



EAGLES NEST

Rezoning Application

Submission Summary Document

17 January 2020



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1.0 Introduction & Planning Context

The Eagles Nest site is located at the corner of Helmcken Road and Burnside Road West, in the Town of View Royal's 'Northern Gateway' area of the Hospital Neighbourhood. The site is designated in the Official Community Plan (OCP) for mixed residential development up to 1.6 Floor Space Ratio (FSR). With its close proximity to local shops, services and amenities at Eagle Creek Village and the regional employment centre of Victoria General Hospital, the site is well suited to redevelopment with multiple-residential development.

The planning framework within the OCP supports development of the Eagles Nest site and this section of the document summarizes the key planning policies and rationale. The proposed mixed-residential development is at a density below the maximum allowed in the OCP, but at a level that makes best use of land designated for mixed-residential development and that is required to ensure viability of the project.

In addition to providing much needed new housing that can support the viability of the mixed-use Hospital Neighbourhood, the Eagles Nest project will also be providing a Community Amenity Contribution that could fund additional important public amenities.

Development of this site will result in the contribution of approximately \$850,000 to the Town of View Royal as a Community Amenity Contribution, and an additional \$2.5 million in rezoning, DCC, building permit fees and off-site improvements. The Community Amenity Contribution funds could be used for a variety of amenities that serve the View Royal community as a whole.

Some ideas we have heard so far include:

- Playground improvements at Chancellor Park
- Pickle Ball Courts at Helmcken Centennial Park
- New fire truck





Current Site Conditions

Current Conditions:

- 3.41 acre (13,800 m²) site, 4 legal lots
- 4 detached residential units
- 12-unit apartment building (Robilee Apartments)



Tenant Support:

The project will exceed the requirements of the BC Residential Tenancy Act to help support existing tenants in their relocation.

	City of Victoria	City of Vancouver	BC Residential Tenancy Act	Eagles Nest
Compensation for length of tenancy				
Up to 5 years	3 months	2 months	2 months	4 months
Between 5-10 years	4 months	3 months	3 months	5 months
over 10 years	5 months	4 months	4 months	6 months
over 20 years	6 months	6 months	6 months	8 months
Moving Expenses				
Bachelor and One Bedroom	\$ 500.00	\$ 750.00	\$ 750.00	\$ 1,000.00
Two or more bedrooms	\$ 750.00	\$ 1,000.00	\$ 1,000.00	\$ 1,250.00
Notice for Termination	4 months	4 months	4 months	4 months
Eligibility in all cases	minimum 1 year prior to rezoning application			
Exclusions in all cases	single family homes, duplexes, condos, secondary suites			



Site Context

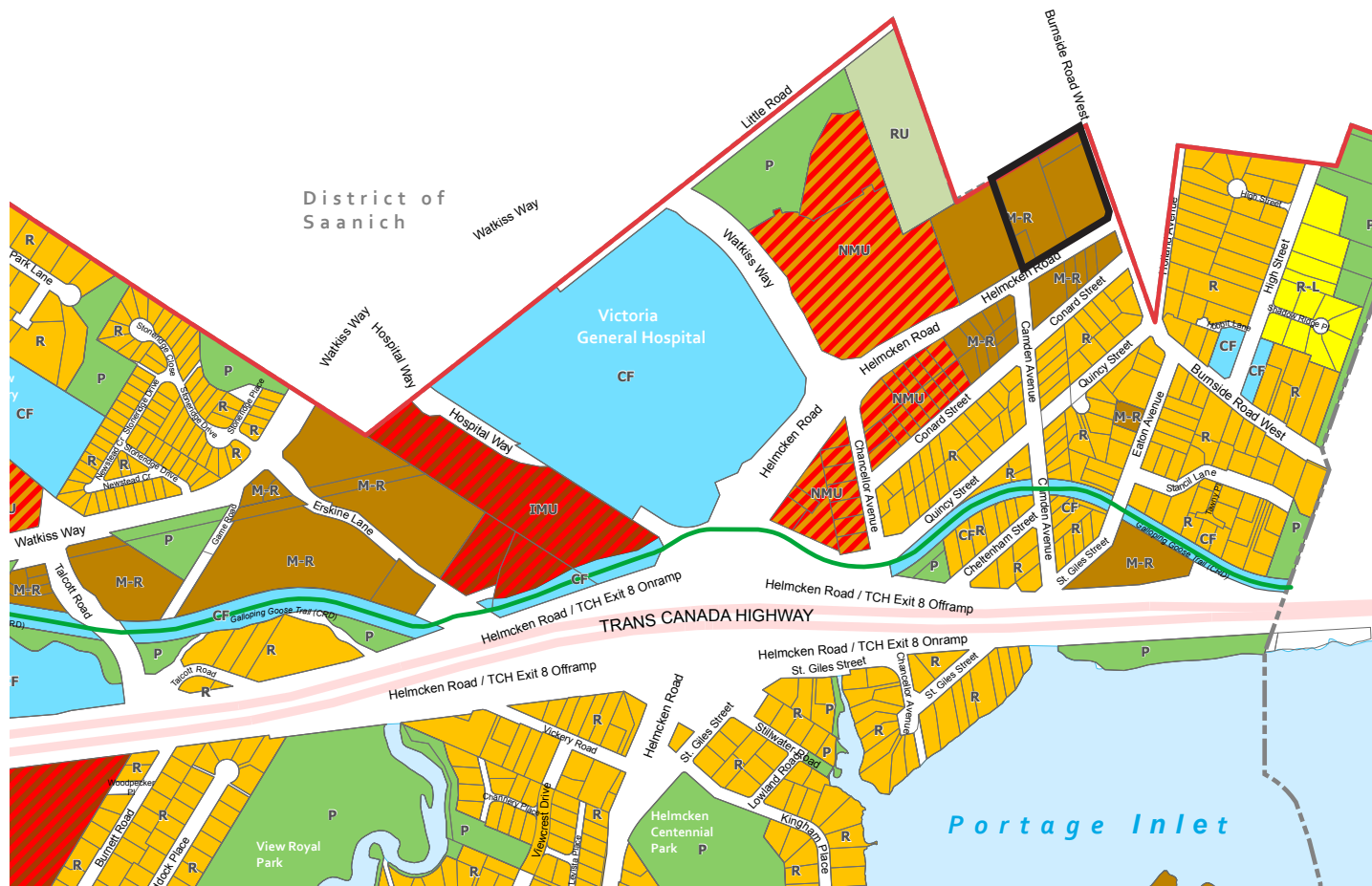
Neighbourhood Context:

- 'Northern Gateway' area of the Hospital Neighbourhood
- Directly adjacent to existing multiple-unit residential to the west (Hidden Oaks townhouses).
- Multi-unit residential and detached residential uses to the south.
- Within the Urban Containment Boundary, with Agricultural Land Reserve (ALR) lands to the north and east.
- Close proximity to local shops, services and amenities at Eagle Creek Village.



Regional Context:

- Adjacent to regional draw of Victoria General Hospital, and identified regional 'Node'.
- Close proximity to Galloping Goose Regional Trail.
- Affected by regional commuter traffic.



View Royal Official Community Plan

- Designated as M-R: Mixed Residential.
- Allows small lot detached houses, townhouses and low-rise apartments up to 3 storeys and 1.25 FSR, and up to 4 storeys and 1.6 FSR for apartment dwellings.
- Regulated by the Mixed Residential Form and Character Development Permit Area.
- Strategically-located around regional node (VGH) and local services.

New Housing in the Right Place

Development of single detached dwellings on small lots, new duplexes, townhouses and low-rise apartments in new and established neighbourhoods provides a variety of housing types, styles and costs.

This variety ensures people of different ages, income levels and stage of life can find homes in View Royal. Small lot infill and multi-unit housing also serves to:

- Transition between single detached housing and areas of higher density;
- Maintain character of existing neighbourhoods while accommodating population growth;
- Incrementally replace aging housing stock; and
- Efficiently use land in an unobtrusive manner.

View Royal has set strong goals for shaping new growth and change.

“View Royal recognizes the impacts of climate change, and is responding by actively promoting energy-efficient, sustainable development, and environmental protection. Well-designed compact housing ensures choice, affordability and better use of land. Infill and redevelopment near neighbourhood centres and transit corridors provides jobs and services closer to where people live – minimizing the need for commuting, and creating pedestrian-friendly streets and destinations.”

- excerpt from View Royal OCP Vision Statement



Regional Transportation & Traffic

- Helmcken Road is a vital connection for View Royal and the region providing access to educational and employment facilities such as Camosun College and Victoria General Hospital as well as direct access to Highway 1.
- Helmcken Road is also an important link for those who conduct business and travel between the Western Communities and the Saanich Peninsula.
- Helmcken Road near the site sees approximately 12,000 vehicles per day which is consistent with its function and classification as an arterial road.
- Burnside Road is an important connection for View Royal that provides access to residential neighbourhoods, a community center, parks and District of Saanich.
- Burnside Road parallels Highway 1 between Interurban Road and Helmcken Road and is used by some commuters as an alternative route to Highway 1, resulting in congested conditions during the AM and PM peak hours.

Local Transportation & Traffic

- Current traffic operations on Helmcken Road and Burnside Road near the site, particularly during the PM peak hour, are congested westbound on Helmcken Road from Watkiss Way to Wilkinson Road and northbound on Burnside Road from Helmcken Road to beyond High Street.
- There is potential for congestion to improve on Helmcken Road and Burnside Road near the site following the completion of the McKenzie Interchange. However, the impacts that the McKenzie Interchange may have on these roads can only be quantified once its construction is complete.
- New development should encourage alternate modes of transportation, including walking, cycling, car share and transit use.

Site Access

- The existing lots have access off of Helmcken Road and Burnside Road West.
- The most western property has a legal, shared access with the existing driveway for the Hidden Oaks townhouse development.
- The project is proposing to consolidate the access strategy to have only one access point, to be located off of Burnside Road West.
- This will provide access to the internal courtyard and underground parking garages.

Infill makes use of existing infrastructure and already disturbed land, reduces development pressure on natural areas, and can support increased walking, biking and transit use.

“The thrust of the plan is to provide additional capacity for alternative modes of transportation while making the existing road infrastructure work more effectively, but not at the expense of providing capacity for alternative modes of transportation. Rather, the Town has been consistently striving for a transportation network that reflects the desire of residents and businesses for increased travel choices. They see their roads as community resources for the benefit of all users and want to see additional infrastructure built to accommodate pedestrians as well as bicycle and transit users.”

- excerpt from View Royal Transportation Master Plan



Traffic Impact Assessment

WATT Consulting completed a Traffic Impact Assessment (TIA) for the project. The following summarizes the key findings:

- Existing conditions at the Helmcken / Watkiss / Chancellor intersection indicate unstable conditions for the eastbound left turn movement during the AM peak and severe westbound queuing and delay that spills back ~1 km beyond Burnside Road during the PM peak.
- Existing conditions at the Helmcken / Burnside intersection indicate failing conditions for northbound and southbound movements on Burnside Rd during the AM peak and failing conditions for northbound movements on Burnside Rd during the PM peak.
- Site generated traffic will add one vehicle to the study area road network approximately every 45 seconds during the AM peak and every 35 seconds during the PM peak.
- Site generated traffic will have a negligible impact on traffic operations at the Helmcken / Watkiss / Chancellor and Helmcken / Burnside intersections at buildout (2023) and 10 years beyond buildout (2033).
- The site access will operate well 10 years beyond full buildout and does not require a northbound left turn lane.
- Transportation Demand Management strategies may reduce the development's impact on traffic operations at study area intersections.
- A sidewalk is recommended along the site's frontage on Helmcken Road and Burnside Road West.
- The installation of bus bay on Helmcken Rd fronting the site should be discussed with BC Transit.
- Since December 2019 when the McKenzie / Highway 1 underpass was opened, media estimates indicate commute times between Langford and Victoria have been reduced 10 – 15 minutes. The McKenzie interchange project may in turn improve conditions on Helmcken Road and Burnside Road which should be reassessed once the interchange project is complete.



2.0 Community Engagement & Site Planning

The site was the subject of a previous Rezoning Application, originally submitted in 2018 and withdrawn in 2019, to allow more community engagement and further site and technical analysis. This new application builds upon the input received during the original application process, and has benefited from collaborative consultation with the immediate neighbours to bring about a renewed and refined site plan.

At its core, however, the application remains committed to implementing the goals and objectives of the OCP and realizing a contribution to the regional housing needs with a site design that is respectful and responsive to its neighbourhood context.

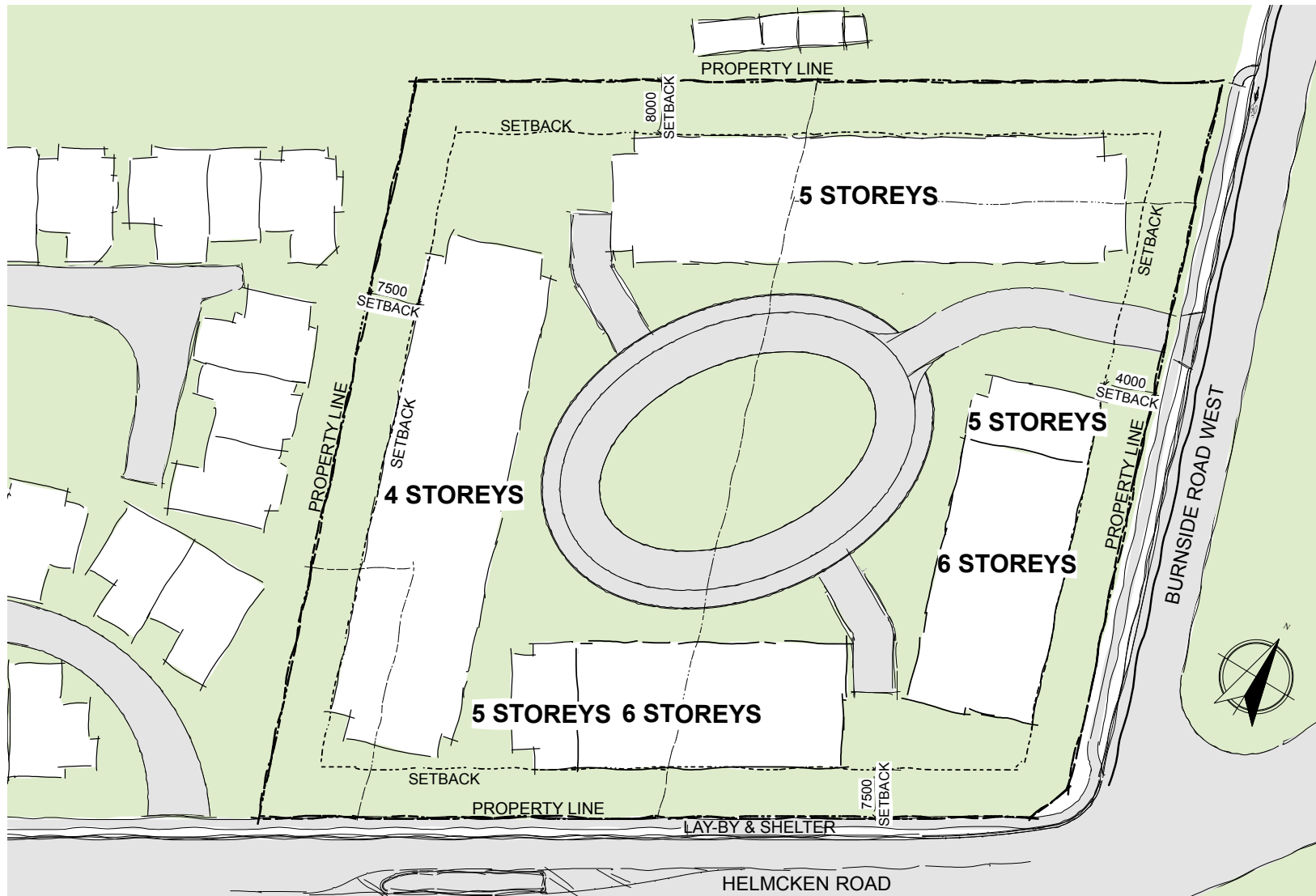
The development planning team hosted two workshops with neighbours in November and December of 2019. The purpose of the workshops was to invite the immediate neighbours to participate in the planning process as the project reset and worked toward a new application. The workshop sessions were designed to allow collaborative discussion and engagement around the site plan to gather input and ideas to help shape the proposed buildings. A review of the View Royal planning policies for the site was shared, highlighting the community goal of achieving a greater variety of housing choice, affordability and better use of land. The team listened to gather input on issues and opportunities to be addressed by the plan.

The topics of traffic, transportation, tree retention, privacy, and building heights and stepping were discussed at the workshops. Input received during the first session in November informed refinement to the site plan, which was then brought forward for review and discussion at the second session in December.

A Community Meeting was scheduled to be hosted on January 15, 2020 to present the new plan and proposal prior to submission of this new Rezoning Application. Due to winter weather conditions, the Community Meeting had to be postponed, and is now scheduled for Monday, February 3, 2020.

The planning and design team believes the plan has been positively shaped by the community input and now better responds to a number of key issues raised.

Site Plan Version 1



OCTOBER 23, 2018

Community Meeting
+/- 70 attendees (52 signed-in)

What we heard:

Traffic

- concern about commuter traffic on Helmcken and capacity to accommodate proposed growth given regional traffic issues
- challenge getting in and out of residential driveways
- turnaround traffic into Hidden Oaks' driveway

Building Height/Shadowing

- concern about potential overshadowing of Hidden Oaks townhouses
- question about the building massing/presence at the corner

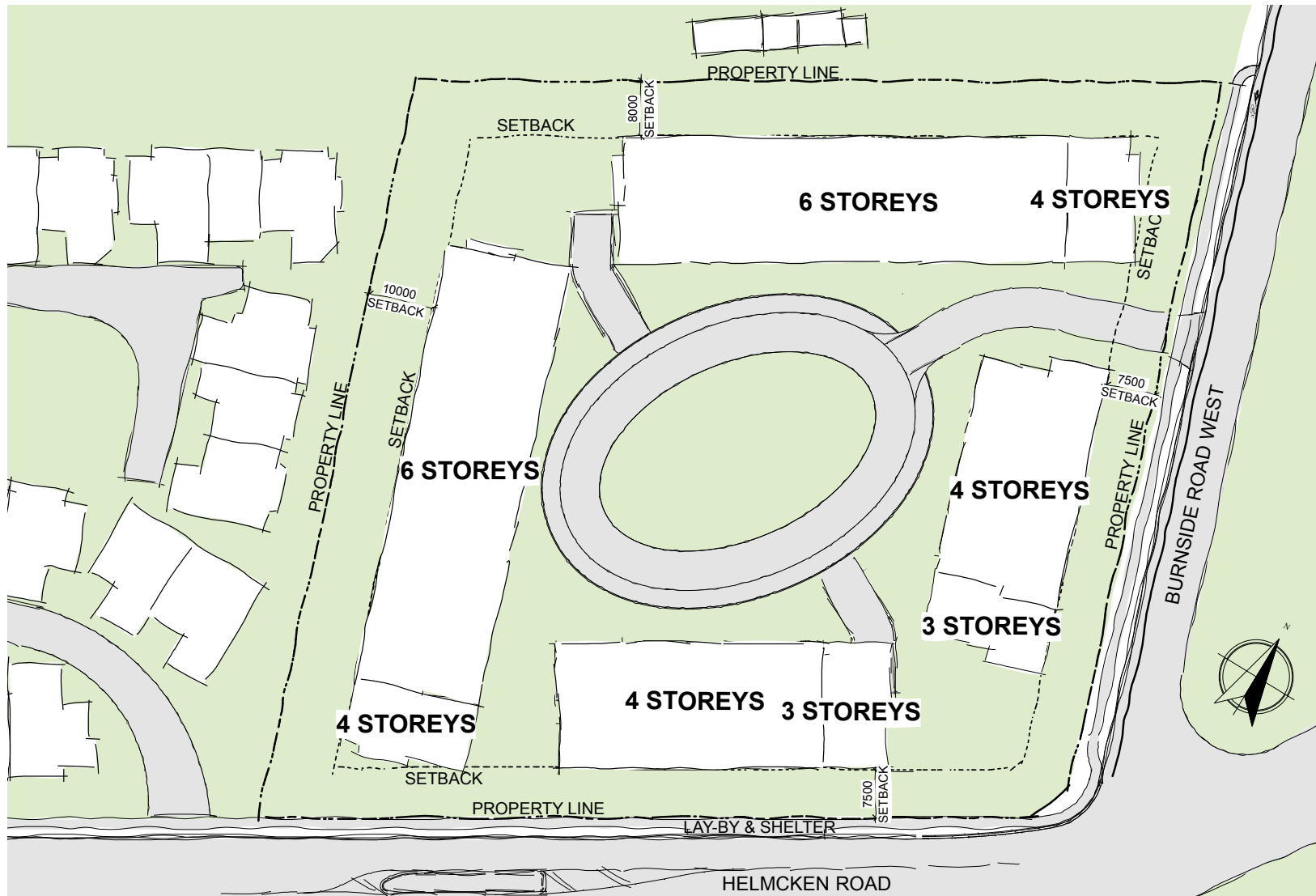
Density

- some concern about density, particularly relative to traffic impacts

Streetscape

- questions about streetscape design - sidewalks?

Site Plan Version 2



JANUARY 9, 2019

Hidden Oaks Resident Meeting
9 attendees

What we heard:

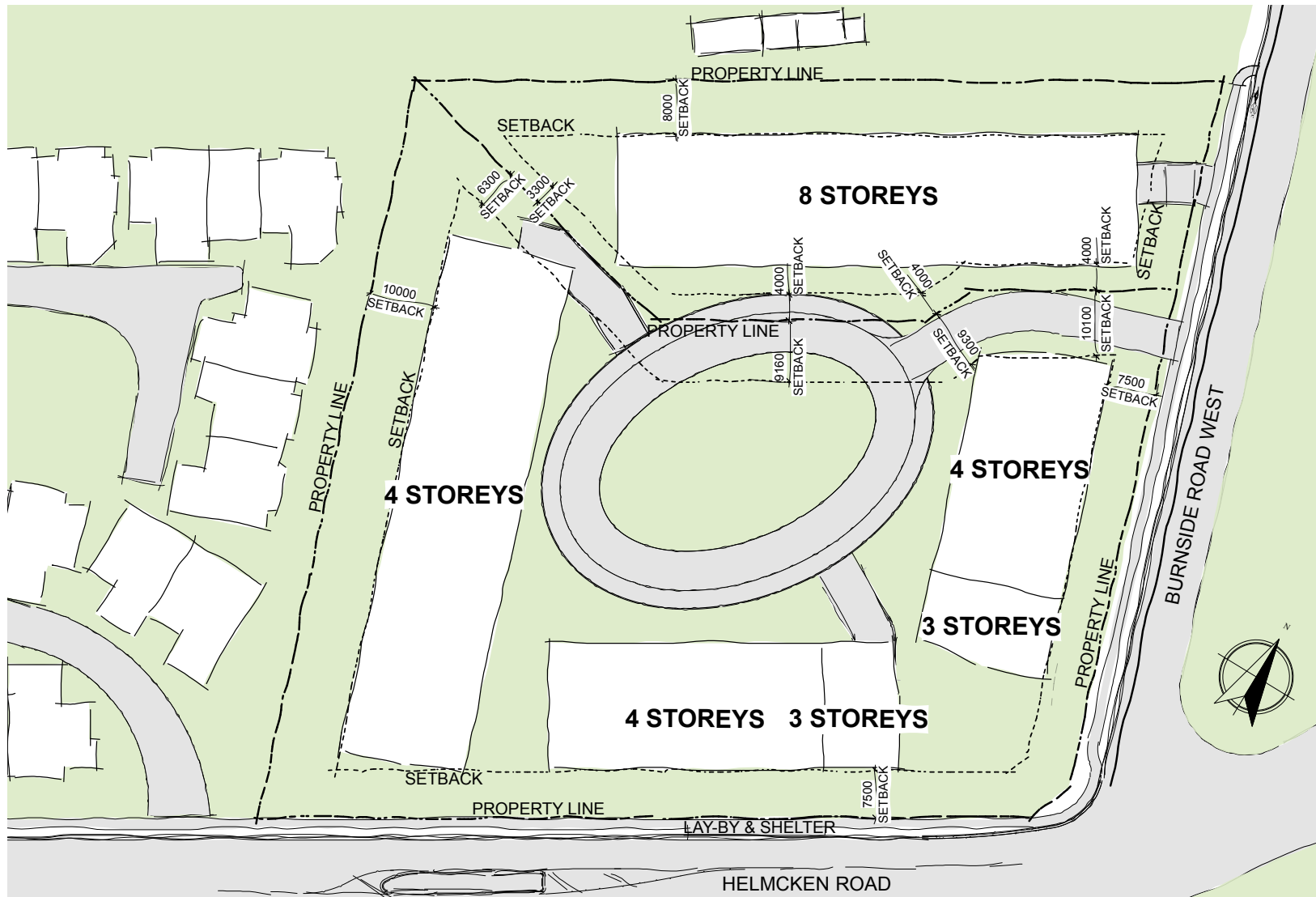
Traffic

- concern about turn-around traffic into Hidden Oaks' driveway
- discussion on strategies to deter turn-around traffic (signage, dedicated left-hand turn lane into Eagle Creek Village off of Helmcken).

Building Height/Shadowing

- concern about 6-storey building being located adjacent to townhouses

Site Plan Version 3



JULY 9, 2019

Community Meeting
50 attendees (all signed-in)

What we heard:

Traffic

- concern about traffic and impact of development on an already challenging traffic situation

Building Height/Shadowing

- concern about 8-storey building at the back of the site

NOVEMBER 18, 2019

Neighbours' Workshop #1
13 attendees
Site & Landscape Design

Discussion Topics:

- Building heights & distribution
- Site access & circulation
- Edge conditions and screening / buffer
- Landscape design ideas
- Streetscape improvements
- Density, traffic impacts

DECEMBER 2, 2019

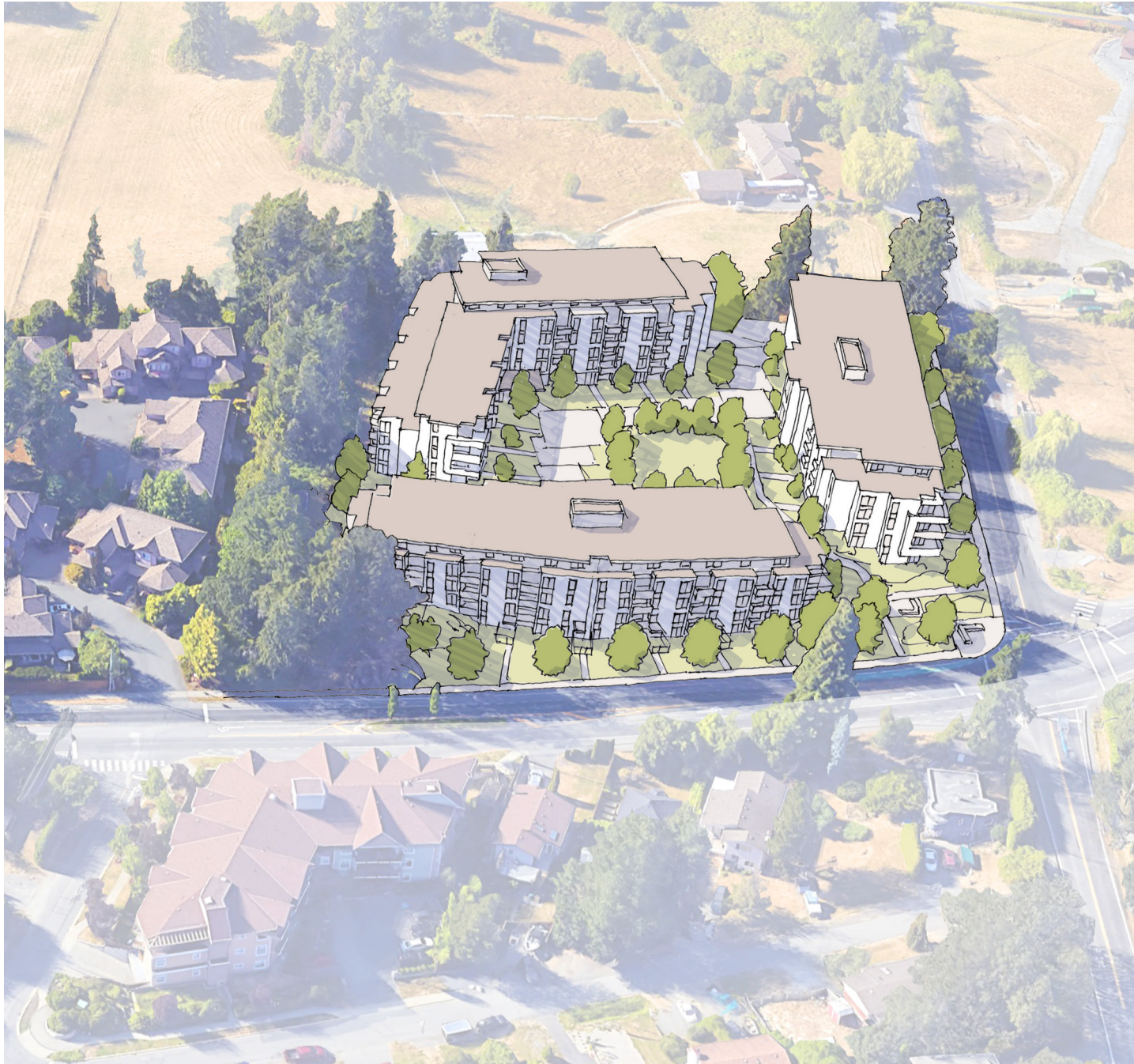
Neighbours' Workshop #2
8 attendees
Site Plan Revisions

Discussion Topics:

- Building heights & distribution
- Traffic, speed and volume
- Density measurements and design
- Site access & circulation
- Edge conditions and screening / buffer
- Site grades and topography and stormwater management
- Potential to retain some existing trees for privacy
- Potential to retain rocky outcropping at western edge of site
- Design of internal courtyard, on-site circulation

Revised Conceptual Site Plans and Workshop Sessions





3.0 Proposed Development Plan

To reset the site planning process, the team revisited the site analysis in collaboration with the neighbours' planning workshops. This approach was informed by detailed site and tree surveys along with input from the neighbours with respect to building location, setbacks, height, stepping and privacy. Existing trees along the western property line were assessed and it was determined that setting the buildings back away from the property line would allow retention of important existing trees, and the rocky outcropping, that serve to provide privacy, screening and a natural setting for the neighbours.

The plan was also shaped by an urban planning objective to create strong pedestrian-oriented streetscapes along Helmcken Road and Burnside Road West. Buildings along these frontages are designed with ground-floor units that each have their own individual entry from the street. These units, and the daily activity of residents coming and going provide 'eyes on the street' and contribute to the place-making that can help encourage walking.

With all parking located underground, the internal courtyard is designed as a 'woonerf', a Dutch concept of a 'living street' with room for pedestrians, cyclists and cars. While the space allows for pick-up and drop-off vehicular use, it is intended as a social place for gathering, play, and interaction, rather than a space solely for vehicles. The adjacent central green space provides an additional amenity for residents and contributes to the overall greening of the site, with more landscaping and pervious surface than has been achieved within neighbouring developments that devote more space to paved vehicular use.

Building heights have been strategically stepped from three to six storeys, to maximize privacy for adjacent neighbours and to respond to site topography. The building massing and architecture contribute to creating a strong gateway at the important intersection of Burnside Road West and Helmcken Road, marking a welcome to View Royal. The landscape at the corner includes a feature rain garden and a small plaza space that contribute to the public realm.

The project proposes a development density of 1.5 FSR, with 247 units, including one-bedroom, two-bedroom, and family-friendly three-bedroom units. With close proximity to shopping and services at Eagle Creek Village, new residents will have access to daily needs within walking distance. A new bus bay on Helmcken supports access to transit and connectivity to the Galloping Goose Regional Trail further supports alternate transportation. The project is also investing in Transportation Demand Management (TDM) strategies, including an e-bike rebate and car share program.

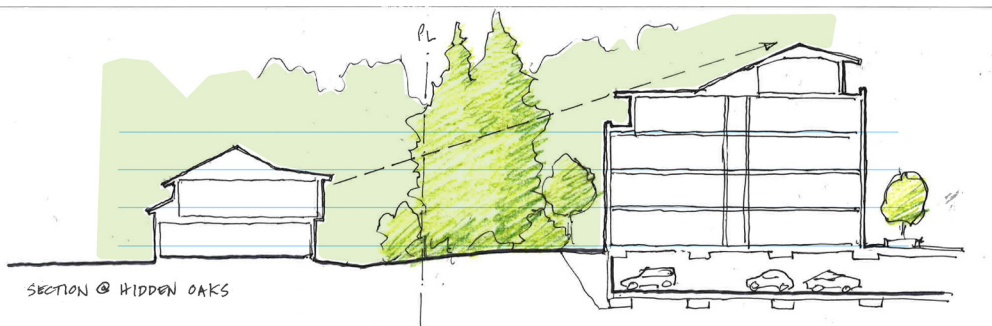


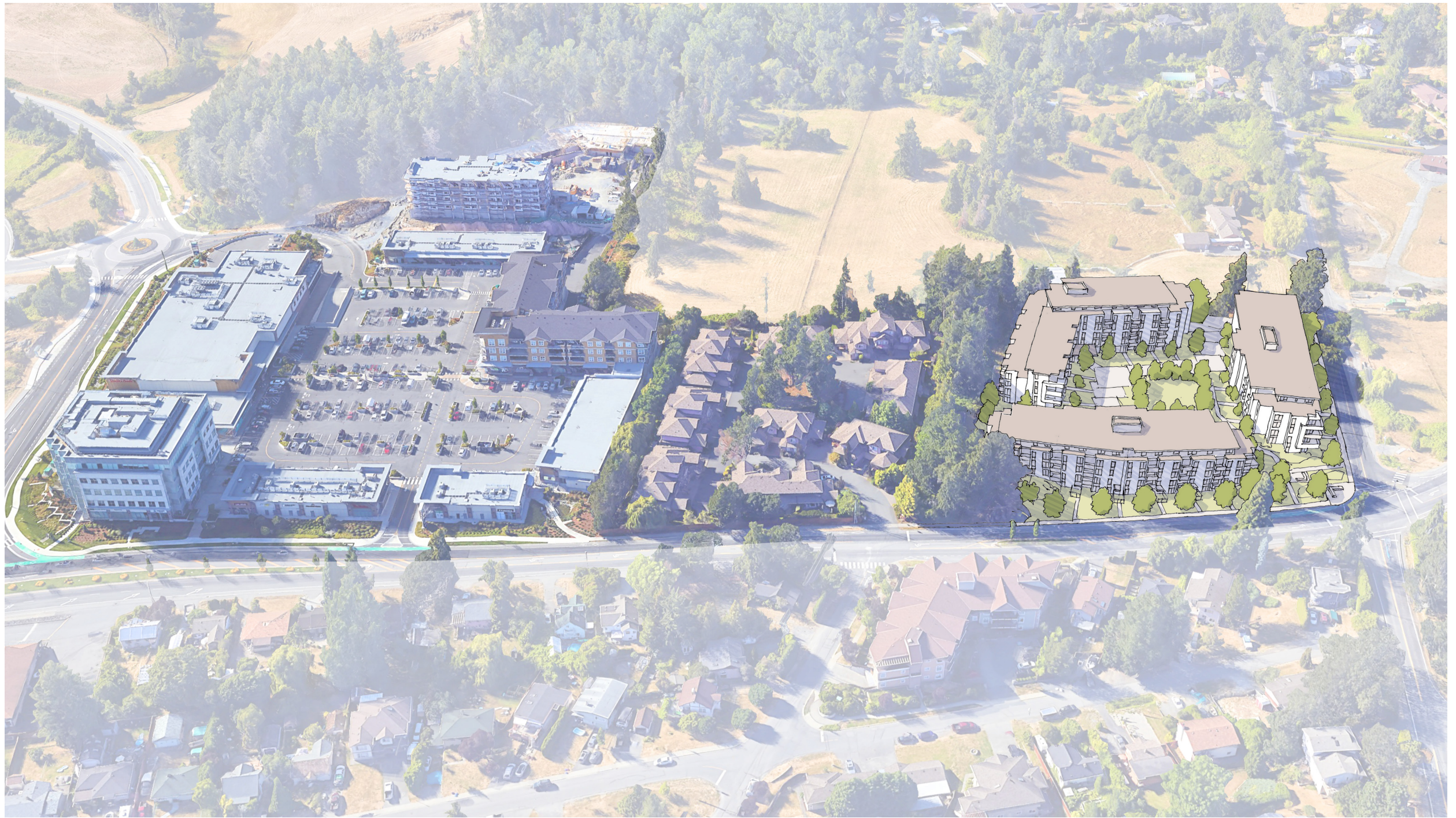
Development Data			
Site Area (sf)	148,120		
Total Units	247		
Units Per Hectare	179		
Gross Floor Area (sf)	228,750		
FAR	1.5		
Coverage	33%		
Height (ft)	64		
Height (storeys)	3 - 6		
Unit Type	Count	Percent	
1-Bed (587 sf)	97	39%	
2-Bed (878 sf)	138	56%	
3-Bed (1,050 sf)	12	5%	
Setbacks (m)	Required Minimum	Proposed Minimum	Proposed Average
Front (Helmcken)	7.5	10.5	16.2
Flanking (Burnside)	4.0	8.2	8.2
Side (West)	4.0	11.2	16.4
Side (North)	4.0	8.1	8.1

1



Site Analysis: Impervious Surfaces vs. Green Space





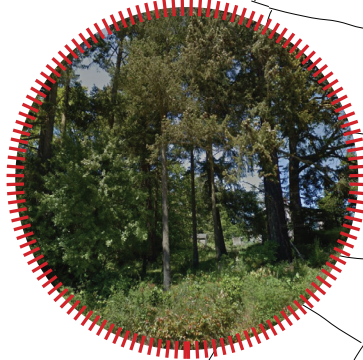
Aerial Perspective Rendering



COMMUNITY GREEN - OPEN SPACE



WOONERF STYLE SHARED SPACE:
SLOW ZONE, INFORMAL SOCIALIZING,
GATHERING AND PLAY



PRESERVED TREES AND LANDSCAPE.
INVASIVE SPECIES MANAGEMENT.
GAPS FILLED WITH NATIVE TREES.
PEDESTRIAN PATH FOR RESIDENTS.



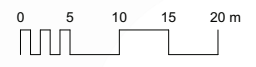
PLANTED BOULEVARD
WITH RAIN GARDENS

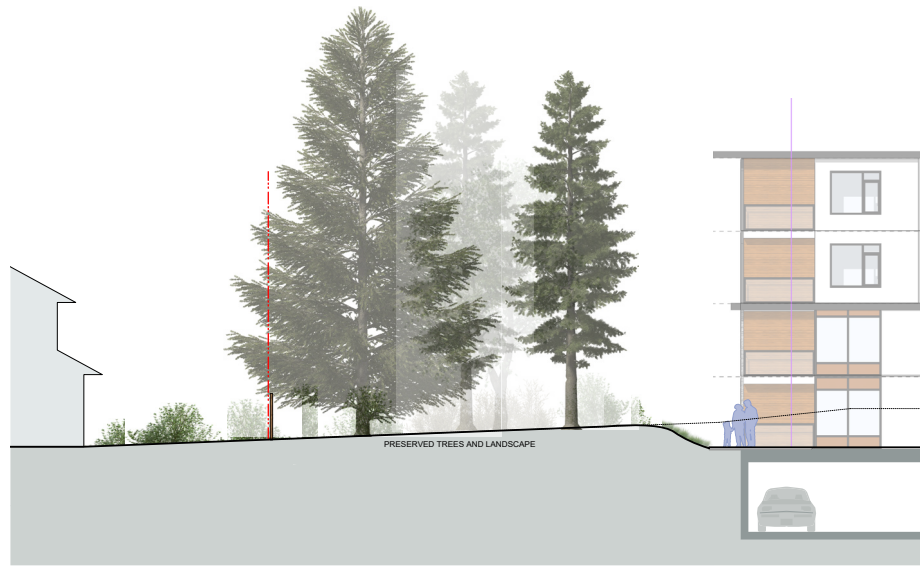


PRESERVED ROCK OUTCROP



FEATURE RAIN GARDEN BETWEEN SMALL PLAZAS
WITH SEATING, RAILING AND PERGOLA

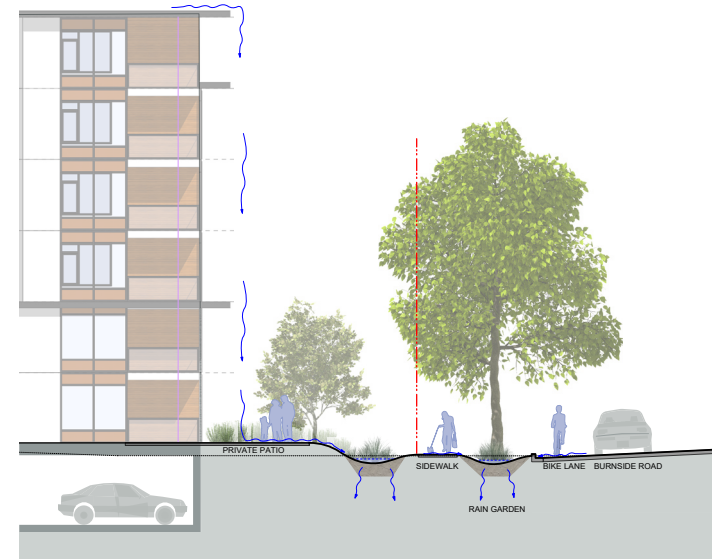




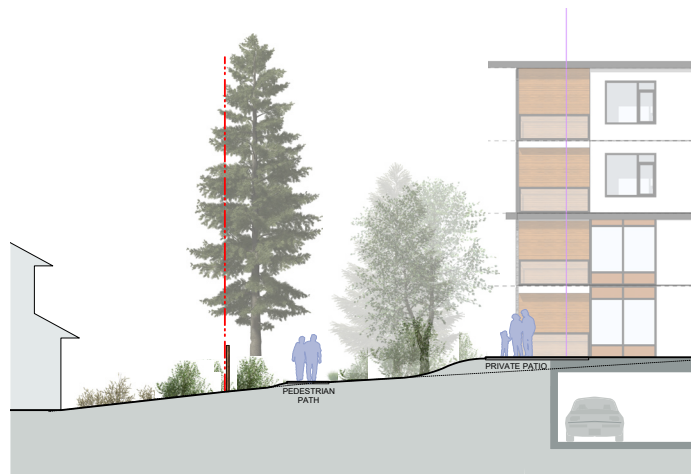
1 SECTION 1 THROUGH WESTERN LANDSCAPE
Scale: 1:100



2 SECTION 2 THROUGH NORTHERN LANDSCAPE
Scale: 1:100



3 SECTION 3 THROUGH BURNSIDE STREETSCAPE
Scale: 1:100



4 SECTION 4 THROUGH PEDESTRIAN PATH
Scale: 1:100



5 SECTION 5 THROUGH HELMCKEN ROAD
Scale: 1:100



Key Plan
Scale: 1:1000

