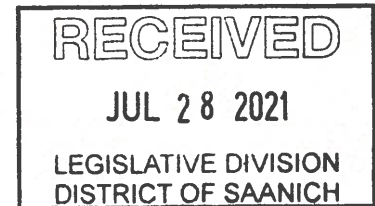


The Corporation of the District of Saanich

# Report

**To:** Mayor and Council  
**From:** Sharon Hvozanski, Director of Planning  
**Date:** July 26, 2021  
**Subject:** Rezoning and Subdivision Application  
**File:** REZ00678; SUB00875 • 766 Lindsay Street



## RECOMMENDATION

1. That the application to rezone the site at 766 Lindsay Street from the RS-8 (Single Family Dwelling) Zone to the RS-2 (Single Family Dwelling) Zone and the RS-4 (Single Family Dwelling) Zone be approved.
2. That Final Reading of the Zoning Amendment Bylaw be withheld pending registration of a covenant to secure the following:
  - Development of the property in accordance with the plan of subdivision prepared by Adapt Design and the conceptual site servicing plan prepared by McElhanney date stamped received on July 21, 2021;
  - The dwellings on proposed Lots A and B be constructed generally in accordance with the character, scale and massing, as shown on house plans prepared by Adapt Design date stamped received on July 21, 2021; and
  - The dwellings on proposed Lots A and B 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 at 766 Lindsay Street from the RS-8 (Single Family Dwelling) Zone to the RS-2 (Single Family Dwelling) Zone and the RS-4 (Single Family Dwelling) Zone in order to subdivide to create one additional lot for a total of two lots for single family dwelling use. The applicant is Kors Development Services Inc. (Denise Kors).

## DISCUSSION

### Neighbourhood Context

The 870 m<sup>2</sup> site is located in the Viewmont neighbourhood of the Royal Oak Local Area, on the northeast corner of Lindsay Street and Casa Linda Drive. The site contains a 1950s single

family dwelling that would be deconstructed. Surrounding land use is single family dwellings on RS-8 zoned parcels (see Figure 1). The neighbourhood is predominantly RS-8 zoned single family dwellings with a number of RS-6 (Single Family Dwelling) and RS-6A (Single Family Dwelling) zoned infill lots.

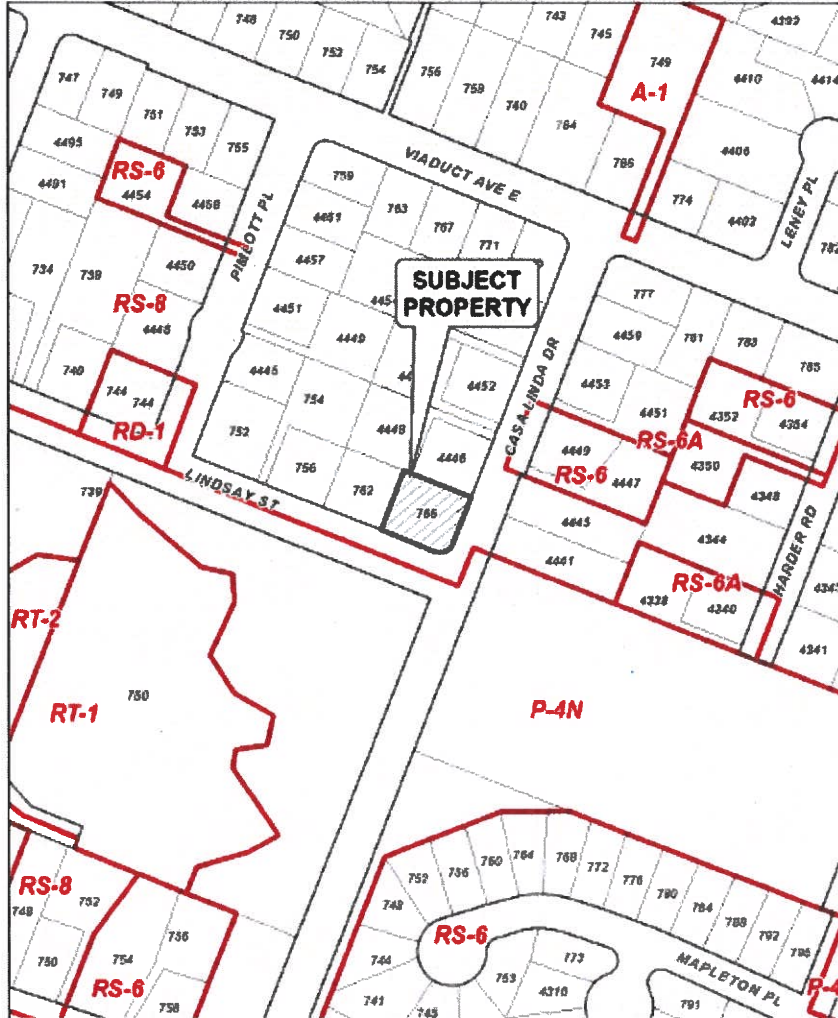


Figure 1: Context Map

The site is located within 575 m travel distance of Royal Oak Major “Centre”, where a broad range of commercial and personal services are provided, employment opportunities exist, and where the majority of future residential and commercial growth is to be focused per the Official Community Plan. The site is within 1.4 km of Northridge Elementary School and 720 m of Royal Oak Middle School. Nearby parks include Colquitz Park, immediately to the south, and Brydon Park, 250 m travel distance to the east. Saanich Commonwealth Place Community Recreation Centre and Bruce Hutchison Library are 1.5 km travel distance to the north.

The site is served by public transit service on Wilkinson Road and on West Saanich Road. Route # 30 (Royal Oak Exchange/Downtown) provides local service along Wilkinson Road at 20-120 minute intervals. The nearest bus stops are approximately 485 m walking distance near the Wilkinson Road/Lindsay Street intersection. Routes #6 and #31 (Royal Oak Exchange/Downtown) operate along West Saanich Road. Route #6 is a frequent route with

weekday service every 15 minutes or better. Route #31 is a local route with 20-120 minute service. The nearest bus stops on West Saanich Road are approximately 825 m walking distance.

**Proposed Land Use**

The proposal is to create one additional lot for a total of 2 lots for single family dwelling use (see Figure 2). Proposed Lot A would have a lot area of 405 m<sup>2</sup> and would require rezoning to the RS-2 Zone. Proposed Lot B would have an area of 465 m<sup>2</sup> and would require rezoning to the RS-4 Zone. The existing dwelling would be deconstructed. Access to both lots would be from Lindsay Street. No Zoning Bylaw variances are requested.



**Figure 2: Proposed Subdivision** (from plans by Adapt Design)

**Site and Building Design**

The applicant has provided conceptual house elevations for the new dwellings to be constructed on proposed Lots A and B (see Figure 3). The three-bedroom dwelling on proposed Lot A would be two-storeys plus basement, would have a gross floor area of 199.63 m<sup>2</sup>, and would contain

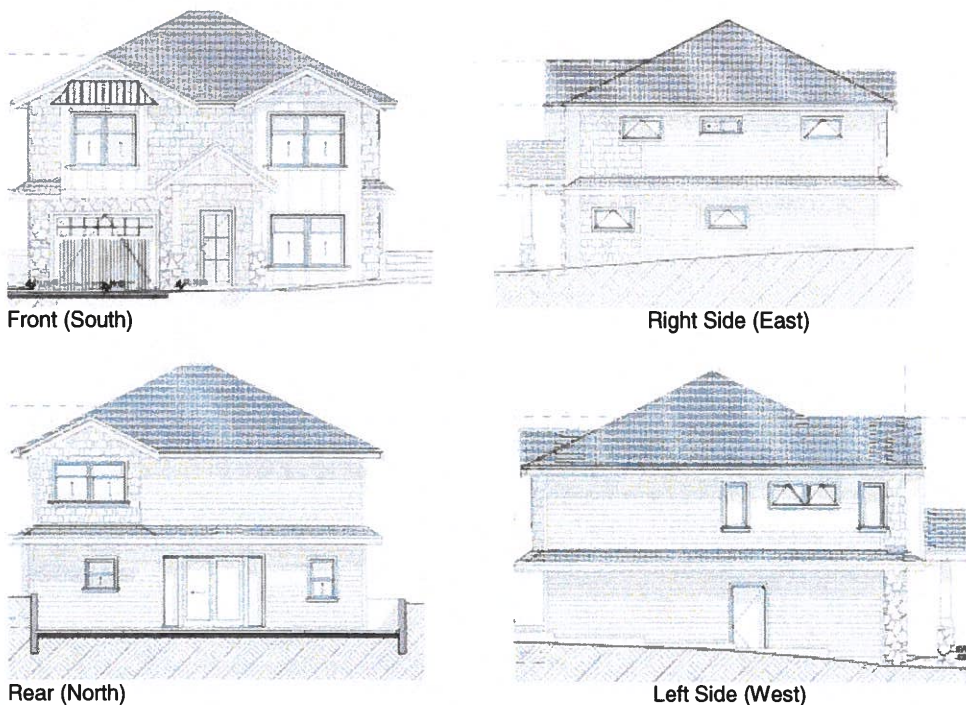
the potential for a secondary suite. The dwelling would comply with the maximum 202.5 m<sup>2</sup> gross floor area and maximum 162 m<sup>2</sup> non-basement floor area for the RS-2 Zone.

The four-bedroom dwelling on proposed Lot B would include two-storeys plus a basement, would have a gross floor area of 232 m<sup>2</sup>, and would also contain the potential for a secondary suite. The dwelling would comply with the maximum 232.5 m<sup>2</sup> gross floor area and maximum 186 m<sup>2</sup> non-basement floor area for the RS-4 Zone.

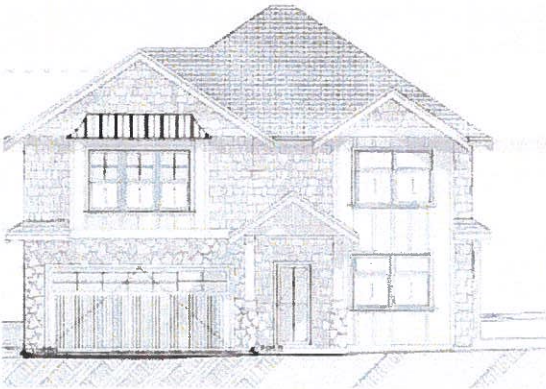
Both dwellings would have a contemporary design typical of other recently constructed dwellings in the neighbourhood. To preserve privacy of neighbouring properties, a setback of 3 m is proposed between the dwelling on proposed Lot A and the adjacent lot to the west. For the dwelling on proposed Lot A, the upper storey windows on the north and west elevations would be limited.

Each new house would have parking in the garage for two vehicles and additional parking in the driveways. Both homes are designed to accommodate a secondary suite. If suites are proposed by the future owners, an off-street tenant parking space would also be provided.

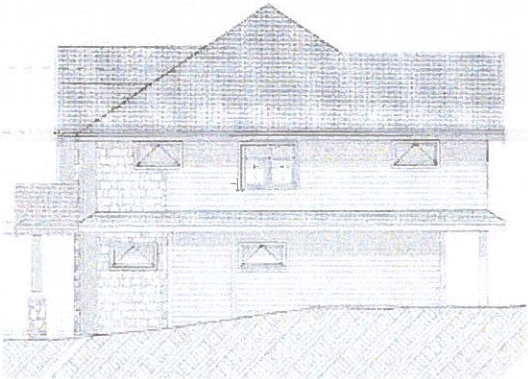
The single family dwellings would be required to meet Step 3 of the BC Energy Step Code and would include the necessary conduits to be solar ready for future installation of photovoltaic and/or solar hot water systems. The applicant has stated that the proposed dwellings would include an electric vehicle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



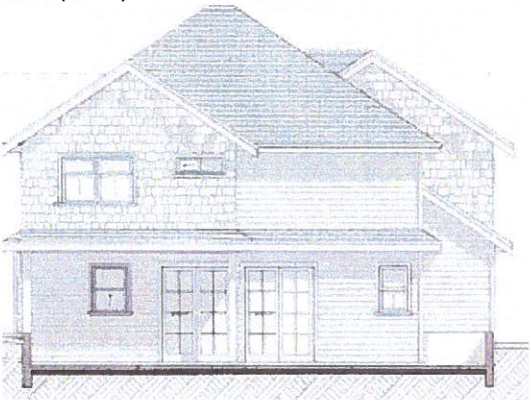
**Figure 3: Proposed Elevations – Lot A (from plans by Adapt Design)**



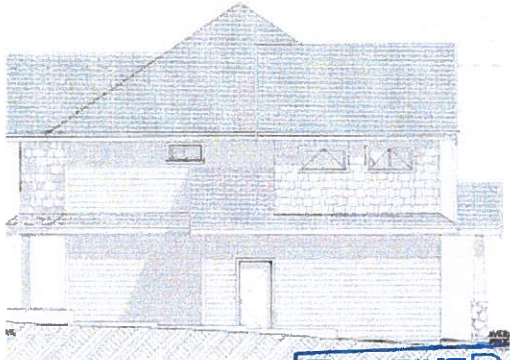
Front (South)



Right Side (East)

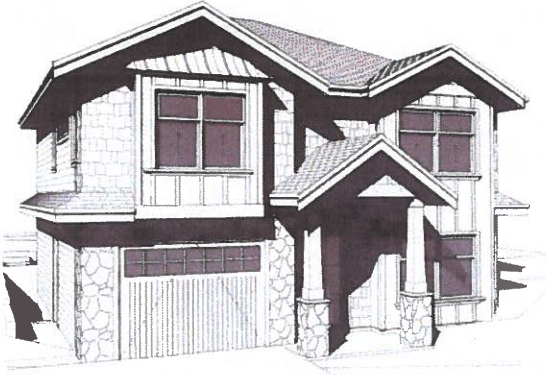


Rear (North)

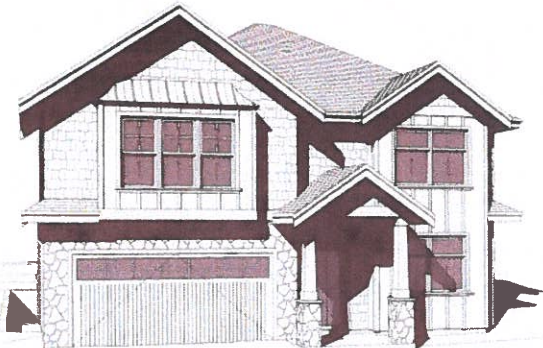


Left Side (West)

**Figure 4: Proposed Elevations – Lot B (from plans by Adapt Design)**



Lot A



Lot B

**Figure 5: Perspective Views (from plans by Adapt Design)**



Lindsay Street



Casa Linda Drive

**Figure 5: Proposed Streetscape Views** (from plans by Adapt Design)

**Consultation**

The applicant has stated that five surrounding property owners were contacted by phone, e-mail and mail prior to making the application to provide details of the proposed rezoning, subdivision, and house designs. Copies of the subdivision plans and house designs were forwarded by email to the owners and to the Royal Oak Community Association (ROCA). The applicant met with ROCA to provide additional information and answer questions about the proposed development. Comments from neighbours related to overland drainage, tree and habitat protection, increased traffic, on-street parking, and the need for road markings at the Lindsay Street/Casa Linda Drive intersection.

A referral was sent from the Planning Department to the Royal Oak Community Association (ROCA). A response was received indicating “generally no objection” but noting the concerns of neighbours. In addition, a neighborhood notification letter was sent to residents within 90 m of the site. Letters were received from four area residents referencing the above noted concerns. Copies the referral comments from ROCA and the residents are included in the agenda package.

## ALTERNATIVES

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

## FINANCIAL IMPLICATIONS

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

## STRATEGIC PLAN IMPLICATIONS

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

## PLANNING IMPLICATIONS

### Policy

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

#### Official Community Plan (2008)

- 4.2.1.1 "Support and implement the eight strategic initiatives of the Regional Growth Strategy, namely: Keep urban settlement compact; Protect the integrity of rural communities; Protect regional green and blue space; Manage natural resources and the environment sustainably; Build complete communities; Improve housing affordability; Increase transportation choice; and Strengthen the regional economy."
- 4.2.1.2 "Maintain the Urban Containment Boundary as the principal tool for growth management in Saanich, and encourage all new development to locate within the Urban Containment Boundary."
- 4.2.4.3 "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."

#### Royal Oak Local Area Plan (2001)

- 8.4 "Seek opportunities to preserve and restore indigenous trees, shrubs, plants and rock outcrops within public open space, parks, boulevards and unconstructed road rights-of-way and on private lands through the Naturescape Program."

- 9.1 “Maintain single family housing as the predominant land use and promote appropriately located and designed small lot single family, multi-family and mixed residential housing.”
- 9.2 “Consider rezoning and subdivision for single family infill development in established neighbourhoods that is compatible with and contributes to the character and quality of the community and preserves the privacy of dwellings.”
- 9.5 “Continue to support the subdivision of lots in Viewmont based upon a minimum lot size of 655 m<sup>2</sup> except that rezoning to permit smaller infill lots may be considered where they would be comparable with the neighbourhood and the subdivider is willing to commit to an acceptable/compatible dwelling design.”

### **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 Royal Oak Local Area Plan policy to support subdivision for infill lots in the Viewmont neighbourhood where they would be comparable with the neighbourhood and the applicant is willing to commit to an acceptable/compatible dwelling design.

The Official Community Plan and the Royal Oak Local Area Plan 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 A and B. The dwellings would be two-storeys plus basement and would contain the potential for a secondary suite. No variances are requested.

While the Official Community Plan contemplates limited infill development in neighbourhoods, it is worthy to note that this development is located near the Royal Oak Major “Centre” and has good access to public transit. Frequent public transit service is available on West Saanich Road (approximately 825 m walking distance). Local transit service is also available on West Saanich Road and on Wilkinson Road (approximately 485 m walking distance). Infill housing as proposed, would provide a much desired housing form within Saanich that people would otherwise have to commute further distances for elsewhere in the region.

### **Servicing**

Development Servicing Requirements call for Lindsay Street and Casa Linda Drive, fronting this proposal, to be widened to Residential-Urban municipal standards complete with 8.5 m road width, concrete curb, and gutter. The ditch on Casa Linda Drive would be filled in as part of these works.

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 storm drain connection on Lindsay Street will be reused for proposed Lot B. An inspection chamber will be required. A subsequent connection will be required for proposed Lot B from the existing main on Lindsay Street.



A subsequent sewer connection will be required for proposed Lot A and an inspection chamber will be required for proposed Lot B. The existing water service is to be used by proposed Lot A. A provisional water connection will be required for proposed Lot B.

### **Environment**

The site rises in elevation about 2 m from southwest to northeast. A Construction Impact Assessment and Tree Preservation Plan prepared for the subdivision by Talbot Mackenzie & Associates Consulting Arborists identifies a total of 13 trees of which 3 bylaw-protected trees and 5 non bylaw-protected trees are on the subject property, and 5 trees are on the boulevard or have shared ownership with the municipality. The bylaw-protected trees are mostly Douglas-firs. One Garry Oak tree is located on the Lindsay Street boulevard.

A total of five trees are proposed for removal including one bylaw-protected Douglas-fir tree and three non bylaw-protected trees on the site, and one Douglas-fir tree on the boulevard. One bylaw-protected Dogwood tree on the boulevard fronting proposed Lot A is to be transplanted to the Casa Linda Drive boulevard.

Based on the Tree Bylaw, a total of five replacement trees are required including three replacement trees to be planted on the site and two replacement trees to be planted on the boulevard in addition to the tree that is to be transplanted. No replacement trees are proposed on the site. The site plan shows a planting site on the Lindsay Street boulevard fronting proposed Lot B for one replacement tree in addition to the site for the transplant tree. The development would result in a net loss of four trees. A cash-in-lieu payment is proposed for replacement trees not accommodated by the proposal. The Parks Division will review this at the Building Permit stage.

Schedule I of the Subdivision Bylaw requires one boulevard tree fronting each lot. Currently, there are no boulevard trees fronting proposed Lot B. The proposed development requires a Schedule I fee for the planting of one boulevard tree.

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 or protected private tree removed is replaced with a minimum of one tree. The current proposal does not meet the intent of this important policy and does not meet the replacement tree requirements of the Bylaw.

Parks has noted that the proposed site servicing is within the protected root zone of bylaw-protected trees, both boulevard and private. Parks requests that installation of services that are within the protected root zone of retained trees be supervised by the project arborist. Also, the existing driveway on the boulevard will become soft landscape that requires remediation work within the protected root zone of retained trees. Parks requires that, should the project receive approval, the remediation work be supervised by the project arborist and completed at the applicant's expense with a valid tree permit. This will be referred to the Approving Officer for consideration through the subdivision process. The Approving Officer will also consider tree protection and replacement requirements through the subdivision process.

### **Climate Change and Sustainability**

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

The following is a summary of the Climate Change and Sustainability features and issues related to the proposed development. This section is not and cannot be an exhaustive list or examination of the issue. However, this section is meant to highlight key issues for council and keep the matter at the forefront of council's discussion.

#### Climate Change

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

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

- The proposal is an infill project located within the Urban Containment Boundary and Sewer Service Area, that is able to use existing roads and infrastructure to service the development;
- Limited infill through the development of new single-family housing inside the Urban Containment Boundary provides a much desired housing form within Saanich that people would otherwise have to commute further distances for elsewhere in the region. The number of lots so created are limited in number, acknowledge longstanding policies of the Official Community Plan and Local Area Plan, and will not result in significant long-term negative impacts, as long as the majority of future growth is focussed in "Centres", "Villages", and along key corridors;
- The proposal is located within 575 m travel distance of Royal Oak Major "Centre", where a broad range of commercial and personal services are provided, employment opportunities exist, and where the majority of future residential and commercial growth is to be focused per the Official Community Plan. A range of outdoor, community, and recreation opportunities are available within  $\pm 5.0$  km travel distance;
- The site is within 1.4 km of Northridge Elementary School and 720 m of Royal Oak Middle School. Nearby parks include Colquitz Park, immediately to the south, and Brydon Park, 250 m travel distance to the east. Saanich Commonwealth Place Community Recreation Centre and Bruce Hutchison Library are 1.5 km travel distance 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;

- The site is served by public transit service on Wilkinson Road and on West Saanich Road. Route # 30 (Royal Oak Exchange/Downtown) provides local service along Wilkinson Road at 20-120 minute intervals. The nearest bus stops are approximately 485 m walking distance near the Wilkinson Road/Lindsay Street intersection. Routes #6 and #31 (Royal Oak Exchange/Downtown) operate along West Saanich Road. Route #6 is a frequent route with weekday service every 15 minutes or better. Route #31 is a local route with 20-120 minute service. The nearest bus stops on West Saanich Road are approximately 825 m walking distance; and
- The single family dwellings on proposed Lots A and B 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;
- Based on the Tree Bylaw, a total of five replacement trees are required including three replacement trees to be planted on the site and two replacement trees to be planted on the boulevard in addition to the tree that is to be transplanted. No replacement trees are proposed on the site. The site plan shows a planting site on the Lindsay Street boulevard fronting proposed Lot B for one replacement tree in addition to the site for the transplant tree. The development would result in a net loss of four trees. A cash-in-lieu payment is proposed for replacement trees not accommodated by the proposal; and
- The current proposal does not meet the intent of the “No Net Loss” policy of the Urban Forest Strategy and does not meet the replacement tree requirements of the Tree Protection Bylaw. A suitable covenant to protect trees and require replacement trees can be referred to the Approving Officer for consideration through the subdivision process.

#### *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 Royal Oak Local Area Plan policy to support subdivision for infill lots in the Viewmont neighbourhood where

they would be comparable with the neighbourhood, and the applicant is willing to commit to an acceptable/compatible dwelling design;

- Conceptual building elevations for the proposed dwellings to be constructed on proposed Lots A and B would be secured by covenant; and
- The plans include provision for a secondary suite in both dwellings. This housing option provides for alternative forms of rental accommodation and supportive housing for immediate family members. Suites also work to make a home purchase by young couples/families, and home retention by aging seniors, relatively more affordable.

### *Economic Vibrancy*

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

The proposed development includes the following features related to economic vibrancy:

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

## **CONCLUSION**


The proposal is consistent with the Official Community Plan which contemplates limited infill in neighbourhoods inside the Urban Containment Boundary and with the Royal Oak Local Area Plan policy to support subdivision for infill lots in the Viewmont neighbourhood. 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.


It is worthy to note that this development is located near the Royal Oak Major "Centre" and has good access to public transit. Infill housing as proposed, would provide a much desired housing form within Saanich that people would otherwise have to commute further distances for elsewhere in the region.


A total of five trees are proposed for removal. Based on the Tree Bylaw, a total of five replacement trees are required including three replacement trees to be planted on the site and two replacement trees to be planted on the boulevard in addition to a tree that is to be transplanted. No replacement trees are proposed on the site. The site plan shows a planting site for one replacement boulevard tree in addition to the site for the transplant tree. The development would result in a net loss of four trees. The current proposal does not meet the intent of the "No Net Loss" policy of the Urban Forest Strategy and does not meet the replacement tree requirements of the Tree Protection Bylaw. A cash-in-lieu payment is proposed for replacement trees not accommodated by the proposal.

Arborist supervision is recommended for installation of services and driveway construction within the protected root zone of retained trees. A suitable covenant to protect trees and require replacement trees would be referred to the Approving Officer for consideration through the subdivision process.

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

Prepared by:   
\_\_\_\_\_  
Neil Findlow  
Planner

Reviewed by:   
\_\_\_\_\_  
Shari Holmes-Saltzman  
Manager of Current Planning


Approved by:   
\_\_\_\_\_  
Sharon Hvozdzanski  
Director of Planning

NDF/jsp

Attachments

**ADMINISTRATOR'S COMMENTS:**

I endorse the recommendation from the Director of Planning.

  
\_\_\_\_\_  
Paul Thorkelsson, Chief Administrative Officer