



## **AGENDA**

### **COMMUNITY PLANNING AND DEVELOPMENT COMMITTEE MEETING**

July 18, 2017, 5:00 PM

Board Room, Service and Resource Centre,  
411 Dunsmuir Street, Nanaimo, BC

Pages

1. **CALL THE MEETING OF THE COMMUNITY PLANNING AND DEVELOPMENT COMMITTEE TO ORDER:**
2. **INTRODUCTION OF LATE ITEMS:**
3. **ADOPTION OF AGENDA:**
4. **ADOPTION OF MINUTES:**
  - a. **Minutes** 3 - 5

Minutes of the Open Meeting of the Community Planning and Development Committee held in the Board Room, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC, on Tuesday, 2017-JUN-20 at 5:00 p.m.
5. **ADMINISTRATION:**
  - a. **Cancellation of 2017-AUG-15 Community Planning and Development Committee Meeting**

*Purpose: To advise of the cancellation of the regularly scheduled 2017-AUG-15 Community Planning and Development Committee Meeting.*
6. **REPORTS:**
  - a. **Rezoning Application NO. RA380 - 615 and 699 Harewood Road** 6 - 13

*Purpose: To present the Community Planning and Development Committee with an application to rezone 615 and 699 Harewood Road from Single Dwelling Residential (R1) to Three and Four Unit Residential (R5) to allow a fourplex on each proposed lot to be created through a boundary adjustment.*

Recommendation: That the Committee receive the report and provide a recommendation.
7. **CORRESPONDENCE:**
  - a. **Letter received 2017-JUN-28 from Mr. Dan Appell regarding the South Downtown Waterfront Planning Process** 14 - 16

8. OTHER BUSINESS:
9. QUESTION PERIOD:
10. ADJOURNMENT:

**MINUTES**  
OPEN COMMUNITY PLANNING AND DEVELOPMENT COMMITTEE MEETING  
BOARD ROOM, SERVICE AND RESOURCE CENTRE  
411 DUNSMUIR STREET, NANAIMO, BC  
TUESDAY, 2017-JUN-20, AT 5:00 P.M.

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PRESENT:   Members:   Councillor J.A. Kipp, Chair  
                              M. Beaudoin-Lobb  
                              T. Brown  
                              R. Finnegan  
                              A. Griffin  
                              P. Reynes  
                              R. Steele  
                              K. Wardstrom

                 Absent:   Councillor J. Hong  
                              Councillor D.M. Brennan  
                              Councillor G.W. Fuller  
                              G. Adrienne

                 Staff:     D. Duncan, Deputy Director, Financial Services  
                              P. Rosen, Senior Manager, Engineering  
                              K. Kronstal, Social Planner  
                              B. Moore, Recording Secretary

1.    CALL THE OPEN COMMUNITY PLANNING AND DEVELOPMENT COMMITTEE MEETING TO ORDER:

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The Open Community Planning and Development Committee Meeting was called to order at 5:01 p.m.

2.    INTRODUCTION OF LATE ITEMS

(a)    Agenda Item 6 (a) – Development Cost Charges Bylaw – Change presenter to D. Duncan, Deputy Director, Financial Services.

3.    ADOPTION OF AGENDA:

          It was moved and seconded that the Agenda, as amended, be adopted. The motion carried unanimously.

4.    ADOPTION OF MINUTES:

          It was moved and seconded that the Minutes of the Regular Open Meeting of the Community Planning and Development Committee held in the Board Room, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC, on Tuesday, 2017-MAY-16 at 5:00 p.m. be adopted as circulated. The motion carried unanimously.

5. PRESENTATIONS:

(a) Port Drive Waterfront Master Plan Options

K. Kronstal, Social Planner, provided a PowerPoint presentation on the Port Drive Waterfront Master Plan Options. There will be an open house tomorrow, 2017-JUN-21, at 1 Port Drive from 4:00-8:00 p.m. There will be a survey available to fill out, which will also be available online beginning tomorrow.

The Master Plan looks at options regarding land use, secondary access to the site, transit options as well as pedestrian and cyclist usability. One of the proposed options for the site is the Ocean Discovery Centre.

It was moved and seconded that the Community Planning and Development Committee receive the Port Drive Waterfront Master Plan Options presentation for information. The motion carried unanimously.

(b) Development Cost Charge Bylaw

D. Duncan, Deputy Director, Financial Services, provided a PowerPoint presentation regarding the Development Cost Charge Bylaw update.

Development Cost Charges (DCC's) are monies that are collected from development to offset some of the infrastructure expenditures to service the needs of new development. The *Local Government Act* legislates what these monies can be used for. The presentation included draft DCC rates, as well as a number of rate comparisons, and outlines the substantive changes to the DCC framework. The final DCC plan, once approved by Council, will be submitted to the Inspector of Municipalities for approval.

It was moved and seconded that the Community Planning and Development Committee receive the Development Cost Charge Bylaw presentation for information. The motion carried unanimously.

6. OTHER BUSINESS:

(a) Community Tour

Councillor Kipp would like to schedule a date in July to tour the community and look at new development projects around Nanaimo.

7. QUESTION PERIOD:

No one in attendance wished to ask questions.



8. ADJOURNMENT:

It was moved and seconded at 6:36 p.m. that the meeting terminate. The motion carried unanimously.

\_\_\_\_\_  
CHAIR

CERTIFIED CORRECT:

\_\_\_\_\_  
CORPORATE OFFICER

DATE OF MEETING July 18, 2017

AUTHORED BY TAMERA ROGERS, PLANNER, CURRENT PLANNING AND  
SUBDIVISION

SUBJECT REZONING APPLICATION NO. RA380 – 615 AND 699 HAREWOOD  
ROAD

## **OVERVIEW**

### **Purpose of Report**

To present the Community Planning and Development Committee with an application to rezone 615 and 699 Harewood Road from Single Dwelling Residential (R1) to Three and Four Unit Residential (R5) to allow a fourplex on each proposed lot to be created through a boundary adjustment.

### **Recommendation**

That the Committee receive the report and provide a recommendation.

## **BACKGROUND**

A rezoning application (RA380) for 615 and 699 Harewood Road was received from de Hoog & Kierulf Architects (Mr. Glenn Hill) on behalf of 1035137 BC Ltd. (property owner). The applicant is proposing to rezone the subject properties from Single Dwelling Residential (R1) to Three and Four Unit Residential (R5) in order to facilitate a boundary adjustment to permit a fourplex on each proposed lot.

The applicant submitted a rezoning application (RA367) in 2016 to rezone the subject properties from Single Dwelling Residential (R1) to Townhouse Residential (R6) to allow an 11-unit development. As the Planning and Transportation Advisory Committee was temporarily suspended during the Core Review, the application went directly to Council for consideration of first and second readings. The application received first and second readings 2016-SEP-12 but was denied at third Reading on 2016-OCT-06 due to concerns raised by Council and members of the public about the proposed density. To address these concerns, the applicant has submitted a new application with a revised concept based on a lower density residential use.

### **Subject Property and Site Context**

<i>Location</i>	The subject properties are located at the southeast corner of the Wakesiah Avenue/Harewood Road intersection.
<i>Total Area</i>	615 Harewood Road - 476m <sup>2</sup> ; 699 Harewood Road - 2,016m <sup>2</sup>
<i>Current Zone</i>	R1 - Single Dwelling Residential
<i>Proposed Zone</i>	R5 – Three and Four Unit Residential
<i>Official Community Plan Designation</i>	Neighbourhood
<i>Harewood Neighbourhood Plan Designation</i>	Neighbourhood

The subject properties are located at the southeast corner of the intersection at Harewood Road and Wakesiah Avenue directly across from Colliery Dams Park to the west and the Department of National Defence lands to the northwest. Vancouver Island University is located one block to the north and University Village Mall is approximately 700m to the northwest. The nearest bus stop is located 250m to the north on Fifth Street.

Single Dwelling Residential (R1) lots border the subject properties to the south and west with some townhouses and duplexes located nearby. The house on the adjacent lot to the south at 624 Wakesiah Avenue is included on the City of Nanaimo's heritage register.

Currently, there are two houses located on 699 Harewood Road. The properties are located on a laneway which provides site access.

## **DISCUSSION**

### **Proposed Development**

The applicant is proposing to build a two-storey, ground-oriented fourplex on each lot. A boundary adjustment is necessary to create the two similar sized lots and all existing structures will need to be removed from the site. The fourplexes are proposed to face Harewood Road and Wakesiah Avenue respectively, with a shared parking area accessed from the lane. A common landscaped area and covered bicycle storage is proposed within the development.

Lane dedication will be required as part of the rezoning application to widen the existing lane. Off-set sidewalks and street trees in the boulevard will be part of the required works and services on Harewood Road and Wakesiah Avenue and will be secured through a subdivision application (boundary adjustment). On-street parking will be available on both road frontages.

### **Official Community Plan**

The subject properties are located within the Neighbourhood designation (Section 2.3) of the Official Community Plan (OCP). The Neighbourhood designation encourages a mix of housing types including single family homes and ground-oriented multiple family units that provide housing for individuals and families of all age ranges and income levels. Infill of residential lots is encouraged and is to be designed to complement existing neighbourhood character. Residential densities between 10-50 units per hectare (uph) in two to four storey building forms are supported. The proposed density range is 35uph on proposed Lot A and 34uph on proposed Lot B. The OCP supports increased density in this location given its proximity to local services at University Village Mall, Vancouver Island University, and a transit route.

### *Harewood Neighbourhood Plan*

The Harewood Neighbourhood Plan designates the subject properties as Neighbourhood. This designation supports a mixture of residential building forms in two to four storey building forms at a residential density of 10-50uph. The neighbourhood plan also encourages infill projects that complement the existing neighbourhood character and housing forms, designs and materials that respect and celebrate the rural/agricultural traditions of Harewood.

If the rezoning is approved, the form and character of the development will be reviewed in accordance with the neighbourhood plan design guidelines for developments adjacent to residential heritage properties (section 7.3) through the development permit process.

### *Community Contribution*

As outlined in Section 7.3 of the OCP, in exchange for value conferred on land through a rezoning, the applicant should provide a community contribution. As per Council policy, the community contribution for multiple family developments is calculated at \$1,000 per unit. The applicant is proposing a monetary contribution of \$8,000 for the proposed 8 units for future improvements within Harewood Centennial Park.


### **Staff Comment**

The revised density, scale and building form complements the existing character of the neighbourhood. The proposed rezoning application meets the intent of the OCP and Harewood Neighbourhood Plan.

### **ATTACHMENTS**

ATTACHMENT A: Location Plan  
ATTACHMENT B: Conceptual Site Plan  
ATTACHMENT C: Rendering and Site Context  
ATTACHMENT D: Conceptual Streetscape  
ATTACHMENT E: Aerial Photo

### **Submitted by:**

  
T. Rogers

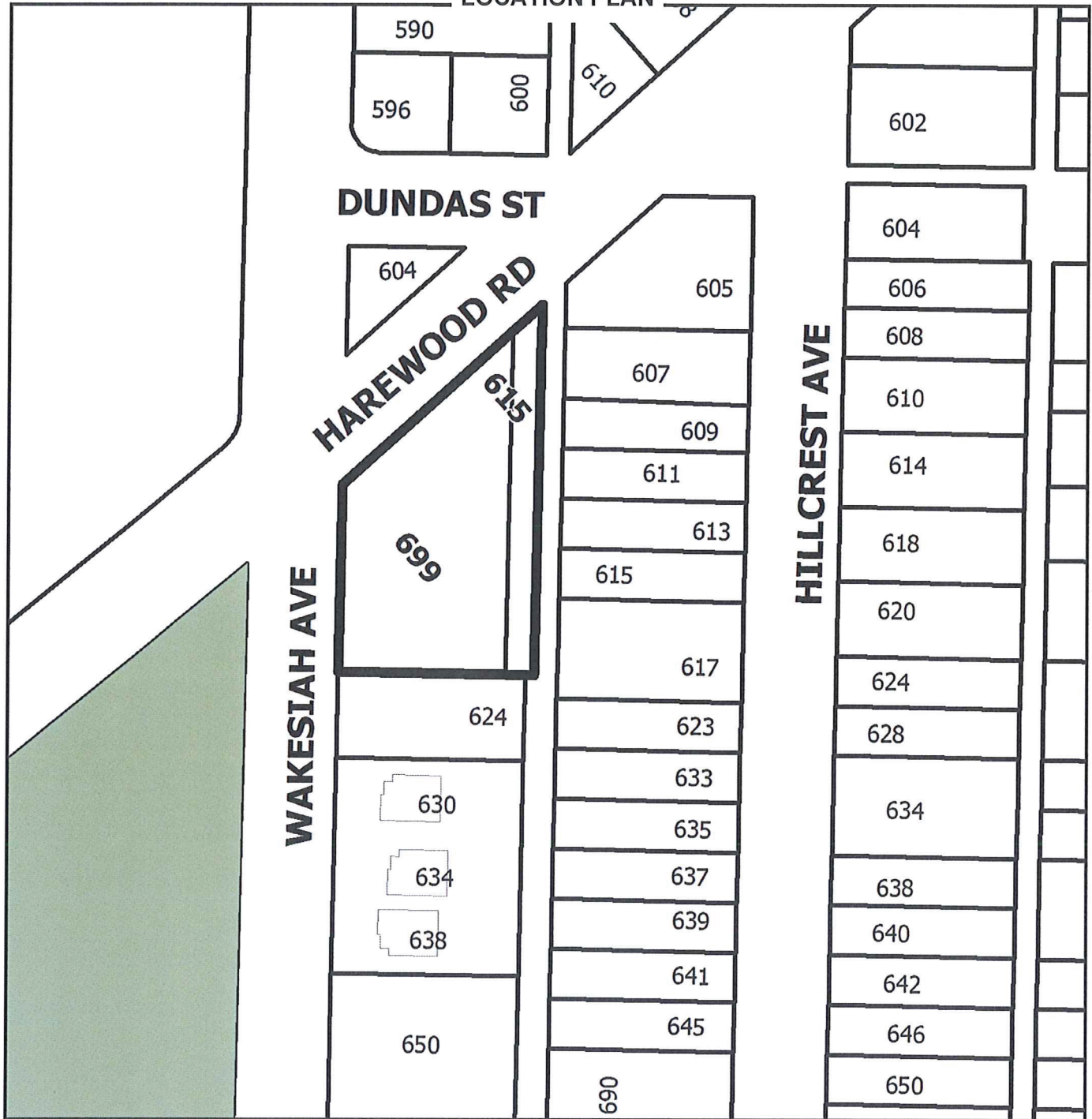
Planner, Current Planning and Subdivision

### **Concurrence by:**

  
L. Rowett

Manager, Current Planning and Subdivision

ATTACHMENT A  
LOCATION PLAN



REZONING APPLICATION NO. RA000380

**LOCATION PLAN**

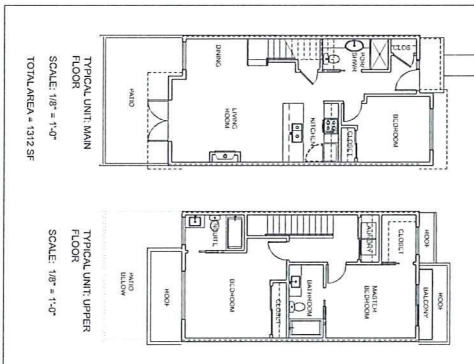
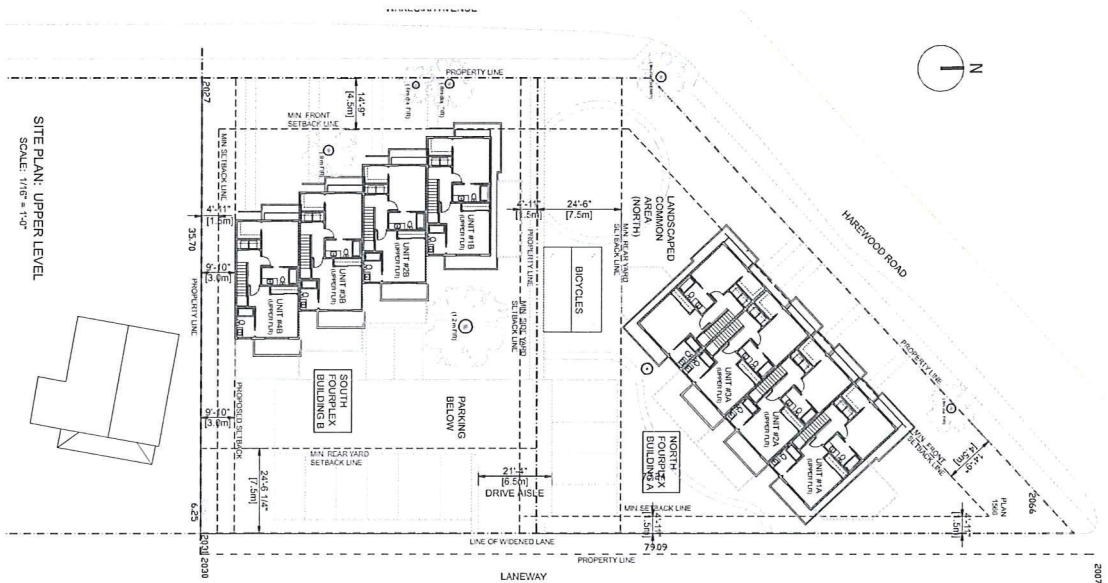
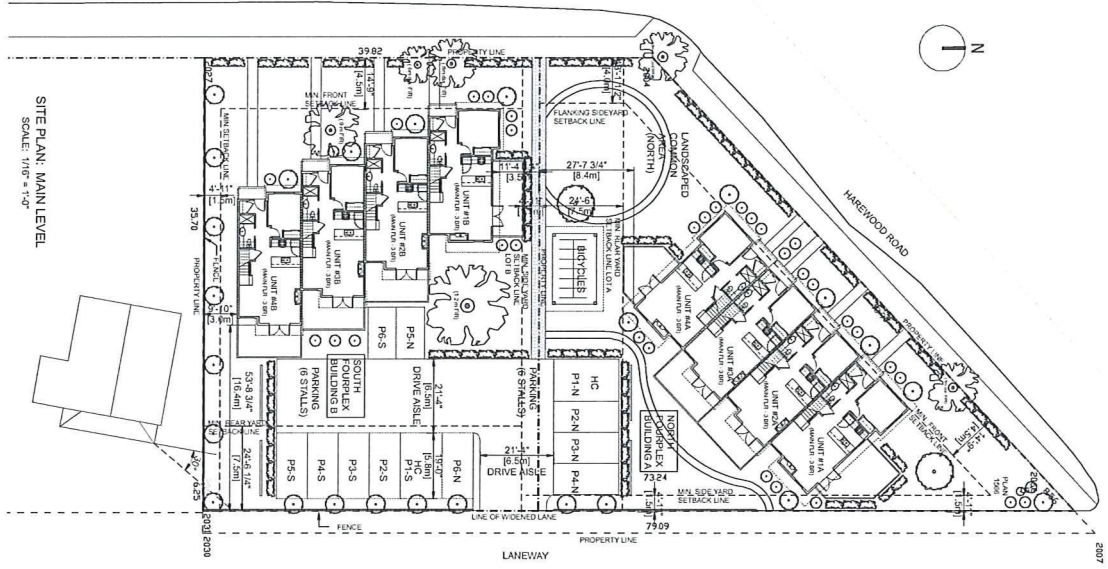


Civic: 615 and 699 Harewood Road  
 Lot B, Section 1, Nanaimo District, Plan 1566 (PID 007-180-756)  
 and Section 22, Range 5, Section 1, Nanaimo District, Plan 630  
 Except those parts in Plans 1566 and 1575 (PID 008-742-316)

-  Subject Properties
-  Parks & Open Spaces



# ATTACHMENT B CONCEPTUAL SITE PLAN



**RECEIVED**  
2017-JUL-11

City of Nanaimo  
Planning Department  
2017-JUL-11

699 + 615  
Harewood Rd.  
Nanaimo, BC

**Site Plan +  
Unit Layouts**

Project Number: **NR50**  
Drawing Number: **SK4**



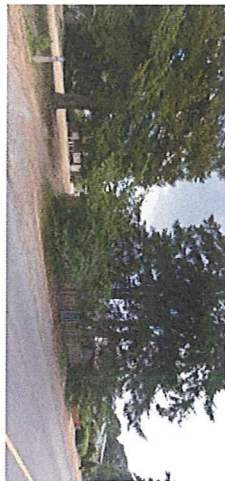
# ATTACHMENT C RENDERING AND SITE CONTEXT



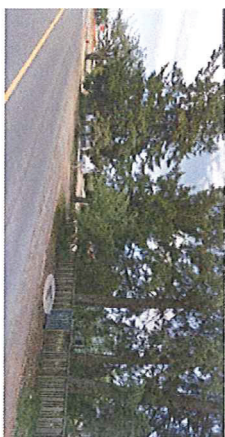
PRELIMINARY CONCEPT  
CORNER OF HAREWOOD RD + WAKESIAH AVE.



EXISTING SITE  
CORNER OF HAREWOOD RD + WAKESIAH AVE.



EXISTING SITE  
ALONG WAKESIAH AVE.



EXISTING SITE  
ALONG WAKESIAH AVE LOOKING BACK TOWARDS HAREWOOD



EXISTING SITE  
ALONG LANEWAY LOOKING BACK TOWARDS HAREWOOD



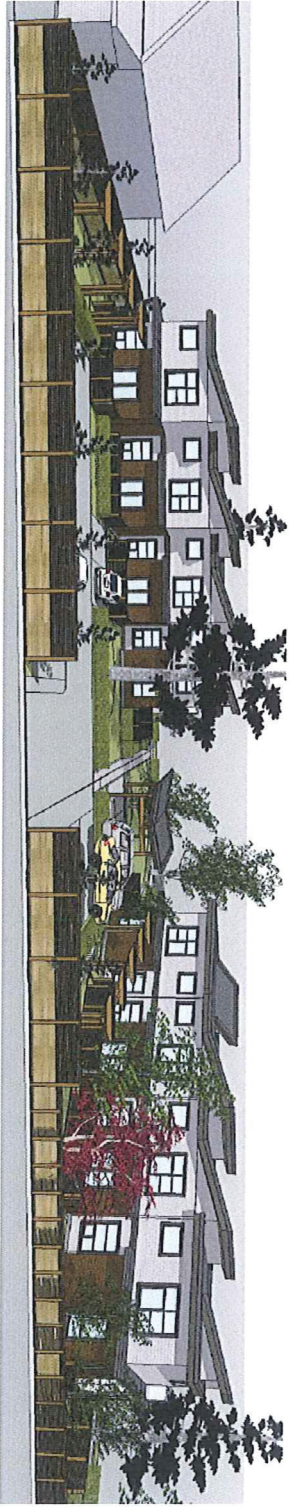
EXISTING SITE  
ALONG LANEWAY FRONT FACADE OF NEIGHBOURING PROPERTY



EXISTING SITE  
LOOKING DOWN LANEWAY



EXISTING SITE  
LANEWAY VIEWED FROM LANEWAY



PRELIMINARY CONCEPT  
VIEW OF COURTYARD FROM BACK ALLEY

This illustration is not intended to represent the final design of the project. It is a conceptual rendering and should not be used for any purpose other than to provide a general impression of the proposed development. The actual design and construction of the project may vary from the information shown in this illustration.

<p>RECEIVED R4388 2017-JUL-11</p>	
<p>6899 &amp; Kestell Architects 2000 West 10th Avenue, Suite 200 Vancouver, BC V6H 2B6 Tel: 604-681-1111 Fax: 604-681-1112 www.6899andkestell.com</p>	
<p>Project Name 6899 + 615 Harewood Rd. Nanaimo, BC</p>	
<p>Client Name Preliminary Concept + Existing Site</p>	
Project Number	RH68
Scale	1/8" = 1'-0"
Prepared	15 JULY 2017
Drawn	SK-2



# ATTACHMENT D CONCEPTUAL STREETSCAPE



SITE PLAN



PERSPECTIVE VIEW OF SITE



STREETSCAPE ALONG HAREWOOD ROAD



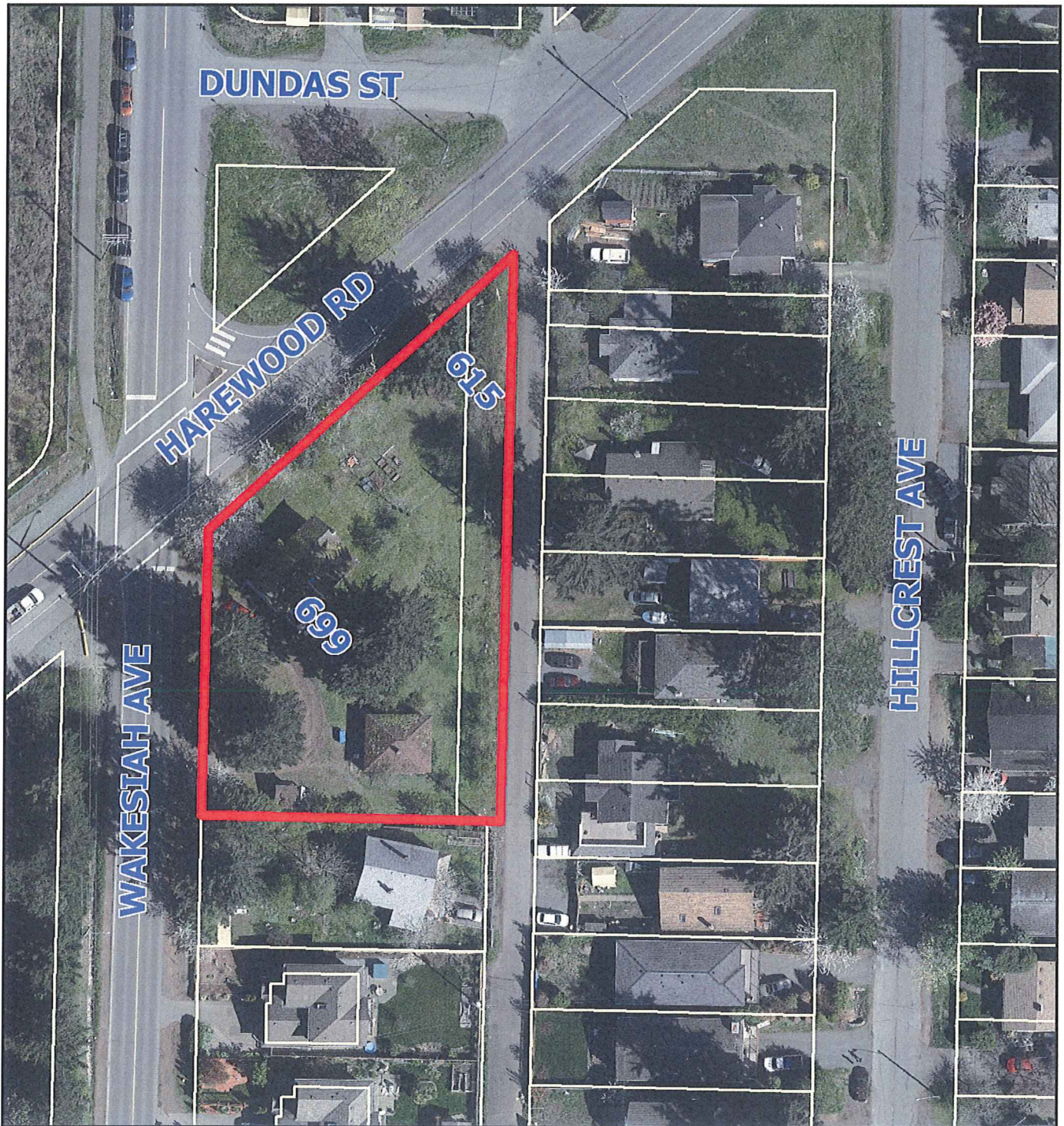
STREETSCAPE ALONG WAKESIAH AVENUE

This document is prepared for the purpose of providing a conceptual streetscape and is not intended to be used for any other purpose. It is not a final design and should not be used for any other purpose. It is not a final design and should not be used for any other purpose.

<p><b>RECEIVED</b> 2017-JUL-11</p>	
<p>City of Nanaimo Planning Department 2017-JUL-11 Nanaimo, BC</p>	
<p>699 + 615 Harewood Rd. Nanaimo, BC</p>	
<p>Streetscapes</p>	
<p>Project Name MX50</p>	<p>Scale 1:1000</p>
<p>Drawn SK-5</p>	<p>Checked SK-5</p>



ATTACHMENT E  
AERIAL PHOTO



REZONING APPLICATION NO. RA000380



 Subject Property



# CORRESPONDENCE

## **PROBLEMS ASSOCIATED WITH THE SOUTH DOWNTOWN WATERFRONT PLANNING PROCESS**

I am starting to find the words to properly frame the difficulties I have with the planning effort surrounding the Welcox and adjacent properties. This personal challenge was stimulated by the presentation the Planning Committee received June 20, 2017 and the “open house” presentation made by the planning committee to an interested public the following day.

The planning effort as presented has some serious flaws which, in part, reveal a significant weakness in the planning process. My hope is that the flaws in the plan be rectified as soon as possible, and the failures due to process be addressed over time.

Without a number of corrections to the plan, the trajectory of the final document is sure to be straight into the trash bin. Without corrections to the process any subsequent planning will continue to produce a lot of wasted effort without adding any value to the city and its communities.

First, I will speak to the flaws particular to this planning effort.

There are a number of very significant issues related to ownership, past ownership, and encumbrances related to the site that need to be clearly articulated when presented to the public. This should have been the bulk of the presentation at this stage. At the very least the first panel should have achieved some higher level of clarity. The impression given is that the significant challenges associated with developing this particular site, have been put aside so that a planning process can be completed. However, it is clear, that the planning process can't really begin, until the bulk of these challenges have been acknowledged, and addressed. While one can't expect the whole planning process to be held up by this effort, one can expect a concentrated and focused effort dedicated to the engagement of the various stakeholders. And then, this effort needs to be reflected in the information distributed to the public.

The site, as the last under-developed waterfront in the downtown core, presents a number of possibilities related to use. In fact, the potential for economic development on that site is almost unlimited. The South Downtown Waterfront Initiative documents speak eloquently to the possibilities of development. However, the information presented to the public represents a very grievously reduced notion of those possibilities. The over-simplification of the very sophisticated, multi-layered, “visioning process” by the committee headed by one of Canada's premiere planners suggests the City planning department does not completely understand the nuances required to build community, and the complexities associated with a multi-use site. This shortfall will not serve the public interests, and must be corrected as soon as possible. At this time, the public needs to be much better informed of all the possibilities associated with developing this site. Continued over-simplification reflects badly on the City and does not bode well for the planning process moving forward.

As a Planning Committee member and as a citizen who has observed the City's planning efforts, it is clear that there is little understanding of the the role of planners within the context of growing a city. Clarification on this point would help a lot. We need to understand the relationship between land use and economic development better. We need to know that the determination of land use has significant economic and environmental impacts. If we make a mistake related to land use, the economic and environmental impacts can be very detrimental for years to come, they reduce this cities ability to compete within the region and globally, rob us of productivity, and create waste of valuable human resource while they are extremely expensive if not impossible to fix. If we do planning right, the economic impacts improve lifestyle, allow freedom of choices, increase revenues, re-circulate money, add to the value of land, and improve the tax base. Planning is an important part of economic development. Unfortunately, our Planning Department and our population does not fully understand or appreciate this role. This has resulted in a considerable amount of political interference,

distracting, reactionary public engagement that compromises the ability of planners to complete tasks in a timely, direct and open manner. The planning process related to the South Downtown Waterfront suffers from this lack of clarity. The result is our planning expertise is poorly managed; allowing planning resources to be mis-directed to serve political ends (Event Centre). This has to be corrected immediately. The planning department has to establish some credibility as an economic driver, and has to assert some authority as an adviser to council on matters related to the improvement of the commonwealth and land use. The South Downtown could be used as a model for this new planning practice, but a great deal of effort must be made to change how the planning department is presently managed.

Some of the more specific flaws in the present plan can now be stated. But first, In general, certain, decisions appear to have already been made that didn't have to be made. Clearly, these decisions were made without enough information; as a result they have been arbitrary, irrelevant, limiting or otherwise do not properly inform the subsequent processes or compromise the ability of designers, who must be engaged after the planning process, to make suitable decisions.

The most obvious "flawed" decision is the traffic circle entrance. This seems have been determined very early in the planning process. It is a solution to a problem that does not exist and will never exist. Traffic circles work well to direct large volumes of vehicular traffic towards a number of radiating roads. They do not serve pedestrians or cyclists, and they take up a lot of space. Front Street does not have, nor will it ever have, the traffic to justify a traffic circle. As well, the location will never involve a number of radiating roads. Also, if this area does have a large residential component, pedestrians and cyclists have to be better served. On top of that the traffic circle eats up valuable real-estate that could be better used for commercial development, and otherwise taxable land use.

A little more subtle criticism of the traffic circle is related to its location as the primary entrance to the whole site. This location seems determined in a arbitrary manner without consideration for the neighbouring sites and best possible access to the whole area. A much better solution would be to align this entrance to the entrance to the Port Place Mall; create a regular intersection with a four way stop. This would better serve every mode of transportation, it would be cheaper and it would encourage commercial development on those corners.

Related to the traffic circle is a roadway through the site that seems to be designed without any consideration given to future land use and the possible development of the site as an economic generator. Again, decisions seem to have been made in an arbitrary manner. We need to understand that design decisions need to be made AFTER the planning process has been completed. This is because the design process needs to be properly informed by economic considerations. Design decisions made at this stage represent extremely poor management of the process. At the most, a designer can be employed to represent various configurations of road patterns and road types, to present to the public the various options to be considered. However, options to be considered need to be presented in a much more schematic way to suggest their speculative nature.

Determining the traffic circle as the primary access to the site at such an early stage of planning, is also problematic. The location immediately forces a level crossing of a working train track. While the train is loading or unloading the site is effectively cut into two pieces, disabling access to an expected foot passenger only ferry to Vancouver, delaying emergency response vehicles, and limiting access to an emergency evacuation helicopter landing pad as well as the sites beyond the city owned property. Also, due to federal regulations level crossings of train tracks are very expensive to develop. Determining this location for a primary access to the site seems to be done without consideration for all the economic impacts associated with this decision. Again the planning process seems to be compromised for the sake of some sort of expediency, suggesting poor management of the process.

This same criticism can be levelled at the decision to remove the trestle over the tracks on Esplanade Avenue. Again there is no reason to make that decision at this stage of the planning process. The structure will have to be removed or replaced sometime in the near future, but if the planning process is completed in a reasonable amount of time, the decision can be better informed. As the only location for over-the-tracks access to the site and to the sites beyond, this would seem the natural solution to the problem of primary access. This would add value to the properties on the other side of the site, encouraging the continued development of a residential neighbourhood in this area. As well, critical emergency access and access to transportation to Vancouver would be improved. Unfortunately, before all these issues could be properly considered during and after the planning process, the decision was made based on the possibility that replacing the trestle would be “too expensive.” Properly engaging the planning process would have been the more appropriate management approach to this problem.

The planning process must also include discussion and recommendations related to the train right-of-way. The options related to having no train tracks on the property, a smaller right-of-way, over-the-track transportation solutions, and/or development above the tracks need to be part of fulsome planning process. The economic impact of trains vs no trains must be expressed in a clear and credible way to insure an informed decision either way is made.

To conclude; in almost every aspect, the planning related to the Welcox property to date is flawed. It represents a poor understanding of the purpose of planning, poor management of the planning process, poor decision making processes, and poor engagement of the stakeholders and the general public. If this process continues along this present trajectory the plan will cost us far more than it should, cause us to miss valuable opportunity, diminish the choices available to us in the future, and waste valuable effort that could be put towards a credible planning process.

My suggestion would be to trash all the planning that has gone on to date, and start new, with much more improved planning practices. Better planning can accomplish more, be done faster and more effectively than what we have done to date. We will overcome the considerable risk's associated with poor planning and bad decision making and we lay the appropriate foundation for better urban design and community building. This will, in the long run, save us time and money, provide those in oversight positions a better view of the proceedings, assure the general public that the process is fair, open and doable, and better inform the designers who must at a later date make almost all the decisions related to development.

To conclude; the criticisms I have made of this plan and the process associated with it are very similar to criticisms I have made of other plans generated by the City; including the planning associated with the Conference Centre, the Brechin Hill/Newcastle Neighbourhood Plan, the OCP, the Colliery Dam Fiasco and the Maffeo Sutton Park plan and the Event Centre Fiasco. These other plans also ignored challenges that actually exist to solve problems that do not and never will exist. They also found solutions that were ineffective, expensive and inappropriate. And these plans cost the City far more than the contribution they make to this city. I have come to believe that the reason for these short comings are in large part systemic and in a small part related to the personnel involved, training and management. A solution to this problem requires some shift in focus of the whole planning department so that it might direct all its efforts (after solving issues related to public health and safety) to solving problems related land use and subsequent economic impacts of land use. In this much more limited role the planners can better advise council, make more credible presentations to stakeholders and the general public, and better inform developers, designers, and architects.

Planners must devote their efforts to presenting economic arguments for land use development. It must avoid political or personal agendas. And it must leave room for design decisions to be made by designers. In this clarified role planning can become simpler, transparent, credible and effective. My personal objective as a member of the Community Planning Committee is to guide relevant committee decisions toward achieving this end.