



Committee of the Whole Report

For the Meeting of October 4, 2018

To: Committee of the Whole **Date:** September 21, 2018

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: Development Permit Application No. 000522 for 210 Kimta Road

RECOMMENDATION

That Council authorize the issuance of Development Permit Application No. 000522 for 210 Kimta Road, in accordance with and subject to:

1. Plans date stamped September 12, 2018.
2. Development meeting all Zoning Regulation Bylaw requirements.
3. Proof of registration of the amended Master Development Agreement on the property's title prior to December 31, 2018 to the satisfaction of the Director of Sustainable Planning and Community Development and the City Solicitor.
4. Development meeting all requirements of the Master Development Agreement.
5. The Development Permit lapsing two years from the date of this resolution.

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Community Plan*. A Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the revitalization of an area in which a commercial use is permitted, a Development Permit may include requirements respecting the character of the development, including landscaping, and the siting, form, exterior design and finish of buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit Application for the property located at 210 Kimta Road. The proposal is to construct a 25-storey residential building with ground-floor commercial uses.

The following points were considered in assessing this application:

- the application is generally consistent with the *Roundhouse Design Guidelines* (2008) insofar as the positioning, massing and scale of the building and it maintains sun exposure to the future Turntable Plaza and maintain views to, and through, the subject property
- the application advances the policies within the Victoria West Neighbourhood Plan (2018) by adding to the housing stock near transit and amenities, strengthening connections to the waterfront, and implementing portions of the Roundhouse Master Development Agreement.

BACKGROUND

Description of Proposal

The proposal is for the construction of a 25-storey residential building with ground-floor commercial, a publically accessible laneway, public park improvements, construction of a portion of the E&N Rail Trail (multi-use pathway), and a temporary multi-use pathway across the entire site. Specific details include:

- a podium and tower building configuration with approximately 181 dwelling units
- a podium level comprised of commercial uses, bike storage, two townhouses, a residential lobby and residential amenity spaces
- five levels of underground parking
- a commercial corridor along an interior public pedestrian access (Lime Bay Mews) providing a connection to the primary community commercial space in the historic Roundhouse
- commencement of the E&N Rail Trail (multi-use path) through the Roundhouse site, connecting Catherine Street and Saghalie Road.

Exterior building materials include:

- predominantly glazed building expression with red brick cladding on the podium level and elements of brick extending to the ninth storey
- rail-themed, industrial metal canopies along the Lime Bay Mews commercial level and the Kimta Road frontage
- a mix of stone and red-brick finish on the lowest level and street frontage walls.

Landscaping elements include:

- Sitkum Park improvements including seating areas, and a pedestrian and cycle path
- Lime Bay Mews, a key pedestrian corridor with small-scale vegetation (grasses) and decorative paving
- Kimta Plaza, a small plaza area at the corner of Kimta and Saghalie Roads
- large deciduous trees at the property perimeter and along the rail corridor.

Relevant History

On May 17, 2018, Council passed a motion “deferring the “cash-in-lieu of community space payment” to the time of submission of the first Building Permit Application to the satisfaction of the Director of Sustainable Planning and Community Development and the City Solicitor.” This amendment is in progress and the Council motion includes wording to ensure it is complete prior to issuance of the Development Permit.

Sustainability Features

As indicated in the applicant's letter dated September 10, 2018 and November 29, 2017, the following sustainability features are associated with this application:

- redevelopment of a brownfield site
- energy-modelling design approach
- high-performance, thermally broken, argon gas filled windows
- energy-efficient lighting
- high-efficiency heating and hot water systems
- electric vehicle charging stations.

Active Transportation Impacts

The applicant has met the active transportation requirements set out in the Master Development Agreement (MDA) that was established, which includes:

- transit passes
- membership with a car-share provider
- a care-share vehicle
- end-of-trip bicycling facilities
- 20% more bicycle parking than required.

Public Realm Improvements

The following public realm improvements are a requirement of the Master Development Agreement associated with this Development Permit Application:

- Sitkum Park Improvements
- completed portion of the E&N Rail Trail (multi-use pathway) fronting the subject property
- temporary E&N Rail Trail (multi-use pathway) from Catherine Street to the Kimta and Sitkum Roads intersection
- Lime Bay Mews public pathway between the existing rail Turntable and Kimta Road.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Existing Site Development and Development Potential

The site is presently mostly vacant with the exception of a small, informal gravel parking area and a temporary storage shed. The property is zoned to facilitate the type of development proposed with this application.

Data Table

The following data table compares the proposal with the existing CD-12 Zone, Roundhouse District. The application complies with all aspects of the CD-12 Zone and no variances are requested.

Zoning Criteria	Proposal	Existing CD-12 Zone, Roundhouse District.
Density (Floor Space Ratio) – maximum (overall site)	0.58	2.00
Density (Floor Space Ratio) – maximum (Development Area 3)	6.40	N/A
Total floor area (m ²) - maximum	19,785.00	19,800.00
Height (m) - maximum	75.50 (building) 79.75 (mechanical)	88.00
Storeys - maximum	26 (including mechanical)	N/A
Number of dwellings units	181	N/A
Setbacks (m) – minimum:		
Front (Kimta Rd.)	2.0	2.0
Rear (E&N ROW)	11.0	11.0
Vehicle Parking - minimum	316	186
Visitor parking (minimum) included in the overall units	18	16
Long Term Bicycle Parking (minimum)	269	262(includes 20% extra required under MDA)
Short Term Bicycle parking (minimum)	27	23(includes 20% extra required under MDA)

ANALYSIS

The *Official Community Plan* (OCP) identifies this property within Development Permit Area (DPA) 13, Core Songhees. The objectives for this DPA are to achieve high-quality architecture, landscape and urban design that is unique to the Songhees Peninsula. Special consideration for the revitalization of the Roundhouse area is emphasized.

The key Design Guidelines that apply to this application are the *Roundhouse Design Guidelines* (2008). Other applicable policies and guidelines include the *Victoria West Neighbourhood Plan* (2018), *Guidelines for Fences, Gates and Shutters* (2010), and *Crime Prevention Through Environmental Design Guidelines* (2004).

Roundhouse Design Guidelines

The analysis of the proposal against the *Roundhouse Design Guidelines* (2015) is broken out into sub-headings for ease of interpretation.

Massing, Orientation, Shadowing and Height

The design guidelines speak to a building orientation that is narrow along its east-west axis to minimize shadowing impacts on the adjacent future Turntable Plaza. The Turntable Plaza is the key amenity piece for the overall master planned area. The siting of the building is consistent

with this guideline and the applicant has demonstrated reduced shadowing impacts on the plaza compared against the massing and orientation in the design guidelines.

A site-wide objective of stepping the building massing away from the harbour is also achieved with this application as it is consistent with the overall heights in the guidelines, which inform the stepped approach.

The building's podium form and the building's terracing proposed with this application are in accord with the guideline objectives around minimizing the perception of the building mass from the pedestrian perspective. The stepped building form is also consistent with objectives to create a distinctive building top that includes reduced floor plates at the upper-levels of the building.

Views

This application is for the tallest building at the Roundhouse site and forms part of the emerging skyline for this portion of the Inner Harbour. Generally, consistency with the proposed heights in the guidelines provides consistency with the objectives of the views to the site. View analyses have been provided by the applicant which demonstrate this. One of the key objectives of the guidelines around views to the site is in relation to a variation of building heights. As this is the first building proposed for the Roundhouse site, and it accords to the heights in the guidelines, subsequent applications will be more important to evaluate against this criteria.

Views from the site are more critical to the analysis of this application, and the key view corridor along the proposed Lime Bay Mews is maintained in this regard. Additionally, the south-facing street-end view at the visual terminus of the future main entry off Esquimalt road is also considered. Here, the proposal creates half of this view terminus, and the other half will be created in the future with Development Area 4, to the west of the subject property. The proposal includes a distinctive corner treatment on this view axis, framed by brick, which adequately meets the objective in the guidelines.

Street Relationship

Collectively, the guidelines aim to create a pedestrian oriented street frontage along Kimta Road and the Lime Bay Mews. The Lime Bay Mews frontage clearly meets the intent of the guidelines and creates a well-articulated and active frontage with accesses for both the commercial retail units that line this frontage and the residential building above.

In terms of the Kimta Road frontage, a key criteria of the guidelines is to relate the frontage to the public realm and improve connectivity to the street, sidewalk and surrounding neighbourhood. The guidelines aim to discourage an enclave approach to master planned areas, and specific recommendations are set out to achieve this.

The applicant has made a number of changes to the proposal at the request of City staff to meet this objective; changes include:

- increasing the number of windows and access points to enhance the degree of connectivity to the street
- shifting the ground-floor elevation to run parallel to Kimta Road
- providing overhead canopies
- moving the underground parking access away from the Lime Bay Mews
- shifting the main residential building lobby access, porte-cochere and associated vehicle circulation area, east toward Sitkum Park

- adding vegetation to screen areas dedicated to vehicle access
- altering the paving patterns to emphasise and visually separate pedestrian paths.

These changes have improved the consistency with the design guidelines to an acceptable degree to recommend supporting the application; however, there are remaining aspects of the proposal at the ground-level that, if amended, would improve the consistency with the design guidelines and the overall pedestrian-oriented streetscape and neighbourhood connectivity along Kimta Road. These aspects relate to the amount of area dedicated to vehicle movements in front of the building, between the sidewalk and building, and the location of the main lobby entrance.

Overall, the application is generally consistent with the *Roundhouse Design Guidelines* and staff recommend for Council's consideration that the application be supported.

Victoria West Neighbourhood Plan

Beyond supporting the implementation of the Master Development Agreements associated with master-planned areas in the neighbourhood, the *Victoria West Neighbourhood Plan* sets out neighbourhood wide policies that relate to this application. These neighbourhood policies reflect the amenities outlined in the MDA associated with this application and are discussed in the MDA section of this report. In summary, the application is consistent with the neighbourhood plan and proposes housing stock near transit and amenities, strengthens connections to the waterfront via the Lime Bay Mews, and proposes key portions of the neighbourhood active transportation network.

Crime Prevention Through Environmental Design

The Crime Prevention Through Environmental Design Guidelines provide three main topics for the analysis of proposals; passive surveillance, territoriality and lighting. Overall, the application is adequately consistent with these guidelines, the same points mentioned regarding the street relationship are pertinent.

Proposed active commercial spaces and key building entrances along Lime Bay Mews address passive surveillance considerations on the west frontage. Along Kimta Road, a recommendation to reduce or relocate the area dedicated to vehicle movement, and to move the main building entrance closer to Kimta Road, would improve the opportunities for passive surveillance. Additionally, territoriality considerations have been well-addressed in the application; however, the same recommendations made above would improve consistency with this guideline.

Tree Preservation Bylaw and Urban Forest Master Plan

There are no Tree Preservation Bylaw impacts with this application.

Master Development Agreement

The Master Development Agreement sets out a number of conditions to be met with this application. The applicant's letter dated August 12, 2018 confirms the applicant's commitment to meet these obligations.

Advisory Design Panel

The application was presented to the Advisory Design Panel (ADP) at their meeting of August 22, 2018 (minutes attached). The ADP motion is below:

"That the Development Permit Application No. 000522 for 210 Kimta Road be approved subject to the following recommendations:

- introduce more vegetation throughout the site, particularly along the Lime Bay Mews*
- reconsider and refine the relationship between the first three storeys of the podium and Kimta Road to create a consistent podium level expression with the Lime Bay Mews in terms of materiality, scale and detail*
- increase the integration between the lobby entrance area and Sitkum Park*
- refine the building top to better align with the design guidelines and to screen the mechanical rooms."*

In response to the ADP meeting, the applicant has made changes to the plans to address the comments and motion. The changes include:

- revising the parking structure beneath the building to provide additional landscaping at the end of the mews where it meets Kimta Road, and additional landscaping within Lime Bay Mews
- creating a parallel building face to Kimta Road, and introducing additional entrances, windows and overhead canopies on this elevation
- creating a path between the parking turn-around area, in front of the main building lobby and Sitkum Park
- ensuring the roof-top mechanical rooms are screened.


CONCLUSIONS

Overall, the application is generally consistent with the relevant guidelines and policies, and meets the requirements of the associated Master Development Agreement, which includes parts of the amenity package which were established during the initial rezoning of the site. The associated amenities fulfil key aspects of a number of related policies and City-wide objectives and, on this basis, staff recommend for Council's consideration that the application be supported.

ALTERNATE MOTION

That Council decline Development Permit Application No.000522 for the property located at 210 Kimta Road.

Respectfully submitted,


Miko Betanzo
Senior Planner - Urban Design
Development Services Division


Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



Date:

Sept. 27/18

List of Attachments:

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped September 12, 2018
- Attachment D: Letter from applicant to Mayor and Council dated September 10, 2018
- Attachment E: Sustainability and Green Features letter dated November 29, 2018
- Attachment F: Master Development Agreement Memo dated September 20, 2018
- Attachment G: Advisory Design Panel Minutes Dated August 22, 2018
- Attachment H: Correspondence