



Committee of the Whole Report

For the Meeting of December 14, 2017

To: Committee of the Whole **Date:** November 24, 2017

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: **Development Permit with Variances Application No. 00057 for 1105 Caledonia Avenue**

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, consider the following motions:

"That Council authorize the issuance of Development Permit Application No. 00057 for 1105 Caledonia Avenue, in accordance with:

1. Plans date stamped November 16, 2017.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - i. reduce the number of vehicle parking stalls from eleven stalls to three stalls as required by Schedule C
 - ii. allow one off-street parking stall to be located in the side yard (CR-4 Zone)
 - iii. reduce the width of the landscape strip and setback required for a parking stall along the north side of the building from 2.4m to 0.55m (CR-4 Zone).
3. A minimum of eight Class 1, and sixteen Class 2 bicycle stalls be maintained on the site and the installation be secured by way of a landscape security deposit.
4. The Development Permit lapsing two years from the date of this resolution."

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Official Community Plan*, 2012 (OCP). A Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the revitalization of an area in which a commercial use is permitted, a Development Permit may include requirements respecting the character of the development including landscaping, and the siting, form, exterior design and finish of buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit with Variances Application for the property located at 1105 Caledonia Avenue. The proposal is to locate a coffee shop, coffee roaster and retail shop in an existing building. The proposal includes exterior changes to the building, landscaping and inclusion of bicycle parking. There are variances required to reduce the number of vehicle parking stalls provided, and to vary the location of one parking stall.

The following points were considered in assessing this application:

- the subject property is within the North Park Large Urban Village area. The *Official Community Plan* encourages the walkability and multi-modal approach to transportation in villages as an alternative to vehicular use
- generally, parking for a business should be accommodated on site and not impact adjacent streets. The proposed business will require a higher parking demand than the existing occupancy and will exacerbate the daytime parking demand in this area. The applicant is proposing transportation demand measures that focus on cycling use. This is seen as a trade-off that will sometimes be needed to facilitate redevelopment within the Large Urban Villages
- despite the challenges associated with the requested parking reduction, staff note that the property is well served by transit and bike lane infrastructure
- the changes to the frontage of the building are generally consistent with the *Official Community Plan*.

BACKGROUND

Description of Proposal

The proposal is to locate a coffee shop, coffee roaster and retail shop in an existing building. The proposal includes exterior changes to the building, landscaping and inclusion of bike parking. There are variances required to reduce the number of vehicle parking stalls provided and to vary the parking location.

Specific details include:

- renovation of the existing building to accommodate two new businesses: a coffee roaster and retailer, and a 40 seat coffee shop (34 interior seats and the potential for 6 seats outside)
- addition of new doors and windows
- painting of the exterior to reflect the brand colours
- replacement of the existing canopy
- construction of a secured bicycle storage building in the rear yard for employee bicycles
- installation of 16 bicycle parking stalls along Caledonia Avenue for customers
- seating along the north building face for customer use
- landscaping along the perimeter of the site.

The proposed variances are related to:

- the location of one parking stall in the side yard, and the width of the landscape strip in this location be reduced
- the number of off-street vehicle parking stalls (from 11 stalls required to 3 provided).

Sustainability Features

As indicated in the applicant's letter dated November 16, 2017, the main sustainability feature is the reuse of an existing building that will be upgraded for the potential for solar hot water and increased insulation. Additionally, the landscaping changes will create an opportunity to improve the rain water retention on site.

Active Transportation Impacts

The application proposes the following features which support active transportation:

- bicycle parking for customers
- secured bicycle storage for staff.

In addition, the applicant has identified a number of programs aimed at encouraging staff to participate in active transportation as part of an overall active lifestyle program.

Public Realm Improvements

No public realm improvements are proposed in association with this Development Permit Application. The landscape improvements are located on private property.

Accessibility Impact Statement

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

Existing Site Development and Development Potential

The site is presently used as an auto upholster. The existing building will be renovated to accommodate the new businesses.

Under the current Upper Cook Commercial-Residential Zone, the property could be developed at a density of 1.4:1 floor space ratio (FSR) for residential or mix use; however, it is noted that density may be difficult to achieve without a number of variances due to the size of the property.

Data Table

The following data table compares the proposal with the Upper Cook Street Commercial-Residential Zone. An asterisk is used to identify where the proposal is less stringent than the existing zone, and the double asterisk is used to identify an existing non-conforming situation.

Zoning Criteria - Building	Proposal	Zone Standard CR-4
Site area (m ²) - minimum	436	N/A
Total floor area (m ²) - maximum	195	610
Floor area ratio - maximum	0.46:1	1.40:1
Height (m) - maximum	3.8	12
Storeys - maximum	1	4

Zoning Criteria - Building	Proposal	Zone Standard CR-4
Setbacks (m) – minimum:		
Front (Cook Street)	4.18**	6.0
Rear (east)	7.33	6.0
Interior (south)	nil	nil
Flanking street (north)	3.28	2.4
Parking stalls - minimum	3*	11
Parking – location	Side yard* for one stall	Rear yard
Landscape strip width (m) (north) (minimum)	0.55*	2.4 m
Bicycle parking stalls Class 1 (minimum)	8	Bicycle parking is not required for an existing building
Bicycle parking stalls Class 2 (minimum)	16	Bicycle parking is not required for an existing building
Zoning Criteria - Bicycle Shelter	Proposal	Zone Standard CR-4
Location	Rear yard	Rear yard
Floor area (m2) - maximum	Not subject to floor area	37
Height (m) - maximum	2.81	3.5
Rear yard site coverage % - maximum	9	25
Separation space between an accessory building and main building	2.4	2.4
Setbacks (m) – minimum:		
Rear	0.6	0.6
Side	+0.6	0.6
Flanking street	+7.5	7.5

Relevant History

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, on November 8, 2017, the application was referred for a 30-day comment period to the Fernwood Community Association. At the time of writing this report, a letter from the CALUC had not been received.

This Application proposes variances, therefore, in accordance with the City's *Land Use Procedures Bylaw*, it requires notice, sign posting and a meeting of Council to consider the variances.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan* (OCP) identifies this property within a Large Urban Village (North Park Village) and it is subject to Development Permit Area 16, Design Guidelines for Multi-Unit Residential, Commercial and Industrial. While the Guidelines are more specific to new construction, the main urban design concepts relevant to this proposal are related to streetscape. Specifically the redevelopment of the site will offer the following changes to the streetscape:

- entrances, store front glazing, seating and a providing a visual connection to both streets, will contribute to the streetscape, both visually and physically
- new landscaping will act to define the space and create a sense of separation from street traffic.

In order to address Crime Prevention through Environmental Design (CPTED) issues, the following will be included as part of the site planning:

- additional windows will be added to the building to improve the overlook onto the street
- permanent outside seating will be provided to add to the street presence
- the staff bicycle shelter will be fenced for added security and to restrict access to this semi-private space
- security lighting will be installed to illuminate the rear yard at the ground level (avoiding light spill into the adjacent neighbouring residential property).

Tree Preservation Bylaw

There are no public trees located along the boundary of this property; as such, there are no impacts to public trees with this application. The landscaping plan includes five new trees on private property.

Regulatory Considerations - Parking Location and Variance

The application requires three variances related to parking.

First, the current zone specifies that off-street surface parking shall be located in a rear yard. One of the surface stalls is located in the side yard. Given that this is an existing building on a relatively small lot with few alternatives to locate parking on-site, this is recommended as being supportable.

Second, the Zone requires that a landscape strip of 2.4m be in place along the flanking street (Caledonia St.) with the intent of creating softer separation between paved areas and the pedestrian realm. In order to accommodate a parking stall in the side yard, this landscape strip can only achieve a width of 0.55m. Overall, the landscaping changes to the property will serve to soften the edges of the property and will 'green' a prominent corner in the area, creating an inviting space. The landscape strip adjacent to the parking stall integrates with this general planting scheme.

Third, the proposal is to reduce the number of vehicle parking stalls from eleven to three stalls (Schedule C). The restaurant has a requirement for seven stalls, based on 34 seats, and the retail component has a requirement for three stalls. The potential for on-street parking is

severely limited in this location, with no parking adjacent to the building and Caledonia Street being limited to residential parking

As this proposal is not considered new construction, bicycle parking is not mandatory; however, as a justification for the parking variance, the applicant has created a strategy that focuses on bicycle use (refer to applicant's letter):

- noting the majority of staff cycles (or walks) to work
- providing a bike loan program for staff
- providing a secure covered bicycle parking (Class 1) for staff with eight spaces
- providing short-term bike parking (Class 2) for 16 patrons.

Other measures are outlined in the applicant's supporting letter, including the potential of sharing parking facilities with the adjacent restaurant. Despite the challenges associated with the requested parking reduction, staff note that the property is well-served by transit and bike lane infrastructure. In addition, it is an active pedestrian area. It is noted, that although the bike parking will form part of the approved development permit, the other measures are not secured through any agreements with the City.

It should also be noted that with the proposed changes to Schedule C, the total required parking for this proposal would be six stalls (reduced from 11). Given that the proposed Schedule C is based on current trends for parking requirements, whereas the values in the existing Schedule C are dated, the resulting shortfall of three stalls (under the newly proposed regulations) is more realistic than the shortfall that results from adherence to the current regulations.

CONCLUSIONS

The coffee shop and retail use in this commercial space will enliven the building frontage as well as the area, and is in keeping with the general policy regarding redevelopment of Large Urban Villages. The main concern is the competition for parking during the opening hours of the coffee shop as only three cars can be accommodated on site. There is little, if any potential, that this demand can be satisfied in the immediate neighbourhood; however, the goals of the *Official Community Plan* for promoting growth and redevelopment in this Large Urban Village outweigh the potential parking concerns. Bicycle parking for staff and patrons will be provided, which exceed the bylaw requirements, thus encouraging the use of bicycles. The use of active transportation measures are further supported by the proximity of bicycle lanes.

With respect to the variances requested for the location of one parking stall and the width of the landscape strip, the proposed landscaping will serve to mitigate these requested variances.

On balance, the variances requested by this application are supportable.

ALTERNATE MOTION

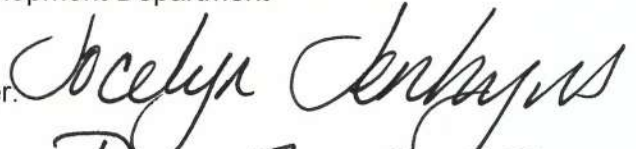
That Council decline Development Permit with Variance Application No. 00057 for the property located at 1105 Caledonia Avenue.

Respectfully submitted,


Lucina Baryluk
Planner
Development Services Division


Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager.


Date: Dec 7, 2017

List of Attachments:

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans dated/date stamped November 16, 2017
- Attachment D: Letter from applicant to Mayor and Council dated November 16, 2017