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Cordova Bay

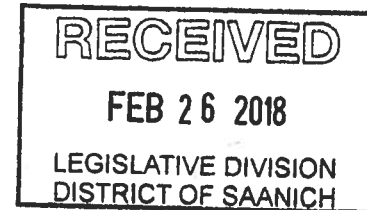
CW March 12, 2018



The Corporation of the District of Saanich

Report

To: Mayor and Council
From: Sharon Hvozdanski, Director of Planning
Date: February 23, 2018
Subject: Subdivision, Rezoning and Development Variance Permit Application
File: SUB00778; REZ00585; DVP00383 • 4595 Cordova Bay Road



RECOMMENDATION

1. That the application to rezone from the RS-18 (Single Family Dwelling) Zone to the RS-12 (Single Family Dwelling) Zone be approved.
2. That Development Variance Permit DVP00383 be approved.
3. That prior to Final Reading of the Zoning Amendment Bylaw and ratification of the Development Variance Permit, the applicant register a restrictive covenant for the following:
 - To require that any new dwellings on the proposed lots would be constructed to a minimum EnerGuide 82 or equivalent energy efficient standard;
 - To require that any new dwellings on the proposed lots would be constructed with the necessary conduit and piping to be considered solar ready for the future installation of solar photovoltaic or hot water heating systems;
 - To require that development of the property be generally in accordance with the conceptual house plans provided by the applicant; and
 - To require that the development must comply with the recommendations contained in the Ryzuk Geotechnical report and save the District harmless in the case of landslide.

PURPOSE

The purpose of this report is to seek direction from Council on the subject application. The subject application is for rezoning to accommodate a subdivision at 4595 Cordova Bay Road resulting in one new lot (two lots total) for single family dwelling use. Variances are requested for lot width. The applicant is Amity Construction Inc.

DISCUSSION

Neighbourhood Context

The 2869.28 m², RS-18 (Single Family Dwelling) zoned waterfront parcel is located in the Cordova Bay neighbourhood, within the Urban Containment Boundary, on the north side of Cordova Bay Road west of Ocean Park Lane. The site contains a 1960s style single family

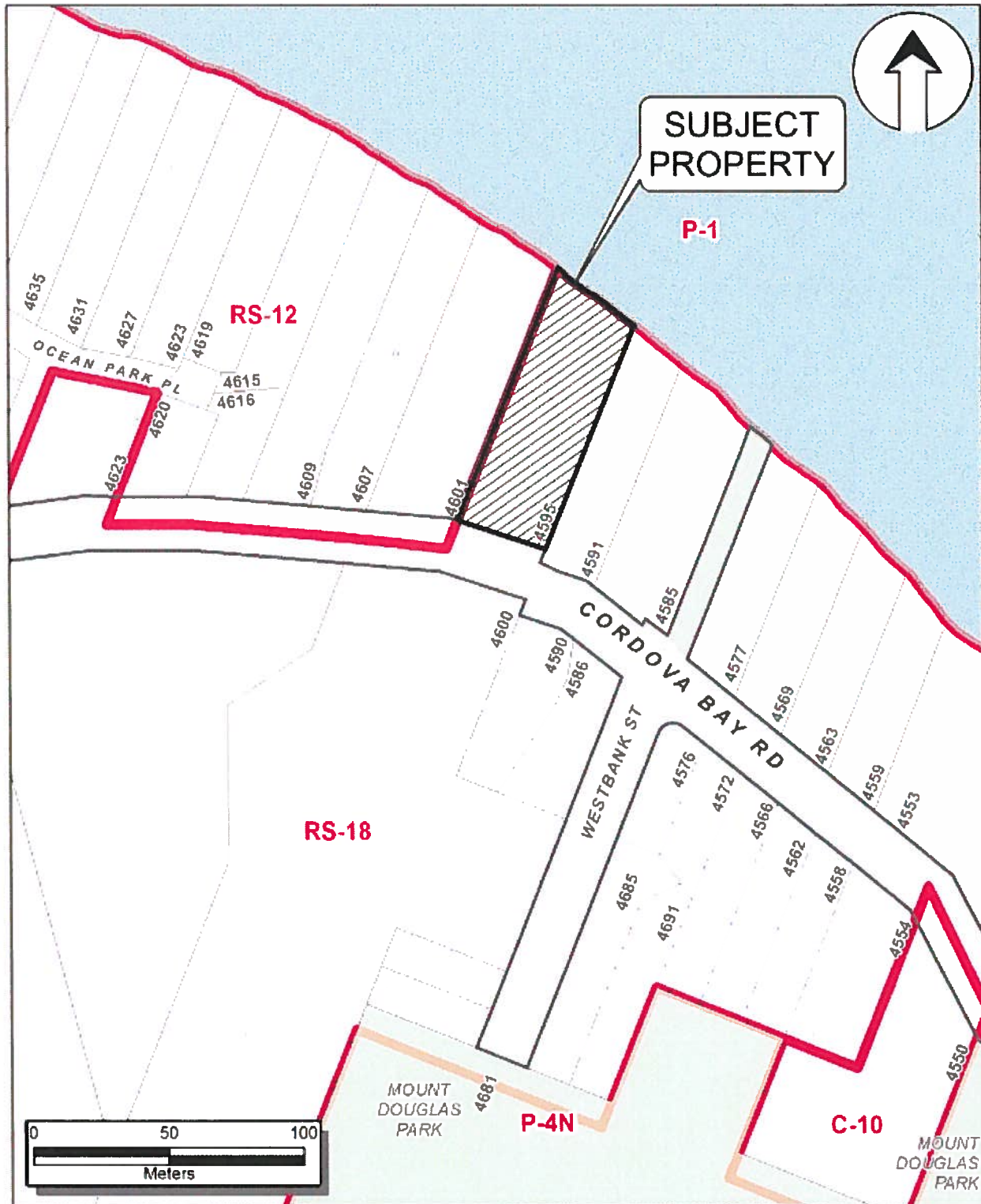


Figure 1: Neighbourhood Context

dwelling. Surrounding land use is RS-12 zoned single family dwellings on two sides and RS-18 zoned single family dwellings to the south across Cordova Bay Road (see Figure 1).

In January, 2016, the adjacent parcel at 4601 Cordova Bay Road was rezoned to RS-12 and lot width variances were approved to accommodate a subdivision of similar design to the current proposal. That subdivision has not yet been completed and the proposed houses have not yet been constructed.

Proposed Land Use

The proposed rezoning would accommodate a subdivision to create one additional lot for a total of two lots for single family dwelling use. The proposed lots would have areas of 1481.84 m² (Lot A) and 1387.44 m² (Lot B). The existing house on the property would be deconstructed which means that building materials would be diverted from the landfill by salvaging, selling or donating them for reuse.

Site and Building Design

The site drops in elevation about 45 m from south to north. The southerly half of the site is gently sloping while the north half drops sharply to the ocean. In order to limit the number of new driveways along Cordova Bay Road, both proposed lots would be accessed using the existing driveway.

The applicant has provided conceptual plans for single family dwellings to be constructed on the proposed lots. The dwellings would have gross floor areas of 573.38 m² (proposed Lot A) and 409.87 m² (proposed Lot B). Based on the proposed lot area, using the Floor Space Ratio regulation, the RS-12 Zone would permit a house with a maximum 667 m² gross floor area (500.25 m² non-basement gross floor area). The houses would be two-storeys in front with the main floor elevation 2-3 m below the elevation of Cordova Bay Road which would help to reduce the visual impact. Each of the homes would be permitted to have a secondary suite.

The applicant is prepared to commit to sustainable building practices, construction to a minimum EnerGuide 82 or equivalent energy efficient standard, and new dwellings to be solar ready for the future installation of solar photovoltaic or hot water heating systems. This commitment would be secured by covenant.

Consultation

The applicant has stated that information about the proposed development was delivered to neighbours nearest to the proposal. In addition, a presentation was made by the applicant to the Cordova Bay Association for Community Affairs (CBACA).

A subdivision referral requesting comment about the proposal was sent by the Planning Department to the CBACA and a response was received indicating no support due to access, on-street parking, and geotechnical concerns. The above noted issues have been addressed by the applicant and are detailed further on in this report.

Planning has received letters from several nearby residents opposed to the proposed subdivision. Concerns include dwelling size and character, slope stability and loss of views. The immediate neighbour to the west noted concern that the dwelling on proposed Lot A would result in a 26 m long building face adjacent to his property. To address this concern, the applicant has amended his plans by flipping the floor plan in order to reduce the wall-like effect on the established neighbour.

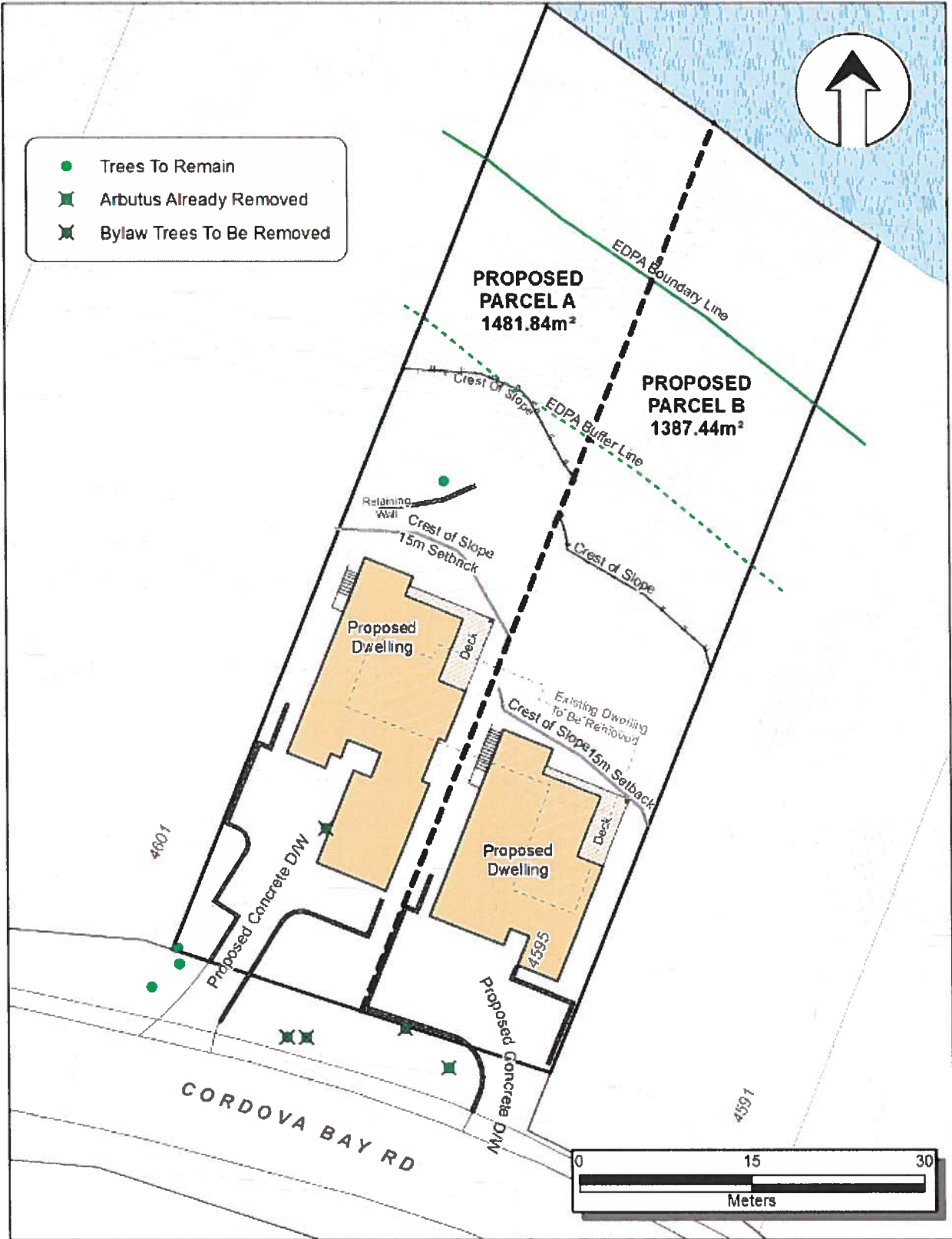
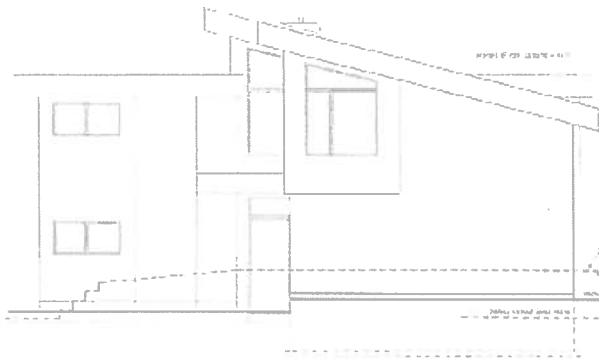
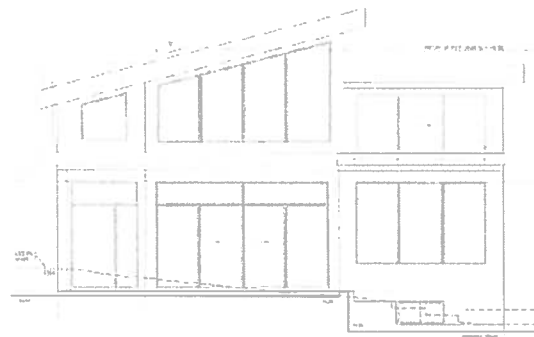


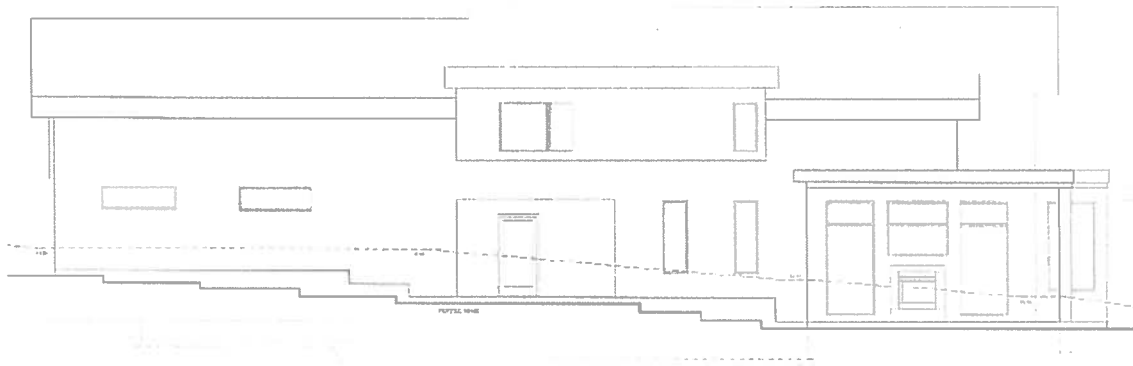
Figure 2: Proposed Subdivision



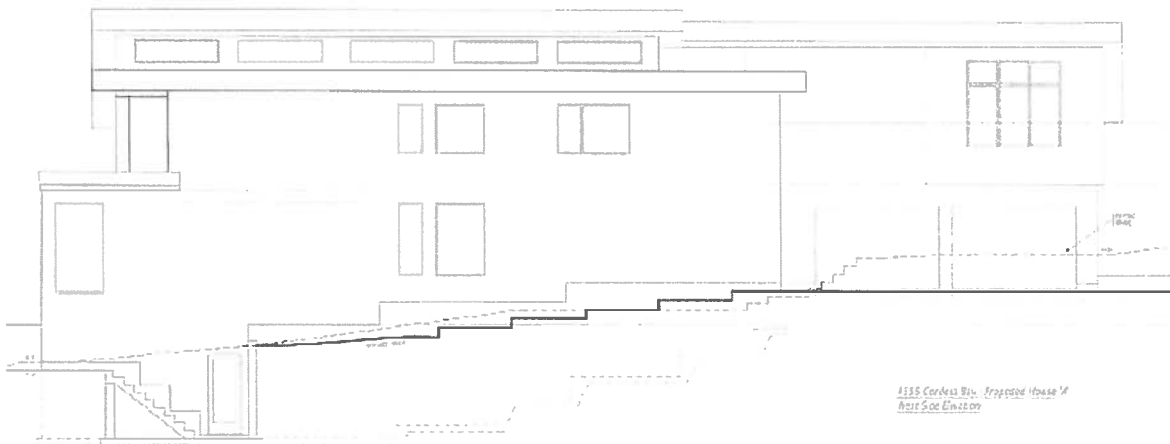
South (Front) Elevation



North Elevation

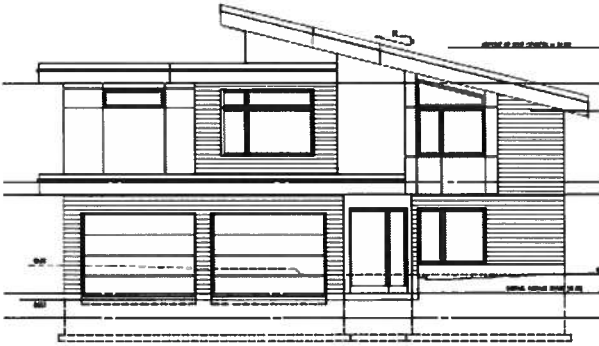


East Elevation

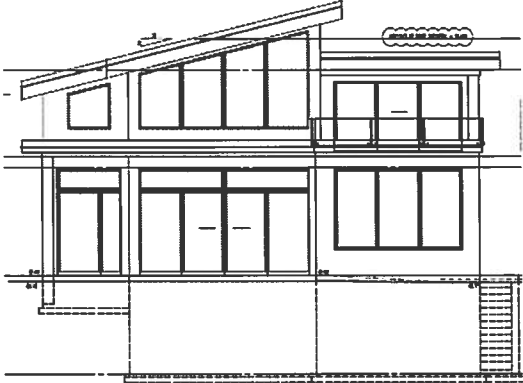


West Elevation

Figure 3: Lot A – Proposed House Elevations



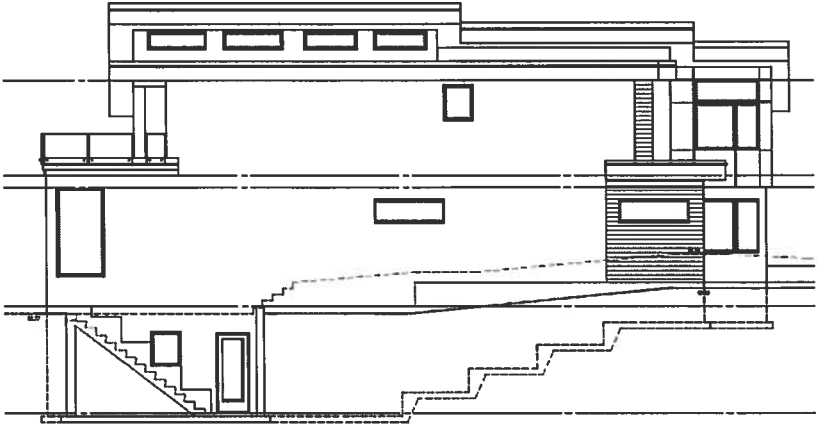
South (Front) Elevation



North Elevation



East Elevation



West Elevation

Figure 4: Lot B – Proposed House Elevations

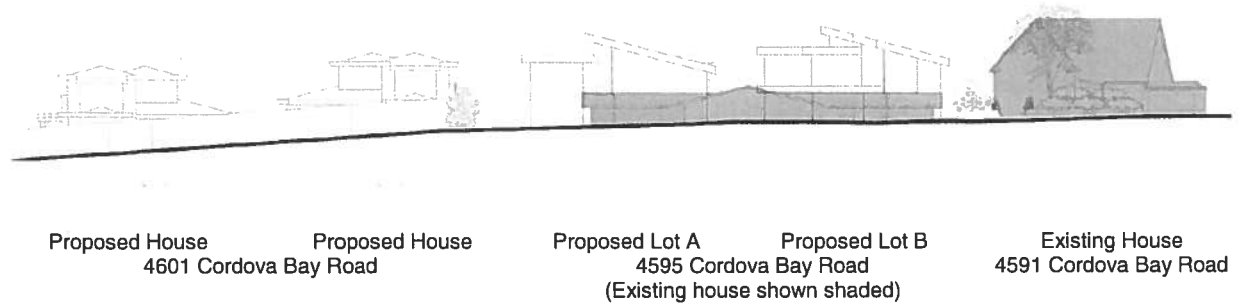


Figure 5: Proposed Streetscape

ALTERNATIVES

1. That Council approve the recommendation 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 contained in this report, the implications are that the proposed rezoning and subdivision would not proceed. The subject property would retain its current RS-18 zoning and the one existing single family dwelling would remain on the lot.

3. That Council provide alternate direction to Staff.

Should Council provide alternate direction to staff, such as redesign of the subdivision layout for example, the implications are that staff would work with the applicant to address comments from Council. The applicant would have his consultants undertake any necessary revisions to the plans, and would resubmit the proposal, for review by staff and ultimately by Council. This alternative would result in a delay in Council’s decision regarding the rezoning 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.”

4.2.4.3 “Support the following building types and land uses in Neighbourhoods:

- Single family dwellings;
- Duplexes, tri-plexes, and four-plexes;
- Townhouses;
- Low-rise residential (up to four storeys); and
- Mixed-use (commercial/residential) (up to four storeys).”

4.2.1.14 “Encourage the use of ‘green technologies’ in the design of all new buildings.”

Cordova Bay Local Area Plan (1998)

The property is designated “Residential I” on Map 7.1 of the Cordova Bay Local Area Plan. The Local Area Plan policies applicable to this proposal are as follows:

5.1 “Encourage protection of indigenous vegetation, wildlife habitats, urban forest landscapes and sensitive marine environments within Cordova Bay when considering applications for change in land use”;

7.2 “Require a minimum lot area of 930 m² * within the area designated Residential I on Map 7.1, except:

- (b) On lots shown on Map 7.1 to be serviced by the proposed Cordova Bay Road sewer lift station, an average lot area of 930 m² may be considered only if significant portions of the site are set aside for park and/or environmental protection.”

* excludes the area of the access strip for panhandle lots.

7.7 “Consider the impact of new development on established views through the rezoning, development permit and subdivision process.”

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 with areas of 1481.84 m² (Lot A) and 1387.44 m² (Lot B) would comply with Cordova Bay Local Area Plan, policy 7.1, which requires a minimum lot area of 930 m².

The Official Community Plan also notes the importance of neighbourhood character and the role of building style, exterior finish, massing, and height have on the effective integration of new housing stock. The applicant has submitted conceptual building plans for the proposed dwellings to be constructed on the lots that would be secured by covenant. He is prepared to commit to sustainable building practices, construction to a minimum EnerGuide 82 or equivalent energy efficient standard, and new dwellings to be solar ready for the future installation of solar photovoltaic or hot water heating systems.

Servicing

Storm drain connections would be required for the proposed lots from the existing main on Cordova Bay Road. The existing sewer connection would be used for proposed Lot A. A subsequent sewer connection would be required for proposed Lot B from the existing main on Cordova Bay Road. A provisional water connection would be required for proposed Lot B. The existing water service would be used for proposed Lot A.

On-site stormwater management was not required for recent subdivisions in this area due to the coastal location. The coastal bluffs in this area are unstable and excessive groundwater could contribute to coastal erosion.

There are no road frontage requirements for this application. Cordova Bay Road between Blenkinsop Road and Mount Douglas Park has bike lanes and a concrete sidewalk along the north side.

The existing driveway drops on Cordova Bay Road would be used for both proposed lots. Onsite parking requirements have been met. The traffic generated by one additional lot would be minimal.

Environment

Tree resources on the property and municipal frontage consist of two bylaw protected Douglas-fir trees located within the boundaries of the site and one arbutus, three Douglas-fir and one Big Leaf maple growing on municipal property directly fronting the site. A tree impact and retention report was prepared for the site by Talbot Mackenzie & Associates Consulting Arborists. It notes that a Douglas-fir tree located within the footprint of the proposed garage/driveway would require removal. A Big Leaf maple and a Douglas-fir on the boulevard would also be removed.

Saanich Parks has reviewed the tree report and notes that one Schedule I replacement tree would be required.

The north half of the site slopes steeply down to the ocean. The slope is ± 40 m high and inclined generally at 50-70 degrees. A geotechnical report for the site was completed by Ryzuk Geotechnical. The report noted that the site has been subject to recent instability. To minimize potential hazard from landslip, shallow building foundations should be located at least 15 m back from the crest of the slope.

The slope adjacent to the shoreline along this area is subject to moderate to strong wave action during high tide and storm events and periodic erosion of the slope toe can be expected in the long term. While the report recommends that construction of a seawall revetment would be beneficial to mitigate long term erosion, no shoreline works are proposed at this time. Periodic slope failures caused by erosion or ground motion due to seismic events are not expected to adversely affect the area beyond the 15 m setback from the slope crest and conventional single family residential construction can safely be located up to the 15 setback. Collected storm water should be directed to the municipal system and no concentrated surface water flows should be directed to the slope area.

Saanich Engineering has reviewed the Ryzuk Geotechnical report. A covenant must be registered prior to Final Reading of the Zoning Amendment Bylaw and ratification of the Development Variance Permit to require compliance with the report recommendations, and to save the District harmless in case of landslide.

Requested Variances

Variances are requested to reduce the lot width from 22.0 m to 17.23 m for both proposed lots. Existing lots in the immediate area range in width from ± 17.0 m on the south side of Cordova Bay Road, east of the site, to ± 22.0 m along the waterfront. In 2016, variances were approved to reduce the required lot width from 22.0 m to 16.58 m for a proposed subdivision at 4601 Cordova Bay Road, immediately west of the subject property. Based on the mixture of lot widths in the immediate area, the variance can be supported.

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;
- A sidewalk and cycling lanes are available along Cordova Bay Road fronting this development. These facilities support and encourage walking and cycling locally and in the Region;
- Public transit is available along Cordova Bay Road, Monday to Saturday, at 30 to 40 minute intervals week days and less frequently on Saturdays - a transit stop for Bus #39 is approximately 225 m to the east of the site;
- The applicant has committed to sustainable building practices and the development would be constructed to a minimum EnerGuide 82, or equivalent energy efficient standard, which would be secured by covenant; and
- The applicant has indicated that new dwellings to be constructed on the proposed lots would include the necessary conduit and piping to be considered solar ready for the future

installation of solar photovoltaic or hot water heating systems. This commitment would be secured by covenant;

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; and
- A total of seven bylaw-protected trees were identified on the site and adjacent boulevard. A Big Leaf maple tree on the boulevard and a Douglas-fir on proposed Lot A would need to be removed. One Schedule I replacement tree would be required.

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:

- 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; and
- A range of outdoor, community, and recreation opportunities are available to serve the neighbourhood. Mount Douglas Park is 240 m to the east along Cordova Bay Road.

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 Broadmead Village Shopping Centre.

CONCLUSION

The proposed subdivision at 4595 Cordova Bay Road complies with the Official Community Plan which contemplates limited infill in neighbourhoods inside the Urban Containment Boundary. The proposed lots with areas of 1481.84 m² (Lot A) and 1387.44 m² (Lot B) would comply with Cordova Bay Local Area Plan, policy 7.1, which requires a minimum lot area of

930 m², and are generally consistent with other RS-12 zoned lots to the west along Cordova bay Road.


Based on the proposed lot area, the RS-12 Zone would permit a house with a maximum 667 m² gross floor area (500.25 m² non-basement gross floor area). The dwellings would have gross floor areas of 573.38 m² (proposed Lot A) and 409.87 m² (proposed Lot B). The houses as proposed would not be out of character with other new houses in the neighbourhood.


Two bylaw protected trees would be removed to accommodate the development. One Schedule I replacement tree would be required. Access would be provided from existing driveway curb cuts. On-site parking requirements have been met. Geotechnical issues have been addressed by a Geotechnical Engineer, and a covenant would be registered prior to Final Reading of the Zoning Amendment Bylaw and ratification of the Development Variance Permit to require compliance with the report recommendations.

The applicant is prepared to commit to sustainable building practices, construction to a minimum EnerGuide 82, or equivalent energy efficient standard, and new dwellings to be solar ready for the future installation of solar photovoltaic or hot water heating systems. This commitment would be secured by covenant.

For the above-noted reasons, the subject application can be supported.

Prepared by: 
Neil Findlow
Senior Planner

Reviewed by: 
Shari Holmes-Saltzman
Manager of Current Planning

Approved by: 
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