



Staff Report to Sustainable Development Advisory Committee

DATE: Monday, February 24, 2025

DEPARTMENT: Planning

APPLICATION NO.: Z24-0010

SUBJECT: Application to Rezone 2795 and 2799 Scafe Road from One- and Two-Family Residential (R2) to City Centre (CC1) to allow for the Development of a 6-Storey Residential Building

EXECUTIVE SUMMARY:

Rachael Sansom of Grayland Consulting has applied on behalf of 1323768 BC Ltd. to rezone 2795 and 2799 Scafe Road from the R2 Zone to the CC1 Zone. The proposal is to consolidate the two parcels and construct a 6-storey residential building with 59 dwelling units. There would be one and a half levels of underground parking, and the ground level would provide for the remaining parking as well as all the bicycle storage.

BACKGROUND:

Previous Applications

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

Table 1: Site Data

<i>Applicant</i>	Grayland Consulting, Rachael Sansom	
<i>Owner</i>	1323768 BC Ltd.	
<i>Civic Addresses</i>	2795 and 2799 Scafe Road	
<i>Legal Descriptions</i>	Lots 9 and 10, Section 5, Esquimalt District, Plan 24870	
<i>Size of Properties</i>	1,510 m ² (0.37 acres)	
<i>DP Areas</i>	City Centre	
<i>Zoning</i>	Existing: R2	Proposed: CC1
<i>OCP Designation</i>	Existing: City Centre	Proposed: City Centre

Site and Surrounding Area

The subject properties are located within the City Centre, with the closest intersection being Scafe and Strathmore. Each property contains a single-family dwelling and between the two properties, there are four trees with a trunk diameter of 20 cm or greater at 1.4 m above the ground, which are proposed to be removed. Additional details regarding trees on- and off-site are discussed later in this report.

South of this site is a 4-storey residential building, which fronts onto Goldstream Avenue. To the north, east, and west are all single-family dwellings with a smattering of trees amongst yards. The properties to the north across Scafe Road have applied for a rezoning to allow for a 6-storey residential building, the bylaw for which has been given first three readings. This development includes a proposed pedestrian pathway that would connect Scafe Road to Porcher Park along the west side of that proposal.

The central location of this site lends it to be within walking distance of many downtown commercial and retail businesses, as well as Porcher and Danbrook Parks and Ruth King Elementary School.

School District No 62 has been made aware of this application such that they can consider the proposed increase in density in this area as part of their long-range facility planning.

Figure 1: Subject Properties



Table 2: Surrounding Land Uses

	Zoning	Use
<i>North</i>	One- and Two-Family Residential (R2)	Residential
<i>East</i>	One- and Two-Family Residential (R2)	Residential
<i>South</i>	Community Town Centre (C8)	Residential
<i>West</i>	One- and Two-Family Residential (R2)	Residential

COMMENTARY:

Development Proposal

The proposal is to construct a 6-storey residential building once the two lots have been consolidated. The majority of vehicular parking would be accommodated within the one and a half levels of an underground parkade while the rest would be provided on the ground floor level. The project is proposing a total of 59 residential units that include nine studio units, 35 1-bedroom units, 10 2-bedroom units, and 5 3-bedroom units.

There would be two residential units on the ground floor fronting Scafe Road. These would be on either side of the lobby entryway and include an elevated patio area with low-level landscaping along their edges to provide some privacy and a clear delineation between public and private spaces. The combination of the lobby and two residential units meets the bylaw requirement of providing a minimum of 80% active frontage.

To connect with and provide an ‘end’ to the future trail on the north side of Scafe Road that would connect with Porcher Park, the applicant is proposing a feature island fronting the lobby entryway that spans both private and municipal lands but to be maintained by the future owner(s)/strata which Council may wish to have covenanted on title. This area would include benches, planters, and various hard surface materials to make this area stand out. An aerial view of the entire frontage design has been included as Appendix D and the attached landscape plan illustrates this added feature as well. This is being provided since the subject properties are intended to be within the CC2 zone, in accordance with City Center guidelines, which limits a building height to 4-storeys unless a project ‘*incorporates features, public gathering spaces or other opportunities to further the vitality of the City Centre*’. If Council is supportive of allowing a 6-storey building at this location due to this added feature, they may wish to consider rezoning this site to CC1 and secure this feature in a covenant.

There would be one vehicular entryway to the site, which would be situated towards the west side. It would include a security gate and landscaping along either side. The ground floor level of the parkade would provide 19 vehicular parking stalls while the underground portion would provide 45. This amounts to a parking ratio of 1.08 per unit, which is discussed later in this report in the parking and

variance sections. A Traffic Impact Study (TIA) has not been requested for this development as the total number of dwelling units proposed is 59, which is below the threshold requiring a TIA.

Towards the east side of the site would be a pedestrian entryway that connects directly to two bike rooms that each have their own exterior doors. In total, the applicant is proposing 118 bike stalls, 11 of which are designed for cargo bikes or other mobility devices such as scooters. Outlets are proposed throughout each room to provide the capability to charge e-bikes. One of these rooms would include a wash/repair station for bikes.

The sixth floor is where the applicant is proposing to provide the required amenity space, which has been designed as two connected areas. The first area is proposed to be 75 m² (808 ft²) of an outdoor patio area. This would connect directly to the second amenity area through a wide set of doors to an indoor room that is 60 m² (655 ft²) in size. In total the amenity area provided for the residents of this building exceeds the 5% required.

With respect to heat pumps, Council may wish to remain consistent with other rezoning applications and require that individual heat pumps, or an equivalent central system, be installed with the development.

Parking

The applicant is proposing to provide 1.08 vehicle parking spaces per unit, which amounts to five visitor stalls for the building. The rationale behind the reduced onsite parking is based the location of this site, which is in close proximity to downtown, bus routes, and designated bike lanes. Additionally, the applicant is proposing in install two bike stalls per unit, as well as a bike wash and repair station to help offset the reduced number of onsite parking stalls.

If Council is supportive of the proposed parking ratio of 1.08 per unit, Council may wish to accept this ratio subject to the applicant providing additional bike stalls and amenities as outlined in this report, which would be consistent with recent rezoning applications of a similar nature.

Table 3: Proposed Data

	Permitted by R2 (Current Zoning)	Permitted by CC1 (Proposed Zoning)
Permitted Uses	One- or Two-Family Dwelling Townhouse Group Daycare	Apartment Townhouse Office Retail Store
Density (Dwellings or FAR)	3-6 Dwellings	5.0 FAR

Height	11 m (36 ft)	6-storeys
Site Coverage	50%	n/a
Front Yard Setback	3.0 m (9.8 ft)	2.0 m (1-2 storeys) 4.0 m (3+ storeys)
Interior Side Yard Setback	1.5 m (4.9 ft)	3.0 m (9.8 ft)
Rear Yard Setback	3.0 m (9.8 ft)	3.0 m (9.8 ft)
Vehicle Parking Requirement	1 per dwelling	1.08 per unit *
Bicycle Parking Requirement	0-1 per dwelling	1.0 per unit

*Variance Requested

Variance

The applicant is requesting a variance to the onsite parking requirement. The bylaw requires 1.25 parking stalls per dwelling unit, of which 0.25 is to be designated for visitor parking. The proposal is to provide 1.08 parking stalls per dwelling unit, which would provide five visitor stalls. As noted in the previous paragraph, the primary rationale is due to the central location of the site and the alternative transportation modes that are available to the residents in this area.

To compensate for the reduced onsite parking variance request, the applicant is proposing to provide two bicycle parking stalls per unit, which includes 11 larger stalls to accommodate cargo bikes or mobility scooters, provide electricity for charging e-bikes, and install a bike wash and repair station. If Council accepts the reasoning and additional features proposed, they may wish to authorize the Director of Development Services to issue a parking variance to 1.08 stalls per unit within the future Development Permit for this site.

Trees

As part of the submission package, the applicant provided an arborist report that has identified four onsite trees with a trunk diameter of 20 cm or greater at 1.4 m above the ground that are proposed to be removed as they are located where the parkade is proposed to be built. A copy of the report has been attached.

The report also identifies a number of offsite trees, some with a trunk diameter of 20 cm or greater and some smaller than that, all of which are close to the property line and all but one are proposed to be retained. The report lays out a Tree Protection Plan to ensure those offsite trees proposed to be retained are not damaged, while the one offsite tree that is proposed to be removed is being done with the permission of the neighbour.

The landscape plan that was provided is proposing to plant seven trees, over 200 shrubs, and approximately 130 perennials, annuals, and ferns. A copy of the landscape plan has been attached.

Multi-Modal Network

FRONTAGE IMPROVEMENTS

The Director of Engineering has noted that full frontage improvements to Bylaw No. 1000 standards will be required along Scafe Road. The improvements would include, but are not limited to, a 1.5 m wide bike lane, a 3.2 m wide drive lane, separated boulevard with street trees, irrigation, and streetlights, scallop parking, a 2.2 m wide sidewalk, and a plaza (as illustrated in this report) that is to be maintained by the development site.

As the applicant is proposing additional features and materials to be used in the frontage near the lobby, which extends into the municipal right of way, Council may wish to require this area is built as shown in the design that has been presented in this report.

PEDESTRIAN, CYCLING, AND MOTORIST NETWORKS

Sidewalks and bike lanes do not currently exist along Scafe Road but are being installed with each development that occurs along this street. This project would be the third development on Scafe that will be required to install sidewalks and bike lanes. Beyond the immediate area, is Goldstream Avenue, Jacklin Road, and Peatt Road; all of which have designated bike lanes and existing sidewalks.

Infrastructure

DRAINAGE AND STORMWATER

The applicant has submitted a stormwater technical memo, which was prepared by a civil engineer and outlines how the onsite storm drainage would be dealt with in order to comply with Bylaw No. 1000 standards. This has been reviewed and approved by the Director of Engineering.

SEWER

A sewer main exists within Scafe Road fronting this development site, and a connection from the building will 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.

FIRE ACCESS AND PROTECTION

There is a fire hydrant located within 90 m of the development site. The installation of another hydrant is not anticipated, but the submission of a Fire Underwriters Survey Report prior to a building permit will provide a professional determination of whether or not another hydrant is necessary.

Construction Impact Mitigation

Council may wish to require a Construction Parking and Delivery Management Plan as a condition of rezoning and require that it be provided to the satisfaction of the Director of Engineering prior to any land alteration. This would be secured within a covenant prior to Bylaw Adoption.

CONSTRUCTION STAGING/ENCROACHMENTS

Any construction staging within the City's right of way would require a construction license with the City, including but not limited to, temporary above or below ground occupancy of any public lands or rights-of-way. Construction licenses must be executed prior to any land alteration and are subject to non-negotiable terms, conditions, and one-time and/or daily fees. All permanent encroachments and above ground temporary construction licenses on public lands or rights-of-way are subject to Council approval.

Council Policy

OFFICIAL COMMUNITY PLAN

The Official Community Plan (OCP) Bylaw No. 1200 designated the subject properties as 'City Centre', which is defined by the following text:

- A major regional growth and employment centre that supports a wide range of high-density housing, including affordable and rental housing, in conjunction with commercial, office, institutional and light industrial uses;
- A place with the highest degree of inter-city connection through a regional transportation network and transportation hubs;
- A place where a wide range of public squares, parks, and open spaces are integrated throughout;
- A place of community gathering and celebration where civic uses and public buildings are key landmarks; and
- A place of interactive and animated streetscapes where public art and public space are employed to celebrate local cultural and natural history

DESIGN GUIDELINES

The subject properties are located within the 'Strathmore (N2) neighbourhood of the City Centre Design Guidelines as outlined below. For this region of the City Centre, the design intent is as follows:

The Strathmore neighbourhood is located towards the middle of the City Centre. The borders consist of main connector roads going north/south and east/west. This neighbourhood is a very suitable location for medium and high-density residential development due to the variety of existing building types. Development along Peatt Road and Goldstream Avenue, Jacklin Road shall contain commercial and heavily pedestrian-oriented ground floors. These areas can be supported by medium density multi-family development in the central portion of the neighbourhood. A development emphasis should be on creating an animated street level for the public.



Further to these Neighborhood Guidelines, the subject properties were identified as being appropriate for consideration of the 'CC2' Zone on the City Centre Concept Map forming part of the City Centre design guidelines. However, as discussed earlier, the CC2 Zone limits the height of buildings to 4-storeys and the applicant wishes to construct a 6-storey building, which is the reason for requesting to rezone the lands to CC1. If Council is supportive of the requested CC1 zoning due to the added features that are proposed along the frontage (benches, planters, and a variety of hard surface materials), they may wish to secure these features in a restrictive covenant.

DEVELOPMENT PERMIT AREAS

The subject properties are not located within any Environment or Hazard Development Permit Area. However, they 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 will be needed prior to issuance of a Building Permit to ensure the design is consistent with the City's Design Guidelines.

LOW CARBON CONCRETE

In accordance with Council's Low Carbon Concrete Policy POL-0167-PLAN, Council may wish to require the applicant to utilize ready-mix concrete that meets or exceeds the weighted average Global Warming Potential targets based on Concrete BC Baseline (average) mix data for the construction of the proposed development.

ATTAINABLE HOUSING POLICY

Council may wish to require the applicant to enter into a Housing Agreement, prior to issuance of a Building Permit, in order to meet the City's Attainable Home Ownership Policy or Council's resolution from February of 2023 that addresses purpose built rental building. This would require that either a minimum of 5% of the units constructed be directed to and sold in accordance with the terms of the

Attainable Home Ownership Program Policy OR a minimum of 10% of the units constructed be rented for at least 10% below the benchmark rent for the unit type for a term not less than 25-years. The developer shall identify the Attainable Units on the plans submitted for the required Development Permit application.

FINANCIAL IMPLICATIONS:

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 responsible 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 and Amenity Contribution Policy are summarized in Table 4 below, based the current floor plans and total density of 59 residential units.

Table 4 – Amenity Contributions per Council Policy

Amenity Item	Per unit / area contribution	Total
<i>General Amenity Reserve Fund</i>	\$2,850 per residential unit (1 st through 4 th storeys)	\$108,300.00
	\$1,425 per residential unit (5 th & 6 th storeys)	\$29,925.00
<i>Affordable Housing Reserve Fund</i>	\$750 per residential unit (1st through 4 th storeys)	\$28,500.00
	\$375 per residential unit (5 th and 6 th storeys)	\$7,875.00
TOTAL POLICY CONTRIBUTIONS		\$184,600.00

Note: Units allocated towards the Attainable Housing and Amenity Policy are exempt from additional contributions.

Table 5 - Development Cost Charges

Development Cost Charge	Per Unit Contribution	Total
<i>Roads</i>	\$3,092.39	\$182,451.01
<i>Park Improvement</i>	\$1,348.00	\$79,532.00
<i>Park Acquisition</i>	\$90.00	\$5,310.00
<i>ISIF</i>	\$331.65	\$19,567.35

Subtotal (DCC's to Langford)		\$286,860.36
<i>CRD Water</i>	\$1,644.00	\$96,996.00
<i>School Site Acquisition</i>	\$600.00	\$35,400.00
TOTAL DCC's (estimated)		\$419,256.36

LEGAL IMPLICATIONS:

Should Council choose to proceed with consideration of Bylaw No. 2194, the application will be prohibited from being the subject of a Public Hearing, as per the changes made by the Province to the Local Government Act through The Housing Statutes (Residential Development) Amendment Act, 2023.

The amenity contributions specified in Table 4 above are incorporated into Bylaw No. 2194 and will be payable at the time of building permit along with the current Development Cost Charges specified in the various DCC Bylaws.

Council's other conditions of approval would be registered in a Section 219 Covenant in priority of all other charges on title prior to consideration of Bylaw Adoption.

OPTIONS:

Option 1

THAT the Sustainable Development Advisory Committee recommend that Council:

1. Direct staff to prepare a bylaw to amend the zoning designation of the properties located at 2795 and 2799 Scafe Road from 'One- and Two-Family Residential' (R2) to City Centre (CC1) subject to the following terms and conditions:

- a. That the applicant provides, **as a bonus for increased density**, the following contributions per dwelling unit, **prior to the issuance of a building permit**:

- i. \$750 towards the Affordable Housing Reserve Fund; and
- ii. \$2,850 towards the General Amenity Reserve Fund;

subject to reductions in accordance with the Affordable Housing and Amenity Contribution Policy and the Attainable Housing Policy depending on use and height.

- b. That the applicant, **prior to Bylaw Adoption**, registers a Section 219 covenant in priority of all other charges on title, that agrees to the following:
 - i. That the following will be provided and implemented to Bylaw No. 1000 standards to the satisfaction of the Director of Engineering prior to the issuance of a building permit:

1. Full frontage improvements, which includes additional frontage works immediately north of the lobby as presented to Council at the time of rezoning to be maintained by the owner(s)/strata; and
 2. A storm water management plan; and
- ii. That the following will be provided and implemented to Bylaw No. 1000 standards to the satisfaction of the Director of Engineering prior to any development permit or land alterations:
1. A construction parking and delivery management plan; and
 2. A mitigation plan;
- iii. That the properties be consolidated prior to issuance of a Development Permit for Form and Character;
- iv. That a separate covenant be registered prior to issuance of a building permit for the proposed development that ensures residential parking is allocated to each unit and is not provided in exchange for compensation separate from that of a residential unit;
- v. That tree protection measures, inclusive of tree protection fencing, are implemented prior to commencement of work to protect the trees identified for retention in the arborist report throughout the construction period;
- vi. That the building be constructed with electric heat pumps for each unit, or an equivalent electric centralized system that allows each unit to control their own temperature, be installed prior to issuance of an occupancy permit;
- vii. That all concrete used on-site will utilize ready-mix concrete that meets or exceeds the weighted average Global Warming Potential targets based on Concrete BC Baseline (average) mix data, and that prior to the issuance of a Building Permit the applicant shall provide a Type III Environmental Product Declaration that is 3rd party verified specifying the total Global Warming Potential value and confirming that the proposed development meets the requirements of Low Carbon Concrete Policy POL-0167-PLAN;
- viii. That, prior to the issuance of a Building Permit, the developer enters into a Housing Agreement with the City that requires a minimum 5% of units constructed be directed to and sold in accordance with the terms of the Attainable Home Ownership Program Policy (POL-0166-PLAN) **OR** a minimum 10% of units constructed be rented for at least 10% below the benchmark rent for the unit type for a term not less than 25 years, and that the developer identify the Attainable Units on the plans submitted for the required Development Permit application.

AND

2. Authorize the Director of Development Services to issue the following variance within the future Development Permit for Form and Character of this site:
 - a) That Table 1 of Section 4.01.01 be varied by reducing the minimum number of parking spaces from the required 1.25 spaces per dwelling, of which 0.25 shall be designed for visitor parking, to 1.08 spaces per dwelling, of which 0.08 shall be designed for visitor parking, subject to the following:
 - i. Provide at least 2 bike parking stalls per residential unit;
 - ii. Provide a bike wash and repair station;
 - iii. Provide 11 bike stalls that will accommodate cargo bikes; and
 - iv. Provide electricity to all the bike stalls for e-bike charging.

OR Option 2

THAT the Sustainable Development Advisory Committee recommend that Council take no action with respect to this application to rezone 2795 and 2799 Scafe Road under Bylaw No. 2194 until such time as the following items are addressed and reviewed by the Sustainable Development Advisory Committee:

- a. _____;
- b. _____;
- c. _____.

SUBMITTED BY: Robert Dykstra, RPP, MCIP, Senior Planner

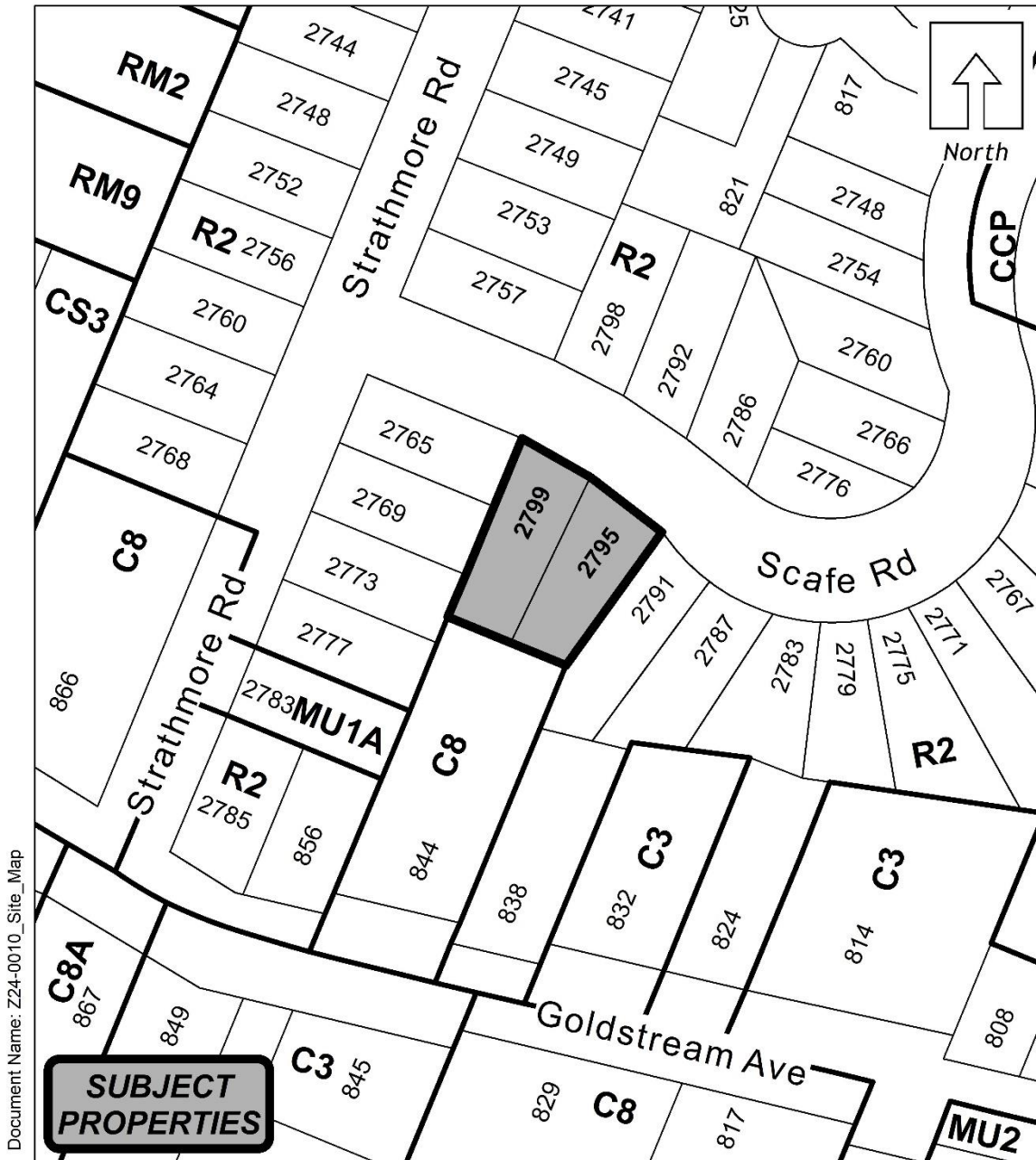
- Concurrence:** Matthew Baldwin, RPP, MCIP, Director of Development Services
Concurrence: Leah Stohmann, RPP, MCIP, Director of Community Planning and Climate Change
Concurrence: Melisa Miles, Manager of Legislative Services
Concurrence: Donna Petrie, Senior Manager of Communications & Economic Development
Concurrence: Yari Nielsen, Director of Parks, Recreation and Facilities
Concurrence: Katelyn Balzer, P.Eng., Director of Engineering and Public Works
Concurrence: Marie Watmough, Director of Legislative & Protective Services
Concurrence: Braden Hutchins, Deputy Chief Administrative Officer
Concurrence: Darren Kiedyk, Chief Administrative Officer

Attachments:

- Arborist Report
- Landscape Plan

Appendix A – Site Map

**REZONING BYLAW AMENDMENT
(Z24-0010)
2795 & 2799 Scafe Rd**



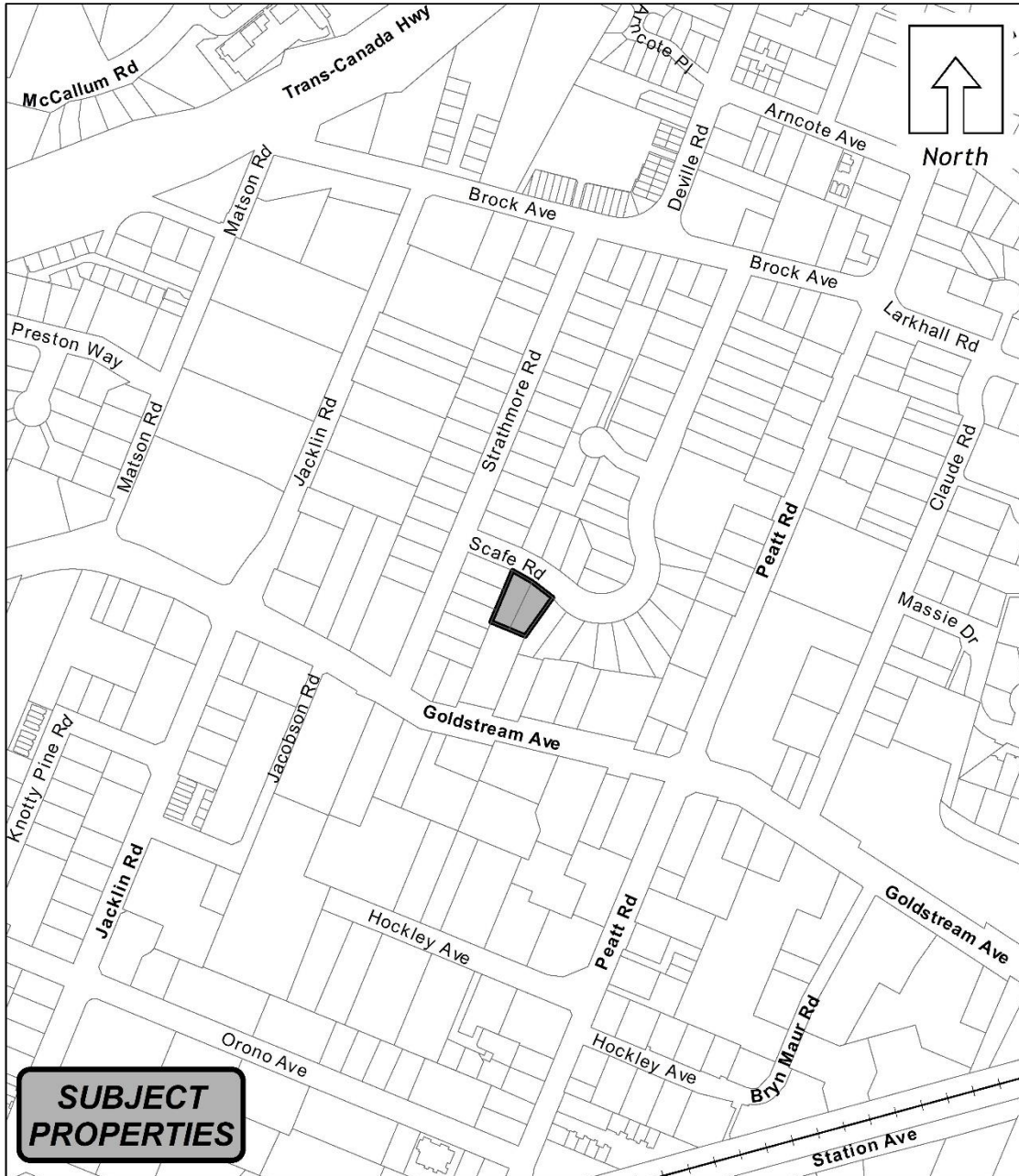
Document Name: Z24-0010_Site_Map

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Last Revised: 2024-08-13

Appendix B – Location Map

**REZONING BYLAW AMENDMENT
(Z24-0010)
2795 & 2799 Scafe Rd**



Document Name: Z24-0010_Location_Map

Scale: N.T.S.

Last Revised: 2024-08-13

Appendix C –Rendering



Appendix D – Aerial View Rendering

