Municipality of North Cowichan
Special Council
AGENDA

Tuesday, February 21, 2017, 6:00 p.m.
Municipal Hall - Council Chambers

Pages

1. CALL TO ORDER

2. APPROVAL OF AGENDA

Recommendation:
That Council approve the agenda as circulated [or as amended].

3. BUSINESS

3.1 Bylaw 3645 - Zoning Amendment Bylaw (No. 4 - Sherman Road), 2017 2 - 25

Purpose: To hear from the public and afterwards vote on Bylaw 3645 to rezone 3191 Sherman Road to facilitate the construction of an affordable housing development.

Recommendation:
That Council read a third time "Zoning Amendment Bylaw (No. 4 - Sherman Road), 2017", No. 3645.

Recommendation:
That Council adopt "Zoning Amendment Bylaw (No. 4 - Sherman Road), 2017", No. 3645.

3.2 Bylaw 3646 - Zoning Amendment Bylaw (No. 5 - Willow Street), 2017 26 - 28

Purpose: To hear from the public and afterwards vote on Bylaw 3646 to rezone 9800 Willow Street to facilitate construction of a mixed use development (see report under 3.1).

Recommendation:
That Council read a third time "Zoning Amendment Bylaw (No. 5- Willow Street), 2017", No. 3646.

Recommendation:
That Council adopt "Zoning Amendment Bylaw (No. 5- Willow Street), 2017", No. 3646.

4. ADJOURNMENT

Report

MUNICIPALITY OF NORTH Cowichan

Date	January 11, 2017	Prospero No. ZB000044 Folio Nos. 06000-000 & 15642-001
To	Council	File No. 3360-20 16.05
From	Kyle Young, Assistant Manager of Planning and Subdivision	Endorsed:
Subject	Zoning Bylaw Amendment Application No. ZB000044 for 3191 Sherman Road and 9800 Willow Street	

Purpose

The purpose of this report is to provide Council with information, analysis and recommendations regarding a Zoning Bylaw Amendment application to rezone two Municipally-owned properties in the South End and Chemainus to facilitate the construction of mixed use projects. The proponent is the Community Land Trust Foundation of BC.

Background

Property Details – Sherman Road

The 1.2 ha (3 ac) subject property is located at 3191 Sherman Road in the South End Growth Centre and contains the Glen Harper Curling Club building (see APPENDICES 1 & 3). The property is zoned Commercial Recreation (C4) in the Zoning Bylaw (APPENDIX 5). Besides the curling club, the property is vacant. Site photos are attached as APPENDIX 7. Surrounding land uses include the following:

North: urban residential lots with detached secondary suites or coach houses (R3-CH zoning)
East: 1.1 ha (2.7 ac) R3-zoned lot with a single dwelling
South: Sherman Road, followed by the Duncan Sikh Temple (southwest) and residences (southeast)
West: Sherman Road Soccer Park

Property Details – Willow Street

The 665 m^2 (0.16 ac) subject property is located at 9800 Willow Street in the mixed-used commercial core area of Chemainus (see APPENDICES 2 & 4). The property is zoned Commercial General (C2) in the Zoning Bylaw (APPENDIX 6). The property is currently vacant but used to contain the Chemainus Fire Hall. Site photos are attached as APPENDIX 8. Surrounding land uses include the following:

North: H&R Block and neighbourhood House in commercial building on adjoining lot
East: Willow Street and Waterwheel Park
South: Cypress Street, followed by former Chemainus Foods and parking lot
West: apartment building and vacant gravel lot

Proposal

The Community Land Trust is proposing to develop two mixed used projects in North Cowichan. The Sherman Road project would include 28, 3-storey townhouse units (in three buildings) and a 4-storey

mixed use building with office space on the main floor and 36 residential units on the upper three storeys (12 units per floor). In the mixed use building, 12 units would be for the women's shelter and the remaining 24 units could be for either the women's shelter or market housing. The main floor office space could serve as the administrative offices for Cowichan Women Against Violence Society (CWAV). The townhouse units would be aimed at family housing. A conceptual site plan is attached as APPENDIX 9. The existing curling club and a slightly adjusted parking lot will be subdivided from the Remainder of the property.

For the Willow Street project, the Community Land Trust is proposing a 4-storey mixed use building with community / civic space on the main floor and residential units aimed at seniors for the remaining floors. The adjoining lot to the south which was also previously occupied by the Fire Hall is the proposed location of a new Vancouver Island Regional Library branch. The community space area on the main floor could be used for a range of community events, including Municipal events.

Discussion

Official Community Plan

Official Community Plan (OCP) policies support the Municipality working with other organizations (like the Community Land Trust) to develop affordable housing in North Cowichan. The two proposed projects align well with these policies and would help meet a range of housing needs across the Municipality, including affordable housing for seniors, families in need, and supportive housing.

With respect to land use, the Willow Street site is located in the Chemainus mixed use commercial core area, which is a good location for high density residential development. With up to 21 units proposed, this equates to a density of 316 units per hectare (note: this density number appears high largely due to the small lot area and the small unit sizes). The site is in close proximity to amenities, services and a BC Transit route.

Historically, the Sherman Road corridor has seen medium density residential land uses develop over time, including townhouses and apartments (i.e. area southwest of the site bounded by Sherman Road and Cowichan Lake Road and east from the subject property near the Sherman Road / Ryall Road intersection. A strong pedestrian network, along with cycling and transit are good alternative transportation options in this area and there are some nearby amenities and services, including limited commercial, sports fields, the curling club and schools. Furthermore, when the Berkey's Corner Neighbourhood Commercial Centre development proceeds, this will provide significantly more options for residents in this area (e.g. grocery store, health and personal services). With 64 units proposed, this equates to an average density of 81 units per hectare (49 units/ha for the townhouses, 169 units/ha for the mixed use building).

Given the surrounding context, the proposed mix of townhouse and apartment-style land uses are appropriate for the subject property. Positioning the townhouses on the north end of the site also provides for a transition between the higher density mixed use building and the comparatively low density single family and coach house lots to the north.

Chemainus Town Centre Revitalization Plan

The Chemainus Town Centre Revitalization Plan identifies the Willow Street site as an ideal site for a mixed use development with community uses on the main floor and residential units above, and notes that redevelopment of this property is important for revitalizing downtown Chemainus.

Off-Street Parking and Access

Both projects are proposing fewer off-street parking spaces than are currently required under the Zoning Bylaw for townhouse and multi-family housing units. However, OCP policies identify a reduction in parking requirements as a way of supporting affordable housing initiatives. The Willow Street site is located in downtown Chemainus with services and amenities located close by. Chemainus Village Square is located approximately 750 m away from the site. With only 8 off-street parking spaces proposed, many of the units will not have a dedicated parking space. Potential residents would be aware of this when they choose to rent a unit. There has been some discussion about developing the Municipally-owned lot behind the subject property into a public parking lot. Some of these spaces could be used by residents or visitors, if needed.

Each of the townhouse units in the Sherman Road project would have at least one parking space, as well as visitor parking. The proposed mixed use building would have approximately 23 off-street parking spaces, which means that some of the units would not have a dedicated parking space, however it is anticipated that many of the tenants in this building would not have vehicles. For the market housing units, potential residents would need to consider this when deciding whether or not to rent a unit.

Access to the Sherman Road site would be along the eastern boundary of the site via a private road / drive aisle.

Staff are aware of potential concerns in the area of the Sherman Road site with regard to parking for other nearby facilities, most notably the soccer fields. Traffic and parking issues are also generated as a result of events at the curling club as well as the nearby Sikh Temple and are of course made worse when all of these facilities have events on-going at the same time. To this end, Staff met proactively with the Soccer Association, the Sikh temple, the Curling Club and the property owner directly adjoin the Curling Club on Sherman Road to discuss the projects and address questions they might have. Parking in the area was definitely the common theme that ran through each of these meetings.

In order to address traffic and parking concerns, Staff are currently reviewing the existing parking situation in the neighbourhood, to determine the extent and frequency of parking issues, and to determine potential solutions to relieve pressure or provide alternative additional parking options. Outside of the formal parking areas for the Curling Club property, the remainder of the property provides only a small amount of informal overflow parking during events in the neighbourhood, but it is not believed that development of this property will have any quantifiable negative impact on the existing parking issues and that there is not any need to wait for the outcome of the broader parking review in order to make a decision on this application..

Comprehensive Development Zones

Comprehensive Development (CD) Zones were created for the two proposed projects, given the unique characteristics of each project and the fact that neither project fits in any existing zone (see APPENDICES 10 & 11 for the draft CD zones). Both CD zones provide more flexibility for siting and building height, since 4-storey mixed use buildings are proposed on both sites. The CD zone for Willow Street allows for a building to be as high as 15 m (49.2 ft), which is consistent with other mixed-use projects which have been approved in the Municipality recent years. Each CD zone also has site-specific off-street parking requirements in consideration of the nature of the projects as supportive / affordable housing and the location of the properties relative to amenities and services.

A change to the definition of mixed use building is also proposed as part of this application. The current definition specifically requires a mix of residential and commercial land uses within a building. The proposed definition is broader and allows for other compatible uses on the main floor of a mixed use building:

"mixed use building" means a building wherein there are two or more single dwelling units and at least the entire bottom floor of the building is used for commercial, office, community hall, assembly hall or civic use.

Since the existing Commercial Recreation (C4) zoning of the Sherman Road site does not permit the existing curling club use, rezoning the portion of the site that contains the curling club building from C4 to Public Use (PU) zone is also proposed at this time.

Development Permit

If one or both of the sites are successfully rezoned, the next step would be a Development Permit application under Development Permit Area-1 (General) to address the form and character of the projects, including site, landscaping and building design.

Implications

Adoption of the zoning amendment bylaws would increase the availability of market/non-market rental family housing, seniors housing and supportive housing in North Cowichan, which is consistent with regional and Municipal objectives for housing affordability. The proposed comprehensive development zones to facilitate the projects are appropriate for the two subject properties and are supported by staff.

Communications and Engagement

Public information meetings have been scheduled for January 25, 2017 Mount Prevost School / Sherman Road Project) and January 26, 2017 Chemainus Seniors Centre / Willow Street Project) from 4:00 p.m. to 7:00 p.m., including a presentation at both meetings at 6:00 p.m. in order for the proponent and the Municipality to provide additional information regarding the proposals and seek input from the community in advance of the statutory public hearing.

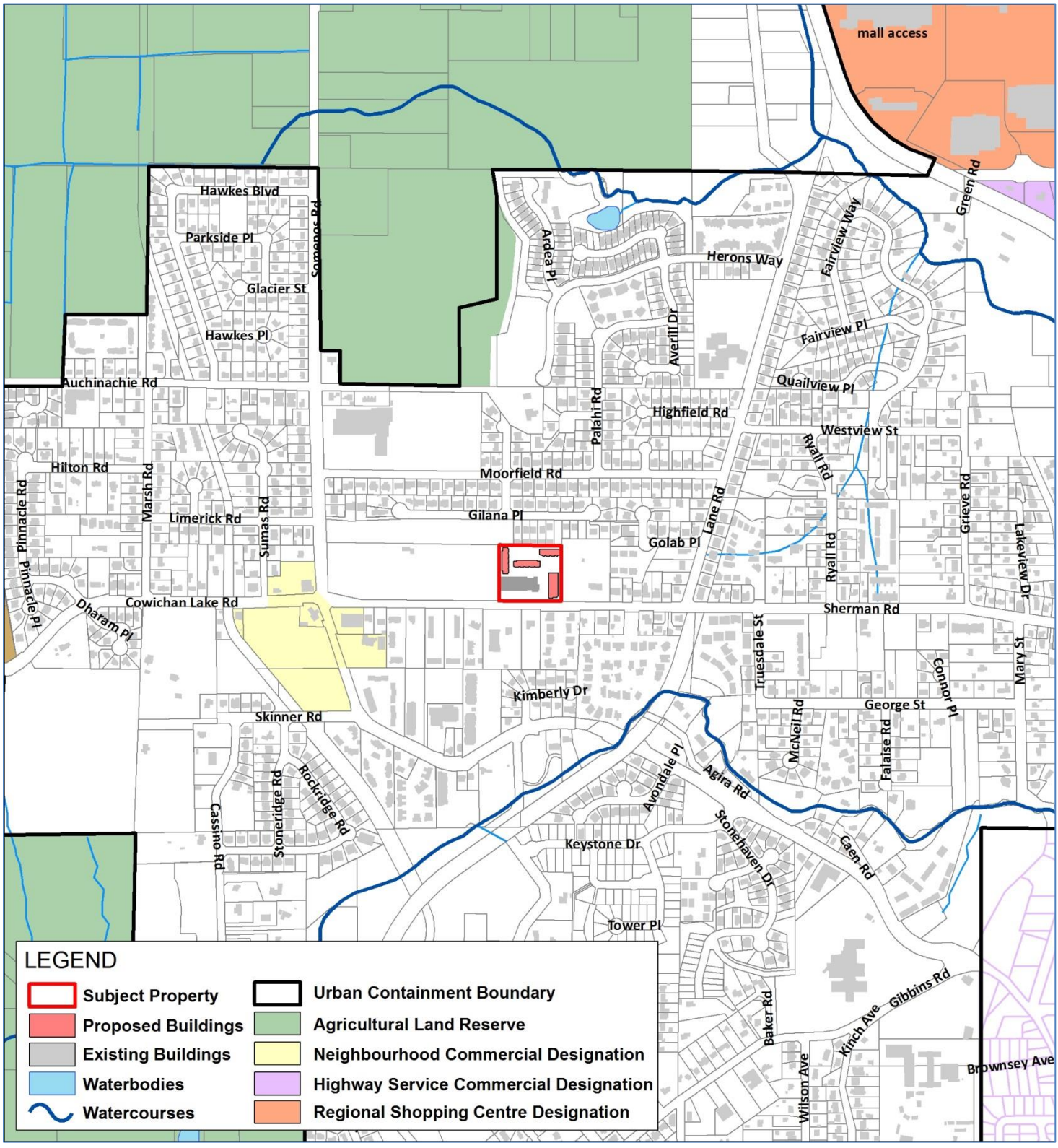
Should Council choose to provide first and second readings to the bylaws, the application will proceed to the public hearing stage, at which time the general public will be provided with an official opportunity to provide input on the proposed Zoning Amendment Bylaws. Neighbouring properties within a 60 m radius of the subject properties will be notified of this application and advertisements will be placed in the local newspaper as per the requirements of the *Local Government Act*.

Recommendation

That Council read a first and second time the Zoning Amendment Bylaws for the subject properties.

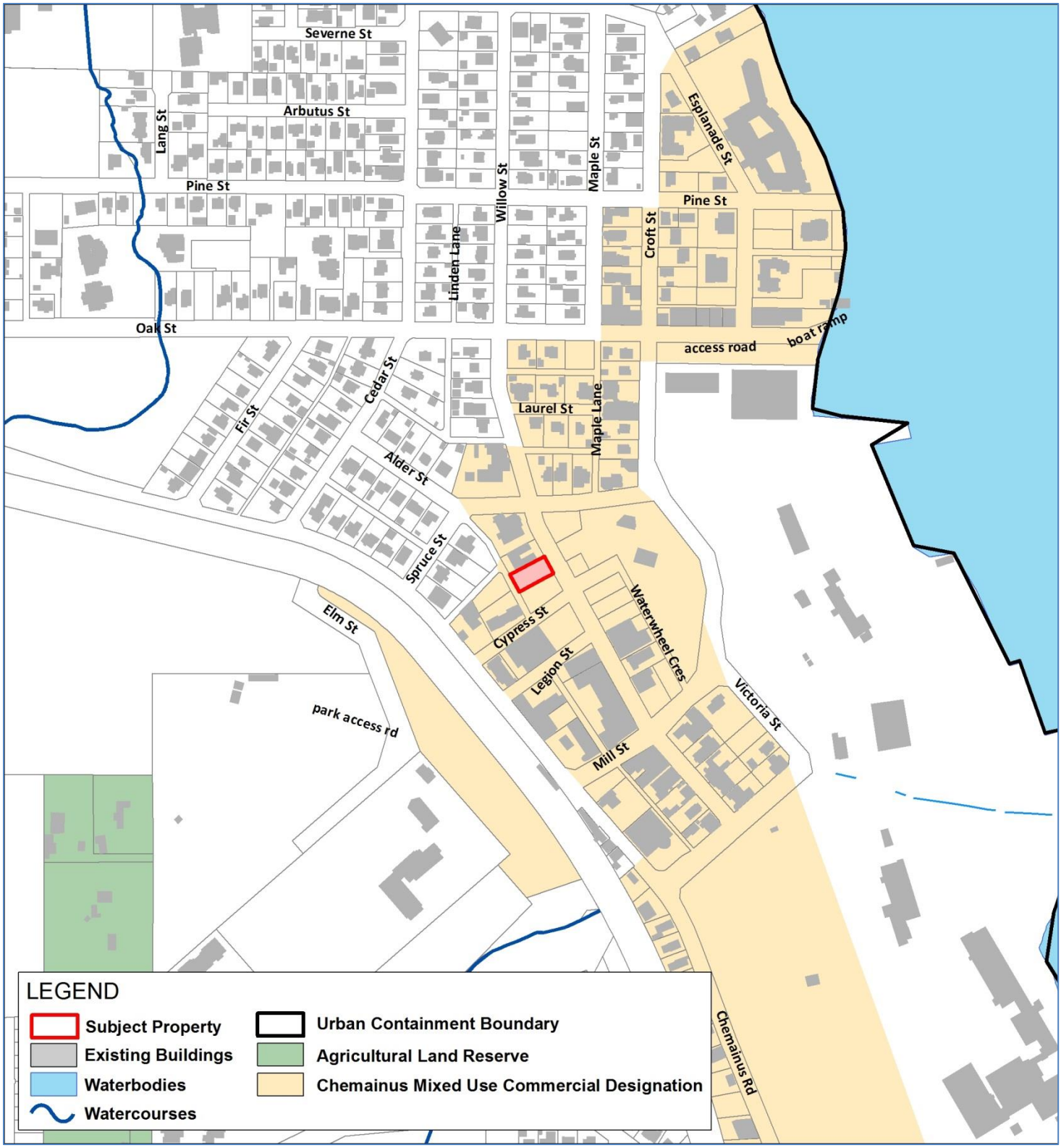
Appendices

1. Location Map – Sherman Road
2. Location Map – Willow Street
3. Air Photo – Sherman Road
4. Air Photo – Willow Street
5. Zoning Map – Sherman Road
6. Zoning Map – Willow Street
7. Site Photos – Sherman Road
8. Site Photos – Willow Street
9. Conceptual Site Plan
10. Bylaw 36XX – Sherman Road
11. Bylaw 36XX – Willow Street



MUNICIPALITY OF NORTH Cowichan	**LOCATION MAP**	**DATE:**	December 13, 2016
		TYPE:	Zoning Bylaw Amendment
	3191 Sherman Road	**FILE:**	ZB000044
		SCALE:	1:10,000

APPENDIX #1



MUNICIPALITY OF NORTH Cowichan

N

LOCATION MAP	DATE:	December 13, 2016
	TYPE:	Zoning Bylaw Amendment
9800 Willow Street	FILE:	ZB000044
	SCALE:	1:5,000

APPENDIX #2

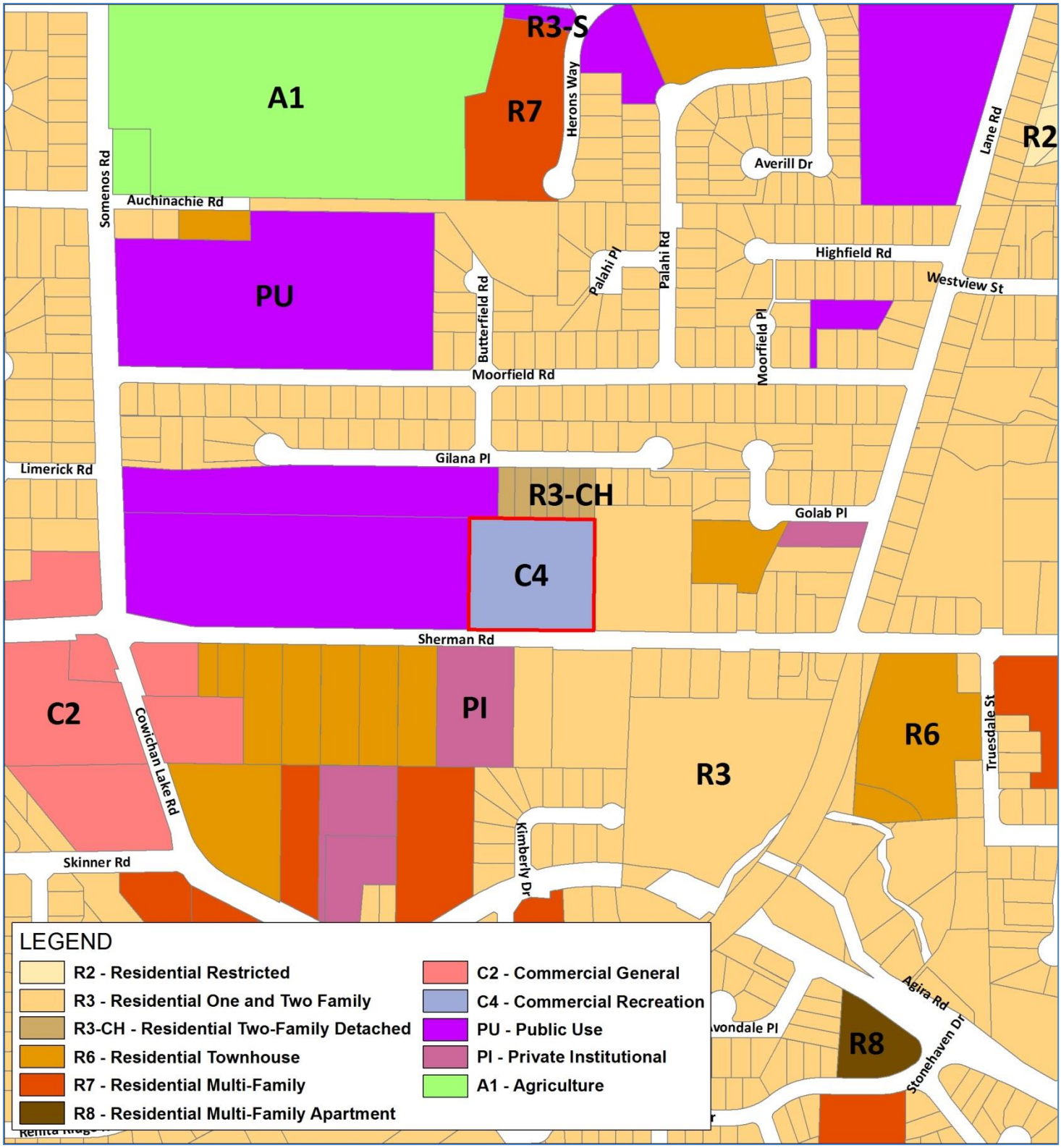


MUNICIPALITY OF NORTH Cowichan	N	**AIR PHOTO**	**DATE:**	January 10, 2017
		3191 Sherman Road	**TYPE:**	Zoning Bylaw Amendment
			FILE:	ZB000044
			SCALE:	NTS

APPENDIX #3

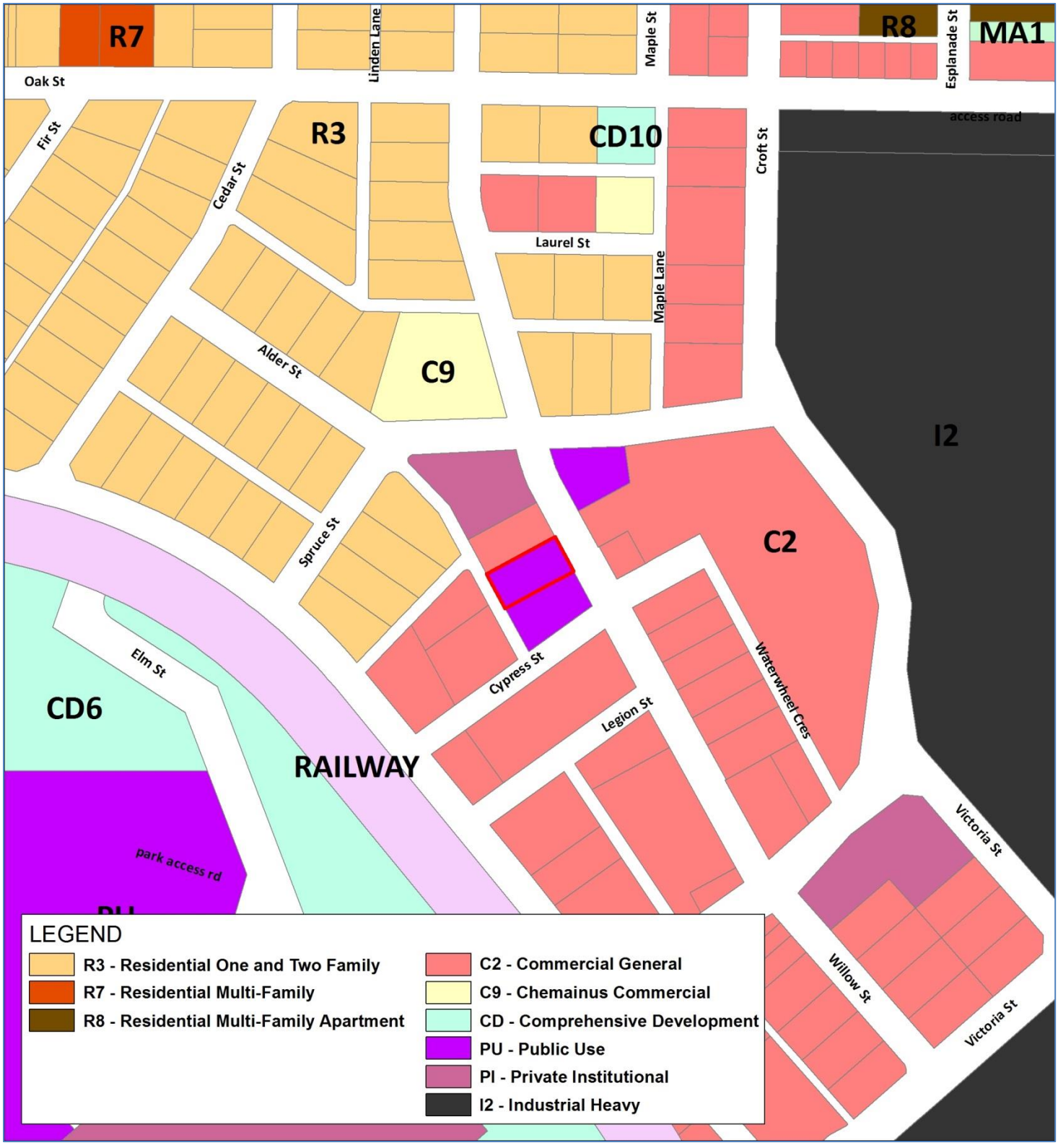


MUNICIPALITY OF NORTH Cowichan	N	**AIR PHOTO**	**DATE:**	January 10, 2017
		9800 Willow Street	**TYPE:**	Zoning Bylaw Amendment
			FILE:	ZB000044
			SCALE:	NTS



MUNICIPALITY OF NORTH Cowichan	N	**ZONING MAP**	**DATE:**	January 10, 2017
			TYPE:	Zoning Bylaw Amendment
		3191 Sherman Road	**FILE:**	ZB000044
			SCALE:	1:5,000

APPENDIX #5



MUNICIPALITY OF NORTH Cowichan	N	**ZONING MAP**	**DATE:**	January 10, 2017
			TYPE:	Zoning Bylaw Amendment
		9800 Willow Street	**FILE:**	ZB000044
			SCALE:	1:2,500




Butterfield Rd
Gilana Pl
Sherman Rd




Butterfield Rd
Gilana Pl
Sherman Rd




Butterfield Rd
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Sherman Rd




Butterfield Rd
Gilana Pl
Sherman Rd

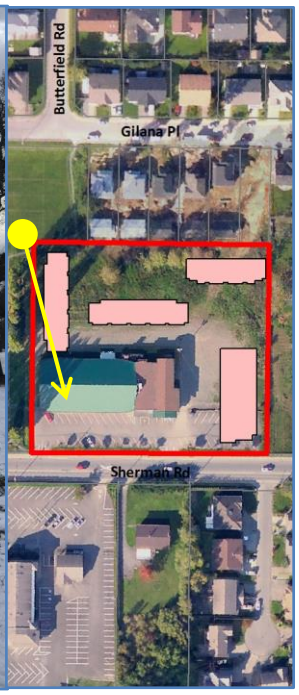



Butterfield Rd
Gilana Pl
Sherman Rd




Butterfield Rd
Gilana Pl
Sherman Rd




Butterfield Rd
Gilana Pl
Sherman Rd

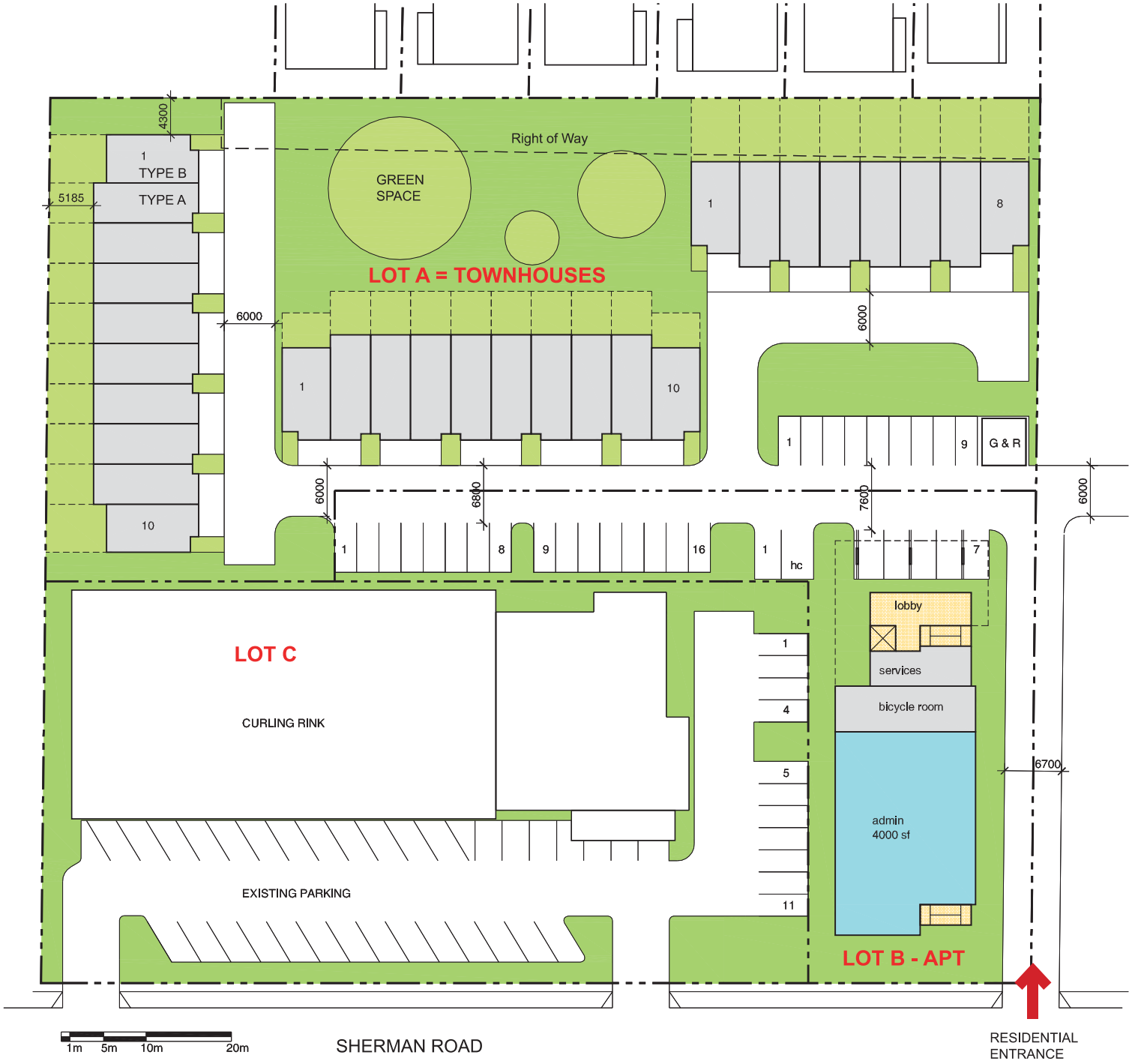

Cypress St
Legion St

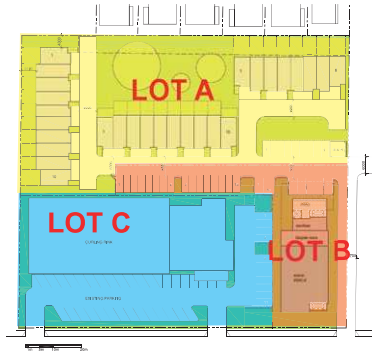

Cypress St
Legion St


Cypress St
Legion St
©2018 Google


Cypress St
Legion St
©2018 Google


H&R
Cypress St
Legion St
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LOT AREAS:

Lot A = 5741 m2	=	61,795 sf
Lot B = 2128 m2	=	22,900 sf
Lot C = 4248 m2	=	45,725 sf

OPTION 2

LOT A - TOWNHOUSES

- 3 Storey Townhouses: 28 units
- Parking: 75 cars
- Floor Space Ratio: 0.65 : 1
- Lot Coverage: 28.8%
- Open Space: 46.4%

LOT B - APARTMENT

- 4 Storey Apartment Building:
  - Women's Shelter: 12 units
  - Market Housing: 24 units
  - Total Units: 36 units
- Parking: 23 cars
- Floor Space Ratio: 1.43 : 1
- Lot Coverage: 38.2%
- Open Space: 25.0%

N

APPENDIX 2
Page 9

HITECTS

Family Housing & Women's Shelter - Concept Design
3191 Sherman Rd, North Cowichan, BC

04 November 2016

SITE DEVELOPMENT PLAN - GROUND FLOOR

The Corporation of the District of North Cowichan

Zoning Amendment Bylaw (No. 4- Sherman Road), 2017

Bylaw 3645

The Council of The Corporation of The District of North Cowichan enacts as follows:

1 "Zoning Bylaw 1997", No. 2950, is amended

(a) in section 43 by adding *"Mixed Use Residential Zone (CD15)"****, and***

(b) by adding the following section after 80.14:

Mixed Use Residential Zone (CD15)

Permitted Uses

80.15 (1) The permitted uses for Areas A and B of the CD15 zone, as shown on Schedule "L", attached to and forming part of this bylaw, are as follows:

(a) in Area A

limited home-based business
multi-family residence

(b) in Area B

apartment
community hall
congregate housing
health service
limited home-based business
mixed-use building
office
personal care use

Minimum Lot Size

(2) The minimum permitted lot size for the CD15 zone is 650 m^2 (6,996.54 sq. ft.)

Minimum Frontage

(3) The minimum frontage required for the CD15 zone is 15 m (49.21').

Density

(4) The maximum permitted floor space ratio for the CD15 zone is as follows:

(a) 1:1 for Area A, and

(b) 3:1 for Area B, except that parking garages located below a building on Area A or Area B are not included in the calculation of gross floor area.

Maximum Lot Coverage

(5) The maximum permitted lot coverage, including covered parking, for the CD15 zone is as follows:

(a) 50% of the lot area for Area A, and
(b) 75% of the lot area for Area B.

Minimum Setbacks

(6) The minimum permitted setbacks for principal buildings, accessory buildings and structures, excluding fences, for the CD15 zone are as follows:

Yard	**Area A**	**Area B**
Front	3 m (9.84′)	4 m (13.12′)
Side (Interior)	1.5 m (4.92′)	3 m (9.84′)
Side (Exterior)	3 m (9.84′)	3 m (9.84′)
Rear	4 m (13.12′)	1.5 m (4.92′)

Maximum Building Height

(7) The maximum permitted principal building height for the CD15 zone is as follows:

(a) 12 m (39.37′) for Area A
(b) 15 m (49.21′) for Area B

(8) The maximum permitted accessory building height for the CD15 zone is 5 m (16.40′).

Landscaped Open Space

(9) All open areas not covered by buildings, driveways, or parking must be maintained as landscaped area.

Parking Requirements

(10) Despite section 21 (1) of this Bylaw, parking spaces must be provided as follows:

(a) in Area A, 1.5 parking spaces per dwelling unit plus 15% of the total number of required parking spaces designated as visitor parking, and

(b) in Area B, 0.5 parking spaces per dwelling unit plus 1 space per 100 m^2 gross floor area of all other uses, which can be located on an adjoining parcel where secured by covenant or easement.

Conditions of Use

(11) The conditions of use for the CD15 zone are as follows:

(a) No fences over 1.2 m (3.94') in height are permitted in the required front yard;

(b) No fences over 2 m (6.56') in height are permitted in the required side or rear yards;

(c) A fence must not exceed 2 m (6.56') in height;

(d) Common garbage receptacles must be enclosed by walls or decorative fencing for the purpose of screening.

2 Schedule "C" of Zoning Bylaw 1997, No. 2950, is amended by reclassifying from Commercial Recreation Zone (C4) to Mixed Use Residential Zone (CD15) and Public Use Zone (PU), 3191 Sherman Road (PID: 003-809-510), shown as "Subject Property" and outlined in bold on the Schedule A attached to and forming part of this bylaw.

READ a first time on January 18, 2017
READ a second time on January 18, 2017
CONSIDERED at a Public Hearing on
READ a third time on
ADOPTED on

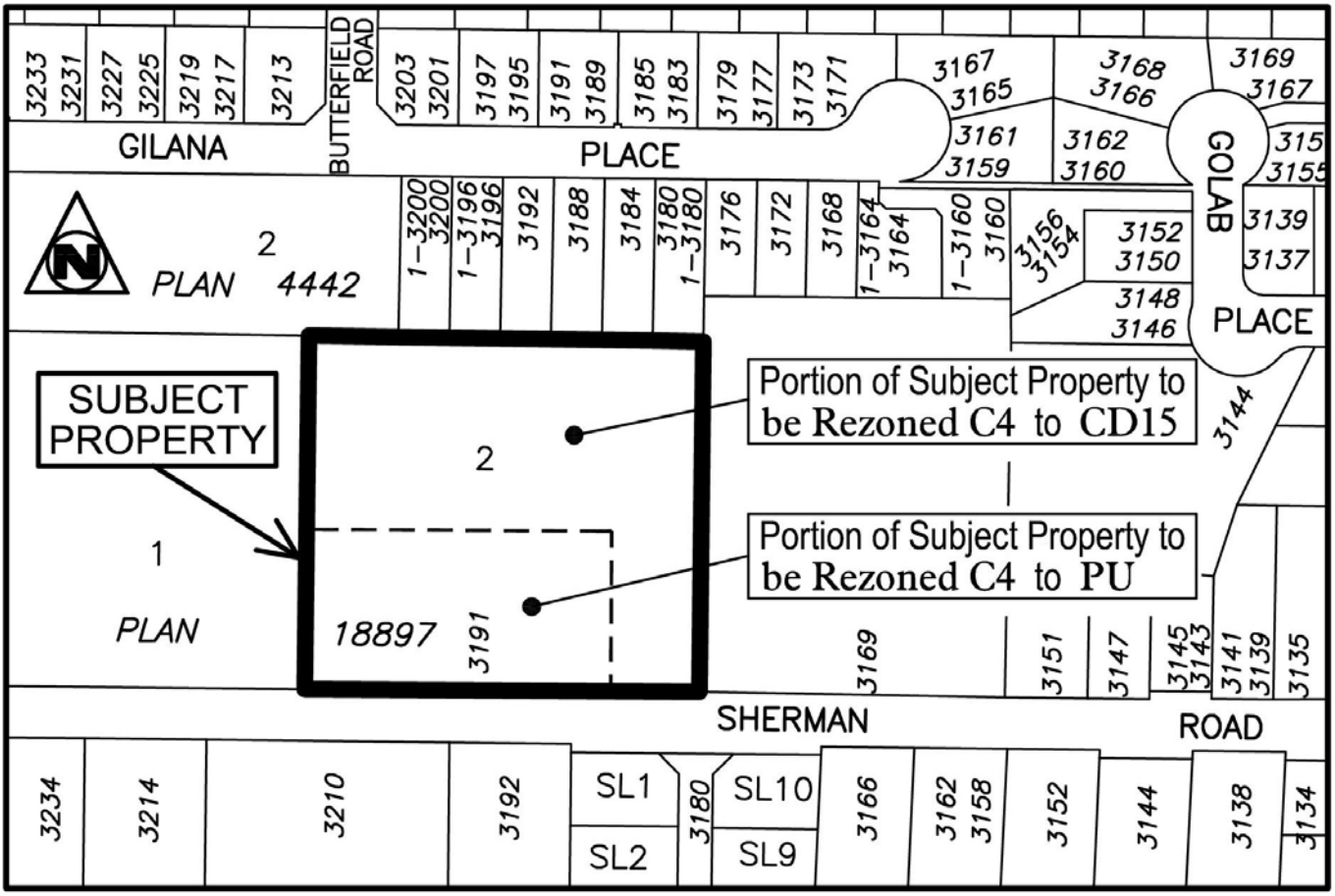
CORPORATE OFFICER

PRESIDING MEMBER

Schedule "L"
Mixed Use Residential Zone (CD15) Areas



Schedule A


SUBJECT PROPERTY
Portion of Subject Property to be Rezoned C4 to CD15
Portion of Subject Property to be Rezoned C4 to PU
PLAN 18897
PLAN 4442
GILANA PLACE
BUTTERFIELD ROAD
GOLAB PLACE
SHERMAN ROAD
SL1
SL2
SL9
SL10

The Corporation of the District of North Cowichan

Zoning Amendment Bylaw (No. 3- Willow Street), 2017

Bylaw 3646

The Council of The Corporation of The District of North Cowichan enacts as follows:

1 "Zoning Bylaw 1997", No. 2950, is amended

(a) in section 43 by adding *"Mixed Use Commercial Core Zone (CD16)"****, and***

(b) by adding the following section after 80.15:

Mixed Use Commercial Core Zone (CD16)

Permitted Uses

80.16 (1) The permitted uses for the CD16 zone are as follows:

apartment
assembly hall
commercial school
community hall
congregate housing
limited home-based business
mixed-use building
multi-family residence
office
retail store

Minimum Lot Size

(2) The minimum permitted lot size for the CD16 zone is 650 m^2 (6,996.54 sq. ft.)

Minimum Frontage

(3) The minimum frontage required for the CD16 zone is 15 m (49.21').

Density

(4) The maximum permitted floor space ratio for the CD16 zone is 2.5:1.

Maximum Lot Coverage

(5) The maximum permitted lot coverage for the CD16 zone is 100%.

Maximum Building Height

(6) The maximum permitted building height for the CD16 zone is as follows:

(a) principal building, 15 m (49.21')

(b) accessory building, 5 m (16.40').

Parking Requirements

(7) Despite section 21 (1) of this Bylaw, parking spaces must be provided as follows:

(a) 1 parking spaces per 3 dwelling units, and

(b) 0 parking spaces for all other uses.

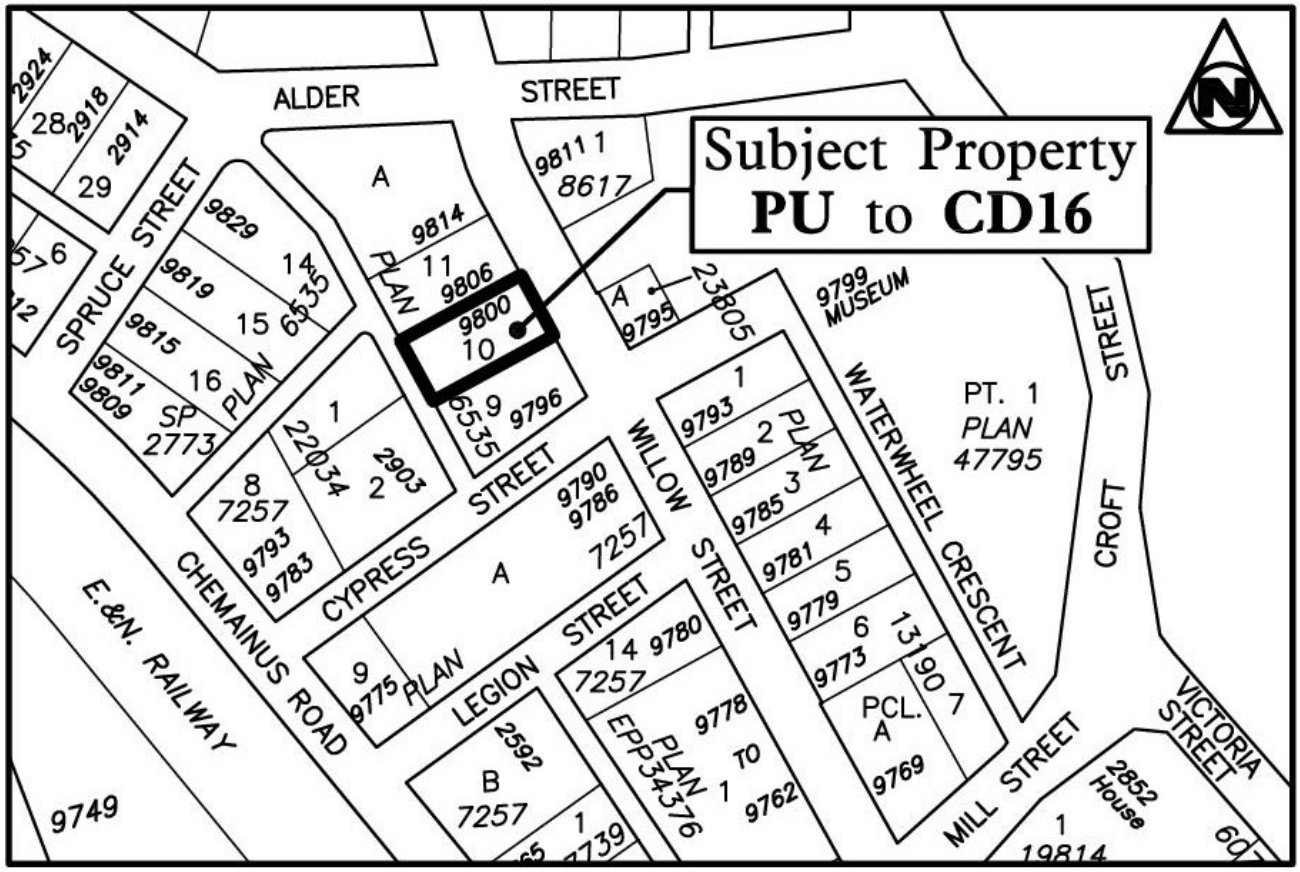
2 Schedule "C" of Zoning Bylaw 1997, No. 2950, is amended by reclassifying from Public Use (PU) to Mixed Use Commercial Core Zone (CD16), 9800 Willow Street (PID: 005-858-020 and PID: 005-858-071), shown as "Subject Property" and outlined in bold on the Schedule attached to and forming part of this bylaw.

READ a first time on January 18, 2017
READ a second time on January 18, 2017
CONSIDERED at a Public Hearing on
READ a third time on
ADOPTED on

CORPORATE OFFICER

PRESIDING MEMBER

Schedule


Subject Property
PU to CD16
ALDER STREET
SPRUCE STREET
CYPRESS STREET
WILLOW STREET
LEGION STREET
CHEMAINUS ROAD
E.&N. RAILWAY
WATERWHEEL CRESCENT
CROFT STREET
MILL STREET
VICTORIA STREET
MUSEUM
PT. 1 PLAN 47795
PLAN EPP34376
PCL. A
2852 House
9749