



M'AKOLA
DEVELOPMENT
SERVICES

JUSTIFICATION LETTER

January 19, 2020

Tanya Turner
Director of Development Services - City of Quesnel
410 Kinchant St,
Quesnel, BC V2J 7J5

Dear Ms. Turner,

M'akola Development Services (MDS), acting on behalf of Quesnel Tillicum Society/Native Friendship Centre (QTS) is pleased to submit the following Rezoning and Development Permit application for the site located at 319 North Fraser Drive, Quesnel. The proposal consists of a 5-storey residential building containing 34 affordable rental units for singles seniors and families in the Quesnel community.

Rezoning the subject site from the **P-1 Civic Assembly and institutional Zone** to a **comprehensive development zone** is requested to permit the proposed form of development and level of density.

This justification letter will cover the following topics in the order presented:

- Project Description
- Policy and Regulatory Compliance
- Benefits to the Community

We look forward to the City's review of the proposed application. Should any further information or clarification be required, please feel free to contact the undersigned.

Sincerely,

Olivia McMahon
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1.0 INTRODUCTION

1.1 PROJECT OVERVIEW

Quesnel Tillicum Society (QTS) owns 11 lots on approximately 38,190 square feet surrounding the native friendship centre located at 319 North Fraser drive. QTS has responded to an invitation by BC Housing Management Commission (BC Housing) to non-profit housing providers interested in developing and operating new rental housing units for low-to-moderate income individuals within the community. This funding program will produce mixed-income projects, with rents affordable for a range of low and moderate-income households.

The below information demonstrates QTS's interest, capacity, and expertise to carry out the full scope of work for the proposed project at Lots 8,9,10,11 Block 14, DL 386, Plan PGP772 and at 375 and 383 North Fraser Drive in Quesnel, B.C.

QTS is well established in this location, having served the needs of the community for 48 years. Public transportation, public amenities, and commercial services are all located within walking distance.

The goal is to develop a long-term redevelopment and facility strategy that will support expansion of programs and allow QTS to fully realize its values and mission while contributing to the overall financial and physical sustainability of the organization and providing increased affordable housing options.

QTS recognizes the significant community need for more housing in the neighbourhood, especially affordable and supported housing. A high-level Community Need and Demand Assessment is provided below.

1.2 QUESNEL TILLICUM SOCIETY/NATIVE FRIENDSHIP CENTRE

Quesnel Tillicum Society (QTS) was founded in 1972 and is a registered non-profit Society that operates the Native Friendship Centre in Quesnel, B.C. The Native Friendship Centre's mission is to improve the quality of life and meet the needs of First Nations and other people who are faced with adjusting to the social, economic and cultural lifestyle of the community. With over 40 years in operation, QTS has successfully identified and responded to the needs of the community. This gives the Society a unique, first-hand understanding of housing need and demand in the area. Recognizing Quesnel's ongoing need for low-income housing, QTS is proposing to re-develop their existing sites. This redevelopment would facilitate the construction of a five-storey apartment building that will provide 34 affordable rental units comprising of studio, 1-bedroom and 2-bedroom units. This project leverages the depth and breadth of experience of the organization, to present a creative solution to the ever-growing challenge of affordable housing in Quesnel, B.C.

1.3 PURPOSE OF THE APPLICATION

Quesnel Tillicum Society (QTS) recognizes there is a rental housing challenge in the City of Quesnel that disproportionately affects low-to-moderate income residents of the community. In Quesnel there are a total of 4,390 households, of which 37% (1,610) are renter households. More than 41% of renters in the area are spending more than 30% of their before-tax income on rent and utilities, putting them in **core housing need**¹. Furthermore, the City of Quesnel is likely to witness a continued increase in the share population aged 65 years and older, from 20 percent in 2016 to 29 percent in 2031². The challenge associated with housing and the senior population is that seniors may not be able to remain in their single-family detached homes due to maintenance costs, and health and mobility challenges. **Demand projections** show an increase of 161 households every five years for a total of 442 additional households during 2016-2031³. Please see the section on Operations Planning for more details on the need and demand for this project.

Lack of Appropriate affordable housing for Seniors and Aboriginal Populations

In March 2019 the City of Quesnel in partnership with the Cariboo Regional District engaged Urbanics Consultants Limited to complete a comprehensive housing needs assessment, gap analysis and action plan for the North Cariboo region and the City of Quesnel⁴. This report identified several key findings, including:

- 1.) Rapidly aging population: The region and the municipality lack sufficient and appropriate housing stock for older adults who may be looking to downsize or must downsize due to mobility challenges.
- 2.) Declining household sizes and slow population growth: Community averages smaller-sized households than the Province. Declining youth and working age populations.
- 3.) Local affordability: About 45% of Quesnel residents cannot afford single-family detached homes that are currently available on the private market.

According to the assessment, the City of Quesnel is likely to witness a continued increase in the share population aged 65 years and older, from 20 percent in 2016 to 29 percent in 2031⁵. The challenge associated with housing and the senior population is that seniors may not be able to remain in their single-family detached homes due to maintenance costs, and health and mobility challenges. It's apparent, based on survey responses received from the housing needs assessment that the City of Quesnel "lacks enough age-appropriate housing for the rapidly increasing aging population which seems to become increasingly reliant on healthcare providers to remediate their housing needs. Additionally, the lack of available appropriate units for seniors is constraining the housing market by not enabling the older, typically larger, and more affordable housing stock to be available to families as seniors downsize during their retirement years" (p 61 &62).⁶

The 2019 housing needs assessment highlighted that the "municipality currently has an inventory of about 345 non-market units or 3% percent of the total occupied housing stock (4,405 in 2016). There are about

¹ [Canadian Rental Housing Index – Snapshot](#)

² [Cariboo Regional District & City of Quesnel - Housing Needs Assessment, Gap Analysis & Action Plan, 2019](#)

³ [Housing Needs Assessment, Gap Analysis & Action Plan, 2019](#)

⁴ [Cariboo Regional District & City of Quesnel - Housing Needs Assessment, Gap Analysis & Action Plan, 2019](#)

⁵ [Cariboo Regional District & City of Quesnel - Housing Needs Assessment, Gap Analysis & Action Plan, 2019](#)

⁶ [Cariboo Regional District & City of Quesnel - Housing Needs Assessment, Gap Analysis & Action Plan, 2019](#)

30 units of seniors housing and 35 units of assisted living. There is a need for roughly 10 more senior housing units and 11 more assisted living units based on the current waitlists (as of July 5th, 2019). Complex care includes 117 units. A significant portion of the stakeholder interviews and survey data points to an unmet need for affordable units that are accessible, barrier-free senior housing” (p.75).

Apart from seniors, studies show that the Indigenous population is growing at a much higher rate than the general population which may translate “into an increasingly diverse youth and working age population in the Region over the coming decades. These demographic trends are expected to have strong implications for housing needs in the municipality” (p.14). Quesnel Tillicum Society confirmed that *many Aboriginal people in Quesnel pay over half of their income on rent and reside in poorly maintained buildings. Some of them are homeless, in emergency shelters or on the waitlist for a safe and secure housing.* Overall, **demand projections** show an increase of 161 households every five years for a total of 442 additional households during 2016-2031⁷.

Vacancy Rate

In 2019, Quesnel’s average **vacancy rate** for rental units has declined from 4.5% in 2018 to 4.0% in 2019. Although this seems like a small decline, this impacts the community significantly. Furthermore, the vacancy rate for a Bachelor unit was 0% in 2018 (2019 date not available); and the vacancy rate for a 2-bedroom apartment unit has decreased significantly from 3.5 % in 2018 to 1.7% in 2019⁸.

The **rental rate** for rental units in the region has increased. The income required to pay the average market rent for an appropriately-sized unit in Quesnel ’s private market in according to CMHC average rents in 2019 is outlined in the following table. For example, to pay \$810 as 30% of income a person in Quesnel would have to make \$ 32,400 net per annum to afford this rent. The average household income is \$ 44,502 net and data show that renters are spending more than 30% of their income on rent.

To help address this critical shortage, QTS generated the intention of providing new affordable housing for their clients and community.

This application requests the following:

Rezoning the subject site from the site is currently zoned **P-1 Civic Assembly and C-2A Commercial Institutional Zone** to the **Comprehensive Development Zone**, to accommodate the redevelopment and densification of land use of the site at 319 North Fraser Drive.

- Subdivision;
- A development permit;
- Parking **variances** to allow for improvements to overall site design;
- Creation of a new custom zone

2.0 SITE CONTEXT AND PROPOSAL

2.1 SUBJECT SITE

⁷ [Cariboo Regional District & City of Quesnel - Housing Needs Assessment, Gap Analysis & Action Plan, 2019](#)

⁸ [Canada Mortgage and Housing Corporation – Quesnel](#)

The subject site is located at 319 North Fraser Drive. The terrain is generally level, with flood plain setback surveyed on the Western side of the property and the majority of frontage facing the east toward North Fraser Drive.

The proposed multi-housing project will be a five-storey, wood frame building with a total of 34 units. There will be a mix of 12 studio units, 13 1-bedroom units and 9 2-bedroom units. Six studio units will be designated as accessible units. This will be in accordance with the BC Housing’s Community Housing Fund unit mix requirements (i.e. 30% affordable Market, 50% Rent Geared to Income (RGI) and 20% Subsidy or Shelter). The building will include also a lounge or reading space, community kitchen area, a greenhouse, and an exercise room for tenants. The building is equipped with laundry facilities located at each floor level. There is surface parking at the underside the raised first level of the building to the North, East and South side of the property and a bike storage is located at the northern access point from the parking lot.

Lots 4,6 & 7 are currently occupied by the Native friendship centre. Lots 12 and 13 are home to a daycare and lot 14 and 15 are occupied by a catering business. Together these lots will incorporate all of these organizations and the proposed residential building. The parking for all operations will be shared among the 11 lots.

The subject site is also situated in proximity to goods and services. Public transportation, public amenities, and commercial services are all located within walking distance (see Table 2 below).

Table 1: Site Details

Proposed Project	
Project name	North Fraser Drive
Address	Lots 8, 9,10,11 Block 14, DL 386, Plan PGP772 will be the project site. However, a comprehensive Development Zone will be applied to lots 4 to part of lot 15. Lot 4: 014-183-498 Lot 6: 014-183-501 Lot 7: 014-183-510 Lot 8: 014-183-536 Lot 9: 014-101-751 Lot 10:014-101-602 Lot 11:014-101-611 Lot 12: 007-751-516 Lot 13: 007-751-532 Lot 14: 007-751-541 Lot 15: 007-751-575
Owner	Quesnel Tillicum Society
Landowner	Quesnel Tillicum Society
Property manager	Dakelh & Quesnel Community Housing Society then after one-year Quesnel Tillicum Society
Total site size	38,190.03 sq ft or 3,547.97 m ²
Type(s) of housing	Apartment
Target tenant(s)	Low-to-moderate income Aboriginal residents
Building size (# of storeys)	5 storeys
Total square footage	28,772 sq ft or 2,627 m ²
Total # of units	34 dwelling units

Affordability/Rent Mix				
Rent by Suite Type	Affordable Market (30%)	Rent Geared to Income (RGI)	RGI Deep Subsidy (20%)	Total (100%)
Studio	5	1	6	12
1-Bedroom	3	10	-	13
2-Bedroom	3	6	-	9
Total				34
Total # of people housed	52 - 65 (single, couples and families can be housed in this development)			
Parking	65 stalls required for 34 units, friendship centre, catering house and daycare as per Bylaw 1880. A variance of 20 stalls will be requested.			
Green Spaces	Green house on the fifth floor of the building			

2.2 PROPOSED USES

The site has an irregular shape with approximately 232' of frontage on North Fraser Drive. These are interior lots between English Avenue to the north and Early Avenue to the south. These lots are level, well-drained and 'shovel ready'. Quesnel Tillicum Society currently owns lots 4, and 6 to 15. Lots 8,9,10 and 11 represents an undeveloped parcel of land which is adjacent to the Native Friendship Centre located at 319 North Fraser Drive. The Native Friendship centre is located on lots 4, 6 and 7.

The four most northerly lots (Lots 8, 9, 10 & 11) are in excess of what is required for the new residential building footprint. Surrounding lots will be accessed for additional surface parking with 40 meters (132 feet) of road frontage on North Fraser Drive. The depth of the lots (road to alley) is approximately 30 meters (100 feet).

This location best meets the needs of the low-to moderate income residents because of its proximity to amenities and services. The proposed development is within walking distance of West Park Mall and close to local transit. It is within easy distance of the hospital and other medical services. The scenic riverfront location in a quiet neighbourhood is also an asset. Public transportation, public amenities, and commercial services are all located within walking distance.

2.3 PROPOSED DEVELOPMENT

The proposed multi-housing project will be a five-storey, wood frame building with a total of 34 units. There will be a mix of 12 studio units, 13 1-bedroom units and 9 2-bedroom units. Six studio units will be designated as accessible units. This will be in accordance with the BC Housing's Community Housing Fund unit mix requirements (i.e. 30% Affordable Market, 50% Rent Geared to Income (RGI) and 20% Deep Subsidy).

The building will include also a lounge or reading space, community kitchen area, a greenhouse, and an exercise room for tenants. The building is equipped with laundry facilities located at each floor level. There is surface parking at the underside the raised first level of the building to the North, East and South side of the property and a bike storage is located at the northern access point from the parking lot.

Lots 8 -11 represents an undeveloped parcel of land which is adjacent to the Native Friendship Centre located at 319 North Fraser Drive. The Native Friendship Centre is located on lots 4, 6 and 7. The entire parcel of land (lots 4, and 6 to 15) is currently zoned as P1- Civic Assembly and Institutional and is

surrounded by C2A – West Quesnel Local Commercial (see Figure 3 for visual layout). Lots 4, and 6-15 will be consolidated and will be rezoned to **Comprehensive Development Zone**, keeping the Native Friendship Centre and new residential development on the same parcel.

3.0 POLICY AND REGULATORY FRAMEWORK

3.2 CITY OF QUESNEL OFFICIAL COMMUNITY PLAN

This development complies with the City of Quesnel’s Official Community Plan (OCP) and the Development Permit Area (DPA) Guidelines for this area (City of Quesnel OCP, 2019, p. 80-84). The OCP outlines goals essential to growth management and sustainable community development and affordable housing, among others and this project directly contributes to these goals.

1.) Growth Management and Sustainable Community Development

It is anticipated that the City of Quesnel will experience moderate population growth, including demographic changes such as household sizes and an aging population. The 2019 Housing Needs Assessment, Gap Analysis & Action Plan projected population growth in the City of Quesnel from 9,885 in 2016 to 10,467 by 2031, at an annual growth rate of 0.34 percent⁹. With low growth projections, it is expected that any growth can be accommodated within existing residential neighbourhoods through redevelopment or infill development. However, given the changing demographic and a shifting trend in housing choice, growth should also be directed to areas that can accommodate higher densities, and multi-unit housing options such as the West Quesnel area.

The OCP respond to these changing demographics and housing demand and is supportive of a mix of housing types including, “multi-family housing, accessible units, and supportive living” (City of Quesnel OCP, 2019, p.20). Section 5.1.2 of the OCP also outlines policies that support the development of a board range of housing types including multi-generational housing options targeting Aboriginal peoples, seniors, youth, singles, couples and families¹⁰. In recognition and support of the City’s policies, the proposed development helps to ensure residents have access to affordable housing and can age within their existing neighbourhood. The proposed development will be a five-storey apartment complex, offering 34 affordable and supportive rental units. Six studio units will be designed to serve as accessible units, specifically to target independent seniors and the elderly population. These studios can be converted to accessible one-bedrooms if required.

2.) Aging and Affordable housing

The City of Quesnel is committed to is actively moving towards creating a more healthy and safe community. Among the policies listed in Section 5.1.2 of the OCP, Quesnel endorsed an Age Friendly Assessment and Action Plan that focuses particularly on the health and well-being of seniors. This is particularly important as the number of aging adults in Quesnel and surrounding area increases. Creating an age friendly environment allows people to “age in place” (p.68). The OCP stipulates “the strength of a community relies on the social well-being of all its members, which is tied to access to services and amenities in the community” (p.68). The proposed affordable housing project is located in close proximity to a number of services, amenities and public transit (see Table 2). In addition, the City of Quesnel’s OCP

⁹ [Housing Needs Assessment, Gap Analysis & Action Plan, 2019](#)

¹⁰ [City of Quesnel 2030 Official Community Plan, 2019](#)

supports the creation of affordable, special needs, and supportive housing options for aging populations who cannot live independently¹¹.

3.) Sustainability

The City of Quesnel's OCP "encourages architects, builders and developers to use features that promote energy efficiency and conservation in building construction..."(p. 73). The new site, in addition to building to Step Code 4 standards as per BC Housing requirement, is designed to minimizing the coverage of the area, maximizing the greenspace and incorporating a green house and native plantscapes in all green spaces. Building to higher energy and environmental standards will:

- Reduce energy bills over time which in turn reduces energy and maintenance costs;
- Reduce carbon emissions and environmental footprint,
- Improve tenant comfort and lower rent;
- Improve resilience to extreme weather and climate

This type of building design will include tighter building envelope systems, smart use of windows, superior HVAC systems, high performance lighting systems and the installation of efficient water heating and appliances. QTS is committed to building sustainably and maintaining the green spaces on their site and meeting sustainable program requirements.

4.) Permits Required

At present, the site is zoned *P1- Civic Assembly and Institutional* which permits community services and facilities. However, the proposed development will target independent housing for low-to-moderate income individuals. In consultation with the City of Quesnel's Planning Department, the site will be rezoned to a Comprehensive Development Zone keeping the Native Friendship Centre and new residential development on same parcel.

In addition, the City of Quesnel has included Block 14 in an area eligible for the Multi-Family Housing Incentive Program that would provide a 5-year tax exemption and waive Development Cost Charges. Due to its central location, municipal services and hydro are available. The building site does not require subdivision, demolition, or remediation, but lot consolidation, rezoning and a development permit will be necessary. Please see figure 2 current site zoning below for the P-1 zones lots on North Fraser Drive.

¹¹ [City of Quesnel 2030 Official Community Plan, 2019](#)

Figure 1: Current Site Zoning



3.4 CITY OF QUESNEL, FLOODPLAIN BOUNDARY

The site of the project is located within a Floodplain Area. To adapt the design to a potential hazard preventative measures were implemented:

- Proposed multi-housing project preserves the 30m floodplain setback from Fraser River.
- Natural Boundary of the Fraser River is at around 469.5m elevation. The proposed project is designed at 473.41m elevation which is around 3.91m above the Natural Boundary level. (minimum of 3.0 m is required)
- Residential development is located above ground floor level. Apartments are placed on floors 2 to 5, ground floor level consists of entrance lobby, café, administration office, bike and scooter storage, water intake room, and accessible washroom.
- water intake room is placed on ground floor, mechanical room is designed on 5th floor

4.0 PROPOSAL BENEFITS

4.1 IMPACT ON QUESNEL TILLICUM SOCIETY

Quesnel Tillicum Society confirmed that *many Aboriginal people in Quesnel pay over half of their income on rent and reside in poorly maintained buildings. Some of them are homeless, in emergency shelters or*

on the waitlist for a safe and secure housing. The new development project will allow QTS to provide more housing opportunities to residents in Quesnel B.C.

In addition, this project will contribute to and support the sustainability of the organization, as resources and program supports for tenants can be accessed from the Native Friend Centre. Clients will benefit from being part of a larger network where they have access to multiple shared resources. QTS has provided care and support for clients and their families since 1974, with the establishment of the Native Friendship Centre. The Centre offers a variety of extensive support programs including family support services, employment counselling, youth programming, alcohol and drug counselling and cultural and recreational activities. Residents will be able to access these services.

The proximity of the site to the Native Friendship Centre will allow residents living on site to easily access the wider community, services, and support. QTS's mission is "to improve the quality of life and meet the needs of First Nations and other people who are faced with adjusting to the social, economic and cultural lifestyle of the community."¹² This new site, as well as providing affordable housing, seeks to create a healthy community for all residents.

4.2 BENEFITS FOR TARGET TENANTS

The new building would present significant benefits for low-to moderate income indigenous and non-indigenous singles, couples, families and seniors in Quesnel B.C.

The new property will provide a peaceful, rural setting, offering the known benefits of green space. At the same time, the site's urban location allows residents requiring additional support to access most basic goods and services within the immediate neighbourhood. The project's proximity to public transportation also allows residents who cannot drive to reach services and amenities located further away.

In addition, numerous studies have demonstrated the positive impacts of quality affordable housing for low-income residents, including the promotion of "better mental and physical health, improved quality of life and independence."¹³ Given that this project is adjacent to support programs provided by QTS, and close to amenities, this project will give residents the ability to remain independent longer.

For these reasons, the new QTS project will benefit the community by allowing its residents to participate fully in the community, access services and live full independent lives.

4.3 COMMUNITY CONTRIBUTIONS

This section highlights the ways in which the QTS project will benefit the community by increasing the affordable housing stock including affordable housing for low-to moderate income residents, including seniors, and its contribution to public realm enhancements.

Affordable Housing

By reducing the need for affordable rental housing as well as supportive housing in Quesnel, the QTS project will help low-to-moderate income individuals live in safe, supportive housing connected to

¹² [Quesnel Tillicum Society's Mission](#)

¹³ [Enterprise Community Partners. \(2014\). Impact of Affordable Housing on Families and Communities.](#)

supports and programs. To ensure that rent remains affordable for residents, rental rates will be structured according to the following table:

Affordable Rental	Rent-Geared-to-Income	Deep Subsidy
30% units (11 units)	50% of units (17 units)	20% of units (6 units)
Rent charged at 10% below CMHC Average Market Rent for year of release	Rent charged at 30% of income; low-to-moderate income criteria required	Rent charged at the Shelter Component of Income Assistance; Income Assistance eligibility required

Public Realm Improvements

As part of the proposed development, the sidewalk and outdoor seating area will be added on North Fraser Drive to encourage gathering opportunities for the local community. New sidewalk and parking access road on North Fraser Drive will improve the overall accessibility for residents and institutional and commercial uses on the site. Parking arrangement at the back of the site increases the green area in front of housing, daycare, and catering buildings. It will improve landscaping values on North Fraser Drive, add a green buffer for residents and employees, and relate to North Fraser Waterfront’s future design of a Friendship Pier. To increase safety suitable lighting will be provided for the car and bicycle parking.

In addition, the new QTS will contribute to the community’s overall revitalization and aesthetic appeal. By facing the building close to the street and attractively landscaping it, the building will be highlighted and showcased. Indigeneity is supported through various elements of the building. For example, the featured mural which will be located above the main entrance is inspired by the Indigenous artwork. The use of the colour palette for exterior and interior of the building is also inspired by Indigenous colours like ochre. The building will also incorporate natural materials related to Indigenous culture such as cedar wood. Furthermore, the design of the balcony guardrail system metal is fabricated with Indigenous artistry. The increased density will enhance the general security of the area. The public realm improvements noted above will also have a positive impact on the safety of pedestrians, cyclists and motorists alike.

4.4 COMMUNITY CONSULTATION/NEIGHBOURHOOD RELATIONS

During the concept development and design phase, Quesnel Tillicum Society and consultants have been in communication with municipal staff, the local community and other stakeholders. Communication was facilitated through formal meetings and ongoing correspondence. This includes meetings held in November 2020 with the City of Quesnel and discussion with their housing operator- DQCHS.

QTS is currently hosting zoom meetings with community members to keep partner organization informed on their plans for this project. The purpose of these meetings is to create awareness and to create fundraising opportunities.

External community-based stakeholders such as service providers, Health Authorities, neighbours and community members need a different approach to communications regarding a new project that internal project team members. Community-based supporters (or sometimes opposition) will be informed of project progress at key milestones. Different methods of communication will be utilized including producing a one-page fact sheet for the community on the project to combat any possible misinformation on the project and high-level timelines. In addition, Quesnel Tillicum Society may hold virtual open houses

or plan on having a presence at other pre-existing community forums, as well as scheduling targeted information gathering from key stakeholders (e.g. service providers or other potential partners).

The Society is also committed to being a good neighbour. Key site features such as landscaping or fencing will be strategically developed in coordination with adjacent neighbours so as to provide screening or minimal impact on neighbors of a new development in their community. During construction, a plan to reduce impact of noise and excess parking in the neighborhood will also be implemented. QTS has active business operations onsite such as a catering company and daycare. The lots that contain that these organizations will be absorbed into the project site and the staff and stakeholders associated with these operations will be involved in the planning process to mitigate impacts on their daily operations.

QTS and M'akola will make sure that the local community is appropriately engaged and informed in a timely fashion, that any opposition is identified and addressed early on in the project and that the impact of the new development (especially during construction) on direct neighbors is controlled and mitigated. The community will continue to be informed of the project's progress through the QTS' website. Project updates will be posted weekly highlighting key project milestones. QTS also plans to expand their social media page (Facebook) to include weekly updates of the proposed development. Community members and general public will be able to learn about the project and will be allowed to post comments to QTS about project activities and how the development will impact the neighbourhood and the community at large. This will create an open and transparent process throughout each stage of the project.

4.5 SUSTAINABILITY, GREEN DESIGN AND CONSTRUCTION

This design concept suits the target tenant population of families and seniors through the following key features:

- a. Combination of unit sizes to complement different sizes of households and families, including seniors: 12 Studio Apartments, 13-1Bedroom units and 9-2bedroom units. Six studio units will be designed as accessible units, specifically to target independent seniors and the elderly population. These studios can be converted to accessible one-bedrooms if required
- b. Common lounge available for family gathering and promotes community wellness
- c. Green house for residents to enjoy the benefits of nature
- d. Exercise room available for residents to promote good physical and mental health
- e. Large kitchen available for tenants to prepare and share homecooked meals
- f. Appropriate parking available for residents, staff and visitors
- g. Indigenous artwork design on the building promotes Indigenous Culture



The proposed development will meet Step Code 4 standards as per BC Housing requirement and is designed to minimize the coverage of the area and maximize greenspace. The proposed building will be a Passive design and will include triple glazed windows system assembly to meet passive house

requirements and a low-e coating glass. The building will also include continuous thermal insulation; solar sun shading; and low water consumption fixtures. Materials will also be sourced locally with high recycled content - using wood from trees removed from the plot.

In terms of landscaping, QTS anticipates planting local native plants based on consultations with members of the Lhtako Nation. Deciduous trees will also be planted in front of building's east and south orientation to provide shading during the summer. The building will comprise of a green house on the fifth floor to grow Indigenous edible plants.

Indigeneity is supported through various elements of the building. For example, the featured mural which will be located above the main entrance is inspired by the Indigenous artwork. The use of colour palette for exterior and interior of the building is also inspired by Indigenous colours like ochre. The building will incorporate natural materials related to Indigenous culture such as cedar wood. Furthermore, the design of the balcony guardrail system metal is fabricated with Indigenous artistry. This building will be fully designed to incorporate Indigenous values such as social gatherings which can take place at the ground and top floor. This includes a community kitchen for preparing and sharing meals and for cultural food celebrations (such as Potlach) and the green house for growth of Indigenous or medicinal Plants.

The design incorporates passive house energy targets using such systems as a hydronic heating system to keep consumption low and decrease operating costs over the life of the building. This type of building design will include tighter building envelope systems, smart use of windows, superior HVAC systems, high performance lighting systems and the installation of efficient water heating and appliances. QTS is committed to building sustainably and maintaining the green spaces on their site and meeting sustainable program requirements.

In addition to committing to working within the BC energy step code system, QTS commits to working with the chosen contractor to establish a waste management reduction plan during construction.

4.6 URBAN DESIGN PRINCIPLES

The purpose of this section is to guide development in keeping with the community's vision and which promote community, livability, aesthetics, ambiance, culture, safety, accessibility, and an environment that is inclusive to all age groups and abilities.

Street Character

The proposed development will contribute to the street and neighbourhood character. QTS anticipates planting local native plants based on consultations with members of the Lhtako Nation. Deciduous trees will also be planted in front of building's east and south orientation to provide shading during the summer. The building will comprise of a green house on the fifth floor to grow Indigenous edible plants. These elements will soften the roadside character while creating a continuous green space that will showcase the building.

Parking

There would be surface parking stalls at the underside the raised first level of the building to the North, East and South side of the property and a bike storage is located at the northern access point from the parking lot. According to the City of Quesnel's Bylaw, 65 stalls are required for 34 units, the Native Friendship Centre, Catering house and Daycare. QTS is requesting a variance of 20 Stalls -more details in Section 6.0 Variances.

Open Spaces

The new site, in addition to building to Step Code 4 standards as per BC Housing requirement, is designed to minimizing the coverage of the area, maximizing the greenspace and incorporating a green house and native plantscapes in all green spaces. The building will, comprise of a Green house on the fifth floor to grow Indigenous edible and medicinal plants. The design is intended to create an inviting space for flexible use in close to nature and visual connections to the outdoors.

Energy

The proposed development will meet Step Code 4 standards as per BC Housing requirement and is designed to minimize the coverage of the area and maximize greenspace. The proposed building will be a Passive design and will include triple glazed windows system assembly to meet passive house requirements and a low-e coating glass. The building will also include continuous thermal insulation; solar sun shading; and low water consumption fixtures. Materials will also be sourced locally with high recycled content - using wood from trees removed from the plot.

This type of building design will include tighter building envelope systems, high performance lighting systems and the installation of efficient water heating and appliances. QTS is committed to building sustainably and maintaining the green spaces on their site and meeting sustainable program requirements.

5.0 COMPREHENSIVE DEVELOPMENT ZONE

A comprehensive development zone is required to consolidate the parcels to allow for multi-use development including different uses such as residential, institutional, and commercial. This would allow for increased density, lot coverage, setbacks, building height, and distribution of parking throughout consolidated lots.

	Current Zone C-2A Lots 4, 12-15	Current Zone P-1 Lots 6-11	Proposed New Comprehensive Development Zone Lots 4, 6-15
Lot Coverage	100%	50%	65% Buildings footprint (existing and proposed): 904m ² (9,730ft ²) Driveways and Parking Areas: 1,403m ² (15,101ft ²) Lot size: 3,547m ² (38,190ft ²)
FSR/ Density	120 dwelling units per ha	-	34 dwelling units (density 95 dwelling units per ha)
Height	16m (53 ft) or 4-storey	18.3m (66ft)	15.04m (49,34ft), 5-storey
Uses	(a) animal clinic. (b) art gallery or art studio. (c) apartment dwelling. (d) assembly. (e) assisted residential living. (f) convenience retail store. (g) community care facility. (h) eating establishment. (i) fourplex dwelling. (j) group day care. (k) group home dwelling. (l) health services. (m) liquor retail store. (n) mini-storage facility. (o) office.	(a) assembly. (b) assisted residential living. (c) civic use. (d) convenience retail store. (e) eating establishment. (f) group day care. (g) group home dwelling. (h) health services. (i) hospital. (j) personal care. (k) office. (l) recreation and entertainment facility.	(a) affordable housing (b) café (c) office (d) Native Friendship Centre – recreation and entertainment facility: special occasion events, programs and services for community members (e) daycare (f) catering (g) off-street parking

	(p) personal care. (q) personal service establishments. (r) recreation and entertainment facility. (s) recycling materials drop-off centre. (t) retail store. (u) single detached dwelling. (v) townhouse dwelling.		
Setbacks	0.0m front lot line 0.0m interior side lot line 0.0m exterior side lot line 6.0m (20ft) rear lot line	7.5m (25ft) front lot line 3.0m (10ft) interior side lot line abutting an RS zone 1.5m (5ft) interior side lot line not abutting an RS zone 3.0m (10ft) exterior side lot line 3.0m (10ft) rear lot line	5.0m (16.4 ft) front lot line 3.0m (10ft) interior side lot line 3.0m (10ft) exterior side lot line 3.0m (10ft) rear lot line

6.0 VARIANCES

6.1 PARKING REQUIREMENTS

The Quesnel Tillicum Native Friendship Centre resides on lots 4,6 and 7. The proposed residential building footprint will be located on lots 8,9,10, and 11. Lots 12 and 13 are allocated for surface parking. Lots 14 and 15 are home to a catering company and daycare also owned by Quesnel Tillicum Society. It is intended that these buildings will remain, and the properties will be accessed to increase parking opportunities. Lots 4 through 16 is currently zoned as P1- Civic Assembly and Institutional and is surrounded by C2A – West Quesnel Local Commercial. QTS’ intention is to consolidate the entire parcel of land (lots 4 to 16) into a **Comprehensive Development Zone** that incorporate current and future multi-use of the property. There are currently no easement(s)/right of way(s)/covenant(s) on the property that will impact the development.

The four most northerly lots (Lots 8, 9, 10 & 11) are in excess of what is required for the new residential building footprint. Surrounding lots will be accessed for additional surface parking with 40 meters (132 feet) of road frontage on North Fraser Drive. The depth of the lots (road to alley) is approximately 30 meters (100 feet).

As per the City of Quesnel’s Zoning Bylaw, Bylaw No. 1880, please see the table for use and the required number of Parking Spaces:

Use	Required Number of Parking Spaces
Multi-Unit Residential	1 per dwelling unit plus 1 space for every 7 dwelling units or part thereof
Institutional - Civic Uses	1 per 46.m ² (50ft ²) of gross floor area
Commercial	3 per 100 m ² gross floor area
Day care Centre	1 per 10 patrons, plus 1 per 2 employees, with a minimum of 4 spaces

As per the City of Quesnel’s Zoning Bylaw, Bylaw No. 1880, this development requires:

Block 14, DL 386, Plan PGP772, Quesnel B.C			
Use	Number of Stalls Required	Number of Stalls Requested	Deficiency
34 dwelling units + administration	40	20	20
Friendship Centre 9,113 ft ²	19	19	-
Catering house – gross area 55.63 m ²	2	2	-
Day care – max. 4 people	4	4	-
Total	65	45	20

RESIDENTIAL

The reduction in residential parking requirements include a number of compelling factors: 1.) availability of public transportation, 2.) active transportation options, 3.) proximity of residents to amenities, 4.) additional buildable area, 5.) units will be primarily single occupant and all will be subsidized, and tenants will have shorter stays and will not have cars.

1.) Availability of Transportation Amenities:

The City of Quesnel has a local transit system that runs six days a week and serves the City as well as the Electoral Areas A, B, C, I of the Cariboo Regional District. The transit systems offer two types of services:

- a.) Fixed Route Service: The Fixed Route Service offers transportation to major destinations and residential areas within the City and to areas of the CRD Electoral Area A. For example, the main transit hub - central bus stop is located within 700-750 m from the site (St. Laurent Ave. at Reid Street). From this central transit hub, buses run hourly and include routes to West Quesnel, Red Bluff via South Hills, North Fraser, Wells (1X/week on Thursdays) and Nazko (last Wednesday of each month). There is also a South Quesnel Express three times per day to major shopping centers (e.g. Walmart). All routes except Wells and Nazko have Saturday service¹⁴.
- b.) HandyDART: HandyDART offers door-to-door service for individuals who are unable to use the Fixed Route Service. Services are provided to residents in the City and to Electoral Areas A, B, C and I.

2.) Active Transportation Options:

The location of the Project will provide opportunities for residents to live active, healthy lifestyles by using active transportation methods, such as walking, cycling, use of wheelchairs and mobility aids, roller-skating and in-line skating. The City of Quesnel has taken advantage of its natural environment and has developed an Active Transportation Plan, 2016¹⁵ to promote active transport as an attractive and convenient choice of transportation. The City of Quesnel, in promoting activities such as walking and

¹⁴ [City of Quesnel Transportation](#)

¹⁵ [City of Quesnel Active Transportation Plan, 2016](#)

cycling, hopes to reduce automobile dependence, increase physical activity levels, improve health, reduce infrastructure demands, and create more livable and vibrant communities.

As the City becomes more urbanized through increased population density and mixed land-use, walking and cycling have become viable and preferred options for residents living downtown. To meet this demand, the City of Quesnel plans to expand and enhance walking and cycling connections throughout the City. This includes developing additional sidewalks or pedestrian facilities, developing and/or maintaining multi-use pathways, and implementing a long-term bicycle network plan to increase cycling activities throughout the city¹⁶.

3.) Proximity of residents to amenities:

Residents will be in walking distance to community amenities and services which lowers the need and demand for vehicles/parking stalls. Table 1 below shows walkability distances to community amenities that will support an active lifestyle amongst residents, while decreasing their dependency on vehicles.

Table 1: Walking Distances to Community Amenities

Community Amenity/Facility	Distance from Site
Pharmacy	1.0 km
Shopping centre	750 m
Hospital	1.0 km
Library	1.2 km
Grocery Store	210 m
Fitness centre	750 m
Bus Stop	25 m
Commercial services (eg. Banks)	650 m
Restaurant	400 m
Community Centre	1.2 km
Greenspace	1.0 km

4.) Additional buildable Area:

Less parking stalls will allow for additional buildable area, providing greater number of units for tenants to access housing. Additionally, existing staff supporting the tenants in this building already have parking stalls at the Native Friendship Centre and only 1 additional stall will be required for the new staff.

LOCAL HOUSING EXAMPLES

In addition to key factors related to the location and accessibility of this new development, M’akola has pulled together a variety of examples of existing projects within the City of Quesnel that demonstrate that

¹⁶ [City of Quesnel Active Transportation Plan, 2016, p. 29 &31](#)

a reduction in parking for this development can be supported based on demand for parking in other similar projects.

Table 2: Parking data collected from existing City of Quesnel affordable or seniors housing

City of Quesnel					
Address	Type of Building	Number of Units	Number of parking Stalls	Number of Stalls in Use	Demand (ratio of units to stall in use)
Maeford Place -574 Kinchant Street	Assisted living	36	40	10	.26
Fraser Village -410 Front Street	Independent seniors housing	57	0	0	0
DQCHS – Milestone Manor (744 Front St)	Affordable housing	31	42	30	.71
DQCHS – Kikihnaw (424 McLean St)	Affordable housing	38	37	20	.54
Silver Manor (Lions) – 255 McNaughton	Affordable Seniors	30	17	8	.47

Almost all of these local examples support a demand for affordable and seniors housing to be less than the stalls per unit proposed in this development. Most compelling is the two most recent projects, both opening within the last couple years have a demand for parking per unit that is well below what this project is proposing.

Additional data from the City of Prince George has been provided below to further support a parking reduction.

Table 3: Parking data collected from the nearby City of Prince George for Comparison

Address	Number of Units	Number of Parking Stalls	Number of Stalls in Use
1700 Yew Street	11	16	5
2060 Bowser Ave	11	16	6
950 Central Street	6	6	3
525 Freeman Street	8	14	3
1707 Redwood	4	8	2
573 Carney Street	5	8	3
2026 Laurier Crescent	6	10	2

The City of Quesnel is working in close collaboration with BC Transit to improve transit service in the area and encourages the use of public transit (p. 57). The City’s Official Community Plan 5.6.1 “provides opportunities for residents to engage in walking and cycling as alternative and convenient forms of transportation in Quesnel¹⁷” (p. 52). A parking variance for a total of 45 stalls provided on the site will meet the current and future needs of the residents. Residents at this new development will be in walking distances to commercial goods and services and the City of Quesnel has a transit system that serves the community on a regular basis.

	# of required stalls	# of stalls provided	Variance
Residential & administration	40	40	20
Friendship Centre	19	19	0
Catering	2	2	0
Daycare	4	4	0
Total	65	45	20

6.3 ENABLING POLICY FOR LOWER PARKING

Policy 6.1.1 Encourages parking be available while promoting alternative forms of transportation. QTS plans to provide adequate parking while also providing bike infrastructure and developing car share opportunities for tenants as they assume housing operations.

Policy 6.1 of the OCP allows for the consideration of parking variances where:

6.1.2 active Transportation	Encourage the use of biking and walking systems. Provide short-term and long-term bicycle parking on public lands. Supporting walkability by improving planters, patios and benches along transportation routes.
6.1.7 Parking	Implement parking management that reduces car ownership and increases modes of active transportation. Providing electric vehicle parking infrastructure.

6.4 ON-SITE PARKING ANALYSIS AND DISCUSSION

Transportation Demand Management (TDM) aims to reduce automobile travel demand. As the site is located close to a Neighbourhood Centre, the easy access to public transportation, public amenities and

¹⁷ [City of Quesnel 2030 Official Community Plan](#)

commercial services is expected to reduce tenants’ reliance on personal cars. The handyDART and bike parking also serve this goal. There is a bus stop within 25 meters of North Fraser Drive, which is a commercial and transportation corridor. There are also multiple parks within 1km of the site. In addition, the QTS project design includes the potential for designated car sharing parking, and the potential for resident share parking. These provisions will encourage other forms of transportation over vehicle use.

The following tables provide an overview of the distances between the site and nearby points of interest.

Table 2: Distance from the Subject Site to Surrounding Amenities

Amenity Type	Distance
Public transportation	25m
Public amenities	Library = 1.2 km; community centre = 1.2 km; park = 1 km
Commercial services	Grocery store = 210m; bank = 650m; fitness centre = 750m; shopping centre = 750m; walk-in clinic = 750m

Based on a review of parking statistics of similar developments, it is expected that the QTS project will have a lower vehicle ownership rate than the parking requirements outlined in the Bylaw. The proposed parking ratio for the QTS project (0.6 spaces per unit) is consistent with the amount of parking provided on the two other similar sized properties (Front Street and Maclean) and fits with the location, unit mix, and tenant profile. The parking spaces required by staff will stay consistent with the current use of parking on the site. Moreover, the parking variance requested for 0.6 stall per unit is minimal.

For these reasons, Formline Architecture, Quesnel Tillicum Society and M’akola Development Services are confident that 20 parking spaces will meet the current and future needs of the residents.

7.0 PUBLIC REALM IMPROVEMENTS

The new development will include street front improvements along North Fraser drive along with landscape improvements, including native planting and softening of the parking entrance are visible in the landscape plan.

8.0 SUMMARY OF APPLICATIONS

8.1 ZONING BY-LAW AMENDMENT

Current Zoning

**P-1 Civic Assembly and Institutional
C-2A Local Commercial**

Proposed Zoning

Comprehensive Zoning Development

8.2 DEVELOPMENT PERMIT

Quesnel Tillicum Society will be requesting a development permit at a later stage.

8.3 VARIANCES

Section 5.7.2: states that parking in multi-unit zones must be a minimum of 3 m from any street ROW. This requirement would have to be varied to accommodate the proposed parking located near North Fraser Drive.

Section 5.3.3: Vary to allow on-site parking to be located within 1 m of the rear lot line.

<p>Minimum Parking Requirement 1.18 spaces per unit Total: 65 parking stalls (40 residential + 25 office/program/commercial)</p>	<p>Proposed Parking Variance 0.6 Space per unit (20 spaces in total) Total: 45 parking stalls (20 residential + 25 office/program/commercial)</p>
<p>Maximum Height RM-4 Zone 16m (53ft) or 4-storey for principal building</p>	<p>Proposed Height 15.04 m (49ft), 5-storey (setback on 5th floor)</p>

9.0 CONCLUSION

In considering the proposed development and applicable policy framework, Formline Architecture, Quesnel Tillicum Society and M’akola Development Services are confident that the project represents good planning and is in the public interest.

The proposed development advances several key policy objectives at the regional, district and local level, including:

- Supporting the development of complete communities that offer an adequate, accessible and diverse supply of affordable housing across the housing spectrum.
- Implementing parking management programs that promote reduced car ownership, reduced car trips and increased use of active modes of transportation.
- Strengthening partnerships with First Nations through collaboration on housing project development, promoting Native art and adding Native Plants to project landscape.
- Incorporating energy efficient building design and materials.
- Improving health and social well-being of residents by providing amenities for physical, mental, and social well-being (café, gym, lounge and reading room, community kitchen, roof terrace, greenhouse).

In addition, the new QTS housing development maintains the general intent of the Zoning Bylaw and community goals. The proposed custom zoning requires minimal parking variances and allows the unique site, its commercial, residential and program components to be adapted to create the best, most sensitive and supportive living environment for Quesnel residents. This project will contribute to the well-being of future residents and the Quesnel community.