

Area 1 (McTavish) and Area 2 (Tsehum) - Options for Changes

District of North Saanich

November 14, 2016



District of North Saanich

As per Council resolution 337, the purpose of this staff report is to provide options for Council to consider in order to make changes involving Areas 1 (McTavish) and 2 (Tsehum).



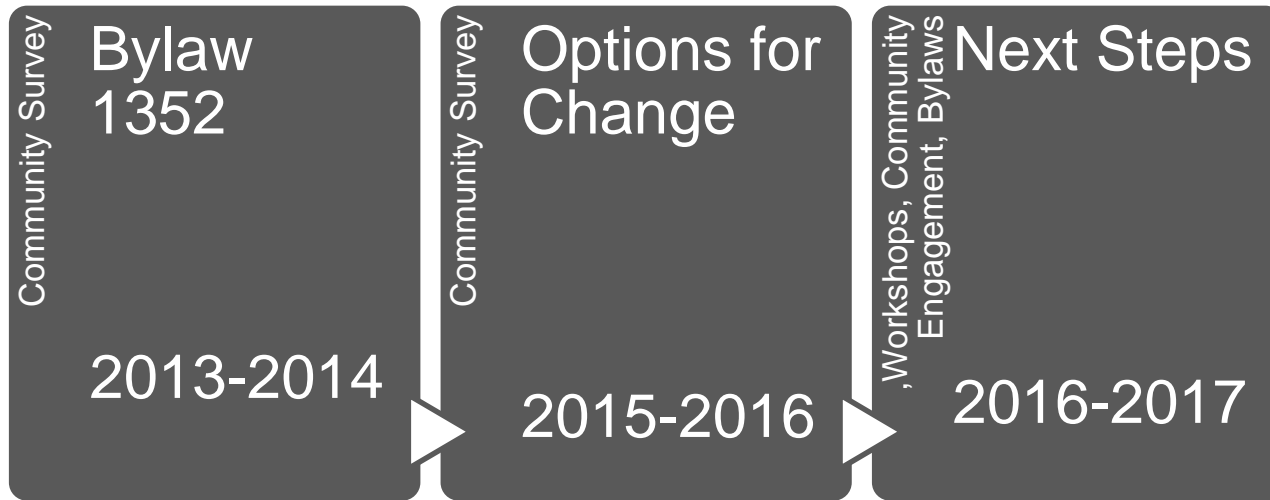
Figure 1.0 Area 1(McTavish) and 2 (Tsehum)

Options presented consider the community survey respondents support for different approaches and housing types in making changes in Areas 1 and 2. These changes impact the number, type, location and other characteristics (or the variables).

Area 1 – 93 Acres

Area 2 – 79 Acres

How did we get here and where are we?



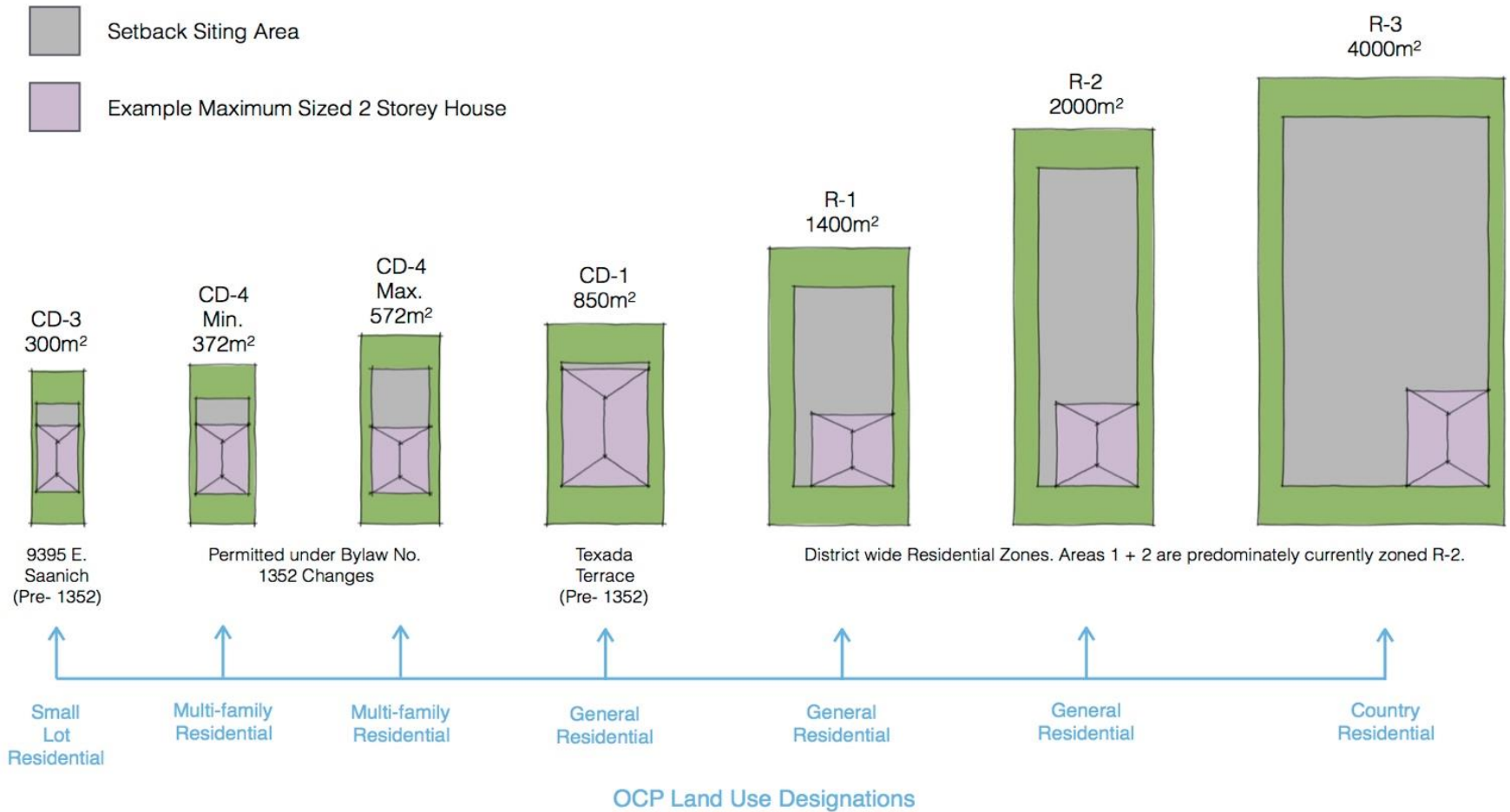
Current OCP Designation Areas 1 & 2

Multi-family Residential

The *Multi-family Residential* areas are generally developed to a range of approximately 15 townhouses/acre; 30 units/acre [for apartments (3 storeys)] or lots between 372 m² – 557 m² (4000 ft² – 6000 ft²) to achieve an average gross density of between 8 and 16 units per acre. The lands are located within the North Saanich Servicing Area (NSSA).

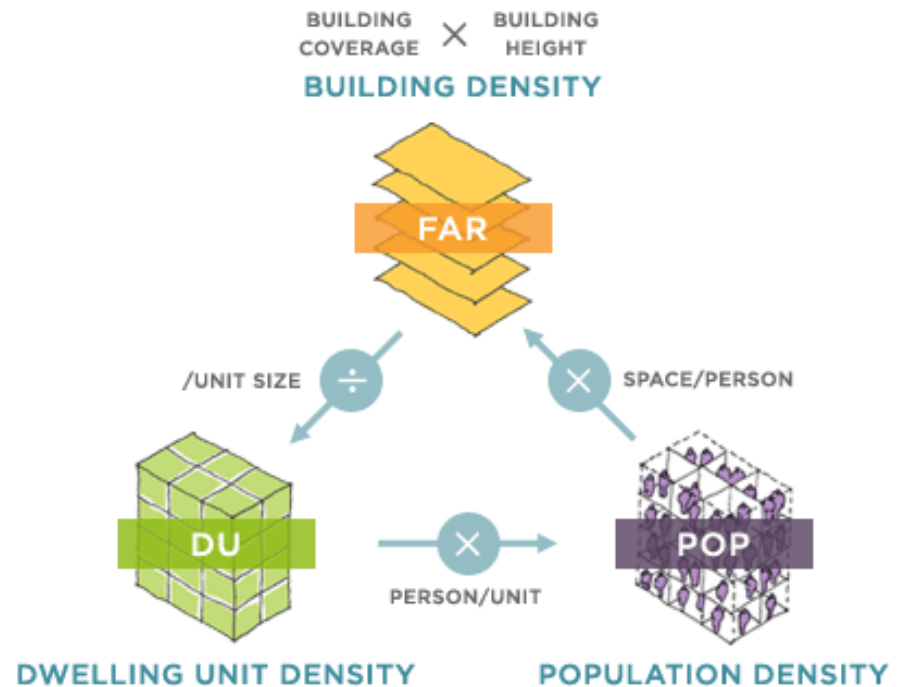
Current OCP Land Use Designations/Zoning in Context

Residential Lots: Size Comparison



How We Measure Matters

- Population *measures against*:
 - City/ Region
 - District
 - Neighbourhood
 - Block or Development Parcel
- Dwelling Unit Density *measures against*:
 - Neighbourhood
 - Block or Development Parcel
- Floor Area Ratio *measures against*:
 - Neighbourhood
 - Block or Development Parcel



Single Family Residential

- Most predominate housing typology in the District
- Typology reflects the historical subdivision and land settlement patterns
- Typology requires the largest land base per dwelling unit
 - R-1: 1400m²
 - R-2: 2000m²
 - R-3: 4000m²
- Rising land costs contribute to this housing type to have the highest acquisition price
- Growing trend in most BC municipalities toward small and/or zero lot line single family zones to maintain this housing type as financially feasible for segments of the housing market

Townhouses

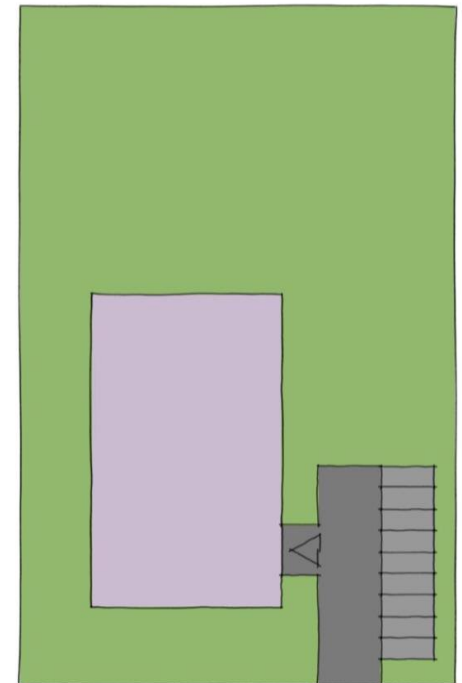
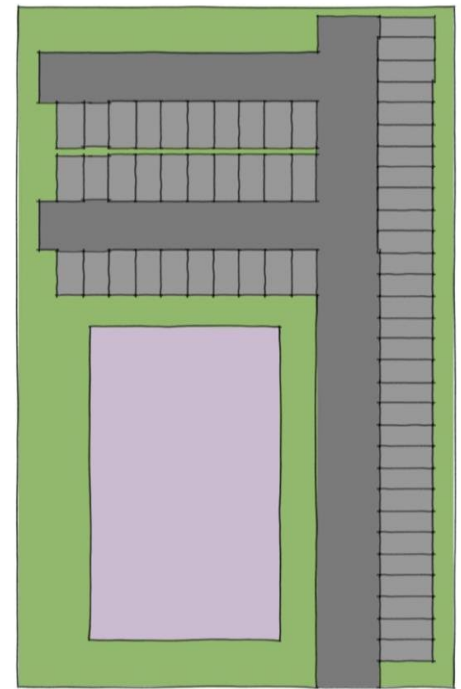
- A cursory review indicates that there are six townhouse projects in the District
- Townhouses are often considered one of the most flexible housing types:
 - Private entry and parking
 - Typically contain private outdoor space
 - Efficient use of infrastructure
 - Critical density to enable better transit and amenity investments
 - Building massing can reflect single family residential design values
- The District maintains two zones enabling townhouses, RM-1 / RM-2, and our current zoning regulations make it challenging to produce an economically viable townhouse project:
 - RM-1 requires parcels of land that are 20 hectares (49.4 acres) at 2.5 units per hectare
 - 50 units possible on the minimum parcel area
 - This density is equivalent to the R-3 Single Family Residential 3 zoning (1 acre parcels)
 - There is few, if any, 20 hectares parcels of land outside of the ALR.
 - RM-2 requires parcels of land that are 4000m² (1 acre) at 12 units per acre
 - This is the equivalent density of the CD-4 Single Family zone created for the Eaglehurst development proposal
 - An additional lot geometric restriction is placed in RM-3 zone requiring the property to carry 46m of lot width

Apartments

- This housing type carries very high land efficiency
 - Infrastructure investment
 - Transit frequency
 - Parkland provision
 - Lower GHG emissions per unit
 - Relies on the principles of "building up, not out"
- When utilized correctly, this housing type can relieve pent up demand pressures by focusing construction on a smaller area of land thereby protecting:
 - Heritage areas
 - Environmentally sensitive lands
 - Agricultural land base
- The District maintains two zones enabling apartments, RM-2 / RM-3, and our current zoning regulations make it challenging to produce an economically viable apartment project:
 - RM-2 carries a maximum height regulation of 7.6m (25ft). All of our Single Family Residential zones allow structures taller than this apartment zone.
 - RM-3 carries a maximum height regulation of 10.6m (34.8ft). Our R-1 Single Family Residential 1 zone allows for a structure up to 11.5m (37.7ft).
- In terms of land economics and urban design, a three storey apartment building can be more difficult to support

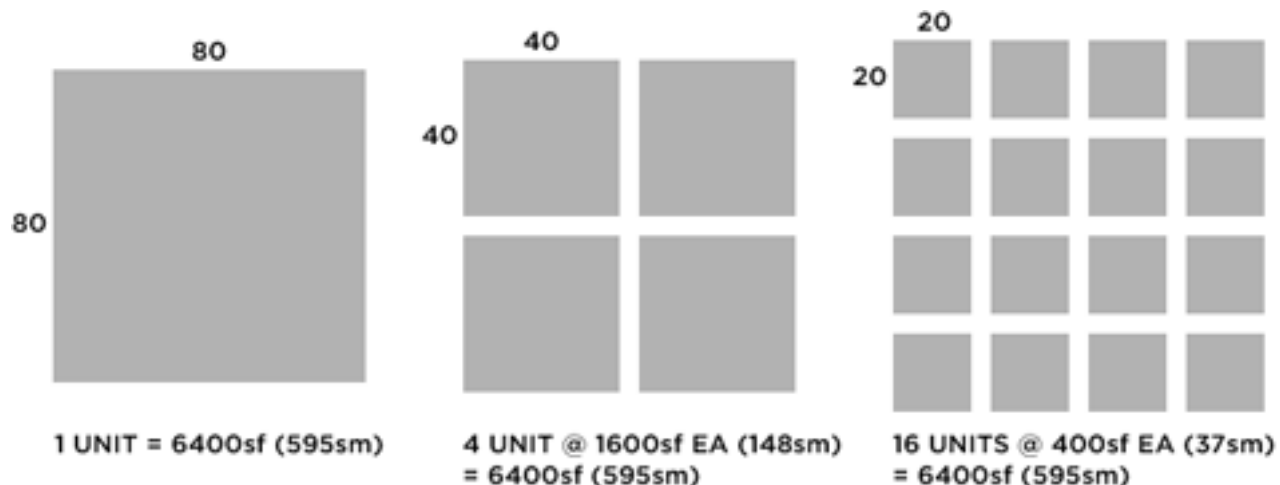
Apartment Design

- Surface parking lots require a large amount of land to accommodate the drive aisles and parking stalls required under our Zoning Bylaw:
 - Layout 1: Image Top Right
 - Units: 30
 - Stalls: 60
 - Parcel Size: 1 acre (4000m²)
 - Site Coverage: 48% (parking only)
 - Layout 2: Image Bottom Right
 - Units: 30
 - Stalls: 60
 - Parcel Size: 1 acre (4000m²)
 - Site Coverage: 9% (parking only)
- Three storey apartments rarely justify the costs required for underground parking structures. Only in specialized markets such as Oak Bay, Fairfield, or waterfront properties.
- Three storey apartments rarely achieve the required density to justify tuck under building designs as the suspended slabs required are expensive and the loss of ground floor units is not re-captured in the remaining two floors.



Density Measure: Units Per Acre (UPA)

- Number of dwelling units per acre expressed as a number
- Gross and Net units per acre
 - Net density refers to the parcel area only
- The size of the units is not calculated, only the number of units
- This method of density calculation gained prominence when carving up large tracts of land for single family housing
- Least flexible method of density calculation as it inhibits response to market conditions
- Large buildings may take up the same amount of space as small ones, resulting in similar levels of Floor Area Ratio as shown below:



Density Measure: Floor Area Ratio (FAR)

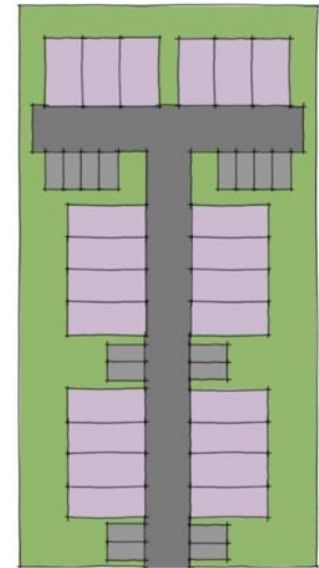
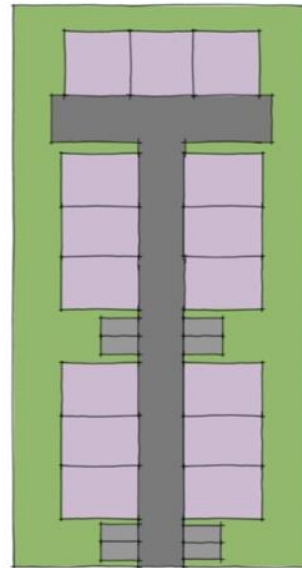
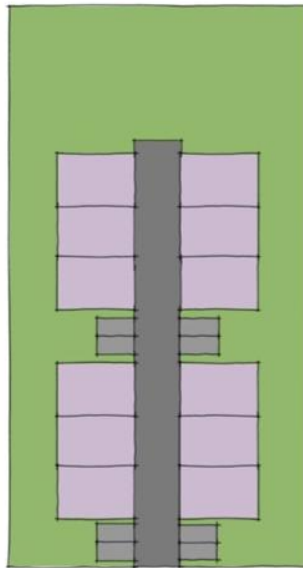
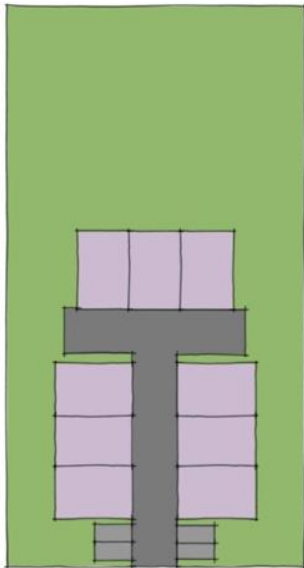
- Amount of gross floor area per lot expressed as a ratio
- The number of the units is not calculated, only the gross floor area
- This method of density calculation is connected to site coverage (%)
- Most flexible method of density calculation as it enables the municipality and developers to respond to changing market conditions
- FAR is not about increasing density, rather re-allocation of density

Density: 9 upa
FSR: 0.43
Coverage: 22%
Lot Area: 1 acre
Unit Size: 2100 ft²

Density: 12 upa
FSR: 0.58
Coverage: 28%
Lot Area: 1 acre
Unit Size: 2100 ft²

Density: 15 upa
FSR: 0.73
Coverage: 36%
Lot Area: 1 acre
Unit Size: 2100 ft²

Density: 22 upa
FSR: 0.66
Coverage: 33%
Lot Area: 1 acre
Unit Size: 1300 ft²



**Table 1.0 Current and Proposed Range of Variables
Area 1 (McTavish) and Area 2 (Tsehum)**

Variables vs. Options	Pre-Bylaw 1352 General/ Multi-Family	Post-Bylaw 1352 Current OCP: Multi-Family*	Option I: Area 1 Only	Option II: Area 1 + Area 2	Option III: Area 1 Only	Option IV: Area 1 + Area 2	Option V
1400 m ² (15,065 ft ² – 0.33 acres) to 2,000 m ² (21,520 ft ² – 0.5 acres)	x						
Lots (557m ² / 0.13ac)		x	x	x	x	x	
Lots (372m ² / 0.09ac)		x					
Townhouse (9 upa)			x	x	x	x	
Townhouse (15 upa)		x	x	x	x	x	
Multi-Family (12 upa)	x						
Apartment (3 storey)		x	x	x	x **	x **	
Apartment (4 storey)			x	x	x **	x **	
Assisted Seniors Or Affordable Housing			x	x	x	x	

Options I - IV

Option I: Area 1 Only

- Single Family: Lot size 557 m² (change from range of 372 m² - 557 m²)
- Townhouses: 9 - 15 units per acre (change from 15 upa)
- Apartments: 3- 4 storey (including Assisted Seniors Housing) (change from 3 storey)

Option II: Same as Option I, but including Area 2

Option III: Option I with identified areas for apartments in Area 1 only

- Single Family: Lot size 557 m²
- Townhouses: 9 - 15 units per acre
- Apartments: Only in specified areas, 3- 4 storey (including Assisted Seniors Housing)

Option IV: Same as Option III but including both Areas 1 + 2

- Single Family: Lot size 557 m²
- Townhouses: 9 - 15 units per acre
- Apartments: Only in specified areas, 3- 4 storey (including Assisted Seniors Housing)

RECOMMENDATION:

That Council direct staff to proceed with one of the options outlined in this staff report (November 1, 2016).