



Committee of the Whole Report

For the Meeting of January 10, 2018

To: Committee of the Whole **Date:** December 27, 2018

From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development

Subject: Development Permit Application No. 000525 for 90 Saghalie Road

RECOMMENDATION

That Council authorize the issuance of Development Permit Application No. 000525 for 90 Saghalie Road, in accordance with:

1. Plans date stamped December 14, 2018.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. 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 *Official 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.

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 90 Saghalie Road. The proposal is for a five-storey senior's building comprised of a mix of independent living units, assisted living units and accessory facilities. The overall proposed density is 1.79:1 floor space ratio.

The following points were considered in assessing this application:

- the proposal is generally consistent with the *Songhees Hillside Urban Design Guidelines*
- the proposal is consistent with *Victoria West Neighbourhood Plan* (2018)
- no variances to the *Zoning Regulation Bylaw* are proposed
- Committee of the Whole referred the application back to the Advisory Design Panel for review and the Panel have recommended that Council approve the project as presented.

BACKGROUND

Description of Proposal

The proposal is for a five-storey senior's living facility comprised of independent living units, assisted living units and accessory facilities. The overall proposed density is 1.79:1 floor space ratio.

The proposal includes the following major design components:

- a loading area and underground parking are accessed through a service road from Tyee Road
- a covered area dedicated for vehicular drop-off / pick-up at the main building entrance
- residential units with direct access to Tyee Road and the internal service road
- a public walkway providing a connection through the site between Tyee Road and Saghalie Road
- large shared exterior patios to the north and south of the building
- secure bicycle and scooter parking located in the underground parking area
- a green roof.

Exterior building materials include:

- stone (grey) for the building base
- extensive glazing with aluminium framing
- longboard siding and charcoal grey metal panels
- clear glass balcony railings
- concrete finish for columns and balcony bases
- longboard screening finishes around shared patio areas.

Landscaping elements include:

- numerous patio spaces, including on the rooftop, which includes greenhouses and plots for growing food
- decorative paving used in ground-floor shared patio areas
- water feature to the north of the building adjacent to a public walkway
- concrete retaining wall adjacent to the E&N rail easement
- approximately 74 new trees proposed, predominantly located around the site perimeter.

Sustainability Features

As indicated in the applicant's letter dated February 6, 2018 (see Attachment F), the applicant is proposing the following sustainability features:

- heat recovering ventilators
- high-efficiency condensing boilers
- high-performance glazing
- energy efficient lighting design
- high-efficiency air-source heat pump
- low-flow plumbing fixtures
- amenity space, including opportunities for urban agriculture, provided on the roof deck.

In addition, the application states that the building orientation is favourable for passive heating and cooling strategies, and that the project will be meeting Step 1 of the BC Energy Step Code (NECB 2011).

Active Transportation Impacts

The application proposes the following features which support active transportation:

- secure bicycle storage for 69 bicycles
- eight visitor bicycle parking spaces near the main building entrance
- a secure storage facility for scooters.

Public Realm Improvements

As required by the Bayview Master Development Agreement (MDA), a public walkway is proposed providing a connection through the site between Tyee Road and Saghalie Road. A blanket Statutory Right-of-Way (SRW) is currently registered on title which requires that, upon completion of the proposed footpath, a specific SRW will be registered on title.

Accessibility Impact Statement

While the British Columbia Building Code regulates accessibility as it pertains to buildings, as the application proposes a facility to accommodate seniors and includes an assisted living component, the building has been designed to meet the accessibility needs of the residents (i.e. wider corridors, wider doorways to residential units, etc.). As outlined above, the development also includes a scooter storage facility.

Existing Site Development and Development Potential

The site is located within Development Area 3-B of the SSR Zone, Saghalie Road District, and is currently vacant.

Under the current SSR Zone, Development Area 3-B, it could be developed at a density of 1.79 Floor Space Ratio (FSR), subject to the provision of specific community amenities and with the uses being proposed. The required community amenities are summarized as follows:

- a minimum of 75% of the total floor area of the building to be used exclusively for "seniors' housing – assisted living" and "seniors' housing – independent living" use
- a minimum of 19% of the total floor area of the building to accommodate accessory facilities for use by the occupants of the building
- compliance with an existing Housing Agreement that outlines further requirements relating to the use of the building for senior's housing
- a monetary contribution of \$148,828.59, to be divided equally between the Parks and Greenways Acquisition Fund and the Victoria Housing Fund.

If the aforementioned community amenities are not provided, then the maximum permitted density is 0.72:1 FSR. The proposal includes the provision of the amenities noted above; therefore, the maximum density of 1.79:1 FSR is permitted.

Data Table

The following data table compares the proposal with the existing SSR Zone, Saghalie Road District. No variances to the *Zoning Regulation Bylaw* are proposed.

Zoning Criteria	Proposal	SSR Zone
Site area (m ²) - minimum	7944	7944
Density (Floor Space Ratio) – maximum Maximum density is subject to the provision of community amenities	1.79:1	1.79:1
Height (m) - maximum	16.8	17
Storeys - maximum	5	5
Site coverage % - maximum	49	50
Open site space % - minimum	41	40
Street wall (m) – maximum	35.7	39
Setbacks (m) – minimum:		
Front	11	10
Rear	3	3
Side (north)	5.1	3
Side (south)	3.1	3
Parking – minimum	97	75
Visitor Parking - minimum	18	8
Bicycle parking stalls – minimum		
Class 1	70	69
Class 2	8	8

Relevant History

On October 24, 2013, Council approved a Rezoning Application to rezone the subject property and subdivide what was referred to as Bayview Lot 4, creating a Development Area 3-A and 3-B. The application proposed senior's housing on Development Area 3-B and an increase in the permitted density.

At the time of the Rezoning Application, illustrative plans were submitted indicating a building with a height of 15.6m; however, the site zoning, as it existed at that time, already allowed a maximum building height of 17m at this location and the applicant sought to retain this height allowance to allow for flexibility in the final building design.

In addition, during the review of the Rezoning Application, it was established that due to site constraints, a road to service both Development Area 3-A and 3-B would be required parallel to the adjacent railway easement along the southern edge of the site.

Concurrent with the Rezoning Application, a Housing Agreement was executed requiring that, amongst other things, in the event that a development exceeds a density of 0.72:1 FSR, then all of the dwelling units must be used only as senior's housing (assisted living or independent living units).

Community Consultation

As the application does not propose variances, it has not been referred to the Victoria West CALUC for comments; however, a number of correspondence were received from residents of the adjacent building located at 100 Saghalie Road (Bayview One) prior to the application being presented to Committee of the Whole (see Attachment F). The applicant provided a response to the concerns raised from neighbours in their letter dated June 18, 2018, and made some revisions to the design of the project based on the comments received. For example, a green roof is proposed to provide a more aesthetically pleasing outlook for neighbours who would have views down over the proposed building. Correspondence received since Committee of the Whole is included in Attachment H.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan* (OCP) identifies this property within Development Permit Area 13: Core Songhees, and the following documents were considered in assessing this application:

- *Official Community Plan* (2012)
- *Policy Plan and Design Guidelines for the Songhees Area of Victoria West* (2008)
- *Advisory Design Guidelines for Buildings, Signs and Awnings* (1981)
- *Guidelines for Fences, Gates and Shutters* (2010).

Official Community Plan

The subject site is designated as Core Songhees in the *Official Community Plan* (OCP), which envisions residential and mixed-use buildings from three storeys, up to approximately 22 storeys, in select locations. In terms of place character features, the OCP envisions buildings that are set close to the street with landscaped setbacks in more residential areas, wide sidewalks and regularly-spaced tree planting. Taller buildings should be concentrated near the centre of the Songhees Peninsula along Esquimalt Road. The OCP also envisions off-street parking located at the rear of buildings or underground.

The objectives of the Core Songhees Development Permit Area designation that are relevant to this proposal are:

- to achieve a high-quality of architecture, landscape and urban design that is unique to the Songhees peninsula and its special places, reflecting its former industrial uses and geographic features
- to acknowledge the geographic context of the Songhees peninsula through building forms that are generally lower near the shoreline and gradually rise in height to correspond with the rise in topography.

Policy Plan and Design Guidelines for the Songhees Area of Victoria West

The *Policy Plan and Design Guidelines for the Songhees Area of Victoria West* (2008) includes the *Songhees Hillside Urban Design Guidelines*, which provide specific guidelines relating to the development of Bayview Place and the subject site. Specific guidelines relate to:

- articulation of the building as viewed from Songhees Road and the intersection of Kimta and Tyee Roads (to the south)
- terracing of the building along the Kimta and Tyee Road frontages
- locating parking primarily underground
- providing a flat roof
- use of building materials
- surface treatments, lighting and signage.

The application is generally consistent with the aforementioned guidelines and proposes a building with a flat roof and underground parking. In response to the aforementioned Design Guidelines, and in response to the August 9, 2018 Council motion, the applicant has also submitted a revised design to further terrace the building, this is discussed below.

Response to Council Motion

On August 2, 2018, Committee of the Whole considered this application and directed that the proposal be referred back to the Advisory Design Panel (ADP) after the applicant made revisions to the proposed design to terrace the upper storeys of the building, and further address site topography. It was also stated that any revisions should maintain adequate distances to the adjacent Bayview One building to the north. The Committee of the Whole motion was ratified by Council on August 9, 2018.

In response to the aforementioned motion, the applicant has made further revisions to the proposal including:

- terracing the fifth floor back 2.4m from the floors below on the building elevation facing Kimta Road
- a black-framed architectural element has been reduced in height on the Kimta Road elevation to further emphasize the effect of terracing
- an extra "step" has been added to the main floor facing Tyee Road. This creates an additional terraced element and the curved nature of the façade continues the curvilinear ground plane treatment (that was also introduced to address earlier ADP comments).

While the proposed revisions do result in certain building elements (i.e. balconies) projecting slightly closer to the buildings to the north, the bulk of the building would not move any closer to neighbouring buildings and adequate separation distances are considered to be provided.

The revised plans were presented to the ADP on November 28, 2018, and the Panel recommended that Council approve the project as presented.

Local Area Plans

The subject site is located in the Victoria West Neighbourhood, and therefore, the *Victoria West Neighbourhood Plan* (2018) is applicable. The proposal is consistent with the Neighbourhood Plan as follows:

- Bayview Place is recognized as part of a Master Planned Area, where development will continue to be guided by existing MDA's, Comprehensive Development Zones and Design Guidelines

- the Neighbourhood Plan anticipates buildings up to five storeys in height at this location
- a number of development features are identified within the Bayview Place development including senior's housing and a network of pedestrian paths.

Tree Preservation Bylaw and Urban Forest Master Plan

An ISA arborist report (see Attachment F) was conducted by Talbot and Mackenzie and Associates on the subject site and there were a total of 19 trees inventoried.

The vacant site is mainly open rock outcrop with native grasses. There are ten Garry Oaks measuring 3-6cm in diameter at breast height (DBH) that are within the proposed building envelope and identified for removal.

There are six public Flowering Cherry trees along the Tyee Road boulevard which are in fair to poor condition. Due to the extent of the development, construction blasting, and re-grading required, these trees along with the existing shrubs and masonry retaining wall are proposed for removal. Six new trees would be installed as part of the frontage improvements.

CONCLUSIONS

Staff consider that the proposal is generally consistent with the recently approved *Victoria West Neighbourhood Plan* and the applicable Design Guidelines, and is supportable as presented. The proposal is also consistent with the Bayview MDA, the existing Housing Agreement, and no variances from the *Zoning Regulation Bylaw* are proposed.

ALTERNATE MOTION (Decline)

That Council decline Development Permit Application No. 000525 for the property located at 90 Saghalie Road.

Respectfully submitted,



Jim Handy
Senior Planner – Development Agreements
Development Services Division




Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



Date:

Dec. 28, 2018

List of Attachments:

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans dated December 14, 2018
- Attachment D: Letter from Applicant dated October 29, 2018 detailing most recent design changes
- Attachment E: Draft Minutes from Advisory Design Panel dated November 28, 2018
- Attachment F: Committee of the Whole Report (and attachments) dated August 2, 2018
- Attachment G: Council Motion dated August 9, 2018
- Attachment H: Correspondence