



The Corporation of the District of Central Saanich

REGULAR COUNCIL REPORT

For the Regular Council meeting on Monday, October 21, 2024

Re: 1934 Hovey Road – Revised Proposal for OCP/Zoning Amendment and DP

RECOMMENDATION(S):

1. *That OCP Amendment Bylaw No. 2205, 2024 (1934 Hovey Road) be given First and Second Reading and referred to a public hearing.*
2. *That Zoning Amendment Bylaw No. 2206, 2024 (1934 Hovey Road) be given First and Second Reading and referred to a public hearing.*
3. *That with regard to Development Permit Application 3060-20-10/23 (1934 Hovey Road), staff schedule an Opportunity to be Heard on the following variances:*
 1. *Increase the maximum permitted height for the market rental building from 15.0 metres to 17.5 metres;*
 2. *Increase the maximum permitted height for the seniors building from 15.0 metres to 18.8 metres;*
 3. *Decrease the minimum required rear yard setback for the seniors building from 10.0 metres to 5.0 metres;*
 4. *Decrease the minimum required side yard setback for the seniors building from 6.0 metres to 3.0 metres for the west side yard setback;*
 5. *To permit up to 14 residential parking spaces to be provided on an adjacent lot;*
 6. *To reduce the overall parking requirement for both lots from 345 spaces to 204 spaces;*
 7. *To increase the maximum permitted percentage of small car parking to be provided from 30% to 31% for the market rental building;*
 8. *To reduce the required long term bike parking stalls for the seniors building from 93 to 48 long term stalls and 12 mobility scooter spaces;*

Following public hearing and the Opportunity to be Heard the following recommendations should be considered:

1. *That OCP Amendment Bylaw No. 2205, 2024 (1934 Hovey Road) be given Third Reading.*
2. *That Zoning Amendment Bylaw No. 2206, 2024 (1934 Hovey Road) be given Third Reading.*
3. *That Housing Agreement Bylaw No. 2207, 2024 (1934 Hovey Road) for the seniors building be introduced and given First and Second Reading.*
4. *That Housing Agreement Bylaw No. 2207, 2024 (1934 Hovey Road) be given Third Reading.*
5. *That prior to consideration of adoption a covenant be registered to secure:*

- a. *That in collaboration with the Saanich Peninsula Hospital and Healthcare Foundation, the market rental units would be offered to hospital staff before being offered to the wider public.*
- b. *That 10% of the units in the market rental building be provided as affordable housing units and that this be secured by way of a housing agreement to be registered prior to occupancy of the market rental building.*
- c. *That the property at 7601 East Saanich Road shall provide 14 parking spaces to be used solely by visitors of the two proposed buildings and that this be secured on title prior to occupancy of either building.*
- d. *That TDM measures, including off-site measures, as outlined in the Parking Variance Report by Bunt & Associates dated October 3, 2024, be provided, or alternatively, bonded for, prior to occupancy of any building.*
- e. *That the following contributions be provided prior to building permit issuance of any building:*
 - *\$50,000 for the Little League turf at Centennial Park*
 - *New sidewalks from Hovey Rd to Centennial Park (\$130,000 CAP)*
 - *\$50,000 contribution to the Tsawout Nation, including first right of refusal for affordable homes*
 - *First right of refusal to the Saanich Peninsula Hospital workforce for units in the west building*
 - *New senior fitness pad at Legion Manor (\$30,000)*
 - *\$250,000 contribution to the District Active Transportation Fund*

PURPOSE:

This report provides an overview of the changes that have been made to the proposal since introduction to Council as well as provides referral comments from the Advisory Planning Commission (APC) and the Saanich Peninsula Accessibility and Advisory Committee (SPAAC).

BACKGROUND:

This project was introduced to Council at their meeting on July 22, 2024. Council referred the proposal to the APC and SPAAC for their September meetings and passed the following motion:

That prior to the amendment bylaws being considered for First Reading, the developer be required to provide a traffic impact assessment (TIA) that considers pedestrian and traffic movement in the area. Due to the horizontal curve in East Saanich Road at the development, the assessment should include a review of traffic safety for vehicles exiting Hovey Road, including agricultural vehicles/equipment, with recommendations on improvements. In addition, the TIA should also consider pedestrian movement between the development and Centennial Park.

Prior to the APC and SPAAC reviewing the proposal, the applicant had made changes to address comments received from Council as well as the public and the comments outlined in this report are based on the proposal as revised.

DISCUSSION:

As mentioned, since the proposal was introduced to Council, the applicant has made changes in response to concerns from Council as well as the public. Overall, the proposal still involves two new buildings, one market rental and one for seniors, with a total of 197 units proposed on two new lots. Revised plans are attached to this report as Appendix A and landscaping plans are included as Appendix B.

Market Rental Building (West)

The west building, proposed for market rental units, has seen a reduction in height from six storeys to five storeys, as well as a revised roofline with stepping back of the fifth storey. This has resulted in the absolute building height being reduced from 17.6 metres to 17.5 metres. While a variance to increase the maximum permitted height from 15 metres to 17.5 metres is still required, the reduction of a full storey is an improvement and brings the building closer to compliance with OCP guidelines.

To compensate for the reduction in the number of storeys, the building footprint of the market rental building has been expanded to keep the same number of units (135). This has resulted in an increase in lot coverage from 39% to 41%, still well within the maximum allowable 45%. The proposed floor area ratio has increased slightly from 1.95 to 1.97, whereas 1.6 is permitted under the RM-5 zoning regulations. The setbacks for this building have all remained the same and no variances are required.

The make up of the market rental units with respect to the number of bedrooms has changed slightly, as seen in the table below. The proposed increase in 3-bedroom units is considered positive as this type of unit has been identified as a need within the District and is often the most challenging to secure. With the change, the proposed unit types per number of bedrooms is substantially in line with the Housing Needs Assessment (HNA). In addition, the percentage of 3-bedroom units would now exceed the target for this type of unit.

Unit Type	Studio	1-Bed	2-Bed (+ den)	3-Bed	Total
Market Rental Initial	31 (23%)	57 (42%)	27 (20%)	20 (15%)	135
Market Rental Proposed	34 (25%)	54 (40%)	24 (18%)	23 (17%)	135
Difference	+3 (+2%)	-3 (-2%)	-3 (-2%)	+3 (+2%)	n/a

The proponent has also indicated that 10% of the units would be provided as affordable housing units, resulting in 14 units being provided as affordable housing. This would be secured by a covenant on title prior to adoption and subsequently through a housing agreement bylaw prior to occupancy of the market rental building.

The access to the parkade underneath this building has been revised and this will be discussed further on in the report.

Legion Building (East)

The Legion building has seen a reduction in overall height, from 20.5 metres to 18.8 metres, a reduction of 1.7 metres. The building remains at 6 storeys and still requires a variance for height from 15 metres to 18.8 metres as per the proposed RM-5 zoning. The reduction in height was a result of revisions to the roofline of the building. Besides the reduced height, the building has also been stepped back at the top two levels, further reducing the overall visual impact of the building. The stepping back complies with OCP guidelines for multi-storey buildings.

The building has remained the same with respect to the number of units (62) and the floor area ratio has increased slightly from 1.65 to 1.7, where up to 1.6 is permitted. To compensate for the reduced height, the building footprint was increased, resulting in an increase in lot coverage from 31% to 35%, still well within the maximum allowable lot coverage of 45%. Whereas the initial proposal included a rear yard setback variance from 10.5 metres to 6.0 metres, the current proposal includes a variance to reduce the setback to 5.0 metres. In addition, a side yard setback variance is now required that would reduce the (west) side yard setback from 6.0 metres to 3.0 metres.

Access and Parking

In collaboration with the Legion site to the north, the access ramp to the parkade underneath the market rental building has now been moved so that it comes in from the north, directly off East Saanich Road. The existing access to the parking area on the current Legion site would be used. This change results in better sightlines for vehicles turning onto East Saanich Road from the market rental building and reduces traffic on Hovey Road.

Due to the new parkade access, a larger portion of the market rental site can be used for parking stalls resulting in an overall increase in the parking ratio. In addition, due to the increase in parking stalls and revised layout, the proposal now includes two less variances and a reduction in the overall parking variance requirement.

The revised proposal includes 147 parking spaces (underground) for the 135 market rental units, a ratio of 1.09 spaces per unit. This is similar to what other recent multi-family buildings have provided. The Legion building would have 43 (surface) parking spaces, of which 12 spaces would be shared visitor parking, for the 62 units for a ratio of 0.5 spaces per unit. In addition, the current Legion site to the north would provide an additional 14 (off-site) visitor parking spaces that would be used for both proposed lots. The visitor parking ratio would be 26 spaces for 197 units for a total of 0.13 spaces per unit. Staff note that a draft Zoning Bylaw amendment bylaw (1183 Verdier) to reduce the visitor parking requirement for multi-family units to 0.1 spaces per unit has been given third reading by Council.

A variance to provide residential parking, as opposed to commercial parking (included in the Zoning Bylaw), on an adjacent site is still required. In addition, access easements and a covenant to secure the parking would be required for the two proposed lots to use the parking spaces provided on the current Legion site.

Overall, 204 parking spaces would be provided whereas 345 spaces are required by bylaw, a difference of 141 spaces. This is a substantial improvement (55 spaces) over the previously requested variance of 196 spaces. The shortfall would consist of 118 residential parking spaces and 23 visitor spaces. Based on the parking ratio proposed for the market rental building being in line with previous multi-family rental developments, and the Legion building consisting of seniors' housing for which a lower parking ratio is commonly accepted, staff have no concerns with the requested parking variance.

Under the new proposal, the parking would meet the requirement for accessible parking standards and a variance for the number of accessible parking stalls is no longer required. The proposal includes 2 Type A and 11 Type B parking spaces for a total of 13 accessible parking spaces. The proposed parking layout would still include a variance to increase the percentage of small car parking spaces from 30% to 31%, as opposed to 34% previously.

Transportation Demand Management (TDM)

To support the proposed parking numbers, the applicant is proposing a range of TDM measures based on a parking study (Appendix B). The parking study describes factors that impact the parking demand for the site and these, along with the TDM measures, result in the expected parking demand being consistent with what is being proposed.

The following TDM measures are proposed as part of this proposal:

- Car-share memberships for all units;
- Bicycle rooms with enhanced access with at minimum 41-inch door widths to accommodate a cargo bike, electrified with 110 volt charging ability and have ground orientated spaces above

bylaw requirements, and larger-sized cargo bicycle spaces;

- A bike repair station and a bike wash station to be provided within the bike room;
- An e-bike rental program;
- Mobility assist device parking;
- Unbundled vehicle parking; and,
- Transportation Options Information Package.

In addition, off-site TDM measures would include:

- Improving site fronting sidewalks and boulevards to enhance the area's walkability.
- Adding a controlled pedestrian crossing along the north leg of the adjacent East Saanich Road & Hovey Road intersection.
- A Car-Share vehicle with an on-street, Hovey Road site frontage parking space.

The above measures would be secured by a covenant to be registered prior to adoption.

Bicycle Parking

The market rental building would include 209 long-term bicycle parking spaces, exceeding bylaw requirements by six spaces, including space for oversized cargo bicycles. The Legion building would provide 48 long term stalls, which is below the bylaw requirement, but include 12 mobility scooter spaces to meet the expected demand of the future residents. Short term bicycle spaces for the market rental building would meet bylaw requirements and exceed bylaw requirements by 8 stalls on the Legion site.

The variance for long term bicycle spaces on the Legion site would be to reduce the requirement from 93 long term stalls to 48 long term stalls and 12 mobility scooter spaces.

Amenity Contributions

As per Council's motion to waive amenity contributions for purpose-built rental applications for a period of two years, amenity contributions are not required for this project. However, the following amenity contributions are being proposed as part of this project:

- \$50,000 for the Little League turf at Centennial Park
- New sidewalks from Hovey Rd to Centennial Park (\$130,000 CAP)
- \$50,000 contribution to the Tsawout Nation, including first right of refusal for affordable homes
- First right of refusal to the Saanich Peninsula Hospital workforce for units in the west building
- New senior fitness pad at Legion Manor (\$30,000)
- \$250,000 contribution to the District Active Transportation Fund

The above contributions would be required prior to issuance of a building permit and secured through a covenant to be registered prior to bylaw adoption.

Traffic Impact Assessment (TIA)

The TIA report (Appendix C) concludes that: *"the study intersection is expected to operate well within acceptable operational thresholds after the introduction of the proposed development."* The report states that due to the traffic volumes on East Saanich Road not being impacted by the proposed development, there would be little to no change in delays for vehicles turning onto East Saanich Road from Hovey Road. Improvements would still be made to address the sightline issue raised previously and this would be required as part of the subdivision.

APC

At their meeting on September 18, 2024, the APC passed the following motions:

That the Advisory Planning Commission accepts the current proposed adaptive designs of the two buildings and considers it to be suitable, pending future changes to adaptive design and accessibility needs.

That the Advisory Planning Commission is in support of the seniors housing agreement with the Legion.

That the Advisory Planning Commission is supportive of the heights of buildings, as proposed in the amended plans, and supports the associated variances.

That the Advisory Planning Commission has some concerns regarding the amount of proposed parking as well as the fee for parking in rental market building.

That the Advisory Planning Commission generally accepts how the developer has addressed transportation demand management through vehicle access to the parkade, bike parking, and car share memberships, and thinks the proposal looks appropriate, besides the parking issues noted in the previous motion.

That in regards to growth targets in Central Saanich, the Advisory Planning Commission requests better education on what growth targets in Central Saanich are, and agrees that the proposed development meets the demands for senior and rental housing.

That the Advisory Planning Commission is supportive of the number of units as presented in this proposal.

That the Advisory Planning Commission is concerned about the significant departures this application has from the Official Community Plan.

SPAAC

The Committee met on September 26th and received the July 22, 2024 staff report to Council and the revised plans for information. The members discussed the need for more accessible units for workforce housing; the need for larger units (2+ bedrooms) to be accessible; that visitor parking needs to be accessible; that landscape design should incorporate accessibility with respect to outdoor gathering spaces, raised garden beds; that future residents should be screened to ensure only those in need should be assigned accessible units; that seniors need full swing of car doors to exit a vehicle and that small car spaces can be challenging in that regard; the need for accessible on-street parking spaces; if the buildings would include power operated doors, the need for short term accessible parking for pick up and drop off.

OPTIONS:**Option 1 (recommended):**

1. That OCP Amendment Bylaw No. 2205, 2024 (1934 Hovey Road) be given First and Second Reading and referred to a public hearing.
2. That Zoning Amendment Bylaw No. 2206, 2024 (1934 Hovey Road) be given First and Second Reading and referred to a public hearing.
3. That with regard to Development Permit Application 3060-20-10/23 (1934 Hovey Road), staff schedule an Opportunity to be Heard on the following variances:
 - *Increase the maximum permitted height for the market rental building from 15.0 metres to 17.5 metres;*
 - *Increase the maximum permitted height for the seniors building from 15.0 metres to 18.8 metres;*
 - *Decrease the minimum required rear yard setback for the seniors building from 10.0 metres to 5.0 metres;*
 - *Decrease the minimum required side yard setback for the seniors building from 6.0 metres to 3.0 metres for the west side yard setback;*

- *To permit up to 14 residential parking spaces to be provided on an adjacent lot;*
- *To reduce the overall parking requirement for both lots from 345 spaces to 204 spaces;*
- *To increase the maximum permitted percentage of small car parking to be provided from 30% to 31% for the market rental building;*
- *To reduce the required long term bike parking stalls for the seniors building from 93 to 48 long term stalls and 12 mobility scooter spaces;*

Option 2:

That staff be directed to work with the proponent to address further concerns with respect to the project before bringing the applications back to Council for consideration of bylaw readings.

Option 3:

That alternative direction be provided.

CONCLUSION:

The project has been revised by reducing the height of the market rental building to 5 storeys, moving the access ramp to the parkade, adding parking, removing or reducing variances, and providing a range of amenity contributions. The project would now involve the following:

- Amend the OCP designation from Residential to Multi-Unit Residential;
- Amend the zoning from Residential Neighbourhood (RN) to Residential Attached: RM-5;
- Site specific text amendment in RM-5 zone to increase Floor Area Ratio for both proposed lots;
- Variances to reduce the rear yard setback for the Legion building from 10.5 metres to 5.0 metres and the internal side yard (west) setback from 6.0 metres to 3.0 metres;
- Variance to increase the permitted height in the RM-5 zone from 15 metres to 17.5 metres and 18.8 metres;
- Variance to reduce the overall parking requirement from 345 to 204 spaces;
- Variance to be permitted to provide residential parking on an adjacent lot (14 spaces);
- Variance to increase the maximum permitted small car parking percentage from 30% to 31%.
- Variance to provide 12 scooter parking in lieu of 45 long-term bicycle parking spaces for the Legion building.

Respectfully submitted by:	Ivo van der Kamp, A/Manager of Development Services
Concurrence by:	Jarret Matanowitsch, Director of Planning and Building Services
Concurrence by:	Christine Culham, Chief Administrative Officer

ATTACHMENTS:

- Appendix A: Development Plans (revised)
- Appendix B: Landscaping Plans
- Appendix C: Parking and Traffic Study
- Appendix D: Draft OCP Amendment Bylaw
- Appendix E: Draft Zoning Bylaw Amendment Bylaw
- Appendix F: Draft Development Permit