



# CORPORATION OF THE TOWNSHIP OF ESQUIMALT

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

## Legislation Text

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File #: 22-396, Version: 1

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### REQUEST FOR DECISION

**DATE:** August 11, 2022

Report No. APC-22-016

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

**FROM:** James Davison, Manager of Development Services

**SUBJECT:**

Rezoning Application - Proposed 119-Unit 6-Storey Apartment Building - 884 Lampson Street

**RECOMMENDATION:**

That the Esquimalt Advisory Planning Commission recommends to Council that the rezoning application to authorize the proposed development of a 119-unit, 6-storey apartment building consistent with the architectural plans provided by WA Architects, attached as Appendix B to Staff Report APC-22-016 and sited in accordance with a site plan prepared by Summit Land Surveying and included as page A100 in the architectural drawing package to be located at 884 Lampson Street and legally described as:

LOT 2 SECTION 10 ESQUIMALT PLAN VIP7433	004-312-821
LOT 5 BLOCK 6 SECTION 10 ESQUIMALT PLAN VIP2546	004-801-849
LOT 14 BLOCK 6 SECTION 10 ESQUIMALT PLAN VIP2546	006-323-987
LOT AM8 BLOCK 6 SECTION 10 ESQUIMALT PLAN VIP2546	006-337-953
LOT A SECTION 10 ESQUIMALT PLAN VIP14648	004-243-307

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 and Surveyor Site Plan  
Appendix C: Lot Line Designations Illustration  
Appendix D: Landscape Plan  
Appendix E: Green Building Checklist  
Appendix F: Parking Study  
Appendix G: Letter to Mayor and Council from Applicant  
Appendix H: Applicant Presentation

## **PURPOSE OF APPLICATION:**

The purpose of the application is to rezone five existing lots containing three detached dwelling units (884 Lampson St, 885 and 887 Tillicum Rd) and four duplex units (863, 865, 879 and 881 Tillicum Rd). The existing dwellings are all older housing stock. The proposed development would bring much needed accommodation to Esquimalt, 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 Esquimalt near recreation opportunities, schools, public transit, the Craigflower and Tillicum intersection, major employment centres at CFB Esquimalt, Esquimalt Business Park, and the E&N Rail Trail adds to Esquimalt's liveability and reduces the need for travel by cars. Livability is further enhanced by the following features:

- 114m<sup>2</sup> indoor amenity space.
- 235m<sup>2</sup> outdoor amenity space.
- Ground oriented units.

The 119 units comprise of:

- 62      1 - bedroom
- 49      2- bedroom
- 8        3 - bedroom

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 APC Design Review Committee at a future date.

## CONTEXT:

Applicant: Andrew Kortas - Lida Homes

Owners: LIDA Developments Inc.  
D. Brisotto and T. Brisotto  
H. Granger and P. Granger  
Mei & You Kwan

Architect: WA Architects

Total Property Size: Metric: 4,136 m<sup>2</sup> Imperial: 44,519 ft<sup>2</sup>

OCP Present Land Use Designation: Low Density Residential  
OCP Proposed Land Use Designation: Medium Density Residential

Existing Zone: Single Family Residential [RS-1],  
Two Family Residential [RD-1],  
Two Family/Single Family Residential [RD-3]

Proposed Zone: CD-157

Existing Land Use: Detached or Duplex Residential Dwelling Units  
Proposed Land Use: Multiple Family Residential [6 Storeys]

Surrounding Land Uses:

North: Single Family/Two Family Residential  
South: Single Family/Two Family Residential  
East: Lampson St with Single Family/Two Family Residential and Lampson Ball Park beyond.  
West: Tillicum Rd with Gorge Vale Golf Club beyond.

## 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 neighborhood.
- 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 (CD-157)
Residential Units	119
Total Floor Area Ratio	1.54
Lot Coverage (at the parking level)	77%
Lot Coverage at First Storey	32%
Minimum Setbacks:	
Lot Line A	4.1m (4.2m parking structure)
Lot Line B (rear - Tillicum)	5.2m (2.0m parking structure)
Lot Line C	2.9m (1.3m parking structure)
Lot Line D	22.3m (3.1m parking structure)
Lot Line E	9.4m (3.1m parking structure)
Lot Line F	9.4m (1.4m parking structure)
Lot Line G	9.4m (2.3m parking structure)
Lot Line H (front - Lampson)	44.9m (2.8m parking structure)
Lot Line I	9.4m (1.5m parking structure)
Lot Line J	9.4m (1.5m parking structure)
Building Height	20.4m (6-storeys)
Off Street Parking	109 stalls (51 small car, 2 accessible)
Usable Open Space	235m <sup>2</sup>
Bike Parking	129 Class 1 (incl 26 cargo bikes), 6 Class 2
Indoor Amenity Space	114m <sup>2</sup>

### TRAFFIC ANALYSIS:

A Traffic Impact Assessment has been requested but has not yet been 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 maneuvering aisle dimensions and associated parking stall dimensions detailed in Part 14, Table 2, of the Bylaw.

This proposal incorporates 109 parking spaces to serve 119 residential dwelling units. The proposed parking ratio of 0.91 is less than the required amount of 1.3, which would equate to 155 parking spaces. 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:

### Building:

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:

#### 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, and underground H/T/C to the proposed development. Loading Zone to be on site.

#### 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. A sewer capacity assessment report is required. There are existing sewer capacity issues downstream of the proposed development and onsite sewer attenuation may be required. Other options are for the developer to reduce the amount of I & I into the sewer system equivalent to the increase in sewer flow from the proposed development, or contribute a cash equivalent of the cost to reduce such I & I. A traffic impact assessment will also be required for the proposed development that includes how any reduction in the proposed on site parking will effect on street parking in the neighborhood. Frontage improvements to be confirmed at a later date, based on Active Transportation design provisions for bike lanes on Tillicum Road and Lampson Street. Any and all design, construction, registration or other works related to the relocation of sewer or drain mains within Right of Ways are the responsibility of the developer

#### 4. Additional comments

Additional review comments will be provided once detailed Engineering drawings are provided.

**Parks:**

Planting selection looks good. Existing trees not on plan (example: boulevard trees, London Plane Tree) so don't know what is to be retained and what is to be removed. Need arborist report with tree inventory complete with trees to stay, protection, and value of trees to be removed.

**ISSUES:**

Please consider 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.

**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.