

REPORT TO: Council
REPORT FROM: Community Planning & Infrastructure
PRESENTED: September 12, 2017
SUBJECT: Downtown Zoning Changes Public Engagement Summary and Options

FOR: Committee of the Whole
FILE: Downtown Zoning Changes

Recommendation:

That Council approve the following resolutions:

THAT Council receive the Downtown Public Engagement Summary dated September 12, 2017 for information; and,

THAT Council endorse Options B, D, E, G, K, and L included in the report from Community Planning & Infrastructure report dated July 25, 2017 for revision of Bylaw 2513, 2016;

AND THAT Council provide Staff with direction on potential parking amendments to the Zoning Bylaw.

1. Objective:

To present Council with a summary of the results of the Downtown Public Engagement that occurred over this past May and June on the proposed Downtown zoning changes, originally brought forward as Zoning Amendment Bylaw No. 2513, 2016 for Downtown setbacks and commercial space (Bylaw 2513).

To discuss with Council options for moving forward with the Downtown zoning changes and potential revisions to Bylaw 2513.

2. Background:

On September 6 and December 20, 2016, Council directed Staff to prepare an amendment to the Zoning Bylaw to require second story commercial (i.e. employment space) in the C-4 and C-10 zones.

On February 21, 2017 the annual Zoning Bylaw updates (collectively referred to as the Longbus) were presented to Council and granted first and second readings; Bylaw 2513 was included as part of the omnibus of Zoning Bylaw amendments.

On March 14, 2017, a Public Hearing for Bylaw 2513 was held. At this meeting, members of the public voiced strong concerns and were generally not in favour of Bylaw 2513. Following the Public Hearing, Council rescinded second reading and provided direction that further community engagement and discussion with stakeholders was required prior to further consideration of Bylaw 2513.

A Downtown Public Engagement Strategy was considered and recommended by the Committee of the Whole on March 21, 2017 a. Following this meeting, staff worked to implement the

strategy, which culminated with a Downtown workshop being held on May 4, 2017, and a Downtown zoning changes survey conducted from May 4 to May 23, 2017.

Staff also presented the materials from the workshop to the Advisory Design Panel (ADP) on May 18, 2017 and received ADP's feedback and insights on the proposed Downtown zoning changes and potential options (Attached).

3. Project Information:

Public Engagement Summary

Public engagement was approached with a goal to highly engage and involve key Downtown stakeholder groups as well as the broader Downtown community, and the focus was on how to implement the Downtown visions that are outlined in the Downtown Neighbourhood Plan (2014 draft) and the recently adopted Active Transportation Plan through potential Zoning Bylaw changes.

Through the engagement process, extensive public feedback on the proposed Downtown zoning changes to increase employment space and change building setbacks to gain space for active transportation infrastructure was received. Community members' priorities and options were explored. The engagement opportunities and public communications were also used to clarify confusions around Bylaw 2513 (as well as around Cleveland building heights) that had developed in the lead up to the March 14th Public Hearing.

The Downtown workshop was held on the evening of May 4, 2017 at the Howe Sound Inn and Brewing Co. It is estimated that over 50 community members attended. A presentation by Staff was followed by round-table, deep dive discussions where community members and Staff got together to discuss the proposed Downtown zoning changes and explore options.

On the same day, a Downtown zoning changes survey was released through the District's website via a specific project webpage. This survey was available for 20 days. Notice of the survey was sent out through District social media channels, announced at the workshop, and advertised on the project webpage. A total of 177 responses were received.

The overall findings on the proposed Downtown zoning changes are summarized below for the two main topic areas, Employment Space and Setbacks, as follows:

Employment Space

The majority of survey respondents were in agreement that the District should increase the amount of Downtown employment space to meet long term demand (80%). Respondents were also in favour of requiring a minimum amount of employment space in new development (53%), versus incentivizing employment space (22%), or doing nothing, i.e., letting the market drive provision of employment space (19%).

Requiring employment space at street level, along street frontages was the most preferred regulatory tool (65%). There was less support for the other two options of requiring employment space to have a minimum depth (35%) or requiring employment space on a second or upper storey (25%).

The majority of respondents were not in favour of reducing parking requirements to incentivize the creation of employment space (78 respondents were not in favour of reducing parking requirements vs. 33 respondents in favour). Comments also elaborated that if parking were to be reduced it would need to be coupled with other solutions such as increased transit, increased bicycle infrastructure, a parking garage, increased enforcement and car share. The most preferred incentive was to allow for greater flexibility for employment space (in terms of location/storey and unit depth/configuration).

Written survey comments and the in-person feedback from the May 4th workshop were also reviewed. The majority of survey comments related to parking, with most respondents strongly opposed to any parking reductions, and in favour of maintaining and increasing parking Downtown. Allowing greater flexibility in the employment space requirements was also frequently heard, as well as allowing live-work as an option as opposed to pure commercial or employment space. Lastly, the need for better data/information around Downtown commercial and employment space demand was commonly voiced among workshop participants and survey respondents.

At the May 18th ADP meeting, much of ADP's comments on employment space focused on creating regulations that are flexible for the designer or developer to be creative with how much employment space is provided, where it is located within a development (level or storey) and how the spaces are configured (depth). ADP acknowledged that this would be challenging to achieve through zoning amendments. There was also discussion around the retention of the fine-grain of the 25 to 50 foot lots that are common Downtown; the continuous façade of small scale specialty and independent shops as one walks down Cleveland was highlighted as something that should be maintained and encouraged.

Setbacks

Almost half of survey respondents were in agreement with changing building setbacks to accommodate wider sidewalks, street trees and bike lanes while maintaining two lanes of on-street parking (48%). The remainder of the respondents did not support setbacks and instead were split between keeping narrow sidewalks, no street trees and two lanes of parking (22%) compared to removing one lane of on-street parking in order to accommodate street trees and wider sidewalks (21%).

The survey and workshop further broke down the setback question specific to each street (Pemberton, Second, and Third Avenue) asking the community to prioritize streetscape elements for each. In general, there was overall support for all streetscape elements (wide sidewalks, parking on both sides of the street, bike lanes, furnishing zone, pedestrian and cyclist safety elements) as a top priority, despite not having the space within a 20m road right of way to achieve all of these streetscape elements.

In general, parking on both sides of the street (61%) and furnishing zone (55%) was the highest priority for Second Avenue (61%) and the highest priority compared to all three streets, whereas Third and Pemberton Avenue received the lowest priority for wide sidewalks (32%). Pemberton Avenue had the most support for separated bike lanes (47%) and the least support for parking on both sides of the street (55%) out of all three streets.

Written survey comments and the in-person feedback from the May 4th workshop were also reviewed. The comments received were generally focused on the discourse between cars/parking and active transportation with evenly ranged comments supporting the need for both. One-way streets or one way bike routes were also widely discussed as an alternative to setbacks and made up 17 of the 47 written comments received (36%). The need for a parking garage was also a frequent comment and discussion, while support for car-free streets and on-street parking on only one side of the road were more common than the opposing comments focused on the maintenance and need for more on street parking and parking in general. Comments were split between supporting separated bike lanes verses comments that expressed they were unnecessary or that two streets of bike lane were excessive. In general, more comments were received in support of wide sidewalks and more street trees compared to the alternative of keeping narrow sidewalks and no trees. Lastly, staff heard a number of warnings to consider the impact of setback changes to small lots, sight lines, ramp access, and reduced parking on site.

On May 18th, ADP also commented on the concern for Hydro lines in the lanes, having “messy” street fronts with varying setbacks, the importance of livable and walkable sidewalks with trees and the positive affect it has on the vibrancy and economic growth of Downtown and the concern for the Second Avenue design being too much paving. They also suggested to staff to explore BC municipalities like Victoria and Nelson to see how wide their streetscapes are and how one-way streets may be considered.

Zoning Options Moving Forward

The intent of the proposed Downtown zoning changes is to support the implementation of the collective vision of Downtown Squamish, as outlined in the relevant guiding plans of the District, including the Official Community Plan, draft Downtown Neighbourhood Plan, and recently adopted Active Transportation Plan. The proposed zoning changes are further intended to assist in achieving the specific goals of:

- Securing employment space to meet long-term demand and foster local employment.
- Enhancing Downtown streetscapes by making them more green and increasing pedestrian and bike safety, while maintaining parking.

Through the public engagement process, community support for the overall vision and goals was confirmed, and community input was provided which has influenced the development of the following Downtown zoning options as they related to the two topic areas: Employment Space and Setbacks. Staff seek Council’s direction on which option(s) to pursue, if Council wishes to proceed with the Downtown zoning changes.

Employment Space

Option A: Same as originally proposed (street level and second storey, along all street frontages, with a 10m minimum depth).

From the survey, 80% of respondents were in support of increasing the amount of Downtown employment space to meet long-term demand, and 56% favoured requiring a minimum amount of employment space in new developments over incentivizing the creation of employment space

(23%) or letting the market decide (20%). Based on this level of support from the community, the original Bylaw 2513 as proposed was kept as an option for Council's consideration.

Option B (Recommended): Flexible. Require a percentage or proportion of a building's floor area to be employment space, with the main floor being commercial and the remainder flexible in location and configuration.

Requiring a proportion of employment space, but not prescribing where it should be located or how it should be configured (outside of the main floor) should allow for design flexibility while still achieving the goal of securing employment space to meet long term demand and foster local employment. This option responds to ADP's primary comments around designing flexible regulations, which was also a frequently heard comment at the May 4 workshop and in the survey (flexible regulations were mentioned in 6 separate comments in the survey). This option may also create a wider variety of units and sizes, which could appeal to a broader range of businesses looking for space.

As to the specific percentage or proportion of employment space, staff, with input from ADP, recommend establishing a minimum percentage based on the Gross Floor Area of the building (total area of space on all storeys of a building). Appendix A at the end of this report presents a comparison table of recent downtown developments and summarizes the amount of commercial floor area provided compared to the overall gross floor area of the development. The percentage of commercial floor areas ranged from 2% to 30%.

Staff, as a starting point, propose a range of 15% to 25% for Council's consideration. This is the range seen in developments that have proposed second storey employment space, and staff are of the opinion that 15% to 25% would provide a healthy amount of employment space for new downtown developments. Community and ADP input have also included ideas around applying a different set of regulations or exemptions to small lots, as these lots are often more challenging to develop due to size.

Additional Council feedback is requested before going further in the development of this option and refining the approach.

Option C: Only require street level employment space, with a 10m minimum depth.

From the survey, the strongest support was voiced for requiring employment space at street level (65%) with significantly less support for requiring additional storey employment space (25%). This option focuses on the street level only; the second storey employment space is no longer required. This option would be an improvement over the status quo, as the current Zoning Bylaw does not require a minimum amount of employment space on any level (the current Downtown Development Permit guidelines encourage street level, pedestrian oriented commercial). This option would ensure that useable employment space is provided at grade, as opposed to superficial or shallow spaces, or parking.

Setbacks

To address the feedback generated by the workshop and survey information, the zoning options and rational for setbacks are broken out for each specific street.

Third Avenue:

Option D (Recommended): Same as originally proposed (2.5m setback).

There is support from community comments that separated bike lanes are important in the Downtown and 48% support for the need for setbacks to accommodate complete streets. Third Avenue is an identified active route to school and a separated bike lane route approved in the 2016 Active Transportation Plan. The two lane ways behind Third Avenue do not have hydro lines in the lanes that may impact potential buildable area and Third Ave has widely undeveloped large properties or residential properties that already have a 7.62 m front setback, limiting the concern for unsymmetrical street frontages or loss of parking or buildable area. Lastly, the precedent and streetscape potential for larger road right of ways can be seen right here in Squamish with both Cleveland and Main Street designed to 25m road right of ways. Precedent for larger Downtown road widths can also be seen in both Nelson and Victoria who both have 30 m road rights-of-way (ROW) on central streets Downtown and on average 22.5m ROW for secondary Downtown streets.

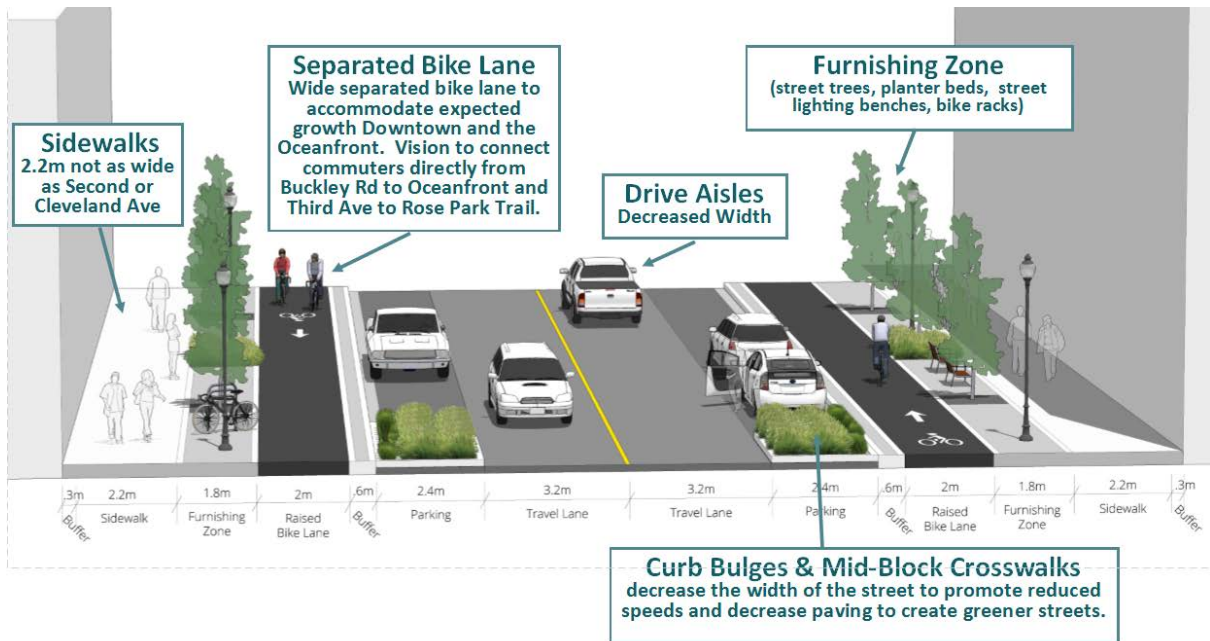


Figure 1 – Option D (Recommended), 25m ROW Third Ave.

**** Note:** Staff have only recommended one option for Third Avenue for the strong rationale above. Should Council wish to see further options explored please advise staff at this time.

Second Avenue:

Option E (recommended): No setbacks and no bike lanes.



Figure 2 – Option E (Recommended), 20m ROW Second Ave.

Staff value the community's feedback to reconsider having two bike route streets and initial concerns for the pilot design outside municipal hall. Staff also value ADP's feedback that two lanes of parking, two drive aisles and two painted bike lanes would create a wide paved streetscape and may deter from the intention of a safer and pedestrian friendly Downtown. The proposed Third Avenue and Loggers Lane separated bike routes could potentially be sufficient to serve the north-south cycling needs of Downtown. Staff propose that should this option be chosen, the final streetscape design should accommodate bike share roads and share the road signage (same as Cleveland Ave). The design would significantly reduce pavement width from the original design and thus would help to reduce vehicle speeds making sharing the street with confident cyclist more realistic. The design should accommodate the removal of one parking lane and be considerate of the potential addition of bike lanes in the future should cycling transportation demand increase in the future. This will likely result in having smaller or fewer curb-bump outs or smaller tree wells and wide sidewalks to be shared with cyclist in the future (example Figure 1).

Option F: 1.5m setback and bike lane with no buffer.



Figure 3- Option F, 23m ROW Second Ave.

Staff see the value of bike lanes versus share road streets, such as seen on Cleveland Avenue. Share roads don't provide the same protection to cyclists as dedicated lanes and don't make cycling behaviour consistent or predictable for drivers to anticipate and respond to accordingly. Research on bike lanes along commercial frontages have also been shown to increase commercial sales and value. Staff also recognize the community's concern on the setback impact to buildable area and consistent streetscape frontage. Second Avenue offers a range of old and new developments not all built to lot line with gaps for off-street parking lots. A 1.5m setback would not be too inconsistent with the variable frontage that already exists today. There are currently hydro lines in the laneway to the east of Second Avenue from Pemberton to Victoria Street, which although District Bylaws support undergrounding hydro lines may impact the buildable area of these east parcels should undergrounding not be feasible at the time of development. Staff suggest that a change from the existing 3.5m rear setback for C-4 and C-10 zones to a 2m rear setback could be a realistic compromise to still achieve bike lanes along Second Avenue and reduce concern and potential impact on buildable area for properties adjacent to laneway hydro lines. The streetscape modification from a 25m to 23m road right of way would include the loss of the bike lane buffers, reducing safety and only reducing the width of the streetscape slightly. In return, the bike lanes could be painted green at an extra cost to increase their visibility and break up the width of dark paved surface. A reduction in either sidewalk or furnishing/planting zone width will also be required.

Pemberton Avenue:



Figure 4 – (Above) Proposed Pemberton Avenue bi-direction bike lane in relation to future and existing multi-use pathway connections to Buckley, Third Ave, Loggers Lane, Corridor Trail, Valleycliffe, and the future Waterfront landing. (Below) Potential new truck route and increased vehicle capacity.

Given the plans to establish a connection between Laurelwood Road and Pemberton Avenue, across the Mamquam Blind Channel, Pemberton Avenue will become one of the main streets in

and out of Downtown, where adequate space for both increased vehicles and active transportation capacity are important considerations when establishing streetscape width. For the active transportation network to function Downtown, Pemberton will need a separated bike lane connecting it to the Corridor Trail, Waterfront Landing and Valleycliffe, which will connect into the Loggers Lane, Third Avenue and Buckley Avenue networks. Pemberton Street already accommodates several turning lanes but it is envisioned that more may be required as vehicle volumes increase. A central turning lane should be maintained in the streetscape design to accommodate the anticipated vehicle growth Downtown and to accommodate the Squamish transit exchange needs. Lastly, should a Pemberton bridge be built, Pemberton from the rail line to Logger Lane will also be a truck route and thus, wider drive aisles and truck turning radii must also be considered within the design.

Given the differences between Pemberton Avenues from Third Avenue to Loggers Lane and Loggers Lane to the Rail line, both options consider the same setback regulation but propose different designs for each section.

Option G (Recommended): 1.5m setback on both sides of Pemberton Avenue (Third Avenue to Rail Line). Note, the 1.5m setback along the north side from Cleveland to Third will likely not be redeveloped in the near future. As the separated bike lane for Pemberton Avenue is considered a short-term project (within 5 years) in the Approved Active Transportation Plan a 21.5 ROW is anticipated for this section of Pemberton Avenue.

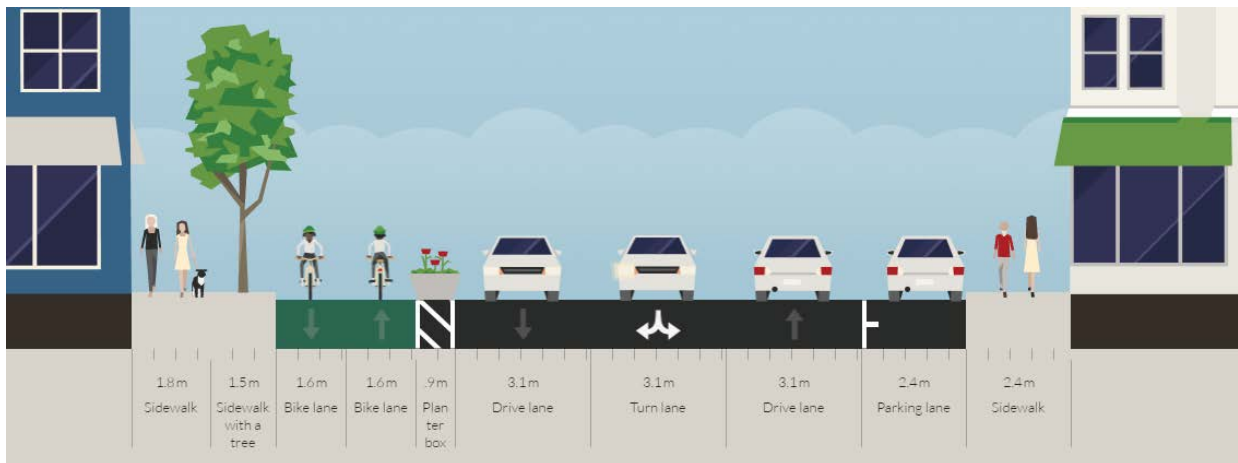


Figure 5 - Option G: (Recommended), 21.5m ROW Pemberton Ave (Loggers to Third)



Figure 6 - Option G: (Recommended), 23m ROW Pemberton Ave (Loggers to Rail Line)

Due to Pemberton Avenue being a major transportation corridor and the high density of intersections, as well as the transit exchange, there is already limited on-street parking on the south side of Pemberton between Loggers Lane and Third Avenue. The original Bylaw (2.5 metre setback on both sides of Pemberton) envisioned two parking lanes incorporated into the streetscape; however, it was heard from the survey and workshop that this option would displace the most buildable area for properties facing Pemberton as many of them do not have rear laneways to recover this buildable area with a reduced rear setback. As several comments from the community supported one –lane of parking to achieve streetscape objectives, keeping the removed parking along the north side of Pemberton is a supportable alternative to the originally proposed 2.5m setback and works well within the revised designs. Furthermore, the feasibility of gaining 2.5m and adding parking along the north side is unlikely, given that development along the north is relatively new and the number of south drive aisles limit parking due to sight lines regulations.

The recommended approach in this option is to generally establish a 1.5 metre setback on both sides of Pemberton from the rail line to Third Avenue. Staff intention is to propose realistic designs that maximizes existing infrastructure and decreases the cost of new infrastructure. As the separated bike lane for Pemberton Avenue is considered a short-term project (within 5 years) with relatively new developments along the south side, a realistic 21.5 ROW is anticipated for this section of Pemberton Avenue (Figure 5). This option incorporates a dedicated turning lane, bi-directional separated bike lane, one lane of parking on the north and one dedicated space for street trees. Additional street trees on the north side may be achievable at intersections where parking is prohibited due to sightlines. Pemberton from Loggers to Third Ave already boasts wide 2.4m sidewalks, so the design was intended to maintain that width as much as possible.

It is envisioned that Pemberton Avenue from Loggers to the rail line will experience increased development and growth in the next coming years. The design in figure 6 includes two lanes of parking, wider drive aisles for truck routes, two sides of street trees, a bi-direction separated bike lane and average sidewalk widths. The bi-directional separated bike lane design is in keeping with several existing or proposed connector routes designs such as the Corridor Trail,

Laurelwood Drive, Loggers Lane, and Third Avenue north of Pemberton. The north design is strategically intended to reduce major intersection or street crossings from other connector routes and increase cycling safety, efficiency and convenience. This option does mean that the existing north perpendicular parking will be converted to parallel parking stalls, but this may be necessary in any scenario to accommodate the gateway amount of traffic anticipated for this corridor and because they would not be supportable on truck routes.

Option H: No Setback, No Street Parking



Figure 7 - Option H, 20m ROW Pemberton Ave

As Pemberton Avenue may soon be a potential new entrance and truck route to Downtown it may also be relevant to consider removing parking along both sides of Pemberton Avenue from the rail line to Third Avenue. There is precedent in Squamish for removing parking along busy Downtown entrance ways and truck routes as there is currently no on-street parking along Cleveland Avenue from Highway 99 to Pemberton and no parking along Buckley Avenue for roughly 200m west of Cleveland Avenue. It is relevant to note that this would result in 24 parking stalls removed from the south side of Pemberton Avenue between Logger Lane and Third Avenue and a loss of numerous parking stalls from Loggers Lane to the rail line as currently parking is abundant and unregulated in this area. Due to the development potential of this area of Pemberton Avenue, this streetscape and parking orientation will eventually evolve regardless, resulting in a loss of some but not all parking under current regulations. As the redevelopment of this streetscape will be costly, removal of all parking stalls will be gradual and ideally coincide well with the District's implementation of other downtown parking solutions. This option would result in no need for setbacks and provide a consistent separated bike lane along the south side of Pemberton Avenue (Figure 4 – orange). This option would also benefit south corner lot owners as no buildable area would be lost.

Summary Table of Setback Options:

Option	Street	Proposed Setback	Useable Road Width	Parking	Bike Lanes	Sidewalks	Furnishing & Planting Zone
D*	Third	2.5m	25m	Both sides	Yes 2 separated lanes	2.3m	1.8m Trees
E*	Second	None	20m	Both sides	No	3.0m	1.5m Trees
F	Second	1.5m	23m	Both sides	Yes 2 non-separated lanes	2.8m	1.5m Trees
G*	Pemberton	1.5m	23m/ 21.5m	Both Sides (Loggers to rail line) One side (Loggers to Third)	Yes 1 bi-directional separated lane	1.8m / 2.2m & 2.4m	1.5m Trees (only on one side)
H	Pemberton	None	20m	None	Yes 1 bi-directional separated lane	2.3m	1.8m (only on one side)

*Staff Recommended

Parking Considerations:

Community comments have been consistent in supporting the District in exploring a location for a central parking garage Downtown. Comments received reflected the community’s interest in seeing more walkable and bicycle friendly Downtown streets, with the recognition that this could be achieved by creating centralized parking Downtown and encouraging people to park and walk.

As some of the setback and employment space options explored above will result in a loss or a need for more on-street parking, it is relevant to consider including parking related zoning amendments in any future revisions of Bylaw 2513.

Parking amendment considerations include the following:

1. Given that Bylaw 2513 expands the commercial core area beyond Cleveland Ave and given that lot sizes are similar in the expanded commercial core area, amend the parking cash-in-lieu map area to provide for equality between Cleveland Ave and the other commercial core streets (Second Ave, Third Ave, and Pemberton St). Currently, there is no limit on the number of commercial spaces that can be paid for cash-in-lieu on Cleveland, while on other commercial streets it’s limited to 4 spaces.

Option I: Amend the regulation so that all downtown streets have no limit to the number of commercial spaces that can be paid cash-in-lieu in the downtown core. Based on research on other municipalities’ cash-in-lieu requirements, most municipalities do not set a maximum limit on the number of spaces that can be bought out, although

many do require that the subject site be located within a certain proximity of a municipal parking facility.

Option J: Amend the regulation so that all downtown streets have the same cash-in-lieu amount, with the amount being a higher number than 4 stalls. This would result in a reduction of allowed cash-in-lieu stalls on Cleveland Avenue but an increase elsewhere. It would likely have a significant impact on small lot redevelopment.

Option K (Recommended): Amend the regulation so that all downtown streets have a maximum of 4 cash-in-lieu stalls with the option to increase the number of commercial spaces that can be bought out, only as a 1 to 1 ratio to commercial stalls provided on site. For example, for every 1 commercial or public visitor stall provided on-site the development receives 1 additional cash-in-lieu stall. As each residential unit must provide 1 stall per unit and every commercial provide 2 per /100m² this ratio will help remove the parking differences between both uses yet still ensure some commercial parking is allocated on site.

2. Consider having a different cash-in-lieu option for smaller lots downtown to preserve the small scale lots and support them as viable lots for employment space.

Option L (Recommended): Unlimited commercial stalls cash-in-lieu for small lots.

Option M: No special regulation for small lots.

Advisory Design Panel comments:

Staff presented the above zoning options to the Advisory Design Panel (ADP) on July 27, 2017 for review and comment (see Attachment 2 – July 27, 2017 ADP meeting minutes). The key comments from ADP are summarized as follows:

Employment Space:

- General support for Option B, particularly as it allows for a high level of flexibility around the design and location of the employment space.
- Preference was voiced to apply a percentage based on the Gross Floor Area of a building. Consider setting a smaller percentage of floor area for small lots, to recognize the larger challenges that small lots face.
- Allow for a greater level of flexibility in uses, such as allowing for live-work, or other options that could allow uses to transition into employment space over time.

Setbacks:

- General support for staff's recommendation for Option D and E, however supported Option H over staff's recommended Option G.
- General support for Option D, some concern that 2.5m may still be too much.
- Support for building in resiliency for future bike lanes by making one of the parking lane widths wider in Option E.

- General support for separating the two streetscape designs for the different sections of Pemberton Avenue. Recommend the importance of considering these options with the vision of Pemberton Avenue as a new gateway to Downtown, not as it operates and looks today.

Parking:

- Consider a ratio of commercial stalls on site to result in more allowable cash-in-lieu stalls.
- Some support for unlimited buyout.
- Overall support to increase the cash-in-lieu amount.
- Off-set cash-in-lieu amount if public stalls are provided.

Other Topics:

Live-Work:

Although live-work was a concept proposed to allow for more flexibility around employment space requirements, staff are not in support of this option for the Downtown core due to concerns around the reversion of live-work units to pure residential. It is very difficult to enforce that a unit be used in a specific way once it is occupied. Further, the Downtown core is envisioned as the commercial and institutional center of the community and OCP policy encourages the concentration of commercial development within the Downtown core; land use regulations should support this vision. Live-work may be better suited to Downtown South or as a transition to the Downtown residential areas.

Density Bonus:

Density bonus was another concept proposed through the engagement process. This concept has merit but would likely be challenging to implement, as the current C-4 height limit is 6 storeys already and there is no Floor Area Ratio (FAR) limit, this approach would require downzoning of C-4 properties to subsequently create density incentives. At this time, the only significant constraint on residential density is parking.

One-way Streets:

A number of comments received also introduced the concept of one-way streets. At this time, one way streets do not appear to solve the original intention of the setback bylaw to achieve complete streetscapes, as regardless, Downtown streets will still require two travel lanes in each direction. . Examples of this can be seen in both Nelson and Victoria one way street examples with 22.5m ROW.

Streetscape best practices express concerns that one –way streets in urban centers typically increase vehicle speeds affecting pedestrian safety and can affect commercial retail by increasing confusion and decreasing convenience. Alternatively, as a positive they increase vehicle capacity and tend to increase vehicle predictability, thus reducing the potential for collisions. District Operations staff have also expressed concern for one way streets as this would affect the ability to store snow on the road center line.

In fall 2017, the District will be exploring a Downtown traffic study and the feasibility of one-way streets will be further explored at that time. As the conversion of Downtown streets to one-way does not address the concern for lack of streetscape width and is not a solution to the setback regulation being proposed, staff suggest the one-way street discussion not be explored as part of this amendment.

3. Implications:

a) Economic Development:

The employment space component of a future Downtown Zoning Bylaw Amendment **will** encourage incremental employment space in the downtown core. This employment space would serve as an opportunity to generate increased local employment and municipal tax revenue for the District and supports recommendations contained within the Employment Lands Strategy adopted by Council in 2015.

The setbacks and streetscape component of a future bylaw amendment would also secure that employment space downtown is safely and conveniently reachable for all accessibility needs and transportation modes.

b) Policy:

The intended goal of the Downtown zoning changes project is to aid in the achievement and implementation of the vision and policies of the various Downtown related plans, including the Official Community Plan, draft Downtown Neighbourhood Plan, Employment Lands Strategy, Economic Action Plan 2017-2019, and Active Transportation Plan.

The following list outlines the specific policies that the proposed changes to the Downtown zoning would help support and implement.

Employment Space

Official Community Plan Policies:

18 - 13 Downtown Squamish will continue to serve as the commercial and institutional centre for the community and be a regional service centre for the southern part of the Squamish-Lillooet Regional District.

18 - 14 The District encourages the concentration of commercial development in a compact commercial area within the Downtown.

18 - 15 The District encourages additional professional office uses in the Downtown.

Draft Downtown Neighbourhood Plan Policies:

1-B.1 Recognize and celebrate Downtown as the District's social hub and encourage social agencies, services and organizations to locate there.

1-B.2 Encourage cultural, educational institutions serving the entire District or regional population to locate Downtown, in areas designated for commercial mixed land use and civic/institutional land use.

2-A.3 Promote and encourage Downtown as a key neighbourhood in Squamish for professional services and business offices that serve the entire community and region.

2-B.1 Encourage a creative and flexible mix of employment generating uses Downtown, including artisan, retail, business office, arts and culture, civic/institutional, and light industrial uses.

2-B.2 Encourage, facilitate and support the development of a mix of retail, service, and office businesses to enhance neighbourhood ambience, convenience and business mix.

2-B.3 Pursue opportunities to support and expand professional services and business offices downtown.

2-C.4 Downtown is the preferred location for regional professional services.

Economic Action Plan 2017-2019:

4. Place: Infrastructure meets the needs of employees and employers

a. Assess and prioritize the infrastructure that best supports employees and employers

Setbacks

Official Community Plan Policies:

18 - 27 The vibrancy of downtown shall be enhanced through a coordinated and sensitively developed program of streetscape enhancements and public space improvements, based on a comprehensive urban design plan.

23 - 24 The quality of pedestrian areas directly affects the overall image of a place, the quality of experience and the propensity for people to walk rather than drive.

Recognizing this, efforts will be directed to such measures as:

- a. reducing travel lane widths;
- b. reducing street crossing distances;
- c. separated sidewalks;
- d. provision of pedestrian-scale lighting;
- e. soft and hard landscaping accents, and,
- f. street furniture.

23 - 26 The District will work toward providing a safe pedestrian realm and will incorporate traffic-calming design approaches and measures in the Downtown and other key locations in the community.

23 - 27 When possible, pedestrian-friendly design will be achieved through capital improvement projects, capital works projects, new development or substantial renovation to existing buildings.

Draft Downtown Neighbourhood Plan Policies:

1-B.15 Activate Downtown streets with patios and sidewalk seating areas.

1-D.6 Ensure that new development projects Downtown are built to promote active transportation, and that the development process includes analyses of non-motorized modes and transit.

1-D.15 Create a pedestrian friendly public realm with safe and attractive connections between parks, pedestrian-friendly streets and crossings, and pedestrian access between buildings at mid-block locations where appropriate.

2-A.5 Ensure Downtown is connected and accessible to employees and customers using a variety of transportation modes, including transit, cycling and walking.

2-A.7 Ensure that the public realm is attractive and functional for Downtown businesses, residents and visitors.

3-A.4 Ensure the Downtown street network enables users of all ages, abilities and modes (e.g., pedestrians, bicycles, transit riders and motorists) to interact and move more safely and efficiently along and across the District streets.

3-A.10 Ensure Downtown street redevelopments create a positive pedestrian experience with public art, outdoor furniture, pedestrian lighting, etc.

c) **Environment:**

Increased active transportation Downtown will decrease GHG emissions.

d) **Council Priority and Strategic Plan Alignment:**

The proposed downtown zoning changes around employment space and setbacks align with the following aspects of Council's Priority Areas:

Economy

- Increase number and spectrum of jobs.
- The Employment Lands Strategy needs to be factored into decisions.

Healthy Community

- Active transportation networks better connect neighbourhoods, tourism hubs and gathering spaces and improves health.

Environment

- Increase transportation choices and minimize our impact on the environment.

The proposed downtown zoning changes align with the following aspects of Council's Guiding Principles:

- Job creation and the long-term health of our economy are considered in land use decisions.
- A diversity of businesses that create long-term sustainable jobs for our citizens are attracted to and remain in Squamish.
- The built environment, including public and gathering spaces, contributes to the health and well-being of our citizens.
- Active transportation is foundational in all infrastructure decisions.

e) **Citizen Engagement**

Engagement to date has been summarized in section 3 above. The engagement process has followed the IAP2 level of “involve” on the spectrum of public participation.

f) **Implementation**

At Council’s direction, staff will continue to work on refining the Downtown Zoning Bylaw amendments based on Council’s preferred zoning options.

4. Attachments:

1. Detailed summary of survey results
2. July 27, 2017 ADP meeting minutes

5. Alternatives to Staff Recommendation:

THAT Council endorse alternative option(s) or direction(s) other than staff’s recommendation for revision of Bylaw 2513, 2016.

6. Staff Review

Prepared By:

Aja Philp, Planner

Kerry Hamilton, Planner

Reviewed By:

Katherine Mulligan, Economic Development Officer

Jonas Velaniskis, Director of Community Planning

Gary Buxton, GM of Community Planning & Infrastructure

Robin Arthurs, GM of Corporate Services, Recreation & Culture

CAO Recommendation:

That the recommendation of the Community Planning Department be approved.

Linda Glenday, CAO

Appendix A:

Comparison table of commercial floor areas and gross floor areas for recent Downtown developments:

Location	Commercial floor area (sqft)	Total GFA (sqft)	% GFA	Parking Variances
37762 Third Ave "MUD-2"	4,902	16,407	29.9	3 cash-in-lieu
1365 Victoria St w/ 2 nd level commercial	6,567	34,235	19.2	12 cash-in-lieu (proposed)
37830 Third Ave "Lizzy Bay"	8,077	43,240	18.7	1 variance No cash-in-lieu
38310 Cleveland Ave "Teardrop"	17,659	98,865	17.9	None
37870 Cleveland Ave "PacWest"	30,000	174,704	17.2	6 cash-in-lieu
38033 Second Ave "Amaji"	9,929	65,194	15.2	4 cash-in-lieu
38148 Cleveland Ave	1,612	13,228	12.2	3 cash-in-lieu
37881 Cleveland Ave "The Main"	10,010	96,896	10.3	None
1365 Victoria St w/o 2 nd level commercial	3,175	33,793	9.4	4 cash-in-lieu
38167 Cleveland Ave "Cleveland Gardens"	1,650	23,130	7.1	1 cash-in-lieu
1365 Pemberton Ave "Vantage"	4,231	66,072	6.4	8 cash-in-lieu
38013 Third Ave "former Mountain FM"	1,908	38,046	5.0	3 cash-in-lieu
38050 Loggers Lane "Sirocco"	5,610	162,846	3.4	None
38116 Loggers Lane "Mistral"	902	58,984	1.5	1 variance No cash-in-lieu

	Developments containing second storey commercial
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