

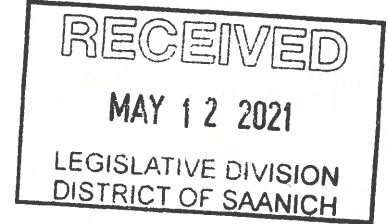


The Corporation of the District of Saanich

C 31 May 2021

Report

To: Mayor and Council
From: Sharon Hvozanski, Director of Planning
Date: May 11, 2021
Subject: Rezoning, Development Variance Permit, and Subdivision Application
File: REZ00648; DVP00438; SUB00856 • 3926 Grange Road



RECOMMENDATION

- 1. That the application to rezone the site at 3926 Grange Road from the RS-6 (Single Family Dwelling) Zone to the RS-6 Zone and the RS-4 (Single Family Dwelling) Zone be approved.
2. That Development Variance Permit DVP00438 be approved.
3. That prior to Public Hearing, written approval from the neighbouring Strata confirming that, if trees located on the adjacent property are to be altered or work is required in the root zones, they are aware of the possibility and provide written permission to permit these activities.
4. That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Variance Permit be withheld pending registration of a covenant to secure the following:
- Development of the property in accordance with the plan of subdivision prepared by Aspire Custom Designs date stamped received on May 6, 2021; and
- The dwelling on proposed Lot A be constructed generally in accordance with the character, scale and massing, as shown on house plans prepared by Aspire Custom Designs date stamped received on May 6, 2021, and be constructed to include an electric vehicle plug-in in the garage 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 application is to rezone a portion of the parcel from RS-6 (Single Family Dwelling) Zone to RS-4 (Single Family Dwelling) Zone in order to subdivide to create one additional lot (two lots total) for single family dwelling use. Variances are requested for lot depth and siting. The applicant is Leonard Mannix.

DISCUSSION

Neighbourhood Context

The 1070 m² site is located in the Carey Local Area, on the west side of Grange Road. The site is bordered by Mina Avenue on the north side and Iris Avenue on the south side. The west side is bordered by Mina Walk which is a private strata road. The site contains a single family dwelling that would be retained. Surrounding land use is single family dwellings on RS-6 zoned parcels (see Figure 1). The neighbourhood is predominantly RS-6 zoned single family dwellings with a number of RS-4 zoned infill lots.

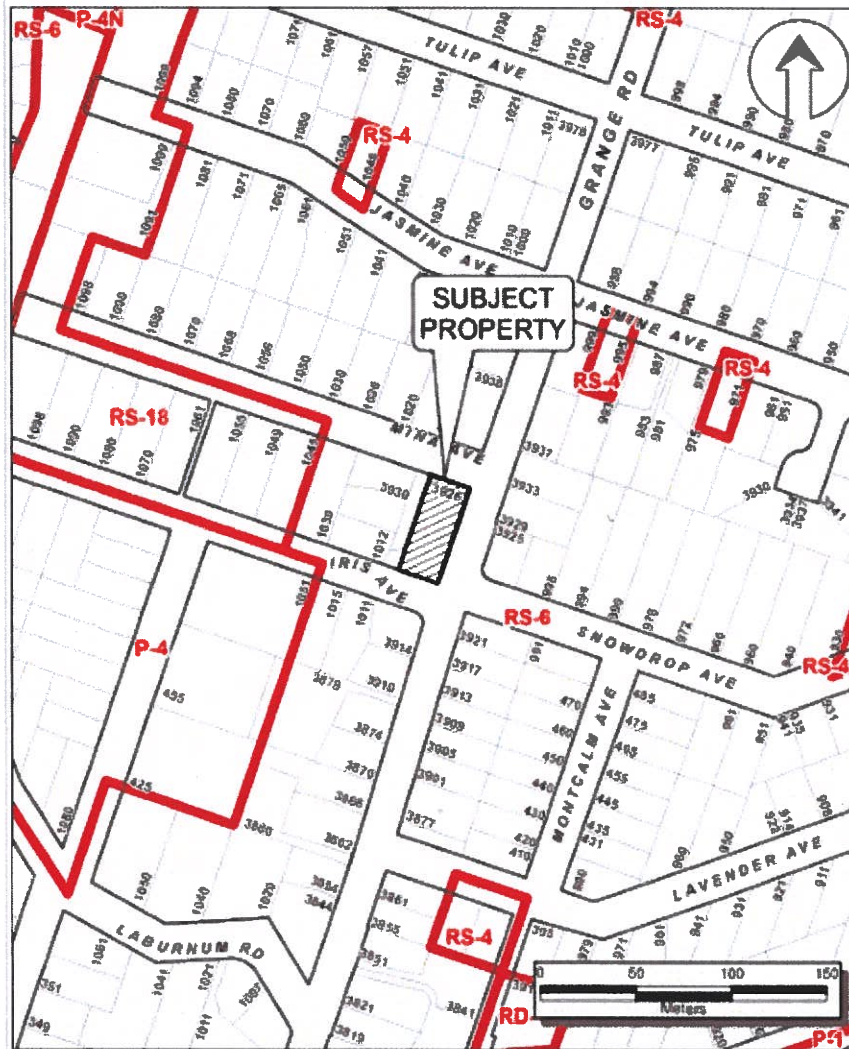


Figure 1: Context Map

The site is located within 2.2 km travel distance of Tillicum Major “Centre”, where a broad 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 per the Official Community Plan. The site is within 400 m of Marigold Elementary School, 1.9 km of Colquitz Middle School, and 540 m of Spectrum Community School. Nearby parks include Marigold Park, 400 m travel distance and Hyacinth Park and Colquitz River Park, 735 m travel distance. Parkes Community Recreation Centre and Centennial Library are 2.5 km travel distance to the southeast.

Proposed Land Use

The proposed rezoning would accommodate one additional lot, for a total of two lots, for single family dwelling use (see Figure 2). Proposed Lot A would have a lot area of 505 m² and would require rezoning to the RS-4 Zone. Proposed Lot B would have an area of 565 m² and would retain its RS-6 Zoning. The existing dwelling would be retained on proposed Lot B. Access to both lots would be from Grange Road.



Figure 2: Proposed Subdivision (from plans by Aspire Custom Designs)

Site and Building Design

The existing dwelling to be retained on proposed Lot B is two storeys with 196.48 m² gross floor area. While no changes to this dwelling are proposed, variances would be required for the front yard and rear yard setbacks, and for the combined front and rear yard setback in order to meet the existing regulations.

The applicant has provided conceptual house elevations for the new dwelling to be constructed on proposed Lot A (see Figure 3). The proposed 3-bedroom dwelling would be two-storeys plus basement, would have a gross floor area of 247.2 m², and would contain a secondary suite. The dwelling would comply with the maximum 252.5 m² gross floor area and maximum 202 m² non-basement floor area for the RS-4 Zone. The dwelling would have a contemporary design typical of other recently constructed dwellings in the neighbourhood. Exterior building materials would include hardie-plank, stained wood, and stone/rock siding.

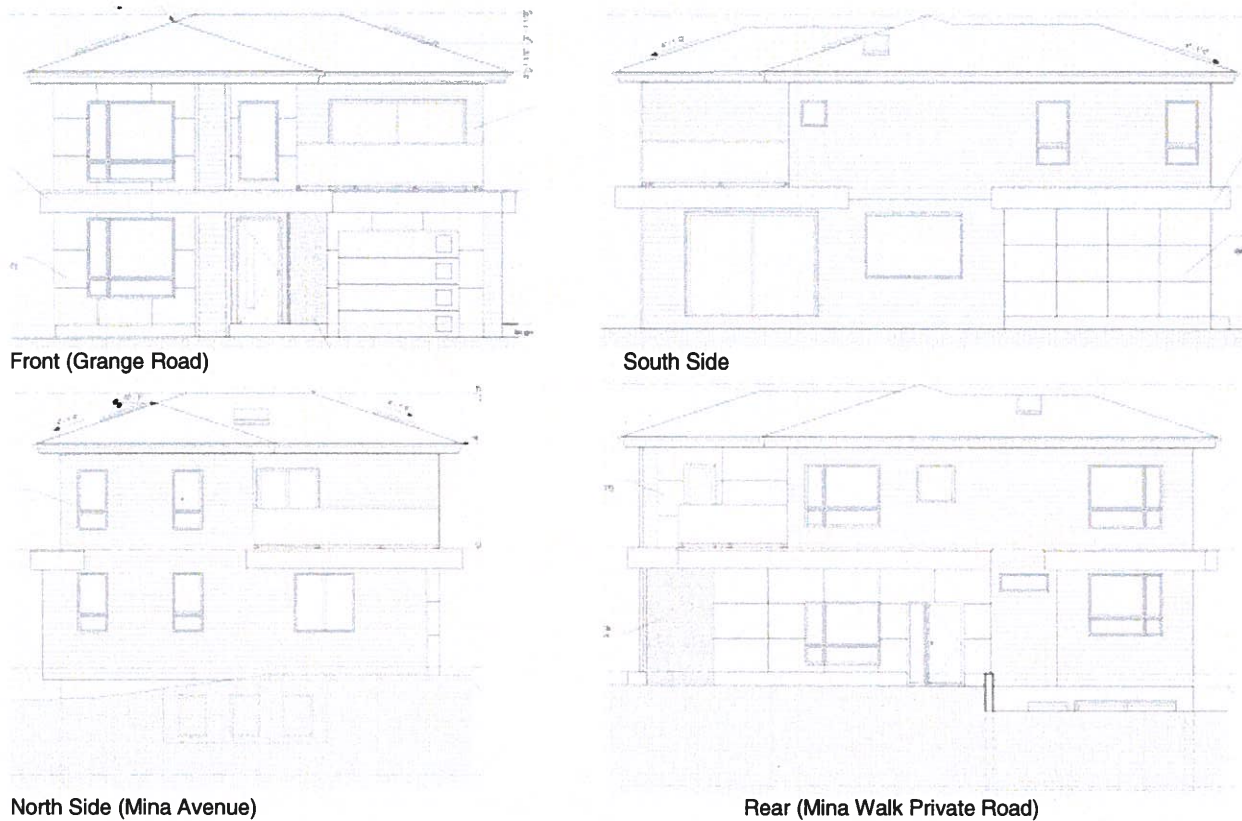


Figure 3: Proposed Elevations (from plans by Aspire Custom Designs)

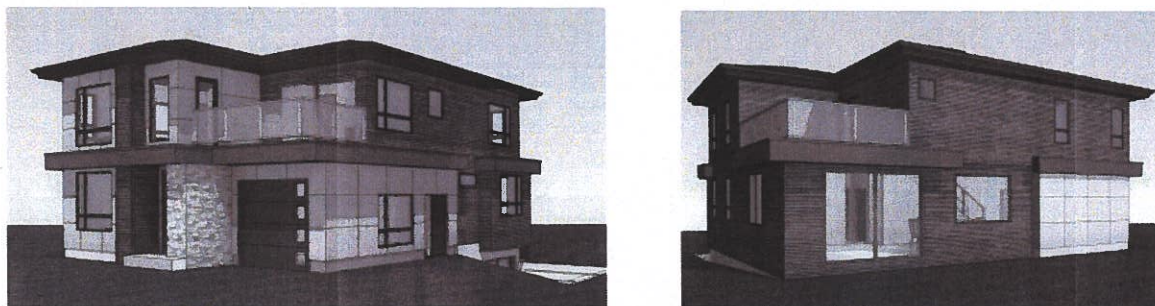


Figure 4: Proposed Perspective Views (from plans by Aspire Custom Designs)

The new single family dwelling would be required to meet Step 3 of the BC Energy Step Code and would include the necessary conduits to be solar ready for future installation of photovoltaic and/or solar hot water systems. The applicant has stated that the proposed dwelling would include an electric vehicle plug-in in the garage. These commitments would be secured by covenant.

Consultation

A referral was sent from the Planning Department to the Residents Association of Strawberry Vale, Marigold and Glanford (RASVMG). RASVMG indicated that they had no objections. In addition, a neighborhood notification letter was sent to residents within 90 m of the site. Letters of objection have been received from six area residents based on concerns about potential tree impacts, loss of privacy, extent of the required variances, and scale and massing for the new dwelling. In order to address these concerns, the applicant had a more recent meeting on site with neighbours to better explain tree impacts and to clarify dwelling size. A copy of the detailed referral comments from RASVMG and the neighbours are included in the agenda package.

ALTERNATIVES

1. That Council approve the recommendation 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 "... 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."
- 4.2.4.3 "Support the following building types and land 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).”

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

Carey Local Area Plan (1999)

- 8.1 “Encourage the protection of indigenous vegetation, wildlife habitat and riparian environments when considering applications for change in land use.”
- 8.2 “Preserve indigenous trees, shrubs, plants and rock outcrops within parks, boulevards, unconstructed road rights-of-way and other public lands.”
- 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 with the Carey Local Area Plan policy to maintain single family dwellings as the predominant residential land use.

The Official Community Plan and the Carey Local Area Plan also note the importance of neighbourhood character and the role of building style, exterior finish, massing, and height have on the effective integration of new housing stock. The applicant has submitted conceptual building elevations that would be secured by covenant for the proposed dwelling to be constructed on proposed Lot A. The dwelling would be two storeys plus basement and would contain a secondary suite. Zoning Bylaw variances are requested for lot depth for proposed Lot A and for front yard setback, rear yard setback, and combined front and rear yard setbacks for the existing dwelling on proposed Lot B. Requested variances are discussed later in this report.

It is worthy to note that the Development Servicing Requirements for this application require property dedication for road allowance along the entire frontage of the subdivision on Grange Road and a 6.0 m radius corner cut at the corner of Grange Road and Mina Avenue. Without the dedication, the property would have sufficient area to subdivide under the current RS-6 Zone.

While the Official Community Plan contemplates limited infill development in neighbourhoods, it is noted that this development is not located near a “Centre” or “Village” or along a major corridor with good access to frequent transit. Local public transit service is available on Burnside Road (approximately 315 m walking distance) and on Interurban Road (approximately 752 m walking distance). Infill housing as proposed, however, would provide a much desired housing form within Saanich that people would otherwise have to commute further distances for elsewhere in the region.

Requested Variances

Zoning Bylaw variances are requested for lot depth for proposed Lot A, and for front yard setback, rear yard setback, and combined front and rear yard setbacks for the existing dwelling on proposed Lot B.

Lot Depth

The Subdivision Bylaw requires a minimum lot depth of 27.5 m. A variance of 2.69 m is requested to permit proposed Lot A to have a lot depth of 24.81 m. The lot is oriented north/south with the front lot line adjacent to Mina Avenue. The variance would have no appreciable impact to the adjacent neighbours and the proposed dwelling would comply with the siting requirements for the RS-4 Zone. The generous boulevard along Mina Avenue gives the appearance of a much deeper lot. For these reasons, the variance can be supported.

Siting

The Zoning Bylaw requires a front yard setback of 6.0 m, a rear yard setback of 7.5 m and a combined front and rear yard setback of 15 m for the RS-6 Zone. The applicant is requesting variances for the existing dwelling on proposed Lot B of 1.96 m to 4.04 m for the front yard setback (Iris Road), 3.68 m to 3.82 m for the rear yard (north) setback, and 7.14 m to 7.86 m for the combined front and rear setback. The front yard setback is an existing situation and the rear yard variance would only impact the new dwelling on proposed Lot A. The variances would have no appreciable impact to adjacent neighbours. The generous boulevard along Iris Road gives the appearance of a much greater front yard setback than is proposed. For these reasons, the variance can be supported.

Servicing

As part of the Development Servicing Requirements, Engineering has requested a cash contribution in lieu of road improvements along the frontage on Grange Road based on Municipal Collector Road standards and along Mina Avenue based on Municipal Residential-Urban Road standards. A 6.0 m radius corner cut is required for road allowance at Grange Road and Mina Avenue. Property dedication of 0.69 m is required along the entire frontage of the subdivision on Grange Road towards a 20 m wide road allowance.

Stormwater management must be provided to both lots in accordance with the requirements of Schedule H 'Engineering Specifications' of the Subdivision Bylaw. The subdivision is within a Type I watershed area which requires stormwater storage, construction of a wetland or treatment train and sediment basin. A drain connection will be required for proposed Lot A and a subsequent drain connection will be required for proposed Lot B from the storm main on Grange Road.

A subsequent sewer connection will be required for proposed Lot A from the main on Mina Avenue or Grange Road. An inspection chamber must be installed for the existing sewer service serving proposed Lot B. The existing water service, to be used by proposed Lot A, must be capped at the property line. A new water service, including meter, will be required for proposed Lot B from the main on Grange Road.

Environment

The site rises in elevation about 3 m from northeast to southwest. A Construction Impact Assessment and Tree Preservation Plan prepared for the subdivision by Talbot Mackenzie & Associates Consulting Arborists inventoried a total of 37 trees on the subject parcel and surrounding area, 29 of which are bylaw-protected. Five of the trees are located on the subject parcel, 17 are on the boulevard, 2 are shared with the municipality and 13 are on the

neighbouring property. Twenty-two of the trees are Garry Oaks, most of which are located on municipal property. Three standing dead trees have since been removed; two by Saanich Parks and one by the owner with a permit issued by Saanich Parks.

The proposed development would require removal of Garry Oak tree #93 on the boulevard and Douglas fir tree #190 on the site for driveway construction and site servicing. The removal of these trees is allowable under the Tree Protection Bylaw for site servicing. Replacement trees would be required at a 2:1 ratio. Plans received show planting locations for four replacement trees. Two replacement trees on the boulevard would be planted by Saanich Parks at the current Boulevard Tree fee (\$1350 per tree). The tree species and location would be required to meet BC Landscape standards for tree planting and BC Hydro specifications.

An additional 12 trees would require excavation within their critical root zone (CRZ). The excavation for the new house foundation has the potential to be within 1 m of trees #196 and NT6-11 located on the neighbouring property. The project arborist has stated that the severity of impact to these trees will depend on the extent of excavation outside the foundation walls. Shoring techniques will be required. If excavation is limited to 1.5 m outside the building footprint, window well, and the retaining wall surrounding the lower patio, the project arborist anticipates these trees can be retained. In addition, the project arborist recommends a "floating driveway" be constructed in the area where the driveway overlaps the CRZs of oaks #94 and #189 to avoid impacting the health of the trees. Project arborist supervision is recommended for all excavation within the CRZ of protected trees. Alternative excavation techniques may be required.

Altering trees or working within their root zones on the neighbouring property would require permission from the adjacent property owner. Staff recommend that the applicant obtain written permission from the adjacent owner prior to the Public Hearing. It should be noted that correspondence from owners within the strata indicates that previous requests to the strata for permission to remove or alter trees have been rejected. Recently, the community successfully fought to save all of the Garry Oak trees along Grange Road when the CRD installed the new sewage pipeline to the Hartland Road site.

The applicant has stated that he would be agreeable to a covenant placed on proposed Lot B in order to further protect trees #307, #193 and NT12. Trees #307 and NT12 are located in the common property of the adjacent strata and are already protected through a covenant registered on that property. Protection of tree #193 on the subject parcel would further protect this grove of trees. Parks recommends that the covenant be registered prior to subdivision approval. Environmental Services has noted that in compliance with the Noxious Weed Bylaw, and in consideration of the District of Saanich Invasive Species Management Strategy, English Ivy should be removed from the trees and natural areas to be retained prior to any lot development and construction.

In 2010 Saanich Council adopted the Urban Forest Strategy. A key goal is "To Protect and Enhance the Urban Forest". Further to this goal is the "No Net Loss" canopy policy. The policy will ensure that every public tree or protected private tree removed is replaced with a minimum of one tree. The current proposal meets the intent of this important policy and would result in a net gain of two trees.

Climate Change and Sustainability

The Official Community Plan adopted in 2008 highlights the importance of climate change and sustainability. The Official Community Plan 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 Official Community Plan 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. This section is not and cannot be an exhaustive list or examination of the issue. However, this section is meant to highlight key issues for council and keep the matter at the forefront of council's discussion.

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 features 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, acknowledge longstanding policies of the Official Community Plan and Local Area Plan, and will 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 located within 2.2 km travel distance of Tillicum Major "Centre", where a broad 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 per the Official Community Plan. A range of outdoor, community, and recreation opportunities are available within ± 5.0 km travel distance;
- The site is within 400 m of Marigold Elementary School, 1.9 km of Colquitz Middle School, and 540 m of Spectrum Community School. Nearby parks include Marigold Park, 400 m travel distance and Hyacinth Park and Colquitz River Park, 735 m travel distance. Parkes Community Recreation Centre and Centennial Library are 2.5 km travel distance to the southeast. 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;
- Local public transit service is available on Burnside Road (approximately 315 m walking distance) and on Interurban Road (approximately 752 m walking distance); and
- The single family dwelling on proposed Lot A would be constructed to achieve Step 3 of the BC Energy Step Code and would include the necessary conduits to be solar ready for future installation of photovoltaic and/or solar hot water system and an electric vehicle plug-in in the

garage. The house designs and commitment to solar and EV readiness would be secured by covenant.

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 the following features related to the natural environment:

- The proposal is an infill development in an already urbanized area without putting pressures onto rural areas;
- The proposed development would require removal of Garry Oak tree #93 on the boulevard and Douglas fir tree #190 on the site for driveway construction and site servicing. An additional 12 trees would require excavation within their critical root zone (CRZ). The applicant has stated that the development will comply with the recommendations of the project arborist contained in the Construction Impact Assessment and Tree Preservation Plan dated received on November 13, 2020. A suitable covenant to protect tree #193 and the provision of replacement trees can be addressed by the Approving Officer through the subdivision process; and
- Removing or altering trees on the neighbouring property would require permission from the adjacent property owner. Parks recommends that this permission be obtained prior to Public Hearing.

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 features related to social well-being:

- The proposal is consistent with the Official Community Plan which contemplates limited infill in neighbourhoods inside the Urban Containment Boundary and with the Carey Local Area Plan policy to maintain single family dwellings as the predominant residential land use;
- Conceptual building elevations for the proposed dwelling to be constructed on proposed Lot A would be secured by covenant; and
- Secondary suites are not proposed in this development. This housing option provides for alternative forms of rental accommodation and supportive housing for immediate family members. Suites also work to make a home purchase by young couples/families, and home retention by aging seniors, relatively more affordable.

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 the following features related to economic vibrancy:

- The development would create local short-term jobs during the construction period;
- Home based businesses would be permissible in this development; and
- The development would site additional residential units within the commercial catchment/employment area for the businesses and services located within the Tillicum Major “Centre”.

CONCLUSION

The proposal is consistent with the Official Community Plan which contemplates limited infill in neighbourhoods inside the Urban Containment Boundary and with the Carey Local Area Plan policy to maintain single family dwellings as the predominant residential land use. The proposed subdivision with a total of two lots would provide an infill housing opportunity in an established neighbourhood without significantly altering the character of the area. The scale, massing, design and height of the new dwellings would be in keeping with the general character of the other houses in the neighbourhood and conceptual house plans would be secured by covenant.

While the proposal is not located near a “Centre” or “Village” or along a major corridor with good access to frequent transit, it is an infill development in an area of predominantly single-family dwellings. Local public transit service is available on Burnside Road (approximately 315 m walking distance) and on Interurban Road (approximately 752 m walking distance). The proposed development would provide a much desired housing form within Saanich that people would otherwise have to commute further distances for elsewhere in the region. A range of outdoor, community, and recreation opportunities are available within ± 5.0 km travel distance.

The proposed development would require removal of a Garry Oak tree on the boulevard and a Douglas fir tree on the site for driveway construction and site servicing. An additional 12 trees would require excavation within their critical root zone (CRZ). The applicant has stated that the development will comply with the recommendations of the project arborist contained in the Construction Impact Assessment and Tree Preservation Plan dated received on November 13, 2020. A suitable covenant to protect trees #307, #193 and NT12 and the provision of replacement trees can be addressed by the Approving Officer through the subdivision process.

Recently, the community successfully fought to save all of the Garry Oak trees along Grange Road when the CRD installed the new sewage pipeline to the Hartland Road site. Removing or altering trees on the neighbouring property would require permission from the adjacent property owner. Parks recommends that this permission be obtained prior to Public Hearing. The impact to remaining trees on the site, boulevard, and neighbouring property is anticipated to be low to moderate if the recommendations of the project arborist are followed. Arborist supervision is recommended for all excavation within the CRZ of protected trees. The current proposal meets the intent of the “No Net Loss” policy of the Urban Forest Strategy and would result in a net gain of two trees.

Requested variances for lot depth for proposed Lot A, and siting for the existing dwelling on proposed Lot B, are not anticipated to impact adjacent residents or the streetscape.

For the above noted-reasons, staff support the Rezoning and Development Variance Permit application, subject to the recommendations outlined on page 1 of this Report.

Prepared by: 

Neil Findlow
Planner

Reviewed by: 

Shari Holmes-Saltzman
Manager of Current Planning

Approved by: 

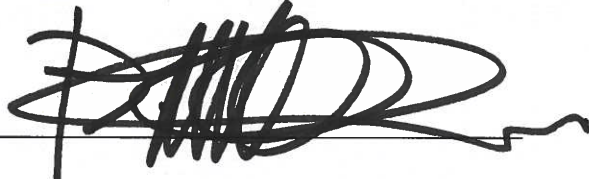
Sharon Hvozdzanski
Director of Planning

NDF/jsp

Attachments

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.



Paul Thorkelsson, Chief Administrative Officer