

# City Staff Report

Report Date: February 8, 2021  
Meeting Date: February 16, 2021

To: City Manager  
From: Director of Development Services  
Subject: Zoning amendment for Quesnel Tillicum Society/Friendship Centre property

## Purpose

Consideration of an application to create a new comprehensive development zone over Lots 4; 6-15, Block 14, District Lot 386, Cariboo District, Plan to allow a multi-unit residential development on a consolidated lot with the existing Friendship Centre building, day care and catering business.

## Summary

- The proposal is anticipated to be a 34 unit apartment targeted towards low-income individuals.
- To comply with the numerous uses intended on the property and overall complexity of the development, the creation of a new comprehensive development (CD) zone was recommended by staff.
- An OCP amendment is not required as staff considered the proposed development to conform to the West Village and North Fraser Drive designation.

## Recommendation

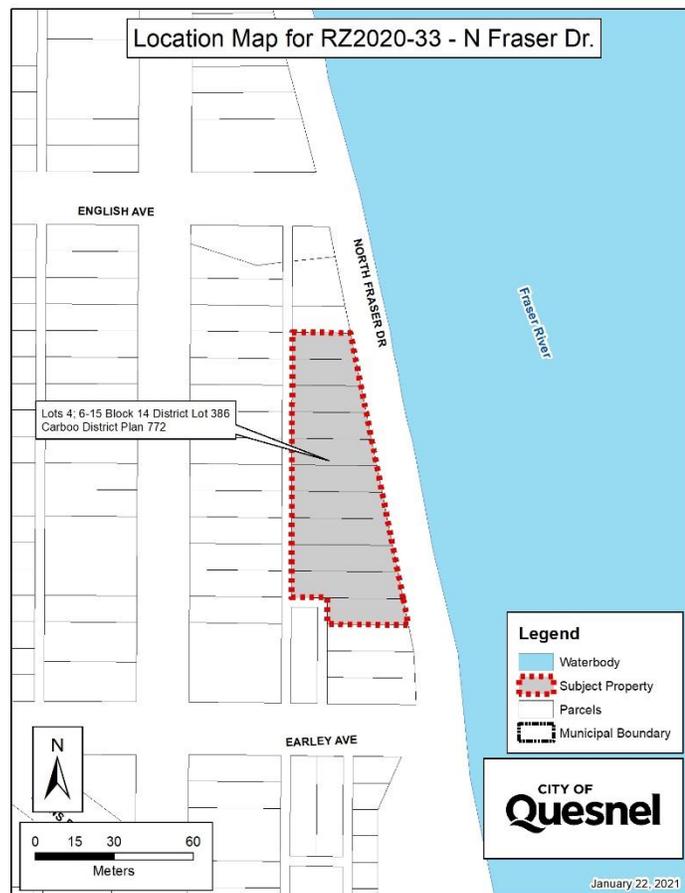
THAT Council directs staff to draft a zoning bylaw amendment creating a new comprehensive development zone over Lots 4; 6-15, Block 14, District Lot 386, Cariboo District, Plan 772 to allow a multi-unit residential development along with the existing Friendship Centre building, day care and catering business.

## Statutory Requirements

Local Government Act – Part 14 – Planning and Land Use Management

### *Requirement for public hearing before adopting bylaw*

464 (1) Subject to subsection (2), a local government must not adopt





- (a) an official community plan is in effect for the area that is subject to the zoning bylaw, and
- (b) the bylaw is consistent with the official community plan.**

Staff do not recommend waiving the public hearing as the notice process for waiving is the same as having a hearing. Holding the hearing allows engagement and transparency in the process.

## **Council Policy**

Official Community Plan Bylaw No. 1879, 2019

Zoning Bylaw No. 1880, 2019

Development Applications Procedures Bylaw 1531, 2002

Floodplain Management Bylaw No. 1187, 1991

## **Strategic Objective**

Identify housing opportunities: work with developers, the non-profit sector and funding agencies (BC Housing). Partner with local First Nations bands and Southern Dakelh National Alliance

## **Financial Implications**

N/A

## **Background**

On February 16<sup>th</sup> Council reviewed the request to create a comprehensive development zone on the Quesnel Tillicum properties along North Fraser Drive to accommodate the development of 34 unit apartment in conjunction with existing institutional and commercial uses on the property. Council directed staff to proceed with drafting of the bylaws.

This Zoning Amendment application is the first step in the review/approval process and considers use and density of the property. It should be noted that the form and character of the buildings as submitted and shown in the elevation plans attached are conceptual at this stage and may be altered by the applicant prior to completing their funding and development processes. The applicant has requested the City only proceed to first reading at this time and initiate consultation activities. Second reading and setting of the public hearing will occur following confirmation of financing.

A Development Permit review to consider final form and character of the site and buildings will be completed prior to adoption of the bylaw as shown in the process section below.

### Public Consultation

As an official community plan amendment is not required for this development consultation as specified in Section 475 of the Local Government Act is not required. Staff do recommend as part of the zoning process that Lhtako Dene Nation, Lhoosk'uz Dene Nation, ?Esdilagh First Nation and Southern Dakelh Nation Alliance be directed a referral.

## **Application Summary**

The Quesnel Tillicum Society (QTS) property consists of 11 legal lots in which the QTS/Native Friendship Centre building, a day care, and a catering service are all located. The QTS is intending on constructing a new 5-storey, 34 unit apartment building on the current parking area and utilize the entire site a comprehensive development area distributing parking across the site to accommodate all uses.

This zoning amendment is required to permit apartment use on the property, which is currently zoned C-2A (North Fraser Drive Local Commercial) and P-1 (Institutional). Due to the proposed density, variety of uses on the property and need to share parking between the uses it was recommended that the property



be rezoned to a CD zone, which would give the developer a degree of flexibility when it came to site design.

### Zoning and Uses

- The property is currently being used in a variety of ways including assembly, civic use, general commercial, office and day care.
- Few zones allow for multiple principal uses for a single property, and no currently existing zone would allow for the comprehensive development proposed.
- A comprehensive development zone CD-1 (Quesnel Tillicum Comprehensive Development Zone) has been drafted and is attached.
- Staff recommended that the CD zone method is the most logical, as the uses on site can be controlled and aspects such as parking can be shared rather than separate.

### OCP

- Staff considered the proposed development to be consistent with the West Village North Fraser Drive (WV) OCP designation.
- See below for a list of policies from the WV section in the OCP:
  - Encourage a mix of commercial, residential, institutional, and recreational uses in the area.
  - Support live-work accommodation within the West Village designation.
  - Explore opportunities to enhance West Village as a welcoming and vibrant place with mixed-use developments, live-work units, small businesses, artist studios, galleries, restaurants, cafes, bistros, or other complimentary uses.

### Floodplain

- The entire property is located within the Fraser River floodplain.
- As per Floodplain Management Bylaw No. 1187, the lowest part of a floor system that is used for habitation, business, or the storage of goods that are susceptible to flood waters, is to be located 30 m from the natural boundary of the Fraser River as well as 3 m up in elevation.
- The proposed building is located outside of the 30 m setback, see attached site plan, but the elevation of the lower floor likely would not meet the +3 m elevation requirement. As such, the building was designed to have no residential units on the 1<sup>st</sup> floor. The 1<sup>st</sup> floor is to include a lobby, bicycle storage space, parking, office, and a mechanical room.

### Parking

- The required parking for the entire property is to be 49 off-street stalls.
- If the required parking were to be calculated using Table 5.1 of the Zoning Bylaw, this requirement would be 65 in total.
- 9 stalls are to be for small cars.
- 3 stalls are to be for EVs.
- 4 stalls adjacent to the laneway are to be used for snow storage during winter months.
- The 4 spaces on North Fraser Drive are not being counted towards off-street parking as they are located on City ROW. These spaces should be discussed further with Capital Works. There may be opportunity for these spaces to be used for loading or drop-off zones.

### Access and traffic flow

- The main access to the site will be via North Fraser Drive and will include a one-way aisle for the covered parking.
- The one-way aisle direction is recommended to change so that traffic in the rear laneway is reduced.
- Stalls 37-49 are to be accessed via the laneway.



- The rear laneway is only about 3 m wide, which would prove difficult for vehicles to pass one another.
- Access and traffic flow will be reviewed and analyzed further during the Development Permit process.

#### Referrals

- Referrals were sent to internal City departments and external agencies for comment on January 26, 2021.
- The Building Department advised that a geotechnical report will be required as well as civil engineered plans, as storm water drainage for the property needs to be addressed due to the lack of drainage infrastructure in the area and close proximity to the Fraser River.
- Further comments were received from the Public Works Department regarding lane access and snow removal responsibilities.

#### Site Characteristics

<b>Location</b>	319, 375, 383 North Fraser Drive
<b>Site Area</b>	3548 sq m (approx. 0.88 acres)
<b>Current Use</b>	Assembly, civic use, day care, general commercial
<b>Zoning</b>	C-2A, P-1
<b>Official Community Plan Land Use Designation</b>	WV (West Village and North Fraser Drive)
<b>Development Permit Area</b>	Commercial
<b>Servicing</b>	City water and sewer.

#### Surrounding Land Uses

<b>North</b>	Mix of residential and local commercial
<b>East</b>	Fraser River
<b>South</b>	Mix of residential and local commercial
<b>West</b>	Residential and institutional



## Process

<b>PROCESS OUTLINE</b>		
Application received	Jan 20	Complete application received
Referrals	Jan 26	Application referral sent to internal and external agencies for consideration.
Report to Council – Project Introduction	Feb 16	Application and Bylaw to Council – introduction to application and review proposed CD-1 zone.
<b>Report to Council</b>	<b>March 2</b>	<b>Report to Council – 1<sup>st</sup> reading</b>
Consultation	March 3 – April 7	Provide notice to agencies of application.
Second Reading set public hearing	TBD	Provide
Public Hearing	TBD	Public Hearing
3 <sup>rd</sup> reading of bylaw	TBD	3 <sup>rd</sup> Reading
Development Permit Review	TBD	Final form and character review consideration.
Bylaw Adoption – final reading	TBD	
Lot consolidation		Can be started any time but must be complete prior to building occupation.

## **Attachments**

Justification Letter

Site Plans

Floor Plans

Conceptual Elevation Plans

Zoning Amendment Bylaw 1905

## **Concurrence**

N/A

# City Staff Report

Report Date: February 23, 2021  
Meeting Date: March 2, 2021

Original signed by: City Manager Johnson

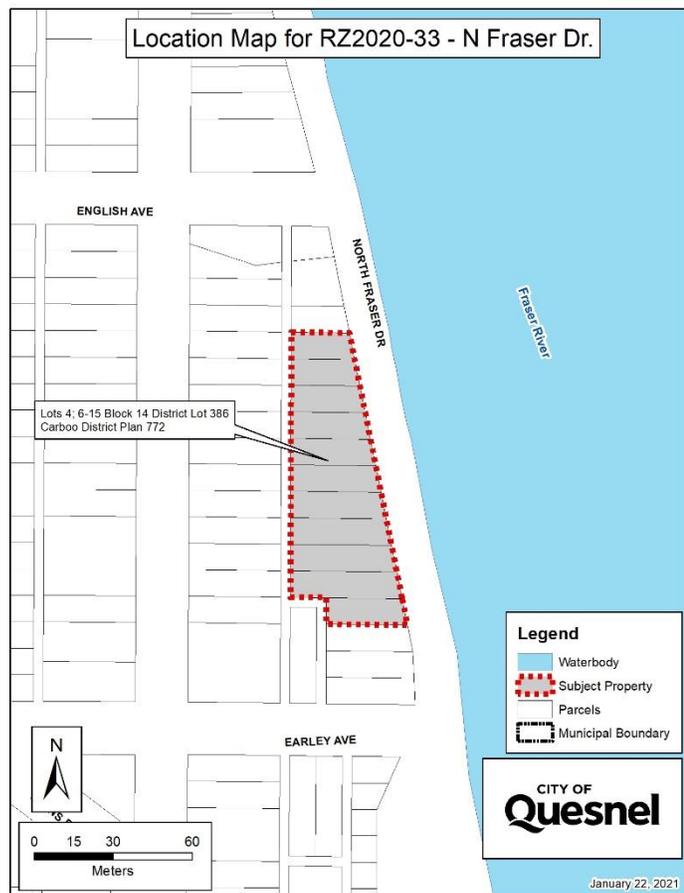
To: City Manager  
From: Director of Development Services  
Subject: Quesnel Tillicum Society Comprehensive Development Zone – Rz2020-33

## Purpose

Provide first reading of draft Zoning Amendment Bylaw No. 1905 to allow a new comprehensive development zone on North Fraser Drive to allow a multi-unit residential building in combination with institutional and commercial uses.

## Summary

- The proposal is anticipated to be a 34 unit apartment.
- To comply with the numerous uses intended on the property and overall complexity of the development, the creation of a new comprehensive development (CD) zone was recommended by staff.
- The zoning amendment process is about use of the property – final design approval of site and buildings will occur in the development permit review phase of the building.
- The applicant has requested to hold off on setting public hearing until financing has been secured for property.



## Recommendation

THAT Council considers first reading of Zoning Amendment Bylaw No. 1905 for the creation of the Quesnel Tillicum Comprehensive Zone, in the bylaw section of the March 2, 2021 agenda.

## Statutory Requirements

Local Government Act – Part 14 – Planning and Land Use Management

### *Requirement for public hearing before adopting bylaw*

464 (2) A local government may waive the holding of a public hearing on a proposed zoning bylaw if



(a) an official community plan bylaw,  
(b) a zoning bylaw, or  
(c) a bylaw under section 548 *[early termination of land use contracts]*  
without holding a public hearing on the bylaw for the purpose of allowing the public to make representations to the local government respecting matters contained in the proposed bylaw.

- (2) A local government may waive the holding of a public hearing on a proposed zoning bylaw if
- (a) an official community plan is in effect for the area that is subject to the zoning bylaw, and
  - (b) the bylaw is consistent with the official community plan.

## **Council Policy**

Official Community Plan Bylaw No. 1879, 2019

Zoning Bylaw No. 1880, 2019

Development Applications Procedures Bylaw 1531, 2002

Floodplain Management Bylaw No. 1187, 1991

## **Strategic Objective**

N/A

## **Financial Implications**

N/A

## **Background**

The Quesnel Tillicum Society (QTS) has applied to rezone their property which consists of 11 legal lots in which the QTS/Native Friendship Centre building, a day care, and a catering service are all located. Between the existing Friendship Centre and day care buildings there is a vacant portion of land that is currently used for parking. The QTS is intending on constructing a new 5-storey, 34 unit apartment building where this parking area is located. The units are to be geared towards low-income individuals.

A zoning amendment is required to permit apartment use on the property, which is currently zoned C-2A (North Fraser Drive Local Commercial) and P-1 (Institutional). Due to the proposed density, variety of uses on the property and need to share parking between the uses it was recommended that the property be rezoned to a CD zone, which would give the developer a degree of flexibility when it came to site design.

This Zoning Amendment application is the first step in the review/approval process. A Development Permit, Building Permit, and servicing agreement will also be required through this development approval process.

The QTS intend to consolidate all subject lots prior to Building Permit stage.

## **Zoning and Uses**

- The property is currently being used in a variety of ways including assembly, civic use, general commercial, office and day care.
- Few zones allow for multiple principal uses for a single property, and no currently existing zone would allow for the comprehensive development proposed.
- A comprehensive development zone CD-1 (Quesnel Tillicum Comprehensive Development Zone) has been drafted and is attached.



- Staff recommended that the CD zone method is the most logical, as the uses on site can be controlled and aspects such as parking can be shared rather than separate.



### OCP

- Staff considered the proposed development to be consistent with the West Village North Fraser Drive (WV) OCP designation.
- See below for a list of policies from the WV section in the OCP:
  - Encourage a mix of commercial, residential, institutional, and recreational uses in the area.
  - Support live-work accommodation within the West Village designation.
  - Explore opportunities to enhance West Village as a welcoming and vibrant place with mixed-use developments, live-work units, small businesses, artist studios, galleries, restaurants, cafes, bistros, or other complimentary uses.

### CD Zone

- The CD zone was originally drafted to facilitate the creation of CD zones to accommodate developments that would take regulations from various zones.
- Staff are recommending amending the policy for the development of CD zones to allow the development of site specific zones allowing greater flexibility for staff to work with the proponents on this application as well as future development proposals and opportunities.

### Floodplain

- The entire property is located within the Fraser River floodplain.
- As per Floodplain Management Bylaw No. 1187, the lowest part of a floor system that is used for habitation, business, or the storage of goods that are susceptible to flood waters, is to be located 30 m from the natural boundary of the Fraser River as well as 3 m up in elevation.
- The proposed building is located outside of the 30 m setback, see attached site plan, but the elevation of the lower floor likely would not meet the +3 m elevation requirement. As such, the building was designed to have no residential units on the 1<sup>st</sup> floor. The 1<sup>st</sup> floor is to include a lobby, bicycle storage space, parking, office, and a mechanical room.

### Parking

- The required parking for the entire property is to be 49 off-street stalls.
- If the required parking were to be calculated using Table 5.1 of the Zoning Bylaw, this requirement would be 65 in total.
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- The 4 spaces on North Fraser Drive are not being counted towards off-street parking as they are located on City ROW. These spaces should be discussed further with Capital Works. There may be opportunity for these spaces to be used for loading or drop-off zones.

### Access and traffic flow

- The main access to the site will be via North Fraser Drive and will include a one-way aisle for the covered parking.
- The one-way aisle direction is recommended to change so that traffic in the rear laneway is reduced.
- Stalls 37-49 are to be accessed via the laneway.
- The rear laneway is only about 3 m wide which would prove difficult for vehicles to pass one another.
- Access and traffic flow will be reviewed and analyzed further during the Development Permit process.



## Referrals

- Referrals were sent to internal City departments and external agencies for comment on January 26, 2021.
- The Building Department advised that a geotechnical report will be required as well as civil engineered plans, as storm water drainage for the property needs to be addressed due to the lack of drainage infrastructure in the area and close proximity to the Fraser River.
- Further comments were received from the Public Works Department regarding lane access and snow removal responsibilities.

## Site 1 Characteristics

<b>Location</b>	319, 375, 383 North Fraser Drive
<b>Site Area</b>	3548 sq m (approx. 0.88 acres)
<b>Current Use</b>	Assembly, civic use, day care, general commercial
<b>Zoning</b>	C-2A, P-1
<b>Official Community Plan Land Use Designation</b>	WV (West Village and North Fraser Drive)
<b>Development Permit Area</b>	Commercial
<b>Servicing</b>	City water and sewer.

## Surrounding Land Uses

<b>North</b>	Mix of residential and local commercial
<b>East</b>	Fraser River
<b>South</b>	Mix of residential and local commercial
<b>West</b>	Residential and institutional

## PROCESS

POSSIBLE PROCESS OUTLINE		
Application received	Jan 20	Complete application received
Referrals to internal and external agencies	Jan 26	Application referral sent to internal and external agencies for consideration.
Report to Council - Zoning Amendment	Feb 16	Application and Bylaw to Council – introduction to application and review proposed CD-1 zone.
Report to Council	March 2	Consultation Complete and report to Council – 1 <sup>st</sup> and 2 <sup>nd</sup> reading, set Public Hearing date
Consultation activities	Feb 17	TBD – decide specifics at Mar 2 meeting.
Public Hearing	April 7	Public Hearing
3 <sup>rd</sup> reading of bylaw following Public Hearing	April 20	3 <sup>rd</sup> reading
DP and Bylaw final approval	May 4	DP and final reading of Bylaw



Lot consolidation		Can be started any time but must be complete prior to building occupation.
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### **Attachments**

Site Plans

Floor Plans

Elevation Plans

Justification Letter

Draft CD-1 Zone

### **Concurrence**

N/A

# City Staff Report

Report Date: September 21, 2021  
Meeting Date: September 28, 2021

To: City Manager  
From: Director of Development Services  
Subject: Zoning amendment for multi-unit residential development on Quesnel Tillicum Society/Friendship Centre property

## Purpose

Provide a second reading for Quesnel Tillicum Society to create a new comprehensive development zone over Lots 4; 6-15, Block 14, District Lot 386, Cariboo District, Plan to allow a multi-unit residential development on a consolidated lot with the existing Friendship Centre building, day care and catering business.

## Summary

- On March 2, 2021 Council considered first reading of the Zoning amendment for the creation of a Comprehensive development Zone.
- On March 2, 2021 Zoning amendment Bylaw No. 1905, 2021 received first reading.
- The applicant is requesting the process continue to advance through to public hearing and third reading consideration to assist in advancing funding proposals.
- Provide second readings and setting of the public hearing are recommended for the zoning bylaws amendment at this time.

## Recommendation

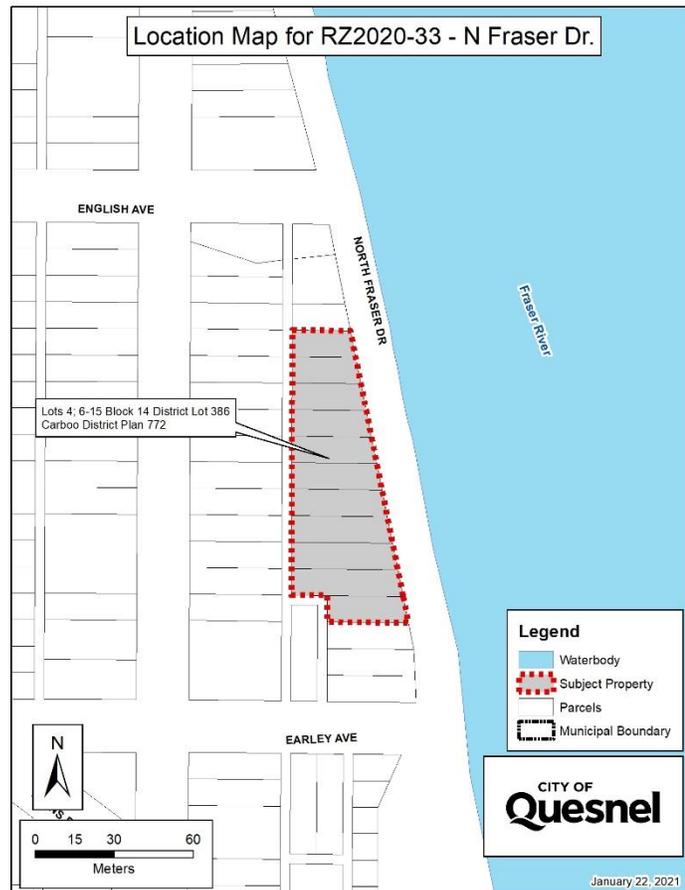
THAT Council provide second reading of Zoning Amendment Bylaw No. 1905;

AND THAT Council set the public hearing date for Zoning Amendment Bylaw No.

1905 to be held Tuesday, October 19<sup>th</sup>, 2021 at 6pm at City Hall Council Chambers.

## Statutory Requirements

Local Government Act – Part 14 – Planning and Land Use Management





## Council Policy

Official Community Plan Bylaw No. 1879, 2019

Zoning Bylaw No. 1880, 2019

Development Applications Procedures Bylaw 1531, 2002

Floodplain Management Bylaw No. 1187, 1991

## Strategic Objective

N/A

## Financial Implications

N/A

## Background

The Quesnel Tillicum Society (QTS) has applied to rezone their property which consists of 11 legal lots in which the QTS/Native Friendship Centre building, a day care, and a catering service are all located. Between the existing Friendship Centre and day care buildings there is a vacant portion of land that is currently used for parking. The QTS is intending on constructing a new 5-storey, 34 unit apartment building where this parking area is located. The units are to be geared towards low-income individuals.

A zoning amendment is required to permit apartment use on the property, which is currently zoned C-2A (North Fraser Drive Local Commercial) and P-1 (Institutional). Due to the proposed density, variety of uses on the property and need to share parking between the uses it was recommended that the property be rezoned to a CD zone, which would give the developer a degree of flexibility when it came to site design.

The QTS intend to consolidate all subject lots prior to Building Permit stage.

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### Surrounding Land Uses

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## **PROCESS**

<b>POSSIBLE PROCESS OUTLINE</b>		
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Referrals to internal and external agencies	Jan 26	Application referral sent to internal and external agencies for consideration.
Report to Council - Zoning Amendment	Feb 16	Application and Bylaw to Council – introduction to application and review proposed CD-1 zone.
Report to Council	March 2	1 <sup>st</sup> reading of Amending Bylaw – note that second will occur once funding confirmed. Consultation not required as OCP amendment not required but recommend consultation with local first nations recommended.
Consultation activities	In process	Referral to be sent to Lhtako Dene Nation, Lhoosk'uz Dene Nation, ?Esdilagh First Nation and Southern Dakelh Nation Alliance
2 <sup>nd</sup> reading of bylaw	Sept 28th	2 <sup>nd</sup> reading
Public Hearing	Oct 19	Public Hearing
3 <sup>rd</sup> reading of bylaw	TBD	3 <sup>rd</sup> reading
DP and Bylaw final approval	TBD	DP and final reading of Bylaw
Lot consolidation		Can be started any time but must be complete prior to building occupation.

The first reading of the bylaw was completed March 2, 2021.

The applicant is requesting that the Zoning amendment application proceed to second reading and set a Public Hearing date for October 19, 2021.

### **Attachments**

Site Plans

Elevation Plans

Justification Letter

Draft CD-1 Zone

### **Concurrence**

N/A