



Committee of the Whole Report

For the Meeting of May 18, 2017

To: Committee of the Whole

Date: May 5, 2017

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: Rezoning Application No. 00536 for 1745 Rockland Avenue

RECOMMENDATION

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No.00536 for 1745 Rockland Avenue, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

LEGISLATIVE AUTHORITY

In accordance with Section 479 of the *Local Government Act*, Council may regulate within a zone the use of land, buildings and other structures, the density of the use of the land, building and other structures, the siting, size and dimensions of buildings and other structures as well as the uses that are permitted on the land and the location of uses on the land and within buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Rezoning Application for a portion of the property located at 1745 Rockland Avenue. The proposal is to rezone from the R1-A Zone: Rockland Single Family Dwelling District and the R1-B Zone: Single Family Dwelling District to a site specific zone in order to allow for the construction of three single family dwellings as strata units in a building strata on one panhandle lot. The following points were considered in assessing this application:

- the property is designated as Traditional Residential in the *Official Community Plan 2012* (OCP). The proposed housing forms and density are consistent with the land designation and OCP policies related to sensitive infill in Rockland on lots with estate character.
- the proposal is consistent with the *Rockland Neighbourhood Plan 1987*, which encourages the retention of landscape, street features and estate character ensuring new development is complimentary to nearby heritage sites.
- a Development Permit was approved by Council on October 27, 2016 to allow subdivision of the property to retain the existing heritage designated house on a

separate lot (1815.50m²) with access from Rockland Avenue and create a large panhandle lot (3079.60m²) with access from Richmond Avenue.

- the majority of the site is under the R1-A Zone, which requires a minimum site area of 850m² per single family dwelling unit on a panhandle lot. The proposal is to allow for 907.47m² per self-contained dwelling unit, excluding the panhandle access.
- the maximum floor area under the panhandle regulations for property zoned R1-A is 280m². The proposal is to allow for three buildings with a combined floor area of 834.04m², therefore a rezoning is required.
- the proposed buildings siting, height, yard setbacks, site coverage and landscaping, with the retention of mature trees, are in keeping with neighbouring properties and the maintenance of privacy.

BACKGROUND

Description of Proposal

This Rezoning Application is to rezone a portion of the 1745 Rockland Avenue from the R1-A Zone: Rockland Single Family Dwelling District and the R1-B Zone: Single Family Dwelling District to a site specific zone to allow for the construction of three single family dwellings as strata units in a building strata on a panhandle lot. The three single family dwellings have the following characteristics:

- siting that maintains existing mature trees
- height, setbacks and site coverage that are consistent with the panhandle regulations under Schedule H of the Zoning Bylaw
- frontage on an internal private lane with access from Richmond Avenue

Differences from the R1-A Zone, Rockland Single Family Dwelling District that would be accommodated in the new zone include:

- a minimum site area of 2720m² (excluding shared access lane)
- a maximum of three buildings other than accessory buildings on a panhandle lot
- a maximum combined floor area of 835.00m² on a panhandle lot
- a maximum combined floor area of 280m² per dwelling unit

Affordable Housing Impacts

The applicant proposes the creation of three new residential units which would increase the overall supply of housing in the area.

Sustainability Features

As indicated in the applicant's letter dated March 24, 2017 the siting of the buildings respects the site's topography and allows for retention of the many mature trees on or near the site.

Active Transportation Impacts

The applicant has not identified any active transportation impacts associated with this application.

Public Realm Improvements

No public realm improvements are proposed in association with this Rezoning Application.

Land Use Context

The surrounding low-density residential area has ground-oriented housing forms and the immediately adjacent land uses are single family dwellings. The existing house at 1745 Rockland is heritage designated. The neighbouring property at 1737 Rockland on the heritage registry.

Existing Site Development and Development Potential

Under the current R1-A and R1-B zoning the site could be developed with a single family dwelling with a secondary suite or garden suite. Alternatively, subject to Council approval of a Development Permit under DPA 15B, Intensive Residential - Panhandle Lot, the large panhandle lot could be subdivided into bare land strata lots, each with a minimum area of 850m². Each bare land strata lot could be developed as a single family dwelling with a secondary suite or garden suite

Data Table

The following data table compares the proposal with the R1-A Zone and the panhandle lot regulations under Schedule H of the Zoning Bylaw. An asterisk is used to identify where the proposal is less stringent than the existing zone.

Zoning Criteria	Proposal	Zone Standard R1-A Panhandle
Site area (m ²) - minimum	2722.40 (907.47 per dwelling unit)	850.00
Number of single family dwelling units per lot - maximum	3*	1
Combined floor area (m ²) - maximum	277.40 (Building 1) 277.80 (Building 2) 278.84 (Building 3) 834.04 (Total)*	280.00
Lot width (m) - minimum	58.22	24.00
Height (m) - maximum	5.00	5.00
Storeys - maximum	1	1
Site coverage % - maximum	24.97	25.00
Open site space % - minimum	55.21	N/A
Setbacks (m) – minimum:		
Front (east)	5.52 (Building 2 - non-habitable window) 7.84 (Building 2 – habitable window)	4.00 – non-habitable window 7.5 - habitable window
Rear (west)	4.14 (Building 3 – non-habitable window) 7.51 (Building 2 – habitable window)	

Zoning Criteria	Proposal	Zone Standard R1-A Panhandle
Side (south)	5.06 (Building 3 – non-habitable window) 7.60 (Building 3, habitable window)	4.00 – non-habitable window 7.5 - habitable window
Side (north)	7.77 (Buildings 1 and 2, habitable window) 3.81 (between buildings 1 and 2)	
Building Separation	14.20 (between buildings 1/2 and building 3)	N/A
Parking - minimum	2 per dwelling unit	1 per dwelling unit

Note: Site area excludes the private access lane (357.2m²)

Relevant History

An application to rezone the subject property to a new site specific zone to allow for construction of 4 single family dwellings was declined by Council at a Public Hearing on December 10, 2015.

On October 27, 2016, Council approved Development Permit No. 00478 to allow subdivision of the property to retain the existing heritage designated house on a separate lot (1815.50m²) with access from Rockland Avenue and create a large panhandle lot (3079.60m²) with access from Richmond Avenue. The subdivision has received preliminary approval and the future panhandle lot is currently undeveloped. This Rezoning Application applies to the future panhandle lot.

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, the applicant has consulted the Rockland Neighbourhood Association CALUC at a Community Meeting held on November 3, 2016. A letter dated November 14, 2016 is attached to this report.

ANALYSIS

The following sections provide a summary of the Application's consistency with the relevant City policies and regulations.

Official Community Plan

The *Official Community Plan 2012* (OCP) Urban Place Designation for the subject property is Traditional Residential, which envisions ground oriented housing of up to two storeys. It should also be noted that the OCP includes policies to support heritage through allowances, such as zoning, to achieve a balance between new development and heritage conservation through residential infill that is sensitive to context and innovative in design.

At the local area level, the OCP provides a land use policy vision and strategic directions for Rockland in the City-wide context, including several policies relevant to the subject property. The latter emphasizes conservation of historic architectural and landscape character, including urban forest on private lands, through sensitive infill that retains open and green space and overall estate character. This proposal is consistent with these OCP policies.

Local Area Plans

Aligned with the OCP, the *Rockland Neighborhood Plan, 1987* also has policies that focus on the retention of heritage and historic buildings, landscape and streetscape features and estate character ensuring that new development is complementary to nearby heritage sites. The proposed buildings siting, height, yard setbacks, site coverage and landscaping, with the retention of mature trees, is consistent with these policies.

Regulatory Considerations

The panhandle lot regulations under Schedule H for the R1-A zone establish a minimum lot area of 850m². Although the proposed average of 907.7m² of site area per single family dwelling exceeds the minimum lot area requirement, the combined floor area of all three buildings (834.4m²) exceeds the maximum of 280m² specified in the panhandle regulations. The increased floor area is supportable because the siting of the new single family dwellings respects the setback, site coverage and height requirements for panhandle development, and largely maintains the existing estate character.

Tree Preservation Bylaw

A number of mature trees, many of which are Bylaw protected, are located on the site. The proposed buildings have been sited and designed to retain the majority of the trees. The applicant has provided an arborist report that provides further details on measures to mitigate the impact on the trees. Tree preservation would further contribute to maintaining the estate character in balance with the accommodation of new infill single family dwellings.

CONCLUSIONS

The proposed housing forms and density are consistent with the land designation and OCP policies related to sensitive infill in Rockland on lots with an estate character. The proposed buildings siting, height, yard setbacks, site coverage and landscaping, with the retention of mature trees, is in keeping with neighbouring properties and the maintenance of privacy. Staff recommend to the Committee that Council consider advancing the Rezoning Application to a Public Hearing.

ALTERNATE MOTION

That Council decline Rezoning Application No. 00536 for the property located at 1745 Rockland Avenue.

Respectfully submitted,



Alec Johnston
Senior Planner
Development Services Division



Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



Date:

May 11, 2017

List of Attachments

- Subject Map
- Aerial Map
- Plans date stamped March 24, 2017
- Letter from applicant to Mayor and Council dated March 23, 2017
- Community Association Land Use Committee Comments dated November 14, 2016
- Arborist Report dated January 26, 2017