



CORPORATION OF THE TOWNSHIP OF ESQUIMALT

Municipal Hall
1229 Esquimalt Road
Esquimalt, B.C. V9A 3P1

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Title: Development Permit Application - 1221 Carlisle Ave, Staff Report No. DEV-23-008

Sponsors:

Indexes:

Code sections:

Attachments: 1. APPENDIX A: DP000210, 2. APPENDIX B: Aerial Map, 3. APPENDIX C: Applicant Letter to Council, 4. APPENDIX D: Site Plan, 5. APPENDIX E: Architectural Plans, 6. APPENDIX F: Materials Board, 7. APPENDIX G: Landscape Plans, 8. APPENDIX H: Green Building Checklist, 9. APPENDIX I: DPA 1 Natural Environment Guidelines Applicant Form, 10. APPENDIX J: DPA 6 Multifamily Residential Guidelines Applicant Form, 11. APPENDIX K: DPA 7 Energy Conservation & Greenhouse Gas Reduction Guidelines Applicant Form, 12. APPENDIX L: DPA 8 Water Conservation Guidelines Applicant Form, 13. APPENDIX M: Applicant's Presentation, 14. APPENDIX N: Staff's Presentation

Date	Ver.	Action By	Action	Result
2/27/2023	1	Council	approved	Pass

REQUEST FOR DECISION

DATE: February 27, 2023 Report No. DEV-23-008

TO: Dan Horan, Chief Administrative Officer

FROM: James Davison, Manager of Development Services

SUBJECT:

Development Permit Application - 1221 Carlisle Ave

RECOMMENDATION:

That Council approve Development Permit No. DP000210 attached as Appendix A to Staff Report No. DEV-23-008, for the properties legally described as:

Lot	Section	District	Plan	PID
11	11	Esquimalt	946	002-179-105
14	11	Esquimalt	946	008-183-309
15	11	Esquimalt	946	008-183-376
16	11	Esquimalt	946	000-248-134
17	11	Esquimalt	946	008-183-422
18	11	Esquimalt	946	008-183-481

19	11	Esquimalt	946	008-183-546
20	11	Esquimalt	946	005-587-638
21	11	Esquimalt	946*	008-183-597
21	11	Esquimalt	946**	008-183-601
22	11	Esquimalt	946	008-183-619
23	11	Esquimalt	946	008-183-635
A	11	Esquimalt	3829	006-111-092
B	11	Esquimalt	3829	006-111-131

* THAT PART OF LOT 21, SECTION 11, ESQUIMALT DISTRICT, PLAN 946, LYING TO THE EAST OF A STRAIGHT BOUNDARY JOINING THE POINTS OF BISECTION OF THE NORTH EASTERLY AND SOUTH WESTERLY BOUNDARIES OF SAID LOT

**EXCEPT THAT PART OF LOT 21, SECTION 11, ESQUIMALT DISTRICT, PLAN 946, LYING TO THE EAST OF A STRAIGHT BOUNDARY JOINING THE POINTS OF BISECTION OF THE NORTH EASTERLY AND SOUTH WESTERLY BOUNDARIES OF SAID LOT.

and that staff be directed to issue the permit and register the notice on the title of the property upon receipt of the landscape deposit.

RELEVANT POLICY:

- Official Community Plan Bylaw, 2018, No. 2922
- Zoning Bylaw, 1992, No. 2050
- Local Government Act*
- Declaration of Climate Emergency
- Parking Bylaw, 1992, No. 2011
- Development Application Procedures and Fees Bylaw, 2012, No. 2791
- Advisory Planning Commission Bylaw, 2012, No. 2792
- Subdivision and Development Control Bylaw, 1997, No. 2175
- Green Building Checklist

STRATEGIC RELEVANCE:

Healthy, Livable and Diverse Community: Support community growth, housing, and development consistent with our Official Community Plan.

BACKGROUND:

- Appendix A: DP000210
- Appendix B: Aerial Map
- Appendix C: Applicant Letter to Council
- Appendix D: Site Plan
- Appendix E: Architectural Plans
- Appendix F: Materials Board
- Appendix G: Landscape Plans
- Appendix H: Green Building Checklist
- Appendix I: DPA 1 Natural Environment Guidelines Applicant Form
- Appendix J: DPA 6 Multi-family Residential Guidelines Applicant Form
- Appendix K: DPA 7 Energy Conservation & Greenhouse Gas Reduction Guidelines Applicant Form
- Appendix L: DPA 8 Water Conservation Guidelines Applicant Form

Appendix M: Applicant's Presentation
Appendix N: Staff's Presentation

PURPOSE OF APPLICATION:

The application is for a 198-unit multifamily development in two buildings with two levels of underground parking.

This site is located within Development Permit Area No. 1 - Natural Environment, Development Permit Area No. 6 - Multi-Family Residential, Development Permit Area No. 7 - Energy Conservation and Greenhouse Gas Reduction, and Development Permit Area No. 8 - Water Conservation of the Township's Official Community Plan. Evaluation of the Development Permit application should focus on the form and character of the buildings, landscaping, and consistency with guidelines relating to natural environment protection, energy conservation, greenhouse gas reduction, and water conservation.

CONTEXT:

Applicant: dHKarchitects [Rob Whetter]
Owners: Carlisle Ave Development BC Ltd.
Property Size: Metric: 7,520m² Imperial: 80,945ft²
Existing Land Use: Single Family Residential

Surrounding Land Uses:

North: Esquimalt Town Square / Institutional (Esquimalt Health Unit)
South: Single Family Residential
West: Single Family Residential / Two Family Residential
East: Institutional (Esquimalt Recreation Centre) and Single Family Residential

Existing Zoning: CD No. 152 [Comprehensive Development District]

TIMELINE:

August 29, 2022: Housing Agreement Bylaw and Zoning Bylaw Adoption
November 2, 2022: Development Permit Application Received
December 14, 2022: APC Design Review Committee

OCP ANALYSIS:

This site is located within Development Permit Area No. 1 - Natural Environment, Development Permit Area No. 6 - Multi-Family Residential, Development Permit Area No. 7 - Energy Conservation and Greenhouse Gas Reduction, and Development Permit Area No. 8 - Water Conservation. The guidelines of these Development Permit Areas are contained within the Esquimalt Official Community Plan Bylaw, 2018, No. 2922. The applicant has submitted documentation that outlines how the proposed development complies with the relevant design guidelines (Appendix E).

Development Permit Area No.1 is designated for the purpose of establishing objectives for the protection of the natural environment, its ecosystems and biological diversity.

OCP Section 18.5.2 Natural Features

- Boulevard trees are being retained where possible.
- Natural topography is not a significant issue, mostly flat infill site.
- Views are to the south; buildings of a scale with adjacent developments to the north and mostly align to the viewscape.

OCP Section 18.5.3 Biodiversity

- Native plants and drought-tolerant plants make up a significant portion of the landscape plantings.
- 'Nature out front' present in the landscape plan.
- Plants chosen for site conditions.
- Plants friendly to birds and pollinators provided.
- Rooftop gardens provided.
- Wide variety of species present.
- Fast growing and invasive plants not provided.
- Appropriate retaining wall and planting area spacing provided.
- Meets CLS standards in landscaping installation.

OCP Section 18.5.4 Natural Environment

- Leafy, rough-barked trees present in the boulevard and on the periphery as buffer.
- Outdoor lighting dark-skies friendly.
- Trees present adjacent to roadways.

OCP Section 18.5.5 Drainage and Erosion

- Treed areas maintained and enhanced where possible.
- Stormwater retention is partially managed through soft scaping and roof systems.
- There is lots of impervious surface, but water is directed towards native plant and drought-tolerant gardens where possible.
- Absorbent landscape materials provided.
- Landscape designed to prevent stormwater surges.
- A significant portion of the landscape is planted.

OCP Section 18.5.7 Native Bird Biodiversity

- Clusters of native fruit-bearing species provided.
- Front yard habitat provided.
- Vertical vegetation structures provided where possible.
- Mostly deciduous trees provided, some conifer.
- Range of native plant species and sizes provided.
- Architectural features limiting bird collisions provided.
- Capping and screening of pipes and grates provided.
- Openings greater than 2cm x 2cm avoided.

Development Permit Area No.6 is designated for the purpose of establishing objectives for the form and character of multi-family residential development.

OCP Section 23.5 Multi-Family Residential Guidelines

- Upper floors set back for less abrupt transitions to adjacent properties.
- Stepping the top two floors aids with reducing shadowing and overlook of adjacent properties, helping light penetration and maintaining human scale.
- Landscaping provides attractive streetscape and provides a level of screening and privacy.
- Underground parking provided, no surface parking.
- View corridor aligned to the southern water/mountain views.
- Little natural habitat to be retained on-site, but boulevard trees are preserved where possible.
- Habitable spaces abutting other units.
- Site lighting and CPTED principles maintained on the site.
- Long blank walls are not present.
- Street corners have been well addressed at all locations.
- Eyes on all public spaces are well provided in design.
- Indigenous/adaptive plant species used.
- Ground units raised a few steps above sidewalk level, private gated patio and walkways provided.
- Dark skies lighting compliant.
- All storage and parking is underground.
- No blank walls adjacent to public streets, facades broken up.
- No exposed stairs or hallways.

Development Permit Area No.7 is designated for the purposes of energy conservation and greenhouse gas reduction.

OCP Section 24.5.1 Siting of buildings and structures

- Principal building alignment perpendicular to prevailing winds.
- Building orientation provides equitable sunlight access to suites.
- Buildings are designed with compactness, context of shading and solar performance in mind given the site context.
- Upper floors are stepped back and shade adjacent properties similar to a three-storey building.
- Significant central pathway and public space provided.
- Perimeter trees provided.
- Significant landscaped areas provided.
- Plaza at street corner and 'art walk' provides usable outdoor amenities and promotes walking and recreating.
- Trees onsite and boulevard trees offsite provides two layers of trees along Carlisle Ave and part of Fraser St.

OCP Section 24.5.2 Form and exterior design of buildings and structures

- Roof suitable for future solar panel installation.
- Roof design does not promote transfer of heat to neighbouring buildings.
- Most windows do not face north.
- Balconies serve as overhangs to minimize sun exposure in warmer months.
- Occupants will have control over ventilation.
- Skylights not provided.
- Rooftop patio and food garden provided.

- No greenhouses proposed.
- Heavily tinted/reflective glass not provided.

OCP Section 24.5.3 Landscaping

- Natural landscaping provided.
- No above ground parking is provided.
- Most trees provided are deciduous.
- Boulevard trees provide shading on the south side.
- The buildings, rather than trees, buffer winter winds. Most trees provided are deciduous and provide little wind buffer in winter.
- Space and soil depth for mature trees provided.
- On site and boulevard trees shade sidewalks.
- Shorter vegetation planted close and larger further from the buildings.

OCP Section 24.5.4 Machinery, equipment and systems external to buildings and other structures

- Lighting provided is compliant with the external lighting guidelines.
- Buildings heated and cooled with heat pumps.
- Durable materials used. No significant blank spaces conducive to graffiti or vandalism.
- Buildings designed for heat recovery and water re-usage (as stated by architect).

OCP Section 24.5.5 Special Features

- Building is wood frame construction.
- Local building materials indicated to be used when possible.
- Existing homes to be relocated and reused.
- Recycled materials are intended to be used where possible.

Development Permit Area No.8 is designated for the purpose of water conservation.

OCP Section 25.5.1 Building and Landscape Design

- On-site retention systems provided.
- Absorbent landscaping provided, soil depth for significant tree size is provided for.
- Portions of the roof infrastructure will collect rainwater for the food garden.
- Rainwater to be directed towards vegetated areas.
- Drought resistance vegetation provided.
- There is a balance of planted and permeable surfaces and impermeable surfaces. The art walk and plaza are largely impermeable but direct water to bordering plantings.

OCP Section 25.5.2 Landscaping - Select Plantings for Site and Local Conditions

- Native plantings chosen where possible.
- Plantings consider context and water requirements.
- Plants are grouped into zones with similar water needs.

OCP Section 25.5.3 Landscaping - Retaining Stormwater on Site

- Permeable surfaces provided in some locations. Art walk and plaza are stamped concrete.
- Servicing located in paved areas.
- Quality soil and compost used.

- Aggregate used for ‘enhanced absorption pathways’.
- Vegetated areas will have 100% coverage, native plantings used.

OCP Section 25.5.4 Landscaping - Water Features and Irrigation Systems

- High-efficiency irrigation system used.
- Stormwater retention features proposed.
- CLS standard plantings and irrigation systems proposed.

ZONING ANALYSIS:

	Proposed CD No. 152 Zone
Residential Units	198 (4 studio, 87 1-bed, 87 2-bed, 20 3-bed) (213 units permitted)
Total Floor Area Ratio	1.9 (2.0 permitted)
Lot Coverage (at the parking level)	74.0% (77% permitted)
Lot Coverage at First Storey	49% (53% permitted)
Building Height	17m (17m permitted)
Minimum Setbacks:	
Front Setback (Fraser St)	6m (6m permitted) (exception to 1.5m for patio structure)
Rear Setback	6m (6m permitted) (exception to 2m for patio structure and 5.5 m to the balconies)
Exterior Side Setback (Carlisle Ave)	4.5m (4.5m permitted) (exception to 1.5m for patio structure)
Exterior Side Setback (Lyll St)	4.5m (4.5m permitted) (exception to 1.5m for patio structure)
Interior. Side Setback (perp. to Fraser St.)	6m (6m permitted) (exception to 0m to accommodate all parking-related structures at and below first storey)
Interior Side Setback (perp. to Lyll St)	5.8m (4.5m permitted) (exception to 2m for patio structure and 0m for parking structure below first storey and 4.5 m to accommodate balconies)
Off Street Parking	198 (1 space per unit required)
Usable Open Space	1,100m ² (450m ² required)
Bike Parking	204 Class 1 + 12 Short term Proposed 50% electrified spaces (Level 1)

COMMENTS FROM APC DESIGN REVIEW COMMITTEE

The Design Review Committee recommended forwarding the application to Council with the recommendation to approve given that the form and character of the proposed development is appropriate for the neighbourhood. It was carried unanimously.

COMMENTS FROM OTHER DEPARTMENTS:

Community Safety Services (Building Inspection):

No concerns. This project requires the services of an architect. Retaining walls and accessory structures may require a separate Building Permit. Subject to review for Building Code and Bylaw compliance at time of Building Permit application.

Engineering Services:

1. Completion of Works and Services

According to Bylaw 2175, including all Schedules, the developer may be required to provide all Works and Services up to the road centerline. All Works and Services that are required to be constructed and installed at the expense of the Owner shall be constructed before the Approving Officer approves the development unless the Owner:

Deposits with the Municipality a Security Deposit in the amount of 120% of the estimated construction cost, and Enters into a Servicing Agreement with the Municipality

2. Serviceability

A preliminary review reveals that the subject properties are connected to the Municipal Sewer and Drain Systems. The proposed development is to have Services as per Bylaw 2175 (Subdivision and Development Control Bylaw) including, but not limited to new sewer and drain service connections, new curb/gutter/sidewalk/bike infrastructure along frontages (including 502/506/510 Fraser and 1208 Lyall), repaving up to the road center line on the Lyall Street and Fraser Street frontages (including 502/506/510 Fraser and 1208 Lyall) repaving (and possible road base/sub-base) up to the road center line on the Carlisle Avenue frontage, and underground H/T/C to the proposed development. Undergrounding of the Hydro/Tel lines along the Carlisle Avenue frontage. Any proposed Loading Zone to be provided on site. Mid block cross walk, curb to curb, to connect proposed art walk to Town Square site. Cycling facility on Lyall Street required, complete with bike lock ups. Developer to contact City of Victoria regarding water requirements and approvals. Developer to provide plans for construction staging and parking.

3. Engineering

The Applicant is responsible for retaining the services of a qualified professional for the design and construction supervision of all Works and Services, including construction cost, engineering fees, administrative fees, and as indicated in Bylaw 2175. To meet requirements of the Subdivision and Development Control Bylaw No. 2175, mitigation measures may be required to accommodate a zero increase in run off on the proposed development site.

Detailed frontage improvements to be confirmed later, based on Active Transportation design provisions for bike lanes on Lyall Street.

Parks:

The Landscape plans and Tree management plans appear to be in good order. The tree management plans should be closely adhered to, and a tree cutting permit should be put in for all private and public tree removals.

Fire Services:

No comments.

ISSUES:

1. Rationale for Selected Option

This proposed development is sited at an appropriate location for increased density as it is close to

Esquimalt Road, BC Transit routes, and the central area of Esquimalt. This proposed development will increase the number of dwelling units in the Township in addition to creating a greater diversity in housing types.

2. Organizational Implications

This Request for Decision has no organizational implications.

3. Financial Implications

This Request for Decision has no financial implications.

4. Sustainability & Environmental Implications

The applicant has completed the Esquimalt Green Building Checklist, detailing green features that will be considered for inclusion in the development should it be approved [Appendix H].

5. Communication & Engagement

As this is a Development Permit with no variances, there is no bylaw or other statutory requirement for public engagement. As this is a Development Permit application requiring no variances, the *Local Government Act* does not require that notification be provided.

ALTERNATIVES:

1. That Council approve Development Permit No. DP000210 and staff be directed to issue the permit and register the notice on the title of the properties.
2. That Council deny Development Permit No. DP000210 with reasons.