

Planning and Land Use Committee Report For the Meeting of December 11, 2014

To:	Planning and Land Use Committee	Date:	December 4, 2014
From:	Helen Cain, Senior Planner, Development Services Division		
Subject:	Rezoning Application #00444 for 1745 Rockland Avenue		

RECOMMENDATION

Staff recommend that Committee forward this report to Council and that Council consider the following motion:

"That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application #00444 for 1745 Rockland Avenue, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and that a Public Hearing date be set once the following conditions are met:

- Registration of Statutory Rights-of-Way of 1.36m along Rockland Avenue and 0.936m along Richmond Avenue, to the satisfaction of the City Solicitor and Director of Engineering and Public Works.
- Registration of a Section 219 Covenant for sewage attenuation, as needed, to the satisfaction of the City Solicitor and the Director of Engineering and Public Works."

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 1745 Rockland Avenue. The proposal is to rezone to allow five new residential units and a Heritage-Designated house. The Planning and Land Use Committee (PLUC) reviewed an earlier proposal for the property on September 18, 2014. Based on the comments from PLUC, the applicant has resubmitted the Application with one less unit than previously proposed, and increased the side yard setback along the south property line.

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 of 825.13m² of site area per dwelling unit, including the existing house, are broadly consistent with the land designation and OCP policies related to sensitive infill in Rockland on lots with an estate character.

- The intent of the R1-A Zone is to require a minimum site area of 835m² per selfcontained dwelling unit. The proposal is to allow for 825m² per self-contained dwelling unit, which is very close to the zone standard for minimum site area.
- The proposed footprint of new development, site coverage and setbacks also comply with the policies in the *Rockland Neighbourhood Plan*, 1987 with respect to ensuring that new infill leaves adequate "breathing room" on lots with an existing house and to retaining mature trees and landscaping on private lands.
- It should also be noted that some residents of Rockland have expressed concerns that earlier correspondence sent to the City had not been considered as part of the PLUC agenda package on September 18, 2014. Staff have worked to ensure that all public correspondence received is enclosed in the agenda package for Council consideration of the revised proposal.

Based on consistency with the OCP direction for infill in Rockland and related policies in the local area plan, staff recommend that Council advance this Rezoning Application to a Public Hearing.

BACKGROUND

Description of Proposal

Arising from the Council motion to amend the proposal and return the Rezoning Application to PLUC, the applicant is now proposing to retain a Heritage-Designated house and on the same lot to permit five new self-contained dwelling units including one single family dwelling and two duplexes.

- The subject property is a large lot with a tennis court on the eastern portion of the parcel where the new development is proposed.
- The heritage house would be retained as a single family house.
- Each duplex would be side-by-side in the building layout, which complies with the R1-A Zone (Rockland Single Family Dwelling District).
- The proposed development would have approximately 825m² of site area for each self-contained dwelling unit.

The following differences from the R1-A Zone (Rockland Single Family Dwelling District) are being proposed and would be accommodated in the new zoning:

- The overall site area is a highly unusual shape with a conventional frontage on Rockland Avenue with most of the site in the R1-A Zone and a much narrower extension of the lot along Richmond Avenue in the R1-B Zone. As the proposed uses and density are not permitted in the R1-B Zone, a rezoning is required.
- Technically, the R1-A Zone requires new infill in the form of duplex or townhouse buildings to be physically attached to an existing house through some feature such as connecting roofs.

Sustainability Features

The applicant has identified a number of sustainability features related to urban design, landscaping and construction stage which will be reviewed in association with the concurrent Development Permit Application for this property.

Land Use Context

The surrounding low-density residential area has ground-oriented housing forms and the immediately adjacent land uses are single family dwellings and duplexes.

Existing Site Development and Development Potential

The R1-A Zone permits a variety of uses including single family dwellings as well as attached and semi-attached dwellings. A single family dwelling, built prior to 1931, is located on the site. Under the R1-A Zone, Rockland Single Family Dwelling District, the property could be converted to a multiple dwelling or a rest home and residential infill in the form of a semi-attached dwelling (duplex) or semi-attached dwelling (townhouses) is permitted. In the *Zoning Regulation Bylaw*, a "semi-attached dwelling" is defined as "a building used or designed for use as two dwelling units, each having direct access to the outside at grade level and where neither unit is wholly or partly above the other". An "attached dwelling" means "a building used or designed as three or more self-contained dwelling units, each having direct access to the outside at grade level, where no dwelling unit is wholly or partly above another dwelling unit".

Density in the R1-A Zone is expressed as 835m² of minimum site area for each attached or semiattached dwelling unit. In September 2014, Council directed staff to prepare *Zoning Regulation Bylaw* amendments to the R1-A Zone to clarify that an existing single family dwelling must be included in the site area calculation, where new attached or semi-attached dwellings are proposed. This work is in progress, and will be brought to Council for consideration in early 2015.

Data Table

Zoning Criteria	Proposal	Previous Proposal	Zone Standard R1-A (as amended)
Site area (m²) – minimum	4950.80* *(or 825.13m ² per dwelling unit, including a single family dwelling, with a total of six units)	4950.80* *(or 707.26m ² per dwelling unit, including a single family dwelling, with a total of six units)	5010.00 (or 835m ² required per dwelling unit, including a single family dwelling, with a total of six units)
Total floor area (m ²) – maximum	1343.04	1306.31	n/a
Density (Floor Space Ratio) – maximum	0.27:1	0.26:1	n/a
Lot width (m) – minimum	58.58	58.58	24.00
Height (m) – maximum	7.33 (building 1) 7.54 (building 2) 6.98 (building 3)	7.34 (building 1) 7.54 (building 2) 7.21 (building 3)	11 for single family dwelling
Storeys – maximum	2	2	2.5
Site coverage (%) - maximum	18.30	17.08	25.00
Open site space (%) – minimum	34.00	36.60	n/a

The data table below compares the proposal to the previous proposal and the R1-A Zone. An asterisk identifies where the proposal is less stringent that the R1-A Zone regulations.

Zoning Criteria	Proposal	Previous Proposal	Zone Standard R1-A (as amended)
Setbacks (m) - minimum			
Front (east) - Rockland Ave	32.35 (existing house)	32.35 (existing house)	10.50
	83.99 (new dwellings)	83.99 (new dwellings)	10.50
Rear (west) - Richmond Ave	71.00 (new dwellings)	70.39 (new dwellings)	42.80 (25% lot depth)
Side (north)	4.70	5.00	3.00
Side (south)	4.90	3.90	3.00
Vehicle parking (stalls)	18 provided	18 provided	6 minimum required (2 per single family dwelling; 1 per attached dwelling unit)
Attached dwelling siting	rear	rear	side or rear

Relevant History

This Rezoning Application was considered at the Planning and Land Use Committee (PLUC) on September 18, 2014 with the following motion (minutes attached):

It was moved by Councillor Madoff, seconded by Councillor Alto, that Council:

- 1. Indicate to the applicant that Rezoning Application # 00444 and Development Permit Application # 000357 for the property at 1745 Rockland Avenue should be revised to decrease the overall site density, reduce the number of self-contained dwelling units from seven to six or fewer and that staff explore with the applicant maintaining the trees and landscaping on the perimeter of the property.
- 2. Direct staff to prepare a further report to the Planning and Land Use Committee regarding the revised proposal.

Community Consultation

Consistent with the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications, the applicant has consulted with the Rockland CALUC at a Community Meeting on March 5, 2014. A letter from the CALUC is attached to this staff report. The applicant and the Rockland CALUC have agreed to a second Community Meeting, consistent with the CALUC Procedures requirement for a second meeting if an original proposal has undergone changes to use or density. At the time of writing this report, a letter from the CALUC with comments from the second meeting, held on December 3, 2014, had not been received.

It should also be noted that some residents of Rockland have expressed concerns that earlier correspondence sent to the City had not been considered as part of the PLUC agenda package on September 18, 2014. Staff have worked to ensure all correspondence received from the public is enclosed in the agenda package for Council consideration of this revised proposal.

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. 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, maintaining existing houses and large lots through sensitive infill that retains open and green space and overall estate character.

Rockland Neighbourhood Plan

Aligned with the OCP, the *Rockland Neighbourhood 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. This local area plan also emphasizes that the R1-A Zone should be respected and maintained.

Proposed Density and Site Coverage

The R1-A Zone relies primarily on establishing a minimum site area of 835m² for each self-contained dwelling unit to determine the maximum number of units that would be allowed. The proposal would result in 825.13m² of site area per self-contained dwelling unit. While this is less than the standard 835m² for minimum site area, the development would have site coverage (18.3%) considerably less than the maximum site coverage permitted in the R1-A Zone (25%). Accordingly, the combined building footprint, along with the clustering of the new development, would maintain the existing estate character through retention of open space around the heritage house. On a related matter, the site plan would preserve many of the mature trees around the lot boundaries as described in detail in the staff report on the Development Permit Application. Tree preservation would further contribute to maintaining the estate character in balance with the accommodation of new infill.

Should Council advance this Application to a Public Hearing, the applicant would be required to provide an Engineering report to determine if the increased density would impact City infrastructure and register a Section 219 Covenant for sewage attenuation as necessary.

CONCLUSIONS

The proposed residential infill is aligned with the OCP and Rockland policies related to a mix of housing types in all neighbourhoods and heritage conservation. While the proposal has a density that is slightly more intensive than envisioned in the R1-A Zone, the grouping of the buildings, modest site coverage (18.3%) and tree retention plan would all help to retain the estate character of the lot. Staff recommend to the Committee that Council advance the Rezoning Application to a Public Hearing.

ALTERNATE MOTION

That Council decline Rezoning Application #00444 for the property located at 1745 Rockland Avenue

Respectfully submitted,

Helen Cain

Helen Cain Senior Planner Development Services Division

here

Alison Meyer, Assistant Director Development Services Division Sustainable Planning and Community Development Department

December 5.2014

Report accepted and recommended by the City Manager:

Jason Johnson

Date:

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List of Attachments

- Zoning map
- Aerial photo
- Letters from Hillel Architecture, Inc., stamped November 4, 2014
- Plans for Rezoning Application #00444 and Development Permit Application #00357, stamped November 4, 2014
- Council Minutes dated September 25, 2014
- Letters from Rockland Community Association, stamped September 17, 2014, and July 12, 2014
- Planning and Land Use Committee Report, dated September 4, 2014, with the following additional attachments
 - Letters from Hillel Architecture, Inc., stamped June 10, 2014, and March 12, 2014
 - Plans for Rezoning Application #00444 and Development Permit Application #000357, stamped July 24, 2014
 - o Arborist Report from Talbot McKenzie dated October 24, 2013
 - Letter from Rockland Community Association, stamped April 8, 2013.







1745 Rockland Avenue Rezoning #00444 Bylaw #



OCTOBER 31st, 2014

Mayor and Council Community Planning and Sustainable Development CITY OF VICTORIA 1 Centennial Square Victoria BC V8W 1P6

Receiv Cey of Victoria 4 2016 Manning & Develor ment Department Development 5~ rices Division

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Victoria BC V3R-1C3 phone: 250.592.9198

× 250.592.9178

RE: Rockland Avenue Residences

1745 Rockland Avenue, Victoria BC Rezoning and Development Permit Applications

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The Rezoning application #00444 and Development Permit application #000357 reviewed by the planning and Land Use Committee on September 4th, 2014 resulted in a council motion requesting the Developer reconsider the number of units proposed from the submitted count of six new dwelling units combined with the original heritage home to six in total or less.

Background

The original submission - a request for a custom zone permitting the intended density while respecting the setbacks and standards of all neighbouring zones - was carefully designed to suit the unique property, and to respect the neighbouring R1 -A and R1-B zoned properties. The design submitted exceeded all neighbouring zones for setbacks, and therefore the intended level of separation, privacy, bldg ht., and noise abatement. In addition, site coverage was targeted to be substantially less than neighbouring properties, and the resultant landscaping area therefore quite high also in comparision. In consideration of its completely hidden context, and its 70m setback from its road access from Richmond Road the proposal also proposed to provide each dwelling with one guest stall to address parking concerns we anticipated would be stated by Richmond Road homeowners.

In all 23 neighbouring properties were consulted, and provided commentary in consideration of a four lot R1-B potential consideration and our 3 attached dwelling buildings. One abstained as the lot was up for sale, and 22 other properties favored the attached dwelling solution over the more imposing four single family homes. In preparation for the final submission, all neighbouring contiguous properties were again consulted and the resultant letters of support and the diagram enclosed below were submitted with our application. No objections were received at that time.



Site plan diagram, documenting neighbouring support, submitted August 18, 2014

At the September 4th PLUC meeting several councilors voiced their support for the density proposed and several voiced concern. The final motion - to request a submission of six or less dwelling units - was reviewed with the land owners and the developer. It was decided that a submission factually less in the number of dwellings, and factually less in built area would be submitted so that a density decrease was achieved in both measures as intended by council. In addition, commentary from council guided submission revisions which increased side vard setback from 1740 Lyman Duff Lane.

The enclosed revised Submission exhibits the same qualities, materials, and architectural style of the original proposal. Effort has been made to ensure that the new single family home suits this new and very private "streetscape" reflecting both the aesthetics of the new development, takes the same references from the existing heritage home, and draws many details from the greater surrounding neighbourhood context.

Regards

Hillel Architecture Inc. Peter Hardcastle

Enclosures as requested **Bubbled:**

- 1 bubbled set 8 1/2" x 11"
- 1 bubbled set 11" x 17"
- 3 bubbled sets full size (24" x 36")

Not Bubbled:

- 1 set full size (24" x 36") not bubbled
- 1 set 11" x 17" not bubbled
- 1 set 8 1/2" x 11" not bubbled











Received City of Victoria

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Building 3 Front Elevation (East)



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Typical Building Section (Building 2 Shown)





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1745 Rockland Drive Townhouses - Tree Preservation Plan

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REPORTS OF THE COMMITTEE

3. Planning and Land Use Committee – September 04, 2014

4. <u>Rezoning Application # 00444 and Development Permit Application # 000357 for</u> <u>1745 Rockland Avenue</u>

It was moved by Councillor Madoff, seconded by Councillor Alto, that Council:

- Indicate to the applicant that Rezoning Application # 00444 and Development Permit Application # 000357 for the property at 1745 Rockland Avenue should be revised to decrease the overall site density, reduce the number of self-contained dwelling units from seven to six or fewer and that staff explore with the applicant maintaining the trees and landscaping on the perimeter of the property.
- Direct staff to prepare a further report to the Planning and Land Use Committee regarding the revised proposal.

Carried Unanimously Council meeting September 25, 2014 September 16, 2014 Mayor and Council, Victoria



Re: 1745 Rockland Rezoning

Regarding the Rezoning and Development Permit Application for this property, the RNA wishes to supplement its letter of July 12, 2014, with several additional points.

The RNA preference is always to respect in-place zoning assigned with community consultation and a social licence under the Rockland Neighbourhood Plan. While the RNA can agree that five units are slightly preferable to six, it remains deeply suspicious that this reduction is an "end run" around the currently existing R1-A zoning and that the proposed stratification of the lot is but a ploy to circumvent the panhandle regulations that should be required on this property.

At the CALUC meeting, neighbours, in noting that Richmond Road is already crowded with parked vehicles, expressed concern about additional on-street demand and wanted provision for plentiful parking on-site, particularly since many homes in the Rockland neighbourhood have more than one vehicle. Having additional visitor parking makes sense. The site coverage which would be required by all this parking is further evidence that the level of density being proposed is inappropriate on this site.

As stated in the RNA letter of July 12, "The applicant acknowledged concerns around the future of the property as strata and agreed to include legal language in the strata bylaws that would

 protect the common property trees which provide privacy to the adjacent residents, including replacing them with equivalent species beyond their natural life and maintaining and replacing Good Neighbour Fencing as required, and
 provide strata bylaw language preventing the development of secondary living units."

It is important that language including these covenants be part of any approval.

Further, the RNA would note in the Planning and Land Use Committee Report that the project is proposed to be BuiltGreen-certified. There are several levels of certification. Abstract Development has committed to BuiltGreen Silver. The RNA expects this to be the minimum level for any development that substantially increases density.

The public invests considerable effort in accommodating land-use processes; therefore, we ask that these points be given due consideration on the 18th. A review of the video of the discussion around 1082 Richmond Avenue at the July 17 PLUC revealed that scant attention was paid to the concerns forwarded from neighbours by the RNA. Sincerely,

Janet Simpson, President

Rockland Neighbourhood Association



ROCKLAND NEIGHBOURHOOD ASSOCIATION

July 12, 2014

Mayor and Council Planning & Development Department City of Victoria

Re: 1745 Rockland Avenue

It is the RNA's understanding that this property clearly fits the definition of a panhandle lot according to Schedule A Definitions. There is nothing in the Schedule H Panhandle Lot Regulations to indicate time sensitivity (as with "Private Garage", for example); therefore, the regulations should apply to all lots which fit the definition. R1-A Zoning 1.1.2 refers only to the size of the lot area and the width of a lot required for building. The reference to panhandle lots in (e) falls within this heading. It does not limit the application of panhandle regulations in general.

Panhandle lot regulations were put in place to protect the privacy of all of the immediate neighbours. Floor area and height restrictions prevent a huge building from looming over back yards. Reasonable setbacks and site coverage preserve green space and buffer adjoining properties. Property owners rely upon the fact that the zoning definition of a panhandle lot protects them from overbuilding in their back yards.

The proposal for 1745 Rockland ignores these regulations:

Instead of respecting the 280m² floor space, the proponent seeks 836.04m². Instead of the maximum 1 storey, 2. Instead of the 7.5m setbacks, 3.9m. Instead of a single residential building, 6.

At the CALUC meeting of March 5, 2014, significant concerns about loss of privacy, site drainage, traffic and loss of the urban forest were raised, and the proponent committed to addressing them.

The applicant acknowledged concerns around the future of the property as strata and agreed to include legal language in the strata bylaws that would

- 1. protect the common property trees which provide privacy to the adjacent residents, including replacing them with equivalent species beyond their natural life and maintaining and replacing Good Neighbour Fencing as required, and
- provide strata bylaw language preventing the development of secondary living units.

Further to privacy concerns, it is important that the dual row cedar hedging along 1723 Green Oaks Terrace and 926 Richmond be installed and promptly replaced in the event of die off.

The site slopes to the south, and the downslope neighbours on Richmond voiced concerns about increased run-off with more hard surfacing. A commitment was made by the applicant to provide engineered site services that would alleviate any problems with three catch basins and storm drains as required to remediate run-off.

There was considerable concern about traffic speeds on Richmond, the property entrance, and visibility. The proponent agreed to work with local residents and Transportation, reviewing what impact the proposed development would have on traffic. This would be supported by passing the proposed changes to the Street and Traffic Bylaw currently being considered to reduce speed from 50 to 40 kph on Richmond Road from Fort Street to Crescent Road.

A commitment was made to retain as many of the mature trees as possible and to protect the heritage home garden.

Understanding that plans change, we emphasize how important it is that the windows on the north and south sides of the strata units remain as shown, high and narrow on the walls to allow light but to prevent overview of the neighbours.

The RNA cannot overstate its primary objection to this proposal. With a panhandle lot in their backyards, neighbours should be able to trust that the regulations will be respected and that a one-storey single family dwelling with significant setbacks is all that can be built there. Council would be letting them all down by considering a development three times that in mass and six times that in density.

Sincerely,

Janet Simpson, President Rockland Neighbourhood Association