



Staff Report to the Planning, Zoning and Affordable Housing Committee

DATE: Monday, November 29, 2021

DEPARTMENT: Planning

APPLICATION NO.: Z21-0039

SUBJECT: Application to Rezone 640 and 644 Granderson Road from the One- and Two-Family Residential (R2) Zone to the City Centre 1 (CC1) Zone to Allow for the Development of a Multi-Family Residential Building

PURPOSE

Ruchir Dhall of Architecture Panel Inc. has applied on behalf of Gurbax Singh and Baldish Aujla to rezone 640 and 644 Granderson Road from the One- and Two-Family Residential (R2) Zone to the City Centre 1 (CC1) Zone to allow for the development of a multi-family residential building. The building would consist of 67 residential units.

BACKGROUND

Previous Applications

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

Table 1: Site Data

<i>Applicant</i>	Ruchir Dhall	
<i>Owners</i>	Gurbax Singh and Baldish Aujla	
<i>Civic Addresses</i>	640 and 644 Granderson Road	
<i>Legal Descriptions</i>	Lot 4, Section 72, Esquimalt District, Plan 14911 Lot 3, Section 72, Esquimalt District, Plan 14911	
<i>Size of Properties</i>	1,840m ² (0.45 acres)	
<i>DP Areas</i>	City Centre	
<i>Zoning Designation</i>	Existing: One- and Two-Family Residential (R2)	Proposed: City Centre 1 (CC1)
<i>OCP Designation</i>	Existing: City Centre	Proposed: City Centre

Site and Surrounding Area

The two existing properties each contain a single-family dwelling and have a number of mature trees onsite, primarily in the rear of the lots near the E&N Trail. To the west are five single-family lots that have recently been rezoned to CC1 to allow for a 6-storey multi-family building. To the east is an existing townhouse site, and to the south is an existing single-family dwelling.

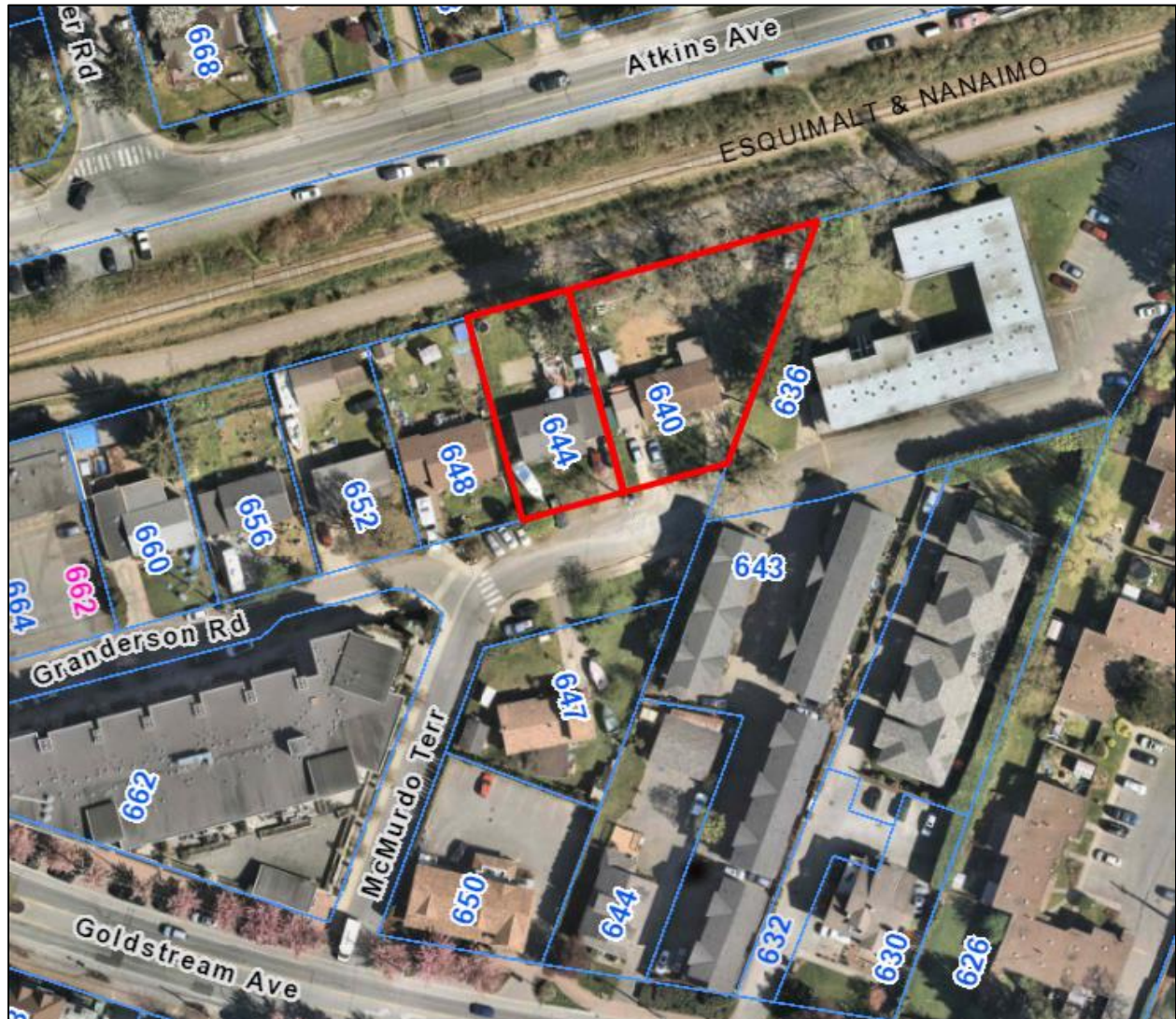
Figure 1 – Current Conditions of Subject Properties



Table 2: Surrounding Land Uses

	Zoning	Use
<i>North</i>	One- and Two-Family Residential (R2)	E&N Rail Trail
<i>East</i>	One- and Two-Family Residential (RM3)	Multi-Family Residential
<i>South</i>	One- and Two-Family Residential (R2)	Residential
<i>West</i>	City Centre 1 (CC1)	[Future] Multi-Family Residential

Figure 2 – Subject Properties



COUNCIL POLICY

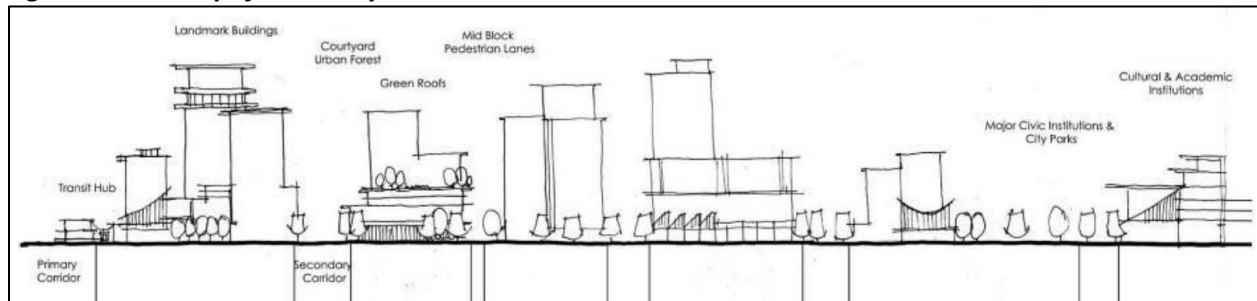
Official Community Plan

The Official Community Plan (OCP) Bylaw No. 1200 designates the subject property as 'City Centre', which is defined by the following text and concept cross-section:

- 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: A Concept for the City Centre



Given what the City Centre of the OCP supports and encourages for development within this area, the proposal is consistent with the OCP.

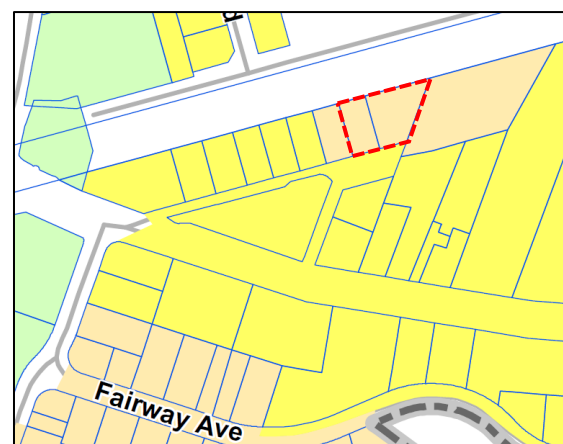
Development Permit Areas

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 multi-family 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

A recent amendment to the Zoning Bylaw included the addition of a City Centre Concept Map within the Design Guidelines, which provides more definition with respect to use and height objectives in specific areas in the City Centre. The properties associated with this rezoning are located within the City Centre 2 (CC2) area (Figure 4), which limits height to 4-storeys. However, the applicant is requesting to be included within the CC1 area, which allows for 6-storeys so their building would align with the height of the building to the west. To still provide the 4-storeys transition along the eastern boundary line, the applicant is proposing to step down their building along that edge so it still provides a transition that the CC2 area contemplated.

Figure 4: City Centre Concept Map



The subject properties are located within 'S6 Goldstream East' of the City Centre Neighbourhoods in the Design Guidelines as outlined in Figure 5. For this region of the City Centre, the design intent is as follows:

Figure 5: S6 Goldstream East



The Goldstream East neighbourhood is located on the easternmost boundary of the City Centre and is comprised of predominantly low-rise singlefamily dwellings. There are commercial and institutional facilities located along the western portion of Goldstream Avenue.

Development shall focus on medium-density residential buildings, with mixed-use building encouraged along Goldstream Avenue, particularly towards the Goldstream Avenue and Veterans Memorial Parkway Intersection.

A development emphasis should incorporate pedestrian access between cul-de-sac roads in the east as well as creating a family orientation near the school with green and open space.

Development Proposal

The applicant is proposing to rezone the subject properties to CC1 (City Centre 1) in order to construct a multi-family building with approximately 67 residential units. The building is proposed to have a maximum height of 6-storeys, which would require Council to include these properties within the CC1 Zone.

The five properties to the east have recently been rezoned to CC1, which allows for that future building to be 6-storeys in height. Continuing with a 6-storey elevation through this development site would be fitting, but the applicant is proposing to step their building down to 4-storeys along the eastern boundary to provide a better transition to the existing townhomes to the east. This reduced height, as illustrated in Figure 3 below, is consistent with the objectives of the Concept Map, that being for these properties to incorporate a transition to the neighbouring townhouses. If Council is supportive of this proposal, they may wish to include these properties within the CC1 Zone, provided that this stepped down design is secured within a covenant.

Figure 3: Stepped Down Design



All onsite parking has been provided for in an underground parking structure. No surface parking is proposed. Secure bicycle parking has also been provided for within two secure rooms in the first level of the parkade. With respect to providing 80% of active frontage, the design does meet this requirement, but could benefit from an expansion to some of the ground floor patios along Granderson, which can be worked through in the Development Permit stage. The requirement to provide 100m² or 5% of the property (which ever is greater) as common outdoor amenity space has been met by including two roof top amenity areas. The one on the 6th floor has been designed to include a child's play area with surrounding safety fencing, and the other on the 5th floor has been designed to be a passive recreational area that includes outdoor eating facilities. An illustration of these areas has been provided in Figure 4 below.

Figure 4: Outdoor Amenity Areas

The two properties associated with this rezoning are intended to be consolidated, but this may not occur prior at this point in time. To ensure the consolidation occurs as presented in this report, Council may wish to require this consolidation be completed prior to issuance of a Form and Character Development Permit.



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 the developer to strata title multi-family residential buildings 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 proceed in that manner, but ensures the building is appropriately constructed and will not require potentially costly upgrades if a strata title conversion is sought in the future. The applicant is proposing to strata title the project regardless, but Council may still 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 or fee 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: Proposal Data

	Permitted by R2 (Current Zone)	Permitted by CC1 (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	5.0 FAR
<i>Height</i>	9m (30 ft)	6-storeys
<i>Site Coverage</i>	35% max	n/a
<i>Front Yard Setback</i>	6.0m (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)	3.0m (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)	3.0m (9.8 ft)
<i>Parking</i>	2 per unit + 1 per secondary suite	1.25 per 0-2 bedrooms 2.25 per 3+ bedrooms

Frontage Improvements

Granderson Road

The applicant will be required to provide full frontage improvements along Granderson Road in accordance with Bylaw 1000 prior to issuance of a building permit. Improvements would include a red brick paver sidewalk, street lighting, and boulevard landscaping with irrigation. Street parking may be included as well, but this would need to be balanced with the need for a turnaround. Given that the road dedication at this location is 20m, a cul-de-sac style turnaround might not fit, but a tee-type turnaround may suffice given how short this section of Granderson Road is. Engineering will determine through the civil design stage how best to address a turnaround at this location.

Traffic Impact Assessment

A Traffic Impact Assessment (TIA) for this development is requested by Engineering. Council may wish to require that a TIA is submitted and approved by the Director of Engineering prior to Public Hearing, and that any recommended improvements to the road network is completed by the applicant as part of this development.

Sewers

A sewer main does exist within Granderson Road fronting this site and a connection from the building to this 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 region of Langford. As a condition of rezoning, Council may wish to request the applicant to examine how stormwater can be managed on-site through infiltration and have a technical memo from a qualified engineer be 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 67 residential units.

Table 4 – Amenity Contributions per Council Policy

Amenity Item	Per Unit Contribution Rates*	Total
<i>Affordable Housing Reserve Fund</i>	\$750.00	\$50,250.00
<i>General Amenity Reserve Fund</i>	\$2,850.00	\$190,950.00

*** 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 based on 67 residential units.

Table 5 – Development Cost Charges

Development Cost Charge	Per Unit Contribution	Total
<i>Roads</i>	\$3,092.39	\$207,190.13
<i>Park Improvement</i>	\$1,890.00	\$126,630.00
<i>Park Acquisition</i>	\$1,100.00	\$73,700.00
<i>ISIF Fees</i>	\$331.65	\$22,220.55
Subtotal (DCC's to Langford)		\$429,740.68
<i>CRD Water</i>	\$1,644.00	\$110,148.00
<i>School Site Acquisition</i>	\$600.00	\$40,200.00
TOTAL DCC's (estimated)		\$580,088.68

OPTIONS:**Option 1**

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

1. Proceed with consideration of 1st reading of Bylaw No. 2016 to amend the zoning designation of the properties located at 640 and 644 Granderson Road from the One- and Two-Family Residential (R2) Zone to the City Centre 1 (CC1) 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 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; and

- ii. A Traffic Impact Assessment;
- c) 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 two subject properties be consolidated prior to issuance of a Development Permit for Form and Character;
 - ii. That the design of the building includes a reduced height along the eastern property boundary as presented to Council;
 - iii. 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;
 - iv. 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;
 - v. 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
 - vi. 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, a turnaround, and any recommendations stemming from the Traffic Impact Assessment;
 - 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 640 and 644 Granderson Road under Bylaw No. 2016.

SUBMITTED BY: Robert Dykstra, MCIP, RPP Senior Planner

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

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



The floor plan illustrates a large-scale building layout with a central corridor system. The plan includes various rooms such as offices, meeting rooms, a lobby, a mail room, a store, and a service area. The building is situated on a plot with a paved network and setbacks of 3000mm and 4000mm. The plan also shows a vehicle entrance, a ramp, and a parking area.

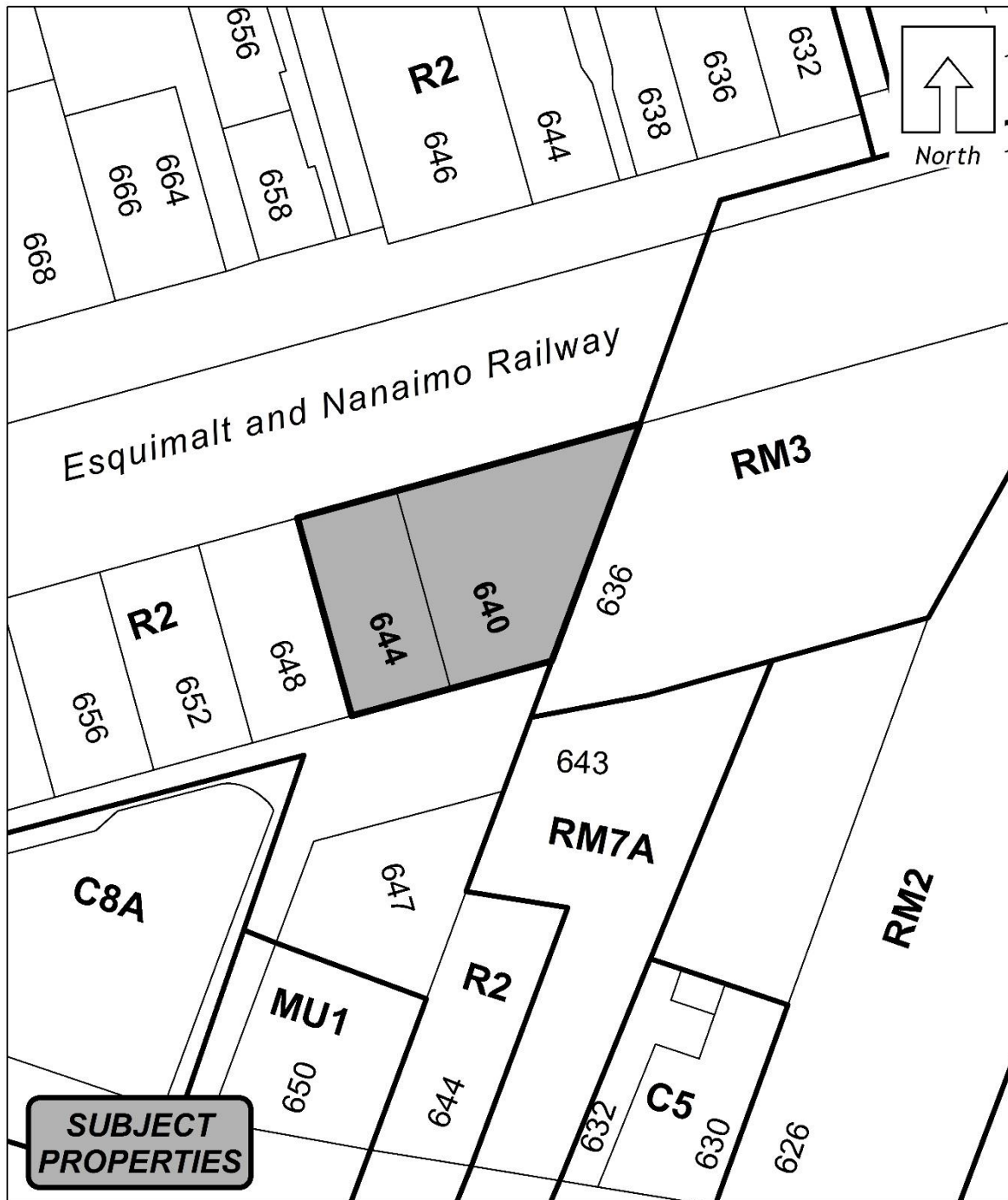
Appendix C

SUBJECT PROPERTY MAP

REZONING BYLAW AMENDMENT

(Z21-0039)

640 Granderson Rd & 644 Granderson Rd



Appendix D
LOCATION MAP

REZONING BYLAW AMENDMENT
(Z21-0039)
640 Granderson Rd & 644 Granderson Rd

