling unit, and unbundled parking.
  - b. Submission of a revised Civil Serving Plan, Landscape Plan, and Site Plan to the satisfaction of the Engineering and Saanich Parks Departments that resolve outstanding issues including: preferred design alignment of the proposed bike lane to the satisfaction of Engineering Staff, location of the carshare parking with an EV charging station, tree protection strategies for tree #886 proposed for retention, and to address a number of concerns regarding tree species, spatial separation, and planting locations.
3. That Development Permit DPR00903 with variances (3921, 3925 and 3933 Quadra Street) be approved subject to a revised Site and Landscape Plan.

### PURPOSE

The purpose of this Report is to seek Council's decision on an application to rezone three properties at 3921, 3925 and 3933 Quadra Street from the RS-6 (Single Family Dwelling) Zone to the RA-11 (Apartment) Zone to support a 73-unit market condo development. A Development Permit with variances will be required. The applicant is Alan Lowe Architect Inc.

## DISCUSSION

### Land Use and Neighbourhood Context

The three parcels create a 2,743.96 m<sup>2</sup> development site (after road dedication) located on the southeast corner of Quadra Street at St. Peter's Road. The subject site is located along the Quadra Corridor, which is a Primary Growth Area in the Official Community Plan (OCP), just south of the Quadra McKenzie Centre, see Figure 1.

To the west and east of the site there are predominantly single-family neighbourhoods. There is a mix of commercial and industrial uses immediately to the north, with a major grocery store and range of shops needed to serve daily needs being approximately 600 m north in the Saanich Centre shopping plaza at McKenzie Avenue.

The site is close to a range of amenities and schools with Reynolds Secondary School within 500 m, St Andrew's Regional High School, and Cloverdale Traditional Elementary School within 1.5 km and Braefoot Elementary School within approximately 2 km. Playfair Park is approximately 600 m from the site and Reynolds Park is slightly over 700 m. Within 400 m there is a connection to the Lochside Trail providing access to a regional active transportation route and recreational cycling opportunities. The site is close to Rapid / Frequent Transit bus routes on both Quadra Street and McKenzie Avenue.

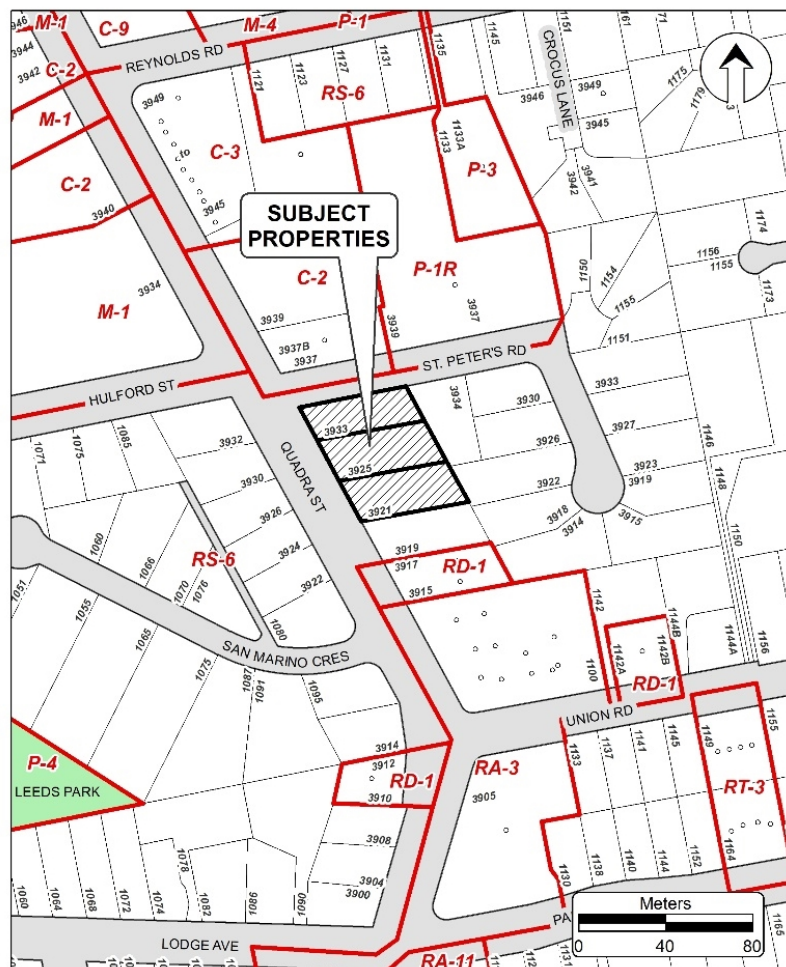


Figure 1: Neighbourhood Context

### **Proposed Development**

The proposal is for a 6-storey residential building containing 73 units with one level of underground parking. Rezoning to the RA-11 (Apartment) Zone is appropriate for the use and density proposed. A draft Zoning Bylaw Amendment is attached as Attachment 1.

A Development Permit for the form and character of the development is also required and is included with this Report as Attachment 2. The draft Development Permit includes variances which are outlined below.

### **Policy Analysis**

The following policies are most relevant to the proposal.

#### Official Community Plan

- 7.2.6 Support the development of the Rapid and Frequent Transit Network (Map 4) by directing higher levels of housing and employment densities near this network and in Transit Oriented Areas and by working with BC Transit to prioritize infrastructure and service investments.
- 7.3.31 Support the following building forms within Primary Corridors: a. Mid-rise buildings (up to 6 storeys); b. Low-rise buildings and stacked townhouses (up to 4 storeys); and c. Townhouses and houseplexes (up to 3 storeys).
- 7.3.32 Support redevelopment and renewal on Primary Corridors to offer a mix of housing types and tenures at densities with support transit and active transportation investment.
- 8.4.2 Add to Saanich's housing diversity by supporting higher-density apartment housing forms in Primary Growth Areas close to transit, services, and employment areas.
- 8.4.4 Support family-friendly housing by encouraging that all new multi-unit residential developments contain a minimum of 30% units with two bedrooms or more, and that at least 10% of all units have three or more bedrooms.
- 8.4.8 Encourage the incorporation of family-friendly features and amenities within new residential developments such as secured child-care space, play areas, and larger family-sized units to support households with children.

#### Quadra Local Area Plan

The Quadra Local Area Plan (LAP) identifies the sites as single-family dwelling on the Land Use Map. Adjacent to the site on the north of St Peter's Road, land is designated for commercial or industrial use, with the closest multi-family dwelling designation being three properties to the south at the corner of Union Road.

#### Draft Quadra McKenzie Plan

The subject properties are within the Quadra McKenzie Study area and would be subject to the Quadra McKenzie Plan (QMP) policies when adopted. The DRAFT QMP identifies the site as Corridor (mid-rise) where primarily mid-rise residential buildings from 3 to 6 storeys would be supported. While a draft policy document is not considered in the process of making recommendation to Council, it is noted that the proposal is consistent with the land use direction in the current version of the Draft QMP.

The proposal is generally consistent with the OCP policies, except that it would not fully meet the family-friendly housing target in policy 8.4.4. The Council policy to have 30% of units be family-friendly is exceeded with 61.6% being 2 bedroom or larger; however, only 6.8% of units

are proposed as 3 bedrooms, thereby not meeting the 10% policy target. The dwelling unit mix and sizes is summarized in Table 1 below. Compared to newer developments the unit sizes are relatively generous, enhancing their suitability for families.

**Table 1: Proposed Unit Mix and Sizes**

Level	1-bed	1 bed + den	2-bed	2 bed + den	3- bed	TOTAL
1	2	5	4	1	1	13
2-4	6	9	21	3	3	42
5	1	2	7	0	1	11
6	1	2	4	0	0	7
<b>Total</b>	10	18	36	4	5	<b>73*</b>
*61.6% (45) units are family-friendly at 2 bedroom or more with 6.8% being 3 bedroom						
<b>Unit Sizes</b>	54-82.8m <sup>2</sup> (582-891ft <sup>2</sup> )	61.4-74.4m <sup>2</sup> (661-800.7ft <sup>2</sup> )	61.4- 108.6 m <sup>2</sup> (661-1,169ft <sup>2</sup> )	85.9-87.8 m <sup>2</sup> (925 – 945 ft <sup>2</sup> )	101-101.5m <sup>2</sup> (1,088-1,093ft <sup>2</sup> )	

### Site and Building Design

The 2,743.96 m<sup>2</sup> corner site currently contains three single family dwellings fronting onto Quadra Street and has a gradual decline in topography from south to north of approximately 3 to 4 m.

The building steps back slightly at the 5<sup>th</sup> level, which has a smaller footprint and fewer units, with a similar step back and reduced footprint at the 6<sup>th</sup> level. All units have access to private outdoor space in the form of a patio or balcony, with shared outdoor amenity space in the form of a children's play structure and a BBQ /gathering area. See Figure 2 below.



**Figure 2: Rendering of Shared Amenity Areas (plans by Alan Lowe Architect Inc.)**



The main entrances for both vehicles and pedestrians would be from St Peter's Road. The pedestrian entrance would be located in the centre of the building, with vehicular access to the underground parking and four surface visitor parking spaces approximately 8 m from the eastern property line.

Included are four ground-oriented units with one east of the main entrance fronting St Peter's Road and three fronting Quadra Street at the northwest building corner, which improve the relationship of the building to the street. The ground-oriented units are possible by utilizing the existing site topography to incorporate a second level loft for the bedroom for that portion of the building sited at a lower elevation.

The building incorporates both vertical and horizontal articulations with a mix of exterior materials. The ground-oriented units and main entrance on St Peter's Road would have a dark grey exterior finish that would also be used on the 5<sup>th</sup> and 6<sup>th</sup> levels. An orange hardie panel would be used predominantly on the 2<sup>nd</sup> to 4<sup>th</sup> level, for the ground floor apartment units, and as a vertical element. Light grey hardie panels with a white architectural feature would create vertical elements, balance the darker grey and brighter orange colours, and provide a cohesiveness to the building design. A roof top trellis at the northwest corner provides visual interest and ties together the white architectural accent feature while providing a prominence to the northwest corner / main entrance area. See Figures 3 and 4 below and Attachment 2.



**Figure 3: Rendering of Northwest corner looking south (plans by Alan Lowe Architect Inc)**



**Figure 4: Rendering of Northeast corner looking east (plans by Alan Lowe Architect Inc)**

The proposal includes storage lockers and bike parking in the underground parkade, with a smaller bike room off the main lobby primarily for larger cargo bikes. An on-site rain garden would be adjacent to the eastern property line, in proximity to the shared BBQ area.

Most trees impacted by the development require removal due to being in the building or servicing footprint, or they are boulevard trees to be removed for frontage improvements. To help retain an existing Garry oak tree on the municipal boulevard, the foundation of the building has been notched inward approximately 5.7 m deep and up to 15 m wide to accommodate the protected root zone. In total there are 25 onsite trees to be removed, of which 15 are bylaw protected. There are also 10 boulevard trees to be removed. Of the on-site trees to be removed, 12 are tightly spaced and unmaintained trees along the rear property line, with the remaining distributed throughout the site. The Landscape Plan shows 21 replacement trees, including four Garry oak trees along the Quadra Street boulevard. Any cash-in-lieu requirements would be determined by Saanich Parks staff at the time of Building Permit.

Overall the proposal aligns with the Development Permit Guidelines, particularly by activating both street frontages, improving the public realm, providing a clear public to private transition zone, providing useable private and common outdoor space, and creating visual interest through vertical and horizontal building articulations and a cohesive range of colours and materials.

Although the majority of staff identified issues have been addressed, a small number of further amendments to the plans are being recommended prior to Council Final Reading of the Zoning Bylaw Amendment. These amendments include the following:

- Finalizing the preferred alignment of the off-site bike lane where it conflicts with a hydro pole.
- Confirming the final location for the carshare parking with EV charger.
- Confirming tree protection measures to help retain tree #886; and
- Addressing some specific concerns on tree species, spatial separation and planting locations.

These are items that can be resolved without delaying Council consideration, however, ensuring they are resolved before Final Reading of the Zoning Bylaw Amendment is recommended.

### **Variances**

Variances to parking and setbacks are requested and discussed below.

**Parking Variances:** The application was initially submitted in 2021. As such, this is considered to be an in-stream application with respect to the recently adopted amendments to the parking requirements. The proposal would provide a total of 54 parking spaces, 47 residential and 7 visitor spaces, 4 as surface parking and the first 3 spaces within the underground parkade. Although residential parking is no longer required in conjunction with specified Transportation Demand Management (TDM) measures, a total parking ratio of 0.74 spaces/ unit is proposed, with a ratio of 0.64 /unit for residents. The applicant had provided a Parking Study in support of reduced parking, which included recommended TDM measures, before the new parking regulations were adopted. Table 2 below compares what is proposed in this project against the Zoning Bylaw, 2003, requirements. Although the applicant is proposing to provide a transit fund for the project that is less than the 3 yrs specified, they would also provide the carshare package (Plan C), unbundled parking (Plan D), and provide a bike repair station and four spaces for cargo bike parking. Overall, this blended TDM package would support various forms of alternative transportation and reduce cost for households without vehicles.

The Parking Study also undertook an assessment of on-street parking capacity and utilization, which determined that “spillover from the site could be accommodated on-street without impacting existing residents.” The report concluded that by committing to the TDM strategies the total parking demand would be reduced to 49 parking spaces, 42 residential and 7 visitors, with a total of 54 proposed. Parking provided in the proposed development exceeds this anticipated demand.

A variance to the new loading space requirement from 1 to 0 is also requested; this is a new regulation recently adopted when this proposal was an in-stream application. The proposal includes 4 surface visitor spaces which could be used for short-term pick-up/ drop-off as available, with one potentially used for carshare parking. Reconfiguring the surface parking to accommodate a larger loading space may impact proposed landscaping, encroach into required setbacks, or impact the proposed bank of visitor parking.

**Table 2: Comparison of Transportation Demand Management Measures**

<b>TDM Measures</b>	<b>Zoning Bylaw Requirements for Primary Corridor</b>	<b>Proposed</b>
<b>Transit Package – Plan A</b>		Required
Transit fund equal to an adult pass for 3 years	Required + one optional package	\$50,000 to EcoPass/UMO fund (equates to 296 rides / unit)
Information packages		✓
<b>Cycling Package – Plan B</b>	Optional	
30% above required		2.7% above required
15% for non-standard bikes		4/75 = 5%
Bike repair station		✓
Electric outlets to 50% of spaces		✓
<b>Carshare Package – Plan C</b>	Optional	

Purchase (1) carshare vehicle		✓
Lifetime membership for each unit		✓
<b>Unbundled Parking - Plan D</b>	Optional	
		✓

Overall, the parking variances are supportable since the development would provide a parking ratio of 0.64 /unit for residents, with a total parking ratio of 0.74/unit despite the Zoning Bylaw, 2003, requirements having been reduced to 0, and given the range of proposed TDM measures.

Setback Variances: There are two relatively minor variances to setbacks requested.

- Reducing the setback to St Peter's Road from 5.0 m to 4.5 m, which includes a related increase in allowable projection for balconies from 1.2 m to 2.2 m, and
- Reducing the rear setback to the south property line from 6.5 m to 6 m.

Neither of these Variances would apply to an entire building face, but instead only apply where building articulations create staggered corners to generally align the building mass with the property lines. Although the property is rectangular, the property lines do not intersect at 90 degrees and therefore the building mass is stepped vertically to align with the angle of the property lines. Given the Variances are relatively minor and allow the building to align with the angled property lines, the Variances are supportable.

### Advisory Design Panel

The proposal was considered at two meetings of the Advisory Design Panel (ADP), August 7 and September 18, 2024. At the August meeting the ADP resolved "That it be recommended that the design to construct a 74 unit, 6 storey residential apartment building at 3921, 3925 and 3933 Quadra Street, be postponed to a future meeting to allow consideration of:

- Universal accessibility and programming of the lobby area and hallways.
- Universal accessibility and programming details of the exterior amenity space.
- Facade design and materiality to address building expression, massing and volume; and
- Softening of the retaining wall interface along the east property line."

At the September meeting the applicant presented revisions proposed in response, including:

- Accessibility improved throughout, including new pathways to access the outdoor amenities,
- A BBQ/gathering area and children's play area were added as common outdoor amenities,
- One unit was removed to enhance the lobby area with a more prominent foyer and additional bike room,
- The underground parkade wall was relocated to provide a 3 m buffer between the property line and the retaining wall with the rain garden relocated to this area,
- Facade improvements, specifically to the lower level and entrance area by adding stacked tiles, relocating the hydro transformer and providing more attractive treatments at the corner, and
- A more uniform elevation along Quadra Street allows all fronting units have direct access to the street.

Following discussion the ADP resolved "That it be recommended that the design to construct a 6-storey residential apartment building at 3921, 3925 and 3933 Quadra Street be approved subject to consideration of relocation of accessible parking stalls to align with accessibility best practices."

In response, the two accessible parking spaces have been relocated to be across the drive aisle from the elevators.



**Consultation**

The Quadra Community Association responded to the initial referral in January 2022 confirming that they had held a meeting with the applicant and concerns identified focused on the increased density, making left turns onto Quadra Street from St Peter's Road, parking impacts, and replacing existing mature trees with new, smaller trees resulting in reduced canopy cover.

**Community Amenity Contribution**

The applicant proposes to align with the Community Amenity Contributions and Inclusionary Housing Policy; therefore, as a market condo project the target rate is \$2,880 /unit. The total contribution would be \$210,240, allocated as follows: 30% to the Affordable Housing Fund, 50% to the Local Amenity Fund, and 20% to the Local Park Acquisition Fund.

**PROCEDURES**

As this application is consistent with the Official Community Plan, notice of the bylaws will be provided pursuant to Section 464(3) of the *Local Government Act* in advance of the Council meeting. This facilitates Council being able to consider the recommendations included in this Report.

Should Council decide to approve the recommendations, the following procedures will occur:

1. At the initial meeting, approval of the application, give first three readings of the Zoning Bylaw Amendment and approval of the Development Permit with variances.
2. After all conditions have been met, the application will come before Council for Final Reading of the Zoning Bylaw Amendment and ratification of the Development Permit.

**COUNCIL OPTIONS**

1. That Council approve the recommendations in the staff Report.
2. That Council reject the application.
3. That Council provide alternative direction to staff.

**FINANCIAL IMPLICATIONS**

There are no immediate implications to the District of Saanich 2024 - 2028 Financial Plan.

**STRATEGIC PLAN IMPLICATIONS**

The proposal aligns with the Housing theme in the District of Saanich's 2023-2027 Strategic Plan by improving the supply of diverse forms of housing in the community.

**CONCLUSION**

The application is to rezone three properties at 3921, 3925 and 3933 Quadra Street from the RS-6 (Single Family Dwelling) Zone to the RA-11 (Apartment) Zone to support a 73-unit market condo development. The 2,743.96 m<sup>2</sup> corner site is adjacent to the southern boundary of the Quadra-McKenzie Centre, located on a Primary Corridor, and within a Primary Growth Area in the OCP.

The proposal is generally consistent with the OCP policies, except that it would not fully meet the family-friendly housing target in policy 8.4.4. Although 61.6% of the units would be 2 bedroom or larger, only 6.8% are 3 bedroom. However, the unit sizes are relatively generous, enhancing their suitability for families.

The project aligns with the Development Permit Guidelines and would provide more housing units in a location that is well served by public transit and is walkable to many services in the Centre.

Prepared by: Andrea Pickard, Senior Planner

Reviewed by: Carl Purvis, Manager of Current Planning

Approved by: Cameron Scott f Lindsay Chase, Director

AP/kb

Attachments:

Attachment 1: Draft Zoning Bylaw, 2003, Amendment Bylaw, 2025, No. 10129

Attachment 2: Draft Development Permit DPR00903

**ADMINISTRATOR'S COMMENTS:**

I endorse the recommendation from the Director of Planning.

Brent Reems, Chief Administrative Officer