



Staff Report to the Planning, Zoning and Affordable Housing Committee

DATE: Monday, January 17, 2022

DEPARTMENT: Planning

APPLICATION NO.: Z21-0036

SUBJECT: Application to Rezone 2822, 2824, and 2828 Jacklin Road from the One- and Two-Family Residential (R2) Zone to the City Centre Pedestrian (CCP) Zone to Allow for the Development of a 12-Storey Mixed Use Building

PURPOSE:

Grayland Consulting Ltd. has applied on behalf of Richard Hoogendoorn, Cheri Crause, and Lorraine Nygaard to rezone 2822, 2824, and 2828 Jacklin Road from the One- and Two-Family Residential (R2) Zone to the City Centre Pedestrian (CCP) Zone (Area 2) to allow for the development of a 12-storey mixed use building. The building would consist of approximately 88 residential units and 272m² (2,932 ft²) of commercial space on the ground floor level, which would have direct access to Jacklin Road.

PREVIOUS APPLICATIONS

The City has not received any previous planning applications with respect to the subject properties.

Table 1: Site Data

<i>Applicant</i>	Grayland Consulting Ltd.	
<i>Owner</i>	Richard Hoogendoorn, Cheri Crause, and Lorraine Nygaard	
<i>Civic Addresses</i>	2822, 2824, and 2828 Jacklin Road	
<i>Legal Descriptions</i>	Strata Lot A, Section 5, Esquimalt District, Strata Plan 1913 Strata Lot B, Section 5, Esquimalt District, Strata Plan 1913 Lot A, Section 5, Esquimalt District, Plan 49776	
<i>Size of Properties</i>	1,620m ² (0.4 acres)	
<i>DP Areas</i>	City Centre	
<i>Zoning Designation</i>	Existing: One- and Two-Family Residential (R2)	Proposed: City Centre Pedestrian (CCP)
<i>OCP Designation</i>	Existing: City Centre	Proposed: City Centre

SITE AND SURROUNDING AREA

The two northern properties contain a two-family dwelling while the southern lot contains a one-family dwelling. The majority of properties on this side of Jacklin Road are either one- or two-family dwellings, with the exception of the immediate property to the north, which is a commercial site containing professional offices. Across the road on the east side of Jacklin are townhouses and a multi-residential building.

Figure 1 – Current Condition of the Subject Properties



Table 2 – Surrounding Land Uses

	<i>Zoning</i>	<i>Use</i>
<i>North</i>	Office Commercial (C5)	Commercial
<i>East</i>	Mixed-Use Residential Commercial (MU1 and MU1A)	Mixed-Use and Multi-Family Residential
<i>South</i>	One- and Two-Family Residential (R2)	Residential
<i>West</i>	One- and Two-Family Residential (R2)	Residential

Figure 2 – Subject Properties



COUNCIL POLICY

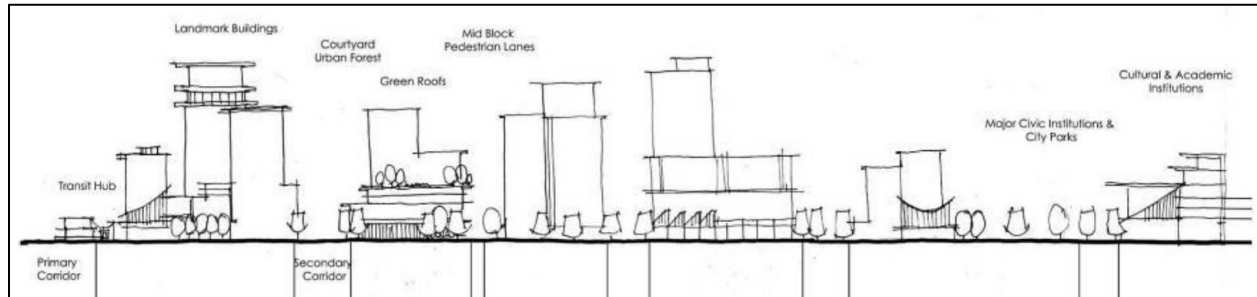
OFFICIAL COMMUNITY PLAN

The Official Community Plan (OCP) Bylaw No. 1200 designates the subject property as ‘City Centre’, which is defined by the following text:

- A major regional growth centre that support a wide range of high-density housing, including affordable and rental housing
- A major employment area for institutional, office, commercial, light industrial uses
- Major civic uses and public buildings are key landmarks
- A major place of community gathering and celebration
- A wide range of public squares, parks and open spaces are integrated throughout
- The City’s major entertainment and/or cultural precinct

- Inter-city and/or inter-regional transit hub connect residents

Figure 3 – Concept for the City Centre



DEVELOPMENT PERMIT AREAS

The subject properties are not located within any of the Environmental Protection or Hazardous Area Development Permit Areas. However, these properties are located within the City Centre Development Permit Area and since the proposal is for a Mixed-Use development, a Development Permit for Form and Character will be required. This Development Permit is required prior to issuance of a building permit to ensure the design is consistent with the City's Design Guidelines.

DESIGN GUIDELINES

The subject properties are located within 'S1 Centennial Park' of the City Centre Neighbourhoods in the Design Guidelines as outlined in Figure 4. For this region of the City Centre, the design intent is as follows:

Figure 4: S1 Centennial Park



Surrounding a large green space, the Centennial Park neighbourhood boasts late century single-family dwellings located on cul-de-sac roads.

This neighbourhood is very suitable for mixed-use development, shared streets and enlarged walkways as well as high-density apartment buildings near Goldstream Avenue.

Other opportunities for development in this neighbourhood include townhouses and medium-density apartments to replace the single-family dwellings on cul-de-sacs and shared streets.

Emphasis within the Centennial Park neighbourhood shall be placed on a family focus and being able to move through the housing continuum by addressing various housing types

In addition to these Neighborhood Guidelines, the subject properties front Jacklin Road, which has been

identified as being appropriate for consideration for the City Centre Pedestrian (CCP) Zone – Area 2 as per the City Centre Concept Map that recently added to the City Centre design guidelines, as proposed by this application.

DEVELOPMENT PROPOSAL

As previously noted, the applicant is proposing to rezone the subject properties to City Centre Pedestrian (CCP) Zone in order to construct a 12-storey mixed use building with approximately 88 residential units and ground floor commercial units. Schedule A provides a rendering of what the building is intended to look like when standing at the corner of Jacklin Road and Lequesne Avenue. There would be a single driveway that would allow vehicles to enter and exit the property at the same time, which would be located towards the southern boundary of the site.

The three properties associated with this development proposal would be consolidated into one parcel, but not immediately. To ensure the properties are consolidated as presented with this rezoning application, Council may wish to require lot consolidation to occur prior to issuance of a Development Permit for Form and Character.

The proposed development would provide the required onsite parking in both underground and at grade levels. The at grade parking would primarily be located behind ground floor units or the lobby, while a portion of the parking along the southern boundary would be screened from view with a wall that would look like an extension of the principal building. With the proposed commercial units and lobby fronting Jacklin Road, the building would comply with the 80% active frontage requirement. Schedule B provides an illustration of the proposed site plan.

The applicant is proposing to provide 100m² of amenity space on the rooftop for the residents of the building. This 100m² does meet the zoning bylaw requirement, but it is anticipated that more would be provided through the Development Permit stage in order to maximize the rooftop amenity space, as there is over 400m² of space available.

With respect to type of units, Langford has seen a concentration of rental apartments among multi-family residential developments. In an effort to provide options for future home ownership and ensure flexibility of housing types for all residents, Council may wish to require developers to strata title the building prior to occupancy so that individual units may be offered for sale if market conditions change at some later date. Taking this step does not impede the use of the building as a rental if the applicant wishes to but ensures that the building is appropriately constructed and will not require potentially costly upgrades if strata title conversion is sought in the future. Council may wish to have the applicant register a building strata plan as a condition of rezoning prior to issuance of an occupancy permit and have this provision secured within a section 219 covenant registered on title.

To remain consistent with other multi-family developments that have recently been rezoned, Council may wish to require the onsite parking stalls be secured to each unit in accordance with the Zoning Bylaw parking requirements to ensure separate rent is not charged for a parking space. This would prevent

future tenants/owners from declining to pay separately for a parking stall and choosing to park on the surrounding streets instead.

Additionally, Council may wish to require the onsite parking spaces to be equipped with infrastructure so that electric charging stations can be installed at a future date without the need of an expensive retrofit to the building. Given the future development of electric vehicles, this may be viewed as a proactive step that would allow residents of the building a wider choice of vehicles in the future.

Table 3: Proposed Date

	Permitted by R2 (Current Zone)	Permitted by CCP (Proposed Zone)
<i>Permitted Uses</i>	<ul style="list-style-type: none"> • One or Two-Family Dwelling • Group Day Care • Home Occupation 	<ul style="list-style-type: none"> • Apartment • Office • Restaurant • Retail Store
<i>Density</i>	n/a	6.0 FAR
<i>Height</i>	9m (30 ft)	n/a
<i>Site Coverage</i>	35% max	n/a
<i>Front Yard Setback</i>	6.0 m (20 ft)	2.0m (6.6 ft) 1-2 storeys 4.0m (13 ft) 3+ storeys
<i>Interior Side Yard Setback</i>	1.5m (5.0 ft)	3.0 (9.8 ft)
<i>Exterior Side Yard Setback</i>	4.5m (15 ft)	2.0m (6.6 ft) 1-2 storeys 4.0m (13 ft) 3+ storeys
<i>Rear Yard Setback</i>	6.0m (20 ft)	3.0 (9.8 ft)
<i>Parking</i>	2 per unit + 1 per suite	1.25 per 0-2 bedrooms 2.25 per 3 + bedrooms

FRONTAGE IMPROVEMENTS

Jacklin Road

Frontage improvements along Jacklin Road have already been completed. As part of this development, works will include the removal of existing driveways, construction of a new driveway for the development and re-establishment of the boulevard and sidewalks impacted by construction.

SEWERS

A sewer main does exist within Jacklin Road fronting this site and a connection from the building to the main would be required. Any improvements, extensions, or modifications needed to the sewer main within the municipal road right-of-way will be completed by West Shore Environmental Services at the applicant's expense.

DRAINAGE AND STORMWATER MANAGEMENT

This site is located within an area where stormwater infiltration is required as per Bylaw 1000. Stormwater mains do not exist within this area. As a condition of rezoning, Council may wish to request that the applicant examine how stormwater can be managed on-site through infiltration and have a technical memo from a qualified engineer provided in this regard to the satisfaction of the Director of Engineering prior to public hearing. A full stormwater management plan will be required prior to issuance of a building permit.

FINANCIAL CONTRIBUTIONS

Rezoning the subject properties to permit higher density of development will increase the assessed value of lands and eventually will increase municipal revenue due to the number of units created. As the developer is required to complete all frontage improvements, the direct capital costs to the City associated with this development will be negligible. A summary of Amenity Contributions and Development Cost Charges that the developer will be expected to pay, is outlined in Tables 4 and 5 below.

COUNCIL'S AMENITY CONTRIBUTION POLICY

The amenity contributions that apply as per Council's current Affordable Housing, Park and Amenity Contribution Policy are summarized in Table 4 below, which is based on 88 residential units and 272m² of commercial space.

Table 4 – Amenity Contributions per Council's Policy

Amenity Item	Contribution Rates*	Total
<i>Affordable Housing Reserve Fund</i>	\$750.00 per unit (residential)	\$66,000.00
<i>General Amenity Reserve Fund</i>	\$2,850.00 per unit (residential)	\$250,800.00
	\$10.75 per m ² (commercial)	\$2,924.00

*** Note: The applicant will be charged for new units created at the time of building permit issuance and is entitled to a 50% or 75% reduction depending on the use and height for units above the 4th storey.**

DEVELOPMENT COST CHARGES

The Development Cost Charges that would apply to this development are summarized in Table 5 below and are based on 88 residential units.

Table 5 – Development Cost Charges

Development Cost Charge	Contribution Rates	Total
<i>Roads</i>	\$3,092.39 per unit (residential)	\$272,130.32
	\$54.12 per m ² (commercial)	\$14,720.64
<i>Park Improvement</i>	\$1,890.00 per unit (residential)	\$166,320.00
<i>Park Acquisition</i>	\$1,100.00 per unit (residential)	\$96,800.00
<i>ISIF Fees</i>	\$331.65 per unit (residential)	\$29,185.20
	\$140 per 1,000 ft ² (commercial)	\$409.89
Subtotal (DCC's to Langford)		\$564,435.52
<i>CRD Water</i>	\$1,644.00 per unit (residential)	\$144,672.00
	\$10.74 per m ² (commercial)	\$2,921.28
<i>School Site Acquisition</i>	\$600.00 per unit (residential)	\$52,800.00
TOTAL DCC's (estimated)		\$764,828.80

OPTIONS:

Option 1

THAT the Planning, Zoning and Affordable Housing Committee recommend that Council:

1. Proceed with consideration of Bylaw No. 2032 to amend the zoning designation of the properties located at 2822, 2824, and 2828 Jacklin Road from the One- and Two-Family Residential (R2) Zone to Area 2 of the City Centre Pedestrian (CCP) Zone, subject to the following terms and conditions:
 - a) That the applicant provides, **as a bonus for increased density**, the following contributions per residential unit, prior to issuance of a building permit:
 - i. \$750 towards the Affordable Housing Fund; and
 - ii. \$2,850 towards the General Amenity Reserve Fund.subject to reductions in accordance with the Affordable Housing and Amenity Contribution Policy depending on use and height.
 - b) That the applicant provide, **as a bonus for increased density**, the following contributions per square meter, prior to issuance of a building permit:
 - i. \$10.75 towards the General Amenity Reserve Fund.
 - c) That the applicant provides, **prior to Public Hearing**, the following to the satisfaction of the Director of Engineering:
 - i. A technical memo from a qualified engineer that verifies stormwater can be adequately managed on-site for the proposed development.
 - d) That the applicant provides, **prior to Bylaw Adoption**, a Section 219 covenant, registered in priority of all other charges on title, that agrees to the following:
 - i. That the three subject properties be consolidated prior to issuance of a Development Permit for Form and Character;
 - ii. That a separate covenant be registered prior to issuance of a building permit for the proposed residential building that ensures parking is allocated to each unit and for visitors as required by the zoning bylaw, and is not provided in exchange for compensation separate from that of a residential unit;
 - iii. That no occupancy permit be issued for the proposed building until a strata plan for the building has been registered, to the satisfaction of the Approving Officer;

- iv. That 100% of residential parking spaces, excluding visitor parking spaces, shall feature an energized outlet capable of providing Level 2 charging or higher to the parking space, and that:
 - 1. Energized outlets shall be labelled for the use of electric vehicle charging;
 - 2. Where an electric vehicle energy management system is implemented (load sharing), a qualified professional may specify a minimum performance standard to ensure a sufficient rate of electric vehicle charging; and
 - 3. The owner/tenant is required to keep the Electric Vehicle Servicing Equipment (EVSE) in operation and the Strata Council/landlord may not prevent an owner, occupant, or tenant from installing the EV charging equipment
- v. That the following are implemented to Bylaw 1000 standards to the satisfaction of the Director of Engineering prior to issuance of a building permit:
 - 1. Frontage improvements;
 - 2. A storm water management plan; and
 - 3. A construction parking management plan.

OR Option 2

THAT the Planning, Zoning and Affordable Housing Committee recommend that Council take no action at this time with respect to this application to rezone 2822, 2824, and 2828 Jacklin Road under Bylaw No. 2032.

SUBMITTED BY: Robert Dykstra, MCIP, RPP Senior Planner

Concurrence: Leah Stohmann, MCIP, RPP Deputy Director of Planning and Subdivision

Concurrence: Matthew Baldwin, MCIP, RPP, Director of Planning and Subdivision

Concurrence: Michelle Mahovlich, P.Eng, P.Geo, Director of Engineering and Public Works

Concurrence: Michael Dillabaugh, CPA, CA, Director of Finance

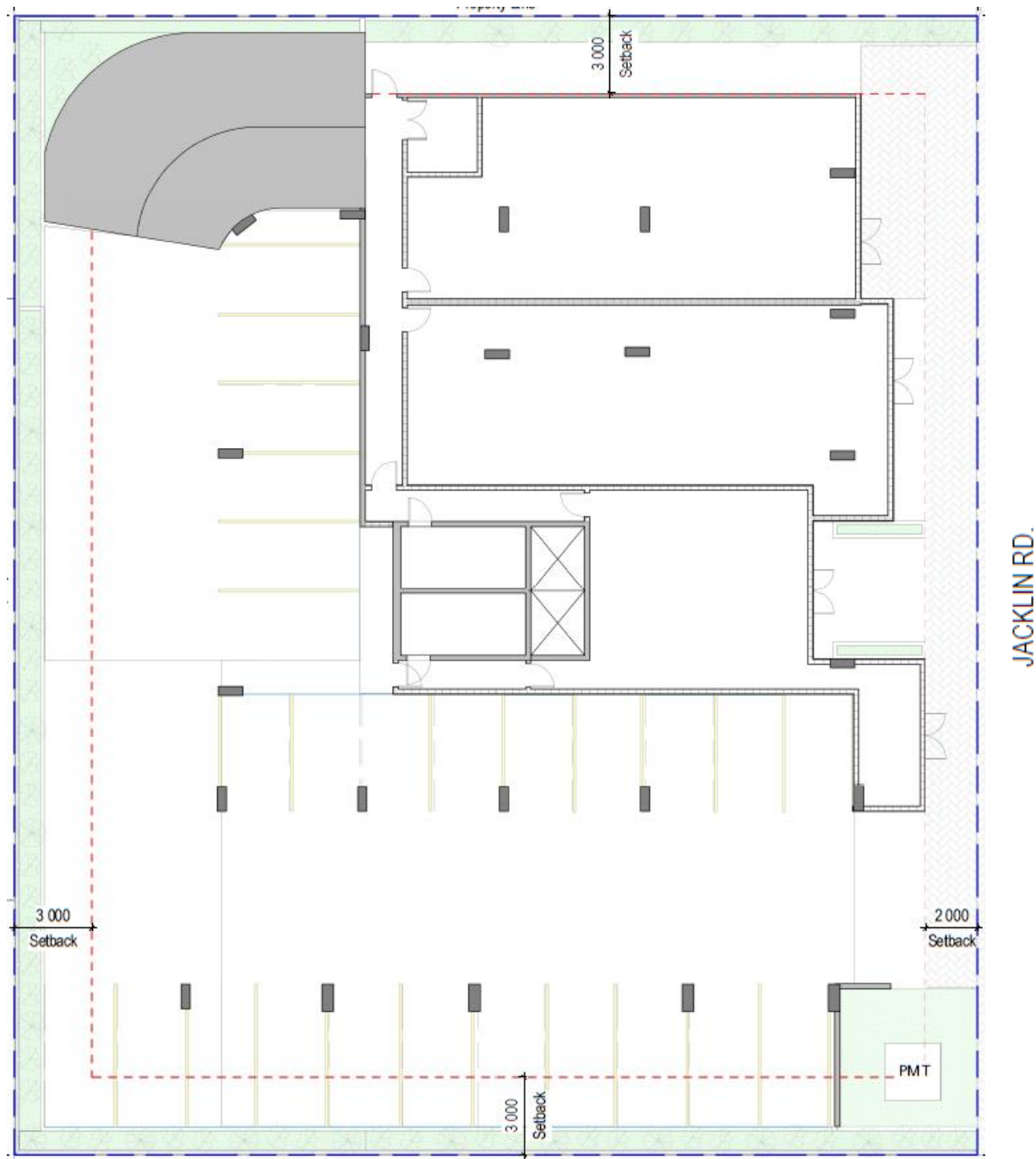
Concurrence: Marie Watmough, Acting Director of Corporate Services

Concurrence: Darren Kiedyk, Chief Administrative Officer

Appendix A
RENDERING



Appendix B
SITE PLAN



Appendix B
SUBJECT PROPERTIES MAP

REZONING BYLAW AMENDMENT
(Z21-0036)
2822, 2824 & 2828 Jacklin Rd



Document Name: Z21-0036_Site_Map

Scale: N.T.S.

Last Revised: 10/8/2021

Appendix D
LOCATION MAP

REZONING BYLAW AMENDMENT
(Z21-0036)
2822, 2824 & 2828 Jacklin Rd

