

COUNCIL REPORT



REPORT DATE: August 28, 2024
MEETING DATE: September 9, 2024

File No. 0890-20 3345 Second St

TO: Mayor and Councillors
FROM: Michelle Mason, Chief Administrative Officer
SUBJECT: 3345 Second Street Housing Update

RECOMMENDATION

THAT Council direct staff to bring back a zoning amendment bylaw to allow for a fourth floor in the zone for the 3345 Second Street affordable housing development.

PURPOSE

The purpose of this report is to provide an update to Council for the 3345 Second Street affordable housing development and to seek Council direction to staff to bring back a zoning amendment bylaw to add a fourth floor to the building design.

PREVIOUS COUNCIL DIRECTION

There has been significant previous Council direction for this affordable housing development between 2020 and present.

BACKGROUND

The Village has a lease with Vancouver Island Health Authority (VIHA) for land located at 3345 Second Street for affordable housing purposes. The lease is subject to construction beginning within two years of registration of the lease which is June 28, 2025. Zoning is in place and the development permit is issued for the building. The development permit expires September 11, 2025. A new development permit application would be required if construction does not substantially begin before the permit lapses. A density bonus was given for the development because it provides affordable housing. The Zoning Bylaw defines affordable housing as being subject to a housing agreement and doesn't specify the level of affordability. Comox Valley Transition Society (CVTS) was the proponent on this affordable housing development; however, following two unsuccessful Community Housing Fund (BC Housing) application submissions and significant investment, they gave notice that they will not proceed as the proponent of this affordable development.

As the Village of Cumberland is the only organization at this point to formally have a lease with VIHA and there are no other partnership agreements in place with any other organization other

than CVTS being named on the housing agreement with VIHA, staff engaged Wisser Projects to explore options for the land, owned by VIHA and leased by the Village. Wisser Projects had been working with CVTS on this development from the beginning. Following the analysis provided by Wisser Projects, staff has explored the possibility of adding a fourth storey to the building design to increase the likelihood of a successful BC Housing grant application, has explored what would be needed to establish a new proponent and operator, has had discussions with BC Housing regarding the Community Housing Funding call for applications that is expected in the new year, and has had discussions with BC Builds. Staff is confident that an extension of the lease with VIHA can be worked out with future development processes if the Village is successful in recruiting a proponent and operator.

Given the sensitive information related to the selection and contract negotiations with a third party organization to obtain funding, build, and operate the development, as well as terms of the extension of a lease, information will be provided to Council in a closed sessions

Following is a summary of what would be needed to add a fourth storey to the building design at 3345 Second Street.

The subject property is zoned RM-4 – Residential Multi-Family Zone and the zone was created to support the original development proposal. Adding a fourth floor to the proposed development at 3345 Second Street would require amendments and/or variances to the Zoning Bylaw. The specific regulations that would be affected include density, building height, parking, as well as the rear yard setback. Some of the details of adding a fourth floor, for example, exact height and numbers/size of units have yet to be confirmed but the following discussion describes how these regulations may be affected and it provides Council possible options for moving forward. Based on Council's direction, once the details have been confirmed, staff will report back.

Density

The permitted density in the RM-4 zone is based on units per hectare, specifically 85 units per hectare plus a density bonus of an additional 25 units per hectare when 20% of the units are affordable units, totaling 110 units per hectare. This translates to 22 units for this property that is 2,000 square metres (m²). The original development proposed a mix of two, three and four bedroom units, totaling 22 units. The addition of a fourth floor could result in an increase in between 10 and 15 units, depending on the size of the units. The size of the units and therefore the total number has yet to be confirmed. A zoning amendment is therefore necessary to increase the density. A development variance permit is not an option as the *Local Government Act* does not permit Councils to vary density.

For a comparison, the VCMU-1 zone permits a density of 2.0 gross floor area. This is a different measure of density than the RM-4 zone but based on size of the subject property at 2000 m², 4000 m² of floor area would be permitted. The gross floor area of the original development totaled 2517 SM. Adding another floor would increase the floor area by an additional 850 m². This is still below the density that would be permitted on a similar sized lot in the VCMU-1 zone.

Should Council choose to proceed with the zoning amendment, Council could establish the density based upon units per hectare or alternatively base density upon gross floor area ratio. Basing the density using the gross floor area ratio provides more flexibility given that the type/size of unit for the fourth floor is unknown.

Height

The permitted maximum height in the RM-4 zone is 12.5 m (41.0 feet). The original three storey development was proposed to be 11.3 m in height. Adding a fourth floor would require an additional 3.0 m (approximately) in height resulting in a building that is approximately 14.3 m in height.

For comparison, at least two other zones permit a maximum building height of 15.0, MU-1 Mixed Use Residential Zone and VCMU-1 Village Core Commercial Mixed Use Zone. An alternative to amending the zone to permit a taller building is that Council could consider a variance to the maximum height. This would, however, require another process and creates less certainty for any grant funding application.

Parking

Part 6 of the Zoning Bylaw requires one parking space for each residential unit plus visitor parking spaces. Increasing the number of residential units will increase the number of required parking spaces.

The original development required 22 spaces: 20 spaces for residents and two for visitors. Eight spaces, three of them accessible, were to be provided along the VIHA access road and VIHA has signed an access agreement to provide access via its driveway to those parking spaces. The applicant agreed to construct 15 other spaces within the Second Avenue right-of-way. Because the applicant could not provide all the parking spaces on the property, they requested a variance to reduce the number of required parking spaces and to be exempt from providing cash in lieu for these parking spaces. Council granted a Development Variance (2020-08-DV) to these parking requirements at its regular meeting on September 11, 2023.

Because the number of additional parking stalls will depend on the number of additional residential units a variance will be required. However, the exact number of units on the proposed fourth floor has not been confirmed. This will be confirmed prior to the application moving forward.

There are two alternatives for Council to consider regarding reducing the number of parking spaces and exempting the applicant from providing the cash in lieu of the parking stalls. Council may consider an amendment to the original Development Variance Permit as a separate action. As was previously approved. Alternatively, the zoning amendment bylaw could include a provision to reduce the number of required parking spaces for this development specifically.

Rear Yard Setback

The rear yard setback in the RM-4 zone is 7.5 m. The applicants requested, and Council granted a Development Variance (2020-08-DV) to reduce the setback to 2.0 m for the original development at its regular meeting on September 11, 2023.

The variance request was made due to the size of the property, the desire to maximize the separation from the two single family homes on the north side and to retain the large Douglas-fir in the front yard. The rear yard abuts a Village lane and the parking lot for Cumberland Lodge so impacts are minimal. A taller building necessitates consideration of the setback variance because the original variance was granted for the 11.3 m building.

As above there are two options for Council. Council could consider amending the original Development Variance Permit as a separate action. Alternatively, the zoning amendment bylaw could include a provision to reduce the rear yard setback for this development specifically.

FINANCIAL IMPLICATIONS

A planning consultant will manage the zoning amendment process at a cost of \$3,100 plus travel which will be covered through existing budgets.

OPERATIONAL IMPLICATIONS

Currently this development spans development and facility service areas for the Village and staff in those service areas are at capacity; therefore, in the interim, the CAO will lead this affordable housing development with support from those areas. The consultant’s timelines indicate that the zoning amendment can be completed by year-end. The website for BC Housing states that BC Housing intends to issue another Community Housing Fund RFP in late 2024/early 2025.

The Village would need to confirm a new proponent and move quickly towards being able to prove that construction could start as soon as funding is awarded in time to submit this third application. The building permit can be applied for with three stories to the building to move the permit forward towards being shovel ready and once the zoning amendment is adopted, the building permit can be amended to add the fourth floor.

CLIMATE CHANGE IMPLICATIONS

Housing density within walking distance of the services provided in the downtown core and transit is one of the key actions municipalities can take to reduce transportation-related greenhouse gas emissions.

ALTERNATIVES

- 1. Not proceed with any action at this time.

STRATEGIC OBJECTIVE

- Diverse & Healthy Community
- Sustainable Service Delivery & Asset Management
- Community Planning

ATTACHMENTS

- 1. G_wax’dzi dsas Family Housing Renderings provided through previous proponent processes

CONCURRENCE

Courtney Simpson, Director of Development and Bylaw Services **CS**

Respectfully submitted,

M. Mason

Michelle Mason
Chief Administrative Officer



gwax'dzi dsas - Family Housing

2ND STREET CUMBERLAND BC

20-09-17 Issued for Development Permit



**MacDonald Hagarty Architects
Ltd.**
1822 Unit E, Comox Ave
Comox BC
V9M 3M7

CONTACT INFORMATION

Owner + Operator
Down to Dawn +
Comox Valley Transition Society

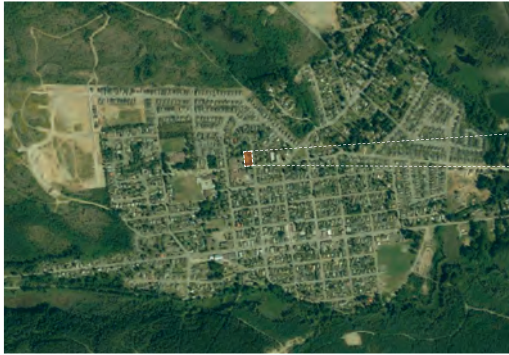
Survey
Bruce Lewis
Land Surveying Inc.
811 Highridge court
Comox BC

Prime Consultant + Architect
MacDonald Hagarty Architects Ltd
Project Architect: Maria MacDonald
Maria@MHA-architects.ca
T - 604.345.9733

SHEET LIST


DP sheet list

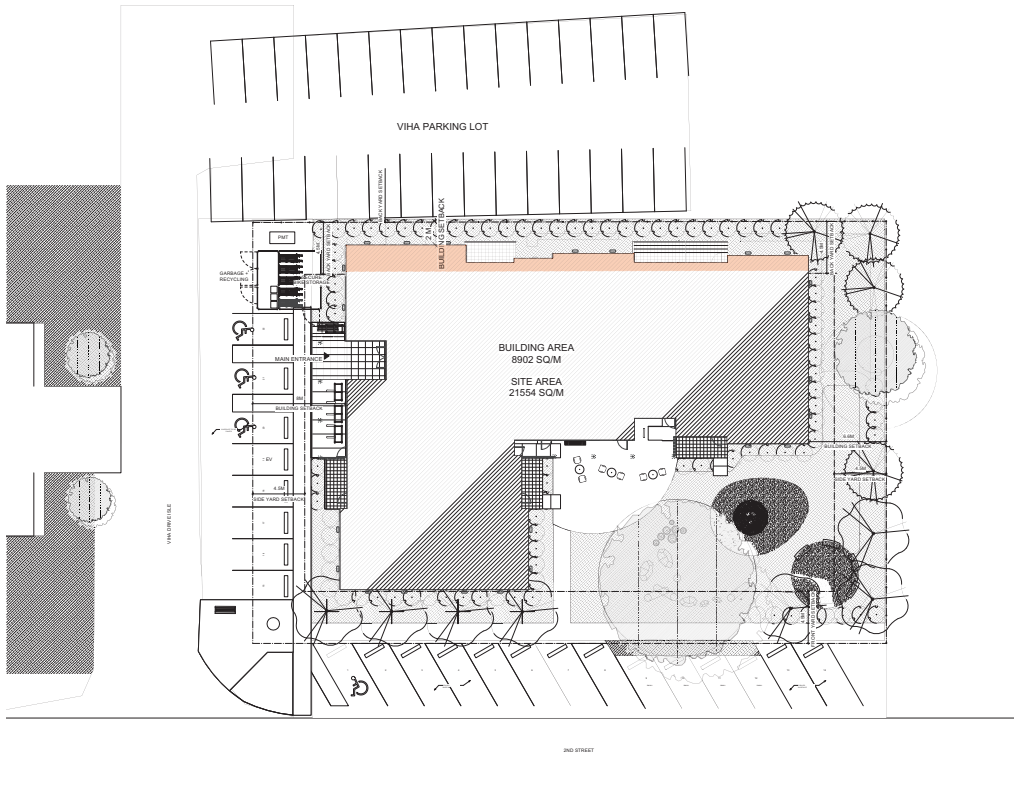
A0.01	Project Information
A0.02	Building program + schedules
A0.04	Shadow Analysis
A1.01	Main floor plan
A1.02	2nd + 3rd floor typical
A1.04	Typical unit layouts
A2.01	Elevations
A3.01	Sections



VILLAGE CONTEXT 



NEIGHBOURHOOD CONTEXT 



1 - PROPOSED SITE PLAN
Scale: 1:200

PROJECT INFORMATION

Authority Village of Cumberland
Street Address 3330, 3341, 3345 2nd street
Legal Description PROPOSED LOT A, DISTRICT LOT 24, NELSON DISTRICT, PROPOSED PLAN EPP103460 (SEE SURVEY FOR FURTHER DETAIL)

PID TBD Once lots have been consolidated

Project Description This project is a three storey wood frame building with 22 two, three- and four-bedroom family apartments and 1 one-bedroom for a caretaker/senior. The building is organized in an 'L' along the south and west property lines to provide maximum usable open space with a large sheltered courtyard and play area. The siting also retains existing trees and keeps the mass of the building back from the main street of small houses. The three storey massing provides a transition between the taller, institutional buildings of the adjacent Cumberland Lodge and the smaller scale residential character of the rest of the street. The building also is set to the south side of the lot to provide a generous separation from the single-family home on the north side. The building form is a series of volumes that reference the simple window layouts, wood cladding, steep gables, and proportions of Cumberland's early industrial buildings. Indigenous art and design will be incorporated throughout and featured on the exterior facade.

LOT SUMMARY/FSR

Total Lot Area 2,000 SM
 Total gross floor area 2469 SM

ZONING SUMMARY **REQUIRED** **PROPOSED**
LOT COVERAGE 65% 42%

SETBACKS RM-3
FRONT 4.5 METERS 4.5 METERS
BACK 4.5 METERS 2.2 METERS
NORTH SIDE 4.5 METERS 6.7 METERS
SOUTH SIDE 4.5 METERS 4.5 METERS

BUILDING HEIGHT RM-3
 Max 15 Meters 11.34 Meters
 * SEE ELEVATIONS FOR BUILDING HEIGHTS

BUILDING STATISTICS	Description	Unit Count	Area (GROSS)
	Main Floor	6	825.32 SQ/M
	2nd Floor Residential	8	838.92 SQ/M
	3rd Floor Residential	8	838.92 SQ/M
	Total	22	2,503.16 SQ/M

OFF STREET PARKING	REQUIRED	PROPOSED
23 Dwelling Units	RM-3	8 STALLS ON SITE
Total	22 STALLS	15 STALLS (PROVIDED ON CITY PROPERTY)
		23 STALLS PROVIDED TOTAL



2 - Main floor program
Scale: 1:500



3 - 2nd + 3rd floor program
Scale: 1:500

Total residential units:	
4	28
15	36
3	45

MATERIAL BOARD



Material Legend

- ① 6" Mini flush metal panel - colour Charcoal
- ② Metal panel with wood pattern
- ③ Charcoal Vinyl window
- ④ 5X10 hardie sheet. Artwork tbd.
- ⑤ Hardie Board - Smooth finish - Colour Charcoal
- ⑥ 7/8 Corrugated steel cladding - Colour Burgundy



gwax'dzi das
 Family Housing
 339,3341,3345 2ND
 STREET CUMBERLAND
 BC

B 2020-09-17 ISSUED FOR DEVELOPMENT PERMIT
 A 2020-09-28 ISSUED FOR RE-ZONING APPLICATION
 REV: Y W S DATE

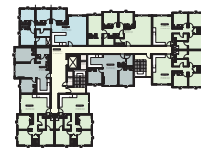
PROJECT INFORMATION

A0.01

Building Program



7 Main floor program
Scale: 1:500

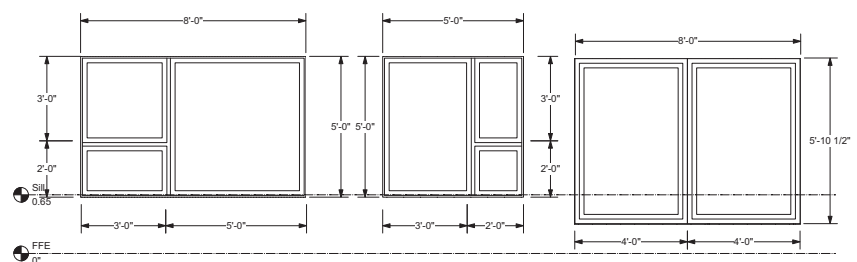


8 2nd + 3rd floor program
Scale: 1:500

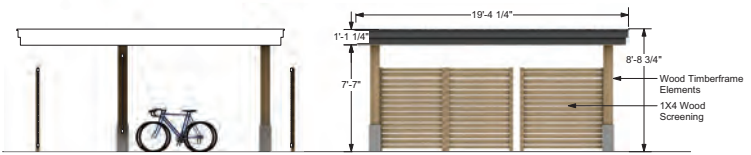
FUNCTIONAL PROGRAM				
PROJECT NAME:	gwa'xdzi dsaas FAMILY HOUSING			
ADDRESS:	2ND STREET, CUMBERLAND BC			
BUILDING TYPE:	MODULAR WOOD FRAME ON CRAWLSPACE SURFACE			
PARKING TYPE:				
FUNCTIONAL RESIDENTIAL UNITS	DESCRIPTION OF UNITS/SPACE	# OF UNITS	UNIT SQ/FT	TOTAL SQ/FT
	TWO BEDROOM	2	738.341	1,477
	TWO BEDROOM - ACC	2	815.442	1,631
	THREE BEDROOM - A	12	913.332	10,960
	THREE BEDROOM - ACC	3	1072.962	3,219
	FOUR BEDROOMS	3	1221.329	3,664
TOTAL		22	20,950	20,950
RESIDENTS AMENITY	OFFICE	1	241.035	241.0
	COMMUNITY STORAGE	1	512.777	512.8
		1	308.103	308.1
TOTAL			1061.915	1061.9
CIRCULATION	CIRCULATION			4,349.5
TOTAL				4,349.5
SERVICE ROOMS	JANITORS ROOM	3	58.2	357
	ELECTRICAL/MECHANICAL	1	233.5	360
	SERVICE ROOM	2	60.7	60.7
TOTAL				777.7
SUMMARY				20,950.4
TOTAL RESIDENTIAL AREA				1,061.9
TOTAL RESIDENTIAL AMENITY				4,349.5
TOTAL CIRCULATION				777.7
TOTAL SERVICE ROOMS				27,091.5
GROSS FLOOR AREA				77%
OVERALL BUILDING EFFICIENCY				

Room Number	Room Name	Room Area	Floor
100	CIRCULATION	1534.9 sq ft	Floor 1
101	4 bed	1221.3 sq ft	Floor 1
102	3 BED ACC	1072.7 sq ft	Floor 1
103	3 BED	913.3 sq ft	Floor 1
104	3 BED	913.3 sq ft	Floor 1
105	COMMUNITY	512.8 sq ft	Floor 1
106	STORAGE	308.1 sq ft	Floor 1
107	3 BED	913.3 sq ft	Floor 1
108	3 BED	913.3 sq ft	Floor 1
109	MECH/ELEC	233.5 sq ft	Floor 1
110	OFFICE	241 sq ft	Floor 1
112	JAN	58.2 sq ft	Floor 1
200	CIRCULATION	1407.3 sq ft	Floor 2
201	4 bed	1221.3 sq ft	Floor 2
202	3 BED ACC	1072.7 sq ft	Floor 2
203	3 BED	913.3 sq ft	Floor 2
204	3 BED	913.3 sq ft	Floor 2
205	2 BED - A	749.4 sq ft	Floor 2
207	3 BED	913.3 sq ft	Floor 2
208	3 BED	913.3 sq ft	Floor 2
209	2 BED - ACC	815 sq ft	Floor 2
210	JAN	58.2 sq ft	Floor 2
211	SERVICE	60.7 sq ft	Floor 2
300	CIRCULATION	1407.3 sq ft	Floor 3
301	4 bed	1221.3 sq ft	Floor 3
302	3 BED ACC	1073.4 sq ft	Floor 3
303	3 BED	913.3 sq ft	Floor 3
304	3 BED	913.3 sq ft	Floor 3
305	2 BED - A	727.2 sq ft	Floor 3
306	3 BED	913.3 sq ft	Floor 3
307	3 BED	913.3 sq ft	Floor 3
308	2 BED - ACC	815.9 sq ft	Floor 3
309	JAN	58.2 sq ft	Floor 3
310	SERVICE	60.7 sq ft	Floor 3
G1	gross area	6897 sq ft	Floor 1
G2	gross area	9096.8 sq ft	Floor 2
G3	gross area	9097.7 sq ft	Floor 3

WINDOW SCHEDULE



GARBAGE ENCLOSURE



4 GARBAGE ENCLOSURE
Scale: 1:50

WALL + FLOOR/CEILING + ROOF SCHEDULE			
EXTERIOR WALL TYPES	INTERIOR WALL TYPES	INTERIOR WALL TYPES	FLOOR/CEILING + ROOF TYPES
<p>TYP. EXTERIOR A</p> <p>20MM STEEL CLADDING 13MM AIR GAP - PT STRAPPING PEEL AND STICK VAPOUR PERMEABLE MEMBRANE 38X140 SPF STUDS C/W R22 BATT 6MM VAPOUR BARRIER 38X38 FURRING WALL C/W ROXUL 15MM TYPE X GWB</p>	<p>TYP. SUITE INTERIOR</p> <p>13MM TYPE X GWB 15MM X 60MM 13MM TYPE X GWB</p>	<p>HALLWAY- 45 MIN FRR</p> <p>18MM TYPE X GWB 38MM X 150MM BATT INSULATION FILL CAVITY 18MM TYPE X GWB</p>	<p>MODULAR ROOF</p> <p>585 ROOF MEMBRANE CAP SHEET 585 ROOF MEMBRANE BASE SHEET PROTECTION BOARD 127MM R50 BLOKES TO MIN 2% 6MM POLY VAPOUR BARRIER 18MM ROOF SHEATHING 38X235 ROOF JOISTS @ 400 OC 18MM GWB TYPE X</p>
<p>TYP. EXTERIOR B</p> <p>CEMENTITIOUS BOARD 13MM AIR GAP - PT STRAPPING PEEL AND STICK VAPOUR PERMEABLE MEMBRANE 15MM PLY 38X140 SPF STUDS C/W R22 BATT 6MM VAPOUR BARRIER 38X38 FURRING WALL C/W ROXUL 15MM TYPE X GWB</p>	<p>2X4 SHAFT WALL - 45 MIN FRR</p> <p>18MM TYPE X GWB 38MM X 60MM C/W BATT INSULATION 18MM TYPE X GWB</p>	<p>HALLWAY- 45 MIN FRR</p> <p>18MM TYPE X GWB 38MM X 60MM X 15MM T&B PLATE 38MM X 60MM STAGGERED BATT INSULATION 18MM TYPE X GWB</p>	<p>MODULAR FLOOR</p> <p>38MM FINISHED FLOOR 18MM DOUGLAS FIR PLY 38X235 @400OC FLOOR JOISTS</p>
<p>TYP. EXTERIOR C</p> <p>CORRUGATED METAL SIDING 13MM AIR GAP - PT STRAPPING PEEL AND STICK VAPOUR PERMEABLE MEMBRANE 15MM PLY 38X140 SPF STUDS C/W R22 BATT 6MM VAPOUR BARRIER 38X38 FURRING WALL C/W ROXUL 15MM TYPE X GWB</p>	<p>CRAWL SPACE WALL - 20 MIN FRR</p> <p>18MM TYPE X GWB 38MM X 60MM STUD 15MM PLY</p>	<p>HALLWAY-</p> <p>18MM TYPE X GWB 38MM X 150MM BATT INSULATION FILL CAVITY 18MM TYPE X GWB</p>	<p>MODULAR CEILING</p> <p>38 MM AIR GAP 11MM OSB SHEATHING 18MM DOUGLAS FIR PLY 38X235 @400OC CEILING JOISTS R20 BATT INSULATION 18MM GWB TYPE X</p>
<p>2X4 EXTERIOR</p> <p>CLADDING VARIES 13MM AIR GAP - PT STRAPPING PEEL AND STICK VAPOUR PERMEABLE MEMBRANE 15MM PLY 38X140 SPF STUDS C/W R22 BATT 6MM VAPOUR BARRIER 38X38 FURRING WALL C/W ROXUL 15MM TYPE X GWB</p>	<p>MOD TO MOD - 45 MIN FRR</p> <p>18MM TYPE X GWB 38MM X 60MM BATT INSULATION FILL CAVITY 13MM OSB SHEATHING 38MM AIR GAP 13MM OSB SHEATHING 38MM X 60MM BATT INSULATION FILL CAVITY 18MM TYPE X GWB</p>		



gwa'xdzi dsaas
Family Housing
339.3341, 3345 2ND STREET CUMBERLAND BC

B 2020-09-17 ISSUED FOR DEVELOPMENT PERMIT
A 2020-08-28 ISSUED FOR RE-ZONING APPLICATION
REV | Y | W | S | FILE

Building program + schedules



VHA DRIVE/ISLE

1 Main floor Plan
 Scale: 1:100

C	2020-10-28	Issued for Development Permit (General Parking Control)
B	2020-09-17	Issued for Development Permit
A	2020-08-26	Issued for Rezoning Application
REV	Y W S	DATE

Sheet 101
 Main floor plan

A1.01



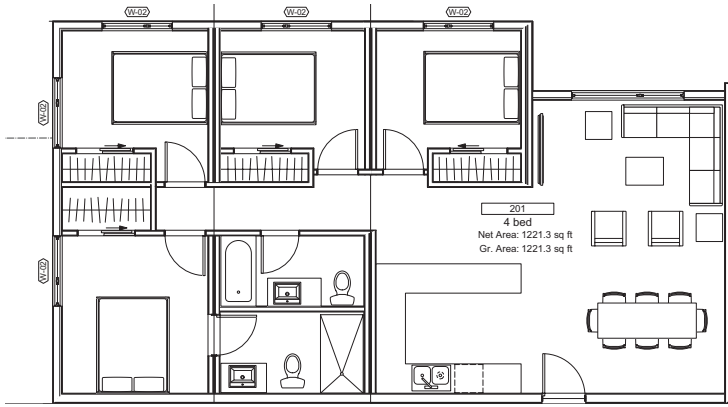
VIA DRIVE ISLE

2 - 2nd and 3rd Floor Plan
Scale: 1:100

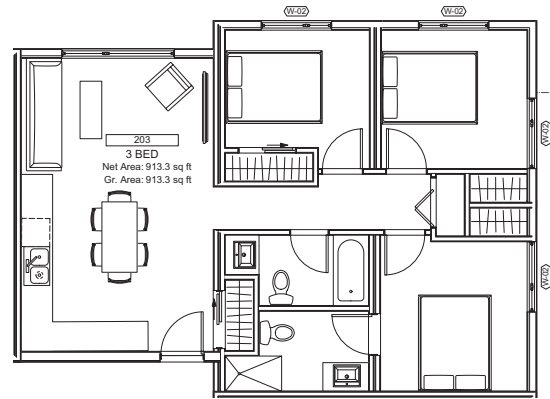
B 2020-09-17 ISSUED FOR DEVELOPMENT PERMIT
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REV 1 Y W S FILE

2nd + 3rd floor typical

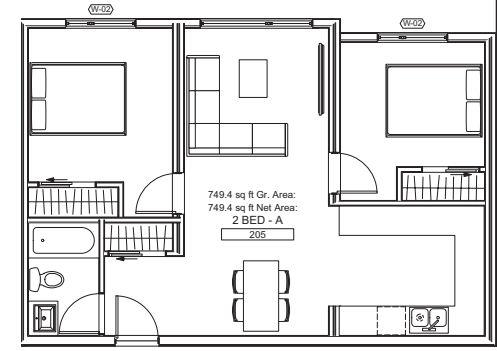
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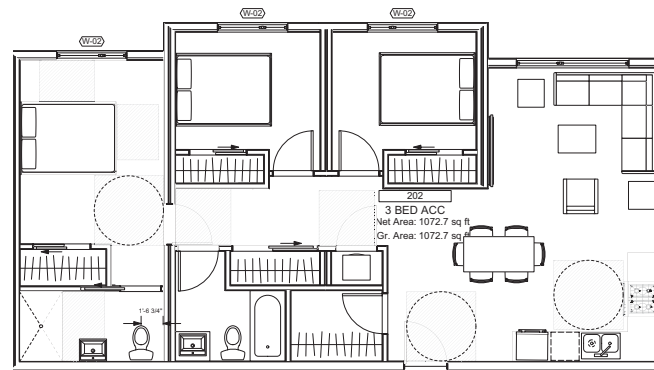
1 Typical 4 bedroom layout
Scale: 1:50



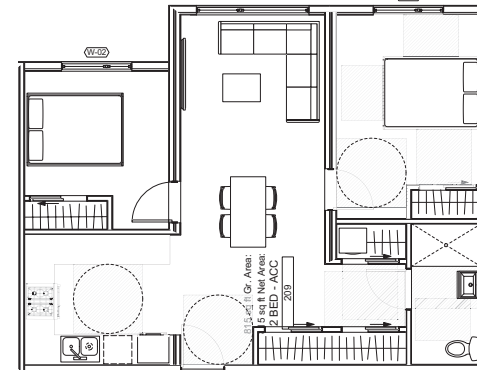
4 Typical 3 bedroom layout
Scale: 1:50



5 Typical 2 bedroom layout
Scale: 1:50



2 3 bedroom accessible layout
Scale: 1:50



3 2 bedroom accessible layout
Scale: 1:50



4 2nd STREET ELEVATION
Scale: 1:100