



Committee of the Whole Report

For the Meeting of March 28, 2019

To: Committee of the Whole **Date:** March 14, 2019

From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development

Subject: Rezoning Application No. 00622 for 919 and 923 Caledonia Avenue

RECOMMENDATION

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00622 for 919 and 923 Caledonia Avenue, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Prepare and execute a housing agreement to ensure that all dwelling units remain rental in perpetuity.
2. Prepare and execute a legal agreement to secure a 2.40m Statutory Right of Way on Caledonia Avenue.

LEGISLATIVE AUTHORITY

In accordance with Section 479 of the *Local Government Act*, Council may regulate within a zone the use of land, buildings and other structures, the density of the use of the land, building and other structures, the siting, size and dimensions of buildings and other structures as well as the uses that are permitted on the land and the location of uses on the land and within buildings and other structures.

In accordance with Section 482 of the *Local Government Act*, a zoning bylaw may establish different density regulations for a zone; one generally applicable for the zone and others to apply if certain conditions are met.

In accordance with Section 483 of the *Local Government Act*, Council may enter into a Housing Agreement which may include terms agreed to by the owner regarding the occupancy of the housing units, provided that such agreement does not vary the use or density of the land from that permitted under the zoning bylaw.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Rezoning Application for the property located at 919 and 923 Caledonia Avenue. The proposal is to rezone the properties from the R-2 Zone, Two Family Dwelling District, to a new

zone in order to increase the density from 0.5:1 floor space ratio (FSR) to 1.31:1 FSR to facilitate a multi-unit residential development.

The following points were considered in assessing this application:

- the subject properties are designated Core Residential in the *Official Community Plan* (OCP, 2012), which supports a diverse range of housing types including low- and mid-rise multi-unit residential buildings
- the subject properties are within the Residential Mixed-Use District in the *Downtown Core Area Plan* (DCAP), which supports multi-residential development up to six storeys and a floor space ratio up to 2:1
- the applicant is proposing to restore and heritage-designate the existing single family dwelling, which is strongly encouraged in the OCP for buildings that possess heritage value and enhance a neighbourhood's place character. There is a concurrent Heritage Designation Application for 919 Caledonia Avenue, and the existing building located on the neighbouring property at 927 Caledonia Avenue is heritage-designated
- a range of housing types are proposed, including one-bedroom units and larger two-bedroom units which may be suitable for families and would add to the diverse range of housing types in the City. The applicant is willing to enter a housing agreement to ensure that the dwelling units remain rental in perpetuity
- the applicant engaged Rollo & Associates to prepare a land lift analysis (attached) in accordance with the City's Density Bonus Policy (Rezoning Application submitted prior to November 8, 2018), and the analysis concluded that there is no lift associated with this rezoning if the proposed building is market rental in perpetuity under current market conditions. In fact, the analysis confirmed that there is a net loss in land value from providing market rentals in perpetuity, underground parking, and retaining and relocating the existing building
- there is currently one tenant residing on-site in the existing single family dwelling and a Tenant Assistance Plan has been prepared by the applicant (attached).
- the applicant is willing to provide a 2.40m statutory right-of-way on Caledonia Avenue for pedestrian improvements.

BACKGROUND

Description of Proposal

This Rezoning Application is to increase the density from 0.5:1 floor space ratio (FSR) to 1.31:1 FSR to facilitate a multi-unit residential development. The following differences from the standard zone, Two Family Dwelling District Zone, are being proposed and would be accommodated in the new zone:

- increasing the FSR and total floor area
- increasing the height of building
- increasing the site coverage
- reducing the front and rear yard setbacks.

Affordable Housing Impacts

The applicant proposes the creation of 19 new rental units, which would increase the overall supply of rental housing in the area. A Housing Agreement is also proposed which would ensure that the dwelling units remain rental in perpetuity.

Tenant Assistance Policy

The proposal is to renovate an existing single family dwelling, which would require the current tenant to relocate to a new location. Consistent with the Tenant Assistance Policy, the applicant has provided a Tenant Assistance Plan which is attached to this report.

Sustainability Features

The applicant has not identified any sustainability features associated with this application; however, it is noted that the existing building on site would be retained.

Active Transportation Impacts

The Application proposes an electric charging station for up to eight bicycles and scooters, which supports active transportation.

Public Realm Improvements

No public realm improvements are proposed in association with this Rezoning Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Land Use Context

The area is characterized by a mix of residential, institutional and commercial uses.

Existing Site Development and Development Potential

The property located at 919 Caledonia Avenue is presently a single family dwelling and 923 Caledonia Avenue is presently vacant. Under the current R-2 Zone, each property could be developed as a single family dwelling with a secondary suite. The existing lots do not meet the minimum site area required for a duplex.

Data Table

The following data table compares the proposal with the existing R-2 Zone. An asterisk is used to identify where the proposal is less stringent than the existing Zone.

Zoning Criteria	Proposal	Existing Zone
Site area (m ²) – minimum	1006.47	555
Density (Floor Space Ratio) – maximum	1.31:1 *	0.5:1
Total floor area (m ²) – maximum	1323.03 *	503.24
Lot width (m) – minimum	23.50	15

Zoning Criteria	Proposal	Existing Zone
Height (m) – maximum	7.92 * – north east portion 8.13 * – north west portion 14.10 * – south portion	7.60
Storeys – maximum	2 – north east portion 2 – north west portion 4 * – south portion	2
Site coverage (%) – maximum	48 *	40
Open site space (%) – minimum	39	30
Setbacks (m) – minimum		
Front	4.96 * – north east portion 5.35 * – north west portion	7.50
Rear	3.00* – south portion	15
Side (east)	1.20 * – north portion 3.08 – south portion	2.35
Side (west)	3.08 – south portion	3.00
Combined side yards	4.28 *	4.50
Projections – steps and porches	2.42 * – north east portion 2.42 * – north west portion	3.50
Parking – minimum	11 *	12
Visitor parking included in the overall units – minimum	2	2
Bicycle parking stalls – minimum		
Short-term	6	6
Long-term	24	24

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the applicant has consulted the North Park CALUC at a Community Meeting held July 5, 2017 and at a second meeting held August 2, 2018 to present revised drawings. Letters from the CALUC dated July 5, 2017 and August 2, 2018 are attached to this report.

ANALYSIS

Official Community Plan

The subject properties are designated Core Residential in the *Official Community Plan* (OCP, 2012), which supports a diverse range of housing types including low- and mid-rise multi-unit residential buildings. The OCP also supports new infill development that responds to context through sensitive and innovative design and that avoids the demolition of heritage property. Integrating off-street vehicle parking in a way that does not dominate development or streetscapes is also strongly encouraged in the OCP.

The existing single family dwelling located at 919 Caledonia Avenue has been identified as a building with heritage value, but is not currently listed on the City's Heritage Register and could be demolished at any time. However, the applicant is proposing to restore and heritage-designate the building, as well as lift and relocate it to the east side of the property (currently 923 Caledonia Avenue). The single family dwelling would then be adjacent to an existing, heritage-designated single family dwelling located at 929 Caledonia Avenue to further enhance the heritage streetscape and improve the site planning conditions for additional infill housing on the site that is sympathetic to the existing neighbourhood context. In addition to preserving a heritage building, all off-street parking would be located underground. As a result, the site primarily features building frontage accompanied by substantial landscaping.

Local Area Plans

The subject properties are within the Residential Mixed-Use District in the *Downtown Core Area Plan* (DCAP), which supports multi-residential development up to six storeys and a floor space ratio up to 2:1. The proposal for a four-storey multi-unit residential building with a FSR of 1.31:1 is substantially below the maximum height and density supported in the DCAP, which is a result of retaining the existing building on the site. The DCAP encourages the conservation of heritage values of the Downtown Core Area and its character-defining elements, such as individual buildings, collections of buildings and streetscapes, and also supports a balance between the demand for new development and heritage conservation. The existing single family building with heritage value has historical and architectural group value in relation to the nearby by properties at 927, 933 and 937 Caledonia Avenue. Rehabilitating and heritage-designating the existing building would further improve the streetscape and the additional sensitive infill housing in the rear yard would provide additional rental housing in the neighbourhood, which is in close proximity to the central business district.

Density Bonus Policy

Council's *Density Bonus Policy* applies to this proposal as the Rezoning Application was submitted prior to November 8, 2018. The applicant engaged Rollo & Associates to conduct a land lift analysis for the City (attached). The economic analysis concluded that there is no lift associated with the rezoning if the proposed building remains market rental in perpetuity under current market conditions. In fact, the analysis confirmed that there is a net loss in land value from providing market rentals in perpetuity, underground parking and retaining and relocating the existing building. The consultants do not recommend that the City seek any contribution provided that the applicant enter a housing agreement to ensure that the dwelling units remain rental in perpetuity.

Tree Preservation Bylaw and Urban Forest Master Plan

There are no bylaw-protected trees impacted by this application. The removal of a non-bylaw-protected Pine tree would be required in order to construct the underground parkade and driveway. Fifteen new trees are proposed on the subject site. There are three new boulevard trees to be planted within the proposed Statutory Right of Way (SRW) on Caledonia Avenue.

Regulatory Considerations

Statutory Right-of-Way

A SRW of 2.40m on Caledonia Avenue is being requested as a condition of rezoning for sidewalk and boulevard improvements and future bike lanes. This request further advances the objectives and implementation strategies outlined in the OCP, the *Pedestrian Master Plan*, *Urban Forest Master Plan*, and the *Bicycle Master Plan*.

CONCLUSIONS

The proposal to increase the permitted density from 0.5:1 to 1.31:1 FSR and to allow for a four-storey, multi-unit residential building is consistent with the land use policies outlined in the OCP and the DCAP. The applicant has considered the surrounding heritage context and the need for sensitive infill development on the site. This development proposal further advances heritage and place-making objectives in the OCP and would increase the overall supply of rental housing in the neighbourhood. Staff recommend for Council's consideration that the application proceed to a Public Hearing.

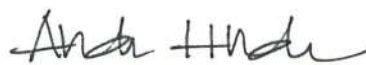
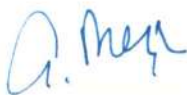
ALTERNATE MOTION

That Council decline Rezoning Application No. 00622 for the property located at 919 and 923 Caledonia Avenue.

Respectfully submitted,

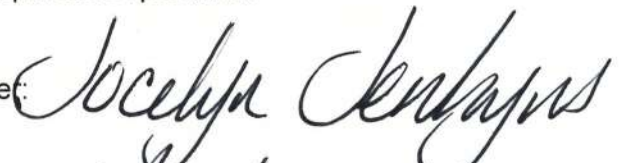


Leanne Taylor
Senior Planner
Development Services Division



Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:


Date: March 21, 2019

List of Attachments:

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped March 5, 2019

- Attachment D: Letter from applicant to Mayor and Council dated September 18, 2018
- Attachment E: Community Association Land Use Committee Comments dated July 5, 2017 and August 2, 2018
- Attachment F: Land Lift Analysis dated December 12, 2018
- Attachment G: Tenant Assistance Plan
- Attachment M: Correspondence.