



The Corporation of the District of Saanich

Report

To: Mayor and Council

From: Lindsay Chase, Director of Planning

Date: October 17, 2024

Subject: Rezoning and Development Permit Application

File: DPR00878; REZ00699 • 4079 Quadra Street

RECOMMENDATIONS

1. That the application to rezone the site from C-9 (Local Service Station) Zone to C-4 (Office and Apartment) Zone be approved.
2. That Development Permit DPR00878 be approved.
3. That Final Reading of the Zoning Bylaw Amendment and ratification of the Development Permit be withheld pending the following:
 - Registration of a covenant to secure a Community Amenity Contribution of \$10,000 for the Saanich Affordable Housing Fund; and
 - Execution of a Housing Agreement to secure the residential units as rental for a period of 10 years.

PURPOSE

The purpose of this Report is to introduce the subject application to Council. The application is to rezone the property at 4079 Quadra Street from the C-9 (Local Service Station) Zone to the C-4 (Office and Apartment) Zone. The rezoning would support a three storey, mixed-use building containing medical offices and four residential units with surface and under building parking. A Development Permit for form and character is required. Variances are requested for front setback, parking, maneuvering aisle width, and accessory structure setbacks. The applicant is R.W. Wall LTD (Donna Hais).

DISCUSSION

Land Use and Neighbourhood Context

The 1,369 m² triangular shaped site is zoned C-9 (Local Service Station) and located in the North Quadra Local Area on the east side of Quadra Street, within the short block bounded by Nicholson Street on the north and Ian Street on the south. The site is vacant, flat, and largely unvegetated. Surrounding uses consist of single-family residential on the adjoining lands to the east, fronting Tuxedo Drive, as well across Quadra Street, all with RS-6 (Single Family Dwelling) Zoning, and a duplex use south across Ian Street (RD-1 (Two Family Dwelling) Zoning). To the north, adjacent to, and across Nicholson Street are Commercial zoned sites

occupied by low scale/single storey commercial uses (C-1 (Local Commercial Zone)), and a mixed-use building containing medical, other office and residential uses (C-1NC (Neighbourhood Commercial) Zone) (see Figure 1).

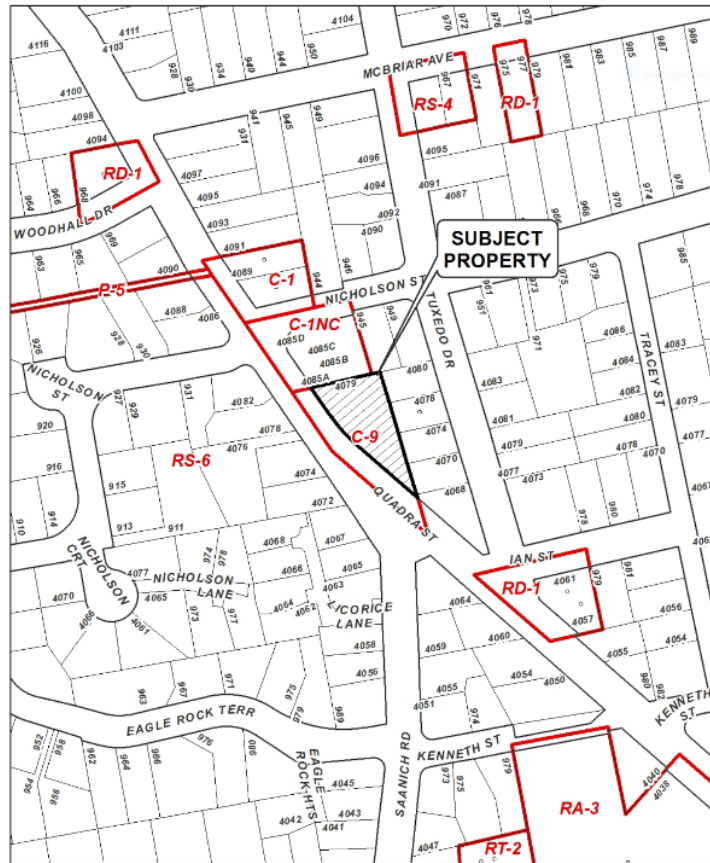


Figure 1: Neighbourhood Context

The site was formerly a gas station use which is a specified industrial use listed in the Contaminated Sites Regulation (CSR) Schedule 2 Activities under the Environmental Management Act. A Certificate of Compliance (COC) regarding radiation of the site and previous contamination was issued in 2008 and is still valid.

The site is designated “Centre” and located in the Quadra McKenzie Centre, but outside of the Quadra McKenzie Transit Oriented Area, per the Official Community Plan (2024). The location is also within the Quadra-McKenzie Plan area where additional policies will apply when that area plan process is completed and approved by Council. The site is 570 m north of the McKenzie Avenue-Quadra Street intersection which is considered the focal point of this Centre. Quadra Street is designated as an All Ages and Abilities bike route as part of Saanich’s planned Long-Term Bicycle Network and is currently serviced by a High Frequency BC Transit route connecting the Royal Oak Exchange with Downtown.

Proposed Development

The proposal is for a three-storey mixed-use building containing medical (specifically dental) offices and four residential apartment units. The project data is contained in Table 1 below.

Table 1: Project Data

Project Data			
Lot Area	1369.1 m ²		
Unit Total	4		
Floor Space Ratio (FSR)	0.64		
Height	12.8m/ 3 Storeys		
Lot Coverage	31%		
Open Space area	518 m ² /38%		
Medical Office GFA	406 m ²		
Residential GFA	467m ²		
Unit Types	Three 1-bedroom One 1-bedroom + den		
Setbacks			
	Apartment Use	At-Grade	Accessory Structure/Pergola
Abutting a Street/Quadra	3.75m	3.75m	1.7m
Rear	16m	12.3m	n/a
Interior Side North	14.8m	14.8m	n/a
Interior Side East	7.5m	6m	1.7m
Parking			
Total Parking	21		
Small Car	3/14.2%		
Total Medical Use Parking	19		
Total Residential Parking	2		
Total Visitor Parking	3 (up to 15% of medical office stalls can be used)		
Total Accessible Parking	1		
Bicycle Parking			
Residential Class I	4		
Residential Class II	6 space rack		
Medical Use Class I	3 spaces in bike room		
Medical Use Class II	3 space rack		

Given the triangular site configuration, the building footprint is a triangular layout, tapering to the south and has a relatively small floor plate and coverage to be able to meet setback requirements for the C-4 (Office and Apartment) Zoning. All lot lines are well landscaped with robust landscaping, including a selection of trees. A significant portion of the setback area along the building frontage is also well landscaped and two areas of this landscaping provide screening for the north side parking areas. The maximum number of boulevard trees that can be accommodated on this site's frontage (six) are proposed (see Figure 2).

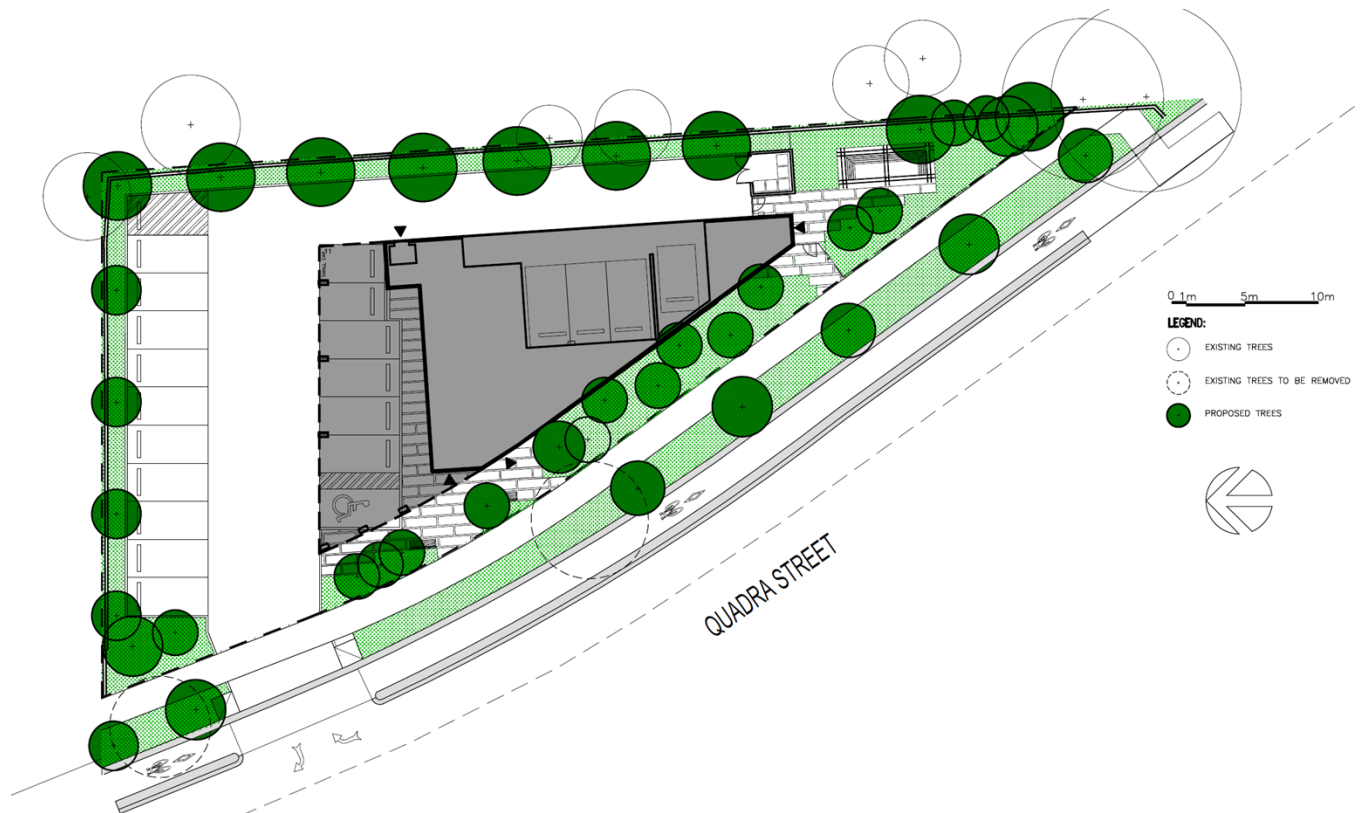


Figure 2: Site Plan - from Plans by O.C.A. Architecture Inc.

A total of 21 parking spaces is provided, inclusive of one accessible space and three small car spaces. Parking is provided as both surface parking to the north of the building (17 spaces) with a portion of these spaces being covered by the north elevation building overhang, as well as under building parking at the rear of the building where four parking spaces are dedicated to residents (two) and staff (two), accessed off a rear drive aisle. Guest parking for the apartments is provided based on using a portion (15%/three spaces) of the medical office spaces as permitted by the Zoning Bylaw, 2003, regulations.

A compliant two-way access and vehicle manoeuvring aisle off Quadra Street into the parking area is provided with a right-in, right out only requirement for access/egress. The rear drive aisle servicing the dedicated parking bays is narrower than allowed by zoning regulations and requires a variance (see Figure 2).

A well-designed bike room for seven bikes is located on the ground floor which includes a cargo bike space (four Class 1 spaces for the apartments and three for the medical offices). The room is accessed from a covered pathway, separated from the parking area, leading from the sidewalk to the north elevation of the building. Medical office and apartment guest bike spaces are provided in a covered location at the entry to the bike room (three rack) and uncovered, to the south of the site access in a paved area that connects to the primary front entry (six rack).

A pergola (2.5 m high) with bench seating in a landscaped setting is provided at the south end of the site and provides a focal point for the garden area. It provides a location for outdoor communal space for both medical office clients and residents. It is fenced with 1.8 m high decorative black metal fencing which allows a view into the garden area and is gated for

security so that the area may be secured after hours. Given the narrowness of the lot in this area the pergola requires setback variances.

A fenced (2.0 m high) garbage enclosure is located at the south end of the rear drive aisle. The south/exterior facing section is well screened by landscaping. Engineering reviewed the plans and found the truck maneuvering plan acceptable.

The proposed building height is three storeys and 12.8 m. Figures 3 through 7 below show the proposed elevations, a north/south section, and a 3-D perspective of the proposal. The exterior finishes are a variety of materials and colours (metal, stonework, and wood) to articulate the elevations.

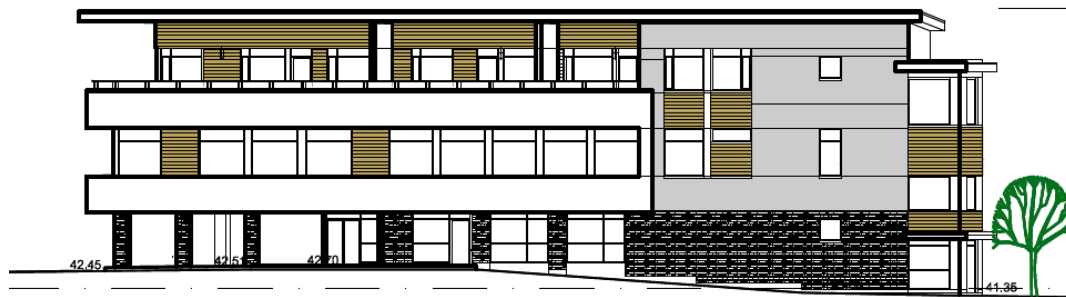


Figure 3 - Front/Street Facing Elevation - from plans by O.C.A. Architecture Inc.



Figure 4 - North Elevation - from plans by O.C.A. Architecture Inc.



Figure 5 - Rear/East Elevation - from plans by O.C.A. Architecture Inc.

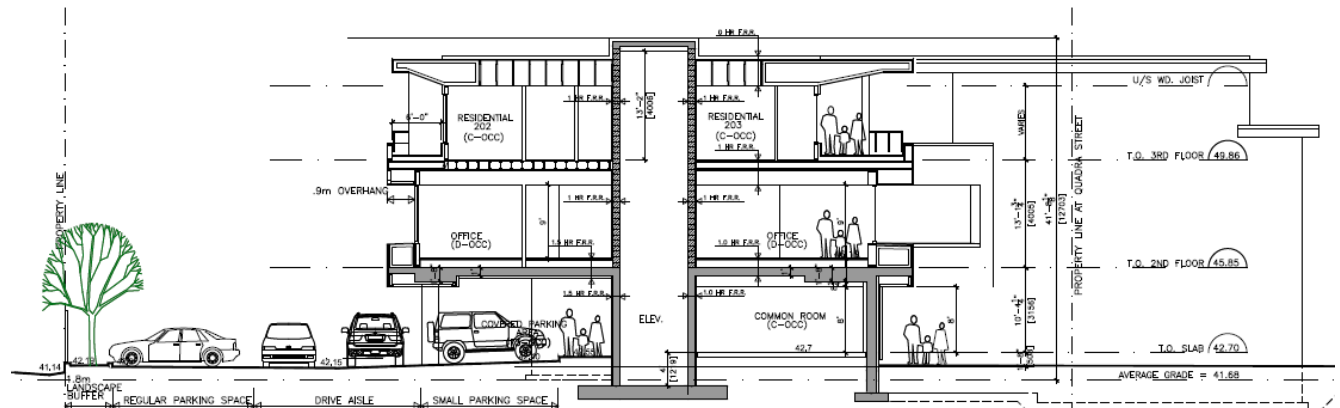


Figure 6 - North/South Building Section- from plans by O.C.A. Architecture Inc.



Figure 7 - View from southwest along Quadra - from plans by O.C.A. Architecture Inc.

Consultation

The applicant undertook community consultation from late 2021 into 2022, sharing proposed plans with the North Quadra Community Association and making a presentation at the Community Association meeting of February 24, 2022; delivering an information package door to door to the 21 most proximate properties; and mailing 73 additional information packages to neighbours. The door to door and mail out addresses were included in the community consultation overview memo provide by the applicant.

BC Transit

BC Transit supports this project as it increases density in an area well-served by transit.

Community Association

The North Quadra Community Association provided feedback by email dated March 03, 2022, in which they advised that they have no objection to the project but outlined some minor concerns, most of which were outside the remit of the applicant to address or were addressed through staff feedback.

Advisory Design Panel

The proposal was considered by the Advisory Design Panel (ADP), on May 4, 2022, who acknowledged that the project was commendable given the awkward shape of the site. The

ADP moved that the development be approved subject to further consideration of:

- Reducing the ground floor parking area to improve lobby, bike storage and pedestrian experience.
- Implementing a decorative fence and gateway for the outdoor amenity area to improve Crime Prevention Through Environmental Design requirements.
- Reconsideration of use of Garry Oak trees as street trees.
- Revision of the south end of the corner point building to improve architectural prominence by adding glazing or using a different material.

The applicant responded to the Advisory Design Panel's comments by addressing all recommendations in revised plans to the satisfaction of staff.

Community Contribution

The applicant is proposing to provide \$10,000 to the Affordable Housing Fund (\$2500/door) and to secure all four rental units as rental tenure for a 10-year period. The application was filed when the Interim Community Amenity Contribution (CAC) Policy was in place and the proposed CACs were agreed under that policy. Since then, the Community Amenity Contributions and Inclusionary Housing Policy was approved by Council and this policy permits projects with six or less units to be exempt from CAC's.

The Interim CAC Policy identified the per unit fee range as being \$3,000 to \$5,000/unit (Section 6.4). Based on the proposed 10-year rental timeframe for the apartments, Section 6.4 (iii) permits the target fees to be reduced by 50%.

These contributions will be secured by Covenant and a Housing Agreement.

Relevant Planning Policies

The following outlines the District of Saanich Planning policies which are most relevant to the subject proposal.

Official Community Plan 2024

Future Land Use Designations are set out in Table 2 of the OCP (2024). Centres are defined as areas intended to provide a broad range of community and service needs, significant employment, and housing opportunities at an urban scale. These areas are supported by the Rapid and/or Frequent Transit Network, All Ages and Abilities cycling facilities, and other sustainable transportation infrastructure. Centres are expected to include high-quality public spaces and urban design.

- 7.3.3 Support development in Centres and Villages that:
- a. Encourage a diversity of housing, economic and cultural opportunities;
 - b. Enhance the mix of uses that supports area vibrancy;
 - c. Support transit and other forms of sustainable transportation;
 - d. Provide publicly accessible amenity space that complements the public realm, and creates identifiable focal points within each growth area;
 - e. Set aside land for public open space in the form of parks, playgrounds, recreation programming, open air plazas, and other assembly and activity spaces;
 - f. Encourage the integration of residential, commercial, and recreational land uses.

- 7.3.5 Develop Primary Growth Areas to be pedestrian-oriented through features such as generous sidewalks, places to sit, active building frontages, high quality urban design and landscaping/shade trees with a focus on accessibility and climate adaptation.
- 7.3.12 Generally concentrate the tallest building forms and intensities of residential and employment activity near the centre or focal area of each Centre/Village and on front-facing parcels along Primary Corridors and locate lower forms and intensities near the periphery of the Primary Growth Area.
- 7.3.20 Support the following uses in Centres:
a. Mixed-use; b. Residential; c. Commercial; d. Institutional/Mixed Institutional; e. Light industrial; f. Recreation; g. Park; and h. Public Utility.
- 7.3.21 Support the following forms in Centres:
a. High-rise buildings (up to 12 storeys); b. Mid-rise buildings (up to 11 storeys); c. Low-rise buildings and stacked townhouses (up to 4 storeys); and d. Townhouses and houseplexes (up to 3 storeys).
- 8.1.1 Increase new housing units across the housing spectrum and continue to implement the Housing Strategy.
- 9.3.8 Require bicycle parking/storage/charging and other end-of-trip facilities such as change/shower rooms where appropriate, in commercial, institutional, recreational, and multi-unit residential buildings and at a key community destination such as parks, recreation and education centres, and commercial and employment areas.

Development Permit Area Guidelines

The Development Permit Guidelines (DPA Guidelines) were adopted by Council on February 26, 2024. The outcome of this review resulted in a suitably scaled and designed building for this challenging site which also complies with the key elements of the DPA Guidelines.

Policy Analysis

The OCP (2024) envisions taller multi-storey developments in Centres while also allowing for other building forms, particularly on the periphery of the Centre. Low-Rise/Mixed-Use developments are permitted in Centre designations. Accordingly, the proposed form and mix of uses are compliant with OCP (2024) policies. Additionally, the proposal contributes to meeting other important policy objectives within the OCP (2024) including:

- The project contributes to housing by including units with the main use of medical office and offers these units as rental tenure for a 10-year period; and,
- Provides employment and services within the Centre;
- It helps to support the establishment of more compact, walkable neighbourhoods that provide for a variety of local resident needs.

Design Review

On balance, the development complies with the relevant aspects of the DPA Guidelines. Primarily, the building achieves a positive relationship to the street with appropriate articulation and massing. Site and building design respond well to the unique site conditions of the triangular shaped lot.

All proposed setbacks are appropriate and well landscaped. There is sufficient and well landscaped open space on site and a pergola in a garden setting is proposed at the south end of site, as well as benches in other areas for outdoor seating. All units are well designed spaces and have functional private outdoor spaces in the form of balconies a minimum of 1.8 m deep.

Legible and convenient pedestrian connectivity via pathways within and from outside the site are provided, offering key points of connectivity from the sidewalk to the bike room, building entry, common room, and garden space. The main entry is visible from the street.

While there is surface parking, the area is well screened by thick (1.8 m to 3.75 m) and robustly planted landscape buffers. Sub-grade parking could not be achieved on a site of the size and configuration and could have implications for additional site contamination requirements.

A well-designed bike room is provided, with clear and safe access from the street. Workplace shower facilities are provided, and bike spaces exceed the required amount under the Zoning Bylaw, 2003, helping to promote this mode of transportation.

Variances

The variances required to rezone the site to C-4 (Office and Apartment) Zone are set out in Table 2.

Table 2: Requested Variances

	REQUIRED	PROPOSED	VARIANCE
Setbacks			
Street Facing Setback (Quadra Street): Apartment Use	7.5 m	3.75 m	3.75 m
Interior Side Yard Setback (east): Accessory Structure	6.0 m	1.7 m	4.3 m
Street Facing Setback (Quadra Street): Accessory Structure	3.75 m	1.7 m	2.05 m
Parking and Maneuvering			
Total Parking	27	21	6
Residential Parking	6	2	4
Medical Office Parking	21	19	2
Maneuvering Aisle Width	6.75m	5.92m	0.83m

Apartment Setback

The C-4 (Office and Apartment) Zone in Zoning Bylaw, 2003, requires that apartment uses be subject to greater setbacks than other permitted uses. The building has been designed to try to meet these bylaw regulations but given the limited site width due to the triangular lot configuration, the street facing setback could not be achieved. The reduced setback to the units is mitigated by the location on the third level (a vertical setback), with living areas setback further through 1.8m deep balcony spaces, along with a heavily landscaped street facing setback area. Meeting the setback in this instance would negate the inclusion of any residential units in the project.

Accessory Building Setbacks

The proposed pergola with bench seating provides a focal point for the landscaped garden area at the south end of the building. It is a wooden structure well screened by robust plantings. Given the very narrow lot configuration in this location a setback variance to the street facing lot line /Quadra Street and the interior east lot line is required. The siting variances requested are relatively minor and supportable. With the robust landscaping in setback areas, low scale height (2.5m), the reduced setbacks will not be perceptible nor impactful.

Parking

The proposed parking reduction is relatively inconsequential in both number and impacts. The site location directly adjacent to the Frequent Transit Network and provision of excellent bike facilities offsets the small parking reduction. As such, supplying a right-sized amount of vehicle parking for new developments will be important in achieving broader District-wide goals.

Maneuvering Aisle Width

Zoning Bylaw, 2003, requires that 90-degree single bay parking stalls have an aisle width of 6.75m to ensure efficient and safe maneuvering. Given that there are only four car bays, all of which are dedicated to staff and residents, there will be little conflict in using the rear drive aisle. A small car bay has appropriately been placed in the southernmost parking bay which would be the most challenging location for backing out/in. No negative impacts arise from the reduced aisle width.

PROCEDURES

As this application is consistent with the Official Community Plan (2024), 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, first three readings of the Zoning Bylaw Amendment and approval of the Development Permit.
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 support the application to rezone 4079 Quadra. Staff recommend this option.
2. That Council reject the application.
3. That Council provide alternate direction to staff.

FINANCIAL IMPLICATIONS

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

STRATEGIC PLAN IMPLICATIONS

The subject proposal works in part towards achieving one of Council's key Strategic Plan within the achieving the Strategic Plan 2023 - 2027, namely, the development of "Affordable and diverse housing that meets our residents' needs now and, in the future,". The development also addresses other Strategic Plan goals, including:

- Increasing housing supply and diversity to support more affordable, vibrant, and inclusive communities;
- Integrating sustainable modes of transportation with land use planning; and
- Building connected neighbourhoods with a focus on active transportation and accessible services.

CONCLUSION

Staff are supportive of the Rezoning and Development Permit Application for the following reasons:

- The proposed development is on balance, consistent with relevant policies in the OCP (2024) and the Development Permit Guidelines Area Guidelines;
- The project site and configuration require a suitable scale and thoughtful design solution which have been delivered;
- The project is a mixed-use building, which is well landscaped and designed, bringing a level of street activation and rejuvenation to this section of Quadra Street;
- The development provides Community Amenity Contributions above what is currently required for projects of less than six units and includes rental tenure for all units for a 10-year period; and,
- The variances sought are minor and supportable.

Overall, the small site with prominent frontage of this section of Quadra Street is enhanced by the proposed uses, building design, and landscaping.

Prepared by: Christine Rickards, Planner

Reviewed by: Amber Walker, Acting Manager of Current Planning

Approved by: Lindsay Chase, Director of Planning

CR/es

Attachment: 1. Advisory Design Panel Minutes May 4, 20232022

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.

Brent Reems, Chief Administrative Officer