

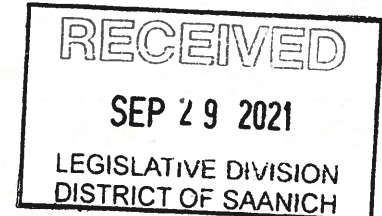


The Corporation of the District of Saanich

C 18 Oct 2021

Report

To: Mayor and Council
From: Sharon Hvozanski, Director of Planning
Date: September 27, 2021
Subject: Rezoning, Development Variance Permit, and Subdivision Application
File: REZ00682; DVP00464; SUB00879 • 630 Agnes Street



RECOMMENDATION

1. That the application to rezone the site at 630 Agnes Street from the RD-1 (Two Family Dwelling) Zone to the RS-4 (Single Family Dwelling) Zone be approved.
2. That Development Variance Permit DVP00464 be approved.
3. 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 Summit Land Surveying date stamped received on January 12, 2021; and
 - The dwellings on proposed Lots 1 and 2 be constructed generally in accordance with the character, scale and massing, as shown on house plans prepared by Victoria Design Group and landscape plans prepared by Greenspace Designs date stamped received on September 27, 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 the parcel from RD-1 (Two Family Dwelling) Zone to the 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 width and building height. The applicant is Victoria Design Group (Wil Peereboom).

DISCUSSION

Neighbourhood Context

The 989 m² site is located in the Carey Local Area, on the north side of Agnes Street. The site is currently zoned RD-1 and contains a two family dwelling that would be removed. Surrounding

land use is primarily single family dwellings on RS-6 zoned parcels, although there are a number of RD-1 zoned parcels in the vicinity as well. The adjacent parcel to the east contains a townhouse complex and is zoned RT-3 (Attached Housing), and Glanford Park is located immediately to the south across Agnes Street and is zoned P-4 (see Figure 1).

The site is almost equidistant between the Royal Oak Major "Centre", 2.0 km to the north, and the Uptown Major "Centre", 1.9 km to the south. In both of these Major "Centres", a broad range of commercial and personal services are provided, employment opportunities exist, and the majority of future residential and commercial growth is to be focused per the Official Community Plan. Pacific Christian School is located at the end of Agnes Street, 160 m to the east. Glanford Middle School is located 430 m to the northwest, and McKenzie Elementary School is located 515 m to the southwest. Nearby parks include Glanford Park, immediately across Agnes Street from the subject property, and Swan Creek Park, 470 m to the southwest.

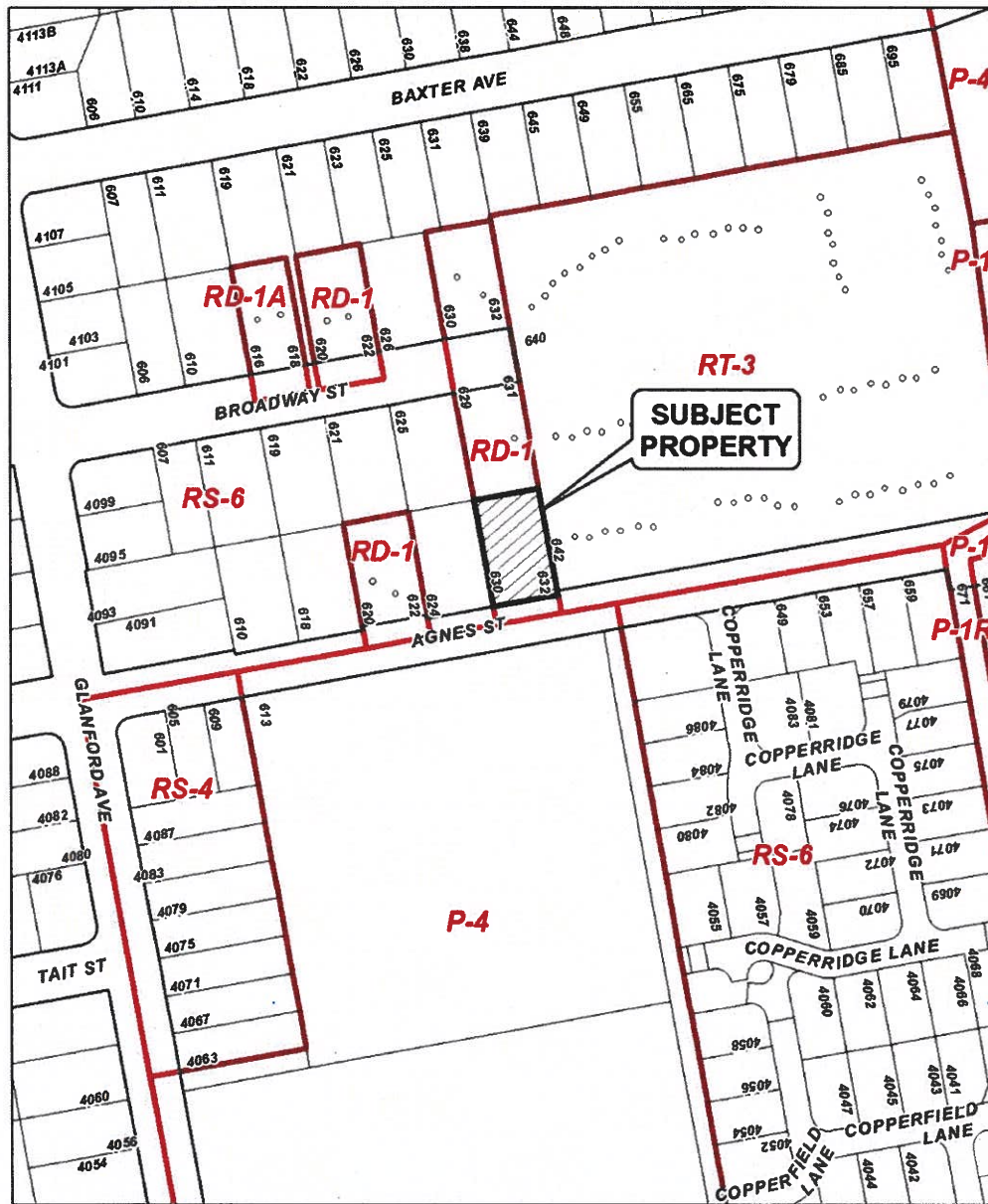


Figure 1: Neighbourhood Context

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). After a 1.52 m road dedication, proposed Lots 1 and 2 would have a lot area of 475.85 m² and 475.72 m², respectively. Lots of this size would require rezoning to the RS-4 Zone. The existing duplex would be deconstructed on the subject property. Access to both lots would be from Agnes Street.



Figure 2: Proposed Site Plan (from plans by Greenspace Designs)

Site and Building Design

The existing dwelling would be removed and two new buildings would be constructed, one on each of proposed Lots 1 and 2. In addition to those for lot width, variances would also be required for building height.

The applicant has provided conceptual house elevations for the new dwellings to be constructed on proposed Lots 1 and 2 (see Figures 3 and 4). The proposed three-bedroom dwellings would be two-storeys plus basement, have a gross floor area of 237.5 m², and would contain secondary suites. The dwellings would comply with the maximum 0.5 FSR and maximum 80% non-basement floor area requirements of the RS-4 Zone. The proposed dwelling on Lot 1 would have a west coast contemporary design with a reverse butterfly roof running from front to back. Exterior building materials would include cement fiber lap siding and panel siding (e.g. hardie-plank and hardie-board). Colours would be a wood tone, and two shades of warm grey with fascias and wood trim in black (see Figure 3).



Front/South (Agnes Street)



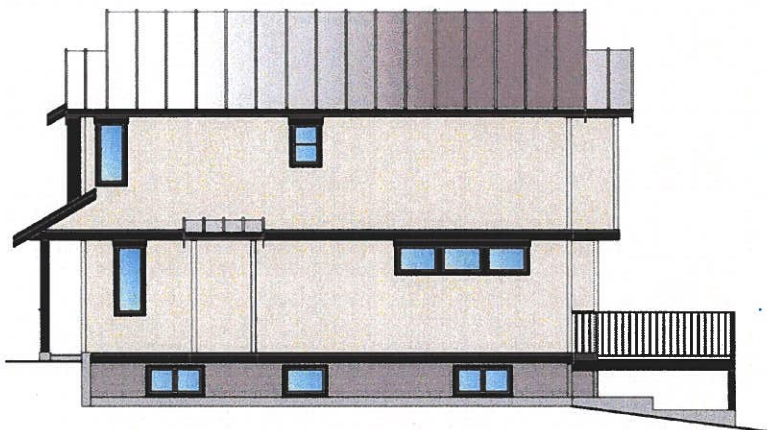
West Side

Figure 3: Proposed Elevations Lot 1 (from plans by Victoria Design Group)

The proposed dwelling on Lot 2 would be slightly more traditional with gabled roof and vertical board and batten siding in an off-white colour with trim in black (see Figure 4). Both dwellings would have grey prefinished metal roofs.



Front/South (Agnes Street)



East Side

Figure 4: Proposed Elevations Lot 2 (from plans by Victoria Design Group)

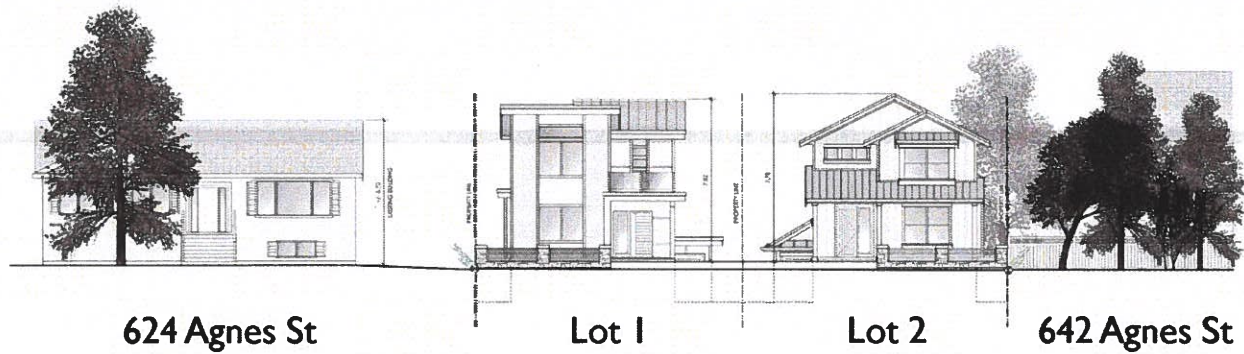


Figure 5: Streetscape Elevation (from plans by Victoria Design Group)

The Zoning Bylaw requires two parking spaces per single family dwelling, plus an additional space of each secondary suite. All parking spaces would be located at the rear of the property with one space located beside each garage, one space in each of the single car garages, and one space in front of each garage, in a tandem parking arrangement. Access to the lots would be via a shared driveway in the centre of the lot, and access to the garages located in the rear of the property would be via the shared centre drive aisle. A reciprocal easement would be required over both lots in favour of the other for the proposed driveway and drive aisle. The new single family dwellings 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) September 10, 2020. No response has been received to date.

Correspondence from one neighbour in support of the application has been received.

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.”

Saanich Housing Strategy (2021)

The District of Saanich Housing Strategy was presented at the Council meeting of August 23, 2021 and has been endorsed in principle by Council. The following strategy item would be most applicable to the subject proposal:

- 3.1 “Increase housing choice by expanding infill housing opportunities and initiatives.”
- 3.2 “Ensure new housing meets local needs”
- 3.3 “Utilize land use management plans, policies and tools to increase the supply, affordability, and variety of housing options”

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 dwellings to be constructed on proposed Lots 1 and 2. The dwellings would be two storeys plus basement and would contain a secondary suite. Zoning Bylaw variances are requested for lot width for proposed Lots 1 and 2, as well as for building height for the proposed dwellings on both lots. Requested variances are discussed later in this report.

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 Glanford Avenue, approximately 163 m walking distance to the west. 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 width for proposed Lots 1 and 2, and for building height for the proposed dwellings on both lots.

Table 1: Requested Variances

Requested Variances			
	PROPOSED	REQUIRED (RS-4 Zone)	VARIANCE REQUIRED
Lot Width	12.33 m	14.0 m	1.67 m
Building Height:			
Lot 1 Overall Height	7.84 & 7.12 m	7.5 m (6.5 m - flat)	0.34 & 0.62 m
Lot 1 Single Face Height	8.12 m	7.5 m	0.62 m
Lot 2 Overall Height	8.07 m	7.5 m	0.57 m
Lot 2 Single Face Height	8.16 m	7.5 m	0.66 m

Lot Width

The Zoning Bylaw requires a minimum lot width for the RS-4 Zone of 14.0 m. A variance of 1.67 m is requested to permit the proposed Lots 1 and 2 to have a lot width of 12.33 m each. The variance would have no appreciable impact to the adjacent neighbours and the proposed dwellings would comply with the siting requirements for the RS-4 Zone. For this reason, the variance for lot width can be supported.

Building Height

For Single Family Dwellings in the RS-4 Zone, the Zoning Bylaw permits a maximum height of 7.5 m for a sloped roof, and 6.5 m for a flat roof. The proposed dwelling on Lot 1 would have both sloped and flat roofs, with heights of 7.84 m and 7.12 m, which would require variances of 0.34 m and 0.62 m, respectively. The proposed dwelling on Lot 2 would only have sloped roofs, with a height of 8.07 m, requiring a variance of 0.57 m.

The Zoning Bylaw also specifies a maximum single-face height of 7.5 m. The proposed Dwellings on Lot 1 and 2 would have single face heights of 8.12 m and 8.16 m, requiring variances of 0.62 m and 0.66 m respectively.

The applicant notes that the proposed heights are based in part in an effort to facilitate efficient flow to the proposed buildings, based on the maximum depth of services installed by Saanich. The applicant also notes that the site sits in a "bowl" with higher elevated properties on both sides and to the rear. The requested height variances would have no appreciable impact to adjacent neighbours, and would in fact be lower than the nearest block of townhouses at 642 Agnes Street. For these reasons, the requested variances can be supported.

Servicing

As part of the Development Servicing Requirements, a 1.524 m wide property dedication would be required along the entire frontage of the subdivision on Agnes Street for road allowance. Agnes Street fronting this subdivision is required to be widened to municipal standards complete with non-mountable concrete curb and gutter. The curb offset must match the existing curb fronting 620 Agnes Street.

Existing sewer connections and 19 mm water services are to be used by both proposed lots. Reciprocal private easements will be required for sewer and storm drain over the northeast and northwest corners of proposed Lots 1 and 2. Reciprocal easements will also be required between proposed Lots 1 and 2 for the proposed driveway. The driveway width within the Agnes Street road allowance is not to exceed a width of 7.0 m.

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. The existing ditch fronting the property is to be enclosed with an appropriately sized pipe to serve the catchment area, and a catch basin will be required on Agnes Street, fronting the eastern end of the non-mountable curb.

Environment

As per the requirements of Schedule I of the subdivision Bylaw, two medium class boulevard trees are proposed. However, Parks recommends that the applicant plants one large class boulevard tree in front of Lot 1. This would avoid potential canopy conflict with a large existing London Plane boulevard tree located just to the east of this property. Parks notes there are no overhead restraints that would conflict with the growth of a large class tree fronting Lot 1.

There are three Bylaw protected trees within the proposed development area. Two are on site, and consist of a 49 cm Douglas-fir and an 86 cm twin-stem Western Red Cedar. The third tree, an 80 cm London Plane, is located in the boulevard fronting the neighbouring property at 642 Agnes Street.

The full impact to the three noted trees is still unknown. Parks anticipates that the accumulative impacts to the onsite Bylaw trees for the work required for this development may result in the loss of one or both of the Bylaw trees on site. Parks anticipates that the boulevard tree could be retained using alternative construction techniques. Parks recommends the following be conditions of approval for the subdivision:

- That the boulevard London Plane is retained throughout this project. The applicant shall work with their engineer and project arborist to provide detailed plans and a detailed arborist report for the work required, that provides specific construction techniques and tree protection measures throughout the project so the London Plane tree is retained. This will be required at both Site Servicing and building permit stage of the development.
- For onsite Bylaw protected trees the applicants' project arborist shall provide a detailed arborist report that identifies all of the construction impacts and recommend alternative construction techniques and mitigation measure to retain the trees, or if retention of an onsite tree is not possible with this development, recommend the removal of a tree because of specific construction impacts. This will be required at both Site Servicing and building permit stage of the development.

These comments have been provided to the Approving Officer and would be considered at the time of subdivision.

It is anticipated that the Hydro service for Lot 2 will require pruning of the London Plane tree. If the subdivision is approved it will be a condition of the tree permit issued in support of either the site servicing permit or building permit that the pruning of the London Plane tree shall be completed by a certified arborist and in accordance with the Bylaw.

In addition to the two medium class Honey Locust boulevard trees proposed, the applicant is also proposing one Paperbark Maple tree in the front yard of proposed Lot 1, and two Serviceberry trees in the rear yards between the two garages

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. Tree totals cannot be provided at this time as the full impact to trees is still unknown, however it is Parks expectation that the applicant will make every effort to meet this important goal.

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 site is almost equidistant between the Royal Oak Major “Centre”, 2.0 km to the north, and the Uptown Major “Centre”, 1.9 km to the south. In both of these Major “Centres”, a broad range of commercial and personal services are provided, employment opportunities exist, and 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 160 m of Pacific Christian School, 430 m of Glanford Middle School, and 515 m of McKenzie Elementary School. Nearby parks include Glanford Park, immediately across Agnes Street from the subject property, and Swan Creek Park, 470 m to the southwest. The Emily Carr Branch of the Greater Victoria Public Library is 1.9 km to the south at Uptown centre, and the Saanich Commonwealth Place Recreation Centre and the Bruce Hutchison Library are located 3.1 km to the north. 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 Glanford Avenue (approximately 163 m walking distance to the east); and
- The single family dwellings on proposed Lots 1 and 2 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.

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;
- Building designs for the proposed dwellings to be constructed on proposed Lots 1 and 2 would be secured by covenant; and
- Secondary suites are 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 in the Royal Oak and Uptown Major "Centres".

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 Glanford Avenue (approximately 163 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 ± 3.0 km travel distance.

The potential impact to existing on site trees is unknown. Parks requires that the applicants' project arborist provide a detailed arborist report that identifies all of the construction impacts and recommend alternative construction techniques and mitigation measure to retain the trees. Specific construction techniques and tree protection measures to retain the boulevard tree and minimize impacts to onsite Bylaw protected trees can be addressed by the Approving Officer through the subdivision process. The current proposal is anticipated to meet 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 width for proposed Lots 1 and 2, and for building height for proposed dwellings on each of the lots, are not anticipated to impact adjacent residents or the streetscape, and are supportable.

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: *clw*

Chuck Bell
Planner

Reviewed by: *shsaltzman*

Shari Holmes-Saltzman
Manager of Current Planning

Approved by: *shsaltzman*
for

Sharon Hvozdzanski
Director of Planning

CWB/jsp

Attachments

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.

 [Signature]

Paul Thorkelsson, Chief Administrative Officer