



Planning and Land Use Committee Report

For the Meeting of August 27, 2015

To: Planning and Land Use Committee **Date:** August 14, 2015

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

Subject: Rezoning Application No. 00483 for 2550 Rock Bay Avenue

RECOMMENDATION

Staff recommend that Committee forward this report to Council and that Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00483 for 2550 Rock Bay Avenue, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

LEGISLATIVE AUTHORITY

In accordance with Section 903 (c) 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 a Rezoning Application for the property located at 2550 Rock Bay Avenue. The proposal is to rezone the land from the M-2 Zone, Light Industrial District, to the M2-I Zone, Douglas-Blanshard Industrial District, in order to permit an expanded range of light industrial/service commercial uses. The specific proposal is for interior renovations that would extend the second floor area for professional offices as well as a showroom and storage space for the cabinet-making business on the ground floor.

The following points were considered in assessing this Application:

- The proposal is consistent with the *Official Community Plan, 2012* and the *Burnside Neighbourhood Plan, Revised 2012*.
- Permitting an expanded range of uses for this property is in keeping with encouraging and supporting economic activities and sustaining jobs in the City.
- There are a number of other nearby M2-I Zoned properties.
- The area is largely service-commercial in character.

BACKGROUND

Description of Proposal

The proposal is to rezone the land from the M-2 Zone, Light Industrial District, to the M2-I Zone, Douglas-Blanshard Industrial District, in order to permit an expanded range of light industrial/service commercial uses. The specific proposal is for interior renovations that would extend the second floor area for professional offices as well as a showroom and storage space for the cabinet-making business on the ground floor. The proposed renovation includes extending the second floor over what is currently a double-height shop floor. The existing building envelope will be maintained with new windows, skylights and doors. No additional parking above the existing five year spaces is proposed. Therefore, a request for a reduced parking requirement has been made in association with this Application and is reviewed in a concurrent Development Variance Permit.

Sustainability Features

As indicated in the applicant's letter dated July 30, 2015, the sustainability features associated with this Application are the retention of an existing building with sustainable products and materials where feasible including new windows and doors providing better energy efficiency.

Active Transportation Impacts

The Application proposes a secure bike enclosure and a bike rack as required under Schedule C of the *Zoning Regulation Bylaw*. A requested reduction from eight to five parking spaces is reviewed in association with a concurrent Development Variance Application for this property.

Public Realm Improvements

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

Land Use Context

The area is characterized by a variety of light industrial, service commercial and automobile sale and service uses.

Immediately adjacent land uses include:

- North – medical marijuana dispensary
- South – car repair and furniture sales and manufacturing
- East – light industrial uses
- West – residential, service commercial and light industrial uses.

Existing Site Development and Development Potential

The site is at the corner of Rock Bay Avenue and John Street and is in the M-2 Zone, Light Industrial District. A wide variety of light industrial/service commercial uses are permitted under this zoning, including accessory offices. The floor area of the current building is 0.88:1 Floor Space Ratio (FSR) which well below the maximum permitted floor area of 3:1 FSR.

The existing site development is comprised of a two-storey building built in 1946 occupied by a cabinet making manufacturing and furniture sales business. Rear yard parking for five cars is accessed from John Street.

Under the current M-2 Zone, the property could be developed for a building of five storeys with a range of light industrial and service commercial uses.

Data Table

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

Zoning Criteria	Proposal	Zone Standard M2-I Zone
Site area (m ²) - minimum	732.00	N/A
Total floor area (m ²) - maximum	644.00	2196.00
Density (Floor Space Ratio) - maximum	0.88:1	3:1
Height (m) - maximum	6.84	15.00
Parking - minimum	5*	8
Bicycle parking stalls (minimum)	5 class 1 + 2 class 2	5 class 1 + 1 class 2

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, the applicant has consulted with the Burnside-Gorge CALUC at a Community Meeting held on June 15, 2015. A letter dated June 17, 2015, is attached to this report.

ANALYSIS

Official Community Plan

The property is in the General Employment Urban Place Designation in which light industrial, commercial, including office and retail, education, research and development and health services are envisaged uses.

Local Area Plans

The *Burnside Neighbourhood Plan* identifies the area as light industrial with a move toward more multi-tenant and mixed uses with commercial uses envisaged.

CONCLUSIONS

The proposal to rezone the property to the M2-I Zone, Douglas-Blanshard Industrial District, to permit an expanded range of uses for this property is in keeping with encouraging and supporting economic activities and sustaining jobs in the City. There are a number of other nearby M2-I Zoned properties. The area is largely service-commercial in character. Staff recommend that Council consider approving the proposal.

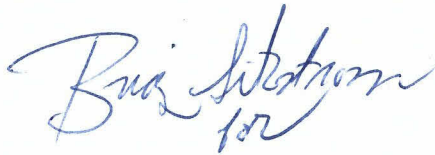
ALTERNATE MOTION

That Council decline Rezoning Application No. 00483 for the property located at 2550 Rock Bay Avenue.

Respectfully submitted,



Brian Sikstrom, Senior
Planner, Development
Services Division



Alison Meyer, Assistant
Director, Development
Services Division



Jonathan Tinney, Director
Sustainable Planning and
Community Development

Report accepted and recommended by the City Manager:



Jason Johnson

Date: August 19, 2015

List of Attachments

- Zoning Map
- Aerial Photo
- Letter from the Applicant dated July 30, 2015
- Letter from the Burnside Gorge Community Association dated June 17, 2015
- Plans reduced to 8.5" x 11" dated July 30, 2015.





2550 Rock Bay Avenue
Rezoning #00483
Bylaw #



Successful Visions Group Inc

July 30, 2015

City of Victoria
1 Centennial Square
Victoria BC

Attention: Mayor and Council

**RE: Proposal to rezone 2550 Rock Bay Avenue from M-2 to M2-1
Lot A. Plan VIP55947. Section 4. Victoria District. (PID 01 8-1 41 - 293)**

Your Worship and Members of Council,

I wish to gain your approval to rezone my property from M-2 Light Industrial District, to the M2-1 Light Industrial District.

2550 Rock Bay Avenue is located in the industrial neighbourhood of Victoria. The existing building on the property will be retained and would be renovated to extend the existing second floor space to permit professional office space and showroom.

My building was previously three residential lots and has housed only my millwork factory since the 1994 building permit. Currently the millwork factory is located on the ground floor with the business office and showroom as well as some factory production space on a second level. The second floor expansion will add 1,614 square feet which will increase employment opportunities.

This proposal conforms to the OCP notably (Chapter 14) OCP6.13.14.7 and the OCP implementation strategy (2013). This proposal will retain and enhance the employment base in the area.

Location and Background

My property is located in the Rock Bay Industrial area, approximately two kilometres Northwest of the downtown core of Victoria. The Rock Bay area was originally developed in the 1900's as a residential neighbourhood but has transformed to industrial and service commercial uses over the past 40 years. Presently, only a few of the original residential dwellings remain and the area is generally retained as the core of industrial activity in the area.

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2550 Rock Bay Ave Victoria BC V8T 4R6

Successful Visions Group Inc

Over the past ten years, development in this area has been a process of evolving from traditional industrial uses towards a diverse service commercial and light industrial base with this occurring mostly on a site by site basis. These sites are becoming more flexible to allow retailing, warehousing, manufacturing, and offices.

My property is situated on the southwest corner of Rock Bay Avenue and John Street, towards the Southern periphery of the neighbourhood. It lies east of Bridge Street, which like Rock Bay Avenue is a north to south arterial route carrying traffic from Gorge Road to Bay Street. Properties lying west of Bridge Street are zoned for more heavy industrial use, whereas the properties along Rock Bay Avenue are more service-commercial in nature.

Rationale

The proposed M2-1 zone is the same as that of the property directly across from my property on Rock Bay Avenue (607 John Street).

My property is currently zoned M-2 Light Industrial District. The current zoning allows virtually all non offensive light industrial land uses, as well as banks, churches, clubs, restaurants and retail sales, but does not permit professional offices at present. There are a number of buildings in the neighbourhood that have been rezoned or that are located on a site with pre-existing zoning that permits an office use.

The proposed renovation that is being presented in support of the change in zone, currently envisages a professional office above the existing millwork shop floor. The existing show room and office associated with the millwork factory would be relocated from their current location on a mezzanine level within the building, to a full 2nd storey over the currently double height millwork shop floor.

As part of the proposal, the density of the site (measured as Floor Space Ratio) would increase by approximately 25% of the site area (from 0.62 : 1 to 0.88 : 1). This is still well below the permitted Floor Space Ratio of 3.00 : 1.0, for both the M2 and M2-1 zones.

The proposal does not require a change to the Official Community Plan.

Diversifying the possible uses of the building and encouraging professional office use in the neighbourhood, I believe is a positive aspect of the project. At present there are a number of retail and manufacturing businesses selling and /or producing millwork, furniture, and architectural fittings in the vicinity. Several professional offices and design firms have also taken up residence in nearby buildings that already had the appropriate zoning, or were purposely rezoned in order to accommodate them. There are also a number of businesses that make the

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neighbourhood a desirable area in which to set up a business with restaurants, brewpubs, cafes etc., making it a desirable location for employees and business owners alike.

Transportation

The property is located within 1 block of two major transportation arteries and within ¼ mile of a third, all of which are major public transit routes, (BC Transit Route #11, (Gorge Road), #14 (Bay Street), as well as all major routes on Douglas Street going North). The site also has relatively convenient access to the Galloping Goose Regional Trail and various trails that connect with it. Access to the trail is possible from nearby adjacent streets leading to Selkirk Waterfront, or by continuing across the Bay Street Bridge to the trail running alongside the Railyards development in Vic West.

In support of our 2 or 3 stall parking variance accompanying this rezoning application we offer the following rationales: a) our 4 corner location has approx. 25 free street parking spots of 1-2 hours; b) our loading zone is minimally used with 8 spots easily accessed; c) there are 5 class 1 + 2 class 2 bicycles stalls; d) the nature of our retail sales 0 to 1 visitor per day could perhaps allow for a relaxed calculation of 1 space per 65m² of floor area thus requiring 2 stalls only for retail.

Heritage

The existing 22 year old building is not heritage; it is adjacent to some older buildings. The proposed renovations do not pose an obstruction, visual or otherwise, to or from any adjacent properties. The exterior envelope of the existing building is not being enlarged in any way.

Sustainability

The proposal is to retain the existing building, expanding floor space only within the existing envelope. Re-zoning the property is increasing the possible uses of the existing structure. I have no desire to remove the existing building and in expanding the possible uses I am extending the usefulness and life of the building.

Sustainability hinges on reducing and re-using resource and the adaptive re-use of an existing building is one way to achieve this.

Sustainable products and materials will be used where possible and where it makes economic sense. The project will not, however, be targeting any particular sustainability verification program (LEED/Built Green). It is the goal of the design office to ensure that the office space will use environmentally preferable materials for finishes and construction. In addition, alternative heating sources will be explored for both the new professional offices and the existing office and showroom of the millwork factory.

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new windows and doors be installed throughout for consistency of appearance as well as for the benefits of better energy efficiency.

The existing insulation of the building (where present) will be upgraded to ensure that the overall effective R/RSI values meet or exceed current Building Code and ASHRAE 90.1 requirements. Wherever possible, passive heating and cooling techniques will be utilized for the upgraded building, through the use of expanded areas of glazing, solar shading, high thermal mass materials and finishes within the new spaces.

Infrastructure

The existing infrastructure within the site and off site will not be adversely impacted by the proposal, which is primarily intended to increase the usefulness of the existing building, not to greatly increase the size. As such, an upgrade to the existing infrastructure is not seen as being a major component of this project.

The City of Victoria's Public Works Department is currently upgrading John Street and it is believed that my site is in accordance to the design goal.

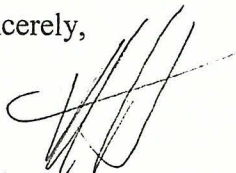
Safety and Security

More business equals more eyes on the street. Flexible operating hours of a diverse group of businesses is no better deterrent to undesirable activities. I believe proposals such as mine increase the amount of legitimate activity and are encouraging the ongoing development of similar properties.

Summary

The proposal is for a modest renovation that will benefit local businesses that wish to operate within the City of Victoria. The rezoning is a requirement for the design office to consider this location for their future office space. It expands the uses of the site and complements the current trend of businesses moving from a light industrial based, to service commercial and professional uses. The proposal is in keeping with the City's Plan for this area to be an ongoing employment district.

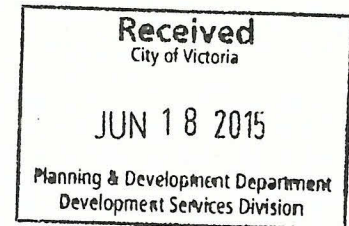
Sincerely,



Marian Dashwood-Jones

Phone: (250) 384-5711 Fax: (250) 361- 3914 Email: svgi@shaw.ca
2550 Rock Bay Ave Victoria BC V8T 4R6

June 17, 2015



Dear Mayor and Council:

CALUC Community Meeting: Rezoning Application for 2550 Rock Bay Avenue

On June 15, 2015, the Burnside Gorge Community Association (BGCA) hosted a CALUC community meeting that was advertised to discuss the proposal to rezone 2550 Rock Bay Avenue from M-2 (Light Industrial District) to M2-1 (Douglas-Blanshard Industrial District). The proposed changes would allow for professional office space and expanded showroom space on the second floor.

Marian Dashwood-Jones presented as the property owner. Feedback on this proposal is summarized below.

Parking

- No parking variance would be applied for. The site accommodates the required parking spaces.

Building tenants

- The owner has identified potential tenants.
- One attendee asked whether there is a need for professional office space given high vacancy rates downtown and in other parts of the city. The owner responded that they intend to offer reasonable rent and that other businesses in the area have successfully secured tenants in office space.

Building use/zoning

- The proposed professional office space on the second floor would have a separate entrance from the street.
- If the owner is successful in securing the proposed M2-1 zoning, the building would continue to be M2-1 in perpetuity, independent of ownership. The M2-1 zone allows uses in addition to the current M2 zoning and does not displace any uses allowed in M2 zones.
- One attendee suggested that the office space be used as medical office in future, given a lack of medical services in the area.
- One attendee expressed concern about the loss of manufacturing space through conversion to office space. The owner responded that heavy manufacturing has steadily decreased over time in Rock Bay and that new services have moved into former manufacturing space.



Broader Context for Development

In addition to facilitating comments on the specific rezoning application at BGCA community meetings, the Chair also seeks feedback from attendees on their wishes for, and thoughts about, the immediate vicinity of a subject property. This information is provided to Mayor and Council and the Planning department to help provide critical, holistic perspectives on neighbourhood development objectives. Over time, this will help us stitch together a more comprehensive view and put rezoning applications into context of overarching community goals.

Attendees provided the following comments about the area around 2550 Rock Bay Avenue:

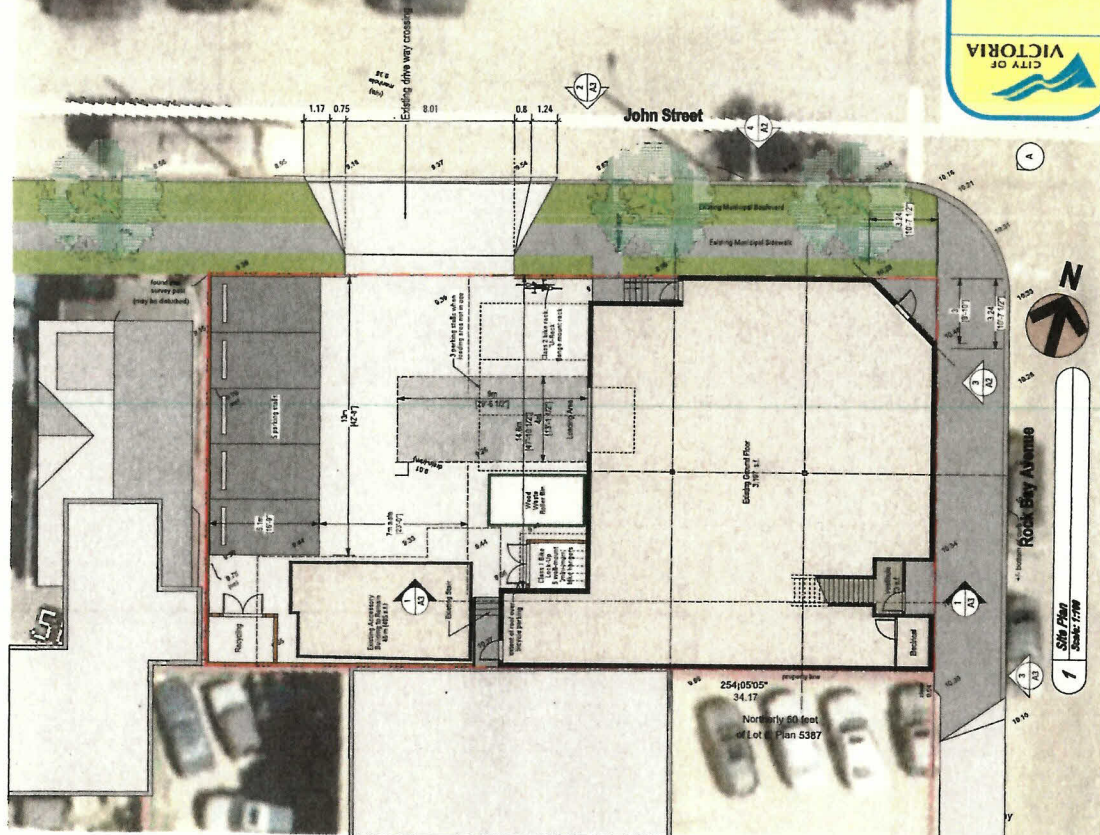
- We should develop Rock Bay as a live/work neighbourhood to attract tech workers and others who are interested in this type of space.
- Increasing residential use in the neighbourhood would need to be accompanied by new amenities.
- Rock Bay Avenue needs stoplights at intersections instead of four-way stops. There are accidents along Rock Bay Avenue regularly.

Respectfully,

Carolyn Gisborne

Land Use Committee Chair
Burnside Gorge Community Association

cc: Sustainable Planning and Community Development Department
Marian Dashwood-Jones, Successful Visions Group Inc.



PROJECT DATA

Owner:	Beaumont Media Group 2550 Rock Bay Avenue Victoria BC
Architect:	Joseph S. Smith, URBIC & Associates, B.C. Joe Smith Architect Inc., 111 Yates Street, Victoria, B.C. Telephone: 250-409-1100 Fax: 250-529-1100 josephsmitharchitect.com
Site Address of Property:	2550 Rock Bay Avenue, Victoria BC
Legal Description:	LOT 1A, SECTION 1, TOWNSHIP 1, PLAN 19980
Zoning:	UIC - Light Industrial District UIC-1, Industrial District (Industrial District)
Setback:	Front: 10.0m (10.0m) Side: 10.0m (10.0m) Rear: 10.0m (10.0m)
Site Area:	3,277.00 sq. ft. (303.00 sq. m)
Building Area:	3,277.00 sq. ft. (303.00 sq. m)
Floor Area:	3,277.00 sq. ft. (303.00 sq. m)
Floor Space Ratio:	1.00
Use:	Office - Light Industrial District (Industrial District)

LOCATION PLANS



Revisions
Received Date:
July 30/15

VICTORIA
CITY OF



A - EXISTING BUILDING

2550 ROCK BAY AVENUE

PROPOSED OFFICE / LIGHT INDUSTRIAL DEVELOPMENT
VICTORIA, BC

A1

Joe Newell
812 Yates Street, Victoria, BC V8W 1Y3
P: (250) 382-4340, F: (250) 382-5733
www.joeandjane.com

Date: June 2015, Revised: 30 July 2015 for O/P

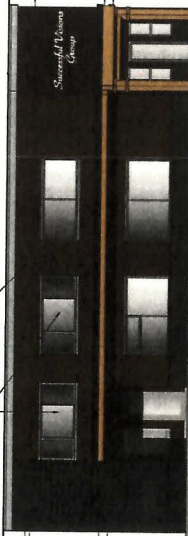
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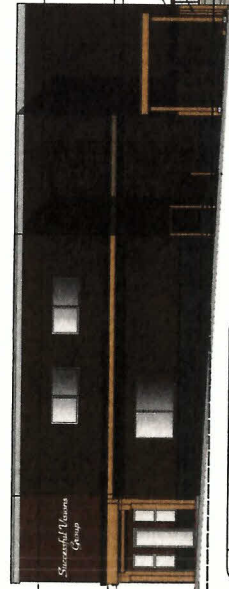
New Windows and Parting

Existing interior finish, color to
be as in color photo above
New windows to office space

Existing interior finish, color to
be as in color photo above
New windows to office space



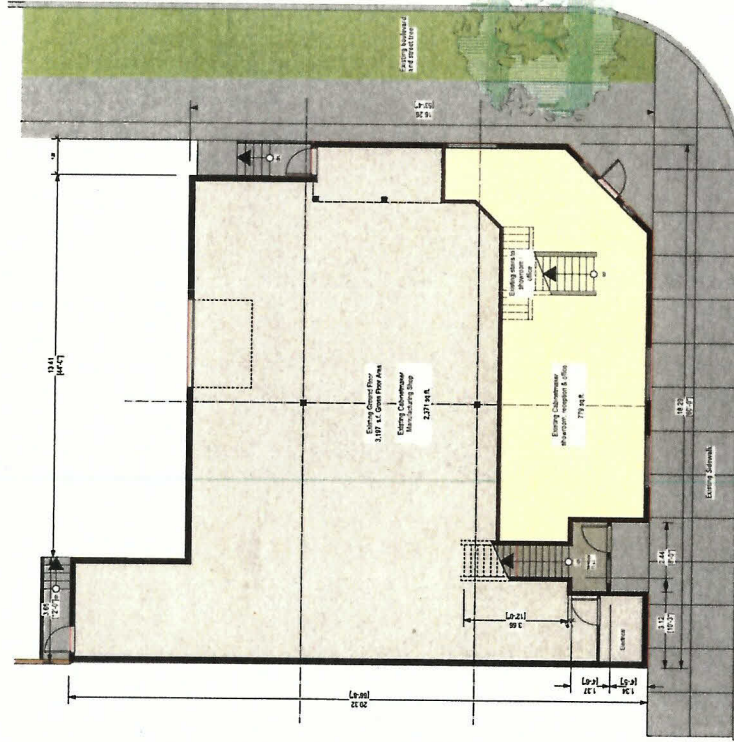
3 East Elevation - Rock Bay Avenue
Scale: 1/8"



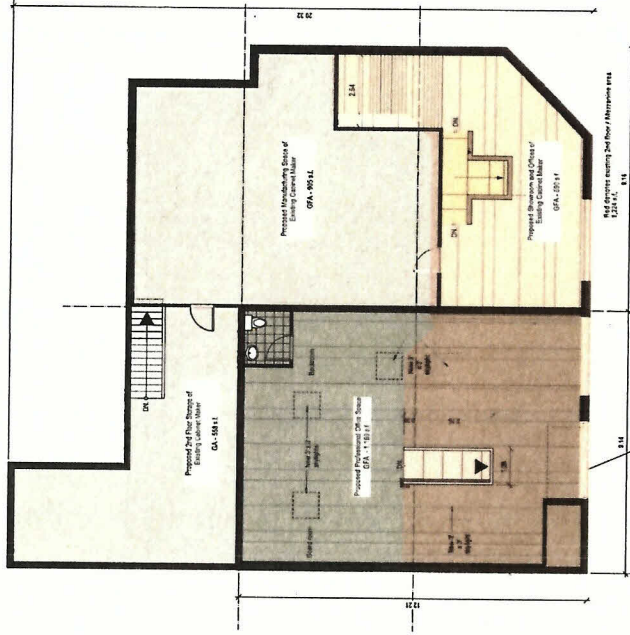
4 North Elevation - John Street
Scale: 1/8"

Existing interior finish, color to
be as in color photo above
New windows to office space

Existing interior finish, color to
be as in color photo above
New windows to office space



1 First Floor Plan - Area = 3,189 s.f.
Scale: 1/8"



2 Proposed Second Floor Plan - Area = 1,254 s.f.
Scale: 1/8"

2550 ROCK BAY AVENUE

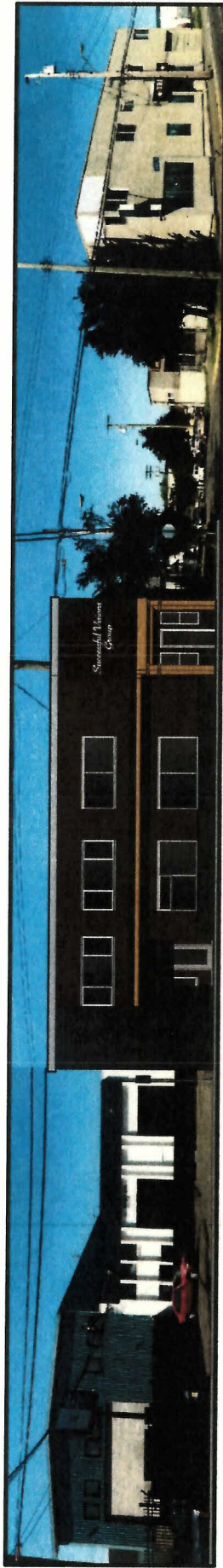
PROPOSED OFFICE / LIGHT INDUSTRIAL DEVELOPMENT

A2

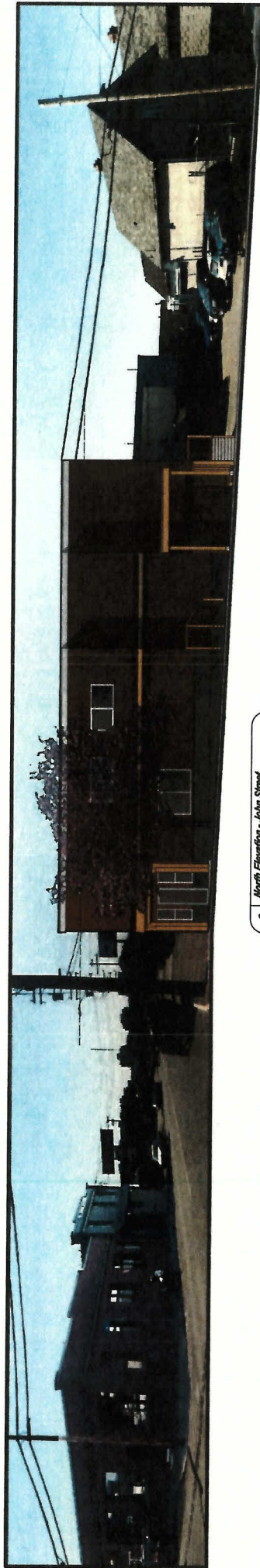
JUL 30 2015

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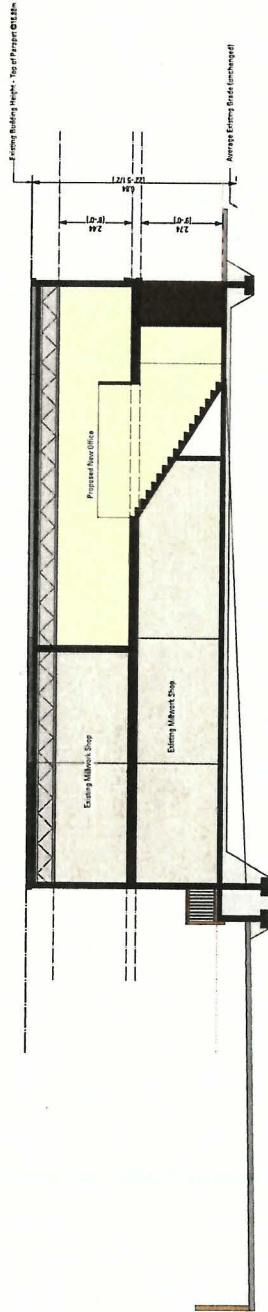
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3 East Elevation - Rock Bay Avenue
Scale: 1/8"



2 North Elevation - John Street
Scale: 1/8"



1 Building Section
Scale: 1/8"

2550 ROCK BAY AVENUE

PROPOSED OFFICE / LIGHT INDUSTRIAL DEVELOPMENT

City of Victoria

Received

A3

Joe Newell JN

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www.joeandjillarchitect.com

Date: April 2015

JUL 30 2015

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Ⓢ This document is not valid unless originally signed and sealed or electronic signature is attached.