

1410-04 Planning
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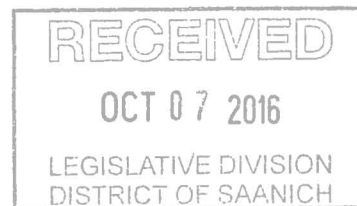
The Corporation of the District of Saanich

Mayor
Councillors
Administrator
Com. Assoc.
Applicant

Council
Administrator
Media

Report

To: Mayor and Council
From: Sharon Hvozdzanski, Director of Planning
Date: October 6, 2016
Subject: Development Permit and Rezoning Application
File: DPR00634; REZ00565 • 1780 Townley Street



PROJECT DETAILS

Project Proposal: To rezone from the RA-1 (Apartment) Zone to the RM-6 (Residential Mixed) Zone to construct a 4-storey, 51 unit apartment building for affordable seniors/persons with disabilities housing, and 16 affordable townhouse units for low to moderate income families. A Development Permit with variances is requested.

Address: 1780 Townley Street

Legal Description: Parcel A (DD387967-I) of Lot 133, Section 26, Victoria District, Plan 11000, Except Part in Plan 32539

Owner: Greater Victoria Housing Society, Inc. No. S-0005025

Applicant: Cityspaces Consulting Ltd; Miko Betanzo & John Gauld

Parcel Size: 5,328 m²

Existing Use of Parcel: Apartment

Existing Use of Adjacent Parcels:
North: RS-6 (Single Family Dwelling) Zone
South: P-1 (Assembly) Zone (School), & RA-1 (Apartment) Zone
East: P-1 (Assembly) Zone (Church) & RS-6 (Single Family Dwelling) Zone
West: RS-6 (Single Family Dwelling) Zone & RA-1 (Apartment) Zone

Current Zoning: RA-1 (Apartment Zone)

Minimum Lot Size: n/a

Proposed Zoning: RM-6 (Residential Mixed) Zone

Local Area Plan: Shelbourne

LAP Designation: General Residential

Community Assn Referral: Camosun Community Association • Referral sent December 22, 2015. Informal response received February 25, 2016 indicating concerns but noting that a more detailed response would follow further consultation. The community association most recently considered the proposal at their September 15, 2016 meeting and intended to provide a written response following that meeting. The association president has verbally stated they do not support the application, however a written response has not been provided at the time of completion of this report.

PROPOSAL

The application is to rezone from the RA-1 (Apartment) Zone to the RM-6 (Residential Mixed) Zone to construct a 4-storey, 51 unit apartment building for affordable seniors or persons with disabilities housing, and 16 affordable townhouse units for low to moderate income families. A Development Permit with variances is requested.

The applicant proposes to replace the existing 39 unit building, which was constructed in 1967, with 67 units distributed throughout one apartment building and three blocks of townhouses.

The site is currently zoned RA-1 (Apartment Zone) which does not allow an increase in the number of units on the property. A zoning amendment is required to allow the proposed density, as well as the proposed mix of housing form with both townhouses and apartment.

PLANNING POLICY

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.”
- 4.1.2.18 “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.”
- 4.2.2.3 “Consider the use of variances to development control bylaws where they would achieve a more appropriate development in terms of streetscape, pedestrian

environment, view protection, overall site design, and compatibility with neighbourhood character and adjoining properties.”

- 4.2.4.1 “Foster sustainable and pedestrian and cycling friendly neighbourhoods (Map 6) by:
- Ensuring different travel modes work together (e.g. key transit stops connected to trail network);
 - Continuing to improve the cycling and walking network, and end of trip facilities;
 - Providing basic commercial services within walking/cycling distance;
 - Supporting a range of housing choices, by type tenure and price;
 - Ensuring adequate green space, including play areas, meeting places, tree cover and natural areas;
 - Continuing to work with BC Transit to improve services;
 - Employing appropriate traffic calming techniques.”
- 4.2.4.2 “Evaluate zoning applications for multiple family developments on the basis of neighbourhood context, site size, scale, density, parking capacity and availability, underground service capacity, adequacy of parkland and visual and traffic impacts.”
- 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).”
- 4.2.2.5 “Encourage accessibility through incorporation of “universal design” in all new development and redevelopment.”
- 4.2.4.2 “Evaluate zoning applications for multiple family developments on the basis of neighbourhood context, site size, scale, density, parking capacity and availability, underground service capacity, adequacy of parkland and visual and traffic impacts.”
- 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 4 storeys); and
 - mixed-use (commercial/residential) (up to 4 storeys).”
- 5.1.2.1 “Focus new multi-family development in “Centres” and “Villages” (Map 4).”
- 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 service capacity, school capacity, adequacy of parkland, contributions to housing affordability, and visual and traffic/ pedestrian impact.”
- 5.1.2.9. “Encourage the creation of affordable and special needs housing by reviewing regulatory bylaws and fee structures to remove development barriers and provide flexibility and incentives.”

- 5.1.2.13 “Encourage the retention of older multiple family rental accommodation by considering higher density redevelopment proposals on these sites, if the same number of rental units are maintained, and the units are secured through a housing agreement.”
- 5.1.2.16 “Integrate seniors and special needs housing into the community where there is good access to public transit and basic support services.”
- 5.1.2.17 “Support the provision of a range of seniors housing and innovative care options within “Centres”, “Villages” and Neighbourhoods, to enable people to “age in place”.”

Shelbourne Local Area Plan (1998)

- 6.1 “Protect and maintain the stability and character of Shelbourne by maintaining single family dwellings as the predominant land use.”
- 6.4 “Apply the development guidelines, identified on Map 6.2 when considering rezoning and/or development permit applications for multi-family dwelling use.”

Note: The subject property is not identified on Map 6.2 as a potential multi-family site; however the guidelines noted on the Map include:

- Building height and design should acknowledge adjacent development;
- Consider underground parking;
- Garbage receptacle must be screened from view from adjacent single family; and
- Adequate open space amenity area should be incorporated into the design.

- 6.5 “Ensure redevelopment of existing multi-family developments is compatible with adjacent land use when considering development permit applications.”
- 6.6 “Require multi-family developments to provide adequate private open space amenity areas on-site.”

Development Permit Area Guidelines

The development proposal is within the Saanich General Development Permit Area. Relevant guidelines include: retaining existing trees and native vegetation where practical; designing buildings to reflect the character of surrounding developments with special attention to height; providing high quality architecture; balancing the needs of all transportation modes; reducing impervious site cover; designing above grade parking to be complementary to the surroundings; and encouraging pedestrian activity.

DISCUSSION

Neighbourhood Context

The 5,328 m² subject property is located near Saanich’s southern boundary in the Shelbourne Local Area, approximately 200 m west of Richmond Road. The District of Saanich/City of Victoria boundary is approximately 200 m to the west (Shelbourne Street) and south (Newton Street) of the property.

The site is approximately at the midpoint between the Hillside Shopping Centre and the Royal Jubilee Hospital, both being within 1 km of the property. The former Richmond Elementary School, which is being used as a temporary location for other schools during major renovations, is across the street. Lansdowne Middle School is approximately 600 m north and Camosun College is approximately 1 km north.

A segment of Bowker Creek is located to the southwest of the property where it transects a multi-family development and the Richmond school site in an open channel, before being diverted underground at both ends of this segment.

The subject property is one of four that form a cluster of multi-family and institutional uses primarily surrounded by single family dwellings. A church is immediately to the east, a school is to the south-east and a multi-family apartment complex is to the south-west. Shelbourne Street to the west is entirely within the City of Victoria and primarily includes a mix of single family dwellings and multi-family developments, with a few small commercial properties. To the north of the subject property is a single family dwelling neighbourhood.

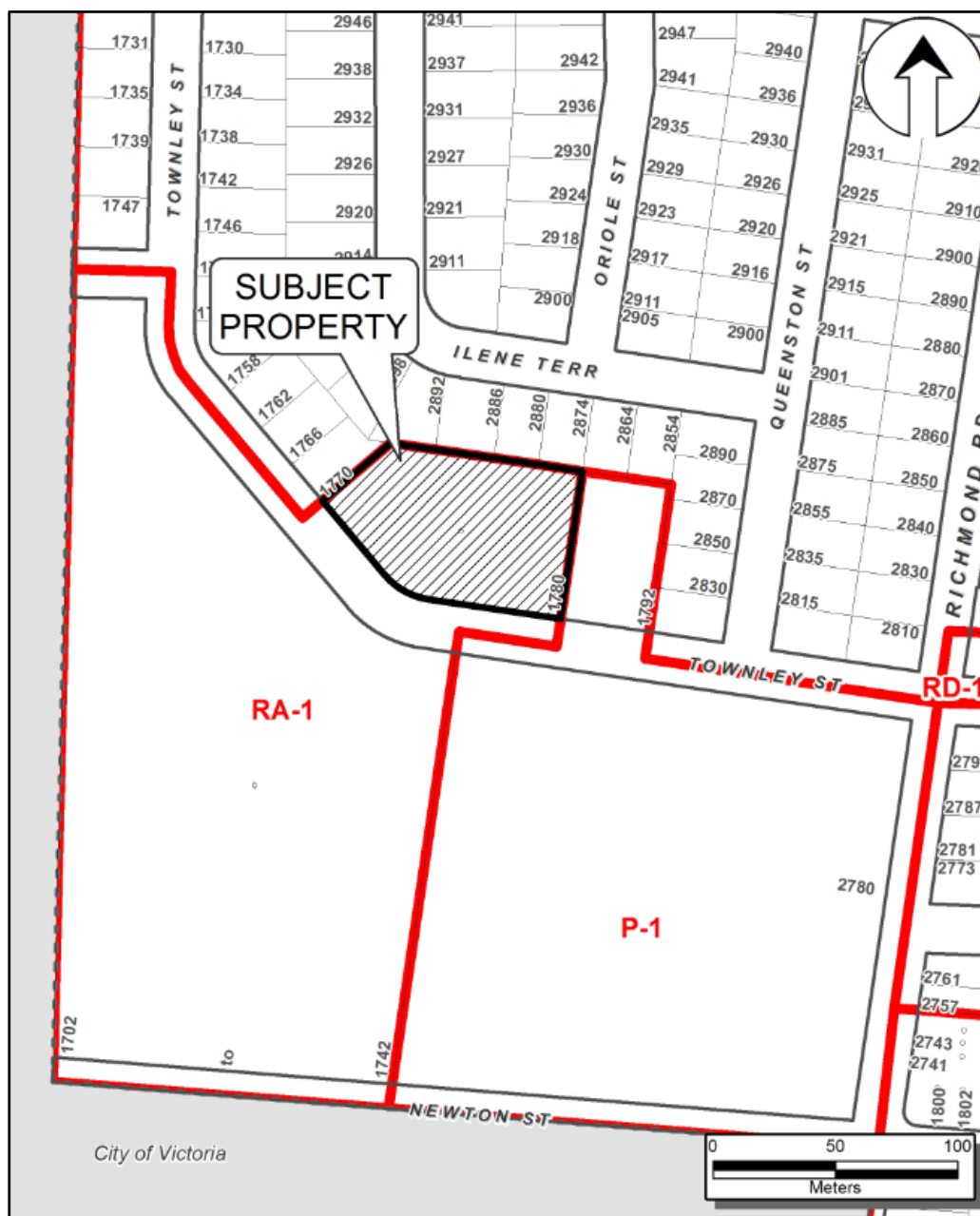


Figure 1: Location Plan

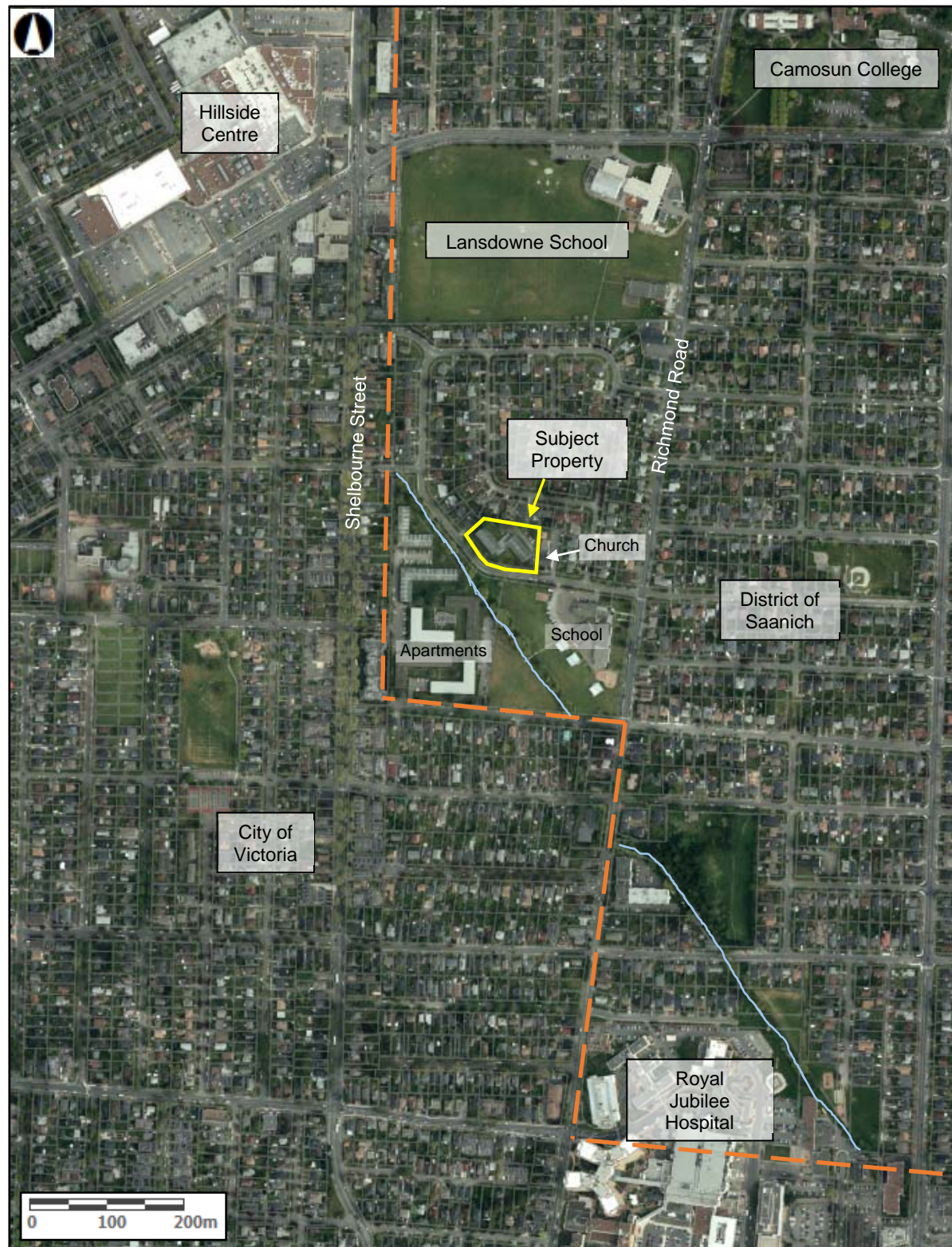


Figure 2: Aerial Photo of Surrounding Area

Land Use and Density

The applicant proposes to redevelop the site by replacing the existing 39 unit building constructed in 1967, with 67 new units distributed in the following housing types:

- A 4-storey apartment building with 51 units, underground parking included;
- A 3-storey townhouse block (TH C) containing 5, 4-bedroom units;
- A 2-storey townhouse block (TH D) containing 6, 3-bedroom units; and
- A 2-storey townhouse block (TH B) containing 5, 3-bedroom units (See Figure 3).

The existing development has a Floor Space Ratio (FSR) of 0.42:1, the proposed FSR is 0.93:1. Lot coverage would increase from the existing 23% to 33%. The Greater Victoria Housing Society projects a total population of 120 residents with 56 seniors/persons with disabilities in the apartment and 64 family members in the townhouses.

A zoning amendment is required to allow the proposed density, as well as the proposed mix of housing form with both townhouses and apartment. Where there are existing multi-family sites located within neighbourhoods, such as the subject property, redevelopment applications would be anticipated as those buildings age. Due to the increased cost of land and development since the time of original construction, a request for higher density would often be anticipated in order for the redevelopment to be economically sustainable, especially in a non-market housing situation. However, even with the redevelopment of an existing site, consideration must be given to neighbourhood concerns, and often those concerns can be addressed through good design.

Although the subject property is not within an identified “Centre” or “Village”, it is within 700 m of the Hillside major “Centre”. The Official Community Plan (OCP) supports a range of housing types within neighbourhoods, including townhouses and low-rise residential up to four storeys. The site is conveniently located and many services are within a walkable distance, it has good accessibility to public transit, and the relatively flat topography in this area supports the use of bicycles and scooters.

The proposed development would fulfil a number of OCP policies, particularly those supporting the creation of affordable housing and the retention of existing rental units. The Greater Victoria area has historically had lower rental vacancy rates than many other parts of the province, which is compounded for residents with special needs or financial constraints. The proposed development would provide affordable housing for seniors, persons with disabilities, and families. The proposal would also remove social barriers by supporting a demographic mix of residents on the site, which can be particularly beneficial for single seniors who may not have relatives in the area and can be prone to increasing social isolation.

However, a proposal to rezone to a higher density in order to address a housing need for vulnerable sectors of society should strive to achieve a balance between the potential impacts on the existing neighbourhood with the broader community benefit. The applicant has tried to achieve this balance through site and building design, which will be discussed later in this report.

Affordable Housing

The site is owned and managed by the Greater Victoria Housing Society (GVHS) and all of the dwelling units are for rental purposes only. A housing agreement would restrict occupancy to seniors, persons with disabilities, or families, as well as secure affordable rental rates below the average market rental rates.

Some housing providers choose to gear rent to income (30% of total income) or alternatively where rental rates are fixed, subsidies may be available for residents paying more than 30% of their gross monthly income towards housing. The proposed development would have a fixed rental rate with the expectation that many residents would qualify for subsidies. GVHS anticipates that many of their senior residents would qualify for rent subsidies through the provincial Shelter Aid for Elderly Renters (SAFER) program, if they have a monthly income of \$2,223 or less. Working families may qualify for the provincial Rental Assistance Program (RAP) if they have an annual household income of \$35,000 or less and at least one child.

Criteria used to select residents for the apartment are: age and/or disability, size of household, income below set threshold, and a positive landlord reference.

Criteria used to select residents for the townhouses are: size of household, they must have at least one child under 19 years of age, or a dependent attending college or university under 24 years of age, income below set threshold, positive landlord reference, and household car ownership limited to one.

All residents would need to have income below the BC Housing limit for “low to moderate income”, which is the median income based on Statistics Canada data. The GVHS anticipates that tenants would actually have income much lower than the BC Housing threshold and as part of their selection process qualifying individuals or families with the lower incomes would be prioritized.

GVHS has confirmed that rental rates for all unit types would meet Canadian Mortgage and Housing Corporation (CMHC) Affordability Level 1, which is 80% of the average market rental rate. This commitment would be secured through a housing agreement. GVHS anticipates that most rental rates would be even lower than expected since any cost savings would be reflected in the actual rental rates achieved. The rental rates achieved would be dependent upon the final construction costs and interest rates.

Tenant Relocation Plan

The GVHS is currently working with residents one-on-one to develop a relocation plan. The GVHS has over 500 units they operate and they hope to accommodate all tenants within one of their other locations, or alternatively a unit operated by another non-profit agency. If any current tenant wishes to return to this property they would be given the right of first refusal.

Site and Building Design

The proposed redevelopment of the site would include deconstruction of the current building and construction of an apartment building with underground parking and three blocks of townhouses.

The proposed apartment has been designed to meet Passive House standard for energy performance, and the townhouses would meet BUILT GREEN® Gold. All buildings would be constructed solar ready. A low pitch, asymmetrical roof slope is proposed for all buildings. The roof shape is designed for solar orientation, particularly for the townhouses. The apartment uses a similar design to create a cohesive design theme for the site.



Figure 3: Site plan

Massing of the buildings is designed to integrate with the surroundings by having the highest portion of the development (4-storey apartment) aligned with and adjacent to the church to the east. In an effort to mitigate potential massing impacts on adjacent neighbours to the north, the apartment building is stepped back on the fourth floor at the rear by 6.4 m from the main exterior wall. Likewise, the front of the building is stepped back by 6.1 m in order to reduce massing impacts on the streetscape. The stepping back at the front of the building allows for a 3rd floor south facing roof deck which would be constructed as a common outdoor terrace. No active use is proposed on the rear roof deck.

To the west of the apartment building the height steps down to the 3-storey townhouse fronting onto Townley Street, with the remaining 2-storey townhouses sited to the west and north of the 3-storey townhouse (see Figure 4).

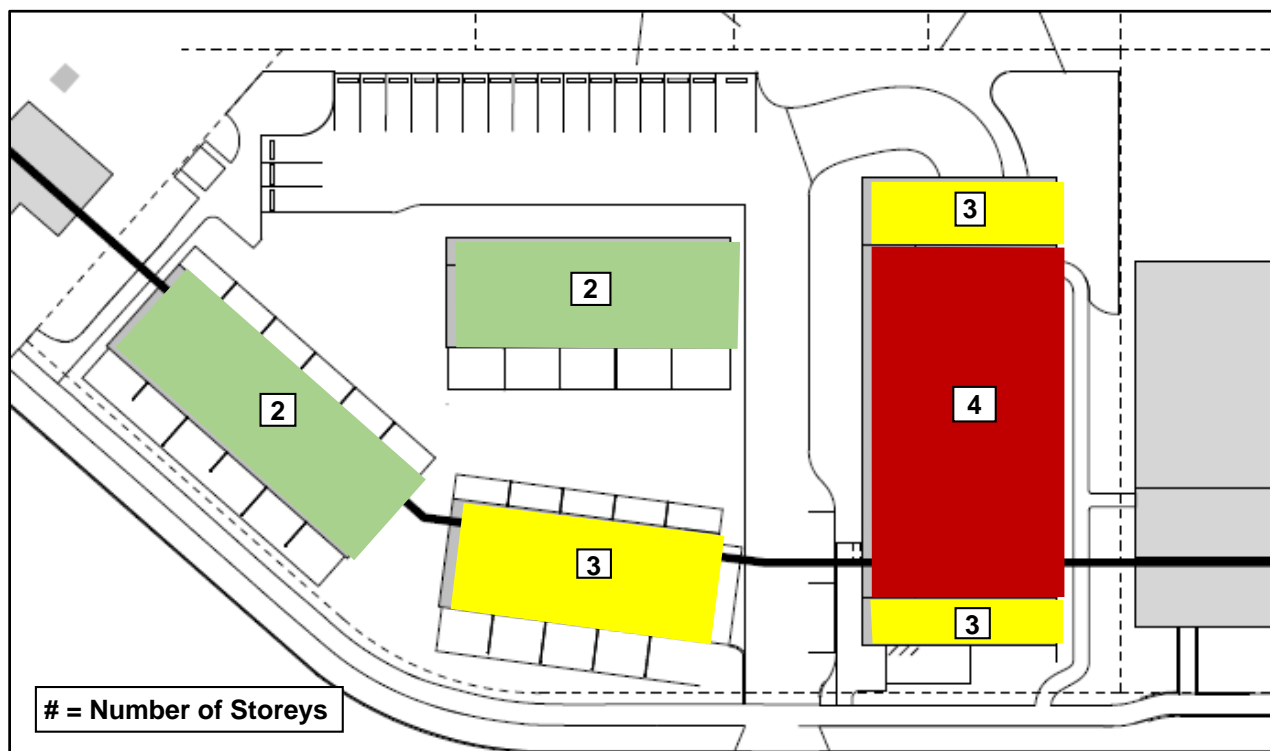


Figure 4: Building Mass as Represented by Number of Storeys

A variance to the front setback is requested in order to site the buildings further away from the rear property line, as well as to enliven the streetscape. The apartment building would be sited 12 m from the rear property line. The townhouse sited in the centre of the lot would be approximately 18 m from the rear property line, with a parking area between the centre townhouse block and the rear property line. By siting the buildings further from the rear lot line, it helps to mitigate potential impacts on adjoining single family neighbours to the north.

The location of the proposed surface parking at the rear has been raised as a concern by the neighbours. There are no setback requirements for parking areas that do not abut a street, however the proposed surface parking is sited 2 m from the rear lot line. A portion of the proposed parking area has been lowered in elevation with a retaining wall to help mitigate impacts from vehicle lights and activity.

With the proposed development, the Zoning Bylaw requires a landscape screen or opaque fence between 1.5 m and 1.9 m in height along property lines that do not abut a street. The

applicant proposes a 1.8 m wood fence along the property line, however they have been working with individual neighbours to install a fence or landscaping of their preference.

Although the design incorporates a stepping down of the building mass, the homes immediately to the north of the apartment building would have the most impacts from shadowing (see Figure 10). The rear of the apartment has fewer windows and no active use is proposed on the rear roof deck to mitigate privacy concerns. Setbacks of the existing and proposed development are summarized in the table below.

Setback	Existing Building	Existing RA-1 Zone	Proposed Building	Proposed RM-6 Zone
Rear	13.32 m	10.5	12 m (apartment) 18 m (townhouse)	10.5
East side	6.89 m	7.5	6 m (apartment)	7.5
West side	7.67 m	7.5	6 m (townhouse)	7.5
Front	9.6 m	7.5	4.5 m	7.5

Table 1: Setback Comparison

Siting the apartment building beside the adjacent church and oriented in a north-south direction is proposed to minimize impacts from shading. The apartment building does not include balconies, however full openings with small Juliet balconies help maximize natural lighting and air flow.

Common areas designed to encourage social interaction within the apartment building include:

- Large communal laundry rooms;
- Seating nooks at the end of corridors;
- A south facing roof deck (approximately 70 m²); and
- A common room near the front entry with an adjacent south facing patio (approximately 32 m²).

Common outdoor areas on the site include:

- An outdoor gathering and play area (approximately 245 m²);
- Raised garden beds;
- An outdoor seating area and pathway between the townhouses (approximately 252 m²); and
- Approximately 133 m of pedestrian on-site pathways that connect with the proposed sidewalk and drive aisles to create a looped walkway approximately 271 m in total.

Exterior materials include a mix of stucco, metal panels in 3 various colours, aluminum/glass guardrails (roof deck and Juliet balconies), and natural wood siding to highlight the main entrance. Cement board panels would also be used on the townhouses. Fixed sun shades are proposed above windows and doors, and the main entrance to the apartment has a canopy projection that wraps around the southwest corner of the building for shade and weather protection.

The townhouses have been designed with front and rear patio areas. South facing patios at the front of each unit are slightly larger than the rear patios. Bike sheds designed to hold 4 bikes would also be provided for each townhouse unit.

Pedestrian entrances to the townhouses front onto Townley Street with each unit having direct access from a front patio area to the street. The reduced setback and active front yard would

enliven the streetscape with a human scale, pedestrian oriented focus. The adjacent boulevard would be improved with a new separated sidewalk fronting the property and planting of five additional boulevard trees. The applicant has also agreed to extend the sidewalk across the adjacent church property at 1792 Townley Street, to connect at the church driveway.



Figure 5: Apartment Building Elevations

**Figure 6: Three Storey Townhouse Elevations**



Figure 7: Two Storey Townhouse Elevations

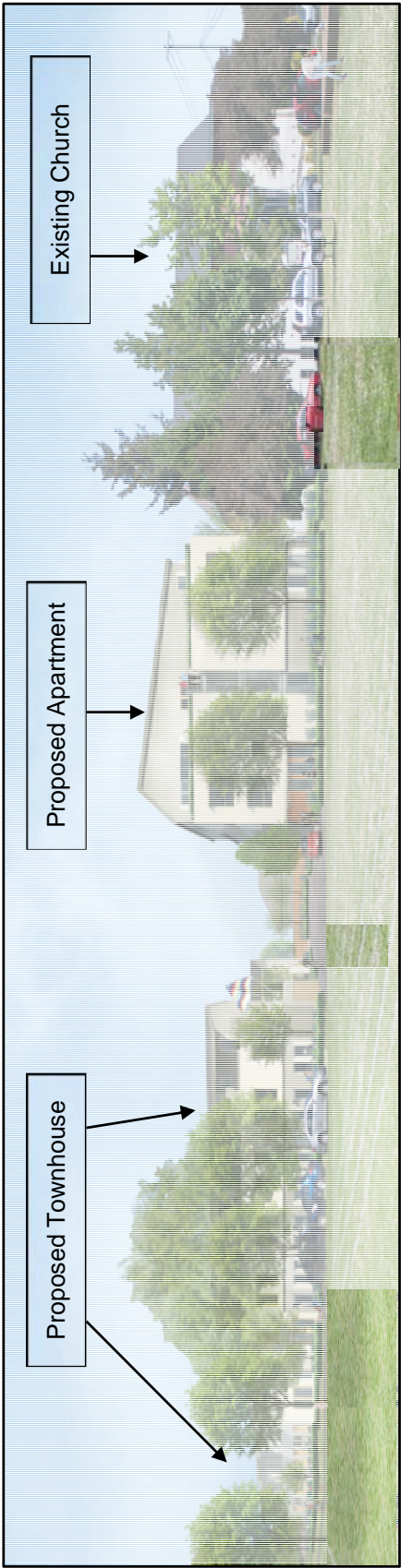


Figure 8: Conceptual Streetscape - Distant *(Provided by HCMA Architecture and Design)*



Figure 9: Conceptual Streetscape - Close *(Provided by HCMA Architecture and Design)*

Height and Density

The height and density has been noted as a concern by neighbours, particularly the 4-storey apartment and the potential impacts from shadowing.

The applicant provided a shadow study comparing the existing to proposed development and reflecting the extremes at winter and summer solstice, as well as spring/fall equinox. The impacts at noon during equinox are shown below, however the complete shadow study is attached as a separate document. The applicant has identified three areas where the proposal would have a shading impact on the adjacent properties which is shown in Figure 11.



Figure 10: Shadow Study of Existing and Proposed Development at Noon during Equinox
(Provided by HCMA Architecture and Design)

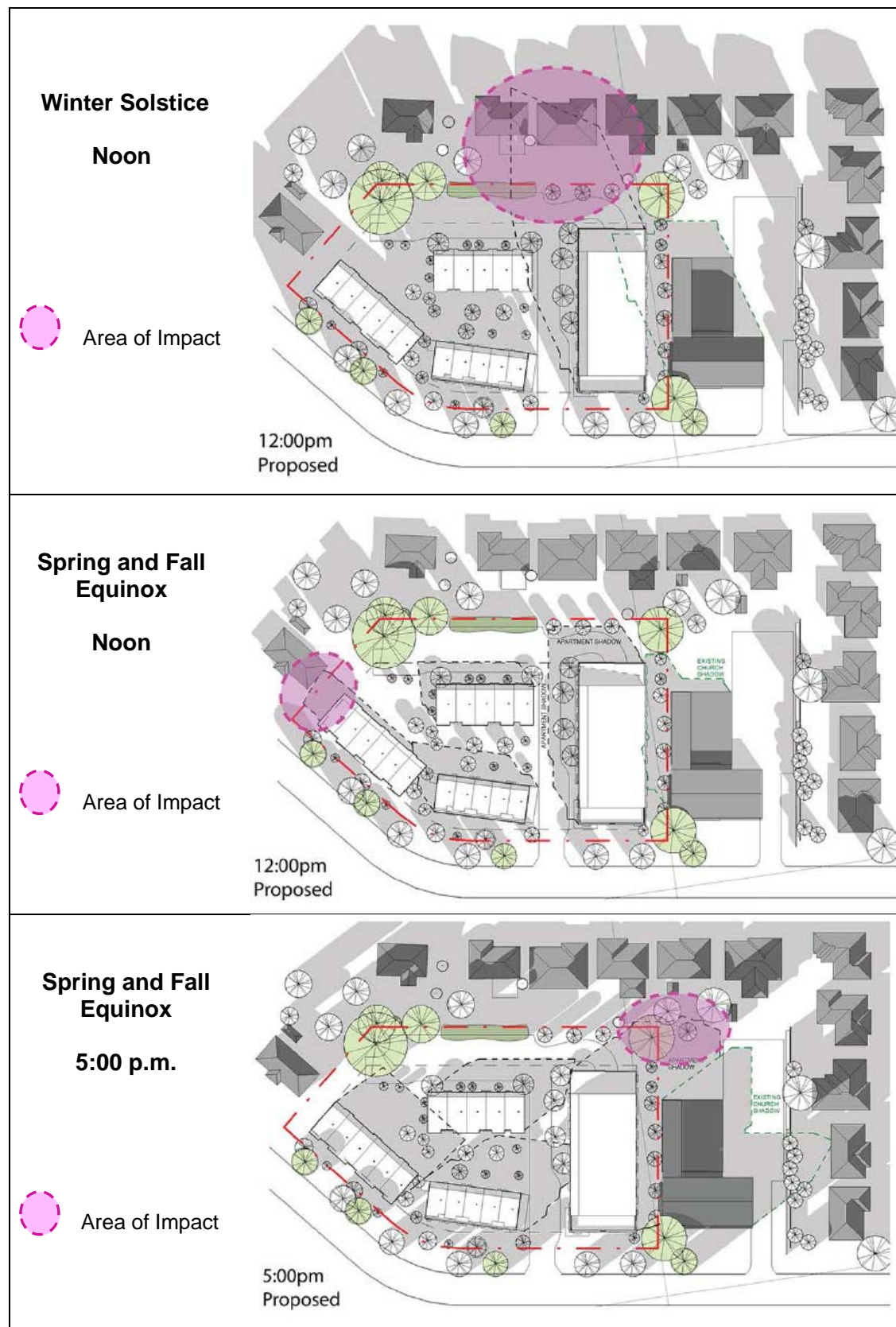


Figure 11: Summary of Shadow Impacts (Provided by HCMA Architecture and Design)

Requested Variances

The proposal includes the following variances to the proposed RM-6 Zone:

- Reduce the setback to the front lot line to 4.5 m (7.5 m required);
- Reduce the setback to the interior lot lines to 6 m (7.5 m required);
- To permit a building separation of 12 m from the centre of windows in a living room (15 m required), and 3.5 m from the outside corners of townhouses (6 m required);
- To permit the apartment building to have a height of 14.4 m (11.5 m permitted) and the townhouses to have a height of 9.9 m (7.5 m permitted);
- To permit a total of 43 off-street parking spaces (50 required); and
- To permit a total of 7 visitor parking spaces, or 0.10 per unit (21 spaces or 0.3 per unit required).

In concert, all of the requested variances would enable the proposed development at the requested density. It would be difficult to eliminate any one of the variances without losing units or significantly revising the proposed site layout. The requested variances are discussed in detail below.

Setbacks:

The proposal would site the buildings 4.5 m from the front property line, 7.5 m is required. The front yard adjacent to the townhouses would be used for individual pedestrian entrances into the units, front patio areas, and landscaping. The front yard adjacent to the apartment would be used for a common patio, and landscaping. The main entrance into the apartment building is on the southwest corner of the building, facing the interior drive aisle. A wrap around canopy and exterior wood siding near the main entrance would enhance the front entrance, with short term bicycle parking conveniently located near the main entrance. The proposal initially considered a 6 m setback, however in response to neighbourhood input the buildings have been sited further south to increase the rear yard setback and mitigate impacts to the adjacent single family dwellings. A reduced front yard setback in conjunction with front yards designed for active use is one method to help enliven the streetscape for a human scale, pedestrian oriented use. This design approach would be complimented by sidewalk improvements along Townley Street. Given the front yard is designed for active use and siting the buildings close to Townley Street allows for a larger rear yard setback, the variance is supportable.

The proposal would site buildings 6 m from the interior lot lines. The apartment would be adjacent to the eastern interior lot line and the side yard would be used for a pathway accessing a side exit near the rear of the building and landscaping. Records indicate the adjacent church to the east is 1.5 m from the lot line, with limited active use in the side yard. The existing building on the site is sited 6.89 m from the property line, however the building configuration and massing would be significantly different. Figure 12 shows the relative siting and height of adjacent buildings on the eastern property line.

Currently the driveway accessing the property is located in the side yard beside the church. Given the adjacent institutional use, with limited active use in the side yard, and that the existing driveway would be replaced with additional trees, landscaping, and a pathway, the reduced setback is supportable.

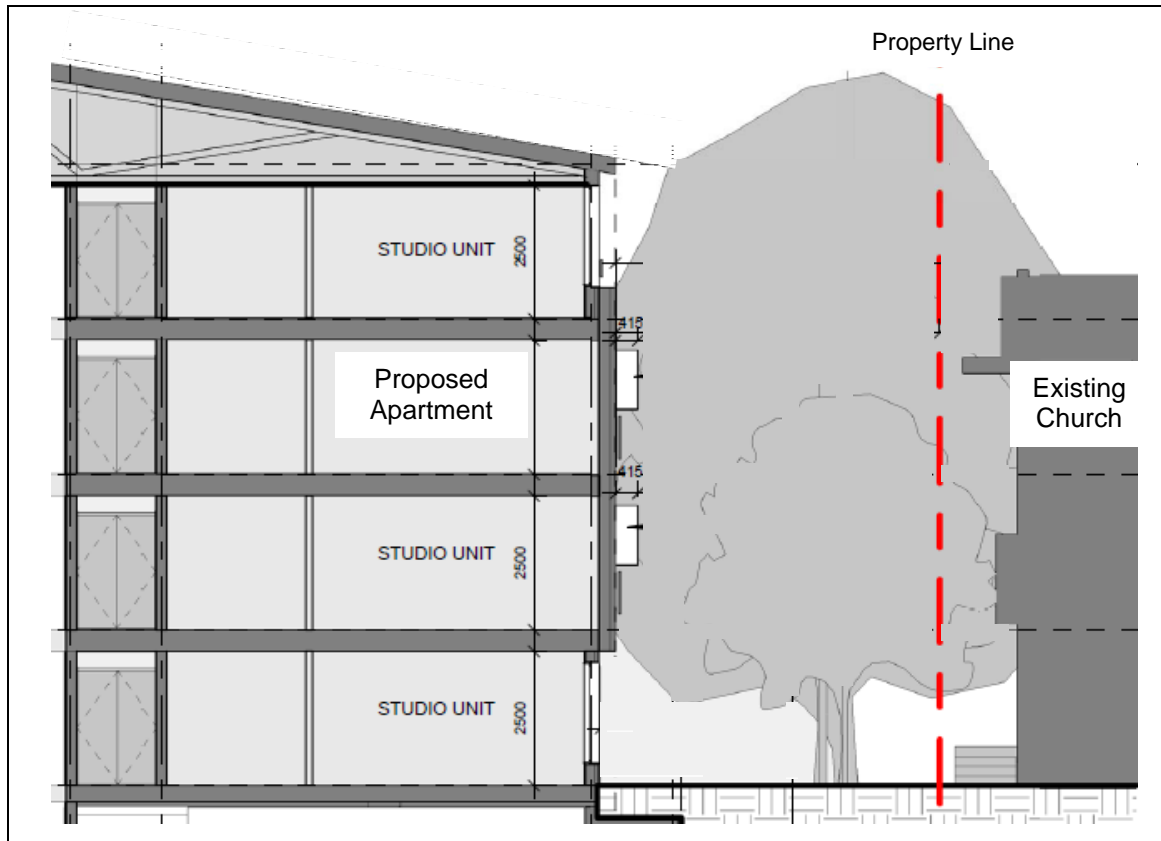


Figure 12: Proposed Setback Eastern Interior Side Lot Line

A 2-storey townhouse would be adjacent to the western interior lot line with a setback of 6 m. The side yard would be used for rain gardens, landscaping and lawn. To the west the side yard of the adjacent single family dwelling is used as a driveway access to the rear yard. The existing apartment is sited 7.67 m from the property line, with a similar massing (length and height) as the proposed townhouse. The proposed townhouse (TH D) that would be adjacent to the lot line would be 2-storeys with a height of 7.5 m. The west elevation of the townhouse blocks would include windows and a mix of exterior finishes so that it would present similar to a single family dwelling. Figure 13 shows the relative siting and height of adjacent buildings on the western property line.

Given the relative siting and height of adjacent buildings and the fact that the townhouse building would be limited to 2-storeys, the variance is supportable.

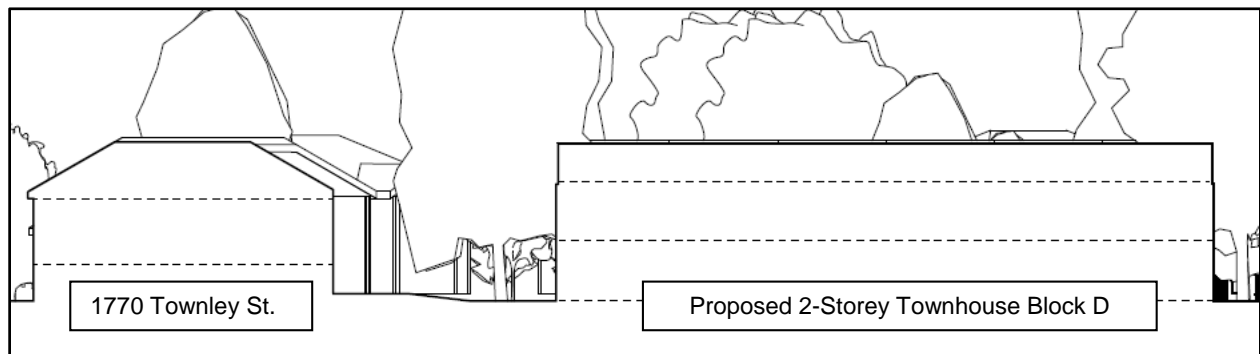


Figure 13: Proposed Setback Western Interior Side Lot Line

Building separations

Building separation requirements are intended to provide privacy and access to daylight through windows. The requested building separation variance from a living room window applies to the townhouse unit in the centre of the site (TH B) and from the apartment building. The proposed siting would provide 12 m separation, 15 m is required. The variance for the apartment would be across the drive aisle, toward the end of a 2-storey townhouse block. The variance for the townhouse units would be across the common pathway and patio areas. In both situations the impact would be minimal and the variance is supportable.

The building separation variance between buildings would apply between the townhouses fronting Townley Street. The variance, in part, is required due to the angle of the front lot line resulting in the two buildings being sited at angles to each other. No windows are proposed for the two affected end walls and the area between would be used for a landscaped rain garden so the impact would be negligible, therefore the variance is supportable.

Height:

The proposed height for the development is 14.4 m for the apartment whereas 11.5 m is permitted, and 9.9 m for the townhouses and 7.5 m is permitted. Due to the low pitch, the requested height represents the highest peak of the roof. The height at the top of the fourth floor roof, or base of the roof pitch, would be 11.6 m. The 9.9 m height requested for the townhouses would apply to the 3-storey block (TH C) and also be measured to the highest peak of the roof. The 2-storey townhouses would be 7.5 m in height.

The proposed height has been raised as a concern by the neighbours primarily due to overshadowing, privacy, and visual impacts. The applicant has attempted to minimize impacts by stepping back the upper floor of the apartment, stepping down the height across the site through the relative placement of the buildings, and siting the buildings away from the rear lot line.

Given that the applicant has worked to mitigate potential impacts on surrounding neighbours through the siting of the buildings, the stepping back at the front and rear of the apartment building, and there is policy support and an overwhelming community need for affordable housing, the variance is supportable.

Parking:

The Zoning Bylaw requirement for parking is based on a non-profit seniors or low income family housing development, which is 0.5 parking spaces per apartment unit and 1.5 for each townhouse unit, resulting in a total of 50 required parking spaces. The proposed development would provide 43 on-site parking spaces, with 7 spaces designated as visitor parking. Parking would be provided with 21 surface parking spaces at the rear of the lot, and 22 underground parking spaces below the apartment building.

As a multi-family development the proportion of visitor parking is 0.3 spaces per dwelling unit of the total number of required spaces. This results in a disproportionate amount of visitor parking spaces in this scenario, or that 60% of the total required parking be designated for visitors. Applying the Zoning Bylaw requirement for visitor parking of 0.3/unit results in 21 parking spaces designated for visitors, the applicant proposes 7 visitor parking spaces or 0.1/unit.

The applicant provided a Transportation Impact Assessment which provided the following comments:

Trip Generation

- The location is well served with respect to public transit and has a variety of commercial amenities within walking distance.
- The net increase in peak hour traffic is estimated at 10-15 two-way vehicle trips per peak hour, to a total of 20 vehicle trips.
- The traffic impact from the increase in vehicle trips is considered negligible.

Parking Supply

- The site currently has a parking supply of 0.33/unit.
- A parking supply of 0.39/unit is recommended for residents in the apartment building, determined by adding 15% to the projected vehicle ownership rate of 0.33/unit, which is proposed.
- A comparison of vehicle ownership rates at five similar seniors apartment sites in the region resulted in an average of 0.36 vehicles per unit.
- A comparable review of similar developments in Greater Vancouver resulted in vehicle ownership of 0.31/unit.
- A parking supply of 1/unit is recommended for residents of the townhouse units.
- In addition to the resident parking, 7 visitor parking spaces are recommended based on a supply ratio of 0.1/unit.
- A visitor supply ratio of 0.1/unit is supported by previous research for residential land use.

Transportation Demand Management

- There are 14 scooter storage spaces in the underground parking, and four bicycle parking spaces in the underground to serve apartment residents.
- Individual bike sheds designed to accommodate up to 4 bicycles would be provided for each townhouse unit.
- To reduce automobile dependence a number of Transportation Demand Management Strategies (TDM) were recommended:
 - Providing a Local Area Transportation Context Information Package to new residents promoting alternative transportation options and the local amenities within walking distance;
 - Providing information packages to new residents about various BC Bus Programs; and
 - Providing a notice board on-site for ride sharing opportunities.

Given the target population residents would not have high vehicle ownership or be daily drivers, and that the Transportation Impact Assessment determined the total number of parking spaces and ratio of visitor parking spaces is suitable for the development, the variances are supportable.

Environment

The proposed apartment would be constructed to the Passive House standard, which focuses on energy efficiency. Using a Passive House design the energy requirements for space heating would be reduced by approximately 80% compared to BC Building Code requirements, therefore lower operating costs would provide significant cost savings on an ongoing basis.

Key elements to a Passive House design include:

- Improved insulation in roof, walls and floors;
- Triple glazed windows and high quality doors;
- Passive solar orientation;
- Reduced air leakage through high quality building envelope and reduced thermal bridging;

- Heat Recovery Ventilation systems; and
- Simple building form to minimize amount of exterior wall space.

The townhouse units would be constructed to meet BUILT GREEN® Gold, or equivalent, performance standard. Both the townhouses and apartment would be constructed solar ready to support the future installation of solar hot water or photovoltaic systems.

A small portion of the property is subject to the Streamside Development Permit Area (SDPA). The requirement for a Streamside Development Permit has been waived based on: a public road intersecting the buffer area, only a minor amount of construction occurring within the SDPA, the applicant has provided an Erosion and Sediment Control Plan, an improved stormwater management plan being implemented for the site, and a Naturescape design for landscaping. The Erosion and Sediment Control Plan is attached to and forms part of the Development Permit.

Impervious area of the site is currently 41% and the storm drainage is connected by the underground system into Bowker Creek without treatment. The proposed stormwater management would include 12 rain gardens throughout the site, permeable pavers and directing flow into absorptive landscape area. Total impervious surfacing would be increased to 64%, however, it would now be treated for both water quality and volume.

CLIMATE CHANGE AND SUSTAINABILITY

Policy Context

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

Climate change is generally addressed through mitigation strategies and adaptation strategies. Climate change mitigation strategies involve actions designed to reduce the emissions of greenhouse gases, primarily carbon dioxide from combustion, while climate change adaptation involves making adjustments and preparing for observed or expected climate change, to moderate harm and to take advantage of new opportunities.

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 this subject 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 located within the Urban Containment Boundary and approximately 700 m walking distance of the commercial services at the Hillside major "Centre" where a range of commercial retail and services are located.
- The proposal is an in-fill development that is able to use existing roads and infrastructure to service the development.

- Lansdowne Middle School is approximately 600 m north and Camosun College is approximately 1 km north.
- Recreation facilities at Cedar Hill Recreation Centre and the Oak Bay Recreation Centre are both within 2 km.
- The site is well connected to a number of neighbourhood parks that include tennis courts, playing fields, play equipment and natural areas, such as Allenby Park, Carnarvon Park, and Oaklands Park.
- Sustainable development practices would be followed and the applicant has committed that construction would meet, or be equivalent to Passive House, or an energy equivalent standard, for the apartment building and BUILT GREEN® Gold for the townhouses. Both of these commitments would be secured through a covenant.
- The proposed development would be constructed solar ready.
- The property is located approximately 200-250 m from public transit stops on Richmond Road and Shelbourne Street.
- The current level of public transit service in the area includes five routes, two available on Richmond Road (Rte # 8, 14) and three routes on Shelbourne Street (Rte # 22, 27, 28). Buses travel along these routes at an average of every 20 minutes during week days.
- The development is readily accessible via all modes of alternative transportation including walking, cycling, and public transit, and the apartment building includes area designated for scooter storage.
- Food security would be improved with a landscaping plan that includes garden beds.
- The waste created by land clearing and demolition of existing structures would be diverted from landfilling by sorting and recycling of building materials with a target for waste diversion of 75%.

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 a compact, infill development in an already urbanized area without putting pressures onto environmentally sensitive areas or undisturbed lands.
- The proposed stormwater management practices includes a rain gardens throughout the site, permeable pavers, and absorbent landscaping.
- Impervious area would be increased from the existing 41% to approximately 64%, however stormwater would now be managed for quality and volume.
- Landscaping would be managed with a high-efficiency irrigation system.
- An Erosion and Sediment Control Plan has been provided for the project to protect Bowker Creek from potential impacts during construction.

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 proposed development would provide additional non-market housing for our low income seniors, persons with disabilities and low to moderate income working families, a recognized need for these sectors of society.

- The multi-family proposal includes a range of dwelling unit sizes to provide for a variety of household types.
- The residential design incorporates outdoor areas suitable for active use, social interaction and seating.
- The site design has incorporated CPTED (Crime Prevention Through Environmental Design) principles.
- The site is designed to have barrier free accessibility and be welcoming to people of all ages and levels of physical ability.
- Buildings fronting onto public streets have active frontages that allow interaction between users of the private space and people on the street.
- A range of outdoor, community and recreation opportunities are available within reasonable walking/cycling distance.

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 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 Hillside major “Centre”.
- The applicant has demonstrated experience with similar projects that have shown long-term success.
- It is anticipated that the proposed development, in part, would receive financial support through public funding agencies at the regional (CRD), and federal government level (allocated through BC Housing).
- The proposed development has included elements to reduce the long-term operating and maintenance costs particularly for energy and water consumption.

COMMUNITY CONTRIBUTION

The proposed development is by nature a community contribution because it would provide affordable housing for seniors, persons with disabilities, and low to moderate income families.

The applicant has agreed to extend the sidewalk improvements along their frontage approximately 25 m further to connect with the driveway access for the adjacent church.

CONSULTATION

Applicant Consultation

Prior to submitting an application the owners consulted with the Camosun Community Association and surrounding neighbours by hosting two on-site open houses (September 15, 2015 and December 1, 2015) and attending a community association meeting (December 10, 2015). The applicant continued to engage the neighbours with at least two additional community meetings (January 14, 2016 and May 17, 2016) and through direct communications with neighbours.

The application was referred to the Camosun Community Association on December 22, 2015 and resent by request on February 9, 2016. An informal response was received February 25, 2016 indicating concerns but noting that a more detailed response would follow further consultation.

The community association most recently considered the proposal at their September 15, 2016 meeting and intended to provide a written response following that meeting. The association president has verbally stated they do not support the application, however a written response has not been provided at the time of completion of this report.

Neighbourhood Concerns

Concerns have been raised by the neighbours regarding the proposal and the applicant has been meeting with them to discuss the issues throughout the process. Key issues of concern focus on:

- The proposed height and density;
- Visual and overshadowing impacts;
- The number of existing trees to be removed;
- Insufficient open/green areas on the site;
- Location of the proposed surface parking and drive aisle;
- Traffic impacts; and
- The overall impact to neighbourhood character.

In response to the issues the applicant has:

- Removed 2 proposed units and stepped back the fourth floor at the rear with no active use on the roof deck;
- All proposed buildings were shifted toward the front lot line by 1.5 m;
- The proposed 3-storey townhouse was relocated from the centre of the lot to the current location adjacent to Townley Street with the 2-storey townhouses sited adjacent to neighbouring single family dwellings;
- Surface parking shifted away from the rear lot line and lowered in elevation with a retaining wall and fencing added to screen the parking area;
- Additional Arborist Reports were requested to review and assess trees of concern and if they could be retained;
- A common lawn area was revised for more active use by including seating benches, garden beds and natural features; and
- A Traffic Impact Assessment was provided to determine the anticipated impacts resulting from the proposed development.

Although the revisions would reduce overall impacts, the major issue of concern remains to be the proposed height.

With respect to traffic, Saanich Engineering conducted a traffic count at the intersection of Townley Street and Richmond Road in October 2015. The data showed a normal amount of traffic for a residential street during the busiest hours of the day and no changes to the traffic pattern were recommended.

Advisory Design Panel

The application was considered by the Advisory Design Panel (ADP) at their August 3, 2016 meeting. The ADP recommended the proposal be accepted as presented with consideration of the points raised during the discussion. The applicant has responded that the ADP discussion was very positive and insightful, but since there were no substantive requests for change they would like to present the proposal to Council as is.

SUMMARY

The site currently contains a 2-storey, 39 unit apartment owned and operated by the Greater Victoria Housing Society. The applicant proposes to replace the existing 39 unit building, which was constructed in 1967, with 67 units distributed throughout one apartment building and three blocks of townhouses.

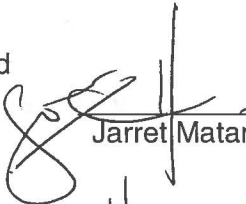
The site is currently zoned RA-1 (Apartment) Zone which does not allow an increase in the number of units on the property. A zoning amendment is required to allow both the proposed density, as well as the proposed mix of housing form with both townhouses and apartment. A development permit is required for the form and character of the development.

The application is to rezone from the RA-1 (Apartment) Zone to the RM-6 (Residential Mixed) Zone to construct a 4-storey, 51 unit apartment for affordable seniors/persons with disabilities housing, and 16 affordable townhouse units for low to moderate income families. Variances are requested for setbacks, height, building separation and parking. Registration of a housing agreement is recommended to secure the development is used to provide affordable housing at or below 80% of the average market rental.

RECOMMENDATION

1. That the application to rezone from RA-1 (Apartment) Zone to RM-6 (Residential Mixed) Zone be approved.
2. That Development Permit DPR00634 be approved.
3. That Final Reading of the Zoning Bylaw Amendment and ratification of the Development Permit be withheld pending registration of a housing agreement to secure:
 - That all dwelling units be used to provide rental accommodation;
 - Occupancy of the apartment is restricted to seniors and/or persons with disabilities;
 - Occupancy of the townhouses is restricted to families with at least one dependent child;
 - That all residents have an income at or below the low to moderate income limit established annually by BC Housing; and
 - That the rental rates for all dwelling units would meet Canada Mortgage and Housing Corporation Affordability Level 1 (80% of market rates) based on their Comprehensive Rental Market data.
4. That Final Reading of the Zoning Bylaw Amendment and ratification of the Development Permit be withheld pending registration of a covenant to secure:
 - The design and construction of the apartment building to meet Passive House, or equivalent, energy performance standard;
 - The design and construction of the townhouse units to meet BUILT GREEN® Gold, or equivalent, energy performance standard;
 - That the development be constructed solar ready;
 - Continuation of the required 2 m separated sidewalk fronting the property eastward to terminate at the driveway access for 1792 Townley Street; and
 - Implementation of the recommended Transportation Demand Management Strategies, specifically:
 - Providing a Local Area Transportation Context Information Package to new residents promoting alternative transportation options and the local amenities within walking distance;
 - Providing information packages to new residents about various BC Bus Programs; and
 - Providing an on-site notice board for ride sharing opportunities.

Report prepared by:


Andrea Pickard, PlannerReport prepared and
reviewed by:
Jarret Matanowitsch, Manager of Current Planning

Report reviewed by:


Sharon Hvozdzanski, Director of Planning

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Attachment

cc: Paul Thorkelsson, CAO
Graham Barbour, Manager of Inspection Services**CAO'S COMMENTS:**

I endorse the recommendation of the Director of Planning.



Paul Thorkelsson, CAO