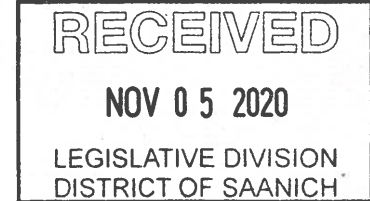




The Corporation of the District of Saanich

Report



To: Mayor and Council
From: Sharon Hvozdanski, Director of Planning
Date: November 5, 2020
Subject: Subdivision, Rezoning and Development Variance Permit Application
File: SUB00838; REZ00625; DVP00421 • 271 Battleford Avenue

RECOMMENDATION

- 1. That the application to rezone from the RS-6 (Single Family Dwelling) Zone to the RS-2 (Single Family Dwelling) Zone be approved.
2. That Development Variance Permit DVP00421 be approved.
3. That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Variance Permit be withheld pending registration of a covenant to secure the following:
- Development of the property in accordance with the plan of subdivision date stamped received on October 30, 2020; and
- The dwelling on proposed Lot A to be constructed generally in accordance with the character and scale and massing as shown on house plans date stamped received on October 30, 2020, and be constructed to include an electric vehicle plug-in in the garage, and the installation of the necessary conduits to be solar ready for future installation of photovoltaic and/or hot water heating systems.

PURPOSE

The purpose of this report is to seek direction from Council on the subject application. The application is to rezone the existing parcel at 271 Battleford Avenue from the RS-6 (Single Family Dwelling) Zone to the RS-2 (Single Family Dwelling) Zone in order to subdivide to create one additional lot (two lots total) for single family dwelling use. Variances are requested for lot width, siting, and non-basement area. The applicant is Bradley Ormiston.

DISCUSSION

Neighbourhood Context

The subject property is located on the west end of Battleford Avenue in the Burnside/Tillicum neighbourhood of the Tillicum local area near Tillicum Road (see Figure 1). There is a 1950s-style single family dwelling located on the property that would be retained. The neighbourhood is predominantly RS-6 zoned single family dwellings with limited infill of duplexes, small RS-2 and RS-4 zoned lots, and commercial and mixed-use fronting on Tillicum Road and Burnside Road West. Adjacent land uses include RS-6 zoned single family dwellings

to the south and to the north across Trans Canada Highway with RS-4 zoned single family dwellings to the east, and a C-4RT (Office and Restaurant – Tillicum) zoned office building to the west.

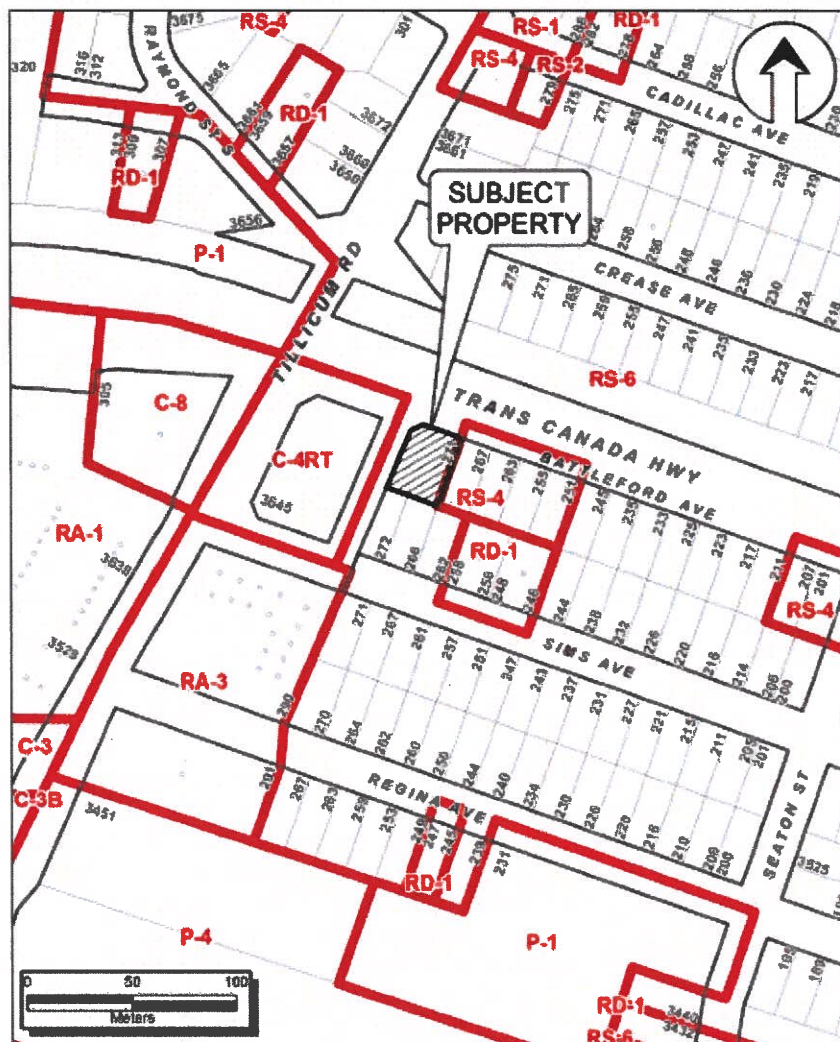


Figure 1: Neighbourhood Context Map

The parcel is located between the Tillicum/Burnside Major “Centre” and the Uptown Major “Centre”, 500 m travel distance from Tillicum Shopping Centre and 980 m travel distance from Uptown Shopping Centre. Travel distance is 625 m to Tillicum Elementary School, 850 m to Colquitz Middle School, and 1.9 km to Spectrum Community School. Nearby Parks include Hampton Park (290 m) and Cuthbert Holmes Park (600 m). Pearkes Community Recreation Centre is 800 m travel distance. The Galloping Goose Regional Trail is 100 m away across Trans Canada Highway.

The neighborhood is well served by public transit routes along Trans Canada Highway and along Burnside Road West. Route #50 (Langford/Downtown) operates along Trans Canada Highway and provides frequent service at 15 minutes intervals or better. The nearest bus stop is 25 m away near the Tillicum/TCH intersection. Route #8 (Interurban/Tillicum Centre/Oak Bay) and route #9 (Royal Oak/UVic) provide local service along Burnside Road West. The nearest bus stops are located near the Tillicum/Burnside intersection, about 600 m walking distance.

Proposed Land Use

The proposed rezoning would accommodate a subdivision to create one additional lot for a total of two lots (see Figure 2). The 849 m² lot is currently developed with a single family dwelling which municipal records indicate was constructed in 1953. The existing dwelling would be retained on proposed Lot B. A new dwelling with a secondary suite would be constructed on proposed Lot A.



Figure 2: Proposed Subdivision

Site and Building Design

The subject property drops in elevation about 3.6 m from northwest to southeast. The proposed subdivision would split the lot north-south creating two slightly irregular lots. Proposed Lots A and B would have areas of 400 m² and 448 m² respectively. Zoning Bylaw variances are requested for lot width, siting and non-basement area for proposed Lot A, and for combined side yard setback for proposed Lot B. Requested variances are discussed later in this report.

The applicant has provided elevation plans to demonstrate house design and massing for the new dwelling to be constructed on proposed Lot A and is willing to commit to a covenant

requiring the dwelling to be constructed generally in accordance with the plans (see Figure 3). The two-storey dwelling would be constructed without a basement and would include a secondary suite. It would have a gross floor area and non-basement gross floor area of 189.77 m² and would comply with the maximum 200 m² gross floor area for the RS-2 Zone. A variance is requested to permit the house to be constructed with a non-basement gross floor area of 95% (189.77 m²) of the permitted floor area. The maximum non-basement floor area for the RS-2 Zone is 80% of the permitted floor area (160 m²). The two-storey dwelling located on proposed Lot B has a gross floor area of 188.81 m² and a non-basement gross floor area of 169.5 m² and is proposed to be retained and would comply with the maximum floor area requirements for the RS-2 Zone.

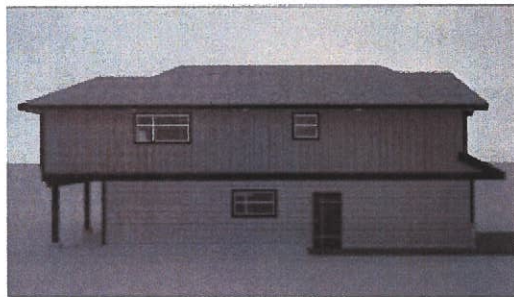
The proposed dwelling would be similar with respect to massing and form, to other houses in the neighbourhood which has a blend of one and two-storey dwellings (see Figures 4 and 5). Parking would be provided for both lots in accordance with the Zoning Bylaw requirement. No accessory buildings are proposed at this time.



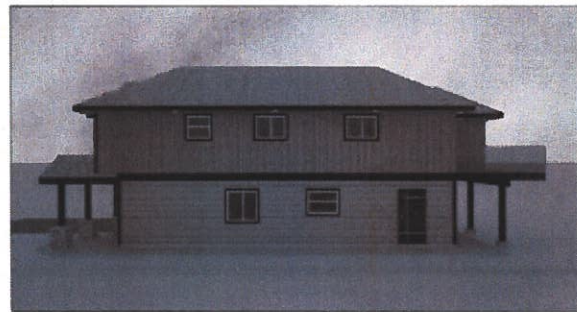
Proposed North Elevation



Proposed South Elevation



Proposed East Elevation



Proposed West Elevation

Figure 3: Proposed Building Elevations (Lot A) (from plans by applicant Bradley Ormiston)



Figure 4: Proposed Front Streetscape View

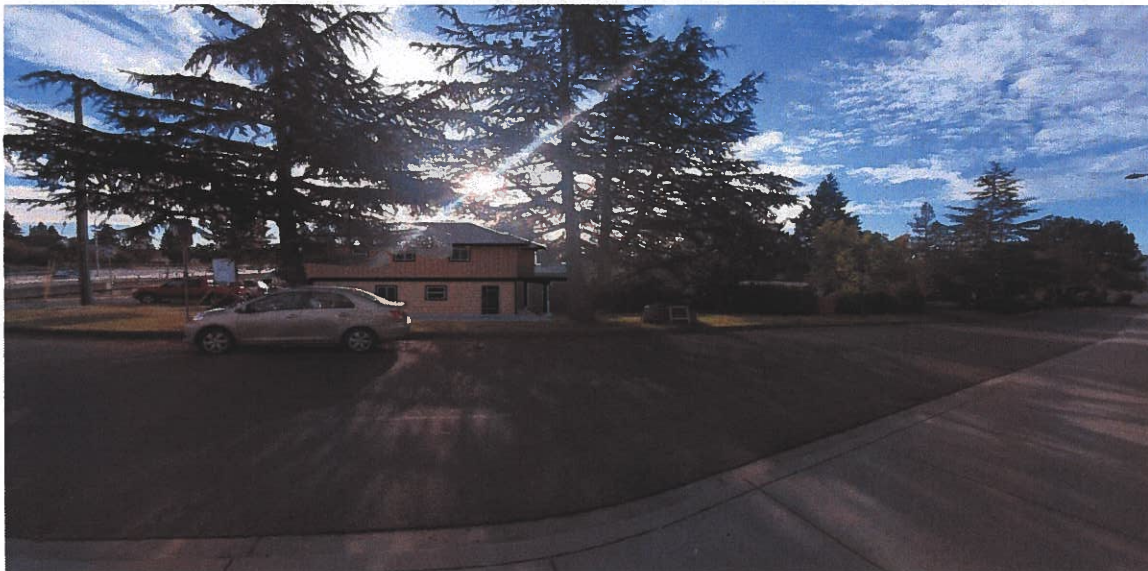


Figure 5: Proposed Side Streetscape View

The new single family dwelling would be required to meet Step 3 of the BC Energy Step Code. The applicant has stated that the new dwelling would an electric vehicle plug-in in the garage, be constructed to be solar ready for future installation of photovoltaic and/or hot water heating systems. These commitments would be secured by covenant.

Consultation

Planning sent notification about the application to neighbours within 90 m of the site. Correspondence was received from only one neighbour who indicated support for the application.

Community Association

A referral was sent to the Tillicum Community Association and a response was received stating "no objections" to the application.

Ministry of Transportation and Infrastructure (MOTI)

A referral was also sent to the MOTI because the site is located within 800 m of an intersection with a Controlled Access Highway. The Ministry has indicated "no objection" to the proposed application.

ALTERNATIVES

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

FINANCIAL IMPLICATIONS

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

STRATEGIC PLAN IMPLICATIONS

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

The development also addresses other Strategic Plan goals, such as:

- Increasing housing supply and diversity to support more affordable, vibrant and inclusive communities;
- Ensuring land use decisions are consistent with our community-supported plans; and
- Supporting land use planning which recognizes and protects our urban character while encouraging a suitable mix of housing in our neighbourhoods.

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.”
- 4.2.1.14 “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).”

Tillicum Local Area Plan (2000)

- 6.1 “Protect and enhance indigenous vegetation, wildlife habitat, and riparian environments as much as possible when considering applications for changes in land use.”
- 7.1 “Protect and retain the stability and character of Tillicum by maintaining single family as the predominant residential land use.”

Policy Analysis

The proposal is consistent with the Official Community Plan which contemplates limited infill in neighbourhoods inside the Urban Containment Boundary. The proposed lots would have areas of 400 m² and 448 m² and would be generally compatible with other lots in the neighbourhood. The scale, massing, design and height of the new dwelling to be constructed on proposed Lot A would be in keeping with the character of other houses in the neighbourhood.

The site is within convenient travel distance of shopping and services, parks, schools, and Parkes Community Recreation Centre and is well-served by public transit. While market housing, the new dwelling on the smaller lot would increase the stock of single family dwellings in a more attainable price range within Saanich. The secondary suite would act as a mortgage helper and increase the stock of much needed rental accommodation in the neighbourhood and District. The availability of a broad range of services within walking distance, and easy access to many bus routes in the capital region would allow home owners/renters to allocate less monthly expenditures to transportation.

The Official Community Plan notes that building style, exterior finish, massing, and height are factors that impact on the ability of a new development to integrate into established neighbourhoods. In addition, the Official Community Plan encourages the use of “green technologies” in the design of all new buildings. In this case, the applicant has indicated a willingness to commit to construct the new dwelling generally in accordance with the character and scale and massing as shown on house plans provided, and to construct the new dwelling to

be solar ready for future installation of photovoltaic and/or hot water heating systems, and to include an electric vehicle plug-in in the garage.

Requested Variances

Zoning Bylaw variances are requested for lot width, siting and non-basement area for proposed Lot A, and for combined side yard setback for proposed Lot B. The requested variances are summarized in the following table:

Table 1: Proposed Variances

Proposed Variances			
	Required	Proposed	Variance
Proposed Lot A			
Lot Width	12.0 m	11.40 m	0.60 m
Exterior Side Yard Setback	4.5 m	2.0 m	2.5 m
Non-basement Area	Max 80%	95%	15%
Proposed Lot B			
Combined Side Yard Setback	4.5 m	3.05 m	1.45 m

The requested variances are consistent with an infill subdivision in an urban area and are not anticipated to negatively impact adjacent neighbours or the streetscape. For these reasons, the variances can be supported.

Servicing

The development servicing requirements for the proposed subdivision are consistent with an infill subdivision in an urban area. Stormwater management must be provided in accordance with the requirements of Schedule H "Engineering Specifications" of the Subdivision Bylaw. The development is within a Type I watershed area which requires stormwater storage, construction of a wetland or treatment train and sediment basin. The existing house must be connected to the stormwater management. The existing sewer main and storm drain, near the westerly property line of 267 Battleford Avenue, must be extended complete with a manhole to serve both lots. A private easement across proposed Lot B will be required for the storm drain and sewer connections to proposed Lot A. A Municipal right-of-way will also be required for sewer and storm drain connections across proposed Lot B. A provisional water connection will be required for proposed Lot A from the existing main on Battleford Avenue. The existing water service to proposed Lot B must be upgraded.

Environment

The site contains one bylaw protected Beech tree, and two non-bylaw protected apple trees. Two Deodar Cedar trees are located on the boulevard adjacent to the site and an Ash tree is located on the boulevard just south of the site. Saanich Parks has indicated that the boulevard trees would need to be protected during development of the site. An arborist report was not provided as part of the application package and Parks has noted that an arborist report and a tree protection and replacement plan will be required at the building permit and site servicing stages.

Removal of one apple tree near the easterly property line of proposed Lot A would be required. Saanich Parks has noted that the two Deodar Cedar trees on the boulevard would have moderate foliage conflicts with the proposed house. Pruning of these trees would be required at the applicant's expense either by Saanich crews or by a Parks approved contractor depending

on the availability of Saanich staff. Arborist supervision would be required during excavation to ensure that no structural roots are encountered and to prune any smaller roots encountered to minimize impacts to the trees.

As retention of the existing boulevard trees is feasible and supported by the applicant, a Schedule I tree is not required.

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 features related to mitigation and adaptation:

- The proposal is an infill project located within the Urban Containment Boundary and Sewer Service Area, that is able to use existing roads and infrastructure to service the development;
- Limited infill through the development of new single-family housing inside the Urban Containment Boundary provides a much-desired housing form within Saanich that people would otherwise have to commute further distances for elsewhere in the region. The number of lots so created are limited in number, acknowledge longstanding policies of the Official Community Plan and Local Area Plan, and will not result in significant long-term negative impacts, as long as the majority of future growth is focussed in "Centres", "Villages", and along key corridors; and
- Public transit route #50 (Langford/Downtown) operates along Trans Canada Highway and provides frequent service at 15 minutes intervals or better. The nearest bus stop is 25 m away near the Tillicum/TCH intersection. Route #8 (Interurban/Tillicum Centre/Oak Bay) and route #9 (Royal Oak/UVic) provide local service along Burnside Road West. The nearest bus stops are located near the Tillicum/Burnside intersection, about 600 m walking distance.

Sustainability

Environmental Integrity

This section includes the specific features of a proposal and how it impacts the natural environment. Considerations include: 1) Land disturbance; 2) Nature conservation; and 3) Protecting water resources. The proposed development includes the following features related to the natural environment:

- The proposal is an infill development in an already urbanized area without putting pressures onto rural areas;
- One bylaw protected Beech tree and two non-bylaw protected apple trees are located on the site. Two Deodar Cedar trees are located on the boulevard adjacent to the site and an Ash tree is located on the boulevard just south of the site. Removal of one apple tree near the easterly property line of proposed Lot A will be required. The two Deodar Cedar trees on the boulevard will have moderate foliage conflicts with the proposed house. Pruning of these trees will be required at the applicant's expense. Arborist supervision will be required during excavation to ensure that no structural roots are encountered and to prune any smaller roots encountered to minimize impacts to the trees. As retention of the existing boulevard trees will be a condition of Parks support, a Schedule I tree is not required; and
- The new single family dwelling would be required to meet Step 3 of the BC Energy Step Code. The applicant has stated that the new dwelling would be constructed to include the installation of the necessary conduits to be solar ready for future installation of photovoltaic and/or solar hot water systems. This commitment would be secured by covenant.

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 elevations provided illustrate the general character, scale and massing of the house to be constructed on proposed Lot A and would be secured by a covenant;
- The proposed new dwelling would include a secondary suite. 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; and
- A range of outdoor, community, and recreation opportunities are available to serve the neighbourhood. Nearby Parks include Hampton Park (290 m) and Cuthbert Holmes Park (600 m). Pearkes Community Recreation Centre is 800 m travel distance. The Galloping Goose Regional Trail is 100 m away across Trans Canada Highway.

Economic Vibrancy

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

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

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

CONCLUSION


The proposal is consistent with the Official Community Plan which contemplates limited infill in neighbourhoods inside the Urban Containment Boundary. The proposed subdivision with a total of two lots would provide an infill housing opportunity in an established neighbourhood without significantly altering the character of the area. The scale, massing, design and height of the new dwelling would be in keeping with the character of other houses in the neighbourhood and conceptual house plans would be secured by covenant.


The proposal is an infill development within the Burnside/Tillicum neighbourhood in an area of predominantly single-family dwellings. The site is within reasonable walking/cycling distance of schools, parks, commercial services and retail, and public transit.

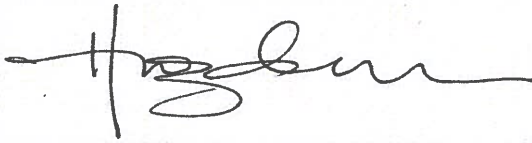
While market housing, the new proposed single family dwellings would provide a much desired form of housing within Saanich that people would otherwise have to commute further distances for elsewhere in the region. The secondary suite would be a mortgage helper and increase the rental stock in the neighbourhood and District.

Requested Zoning Bylaw variances for lot width, siting and non-basement area for proposed Lot A, and for combined side yard setback for proposed Lot B are consistent with an infill subdivision in an urban area and are not anticipated to negatively impact adjacent neighbours or the streetscape.

For the above noted reasons, staff support the application.

Prepared by: 
Neil Findlow
Planner

Reviewed by: 
Shari Holmes-Saltzman
Manager of Current Planning

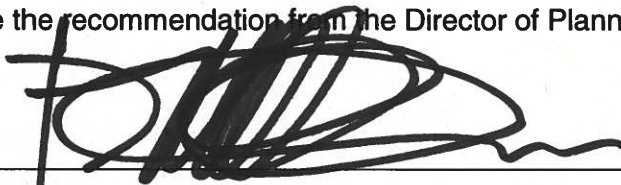
Approved by: 
Sharon Hvozdzanski
Director of Planning

NDF/rh

Attachments

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Planning.


Paul Thorkelsson, Chief Administrative Officer