

Planning and Land Use Committee Report For the Meeting of January 28, 2016

То:	Planning and Land Use Committee	Date:	January 14, 2016	
From:	Jonathan Tinney, Director, Sustainable Planning and Community Development			
Subject:	Rezoning Application No. 00485 for 2330 Richmond Road			

RECOMMENDATION

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00485 for 2330 Richmond Road by rezoning the subject parcel from the R1-B Zone, Single Family Dwelling District, to a site specific zone, and that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following condition is met:

• Should sewage attenuation be required, a legal agreement to the satisfaction of staff would be required prior to Public Hearing.

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 the property located at 2330 Richmond Road. The proposal is to rezone the land from the R1-B Zone, Single Family Dwelling District, to a site specific zone. The proposal is to increase the density and allow a seven-unit multiple dwelling at this location.

The following points were considered in assessing this Application:

• The proposal is in keeping with the *Official Community Plan* (OCP) policies related to the Traditional Residential Urban Place designation in terms of use, density and building form. As this is a Rezoning Application only, the focus of the analysis is on the use and density. While the proposal does not exceed the maximum density

envisioned by the OCP, the potential building mass could create compromises for parking, siting and the transition to the lower density neighbouring properties.

- It is recommended that rather than entrenching more permissive siting and parking regulations in a new zone, they be applied for by the applicant as potential variances in conjunction with a future development permit application.
- Development of this parcel alone limits the development options for the parcel to the south, which has been the subject of a previous Rezoning Application and a more comprehensive redevelopment of this strategic corner would be precluded.

BACKGROUND

Description of Proposal

This Rezoning Application is to construct a seven-unit three-storey multi-family residential development.

A future Development Permit would be reviewed for consistency with the Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development (Development Permit Area 16).

Affordable Housing Impacts

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

Sustainability Features

The applicant has suggested there would be a number of sustainability features which would be reviewed in association with a future Development Permit Application for this property.

Active Transportation Impacts

The Application proposes the following features which support active transportation:

• bike racks and bike storage in compliance with Schedule C.

Public Realm Improvements

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

Land Use Context

The Royal Jubilee Hospital is directly across from the subject parcel. In 2014, the former CNIB building on the northwest corner of Bay Street and Richmond Road was rezoned to permit additional commercial uses (day care, offices, restaurants and retail).

The west side of Richmond Road, between Bay Street and Denman Street, is generally comprised of single family dwellings, with the exception of 1794-1798 Denman Street, which is a three unit development.

Further south along Richmond Road, there is a transition to multiple dwelling units and office use.

Existing Site Development and Development Potential

A single family dwelling, constructed in 1918, currently occupies the property. The property is in the R1-B Zone, Single Family Dwelling District, and would allow the construction of a dwelling unit with a secondary suite, with a combined total floor area of 300 m².

Data Table

The following data table compares the proposal with the R3-A2 Zone, Low Profile Multiple Dwelling District. An asterisk is used to identify where the proposal is less stringent than the R3-A2 Zone. Although there are deficiencies noted in relation to the comparative zone, a new zone would be created that would be used as a new standard zone for multiple dwelling units within the Traditional Residential Urban Place Designation. If the proposed new zone follows the same planning principles and regulations as the Traditional Residential Attached Dwelling District, the proposal would be deficient in two main areas: the site area requirements and setbacks. With respect to this parcel, the intent is to use this new zone standard along with the provisions of a Development Permit with Variances to the zone when regulations unrelated to use and/or density cannot be met.

Zoning Criteria	Proposal	Zone Standard R3-A2	Proposed New Zone (subject to further refinement)	
Site area (m²) - minimum	584*	920	920	
Number of units - maximum	7	n/a	Based on minimum floor area per unit	
Density (Floor Space Ratio) - maximum	1:1	1:1	1:1	
Total floor area (m ²) - maximum	584	584	Based on FSR	
Height (m) - maximum	10.31	10.7	10.5	
Storeys - maximum	3	3	3	
Site coverage % - maximum	50.4*	33.3	50	
Open site space % - minimum	34	30	30	
Setbacks (m) - minimum		1. 10 - 10 - 13 - 14 - 15 - 14 - 15 - 14 - 15 - 14 - 15 - 14 - 15 - 14 - 15 - 14 - 15 - 14 - 15 - 14 - 15 - 15		
Front - Bay Street	3.04*	7.5	6	
Rear - South	3.32* building 2.71* balcony	9 m below 7 m in height 10.5 m above 7 m in height	4	
Side - West	5.12*	5.16	4	
Side – Flanking Street (Richmond)	3.97*	5.16	6	

Zoning Criteria	Proposal	Zone Standard R3-A2	Proposed New Zone (subject to further refinement)
Parking - minimum	7*	10	Schedule C
Visitor parking (minimum) included in the overall units	0*	1	1
Parking setback from street	0.76*	1	1
Parking screening from street	0*	1.0 (berm)	1
Bicycle spaces (minimum) – Class 1	7	7	Schedule C
Bicycle spaces (minimum) – Class 2	6	6	Schedule C
Accessory building rear setback (m) - minimum	0*	0.6	Schedule F
Separation space between an accessory building and main building (m) - minimum	1.64*	2.4	Schedule F

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, the applicant has consulted with the North Jubilee CALUC at a Community Meeting held on April 29, 2015. Two letters have been submitted in response to this Application (dated June 2, 2015 and August 20, 2015) and are attached to this report.

ANALYSIS

Official Community Plan

The Official Community Plan, 2012, designates the area as Traditional Residential. As Richmond Road is classified as an arterial from Bay Street to Fort Street, the anticipated builtform for residential uses ranges from ground-oriented to multi-unit buildings up to three storeys, including both attached residential and apartment building forms. The corresponding density is up to approximately 1:1 FSR. The proposal aims to achieve the maximum density of 1:1 FSR and as a result on a lot of this size, the site planning is compromised with minimal setbacks for the building, a large building mass (second and third storey of the building is cantilevered over a portion of the parking lot) and there is a lack of private outdoor space. The relatively large building mass does not fit well with the immediate context of the lower-density housing (both on Richmond Road and Bay Street). However, the proposal is also adjacent to the Patient Care Centre across Richmond Road, the CNIB building across Bay Street and is not far from other apartments further along Richmond Road.

The *Official Community Plan* also envisions free-standing commercial or mixed use at the intersection of major roads. However, due to the access challenges associated with this property, a residential development is preferable over a commercial or mixed-use development. The proposed zone will limit the permitted uses to residential only.

Land Assembly

In Section 6, Land Development and Management, the OCP encourages the logical assembly of development sites that enable the best realization of permitted development potential for the area (Policy 6.8). A significant concern is the orderly redevelopment of properties along Richmond Road. When the application for the neighbouring property at 2328 Richmond Road was before Council, it was noted that the consolidation of 2330 and 2328 Richmond Road was highly encouraged to create a more comprehensive approach to site planning, access and parking. However, any redevelopment of each parcel on its own would hinder a more comprehensive approach to planning for this strategic corner. The applicant addresses this issue in the attached letter.

Jubilee Neighbourhood Plan

The *Jubilee Neighbourhood Plan* (1996) identifies the subject property as being in a category for maintaining the current zoning.

Parking Variance

The Jubilee neighbourhood is sensitive to the parking demands generated by the Royal Jubilee Hospital. As a result, staff strongly encourage applicants to meet the parking demand for developments on-site in this neighbourhood. The *Jubilee Neighbourhood Plan* contains the following objective related to parking: ensure new residential developments provide sufficient parking to meet their needs.

The required parking for a seven-unit multiple dwelling residential development would be 10 stalls at a parking ratio of 1.4 stalls per unit (Schedule C requirement). Generally, a parking ratio of one stall per unit is acceptable for one-bedroom units. No visitor parking is provided and on-street parking on this block of Richmond Road is not available due to transit and bike lanes. However, given the relatively small shortfall and the fact that the site is well served by transit, staff recommend that the requested variance is supportable.

Sewage Attenuation

The City's sanitary sewer system may not, at present, be sufficient to accommodate the increased flow rates. Due to the proposed increase in density, the sewage flow rate produced by the new development may be greater than the existing flow rate allowable under the current zoning conditions. The applicant has been asked to provide calculations from a qualified engineer that establish a peak flow rate generated by the proposed development. If it is determined that some form of mitigation measures are necessary to attenuate sewage, a Section 219 Covenant registered on the title of the property will be required prior to a Public Hearing.

CONCLUSIONS

The seven-unit residential building represents a building form and unit type that would add to the diversity of housing within the City of Victoria and the proposed density is anticipated within the OCP Traditional Residential designation. However, by building to this density on a 584m² lot, siting and transition issues might be created. Ultimately, as the Richmond Road and Bay Street corridors redevelop, this type of housing form and density is envisioned by the *Official Community Plan*, however, the *Official Community Plan* also encourages the logical assembly

of development sites that enable the best realization of permitted development potential for the area. However, given the property's proximity to the Royal Jubilee Hospital, the commercial uses across Bay Street, its location at the intersection of two arterial roads and that potential issues related to site constraints will be further reviewed and require additional Council approvals through the Development Permit process, staff recommend for Council's consideration that the proposal advance to a Public Hearing.

ALTERNATE MOTION

That Council decline Rezoning Application No. 00485 for the property located at 2330 Richmond Road.

Respectfully submitted,

ayluk

Lucina Baryluk Senior Process Planner Development Services Division

Jonathan Tinney, Director Sustainable Planning and Community Development Department

Report accepted and recommended by the City Manager:

Date:

List of Attachments

- Subject maps
- Submission drawings dated September 15, 2015
- Letter from the applicant dated September 15, 2015
- Letters from the North Jubilee Neighbourhood Association dated June 2, 2015, and August 20, 2015
- Letters from residents.





2330 Richmond Avenue Rezoning #00485 Bylaw #































PLANTING PLAN



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Oriano and Doris Belusic

September 15, 2015



Dear Mayor and Council,

Re: 2330 Richmond Road (SW corner Bay and Richmond)

Proposal summary:

We propose and request a zoning change from R1B single family to site-sprcific zoning, to build a 3-floor, 7-unit strata complex, including a ground-floor accessible unit. Each unit will have its own ground-floor private entrance and a balcony or patio. Two rezoning signs are posted at the property as per instructions.

The proposed land use falls within the Official Community Plan.

Why the site warrants rezoning:

~We strongly feel this corner location is more suited today to a metropolitan-style, multi-unit residential use, rather than the currently-zoned single family use. This area has changed dramatically over the years.

 \sim The volume of traffic, with its associated noise levels, render traditional single family outdoor use as undesirable.

~A busy 2-shelter bus stop strip extends the length of the property along Richmond Rd.

~The property measures 6,287 sq. ft., (584 m²⁾. (Please note: The City of Victoria and the previous owner did a land swap – the City received the strip along Richmond Rd. to accomodate the 2-shelter bus stop, and in exchange the property received a strip of land along Bay St. which lies outside the present fencing.)

~The newly-built Royal Jubilee Hospital tower is located directly across Richmond Rd. from the property. All those floors of windows reduce privacy to the yard. The other 2 corners are non-residential, with a hospital parkade and the CNIB building.

~Since the relocation of the psychiatric unit from the Eric Martin Pavilion to the new patient care tower, a problematic situation has arisen specifically for our property. Patients often linger along the Richmond bus stop area flanking our property and get into confrontations, frequently needing police and/or hospital security attention. (Our tenant asked us to install a lockable gate to the Richmond entrance to keep the undesirable activity off the property.) This ongoing situation is known to neighbours, police and hospital security.

~The recently created dedicated right-turn lane on Bay St. will make right-in/ right-out vehicle access easier than before.

How the City and area will benefit with this proposal:

We believe the proposed project will complement and improve conditions existing in the immediate and surrounding area by:

~There will be an improved streetscape.

~The existing under 600 sq. ft., one-bedroom house in extremely poor structural condition will be replaced by 7 quality condominium-style strata living units, which will provide desirable accommodation, close to large employers, many convenient amenities and excellent public transit.

~There will be 7 (class 1) exterior-accessed indoor secure bicycle storage rooms to encourage cycling by residents, so encouraging cycling and possibly reducing vehicle traffic.

~There will be an accessible ground-floor unit, ideal for seniors or persons with a disability.

~The proposed multi-family complex will result in more eyes and ears around this corner location, which should improve the security situation of the area.

~The professional green landscape plan features low-profile fencing, taller trees, set-back hedging which will contribute to beautify the area and improve security (crime prevention through environmental design). The parking area will be landscaped with aesthetic, environmentally-friendly permeable pavers and we plan to install a sliding locking gate and down-lt lighting for security. (A landscape estimate and payment will be provided upon Building permit applacation.)

~We plan to pre-plumb and pre-wire the complex for future green solar upgrades.

~The building's top floor is recessed back from Richmond to reduce visual building mass.

~Neither the property to the south nor to the west will be negatively impacted by shadowing, and there will be no balconies facing west.

~We plan to use pre-fabricated wall systems to expedite the build and minimize community disruption during construction. This project requires no blasting.

~We plan to use better-than-average exterior and interior wall insulation and sound abatement windows to decrease both exterior and interior noise and to improve energy efficiency which will benefit the building's residents at this noisy location.

~The 2 cypress trees currently on the property are approved by the City to be removed. They have already been a significant problem. We learned that these trees have an aggressive root system and are best removed to prevent significant damage to both our proposed complex as well as to the immediate neighbours. We will replace the trees with newly planted trees on the property in a more than 2:1 ratio for screening and beautification.

Addressing Schedule C: Why we feel 7 parking stalls are sufficient for this proposed 7-unit building and will not negatively impact the neighborhood:

This project will have 7 parking stalls instead of the standard amount of 10. The shortfall in parking will be satisfied by:

~Given the property's location and proximity to excellent public transit, a car may not be a necessity or all that desirable. The property is ideally suited for someone who may choose a carless lifestyle. Major bus routes are literally right outside the door (#14, #8, #10) and three others are a block or a few away (#27/28, #11, #22). Uvic, Camosun College, Hillside Mall, Dockyard, downtown, etc., are all directly serviced by buses caught just outside the building's doors. Expensive parking fees can be avoided.

~The property is directly across Richmond Rd. from the major employers of Royal Jubilee Hospital, VIHA, BC Cancer Agency, as well as close to many amenities, such as pharmacies, medical offices, restaurants, grocery shopping, Arthritis Centre, CNIB, Silver Threads, etc.

 \sim The building provides 7 (class 1) outside-accessed indoor secure bicycle storage rooms, which promote cycling, further diminishing the need for vehicles, plus there is a (class 2) guest outdoor rack for 6 bicycles.

~There is room for off-road parking for drop off/ pick up and there is a garbage/recycling area.

~The ground-floor unit is accessible and may be used by someone with a disability or a senior or someone who cannot drive or may choose not to own a vehicle.

~Vehicle access to the property is made easier by the recently created right-turn lane – right in/ right out on Bay St. Since many cars heading east on Bay at Richmond either turn left or go straight through into the hospital grounds, the right-turn lane is often open to use.

Our finances do not enable us to purchase the property to the south. Less than a year ago, we contacted the owner of the property to the south who was working on a project proposal, but he was not interested in a joint venture. Since then we've proposed our own plans for development, spending significant time and money on this 7-plex design and the building application process.

Our parking stall setback from the Bay St. city boulevard presently is .76 meter. The requirement is 1 meter. We feel that since our parking area is located where the Bay St. right turn lane starts to taper and the width of the boulevard at that point is 5.5m in width, that this variance request may be a reasonable relaxation.

Examples of close-by similar projects:

1540 Belcher Ave. (9-plex) 1615 Bay St. (11-plex) 2116 Richmond Rd. (5-plex)

Please see our accompanying revised bubble plans with a description list. Thank you for your consideration of this proposal and for your time.

Sincerely,

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Oriano and Doris Belusic



North Jubilee Neighbourhood Association

c/o 1766 Haultain Street Victoria, B.C., V8R2L2 June 2,2015

Mayor Lisa Helps and City Councillors

1 Centennial Square

Victoria, B.C., V8W1P6

Re: Proposed Rezoning...2330 Richmond Road

Dear Mayor Helps and City Councillors:

The North Jubilee Neighbourhood Association Land Use Committee hosted a CALUC meeting in connection with the proposed rezoning for 2330 Richmond Road on Wednesday, April 29, 2015. Twenty persons attended this meeting including the applicant and his wife and the project designer. The applicant gave an extended verbal talk on the proposal and also had three-page information sheets on hand for distribution. Also available were a limited number of eleven-page, 8 1/2x11 plans including site plan, ground floor plan, second and third floor plans, north, east, west and south elevations, Richmond Road streetscape, Bay Street Streetscape and site plan overlay. Following the applicant's talk, the designer presented the working drawings.

There were questions in connection with the construction phase, as 7 units are being proposed for a single family lot and it is located at an extremely busy intersection. Would parking spaces would be leased for construction workers due to restricted parking in the area? Would there be any blasting? The answer was "no". By-laws for construction hours would be followed.

The next door neighbour on the West side questioned a loss of privacy, but was advised that there will not be any balconies on this side and the parking area lights will be recessed and pointing down.

The units will be Strata title-owned condos and the applicant may sell two or three and rent out the remainder and possibly use the ground floor unit as an office. He advised that there would be a property manager.

Guest parking was discussed, as it will be a problem in this resident only street parking neighbourhood. Seven parking stalls are available plus seven bicycle storage areas on the site. Residents will only be able to access the site through a right turn only from Bay Street and the egress will necessitate a right turn only also. This access and egress from the site will be difficult at certain times of the day due to the volume of traffic using Bay Street and the heavily used right turn lane from Bay to Richmond. The parking area is shown as asphalt paving and it was questioned if permeable paying could be use or any other environmentally friendly alternative due to the site being contained in the Bowker Creek Watershed. The designer advised that infiltration chambers will be used.

The landscaping plan was not available at the CALUC meeting, but the Association was advised that it would be available at a later date.

The applicant was very forthcoming in his replies to questions and provided detailed information as hand-outs. Due to the location of this site at the corner of Richmond and Bay, there were not any serious concerns voiced re the proposed density in general.

Yours truly,

lear Johnson.

Jean Johnson, NJNA Land Use Chair

On behalf of Pat May, Janice Stewart, Heather Fox (Wilma Peters and Sheena Bellingham were absent)

Cc: Lucina Baryluk, Senior Process Planner



North Jubilee Neighbourhood Association

c/o 1766 Haultain Street Victoria, B.C., V8R2L2 August 20, 2015

Mayor Lisa Helps and City Councillors

1 Centennial Square

Victoria, B.C., V8W1P6

Re: Proposed Rezoning Application #00485 for 2330 Richmond Road

Dear Mayor Helps and City Councillors:

Further to North Jubilee Neighbourhood Association's June 2, 2015 letter to you in reference to this rezoning, the NJNA Land Use Committee has further comments to be considered in reply to the July 8, 2015 letter from the Sustainable Planning and Community Development Department.

The site plan indicates an asphalt parking area with concrete sidewalks. The developer's letter submitted with the Rezoning Application lists permeable pavers for the parking area. However, the landscape plan indicates walkway built with 6"smooth troweled concrete border and Aqua Pure Venetian Cobble with the parking area consisting of the same permeable material. Our LUC wishes to confirm that permeable materials will be used.

A concrete retaining wall will separate the patio from street view. From the plans this patio will be located at the corner of Bay Street and Richmond Road and will be screened by shrubs. Is concrete being used for sound abatement? Could a green wall be created and/or more natural materials used?

Landscape plan fencing is shown as black powder coated 3 ft. aluminum. Site plan indicates a height of 5ft. Which height will be used?

The landscaping plan indicates grasses and ferns on West and North side of property. Could taller shrubs and or trees be used to screen the family home on the North side? There are two cypress trees shown on the site plan, West Side...will these be protected during construction? If not, could taller trees also be used for screening?

The right turn lane from Bay Street to Richmond Road is currently heavily traveled and the planned R turn in and R turn out from the driveway entrance for this proposed project will add to the congestion "Rolling" stops often occur at this corner and hospital pedestrian use also adds to the complexity.

The proposed height of this project has also been questioned with the comment that the style is not in keeping with our area and will be dated in a matter of years.

We would appreciate your further advice in connection with this proposed application.

Yours very truly, Krzon. 1 Jean Johnson

NJNA Land Use Chair

Cc: Lucina Baryluk, Senior Process Planner

Hello Mayor and Councillors,

As a resident of North Jubilee, I would like to submit a few comments regarding the proposed 2330 Richmond Road rezoning application:

1. Visually, the building's size overwhelms neighboring housing

2. The contemporary nature of this design is a more natural fit with a newer area - does not suit the age and style of its neighbors

4. Mature trees could help soften the look from the street, dampen noise to tenants/owners, and provide privacy between this proposal and neighboring housing

5. Increased likelihood of vehicle and bicycle congestion at this corner due to the turn into the parking lot

I do not believe that this proposal is a good fit for North Jubilee.

Respectfully, Sheena Bellingham