

DISTRICT OF SAANICH

Report To: MAYOR AND COUNCIL

Date: AUGUST 11, 2014

From: SHARON HVOZDANSKI, DIRECTOR OF PLANNING

Subject: SUBDIVISION AND REZONING APPLICATIONS. REQUEST TO
WAIVE 10% PERIMETER HIGHWAY FRONTAGE REQUIREMENT FOR
A PANHANDLE LOT
FILE: SUB00724; REZ00541 • 3865 WILKINSON ROAD

Mayor
Councillors
Administrator
Com. Assoc.
Applicant

Project Details

Project Proposal: Application to rezone from A-1 (Rural) Zone to RS-10 (Single Family Dwelling) Zone to create one additional panhandle lot. 10% frontage waiver is requested. No variances are requested.

Address: 3865 Wilkinson Road

Legal Description: Parcel A (DD 326301-I) of Lot 5, Block A, Section 16, Victoria District, Plan 851

Owner: Victor & Dellmarie Wergeland

Applicant: Merv Mawson, Broadmead Planning

Application Received: February 5, 2014

Parcel Size: 2387 m²

Existing Use of Parcel: Residential

Existing Use of Adjacent Parcels: North: RS-6 & RS-10 (Single Family Dwelling Zone)
South: RS-6 & RS-10 (Single Family Dwelling Zone)
East: RS-6 (Single Family Dwelling Zone)
West: A-1 (Rural Zone)

Current Zoning: A-1 (Rural Zone)

Minimum Lot Size: 2.0 ha

Proposed Zoning: RS-10 (Single Family Dwelling Zone)

Proposed Minimum Lot Size: 780 m² standard / 1020 m² plus access strip panhandle

Local Area Plan: Carey

RECEIVED

AUG 14 2014

LEGISLATIVE DIVISION
DISTRICT OF SAANICH

LAP Designation: South Wilkinson Valley

Community Assn Referral: Residents Association of Strawberry Vale, Glanford, and Marigold Referral sent March 25, 2014. Letter of no objection received April 14, 2014.

Proposal

The applicant has applied to rezone the subject property from A-1 (Rural Zone – 2 ha Lot) to RS-10 (Single Family Dwelling) Zone for the purpose of subdivision to create one additional lot for single family dwelling use. Proposed Lot 1 would be a standard lot with an area of 790 m². The existing dwelling would be retained on this parcel. Proposed Lot 2 would be a panhandle lot with an area of 1300m² exclusive of the panhandle access. A waiver of the statutory requirement to provide 10% of the perimeter of the proposed panhandle lot as road frontage is requested. No variances are requested (See Figure 1).

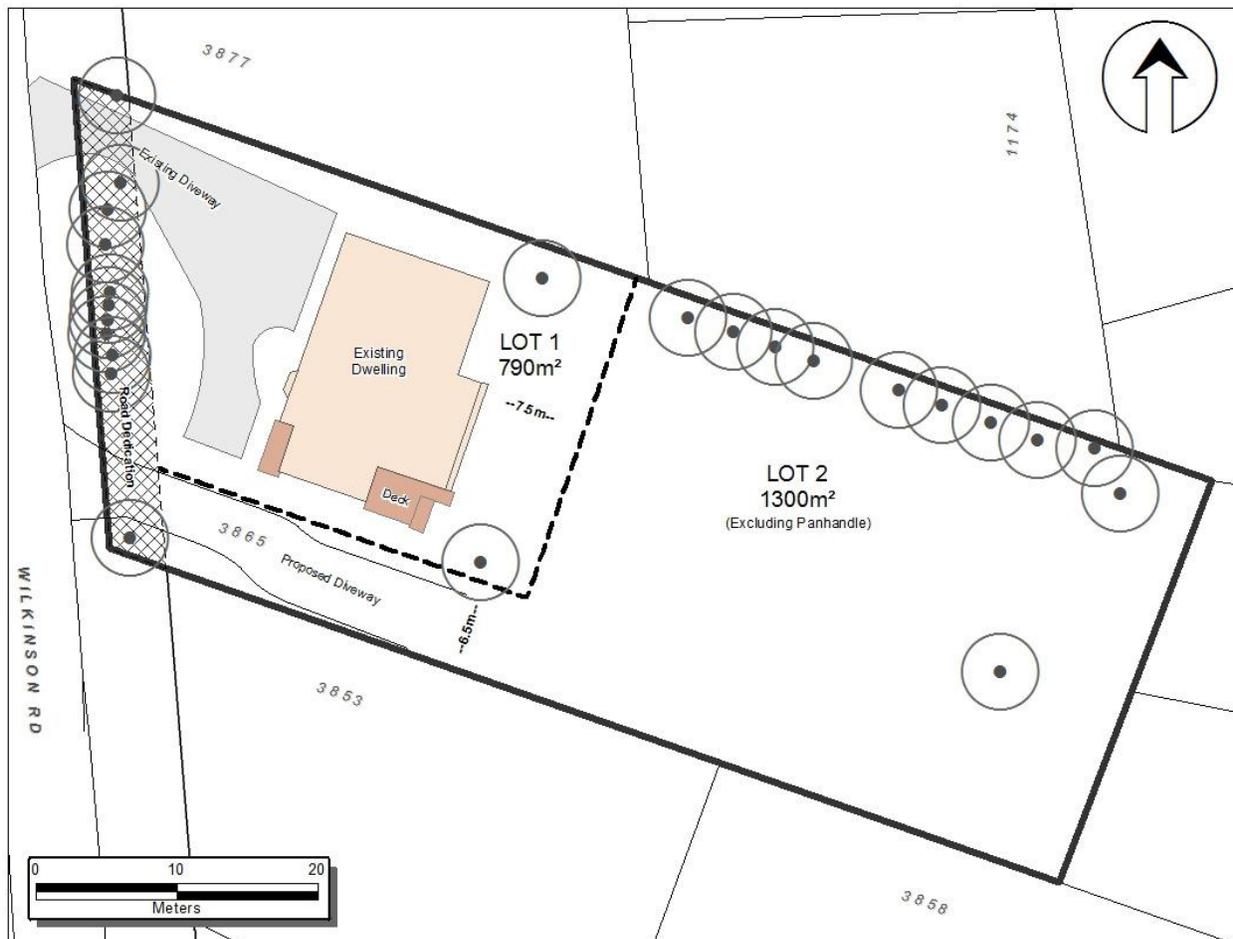


Figure 1: Proposed Subdivision

Planning Policy

Official Community Plan (2008)

- 4.2.1.1 “Support and implement the eight strategic initiatives of the Regional Growth Strategy, namely: Keep urban settlement compact; Protect the integrity of rural communities; Protect regional green and blue space; Manage natural resources and the environment sustainably; Build complete communities; Improve housing affordability; Increase transportation choice; and Strengthen the regional economy.”
- 4.2.1.2 “Maintain the Urban Containment Boundary as the principal tool for growth management in Saanich, and encourage all new development to locate within the Urban Containment Boundary.”
- 4.2.4.3 “Support the following building types and land uses in Neighbourhoods:
- single family dwellings;
 - duplexes, tri-plexes, and four-plexes;
 - townhouses;
 - low-rise residential (up to 4 storeys); and
 - mixed-use (commercial/residential) (up to 4 storeys).”
- 4.2.1.14 “Encourage the use of ‘green technologies’ in the design of all new buildings.”

Carey Local Area Plan (1999)

- 9.1 “Protect and maintain the stability and character of Carey by maintaining single-family housing as the predominant residential land use.”
- 9.2 “Support rezoning to the minimum lot sizes as shown in Map 9.2 in areas to be developed.”
(Map 9.2 designates the subject property as 665m² minimum parcel size however, see South Wilkinson Valley Action Plan policy 9.1(a), below).
- 9.3 “Consider subdivision and rezoning for single-family infill development in established neighborhoods that is compatible with and contributes to the character and quality of the community and preserves privacy of dwellings.”

South Wilkinson Valley Action Plan (2002)

- 7.3 “Require development applications to maintain elements of the Valley’s character by incorporating viewscales, maximizing open space, maximizing vegetation, and maintaining the Wilkinson Road streetscape.”
- 8.6 “Maximize vegetation retention through careful site design, including road rights-of-way, driveways, site clearing, and building envelopes.”
- 8.6.1 “Consider variances to the Zoning Bylaw and Subdivision Bylaw to maximize the protection of vegetation.”
- 8.6.2 “Use conservation and restrictive covenants to protect vegetation on private property, especially the vegetation within the priority vegetation covenant areas identified on Map 6 – Public Open Space & Covenant Areas.”

- 8.6.3 “Require replacement trees be planted at a 2:1 ratio on-site to compensate for trees removed to facilitate development (i.e. road rights-of-way, driveways, site clearing, and building envelopes) approved through the subdivision and/or development permit process. Where replacement trees cannot be successfully planted on-site, off-site planting in the boulevard and/or watercourse riparian zone is required. Tree is defined in Tree Bylaw No. 7632.”
- 9.1(a) “Support rezoning outside of the ALR properties to the residential land use densities and minimum lot sizes identified on Map 7 – Residential Land Use.”
(Map 7 designates the subject property as 780m² minimum parcel size for the front portion and 11 units per hectare for the rear).
- 9.7 “Consider in reviewing applications for rezoning and/or subdivision the use of restrictive covenants and/or building schemes to ensure sensitive scale/massing and design of new single family housing.
- 9.9 “Require that buildings and structures are setback a minimum of 7.5 metres from Wilkinson Road.”
- 12.2 “Minimize new driveway access to Wilkinson Road to maintain its rural streetscape.”
- 12.2.1 “Require, where possible, shared access agreements with adjacent properties.”

Discussion

Neighbourhood Context

This rectangular shaped A-1 zoned parcel is located on the east side of Wilkinson Road, and is the third parcel north of the (southerly) intersection with South Valley Drive. The area is a predominantly single family neighbourhood. Surrounding properties are a mix of RS-8, RS-6 and RS-10 zoned single family dwelling parcels with one other A-1 zoned parcel directly across the street.

The closest “Centre” to this property would be the Strawberry Vale Village “Centre” approximately 1.1 km away, and the property is close to parks and schools. While there are not many other panhandle lots in the immediate area, this particular parcel is considerably deeper than its neighbours (See Figure 2). Likely for a similar reason, the adjacent parcel, 3858 South Valley Drive, was created as a panhandle lot at the time of subdivision of that area in 2006.

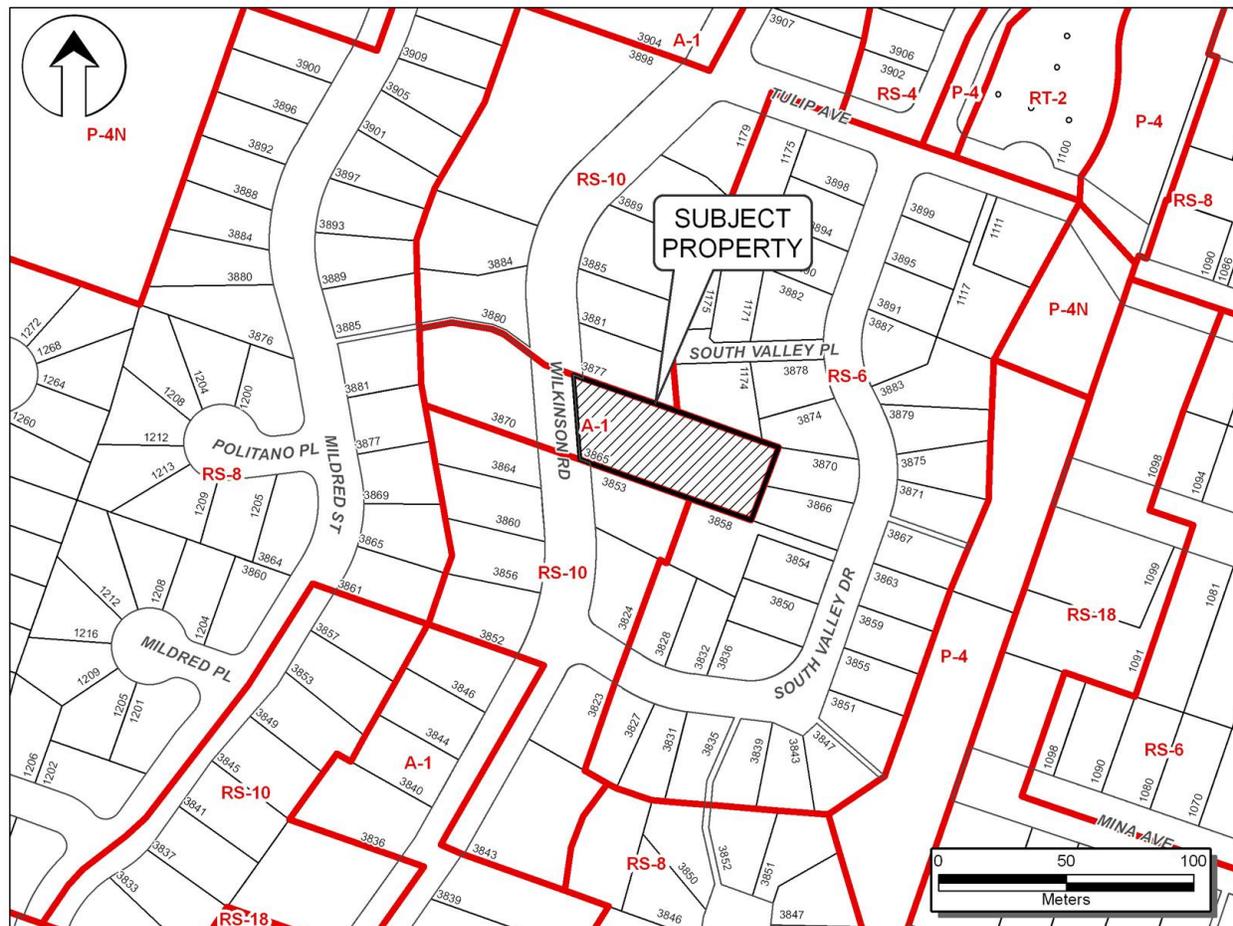


Figure 2: Neighbourhood Context

Land Use

The proposed rezoning and subdivision is consistent with the Official Community Plan, Carey Local Area Plan Policy 9.2 and South Wilkinson Valley Action Plan Policy 9.1(a) and conforms to the regulations of the RS-10 Zone with respect to minimum lot sizes. No variances are requested. Proposed lot sizes and configurations are compatible with the pattern of residential development in the surrounding neighbourhood.

10% Waiver for a Panhandle Lot

Pursuant to Council Policy 99/321, all panhandle lots that do not provide a minimum frontage on a highway of 1/10th of the perimeter of the lot shall be referred to Council for consideration of an exemption from the statutory requirement under Section 944(2) of the *Local Government Act*.

The following criteria is used to assess the implications of the proposed panhandle lot:

- 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 proposed new driveway should not adversely affect the streetscape or conflict with other driveways. The proposed new driveway would be sited to avoid an existing tree on the

boulevard, and sightlines along Wilkinson Road from both directions are very good leading up to the driveway access.

There is a row of eight large fir trees along the front lot line on the boulevard frontage of proposed Lot 1. Retention of these eight trees would help maintain the rural character of the Wilkinson Road streetscape as recommended in the South Wilkinson Valley Action Plan.

A single paved driveway currently provides access to the existing dwelling and would be retained on proposed Lot 1. The applicant proposes a new driveway along the southern boundary to service proposed Lot 2. Servicing to this lot would be via existing sewer and storm drains in adjacent easements.

The difference in the volume of traffic on Wilkinson Road generated by one additional single family dwelling would be negligible. No conflict with existing driveways or intersections is anticipated.

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

The existing homes that would surround the proposed new lot would appear to be sited in such a way that they would not be too adversely affected by it. The new lot is 280 m² larger than the minimum 1020 m² panhandle lot size permitted in the RS-10 zone district, and larger than the surrounding lots. Existing trees along the periphery of the property would be retained and would help maintain privacy.

The site is situated on the east side of Wilkinson Road which features general west to east down sloping topography. The existing dwelling would be retained on the lot fronting Wilkinson Road. The building envelope on proposed Lot 2 slopes gently towards the east.

Council's policy on panhandle lots also recommends that Developers be "encouraged to plant landscape along the access strip." The applicant notes that the existing landscaping adjacent to the proposed access strip would be retained.

Given that neighbouring homes to the north and south are at similar or higher elevation and vegetation is being retained along the north edge of the property, it is unlikely that a new dwelling on proposed Lot 2 would impact privacy to neighbouring properties.

c) The extent to which buildings proposed for the lots will impact neighbouring properties by:

- i) Overshadowing;**
- ii) Obstructing existing views; and**
- iii) Blocking sunlight.**

The sloping terrain, large lot size and existing trees and vegetation should limit impact on views, overshadowing, or blocking of sunlight to neighbouring properties.

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

The applicant advises that no blasting or filling would be required to construct a new home on the proposed lot, and that any regular excavation would be minor in scope. No trees have been identified for removal on the site plan.

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.

The applicant acknowledges the prevailing design theme in the immediate area, including the use of natural materials, rock, low pitch roofs, and earth tone finishes, and states that any future house the owners wish to build would be consistent with this existing precedent. Setbacks and height are the same for the proposed RS-10 lot as for adjacent properties zoned either RS-10 or RS-6. No house plans have been provided by the applicant.

Environment

The site plan identifies 21 trees on site, of which 8 are a row of fir trees shown in the area identified for road dedication. The Parks Department advises that most of the trees in the proposed road dedication area were topped at some time in the past, and notes that the trees are within the "limit of approach" (to the overhead power lines) as defined by Worksafe BC, as such Saanich Parks arborists are not allowed to work on them. Parks recommends the trees be assessed by a Certified Tree Risk Assessor and that the work prescribed is completed by a certified utility arborist. This matter would be referred to the Subdivision Approving Officer for review during the subdivision process.

A 1.0 m Douglas-fir is shown to the south of the proposed driveway to proposed Lot 2 and is also located in the Road Dedication area. Parks also recommends the applicant obtain a report from an independent consulting arborist providing specific details on what preservation activities are required and how they are to be carried out. These two issues would be referred to the Approving Officer for consideration.

The proposed subdivision is within the Type I watershed area, however no stormwater management is required on these lots as there is an existing stormwater management facility in the Peers Creek portion of South Valley Park that would accommodate this proposal.

With respect to energy efficient building design, the applicant has committed to meeting the BUILT GREEN® Gold or equivalent energy efficient building design and construction standard for the proposed new dwelling which would be constructed on proposed Lot 2. This commitment should be secured through registration of a covenant prior to Final Reading of the Zoning Bylaw Amendment.

Servicing

Servicing requirements call for Wilkinson Road fronting this proposal to be widened to 7.0 m municipal collector road standards complete with concrete curb and gutter. It is recommended that these improvements be extended northwards at the District's expense to connect with the existing curb and gutter fronting 1179 Tulip Avenue.

Both lots would be provided with water and sewer connections to existing mains, with a new water connection required for proposed Lot 2. As mentioned, storm drains would connect to the existing stormwater management facility in the Peers Creek portion of South Valley Park.

Mobility

Wilkinson Road is on transit route #22 (Victoria General/Downtown/Hillside Mall) with bus stops located two doors away in either direction from the subject property.

The site is within reasonable walking/cycling distance to the Strawberry Vale Village “Centre” as designated in the Official Community Plan. Nearby parks include Knockan Hill and Marigold.

Marigold Elementary and Spectrum Secondary schools are less than 900 m away, and Colquitz Middle school is approximately 2.3 km from the subject property.

Community Consultation

In an email response dated April 14, 2014, the Residents Association of Strawberry Vale, Marigold and Glanford stated that they have no objection to the project.

Summary

The proposed rezoning and subdivision is consistent with Carey Local Area Plan Policy 9.2 and South Wilkinson Valley Action Plan Policy 9.1(a) and conforms to the regulations of the RS-10 Zone with respect to minimum lot sizes. Proposed lot sizes and lot configurations are compatible with the pattern of residential development in the surrounding neighbourhood.

While the vast majority of future growth will be focused on “Centres” and “Villages”, the Official Community Plan also contemplates limited infill within existing neighbourhoods throughout Saanich.

If Council supports the subject 10% frontage waiver application, the following items would be referred to the Approving Officer for consideration in the subdivision review process:

- Tree risk assessment and pruning to address any tree defects identified.
- Preservation techniques for Douglas-fir #2120.

RECOMMENDATION

1. That the application to rezone from A-1 (Rural) Zone to RS-10 (Single Family Dwelling) Zone be approved;
2. That proposed Lot 2 be exempted from the statutory requirement to provide a minimum 10% perimeter road frontage under Section 944(2) of the *Local Government Act*.
3. That Final Reading of the Zoning Amendment Bylaw be withheld pending registration of a covenant requiring that:
 - Any new dwelling on proposed Lot 2 conforms to a minimum BUILT GREEN® Gold or equivalent energy efficient building design and construction standard.

Report prepared by:



Chuck Bell, Local Area Planner

Report reviewed by:



Sharon Hvozdzanski, Director of Planning

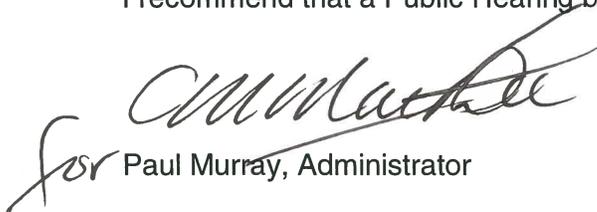
CWB/gv

H:\Tempest\Prospero\Attachments\Sub\Sub00724\Cwb_Rpt_3865 Wilkinson Road_9 June 2014.Doc

cc: P. Murray, Administrator
G. Barbour, Manager Inspection Services

ADMINISTRATOR'S COMMENTS:

I recommend that a Public Hearing be called.



for Paul Murray, Administrator



ENGINEERING
Development

Memo

To: Subdivision Office
From: Jagtar Bains – Development Coordinator
Date: April 1, 2014
Subject: Servicing Requirements for Development

PROJECT: TO REZONE FROM A-1 TO RS-10 TO CREATE ONE NEW PANHANDLE LOT FOR SFD. EXISTING RESIDENCE TO BE RETAINED.

SITE ADDRESS: 3865 WILKINSON RD

PID: 005-210-151

LEGAL: LOT 5 BLOCK A SECTION 16 VICTORIA LAND DISTRICT PLAN 851

DEV. SERVICING FILE: SVS01882

PROJECT NO: PRJ2014-00047

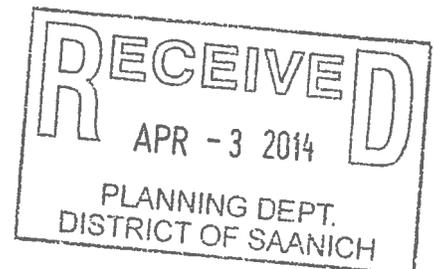
The intent of this application is to subdivide the above referenced parcel to create one additional lot for single family use. Some of the more apparent Development Servicing requirements are as listed on the following page(s).

A handwritten signature in black ink, appearing to read "Jagtar Bains", is written over a horizontal line.

Jagtar Bains
DEVELOPMENT COORDINATOR

cc: Von Bishop, MANAGER OF DEVELOPMENT

ENTERED
IN CASE



Development Servicing Requirements

Development File: SVS01882
Civic Address: 3865 WILKINSON RD
Page: 1

Date: Apr 1, 2014

Drain

1. ENSURE THAT THE EXISTING HOUSE IS CONNECTED TO THE STORM DRAIN.
2. NO STORM WATER MANAGEMENT IS REQUIRED ON THESE LOTS AS THERE IS AN EXISTING STORM WATER MANAGEMENT FACILITY IN PEERS PARK.

Peers Park Storm Water Management Facility

Gen

1. THIS PROPOSAL IS SUBJECT TO THE PREVAILING MUNICIPAL DEVELOPMENT COST CHARGES.

Hydro/tel

1. UNDERGROUND WIRING IS REQUIRED TO SERVE PROPOSED LOT 2.

Road

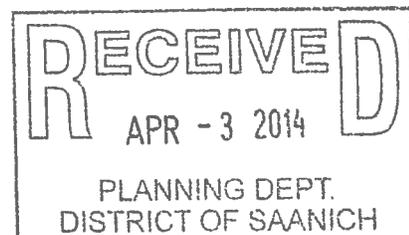
1. PROPERTY DEDICATION IS REQUIRED ALONG THE ENTIRE FRONTAGE OF THE SUBDIVISION ON WILKINSON ROAD TOWARDS 20.0 M WIDE ROAD ALLOWANCE.
2. WILKINSON ROAD, FRONTING THIS SUBDIVISION, MUST BE WIDENED TO 7.0 M MUNICIPAL COLLECTOR STANDARDS COMPLETE WITH CONCRETE CURB AND GUTTER. IT IS RECOMMENDED THAT THESE IMPROVEMENTS BE EXTENDED NORTHWARDS TO THE EXISTING CURB AND GUTTER ON WILKINSON ROAD FRONTING 1179 TULIP AVENUE AT DISTRICT'S EXPENSE.
3. DRIVEWAY FOR PROPOSED LOT B MUST BE ROUGHED-IN WITH GRAVEL INCLUDING RETAINING WALLS TO THE END OF PANHANDLE STRIP. THIS DRIVEWAY GRADE MUST CONFORM WITH SAANICH STANDARD DRAWING NO. C7SS.
4. A STREET LIGHT IS REQUIRED ON THE EXISTING POLE LOCATED NEAR THE SOUTHERN CORNER OF THIS PROPERTY ON WILKINSON ROAD.

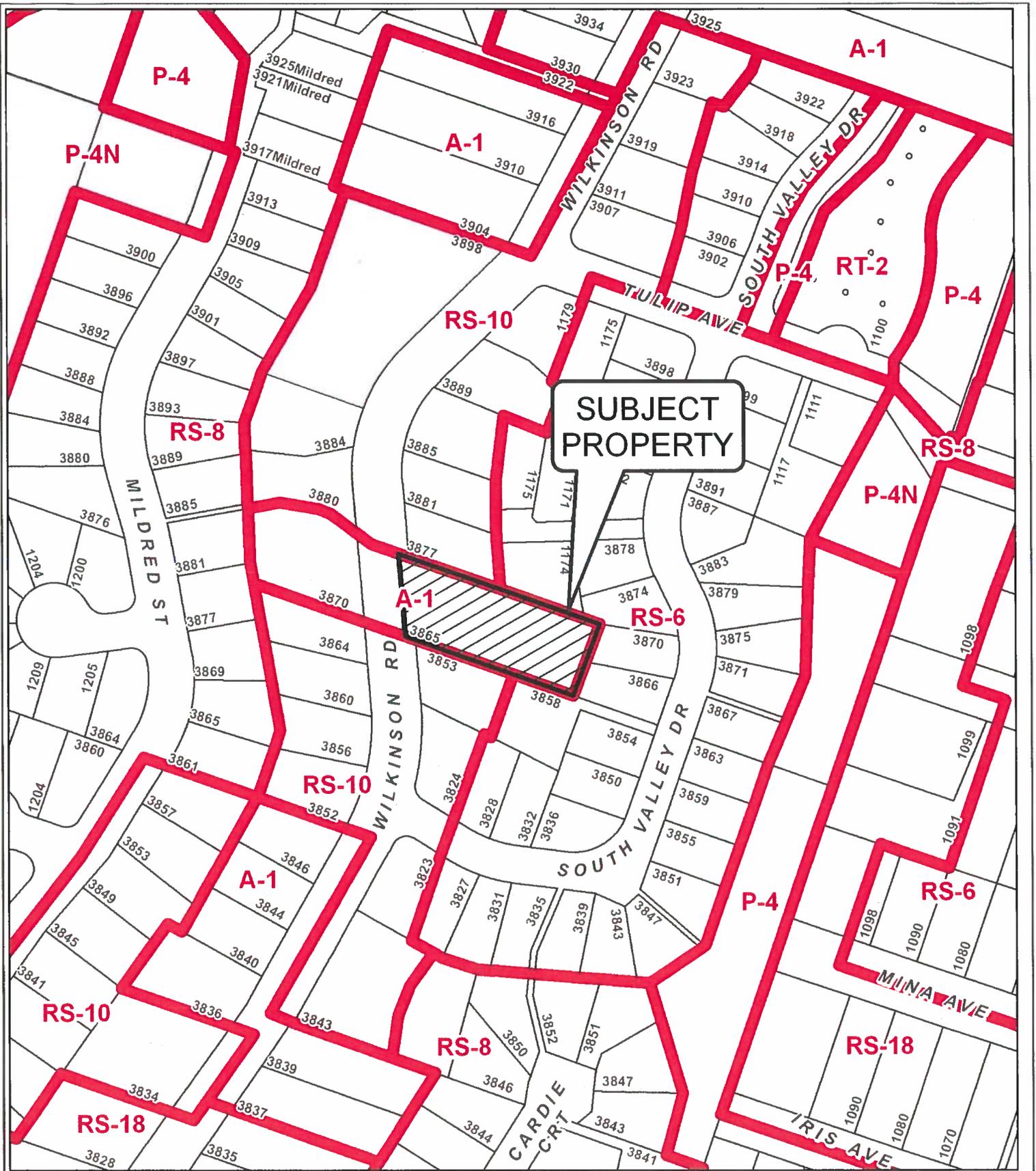
Sewer

1. THE EXISTING SEWER CONNECTIONS ARE TO BE USED.

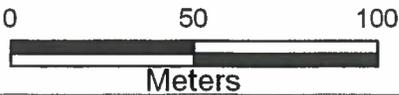
Water

1. PROVISIONAL WATER CONNECTION WILL BE REQUIRED FOR PROPOSED LOT B FROM THE EXISTING MAIN ON WILKINSON ROAD. THIS CONNECTION IS TO BE EXTENDED TO THE BUILDING ENVELOPE.
2. THE EXISTING 19 MM WATER SERVICE FOR PROPOSED LOT 1 IS TO BE RELOCATED TO THE NEW PROPERTY LINE ON WILKINSON ROAD.





**SUBJECT
PROPERTY**



District of Saanich
Planning Dept.
 Date: Feb 5, 2014