The Corporation of the Village of Cumberland Advisory Planning Commission Agenda

December 8, 2022 at 4 p.m. Council Chamber, 2675 Dunsmuir Avenue



We are honoured to gather on the unceded traditional territory of the K'ómoks First Nation.

1. Approval of the Agenda

2. Minutes

Adoption of Minutes of September 8, 2022

3. Unfinished Business

None

4. New Business

4.1 Council Policy on Review of Development Variance Permits for Parking in the VCMU-1 zone

5. Next Meeting

The next meeting of the Advisory Planning Commission will be held on Thursday, January 12, 2023, at 4:00 p.m.

6. Adjournment



Advisory Planning Commission

Minutes

The meeting of the APC was held on Thursday September 8, 2022 at Village of Cumberland Council Chambers, commencing at 4:00pm.

PRESENT: Nick Ward, Chair Neil Borecky

Janet Bonaguro, Secretary Jaye Mathieu

ABSENT: Debbie Bowman

Troy Therrien

Guests \ Staff: Meleana Searle, Planner

Courtney Simpson, Manager of Development Services

Item 4.1 Consultants

Nancy Henderson

Sydney Rankmore

Item 4.2 Comox Lake Land Corporation –applicants:

Ken Cottini

Brad Hornstein

OBSERVERS: 3

1. CALL TO ORDER

The meeting of the APC was held on Thursday September 8, 2022 at Village of Cumberland Council Chambers, commencing at 3:59pm. We are honoured to gather on the unceded traditional territory of the K'ómoks First Nation.

2. APPROVAL OF AGENDA

Borecky / Mathieu: THAT the agenda be approved as presented.

CARRIED UNANIMOUSLY

3. APPROVAL OF MINUTES

Borecky / Mathieu: THAT the minutes of the meeting held July 14, 2022 be approved as presented.

Mathieu / Borecky: THAT the minutes of the meeting held July 21, 2022 be approved as presented.

CARRIED UNANIMOUSLY

4. REFERRALS FROM COUNCIL

a) 4.1 Streamlining Accessory Dwelling Unit Approval Process

Mathieu / Borecky: THAT the Advisory Planning Commission receive the staff report titled "Streamlining Accessory Dwelling Unit Approval Process".

CARRIED UNANIMOUSLY

DISCUSSION

- 1. Nancy Henderson provided an overview of the ADU Application Guide
- 2. APC Discussion
 - a. ADU Zoning
 - Consider the zoning requirement for slopes of greater than 20% not being higher above the main dwelling, to allow for at least one story to be built in these scenarios.
 - b. ADU Application Guide
 - i. Suggest proofreading for spelling, grammar and word choice.
 - ii. Consider including the ADU setback from the main house in the Guide wording and visuals.
 - iii. Consider providing an overview of stormwater management options in the Guide for reader awareness, so less surprises later if this is required at the building permit stage.
 - iv. Consider using the words "permeable" and "wheelchair accessible" rather than "hard surfaces" for pathways, and include hard packed gravel as an option.

Bonaguro / Borecky: That the Advisory Planning Commission recommends support of the proposed bylaws to streamline the accessory dwelling unit approval process with the following suggested changes: Add "hard packed gravel and semi permeable surfaces" in addition to "hard surfaced" pathways.

Borecky / Mathieu: That the Advisory Planning Commission recommends support of the Accessory Dwelling Unit How-To Guide with the addition of the following items as described in these meeting minutes: ADU setback from the main house, lot coverage requirements, stormwater management plan requirements and timing of those requirements.

b) OCP and Zoning Amendment, Comox Lake Land Corporation, Referral Responses

Bonaguro / Borecky: THAT the Advisory Planning Commission receive the staff reports titled "OCP and Zoning Amendment, Comox Lake Land Corporation, Referral Responses".

CARRIED UNANIMOUSLY

Borecky / Mathieu: THAT the Advisory Planning Commission recommend to Council to create a new drinking water protection zone over Comox Lake presented in the July 29, 2022 staff report.

CARRIED UNANIMOUSLY

Borecky / Mathieu: THAT the Advisory Planning Commission recommend to Council support for the Comox Lake Land Corporation OCP and Zoning Bylaw amendment application.

CARRIED UNANIMOUSLY

Discussion re Permitted Uses

- a. Staff Comments
 - i. Intention to align with historical use but allow more ability to maintain the buildings.
- b. APC Discussion
 - i. Omitting vacation rentals, low impact recreation, campgrounds and urban agriculture is in alignment with other similar zones.

THAT the Advisory Planning Commission recommend to Council that the new zone for the Comox Lake Land Corporation include the following elements:

Bonaguro / Mathieu: Permitted Uses: omit vacation rentals, low impact recreation, campgrounds and urban agriculture.

CARRIED UNANIMOUSLY

Bonaguro / Borecky: Permitted Uses: permit 25 single family dwellings.

<u>Discussion re Footprint</u>

a. Staff comments:

- ii. Desire to include GFA in zoning as is practice in other zones.
- iii. Could have a list in the zoning bylaw for the permitted GFA of each cabin.
- iv. Regardless of this decision, owners would be able seek an increase in GFA by applying for a variance.
- v. The surveyed outline of cabin lease areas have not been confirmed by the Village as suitable for future subdivision.

b. Applicant comments:

- Reason for requesting rezoning is to normalize the current legal nonconforming status and to enable owners to maintain their cabins appropriately.
- ii. 25% GFA increase request was intended to be in a direction away from the lake.
- iii. Most places have some kind of rudimentary basement, some are too low vs. high water mark and will have a flood height setback if those cabins are rebuilt.
- iv. Allowing 2 stories allows the density to go up in height vs. width.
- v. Septic systems on the property were sized for a 3br home, it isn't practical to build larger than this as the septic systems won't be able to handle the use.
- vi. 20 cabins are in the East Bay area, the other 5 are clustered further away.
- vii. The applicant anticipated that only two to three cabin owners are likely to increase the size of their cabins.

c. APC discussion:

- i. Lot area outlined in the subdivision map; some proposed setbacks are very small.
- ii. Under watershed protection plan we don't want to increase the traffic in this area.
- iii. 25% increase in GFA won't allow a full second storey on any existing cabin.
- iv. Allowing second story provides an option for growth but up rather than out.
- v. Inequitable to make a decision that restricts GFA that mostly benefits the larger cabin owners.
- vi. The cabins are very small; according to existing footprints, no individual cabin could get above 1500 sqft total by adding another storey.

Mathieu/Borecky: Gross Floor Area: permit all cabins at their current footprint and permit a second storey for all the cabins that do not have a second storey yet.

Discussion re Accessory Buildings

a. Staff comments:

- i. Already over the accessory building GFA across the property.
- ii. Options are to suggest 24m2 per cabin or one number for the entire property.
- iii. Accessory buildings aren't to be used for sleeping, if it is being used for it now then protected under lawful non-conforming.
- iv. Could address sleeping cabins as a separate item.
- v. If accessory building GFA is based on the entire site/lot size (rather than per cabin), distribution of accessory buildings per cabin would need to be managed internally by the CLLC.
- vi. There is an existing, large, unpermitted accessory dwelling on the property that could restrict the total GFA available for other cabins to develop their own accessory buildings.
- vii. If the GFA is set per cabin, we still need to determine how this would be managed as this is a single property.
- viii. Staff has a bit more work to do on the implementation of this recommendation.

b. Applicant comments

- i. An example of an accessory building is a carport or small shop. A common double sized carport is 20' wide, x 25' deep = 500 sqft. 24m2 is approx. 258 sqft.
- ii. Would like to see it more equitable across the properties to avoid places that already have larger accessory buildings to use up all the allotment for all other properties.
- iii. 75% of the places don't have room for any additional accessory buildings.
- iv. Applicants do not desire more density on the property, do not intend to allow more buildings on the unused green space away from the cabins.

c. APC Comments:

- i. Allowing a total GFA for the property for accessory buildings inequitably distributes the GFA to those that already have large accessory dwellings.
- ii. Allowing a lot of outbuildings could change the use and character of the properties quite a bit, so preference is not to enable GFA for accessory buildings on the total site/lot size.
- iii. If the GFA is calculated for the total lot then cabins that already have accessory dwellings should not count towards the total as this would disable any other cabin from building an accessory building.
- i. Proposed accessory building height aligns with height of other Village residential zoning.

Bonaguro / Mathieu: Accessory Building GFA: limit the maximum GFA of accessory buildings to 24m2 per cabin.

CARRIED UNANIMOUSLY

Borecky / Mathieu: Accessory Building Maximum Height: permit a maximum height of 6.5 metres.

CARRIED UNANIMOUSLY

<u>Discussion re Subdivision</u>

a. Staff comments

- i. Minimum lot size will be in the zoning bylaw which has an impact on the ability to subdivide, which is why its referenced by staff in the report.
- ii. Applicant asking for ability to subdivide which generally results in higher use of land, servicing, and access required for subdivision.
- iii. Value of the land will likely increase and may lead to increased use.
- iv. Want to retain the ability for the CLLC to move a cabin or demolish and replace.
- v. GFA constraints would still apply if a dwelling was built elsewhere.
- vi. Staff need to tie the cabin max GFA into the zone, dwelling size applies to the cabin number but not the location of that cabin (if the cabin moves).
- vii. We are not limited to the working lot lines the CLLC has outlined, other variations could arise, vacant land could be used as limited common property.

b. Applicant Comments

- i. Currently difficult to manage disputes among property owners under the CLLC.
- ii. With strata lots, it enables the Village to be able to manage compliance with bylaws with each individual property owner.

c. APC Comments

- i. Depending on what method of securing water source is chosen, then a strata subdivision would allow the ability to raise funds to make those improvements and manage the system (e.g. community water system).
- ii. Could word as 25 dwellings vs. lots to avoid more dwellings being built. This wording also allows for a dwelling to be replaced if it is torn down or burns down.

Borecky / Mathieu: Subdivision: permit subdivision into a maximum of 25 strata lots staying as close as practical to the draft lot survey lines.

Discussion re Conditions of Rezoning

a. Staff comments

- a. For retaining trees, could look into using water protection zone or another Development Permit Area.
- b. During rezoning is a good time to obtain benefit for the community (e.g. dedicated parkland).
- c. Intention not to restrict land available for water or wastewater operations on the property.

b. Applicant comments

- a. Applicant has offered other lands in exchange.
- b. Cabin owners walk and use trails in this area.

c. APC comments

- a. Valuable to protect the green space on the property.
- b. Over time the property will see a large lift in value as a result of this process, giving something back in terms of protection covenant to retain the community benefit.
- c. Make it less attractive to a developer to develop the land.
- d. Light agriculture makes sense to allow on the green space.
- e. Need to know what the proposed covenant is before the APC can advise on it.
- f. The engineering report recommends the remediation of oversteepened cut slopes and other geotechnical hazards within 30 metres of the lake.

THAT the Advisory Planning Commission recommend to Council to consider the following conditions of rezoning:

Borecky / Bonaguro: Wastewater Systems – require an agreement committing the CLLC to inspect wastewater systems every three years and submit the reports to the Village and Island Health to identify potential failures as systems age.

CARRIED UNANIMOUSLY

Borecky / Bonaguro: Slope and Erosion Issues – require remediation of oversteepened cut slopes and other geotechnical hazards within 30 metres of the lake.

CARRIED UNANIMOUSLY

Borecky / Bonaguro: Stormwater Management – require implementation of the stormwater management recommendations identified in the Wedler Engineering and Ryzuk geotechnical reports as a condition of rezoning.

Bonaguro / Borecky: THAT the Advisory Planning Commission recommend to Council to direct staff to discuss ways to protect the upland forest from logging.

CARRIED UNANIMOUSLY

Discussion re Water Sources

- a. Staff comments
 - a. Village water system extends to Saito House on Comox Lake Road.
- b. APC Comments
 - a. Water access is a requirement of the Province and is not within the jurisdiction of the Village.
 - b. The Village won't complete a rezoning without a water source in place that aligns with the provincial requirements.
 - c. Motion is redundant as it would need to happen anyway, so no motion made.

5. NEXT MEETING

The next APC meeting is Thursday October 13, 2022 at 4:00pm.

6. TERMINATION:

Borecky: THAT the meeting terminate.

Time: 6:08pm

Certified Correct:		Confirmed:
	Chair	Deputy Corporate Officer

MEMO ADVISORY PLANNING COMMISSION



REPORT DATE: 12/2/2022 MEETING DATE: 9/8/2022

File No. 3360 / 2019-02-RZ

TO: Commission and Committee Members

FROM: Karin Albert, Senior Planner

SUBJECT: Request for Comment – Council Policy on Review of Development Variance

Permits for Parking in the VCMU-1 Zone

At their November 28, 2022 meeting, Council referred the attached report on a policy to guide the review and evaluation of development variance applications for parking in the VCMU-1 zone to the Advisory Planning Commission for comment.

At their meeting, Council asked several questions of staff. To inform the APC discussion, the questions and answers are provided below.

- Q: When reviewing a development variance application for parking that requests a waiver of the parking cash-in-lieu amount, can Council choose not to waive the entire amount but reduce the amount?
- A: Council can approve or deny the application or reduce the amount of the parking cash-in-lieu that is due to an amount that it considers reasonable.
- Q: To ensure that the developer and not a future tenant pays for the required parking cash-in-lieu is the following possible: As part of the Heritage Alteration Permit (HAP), can the Village ask for a security for parking cash-in-lieu and, once the use of the commercial space is known, refund any overpayment to the applicant?
- A: Staff is researching whether a security for parking cash-in-lieu based on the use with the highest parking requirement for a given commercial space can be charged to the applicant/developer and if that security can be held until the use of the commercial unit is confirmed/the space is occupied. Any excess amount would be returned to the applicant.
 - Currently, parking cash-in-lieu is charged at issuance of building permit for new developments. If charging a security for parking cash-in-lieu is not permitted under the Local Government Act, the Village can delay collecting payment of parking cash-in-lieu to issuance of the occupancy permit for a new building. At that time the use of the commercial space is more likely to be known. This change does not require any bylaw amendments.
- Q: What future Zoning Bylaw amendments could be considered to reduce the burden of parking cash-in-lieu of future tenants?

- A: Following are a few of the possible amendments to the Zoning Bylaw that Council may consider at the time of a future Bylaw update.
 - i. Eliminate or reduce the parking cash-in-lieu amount for commercial uses.
 - ii. Identify a default use that is common in the VCMU-1 zone, such as 'retail', and apply that use to calculate parking requirements when the future use is not known.
 - This type of regulation will require research to confirm it is lawful under the Local Government Act. If lawful, it could reduce the instances of under-payment. However, if the final use results in a higher parking requirement than the default use, such as a restaurant use for example, additional parking spaces would be required and cash-in-lieu would be the responsibility of the new owner or tenant of the commercial space.
 - iii. Do not require parking requirements to be recalculated when a commercial use changes. To avoid having businesses be responsible for meeting parking requirements, the Zoning Bylaw could specify that where there is a change from one commercial use to another or a change in the number of seats associated with a commercial use within an existing building within the VCMU-1 zone, off-street parking requirements will not be recalculated. This would exempt businesses in existing buildings from meeting the parking requirement and only require parking to be calculated for new buildings at time of construction. Ideally, this type of amendment is combined with improvements to collecting the appropriate parking cash-in-lieu amount at the time that a new building is constructed.

COMMISSION REVIEW

Following is a framework for a Commission resolution for convenience.

- 1. THAT the Advisory Planning Commission recommend to Council to adopt the Council Policy on Review of Development Variance Permits for Parking in the VCMU-1 zone.
 - If adopted, the policy would guide the review of development variance applications and send a signal to potential applicants of what might be supported. However, the policy would not fetter Council's ability to consider other factors and make a decision based on the merits of each application.
- 3. THAT the Advisory Planning Commission recommend to Council not to adopt a policy on review of development variance permits for parking in the VCMU-1 zone.
 - Property owners or tenants could still apply for a development variance permit for parking but there would be no policy to guide the review.

ATTACHMENTS

1. November 17, 2022 Council Report and attachment

Respectfully submitted,

Karin Albert
Senior Planner

COUNCIL REPORT

REPORT DATE: 11/17/2022 MEETING DATE: 11/28/2022 Incorporated 1898

File No. 6400/6950/Parking

TO: Mayor and Councillors

FROM: Meleana Searle, Planner and Karin Albert, Senior Planner

SUBJECT: Council Policy on Development Variance Permits for Parking in the VCMU-1 Zone

RECOMMENDATION

THAT Council refer the Council Policy on Review of Development Variance Permits for Parking in the Village Core Commercial Mixed-Use (VCMU-1) Zone to the Advisory Planning Commission for comment.

PURPOSE

The purpose of this report is to introduce a draft policy that will provide staff with guidelines for reviewing and evaluating development variance permit applications for parking in the VCMU-1 Zone, and to request a referral to the Advisory Planning Commission.

PREVIOUS COUNCIL DIRECTION

Date	Resolution
June 9, 2022	THAT Council direct staff to draft a policy for consideration of development
	variance permit applications for parking associated with existing businesses
	and/or heritage buildings in the VCMU-1 zone.

BACKGROUND

A recent increase in new businesses opening or planning to open in the downtown core, coupled with the increase in the cash-in-lieu amount for parking from \$3,800 to \$10,000 per space has resulted in several development variance permit (DVP) applications to reduce or eliminate the parking requirement.

For new buildings, the intention of the Zoning Bylaw is that the parking requirements will be met by developers at time of construction and not by future commercial tenants. However, commonly, the commercial portion of new mixed-use buildings has not been leased when the payment for cash-in-lieu is due. Developers tend to provide an anticipated use with a low parking requirement for the purpose of calculating the number of parking spaces or cash-in-lieu required. Frequently, the number of spaces provided is lower than required by the tenants moving into the space. Staff have seen a recent rise in small business owners not being able to meet the parking requirements associated with their business and, therefore, having to pay parking cash-in-lieu payments prior to

receiving their business licence and being able to open their business. This is not financially feasible for most small businesses. As a consequence, some find a space for their business elsewhere while others seek a development variance permit.

For existing and heritage buildings, parking is required when the permitted use changes or improvements to enlarge the space are made. The provision of off-street parking spaces was not often considered at the time of original construction and current businesses are limited in their ability to meet the off-street parking requirements. It is important to retain the heritage character of buildings, streetscape and sense of place while balancing the need for parking.

Official Community Plan

Most of the VCMU-1 – Village Core Commercial Mixed Use Zone (VCMU-1) falls within a Heritage Conservation Area (HCA). The HCA is intended to provide long-term protection of the historic buildings and character of the downtown core. The historic form and scale of the commercial buildings in the downtown are integral to the appearance, feeling, and ambience of the downtown core. The HCA guidelines require new construction to meet parking standards (guideline 2(a)).

Section 6.0 of the Official Community Plan (OCP) identifies relevant economic objectives and policies including creating a welcoming and supportive business environment within the Village, encouraging appropriate business investment for growth and services within the Historic Village Commercial Core, simplifying and expediting permitting regulations for all businesses, and seeking to minimize the costs of doing business throughout the Village.

Zoning Bylaw

The Village's Zoning Bylaw includes parking requirements for the different types of permitted commercial and residential uses in the VCMU-1 zone. The parking requirements are prompted by development or building permit applications for the construction of new, or addition to existing, buildings or structures, and for every change or addition of a principal or accessory permitted use. Parking spaces can be provided as off-street parking or as a \$10,000 cash-in-lieu of parking payment. In the case of commercial spaces, all parking requirements can be met through cash-in-lieu. In the case of residential development, only up to 30 percent of parking requirements can be met through cash-in-lieu.

ANALYSIS

The proposed Council policy provides a framework for evaluating parking variances in the VCMU-1 zone to ensure that the objectives of the HCA and the economic development objectives and policies in the OCP are considered in the review of applications.

Since development variances to parking requirements in the VCMU-1 zone result in fewer parking spaces provided and reduced revenue to the parking cash-in-lieu fund, applications should demonstrate that a reduction in parking requirements benefits the downtown core and/or the community at large. Reduced parking requirements can benefit small shops, support unique businesses and the creation of space for arts and culture, and help shape the character and diversity of the downtown core.

The policy provides guidance for the review of both residential and commercial parking requirements. It discourages variances to reduce onsite residential parking spaces, recognizing

that residential parking on the street in the downtown core takes up parking spaces that could be used by customers frequenting local businesses.

Applications to reduce commercial parking requirements are evaluated by reviewing the impact and benefit of the applications according to what extent a variance would support small businesses, arts and culture, contribute to heritage conservation, and retain the character of the downtown core.

This policy is suggested as an interim step until a Zoning Bylaw amendment can address the concerns outlined at the beginning of this report.

ALTERNATIVES

THAT Council adopt the Council Policy on Review of Development Variance Permits for Parking in the VCMU-1 zone.
THAT Council direct staff to make the following edits to the proposed Council Policy on Review of Development Variance Permits for Parking in the VCMU-1 zone prior to referral to the Advisory Planning Commission: (a); (b),
THAT Council direct staff to make the following edits to the proposed Council Policy on Review of Development Variance Permits for Parking in the VCMU-1 zone: (a); (b), and present the revised policy at an upcoming Council meeting.
Not proceed with any action at this time.
EGIC OBJECTIVE
Healthy Community Quality Infrastructure Planning and Development Comprehensive Community Planning

FINANCIAL IMPLICATIONS

Economic Development

X

The effect of the policy may be a reduction in parking cash-in-lieu received by the Village. On the other hand, the policy may result in more small businesses being able to occupy commercial spaces in the downtown core. This would add to the vibrancy and economic resilience of the downtown core and strengthen the local economy.

OPERATIONAL IMPLICATIONS

Developing policy is part of the regular services provided by the Development Services Department. Since the policy provides an indication of the likely success of a development variance application to reduce parking cash-in-lieu, it may increase the number of applications received for commercial parking but may reduce the number of applications received for residential parking.

CLIMATE CHANGE IMPLICATIONS

Making it easier for businesses to occupy commercial spaces in the downtown core reduces travel distances for Cumberland residents to those businesses, potentially resulting in less local transportation related greenhouse gas emissions. Less availability of parking in the downtown core

may result in more walking or bicycle trips by employees and customers of downtown businesses further reducing transportation related greenhouse gas emissions.

ATTACHMENTS

1. DRAFT Council Policy on Review of Development Variance Permits for Parking in the VCMU-1 zone

CONCURRENCE

Rachel Parker, Corporate Officer RP				
Courtney Simpson, Manager of Development Services CS				
Respectfully submitted,				
M. Searle	K. Albert			
Meleana Searle	Karin Albert			
Planner	Senior Planner			
M. Mason				
Michelle Mason				
Chief Administrative Officer				

COUNCIL POLICY



Review of Development
Title: Variance Permits for Parking in the VCMU-1 zone

Adopted Date: Section: Planning and Development

Amended Date: Motion No: 22-XXX

Purpose

The purpose of this policy is to provide guidelines for staff review and evaluation of development variance permit applications for parking in the VCMU-1 zone.

The intent is to support entrepreneurship, support a diverse range of small local businesses and services, arts and culture and encourage the retention of heritage buildings and diversity of character in the Village downtown core, while balancing the need for vehicle parking spaces.

Policy Provisions

- 1. Reduction of vehicle parking requirements through development variance permit in the VCMU-1 zone result in fewer parking spaces provided and reduced revenue to the parking cash-in-lieu fund. Therefore, applications for variances should demonstrate that a reduction in parking requirements benefits the downtown core and/or the community at large.
- Applications should demonstrate that the ability to use or develop the property is unreasonably constrained or hindered by having to comply with the parking requirement or cash-in-lieu option.

Residential Parking

3. Variances to reduce parking requirements for residential development are generally not recommended since residential parking can occupy a space for an entire day or multiple days and reduce the availability of short-term parking for customers of businesses along Dunsmuir Avenue.

Commercial Parking

- 4. The review of an application for a variance to commercial parking requirements in the VCMU-1 zone will be evaluated based on the following impacts and benefits of the application.
 - i. Supporting Small Businesses, Services, Arts and Culture
 - a. The addition or expansion of a small, local business start-up or development
 - b. Creation of an arts and culture space
 - c. Provision of a needed business or service in the Village
 - ii. Heritage Conservation
 - a. Retention of heritage buildings and structures, preferably through a heritage revitalization agreement
 - b. Retention of heritage trees
 - iii. Promotes Retention and Diversity of Character
 - a. Provision of outdoor seating
 - b. Provision of outdoor plazas or courtyards
 - c. Planting or retention of shade trees
 - d. Provision of active transportation facilities such as e-bike plug-ins or covered public bicycle parking
 - e. Provision or retention of accessible parking space on-site
 - f. Provision of electric vehicle or carshare parking