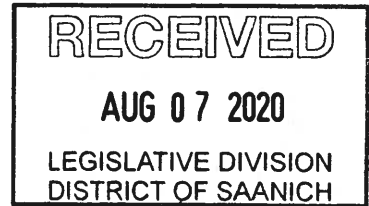




The Corporation of the District of Saanich

Report

To: Mayor and Council
From: Sharon Hvozdanski, Director of Planning
Date: August 6, 2020
Subject: Rezoning and Development Permit Amendment Application
File: REZ00605; DPA00931; DPA00959 • 3956 Shelbourne Street and 3955 Cedar Hill Road



RECOMMENDATION

- 1. That the application to rezone from the C-2 (General Commercial) Zone and the C-3 (Shopping Centre) Zone to a new site-specific C-3UH (Shopping Centre University Heights) Zone be approved.
2. That Development Permit Amendment DPA00931 be approved subject to the following:
- The undergrounding of the hydro lines along Cedar Hill Road;
- The securing of a 6 m wide at grade pedestrian cycling connection to connect Arrow Road to Shelbourne Street consistent with the Shelbourne Valley Action Plan for the future development of the site; and
- The installation of a dedicated boulevard tree irrigation system from a municipally owned water source and timer.
3. That prior to Public Hearing, the applicant provide staff with the following information for review:
- Details regarding the securing of a 6 m wide at grade pedestrian cycling connection to connect Arrow Road to Shelbourne Street and to provide a connection along the north property line consistent with the Shelbourne Valley Action Plan for the future development of the site; and
- Details regarding the installation of a dedicated boulevard tree irrigation system from a municipally owned water source and timer.

Note the applicant is unwilling to commit to the following:

- The undergrounding of the hydro lines along Cedar Hill Road;
- A restriction of films or other obstructions on the commercial frontage of Building A's McKenzie Avenue glazing through a note on the permit drawings; and
- The use of soil cells for the four Dawyck Beech boulevard trees to be planted along Shelbourne Street in front of Building A.

4. That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Permit Amendment DPA00931 be withheld pending registration of a covenant to secure the following:
- The undergrounding of the hydro lines along Cedar Hill Road;
  - A 6 m wide at grade pedestrian cycling connection to connect Arrow Road to Shelbourne Street and to provide a connection along the north property line consistent with the Shelbourne Valley Action Plan;
  - The use of level 2 of Building D be restricted to Daycare;
  - A contribution of \$50, 000.00 to the Affordable Housing fund;
  - A contribution of \$20,000.00 to a Saanich led report on the safety and visibility of the cross walk at Cedar Hill Road and Arrow Road;
  - A contribution of \$5,000.00 towards the memorial London Plane tree fund;
  - A contribution of \$15,000.00 towards the fabrication of a 'Shelbourne Street of unfinished Dreams' placard to be placed on the subject property;
  - A commitment of \$500,000.00 worth of Public Art;
  - Provision of twenty electric vehicle charging stations;
  - A statutory right of way to permit the sidewalk to encroach onto the site; and
  - Completion of the Traffic Demand Management measures as identified in the Transportation Impact Assessment, dated May 4, 2020 including:
    - one parking stall being assigned for car share use;
    - the purchase of one car share vehicle;
    - Multiple bicycle repair stations for residential and visitor use;
    - Transportation Information Bulletin for all residential units; and
    - An erasable public notice board for the exchange of ride-share information;
- Registration of a housing agreement to secure the following:
- All units to remain as rental in perpetuity; and
  - That 60 units be designated at 10% below market rents for 20 years.
5. That Development Permit Amendment DPA00959, for the temporary Cedar Hill Road loading ramp, be approved.
6. That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Permit Amendment DPA00959 be withheld pending registration of a covenant to secure the following The use of the loading off of Cedar Hill Road to be limited to a 5 year period.

## **PURPOSE**

The purpose of this report is to seek direction from Council on the subject application. The application is to rezone the site from the C-2 (General Commercial) Zone and the C-3 (Shopping Centre) Zone to a new site-specific C-3UH (Shopping Centre University Heights) Zone. A Development Permit Amendment is requested in order to redevelop the existing University Heights Shopping Centre on the southerly portion of the site for a mixed-commercial/residential development. In addition a Development Permit Amendment to construct a temporary access driveway on Cedar Hill Road is also required. The applicant is Wesbild Holdings Ltd. (Bentley Harris). Variances are requested for parking, loading, building projections and signage.

## DISCUSSION

### Neighbourhood Context

The 4.64 ha University Heights Shopping Centre is located in the Shelbourne Valley, on the north side of McKenzie Avenue between Shelbourne Street and Cedar Hill Road. The shopping centre, which is the heart of the University Major "Centre", currently accommodates a grocery store, cinema, small retailers, fitness centre, offices, and a Home Depot store. Surrounding land use includes commercial across McKenzie Avenue to the south, single family dwellings and multi-unit residential across Cedar Hill Road to the west, commercial developments on the adjoining property to the north, and both commercial and multi-family residential developments across Shelbourne Street to the east. In accordance with the Shelbourne Valley Action Plan, parts of this area are expected to transition over time to higher density and multi-storey developments.

### Proposed Land Use

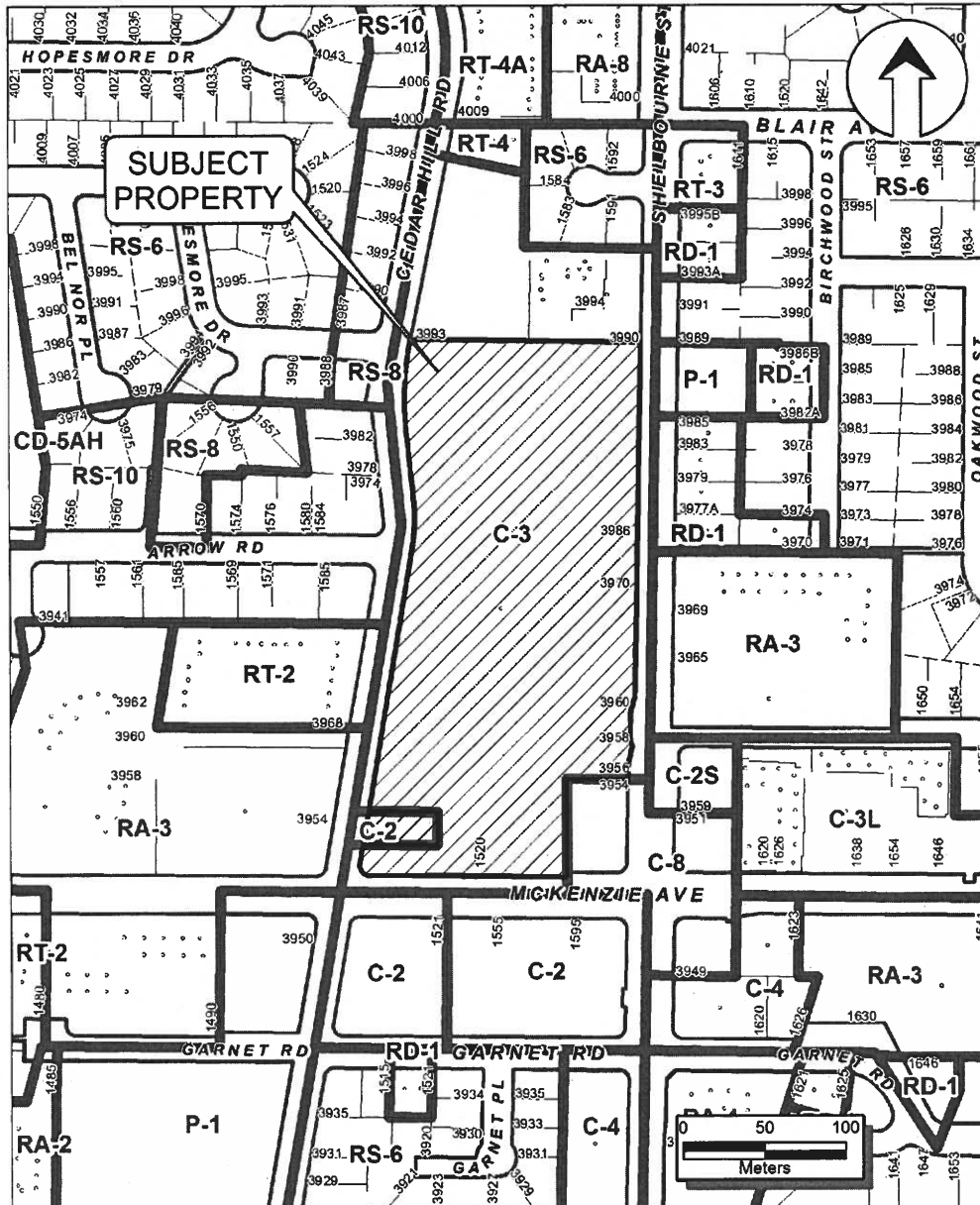
The applicant proposes to redevelop the southerly 2.6 ha of the shopping centre site with a new mixed commercial/residential development comprising 598 rental apartments and 19,096 m<sup>2</sup> of new commercial area (see Figure 2). The residential component would comprise of a mixture of units including: micro units, studios, 1-bedroom, 1-bedroom + den, 2-bedroom and 3 bedroom apartments. The existing Home Depot store on the north part of the site and a portion of the existing underground parkade would be retained. The proposed gross floor area for the entire site, including proposed commercial, residential and the existing Home Depot store would be 53,664 m<sup>2</sup>.

### Site and Building Design

The proposed development would include four, six storey, buildings. Building A is proposed to have five storeys of residential over ground level retail fronting McKenzie Avenue. The ground level retail would be split into two commercial rental units by a pedestrian breezeway. Building D would be comprised of one level of commercial at the base which steps to accommodate the grade change, one level proposed for a daycare with associated outdoor play area including four storeys of residential above.

Proposed Building B1, B2 and C are each comprised of five-storeys of residential over a shared commercial podium. The commercial podium is designed to accommodate a major grocery store with primary loading access running parallel to Cedar Hill Road. This loading and parking area is proposed to be enclosed within the podium, which would result in a terraced retaining wall with integrated landscaping along the Cedar Hill Road frontage. This retaining wall would be over 4 m in height above the sidewalk at the highest point. An "Arts Walk" is proposed along Cedar Hill Road in niches designed into the retaining wall. Please note the art work demonstrated on the elevations is not representational of the specific Art which has yet to be selected. The boulevard trees along the Cedar Hill Road frontage would be restricted to small class trees in order to avoid conflicts with the overhead hydro lines.

A retail "high street" is proposed between the retail frontages of Building D and Building B. In addition to the main north-south travel spine, the "high street" would also function as the main north – south vehicular travel spine, connecting the south McKenzie vehicle access to the commercial areas of Building B, D and Home Depot to the north. A decorative paving pattern would be used to identify the area and to slow traffic, however the applicant has proposed the retail high street could also function as a public plaza.

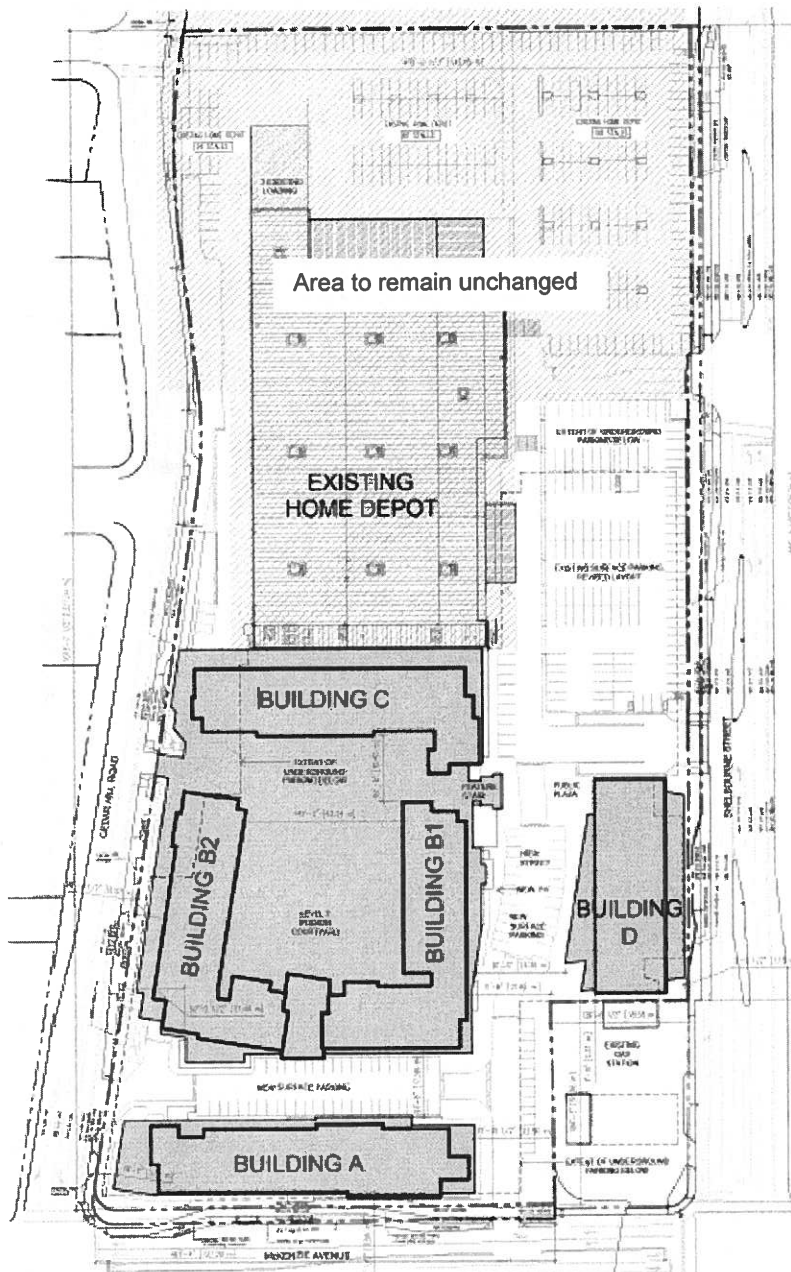


**Figure 1: Neighbourhood Context Map**

A pedestrian and cyclist connection is proposed to link Arrow Road to Shelbourne. Starting at Cedar Hill Road, the inaccessible path begins north of the second vehicles access point. A user would be required to scale stairs to the raised commercial podium then cross the podium north of the ramp and vehicle loading area and then could descend 5.5 m in elevation by way of the “feature stair” to the aforementioned “Retail High Street”. To continue to Shelbourne, pedestrians would need to descend another set of stairs north of Building D.

The accessible path would begin on Cedar Hill Road through a 45 m long ramp which would run parallel to Cedar Hill Road before sharing the podium path described above. A user would then have to utilize an elevator, which would only be operable during commercial working hours, to descend to the Retail High Street. To connect to Shelbourne pedestrians would then access a series of ramps incorporated in to the design of the stair. Staff’s recommendation for a future

pedestrian connection which would meet the objectives of the Shelbourne Valley Action Plan is discussed in the Analysis section of this report.



**Figure 2: Proposed Site Plan** (Plans provided by WA Architecture)

Two vehicle accesses are proposed on Cedar Hill Road, one on the southern end of the property close to the intersection at McKenzie Avenue which restrict vehicle movement to right in, and a second further north on Cedar Hill which would provide vehicle access to the podium level. The existing vehicle accesses on McKenzie Avenue and Shelbourne Street are proposed to be retained.

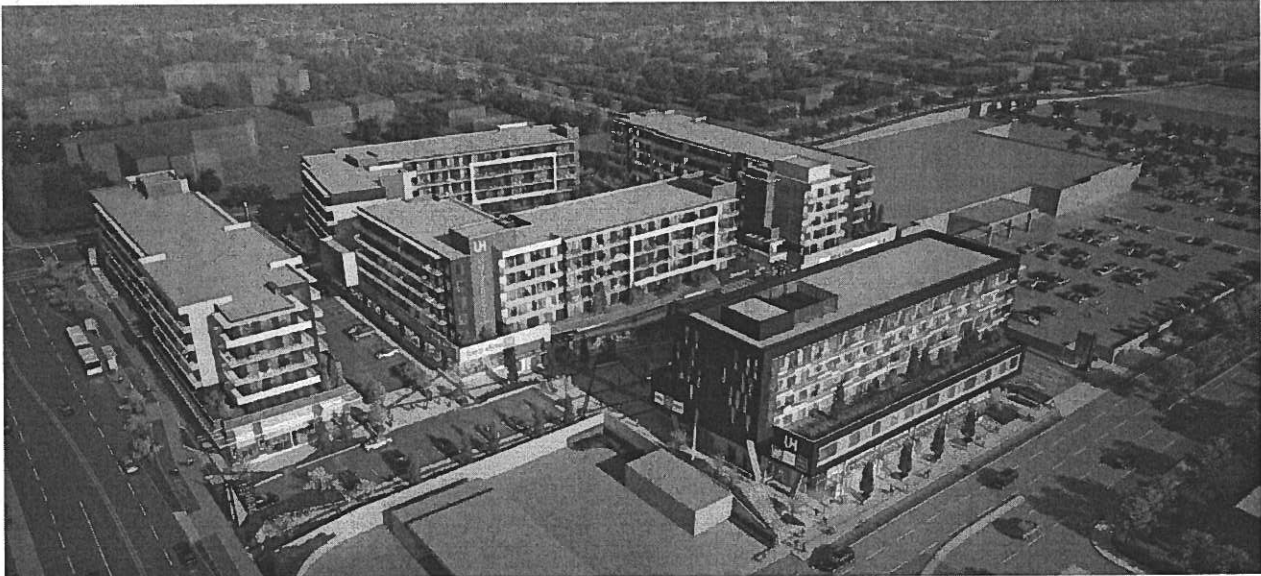
Parking is proposed at grade along the retail frontages as well as below grade. The existing underground parking structure would be partially retained and expanded under the entire south

portion of the site. There are two proposed access points to the below grade parking, one would be located below the podium on the western side of Retail B4, the grocery store, the other from the existing vehicle access from Shelbourne Street north of Building D, which would lead to one and half levels of below grade parking.

The application proposes 598 dwelling units to be secured as rental in perpetuity. Sixty units of which (approximately 10%) are being offered at 10% below Market Housing for 20 years. These units would be secured through a Housing Agreement and administered by the Capital Regional District's Housing Covenant Program. The unit mix proposed is 181 Micro units (30%), 112 Studio units (19%), 166 One Bed units (28%), 129 Two Bed units (21%), 10 Three Beds (2%). The affordable units would be comprised of the same housing mix percentage as the market units.

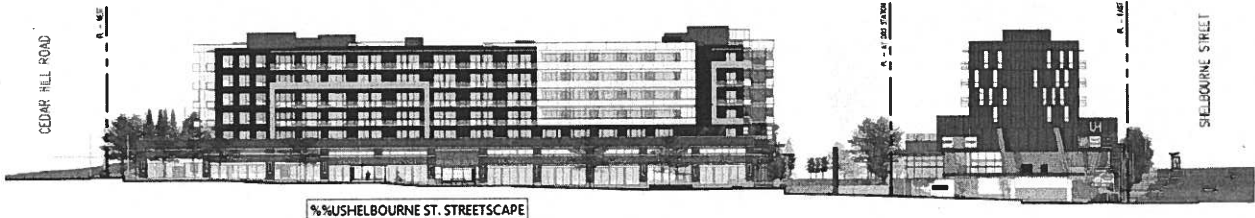
A significant challenge to the redevelopment of the site is an existing 25 year Home Depot lease. Home Depot has approval rights to any changes proposed along the Shelbourne frontage and within a large area extending around and from the east edge of their building to Shelbourne Street and from the north property line all the way south to McKenzie Avenue.

To facilitate loading access to the existing Home Depot store during the construction of the proposed development a temporary loading access from Cedar Hill Road is being proposed through a separate Development Permit Amendment (DPA00959). This temporary loading access would be limited to the period in which the proposed development is under construction. After which, the location of the loading ramp would be restored in accordance with the proposed site and landscape plan proposed as per DPA00931.

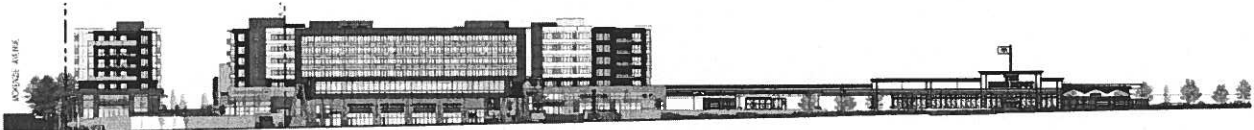


**Figure 3: Proposed Bird's Eye perspective** (Provided by WA Architects)

The applicant has stated that the design of the proposed development is inspired by a modern aesthetic, using a simple palette of high quality and durable materials. The five residential blocks are each designed and clad with thermally enhanced window wall assemblies, corrugated metal, raised and flush metal panel and wood grain feature elements. Balconies are glazed with a combination clear and frosted glass and each building's residential entrance is distinct from the commercial entrances and are articulated with illuminated, coloured glazed surrounds and glazed canopies.



**Figure 4: Proposed Buildings A & D –South Elevation (McKenzie Avenue) (provided by WA Architects)**



**Figure 5: Proposed Building A, D & C – EAat Elevation (Shelbourne Street) (provided by WA Architects)**



**Figure 6: Proposed Buildings A, B & C– West Elevation (Cedar Hill Road) (provided by WA Architects Ltd.)**

The commercial/retail levels would be defined with brick clad base, clear anodized aluminum storefront windows and accented with a combination of metal panels, spandrel glazing and wood grained cladding.

Building D, fronting Shelbourne Street, is proposed to have a similar palette of materials applied in a more commercial expression. The base is clad with brick consistent with the other proposed buildings. The building is highlighted with angled columns and a pattern of narrow vertical window at the north and south ends and a multi-coloured glazed guardrails at the residential block.

**Proposed Zone**

The applicant has requested a rezoning to a new site-specific C-3UH (Shopping Centre University Heights) Zone. The new zone would include the same permitted uses as for the current C-3 (Shopping Centre) Zone. The C-3UH Zone would permit a 1.2 Floor Space Ratio (FSR) which is the same as for the C-3 Zone. Building setbacks would be 3 m from McKenzie Avenue and Cedar Hill Road and 0.20 m from Shelbourne Street whereas the C-3 Zone requires 3.75 m provided that the area between the building and the street is landscaped and not used for off-street parking. The new zone would allow a maximum building height of 66 m measured from sea level (approximately 31.0 m measured from grade) whereas the C-3 Zone permits a maximum height of 15.0 m measured from grade.





**Figure 7: Perspective of the Proposed McKenzie Avenue Streetscape (North West) (provided by WA Architects)**



**Figure 8: Perspective of the proposed Streetscape at McKenzie Avenue at Cedar Hill Road (North East) (provided by WA Architects)**

**Consultation**

The applicant has stated that over 18 meetings have been held with various local groups and associations, including the Gordon Head Community Association, Mount Tolmie Residents Association and the Quadra Cedar Hill Community Association. Most recently an Open House was held on December 4, 2019, prior to the social distancing requirements due to COVID 19. Post COVID 19, the applicant has utilized a website to keep the community informed.





**Figure 9: Plaza Between Buildings D & B (looking south) (provided by WA Architects)**

#### Community Association

Planning sent a referral to the Gordon Head Residents' Association (GHRA). Support was noted for the additional below grade parking. Concerns were noted regarding the reduction in commercial floor area, parking and traffic, as well as, the proposed parking variance. GHRA concluded by acknowledging that the proposal is consistent with Shelbourne Valley Action Plan and the Official community Plan.

Planning also sent a referral to the Mount Tolmie Community Association. MTCA responded with no objection subject to comments. Comments included a recommendation for consideration of a hotel on the subject site, the quality of the pedestrian and cycling connection, the low number of three bedroom units, lack of community oriented uses and concerns over the safety of the pedestrian circulation fronting the Home Depot. General concern was noted regarding the timing of Council consideration. The association recommends that the application does not proceed to Council until there has been a reasonable opportunity for interested persons to comment on the application.

Copies of the two association's responses are included in the Council Agenda package.

#### BC Transit

Planning sent a referral to BC Transit as the site is adjacent to McKenzie Avenue which is designated as a priority corridor for rapid transit (Rapid Bus) in the "Transit Future Plan for the Victoria Regional Transit System" (2011). Shelbourne Street is also identified as a Frequent Transit route. BC transit supports the proposed development as it is consistent with transit supportive land use and transportation policies subject to:

- Allocation of seven meters of McKenzie Avenue right of way for future development of dedicated rapid transit dedicated lanes in both directions;

- Space for a two bus-stop with a Type 5 illuminated shelter along McKenzie Avenue in close proximity to Shelbourne Street; and
- Restriction of left turns from the eastern travel lane of McKenzie into the subject property.

The proposed development does not preclude a future westbound dedicated rapid bus lane, however, additional road dedication would be required of future for properties on the other side of McKenzie Avenue to support a future bus lane in the eastbound direction. This would fairly balance the road dedications for property owners on both sides of McKenzie and provide a consistent road alignment.

Restricting the left turn access from the eastern travel lane of McKenzie into the subject property has been noted as an area of concern for both the Engineering Department and BC Transit. Engineering will continue to permit access but will monitor and adjust as necessary if safety is a concern after construction.

Advisory Design Panel

The proposal was considered by the Advisory Design Panel (ADP) at their July 8, 2020 meeting. The consensus of Panel members present is that this is a quality, mixed use project and they would like to see it move forward. The Panel’s Motion was “that it be recommended that the design to construct a mixed use development with 618 dwellings at 3956 Shelbourne Street be approved subject to consideration of:

1. Increasing the number of accessible parking stalls as it relates to the residential parking requirements; and
2. The provision of units that meet the universal design requirements.”

Due to the timing of this report, the ADP Meeting Minutes are still in draft form as they have not yet been adopted by the Panel.

The application has since been revised and now proposes 598 units and complies with the Zoning Bylaw required number of disability stalls. The applicant has confirmed that no other changes to the application were made to address the panel’s comments and that the units were not changed to meet the universal design standards.

**Community Contributions**

In accordance with Official Community Plan (2008) Policy 7.1.4, community contributions are encouraged for new development projects. Wesbild Holdings Ltd. is proposing the following community contributions for the proposed mixed-use development.

<b>Proposed Community Contribution</b>		
		<b>Estimated Value</b>
<b>1.</b>	<b>Affordable Rental Housing Units – 10% of the units (60 units) at 10% below Market Housing for a period of 20 years.</b>	<b>\$525, 000.00</b>
<b>2.</b>	<b>Affordable Housing Donation to the Saanich Affordable Housing Fund.</b>	<b>\$500,000.00</b>
<b>3.</b>	<b>Cedar Hill Road Improvements – Contribution to a Saanich led report on the safety and visibility of the cross walk at Cedar Hill Road and Arrow Road and traffic light timing on Cedar Hill Road.</b>	<b>\$20,000.00</b>

4.	<b>London Plane Trees</b> – Contribution towards the memorial London Plane tree fund.	\$5,000.00
5.	<b>Placard</b> – Payment for the creation and installation of a placard to commemorate the 'Shelbourne Street of Unfinished Dreams'.	\$15,000.00
6.	<b>Public Art</b>	\$500,000
<b>Estimated Total Community Contribution</b>		<b>\$1,565,000</b> (\$2,617 per residential unit)

**Table 1: Proposed Community Contributions**

The total contribution is estimated to be \$1,565,000 or approximately \$2,617 per rental housing unit. Funds will be accepted by the Parks Department for the fabrication of a 'Shelbourne Street of Unfinished Dreams' WW1 Placard. The applicant has confirmed that the placard is envisioned to be located on the subject site within the landscaped area off of Shelbourne Street.

The applicant has provided a detailed Public Art Plan which defines the budget, location, timeline and selection process for the procurement and selection of the five art pieces. It is recognized that the art elements are primarily intended to offset the impacts on the public realm from the proposed retaining wall along Cedar Hill Road.

The applicant has included a Car Share program as part of the proposed contributions package. Planning has advised the applicant that the Car Share is being proposed as a Traffic Demand Management measure to offset the considerable parking variance sought and therefore cannot be considered as part of the contribution package, as such the value of the Car Share has not been included in the table above.

While staff generally support the proposed contribution towards improvements to Cedar Hill Road, it should be noted that these would be in addition to any infrastructure works that are required by Saanich as part of the Development Servicing Requirements. Given the significant increase in density over what currently exists and the number of residential units proposed, the total value of the proposed community contribution seems low in comparison to other recent major developments in Saanich.

In 2012 the applicant for the Tillicum Mall redevelopment proposed a total of \$992,000 (\$3,351 per unit) in community contributions for a mixed use development with 296 residential units. Details of the amenity contributions that were accepted by Council are as follows:

- \$1,500 per unit towards the Saanich Affordable Housing Fund (\$444,000);
- \$200,000 towards a new daycare at Pearkes Recreation Centre;
- Car share co-op memberships for each unit as well as the provision of two designated parking stalls and two vehicles which would be purchased (value of \$148,400); and
- \$200,000 towards improvements in Cuthbert Holmes Part.

In 2016, the applicant for a 56 unit apartment development located just north of the University Heights site at 4000 Shelbourne Street proposed the following community amenity package:

- Dedication of parkland connecting Shelbourne Street to Cedar Hill;
- Construction of the park (value \$75,000) including fencing, benches, park signs and the installation of grass, trees and other plantings, a lockable bollard, separate water supply and irrigation controller;

- Construction of a 3 m wide asphalt multi-use footpath within the park over and above the \$75,000 contribution noted above;
- Contribution of \$56,000 to the Saanich Affordable Housing Fund (\$1,000 per unit); and
- Creation of a \$28,000 Alternative Transportation fund managed by a solicitor which would allow future owners to apply for up to \$500 per unit towards a transit pass, bicycle, bicycle accessories, mobility scooter or taxi coupons.

Most recently the applicant for 3914 Shelbourne Street has committed to securing a portion of land fronting Shelbourne Street along the property to the north (3930 Shelbourne Street) for the completion of the public realm improvements consistent with the long term mobility improvements envisioned in the Shelbourne Valley Action Plan for the entire block, from Stockton Crescent to Garnet Road. The community contribution will include the dedication of the land as well as the construction of all civil and landscape works. Based on the estimate provided, the monetary value of the proposed contribution would be approximately \$725,000, which is equal to \$7,107.74 per unit.

### **ALTERNATIVES**

1. That Council approve the recommendations as outlined in the staff report.
2. That Council not support the proposed rezoning and development permit application.
3. That Council provide alternative direction to staff.

### **FINANCIAL IMPLICATIONS**

The Local Government Act states that Development Cost Charges (DCC) are not payable in relation to the construction of units which are no larger than 29 m<sup>2</sup> (312.15 sqft). Currently there are 181 micro-units that do not meet the size requirement to qualify for the DCC exemption. If the proposed micro-units are reduced in size at the time of Building Permit to meet this size restriction, the exemption would apply to the proposed 181 micro units. If the micro-units were payable, the value would be \$208,877.61 under the previous Development Cost Charges Bylaw and \$1,169,622.00 under the current Development Cost Charges Bylaw adopted on February 25, 2020.

The proposed 60 affordable rental units would qualify for a 25% reduction of charges under the current Development Cost Charges Bylaw, the reduction value would be \$23,262.15. No reductions for affordable housing would be applied under the previous Bylaw as the Bylaw did not include any reductions for this purpose.

### **STRATEGIC PLAN IMPLICATIONS**

The subject proposal 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."

The development also addresses other Strategic Plan goals, such as:

- Increasing housing supply and diversity to support more affordable, vibrant and inclusive communities;

- Integrating sustainable modes of transportation with land use planning;
- Building connected neighbourhoods with a focus on active transportation and accessible services; and
- Ensuring land use decisions are consistent with our community-supported plans; and

## 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.”
- 4.2.1.16 “Encourage “green” development practices by considering variances, density bonusing, modified/alternative development standards or other appropriate mechanisms when reviewing development applications.”
- 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.”
- 4.2.1.20 “Require building and site design that reduce the amount of impervious surfaces and incorporate features that will encourage ground water recharge such as green roofs, vegetated swales and pervious paving material.”
- 4.2.2.1 “Support quality architectural and urban design that: uses local, durable and eco-friendly building materials; works with the topography and protects the natural environment; reflects our west coast design; enhances a “Sense of Place”; respects local history and heritage structures and landscapes; creates pedestrian friendly and safe streets and neighbourhoods; incorporates and supports the use of alternative transportation; and ensures that our community is physically accessible.”
- 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.”
- 4.2.2.9 “Implement the initiatives outlined in the “Access to Transit” study.”
- 4.2.3.1 “Focus new multiple family residential, commercial, institutional and civic development in Major and Neighbourhood “Centres”, as indicated on Map 4.”

- 4.2.3.3 "Through the development review process consider the use of variances, housing agreements, covenants, phased development agreements and density bonusing to secure public amenities such as; open space, playgrounds, landmarks, focal points, activity centres or cultural features."
- 4.2.3.7 "Support the following building types and land uses in Major and Neighbourhood "Centres":
- Townhouses (up to 3 storeys)
  - Low-rise residential (up to 4 storeys)
  - Mixed-use residential (up to 8 storeys)
  - Live/work studio & Office (up to 8 storeys)
  - Civic and institutional (generally up to 8 storeys)
  - Commercial and Mixed-Use (generally up to 8 storeys)."
- 4.2.9.10 "Encourage publicly accessible open spaces in new developments, such as plazas, walkways or small park nodes."
- 4.2.9.6 "Encourage and support non-vehicular transportation by providing a safe, interconnected, accessible and visually appealing cycling and walking network."
- 4.2.9.15 "Ensure the pedestrian and cycling network in "Centres" and "Villages" is designed to accommodate projected population densities and associated activities such as, sidewalk cafes, public art, street furniture, and boulevard plantings."
- 4.2.9.17 "Support BC Transit to: maximize opportunities for transit use; up-grade transit facilities; and develop a more-energy efficient and sustainable bus fleet."
- 4.2.9.23 "Support the effective implementation of Rapid Transit along Douglas Street and other major transportation corridors as appropriate."
- 4.2.9.30 "Utilise Transportation Demand Management (TDM) strategies and other appropriate traffic calming techniques, to address speeding, safety concerns and short-cutting through neighbourhoods."
- 4.2.9.37 "Consider parking variances where one or more of the following apply:
- transportation demand strategies (TDM) are implemented;
  - a variety of alternative transit options exist within the immediate vicinity of the proposed development;
  - there is a minimal reduction in required parking;
  - the development is located in a "Centre";
  - availability of on-street parking."
- 5.1.2.2 "Evaluate applications for multi-family developments on the basis of neighbourhood context, site size, scale, density, parking capacity and availability, underground services capacity, school capacity, adequacy of parkland, contributions to housing affordability, and visual and traffic/pedestrian impact."



Shelbourne Valley Action Plan (2017)

- 4.1.2 "Encourage the use of native species and climate change resistant plants for landscaping on both public and private lands and continue to promote the principles of Naturescape."
- 4.2.2 "Minimize impervious surfaces in building and site designs and incorporate features that will encourage ground water recharge such as green roofs, vegetated swales and pervious paving material."
- 4.3.10 "Preserve remaining London Plane trees and assess ways in which new street trees can be selected and planted to complement them."
- 4.3.11 "Where feasible, plant London Plane trees on boulevards along Shelbourne Street as an acknowledgement of the street's designation as a Road of Remembrance."
- 5.1.1 "Consider changes to use, density and height in the Shelbourne Valley based on designations identified on Map 5.1."
- 5.3.1 "Support mixed use development near the core of each Centre and Village."
- 5.3.2 "For properties designated as mixed-use/commercial strongly encourage retail or other pedestrian oriented commercial use on the main floor."
- 5.3.3 "Encourage residential above the first floor in all properties designated for mixed-use/commercial."
- 5.6.6 "Encourage publicly accessible open spaces in new developments, such as plazas, walkways or small park nodes."
- 5.8.2 "For redevelopment proposals within the Shelbourne Valley plan area seek to achieve community contributions, with a priority on the following items:
- Parks or plazas;
  - Bowker Creek daylighting or restoration;
  - Enhancement of greenway or bikeway routes in accordance with Saanich standards;
  - Dedications or easements that create new roads or pathways that improve the overall connectivity of the Valley, particularly for pedestrians and cyclists;
  - Contributions to affordable housing;
  - Significant contributions to public realm enhancement;
  - Public art;
  - Undergrounding of above-ground utilities;
  - Stormwater management that treats run-off from off-site and/or provides flood attenuation at the watershed scale;
  - Use of alternative energy or contributions to district energy infrastructure;
  - Contributions to the Urban Forestry Fund;
  - Daycare space".
- 6.4.11 "Support enhancements that improve the quality and efficiency of transit along the McKenzie Corridor as part of its transition to a Rapid Transit Priority Corridor."

- 6.5.2 "Restrict changes to the transportation network that increase capacity for general purpose traffic."
- 6.5.3 "Support the use of Transportation Demand Management practices, including carsharing, to reduce motor vehicle use."
- 6.5.12 "Promote the use of electric vehicles, including through encouraging charging facilities in higher density developments."
- 7.1.2 "Increase awareness and profile of Memorial Trees as a key historic feature in the Valley."
- 7.1.4 "Prioritize the addition of works of public art in University Centre and Shelbourne Valley Centre to reinforce the identity of these Centres and the Shelbourne Valley."

### **Development Permit Area Guidelines**

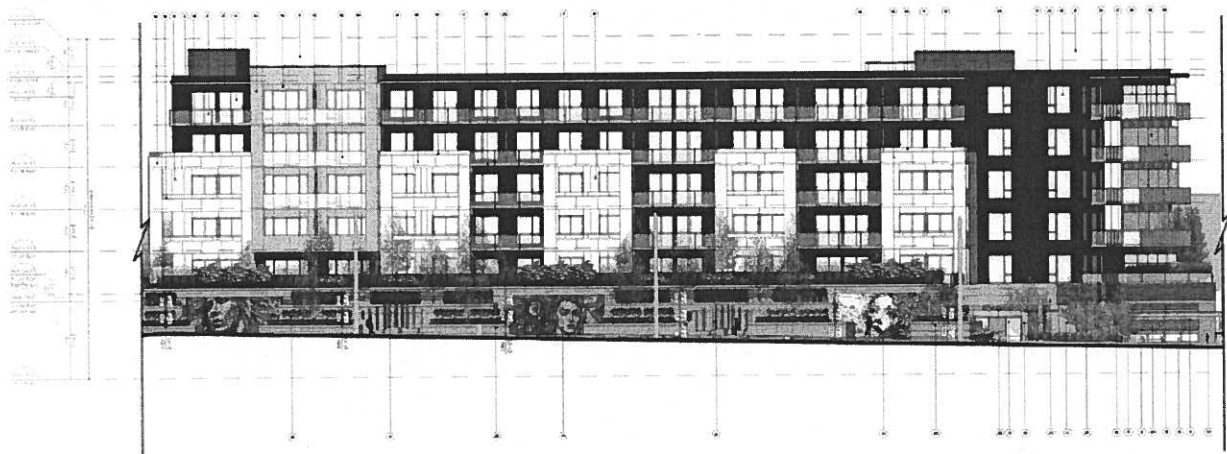
The development is subject to the relevant guidelines for the Shelbourne/McKenzie Development Permit Area. The Shelbourne Valley Design Principles contained within the Shelbourne Valley Action Plan are also relevant. Key guidelines and principles include: retaining existing trees and native vegetation where practical; reducing impervious site cover; the scale of new development to reflect the Major "Centre" character; buildings designed to a human scale to increase street level opportunities for social interaction and the creation of a vibrant pedestrian environment; pedestrian networks and public spaces that are designed to encourage pedestrian activity; transportation and parking provisions that balance the needs of all transportation nodes; high quality architecture that is contemporary and authentic.

### **Analysis**

The proposal is consistent with the Official Community Plan which focuses the majority of future growth to "Centres" and "Villages" and supports the establishment of more compact, walkable neighbourhoods that address a variety of local resident's needs. University Heights Shopping Centre is at the heart of the University District and is well serviced by frequent public transit on both Shelbourne Street and McKenzie Avenue. The development is designed to create a high density, mixed-use community that will host a diverse mix of uses consistent with many of the goals and policies of the Shelbourne Valley Action Plan (SVAP).

The urban design objectives stated in the SVAP include improved physical connections and visual linkages, buildings oriented to the pedestrian realm and design that provides a lively interface between sidewalks and building frontages, improved parking location and design, age friendly environment with improved accessibility, landscape enhancements and natural features restoration, animated public spaces, and high quality architecture and urban design.

The Cedar Hill public realm interface which is proposed to be a terraced retaining wall, does not meet the objectives of design oriented to pedestrian realm with lively interface between the sidewalk and the development. Staff acknowledge that wall is required to reduce the impact of the loading and vehicle maneuvering on site as well as to accommodate the headroom required for the grocery store. Staff recommend that the applicant commit to the undergrounding of the hydro lines on Cedar Hill Road to allow for the planting of large class boulevard trees which would soften the impact of the retaining wall. Staff have recommended these details be provided prior to Public Hearing however the applicant is unwilling to commit to this recommendation. The undergrounding of hydro lines has been completed in the District at other significant developments, namely Uptown.



1 BUILDING B - WEST ELEVATION

**Figure 10: Buildings A's proposed commercial rental units (Plans provided by WA Architecture)**

As proposed, Building A's ground floor commercial units are double fronting with glazing facing both inward to the development and McKenzie Avenue. As proposed, "back of house" commercial activities could be located fronting McKenzie Avenue. Staff have requested that the applicant place a note on the drawings stating that no obstructions or opaque films will be placed on the McKenzie Avenue glazing. The applicant has declined to do so. To ensure that Building A's ground floor commercial is oriented to the pedestrian realm with a lively interface between the sidewalk consistent with the objectives of the Shelbourne Valley Action Plan, staff recommend that a restriction on obstructions or films on the perimeter glazing fronting McKenzie Avenue be noted on the drawings and submitted prior to Public Hearing.

The Shelbourne Valley Action Plan seeks to improve the relationship between the pedestrian realm and adjacent land uses through a pedestrian and cyclist connection at the north of the site to connect Arrow Road to Shelbourne Street. In addition to the SVAP policies, in January of 2019, Saanich Council issued a climate emergency declaration. Saanich has committed to working towards carbon neutrality. To achieve this goal, multimodal transportation should be encouraged through prioritizing walking and cycling infrastructures to reduce our reliance on passenger cars.

As proposed, the west - east connectivity through the site for pedestrians and cyclists is poor. The proposed accessible path is an unintuitive circuitous route which will only be available during the hours which the elevator is available. The proposed inaccessible path requires the user to ascend and descend approximately 50 steps. This is not the clear connection envisioned in the SVAP and Council's sustainability policies. Staff acknowledge that it is difficult to provide a direct at grade pedestrian and cycling connection while retaining the existing Home Depot building. As such, staff recommend utilizing a covenant to secure a 6 m at grade pedestrian cycling connection to connect Arrow Road to Shelbourne Street consistent with the Shelbourne Valley Action Plan if/when the northern portion of the site, the Home Depot, develops.

Staff have noted to the applicant concerns regarding the massing and widths of proposed Building A and C. As proposed, the buildings would be 6 storeys in height and 328 ft wide and 254 ft wide respectively. Staff have requested the applicant reduce the apparent width and bulk of the buildings consistent with the Shelbourne Valley Action Plan's Design Principles. To

reduce the perceived height and bulk of large buildings, building massing should be broken down into smaller scale components. As the development is proposing rental housing with a component of affordable housing, dividing Building A into two buildings has not been requested. The applicant has declined to make further changes as they believe the massing is successful.



**Figure 11: Buildings A’s proposed commercial rental units (Plan provided by WA Architecture)**

Projected demographic and household changes in the Shelbourne Valley, particular with respect to a significant increase in the number of seniors, means a greater need for a range of housing choices. The proposed development would offer a range of housing options that would allow seniors to age in place, young families to afford to live in the Shelbourne Valley, and students to find affordable rental units.

The number of storeys and use generally complies with the Shelbourne Valley Action Plan which supports mixed-use development up to eight-storeys. The new, street facing retail along McKenzie Avenue and Shelbourne Street would have direct access from the street in order to increase street level opportunities for social interaction and to create a vibrant pedestrian environment.

A Housing Data Summary has been commissioned by the District for the Saanich Housing Needs Report. This summary is still in draft form, however it provides useful information regarding the projected household need by bedroom type between 2020 and 2025. The table below provides a comparison between the development’s proposed unit mix and Saanich’s projected need by bedroom type. For the purpose of comparison, micro-units, studios and one bedroom units are considered to be the same unit type. Staff have recommended to the applicant that they increase the number of larger units (2 and 3+ bedrooms) to better align with Saanich’s projected housing need. The applicant responded by adding 40 additional 2 bedroom units. The unit mix is summarized in the table below, however it is worth noting that the percentage of smaller units still exceeds the projected need as identified in the Draft Housing Data Summary.

<b>Housing Mix Comparison: Projected Need vs. Proposed Unit Mix</b>			
<b>Unit Type</b>	<b>Projected % of Household Need</b>	<b>Proposed %</b>	
<b>1 Bed units</b>	40 %	77 %	459 units
<b>2 Bed units</b>	39 %	21.5 %	129 units
<b>3 Bed units</b>	21 %	1.5 %	10 units

**Table 2: Housing Mix Comparison**

**Environment**

A Tree Resource Report was prepared for the site by Dunster & Associates Environmental Consultants Ltd. The report documented all trees that have a trunk diameter greater than 10 centimeters within the area of the site to be redeveloped. Existing trees in the north part of the site were not documented because no redevelopment is proposed based on the terms of the Home Depot lease.

The Tree Resource Report documented 153 trees on the site that would be affected by the development. The report states that the redevelopment plans are comprehensive and extensive, and will necessitate removal of all of the trees on the site, many of which are small trees located in planters or very confined spaces. The new landscape would include many new trees better suited to the new development and site conditions.

The Parks Department has confirmed that a total of 262 new trees would be planted as part of the proposed development (228 trees on-site and 34 trees on the boulevard).

To ensure the vitality of the four Dawyck Beech trees proposed to be planted on the Shelbourne frontage, staff recommend that the applicant commit to the use of soil cells as opposed to the proposed structural soil prior to Public Hearing.

The applicant has committed to the irrigation of the new boulevard trees. It is Saanich's standard that boulevard irrigation be a dedicated system from a municipally owned water source and timer. As this was not clarified on the landscaping drawings, staff are recommending that the applicant commit to and submit details for a dedicated irrigation system that meets the District's standard prior to Public Hearing.

**Mobility and Parking**

The site is bounded by Shelbourne Street on the east, McKenzie Avenue on the south, and Cedar Hill Road on the west. Shelbourne Street is a north-south arterial road that provides a connection between Mount Douglas Park to the north and Royal Jubilee Hospital in the City of Victoria to the south. Raised medians and left turn lanes at major intersections are provided throughout most of this four-lane road.

McKenzie Avenue is a four-lane, east-west arterial road that provides a connection between the University of Victoria to the east and Trans Canada (Highway 1) and Patricia Bay (Highway 17) to the west. Cedar Hill Road is a two-lane north-south collector road that connects Mount Douglas Park to the north and Cook Street in Victoria to the south.

The Shelbourne Valley Action Plan contains a vision and policies for land use and mobility enhancements that have the potential to fundamentally change the character of the Shelbourne Valley to create vibrant and liveable "Centres" and "Villages" and a balanced mobility network where walking, cycling and public transit are inviting options for all ages and abilities.

**Traffic Impact Assessment**

A Traffic Impact Assessment was completed by Bunt & Associates. The report notes that vehicular access to the site is currently provided from two full movement driveways located on the Shelbourne Street side and separate entry and exit driveways on the McKenzie Avenue side. The northerly full movement access on Shelbourne Street is currently signalized.

In order to accommodate the site redevelopment south of the Home Depot building, and to improve safety at the busy McKenzie Avenue corridor, the applicant proposes to combine the

two McKenzie Avenue driveways and introduce two new driveway access points on Cedar Hill Road on the site's west edge. This change in site access, combined with development of an at-grade vehicle circulation route around the entire site would improve site connectivity, improve safety by removing site traffic turning movements from the high volume McKenzie Avenue frontage, and increase accessibility to Cedar Hill Road.

Currently, the existing site generates approximately 1,106 total two-way trips during the weekday PM peak hour, and 1,466 total two-way trips during the Saturday PM peak hour, split between inbound and outbound. With the site redevelopment as proposed, Bunt & Associates conservatively estimates the net traffic increase associated with the redevelopment of the site at approximately 198 and 120 two-way trips during the weekday PM and Saturday peak hour periods, respectively. Following redevelopment, the site is anticipated to result in negligible impacts to Cedar Hill Road and its adjacent neighbours.

The existing unsignalized access on Shelbourne Street is would be retained. Left turning movements will be restricted to surface vehicles. Vehicles exiting from the below grade parking would be restricted to right turn movements only.

The intersections of McKenzie Avenue with Shelbourne Street and Cedar Hill Road are nearing capacity during peak hours (with or without the University Heights expansion). Besides regular signal timing updates, no roadway improvements are recommended to improve vehicle operations. Due to the urban nature of the intersection some degree of vehicle congestion is expected. Any infrastructure improvements should focus on people walking, cycling and using transit.

#### BC Transit

University Heights Shopping Centre is located adjacent to frequent transit service on McKenzie Avenue and Shelbourne Street. The ridership on these corridors is very high with the nearest transit stop to the mall on the northbound side of Shelbourne Street accommodating 680 of the 2,700 daily transit passengers using the four stops closest to the McKenzie and Shelbourne intersection.

The McKenzie Avenue corridor is a key regional access for the 27,000 students, staff and faculty commuting to and from the University of Victoria. A significant destination within Greater Victoria, the University of Victoria is second only to downtown Victoria, and on a typical weekday has a transit mode share of 28 percent, with over 15,000 transit passenger trips per day. The level of commercial intensification and introduction of 598 residential units proposed for University Heights is anticipated to produce a significant demand on a corridor which is already heavily used and which will continue to see increased mobility pressure.

The "Transit Future Plan for the Victoria Regional Transit System" (2011) designates McKenzie Avenue a both a corridor for the future Frequent Transit Network and Priority Corridor for the Rapid Transit (Rapid Bus), and Shelbourne Street as Frequent Transit. The development of Rapid Bus on McKenzie Avenue would play a significant role in achieving Saanich's 14% and 20% transit mode share targets by 2036, and 2050, respectively. Redevelopment of University Heights would require consideration for rapid bus facilities, vehicle movements, and also the development of an improved replacement stop on the north side of McKenzie Avenue west of Shelbourne Street.

To accommodate future Rapid Bus on McKenzie Avenue, BC Transit has requested building setbacks and streetscape treatments that do not preclude development of a right-of-way width



that allocates 7.0 m (3.5 m + 3.5 m) for dedicated transit-only use; restriction of left turns from the eastbound travel lane on McKenzie Avenue into the subject property; and provision of a two-bay bus stop, with Type 5 shelter along the McKenzie frontage. The proposed design does provide the recommended bus bays and shelter. The proposed development does not preclude a future westbound dedicated rapid bus lane, however, additional road dedication will be required of future for properties on the other side of McKenzie Avenue to support a future bus lane in the eastbound direction. This would fairly balance the road dedications for property owners on both sides of McKenzie and would provide a consistent road alignment.

To accommodate the bus bays requested by BC Transit, the proposed building would remain entirely on the University Heights property but a statutory right-of-way would be required over the portion of the property to permit the sidewalk to encroach onto the site and the applicant would provide a bus stop and shelter in accordance with the BC Transit Guidelines. As the left-turn into the site from McKenzie Avenue is a requirement of the Home Depot lease, it would be permitted to remain at this time. Saanich reserves the right to close this turn lane at any point in the future should traffic safety issues arise.

## **Variances**

### Parking

A variance is being requested for parking. Based on the Zoning Bylaw, the proposed development would require a minimum of 1,797 parking spaces. The bylaw permits that visitor parking for the residential (0.3 spaces per unit) can be assigned to commercial use parking spaces as long as they account for no more than 15% of the required commercial spaces. Bunt & Associates notes that the bylaw does not take into account the specific location of the development site, shared parking synergies between the residential use and the commercial parking spaces and also does not account for location-specific characteristics of the site in terms of transportation options and anticipated demographics.

The applicant proposes to construct the development with a total of 1,115 vehicle parking spaces, a shortfall of 682 spaces based on the Zoning Bylaw requirement. Residential parking is proposed at 0.65 spaces per unit whereas the bylaw requires 1.5 spaces per unit, including visitor parking. Commercial spaces are proposed using a rate of 1 space per 25 m<sup>2</sup> Gross Leasable Area (GLA) whereas the bylaw requirement is 1 space per 19 m<sup>2</sup> GLA (shortfall of 178 spaces). In accordance with the Zoning Bylaw, visitor parking for the residential (0.3 spaces per unit) would be assigned to commercial use parking spaces resulting in 135 commercial stalls can be considered doubly residential visitors stalls resulting in short fall of 45 residential visitor parking stalls. The applicant has agreed to provide twenty EV charging stations to serve both commercial and residential tenants. These would be located in the underground parkade and at grade adjacent to the existing gas station.

In order to inform the parking requirement for the development, Bunt & Associates undertook a comparison of parking requirements based on the Zoning Bylaws for Victoria, Langford, Central Saanich and Sidney. While there is a substantial variance among these municipalities, Saanich's minimum parking supply rate for commercial (1 space per 19 m<sup>2</sup> GLA) is the highest of the listed communities which average 1 space per 27.3 m<sup>2</sup> GLA. For residential, bylaw requirements for the various communities surveyed ranged from 0.7 spaces per unit (downtown Victoria) to 2 spaces per unit, depending on location factors and the size of the residential units. University Height's units being rental units and near a University campus are expected to have vehicle ownership rates are anticipated to be below typical residential units due to the proximity to the university and that the units would be rental.

Bunt & Associates parking analysis included a comparison of required parking standards with other nearby municipalities; an analysis of current demand at University Heights; consideration for proposed unit sizes, tenure and target market; comparison with the Institute of Transportation Engineers (ITE) Parking Generation Manual rates; and opportunities for shared parking synergies. Bunt & Associates concluded that the proposed parking would provide a good balance between the sustainable transportation objectives of the District of Saanich while still ensuring the viability of the project and protecting against parking spillover into the adjacent neighbourhood. Bunt & Associates recommends that residential parking should be unbundled (rented separately) from the residential units. Introduction of payment and/or time regulations of nearby unregulated on-street parking areas such as Arrow Road and Hopesmore Drive is also recommended.

Bicycle parking is proposed for the development in excess of Zoning Bylaw requirement. Secure bike rooms would be provided in various locations throughout the underground parking levels and the residential parkade. To support resident cycling, the applicant has agreed to provide bike repair stations for residents and visitor use.

Traffic Demand Management (TDM) measures have been proposed including designating one car-share parking space to a local provider and the purchase of one car share vehicles. This and other TDM measures are recommended to be secured by covenant.

Policy 4.2.9.37 of the Official Community Plan allows for the consideration of parking variances where (among other things) one or more of the following apply: transportation demand strategies (TDM) are implemented; a variety of alternative transit options exist within the immediate vicinity of the proposed development; and/or the development is located in a "Centre". The University Heights shopping center is in the heart of the University Major "Centre", bounded by frequent transit routes and the future Rapid Bus on McKenzie Avenue and therefore staff can recommend that the proposed parking variances be supported.

#### Loading

A Variance is being requested for loading. 15 loading spaces are required by the Zoning Bylaw and 11 loading spaces are proposed. To offset the impacts of lack of loading on the development, the applicant is proposing to assign 6 parking stall as loading to facilitate day to day activities for the residential and small scale commercial portion of the proposed development, as such, staff recommend that the proposed parking variances be supported.

#### Projections

Variances are being requested for various projections into setback for the proposed residential balconies. As private outdoor area would enhance the livability of many of the small units, staff recommend that the proposed variances for projections can be supported.

#### Sign Bylaw

A Comprehensive Sign Plan was submitted as part of the application package. Variances are being requested for copy are for various signs. Due to the unique character of the University Heights Development and the minor nature of the variances being sought, staff recommend that the proposed variances for copy area be supported.

#### Servicing

The Engineering Department has provided an extensive list of servicing requirements for the proposed development that must be completed at the applicant's expense. Required services or

upgrades must be designed by a Professional Engineer. Specific servicing plans must be approved prior to the issuance of a Building Permit for any development on the site.

Servicing requirements include assessments, by a Professional Engineer, of the adequacy of existing storm drainage, sanitary sewer, and water systems to accommodate the proposed development and upgrading/replacement of these systems as necessary. Underground wiring service connections are required to serve all proposed buildings. A construction safety plan and specific fire safety provisions will be required to the satisfaction of the Fire Department.

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

Property dedication is required along Shelbourne Street and McKenzie Avenue to accommodate proposed sidewalks and boulevard areas. Road improvements along the entire frontage of Shelbourne Street including the Home Depot frontage must be completed as required under the Shelbourne Valley Action Plan. McKenzie Avenue, fronting this development, must be improved complete with 2.0 m wide bike lane and a minimum 2.5 m wide sidewalk. The existing 1.7 m wide sidewalk on Cedar Hill Road must be replaced with a 2.5 m wide sidewalk. All driveways must be designed to Saanich Standards. Recommendations of Bunt & Associates Traffic Impact Assessment must be complied with.

## **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 subject matter at the forefront of council's discussion.

### Climate Change

This section includes the specific features of a proposal related to mitigation and adaption 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 adaption:

- The proposal is located inside the Urban Containment Boundary and within the University Major "Centre".
- Lambrick Park Secondary School is approximately 1.0 km distant and Gordon Head Middle School is approximately 1.4 km distant. Braefoot Elementary and Campus View Elementary Schools are both approximately 1.2 km distant.
- Recreation facilities at Gordon Head Recreation Centre are approximately 1 km distant.

- The proposal would require improvements to McKenzie Avenue, Shelbourne Street, and Cedar Hill Road fronting the site in accordance with the Shelbourne Valley Action Plan and Saanich Development Standards.
- The applicant has committed to constructing the residential to Step 3 of the BC Energy Step Code and to construct the commercial to Step 2 of the BC Energy Step Code.
- University Heights Shopping Centre is located adjacent to frequent transit service on McKenzie Avenue and Shelbourne Street. The nearest public transit stops are fronting the site on Shelbourne Street and McKenzie Avenue. These stops would be upgraded in accordance with BC Transit Guidelines.
- The development is readily accessible via all modes of alternative transportation including walking, cycling, and public transit.
- The site would be well served by significant improvements to the pedestrian and cycling infrastructure that are anticipated for Shelbourne Street, McKenzie Avenue, and Cedar Hill Road.
- The applicant has agreed to provide twenty EV charging stations to serve both commercial and residential tenants. These would be located in the underground parkade and at grade adjacent to the existing services station. Given the size of the development and the trend toward higher use of EVs, it is recommended that the applicant consider increasing the number of EV charging stations and pre-ducting of the residential parkade to accommodate additional charging stations if needed in the future.
- The applicant proposes to designate one parking stall to a local car-share provider and to purchase one car share vehicle.
- The applicant proposes to contribute \$20,000 to the District of Saanich to be used for infrastructure improvements on Cedar Hill Road that would increase safety and community enjoyment for pedestrians and other road users. This would be in addition to any improvements required as part of the Development Servicing Requirements. This commitment would be secured by covenant.

### Sustainability

#### *Environmental Integrity*

This section includes the specific features of the proposal and how it impacts the natural environment. Considerations include: 1) Land disturbance; 2) Nature conservation; and 3) Protecting water resources. The proposal 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 environmentally sensitive areas or undisturbed lands.
- Redevelopment will necessitate removal of all of the 150 trees on the site, many of which are small and in planters or very confined spaces. A total of 262 new trees would be planted as part of the proposed development (228 trees on-site and 34 trees on the boulevard).
- A contribution of \$5,000 is proposed for the Saanich Tree Replacement Fund to be used to continue planting of memorial London Plane Trees along Shelbourne Street.
- Stormwater management would be provided in accordance with the requirements of Schedule H "Engineering Specifications" of the Subdivision Bylaw. This development is within a Type II watershed area which requires stormwater storage, oil/grit separator or grass swale and sediment basin.

### *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:

- The residential design incorporates outdoor patios, decks, and a common outdoor area suitable for active use and seating.
- The proposal is for 598 rental housing units comprising micro units, studio units, one bedroom units, two bedroom units and three bedroom units.
- The applicant proposes a 10% reduction on market rent for 60 residential rental units for a period of 20 years. This commitment would be secured through a Housing Agreement.
- The applicant proposes a \$500,000 donation to the Saanich Affordable Housing Fund. This commitment would be secured by covenant.
- The proposal improves housing diversity increasing the mix of housing form in the area and includes a range of dwelling unit sizes to provide for a variety of household types.
- A range of outdoor, community and recreation opportunities are available within reasonable walking/cycling distance.
- The proposal would provide new residential units in the area, which would enhance safety in the neighbourhood by enhancing passive surveillance and active use of public spaces.
- The proposed development encourages walking by enhancing the pedestrian environment and improving connectivity through the area.
- The site is designed to have barrier free accessibility and be welcoming to people of all ages and levels of physical ability.
- Roof top landscape areas and residential patios would provide gardening opportunities for future residents.

### *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 considerations related to economic vibrancy, such as:

- The development would create short-term jobs during the construction period.
- The proposal would be within the commercial catchment/employment area for the businesses and services located within the University Major and Feltham Village "Centres".
- The proposal would encourage economic revitalization of other nearby commercial areas by increasing the population in the surrounding neighbourhood.

## **CONCLUSION**

University Heights Shopping Centre is at the heart of the University District and is well serviced by frequent public transit along both Shelbourne Street and McKenzie Avenue. The proposal is consistent with the Official Community Plan which focuses the majority of future growth to "Centres" and "Villages" and supports the establishment of more compact, walkable neighbourhoods that address a variety of local resident's needs. The proposed massing and number of storeys generally complies with the Shelbourne Valley Action Plan which supports mixed-use development up to eight-storeys. The proposed development would offer a range of housing options that would allow seniors to age in place, young families to afford to live in the Shelbourne Valley, and students to find affordable rental units.

The proposed street-facing retail along McKenzie Avenue and Shelbourne Street would increase street level opportunities for social interaction and create a vibrant pedestrian environment.

The applicant has requested rezoning to a new site-specific shopping centre zone. Permitted uses and density would be similar as for the current C-3 (Shopping Centre) Zone. Required building setbacks from McKenzie Avenue, Shelbourne Street and Cedar Hill Road would be less than for the C-3 Zone in order to increase street level opportunities for social interaction and to create a vibrant pedestrian environment. The new zone would allow a maximum building height of approximately 26 m whereas the C-3 Zone permits a maximum height of 15.0 m.

Based on the Zoning Bylaw, the proposed development would require a minimum of 1,797 parking spaces. The applicant proposes to construct the development with a total of 1,102 vehicle parking spaces, a variance of 692 spaces is being requested.

Gordon Head Residents' Association has noted that while some aspects of the redevelopment have been well received there is concern regarding potential parking and traffic impacts but does acknowledge that the proposed development is in alignment with the Official Community Plan and Shelbourne Valley Action Plan Policies. The Mount Tolmie Community Association has no objection to the proposed development subject to considerations previously outlined in this report.

There are a number of areas in which staff have recommended revisions as per the recommendations in this report. Key concerns include: the massing of Building A & C, the public realm interface on Cedar Hill Road, the potential for inward facing commercial rental units on McKenzie, the future health of the proposed Beech boulevard trees, the irrigation of the boulevard trees and the mid-block pedestrian and cycling connection.

BC Transit generally supports the proposed development as it is consistent with transit supportive land use and transportation policies in the Victoria Transit Future Plan and District of Saanich Official Community Plan.

The proposed mixed-use development with 598 rental units would contribute to the objectives of the Official Community Plan, such as building complete communities and fostering liveable neighbourhoods, by locating density in the University Major Center. The proposed development is also closely serviced by rapid public transit, thus reducing the need to rely on travel by car. Proposed sidewalk improvements would also improve the pedestrian realm and help contribute to the creation of a walkable neighbourhood. For the above-noted reasons, staff recommend that the proposed Rezoning and Development Permit applications be supported subject to the listed revisions.



Prepared by:

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Manager of Current Planning

Approved by:

*Hvozanski*

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Sharon Hvozanski  
Director of Planning

GL/rh

**Attachments**

**ADMINISTRATOR'S COMMENTS:**

I endorse the recommendation from the Director of Planning

*[Signature]*

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Paul Thorkeisson, Administrator