



The Corporation of the District of Saanich

C/W 28 Oct 2019

Report

To: Mayor and Council
From: Sharon Hvozdzanski, Director of Planning
Date: October 9, 2019
Subject: Rezoning and Subdivision Application
File: REZ00602; SUB00805 • 1910 Argyle Avenue and 3327 Richmond Road



RECOMMENDATION

That consideration of the application to rezone from the RS-12 (Single Family Dwelling) Zone to the RS-6 (Single Family Dwelling) Zone be postponed.

Note: If Council wishes to support the Rezoning application as presented, it is recommended that Final Reading of the Zoning Amendment Bylaw be withheld pending registration of a covenant to require:

- That new dwellings on proposed Lots 1, 2, 3, and 4 conform to a minimum BUILT GREEN® Gold level of energy efficient building design;
- Include the installation of the necessary conduits to be solar ready for future installation of photovoltaic and/or solar hot water systems;
- A certified arborist be present at the removal of any buildings and at any excavation for dwellings on proposed Lots 1, 2, 3 and 4; and
- Building envelopes to maintain the setbacks as shown in the proposed subdivision plan.

Council would also need to provide direction to Staff on the need for the applicant to submit a Development Variance Permit application to address the required variances. Alternatively, Council could direct Staff to create a site-specific zone for this development.

PURPOSE

The purpose of this report is to seek direction from Council on the subject application. The application is to rezone from the RS-12 (Single Family Dwelling) Zone to the RS-6 (Single Family Dwelling) Zone to accommodate a subdivision at 1910 Argyle Avenue and 3327 Richmond Road resulting in two new lots (four lots total) for single family dwelling use. Variances would be required for lot depth, setbacks and the width of proposed panhandle access strips. The applicant is Molto Bene Enterprises (Joseph Calenda).

DISCUSSION

Neighbourhood Context

The subject properties are located in the Shelbourne Local Area, and both are zoned RS-12 (Single Family Dwelling). 3327 Richmond Road is a regular rectangular shaped lot with an area of 1146 m². 1910 Argyle Avenue is a deeper rectangular lot fronting on to Argyle Avenue and has an area of 1490 m². 1910 Argyle Avenue also has a small 4.87 m wide access strip near the rear of the lot leading west to Richmond Road. The two lots surround two other lots at the northeast corner of Argyle Avenue and Richmond Road, 3311 Richmond Road and 1900 Argyle Avenue. Like the subject properties, nearby parcels on the same block are all zoned RS-12. Across Richmond Road to the west, parcels are predominantly RS-6 (Single Family Dwelling) zoned parcels, although there are two RD-1 (Two Family Dwelling) zoned parcels on Richmond Road itself. The parcel to the south on Argyle Avenue is zoned P-1 (Assembly), and is the Lansdowne Campus of Camosun College (see Figure 1).

Nearby parks include Browning Park (770 m away) and Mount Tolmie Park (971 m away). St. Michael's University School grounds are 145 m to the north, Lansdowne Middle School is 365 m to the south, and the Lansdowne Campus of Camosun College is immediately to the south across Argyle Avenue. The site is within 840 m travel distance of commercial and other services in the Hillside Major "Centre" and elsewhere within the Shelbourne Valley.

Land Use

The subject development proposal is to rezone from the RS-12 (Single Family Dwelling) Zone to the RS-6 (Single Family Dwelling) Zone in order to create two additional single family lots (four lots in total). The lots would range in size from 575.28 m² to 736.37 m².

The applicant has proposed a number of iterations (including one with four bare land strata lots, and one with two duplexes) before settling on the current development proposal. The applicant has requested a site-specific zone which he had suggested be called "RS-12 Specialized", and later "RS-6 Specialized". Staff do not support this request as it would deflect attention from the fact that the proposed lots would be smaller than the minimum lot size of the RS-12 Zone, or that the proposed lot configuration and siting, including setbacks, would be different from the RS-6 Zone proper. A new site-specific zone could result in endless new zones and an ever-growing and unmanageable Zoning Bylaw when the development could be accommodated with an existing zone and a Development Variance Permit. Contrary to the applicant's argument against a Development Variance Permit, good development is just that and variances are not a

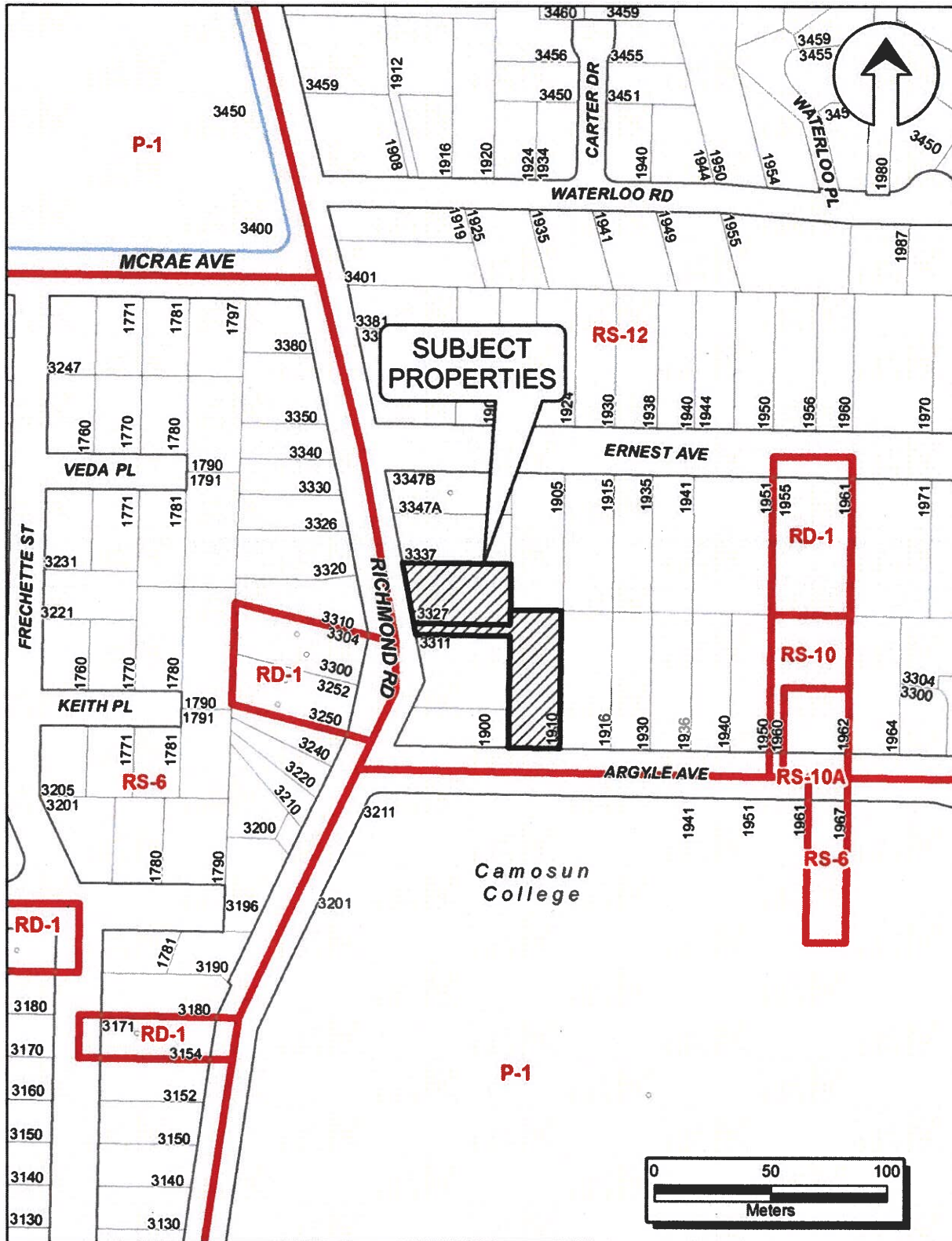


Figure 1: Neighbourhood Context

good measure of whether a design or site layout works or not. There are other developments that have had numerous variances and have been supported by staff and Council and the neighbourhood.

Site and Building Design

The subject properties slope gently from the north east down towards their respective street frontages. The properties are well treed, with small Garry oak groves at the front of both lots and in the rear of 3327 Richmond Road. 3327 Richmond Road has a 1940s-era single family dwelling on it and a garage in the rear. 1910 Argyle Avenue has a single family dwelling that dates to 1914 and what the applicant describes as a two storey "coach house" in the rear, currently being used as an office/workshop by the owner. Though fronting onto Argyle Avenue, his property has a private driveway which accesses Richmond Road. Garden Suites or "Coach Houses" are not currently permitted in the District of Saanich, however a Garden Suite Study is currently underway and proposed regulations are being prepared for Councils consideration, which would include options to permit these in the future.

As is standard in similar applications, staff have requested house designs or a registered building scheme to assist Council in ensuring that the infill housing is sympathetic to its neighbours and natural surroundings. The applicant has stated that they will not commit to house designs or a building scheme. Their objective is to

"...design and build or relocate houses within the building envelopes... so as to retain as many Garry oaks as possible".

However, without a covenant, there is no mechanism to secure details about the house design and siting and tree protection, if approved.

The proposal would see two new lots created, essentially in the rear of the existing lots (see Figure 2). Proposed Lots 1, 2 and 3 would all access Richmond Road, the latter two lots via panhandle access strips. Proposed Lot 4 would have its frontage on, and access, Argyle Avenue. The existing panhandle access strip serving 1910 Argyle Avenue is 4.87 m wide, the intent would be to split this strip into two for the Lots 2 and 3 and, as per servicing requirements, Lots 1, 2 and 3 would all share one driveway under a private reciprocal easement. The property at 3311 Richmond Road has an easement over the access strip leading from 1910 Argyle Avenue to Richmond Road - this would remain in effect unless the owner of 3311 Richmond Road agreed to its cancellation. Proposed lot sizes would be 575.28 m² for Lot 1, 659.46 m² for Lot 2, 736.37 m² for Lot 3, and 646.98 m² for Lot 4.

Table 1: Proposed Lot Sizes and Setbacks

Comparison of RS-6 Lot and Proposed Lots					
	Standard RS-6 Zone	Proposed Lot 1	Proposed Lot 2	Proposed Lot 3	Proposed Lot 4
Area	560 m ²	575.28 m ²	659.46 m ²	736.37 m ²	646.98 m ²
Front	6.0 m	6.0 m	1.5 m	3.5 m	7.5 m
Side A	1.5 m	3.5 m	7.5 m	1.5 m	1.5 m
Side B	3.5 m	7.5 m	7.5 m	10.0 m	3.0 m
Rear	7.5 m	1.5 m	3.0 m	3.5 m	7.5 m
Combined	15.0 m	7.5 m	4.5 m	7.0 m	15.0 m
Width	16.0 m	25.95 m	28.33 m	29.2 m	21.9 m
Depth (Subdivision Bylaw)	27.5 m or 30 m (for a panhandle lot)	22.12 m	21.78 m	21.9 m	29.55 m

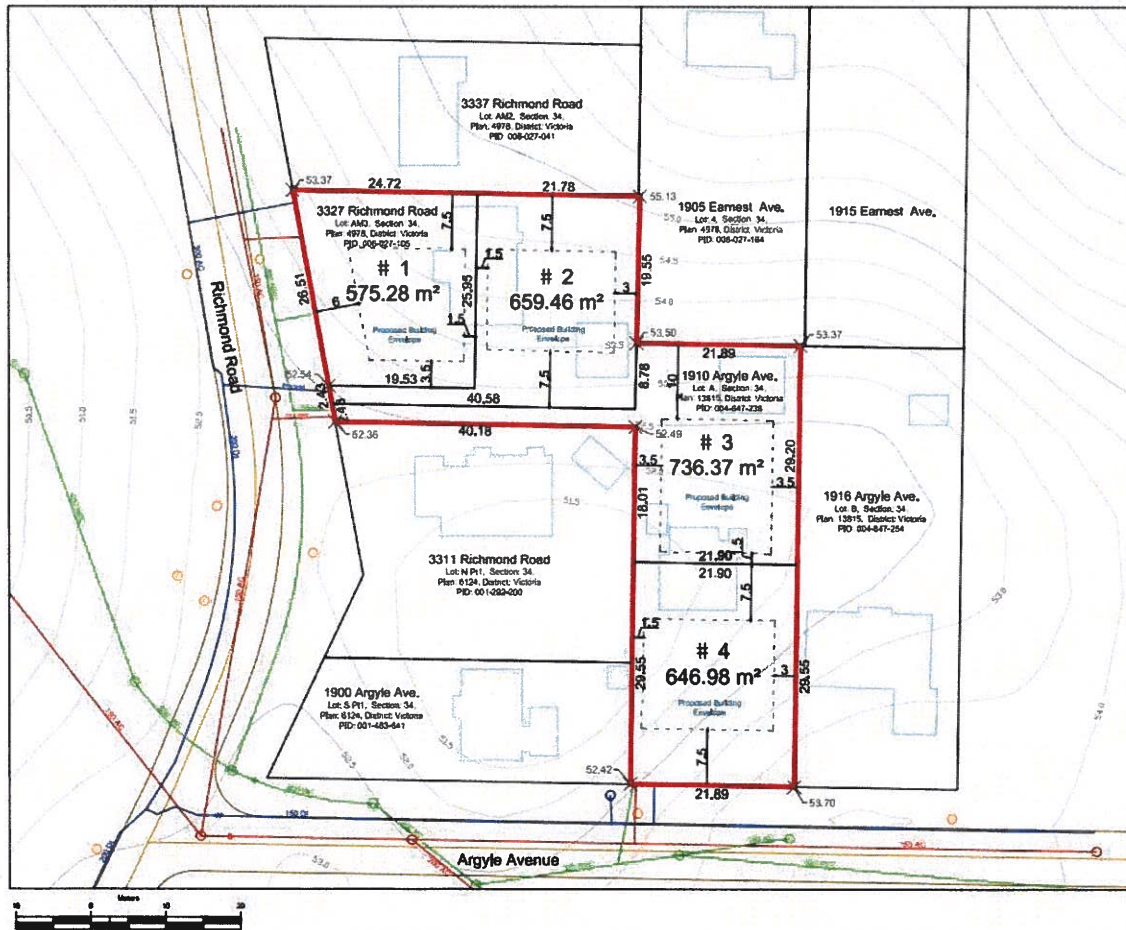


Figure 2: Proposed Subdivision (from plans by Envision Designs & Development)

The applicant has stated that it is not the intent to include secondary suites in the proposed dwellings, however barring any outright prohibition on them through this proposed development application, they would be permitted in this area. As no house designs have been provided, staff are unable to provide further detail regarding house sizes and height.

A number of variances would be required as part of this proposal. These are discussed in greater detail further in this report (see "Variances", below).

Proposed setbacks, lot sizes and lot areas are shown in Table 1.

Consultation

Prior to making their application the applicant stated they made contact with the Camosun Community Association (CCA) and reviewed the proposal on site with two members of the Camosun Community Association on May 19, 2017. An informal open house was held on August 24, 2018. 60 invitations to neighbouring properties were sent out, and approximately 25 people attended. The applicant presented a revised application to the Camosun Community Association on June 14, 2018.

A referral was sent from the Planning Department to the Camosun Community Association. The Camosun Community Association responded providing the results of their community survey for the proposed development, and noting there was very little support for the project with most of the residents in the area wanting to retain the RS-12 zoning. The Camosun Community Association concluded by stating they did not support the proposal. A copy of the detailed referral comments from the Camosun Community Association is included in the agenda package.

Correspondence was received from a number of residents, many of whom stated opposition to the project, citing traffic concerns on Argyle Avenue and expressing a desire to maintain a minimum RS-12 parcel size on Mount Tolmie Slopes as per Shelbourne Local Area Plan policy 6.8 (see Policy section under Planning Implications, below).

ALTERNATIVES

1. That Council approve the recommendation as outlined in the staff report (Staff Recommend).
2. That Council reject the recommendations as outlined in the staff report.

Should Council decide to reject the recommendations contained in this report, the implications are that the proposed rezoning and subdivision could proceed as per the alternative recommendation provided to Council. The implications of this alternative are outlined within the body of this report.

3. That Council provide alternate direction to Staff.

Should Council provide alternate direction to staff, such as a redesign of the subdivision for example, the implications are that staff would work with the applicant to address comments from Council. The applicant would undertake any necessary revisions to the plans and would resubmit their proposal for review by staff and ultimately consideration by Council. This alternative would result in a delay in Council's decision regarding the rezoning application.

FINANCIAL IMPLICATIONS

The proposal has no immediate implications related to the District of Saanich Financial Plan.

STRATEGIC PLAN IMPLICATIONS

The proposal has no implications related to the District of Saanich 2015 - 2018 Strategic Plan.

PLANNING IMPLICATIONS

Policy

The following Saanich Planning Policies are most applicable to the subject proposal:

Official Community Plan (2008)

4.2.1.1 “Support and implement the eight strategic initiatives of the Regional Growth Strategy, namely: Keep urban settlement compact; Protect the integrity of rural communities; Protect regional green and blue space; Manage natural resources and the environment sustainably; Build complete communities; Improve housing affordability; Increase transportation choice; and Strengthen the regional economy.”

4.2.1.2 “Maintain the Urban Containment Boundary as the principal tool for growth management in Saanich, and encourage all new development to locate within the Urban Containment Boundary.”

4.2.1.14 “Encourage the use of ‘green technologies’ in the design of all new buildings.”

4.2.2.3 “Consider the use of variances to development control bylaws where they would achieve a more appropriate development in terms of streetscape, pedestrian environment, view protection, overall site design, and compatibility with neighbourhood character and adjoining properties.”

4.2.4.3 “Support the following building types and uses in Neighbourhoods:

- single family dwellings;
- duplexes, tri-plexes and four-plexes;
- townhouses;
- low-rise residential (up to 4 storeys); and
- Mixed-use (commercial/residential) (up to 4 storeys)”

Shelbourne Local Area Plan (1998)

5.1 “Seek opportunities to protect indigenous vegetation, wildlife habitats, aesthetic landscapes and views when reviewing applications for change in land use.”

5.2 “Seek opportunities to preserve indigenous trees, shrubs, and plants (including mosses) and rock outcrops within parks, boulevards, unconstructed road rights-of-way, and other public lands.”

6.1 “Protect and maintain the stability and character of Shelbourne by maintaining single-family housing as the predominant residential land use.”

6.2 “Consider single family in-fill development that is compatible with, and contributes to, the character and quality of the community and preserves the privacy of dwellings.”

6.8 “Maintain a minimum RS-12 parcel size on Mount Tolmie Slopes.”

Urban Forest Strategy (2010)

The Urban Forest Strategy was developed in 2010 to “Protect and Enhance the Urban Forest”. One of the strategies advocated is the “No Net Loss” Canopy Policy, which would ensure at a minimum that every public or private protected tree is replaced with a minimum of one tree.

Policy Analysis

Shelbourne Local Area Plan Policy 6.2 calls for “single family infill development that is compatible with, and contributes to, the character and quality of the community.” The proposed 575 - 736 m² lot sizes would be considerably smaller than the prevalent lot sizes in the area east of Richmond Road. Based on the above-mentioned policy, rezoning to such a small lot size in this location is not supported.

While the Official Community Plan does contemplate limited infill in neighbourhoods inside the Urban Containment Boundary, it also notes that “maintenance of neighbourhood character is of paramount importance when considering new developments within established areas.” The smaller lot sizes proposed, along with the unconventional lot shapes, does not meet this intent.

The Shelbourne Local Area Plan is more specific when it comes to the potential rezoning and subdivision of parcels in this area, and states: “The Mount Tolmie Slopes area was rezoned to RS-13 from RS-6 in the 1990’s to ensure that consideration of subdivision required a rezoning application. It was felt that RS-6 sized lots were too small given the physical/aesthetic characteristics of the area and a policy to consider only RS-12 sized lots was endorsed. To ensure consideration of all subdivisions at a Public Hearing, the area was zoned RS-13, with the understanding of residents and Saanich that RS-12 lots would be considered. This ensures that each proposal is considered on its own merits in relation to site characteristics.” This is secured by the wording of Policy 6.8 of the Shelbourne Local Area Plan which states: “Maintain a minimum RS-12 parcel size on Mount Tolmie Slopes”.

The applicant notes that the RS-13 zoned area “is bounded by Richmond Road on the west, Mount Tolmie Park on the north, one half block depth in from the north side of Woodley Avenue to the south and the municipal boundary to the east”, which is correct. However, the applicant states that “It appears that policy 6.8 has no application as our site is outside the Mount Tolmie Slopes area. We are on the flats and not the slopes so to speak.” This supposition is not correct, as the proposed development is in an area (south side of Woodley Road to Argyle Avenue, and Richmond Road to the Oak Bay municipal boundary) that was similarly rezoned to RS-12 in 1990. A number of long-time residents of the area recall participating in the rezoning process at that time, and it is also why Policy 6.8 references the RS-12 Zone as a minimum parcel size, and not RS-13.

As further justification for the proposal, the applicant suggests the corner parcels at 1900 Argyle Avenue and 3311 Richmond Road might, at some future time, be redeveloped into some sort of multi family development, and that the current proposal would therefore act as a “buffer” between such a development and the RS-12 zoned single family neighbourhood beyond. The applicant cites the recently approved attached housing development at the corner of Kings Road and Richmond Road as an example, but that proposal was not subject to policy 6.8 of the Shelbourne Local Area Plan and was in an area where similar multi-family development had also occurred.

Houses in the neighbourhood range from one to two-storeys in height and typical finishes include stucco and horizontal and clapboard siding. Roofs are generally hipped or gabled and clad in asphalt shingles.

The Official Community Plan notes the importance of neighbourhood character and the role that building style, exterior finish, massing, and height have on the effective integration of new housing stock. Staff have recommended that a building scheme or house designs, similar to other applications, be provided. However, the applicant states that they would prefer not to covenant house designs, noting that there appears to be no consistent design theme or architectural 'style' in the neighbourhood, and that their pre-application consultation with neighbours "reveals that they have no particular design preference for the new houses." The applicant is unwilling to provide conceptual designs for houses on the proposed lots.

The applicant has not offered any additional level of energy efficiency for new dwellings constructed on the proposed lots. However, on December 3, 2018 Council adopted the BC Energy Step Code, a new performance-based standard of the building code. The BC Energy Step Code is not designed to replace green building program certifications, but rather to provide a consistent energy metric baseline for performance modelling across all municipalities. Following a successful rezoning and subdivision application, as the applicant would be applying for a Building Permit after June 1, 2019, they would be expected to meet the requirements of Step 1 of the Code up until December 31, 2019, and Step 3 thereafter. The applicant is unwilling to commit to ensuring any new dwellings on the proposed lots would be made solar ready.

The subject proposal could add two additional single-family dwelling lots (and potentially secondary suites) into a neighbourhood well served by a broad range of commercial businesses, public transit and parks. Camosun College and Lansdowne Middle School are within walking distance as is St. Michael's University school. While market housing, the new houses on smaller lots would increase the stock of single-family dwellings within Saanich. The availability of a broad range of services within walking distance as well as access to transit would allow homeowners/renters to allocate less monthly expenditures to transportation.

The proposed RS-6 Zone would allow for a new dwelling on proposed Lot 1 to have a maximum of 287 m² gross floor area, and 310 m² for new dwellings on proposed Lots 2 through 4. This would be similar in size to a number of existing houses in the neighbourhood, but would be smaller than the maximum house size allowed under the RS-12 Zone, which allows a house size of up to 667 m².

Variations

A number of variations would be required as part of this proposal, which are summarized in Table 2. The Subdivision Bylaw requires a minimum lot depth of 27.5 m for a standard lot, and 30 m for a panhandle lot. Proposed Lot 1, a standard lot, would have a depth of 22.12 m and would therefore require a variance of 5.38 m. Proposed Lots 2 and 3 would be panhandle lots with depths of 21.78 m and 21.9 m, and would require variations of 8.22 m and 8.1 m respectively.

Table 2: Variances required (under RS-6 Zoning)

	Item	Required	Proposed	Variance
1	Lot Depth – Lot 1	27.5 m	22.12 m	5.38 m
2	Lot Depth – Lot 2	30 m	21.78 m	8.22 m
3	Lot Depth – Lot 3	30 m	21.9 m	8.1 m
4	Access Strip Width – Lot 2	4 m	2.43 m	1.57 m
5	Access Strip Width – Lot 3	6 m	2.43 m	3.57 m
6	Rear Yard Setback – Lot 1	7.5 m	1.5 m	6.0 m
7	Combined Setback – Lot 1	15.0 m	7.5 m	7.5 m
8	Front Yard Setback – Lot 2	6.0 m	1.5 m	4.5 m
9	Rear Yard Setback – Lot 2	7.5 m	3.0 m	4.5 m
10	Combined Setback – Lot 2	15.0 m	4.5 m	10.5 m
11	Front Yard Setback – Lot 3	6.0 m	3.5 m	2.5 m
12	Rear Yard Setback – Lot 3	7.5 m	3.5 m	4.0 m
13	Combined Setback – Lot 3	15.0 m	7.0 m	8.0 m

The unconventional lot layouts would also result in variances for setbacks. The RS-6 Zone requires setbacks of 6.0 m from a front lot line and 7.5 m from a rear lot line, provided that the combined front and rear setbacks are not less than 15.0 m. Proposed Lot 1 would have a rear setback of 1.5 m and combined front and rear setback of 7.5 m. Proposed Lot 2 would have a front yard setback of 1.5 m, a rear yard setback of 3.0 m, and a combined front and rear setback of 4.5 m. Proposed lot 3 would have front and rear yard setbacks of 3.5 m each, with a combined setback for both of 7.0 m. Proposed Lot 4 would meet the setback requirements of the RS-6 zone and require no variances.

Staff acknowledge that proposed Lots 1, 2 and 3, while deficient in front or rear yard setback distances, do have side yard setbacks well in excess of the required minimums of the RS-6 Zone. Should Council wish to support this proposal, it is recommended that these larger side yards be secured by Covenant, otherwise a future builder might default to the 1.5 m and 3 m minimums of the RS-6 Zone, which would have greater impacts on the privacy of neighbours and potentially higher tree loss.

Lastly, the required width of a panhandle access strip is 4 m or 6 m (if the length of the strip is 37.5 m or greater). Plans submitted show panhandle strips with widths of approximately 2.43 m each, requiring a variance of 1.57 m for the access strip serving proposed Lot 2 and 3.57 m for the access strip serving Proposed Lot 3.

As noted earlier, the applicant has been consistent in requesting a site-specific zone, which would be tailored to the proposal and, in the applicant’s view, would therefore require no variances. However, a site-specific zone would only remove the variances required under the Zoning Bylaw and, again as noted, staff are not supportive of this approach. The site specific zone would also have to redefine what is considered a front, rear and or side yard for some of

the panhandle lots to conform with what the applicant has described as front and rear vs. side yards. Were a site-specific zone granted, it still would not cover off the variances that would be necessary due to requirements of the Subdivision Bylaw (see items 1 through 5 shown in Table 2).

Servicing

Servicing requirements call for Argyle Avenue fronting this subdivision to be widened to 8.5 m complete with a concrete curb and gutter. A cash contribution would be required in lieu of road improvements along the frontage of this subdivision on Richmond Road based on residential road standards including bike lane, concrete curb, gutter and sidewalk. A 5.0 m wide shared driveway complete with catch basin would be required to be constructed from Richmond Road to serve proposed Lots 1 to 3.

Stormwater management must be provided in accordance with the requirements of Schedule H "Engineering Specifications" of the Subdivision Bylaw. This subdivision is within a Type II watershed area which requires stormwater storage, oil/grit separator or grass swale and sediment basin.

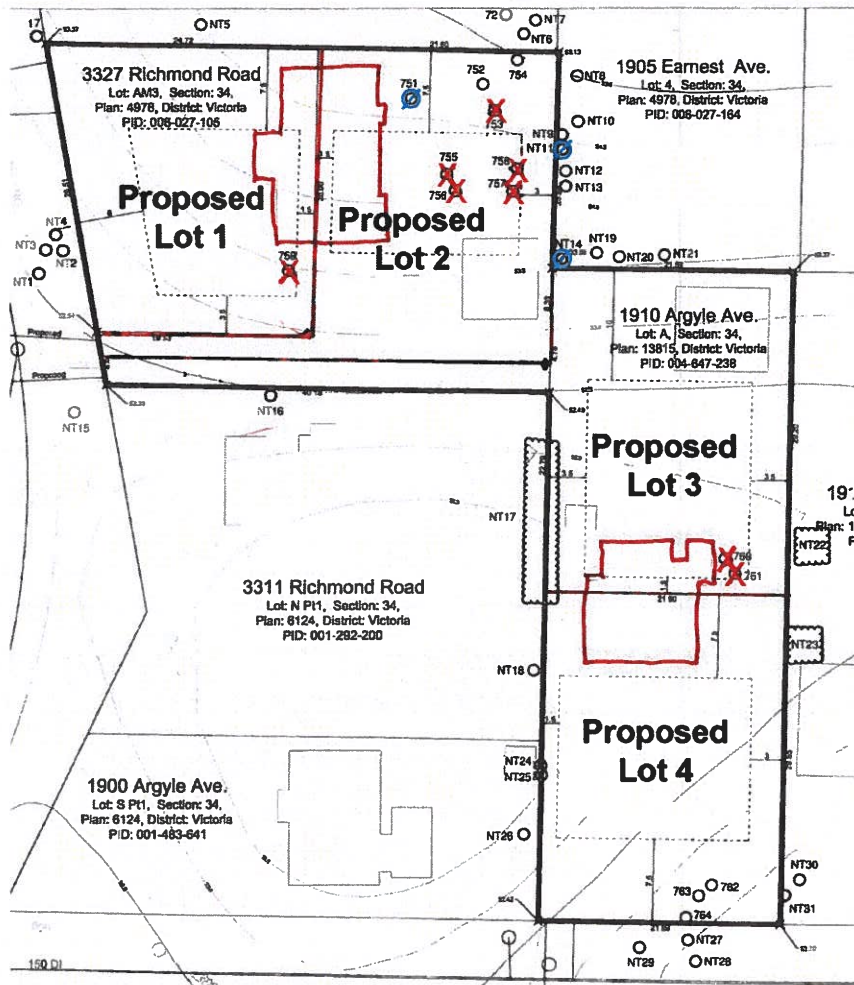
Proposed Lot 3 would require a new storm drain connection, and Proposed Lots 2 and 3 would both require new sewer and water connections from the existing mains on Richmond Road. The existing 13 mm water service to proposed Lot 4 would need to be upgraded to 19 mm.

If approved, the existing non-conforming buildings would need to be removed prior to subdivision approval, and demolition permits would be required.

Environment

The subject properties are shown in the area identified as "Major Tree Cover" on Map 5.1 of the Shelbourne Local Area Plan. As noted earlier, there are small Garry oak groves at the front of both lots, as well as in the rear of 3327 Richmond Road. The arborist's report by Talbot McKenzie & Associates dated November 22, 2017 identified 47 trees, of which 15 trees (all of which are bylaw-protected) were located on the subject property. All of the trees on site are Garry oaks, with the exception of two Western Red Cedars.

The arborist's report considered two (2) earlier options proposed by the applicant, of which Option 'B' in the arborist's report is closest to the current proposal (the main difference being the separate panhandle access strips for proposed Lots 2 and 3 of the current proposal were shown as a combined "strata driveway" in the arborist's report). According to the arborist's report, of the 15 trees on site, 8 trees (including the 2 Western Red Cedars) would be removed during subdivision and subsequent build-out, 5 would be retained, and another 2 are listed as "TBD". In addition, a Monterey Cypress tree (Tag #NT14) listed as being on a neighbour's property at the south west corner of 1905 Earnest Avenue is also listed as "TBD" (see Figure 3).



NOTES

- Trees To be Removed (marked 'x'):

Garry oaks - 753, 755, 756, 757, 758 & 759

Western red cedars - 760 & 761

- Trees "To be Determined" (marked 'Ø'):

Garry oaks - 751, NT11

Monterey cypress - NT14

- Existing dwellings to be removed shown in red

Figure 3: Trees to be Removed (from plans by Molto Bene Enterprises)

The proposed subdivision would significantly reduce tree coverage and vegetation, which would impact not only the property, but potentially a tree on a neighbouring property as well. Only 5 of the 15 trees on the site are proposed for retention. This proposal is not consistent with the goals of the Urban Forest Strategy or the language in the Shelbourne Local Area Plan, such as Policy 5.1: "Seek opportunities to protect indigenous vegetation, wildlife habitats, aesthetic landscapes and views when reviewing applications for change in land use."

Climate Change and Sustainability

The Official Community Plan (OCP) adopted in 2008 highlights the importance of climate change and sustainability. The OCP is broadly broken down into the pillars of sustainability including environmental integrity, social well-being and economic vibrancy. Climate change is addressed under the environmental integrity section of the OCP and through Saanich's Climate Action Plan.

The following is a summary of the Climate Change and Sustainability features and issues related to the proposed development. It is important to note that this summary is not, and cannot be, an exhaustive list of issues nor a detailed discussion on this complex subject matter. This section is simply meant to ensure this important issue is a key part of the deliberations on the subject application.

Climate Change

This section includes the specific features of a proposal related to mitigation and adaptation strategies. Considerations include: 1) Project location and site resilience; 2) Energy and the built environment; 3) Sustainable transportation; 4) Food security; and 5) Waste diversion.

The proposed development includes the following considerations related to mitigation and adaptation:

- The proposal is an infill project located within the Urban Containment Boundary and Sewer Service Area, that is able to use existing roads and infrastructure to service the development;
- Limited infill through the development of new single-family housing inside the Urban Containment Boundary provides a much desired housing form within Saanich that people would otherwise have to commute further distances for elsewhere in the region. The number of lots so created are limited in number, and might not result in significant long-term negative impacts, as long as the majority of future growth is focussed in “Centres”, “Villages”, and along key corridors;
- The proposal is approximately 840 m from Hillside Mall (in the City of Victoria) and the Hillside Major “Centre”, where a range of commercial and personal services are provided, employment opportunities exist, and where the majority of future residential and commercial growth is to be focused as per the Official Community Plan;
- The site is also within 145 m of St. Michael’s University School and 365 m to Lansdowne Middle School, and the Lansdowne Campus of Camosun College is immediately to the south across Argyle Avenue. Nearby parks include Browning Park (770 m away) and Mount Tolmie Park (971 m away). As a rough measure, in general, a walking distance between 400 - 800 m is considered optimal in encouraging the average person to walk to a service or access public transit, instead of driving to their destination. Obviously, health, weather, comfort/ease of use related to alternative transportation, and purpose of the trip all play a role in a person choosing a particular travel mode;
- Sidewalk and cycling infrastructure are typical for a low density neighbourhood in Saanich. Improvements still need to be made to further support and encourage walking and cycling locally and in the Region;
- Proximity to public transit is respectable - north and southbound bus stops on Richmond Road are located 40 m and 63 m away respectively, and are serviced by transit Route #14 (Vic General/UVic) with a frequency of 15 minutes.

Sustainability

Environmental Integrity

This section includes the specific features of a proposal and how it impacts the natural environment. Considerations include: 1) Land disturbance; 2) Nature conservation; and 3) Protecting water resources. The proposed development includes considerations related to the natural environment, such as:

- The proposal is a compact, infill development in an already urbanized area without putting pressures onto rural areas.

Social Well-being

This section includes the specific features of a proposal and how it impacts the social well-being of our community. Considerations include: 1) Housing diversity; 2) Human-scale pedestrian-

oriented developments; and 3) Community features. The proposed development includes the following considerations related to social well-being, such as:

- Secondary Suites are permitted in this area. The applicant has stated it is not their intent to include secondary suites in this development, but have not ruled it out either, and so the development could have the potential for a total of eight families or households.
- A range of outdoor, community, and recreation opportunities are available within reasonable walking/cycling distance. Nearby parks include Browning Park and Mount Tolmie Park.

Economic Vibrancy

This section includes the specific features of a proposal and how it impacts the economic vibrancy of our community. Considerations include: 1) Employment; 2) Building local economy; and 3) Long-term resiliency. The proposed development includes features related to economic vibrancy, such as:

The development would create local short-term jobs during the construction period; and Home based businesses would be permissible in this proposed development.

CONCLUSION

The applicant has requested to rezone the two subject parcels from the RS-12 (Single Family Dwelling) Zone to an "RS-6: Specialized" Zone. Staff are not supportive of the creation of a site-specific zone given the number and scale of the variances listed in the report. Furthermore, staff do not support the proposed development but are considering the application as one to rezone to RS-6 (Single Family Dwelling) Zone and a Development Variance Permit to vary siting requirements.

The subject proposal could add two additional single-family dwelling lots (and potentially secondary suites) into a neighbourhood well served by a broad range of commercial businesses, public transit and parks. Camosun College and Lansdowne Middle School are within walking distance as is St. Michael's University School. While market housing, the new houses on smaller lots would increase the stock of single-family dwellings within Saanich. The availability of a broad range of services within walking distance as well as access to transit would allow homeowners/renters to allocate less monthly expenditures to transportation.

The proposed rezoning and subdivision at 1910 Argyle Avenue and 3327 Richmond Road would result in two new single-family dwelling lots (four lots in total). Proposed Lots 1 through 4 would range in size from 575.28 m² to 736.37 m², which would be considerably smaller than the prevalent lot sizes in the area east of Richmond Road. The existing dwellings would be removed, and the potential size of new dwellings that could be constructed would range from a maximum of 287 m² gross floor area for Lot 1 up to 310 m² for new dwellings on proposed Lots 2 through 4. Variances would be required for lot depth, setbacks and the width of proposed panhandle access strips.

The applicant has not offered any additional level of energy efficiency for new dwellings constructed on the proposed lots, nor to make them solar ready. However, on December 3, 2018 Council adopted the BC Energy Step Code, with the result that new homes constructed after June 1, 2019 will be required to achieve Step 1 of the BC Energy Step Code, and Step 3 for those constructed after January 1, 2020.

As a result of Shelbourne Local Area Plan Policies 6.2 and in particular 6.4, staff are unable to support the application from a policy perspective. The unconventional lot configurations and setbacks are additional concerns.

The applicant is of the opinion that the Shelbourne Local Area Plan Policy 6.8 does not apply to these properties, but only to the RS-13 zoned properties further north. Staff believes that Policy 6.8 does apply to the subject properties.

Shelbourne Local Area Plan Policy 6.8 was advocated for, and developed in close consultation with the residents of the area. Residents have noted significant concerns with the proposed development as it is inconsistent with the policy developed for the area and included in the Shelbourne Local Area Plan.

Although the Official Community Plan does contemplate limited infill in neighbourhoods inside the Urban Containment Boundary, maintenance of the existing character of those neighbourhoods must be taken into consideration. While the size of new dwellings on the proposed lots may be similar to existing housing in the neighbourhood, the proposed lot size would be smaller than would be allowed under existing RS-12 Zoning and also smaller than the existing pattern of development in the neighbourhood.

For the above-noted reasons, staff cannot support the subject application at the present time.

Prepared by:



Chuck Bell

Planner

Reviewed by:



Shari Holmes-Saltzman

Manager of Current Planning

Approved by:



Sharon Hvozdzanski

Director of Planning

CWB/jsp

Attachments

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.



Paul Thorkelsson, Administrator