



## ADVISORY PLANNING COMMISSION REPORT

To: Advisory Planning Commission Members

Date: May 17, 2020

From: Hailey Rilkoff, Planner II

File No: Z 20-11

Subject: **Z 20-11, Zoning Amendment, 2416 Saddleback Way**

### BACKGROUND

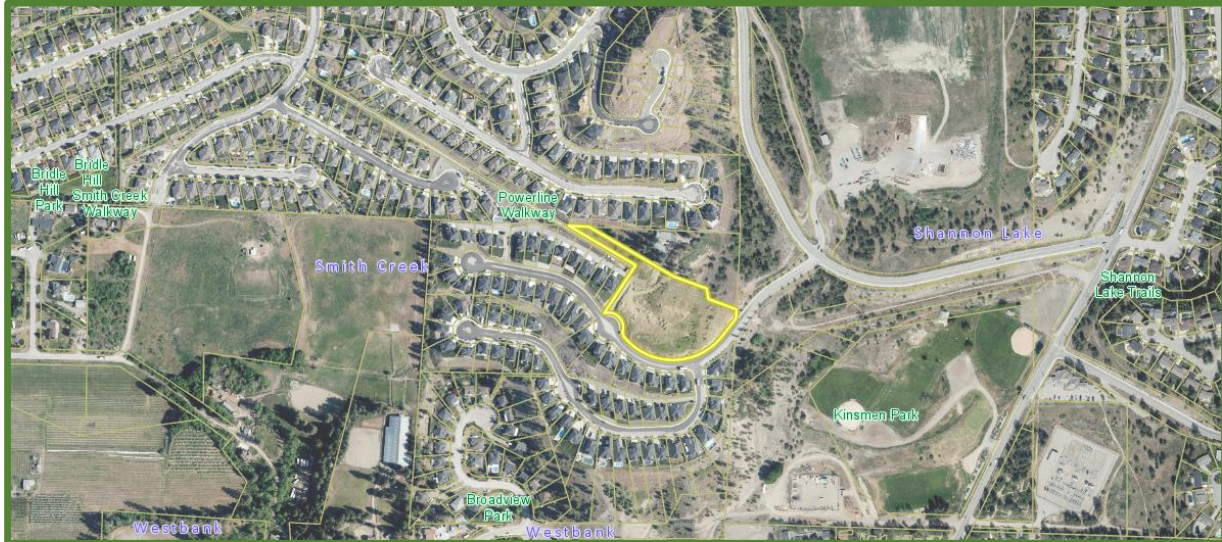
This application proposes to amend the zoning designation for the subject property to allow a Congregate Housing use in an Apartment building form. Congregate Housing allows for residential developments with additional supportive services including meal preparation, laundry, transportation, care or cleaning. The property is within the Low Density Multiple Family Residential (R3) Zone, with a site specific text amendment to permit Apartments. This application would add another site specific text amendment to permit Congregate Housing as a principal use.

PROPERTY DETAILS			
<b>Address</b>	2416 Saddleback Way		
<b>PID</b>	027-817-750		
<b>Folio</b>	36413300.063		
<b>Lot Size</b>	3.583 Acres (14,499.9 m2)		
<b>Owner</b>	1215975 B.C. LTD., INC.NO. BC1215975	<b>Agent</b>	Keith Funk, New Town Architecture & Engineering Ltd.
<b>Current Zoning</b>	R3 - Low Density Multiple Residential RC3 - Compact Single Detached Residential Site Specific Zoning permits Apartments on this property	<b>Proposed Zoning</b>	Site Specific Text Amendment to permit Congregate Housing
<b>Current OCP</b>	LDMF - Low Density Multiple Family SFR - Single Family Residential	<b>Proposed OCP</b>	-
<b>Current Use</b>	Vacant	<b>Proposed Use</b>	Congregate Housing
<b>Development Permit Areas</b>	Hillside, Terrestrial		
<b>Hazards</b>	None		
<b>Agricultural Land Reserve</b>	N/A		

## ADJACENT ZONING & LAND USES

<b>North</b>	<b>^</b>	RC3 - Compact Single Detached Residential
<b>East</b>	<b>&gt;</b>	RU5 - Rural Resource Zone; P1 - Parks and Open Space
<b>West</b>	<b>&lt;</b>	RC3 - Compact Single Detached Residential
<b>South</b>	<b>v</b>	RC3 - Compact Single Detached Residential

## NEIGHBOURHOOD MAP



## PROPERTY MAP



## History

### Subject Property

The subject property is just over 3.5 acres (~14,500 m<sup>2</sup>), located on Saddleback Way. The subject property is located in the Smith Creek neighbourhood and is predominantly

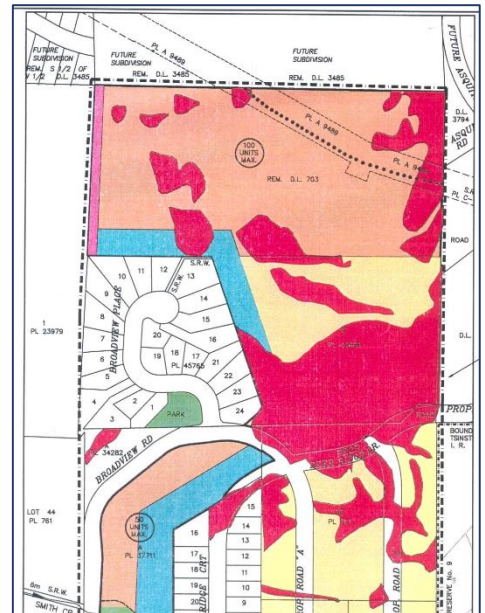
zoned R3 - Low Density Multiple Family. A small panhandle portion of the property is zoned RC3 - Compact Single Detached Residential.

The property is vacant and has a BC Hydro primary transmission line running across the northern portion of the property. The subject property is located near the Westside Residential Waste Disposal and Recycling Centre on Asquith Road.

### *Zoning History*

The subject property was a part of the Broadview Neighbourhood Plan which envisioned Low Density multiple family development on the site, although did not specify the type. The Broadview Neighbourhood Plan guided development in the area was incorporated into the City's OCP, along with a number of older neighbourhood plans. Initially a restriction to 100 units for the entire District Lot 703 (of which this property was a part of) was proposed.

The property was rezoned in 2004 from RU2 (Rural 2) to R3A (Multiple Housing - Low Density) under Bylaw No. 871 as part of a more comprehensive Zoning Application. At this time it was noted that R3A Development would require consideration of form & character, access and parking at future DP.



**Figure 1 - Broadview Neighbourhood Plan**

The R3A Zone permitted Apartments with a maximum density of 30 units/ ha (as the site is 1.44 ha this would have allowed for approximately 43 units). In 2014 when Zoning Bylaw No. 0154 was adopted, this property was zoned R3 which does not permit Apartments. After adoption, Council reconsidered a number of similar properties which previously were zoned R3A under Bylaw No. 871, which did permit Apartments. Council adopted a site specific text amendment for six R3 Zoned properties to permit Apartments, of which this property was one.

Part of the rationale for retaining the apartment use on this property was that the site was located at an entrance to a neighbourhood (vs. embedded within a neighbourhood). While the site fronts a Local road (Saddleback Way), it's close to an Urban Collector road (approximately 120m from Asquith Road).

### Proposal

This application is proposing a 107 unit seniors housing development. A Proposal Summary is attached which outlines the development concept, form & character, site planning and other project considerations. The proposal identifies the difference between traditional residential housing and the proposed Congregate Housing use, which offers a 'residential hotel' setting including in-house services, independent living units, outdoor space, and recreation and hobby facilities.



## DISCUSSION

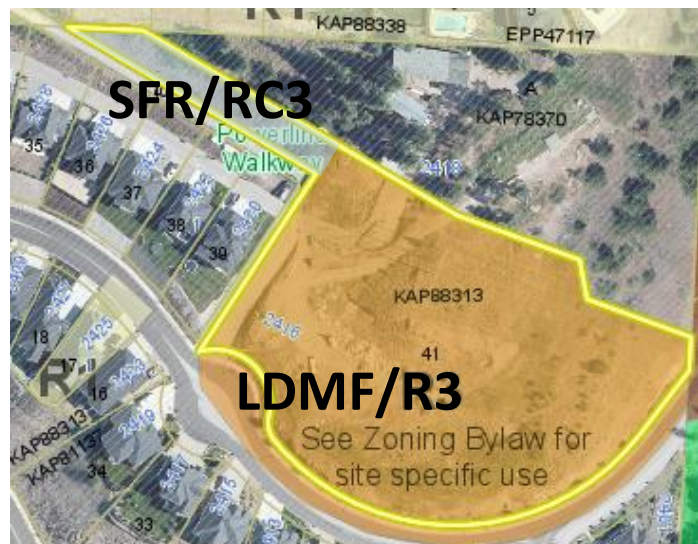
### Policy and Bylaw Review

#### *Official Community Plan Bylaw No. 0100*

The property is within the City's *Neighbourhood* Growth Management Designation. This designation anticipates low and medium density residential areas, ground oriented residential, slower traffic movement, and a system of safe bicycle & pedestrian pathways. The purposes of this designation include:

- Protect & enhance local housing stock & existing neighbourhood character
- Provide opportunities for localized housing diversity at appropriate locations
- Work towards compact, complete communities that reduce vehicle trips, GHG emissions & foster a healthy, involved community

The majority of the property is within the City's *LMFD – Low Density Multiple Family* future Land Use Designation which permits semi-detached and attached townhouse building forms. The purpose of this designation is to provide a broader range of housing opportunities in areas service by transit and in walking distance to community amenities, shops and services, while acknowledging the adjacent land use.



**Figure 2 - Future Land Use Designations/Zoning**

The property is within the City's Multiple Family & Intensive Residential, Hillside, and Sensitive Terrestrial Ecosystem Development Permit Areas (DPA). The proposal is exempt from a Terrestrial Development Permit (DP) as it meets the City's exemption criteria.

If the Rezoning Application is successful, a Development Permit addressing the Multiple Family & Intensive Residential and Hillside Development Permit Area Guidelines will be considered by Council.

### *Zoning Bylaw No. 0154*

The majority of the subject property is Zoned R3 – Low Density Multiple Residential Zone with a site specific text amendment which permits Apartments as an additional principal use. A small portion of the subject property is zoned RC3 – Single Detached Compact Residential Zone.

Congregate Housing is not a principal use in the R3 Zone. Congregate Housing is only permitted within the R5 (Westbank Centre Multiple Residential), C1 (Urban Centre Commercial, and P2 (Institutional and Assembly) zones. While the R3 Zone does permit the similar use of Care Facility, Major, this use is only permitted in duplex or townhouse forms and would be required to be licenced under the *Community Care and Assisted Living Act*. Congregate Housing is defined as:

*a multiple residential building or group of buildings in which residents may receive supportive services including meal preparation, laundry, transportation, counseling, medical care or room cleaning.*

While the zone does permit the similar use of Care Facility, Major, this use is only permitted in duplex or townhouse forms and would be required to be licenced under the *Community Care and Assisted Living Act*. The proposed development would not be a licenced facility under this act, and due to the added services in addition to the housing form, it was identified that Congregate Housing was the appropriate use classification, and that a Zoning Amendment would be required.

The applicants have identified that a height variance is also required. The R3 Zone has a maximum building height of 3 storeys or 9.0 m. The development proposed a stepped series of building blocks, with an overall height of up to 4 storeys or 12.98 m. A comprehensive Zoning review will be conducted to confirm that no additional variances are required through the Development Permit review process.

### Technical Review

#### *Traffic*

A Traffic Impact Assessment (TIA) was submitted which indicated there would be little negative impact to the local neighbourhood from a transportation perspective from this project. Planned improvements to Shannon Lake Road were identified, such as adding sidewalks and bike lanes, which will help improve active modes in the area.

Review of the TIA and proposed development by the City's Transportation Consultant identified that a northbound left-turn lane is warranted for Shannon Lake Road to Asquith Road, with an increase in traffic at this intersection of approximately 7%. Therefore, it is recommended that the development contribute 7% of the cost for the northbound Shannon Lake Road left turn lane.

### *Transit*

BC Transit and the City's Transportation Consultant recommend upgrades to the transit stop on Asquith Road. The existing stop does not meet BC Transit's standards of a safe and accessible bus stop. Construction of a concrete landing, sidewalk connection and lit crosswalk are recommended.



**Figure 3 - Connect Northbound Bus Stop with Sidewalk and Letdowns to Saddleback Way**

### *Servicing*

The Functional Servicing Report submitted concluded that the property can be serviced by the existing service mains. Additional frontage improvements are not anticipated for Saddleback Way.

## **KEY CONSIDERATIONS**

In providing recommendations to City staff and Council, the APC may wish to consider the following:

- Council permitted the apartment use on this property through a site specific text amendment due to the changes from Zoning Bylaw No. 871 to No. 0154.
- This site still retained the Low Density Multiple Family future Land Use Designation.
- The current zones that permit Congregate Housing envision this use to be close to services and amenities located in an urban centre or neighbourhood centre.

Specific comments would be appreciated should the APC have any concerns with the proposed Zoning Amendment, so that they may be further investigated or considered prior to staff providing a recommendation to Council as part of consideration of the application.

Respectfully submitted,

*Hailey Rilkoff*

Hailey Rilkoff, Planner II

Powerpoint: Yes ☒ No ☐

### Attachments:

1. Applicant's Proposal Summary
2. Zoning Bylaw Excerpts (Congregate Housing)
3. Zoning Map