

# STAFF REPORT TO COUNCIL

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**DATE:** April 12, 2023

**TO:** MAYOR AND COUNCIL

**NAME AND TITLE:** Deanna Wasnik, Director of Planning and Development

**SUBJECT:** Rezoning Amendment Application No. RZ100770 (Bylaw No. 9358, 2022)

**APPLICANT:** Provincial Rental Housing Corporation on behalf of 1195183 BC Ltd., Inc. No. BC1195183 and Cure8 Ventures Ltd., Inc. No. BC1206065

**LOCATION:** 1616 and 1650 Queensway

**ATTACHMENT(S):** Location and Existing Zoning Map  
Appendix "A" to Bylaw No. 9358  
Exhibit "A" to Application No. RZ100770  
BC Housing's Public Consultation Summary

## RECOMMENDATION(S):

THAT Council:

1. GIVES First and Second Reading to "City of Prince George Zoning Bylaw No. 7850, 2007, Amendment Bylaw No. 9358, 2022"; and
2. PERMITS that consideration of Final Reading of proposed Bylaw No. 9358 BE WITHHELD until the following requirements have been met to the satisfaction of Administration:
  - a. Receipt of Traffic Impact Analysis;
  - b. Receipt of Servicing Brief;
  - c. Receipt of a Parking and Landscaping Plan and security in the amount of 120% of the cost of the landscaping works identified on the Landscaping Plan;
  - d. Registration of Section 219 Restrictive Covenant on the legal title of Parcel A (W19288), Parcel C (Plan B7858), Lot 19, and Lot 20, Block 257, District Lot 343, Cariboo District, Plan 1268 that limits the density of the proposed development to no more than 160 dwellings per hectare; and
  - e. Receipt that Parcel A (W19288), Parcel C (Plan B7858), Lot 19, and Lot 20, Block 257, District Lot 343, Cariboo District, Plan 1268 have been consolidated.

In addition, any recommendations presented in the preceding items must be addressed to the satisfaction of the Director of Planning and Development.

## PURPOSE:

The applicant has applied to rezone 1616 and 1650 Queensway (subject area) to facilitate 30 units of supportive housing within the existing buildings. The applicant has applied to rezone the subject area from C5: Visitor Commercial and C4: Local Commercial to RM7: High-Rise Residential, as shown on Appendix "A" to Bylaw No.

9358. Further to this, the applicant has also applied for a site-specific text amendment to allow “Housing, Supportive” as a principal use within the RM7 zone. This use would be specific to the subject area only, as shown on Exhibit “A” to RZ100770.

**Site Characteristics**

Location	1616 and 1650 Queensway
Legal Description	Parcel A (W19288), Parcel C (Plan B7858), Lot 19, and Lot 20, Block 257, District Lot 343, Cariboo District, Plan 1268
Current Use	Hotel & Retail, General
Site Area	1,904 m <sup>2</sup>
Growth Management Class	Growth Priority
Servicing	City Services Available

**Zoning (see Appendix “A” to Bylaw No. 9358)**

Current Zoning	C4: Local Commercial and C5: Visitor Commercial
Proposed Zoning	RM7: High-Rise Residential

**Surrounding Land Use Table**

North	Prince George Gospel Chapel
South	Friendship Lodge Supported Housing
East	Laneway; Multiple Residential
West	Queensway; Multiple Residential

**STRATEGIC PRIORITIES:**

This application is consistent with Council’s strategic priority for economic growth and development by increasing market housing and affordability to maximize quality of life.

**POLICY / REGULATORY ANALYSIS:**

**Future Land Use**

The subject area is designated as Neighbourhood Centre Corridor in Schedule B-6: Future Land Use of the Official Community Plan (OCP). The Neighbourhood Centre Corridor designation encourages a diverse range of medium to high density residential and mixed-use developments (OCP Policy 8.3.34 and 8.3.37). OCP Policy encourages infill and redevelopment of existing vacant and underused sites, with an emphasis on enhancing the pedestrian experience (OCP Policy 8.3.31). OCP Policy encourages buildings to be of a similar size and scale to nearby buildings (e.g., on the same street or block) (OCP Policy 8.3.55).

The surrounding neighbourhood is predominately medium to high density residential housing in apartment and row housing forms. The applicant is proposing to renovate the existing buildings within the subject area to create a supportive housing community, which will provide non-market housing options within walking distance of the downtown area. The subject property is within a transit catchment area and approximately 200 m from the nearest transit stop.

Administration supports the proposed rezoning as it is consistent with the Future Land use designation.

### Growth Management

The subject area is designated as Growth Priority in Schedule B-4: Growth Management of the OCP. Growth Management designations allow the City to make decisions about how the community should grow based on existing infrastructure. Areas within the Growth Priority designation are intended to prioritize infill development and encourage utilization of underutilized sites (OCP Policy 8.1.1). Redevelopment within established neighbourhoods maximizes the use of existing infrastructure and is preferred over the extension of services and roads into suburban and rural areas (OCP Objective 8.1.5). The proposed redevelopment of existing buildings will maximize the use of existing infrastructure and is consistent with the building form and densities located in the surrounding area.

Administration supports this application, as it is consistent with the Growth Management policy direction.

### Development Permit

Section 488 of the *Local Government Act* gives municipalities the authority to designate development permit areas for specific purposes including the establishment of objectives for the form and character of multiple family developments. Once a development permit area has been designated, a development permit must be obtained prior to development.

A Multiple Residential Form and Character Development Permit Area has been designated on all lands where zoning allows multiple residential, comprehensive two-unit or strata developments. Through the Development Permit process, the City reviews the application to ensure that the proposed development is designed to align with design guidelines, and enhance the built environment (OCP Policy 8.2.10). The City may consider the following criteria to determine proposed land use suitability: location; lot size; site access; the volume of site usage and traffic; parking; landscaping and screening; development size, massing, and quality of design (OCP Policy 8.3.7).

Should this application be approved, the subsequent development may not trigger a Multiple Residential Form and Character Development Permit, as the proposed renovations to the buildings are largely interior. Façade improvement to an area less than 20% of the existing façade are exempt from the requirement for a Multiple Residential Form and Character Development Permit. A Parking and Landscaping Plan is therefore a requirement of this application to ensure Administration can assess site access, the volume of site usage, traffic, parking, landscaping and screening.

### **Zoning Bylaw**

The subject area is currently zoned C4: Local Commercial and C5: Visitor Commercial. The purpose of the C4 zone is to provide local commercial areas and complementary residential uses. The purpose of the C5 zone is to provide for uses to serve visitors and travelers. The applicant has applied to rezone the subject area from C4 and C5 to RM7: High-Rise Residential, as shown on Appendix "A" to Bylaw No. 9358. The Zoning Bylaw defines "Housing, Supportive" below:

*"Residential housing provided and managed by a non-profit organization registered under the Society Act, for persons reintegrating into the community. This housing type aims to transition individuals to long-term permanent housing. This housing type typically contains common amenity space, laundry facilities, dining, and kitchen facilities. Accessory minor health service or education uses may also be provided. This use does not include Boarding or Lodging."*

The RM7 zone is intended to provide for multiple residential housing with a maximum density of 280 dwellings/ha. To allow for supportive housing, the applicant has proposed a site-specific text amendment to

allow “Housing, Supportive” as a principal use within the RM7 zone on the subject area only. The applicant plans to develop up to 22 units of supportive housing at 1616 Queensway and up to 8 units of supportive housing at 1650 Queensway, for a total of up to 30 dwelling units. The applicant has offered to register a Section 219 Covenant to restrict the maximum number of dwelling units on the subject area to 160 dwellings/ha to reflect the 30 proposed dwellings. The C4, C5 and RM7 zoning regulations are compared below in Table 1.

**Table 1: Zoning Comparison of C4, C5 and RM7**

<b>Regulations</b>	<b>Current – C4: Local Commercial</b>	<b>Current – C5: Visitor Commercial</b>	<b>Proposed – RM7: High-Rise Residential</b>
Principal Uses	<ul style="list-style-type: none"> <li>• Community care facility, major</li> <li>• Community care facility, minor</li> <li>• Health service, minor</li> <li>• Office</li> <li>• Recreation, indoor</li> <li>• Restaurant</li> <li>• Retail, convenience</li> <li>• Retail, general</li> <li>• Service, business support</li> <li>• Service, financial</li> <li>• Service, household repair</li> <li>• Service, massage therapy</li> <li>• Service, personal</li> <li>• Service, pet grooming and day care</li> </ul>	<ul style="list-style-type: none"> <li>• Campground</li> <li>• Hotel</li> <li>• Motel</li> <li>• Parking, non-accessory</li> <li>• Restaurant</li> <li>• Service Station, Minor</li> <li>• Vehicle Rental, Minor</li> <li>• Vehicle Wash, Minor</li> </ul>	<ul style="list-style-type: none"> <li>• Community care facility, major</li> <li>• Community care facility, minor</li> <li>• Apartment hotel</li> <li>• Housing, apartment</li> <li>• Housing, congregate</li> <li>• Housing, fourplex</li> <li>• Housing, row</li> <li>• Housing, stacked row</li> <li>• Religious assembly only on sites less than 1.0 ha</li> <li>• Supportive Housing*</li> </ul>
Secondary Uses	<ul style="list-style-type: none"> <li>• Home business 1</li> <li>• Housing, apartment</li> <li>• Residential security/operator unit</li> </ul>	<ul style="list-style-type: none"> <li>• Residential security/operator unit</li> <li>• Exhibition &amp; convention facility</li> <li>• Liquor primary establishment, minor</li> <li>• Office</li> <li>• Service, business support</li> <li>• Service, massage</li> <li>• Service, massage therapy</li> <li>• Service, personal</li> <li>• Service, pet grooming &amp; day care</li> <li>• Retail, convenience</li> <li>• Recreation, indoor</li> <li>• Recreation, outdoor</li> </ul>	<ul style="list-style-type: none"> <li>• Club</li> <li>• Health service, minor</li> <li>• Home business 1</li> <li>• Retail, convenience</li> <li>• Service, massage therapy</li> <li>• Service, personal</li> </ul>
Max. Density	The lesser of 30 dwellings/ha or 6 dwellings/lot	N/A	280 dwellings/ha
Max. Site Coverage	50%	50%	55%. An additional 30% must be used for covered or enclosed off-street parking
Max. Height	10.0 m	12.0 m, except the maximum height is 30.0 m for a hotel or motel	55.0 m
Min. Front Yard	3.0 m	3.0 m	4.5 m
Min. Side Yard	3.0 m	3.0 m	3.0 m, except it is not required for a common wall for attached housing
Min. Rear Yard	3.0 m	3.0 m	4.5 m

As identified in Table 1 above, the proposed RM7 zone primarily offers residential uses compared to the local and vehicle oriented commercial services permitted within the existing C4 and C5 zones. The proposed RM7 zone also accommodates Community Care Facilities and some community-oriented secondary uses such as clubs, massage therapy, and health service, minor.

While the existing and proposed development regulations for site coverage and side yard setbacks remain similar, the density, height, and setbacks of the RM7 zone will increase. At this time, Administration understands that the applicant intends to renovate and utilize the existing buildings and has volunteered to register a Section 219 Covenant restricting maximum density to 160 dwellings/ha, a 43% decrease from the density permitted in the RM7 zone.

The subject area is bound by Queensway (major collector road) to the West and a laneway to the East to allow for access and egress to the existing buildings on-site. The surrounding neighbourhood is a mix of mid to high density residential, institutional, and commercial zones with varying densities and land uses. The proposed supportive housing development is consistent with the building forms, densities and uses within the neighborhood and is not expected to have a great impact on the surrounding area.

The proposed supportive housing complex is intended to offer an adaptive and supportive housing option consistent with OCP policy direction that permits supportive and transitional housing in all residential areas (OCP Policy 7.5.9). The subject area is within walking distance (<800m) of social support, employment, and health services, as well as several public amenities including the Canfor Aquatic Centre and the Prince George Public Library; there are five (5) bus stops within 250 m that offer direct access to the Downtown Exchange, the Nicholson Exchange, and the Pine Centre Exchange (OCP Policy 8.7.23); and the subject area is within walking distance to Ingledew Park, Connaught Hill Park, and Lheidl T'enneh Memorial Park and trails.

Administration is supportive of this application, as it is consistent with the policy direction provided in the OCP and surrounding land uses.

### **City of Prince George Housing Needs Report**

The City's [Housing Needs Report updated December 2022](#), notes a need for a variety of housing types. The proposed rezoning would provide supportive housing options including on-site supports such as daily meal services, individual case planning, individual and group services, and connections to community supports including employment skills training and health and wellness supports.

### **OTHER CONSIDERATIONS:**

#### **Referrals**

This application was referred to internal City divisions and external agencies for comments. The following comments were received during the referral process.

#### Property Title

A review of the legal title of the subject property indicated no encumbrances or restrictions that would affect this application.

#### Traffic Impact Analysis

A Traffic Impact Analysis prepared and sealed by a Professional Engineer registered in the Province of British Columbia is required to address technical issues related to traffic for the proposed development. This includes

details such as proposed trip generation, distribution, and recommendations to reduce potential impacts associated with traffic.

Administration recommends that Final Reading for Bylaw No. 9358 be withheld until a Traffic Impact Analysis has been prepared and submitted to the satisfaction of Administration.

#### Servicing Brief

A Servicing Brief prepared and sealed by a Professional Engineer registered in the Province of British Columbia is required. The Servicing Brief will address technical issues related to water supply, sanitary sewer collection, and storm drainage system designs.

Administration recommends that Final Reading of Bylaw No. 9358 be withheld until a Servicing Brief has been prepared and submitted to the satisfaction of Administration.

#### Parking & Landscape Plan

A Multiple Residential Form and Character Development Permit may not be triggered as part of the proposed development. As such, a Parking and Landscaping Plan have been required to confirm zoning bylaw regulations will be met. Additionally, security in the amount of 120% of the cost of the landscaping works identified on the Landscape Plan is required.

Administration recommends that Final Reading of Bylaw No. 9358 be withheld until a Parking and Landscape Plan has been prepared and security in the amount of 120% of the cost of the landscaping works identified on the Plan has been submitted to the satisfaction of Administration.

#### Section 219 Covenant

The applicant has volunteered to limit density of the proposed development to 160 dwellings/ha through registration of Section 219 Covenant. The intent of this restrictive covenant is to ensure that the proposed development is consistent with the existing building form on the subject area and in the surrounding neighbourhood. Should redevelopment be in the future, amendment or discharge of the Section 219 Covenant would be enabled by bylaw.

Administration recommends that Final Reading of Bylaw No. 9358 be withheld until the Section 219 Covenant has been submitted to the satisfaction of Administration and registered to the legal titles within the subject area.

#### Lot Consolidation

The subject area consists of four legal parcels. To accommodate a multifamily residential use, Administration recommends that the lots be consolidated.

Administration recommends that Final Reading of Bylaw No. 9358 be withheld until confirmation of the lot consolidation is received to the satisfaction of Administration.

### **Statutory Notification and Public Consultation**

The applicant conducted a virtual public consultation period from April 3 to 24, 2023. Neighbours and community members were invited to read through the self-guided presentation, provided within the BC Housing Public Consultation Summary attached to this report. Feedback and questions were collected via email. Through this public consultation, 40 property owners within a 100 metre radius of the subject area and 47 community partners were invited to comment on the proposed rezoning application. Two (2) responses were received. The correspondence received is included within the BC Housing Public Consultation Summary and included questions related to 1) The status of the land sale, and 2) the form and character of the proposed supportive

housing development.

In accordance with section 464(2) of the *Local Government Act*, a public hearing regarding this application will not be held as the proposed bylaw is consistent with the “City of Prince George Official Community Plan Bylaw No. 8383, 2011.” As per the requirements set out in the *Local Government Act* and “City of Prince George Development Procedures Bylaw No. 7635, 2005”, in advance of First and Second Reading of the proposed bylaw, the City of Prince George will mail or otherwise deliver a notice to adjacent property owners and tenants whose interests in property may be affected by this application.

Members of the public wanting to provide comment on the application may submit written correspondence to Council. As per the requirements set out in the *Local Government Act* and “City of Prince George Development Procedures Bylaw No. 7635, 2005”, the City of Prince George will mail or otherwise deliver a public notice to property owners and tenants whose interests may be affected by this application. Written submissions received in response to the public notice for this application will be provided to Council for their consideration at the time the application is being considered. Submissions received after the Council meeting agenda has been published will be provided to Council as a handout on the day of the Council meeting for consideration during deliberations on the application.

#### **ALTERNATIVES:**

1. Approve the bylaw
2. Approve the bylaw as amended
3. Refuse the bylaw
4. Defer or otherwise deal with the bylaw

Administration recommends that Bylaw No. 9358 be approved.

#### **SUMMARY AND CONCLUSION:**

The applicant is proposing to rezone the subject area located at 1616 and 1650 Queensway from C4: Local Commercial and C5: Visitor Commercial to RM7: High-rise Residential, as shown on Appendix “A” to Bylaw No. 9358. To facilitate supportive housing, this application also proposes a site-specific text amendment to allow “Housing, Supportive” as a principal use within the RM7 zone on the subject area only, as shown on Exhibit “A” to RZ100770. Administration supports this application for the reasons outlined in this report.

#### **RESPECTFULLY SUBMITTED:**

Deanna Wasnik, Director of Planning and Development

**PREPARED BY:** Imogene Broberg-Hull, Planner 1

#### **APPROVED:**

Walter Babicz, City Manager

Meeting Date: 2023/05/08