



## Planning and Land Use Committee Report For the meeting of October 16, 2014

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**To:** Planning and Land Use Committee      **Date:** October 2, 2014  
**From:** Jim Handy, Senior Planner – Development Agreements  
**Subject:** **Official Community Plan Amendment, Development Permit with Variance Application #000356 and Heritage Alteration Permit Application #00180 for 251 - 259 Esquimalt Road** - Proposed rehabilitation of five Heritage-Designated buildings and rail turntable, construction of three new single-storey buildings, public plaza, temporary and permanent surface parking lots, cultural interpretation features and siting of boxcars for retail use.

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### Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding an Official Community Plan (OCP) Amendment, Development Permit with Variance Application and Heritage Alteration Permit Application at 251-259 Esquimalt Road, also known as the Roundhouse Commercial Heritage Phase.

These Applications propose a number of components including:

- the rehabilitation of the Heritage-Designated Roundhouse, Back Shop, Boiler House, Car Shop, Stores Building and the Turntable
- the construction of three new single-storey retail buildings
- the siting of seven reconditioned boxcars for retail and interpretive purposes
- a public plaza with the focal point being the rehabilitated Heritage-Designated Turntable
- a comprehensive program of cultural interpretive features.

The following points were considered when reviewing these Applications:

- the proposal is generally consistent with the applicable City Design Guidelines, however, it fails to address a number of mandatory design requirements outlined in the *Roundhouse Design Guidelines*. An amendment to the OCP is required to amend these Guidelines.
- the proposal is generally consistent with the goals, broad objectives and policies outlined in the OCP, in particular, the *Standards and Guidelines for the Conservation of Historic Places in Canada*.
- the Development Permit Application proposes a variance to the *Zoning Regulation Bylaw* to allow a new building to be constructed within 1 m of an existing rail easement. The location and design of the proposed building is generally supported in the *Roundhouse Design Guidelines* and, therefore, staff recommend that Council support the proposed variance.
- the Development Permit Application proposes a crossing over the existing rail easement that is not currently contemplated in the *Roundhouse Master Development Agreement* (MDA). In the event that Council support the provision of this new rail crossing, then an amendment to the MDA is required.

Staff recommend that Council approve an amendment to the OCP to allow revisions to the *Roundhouse Design Guidelines* and advance an OCP Amendment Bylaw to a Public Hearing, subject to referral of the Development Permit with Variance Application and Heritage Alteration Permit Application to the Joint Advisory Design Panel and Heritage Advisory Panel, registration of a Section 219 Agreement to secure the future design of Lime Bay Mews and an amendment to the Roundhouse MDA to allow for an additional rail crossing. Furthermore, staff recommend that Council require revisions to the plans submitted with both the Development Permit with Variance Application and the Heritage Alteration Permit Application providing additional information in relation to the proposal.

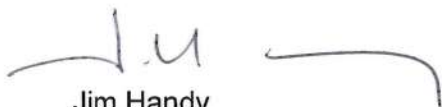
## Recommendations

1. That Council direct City staff to prepare the necessary Official Community Plan Amendment Bylaw and that Council:
  - a. consider giving first reading to the Official Community Plan Amendment Bylaw;
  - b. consider the Official Community Plan, Amendment Bylaw in conjunction with the *City of Victoria 2012-2016 Financial Plan* and the *Capital Regional District Liquid Waste Management Plan* and *Capital Regional District Solid Waste Management Plan* pursuant to section 882(3)(a) of the *Local Government Act* and deem those Plans to be consistent with the proposed Official Community Plan Amendment Bylaw;
  - c. consider consultation under section 879(2) of the *Local Government Act* and determine that no referrals are necessary with the Capital Regional District Board; Councils of Oak Bay, Esquimalt and Saanich; the Songhees and Esquimalt First Nations; the School District Board; and the provincial and federal governments and their agencies due to the nature of the proposed amendments;
  - d. consider giving second reading to the Official Community Plan Amendment Bylaw;
  - e. consider referring the Official Community Plan Amendment Bylaw for consideration at a Public Hearing.
2. Following consideration of the Official Community Plan Amendment Bylaw that Development Permit with Variance Application #000356 for 251–259 Esquimalt Road proceed to a Hearing, subject to:
  - a) development meeting all *Zoning Regulation Bylaw* requirements, except for the following variance:
    - Section 12.12.8.4 - relaxation for the distance from a railway easement from 10.00 m to 1.00 m;
  - b) referral of the Application to a Joint Advisory Design Panel and Heritage Advisory Panel with the Joint Panel giving special attention to the exterior rehabilitation of the Heritage-Designated structures;
  - c) the submission of revised plans that:
    - (i) include the provision of a public footpath from Kimta Road, along the proposed Lime Bay Mews, to the edge of the proposed Turntable Plaza, to the satisfaction of the Director of Sustainable Planning and Community Development and the Director of Engineering and Public Works,
    - (ii) provide details of the proposed glass canopy over the boxcars between the Roundhouse and Car Shop buildings, to the satisfaction of the Director of Sustainable Planning and Community Development,
    - (iii) provide details of the proposed railway crossings including details of any finishing materials, to the satisfaction of the Director of Sustainable Planning and Community Development;



- d) an amendment to the *Roundhouse Master Development Agreement* to reflect the location of the proposed rail crossings and requiring that the Developer provide the City with a copy of the Rail Crossing Agreement and any other necessary documentation between the Developer, Island Corridor Foundation, the rail operator and any other necessary Government bodies for the proposed rail crossings prior to the submission of any Building Permit relating to the Commercial Heritage Phase, to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development;
  - e) a Section 219 Covenant to link the proposed temporary surface parking areas to the use of the Commercial Heritage Phase and to ensure the final design of Lime Bay Mews is consistent with the *Roundhouse Design Guidelines* being registered on title, to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development;
  - f) a Statutory Right-of-Way for the Roundhouse Mews being registered on title, to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development;
  - g) final plans to be in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.
3. That concurrent with Development Permit with Variance Application #000356, Council consider authorizing the issuance of Heritage Alteration Permit Application #00180 in accordance with the revised Heritage Conservation Plan dated July 2014 and plans date-stamped September 15, 2014, for Heritage Alteration Permit Application #00180, subject to:
- a) referral of the Application to a Joint Advisory Design Panel and Heritage Advisory Panel with the Joint Panel giving special attention to the exterior rehabilitation of the Heritage-Designated structures;
  - b) a Heritage Revitalization Agreement being registered on title to secure the exterior conservation of the Heritage-Designated buildings and structures, to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development;
  - c) the submission of revised plans and Heritage Conservation Plan to ensure consistency between documents and providing details of, but not limited to, the rehabilitation of the Roundhouse large double doors, existing and proposed parapets, seismic restraining for the historic chimneys, details of any proposed signage, new interior construction to be located within 2 m of an opening and condition assessments for all historic fabric that is proposed to be replaced, to the satisfaction of the Director of Sustainable Planning and Community Development.

Respectfully submitted,




Jim Handy  
Senior Planner – Development Agreements  
Development Services



Deb Day, Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:

Date:



Jason Johnson  
October 9, 2014

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## **1.0 Purpose**

The purpose of this report is to present Council with information, analysis and recommendations regarding an Official Community Plan (OCP) Amendment, Development Permit with Variance Application and a Heritage Alteration Permit Application at 251-259 Esquimalt Road, also known as the Roundhouse Commercial Heritage Phase.

## **2.0 Background**

### **2.1 Description of Proposal**

The Development Permit Application and Heritage Alteration Permit Application propose a number of components which are discussed in detail in the following sections of this report.

#### **2.1.1 Heritage-Designated Buildings and Structures**

There are a number of Heritage-Designated buildings and structures located on the subject site. This includes the E&N Railway Roundhouse, Back Shop, Boiler House, Car Shop, Stores Building and the Turntable. Together, in conjunction with the rail yard, these structures comprise the Esquimalt and Nanaimo Railway Roundhouse National Historic Site.

These Applications propose the rehabilitation of all of these buildings and structures which are proposed to be used for commercial, retail, office, restaurant, brewery, brew pub and other uses permitted in the existing CD-12 Zone, Roundhouse District.

#### **2.1.2 New Buildings**

These Applications propose the construction of three new single-storey retail buildings. Two of the buildings would be situated on the southern edge of the site, 1 m from the existing railway easement and framing a proposed public plaza. These two buildings would each include a monopitch roof design, a significant area of glazing with corrugated metal siding and roofing material.

One of these new buildings (west of the proposed Lime Bay Mews) is located in Development Area 1 (DA-1) of the CD-12 Zone, Roundhouse District, while the proposed new building immediately to the east is located in Development Area 2 (DA-2). The existing zoning requires that buildings located in DA-1 are set back a minimum of 1 m from the rail easement, however, in DA-2 that setback requirement increases to a minimum of 10 m. Therefore, a setback variance is required for the proposed new building adjacent to the rail easement in DA-2.

The new third building would be situated immediately adjacent to the existing Heritage-Designated Roundhouse and Back Shop buildings and separated from these buildings by way of a new glass atrium structure.

The applicant proposes to introduce a total of seven reconditioned boxcars throughout the site. The boxcars would be used for retail and interpretive purposes.

#### **2.1.3 Public Plaza**

The rehabilitated Turntable would be the focal point of a public plaza space framed by the existing and proposed buildings. The north side of the Turntable would be designed to accommodate seating, a stage area for performances and for public access to and across the historic structure. The south side of the Turntable would remain open to reveal historic steam-



powered mechanical works of the Turntable. A map of the original E&N railway route on Vancouver Island is proposed on the base of the Turntable as an interpretive feature, along with interpretive panels. The Turntable would be rehabilitated to be operational but would be maintained in a fixed position to align with the rail line.

The Railway Yard is a key character-defining element of the site and the surrounding plaza area has been designed to reflect this "working yard" character. The surface treatment of the plaza includes unit pavers inlaid with rail tracks and rail artifacts displayed in an interpretative installation. Rail artifacts include the reconstruction of a Water Tower and Sand Tower which were both original features of the site. Rail-themed canopies, bollards, lamp standards, benches, tables and outdoor seating areas would be provided with steel and timber being the principal finishing materials.

#### **2.1.4 Public Amenities**

The *Roundhouse Master Development Agreement* (MDA) requires the Developer to provide a number of amenities as part of the Commercial Heritage Phase. These amenities include the rehabilitation of Heritage-Designated buildings and the Turntable Plaza. Other required amenities that the Developer is providing at this stage are as follows:

- Naturalized Landscape Knoll

In accordance with the MDA, the proposal indicates that the rock outcropping in the northwest corner of the site will be preserved as a naturalized landscape feature supplemented with native species.

- Roundhouse Mews

The Roundhouse Mews is a shared-use corridor accommodating vehicular traffic, pedestrians, cyclists and rolling traffic, emergency and service vehicles. The proponent indicates that the Roundhouse Mews will be provided through the site between Esquimalt Road and Sitkum Road, skirting the southern edge of the Turntable Plaza.

- Temporary Pathway

A 4 m wide pathway linking Sitkum Road and Catherine Street will be provided on a temporary basis until a multi-purpose pathway, forming part of the E&N Rail Trail, is constructed. The MDA requires that the multi-purpose pathway be developed in stages in conjunction with future phases of development.

The MDA also envisages that, in conjunction with a later phase of development, a shared-use corridor would be provided from the waterfront at Lime Bay directly to the proposed Turntable Plaza. The applicant proposes that this corridor, referred to as Lime Bay Mews, be partially constructed as part of the Commercial Heritage Phase. The initial design of this corridor, featuring a two-lane road, is only an interim solution to provide access to temporary surface parking lots serving the Commercial Heritage Phase. As required by the *Roundhouse Design Guidelines*, the final Lime Bay Mews design should be focused on pedestrians and cyclists with only one-way traffic permitted along the corridor from Kimta Road to Catherine Street. Staff recommend that, prior to advancing to a Hearing, Council require that the developer enter into a Section 219 Covenant with the City to ensure that the final design of Lime Bay Mews is

consistent with the *Roundhouse Design Guidelines*.

### **2.1.5 Surface Parking**

These Applications propose a limited amount of surface parking within the Commercial Heritage Phase of the development, utilizing unit paving as a finishing material. However, significant areas of temporary surface car parking are also proposed on the adjacent Development Areas. These temporary parking areas, which would be finished with asphalt, would serve the Commercial Heritage Phase of the development until an underground parkade is constructed as part of Phase 2, as envisaged in the *Roundhouse Design Guidelines*.

The CD-12 Zone, Roundhouse District, allows parking to be located on any lot within the Zone regardless of the Development Area of the lot where the parking is actually required, provided that a covenant is registered on the title of the property linking the parking to the use.

### **2.1.6 Cultural Interpretive Features**

The applicant is proposing a comprehensive interpretive program which includes:

- site banners
- interpretive signage
- interior theming in historic buildings
- recreated and reconstructed historic structures
- artifact displays
- installation of concrete railway map
- rehabilitated Turntable to occasionally display rolling stock.

A comprehensive Interpretive Program Report has been provided by the applicant and is attached to this report.

### **2.1.7 Sustainability Features**

The development is a registered Leadership in Energy and Environmental Design (LEED) Neighbourhood Development (ND) project. The applicant has confirmed that the proposed development is adhering to the LEED ND guidelines and that the two new buildings, situated adjacent to the rail easement, are designed to LEED Silver standard.

### **2.1.8 Transportation Demand Management Strategies**

Under the terms of the Roundhouse MDA, the Developer covenants and agrees to provide a number of Transportation Demand Management (TDM) strategies. The applicant has identified that the following TDM measures will be provided with the Commercial Heritage Phase of the development:

- Commercial units will have access to a transit ProPass for a minimum of three years. This will be fully subsidized by the Developer.
- The Developer will ensure that transit facilities, such as bus lay-bys and improved bus stop amenities, will be provided at the developer's cost where the transit facilities border the site.
- Class 1 and Class 2 bicycle facilities are provided and exceed the City of Victoria requirements.



- The development team will appoint a staff member to act as TDM Coordinator for a minimum period of one year following occupancy of each building on site.

## 2.2 Existing Site Development and Development Potential

The current zoning allows for a diverse range of uses at this location, including but not limited to: limited light industrial including processing, manufacturing and assembly, offices, restaurants, retail, breweries and brew pubs, pubs and lounges, tourist facilities, railway operations, artist studios and theatres. There are a number of Heritage-Designated buildings and structures located on the subject site. This includes the E&N Railway Roundhouse, Back Shop, Boiler House, Car Shop, Stores Building and the Turntable. Together, in conjunction with the Rail Yard, these structures comprise the Esquimalt and Nanaimo Railway Roundhouse National Historic Site.

## 2.3 Data Table

The proposed development is located in DA-1 and partially within DA-2 of the CD-12 Zone, Roundhouse District. The following data tables compare the proposal with the regulations specifically outlined in the CD-12 Zone and then with those regulations applicable to DA-1 and DA-2. An asterisk is used to identify where the proposal is less stringent than the existing zone.

Zoning Criteria (Overall Site)	Proposal	Zone Standard
Site area (m <sup>2</sup> ) – minimum	42,455	n/a
Density (Floor Space Ratio) – maximum	0.11:1	2:1
Total floor area (m <sup>2</sup> ) – maximum	4691.56	84,910
Total floor area for non-residential uses (m <sup>2</sup> ) – maximum	4376.56	9180
Setback from any street or park (m) – minimum	3	2
Parking – minimum	199	144
Bicycle storage – minimum	22	13
Bicycle rack – minimum	50	13

Zoning Criteria (DA-1 & DA-2)	Proposal (DA-1)	Zone Standard (DA-1)	Proposal (DA-2)	Zone Standard (DA-2)
Height (m) – maximum	8.49	19	5.48	76
Setbacks (m) – minimum				
Rail easement setback	1	1	1*	10

## 2.4 Land Use Context

The Roundhouse site consists of several parcels situated between Esquimalt Road to the north, Sitkum Road to the east, Kimta Road to the south and Catherine Street to the west. The E&N Railway Right-of-Way bisects the site from the northwest to the southeast.

The Application site is located within the CD-12 Zone, Roundhouse District. This Zone identifies sub-areas, referred to as Development Areas, and it is envisaged that the development will be constructed in phases generally consistent with those identified sub-areas. In this instance, the proposal specifically relates to DA-1, also referred to as the Commercial Heritage Phase, and part of DA-2 situated in the northeast corner of the Roundhouse site. Victoria West Park and the existing multi-family dwellings are situated to the north of the Application site, to the east is Vista Park and multi-family dwellings at Bayview Place and future development phases of the Roundhouse project are located directly to the south and west.

## 2.5 Legal Description

- Lot 1, Part of the Bed of Victoria Harbour, Victoria District, Plan VIP79333
- Lot 1, District Lot 119, Esquimalt District, Plan 3237 Except Part in Plans 5424, 1461R and 43176
- Lot 1, District Lot 119, Esquimalt District Plan VIP74716
- Lot 2, of the unnumbered part of Esquimalt District, Plan VIP81036
- Lot 52, Section 31, Esquimalt District, Plan 549
- Lot 52A, Section 31, Esquimalt District, Plan 549
- Lot 53, Section 31, Esquimalt District, Plan 549
- Lot 54, Section 31, Esquimalt District, Plan 549
- Lot 55, Section 31, Esquimalt District, Plan 549
- Lot 56, Section 31, Esquimalt District, Plan 549
- Lot 56A, Section 31, Esquimalt District, Plan 549
- Lot 57, Section 31, Esquimalt District, Plan 549
- Lot 58, Section 31, Esquimalt District, Plan 549
- Lot 59, Section 31, Esquimalt District, Plan 549
- All that part of Section 31, Esquimalt District, described as commencing on the east boundary of said Section, at the high water mark of the public harbour of Victoria, 125 feet more or less, in a southerly direction from the south east corner of Lot 52-A, Plan 549, thence northerly along the east boundary of Section 31 to the said south east corner of Lot 52A, thence westerly along the southerly boundaries of said Lot 52A and Lot 52, Plan 549, 86 feet more or less, to high water mark, thence in a south easterly direction following said high water mark to the point of commencement.

## 2.6 Relevant Design Guidelines

The following Design Guidelines are to be considered and applied for Development Permits relating to the Roundhouse site:

- *Roundhouse Design Guidelines* (2008)
- *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010)
- *Crime Prevention Through Environmental Design Guidelines* (2004).



The following sections of the report outline where the proposal is consistent with the aforementioned Design Guidelines.

### **2.6.1 Roundhouse Design Guidelines**

The *Roundhouse Design Guidelines* are comprehensive and detailed in order to sustain and reinforce the historic and geographic significance of the site. The proposal has been reviewed against these Guidelines and is considered consistent with them in the following ways:

- These Applications propose the preservation and adaptive reuse of the historic Roundhouse buildings and structures.
- The proposed new buildings are limited to a single storey and are located in a manner that respects the historic precinct and animates the proposed Turntable Plaza.
- the proposed new buildings are contemporary in nature in contrast to the heritage buildings on the site. They are finished with glass and metal panel siding and the overall appearance of these buildings is light and transparent in contrast to the heavy historic structures.
- The new building proposed immediately to the south of the Car Shop has been designed with a glass atrium to permit views of the heritage façade.
- The new buildings would not adversely impact the Turntable Plaza by way of overshadowing.
- The Heritage-Designated Turntable is being rehabilitated and will be the focal point of a public plaza.
- Significant structures, such as the water tower and sand tower, will be rebuilt.
- A key pedestrian corridor, referred to as Lime Bay Mews, will provide a connection from the waterfront directly to the proposed Turntable Plaza. The Mews will also allow for a view corridor from the waterfront into the Plaza.
- A pedestrian crossing over the E&N tracks will occur at the alignment of Lime Bay Mews.
- A shared-use corridor, referred to as Roundhouse Mews, will be provided through the Historic Railway Precinct, along the north side of the rail corridor and additional access to the site will be provided from Esquimalt Road and Sitkum Road.
- The Knoll in the northwest corner of the site will be preserved and enhanced as a natural feature and visual amenity.
- The proposal fosters sustainable landscape design by protecting indigenous trees during site construction and by virtue of new native and drought-tolerant plant material to minimize water usage and maintenance needs.

The *Roundhouse Design Guidelines* use the terms “must, will and shall” to describe mandatory Guidelines that must be met. In this instance, there are several mandatory Guidelines that have not been addressed and, in each case, staff recommend that Council support the proposed alternative design solution. These are identified and discussed in detail in Section 4.1 of this report.

### **2.6.2 Standards and Guidelines for the Conservation of Historic Places in Canada**

The *Standards and Guidelines for the Conservation of Historic Places in Canada* (the “Standards and Guidelines”) outline sound, practical advice aimed at achieving good conservation practice. The Standards and Guidelines recognize three treatments, including

preservation, restoration and rehabilitation. The primary treatment associated with the scope of proposed work associated with the Heritage Alteration Permit Application is rehabilitation. Rehabilitation includes actions or processes of making possible a continuing or compatible contemporary use of an historic place, or an individual component, while protecting its heritage value.

A detailed assessment of impacts on Heritage-Designated buildings and structures is provided in Section 4.2 of this report and it is considered that the proposed work is generally consistent with the aforementioned Standards and Guidelines.

### **2.6.3 Crime Prevention Through Environmental Design Guidelines**

The applicant states that they are implementing the following Crime Prevention Through Environmental Design (CPTED) measures:

- natural surveillance
- glazing and sightlines between interior and exterior
- central public space
- central access corridor
- temporary surface parking areas.

## **2.7 Consistency with other City Policy**

### **2.7.1 Official Community Plan**

As outlined in the OCP, a key strategic direction for the Victoria West neighbourhood is to complete the revitalization of the Roundhouse site. The development of the Commercial Heritage portion of the Roundhouse development responds directly to this key direction.

Although, as outlined in Section 2.6.1 of this report, the proposal is generally consistent with the applicable City Design Guidelines, it fails to address a number of mandatory design requirements outlined in the *Roundhouse Design Guidelines*. An amendment to the OCP is required to amend these Guidelines.

Should Council support the OCP amendment, Council is required to consider consultation with the Capital Regional District Board; Councils of Oak Bay, Esquimalt and Saanich; the Songhees and Esquimalt First Nations; the School District Board and the provincial government and its agencies. However, further consultation is not recommended as necessary for this amendment to change the Urban Place Designation as this matter can be considered under policies in the OCP Bylaw.

Council is also required to consider OCP Amendments in relation to the City's *Financial Plan* and the *Capital Regional District Liquid Waste Management Plan* and the *Capital District Solid Waste Management Plan*. This proposal will have no impact on any of these plans.

## **2.8 Community Consultation**

In compliance with the Community Association Land Use Committee Procedures (CALUC) for Processing an OCP amendment, the applicant consulted with the Victoria West Neighbourhood Association on February 18, 2014. Notification of the CALUC meeting was circulated to neighbours living within 200 m of the subject site. In addition, as the Development Permit



Application proposes a variance, the Application was referred to the Victoria West Neighbourhood Association on June 16, 2014, for a 30-day comment period. No comments were received at the time of writing this report.

### **3.0 Issues**

The key issues related to this application are:

- OCP amendment and revisions to the *Roundhouse Design Guidelines*
- impact on Heritage-Designated buildings and structures
- interim proposal for Lime Bay Mews
- MDA amendment
- proposed variance
- recommended plan revisions.

### **4.0 Analysis**

#### **4.1 OCP Amendment and Revisions to the Roundhouse Design Guidelines**

As outlined earlier in this report, the *Roundhouse Design Guidelines* use the terms “must, will and shall” to describe mandatory Guidelines that must be met. In this instance, there are several such Guidelines that have not been addressed and these are discussed in turn below. Should Council approve the proposal, the Design Guidelines must be revised to reflect where the proposal differs from the mandatory Guidelines. Since the *Roundhouse Design Guidelines* are specifically referenced in the OCP, an OCP amendment is also necessary.

For the reasons outlined below, staff recommend that Council consider approving an OCP amendment allowing revisions to the *Roundhouse Design Guidelines* to accommodate the proposed project design.

##### **4.1.1 Use of Brick in all New Buildings**

The *Roundhouse Design Guidelines* require that elements of brick be used in all buildings to match the material used in the historic Roundhouse structures and the new buildings at the adjacent Bayview development. However, they also state that:

*New buildings on the site should be designed with a contemporary appearance. It is anticipated that they will be built from structural steel or heavy timber with exterior walls made of glass and metal panel siding where solid areas are required. The overall appearance of these buildings should be very light and transparent as a contrast to the heavy historic structures.*

The design of the proposed new buildings is consistent with the above Guideline, however, as the proposed design does not include a brick element, a revision to the Guidelines is required.

##### **4.1.2 Location of Site Servicing Facilities**

These Applications propose that site servicing will be provided between the Heritage-Designated buildings and Esquimalt Road; however, the *Roundhouse Design Guidelines* state that servicing, deliveries and garbage/recycling facilities within the historic and mixed-use precincts will be provided within the underground parking structure beneath a future residential-



hotel building in DA-2. However, at this stage, the residential-hotel and underground parkade are not proposed and the Developer is not obligated by City policy, legal agreement or otherwise, to construct the parkade prior to the Commercial Heritage Phase. Furthermore, the applicant has explained that an underground parkade would not be a suitable solution for site servicing as it would not be able to accommodate large trucks and their turning manoeuvres.

The Guidelines also require that a dynamic and animated streetscape be created along the Esquimalt Road frontage behind the Back Shop. To some degree, the location of site servicing in this area is an impediment to a satisfactory design response to this requirement. However, as outlined above, the underground parkade associated with the future residential-hotel development is not part of the current proposal and may not present a workable solution to site servicing requirements. Alternative solutions would result in truck movements through the Turntable Plaza which could create potential conflicts between service vehicles, pedestrians and site features such as landscaping, decorative surface materials and interpretive features. The proposed solution represents the most practical and workable way of servicing the site.

It should also be noted that there is a significant grade change (approximately 4 m) between Esquimalt Road and the Back Shop and, therefore, some public views from Esquimalt Road towards the site will mainly consist of the upper parts of the rehabilitated Heritage-Designated buildings. However, these Applications propose the siting of box cars between the Roundhouse and Car Shop buildings which would provide interesting views from certain public vantage points along Esquimalt Road.

In response to the above issues, the Guidelines must be revised to reflect the proposed site servicing plan.

#### **4.1.3 Extent of Surface Parking**

The *Roundhouse Design Guidelines* state that only a limited amount of surface parking will be provided on-site and any surface parking areas will be surfaced with brick or unit pavers, however, these Applications propose significant areas of temporary surface car parking using asphalt as a finishing material. These parking areas are required to temporarily serve the Commercial Heritage Phase of the development. However, it is envisaged that the second phase of the development would include the construction of an underground parkade which would ultimately serve the commercial development and replace these temporary parking areas. As outlined in the CD-12 Zone, a Section 219 Covenant must be registered on title linking the proposed temporary surface parking areas to the use of the Commercial Heritage Phase.

It should be noted that the areas proposed for temporary surface parking are used for vehicle parking in association with existing businesses operating on site. The proposal includes the addition of landscaping to soften the appearance of these temporary parking areas.

In this instance, the Guidelines must be revised to identify that the provision of surface car parking to support the Commercial Heritage Phase is acceptable on a temporary basis, until the underground parkade associated with DA-2 has been constructed.

#### **4.1.4 Configuration of the Turntable Plaza**

The *Roundhouse Design Guidelines* state that the Turntable Plaza will be shaped by the semi-circular Roundhouse building along its eastern flank and will extend to the car shop in the north, Roundhouse Mews in the west and the E&N line in the south. The siting of proposed new buildings adjacent to the E&N line has resulted in the Roundhouse Mews shifting northwards



and a slight reconfiguration of the Turntable Plaza area. The Guidelines must be revised to accommodate this design revision. However, the resulting plaza space is not substantially reduced and there are benefits derived from the location of the new buildings which will frame the public space and create opportunities for vibrancy and activity along the southern edge of the plaza.

#### **4.1.5 Ongoing Railway Use**

The *Roundhouse Design Guidelines* state that ongoing railway use will occur utilizing elements for the E&N line and access to the Turntable and Roundhouse building. Since the Guidelines were written and adopted, the Island rail service ceased to operate, however, it may operate again in the future. The rail tracks will be maintained across the site and the Turntable will be rehabilitated so that, if required, it can function to accommodate future rail use.

In light of the above, the Guidelines must be revised to reflect that railway use is not currently ongoing, however, the development had been designed to accommodate future rail use.

#### **4.2 Impact on Heritage Designated Buildings and Structures**

In relation to the Heritage-Designated buildings, structure and rail yard, the proposed scope of work involves actions aimed at making possible a compatible contemporary use of the E&N National Historic Site, while protecting its heritage value. Specific interventions, such as those that change character-defining elements of the Roundhouse, could be mitigated to reduce the visual effect of the proposed change. The repairs to the exterior envelope and the seismic strengthening of the unreinforced masonry buildings represent a significant commitment to one of the City's most important cultural assets.

The proposed work is generally consistent with City policy, in particular, the *Standards and Guidelines for the Conservation of Historic Places in Canada*. However, staff recommend that Council require the submission of revised plans and the Heritage Conservation Plan to address minor inconsistencies between the submitted documents and to provide additional details to ensure that the Heritage Conservation Plan satisfactorily identifies all works required in relation to the exterior conservation of the Heritage-Designated buildings and structures.

The key work associated with the rehabilitation and reuse of the Heritage-Designated buildings and structures is identified below.

##### **4.2.1 Roofs**

The proposed work to the roofs of the Heritage-Designated buildings includes the removal of temporary trusses and replacing them with new decking to match the original; removal of temporary gutters and down pipes and the installation of new gutters and down pipes to match the original profiles; repair of parapets; and the rehabilitation of flashings.

##### **4.2.2 Exterior Walls and Structural Systems**

The proposed work to the exterior unreinforced masonry walls of the Heritage-Designated buildings includes performing shear tests on the brick walls, masonry repair, repointing and seismic upgrading. It is proposed that the exterior walls of buildings such as the Car Shop and Back Shop will be altered at certain window openings in order to increase access through exterior walls.



Work associated with the heavy-timber structural systems of the Heritage-Designated buildings includes the proposed replacement of defective material with new reinforced structural members.

#### **4.2.3 Windows, Doors and Storefronts**

The proposed plans indicate that a considerable number of windows will be removed, sanded, repaired, re-glazed where necessary and repainted. A new roller door will be installed behind an existing arched opening at the Back Shop and an existing doorway opening will be widened to match a window opening above it at the Car Shop.

The scope of proposed work to the doors and windows is generally consistent with the *Standards and Guidelines*, particularly where new construction is intended to ensure that the essential form and integrity of the historic place will not be impaired if the new work is removed in the future.

It should be noted that there is a discrepancy between the plans submitted, which indicate that the Roundhouse large double doors will be altered to accommodate new glass elements, and the Heritage Conservation Plan which does not identify this intervention. The applicant has been made aware of this discrepancy and has agreed to submit revised plans and documentation to address this issue. They have also indicated that the final plans will propose the introduction of glass elements in the double doors. While the introduction of these glass elements supports the proposed commercial reuse of the building, staff have recommended that Council refer the proposal to a Joint Advisory Design Panel and Heritage Design Panel and that the Joint Panel give special attention to the exterior rehabilitation of the Heritage-Designated structures.

#### **4.2.4 Turntable and Rail Yard**

These Applications propose the retention of the Turntable and all of its mechanical elements. The circular pit in which the Turntable revolves will also be retained and developed as the focal point of the Rail Yard.

The work associated with the Rail Yard includes the proposed removal of material and railway tracks from the site as part of its decontamination. The final configuration of the space surrounding the major structures that provides the circulation area for the locomotives and the rolling stock will be altered but will be sufficiently reinstated to allow for interpretation.

#### **4.3 Interim Proposal for Lime Bay Mews**

The applicant proposes that the amenity required by the MDA and referred to as Lime Bay Mews be constructed as part of the Commercial Heritage Phase. The applicant has explained that the initial design of this corridor, featuring a two-lane road only, is an interim solution to provide access to temporary surface parking lots serving the Commercial Heritage Phase. As required by the *Roundhouse Design Guidelines*, the final Lime Bay Mews design must be pedestrian and cyclist focused with only one-way traffic permitted along the corridor from Kimta Road to Catherine Street. Staff recommend that Council support the proposed interim design solution for Lime Bay Mews subject to:

- the submission of revised plans demonstrating that the interim solution includes the provision of a public footpath from Kimta Road to the edge of the proposed Turntable Plaza



- the developer registering a Section 219 Covenant on title to ensure the final design of Lime Bay Mews is consistent with the *Roundhouse Design Guidelines*.

The above requirements are reflected in the staff recommendation.

#### **4.4 MDA Amendment**

Under the terms of the Roundhouse MDA, the Developer is required to develop and perpetually maintain rail crossings in the locations generally identified within the agreement. The current proposal identifies two rail crossings, one of which would form part of Lime Bay Mews and is identified in the MDA, the other, which is not contemplated in the Roundhouse MDA, would provide an additional pedestrian link from an area of temporary parking to the south-east corner of the Turntable Plaza. In the event that Council support the provision of this new rail crossing, an amendment to the Roundhouse MDA would be required. Staff also recommend to Council that the MDA be revised so that the Developer is required to provide the City with the Rail Crossing Agreement between the Developer, Island Corridor Foundation, the rail operator and any other necessary Government bodies for the proposed rail crossings prior to the occupancy of any building in the Commercial Heritage Phase.

#### **4.5 Proposed Variance**

The Development Permit Application proposes the construction of two new buildings adjacent to the existing rail easement that runs east to west along the southern edge of the site. One of these new buildings (located west of the proposed Lime Bay Mews) is located in DA-1 of the CD-12 Zone, Roundhouse District, while the proposed new building immediately to the east is located in DA-2. The existing zoning requires that buildings located in DA-1 are set back a minimum of 1 m from the rail easement, however, in DA-2 the required setback increases to a minimum of 10 m. Therefore, a setback variance is required for the proposed new building adjacent to the rail easement in DA-2.

The purpose of the 10 m setback was to facilitate the provision of the Roundhouse Mews along the northern edge of the rail easement. The Application now proposes an alternative location for the Roundhouse Mews north of the proposed new buildings. The location of the buildings allows them to frame the proposed Turntable which, in principle, is a design concept supported in the *Roundhouse Design Guidelines*. As such, staff recommend that Council support the proposed variance.

#### **4.6 Recommended Plan Revisions**

The following information has been omitted from the Development Permit Application submission:

- details of the proposed glass canopy over the boxcars between the Roundhouse and Car Shop buildings
- details of the proposed railway crossings including details of any finishing materials.

The applicant has indicated to staff that this information will be provided prior to setting the Public Hearing.

## 5.0 Resource Impacts

There are no resource impacts anticipated.

## 6.0 Conclusions

The proposal is considered to be generally consistent with City policy, as outlined in the OCP, the applicable *Roundhouse Design Guidelines* and *Standards and Guidelines for the Conservation of Historic Places in Canada*. However, the proposal does not address a number of mandatory design requirements outlined in the *Roundhouse Design Guidelines*; therefore, an amendment to the OCP is required to amend these Guidelines. Staff recommend that Council approve the OCP amendment as, in each instance where the proposal is not consistent with the mandatory Guidelines, staff recommend that Council support the proposed rationale and alternative design solution.

Staff recommend that Council approve an OCP amendment to allow revisions to the *Roundhouse Design Guidelines* and advance an OCP Amendment Bylaw to a Public Hearing subject to: referral of the Development Permit with Variance Application and Heritage Alteration Permit Application to the Joint Advisory Design Panel and Heritage Advisory Panel, registration of a Section 219 Agreement to secure the future design of Lime Bay Mews and an amendment to the Roundhouse MDA to allow for an additional rail crossing.

## 7.0 Recommendations

### 7.1 Staff Recommendations

1. That Council direct City staff to prepare the necessary Official Community Plan Amendment Bylaw and that Council:
  - a. consider giving first reading to the Official Community Plan Amendment Bylaw;
  - b. consider the Official Community Plan, Amendment Bylaw in conjunction with the *City of Victoria 2012-2016 Financial Plan* and the *Capital Regional District Liquid Waste Management Plan* and *Capital Regional District Solid Waste Management Plan* pursuant to section 882(3)(a) of the *Local Government Act* and deem those plans to be consistent with the proposed Official Community Plan Amendment Bylaw;
  - c. consider consultation under section 879(2) of the *Local Government Act* and determine that no referrals are necessary with the Capital Regional District Board; Councils of Oak Bay, Esquimalt and Saanich; the Songhees and Esquimalt First Nations; the School District Board; and the provincial and federal governments and their agencies due to the nature of the proposed amendments;
  - d. consider giving second reading to the Official Community Plan Amendment Bylaw;
  - e. consider referring the Official Community Plan Amendment Bylaw for consideration at a Public Hearing.
2. Following consideration of the Official Community Plan Amendment Bylaw that Development Permit with Variance Application #000356 for 251 – 259 Esquimalt Road proceed to a Hearing, subject to:



- a) the development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
    - Section 12.12.8.4 - relaxation for the distance from a railway easement from 10.00 m to 1.00 m;
  - b) referral of these Applications to a Joint Advisory Design Panel and Heritage Advisory Panel with the Joint Panel giving special attention to the exterior rehabilitation of the Heritage-Designated structures;
  - c) the submission of revised plans that:
    - (i) include the provision of a public footpath from Kimta Road, along the proposed Lime Bay Mews, to the edge of the proposed Turntable Plaza, to the satisfaction of the Director of Sustainable Planning and Community Development and the Director of Engineering and Public Works,
    - (ii) provide details of the proposed glass canopy over the boxcars between the Roundhouse and Car Shop buildings,
    - (iii) provide details of the proposed railway crossings including details of any finishing materials;
  - d) an amendment to the *Roundhouse Master Development Agreement* to reflect the location of the proposed rail crossings and requiring that the Developer provide the City with a copy of the Rail Crossing Agreement and any other necessary documentation between the Developer, Island Corridor Foundation, the rail operator and any other necessary Government bodies for the proposed rail crossings prior to the submission of any Building Permit relating to the Commercial Heritage Phase, to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development;
  - e) a Section 219 Covenant to link the proposed temporary surface parking areas to the use of the Commercial Heritage Phase and to ensure the final design of Lime Bay Mews is consistent with the *Roundhouse Design Guidelines* being registered on title, to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development;
  - f) a Statutory Right-of-Way for the Roundhouse Mews being registered on title, to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development;
  - g) final plans to be in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.
3. That concurrent with Development Permit with Variance Application #000356, Council consider authorizing the issuance of Heritage Alteration Permit Application #00180 in accordance with the revised Heritage Conservation Plan dated July 2014 and plans date stamped September 15, 2014, for Heritage Alteration Permit Application #00180, subject to:
- a) referral of the Application to a Joint Advisory Design Panel and Heritage Advisory Panel with the Joint Panel giving special attention to the exterior rehabilitation of the Heritage-Designated structures;
  - b) a Heritage Revitalization Agreement being registered on title to secure the exterior conservation of the Heritage-Designated buildings and structures, to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development;
  - c) the submission of revised plans and Heritage Conservation Plan to

ensure consistency between documents and providing details of, but not limited to, the rehabilitation of the Roundhouse large double doors, existing and proposed parapets, seismic restraining for the historic chimneys, details of any proposed signage, new interior construction to be located within 2 m of an opening and condition assessments for all historic fabric that is proposed to be replaced, to the satisfaction of the Director of Sustainable Planning and Community Development.

## **7.2 Alternate Recommendation (Decline)**

That Council decline the Development Permit Application and Heritage Alteration Permit Application.

## **8.0 List of Attachments**

- Zoning map
- Aerial map
- Letter from applicant dated May 26, 2014
- Plans date stamped September 15, 2014
- Submission summary document dated October, 2014
- Interpretive Program Report, March 2014
- Heritage Conservation Plan, revised July 2014.