



# The Corporation of the District of Central Saanich

## REGULAR COUNCIL REPORT

For the Regular Council meeting on Monday, January 27, 2025

Re: 1934 Hovey Rd – Revised Proposal (January)

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### **RECOMMENDATION(S):**

1. That *OCP Amendment Bylaw No. 2205, 2024 (1934 Hovey Road)* be referred to a public hearing.
2. That *Second Reading for Zoning Amendment Bylaw No. 2206, 2024 (1934 Hovey Road)* be rescinded.
3. That *Zoning Amendment Bylaw No. 2206, 2024 (1934 Hovey Road)* be given *Second Reading as amended and referred to a public hearing*.
4. 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 west building from 15.0 metres to 15.4 metres;*
  - *Increase the maximum permitted projection for balconies on the west building that face Hovey Road from 0.6 metres to 1.4 metres;*
  - *Increase the maximum permitted lot coverage for the west building from 45% to 46%;*
  - *Increase the maximum permitted lot coverage for the east building from 45% to 55%;*
  - *Decrease the minimum required rear yard setback for the east building from 10.5 metres to 5.0 metres;*
  - *Decrease the minimum required side yard setback for the east 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 281 spaces to 192 spaces;*
  - *To reduce the required long term bike parking stalls for the east building from 86 to 56 long term stalls and 15 mobility scooter spaces;*

Following public input, 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 are offered to hospital staff before being offered to the wider public.

- b. That all market rental units shall remain rental in perpetuity and that 10% of the units 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 (Version 7) dated January 14, 2025, be provided, or alternatively, bonded for, prior to occupancy of any building.
- e. That the following be provided prior to building permit issuance of any building:
  - \$100,000 to the Aurora Outreach Society
  - \$50,000 for the Little League turf at Centennial Park
  - New sidewalks from Hovey Rd to Centennial Park (\$130,000)
  - \$50,000 to the Tsawout Nation, including first right of refusal for affordable homes
  - Right of first refusal for 1 month pre-leasing to the Saanich Peninsula Hospital workforce for units in the west building
  - New senior fitness pad at Legion Manor
  - \$200,000 contribution to the District Active Transportation Fund

**PURPOSE:**

A revised proposal has been submitted for the five properties at 7551 East Saanich Road and 1934 – 1966 Hovey Road to develop the land with one 4-storey market rental building and one 4-storey building with seniors housing to be operated by the Legion Manor. Revised plans are attached to this report as Appendix A. This report provides an overview and staff analysis of the revisions that have been made to the proposal since the public hearing.

**BACKGROUND:**

The application was introduced to Council on July 22, 2024 and referred to the Advisory Planning Commission (APC) and the Saanich Peninsula Accessibility and Advisory Committee (SPAAC). A revised proposal was presented to Council on October 21, 2024 and denied. At their meeting on November 4, 2024 Council passed a motion to reconsider the proposal. The proposal was revised and presented to Council on November 25, 2024 for consideration of bylaw readings. Council gave first and second reading to the amendment bylaw and directed staff to schedule a public hearing. A public hearing was scheduled on December 9, 2024 but was cancelled prior to hearing from the public after substantial changes to the proposal were noted by the proponent. The proponent has now made changes to the proposal and provided new plans to that effect. A copy of the November 25, 2024 staff report on the previous iteration of the proposal is attached to this report as Appendix E for reference.

Staff note that, unless described in the report below, all other aspects of the project have remained as proposed previously and described in the November 25, 2024 Council report. This includes the proposed TDM measures and amenity contributions.

**DISCUSSION:****Market Rental Building (West)**

The market rental building remains the same as previously proposed but with a slight change in unit size with 4 studios becoming 1-bedroom units. A review of the lot coverage calculations for this lot has resulted

in a revised percentage that now exceeds the 45% maximum permitted lot coverage by 1%, for 46% total, due to balcony areas now being included. This variance has been included in the list of variances that are requested. In addition, it was noted that some balconies project beyond the 0.6 metre permitted projections into setbacks for the units facing Hovey Road and an additional variance has been requested to address this increased projection of 0.8 metres. These additional variances are not the result of any changes to this building, but of further review of information previously provided.

### Seniors Building (East)

The seniors building has seen a substantial change in that the building height has been reduced from six to four storeys. As a result, various zoning parameters have changed:

- The building height has been reduced from 18.8 metres to 14.5 metres and is now compliant with the proposed RM-5 zone which has a maximum height of 15 metres. A variance for height for this building is no longer required.
- The total gross floor area of this building has been reduced which results in a decrease in Floor Area Ratio (FAR) from 1.69 to 1.58. This FAR is now compliant with RM-5 zone with a maximum of 1.6 and a site-specific zoning notation for increased FAR for this building is no longer required. The draft bylaw attached to this report has been amended to this effect and is the reason for the recommendation to rescind second reading of the zoning amendment bylaw and consideration of second reading as amended.
- The total number of units has been reduced from 62 units to 57 units, including 3 studios (5%) and 54 1-bedroom units (95%), whereas previously the ratio was 18% and 82%. The reduction in units has had a positive impact on the parking ratio for the site (further below).
- To compensate for the reduction in the number of storeys, the building footprint has been expanded, which has resulted in an increase in lot coverage from 35% to 55%. This exceeds the 45% maximum permitted lot coverage and requires a variance. The upper floors of the building extend partially over the parking lot along the east side of the building but the building still meets the 11 metres required setback (including an additional 5 metres from ALR land).
- The proposal still includes variances for the rear (north) and side (west) yard setbacks, as previously proposed.

### Parking

Based on the 187 units now proposed, the parking requirement for the project totals 328 spaces whereas 193 spaces are proposed. This results in a shortage of 135 parking spaces, whereas before this was 143. The overall parking ratio has increased from 1.01 spaces per unit to 1.03. The allocation of parking spaces has remained the same.

The proposal requires a variance to the overall parking requirement and to permit required residential parking to be provided on an adjacent lot, as previously proposed.

The project no longer requires a variance to the percentage of small car parking spaces. Whereas previously the percentage was 32% where 30% is permitted, the revised proposal includes 30% small car parking.

The new design of the east building with a portion overhanging the parking area brought up concerns from the Fire Department with respect to access for firefighting purposes. There is not enough space between the edge of the overhang and the edge of the parking stalls along the east property line to accommodate a clear (vertical) staging area. To resolve this issue, the proponent and Fire Department agreed to remove one parking stall and adjacent landscape area in the northeast corner of the site to provide a suitable location for a staging area. This facilitates Fire Department access to both the north and

east sides of the building. Staff note that the parking numbers in this report reflect the removal of one space, however, not all plans included in Appendix A show this change as there was insufficient time to revise all the drawings prior to the deadline for the staff report. Drawings DP0.01, DP1.04 and DP2.04 include the change.

### Bicycle parking

With the reduction in number of units, the Legion building now requires 86 long-term spaces but is proposing 56 long term bicycle parking spaces and 15 mobility scooter spaces in lieu of the remaining 30 required long-term spaces. The parking requirement was higher previously and the deficit was 45 spaces to be replaced with 12 scooter parking spaces so the revised numbers are a positive change. The intent is to provide scooter storage space for senior residents of the building.

### Official Community Plan

With the reduction in number of storeys, the proposal moves closer to alignment with OCP policy. However, due to the change in land use designation from Neighbourhood Residential to Multi-Unit Residential that is required to facilitate the substantial increase in permitted number of housing units, the project as a whole is not compliant with the OCP, and an amendment is required.

In addition, the Main Corridor Development “notation” in the OCP provides policy guidance as to what the municipality may consider appropriate development, but it is not a Land Use Designation on its own. The reduction to four storeys is in line with the suggested number of storeys under the Main Corridor Development notation, however, it should be noted that the west building includes five storeys on the east side of the building.

### Development Permit Guidelines

Overall, the proposal is consistent with guidelines for multi-family developments in that balconies and the outdoor (seating) areas overlook public open spaces and the main building entrances off East Saanich Road and Hovey Road are very visible and provide accessible access. Parking is located behind and beside the buildings or underground. Extensive native landscaping is proposed and multiple tree species would be planted.

The proposal is not in accordance with guidelines that suggest a stepping down of storeys further away from village centres and adjacent low-density residential areas and agricultural land. The four-storey Legion building would be adjacent to a two-storey residential building on agricultural land, although the required setback, including additional setback from ALR land, would be met. Staff do note that the wider neighbourhood does include multi-storey developments such as the adjacent Legion site and the development at Prosser Road.

While certain development permit guidelines are not met with this proposal, others are achieved, and this project should be balanced with OCP policies that support projects that address identified housing gaps such as the market rental units and seniors housing that are being proposed.

## **OPTIONS:**

### **Option 1 (recommended):**

1. That *OCP Amendment Bylaw No. 2205, 2024 (1934 Hovey Road)* be referred to a public hearing.
2. That *Second Reading for Zoning Amendment Bylaw No. 2206, 2024 (1934 Hovey Road)* be rescinded.
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**Option 2:**

That alternative direction be provided.

**CONCLUSION:**

The project has undergone a substantial change and is brought back to Council for consideration. The proposed seniors building has seen a reduction in number of storeys from six to four, resulting in a slight decrease the overall number of units. Requested variances have been updated to reflect the change.

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: Revised Development Plans
- Appendix B: Updated Parking and Traffic Study
- Appendix C: Draft Zoning Bylaw Amendment Bylaw
- Appendix D: Draft Development Permit
- Appendix E: November 25, 2024 Council Report