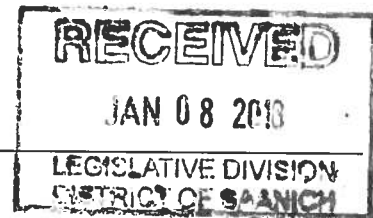




## The Corporation of the District of Saanich

# Report

**To:** Mayor and Council  
**From:** Sharon Hvozanski, Director of Planning  
**Date:** December 27, 2017  
**Subject:** Subdivision Application  
**File:** SUB00787 • 1244 Reynolds Road



### RECOMMENDATION

1. That proposed Lot B be exempted from the statutory requirement to provide a minimum 10% perimeter road frontage under Section 512(2) of the "Local Government Act" subject to registration of a covenant requiring that:
  - The design and construction of new dwellings on proposed Lots A and B be certified as meeting the BUILT GREEN® Gold performance standard;
  - Any new dwellings on proposed Lots A and B include the necessary conduits to be solar ready for future installation of photovoltaic or solar hot water systems;
  - That the new dwellings on proposed Lots A and B be constructed substantially in compliance with the plans prepared by Modern Home Design date stamped June 21, 2017; and
  - That new property line fencing be provided along the north, east, and west property lines.

### PURPOSE

The purpose of this report is to seek direction from Council on the subject application. The subject application is to request a waiver from the statutory requirement to provide a minimum 10% lot perimeter as road frontage in order to create a panhandle lot under the existing RS-6 (Single Family Dwelling) Zone. The applicant is Kors Development Services.

### DISCUSSION

#### Neighbourhood Context

The 1,656 m<sup>2</sup> subject property is within the Quadra Local Area. Although the subject property is not within an identified "Centre" or "Village", it is within 1 km travel distance of the Quadra McKenzie Neighbourhood "Centre" where a range of commercial and retail services are available. The property fronts onto Reynolds Road, directly across from Reynolds Park. Reynolds Secondary School is approximately 500 m walking distance and Braefoot Elementary

School is approximately 1.2 km distant. The Lochside Regional Trail is approximately 700 m distant.

The surrounding area is predominantly single or two-family residential. Multi-family developments in the area are primarily located along Cedar Hill Cross Road to the north and east of the site.

The adjacent property to the west was subdivided into a 16 lot bare land strata on Stan Wright Lane in 2006, which included a small, natural park that abuts the subject property mid-way along its length.

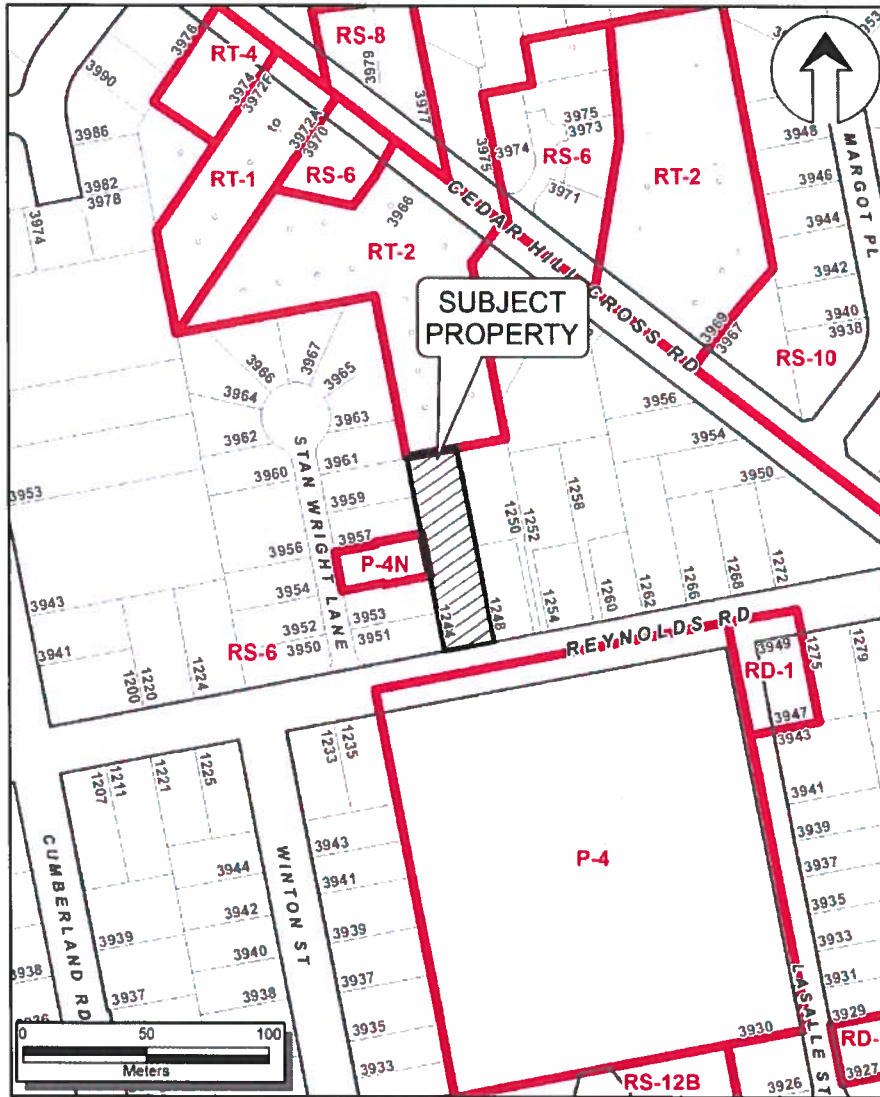


Figure 1: Neighbourhood Context

**Proposed Land Use**

There would be no change in zoning required for the infill development. The proposed subdivision would create one panhandle lot under the existing RS-6 (Single Family Dwelling) Zone, no variances are requested. Three adjacent lots to the east have been subdivided with panhandle lots and this is the only remaining property on Reynolds Road that could propose a panhandle lot under the existing zoning. The proposed lots would be slightly larger than the

minimum lot size required at 622 m<sup>2</sup> for the standard lot (560 m<sup>2</sup> required) and 886 m<sup>2</sup> excluding the access strip (835 m<sup>2</sup> required) for the panhandle lot.

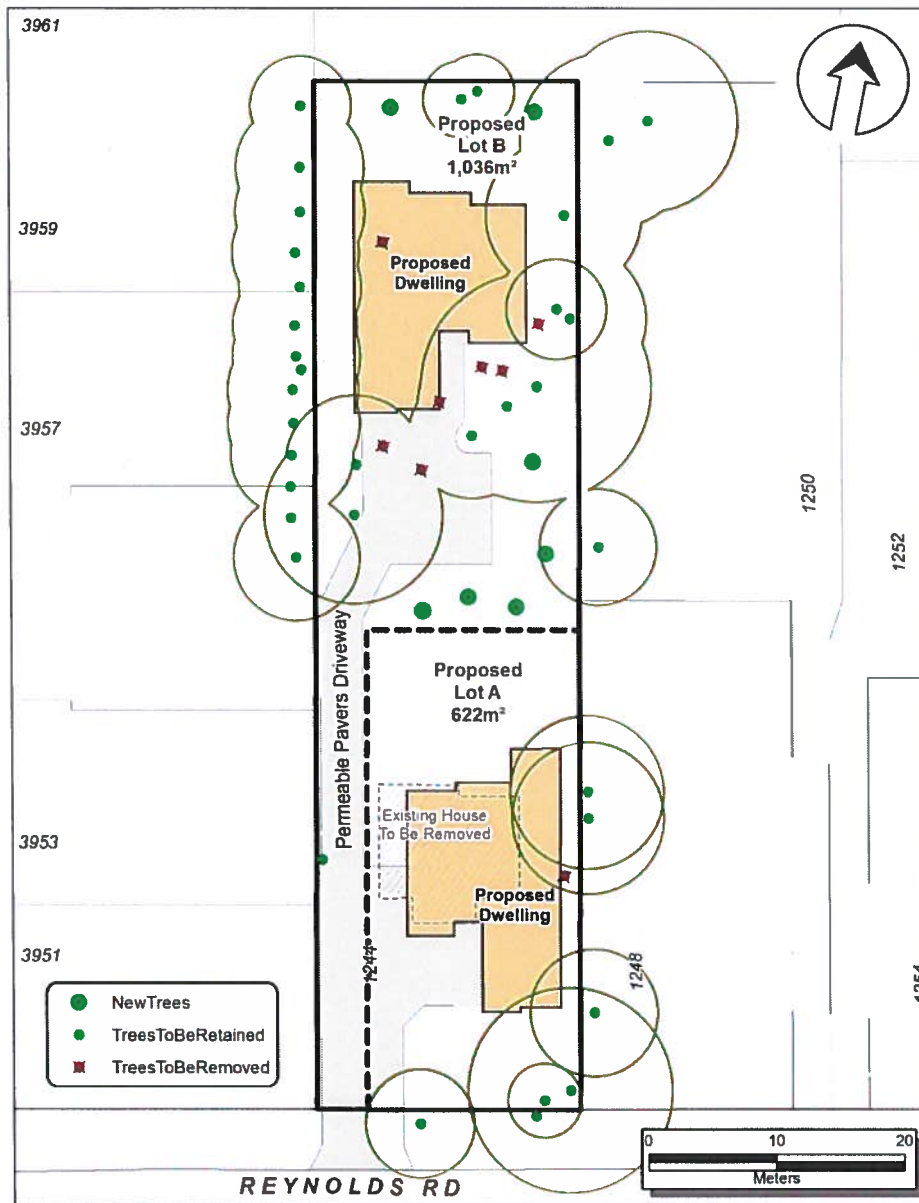


Figure 2: Proposed Subdivision

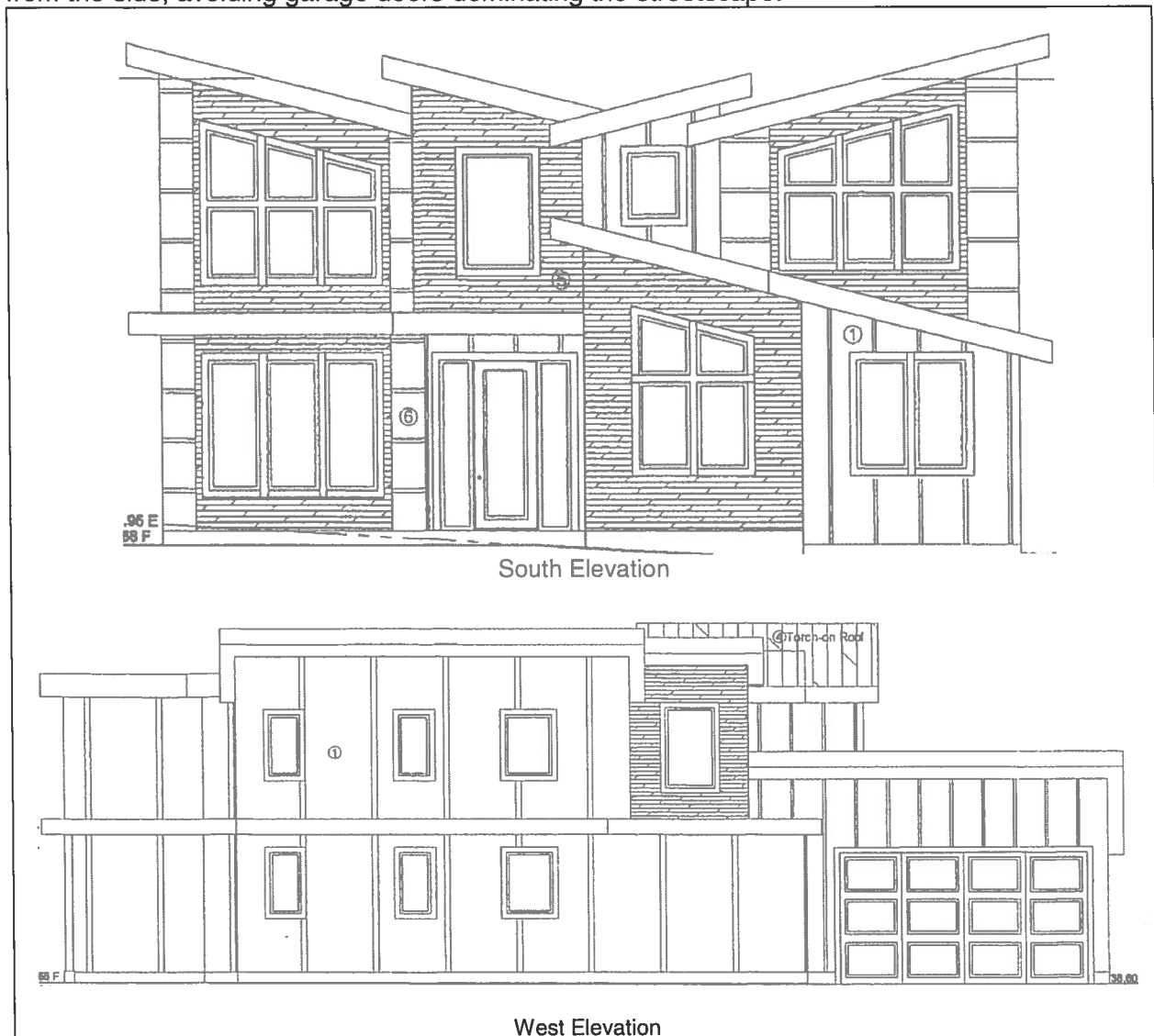
### Site and Building Design

The applicant has submitted house plans for both lots that would be secured by covenant. The two-storey homes have a modern design with multiple roof pitches and no basements. Exterior materials include a mix of cement panel, cedar siding, and aluminum siding accepts.

Both driveways have been designed to allow for vehicles to turn around and exit forward onto Reynolds Road. Area for tenant parking has been identified should a suite be proposed at the time of construction. The driveways and parking areas would be constructed with permeable pavers.

The south part of the site is relatively level, however the site rises approximately 2-3 m through the northern portion. There are a number of mature trees near the north end of the site. A proposed tree protection covenant would be granted for a 3 m wide strip along the western boundary of the panhandle lot to protect the root zones of trees on the adjacent properties. A similar covenant area at the rear of adjacent lots on Stan Wright Lane protects trees within the covenant area, or 7.5 m from the rear lot line.

The proposed dwelling on the standard lot would have an attached garage with vehicle entry from the side, avoiding garage doors dominating the streetscape.



**Figure 3: Proposed Dwelling Design for Standard Lot** (Provided by Modern Home Design)



Figure 4: Proposed Dwelling Design for Panhandle Lot (Provided by Modern Home Design)



Figure 5: Streetscape of Proposed Development

**Consultation**

The Quadra Cedar Hill Community Association was sent a referral from the Planning Department on July 26, 2017, however no response was received to date.

The applicant contacted the surrounding neighbours prior to submitting an application to inform them of the proposal. The applicant has maintained ongoing discussions with any interested neighbours and attempted to respond to concerns raised. A neighbourhood open house was held at Saanich Commonwealth Place in September 2017, which two neighbours and a Community Association representative attended.

**ALTERNATIVES**

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

The implications of this alternative are discussed in detail in the later sections of this report.

2. That Council reject the recommendations as outlined in the staff report.

Should Council decide to reject the recommendations regarding creating a panhandle lot contained in this report, the implications are that proposed subdivision would not proceed.

3. That Council provide alternate direction to Staff.

Should Council provide alternate direction to Staff, such as a redesign of the subdivision 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 panhandle subdivision.

**FINANCIAL IMPLICATIONS**

There are no immediate implications related to the District of Saanich Financial Plan.

**STRATEGIC PLAN IMPLICATIONS**

There are no implications 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 sustainability; 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.”
- 4.2.1.14 “Encourage the use of ‘green technologies’ in the design of all new buildings.”
- 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.”
- 4.2.4.3 “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).”

#### Quadra Local Area Plan (2001)

- 4.1 “Protect and maintain the character of Quadra by maintaining single family dwellings as the principal housing form outside of the Quadra-McKenzie Development Permit Area.”
- 4.2 “Consider infill housing only where the scale and massing is appropriate and the environmental, social, and traffic impacts would be within acceptable neighbourhood limits.”
- 6.1 “Encourage protection and restoration of indigenous vegetation, wildlife habitat, and riparian environments within Quadra when considering applications for change in land use.”

### **Policy Analysis**

#### Official Community Plan

The proposal is consistent with the Official Community Plan and Quadra Local Area Plan which contemplates limited infill in neighbourhoods inside the Urban Containment Boundary.

#### 10% Waiver

Pursuant to Council Policy 99/321, all panhandle lots that do not provide a minimum road frontage of 10% of the lot perimeter shall be referred to Council for consideration of a waiver from the statutory requirement pursuant to Section 512(2) of the “Local Government Act”.

The following criteria are used by Council to assess the implications of proposed panhandle lots:

- a) Whether the reduced frontage of the proposed lots will adversely affect the streetscape or result in conflict with existing driveways, intersections, or natural features.

The existing driveway would be relocated such that it is sited beside the panhandle access strip, thereby presenting as one shared driveway along the western boundary. Two existing boulevard trees, a Lawson Cedar and ornamental plum, would be retained. Two additional trees in the front yard of the property would also be retained, which are a Lawson Cedar and a Douglas-fir tree. Retaining the existing trees along the Reynolds Road frontage minimizes any impacts to the streetscape.

Due to the site being across from a park, there would no conflicts with opposing driveways.

- b) Whether the subdivision will result in an unacceptable loss of privacy to neighbouring properties.

Concerns over loss of privacy have been received from neighbouring residents. The applicant has attempted to address concerns by responding to neighbours directly to clarify the proposal, and by maintaining existing trees along the property line as much as possible.

Following discussions with neighbours the applicant has agreed to provide new property line fencing 1.8 m in height for the entire property.

Both dwellings include a portion of the upper storey being open to below, therefore upper level windows would provide natural light without impacting privacy. On the standard lot those windows face west toward the properties on Stan Wright Lane. On the panhandle lot those windows face east toward the adjacent panhandle property.

- c) The extent to which buildings proposed for the lots will impact neighbouring properties by:
- i) overshadowing
  - ii) obstructing existing views
  - iii) blocking sunlight

The panhandle dwelling would be sited in general alignment with the adjacent panhandle property to the east. Immediately to the north is a townhouse development that has a parking area at the rear of the buildings and the units closest to the subject property are end units with no windows facing toward the subject property.

The properties on Stan Wright Lane, which have their rear yards facing toward the subject property, have a number of trees along the rear property line that provide screening from the proposed lot. The house immediately to the east would arguably be most impacted by the additional dwelling, however the pattern of development is consistent with the adjacent panhandle lots. The proposed setback to the eastern lot line is 4 m, which provides more space and allows three Garry Oak trees near the property line to be retained.

Five of the trees to be removed would be from the front yard of the panhandle lot, while three trees in this area would be retained. Five of the replacement trees would be planted close to the proposed front lot line of the panhandle, which would help mitigate privacy concerns for dwellings sited in front of the panhandle lot.

- d) The extent of blasting, filling, excavating, and tree removal to be carried out to develop the proposed lots.

No basements are proposed for the dwellings, which reduces the need for blasting. It is uncertain at this time if any blasting would be required for the dwellings. No blasting is required



for the driveway to meet grade requirements. At the time of construction if it is determined that blasting is necessary, it would be minimal. Land disturbance would also be reduced by the new dwelling on the standard lot being reconstructed in the same general area as the existing house. The tree inventory in the arborist report identified 41 trees that may be impacted by the proposal. Of the 41 trees, 14 are on the adjacent properties to the west (Stan Wright Lane), 5 are on neighbouring properties to the east, 2 are boulevard trees and 20 are on-site. Of the 20 on-site trees, 8 would be removed, 7 of which are Bylaw Protected trees. The applicant proposes to plant seven replacement Garry Oaks on the site.

A tree covenant area is proposed along the western boundary of the panhandle lot to provide additional protection for the root zones of the trees on the adjacent properties fronting Stan Wright Lane.

- e) The degree to which the buildings to be constructed on the proposed lots will blend in with the design, height, and siting of buildings on adjacent properties.

There is no consistent dwelling height, massing, or architectural style in the immediate neighbourhood, which includes a mix of one and two-storey homes. The existing dwelling would be removed and two-storey, modern styled homes are proposed for both lots. The panhandle dwelling would not be visible from the street. The dwelling on the standard lot would be constructed in the same general location as the existing home. The home to the west is a two-storey home facing Stan Wright Lane. To the east, a single-story home is well screened from the street by existing vegetation (see Figure 5).

The existing RS-6 (Single Family Dwelling) zoning would limit the maximum size of a new dwelling on the proposed lots to 310 m<sup>2</sup> gross floor area, with 80% non-basement (248 m<sup>2</sup>).

Both proposed dwellings are approximately 240 m<sup>2</sup> in area, with no basement. No variances are requested for the homes.

#### Site and Building Design

An important consideration with infill developments is that the scale, massing, and design of any proposed infill housing respects the neighbourhood character.

Reconfiguring the driveway to have one shared access would mitigate impacts to the streetscape. The proposed dwelling has a modern design with exterior finishes primarily being cement panel with cedar siding. The proposed dwelling is in keeping with the scale of newer houses in the immediate neighbourhood.

#### **Servicing**

No land dedication or road improvements are required. New or upgraded services for water, sewer, and storm drain will be provided for both proposed lots. 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 I watershed area which requires stormwater storage, construction of a wetland or treatment trail and sediment basin.

#### **Environmental**

The tree inventory in the arborist report identified 41 trees that may be impacted by the proposal. The proposal would require 8 trees to be removed, 7 of which are Bylaw Protected trees. The applicant proposes to plant seven replacement Garry Oaks on the site.

The applicant has expressed interest in Saanich's Native Plant Salvage Program to remove native plant specimens from the site that would otherwise be impacted by the development.

Saanich staff conducted a site visit and have confirmed that there is potential to salvage native plants from the site. Native plants that are salvaged can then be used for private restoration projects elsewhere in Saanich.

The driveway and parking areas would be constructed with permeable pavers to improve stormwater management.

The applicant has stated their willingness to certify the new dwellings to the BUILT GREEN® Gold performance standard, and to construct them to be solar ready. These commitments would be secured by covenant.

## **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. 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 that is able to use existing roads and infrastructure to service the development.
- The proposal is within 1 km travel distance of the Quadra-McKenzie Neighbourhood "Centre".
- The site is directly across from Reynolds Park and approximately 700 m away from access to the Lochside Regional Trail.
- Reynolds Secondary School is within 500 m and Braefoot Elementary School is

approximately 1.2 km away.

- Sustainable development practices would be followed and the applicant has committed that construction would be certified to the BUILT GREEN® Gold standard and the houses would be constructed solar ready.
- The property is approximately 600 m away from public transit on Quadra Street. Quadra Street is served with the #6 route, which is a BC Transit Frequent Route that has service every 15 minutes or less between 7 am to 7 pm, Monday to Friday.

## **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 without putting pressures onto rural areas.
- The proposal includes the use of permeable pavers for the driveway and parking areas for storm water management.
- Impervious surfacing on the site would increase from 14% to 22.6%.

### ***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:

- Secondary Suites are permitted in this development. This housing option provides for alternative forms of rental accommodation and supportive housing for immediate family members. Suites also work to make a home purchase by young couples/families, and home retention by aging seniors, relatively more affordable.

### ***Economic Vibrancy***

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

## **CONCLUSION**


The proposal is consistent with the Official Community Plan which contemplates limited infill in neighbourhoods inside the Urban Containment Boundary. In addition, the proposal addresses the criteria set in place by Council to assess proposed panhandle lots.

The proposed lot configuration is consistent with the adjacent panhandle properties, and the lot sizes are compatible with the pattern of residential development in the surrounding neighbourhood. The creation of one additional lot for single family residential use would have a negligible impact on traffic. The site location is in close proximity to a range of commercial services, schools, and parks, as well as public transit and access to the Regional Lochside Trail.

The applicant is willing to register a covenant to secure the design of the dwelling as presented to Council. No variances are required for the two-storey, modern style homes. The site design would retain the existing trees along the frontage and provide one shared driveway.

For the above-noted reasons, staff support the subject 10% waiver for the addition of one single family lot under the existing zoning.

Prepared by:



Andrea Pickard

Planner

Reviewed by:



Neil Findlow

Acting Manager of Current Planning

Approved by:



Sharon Hvozdzanski

Director of Planning

APK/gv


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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.

  
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Paul Thorkelsson, Administrator