

1410-04;
xref 2870-30 North
Dairy.

UW December 4, 2017



The Corporation of the District of Saanich

Report

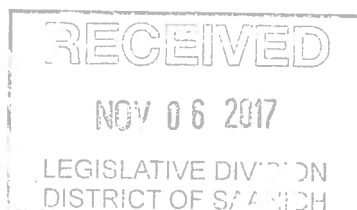
To: Mayor and Council
From: Sharon Hvozdzanski, Director of Planning
Date: November 1, 2017
Subject: Development Permit and Rezoning Application
File: DPR00688; REZ00591 • 1586, 1588, 1592 North Dairy Road and
3200 Wordsworth Street

RECOMMENDATION

That Council postpone further consideration of the development to allow the applicant to address the concerns raised.

Note: Should Council support the application in its current form the following resolutions are recommended:

1. That Zoning Bylaw, 8200 be amended to include a new RA-10 (Apartment) Zone;
2. That the application to rezone from the RS-6 (Single Family Dwelling) Zone to the RA-10 (Apartment) Zone be approved;
3. That Development Permit DPR00688 be approved;
4. That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Permit be withheld pending registration of a covenant to secure:
 - The project be certified with Built Green Canada as BUILT GREEN® Gold;
 - Contribution of \$65,882.32 (\$1,176.47 per unit) for sewer capacity improvements to support the proposed density prior to issuance of a building permit; and
 - Contribution of \$84,000 (\$1,500 per unit) to the Saanich Affordable Housing Fund prior to issuance of a building permit.
5. That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Permit be withheld pending registration of a housing agreement to prohibit a Strata Bylaw or Strata Council from restricting rental of a dwelling unit for residential purposes.



PURPOSE

The purpose of this report is to seek direction from Council on the subject application. The subject application is to rezone from the RS-6 (Single Family Dwelling) Zone to a new RA-10 (Apartment) Zone to construct a four-storey, 56 unit multi-family residential building. A new zone is required to support the proposed density. Variances and a Development Permit for form and character are also requested. The applicant is Abstract Developments.

DISCUSSION

Neighbourhood Context

The subject property is located in the Shelbourne Local Area Plan, within the Hillside Major "Centre". The subject site consists of four single-family dwelling properties on North Dairy Road bound by Keats Street to the west and Wordsworth Street to the east. The rectangular site is 2,870 m² in area and is directly across from Hillside Shopping Centre where a range of commercial retail and services are located. There are a number of multi-family sites on North Dairy Road between Shelbourne Street and Cedar Hill Road, with single-family properties being predominant on the residential side streets to the north. The site is to the east and south of Bowker Creek, which is located across Keats Street approximately 30 m distant from the subject properties.

North Dairy Road is also the boundary between the District of Saanich and City of Victoria. Hillside Shopping Centre, located directly across from the subject site, is within Victoria. The closest point of the shopping centre is the Sears store sited more than 40 m from the road, with surface parking occupying the land between the shopping centre and North Dairy Road.

Lansdowne Middle School is approximately 600 m walking distance, with St. Michael's University School, Camosun College, and Doncaster Elementary School within 1.5 km walking distance. The Cedar Hill Community Recreation Centre is approximately 700 m walking distance from the site.

Proposed Land Use

The proposed development would change the land use from single family residential to multi-family residential. The Official Community Plan (OCP) supports a range of housing types within Major "Centres", including mid-rise residential up to eight storeys. The Local Area Plan identifies the site as potential multi-family development and the Shelbourne Valley Action Plan (SVAP) identifies it for apartments up to four storeys in height. The SVAP also identifies the adjacent single-family zoned properties to the north as transitioning to two to three-storey townhouses.

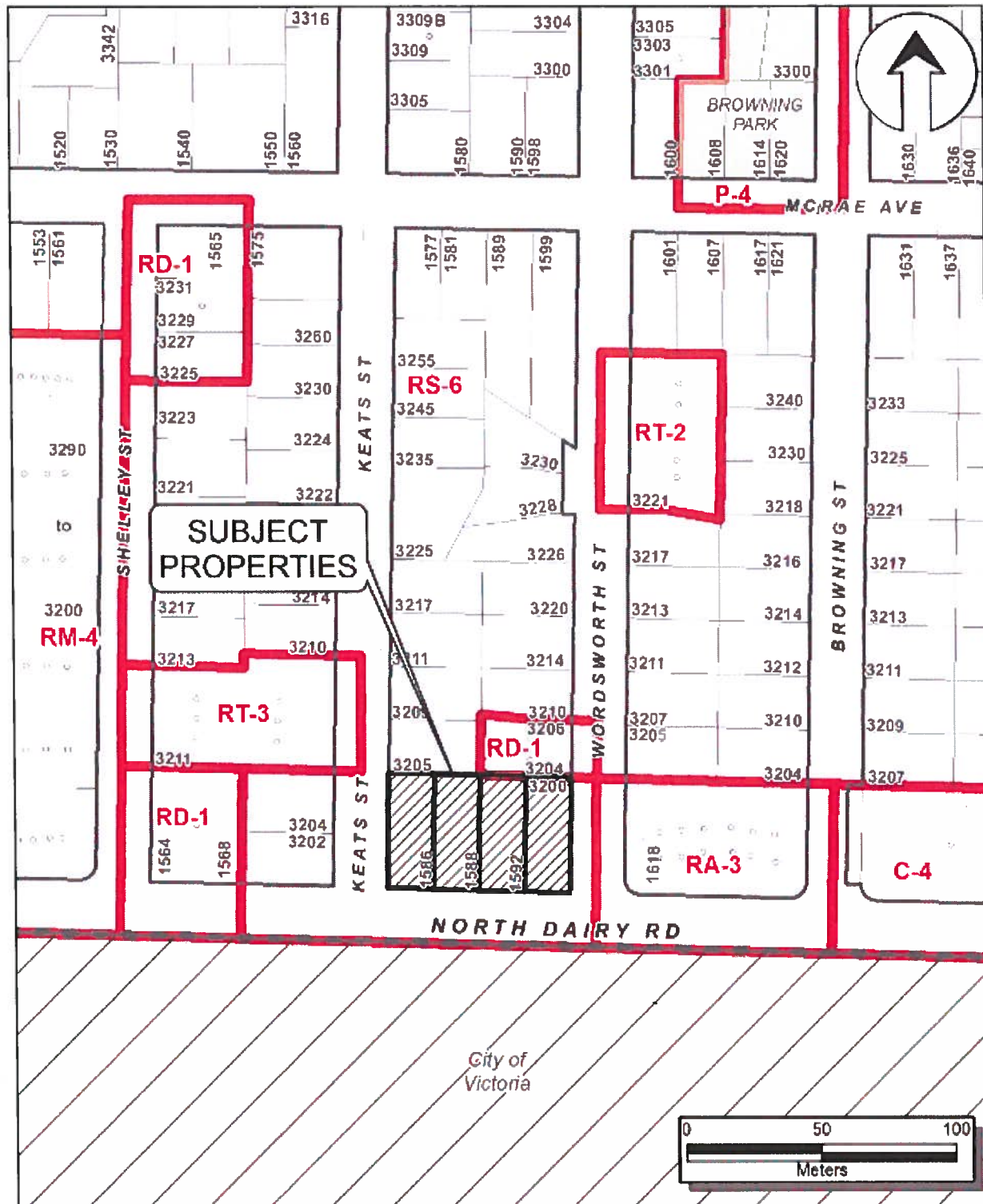


Figure 1: Neighbourhood Context

Site and Building Design

The subject site is relatively level and the proposed apartment would be oriented toward North Dairy Road. Access into the site would be from Keats Street, with a one-way flow of traffic through the site and exiting onto Wordsworth Street. The Wordsworth Street and North Dairy

Road intersection is fully controlled with stop lights that would provide safe traffic movements onto North Dairy Road.

In order to help mitigate impacts to the adjacent single-family dwellings, the building would have a U-shape design. The U-shape design would result in the building's mass being predominantly sited along the three street frontages, allowing the centre portion of the building to be sited 15 to 17 m from rear property line.

Surface parking would be located in the rear yard, behind and partially underneath the building. Vehicle access and egress would be through underbuilding openings that would include overhead arbours and security gates. Adjacent pedestrian entrances would have a compatible design with an overhead canopy and steel gate entry.

The proposed building would include a mix of exterior materials. Key materials include grey brick and white stucco to create horizontal bands, with vertical wood siding to create vertical banding within recessed balconies' walls. Ground floor units would have a private patio area, with most upper level units having balconies. Two units on each floor (levels 2 to 4) would have Juliet openings. The roof would have wood-lined soffits and be inset above balconies to create horizontal articulations, augmented with roof parapets to add vertical articulation. At the rear of the building, a grey cementitious board would be used rather than brick. The applicant has stated that horizontal siding is proposed for the rear elevation in response to neighbourhood requests to differentiate the rear.

A total of 47 parking spaces (0.83 spaces/unit) are proposed, 6 being designated as visitor spaces. One of the visitor parking spaces would be dedicated as short-term parking only, which would provide a passenger loading and unloading area. One electric vehicle charging space in a visitor parking space is also proposed, which is reflected on the site plan. Electrical outlets would also be provided in the bike storage room to allow for recharging of e-bikes. Requested parking variances are discussed in the Variance section of this report.

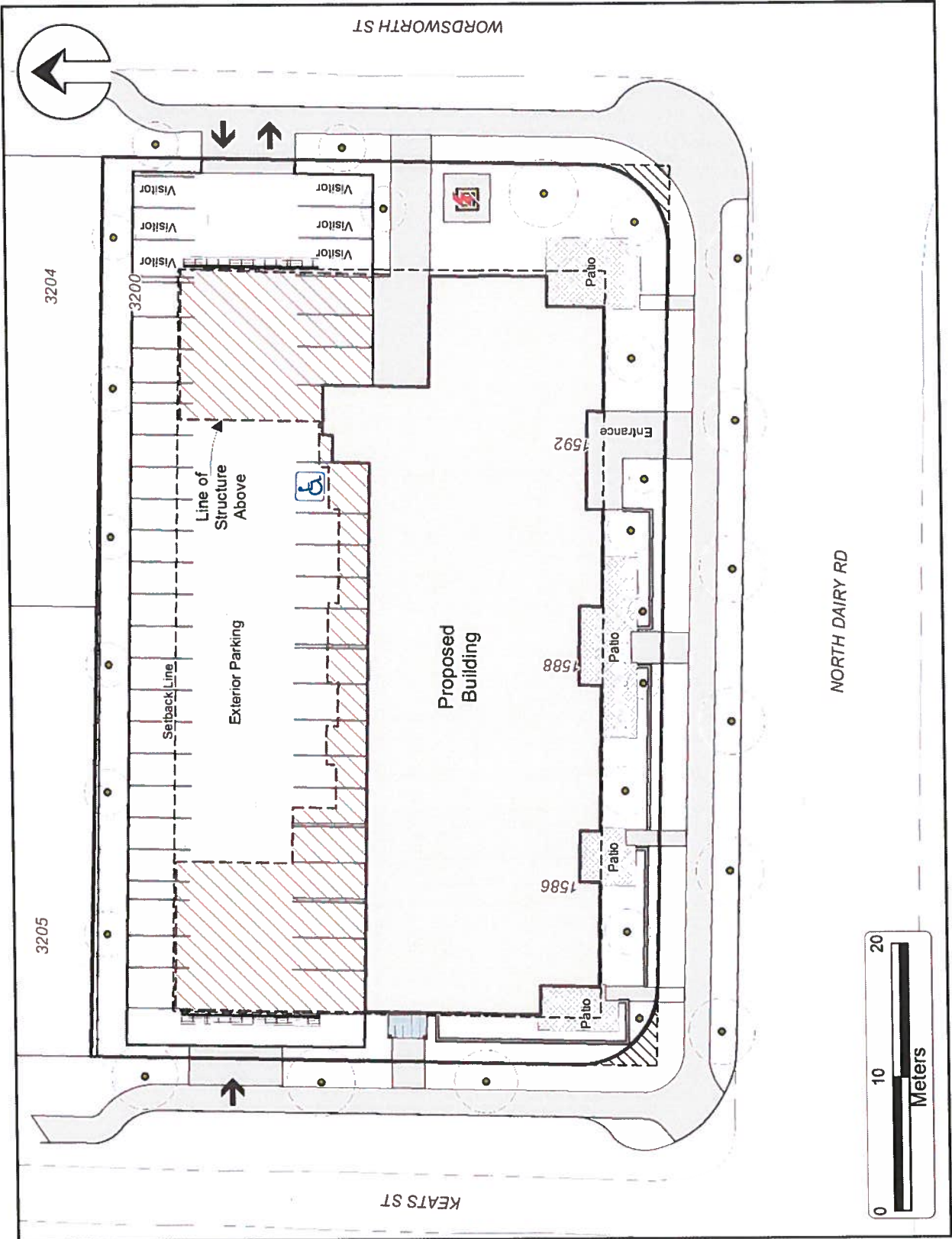


Figure 2: Site Plan



Figure 3: Rendering Southeast Corner – North Dairy Road at Wordsworth Street (Provided by Low Hammond Rowe Architects)



Figure 4: Rendering of East Elevation – Wordsworth Street (Provided by Low Hammond Rowe Architects)



Figure 5: Streetscape View *(Provided by Low Hammond Rowe Architects)*



Figure 6: Rendering of South Elevation – North Dairy Road *(Provided by Low Hammond Rowe Architects)*

New Zone

A new, higher density apartment zone is proposed for this site that would allow the proposed density. The proposed RA-10 Zone allows for higher density and reduced setbacks, yet maintains other key regulations applicable to RA zones. The proposed RA-10 Zone reflects an incremental change in the regulations and would be most suitable to apply within “Centres”, “Villages”, or along major corridors. Table 1 summarizes a comparison between the existing apartment zones and the proposed RA-10 Zone.

Table 1: Comparison of Apartment Zone Regulations

	RA-1	RA-2	RA-3	RA-4	RA-6	RA-7	RA-8	RA-9	<i>Proposed RA-10</i>
Lot coverage	35	35	35	35	35	35	50	50	50
Density – FSR (Higher if 80% concealed parking)	0.55	0.85	1.2	1.0	1.2 ↑1.4	1.5	1.5 ↑1.7	1.5 ↑1.7	1.7 ↑1.9
Setbacks - front/street	7.5	7.5	7.5	7.5	7.5	7.5	7.5	6.0	5.0
- Rear	10.5	10.5	12.0	10.5	12.0	12.0	12.0	6.5	7.5
- Interior side	7.5	7.5	7.5	7.5	7.5	7.5	7.5	4	5.0
- Exterior side	7.5	7.5	7.5	7.5	7.5	7.5	7.5	6.0	5.0
Height	7.5	9.0	11.5	9.0	11.5	16.0	11.5	13	15

Variances

Even though a new zone is proposed there are a number of variances as part of this application, including: setbacks, building width, parking, projections, and fencing.

Variances are requested to reduce setback as follows:

- Front Yard Setback (North Dairy Road): 4.2 m to the building face and 3.0 m to support wall at the main entry, from a proposed RA-10 setback of 5.0 m.
- Exterior Side Yard Setback (Keats Street): 3.4 m to the building face and 1.7 m to support posts for entrance canopy, from a proposed RA-10 setback of 5.0 m.
- Rear Yard Setback: 6.1 m from a proposed RA-10 setback of 7.5 m.

The proposed building width is 55.9 m, whereas a maximum building width of 55 m is permitted.

The Zoning Bylaw requires a total of 84 parking spaces (1.5 per unit) with 17 (0.3 per unit) designated for visitors, whereas a total of 47 parking spaces (0.83 per unit) with 6 (0.1 per unit) designated for visitors is proposed.

The proposed RA-10 Zone would restrict the parking area to 30% of the lot area, whereas a coverage of 42% is proposed.

Parking spaces are not permitted within 3 m of an exterior side lot line. The proposal includes two parking spaces 1 m from the property line adjacent to both Keats Street and Wordsworth Street.

The proposed development includes two overhead canopy that would project into the setback. The Zoning Bylaw permits a canopy to project up to 1.2 m, whereas the proposal includes a canopy above the main (south) entrance of 1.3 m and above the secondary (west) entrance of 1.5 m.

The proposed development would include a 1.5 m rear fence extending across the full length of the property line, however the Zoning Bylaw restricts fencing within 3 m of a street.

Community Contributions

The applicant has provided a letter in accordance with Shelbourne Valley Action Plan policy 5.8.1 which requires a community contribution statement be provided as a component of rezoning applications. As part of their development application the applicant proposed to contribute \$1,500 per unit for a total of \$84,000 to the Saanich Affordable Housing Fund. This commitment would be secured by covenant with payment required prior to issuance of a building permit.

ALTERNATIVES

1. That Council approve the recommendations as outlined in the staff report.

The implications of this alternative are that it would postpone consideration of the application to allow the applicant to rework the development proposal to address concerns raised. This alternative would result in a delay in Council's decision regarding the application.

As discussed in the Analysis section of this report, staff have expressed concerns with respect to the massing of the proposed building as it impacts surrounding developments, the proposed parking ratio and the extent of surface parking.

2. That Council support the proposal in its current form and forward the proposal to a Public Hearing.

The implications of this alternative are that the application would advance to a Public Hearing and the applicant would be expected to respond to outstanding questions raised by Council at a Public Hearing.

The change in land use from single family dwellings to an apartment is supported by policies in the Official Community Plan (OCP), the Shelbourne Valley Action Plan (SVAP), and Shelbourne Local Area Plan (LAP). If Council supports the proposed design and variances then proceeding to a Public Hearing is an appropriate option.

3. That Council provide alternate direction to Staff.

Should Council provide alternate direction to staff, such as a redesign of the proposal to address a specific issue for example, the implications are that staff would work with the applicant to address comments from Council. The applicant would undertake any necessary revisions to the plans, and would resubmit their proposal for review by staff and ultimately consideration by Council. This alternative would result in a delay in Council's decision regarding the application.

FINANCIAL IMPLICATIONS

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

STRATEGIC PLAN IMPLICATIONS

The proposal has no implications related to the District of Saanich 2015 - 2018 Strategic Plan.

PLANNING IMPLICATIONS

Policy

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

Official Community Plan (2008)

- 4.2.1.1 “Support and implement the eight strategic initiatives of the Regional Growth Strategy, namely: Keep urban settlement compact; Protect the integrity of rural communities; Protect regional green and blue space; Manage natural resources and the environment sustainably; Build complete communities; Improve housing affordability; Increase transportation choice; and Strengthen the regional economy.”
- 4.2.1.2 “Maintain the Urban Containment Boundary as the principal tool for growth management in Saanich, and encourage all new development to locate within the Urban Containment Boundary.”
- 4.2.1.16 “Encourage ‘green’ development practices by considering variances, density bonuses, modified/alternative development standards or other appropriate mechanisms when reviewing development applications.”
- 4.2.1.18 “Encourage new development to achieve higher energy and environmental performance through programmes such as ‘Built Green’, LEED or similar accreditation systems.”
- 4.2.1.20 “Require building and site design that reduce the amount of impervious surfaces and incorporate features that will encourage ground water recharge such as green roofs, vegetated swales and pervious paving material.”
- 4.2.2.3 “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.”
- 4.2.3.1 “Focus new multiple family residential, commercial, institutional and civic development in Major and Neighbourhood ‘Centres’, as indicated on Map 4.”
- 4.2.3.7 “Support the following building types and land uses in Major and Neighbourhood ‘Centres’:
 - Townhouses (up to 3 storeys)
 - Low-rise residential (up to 4 storeys)
 - Mixed-use residential (up to 8 storeys)
 - Live/work studio & Office (up to 8 storeys)

- Civic and institutional (generally up to 8 storeys)
 - Commercial and Mixed-Use (generally up to 8 storeys)."
- 4.2.9.15 "Ensure the pedestrian and cycling network in 'Centres' and 'Villages' is designed to accommodate projected population densities and associated activities such as, sidewalk cafes, public art, street furniture, and boulevard plantings."
- 4.2.9.37 "Consider parking variances where one or more of the following apply:
- transportation demand strategies (TDM) are implemented;
 - a variety of alternative transit options exist within the immediate vicinity of the proposed development;
 - there is a minimal reduction in required parking;
 - the development is located in a 'Centre';
 - availability of on-street parking."
- 5.1.2.2 "Evaluate applications for multi-family developments on the basis of neighbourhood context, site size, scale, density, parking capacity and availability, underground services capacity, school capacity, adequacy of parkland, contributions to housing affordability, and visual and traffic/pedestrian impact."
- 5.1.2.15 "Consider requiring registration of a covenant on title of new multiple-family developments prohibiting Strata Council rental restrictions as part of rezoning applications."

Shelbourne Local Area Plan (1998)

- 5.1 "Seek opportunities to protect indigenous vegetation, wildlife habitats, aesthetic landscapes and views when reviewing applications for change in land use."
- 6.3 "Provide opportunities for a variety of housing types by considering applications to rezone for attached housing or apartment use on sites identified on Map 6.2."
Note: the site is identified on Map 6.2
- 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 identified as part of Site 5, which includes the adjacent block end east of Wordsworth. Site 5 guidelines are:
- "Building scale and design should acknowledge adjacent single family.
 - Access to Browning Street or Wordsworth Street – not North Dairy Road.
 - Consider a closure of Browning Street.
 - Parking areas and garbage collection to be located away from adjacent single family and well screened.
 - Garbage receptacle must be screened from view from adjacent single family.
 - Adequate open space amenity area should be incorporated into the design."
- 6.6 "Require multi-family developments to provide adequate private open space amenity areas on-site."

Shelbourne Valley Action Plan (2017)

The subject property is within the study area for the Shelbourne Valley Action Plan (SVAP). Many of the SVAP policies reiterate existing OCP or Local Area Plan policies, therefore only those policies addressing additional aspects of development area included below.

- 4.1.6 “Design and enhance greenway and trail networks to link environmentally significant areas and enhance habitat corridors.”

Note: Wordsworth Street is identified as Greenway on Map 4.2.

- 5.1.1 “Consider changes to use, density and height in the Shelbourne Valley based on designations identified on Map 5.1.”

Note: the site is identified as four-storey apartment on Map 5.1.

- 5.7.1 “Encourage underground parking for all new development and require it for all new developments of 6 or more storeys.”

- 5.7.2 “Locate all surface parking to the rear of new development and screen from view.”

- 5.7.7 “Incorporate landscaping, street trees, bioswales, permeable paving and other stormwater best management practices into the design of surface parking lots.”

- 6.3.8 “As properties along greenways redevelop, seek improvements to pedestrian facilities, enhancements to landscaping and tree planting, and improvements to stormwater management infrastructure.”

Note: Wordsworth Street is an identified Greenway.

- 7.2.1 “Evaluate development applications within the Planning Area (Map 7.1) using the Shelbourne Valley Design Principles.”

- 7.4.2 “For apartment and townhouse developments generally achieve a 6 m front yard setback.”

Relevant Design Principles include:

- 1 a) “Align building façades with the street to create a defined street edge.”
- 1 f) “Divide building facades into similar units by using elements such as narrow storefronts, bays, separated roof forms and/or repetitive elements.”
- 4 a) “Design and orient building entrances so they face, and can be seen from, the street.”
- 4 c) “Encourage ground oriented dwellings with their own entrances onto the street for apartment buildings and stacked townhouses.”

- 5 a) “Reduce the perceived height and bulk of larger buildings by dividing the building mass into smaller scaled components. A variety of techniques can be used, including:
- Reveals or projections of building massing;
 - Variations in eaves or cornices;
 - Changes in materials, colour or texture;
 - Variation in roof form;
 - Elements such as windows, entrances, arbours, canopies and trellises; and
 - Building step-backs to reduce massing on upper stories.”
- 7 a) “Encourage underground or under building parking.”
- 7 g) “Locate surface parking at the rear of buildings and screen from view.”
- 10 b) “Consider all facades of new buildings and their relationship to adjacent sites and neighbouring buildings in both design and material selection.”
- 10 g) “Encourage natural building materials that have a timeless quality such as stone, brick and wood and colours which harmonize with the colours of the landscape.”
- 14 c) “Encourage the placement of open spaces adjacent to Greenways and other mixed use trails.”
- 19 b) “Encourage the incorporation of art into all forms of higher density development including commercial, mixed use, apartment and institutional uses.”

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.

Analysis

Rezoning the site for a four-storey multi-family development in the form of an apartment building is consistent with the land use policies in the OCP, SVAP, and Shelbourne LAP. New apartment developments are encouraged within Major “Centres” and on major roads close to public transit. Incorporating ground-level patios to engage and enliven the streetscape, in combination with the sidewalk improvements, would improve the pedestrian realm and contribute to creating a walkable neighbourhood.

There are three key concerns staff have identified with the current proposal: the proposed parking ratio, extent of surface parking, and the massing of the building as it impacts surrounding developments.

With respect to the parking concerns, the applicant was encouraged to include underground parking, unfortunately they have stated that underground parking is economically unfeasible. They believe that current construction costs in conjunction with excavation and foundation costs means only a small basement (for storage) is feasible. Therefore all parking would be surface

parking located at the rear of the building. The parking area would largely be screened by a combination of the vehicle access gates, building, property line fencing, and landscaping. The parking area would be constructed with permeable pavers making it more aesthetically appealing than asphalt.

Providing surface parking only also restricts the amount of parking possible. The applicant has attempted to provide as many parking spaces as possible and the proposal would provide a total of 47 parking spaces, 41 for residents and six for visitors. The proposed parking ratio is 0.83 per unit, approximately 55% of required parking. The requested parking ratio is significantly less than similar market housing projects that have been approved by Council, such as the Boulevard development at 4000 Shelbourne Street that has 56 units and 74 parking spaces (parking ratio of 1.3). The applicant provided a Parking Study that concluded the parking demand would be 42 vehicles for residents and 6 visitor vehicles. A spillover of two visitor vehicles to on-street parking would be expected during peak hours. The Parking Study is discussed in more detail in the Variance section below.

Although the site is within a "Centre" and reliance on the personal automobile for daily activities may be reduced, there is no way to regulate vehicle ownership rates in a market housing development. To mitigate parking impacts a range of options may be considered, including but not limited to:

- Providing rental accommodation where vehicle ownership can be a rental criteria;
- Implementing Transportation Demand Management (TDM) strategies such as car share memberships or bus passes for each unit;
- Working with a car share company to consider implementing a new car share space in this area, such as adding a new vehicle that could be parked on Wordsworth Street or Keats Street and be available to both residents of the development and general public; and
- Lowering the parking supply requirements by reducing the total number of dwelling units.

At this time the applicant has not committed to implementing any TDM strategies to mitigate potential impacts. It should also be noted, even if TDM strategies are implemented, it is not anticipated that the amount of lot coverage required for parking would be reduced. The parking area would largely be screened from the street, however it also represents an opportunity lost to create useable outdoor space or provide additional landscaping.

With respect to massing concerns, the proposed building would site a four storey building adjacent to relatively modest sized single family dwellings, with a relatively small rear yard setback (see Figures 7 & 8). Staff believe that a more suitable transition in height to the neighbouring properties should be considered, such as stepping building to three storeys on the north portion of the building closest to the single family dwellings. The massing concern is exacerbated by a rear yard that would be utilized for parking. If the rear yard provided useable outdoor areas it could also provide a better relationship with the neighbourhood. Staff acknowledge that the long term vision of the SVAP would allow townhouses up to three storeys to the rear of the proposed apartment, however redevelopment of the adjacent properties may not occur for many years.

In an attempt to address these concerns the applicant proposed the U-shape building design, added roof line articulations, and reduced the number and sizes of windows on the rear walls overlooking the single family dwellings.

The applicant provided shadow studies to consider impacts to adjacent homes (see Figure 9). The shadow study also captured impacts from existing structures and where they would overlap with shadow cast by the proposed apartment. As expected, shadow impacts would be from early morning to early afternoon in the winter, and during spring and fall the impacts would be in early morning and late afternoon. As part of their neighbourhood consultation, the applicant completed shadow studies to reflect the existing trees (evergreen) and the scenario if single-family homes were constructed on the lots.

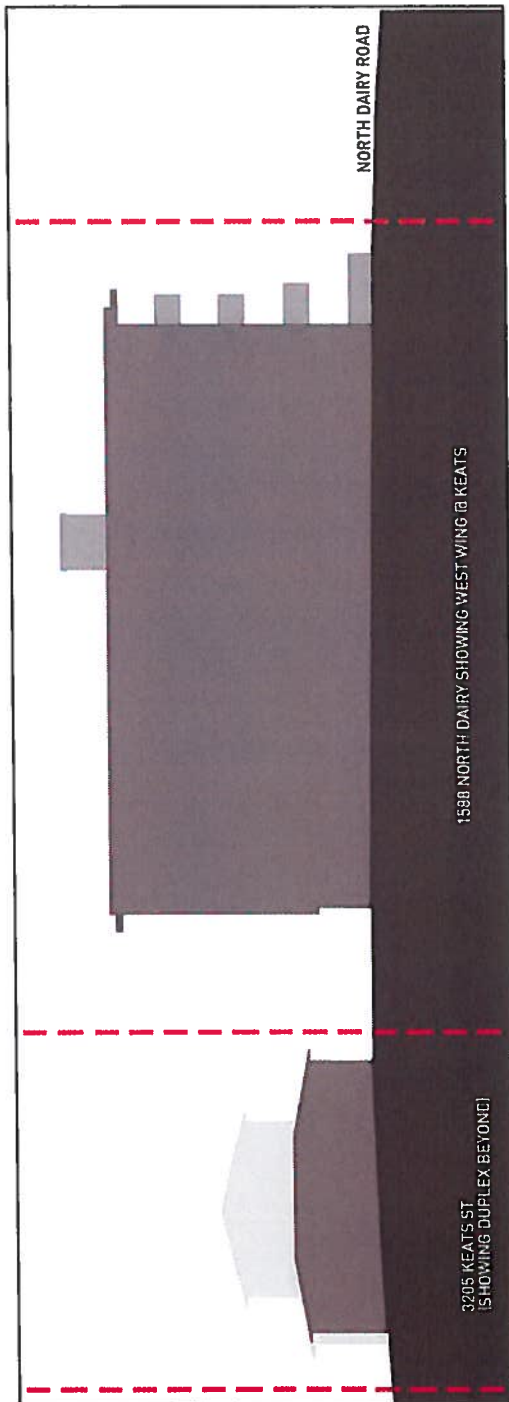


Figure 7: Cross Section – Through Side Extensions of Building (Provided by Low Hammond Rowe Architects)

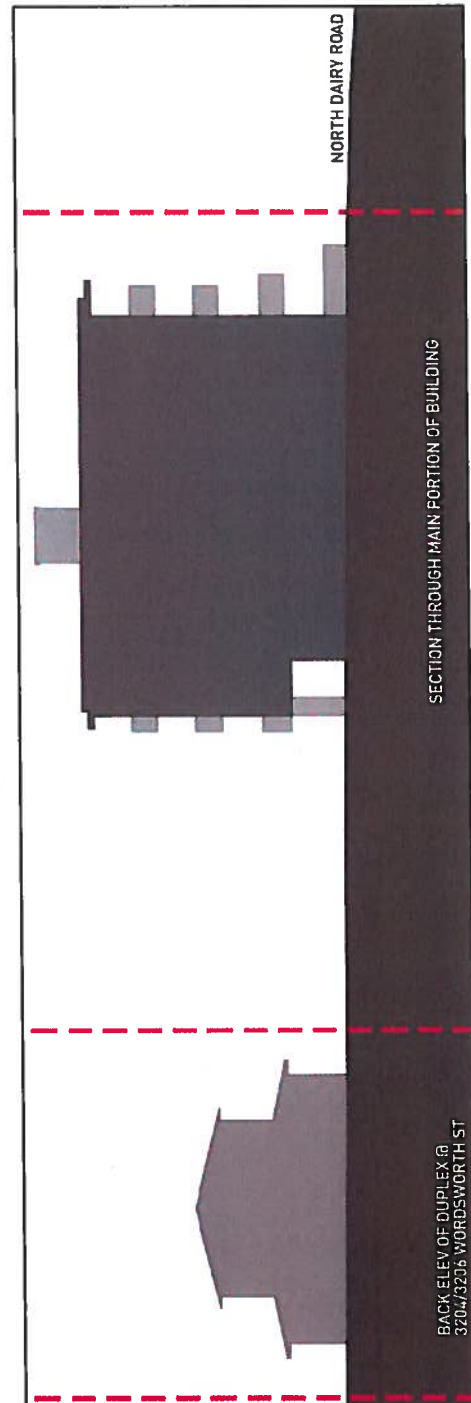


Figure 8: Cross Section – through Centre of Building (Provided by Low Hammond Rowe Architects)

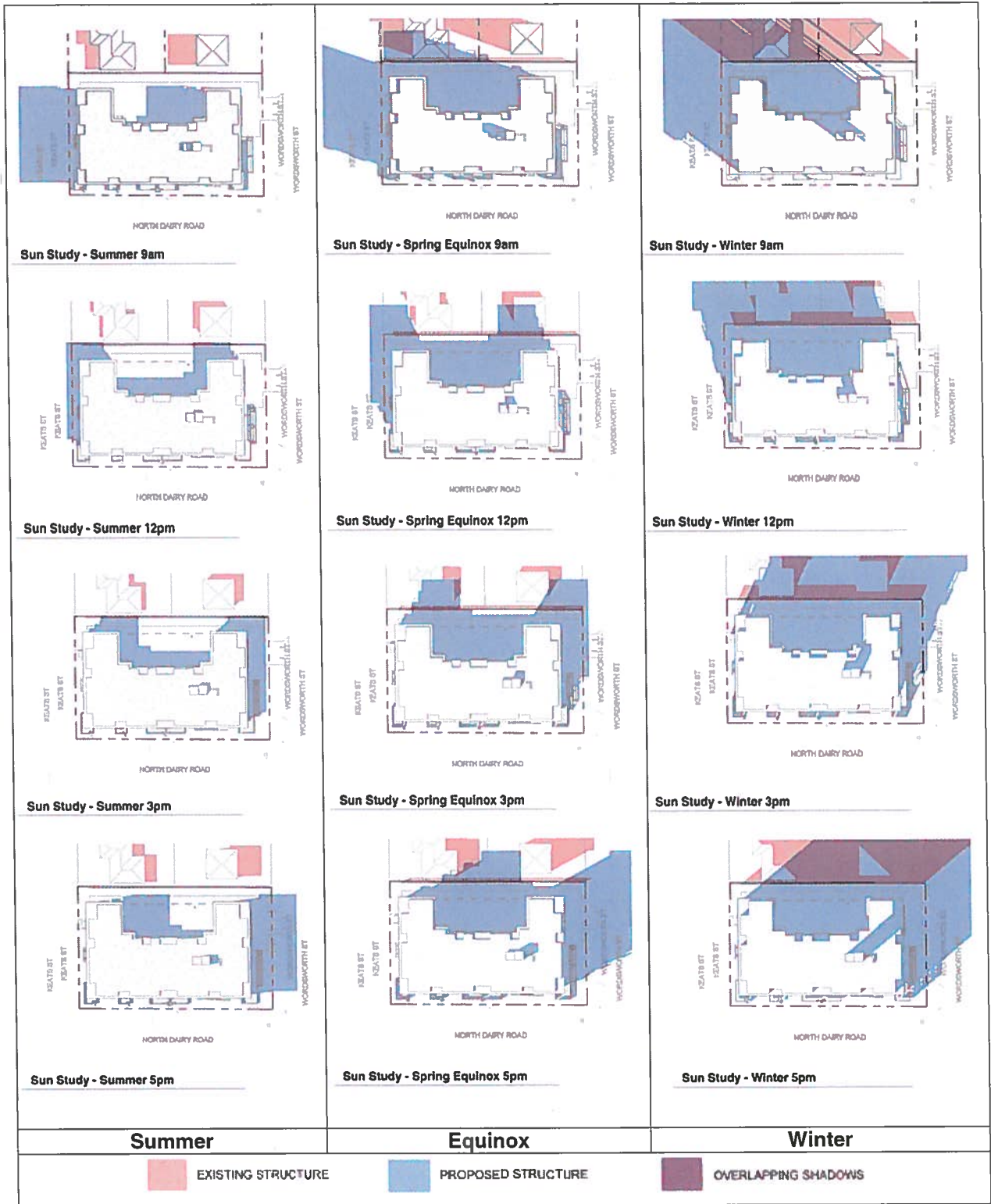


Figure 9: Shadow Study (Provided by Low Hammond Rowe Architects)

Variances

Variances for setbacks, building width, parking, projections, and fencing are requested. Potential impacts from the requested variances are discussed below.

Setbacks

The proposed RA-10 Zone would allow a setback of 5.0 m to any property line which abuts a road. On the North Dairy Road frontage the proposed front yard setback is 4.2 m to the building face and 3 m to the end wall framing the main entrance. A variance to the front yard setback can be supportable when the design would enliven the street with an active frontage and create a human scale streetscape. Along the North Dairy Road frontage the ground floor units would have front patios edged with a low (0.9 m) fence and individual pathways connecting to the sidewalk. Low shrubs and landscaping would be planted between patios and extended along the entire frontage to the property line providing a soft transition between the public and private realm. In the public right-of-way a new 2 m wide sidewalk would be buffered with a grass strip on both sides, and six new boulevard trees would be adjacent to the street edge.

Particularly within our “Centres”, well designed developments oriented toward the street can encourage pedestrian activity and help create a sense of neighbourhood. The proposed setback, in conjunction with a site design that encourages active use of the front yard, would contribute to creating a more interesting pedestrian environment within a Major “Centre”, therefore it is supportable.

On the Keats Street frontage the proposed setback is 3.4 m to the building face and 1.7 m to support post for the entrance canopy. Vehicle access with security gate would be sited along Keats Street, as well as a secondary building entrance that would include an overhead canopy. A metal arbour above the vehicle gate and the canopy above the pedestrian entrance would provide texture and functional uses along the frontage. Landscaping and a linear raingarden would also be planted between the building and property line. Although Keats Street only provides vehicle access to a limited number of properties, it is also a pedestrian corridor with a bridge over Bowker Creek providing a trail connection northward. The proposed reduced setback with treatments that provide an interesting streetscape would improve the pedestrian realm. No safety or sight-line issues were identified with the proposed setback. Given all of the above the variance is supportable.

The proposed RA-10 Zone would allow a setback of 7.5 m to a rear lot line. The proposed apartment would be sited 6.1 m from the property line. Due to the U-shape of the building the proposed rear yard setback of 6.1 m would apply to the two side extensions of the building but not the centre portion. The 6.1 m setback applies to the 2nd, 3rd, and 4th storey because the driveway and parking occupy the grade level underneath that portion of the building. The building's U-shape results in the centre of the building being approximately 15-17 m from the rear lot line. The two side extensions are approximately 11 m wide each, whereas the total lot width is 67.68 m. The rear yard would be used for a parking area, with a landscape strip and 1.5 m high wood fence along the rear lot line. To reduce impacts to the adjacent single-family dwellings the rear elevation of the building extensions would be limited to a corner balcony and two windows that are reduced in size compared to the other units.

The reduced setback to the rear lot line raises concern because it would apply to all of the upper storeys (levels 2 to 4). Staff acknowledge the building design has attempted to minimize impacts from the proposed setback, however stepping back of the 4th level would further mitigate impacts to neighbours and provide a smoother transition to adjacent single family

dwellings. Stepping back the upper floors was discussed with the applicant, however they believe the design adequately addresses potential impacts. The long term vision in the Shelbourne Valley Action Plan is that the adjacent single family properties would eventually transition to 2-3 storey townhouses, therefore consideration of height transition would be applicable to future redevelopment as well.

Building Width:

The applicant proposes a building with of 55.9 m, whereas 55 m is the maximum width permitted. The maximum building width regulation is intended to avoid creating large blank walls and to soften impacts from the building's mass. Articulations along the building elevation and a mix of exterior materials would soften the building mass. Being sited between roadways would also provide a significant distance between the proposed apartment and adjacent buildings fronting North Dairy Road, further reducing impacts. Given the above and the requested variance is relatively minor it is supportable.

Projections:

The Zoning Bylaw permits projecting features, such as overheard canopies, up to 1.2 m in the setback. The proposal includes a canopy above the main (south) entrance of 1.3 m and above the secondary (west) entrance of 1.5 m. No impacts are anticipated from the increase in allowable projections and therefore the variances are supportable.

Fencing:

The proposed development would include a 1.5 m rear fence extending across the full length of the property line, however the Zoning Bylaw restricts fencing within 3 m of a street. The applicant has advised staff that the adjacent neighbours prefer the fence extend to the property line as it would provide additional screening. The rear property line of the subject property is a side lot line for the adjacent dwellings and a 1.5 m high fence would be permitted on the adjacent RS (Single Family) zoned lot in the same area. No sight line issues would result from the proposed fencing and if the adjacent properties do not believe they would be negatively impacted the variance is supportable.

Parking:

The following variances related to parking are proposed:

- Decrease the total parking spaces from 84 parking spaces or 1.5 per unit to 47 parking spaces or 0.83 per unit,
- Decrease the amount of visitor parking spaces from 17 spaces or 0.3 per unit to 6 spaces or 0.1 per unit,
- To allow the lot area to be used as parking area to increase from 30% of the lot area to 42%, and
- To allow four parking spaces to be sited within 1 m of the property line, where they are not permitted within 3 m of an exterior side lot line (two spaces adjacent to Keats Street and Wordsworth Street).

The applicant provided a parking study that compared the parking demand of comparable developments. The report compared vehicle ownership across 12 comparable sites, which resulted in an ownership ratio of 0.93 per unit. The comparison included a range of developments from 16 to 103 units in size and also assessed parking with consideration of the dwelling unit types (bachelor, 1 bedroom, 2 bedroom, etc). The report also notes the average visitor parking demand at the study sites was 0.08 per unit. The report concluded that the resident parking demand would be 42 spaces and the visitor parking demand would be 0.1 per

unit or 6 in total. The proposal includes 41 resident spaces and 6 visitor spaces for a total of 47, whereas the Zoning Bylaw requires 67 for residents and 17 for visitors for a total of 84.

The parking study also considered the availability of on-street parking in the area. Utilization of on-street parking was less than 50% during all times observed by their consultant. On-street parking is available on Keats Street and Wordsworth Street and the proposal would formalize four on-street parking spaces (two per street) adjacent to the development site.

The amount of lot surface used for parking and drive aisle is considerable at 42% of the lot. The parking configuration results in eight spaces being located fully underneath the second floor of the building and ten being approximately half underneath the building. The impacts of the amount of surface parking would be mitigated by screening and constructing with permeable pavers.

Two parking spaces on Keats Street frontage would be sited outside of the vehicle access gate, accessed from the main drive aisle. On the Wordsworth Street frontage the six visitor spaces would be located outside of the vehicle access gate, accessible from the main drive aisle, the outermost two would be 1 m from the lot line. All proposed parking spaces on the site would be configured as 90-degree parking accessed from one common drive aisle. A setback regulation for parking spaces to an exterior lot line relates to creating pedestrian oriented streetscapes and reducing impacts of siting large parking areas close to the street. The proposed parking spaces beside the property line would have adjacent landscape areas 1 m wide, which would be contiguous with the adjacent 2 m landscape area on municipal land. Given the location of these parking spaces they would not be expected to have the highest demand, as secured parking closer to the entrance would be preferred.

The OCP policies support parking variances where any of the following apply:

- Transportation Demand Strategies are implemented;
- A variety of alternative transit options exist;
- There is a minimal reduction in parking;
- The development is within a "Centre"; and
- On-street parking is available.

The requested parking ratio is much lower than similar projects approved in Saanich. Generally, multi-family sites for market housing have provided in the range of 1.2 to 1.6 parking spaces per unit, which would include visitor spaces. Where development proposals have been approved with less than one parking space per unit, they have generally been for rental, affordable, seniors, or supportive housing projects.

Finding the right balance between parking supply and demand for future residents while avoiding excessive spill-over parking onto neighbouring streets can be challenging. Ensuring adequate visitor parking with accessible pick-up and drop-off locations is beneficial to encourage lower rates of vehicle ownership. The proposal would provide six visitor stalls in a visible location and one would be designated for short-term loading/unloading. The requested parking variance is significantly higher than most development proposals in Saanich, however the project is located in a Major "Centre" and in close proximity to public transit. Although residents may use alternative forms of transportation, vehicle ownership rates may remain relatively high. Based on staff experience, parking issues typically are related to both a perceived shortage of on-site parking for residents and nuisance issues when there is spill-over parking within a neighbourhood.

Staff believe the proposed parking supply is insufficient and a parking ratio of at least one per unit is more appropriate for market-owned housing. As discussed in the Analysis section above, Staff believe a parking variance to this extent is not supportable, particularly as no Transportation Demand Management strategies are proposed.

The variances for both lot coverage and siting for parking are a result of the applicant providing as many parking spaces as feasible. If Council supports the overall reduction in total parking then the additional variances for coverage and siting should also be supported as their impacts are mitigated with the use of permeable pavers and screening.

Servicing

The proposed development would include the following road improvements.

- Along North Dairy Road there would be a new curb and gutter along the existing road edge, a 1.8 m bike lane, and 2 m separated sidewalk.
- Along Wordsworth Street the road would be widened to 7.0 m to meet municipal standards, including curb, gutter, and a new 2 m separated sidewalk. Two new on-street parallel parking spaces are also proposed.
- Along Keats Street the road would be widened to 7.0 m to meet municipal standards, including curb, gutter, and a new 2 m separated sidewalk. Two new on-street parallel parking spaces are also proposed. At the District of Saanich's expense the applicant would also extend the sidewalk along Keats Street to join the new pedestrian footbridge installed over Bowker Creek.

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

The downstream sanitary sewer is deficient for the proposed development, therefore a contribution of \$1,176.47 per unit is required for upgrades. The payment would be required prior to issuance of a building permit and be secured through a covenant.

Environment

Key concerns raised by Environmental Services are related to the site's proximity and potential impacts to Bowker Creek particularly related to trees and amount of impervious surfacing. Permeable pavers are proposed for the parking area, which is the key design feature for stormwater management to address potential impacts to Bowker Creek.

Retention of large native conifers would aid in stormwater retention and absorption but as this is not feasible under the current proposal, replanting with native trees is recommended. Utilizing traditional stormwater management was not considered sufficient for this development, however by revising the proposal to incorporate permeable pavers for the parking area the stormwater management guidelines are met.

There are 29 trees impacted by proposal, 10 boulevard and 19 on-site trees. All would be removed to support the development with 11 new boulevard and 18 on-site trees proposed around the perimeter of the site. All existing boulevard trees are located along the Keats Street frontage. The arborist's inventory notes that most have been previously topped due to overhead wires resulting in fair/poor structure. Of the 19 on-site trees 11 are fruit trees, 5 are Douglas-fir trees, and there is one each of lilac, magnolia, and laburnum (Golden chain).

Climate Change and Sustainability

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.

The following is a summary of the Climate Change and Sustainability features and issues related to the proposed development. It is important to note that this summary is not, and cannot be, an exhaustive list of issues nor a detailed discussion on this complex subject matter. This section is simply meant to ensure this important issue is a key part of the deliberations on the subject application.

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 considerations related to mitigation and adaptation:

- The proposal is an infill project located within the Urban Containment Boundary and Sewer Service Area, and is able to use existing roads and infrastructure to service the development.
- The proposal is located within the Hillside Major "Centre" where a range of commercial and personal services are provided and employment opportunities exist.
- The development is readily accessible via all modes of alternative transportation including walking, cycling, and public transit.
- The site is within 30 m of public transit stops on North Dairy Road, or 250 - 300 m on Shelbourne Street, and 400 m on Hillside Avenue.
- Available transit routes include two local routes on North Dairy Road (# 8/22) with service every 20 - 120 minutes, and frequent transit routes on both Shelbourne Street (#27/28) and on Hillside Avenue (#4) with service every 15 minutes or less.
- The site is also within 600 m of Lansdowne Middle School, and St. Michael's University School, Camosun College, and Doncaster Elementary School all within 1.5 km walking.
- Cedar Hill Community Recreation Centre is approximately 700 m walking distance from the site. In general, a walking distance between 400 - 800 m is considered optimal to encourage 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.
- The applicant has stated their willingness to commit the project to be certified as BUILT GREEN® Gold.
- One electric vehicle charging station is proposed in the parking area and electric outlets would be provided within the bike storage room for charging electric bikes.

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 considerations related to

the natural environment, such as:

- The proposal is a compact, infill development in an already urbanized area that would avoid 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 considerations related to social well-being, such as:

- The multi-family proposal includes a range of dwelling unit sizes (studio to two-bedroom with den) to provide for a variety of household types.
- Buildings front 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. Nearby parks include Browning, Cedar Hill and Mount Tolmie.

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 features related to economic vibrancy, such as:

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

Consultation

Neighbourhood:

Prior to submitting a development application the applicant undertook neighbourhood consultation in the form of door-to-door introductions, information flyers, three meetings with immediate neighbours, and consultation with the Camosun Community Association.

A referral was sent from the Planning Department to the Camosun Community Association (CCA), April 5, 2017. A preliminary response was received June 1, 2017, indicating that their final position was not yet determined as further consultation with the neighbours was anticipated. Their initial response noted that the applicant presented the proposal to the CCA Board in March, 2017 and that generally a four-storey multi-family development is supported. They also noted that concerns raised included: potential shading on adjacent lots, increased traffic on Wordsworth Street, and the flat roof design. To address these concerns the CCA recommendation was to remove two back-corner units on the upper level so the building would step down to three levels adjacent to the neighbouring single-family dwellings. The CCA advised that subsequent input may be received if further community consultation occurs prior to Council consideration.

Advisory Design Panel:

The proposal was considered by the Advisory Design Panel at their August 2, 2017 meeting. At that meeting the ADP resolved that the design of the apartment building be approved and the ADP comments be forwarded to Council.

The applicant was satisfied with the ADP discussions and no revisions were made based on their comments.

CONCLUSION

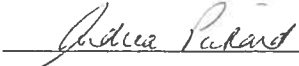
The proposed rezoning from single family to a four-storey apartment within the Hillside Major "Centre" is consistent with the Official Community Plan, Shelbourne Local Area Plan, and Shelbourne Valley Action Plan. A higher density RA-10 (Apartment) Zone is proposed for the development. Variances and a Development Permit for form and character are also requested.

The proposed apartment development includes ground-level patios to enliven and engage at street level. The site is bound by a roadway on three sides and new separated sidewalks and boulevard trees along all three frontages would contribute to creating a walkable centre.

Adjacent single-family homes to the north, or rear, of the proposed apartment development, would be expected to transition to two to three-storey townhouses in the future. Although the U-shape design of the apartment does mitigate impacts to the adjacent single-family dwellings, stepping back the building on the fourth floor would improve the transition to the existing adjacent single-family homes or future townhouses.

In terms of site design, staff have expressed concerns about the massing of the proposed building, impacts to surrounding developments, the proposed parking ratio and the amount of surface parking. To address these concerns the applicant added roof-line articulations and permeable pavers for the parking area, as well as providing as many on-site parking spaces as possible. The applicant has stated that providing underground parking is not economically feasible.

Rezoning for a multi-family development in the form of a four-storey apartment is consistent with the Official Community Plan (OCP), the Shelbourne Valley Action Plan (SVAP) and Shelbourne Local Area Plan (LAP) policies; however, Staff believe the design could be improved. The requested parking variance is much higher than comparable developments and the proposal could be revised to improve the transition between the apartment and the surrounding developments. Therefore Staff recommend the application be postponed to allow the applicant to address the concerns raised.

Prepared by 
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Reviewed by 
Neil Findlow
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Approved by 
for Sharon Hvozdzanski
Director of Planning

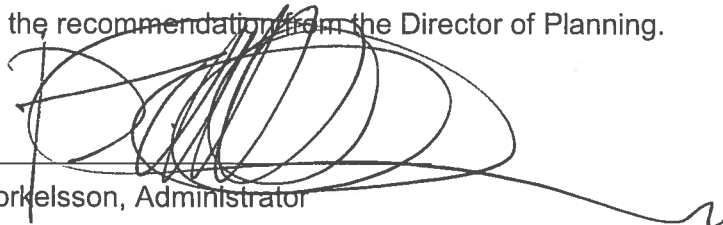
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Attachments

cc: Paul Thorkelsson, Administrator
Graham Barbour, Manager of Inspection Services

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.


Paul Thorkelsson, Administrator