



CORPORATION OF THE TOWNSHIP OF ESQUIMALT

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

Legislation Text

File #: 21-367, **Version:** 1

REQUEST FOR DECISION

DATE: June 28, 2021

Report No. DEV-21-052

TO: Laurie Hurst, Chief Administrative Officer

FROM: Bill Brown, Director of Development Services

SUBJECT:

1) Consideration of the proposed Official Community Plan amendment for the proposed Public Safety Building on the Township's Financial Plan and the Regional Waste Management Plan

2) Public hearing for Official Community Plan Bylaw, 2018, No. 2922, Amendment Bylaw, 2021, No. 3030, and Zoning Bylaw, 1992, No. 2050, Amendment Bylaw 2021 No. 3031

RECOMMENDATION:

1. That Council, prior to the public hearing, having considered the proposed Official Community Plan amendment in conjunction with its Financial Plan and the Regional Waste Management Plan, determines that there are no significant concerns.

2. That Council, upon considering comments made at the public hearing, resolves that Official Community Plan Bylaw, 2018, No. 2922, Amendment Bylaw, 2021, No. 3030, attached to Staff Report No. DEV-21-052 as Appendix A, which would:

- Add a policy under Section 9.2 that would support the development of a Public Safety Building at 500 Park Place.
- Replace the policy under Section 9.2 so that the primary emergency operations centre would move from the Municipal Hall to the new Public Safety Building when it becomes operational.
- Amend Section 17.3.20 by adding the Public Safety Building to the list of developments exempted from requiring a development permit.
- Amend Schedule "B" being the "Proposed Land Use Designations" map, by designating all of PID 031-165-788, legally described as Lot A Suburban Lot 40 Esquimalt District Plan EPP103969 [500 Park Place] as "Institutional", noting that:
 - the portion shown cross-hatched on attached Schedule "A" of Bylaw No. 3030 is approximately the area previously legally defined as the Lots 273, 274, and 275 Suburban Lot 40 Esquimalt District Plan 2854 and is changing from

- “Commercial/Commercial Mixed-use” to “Institutional”; and
- the portion previously legally defined as the Lot 1 Suburban Lot 40 Esquimalt District Plan EPP36750 is already designated “Institutional”.
- Amend Schedule “F” being the “Public Parks and Facilities” map, by labelling all PID 031-165-788, legally described as Lot A Suburban Lot 40 Esquimalt District Plan EPP103969 [500 Park Place] as “Public Facilities” noting that:
 - the portion shown cross-hatched on attached Schedule “B” of Bylaw No. 3030 is approximately the area previously legally defined as the Lots 273, 274, and 275 Suburban Lot 40 Esquimalt District Plan 2854 and is changing from no designation to “Public Facilities”; and
 - the portion previously legally defined as the Lot 1 Suburban Lot 40 Esquimalt District Plan EPP36750 is already labelled “Public Facilities”.
- Amend Schedule “H” being the “Development Permit Areas” map, by colour-coding all PID 031-165-788, legally described as Lot A Suburban Lot 40 Esquimalt District Plan EPP103969 [500 Park Place] as white, noting that:
 - the portion shown cross-hatched on attached Schedule “C” of Bylaw No. 3030 is approximately the area previously legally defined as the Lots 273, 274, and 275 Suburban Lot 40 Esquimalt District Plan 2854 and is removing the Development Permit Area “6 - Multi-Family Residential” designation; and
 - the portion shown hatched on Schedule “C” previously legally defined as the Lot 1 Suburban Lot 40 Esquimalt District Plan EPP36750 is already colour-coded as white.

be given third reading and adoption.

3. That Council, upon considering comments made at the public hearing, resolves that Zoning Bylaw, 1992, No. 2050, Amendment Bylaw, 2021, No. 3031, attached to Staff Report DEV-21-052 as Appendix B, which would amend Zoning Bylaw, 1992, No. 2050 by changing the zoning designation of PID 031-165-788, legally described as Lot A Suburban Lot 40 Esquimalt District Plan EPP103969 [500 Park Place], to CD-138 [Comprehensive Development District No. 138], noting:

- the portion shown cross-hatched on attached Schedule ‘A’ of Bylaw No. 3031 is approximately the area previously legally defined as the Lots 273, 274, and 275 Suburban Lot 40 Esquimalt District Plan 2854 and is changing from C-3 [Core Commercial] to CD No. 138 [Comprehensive Development District No. 138]; and
- the portion shown hatched on attached Schedule ‘A’ of Bylaw No. 3031 is approximately the area previously legally defined as the Lot 1 Suburban Lot 40 Esquimalt District Plan EPP36750 and is changing from P-1 [Public/Institutional] to CD No. 138 [Comprehensive Development District No. 138].

be given third reading and adoption.

RELEVANT POLICY:

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

Zoning Bylaw, 1992, No. 2050

Parking Bylaw, 1992, No. 2011

Development Application Procedures and Fees Bylaw, No. 2791, 2012

Advisory Planning Commission Bylaw, 2012, No. 2792

Subdivision and Development Control Bylaw, 1997, No. 2175

STRATEGIC RELEVANCE:

The proposed amendment to the Official Community Plan and Zoning Bylaw to allow for the redevelopment of the subject property to accommodate a new Public Safety Building supports two of Council's Strategic Priorities and associated strategic goals and operational strategies:

1) Strategic Priority: HEALTHY, LIVABLE AND DIVERSE COMMUNITY

Strategic Goal: Fully utilize the \$17 million McLoughlin amenity funds to maximum potential.

Operational Strategy: Identify and facilitate the selection of projects to be funded by McLoughlin amenity funds in conjunction with public consultation (emergency services and public safety facilities, waterfront park improvements and recreation/public space improvements).

2) Strategic Priority: RESILIENT AND DIVERSE ECONOMIC ENVIRONMENT

Strategic Goal: Develop and seek opportunities for the Municipal Lands within the Esquimalt Town Centre.

Operational Strategy: Explore opportunities for Public Safety Building project in conjunction with McLoughlin amenity funds.

BACKGROUND:

Prior to commencing the public hearing, Council has to consider the proposed official community plan in conjunction with:

- (i) its financial plan, and
- (ii) any waste management plan under Part 3 [Municipal Waste Management] of the Environmental Management Act that is applicable in the municipality or regional district.

The Director of Financial Services has determined that the proposed amendment will not have a significant impact on the Financial Plan.

The Director of Engineering and Public Works has determined that the proposed amendment will not have a significant impact on the Waste Management Plan.

Appendices

Appendix A: Official Community Plan Bylaw, 2018, No. 2922, Amendment Bylaw, 2021, No. 3030

Appendix B: Zoning Bylaw 1992, No. 2050, Amendment Bylaw, 2021, No. 3031 [CD-138]

Appendix C: Key Map showing the location of the proposed Public Safety Building.

Appendix D: Architectural drawings showing the general design intent for the redevelopment of the subject property.

Appendix F: Site Plan

Appendix G: Site Survey

Appendix H: Civil Drawing

Appendix I: Green Building Checklist

Appendix J: Architect's note comparing the energy performance of the STEP Code with the energy modeling for the proposed Public Safety Building.

Appendix K: Neighborhood consultation notice

Appendix L: Consultation response

Appendix M: Public hearing notice - mailed

Appendix N: Public hearing notice - newspaper

Appendix O: Staff PowerPoint presentation

Appendix P: Architect's PowerPoint presentation

Timeline

September 24, 2020 Letter sent to Potentially Affected Organizations or Authorities.

December 3, 2020 OCP Amendment and Rezoning Application Received.

December 9, 2020 Application reviewed by the Design Review Committee.

December 15, 2020 Application reviewed by the Advisory Planning Commission.

April 30, 2021 569 Neighbourhood Consultation Notices delivered to owners and occupants within 100 m of subject property.

June 14, 2021 Council gives Official Community Plan Bylaw, 2018, No. 2922, Amendment Bylaw, 2021, No. 3030 and Zoning Bylaw 1992, No. 2050, Amendment Bylaw, 2021, No. 3031 [CD-138] first and second reading.

Purpose of Application

The Township of Esquimalt has initiated a planning and design process that will see the redevelopment of the subject site from a fire hall, police station and parking lot, to a fully integrated mixed use public safety building with a ground-level commercial frontage along Esquimalt Road (Appendix "D"). In addition, the proposed building would contain offices for Community Safety Services including Bylaw Enforcement, the primary Emergency Operations Centre, flex space for community events, and an office for the Capital Regional District. The specific list of proposed uses is as follows:

- (a) Art Gallery
- (b) Arts and Craft Studios excluding Wood and Metal Working
- (c) Arts and Wellness Teaching Centre
- (d) Assembly Use
- (e) Business and Professional Office
- (f) Counselling Services
- (g) Educational Interpretive Centre
- (h) Fire Hall

- (i) Fitness Centre
- (j) Government Office
- (k) Police Station
- (l) Restaurant
- (m) Personal Service Establishment
- (n) Recreation Centre
- (o) Retail Store

As the proposed development does not conform to the Zoning Bylaw or the Official Community Plan, both documents need to be amended.

At this time the Council is asked to consider the proposed: uses, setbacks, building height, distribution of mass, relationship to the public realm, and relationship to adjacent properties. It should be noted that, as is the case with most municipal buildings, a development permit will not be required for the proposed Public Safety Building. The Local Government Act does not contain provisions for establishing a development permit area to govern form and character of an institutional building.

CONTEXT:

Applicant: Laurie Hurst, Chief Administrative Officer

Owner: Corporation of the Township of Esquimalt

Street Address: 500 Park Place

Legal Description: Lot A Suburban Lot 40 Esquimalt District Plan EPP103969
PID: 031-165-788

Designer: Architectural - HCMA Architecture and Design
Landscape - Murdoch de Greef Inc.

Property Size: 2,810 m²

OCP Land Use Designation:

Current: North half is Commercial/Commercial Mixed Use
South half is Institutional

Proposed: Institutional

Zoning:

Current Zone: North half is Core Commercial [C-3]
South half is Public/Institutional [P-1]

Proposed Zone: Comprehensive District No. 138 [CD-138].

Land Use:

Existing Land Use:	Firehall/Police Station and Parking Lot
Proposed Land Use:	Public Safety Building (Fire, Police, Bylaw Enforcement, Emergency Operations Centre), small Capital Regional District office, and ground floor commercial along Esquimalt Road. See list of specific proposed uses under the “Purpose of Application” section above.

Surrounding Land Uses:

North:	Commercial and institutional
South:	Residential
East:	Mixed-use residential/commercial/institutional
West:	Residential and commercial

OCP ANALYSIS:

The Official Community Plan contains little in terms of a policy framework related to the proposed Public Safety Building. It does contain a policy that, “recognizes the value of maintaining the Esquimalt Municipal Hall as the primary emergency operations centre”. This will be amended to recognize that the proposed Public Safety Building will become the primary Emergency Operations Centre.

The Official Community Plan also contains policy related to the reduction of greenhouse gas emissions. The proposed Public Safety Building will strive to be carbon neutral, hence supporting the following policies:

13.3.3 Building Energy Efficiency

Policy - Adopt best practices based on evolving building technologies and materials.

Policy - Encourage the adoption of passive, efficient, and renewable energy systems in new buildings and during building retrofits.

ZONING ANALYSIS:

The south half of the subject parcel is in the Public Institutional [P-1] zone and the north half in the Core Commercial [C-3] zone. Neither zone is appropriate for the proposed building so a site-specific new zone has been drafted. The new Comprehensive Development No. 138 [CD-138] Zone has been specifically drafted for the proposed development.

Building Height: The maximum building height will be 15.0 metres (3-storeys) which is

consistent with the adjacent building to the west.

Lot Coverage: The maximum site coverage for the parkade is 100 percent. The maximum lot coverage of the Principal Building at the First Storey is 73 percent and the maximum lot coverage for the Principal Building at or above the Second Storey is 50 percent.

Siting Requirements:

<u>Building</u>	<u>Esquimalt Road</u>	<u>Park Place</u>	<u>Carlisle Avenue</u>	<u>Interior Side Lot Lines</u>
<u>Principal</u>	<u>0.0</u>	<u>0.0</u>	<u>13.0 m</u>	<u>0.0</u>
<u>Parkade</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>

The proposed heights, setbacks, and lot coverage are compatible with the existing built form on this block. The Esquimalt Road setback is consistent with an urban design that promotes an interaction between the people on the street and the people inside the commercial spaces which adds to the dynamic of the street and the urban vibe of the area.

The proposed uses (see list of specific proposed uses in the “Purpose of Application” section above) are based on the various agreements with the Capital Regional District and commercial uses that are compatible with the location.

PARKING ANALYSIS:

The Parking Bylaw does not contain specific parking requirements for fire halls or police stations. The parkade will contain parking stalls for 41 operational vehicles which includes two secure bays. In addition, a garage with the capacity for two vehicles with street level access to Park Place will accommodate the police department’s K9 unit. Municipal staff will park at the Archie Browning Sports Centre. Visitors to the building will park on the street or in an adjacent parking lot. There will be no on-site parking for staff or visitors for the commercial uses along Esquimalt Road. There is currently parking available adjacent to Memorial Park.

COMMENTS FROM OTHER DEPARTMENTS:

Community Safety Services:

The Community Safety Services Director is the project lead for this building.

Engineering Services:

Some of the proposed street trees on Park Place will not be allowed as they interfere with services. The Engineering Department will also require extensive rebuilding of all or parts of Esquimalt Road, Park Place, and Carlisle Street.

Fire Rescue:

No concerns.

Parks and Recreation:

They have requested more detailed information regarding the street trees as well as more detailed

information related to various herbaceous plant species.

Committee Recommendations

Recommendation from the Design Review Committee [DRC]

This application was considered at the regular meeting of the DRC held on December 9, 2020. They recommended that the application be forwarded to Council with recommendation to approve, as it is an appropriate site and use.

Recommendation from the Advisory Planning Commission [APC]

This application was considered at the meeting of the APC held on December 15, 2020. They recommended that the application be forwarded to Council with a recommendation to approve with consideration for: 1) Providing a family oriented space; 2) Consider earthquake resilience; 3) Review the layout to try and accommodate a single garbage room; 4) Adding bicycle parking; 5) Best possible energy standards; 6) Avoid an industrial look; 7) Keep the external Fins as a softer look; 8) Increase the massing of the third storey to fill up more space to take advantage of an ideal opportunity in an ideal location; 9) Landscaping on the Esquimalt Road side; and 10) Consider either the overhanging as a floating or substantially supported look. Reason: It provides a much needed public safety space, takes advantage of an ideal location, provides key commercial space and the look is headed in the right direction.

In response, the design team did the following:

- Moved the garbage rooms from street level to the parkade.
- Added bicycle parking on the street.
- Did further energy modeling.
- Refined the look of the fins.

Issues such as seismic upgrading will be dealt with in the building permit process. The design team did not fill in the third floor space in order to avoid obscuring the architectural features of the Praxis building next door.

ISSUES:

1. Rationale for Selected Option

The existing fire hall and police station are reaching the end of their serviceable lifespan and do not adequately meet the future needs of the Township. The proposed Public Safety Building is designed to provide a more integrated approach to public safety that will serve the needs of the Township for the next 50 years. The proposed building will incorporate improved seismic protection and significant energy efficient design.

2. Organizational Implications

Once completed, the Public Safety Building will enhance the organizational efficiency of the Corporation by providing a building that has been specifically designed for the functions or the people and equipment that will be using it.

3. Financial Implications

The estimated cost of the Public Safety Building is \$42 million and is being funded by \$7.1 million from the amenity fund and \$35 million through borrowing.

4. Sustainability & Environmental Implications

The Public Safety Building is being designed to be carbon zero.

5. Communication & Engagement

There has been extensive community consultation. On April 30, 2021, over 500 notices were delivered to owners and occupiers of real property within 100 m of the site. In response, staff received one submission (Schedule "L"). In addition, rezoning signage has been installed on the site. Also, extensive amounts of information have been available on the Township's website. Furthermore, public hearing notices (Appendix "M") were sent out to all owners and occupiers of real property within 100 m of the subject site and notices (Appendix "N") were published in the June 24 and July 1 editions of the VicNews. In addition, banners were added to the rezoning signs indicating that the public hearing would be on July 5, 2021. A public hearing notice will also be put on the Township's web site.

ALTERNATIVES:

- 1) That Council give third reading and adoption to Bylaws No. 3030 and No. 3031.
- 2) That Council does not give third reading and adoption to Bylaws No. 3030 and No. 3031 and request that staff come back with revisions to the proposal or additional information.