



The Corporation of the District of Saanich

# Report

**To:** Mayor and Council  
**From:** Sharon Hvozanski, Director of Planning  
**Date:** May 31, 2017  
**Subject:** Subdivision and Rezoning Application  
**File:** SUB00758; REZ00574 • 4623 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 prior to Final Reading of the Zoning Amendment Bylaw, the applicant register a restrictive covenant for the following:
  - To protect the trees and other native vegetation along the Cordova Bay Road frontage in order to maintain the "green" approach to Mount Douglas Park;
  - To require that any new dwellings on the proposed lots would be constructed to a minimum BUILT GREEN® Gold, 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; and
  - To require that development of the property be generally in accordance with the form and character statement (building scheme) provided by the applicant.

## PURPOSE

The purpose of this report is to seek direction from Council on the subject application. The subject application is for a rezoning to accommodate a subdivision at 4623 Cordova Bay Road resulting in one new lot (two lots total) for single family dwelling use. The applicant is Charles Shorthill.

## DISCUSSION

### Neighbourhood Context

The 1864 m<sup>2</sup>, RS-18 (Single Family Dwelling) zoned parcel is located in the Cordova Bay neighbourhood, within the Urban Containment Boundary, at the northeast corner of the intersection of Cordova Bay Road and Ocean Park Lane. The site contains a 1970s brick dwelling. Surrounding land use is RS-12 zoned single family dwellings on three sides and RS-18 zoned single family dwellings to the south across Cordova Bay Road (see Figure 1).

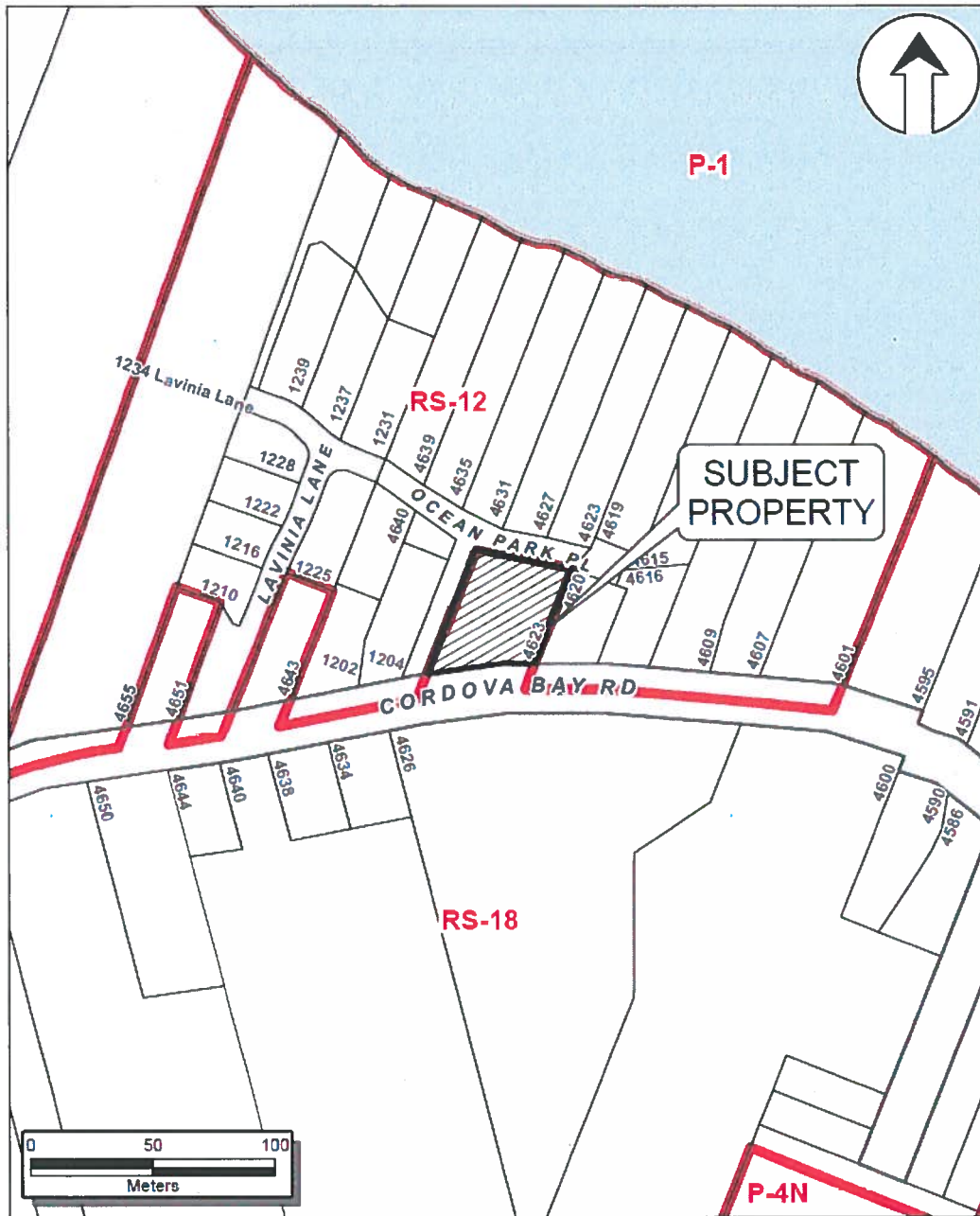


Figure 1: Neighbourhood Context

**Proposed Land Use**

The proposed rezoning would accommodate a subdivision to create one additional lot for a total of two lots. The proposed lots would have areas of 930 m<sup>2</sup> (Lot A) and 934 m<sup>2</sup> (Lot B). The applicant has stated that likely, he will sell the lots to a developer who would remove the existing house and construct two new houses. In the event that a buyer wishes to retain the existing house on proposed Lot B and develop the other lot, the existing house would need to be relocated as it now straddles the proposed lot line.

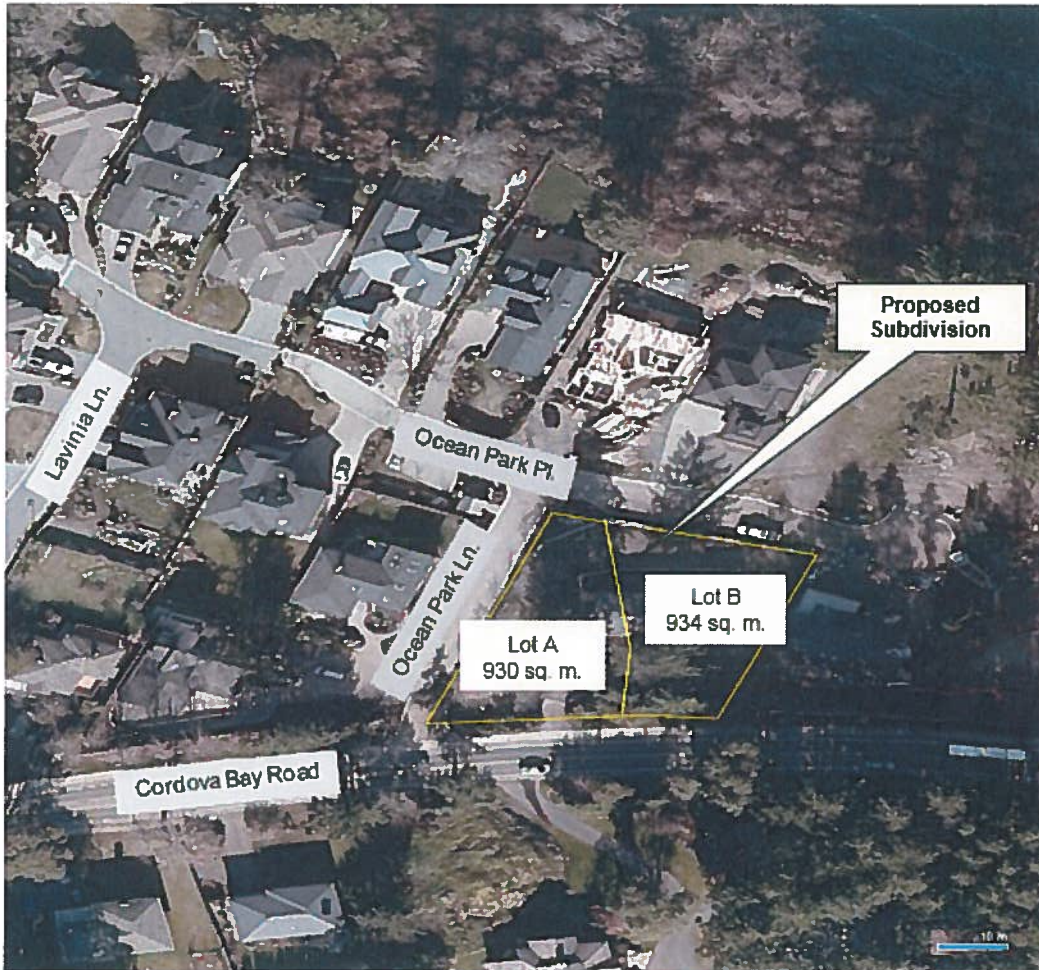


Figure 2: Bird's Eye View (Bing Maps)

### Site and Building Design

The site drops in elevation about 3.6 m from southeast to northwest. In order to limit the number of new driveways along Cordova Bay Road, both proposed lots would be accessed using the existing driveway. An access easement would be required over proposed Lot A in favour of proposed Lot B. Access to the lots from Ocean Park Place would not be possible because it is a private strata road.

The applicant does not wish to provide house plans for the proposed lots. Based on the proposed lot area, using the Floor Space Ratio regulation, the RS-12 Zone would permit a house with a maximum 465 m<sup>2</sup> gross floor area (348 m<sup>2</sup> non-basement gross floor area) on proposed Lot 1 and 467 m<sup>2</sup> gross floor area (350 m<sup>2</sup> non-basement gross floor area) on proposed Lot 2. Each of the homes would be permitted to have a secondary suite.

In the event that a future purchaser of one of the lots wishes to retain the existing house, it would need to be moved about 6.0 m east so that it fits within the lot lines and required setbacks for proposed Lot B. This could be done by removing the attached two-car garage. The footprint for the reduced house would be 136 m<sup>2</sup>, leaving enough room in the front yard to construct a replacement garage and turning area.

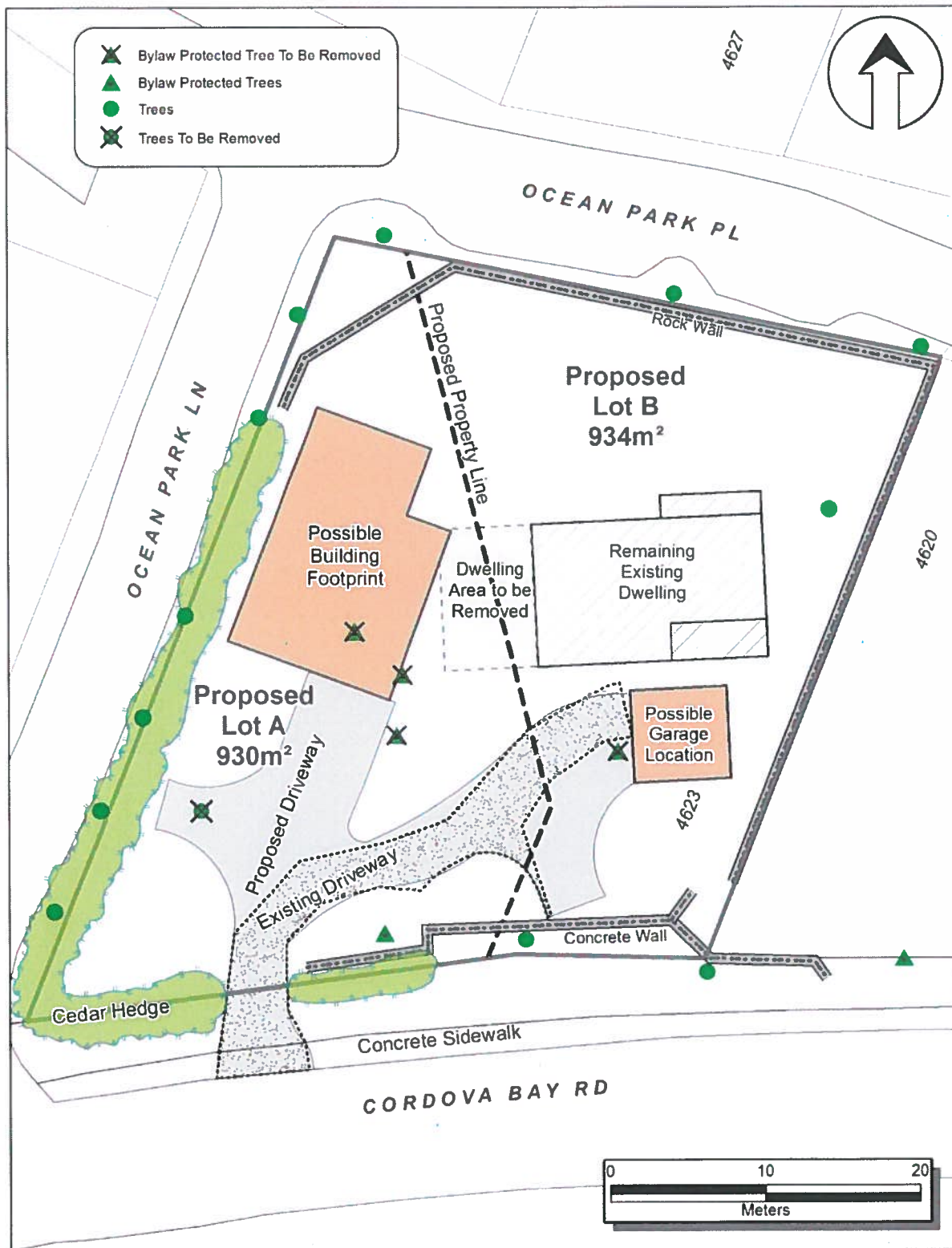


Figure 3: Proposed Subdivision

The applicant has provided a form and character statement (Building Scheme) which includes a commitment to sustainable building practices, construction to a minimum BUILT GREEN® Gold, 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 immediate neighbours and to the strata president of the adjacent Ocean Park development. No negative comments were received.

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 objections to the proposal.

### **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 m<sup>2</sup>\* 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 m<sup>2</sup> 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 930 m<sup>2</sup> (Lot A) and 934 m<sup>2</sup> (Lot B) would comply with Cordova Bay Local Area Plan, policy 7.1,

which requires a minimum lot area of 930 m<sup>2</sup> and are generally consistent with the RS-12 zoned lots in the adjacent Lavinia Lane and Ocean Park Place subdivision.

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 stated that any new homes on the lots would match the style of the homes in the adjacent Ocean Park development. Building height would be maximized in order to have the best ocean views. The applicant has submitted a form and character statement (Building Scheme) that would be secured by covenant. It includes a commitment to sustainable building practices, construction to a minimum BUILT GREEN® Gold, 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**

The existing storm drain and sewer connections on Ocean Park Place would be used to service both proposed lots. A private sewer and storm drain easement would be required across proposed Lot B in favour of proposed Lot A. A water connection would be required 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.

Both proposed lots would be accessed using the existing driveway from Cordova Bay Road. An access easement would be required over proposed Lot A in favour of proposed Lot B.

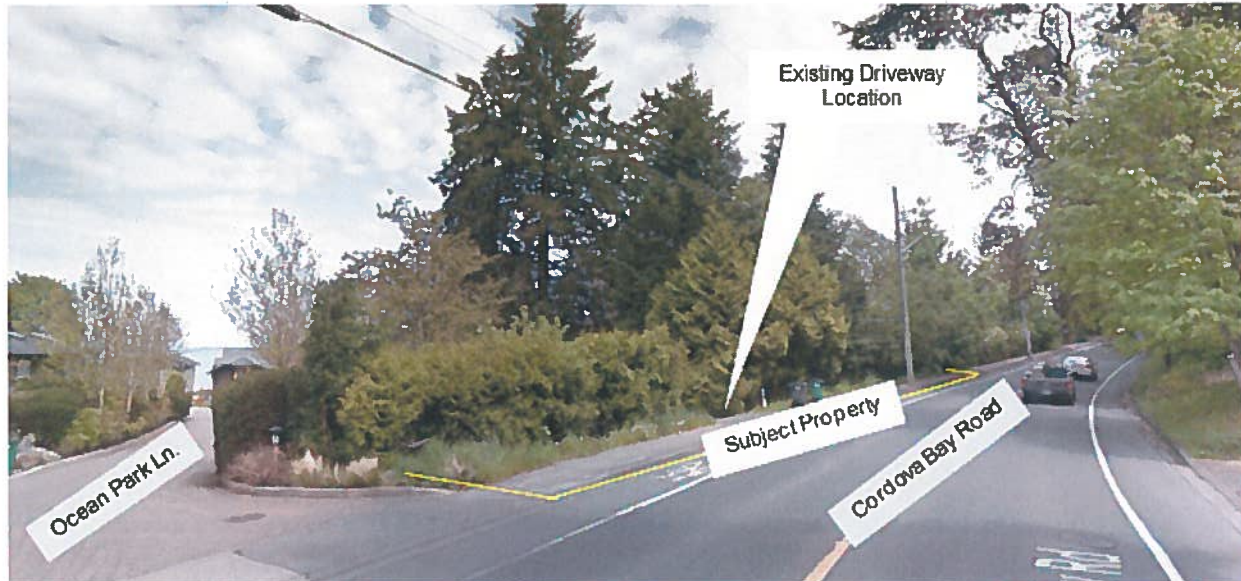
### **Environment**

Tree resources on the property and municipal frontage consist of a mixture of native and non-native species. A tree impact and retention report prepared by Talbot Mackenzie & Associates Consulting Arborists identified a total of 9 trees including 5 bylaw-protected trees (1 Pacific Yew and 4 Douglas-fir) within the property boundaries and 10 trees outside the site along the Cordova Bay Road, Ocean Park Lane and Ocean Park Place boulevards. The boulevard trees include a native willow along Cordova Bay Road and a row of young Red Maple and Honey Locust trees located on the Ocean Park Lane and Ocean Park Place common property strata road. A row of Western Red Cedar trees also grow as a hedge along the front (Cordova Bay Road) property line.

Four bylaw protected trees (a Pacific Yew and three Douglas-fir trees) and one non-protected tree are located where it is unlikely that they can be protected and retained. A total of 4 trees on the site, including a bylaw protected Douglas-fir tree and three non-protected trees, can be isolated from the construction impacts and retained (see Figure 2). The Tree Protection Bylaw requires one replacement tree for each tree removed. One boulevard tree would also be required.

When the adjacent Ocean Park subdivision was approved, Council requested covenant protection for the trees and other native vegetation along the Cordova Bay Road frontage in order to maintain the "green" approach to Mount Douglas Park. The applicant has indicated that

he would not be opposed to a similar covenant. If a similar covenant is registered on the subject property, the planting of one boulevard tree would not be required.



**Figure 4: Cordova Bay Road Streetscape Looking East**

## **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 100 m to the west at Lavinia Lane;
  - A total of nine trees were identified on the site. Five of the trees are bylaw-protected. Four of the bylaw-protected trees would likely need to be removed. One for one replacement would be required. Four trees on the site, including a bylaw protected Douglas-fir tree would be retained;
  - Covenant protection would be provided for the trees and other native vegetation along the Cordova Bay Road frontage in order to maintain the “green” approach to Mount Douglas Park. An existing retaining wall along the frontage would also be retained to provide sound attenuation for the proposed new dwellings;
  - The applicant has committed to sustainable building practices and the development would be constructed to a minimum BUILT GREEN® Gold, EnerGuide 82, or equivalent energy efficient standard, which would be secured by covenant;
  - The applicant has indicated that any 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; and
  - The proposed development includes sufficient area for backyard gardening, although the tree cover may shade portions of these areas. Long-term plans call for a community garden in each Local Planning Area. An Agriculture and Food Security Task Force will be considering ways to improve food security in the community.

## 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 Pacific Yew and three Douglas-fir trees are located where it is unlikely that they can be protected and retained. One replacement tree would be provided for each tree removed.

### *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:

- An existing retaining wall along the front property boundary would be retained to provide sound attenuation for the proposed new dwellings;
- 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 500 m to the east along Cordova Bay Road. Other nearby community facilities include McMinn Park (1.5 km), and Saanich Commonwealth Place Community Recreation Centre (3.2 km).

### *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.

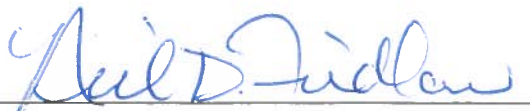
## **CONCLUSION**


The proposed subdivision at 4623 Cordova Bay Road would comply with the Official Community Plan which contemplates limited infill in neighbourhoods inside the Urban Containment Boundary. The proposed lots with areas of 930 m<sup>2</sup> (Lot A) and 934 m<sup>2</sup> (Lot B) would comply with Cordova Bay Local Area Plan, policy 7.1, which requires a minimum lot area of 930 m<sup>2</sup> and are generally consistent with the RS-12 zoned lots in the adjacent Lavinia Lane and Ocean Park Place subdivision.

Based on the proposed lot area, the RS-12 Zone would permit a house with a maximum 465 m<sup>2</sup> gross floor area (348 m<sup>2</sup> non-basement gross floor area) on proposed Lot 1 and 467 m<sup>2</sup> gross floor area (350 m<sup>2</sup> non-basement gross floor area) on proposed Lot 2. Homes of this size would be equivalent to the maximum permitted 348 m<sup>2</sup> non-basement gross floor area for the RS-10 Zone and would be in keeping with other new homes in the neighbourhood. The architectural style of any new homes on the lots would match homes in the adjacent Ocean Park development.

The applicant has provided a form and character statement (Building Scheme) which includes a commitment to sustainable building practices, construction to a minimum BUILT GREEN® Gold, 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.

Four bylaw-protected trees (a Pacific Yew and three Douglas-fir trees) and one non-protected tree are located where it is unlikely that they can be protected and retained. The tree bylaw requires one replacement tree for each tree removed. The applicant has indicated that he would not be opposed to a covenant to protect trees and other native vegetation along the Cordova Bay Road frontage in order to maintain the “green” approach to Mount Douglas Park.

Prepared by   
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Senior Planner

Reviewed by   
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Approved by   
Sharon Hvozdzanski  
Director of Planning

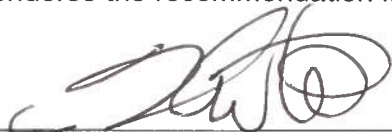
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Attachments

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