



Committee of the Whole Report

For the Meeting of February 15, 2018

To: Committee of the Whole **Date:** February 5, 2018

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

Subject: Development Permit Application No. 000517 for 203, 211 & 335 Harbour Road

RECOMMENDATION

That subject to receipt of amended plans to address technical corrections to the satisfaction of the Director of Sustainable Planning and Community Development, Council authorize the issuance of Development Permit Application No. 000517 for 203, 211 and 335 Harbour Road, in accordance with:

1. Plans date stamped November 23, 2017.
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 *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 203, 211 and 335 Harbour Road. The proposal is to construct a graving dock facility.

The following points were considered in assessing this application:

- the application is consistent with the Harbour Road Industrial Waterfront Design Guidelines in terms of maintaining view corridors and creating an attractive Harbour Road and waterfront edge
- the application is also consistent with The Core Songhees Development Permit Area objectives to retain a working harbour function.

BACKGROUND

Description of Proposal

The proposal is for a graving dock. Specific details include:

- a 174m by 35m area for a dry dock/graving dock, 16m deep
- formalization of the waterfront edge with a linear concrete caisson retaining wall and a 180m moorage apron
- removal of the existing pile dock facilities
- concrete caissons and retaining wall with a cast in place textured finish
- equally spaced rubber or steel fenders along the waterfront edge
- decorative fencing and landscaping along Harbour Road
- hard surfaced yard area.

The following edge treatments are being offered by the applicant in association with this Development Permit Application and would be secured as a condition of the issuance of the Development Permit:

- decorative fencing and landscaping along Harbour Road
- textured concrete finish to provide visual interest at the water level on the retaining wall at the waterfront edge.

Relevant History

In 1987 the Province of British Columbia applied to the City of Victoria to subdivide the majority of waterfront lands from Catherine Street to the Point Ellice Bridge. Through its corporate arm, B.C. Enterprise, which no longer exists, the Province's application included the registration on title of a Statutory Building Scheme (SBS). The provisions of the SBS, however, do not apply to the portions of the site where the graving dock is proposed.

Sustainability Features

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

- improved stormwater management through stormceptors and water treatment prior to outfall discharge
- habitat restoration or compensation in conjunction with Transport Canada and Fisheries and Oceans Canada (DFO) applications.

Active Transportation Impacts

The application proposes the following features which support active transportation:

- 12 class 2 bicycle racks beyond the required amount.

Public Realm Improvements

No public realm improvements are proposed in association with this Development Permit Application.

Accessibility Impact Statement

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

Existing Site Development

The site presently contains a turntable and dry dock facility along with marine industrial yard space and buildings.

Data Table

The following data table compares the proposal with the existing SD-1 Zone, Dockside District.

Zoning Criteria	Proposal	Zone Standard / Existing Zone SD-1, Dockside District
Density (Floor Space Ratio) - maximum	0.09	0.75
Height (m) - maximum	n/a	21
Site coverage % - maximum	22	50
Parking - minimum	100	100
Bicycle parking stalls (minimum)	12 Class 2	0

Community Consultation

The applicant has voluntarily met with the community on a number of occasions to share their plans for the Point Hope Graving Dock. Appendix B in the applicant's letter provides an overview of recent and planned community engagement.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan* (OCP) identifies this property within Development Permit Area (DPA) 13, Core Songhees. Objectives of this DPA include revitalizing the industrial area to strengthen commercial viability while maintaining a marine industrial character and working harbour. The proposal to construct a graving dock helps realize these objectives and aligns with the land-use priorities set out in the OCP.

The *Harbour Road Industrial Waterfront Design Guidelines* (2008) represent the key policy document against which this application is reviewed. These guidelines primarily envisioned the addition of buildings to this area as a result of continued industrial development. With this in mind, the guidelines focused on ensuring key view corridors remained open and a sympathetic edge between the industrial area and adjacent land uses was established. The proposal does not include the construction or addition of new buildings and instead proposes formalizing the waterfront edge of the property with a retaining wall and concrete caissons to construct a graving dock. With this proposal, the view corridors set out in the design guidelines are wholly maintained.

The design guidelines also speak to ensuring surface car parking areas are not a dominant visual element of the site. While some images of the proposal appear to increase the amount of paved surface area, the proposal does not actually increase the amount of surface area for vehicle parking. The majority of new surface area created is along the eastern apron where a new moorage area is proposed; the apron is 180m long by 12m wide. The site elevation also

does not change and will remain consistent with the existing surface elevations across the property. Maintaining these elevations is key to the operation of a dry dock facility which relies on adjacent water levels.

The edge conditions of the property are where the design guidelines are most relevant. Along Harbour Road, a consistent fence and landscaping treatment is proposed to tie into the existing treatment already established. Again, in accordance with the requirements of the guidelines, the proposal does not affect the existing view platform, mid-way on Harbour Road. With this in mind, the proposal satisfies the requirements of the design guidelines as they relate to the Harbour Road frontage and viewing platform.

Along the waterfront, the design guidelines speak to creating an aesthetic edge viewed at the waterfront level and from the Johnson Street and Point Ellice Bridges; as well as, the waterfront walkways across the harbour. To achieve this, the guidelines seek to retain the character of the traditional pile docks to avoid looking at blank walls. The proposal does not retain the pile docks; however, the fendering details on the proposed east apron and relief cast in place concrete approach satisfies this requirement.

CONCLUSIONS

The proposal to construct a graving dock at the Point Hope Ship Yard helps to strengthen this important part of Victoria's economy and maintain the continued working harbour aspirations set out in the OCP. This proposal reflects a significant change for the Victoria Harbour and, while this form of development was not envisioned in the relevant design guidelines for the area, the proposal achieves the performance criteria set out in the guidelines and is congruous with their intent. On this basis, Staff recommend for Council's consideration that the application be supported.

ALTERNATE MOTION

That Council decline Development Permit Application No. 000517 for the property located at 203, 211 and 335 Harbour Road.

Respectfully submitted,




Miko Betanzo
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Development Services



Jonathan Tinney, Director
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Development Department

Report accepted and recommended by the City Manager:



Date: Feb 8, 2018

List of Attachments:

- Attachment A: Subject map
- Attachment B: Aerial map
- Attachment C: Plans date stamped September 29, 2017
- Attachment D: Letter from applicant to Mayor and Council dated September 29, 2017.