



# CORPORATION OF THE TOWNSHIP OF ESQUIMALT

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

## Legislation Text

File #: 21-569, Version: 1

### REQUEST FOR DECISION

**DATE:** November 10, 2021

Report No. APC-21-025

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

**FROM:** Bill Brown, Director of Development Services

**SUBJECT:**

Rezoning Application - Proposed 213-Unit Multifamily Low-rise Apartment - 1221 Carlisle Avenue

**RECOMMENDATION:**

That the Esquimalt Advisory Planning Commission recommends to Council that the rezoning application to authorize the proposed development of a 213-unit, 5-storey, multi-family apartment building consistent with the architectural plans provided by dHKarchitects, attached as Appendix "B" to Staff Report DRC-21-018 and sited in accordance with a site plan prepared by McElhanney and included as page A100 in the architectural drawing package to be located at 1221 Carlisle Avenue

Lot	Section	Plan	PID
11	11	VIP946	002-179-105
14	11	VIP946	008-183-309
15	11	VIP946	008-183-376
16	11	VIP946	000-248-134
17	11	VIP946	008-183-422
18	11	VIP946	008-183-481
19	11	VIP946	008-183-546
20	11	VIP946	005-587-638
21	11	VIP946 (See Note)	008-183-597
21	11	VIP946 (See Note)	008-183-601
22	11	VIP946	008-183-619
23	11	VIP946	008-183-635
A	11	VIP3829	006-111-092
B	11	VIP3829	006-111-131

Note:

PID 008-183-601 EXC THAT PT LYING TO THE E OF A STRAIGHT BOUNDARY JOINING THE POINTS OF BISECTION OF THE N EASTERLY & S WESTERLY BOUNDARIES OF SAID LOT  
PID 008-183-597 THAT PT LYING TO THE E OF A STRAIGHT BOUNDARY JOINING THE POINTS OF BISECTION OF THE N EASTERLY & S WESTERLY BOUNDARIES OF SAID LOT.

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 including Surveyor's Site Plan  
Appendix C: Landscape Plan  
Appendix D: Green Building Checklist  
Appendix E: Traffic Impact Assessment  
Appendix F: Parking Study  
Appendix G: Applicant's Presentation

**PURPOSE OF APPLICATION:**

The purpose of the application is to rezone 14 existing lots each containing a detached dwelling. The existing dwellings are all older housing stock. The proposed development would bring much needed rental accommodation into Esquimalt's core helping to address the twin crises currently facing the Township, namely affordable housing, and the climate emergency. The proposed building morphology represents a low-rise moderate density design which is ideal for reducing greenhouse gas emissions associated with urban environments. In addition, the location in the heart of Esquimalt, close to employment, shopping, restaurants, and recreation; adds to an already walkable precinct and reduces the need for travel by cars. Livability is further enhanced by the following features:

- Extension of the Art Walk from the Esquimalt Town Square to Lyall Street.

- A proposed mini-plaza at the corner of Fraser Street and Carlisle Avenue - this could become an outdoor office space.
- 215 m<sup>2</sup> indoor amenity space.
- Two, 60-person roof top patios - one on each building.
- Ground orientated units.

The 213 units comprise of:

- 2 studios
- 113 1 - bedroom
- 82 2- bedroom
- 16 3 - bedroom

Extensive streetscape improvements are also proposed. Further details of the application are found in the letter to Mayor and Council attached as Appendix G.

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. 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 the Design Review Committee at a future date.

## **CONTEXT:**

Applicant: Rob Whetter dHKarchitects

Owner: Carlisle Avenue Development BC Ltd.

Architect: dHKarchitects

Total Property Size: Metric: 7520 m<sup>2</sup> Imperial: 80,945 ft<sup>2</sup>

OCP Present Land Use Designation: Low Density Residential

OCP Proposed Land Use Designation: Medium Density Residential

Zone: Single Family Residential [RS-1]

Existing Land Use: Single Detached Residential Dwelling Units

Proposed Land Use: Multiple Family Residential [5 Storeys]

Surrounding Land Uses:

North: Multiple Family Residential [6-Storey Stratified Apartments]

South: Single Family Residential

East: Esquimalt Recreation Centre

West: Two duplexes.

## OCP ANALYSIS:

The proposed development is consistent with the Official Community Plan.

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.
- 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 5.6 Family and Child-friendly Housing states an objective to address the shortage of family and child friendly housing in Esquimalt.

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

- Encourage the provision of medium and high density commercial mixed-use developments designed for families with children.

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.
- Provide space for significant landscaping including varying heights of trees, shrubs and ground covers.
- Provide usable outdoor amenities such as seating, food gardens, mini-libraries, and play spaces in semi-public areas to enhance the experience of walking and recreating in the neighbourhood.

- Provide space for absorbent landscaping, including significantly sized trees on the site and by not allowing underground parking structures to extend beyond building walls.

### ZONING ANALYSIS:

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	213
Total Floor Area Ratio	2.0
Lot Coverage (at the parking level)	77.0%
Lot Coverage at First Storey	52.3%
Minimum Setbacks:	
Carlisle Avenue	5.46
Fraser Street	6.96
Lyll Street	4.79
West Side Yard	5.55
Building Height	16 m (5-storeys)
Off Street Parking	213 (including 5 accessible and 7 visitor)
Usable Open Space	TBD
Bike Parking	213 Class 1 + 10 Short term

Floor Area Ratio: The FAR of this proposal is 2.0

Lot Coverage: The lot coverage of the parkade is 77.0%. The lot coverage at the First Storey is 52.3%%.

Usable Open Space: Ample open space is provided.

### PARKING ANALYSIS:

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 213 parking spaces to serve 213 residential dwelling units. Hence, the parking ratio of 1:1 is less than the required amount of 1.3 which would equate to 277 parking spaces, however, it is important to note that the Parking Bylaw is over 28 years old and no longer reflects contemporary parking values. A parking study has been completed and is attached as Appendix F.

## COMMENTS FROM OTHER DEPARTMENTS:

### Community Safety Services (Building Inspection):

No concerns. This project requires the services of an architect. Retaining walls and accessory structures may require a separate Building Permit. Subject to review for Building Code and Bylaw compliance at time of Building Permit application.

### Engineering Services:

Engineering has completed a preliminary review of the proposed development and have the following comments:

#### 1. Completion of Works and Services

According to Bylaw 2175, including all schedules, the developer may be required to provide all works and services up to the road centerline. All works and services that are required to be constructed and installed at the expense of the owner shall be constructed before the Approving Officer approves the development unless the owner:

- Deposits with the municipality a security deposit in the amount of 120% of the estimated construction cost, and
- Enters into a servicing agreement with the municipality.

#### 2. Serviceability

A preliminary review reveals that the subject properties are connected to the municipal sewer and drain systems. The proposed development is to have services as per Bylaw 2175 (Subdivision and Development Control Bylaw) including, but not limited to new sewer and drain service connections, new curb/gutter/sidewalk along frontages, (including 502/506/510 Fraser and 1208 Lyall) repaving (and possible road base/sub-base) curb to curb on Carlisle Avenue frontage and underground H/T/C to the proposed development. If undergrounding of the Hydro/Tel lines fronting the proposed development is required, 502/506/510 Fraser and 1208 Lyall should also be included. Loading Zone should be encouraged on site. Mid-block cross walk, curb to curb, to connect proposed Art Walk to Town Square site (remove proposed lay by). Cycling facility on Lyall Street required, complete with bike lock ups.

#### 3. Engineering

The applicant is responsible for retaining the services of a qualified professional for the design and construction supervision of all works and services, including construction cost, engineering fees, administrative fees, and as indicated in Bylaw 2175.

#### 4. Additional Comments

Additional comments will be provided when a Civil Engineering drawing has been received. A Sewer Impact Assessment, and Lighting Assessment should also be completed.

**Parks:**

- Please provide a Tree Survey for all trees on the property and Township boulevard. The survey should include condition, species, size, location (on scaled plan), tag number, and whether the plan is to retain or remove the tree.
- All trees and Landscape must be watered by the irrigation system being installed.
- Clarify who is responsible for boulevard tree maintenance.
- A tree cutting permit application must be submitted for all trees requested to be removed.
- No trees are to be removed without a tree cutting permit.
- All trees that do not have an approved tree cutting permit, must be protected by tree protection fencing, erected at the dripline.
- The Landscape Plan looks good.

**Fire Services:**

- Hydro lines on Carlisle to be underground
- New hydrant required to be within 45 metres of the Fire Department Connection
- Fire Department Response Point is required to be within 3-15m of the curbside
- Suites with private entrances would require a pull station at exit door to the private entry patio, or an Alternate Solution may be required
- Roof top amenity space will require audibility devices, emergency lighting, exit signage, fire extinguisher and occupant load signage-ensure review is conducted to ensure occupant load complies with one exit and travel distance.
- Columnar street trees should be considered on Carlisle to ensure overhead clearance for fire department apparatus
- A Construction Fire Safety Plan along with a BC Fire Code 5.6.1.2 Report (prepared by a registered professional) for Protection of Adjacent Buildings will be required
- An adequate water supply will be required "early in the development" to ensure that the standpipes are progressively installed and wet (unless threat of freezing), and that any mitigating measures proposed in the BC Fire Code 5.6.1.2 Report that involve water have an adequate supply (including hoseline)

**ISSUES:**

Please consider the proposed uses, massing, height, lot coverage, setbacks, number of units, unit sizes, amount of open space, relationship to nearby land uses, and number of parking spaces.

**ALTERNATIVES:**

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



denied including reasons for this recommendation.