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Dupplin

UW June 25, 2018



The Corporation of the District of Saanich

# Report

**To:** Mayor and Council  
**From:** Sharon Hvozanski, Director of Planning  
**Date:** May 17, 2018  
**Subject:** Development Permit Application  
**File:** DPR00703 • 472 Dupplin Road and 476 Dupplin Road

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## RECOMMENDATION

1. That Council rescind Development Permit DPR00479 and approve Development Permit DPR00703.
2. That ratification of the Development Permit be withheld pending registration of a covenant securing the construction to Step Code Level 3 and that the building be made solar ready.

## PURPOSE

The purpose of this report is to seek direction from Council on the subject application. The subject application is for a Form and Character Development Permit to construct a four-storey light industrial building over one level of underground parking under the existing M-1DW (Douglas Street West) Zone. Variances are requested for building setbacks, canopy projections, building height, and loading spaces. The applicant is CMM Holdings Ltd. (Rian Milne).

## DISCUSSION

### Background

On November 28, 2011, Council approved and issued Development Permit DPR00479 for 476 Dupplin Road to allow for the construction of a one-storey office building with a garage and outdoor storage. This building was never constructed, and in recent years the vacant lot has been used to store large construction bins, tires and vehicles. The adjacent parcel at 472 Dupplin Road currently contains a single family dwelling that has been converted to industrial use.

The two properties now have new owners and a new application has been submitted for a four-storey light industrial building to be constructed over both lots, which would be consolidated into one parcel. The existing buildings would be removed. If the subject development proposal is supported, the 2011 Development Permit (DPR00479) would need to be rescinded.

### Neighbourhood Context

The site is located in the Douglas Street West area of the Saanich Core Local Area, and is also within the Uptown Major “Centre” as shown in the Saanich Official Community Plan. Existing neighbouring properties include a mix of land uses, mainly commercial and industrial, but with some single and multi-family residential as well. Properties adjacent to the subject site are all zoned M-1DW (Douglas Street West) Zone with the exception of 470 Dupplin Road immediately to the West, which retains its RS-6 Single Family Dwelling zoning.

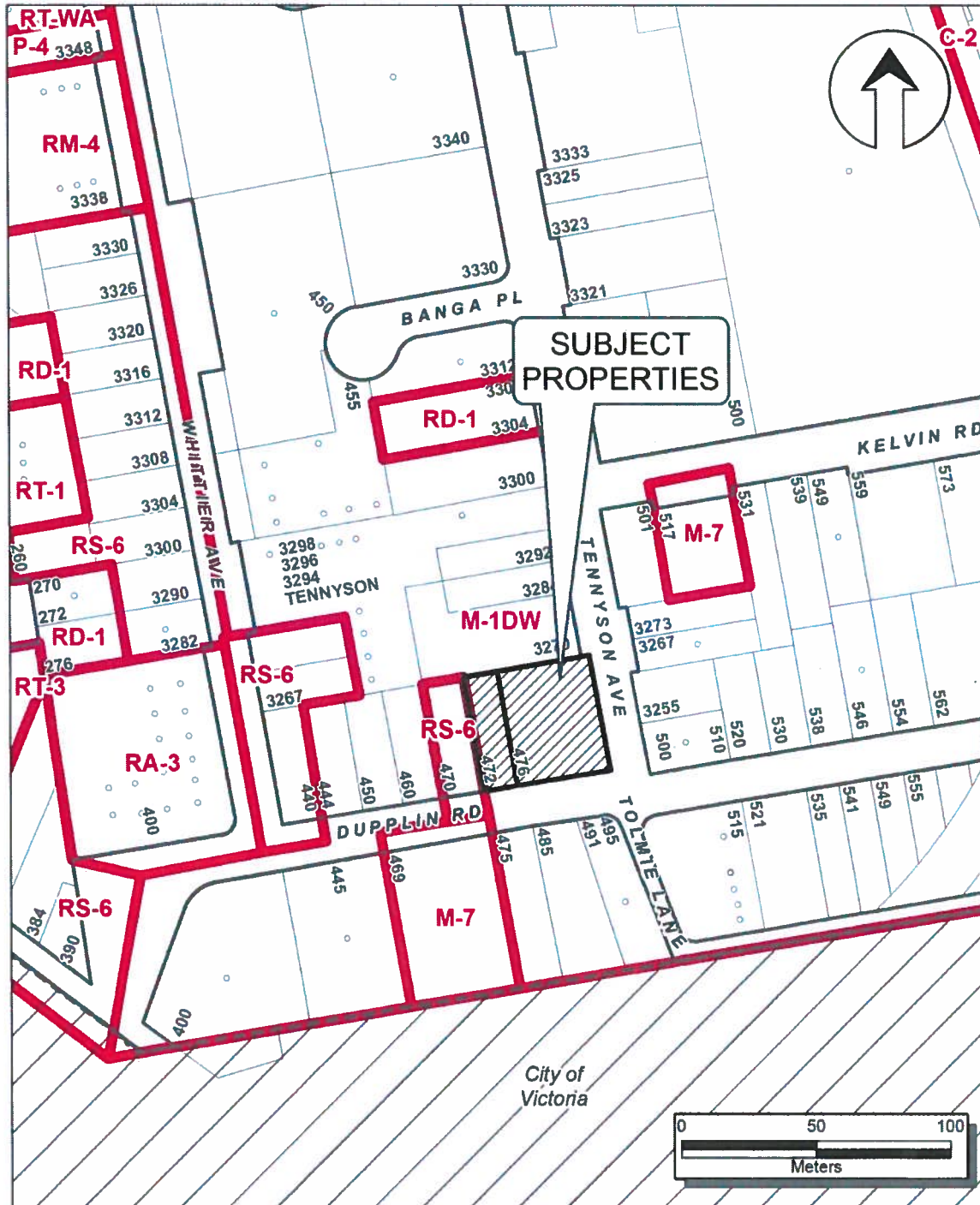


Figure 1: Neighbourhood Context

**Proposed Land Use**

The subject application is for a Form and Character Development Permit to construct a four-storey light industrial building over one level of underground parking under the existing M-1DW (Douglas Street West) Zone. The subject properties are zoned M-1DW (Douglas Street West) Zone and have combined area of 2068.3 m<sup>2</sup>.

**Site and Building Design**

The proposed building would be rectangular in plan and cover about 63% of the site. It would be situated towards the south of the site, providing space for some surface parking and a loading bay on the north side of the building, accessed off of Tennyson Avenue. At the south west corner of the building would be a ramp to the underground parkade, accessed off of Dupplin Road. The main pedestrian entry would be on the Tennyson Avenue frontage.

The proposal calls for a four-storey building over one level of underground parking. The top storey would be set back 3.05 m on all sides, and an outdoor roof terrace would be located on the south and east sides. The maximum permitted height under the M-1DW (Douglas Street West) Zone is 10 m, the height of the proposed building would be 20.41 m. The resultant height variance is discussed in detail below.

The plans show each of the four above ground floors as a large open space with columns. These spaces would be filled in as successive tenants move in and occupy their spaces. Vertical circulation would either be via stairs, including a "grand staircase" in the main lobby, or via one of two large elevators capable of accommodating freight or other heavy loads.

The Dupplin Road and Tennyson Avenue façades of the building would be composed of bays clad in metal panels with a white colour on the ground floor and vertical corrugated metal on the upper storeys (see Figures 3, 4 and 5). These bays would be separated by vertical brick-coloured elements, with wider elements at the Dupplin/Tennyson corner and at the main pedestrian entrance. The alternating bay treatment would end at the top of the third floor and terminate in a stepped metal cornice in a blue-grey colour. The recessed top floor would also be clad in corrugated metal, as would the shallow pitch roof.

The west side of the building (see Figure 7) would be located on or immediately adjacent to the property line. Original plans called for a painted concrete wall, though the recessed upper floor would have the same corrugated metal as on other sides. Subsequent to the Advisory Design Panel review the entire wall has been changed to corrugated metal.

The north façade (see Figure 8) would also be clad in corrugated metal with metal panels on the lowest storey. Both the loading door on this façade and the main pedestrian entry on Tennyson Avenue would have metal canopies, providing some cover as well as providing a visual clue as to the location of these entrances.

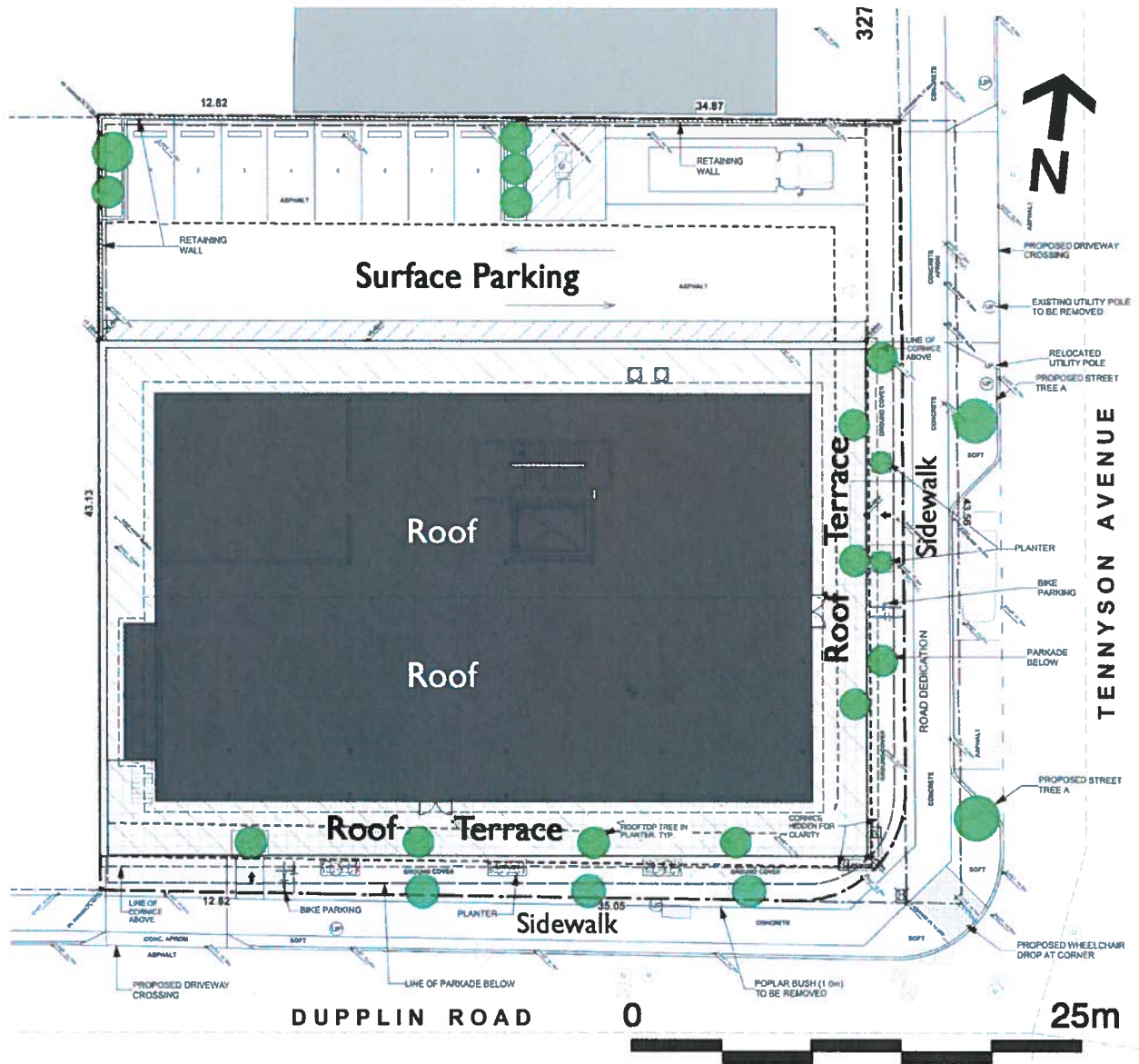


Figure 2: Site Plan and Roof Terrace (from plans by Boni Maddison Architects)





Figure 3: East (Tennyson Avenue) Streetscape Elevation (from plans by Boni Maddison Architects)

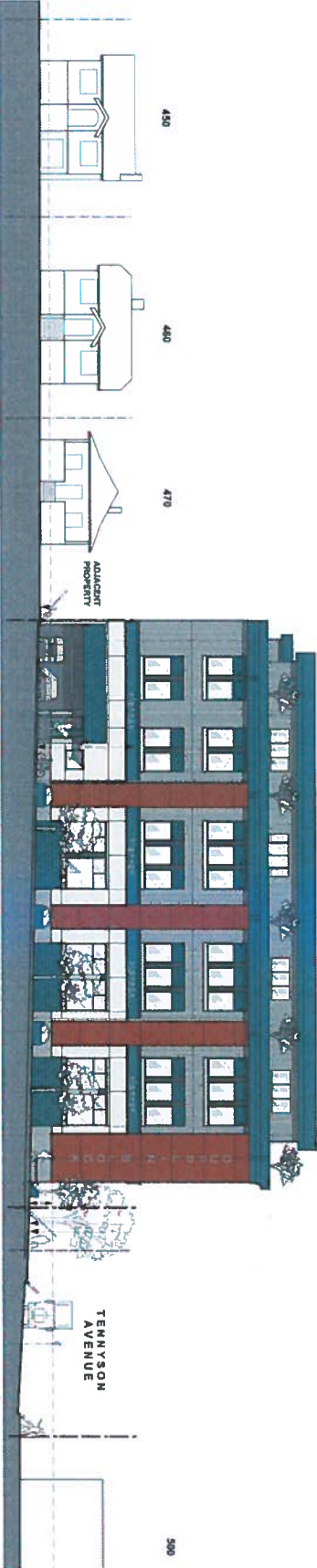


Figure 4: South (Dupplin Road) Streetscape Elevation (from plans by Boni Maddison Architects)



**Figure 5: Corner View – Dupplin Road & Tennyson Avenue** (from plans by Boni Maddison Architects)



**Figure 6: Cut-Away View of Proposed Building** (from plans by Boni Maddison Architects)





effect that is uninviting to new businesses. The light industrial area is an economic force in the community and continuous sidewalks are needed now, to facilitate growth.”

#### Advisory Design Panel

The Advisory Design Panel considered the application as Case #2018/01 on January 17, 2018. As there was no quorum, the Panel was limited to providing comments. The Panel felt the low slope of the roof, and the setback of the upper storey and the roof terrace were commendable. They also considered the design to be eye-catching from the street, but questioned the disparity between the street facades which were of brick metal and glass, and the corrugated metal siding of the rear and interior sides of the building, and suggested better integration of the different facades.

It was the consensus of the members of the Panel present “That the design of the 4-storey light industrial building over one level of underground parking at 472 and 476 Dupplin Road be accepted, with the recommendation that the applicant consider a stronger tie-in for the four sides of the building, as per the comments made by Panel members.”

Subsequent to the Advisory Design Panel meeting, the applicant provided revised drawings in response to the Panel’s comments. The brick elements were found to present a problem with thermal bridging, which had implications for their energy efficiency targets, and was changed to metal panels in a brick colour. The material used for the West elevation was changed from painted concrete to corrugated metal, and the main floor of the North, or rear, elevation was changed from corrugated metal to metal panels to better tie in to the other facades. Coloured strips of metal trim tie in the brick and blue-grey colours were introduced to further tie in the four facades.

### **ALTERNATIVES**

1. That Council approve the recommendations as outlined in the staff report.

The implications of this alternative are discussed in detail in the later sections of this report.

2. That Council reject the recommendations as outlined in the staff report.

Should Council decide to reject the recommendations contained in this report, the implications are that the proposed development would not proceed and the four-storey light industrial building as proposed would not be constructed. The applicant could proceed with the previously approved Development Permit DPR00479 which was for a one-storey office building with a garage and outdoor storage at 476 Dupplin Road, or the subject property could remain as is.

3. That Council provide alternate direction to Staff.

Should Council provide alternate direction to staff the implications are that staff would work with the applicant to address comments from Council. The applicant would undertake any necessary revisions to the plans, and would resubmit their proposal, for review by staff and ultimately consideration by Council. This alternative would result in a delay in Council’s decision regarding the development permit amendment application.

### **FINANCIAL IMPLICATIONS**

The proposal has no immediate implications related to the District of Saanich Financial Plan.



## STRATEGIC PLAN IMPLICATIONS

The proposal has no implications related to the District of Saanich 2015 - 2018 Strategic Plan.

## PLANNING IMPLICATIONS

### Policy

The following Saanich Planning Policies are most applicable to the subject proposal:

#### Official Community Plan (2008)

- 6.2.3 “Continue to support the work of the Greater Victoria Development Agency to retain and enhance existing businesses, and attract new environmentally friendly businesses to the region.”
- 6.2.4. “Support a balanced economy by encouraging a broad range of commercial, service, research, high tech and industrial uses.”
- 6.2.5 “Focus new commercial development primarily to “Centres” and “Villages” (Map 4).”
- 6.2.13 “Encourage local businesses to become more sustainable through means such as: recycling, reducing energy consumption, using greener forms of energy and looking at Transportation Demand Management (TDM) strategies.”

#### Saanich Core Local Area Plan (1999)

The Saanich Core Local Area Plan identifies the area as the Douglas Street West area, and notes the prevailing low intensity industrial uses, such as contractor’s offices and storage yards. The Saanich Core Local Area Plan states that “In the longer term it is anticipated that the low intensity uses will be replaced by more intensive wholesale, warehouse and office uses.”

Map 3.2 in the Saanich Core Local Area Plan shows the site as “Potential Commercial/Industrial”.

#### Saanich Core Development Permit Area Guidelines (1995)

The site is subject to the relevant guidelines for the Saanich Core Development Permit Area. Applicable guidelines relate to the scale of new development so that it reflects the urban character of the Saanich Core; is in keeping with the general form and character of surrounding development; is of a human scale to increase street level opportunities for social interaction and the creation of a vibrant, pedestrian environment, and; has a high quality of architecture that is contemporary and authentic incorporating varied architectural elements and landscaping adjacent to the street.

#### Uptown - Douglas Corridor Plan (underway)

On November 6, 2017, Council endorsed the Uptown - Douglas Corridor Plan Framework Report. The Framework Report identifies key concepts and directions that were developed through a comprehensive public engagement process. The Plan encourages the conservation and intensification of light industrial uses as well as improvements to streetscapes and the public realm. The proposal is consistent with these ideals and would help to realize them.

**Policy Analysis**

The proposed land use is permitted under existing M-1DW zoning, and is consistent with the Saanich Core Local Area Plan which designates the site as Commercial/Industrial.

The proposal is consistent with the Saanich Official Community Plan (2008) which identifies the Uptown area as a Major "Centre" and with the Saanich Core Local Area Plan (1999) which designates the site for Commercial/Industrial use. Major "Centres" are intended to meet a broad range of community and regional commercial and service needs and are served by two or more bus routes. The proposal is also consistent with the strategic initiatives of the Regional Growth Strategy: to keep urban settlement compact; build complete communities; increase transportation choice; and strengthen the regional economy. In addition, the proposal also complies with the general intent and initial direction of the Uptown - Douglas Corridor Plan Framework Report that Council endorsed in November of 2017.

**Servicing**

Servicing requirements call for a 3.048 m wide property dedication for road allowance along the entire frontage of Tennyson Avenue complete with a 6.0 m radius corner cut at Dupplin Road and Tennyson Avenue. A 2.0 m wide concrete sidewalk must be constructed along both frontages complete with a wheelchair drop at the corner. Proposed parking bays on Tennyson Avenue would be restricted to maximum one hour parking between 8:00 AM and 6:00 PM. A pole mounted street light is required near the southwest corner of the development and the existing pole on Tennyson Avenue, which conflicts with the proposed driveway, would be relocated.

Appropriately sized storm drain and sewer connections are required to serve this project from existing mains on Dupplin Road, grease/oil interceptors must be installed on site, and a suitably sized water service is to be installed on Tennyson Avenue. The existing water connection to 572 Dupplin Road is to be removed. Fire flow requirement and sanitary sewer loading calculations are required by the applicant's consulting engineer.

Stormwater management must be provided in accordance with the requirements of Schedule H "Engineering Specifications" of the Subdivision Bylaw. This development is within a Type II watershed area which requires stormwater storage, oil/grit separator or grass swale and sediment basin.

**Mobility**

Tennyson Avenue fronting the development is classified as a residential street as is Dupplin Road which connects with Burnside Road to the west, which is classified as a major road, and Douglas Street to the east. Douglas Street is an arterial highway under the jurisdiction of the Province, and provides a connection to Uptown Shopping Centre and the rest of Saanich to the north, and the City of Victoria to the South. The Galloping Goose Regional trail is half a block to the east.

The applicant is proposing 52 parking spaces, which is in excess of the 48 spaces that are required based on Industrial use. Bicycle parking requirements are for four Class I spaces and one Class II space. The applicant would provide bicycle parking in excess of this number, with 12 Class I and 4 Class II spaces.

**Environment**

An existing Poplar tree on the Dupplin Road frontage would be removed. Seventeen trees are proposed to be planted on site, including five in the parking area, three along the Dupplin Road

frontage, two in planters along the Tennyson Avenue frontage, and seven in planters on the roof top terrace. Two street trees are also proposed for the Tennyson Avenue boulevard.

### **Variances**

Variances are requested for building setbacks, canopy projections, building height, and loading spaces.

#### Building Setbacks

A variance is requested for setback from a lot line abutting a street. The Zoning Bylaw requires a setback from any lot line abutting a street of 7.5 m (or 3.75 m if landscaped), plans provided show a setback of 0.75 m, a deficiency of 3.0 m.

It should be noted that this figure represents the worst-case condition which only exists at the rounded corner of the two property lines facing Tennyson Avenue and Dupplin Road. Elsewhere the setback is greater, but would still require a variance - facing Tennyson Avenue, the majority of the setback would be 2.01 m or greater; and along Dupplin Road the majority of the setback would be 1.93 m. The figure given for the Tennyson Avenue setback is after the required road dedication of 3.048 m. Because of this, the requested variance is supportable.

#### Canopy Projections

The Zoning Bylaw allows building components such as steps or canopies to project up to 1.2 m into a required front or exterior side yard. For this development, a canopy along the Tennyson Avenue frontage would be projecting 0.88 m beyond the face of the building. But because the setback would have already been reduced on this frontage by 1.74 m (to 2.01 m), the projection itself would be actually be 2.62 m, requiring a variance for the canopy projection on this frontage of 1.42 m.

Similarly, on the Dupplin Road frontage, plans show a canopy projection of 0.51 m into the required setback. But given that the setback would have already been reduced by 1.82 m (to 1.93 m) on this frontage, the projection would actually be 2.33 m, requiring a variance for the canopy projection on this frontage of 1.13 m.

Given that the requested variances for setbacks as mentioned above are considered supportable, the requested variances for canopy projections should be viewed in the same light and are also considered supportable - they only exist over the entrances into the building and serve to provide cover during inclement weather.

#### Building Height

A variance is requested for building height. The Zoning Bylaw allows a maximum height of 10.0 m, the proposed height is 20.41 m, a variance of 10.41 m.

While the proposed height is over double what is permitted under the M-1DW zone, it is consistent with the policies in the Official Community Plan which envision Commercial and Industrial buildings of up to eight-storeys in height, as well as the goals of the Uptown - Douglas Corridor Plan which include intensification of this industrial area to support economic growth and expand the tax base.

The building height is a result of the generous interior spaces, which would be conducive to the proposed light industrial use - the ground floor would have a floor to ceiling height of 5.49 m (18 ft.), the second and third floors would have 4.26 m (14 ft.) high ceilings, and the top floor would have 3.05 m (10 ft.) ceilings.



If approved, the building would be the tallest one in the immediate vicinity until other properties begin to redevelop. However, the tall ceilings and four-storeys are an efficient use of land, and due to this and OCP policies supporting taller buildings in Major "Centres", as well as the initial directions of the Uptown - Douglas Corridor Plan, the requested variance for height can be supported.

#### Loading Spaces

A variance is requested for the number of loading spaces. The Zoning Bylaw requires four loading spaces, plans provided show one loading space, a deficiency of three loading spaces.

The loading space requirement of the Zoning Bylaw is based on total floor area, with a building of up to 4200 m<sup>2</sup> requiring three spaces and one extra space required for every additional 2300 m<sup>2</sup> or portion thereof. However, this requirement was likely predicated on the older model of very large industrial buildings with all the floor area on one level at or near grade. For a light industrial building accommodating more modern uses as proposed here, the one loading space is likely to suffice, and for this reason the variance is supportable.

#### **CONCLUSION**

The applicant proposes to construct a four-storey light industrial building over one level of underground parking under the existing M-1DW (Douglas Street West) Zone. This application is for a Form and Character Development Permit. Variances are requested for building setbacks, canopy projections, building height, and loading.


The proposed land use is permitted under existing M-1DW zoning, and is consistent with the Saanich Core Local Area Plan which designates the site as Commercial/Industrial. The proposal meets with the general intent and initial direction of the Uptown - Douglas Corridor Plan Framework Report that Council endorsed in November of 2017.

The top storey would be set back 3.05 m on all sides, and an outdoor roof terrace would be located on the south and east sides. The Dupplin Road and Tennyson Avenue façades of the building would be composed of bays of metal panels, separated by vertical brick elements. The recessed top floor would be clad in corrugated metal, as would be the north façade.

While the variances for setbacks, projections loading and landscaping are relatively minor, the requested variance for height is significant. The proposed height is 20.41 m, or over double the 10 m maximum height permitted under the M-1DW (Douglas Street West) Zone. However, the proposed height is consistent with the policies in the Official Community Plan which envision Commercial and Industrial buildings of up to eight-storeys in height in Major "Centres", as well as the goals of the Uptown - Douglas Corridor Plan which include intensification of industrial areas to support economic growth and expand the tax base.

The proposed light industrial building would be an attractive addition to the area and could encourage similar high-quality development of other under-utilized properties in the vicinity.

For the above-noted reasons, staff support the subject application.

Prepared by:   
Chuck Bell  
Planner


Reviewed by:   
Shari Holmes-Saltzman  
Manager of Current Planning

Approved by:   
Sharon Hvozanski  
Director of Planning

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**ADMINISTRATOR'S COMMENTS:**

I endorse the recommendation from the Director of Planning.

  
Paul Thorkelsson, Administrator