Town of Qualicum Beach MEMORANDUM

TO: Daniel Sailland, CAO

FOR: Regular Council, February 3, 2021

FROM: Luke Sales, Director of Planning

SUBJECT: Zoning Amendment: 103 Railway Street

RECOMMENDATION

- 1. THAT the bylaw entitled "Town of Qualicum Beach Land Use and Subdivision Bylaw No. 580, 1999, Amendment (103 Railway Street) Bylaw 580.110, 2019" be adopted.
- 2. THAT Council directs staff to issue a Development Permit for 103 Railway, as described in the February 3, 2021 memo to Council, subject to the completion of a Works and Services Agreement.

PURPOSE

To consider a zoning amendment application that would permit a 17-unit multi-residential building on the subject property.

BACKGROUND

The owner of 103 Railway Street has made an application to change the zoning for the subject property from Comprehensive Development Zone 6 (CD6) to Residential 20 (R20). The proposal is to permit a 17-unit multi-residential building on the subject property.

The subject property is currently zoned CD6 and is located within the Village Neighbourhood and is designated as Mixed Residential 1 in the Official Community Plan (OCP). The lot size is approximately 1,413m². The proposed R20 zone is a residential zone that has a higher density than the other neighbouring residential zones.

The bylaw has received three readings by Council. A Public Information Meeting was held on August 20, 2020 and a Public Hearing was held on September 16, 2020. All the required covenants have been registered and the bylaw is now ready to be adopted.



Figure 1: Subject Property

DISCUSSION

Following is an overview of land use regulations and design guidelines relevant to the property.

LAND USE

Zoning: The proposed R20 zone is a new zone that was created in response to applications for Railway Street. The zone has been adopted for the proposed affordable housing development on the Town-owned lands located at Railway Street and Village Way.

Density: The property size is approximately 1,413m². The proposed density (17 condominiums) is approximately 120 units/ha, which is higher than the 60 units/ha identified as the maximum density for Mixed Residential 1 in the OCP. The applicant has confirmed that the proposal is eligible for a 44% density bonus, which would increase the allowable density to 86 units/ha. The development is eligible for the underground parking density bonus, energy efficiency density bonus and electric vehicle infrastructure density bonus. Even with the density bonus, the proposal is higher than the density outlined in the OCP. However, given that it is less than one block from the uptown commercial area, staff consider the density to be reasonable.

Height: The proposed building height is 15m. The proposed building is higher than the 12.75 m permitted in the R20 zone, so the Development Permit will include a variance to height. One of the main reasons for the height is the steep topography - the building is three storeys on the south side and four storeys on the north side. The height variance is needed on the north side, where natural grade is lower.

Two shadow studies have been provided by the applicant. One shadow study is for the current proposal and the second shadow study is for a two storey building as currently permitted under the zoning. Both shadow studies show that the building's shadow will be cast primarily to the north and west. The most significant impact will be on the single family dwelling to the west, as well as the streetscape along Memorial Avenue. Reducing the building height does not significantly increase the light to the west, as a lower building would still shadow the neighbouring property.

Setbacks: The front lot line setback is 4.5m, which meets the minimum 2.7m setback, the interior side lot line setback is 1.5m, which projects 1.5m within the minimum 3.0m setback, and the rear lot line setback is 2.75m, which meets the minimum 2.0m setback. In addition, the applicant has noted three posts, one on the northeast corner, and two on the Railway entrance canopy, that will be within the setbacks. If this project is approved, the setbacks could be varied through the Development Permit.

Parcel Coverage: The proposed parcel coverage is 55%, which is on the high end of residential zones. For reference, the adjacent R14 has a maximum parcel coverage of 42%.

Parking: The proposal provides twenty-six off-street parking spaces, which meets the off-street parking requirements.

2018 Official Community Plan

The property is located within the "Village Neighbourhood" land use designation in the 2018 Official Community Plan (OCP), the area where development, redevelopment and densification are encouraged. The Village Neighbourhood General Policies are as follows:

1. The Town shall support the redevelopment of the "Village Neighbourhood" in a manner that demonstrates the vision of the Sustainability Plan, encouraging expanded services, compact residential development, and tourism facilities while maintaining a strong village character.

Staff Comment: This proposal is a compact residential development.

2. The Town shall discourage owners from restricting occupation or ownership of a residential unit because of age. *Staff Comment: As per the July 15, 2020 Council meeting, a motion was passed to ensure there are*

no age restrictions on the subject property.

- 3. The emphasis of street design shall be pedestrian-friendly, rather than car-friendly. *Staff Comment: There are no proposed sidewalks on Railway Street, as the paved roadway is more of a pathway than it is a vehicular route. The design along the west side of Memorial Avenue is not pedestrian friendly, as pedestrian accommodations are consolidated on the east side due to elevations, and the alignment of the road within the right of way.*
- 4. In order to support school enrollment, the Town shall explore ways to attract young families to the Town and school catchment area. *Staff Comment: The proposal is for mostly two-bedroom condominium units. Some families would be suited to two bedrooms, but young families are not the target market for this proposal.*
- 5. The Town shall require new developments in the Village Neighbourhood to submit a Rainwater Management Plan as part of the development approval and permitting process. *Staff Comment: Staff are in the process of reviewing the Rainwater Management Plan.*
- 6. The Town shall discourage multi-family housing projects that seek to separate themselves from the surrounding community by containing the development within walled or fenced enclaves with centralized and/or controlled access points. *Staff Comment: The proposal does not separate itself from the surrounding community.*
- 7. Through various methods including rezonings, regulatory bylaws, incentive programs and education, the Town shall encourage a diversity of housing to meet the needs of people of all ages, income levels and special needs. *Staff Comment: The proposal is for 17 multi-family units, which will diversify the Town's housing stock.*
- 8. Through various methods including rezonings, regulatory bylaws, incentive programs and education, the Town shall explore opportunities to improve the energy efficiency of subdivisions and building construction.

Staff Comment: The applicant has confirmed that the proposed development will be eligible for the energy efficiency density bonus, which means the proposed development will exceed the minimum energy requirements in the BC Building Code.

- 9. The Town shall encourage the efficient use of land within the Village Neighbourhood. *Staff Comment: This proposal is an efficient use of land.*
- 10. The Town shall require a site-specific tree and vegetation management and conservation plan for all new development proposals in the Village Neighbourhood. *Staff Comment: No tree and vegetation management plan has been submitted as part of the proposal. There is only one tree on the site, which will be removed.*
- 11.As part of the off-site works and services related to a building permit or subdivision, the Town shall consider the requirement that owners provide for improvements to the street frontage, including sidewalks, street trees, and street lighting. *Staff Comment: Staff are in the process of discussing off-site works and services.*
- 12. Buildings should be a maximum of three storeys in height. However, the Town may consider taller buildings on a case-by-case basis with consideration to factors such as topography, solar access, compatibility with adjacent uses, neighbourhood impact, views and community amenities. The Town will also recognize increases in typical ceiling heights in the consideration of height limits.

Staff Comment: The proposed development is three storeys on the south side and four stories on the north, due to the topography of the parcel.

The following policies are specific to Mixed Residential 1 designation:

- 1. The Town recognizes existing single-family and two-family dwellings within the area designated as 'Mixed Residential', as shown on map 'Schedule 2.2'. *Staff Comment: The proposal is to remove the single-family dwelling to build seventeen condos.*
- 2. The Town will consider rezonings for multi-family residential uses within the area designated 'Mixed Residential', as shown on map 'Schedule 2.2'. *Staff Comment: The subject property is located within the 'Mixed Residential area.*
- 3. The maximum density for residential dwellings in the Mixed Residential 1 area shall be up to 60 dwellings/ha. However, the Town will consider density bonuses in order to provide affordable housing, underground parking, 'green' buildings, adaptable design features, public amenities and public open space as part of multi-family residential development within the "Village Neighbourhood".

Staff Comment: The applicant has confirmed that the proposed development is eligible for a 44% density bonus, which would increase the allowable density to 86 units/ha. The proposed density is 120 units/ha, which is higher than the density outlined in the OCP.

4. The Town shall develop a suitable multi-family residential zoning for the 'Mixed Residential' area that will encourage small-scale developments in accordance with 'Development Permit Area M1' design guidelines. *Staff Comment: No multi-family residential design guidelines have been developed.* 5. The implementing bylaws and policies of the Town shall ensure that existing trees are retained where possible, as part of the on-site landscape requirements for multi-family residential developments.

Staff Comment: A landscape plan has been submitted, which includes additional plantings. The applicant identified one existing tree on the parcel and has confirmed the tree will be removed.

- 6. Sidewalks, curbs and gutters, grass boulevards, trees, and pedestrian-friendly streetscapes shall be encouraged as part of multi-family developments. *Staff Comment: The proposed development includes trees and landscaping, but does not include sidewalks. However, no separate sidewalk is warranted, as Railway Street is a half-width road and intended to be pedestrian-oriented.*
- 7. Building designs and site development for multi-family residential developments shall conform to the 'Development Permit Area M1' design guidelines. *Staff Comment: The guidelines are discussed later in this memo.*
- 8. The Town shall develop more detailed design guidelines for 'Development Permit Area M1'. After development of design guidelines, the densities for Mixed Residential 1 and Mixed Residential 2 should be reviewed to ensure compatibility with the design guidelines. *Staff Comment: Additional detailed guidelines have not been developed at this time.*

Development Permit Area M1 – Village Neighbourhood: The subject property is in the "*M1 – Village Neighbourhood*" Development Permit Area (DPA). If this development proceeds through the zoning amendment process, Council would consider issuance of a Development Permit in conjunction with adoption of the proposed zoning amendment bylaw. Following is a review of the M1 Development Permit Area Guidelines.

- Developments shall be at a scale to complement the existing single-family residential uses while creating a transition area for the commercial and institutional uses. *Staff Comment: The scale of the proposed development does not complement existing single-family residential uses due to the size and design of the building. However, the area is intended for densification and will likely see other multifamily redevelopments in the near future.*
- 2. The shape of developments shall avoid massive building components in favour of more intimate clustered designs. Such designs could include varied rooflines, ground floor access to individual units, courtyards and landscaping that stress the human scale of buildings and site improvements.

Staff Comment: The design consists of one building with varied rooflines. However, there is no ground floor access to individual units and no features that emphasize the human scale of the buildings. However, the building does incorporate a number of gables and articulations to break up the mass of the building.

3. Public spaces for community gathering should be integrated into designs wherever possible.

Staff Comment: There are no onsite spaces for community gathering, and there is minimal space on the site for outdoor space. Given the size of the parcel, it would be difficult to integrate onsite public spaces. There are nearby greenspaces for community gathering, such as the train station and community garden area.

103 Railway Street February 3, 2021 Council Meeting

4. Parking facilities shall be integrated with the site landscaping and buffered from adjoining parcels and buildings on site through the use of trees, shrubs and screens. Smaller clusters are preferable.

Staff Comment: Parking facilities are underground and meet this policy.

5. Driveways, and off-street parking areas shall be located off lanes and shall be avoided along major and local streets to produce a streetscape that is visually more pleasing and to reduce the conflict with pedestrians.

Staff Comment: The proposed development utilizes access off of Village Way.

SUMMARY

The proposed zoning amendment for 103 Railway Street would change the zoning from CD6 to R20 to permit a 17-unit multi-family development. The application is supported by many OCP policies, including underground parking facilities and increasing density in the Village Neighbourhood. The density is higher than what is outlined in the OCP and the scale of the building is larger than the existing single family dwellings in the neighbourhood, but on balance staff consider this proposal to be in alignment with OCP policy. Staff recommend adoption of the zoning amendment bylaw.

ALTERNATIVES

- 1. THAT "Town of Qualicum Beach Land Use and Subdivision Bylaw No. 580, 1999, Amendment (103 Railway Street) Bylaw 580.110, 2019" be denied;
- 2. THAT Council requests the following changes to the zoning amendment application for 103 Railway Street: *[insert changes]*; or,
- 3. THAT Council provides alternative direction to staff.

Rebecca Augustyn, MCIP, RPP Planner Report Writer

Luke Sales, MCIP, RPP Director of Planning

Daniel Salilanc CAO Concurrence

Attachments:

BYLAW.580.110 - 103 Railway Street (R20).docx PLANS.103RailwayStreet.February32021.pdf

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Concurrence

TOWN OF QUALICUM BEACH BYLAW NO. 580.110

A BYLAW TO AMEND THE TOWN OF QUALICUM BEACH LAND USE AND SUBDIVISION BYLAW NO. 580, 1999

WHEREAS the Council may, under Section 479 of the *Local Government Act*, divide the municipality into zones, regulate within a zone the use of land, buildings and structures, the density of use of land, buildings and structures, and the siting, size and dimensions of buildings and structures and may, under Section 482 of the *Local Government Act*, establish different density regulations for a zone depending on whether conditions relating to the provision of amenities or affordable or special needs housing are met, and may designate an area within a zone for particular types of housing, and

WHEREAS the owner of the land described in this Bylaw has consented to the designations set out in the Bylaw;

The Council of the Town of Qualicum Beach, in open meeting lawfully assembled, hereby enacts as follows: "Town of Qualicum Beach Land Use and Subdivision Bylaw No. 580, 1999" is hereby amended as follows:

- 1. "Schedule 6A Zoning Map" is hereby amended by changing the zoning designation of Lot 15, Block 18, District Lot 59, Newcastle District, Plan 2005 Except Part in Plan 1300 RW from Comprehensive Development Zone 6 (CD6) to Residential 20 (R20) as shown outlined in heavy black line on Schedule 'A' which is attached to, and forms part of, this Bylaw.
- "Schedule 6A Zoning Map" is hereby amended by changing the zoning designation of Parcel A (DD C43820) of Lot 14, Block 22, District Lot 59, Newcastle District, Plan 1802. from Comprehensive Development Zone 6 (CD6) to Residential 20 (R20) as shown outlined in heavy black line on Schedule 'A' which is attached to, and forms part of, this Bylaw.
- 3. This bylaw may be cited as "Town of Qualicum Beach Land Use and Subdivision Bylaw No. 580, 1999 Amendment (103 Railway Street) Bylaw No. 580.110, 2019."

INTRODUCED FOR FIRST READING this 12th day of August, 2019.

READ A SECOND TIME, as amended, this 15th day of July, 2020.

Notice published pursuant to Section 182 of the *Local Government Act* on the 2nd day of September, 2020 and the 9th day of September, 2020.

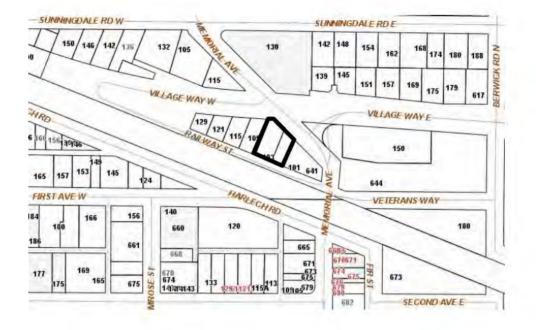
PUBLIC HEARING held this 16th day of September, 2020.

READ A THIRD TIME this 16th day of September, 2020.

ADOPTED this >>> day of >>>, 2020.

Brian Wiese, Mayor

Heather Svensen, Corporate Administrator



Schedule 'A' - BYLAW NO. 580.110



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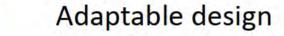
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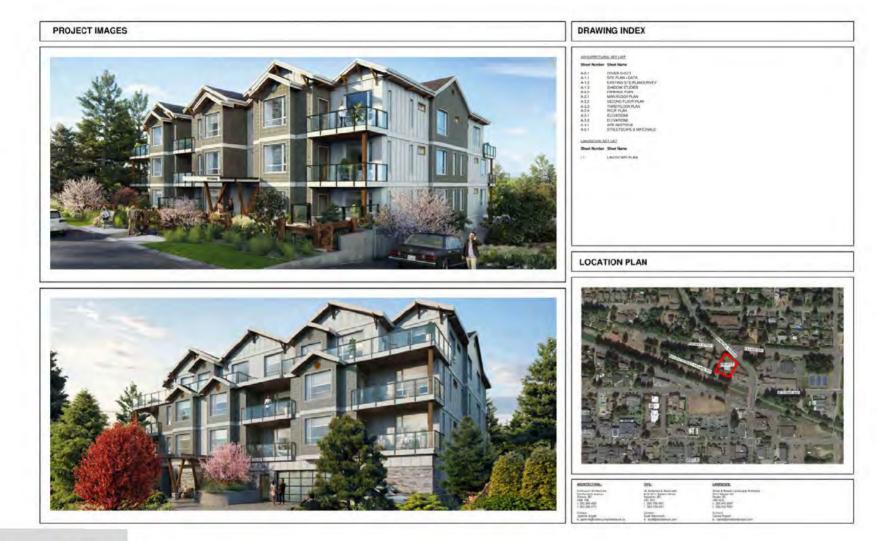
Built Green Gold level of sustainability

- Electric vehicle charging stations
- Ample bike & scooter storage



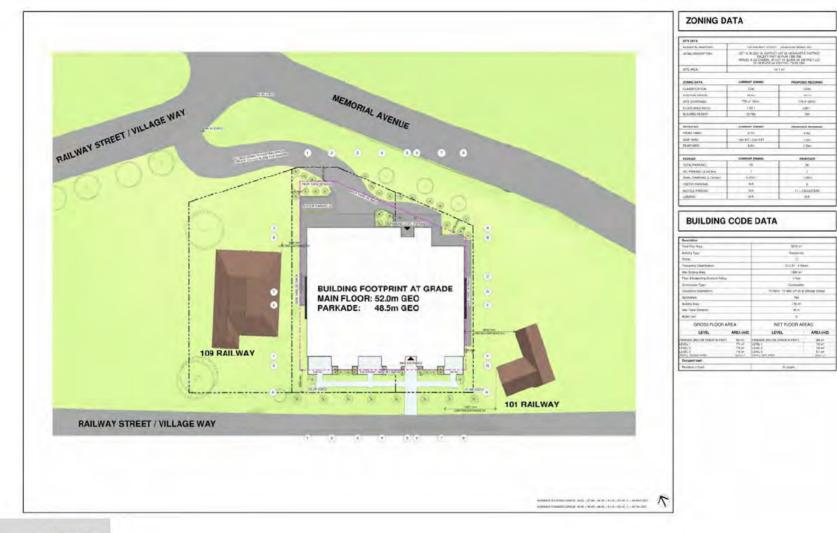
- Sustainable landscaping; complementary to Qualicum Beach boulevard design program
- Pedestrian access from Railway; vehicle access from Village Way





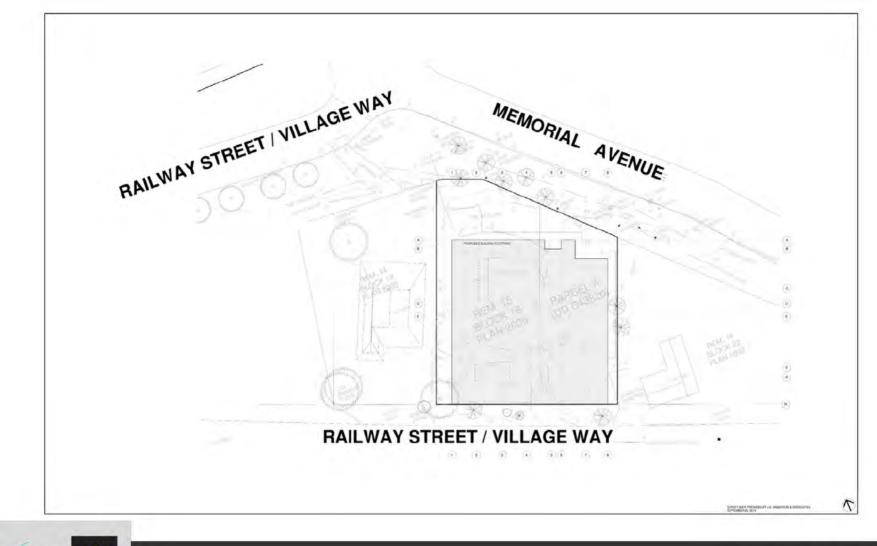


Cover



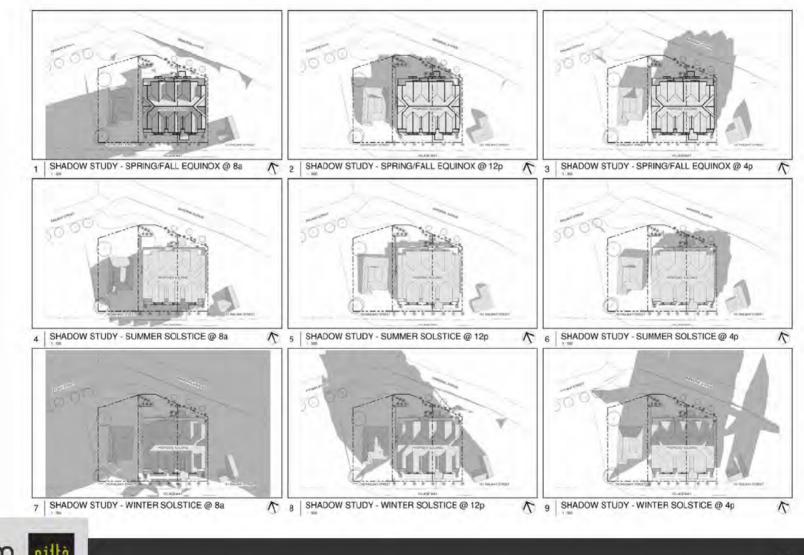


Site Plan





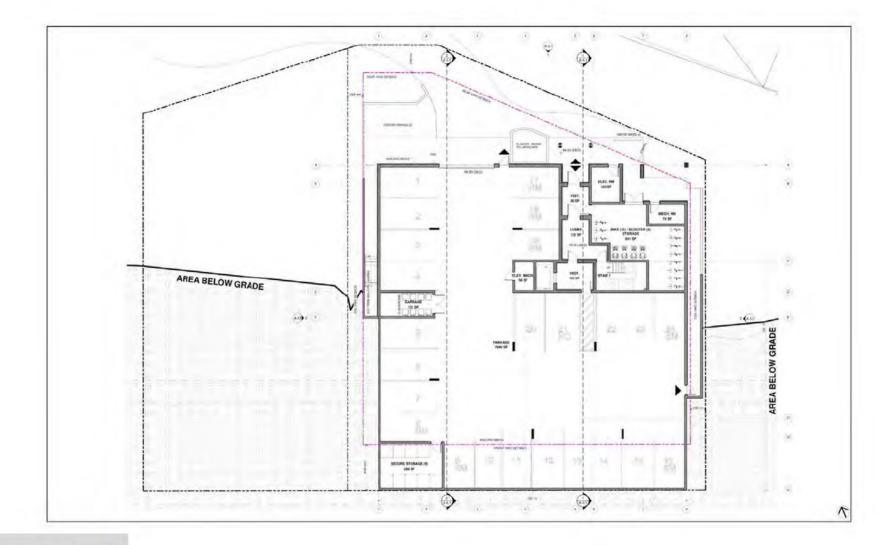
Existing Site Plan / Survey





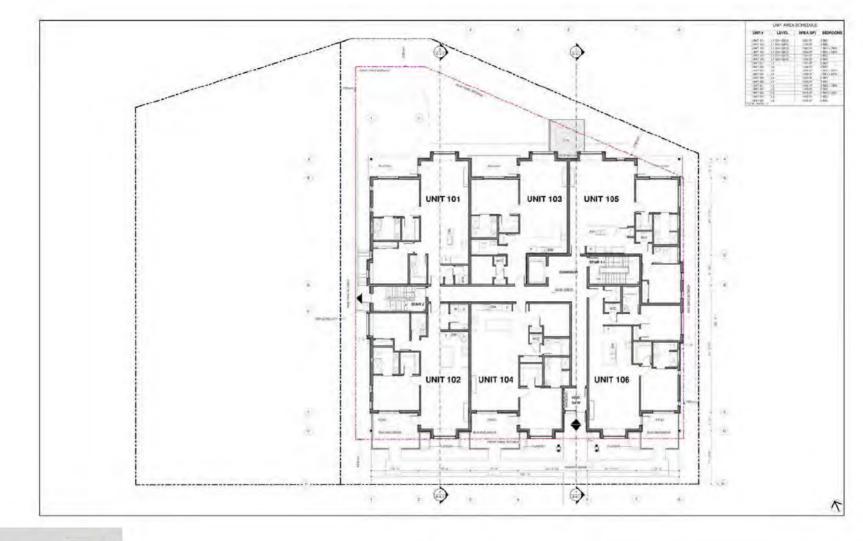
Shadow Studies





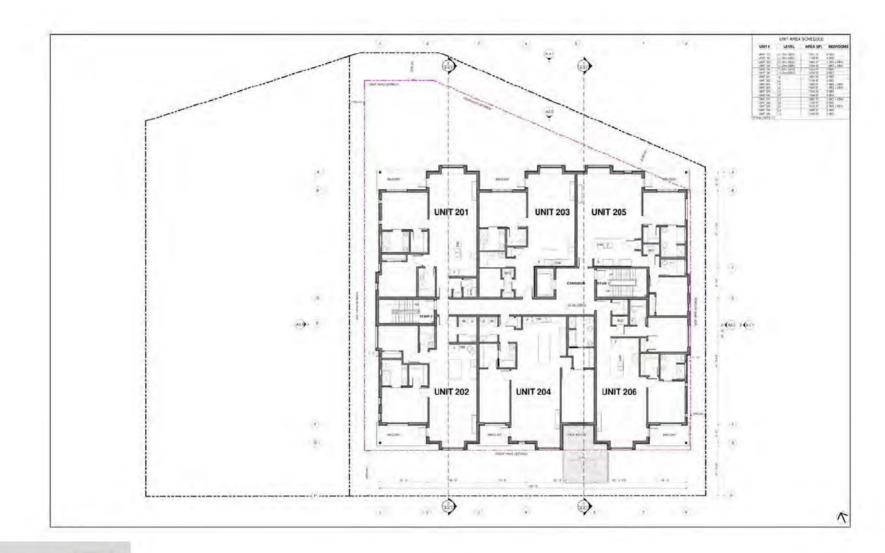


Parkade Plan



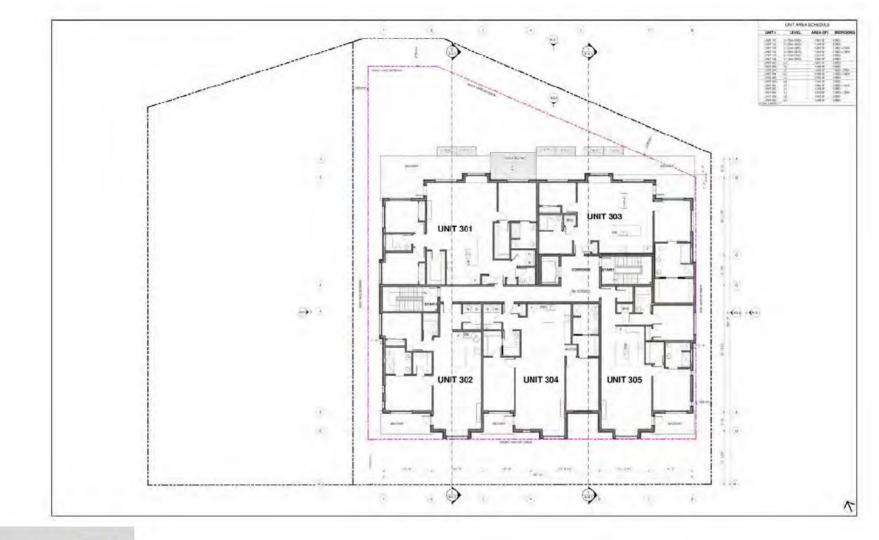


Main Floor Plan



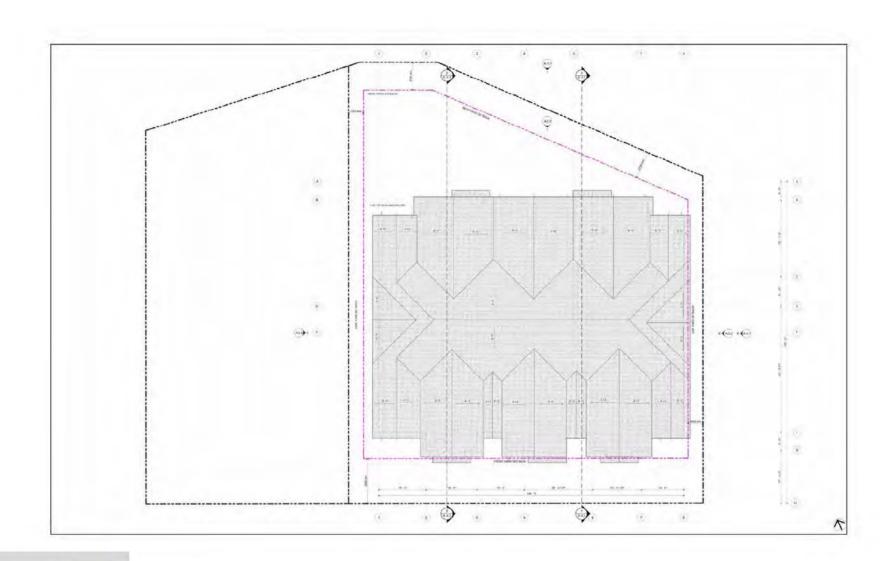


Second Floor Plan





Third Floor Plan





Roof Plan



ARCHITECTURE

group

Elevations









Streetscape & Materials











South Entrance





North Entrance





Corner of Railway & Memorial





Across Memorial Drive