

2860-20 Quadra

The Corporation of the District of Saanich

Report

To: Mayor and Council
From: Sharon Hvozdanski, Director of Planning
Date: September 29, 2015
Subject: Development Permit Amendment
File: DPA00822 • 3934 Quadra Street

PROJECT DETAILS

Project Proposal: The applicant proposes to amend Development Permit DPR95-0011 to allow for exterior changes to the existing building, to construct a new building entrance, and to construct exterior storage structures for use as a self-storage facility. Six variances are requested related to setbacks (2), parking requirements (3), and landscaping (1).

Address: 3934 Quadra Street

Legal Description: Lot 1, Section 32, Victoria District, Plan 31953

Owner: Prostorage Services Saanich (Quadra) Inc., No. BC0800412

Applicant: Prostorage Services, Jordan Milne

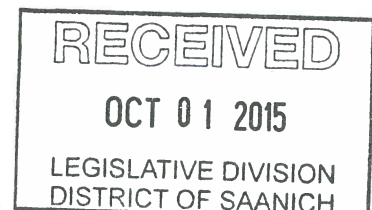
Parcel Size: 1.39 ha (before road dedication)

Existing Use of Parcel: Industrial

Existing Use of Adjacent Parcels:
North: C-2 (General Commercial Zone), C-9 (Local Service Station Zone), M-1 (Industrial Zone), and M-4 (Lumber and Building Supply Yard Zone)
South: RS-6 (Single Family Dwelling Zone)
East: C-2 (General Commercial Zone) and C-3 (Shopping Centre Zone)
West: RT-1 (Attached Housing Zone) and RS-6 (Single Family Dwelling Zone)

Current Zoning: M-1 (Industrial Zone)

Minimum Lot Size: n/a



| | |
|---------------------------------|---|
| Proposed Zoning: | n/a |
| Local Area Plan: | Quadra |
| LAP Designation: | Commercial/Industrial |
| Community Assn Referral: | Quadra Cedar Hill Community Association • Referral sent October 2, 2014. Response received November 17, 2014 noting they oppose the proposed design features for the north wall, they have concerns regarding the parking, and they would prefer a comprehensive redevelopment of the site. |

PROPOSAL

The applicant proposes to amend a Development Permit to allow for exterior changes to the existing building, to construct a new building entrance and to construct exterior storage structures for use as a self-storage facility. Six variances are requested related to setbacks (2), parking requirements (3), and landscaping (1).



Figure 1: Site Plan

PLANNING POLICY**Official Community Plan (2008)**

- 4.2.1.1 “Support and implement the eight strategic initiatives of the Regional Growth Strategy, namely: Keep urban settlement compact, Protect the integrity of rural communities; Protect regional green and blue space; Manage natural resources and the environment sustainably; Build complete communities; Improve housing affordability; Increase transportation choice; and Strengthen the regional economy.”
- 4.2.1.2 “Maintain the Urban Containment Boundary as the principal tool for growth management in Saanich, and encourage all new development to locate within the Urban Containment Boundary.”
- 4.2.1.20 “Require building and site design that reduce the amount of impervious surfaces and incorporate features that will encourage ground water recharge such as green roofs, vegetated swales and pervious paving material.”
- 4.2.2.2 “Encourage the incorporation of building support systems as design features and where appropriate, make them visible to the public (e.g. green roofs, energy and water use monitoring).”
- 4.2.2.3 “Consider the use of variances to development control bylaws where they would achieve a more appropriate development in terms of streetscape, pedestrian environment, view protection, overall site design, and compatibility with neighbourhood character and adjoining properties.”
- 4.2.7.1 “Preserve the integrity of our industrial land base by:
- making better, more efficient use of existing industrial properties;
 - limiting retail activity in industrial parks to service commercial which meets the basic needs of employees, for example a café or corner store; and
 - permitting office only as an ancillary use to the main industrial activity.”
- 4.2.7.3 “Use the following criteria when assessing development applications for industrial uses: access, traffic generation, transit routes, lot size, scale, neighbourhood context, accessibility, environmental impacts, economic impact and employment generation.”
- 4.2.7.4 “Ensure that the zoning and regulatory controls respecting industrial areas continue to encourage and support their economic viability.”
- 4.2.9.37 “Consider parking variances where one or more of the following apply: transportation demand strategies are implemented; a variety of alternative transit options exist within the immediate vicinity of the proposed development; there is a minimal reduction in required parking; the development is located in a “Centre”; availability of on-street parking.”
- 5.1.3.1 “Encourage new institutions and businesses to locate within Saanich that create permanent employment opportunities for local workers at a living wage.”
- 6.2.4 “Support a balanced economy by encouraging a broad range of commercial, service, research, high tech and industrial uses.”

Quadra Local Area Plan (2001)

The Quadra Local Area Plan (LAP) refers to the Quadra-McKenzie Ideas Plan (1998 Design Charette) with a related policy 5.1 “Undertake an Action Plan for the Quadra-McKenzie area based on the principles, design objectives, and concepts of the 1998 Ideas Plan.”

The Ideas Plan notes this area as appropriate for high technology light industrial, as is some residential and office uses and perhaps commercial recreation uses.

Quadra/McKenzie Development Permit Area Guidelines

The site is within the Quadra/McKenzie Development Permit Area. Relevant guidelines include retaining existing trees and native vegetation where practical, minimizing impervious cover, high quality landscaping adjacent to major roads, setbacks to major roads to accommodate future road widening, enhancing pedestrian environment and public spaces, landscape screening of surface parking, and architectural design that is contemporary and authentic.

DISCUSSION**Neighbourhood Context**

The approximately 1.39 ha site is located on the west side of Quadra Street, in close vicinity to where the Saanich Spur section of the Lochside Trail crosses Quadra Street at Greenridge Crescent. The site is approximately 300 m from the McKenzie-Quadra Neighbourhood “Centre”, and the surrounding area includes a wide range of commercial, residential, and industrial uses.

The existing building was constructed in 1978 and the property is a well-recognized, longstanding development in the area, most notably as the former Coca-Cola bottling plant and subsequently the Real Canadian Wholesale grocery store. The property immediately to the north contains the Keg Restaurant, which is located in a registered heritage building.

The subject property and the adjacent two properties to the north are somewhat connected functionally due to the shared access and parking configuration. Together the three properties create an area zoned either M-1 Industrial or C-2 General Commercial bounded by Hulford Street to the south, Eley Lane and the Lochside Regional Trail to the west, and Quadra Street to the east.

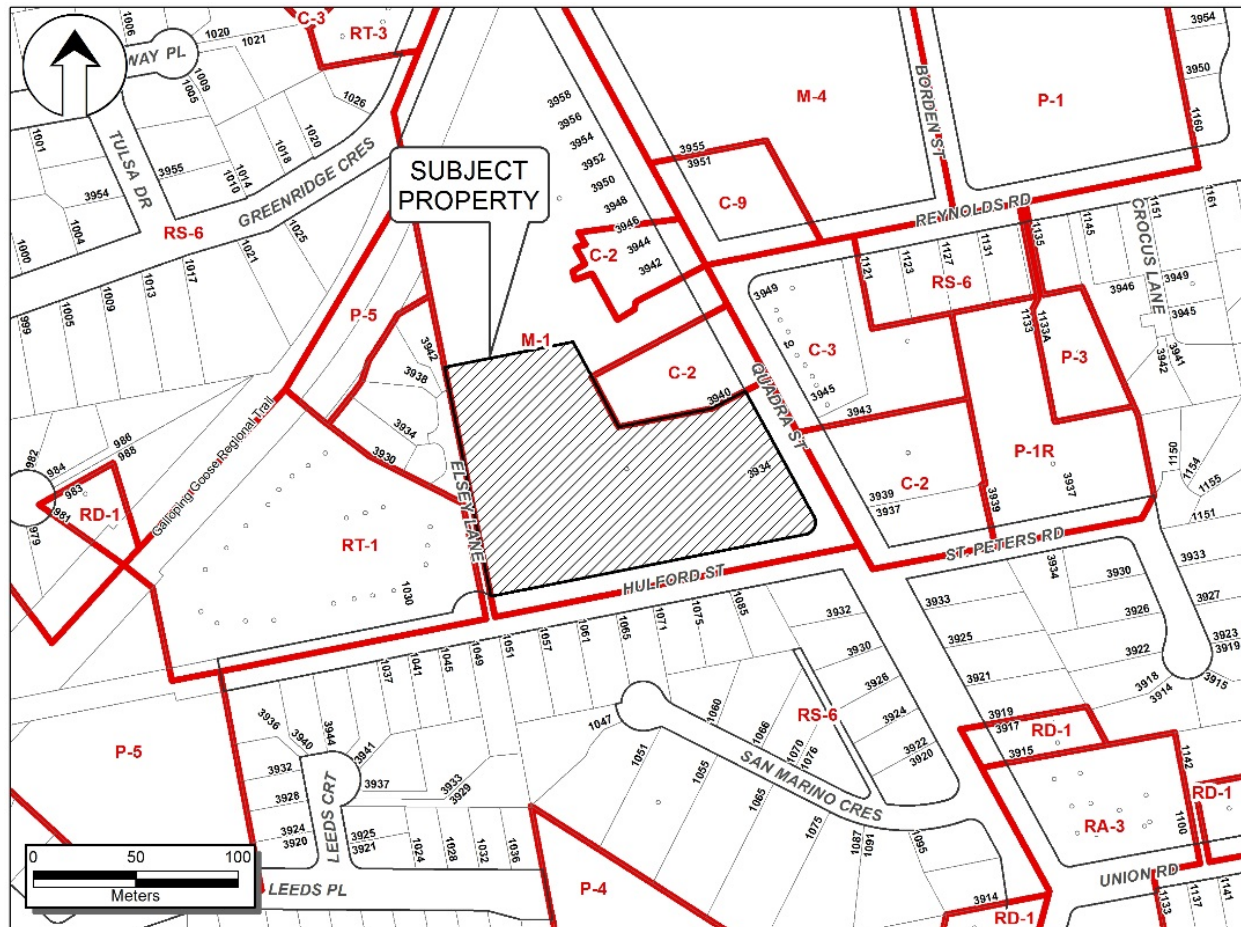


Figure 2: Context Map

Land Use and Density

The subject property is currently zoned as Industrial (M-1) and storage is a permitted use under the existing zoning. A self-storage facility would be considered a service oriented form of “light” industry serving the general public. Interior renovations currently underway are converting approximately half of the existing building into a self-storage facility. The remaining portion of the building would continue to be used by existing tenants for uses including lumber and building supply, wholesale and warehouse distribution, moving and storage, and retail sales.

The main access to the property is shared with the adjacent properties to the north, with a second access from Hulford Street. The existing building is abutting a portion of the northern property line, which is adjacent to the parking area and the main entrance onto the site from Quadra Street. There is an existing parking agreement with the adjacent property (the Keg Restaurant) that allows the subject property to utilize 25 parking stalls that are adjacent to the building near the main entrance during day time hours.



Figure 3: Aerial View (Source: Bing Maps)

The proposed Development Permit Amendment includes the following site and building alterations:

- Exterior changes to the existing building on the east (Quadra Street), the north (parking area) elevations, the west (rear) elevations;
- Construction of a new entrance area fronting Quadra Street approximately 39 m² in floor area; and
- Addition of new exterior storage units in the north-west portion of the lot approximately 763 m² in floor area.

The Quadra Local Area Plan reflects a neighbourhood vision where the land uses transition further away from more intense industrial uses (manufacturing, production, warehousing, and distribution) toward more light industrial or commercial uses.

Generally, there has been a gradual reduction in lands zoned for industrial uses in urban and suburban areas as our economy has transitioned to post-industrial, technology based industries, making industrial land vulnerable to conversion for commercial and/or residential purposes. Preservation of industrial lands, to some degree, is important since the industrial land base can often provide needed services to the community, to support economic diversification, and to encourage the creation of local jobs.

The long-term vision reflected in the Local Area Plan for the site, is to redevelop as a mixed-use site for high tech or light industrial land uses with residential dwellings or offices above. That vision is consistent with the Official Community Plan objectives of creating walkable centres that serve a variety of resident and neighbourhood needs. Although the proposed development does not achieve this long-term vision, it could be considered as a transitional use until such time that the site is more comprehensively redeveloped in the future.

Site and Building Design

The proposed development includes a new entry constructed with stacked shipping containers that would be offset from the front wall and be modified to include glazing, a doorway and a green roof that includes wall cables for trailing plants (see Figure 4). Originally the applicant proposed an addition extending from the front wall along Quadra Street which would have required removal of an established Boston Ivy (see Photograph 1). The established Boston Ivy creates a green wall that they prefer to maintain, and the repurposing of shipping containers is seen as being complementary to a self-storage use and a more sustainable option by the repurposing of existing materials.

The proposal also includes exterior changes to the north elevation facing a parking area with the addition of ten surface mounted, false overhead doors as architectural features, which would also provide the benefit of reducing the impact of the existing relatively large, blank concrete wall. The proposed false doors and existing overhead doors would all be painted orange (see Figures 5 and 6). An existing colour band along the roof line would also be repainted with a darker grey colour than the existing colour on the north, east, and west elevations.

The exterior storage units would be sited partially in the location of an existing fenced storage area and partially on existing parking spaces (see Figure 1). The enclosed exterior storage area would be removed and the parking spaces would be reconfigured with a net loss of 30 parking stalls. The new exterior storage units would be accessible by a drive aisle to allow vehicle loading/unloading, and access would be restricted by a security gate. The exterior storage area consists of five separate blocks of storage units constructed with pre-fabricated structures. There would be 64 exterior units in total, with 14 facing outward toward the main drive aisle and 50 facing inward, accessible from within the area secured behind the rolling gate. The overall footprint of the exterior units would be approved through the Development Permit Amendment, however the number of pre-fabricated units could change if they were reconfigured into smaller or larger units based on storage needs. The rolling gate would be hidden between two blocks of storage units when it is open.

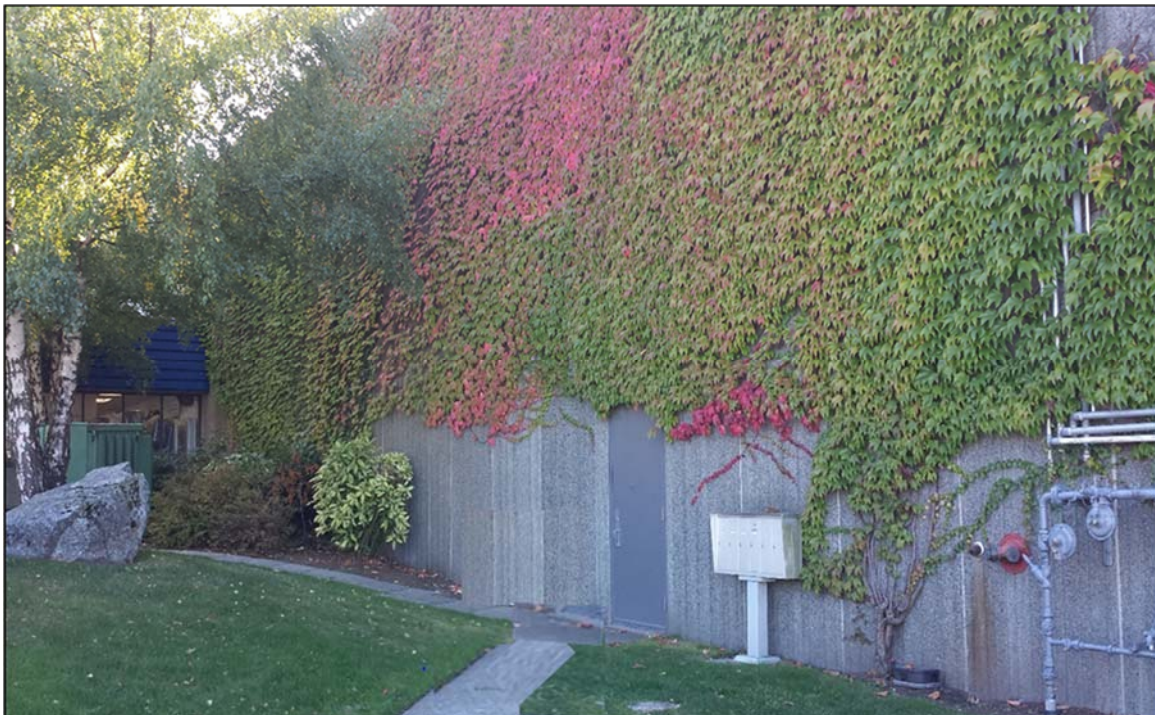
Immediately to the west of the exterior units, adjacent to the property line, the existing asphalt would be removed to allow for the planting of two Red Sunset Maple trees, as well as the construction of a new 1.8 m high solid wood fence that would be added along the northern portion of the property line that would tie into an existing hedge in order to improve the screening for the adjacent single family dwellings (see Photograph 2).

The east end of the exterior units, which would be visible from the adjacent parking area and neighbouring commercial/industrial property, would be buffered by a proposed rain garden that would include a combination of trees, deciduous shrubs, and tall evergreen shrubs.

The exterior units would be grey in colour, matching the existing building. Since the storage units are a pre-fabricated building design, no excavation of the parking area is required for their installation.

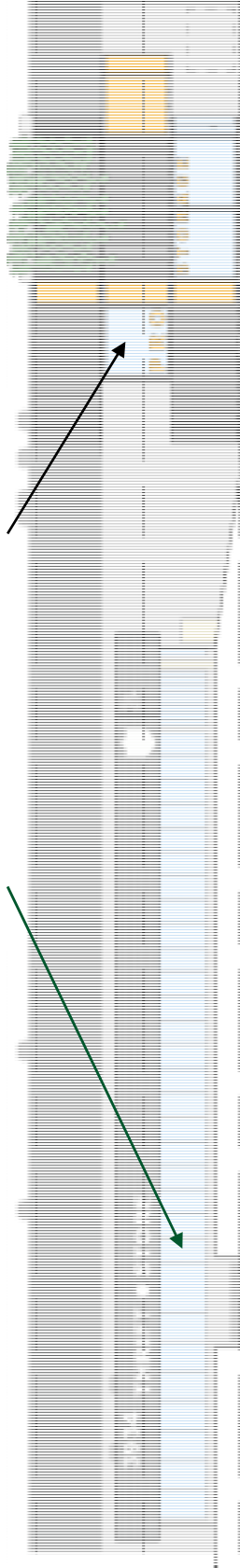


Figure 4: Proposed Quadra Street Entrance – Looking South (*Drawing provided by CEI Architecture*)



Photograph 1: Northern Portion of Existing Quadra Street Frontage
Boston Ivy Creating Green Wall to be Retained

Existing Entrance --- Proposed New Entrance



East Elevation - Quadra Street Frontage



North Elevation - Without Exterior Storage Units shown



North Elevation - With Exterior Storage Units shown



South Elevation of Exterior Storage Units - Facing Parking Area



East Elevation of Exterior Storage Units - Facing Parking adjacent to Quadra Street Entrance

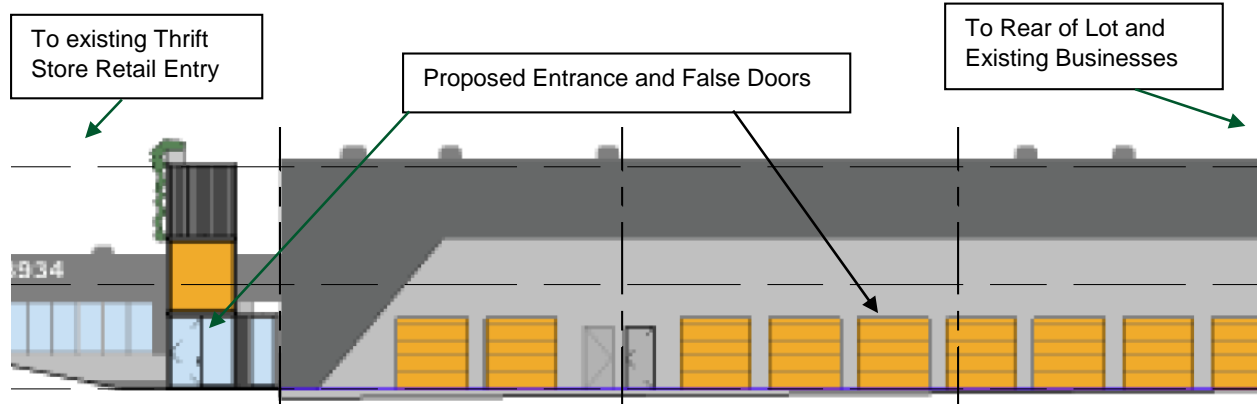


Figure 6: Section of North Elevation Adjacent to Quadra Street Entrance (Provided by CEI Architecture)



Photograph 2: Area Adjacent to Residential Lots to be Planted with Two Additional Trees and New Solid Wood Fencing

The property has been the subject of Bylaw Enforcement complaints whenever tenants have not been considerate of the surrounding neighbours. Most complaints have been brought forward to the District of Saanich from the adjacent multi-family strata complex, which has been vigilant to ensure that unsightly uses have been resolved through the Bylaw Enforcement process. Although there are minimal changes proposed along the rear property line, there are some specific issues that would be improved through this application, including:

- The fence line adjacent to the single family dwellings located to the northwest of the property will be augmented with new solid wood fencing and two additional trees that would be planted between the property line and the proposed exterior storage units;
- A commitment from the property owner that the entire site will have all parking stall lines repainted and any missing, misplaced, or broken curb stops will be replaced and secured in the correct position; and

- A commitment from the property owner that a new garbage/recycling enclosure would be constructed and all tenants will be directed to use the enclosure or otherwise manage their waste entirely within the building.

A condition in the proposed Development Permit Amendment would require the parking lot painting and garbage/recycling enclosure be completed before the new entrance is completed, and that the parking stall delineation would be completed before the Final Occupancy Permit is requested.

In addition to concerns raised by the adjacent multi-family property, residents along Hulford Street have had concerns related to commercial vehicles accessing the site by way of Hulford Street. Records indicate that limited use of Hulford Street by commercial vehicles was an informal agreement between previous property owners and the adjacent residents. There are no legal restrictions on the use of Hulford Street aside from the general requirements of the Truck Route Bylaw and the Streets and Traffic Regulation Bylaw. In response to this issue the north side of Hulford Street was designated as “no parking” in 1978, and subsequently in 2008 the south side was designated “residents only”. These restrictions extend from Quadra Street to the cul-de-sac at the western end. The most recent activity related to traffic issues on Hulford Street was in 2013, when two additional “no parking” signs were installed in the cul-de-sac as a result of faded yellow curb paint.

The amount of commercial vehicle traffic has changed in response to different tenants over the years and the current proposal is not anticipated to generate an increase in commercial vehicles. The current owners direct their tenants to use the Quadra Street access as much as possible and encourages them to ensure they are operating within municipal bylaws respecting hours of operation/delivery. The owner has stated he is agreeable to work amicably with the neighbourhood to address any issues that arise.

Requested Variances

The following variances to the Zoning Bylaw are requested as part of this application:

1. Reduce the front yard setback to 2.6 m (3.75 m required) for the building entrance at grade and 1.8 m for a projected structure;
2. Reduce the rear yard setback to 8.9 m (12 m required) for the exterior storage units;
3. Reduce the minimum depth of a landscape area abutting a residential zone to 2.6 m (from 3.75 m) for the existing parking stalls 1-19 only;
4. Reduce the total parking required to 70 (90 required);
5. Reduce the width of manoeuvring aisle to 7.5 m (7.6 m required); and
6. Reduce the total number of loading bays to 2 (7 required).

The variance to the front yard setback is, in part, a result of a 1.6 m property dedication along the entire Quadra Street frontage. The front yard area would also be improved with a widening of the sidewalk, addition of a bench, and two rows of shrubs within the portion of land that would be dedicated to the municipality. Due to the existing building footprint, the front entrance would not be parallel to the property line. Although it would be 2.6 m from the front lot line at grade, where the closest point at the northern end is located, it would increase to approximately 6 m at the southern end. The second level portion of the structure would be a glazed section of shipping container that projects 0.72 m toward the property line and would function as a canopy above the new entrance. Given that the front yard area would be improved with the proposed addition having a green roof with trailing plants, the new entrance area is pedestrian oriented,

and the variance is partially resulting from a 1.6 m property dedication, the variance is supportable.

The variance to the rear yard (west) setback is requested for the exterior storage units. The storage units are prevented from being relocated eastward due to the existence of a municipal right-of-way. Given that no activity would be anticipated at the rear of the storage units, the setback area would have additional trees planted and new fencing would be added, an 8.9 m setback is supportable.

The variance to reduce the landscape buffer reflects an existing condition and would only be applicable to 19 parking stalls in the southwest portion of the lot. These parking stalls are abutting a private roadway with existing vegetation along the property line and are not used as frequently as the parking areas located near the Quadra Street entrance. Given the variance is for an existing condition and the adjacent property is roadway and not private rear or side yards, the variance is supportable.

The variance to reduce the total parking requirement from 90 to 70 is offset by the shared parking agreement for 25 parking spaces with the adjacent property, which effectively provides for a total of 95 parking stalls. A self-storage use is not anticipated to generate a high parking demand due to users accessing the site for relatively short-term periods at various times and days. Rather than parking in a designated stall, some users would utilize areas for loading and unloading directly in front of the exterior storage units. Given the parking agreement in place and that self-storage does not generate high parking requirements, the variance is supportable.

The variance to reduce the manoeuvring aisle by 10 cm is relatively minor and includes both the existing condition and proposed new stalls. No issues are identified with this reduction and the variance is supportable.

The requirement for loading bays, which must meet the minimum dimensions required to be suitable for commercial transportation trucks, is based on the total gross floor area of the development. Based on the proposed development, a total of seven loading bays are required; two of the existing loading bays would remain in place to serve existing tenants. In addition to the loading bays, there are three large overhead doors on the site that function as loading areas even though they do not have the required length to be used by commercial transportation trucks. Two of the loading areas would service the self-storage business, the third loading area and the two loading bays would continue to service existing businesses. Loading bays are designed for large, commercial transportation vehicles; however, a self-storage facility would generally be accessed by much smaller personal automobiles or rental trucks. Given the owner/applicant believes that the two loading bays and three loading areas adequately serve their tenants' needs, additional loading bays would impact the number of parking stalls available, and it is not anticipated that loading bays would be fully utilized, the variance is supportable.

Environment

Currently, the property is largely impervious due to the building footprint and extent of parking area. Permeable landscaped areas are primarily limited to the land adjacent to Hulford Street and Quadra Street, and the existing vegetation along the west property line bordering the adjacent residential area (see Photographs 3, 4, and 5). Stormwater from the proposed exterior storage units would be directed to a proposed rain garden, which would also provide for a new landscaped area within the parking area. Stormwater from the new entrance would be

managed by a green roof. The amount of impervious surfacing would be slightly decreased with the proposed development from 87.4% to 86.6%.

The proposed landscaping plan also includes removing invasive species and an overgrown Leylandii Cypress hedge to support the existing Garry Oak trees near the corner of Hulford Street and Quadra Street.

Targeting a specific energy/sustainable building performance level was discussed with the applicant. Given the nature of the renovations they did not believe there was an appropriate third party rating system that would be applicable. Repurposing an existing building is more efficient than new construction, and the upgrades to the mechanical and electrical systems would provide considerable improvements to the energy efficiency of the building.



Photograph 3: Vegetation along Rear Property Line



Photograph 4: Existing Vegetation along Quadra Street



Photograph 5: Existing Vegetation along Hulford Street

CLIMATE CHANGE AND SUSTAINABILITY

Policy Context

The Official Community Plan (OCP) adopted in 2008 highlights the importance of climate change and sustainability. The Official Community Plan is broadly broken down into the pillars of sustainability including environmental integrity, social well-being, and economic vibrancy. Climate change is addressed under the environmental integrity section of the Official Community Plan and through Saanich's Climate Action Plan.

Climate change is generally addressed through mitigation strategies and adaptation strategies. Climate change mitigation strategies involve actions designed to reduce the emissions of greenhouse gasses, primarily carbon dioxide from combustion, while climate change adaptation involves making adjustments and preparing for observed or expected climate change, to moderate harm, and to take advantage of new opportunities.

The following is a summary of the Climate Change and Sustainability features and issues related to the proposed development.

Climate Change

This section includes the specific features of a proposal related to mitigation and adaptation strategies. Considerations include: 1) Project location and site resilience, 2) Energy and the built environment, 3) Sustainable transportation, 4) Food security, and 5) Waste diversion. The proposed development includes the following features related to mitigation and adaptation:

- The proposal is located within the Urban Containment Boundary and within 300 m of the McKenzie-Quadra Neighbourhood "Centre".
- The proposal should result in reduced vehicle distance travelled by providing storage facilities in closer proximity to the Quadra, Gordon Head, and Shelboune Local Areas particularly.
- The development is readily accessible via all modes of alternative transportation and is conveniently located adjacent to public transit on Quadra Street and approximately 550 m from public transit on McKenzie Avenue.

- The current level of public transit service in the area includes a total of six routes available on Quadra Street (Route # 6, 17), and McKenzie Avenue (Route # 16, 17, 25, 26, 51). Buses travel along all routes at an average of every 21 minutes during week days, with specific routes ranging from every 11 minutes to 7 hours. Average service on Quadra Street is every 13 minutes, and McKenzie Avenue is every 31 minutes.
- A registered Parking Agreement with the adjacent property supports efficient use of existing parking facilities.
- The proposal includes a new public bench adjacent to an existing bus stop to encourage the use of public transit.
- The proposed development primarily repurposes an existing building, which has recently had mechanical and electrical upgrades including new LED lighting throughout the facility and added insulation.
- The proposed exterior storage units would be sited on an area that is currently hard surfaced for parking.

Sustainability

Environmental Integrity

This section includes the specific features of a proposal and how it impacts the natural environment. Considerations include: 1) Land disturbance, 2) Nature conservation, and 3) Protecting water resources.

The proposed development includes the following features related to the natural environment:

- The proposal includes sustainable stormwater management practices and includes a green roof/green wall and rain garden.
- The proposed development is located in an already urbanized area without putting pressures onto environmentally sensitive land.

Social Well-being

This section includes the specific features of a proposal and how it impacts the social well-being of our community. Considerations include: 1) Housing diversity, 2) Human-scale pedestrian oriented developments, and 3) Community features. The proposed development includes the following features related to social well-being:

- The proposal increases the diversity of land uses within an existing neighbourhood and provides storage facilities to serve the general public.
- The proposed development improves the pedestrian environment by widening the existing sidewalk and adding landscaping near the main entrance.

Economic Vibrancy

This section includes the specific features of a proposal and how it impacts the economic vibrancy of our community. Considerations include: 1) Employment, 2) Building local economy, and 3) Long-term resiliency. The proposed development includes the following features related to economic vibrancy:

- The proposed development is anticipated to provide four to five permanent employment opportunities, as well as temporary construction related employment in the short-term.

CONSULTATION**Community Association**

The Quadra Cedar Hill Community Association considered the application and provided the following comments. They do not support the false overhead doors proposed for the north elevation on aesthetic grounds. They also interpret the proposed false doors as signage and contend it would not meet the Sign Bylaw. They also note that the parking stalls available through the parking agreement with the adjacent property are not available in the evening, and that they would prefer to see a comprehensive redevelopment of the site.

Staff note, the false doors are not considered signs under the Sign Bylaw but rather would be considered architectural features, which would also provide the benefit of reducing the impact of the existing relatively large, blank concrete wall (see Figure 5). Although the proposal is not a comprehensive redevelopment of the site, it could be considered a transitional use that maintains a light industrial use of the property until such time that the existing building is near the end of its useful life and redevelopment of the site is something the owner wishes to pursue.

Advisory Design Panel

The application was considered by the Advisory Design Panel (ADP) at their June 17, 2015 meeting. The Advisory Design Panel recommended the design of the development be accepted as proposed.

SUMMARY

The applicant proposes to amend a Development Permit to allow for exterior changes to the existing building, to construct a new building entrance, and to construct exterior storage structures for use as a self-storage facility. Variances are requested.

The subject property is currently zoned as Industrial (M-1) and storage is permitted as an industrial use. A self-storage facility would be considered a service oriented form of "light" industry serving the general public.

The proposed development would provide improvements to the pedestrian streetscape, stormwater management, landscaping, and include an innovative architectural design compatible with the industrial land uses existing on the site.

RECOMMENDATION

That Development Permit Amendment DPA00822, amending DPR95-0011, be approved.

Report prepared by:



Andrea Pickard, Planner

Report reviewed by:


for:

Sharon Hvozdzanski, Director of Planning

AP/ads
H:\Tempest\Prospero\Attachments\Dpa\Dpa00822\Report_3934 Quadra St_Sep 28 2015.Docx

Attachment

cc: Andy Laidlaw, Administrator
Graham Barbour, Manager of Inspection Services

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation of the Director of Planning.



Andy Laidlaw, Administrator