



# CORPORATION OF THE TOWNSHIP OF ESQUIMALT

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

## Legislation Text

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File #: 21-144, Version: 1

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### REQUEST FOR DECISION

**DATE:** March 4, 2021

Report No. DRC-21-005

**TO:** Chair and Members of the Design Review Committee

**FROM:** Trevor Parkes, Senior Planner and Bill Brown, Director of Development Services

**SUBJECT:**

Development Permit Application - 874 Fleming Street

**RECOMMENDATION:**

That the Esquimalt Design Review Committee [DRC] recommends to Council that the application for a Development Permit authorizing the form and character of the proposed development of a 21 metre [6 storey], 137 unit, affordable rental, multiple family residential, building consistent with the architectural plans provided by Low Hammond Rowe Architects, the landscape plan provided by LADR Landscape Architects and sited in accordance with the site plan provided by Powell and Associates BC Land Surveyors, all stamped "Received December 18, 2020", to be located at 874 Fleming Street [PID 002-900-246, Lot B, Section 10, Esquimalt District, Plan 25267], be forwarded to Council with a recommendation **to either approve, approve with conditions, or deny the application including reasons for the chosen recommendation.**

**RELEVANT POLICY:**

Declaration of Climate Emergency  
Official Community Plan Bylaw, 2018, No. 2922  
Zoning Bylaw, 1992, No 2050  
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  
*Local Government Act*

**STRATEGIC RELEVANCE:**

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

**BACKGROUND:**

Appendix A: Architectural Drawings, Colour Board, Landscape Plan, and Surveyor's Site Plan  
Appendix B: Location Map, Airphoto

Appendix C: Applicant Narrative

Appendix D: Applicant's Comments for Development Permit Area Guidelines

Appendix E: Green Building and Development Checklist

Appendix F: Landscaping Installation Estimate

Appendix G: Applicant's Presentation to the DRC

### **Purpose of Application:**

The applicant is proposing to build a six storey, 137-unit, affordable rental, multiple family residential, building. Comprehensive Development District No. 130 of Esquimalt Zoning Bylaw 1992, No. 2050 has been written to regulate this development.

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. A Development Permit is required to ensure that the application is generally consistent with the Development Permit Area guidelines contained within the Esquimalt Official Community Plan Bylaw, 2018, No.2922. The development permit is required prior to a building permit being issued for the construction of a structure.

Evaluation of this application should focus on issues respecting the form and character of the development, including landscaping, exterior design and finish of the buildings and other structures in relation to the relevant design guidelines. In addition, evaluation should focus on natural environment protection, energy conservation, greenhouse gas reduction, and water conservation in relation to the relevant development permit area guidelines.

### **Context:**

Applicant:

Greater Victoria Housing Society [James Munro]

Owner:

Greater Victoria Housing Society, Inc. No. S-0005025

Designer:

Low Hammond Rowe Architects

Property Size:

Metric: 3905 m<sup>2</sup> Imperial: 42033 ft<sup>2</sup>

OCP Land Use Designation:

Current:

Medium Density Residential

Proposed:

Medium Density Residential

Zone:

Comprehensive Development District No.130 [CD No.130] - (Bylaw Adoption Pending)

Existing Land Use:

Multiple Family Residential

Proposed Land Use:

Multiple Family Residential

Surrounding Land Uses:

North:

Single Family Residential/ Vacant Land

South:

Park/ Single Family Residential

East:

Multiple Family Residential

West:

Vacant Land [Future Development Site]

### **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.

As Council is required to consider all the Official Community Plan guidelines from these Development Permit Areas in evaluating this application, the applicant has submitted a document addressing how their design satisfies these guidelines [Appendix D].

**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 18.5.1 Lands Free of Development**

The applicant has committed to preserve the mature Arbutus tree located on the south east portion of the site. Tree protection measures have been embedded in a covenant registered on the property title requiring protection measures be in place prior to works beginning on the site.

### OCP Section 18.5.2 Natural Features

Most of the guidelines in this section cannot be easily applied due to the construction of an underground parking structure covering much of the site. The underground parking structure will intrinsically disturb, compact and remove areas of natural soils, with the notable exception of the Critical Root Zone of the Arbutus tree. The project does not impact any of the public view corridors denoted in Schedule 'G' of the Official Community Plan and the proposed landscaping will frame the view of the principal entry from the street.

### OCP Section 18.5.3 Biodiversity

The applicant has included landscaping consistent with these guidelines, noting that the landscaping will contain some native plant species. Drought tolerant species will be used with broad-leaf trees providing shade.

### OCP Section 18.5.4 Natural Environment

The applicant has incorporated four Katsura trees into the front gardens and 7 Magnolia trees into the western side of the building add beatification, shading and modest noise reduction while grove of Douglas Fir and Black Pine on the north side of the building will mask noise from Craigflower Road.

### OCP Section 18.5.5 Drainage and Erosion

Only the existing Arbutus tree is preserved but 19 trees are proposed to be planted across the site. The surface parking is currently proposed with an impermeable surface, however runoff is being diverted to planting areas to increase stormwater infiltration. The applicant states that planted area will be close to 100% coverage as landscape matures.

### OCP Section 18.5.7 Native Bird Biodiversity

The site will be repopulated with a mix of coniferous and deciduous trees planted in a multilayered landscape offering a variety of habitat.

**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

The building has been designed with a step back on the uppermost floor on the front side of the building to reduce the perceived mass, setbacks and landscaping are used to mitigate overlook to adjacent parcels, south side surface parking is surrounded by landscaping and most of the parking is underground. The protected Arbutus tree is being retained giving a degree of maturity to the frontage landscaping, many units overlook Lampson Park and Fleming Street and family units located on the west side of the building have direct access to the walkway leading to the front of the site.

**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

The proposed building has been rotated slightly to offer southern and western exposure to the majority of the units. A pedestrian path provides access to units on the west side and the design provides for a pedestrian path from the front door, eastward, linking directly to the public path leading to Craigflower Road. The building is sited to allow for the installation of 19 replacement trees and the design includes three distinct outdoor amenity areas for use by residents as well as defined

walkways leading toward Lampson Park.

OCP Section 24.5.2 Form and exterior design of buildings and structures

The applicant states that sun shading features are designed into the south and west sides of the building to minimize cooling needs and all suites have windows that are operable. There are no skylights and rooftop gardens as part of the design.

OCP Section 24.5.3 Landscaping

Landscaping is focused on the south, west and north sides of the building achieving shading, screening, beautification as well as overlook and noise management. 19 new trees and the preserved Arbutus tree will ensure the massing of the building will be mitigated as landscaping matures.

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

The applicant states that they will use of heat pumps, and durable materials in the design of this project. The proposed development will offer 7 level one car charging spaces and offers the possibility to place a car share vehicle on site.

OCP Section 24.5.5.Special Features

The applicant is proposing to use a durable cement-board siding and brick. The wood and building products will be locally sourced when possible.

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

OCP Section 25.5.1.Building and Landscape Design

Green areas on site will provide some water absorption and aid in the retention of storm water. Contrary to the guideline, the underground parking structure extends beyond the building wall but still does provide areas on site for infiltration. The applicant states that the proposed development will utilize species requiring low water requirements and that are drought tolerant in its landscaping.

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

The applicant states that the proposed development will include native and adaptive plants as well as large conifers along the north edge of the site.

OCP Section 25.5.3.Landscaping - Retaining Stormwater on Site

For both the underground parking structure and the principal building, much of the natural soils will be compacted and removed. To enhance stormwater infiltration, large planting areas are proposed in conjunction with tree planting. Permeable pavers are not included in the design of walkways or the surface parking area but stormwater will be directed toward planting areas where feasible.

OCP Section 25.5.4.Landscaping - Water Features and Irrigation Systems

The applicant states that the proposed development will include irrigation systems and plantings installed to Canadian Landscape Standards.

**Zoning Analysis:**

The following chart details some of the notable regulations of Comprehensive Development District No. 123 as part of Zoning Bylaw, 1992, No. 2050 that governs this development:

	<b>Comprehensive Development CD-130</b>
<b>Residential Units</b>	137
<b>Residential Floor Area Ratio</b>	2.10
<b>Lot Coverage</b>	70%
<b>Lot Coverage above Parking Level</b>	50%
<b>Parking Structure Setbacks</b>	
• Front [Fleming Street]	0.0 m
• East Side	0.9 m
• North Side	2.9 m
• Eastern Interior Side	4.2 m
• West Side	2.0 m
• Rear [North]	1.1 m
<b>Building Setbacks (Minimum)</b>	
• Front [Fleming Street]	5.3 m
• East Side [Footpath]	3.9 m
• North Side	6.8 m
• Eastern Interior Side	4.9 m
• West Side	1.9 m
• Rear [North]	7.4 m
<b>Building Height</b>	22 m [6 storeys]
<b>Off Street Parking</b>	67 spaces
<b>Usable Open Space</b>	6.0%
<b>Bicycle Parking</b>	137 resident + 6 visitor

**Parking Analysis:**

	<b>CD No. 130 Zone</b>
Off Street Parking	67 spaces
Bicycle Parking	137 resident + 6 visitor

**Comments from Other Departments:**

Community Safety Services (Building Inspection:

The building is to be constructed to requirements of BC Building Code 2018 and municipal bylaws. Plans will be reviewed for compliance with BC Building Code upon submission of a building permit application.

#### Engineering Services:

Engineering staff has completed a preliminary evaluation of works and services that would be required for the 137-unit multiple-family residential building. Staff confirms that the design appears achievable on the site and that appropriate works and services are available in the immediate area. If approved, the development must be serviced with bylaw requirements including, but not limited to, new sewer and drain connections, underground power, telephone and cable services, and new road works up to the centre line of Fleming Street meaning the installation of a significant portion of roadway. Should the application be approved, additional comments will be provided when detailed engineering drawings are submitted as part of a Building Permit application.

#### Parks:

Tree protection plan must include fencing surrounding the critical root zone sited around the dripline of all trees scheduled to be retained on the site. Any trees scheduled for removal as a result of this proposal shall be reviewed to determine if a Tree Removal Permit is required..

#### Fire Services:

No concerns relating to the building and landscaping

### ISSUES:

#### 1. Rationale for Selected Option

Approval of this development would add affordable housing units targeted toward families and seniors thereby meeting an identified need in Esquimalt. While the proposal provides for a lower parking capacity than has traditionally been considered for multiple family buildings, this reduction has been supported by parking demand in other GVHA facilities and the premise that the target clients are less likely to own vehicles than those able to afford market housing. This reduction in parking capacity also serves to encourage residents to choose alternative, lower carbon transportation solutions.

#### 2. Organizational Implications

This Request for Recommendation has no significant organizational implications.

#### 3. Financial Implications

This Request for Recommendation has no significant financial implications.

#### 4. Sustainability & Environmental Implications

The applicant has provided the Township Green Building Checklist identifying features this application intends to include. [Appendix E].

5. Communication & Engagement

Development Permit applications do not require Public Notification.

**ALTERNATIVES:**

1. Forward the application for Development Permit to Council with a recommendation of approval including reasons for the recommendation.
2. Forward the application for Development Permit to Council with a recommendation of approval including specific conditions and including reasons for the recommendation.
3. Forward the application for Development Permit to Council with a recommendation of denial including reasons for the recommendation.