



# CORPORATION OF THE TOWNSHIP OF ESQUIMALT

Municipal Hall  
1229 Esquimalt Road  
Esquimalt, B.C. V9A 3P1

## Legislation Text

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### REQUEST FOR DECISION

**DATE:** May 12, 2021

Report No. APC-21-013

**TO:** Chair and Members of the Advisory Planning Commission

**FROM:** Alex Tang, Planner and Bill Brown, Director of Development Services

**SUBJECT:**

Rezoning Application - 1338 1340, 1344 & 1350 Saunders Street

**RECOMMENDATION:**

That the Esquimalt Advisory Planning Commission recommends to Council that the rezoning application to authorize the proposed development of a 6-storey residential building consistent with the architectural and landscape plans provided by Thuja Architecture and Design, stamped "Received April 15, 2021", and sited in accordance with the site plan provided by McElhanney, stamped "Received April 15, 2021", to be located at 1338 Saunders Street [PID 006-374-816, Lot 25, Suburban Lot 45, Esquimalt District, Plan 2854] + [PID 006-374-786, Lot 24, Suburban Lot 45, Esquimalt District, Plan 2854], 1340 Saunders Street [PID 006-374-719, Lot 23, Suburban Lot 45, Esquimalt District, Plan 2854] + [PID 006-374-662, Lot 22, Suburban Lot 45, Esquimalt District, Plan 2854], 1344 Saunders Street [PID 005-479-258, Lot 21, Suburban Lot 45, Esquimalt District, Plan 2854] + [PID 005-479-240, Lot 20, Suburban Lot 45, Esquimalt District, Plan 2854] and 1350 Saunders Street [PID 004-543-483, Lot A, Suburban Lot 45, Esquimalt District, Plan 13158] be forwarded to Council with a recommendation to either approve, approve with conditions, or deny the application including reasons for the chosen recommendation.

**RELEVANT POLICY:**

Official Community Plan Bylaw, 2018, No. 2922

Zoning Bylaw, 1992, No. 2050

Local Government Act

Declaration of Climate Emergency

Parking Bylaw, 1992, No. 2011

Development Application Procedures and Fees Bylaw, 2012, No. 2791

Advisory Planning Commission Bylaw, 2012, No. 2792

Subdivision and Development Control Bylaw, 1997, No. 2175

Green Building Checklist

**STRATEGIC RELEVANCE:**

Healthy, Livable and Diverse Community: Support community growth, housing, and development

consistent with our Official Community Plan

## **BACKGROUND:**

Appendix A: Aerial Map

Appendix B: Architectural Drawings, Landscape Plan, and Surveyor's Site Plan

Appendix C: Green Building Checklist

## **PURPOSE OF APPLICATION:**

The applicant is requesting a change in zoning from RM-1 [Multiple Family Residential] to a Comprehensive Development District zone [CD]. This change is required to accommodate the proposed 6-storey, 72-unit multiple family residential building including a 72-space parking garage.

Evaluation of this application should focus on issues related to zoning such as the proposed height, density, massing, proposed unit sizes, siting, setbacks, lot coverage, usable open space, parking, land use, fit with the neighbourhood, and consistency with the overall direction contained within the Official Community Plan.

This site is located within Development Permit Area No. 1 - Natural Environment, No. 6 - Multi-Family Residential, No. 7 - Energy Conservation and Greenhouse Gas Reduction and No. 8 - Water Conservation of the Township's Official Community Plan. The form and character of the buildings, landscaping, and consistency with guidelines relating to natural environment protection, energy conservation, greenhouse gas reduction, and water conservation would be controlled by a development permit that would be considered by Council at a future date as the proposed development is situated within Development Permit Areas 1, 6, 7 and 8.

## **CONTEXT:**

Applicant: WestUrban Developments, Ltd.

Owners: Arthur Frank Charlesworth [1338 + 1340 Saunders Street]

Alvin and Noreen Dubetz [1344 Saunders Street]

Davinder and Manmohan Johal [1350 Saunders Street]

Designer: Thuja Architecture and Design

Total Property Size: Metric: 2290 m<sup>2</sup>

Imperial: 24650 ft<sup>2</sup>

OCP Present Land Use Designation: Townhouse Residential

OCP Proposed Land Use Designation: High Density Residential

Zone: RM-1 [Multiple Family Residential]

Existing Land Use: Mix of Single-Family Dwellings and Duplexes

Proposed Land Use: Multiple Family Residential

Surrounding Land Uses:

North: Federal Land

South: Multiple Family Residential

East: Multiple Family Residential

West: Federal Land

## **OCP ANALYSIS:**

The proposed development is consistent with the Proposed Land Use Designation of 'High Density Residential'. The proposed development consists of 6-storeys, 72 residential units and a Floor Area Ratio of 2.0. Hence, this proposal is consistent with the acceptable density prescribed in the Official Community Plan.

OCP Section 3.3 Housing and Community identifies the land lying north of Esquimalt Road between Admirals Road and CFB Esquimalt as an area for residential densification.

OCP Section 5.1 states a policy to 'support the development of a variety of housing types and designs to meet the anticipated housing needs of residents. This may include non-market and market housing options that are designed to accommodate young and multi-generational families, the local workforce, as well as middle- and high-income households.'

OCP Section 5.3 Medium and High-Density Residential Development states an objective to support compact, efficient medium density and high-density residential development that integrates with existing proposed adjacent uses.

Supporting policies in this section consistent with the proposed development include:

- Encourage new medium-density and high-density residential development with high quality design standards for building and landscaping and which enhance existing neighbourhoods.
- Prioritize medium density and high-density residential development in proposed land use designated areas that:
  1. reduce single occupancy vehicle use;
  2. support transit service;
  3. are located within proximity to employment centres; and
  4. accommodate young families.
- Consider new high density residential development proposals with a Floor Area Ratio of up to 3.0, and up to twelve storeys in height, in areas designated on the "Proposed Land Use Designation Map."
- A mix of dwelling unit sizes should be provided in medium density and high-density residential land use designated areas to meet the varying housing needs of Esquimalt residents.
- Encourage the incorporation of spaces designed to foster social interaction.
- Encourage the installation of electric vehicle charging infrastructure in medium and high-density residential developments.

Section 5.5 Age Friendly Housing states an objective to expand and protect seniors housing in Esquimalt to enable citizens to "age in place".

Supporting policies in this section relevant with the proposed development include:

- Support and facilitate development of multi-generational housing, including in medium and high-density residential developments.
- Encourage child friendly developments that provide appropriate amenities such as outdoor play areas for young children that are well-separated from traffic circulation and parking areas.
- Encourage adaptable design for all dwellings created through rezoning.
- Encourage more accessible housing for people with mobility limitations on the ground floor of

medium and high-density residential buildings.

Section 11.3.2 New Development states the following policies:

- Encourage developers to provide a variety of end of trip facilities for active transportation.
- Encourage bike lockers in multi-unit residential and commercial/commercial mixed-use developments.

Section 13.3.3 Building Energy Efficiency states the following policies:

- Adopt best practices based on evolving building technologies and materials.
- Encourage the adoption of passive, efficient, and renewable energy systems in new buildings and during building retrofits.
- Investigate options for encouraging developers to achieve high energy performance in new developments through such tools as density bonusing, expedited permit approval process, rebate of development fees, revitalization tax exemption, and other incentives.
- Pursue higher energy-efficiency performance in new developments, through the achievement of higher steps in the BC Energy Step Code as an amenity associated with rezoning.

Under Section 13.3.6 Passenger Vehicle Alternatives, the following policies are listed:

- Encourage the installation of electric vehicle charging infrastructure in all new multi-unit developments.
- Pursue the installation of electric vehicle charging capacity in new developments during the rezoning process.
- Encourage the inclusion of car share in new multi-unit residential developments.

Relevant Development Permit Area Guidelines to consider as it relates to the rezoning application include:

- New buildings should be designed and sited to minimize visual intrusion on to the privacy of surrounding homes and minimize the casting of shadows on to the private outdoor space of adjacent residential units.
- The size and siting of buildings that abut existing single- and two-unit and townhouse dwelling should reflect the size and scale of adjacent development and complement the surround uses. To achieve this, height and setback restrictions may be imposed as a condition of the development permit.
- Underground parking should be encouraged for any multi-unit residential buildings exceeding four storeys.
- Orient buildings to take advantage of site-specific climate conditions, in terms of solar access and wind flow; design massing and solar orientation for optimum passive performance.
- Build new developments compactly, considering the solar penetration and passive performance provided for neighbouring sites, and avoid shading adjacent to usable outdoor open spaces.
- In commercial, residential, or commercial mixed-use designated areas with taller developments, vary building heights to strategically reduce the shading on to adjacent buildings.

## **ZONING ANALYSIS:**

Density, Lot Coverage, Height and Setbacks: The following chart lists the floor area ratios, lot

coverage, setbacks, height, parking, and usable open space of this proposal. Zoning Bylaw, 1992, No. 2050 does not currently contain a zone that can accommodate this proposed development.

	Proposed CD Zone
Residential Units	72
Floor Area Ratio	2.0
Lot Coverage (underground parking level)	82%
Lot Coverage at or above the First Storey	43%
Setbacks:	
Front	7.9 m
Exterior Side	11.0 m
Interior Side	1.9 m
Rear	4.3 m
Building Height	19 m [6 storeys]
Off Street Parking	72 spaces
Bicycle Parking	82

Floor Area Ratio: The FAR of this proposal is consistent within the acceptable amount in a high density residential designated parcel.

Lot Coverage: Staff has worked with the applicant to reduce the amount of excavated area for the parkade to 82% of the site to leave natural areas that can sustain significant trees and plantings.

#### **PARKING ANALYSIS:**

Parking: Parking Bylaw, 1992, No. 2011 requires 1.3 parking spaces per unit to be provided for multiple family developments. Parking areas are required to be constructed to meet the standards for manoeuvring aisle dimensions and associated parking stall dimensions detailed in Part 14, Table 2, of the Bylaw.

This proposal incorporates 72 parking spaces to serve 72 residential dwelling units. Hence, the parking ratio of 1.0 is less than the required amount of 94 parking spaces as required by the Parking Bylaw.

#### **COMMENTS FROM OTHER DEPARTMENTS:**

Community Safety Services (Building Inspection):

The building is to be constructed to requirements of BC Building Code 2018 and municipal bylaws. Plans will be reviewed for compliance with BC Building Code upon submission of a building permit application.

Engineering Services:

Engineering staff has completed a preliminary evaluation of works and services that would be required for the proposed 72-unit multiple family residential building. Staff confirms that the design

appears achievable on the site and that appropriate works and services are available in the immediate area. If approved, the development must be serviced in accordance with bylaw requirements including, but not limited to, new sewer and drain connections, underground hydro, telephone and cable services and new road works may be required up to the centre line of Saunders Street and Nelson Street.

Engineering staff has concerns with the siting of the garbage and recycling on the southeast corner. In addition, there shall be no parking within 9 metres of the intersection. Although these are issues more relevant to the development permit, the siting of the garbage and recycling does relate to the siting of the principal building.

Should the application be approved, additional comments will be provided when detailed civil engineering drawings are submitted as part of a building permit application.

**Parks:**

Parks staff has completed a preliminary review of the proposed on-site and off-site landscaping and commented that a tree cutting permit application is required for all trees to be removed. All trees that are to be retained, including boulevard trees, must have tree protection fencing erected at the drip line.

Moreover, parks staff requests the provision of a tree survey for all trees on the property and Township boulevard. The survey should include condition, specie, size, location (on scaled plan), tag number, and whether the tree is proposed to be retained or removed. Parks staff comments that the provided landscape plan looks good.

**Fire Services:**

Fire services staff has completed a preliminary review of the proposed plans and recommends that:

- Hydro lines along Saunders Street to be buried.
- Water main upgrade along Nelson Street to service the proposed multiple-family development
- Addition of new fire hydrants to meet BC Building Code and BC Fire Code.

**ISSUES:**

Please consider the massing, height, lot coverage, setbacks, amount of open space and parking in your recommendation to Council.

**ALTERNATIVES:**

1. That the Advisory Planning Commission recommends to Council that the rezoning application be approved including reason for this recommendation.
2. That the Advisory Planning Commission recommends to Council that the rezoning application be approved subject to conditions, including reason for this recommendation.
- 3.. That the Advisory Planning Commission recommends to Council that the rezoning application be denied including reasons for this recommendation.