F.1.a.a 235 and 247 Russell Street: Rezoning Application No.00798 and Rezoning Application No. 00799 (Victoria West)

Moved By Councillor Loveday Seconded By Councillor Potts

235 Russell Street

 That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00798 for 235 Russell Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

247 Russell Street

 That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00799 for 247 Russell Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

CARRIED UNANIMOUSLY

E.2 <u>235 and 247 Russell Street: Rezoning Application No. 00798 and Rezoning</u> <u>Application No. 00799 (Victoria West)</u>

Committee received a report dated June 9, 2022 from the Director of Sustainable Planning and Community Development regarding information, analysis and recommendations for the properties located at 235 Russell Street and 247 Russell Street in order to rezone both properties from the M-1 Zone, Limited Light Industrial District, to a site-specific zone in order to permit additional light industrial uses such as manufacturing, processing and assembly for cannabis cultivation and supporting uses.

Moved By Councillor Thornton-Joe Seconded By Councillor Loveday

235 Russell Street

 That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00798 for 235 Russell Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

247 Russell Street

1. That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00799 for 247 Russell Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

CARRIED UNANIMOUSLY



Committee of the Whole Report For the Meeting of June 23, 2022

To:Committee of the WholeDate:June 9, 2022From:Karen Hoese, Director, Sustainable Planning and Community DevelopmentSubject:Rezoning Application No. 00798 for 235 Russell Street and Rezoning
Application No. 00799 for 247 Russell Street

RECOMMENDATION

Rezoning Applications

235 Russell Street

 That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00798 for 235 Russell Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

247 Russell Street

2. That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00799 for 247 Russell Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

LEGISLATIVE AUTHORITY

This report discusses two Rezoning Applications. Relevant rezoning considerations include the proposal to add light industrial uses to the range of uses permitted on the properties.

Enabling Legislation

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.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for the properties located at 235 Russell Street and 247 Russell Street. The proposal is to rezone both properties from the M-1 Zone, Limited Light Industrial District, to a site-specific zone in order to permit additional light industrial uses such as manufacturing, processing and assembly.

The following points were considered in assessing the Rezoning Application:

- The properties are located within the Employment-Residential urban place designation of the *Official Community Plan* (OCP), within which light industrial is an envisioned use.
- The properties are located within the General Employment with Limited Residential designation, in the *Victoria West Neighbourhood Plan*, which again envisions light industrial as a permitted use.

BACKGROUND

Description of Proposal

This proposal is to rezone both 235 Russell Street and 247 Russell Street from the M-1 Zone, Limited Light Industrial District, to a site-specific zone to permit additional light industrial uses such as manufacturing, processing and assembly. The applicant has indicated the buildings would be used for cannabis cultivation, processing and supporting uses.

The following additional uses would be permitted should the Rezoning Applications be approved by Council:

- manufacturing
- processing
- assembly.

Similar to the M-1 Zone, the proposed zone would restrict uses to those that are not noxious or offensive to the immediate neighbourhood or the general public by reason of emitting odours, dust, smoke, gas, noise, effluent or hazard.

Land Use Context

The area is characterized by industrial uses to the north and east and multi-unit residential uses across the street to the west. A rezoning application across the street at 480 Esquimalt Road would add multi-unit residential to the property, and another rezoning application at 225 Russell Street to the south would remove the industrial uses for a supportive housing building. The aerial photo below identifies 235 Russell Street in red and 247 Russell Street in blue.



Existing Site Development and Development Potential

The property at 235 Russell Street is presently vacant and used as storage for adjacent properties; however, in November 2021, Council approved a Development Permit with Variances to construct a four-storey warehouse. The property at 247 Russell Street is presently used for a cannabis nursery and cultivation. The tenants obtained Health Canada approval for the cannabis use but were unaware the zoning did not permit for processing, manufacturing and assembly. Operations were suspended following a fire and at this time the building is undergoing repairs pending the outcome of the rezoning application.

Under the current M-1 Zone, Limited Light Industrial District the properties could be developed for a variety of light industrial uses with a density of 3.0 Floor Space Ratio and heights up to 15m.

Data Table

The following data table compares the proposal with the existing M-1 Zone. Two asterisks are used to identify a legal non-conforming condition, or a condition approved through a variance.

| Zoning Criteria | 235 Russell Street | 247 Russell Street | Existing M-1 Zone | |
|---|-----------------------|-----------------------|--------------------------------------|--|
| Density (Floor Space Ratio) – maximum | 2.9 | 0.7 | 3.0 | |
| Height (m) – maximum | 14.48 | Existing | 15 | |
| Setbacks (m) – minimum | | | | |
| Front | 0 | 15.33 | 0 | |
| Rear | 0 | 5.91 | 3.0 or 0 | |
| Side (north) | 0 | 3.0 | 3.0 or 0 | |
| Side (south) | 0 | 0 | 3.0 or 0 | |
| Parking – minimum | 14** | 15 | 20 (235 Russell) 13 (247 Russell) | |
| Loading stall – minimum | 0** | 1 | 1 | |
| Short term bicycle parking stalls – minimum | 6 | 6 | 6 | |
| Long term bicycle parking stalls – minimum | 2 | 1 rack | 2 (235 Russell) 1 (247 Russell) | |

Active Transportation

The applicant has not identified any active transportation impacts associated with this application.

Public Realm

No public realm improvements beyond City standard requirements are proposed in association with this application.

Relevant History

On November 4, 2021, Council approved a Development Permit with Variances to construct a new four-storey warehouse building at 235 Russell Street. The applicant is now requesting additional uses to make that future building more viable.

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the Victoria West CALUC waived the CALUC process. A letter from the CALUC dated December 14, 2021, is attached to this report.

ANALYSIS

Rezoning Application

Official Community Plan

The properties are located within the Employment-Residential urban place designation of the *Official Community Plan* (OCP), within which light industrial is an envisioned use. The additional uses can be considered light industrial and are not permitted to be noxious or offensive to the immediate neighbourhood or the general public.

Victoria West Neighbourhood Plan

The *Victoria West Neighbourhood Plan* designates the subject property General Employment with Limited Residential. The Plan supports employment uses including light industrial.

Statutory Right-of-Way and Sidewalk Alignment

Staff requested a Statutory Right-of-Way (SRW) of 1.7m off Russell Street to help fulfill Councilapproved Official Community Plan objectives such as accessible sidewalks and boulevards which support the long-term viability of street trees. However, the property owners have indicated that they are not willing to provide the SRW at this time but would consider it in the future should a full redevelopment of the property occur.

A similar SRW request was made as part of a Development Permit with Variances application to construct a new four-storey warehouse building at 235 Russell Street which was approved by Council on November 4, 2021. At that time, the property owners were not willing to provide the SRW.

Russell Street does not meet the City's standard right-of-way width for local roads and an alternate cross section was developed to ensure an accessible sidewalk can be installed on Russell Street. This approach will narrow the roadway to accommodate a wider curb-side sidewalk consistently along 225, 235 and 247 Russell Street. The City will complete the remaining section of sidewalk in front of the Ormond's Biscuit Factory building as development takes place and City priorities allow. The accommodation of street trees on Russell Street without the SRW would result in the loss of street parking adjacent these industrial properties, which would further increase parking pressures in this mixed zoned area and is not recommended.

Tree Preservation Bylaw and Urban Forest Master Plan

There are no *Tree Preservation Bylaw* impacts and there are no impacts to public trees with this application.

CONCLUSIONS

The proposed expanded uses would maintain light industrial activities within an area that both the OCP and the *Victoria West Neighbourhood Plan* envision for light industry. In addition, the additional uses will still not be permitted to be noxious or offensive to the immediate neighbourhood or the general public. Therefore, staff recommend that Council consider supporting the two applications.

ALTERNATE MOTION

- 1. That Council decline Rezoning Application No. 00798 for the property located at 235 Russell Street.
- 2. That Council decline Rezoning Application No. 00799 for the property located at 247 Russell Street.

Respectfully submitted,

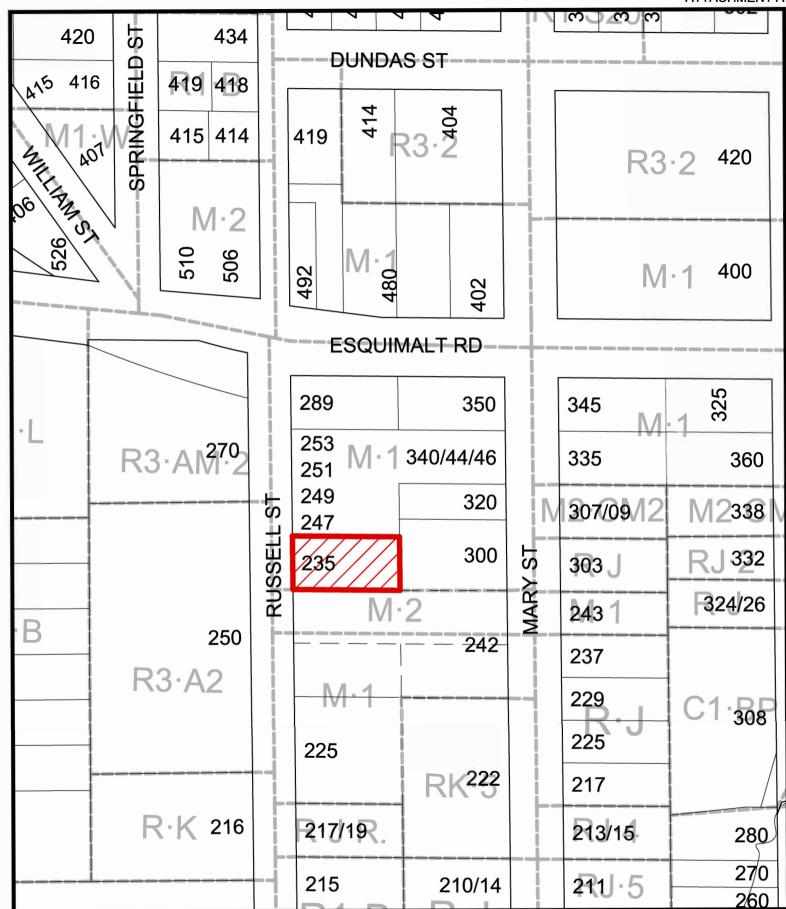
Mike Angrove Senior Planner – Development Agreements Development Services Division Karen Hoese, Director Sustainable Planning and Community Development Department

Report accepted and recommended by the City Manager.

List of Attachments

- Attachment A: Subject Maps
- Attachment B: Plans for 235 Russell Street date stamped April 27, 2022
- Attachment C: Plans for 247 Russell Street date stamped April 14, 2022
- Attachment D: Letter from applicant to Mayor and Council dated November 30, 2021
- Attachment E: Community Association Land Use Committee Letter dated December 14, 2021.

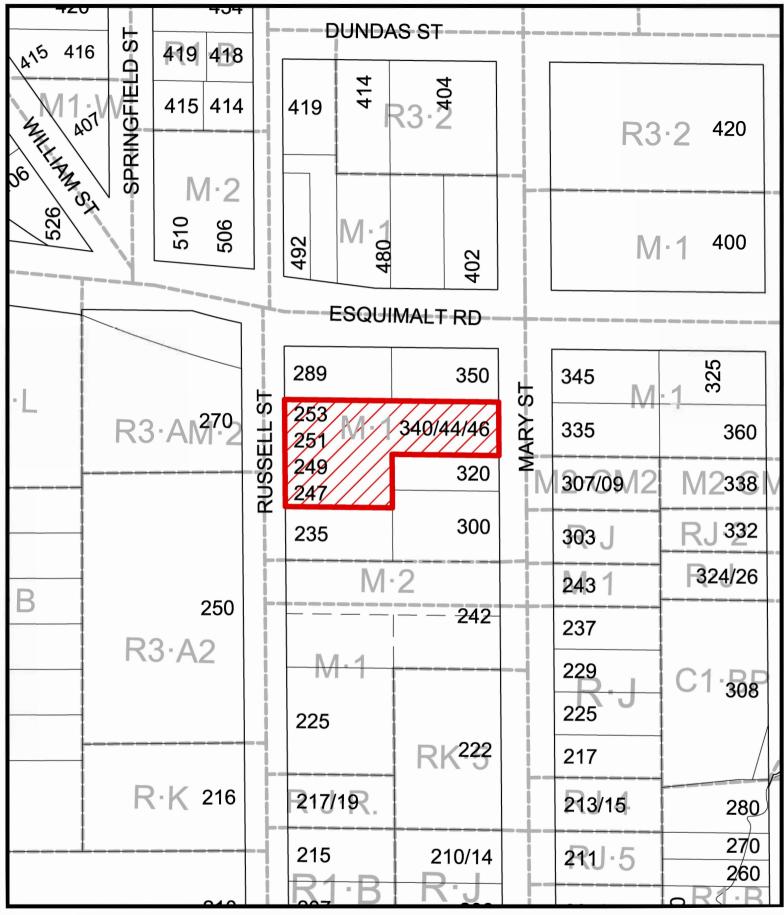
ATTACHMENT A





235 Russell St Rezoning No.00798

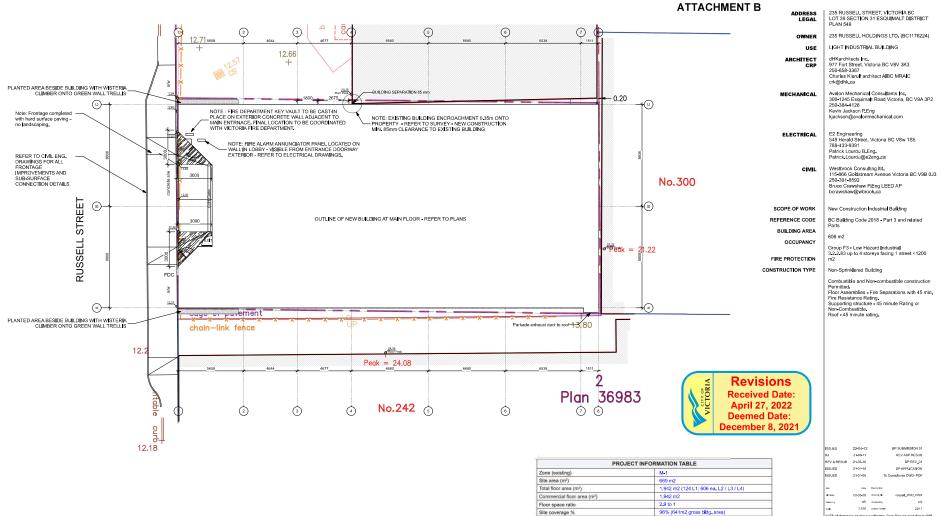






247 - 253 Russell St & 340 - 346 Mary St Rezoning No.00799





Total residential floor area (m²)

| Total floor area (m ²) | 1,942 m2 (124 L1; 606 ea. L2 / L3 / L4) | |
|--|--|--|
| Commercial floor area (m²) | 1,942 m2 | |
| Floor space ratio | 2.9 to 1 | |
| Site coverage % | 96% (641m2 gross bidg, area) | |
| Open site space % | 0% | |
| Height of building (m) | 14,480 m | |
| Number of storeys | 4 Storeys | |
| Parking stalls (number) on site | 14 Vehicle Parking Spaces (Sched C - Industrial) | |
| Bicycle parking number (storage and rack) | 6 Short Term / 2 Long Term | |
| Building Setbacks (m) | | |
| Front yard | 0.00 West | |
| Rear yard | 0.00 East | |
| Side yard (indicate which side) | 0.00 South | |
| Side yard (indicate which side) | 0,00 North | |
| Combined side yards | 0.00 | |
| Residential Use Details | | |
| Total number of units | N/A | |
| Unit type, e.g., 1 bedroom | N/A | |
| Ground-orientated units | N/A | |
| Minimum unit floor area (m ²) | N/A | |

N/A

A101 dHKarchitects Victoria 977 Fort Street V8V 3K3 T 1 - 250 - 658 - 3367 Nanalmo 102-5190 Dublin Way V9T 2K8 T 1 • 250 • 585 • 5810 COPYRIGHT RESERVED. THESE PLANS AND DESIGNS ARE AND AT ALL TIMES REMAIN THE IPODEBITY OF DISAUGHTECTS TO BE USED FOR THE PROJECT SHOWN AND JAW NOT DE REPRODUCED IF NOUT INFITTIN CONSERV

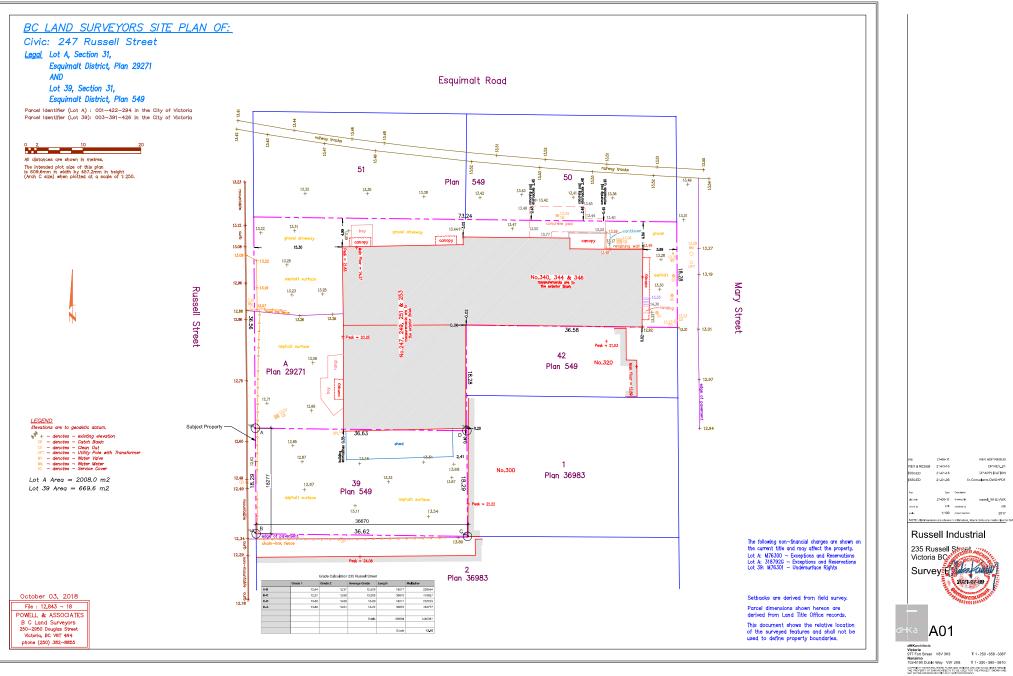
NOTE. All dimensions are shown in millimeters. Room Dims are inside clear to GWB

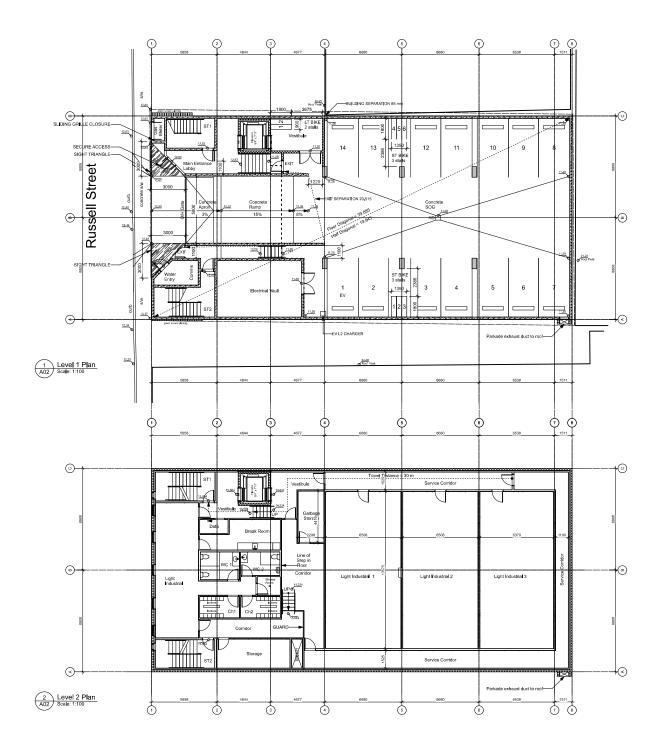
Russell Industrial

235 Russell Street Victoria BC

Site Plan &

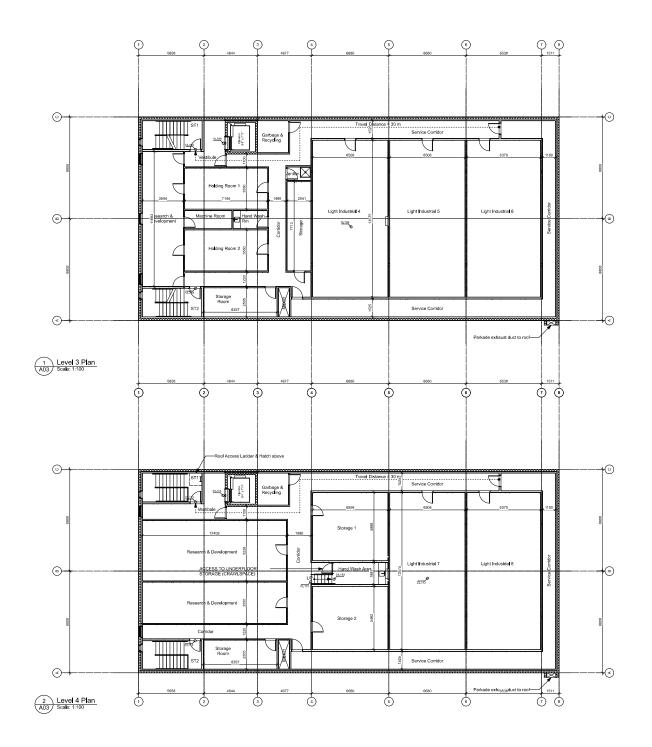
Project Data





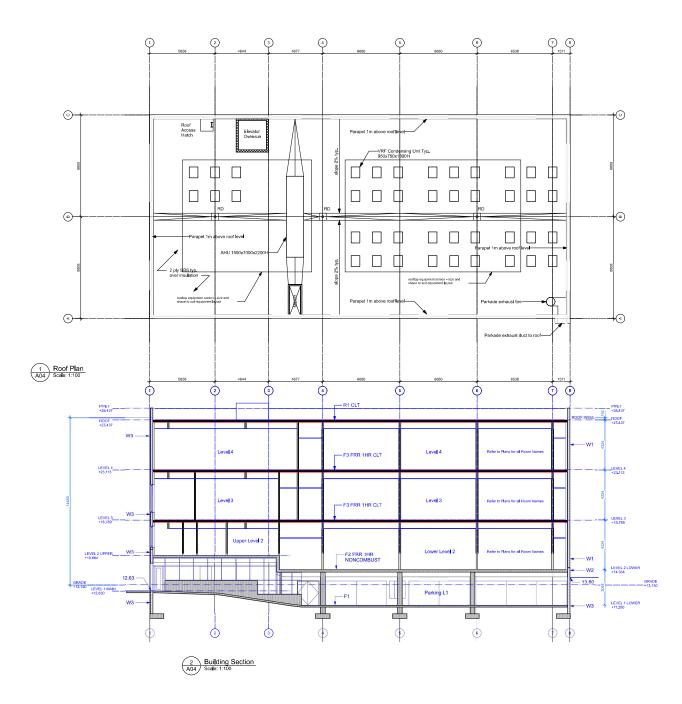












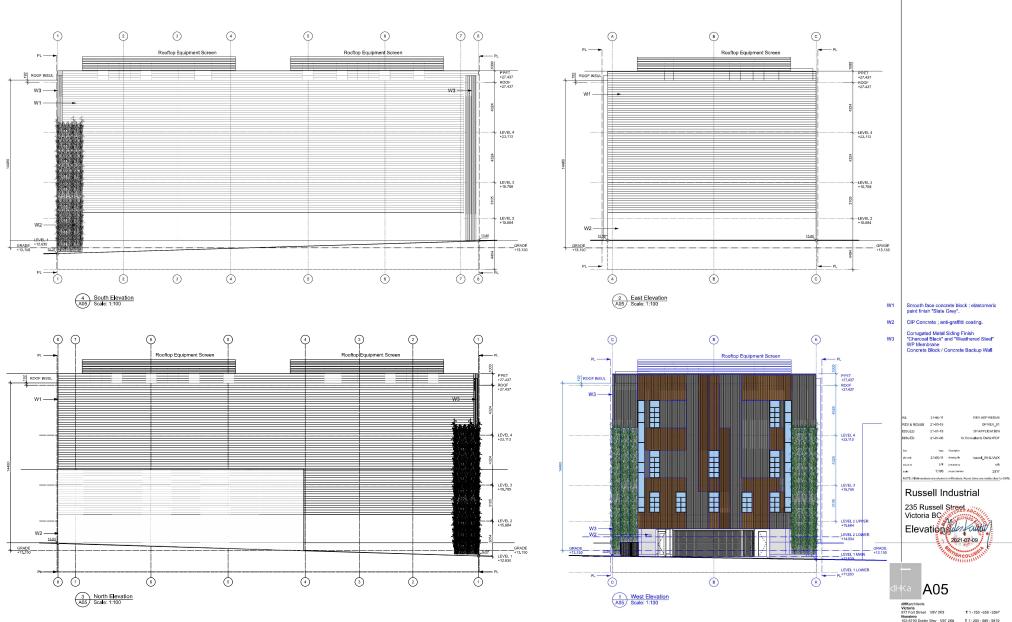




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ATTACHMENT C



NORTH ELEVATION - EXISTING NOT TO SCALE



NORTH ELEVATION - PROPOSED



WEST ELEVATION - EXISTING



-(R1)

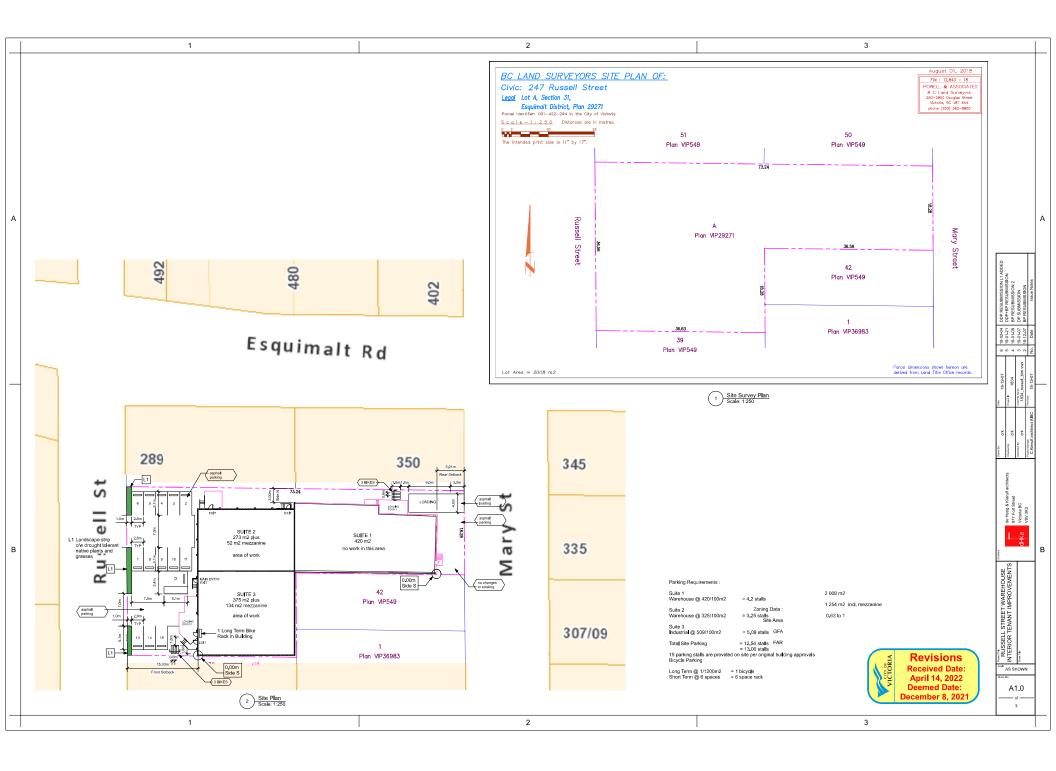
WEST ELEVATION - PROPOSED NOT TO SCALE

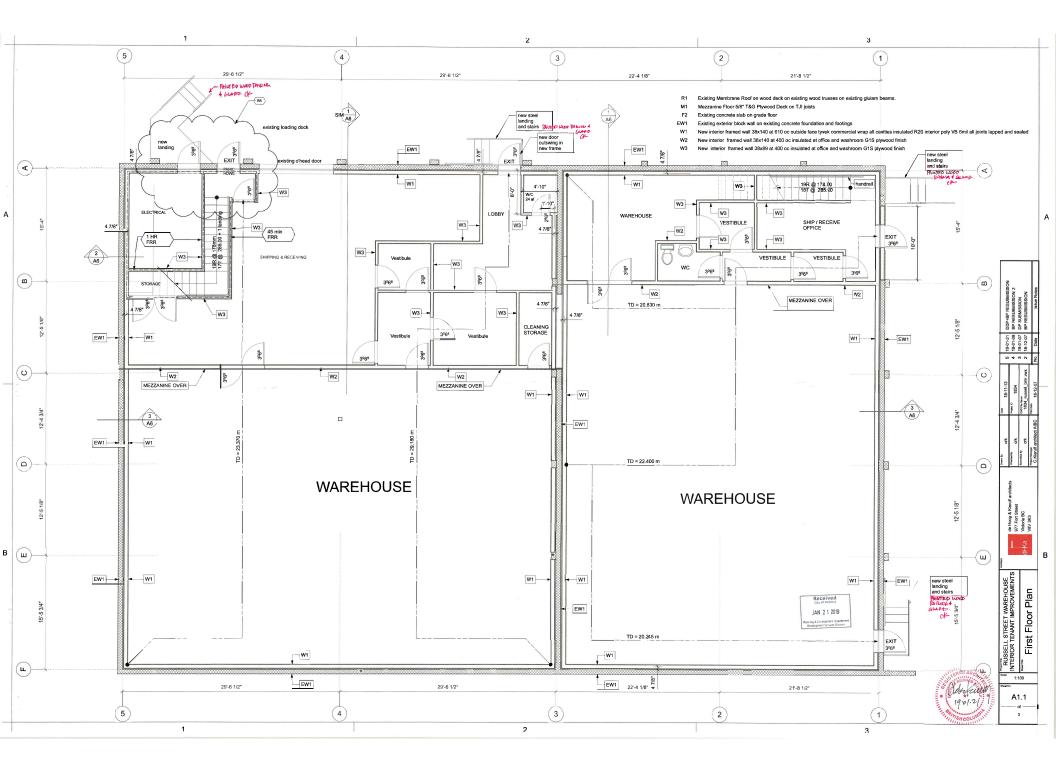


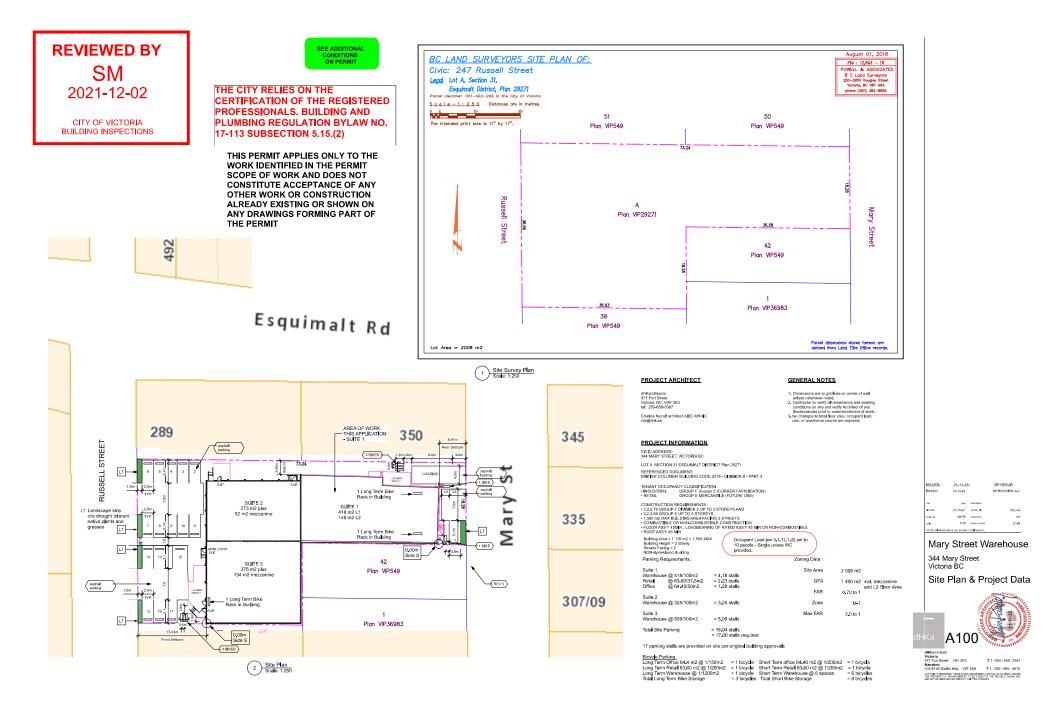
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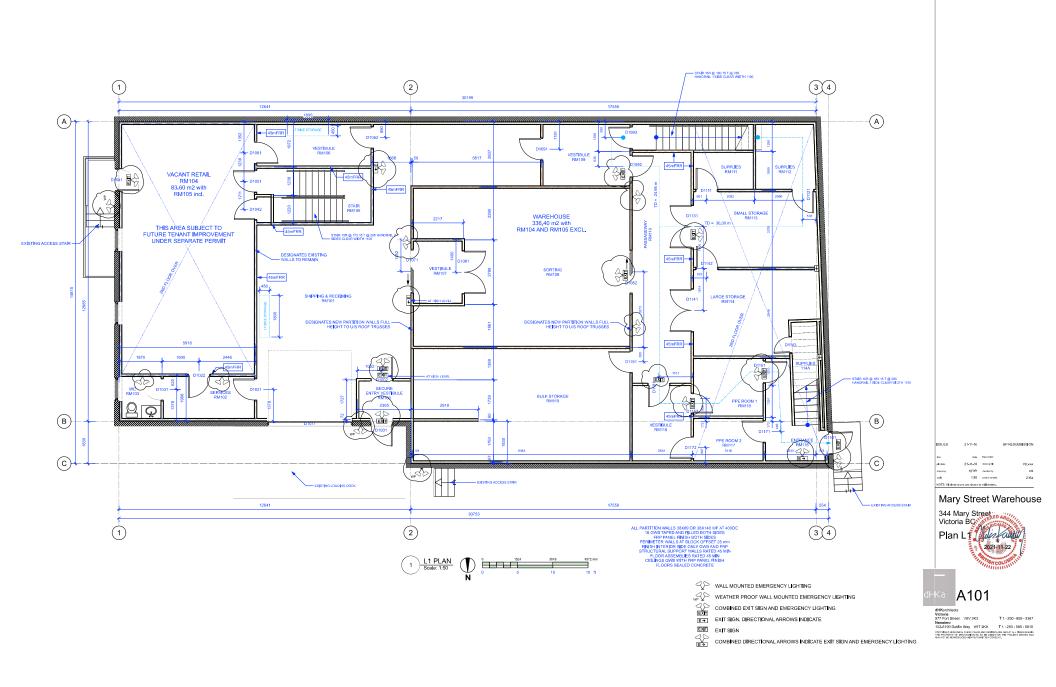
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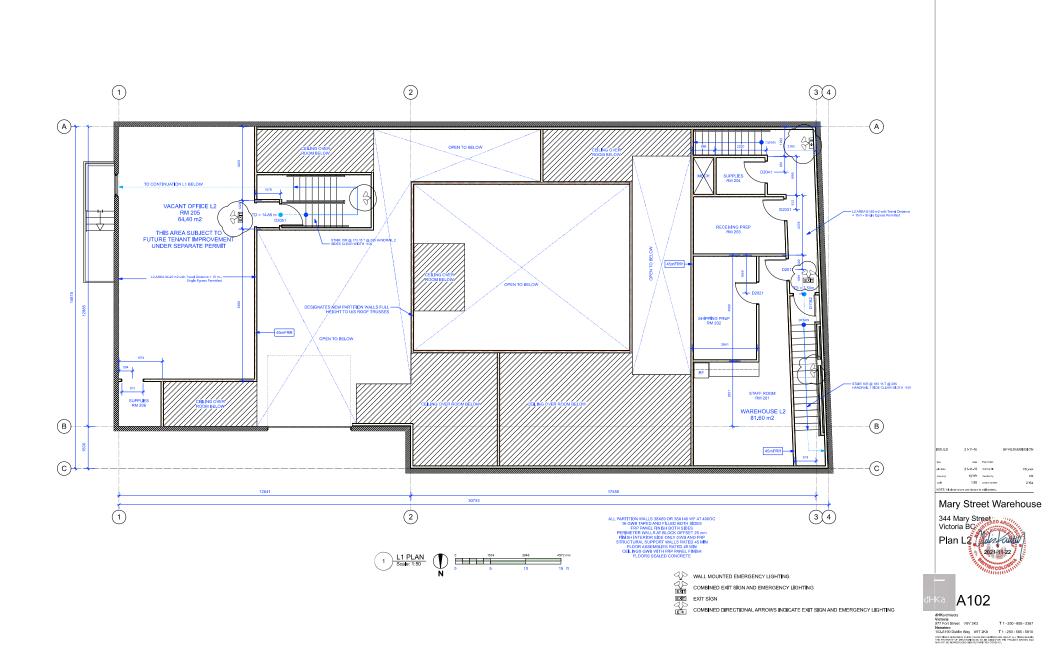
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| DOOR SCHEDULE | | | | | | | | | | | | |
|---------------|----------------------------|------|-----------|-------|------|------|--------|---------|-------|------|---------|------------------------------|
| Door # | Location/ Room | Туре | Size | Swing | MTRL | FIN. | Rating | Glazing | Frame | FIN. | HDWE | Notes & Accessories |
| D1001 | ENTRY VESTIBULE RM100 | A | 915x2135 | RHR | HM | PTD | | | PSF | PTD | LOCKSET | RIM EXIT |
| D1002 | SHIPPING & RECEIVING RM101 | A | 915x2135 | RH | HM | PTD | | | PSF | PTD | LOCKSET | |
| D1011 | SHIPPING & RECEIVING RM101 | A | 3658x3150 | OH | HM | PTD | | | PSF | PTD | | OVERHEAD DOOR |
| D1021 | SERVICES RM102 | A | 915x2135 | RH | HM | PTD | 45MIN | | PSF | PTD | LOCKSET | CLOSER; STOP |
| D1022 | SERVICES RM102 | A | 915x2135 | RH | HM | PTD | 45MIN | | PSF | PTD | LOCKSET | CLOSER; STOP |
| D1031 | WC RM103 | Α | 915x2135 | RH | HM | PTD | | | PSF | PTD | PRIVACY | |
| D1041 | RM105 ENTRY | A | 915x2135 | RH | HM | PTD | | | PSF | PTD | LOCKSET | |
| D1042 | RM105 CLOSET | Α | 915x2135 | RHR | HM | PTD | | | PSF | PTD | PASSAGE | |
| D1051 | STAIR RM105 | A | 915×2135 | LHR | HM | PTD | | | PSF | PTD | PASSAGE | |
| D1061 | VESTIBULE RM106 | A | 915x2135 | RH | HM | PTD | 45MIN | | PSF | PTD | LOCKSET | CLOSER; STOP |
| D1062 | VESTIBULE RM106 | A | 915x2135 | LHR | HM | PTD | 45MIN | | PSF | PTD | LOCKSET | CLOSER; STOP |
| D1071 | VESTIBULE RM107 | A | 1830x2135 | SLD | HM | PTD | | | PSF | PTD | SLIDING | SLIDING DOOR |
| D1081 | SORTING RM108 | A | 1830x2135 | DBL | HM | PTD | | | PSF | PTD | LOCKSET | |
| D1082 | SORTING RM108 | A | 1830x2135 | SLD | HM | PTD | | | PSF | PTD | SLIDING | SLIDING DOOR |
| D1091 | VESTIBULE RM109 | Α | 915x2135 | LHR | HM | PTD | | | PSF | PTD | LOCKSET | |
| D1092 | PASSAGEWAY RM110 | A | 915x2135 | LH | HM | PTD | | | PSF | PTD | PASSAGE | |
| D1093 | RM109 TO STAIR | А | 915x2135 | LHR | HM | PTD | 45MIN | | PSF | PTD | PASSAGE | CLOSER; STOP |
| | | | | | | | | | | | | |
| D1111 | SUPPLIES RM111 | А | 915x2135 | н | HM | PTD | | | PSF | PTD | LOCKSET | |
| D1121 | SUPPLIES RM112 | A | 915x2135 | RHR | HM | PTD | | | PSF | PTD | LOCKSET | |
| D1131 | SMALL STORAGE RM113 | Α | 1830X2135 | DBL | HM | PTD | | | PSF | PTD | LOCKSET | CLOSER; STOP |
| D1141 | LARGE STORAGE RM114 | Α | 1830X2135 | DBL | HM | PTD | 45MIN | | PSF | PTD | LOCKSET | CLOSER; STOP |
| D1142 | SMALL STORAGE RM113 | A | 915x2135 | LH | HM | PTD | 45MIN | | PSF | PTD | LOCKSET | |
| D1143 | LARGE STORAGE RM114 | Α | 915x2135 | RHR | HM | PTD | | | PSF | PTD | PASSAGE | |
| D1151 | ENTRANCE RM116 | A | 915x2135 | LH | HM | PTD | | | PSF | PTD | LOCKSET | PASSAGE TO EXIT |
| D1152 | PPE ROOM 1 RM115 | Α | 915x2135 | RH | HM | PTD | 45MIN | | PSF | PTD | PASSAGE | CLOSER; STOP |
| D1161 | ENTRANCE RM116 | Α | 915x2135 | RHR | HM | PTD | | | PSF | PTD | LOCKSET | RIM EXIT |
| D1162 | STAIRS TO ENTRANCE RM116 | Α | 915x2135 | LH | HM | PTD | 45MIN | | PSF | PTD | LOCKSET | PASSAGE TO EXIT; CLOSER STOP |
| D1171 | PPE ROOM 2 RM117 | Α | 915x2135 | RH | HM | PTD | | | PSF | PTD | LOCKSET | |
| D1172 | VESTIBULE RM118 | Α | 915x2135 | RHR | HM | PTD | 45MIN | | PSF | PTD | LOCKSET | CLOSER; STOP |
| D1181 | VESTIBULE RM118 | А | 915x2135 | RH | HM | PTD | | | PSF | PTD | PASSAGE | |
| D1191 | BULK STORAGE RM119 | Α | 915x2135 | RH | HM | PTD | | | PSF | PTD | LOCKSET | |
| | | | | | | | | | | | | |
| D2011 | STAFF ROOM RM201 | Α | 915x2135 | RH | HM | PTD | | | PSF | PTD | PASSAGE | |
| D2021 | SHIPPING PREP RM202 | A | 915x2135 | RH | HM | PTD | | | PSF | PTD | LOCKSET | |
| D2031 | RECEIVING PREP RM203 | Α | 915x2135 | RH | HM | PTD | | | PSF | PTD | LOCKSET | |
| D2041 | SUPPLIES RM204 | Α | 915x2135 | RH | HM | PTD | | | PSF | PTD | LOCKSET | |
| D2051 | STAIR RM105 | Α | 915x2135 | RH | HM | PTD | 45MIN | | PSF | PTD | PASSAGE | CLOSER; STOP |

| ISSUED | 21-11-16 | | BP RESUBMISSION |
|--------------------|----------|----------------|-----------------|
| Rev | Data | Description | |
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| drawn by | sj./crk | checked by | crik |
| state | 1:50 | project number | 2164 |



Mayor Helps & Council City of Victoria City Hall, 1 Centennial Square Victoria, BC V8W 1P6

Dear Mayor Helps and Council,

Re: Application to Rezone 235 & 247 Russell Street

We are pleased to submit this letter requesting the above-described properties be rezoned from M1 Limited Light Industrial to M2 Light Industrial.

Description of Proposal

This proposal is to move the two properties described above into the appropriate zone. It has come to our attention that the current use of 247 Russell Street, and the possible future use of 235 Russell Street, would be better suited to the M2 Light Industrial zone, as compared to the current M1 Limited Light Industrial zone. Specifically, 247 Russell is currently licensed by Health Canada to run a cannabis nursery and to cultivate cannabis and has been doing so since receiving those licenses in 2020. The property at 235 Russell recently received a Development Permit to construct a 4-story building. This building will support the activity at 247 Russell. That is, uses at 235 Russell will also be cannabis-related.

Background

We purchased the two properties in 2018 and soon after began the Health Canada licensing process required for the current activities at 247 Russell. Throughout the renovation and licensing processes, we understood that the current M1 zoning associated with the property was the appropriate zoning for this use. As part of the Health Canada licensing process the Victoria Fire Department, Victoria Police Department and the City of Victoria municipal government were notified of the intended use. The business has operated as described above since receiving the Heath Canada licenses in 2020. As it has recently come to our attention that the City of Victoria currently considers the appropriate zone for these industrial-type cannabis uses to be M2, our intention is to rezone both properties from M1 to M2.

Government Policies and Project Benefits

Whether M1 or M2, City of Victoria policy supports light industrial economic development. While the uses may not be specifically defined in either zone (i.e., M1 or M2) or the OCP, job creation, environmentally-friendly industrial development and the increase in tax base are among benefits consistent with municipal policy and the OCP. Current and future business activity will help to reinforce the vibrancy of the area.

Neighbourhood

Immediately south of the E&N railway, 247 Russell Street fronts both Russell and Mary Streets. Adjacent to the south of 247 Russell Street, 235 Russell Street is located mid-block on the east side of Russell Street. 235 Russell Street is also adjacent to industrial properties. Thus, to the north is the railway and adjacent to the south and east are industrial properties zoned as either M1 or M2. The adjacent properties are currently used for industrial purposes. The proposed rezoning is in keeping with the immediate context.

City Staff and Community Consultation

We have consulted with City staff on several occasions. Staff have been collegial and supportive of the project. We have also communicated with CALUC, which has decided to waive the need for a CALUC meeting.

In summary, whether M1 or M2, we believe the ongoing and future business activities at both 235 and 247 Russell Street provide jobs, taxes and reinvigorate the area. Moving the properties from M1 to M2 will not result in physical changes to either property and should have no detrimental effect on the community or surrounding neighbours. In fact, it will likely be unnoticed. The businesses make a significant contribution to the city's evolving urban fabric.

Yours truly,

235 Russell Sakura Venture Ltd.

Dan Robbins

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Dec 14, 2021

Dan Robbins

Re: Waiving of CALUC process for 235/247 Russell Street Re-Zoning Request

Dear Dan,

The Victoria West Community Association Land Use Committee has determined no concerns with your proposal to Rezone 235/247 Russell Street from its current zoning M1 to M2 zoning. This decision was based on the explanation of the rezoning that you provided to the CALUC on November 10, 2021, via email. As a result, we would like to waive the CALUC process for your proposal. We request that you notify us of any major developments or changes if they come up.

Thank you for including us in this process. We enjoy collaborating to create a vibrant and connected community.

Sincerely,

VWCA Land Use Committee landuse@victoriawest.ca











