



Staff Report to the Planning, Zoning and Affordable Housing Committee

DATE: Monday, March 28, 2022

DEPARTMENT: Planning

APPLICATION NO.: Z21-0045

SUBJECT: Application to Rezone 528 and 532 Goldstream Avenue from the One- and Two-Family Residential (R2) Zone to the City Centre 1 (CC1) Zone to Allow for the Development of a 6-Storey Multi-Residential Building

PURPOSE

Rachael Sansom of Grayland Consulting Ltd. has applied on behalf of Goldstream Residences Corp. to rezone 528 and 532 Goldstream Avenue from the One- and Two-Family Residential (R2) Zone to the City Centre 1 (CC1) Zone to allow for the development of a 6-storey residential building. The building would consist of approximately 77 residential units and include two levels of underground parking.

PREVIOUS APPLICATIONS

The City has not received any previous planning applications on the subject properties.

Table 1: Site Data

<i>Applicant</i>	Rachael Sansom	
<i>Owner</i>	Goldstream Residences Corp.	
<i>Civic Addresses</i>	528 and 532 Goldstream Avenue	
<i>Legal Descriptions</i>	Lot 1, Section 1, Esquimalt District, Plan 35979 Lot 2, Section 1, Esquimalt District, Plan 35979	
<i>Size of Properties</i>	2,070m ² (0.5 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

Each property contains a single-family dwelling and vegetation including grass, bushes and a few mature trees. To the north and east are other single-family dwellings, while to the west is a townhouse site. South of the property is the Royal Colwood Golf Club, which is both in the City of Colwood and designated as Agriculture Land Reserve (ALR).

Figure 1: Current Condition of Subject Properties



Table 2: Surrounding Land Uses

	<i>Zoning</i>	<i>Use</i>
<i>North</i>	One- and Two-Family Residential (R2)	Single-Residential
<i>East</i>	One- and Two-Family Residential (R2)	Single-Residential
<i>South</i>	Agricultural 1 (AG1) – City of Colwood	Recreational
<i>West</i>	Attached Housing (RM2)	Multi-Residential

Figure 2: Subject Properties

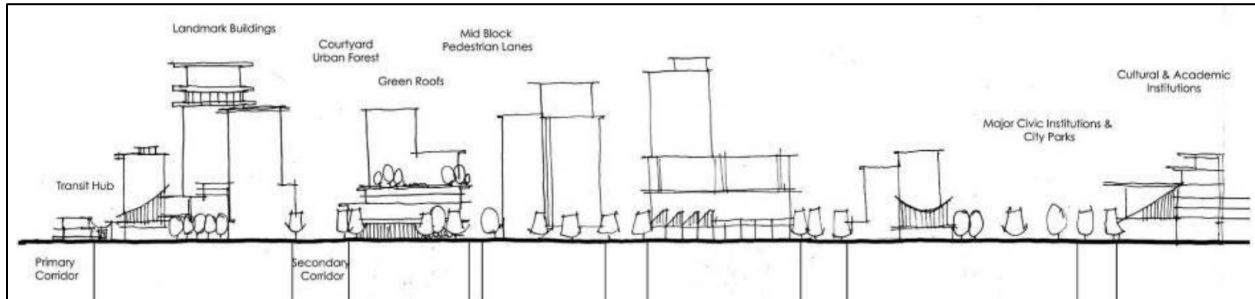


OFFICIAL COMMUNITY PLAN

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 supports 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 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

The subject properties are located within 'S6 Goldstream East' 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:

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

Figure 4: S6 Goldstream East



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.

Further to these Neighborhood Guidelines, the subject properties were identified as being appropriate for consideration of the City Centre 1 (CC1) Zone on the City Centre Concept Map recently added to the design guidelines.

DEVELOPMENT PROPOSAL

As previously noted, the applicant is proposing to rezone the subject properties to CC1 (City Centre 1) in order to construct a 6-storey residential building with approximately 77 units. Appendix A provides a rendering of what the building is intended to look like when standing at the corner of Goldstream and Vantilburg. There would be one driveway for vehicles to enter and exit the site, which would be located at the northern portion of the Vantilburg frontage, as far from Goldstream as possible.

The two properties associated with this development proposal would be consolidated into one parcel, but not at this moment. To ensure these 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 within two levels of an underground parkade. Ground floor units will have patios and direct pedestrian access to the fronting roads, and as such the building would comply with the 80% active frontage requirement. Appendix B provides an illustration of the proposed ground floor level of the site.

The design of this building proposes to include the required common outdoor amenity space on the rooftop. This amenity space is intended to be used as a passive recreational space and proposes to include barbeques, an outdoor table with chairs, open green space, as well as benches.

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 buildings prior to occupancy. Taking this step does not impede the use of the building as a rental if the applicant wishes to but ensures that a 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 that 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. In addition to the infrastructure necessary for EV charging, Council may also wish to have the applicant provided the necessary conduit to allow EV charging to be provided in whole, or in part, by roof mounted solar panels.

Table 3: Proposed 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>	6.0 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

Goldstream Avenue

The applicant will be required to provide full frontage improvements along Goldstream Avenue in accordance with Bylaw 1000, prior to issuance of a building permit. Improvements are anticipated to include boulevard landscaping with irrigation, street lighting, red brick paver sidewalk, possibly parking scallops, and any required adjustments to the bus shelter.

Engineering has also requested that the sidewalk be completed along the frontage of the neighbouring property to the west, to which General Amenity Reserve Funds from this project could be used to offset the additional cost of extending the sidewalk. If Council is supportive of this request, they may wish to require this additional improvement to be completed as part of this development.

Vantilburg Crescent

The applicant will be required to provide full frontage improvements along Vantilburg Crescent in accordance with Bylaw 1000, prior to issuance of a building permit. Improvements are anticipated to include boulevard landscaping with irrigation, street lighting, and a sidewalk.

TRAFFIC IMPACT ASSESSMENT

A Traffic Impact Assessment (TIA) for this development is required prior to public hearing. Any additional requirements needed to the regional road network due to this development would be determined by the Director of Engineer and based upon the TIA.

SEWERS

Sewer mains do not currently exist within Goldstream or Vantilburg along the frontage this site. However, a development that is underway at 494 Goldstream is designing and extending the sewer along Goldstream to reach that site. Therefore, with the completion of that sewer extension, this development would only be responsible for the extension of sewer along their Vantilburg frontage. 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 will be through infiltration or detention, as storm drains do not exist at this location. As a condition of rezoning, Council may wish to request the applicant to examine how stormwater can be managed on-site 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 77 residential units.

Table 4 - Amenity Contributions per Council Policy

Amenity Item	Per Unit Contribution Rates*	Total
Affordable Housing Reserve Fund	\$750.00	\$57,750
General Amenity Reserve Fund	\$2,850.00	\$219,450

*** 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 77 residential units.

Table 5 - Development Cost Charges

Development Cost Charge	Per Unit Contribution	Total
Roads	\$3,092.39	\$238,114.03
Park Improvement	\$1,890.00	\$143,220.00
Park Acquisition	\$1,100.00	\$84,700.00
ISIF Fees	\$331.65	\$25,537.05
Subtotal (DCC's to Langford)		\$491,571.08
CRD Water	\$1,644.00	\$126,588.00
School Site Acquisition	\$600.00	\$46,200.00
TOTAL DCC's (estimated)		\$664,329.08

OPTIONS:

Option 1

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

1. Proceed with consideration of 1st reading of Bylaw No. 2055 to amend the zoning designation of the properties located at 528 and 532 Goldstream 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 and subject to reductions for the cost of extending the sidewalk along the frontage of 540 Goldstream Ave.

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;
- ii. Frontage drawings to confirm whether land is required on Goldstream Avenue; and
- iii. 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 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 to 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, at the Developer's expense, to the satisfaction of the Director of Engineering prior to the earlier of issuance of a building permit or subdivision:
 1. Full frontage improvements and any recommendations stemming from the Traffic Impact Assessment;
 2. The completion of a sidewalk along the frontage of 540 Goldstream Avenue;
 3. A storm water management plan; and
 4. 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 528 and 532 Goldstream Avenue under Bylaw 2055.

SUBMITTED BY: Robert Dykstra, MCIP, RPP Senior Planner

Concurrence: Leah Stohmann, Deputy Director of Planning and Subdivision

Concurrence: Donna Petrie, Manager of Business Development and Events

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

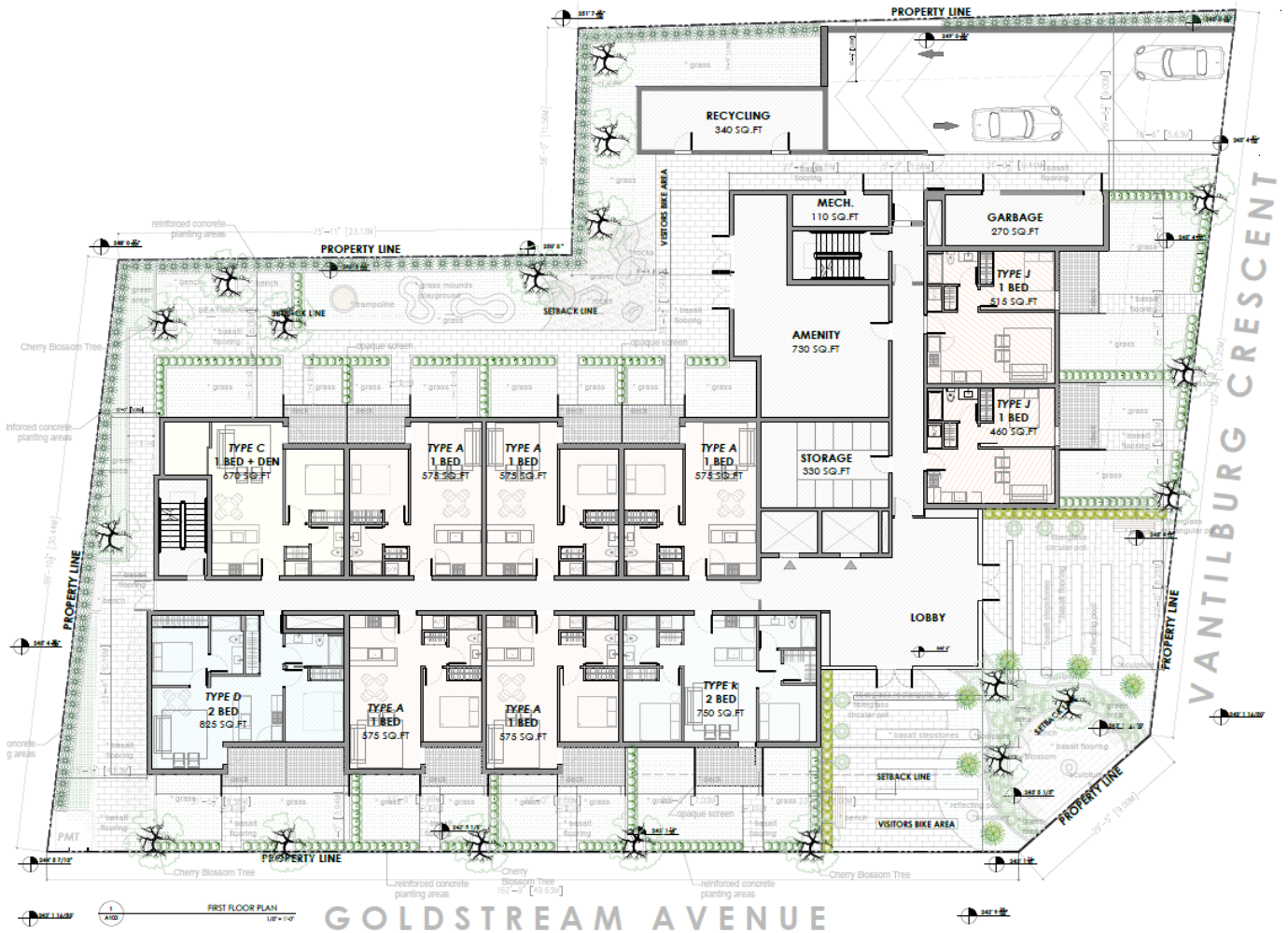
Concurrence: Marie Watmough, Acting Director of Corporate Services

Concurrence: Darren Kiedyk, Chief Administrative Officer

Appendix A
Rendering

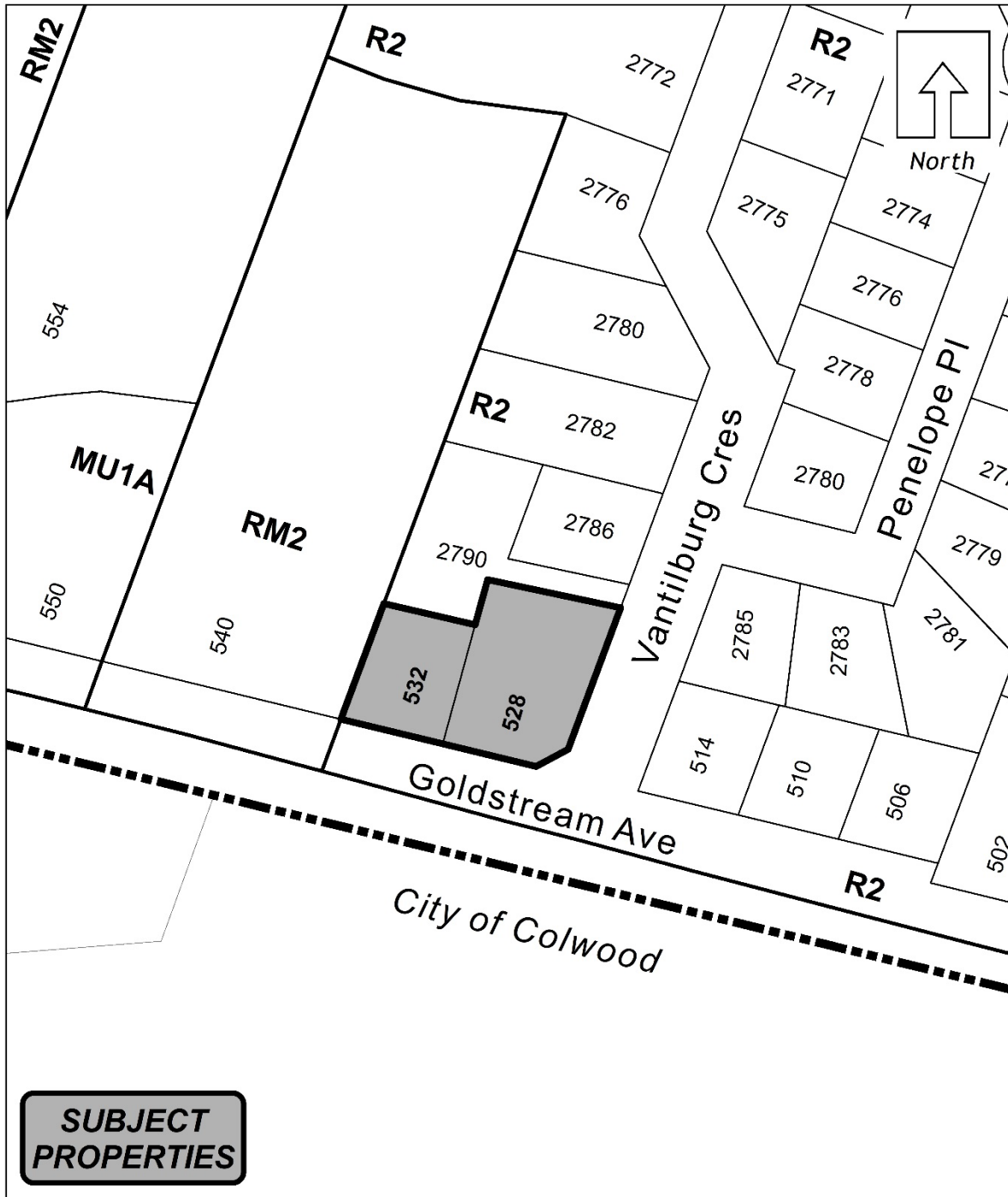


Appendix B
Ground Level Site Plan



Appendix C
Site Map

**REZONING BYLAW AMENDMENT
(Z21-0045)
528 and 532 Goldstream Ave**



Appendix D
Location Map

**REZONING BYLAW AMENDMENT
(Z21-0045)
528 and 532 Goldstream Ave**

