

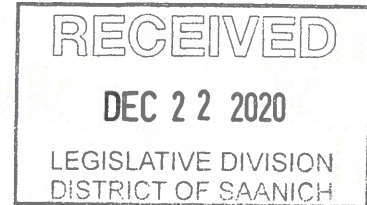


The Corporation of the District of Saanich

C 11 Jan 21

Report

To: Mayor and Council
From: Sharon Hvozdanski, Director of Planning
Date: December 22, 2020
Subject: Rezoning, Development Variance Permit and Subdivision Application
File: REZ00536; DVP00347; SUB00714 • 3661 Tillicum Road



RECOMMENDATION

1. That the application to rezone from RS-6 (Single Family Dwelling) Zone to the RS-4 (Single Family Dwelling) Zone be approved.
2. That Final Reading of the Zoning Amendment Bylaw be withheld pending registration of a covenant to secure the following:
 - Development of the property in accordance with the plan of subdivision prepared by McNeil Building Designs Limited, date stamped received on February 22, 2019; and
 - That dwellings on proposed Lots A and B be constructed generally in accordance with the character, scale and massing, as shown on house plans prepared by McNeil Building Designs Limited, and date stamped February 22, 2019, and be constructed to include one energized outlet in each garage capable of providing Level 2 electric vehicle charging and the installation of the necessary conduits to be solar ready for future installation of photovoltaic and/or solar hot water systems.

PURPOSE

The purpose of this report is to seek direction from Council on the subject application. The subject application is for rezoning to accommodate a subdivision at 3661 Tillicum Road, resulting in one new lot (two lots total). Variances are requested for lot depth. The applicant is Ron McNeil.

DISCUSSION

Neighbourhood Context

The subject property is located in the Carey Local Area, one block north of the Trans-Canada Highway. This RS-6 (Single Family Dwelling) zoned property measures 1028 m² in area, is located at the northeast corner of Tillicum Road and Crease Avenue. It should be noted that while the Crease Avenue road right-of-way connects up to Tillicum Road, the road itself does not, and ends in a cul-de-sac with a footpath that continues west to the Tillicum Road sidewalk.

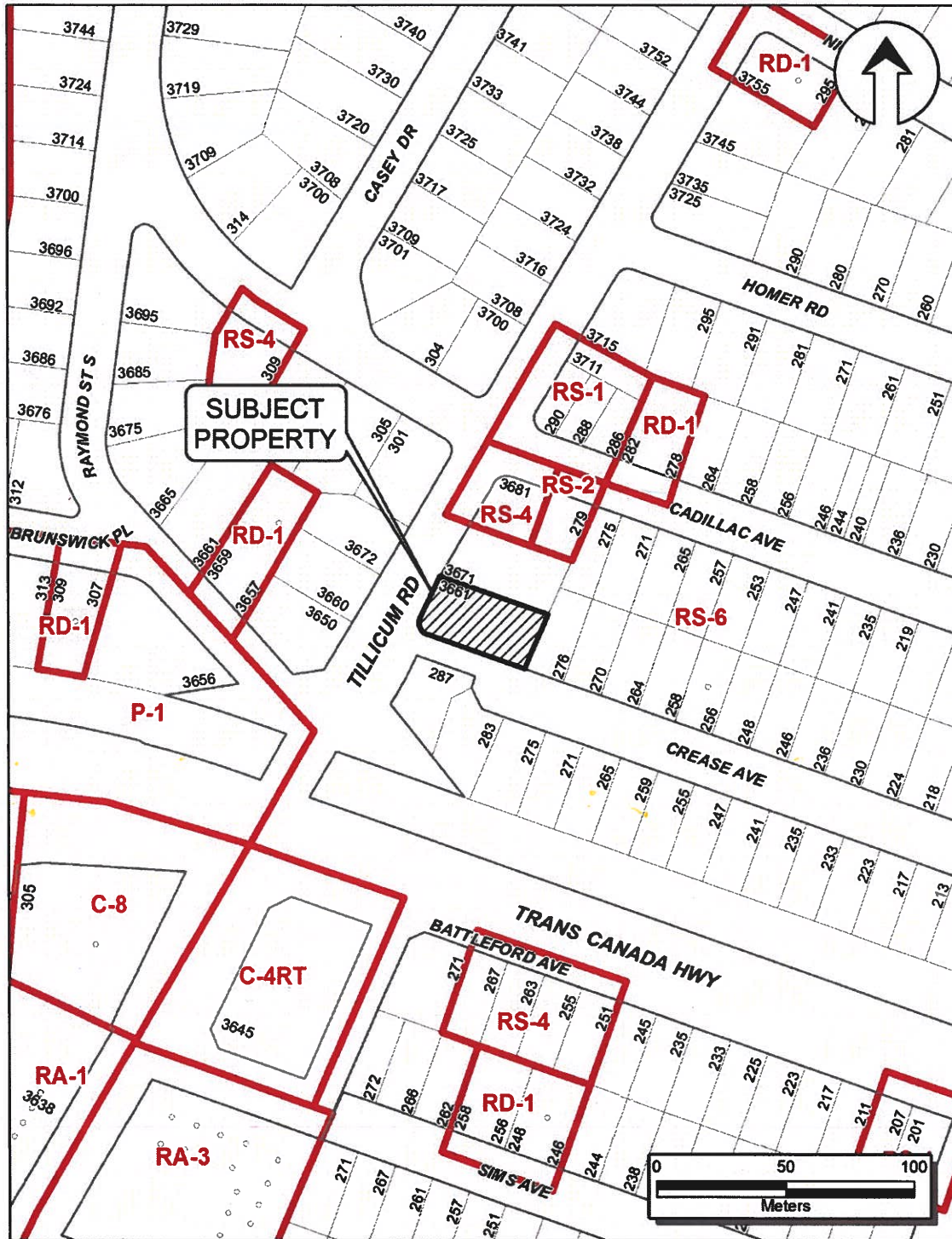


Figure 1: Neighbourhood Context

Although the subject parcel is in close proximity to the Tillicum-Burnside and Uptown Major “Centers”, it is not in either centre. The area is a predominantly single family dwelling neighbourhood. The parcel is surrounded by RS-6 (Single Family Dwelling) zoned parcels. Nearby properties include a few RD-1 (Two Family Dwelling) zoned parcels, and two parcels on

the same block at the intersection of Tillicum Road and Cadillac Avenue are zoned RS-4 and RS-2 respectively, the result of a rezoning and subdivision application that was approved in 2003. (see Figure 1). An application to rezone a nearby parcel at 288 Cadillac Avenue to RS-1 (Single Family Dwelling McKenzie) Zone, to accommodate a subdivision resulting in a total of four lots was considered by Council on October 30, 2017, and given final reading and adoption on February 19, 2018.

The site is located 940 m travel distance from the Uptown Shopping Centre and 580 m travel distance from the Tillicum Shopping Centre. Nearby parks include Hampton Park (332 m away), Colquitz Park (376 m away), and Mount View Park (421 m away). The closest school is Colquitz Middle School, located 188 m to the west. The site is also 643 m from Tillicum Community School and 880 m from McKenzie Elementary.

Proposed Land Use

The proposed rezoning from RS-6 (Single Family Dwelling) Zone to the RS-4 (Single Family Dwelling) Zone would accommodate a subdivision to create one additional lot (two lots total) for single family dwelling use. The lots would have an area of 548.6 m² (for proposed Lot A) and 482.4 m² (for proposed Lot B). The existing house on the property would be removed.

Site and Building Design

The subject site slopes down gently from the north to south, though along the Tillicum Road frontage a retaining wall separates the existing yard, which is a few feet higher, from the sidewalk. The retaining wall terminates in the right-of-way to the south near the footpath, which itself slopes up towards the Crease Avenue cul-de-sac.

The existing dwelling would be removed and a new dwelling constructed on each of the proposed lots. The proposed east-west lot configuration would allow the proposed new dwelling on Lot A to face Tillicum Road, and the proposed new dwelling on lot B to face Crease Avenue. An easement over proposed lot B would allow access from Crease Avenue to the rear of proposed Lot A (see Figure 2).

The applicant has provided a conceptual streetscape elevation along Crease Avenue (see Figure 3). This is provided for illustrative purposes to give an understanding of how the general massing of new houses on these lots would appear. The applicant has also provided plans and elevations for each of the proposed dwellings. These designs would be secured by covenant.

Proposed building materials would include cement fiber board-and-batten as well as horizontal siding, cedar shingle and cultured stone accents, perforated aluminum soffits, and fiberglass shingle roofs. Each dwelling would include a two-car garage and additional parking would be available on the driveways. Secondary suites are not currently proposed as part of the designs.

The single family dwellings would be required to meet Step 3 of the BC Energy Step Code (or the latest Step Code level required at time of building permit) and would include the necessary conduits to be solar ready for the future installation of photovoltaic and/or solar hot water systems. The applicant has stated that the proposed dwellings would include one energized outlet in each garage capable of providing Level 2 electric vehicle charging. These commitments would be secured by covenant.

The proposal would require a variance for lot depth for Proposed Lots A and B. The Subdivision Bylaw requires a minimum lot depth of 27.5 m, plans submitted show lot depths of 22.83 m for

proposed Lot A and 22.94 m for proposed Lot B. A variance of 4.67 m would be required for proposed Lot A and 4.56 m for proposed Lot B.

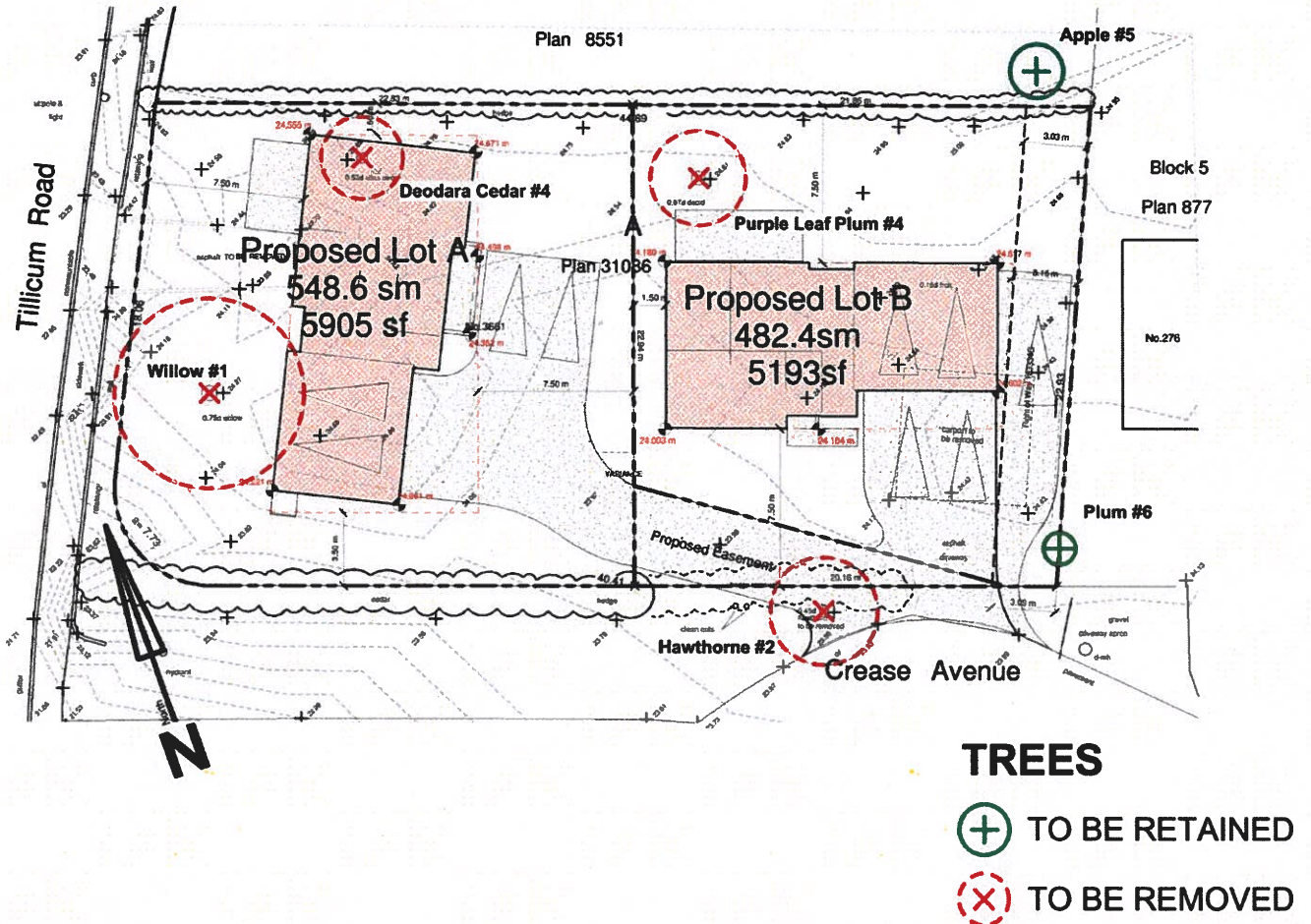


Figure 2: Proposed Subdivision (from plans by McNeil Building Designs Limited)



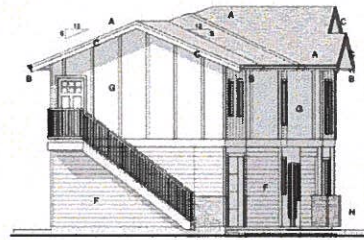
Figure 3: Proposed Conceptual Streetscape Elevation (from plans by McNeil Building Designs Limited)



North Elevation



West (Tillicum) Elevation



South (Crease) Elevation

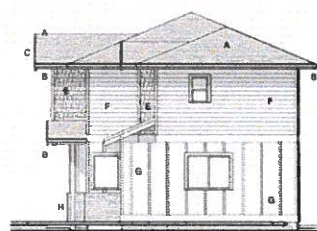
Figure 4: Proposed House Elevations – Lot A (from plans by McNeil Building Designs Limited)



North Elevation



South (Crease) Elevation



East Elevation

Figure 5: Proposed House Elevations – Lot B (from plans by McNeil Building Designs Limited)

Consultation

A referral was sent from the Planning Department to the Mt. View Colquitz Community Association (MVCCA). In an earlier version of the proposed development the lots were configured in an east-west lot orientation. The Planning Department had suggested to the applicant that a duplex proposal, rather than a two-lot subdivision might be more supportable. The applicant produced design drawings for a duplex and presented these at a neighbourhood meeting held by the MVCCA on August 23, 2017.

In an email dated August 24, 2017, the MVCCA indicated their continued support for the original two-house redevelopment over a rezoning to duplex, citing the following as reasons:

- The immediate neighbours who attended the August 23, 2017, meeting preferred two houses;
- Small houses are more in keeping with the character of the neighbourhood;
- The resulting lots will be a good size, for these small homes; and
- Neighbour concerns such as parking and stormwater will be addressed in the revised two house proposal.

Based on this feedback the applicant has elected to continue with a revised version of the two lot subdivision proposal. The revised proposal proposed a north-south lot configuration, which would result in the required removal of the existing dwelling. This would allow the proposed new dwelling on Lot A to face Tillicum Road, and the proposed new dwelling on lot B to face Crease Avenue. The revised application was circulated to the MVCCA in September 2019. The MVCCA responded indicating no objection to the project. A copy of the detailed referral comments from the MVCCA is included in the agenda package.

ALTERNATIVES

1. That Council approve the recommendations as outlined in the staff report.
2. That Council reject the recommendations as outlined in the staff report.
3. That Council provide alternate direction to Staff.

FINANCIAL IMPLICATIONS

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

STRATEGIC PLAN IMPLICATIONS

The subject proposal in part works towards achieving one of Council's key Strategic Plan goals, namely; the development of "Affordable and diverse housing that meets our residents' needs now and in the future".

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.”
- 4.2.1.18 “Encourage new development to achieve higher energy and environmental performance through programmes such as ‘Built Green’, LEED or similar accreditation systems.”
- 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 four-storeys); and
 - Mixed-use (commercial/residential) (up to four-storeys)”
- 5.1.2.3 “Evaluate zoning applications for two-family dwellings on the basis of neighbourhood context, lot size, building scale and design, access and parking.”
- 5.1.2.4 “Two-family dwelling lots should be 1.3 the minimum size of the largest adjacent single family dwelling zone. However, where a local area plan policy supports a zone with a minimum lot area that is smaller than the existing minimum lot area, then the local area plan policy shall apply for the purpose of calculating the minimum area for a two-family dwelling lot.”
- 5.1.2.5 “Well designed duplexes on corner and double fronting lots will be given favourable consideration.”
- 5.1.2.10 “Review existing regulations to consider the provision of a wide range of alternative housing types, such as ‘flex housing’ and ‘granny flats’.”

Carey Local Area Plan (1999)

- 5.1 “Support the concept of developing land within the Urban Containment Boundary for urban uses.”
- 9.1 “Protect and maintain the stability and character of Carey by maintaining single-family housing as the predominant residential land use.”
- 9.3 “Consider subdivision and rezoning for single-family infill development in established neighbourhoods that is compatible with and contributes to the character and quality of the community and preserves privacy of dwellings.”

Policy Analysis

The proposal is consistent with the Official Community plan, which contemplates limited infill in neighbourhoods inside the Urban Containment Boundary, and notes that “maintenance of neighbourhood character is of paramount importance when considering new developments within established areas.”

With the exception of one RS-4 and one RS-2 zoned lot at the corner of Cadillac Avenue and Tillicum Road, (the result of a subdivision completed in 2003), lots on the same block as the subject application are all zoned RS-6, and most range in size from 520 to 523 m² which is slightly smaller than the 560 m² minimum lot size of the RS-6 Zone.

The proposed RS-4 Zone has a minimum lot size of 460 m², and the proposed lots would have areas of 548.6 m² and 482.4 m², respectively.

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. The applicant has provided a conceptual streetscape elevation along Crease Avenue (see Figure 3). The elevations are provided for illustrative purposes to give an understanding of how the general massing of new houses on these lots would appear.

Houses in the neighbourhood range from one to two-storeys in height, and styles vary somewhat but are typically hipped or gabled roofs. Finishes on neighbouring houses are mainly stucco or horizontal siding, and asphalt shingle roofing is used throughout.

The design of the proposed dwellings would be traditional in style with a combination of hip and gable roofs. Proposed materials would consist of horizontal hardie plank siding, hardie panel board and batten, cedar shingle siding for some upper bay windows, and stone accents on the lower levels. The design of the proposed dwellings would be compatible with the existing eclectic mix of housing styles on the block.

The applicant has stated that they are willing to commit to ensuring the new dwellings on proposed Lots 1 and 2 and would be made "solar ready" and would include one energized outlet in each garage capable of providing Level 2 electric vehicle charging. These commitments would be secured by covenant.

Variations

Variations are requested for Lot depth for both Lot A and Lot B as the Subdivision Bylaw requires a minimum lot depth of 27.5 m for conventional (as opposed to panhandle) lots. The applicant is requesting a variance for lot depth of 4.67 m for proposed Lot A, and 4.56 m for proposed Lot B.

Staff have reviewed the requested variations for lot depth and believe that the requested lot depth variations of 4.67 m and 4.56 m would have negligible impact on the street appearance or character of the neighbourhood, noting that the lot widths of Proposed Lot A and Lot B, at 22.94 m and 20.16 m respectively, are well in excess of the minimum lot width of 14 m and would provide a functional building envelope.

Staff also note that the proposed lot areas of areas of 548.6 m² and 482.4 m² are larger than the minimum lot size of 460 m² of the RS-4 Zone.

The proposed lot areas meet the required minimum lot area, and would allow a reasonable placement of a dwelling on the lot. For these reasons the requested variations for lot depth can be supported.

Servicing

Servicing requirements call for the existing driveway drop on Tillicum Road to be replaced with a standard section of non-mountable curb, gutter and sidewalk complete with a retaining wall.

A new driveway from Crease Avenue and a parking area capable of parking two cars on site is required at time of house construction. Easements for Access, Sewer and Water will be required over proposed Lot B in favour of Lot A, and will be a requirement at the time of subdivision.

Water and sewer connections will be required for proposed lot B from the existing mains on Crease Avenue. The existing sewer connection must be capped and provided with an inspection chamber for future use by proposed Lot A. The existing 13 mm water meter is to be replaced with a 19 mm meter on Tillicum Avenue to serve proposed Lot A.

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 I watershed area which requires stormwater storage, construction of wetland or treatment train and sediment basin.

Environment

According to the Construction Impact Assessment & Tree Preservation Plan by Talbot McKenzie & Associates, dated August 6, 2019, two Bylaw protected trees exist on the property, a Weeping Willow (tree #1) and a Purple Leaf Plum (tree #3). The Willow was considered by the arborist to be in poor health and the proximity of construction by the dwelling on proposed Lot A is expected to further contribute to the decline of this tree, therefore, its removal is recommended. The Purple Leaf Plum tree could be retained, though proximity to the foundation and patio would require pruning that would likely result in the removal of 20 percent of the canopy, and its retention would also require that the patio at the rear of the dwelling on proposed Lot B be raised, made permeable, and that any excavation for the patio as well as removal of the existing dwelling's foundation be supervised by an arborist. The applicant has indicated a preference to remove the tree, and the Arborists Report suggests that investing resources into replacement trees is a reasonable alternative.

A non-Bylaw protected Deodara Cedar (tree #4) on site would also be removed, and a Hawthorn tree (tree #2) located on Municipal property on the Crease Avenue frontage would also require removal to accommodate the proposed driveway.

Parks notes a shared Plum tree (tree #6) was identified in the Arborist Report, but not shown on the survey. This tree is near the existing driveway at the southeast corner. Since ownership has not been confirmed, Parks recommends the applicant contact the adjacent property owner to inform them of potential impacts to the tree and if required, receive permission for its removal prior to approval of the subdivision.

Parks also notes that at least one Schedule I boulevard tree will be required (two if the Hawthorne tree is removed), but there may not be space to plant in which case payment in lieu would be required.

In total, four trees are proposed to be removed (see Figure 2). Tree replacement requirements call for two trees to be planted on site, as well as two boulevard trees, and the applicant has provided a landscape plan that lists five new trees, including a Cedar tree to match the existing, two Crimson Sentry Maples, and two Vine Maples, but does not indicate where these are to be planted. Parks notes that, depending on the size of the trees to be planted, the application may or may not meet the intent of the "no net canopy loss" of the Urban Forest Strategy. The location of these replacement trees could be finalized at the Building Permit stage.

Environmental Services noted no concerns with the proposal.

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 580 m from Tillicum Mall and the Tillicum Burnside Major "Centre", and 940 m from the Uptown 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 188 m of Colquitz Middle School. Nearby parks include Hampton Park (232 m away), Colquitz Park (376 m away), and Mount View Park (421 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. However, the site is only 65 m from the Galloping Goose Regional trail. 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 Carey Road are located 606 m and 569 m away respectively, and are serviced by transit Route #30 (Royal Oak Exchange/Beacon Hill/James Bay) and #31 (Royal Oak Exchange/James Bay) which are Local Routes with frequencies of 10 minutes or less during peak times. In

addition, Route #50 (Langford/Downtown) has a westbound stop 104 m away on the Trans-Canada Highway and is a Regional Route with frequencies of 15 minutes during peak times;

- The applicant is willing to register a covenant to ensure that the new houses would be designed to be solar ready; and
- The proposed development could include sufficient area for backyard gardening. Long term plans call for a community garden in each Local Planning Area. An Agriculture and Food Security Task Force will be considering ways to improve food security in the community.

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:

- This development is in an area where secondary suites are normally permitted; and
- A range of outdoor, community, and recreation opportunities are available within reasonable walking/cycling distance. Nearby parks include Colquitz, Hampton, and Mt View 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 development.

CONCLUSION

Both the Official Community Plan and the Carey Local Area Plan anticipate limited infill in neighbourhoods inside the Urban Containment Boundary, including lots smaller than the standard 560 m² of the prevailing RS-6 Zone, provided that lot and surrounding conditions are taken into consideration. The style of the proposed houses would blend well with existing housing in the neighbourhood, the proposed lot size would be larger than the minimum required under the proposed RS-4 zoning and, while smaller than other lots immediately adjacent, they would be consistent with other lots in the nearby vicinity.

Alternatively, staff could also support the creation of one RD-1 (Two Family Dwelling) zoned parcel to construct a duplex. This would create the same number of dwelling units as the proposed RS-4 (Single Family Dwelling) Zone, but on one larger parcel, and would be consistent with Carey LAP policy 9.4, which contemplates rezoning to the RD-1 Zone.

This alternative was suggested to the applicant by staff, however after consulting with neighbours and the Mt. View Colquitz Community Association, the applicant expressed a desire to proceed to Council with the application in its present form.

The existing dwelling would be removed, and proposed Lots A and B would have areas of 548.6 m² and 482.4 m², depths of 22.83 m and 22.94 m, and widths of 22.94 m and 20.16 m, respectively. The proposed lot sizes would be similar to most lots in the immediate vicinity.

The requested lot depth variances of 2.29 m and 2.84 m would have negligible impact on the street appearance or character of the neighbourhood.

While market housing, the new proposed single-family dwellings would provide a much desired form of housing within the District of Saanich that people would otherwise have to commute further distances for elsewhere in the region.

For the above-noted reasons, Staff support the Subdivision, Rezoning and Development Variance Application, subject to the recommendations outlined on page 1 of this Report.

Prepared by



Chuck Bell

Planner

Reviewed by



Shari Holmes-Saltzman

Manager of Current Planning

Approved by



For:

Sharon Hvozdzanski

Director of Planning

CWB/rh

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.



Paul Thorkelsson, Chief Administrative Officer