



AMENDED AGENDA
PLANNING AND LAND USE COMMITTEE
MEETING OF JULY 17, 2014, AT 9:00 A.M.
COUNCIL CHAMBERS
CITY HALL, 1 CENTENNIAL SQUARE

Page

CALL TO ORDER

APPROVAL OF AGENDA

CONSENT AGENDA

ADOPTION OF MINUTES

1. Minutes from the Meeting held on July 3, 2014.

DECISION REQUEST

2. Rezoning Application # 00427 and Development Permit Application # 000340 for 1515 Douglas Street and 750 Pandora Avenue 5 - 201
--D. Day, Director of Sustainable Planning & Community Development

Neighbourhood: Downtown Recommendation: Forward to Public Hearing
3. Rezoning Application # 00447 and Development Permit Application # 000355 for 2121 Douglas Street 203 - 223
--D. Day, Director of Sustainable Planning & Community Development

Neighbourhood: Burnside-Gorge Recommendation: Forward to Public Hearing
4. Update - Rezoning Application # 00431 and Development Permit Application # 000336 for 1950 Blanshard Street 225 - 309
--D. Day, Director of Sustainable Planning & Community Development

Neighbourhood: Burnside-Gorge Recommendation: Forward to Public Hearing
5. Rezoning Application # 00388 for 1082 Richmond Avenue 311 - 409
--D. Day, Director of Sustainable Planning & Community Development

Neighbourhood: Rockland Recommendation: Refer to Advisory Design Panel before advancing to a Public Hearing

Late Item: Additional Correspondence

[Addenda]

6. ~~Rezoning Application # 00432 and Development Permit Application for 2340 Richmond Road~~ 411 - 433

--D. Day, Director of Sustainable Planning & Community Development

Neighbourhood: North Jubilee Recommendation: Forward to Public Hearing

7. Development Variance Permit Application # 00131 for 1482 Dallas Road 435 - 449

--D. Day, Director of Sustainable Planning & Community Development

Neighbourhood: Fairfield Recommendation: Forward to Public Hearing

8. Downtown Core Area Plan Implementation - Update to Downtown Zoning Regulation 451 - 506

--D. Day, Director of Sustainable Planning & Community Development

- 8.1. **Late Item:** Building Permit # 050924 for 520 Niagara Street 507 - 518

--D. Day, Director of Sustainable Planning & Community Development

Neighbourhood: James Bay Recommendation: Approve Building Permit

[Addenda]

- 8.2. **Late Item:** Provision of Community Space at the Roundhouse 519 - 530

--D. Day, Director of Sustainable Planning & Community Development

[Addenda]

**MOTION TO CLOSE THE JULY 17, 2014, PLANNING & LAND USE
STANDING COMMITTEE MEETING TO THE PUBLIC**

That the Planning & Land Use Committee convene a closed meeting that excludes the public under Section 12 (6) of the Council Bylaw for the reason that the following agenda item deals with matters specified in Sections 12 (3) and/or (4) of the Council Bylaw; namely:

- Section 12 (3) (a) - personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the City or another position appointed by the City.

CLOSED MEETING

ADOPTION OF THE CLOSED MINUTES

- 9. Minutes from the Closed Meeting held June 5, 2014.
- 10 Minutes from the Closed Meeting held July 3, 2014.

DECISION REQUEST

- 11. Advisory Design Panel Appointments
--*R. Woodland, Director of Legislative & Regulatory Services*
- 12. Heritage Advisory Panel Appointments
--*R. Woodland, Director of Legislative & Regulatory Services*
- 13. Victoria Board of Variance Appointments
--*R. Woodland, Director of Legislative & Regulatory Services*

ADJOURNMENT



Planning and Land Use Committee Report

For the meeting of July 17, 2014

Date: July 7, 2014 **From:** Mike Wilson, Senior Planner - Urban Design

Subject: **Rezoning Application and Official Community Plan Amendment #00427 and Development Permit Application #000340 for 1515 Douglas Street and 750 Pandora Avenue**
 Application to increase density to construct two-phase office building with ground floor retail space.

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and Official Community Plan Amendment #00427 and Development Permit Application #000340 for the properties located at 1515 Douglas Street and 750 Pandora Avenue.

The application is to construct a six-storey retail and office building on the western portion of the site fronting Douglas Street which is to be linked by an enclosed at-grade walkway to a 13-storey retail and office building on the eastern portion of the site. The applicant proposes to construct the development in two phases. The first phase would include the construction of the underground parking area in its entirety and the six-storey retail and office building. The building features at-grade retail units, an entry plaza fronting Douglas Street and an internal rotunda space of approximately 240 m². The second phase would include the construction of the 13-storey building and an at-grade mid-block walkway.

The applicant proposes an amendment to the *Official Community Plan (OCP)* to rescind the *Urban Design Guidelines for Proposed Subdivision and Rezoning of the 700 Block Pandora/Cormorant Street and 1520 Blanshard Street*. Instead, the more recently adopted guidelines provided within the *Downtown Core Area Plan (2011)* are proposed to guide development on this site.

The applicant proposes to demolish the former Royal Bank building at the corner of Douglas Street and Pandora Avenue. In 2009 Council added this building to the City's Heritage Register. The applicant has provided a Heritage Building Report (HBR) which includes a proposed mitigation strategy. Staff recommend that Council refer this aspect of the application to the Heritage Advisory Panel and seek feedback as to whether or not the proposed mitigation strategy is appropriate and if there are any other strategies that may be employed which may further mitigate the proposed demolition of this building.

The proposed employment-oriented land use and density are appropriate for the Central Business District. The application would benefit from design revisions provided in the staff recommendation in order to increase consistency with the applicable design guidelines. Staff also recommend that Council seek feedback from the Advisory Design Panel on various aspects of the proposal as outlined in the staff recommendation.

Staff recommend that Committee support this application.

Recommendations

1. That Council 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; the provincial and federal governments and their agencies because of the nature of the proposed amendments and that staff be instructed to prepare the necessary *Official Community Plan Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application #00427 for 1515 Douglas Street and 750 Pandora Avenue;
 - a. That Council consider giving first and second reading to the *Official Community Plan Amendment Bylaw* after the bylaw has been drafted;
 - b. That Council schedule a Public Hearing after the *Official Community Plan Amendment Bylaw* has received first and second reading.
2. That staff be instructed to prepare the necessary *Zoning Regulation Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application #00427 for 1515 Douglas Street and 750 Pandora Avenue;
 - a. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendment after the bylaws have been drafted;
 - b. That Council schedule a Public Hearing after the *Zoning Regulation Bylaw* amendment has received first and second reading, subject to the completion of the following:
 - i. That the Heritage Building Report and proposed mitigation measures be referred to the Heritage Advisory Panel for comment
 - ii. That the application be referred to the Advisory Design Panel for feedback on the following issues:
 - whether the design of the proposed Phase 1 building and public plaza sufficiently responds to the bend in Douglas Street
 - whether the proposed building massing and design of the plaza facing Douglas Street adequately respond to City Hall as a Heritage Landmark Building and the Landmark Building policy in the *Downtown Core Area Plan*
 - whether any additional architectural elements or treatments could be incorporated into each of the buildings to distinguish the top of the buildings
 - whether any design revisions are necessary to mitigate the impact of the street walls on the Cormorant Street and Pandora Avenue elevations which exceed the height guidelines
 - whether the reflectivity of the proposed glass spandrel system on the Phase 2 building is suitable
 - whether the tone of the proposed exterior terra cotta cladding is appropriate for the neighbouring context.
 - iii. the registration of a legal agreement to secure a statutory right-of-way for public access on the proposed Douglas Street Plaza and mid-block walkway to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development

- iv. the registration of a legal agreement to secure a statutory right-of-way for public access during regular business hours over the proposed internal rotunda area to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development
 - v. the registration of a legal agreement to secure the construction of temporary hoarding and a maintenance agreement to the satisfaction of the City Solicitor, Director of Sustainable Planning and Community Development and the Director of Engineering and Public Works
 - vi. the registration of a legal agreement to secure the salvage and storage of building materials identified in the Heritage Building's Report to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development
 - vii. the registration of a legal agreement to secure the maintenance of the proposed rain gardens for a period of three years to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development
 - viii. Compliance with the Ministry of Environment's *Environmental Management Act* as it pertains to potentially contaminated sites.
3. That Council remove the former Royal Bank Building located at the southwest corner of 1515 Douglas Street and 750 Pandora Avenue from the City's Heritage Register.
 4. Following the Hearing, and subject to adoption of the *Zoning Regulation Bylaw* amendments for 1515 Douglas Street and 750 Pandora Avenue, that Council authorize the issuance of the Development Permit generally in accordance with:
 - a. plans for Development Permit Application #000340, stamped July 4, 2014, development meeting all *Zoning Regulation Bylaw* requirements;
 - b. final plans to be generally in accordance with plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.
 5. That Council authorize City of Victoria staff to execute an Encroachment Agreement for a fee of \$750 plus \$25 per m² of exposed shored face during construction, in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works. This is to accommodate shoring for construction of the underground parking structure at the property line.

Respectfully submitted,



Mike Wilson
Senior Planner – Urban Design
Development Services Division



Deb Day, Director
Sustainable Planning and Community
Development Department



Report accepted and recommended by the City Manager:

Jason Johnson

Date:

July 10, 2014

MW:lw

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Planning and Land Use Committee Report
Rezoning Application and *Official Community Plan* Amendment #00427
and Development Permit Application #000340 for 1515 Douglas Street and 750 Pandora Avenue
Rezoning Application # 00427 and Development Permit Applicat...

July 7, 2014
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1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding Rezoning and Official Community Plan Amendment Application #00427 and Development Permit Application #000340 for the properties located at 1515 Douglas Street and 750 Pandora Avenue.

2.0 Background

2.1 Description of Proposal

The subject lands include three separate street frontages on Cormorant Street, Douglas Street and Pandora Avenue. At 5,571 m² the site is comprised of almost an entire city block. Current uses on the site include a surface parking lot and several single storey buildings fronting Douglas Street which are proposed to be demolished including the former Royal Bank Building which is on the City's Heritage Register.

The applicant proposes a *Zoning Regulation Bylaw* amendment to permit the construction of a six-storey retail and office building on the western portion of the site fronting Douglas Street which is to be linked by an enclosed at-grade walkway to a 13-storey retail and office building on the east portion of the site. A total of 220 underground vehicle parking stalls as well as 34 Class 1 and 54 Class 2 bicycle parking stalls are also proposed. The applicant proposes to construct the development in two phases. The first phase would include the construction of the underground parking area in its entirety and the six-storey retail and office building. This building features at-grade retail units, an entry plaza fronting Douglas Street and an internal rotunda space of approximately 240 m². The second phase would include the construction of the 13-storey building and an at-grade mid-block walkway.

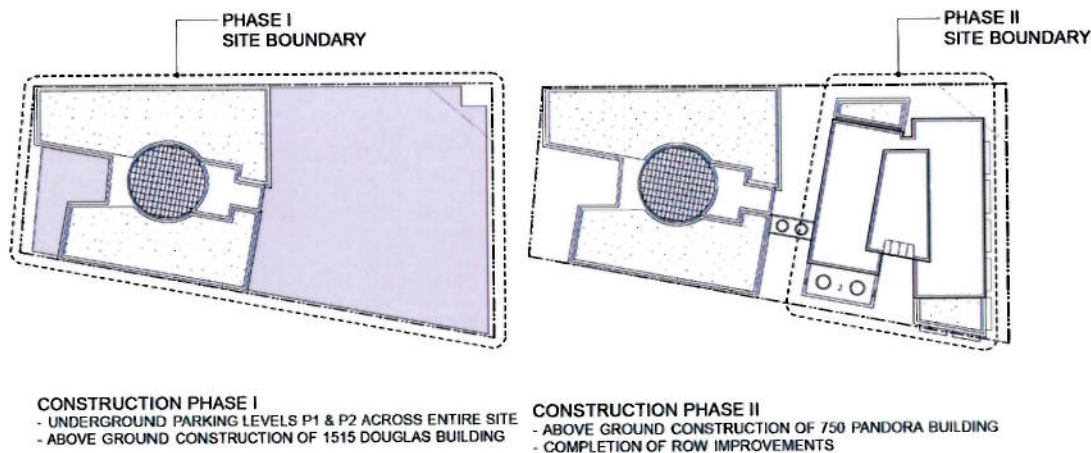


Figure 1: Phasing Diagram

Exterior materials include:

- glazed terracotta (matte white)
- exposed cast-in-place concrete
- stone cladding (repurposed from former Royal Bank Building)
- pre-patinated zinc cladding
- clear high performance curtain wall glazing system
- glass spandrel with metal back panel
- prefinished metal flashing and cladding.

Landscaping improvements include the provision of a public plaza on Douglas Street and a public mid-block walkway connecting Pandora Avenue with Cormorant Street. Landscape materials include:

- light and dark stone concrete unit paving
- various tree and shrub species (refer to landscape plan)
- rain gardens (in the public right-of-way)
- landscape water feature.

Off-site improvements include the provision of a separated bike lane on Pandora Avenue. The applicant proposes that Cormorant Street would be reconfigured to accommodate two-way traffic; a draft plan of the newly configured street and on-street parking has been provided as part of the plan submission.

The applicant proposes an *Official Community Plan* (OCP) amendment to rescind the *Urban Design Guidelines for Proposed Subdivision and Rezoning of the 700 Block Pandora/Cormorant Street and 1520 Blanshard Street*. The applicant proposes to instead utilize the more recently adopted guidelines provided within the *Downtown Core Area Plan* (2011) (DCAP) to guide the design of the development.

2.2 Existing Site Development and Development Potential

The existing site was consolidated and is now one legal parcel. The site has two different zones reflecting its previous property boundaries. The buildings fronting Douglas Street are in the CA-4 Zone, Central Area Commercial Office District. This zone permits a variety of uses including office and retail up to a floor space ratio of 3.0:1 and a building height of 43 m. The remainder of the site (existing surface parking lot) is located in the CA-40 Zone, Pandora Office District. This zone permits a base floor space ratio of 3.0:1 with a maximum floor space ratio of 5.3:1 when the following amenities are provided:

- a pedestrian walkway that:
 - (i) connects the street levels of Pandora Avenue and Cormorant Street
 - (ii) is at least 3.0 m wide throughout
 - (iii) has an average width of at least 3.7 m
- at least 140 enclosed parking spaces below grade
- lockers for cyclists and bicycles.

The maximum height permitted in this zone is also 43 m.

2.3 Sustainability Features

The project will target a minimum LEED Gold certification. The green building features included in the proposed development are summarized as follows:

- high performance building envelope incorporating triple paned glazing
- central, passively ventilated atrium in Phase 1 to allow daylight to enter interior spaces
- stormwater runoff treated via bioswales
- bicycle storage, shower and changing facilities
- low volatile organic compound (VOC) interior finishes
- water-efficient plumbing fixtures
- energy-efficient lighting and electrical system.

A more detailed sustainability description provided by a consultant is attached to this report.

2.4 Data Table

The following data table compares the proposal with the existing CA-40 Zone and CA-4 Zone.

Zoning Criteria	Proposal Tower 1 (Douglas)	Proposal Tower 2 (Pandora)	Proposal (Overall)	Zone Standard (CA-4)	Zone Standard (CA-40)	Zone Standard Total
Site area (m ²) (min.)	5571.90			2,185	3,385	
Lot width (m) (min.)	60.8			n/a	n/a	
Floor Space Ratio (max.)	4.78:1			3:1	5.3:1	
Floor area (m ²) (max.)	10,263	16,397	26,660	6,556	17,944	24,495
Office	8,663	14,987	23,650	n/a		
Retail (Level 1)	1,600	1,410	3,010	n/a		
Height (m) (max.)	27.4	53.6	53.6	10.00 at all lot lines bordering a street; 43.00 overall		
Average Grade	18.6			n/a		
Storeys (max.)	6	13	13	n/a		
Pedestrian walkway width (m) (min.)	5.0 (Level 1)			n/a	3.7m (avg.)	
Setbacks (m) (min.)						
Douglas St.	nil			n/a		
Pandora Ave.	nil			n/a		
Side	nil			n/a		
Side (East)	5.29 (Level 2 to 13)			4.5		
Site coverage (%) (max.)	72.0			n/a		
Open site space (%)	28.0			n/a		
Parking (min.)	220			n/a	140 enclosed parking spaces	
Bicycle Parking	34 Class 1	54 Class 2	88 total	68 34 Class 1 34 Class 2	1 per 205m ² for the first 5000m ² , plus 1 per 500m ² of floor area. 50/50 Class 1 and Class 2	

2.5 Land Use Context

The subject lands are located on the westerly portion of the 700 block of Pandora Avenue at Douglas and Cormorant Streets.

West

- City Hall: A Heritage-Designated building and a National Historic Site in the CA-C3 Zone, Central Area General Commercial District.

East

- 1520 Blanshard Street: A three-storey commercial office building in the CA-41 Zone, Blanshard Office District.

North

- 1609 Douglas Street: The Heritage-Registered Fairfield Block, a mixed use building with retail at-grade and transient accommodation on the upper floors.
- 722 Cormorant Street: A two-storey commercial office building in the CA-4 Zone, Central Area Commercial Office District.
- 732 Cormorant Street: A 12-storey residential building with live/work townhouses on the ground floor. This building is located in the CA-49 Zone, Cormorant Street District.

South

- 1483 Douglas Street: A 7-storey retail and office building in the CA-4 Zone, Central Area Commercial Office District.
- 715 Pandora Avenue: A three-storey, Heritage-Registered, restaurant and office building in the CA-4 Zone, Central Area Commercial Office District.
- 735 Pandora: A two-storey restaurant and office building in the CA-4 Zone, Central Area Commercial Office District.
- 753 Pandora: A four-storey residential building in the CA-4 Zone, Central Area Commercial Office District.

2.6 Legal Description

Lot 1 of Lot 1247, 1248 and 1257 Victoria EPP27886

2.7 Relevant History

2.7.1 CA-40 Zone, Pandora Office District

The portion of the subject lands that is currently occupied by a surface parking lot was subject to a zoning bylaw amendment application in 1994. At the time, the proposal was to construct a 10-storey building with 17,805 m² of new office space. The application included the subdivision of the subject lands from a large parcel that included the existing office building located at 1520 Blanshard Street (Rotherham Building). The application included the transfer of unused density from the 1520 Blanshard Street site to the subject lands. As part of the rezoning approval, a series of amenities were secured in the *Zoning Regulation Bylaw* as follows:

- a total of 140 enclosed parking spaces
- lockers for cyclists and bicycles
- a pedestrian walkway between Pandora Avenue and Cormorant Street.

As part of this zoning bylaw amendment application Council adopted new design guidelines for the site that are referenced in the OCP. The transfer of density from one site to another was justified under the *Downtown Victoria Plan*, 1990. That plan permitted consideration of density transfers to meet the following urban design objectives:

1. Provision of public open space in the form of a south facing entrance forecourt along Pandora Avenue and retention of the existing Rotherham Plaza.
2. Provision of mid-block pedestrian walkway at street level overlooking the Rotherham Plaza. The portion adjacent to the new building would feature a weatherproof canopy.
3. The creation of a multi-storey lobby with the lower levels of the new building which is oriented on an east-west axis that aligns with the City Hall Clock Tower. This allows for the potential of a direct connection to the Bank sites immediately to the west, particularly should redevelopment of these sites take place.

4. Provision of a three-storey street wall along Cormorant Street and Pandora Avenue frontage and a landscape setback on the remaining portion to reduce the apparent scale of the development along these streetscapes.
5. Provision of two levels of underground parking for approximately 151 cars with access off Pandora Avenue.
6. The proposed development meets the setback criteria established in the CA-4 Zone on all four sides. The 90 m height-sensitive zone established around the City Hall Clock Tower is also respected by virtue of the westerly setback.

The massing diagram provided below provides a conceptual massing of the proposed development at the time the design guidelines were being approved. Note that this diagram did not contemplate the redevelopment of the buildings fronting Douglas Street.

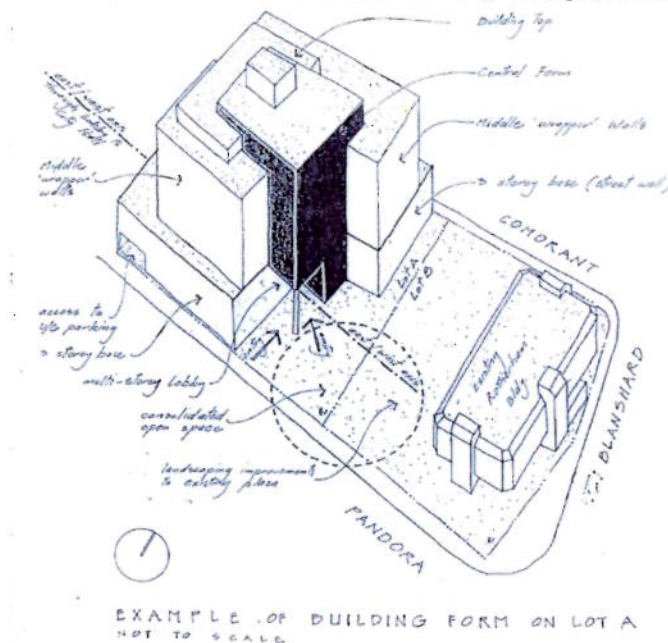


Figure 2: Conceptual massing diagram as provided in existing site-specific design guidelines

2.7.2 Former Royal Bank Building

The former Royal Bank Building at 1501 Douglas Street was constructed in 1955 and designed by Montreal-based architect E.P. Warren. The statement of significance for this building is attached to this report. It was recognized for its value as one of a small number of commercial structures of the modern International style remaining in Downtown Victoria. Architecture from this period is often described as the Modern Movement, growing out of the International style founded in Europe in the 1920s. There are a number of examples of Modern Movement architecture in downtown Victoria, which have architectural, historical and social significance.

The building was added to the City's Heritage Register in 2009. The owners at the time did not provide the City with any comments relating to this decision of Council.

2.7.3 Community Consultation

In accordance with the City's Community Association Land Use Committee (CALUC) procedures, this application was considered by the Downtown Residents' Association Land Use Committee. Comments from the Downtown Residents' Association are attached to this report.

3.0 Issues and Analysis

The following section analyzes the proposal's consistency with City policy and also identifies issues associated with this proposal.

3.1 Consistency with Planning and Heritage Policy

3.1.1 Official Community Plan (2012)

The OCP identifies the subject property as being within the "Core Business" designation which envisions buildings up to approximately 24 storeys with density ranging from a base commercial floor space ratio (FSR) of 4:1 to a maximum of 6:1 FSR.

The CA-4 Zone includes a maximum density entitlement of 3:1 FSR. The applicant proposes to increase the commercial density of this portion of the site to 4:1 FSR. This density is supported by OCP policies and does not trigger the density bonus provision provided in the DCAP. The applicant also wishes to maintain the density entitlement within the CA-40 Zone of 5.3:1 FSR and provide the amenities required in that zone. Staff recommend that Council support this proposed approach.

The proposal is generally consistent with the place character features envisioned for the Core Business designation through the provision of continuous retail uses at-grade, buildings set close to the sidewalk and the provision of underground parking. However, the proposal is not consistent in terms of the recommended height of street walls. Further analysis will be provided in section 3.2 of this report.

In relation to the proposed demolition of the Heritage-Registered, former Royal Bank Building, the broad objectives of the OCP require that heritage values are considered in land management at every scale from sites to local areas (OCP 8 (i)) and that heritage property is conserved as resources with value for present and future generations (OCP 8 (j)). In addition, City Form policy (OCP 8.50) encourages new development to avoid the demolition of heritage property, or one or more of its facades. As mentioned, this application meets many of the objectives of the OCP and although the loss of the Heritage Registered building is not completely consistent with OCP, on balance the merits of the application outweigh this loss.

3.1.2 Downtown Core Area Plan, 2011

The subject lands are located in the Central Business District (CBD). One of the primary objectives of the CBD is to accommodate commercial and office development while the CBD develops over the next 30 years. The DCAP envisages that the CBD will accommodate a strong concentration of commercial employment uses and support new development that reinforces and enhances the position of the CBD as the primary employment centre in the City and region. The current proposal is consistent with these objectives as it contributes a significant amount of new commercial office space in the CBD which is further supported by retail uses on the ground floor.

The densities and building heights envisioned for this district reflect what is identified in the OCP (a commercial base FSR of 4:1 to a maximum of 6:1 FSR). The applicant proposes to increase the density on the westerly portion of the lands to a base density of 4:1 FSR and to retain the existing zoning potential of 5.3:1 FSR for the remainder of the site. This does not trigger any of the density bonus provisions in the DCAP. The proposed upper storey office uses with at-grade retail and restaurant is supported under the CBD designation.

3.1.3 Proposed Amendment to Official Community Plan (2012)

The applicant proposes to amend the OCP by rescinding the applicable guidelines for the portion of the lands located in the CA-40 Zone (east portion of the site). The guidelines that are proposed to be rescinded are the *Urban Design Guidelines for Proposed Subdivision and Rezoning of the 700 Block of Pandora/Cormorant Street, and 1520 Blanshard Street*. These guidelines (attached) were adopted in 1994. In 2011, Council adopted the DCAP which contains new guidelines that are applicable to the entire Downtown area.

The existing *Urban Design Guidelines for Proposed Subdivision and Rezoning of the 700 Block of Pandora/Cormorant Street, and 1520 Blanshard Street* were written in anticipation of the development of a single office building on the site and did not contemplate the inclusion of the adjacent properties fronting Douglas Street. As a result, staff recommend that Council support the proposed amendment to the OCP. Staff have evaluated the proposal against the more current and relevant guidelines provided in the DCAP.

As a result of the proposed OCP Amendment, the *Local Government Act* requires that Council consider Financial Plan Implications, Waste Management Plans and statutory consultation requirements as part of any proposed OCP Amendments. The following sections outline details related to these considerations:

Financial Plan Implications

There are no financial plan implications anticipated.

Waste Management Plans (the Capital Regional District Liquid Waste Management Plan and Capital Regional District Solid Waste Management Plan)

There are no waste management plan implications anticipated.

Statutory Consultation

The *Local Government Act* requires a local government to consult with persons, organizations and authorities it considers will be affected by an OCP amendment. This consultation requirement is in addition to the Public Hearing requirement and is intended to provide consultation opportunities earlier in the process.

Should Council consider moving the OCP amendments forward to a Public Hearing 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 and federal governments and their agencies should be considered by Council; however, in this instance it is not recommended as necessary because the amendments can be considered under approved City policies. The staff recommendation reflects this approach.

3.1.4 Demolition of Heritage-Registered Building

In 2009 Council added the former Royal Bank Building at 1515 Douglas Street to the City's Heritage Register. The applicant has provided a Heritage Building Report (HBR) which is attached to this report.

It is important to differentiate between buildings on the Heritage Register versus buildings that are Heritage-Designated. A Heritage-Registered property is officially listed in the Register because it may have sufficient heritage value to warrant preservation actions by the City in the future. The Register provides a system to review and monitor proposed changes to properties of heritage value.

Heritage-Registered status does not give any formal protection to a site and is not the same as Heritage Designation. This property is also within a Heritage Conservation area as established by the OCP. A Heritage Conservation Area does not offer any protection from demolition. Protection from demolition is only offered through Heritage Designation, restrictive covenant or Heritage Revitalization Agreement.

A proposal to demolish or alter a Heritage Register building is referred to City Council to determine whether a designation bylaw may be required to protect the property. A Heritage-Designated property is protected by a municipal heritage designation bylaw and may not be altered or demolished without the approval by City Council.

The HBR describes some context for post-war modernist buildings in Victoria, the impact of retaining the former Royal Bank building on the proposed development, as well as a proposed mitigation strategy. Ultimately, demolition of the Heritage-Registered building and its replacement with the proposed development represents a trade-off for Council's consideration. Section 4 of the HBR states that the retention of the Heritage-Registered building would have a negative impact of the proposed Douglas Street public plaza and the building massing as it relates to City Hall, a Heritage-Designated building.

Both the OCP and DCAP contain policies that support the conservation of heritage buildings as well as redevelopment through revitalization. This can be summarized as follows:

- To revitalize a central business district through high-rise commercial buildings and low-to-medium rise residential mixed-use buildings
- To enhance the area through a high quality of architecture, landscape and urban design that reflect the function of a central business district in scale, massing and character while responding to its historic context.
- To conserve and enhance the heritage value, special character and the significant historic buildings, features and characteristics of this area.

It is difficult for staff to determine to what degree alternative massing options that would include the retention of the former Royal Bank building, have been considered given that alternative massing studies have not been provided, although requested.

The applicant has proposed a two-pronged approach with respect to a strategy that attempts to mitigate the demolition of the former Royal Bank building. The first of the two strategies is to contribute to the education and awareness of the post-war modernism movement in architecture through the provision of a lecture and exhibits in the rotunda space. The applicant has indicated that this exhibit would open with a lecture followed by a one to two week exhibition in collaboration with the University of Victoria.

The second of the strategies is the proposed salvage of building materials from the former Royal Bank Building and their proposed re-use in the new project. The HBR provides further detail on which elements of the existing building will be salvaged and re-used. Plan A2.3 provides detail on where these materials will be re-used in the new buildings. The success of this strategy is heavily dependent on the successful salvage of these materials and their careful storage. The applicant's demolition contractor has provided information as to the extent to which it is expected that these materials can be salvaged. Staff recommend that Council require the applicant to enter into a legal agreement with the City to salvage these items, to the extent possible. This will ensure the greatest likelihood of success of the proposed mitigation strategy.

The proposal for the addition of a mixed use building of this scale and density achieves many of the policies within the OCP and DCAP. The proposed demolition of the former Royal Bank Building presents a difficult trade-off. Given the information provided, staff recommend that Council refer the proposed HBR and mitigation strategy for the former Royal Bank Building to the Heritage Advisory Panel. The Panel should be asked to determine whether or not the proposed mitigation strategy is appropriate and if there are any other strategies that may be employed which may further mitigate the demolition of this building.

3.2 Consistency with Design Guidelines within the *Downtown Core Area Plan, 2011*

With respect to urban design, the DCAP provides both broad objectives for the Downtown Core and more detailed design guidelines for specific districts. The DCAP includes policies related to the design of buildings including: height, massing and built form, building floor plate and building separation.

Bend in Douglas Street

Another key policy objective that relates to this site is the slight bend in Douglas Street where it meets Pandora Avenue. Section 6 of the DCAP identifies this condition as a location at the end of an important sight line that could be enhanced by a building or landmark. Figure 3 below depicts this consideration.



Figure 3: Inflection in street grid (blue); subject lands (red)

The applicant has responded to this by providing an at-grade public plaza. The building massing at this location is pulled back from Douglas Street in order to provide an urban design response to the bend in the street grid. The provision of a public space of this scale is supported in the applicable design guidelines.



Figure 4: Conceptual pedestrian view looking north on Douglas Street

The guidelines further suggest that the design of the proposed building and its elements should address this relationship. Staff recommend that the Committee seek feedback from the Advisory Design Panel on the design of the proposed Phase 1 building, the public plaza, and their response to this street condition.

Heritage Landmark Buildings

Another key urban design objective for this site is the building's relationship to City Hall. The DCAP identifies City Hall as a heritage landmark building and provides policy direction to give special design consideration to development applications within a 90 m radius to ensure that the height, setbacks, siting, and overall massing of proposed new buildings respect the prominence and character-defining importance of these heritage landmark buildings. The 90 m radius is measured from the centre of the historic building.

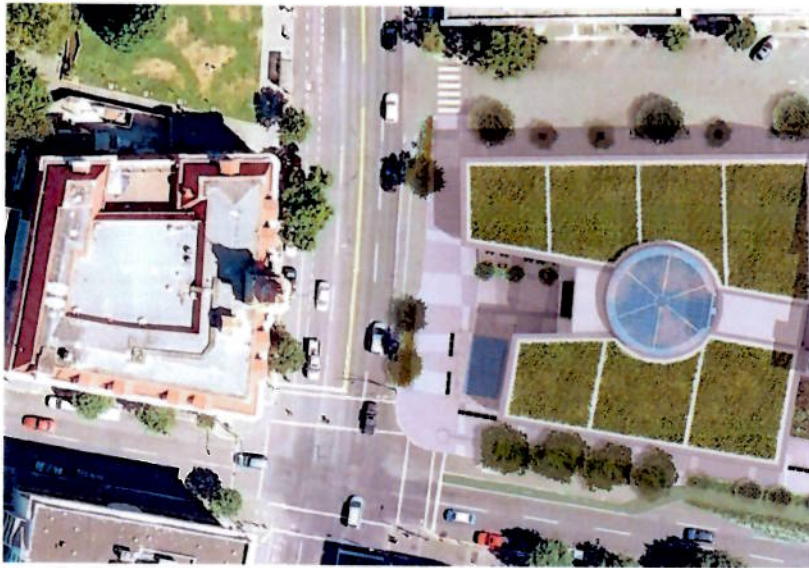


Figure 5: Public Plaza (right) proposed as a forecourt to City Hall (left)

The applicant has not only responded to this by providing a public space to act as a forecourt to City Hall (Figure 5), but has also paid close attention to the building height, limiting it to six storeys and pulling back the massing away from Douglas Street in order to open up views to pedestrians travelling west down Pandora Avenue (see Figure 6).



Figure 6: Edge of 90 m radius from City Hall clock tower

Staff are generally satisfied with the proposed design response; however, it is recommended that the Committee refer this aspect of the application to the Advisory Design Panel for feedback on whether this proposed design solution sufficiently meets the intent of the heritage landmark policy.

Building Height

The subject lands are located in the “primary skyline” as defined in the urban amphitheatre concept of the DCAP. This policy supports taller buildings on the subject lands up to a maximum of 72 m on the easterly portion of the site and 45 m on the westerly portion fronting Douglas Street. The proposed 28 m building height for the building fronting Douglas Street and 53.5 m for the building in the centre of the block are consistent with this policy direction, and will aid in distinguishing the CBD as the primary employment centre in the City and region.

Floor Plate Size

The DCAP provides guidelines for new buildings with respect to floor plate sizes. The intent of the guidelines is to avoid bulky buildings and contribute to a more graceful skyline.

Height	Floor Plate Limitation	Phase 1	Phase 2
Portion of building less than 20 m	No restriction	n/a	n/a
Portion of building between 20 m and 30 m	1,500 m ² (16,146 ft ²)	1,794 m ² (19,310 ft ²), exceeded on level 6 only	consistent
Portion of building greater than 30 m	1,000 m ² (10,764 ft ²)	n/a	1,227 m ² (13,207 ft ²), exceeded on levels 9-13

The applicant has informed staff that a larger floor plate is required to respond to market demand and for office layout efficiency. Generally, staff are supportive of the larger than anticipated floor plates; however, there are impacts on the public realm. Larger floor plates often accentuate the bulk of buildings. As a result it is important that the visual impact of larger floor plates is broken down through careful design consideration and material selection. Staff have provided further analysis on how this may be achieved later in this section.

Building Massing and Response to Context

The DCAP provides general guidelines relating to massing and built form, including guidelines for street wall heights based on the width of the street. The intent of these guidelines is to:

- reduce building bulk of upper storeys
- minimize the effects of shading and wind
- maintain views to the open sky
- avoid the visual presence of bulky upper building mass.

Douglas Street – Phase 1

For Douglas Street, the proposed six-storey, 20 m street wall is taller than anticipated in the guidelines. However, the extent to which the building face intrudes into the setback requirement is minimal. The applicant has pulled much of the building mass away from Douglas Street in order to respect the prominence of the City Hall Clock Tower. Staff recommend that the Committee support the proposed design response, in terms of building massing, on Douglas Street.

Cormorant Street – Phase 1

Cormorant Street is much narrower than Douglas Street and the design guidelines recommend a maximum street wall height of 15 m. The applicant proposes a street wall height of 24.4 m which is significantly taller (9.4 m) than recommended by the guidelines. The applicant's rationale is that the desired floor plate sizes must be maintained for economic viability of the project and that there are significant massing changes on the Douglas Street frontage in order to respond to other policy objectives within the DCAP. Staff note that the presence of the enclosed rotunda area within the centre of the building pushes the building bulk and massing out towards the street frontage, which results in additional massing and a taller street wall which are inconsistent with the design guidelines relative to Cormorant Street.

A taller than desired street wall may be achievable on Cormorant Street; however, design refinements may be warranted. Refinements may include the provision of a visual break in the massing. This could be achieved through a change in materials, fenestration, and a bay or a series of bays to break up the design of the wall-face. If the Committee is supportive of the taller street wall in this location, staff recommend that this aspect of the proposal be referred to Advisory Design Panel.

Pandora Avenue – Phase 1

Similar to Douglas Street, the width of Pandora Avenue allows for a taller street wall. The proposed street wall height is 24.4 m which is 4.4 m taller than recommended in the guidelines. A taller than desired street wall is achievable on Pandora Avenue; however, refinements to the primary street wall are suggested. Similar to the comments relating to Cormorant Street above, refinements may include the provision of a visual break in the massing. It is recommended that this also be reviewed by the Advisory Design Panel if the Committee is supportive of a taller street wall in this location.

Pandora Avenue – Phase 2

The proposed street wall height on Pandora Avenue is the same as the phase one building (at 24 m in height). This is taller than the recommended street wall height of 20 m. The guidelines further recommend that the street wall be located at or within 3 m from the property line for 60% of the building frontage. However, the street wall, as it relates to the property line, occupies only 39% of this frontage. The intent of these guidelines is to frame the street and provide a sense of enclosure to pedestrians. However, the applicant has made a positive gesture toward the public realm by providing a well-designed, easily identifiable primary building entrance to the office tower facing the street. As a result, staff recommend that the Committee support this design solution.

With respect to the upper storey massing (above the sixth floor), the applicant proposes an alternative approach to breaking up the building mass. The guidelines recommend stepping back the building from the property line as the building increases in height. The guidelines further recommend accentuating the building mass into three parts: base, body and top.

The applicant has proposed an alternative approach by off-setting the mass mid-way up the building. In addition to this structural change, a change in materials further accentuates this break. This represents a more contemporary approach that will result in a tall building that stands out from the surrounding context. Further design development may help the proposal to achieve a more contextual response to the surrounding buildings. Recommended design refinements as discussed below may also assist in advancing this design objective.

Roof Line

The applicable design guidelines state that the design of upper floors and building tops should express the roof line of buildings. In relation to the historic context, the proposed roof lines of each of the proposed buildings is not well defined yet many historic buildings in this district are often characterized by their cornice lines.

Further design development of the proposal may help to meet the objectives of this Development Permit Area. Staff recommend that Council seek input of this aspect of the proposed design from Advisory Design Panel, specifically, if any additional architectural elements or treatments could be incorporated into each of the building designs to distinguish the top of each building.

Exterior Materials

There are a range of materials and colours used on other buildings in the immediate vicinity. The proposed exterior cladding of the Phase 1 building and the first six storeys of the Phase 2 tower is terra cotta in a matte white colour. The proposed cladding is consistent with the guidelines as it is of a high quality and compliments the many examples of masonry in the surrounding context. However, staff have expressed concern with respect to the tone of the cladding. Staff recommend that this aspect of the application be referred to Advisory Design Panel for further input on the chosen colour to ensure the tone reads as adequately "warm" to compliment and respond to the neighbouring context.

The proposed exterior cladding of the upper storeys of the Phase 2 building consists of a glass curtain wall and spandrel system. Staff are supportive of the clear high performance glazing; however the proposed spandrel system is finished with a metallic backing that is reflective. Staff have expressed concern with respect to the performance of this material and its potential for impact on adjacent buildings. Staff recommend that this aspect of the proposal also be reviewed by ADP.

Through Block Walkway

In order to achieve the maximum density provided in the CA-40 Zone, the provision of a through block walkway is required. The walkway must:

- connect the street levels of Pandora Avenue and Cormorant Street
- be at least 3.0 m wide throughout
- have an average width of at least 3.7 m.

The current proposal satisfies the requirements of the CA-40 Zone.

Map 16 in the DCAP provides clear direction for the provision of a through block walkway on this block adjacent to the existing Rotherham Plaza. The current application achieves this policy objective.

Appendix 3 of the DCAP also provides general design criteria for through block walkways. The guidelines recommend that walkways be open to the sky, provide direct access to grade-level commercial uses and provide access to multiple commercial entryways. The current application generally satisfies these guidelines. The only guideline that has not been respected is that for portions of buildings that are above 20 m in height, a 2.5 m upper storey step-back in building massing be provided. The current application does not include a building step-back; however, staff recommend that Council support the proposed design of the mid-block walkway as the effect of this deviation from the guidelines will not have a significant negative impact on the

walkway and the adherence to the floor plate size is required to meet the office space planning needs.

The applicant has agreed to provide a statutory right-of-way to secure public access over the walkway.

3.3 Other Development Conditions

The following section outlines other necessary development conditions associated with this proposal and the relevant legal agreements required.

Timing of Delivery of Amenities

The applicant proposes to phase the construction of this project into two separate phases. As required by the existing CA-40 Zone, the first phase will include:

- 140 underground parking space
- lockers for cyclists and bicycles.

The second phase of the project would deliver the through block walkway. Staff recommend that Council support this approach.

Temporary Hoarding

In order to facilitate the second phase of this development, temporary hoarding will be required for the east portion of the site. To secure the construction and maintenance of the temporary hoarding, staff recommend that Council require registration of a legal agreement on title, prior to a Public Hearing, that describes the design and maintenance responsibilities of the owner with respect to the hoarding.

Conversion of Cormorant Street to Two-Way Traffic

Cormorant Street currently functions as an eastbound one-way street. This configuration prohibits vehicle access from Blanshard Street. In order to accommodate vehicular access for inbound vehicles from Blanshard Street, the applicant proposes to pay for conversion of Cormorant Street to a two-way street. To accommodate two-way traffic, some angle parking must be replaced with parallel parking. The street currently includes 55 parking stalls. The conversion to two-way traffic will result in the loss of 26 on-street parking stalls leaving 29 on-street parking stalls. A schematic street design is attached to this report. The proposed traffic and parking changes have been reviewed by Engineering and Public Works and are considered acceptable.

With regard to public consultation on the proposed change in the supply of on-street parking, the applicant provided a schematic design at the Community Association Land Use Committee meeting. The applicant has informed staff that there was no negative feedback on the proposed change.

A letter from the Downtown Residents' Association (DRA) is attached to this report. The DRA is generally supportive of the proposal, stating that the project appears to be of a very high quality and will bring vitality to the City Hall Precinct.

Statutory Rights-of-Way

As mentioned, the applicant proposes an entry plaza to the development from Douglas Street.

The applicant has further offered a statutory right-of-way in favour of the City to permit public access over the outdoor area.

Similar to the function of the Atrium at 800 Yates Street, the applicant has also offered a statutory right-of-way in favour of the City to permit public access over the interior rotunda space during regular business hours. This indoor space is approximately 240 m² in size.

Consistent with the requirements of the existing CA-40 Zone, the applicant will register a statutory right-of-way in favour of the City to permit public access through the outdoor through block walkway which would ensure this walkway is to be open to the public.

Environmental Site Remediation

The applicant has submitted a satisfactory site profile to the Ministry of Environment (MOE). The MOE has informed City staff that the Rezoning and Development Permit applications are to be suspended until the proponent has applied for, and obtained one of the following instruments, as applicable: a determination that the site is not contaminated, a Voluntary Remediation Agreement, Approval in Principle of a remediation plan or a Certificate of Compliance confirming the satisfactory remediation of the site. Consistent with the normal process, the application should not proceed to a Public Hearing until the MOE requirements have been met.

Underpinning

The proposed development includes an underground parking structure. If the excavation requires anchor-pinning into the City right-of-way during the excavation process, this would be legally secured with terms to the satisfaction of the Director of Engineering and Public Works and the City Solicitor. This will allow temporary shoring anchors to be placed in the public right-of-way under all infrastructure and then abandoned once shoring is no longer required. The anchors will be left in the right-of-way as there is no practical way to remove them once the building walls are installed. There should be no impact to the existing City of Victoria or Utility infrastructure.

4.0 Resource Impacts

There are resource impacts anticipated with this proposal. The applicant proposes to construct rain gardens within the City-owned right-of-way. Once the project is complete, the maintenance of these areas will rest with the Parks, Recreation and Culture Department. It is estimated that the annual maintenance of this off-site landscaping will add approximately \$17,000 in annual maintenance costs. The breakdown is as follows:

- rain gardens: \$12,000.00
- shrub beds: \$4,400.00
- irrigation infrastructure: \$600.00 (water meter fees and spring/winter maintenance).

The applicant has offered to maintain the rain gardens for a period of three years after which the rain gardens will become the responsibility of the City to maintain. Staff recommend that Council require that this offer be secured by legal agreement.

5.0 Conclusions

The proposal to construct two mixed-use buildings of this scale and density achieves many of the policies within the OCP and DCAP. The proposal includes high-quality building materials and landscape finishes. The inclusion of a public plaza on Douglas Street provides an

interesting design response to City Hall, a notable heritage landmark in the Downtown. The application proposes to demolish the former Royal Bank building at the corner of Douglas Street and Pandora Avenue. Staff concur with the proposed mitigation strategy and recommend that Council seek further feedback whether or not the proposed mitigation strategy is appropriate and if there are any other strategies that may be employed which may further mitigate the proposed demolition of this building.

The proposed employment-oriented land use and density are appropriate for the Central Business District. The application would benefit from design revisions provided in the staff recommendation in order to increase consistency with the applicable design guidelines. Staff also recommend that Council seek feedback from the Advisory Design Panel on various aspects of the proposal as outlined in the staff recommendation.

In conclusion, staff recommend that Committee support this application.

6.0 Recommendations

6.1 Staff Recommendations

1. That Council 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; the provincial and federal governments and their agencies because of the nature of the proposed amendments and that staff be instructed to prepare the necessary *Official Community Plan Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application #00427 for 1515 Douglas Street and 750 Pandora Avenue;
 - c. That Council consider giving first and second reading to the *Official Community Plan Amendment Bylaw* after the bylaw has been drafted;
 - d. That Council schedule a Public Hearing after the *Official Community Plan Amendment Bylaw* has received first and second reading.
2. That staff be instructed to prepare the necessary *Zoning Regulation Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application #00427 for 1515 Douglas Street and 750 Pandora Avenue;
 - a. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendment after the bylaws have been drafted;
 - b. That Council schedule a Public Hearing after the *Zoning Regulation Bylaw* amendment has received first and second reading, subject to the completion of the following:
 - i. That the Heritage Building Report and proposed mitigation measures be referred to the Heritage Advisory Panel for comment
 - ii. That the application be referred to the Advisory Design Panel for feedback on the following issues:
 - o whether the design of the proposed Phase 1 building and public plaza sufficiently responds to the bend in Douglas Street
 - o whether the proposed building massing and design of the plaza facing Douglas Street adequately respond to City Hall as a Heritage Landmark Building and the Landmark Building policy in the *Downtown Core Area Plan*

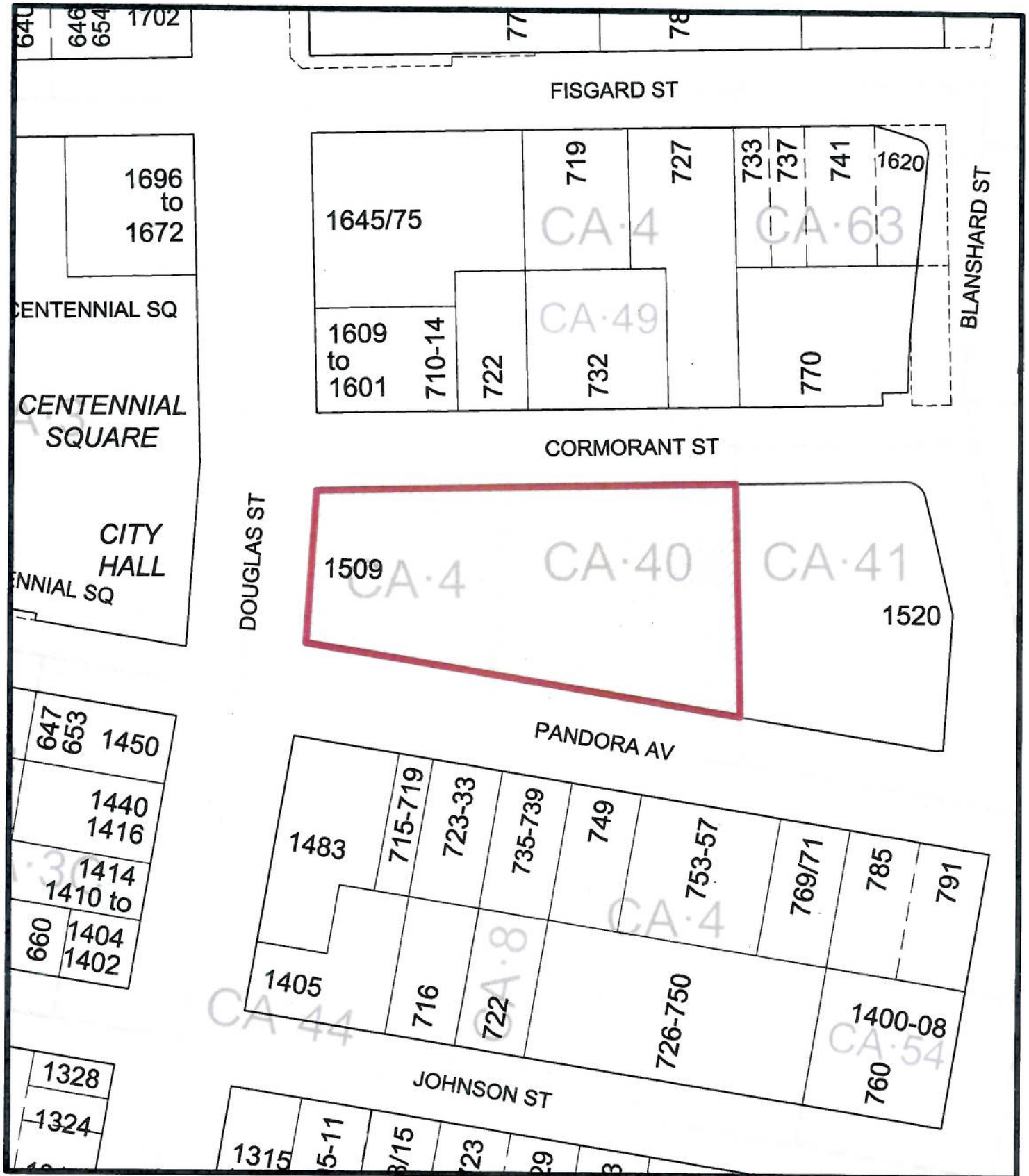
- whether any additional architectural elements or treatments could be incorporated into each of the buildings to distinguish the top of the buildings
 - whether any design revisions are necessary to mitigate the impact of the street walls on the Cormorant Street and Pandora Avenue elevations which exceed the height guidelines
 - whether the reflectivity of the proposed glass spandrel system on the Phase 2 building is suitable
 - whether the tone of the proposed exterior terra cotta cladding is appropriate for the neighbouring context.
- iii. the registration of a legal agreement to secure a statutory right-of-way for public access on the proposed Douglas Street Plaza and mid-block walkway to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development
 - iv. the registration of a legal agreement to secure a statutory right-of-way for public access during regular business hours over the proposed internal rotunda area to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development
 - v. the registration of a legal agreement to secure the construction of temporary hoarding and a maintenance agreement to the satisfaction of the City Solicitor, Director of Sustainable Planning and Community Development and the Director of Engineering and Public Works
 - vi. the registration of a legal agreement to secure the salvage and storage of building materials identified in the Heritage Building's Report to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development
 - vii. the registration of a legal agreement to secure the maintenance of the proposed rain gardens for a period of three years Report to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development
 - viii. Compliance with the Ministry of Environment's *Environmental Management Act* as it pertains to potentially contaminated sites.
3. That Council remove the former Royal Bank Building located at the southwest corner of 1515 Douglas Street and 750 Pandora Avenue from the City's Heritage Register.
 4. Following the Hearing, and subject to adoption of the *Zoning Regulation Bylaw* amendments for 1515 Douglas Street and 750 Pandora Avenue, that Council authorize the issuance of the Development Permit generally in accordance with:
 - a. plans for Development Permit Application #000340, stamped July 4, 2014, development meeting all *Zoning Regulation Bylaw* requirements;
 - b. final plans to be generally in accordance with plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.
 5. That Council authorize City of Victoria staff to execute an Encroachment Agreement for a fee of \$750 plus \$25 per m² of exposed shored face during construction, in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works. This is to accommodate shoring for construction of the underground parking structure at the property line.

6.2 Alternate Recommendation

That council decline Rezoning Application and Official Community Plan Amendment #00427 and Development Permit Application #000340, for 1515 Douglas Street and 750 Pandora Avenue.

7.0 List of Attachments

- Zoning Map
- Aerial Map
- Letter from Applicant dated December 9, 2013
- Letter from Architect dated April 24, 2013
- Sustainability Narrative, dated November 21, 2013
- Arborist Report, dated December 6, 2013
- Traffic Impact Assessment, dated October 7, 2013
- Heritage Building Report
- Letter from Downtown Residents Association dated November 26, 2103
- E-mail from Mr. Rod Fimrite, dated October 28, 2013
- Letter from Mr. Ken Kelly, dated November 25, 2013.



1515 Douglas Street & 750 Pandora Avenue

Rezoning #00427

Bylaw #



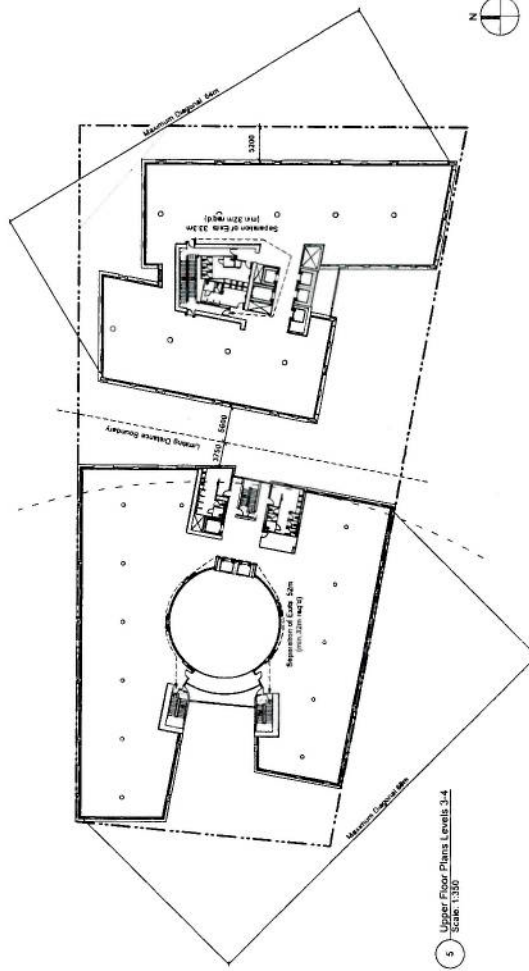
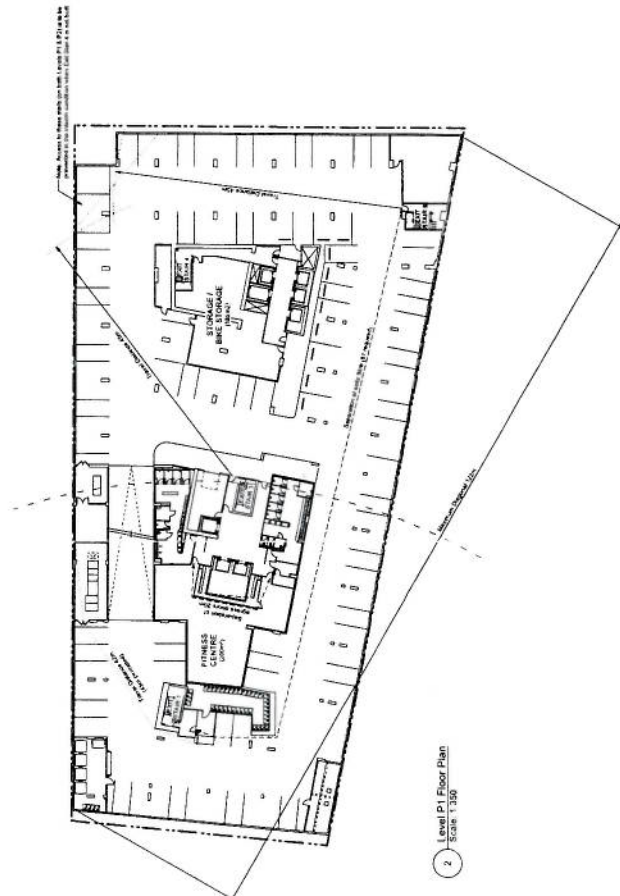
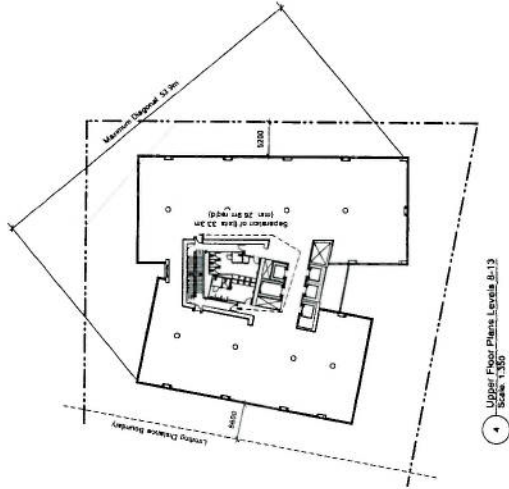
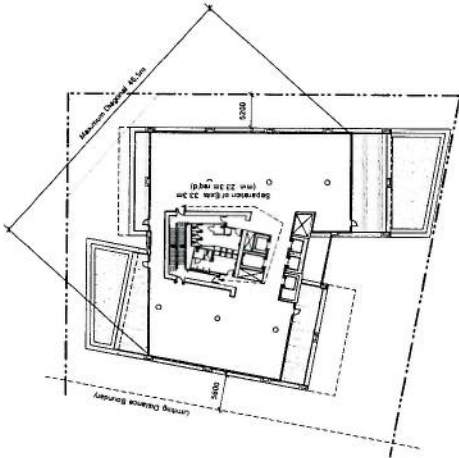
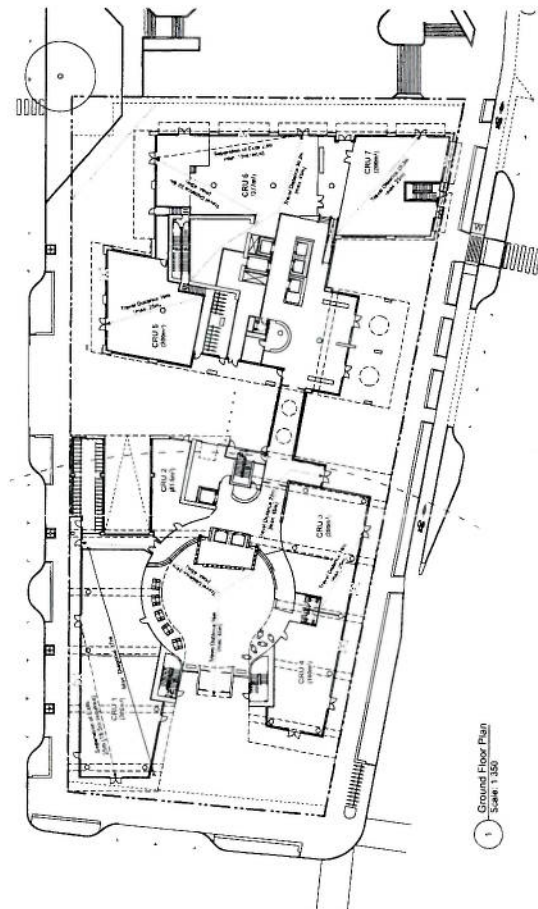


1515 Douglas Street & 750 Pandora Avenue

Rezoning #00427

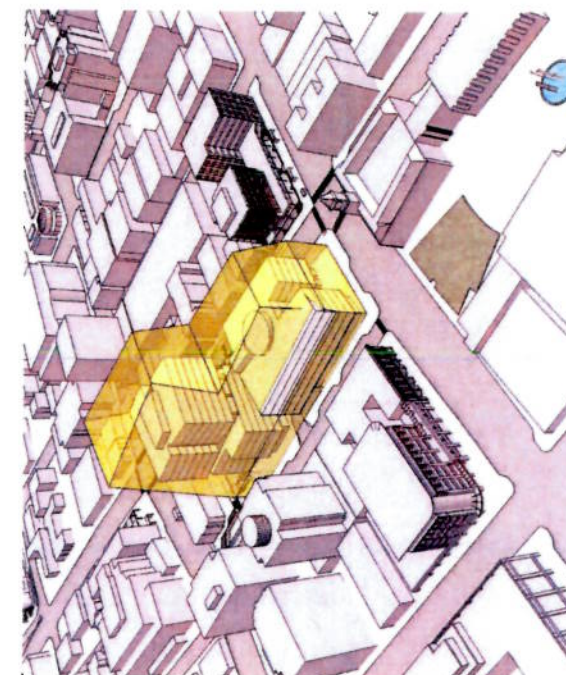
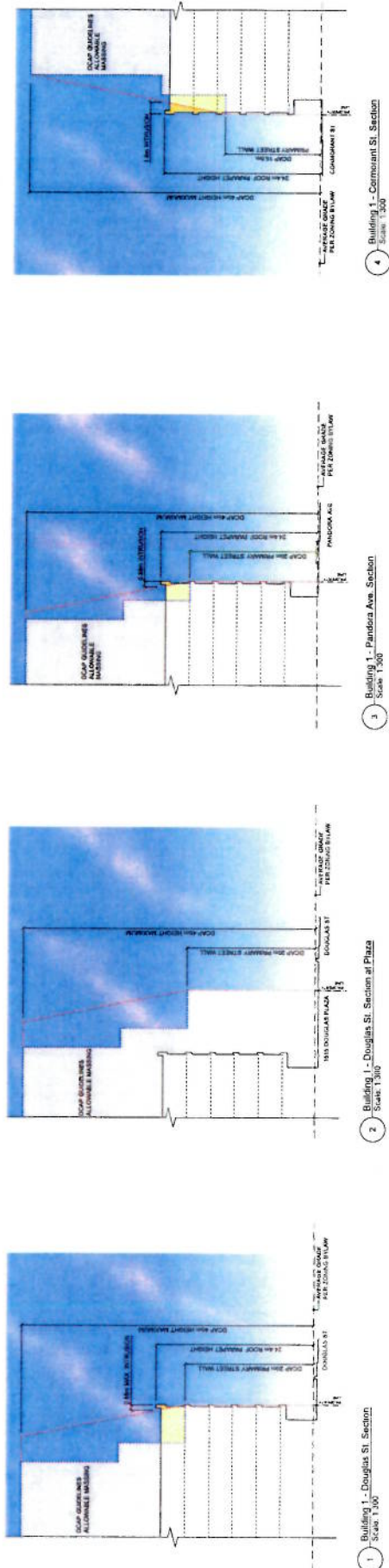
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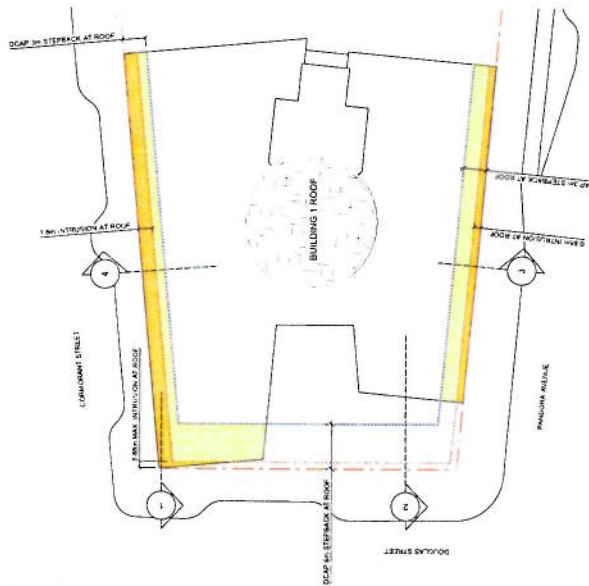


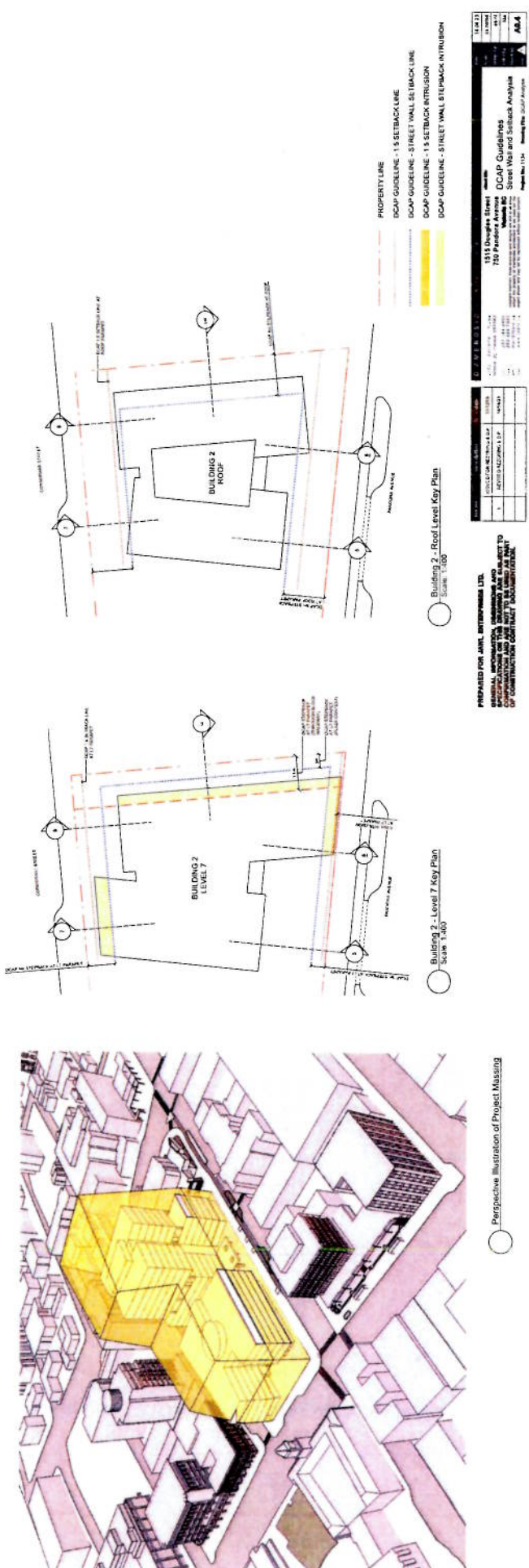
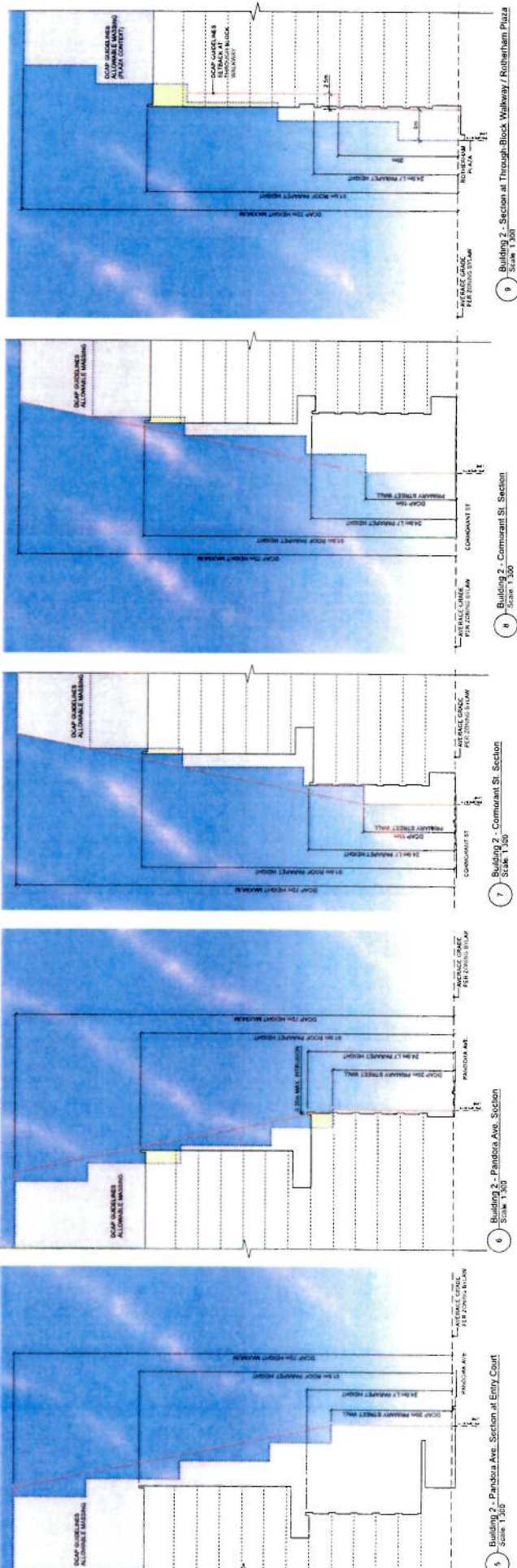
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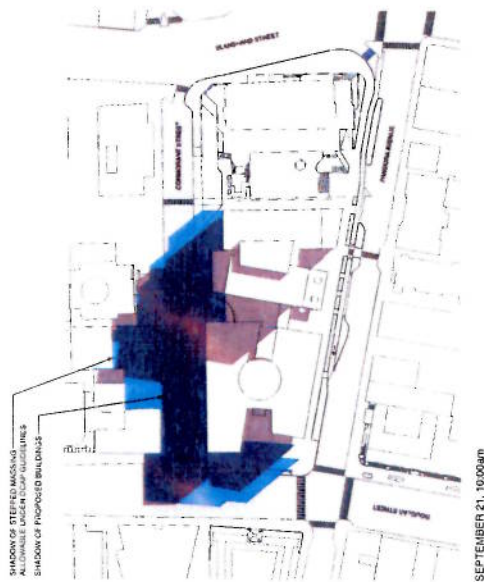
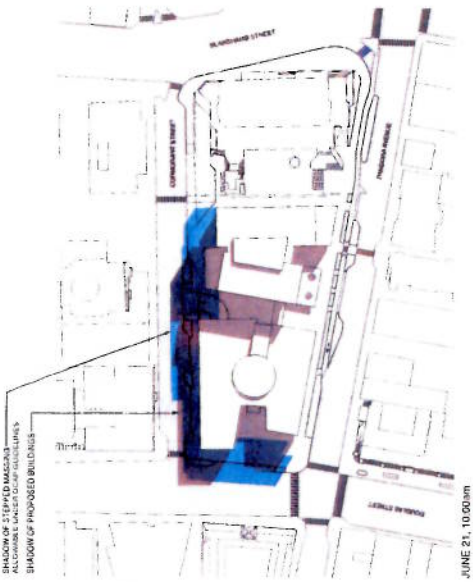
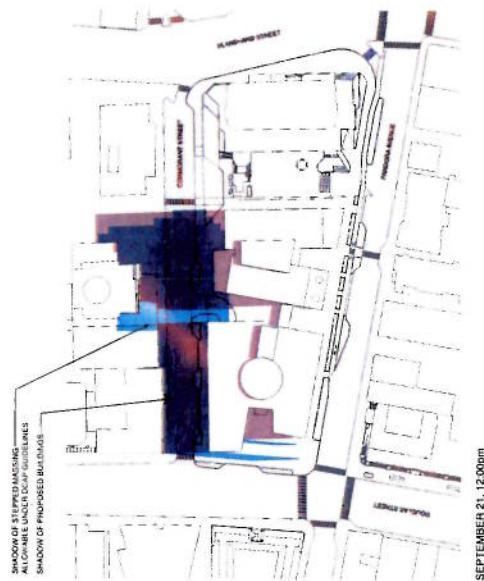
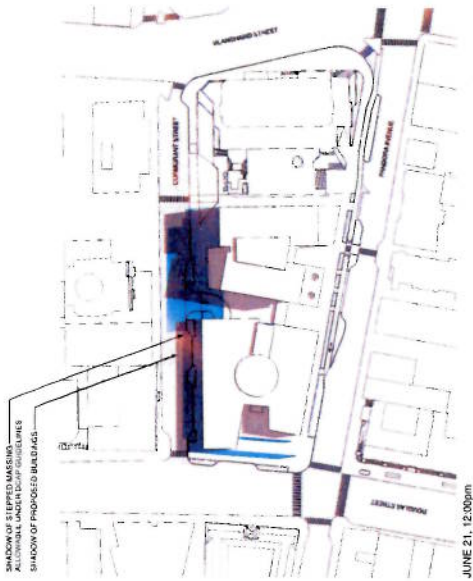
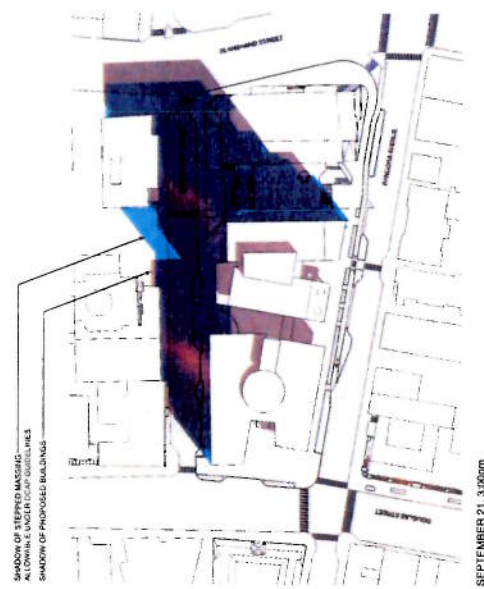
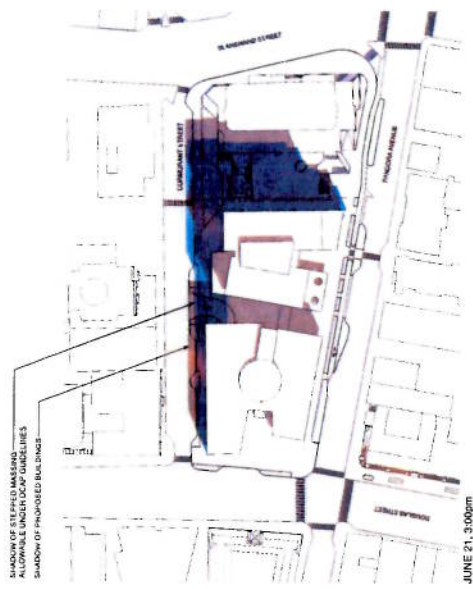
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99	ISSUED FOR PERMIT	14.06.2014	JAW	JAW	JAW
100	ISSUED FOR PERMIT	14.06.2014	JAW	JAW	JAW



Perspective Illustration of Project Mapping







NOTE: FOR CLARITY, SHADOWS CAST BY EXISTING BUILDINGS ARE NOT DEPICTED

BLUE-TONED AREAS DEPICT SHADOW OF MASSING STEPPED PER DCP GUIDELINES

GREY-TONED AREAS DEPICT SHADOW OF PROPOSED MASSING

PREPARED FOR JARL ENTERPRISES LTD.
GENERAL INFORMATION, DIMENSIONS AND COORDINATES ARE TO BE USED AS PART OF CONSTRUCTION CONTRACT DOCUMENTATION.

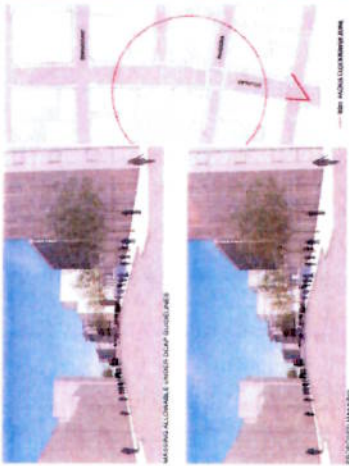
5555 Steeles Street
7th Floor
Markham, ON L3R 9V7
Tel: (905) 477-1111
Fax: (905) 477-1112
Email: info@jarl.com

Shadow Study Diagrams
Markham, ON
Project No: 1118
Drawing No: 1118-01

NO.	REVISION	DATE	BY	CHKD
1	ISSUED FOR PERMIT	2014-07-14	JARL	JARL

DOUGLAS STREET VIEW ANALYSIS

DOUGLAS AT JOHNSON - LOOKING NORTH



DOUGLAS STREET VIEW ANALYSIS

DOUGLAS AT JOHNSON - LOOKING NORTH



PANDORA AVENUE VIEW ANALYSIS

PANDORA AT QUADRA - LOOKING WEST



PANDORA AT BLANSHARD - LOOKING WEST



PANDORA AT MID BLOCK CROSSING - LOOKING WEST



PANDORA APPROACHING DOUGLAS - LOOKING WEST FROM EDGE OF 90M CLOCK TOWER RADIUS



PREPARED FOR JAWL ENTERPRISES LTD.
GENERAL INFORMATION, DIMENSIONS AND
CORRELATION AND ARE NOT TO BE USED AS PART
OF CONSTRUCTION CONTRACT DOCUMENTATION.

1515 Douglas Street
710 Pandora Avenue
Vancouver, BC
V6C 1A1
Phone: 604.681.1111
Fax: 604.681.1112
Email: info@jawl.com
Website: www.jawl.com

View Analysis Diagrams
Project No. 1114
Drawing No. 1114

DATE: 11/11/13
BY: JAWL
CHECKED: JAWL
APPROVED: JAWL

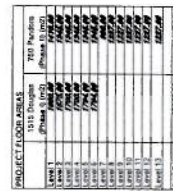


1. EXISTING SITE PLAN IS BASED ON SURVEY INFORMATION PROVIDED BY J.E. ANDERSON & ASSOCIATES, INC. OF LEGAL PROPERTY LINE AND EASEMENT BOUNDARIES, GRADE ELEVATIONS ALONG PROPERTY LINES, AND LOCATIONS OF BRIGHT-OF-WAY CURBS AND FEATURES.
2. REFER TO CIVIL CONCEPT SITE SERVING PLAN FOR INFORMATION ON UNDERGROUND UTILITIES.

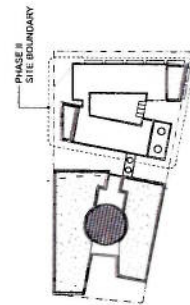
PREPARED FOR JAWL ENTERPRISES LTD.
GENERAL INFORMATION, DIMENSIONS AND
SPECIFICATIONS ON THIS DRAWING ARE SUBJECT TO
CONFIRMATION AND ARE NOT TO BE USED
OF CONSTRUCTION CONTRACT DOCUMENT

Tree no.	Disturbance	Date
1	Wetland for agriculture & BP	1992/23
	Wetland for agriculture & BP	1992/23

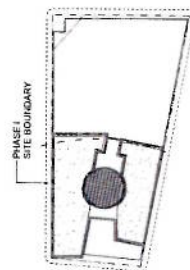
1813 Douglas Street
750 Pandora Avenue
Existing Site Plan

[illegible]

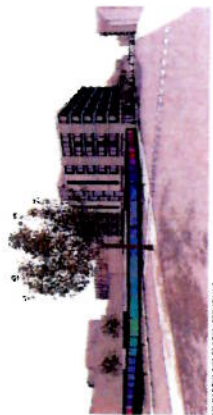
PREPARED FOR JAWA, ENTERPRISES LTD
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OF CONSTRUCTION CONTRACT DOCUMENTATION

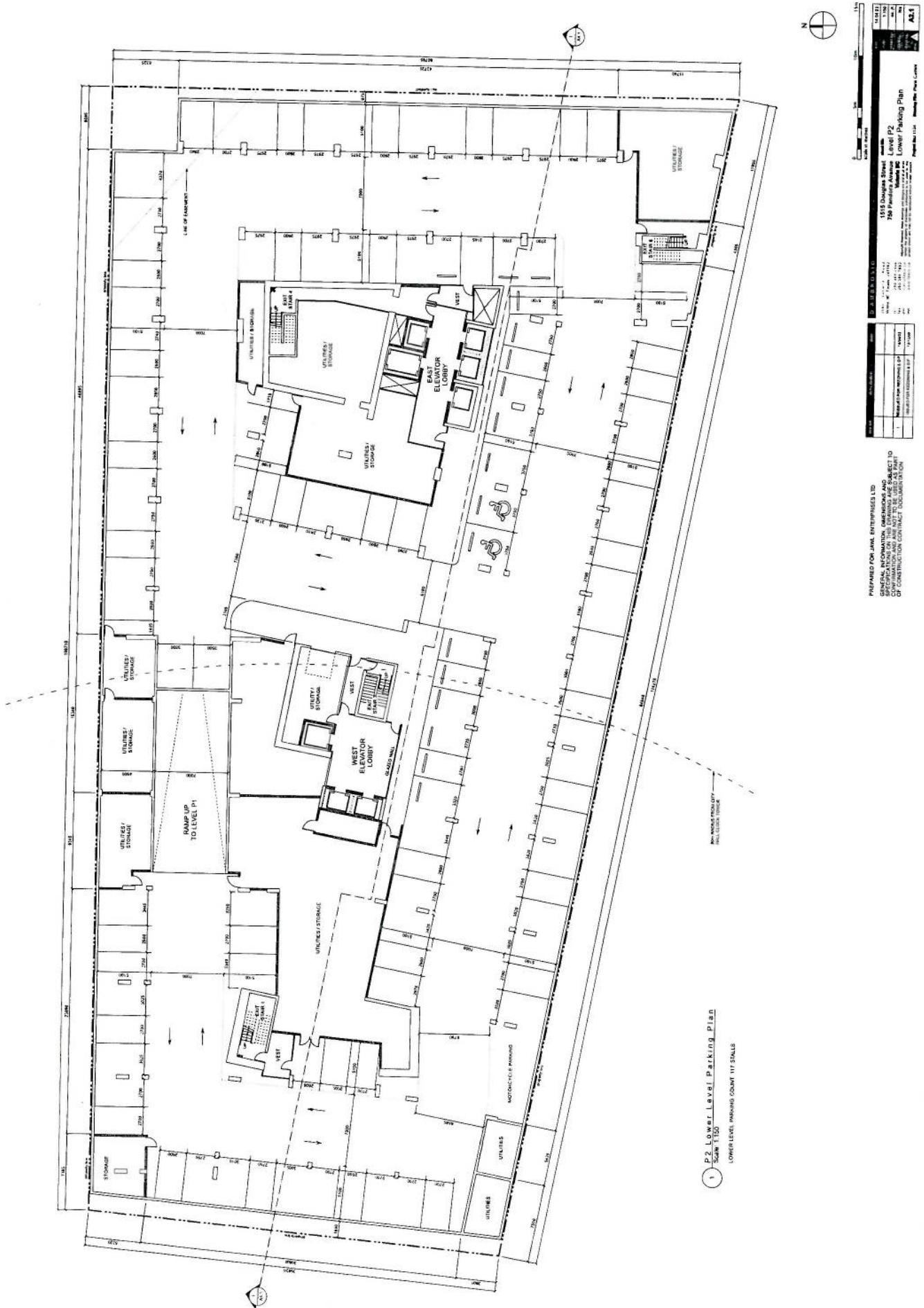


CONSTRUCTION PHASE III
- ABOVE GROUND CONSTRUCTION OF 750 PANDORA BUILDING
- COMPLETION OF ROW IMPROVEMENTS



CONSTRUCTION PHASE I
- UNDERGROUND PARKING LEVELS P1 & P2 ACROSS ENTIRE SITE
- ABOVE GROUND CONSTRUCTION OF 1511 DOUGLAS BUILDING

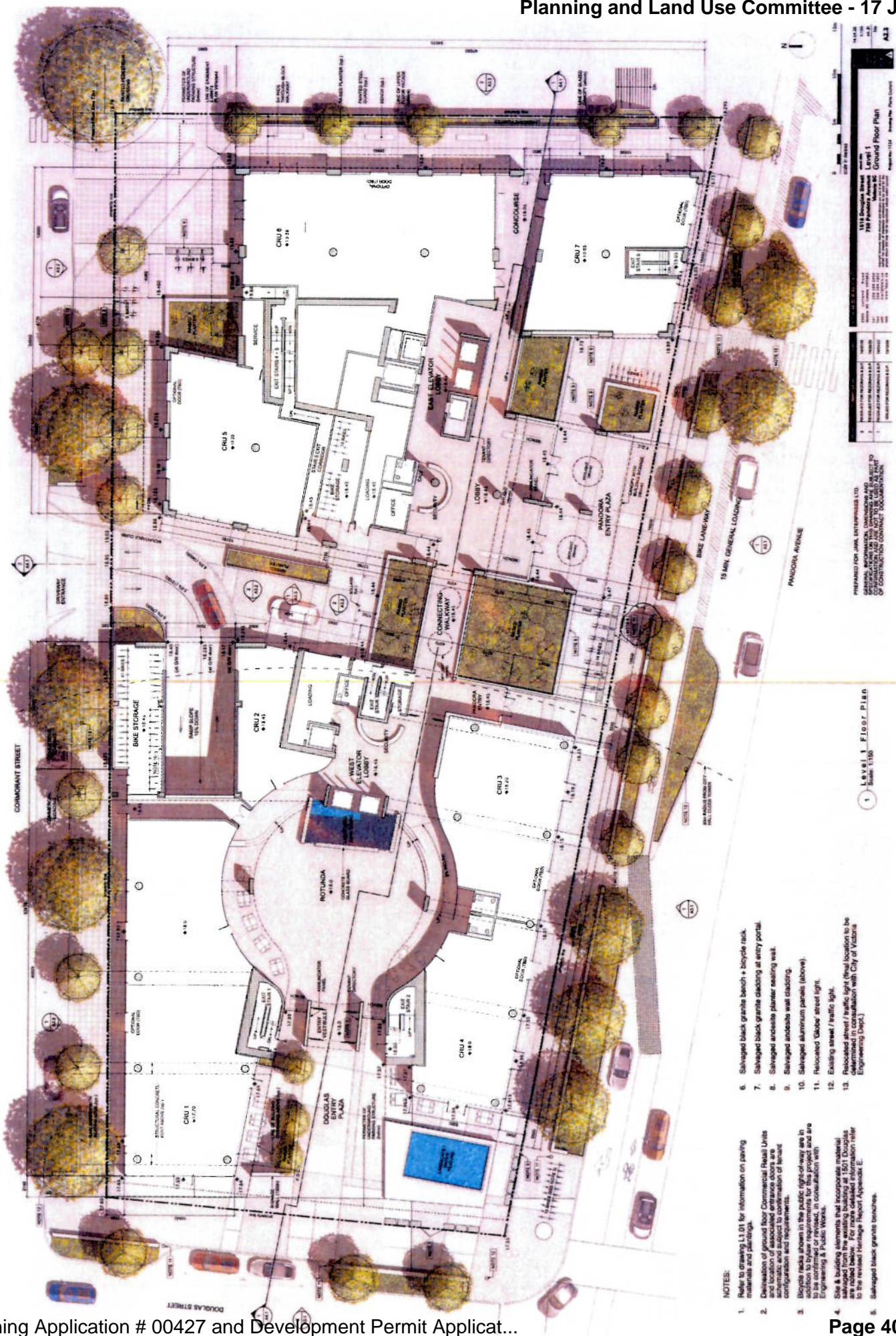




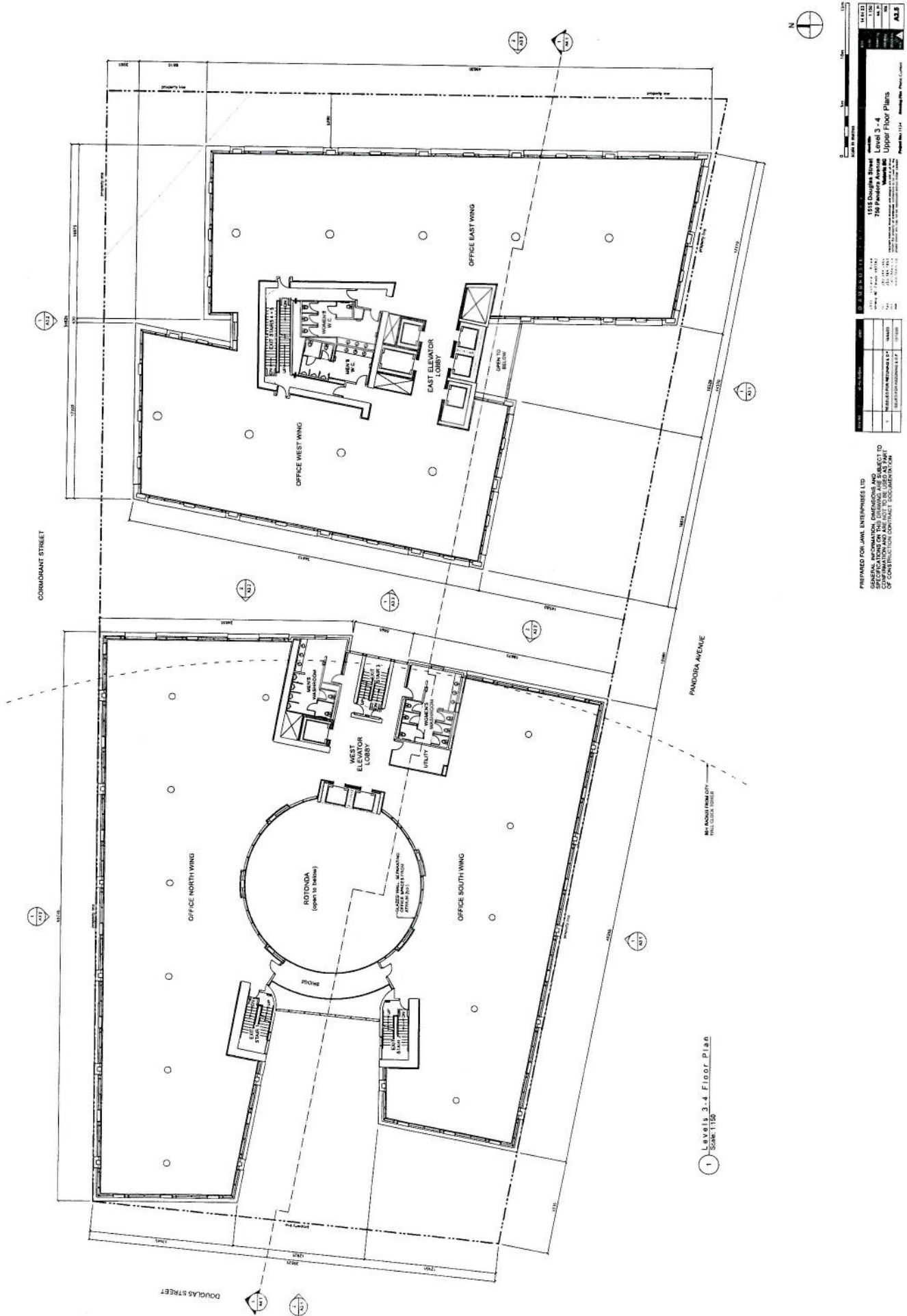


PREPARED FOR JAWL ENTERPRISES LTD

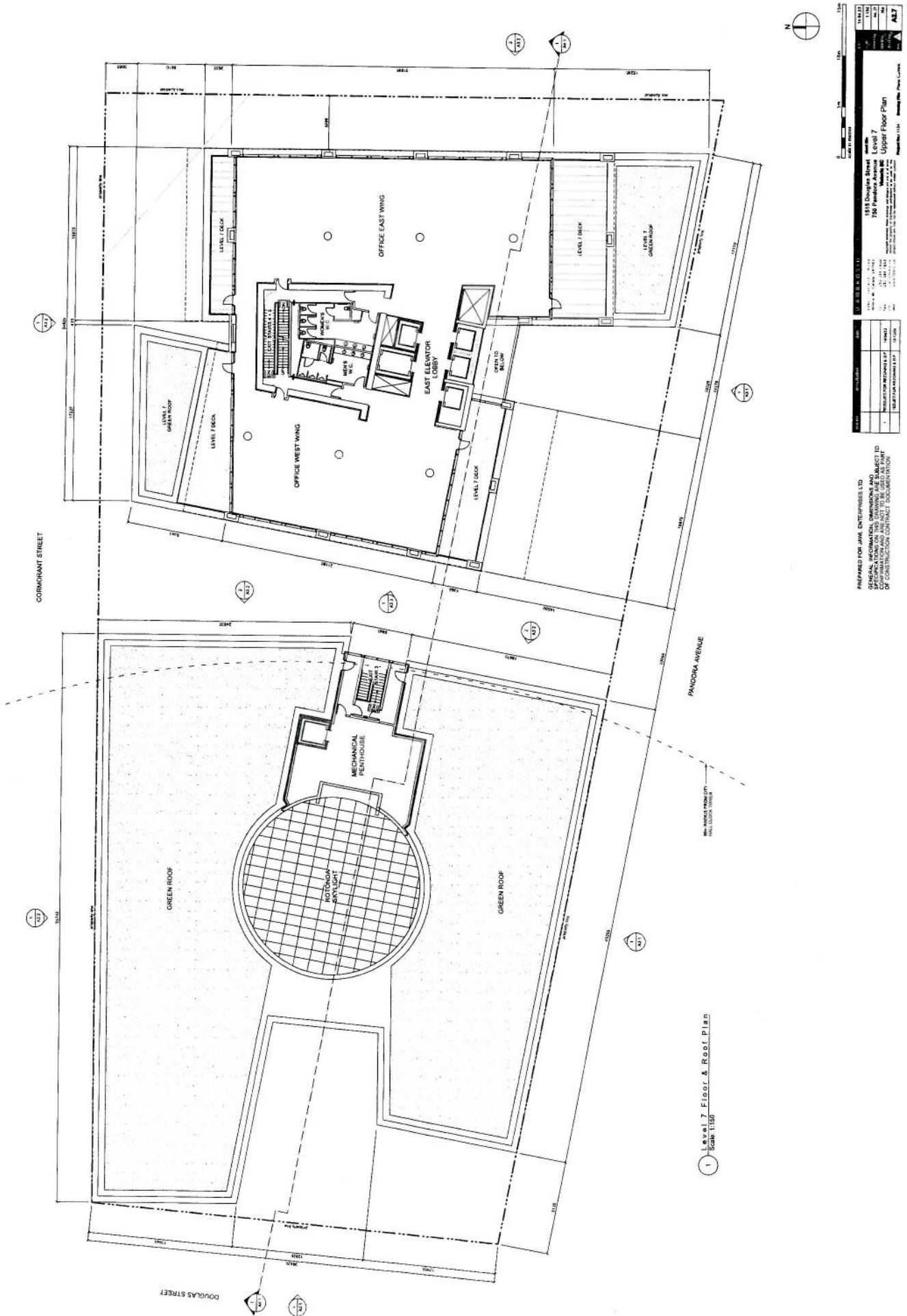
1 P1 Upper Level Parking Plan
Scale: 1:150
UPPER LEVEL PARKING COUNT 103 STALLS















1 South Elevation (Pandora)
Scale 1:200



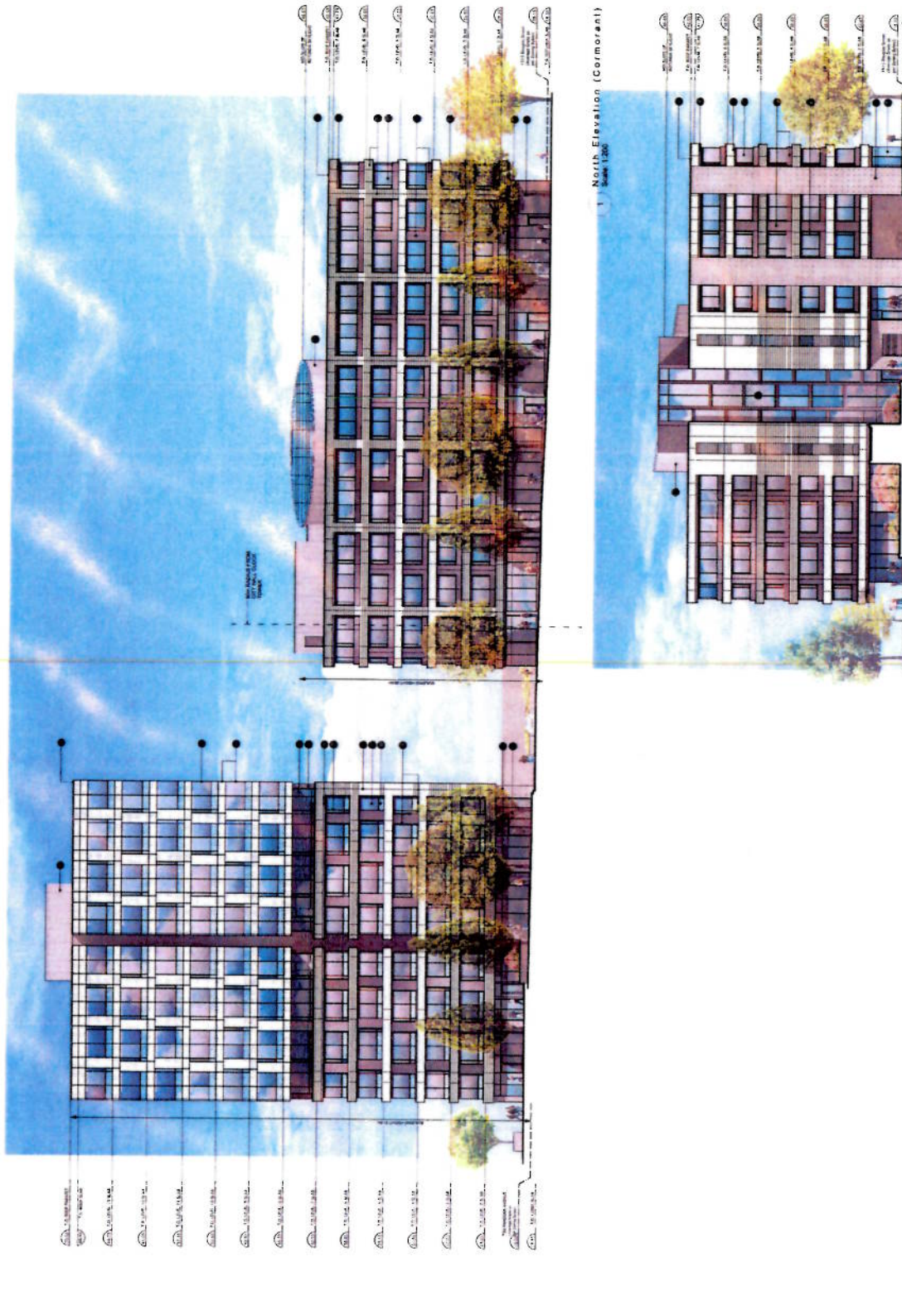
2 West Elevation (Phase 1 - 1915 Douglas)
Scale 1:200

MATERIALS KEY:

- 1 GLAZED TERRAZZOTA GLAZING PANEL (L GHT)
- 2 EXPOSED CAST-IN-PLACE CONCRETE
- 3 STONE CLADDING
- 4 PRE-PATINATED ZINC CLADDING
- 5 SSG CURTAIN WALL SYSTEM CLEAR HIGH PERFORMANCE GLAZING
- 6 GLASS SPANDREL PANEL WITH METAL BACK PANEL
- 7 FRAMED OPERATOR PREFINISHED ALUMINUM (COPPER COLOUR)
- 8 PREFINISHED METAL FLASHING
- 9 PREFINISHED METAL CLADDING

PREPARED FOR JAW ENTERPRISES LTD
BY ARCHITECTS JAW ENTERPRISES LTD
1515 Douglas Street
750 Pandara Avenue
Vancouver, BC V6E 2K6
CP 1515 Douglas Street
750 Pandara Avenue
Vancouver, BC V6E 2K6

NO.	DESCRIPTION	DATE	BY	CHKD	APP'D
1	1515 Douglas Street	15/07/14	JAW	JAW	JAW
2	750 Pandara Avenue	15/07/14	JAW	JAW	JAW
3	1515 Douglas Street	15/07/14	JAW	JAW	JAW
4	750 Pandara Avenue	15/07/14	JAW	JAW	JAW
5	1515 Douglas Street	15/07/14	JAW	JAW	JAW
6	750 Pandara Avenue	15/07/14	JAW	JAW	JAW
7	1515 Douglas Street	15/07/14	JAW	JAW	JAW
8	750 Pandara Avenue	15/07/14	JAW	JAW	JAW
9	1515 Douglas Street	15/07/14	JAW	JAW	JAW
10	750 Pandara Avenue	15/07/14	JAW	JAW	JAW



MATERIALS KEY:

- 1 GLAZED TERRAZZOTA CLADDING PANEL (LIGHT)
- 2 GLASS SPANDREL PANEL WITH METAL BACK PANEL
- 3 EXPOSED CAST-IN-PLACE CONCRETE
- 4 FINISHED OPENER, PREFINISHED ALUMINUM (COPPER COLOUR)
- 5 STUCCO CLADDING
- 6 PREFINISHED METAL FLASHING
- 7 PRE-PATINATED ZINC CLADDING
- 8 PREFINISHED METAL CLADDING
- 9 SSG CURTAIN WALL SYSTEM, CLEAR HIGH PERFORMANCE GLAZING

PREPARED FOR: AMK ENTERPRISES LTD.
GENERAL INFORMATION: DAWSONS LAND
CORPORATION AND PART OF THE 1915 DAWSON
CORPORATION, 1915 DAWSON, 1915 DAWSON, 1915 DAWSON

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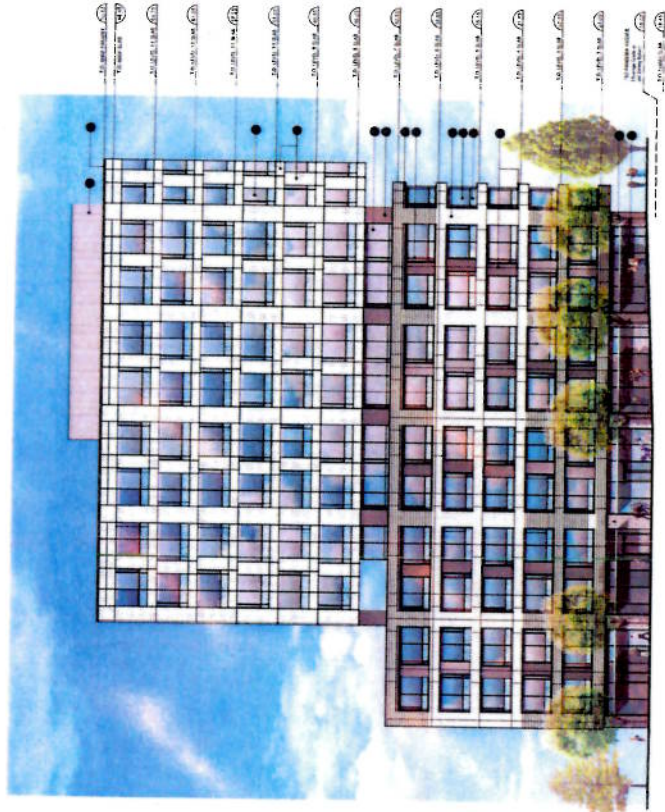
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1915 DAWSON, 1915 DAWSON, 1915 DAWSON
1915 DAWSON, 1915 DAWSON, 1915 DAWSON



1 West Elevation (Phase II - 750 Pandora)
Scale 1:200

MATERIALS KEY:

- GLAZED TERRACOTTA CLADDING PANEL (LIGHT)
- EXPOSED CAST-IN-PLACE CONCRETE
- STONE CLADDING
- PRE-PAINTED ZINC CLADDING
- SSG CLUTWIN WALL SYSTEM CLEAR HIGH-PERFORMANCE GLAZING
- GLASS SPANDREL PANEL WITH METAL BACK PANEL
- FRAMED OPENER PREFINISHED ALUMINUM COPPER COLOUR
- PREFINISHED METAL FLASHING
- PREFINISHED METAL CLADDING



2 East Elevation (Phase II - 750 Pandora)
Scale 1:200

PREPARED FOR: JUNE ENTERPRISES LTD.
GENERAL ARCHITECTURAL CONSULTING
1511 Douglas Street
750 Pandora Avenue
Vancouver, BC V6Z 1K1
Tel: 604.681.1111
Fax: 604.681.1112
Email: info@june.ca
Website: www.june.ca

PROJECT: JUNE ENTERPRISES LTD.
1511 Douglas Street
750 Pandora Avenue
Vancouver, BC V6Z 1K1
Tel: 604.681.1111
Fax: 604.681.1112
Email: info@june.ca
Website: www.june.ca

DATE: 15.07.2014
DRAWN BY: J. [Name]
CHECKED BY: J. [Name]
SCALE: 1:200
SHEET: 1 OF 1



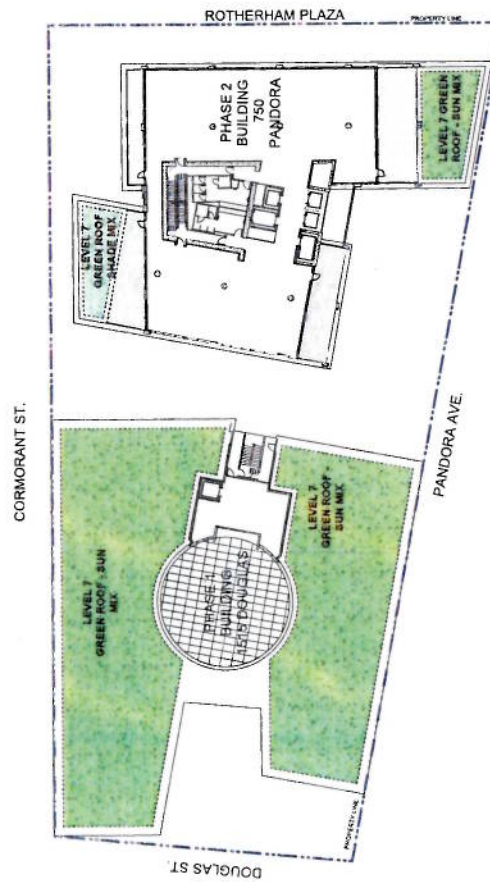






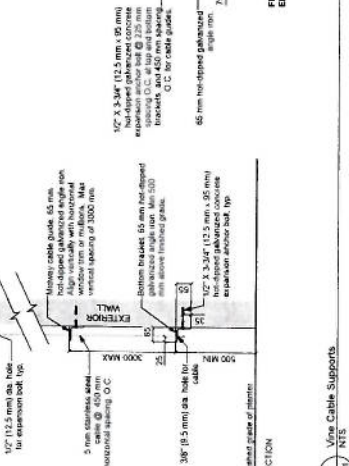
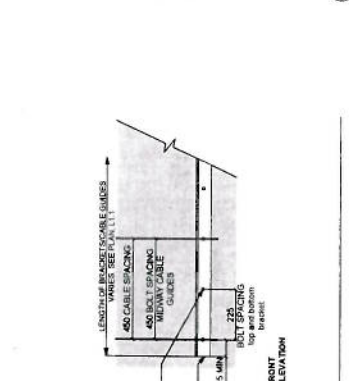
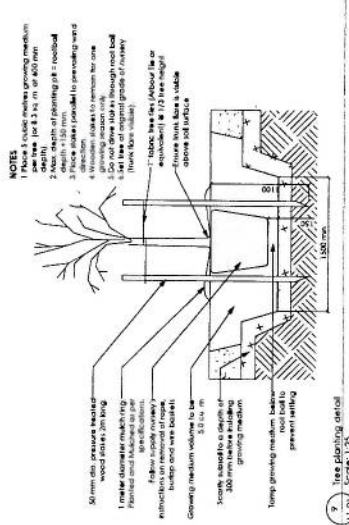
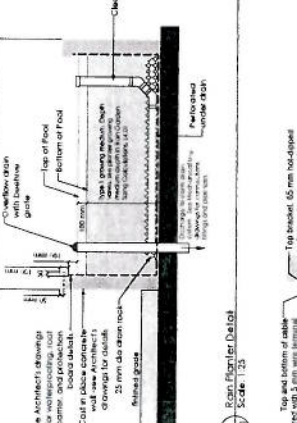
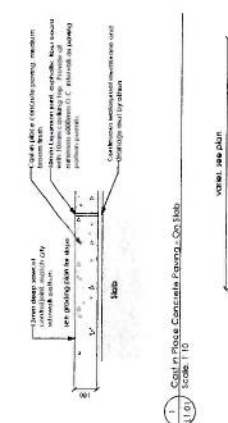
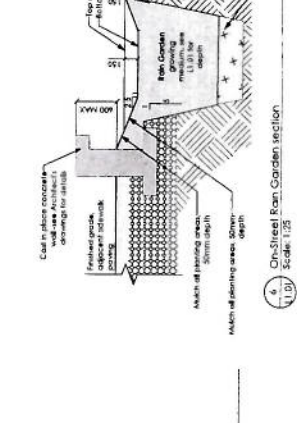
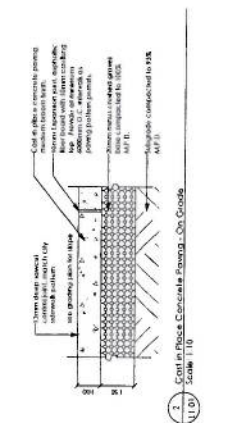
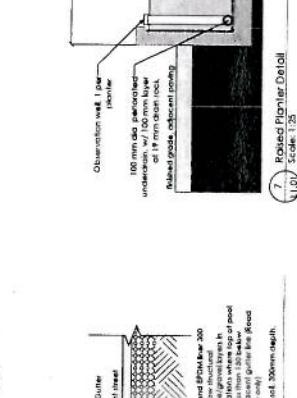
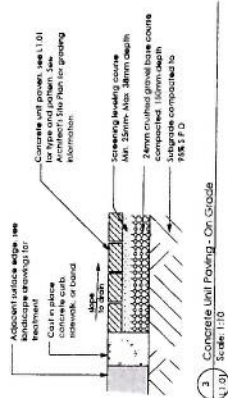
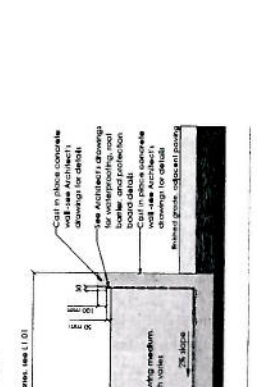
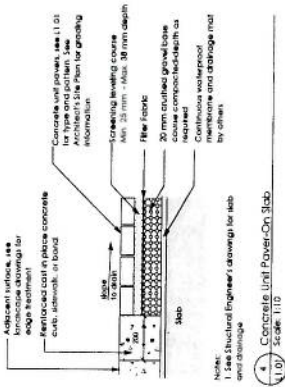


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[illegible]

**Murdoch
de Greeff**
Landbouw Promag & Design
Postbus 100
4800 AA Breda
T 0165 373333
F 0165 373334
E info@murdochdegreeff.nl
W www.murdochdegreeff.nl



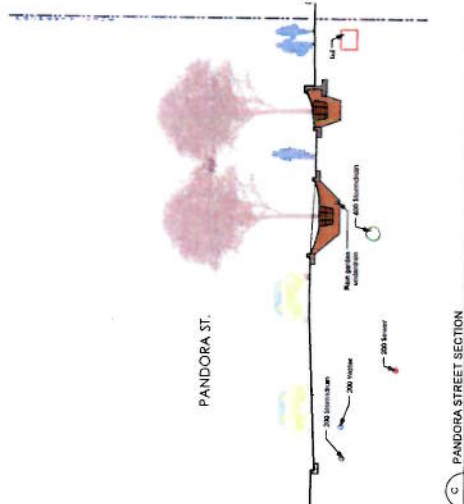
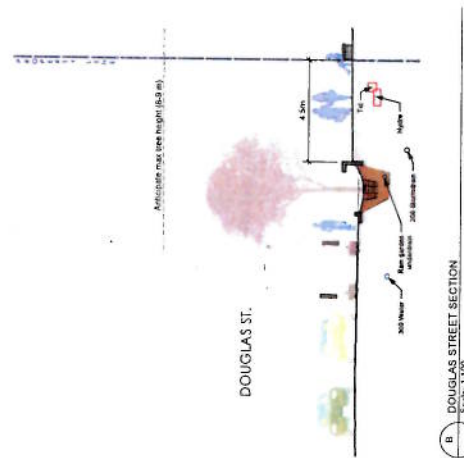
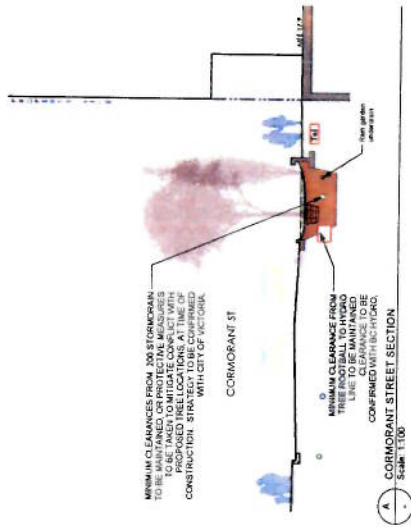
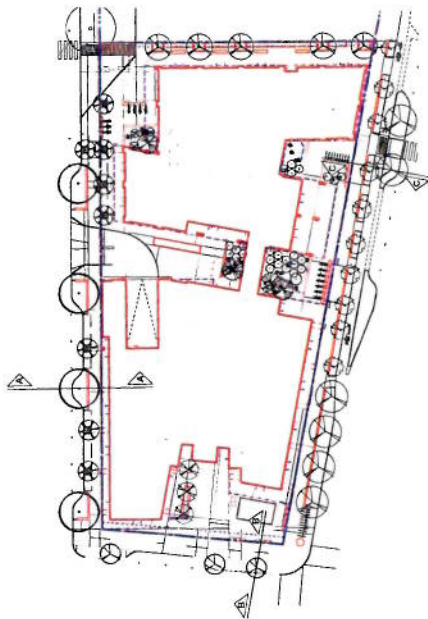


MURDOCH DE GREIFF		1515 Douglas Street 750 Pabbie Avenue Vancouver, BC V6E 2E6 Tel: 604.681.1111 Fax: 604.681.1112 www.murdochdegreiff.com	
Project No.	1515 Douglas Street	Client	City of Vancouver
Project Name	1515 Douglas Street	Project Manager	John Murdoch
Project Address	1515 Douglas Street	Project Engineer	John Murdoch
Project Date	1515 Douglas Street	Project Designer	John Murdoch
Project Status	1515 Douglas Street	Project Architect	John Murdoch

MURDOCH DE GREIFF		1515 Douglas Street 750 Pabbie Avenue Vancouver, BC V6E 2E6 Tel: 604.681.1111 Fax: 604.681.1112 www.murdochdegreiff.com	
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MURDOCH DE GREIFF		1515 Douglas Street 750 Pabbie Avenue Vancouver, BC V6E 2E6 Tel: 604.681.1111 Fax: 604.681.1112 www.murdochdegreiff.com	
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Project Address	1515 Douglas Street	Project Engineer	John Murdoch
Project Date	1515 Douglas Street	Project Designer	John Murdoch
Project Status	1515 Douglas Street	Project Architect	John Murdoch



- SECTION NOTE**
1. All trees shown to scale in all sections. Typical rootball size is 400 depth by 100 width.
 2. Trees shown at about 5 years after planting.
 3. All trees shown on plan and section are to be planted.
 4. Information supplied by WSP (Project Civil Engineer).
- PLANNING NOTE**
1. DO NOT SCALE DRAWING. Verify all property lines and existing structures/vegetation to remain, prior to commencing work.
 2. Plan dimensions are in metres and all detail dimensions in millimetres.
 3. Plan dimensions on road and detail dimensions on all other details.
 4. Contractor to confirm location and direction of all existing services and utilities prior to commencing work.
 5. Provide form of all work for approval by landscape architect prior to proceeding with work.
 6. Contractor to provide a vegetation management plan for all plant to current ABC Standard and Contract to provide a vegetation management plan for all plant to current ABC Standard.
 7. All trees and shrub plantings within municipal O.V. to be irrigated with separate irrigation system. Off-site irrigation to be designed to city of Victoria Regulation.
 8. Landscape installation to carry a 1 year warranty from date of completion.
 9. All trees and shrub plantings to be maintained to current edition of the ACTA (S.A.S.).
 10. General Contractor and/or sub-contractors are responsible for all costs related to the installation and maintenance of all landscape material information including a vegetation management plan to be confirmed through consultation with city of Victoria parks staff.

Murdoch de Geer

750 Douglas Street
Victoria BC
V8W 2E1
Tel: 250-383-1111
Fax: 250-383-1112
www.murdochdegeer.com

Landscape Sections

Page: 113/15

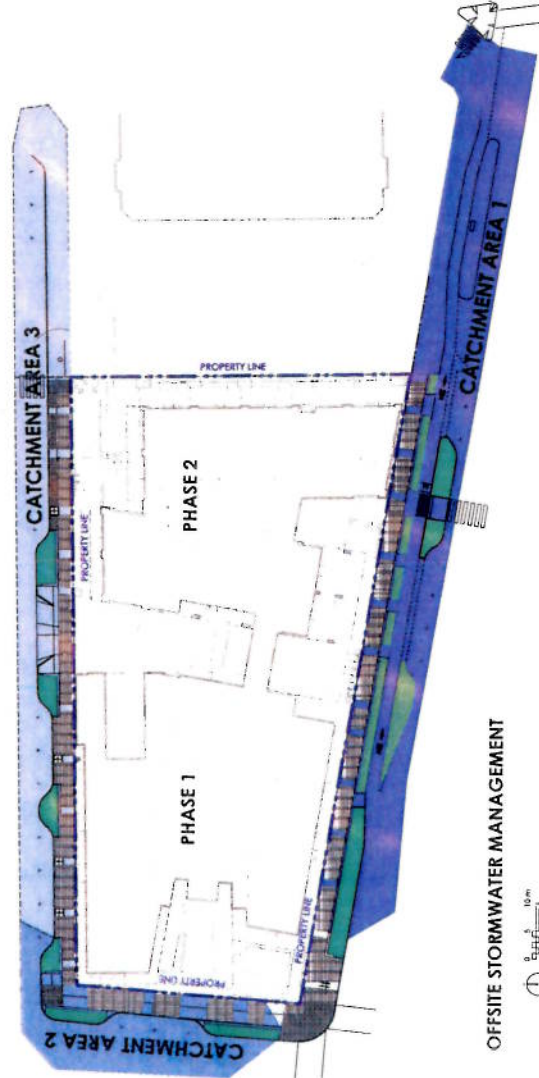
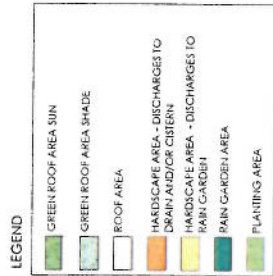


ON-SITE STORMWATER MANAGEMENT

Rain Garden Siting Calculations

Category	Total Area [sq. m]	Non-Contributing Green Infrastructure / Green Roof [sq. m]	Rain Garden Landscaping Area [sq. m]	Contributing Impervious Area [sq. m]	Design Storm Runoff Volume Contributing to Rain Garden [cu. m]	Required Planting Depth [m]	Stormwater Treatment Capacity per m ² of Rain Garden [cu. m / 1000]	Rain Garden Area required [sq. m]	Excess (1) or Deficient (2) Rain Garden Area * [sq. m]
Ground Level Landscaping Area to Rain Garden	1184	30.4	22.0	1153.7	61.1	0.9	0.9	13.9	0.1
Ground Level Landscaping Area to Rain Garden	249	23.0	22.0	179.3	107.3	0.9	0.9	15.3	13.3
Road Area	3551	1557.5	256.6	1993					
Total	3551	1557.5	256.6	1993					122.4

Assumptions:
 1. The design storm is a 24-hour rain event. In the City of Victoria this equals about 53 mm of rain.
 2. The rain garden calculations are based on 150 mm of rain (the 20% of the rainfall) contributing to the stormwater volume (assuming a maximum infiltration rate of 2.5 cm/hr for 48 cm per day). No percolated water is lost.



Rain Garden Siting Calculations

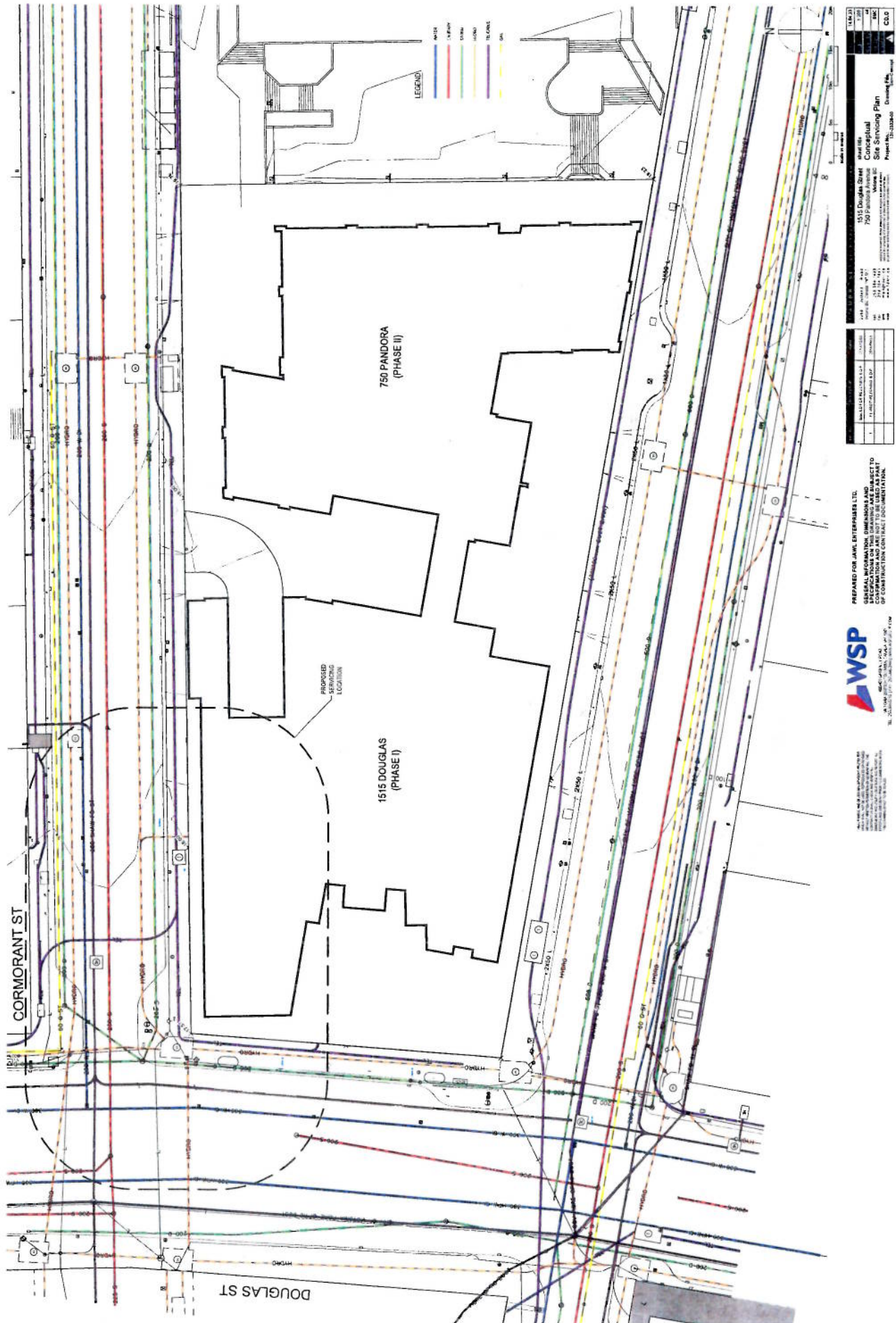
Category	Total Area [sq. m]	Non-Contributing Green Infrastructure / Green Roof [sq. m]	Rain Garden Landscaping Area [sq. m]	Contributing Impervious Area [sq. m]	Design Storm Runoff Volume Contributing to Rain Garden [cu. m]	Required Planting Depth [m]	Stormwater Treatment Capacity per m ² of Rain Garden [cu. m / 1000]	Rain Garden Area required [sq. m]	Excess (1) or Deficient (2) Rain Garden Area * [sq. m]
Area #1	1850	123.0	120.5	1726.5	80.5	0.5	0.9	94.9	28.4
Area #2	429	0.0	44.5	384.5	30.0	1.0	1.0	31.4	12.9
Area #3	1350	0.0	83.5	1266.5	63.5	1.0	1.0	63.5	14.7
Total	3780	123.0	251.5	3398.5	174.0			190.8	56.0

Assumptions:
 1. The design storm is a 24-hour rain event. In the City of Victoria this equals about 53 mm of rain. Assume 10% of rain is lost to infiltration.
 2. The rain garden calculations are based on 150 mm of rain (the 20% of the rainfall) contributing to the stormwater volume (assuming a maximum infiltration rate of 2.5 cm/hr for 48 cm per day). No percolated water is lost.

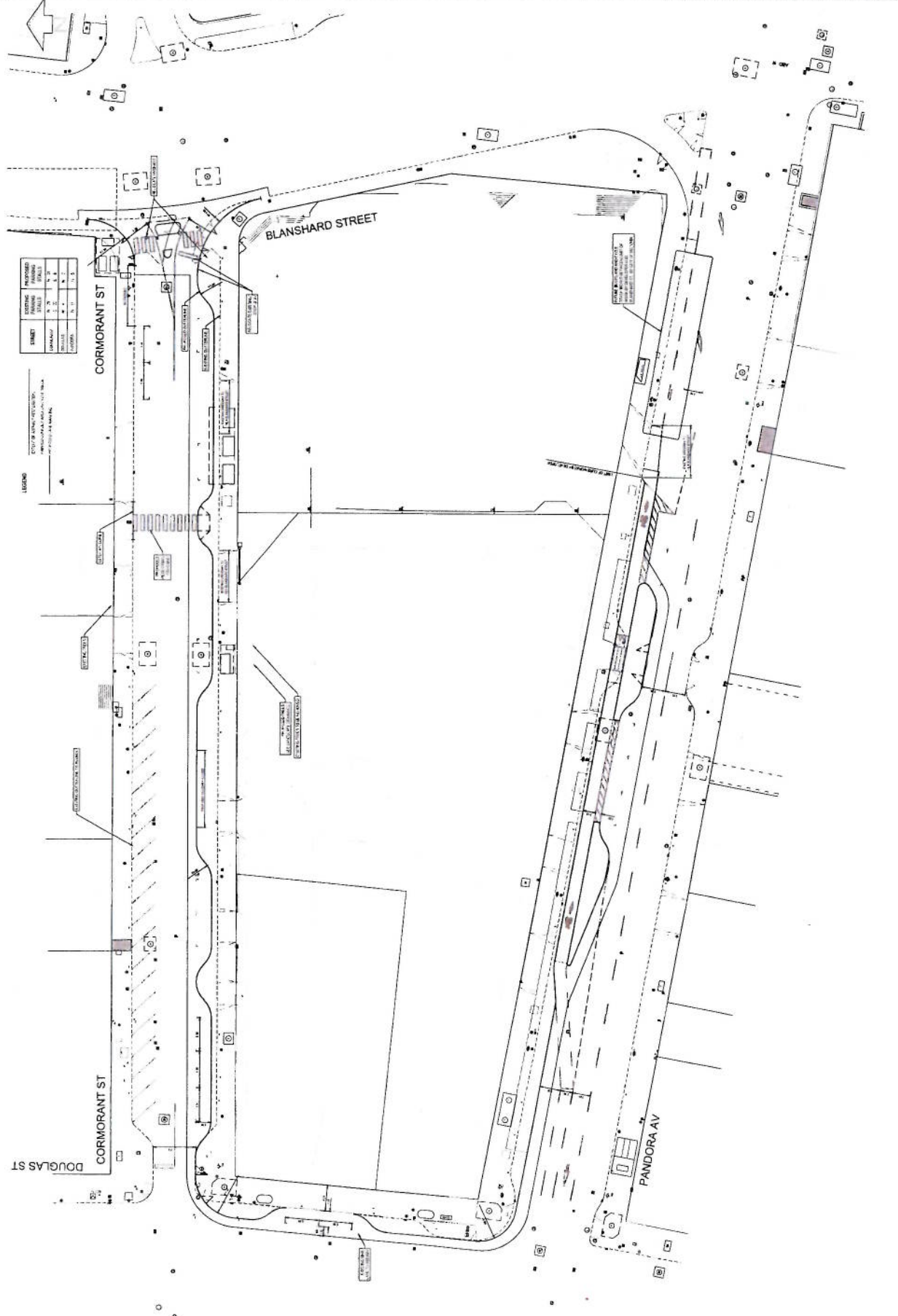


Stormwater Management Plan

Item	Description	Location	Area	Volume	Notes
1	Stormwater Management Plan	1515 Douglas Street	700 m ²	1000 m ³	Stormwater Management Plan
2	Stormwater Management Plan	1515 Douglas Street	700 m ²	1000 m ³	Stormwater Management Plan



NO.	REVISION	DATE	BY	CHKD
1	ISSUED FOR PUBLIC COMMENT	2014.06.10	WSP	WSP
2	FOR PRELIMINARY REVIEW	2014.06.10	WSP	WSP
3	FOR PRELIMINARY REVIEW	2014.06.10	WSP	WSP
4	FOR PRELIMINARY REVIEW	2014.06.10	WSP	WSP
5	FOR PRELIMINARY REVIEW	2014.06.10	WSP	WSP
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20	FOR PRELIMINARY REVIEW	2014.06.10	WSP	WSP
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Jawl Enterprises Ltd.

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Phone: 250 475-0338
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December 9, 2013

City of Victoria
1 Centennial Square
Victoria, BC V8W 1P6

Attention: Mayor and Council

Re: Application for Rezoning to a New Comprehensive Development Zone, Development Permit, and OCP Amendment in Respect to Lands Municipally Described as 1501 Douglas Street, 1509-1517 Douglas Street, and 750 Pandora Avenue, Victoria, BC

We are pleased to submit this letter and the enclosed documents in connection with an application for rezoning to a New Comprehensive Development Zone, a Development Permit, and an OCP Amendment in respect to lands municipally described as 1501 Douglas Street, 1509-1517 Douglas Street, and 750 Pandora Avenue and legally described as Lot 1 of Lots 1247, 1248 and 1257, Victoria City, Plan EPP27886 (the "Site"). The Site area totals 5,571.93 m² (59,975.7 square feet) and is currently used for surface parking as well as commercial uses in the existing buildings along the Douglas Street frontage.

Jawl Enterprises Limited (the "Applicant") acquired the Site in three discrete purchase transactions completed during 2011 and 2012. Since that time the Applicant and its design team, led by D'Ambrosio Architecture + Urbanism, have been engaged in the formulation of a development proposal for the Site (the "Development Proposal" or the "Project"). Informing the design process were a number of guiding principles:

- The Project should be an office and retail complex of market leading quality standards.
- The Project should incorporate a dynamic street interface featuring vital retail uses and appealing public spaces.
- The Project should prioritize forward thinking approaches to environmental and operational building performance.
- The Project should respond in a sensitive and complementary way to its Downtown context.
- The Project should be reflective of the land use and community objectives described in the Downtown Core Area Plan, the City of Victoria Official Community Plan, and the City of Victoria Economic Development Strategy.

Following numerous design iterations, dialogue with representatives from the City of Victoria, and consultation with key stakeholders, we believe the development proposal that forms the basis of this application, meets these objectives.

The Development Proposal incorporates underground parking, retail / commercial uses, landscaped space, and urban plazas at the ground level, and high quality office premises on the upper floors. The construction of the Project will proceed in two phases. The first phase will include two subgrade levels of parking under the entire Site and the above-grade building at the West end of the Site. This will be a six storey, 10,362 m² (111,536 square foot) office / commercial building. The second phase, at the East end of the Site above-grade, will be a thirteen storey, 16,299 m² (175,441 square foot) office / commercial building. The overall Development Proposal integrates two mixed-use commercial office buildings and a network of high quality outdoor and indoor spaces into this prominent Downtown Core location. Each phase has been conceived to complement and support the surrounding current and anticipated future context and have resonance with the patterns, scale, and materiality of the adjacent buildings. Building forms have been sculpted to define street edges, optimize connectivity at the



Bird's Eye View Looking East From Douglas St.

ground floor interfaces, and minimize any negative impact of the proposed buildings on the surrounding streets and buildings while meeting the parameters of leading standards for office premises. Careful attention has been paid to the creation of public spaces that are welcoming, human scaled, and integrated with both the street fabric and the building activity. Finally, the Development Proposal showcases modernist influenced contemporary architecture, high quality construction specifications and leading edge sustainability features.

We believe that the Development Proposal offers an opportunity to stimulate desirable activity on this key site in the North end of the Downtown Core and optimize the potential of a currently moribund block. The creation of high quality office premises is essential to attracting and retaining private and public sector employment in the Downtown Core, one of the key objectives of the City of Victoria Economic Development Strategy. It is estimated that the office premises at completion will house over 1,400 workers. In addition, we believe that the incorporation of dynamic retail uses and thoughtful open spaces at the ground level will be a catalyst for neighbourhood vitality and offer desirable amenities not just to the Project but also more generally to the Downtown community. The Applicant intends to target high quality and principally local retail users including restaurants, cafes, and service providers to ensure activity throughout the day and evening, encourage visually dynamic store fronts, enhance the retail amenities of the Downtown Core, and add appeal and interest to the street interface. The first phase of the Project incorporates a large indoor open space which will be accessible to the public during normal business hours and which has been designed to function as an informal meeting space for the Downtown community as well as serving as a venue for community events.

Official Community Plan / Downtown Core Area Plan Land Use Context:

One of the key objectives of the City of Victoria's 2012 Official Community Plan (the "OCP") is to focus new employment growth and office development in the Downtown Core and reinforce the area as the Capital Region's primary economic hub through increasing its office capacity. The Site falls in the heart of the "Core Business" Urban Place Designation which promotes offices and retail as primary uses. The Project is well aligned with these principles and land use directions and offers an opportunity to materially advance the objectives of the OCP. The City of Victoria 2011 Downtown Core Area Plan (the "DCAP") categorizes the Site as falling within

the Central Business District. The DCAP specifies that the Central Business District should accommodate a strong concentration of commercial employment uses in a high density format and support new development which clearly reinforces and enhances the position of the CBD as the primary employment, commercial, and cultural centre for the City and the Region. Here again, the Project is aligned with these land use principles and offers an opportunity to achieve key objectives of the DCAP. The Project also responds to the Transportation and Mobility, Place-making, and Environmental objectives of both the OCP and DCAP as outlined elsewhere in this letter. The Site is currently comprised of three zoning parcels and two distinct zones: CA-40 and CA-4. The uses proposed under the Development Proposal are consistent with existing zoning and accordingly no change is being requested.

Development Proposal Density:

The Development Proposal includes a total gross area of 26,661 m² (286,977 square feet) comprised of 23,884 m² (257,285 square feet) of office space and 2,777 m² (29,891 square feet) of commercial / retail space. The Site is currently comprised of three zoning parcels, the prescribed densities for which are summarized in the following table:

Existing Properties Address (Zone)	Property Area	Allowable Density	Allowable Gross Floor Area
1501 Douglas (CA-4)	927.43 m ² (9,982.8 ft ²)	3.0 : 1	2,782.29 m ² (29,948.3 ft ²)
1509-1517 Douglas (CA-4)	1,258.80 m ² (13,549.6 ft ²)	3.0 : 1	3,776.40 m ² (40,648.8 ft ²)
750 Pandora (CA-40)	3,385.70 m ² (36,443.3 ft ²)	5.3 : 1	17,944.21 m ² (193,149.9 ft ²)
Total	5,571.93 m ² (59,975.7 ft ²)	4.398 : 1	24,502.90 m ² (263,747.0 ft ²)

The DCAP provides for a new density framework that is applicable to the Site. Specifically, the DCAP indicates a base density of 4.0:1 for commercial uses within the A-1 area and a maximum density of 6.0:1. The rezoning being requested utilizes the existing allowable density of 5.3:1 for the 750 Pandora parcel (CA-40) and the base density of 4.0:1 for 1509-1517 Douglas (CA-4) and 1501 Douglas (CA-4) as supported by the DCAP. Accordingly, the proposed density framework under this rezoning application is summarized in the following table:

Existing Properties Address (Zone)	Property Area	Proposed Allowable Density	Proposed Allowable Gross Floor Area
1501 Douglas (CA-4)	927.43 m ² (9,982.8 ft ²)	4.0 : 1	3,709.72 m ² (39,931.1 ft ²)
1509-1517 Douglas (CA-4)	1,258.80 m ² (13,549.6 ft ²)	4.0 : 1	5,035.20 m ² (54,198.4 ft ²)
750 Pandora (CA-40)	3,385.70 m ² (36,443.3 ft ²)	5.3 : 1	17,944.21 m ² (193,149.9 ft ²)
Total	5,571.93 m ² (59,975.7 ft ²)	4.790 : 1	26,689.13 m ² (287,279.4 ft ²)

The new comprehensive development zone being requested for the consolidated Site would have an allowable density of 4.790:1 and a corresponding maximum allowable gross floor area of 26,689.13 m² (287,279.4 square feet).



Douglas Street Entrance

Building Massing and Design:

The architectural massing of the Development Proposal has been conceived as a complex of buildings and landscaped spaces that are woven into the city fabric. The Project responds to its context three-dimensionally so that the ground floor is highly permeable and the upper floors support street and block definition in height and form. The fundamental massing strategy was to divide the site laterally and thereby locate two separate and distinct buildings on the Site. This division scales the Project massing to suit its context, provides open space for a gracious and well-placed mid-block crossing, and facilitates construction in two separate phases.

The two resultant buildings share aspects of form and materiality, however they are distinguished from each other through their massing. Phase I, located to the West end of the Site, falls largely within the 90m Special Consideration Zone surrounding the City Hall clock tower. Accordingly, while the DCAP references a permitted building height of up to 11 commercial storeys (45m) for this portion of the Site, the design team chose to limit the Phase I building to a maximum height of 6 storeys (27.83m at the Rotunda skylight roof). The six storey height is reflected in nearby commercial office buildings so that when viewed from street level, the building supports the existing effective street wall on the East side of Douglas Street. Analysis of the views along Douglas Street confirm the Phase I building blends with adjacent building forms and as intended by the Special Consideration Zone, does not intrude visually into the area of sky around the clock tower.



Douglas St. Looking North



Clock Tower 90m Special Consideration Zone



Pandora Ave., Looking East from Douglas St.



View of City Hall from the Rotunda

At a finer level of detail, the Phase I building was shaped by green building requirements to provide interior access to natural light and ventilation. The building mass is clearly expressed as two narrow office wings that wrap around an enclosed rotunda. These wings are suspended above the highly transparent ground floor by dramatic exposed concrete columns and bents (special beams). The upper floors cantilever over the sidewalk, providing weather protection and preserving right-of-way width for feature landscape areas and management of street storm water run-off. Between the upper floor wings, a 6 storey tall glazed façade forms a dramatic window that emphasizes the wings as separate forms, provides views and light into the rotunda and frames a new dramatic axial view of the clock tower. At the narrow Douglas Street end of the Site, one of the office wings is held back from its sunny Southwest corner to create a plaza. This set back façade allows oblique views of the clock tower on approach from Pandora Avenue and aligns this façade with the adjacent City Centre Plaza office tower on the opposite corner.

The Phase II building, sited on the wider portion of the property, is oriented perpendicularly to Phase I so that it presents its narrower facades to Pandora Avenue and Cormorant Street. This orientation reduces shadowing of the Cormorant Street sidewalk and its building frontages. The massing is shaped into narrow office wings, similar to the Phase I building, however at 13 storeys the Phase II building is further articulated into upper and lower forms. The lower office levels are expressed as a base continuous with the Phase I building. In subtle contrast to the Phase I cantilevers, Phase II rests on a concrete colonnade and entablature, which are an echo of the original entrance canopy on the nearby Pandora Wing of the Ministry of Health Building. The shapes of the upper office wings are visually separated from the base by a set-back 'reveal' floor at level 7 as well as the deployment of dramatic horizontal shifts and cantilevered forms. The East and West office wings of Phase II are placed at an angle to each other, expressing the unique alignments of this city block by orienting the West wing to Pandora Avenue and the East wing to Cormorant Street. The wings are shifted in plan so that they appear as separated building forms that are in scale with adjacent buildings. The West wing is set back from Pandora Avenue to create a landscaped entrance court and to bring daylight to the mid-block crossing, the new mid-block entrance plaza, and the Phase I rotunda. Further emphasizing the separation of these wings, a dramatic, glass-fronted, 13 storey vertical atrium at the juncture between the wings reveals the circulation core, enabling the motion of elevators to animate the façade and enliven the Pandora Avenue frontage.



Bird's Eye View Looking West from Blanshard St.

The contemporary design of the Development Proposal clearly expresses the materiality, tectonics and patterns of use of the buildings. The buildings are shaped into elemental forms true to their function and construction, and have been carefully sculpted to complement and enhance their specific environment and urban location.

Site Plan and Layout:

The positioning of the Phase I and Phase II buildings on an east / west axis enables the Site to accommodate a high quality network of open spaces, be highly permeable for pedestrians, facilitate a variety of mid-block linkages, and optimize connectivity and integration with the surrounding neighbourhood. The combination of walkways, plazas, and planters provides multiple routes and public spaces for building users and visitors to explore. This includes the provision, during normal business hours, of linkages for pedestrians through the buildings themselves. Pedestrian walkways between Cormorant Street and Pandora Avenue will encourage pedestrian movement between the two streets and should encourage more pedestrian movement on Cormorant Street than presently exists. A formal mid-block crossing is provided between the two buildings. This crossing is open to the sky and is animated due to its direct adjacency to commercial / retail units, a small plaza, and building entrances. The mid-block crossing has a minimum technical width of 3.0m (open to the sky) but an effective minimum width of 3.6m to the face of columns (0.6m is under the overhang of the Phase II building canopy). The mid-block crossing widens to 4.82m where it crosses Pandora Plaza, providing an average crossing width of 3.7m. The mid-block crossing is paired with a parallel under-building sidewalk such that the effective width is 6.1m at its minimum dimension. In addition to the formal mid-block crossing, a secondary pedestrian connection between Pandora Avenue and Cormorant Street is provided along the East property line, which is animated through its direct adjacency to continuous commercial / retail frontage, a second entrance to the Phase II building, and an overlook to Rotherham Plaza.



Plaza at Pandora and Douglas



Plaza at Mid-Block on Pandora

The Project also provides for two outdoor urban plaza spaces offering locations for people to pause in the busy Downtown Core. The first plaza is located at the corner of Douglas Street and Pandora Avenue. This open space creates a spatial relationship between the intersection, the main entrance to Phase I and the symbolic front door of City Hall. Further, it forms an engaging forecourt for the overall Project and will be animated by adjacent commercial / retail uses, abundant seating areas, strategic landscaping, and the sun exposure afforded to the Southwest corner. The second plaza is located mid-block off Pandora Avenue between main entrances to both buildings and at an access point to the mid-block crossing. This plaza will benefit from high pedestrian traffic, adjacent commercial / retail uses, Southwest sun exposure, and integrated landscaping and art pieces which will offer visual interest and accommodate seating. Both plaza spaces provide opportunities to sit in the sun at morning coffee break, enjoy an outdoor lunch, have a casual meeting with friends, or simply people watch. Indeed in the plazas and elsewhere throughout the site, strategically placed seating edges and walls provide spaces for people to sit and engage in conversation. A total of 270m of seating walls are planned throughout the site.

Building entrances have also been positioned to ensure optimum permeability. Both buildings have two main entrances at their respective East and West frontages. This ensures broad distribution of pedestrian activity and offers abundant route choice to occupants and visitors. The Project does not have a back door or neglect any frontage. The West entrance of the Phase I building is positioned directly opposite the historic entrance to City Hall creating symmetry between the two buildings and reinforcing City Hall's iconic access point. In all cases, building entrances are glazed, over height, and distinctive both to solidly demarcate entrance locations and also to convey a welcoming feeling to the Project so as to encourage visitation by the general public in addition to building occupants.

Another notable feature of the Site's plan is the large atrium / rotunda area in the Phase I building. This dramatic space is facilitated through the unique geometry of the floor plates above and the convergence of Pandora Avenue and Cormorant Street as they approach Douglas Street. Similar to the Atrium at 800 Yates Street, this area is envisioned to be an indoor gathering place for building occupants and visitors. It will be provisioned with high quality materials, extensive seating areas, interface with adjacent commercial / retail areas, and enjoys abundant natural lighting through a dramatic skylight above and a glazed façade looking West showcasing a new viewpoint of City Hall's clock tower. In addition to its every day use as a gathering spot and community hub, it will also serve as a venue for arts, cultural, and non-profit events during evenings and weekends.



View of Rotunda Skylight Structure



Design Study of Proposed Facade

Building Materials:

Throughout the Project, specifications have been informed by the priorities of utilizing high quality and durable materials that will aesthetically complement adjacencies, age gracefully with the building, meet the highest standards of operational performance, and comply with strict environmental priorities. The building façades are envisioned to incorporate a high performance triple-paned glazing system to facilitate exemplary energy efficiency as well as ensure transparency and access to natural light for occupants. The façades of Phase I and the lower 6 floors of Phase II will see the glazed areas complemented by a composition of glazed terracotta panels, zinc cladding, and a light coloured back pan behind glazed surfaces up to desk height similar in tone to the terracotta cladding. The disposition of these materials along with the resultant variations in opacity and reflectivity have been designed to relate in appearance and proportion to the vintage façades of nearby buildings. The glazed terracotta panels in particular will have a similar finish, texture and feel to the cladding on well-loved heritage structures such as the Hudson and Belmont buildings. The warm tone and natural variations in these panels, as well as their scale, will complement and reinforce surrounding buildings. The upper portion of the Phase II building will have a glazed curtainwall providing a continuous glazed fabric around the building. The intent behind utilizing a smooth, glassy façade for the upper levels is to enable its lighter expression to contrast with the building's base, add to the visual dynamics of the form, and lessen the impression of mass for the taller portion of the Project. The proportions of the upper levels will relate to the bases of Phase I and Phase II through the composition of clear and spandrel glass.

At the ground level, retail frontages and building entrances will be almost entirely glazed to ensure visual transparency. Soffits above portions of the adjacent sidewalk areas will be warmly lit and clad in cedar to bring a strong sense of materiality to the pedestrian realm and incorporate west coast design influences. Taking a cue from the existing building at 1501 Douglas, the Project will define the ground floor building bases with black stone cladding. We intend to explore the potential of re-purposing salvaged stone cladding from the existing buildings on site in the new building bases and in site furnishings. The paving pattern and materials for the Site complement existing downtown area sidewalks. Paving materials in the public right of way will consist of smooth or light broom finished concrete bands that frame fields of concrete unit pavers. Within the Site boundaries, a distinctive geometric paving pattern has been designed to add visual interest and interface the geometry of the buildings with the adjacent street grid and sidewalk improvements. Paving materials within the Site boundary are envisioned to include stone / marble, broom finished concrete, and concrete unit pavers.

Landscaping Plan:

The landscape plan for the Project is designed to ensure that the Site is visually appealing and incorporates a diversity of textures, colours and creative elements. At the same time, the landscape plan contains many environmental features including on-site and off-site rain gardens to manage stormwater, wildlife habitat creation using green roofs, native plantings at ground level, and a rejuvenated urban forest.

In connection with the excavation requirements of the Project, 26 existing trees will need to be removed from the Site. Many of these existing trees are in poor condition, show signs of stress, and have inadequate soil volumes. The Proposed Development will replace these 26 lost trees with 43 new trees within both the public right of way and the property lines of the Site. Tree species have been selected to provide interest, texture, and environmental diversity, as well as to complement adjacent streetscape plantings, provide shade for pedestrians, calm traffic, and separate pedestrian, bicycle and vehicular circulation. Intensive tree planting on the Douglas and Pandora frontages are intended to build upon the existing urban forest around City Hall. Urban trees function to provide shade, intercept rainfall, aid in water infiltration, calm traffic, and provide habitat for beneficial urban wildlife. The key to healthy urban trees is to provide adequate soil volumes for their future growth. Accordingly, planters and rain gardens in the public realm have been designed to provide a minimum of 9m³ of soil per tree. These conditions will help ensure the trees thrive for many decades to come.

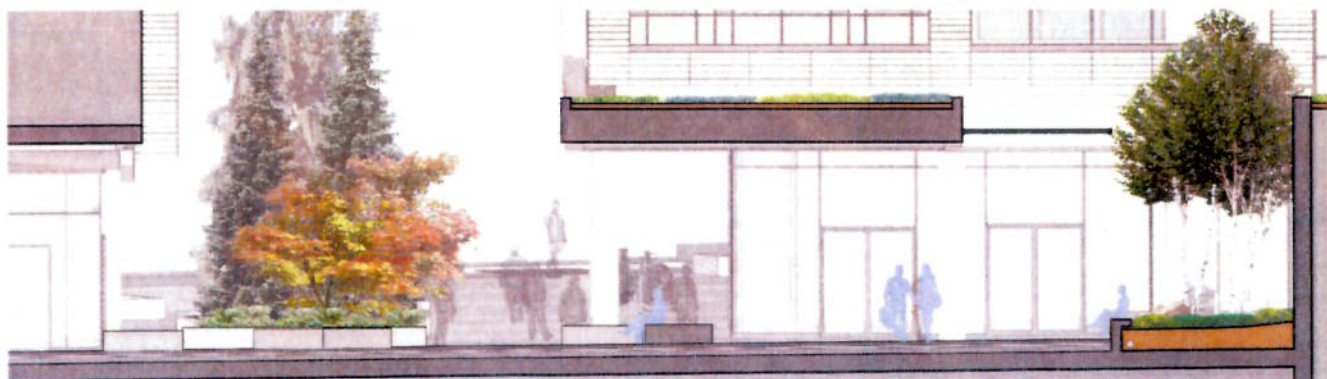
The existing condition on site is roughly 90% impervious cover. The remaining 10% is comprised of at-grade landscaped areas. Currently, runoff from the buildings, parking lots and roads is piped largely untreated into the inner harbour via the municipal storm drain. The Development Proposal consists of 65% impervious surfaces with green roofs and on-grade planters covering the remaining 35% of the site area. This is a substantial reduction in impervious area which will significantly reduce stormwater volumes. Extensive green roofs will cover approximately 40% of the roof area. Where practical, planters at grade will be designed as rain garden planters and will manage building, plaza, and roadway stormwater runoff. All of these rain water management practices effectively slow and clean stormwater before it drains to the Inner Harbour. The goal is to manage stormwater to meet, at a minimum, LEED requirements for both stormwater quality and volume control. The landscape planters on site and within the public right of way will be intensively planted with a mix of native and site-adapted trees and shrubs that will in time serve as habitat for urban wildlife and enhance the visual appeal of this downtown location. Plant selections were informed by site specific conditions including sun exposure and water availability. Other qualities that were considered include seasonal colour, texture, ability to tolerate city conditions, and maintenance requirements.



Section Through Douglas Streetscape



Section Through Pandora Streetscape



Section Through Pandora Plaza

Requested OCP Amendment:

The City of Victoria Official Community Plan requires Development Permit applications for the Site to consider and apply the 'Urban Design Guidelines for Proposed Subdivision and Rezoning of the 700 Block Pandora / Cormorant Street and 1520 Blanshard Street'. These guidelines were developed in 1994 and were specific to a previous subdivision and development proposal for the middle portion of the block which was subsequently abandoned. The current Development Proposal consolidates the mid-block site with the adjacent properties on Douglas Street, creating a new site boundary. The Project has been designed to reflect the expanded site and the more current and comprehensive guidelines in the Downtown Core Area Plan (2011). Accordingly, this application includes a formal request to amend the OCP to repeal the now superseded 1994 Design Guidelines.

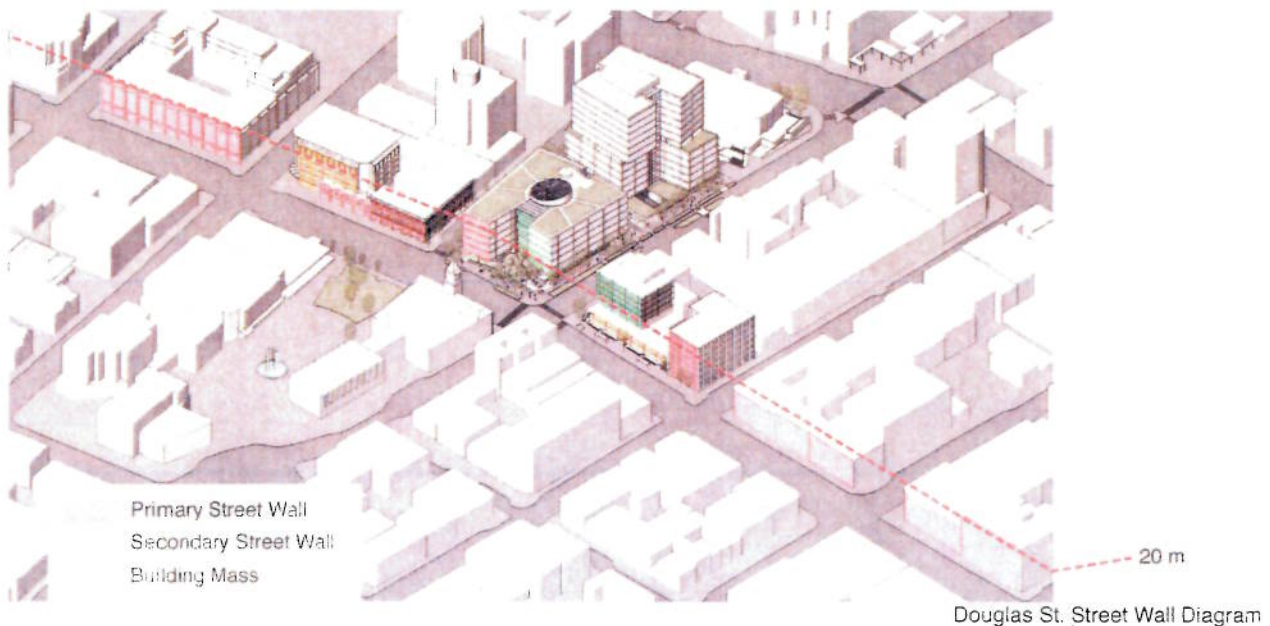
Site-Specific Variations from DCAP Guidelines:

This Development Proposal's unique location, adjacencies, and site geometry call for a design solution that meets the spirit and intentions of the Downtown Core Area Plan (DCAP) but requires variation from select technical parameters as detailed below.

Primary Street Wall Heights

The Development Proposal provides primary street walls on all street frontages (Pandora, Douglas and Cormorant) with a height of 25.2m. The DCAP guidelines set the maximum primary street wall for Pandora Avenue and Douglas Street at a height of 20m, and on Cormorant Avenue at a height of 15m. It is understood that these quantitative parameters are intended to prevent excessive height dominance of the street on the adjacent public right-of-way while establishing a desirable, relatively consistent edge definition of urban streets. The Development Proposal provides street walls of continuous height around the site perimeter to unify the form of each building and to relate the East and West buildings to each other. Both buildings have been designed to fit within the DCAP 1:5 setback line with only minor intrusions. In Phase I, the main roofline intrudes horizontally by 1m on Pandora Avenue and 2m on Cormorant Street. In Phase II the building fits within the 1:5 setback envelope on Cormorant Street, and small portions of floor plates intrude no more than 2m on the Pandora Avenue frontage.

As proposed, the street walls are designed to achieve the following architectural results: to provide well-proportioned façades that are in scale with surrounding buildings; to provide floor plates that achieve requisite functional flexibility and quality indoor environments, as determined through lengthy consultation with professional space planners; and to minimize the shadow and view impacts of the Project on the surrounding streets and adjacent buildings. Design studies have demonstrated there will be less shadow and view impact on the surrounding area than a DCAP-compliant massing of comparable size. The requested modest increase in the primary street wall height facilitates efficient perimeter building structure and functional office floor plate dimensions, thereby enabling an essential precondition to project viability.



Primary Street Wall Percentage – Phase I Building

The Phase I building locates the primary street wall (as defined in the DCAP guidelines) on 35% of the Douglas Street frontage, below the guideline minimum of 60%. The South wing of the Phase I building is set back from Douglas Street to provide a corner plaza. This urban plaza allows views of the City Hall clock tower on approach from Pandora Avenue, starting at the mid-block crossing east of Douglas Street, and functions as a spatial expansion or 'forecourt' to City Hall. The plaza is the point of connection between the public realm and the interior spaces of the Phase I building, in which the interior rotunda aligns with and celebrates the clock tower as a landmark.



Douglas / Pandora Intersection and Plaza

Primary Street Wall Percentage – Phase II Building

The Phase II building has primary street walls on 39% of the Pandora Avenue frontage and 47% of the Cormorant Street frontage, both below the DCAP guideline minimum of 60%. This reduced area of street wall results from the massing concept, which creates a dynamic (and less bulky) form by architecturally articulating the building as pairs of slender forms. The West-facing wing is pulled back from Pandora Avenue to form a sunny entrance court. The setback also brings direct daylight to the spaces and existing buildings along Cormorant Street, the mid-block crossing, Pandora Plaza and the Phase I interior rotunda. In place of a continuous 10-20m high street wall, the Phase II building defines its street edges with a tall, elegant concrete colonnade topped by its modern 'entablature'.

Maximum Area of Upper Floor Plates

The Development Proposal requests variation of the DCAP maximum floor plate areas for both buildings. The Phase I building's level 6 exceeds the floor plate limit of 1,500 m² (16,146 ft²) by 272m² (2,928 ft²). The Phase II building's levels 9-13 exceed the floor plate limits of 1,000 m² (10,764 ft²) by 239 m² (2,573 ft²) per floor. It is understood that the intention of this maximum floor plate area is to avoid a massive, monolithic appearance resulting from the stacking of large, square floor plates.

The floor plates in the Development Proposal have been shaped to balance programmatic requirements with contextual fit. They accommodate the desired area within a more compact form. In terms of massing, the Project takes as its typological precedent the slender 'slab' plan form, versus the 'point tower' form that is implicit in the DCAP guidelines. The proposed building type and geometry reflect green building ideas of natural lighting and ventilation, as well as more horizontal, street-defining building form. As presented in this application, the floor plates represent minimum practical tolerances for area and critical horizontal dimensions, in order to achieve required office functionality, flexibility, and indoor environmental quality.

The building masses for both buildings have been articulated into smaller forms to mitigate the effect of the larger floor plate areas. The Phase I upper floors are effectively two separate wings (North wing 862m² and South wing 637m²) separated by the glassy voids of the rotunda and lobby spaces. The Phase II upper floors also appear as separate forms (East wing 473m² and West wing 657m²) divided vertically by a glassy void to the South and a deep reveal on the North. These effective footprint areas comply with the DCAP guideline floor plate areas. The building forms are further articulated through façade treatments, dramatic cantilevers, and the horizontal off-set of stacked floors. Through these strategies, the scale and bulk of the slab building type is effectively softened and integrated with the surrounding context. The result as proposed is a pair of street-defining urban buildings appropriately scaled to their context.



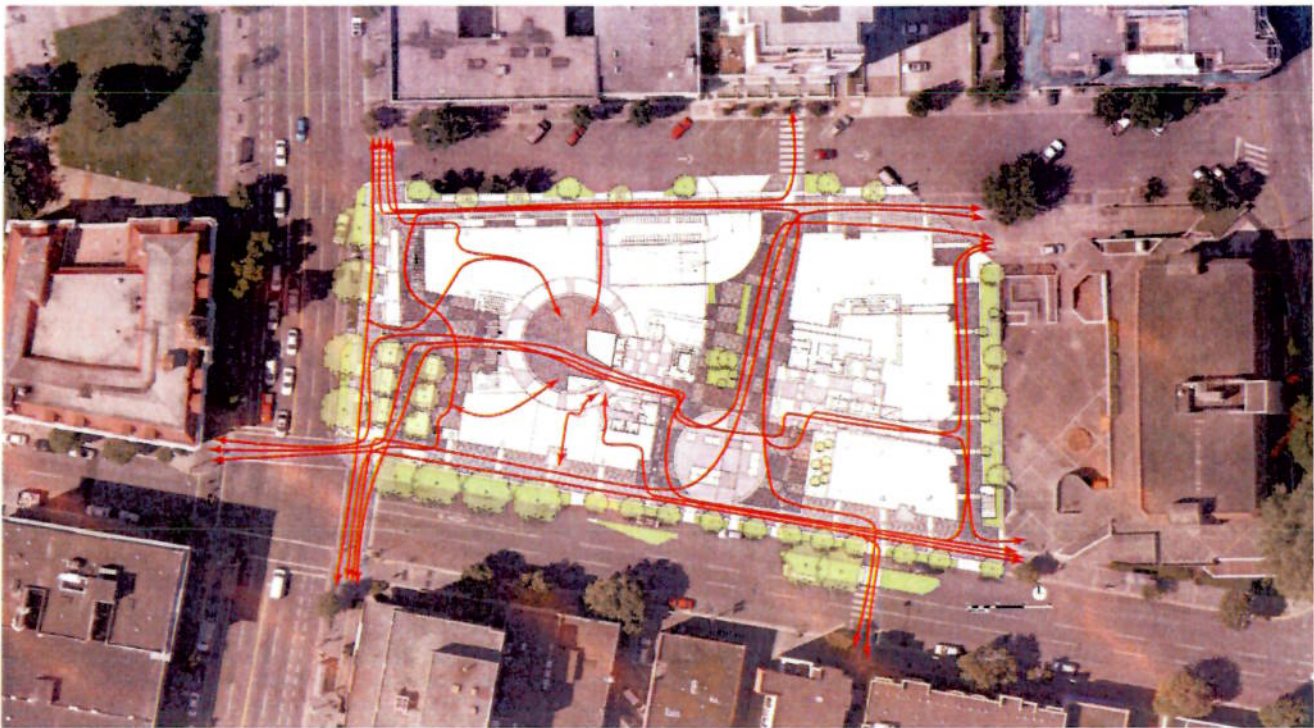
Pandora Ave. Streetscape

Safety and Security Considerations:

The Project design has considered factors impacting the safety and security of visitors and occupants of the buildings as well as members of the surrounding community. CPTED principles have been incorporated extensively including:

- The encouragement of natural surveillance through extensive windows at the ground level of the Project which look onto adjacent streets and sidewalks.
- Active retail uses at all building street frontages to promote natural surveillance as well as positive and desirable activity.
- The positioning of entrances in locations that are easily identifiable from the street level.
- Sidewalk and street design which encourages high volume pedestrian and bicycle traffic.
- Lighting design for interior and exterior open spaces which has been coordinated so as to eliminate dark corners and encourage warmly lit, highly visible areas conducive to positive public activity.
- Landscape design which minimizes visual barriers and hiding spots so as to ensure adequate surveillance, particularly in areas proximate to building entrances.
- The provision of a high density project with active office and retail uses which will offer natural surveillance and activity support from the 1,400 plus people expected to come to the Project each day.

In addition to the CPTED principles noted above, the Project will also incorporate on-site security personnel, CCTV at all building entrances, and a card access system controlling ingress to the secure areas of the buildings.



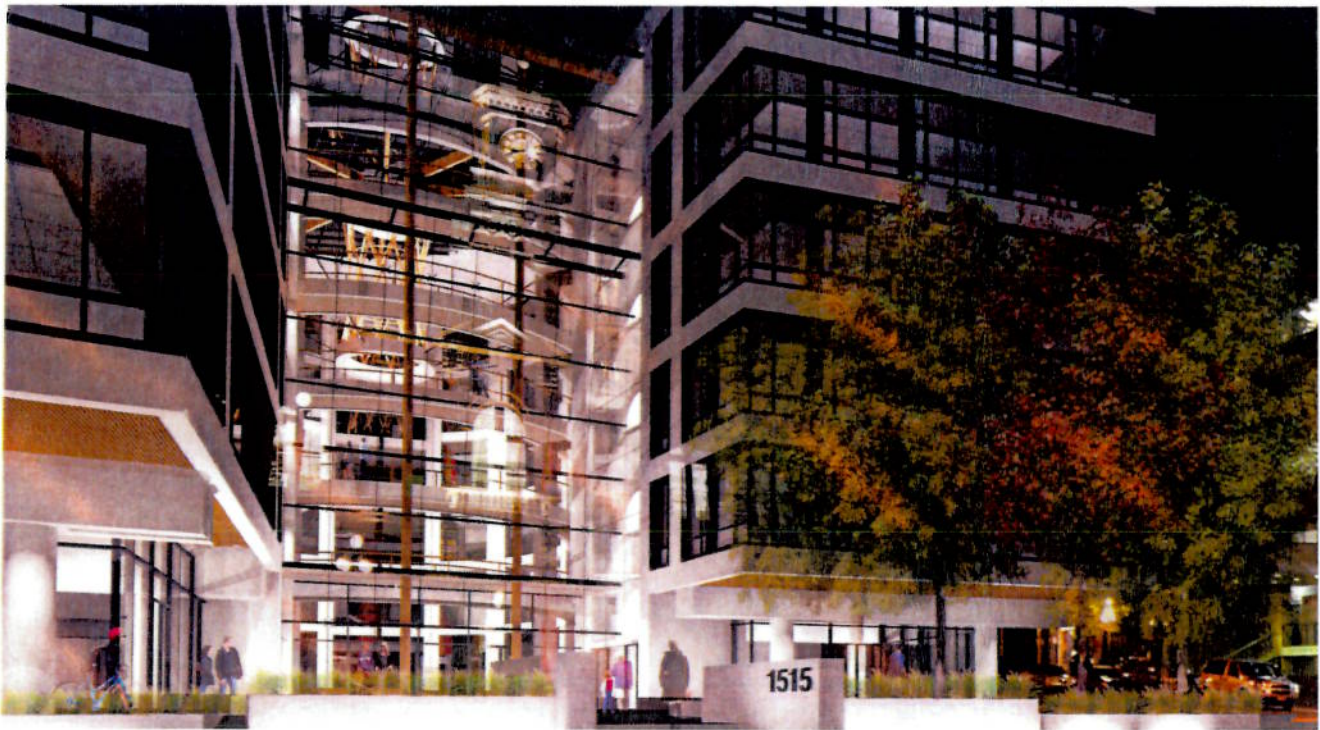
Site Plan Illustrating Patterns of Pedestrian Circulation

Transportation:

The Project's location and design make it very well suited to facilitate multi-modal transport access for occupants and visitors. Pedestrian movement is encouraged through high quality site paving and streetscape furnishings, partially covered sidewalks, landscaping which separates sidewalks from traffic lanes, continuous retail frontage with highly transparent facades, and prominent building entries with good visibility and overlook. Bus access to the Site is encouraged as both Douglas Street and Pandora Avenue are major transit routes with key stops within one block of the Site. Douglas Street is also the contemplated route for a future rapid bus / light rail service into the Downtown Core with a stop anticipated to be located within one block of the Project. Bicycle access to the site is encouraged by the Project from a number of perspectives. The Project will be advancing the Pandora Avenue Greenway plan and the creation of a segregated bike lane along the Project's Pandora Avenue frontage. The Project is also providing extensive secured and public bicycle parking including 118 Class I stalls (41 required under Schedule C) and 41 Class II stalls (41 required under Schedule C). Bicycling is further encouraged by the incorporation of end of trip facilities in the Project including shower and changing facilities for building occupants. Vehicular access to the Project's underground parking structure is provided off Cormorant Street. This access location complies with the Highway Access Bylaw and also ensures that there is no driveway on the Site which conflicts with the planned segregated bike lane on Pandora Avenue. The two levels of underground parking provide a total of 220 stalls which corresponds to 1 stall / 121 m². The existing zone applicable to the 750 Pandora Avenue lot (CA-40) includes a requirement for 140 enclosed parking spaces below grade to be provided as a condition of the 5.3:1 permitted floor space ratio. The existing zone applicable to the 1509-1517 Douglas Street and 1501 Douglas Street lots (CA-4) does not have an off-street parking requirement associated with the uses contemplated in the Development Proposal. Based on our assessment of market demand and leasing requirements for the Project, we have elected to exceed the implied aggregate off-street parking requirement of 140 stalls.

Heritage Building Considerations:

To facilitate the Development Proposal, it is required to remove all existing improvements currently located on the Site. One of the existing structures, the former Royal Bank branch located at 1501 Douglas Street, was added to the City of Victoria Heritage Register in 2007 due to its contribution towards Victoria's inventory of post-war modernist buildings. Numerous development concepts were evaluated by the design team which incorporated the retention of 1501 Douglas Street, however none were deemed viable or conducive to an optimized architectural and urban design solution. By removing 1501 Douglas Street, the Phase I building is able to incorporate its dramatic interior atrium / rotunda area, the office floor plates can be optimized for user efficiency and environmental performance, visual deference to City Hall from Pandora Avenue is facilitated, and a dynamic public plaza on



Douglas St. Entrance

the Southwest corner of the Site can be created which will be animated by adjacent retail uses and landscaping features. We believe that these resultant benefits, along with the broader positive implications of the Project to the City justify the removal of 1501 Douglas Street. We are proposing a number of mitigation strategies to appropriately commemorate the architectural legacy of 1501 Douglas Street including selective materials re-use, public education initiatives surrounding post-war modernist architecture, and perhaps most importantly, the heavy incorporation of modernist influenced design elements in the architecture for the Development Proposal. Indeed it is our hope that the Project shall make a significant contribution to Victoria's architectural heritage and will itself be a publicly cherished building for decades to come. A more complete Heritage Report in respect to 1501 Douglas Street has been provided to the Heritage Planning Department.

Green Building Features:

In addition to the architectural features noted above, the Applicant and design team are committed to embracing green building principles into the Project's design and long term operations. The project will be registered with the Canadian Green Building Council's LEED program and will target a minimum designation of Gold. We envision the Project becoming a showcase project for environmentally responsive office building construction through the utilization of:

- A high performance building envelope incorporating triple paned glazing.
- A central, passively ventilated atrium / rotunda in Phase I to daylight the building's interior spaces.
- Extensive green roof areas to address the heat island effect and reduce stormwater run-off.
- Stormwater treatment in landscaped bioswales (rain gardens) for the rainwater collected on site and at the roadway curbs along the perimeter of the site.
- Bicycle storage and shower and changing facilities for building occupants.
- A fitness facility for building occupants.
- Low VOC interior finishes.
- Water efficient plumbing fixtures.
- Energy efficient lighting and electrical systems.
- Re-use of selected salvage materials from the existing buildings on the West side of the Site.
- Redevelopment of an underutilized urban site in an area that is well served by transit and highly accessible by pedestrians and cyclists.

A more detailed description of the Project's green building attributes along with a draft LEED scorecard is included in the application.

Infrastructure:

Integration of the Development Proposal with existing site infrastructure is a complex undertaking that has been considered from the early stages of the Development Proposal's design. The design team has consulted extensively with City of Victoria staff to review coordination of city infrastructure with the proposed services, traffic, storm water management, and right-of-way improvements planned in connection with the Project. The Site has moderate grade changes along its boundaries and the design will meet existing grades on the three street frontages. The design team has initiated coordination with all utility companies with services adjacent to the Site to review existing infrastructure and address conflicts with proposed right-of-way improvements. At present, the Site is serviced with sanitary sewer, storm sewer, water, hydro, communications, and gas on all three frontages. The Development Proposal will strive to limit site servicing to Cormorant Street wherever practical, in order to minimize construction disruption to the higher volume streets. Due to the size of the Development Proposal, management of sanitary flows will be an important consideration and sewage attenuation is under review as a potential strategy. In general, the Development Proposal will employ sustainability objectives that will minimize the servicing impact of this project on City of Victoria systems.

Conclusion:

The Applicant and the design team believe the Development Proposal presents a significant opportunity to bring new life to an important block in the Downtown Core. We have proceeded thoughtfully at each stage of the design development process conducted to date and believe that this Project responds to both the vision set forth in the City of Victoria's applicable planning guidelines as well as the more general community aspirations for the Site. We look forward to working with City staff in connection with this application in the months ahead and are available as necessary to answer any questions or furnish additional information.

Sincerely,

Jawl Enterprises Limited

Per:

Robert Jawl



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April 24, 2014

City of Victoria
1 Centennial Square
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Attention: Mayor and Council

Re: REVISED Application to the City of Victoria for a New Comprehensive Development Zone, Development Permit, and OCP Amendment pertaining to Lands Municipally Described as 1501 Douglas Street, 1509-1517 Douglas Street, and 750 Pandora Avenue, Victoria, BC

After consideration of the Application Review by staff as well as consultations with our project team, we are pleased to submit a revised Rezoning and Development Permit application for the 1515 Douglas / 750 Pandora Development Proposal. This letter details changes made to the application submitted December 9th, 2013 and is intended to be read in conjunction with the letter to Mayor and Council of that date. For clarity, this description of design changes focuses mainly upon aspects of the proposal identified in the comments provided by the staff of the Development Services Division of the Planning Department and follows the order of the Application Review Summary of February 4, 2014. Comments raised by the Engineering and Public Works Department, Parks Division, Permits and Inspections Division and Fire Department have been addressed to the extent possible in the revised application; all remaining comments are understood and will be addressed at the time of application for Building Permit.

Overview

In terms of the overall Development Proposal, the interface between the Project and the surrounding public realm has been re-shaped and refined to address staff comments. The building footprints have been adjusted on the site to provide a 5 metre wide through-block crossing at the East property line, overlooking the adjacent Rotherham Plaza. Wherever possible, the design has been developed to resolve or substantially address concerns raised in the Application Review. Detailed descriptions of the revisions and other aspects of the proposal are itemized in the accompanying List of Changes.

1515 Douglas Street (Phase I Building)

The Douglas Plaza has been more seamlessly integrated with the adjacent public realm at the corner. The grade changes between the public sidewalk and the building's plaza have been eliminated resulting in openness and more seamless public access. Landscape and seating have been configured to be more permeable and welcoming. The Douglas Plaza no longer includes trees in the southwest corner to increase visibility across the site. Species of the street trees along Douglas Street and Pandora Avenue boulevards will be selected at a later date in consultation with the Parks Department, so that their height will not compromise views of the City Hall clock tower.

The facades of retail shops facing Douglas Street, Pandora Avenue and Cormorant Street have been fine-tuned in response to staff comments. The building overhang has been reduced at the corner of Douglas and Pandora to allow CRU #4 open directly to Douglas Plaza. The building overhang has been reduced at the corner of Douglas and Cormorant so that CRU #1 has an immediate connection to the Douglas Street frontage. The bike racks have been relocated and the elevation of the CRU #1 floor slab has been lowered to facilitate direct entry off the Douglas Street sidewalk. The grade differential from the west end to the east end of the site has been accommodated internally, so that now the floor levels of the

shops match the grades along Cormorant Street and Pandora Avenue. This will provide at-grade entries at multiple points along these frontages. The exact number of shops (and therefore entries) will be determined once tenants are identified. The drawings indicate locations where level entry from the sidewalk is possible. The Pandora Avenue entrance to 1515 Douglas (the Phase I Building) has been reconfigured so that it is linked spatially but is clearly secondary to the 750 Pandora (the Phase II Building) canopied entrance court. Here, the retail frontage has been augmented to improve overlook of the entrance as well as to the adjacent landscaped areas.

In terms of massing, the viability of the Project is tied to constraints that preclude a setback at the sixth floor. These constraints include floor plate size, length to width proportions and the optimized vertical stacking of the structural supports. This constraint assessment has been informed through extensive consultation with office interior space planning professionals and the preparation of test-fit plans, to assess the functional viability of the floor plates in light of high quality office user requirements. As described in the original application letter, the proposed architecture seeks to balance functional parameters with contextual fit. Nonetheless, the design has been refined in response to staff concerns about street wall height and façade articulation. Further, due to advancement and refinement of the mechanical and structural system designs, the floor-to-floor height of the office levels has been reduced resulting in a cumulative reduction in street wall height of 0.78 metres. The upper floor fenestration design has been revisited so the typical upper storey bay has a stronger expression of the intermediate zinc paneling, while maintaining the expression of the actual perimeter load-bearing structure that references precedent heritage buildings.

The facades at the upper floors are highly articulated, with 435mm (17") deep recessed openings that visually integrate the perimeter structure into a high thermal performance envelope. Within the plane of the façade, the building 'top' will appear more cornice-like by the relief and pattern of the windows and recessed zinc panels. The transfer of structure at the top of the ground floor is designed to visually separate and support the upper floors. The tectonics of the building reflects an interpretation of a more pronounced building base. This allows the ground floor façade to be extremely transparent, visually connecting outside to inside and thereby lending animation to the more public spaces and the street.

The glazed terracotta cladding has been the subject of detailed study and discussion with Planning Department staff. The warm white-glazed cladding has been selected for its visual and historical resonance with the cladding of local heritage buildings and for its compatibility with the varied tones, colours and textures of the surrounding context. The size and joint pattern of the cladding panels bring human scale to the façades. As a natural material, the terracotta cladding will have a visually softer and, in different light conditions, a more nuanced appearance than more homogeneous, painted finishes and paint-like materials used in a number of recent downtown buildings. Significantly, in this climate, the matte glazed finish will be luminous in overcast lighting without causing overly bright and unpleasant reflections in full sun exposure.

To complement the palette of warm neutral materials, the revised elevations incorporate a more intense accent colour at the operable windows. While the majority of the project windows will be structural silicone glazed, the operable windows will be emphasized with prefinished copper-coloured caps. This painted metallic finish brings more warmth to the building, highlights the pattern and shape of the operable windows, and provides a subtle reference to adjacent tan and red brick building facades.

750 Pandora Avenue (Phase II Building)

The main entry to the 750 Pandora office tower has been reconfigured so that its presence on Pandora Avenue is more formal and prominent. The lobby is larger and the entry doors are closer to the street. A gracious canopy and richly landscaped planters emphasize the entrance court. The ground floor has been reshaped and the colonnade eliminated, so that the building mass lands more solidly at the ground floor level. Rain shelter at the shop fronts and scaling of the height will be achieved with glass canopies.

In response to the Application Review comments, the building's facades have been revisited to make a more solid street-level base. The revised facades are composed so that the disposition of solids and voids has a more vertical emphasis with pilasters proportioned to the building height. In the facades, the relationship of the base to its upper massing has been refined through detailed design of the pattern of mullions and opening windows. The spandrel panels are proposed to be textured glass layered in front of a lustrous metal panel, so that the façade is mutable with variations in view angle and daylight. The transition to fully glazed cladding on the upper portion of the building complements the horizontal shift of the massing, enhancing the interplay of forms.

The composition of the 750 Pandora building has been guided by functional parameters, as detailed in the December 9, 2013 letter to Council. These parameters include: minimum floor plate sizes and dimensioning for competitive leasing, the formal relationship with the 1515 Douglas building and detailed study of the shadowing and view impacts on the surrounding context. In addition to these pragmatic concerns, the articulated massing is carefully constituted for architectural drama and beauty. Similar to 1515 Douglas, due to advancement and refinement of the mechanical and structural system designs, the office level floor-to-floor heights have been reduced resulting in an overall reduction in building height of 1.67m. The recomposed facades have also introduced refinements to the building massing that have increased the upper floor setback by 2m on the Pandora frontage and reduced the upper level floor plates by 12m² per floor; these adjustments, in concert with the reduced floor-to-floor heights, have virtually eliminated massing intrusions into the 1:5 DCAP setback volumes.

Through-Block Walkway

The public walkway has been relocated along the east property line in accordance with Planning Staff direction and its width has been increased to 5 metres. It will provide continuous retail frontage along its entire length. The paving, planters and furnishings have been designed to foster a welcoming and clearly public feel in this lane-like space. Along the east property line a lower level of planting is proposed that softens the retaining edge and allows views to and from the adjacent Rotherham Plaza. The furnishings and planters will be removable so that in the future, if required by or compatible with redevelopment of the adjacent property, the walkway and the plaza can be directly linked.

Design of the through-block walkway has been tasked with providing compatibility with the existing context and flexibility with respect to that created by future redevelopment of the adjacent property. Under existing conditions, the walkway provides the entire DCAP guideline minimum width on the 750 Pandora properties. The design offers reciprocal benefits between the walkway and the adjacent Rotherham Plaza: spatial expansion of the walkway over the adjacent open space provides plentiful daylight and visibility of the walkway and its retail frontages. The overlook of these retail frontages and the edge treatment of the walkway will improve the sense of security in the existing Plaza. Although the upper floors do not step back as provided in the DCAP guideline, the adjacent open space, a recessed level 7 and the transition to more reflective, glassy upper facades, mitigate the height of the East walls relative to the walkway.

To prepare for future redevelopment, the design allows for reinstatement of paving to the east property line to accommodate future retail frontage along this edge. It is anticipated that this frontage will be set back from the property line to accommodate requirements for windows, exiting and spatial separation. At a width larger than the minimum 5m, the impact of tall building masses on the walkway will be less severe. In addition, the relatively short distance of the walkway (this is an atypical, narrow & tapered block) and the clear line of sight down its length will help to maintain acceptable proportions and a welcoming sense of openness.

Routing of the through-block crossing across the existing access easement (at the north-east corner of the project property) is proposed as a painted pedestrian crossing over what is currently a secondary driveway. The legal agreement does not preclude inclusion of this pedestrian crossing in the driveway as long as access is maintained. In order to signal that this area is part of the pedestrian realm, the revised design continues the sidewalk paving materials across the secondary driveway.

Proposed Removal of Heritage Registered Building

The comments below, in conjunction with changes made to the attached Heritage Building Report, form the applicant's response to the comments made in the Heritage Building section of the Application Review.

The following revisions have been made to the enclosed Heritage Building Report:

- Section 3.3 'Comparative Analysis' has been updated to include an assessment of the heritage values of 1501 Douglas Street. This independent clarification and analysis was sought from Donald Luxton & Associates at the suggestion of Heritage Planner Murray Miller.
- Section 5.2 'Educational Opportunities' has been updated to include more detail specificity regarding the proposed educational event with significant input from Donald Luxton.
- Section 5.1 'Salvage and Re-Use Strategies' has been updated to include more detail on the materials to be re-used. Ralmax Group was engaged to conduct a site inspection to evaluate the salvage potential of the various materials and their findings are noted in the report. Information has also been added regarding storage of the salvaged material and disposal of any surplus materials. Appendix E has been added to the report and includes an inventory of the materials to be re-used with illustrations as to how they will be incorporated into the new complex.
- Appendix D lists the building record documents that were previously submitted to the City on a DVD. In addition, Donald Luxton & Associates Inc. has prepared archival documentation according to recognized heritage conservation standards, which has been added to Appendix D.

In response to the other comments made in the staff report we offer the following:

- Section 4 of the Heritage Building Report outlines other development scenarios and massing options that were considered in determining the final form of the proposed project. The design team evaluated a number of development concepts that incorporated the retention of 1501 Douglas Street however none were considered viable nor conducive to an optimized architectural and urban design solution. It is the belief of Jawl Enterprises Limited and the design team that the Development Proposal for the Site will bring notable benefits to the City of Victoria that would not be realizable in the context of the retention of the existing building at 1501 Douglas Street. It is these benefits that underpin the rationale for the removal of 1501 Douglas Street.
- Drawings in the submission package have been updated to show the existing heritage building and the 90m radius referenced on Map 26 of the Downtown Core Area Plan.

Conclusion

The Project Team appreciates the time and effort of City staff to this complex proposal and we have endeavored to address the issues raised in a design that is programmatically practical, beautiful and sympathetic to its surroundings. We look forward to continuing the application process and will be happy to provide additional information upon request.

Sincerely,



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List of Changes (Refer to 23 April 2014 Plans with 'Bubbled' Annotations)
23 April 2014

Re: REVISED Application for a New Comprehensive Development Zone, Development Permit, and OCP Amendment in Respect to Lands Municipally Described as 1501 Douglas Street, 1509-1517 Douglas Street, and 750 Pandora Avenue, Victoria, BC

A0.3 DCAP Guidelines - Street Wall & Setback Analysis (1515 Douglas)

1. Revised diagrams illustrate the reduced 1515 Douglas street wall height. The intrusions into the DCAP 1:5 setback have thereby been reduced on Douglas and Pandora from 1.0m to 0.88m, and on Cormorant from 2.0m to 1.8m.

A0.4 DCAP Guidelines - Street Wall & Setback Analysis (750 Pandora)

2. Revised diagrams illustrate reduced building height and adjusted wall locations in proximity to the street for 750 Pandora. The Level 7 intrusion has been reduced on Pandora from 0.6m to 0.35m relative to the DCAP 1:5 setback guidelines. The setback of the facade fronting the East property line has been increased to 5.2m to accommodate the Through-Block Walkway in its City-preferred location.

A0.5 Shadow Study Diagrams

3. Diagrams have been revised as requested by City staff so that the proposed building massing appears as an overlay to a massing that contains comparable floor area to that of the proposed massing, only with the setback per the DCAP Guidelines*.

* 7 floors at the West portion of the site, to recover reduction in floor area due to street wall setbacks, and 13 floors at the East portion of the site.

A0.6 View Analysis

4. View analysis along Pandora has been revised to show existing views of the City Hall clock tower from select locations. The view from Pandora taken from a location at the edge of the 90m radius from the City Hall clock tower is included.

A1.2 Proposed Site Plan & Project Data

5. 1515 Douglas Ground Floor (Douglas & Cormorant)
 - Building frontage has been moved closer to Douglas Street with the addition of entrance doors directly onto the Douglas Street sidewalk, (bicycle parking and inclined walkway have been removed from this location).
 - Slab elevations of CRU 1 have been revised to provide for direct at-grade access from Cormorant Street. Exterior access stairs from Cormorant Street to the building have been eliminated.

6. 1515 Douglas Plaza

- Plaza is continuous and level with the adjacent sidewalks; inclined walkway and stair accesses have been removed. Planters have been reconfigured to facilitate direct public access to and through the plaza.
- Site furnishings are placed to provide flexible use of the main plaza space and integrate seating and bicycle parking.
- Tree numbers and placement have been reduced at the corner of Douglas / Pandora to provide a more open corner and improve the designated view of the City Hall clock tower from certain areas.
- CRU 6 frontage at the corner of Douglas / Pandora has been brought closer to Douglas to reduce the overhang similar to that of the Douglas / Cormorant corner.

7. 750 Pandora Entrance Plaza

- Plaza configuration has been developed as a street-level entrance court to 750 Pandora; entry to 1515 Douglas is secondary at this location.
- Through-block walkway has been relocated along the East property line, allowing 1515 Douglas and 750 Pandora to be linked at the ground floor with an enclosed, single storey Connecting Walkway.
- Planters have been designed to flank the 750 Pandora entrance, providing formal definition to the entry.
- 750 Pandora building entry has been brought closer to Pandora street and given a formal street front.

8. Through-Block Walkway: 750 Pandora building footprint has been adjusted to allow 5m clear width to the East property line for the through-block walkway. The revised design does not include a colonnade.

9. Project Information Table: Project data has been revised to reflect design changes. Highlighted values differ from earlier application.

A1.3 Interim Condition Site Plan

10. Exit Stair 6 has been relocated clear of the through-block crossing and now exits directly onto the Pandora sidewalk.

11. Schematic illustration of the proposed construction hoarding has been included. Artwork for the hoarding is shown in concept only as final design is to be determined.

A2.1 Level P2 Lower Parking Plan

12. Direct accesses from parking to Exit Stairs 3 & 4 have been added so that access to exits will be independent of access to the elevator lobbies.

A2.2 Level P1 Upper Parking Plan

13. The second exit from the Fitness Centre is not required and has been removed. Expanded Recycling facilities now occupy this portion of level P1.

14. Direct accesses from parking to Exit Stairs 3 & 4 have been added so that access to exits will be independent of access to the elevator lobbies.

A2.3 Level 1 Ground Floor Plan *(Please refer to A1.2 Proposed Site Plan and Landscape Plans for additional information pertaining to changes.)*

15. The Rotunda atrium floor level has been lowered to be at grade with the Douglas Street frontage; the difference in elevation between entries on Douglas and Pandora is reconciled by stairs and a 5% inclined walkway within the Rotunda. Universal access toilet rooms are located between CRUs 3 & 4.

16. 750 Pandora Ground Floor (Pandora): Retail frontages have been brought toward the property lines, engaging the structural columns into the building envelope. Structural columns have been re-proportioned to emphasize their load-bearing function on the façade and visually strengthen the 'base' of the building

17. 750 Pandora Ground Floor (Cormorant): The colonnade has been removed from the Cormorant frontage. The building footprint has been adjusted so that the building massing continues to grade with a building overhang of similar dimension to that of the 1515 Douglas building. Increased open site area has been furnished with additional street trees, benches, bicycle parking and a large landscaped planter.

18. Materials salvaged from the existing 1501 Douglas building for re-use are identified as noted.

A2.4 Level 2 Upper Floor Plan

19. Rotunda 'bridge' has been omitted on Level 2 to optimize views to City Hall clock tower.

20. Roof with decorative ballast has been added over the 750 Pandora entrance canopy and the ground floor Connecting Walkway.

A2.6 Levels 5-6 Upper Floor Plans

21. Line of interior façade at Rotunda revised to provide interior acoustic 'soffit' to below. Rotunda 'bridges' have been replaced with occupied floor area at levels 5 & 6.

A2.7 Level 7 Upper Floor Plan + 1515 Douglas Roof Plan

22. Schematic floor plan for Mechanical Penthouse is included.

A2.8 Levels 8-13 Upper Floor Plans + 750 Pandora Roof Plan

23. Pandora Ave. setback of the East wing has been increased by 2m.

24. Schematic plan for Mechanical Penthouse is included.

A3.1-A3.3 Building Elevations

25. 1515 Douglas: Ground floor CRU's have at-grade entrances from the Pandora sidewalk. Typical facade bay detail incorporates stronger expression of intermediate zinc paneling and operable windows with contrasting (copper-coloured) frames. At Level 6, the typical bay is continuously glazed to distinguish this floor from those below and to emphasize the cornice line.

26. 750 Pandora: Design changes include the redesign of the ground floor to exclude a colonnade and re-proportion the vertical elements as pilasters.

27. 1515 Douglas West Elevation: the elevation illustrates the revised grades along this frontage, with the 1515 Douglas Plaza and CRU entrances at the grade of the Douglas sidewalk.

28. The "Framed Opener, Prefinished Aluminum (Copper)" has been added to the Materials Key.

29. Elevation drawings 2/A3.2 and 1/A3.3 illustrate the profile of the Connecting Walkway and raised planters between the two buildings.

A4.1 Building Section

30. The grade elevations of 1515 Douglas Plaza and Rotunda have been revised to be level with the Douglas frontage.
31. The Level 7 overall parapet height has been decreased from 25.18m to 24.4m.
32. 1515 Douglas building localized maximum height has been increased from 27.83m to 28.5m due to Rotunda skylight design refinement.
33. 750 Pandora overall building height has been reduced from 53.165m to 51.5m.

L2.01 Planting Plan

- A. Street tree changed from *Quercus rubra* (Red Oak) to *Cercidiphyllum japonicum* (Katsura). The change to katsura will enable better visibility of City Hall from Pandora Ave.
- B. The streetscape on Cormorant has stayed the same but the trees in the rain gardens were changed from *Quercus robur* 'Fastigiata' to *Quercus rubra* (Red Oak). These trees are larger and will provide more canopy on Cormorant. The rain gardens have the soil resources to support larger trees.
- C. The building was pulled back and the sidewalk enlarged in this area. To create a more pedestrian feel to this edge, a row of *Quercus robur* 'Fastigiata' were added.
- D. A large planter was added to the the NE corner of 750 Pandora. This will be planted with shade tolerant plants. Over 85% of the plant material will be native species in this planter. The planter will also function as a rain garden.
- E. The eastern most planter adjacent to the mid-block crossing has been modified a bit to accommodate seating benches. The trees were changed from Raywood Ash to *Zelkova serrata*.
- F. The Pandora streetscape has remained the same except for that Raywood Ash were replaced with *Nyssa sylvatica*.
- G. The Pandora Plaza has changed from a hardscape dominated plaza to a much softer and greener landscape area. These four rain garden planters build upon the planting palette from the previous submission. Species composition hasn't changed, simply there is more of it. The configuration enables a variety of access paths for users of the building and the plaza areas.
- H. The big change in the Douglas Plaza from a landscape perspective is the change from a series of raised planters and a raised plaza to an at grade plaza with a large landscape/water feature.

L3.02 Landscape Sections

- I. These sections illustrate the relationship of the planters and tree root balls with the existing (and proposed) infrastructure. A potential conflict exists with the trees and the existing 200 storm drain. This has been discussed with the project Civil Engineer. Protective measures will be taken to mitigate this conflict at time of construction. Strategies will be confirmed with City of Victoria engineering staff prior to installation.



HERITAGE BUILDING REPORT

1501 DOUGLAS STREET, VICTORIA, BC

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1. INTRODUCTION

Jawl Enterprises Limited (JEL) is the owner of the lands municipally described as 1501 Douglas Street, 1509-1517 Douglas Street, and 750 Pandora Avenue and legally described as Lot 1 of Lots 1247, 1248 and 1257, Victoria City, Plan EPP27886 (the "Site") in Downtown Victoria. The Site is currently the subject of an application by JEL for the creation of a New Comprehensive Development Zone and a Development Permit to facilitate the comprehensive redevelopment of the Site as a mixed commercial office complex (the "Development Proposal" or the "Project"). The Site area totals 5,570 m² (59,955 square feet) and it is currently used for surface parking as well as commercial uses in the existing buildings along the Douglas Street frontage. To facilitate the Development Proposal, it is required to remove all existing improvements currently located on the Site including the existing structures and the surface parking lots.

One of the existing structures, the former Royal Bank branch located at 1501 Douglas Street, was added to the City of Victoria Heritage Register in 2007 as an example of postwar modern architecture. Accordingly, its proposed demolition requires special consideration in the context of the Development Proposal. Over the course of the last two years numerous development concepts were evaluated by the design team which incorporated the 1501 Douglas Street into the new development; however none were deemed viable or conducive to an optimized architectural and urban design solution. This report examines the rationale for the removal of the existing building at 1501 Douglas Street in the context of facilitating the anticipated civic benefits which will result from the Development Proposal and presents steps that will be taken to mitigate the loss of heritage value.

2. HERITAGE REGISTER

The stated purpose of the Heritage Register is to identify buildings that exhibit heritage value. According to the City of Victoria "a Heritage Register property is officially listed in the Register because it may have sufficient heritage value to warrant preservation actions by the City in the future. Heritage register status does not give any formal protection to a site and is not the same as heritage designation. The register provides a system to review and monitor proposed changes to properties of heritage value".

Between 2006 and 2007 the City of Victoria identified a list of eight buildings that exhibited postwar modernist design and recommended them for inclusion on the Heritage Register. This list included the Odeon Theatre, the BC Electric Company Building, the City Brokerage, the Post Office & Federal Building, the City Hall Annex, the Bentall Building, the Bank of Toronto, and Ballantyne's Florist Building. Following the compilation of this original list, three more buildings were nominated for inclusion on the Heritage Register including 1501 Douglas Street. This brought the total number of postwar modernist buildings nominated for and ultimately included on the Heritage Register to eleven. The Committee of the Whole Report dated November 1, 2007 pertaining to these additions to the Heritage Register is included as Appendix A and the City of Victoria's Statement of Significance for 1501 Douglas Street is included as Appendix B.

According to City of Victoria policy, inclusion of a property on the Heritage Register does not automatically warrant Heritage Designation, nor does it provide the impetus for preservation. Applications to remove structures named on the Heritage Register can be referred to City Council and the Heritage Advisory Committee for consideration. To that end, this document forms part of the application for a New Comprehensive Development Zone and a Development Permit in connection with the Development Proposal.

3. POSTWAR MODERNISM IN VICTORIA

To frame the discussion surrounding the existing building at 1501 Douglas Street, JEL engaged Donald Luxton & Associates to conduct an evaluation of 1501 Douglas Street's heritage elements as well as its context within the inventory of postwar modernist buildings in Victoria, BC. The balance of Section 3 is the independent reporting of Donald Luxton & Associates.

3.1 Historic Context

After the conclusion of World War II, North America began to settle into a prolonged period of relative peace and economic prosperity. As a wartime defense centre and Canada's major west coast naval port, Victoria especially was affected by the demobilization of thousands upon thousands of troops, returning from overseas duty. The once sleepy Victoria grew rapidly, and the city's population more than doubled between 1946 and 1966. In addition to the returning veterans, a pent-up demand for cheap housing, the baby boom, ready availability of automobiles, improved ferry access to the mainland, and new consumer confidence also contributed to the unprecedented growth of the city. Through the postwar period, large tracts of suburban housing were built across the region, turning downtown Victoria into an increasingly important urban core. Within this new urban context, there was a widespread acceptance of modernist architecture. Easy to build, inexpensive, economical of scarce materials and expressive of new technology, this new type of construction discarded traditional architectural styles and provided the means to re-conceive the city in a response to current social, political and economic conditions.

The legacy of postwar modernist architecture in Victoria is distinctly different from that of Vancouver. The differences arise in two key areas, first in the careful integration of the city's historic building stock within the urban context and the subsequent rise of the heritage preservation movement, as well as the development of highly idiosyncratic variations on modernism by several key architects. Victoria has long been characterized by an expectation of social conservatism. The seat of government and the military, cut-off from the mainstream of commercial activity, and perceived as a retirement community, Victoria could be considered a surprising place to find an effective and intellectual response to the postwar global trends in modern architecture. In most major North American cities, modernism was coupled with contempt for historic buildings, which were perceived as something to be swept away rather than valued. In Victoria, the introduction of modernism was characterized by a period of transition between the traditional, British ideas of architecture and a determination to rejuvenate and modernize the city. Here, a careful balance was achieved between traditionalism and modernism that in retrospect was far ahead of its time, and a model for current thoughts about sustainability.

As the city grew, new services had to be provided. Banks, hospital and schools had to be constructed rapidly in the first few years after the end of the War. There was initially a conservative architectural response. As illustrated by Victoria's Main Post Office and Federal Building, the first large-scale projects were reluctant to shed the Stripped Classicism of the 1930s, and hedged their bets against which way the new modernism would develop. Banks were notoriously reluctant to embrace modernism, but within a few years cautiously began to accept a new more progressive look as an appropriate business image. The Royal Bank Building at 1501 Douglas Street was constructed in 1955. The new, modern image displayed by the International Style bank building is in stark contrast to the nineteenth-century Victoria City Hall, located directly across Douglas Street. The bank building is more closely related to the modern aesthetic expressed at the civic Centennial Square development (1963-1965), the city's first major urban redevelopment project.

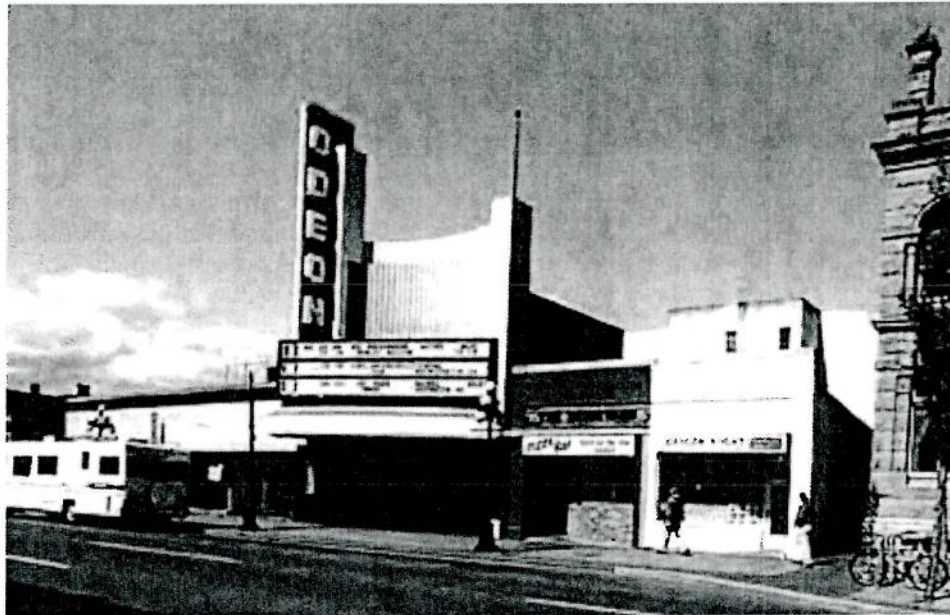
3.2 Royal Bank Building Features

The Modern, International Style design of the one-storey Royal Bank Building predominately features aluminum curtain walls, walls faced in Haddington Island andesite, and a black polished granite base that wraps around the building. The front façade features an aluminum window grid above the recessed entrance, which is surrounded by Verdi Onicate (green flecked black) marble.

There is also a vertical window band on the north end of the front elevation. The Pandora Avenue elevation of the building features an aluminum window grid in the centre of the façade, bookmarked on either side by the andesite cladding. The rear elevation also features an aluminum window grid, bookmarked by brick cladding. The building's alternating pattern of aluminum windows and stone cladding is a defining feature of the building, which illustrates the simple and sleek Modernist style.

3.3 Comparative Analysis

The Royal Bank Building at 1501 Douglas Street was constructed amongst the backdrop of Victoria's postwar economic expansion. As such, there are numerous commercial and civic building contemporaries that compare to the Royal Bank Building. The following buildings are some of the landmarks that characterize and define Victoria's significant postwar modernism aesthetic.



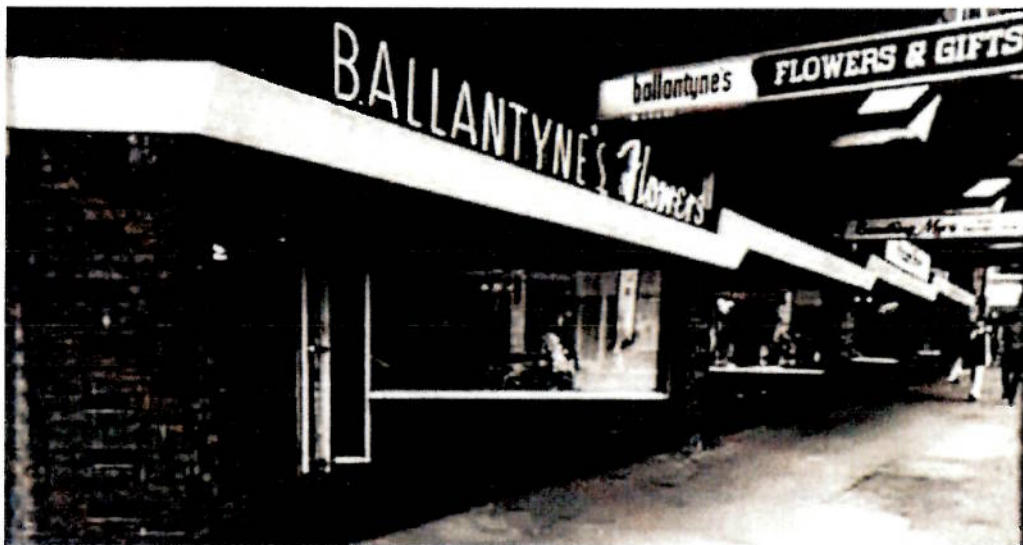
Odeon Theatre (1946-48), 780 Yates Street

One of Victoria's best examples of the Streamline Moderne style, the Odeon Theatre at 780 Yates Street is cleverly dramatized by an asymmetrical scooped false-front, and projecting curved canopy, both transfixed by the vertical Odeon neon signpost, which signals the foyer entrance. The curved and sweeping lines of the building represent a defining and early expression of Victoria's postwar modernism movement.



Bank of Toronto (1951), 630 Yates Street

Regarded as Victoria's best example of a Moderne style bank, the design of the Bank of Toronto building at 630 Yates Street was stripped of all Classical references, and its aesthetic looks forward to the International Style. Cast-stone panels face the building above its black marble base and the same marble defines the two-storey inset window panels. The Royal Bank Building on Douglas Street features a similar material palette to the Bank of Toronto Building. The splayed corner entrance is a traditional Victoria banking-hall feature and the bank's corporate crest is proudly displayed above the door.



Ballantyne's Florists (1954), 912 Douglas Street

The angular entrance bays and complex geometry of the constructivist canopies of the Ballantyne's Florists building illustrate the sophisticated abstract designs executed by architect John Di Castri, who helped break Victoria's traditional mould of Romantic Historicism. The one-storey commercial building is representative of the leading-edge of postwar retail design.



The B.C. Electric Company Building (1955), 1515 Blanshard Street

This was the first large-scale Modernist building in Victoria, and a significant early example of Modernist architecture in western Canada. Completed in 1955, it was conceived as the Vancouver Island headquarters and showpiece of the B.C. Electric Company, which at the time was the province's dominant private-sector utility. The B.C. Electric Company Building was significant as a milestone in the careers of its architects, Sharp and Thompson, Berwick, Pratt. It provided their first major opportunity to experiment with new methods in curtain wall technology, preparing the firm for its commission of the company's larger Vancouver headquarters just two years later.



Centennial Square (1963-65), Pandora Avenue

The civic Centennial Square complex, located across Douglas Street from the Royal Bank Building, is recognized for its significant contribution to Victoria's postwar modernist legacy. The arrangement of modern, low-rise buildings around the circular public space represents the state-of-the-art site planning techniques of the mid-century, while the individual buildings each express a distinct and refined architectural vision of contemporary Victoria.

Summary Table

COMPARATIVE ANALYSIS: POSTWAR MODERNISM						
NAME/ADDRESS	DATE	ARCHITECT	VALUES	DESIGN	TECHNOLOGY	STRUCTURE
Odeon Theatre,	1948	H.H. Simmonds	Last remaining historic movie theatre in downtown Victoria. One of the first Streamline Moderne buildings built in Victoria during the postwar era and is an excellent surviving example of this style. Masterwork of architect Simmonds	Conceived as an integral part of the movie-going experience; exuberant signage, curvaceous profile of the facade elements and fashionable detailing such as neon lighting, black vitrolite panelling and terrazzo floors.	Extensive use of modern materials such as Vitrolite, neon, stainless steel, etc.	Use of large open clear spans to enable interior volumes.
CNIB Building, 1609 Blanshard Street	1951	John Di Castri	One of the outstanding examples of the development of a local stream of the Modern movement in Victoria.	Designed to resemble a coastal ferry, the front façade incorporates a rounded window capped by a canopy with curved, upturned edges that visually anchors the building and provides the composition with a strong focal point.	Steel sash windows.	Dramatic cantilevered roof planes.
Bank of Toronto, 630 Yates Street	1951	William F. Gardiner	Seeking to portray itself as progressive through its architecture but cautious in its approach, this early example of Modernism in Victoria is stripped of all classical references.	Restrained modernist design. The corner entrance is a traditional banking-hall feature, topped by the Bank of Toronto's corporate emblem.	Polished aluminum-sash windows.	Not considered structurally innovative.
Main Post Office & Federal Building, 1230 Government Street	1952	P.L. James	A monumental building in the heart of downtown Victoria, the Main Post Office and Federal Building is valued for its impressive architecture, which characterized the prominence and influence of the Federal Government. Initiated in 1947, this was Victoria's largest construction project in the immediate post-war era. Important as the last and largest work of architect James.	Designed in the conservative Modern Classical style, still favoured at the time for federal projects, this building unites the Stripped Classicism of the 1930s with the emerging Modernism of the postwar era.	Not considered technologically innovative.	Not considered structurally innovative.
Ballantyne's Florists, 900-920 Douglas Street	1954	John Di Castri	One of the outstanding examples of the	The angular storefronts and complex geometry	The broad light shelf in each retail unit, which divides	Dramatic cantilevered roof planes.

			development of a local stream of the Modern movement in Victoria. Sophisticated abstract design as embraced by Di Castri in his work of this era.	of the shallow-pitched cantilevered canopies reflect F.L. Wright's contemporary work, as does the use of floor-to-ceiling glazing that provides continuity between the interior and exterior. The forms are kinetic, manipulated in all directions, with elements pushed and pulled in and through the storefronts.	the display windows from the transom, is a functional structure that reflects natural lighting into the vaulted interior spaces.	
B.C. Electric Co. Bldg., 1515 Blanshard Street	1955	Sharp and Thompson, Berwick, Pratt	The B.C. Electric Company Building was the first large-scale Modernist building in Victoria, and a significant early example of Modernist architecture in western Canada. Significant as a milestone in the careers of its architects, Sharp and Thompson, Berwick, Pratt.	The numerous plantings, setbacks, open space, and the use of glass showcase pavilions that enlivened the street level, further marked the progressive and humanist character of the design.	First of the two major B.C. Electric head offices; acted as a testing ground for innovative ideas for the Vancouver head office. One of the first large-scale uses of curtain wall construction in western Canada, incorporating rows of unique aluminum sunshade louvers that screened direct sunlight while reflecting diffuse indirect daylight, an early use of passive solar control.	The clear span design was acclaimed for its functional innovation, providing maximum flexibility for the arrangement of offices and allowing natural lighting to penetrate the interior spaces.
Royal Bank, 1501 Douglas Street	1955	E.P. Warren	Representative of the final manifestation of the traditional banking hall before the electronic revolution.	Clean lines of Modernism for the new building reflects the bank's strategic direction, implying forward thinking and stability.	Use of an aluminum curtain wall.	Not considered structurally innovative.
City Hall Annex, #1 Centennial Square	1963-64	Wade, Stockdill, Armour & Partners	Key component of Centennial Square, one of the earliest urban revitalization and heritage conservation projects in Canada.	Exemplified New Formalism styling, popular for civic construction at the time. Uniting classical traditions such as repetitive arches, bay windows and brick detailing with contemporary materials and methods, City Hall was Victoria's first exemplary example of this historicist influence on Modernism	Aluminum window screens. Large-scale precast concrete panels.	Waffle-slab concrete structure.
Bentall Building, 1060-1080 Douglas Street	1963-64	Dominion Construction (Frank Musson)	One of the first high-rise commercial blocks in downtown Victoria. Classic example of an International Style office tower.	Recalls the design of the revolutionary Lever House in New York, with a curtain wall tower rising from a horizontal podium	Vertical aluminum I-beam extrusions attached to the façade served both decorative and functional purposes by enriching the surface articulation and acting as tracks for window cleaning equipment.	Large-scale use of concrete frame construction.

					Proportions and components of the curtain wall, including aluminum sash extrusions, clear window glass and opaque dark-grey spandrel glass.	
McPherson Playhouse, #3 Centennial Square	1963-65	Alan J. Hodgson	The integration of historic and modern fabric was characteristic of the consistent approach to Centennial Square. One of the most significant modernist projects in Downtown.	A clear separation of new and old elements, demonstrating a sensitive understanding of the heritage context while achieving a bold contemporary design. Winner of an award for design excellence from the AIBC in 1969.	Freestanding entry canopies, large glazed walls.	Dramatic use of cantilevered and concrete.

As outlined in the existing Statement of Significance for the Royal Bank, the following Heritage Values and Character-Defining Elements have been outlined, and are assessed as follows.

HERITAGE VALUES	ASSESSMENT
ARCHITECTURE: "associated with its progressive architectural style which was commonly commissioned by banking institutions in the postwar era. It is valued as one of a small number of commercial structures of the modern international style remaining in downtown Victoria.	As noted above, comparative analysis indicates that although it is one of a small number of such structures, it is modest in architectural aspirations and does not display significant design, technological or structural innovations.
DESIGN: "Designed in the international style by the Royal Bank of Canada's Montreal-based chief architect E.P. Warren... the historic place is a modernist allusion to the nineteenth-century temple bank whose architecture was chosen to convey permanence and stability, and more practically was strong and secure.	Modest example of the work of Warren, with little articulation of the curtain wall as seen in his design for the Vancouver Royal Bank branch at 1489 West Broadway.
DESIGN: "The bold use of a 'colonnade'... is a good example of the International style that revered classicism and yet embraced new technology, materials and constructional capabilities."	Curtain wall is modestly innovative compared to other examples.
DESIGN: "the choice of the clean lines of Modernism for the new building reflects the bank's strategic direction, implying forward thinking and stability." Representative of the final manifestation of the traditional banking hall before the electronic revolution.	Retains vestigial classicism, which precluded truly modernist innovation. Typical of conservative approach to modernism by banks, especially in smaller centres and for smaller branches.

CHARACTER-DEFINING ELEMENTS	MITIGATION ASSESSMENT
Location on a main city street at a busy intersection	New building will assert similar presence
Corner location	Reflected in design of new building
Classical proportion	Reflected in design of new building
Classical elements including base, aluminum colonnade of curtain wall glazing, slender cornice, and recessed central entrance on short elevation.	Reflected in design of new building
Materials of construction including Haddington Island Stone-faced walls and joint pattern, Peribonka (jet black) granite plinth, Verdi Oniciate (green flecked marble); marble recessed entrance canopy.	Will be salvaged for re-use in new building.
Patent (curtain) aluminium glazing comprising wide projecting mullions and slender transoms holding plain glazing, opening lights and moulded aluminium panels.	Moulded aluminum panels will be salvaged for re-use in new building.
Open banking hall on the interior	Will be reflected in the atrium space in the new building.

3.3.1 Conclusion

Based on this overall assessment, the Royal Bank Building at 1501 Douglas Street is not considered one of the best examples or landmarks of the local Modern movement; there are other extant buildings in downtown Victoria that exhibit a more significant response to the postwar context, and possess higher heritage value.

Design: The Royal Bank displays a very conservative approach to modernist design. This was typical of the approach of the banking industry, which valued safe and predictable designs rather than more flamboyant architecture, so that they could project an image of stability that would inspire public confidence. Branch banks especially would employ a clear and rational, but subdued appearance. The Royal Bank Building does not display features that would be considered outstanding examples or motifs of the modernist aesthetic.

Technology/Materials: There are no specific materials or features of the Royal Bank Building that are of superior or innovative quality. The materials are of a typical nature, and the palette of material harkens back to a more traditional rather than a modernist expression. The aluminum curtain wall is of interest, but is not the best local example of the technology.

Structure: There are no innovations evident in the design or construction of the Royal Bank Building.

The Royal Bank Building may therefore be evaluated as a competent and functional example of postwar modernist architecture, but not one of the more significant examples in Victoria or the Capital Regional District.

4. IMPACT OF HERITAGE BUILDING RETENTION ON THE DEVELOPMENT PROPOSAL

4.1 Introduction

The Development Proposal that is the subject of JEL's application for a New Comprehensive Development Zone and a Development Permit reflects the outcome of several years of work on the part of JEL and its design team, led by D'Ambrosio Architecture + Urbanism. A thorough description of the Development Proposal is presented in the letter from JEL to Mayor and Council dated December 9, 2013 in support of the application. The Development Proposal will support the ongoing regeneration of the City Hall area and significantly contribute to recent enhancements in community vitality in the North end of Downtown Victoria. The result will be a building complex and urban landscape that fully supports the objectives contained in the City of Victoria's Official Community Plan, Downtown Core Area Plan and Economic Development Strategy, and advances the Downtown Core's status as the Capital Region's cultural and economic urban centre.

A number of development concepts were evaluated by the design team which incorporated the retention of 1501 Douglas Street, however none were considered viable or conducive to an optimized architectural and urban design solution. It is the belief of JEL and the design team that the Development Proposal for the Site will bring notable benefits to the City of Victoria that would not be realizable in the context of the retention of the existing building at 1501 Douglas Street. It is these benefits which underpin the rationale for the removal of 1501 Douglas Street.

4.2 Design Evolution & Feasibility Studies

Initial feasibility studies explored a number of scenarios that involved the retention of the existing building at 1501 Douglas Street. The purpose of this preliminary investigation was to assess the viability of the intended programmatic and development planning goals for the project in the context of retaining 1501 Douglas Street. Consideration was given to the following:

- Structural and technical integrity of the existing building and the implications of repurposing and re-using it relative to current building codes.
- Functionality of the spaces within and around the existing building in the context of an urban commercial office complex.
- Implications of incorporating the existing structure into the intended structure of the redevelopment.
- Formal and expressive integration of the existing building with the architectural and urban design intentions for the Proposed Development.

The analysis included review of site documentation, plans, relevant reports and statutes and direct observation. Physical design studies were done using digital drawings and modeling. It was determined that the negative impacts and implications resulting from the incorporation of the existing building into the new redevelopment would exceed the value of its retention for the following reasons:

1. The above-grade portion of the building would largely have to be reconstructed to achieve conformance to seismic standards, material contamination limits and building envelope environmental standards. This would likely compromise the spatial qualities of the main banking hall and the aesthetics of the curtain wall.
2. The configuration of the existing structure with its small enclosed spaces, including structurally robust vaults, and large open hall are limiting to circulation and functional planning and would negatively impact the desired program for the Proposed Development. The existing building would have to be largely gutted and thereby turn

the historic preservation approach to one of façade- retention, which, it can be argued, has diminished heritage value. The exterior space implications of leaving the facades in place would compromise the main building entrance, the public open space and the new view corridors and spatial relationship with the City Hall Heritage façade and clock tower that was a principal driver of the massing and design of the Douglas Street frontage.

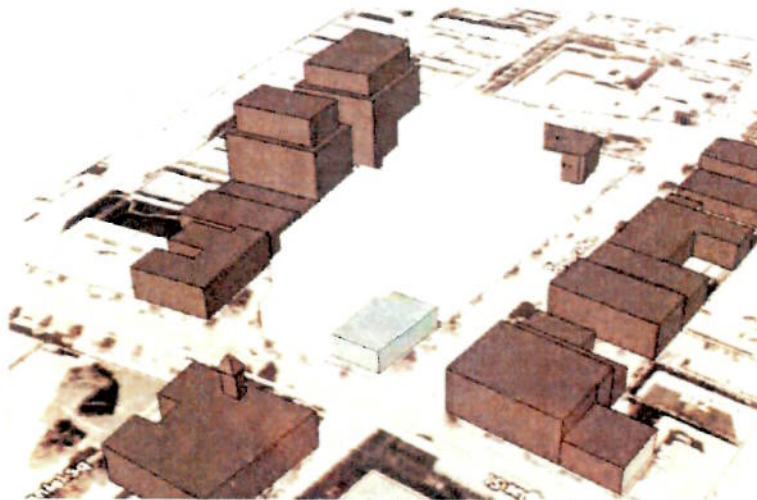
3. The incorporation of the sub-grade structure of 1501 Douglas Street would limit the efficient layout of underground parking and services for the Proposed Development. Further the cost of excavation, shoring, restructuring to seismic standards and configuring the footings and foundations and consequent above-ground portions of the building around the existing structure would impact the viability of the Proposed Development.
4. With the existing building in place, the redevelopment of the site would be significantly different in terms of the floor area, heights and general form and character. The balance of Section 4 discusses the key architectural requirements and features of the building that are facilitated by the removal of 1501 Douglas Street. It is the subjective opinion of the design team that the loss of the registered building will be mitigated by the Proposed Development.

4.3 Impact to Building Massing

Since initial site studies, City Hall has played a significant role in the composition of the Development Proposal. The landmark status of the City Hall building is respected and celebrated architecturally through the orientation of the Phase I building's central axis to the clock tower. The layout of elements for both phases of the Project, their entry points, circulation patterns, and the location of the rotunda, all serve to acknowledge and reinforce the iconic status of City Hall. The Phase I building has been designed so that from the public plaza at the Douglas Street and Pandora Avenue corner and all indoor and outdoor public areas, views of City Hall's clock tower are prominently featured. The Development Proposal has been partially set back from Douglas Street to allow for generous open space on site. This setback affords a spatial and sightline expansion along Douglas Street for the City Hall building and through this emphasis assists in recapturing the historical presence of this section of Victoria's 'Main' Street.

One study involved allocating a greater portion of the density to the Phase II building. The rationale for phasing the development was based on JEL's understanding of market absorption rates and its tolerance for market risk. Increasing the size of Phase II would render it beyond a viable size and exceed JEL's tolerance for economic risk. As such this option was not considered further.

A second line of investigation sought to redistribute the massing of the Phase I building to the Cormorant Street edge of the site, wrapping the proposed structure around the existing building at 1501 Douglas Street and increasing the height of the Phase I building's Northern wing. The resulting height was found to have negative impacts on the contextual fit of the building mass, in particular its relationship to Fairfield Block across Cormorant Street and City Hall's clock tower across Douglas Street.



Redevelopment Feasibility Study of Alternate Massing

View studies confirmed the importance of limiting building heights within the 90-metre special consideration zone around City Hall's clock tower. The proposed 6-storey massing of the Phase I building integrates with the Douglas Street frontage and, when approached from the North or South directions along Douglas Street, allows the clock tower to be visually prominent. The view of the clock tower that is gradually revealed as one travels west along Pandora is made more dramatic by the setting back of the south wing of the proposed new building so that the clock tower and the corner of City Hall is framed over the new Douglas Plaza. None of these contextual sensitivities incorporated into the Development Proposal's massing strategy for the Phase I building would be viable within the context of the retention of the existing structure at 1501 Douglas Street.



View Study with Massing to North of 1501 Douglas Site



View Study with Proposed Massing



View of the Development Proposal Looking Northeast

4.4 Impact to Douglas Pandora Plaza

Both JEL and its architectural design team believe that the priorities of good urban design and compelling architecture hold equal importance in the development of any urban site. Given the historic and social context of this site, special attention has been paid to the planning of open spaces that complement civic spaces such as Centennial Square, historic buildings such as City Hall, and the conditions of all three bounding streets. The proposed massing and network of open spaces have been designed to achieve the objectives set out in the Official Community Plan (July 2012), in particular the following:

8 (c) That new buildings and features contribute to the sense of place in development permit areas and heritage conservation areas through sensitive and innovative responses to existing form and character.

8 (d) That social vibrancy is fostered and strengthened through human scale design of buildings, streetscapes and public spaces.

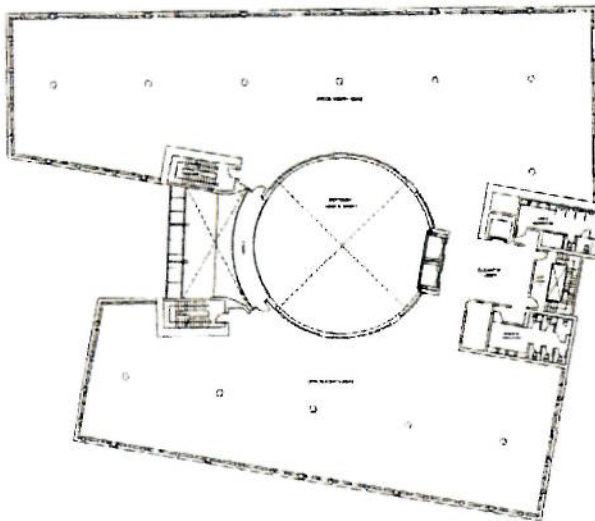
Informed by these objectives, the Development Proposal has established building massing which has been pulled away from the street edge at the corner of Douglas Street and Pandora Avenue to facilitate the creation of a new urban plaza. This newly created urban gathering spot represents the part of the site with the most public and symbolic importance. The creation of this space ensures a prominent visual link to the intersection of two major streets and the historic façade of City Hall. Further, with south-westerly exposure, generous provision of seating areas, extensive landscaping, visual art displays, and the vitality brought about by adjacent restaurant and retail uses, this plaza will be a sunny and comfortable social space. It also provides a location for the enjoyment and appreciation of the architecture of the restored City Hall building and its clock tower. This plaza has been keyed in the Development Proposal so that the open space will enhance and benefit from the vitality of the interior rotunda, adjacent entrance lobby and commercial retail units, and its positioning on one of Downtown Victoria's busiest pedestrian corners. The majority of the footprint of the existing building at 1501 Douglas Street sits on the planned location of this new urban plaza. The aforementioned benefits of this dynamic and civically enhancing open space would be either greatly compromised or unachievable in the context of retention of the existing structure.



Douglas / Pandora Plaza

4.5 Impact to Floor Plate Efficiency and Indoor Environmental Quality

An essential precondition to the viability of the Development Proposal is the ability to offer prospective tenants high quality office space. One of the necessities in fulfilling this requirement is the need for office floor plate sizes to conform to certain minimum dimensions to accommodate standard furniture configurations, facilitate flexibility in space planning, and ensure sufficient penetration of natural light throughout the space. This criterion must be met in order to ensure the functional viability of the Project and without it the project would not proceed. An initial design study referenced in the previous section wherein the massing of the Phase I building was redistributed to the Cormorant Street side of the Site and a taller Northern wing wrapped around the existing building at 1501 Douglas Street would result in floor plate dimensioning which falls well short of meeting the functional office space standards referenced above. Further, the resultant increase in floor plate depths would impair natural light penetration to office areas and in doing so reduce indoor environmental quality and compromise the Project's performance on one of LEED's key criteria.



Floor Plan of Levels 2-6 of the Phase 1 Building

4.6 Impact to the Phase I Rotunda

One of the most notable design features of the Development Proposal is the dramatic interior rotunda in the Phase I building. The approximately 400 m² open space in the centre of Phase I is a unique design feature made possible through the spatial relation and floor plate dimensioning of the North and South office wings on floors 2 through 6 of the Phase I building. Similar to the Atrium at 800 Yates Street, this area is envisioned to be an indoor gathering place for building occupants, visitors and the public at large. It will be provisioned with high quality materials,

extensive seating areas, interface with adjacent commercial / retail areas, and allow abundant natural lighting through a dramatic skylight above and a glazed façade looking West showcasing a new viewpoint of City Hall's clock tower. In addition to its ordinary course use as a gathering spot and community hub, it will also serve as a venue for arts, cultural, and non-profit events during evenings and weekends, and in doing so contribute to the enhancement of Downtown Victoria's cultural offerings. The spatial configuration of the office floor plates requisite for the creation of this new indoor gathering area for the downtown community would not be possible in the context of the retention of the existing building at 1501 Douglas Street.



View from the Rotunda Interior

4.7 Impact to Overall Project Viability

In October of 2011, Victoria City Council endorsed the document titled Growing Business in BC's Capital City: Victoria's Economic Development Strategy. It describes the importance of maintaining and enhancing Downtown Victoria as the business and employment centre for the Capital Region:

There are some aspects of the regional economic base that are best suited to the urban core. These include government headquarters, major office-based specialized business services, specialty retail, major arts/culture facilities, and large components of the tourism sector. Although some types of office use are appropriate in regional town centres, the City should remain the region's Downtown.

JEL and its affiliates currently own and manage multiple commercial office and retail properties in the Central Business and Historic Commercial Districts of Victoria and believe strongly in the importance of downtown Victoria as the economic heart of the Capital Region. Its objective in the Development Proposal is to respond to the specific needs of high quality office and retail tenants in terms of location, floor space optimization and flexibility, natural light, indoor environmental quality, amenities, and well appointed outdoor space, and to do so in a manner that is enhancing to the Project's community context.

The Development Proposal responds to these objectives and accordingly, it is anticipated that the Project will be able to attract an array of high quality office and retail tenancies which will in turn contribute towards securing the Downtown Core's position as the vibrant cultural and economic centre of the Region. It is anticipated that the office premises will house over 1,400 workers at completion and the ground level retail uses will bring enhancing amenities to the neighborhood and serve as a catalyst for positive street front vitality. A number of critical preconditions to this anticipated usage pattern, including floor plate optimization, natural light, indoor environmental quality, well appointed outdoor space, and responsiveness to community context, would be compromised by the retention of the existing building at 1501 Douglas Street.

5. MITIGATION STRATEGIES

JEL is proposing a number of mitigation strategies to appropriately commemorate the architectural legacy of 1501 Douglas Street. In addition to the postwar modernist design influences incorporated in the architecture of the Development Proposal, specific strategies involving public education initiatives surrounding post-war modernist architecture and the selected re-use of noteworthy materials from the existing 1501 Douglas Street building have been considered. To inform consideration of these mitigation strategies, JEL engaged Donald Luxton & Associates to provide an independent opinion on suitable opportunities for mitigation. Additional mitigation measures were added at the suggestion of the City of Victoria's Heritage Planning Staff.



Royal Bank Building, 1960

The Modernist Royal Bank Building at 1501 Douglas Street features character-defining elements that will be salvaged and reused in the new development on the site. These elements include the polished granite along the base and in the recessed front entrance, the Haddington Island andesite cladding and the decorative aluminum spandrel panels. Other materials from the existing building will be investigated with the intention to reuse and incorporate interesting and meaningful historic elements in the architectural composition of the new building.

5.1 Salvage and Re-Use Strategies

The key character defining materials including the peribonka black granite, Verdi Onicate marble, Haddington Island Andesite and the fluted aluminum panels have been identified for salvage and reuse in the new development. An inventory of materials on the building has been compiled and Ralmax Development Inc. has done a site investigation to evaluate appropriate assumptions to be used in determining the amount of material that can be successfully salvaged. Appendix E provides a full report on material re-use including inventories and locations where materials are to be reused. All salvaged granite, marble, andesite and aluminum panels are anticipated to be reused in the new development.

5.1.1 Peribonka Black Granite

One of the design elements of 1501 Douglas is the polished black peribonka granite entry portal and curb-walls at the street level. The granite will be salvaged and reused, in combination with the Verdi Onicate marble, to line the new entrance portal fronting the 1515 Douglas Plaza. The salvaged granite will be repurposed as custom designed seating in the new plazas on Douglas Street and Pandora Avenue; at the corner of Douglas and Pandora, the new benches will be arranged along the line of the existing building as a way to commemorate and make a physical link with the history of the site. Additional custom bench / bicycle storage elements will incorporate the salvaged granite into the Cormorant Street end of the Through-Block Walkway, at the eastern portion of the site. Of the existing 51 pieces of black granite, 47 will be re-used in the new development (anticipated salvage rate 95%).



5.1.2 Verdi Onicate Marble

The marble panels at the 1501 Douglas entrance will be repurposed, in combination with the black granite panels, to form the interior walls of the new 1515 Douglas Plaza entrance portal. Of 9 existing pieces, 8 will be re-used (anticipated salvage rate 95%).



5.1.3 Haddington Island Andesite Stone

The Haddington Island andesite stone panels represent a character-defining feature of the Modernist building. The salvaged stone panels will be reused in the seating / planter walls of the new complex at the 750 Pandora Plaza. Taking advantage of the varying shapes and thicknesses of the material, the andesite blocks will form a patterned accent wall adjacent to the main 750 Pandora entrance. Of 294 existing pieces, 192 will be re-used in these plaza features (anticipated salvage rate 65% due to the extent of damage in the existing condition).



5.1.4 Aluminum Panels

The decorative aluminum spandrel panels located on top of the curtain walls will be salvaged and re-used to make decorative wall features in the new ground floor bicycle rooms. The panels will be placed on the wall above the bicycles, so that they are visible to the exterior and reference the original placement of the panels at the upper spandrels. Of 33 existing panels, 31 will be re-used in the new project (anticipated salvage rate 95%).



5.1.5 Salvage and Storage Plan

The granite, marble, andesite stone, aluminum spandrel panels and other character defining materials will be removed by hand and appropriate measures will be taken to respond to how the material is fastened to the existing structure. Ralmax Developments will be responsible for this scope of work. When salvaging commences Ralmax has indicated that the first pieces removed for each material will be units that are already damaged or in the worst condition allowing them to optimize their removal procedure on the poorer pieces. Once removed the materials will be inventoried and placed on pallets which will be shrink wrapped. If any materials require additional protection it will be provided. The materials will be moved to a secure and dry Quonset hut owned by the developer on Hunt Road in Cordova Bay.

Once construction progresses to the appropriate stage the materials will be relocated back to the site. Should there be any excess material (on or off site) the applicant will prominently advertise the availability of material for a period of not less than twelve months or the time when the material has been claimed, whichever is less. Both the Times Colonist and websites such as Craigslist shall be utilized for the purpose of making the public and development community aware of the availability of architectural fabric for their appropriate re-use. Preference will be given to recipients who will reuse the material in a heritage context.

5.2 Educational Opportunities

As part of the proposed mitigation strategy, an educational component is proposed that will heighten public awareness of the value of postwar modernist architecture, and contribute to the public dialog about its contribution to our understanding of Victoria's ongoing urban development. This exhibit is proposed as having an exhibit and speaker component that would engage the public in a meaningful way, to *exhibit*, to *provoke* and to *dialog*. Although unusual within the context of new development, it is not unique, and is an innovative way to promote public engagement. An example of an architectural exhibit is the current *Gesamtkunstwerk* exhibit in Vancouver that is being sponsored by Westbank as part of the Vancouver House development. Although directly tied to the new development, it is specifically being prohibited from acting as a marketing tool, and has been independently curated.

<http://gwerk.ca/>

From a never-before publicly-shown Arthur Erickson 1955 sketch that set the agenda for Vancouverism, to renderings, models and videos illustrating the most adventurous building here in years, the Gesamtkunstwerk exhibition explores the thinking behind contemporary city-building. The show opens up the design, context and background of Vancouver House to public understanding with powerful visuals and commentary, showing how "Total Design" can transform contemporary condo living through the synthesis of art, architecture, interiors, urbanism and energy with public-mindedness. "Gesamtkunstwerk" was a new word in German used by composer Richard Wagner in the mid-19th century, then adopted by Le Corbusier and the Bauhaus architects in the 1920s as re-making the world through "Total Design"—the integration of all of the creative arts and all scales of designs, "From teaspoons to cities" according to Walter Gropius. This is the only word that adequately describes the intentions by BIG as architects and Westbank as developers for their Vancouver House development, with its ground-breaking organic forms in concrete, glass and copper, its re-thought interiors and apartment appointments, its integration into the skyline, its tapping into Westbank's new "Creative Energy" district energy system, its inspiring public art by Rodney Graham, and its creation of significant new public spaces for the enjoyment of all Vancouverites.

The project Heritage Consultant, Donald Luxton, and an independent specialist Curator will develop an exhibit on Modern Architecture in Victoria to be informed by the source material contained in "Modernism in Victoria 1945-1975" (Donald Luxton & Associates, July 2006); including bank buildings such as the Bank of Toronto Building (630 Yates Street) and the Bank of Nova Scotia (1301 Douglas/702 Yates Street). The exhibit could be held in the rotunda of the new

building over a two-week period, or alternatively, could be held in conjunction with the University of Victoria and presented at their Legacy Gallery, located in the modernist Bank of Toronto Building. In addition, the exhibit will include a minimum of two presentations, from experts on Victoria's modernism such as Allan Collier, Martin Segger and/or Donald Luxton. At the end of the exhibit, the assembled materials will be offered to the University of Victoria, and any other organization requested by the Senior Heritage Planner, for their future use. The educational event described above will occur within one-year of an occupancy permit being issued for 1515 Douglas Street.

Should the Senior Heritage Planner prefer, as an alternative to the Postwar Modernist educational exhibit described above, the Developer will make a \$15,000 donation to either the Victoria Civic Heritage Trust or the Victoria Heritage Foundation to form a dedicated fund to pursue public education regarding Victoria's modernist legacy. The Senior Heritage Planner could provide direction to the selected group on how the funds are to be utilized.

5.3 Commemorative Signage

JEL will provide commemorative interpretive signage to highlight the site's history and evolution. The exact locations and designs of this signage will be finalized in conjunction with the detailed design of the exterior art and furnishings package, however it is anticipated that a minimum of two installations will be located in the public plazas. Signage will be displayed in such a way that the 'story' of the site's history will be discovered and encountered as part of the composition of the open space as opposed to being presented as 'add on signage'. The installation will include explanatory text about the history and evolution of the architecture and urban design of the block, including archival imagery of some of the more notable buildings that have come and gone from the site. The text will be professionally written to inform and raise awareness of how the city grows and redevelops, and how this affects the character and shape of the City. The installation will be made of or incorporate some of the materials salvaged from the existing buildings.

5.4 Compilation of Building Documentation

JEL has assembled two collections of documentation for 1501 Douglas Street. The first was a DVD submitted with the original application which included scans of original architectural and engineering drawings and professional photographic documentation. A complete list of materials included on the DVD can be found in Appendix D. As part of the resubmission a second building documentation package has been compiled according to heritage conservation standards by Donald Luxton and is attached in Appendix D. Both these documentation packages form a permanent record for the building. In addition a building condition report can be found in Appendix C.

5.5 Design References

The design of the Proposed Development seeks to support the appreciation and promotion of the architectural heritage of Victoria through a number of strategies.

The new buildings and open spaces have been consciously designed to interact with and enhance the presence of the neighboring restored Heritage façade of City Hall and the historic clock tower. The planimetric axis of the tower has been extended and used as the generative geometric device for the central spaces of the entire block. This space forms a view corridor through the new complex with a public plaza, the main entrance, a six-storey glass wall and interior traversing pedestrian bridges. This is the major east- west axis of the proposed rotunda atrium space between the north and south wings of the Phase 1 building and ultimately terminates at the main atrium lobby of the Phase 2 tower. This special treatment will be a significant enhancement of the urban setting of City Hall providing exceptional spatial settings and viewpoints. The new buildings and open spaces will emphasize the importance of formal harmony and historic continuity in this downtown precinct.

Within the context of the neighborhood and as a gesture to the site's heritage and evolution it was deemed appropriate that the Proposed Development should be a contemporary interpretation of postwar modernist architectural ideas, including the expression of structural systems, free plans,

orthogonal planes and lines, authentic material expression, and respect of function. Further it is felt the Proposed Development will demonstrate the evolving architecture and urban form of downtown Victoria. By embracing modernist tenants, this project reflects the legitimacy of 20th century architectural heritage and represents a departure from the influence of neo-classical, 18th and 19th century precedents that have dominated references in new development in Victoria.

One notable departure from this approach is the Proposed Development's relationship to lot lines at the corner of Douglas and Pandora. As is characteristic of modernist buildings, the existing building places solid walls at the lot line along Pandora. In contrast, the Proposed Development is set back to create a wider and more gracious covered pedestrian walkway and retail frontage. Along Douglas Street the Proposed Development is set back further than 1501 Douglas Street to create the sunny public plaza described above. This open space allows views and spatial deference to City Hall from Pandora as well as facilitating a natural public access route to the entrance plaza of the Phase 1 Building. This deviation from the literal recreation of the existing physical conditions at the corner facilitate the accommodation of contemporary and site specific considerations, deference to City Hall and the clock tower, public amenity spaces and urban fit. On this basis it is justified that the design for the Proposed Development be different from that of the existing structure.

6. Conclusion

Those involved in the development of an urban site are entrusted with an important civic responsibility. It is expected that beyond the economic interests of private development there should be an interest in the betterment of the community by way of improvements to the urban condition. A development that is socially, economically, and ecologically sustainable contributes to both the success of private development and the quality of life of the city's inhabitants. JEL and its design team have endeavored to balance these priorities in the design of the Development Proposal.

JEL, with input and advice from both heritage and architectural professionals have determined that the viability of the Development Proposal would be critically compromised if 1501 Douglas Street were to be retained and as such are requesting permission to remove the building. By removing 1501 Douglas Street, the Phase I building is able to incorporate its dramatic interior rotunda area, the office floor plates on the upper levels can be optimized for user efficiency and environmental performance, visual deference to City Hall from Pandora Avenue and Douglas Street is facilitated, and a dynamic public plaza on the Southwest corner of the Site can be created. We believe that these resultant benefits, along with the more holistic contributions of the Development Proposal to the City of Victoria adequately offset the loss of 1501 Douglas Street.

JEL is also proposing a number of mitigation strategies to appropriately commemorate the architectural legacy of 1501 Douglas Street including materials re-use, the provision of a building documentation package to the City of Victoria, a public education initiative on post-war modernist architecture, the creation of new site lines that celebrate the historic value of City Hall and the Clock Tower and the heavy incorporation of modernist influenced design elements in the architecture of the Development Proposal. It is our hope that the Project will make a significant contribution to Victoria's architectural heritage and will itself be a publicly cherished building well into the future.

Appendix A: Committee of the Whole Report November 1, 2007

CITY OF VICTORIA

Committee of the Whole Report

Date: November 1, 2007 **From:** Steve Barber, Senior Heritage Planner
Planning & Development Department

Subject: Proposed Additions to the *Heritage Registry*
Downtown Examples of the Modern Movement

Executive Summary

The City of Victoria *Heritage Registry* currently identifies over 200 downtown buildings of heritage significance dating back from the earliest history of Victoria in the 1860s up to the 1930s. However, there has been no research or identification of heritage resources from the post-war period 1945-1975. Architecture from this period is often described as the "Modern Movement", growing out of the international style founded in Europe in the 1920s and 1930s by architects such as Le Corbusier, Walter Gropius and Mies van der Rohe. There are a number of examples of Modern Movement architecture in Downtown Victoria which have architectural, historical and social significance.

Committee of the Whole considered a staff report on this issue on October 5, 2008 and adopted a motion to consider eleven properties representing the Modern Movement for addition to the *Heritage Registry* and to undertake a consultation process with the affected owners. This process is now complete. The majority of affected owners are opposed to this action.

Recommendation:

1. That Council schedule a non-statutory public hearing to consider the addition of the properties listed in this report to the *Heritage Registry* and to allow affected property owners and other interested stakeholders an opportunity to address Council.
2. That Council adopt the following resolution:
That City Council endorse the principle of recognizing the heritage significance of the Modern Movement in Victoria as described in the Statement of Significance by Don Luxton & Associates, July 2008.
3. That, following the public hearing, and pursuant to Section 954 of the *Local Government Act*, City Council adopt a resolution to add the following properties to the *City of Victoria Heritage Registry*:
 - 637 Bay Street – Bay Street Hydro Substation
 - 1018 Blanshard Street – City Brokerage Building
 - 1515 Blanshard Street – B.C. Electric Company Building
 - 1609 Blanshard Street – CNIB Building
 - #1 Centennial Square – City Hall Annex
 - 912 Douglas Street – Ballantyne's Florist Building
 - 1080-80 Douglas Street – Bental Building
 - 1501 Douglas Street – Royal Bank Building
 - 1230 Government Street – Main Post Office and Federal Building
 - 630 Yates Street – Bank of Toronto Building
 - 780 Yates Street – Odeon Theatre Building

Respectfully submitted,

Steve Barber
Senior Heritage Planner
Community Planning Division

Mark Hornell, Manager
Community Planning Division

Deb Day Director
Planning & Development
Department

1. Purpose

The purpose of this report is to:

1. Provide City Council with information on the heritage significance of the Modern Movement in Victoria's urban development from 1945 to 1975;
2. Report on the results of the consultation process with affected property owners for the proposal to add eleven properties representing Modern Movement architecture in Downtown Victoria to the *Heritage Registry* and to conclude the process.

2. Background

Committee of the Whole considered a staff report on this issue at its meeting of October 5, 2006 and passed the following motions:

Councillor Charlayne Thornton-Joe moved it be recommended to Victoria City Council:

1. That the following properties be considered for addition to the *Heritage Registry*:

- B.C. Electric Company Building, 1515 Blanshard Street
- The City Brokerage Building, 1018 Blanshard Street
- Main Post office and Federal Building, 1230 Government Street
- City Hall Annex, 1 Centennial Square
- Bentall Building, 1060-1080 Douglas Street
- Bank of Toronto Building, 630 Yates Street
- Ballantyne's Florists 912 Douglas Street
- Odeon Theatre, 780 Yates Street

2. That a meeting be convened with the property owners and interested stakeholders to establish a consultation process.

Councillor Madoff moved that City staff complete a study on the following buildings to ascertain whether they could be added to the City of Victoria Heritage Registry and report to Committee of the Whole:

1. The CNIB Building; and
2. The Bay Street Hydro Substation.

CARRIED 06/648

Councillor Madoff moved that City staff complete a study on the Royal Bank Building on the corner of Pandora and Douglas Streets to ascertain whether or not this building could be added to the City of Victoria Heritage Registry and report to Committee of the Whole:

OPPOSED: Councillors Holland, Hughes and Young
CARRIED 06/647

Consultation Process

Property owners were notified by mail and subsequently contacted by telephone, meetings and e-mail. In addition, a meeting was held with a number of representatives of the development industry at the request of the Urban Development Institute. This included UDI, the Victoria Real Estate Board, the Greater Victoria Chamber of Commerce and University of Victoria Properties. Correspondence was received from a number of these organizations expressing concerns regarding the proposal. (See Attachment A). A number of property owners have also submitted correspondence. (See Attachment B). With the exception of the owner of 637 Bay Street, all property owners are opposed to the proposal to add their properties to the *Heritage Registry*. Correspondence has also been received from representatives of St. Andrew's Presbyterian Church regarding the proposed addition of 912 Douglas Street and expressing concern this

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would interfere with a potential redevelopment of the site they are considering in partnership with Westbank Developments. (See Attachment C).

The following responses were received:

637 Bay – Bay Street Hydro Substation	Supported	See letter dated June 15, 2007
1018 Blanshard – City Brokerage Building	Opposed	See e-mail dated September 26, 2007
1515 Blanshard – BC Electric Company Building	Opposed	See letter dated May 4, 2007
1609 Blanshard Street CNIB Building	Opposed	Telephone conversation with owner
#1 Centennial Square – City Hall Annex	Opposed	See letter dated October 9, 2007
912 Douglas Street – Ballantyne's Florist Building	Opposed	Telephone conversation September 17, 2007
1060-80 Douglas Street – Bentall Building	No position	Telephone conversation September 18, 2007 *
1501 Douglas Street – Royal Bank Building	Opposed	See letter dated February 26, 2007
1230 Government – Main Post Office and Federal Building	Opposed	See letter dated June 12, 2007
630 Yates Street – Bank of Toronto Building	Opposed	Telephone conversation September 14, 2007
780 Yates Street – Odeon Theatre Building	Opposed	

*A spokesperson for the Royal Bank advised that the bank would not submit a written response as the policy was to no comment on local political issues.

3. *Issues/Analysis*

Senior Government Properties

- The building at 1515 Blanshard Street is owned by the Province of BC and the building at 1230 Government Street is owned by the Government of Canada. As senior levels of government, they are not legally bound by municipal regulations. However, past practice has been for the City of Victoria to add properties owned by senior levels of government to the *Heritage Registry* in order to monitor future actions which may impact their historic character.

Impact on Property Values

- The view has been expressed by a number of organizations that adding these properties to the *Heritage Registry* will have a negative impact on the property values. It should be noted that there are approximately 200 heritage buildings in Downtown Victoria, many of which have been successfully rehabilitated for retail, office, hotel and residential uses, assisted by the City of Victoria financial incentive programs. The City of Victoria added approximately 82 buildings to the *Heritage Registry* in 1990 following a review of the Downtown Heritage Inventory. Many of these properties have been successfully rehabilitated, e.g. the Vogue Apartments – 1450 Government Street, the Monaco Apartments – 1401 Government Street and the A-Channel – 1420 Broad Street. Circumstances will vary with each property, but the *Heritage Registry* allows City Council to consider the important heritage values of the community when evaluating proposals for new development. Further, the character of Victoria's Old Town is a valuable tourist asset supporting an industry that generates over a billion dollars annually in revenues. Listing on the *Heritage Registry* allows the City to negotiate alternative solutions in cases of redevelopment which still allows for the heritage conservation concerns to be addressed. One example is the Sussex Place development which incorporated the façade of an important 1936 Art Deco hotel into a new mixed-use retail and office development. It

should also be noted that several of the Modern Movement examples are of such a size and scale that they are not likely candidates for redevelopment, e.g. the Bentall Building – 1060-1080 Douglas Street, B.C Electric Company building – 1515 Blanshard Street and the Main Post Office building – 1230 Government Street.

Legitimacy of Post-War Heritage

Victoria's history did not stop in 1945. While substantial resources have been committed to preserving historic commercial, institutional and residential buildings from the Victorian, Edwardian and Arts-and-Crafts styles, there has been little effort or recognition of more recent examples of our historical development, such as Art Deco, Art Moderne or Modern Movement styles. There is also recognition in the community that heritage conservation needs to encompass a broader range of values, including cultural, social, spiritual, aesthetic and scientific values. The concerns expressed by the Urban Development Institute and the Victoria Real Estate Board focus primarily on the economic values and redevelopment potential of affected properties. This issue must be acknowledged but should be balanced with the broader concerns of the community for the preservation of the recent past.

4.a. Options

- (A) That Council decline the recommendation of staff and not add the properties to the *Heritage Registry*. In certain cases, this may lead eventually to the demolition of the building and a loss of heritage value to the community.

Pros:

- Acknowledges position of property owners
- Avoids any potential claims for financial compensation which may result if Council adopts a heritage designation bylaw to prevent demolition.

Cons:

- Possible loss of significant modern heritage landmarks
- No opportunities to negotiate alternative solutions which might preserve some of these examples from demolition.

- (B) 1 That Council schedule a non-statutory public hearing to consider the addition of the properties listed in this report to the *Heritage Registry* and to allow affected property owners and other interested stakeholders an opportunity to address Council.
- 2 That Council adopt the following resolution:
- That City Council endorse the principle of recognizing the heritage significance of the Modern Movement in Victoria as described in the Statement of Significance by Don Luxton & Associates, July 2006.
- 3 That pursuant to Section 954 of the *Local Government Act*, City Council adopt a resolution to add the following properties to the *City of Victoria Heritage Registry*:
- 637 Bay Street – Bay Street Hydro Substation
 - 1018 Blanshard Street – City Brokerage Building
 - 1515 Blanshard Street – B.C. Electric Company Building
 - 1609 Blanshard Street – CNIB Building

- #1 Centennial Square – City Hall Annex
- 912 Douglas Street – Ballantyne's Florist Building
- 1060-80 Douglas Street – Bental Building
- 1501 Douglas Street – Royal Bank Building
- 1230 Government Street – Main Post Office and Federal Building
- 630 Yates Street – Bank of Toronto Building
- 780 Yates Street – Odeon Theatre Building

Pros:

- Provides opportunities to negotiate solutions when modern buildings are threatened with demolition (e.g. Sussex Place)
- Enables the utilization of heritage management tools and incentives which can assist in the preservation of important modern landmarks as part of the history and identity of Victoria
- The public hearing allows an opportunity for other stakeholders and interested citizens to voice their opinion on this issue.
- Broadens the scope of Victoria's heritage program and provides a more comprehensive view of Victoria's social and architectural history

Cons:

- Opposition of property owners
- In some cases, precludes sites from opportunities for redevelopment
- May affect property value

4.b. Resource Impacts

There may be impacts on the City's financial resources in the future if a heritage designation required compensation or, through the provision of financial incentives such as grants or tax exemption to encourage rehabilitation.

4.c. Conclusions/Recommendations

Staff recommends that Council adopt Option (B) as outlined above.

- Victoria's heritage preservation program has a demonstrated track record of balancing the interests of heritage property owners with preservation concerns. A concerted program of financial incentives, both grants and tax exemptions, has resulted in substantial voluntary private investment in heritage building rehabilitation which has benefited both the individual property owner and the community at large.
- Efforts to preserve Modern Movement examples of Victoria's history are consistent with both national and international precedents in this field. These include DOCOMOMO International, an international organization active in 33 countries, dedicated to bringing the significance of the Modern Movement to the attention of public authorities and to advocate for its preservation. In the United States there have been major conferences such as "Preserving the Recent Past" in Washington in 1995 and national publications such as the National Park Service's *Guidelines For Evaluating and Nominating Properties That Have Achieved Significance In The Past Fifty Years*. In 2006, the World Monuments Fund launched "Modernism At Risk" to focus efforts to preserve modern landmarks through a combination of advocacy, public education and architectural conservation

It is important to understand that the proposal is to add these properties to the *Heritage Registry*. The *Heritage Registry* is simply a monitoring tool that allows the City an opportunity to review any proposed actions which would affect the property. By itself, it does not restrict any actions proposed by the property owner. Should a property be proposed for demolition, Council would need to enact a Heritage Designation Bylaw to preserve a building. The *Local government Act* provides protection for the property owner in Section 969, which provides that where a heritage designation causes a reduction in market value, the municipality must provide compensation to the property owner.

While the City's policy is to try to ensure the property owners' agreement with listing on the *Heritage Registry*, Council has, in the past, added properties to the *Heritage Registry* despite landowner objections. In 1990, Council added approximately 42 properties in the Downtown to the *Heritage Registry* over the registered opposition of the owners. In May 2002, City Council added seven schools to the *Heritage Registry* despite the opposition of the School Board. In the 1970s, City Council designated a number of Downtown churches and houses throughout the City despite owner objections. Given the significant redevelopment pressures on downtown properties, staff recommends the immediate listing of these buildings in order to provide Council with preservation options in the future.

5. Recommendation

1. That Council schedule a non-statutory public hearing to consider the addition of the properties listed in this report to the *Heritage Registry* and to allow affected property owners and other interested stakeholders an opportunity to address Council.
2. That Council adopt the following resolution:
That City Council endorse the principle of recognizing the heritage significance of the Modern Movement in Victoria as described in the Statement of Significance by Don Luxton & Associates, July 2006.
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 - 1060-80 Douglas Street – Bental Building
 - 1501 Douglas Street – Royal Bank Building
 - 1230 Government Street – Main Post Office and Federal Building
 - 630 Yates Street – Bank of Toronto Building
 - 780 Yates Street – Odeon Theatre Building
6. **List of Attachments**
 - A. Letters from other stakeholders
 - B. Letters from affected property owners
 - C. Letters from St. Andrew's Presbyterian Church
 - D. Photos
 - E. Maps
 - F. Statement of Significance of the Modern Movement
 - G. Statements of Significance of each property

Appendix B: Existing Statement of Significance - 1501 Douglas Street

The following is the existing Statement of Significance for 1501 Douglas Street.

Name of the Historic Place: Royal Bank Building

Address: 1501 Douglas Street, Victoria

Date of Construction: 1955

Architect: E.P. Warren, in collaboration with Wade, Stockdill & Armour

Description of the Historic Place

The historic place is a one-storey, flat-roofed, international style stone, aluminum and glass bank opposite Victoria City Hall in Victoria's downtown.

Heritage Value of the Historic Place

Built in 1955 for the Royal Bank of Canada, the value of the building is associated with its progressive architectural style which was commonly commissioned by banking institutions in the post war era. It is valued as one of a small number of commercial structures of the modern International style remaining in downtown Victoria.

Designed in the International style by the Royal Bank of Canada's Montreal-based chief architect E.P. Warren (with construction supervised by local architects Wade, Stockdill, and Armour), the historic place is a modernist allusion to the nineteenth-century temple bank whose architecture was chosen to convey permanence and stability, and more practically was strong and secure.

The bold use of a 'colonnade' of aluminum curtain wall – a distant echo of the encircling colonnade – is a good example of the International style that revered classicism and yet embraced new technology, materials and constructional capabilities.

Built in 1955, and replacing a modest Classical 'temple-fronted' bank building on the adjacent lot to the north (a fragment of which survives), the choice of the clean lines of Modernism for the new building reflects the bank's strategic direction, implying forward thinking and stability. Built in an age of banking prosperity when many financial institutions consolidated their historical cache, the Royal Bank chose to engage the post-depression consumer with an icon of the modern age. The Royal Bank of Canada's Douglas Street branch is also representative of the final manifestation of the traditional banking hall before the electronic revolution.

Character-Defining Elements

Key elements that define the heritage character of the Royal Bank Building are its:

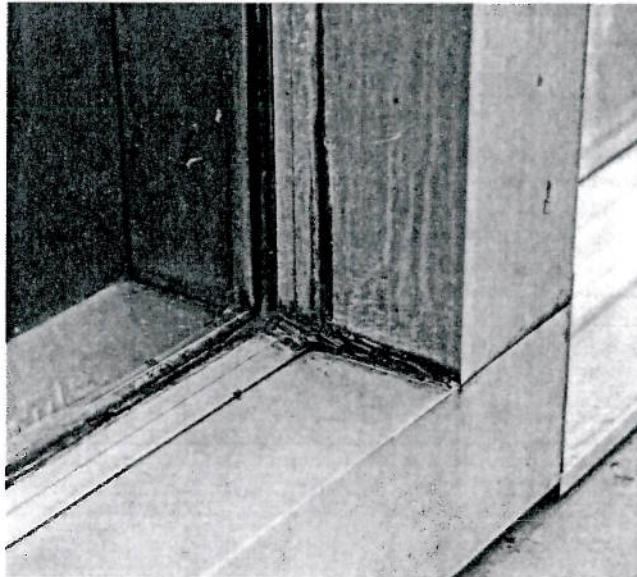
- location on a main city street at a busy intersection;
- corner location;
- classical proportion;
- classical elements including base, aluminum 'colonnade' of curtain wall glazing, slender cornice, and recessed central entrance on short elevation;
- materials of construction including Haddington Island Stone-faced walls and joint pattern, Peribonka (jet black) granite plinth, Verdi Onicate (green flecked black) marble recessed entrance canopy;
- patent (curtain) aluminum glazing comprising wide projecting mullions and slender transoms holding plain glazing, opening lights, and moulded aluminum panels; and
- open banking hall on the interior.

Appendix C: Condition Assessment of 1501 Douglas Street

Introduction

The subject building at 1501 Douglas Street is named in the Heritage Registry of the City of Victoria. Built in 1955, it is categorized as an example of Post-war Modernist Architecture. Photo-documentation and a visual, non-invasive investigation of the condition of the building, the former home of the Royal Bank of Canada branch, was undertaken in the autumn of 2013. The Statement of Significance extant with the Register was consulted and a review of the condition of identified heritage features, the structural system and the building envelope was conducted. Physical inspection and review of the original drawings were carried out in order to identify and record the nature and extent of changes from the original so that the building could be thoroughly documented prior to deconstruction.

The review revealed a varying degree of material quality, with a number of components exhibiting excellent potential for salvage and reuse.



Aluminum and glass curtain wall with caulking on the west facade

Condition of character-defining elements

The Statement of Significance 1501 Douglas Street lists its character-defining elements as:

- *location on a main city street at a busy intersection*
- *corner location*
- *classical proportion*
- *classical elements including base, aluminum 'colonnade' of curtain wall glazing, slender cornice, and recessed central entrance on short elevation*
- *materials of construction including Haddington Island Stone-faced walls and joint pattern, Peribonka (jet black) granite plinth, Verdi Oniciate (green flecked black) marble recessed entrance canopy*
- *patent (curtain) aluminum glazing comprising wide projecting mullions and slender transoms holding plain glazing, opening lights, and moulded aluminum panels*
- *open banking hall on the interior*

The curtain wall is a local example of this type of glazing system. The aluminum mullions between glazing units, although oxidized, appear to be in good condition. Connections between glazing units and the aluminum mullions have been heavily caulked at various times. There is evidence of past water ingress into the aluminum curtain wall system increases likelihood of there being corrosion of the enclosed steel structural members. The window system consists of single-pane glazing units secured into the curtain wall by aluminum stops on the interior. The aluminum mullions are not thermally broken and because the thermal break is integral to the mullion extrusion, the entire curtain wall system would have to be replaced to meet current building envelope and LEED certification standards.

The structure of the building is a combination of: concrete foundations; plaster-enclosed steel columns at the basement and main level; exposed steel columns, girders, and beams at the roof level; precast structural concrete plank floor and roof decks. The building appears plumb from most angles with minor mortar cracking and misalignment in the upper portion of the rear brick wall. No corrosion was apparent on the exposed surfaces of the steel members in the roof attic. The condition of the basement foundation walls indicates that the foundations and structure of the building appear stable. The structural system design relies on a welded and bolted steel framework, arranged in a column-and-beam skeletal system with wide spans. The structure would not meet current seismic standards and would require significant modifications that likely would diminish the characteristic open banking hall, mezzanine support and curtain wall design.

Steel structural column, girder, and beam between the roof and finished ceiling



The exterior stone façade includes a black granite base and an andesite cladding. The surfaces of these elements appear to be in a condition that would allow their re-purposing once deconstructed even if the attachment hardware behind is discovered to be faulty or under-designed relative to current standards (which is likely). Brickwork at the east façade appears intact with the exception of one section of bricks 3 to 4 feet from the parapet on the easternmost wall, that appear to be shifting and separating at the mortar joints. Here there is moss growth,

indicating water ingress. At the east facade, caulking at the sills and aluminum mullions between the curtain wall and brick is deteriorated. In some sections the parapet flashing has been surface screwed and caulked in a haphazard repair. There is evidence of water penetration between flashing sections. The coping beneath the flashing along the roof parapet is misaligned. The performance level of exterior wall insulation is well below current standards.

Mechanical systems of the building, including a foundation- draining sump pump and gas-fired boiler, appear to be in working order. Although no testing was undertaken to verify these observations, the basement appears to be dry and free of mold and it is likely that pipes are wrapped in material with asbestos content.

Survey of Materials

A common feature incorporated into the facades of bank buildings of colonial Victoria is that of the granite base. Granite, among the hardest and strongest of stones, was used historically as a foundation system and exposed at ground level to indicate the strength of the building's base. As structural steel and concrete systems evolved, the use of granite at the building's base became increasingly decorative and symbolic. The facades of both the existing bank buildings have polished granite panels as a cosmetic feature.

Interior finishes; lighting components appear to be in serviceable condition, however they would likely not meet current code and energy standards.

Special elements such as the bank-vault doors in the existing building could be interesting artifacts and may be able to be re-purposed as historic artifacts, although they are no longer functional and do not represent architectural heritage value.

Appendix D: 1501 Douglas Street Building Documentation Record

Included with this report is the separate booklet "1501 Douglas Street, Victoria Archival Documentation – April 2014" prepared by Donald Luxton & Associates Inc.. The documentation listed below can be found on the attached DVD.

Architectural Blueprints (1955) - E.P. Warren, Architect and Edward J. Gilbert, P.Eng.

- Basement Plan
- Ground Floor Plan
- Mezzanine Plan
- Roof Plan
- Banking Room Ceiling Plan
- Elevations
- Details No.1
- Details No.2
- Sections 1
- Sections 2

Electrical Blueprints (ca. 1955) - E.P. Warren, Architect and Edward J. Gilbert, P.Eng.

- Electrical Basement Plan Flow Diagram
- Electrical Ground Floor Plan & Legend
- Electrical Main Ceiling Layout and Mezzanine Plan

Foundations Engineering Blueprints (1956) - A.B. Sanderson and Company Ltd. Consulting Engineers

- Foundations (1 of 2)
- Foundations (2 of 2)

Mechanical Blueprints (ca. 1955) - E.P. Warren, Architect

- Mechanical Basement Plan
- Mechanical Ground Floor Plan
- Mechanical Mezzanine Plan

Structural Blueprints (1955) - Dominion Bridge Co. Limited

- Anchor Plan
- Ground Floor Framing
- Mezzanine Floor Framing
- Roof Framing

Vault Design Blueprints (1955) - Sundries Vaults

- Concrete Vault Details
- Vault Cupboard Details

Architectural Drawings for Building Renovation (1991) - Peter H. Neijmeijer, Architect

- Renovations 1 of 2
- Renovations 2 of 2
- Renovations HVAC and Plumbing

Architectural Blueprints for Adjacent Building, known as 'Building on Douglas + Cormorant' (ca.1930) - C. Elwood Watkins, Architect

- Building Elevations
- Building Plan and Elevations

Building Photographs

- Aerial and Satellite Imagery (2013)
- Building Elevation Photos (2013)
- Building Detail Photos (2013)
- Interior Detail Photos (2013)
- Historical Building Photo (1960)

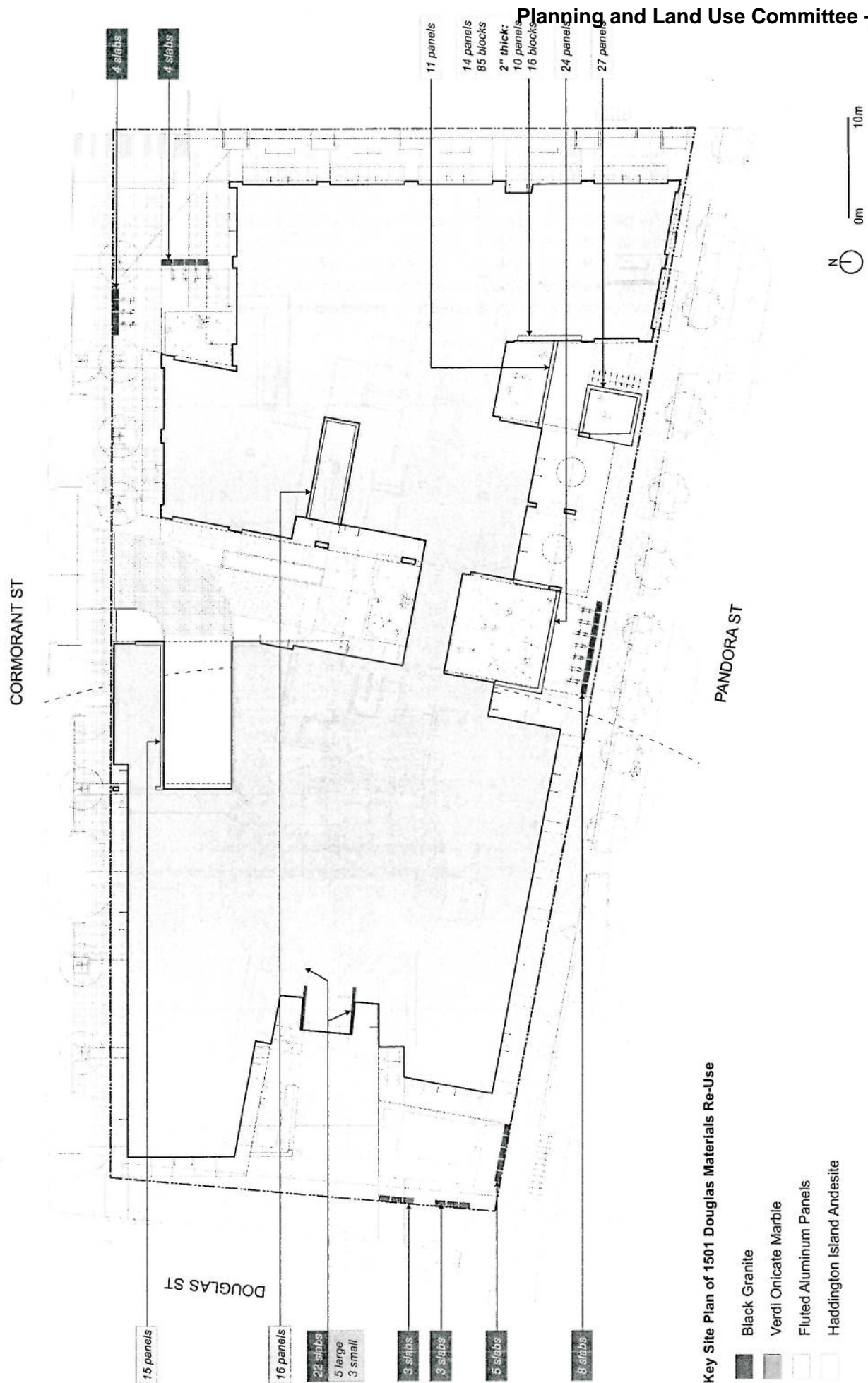
Appendix E: Material Re-Use

Salvage and re-use of materials

The Modernist Royal Bank Building at 1501 Douglas Street includes period-defining elements that can be salvaged and reused in the new project. These include the granite and andesite stone cladding as well as decorative aluminum spandrel panels. The proponents have been advised on the anticipated salvage rates for each of these materials by a demolition contractor with specialized expertise. Taking into account anticipated breakage and excluding materials that are already damaged, the amounts of each material that are expected to be available for re-use are as follows: granite 95%, marble 95%, andesite 65% and aluminum 95%. The original locations of these materials are illustrated in the annotated building elevations below:



The following pages illustrate the proposed locations of the salvaged materials (refer to Key Site Plan of 1501 Douglas Materials Re-Use) and the detailed design concepts for each material. This report demonstrates re-use of approximately 95% of the Peribonka granite and Verdi Onicate marble panels, 65% of the andesite panels and 95% of the fluted aluminum panels.

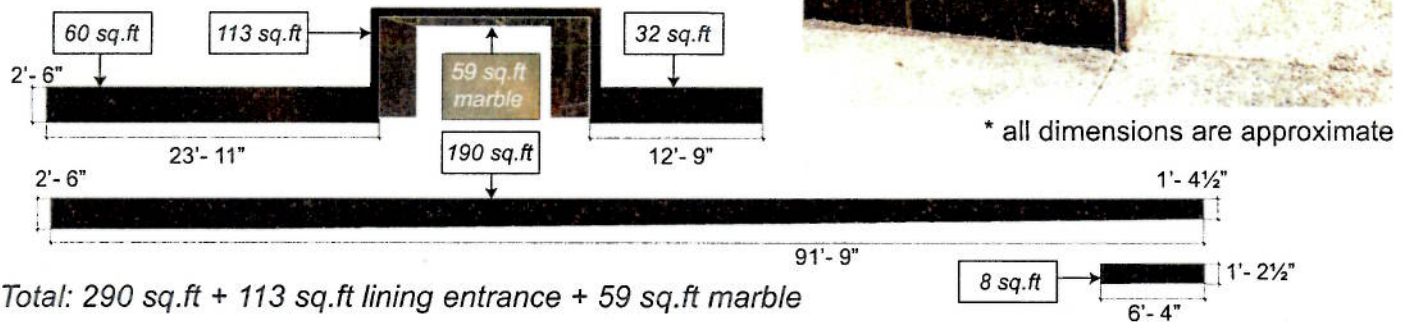


Black Granite & Marble

The polished black Peribonka granite will be salvaged and reused, in combination with the Verdi Onicate marble, to line the new entrance portal fronting the 1515 Douglas Plaza. The salvaged granite will also be repurposed as custom designed seating in the new plazas on Douglas Street and Pandora Avenue; at the corner of Douglas and Pandora, the new benches will be arranged along the line of the existing building as a way to commemorate and make a physical link with the history of the site. Additional custom bench / bicycle storage elements will incorporate the salvaged granite into the Cormorant Street end of the Through-Block Walkway, at the eastern portion of the site. Of the existing 51 pieces of black granite, 47 will be re-used; of 9 existing marble pieces, 8 will be re-used (anticipated salvage rate 95% for these materials).



Inventory:



Typical Panels:

3'-10" wide x 2'-6" tall x 4" thick



Total: 34 panels (31 anticipated re-use)

Panels from Entrance Portal (8" thick):

3'-2" squares, 2'-7" squares, and 2'-7" x 1'-5" rectangles



Total: 5 large squares (4 anticipated re-use) + 6 small squares + 6 rectangles

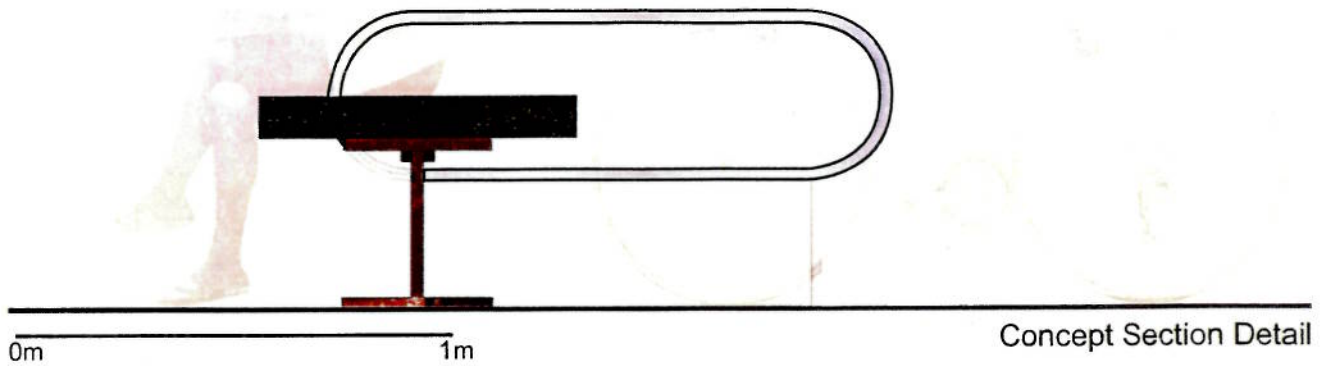
Marble Panels from Entrance Portal (7/8" thick):

2'-5" wide x 3' tall, 3'-6" wide x 9" tall

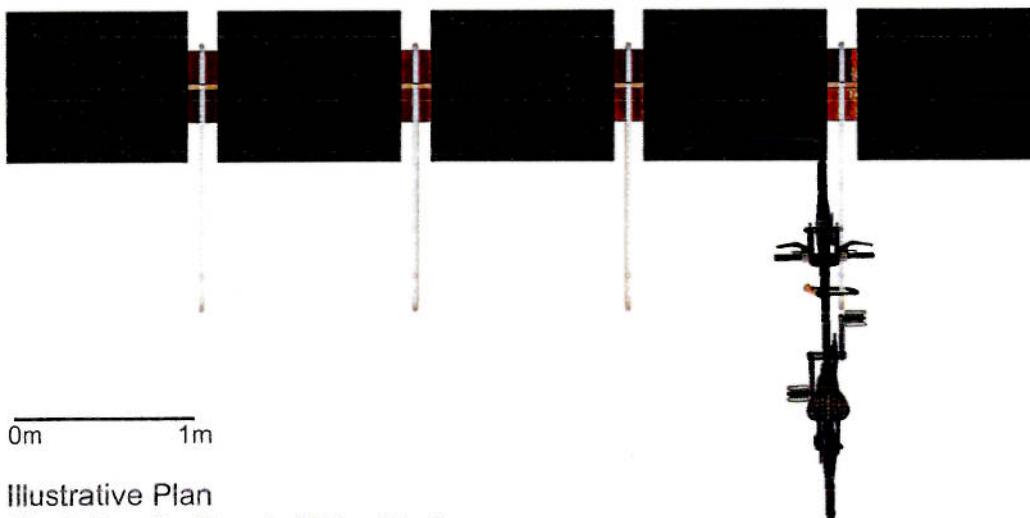


Total: 6 large panels (5 anticipated re-use) + 3 small panels

[greyed panels indicate allowance for damage etc.]



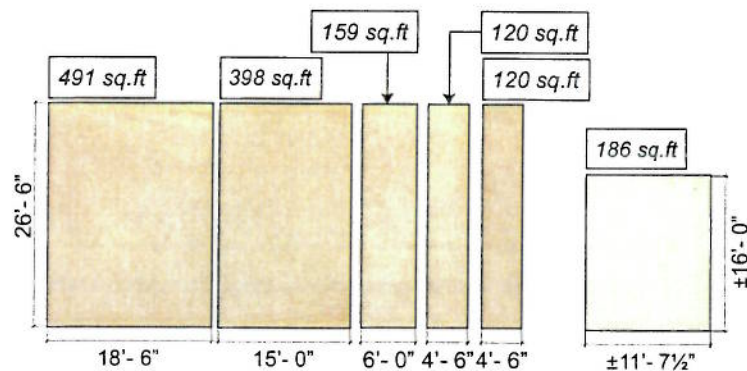
Illustrative View



Haddington Island Andesite

The salvaged Haddington Island andesite stone panels will be reused in the seating / planter walls of the new complex at the 750 Pandora Plaza. Taking advantage of the varying shapes and thicknesses of the material, the andesite blocks will form a patterned accent wall adjacent to the main 750 Pandora entrance. Of 294 existing pieces, 192 will be re-used in these plaza features (anticipated salvage rate 65% due to the extent of damage in the existing condition).

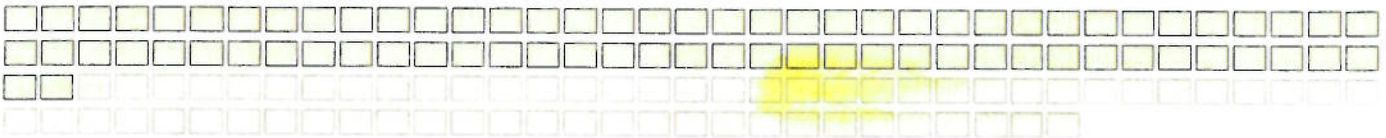
Inventory:



Total: 1288 sq.ft + 186 sq.ft of 2" depth

Typical Panels:

2'-3" wide x 3'-0" tall x 4" thick



Total: 140 panels (76 anticipated re-use)

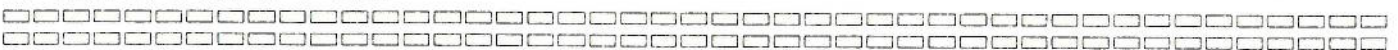
Thin Panels (2" thick):



Total: 20 thin panels (10 anticipated re-use)

Typical Blocks:

27" wide x 8" tall x 4" thick



Total: 108 blocks (90 anticipated re-use)

Thin Blocks (2" thick):

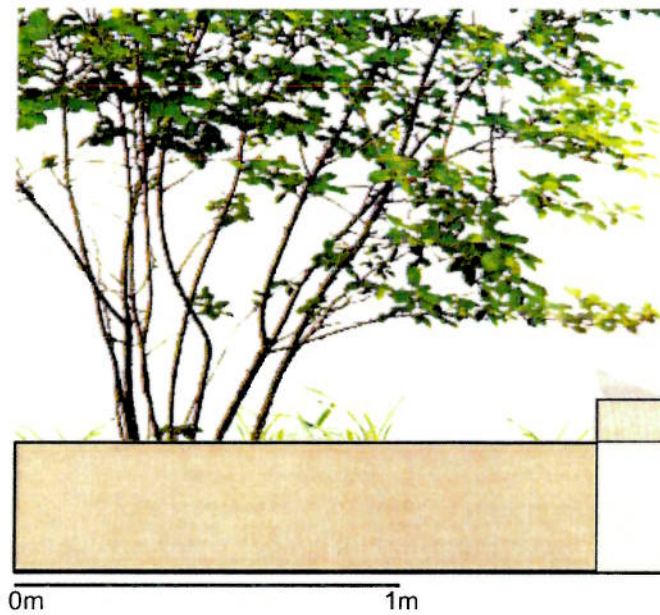


Total: 26 thin blocks (16 anticipated re-use)



* all dimensions are approximate

[greyed panels indicate allowance for damage etc.]

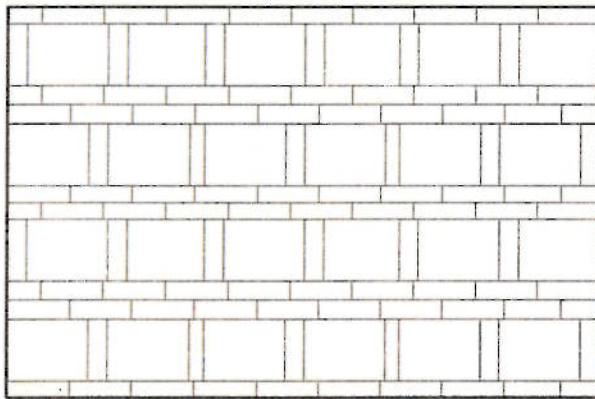


Integrated Re-use / Re-purposing:
Used to face the planter box benches at the Pandora entrance.

Cladding of a full-height feature wall at the Pandora entrance.

0m 1m

Illustrative Elevation



Wall Cladding:

4" panels: 14
2" panels: 10

4" blocks: 85
2" blocks: 16

Concept sketch showing pattern of stone panels applied to exterior wall

0m 1m



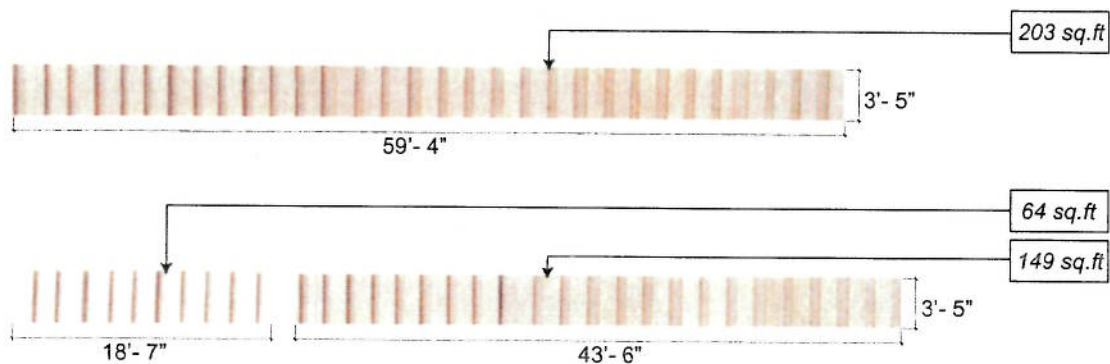
Illustrative View

The decorative aluminum spandrel panels located on top of the curtain walls will be salvaged and re-used to make decorative wall features in the new ground floor bicycle rooms. The panels will be placed on the wall above the bicycles, so that they are visible to the exterior and reference the original placement of the panels at the upper spandrels. Of 33 existing panels, 31 will be re-used in the new project (anticipated salvage rate 95%).



* all dimensions are approximate

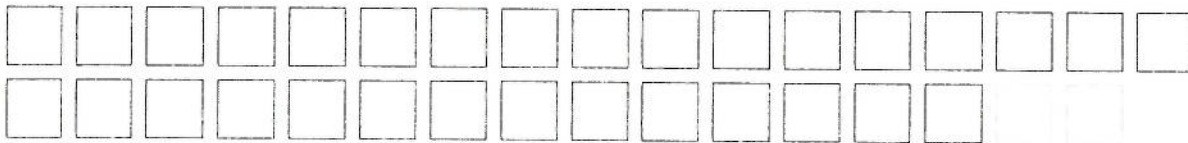
Inventory:



Total: 416 sq.ft

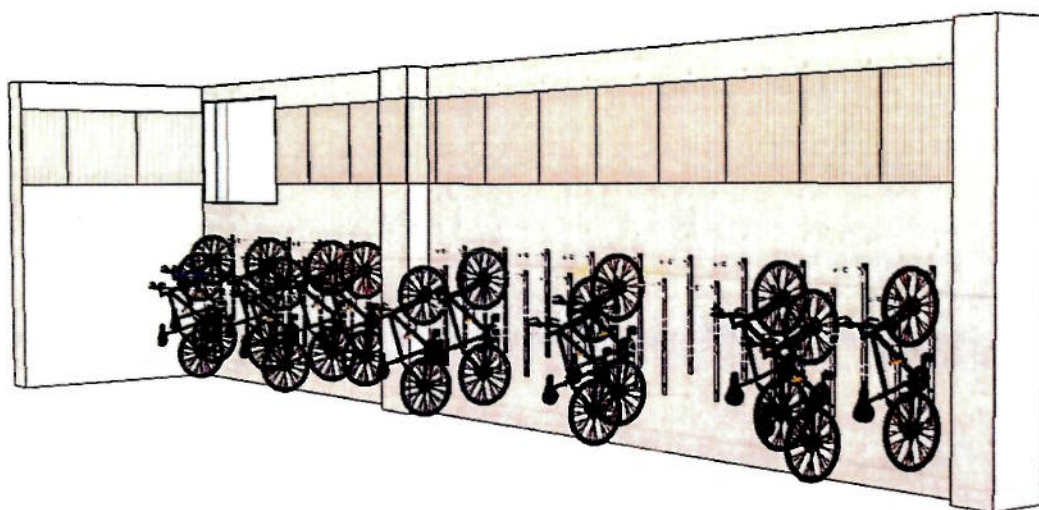
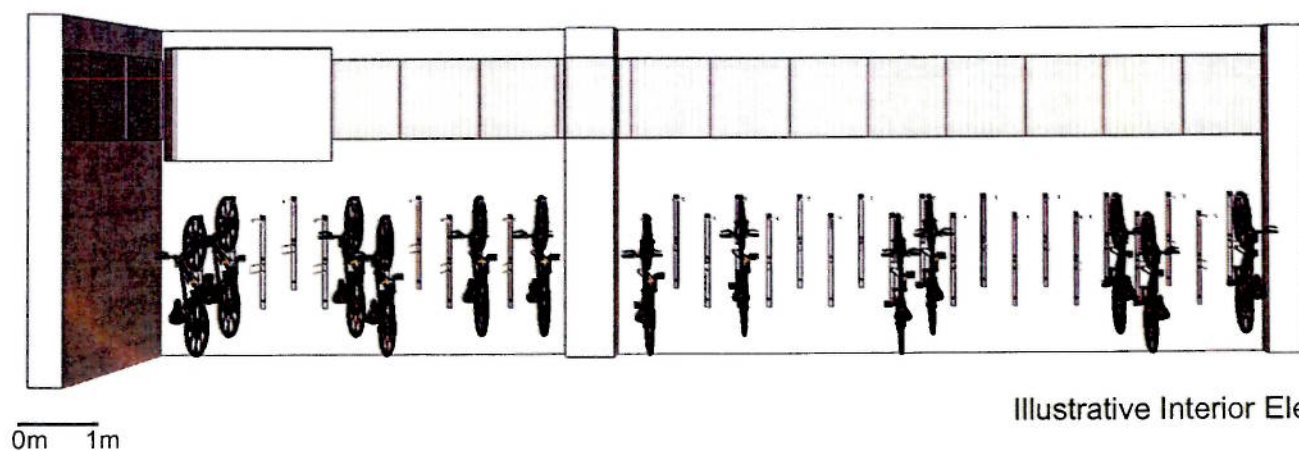
Typical Panels:

3'- 5" wide x 3'- 5" tall



Total: 33 (31 anticipated re-use)

[greyed panels indicate allowance for damage etc.]





Sustainability Narrative

1515 Douglas Street

Prepared for:

Jawl Enterprises Ltd.
Suite 100 – 3350 Douglas Street
Victoria, BC, V8Z 3L1

c/o D'AMBROSIO architecture + urbanism
2960 Jutland Road
Victoria, BC V8T 5K2

Developed by:

Integral Group
Suite 180 - 200 Granville Street
Vancouver, BC V6C 1S4

Project No: 13-1862-_01

November 21, 2013

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1. OVERVIEW**1.1 Specific Policies**

The City of Victoria requires that new developments design in accordance with Green Building Indicators, laid out in their August 2012 document for Development Permits.

1515 Douglas Street is a two phase development undergoing review with the City of Victoria and as such must meet the requirements set out therein. This document addresses those elements relating to green building and sustainable development in the context of Victoria's development requirements and process.

Phase I is a six-story, 110,000 sq. ft. office building located at the Douglas Street end of the site. This phase also includes two stories of underground parking which will serve the entire site. Phase II is a 175,000 sq. ft., thirteen-story office tower located at the east end of the site.

Phase I completion is approximately scheduled for June 2017, with a 30-month construction period. Phase II has a 24-month construction schedule and may be separate from Phase I. Both buildings will pursue LEED Gold Core and Shell certification separately. As design progresses, review is being carried out regarding the possibility of achieving LEED Platinum through shared resources and a LEED Campus approach.

2. SITE SELECTION AND DESIGN**2.1 Community, Access and Existing Infrastructure**

1515 Douglas Street is a well served and well connected site in the downtown of Victoria, BC. Utilising existing infrastructure and building in an area with prior community connections and density is an important element of sustainable design and integration.

The site is well connected to nearby bus routes, cycle routes and will incorporate strategies such as electric vehicle charging and on-site changing facilities for cyclists.

2.2 Nature

Access to and integration with natural elements is an important part of any holistic design process. The development at 1515 Douglas aims to provide additional green space not currently present in the downtown area. On-street planting will be incorporated along with rooftop planting to maximize natural elements whilst reducing heat gains from solar radiation. Planting and increased pervious surfaces will also aid in stormwater retention strategies.

Native and adaptive planting will be sourced since these provide multiple benefits including the best habitats for local flora and fauna, reducing maintenance & irrigation as well as integration with the existing landscape. Additional benefits include improved views from surrounding high rise buildings, an improved street level experience as part of urban design and superior air quality.

3. ENERGY**3.1 Building Envelope and Form**

A window to wall ratio of approximately 60% will be examined as a component of a highly efficient façade allowing sufficient day-lighting to reduce internal lighting loads, whilst offering high thermal performance. Building orientation has been examined to determine the optimal exposure in order that solar gains are reduced.

Internally, a suspended ceiling with high emissivity will serve to better reflect light internally, thus reducing lighting energy required. We are also exploring having this suspended ceiling provide radiant heating and cooling to building occupants, providing a high degree of thermal comfort, while using low-intensity energy sources.

The design of this building aims to target energy cost savings in the region of 26% above current building practices.

Triple-glazing will be explored as a façade element, given the strong energy savings and thermal comfort offered by such a system.

3.2 Energy Sources and Mechanical Systems

The project's mechanical systems will focus on recovery of waste heat as a primary energy source for heating. Central exhaust air heat recovery and heat recovery from the municipally-mandated sewage detention tank will provide a base level of heating capacity. An air-to-water heat pump and/or geo-exchange heat pump plant will provide cooling and a secondary source of heating. A high-efficiency gas-fired condensing boiler will serve as back-up.

A central plant will allow energy use between the buildings to be efficiently managed by diversifying heating and cooling loads. On-site renewable energy production is undergoing investigation with the possibility of solar PV or solar thermal water heating to supplement energy from the regional grid.

3.3 Operational Reductions

Measurement and Verification is a valuable tool for the ongoing operations and flexibility of the building and detailed metering will be provided to tenants and owners. Metering allows occupants take ownership of their energy use and promotes an engaged owner-tenant interaction.

4. WATER RESOURCE MANAGEMENT**4.1 Water Fixtures**

Low volume flush and flow fixtures will be used as part of this project to reduce demand on municipal system for potable water. This also serves to reduce heating demand for domestic hot water.

Specifically in the area of flush fixtures, water reduction and re-use will be targeted. A cistern will be included on site to handle the large volumes of water retained during the design storms. Retention of this water will allow for its use later in low quality applications such as on-site irrigation and sewage conveyance (flushing).

Grey water harvesting will be explored should supplementary demand for potable water be required.

4.2 Stormwater Infiltration

Dealing with stormwater on site and through methods such as permeable surfaces, infiltration and planting is the first preferred approach to stormwater management. Rainwater capture as part of a larger integrated site stormwater management strategy will be examined also. This will further reduce the impact of site development and expansion on the municipal sewage conveyance systems, which we understand is a specific concern of the City of Victoria.

5. MATERIALS AND WASTE**5.1 Construction Waste Management**

The existing site buildings are proposed to be demolished in order to allow for development of a larger, more adaptable and energy efficient office building – improving the commercial rental market in the area.

Construction and demolition waste will be sorted and recycled where facilities exists with a target of total waste diversion to be approximately 95% (by weight).

Select materials from existing buildings will also be evaluated for re-use potential.

5.2 Materials

Materials with high recycled content shall be sourced along with local procurement (regional materials) where possible in accordance with LEED credit strategies as part of MRc4 and MRc5.

Another sustainable use of resources may include the purchasing of FSC certified wood, a program promoting and regulating sustainable forestry management.

6. INTERIOR COMFORT & HEALTH**6.1 Construction & Finishes**

A comprehensive Indoor Air Quality (IAQ) management plan will be implemented during construction protecting both trades people and future occupants from harmful chemicals and particles. In addition materials containing low levels of Volatile Organic Compounds (VOCs) and products with no added urea-formaldehyde will be used for finishings. As a final measure in this regard a building flush-out or IAQ testing will be carried out to ensure levels of any known toxic chemicals are below the thresholds determined by the CaGBC.

6.2 Ventilation

Ventilation air will be provided via overhead distribution to displacement style ceiling mounted diffusers. This gives displacement style air quality but without the need for a raised floor. CO2 sensors will be used to measure the quality of indoor air and ensure sufficient ventilation for optimal occupant comfort and health.

6.3 Controls, Comfort & Daylight

Providing sufficient occupant controls such as those for lighting, ventilation and heating allows for an enhanced occupant experience, increased productivity and greater adaptability of buildings as well as tenant longevity. It also helps reduce energy use by focusing energy where needed, e.g. when one occupant on a floor works late.

Natural daylight is also one of the key design decisions that most benefits occupants of an office building, not just reducing electrical lighting loads but enhancing the users experience of a space.

7. INNOVATION AND DESIGN**7.1 Education**

Through an integrated resource package, on-site educational components such signage, real time data on energy consumption and development information booklets will be made available highlighting the sustainable building elements incorporated into the buildings at 1515 Douglas Street.

7.2 Cleaning & Chemicals

As part of ongoing operations a green house-keeping procedure will be implemented. This will serve to reduce occupants' exposure to chemicals as well as related environmental impacts through disposal and release of toxins into water systems.

Another measure in this regard is the implementation of low-mercury lighting which reduces environmental toxins and exposure of operations staff to such hazardous material.

7.3 Exemplary Performance

As per LEED credit strategies outlined in the CaGBC LEED 2009 rating system, exemplary performance shall be targeted under specific credits – most notably SSc7.1 – 100% Underground Parking and WEc3 – Increased Water Savings.

We trust this addresses the concerns of the City of Victoria with regard the green building parameters, in order that this development meet requirements as determined by the City.

INTEGRAL GROUP



Shane O' Hanlon, B. Eng., LEED AP BD+C
Sustainability Advisor

SOH/soh
Document4



Talbot Mackenzie & Associates

Consulting Arborists

December 6, 2013

Jawl Enterprises Inc.
3350 Douglas-Street – Suite 100
Victoria, BC, V8Z 3L1
Attn: Robert Jawl

Re: 1515 Douglas Street

Assignment: Inventory the municipal trees that border the proposed re-development of the property 1515 Douglas Street property. Provide recommendations to mitigate impacts to the tree to be retained.

Methodology: 15 municipal trees bordering the 1501-1517 Douglas Street properties were inventoried, and information such as tree species, size(dbh), protected root zone(prz), critical root zone(crz), approximate height (meters), health and structural condition, relative tolerance to construction impacts and general remarks and recommendations was included in the attached tree resource spreadsheet.

Observations: It is our understanding that all trees onsite and on municipal property are to be removed, with the exception of municipal English oak #15, which is to be retained and it may also be possible to retain municipal Ash #1.

Mitigation of impacts:

The barrier fencing specifications are as follows:

Where possible, the fencing should be erected at the perimeter of the critical root zone. As the majority of the critical root zone of English oak #15 is covered by asphalt/concrete, barrier fencing may only be necessary to protect the trunk of the tree. The barrier fencing to be erected must be a minimum of 4 feet in height and constructed of solid material or flexible safety fencing that is attached to wooden or metal posts. If a flexible fencing material is used, the top of the fencing must be secured to the posts by a board that runs between the top and bottom of these posts with cross bracing across the panels. The fencing must be erected prior to the start of any construction activity on site (i.e. demolition, excavation, construction), and remain in place through completion of the project. Signs should be posted around the protection zone to declare it off limits to all construction related activity. The project arborist must be consulted before this fencing is removed or moved for any purpose. Portable construction fencing may be used for the outer portion of the protection zone (ie. where it runs along the property boundaries). This fencing must be secured in place so it cannot be moved during the construction period and posted with signs indicating a tree protection area. The portion of fencing that is located on the municipal boulevard or runs along the municipal frontage must conform to the municipal specifications that require:

.../2

Box 48153 RPO Uptown
Victoria, BC V8Z 7H6
Ph: (250) 479-8733 ~ Fax: (250) 479-7050
Email: treehelp@telus.net

December 6, 2013

1515 Douglas Street

Page 2

- 0.6 metres between the fencing and the curb to provide for opening of car doors
- 0.3 metres of clearance between the fence and the edge of a sidewalk within a grass boulevard.

Excavation: Some excavation may be required within the critical root zone of English oak #15 for the proposed building footprint. Excavation within the critical root zone of English oak # 15 must be performed under the supervision of the project arborist. If significant structural roots are encountered during excavation, we may recommend that this tree be removed. Any proposed excavation must take into account any necessary cut slope or working room that may be required. Ideally all excavation should be located outside of the critical root zone that has been defined.

Blasting and rock removal –If areas of bedrock are encountered, the blasting to level these rock areas should be sensitive to the root zones located at the edge of the rock. Care must be taken to assure that the area of blasting does not extend into the critical root zones beyond the building and road footprints. The use of small low-concussion charges, and multiple small charges designed to pre-shear the rock face, will reduce fracturing, ground vibration, and reduce the impact on the surrounding environment. Only explosives of low phytotoxicity, and techniques that minimize tree damage, are to be used. Provisions must be made to store blast rock, and other construction materials and debris, away from critical tree root zones.

Servicing: At this time there are no proposed services shown on the plans provided, We recommend that any new services, be located outside of the critical root zone defined for English oak #15.

Pruning: Although we have not seen the proposed building design at this time, English oak #15 is located where we do not anticipate it requiring any pruning that could not be resolved using standard pruning practices.

Please do not hesitate to call us at 250-479-8733 should you have any further questions. Thank you.

Yours truly,

Tom Talbot & Graham Mackenzie
ISA Certified, & Consulting Arborists

Encl. – Tree Resource Spreadsheet, key to headings in resource table, barrier fencing specifications, site sketch.

.../3

Box 48153 RPO Uptown
Victoria, BC V8Z 7H6
Ph: (250) 479-8733 ~ Fax: (250) 479-7050
Email: treehelp@telus.net

Disclosure Statement

Arborists are professionals who examine trees and use their training, knowledge and experience to recommend techniques and procedures that will improve the health and structure of individual trees or group of trees, or to mitigate associated risks.

Trees are living organisms, whose health and structure change, and are influenced by age, continued growth, climate, weather conditions, and insect and disease pathogens. Indicators of structural weakness and disease are often hidden within the tree structure or beneath the ground. It is not possible for an arborist to identify every flaw or condition that could result in failure nor can he/she guarantee that the tree will remain healthy and free of risk.

Remedial care and mitigation measures recommended are based on the visible and detectable indicators present at the time of the examination and cannot be guaranteed to alleviate all symptoms or to mitigate all risk posed.

Box 48153 RPO Uptown
Victoria, BC V8Z 7H6
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Email: treehelp@telus.net

06/12/2013

**TREE RESOURCE
for
1515 Douglas Street**

Tree #	d.b.h. (cm)	PRZ	CRZ	Species	Crown Spread(m)	Approximate Height(m)	Condition Health	Condition Structure	Relative Tolerance	Remarks / Recommendations
1	23	4.1	2	ash	7.0	10.0	Fair	Fair	Good	Trunk wounds, grafted.
2	28	5.0	3	ash	4.0	8.0	Fair	Fair	Good	Bark damage, possible canker.
3	19	3.4	2	ash	4.0	7.0	Fair	Fair	Good	Canker, large pruning wounds.
4	25	4.5	3	ash	8.0	11.5	Fair	Good	Good	Small tearouts.
5	23	4.1	2	ash	7.0	10.0	Fair	Fair	Good	Basal wound, canker, dieback.
6	13	2.3	1	ash	3.0	9.0	Fair	Fair	Good	Basal wound, trunk canker.
7	70	12.6	7	ash	8.0	15.0	Fair	Fair	Good	Graft, branch canker, dieback.
8	38	6.8	4	ash	6.0	10.0	Fair	Fair	Good	Graft, branch canker, dieback, pruning wounds.
9	83	14.9	8	ash	12.5	12.0	Fair	Fair	Good	Graft, branch canker, dieback, pruning wounds.
10	22	4.0	2	Gallery pear	5.0	9.0	Fair	Fair	Good	Growing in planter, co-dominant tops.
11	19	3.4	2	ash	9.0	10.5	Fair	Fair	Good	Small tearout, included bark.
12	21	3.8	2	Gallery pear	6.0	9.0	Fair	Fair	Good	Growing in planter.

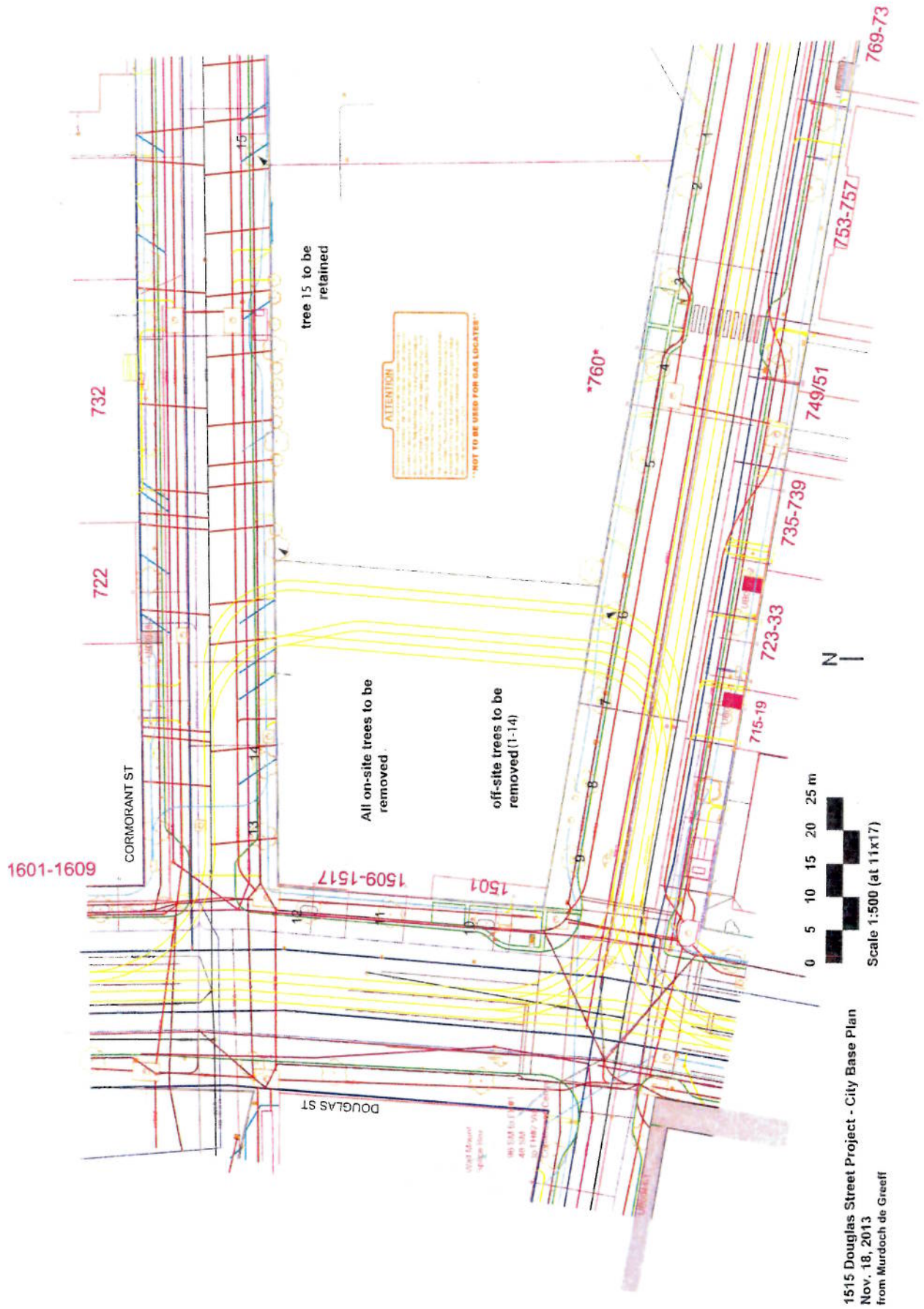
Prepared by:
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 Fax: (250) 479-7050
 email: Treehelp@telus.net

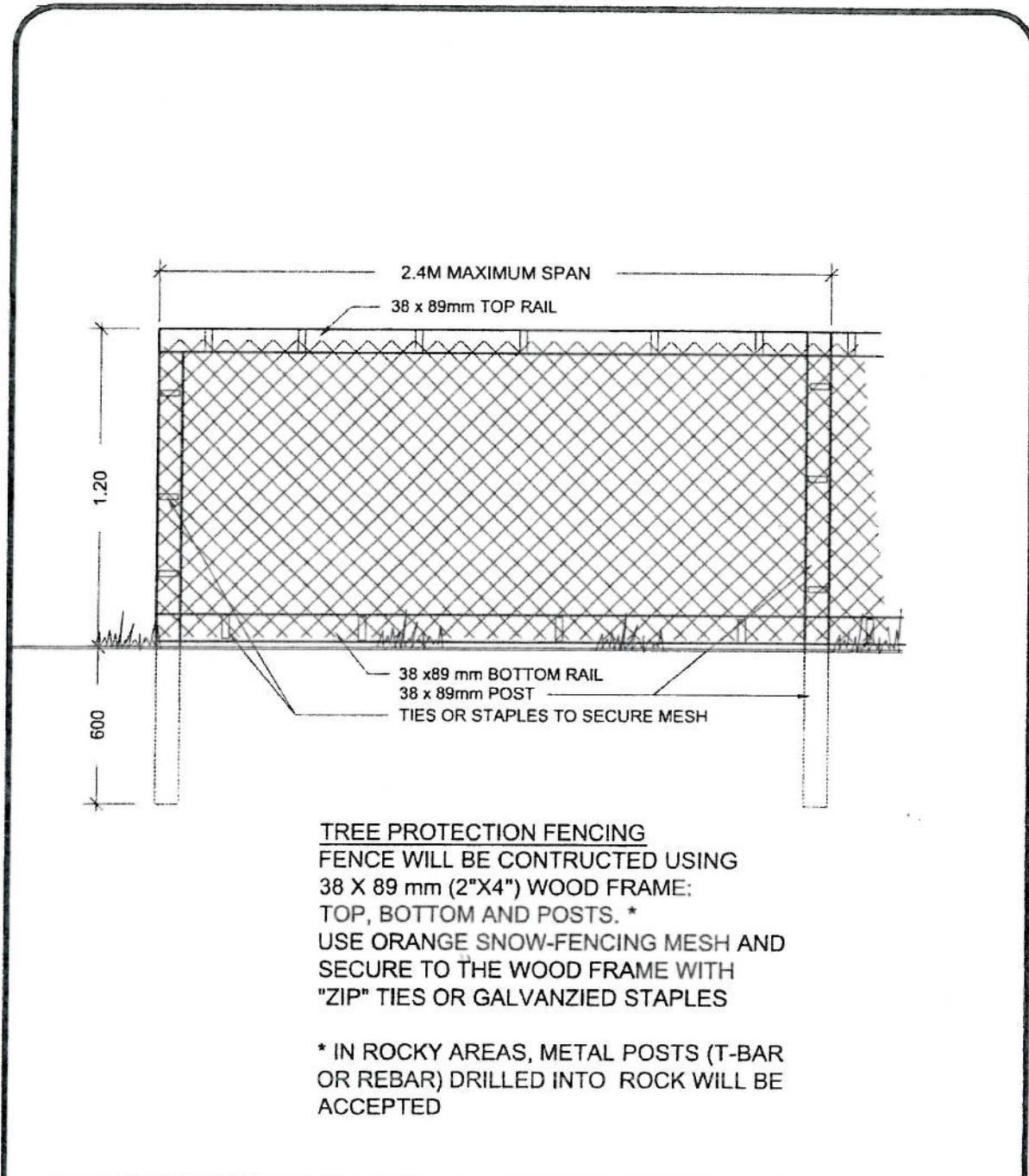
06/12/2013

**TREE RESOURCE
for
1515 Douglas Street**

Tree #	d.b.h. (cm)	PRZ	CRZ	Species	Crown Spread(m)	Approximate Height(m)	Condition Health	Condition Structure	Relative Tolerance	Remarks / Recommendations
13	31	5.6	3	English oak	10.0	13.0	Fair	Fair	Good	Epicormic growth, possible pit scale.
14	37	6.7	4	English oak	9.5	13.0	Fair	Fair	Good	Epicormic growth, possible pit scale, pruning wounds, trunk scars.
15	39	7.0	4	English oak	12.5	10.0	Fair	Fair	Good	Included bark, pruning wounds, possible pit scale, small tearout, scars on lower branches. Site plan provided show this tree scheduled for retention. Possible to retain providing that the crz can be adequately protected.

Prepared by:
Talbot Mackenzie & Associates
 ISA Certified, and Consulting Arborists
 Phone: (250) 479-8733
 Fax: (250) 479-7050
 email: Treehelp@telus.net





DETAIL NAME:

TREE PROTECTION FENCING

DATE	Oct 30/07
DRAWN	DM
APP'D	RR
SCALE	N.T.S.

E105
DRAWING

Key to Headings in Resource Table

d.b.h. – **diameter at breast height** - diameter of trunk, measured in centimetres at 1.4 metres above ground level

PRZ – **protected root zone** - the area of land surrounding a bylaw-protected tree that contains the bulk of the critical roots of the tree. Indicates the radius of a circle of protected land, measured in metres, calculated by multiplying the diameter of the tree by 18.

CRZ – **critical root zone** - estimated optimal size of tree protection zone based on tree species, condition and age of specimen and the species tolerance to root disturbance. Indicates the radial distance from the trunk, measured in metres.

Condition health/structure –

- Good – no visible or minor health or structural flaw
- Fair – health or structural flaw present that can be corrected through normal arboricultural or horticultural care.
- Poor – significant health or structural defects that compromise the long-term survival or retention of the specimen.

Relative Tolerance – relative tolerance of the selected species to development impacts.



**TRAFFIC IMPACT ASSESSMENT FOR
1501 DOUGLAS STREET
DEVELOPMENT, VICTORIA BC**

October 7, 2013

File: 1606

*TRAFFIC IMPACT ASSESSMENT FOR 1501 DOUGLAS STREET
DEVELOPMENT, VICTORIA, BC*

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*TRAFFIC IMPACT ASSESSMENT FOR 1501 DOUGLAS STREET
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1 INTRODUCTION

Boulevard Transportation Group Ltd was retained by *Jawl Properties Ltd.* to undertake a traffic impact assessment for the proposed development at 1501 Douglas Street in the City of Victoria. An analysis of post-development conditions was undertaken in order to provide a clear view of the impacts on the surrounding road network after full build-out and occupancy. The study considers two operational schemes on Cormorant Street (one-way eastbound and two-way operation), and identifies off-site improvements required. Study recommendations and conclusions are intended to provide safe and efficient movement of pedestrians, bicycles and vehicular traffic for the proposed development while minimizing the impact to non-site trips.

1.1 Study Area

The study area for this project is Douglas Street, Blanshard Street, Fisgard Street, Pandora Avenue and Cormorant Street. The proposed development is located between Douglas Street and Blanshard Street from Pandora Avenue to Cormorant Street. There are six intersections to be reviewed within the study area: four signalized intersections and two unsignalized. See **Figure 1** for study area and proposed development site.

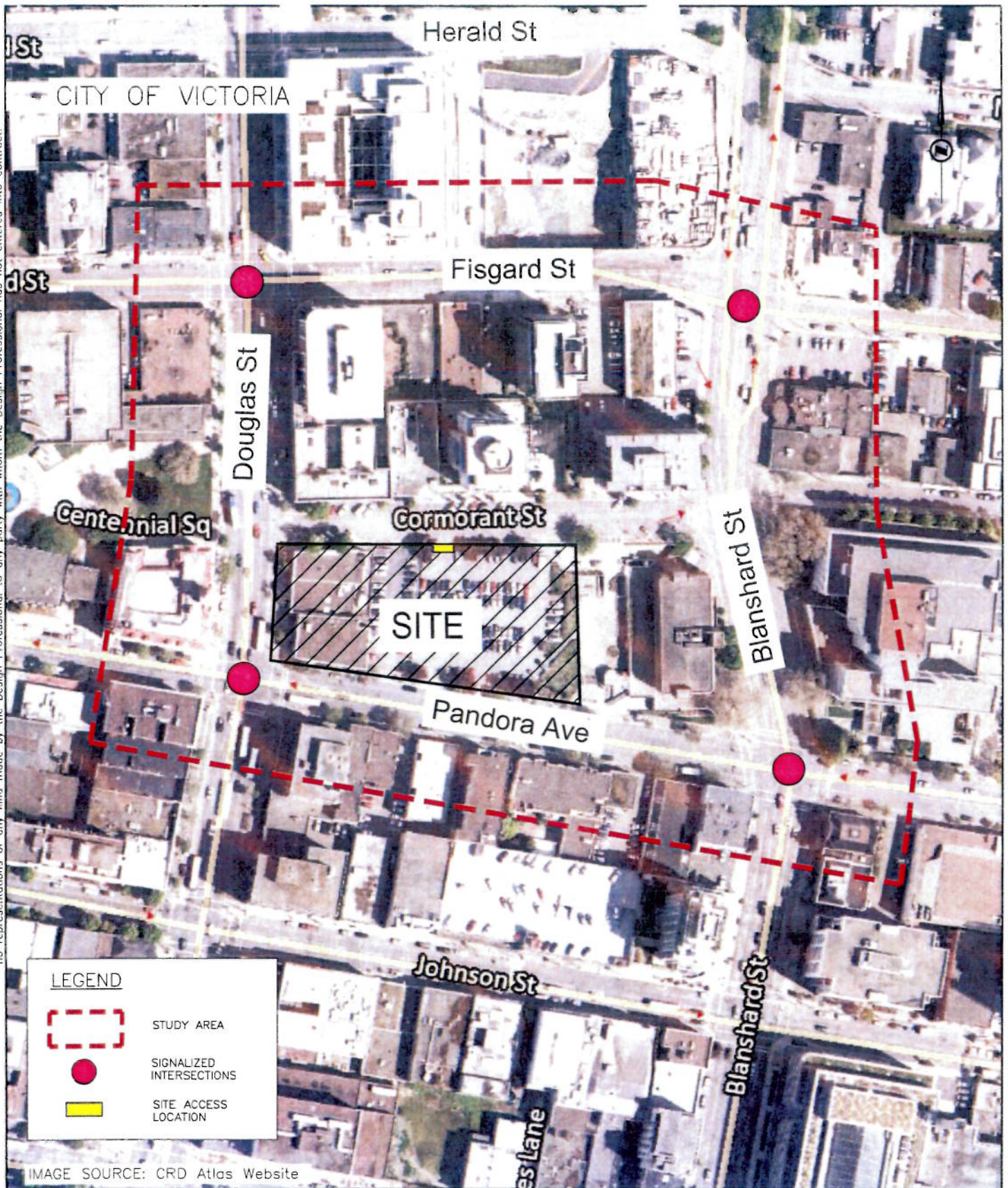
2 EXISTING CONDITIONS

2.1 Road Network

Douglas Street is a four lane arterial road running north/south along the west frontage of the site and Blanshard Street is a six lane north/south arterial road to the east of the site. Fisgard Street runs west-east and forms two intersections with Douglas Street and Blanshard Street. Pandora Avenue is a westbound one-way three lane road (plus on-street parking on both sides of the street). The posted speed limit on these roads is 50km/h. The intersections of Fisgard Street/Blanshard Street, Pandora Avenue/Blanshard Street, Fisgard Street/Douglas Street and Pandora Avenue/Douglas Street are all signalized with co-ordinated signals.

Cormorant Street is one-way (eastbound) connecting Douglas Street to Blanshard Street and is the access road to the development. From Douglas Street onto Cormorant Street, there are no turn restrictions, and no turning lanes. At Cormorant Street/Blanshard Street, the eastbound movement is right-out only, with stop-controlled.

I:\Project Files\1606 - 1501 Douglas St\1606 Study Area and Figure 1.dwg 05-20-2013
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TITLE: FIGURE 1 STUDY AREA AND SITE LOCATION 1501 DOUGLAS STREET DEVELOPMENT			
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DATE: SEP 06-2013	DRAWING NO: 1606_Fig 1	REV:	1

*TRAFFIC IMPACT ASSESSMENT FOR 1501 DOUGLAS STREET
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2.2 Traffic Data

Traffic data, signal timing, and Synchro models were obtained from the City of Victoria for the four signalized intersections in the study area, for the am and pm peak hours. The am and pm peak hours represent typical worst case recurring conditions of a weekday.

Manual traffic counts were undertaken at the intersections of Cormorant Street/Blanshard Street and Cormorant Street/Douglas Street on August 27th and 28th, 2013 (Tuesday and Wednesday), during the am and pm peak hours. The measured volumes were similar to the City's data; existing traffic volumes in the model were balanced based on the measured through volumes on Blanshard Street and Douglas Street. In discussions with the City of Victoria staff, it was confirmed that traffic volumes on the study area streets have been flat; therefore, no future background growth scenario was reviewed.

There is a high percentage of heavy vehicles on Douglas Street, with 13% during the am peak hour and 9% during the pm peak hour. Most (greater than 75% of total) of the heavy vehicles on Douglas Street were transit buses.

2.3 Traffic Analysis

Analysis of the current traffic conditions at the study area intersections was undertaken using Synchro software for the am and pm peak hours. Existing conditions provide a baseline with which to compare future post-development conditions. The am and pm peak hours were investigated as these time periods represent the typical recurring worst-case traffic conditions. The existing geometry and traffic control were used for the Synchro analysis. The Synchro results were also reviewed using the microsimulation portion of the software (SimTraffic).

Synchro software (Synchro 8) is used because of its ability to provide analysis using the Highway Capacity Manual methodology and a microsimulation of the traffic conditions. The software analysis uses measures of effectiveness to return the results of the analysis. These measures of effectiveness include level of service (LOS), delay and 95th percentile queue length. The delays and type of traffic control (signalized versus unsignalized) are used to determine the level of service. The level of services are broken down into six letter grades with LOS A being excellent operations and LOS F being unstable/failure operations. Level of service C is considered to be an acceptable LOS by most municipalities. In most urban areas, level of service D is also considered acceptable for signalized intersections in peak hours. See *Appendix A* for additional details.

*TRAFFIC IMPACT ASSESSMENT FOR 1501 DOUGLAS STREET
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Existing traffic conditions were reviewed for the four signalized intersections and the two Cormorant Street intersections in the study area.

2.3.1 Existing AM Peak Hour Conditions

The collected data was used to determine the existing traffic conditions during the existing 2013 am peak hour. The four signalized intersections within the study area are currently operating at LOS C or better for all movements during the am peak hour. Cormorant Street (one-way) is operating at LOS A / LOS B for entering/exiting movements respectively during the am peak hour.

Tables 1 to 4 summarize a breakdown of each movement at the four signalized intersections in the am peak hour. See Figure 2 for existing 2013 am peak hour traffic conditions. See Appendix B for the Synchro reports.

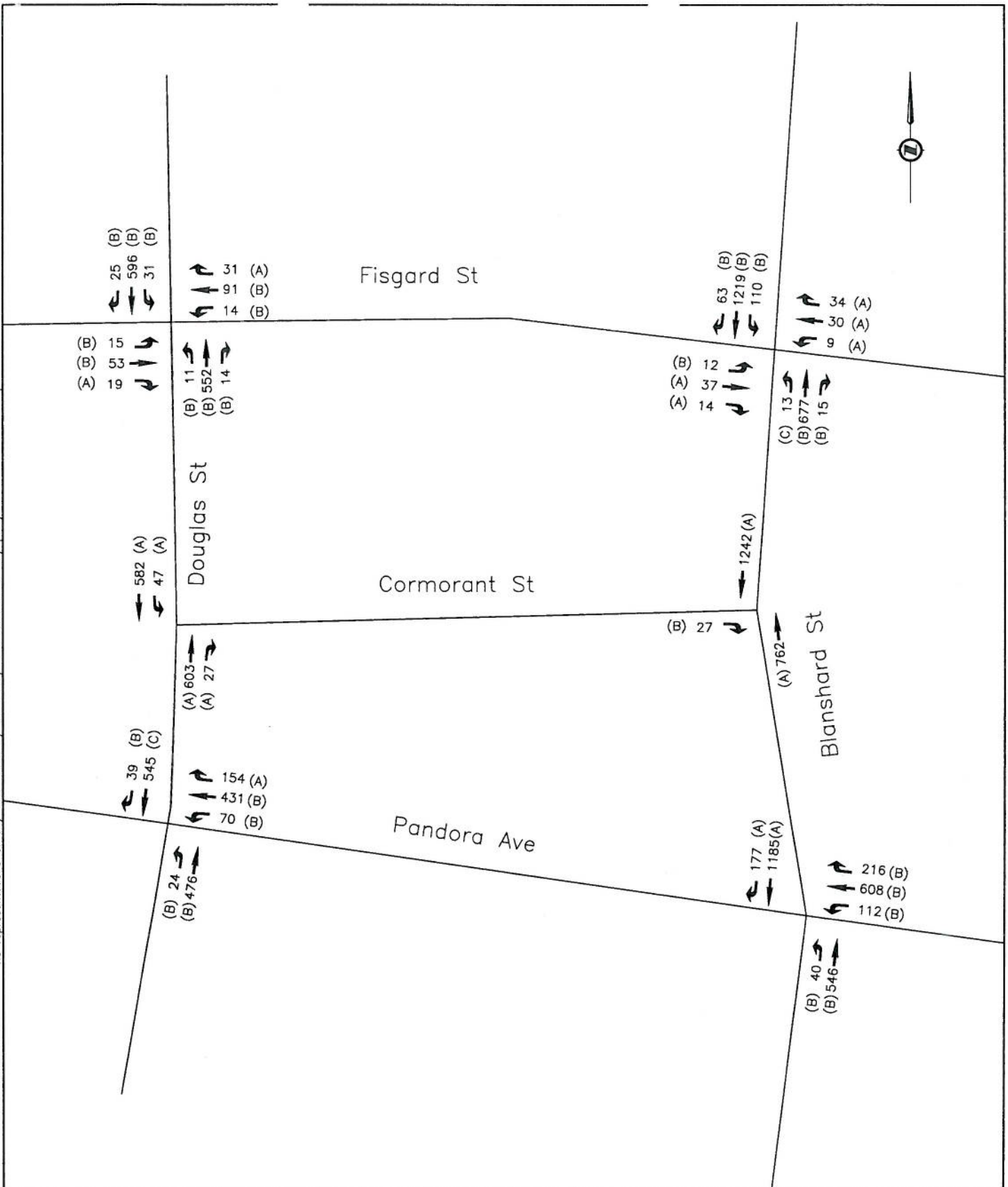
Table 1: Existing AM Peak Hour Conditions at Fisgard St/Douglas St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound	B	10.2	50.4
Southbound	B	12.1	41.7
Eastbound left	B	14.4	4.8
thru	B	14.8	11.5
right	A	4.5	3.1
Westbound left	B	14.1	3.2
thru	B	14.0	14.9
right	A	5.9	1.7

Table 2: Existing AM Peak Hour Conditions at Pandora Ave/Douglas St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound	B	17.1	39.3
Southbound thru	C	26.2	60.0
right	B	15.5	9.1
Westbound thru	B	11.0	31.0
right	A	3.6	8.5

PROJECT: 1501 Douglas St. Planning Application # 00427 and Development Permit Application # 1501
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EXISTING 2013 AM TRAFFIC CONDITIONS 1501 DOUGLAS STREET DEVELOPMENT		
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*TRAFFIC IMPACT ASSESSMENT FOR 1501 DOUGLAS STREET
DEVELOPMENT, VICTORIA, BC*

Table 3: Existing AM Peak Hour Conditions at Fisgard St/Blanshard St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound left	C	25.5	5.3
thru/right	B	18.7	36.5
Southbound left	B	16.4	20.8
thru/right	B	13.6	54.7
Eastbound left	B	11.5	3.5
thru/right	A	9.5	9.5
Westbound	A	8.6	9.6

Table 4: Existing AM Peak Hr Conditions at Pandora Ave/Blanshard St

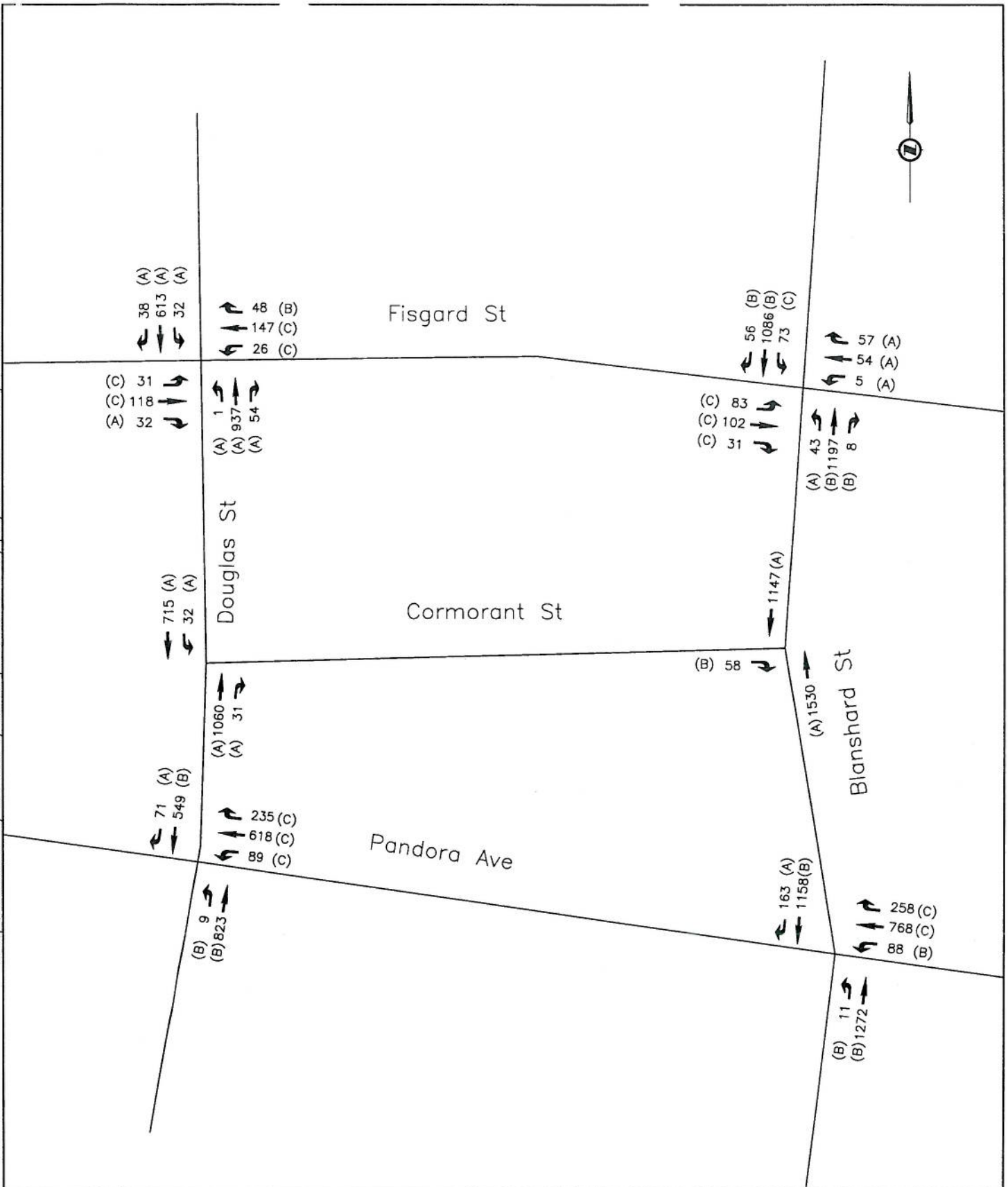
Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound left/thru	B	13.6	27.6
Southbound thru	A	4.8	10.5
right	A	3.6	3.9
Westbound left	B	12.8	18.8
Westbound thru/right	B	11.3	30.6

2.3.2 Existing PM Peak Hour Conditions

The four signalized intersections are currently operating at LOS C or better for all movements during the existing 2013 pm peak hour. Cormorant Street (one-way) is operating at LOS A / LOS B for entering/exiting movements respectively during the pm peak hour.

Tables 5 to 8 summarize a breakdown of each movement at the four signalized intersections in the pm peak hour. See **Figure 3** for existing 2013 pm peak hour traffic conditions. See *Appendix B* for the Synchro reports.

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EXISTING 2013 PM TRAFFIC CONDITIONS 1501 DOUGLAS STREET DEVELOPMENT		
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*TRAFFIC IMPACT ASSESSMENT FOR 1501 DOUGLAS STREET
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Table 5: Existing PM Peak Hour Conditions at Fisgard St/Douglas St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound	A	5.0	23.3
Southbound	A	8.4	37.1
Eastbound left	C	23.4	10.6
thru	C	24.2	28.5
right	A	8.6	6.3
Westbound left	C	27.9	9.2
thru	C	30.4	40.7
right	B	12.7	6.8

Table 6: Existing PM Peak Hour Conditions at Pandora Ave/Douglas St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound	B	17.4	68.3
Southbound thru	B	10.9	24.8
right	A	7.1	7.1
Westbound thru	C	22.7	76.0
right	C	20.6	54.2

Table 7: Existing PM Peak Hour Conditions at Fisgard St/Blanshard St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound left	A	9.4	7.3
thru/right	B	13.1	69.0
Southbound left	C	29.4	21.9
thru/right	B	19.4	63.2
Eastbound left	C	29.1	23.9
thru/right	C	26.4	30.1
Westbound	B	16.7	21.7

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Table 8: Existing PM Peak Hr Conditions at Pandora Ave/Blanshard St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound left/thru	B	12.8	65.4
Southbound thru	B	18.3	82.4
right	B	14.8	42.9
Westbound left	B	19.0	19.6
Westbound thru/right	C	24.2	60.0

3 POST DEVELOPMENT CONDITIONS

3.1 Land Use

The proposed development is a mix of commercial and office land uses. The total gross floor area is 30,970 sq.ft for commercial and 255,630 sq.ft for office. The existing buildings and parking facility on the site will be completely replaced by the new development. The development will be two-phased, but the analysis is based on full build-out. For surrounding area of the site, land uses are commercial, multi-family residential (condominium) and institutional (government office buildings).

3.2 Site Access

There is one access proposed for the entire site, on Cormorant Street, so as to comply with Victoria's Access bylaw No. 91-38, provision #12. Cormorant Street (at Douglas St) is located 60m north of Pandora Avenue and 90m south of Fisgard Street. As Cormorant Street is currently one-way eastbound, the site traffic would be accessed from Douglas Street only and exit (right-out only) onto Blanshard Street from Cormorant Street. Traffic volumes on Cormorant Street are currently low with 40 to 60 vehicles during the peak hours. However, the proposed development will add a lot of new trips (in comparison to current volumes) on Cormorant Street in the future, which may result in a large amount of extra circulating traffic due to the one-way constraints. Therefore, a two-way option was also reviewed as an alternative operation, to assess operations and circulation conditions.

3.3 Trip Generation

The proposed development will be a significant trip generator, with a mix of commercial and office land uses. The Institute of Transportation Engineers (ITE) *Trip Generation Manual (8th Edition)* was used to estimate vehicle trips for the proposed land uses. For the ITE's trip rates shopping centre (ITE Code: 820) and general office building (ITE Code: 710) were used as a worst case estimate. The actual site trips would be influenced by the on-site parking capacity (230 stalls) and fee or permit structure (which

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would likely limit the number of vehicle based trips and instead encourage alternative modes); however, as a worst-case analysis the ITE trip generation approach was used. Based on the ITE rates, the proposed development will generate 295 new trips during am peak hour and 496 new trips during the pm. Tables 9 and 10 summarize trip generation for the development.

Table 9: Weekday AM Trip Generation

Code	Land Use	GFA	Trip Rate*	Total	Trips In	Trips Out
ITE 820	Shopping Centre	30,970 sq. ft	0.96/unit	29	18	11
ITE 710	General Office Building	255,630 sq. ft	1.56/unit	266	234	32
Total				295	252	43

*Trip rates based on vehicle trips per unit: 1,000 sq. ft Gross Floor Area

Table 10: Weekday PM Trip Generation

Code	Land Use	GFA	Trip Rate*	Total	Trips In	Trips Out
ITE 820	Shopping Centre	30,970 sq. ft	3.71/unit	115	55	60
ITE 710	General Office Building	255,630 sq. ft	1.49/unit	381	65	316
Total				496	120	376

*Trip rates based on vehicle trips per unit: 1,000 sq. ft Gross Floor Area

3.3.1 Existing Parking Lot Trips

There are three existing parking lots on-site, which are generally commuter-trip based stalls (i.e., commuters parking all day). In the future (post-development), the existing trips from these parking lots will be shifted (redistributed) to other parking lots (e.g. the Fisgard Street Parkade). These trips were factored into the analysis. It was assumed that, in the peak hours (both am and pm), that the existing parking lots fill up (am) and empty out (pm) at a rate of one-third of all stalls per peak hour. (This represents the am from approximately 6-9am, and pm from 3-6pm.) There are 136 existing stalls, and therefore, the existing parking lot trips are estimated at 45 trips during the peak hours. These estimated existing parking lot trips (45 vehicles per hour) were be deducted from entering / exiting the lots via Cormorant Street and Pandora Avenue (assuming 50 percent using Cormorant St, and 50 percent using Pandora Avenue, as both streets have accesses to the lots). These existing parking lot trips were redistributed, with an assumption of 50 percent using the Fisgard Parkade (using the intersection of Fisgard Street and Douglas St) and 50 percent using other parking lots outside of the immediate boundary roadways.

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3.4 Trip Modifications

Trip modification factors were applied to account for the effects of pass-by trips (for commercial trips) and internal trips (on-site, between the office and commercial land uses). There are two types of commercial trips: primary and pass by trips. Primary trips are new trips to the road network due to the new land use. Pass by trips are existing trips on the road network which divert into the site due to the new land use. For example, a motorist driving home from work will stop for groceries on their way home. Pass by trips are not added to the surrounding road network, but do enter and exit the site. Pass-by trips, for the proposed development, were determined using the ITE "Trip Generation Manual (9th Edition, Volume 1: User's Guide and Handbook)" which identified the pass-by trip rate for shopping centre at 34% on average during the pm peak hour. A 25% pass-by trip rate was applied for the analysis as a conservative estimation; overall pass-by trip rates for downtown areas are likely to be lower than in suburban areas. It is assumed that all pass-by trips occur along Douglas Street due to the access location.

There will also be internal trips, on-site, between the office building and commercial land uses. These internal trips can be made by walking on-site without using external streets. As a result, the total generation of vehicle trips entering and exiting the multi-use site will be reduced from a sum of the individual trips generated by each land use. The ITE manual contains methodology for estimating internal capture rates at multi-use sites. For the proposed development, the internal capture rate is estimated to be 14.5% of the total trip generation. Internal capture rates may vary by day of the week, but the internal capture rate (14.5%) was applied to only pm peak hour analysis. See *Appendix F* for the internal trips calculation chart. Internal trips are subtracted out before pass-by reductions are applied. There will be an estimated 20 pass-by trips (10 vehicles entering, 10 exiting) during the pm peak hour.

The number of external trips was estimated to be **424 vehicles during the pm peak hour** after the internal trip deduction (72 vehicles). The external trips are used for the ultimate development traffic. **Table 11** outlines internal trips and external trips for the pm peak hour trip generation.

Table 11: Internal & External Trips during PM Peak Hour

	Commercial			Office			Total		
	IN	OUT	Total	IN	OUT	Total	IN	OUT	Total
Trips Generated	55	60	115	65	316	381	120	376	496
Internal Trips	17	19	36	19	17	36	36	36	72
External Trips	38	41	79	46	299	345	84	340	424

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3.5 Trip Assignment

Trip assignment was based on the existing population distribution of the Greater Victoria area and the directional percentage split of vehicles at adjacent intersections. It was assumed that, with respect to the larger CRD area, 80% of the office trips are to/from the north and east via either Blanshard Street, Douglas Street, or Pandora Avenue, and 20% of the trips are to/from the west (Vic West / Esquimalt / West Shore) and south (Downtown Victoria / James Bay / Oak Bay).

Trip assignment for commercial trips would be slightly different from the office trips, due to differences in time-of-day demand as well as because office / commuter trips typically attract from a larger catchment area than do ground level commercial land uses. The directional percentage split for commercial trips is as follows: 50% of the trips are to/from the north and east, 30% of the trips are to/from the south, and 20% of the trips are to/from the west.

Trips were then assigned to the surrounding roadway network. Due to left turns being prohibited to/from Cormorant Street at Blanshard Street, trips out to the east (from the site) were assigned to the north first using Douglas Street (same as trips out to the north) while trips-in from the east were assigned to arrive via Pandora Avenue. See Figures 4 and 5 for the development trip assignment.

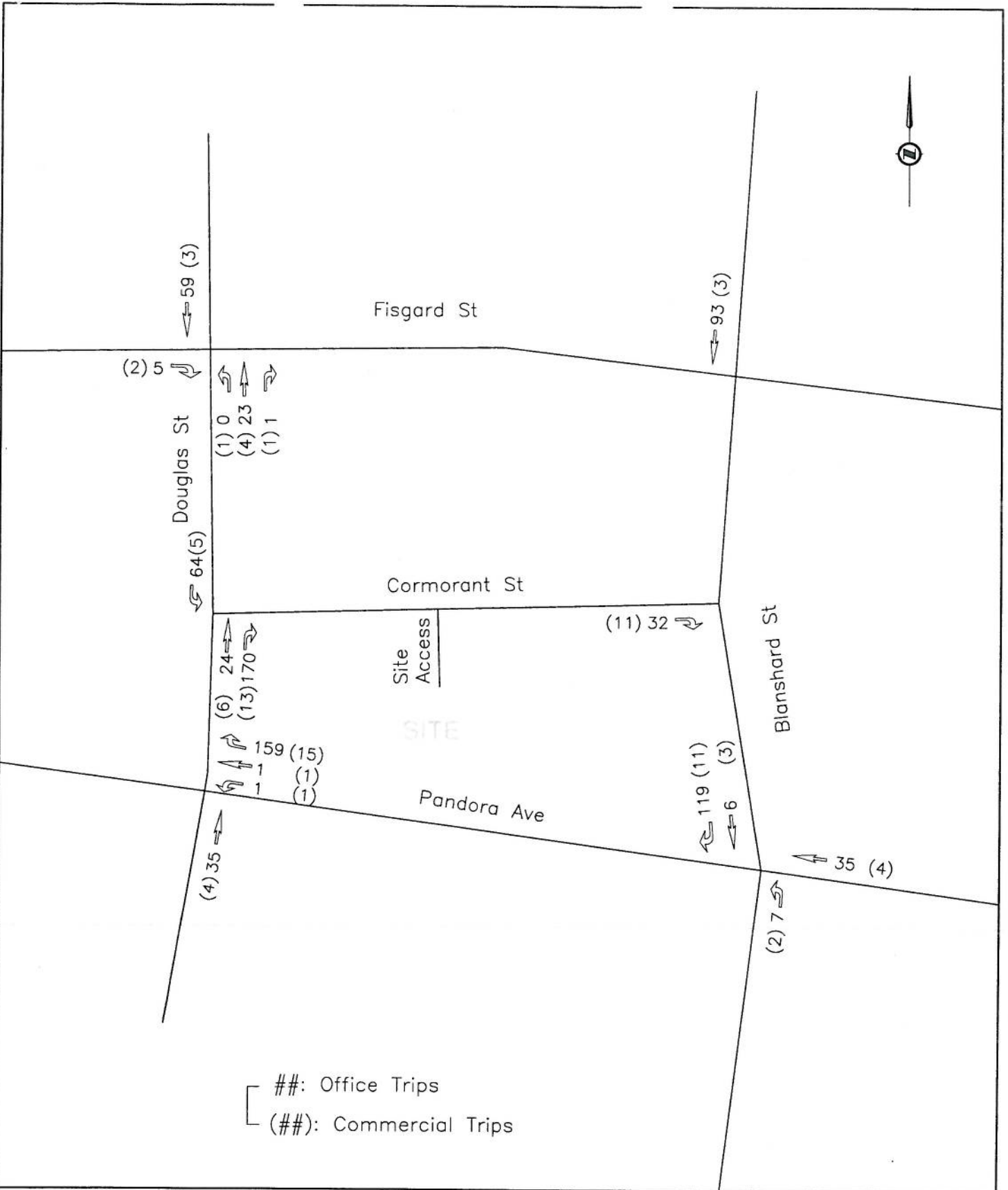
3.6 Post Development: Cormorant Street One-way Option

New trips were added to existing traffic volumes and analyzed using Synchro software for the post development 2013 am/pm peak hour traffic conditions. The analysis is based on the current one-way travel for Cormorant Street.

3.6.1 Post Development AM Peak Hour Conditions – One-way

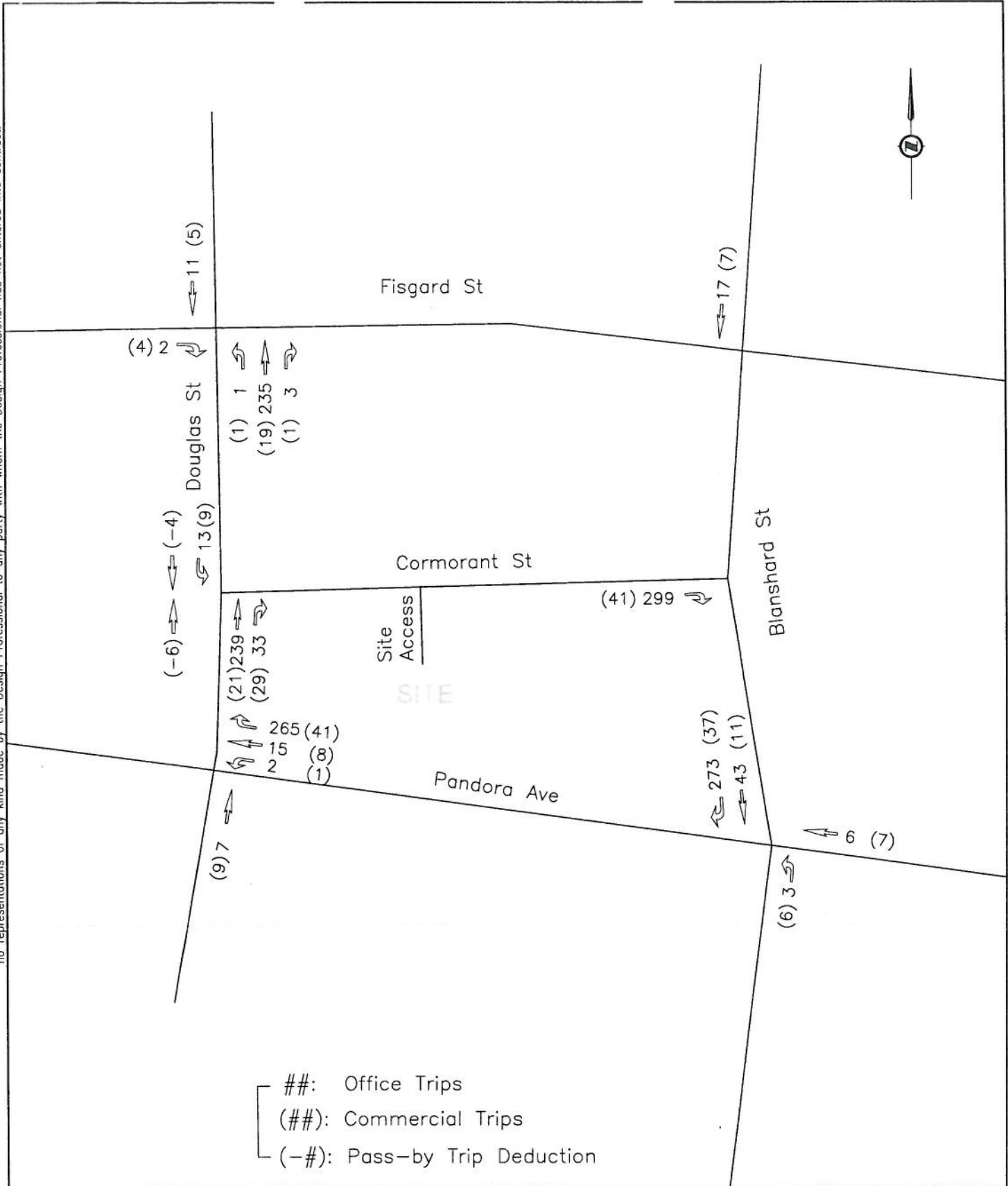
With the development, the four signalized intersections will continue to operate at a LOS C or better during the am peak hour. The development will not impact the intersections operation during the am peak hour. The additional delays will be minor with less than a couple of seconds for all left and through movements at the four signalized intersections during the am peak hour. Cormorant Street (entering/exiting movements from Douglas/to Blanshard) will continue to operate at a LOS A/B respectively during the am peak hour. See Figure 6 for the post development am peak hour traffic conditions at the six intersections studied. Tables 12 to 15 summarize the post development am peak hour traffic conditions at the four signalized intersections.

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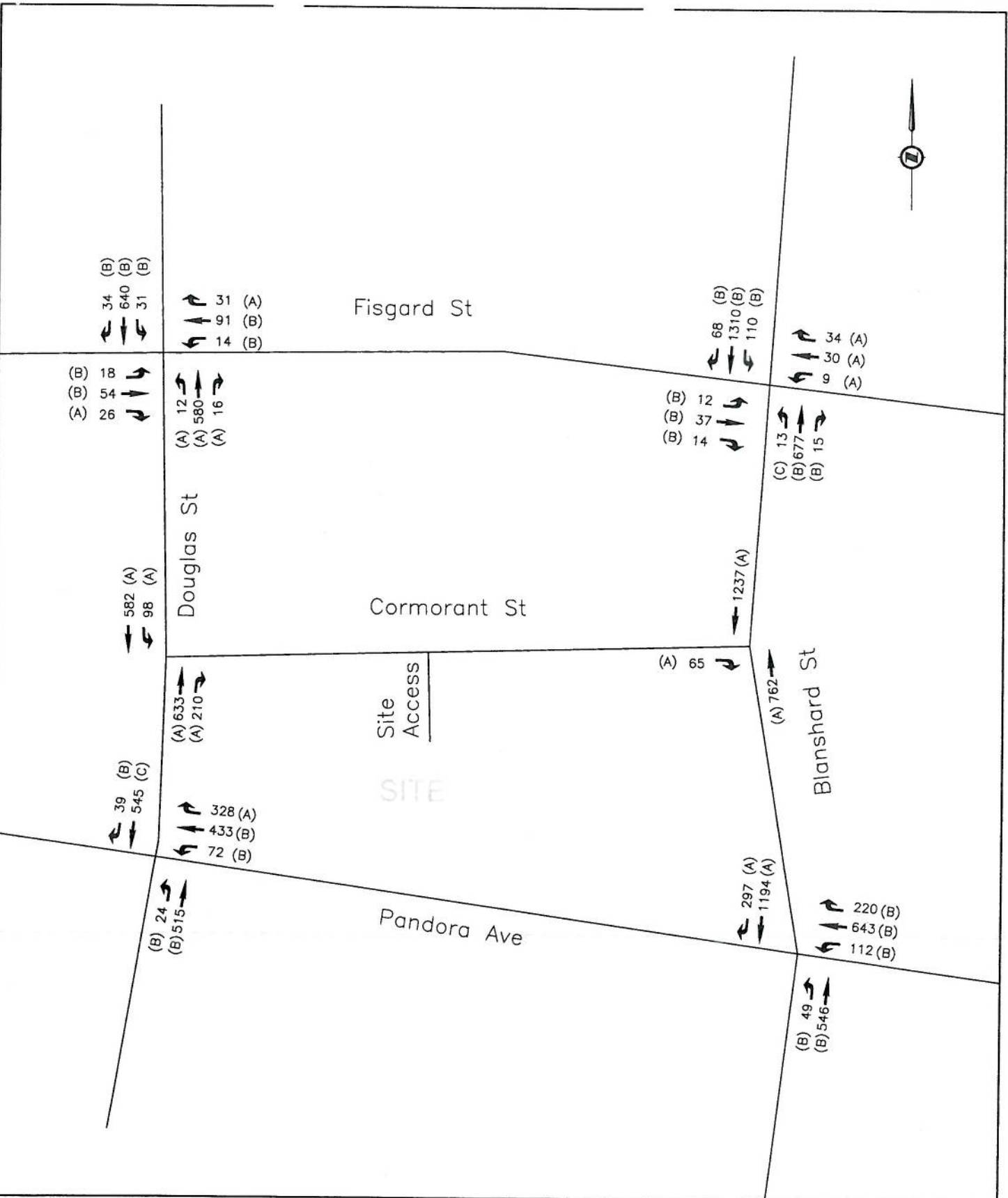
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POST DEVELOPMENT AM CONDITIONS ONE-WAY CORMORANT OPTION			
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*TRAFFIC IMPACT ASSESSMENT FOR 1501 DOUGLAS STREET
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Table 12: Post Development AM Conditions at Fisgard St/Douglas St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound	A	9.9	47.2
Southbound	B	12.6	45.9
Eastbound left	B	14.5	5.6
thru	B	14.8	11.7
right	A	5.8	4.2
Westbound left	B	14.6	3.0
thru	B	14.6	14.4
right	A	6.2	1.8

Table 13: Post Development AM Conditions at Pandora Ave/Douglas St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound	B	17.5	42.7
Southbound thru	C	26.0	60.2
right	B	15.3	8.4
Westbound thru	B	10.5	29.6
right	A	7.9	30.8

Table 14: Post Development AM Conditions at Fisgard St/Blanshard St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound left	C	23.8	4.9
thru/right	B	18.7	36.3
Southbound left	B	16.4	20.8
thru/right	B	14.2	60.3
Eastbound left	B	11.8	3.4
thru/right	B	10.5	10.2
Westbound	A	8.6	9.6

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Table 15: Post Development AM Conditions at Pandora/Blanshard

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound left/thru	B	13.8	28.3
Southbound thru	A	5.1	11.5
right	A	7.4	7.8
Westbound left	B	12.8	18.8
Westbound thru/right	B	11.7	32.8

3.6.2 Post Development PM Peak Hour Conditions – One-way

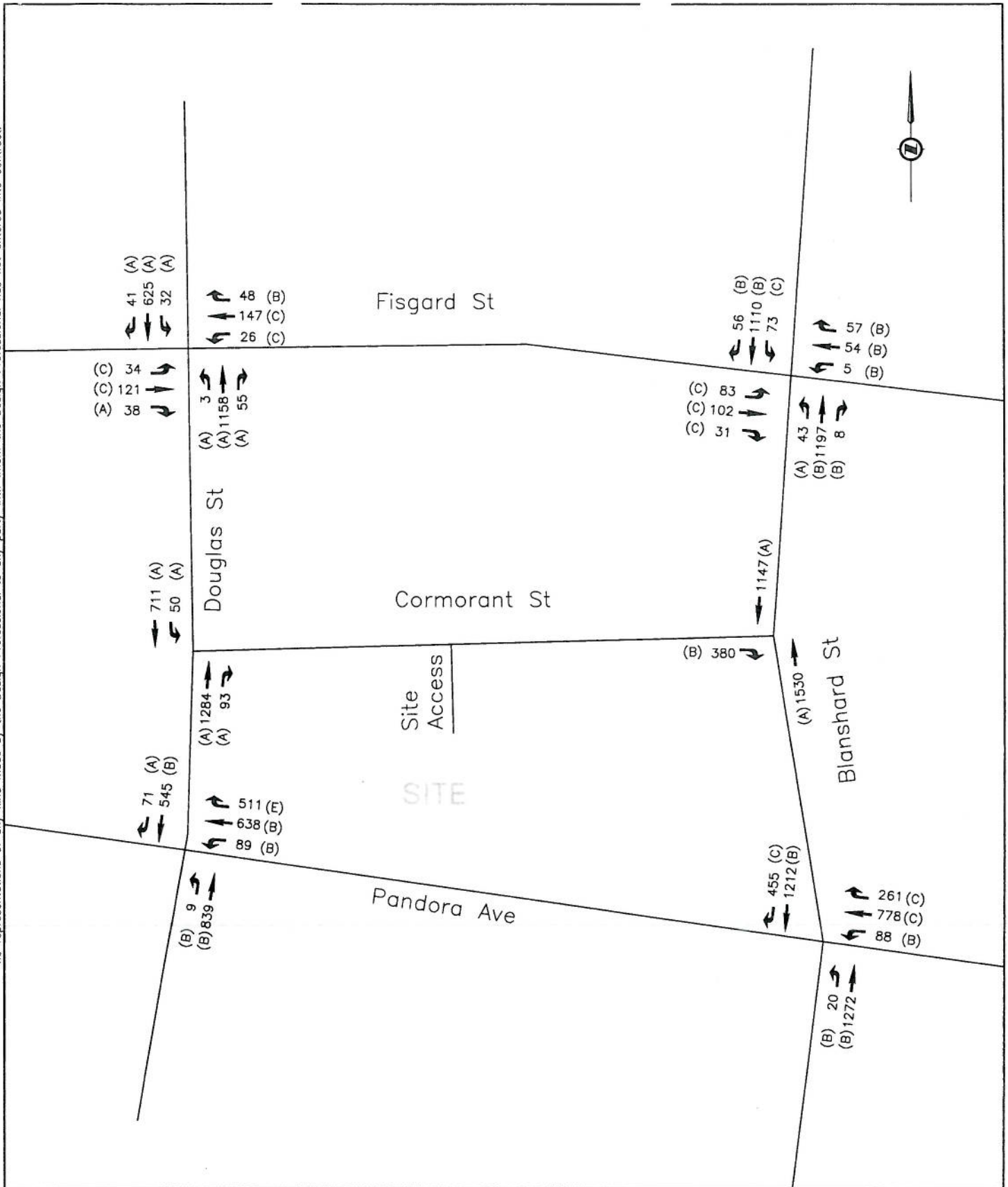
With the development, the four signalized intersections will continue to operate at a LOS C or better for all movements except the westbound right movement at Pandora Avenue/Douglas Street, where the westbound right movement will drop to a LOS E with a long 95th percentile queue length (154m) due to the increased turning volumes. Also, queuing may be an issue at the intersection of Pandora Avenue/Blanshard Street; the southbound right queue length may exceed (block) Cormorant Street although the movement itself will remain at a LOS C.

On Cormorant Street the eastbound exiting movement (right-out) onto Blanshard Street will operate at a LOS B during the pm peak hour with the development and the entering movement (from Douglas Street) will continue to operate at a LOS A. See Figure 7 for the post development pm peak hour traffic conditions at the six intersections studied. Tables 16 to 19 summarize the post development pm peak hour traffic conditions at the four signalized intersections.

Table 16: Post Development PM Conditions at Fisgard St/Douglas St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound	A	9.1	49.8
Southbound	A	8.6	38.6
Eastbound left	C	23.4	11.4
thru	C	24.3	29.2
right	A	8.2	6.9
Westbound left	C	27.9	9.2
thru	C	30.4	40.7
right	B	15.1	7.6

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TITLE: FIGURE 7		
POST DEVELOPMENT PM CONDITIONS ONE-WAY CORMORANT OPTION		
DESIGNED:	DRAWN: MJ Oh	SCALE: NTS
DATE: OCT 2-2013	DRAWING NO: 1606-FD-7	REV

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Table 17: Post Development PM Conditions at Pandora Ave/Douglas St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound	B	17.6	70.0
Southbound thru	B	10.9	24.7
right	A	7.0	7.1
Westbound thru	B	19.2	69.0
right	E	78.9	153.8

Table 18: Post Development PM Conditions at Fisgard St/Blanshard St

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound left	A	8.9	6.8
thru/right	B	12.9	69.1
Southbound left	C	29.4	21.9
thru/right	B	19.6	65.0
Eastbound left	C	29.5	23.5
thru/right	C	27.0	30.6
Westbound	B	16.7	21.7

Table 19: Post Development PM Conditions at Pandora/Blanshard

Movement	LOS	Delay (Sec)	95 th Queue (m)
Northbound left/thru	B	13.2	66.8
Southbound thru	B	17.2	81.0
right	C	27.1	108.1
Westbound left	B	18.9	19.6
Westbound thru/right	C	24.3	60.9

3.7 Post Development Conditions: Cormorant Street Two-way

This option is based on a two-way operation for Cormorant Street (between Douglas Street and Blanshard St). With this option, the traffic heading to the north from the site can make right turns directly from Cormorant Street onto Douglas Street north instead of detouring via Blanshard Street and Pandora Avenue. Therefore, the two signalized intersections of Pandora Avenue/Blanshard Street and Pandora Avenue/Douglas Street will be impacted less by the development traffic with this option than the Cormorant one-way option.

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To obtain 2013 background traffic volumes for the Cormorant two-way option, 2013 traffic volumes on Cormorant Street were reassigned based on the trip distribution of Fisgard Street. The intersection of Cormorant Street/Douglas Street was taken to be full movement, while the intersection of Cormorant Street/Blanshard Street as right-in / right-out. Based on this configuration, the site trips were assigned to the surrounding roadway network with the same directional percentage splits of vehicles (see Section 3.5). See **Figures 8 and 9** for the trip assignment Cormorant two-way option.

3.7.1 Post Development AM Peak Hour Conditions – Two-way

The background 2013 am and pm peak hour traffic volumes were entered into Synchro to determine future traffic conditions with the development. During the am peak hour, the Cormorant two-way option will have better operations than the one-way option; all intersections (four signalized and two unsignalized intersections) will be at a LOS C or better with the development. At the intersection of Cormorant Street/Douglas Street with a full movement, the westbound right turn movement will operate at LOS B and at Cormorant Street/Blanshard Street, the eastbound right turn movement will operate at LOS A. No mitigation would be required for post development am peak hour conditions. See **Figure 10** for the post development am peak hour conditions with the Cormorant two-way option.

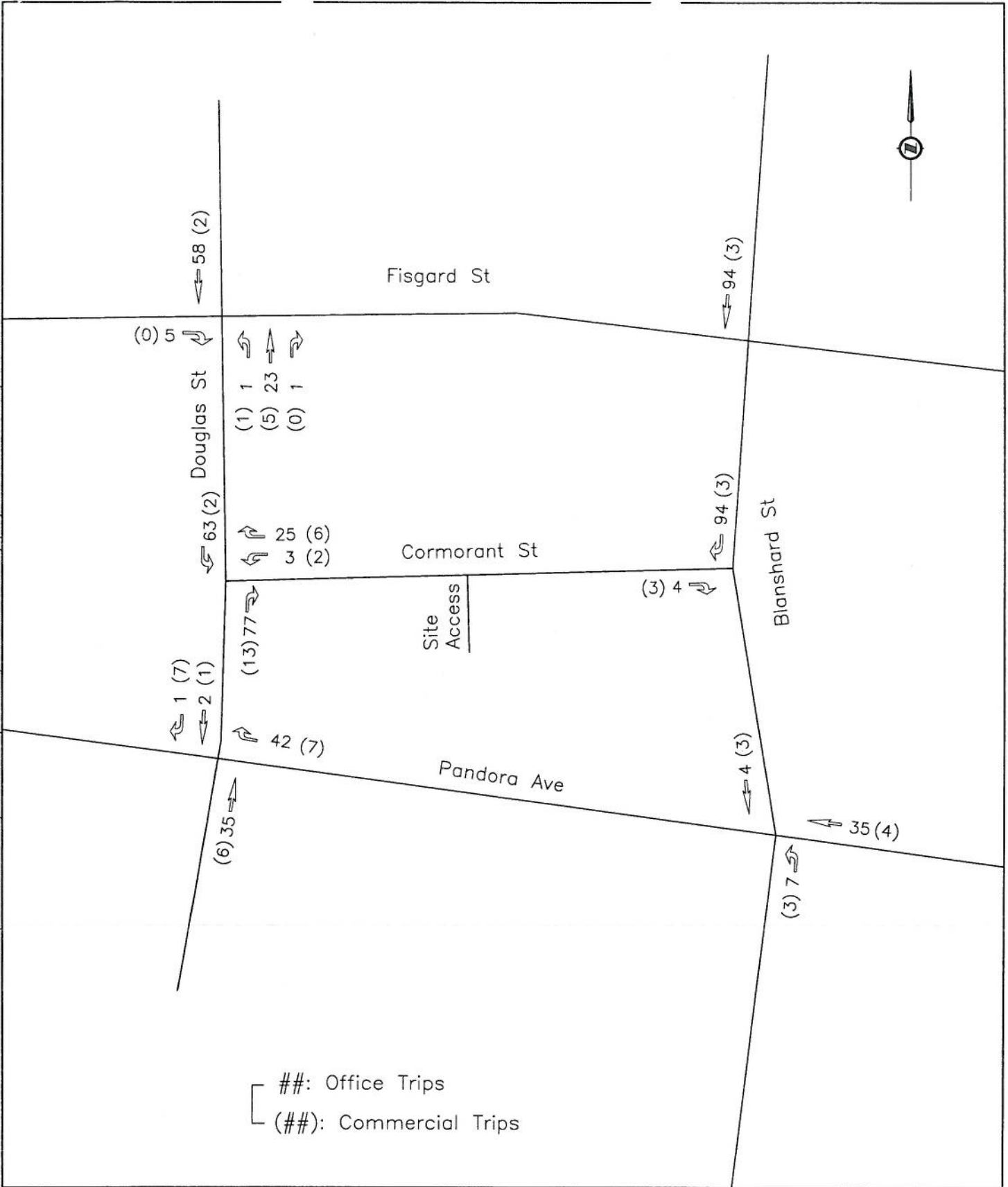
3.7.2 Post Development PM Peak Hour Conditions – Two-way

During the pm peak hour, the Cormorant two-way option will improve traffic conditions at the four signalized intersections; all movements will be at a LOS C or better without queuing issues. At Pandora Avenue/Douglas Street, the westbound right 95th queue length will reduce to 55.4m compared with the Cormorant one-way option (154m). However, at the intersection of Cormorant Street/Douglas Street with a full movement (stop control), the westbound movement will be operating at a LOS F during the pm peak hour, due to westbound left turning vehicles that have difficulty finding acceptable gaps (and blocking right-turning vehicles). See **Figure 11** for the post development pm peak hour conditions with the Cormorant two-way option.

To improve the conditions at Cormorant Street/Douglas Street, the intersection could either be right-out only or signalized.

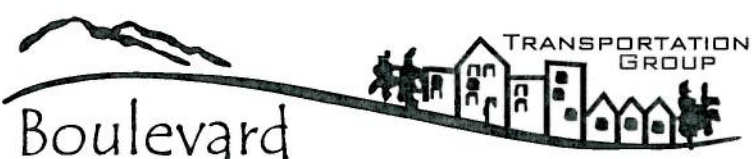
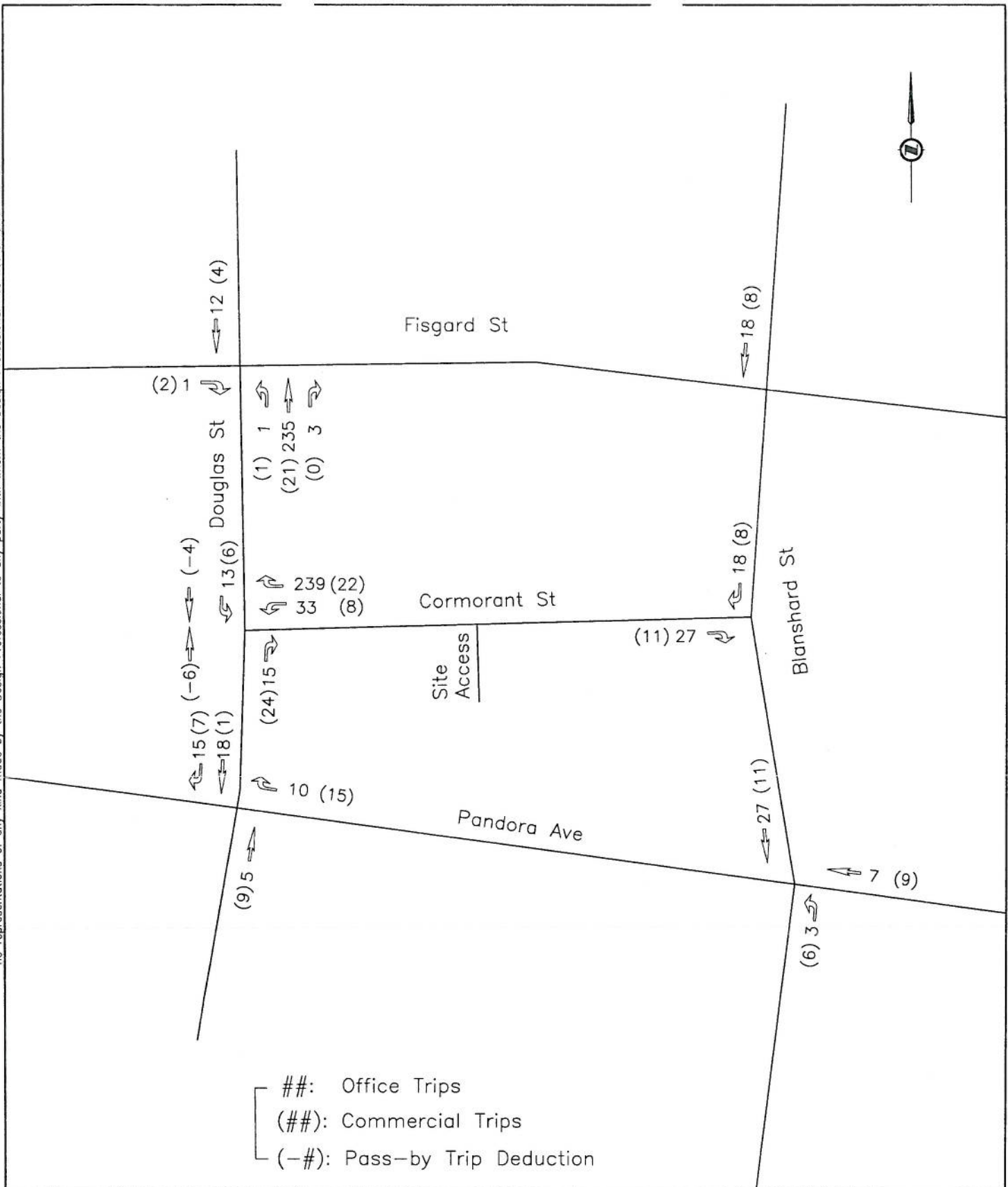
At Cormorant Street/Douglas Street with stop control, the westbound movement (exiting) will operate at a LOS C with a right-out only during the pm peak hour. The left turn trips (from Cormorant to Douglas) would be shifted to Blanshard Street and Pandora Avenue. The two signalized intersections of Pandora Avenue/Blanshard Street and Pandora Avenue/Douglas Street will continue to operate at a LOS C or

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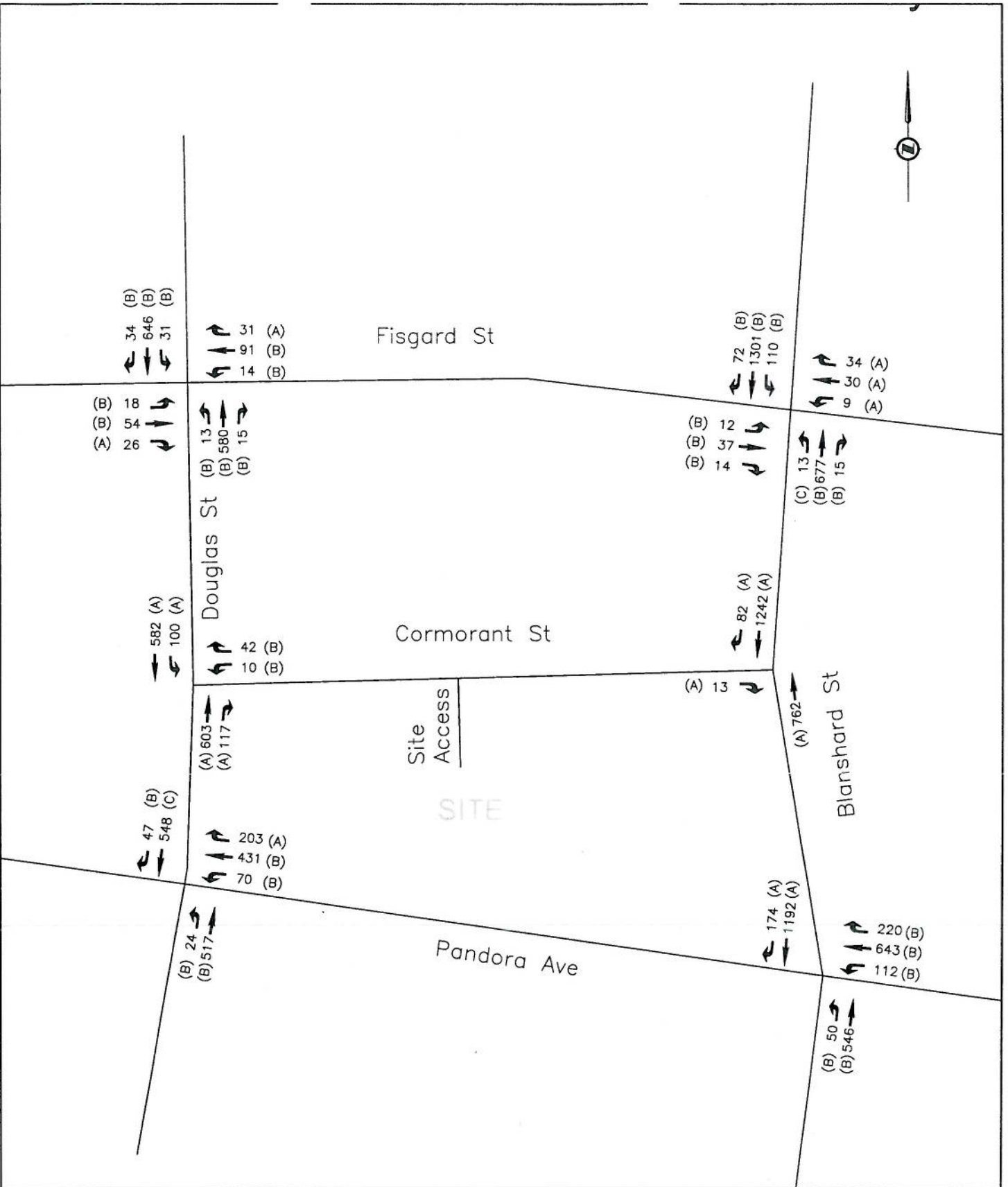
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TRIP ASSIGNMENT: CORMORANT TWO-WAY AM 1501 DOUGLAS STREET DEVELOPMENT		
DESIGNED:	DRAWN: MJ Oh	SCALE: NTS
DATE: AUG 30-2013	DRAWING NO: 1606-Fig 8	REV: 1

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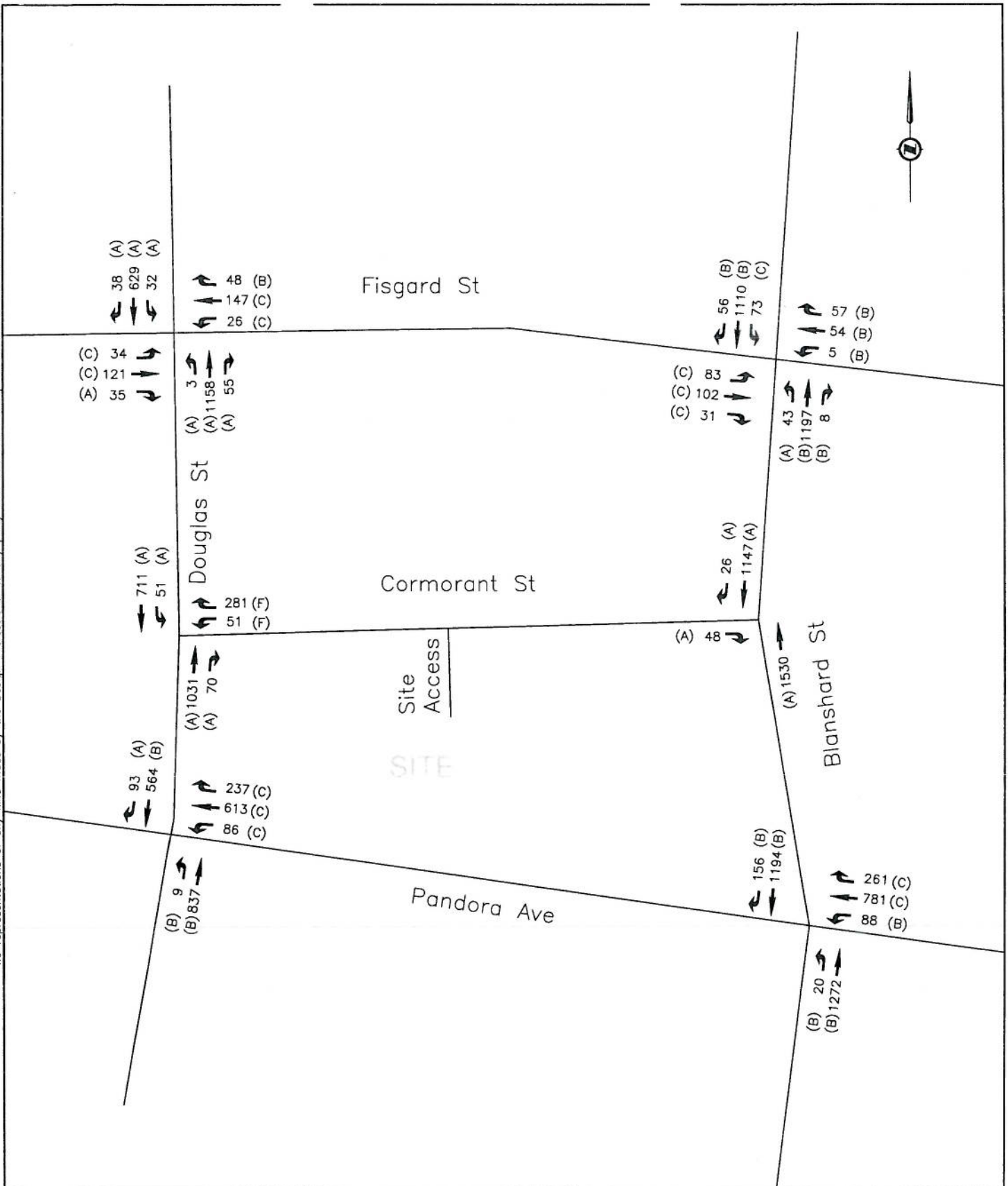
TITLE: FIGURE 9		
TRIP ASSIGNMENT: CORMORANT TWO-WAY PM 1501 DOUGLAS STREET DEVELOPMENT		
DESIGNED:	DRAWN: MJ Oh	SCALE: NTS
DATE: AUG 30-2013	DRAWING NO: 1606_FIG 9	REV:

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TITLE: FIGURE 10		
POST DEVELOPMENT AM CONDITIONS CORMORANT STREET TWO-WAY OPTION		
DESIGNED:	DRAWN: MJ Oh	SCALE: NTS
DATE: OCT 2-2013	DRAWING NO: 1606_F10	REV: 1

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TITLE: FIGURE 11 POST DEVELOPMENT PM CONDITIONS CORMORANT STREET TWO-WAY OPTION		
DESIGNED:	DRAWN: MJ Oh	SCALE: NTS
DATE: OCT 2-2013	DRAWING NO: 1606_FIG 11	REV

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better with the shifted trips during the pm peak hour and all other intersections in the study area will operate at a LOS C or better with this option (stop control with a right-out only). Therefore, signalization would not be required for the intersection of Cormorant Street/Douglas Street with a right-out only for the exiting to Douglas Street. With a signal, the intersection will be operating at a LOS C or better for all movements during the post development am and pm peak hour with co-ordinated signal phasing. Note also that signalization would require relocating the bus stops on the west side of Douglas St at Cormorant St.

4 NETWORK COMPARISON OF OPTIONS

The previous analysis of one-way and two-way operations investigated traffic capacity at each intersection. It is also important to examine the total impacts on the area roadway network, to assess circulation impacts in terms of travel distance, travel time, and emissions.

4.1 Network Performance Assessment

Four options were reviewed for the network performance assessment: (1) Cormorant one-way, (2) two-way with stop control and a full movement at Douglas, (3) two-way with a full movement in and a right out only at Douglas, (4) two-way with signalization of Cormorant Street/Douglas Street.

The network performance simulations were undertaken for the pm peak hour, since this is the worst case / busiest time of day. **Table 20** summarizes SimTraffic results (travel distance, travel time and CO2 emissions) of network performance for each option during the pm peak hour.

Table 20: Network Performance Summary – Post Development PM Peak

	Cormorant One-way	Two-way (full movement, stop control)	Two-way (full movement in/right-out only)	Two-way (signal)
Travel Distance (km)	2317	2631	2620	2624
Travel Time (hr)	424.5	149.5	150.6	146.6
CO2 Emissions (kg/hr)	1284	792	792	785

Based on the SimTraffic analysis, the one-way option has the greatest travel time and emissions, resulting from the extra circulation required but also due to the added delay at certain intersections (e.g. at Pandora Avenue at Douglas Street). All of the two-way options are similar to each other in terms of

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travel distance, time, and emissions. Note, however, that the two-way full-movement stop-controlled option would not work from an operational perspective due to a failing level of service (LOS F) for the left turn exiting movement, and that the signal option would have impacts on transit and generally be a greater level of traffic control than is necessary to accommodate expected conditions. The full movement in and right-out only option is therefore preferable from an operations and overall convenience and emissions perspective.

5 GEOMETRY AND SAFETY

5.1 Turn Lanes

The consideration for turn lanes is typically based on interference to trailing through-movement vehicles or safety considerations (e.g. collision prevention or severity reduction, conflicts with pedestrians), as opposed to level of service alone. In relation to this site, the location where a turn lane could be of greatest benefit is for southbound left turns on Douglas St, as turning vehicles may impede trailing southbound Douglas St vehicles, which must wait to turn from both northbound vehicles as well as pedestrians crossing Cormorant St at Douglas St. However, it is difficult to implement a dedicated left turn lane due to the current right of way limits, and there are no left turn lanes along the section of Douglas Street at other nearby intersections. The intersection will likely function without a left turn lane in a similar manner to other nearby intersections (e.g. Fisgard St, Caledonia Ave). Nonetheless, monitoring of the southbound left turn movement could be considered by the City to ensure adequate safety and operational performance is maintained, and if issues do occur consideration of prohibiting southbound left turn movements could be given (although this would increase area vehicle circulation).

Turn lanes would not be required at the site access (either on Cormorant St or on the site access itself).

5.2 Sight Distances

At the proposed site access on Cormorant Street, there is visibility from the proposed site accesses up to Douglas Street (looking west) and to Blanshard Street (looking east), which is in excess of 100m in each direction. Any approaching vehicles will be turning (either from Douglas Street or Blanshard Street), at speeds less than 40km/h. The required turning sight distance for a stopped vehicle (i.e. from an access) is 90m where side-street traffic approaches at 40km/h. Therefore turning sight distance requirements are met at the site access location.

5.3 Access Spacing

The proposed site access on Cormorant Street is located 70m east of Douglas Street and 95m west of Blanshard Street. The TAC *Geometric Design Guide for Canadian Roads* identifies the preferred

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minimum corner clearance for an access from an arterial stop-controlled intersection as 35m. There are therefore no access spacing concerns for the site.

5.4 Cross Section of Cormorant Street

There is on-street angled parking on both sides of Cormorant Street. If Cormorant Street is changed to two-way from one-way operation, the existing angled parking layout may need to be adjusted to secure the required width for two travel lanes.

6 OTHER MODES

6.1 Pedestrian Facilities

Sidewalks are well established on Douglas Street, Blanshard Street, and Pandora Avenue. Sidewalk and frontage improvements along Cormorant St will be included as part of the project.

It was observed that there were several pedestrians crossing Douglas Street near or at Cormorant Street, particularly in the pm peak hour. It was not a large volume, however, and due to the close proximity of signalized intersections at Pandora Ave and Fisgard St it is not recommended to provide a marked and signed crosswalk (nor is it likely feasible due to BC Transit bus stops along the west side of Douglas St).

Although a marked and signed midblock crosswalk on Cormorant Street (between Douglas Street and Blanshard Street) is not likely to be warranted due to pedestrian volumes, one could nonetheless be considered as part of a north-south pedestrian corridor from Cormorant Street to Pandora Avenue. Any such midblock crosswalk on Cormorant Street should be located at the site access, as it is the preferred spacing away from Douglas Street and Blanshard Street, and will best position pedestrians within the area most visible to, and expected by, drivers. There is an existing pedestrian midblock crosswalk on Pandora Avenue, which would ideally be relocated slightly west so as to align with the proposed centre walkway of the site plan.

6.2 Bicycle Facilities

There are bicycle lanes on the Douglas Street frontage, and no bicycle lanes on Blanshard Street near the site. During the pm peak hour, significant cyclist volumes (approx. 70 cyclists) were observed along Douglas Street. Bicycle facilities are required on-site including bike racks for cyclist commuters as well as for the commercial land uses.

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6.3 Transit Facilities

Douglas Street and Pandora Avenue are major transit bus routes in Downtown, and there are several bus stops along these roads near the development site. The comprehensive transit coverage can serve to limit site vehicle trips and promote sustainable models of travel.

7 CONCLUSIONS

The following conclusions are made regarding the traffic impact assessment for the proposed development adjacent to Cormorant Street. At the four signalized intersections on Douglas Street and Blanshard Street near the development site, all movements currently operate at LOS C or better during the am and pm peak hours. Cormorant Street is also operating at good levels of service under one-way eastbound operation between Douglas Street and Blanshard Street (LOS A or B).

The proposed development is a mix of commercial and office buildings. It was estimated that the development will add 295 new trips during the am peak hour and 424 new trips during the pm peak hour based on ITE rates. This trip estimate was used as a conservative (high-end) value; the downtown location is conducive to alternative modes (bus, cycling, and walking) and this number of trips exceeds the proposed on-site parking capacity, which, along with pricing structure, will further the goal of reducing private vehicle trips to/from the site.

There is one access proposed for the site, on Cormorant Street. Post-development traffic conditions were investigated under two operation scenarios: 1) existing one-way eastbound Cormorant Street, and 2) two-way Cormorant Street between Douglas Street and Blanshard Street. For one-way operations, traffic operations are generally acceptable (LOS C or better) with the exception of the westbound right-turn movement from Pandora Avenue onto Douglas St, which will drop to LOS E with significant queues. For two-way operation, all intersections and movements will operate at LOS C or better with the exception of westbound Cormorant St at Douglas St, which will drop to LOS F (owing to the difficulty of westbound left turning vehicles to make a left turn). If, however, the westbound left turn from Cormorant St onto Douglas St was prohibited, or if the intersection were signalized, all movements would operate at LOS C or better.

In addition to a capacity review, the study assessed network performance for four options: (1) Cormorant one-way; (2) two-way with stop control and a full movement at Douglas; (3) two-way with a full movement in and a right out only at Douglas; and (4) two-way with signalization of Cormorant Street / Douglas Street, in terms of travel distance, travel time, and emissions. The two-way options performed similarly to each other, and had lower travel time and emissions (CO₂) as compared to the one-way

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option. Of all the options, the full movement in and right-out only at Douglas option best balances network performance with capacity / delay results and safety.

While a southbound left-turn lane on Douglas Street at Cormorant Street would be beneficial, it is not an essential component as the intersection will operate in a manner similar to other nearby Douglas Street intersections (and would be difficult if not prohibitive to install due to land and land use constraints). No other turn lanes would be required as a result of this development.

No new pedestrian facilities would be necessary, and in particular a special crosswalk (marked/signed or signalized) across Douglas St at Cormorant St is not needed. Consideration could, however, be given to a midblock crosswalk on Cormorant St at the site access, and to relocating the existing midblock crosswalk on Pandora Ave to align with the site's proposed walkway. Bicycle parking should be provided for site commuters and for the commercial land uses. The area is well served by numerous transit routes and frequent service.

8 RECOMMENDATIONS

The following mitigation measures are recommended:

- Cormorant Street be changed to two-way operation from the current one-way eastbound operation, with full movement in and right-out only at Douglas Street, and right-in / right-out only at Blanshard Street.
 - As part of this conversion, the current angle parking layout on the south side of Cormorant Street should be reviewed for geometric feasibility, as it may require conversion to parallel parking.
- To monitor the southbound left turn movement on Douglas Street at Cormorant Street for operation (queues / LOS) and safety issues, and if required consider prohibition of the southbound left movement at this location.

1501 – Douglas Street

The Royal Bank of Canada – Douglas Street Branch

Statement of Significance

Description of Historic Place

The historic place is a one-storey, flat-roofed, international style stone, aluminum and glass bank opposite Victoria City Hall in Victoria's downtown

Heritage Value

Built in 1955 for the Royal Bank of Canada, the value of this building is associated with its progressive architectural style which was commonly commissioned by banking institutions in the post war era. It is valued as one of a small number of commercial structures of the modern International style remaining in downtown Victoria.

Designed in the international style by the Royal Bank of Canada's Montreal - based chief architect E. P. Warren (with construction supervised by local architects Wade, Stockdill, and Armour), the historic place is a modernist allusion to the nineteenth -century temple bank whose architecture was chosen to convey permanence and stability, and more practically was strong and secure.

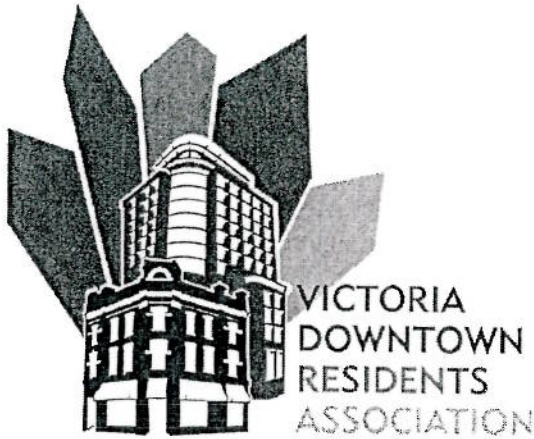
The bold use of a 'colonnade' of aluminum curtain wall – a distant echo of the encircling colonnade – is a good example of the International style that revered classicism and yet embraced new technology, materials and constructional capabilities.

Built in 1955, and replacing a modest Classical 'temple-fronted' bank building on the adjacent lot to the north (a fragment of which survives), the choice of the clean lines of Modernism for the new building reflects the bank's strategic direction, implying forward thinking and stability. Built in an age of banking prosperity when many financial institutions consolidated their historical cache, the Royal Bank chose to engage the post-depression consumer with an icon of the modern age. The Royal Bank of Canada's Douglas Street branch is also representative of the final manifestation of the traditional banking hall before the electronic revolution.

Character-Defining Elements

- location on a main city street at a busy intersection
- corner location
- classical proportion

- classical elements including base, aluminum 'colonnade' of curtain wall glazing, slender cornice, and recessed central entrance on short elevation
- materials of construction including Haddington Island Stone-faced walls and joint pattern, Peribonka (jet black) granite plinth, Verdi Oniciate (green flecked black) marble recessed entrance canopy
- patent (curtain) aluminum glazing comprising wide projecting mullions and slender transoms holding plain glazing, opening lights, and moulded aluminum panels
- open banking hall on the interior



1715 Government Street
Victoria, BC
V8W 1Z4
250.386.5503

Mayor and Council
City of Victoria
No.1 Centennial Square
Victoria, BC
V8W 1P6

November 26, 2013

1501, 1509, 1517 Douglas, 750 Pandora

Re: CALUC Meeting-1515 Douglas Street

Dear Mayor Fortin and Council,

The DRA LUC has reviewed the drawings and hosted a CALUC meeting on October 28th, 2013 for the above-mentioned application. Forty-nine people registered their attendance at the door.

Based on the information presented by the applicant the purpose of the rezoning is to create two buildings with ground floor commercial space fronting Douglas, Cormorant and Pandora Streets. The ground floor commercial is intended to house locally owned and operated retail and hospitality businesses that will contribute vibrancy to the street level during the day and into the evenings. The two buildings would share an underground parking structure. The project would be phased with the first building fronting Douglas Street of 112,000 square feet and the second mid block of 175,000 square feet. The entire parking structure of 225 parking stalls would be constructed as part of phase 1. Cormorant may be converted to 2 way at the City's request depending on the results of a traffic study yet to be completed. Both phases are planned to LEED Gold or Platinum if possible. Street frontages would contain rain garden storm water treatment and the building in phase 1 would have a green roof treatment. Phase 2 would be constructed a few years after phase 1 depending on market conditions. The site will be provided with 24-hour onsite security to enhance public safety.

Comments and concerns raised at the CALUC meeting by the public are as follows;

- When asked about construction timing the applicant said phase 1 would take about 24 to 26 months with phase 2 about 22 to 24 months
- When asked about the loss of public parking on the existing lot the applicant response was that there would be parking available to the public in the new parking structure as they didn't expect the office workers would utilize all parking.
- An attendee asked whether the conversion of Cormorant to 2 way would result in loss of parking. The applicant responded that it was expected to lose parking if Cormorant was

converted to 2 way but there will be a comprehensive traffic study conducted to confirm that any proposed changes to traffic patterns were necessary.

- An attendee asked if phase 2 would be lower in height if the market dictated. The applicant responded that the proposed building was under the maximum height and FSR allowable for the site already so it would not be any smaller.
- One attendee commended the proposed LEED Gold standard and asked if there was any chance for a residential component. The applicant responded that there were many quality residential projects nearby and that they felt there was a market need for class A office space so there is no residential component planned.
- The question was asked what effect this project would have on property values in the area. The applicant felt that this project had the opportunity to revitalize the entire area. The reaction locally to their Atrium project was very positive and they expect this to be similar.
- A question was asked about night time security throughout the site as it is currently a problem area. The applicant stated that 24 hour security will be provided for outdoor areas to provide safety to all the outdoor areas of the site. This has been their policy at the Atrium Building and has had positive results for that and surrounding areas.

No attendees of the CALUC meeting voiced opposition to the proposal. The DRA LUC has also received letters from Firm Management Corporation, the Managers of 770 Cormorant and the DVBA, both strongly supporting the proposal as presented.

The DRA supports this proposal as it appears to be of very high quality, will bring vitality to the City Hall precinct and provide a "bridge" to the northern end of Downtown.

Sincerely,

Ian Sutherland
Chair Land Use Committee
Downtown Residents Association

cc Planning and Development Department

Ian Sutherland

From: Rod Fimrite [REDACTED]
Sent: Monday, October 28, 2013 4:05 PM
To: [REDACTED]
Subject: Jawl Developments proposed project for the property comprised of 3 lots at 1501 and 1509 Douglas Street and 750 Pandora.

October 28, 2013

Hi Mr. Sutherland

I am unable to attend the community meeting to be held at 7:00 p.m. this evening at 1321 Blanchard Street, but would like to comment on the proposed development.

Our company are managers of both the strata and commercial property at 770 Cormorant Street, which is basically across Cormorant Street from the proposed development, and we also manage several other downtown Victoria properties, both commercial and residential.

We very strongly support approval of the proposed development, as we feel that it will provide a high-quality, attractive office/retail component that will enhance that area of the city by providing a people-friendly and aesthetically pleasing ground floor space combined with quality office space on the upper floors. Such a development will be complementary to the nearby high-end residential developments that have recently taken place in the north-central downtown area, will increase tax revenue for the City, and increase property values in the area.

It is well known that Jawl Developments has an exemplary track record in developing quality projects in Victoria and Saanich, and that the company and the Jawl family are excellent corporate and individual citizens.

Please indicate our support for the project in the strongest possible terms.

Thank you.

R.A. Fimrite, Principal
FIRM MANAGEMENT CORPORATION
200 - 1931 Mt. Newton X Road
Saanichton, BC V8M 2A9
Office: 250-544-2300
[REDACTED]

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November 25, 2013

Mr. Ian Sutherland,
Downtown Residents Association,
1713 Government Street,
Victoria, B.C.
V8W 1P7

Dear Ian,

Re: Proposed Jawl Development, north-east corner of Douglas & Pandora

I am writing on behalf of the DVBA to express very enthusiastic support for the proposed redevelopment by Jawl Properties of the north-east corner of Douglas and Pandora. The two-phase, 287,000 square foot commercial development will be that "vote of confidence" in the downtown that all need to see. It will reinforce the fact that the downtown continues to be the economic centre of our region and will provide a key counter-balance to the residential investment being made downtown. Given the careful manner in which the Jawls analyze the market place and choose their tenants, it will be another showcase of success.

The concept drawings presented to a number of our Board members earlier in the month were very well received and we are particularly appreciative of the careful two-phased timing of the project – to ensure they do not create an imbalance in the commercial space market – and the overall sustainability of the site plan.

If there is anything that we can do to assist with this project moving forward, please don't hesitate to give me a call.

Yours sincerely,

Kenneth Kelly
General Manager

URBAN DESIGN GUIDELINES

for

Proposed Subdivision & Rezoning of the 700 Block
Pandora/Cormorant Street and 1520 Blanshard Street

Project# 112
Revised November 16, 1994



THE
CAMPBELL
MOORE
GROUP
ARCHITECTS
LIMITED

749 YATES STREET
VICTORIA, B.C. V8W 1L6
PHONE: (604) 384-2131
FAX: (604) 386-5141

URBAN DESIGN GUIDELINES

for

Proposed Subdivision & Rezoning of the 700 Block
Pandora/Cormorant Street and 1520 Blanshard Street

- Prepared by:
- British Columbia Buildings Corporation
 - Aitken Wreglesworth Associates
 - The Campbell Moore Group Architects Ltd.
 - Philips Wuori Long Inc.

Project# 112

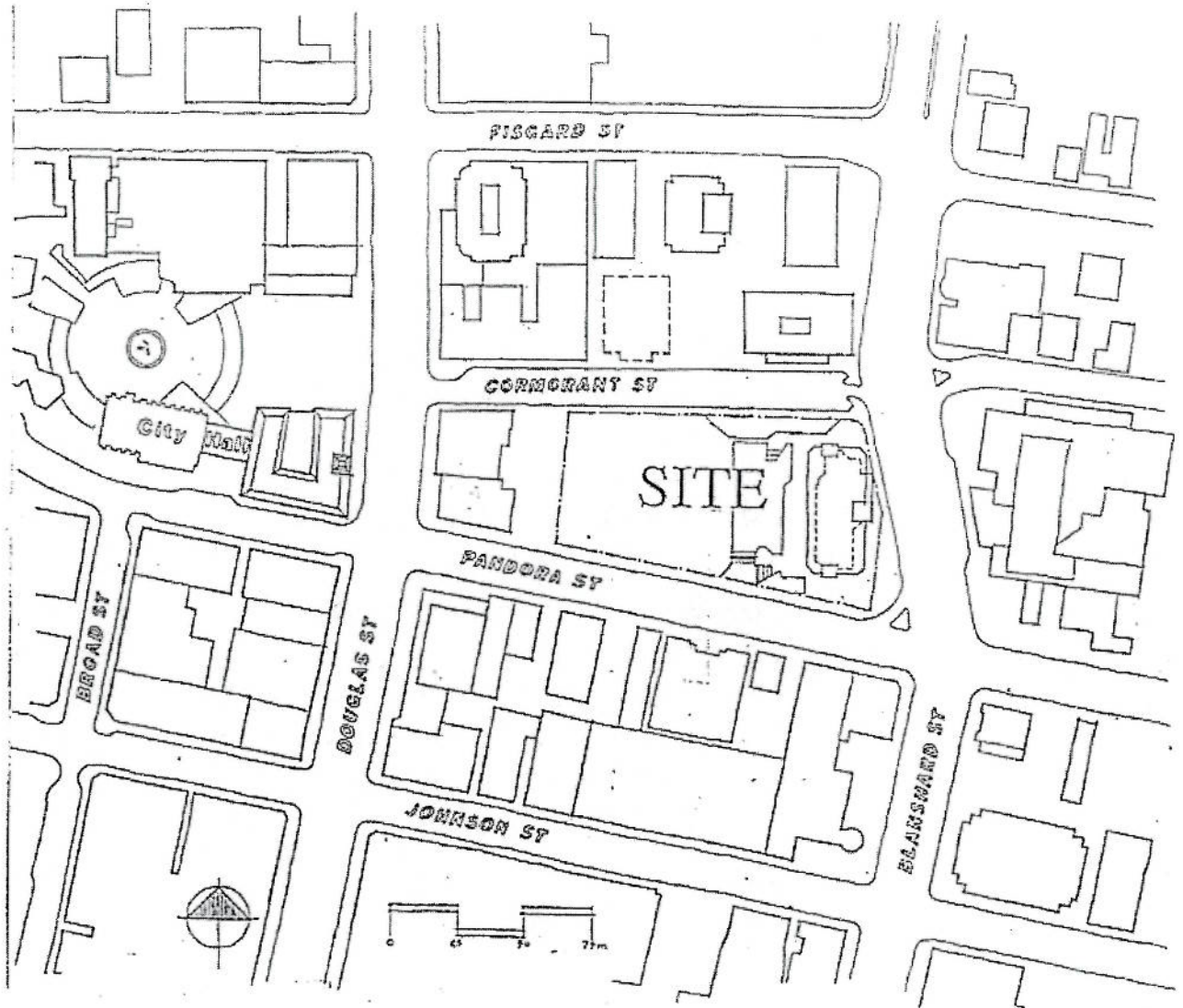
Revised November 16, 1994

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November 16, 1994

1.0 LOCATION PLAN



LEGAL DESCRIPTION:

LOT 1 OF LOT 1257, VICTORIA CITY, PLAN 27099
(TO BE SUBDIVIDED INTO LOTS A & B)

2.0

INTRODUCTION

*Proposed Subdivision and Rezoning of 700
Block Pandora/Cormorant Street and 1520
Blanshard Street.*

On behalf of our Client, the British Columbia Buildings Corporation, Aitken Wreglesworth Associates Architects Ltd. and The Campbell Moore Group Architects Ltd. wish to submit the following rationale as part of the above Stage 2 Rezoning Application.

Our Client wishes to construct a new 10 storey building of 17,805m² to accommodate Provincial Government Ministry offices at the above location in the north end of downtown Victoria. We note that the proposed office use is permissible within the existing CA-4 zoning and that the Downtown Victoria Plan 1990 describes the mid-block site (Precinct 15) as a "major new development opportunity, e.g., office or residential". As well, the proposed development meets with the objectives and City policies listed in the Official Community Plan for New Town.

Fundamental to this proposal is the subdivision of the existing property (Lot 1 of Lot 1257, Plan 27099) into two new lots and the transfer of density from the easterly property (Lot B) to the westerly property (Lot A) to permit development of the new building as described in this document. The easterly property will accommodate the existing three storey Rotherham office building with its sunken plaza and underground parking garage. Together, the two lots will have a combined floor space ratio of 3.0 to 1, the maximum permitted in the CA-4 zone. Lot B would be down zoned to an F.S.R. of .80 to 1, reflecting the present total floor area of the Rotherham building. Lot A (the recipient site) would be rezoned to an F.S.R. of 5.26 to 1, to accommodate all the new buildable area.

The Downtown Victoria Plan 1990 states that density transfer should be considered as a means to achieve certain urban design objectives, including the provision of public open space, mid-block pedestrian walkways, and the development in the north and 700 block sections of downtown. We submit that this proposal will meet these and other objectives through:

- 1) Provision of public open space in the form of a south facing entrance forecourt along Pandora Street and retention of the existing Rotherham plaza.
- 2) Provision of a mid-block pedestrian walkway at street level overlooking the Rotherham plaza. The portion adjacent to the new building would feature a weatherproof canopy.
- 3) The creation of a multi-storey lobby within the lower levels of the new building which is oriented on an east-west axis that aligns with the City Hall Clock Tower. This allows for the potential of a direct connection to the Bank sites immediately to the west, particularly should redevelopment of these sites take place.

Cormorant Building

Urban Design Guidelines

-
- 4) Provision of a three storey street wall along the Cormorant Street and Pandora Street frontage and a landscaped setback on the remaining portion to reduce the apparent scale of the development along these streetscapes.
 - 5) Provision of two levels of underground parking for approximately 151 cars with access off Pandora Street.
 - 6) The proposed development meets the setback criteria established for the CA-4 zone on all four sides. The 91m height sensitive zone established around City Hall Clock Tower is also respected by virtue of the westerly setback.

The ten storey building height fits within the maximum height permitted and we believe it relates well to the surrounding context. The 10th floor houses the mechanical equipment (eliminating the need for a higher penthouse level) and has been augmented with approximately 650m² of usable space. We believe this combination of mechanical and usable space creates a more integrated design and a cap to the building.

The massing of the building is stepped in plan and section to reduce its apparent bulk and make it more compatible with its smaller neighbours, as well as, reducing overshadowing of the Rotherham plaza.

The existing Rotherham plaza will be animated and better integrated with the new development by:

- i. Provision of generous and direct public access from the plaza into the new underground parking garage.
- ii. Orientation of the new building lobby towards the plaza with stairs and stepped seating forming a strong connection between the new and existing.
- iii. Provision of a significant, usable, soft landscaped area with seating along the Pandora Street frontage which will overlap slightly the existing plaza in plan. This will form a distinctive connecting feature between the plaza, the street, and the new building entrance. A ramp leading through this area will provide a strong directional gesture to the plaza as well as facilitating wheelchair access.

Finally, there will be a commitment from our Client to work with the Owners of the Rotherham site to make improvements to the existing plaza which will enhance its use as an animated public place and its appearance. Confirmation of these improvements will precede the issuance of the Development Permit for the Building.

In conclusion, we believe this submission, in the form of Urban Design Guidelines, reflects the input received to date from the Advisory Planning Commission, the Planning Department, and others. We contend that the quality of streetscape and public open space in this proposal will improve the existing situation enormously and create sufficient public benefit to warrant the density transfer proposed.

3.0

BRITISH COLUMBIA BUILDINGS CORPORATION - DESIGN DIRECTIVE

The following statements were part of the Design Tender Documents of the B.C. Buildings Corporation to convey to Architects the level of design sensitivity required for this project.

"The Cormorant Building will be a generic office building for the use of Provincial Government Ministries. It is to provide an interesting and positive work environment for its occupants.

The design, scale, use of materials, attention to detail and colour of the exterior should be aesthetically sensitive to the downtown environment of Victoria, particularly its relative closeness to the City Hall, whilst still demonstrating fiscal responsibility in the use of public funds. (The design of the exterior to be a timeless design reflecting an image compatible with the more traditional architectural forms in Victoria but not faddish and not a parody of traditional designs)."

4.0

ARCHITECTURAL DESIGN CRITERIA (REFER TO APPENDIX A)

4.1

PUBLIC OPEN SPACE/PEDESTRIAN CIRCULATION

- a) Locate open space at grade on the east portion of the site. This space, in combination with the existing plaza of the Rotherham building, will provide the opportunity to develop a major public amenity in the form of a urban parkette (refer to 5.0 Landscape Design Criteria).
- b) Provide a north-south, mid-block connection between Pandora and Cormorant to further the Downtown Victoria Plan objectives.
- c) Introduce significant soft landscaping, pavement treatment, garden elements, public art etc. to create visual interest for the passerby and building occupants.

Cormorant Building

Urban Design Guidelines

- d) Maintain good visibility into the open spaces from the streets with adequate lighting and appropriate design to promote the perception of security in accordance with C.P.T.E.D. principles.
- e) Orient entrance and lobby to Pandora Street address and open space to the east. Lobby should be multi-storey to ensure a view of City Hall Clock Tower and placed on an east-west axis aligned with the City Hall Clock Tower.

4.2

FORM OF DEVELOPMENT

- a) Locate the building footprint within an envelope at grade that will provide opportunities to combine the resulting open space with the existing Rotherham Plaza and permit maximum sun penetration into these spaces.
- b) Position new development above three storeys to respect the 91 metre radius - height sensitive zone - surrounding the City Hall Clock Tower.
- c) Setback building form above 3rd storey to ensure that the building mass steps back from the street wall and that a scale transition occurs from the street wall to the tower.
- d) Incorporate tripartite building expression of base middle and top. In addition to this massing strategy the building is to have distinct forms of varying heights to reduce the perceived height and bulk and to be more in keeping with the scale of the existing buildings in the immediate context. The distinct forms would be characterized by the following:
 - i. Three storey podium which provides the base for the tower portion to rise out of.
 - ii. A central mass which extends from the base to the building top and screens all roof top mechanical equipment. This form would act as a hinge connecting the adjacent 'wrapper' forms and accentuate the main entry to the building. A transparent treatment of this form would clearly define and separate the more solid 'wrapper' elements.
 - iii. A form which would identify the middle of the building and 'wrap' around the central mass as described in item ii. above. This element would be more solid to contrast with the central, transparent form.
 - iv. The 10th floor is to have a floor area component of approximately 650m² of usable space and to conceptually sit on the wrapper walls and to abut the central mass. The penthouse would be setback from the 'wrapper' wall by approximately 3 metres on all sides and have a distinctive roof top element which would provide an interesting termination to the building form at the skyline.

Cormorant Buildir

Urban Design Guidelines

4.3 EXPRESSION/CHARACTER (Refer to Appendix A - 6.5 Massing)

a) Three Storey Building Base:

- i. Express structural grid.
- ii. Inset glazing line to accentuate column expression and "storefront" nature of the ground floor.
- iii. Demarcate entry with detailed entrance canopies.
- iv. Use materials and fixtures of a fine grain of detail (i.e., reveals and/or texture of treated pre-cast concrete, brick, or tile inserts; column base expression; integrated lighting canopy etc.).
- v. Use clear glass to permit pedestrian views into ground floor spaces.
- vi. Tinted glass and tinted spandrel glass to be used above the ground floor. Highly reflective glazing will not be used.

b) Middle - 'Wrapper' walls: (Refer to Appendix A - 6.6 Design Examples)

- i. Clad columns and spandrels with a heavier material (i.e., treated pre-cast concrete) to express the major structural grid.
- ii. Introduce a secondary grid established by the window and spandrels glass framing to play against the structural grid. Window patterns to be repetitive and recessed in keeping with traditional commercial buildings in the area.
- iii. Introduce subtle differentiation of the 9th floor by the use of an intermediate cornice line and/or accent.
- iv. Tinted glass and tinted spandrel glass to be used throughout. Highly reflective glazing will not be used.

c) Central Form: (Refer to Appendix A - 6.6 Design Examples)

- i. Clad wall with taut skinned assembly such as curtain wall. Tinted glass and tinted spandrel glass to be used throughout. Highly reflective glazing will not be used.
- ii. Express horizontal window mullions to line up with spandrels, and window mullions in 'wrapper' wall assembly.
- iii. Express vertical window mullions to contrast horizontal bands of spandrel glazing panels.
- iv. Integrate metal horizontal louvres at the top of the building wall to accommodate air intake requirements of the mechanical equipment.

5.0 LANDSCAPE DESIGN CRITERIA

5.1 OPEN SPACE STUDY

Through the design process for the proposed Cormorant Building, the adjacent Rotherham Plaza has been considered an integral part of the open space concept. It is generally recognized that the existing condition of the Rotherham Plaza does not realize the potential of this space as a public amenity. With development of the Cormorant Building, there is an opportunity to both address the deficiencies of the existing plaza and to link the Cormorant and Rotherham areas of the block.

The following is an examination of the negative and positive features of the Rotherham Plaza, as well as some comment as to the design direction that may be followed to retrofit this space.

5.2 ASSESSMENT & RESPONSE

NEGATIVE FEATURES:

- LACK OF INTIMACY/SCALE PROBLEM
(Vary the types of spaces; add layers of interest and complexity)
- LACK OF FOCUS
(Provide focal points and a sequence of experiences)
- LACK OF REASONS TO PASS THROUGH
(Provide a sequence of spaces/amenities; and plaza access to parkade)
- LACK OF PRESENCE ON STREET
(Provide a portal that is visible from along the sidewalk)
- IMAGE PROBLEM
(Develop an identity that is distinct from other downtown plazas)
- SUNKEN PLAZA
(Consider the view from above; ensure casual surveillance of space)
- LACK OF WEATHER PROTECTION
(Develop a system of canopies and windbreaks)
- HIDDEN SPACE AT EDGES
(Eliminate potential hiding places; ensure casual surveillance)
- DARK WELL TYPE SPACE AT EDGE
(Provide appropriate lighting)

- STAIR BARRIERS
(Provide a ramp option)
- LACK OF SEATING
(Provide seat options in warm locations and good view areas)
- BARREN SPACE
(Provide soft landscape/planted areas; and ensure seasonal interest)
- BLANK WALLS
(Soften walls with planting, shadow patterns and lighting)
- LOAD BEARING CONSTRAINT
(Develop light weight solutions for areas on the existing structure)

POSITIVE FEATURES:

- SOUTH/SUN EXPOSURES
(Provide seat options in sun; use the potential of shadows; improve views to the south)
- GOOD SCALE RELATIONSHIP ALONG PANDORA AND CORMORANT
- VIEWPOINTS OVERLOOKING LOWER PLAZA
- UNUSUAL CURVILINEAR PLAZA VIEWPOINT AT SOUTH STAIR
- SOME MATURE PLANTING
(Retain large conifers and colourful Sumac; reduce use of Berberis)
- SUBSTANTIAL MATURE STREET TREES ALONG PANDORA STREET
- LIGHTING
- NORTH-SOUTH MID BLOCK PEDESTRIAN CONNECTION
- WINDOWS LOOK OUT ONTO THE LOWER PLAZA
- PAVING HAS SOME PATTERNING AND DIVERSITY OF MATERIALS
- THE FUTURE ADDITION OF OVER 1000 PEOPLE TO THE AREA
(With development of the Cormorant Building and the site to the south, as well as, occupancy of the office tower on Fisgard Street, the potential for active use of the plaza will improve)

5.3 OPEN SPACE CONTEXT (Refer to Appendix A - 6.7 Open Space Inventory)

There are few public plazas or other open spaces of significant size in the local area. Centennial Square is the prime public space. Other spaces include the Rotherham Plaza, the Market Square courtyard and the Jack Davis Building plaza. Currently, there is public gathering also at the entry to the Richard Blanshard Building, as well as, the outdoor cafe space at the corner of Fisgard and Government Streets. These sites are, with the exception of the Centennial Square lawn, all hard surface spaces. Further, spaces such as the Centennial Square plaza require considerable special event programming to generate substantial public use.

5.4 LANDSCAPE GUIDELINES

- a) Develop a unified concept for Lot A and Lot B (Cormorant Building and Rotherham Plaza) open spaces, that blurs the line between the sites, and provides an appealing public amenity.
- b) Provide a 'green', soft landscape alternative to the local context of hard surface open spaces.
- c) Develop a landscape concept for the Lower Rotherham Plaza that respects the limited load bearing capacity of the plaza structure.
- d) Develop a concept that allows for change in the use of the Lower Rotherham Plaza to respond to future demand for active / commercial use of that space.
- e) Provide diverse, comfortable seating and gathering opportunities, with spaces that have good sun exposure and spaces that are shaded.
- f) Provide outdoor areas that offer protection from rain, snow and wind.
- g) Develop route options through the open space that offer viewpoints and varied route experiences.
- h) Ensure that entry to the open space is visible from the street, and that the space has a 'presence' on both Pandora and Cormorant Streets.

Cormorant Buildi(

Urban Design Guidelines

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- i) Develop an image for the open space that links Lot A and Lot B, and distinguishes this space from other plazas, squares and public places in the area.
 - j) Provide for interesting views of the space from adjacent high viewpoints, including the Upper Rotherham Plaza, as well as existing and future office and residential towers.
 - k) Ensure that the open space is a safe environment, through application of CPTED (Crime Prevention Through Environmental Design) principles.
 - l) Infill the existing street tree patterns on Cormorant and Pandora Streets, where appropriate, in consultation with City of Victoria staff.
 - m) Develop a diverse palette of plant materials for the open space that provides for seasonal and sensory interest.
 - n) Develop a lighting concept that addresses security and route definition, as well as contributes to the amenity of the open space.

6.0

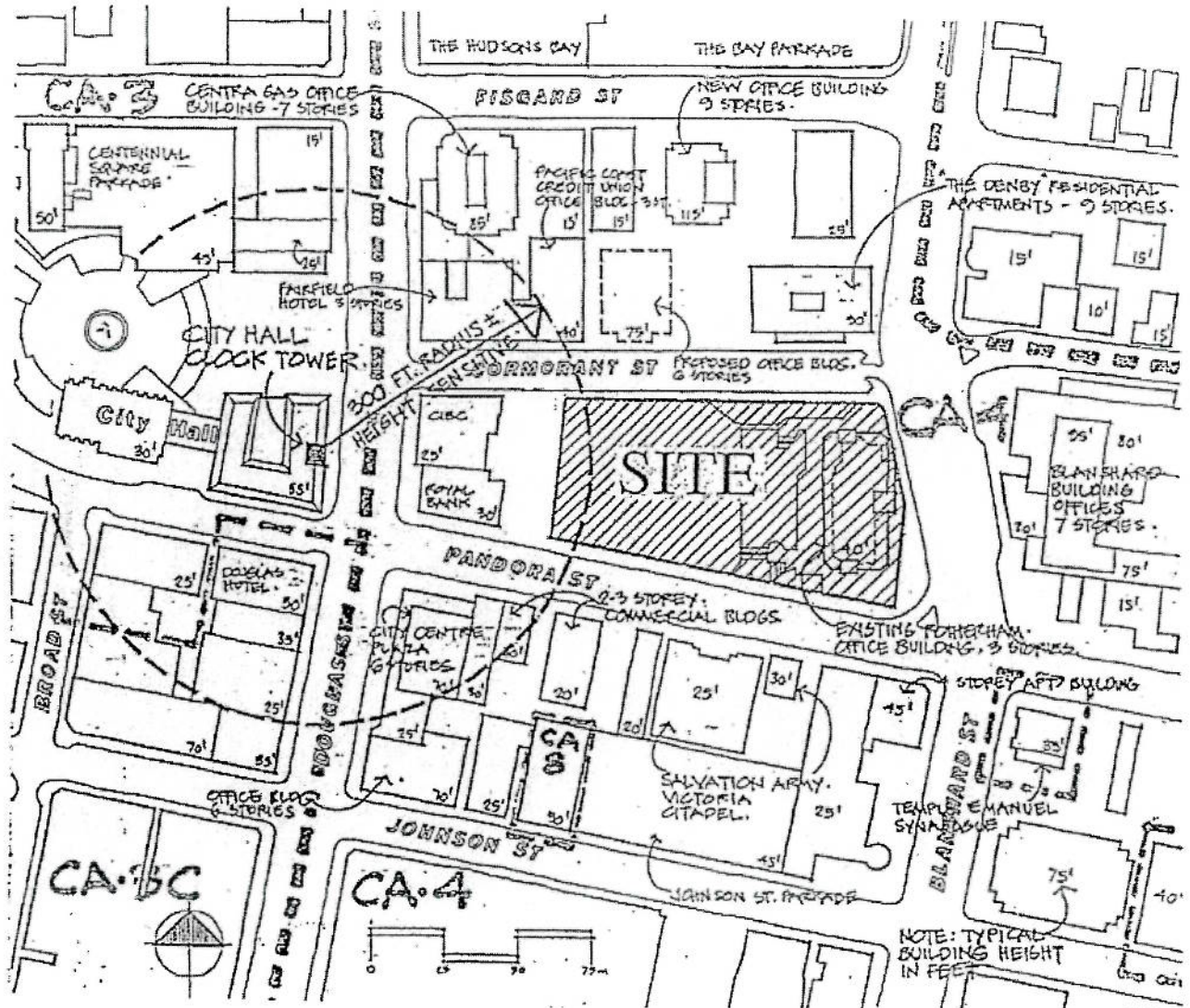
APPENDIX A - ANALYSIS DRAWINGS

- 6.1 ZONING, DENSITY, & HEIGHT
- 6.2 PUBLIC OPEN SPACE & PEDESTRIAN CIRCULATION
- 6.3 VIEW CORRIDORS
- 6.4 TRAFFIC & PARKING
- 6.5 MASSING
- 6.6 DESIGN EXAMPLES
- 6.7 OPEN SPACE INVENTORY

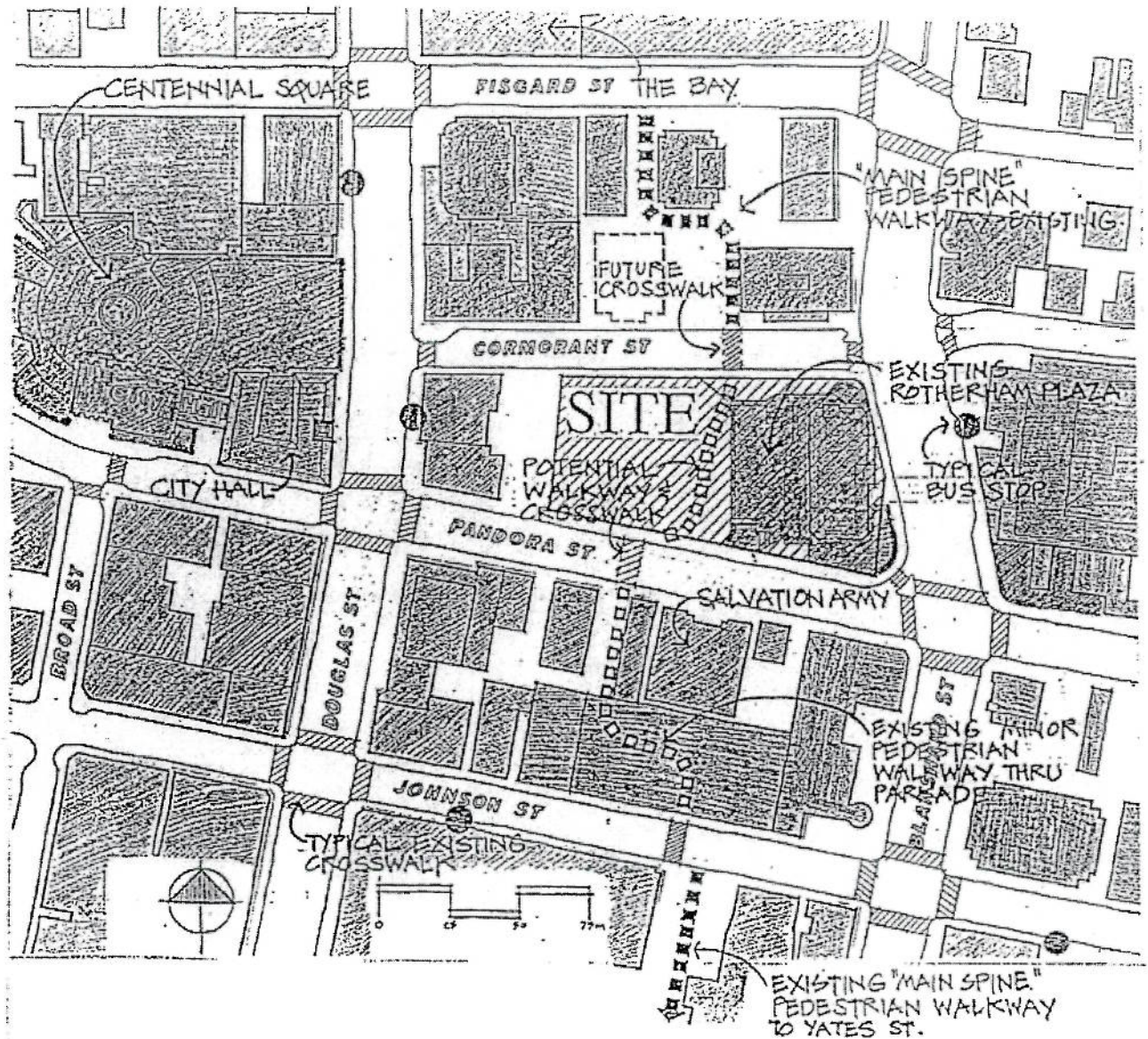
Cormorant Building

Urban Design Guidelines

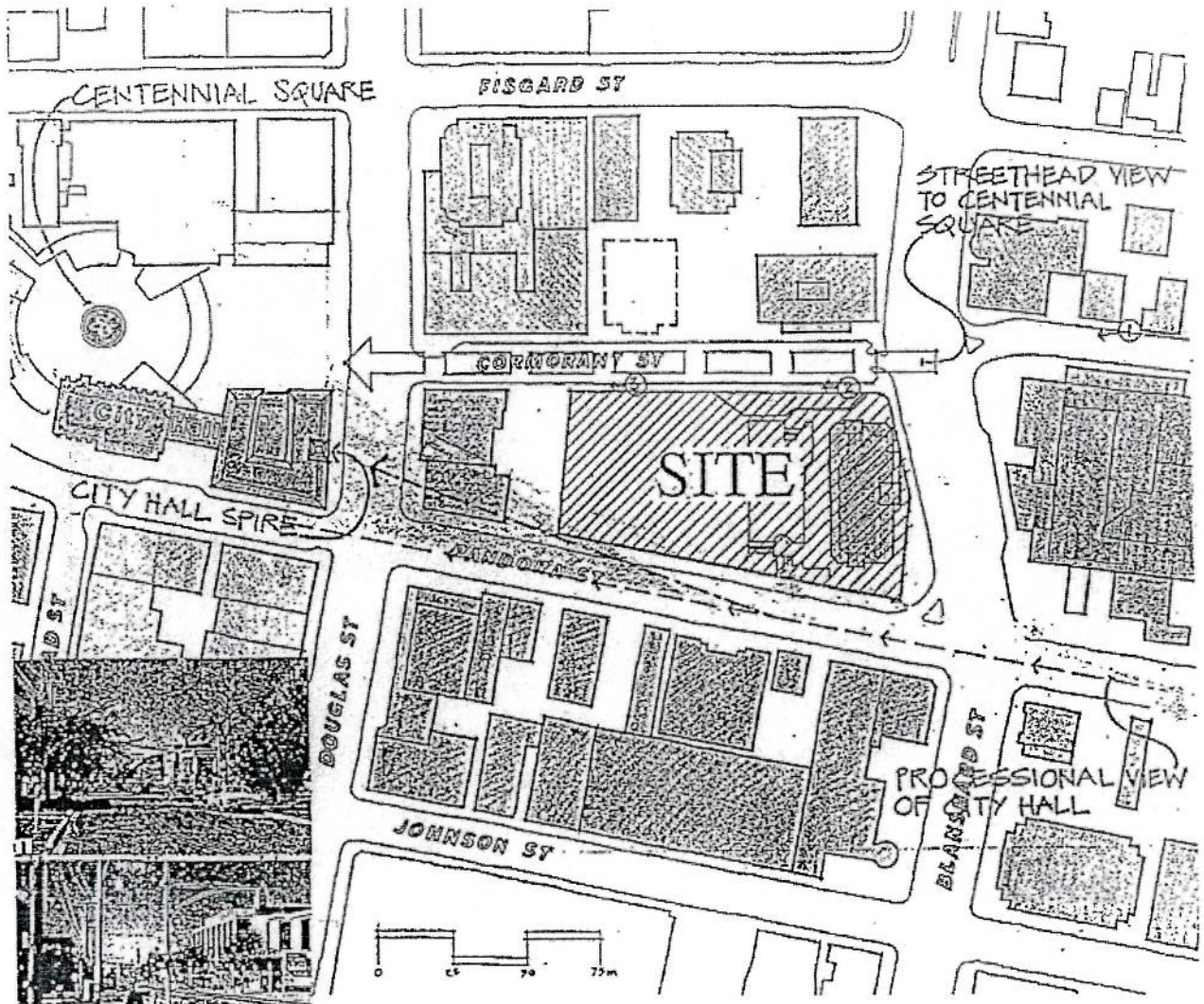
APPENDIX A - 6.1 ZONING, DENSITY, AND HEIGHT



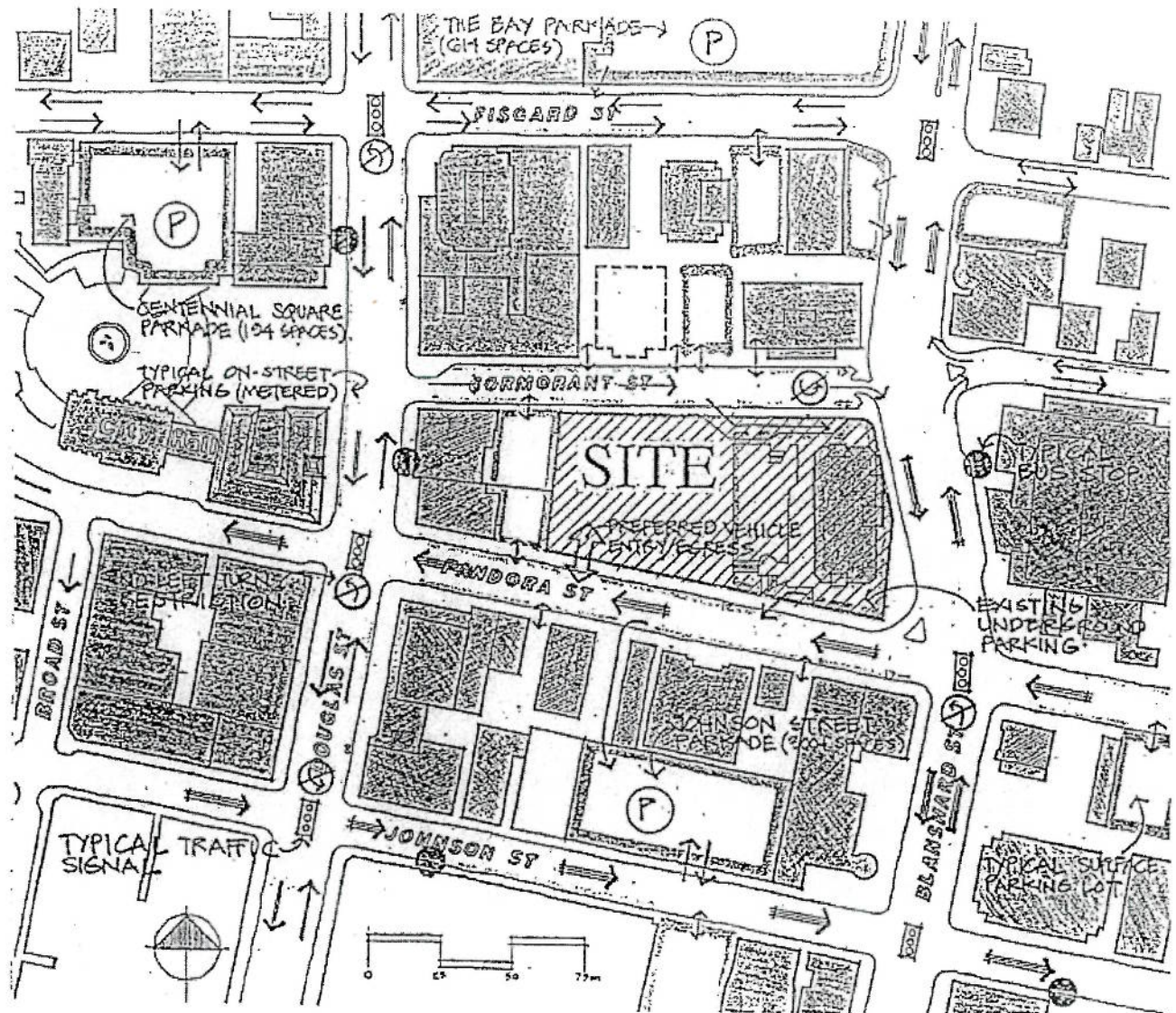
APPENDIX A - 6.2 PUBLIC OPEN SPACES AND PEDESTRIAN CIRCULATION



APPENDIX A - 6.3 VIEW CORRIDORS



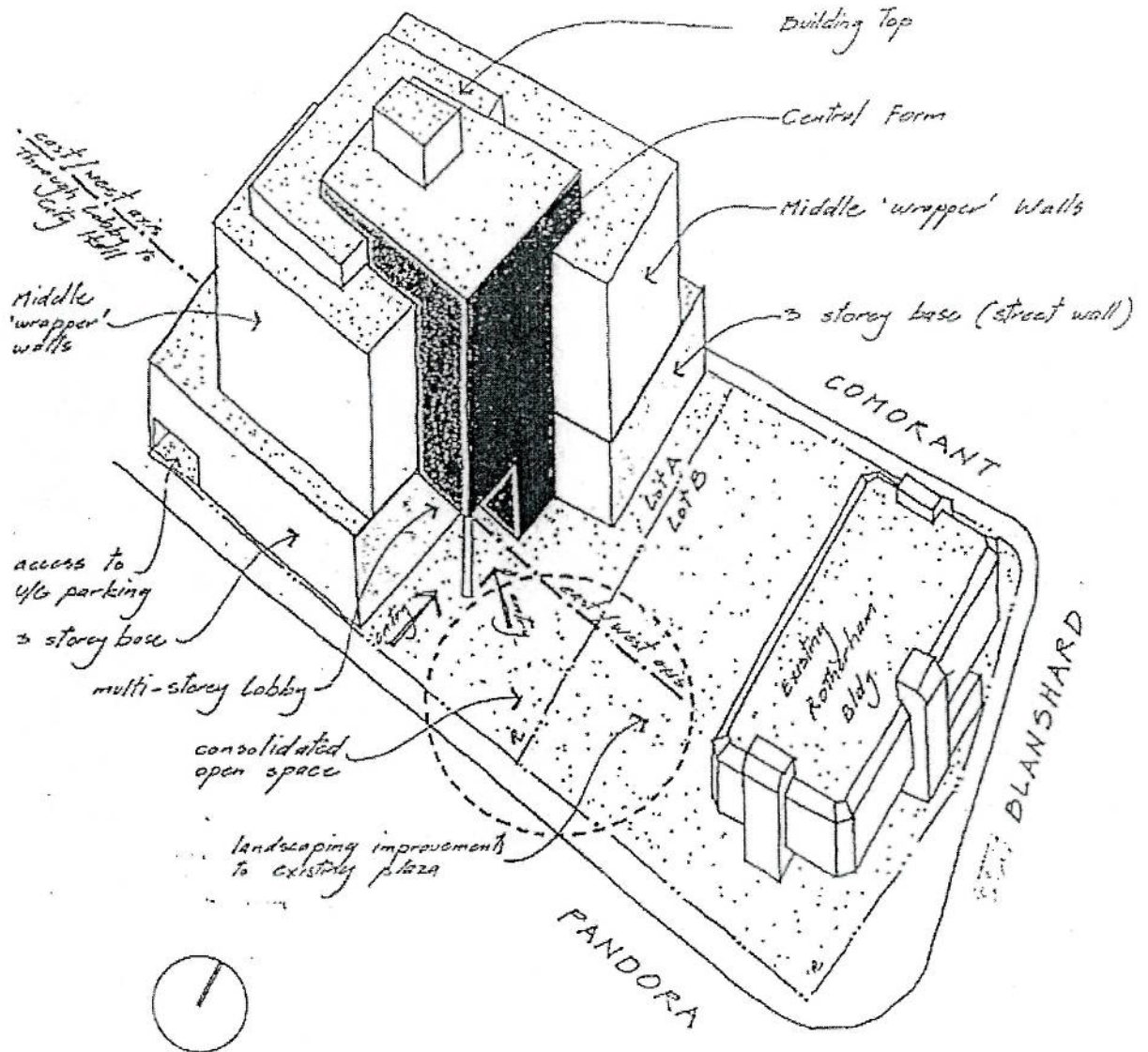
APPENDIX A - 6.4 TRAFFIC & PARKING



Cormorant Building

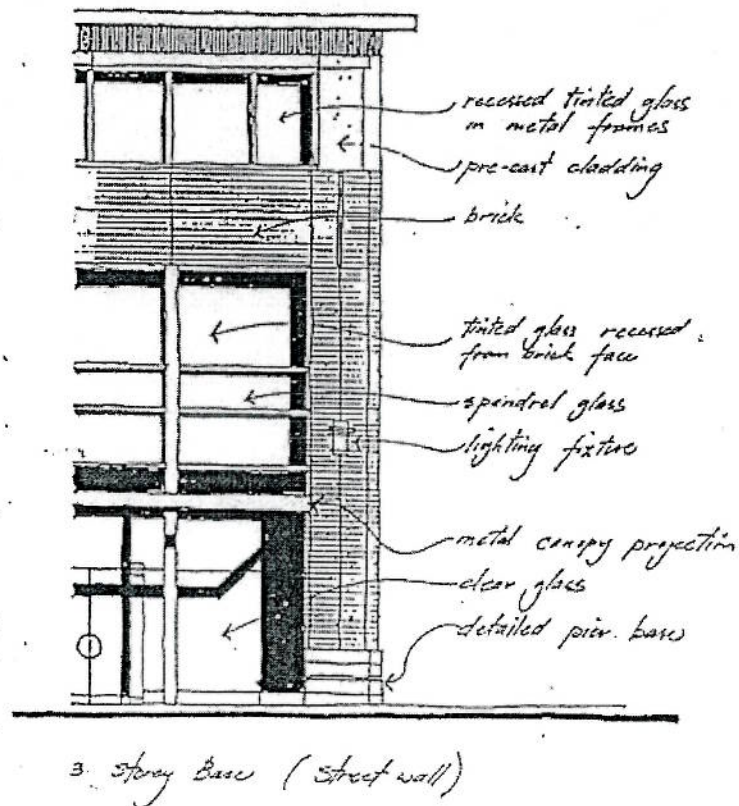
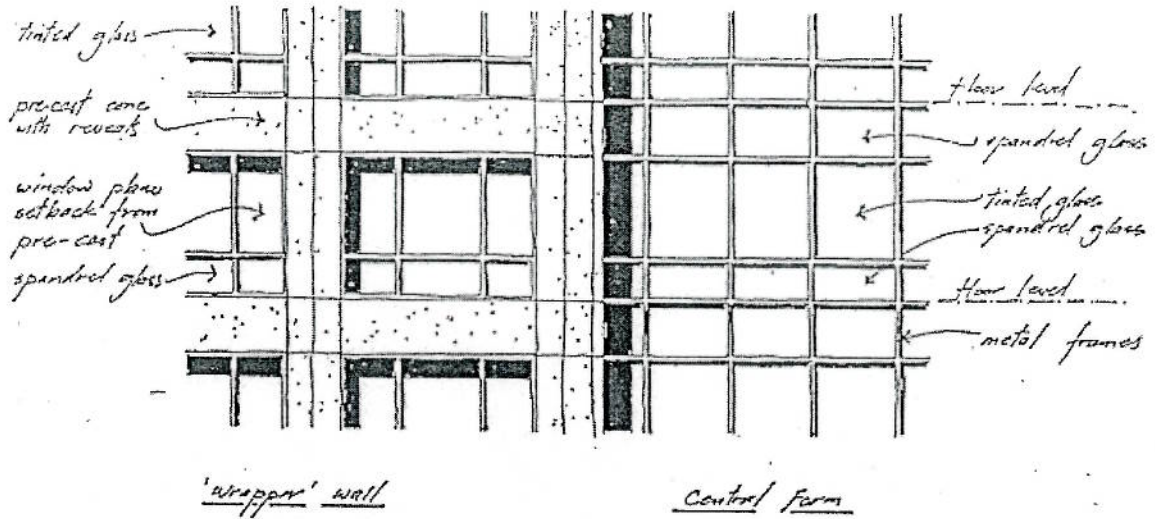
Urban Design Guidelines

APPENDIX A - 6.5 MASSING

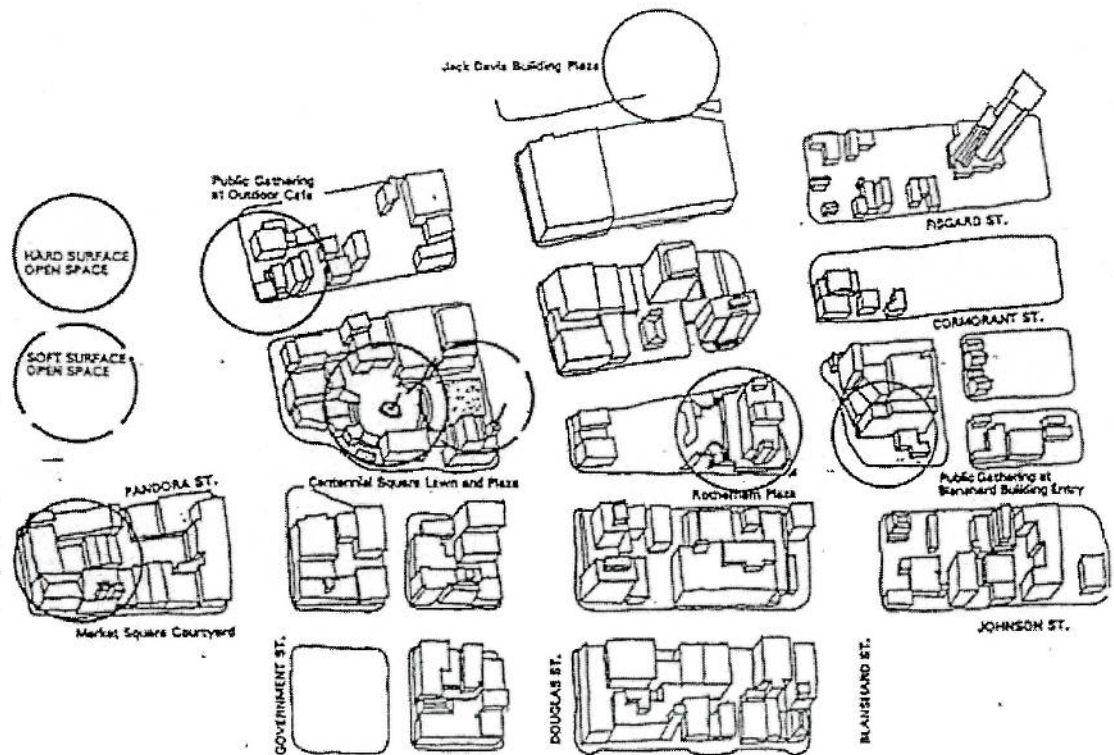


EXAMPLE OF BUILDING FORM ON LOT A
NOT TO SCALE

APPENDIX A - 6.6 DESIGN EXAMPLES



APPENDIX A - 6.7 OPEN SPACE INVENTORY



Planning and Land Use Committee Report

For the Meeting on July 17, 2014

Date: July 4, 2014 **From:** Brian Sikstrom, Senior Planner
Subject: **Rezoning Application # 00447 and Development Permit Application #000355 for 2121 Douglas Street** - Application to rezone from the C-SS Zone, Special Service Station District, to the C1-S Zone, Limited Service Station District, to permit an expanded range of commercial uses.

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and Development Permit Application for the property at 2121 Douglas Street.

The proposal is to rezone the property from the C-SS Zone, Special Service Station District, to the C1-S Zone, Limited Service Station District, to permit an expanded range of commercial uses. Currently, the only land use permitted under the existing zone is a service station. The proposal includes upgrading the existing 105 m² one-storey building, adding landscaping along Douglas Street and a portion of Princess Avenue, and removing one of two driveways on Douglas Street. Staff have advised the applicant that the removal of both driveways is required.

The following conclusions were reached in analyzing this application:

- The proposed C1-S Zone, Limited Service Station District, and upgrading of the existing building for an expanded range of commercial uses such as retail, office or high tech, is consistent with the *Official Community Plan, 2012* Core Employment Urban Place Designation as well as the objectives for the Rock Bay District in the *Downtown Core Area Plan, 2011*.
- The proposed landscaping along Douglas Street and a portion of Princess Avenue screens the on-site parking which is in keeping with the Place Character Features of the Core Employment Urban Place Designation.
- The expanded range of commercial uses enables an improved use of the property until further development is proposed.
- The maximum permitted density would remain unchanged between the existing and proposed zone.
- The closure of both driveways on Douglas Street would be consistent with the Highway Access Bylaw.
- The existing driveway off Princess Avenue is appropriate for the proposed commercial uses, which are not car-oriented and do not require driveway access from Douglas Street.
- The closure of both driveways on Douglas Street will improve safety for pedestrians, bicyclists and other road users; and is in keeping with the *Official Community Plan, 2012*, public realm objective for arterial streets which supports walking and the future of Douglas Street as a rapid transit route.

Staff recommend that the Committee support this application subject to closure of both driveways on Douglas Street.

Recommendation

1.
 - a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application 00447 for 2121 Douglas Street.
 - b. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendment after the bylaw has been drafted.
 - c. That Council schedules a Public Hearing after the *Zoning Regulation Bylaw* amendment has received second reading subject to:
 - i) registration of a s.219 covenant restricting access to and from the site from Princess Avenue only, to the satisfaction of the City Solicitor,
 - ii) consolidation of the lots,
 - iii) compliance with the Ministry of Environment's *Environmental Management Act* as it pertains to potentially contaminated sites.
2. Following the Hearing and subject to the adoption of the Bylaw amendment for 2121 Douglas Street, that Council considers passing the following resolution to authorize the issuance of Development Permit Application #000355 in accordance with:
 - a. plans date stamped March 10, 2014 and April 22, 2014 with revisions to remove both driveways on Douglas Street,
 - b. development meeting all *Zoning Regulation Bylaw* requirements,
 - c. final plans to be in generally consistent with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.

Respectfully submitted,

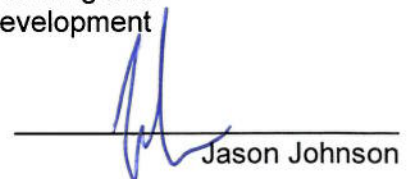


Brian Sikstrom
Senior Planner
Development Services Division



Deb Day, Director
Sustainable Planning and
Community Development

Report accepted and recommended by the City Manager:



Jason Johnson

Date: July 9, 2014

BMS:aw

S:\TEMPEST_ATTACHMENTS\PROSPERO\PL\REZ\REZ00447\PLUSC PLANNING REPORT TEMPLATE REZ2.DOC

1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and Development Permit Application for the property at 2121 Douglas Street.

2.0 Background

2.1 Description of Proposal

The proposal is to rezone the property from the C-SS Zone, Special Service Station District, to the C1-S Zone, Limited Service Station District, to permit an expanded range of commercial uses. Currently, the only land use permitted under the existing zone is a service station at the site. The maximum permitted density is the same in both zones.

The proposal includes upgrading the existing 105 m² one-storey building, adding landscaping along Douglas Street and a portion of Princess Avenue and removing one of two driveways on Douglas Street while retaining an existing driveway on Princess Avenue. The upgraded building and improved site is expected to be attractive to retail, office or high tech uses.

Sustainability features with this application are limited, however, the reuse of an existing building increases the building's longevity and the provision of landscaping increases site permeability.

2.2 Existing Site Development and Development Potential

The corner property is comprised of two small lots that together have an area of 514 m². The existing building is on the southern lot with a portion of it straddling the northern lot. The only land use permitted under the existing C-SS Zone, Special Service Station District, is a service station. The service station was closed a number of years ago with the underground tanks being removed and the site remediated. Only one building is permitted with a maximum height of 11 m. The property currently has two access driveways from Douglas Street and a third from Princess Avenue.

2.3 Data Table

The following data table compares the proposal with the proposed C1-S Zone.

Zoning Criteria	Proposal	C1-S Zone Standard
Site area (m ²) – minimum	514.0	N/A
Total floor area (m ²) – maximum	105.50	719.60
Density (Floor Space Ratio) – maximum	0.2:1	1.4:1
Number of Buildings – maximum	1	1
Height (m) – maximum	4.4	12.0
Site coverage (%) – maximum	20	N/A
Open site space (%) – minimum	8.40	N/A
Storeys – maximum	1	N/A

Zoning Criteria	Proposal	C1-S Zone Standard
Setbacks (m) – minimum		
Front (Douglas Street)	9.0 (canopy removed)	6.0
Rear (east)	0*	6.0
Side (south)	2.39	0
Side (north)	11.05	2.4
Parking – minimum	7	3
Bicycle storage – minimum	1	N/A
Bicycle rack – minimum	3	N/A

Note: * existing non-conforming setback.

2.4 Land Use Context

The area is largely covered by the M-1 Zone, Limited Light Industrial District, with a variety of automotive and service commercial uses. Immediately adjacent uses are the following:

- north (across Princess Avenue): furniture store
- south: one-storey commercial building
- east: automotive service and repair shop
- west (across Douglas Street): commercial buildings and surface parking.

2.5 Legal Description

Lots 1 and Lot 2, Block A, Plan 8, Section 3, Victoria District, Plan 8 except part lying west of a boundary joining points on the northerly and southerly boundaries of said lots distant respectively 13 feet from the north westerly and south westerly corners of said lots.

2.6 Consistency with City Policy

2.6.1 Official Community Plan, 2012

The rezoning to the C1-S Zone, Limited Service Station District, is consistent with the Core Employment Designation of the *Official Community Plan, 2012*, which covers this area. The proposal includes landscaping along Douglas Street and a portion of Princess Avenue, which screens the on-site parking and is in keeping with the Place Character Features of the Core Employment Urban Place Designation.

The proposed retention of one driveway on Douglas Street is not in keeping with the Highway Access Bylaw or the following *Official Community Plan* objective:

7.14.3 Participating with BC Transit and the District of Saanich in the joint planning and design of Douglas Street as a complete street, including the dedicated rapid transit alignment and stations, cycling routes, pedestrian areas, general purpose travel lanes, and public realm enhancements.

2.6.2 Downtown Core Area Plan, 2011

The proposal is also consistent with the Rock Bay District objectives of the *Downtown Core Area Plan, 2011*, including attracting and maintaining a range of commercial and light industrial businesses in order to provide a more diversified and resilient employment base.

2.7 Community Consultation

The applicant requested and was granted permission from Council on February 27, 2014, to submit a Rezoning Application prior to the holding of a Community Association Land Use Committee (CALUC) meeting. The CALUC meeting was held on April 14, 2014. The letter from the Community Association providing comments on the proposal is attached.

3.0 Issues

The key issue associated with this application is the provision of driveway access from Douglas Street.

4.0. Analysis

The property currently has two driveways providing access from Douglas Street serving the two existing lots and another driveway providing access from Princess Avenue. The applicant wishes to maintain the Princess Avenue driveway as well as the south driveway on Douglas Street to provide an extra right turn-in access. However, the existing driveway off Princess Avenue would also provide right turn-in access to the property. The single driveway on Princess Avenue is considered adequate for the proposed commercial uses (retail, office or high tech uses) which are not car-oriented and which do not require direct driveway access from Douglas Street. It is unlikely that a service station use will be re-instated on this site.

The closure of both driveways is desired to improve safety for pedestrians, cyclists and other road users. The addition of landscaping to screen the on-site parking as proposed by the applicant will also enhance the pedestrian environment. Removing both the driveways on Douglas Street is consistent with the *Highway Access Bylaw* and is in keeping with the *Official Community Plan, 2012* public realm objective for arterial streets which supports walking, cycling and the future of Douglas Street as a rapid transit route.

5.0 Resource Impacts

There are no resource impacts anticipated with this application.

6.0 Conclusions

The proposal to allow an expanded range of commercial uses such as retail, office or high tech is consistent with the *Official Community Plan, 2012* Core Employment Urban Place Designation as well as the objectives for the Rock Bay District in the *Downtown Core Area Plan, 2011*. The proposed range of commercial uses enables an improved use of the property until further development is considered. However, the proposed closure of only one driveway on Douglas Street is not consistent with the *Highway Access Bylaw* nor is it in keeping with the objective of establishing a more pedestrian-friendly and transit-oriented Douglas Street. The existing driveway off Princess Avenue is appropriate for the proposed commercial uses, which are not car-oriented and which do not require driveway access from Douglas Street. The closure of both driveways on Douglas Street would improve safety for pedestrians, bicyclists

and other road users; and is in keeping with the *Official Community Plan, 2012* public realm objective for arterial streets which supports walking and the future of Douglas Street as a rapid transit route. Staff, therefore, recommend that the Committee support this application subject to closure of both driveways on Douglas Street.

6.0 Recommendations

6.1 Staff Recommendations

1.
 - a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application 00447 for 2121 Douglas Street.
 - b. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendment after the bylaw has been drafted.
 - c. That Council schedules a Public Hearing after the *Zoning Regulation Bylaw* amendment has received second reading subject to:
 - i) registration of a s.219 covenant restricting access to and from the site from Princess Avenue only, to the satisfaction of the City Solicitor,
 - ii) consolidation of the lots,
 - iii) compliance with the Ministry of Environment's *Environmental Management Act* as it pertains to potentially contaminated sites.
2. Following the Hearing and subject to the adoption of the Bylaw amendment for 2121 Douglas Street, that Council considers passing the following resolution to authorize the issuance of Development Permit Application #000355 in accordance with:
 - a. plans date stamped March 10, 2014 and April 22, 2014 with revisions to remove both driveways on Douglas Street,
 - b. development meeting all *Zoning Regulation Bylaw* requirements,
 - c. final plans to be in generally consistent with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.

6.2 Alternative Recommendations

- 6.2.1 1.
 - a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application 00447 for 2121 Douglas Street.
 - b. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendment after the bylaw has been drafted.
 - c. That Council schedules a Public Hearing after the *Zoning Regulation Bylaw* amendment has received second reading subject to:
 - i) the provision of a s. 219 covenant restricting access to and from Douglas Street to one driveway to the satisfaction of the City Solicitor,
 - ii) consolidation of the lots,
 - iii) compliance with the Ministry of Environment's *Environmental Management Act* as it pertains to potentially contaminated sites.
2. Following the Hearing and subject to the adoption of the Bylaw amendment for

2121 Douglas Street, that Council considers passing the following resolution to authorize the issuance of Development Permit Application #00355 in accordance with:

- a. plans date stamped March 10, 2014, and April 22, 2014,
- b. development meeting all *Zoning Regulation Bylaw* requirements,
- c. final plans to be in generally consistent with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.

6.2.2 That Council decline Rezoning Application #00447 for 2121 Douglas Street.

7.0 List of Attachments

- Location map
- Aerial photograph
- Plans date stamped March 10, 2014, and April 22, 2014
- Letter from the applicant dated February 6, 2014
- Letters from the Burnside-Gorge Community Association dated April 25, 2014, and February 26, 2009.



CITY OF
VICTOR

Page 30



CITY OF
VICTORIA

Page 21 of 50





Site Location Plan

PROJECT INFORMATION

CIVIC ADDRESS:
2121 Douglas Street , Victoria, B.C.

LEGAL DESCRIPTION:
Part Lot 1 & Part Lot 2, Block A Plan 8
Section 3, Victoria District

REGISTERED OWNER
Douglas Pembroke Holdings Ltd.
100 - 19 Dallas Road
Victoria B.C.
MBV 546

BUILDING CODE SUMMARY

1. ACCESSIBLE PARKING
 2. ACCESSIBLE FACILITIES
 3. ACCESSIBLE ENTRANCE
 4. ACCESSIBLE SIDEWALK
 5. ACCESSIBLE STALL
 6. ACCESSIBLE TOILET
 7. ACCESSIBLE TELEPHONE
 8. ACCESSIBLE VENDING MACHINE
 9. ACCESSIBLE WATER FOUNTAIN
 10. ACCESSIBLE WASTE RECEPTACLE
 11. ACCESSIBLE YARD
 12. ACCESSIBLE ZONE
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Note: Existing Zoning is C-SS, Special Service Station District

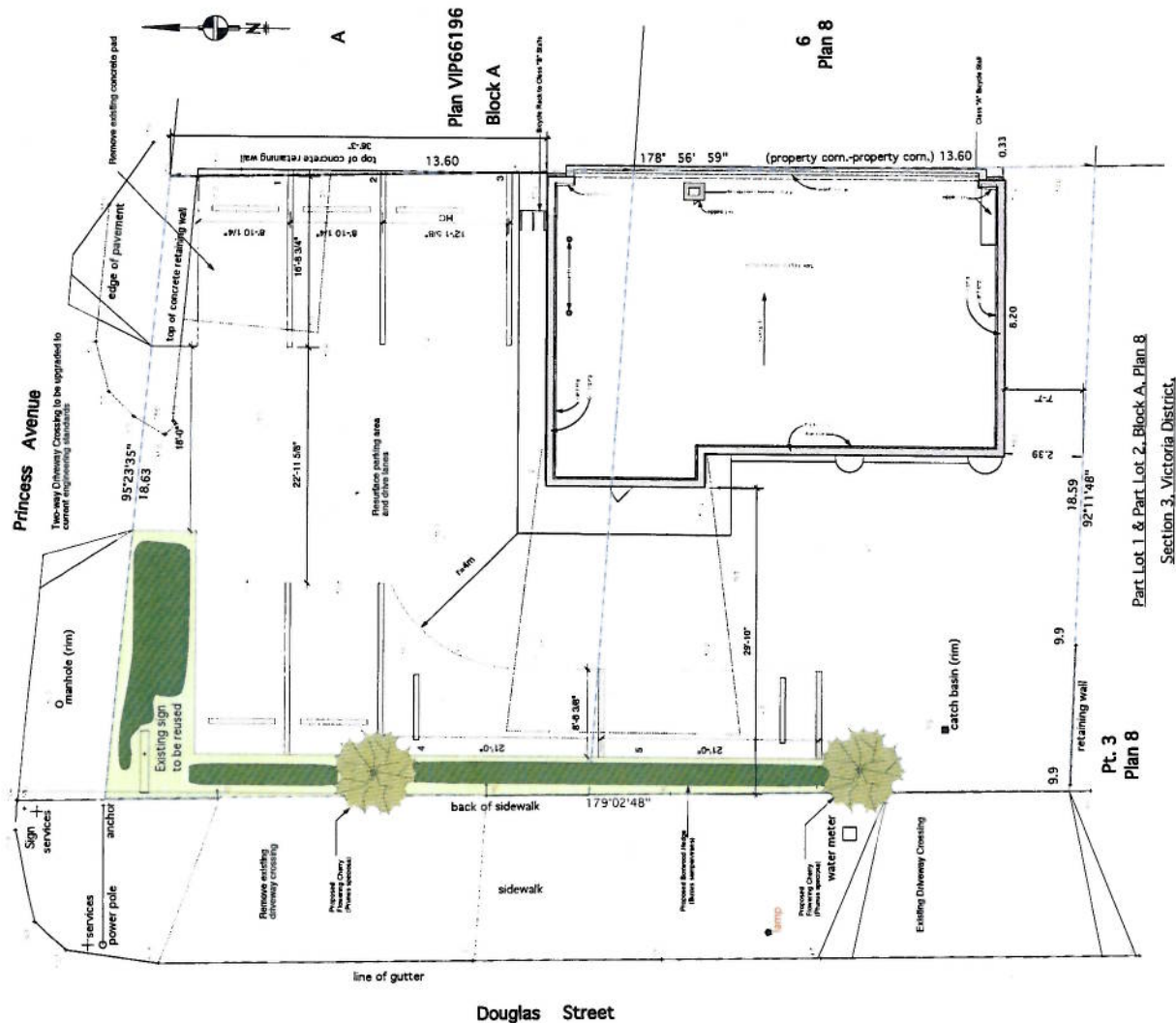
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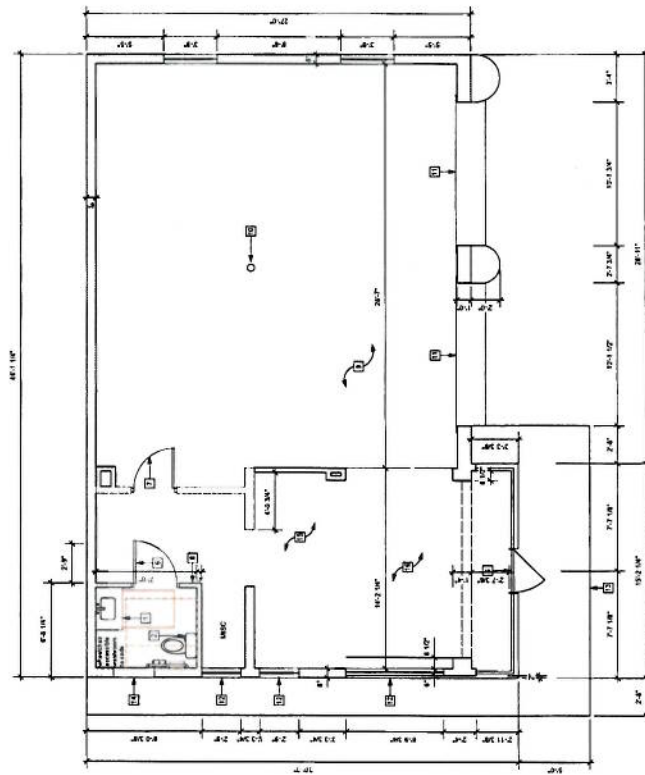
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Received
City of Victoria

MAR 10 2014

**Planning & Development Department
Development Services Division**





1 Main Floor Plan
Scale: 1/8" = 1'-0"

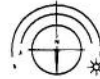
- Revised Notes**
1. Existing system including existing panel is to be removed.
 2. Provide new electrical separation in garage.
 3. New electrical separation is to be brought up to existing level and connected to existing system.
 4. New line and conduit is required.
 5. New lighting throughout is required.

Notes to Main Floor Plan

1. Supply and install new sink.
2. Supply and install new hot water tank.
3. Hot water tank.
4. Hot water tank.
5. Supply and install new 3/4" door.
6. Supply and install new 2 1/2" door.
7. Hot water tank.
8. New concrete side-slip to drain.
9. New floor drain.
10. New exterior door with glazing to match existing doors.
11. New glazing to match existing.
12. Glazed concrete wall to 8' 0" high.
13. Filling with concrete blockwork good includes to match adjacent.
14. Supply and install new sink.
15. Supply and install new sink.

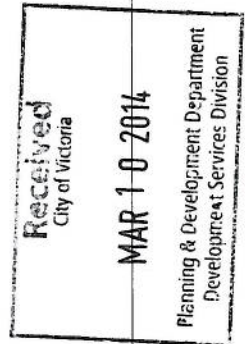
Notes to Main Floor Demolition Plan

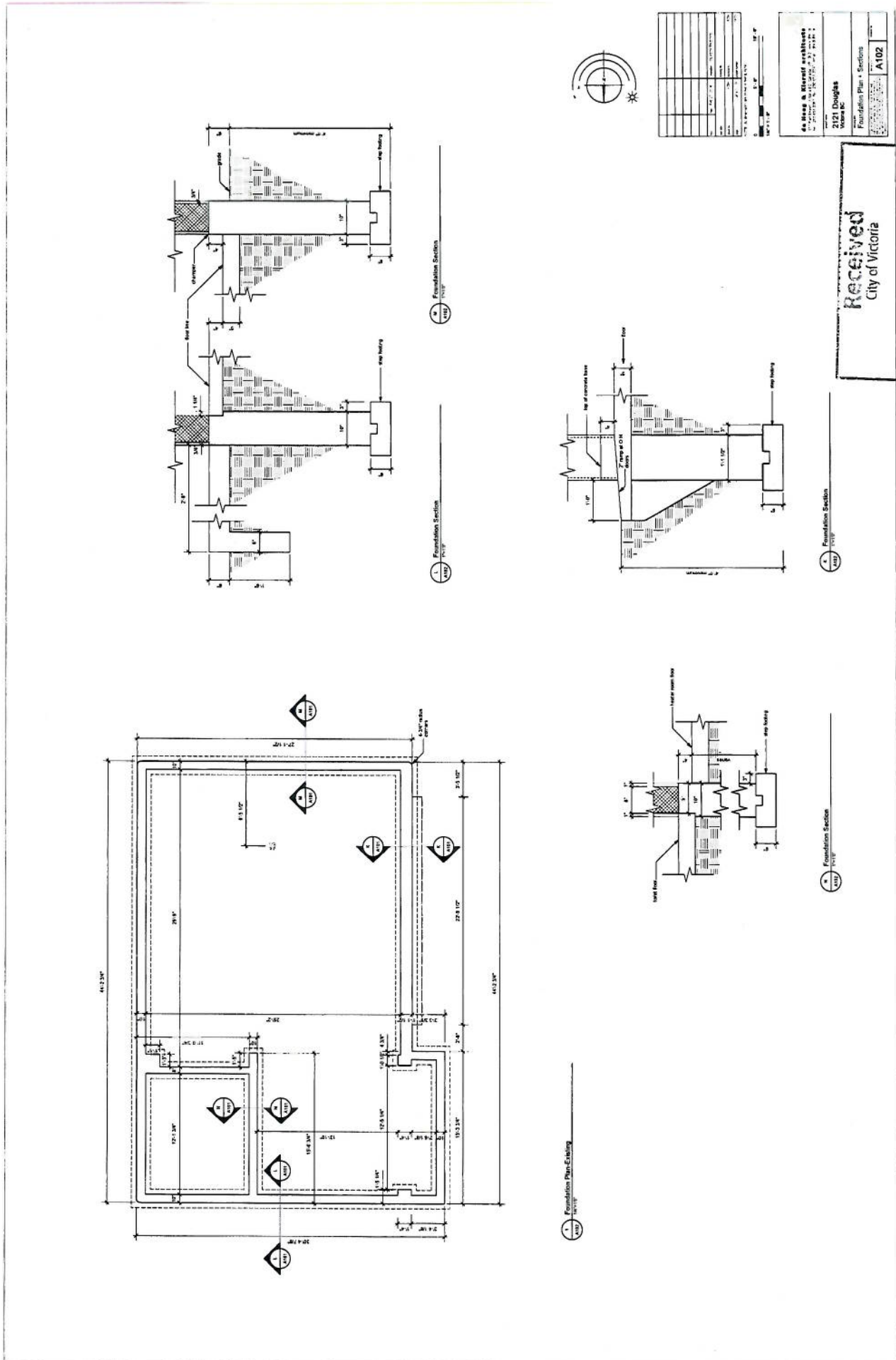
1. Remove existing exterior wall and associated parking structure.
2. Remove existing parking structure.
3. Remove existing door.
4. Remove existing wall and door.
5. Remove existing wall section.
6. Remove existing interior wall.
7. Remove exterior concrete wall and concrete side to be replaced.
8. Remove exterior concrete wall.
9. Remove exterior wall.

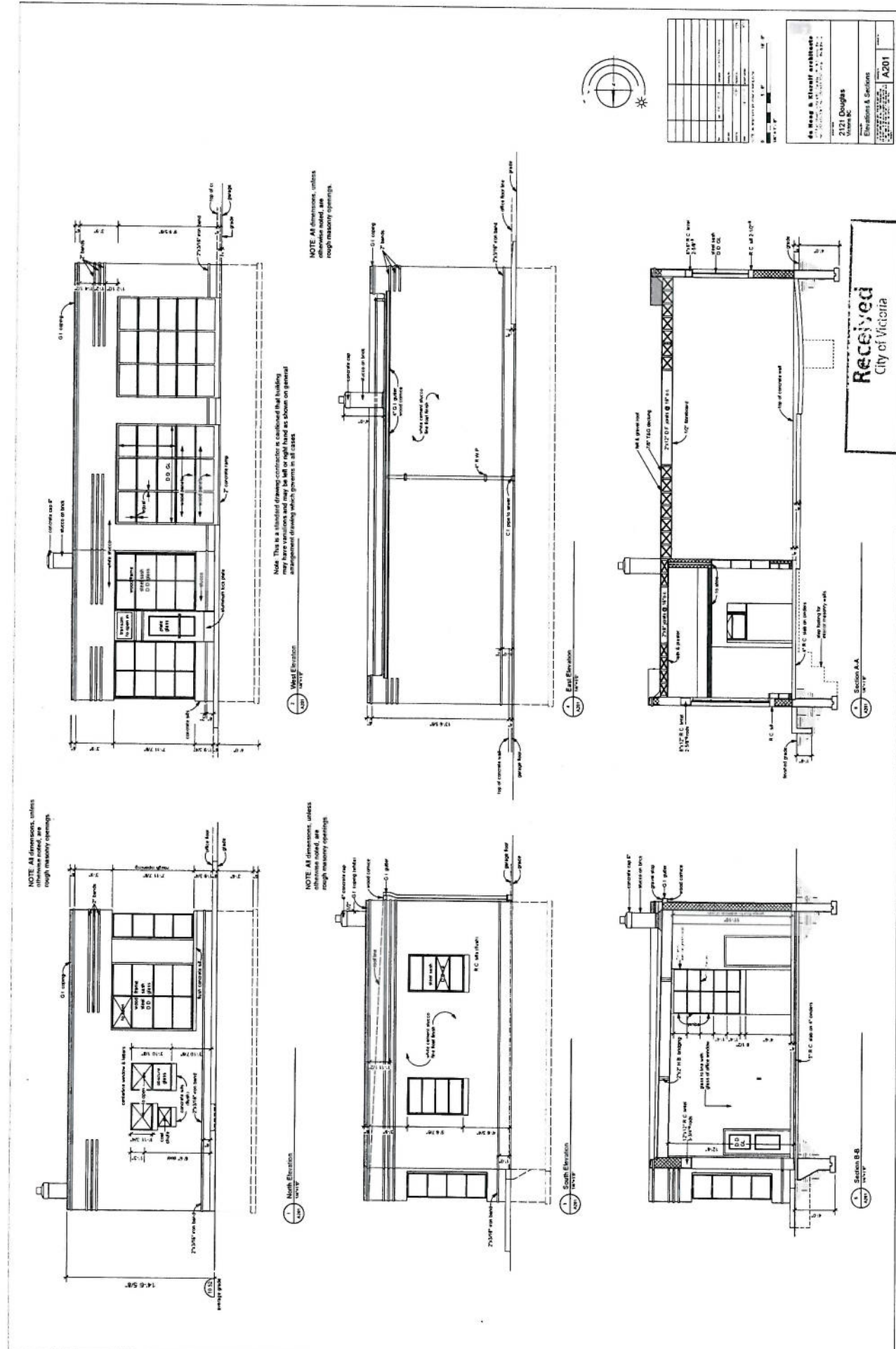


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1	10/1/13	ISSUED FOR PERMIT	DA	DA
2	10/1/13	REVISIONS	DA	DA
3	10/1/13	REVISIONS	DA	DA
4	10/1/13	REVISIONS	DA	DA
5	10/1/13	REVISIONS	DA	DA
6	10/1/13	REVISIONS	DA	DA
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10	10/1/13	REVISIONS	DA	DA

44 King & Russell Architects
2121 Douglas
Vancouver BC
Demolition - Main Floor Plans
A101



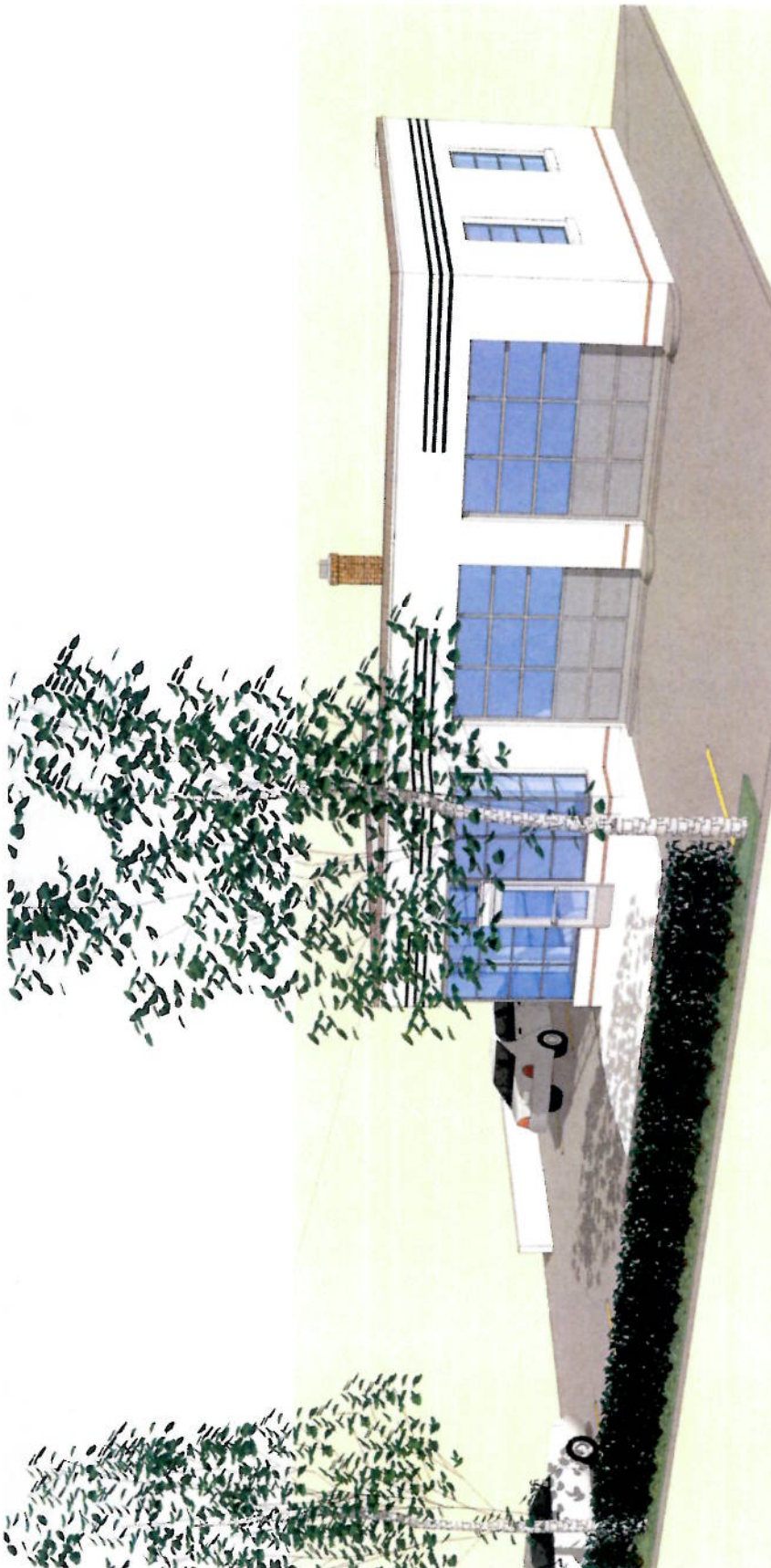




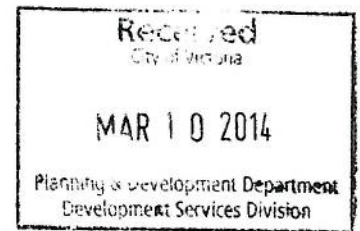
<p>Received City of Victoria</p>	<p>MAR 10 2014</p>	<p>Planning & Development Department Development Services Division</p>
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de Neuf & Neuf architects 1100 Peachtree Street, N.E. Atlanta, Georgia 30309 Tel: 404/525-1100 Fax: 404/525-1101	2121 Douglas Virginia H.C.	View From South West	A302
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**Planning & Development Department
Development Services Division**



**Tinney & Associates
Land Planning & Design
15-1594 Fairfield Road Box 50037
Victoria, BC
V8S 1G0**



Planning and Development
Department
#1 Centennial Square
Victoria, BC
V8W 1P6

February 6, 2014

Attention: Mayor and Council

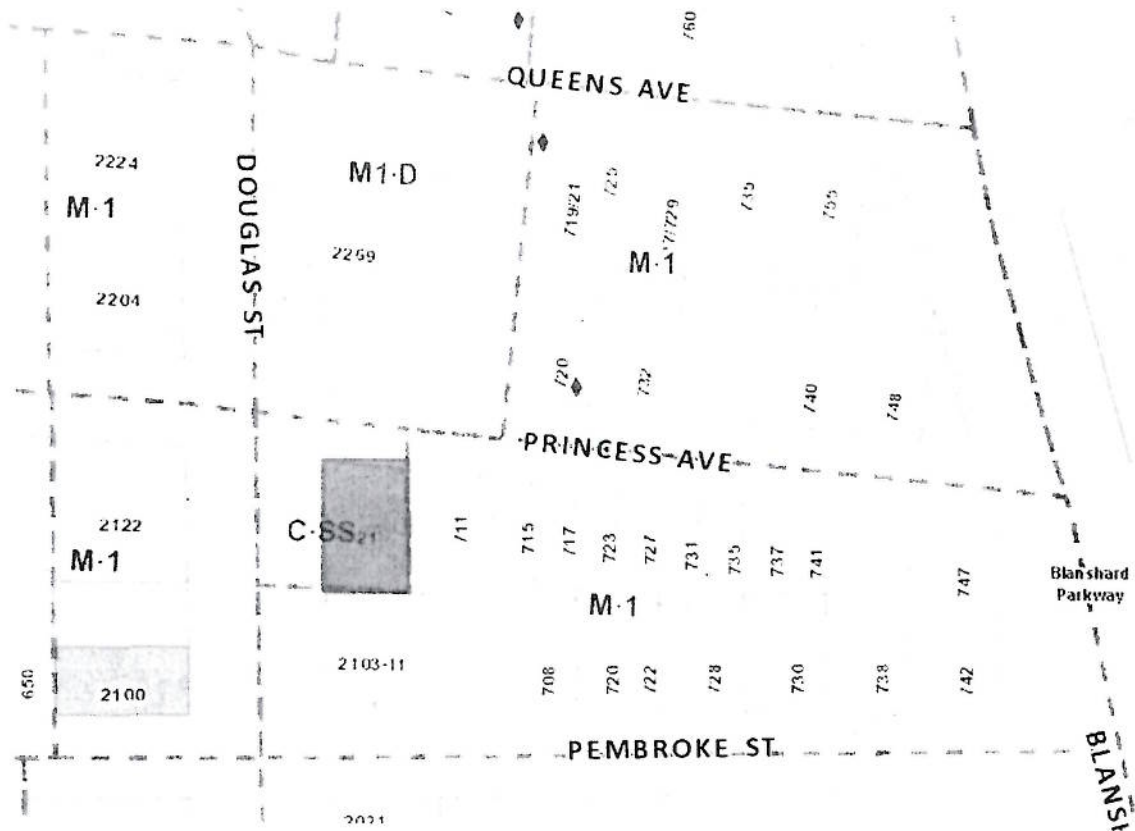
**RE: Rezoning of 2121 Douglas Street
Lot 2, Block A, Section 3, Victoria District, Plan 8, except.....
(PID 000-085-588)**

Background:

A rezoning application has been submitted for the purpose of expanding the list of permitted uses on the above noted property. The former service station site is currently zoned C-SS (Special Service Station District) and permits no uses other than service station. The service station was closed a number of years ago, the underground tanks removed and site remediation completed. The applicant is seeking C1-S (Limited Commercial Service Station District) zoning which allows a broad range of uses as outlined in the C-1 (Limited Commercial District) zone.

The 514 m² site is located at the south-east corner of Douglas Street and Princess Avenue and is surrounded in all directions by a mix of commercial business zoned M-1 and M1-D, typical of this section of the Douglas Street corridor. The existing one storey, 105.5 m², service station building will remain with cosmetic upgrades proposed to permit a new user, most likely retail, office use, or high-tech. Site access is available from both the Douglas frontage as well as Princess and parking for seven cars is available.

Although very limited in this urban section of Douglas Street, site landscaping is proposed and attempts have been made to improve the pedestrian experience and safety, particularly along the Douglas frontage.



It should be noted that the applicant also owns the property to the south located at 2103 Douglas Street. While there is no immediate plan to amalgamate the two properties, the future potential does exist.

Despite the small site size, CPTED design guidelines have been considered. Class 1 bicycle storage is available for staff with a Class 2 bike rack provided at the front entrance for visitors.

Discussion:

Based on the proposed zoning change to C1-S zone, there are no variances being requested with the application. Regardless if the new tenant is office related or retail, maximum parking requirement is three stalls and seven are available, including one disabled parking stall.

The property is located within the Burnside Neighbourhood Plan – Douglas Street South. The long term land use plan suggests “business services” and is defined below:

Business Services

- This term is used to describe a mixed office, commercial service and light industrial uses where the primary purpose is support services for the downtown. Development standards for this area require extensive on-site parking and low site coverage. The scale of use is very distinct from the adjacent downtown lands, and will accommodate businesses which require frequent customer or delivery traffic.

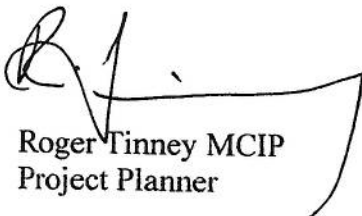
Buildings will be low at 1-2 stories, and may include limited retail and office use in association with light industrial uses (maximum 50% floor area). Parking should be adequately screened from streets. No higher density residential uses are supported, but tourist accommodation is permitted.

The Official Community Plan, Burnside Neighbourhood Plan, and the Downtown Core Area Plan identify this area as: Burnside – “core employment”; Douglas Street South; Rock Bay District. Many of the associated objectives, policies and actions are addressed simply by the retention of the existing building and proposed minor upgrades, perhaps most notably, core employment. The area falls within development permit area DPA-7A. Although very little is changing, a development permit application will be required. The existing building will be retained essentially as is.

The Burnside Gorge Community Association Land Use Committee reviewed the application on February 17, 2014 and referred the application to the April CALUC meeting for the general public. This identical application was presented to the Burnside Gorge Community Association in 2009 and received support. However, given that it was five years ago a second presentation is felt necessary.

The proposed building upgrades combined with the introduction of site landscaping should greatly improve this small but prominent section of the Douglas Street corridor.

Sincerely,



Roger Tinney MCIP
Project Planner



April

25, 2014

Dear Mayor and Council

CALUC Community Meeting: Rezoning application for 2121 Douglas Street

On April 14, 2014, the Burnside Gorge Community Association (BGCA) hosted a CALUC Community meeting that was advertised in order to discuss the rezoning application for 2121 Douglas Street for the purpose of expanding the list of permitted uses on the property. Currently zoned as C-SS and is no longer a service station and the site has been remediated. The applicant is seeking C1-S zoning which allows a broad range of uses as outline in the C-1 zone.

The existing one storey building will remain with cosmetic upgrades proposed. The site is available from both the Douglas frontage as well as Princess and parking for 7 cars is available.

The meeting was publicized in the Burnside Gorge Community News and online, however, the only attendees at the meeting were those who had already participated in the Land Use Committee (LUC) meeting the month prior and hence the meeting was unanimously adjourned as the note from the 2009 community meeting were available, along with the LUC note at the end of this letter.

Land Use Committee Specific Comments (March 24, 2014 meeting with proponent)

- The LUC met with Roger Tinney on behalf of the proponent to hear about the proposal for 2121 Douglas.
- Review of the documentation revealed that the site had been remediated since 2009 and that the current proposal intended to leave the same building footprint on site.
- The LUC agreed that the note from 2009 would go forward as part of the documentation for the new process. Please see attached.
- The LUC was also supportive of a concurrent process and the Chair spoke with Brian Sikstrom regarding our support of such efforts leading up to the proposed Community meeting timelines.
- Mr. Tinney indicated that City staff was recommending limiting Douglas access to the site based on new transit developments. A long discussion ensued. The LUC raised concerns regarding this development and whether this was new policy for the City and whether surrounding businesses were aware of this change.
- Based on the lengthy space between the 2009 and 2014 proposal, along with potential interest of neighbouring businesses on proposed Douglas access conditions, the LUC unanimously voted to proceed with a Community meeting. Timing unfortunately placed this in April.

In summary, we thank the proponent for diligently providing the Burnside Gorge Land Use Committee and the broader community the opportunity to comment on the 2121 Douglas proposal.

Yours sincerely,

TJ Schur

Land Use Committee Chair
Burnside Gorge Community Association
landuse@burnsidegorge.ca



Burnside Gorge Community Association

471 Cecelia Road, Victoria B.C. V8T 4T4
T. (250) 388-5251 | F. (250) 388-5269
bgcagshaw.ca | www.burnsidegorge.ca

February 26, 2009

Mayor & Council
1 Centennial Square
Victoria, BC
V8W 1P6

Dear Mayor and Council:

Re: Rezoning application for 2121 Douglas Street

Please accept this letter as confirmation that proponent Tony Onyszkiewicz and architect Peter De Hoog, attended the February 9th 2009 Burnside Gorge Community Association Community Meeting at which time they presented plans to rezone the property at 2121 Douglas Street. The proposal involves changing the use of the site from a gas station to a car rental business.

Comments and questions that arose in the discussion that followed the presentation are summarized below.

Comments in support

- Most of those attending the meeting were pleased with the plans to improve the appearance of the existing building and appreciated the care taken to include some of features that reflect its heritage.

Questions and Concerns

- Most of the concern expressed during the meeting centered around the possibility that the past use of the site as a gas station may be causing soil and air contamination on the adjoining properties. A copy of a report titled "Preliminary Site Investigation 2103-2111 Douglas Street" by Wittich Environmental Services Ltd. and dated 2005 was presented by the owner of the adjoining property.
- How will this rezoning will fit within a new Downtown Plan? Although this rezoning may work well as an interim development, one comment supported a more urban development (commercial below/residential above and no surface parking) on this site in the future.
- At the preliminary Land Use Committee meeting it was noted that the existing building has a flat roof that might lend itself to a green or living roof.
- There was concern expressed about how the soapy water from the on-site car washing would be treated and what body of water it would flow into.

TOTAL P.03

Result of show-of-hands

An informal show-of-hands was asked for at the end of the meeting in order to gauge the amount of support for the proposed development. The result of this show-of-hands does not indicate nor determine the position of the Burnside Gorge Community Association.

The show-of-hands indicated that everyone present generally supported this rezoning proposal on condition that environmental concerns, including possible soil and air contamination, are satisfactorily addressed.

Thank you for considering these comments as you review this rezoning application.

Yours truly,



Kate Forster
BGCA Chair, Land Use Committee

cc:

Tony Onyszkiewicz, proponent

Peter De Hoog, architect

Brian Sikstrom, Area Planner, City of Victoria

Planning and Land Use Committee Report

For the meeting on July 17, 2014

Date: July 4, 2014 **From:** Brian Sikstrom, Senior Planner
Subject: **Update on Rezoning Application # 00431 and concurrent Development Permit Application #000336 for 1950 Blanshard Street** - Application to rezone from the M-1 Zone, Limited Light Industrial District, to a new zone to permit a seven-storey, 65-unit apartment building with ground and second floor commercial space

Executive Summary

The purpose of this report is to present Council with updated information, analysis and recommendations regarding a Rezoning Application and concurrent Development Permit Application for the property at 1950 Blanshard Street.

At its meeting on May 1, 2014, the Planning and Land Use Committee (PLUC) reviewed the application and discussed the proposed location, land use, dwelling unit mix, building design and green features as well as proposed transportation demand management measures. The staff recommendation that the Advisory Design Panel (ADP) review the Development Permit Application with particular attention to the site planning and design of the south elevation of the residential tower was endorsed with the addition of the consideration of design guidelines for Gateways in the *Downtown Core Area Plan, 2011*. The staff recommendation was also amended by the Committee to require that two visitor parking spaces be secured and that the provision of bus passes be for a period of five years rather than one year. In addition, the staff recommendation was amended to require the application to return to the PLUC rather than being forwarded to a Public Hearing.

Following the meeting, the applicant responded to PLUC and staff comments with building design revisions, which were reviewed by the ADP on May 28, 2014. The ADP passed a motion (minutes attached to this report) recommending that the Development Permit Application be approved and that the applicant continue to work with staff to address the remaining design issues. In response to the ADP's comments, the applicant has made further revisions to the building design which significantly improve its consistency with the design policies and guidelines contained within the *Official Community Plan, 2012* and the *Downtown Core Area Plan, 2011*. The major revisions include:

- adding individual patios and a common patio area on the third floor
- shifting the western portion of the residential tower to the north to improve the livability of the building for residents and lessen its impact on the adjacent property to the south
- revising the design of the upper floors of the building to reflect the eastward inflection of Blanshard Street and its prominent location at the entrance to Downtown.

The applicant also noted that the proposal's sustainable aspects include its location on a previously developed site with a density and location on the edge of Downtown that encourages walking, the use of transit and car sharing. In addition, the building is intended to be energy and water efficient.

Staff recommend that the PLUC support the revised building design which has addressed the major issues raised by staff, the PLUC and Advisory Design Panel.

Updated information on other aspects of the proposal is summarized as follows:

- The draft Housing Agreement is currently being prepared by the applicant and will require review by staff should the Rezoning Application and Development Permit Application be forwarded to a Public Hearing.
- The applicant has agreed that two car share and two visitor parking stalls will be legally secured.
- The applicant has been working with the Victoria Car Share Co-op and has provided a draft agreement between them. The cost to the applicant of the car share requirements in the draft agreement is in the order of \$90,000.00. The applicant is currently exploring ways of legally securing the car share agreement.
- The applicant is continuing to propose free bus passes for new tenants for the first year of building operation but, due to its costs, is not willing to extend the timing of this subsidy to five years. Instead, the applicant is proposing to contribute \$20,000.00 to a transportation fund for the residents of the building. This fund would provide financial assistance for residents who use the Car Share Co-op or possibly rent or purchase bicycles. Staff are supportive of the transportation fund concept. Additional information will be required to establish the parameters of the fund's operation and how the applicant's commitments would be secured.

The May 1, 2014, Planning and Land Use Committee minutes and the staff report are attached for background information as well as letters from the applicant and the architect summarizing their responses to the PLUC's and staff's comments and recommendations.

Based on the revisions made to the proposal and additional information provided by the applicant, the updated staff recommendations are provided below.

Recommendations

1.
 - a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application #00431 for 1950 Blanshard Street.
 - b. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendment after the bylaws have been drafted.
 - c. That Council schedule a Public Hearing after the bylaw has received first and second reading subject to:
 - i) registering a Housing Agreement on title, secured by bylaw, to ensure the rental tenure of the apartments in perpetuity to the satisfaction of the City Solicitor,
 - ii) registering a covenant to secure two parking stalls for car share use and two parking stalls for residential visitors,
 - iii) securing car share memberships for each unit in perpetuity and bus passes for all residents free-of-charge for the first year of building operations,

- iv) securing a transportation fund of at least \$20,000.00 established by the applicant to provide financial assistance for residents who use alternative modes of transportation to the satisfaction of staff,
 - v) providing sewer attenuation information and the means to attenuate the sewage to the satisfaction of the Director of Engineering and Public Works and the registration of a covenant to secure the commitment to attenuate sewage, if this is required,
 - vi) complying with the Ministry of Environment's *Environmental Management Act* as it pertains to potentially contaminated sites.
2. Following the Hearing, and subject to the adoption of the Bylaw amendment for 1950 Blanshard Street, that Council considers passing the following resolution to authorize the issuance of a Development Permit Application #000336 in accordance with:
- a. plans date stamped June 27, 2014;
 - b. development meeting all *Zoning Regulation Bylaw* requirements;
 - c. final plans to be generally consistent with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.

Respectfully submitted,




Brian Sikstrom
Senior Planner
Development Services Division



Deb Day, Director
Sustainable Planning and Community
Development Department

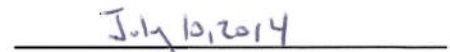


Report accepted and recommended by the City Manager:



Jason Johnson

Date:



BMS:aw

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1.0 Purpose

The purpose of this report is to present Council with updated information, analysis and recommendations regarding a Rezoning Application and concurrent Development Permit Application for the property at 1950 Blanshard Street.

2.0 Background

2.1 Description of Proposal

The proposal is to construct a seven-storey, 65-unit apartment building with 1782 m² of ground and second-floor office and retail space at the corner of Blanshard Street and Discovery Street. The proposed building has a Floor Space Ratio (FSR) of 4.03:1. The apartments would be comprised of three bachelor and 62 one-bedroom units. Most units would have a floor area of 41 m². The units would be comprised of 43 units for low-income residents and 22 units for moderate-income residents with rental rates to be no more than 30% of household income. Through an associated Housing Agreement, the apartment building would be required to be rental in tenure in perpetuity. The building will be owned and managed by the Greater Victoria Rental Development Society. Through a separate application and review process, the Society is requesting funding from the Victoria Housing Fund, which has available funds. A separate staff report will be prepared with consideration of any funding to follow Council's decision on the Rezoning Application.

The proposed building includes underground parking for 27 vehicles accessed from Discovery Street. Twenty spaces would be provided for residents, including two visitor parking stalls. In addition, seven parking stalls would be provided for commercial uses. To mitigate parking and transportation demands, Car Share Co-op memberships would be provided for all units as well as bus passes for residents in the first year of the building's operation and a transportation fund is being proposed, which would provide financial assistance (and incentive) for residents who use alternative modes of transportation, e.g. the Car Share Co-op, rental or purchase of bicycles.

The building design consists of a two-storey podium with a five-storey residential tower. The western portion of the residential tower has been setback 3 m from the south property line to meet the building separation guidelines in the *Downtown Core Area Plan, 2011*. The top two storeys are articulated to acknowledge the curve of Blanshard Street with oriel windows projecting from the north façade adding visual interest. Building materials include: exposed concrete, fibre-cement panel, metal panel system and aluminum framed windows. Building massing, windows and colour treatments provide interest and variety to the building elevations.

2.2 Planning and Land Use Committee Motion

At its meeting on May 1, 2014, the Planning and Land Use Committee of Council passed a motion requiring the application return to the Committee with further information

- Action:** *It was moved by Councillor Coleman, and seconded by Councillor Thornton-Joe:*
1. *That Rezoning Application # 00431 for 1950 Blanshard Street return to the Planning and Land Use Committee, once the following conditions are met:*
 - a. *Advisory Design Panel review of the Development Permit Application with particular attention to the site planning and design*

- of the south elevation of the residential tower and as well as to consider design guidelines as in 6.145 for Gateways.
- b. Registration of a Housing Agreement on title, secured by Bylaw, to ensure the rental tenure of the apartments in perpetuity to the satisfaction of the City Solicitor.
 - c. Registration of a covenant to secure two parking stalls for car share use, and two visitor stalls.
 - d. Securing car share memberships for each unit in perpetuity and bus passes for all residents free-of-charge for a minimum of five years to the satisfaction of the City Solicitor.
 - e. Provision of sewer attenuation information and the means to attenuate the sewage to the satisfaction of the Director of Engineering and Public Works and the registration of a covenant to secure the commitment to attenuate sewage, if this is required.
 - f. Compliance with the Ministry of Environment's Waste Management Act as it pertains to potentially contaminated sites.
2. Following consideration of Rezoning Application # 00431, that Council authorize the issuance of a Development Permit in accordance with:
- a. Plans stamped "Development Permit Application # 000336 dated, January 23, 2014" and submission of acceptable revised plans.
 - b. Development meeting all Zoning Regulation Bylaw requirements.
 - c. Final plans to be in accordance with the plans identified above, to the satisfaction of the Director of Planning and Development.

On the main motion as amended:
CARRIED 14/PLUC097

2.3 Updated Data Table

The following data table compares the proposal with the CA-4 Zone, Central Area Commercial Office District. An asterisk is used to identify where the proposal is less stringent than the comparative existing zone.

Zoning Criteria	Proposal	CA-4 Zone Standard
Site area (m ²) – minimum	1343.0	N/A
Total floor area (m ²) – maximum	5413.0*	4029.0
Residential	3458.0	
Office	1030.0	
Retail	925.0	
Density (Floor Space Ratio) – maximum	4.03:1*	3.0:1
Height (m) – maximum	25.99	43.0
Storeys – maximum	7	N/A
Site coverage (%) – maximum	88.6	N/A
Open site space (%) – minimum	8.8	N/A

Zoning Criteria	Proposal	CA-4 Zone Standard
Setbacks (m) – minimum		
North (Discovery St.)	Nil (podium) 3.05 (north side of tower)	4.5
West	Nil (parkade) 11.25 (west side of tower)	N/A
East (Blanshard St.)	Nil (podium) 3.05 (east side of tower)	N/A
South	Nil (podium, elevator and stairway in tower) 3.0 (residential portion of tower)	N/A
Parking – minimum	27*	46 (0.7 per dwelling unit)
Residential	20* (including 2 car share) (0.3 per dwelling unit)	
Commercial	7*	
Visitor parking – minimum	2*	5
Bicycle storage – minimum	82	70
Bicycle rack – minimum	14	11

3.0 Advisory Design Panel Review – May 28, 2014

In the April 17, 2014, staff report to the Planning and Land Use Committee as well as the May 28, 2014, staff report to the Advisory Design Panel, staff noted that a high quality of building design, material and landscaping is particularly important as the site is visually prominent with its location on the northern edge of Downtown and the eastward inflection of Blanshard Street to its north. Staff identified the following aspects of the building design that should be modified in order to achieve a better fit with the design guidelines and policies in the *Official Community Plan, 2012* and the *Downtown Core Area Plan, 2011* (DCAP):

- The DCAP building separation guidelines recommend a setback above the podium level of 3 m. The south elevation of the proposed building is on the property line. This zero setback could affect future development of the neighbouring property to the south and it raises *BC Building Code* issues related to window openings on a zero lot line. Setting back residential portions of this elevation above the second floor should be considered. In addition, the office windows on the second floor should be reconsidered.
- While the large massing of the south elevation is visually broken up with panel cladding and the use of colour, further measures to reduce the apparent mass should be considered.
- The architectural expression of the base (podium), middle and top of the building should be enhanced.
- The ground-level pedestrian or vehicle driver experience of the building needs to be illustrated or rendered.

At Council's Planning and Land Use Committee (PLUC) meeting on May 1, 2014, the Committee endorsed staff's recommendation that the Advisory Design Panel (ADP) give particular attention to the site planning and south elevation of the residential tower. In addition, the PLUC requested that the guidelines with respect to Gateways in the *Downtown Core Area Plan* (DCAP) be considered in its review.

The applicant has responded to staff and the PLUC comments with changes in the design including:

- recessing the vertical line of glazing (for hallways) on the south elevation to break up the massing further, however, no change in the residential tower setback was proposed
- further refining of the building's architectural expression with respect to its top as well as with regard to the inflection of Blanshard Street
- providing further renderings of the pedestrian and vehicle driver experience of the building.

The applicant also noted that the project is not near the potential locations for Gateways identified in the *Downtown Core Area Plan, 2011*.

On May 28, 2014, the revised plans were presented to the ADP. The ADP passed a motion (minutes attached to this report) recommending that the Development Permit Application be approved and that the applicant continue to work with staff to address the following issues:

- reconsideration of the provision of outdoor amenity space for residents via a roof-top patio and individual patios for units on the second floor
- reconsideration of the size and scale of operable windows for residential units
- ensure the submission of a landscape plan, prepared by a registered landscape architect, is included in the plans presented to Council
- review opportunities to differentiate the stair towers and/or podium from the overall mass
- reconsideration of the zero lot line configuration of the south building face to provide an increased setback for a portion of that façade.

In response to the ADP's comments, the applicant has made further revisions to the building design (revised plans attached) including:

- providing outdoor patios for individual units on the third floor as well as a 28.2 m² patio for use by all residents of the building
- increasing the size of operable windows
- making some modifications to the landscape plan
- emphasizing the podium and differentiating the stair towers through the use of colour panels and accent panels
- reconfiguring the residential floor levels and shifting the west half of the residential tower to the north to provide a 3 m setback to meet the building separation guidelines in the *Downtown Core Area Plan, 2011*.

The revisions to the building design significantly improve its consistency with the design policies and guidelines contained within the *Official Community Plan, 2012* and the *Downtown Core Area Plan, 2011*. In particular, the addition of individual patios, a common patio on the third floor and the shifting of the western portion of the residential tower to the north improve the livability of the building for residents. The revised architectural expression of the upper floors of the building reflects the eastward inflection of Blanshard Street and contributes to the visual interest of the building in this prominent location at the entrance to Downtown. The proposal's sustainable aspects include its location on a previously developed site with a density and location on the edge of Downtown that encourages walking, the use of transit and car sharing. In addition, the applicant is intending that the building be energy and water-efficient.

With the key revisions and others made by the applicant, the major issues raised by staff, PLUC and the ADP have been addressed and staff are now able to recommend that the PLUC support the building design.

4.0 Updated Information

4.1 Housing Agreement

A draft Housing Agreement is currently being prepared by the applicant. It will require review by staff should Council forward the Rezoning Application and Development Permit Application to a Public Hearing.

If the Rezoning Application and Development Permit Application are approved, the Housing Agreement will be registered and a Housing Agreement Bylaw adopted to secure 43 units for low-income tenants and 22 units for moderate-income tenants are provided in perpetuity. The definitions of low and moderate incomes and rental rates will be detailed in the Housing Agreement. The rates for low-income units would not exceed 30% of the Housing Income Limits for various types of units as established by BC Housing. Similarly, the rates for moderate-income units would not exceed 30% of incomes below the median income in Victoria. The building will be owned and managed by the Greater Victoria Rental Society.

Through a separate application and review process, the Society will be requesting funding from the Victoria Housing Trust Fund, which has available funds. A staff report will be prepared on this application with consideration of any funding to follow Council's decision on the Rezoning Application. A Housing Trust Fund Application has also been made by the applicant to the Capital Regional District.

4.2 Car Share and Visitor Parking Stalls

In response to the PLUC's motion, the applicant has agreed to secure two visitor parking spaces as well as two Car Share Co-op parking spaces. A legal agreement will be prepared by the applicant, reviewed by staff and registered on title should the Rezoning Application be forwarded to a Public Hearing.

4.3 Car Share Memberships

The applicant has been working with the Victoria Car Share Co-op and has provided a draft agreement which will require review by staff should the Rezoning Application and Development Permit Application be forwarded to a Public Hearing. The draft agreement includes the following requirements:

- the purchase by the applicant of one car share membership per residential unit and seven car share memberships per commercial unit
- memberships are to be available to tenants of the building
- provision of a minimum of two car share vehicles for car share members in the building
- monetary contribution to marketing of \$5000.00
- monetary contribution to the purchase of two car share vehicles.

The cost of the car share requirements to the applicant is in the order of \$90,000.00. The applicant is currently exploring ways of legally securing the Car Share Co-op Agreement in perpetuity.

4.4 Bus Passes

In response to the PLUC's motion that the applicant provide free bus passes to residents for five years rather than one year, the applicant is continuing to propose free bus passes for new tenants for the first year of the building's operation. However, in addition, the applicant is proposing to contribute to a transportation fund to be managed by the applicant with regular reporting to the City. The fund would provide financial assistance for residents' who use the Car Share Co-op or possibly rent or purchase bicycles. The proposed contribution to this transportation fund is \$20,000.00. The major advantage of the transportation fund over free bus passes is that the funding supports and encourages the actual use of alternatives to the private automobile. The money used to fund free bus passes is spent whether or not the resident uses the bus. The applicant also notes that the cost of providing free bus passes for five years would be prohibitively expensive for an affordable rental building.

Staff are supportive of the transportation fund concept. Additional information will be required to establish the parameters of the fund's operation and how the applicant's commitments would be secured.

5.0 Conclusions

The revisions made by the applicant to the building design significantly improve its consistency with the design policies and guidelines contained within the *Official Community Plan, 2012* and the *Downtown Core Area Plan, 2011*. The key revisions and others have addressed the major issues raised by staff, PLUC and the ADP and staff are now able to recommend that the Committee support the building design.

The draft Housing Agreement is currently being prepared by the applicant and will require review by staff should the Rezoning Application and Development Permit Application be forwarded to a Public Hearing.

The applicant has agreed that two car share and two visitor parking stalls also need to be legally secured.

The applicant has been working with the Victoria Car Share Co-op and has provided a draft agreement between them. The cost to the applicant of the car share requirements in the draft agreement is in the order of \$90,000.00. The applicant is currently exploring ways of securing the car share agreement.

The applicant is continuing to propose free bus passes for new tenants for the first year of building operation but, due to its costs, is not willing to extend the timing of this subsidy to five years. Instead, the applicant is proposing to contribute \$20,000.00 to a transportation fund for the residents of the building. This fund would provide financial assistance for residents who use the Car Share Co-op or possibly rent or purchase bicycles. Staff are supportive of the transportation fund concept. Additional information will be required to establish the parameters of the fund's operation and how the applicant's commitments would be secured.

6.0 Staff Recommendations

1.
 - a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application #00431 for 1950 Blanshard Street.
 - b. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendment after the bylaws have been drafted.
 - c. That Council schedules a Public Hearing after the bylaw has received first and second reading subject to:
 - i) registering a Housing Agreement on title, secured by bylaw, to ensure the rental tenure of the apartments in perpetuity to the satisfaction of the City Solicitor,
 - ii) registering a covenant to secure two parking stalls for car share use and two parking stalls for residential visitors,
 - iii) securing car share memberships for each unit in perpetuity and bus passes for all residents free-of-charge for the first year of building operations,
 - iv) securing a transportation fund of at least \$20,000.00 established by the applicant to provide financial assistance for residents who use alternative modes of transportation to the satisfaction of the City Solicitor,
 - v) providing sewer attenuation information and the means to attenuate the sewage to the satisfaction of the Director of Engineering and Public Works and the registration of a covenant to secure the commitment to attenuate sewage, if this is required,
 - vi) complying with the Ministry of Environment's *Environmental Management Act* as it pertains to potentially contaminated sites.
2. Following the Hearing, and subject to the adoption of the Bylaw amendment for 1950 Blanshard Street, that Council considers passing the following resolution to authorize the issuance of a Development Permit Application #000336 in accordance with:
 - a. plans date stamped June 27, 2014;
 - b. development meeting all *Zoning Regulation Bylaw* requirements;

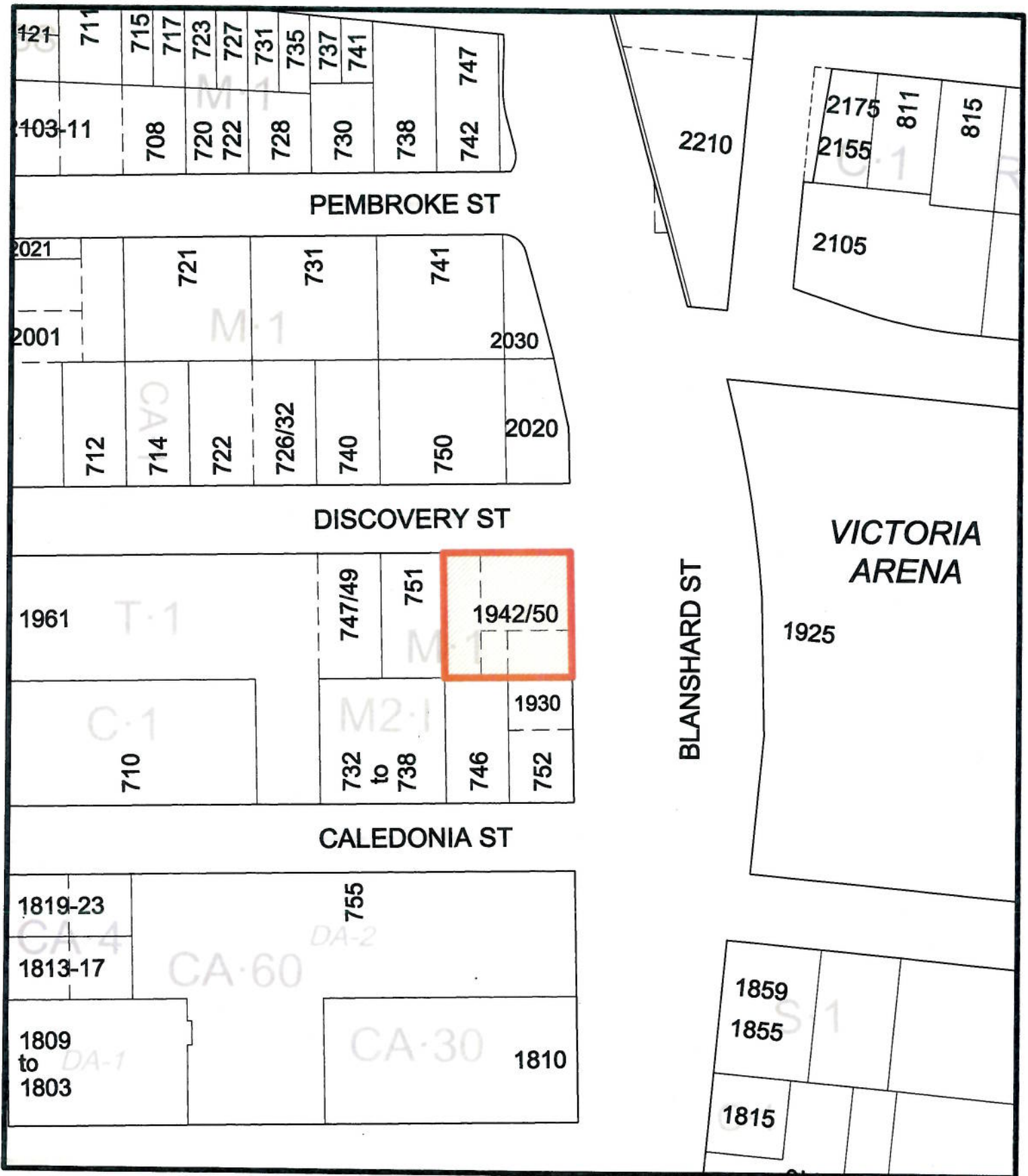
- c. final plans to be generally consistent with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.

6.1 Alternate Recommendation

That Council decline Rezoning Application #00431 and Development Permit Application #000336 for 1950 Blanshard Street.

7.0 List of Attachments

- Zoning map
- Aerial photo
- Letter from the applicant dated June 20, 2014
- Letters from the architect dated June 27, 2014 and May 12, 2014
- Revised plans dated June 27, 2014
- May 28, 2014, Advisory Design Panel draft minutes
- May 1, 2014, Planning and Land Use Committee minutes
- April 17, 2014, staff report with attachments.



1950 Blanshard Street
Rezoning #00431
Bylaw #



Update - Rezoning Application # 00431 and Development Permit...



1950 Blanshard Street
Rezoning #00431
Bylaw #



Update - Rezoning Application # 00431 and Development Permit...

June 20, 2014

Mayor and Council
City of Victoria
c/o Brian Sikstrom
Senior Planner MCIP, RPP
Sustainable Planning and Community Development
1 Centennial Square
Victoria, BC
V8W 1P6



Mayor Fortin and City Councilors

Re: 1950 Blanshard "The Azzurro", rezoning and Dp application

Introduction

GVRDS is pleased to be submitting our application for DP and rezoning on 1950 Blanshard. "The Azzurro" is the third purpose built rental building for GVRDS in the last five years, built to supply affordable housing units to the low to middle income worker. As with the last two projects, Loreen Place and Dahli Place, the Azzurro will be an affordable rental housing project, and will have a housing agreement from the City of Victoria, registered in perpetuity, guaranteeing that the apartment building will stay affordable for the lifetime of the building.

The building will also have registered against title, restrictive covenant 292 from BC Housing, insuring it's intent in perpetuity. The CRD will have a registered non-interest bearing mortgage against the property, if we were to sell, their grant becomes payable back to them. BC Housing will have a similar mortgage registered against the project for their grant.

Housing agreement

We are working with the city, as with our last two projects, to produce a comprehensive housing agreement that will reflect the commitment of our society to do the following in perpetuity:

- The grant application to the Victoria Housing Fund submitted by GVRDS proposes a mixed development of 43 units affordable to low income working tenants and the remaining 22 units affordable to moderate income working tenants. As the years pass, the intent is to try to increase the unit numbers for the low-income working tenant. This increase is dependent on take out interest rates and final construction costs.

Victoria Car Share Partnership

- Our intent is to have a long and healthy relationship with the Victoria Car Share Society, by providing the tenants access to affordable transportation, while at the same time promoting city living. We will be working with the city solicitor to include the proposed contract between the two societies (GVRDS and Victoria Car Share), within the housing agreement.

Some of the major features of this contract are:

- GVRDS and Victoria Car Share will have a signed contract outlining requirements. This contract will be in place upon the completion of the project. A draft contract was submitted to Brian Sikstrom with this letter.
- GVRDS will contribute \$2500.00 to the Victoria Car Share to help offset legal and administrative charges that are pertaining to the cost of the contract.
- GVRDS will provide \$5000.00 to Victoria Car share for marketing costs.
- GVRDS will be contributing funds to the Victoria Car Share program toward the purchase of two cars. (Est. \$50,000.00)
- GVRDS will be purchasing 65 memberships, one per unit and a further five car share memberships for the commercial. (\$29,500)
- GVRDS will provide two designated parking spots to the Victoria Car Share cars for tenant use in the underground parking.

Bus passes

- We will provide bus passes for new tenants for the **first year of operations only**. It was commented at PLUC to extend this to five years. If every tenant requested a monthly bus pass for this period of time it would **cost the building \$66,300.00 a year, or \$331,500.00 over five years**. This would overwhelm operating and the building would become unaffordable and unbuildable.

Transportation Pool Fund

Upon discussion with Pam from Victoria Car Share, Steve Hutchinson, and Brian Sikstrom, GVRDS has offered to provide a one-time contribution of \$20,000.00 to

establish a rental transportation pool fund. This pool will have a contribution of \$20,000.00 upon occupancy permit. The transportation fund will be accessible to tenants for reimbursement of Victoria Car Share usage, bike rentals and or bike purchase. Some of the features are listed below.

- Tenants who are in good standing, and have rented for a minimum of three months will be able to submit receipts to management for reimbursement.
- They can submit their Victoria Car Share receipts, bike rental or bike purchase, for reimbursement up to \$20.00 a month. Tenants will be notified on a monthly basis as to the remaining balance of the fund with an email. The email will also contain information promoting the usage of the fund, with appropriate links to the Victoria Car Share site.
- for example if each unit uses the car share or bike purchase/rental each month the first year would equate to \$15,600.00 withdrawn from the fund. The uptake is probably closer to 40% usage this would equate to \$6240.00 usage for the first year.
- The clause for reimbursement will make up part of their lease agreement.
- GVRDS will manage the fund. We will prepare a quarterly report to the city as to the success of the fund. The city solicitor and GVRDS's solicitor will need to work out how the fund will be secured and how this commitment will be secured.

We have approached a local bike shop to see if they would like to participate. The intent is to get the tenants to start to actively use the Victoria Car share cars and to promote bike use within the city.

What is our plan for the future

GVRDS plans to continue building affordable rental housing in the capital region, for as long as low interest rates and favorable construction costs prevail. As we increase inventory, revenue will be used to fund the next construction project. Hopefully, at some point, the society will be able to use it's own capital to continue building without having to apply for grant applications. **Even without city grant money, we will always welcome the restrictive covenants and housing agreements, as they further support the intent for years to come.**

If any further information on our Society's' costs are needed, I am more than welcome to open the books for viewing to ensure that grant money that is awarded this, and past projects, has gone to create equity in projects.

Is it worth it for the city to invest in these projects?

For instance 21 Gorge (Loreen Place) was granted \$370,000.00 from the city. It is appraised at 15 million dollars. It has a mortgage of \$9.6 million. It provides 1 one bedroom and 51 two bedroom units of non subsidized affordable housing. The city invested \$7115.38 per unit. Per unit average value \$288,461.53.

35 Gorge (Dahli Place) is appraised at 17 million, with a grant of \$680,000.00 from the city. It will have an estimated mortgage of \$9.8 million. Dahli provides 38 two bedrooms, 22 one bedroom and 8 studio of non subsidized affordable housing. The city invested \$10,000.00 per unit. The unit average value \$250,000.00.

1950 Blanshard (The Azzurro) has an appraised value of 12.5 million, with a grant of \$545,000. It will have an estimated mortgage of 7.3 million. The Azzurro will provide 3 studio and 62 one bedroom non subsidized affordable housing. The city investment will be \$8384.61 per unit. The unit average value is \$192,307.69.

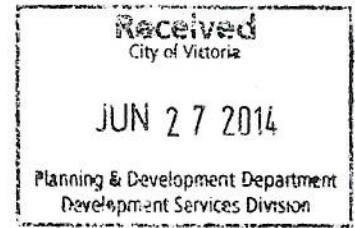
We thank you for the opportunity the grant money has allowed. Without the contributions from the City of Victoria, the CRD, CMHC and BC Housing and the development/construction team, building non-subsidized affordable housing is near impossible.

Alanna Holroyd
Project Manager
Executive Director
Greater Victoria Rental Development Society



LOW
HAMMOND
ROWE
ARCHITECTS

27 June 2014 (r1)



City of Victoria
1 Centennial Square
Victoria BC V8W 1P6

Re **Mixed Use Commercial Residential Development**
1950 Blanshard Street

Dear Mayor and Council

Further to our meeting with the Cov's Design Panel held May 28, 2014 we have considered the discussion and the recommendations and provide the following summary of design development:

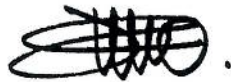
- *Reconsideration of the provision of outdoor amenity space for residents vis a roof top patio and individual patios for units on the third (second) floor.*
 - In consideration of the improved livability for the future residents of this facility, we have modified the design of the building to allow for individual patios for residents of the third floor and have also provided for a 28.2m2 (300 sf) common roof patio access off the third floor.
- *Reconsideration of the size and scale of operable windows for residential units.*
 - In consideration design panels comments, we have modified the design of the operable windows and increased the size by 175%, from 7.5 sf to 12.5 sf.
- *Ensure the submission of a landscape plan, prepared by a registered landscape architect, is included in the plans presented to Council.*
 - We apologize for the oversight. A landscape plan was prepared by Keith Grant, Landscape Architect (A fully registered Landscape Architect) but was not included in the drawing submission package to Design Panel by accident. The plan was submitted to council and was in the drawing package submitted for the Planning and Land Use Committee for review prior to Design Panel. We have made some modifications and the revised drawings are included in this resubmission.
- *Review opportunities to differentiate the stair towers and/or podium from the overall building mass.*
 - We have further refined the building design in considerations of the comments above. The podium has been further emphasized by the use of light grey panel colour for the field and we have removed the blue accent in favour of the dark grey accent to differentiate the podium from the upper tower massing. We further emphasized the corner siting of the building and brought more of the dark grey colour further down discover to help wrap the lower floor around the corner.

- With the emphasis on the horizontal podium and the siting of the building on a corner we continued the emphasis on the horizontal podium and blended the north stair massing with the building body. We have taken the south stair tower and strengthened the massing from the Blanshard Street elevation and have removed the blue accent panel and is now a solid white with the glazing alternating on alternate floors to maintain a playful rhythm.
- *Reconsideration of the zero lot line configuration of the south building face to provide an increase setback for a portion of that façade.*
 - In consideration of the strong support for this issue, we have taken considerable effort to replan all the floor plates to accommodate a 3m (10 ft) shift of the west half of the building, thus providing the 3m setback of the west half of the residential tower as discussed in both the CoV's Technical Review Committee and the Planning and Land Use Committee.
 - With regards to the glazing on the south side of Level 2 of the commercial component, further consideration has been provided in light of the City of Victoria's new Policy. We have decided to delete the windows on the south side of the commercial floor.

We trust the above meets with your requirements.

Sincerely

LOW HAMMOND ROWE ARCHITECTS INC



Jackson Low
Architect AIBC | MRAIC
Principal

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LOW
HAMMOND
ROWE
ARCHITECTS

12 May 2014



City of Victoria
1 Centennial Square
Victoria BC V8W 1P6

Re **Mixed Use Commercial Residential Development
1950 Blanshard Street**

Dear Mayor and Council

On behalf of the Greater Victoria Rental Development Society (GVRDS), we provide the following responses and clarifications as a result of comments made at the May 01, 2014 Planning and Land Use Standing Committee Meeting (PLUSC).

- *Concerns from the neighbours that the units are too small and the lack of green building considerations and green space surrounding the development.*

LHRa: The GVRDS has already developed two Family Rental Buildings and has determined the need in this location to be "Workforce Housing" which was determined to target single or young couples working in the downtown area.

LHRa: With regards to the lack of green building considerations and green space surrounding the development. This development is considered to be an urban site and the site area footprint is not large enough to create viable green space. There is an existing grassy boulevard across the street and Central Park is only a couple of blocks away. We have submitted at part of the development permit process a list of sustainable practices. The development itself is deemed to be a sustainable project due to a number of aspects:

- Project is developed on a previously developed site
- The density of the project is considered a desirable sustainable practice
- All parking is located underground
- With the current Energy Act and Building Code Requirements, the new development will be required to energy efficient.

LEED has been the standard by which projects have been measured to determine the level of sustainability, we will commit to providing to council a calculation of points that this project could achieve realistically and what level that translates to for this project and what level would achieve if submitted to the CaGBC.

- *Advisory Design Panel review of the Development Permit Application with particular attention to the site planning and design of the south elevation of the residential tower and to consider design guidelines as in 6.145 for Gateways.*

LHRa: Issues relating to the design of the south façade as we understand it comes from a couple issues, livability and building code and the two are not related. The issue of livability we understand is that there is a requirement for windows into living areas to be setback from a property line by a minimum of 3m. Understanding that requirement and the fact that we are able to build up to the property line it was our intent to utilize windows to help animate the building face (temporarily) and when a development occurs on the adjacent site those windows will be lost. As for BC Building Code compliance, the windows can be protected with an alternate solution, i.e. deluge water curtain. It was suggested that shifting the west half of the residential block further north would provide the required setback but that would reduce the required setback from the street and would have a negative impact on Discovery Street. The South elevation is usually very simple and plain as it is always understood that that elevation will be potentially covered by another potential future development. The decision was to continue the design theme to that elevation and provided colour panels on the south elevation. A number of those coloured panels will also be illuminated in the evening to further provide animation to an otherwise neutral façade.

A full description of the building design is included in our letter dated April 01, 2014 responding to comments made by the City of Victoria's Technical Review Committee which is attached.

LHRa: We have reviewed the requirements of 6.145 of the City of Victoria's Downtown Core Area Plan which speaks of "Gateways". Paragraph 6.145 specifically refers to 5 general locations, Superior and Douglas to the south, Hillside/Douglas/Government/Gorge to the north, either side of the Johnston Street Bridge to the west, Pandora and Cook to the east and Yates and Douglas in the Hub. Our development is not near these locations to be considered part of that design criteria. Paragraph 6.146 sites that "Gateways should be located along primary roadways on City-owned land", which this project does not incorporate.

- *Registration of a Housing Agreement on title, secured by Bylaw, to ensure the rental tenure of the apartments in perpetuity to the satisfaction of the City Solicitor.*

LHRa: GVRDS have agreed to this.

- *Registration of a covenant to secure two parking stalls for car share use, and two visitor stalls.*

LHRa: GVRDS have agreed to this.

- *Provision of sewer attenuation information and the means to attenuate the sewage to the satisfaction of the Director of Engineering and Public Works and the registration of a covenant to secure the commitment to attenuate sewage, if this is required.*

LHRa: A sewage attenuation plan and information has already been submitted to the City of Victoria as part of the requirements of the submission for Development Permit.

- *Securing car share memberships for each unit in perpetuity and bus passes for all residents free-of-charge for a minimum of five years to the satisfaction of the City Solicitor*

LHRa: In response to the PLUSC recommendation to increase bus passes from one year to five years GVRDS consulted with all those involved in our original TM suggestions. Five year bus passes would encumber a massive cost burden to the affordable housing business model to the amount of if not exceeding \$100,000.00 over the five years. Upon consultation with city staff members Brian Sikstrom and Steve Hutchinson along with the Executive Director of the Victoria Car Share program, we reviewed the recommendation from the PLUSC meeting and feel we have a more reasonable solution.

GVRDS has suggested that we will establish a transportation fund at the onset of occupancy. This fund all have \$20,000.00 that will be accessible to all tenants to redeem against the following:

- use toward the car share program
- use toward purchasing a bus pass
- use to buy a bicycle from a bike shop

Each rental unit will have a fixed dollar value that they can use from the transportation fund. The amount will be based on a months the tenant has occupied the building. Upon receipt of the bill from the tenant GVRDS will reimburse the tenant depending on months occupied. For example one month equals \$20.00 in transportation pool credit. They can use the car share program, hand in the receipt, and GVRDS will reimburse them thru the transportation fund.

A ten ticket bus pass costs \$22.50, upon receipt of purchase they can apply for reimbursement of \$20.00. Each tenant will have to have rented for a minimum of three months before applying, they will then be able to apply to the fund with a three month credit to use.

GVRDS will manage the fund and report to the city on an annual basis as to its use. The program will be included within the housing agreement.

- *Compliance with the Ministry of Environment's Waste Management Act as it pertains to potentially contaminated sites.*

LHRa: GVRDS have already completed a Phase 1 and Phase 2 Environmental Studies on the site and upon rezoning and completion of purchase of Property, will complete remediation of the site and upon receipt of Letter of Compliance from the Ministry of Environment, will be submitting a copy to the City of Victoria.

- *The neighbourhood community expressed concern that the CALUC was not engaged at an earlier date.*

LHRa: As point of clarification, GVRDS had requested meetings with the Gorge Burnside Community Associations Land Use Committee and was delayed for 4 months. This delay may be minor for them but has significant impact financially for a Non-Profit organization. GVRDS approached the Burnside Gorge Community Association in early October of 2013 and were denied full audience with CALUC until January 2014. GVRDS has worked with BG CALUC for 5 years on two previous successful projects and understand and respect the process.

Mixed Use Development – 1950 Blanshard Street

4

We had also previously provided the attached letter as a response to the City of Victoria's Technical Review Committee's (TRC) comments which captures a number of issues discussed.

We trust the preceding provides and explanation of the design and decisions made. If you have further questions please contact our office.

Sincerely

LOW HAMMOND ROWE ARCHITECTS INC

A handwritten signature in black ink, appearing to read 'Jackson Low', with a stylized flourish at the end.

Jackson Low
Architect AIBC | MRAIC
Principal

L:\Projects\2012\12.12\Admin\Correspondence\Letters\1212_CoV-Let_140512.docx

MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



D E V E L O P M E N T P E R M I T | J A N U A R Y 2 0 1 4
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MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



NEIGHBOURHOOD AND CONTEXT PLAN



1. View of 1930 and 1950 Blanshard Street



2. View of 1930 and 1950 Blanshard Street



3. View of 1950 Blanshard Street



4. View of 1930 and 1950 Blanshard Street



5. 750 Discovery Street



6. 751 Discovery Street



7. View of 1950 Blanshard Street Parking Lot



8. 1810 Blanshard Street



A1

DEVELOPMENT PERMIT | JANUARY 2014
(REVISED JUNE 2014)

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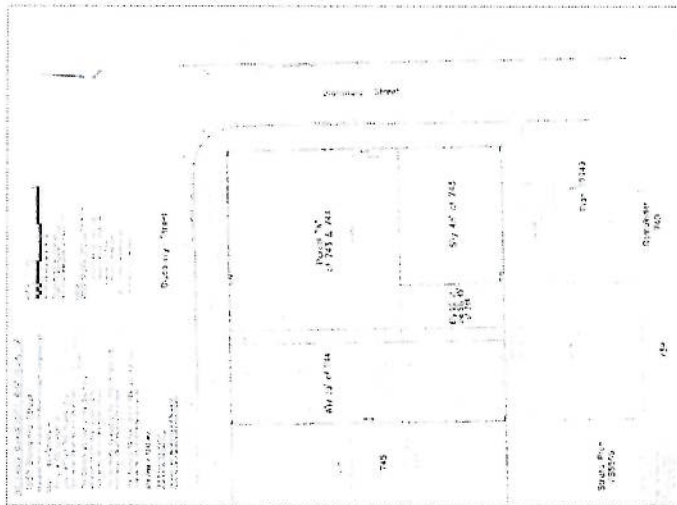
A2



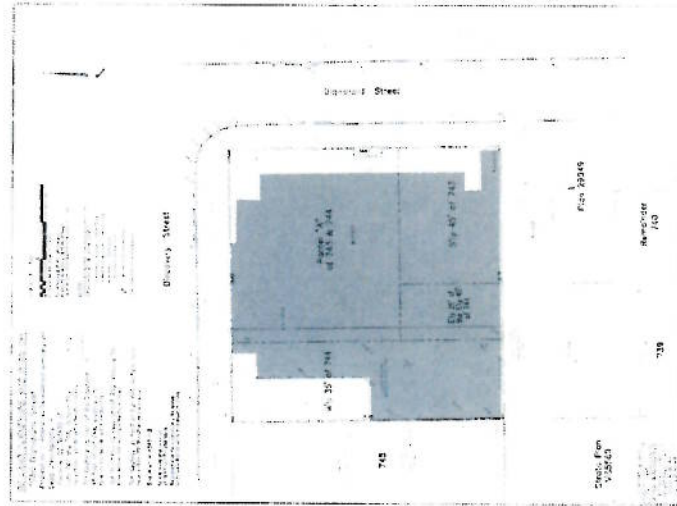
MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



Aerial View of Existing Site



Survey



Survey with Proposed Building Footprint

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(REVISED JUNE 2014)

LOW HAMMOND ROWE ARCHITECTS



MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC

DISCOVERY STREET

PROJECT DATA

Project Civic Address: 1950 Blanshard Street, Victoria, BC
Project Legal Address: Parcel A (DD 524831) of Lots 743 and 744, Victoria City (PID 009-381-562)
 The Eastern 25 Feet of the Southern 45 Feet of Lot 744, Victoria City (PID 009-381-538)
 The Southern 45 Feet of Lot 743, Victoria City (PID 009-381-498)
 The Western 35 Feet of Lot 744, Victoria City (PID 009-381-431)

Name of Organization: Greater Victoria Rental Development Society

Project Description: New Mixed Use Commercial | Rental Apartment Complex

Number of Floors: 7

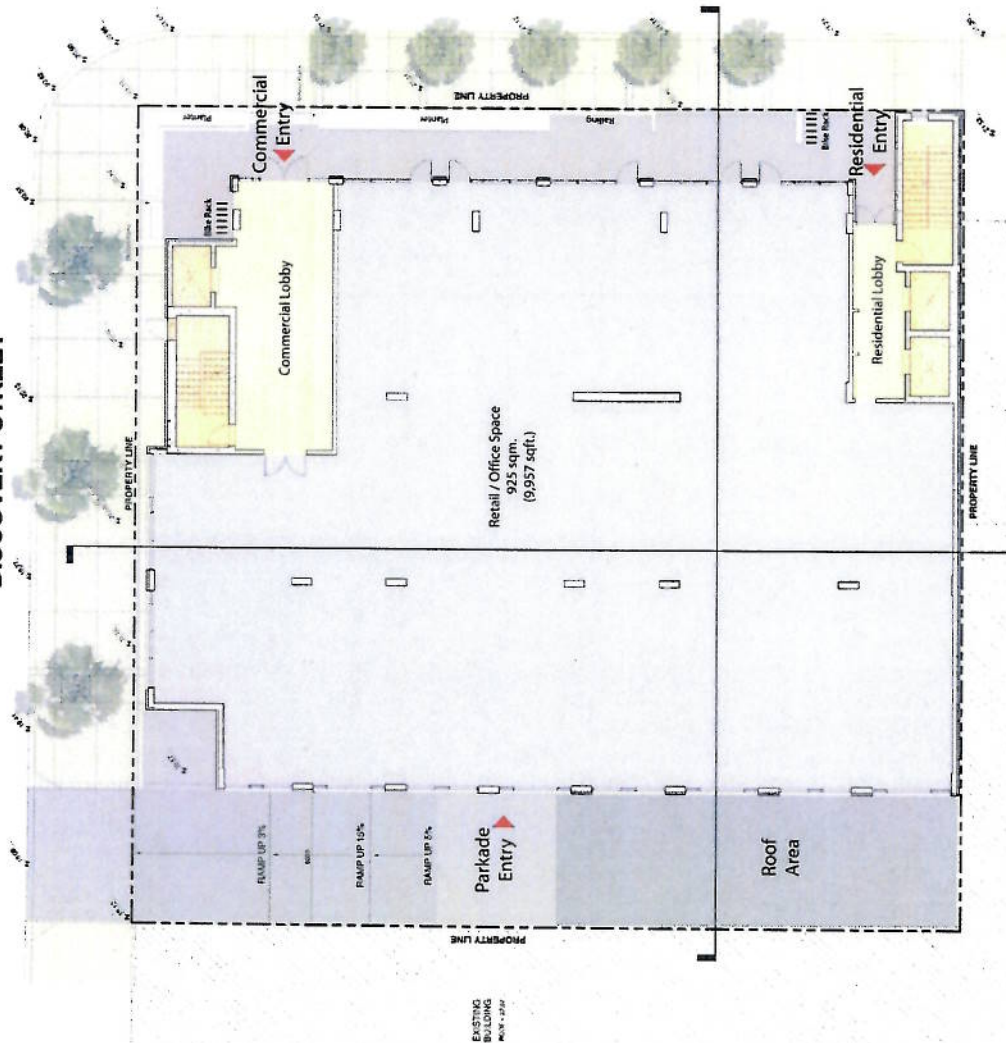
Zoning: Existing - M-1 - Light Industrial
 Proposed - Comprehensive Development Zone

Site Area:

Lot 1 592.26 m² (8,375 sf)
 Lot 2 104.17 m² (1,121 sf)
 Lot 3 252.7 m² (2,720 sf)
 Lot 4 384.02 m² (4,140 sf)
 Total 1,343 m² (14,456 sf)

Floor Area: **Parkade Level:** 1,145 m² (12,325 sf)
 Level 1: 925 m² (9,957 sf)
 Level 2: 1,030 m² (11,087 sf)
 Level 3: 887.5 m² (9,562 sf)
 Level 4: 887.5 m² (9,562 sf)
 Level 5: 887.5 m² (9,562 sf)
 Level 6: 888 m² (9,567 sf)
 Level 7: 898 m² (9,683 sf)
 Total Floor Area: 5,413 m² (58,270 sf)
Commercial Floor Area: 1,955 m²
Site Coverage: 86.6%
Open Site Space: 8.8%

BLANSHARD STREET



SITE PLAN 1:100

CA-4 Zone	Comprehensive Development Zone
Floor Area: Permitted 4,029m ²	Proposed 5,413 m ²
Floor Area Ratio: Permitted 3.0	Proposed 4.03
Building Height: Permitted 15.0m	Proposed 25.900 m
Number of Storeys: Permitted 3	Proposed 7
Building Setbacks: Permitted 0.0m	Proposed 0.0m (L-1-L2) 3.05 m (L3-L7)
Front 0.0m	0.0m (Parkade) 16.0m (L-1-L2) 11.25 m (L3-L7)
Interior Side (south) 0.0m	0.0m (L-1-L2) 3.05 m (L3-L7)
Interior Side (north) 0.0m	0.0m
Combined Side Yards 0.0m	

Residential Unit Details:
 Total number of units: 65 units
 Unit types: 62 - 1 Bedroom | 3 - bachelor
 Ground-orientated units: none
 Maximum unit floor area: 32.6 m²

Vehicle Parking:
 Residential: 46 (7 per residential unit)
 Commercial: 53 (1 per 37.5 sqm.)
 Required: 7
 Provided: 20*

Site Signs:
 Required Class 1: 70
 Required Class 2: 2
 Proposed Class 1: 82
 Proposed Class 2: 2

* 2 stalls will be dedicated to Car Share vehicles



A3

DEVELOPMENT PERMIT | J A N U A R Y 2 0 1 4
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MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



BUILDING CODE SUMMARY

Site	Entity, California Building Code, 2013, State Version	2000C References
1	General Building Code	Table 101
2	Building Code	Table 101
3	Building Code	Table 101
4	Building Code	Table 101
5	Building Code	Table 101
6	Building Code	Table 101
7	Building Code	Table 101
8	Building Code	Table 101
9	Building Code	Table 101
10	Building Code	Table 101
11	Building Code	Table 101
12	Building Code	Table 101
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99	Building Code	Table 101
100	Building Code	Table 101

PARKADE PLAN 1:100

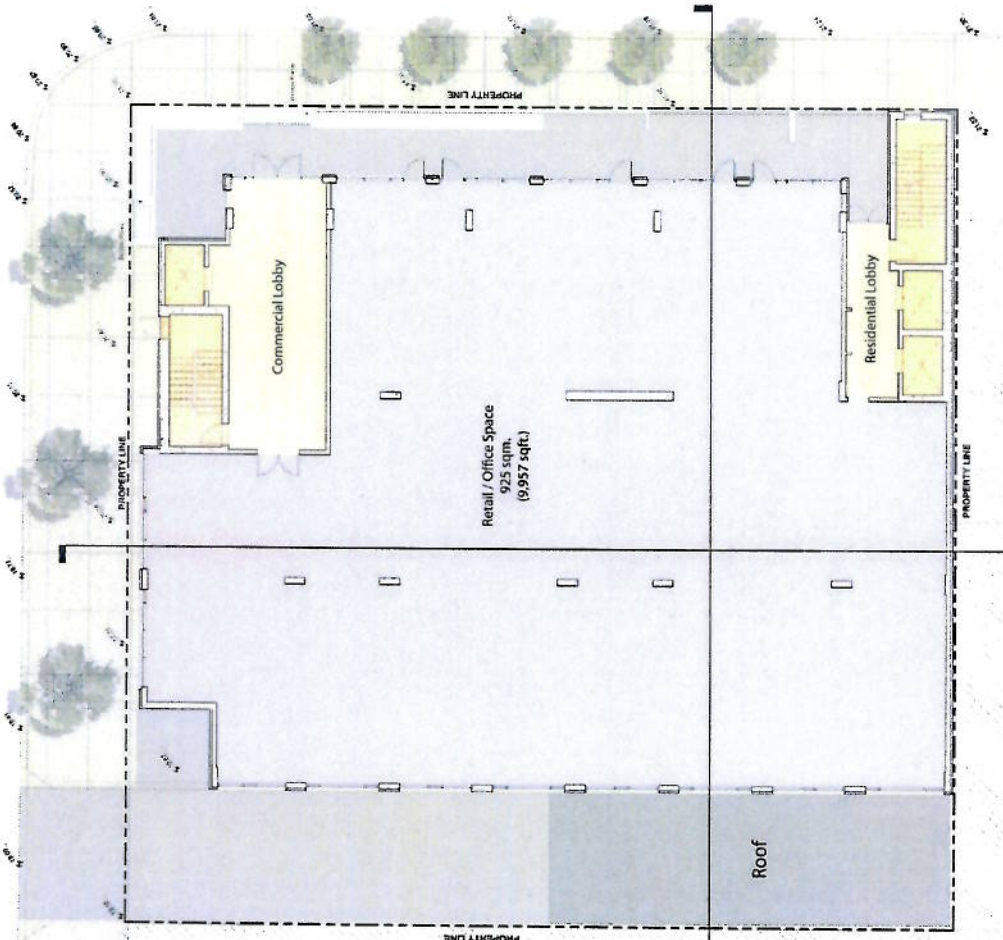
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(REVISED JUNE 2014)

LOW HAMMOND ROWE ARCHITECTS



MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC

DISCOVERY STREET

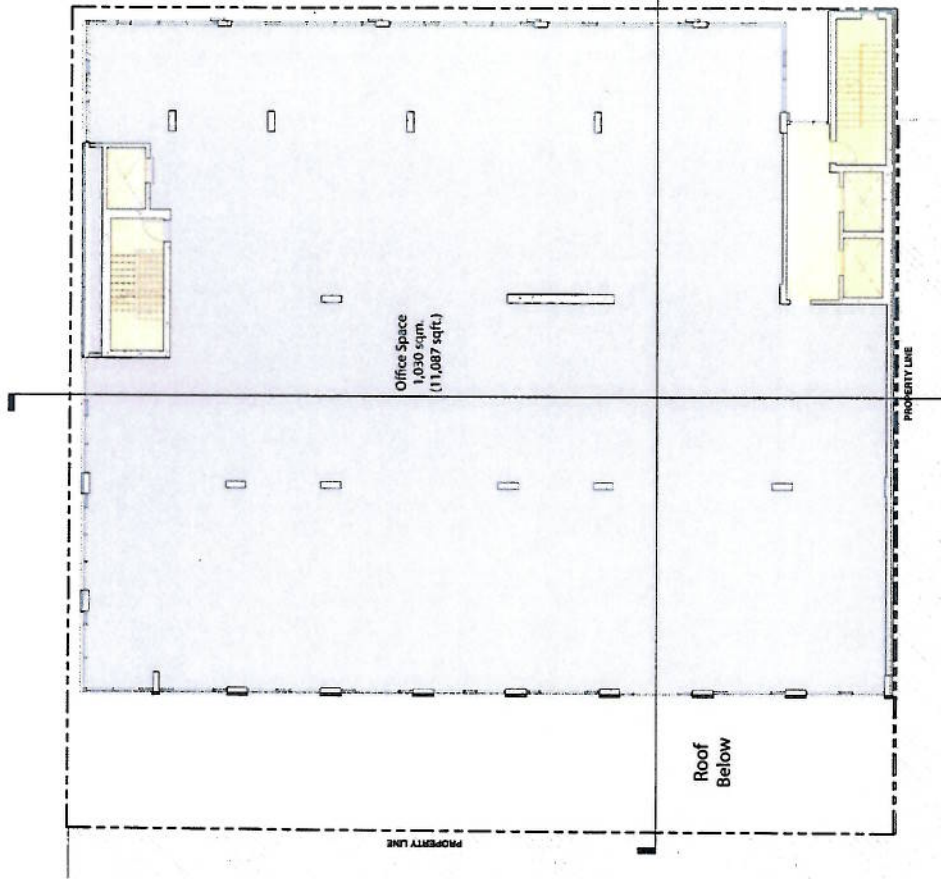


FIRST FLOOR PLAN 1: 100

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(REVISED JUNE 2014)

LOW HAMMOND ROWE ARCHITECTS

BLANSHARD STREET



SECOND FLOOR PLAN 1: 100

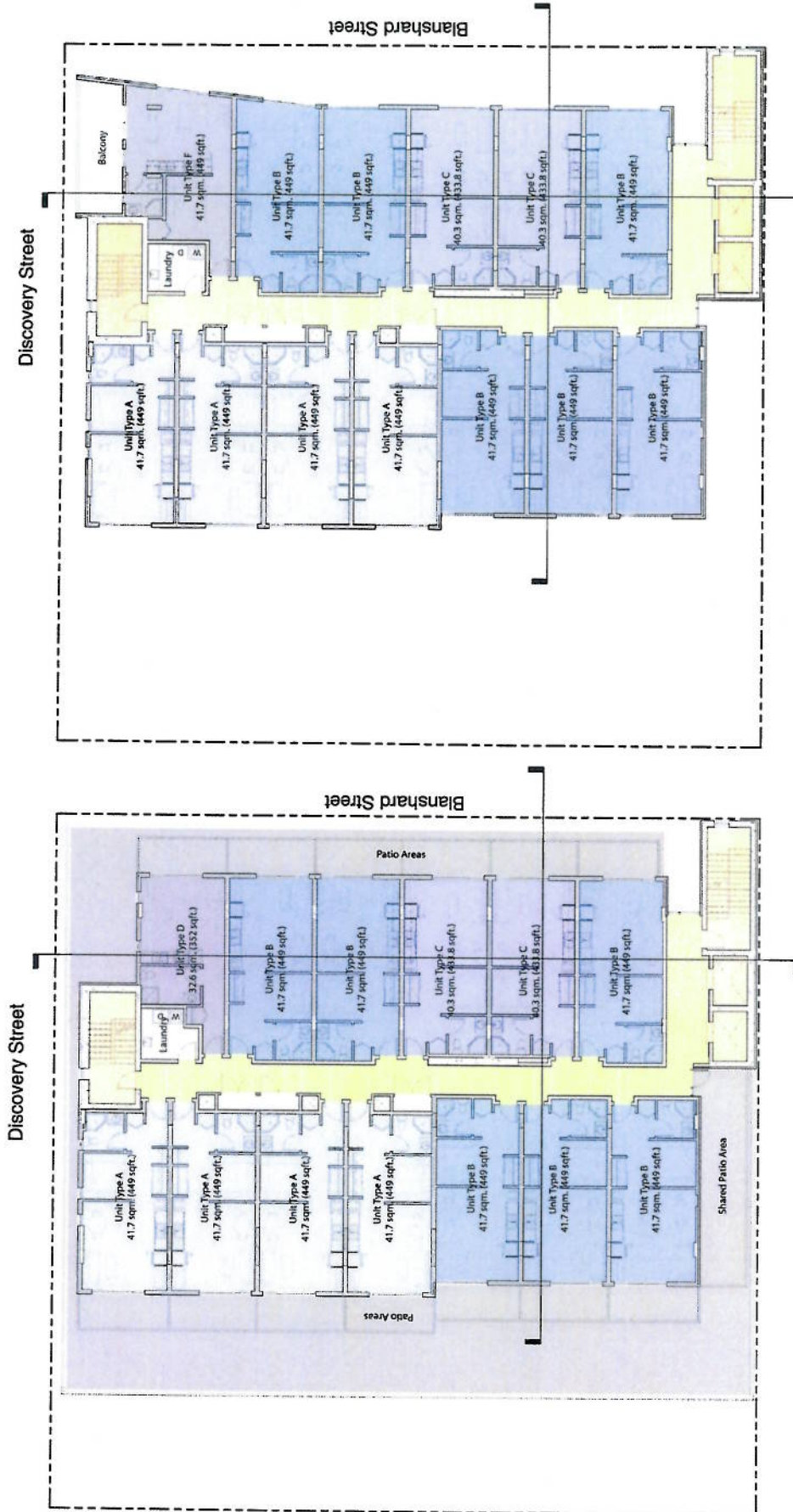


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MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



TYPICAL RESIDENTIAL FLOOR PLAN (LEVELS 3-5) 1: 100

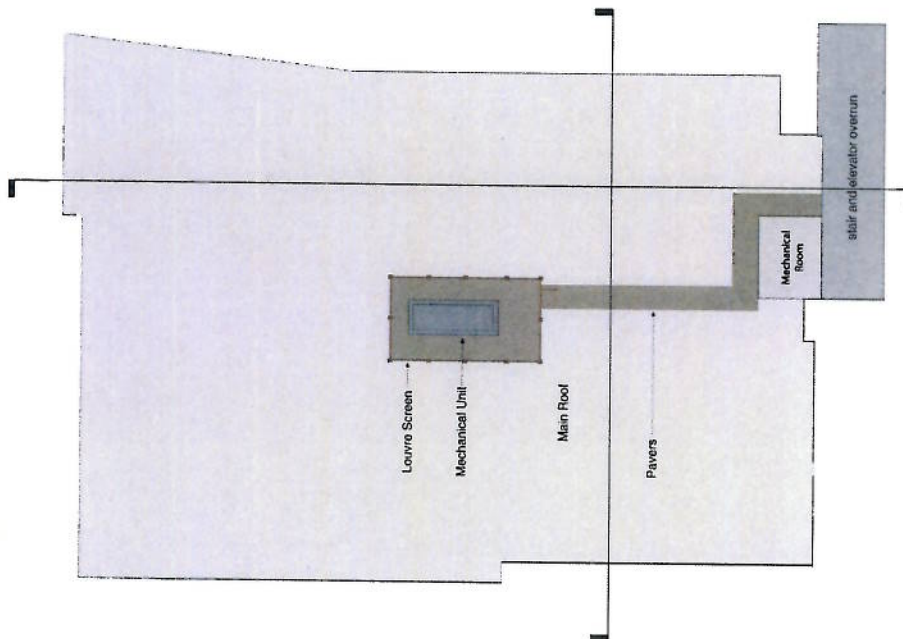
TYPICAL RESIDENTIAL FLOOR PLAN (LEVELS 6-7) 1: 100

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MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



ROOF PLAN 1: 100



MONOCHROME VIEW



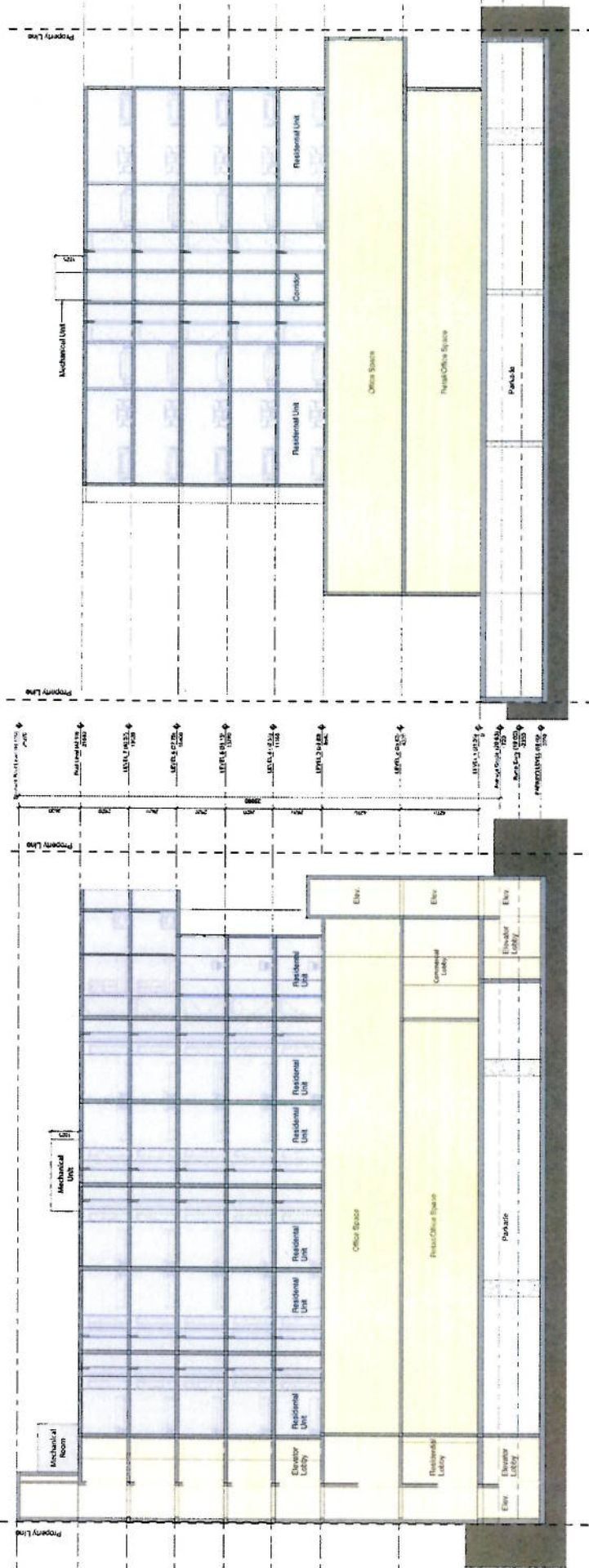
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JANUARY 2014
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MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



SECTIONS

JANUARY 2014
(REVISED JUNE 2014)

LOW HAMMOND ROWE ARCHITECTS

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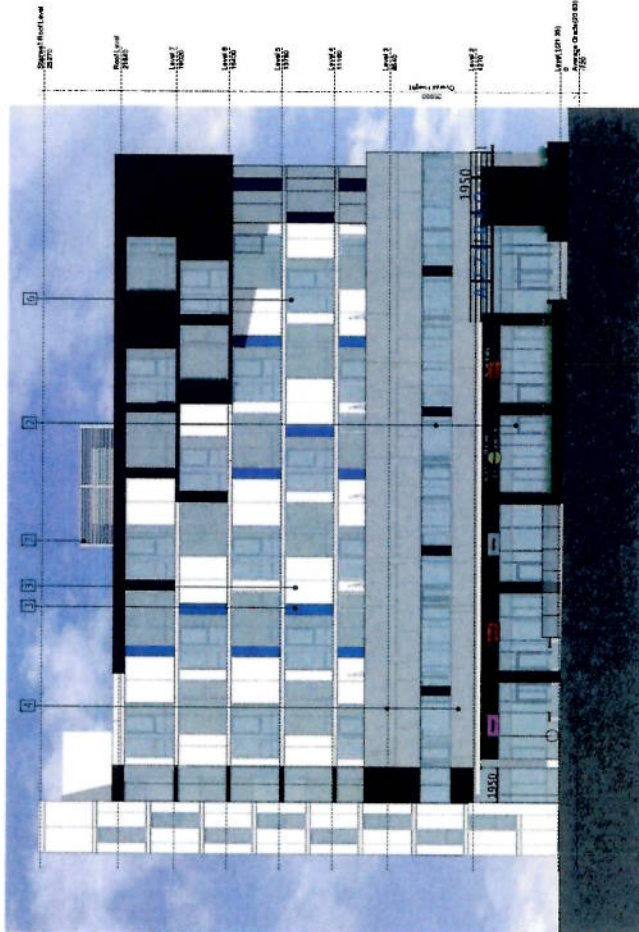
A9



MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC

Material Schedule:

- 1 Illuminated Panels
- 2 Anodized Aluminum & Glass
- 3 Prefinished Composite Panel
- 4 Prefinished Metal Panel
- 5 Exposed Concrete
- 6 Thermally Broken Window System
- 7 Horizontal metal louvers (Screen for Mech. Unit)



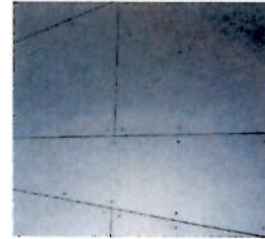
EAST ELEVATION (BLANSHARD STREET) 1:100



WEST ELEVATION 1:100



2. Anodized Aluminum & Glass



3. Prefinished Composite Panel



4. Prefinished Metal Panel



5. Exposed Concrete

MATERIALS

DEVELOPMENT PERMIT | JANUARY 2014
(REVISED JUNE 2014)

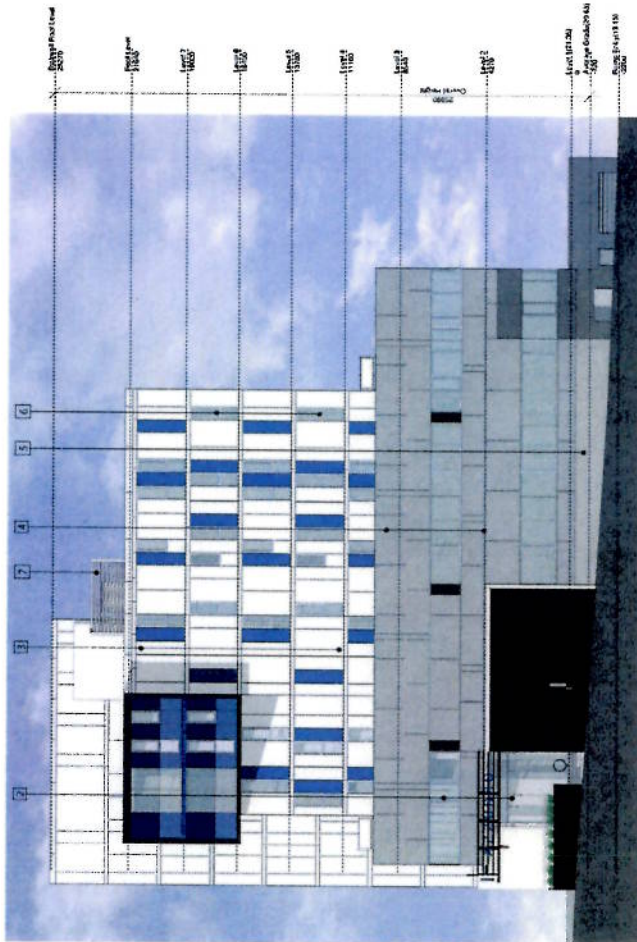
LOW HAMMOND ROWE ARCHITECTS



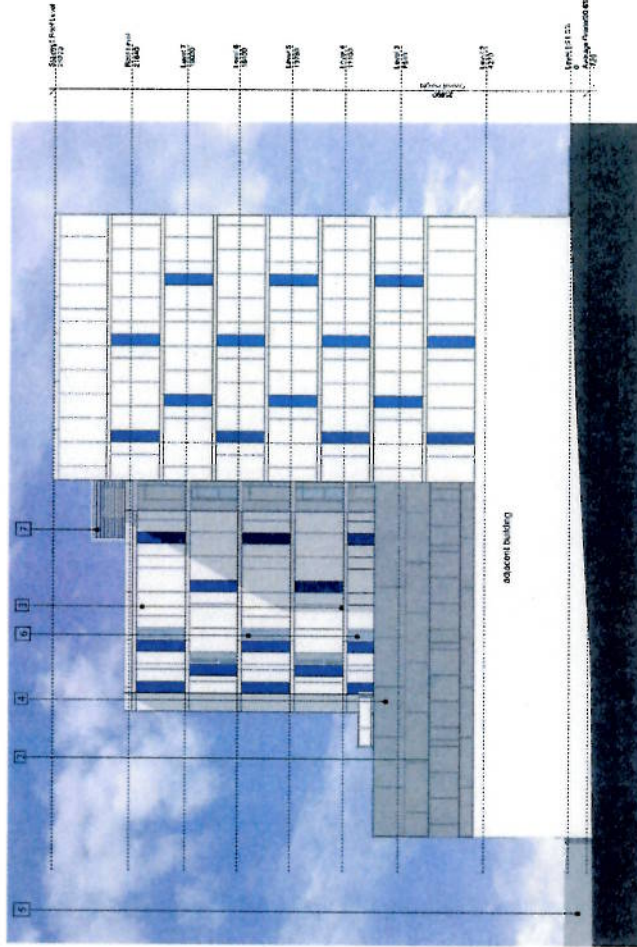
MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC

Material Schedule:

- | | | |
|-------------------------------|----------------------------------|--|
| 1 Illuminated Panels | 4 Prefinished Metal Panel | 7 Horizontal metal louvers (Screen for Atrium, Unit) |
| 2 Anodized Aluminium & Glass | 5 Exposed Concrete | |
| 3 Prefinished Composite Panel | 6 Thermally Broken Window System | |



NORTH ELEVATION (DISCOVERY STREET) 1:100



SOUTH ELEVATION 1:100

JANUARY 2014
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MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC

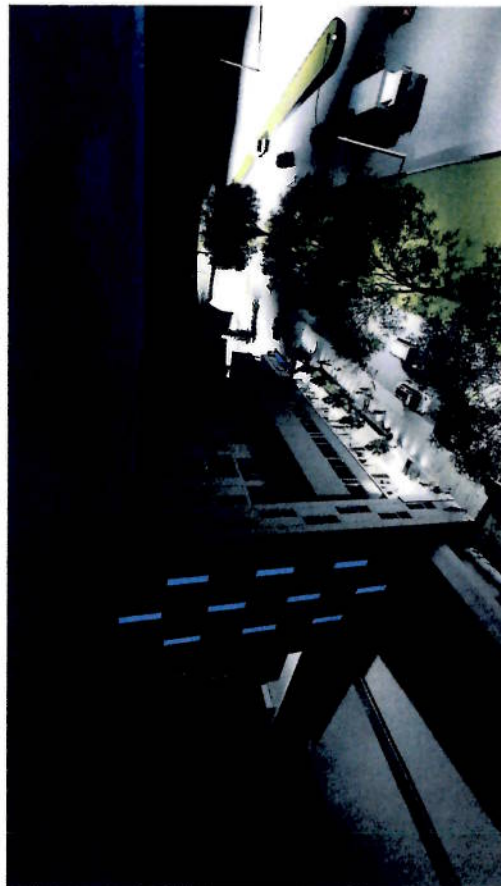


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MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



DEVELOPMENT PERMIT | JANUARY 2014
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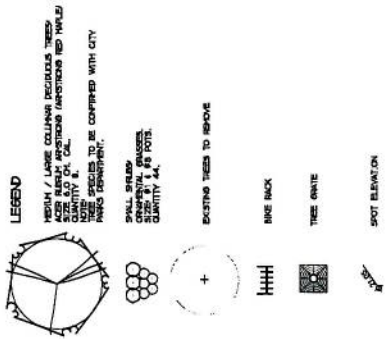
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LOW
HAMMOND
ROWE
ARCHITECTS

300 N. COLUMBIA FULL CIRCLE ROAD
SUITE 200
TOLSON, MD 21156
TEL: 410-476-8100
FAX: 410-476-8102
ARCHITECT@LHRA.COM

DATE: 07/17/14



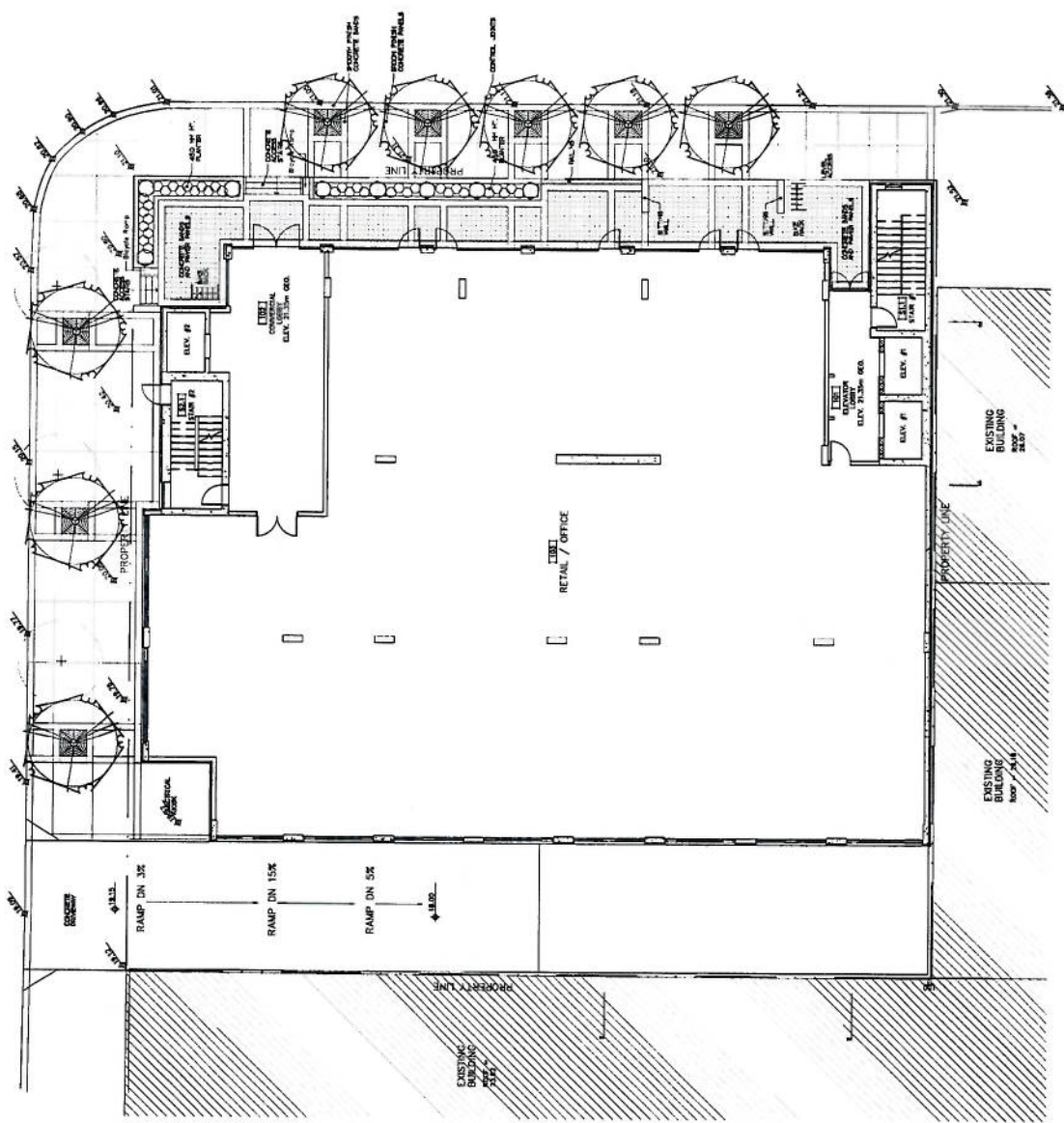
ISSUED FOR	DATE
<input type="checkbox"/> CONSTRUCTION	
<input type="checkbox"/> TENDER	
<input type="checkbox"/> BUILDING PERMIT	
This drawing is a preliminary design and is not to be used for construction without the approval of the architect. It is the responsibility of the client to ensure that all necessary permits are obtained and that all construction is in accordance with the approved plans and specifications.	
PROJECT NO. 1212	Drawn
DATE: 2/10/14	Revised
BY: [Signature]	Scale: 1/100
DATE: 1/10	Project

NOTES

- * STREET TREES, TREE GRATES, STRUCTURAL SOIL, ROOT BARRIERS AND IRRIGATION TO BE INSTALLED IN ACCORDANCE WITH THE CITY OF BALTIMORE DEPARTMENT OF PUBLIC WORKS - SUPPLEMENTARY SPECIFICATIONS FOR STREET TREES AND IRRIGATION - SCHEDULE C.

DISCOVERY STREET

BLANSHARD STREET



1950 Blanshard
1950 Blanshard Street
Baltimore, MD

LANDSCAPE PLAN

Sheet No. **L1.0**

Version No.

**VICTORIA ADVISORY DESIGN PANEL
MEETING NOTES OF May 28, 2014
COMMITTEE ROOM #1**

PRESENT

Rod Windjack (Chair)
Brad Forth
Karen Hillel
Christine Lintott
Suzanne Christensen
Barry Cosgrave
Charles Kierulf

STAFF

Mike Wilson, Senior Planner – Urban Design
Rob Woodland, Legislative Services
Don Schaffer, Legislative Services

REGRETS

Shaun McIntyre
Gregory Damant

CALL TO ORDER

Rod Windjack (Chair): Called the meeting to order at 12.10 p.m. and welcomed meeting participants.

MINUTES

MOVED / SECONDED

That the minutes of the April 23, 2014 meeting be **APPROVED** as circulated.

CARRIED

Staff Update 1: ADP Term Ending June 2014

Mr. Wilson thanked the Panel members for their service to the City and informed them that the term of this Panel would be ending in June of 2014. Mr. Wilson further informed the Panel members of the opportunity to re-apply should they wish to continue to serve for another term.

Staff Update 2: Conflict of Interest

Mr. Woodland provided the Panel members an overview of the legislation and procedures regarding conflict of interest and how the legislation applies to the Panel.

APPLICATION

1950 Blanshard Street Development Permit Application #000336

Development Permit Application that proposes the construction of seven-storey mixed use commercial and residential building with one level of underground parking.

Applicant Meeting attendees:

Mr. Jackson Low, Low Hammond Rowe Architects

Ms. Alanna Holroyd, Greater Victoria Rental Development Society

Mr. Wilson provided the Panel with a brief introduction of the application and the areas of the project that Council was seeking advice on including the following:

- The DCAP building separation guidelines recommend a setback above the podium level of three metres. The south elevation of the proposed building is on the property line. This zero setback could affect future development of the neighbouring property to the south and it raises Building Code issues related to window openings on a zero lot line. Setting back residential portions of this elevation above the second floor should be considered. In addition, the office windows on the second floor should be reconsidered.
- While the large massing of the south elevation is visually broken up with panel cladding and the use of colour, further measures to reduce the apparent mass should be considered.
- The architectural expression of base (podium), middle and top of the building should be enhanced.
- The ground level pedestrian or vehicle driver experience of the building needs to be illustrated or rendered.

Mr. Low then provided a detailed presentation of the proposal to the Panel.

Recommendation:

MOVED / SECONDED

1. That Advisory Design Panel recommend to Council that Development Permit Application #000336 for 1950 Blanshard Street be approved and that the applicant continue to work with staff to address the following issues:
 - Reconsideration of the provision of outdoor amenity space for residents via a roof top patio and individual patios for units on the second floor.
 - Reconsideration of the size and scale of operable windows for residential units.
 - Ensure the submission of a landscape plan, prepared by a registered landscape architect, is included in the plans presented to Council.
 - Review opportunities to differentiate the stair towers and/or podium from the overall building mass.
 - Reconsideration of the zero lot line configuration of the south building face to provide an increase setback for a portion of that façade.

CARRIED

For: Windjack, Cosgrave, Christensen, Forth
Against: Lintott and Hillel

4. DECISION REQUEST

Councillor Helps withdrew from the meeting at 9:03 a.m. as she works with the Community Micro Lending Society who has a proposed financial relationship with the Greater Victoria Rental Society and has a direct pecuniary interest.

4.1 Rezoning Application # 00431 and Development Permit Application for 1950 Blanshard Street

Committee received a report regarding Rezoning Application # 00431 and Development Permit Application # 000336 for 1950 Blanshard Street. The application is to rezone the property from the M-1 Zone, Limited Light Industrial District, to a new zone to permit a seven-storey, 65-unit apartment building with ground and second floor office and commercial space.

Action:

- It was moved by Councillor Thornton-Joe, and seconded by Councillor Young, that Committee recommends that Council authorize:
1. That Rezoning Application # 00431 for 1950 Blanshard Street proceed for consideration at a Public Hearing and that staff be directed to prepare the necessary Zoning Regulation Bylaw amendments, subject to:
 - a. Advisory Design Panel review of the Development Permit Application with particular attention to the site planning and design of the south elevation of the residential tower.
 - b. Registration of a Housing Agreement on title, secured by Bylaw, to ensure the rental tenure of the apartments in perpetuity to the satisfaction of the City Solicitor.
 - c. Registration of a covenant to secure two parking stalls for car share use.
 - d. Securing car share memberships for each unit in perpetuity and bus passes for all residents free-of-charge for a minimum of one year to the satisfaction of the City Solicitor.
 - e. Provision of sewer attenuation information and the means to attenuate the sewage to the satisfaction of the Director of Engineering and Public Works and the registration of a covenant to secure the commitment to attenuate sewage, if this is required.
 - f. Compliance with the Ministry of Environment's Waste Management Act as it pertains to potentially contaminated sites.
 2. Following consideration of Rezoning Application # 00431, that Council authorize the issuance of a Development Permit in accordance with:
 - a. Plans stamped "Development Permit Application # 000336 dated, January 23, 2014" and submission of acceptable revised plans.
 - b. Development meeting all *Zoning Regulation Bylaw* requirements.
 - c. Final plans to be in accordance with the plans identified above, to the satisfaction of the Director of Planning and Development.

Committee discussed:

- Concerns from the neighbours that the units are too small and the lack of green building considerations and green space surrounding the development.

- Staff advised that some of the units are small but they are still above the minimum allowable. The applicant is focusing on a particular market and affordability criteria
- That the area is a gateway and any development built along this corridor should be reflective of that vision.

Action: It was moved by Councillor Thornton-Joe, and seconded by Councillor Gudgeon, that Committee amend the motion as follows:

1. a. Advisory Design Panel review of the Development Permit Application with particular attention to the site planning and design of the south elevation of the residential tower **and to consider design guidelines as in 6.145 for Gateways.**

On the amendment:

CARRIED UNANIMOUSLY 14/PLUC093

Committee continued to discuss the main motion:

- There is an impact on the land value. Council should not be sending the signal that housing is more important than industry.
- The impact this project would have on light industrial and employment.
 - Staff advised that the project is situated on the very edge of the neighbourhood and would have minimal negative impacts. There would be very little noise from the current light industrial occurring there. The application fits within the OCP which looked at employment lands throughout the City and identified the Rock Bay area where a mix of residential and commercial use would be a good fit.
- The land use planning is the biggest issue with the absence of plan.
- The south façade is inadequate. The reason is at this time over period of transition, we could have a seven storey building overlooking light industrial. They have planned for a transition area. The neighbourhood community expressed concern that the CALUC was not engaged at an earlier date.
 - Staff advised that the meeting was delayed but the process was followed.
- It is important that the community feels they were consulted in a timely matter.
- The offer of a free Bus Pass for one year seems inadequate if the goal is to aggressively promote public transit.

Action: It was moved by Councillor Alto, and seconded by Councillor Gudgeon, that Committee amend the motion:

1. d. Securing car share memberships for each unit in perpetuity and bus passes for all residents free-of-charge for a minimum of **five** years to the satisfaction of the City Solicitor.

On the amendment:

CARRIED UNANIMOUSLY 14/PLUC094

Committee continued discussion of the motion noting the proposal has many unanswered questions that should be dealt with before it is sent to a public hearing.

- Action: It was moved by Mayor Fortin and seconded by Councillor Thornton-Joe, that Committee amend the motion:
1. That Committee recommends that Rezoning Application # 00431 for 1950 Blanshard Street ~~proceed for consideration at a Public Hearing and that staff be directed to prepare the necessary Zoning Regulation Bylaw amendments~~ return to the Planning and Land Use Committee, subject to the following conditions being met:

Committee discussed the amendment:

- The number of times applications return to this table signals that there could be a problem with the Public Hearing process.
- Some Committee members felt that a thorough report from the Advisory Design panel should be sufficient for Council to make an informed decision at the public hearing. Others felt that there are significant issues raised that need to be addressed prior to the Public Hearing and that having the agenda published a few days before the meeting date does not provide Council or the public enough time to understand what is being forwarded for consideration.
- Many citizens have raised concerns amount of non-profit housing that is going into their neighbourhood. There is frustration with the lack of communication with the neighbourhood. There is a perception that this is already a done deal.
- This is a relatively modest project. There are much larger issues at hand and the City does not have a detailed plan of what it should look like. It appears Committee is considering each application of this nature in isolation.

On the amendment:
CARRIED 14/PLUC095

For: Mayor Fortin, Councillors Coleman, Gudgeon, Madoff, Thornton-Joe and Young
Against: Councillor Alto

- Housing affordability is the number one concern.
- In regards to the Green evaluation check list, Committee does not have the ability to evaluate whether the applicant has met the standard or exceeded. There is a lack of green space, and it is built to the lot line. As a gateway to downtown, they need to add a green boulevard, perhaps done with the applicant. When a project is not-for-profit, usually community input is sought in the beginning of the process. The Burnside neighbourhood has hopes of what they would like to see and are concerned by the amount of non-for-profit housing that is going into their neighbourhood. There is frustration with the lack of communication with the neighbourhood. There is a perception that this is already a done deal.
- This is a relative modest project. There are much larger issues at hand and the City does not have a detailed plan of what it should look like. They are considering each one in isolation. Affordability is a concern. There is a lack of detail in the plan and Committee does not know what it will deliver.

Action: Mayor Fortin amendment to include to visitor stalls to be covenanted.

- c. Registration of a covenant to secure two parking stalls for car share use, and two visitor stalls.

On the amendment:
CARRIED 14/PLUC096

For: Mayor Fortin, Councillors Alto, Coleman, Gudgeon, Thornton-Joe
Against: Councillors Madoff and Young

- Action: It was moved by Councillor Coleman, and seconded by Councillor Thornton-Joe:
1. That Rezoning Application # 00431 for 1950 Blanshard Street return to the Planning and Land Use Committee, once the following conditions are met:
 - a. Advisory Design Panel review of the Development Permit Application with particular attention to the site planning and design of the south elevation of the residential tower and as well as to consider design guidelines as in 6.145 for Gateways.
 - b. Registration of a Housing Agreement on title, secured by Bylaw, to ensure the rental tenure of the apartments in perpetuity to the satisfaction of the City Solicitor.
 - c. Registration of a covenant to secure two parking stalls for car share use, and two visitor stalls.
 - d. Securing car share memberships for each unit in perpetuity and bus passes for all residents free-of-charge for a minimum of five years to the satisfaction of the City Solicitor.
 - e. Provision of sewer attenuation information and the means to attenuate the sewage to the satisfaction of the Director of Engineering and Public Works and the registration of a covenant to secure the commitment to attenuate sewage, if this is required.
 - f. Compliance with the Ministry of Environment's Waste Management Act as it pertains to potentially contaminated sites.
 2. Following consideration of Rezoning Application # 00431, that Council authorize the issuance of a Development Permit in accordance with:
 - a. Plans stamped "Development Permit Application # 000336 dated, January 23, 2014" and submission of acceptable revised plans.
 - b. Development meeting all *Zoning Regulation Bylaw* requirements.
 - c. Final plans to be in accordance with the plans identified above, to the satisfaction of the Director of Planning and Development.

On the main motion as amended:
CARRIED 14/PLUC097

For: Mayor Fortin, Councillors Alto, Coleman, Thornton-Joe and Young
Against: Councillors Gudgeon and Madoff

Councillor Helps returned to the meeting at 10:05 a.m.

Planning and Land Use Committee Report

Date: April 17, 2014 **From:** Brian Sikstrom, Senior Planner
Subject: Rezoning Application # 00431 and concurrent Development Permit Application #000336 for 1950 Blanshard Street. Application to rezone from the M-1 Zone, Limited Light Industrial District, to a new zone to permit a seven-storey, 65-unit apartment building with ground and second floor commercial space

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and concurrent Development Permit Application for the property at 1950 Blanshard Street.

The proposal is to construct a seven-storey, 65-unit apartment building with 1782 m² of ground and second floor office and retail space at the corner of Blanshard and Discovery Streets. The building has a Floor Space Ratio of 4.03:1. The apartments are comprised of three bachelor and 62 one-bedroom units. The units will have a mix of rental rates; some will be below market and some will be at market rates. Through an associated Housing Agreement, the apartment building will be required to be rental in tenure in perpetuity. The building will be owned and managed by the Greater Victoria Rental Development Society as non-profit, affordable rental housing. Upon occupancy, the building will be non-subsidized. Through a separate application and review process, the Society is requesting funding from the Victoria Housing Fund, which has available funds. A separate staff report will be prepared with consideration of any funding to follow Council's decision on the rezoning application.

The building includes underground parking for 27 vehicles accessed from Discovery Street. Two parking spaces are reserved for car share vehicles, with 20 spaces reserved for residents and 7 spaces reserved for commercial uses. The following factors were considered in reviewing this application:

- *Official Community Plan, 2012* residential policies support and encourage the provision of rental apartments in appropriate locations. This proposal, on the northern edge of downtown, is in an appropriate location to provide rental apartments geared towards working singles and couples with mixed incomes.
- The proposal complies with the City's land use and density policies for redevelopment of sites between Douglas Street and Blanshard Street in the Rock Bay area of the Burnside-Gorge Neighbourhood.
- The reduced parking is recommended for Council's support based on the *1950 Blanshard Street parking Study, April 2014* prepared by Boulevard Transportation Group. The applicant proposes the provision of two car share vehicles on-site for exclusive use of the residents as well as the provision of transit passes to residents for a minimum of one year.
- The site is within Development Permit Area 7A which permits Council to regulate building design and landscaping.
- The location of the residential tower adjacent to the south property line does not meet the building separation guidelines in the *Downtown Core Area Plan*. The proposal would benefit from a review by the Advisory Design Panel.

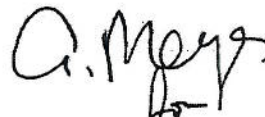
Recommendations

1. That Rezoning Application #00431 for 1950 Blanshard Street proceed for consideration at a Public Hearing and that staff be directed to prepare the necessary *Zoning Regulation Bylaw* amendments, subject to:
 - a) Advisory Design Panel review of the Development Permit Application with particular attention to the site planning and design of the south elevation of the residential tower;
 - b) Registration of a Housing Agreement on title, secured by Bylaw, to ensure the rental tenure of the apartments in perpetuity to the satisfaction of the City Solicitor;
 - c) Registration of a covenant to secure two parking stalls for car share use;
 - d) Securing car share memberships for each unit in perpetuity and bus passes for all residents free-of-charge for a minimum of one year to the satisfaction of the City Solicitor;
 - e) Provision of sewer attenuation information and the means to attenuate the sewage to the satisfaction of the Director of Engineering and Public Works and the registration of a covenant to secure the commitment to attenuate sewage, if this is required;
 - f) Compliance with the Ministry of Environment's Waste Management Act as it pertains to potentially contaminated sites.
2. Following consideration of Rezoning Application #00431, that Council authorize the issuance of a Development Permit in accordance with:
 - a) Plans stamped "Development Permit Application #000336 dated, January 23, 2014" and submission of acceptable revised plans;
 - b) Development meeting all *Zoning Regulation Bylaw* requirements;
 - c) Final plans to be in accordance with the plans identified above, to the satisfaction of the Director of Planning and Development.

Respectfully submitted,



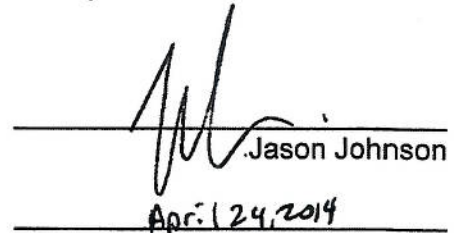
Brian Sikstrom
Senior Planner
Development Services Division



Deb Day, Director
Sustainable Planning and Community
Development Department

BMS:aw

Report accepted and recommended by the City Manager:



Jason Johnson

Date:

Apr. 124, 2014

1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and concurrent Development Permit Application for the property at 1950 Blanshard Street.

2.0 Background

2.1 Description of Proposal

The proposal is to construct a seven-storey, 65-unit apartment building with 1782 m² of ground and second floor office and retail space at the corner of Blanshard and Discovery Streets. The building has a Floor Space Ratio of 4.03:1. The apartments are comprised of three bachelor and 62 one-bedroom units. Most units have a floor area of 41 m². The units will have a mix of rental rates; some will be below market and some will be at market rates. Through an associated Housing Agreement, the apartment building will be required to be rental in tenure in perpetuity. The building will be owned and managed by the Greater Victoria Rental Development Society as non-profit, affordable rental housing. Upon occupancy, the building will be non-subsidized. Through a separate application and review process, the Society is requesting funding from the Victoria Housing Fund, which has available funds. A separate staff report will be prepared with consideration of any funding to follow Council's decision on the rezoning application.

The building includes underground parking for 27 vehicles accessed from Discovery Street. Two parking spaces are reserved for car share vehicles, with 20 spaces reserved for residents and seven spaces reserved for commercial uses. To mitigate parking and transportation demands, car share co-op memberships are provided for all residents as well as bus passes for the first year of tenancy.

The building design consists of a two-storey podium with a five-storey residential tower. Materials include: exposed concrete, fibre-cement panel, metal panel system and aluminium framed windows. Building massing, windows and colour treatments provide interest and variety to the building elevations.

2.2 Existing Site Development and Development Potential

The corner site has an area of 1343 m² and is occupied by a one storey warehouse building. The current M-1 Zone, Limited Light Industrial District, permits a variety of light industrial and commercial uses at a density of up to 3:1 Floor Space Ratio.

2.3 Data Table

The following data table compares the proposal with the CA-4 Central Area Commercial Office District Zone. An asterisk is used to identify where the proposal is less stringent than the comparative existing zone.

Zoning Criteria	Proposal	CA-4 Zone Standard
Site area (m ²) – min.	1343	N/A
Total floor area (m ²) – max.	5415*	4029
Residential	3460	
Office	813	
Retail	969	
Density (Floor Space Ratio) – max.	4.03:1*	3.0:1
Height (m) – max.	26.38	43.00
Storeys – max.	7	N/A
Site coverage (%) – max.	88.6	N/A
Open site space (%) – min.	8.80	N/A
Setbacks (m) – min.		
North (Discovery St.)	Nil	N/A
South	Nil	N/A
East (Blanshard St.)	Nil	N/A
West	Nil*	4.50
Blanshard St. (above 10 m)	2.25*	2.55
Discovery St. (above 10 m)	2.08*	2.55
Parking – min.	27*	46
Residential	20	(0.7 per dwelling unit)
Commercial	(0.3 per dwelling unit) 7	
Visitor parking – min.	Nil*	5
Bicycle storage – min.	82	70
Bicycle rack – min.	14	11

2.4 Land Use Context

This site at the corner of Blanshard and Discovery is in an area of service commercial uses, motels and parking lots in the Rock Bay District. It is across Blanshard Street from the Save-On-Foods Memorial Arena and is separated from Blanshard Street by a service road and treed boulevard. Immediately adjacent uses are:

- North (across Discovery Street): Retail commercial
- West: warehouses and City Centre Hotel
- East: The Save-on-Foods Memorial Arena
- South: Retail commercial.

Nearby to the south across Caledonia Avenue is the developing north end of Downtown with the yet to be developed Radius site and south of it Hudson Mews currently under construction.

2.5 Legal Description

The westerly 35 feet of lot 744, the Southerly 45 feet of lot 743, the easterly 25 feet of the southerly 45 feet of lot 744, and parcel A (DD 52463I) of lots 743 and 744, Victoria.

2.6 Consistency with City Policy

2.6.1 Official Community Plan, 2012

The proposal is consistent with the Core Employment Place Designation of the *Official Community Plan, 2012* which envisages residential mixed use work/live and commercial, including office, hotels and other visitor accommodation in this area located between Douglas Street and Blanshard Street. The floor space ratio for this proposal is also consistent with the Core Employment Place Designation which ranges from a base of 3:1 to a maximum of 5:1 with a maximum residential floor space ratio of 3:1 in this area.

2.6.2 Downtown Core Area Plan, 2011

The proposal is generally consistent with the *Downtown Core Area Plan, 2011* (DCAP) policies, which recommend that a more detailed Rock Bay District Plan be prepared. With respect to residential uses in the Rock Bay area, the DCAP objective is to accommodate high density residential and commercial development within the Douglas Street/Blanshard Street Corridor. The residential policies are to locate residential and residential mixed use development primarily between Douglas Street and Blanshard Street and to ensure that residential development is located, designed and sited to mitigate any potentially negative effects on adjacent employment activities.

The site is within a Density Bonus Area with the following provisions:

- For commercial uses a base density of 3:1 with a maximum density up to 5:1 FSR.
- For residential uses a maximum density of 3:1 FSR whether the residential use is provided as stand alone or in combination with a commercial use.

The determination of monetary contributions as the amenity provided from a density lift is outlined in Policy 4.14 of the DCAP. However, based on the affordable rental nature of this proposal, a significant land lift would not occur. Therefore, it is recommended that the preparation of a land lift analysis by an independent third party consultant be waived.

2.7 Consistency with Design Guidelines

The proposal is generally consistent with the design policies and guidelines contained within the *Official Community Plan, 2012* and the *Downtown Core Area Plan, 2011* and its Appendices. The design policies most relevant to this application include the following:

Terminated Vistas

- 6.19 *Consider the use of appropriate measures for terminating vistas through the placement of landmark elements such as architecturally designed buildings or building elements, public plazas, public art, water features, accented architectural facades, tall buildings, special lighting, or a combination of these.*

Gateways

- 6.145 *Design and develop urban gateways that signal and celebrate arrival to the Downtown Core area ...*
- 6.147 *Ensure gateways are individually designed to include landscaping, sculptural elements, fountains, lighting, or signage or any combination of these elements.*

Development Blocks

- 6.169 *Encourage articulation of building facades and rich detailing in order to provide a high degree of public interest along streets.*

Built Form

- 6.177 *Encourage varied heights and massing to avoid uniformity in building design.*
- 6.180 *Consider street wall heights that are appropriate for the context of each street.*
- 6.182 *Encourage visually articulated designs and quality architectural materials and detailing in building bases and street walls to enhance visual interest for pedestrians.*

Building Separation

- 6.183 *Provide appropriate clearances for residential and commercial buildings ... to improve privacy and access to sunlight.*

The Appendices to the *Downtown Core Area Plan, 2011* include more detailed guidance on the above policies as well as building design guidelines. The building design guidelines cover the following topics: built form/orientation, response to context, building base and street walls, building entrances, vehicular access and loading, mechanical equipment, on-site open space, tall building guidelines – base, body and top, vista termination, shadowing and materials and colour. Should the Rezoning Application be forwarded to Public Hearing, the Development Permit Application will require a review of the design aspects of the proposal by staff and the Advisory Design Panel.

2.8 Community Consultation

Consistent with the Community Association Land Use Committee Procedures for Processing Rezoning Applications, a community meeting was held on January 20, 2014. A letter from the Burnside-Gorge Community Association documenting the comments and feedback received at the meeting is attached.

3.0 Issues

The following issues are associated with this application and will be addressed in the analysis section of the report:

- adequacy of parking
- dwelling unit mix
- building design.

4.0 Analysis

4.1 Adequacy of Parking

The proposal includes 27 parking spaces in an underground parking facility and 82 bicycle parking spaces. In the nearby CA-4 Zone, Central Area Commercial Office District, 0.7 parking spaces are required per residential unit with no parking required for commercial uses. Based on this residential parking standard, 46 parking spaces would be required for residents, 19 more than is proposed. The *Zoning Regulation Bylaw* requires 75 bicycle storage spaces and a six-space rack near the building entrance.

The analysis, findings and recommendations regarding the expected demand for parking generated by this proposal is provided in the *1950 Blanshard Street Parking Study, April 2014* prepared for the applicant by Boulevard Transportation Group. The study concludes that 20 spaces should be provided for residents, with the remaining seven spaces for commercial tenants. A parking management program would enable the use of six residential spaces for commercial tenants in the day time.

The proposed parking is based on peak demand observations and vehicle ownership information of similar sites in Victoria. In addition, the parking demand is expected to be reduced by Transportation Demand Management (TDM) measures consisting of the provision of two car share vehicles on-site for the exclusive use of the residents, car share memberships for each unit in perpetuity and the provision of transit passes free-of-charge to residents for a minimum of one year. The provision of reduced parking is also warranted by the building's location close to Downtown and to Douglas Street and its major bus routes as well as the rental nature of the residential units and their small size.

Based on the Boulevard study and implementation of the TDM measures staff can recommend that Council support the reduced parking as proposed by the applicant. However, the application does not include visitor parking and two visitor parking stalls should be provided.

4.2 Dwelling Unit Mix

A major housing objective in the City's *Official Community Plan, 2012* is that a wide range of housing choice is available within neighbourhoods to support a diverse, inclusive and multigenerational community. This objective is not expected to be met within a single building. This proposal is geared to providing rental accommodation for low to middle income wage earners, single individuals and couples. This focus is reflected in the unit sizes and in the location of the building on the northern edge of the Downtown. The lack of a mix of dwelling unit types and sizes, noted by Community Association Land Use Committee (CALUC), is the result

of the narrow target market for this development as well as the location, which is not well-suited to families with children requiring parks, schools and other services and amenities. The additional CALUC concern for a potential concentration of smaller units in the area may be an issue addressed when a more detailed Rock Bay plan is prepared. Currently, there are few other residential developments within Rock Bay but these are diverse including strata and rental units of varying sizes and types.

4.3 Building Design

A high quality of building design, material and landscaping is particularly important as the site is visually prominent with its location on the northern edge of downtown and the eastward inflection of Blanshard Street to its north. Staff have identified the following aspects of the building design that should be modified in order to achieve a better fit with the design guidelines and policies in the *Official Community Plan, 2012* and the *Downtown Core Area Plan, 2011* (DCAP):

- The DCAP building separation guidelines recommend a setback above the podium level of three metres. The south elevation of the proposed building is on the property line. This zero setback could affect future development of the neighbouring property to the south and it raises Building Code issues related to window openings on a zero lot line. Setting back residential portions of this elevation above the second floor should be considered. In addition, the office windows on the second floor should be reconsidered.
- While the large massing of the south elevation is visually broken up with panel cladding and the use of colour, further measures to reduce the apparent mass should be considered.
- The architectural expression of base (podium), middle and top of the building should be enhanced.
- The ground level pedestrian or vehicle driver experience of the building needs to be illustrated or rendered.

The applicant has responded to these staff comments as follows:

- No change in the setback is proposed due to the uncertain timeframe of potential development to the south. In addition, the proposed windows animate the south elevation and Building Code issues can be addressed through water curtain or shutters. However, to break up the massing of the south elevation a vertical line of glazing at the end of the hallway is to be recessed.
- A further refinement of the building's architectural expression is proposed with respect to its top as well as with regard to the inflection of Blanshard Street.
- Further renderings of the pedestrian and vehicle driver experience of the building will be provided.

Staff remain concerned about the location of the residential tower on the south property line. Setting it back to meet, or come closer to, the separation guidelines would ensure windows are not blocked in future and the building's neighbourliness would be improved by lessening its impact on the property to the south. If the south elevation of the residential tower is not setback, the windows in the apartments should be removed and alternatives to animating this elevation further explored. The proposal would benefit from a review of the south elevation as well as other aspects of design by the Advisory Design Panel.

5.0 Resource Impacts

There are no resource impacts anticipated.

6.0 Options

Option 1

1. That Rezoning Application #00431 for 1950 Blanshard Street proceed for consideration at a Public Hearing and that staff be directed to prepare the necessary *Zoning Regulation Bylaw* amendments, subject to:
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 - b) Registration of a Housing Agreement on title, secured by Bylaw, to ensure the rental tenure of the apartments in perpetuity to the satisfaction of the City Solicitor;
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2. Following consideration of Rezoning Application #00431, that Council authorize the issuance of a Development Permit in accordance with:
 - a) Plans stamped "Development Permit Application #000336 dated, January 23, 2014" and submission of acceptable revised plans;
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Option 2

That Council decline the application.

7.0 Conclusions

Official Community Plan residential policies support and encourage the provision of rental apartments in appropriate locations. This proposal, on the northern edge of downtown, is in an appropriate location to provide rental apartments geared towards singles and couples with mixed incomes.

The proposal complies with the City's land use and density policies for redevelopment of sites between Douglas Street and Blanshard Street in the Rock Bay area.

The reduced parking is recommended for Council's support based on the *1950 Blanshard Street Parking Study, April 2014* prepared by Boulevard Transportation Group. The applicant proposes the provision of two car share vehicles on-site for exclusive use of the residents as well as the provision of transit passes to residents for a minimum of one year.

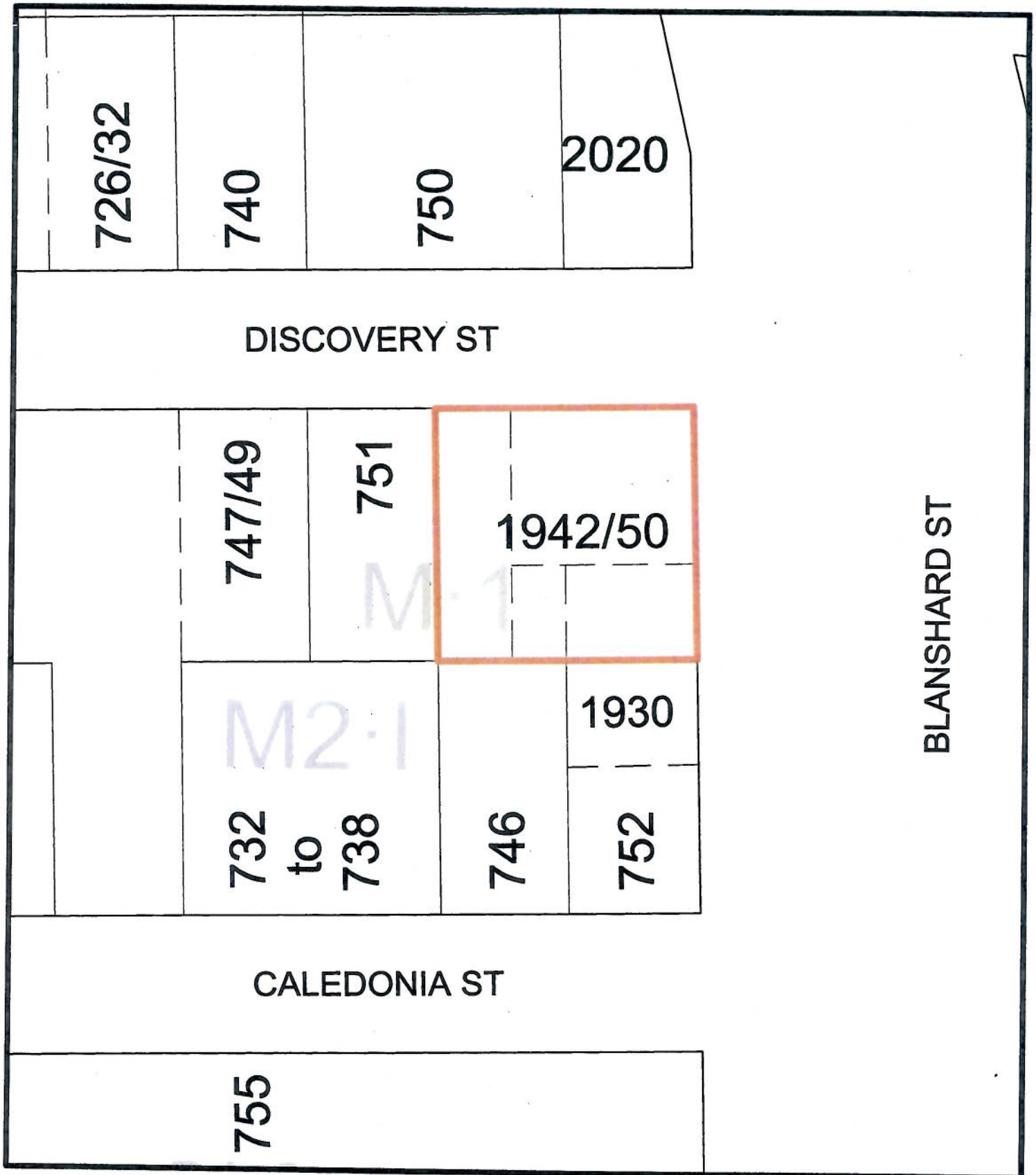
The location of the residential tower on the south property line does not meet the building separation guidelines in the *Downtown Core Area Plan*. The proposal would benefit from a review of the south elevation as well as other aspects of design by the Advisory Design Panel.

8.0 Recommendations

1. That Rezoning Application #00431 for 1950 Blanshard Street proceed for consideration at a Public Hearing and that staff be directed to prepare the necessary *Zoning Regulation Bylaw* amendments, subject to:
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9.0 List of Attachments

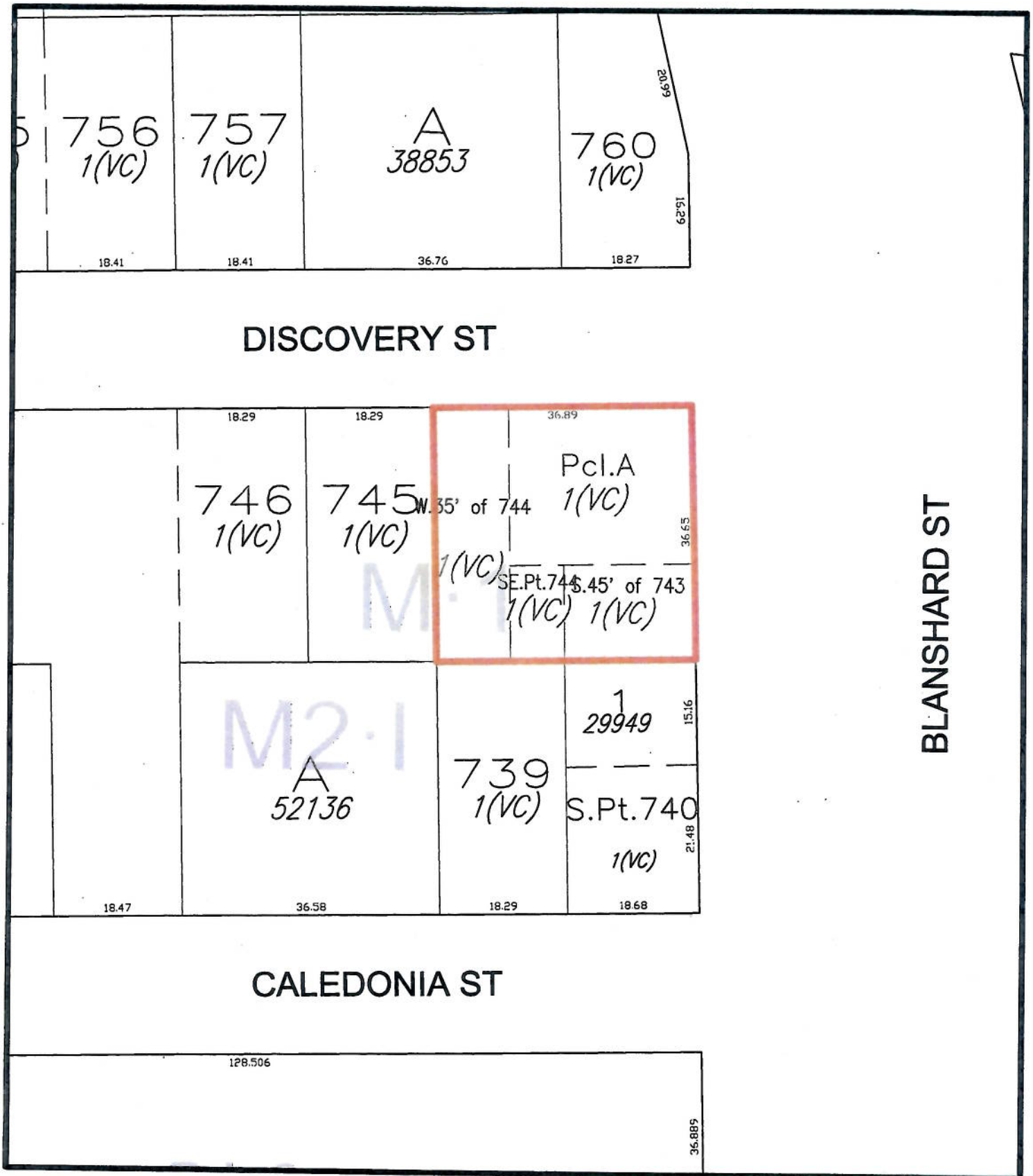
- Zoning map
- Aerial map
- Legal map
- Letter from the architect, Chow Low Hammond, dated April 1, 2014
- Letter from Burnside-Gorge Community Association dated February 14, 2014
- Plans dated January 23, 2014.



1950 Blanshard Street
Rezoning #00431
Bylaw #



1950 Blanshard Street
Rezoning #00431
Bylaw #



1950 Blanshard Street
 Rezoning #00431
 Bylaw #





LOW
HAMMOND
ROWE
ARCHITECTS

01 April 2014 (r1)

City of Victoria
1 Centennial Square
Victoria BC V8W 1P6

**Re Mixed Use Commercial Residential Development
1950 Blanshard Street**

Dear Mayor and Council

We are seeking your support and approval for the rezoning and Development Permit for a mixed use commercial/residential development at 1950 Blanshard Street, led by our client the Greater Victoria Rental Development Society.

The project is located at the corner of Blanshard Street and Discovery Street at the current site of an older single-storey commercial development, with similar single-storey commercial developments to the south and west. The current zoning of the site is M1-Light Industrial. The recently adopted Downtown Core Area Plan (CAP) envisions the transformation of the Rock Bay District into a key employment centre. The CAP also proposes that the Blanshard Street Corridor accommodate new high-density residential and commercial development to strengthen the northern edges of the downtown core. This development will be the first significant project in the area which attempts to address the vision outlined in the CAP.

The program includes 5 storeys of rental apartments above 2 storeys (21,600 SF) of commercial space, with one storey of underground parking and building services. The development is designed to provide a balance between the number of units desired, what the property will optimally yield, and the financing formula for affordable rental housing. The building has 62 one bedroom units and 3 bachelor units. The residential component is designed as "work force housing" with the goal of providing affordable rental apartments for a target population of single individuals working for lower wages in and around the downtown core – a group having an identified demand for this type of housing. Support for this target population, along with the creation of 21,600 SF of commercial space, is intended to meet the CAP's objectives of an employment-focussed neighbourhood. The project supports the downtown core with its provision of affordable rental housing within easy walking or cycling distance and encourages the use of the services and amenities available downtown.

The design responds to its location at both a street corner and a bend in Blanshard Street with its massing and entrance arrangement. The main frontage faces Blanshard Street and is comprised of a separate residential entry at the base of a vertical circulation tower, a length of glazed store fronts running almost the full length and around the corner, and a corner entrance into the lobby for the north side and second storey office space. The store frontage is set back from the property line and covered by the second storey office space to increase the sidewalk space and allow for the amenity of public seating, café tables, or augmented landscaping within a covered

loggia. Although the current street front context is not currently particularly engaging, this project is intended to set a precedent for an active street-oriented presence along Blanshard St. The corner retail space is designed to support a café tenant to help animate the corner.

The building mass is composed of a two-storey podium and a set back 5-storey residential block, joined and bookended at the southeast corner with a 7 storey circulation tower. As a gesture to the corner and to the Blanshard Street bend, the top two storeys are articulated with an extended balcony element, exploiting the building's location at the edge of the downtown area where the curving route along Blanshard street changes to the formal city grid at the Memorial Arena. (This is a modern-day interpretation of the oriel window, an architectural characteristic commonly seen projecting from a wall on the upper floor of a building – numerous examples of which are still evident in historic downtown Victoria.) Inspired by this location, the building design acknowledges this juncture and incorporates a juxtaposition whereby the oriel reflects the line of the incoming Blanshard route and the remainder of the building conforms to the formal grid of the downtown core. This subtle gesture references the city history but also recognizes the less orthogonal, more free flowing urban plan as you enter or leave the downtown.

Parking is located below grade to optimize hard and soft landscaping and accessed off Discovery Street, taking advantage of the sloping site (2.4 m drop from southeast to northwest) to reduce the ramp length.

Access to the residential component will be provided at the southeast corner and separated from the commercial access at the northeast corner. Ground floor access to commercial/retail suites will be provided along Blanshard Street. Parkade access is provided at the northwest corner to take advantage of the lower grade, reducing the slope of the access ramp.

The massing of the mixed use development is designed to conform with the urban design guidelines set out by the City of Victoria. In order to reduce the bulk of upper storeys the requirement is for the building to be set back at the northeast corner to allow for street visibility, and setback above the second level. The entry at the corner of Blanshard and Discovery will be emphasized in form and massing to address a corner lot development. The setback on main floor with hard landscape provides for some amenity space for public to sit or congregate and is open at the corner with the potential of accommodating a coffee shop with integrated indoor/outdoor space.

The material palette consists of exposed concrete, fiber cement rainscreen panel, metal panel system, aluminum-framed windows, and presents playful juxtaposition of materials and highlight colours that take inspiration from a vibrant working city. The choice of materials and massing are intended to balance a solid urban character with the restricted construction budgets typical for non-market or low income housing.

The design follows CPTED principles, notably to eliminate hiding spaces and ensure safety through good visibility and surveillability of street-level spaces around the perimeter. The building will be well lit and will incorporate soffit lighting to eliminate dark hidden spaces.

The targeted housing population is primarily single residents, likely earning at or near minimum wages, and unlikely to be car owners. In consideration of this, we are requesting that consideration be given to reduced parking requirements. This request is supported through a Parking Demand Study produced by Boulevard Transportation Group (submitted with this application). The development is seeking to strike a balance between the capital cost to build underground parking at approximately \$1.5 million

per level and the need for more parking. The Greater Victoria Rental Development Society have an agreement in principle with the Victoria Car Share Program to provide two dedicated cars for the exclusive use of tenants of 1950 Blanshard Street. With its location a block away from the new Douglas Street Transit Corridor the building has good access to public transit. Secure bicycle parking is also provided on the underground parking level.

In conclusion, this development will contribute to the impetus of redevelopment in the Rock Bay District and provide both useful commercial space and affordable housing for the City of Victoria. We hope you will agree with the project's merits and support its rezoning and development permit approval.

Sincerely

LOW HAMMOND ROWE ARCHITECTS INC

Jackson Low
Architect AIBC MRAIC
Principal

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CHOW LOW HAMMOND
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21 January 2014

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1950 BLANSHARD STREET SUSTAINABILITY INITIATIVES

The following sustainability features are to be incorporated into the project:

Site:

Urban Redevelopment:

- Redevelopment of a previously built-up site

Building Orientation:

- Optimize orientation for natural daylighting and reduced openings in south orientation to reduce solar heat gains

Storm water management

- Reduce Site runoff

Transportation:

- Universal access that encourages all modes of transportation
- Location is ideal for community infrastructure, proximity to local paths, parks, bus routes, bike trails
- Provide secure bike lockup
- Participation in the car share program

Water:

Reduce use of potable water

- Low flow fixtures
- Faucet aerators

Energy:

Reduce Carbon footprint and consumption of fossil fuels, through electric powered heating/cooling and hot water, or high efficient fossil fuel system:

- Reduced openings in south orientation to reduce solar heat gains

Lighting

- High efficient lighting and occupancy sensors can contribute to a significant reduction in energy consumption
- Light pollution reduction

Envelope Insulation:

- Meet Part 10 of BCBC to wall and roof insulation (overall performing U-value) for reduced energy requirements to heat and cool spaces
- Reduce thermal bridging of structural elements through the building envelope

High Performance Glazing

- Reduce heat loss and gains, reduce energy requirements to condition space, increase day lighting and views
- Increased performance of thermally broken spacers, double glazed, argon filled, 'low e' coating on west facing windows, tint glazing to reduce solar gains

SID CHOW, architect aibc
JACKSON LOW, architect aibc, mraic
PAUL HAMMOND, architect aibc, mraic

Associate

Materials:**On-Site Recycling Collection and Storage Area:**

- Provide an area, storage bins and loading access for glass, plastic, paper, cardboard, metal for recycling

Construction Waste Management

- divert 75% of new construction and demolition of the existing building waste from the landfill
- Contractor to source local recycling facilities (glass, plastic), return waste to manufacturers (steel, carpet, gypsum board, insulation), salvaging materials for reuse (wood, formwork, asphalt)

Recycled Content

- Steel has high recycled content
- Other materials can be sought/specified such as carpets and drywall

Local Materials

- Reduce transportation emissions by choosing locally harvested and/or manufactured materials and products where practical and/or possible
- Concrete
- Wood
- Millwork

Durability

- Design Construction details to protect exterior materials, to prevent premature failure of the building and it's components
- Detailing to allow for replacement of materials with shorter life span, eg. Flashings
- choose durable, quality materials for a long building performance life

Indoor Environmental Quality**Low Volatile Organic Compounds in Materials, Paints, Adhesives and Sealants, Particle board, carpets**

- To reduce occupants exposure to harmful carcinogenic off gassing found in manufactured materials
- Low voc flooring such as ceramic tile, hardwoods, marmoleum, linoleum, select carpets, Greenguard certified synthetic flooring

Increased Ventilation:

- Improve the indoor air quality for the health of the occupants, and will reduce humidity
- Operable windows can increase the amount of natural air supplied, and may reduce the heating and cooling requirements

Flush-out Building prior to Occupancy

- After construction and prior to occupancy, move a high volume of air through the building to remove airborne contaminants from construction (dust, formaldehyde, VOC's, carbon monoxide)



471 Cecelia Road, Victoria B.C. V8T 4T4
T. (250) 388-5251 | F. (250) 388-5269
bgca@shaw.ca | www.burnsidegorge.ca

February 14, 2014

Dear Mayor and Council:

CALUC Community Meeting: Rezoning application for 1950 Blanshard Street

On January 20, 2014, the Burnside Gorge Community Association (BGCA) hosted a CALUC Community meeting that was advertised in order for the Greater Victoria Rental Development Society to discuss their rezoning application for 1950 Blanshard Street from existing M-1 Light Industrial to a Comprehensive Development Zone of new mixed use commercial and rental apartments. The Greater Victoria Rental Development Society is a non-profit organization aimed at developing affordable housing.

The site is currently permitted to 3 storeys and the proponent is proposing 7 storeys with the first two floors as retail/commercial and the additional 5 floors as rental housing totaling 65 units of about 450 sq.ft. each.

Discussion from the floor (areas of discussion underlined; responses bulleted):

Timing, construction and construction impacts:

- The developer indicated they plan to break ground October 2014. The process will be demolition, removal of hazardous fill, blasting as required, and then construction. Minimal blasting will be required, as the land is mostly fill, with the exception of the southeast corner, which is rock.
- The developer reported that blasting is expected to begin about a month after breaking ground and will take approximately 2-3 weeks.
- The developer plans on maximizing the use of the slope of the land to remove materials. Material removal via trucks may use Blanshard, Discovery St and Douglas but they are restricted from blocking the roadway.

Parking:

- There will be 27 parking spots available for the retail/office space. There is no tenant parking provided.
- The society is hoping tenants will take advantage of a car-share option available to them (there will be 2 car-share parking spots available in the parking area), and the memberships for the car-share remains with the units forever.

Greenspace, street presence, livability components for density, building envelope:

- The boulevard on the west side of Blanshard that directs traffic onto the east-west frontage road will remain.
- In response to audience questions about sustainable building design, the developer responded that they are unable to provide green building design into the plans.
- The landscaping and natural spaces plans currently include a small number of new trees/shrubs as edging. The developer indicated that there is no green space for the building due to their efforts to maximize the building footprint on the

lot, and that adding a green roof would be cost-prohibitive based on their economic model of providing affordable housing.

Building ownership structure, rents, lack of diversity of units/concentration of single occupancy units in Burnside Gorge:

- Only the first two floors of the building will be strata. The building can never be sold or stratified.
- The developer reports that their project rents of \$695 for studio apartments and \$810 for one-bedroom apartments are slightly below CHMC Affordability Level 1 levels.
- For rentals, the targeted demographic is singles/couples, working in the downtown area, with an income range of \$24,000 to \$36,000 (for 2013 – may change in 2014). Tenants will need to meet CMHC income requirements to qualify.
- CRD grants total \$400,000 (\$15,000 per unit) with the ability to return in 2015 and C of V grants may total \$650,000 (still under negotiation) (\$10,000 per unit).
- The rental suites are not designed to accommodate the needs of seniors or individuals with disabilities. The developer noted that their suites sizes are below 450 sq. ft threshold for incorporating disability requirements into design.
- When questioned about the lack of diversity of suite sizes within the building, the developer explained that their economic models showed two-bedroom suites were not viable for this development
- Some audience members expressed concerns that small rental units (for single persons) tend to have high levels of turnover and that this could decrease the tenants' commitment to neighbourhood building and stability.

Why only 7 storeys, when the OCP for Burnside and Downtown Core Area Plan allow for higher buildings:

The plan allows for only 7 storeys:

- It is a \$17 mm building
- FSR = 5-1
- Parking
- Cost of management and administration is not feasible over 65 units/7 storeys

Building management, security and maintenance:

- The management company was present, and reported that they are confident they can rent the suites.
- There is a security gate at the bottom of the parking ramp.
- There will be a non-resident manager. The property management company will conduct room inspections and complete tenant repairs.
- Safety and security measures:
 - Cameras
 - Police safety program, if required
 - Can be added if required
- Commercial properties will hopefully be rented to dentists, doctors
- The management company believes that the top 4 complaints will likely be: noise, light, dog urine and public urination. For noise and light complaints, the windows are glazed and operable – no portable air conditioner will be permitted. Other issues will be managed as they arise.

As per the process of a Burnside Gorge Community Association rezoning community meetings, there is a straw vote to provide context to the questions.

In summary, of the meeting attendees, 3 persons living/working in the community and 3 persons not living/working in the community generally approved of the proposal as presented and 3 were opposed.

Broader Context for Development

In Burnside Gorge Community Association community meetings, in addition to facilitating comments on the specific zoning application, meeting agendas also seek feedback from attendees on their wishes for, and thoughts about, the immediate vicinity of a subject property. This information is provided to the Planning department and to Council to help provide critical, holistic perspectives on neighbourhood development objectives. We are hoping that, over time, this will help us stitch together a more comprehensive view and put rezoning applications into context of overarching community goals.

We were unable to collect such comments for this specific meeting due to low attendance and the high percentage of non-community members who participated in the meeting.

Land Use Committee Specific Comments (October 15 meeting with proponent)

The developer met with the Land Use Committee on October 15 to discuss the proposal. At that time, a number of questions and concerns were raised on three principal themes: a) the suitability of this development for this area of Burnside Gorge, b) specific questions regarding building design, and c) an apparent lack of early, meaningful and proactive engagement with the Land Use Committee, and therefore the loss of opportunity to incorporate community feedback into planning and design. A summary of the Land Use Committee comments and dialogue with the developer follows.

This development is proposed as affordable housing and has, as noted above, received funding from the CRD Housing Trust Fund and funding pending from the City of Victoria's Housing Trust Fund. Data provided by the CRD Housing Trust Fund data indicates that of the 377 affordable and supportive units funded in Victoria, 225 are located in Burnside Gorge (2005-2013 figures). This number does not include Rock Bay Landing's 109 units (and their 20-40 emergency places that have been used since the shelter opened). If we added the units of RBL on these totals, it would mean Burnside Gorge has received 70 percent of the supportive and affordable units built in Victoria in the last seven years. These housing calculations do not include established supportive and affordable housing units already in place before 2005 (such as Medewin House or Manchester house), nor does it include single occupancy units not funded by the CRD Housing Trust Fund, such as the 56 units at 2828 Rock Bay nor the 30+ units proposed at 626 Gorge Road.

The majority of these affordable and supportive units are concentrated within a strip that is less than two kilometers long all within Burnside Gorge. This concentration is of serious concern to the neighbourhood, which is already experiencing challenges with community resilience and stability, lack of services such as grocery stores and green space to support this density, and safety issues as evidenced by disproportionately high levels of police calls.

Land Use Committee also expressed concerns that this proposed development setting would establish precedent for further concentration of small units suited to single renters in the 'Mid Town' area. There are several marginally-viable properties located immediately north of the proposed development, and this development has potential to set a standard for small, rental units targeted solely to one single demographic that we believe is not the intention or desire of the OCP for this area.

LUC expressed concern regarding lack of mixed units and size of units in the proposal. The most recent 2013 *Victoria Vital Signs* report indicates that new units for singles and rent supplements are the lowest need category and have been falling over the last year; the least-served populations for affordable housing are families and those with disabilities.

LUC noted that the most recent zoning approvals in "Mid Town" have set the standard for LEED construction of new buildings, and believes that these high standards should be seriously considered for all new residential multi-unit rental construction in Burnside Gorge. To improve the design, LUC requested that the developer consider measures to add any green space, sustainable building features and building setbacks, which are lacking in the proposal and in the immediate local area of the development.

While LUC appreciated the proponent's initiative to support the Car Share program, we also offered feedback that the lack of parking limits both the commercial opportunities and restricts the diversity of potential renters, as well as placing residential parking pressure on the surrounding areas.

The final concern related to the proponent's decision to approach the community at a very late stage of its development, requesting limited input within short timelines. A primary goal of community engagement, as defined by the CALUC process, is to ensure that local perspectives are sought and given serious consideration before designs are finalized and applications filed. We believe that the development could have done a much better job of meeting community interests and objectives if there has been an early, shared commitment to dialogue about the proposal. The developer indicated that the proposal presented to LUC for discussion had completed its economic analysis, was in a final form and that no changes were intended.

In summary, preliminary Burnside Gorge Land Use Committee perspectives are that, while a mixed-use residential and commercial development may fit into this area, this particular proposal has significant shortcomings because it: 1) offers more of the same type of single-resident dwellings that are abundant in BG and downtown, 2) fails to offer diversity and mixed-use within the building itself, and 3) doesn't demonstrate commitment to a high-quality standard (e.g. LEED or sustainability) that would attract a variety of renters and set standard for future Mid Town development.

Yours sincerely,

TJ Schur

Land Use Committee Chair
Burnside Gorge Community Association
landuse@burnsidegorge.ca



Memorandum to Council

Date: May 2, 2014 **From:** Brian Sikstrom, Senior Planner
Subject: Letters from business owners in support of Rezoning Application #00431 for 1950
Blanshard Street

For your information, the copies of the letters attached to this memorandum are from business owners in support of the Rezoning Application. It was mistakenly thought that the originals had been submitted to the Legislative and Regulatory Services Department for distribution to the Mayor and Councillors but that had not been done. We regret this oversight.

Thank you, Councillor Thornton-Joe, for bringing this to our attention.



Greater Victoria Rental Development Society (2009)

The City of Victoria

January 13, 2014

Re: 1950 Blanshard

To Whom It May Concern

Please accept this letter as a show of support for the rezoning and development of 1950 Blanshard. We understand the proponent GVRDS is developing a 65 unit affordable rental apartment that is non subsidized. The apartment building is to help provide new build rentals for low to middle income workers. We also understand that the building will have two stories of commercial for sale or lease.

The building will be built by Knappett Projects Inc., with the rentals owned by GVRDS and managed by RandallNorth. The building will be a new build seven storey concrete building located at 1950 Blanshard which requires rezoning of the site.

Thank you

Name:

[Signature]

(HomeTown
Business owner)

Address:

751 DISCOVERY

Date:

Jan 14/14



Greater Victoria Rental Development Society (2009)

The City of Victoria

January 13, 2014

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Thank you

Name:

Address:

Date:

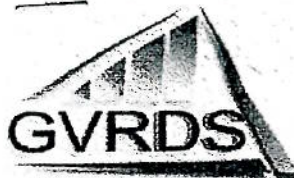
A large, stylized handwritten signature in black ink, likely belonging to the business owner mentioned in the adjacent text.

2020 BLANSHARD

JAN 13, 2014

(Vintage Hottub
Business owner)

Greater Victoria Rental Development Society



Alanna Holroyd
Executive Director



aholroyd@gvrds.com
www.gvrds.com

Cell: 250.884.1557
Fax: 250.658.6201

Rental Development Society (2009)

The City of Victoria

January 13, 2014

Re: 1950 Blanshard

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Thank you

Name:

Dr. Levente DEE

Address:

736 Caledonia Av. Victoria, V8T1E5

Date:

Jan 14/2014



Greater Victoria Rental Development Society (2009)

The City of Victoria

January 13, 2014

Re: 1950 Blanshard

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Thank you

Name:

Andrew Wroblewsky / Bob Tyrnell

Address:

751 DISCOVERY St. (Orca Book)

Date:

JAN 17, 2013



Greater Victoria Rental Development Society (2009)

The City of Victoria

January 13, 2014

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Thank you

Name:

BAL KLOME A.S.T.

(owner)

Address:

1915 BLANSHARD ST.

Date:

JAN 14/14

A handwritten signature in black ink, appearing to be 'Bal Krome', written over a horizontal line.



Greater Victoria Rental Development Society (2009)

The City of Victoria

January 13, 2014

Re: 1950 Blanshard

To Whom It May Concern

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Thank you

Name: JATINDER SINGH (owner)

Address: 3-1815 BLANSHARD ST.

Date: 13 Jan 14

A handwritten signature in black ink, appearing to be 'Jatinder Singh', written over a horizontal line.



Greater Victoria Rental Development Society (2009)

The City of Victoria

January 13, 2014

Re: 1950 Blanshard

To Whom It May Concern

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Thank you

Name: ROGER DUPUIS (OWNER)
Address: 1815 Blanshard Street
Date: January 14, 2014

A handwritten signature in black ink, appearing to be 'RD' or similar, enclosed within an oval shape.



MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



D E V E L O P M E N T P E R M I T | J A N U A R Y 2 0 1 4





A1

MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



NEIGHBOURHOOD AND CONTEXT PLAN



1. View of 1930 and 1950 Blanshard Street



2. View of 1930 and 1950 Blanshard Street



3. View of 1950 Blanshard Street



4. View of 1930 and 1950 Blanshard Street



5. 750 Discovery Street



6. 751 Discovery Street



7. View of 1950 Blanshard Street Parking Lot



8. 1810 Blanshard Street

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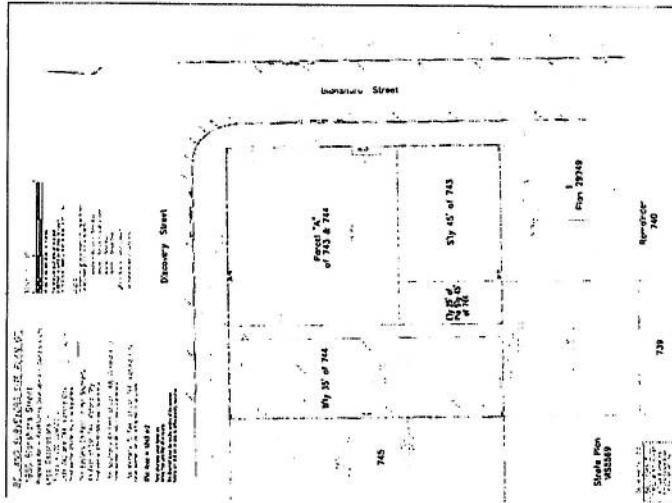
LOWE HAMMOCK
ARCHITECTS



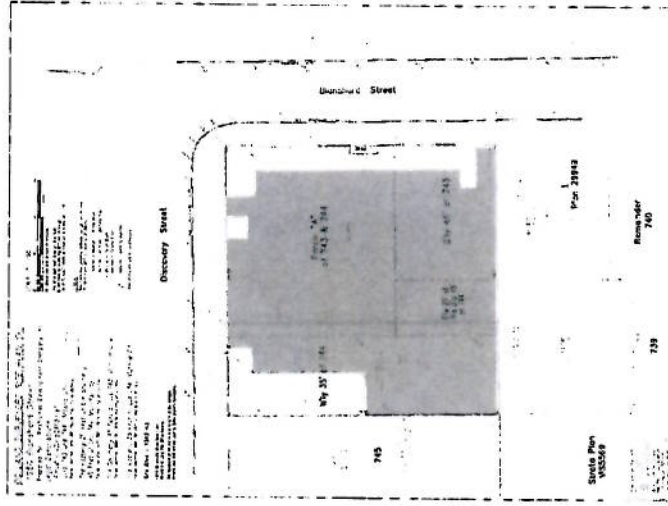
MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



Aerial View of Existing Site



Survey



Survey with Proposed Building Footprint

A2

D E V E L O P M E N T P E R M I T | J A N U A R Y 2 0 1 4

CLIFF LOW HAWKINS
ARCHITECTS



MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC

PROJECT DATA

Project Civic Address: 1950 Blanshard Street, Victoria, BC
Project Legal Address: Parcel A DD 594631 of Lots 743 and 744, Victoria City (PID 009-381-562)
 The Eastern 25 Feet of Lot 743, Victoria City (PID 009-381-538)
 The Southern 45 Feet of Lot 743, Victoria City (PID 009-381-538)
 The Western 35 Feet of Lot 744, Victoria City (PID 009-381-431)

Name of Organization: Greater Victoria Rental Development Society

Project Description: New Mixed Use Commercial | Rental Apartment Complex

Number of Floors: 7

Zoning: Existing - M-1 - Light Industrial
 Proposed - Comprehensive Development Zone

Site Area: Lot 1 1592.28 m² (6,375 sf)
 Lot 2 104.17 m² (1,121 sf)
 Lot 3 3252.7 m² (2,720 sf)
 Lot 4 3254.02 m² (2,740 sf)
 Total 1,343 m² (14,456 sf)

Floor Area: Permitted Level: 1,145 m² (12,325 sf)

Level 1: 925 m² (9,957 sf)

Level 2: 1,030 m² (11,087 sf)

Level 3: 690 m² (7,427 sf)

Level 4: 690 m² (7,427 sf)

Level 5: 690 m² (7,427 sf)

Level 6: 690 m² (7,427 sf)

Level 7: 690 m² (7,427 sf)

Total Floor Area: 5,415 m² (58,287 sf)

Commercial Floor Area: 1,955 m²

Site Coverage: 88.6%

Open Site Space: 8.8%

Floor Area: Permitted 4,020m² Proposed 5,415 m²

Floor Area Ratio: Permitted 3.0 Proposed 4.03

Building Height: Permitted 15.0m Proposed 26.380 m

Number of Storeys: Permitted 3 Proposed 7

Building Setbacks: Permitted 0.0 m Proposed 0.0 m

Front 0.0 m (L-1-2) | 3.05 m (L-3-7)

Rear 0.0 m (Perkade) | 6.0m (L-1-2) | 11.25 m (L-3-7)

Interior Side (south) 0.0 m

Interior Side (north) 0.0 m

Combined Side Yards 0.0 m

Residential Unit Details: 65 units

Total number of units: 65 - 1 bedroom | 3 - bachelor

Unit types: Ground-orientated units: none

Minimum unit floor area: 32.5 m²

Vehicle Parking: Required: 76.8

2 for car sharing

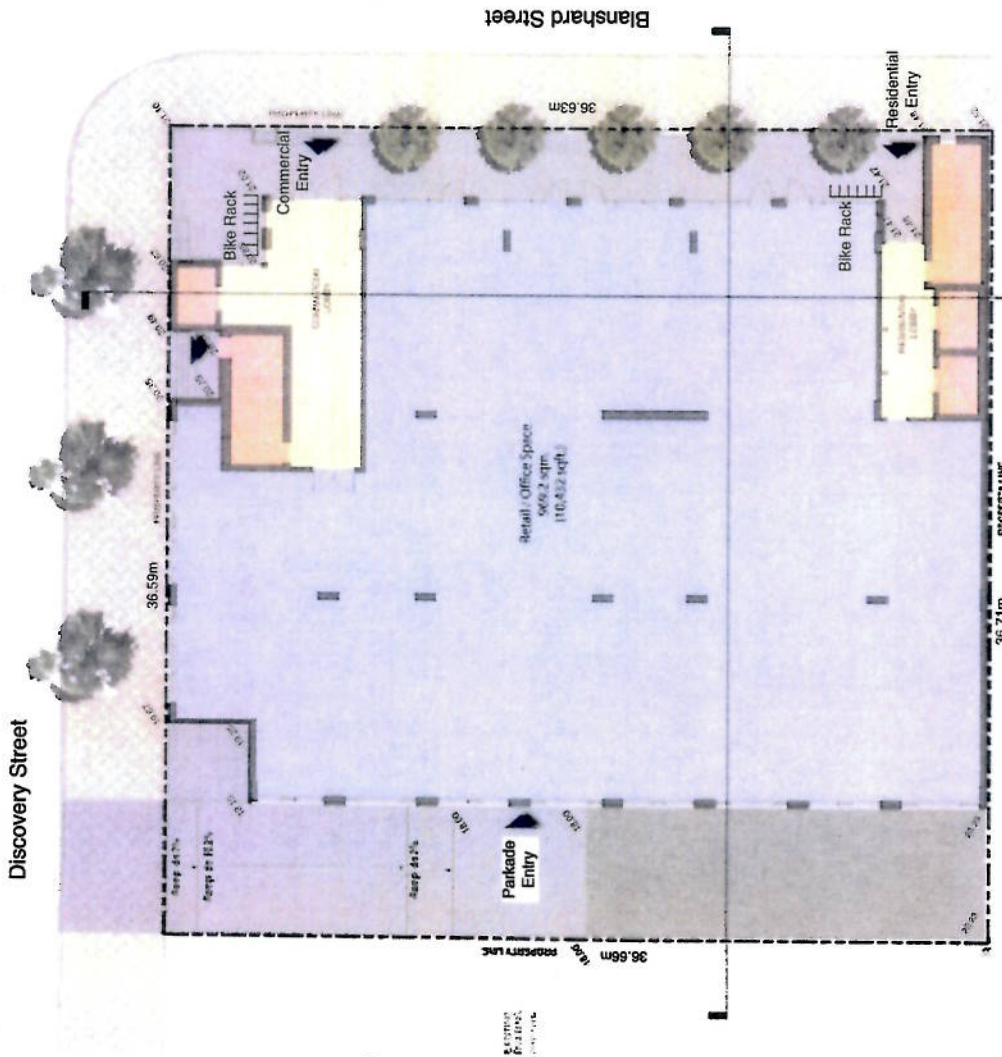
1850' CFA Office = 1,955sqm / 65 = 30

Proposed: 25 for commercial

2 for car sharing

Bike Stalls: Required Class 1: 70 Proposed: Class 1: 82

Required Class 2: 2 Proposed: Class 2: 2



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SITE PLAN 1: 100





A4

MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



BUILDING CODE SUMMARY

SECTION	REQUIREMENT	COMPLIANCE
1.0	General Provisions	Compliant
2.0	Building Height and Area	Compliant
3.0	Structural Requirements	Compliant
4.0	Fire Protection and Safety	Compliant
5.0	Accessibility	Compliant
6.0	Energy Efficiency	Compliant
7.0	Environmental Protection	Compliant
8.0	Other Provisions	Compliant

PARKADE PLAN 1: 100

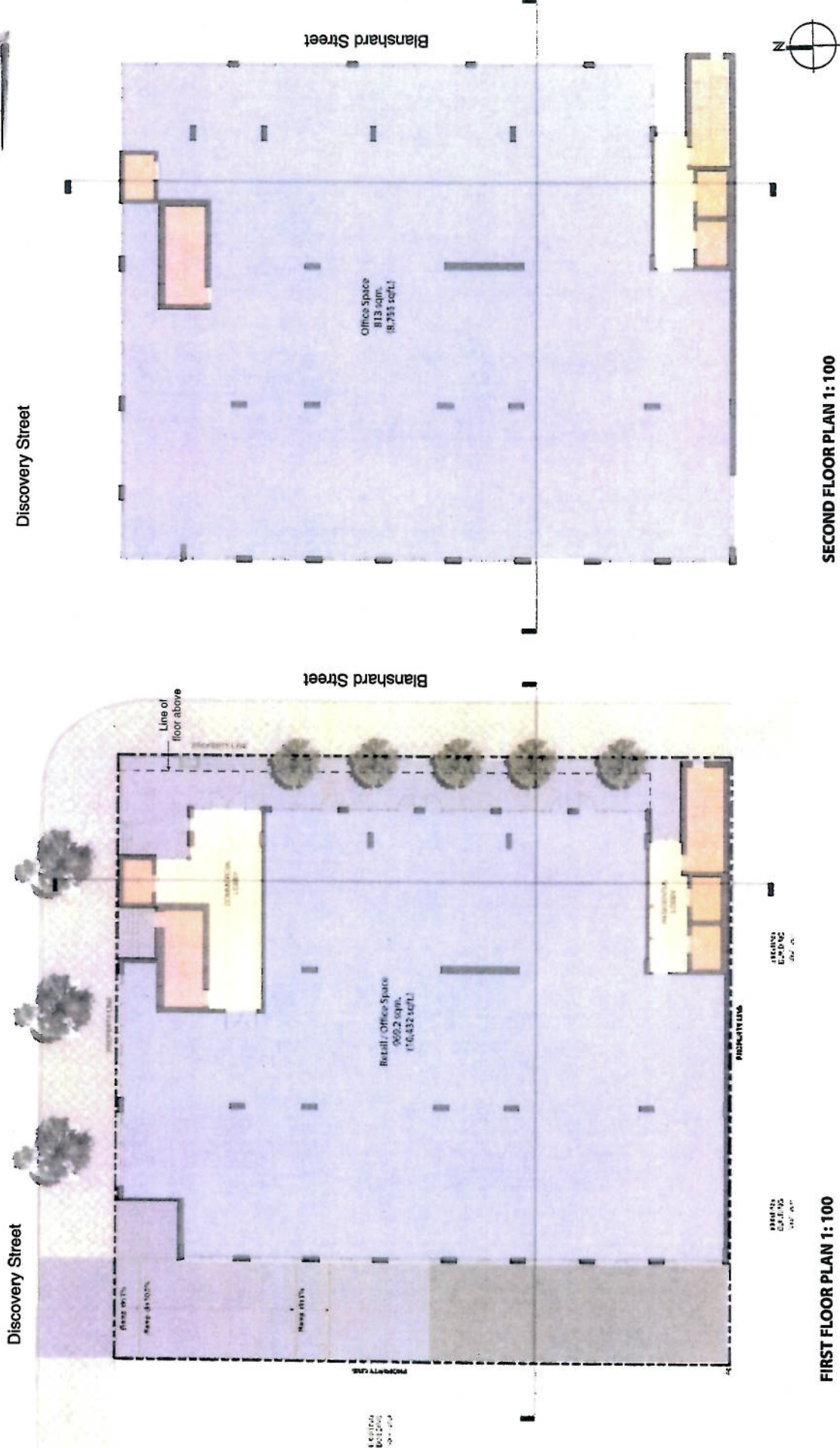
DEVELOPMENT PERMIT | JANUARY 2014

CLAW LOW HAMMOR





MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



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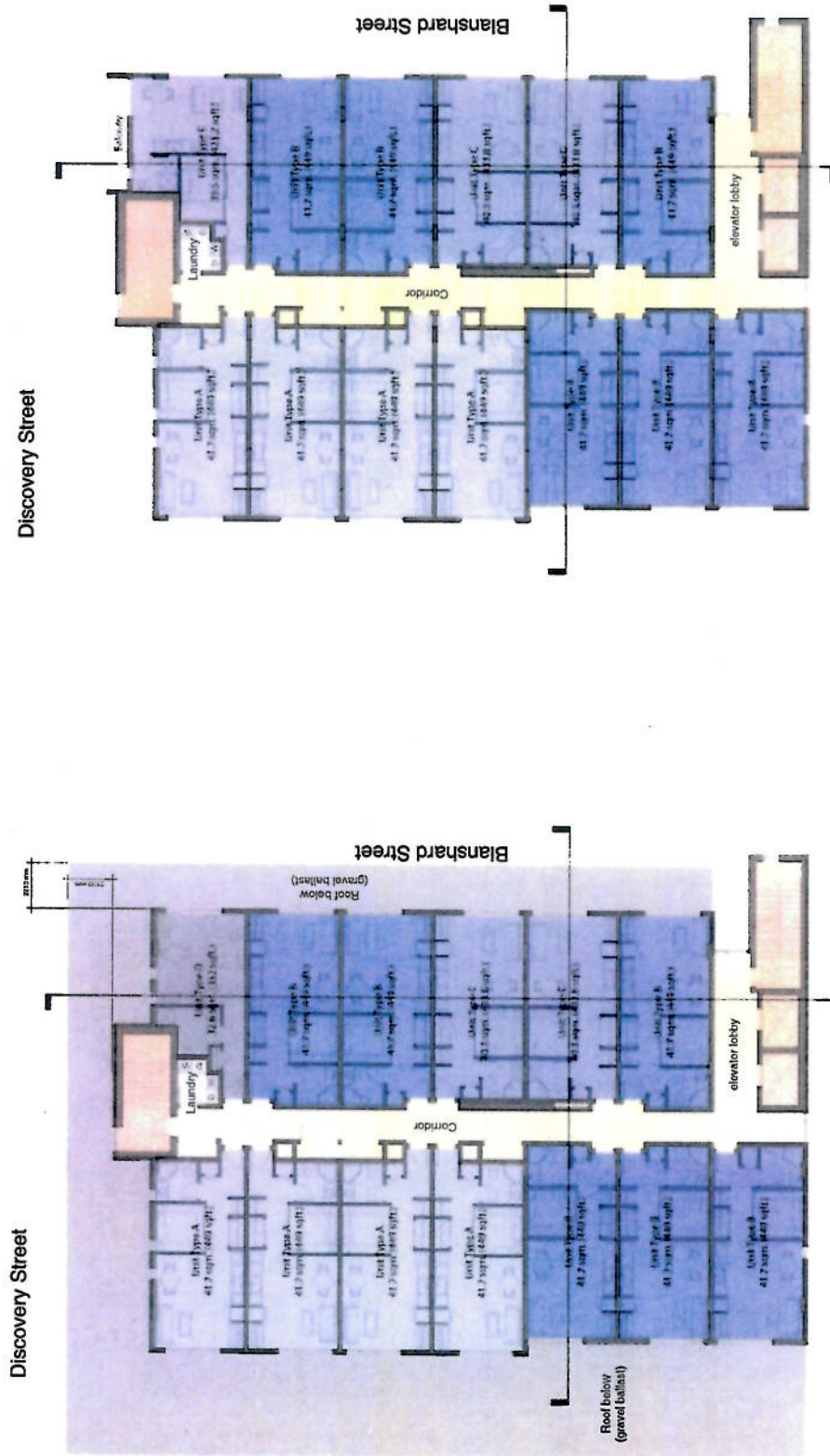


A6

DEVELOPMENT PERMIT | JANUARY 2014

TYPICAL RESIDENTIAL FLOOR PLAN (LEVELS 3-5) 1:100

AMMONIUM
CHLORIDE





MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



EAST - WEST SECTION 1:100

NORTH - SOUTH SECTION 1:100

SECTIONS

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D E V E L O P M E N T P E R M I T | J A N U A R Y 2 0 1 4

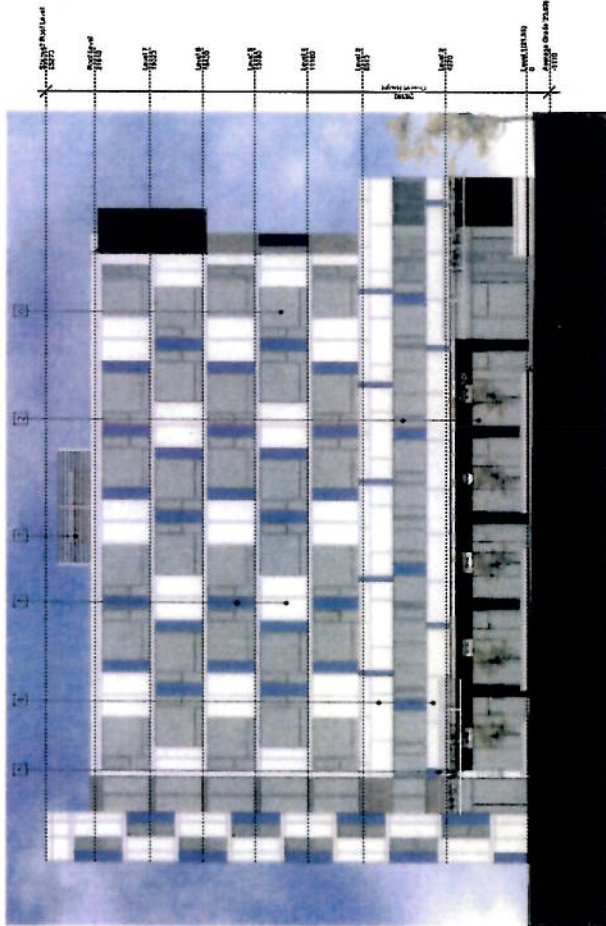
CLW LOW HARMONY
645-645-8115



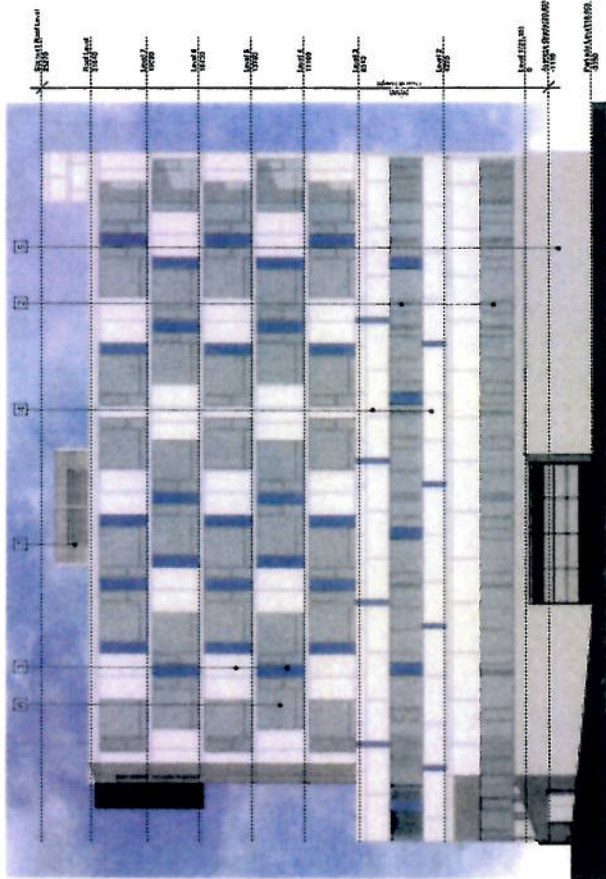
MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC

Material Schedule:

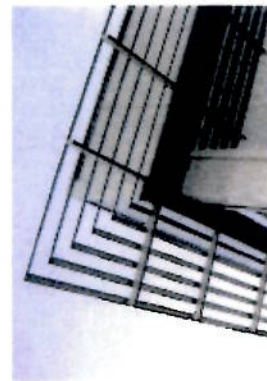
- | | | |
|--------------------------------|----------------------------------|--|
| 1 Anodized Aluminum Sun Shades | 4 Prefinished Metal Panel | 7 Horizontal metal louvers (Screen for Mech. Unit) |
| 2 Anodized Aluminum & Glass | 5 Exposed Concrete | |
| 3 Prefinished Composite Panel | 6 Thermally Broken Window System | |



EAST ELEVATION (BLANSHARD STREET) 1:100



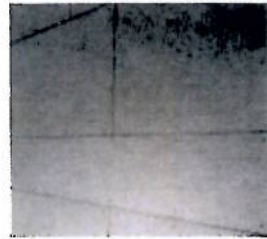
WEST ELEVATION 1:100



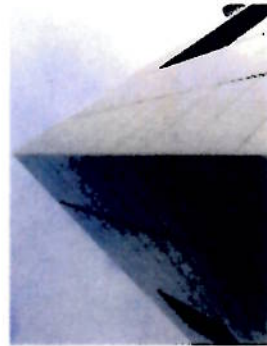
1. Anodized Aluminum Sun Shades



2. Anodized Aluminum & Glass



3. Prefinished Composite Panel



4. Prefinished Metal Panel



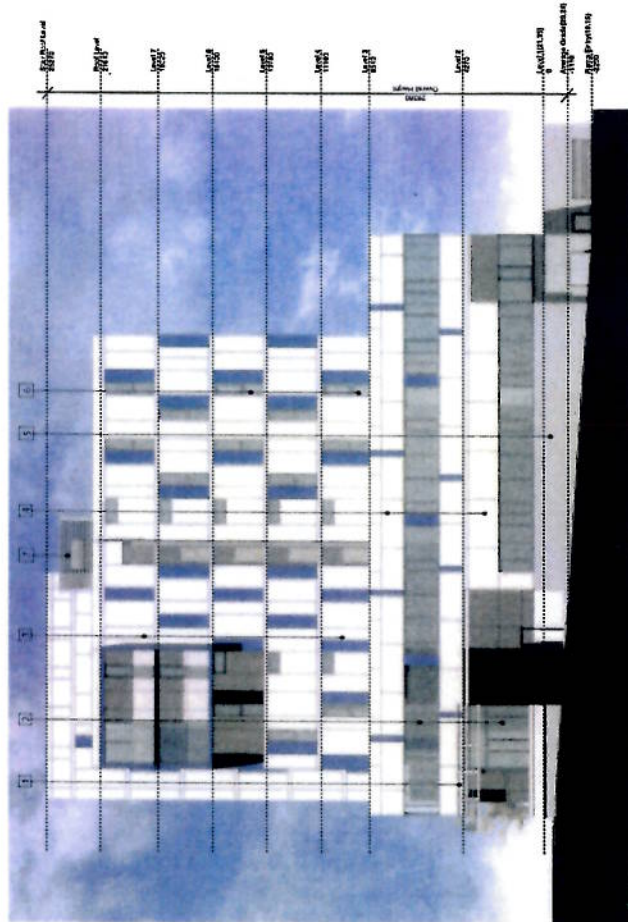
5. Exposed Concrete



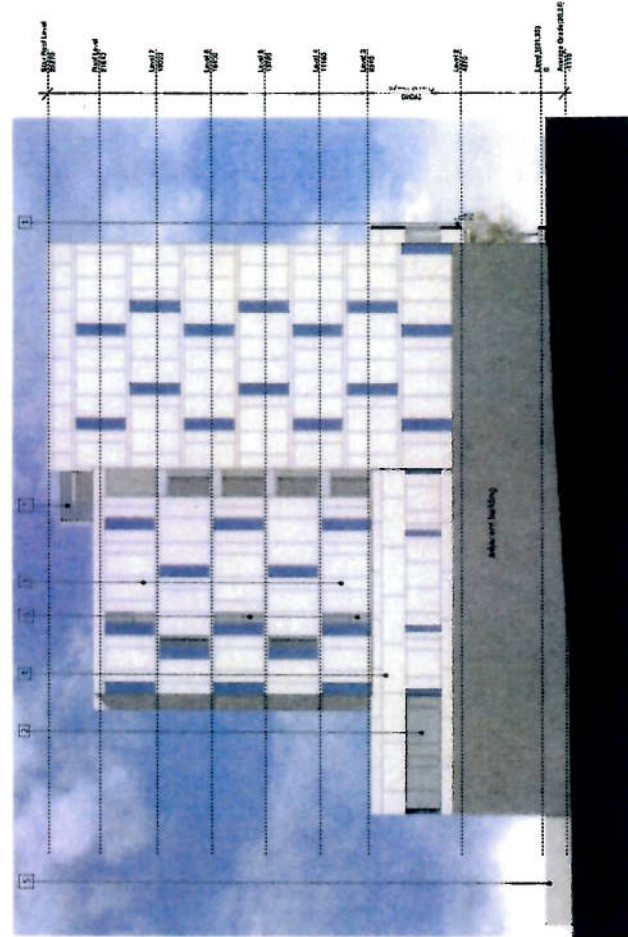
MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC

Material Schedule:

- | | | |
|--------------------------------|-----------------------------------|--|
| 1 Anodized Aluminum Sun Shades | 4 Prefinished Metal Panel | 7 Horizontal metal louvers (Screen for Mech. Unit) |
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| 3 Prefinished Composite Panel | 6 Thermally Broken Window Systems | |



NORTH ELEVATION (DISCOVERY STREET) 1:100



SOUTH ELEVATION 1:100

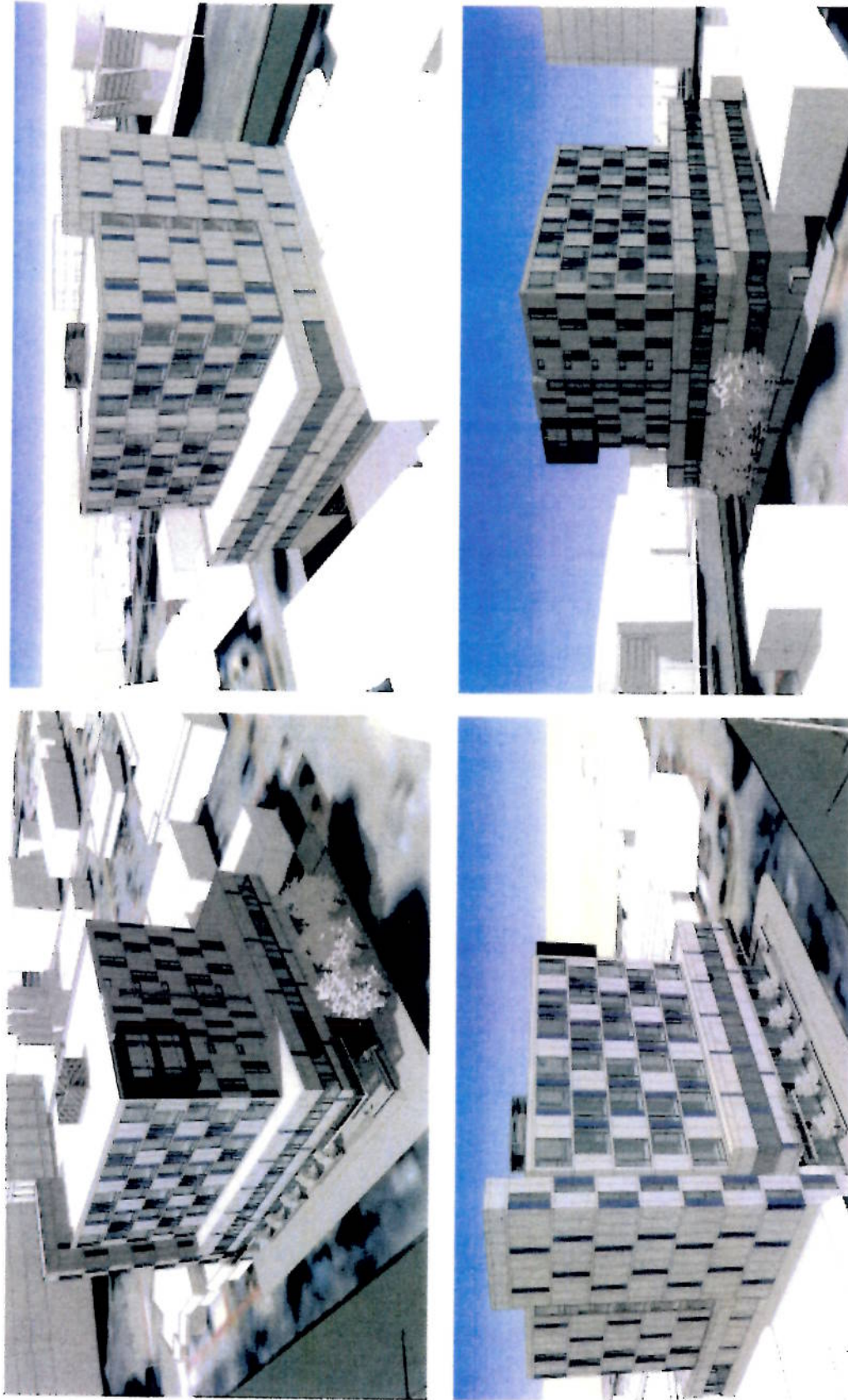
A10

DEVELOPMENT PERMIT | JANUARY 2014

LOW LOW HARMOND
ARCHITECTS



MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



A11

D E V E L O P M E N T P E R M I T J J A N U A R Y 2 0 1 4

CHOW LOW HANG, ONO
ARCHITECTS



Planning and Land Use Committee Report

For Meeting of July 17, 2014

Date: July 3, 2014 **From:** Helen Cain, Senior Planner

Subject: **Update on Rezoning Application #00388 and Development Permit Application #000298 for 1082 Richmond Avenue** - Application to rezone lands from the R3-A2 Zone (Low Profile Multiple Dwelling District) to a new zone to permit increased density and construction of a new four-storey, 21-unit apartment building

Executive Summary

The purpose of this report is to present Council with new information, analysis and recommendations regarding a Rezoning Application and a Development Permit Application for the property located at 1082 Richmond Avenue. The property is located in the R3-A2 Zone (Low Profile Multiple Dwelling District) where the maximum permitted density for a four-storey multiple dwelling with underground parking is 1.2:1 floor space ratio (FSR). The applicant proposes to rezone the property to increase the density to 2:1 FSR in order to construct a four-storey, 21-unit apartment building with underground parking.

The Planning and Land Use Standing Committee (PLUSC) previously considered these applications in August 2013 and recommended to Council that the proposal return to the PLUSC subject to conditions including significant design revisions. Subsequently, the applicant has worked with staff to revise the proposed apartment building and submitted the revised applications in June 2014.

The following points were considered in assessing these applications:

- 1082 Richmond Avenue is a corner lot at the intersection of Richmond Avenue and Oak Bay Avenue, where the latter is a secondary arterial road. The *Official Community Plan 2012 (OCP)* designates the property as Urban Residential where the envisioned density is generally up to 1.2:1 floor space ratio (FSR), but sites along arterial or secondary arterial roads are eligible for additional density up to 2:1 FSR for new development that "significantly advances plan objectives".
- The original proposal to rezone to increase density to 1.59:1 FSR exceeded the base density of 1.2:1 FSR envisioned in Urban Residential areas. Council did not require a land lift analysis for 0.39:1 FSR in bonus density. In the revised applications, the proposed development is 2.0:1 FSR which is 0.41:1 FSR in new bonus density. Staff are seeking clarification on whether it was Council's wish to waive the land lift analysis for up to 1.59:1 FSR or all additional bonus density.
- Development and construction of the apartment building is subject to Development Permit 7A - Corridors objectives and the *Oak Bay Avenue Design Guidelines 1987*. The proposed design adequately complies with DPA 7A objectives for a transition to lower-scale residential areas and applicable guidelines.

Staff recommend that Council support this Rezoning Application as the proposed increase in density and height is aligned with the OCP objectives and policies for strategic growth in Urban Residential areas along transit corridors. However, the staff recommendation includes a

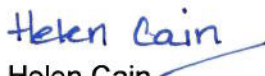
condition for the applicant to complete a land lift analysis for 0.41:1 FSR in bonus density so that Council has the opportunity to clarify whether to waive this requirement.

With respect to the Development Permit Application, staff consider the redesign of this four-storey apartment building to adequately respond to Council's direction to improve both street frontages and provide a transition to houses on Richmond Avenue. Staff recommend that Council refer the design to the Advisory Design Panel, prior to advancing the proposed rezoning to a Public Hearing.

Recommendations

1.
 - a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendments that would authorize the proposed development outlined in Rezoning Application #00388 for 1082 Richmond Avenue.
 - b. That Council consider giving first and second reading to this bylaw amendment after the bylaws have been drafted.
 - c. That Council schedule a Public Hearing after the *Zoning Regulation Bylaw* has received first and second reading, subject to:
 - i. referral of Development Permit Application #00298 to the Advisory Design Panel to provide recommendations to Council, particularly with respect to street frontages and the transition to houses on Richmond Avenue;
 - ii. completion of a third-party analysis to be conducted by a consultant, agreed to by the City and paid for by the applicant, to establish the value of the land lift for any increase in density that exceeds the floor space ratio of 1.59:1 FSR with a contribution of 75% of the value to the Parks and Greenways Acquisition Reserve Fund, secured to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development;
 - iii. preparation, execution and registration of legal agreements for sewage attenuation to mitigate the impact of increased density to the satisfaction of the City Solicitor and Director of Engineering and Public Works.
2. That subject to the adoption of the *Zoning Regulation Bylaw* amendments for 1082 Richmond Avenue, that Council authorize the issuance of Development Permit #00298 for 1082 Richmond Avenue, generally in accordance with:
 - a. plans for Rezoning Application #00388 and Development Permit Application #00298 stamped June 24, 2014;
 - b. final plans to be generally in accordance with plans identified above.

Respectfully submitted,


Helen Cain

Senior Planner
Development Services Division





Deb Day, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:


Jason Johnson

Date: July 9, 2014

HC:aw

S:\TEMPEST_ATTACHMENTS\PROSPERO\PL\REZ\REZ00388\PLUC__RICHMONDAVE_1082_JULY3_2014.DOC

1.0 Purpose

The purpose of this report is to present Council with new information, analysis and recommendations regarding a Rezoning Application and Development Permit Application for the property located at 1082 Richmond Avenue.

2.0 Background

2.1 Relevant History

2.1.1 Council Conditions for Revised Application

The Planning and Land Use Standing Committee (PLUSC) previously considered these applications in August 2013. The PLUSC recommended to Council that the proposal return to the PLUSC subject to design revisions to improve the street elevations and provide transition to the single family dwellings on Richmond Avenue. Council ratified the PLUSC motion on September 13, 2013 (Minutes attached). It should be noted that Council's conditions also included the removal of a proposed driveway across Oak Bay Avenue to comply with the *Highway Access Bylaw*, which requires new development on a corner lot to have driveway crossings over the lesser roadway, which is Richmond Avenue. Since last presented to the PLUSC of 2013, the applicant has comprehensively redesigned this proposal; final proposed plans were submitted in June 2014.

2.1.2 Land Lift Analysis Requirement

The earlier proposal had a density of 1.59:1 FSR, exceeding the base density of 1.2:1 FSR for Urban Residential areas, where the OCP also supports bonus density up to a total of 2:1 FSR. Based on the OCP policy, staff had recommended a land lift analysis. Given the 2013 Council motion did not include the land lift analysis as a condition of advancing the Rezoning Application, staff are seeking clarification on whether it was Council's wish to waive the land lift analysis for the 0.39:1 FSR above the OCP base density of 1.2:1 FSR, or all bonus density to bring the project to the full 2:1 FSR.

2.2 Description of Proposal

In addressing Council's conditions for advancing these applications, the applicant has made significant changes to the proposal with respect to density and design. The apartment building that is now proposed would be four storeys with a density of 2:1 FSR.

The proposed site plan, architectural and landscape design include the following:

- four-storey building form with massing broken up into different planes, recessed balconies and numerous entrances and window openings facing Oak Bay Avenue and Richmond Avenue
- underground parking with vehicle access and egress from Richmond Avenue
- siding is a mix of fibre-cement panels (stucco) and brick veneer with accent features such as balcony columns in metal and metal trellis detail
- vinyl windows, aluminum doors, and decorative balcony railings in aluminum
- several street trees to help soften the appearance of the building and generous plantings around the building.

2.2.1 Sustainability Features

The applicant has included sustainable landscaping in the proposal specifically one rain garden within the west rear yard and another at the prominent northeast corner of the site plan. No other green building features are included.

2.3 Existing Site Development and Development Potential

The data table below compares the proposal with the existing R3-A2 Zone (Low Profile Multiple Dwelling District). A single asterisk (*) is used to show where the proposal is less stringent than zoning standards.

Zoning Criteria	Current Proposal	Previous Proposal	Zone Standard R3-A2
Site area (m ²) – minimum	1087	1087	920
Total floor area (m ²) – maximum	2182.10*	1730.37*	1087
Density (Floor Space Ratio) – maximum	2.00:1*	1.59:1*	1.00:1
Lot width (m) – minimum	31.41	31.41	n/a
Height (m) – maximum	14.93*	15.026*	10.7
Storeys - maximum	4*	4*	3
Site coverage (%) – maximum	57.7*	52.9*	33.3
Open site space (%) – minimum	36.60	27.99*	30
Setbacks (m) – minimum			
Front (east) – Richmond Ave	2.90* (building)	3.21* (building)	7.50
Rear (west)	4.29* (building)	4.86* (building)	9.50
Side (north) – Oak Bay Ave	3.81* (building)	4.97* (building)	7.46
Side (south)	3.66* (building)	4.90* (building)	7.46
Landscape strip (m) – minimum	n/a	Nil – West*	0.6
– surface parking		Nil – South*	
Vehicle parking	27*	19*	34 / 29
Bicycle rack	6	6	6
Bicycle storage	28	21	24 / 21

2.4 Land Use Context

Land use, density and housing forms that respond to the context of low-rise apartments on Oak Bay Avenue and that provide visual transition to the surrounding single-family dwellings on Richmond Avenue, are well-suited to this location. The immediate land use context is:

- parcels to the north, west and east are R3-2 Zone (Multiple Dwelling District)
- parcels to the south are R1-B Zone (Single Family Dwelling District).

2.4 Legal Description

Lot 1, Section 74, Victoria District, Plan 2094.

2.5 Consistency with City Policy

2.5.1 Official Community Plan, 2012

The *Official Community Plan 2012* (OCP) land use designation for the subject property is Urban Residential. The OCP also states:

6.23 *Generally support new development in areas designated Urban Residential that seeks densities toward the upper end of the range identified in Figure 8 where the proposal significantly advances the objectives in this plan and is:*

6.23.1 *within 200 metres of the Urban Core; or*

6.23.2 *within 200 metres of Town Centres or Large Urban Villages, or*

6.23.3 *along arterial or secondary arterial roads.*

Given that 1082 Richmond Avenue is a corner lot along a secondary arterial, a proposal for residential intensification in this location in excess of the base density of 1.2:1 FSR may be considered. However, any development that seeks a higher density should advance the OCP in a significant way such as through provision of amenity contributions.

At the local area level, it should be noted that the OCP also provides a land use policy vision and strategic directions for Rockland in the City-wide context. The following policies are those most relevant to the subject property:

Rockland Vision

21.23.3 *A mixed use corridor along Fort Street and Oak Bay Avenue defines the northern neighbourhood boundary.*

Rockland Strategic Direction:

21.24.2 *Support mixed use development along the Fort Street frequent transit corridor.*

The current proposal to permit increased density of 2:1 FSR is aligned with the OCP objectives and policies for strategic growth in Urban Residential locations along transit corridors, generally, and specifically for sites located on Oak Bay Avenue. Staff are recommending to Council that the applicant be required to complete a land lift analysis to evaluate the proposed density above 1.59:1 FSR. Further information on this topic is provided in the Section 3 – Issues of this report.

2.5.2 Rockland Neighbourhood Plan, 1987

Policies in the *Rockland Neighbourhood Plan*, 1987, that apply to the subject property include:

2.1.10 *The scale of the next generation of apartments along Fort Street and Oak Bay Avenue should be related to the residential properties to the south.*

3.2.2 *Rezone from R3-2, Multiple Dwelling District to R3-A2, Low Profile Multiple Dwelling District properties on Oak Bay Avenue between Oak Bay Junction and Richmond Avenue to reduce size and height of future development (3 storeys).*

It should also be noted that the City did initiate the rezoning of this property to the R3-A2 Zone (Low Profile Multiple Dwelling District) in response to Policy 3.2.2 of the *Rockland Neighbourhood Plan*.

However, since the *Rockland Neighbourhood Plan* was developed, the OCP has been adopted and as stated in OCP objective 20 (b) "local area plans should be consistent with the goals and broad objectives in the OCP". Although the proposal to rezone to a four-storey building at 1082 Richmond Avenue would result in a higher building than envisioned in the local area plan, the property is located on a secondary arterial road which the OCP identifies as a strategic location for population growth. Additionally, the revised design is compatible with the OCP and *Rockland Neighbourhood Plan* policies for sensitive transition to Richmond Avenue through building form, massing and height.

2.6 Consistency with Design Guidelines

The proposed design of the apartment building is subject to OCP Development Permit Area (DPA) 7A Corridors where the applicable objectives include:

- 4 (d) *To ensure corridors are compatible with adjacent and nearby lower density residential neighbourhoods through human-scaled urban design and a sensitive transition in building form and place character.*

For DPA 7A, building form, character, finishes and landscaping details are controlled and regulated in relation to the *Oak Bay Avenue Land Use and Design Guidelines 1983*:

Building Design Guidelines

- *New buildings limited to a maximum of 3 storeys in height*
- *Use of traditional building materials, e.g. brick, glass, cedar*
- *Design features to include pitched, gabled and hipped roofs, with main ridge lines parallel to the street*
- *Faces of buildings to have varied setbacks to provide interest and human scale*

The proposed apartment building is taller than envisioned in the Design Guidelines and has a flat roof, but has a context where Oak Bay Avenue is predominantly large buildings with heights of three or four storeys that mostly have flat roofs. The proposal is smaller in scale compared to many buildings along the corridor, and the building form and massing is reduced on the south side facing Richmond Avenue, which improves the transition from the proposed building to the existing two-and-a-half storey house on the adjacent lot. Overall, the new proposal adequately addresses DPA 7A objectives for human-scale design and a sensitive transition to the adjacent lower-density, residential neighbourhood.

2.7 Community Consultation

The applicant initially consulted with the Rockland Community Association on November 7, 2012. Letters from the Land Use Committee (CALUC) are attached to this staff report. As indicated in letters from the Rockland CALUC and the applicant (attached), there have been several meetings to discuss revisions to these applications.

3. Issues

The main outstanding issues related to these applications are:

- increased density and land lift analysis considerations
- revised site plan
- design revisions.

4. Analysis

4.1 Increased Density and Land Lift Considerations

Previously, the project proposed a density of 1.59:1 FSR and hard-surface parking. The rationale for the increased density is construction costs for provision of underground parking, which would improve the street frontages of the apartment building.

The OCP states that new development along arterial and secondary arterial roads may exceed the maximum base density of 1.2:1 FSR prescribed for Urban Residential areas with extra density up to a total of 2.0:1 FSR, where a proposal significantly advances the OCP objectives. For instance, the provision of a community amenity may justify extra density above 1.2:1 FSR. The new proposed development for 1082 Richmond Avenue has a density of 2:1 FSR and includes some green building features, specifically rain gardens in the rear and north side yard setbacks. While green building features in private development are encouraged, they are not typically considered to be community amenities.

Where a rezoning proposal includes bonus density, staff recommendations to Council usually include a condition for the applicant to provide a third-party land lift analysis that determines whether the land value would increase and that assesses the monetary value of any community amenity contributions. Council's motion on these applications in 2013 did not require a land lift analysis for the bonus density (0.39:1 FSR) originally requested. However, the revised proposal has increased density to 2:1 FSR, which includes an extra 0.41:1 FSR in bonus density. Based on the OCP policy, staff recommend that a land lift analysis be completed for this additional bonus density. However, it is unclear whether Council had intended that the need for a land lift analysis was to be waived for the full potential additional density. An alternate motion is provided in Section 7 - Recommendations should Council wish to remove the land lift analysis as a condition of advancing the rezoning to a Public Hearing.

4.2 Revised Site Plan

Compared to the earlier proposal, the building footprint is slightly larger resulting in increased site coverage (57.7% up from 52.9%). Also, the front, rear and side yard setbacks are quite narrow (between 2.90 m to 4.9 m). While the proposed setbacks are narrower than the existing zone requirements, it should be noted that all yards have few hard surfaces and that the landscaped open space (36.6%) would exceed the standard (30%) in the existing zone. Given that the adjacent apartment to the west has a similar setback and that Oak Bay Avenue at this corner is entirely apartments, the proposed north side yard setback (3.811 m) is suitable for this context. The front yard setback (2.898 m) on Richmond Avenue would be quite different from the houses along the immediate block to the south, but extensive plantings within the setback would help to soften the appearance of the building face as seen from the street. With respect to the south side yard setback, the narrowest width (3.66 m) only pertains to a small area near the west property line, whereas most of the south setback is wider, which would provide some breathing room between the new apartment and the adjacent house.

4.3 Design Revisions

The applicant has redesigned this four-storey apartment to address Council's direction to improve both street elevations and to provide a transition to the houses on Richmond Avenue. Design changes in the revised proposal include:

- a prominent main entrance for the Oak Bay Avenue frontage with a second entry

along Richmond Avenue and ground-level entries to individual dwelling units along both streets

- additional architectural features that would provide visual interest to pedestrians and promote interaction between the street and building occupants such as large, recessed balconies; façade articulation; and the use of brick veneer to distinguish the apartment's base, middle and top
- a rounded treatment of the northeast building corner to reduce the appearance of the building "bulk"
- stepping back of the south and east elevations at ground level as well as the third storey to transition in form and height to the two-and-half storey house adjacent to the south.

These changes are viewed by staff as an overall improvement to the design and are generally consistent with the Design Guidelines.

5.0 Resource Impacts

There are no resource impacts associated with this development.

6.0 Conclusions

Staff recommend that Council support this Rezoning Application because the proposed increase in density and height is aligned with the OCP objectives and policies for strategic growth in Urban Residential areas along transit corridors. However, the staff recommendation includes a condition for the applicant to complete a land lift analysis for 0.41:1 FSR in bonus density. With respect to the Development Permit Application, staff consider the redesign of this four-storey apartment building to have adequately responded to Council's direction to improve both street frontages and provide a transition to houses on Richmond Avenue. Staff recommend that Council refer the design to Advisory Design Panel, prior to advancing the proposed rezoning to a Public Hearing.

7.0 Recommendations

7.1.1 Staff Recommendations

1.
 - a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendments that would authorize the proposed development outlined in Rezoning Application #00388 for 1082 Richmond Avenue.
 - b. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendments after the bylaws have been drafted.
 - c. That Council schedule a Public Hearing after the *Zoning Regulation Bylaw* amendments have received first and second reading, subject to:
 - i. referral of Development Permit Application #00298 to the Advisory Design Panel to provide recommendations to Council, particularly with respect to street frontages and the transition to houses on Richmond Avenue;
 - ii. completion of a third-party analysis to be conducted by a consultant, agreed to by the City and paid for by the applicant, to establish the value of the land lift for any increase in density that exceeds the floor space ratio of 1.59:1 FSR with a contribution of 75% of the value to the Parks and Greenways Acquisition Reserve Fund, secured to the satisfaction of the City Solicitor and

- the Director of Sustainable Planning and Community Development;
 - iii. preparation, execution and registration of legal agreements for sewage attenuation to mitigate the impact of increased density to the satisfaction of the City Solicitor and Director of Engineering and Public Works.
 - 2. That subject to the adoption of the *Zoning Regulation Bylaw* amendments for 1082 Richmond Avenue, that Council authorize the issuance of Development Permit #00298 for 1082 Richmond Avenue, generally in accordance with:
 - a. plans for Rezoning Application #00388 and Development Permit Application #00298 stamped June 24, 2014;
 - b. final plans to be generally in accordance with plans identified above.

7.2 Alternate Recommendations

Advance to Public Hearing, Waive Land Lift Analysis

- 1.
 - a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendments that would authorize the proposed development outlined in Rezoning Application #00388 for 1082 Richmond Avenue.
 - b. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendments after the bylaws have been drafted.
 - b. That Council schedule a Public Hearing after the *Zoning Regulation Bylaw* have received first and second reading, subject to:
 - i. referral of Development Permit Application #00298 to the Advisory Design Panel to provide recommendations to Council, particularly with respect to street frontages and the transition to houses on Richmond Avenue;
 - ii. preparation, execution and registration of legal agreements for sewage attenuation to mitigate the impact of increased density to the satisfaction of the City Solicitor and Director of Engineering and Public Works.
- 2. That subject to the adoption of the *Zoning Regulation Bylaw* amendments for 1082 Richmond Avenue, that Council authorize the issuance of Development Permit #00298 for 1082 Richmond Avenue, generally in accordance with:
 - a. plans for Rezoning Application #00388 and Development Permit Application #00298 stamped June 24, 2014;
 - b. final plans to be generally in accordance with plans identified above.

Decline

That Council decline Rezoning Application #00388 and Development Permit Application #00298.

8.0 List of Attachments

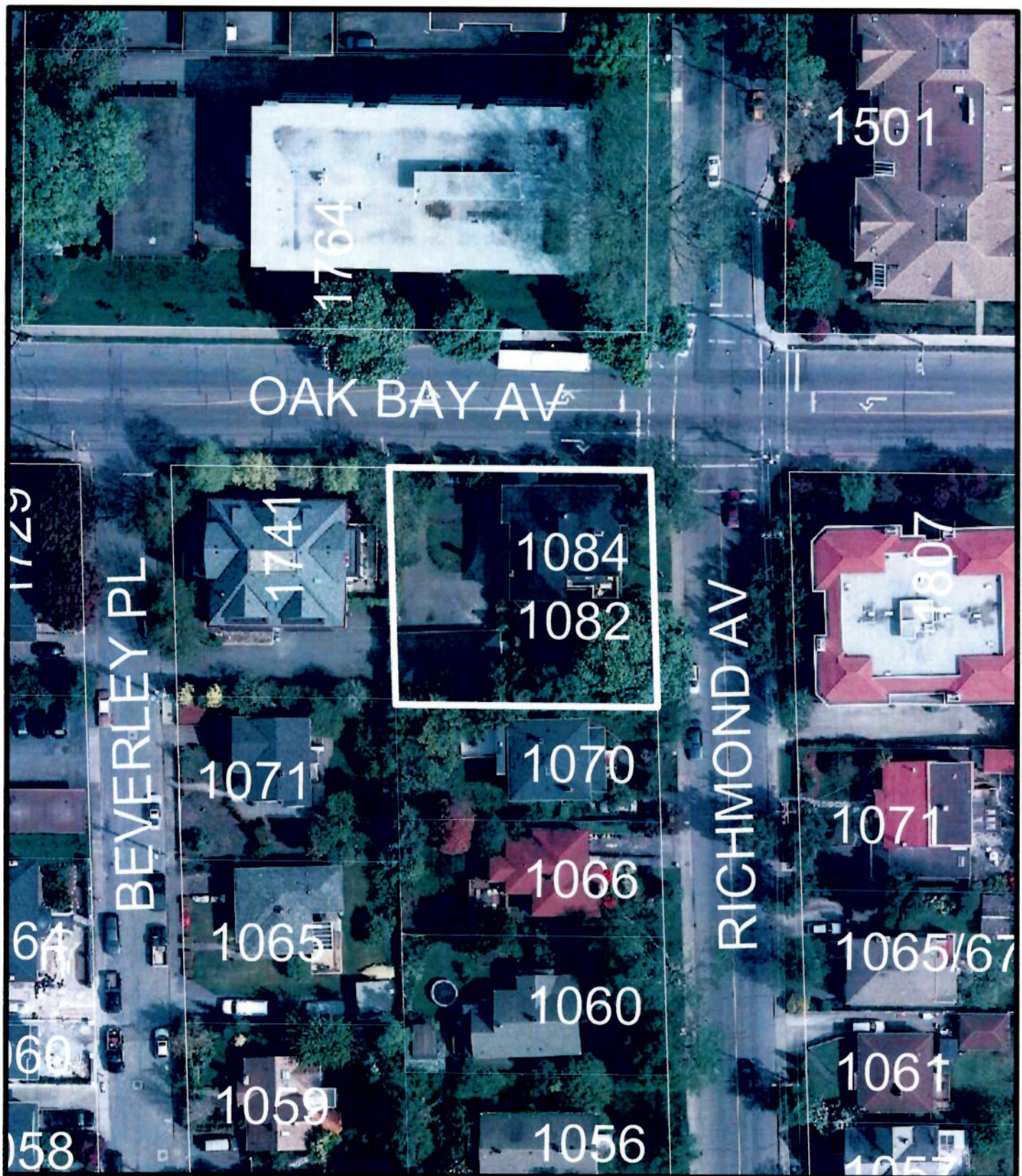
- Zoning map
- Aerial photo
- Council Meeting Minutes, September 5, 2013
- Letters from Abstract Development Inc., stamped June 24, 2014, and March 11, 2014, Revised plans for Rezoning Application #00388 and Development Permit Application #00298, stamped June 24, 2014

- Letters from Rockland Community Association, dated June 10, 2014, April 23, 2014, and November 22, 2013, Planning and Land Use Standing Committee report, dated August 26, 2013, with attachments:
 - Zoning map
 - Aerial photo
 - Letters from Abstract Development Inc., stamped August 22, 2013, May 13, 2013, and January 11, 2013
 - Revised plans for Rezoning Application #00388 and Development Permit Application #00298, stamped May 13, 2013
 - Letters from Rockland Community Association, dated December 13, 2012, and January 28, 2013.



Bylaw #





1082/1084 Richmond Avenue

Rezoning #00388

Bylaw #



REPORTS OF THE COMMITTEE

3. Planning and Land Use Standing Committee – September 05, 2013

3. Rezoning Application # 00388 for 1082 Richmond Avenue

It was moved by Councillor Alto, seconded by Councillor Helps, that Council postpone consideration of Rezoning Application # 00388, subject to the City receiving revised plans for the proposal, addressing:

1. Relocation of the driveway from Oak Bay Avenue to Richmond Avenue.
2. A new site plan and architectural, landscape and urban design that create a positive street presence on Oak Bay Avenue and Richmond Avenue and sensitive transition to low-scale buildings along Richmond Avenue.

Councillor Madoff said that Council had an opportunity to review the of draft minutes of Planning and Land Use Standing Committee, the result of Committee's consideration and recommendation from staff. The staff recommendation was a land lift analysis and that was put on the floor, but an amendment was made to remove it, so she was not able to support the application. If Council is interested in having a discussion of land lift analysis, now would be the time to have that discussion.

Councillor Isitt asked staff if the requirement for land lift analysis has not been a long-standing practice of the City; what is the current criteria for when a land lift analysis is recommended; what information is available to the applicant, and at what stage the applicant is notified of the requirement.

Alison Meyer (Acting Director, Development Service Division): The long-standing practice of the City in cases when a rezoning application is for increased density has been to request a form of economic land lift analysis. There has been a lot of change in policies lately and applicants have been watching the existing neighbourhood plans, the new and old OCPs, and there may have been some confusion. It has been the City's continuous practice to bring forward in staff recommendations to Council that Council may want to consider proceeding with an economic land lift analysis in order to assess what the potential value of the land lift might be and if there is any form of community amenity contribution.

Councillor Isitt asked if this could be done internally by staff to reduce the burden on the applicant on a cost recovery basis.

Deb Day (Director, Planning and Development): During consultation of the Downtown Core Area Plan, staff proposed setting the rate for density bonuses and land lifts on a yearly basis, but the industry did not think it was appropriate and it should be a site specific approach. A much larger municipality with a real estate division can do this analysis, but we do not have that expertise.

Amendment

It was moved by Councillor Isitt, seconded by Councillor Madoff, that the motion be amended as follows:

that Council postpone consideration of Rezoning Application # 00388, subject to the City receiving revised plans for the proposal, addressing:

1. **Provision of a land lift analysis that justifies any increase in density that exceeds the 1.2:1 floor space ratio.**
2. Relocation of the driveway from Oak Bay Avenue to Richmond Avenue.
3. A new site plan and architectural, landscape and urban design that create a positive street presence on Oak Bay Avenue and Richmond Avenue and sensitive transition to low-scale buildings along Richmond Avenue.

Councillor Alto said that she is against the amendment. There is a larger discussion needed but specifically looking at this application the City did accrue an amenity when the applicant retained and moved the original dwelling to another location. The staff report also clarified issues, as at the beginning of the application process the possibility of a land lift analysis was mentioned, but it was not firmed up until the application well under way. We need apply this evenly at the beginning of the process, unless there are exceptional circumstances when it may be added later.

Councillor Helps said that she agrees with Councillor Alto. Council needs to set time aside to understand what the land lift analysis it means outside of the Downtown Core Area Plan. The applicant may be OK with paying money for amenities, but we need to be clear at the beginning of the process.

Defeated

For:

Councillors Isitt and Madoff

Against:

Mayor Fortin, Councillors Alto, Coleman, Gudgeon, Helps, Thornton-Joe and Young

On the main motion:

Carried

For:

Mayor Fortin, Councillors Alto, Coleman, Gudgeon, Helps, Thornton-Joe and Young

Against:

Councillor Isitt and Madoff

Councillor Isitt asked when the best time for this discussion to take place is.

Mayor Fortin suggested that the priority setting meeting would be the appropriate venue to bring this up.

Motion:

It was moved by Councillor Isitt, seconded by Councillor Gudgeon, that Council refer the discussion of bonus density and economic land lift analysis to the priority setting session.

Amendment:

It was moved by Councillor Helps, seconded by Councillor Alto, that the motion be amended as follows:

That Council refer the discussion of bonus density and economic land lift analysis **outside of the downtown core** to the priority setting session.

Councillor Madoff said that the development world needs certainty so we can no longer put this off as it puts City staff and the development community in a difficult position; we need a decision in a timely way.

Councillor Thornton-Joe said looking at the issue at the priority setting session is not soon enough.

Councillor Isitt asked if the Downtown Core Area Plan mechanism is working or would it be valuable to review that as well.

Deb Day: The Downtown Core Area Plan is functioning well as it has sections in detail about what is required. So a discussion on areas outside the Downtown would be appropriate.

Councillor Thornton-Joe said that she feels it is more urgent than waiting for the priority setting session; we need to get work done on it as soon as possible.

Councillor Gudgeon said it is critical to add certainty to the process; perhaps a standalone workshop would be more appropriate.

Jocelyn Jenkyns (Acting City Manager): Advised Council that a workshop would be the most useful way to deal with this issue.

On the amendment:

Defeated

For:

Mayor Fortin and Councillor Young

Against:

Councillors Alto, Coleman, Gudgeon, Helps, Isitt, Madoff and Thornton-Joe

Amendment:

It was moved by Councillor Alto, seconded by Councillor Isitt, that the motion be amended as follows:

That Council refer **ask the Acting City Manager to work with staff to arrange a workshop on the bonus density and economic land lift analysis outside of the downtown core discussion to the priority setting session. at the earliest date.**

Councillor Gudgeon withdrew from Council Chambers at 9:04 p.m.

On the amendment:

Carried

For:

Councillors Alto, Coleman, Helps, Isitt, Madoff, Thornton-Joe and Young

Against:

Mayor Fortin

On the main motion as amended:

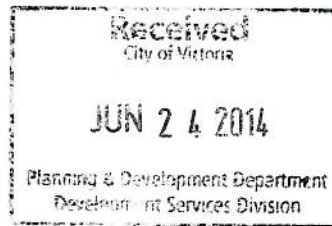
Carried

For:

Councillors Alto, Coleman, Helps, Isitt, Madoff, Thornton-Joe and Young

Against:

Mayor Fortin



June 24, 2014

City of Victoria
No. 1 Centennial Square
Victoria, BC V8W 1N9

Attn: Mayor and Members of Council

Re: Rezoning and Development Permit Application
1082 Richmond Avenue, Victoria, BC

Dear Mayor and Members of Council,

The subject property is located at the northeastern most corner of the Rockland Neighbourhood and is also directly adjacent to the neighbourhoods of South Jubilee and Gonzales. This poses an opportunity to create a contextually responsive development offering a sensitive transition and connection point between three distinct neighbourhoods. The Official Community Plan envisions multi-family buildings with heights of up to six stories and densities of up to approximately 2.0:1 FSR; and, our proposal offers a four storey multi-family building with a total of 24 strata-titled residential units and an FSR of 2.0:1.

PREAMBLE

On January 11, 2013 a Rezoning and Development Permit Application was submitted for the property at 1082 Richmond Avenue. Our application underwent two Technical Reviews and has been presented to the Planning and Land Use Standing Committee on August 26, 2013. Since then, and based on comments from planning and engineering staff, we have undertaken a complete redesign of our proposal. We are pleased to have worked so closely with staff on this redesign and are excited to have their support for this revised proposal.

The original application was for a four storey multi-family building with 21 residential units and 19 surface parking spaces with driveway ingress/egress from Oak Bay Avenue. It came to the attention of the engineering department that permitting driveway access from Oak Bay Avenue would be in contravention of the Highway Access Bylaw, since Oak Bay Avenue has a higher street classification than Richmond Avenue; as a result, the complete redesign of our proposal is based largely on having driveway access from Richmond Avenue to ensure our proposal complies with the Highway Access Bylaw.

The architectural approach for the original proposal was of a traditional faux-Tudor design with hints of arts-and-crafts, reflecting many of the large character and heritage dwellings located in the Rockland Neighbourhood. The new proposal still maintains a somewhat traditional design but emphasizes a comparatively more contemporary and transitional approach with design inspiration taken from the development of the Chelsea at 999 Burdett Avenue. We feel this architectural approach not only responds to the character and charm that defines the Rockland Neighbourhood but also provides a cornerstone for the intersection of three neighbourhoods: Rockland, South Jubilee, and Gonzales.

INTRODUCTION

Planning Principles

Prior to proceeding with the planning and schematic design of this revised proposal, and based on comments received from planning staff, the project team established the following principles in order to ensure the project results in a positive addition to the neighbourhood:

- (i) Create an inviting main entrance to provide a strong sense of arrival for residents and visitors;
- (ii) Engage the pedestrian environment by connecting the private realm of residences to the public streetscape;
- (iii) Ensure the built form of our proposal is responsive to the existing character of the neighbourhood;
- (iv) Encourage transportation alternatives in order to take advantage of future transit networks and greenways;
- (v) Respond to the site's corner context in a positive manner; and
- (vi) Advance the objectives of the new Official Community Plan.

Vision

New multi-family developments have been rare within this neighbourhood over the past several years due to the lack of readily available development land, the lack of opportunities to amalgamate lots in order to provide efficient development, and the relatively high land values. The surrounding area, however, is likely to see an increase in multi-family and mixed-use development over the next 30 years as a result of the new Official Community Plan focusing on creating vibrant urban villages. In this regard, there are two "Large Urban Villages" and one "Small Urban Village" within a few steps of the subject site and our resulting vision for this proposed development is to assist in supporting economic activity with the surrounding urban villages by offering homes that will cater to young professionals, couples, and downsizers. This proposal will also assist in providing current neighbourhood residents the opportunity to age in place.

Project Overview

The subject multi-family development proposal is located within the Rockland Neighbourhood of the City of Victoria. The site also borders the South Jubilee Neighbourhood and is within 400m of the Royal Jubilee Hospital and 300m of two "Large Urban Villages." The immediately surrounding neighbourhoods of Rockland, Gonzales, and Jubilee offer a variety of land uses including multi-family, mixed-use, commercial, and single-family.

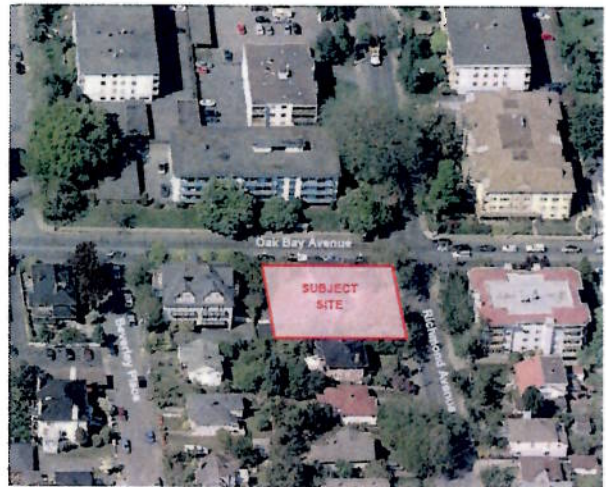
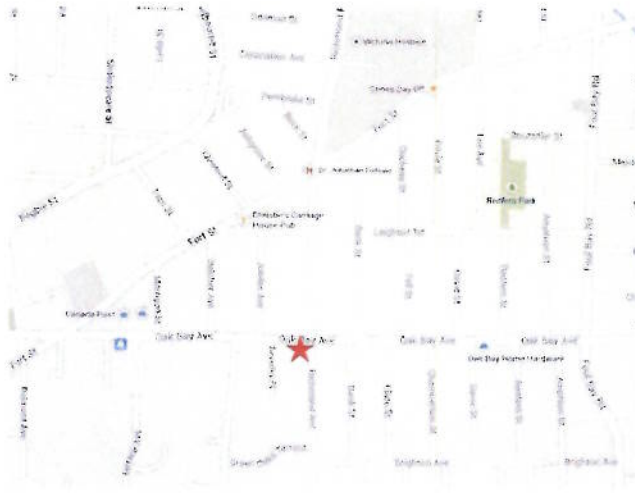
This application is requesting to rezone the property from the current R3-A2 (Low Profile Multiple Dwelling) zone to a site specific zone supported through the land use policies and objectives established within the new Official Community Plan (OCP). The subject site has an urban place designation of "Urban Residential" and is also located along a "Secondary Arterial" road; accordingly, and consistent with the guidelines of the OCP, our proposal is for a four-storey building with a density of 2.0:1 FSR. There are 24 strata-titled residential units and one full level of below grade parking with ingress and egress from Richmond Avenue.

DESCRIPTION OF PROPOSAL

Site Description

The site has a total area of 11,700 square feet, with a frontage along Oak Bay Avenue of 113 feet and 103 feet along Richmond Avenue.

1082 Richmond Avenue is located on the southwest corner of the Richmond Avenue and Oak Bay Avenue intersection. Oak Bay Avenue is classified as a Secondary Arterial Road leading east into the Oak Bay Avenue Small Urban Village and towards the District of Oak Bay, and west towards the Stadacona Large Urban Village and the Downtown Core. Richmond Avenue is classified as a Secondary Collector Road directly in front of the property, and transitions into a Secondary Arterial north of Oak Bay Avenue leading towards the Jubilee Large Urban Village and the Royal Jubilee Hospital.



Development Context

The immediately surrounding area is built-up with a mix of multi-family buildings and single-family dwellings. Each of the other three corners of this intersection are developed with four-storey multi-family buildings, each having their ground floor sunken partially below grade. This built form was typical in older multi-family buildings due to the fact that this would reduce their effective floor space ratio (FSR): the ground floors of these buildings would not be included in the density calculation. Since our building is proposing the ground floor be at grade in order to respond more positively to the pedestrian realm, the proposed height will be slightly taller than that of the other three corners but will have the same number of floors. The development to the west of the subject site is a three-storey residential condominium building, and the property to the immediate south of our site is a large 2.5 storey single-family dwelling.



1764 Oak Bay Avenue



1501 Richmond Avenue



1807 Oak Bay Avenue

The future development context of this area is one that will see an increase in density as outlined within the new Official Community Plan. The Oak Bay Avenue Village, designated as a "Small Urban Village," will see redevelopment with a built form and density consistent with our proposal; however, developments within the village boundary will take on a mixed-use design to offer commercial at grade. The height and density guidelines of the adjacent "Small Urban Village" designation are complimentary to that of our proposal.

An increase in density will also likely occur at both the Jubilee Village and the Stadacona Village as per the guidelines of the OCP. Jubilee Village is approximately 230m to the north of our proposal, and Stadacona Village is approximately 270m to the west, and the OCP establishes guidelines for these villages with heights of up to 6 storeys and densities up to approximately 2.5:1 FSR.

The area to the immediate south of our proposal is designated as Traditional Residential and as a result, is unlikely to see any significant change over the next 30 years.

Development Proposal

This proposal offers 24 strata-titled residential units in a 4 storey wood-frame building with one full level of below grade parking. The below grade parking provides 27 parking stalls (1.13 per unit) including three visitor parking stalls, a secure bicycle storage room with 24 stalls (1.0 per unit), and 24 individual secure storage lockers. Unit types and sizes range from an affordable 655 square foot one-bedroom plus den up to a 1,030 square foot two-bedroom plus den.

Architectural Approach & Design

Our architectural approach was largely influenced through the traditional and historic context of the Rockland Neighbourhood. We feel taking this direction not only provides a visually appealing design for this specific location but also reflects the sense of place of the neighbourhood and the character of Victoria as a whole.

The building's exterior is finished with a mix grey brick, smooth white stucco with aluminum reveals, and white paneling. The brick along the main level establishes a visual base for the building, while the white stucco along the upper level and down through the centre of each elevation reduces the appearance of the building's height and massing to offer a perceived three storey street wall. We have also focused on creating a soft corner element in order to respond positively to the site's corner context: tall windows with white paneling carry up the entire curved corner feature to provide a transition between north and east elevations and an appropriate directional expression for the building's massing.



Perspective View Looking SE



Perspective View Looking SW

In addition to designing a contextual sensitive corner feature, we have ensured the building provides an articulated façade through reliefs, projections, and materiality. The balconies are partially recessed and are finished with white paneled columns, black aluminum bow-front railings, and an arbour detail on the upper balconies. These arbours have been utilized to reduce the massing of the upper floor through minimizing the height of the balcony's columns and stepping back the roofline. To further reduce the perceived height of the building, the balcony columns start at the second level and the undersides of the second level balconies feature white knee brackets, also serving to provide additional relief between the public streetscape and the building's façade. Further articulation in the building's façade is achieved through the design of a bay window centering the building on the main entrance on Oak Bay Avenue. This bay window also transitions the building's façade into the brick entry feature offering a strong sense of arrival for residents while visually connecting the building's main entrance to the streetscape.

While revisiting the schematic design of the proposal we also considered a five storey option in order to step back the upper floors of the building, which would present a three storey primary street wall with the fourth and fifth floors stepped back. The objective was to provide some additional relief at the upper floors to ease the transition between our proposal and the residential neighbourhood to the south; however, in speaking with the Rockland Community Association and the neighbour to the immediate south of our proposal, the four storey option was preferred. In order to respond to the adjacent context with our proposed four-storey design, we have stepped back the fourth floor of the building's southeast corner. We feel this design revision coupled with having the entire fourth floor finished in a lighter

colour and different but complimentary finish to the brick façade on the first three floors offers a sensitive transition into the traditional residential neighbourhood to the south.

PLANNING POLICIES & GUIDELINES

Official Community Plan

The Official Community Plan establishes an "Urban Place Designation" of "Urban Residential" for the subject site. This designation provides guidance for low-rise and mid-rise multi-unit buildings up to approximately six stories with a density of up to a total of approximately 2.0:1 FSR. The Urban Residential designation is further guided by Policy 6.23:

Generally support new development in areas designated as Urban Residential that seeks densities toward the upper end of the range identified in Figure 8 where the proposal significantly advances the objectives of this plan and is:

- *Within 200 metres of the Urban Core; or*
- *Within 200 metres of Town Centres of Large Urban Villages; or*
- *Along arterial or secondary arterial roads*

Relating to our proposed development, Oak Bay Avenue is designated as a "Secondary Arterial" road; as a result, our proposal is for a four storey building with a density of 2.0:1 FSR. While the OCP provides guidance for buildings up to six stories, we feel the proposal's immediate built form context of four stories is unlikely to change in the near future and four stories provides a sensitive contextual fit for the neighbourhood.

Advancement of OCP Objectives

The complete redesign of our proposal was taken on to ensure the objectives of the plan are advanced in a significant way. In particular, our comprehensive design approach focused on land management and development, transportation and mobility, and placemaking through urban design.

Our proposal is located within walking distance of two Large Urban Villages, being Jubilee Village and Stadacona Village. Both of these villages are within 300m of our proposal, and this will help meet the objective of having 40% of the anticipated 20,000 new residents over the next 30 years locate within close walking distance of Large Urban Villages (OCP Objective 6(a)).



OCP Map 2: Urban Place Designations



OCP Map 4: Street Classification

Our proposal will also help meet the increasing demand by downsizers for opportunities to age-in-place. Our site is situated within the Rockland neighbourhood and is also immediately adjacent to neighbourhoods of Jubilee and Gonzales. New multi-family developments are rare within these neighbourhoods and much of the existing inventory of condominium and apartment units is older; consequently, we feel offering a development that will meet the demand coming from downsizers is vital in maintaining a socially vibrant community within these three neighbourhoods.

Furthermore, our proposal is located along a secondary arterial road, being Oak Bay Avenue, which is also identified as a "Frequent Transit" network with BC Transit's "Victoria Region 25 Year Transit Future Plan." This transit route connects the District of Oak Bay to the Downtown Core, and will offer increasing opportunities for local residents to take advantage of the public transit system. Oak Bay and Richmond Avenues are also identified as "Proposed Bikeways" for Victoria's Cycling Network, and to support the use and future growth of this network we will be providing 24 secure bicycle storage spaces for use by residents as well as a six stall bicycle rack next to the front entrance for use by visitors.

Lastly, while our proposal only forms a small portion of the Oak Bay Avenue Corridor's urban design, we feel our comprehensive design approach will enhance the public realm and this corridor's unique identity.

DPA 7A: Corridors (Oak Bay Avenue Corridor)

In conjunction with our Development Permit Application we have ensured our proposal also responds to the relevant design guidelines for DPA 7A: Corridors:

- (i) Advisory Design Guidelines for Buildings, Signs, and Awnings (1981);
- (ii) Guidelines for Fences, Gates, and Shutters (2010); and,
- (iii) Oak Bay Avenue Design Guidelines (2001)

The surrounding multi-family buildings provide an appropriate context for our four-storey proposal; however, unlike the buildings on the other three corners of this intersection our design offers a more traditional siting by having the ground floor at grade instead of partially below grade. Through this design we are able to better engage the public realm. This engagement, between the private realm of residents and the public streetscape is enhanced through our main entry feature along Oak Bay Avenue and also the direct access from the sidewalk to private residential units. We have designed the entry feature to come right to the sidewalk offering a level of interaction with the public sidewalk, and four of the ground floor units offer direct connections which are attractively appointed with brick columns and light mounted posts to distinguish the entrances. The improved public realm also includes a sidewalks along Oak Bay Avenue and Richmond Avenue that are now separated from the street to provide a level of comfort for pedestrians walking along this secondary arterial road. The setback of our building from the corner of the site, being immediately adjacent to the busy intersection, has also been considered in order to create a greater sense of open space from a pedestrian's perspective. The scale, or the proportions of our windows, doors, and balconies, were also considered as we tried to create a pedestrian friendly environment surrounding the building. The rhythm of windows, being relatively symmetrical and having a human scale to them, help to relate pedestrians walking by to the façade of the building.

The landscape plantings and design features also help bring the massing of the building down to a human scale. A black aluminum railing separated from the sidewalk with shrubs and set against more substantial plantings including new trees balances the transition from the building's façade into the public realm. The building's façade has also been treated with exterior materials to reduce the perceived massing of the building including brick detailing up to the third floor with a soft white stucco upper floor brought down to the first floor of the building throughout the centres of each façade. The bay window feature above the main entrance along Oak Bay Avenue also only carries up to the third floor, establishing a strong base for the building. The use of arbour detailing on the upper floor balconies provides additional relief, which in turn also articulates the building's roofline to add visual interest and human scaled elements at the upper floor.

How our building interacts with the public realm was a particularly important consideration we made when we redesigned this multi-family proposal. We feel through specific detailing not only on the building but also throughout the landscaping and within the city owned right-of-ways we have achieved a design that will be an asset to the community while providing an exemplary example for future redevelopment along this corridor.

Crime Prevention through Environmental Design (CPTED)

The design guidelines established through CPTED have been implemented in the design of our proposal. The natural surveillance opportunities throughout and surrounding our property will help to deter any unwanted activity. The ground floor dwelling units are located directly adjacent to one another and their relationship to the public streetscape will also help to foster neighbour-to-neighbour surveillance; and, the main entry feature along Oak Bay Avenue as well as the individual entrances at grade will all be well-lit at all times of day. The landscape design also reinforces the notion of territoriality through changes in the paving pattern from the sidewalk to private property and providing effective physical barriers such as hedges, gates, and fences.

CONCLUSION

While undergoing the planning and design of this revised proposal, careful consideration has been given towards not only the adjacent properties but also the neighbourhood as a whole. We feel we have met the intentions of the new Official Community Plan and have responded well to the design guidelines for this urban residential neighbourhood in a positive way. Our proposal will support the economic and social vibrancy of the surrounding villages while the quality of architecture and construction will ensure a long lasting asset for the neighbourhood: we are dedicated to building homes with uncompromising standards, and this project will be no different.

We have also been pleased to work with city planning and engineering staff on this revised proposal, and through the combined effort of the project team and city staff we are excited to be proceeding with their support.

Sincerely,



Mike Miller
President

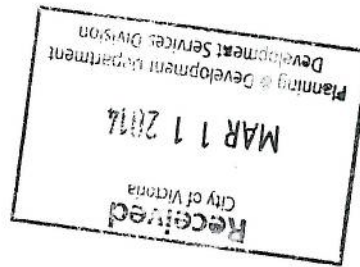
APPENDIX "A"
Summary of Plan Revisions

As per comments received from the Engineering Department on March 31, 2014, the following revisions have been made:

- (i) A 1.75m sidewalk located along Richmond Avenue is now located directly adjacent to the SRW, allowing for a landscaped boulevard separation between the sidewalk and Richmond Avenue.
- (ii) The ramp grade for the underground parking now complies with the highway access bylaw.
- (iii) A 3.0m x 3.0m site triangle at the driveway crossing is now indicated on the plan, which also shows that no obstruction greater than 1.0m above the curb elevation will be constructed.
- (iv) The portions of the proposed building which were previously shown as encroaching into the SRW along Oak Bay Avenue and Richmond Avenue have been redesigned so that these encroachments no longer exist. We are proposing, however, an under sidewalk encroachment into the SRW which is shown on sheet A2.1 of the drawings. The depth of cover between the proposed sidewalk and the parkade slab varies from approximately 0.385m to 0.435m.
- (v) We confirm that if sewage attenuation is determined to be required we will provide a Section 219 covenant to secure the commitment to attenuation. This will be complete prior to Public Hearing.

As per comments received from planning staff through ongoing meetings and conversations, we have also revised the proposed design to ensure the building's massing and built form is reduced. To accomplish this, we have made two primary design revisions:

- 1. The height of the corner feature has been reduced to align with the primary cornice feature along the roof; and,
- 2. We have stepped back the south east corner of the building by over 1.5m (5'-0") in order to provide a more effective built form transition into the residential area to the south.



March 10, 2014

City of Victoria
No. 1 Centennial Square
Victoria, BC V8W 1N9

Attn: Mayor and Members of Council

Re: Rezoning and Development Permit Application
1082 Richmond Avenue, Victoria, BC

Dear Mayor and Members of Council,

On January 11, 2013 a Rezoning and Development Permit Application was submitted for the property at 1082 Richmond Avenue. Our application underwent two Technical Reviews and has been presented to the Planning and Land Use Standing Committee on August 26, 2013. Since then, and based on comments from planning and engineering staff, we have undertaken a complete redesign of our proposal. We are pleased to have worked so closely with staff on this redesign and are excited to have their support for this revised proposal.

The original application was for a four storey multi-family building with 21 residential units and 19 surface parking spaces with driveway ingress/egress on Oak Bay Avenue. It came to the attention of the engineering department that permitting driveway access from Oak Bay Avenue would be in contravention of the Highway Access Bylaw, since Oak Bay Avenue has a higher street classification than Richmond Avenue. As a result, the complete redesign was based largely on this oversight in order to accommodate driveway access from Richmond Avenue.

The architectural approach for the original proposal was of a traditional faux-Tudor design with hints of arts-and-crafts, reflecting many of the large character and heritage dwellings located in the Rockland Neighbourhood. The new proposal still maintains a somewhat traditional design but emphasizes a comparatively more modern approach with design inspiration taken from the development of the Chelsea at 999 Burdett Avenue. In addition, the parking will be located in a below-grade level providing 27 spaces for 24 residential units.

INTRODUCTION

Vision

New multi-family developments have been rare within this neighbourhood over the past several years due to the lack of readily available development land, the lack of opportunities to amalgamate lots in order to provide efficient development, and the relatively high land values. The surrounding area, however, is likely to see an increase in multi-family and mixed-use development over the next 30 years as a result of the new Official Community Plan focusing on creating vibrant urban villages. In this regard, there are two "Large Urban Villages" and one "Small Urban Village" within a few steps of the subject site and our resulting vision for this proposed development is to assist in supporting economic activity with the surrounding urban villages by offering homes that will cater to young professionals, couples, and downsizers. This proposal will also assist in providing current neighbourhood residents the opportunity to age in place.

Planning Principles

Prior to proceeding with the planning and schematic design of this revised proposal, and based on comments received from planning staff, the project team established the following principles in order to ensure the project results in a positive addition to the neighbourhood:

- (i) Create an inviting main entrance to provide a strong sense of arrival for residents and visitors;
- (ii) Engage the pedestrian environment by connecting the private realm of residences to the public streetscape;
- (iii) Ensure the built form of our proposal is responsive to the existing character of the neighbourhood;
- (iv) Encourage transportation alternatives in order to take advantage of future transit networks and greenways;
- (v) Respond to the site's corner context in a positive manner; and
- (vi) Advance the objectives of the new Official Community Plan.

Project Overview

The subject multi-family development proposal is located within the Rockland Neighbourhood of the City of Victoria. The site also borders the South Jubilee Neighbourhood and is within 400m of the Royal Jubilee Hospital and 300m of two "Large Urban Villages." The immediately surrounding neighbourhoods of Rockland, Gonzales, and Jubilee offer a variety of land uses including multi-family, mixed-use, commercial, and single-family.

This application is requesting to rezone the property from the current R3-A2 (Low Profile Multiple Dwelling) zone to a site specific zone supported through the land use policies and objectives established within the new Official Community Plan (OCP). The subject site has an urban place designation of "Urban Residential" and is also located along a "Secondary Arterial" road; accordingly, and consistent with the guidelines of the OCP, our proposal is for a four-storey building with a density of 2.0:1 FSR. There are 24 strata-titled residential units and one full level of below grade parking with ingress and egress from Richmond Avenue.

DESCRIPTION OF PROPOSAL

Site Description

The site has a total area of 11,700 square feet, with a frontage along Oak Bay Avenue of 113 feet and 103 feet along Richmond Avenue.

1082 Richmond Avenue is located on the southwest corner of the Richmond Avenue and Oak Bay Avenue intersection. Oak Bay Avenue is classified as a Secondary Arterial Road leading east into the Oak Bay Avenue Small Urban Village and towards the District of Oak Bay, and west towards the Stadacona Large Urban Village and the Downtown Core. Richmond Avenue is classified as a Secondary Collector Road directly in front of the property, and transitions into a Secondary Arterial north of Oak Bay Avenue leading towards the Jubilee Large Urban Village and the Royal Jubilee Hospital.



Development Context

The immediately surrounding area is built-up with a mix of multi-family buildings and single-family dwellings. Each of the other three corners of this intersection are developed with four-storey multi-family buildings, each having their ground floor sunken partially below grade. This built form was typical in older multi-family buildings due to the fact that this would reduce their effective floor space ratio (FSR): the ground floors of these buildings would not be included in the density calculation. Since our building is proposing the ground floor be at grade in order to respond more positively to the pedestrian realm, the proposed height will be slightly taller than that of the other three corners but will have the same number of floors. The development to the west of the subject site is a three-storey residential condominium building, and the property to the immediate south of our site is a large 2.5 storey single-family dwelling.



1764 Oak Bay Avenue



1501 Richmond Avenue



1807 Oak Bay Avenue

The future development context of this area is one that will see an increase in density as outlined within the new Official Community Plan. The Oak Bay Avenue Village, designated as a "Small Urban Village," will see redevelopment with a built form and density consistent with our proposal; however, developments within the village boundary will be designed to offer commercial at grade. The height and density guidelines of the "Small Urban Village" designation are complimentary to that of our proposal.

An increase in density will also likely occur at both the Jubilee Village and the Stadacona Village as per the guidelines of the OCP. Jubilee Village is approximately 230m to the north of our proposal, and Stadacona Village is approximately 270m to the west, and the OCP establishes guidelines for these villages with heights of up to 6 storeys and densities up to approximately 2.5:1 FSR.

The area to the immediate south of our proposal is designated as Traditional Residential and as a result, is unlikely to see any significant change over the next 30 years.

Development Proposal

This proposal offers 24 strata-titled residential units in a 4 storey wood-frame building with one full level of below grade parking. The below grade parking provides 27 parking stalls (1.13 per unit) including three visitor parking stalls, a secure bicycle storage room with 28 stalls (1.17 per unit), and 28 individual secure storage lockers. Unit types and sizes range from an affordable 655 square foot one-bedroom plus den up to a 1,030 square foot two-bedroom plus den.

While revisiting the schematic design of the proposal we also considered a five storey option in order to step back the upper floors of the building, which would present a three storey primary street wall with the fourth and fifth floors stepped back. The objective was to provide some additional relief at the upper floors to ease the transition between our proposal and the residential neighbourhood to the south; however, in speaking with the Rockland Community Association and the neighbour to the immediate south of our proposal, the four storey option was preferred.

Architectural Approach & Design

Our architectural approach was largely influenced through the traditional and historic context of the Rockland Neighbourhood. We feel taking this direction not only provides a visually appealing design for this specific location but also reflects the sense of place of the neighbourhood and the character of Victoria as a whole.

The building's exterior is finished with a mix grey brick, smooth white stucco with aluminum reveals, and white paneling. The brick along the main level establishes a visual base for the building, while the white stucco along the upper level and down through the centre of each elevation reduces the appearance of the building's height and massing. We have also focused on creating a soft corner element in order to respond positively to the site's corner context: tall windows with white paneling carry up the entire curved corner feature to provide a transition between north and east elevations and an appropriate directional expression for the building's massing.



Perspective View Looking SE



Perspective View Looking SW

In addition to designing a contextual sensitive corner feature, we have ensured the building provides an articulated façade through reliefs, projections, and materiality. The balconies are partially recessed and are finished with white paneled columns, black aluminum bow-front railings, and an arbour detail on the upper balconies. These arbours have been utilized to reduce the massing of the upper floor through minimizing the height of the balcony's columns and stepping back the roofline. To further reduce the perceived height of the building, the balcony columns start at the second level and the undersides of the second level balconies feature white knee brackets, also serving to provide additional relief between the public streetscape and the building's façade. Further articulation in the building's façade is achieved through the design of a bay window centering the building on the main entrance on Oak Bay Avenue. This bay window also transitions the building's façade into the brick entry feature offering a strong sense of arrival for residents while visually connecting the building's main entrance to the streetscape.

PLANNING POLICIES & GUIDELINES

Official Community Plan

The Official Community Plan establishes an "Urban Place Designation" of "Urban Residential" for the subject site. This designation provides guidance for low-rise and mid-rise multi-unit buildings up to approximately six stories with a density of up to a total of approximately 2.0:1 FSR. The Urban Residential designation is further guided by Policy 6.23:

Generally support new development in areas designated as Urban Residential that seeks densities toward the upper end of the range identified in Figure 8 where the proposal significantly advances the objectives of this plan and is:

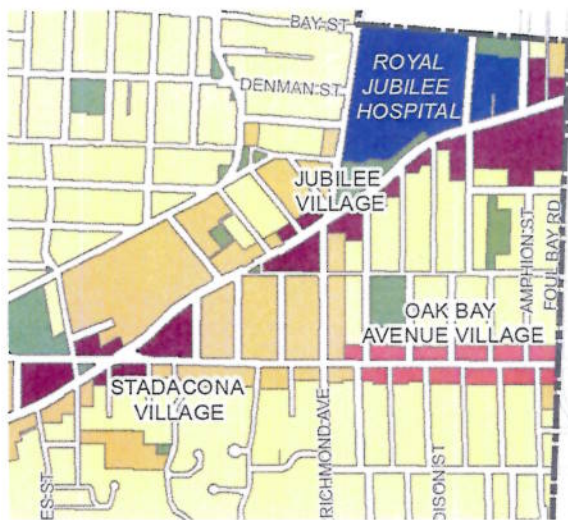
- *Within 200 metres of the Urban Core; or*
- *Within 200 metres of Town Centres of Large Urban Villages; or*
- *Along arterial or secondary arterial roads*

Relating to our proposed development, Oak Bay Avenue is designated as a "Secondary Arterial" road; as a result, our proposal is for a four storey building with a density of 2.0:1 FSR. While the OCP provides guidance for buildings up to six stories, we feel the proposal's immediate built form context of four stories is unlikely to change in the near future and four stories provides a sensitive contextual fit for the neighbourhood.

Advancement of OCP Objectives

The complete redesign of our proposal was taken on to ensure the objectives of the plan are advanced in a significant way. In particular, our comprehensive design approach focused on land management and development, transportation and mobility, and placemaking through urban design.

Our proposal is located within walking distance of two Large Urban Villages, being Jubilee Village and Stadacona Village. Both of these villages are within 300m of our proposal, and this will help meet the objective of having 40% of the anticipated 20,000 new residents over the next 30 years locate within close walking distance of Large Urban Villages (OCP Objective 6(a)).



OCP Map 2: Urban Place Designations



OCP Map 4: Street Classification

Our proposal will also help meet the increasing demand by downsizers for opportunities to age-in-place. Our site is situated within the Rockland neighbourhood and is also immediately adjacent to neighbourhoods of Jubilee and Gonzales. New multi-family developments are rare within these neighbourhoods and much of the existing inventory of condominium and apartment units is older; consequently, we feel offering a development that will meet the demand coming from downsizers is vital in maintaining a socially vibrant community.

Our proposal is located along a secondary arterial road, being Oak Bay Avenue, which is also identified as a "Frequent Transit" network with BC Transit's "Victoria Region 25 Year Transit Future Plan." This transit route connects the District of Oak Bay to the Downtown Core, and will offer increasing opportunities for local residents to take advantage of the public transit system. Oak Bay and Richmond Avenues are also identified as "Proposed Bikeways" for Victoria's Cycling Network, and to support the use and future growth of this network we will be providing 28 secure bicycle storage spaces for use by residents as well as a six stall bicycle rack next to the front entrance for use by visitors.

Lastly, while our proposal only forms a small portion of the Oak Bay Avenue Corridor's urban design, we feel our comprehensive design approach will enhance the public realm and this corridor's unique identity.

DPA 7A: Corridors (Oak Bay Avenue Corridor)

In conjunction with our Development Permit Application we have ensured our proposal responds to the relevant design guidelines for DPA 7A: Corridors:

- (i) Advisory Design Guidelines for Buildings, Signs, and Awnings (1981);
- (ii) Guidelines for Fences, Gates, and Shutters (2010); and,
- (iii) Oak Bay Avenue Design Guidelines (2001)

The surrounding multi-family buildings provide an appropriate context for our four-storey proposal; however, unlike the buildings on the other three corners of this intersection our design offers a more traditional siting by having the ground floor at grade instead of partially below grade. Through this design we are able to better engage the public realm. This engagement, between the private realm of residents and the public streetscape is enhanced through our main entry feature along Oak Bay Avenue and also the direct access from the sidewalk to private residential units. We have designed the entry feature to come right to the sidewalk offering a level of interaction with the public sidewalk, and four of the ground floor units offer direct connections which are attractively appointed with brick columns and light mounted posts to distinguish the entrances. The improved public realm also includes a sidewalk along Oak Bay Avenue that is now separated from the street to provide a level of comfort for pedestrians walking along this secondary arterial road. The setback of our building from the corner of the site, being immediately adjacent to the busy intersection, has also been considered in order to create a greater sense of open space from a pedestrian's perspective. The scale, or the proportions of our windows, doors, and balconies, were also considered as we tried to create a pedestrian friendly environment surrounding the building. The rhythm of windows, being relatively symmetrical and having a human scale to them, help to relate pedestrians walking by to the façade of the building.

The landscape plantings and design features also help bring the massing of the building down to a human scale. A black aluminum railing separated from the sidewalk with shrubs and set against more substantial plantings including new trees balances the transition from the building's façade into the public realm. The building's façade has also been treated with exterior materials to reduce the perceived massing of the building including brick detailing up to the third floor with a soft white stucco upper floor brought down to the first floor of the building throughout the centres of each façade. The bay window feature above the main entrance along Oak Bay Avenue also only carries up to the third floor, establishing a strong base for the building. The use of arbour detailing on the upper floor balconies provides additional relief, which in turn also articulates the building's roofline to add visual interest and human scaled elements at the upper floor.

How our building interacts with the public realm was a particularly important consideration we made when we redesigned this multi-family proposal. We feel through specific detailing not only on the building but also throughout the landscaping and within the city owned right-of-ways we have achieved a design that will be an asset to the community while providing an exemplary example for future redevelopment along this corridor.

Crime Prevention through Environmental Design (CPTED)

The design guidelines established through CPTED have been implemented in the design of our proposal. The natural surveillance opportunities throughout and surrounding our property will help to deter any unwanted activity. The ground floor dwelling units are located directly adjacent to one another and their relationship to the public streetscape will also help to foster neighbour-to-neighbour surveillance; and, the main entry feature along Oak Bay Avenue as well as the individual entrances at grade will all be well-lit at all times of day. The landscape design also reinforces the notion of territoriality through changes in the paving pattern from the sidewalk to private property and providing effective physical barriers such as hedges, gates, and fences.

CONCLUSION

While undergoing the planning and design of this revised proposal, careful consideration has been given towards not only the adjacent properties but also the neighbourhood as a whole. We feel we have met the intentions of the new Official Community Plan and have responded well to the design guidelines for this urban residential neighbourhood in a positive way. Our proposal will support the economic and social vibrancy of the surrounding villages while the quality of architecture and construction will ensure a long lasting asset for the neighbourhood: we are dedicated to building homes with uncompromising standards, and this project will be no different.

We have also been pleased to work with city planning and engineering staff on this revised proposal, and through the combined effort of the project team and city staff we are excited to be proceeding with their support.

Sincerely,



Mike Miller
President

"MADDISON"
1082 Richmond Avenue
 Victoria, BC



PROJECT TEAM

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 P: (250) 661-5492
 E: mjmoody@shaw.ca

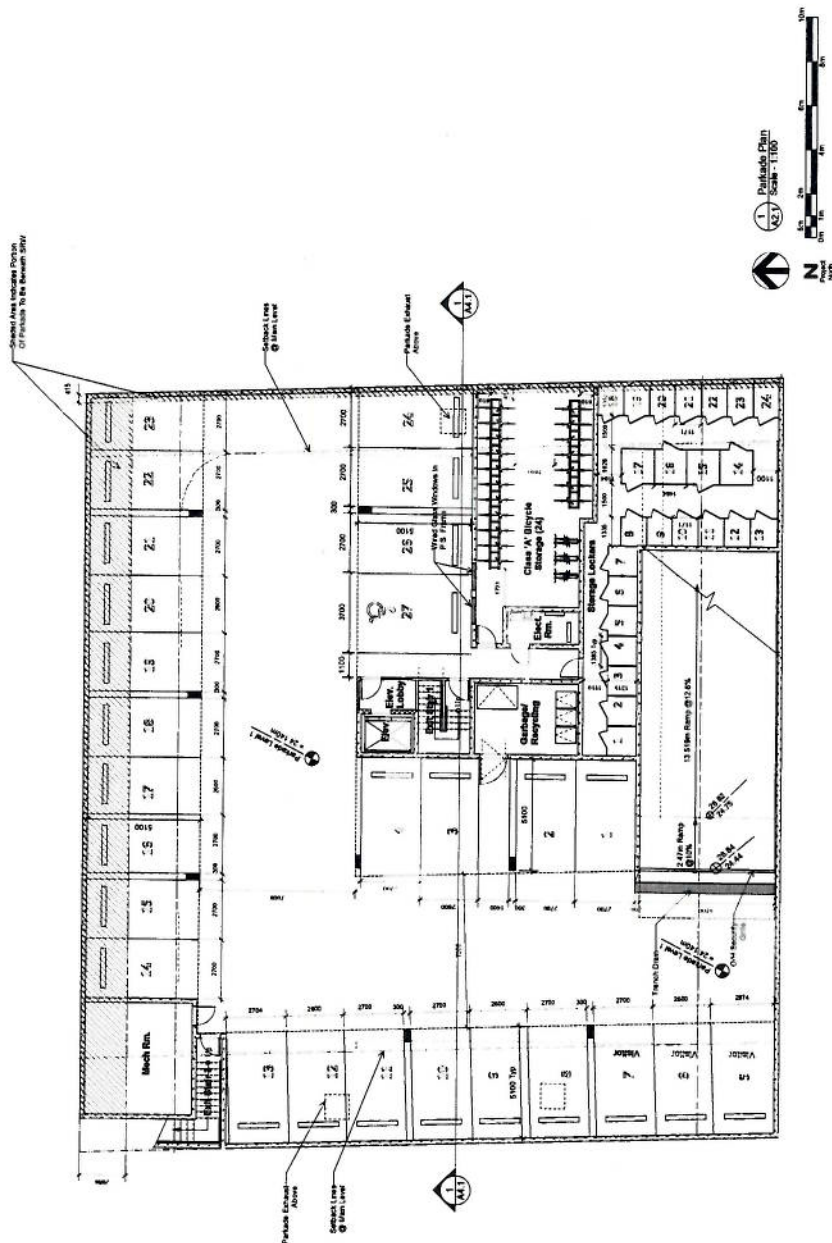
Landscape Architect
 Murdoch de Greeff Inc.
 200-524 Cuthbert Road
 Victoria, BC V8Z 1G1
 P: (250) 412-2891
 E: scott@mdidesign.ca

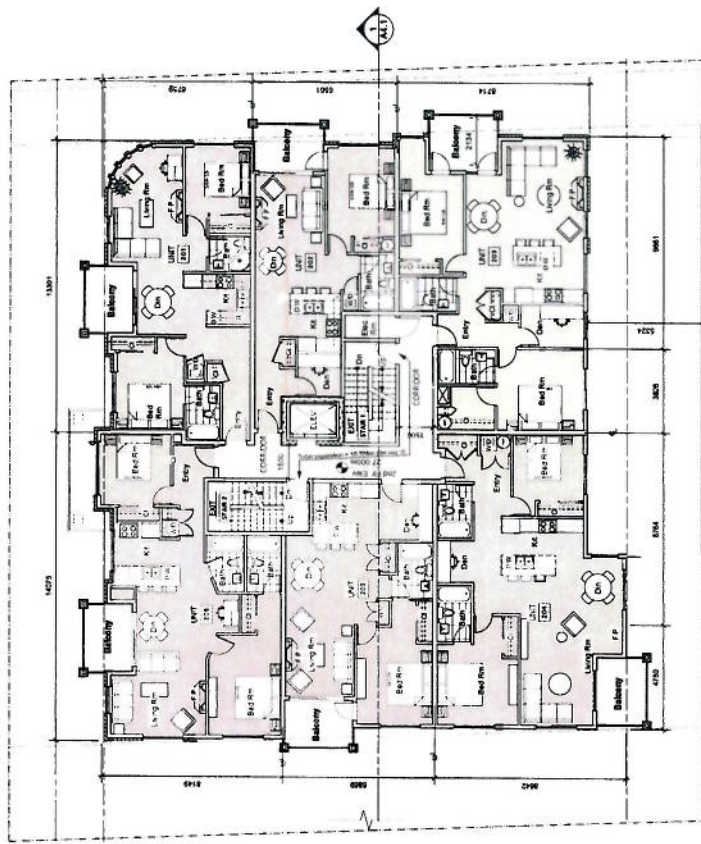
REZONING & DEVELOPMENT PERMIT APPLICATION

Original Submission: 01/11/2013
 Revised Submission: 05/13/2013
 Revised Submission: 03/10/2014
 Revised Submission: 06/20/2014

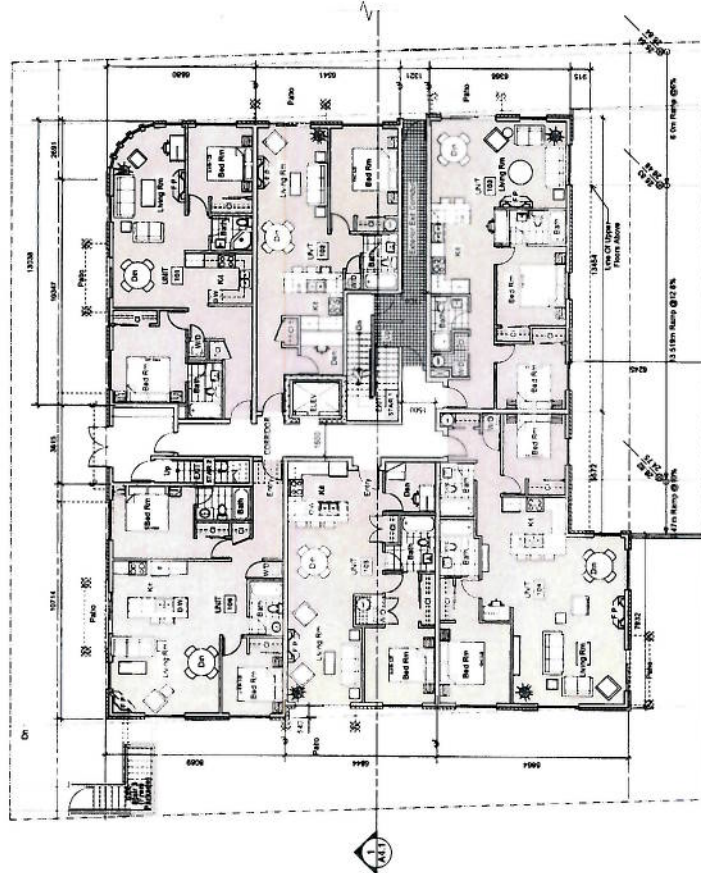
DRAWING LIST

A1.1 Site Plan and Project Data
 A2.1 Parkade Plan
 A2.2 Main and Second Level Floor Plans
 A2.3 Third and Fourth Level Floor Plans
 A3.1 Elevations – North and South
 A3.2 Elevations – East and West
 A4.1 Building Section and Roof Plan
 A5.1 Streetscapes
 A6.1 Renderings – Looking SW and SE
 A6.2 Renderings – Looking NW and Close-up of Entrance
 L1.1 Landscape Plan





2 Second Floor Plan
Scale: 1/100
Second Floor Gross Area (Excluding Balcony & Staircase)
514.47 sq. ft. (15,170 sq. ft.)



1 Main Floor Plan
Scale: 1/100
Main Floor Gross Area (Excluding Balcony & Staircase)
504.47 sq. ft. (15,170 sq. ft.)

LEVEL	TYPE	AREA (sq. ft.)	AREA (sq. m.)
L1	UNIT 101	878.50	81.16
L1	UNIT 102	698.50	64.48
L1	UNIT 103	758.50	70.11
L1	UNIT 104	1,023.86	94.84
L1	UNIT 105	788.54	72.84
L1	UNIT 106	882.40	81.37
L1	UNIT 107	1,023.86	94.84
L1	UNIT 108	882.40	81.37
L1	UNIT 109	788.54	72.84
L1	UNIT 110	878.50	81.16
L2	UNIT 201	1,023.86	94.84
L2	UNIT 202	1,023.86	94.84
L2	UNIT 203	1,023.86	94.84
L2	UNIT 204	1,023.86	94.84
L2	UNIT 205	1,023.86	94.84
L2	UNIT 206	1,023.86	94.84
L2	UNIT 207	1,023.86	94.84
L2	UNIT 208	1,023.86	94.84
L2	UNIT 209	1,023.86	94.84
L2	UNIT 210	1,023.86	94.84

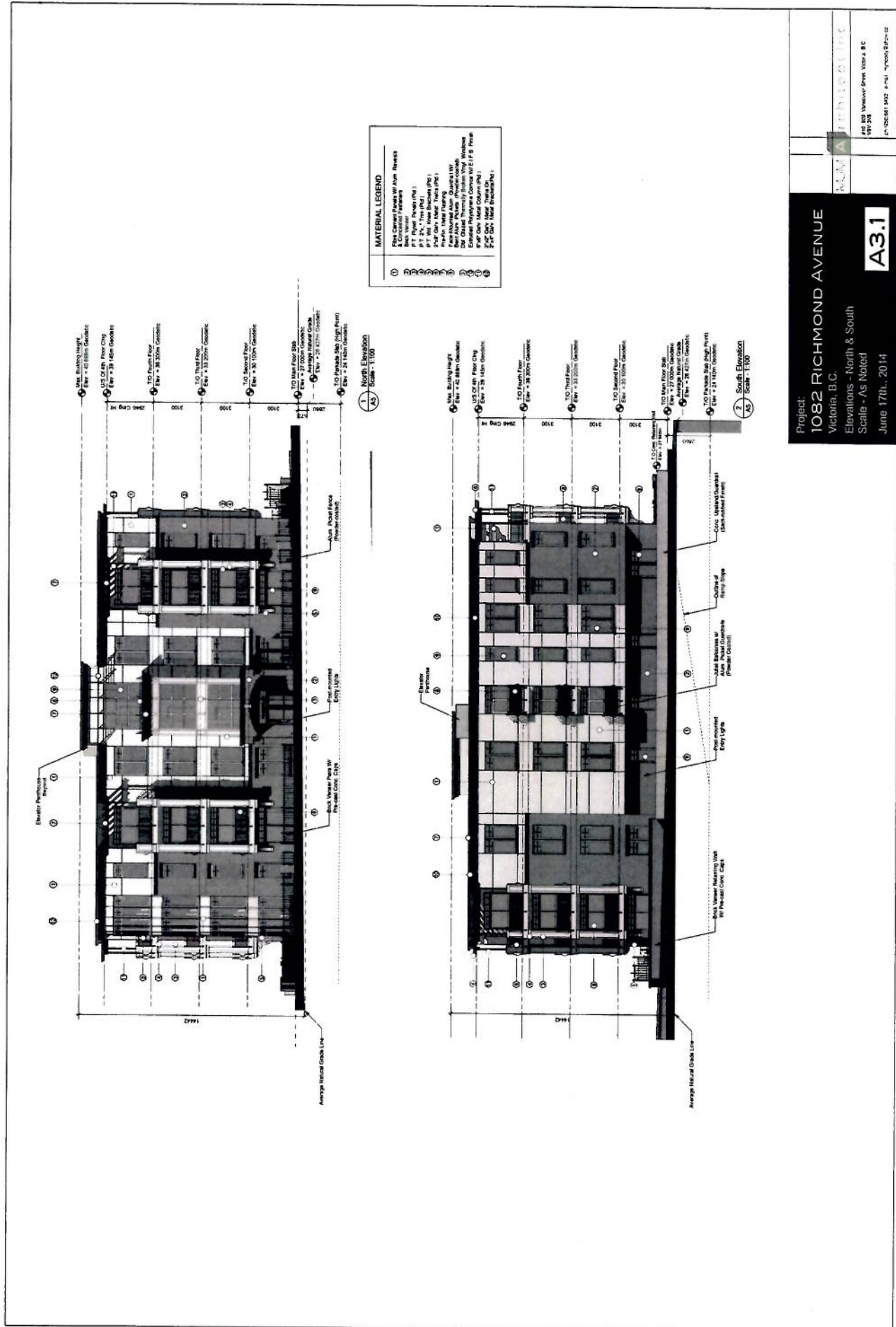
Project:
1082 RICHMOND AVENUE
Victoria, B.C.
Main & Second Level Floor Plans
Scale - As Noted
June 17th, 2014

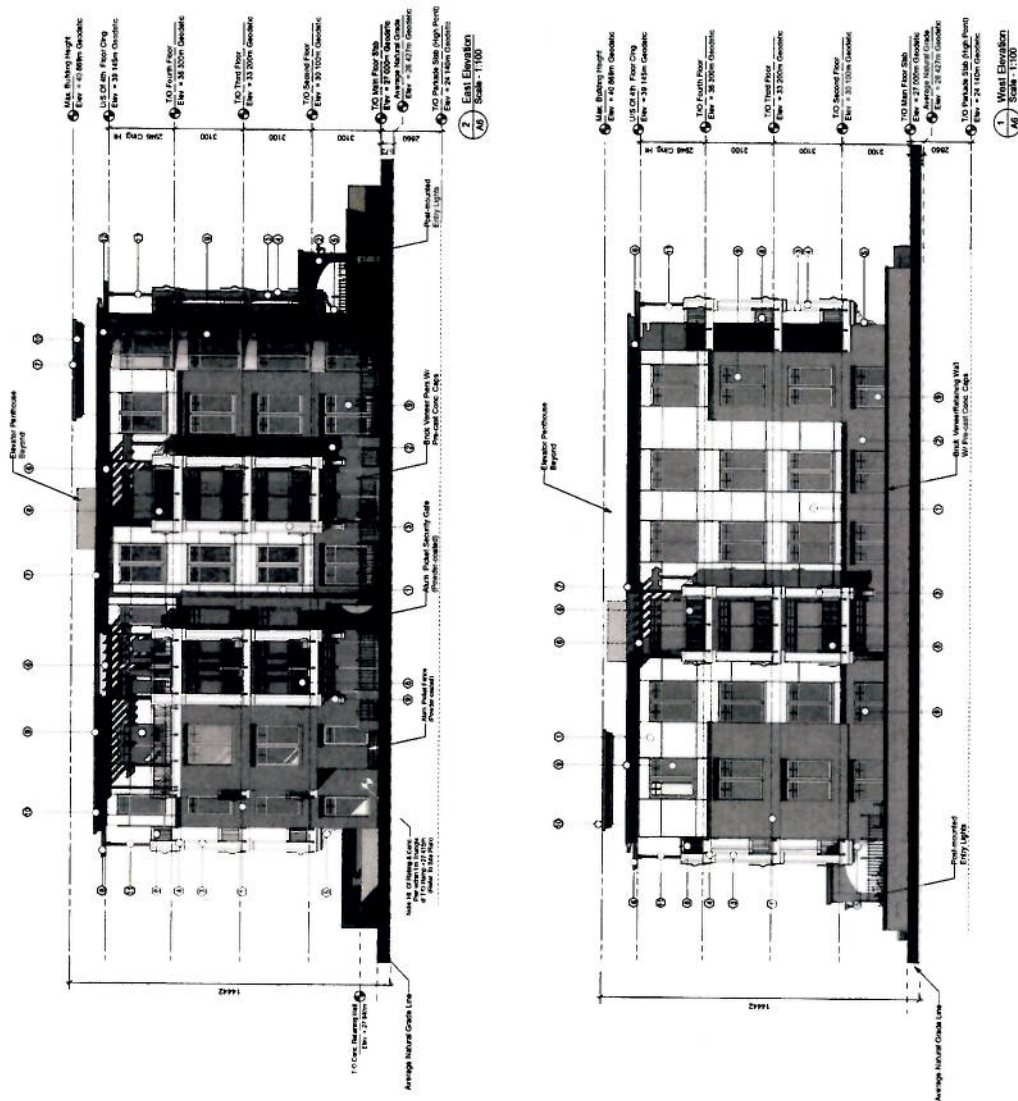
A2.2



LEVEL	UNIT NET AREA		
	TYPE	AREA (SQ. FT.)	AREA (SQ. M.)
L3	UNIT 301	850.50	77.15
	UNIT 302	655.10	60.86
	UNIT 303	1,028.38	95.54
	UNIT 304	1,032.48	95.92
	UNIT 305	700.48	65.07
L4	UNIT 401	812.68	75.13
	UNIT 402	855.10	79.28
	UNIT 403	972.02	90.25
	UNIT 404	1,032.48	95.92
	UNIT 405	700.48	65.07

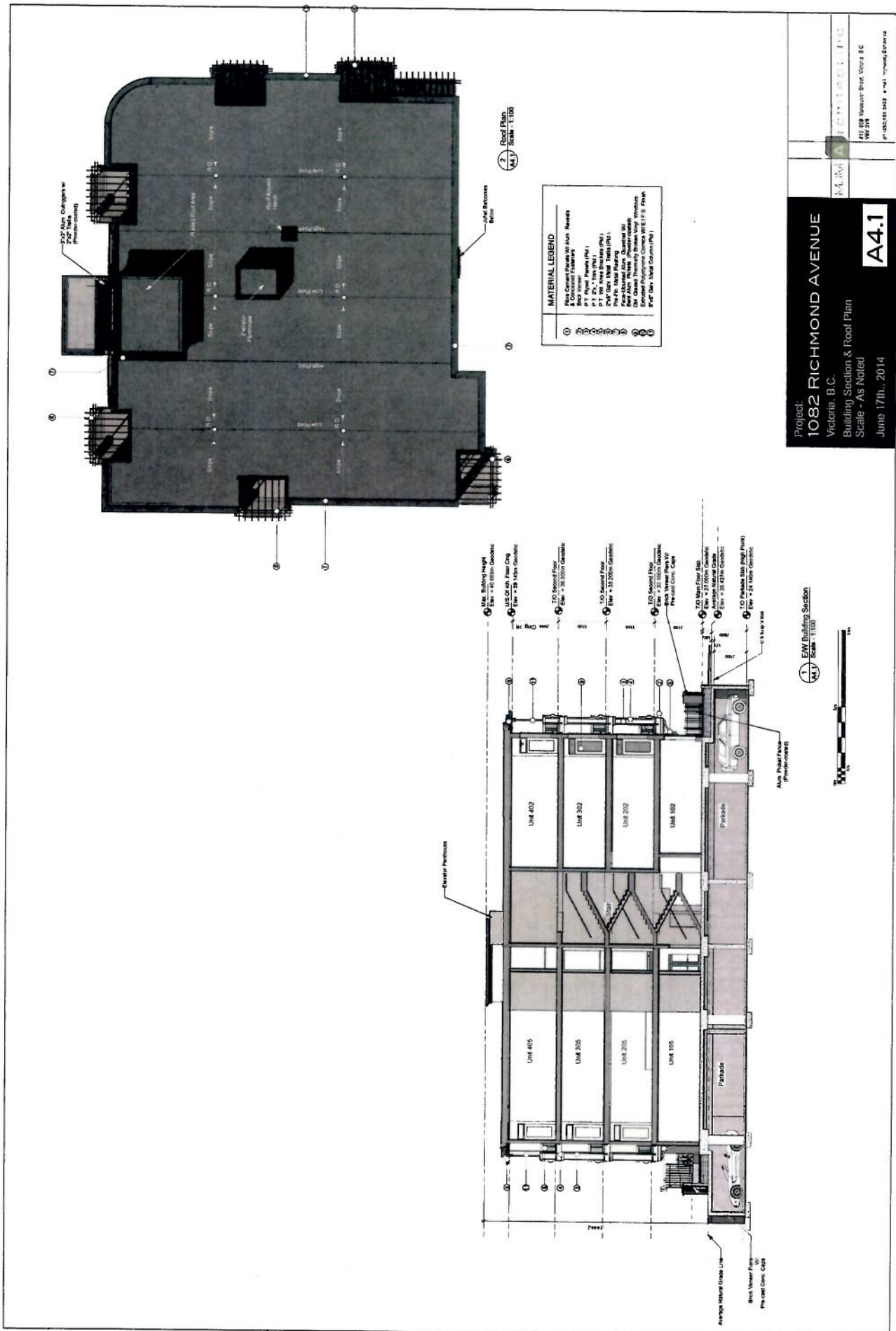


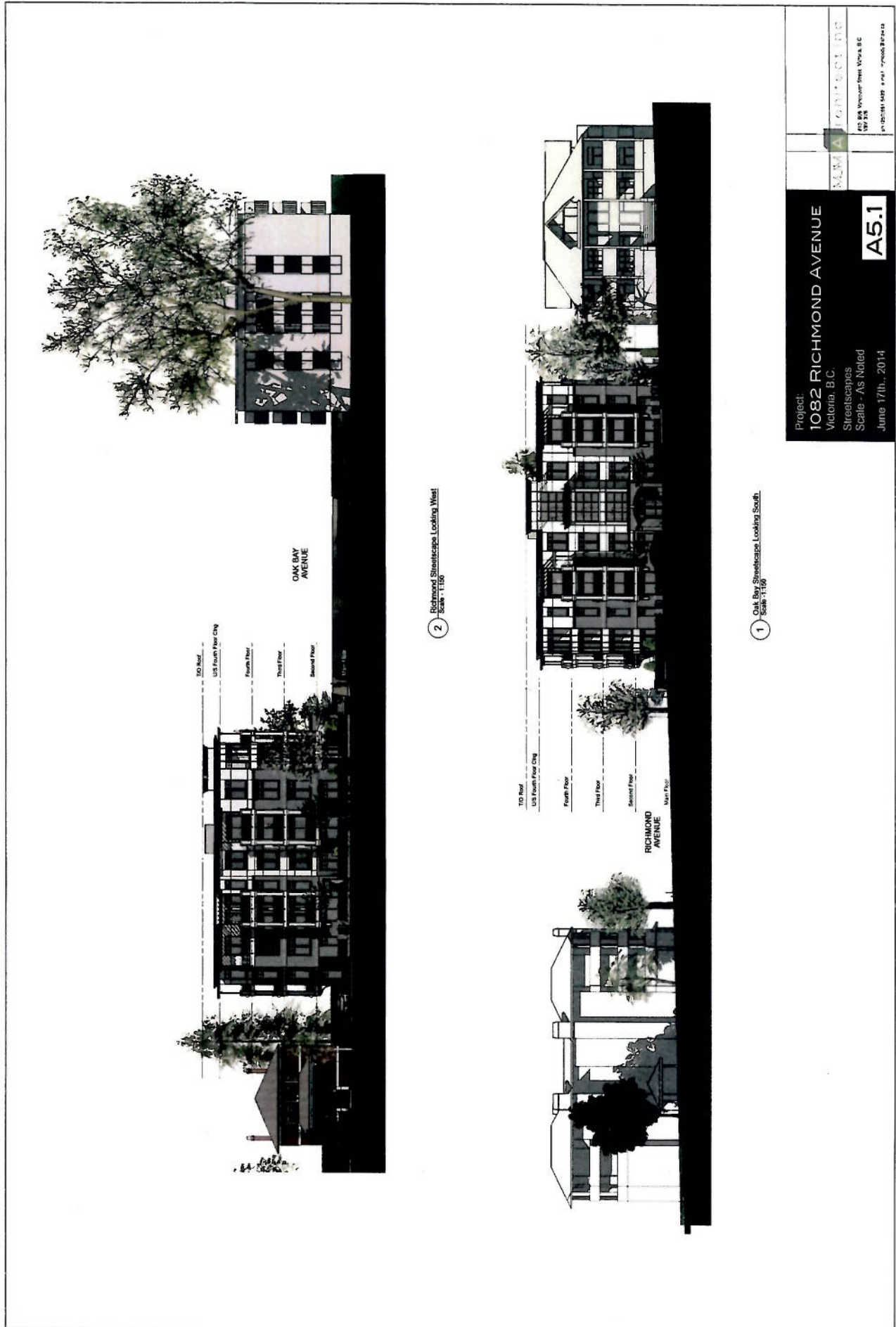




MATERIAL LEGEND	
1	Alloy General Purpose W/ Alum. Reinforce & Corrosion Resistance
2	PT Plastic Panels (P)
3	PT 2 1/2" x 1/2" (P)
4	PT W/ Alum. Reinforce (P)
5	2 1/2" Galv. Metal Trim (P)
6	Per-Fin Metal Flaming
7	Sea-Mounted Alum. General W/ Alum. Reinforce
8	Ball Alum. Pickets (P)
9	Quartz Thermal Shock W/ Wicks
10	Quartz Thermal Shock W/ W/ S. Pinner
11	2 1/2" Galv. Metal Cor. (P)
12	2 1/2" Galv. Metal Trim (P)
13	2 1/2" Galv. Metal Reinforce (P)

Project: **1082 RICHMOND AVENUE**
Victoria, B.C.
Elevations - West & East
Scale - As Noted
June 17th., 2014





Project:
1082 RICHMOND AVENUE
Victoria, B.C.
Streetscapes
Scale - As Noted
June 17th., 2014

A5.1

ALUM A PROJECT INC
4100 8th Avenue West, Victoria, B.C.
V8P 2K6
250.721.8428 or 250.721.8429





2 View Looking S.E. Across Oak Bay Ave.
NOT TO SCALE



1 View Looking S.W. Across Oak Bay Ave.
NOT TO SCALE

Project:
1082 RICHMOND AVENUE
Victoria, B.C.
Renderings
Scale - Not To Scale
May 21st., 2014

A6.1

MJM ARCHITECTURE
4120 15th Avenue, Suite 100, Victoria, B.C.
V8N 1M5
250.683.5422 www.mjmarchitect.com



2 View Looking North Down Richmond Ave
NOT TO SCALE

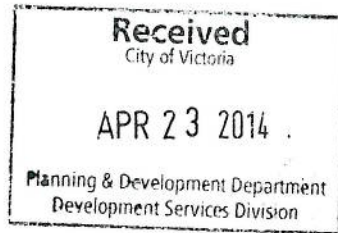


1 Close-up View Looking S.W. From Oak Bay Ave
NOT TO SCALE

Project:
1082 RICHMOND AVENUE
Victoria, B.C.
Renderings
Scale - Not To Scale
June 17th., 2014

A6.2

1082 Richmond Ave. Victoria, B.C.
412 528 7000 ext 200
www.mma.ca
MMA



Rockland Neighbourhood Association
Land Use Committee
c/o PO Box 5276 Station B
1625 Fort Street
Victoria BC V8R 6N4

April 16, 2014

Helen Cain, Senior Planner
Development Services
City of Victoria

re: Rezoning Development Permit Application
Revised Submission: 03/10/2014
1082 Richmond Avenue, Victoria, BC

Dear Helen:

In reviewing Abstract Developments letter of March 10, 2014 to Mayor and Council', several issues arise.

The letter states that the revised proposal has the support of staff. The RNA LUC understanding is that staff neither explicitly supports nor rejects proposals during development.

The letter frequently references the new Official Community Plan (OCP) The OCP is clear that new projects are to reference the Oak Bay Avenue Design Guidelines (2001) – 3 storeys, (OBDG2001)

This application is requesting a density of 2.0:1 FSR at the extreme upper end envisaged in the OCP. The OCP states total FSR in Urban Residential generally up to 1.2:1. and *toward* the upper end along arterial roads in strategic locations. Small Urban Villages and Large Urban Villages are generally up to 1.5:1. The property does not fall within the 200 meter Town Center/Urban Villages criteria. It is 500 meters from the Fort/Oak Bay intersection and 300 meters from the Fort/Richmond intersection. It does not seem a strategic location. Accepting a 2.0:1 FSR would establish an unfortunate precedent.

It is incorrect to say that in speaking with the Rockland Community Association the four storey option was preferred. The RNA LUC was presented with two options; architects renderings only, of four and five storey with no supporting plans. Because of the lack of supporting documentation and a reasonable opportunity to review the plans beforehand we declined to partake in any discussion.

Multi Family dwellings are not rare in the Rockland neighbourhood. The RNA understands that 70% of our area population are renters and almost all in multi family Down sizing is not an objective outlined in the OCP. Further, the Rockland neighbourhood already absorbs increased density in the form of new attached, semi attached housing, condominimized housing and garden suites.

The proposal does not address the concerns outlined in the August 26, 2013 Planning and Land Use Standing Committee Report, Rezoning Application #00388.

The plan exceeds the density of 1.2:1 FSR envisioned in Urban Residential area and the justification remains the same. The plan greatly exceeds the previous 1.59:1 FSR which was previously turned down and no new justification for density lift is given. Nor is the requirement for justification acknowledged.

The southerly exposure remains the same and complies with neither DPA 7A objectives for a transition to lower-scale residential areas and relevant guidelines nor the issue consistently reiterated in the Committee Report.

There is no land lift analysis to justify any increase in density that exceeds the R3-A2 zone – 3 storey limitation.

There is no provision of a community amenity contribution in the new proposal.

In conjunction with the (OBDG2001) it should be noted that the City initiated rezoning of this property to the R3-A2 Zone – 3 storey - in response to the Rockland Neighbourhood Plan (RNP). The proposed plan is still inconsistent with the OCP and the RNP and the previous PLUC recommendations.

In addition the RNA LUC would note that with the minimal 4.287m. setback there is a significant impact in privacy and shading to residents of the condo immediately to the west or adjacent to the rear yard. Further there is now a parkade exhaust fan adjacent to the neighbours.

The 57.7% site coverage is far in excess of the current 33.33% zoned site coverage and is totally inconsistent with the RNP for retaining green space and the recent City Integrated Waste Water initiative for on site storm water retention.

Regards;

A handwritten signature in black ink, appearing to read 'Bob June', followed by a horizontal line.

Bob June, Chair
RNA LUC



ROCKLAND NEIGHBOURHOOD ASSOCIATION

November 22, 2013

Ms. Helen Cain, Senior Planner
Development Services
City of Victoria

Dear Helen:

The RNA wishes to be on record as opposed to any proposal to 1082 Richmond Avenue that is in excess of 1.2:1 FSR and 40% site coverage.

While located on arterial roads, 1082 Richmond is an exceptionally small lot of 1067 sq. m., only slightly above the 920 sq. m. minimum lot size required by R3-A2 zoning.

Any building larger than 1.2:1 FSR will conflict with the OCP DPA 7A stated goal "to ensure corridors are compatible with adjacent and nearby lower density neighbourhoods through human scaled urban design and a sensitive transition in building form and place character."

The preliminary project we have been presented with references a 2:1 FSR and four or five storeys. This is in direct conflict with the 3-storey guideline of the Oak Bay Avenue Land Use and Design Guidelines (2001) and the R3-A2 Low Profile Multiple Dwelling District, to which the OCP directs special attention.

The RNA requests that this rezoning proposal be halted until an agreement can be reached on suitable FSR and that an amenities package for any uplift over the current zoned density be determined.

Sincerely,

A handwritten signature in dark ink, appearing to read 'J. Simpson', is written over a light blue horizontal line.

Janet Simpson, President
Rockland Neighbourhood Association

c.c. Ben Isitt



Planning and Land Use Standing Committee Report

Date: August 26, 2013 **From:** Helen Cain, Senior Planner, Development Services
Subject: Rezoning Application #00388 and Development Permit Application #000298 for 1082 Richmond Avenue - Application to rezone from the R3-A2 Zone to a new zone to increase the density and height and permit the construction of a new four-storey apartment building

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and Development Permit Application for the property located at 1082 Richmond Avenue. The property is located in the R3-A2 Zone (Low Profile Multiple Dwelling District) which permits a maximum density of 1:1 floor space ratio (FSR) for a multiple dwelling without underground parking. The applicant proposes to rezone the land to increase the density to 1:59:1 FSR and to construct a four-storey apartment building with surface parking.

The following points were considered in assessing these applications:

- 1082 Richmond Avenue is a corner lot at the intersection of Richmond Avenue and Oak Bay Avenue, where the latter is a secondary arterial road.
 - The *Official Community Plan 2012 (OCP)* designates the property as Urban Residential where the envisioned density is generally up to 1.2:1 floor space ratio (FSR), but sites along arterial or secondary arterial roads are eligible for additional density up to 2:1 FSR for new development that "significantly advances plan objectives".
 - The proposed development exceeds the density of 1.2:1 FSR envisioned in Urban Residential areas and the applicant has not provided an adequate justification for additional density of 0.39:1 FSR.
- Development and construction of the apartment building is subject to Development Permit 7A - Corridors objectives and the *Oak Bay Avenue Design Guidelines 1987*.
 - The proposed design does not adequately comply with DPA 7A objectives for a transition to lower-scale residential areas and relevant guidelines.
- The proposal includes a driveway across Oak Bay Avenue. This is contrary to the *Highway Access Bylaw, 1991*, requirement to locate a driveway on a corner lot on the lesser street classification. For the subject site, the latter is Richmond Avenue.
- A previous Development Permit issued in 2009 for the subject property expired in 2011.

Staff recommend that these applications be declined as presented. Should Council wish to postpone the consideration of the proposal, the plans must relocate the driveway on Oak Bay Avenue to Richmond Avenue to legally comply with the *Highway Access Bylaw, 1991*. However, the applicant has advised staff this is not feasible with the current density and design. The applicant should also provide a land lift analysis to justify any increase in density that exceeds the R3-A2 Zone entitlements and that exceeds the maximum of 1.2:1 FSR in the OCP for Urban Residential areas, in addition to providing overall changes to site planning and design.

Should Council wish to consider a proposal with significant changes, the applicant is willing to reconsider and revise the Rezoning Application and Development Permit Application.

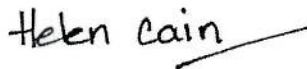
Planning and Land Use Standing Committee
Rezoning Application #00388 and Development Permit Application #000298

August 26, 2013
Page 2 of 9

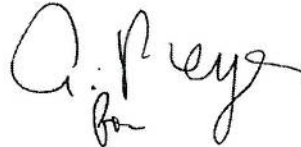
Recommendation

That Council decline this Rezoning Application and Development Permit Application.

Respectfully submitted,



Helen Cain
Senior Planner
Development Services



Deb Day
Director
Planning and Development

Report accepted and recommended by the City Manager:


per Jocelyn Jenkyns

HC:aw

S:\TEMPEST_ATTACHMENTS\PROSPERO\PL\REZ\REZ00388\PLUSC REPORT_RICHMOND AVENUE_AUGUST
15_2013.DOC

1. Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and Development Permit Application for the property located at 1082 Richmond Avenue. These applications involve an increase in density and height and the design of a new, four-storey apartment building.

2. Background

2.1 Relevant History

In September 2009, Council authorized the issuance of a Development Permit with Variances for the subject site to construct a 21-unit apartment building. This proposal complied with the R1-A2 Zone (Low Profile Multiple Dwelling District) standards except for height, site coverage, front, rear and side setbacks and location of a vehicle parking space. To facilitate the site redevelopment, an existing house at 1082 Richmond Avenue was relocated to 1004-1022 Pemberton Road. However, the applicant, Abstract Developments Inc., did not substantially start any new construction. In accordance with the *Local Government Act* Section 926(1), this previous Development Permit expired after a two-year period of inactivity in September 2011. It should be further noted that the expired Development Permit included a site plan where the full movement driveway was located on Oak Bay Avenue. At the time of the 2009 application, a mature tree on Richmond Avenue impeded the siting of a driveway across that road. The tree has since been removed from the property.

2.2 Description of Proposal

The applicant proposes to rezone the property at 1082 Richmond Avenue to permit increased density from the maximum of 1:1 FSR in the R3-A2 Zone (Low Profile Multiple Dwelling) to 1.59:1 FSR and to develop a four-storey, 21-unit apartment building that will be strata titled.

The site plan, architecture and landscape of the proposal include the following features and details:

- full movement driveway (i.e. vehicle access and egress) across Oak Bay Avenue
- reduced parking standard from 29 to 19 vehicle parking spaces
- cantilevered building form, over surface parking, on front elevation
- siding and trim: alternating mix of hardiepanel (horizontal) and board and batten (vertical), with wooden, built-up barge board and pre-finished wooden finial
- windows, doors and balconies: wood trim around windows and doorways, metal doors and wooden balcony hand rail system
- perimeter fence: rock wall with wrought iron detail
- hardscape: mix of permeable and non-permeable, textures and colours and include paving stone paths to private patios on Oak Bay Avenue elevation
- trees and plantings: new street trees and mix of shrubs and lawns.

2.2 Land Use Context

The property is located at the corner of Richmond Avenue and Oak Bay Avenue where the latter is a secondary arterial road. Richmond Avenue to the south is low density with primarily one-to-two storey houses. The Oak Bay Avenue corridor has primarily low-rise apartment forms and clusters of commercial and public-facility uses in Stadacona Centre and along Oak Bay Avenue,

within walking distance of the subject site. Land use density and housing forms that respond to the context of low-rise apartments on Oak Bay Avenue, and that provide visual transition to the surrounding single-family dwellings on Richmond Avenue, are well-suited to this location.

The immediate land use context is low-density residential uses, specifically:

- parcels to the north, west and east are R3-2 Zone (Multiple Dwelling District).
- parcels to the south are R1-B Zone (Single Family Dwelling District).

2.3 Community Consultation

The applicant consulted with the Rockland Community Association on November 7, 2012. Letters from the Land Use Committee are attached to this report.

2.4 Existing Site Development and Development Potential

The data table below compares the proposal with the R3-A2 Zone (Low Profile Multiple Dwelling District). A single asterisk (*) is used to show where the proposal is less stringent than the zoning standards.

Zoning Criteria	Proposal	Zone Standard R3-A2
Site area (m ²) – minimum	1087	920
Total floor area (m ²) – maximum	1730.37*	1087
Density (Floor Space Ratio) – maximum	1.59:1*	1:1
Lot width (m) – minimum	31.41	n/a
Height (m) – maximum	15.026*	10.7
Storeys - maximum	4*	3
Site coverage (%) – maximum	52.9*	33.3
Open site space (%) – minimum	27.99*	30
Setbacks (m) – minimum		
Front (east) – Richmond Ave	3.21* (building)	7.51
Rear (west)	4.86* (building)	10.5
Side (north) – Oak Bay Ave	4.97* (building)	7.51
Side (south)	4.90* (building)	7.51
Landscape strip (m) – minimum	Nil – West*	0.6
– surface parking	Nil – South*	
Vehicle parking	19*	29
Bicycle rack	6	6
Bicycle storage	21	21

2.5 Legal Description

Lot 1, Section 74, Victoria District, Plan 2094.

2.6 Consistency with Policy

2.6.1 Regional Growth Strategy

The proposal contributes to the Regional Growth Strategy goal by adding to the supply of housing within the boundaries of the City.

2.6.2 Official Community Plan, 2012

In the *Official Community Plan 2012* (OCP), the property at 1082 Richmond Avenue is designated Urban Residential. It is located at the corner of Richmond Avenue and Oak Bay Avenue, where this is a secondary arterial road with envisioned density of generally up to 1.2:1 FSR, and extra density up to approximately 2:1 FSR, "may be considered in strategic locations for the advancement of plan objectives" in accordance with Policy 6.23 that states:

6.23 Generally support new development in areas designated Urban Residential that seeks densities toward the upper end of the range identified in Figure 8 where the proposal significantly advances the objectives in this plan and is:

6.23.1 within 200 metres of the Urban Core; or

6.23.2 within 200 metres of Town Centres or Large Urban Villages, or

6.23.3 along arterial or secondary arterial roads.

Given that 1082 Richmond Avenue is a corner lot along a secondary arterial, a proposal for residential intensification in this location in excess of the base density of 1.2:1 FSR may be considered. However, any development that seeks a higher density should include features that will advance the OCP in a significant way such as a provision of community amenity contributions.

In accordance with the OCP, the construction of the four-storey apartment building is subject to DPA 7A Corridors, where the objectives include:

4 (d) To ensure corridors are compatible with adjacent and nearby lower density residential neighbourhoods through human-scaled urban design and a sensitive transition in building form and place character.

The proposed development for 1082 Richmond Avenue does not adequately address DPA 7A objectives for human-scale design and transition to a lower-density residential context.

2.6.3 Rockland Neighbourhood Plan, 1987

Policies in the *Rockland Neighbourhood Plan*, 1987, apply to the subject property and include:

2.1.10 The scale of the next generation of apartments along Fort Street and Oak Bay Avenue should be related to the residential properties to the south.

3.2.2 *Rezone from R3-2, Multiple Dwelling District to R3-A2, Low Profile Multiple Dwelling District properties on Oak Bay Avenue between Oak Bay Junction and Richmond Avenue to reduce size and height of future development (3 storeys).*

It should be noted that, in the past, the City initiated the rezoning of this property to the R3-A2 Zone (Low Profile Multiple Dwelling District) in response to Policy 3.2.2 of the *Rockland Neighbourhood Plan*.

Although the proposal to rezone to a four-storey building at 1082 Richmond Avenue would result in a higher building than envisioned in the local area plan, the property is located on a secondary arterial road, which the OCP identifies as a strategic location for population growth. However, the proposed design is inconsistent with the OCP and *Rockland Neighbourhood Plan* policies with respect to providing a sensitive transition to the residential properties on Richmond Avenue.

2.6.4 Highway Access Bylaw, 1991

All applicants must comply with the *Highway Access Bylaw, 1991*, which specifies requirements for the development of land parcels that are located at the corner of two roadways:

12. *The driveway crossings for all corner lots shall be*
 - (a) *located at least 8.0 m from the point of intersection of those street boundaries of the lot which are adjacent to the intersection; and*
 - (b) *sited on the highway having the more minor street classification*

In the case of the subject site, Richmond Avenue is the lesser street. For legal compliance with the *Highway Access Bylaw*, any development at 1082 Richmond Avenue must have a driveway that crosses Richmond Avenue and not Oak Bay Avenue.

2.7 Consistency with Design Guidelines

Given the proposal is subject to review under DPA 7A Corridors, the apartment form, massing, character, exterior materials and landscaping details of the proposed development are reviewed and regulated in relation to the *Oak Bay Avenue Land Use and Design Guidelines 1983*. These include guidance for building height, materials, features and setbacks, as well as signage.

The proposed design of the apartment building has some architectural features, such as roof gables, and some "traditional" exterior materials, such as the barge and board siding, that are consistent with the relevant Guidelines. However, the large rectangular form with a street face that is not set back from the street on an upper storey will create a massing that lacks human-scale. Furthermore, the resulting bulkiness will not provide a sensitive transition to the single-family dwellings to the south on Richmond Avenue.

3. Issues

The main outstanding issues related to these applications are:

- increased density within Urban Residential areas
- driveway across Oak Bay Avenue
- option for revised applications.

4. Analysis

4.1 Increased Density within Urban Residential Areas

The OCP states that new development along secondary arterial roads may exceed the maximum density of 1.2:1 FSR prescribed for Urban Residential areas with extra density up to 2.0:1 FSR where a proposal includes features that "significantly advance" the OCP objectives. For instance, the contribution of a public amenity may justify extra density above 1.2:1 FSR. The proposed development for 1082 Richmond Avenue has a density of 1.59:1 FSR. It includes some support for sustainable transportation objectives, through parking for electric bicycles and scooters, and the applicant has identified an intention to provide high-quality design that will contribute to placemaking. However, the proposed design does not adequately comply with DPA 7A objectives and guidelines and requires significant changes. Given the applicant for 1082 Richmond Avenue has not provided adequate justification for increased density, based on OCP policy, this proposal is not supportable as currently presented.

Should Council wish to approve these applications, the applicant should justify the proposed land lift from the base density ceiling of 1.2:1 FSR envisioned in the OCP for Urban Residential areas to permit a new development with surface parking with increased density of 1.59:1 FSR. Also, a Section 219 Covenant for sewage attenuation is required for infrastructure improvements to support the increased density.

4.2 Driveway across Oak Bay Avenue

The *Highway Access Bylaw, 1991*, requires a driveway crossing to be located on the lesser classified roadway (i.e. Richmond Avenue) where a corner lot has multiple frontages. At the time of the previously issued Development Permit in 2009, the mature tree on Richmond Avenue prevented the location of a driveway across this frontage. Given the mature tree has since been removed, there are no extenuating circumstances that would support allowing a proposed driveway on Oak Bay Avenue.

In order to meet Engineering standards and comply with the *Highway Access Bylaw, 1991*, legal requirements, the proposal must be revised to have a driveway across Richmond Avenue. However, the applicant has noted that this is not feasible with this current design.

4.3 Option for Revised Applications

As stated in a letter attached to this report, should Council wish to postpone the consideration of the proposed development subject to overall changes, the applicant is willing to reconsider and revise the Rezoning Application and Development Permit Application.

A different design may be supportable with a new site plan and design that creates a positive street presence on Oak Bay Avenue and Richmond Avenue through comprehensive revisions to form, massing and character including the exterior materials.

Potential changes to the design should include achievement of the following outcomes:

- required relocation of the driveway from Oak Bay Avenue to Richmond Avenue
- positive street presence along the two frontages through
 - overall architectural composition with particular attention to the lower levels of the street faces and architectural openings (e.g. entrances to each street)

- remove the cantilevered form and surface parking visible from Oak Bay Avenue and provide underground parking
- sensitive transition to lower-scale residential buildings through massing proportions
- high-quality design through choice of exterior finishes.

The applicant has provided a letter dated August 22, 2013, that outlines the potential revisions to the Rezoning Application and Development Permit Application that could be made to the proposal. A motion for Council to postpone consideration of these applications, subject to a redesigned site plan and apartment building, is identified in "Section 6 - Options" of this report.

5. Resource Impacts

There are no resource impacts that are anticipated to be associated with this proposal.

6. Options

Option 1 (Staff Recommendation)

That Council decline these applications.

Option 2

That Council table the consideration of Rezoning Application #00388, subject to the City receiving revised plans for the proposal, addressing:

1. Provision of a land lift analysis that justifies any increase in density that exceeds the 1.2:1 floor space ratio.
2. Relocation of the driveway from Oak Bay Avenue to Richmond Avenue.
3. A new site plan and architectural, landscape and urban design that create a positive street presence on Oak Bay Avenue and Richmond Avenue and sensitive transition to low-scale buildings along Richmond Avenue.

7. Conclusions

The rezoning proposal for a new, low-rise apartment with a density of 1.59:1 FSR at 1082 Richmond Avenue exceeds the maximum density of 1.2:1 FSR that the OCP prescribes for new development on secondary arterials in Urban Residential areas. For extra density up to 2:1 FSR, the proposal should include features that will significantly advance OCP objectives. The applicant has not provided an adequate justification for the proposed density lift of 0.39:1 FSR based on planning policy and the design does not adequately comply with OCP objectives for DPA 7A Corridors and the relevant guidelines. In addition, the proposed development is contrary to the *Highway Access Bylaw, 1991* with respect to the location of a driveway across Oak Bay Avenue. The driveway must be moved to Richmond Avenue for legal compliance and this revision will have significant implications for the site plan and overall architectural program.

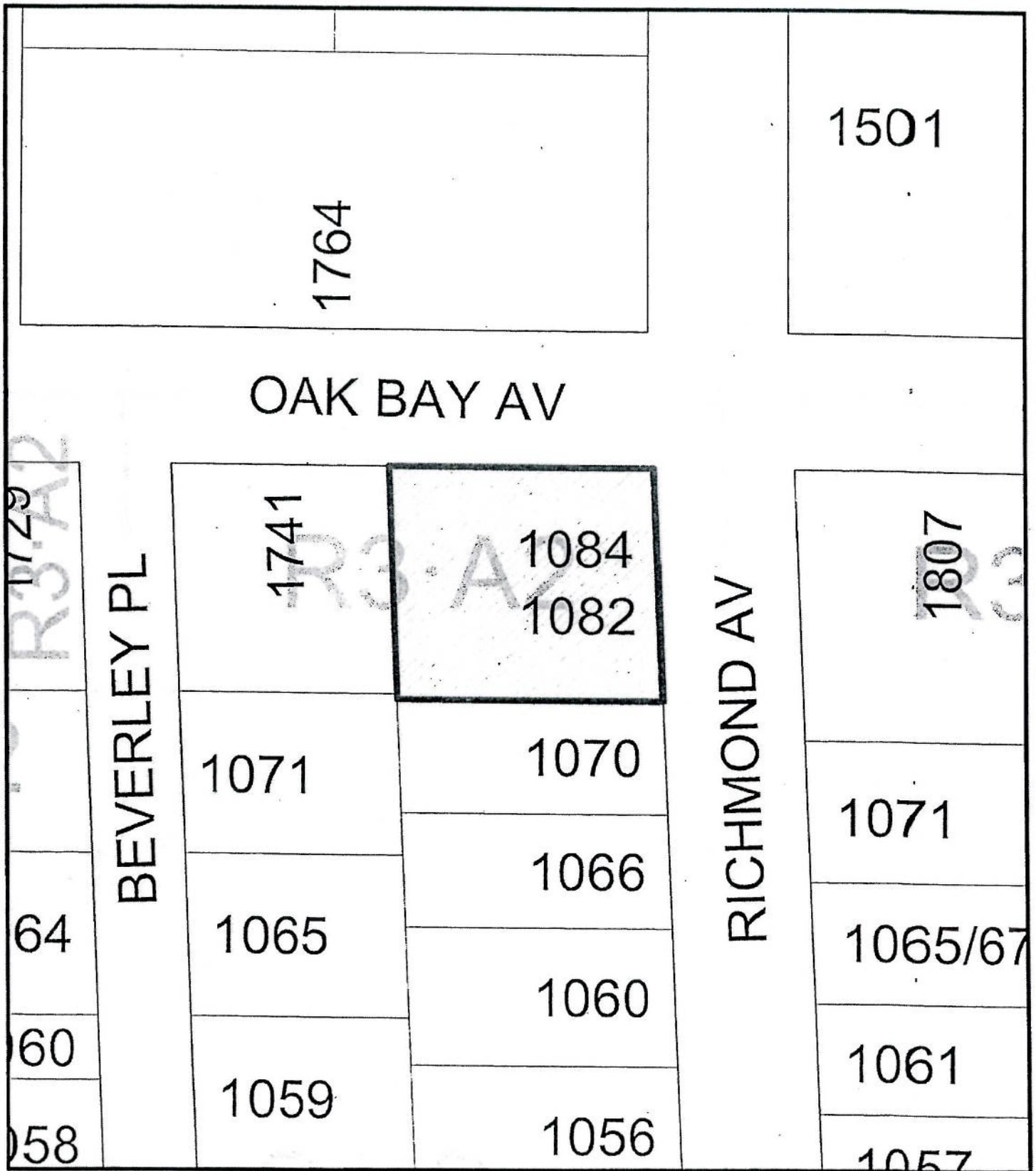
Staff recommend that these applications be declined as presented. However, the applicant is willing to revise the Rezoning Application and Development Permit Application to better respond to staff concerns with respect to relocation of the driveway and to create a positive street presence on both frontages and a transition to houses on Richmond Avenue.

8. Recommendation

That Council decline this Rezoning Application and Development Permit Application.

9. List of Attachments

- Zoning map
- Aerial photo
- Letters from Abstract Development Inc., stamped August 22, 2013, May 13, 2013 and January 11, 2013
- Revised plans for Rezoning Application #00388 and Development Permit Application #00298, stamped May 13, 2013
- Letters from Rockland Community Association, dated December 13, 2012, and January 28, 2013.

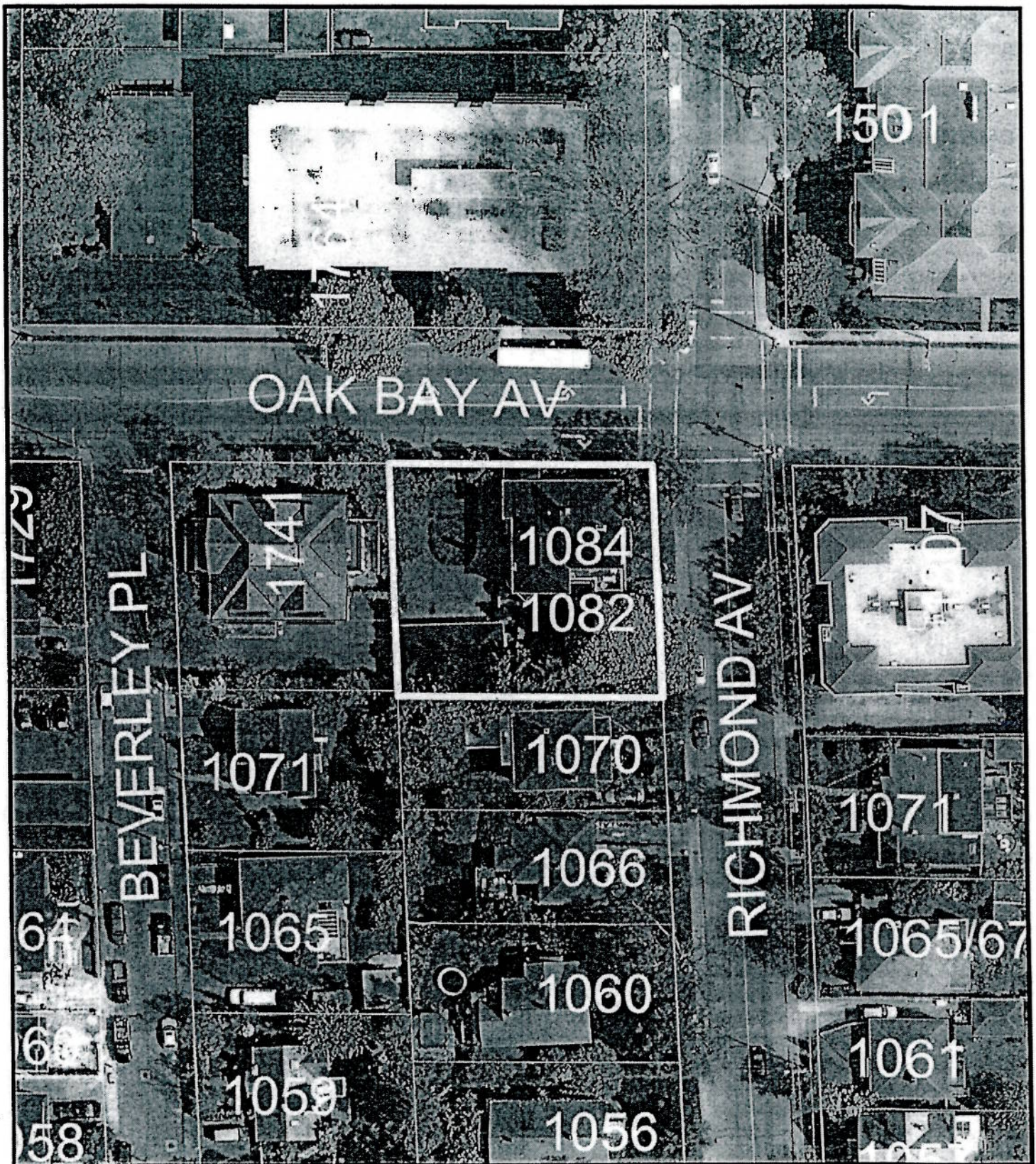


1082/1084 Richmond Avenue

Rezoning #00388

Bylaw #





1082/1084 Richmond Avenue

Rezoning #00388

Bylaw #





August 22, 2013

City of Victoria
No. 1 Centennial Square
Victoria, BC V8W 1P6

Attn: Mayor and Members of Council

Re: Revised Rezoning and Development Permit Application
1082 Richmond Avenue, Victoria, BC

Dear Mayor and Members of Council,

Abstract Developments Inc. is pleased to be submitting a Rezoning and Development Permit Application for the property located at 1082 Richmond Avenue. Further to the initial Rezoning and Development Permit Application submitted on January 11, 2013 and the first Application Review Summary received on February 13, 2013, this revised application responds to all departments' comments made within the Application Review Summary dated June 12, 2013. Included in this revised letter, and for simplicity, is an appendix outlining how each specific comment has been addressed.

ALTERNATIVE APPLICATION

As an alternative to the current Rezoning and Development Permit Application outlined herein, and as per recommendations from planning staff, we would be willing to proceed with a completely revised Rezoning and Development Permit Application as a result of unforeseen circumstances. These unforeseen circumstances arose nine (9) months after the current the Rezoning and DP Application was submitted; consequently, it is not feasible to revise the application as per staff's comments without compromising the integrity of the design and how the building interacts with the streetscape.

In order to accommodate the completely revised application, we are requesting that the revised application proceed on an expedited basis and without the provision for an economic land lift analysis. In turn, the revised application will present a completely redesigned proposal with a maximum density of 2.0:1 FSR while maintaining the height at the currently proposed 4 storeys, both of which are in keeping with the policies of the Official Community Plan. The building will also be design to be at grade, consistent with the existing application. All comments provided from staff to date will be incorporated into the revised application, including:

- Design the proposal to allow for the driveway access to come off of Richmond Avenue to comply with the Highway Access Bylaw;
- A more sensitive transition from our proposal into the Traditional Residential neighbourhood to the south;
- Design the corner element of the proposal to present a softer interaction with the streetscape;
- Design a more prominent entrance to the building;
- Reconsider the architectural approach through a complete redesign of the project to incorporate more traditional elements on the building's exterior such as brick and stucco;
- Provide underground parking for the building; and,
- Build the project to a BuiltGreen® designation.

We feel this option is appropriate because trying to revise the existing proposal to accommodate each of the above stated items is not feasible without adversely affecting the proposal's design. The revised proposed maximum density of 2.0:1 FSR and a height of 4 storeys will still be in keeping with the policies of the Official

Community Plan for the subject site. Furthermore, we feel an economic land lift analysis should not be a provision for the revised application for the following reasons:

- We voluntarily moved the existing character building on the site to another location within the same neighbourhood in order to preserve the building as well as the rental units. We feel that this is a valuable community amenity that has been provided in conjunction with the redevelopment of the subject property.
- Since we have already moved the existing character building, there will be additional unforeseen loss of rental revenue as a result of a longer process due to the complete redesign for a revised application.
- In addition to the lost rental revenue, redesigning the proposal will be expensive within itself and the majority of the costs incurred to date will need to be treated as sunk costs. Consultants will have to be re-engaged, including a new architect, landscape architect, and civil and structural consultants.
- The revised proposal option is primarily to do with an oversight within the Highway Access Bylaw. Our proposed driveway access is currently on Oak Bay Avenue, which is consistent with a previously approved Development Permit for the property; however, due to the Highway Access Bylaw, the driveway access is required to come off of Richmond Avenue since it is the highway having the more minor street classification.
- The additional costs incurred by us for proceeding with a completely redesigned building and revised application, as well as the costs involved in building an underground parkade, will be offset through achieving a density of 2.0:1 FSR.

Overall, we feel that through offering a complete redesign of our proposal as outlined above, coupled with the voluntary amenity of preserving the previously existing character building and rental units, we are supporting the objectives of the Official Community Plan in a significant way that should be recognized through permitting an increase in the density from the currently proposed 1.59:1 FSR up to a maximum of 2.0:1 FSR. We would also like to request, since this would be a revised Rezoning and DP Application rather than a new application, that any fees paid in conjunction with the existing application be applied to the revised application.

PREAMBLE

The site was initially acquired in early 2008, and was the previous location of a circa 1900's building which was converted several years ago into five rental units. A Development Permit was issued for this site in September, 2009; however, the market conditions at that time proved to be unaccommodating for a new project and the desire to retain the existing character building further delayed the project. As a result, the Development Permit expired in September 2011, and in January 2012 we applied to renew the Development Permit based on the previously approved application. At this time, and in speaking with the area planner, the draft of the new Official Community Plan had been released and the area planner encouraged us to review the land use policies and objectives as it would relate to our proposal. In doing so, we ended up revising our proposal to reflect the policies and objectives of the new draft Official Community Plan, cancelling our application to renew the Development Permit, and making a new Rezoning and Development Permit Application.

Since then, the rental building that was previously on the subject property has been relocated on a voluntary basis to another location within Rockland. Abstract Developments was pleased to team up with another local real estate investor to move the house to a location within the same neighbourhood in order to restore and retain the rental units.

Most recently, the City of Victoria has adopted a new Official Community Plan (OCP) providing direction for growth and change in Victoria over the next 30 years. We feel that our proposal is consistent with the objectives set out within the new OCP as well as all referenced planning guidelines. We have also consulted with the members of the Rockland Community Association Land Use Committee, held a formal Community Meeting on November 7, 2012, and have visited with individual neighbours on several occasions to ensure our proposal meets the needs and expectations of the community as a whole.

The proposed four-storey multi-unit residential building will be registered Built Green®. The building has been traditionally designed with subtle influences reflective of Tudor Revival architecture, providing a visually appealing and contextual fit into the built form and sense of place of Oak Bay Avenue and the neighbourhood of Rockland. The proposal is also situated within walking distance of the Royal Jubilee Hospital, two Large Urban Villages and a Small Urban Village, and fronts a designated Frequent Transit Corridor offering a great opportunity to encourage a walkable and livable community.

DESCRIPTION OF PROPOSAL

This Rezoning Application is requesting to rezone the property from the current R3-A2 (Low Profile Multiple Dwelling) zone to a site specific zone in order to support the land use policies and objectives established within the new Official Community Plan. The subject site is situated on the southwest corner of the Oak Bay Avenue and Richmond Avenue intersection, both of which are classified as 'Secondary Arterial' roads. Each of the other three corners of this intersection are developed with four-storey multi-unit residential buildings, which is consistent with our proposed built form of four storeys. Also, the overall siting of the proposed building, including the setbacks along Oak Bay Avenue and Richmond Avenue, is reflective of the previously approved Development Permit.

In contrast to the buildings on the adjacent corners, tending to be non-descript buildings set back from the street with sunken main floors diminishing their relationship with the street, our proposal presents a more traditional siting and design detailing. Specifically, we have focussed on the traditional character and sense of place within the neighbourhood of Rockland: elements reflective of Tudor Revival architecture such as panelled bay windows, gabled rooflines, and design details incorporated into the northeast corner of the building have all been incorporated. Accentuated by the choice of mullioned windows, finishing materials and colours, and landscape design features such as traditional rock walls with wrought iron inspired fencing fronting Oak Bay Avenue and Richmond Avenue, the design stands out on this prominent corner while effectively transitioning into the residential neighbourhood to the south and complimenting Rockland's sense of place.

Furthermore, this proposal offers 21 residential units ranging in type and size from a 565 square foot one-bedroom unit, up to a 970 square foot two-bedroom unit. With the specific design features and unit types, this proposal will be targeting a segment of the market that is currently underserved within Rockland and Oak Bay neighbourhoods: individuals and couples looking to downsize from their current single-family homes and wanting to age in place.

We have also ensured the building has a positive interaction with the street by locating the residential entrance on Oak Bay Avenue and incorporating three ground oriented residential units with direct access to the sidewalk along Richmond Avenue. Under the direction of planning staff, we have further revised our proposal to ensure the main entrance stands out from the adjacent residential units: an attractive arbour has been designed to be located over the main entrance to create a visual connection between the building and the public right-of-way. To further distinguish the main residential entrance, a 4'-0" wide custom door will be used instead of the typical 3'-6" door. In order to promote a more cohesive design along the ground floor we have removed the natural BC stone façade detailing surrounding the main entrance and on either side of the parking entrance. This area is now finished with board-and-batten detailing reflective of the rest of the building's ground floor finishing materials, and has been accented with wood panelling to soften the main entrance area.

Access to the residential parking area will be provided off of Oak Bay Avenue, reflective of the previously approved Development Permit, and will offer nineteen parking stalls on a partially covered surface parking area. The parking will be well-screened from the street by incorporating a "false-wall" with a window, which also creates a more appealing streetscape along Oak Bay Avenue. Additional fencing and landscaping will further screen the parking area from the street and from adjacent residential uses. A secure bicycle room will also be available to residents providing one bicycle space per unit, and will also provide a secure area to park electric mobility scooters.

GOVERNMENT POLICIES

While undergoing the planning and design of this proposal, we have ensured consistency with the guidelines established within the recently adopted Official Community Plan, as well as the objectives of Development Permit Area 7A and the relevant Design Guidelines.

Official Community Plan (OCP)

The Official Community Plan designates the subject site as 'Urban Residential'. Under this designation, and with the subject site being along a 'Secondary Arterial' road, the Urban Place Guidelines establish a built form of low-rise and mid-rise multi-unit buildings up to approximately six storeys, with densities up to a total of approximately 2.0:1. Taking into consideration the established built form of the surrounding neighbourhood, our proposal is for a four-storey building with an FSR of 1.59:1.

TABLE 1: ZONING COMPARISON

TYPE	CURRENT ZONE	OCP	PROPOSED
Zoning	R3-A2	Urban Residential*	New Zone
Density (FSR)	1.2 : 1	2.0 : 1	1.59 : 1
Height (storeys)	3 storeys	6 storeys	4 storeys

* see Policy 6.23

The subject site is the last site to be developed at the intersection of Richmond Avenue and Oak Bay Avenue, and each of the other corners are improved with four-storey residential buildings, two of which are recently built '90s condominium developments. While our density of 1.59:1 is below the OCP guidelines of approximately 2.0:1, we feel the proposed four-storeys responds well to the established built form of the neighbourhood while still advancing the objectives within the OCP.

This proposal also borders two 'Large Urban Villages' and a 'Small Urban Village', being Stadacona Village, Jubilee Village, and Oak Bay Avenue Village, respectively. This offers residents the opportunity to walk to do their daily shopping and chores. Furthermore, with Oak Bay Avenue being a designated 'Frequent Transit' corridor, and both Oak Bay Avenue and Richmond Avenue being classified as 'Proposed Bikeways' within the Cycling Network of the OCP, the potential for a reduced dependence on cars is further encouraged in this location.

Development Permit Area 7A: Corridors

The subject site is captured within the 'Oak Bay Avenue Corridor' of Development Permit Area 7A (DPA 7A). There are several objectives established within DPA 7A; however, and as it relates to our proposal, the primary objective is "to ensure corridors are compatible with adjacent and nearby lower density residential neighbourhoods through human-scaled urban design and a sensitive transition in building form and place character." To make sure our proposal supports and furthers the objectives within DPA 7A, we have consulted the Advisory Design Guidelines (2006) and the Oak Bay Avenue Land Use and Design Guidelines (2001).

We feel the nodes of Tudor Revival influence apparent in the building's detailing represent a relevant expression for the Rockland Neighbourhood. In addition, a strong street relationship has been achieved through the use of distinguished entry features and landscape detailing. The main entrance is set apart from the rest of the building through the use of columns with panelling and an arbour feature framing the entrance. Special attention has also been given to the design surrounding the entrance to the parking area which is primarily located underneath a cantilevered portion of the building: a "false-wall" has been designed to fully screen the eastern half of the covered parking area. This wall will be finished in board-and-batten detailing and will incorporate a window similar to the entire ground floor of the proposal. We feel this achieves a more effective relationship to the street along Oak Bay Avenue.

In addition to consulting the Advisory Design Guidelines, DPA 7A refers to the Oak Bay Avenue Design Guidelines for applicants to review and consider when applying for Development Permits. Several of the Design Guidelines outlined within this document are reflected in our proposal: the roofline incorporates traditional pitches and gables with the main ridge line running parallel to the street, and the use of articulated bay windows on each face of the building provide visual interest. The bay windows are finished with panelling, leading up to the gabled roofline where additional cornice mouldings and knee braces are used to enhance visual interest.

Overall, we feel these traditional architectural and design details help transition the multi-family built form along Oak Bay Avenue into the more traditional residential character of the Rockland Neighbourhood.

Rockland Neighbourhood Plan

The Rockland Neighbourhood Plan (adopted September 10, 1987) was also reviewed while undergoing the planning and design of this proposal.

Of the most relevant 'Housing Objectives' within this plan is to ensure "the scale of the next generation of apartments along Oak Bay Avenue should be related to the residential properties to the south." We have paid particular attention to the house located to the subject property's immediate south, being 1070 Richmond Avenue, and have consulted with the owner on several occasions (*see attached support letter from the owner*). 1070 Richmond Avenue is a tall 2.5 storey house with a strong sense of character. Our proposal incorporates attractive horizontal cornice lines, breaking up the massing into human scale proportions, and architectural detailing reflective of the neighbouring house and Rockland as a whole. The resulting scale and detailing not only effectively transitions into the immediately adjacent single-family dwelling, but is also reflective of the character houses continuing further down Richmond Avenue.

The Rockland Neighbourhood Plan also outlines objectives and policies for 'Heritage Buildings and Other Neighbourhood Features', and 'Architecture'. While our proposal is not in the immediate vicinity of either Heritage Designated or Registered buildings, our comprehensive design approach is nonetheless reflective of Rockland's historic character, sense of place, and uniqueness. Most notably, panelled bay and mullioned windows and gabled roofline are incorporated into each side of the building, attractive materials including board and batten detailing along the ground floor and strong balcony railings add further traditional character, and enhanced design elements on the building's northeast corner such as an exposed frame gable detailing with additional design elements located under the window sills reflect and strengthen Rockland's unique architectural character.

Our landscaping has also been thoughtfully designed and is complimentary to that within Rockland; specifically, traditional wrought iron detailing is set amongst stone rock walls built with real British Columbia rock. These rock walls are incorporated along both the Oak Bay Avenue and Richmond Avenue frontages.

CPTED Guidelines

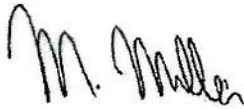
The building and landscape design incorporate CPTED principles of natural surveillance, lighting, and territoriality. A variety of windows and doors at the ground level surrounding the building in addition to clear sight lines to building entrances and through and around the parking areas provide for a high level of natural surveillance and reduce the areas of possible enclosure and concealment. Natural surveillance is further enhanced through the provision of lighting at the entrances, around the building, and throughout the parking area. The landscape features including gates, rock walls, fences, hedges, and a variety of hardscape surfaces and patterns helps to extend a sense of ownership from private spaces into sem-private and even adjacent public spaces.

CONCLUSION

While undergoing the planning and design of this project, careful consideration has been given towards not only the adjacent properties, but also the neighbourhood as a whole.

We feel this proposal offers a high-quality and well-designed project in a location that will support the economic and social vibrancy of Stadacona Village, Jubilee Village, and Oak Bay Avenue Village. We are dedicated to building homes with uncompromising standards, and this project will be no different. The result will be a positive addition to the community.

Sincerely,

A handwritten signature in black ink, appearing to read "M. Miller".

Mike Miller
President

APPENDIX A

The following provides a summary of the Application Review issued by the City of Victoria on February 13, 2013, and the comments stated in red outline how we have addressed each comment with our revised application.

APPLICATION REVIEW SUMMARY

For: 1082 Richmond Avenue
 Date: June 12, 2013
 Rezoning Application # 000298
 Development Permit # 00388

Development Services Division Comments:

Area Planner: Helen Cain, Phone: (250) 361-0282

- Proposal does not meet the OCP Urban Place Guidelines and Policy 6.23 with respect to providing "something extra or special" that "significantly advance" objectives in the OCP to justify the increase in density above the threshold of 1.2 : 1.

As outlined within the above letter, we feel our proposal is supportive of the guidelines established within the new OCP. In particular, and on a voluntary basis, we were able to retain the existing character building which was located on the subject site and move it to another location within the same neighbourhood. This character building was converted into rental suites several years ago, and through voluntarily moving the building, we were also able to retain the rental units. We feel this is an important part of our proposal and should not be overlooked as an amenity to the community.

In addition, we feel our proposal is not targeting a density towards the "upper-end of the density range specified within Figure 8" of the OCP, which supports densities up to approximately 2.0:1 in this location. Our proposed density of 1.59:1 provides an effective balance between the base density of 1.2:1 and the upper-most allowable density of approximately 2.0:1 while still advancing the objectives of the OCP.

- The site plan and architectural expression need refinement to:
 - Alter the building's siting and form and massing in ways that provide a more sensitive transition to the Traditional Residential area to the south.
 We have reduced the "bulk" from the building's south east corner by eliminating the wrap-around balcony (shown on the east elevation). This revision also helps to centre the building's massing on the corner element where the surrounding context is of other multi-family developments, and increases the east side yard setback to 3.20m from the previous 2.667m. In addition, the window bays have been extended by about 6 inches to create a greater sense of articulation amongst the building's façade. This helps separate the façade into more distinguished vertical portions, breaking up the massing and assisting in a more relevant scale in relation to the Traditional Residential area to the south.
 - Mitigate the visual impact of the four-storey height along Oak Bay Avenue.
 We have changed the entire roof pitch, including the pitch of the gables, from a 12 and 12 pitch to a 10 and 12 pitch. This revision will reduce the visual scale of the proposal's roofline from a pedestrian's viewpoint, and in turn will reduce the impact of the 4 storey height not only along Oak Bay Avenue but also along each of the building's elevations. This also supports a more sensitive transition into the Traditional Residential area to the south.

- o Soften the treatment of the corner element.
The bay window at the corner of Oak Bay Avenue and Richmond Avenue has been extended by 6 inches. And while sitting at a 45 degree angle, this will help relate the corner detail more effectively to the north and east facades softening its impact through a more cohesive design. The softening of the corner element is also achieved through revising the pitch of the gable to a 10 and 12 pitch.
- o Strengthen the relationship of the ground floor to the street including more visual prominence of the main entrance.
We have designed an arbour to make a visual and physical connection from the public sidewalk to the building's main entrance along Oak Bay Avenue. The main entry door has now been design to be an oversized 4'-0" door, making it more prominent than the adjacent patio doors. We have also revised the design of the patio and balcony doors to include upper mullions to further distinguish them from the main entrance door.

We have redesigned most of the ground floor fronting Oak Bay Avenue to strengthen the overall relationship of the ground floor to the street. The main residential entry is now finished in board and batten detailing reflective of the entire ground floor, and we have removed the natural rock finishing by incorporating more traditional wood paneling to add some warmth to the main entrance. We have also carried this wood paneling onto the base of the columns fronting Oak Bay Avenue. Lastly, a "false wall" now separates and screens the eastern half of the surface parking area which is also finished with board and batten detailing to create a more effective relationship between the building and the street.
- o Reconsider the mix of exterior finishes. Faux Tudor detailing on upper storeys are incongruent with art deco influenced geometric details on lower level.
See description of proposed revised Rezoning and Development Permit Application.
- o Consider providing underground parking.
The viability of providing underground parking for this proposal is economically prohibitive. Also, see description of proposed revised Rezoning and Development Permit Application on the first page of this letter.
- Ensure the Landscape and Site Plans are consistent.
The Landscape Plan has been revised to fully reflect the Site Plan.
- Identify SRW dimensions on the Site Plan and the Landscape Plan.
The SRW dimensions are now shown on the Site Plans and the Landscape Plan.

Engineering and Public Works Department Comments:

Contact: Craig Standberg, Phone (250) 361-0296

The Engineering review for the above application is complete and we offer the following review comments:

Required Prior to Planning and Land Use Standing Committee:

- Revisions Required: Access to be located on Richmond Avenue to comply with Highway Access Bylaw
See description of proposed revised Rezoning and Development Permit Application on the first page of this letter.

Parks Division Comments:

Contact: Brooke Daitl, Phone (250) 361-0614

- No objection to rezoning.

Permits and Inspections Division Comments:

Contact: Darrell Saby, Phone (250) 361-0340

- Approval is subject to full code compliance. There is some missing stair information on the drawings.
A full code compliance review will be conducted at Building Permit stage.

Fire Department Comments:

Contact: Stephen Smith, Phone (250) 920-3361

- Completed.



May 13, 2013

City of Victoria
No. 1 Centennial Square
Victoria, BC V8W 1P6

Attn: Mayor and Members of Council

Re: Revised Rezoning and Development Permit Application for 1082 Richmond Avenue, Victoria, BC

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PREAMBLE

The site was initially acquired in early 2008, and was the previous location of a circa 1900's building which was converted several years ago into five rental units. A Development Permit was issued for this site in September, 2009; however, the market conditions at that time proved to be unaccommodating for a new project and the desire to retain the existing character building further delayed the project. As a result, the Development Permit expired in September 2011, and in January 2012 we applied to renew the Development Permit based on the previously approved application. At this time, and in speaking with the area planner, the draft of the new Official Community Plan had been released and the area planner encouraged us to review the land use policies and objectives as it would relate to our proposal. In doing so, we ended up revising our proposal to reflect the policies and objectives of the new draft Official Community Plan, cancelling our application to renew the Development Permit, and making a new Rezoning and Development Permit Application.

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Meeting on November 7, 2012, and have visited with individual neighbours on several occasions to ensure our proposal meets the needs and expectations of the community as a whole.

The proposed four-storey multi-unit residential building will be registered Built Green®. The building has been traditionally designed with subtle influences reflective of Tudor Revival architecture, providing a visually appealing and contextual fit into the built form and sense of place of Oak Bay Avenue and the neighbourhood of Rockland. The proposal is also situated within walking distance of the Royal Jubilee Hospital, two Large Urban Villages and a Small Urban Village, and fronts a designated Frequent Transit Corridor offering a great opportunity to encourage a walkable and livable community.

DESCRIPTION OF PROPOSAL

This Rezoning Application is requesting to rezone the property from the current R3-A2 (Low Profile Multiple Dwelling) zone to a site specific zone in order to support the land use policies and objectives established within the new Official Community Plan. The subject site is situated on the southwest corner of the Oak Bay Avenue and Richmond Avenue intersection, both of which are classified as 'Secondary Arterial' roads. Each of the other three corners of this intersection are developed with four-storey multi-unit residential buildings, which is consistent with our proposed built form of four storeys. Also, the overall siting of the proposed building, including the setbacks along Oak Bay Avenue and Richmond Avenue, is reflective of the previously approved Development Permit.

In contrast to the buildings on the adjacent corners, tending to be non-descript buildings set back from the street with sunken main floors diminishing their relationship with the street, our proposal presents a more traditional siting and design detailing. Specifically, we have focussed on the traditional character and sense of place within the neighbourhood of Rockland: elements reflective of Tudor Revival architecture such as panelled bay windows, gabled rooflines, and design details incorporated into the northeast corner of the building have all been incorporated. Accentuated by the choice of mullioned windows, finishing materials and colours, and landscape design features such as traditional rock walls with wrought iron inspired fencing fronting Oak Bay Avenue and Richmond Avenue, the design stands out on this prominent corner while effectively transitioning into the residential neighbourhood to the south and complimenting Rockland's sense of place.

Furthermore, this proposal offers 21 residential units ranging in type and size from a 565 square foot one-bedroom unit, up to a 970 square foot two-bedroom unit. With the specific design features and unit types, this proposal will be targeting a segment of the market that is currently underserved within Rockland and Oak Bay neighbourhoods: individuals and couples looking to downsize from their current single-family homes and wanting to age in place.

We have also ensured the building has a positive interaction with the street by locating the residential entrance on Oak Bay Avenue and incorporating three ground oriented residential units with direct access to the sidewalk along Richmond Avenue. Under the direction of planning staff, we have further revised our proposal to ensure the main entrance stands out from the adjacent residential units: an attractive arbour has been designed to be located over the main entrance to create a visual connection between the building and the public right-of-way. To further distinguish the main residential entrance, a 4'-0" wide custom door will be used instead of the typical 3'-6" door. In order to promote a more cohesive design along the ground floor we have removed the natural BC stone façade detailing surrounding the main entrance and on either side of the parking entrance. This area is now finished with board-and-batten detailing reflective of the rest

of the building's ground floor finishing materials, and has been accented with wood panelling to soften the main entrance area.

Access to the residential parking area will be provided off of Oak Bay Avenue, reflective of the previously approved Development Permit, and will offer nineteen parking stalls on a partially covered surface parking area. The parking will be well-screened from the street by incorporating a "false-wall" with a window, which also creates a more appealing streetscape along Oak Bay Avenue. Additional fencing and landscaping will further screen the parking area from the street and from adjacent residential uses. A secure bicycle room will also be available to residents providing one bicycle space per unit, and will also provide a secure area to park electric mobility scooters.

GOVERNMENT POLICIES

While undergoing the planning and design of this proposal, we have ensured consistency with the guidelines established within the recently adopted Official Community Plan, as well as the objectives of Development Permit Area 7A and the relevant Design Guidelines.

Official Community Plan (OCP)

The Official Community Plan designates the subject site as 'Urban Residential'. Under this designation, and with the subject site being along a 'Secondary Arterial' road, the Urban Place Guidelines establish a built form of low-rise and mid-rise multi-unit buildings up to approximately six storeys, with densities up to a total of approximately 2.0:1. Taking into consideration the established built form of the surrounding neighbourhood, our proposal is for a four-storey building with an FSR of 1.59:1.

TABLE 1: ZONING COMPARISON

TYPE	CURRENT ZONE	OCP	PROPOSED
Zoning	R3-A2	Urban Residential*	New Zone
Density (FSR)	1.2 : 1	2.0 : 1	1.59 : 1
Height (storeys)	3 storeys	6 storeys	4 storeys

* see Policy 6.23

The subject site is the last site to be developed at the intersection of Richmond Avenue and Oak Bay Avenue, and each of the other corners are improved with four-storey residential buildings, two of which are recently built '90s condominium developments. While our density of 1.59:1 is below the OCP guidelines of approximately 2.0:1, we feel the proposed four-storeys responds well to the established built form of the neighbourhood while still advancing the objectives within the OCP.

This proposal also borders two 'Large Urban Villages' and a 'Small Urban Village', being Stadacona Village, Jubilee Village, and Oak Bay Avenue Village, respectively. This offers residents the opportunity to walk to do their daily shopping and chores. Furthermore, with Oak Bay Avenue being a designated 'Frequent Transit' corridor, and both Oak Bay Avenue and Richmond Avenue being classified as 'Proposed Bikeways' within the Cycling Network of the OCP, the potential for a reduced dependence on cars is further encouraged in this location.

Development Permit Area 7A: Corridors

The subject site is captured within the 'Oak Bay Avenue Corridor' of Development Permit Area 7A (DPA 7A). There are several objectives established within DPA 7A; however, and as it relates to our proposal, the primary objective is "to ensure corridors are compatible with adjacent and nearby lower density residential neighbourhoods through human-scaled urban design and a sensitive transition in building form and place character." To make sure our proposal supports and furthers the objectives within DPA 7A, we have consulted the Advisory Design Guidelines (2006) and the Oak Bay Avenue Land Use and Design Guidelines (2001).

We feel the nodes of Tudor Revival influence apparent in the building's detailing represent a relevant expression for the Rockland Neighbourhood. In addition, a strong street relationship has been achieved through the use of distinguished entry features and landscape detailing. The main entrance is set apart from the rest of the building through the use of columns with panelling and an arbour feature framing the entrance. Special attention has also been given to the design surrounding the entrance to the parking area which is primarily located underneath a cantilevered portion of the building: a "false-wall" has been designed to fully screen the eastern half of the covered parking area. This wall will be finished in board-and-batten detailing and will incorporate a window similar to the entire ground floor of the proposal. We feel this achieves a more effective relationship to the street along Oak Bay Avenue.

In addition to consulting the Advisory Design Guidelines, DPA 7A refers to the Oak Bay Avenue Design Guidelines for applicants to review and consider when applying for Development Permits. Several of the Design Guidelines outlined within this document are reflected in our proposal: the roofline incorporates traditional pitches and gables with the main ridge line running parallel to the street, and the use of articulated bay windows on each face of the building provide visual interest. The bay windows are finished with panelling, leading up to the gabled roofline where additional cornice mouldings and knee braces are used to enhance visual interest.

Overall, we feel these traditional architectural and design details help transition the multi-family built form along Oak Bay Avenue into the more traditional residential character of the Rockland Neighbourhood.

Rockland Neighbourhood Plan

The Rockland Neighbourhood Plan (adopted September 10, 1987) was also reviewed while undergoing the planning and design of this proposal.

Of the most relevant 'Housing Objectives' within this plan is to ensure "the scale of the next generation of apartments along Oak Bay Avenue should be related to the residential properties to the south." We have paid particular attention to the house located to the subject property's immediate south, being 1070 Richmond Avenue, and have consulted with the owner on several occasions (*see attached support letter from the owner*). 1070 Richmond Avenue is a tall 2.5 storey house with a strong sense of character. Our proposal incorporates attractive horizontal cornice lines, breaking up the massing into human scale proportions, and architectural detailing reflective of the neighbouring house and Rockland as a whole. The resulting scale and detailing not only effectively transitions into the immediately adjacent single-family dwelling, but is also reflective of the character houses continuing further down Richmond Avenue.

The Rockland Neighbourhood Plan also outlines objectives and policies for 'Heritage Buildings and Other Neighbourhood Features', and 'Architecture'. While our proposal is not in the immediate vicinity of either

Heritage Designated or Registered buildings, our comprehensive design approach is nonetheless reflective of Rockland's historic character, sense of place, and uniqueness. Most notably, panelled bay and mullioned windows and gabled roofline are incorporated into each side of the building, attractive materials including board and batten detailing along the ground floor and strong balcony railings add further traditional character, and enhanced design elements on the building's northeast corner such as an exposed frame gable detailing with additional design elements located under the window sills reflect and strengthen Rockland's unique architectural character.

Our landscaping has also been thoughtfully designed and is complimentary to that within Rockland; specifically, traditional wrought iron detailing is set amongst stone rock walls built with real British Columbia rock. These rock walls are incorporated along both the Oak Bay Avenue and Richmond Avenue frontages.

CPTED Guidelines

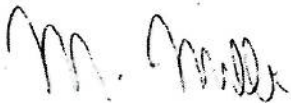
The building and landscape design incorporate CPTED principles of natural surveillance, lighting, and territoriality. A variety of windows and doors at the ground level surrounding the building in addition to clear sight lines to building entrances and through and around the parking areas provide for a high level of natural surveillance and reduce the areas of possible enclosure and concealment. Natural surveillance is further enhanced through the provision of lighting at the entrances, around the building, and throughout the parking area. The landscape features including gates, rock walls, fences, hedges, and a variety of hardscape surfaces and patterns helps to extend a sense of ownership from private spaces into sem-private and even adjacent public spaces.

CONCLUSION

While undergoing the planning and design of this project, careful consideration has been given towards not only the adjacent properties, but also the neighbourhood as a whole.

We feel this proposal offers a high-quality and well-designed project in a location that will support the economic and social vibrancy of Stadacona Village, Jubilee Village, and Oak Bay Avenue Village. We are dedicated to building homes with uncompromising standards, and this project will be no different. The result will be a positive addition to the community.

Sincerely,



Mike Miller
President

APPENDIX A

The following provides a summary of the Application Review issued by the City of Victoria on February 13, 2013, and the comments stated in red outline how we have addressed each comment with our revised application.

APPLICATION REVIEW SUMMARY

For: 1082 Richmond Avenue
 Date: February 13, 2013
 Rezoning Application # 000298
 Development Permit # 00388

Development Services Division Comments:

Area Planner: Helen Cain, Phone: (250) 361-0282

- Proposal does not meet the OCP Urban Place Guidelines and Policy 6.23 with respect to providing "something extra or special" that "significantly advance" objectives in the OCP to justify the increase in density above the threshold of 1.2 : 1.

As outlined within the above letter, we feel our proposal is supportive of the guidelines established within the new OCP. In particular, and on a voluntary basis, we were able to retain the existing character building which was located on the subject site and move it to another location within the same neighbourhood. This character building was converted into rental suites several years ago, and through voluntarily moving the building, we were also able to retain the rental units. We feel this is an important part of our proposal and should not be overlooked as an amenity to the community.

In addition, we feel our proposal is not targeting a density towards the "upper-end of the density range specified within Figure 8" of the OCP, which supports densities up to approximately 2.0:1 in this location. Our proposed density of 1.59:1 provides an effective balance between the base density of 1.2:1 and the upper-most allowable density of approximately 2.0:1 while still advancing the objectives of the OCP.

- The site plan and architectural expression need refinement to:
 - Alter the building's siting and form and massing in ways that provide a more sensitive transition to the Traditional Residential area to the south.

We have reduced the "bulk" from the building's south east corner by eliminating the wrap-around balcony (shown on the east elevation). This revision also helps to centre the building's massing on the corner element where the surrounding context is of other multi-family developments, and increases the east side yard setback to 3.20m from the previous 2.667m. In addition, the window bays have been extended by about 6 inches to create a greater sense of articulation amongst the building's façade. This helps separate the façade into more distinguished vertical portions, breaking up the massing and assisting in a more relevant scale in relation to the Traditional Residential area to the south.

- Mitigate the visual impact of the four-storey height along Oak Bay Avenue.
We have changed the entire roof pitch, including the pitch of the gables, from a 12 and 12 pitch to a 10 and 12 pitch. This revision will reduce the visual scale of the proposal's roofline from a pedestrian's viewpoint, and in turn will reduce the impact of the 4 storey height not only along Oak Bay Avenue but also along each of the building's elevations. This also supports a more sensitive transition into the Traditional Residential area to the south.

- Soften the treatment of the corner element.
The bay window at the corner of Oak Bay Avenue and Richmond Avenue has been extended by 6 inches. And while sitting at a 45 degree angle, this will help relate the corner detail more effectively to the north and east facades softening its impact through a more cohesive design. The softening of the corner element is also achieved through revising the pitch of the gable to a 10 and 12 pitch.

- Strengthen the relationship of the ground floor to the street including more visual prominence of the main entrance.
We have designed an arbour to make a visual and physical connection from the public sidewalk to the building's main entrance along Oak Bay Avenue. The main entry door has now been design to be an oversized 4'-0" door, making it more prominent than the adjacent patio doors. We have also revised the design of the patio and balcony doors to include upper mullions to further distinguish them from the main entrance door.

We have redesigned most of the ground floor fronting Oak Bay Avenue to strengthen the overall relationship of the ground floor to the street. The main residential entry is now finished in board and batten detailing reflective of the entire ground floor, and we have removed the natural rock finishing by incorporating more traditional wood paneling to add some warmth to the main entrance. We have also carried this wood paneling onto the base of the columns fronting Oak Bay Avenue. Lastly, a "false wall" now separates and screens the eastern half of the surface parking area which is also finished with board and batten detailing to create a more effective relationship between the building and the street.

- Consider providing underground parking.
The viability of providing underground parking for this proposal is economically prohibitive.

- Ensure the Landscape and Site Plans are consistent.
The Landscape Plan has been revised to fully reflect the Site Plan.
- Identify SRW dimensions on the Site Plan and the Landscape Plan.
The SRW dimensions are now shown on the Site Plans and the Landscape Plan.

Engineering and Public Works Department Comments:

Contact: Craig Standberg, Phone (250) 361-0296

The Engineering review for the above application is complete and we offer the following review comments:

Items Required Prior to Public Hearing:

- The proposed rezoning and increase in density for this property may contribute to an overtaxing of the sanitary sewer system. A sewage attenuation assessment for this development may be required. This requirement is currently being reviewed by staff in consideration of the recently adopted OCP and the proposed increase in density. Once this is determined, the applicant will be notified prior to the Planning and Land Use Standing Committee Report being finalized.
Acknowledged.

Parks Division Comments:

Contact: Brooke Daitl, Phone (250) 361-0614

- No objection to rezoning.

Permits and Inspections Division Comments:

Contact: Darrell Saby, Phone (250) 361-0340

- Approval is subject to full code compliance. There is some missing stair information on the drawings.
A full code compliance review will be conducted at Building Permit stage.

Fire Department Comments:

Contact: Stephen Smith, Phone (250) 920-3361

- Completed.

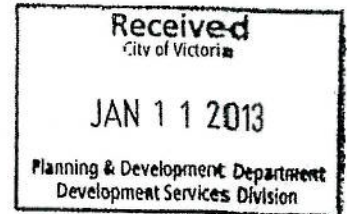


January 11, 2013

City of Victoria
#1 Centennial Square
Victoria, BC V8W 1P7

Attn: Mayor and Members of Council

Re: Rezoning & Development Permit Application
1082 Richmond Avenue, Victoria, BC



Dear Mayor and Members of Council,

Abstract Developments Inc. is pleased to be submitting a Rezoning and Development Permit Application for the property located at 1082 Richmond Avenue. The site was initially acquired in early 2008, and was the previous location of a circa 1900s building which was converted several years ago into five rental units. A Development Permit was issued for this site in September, 2009; however, the market conditions at that time proved to be unaccommodating for a new project and the desire to retain the existing building further delayed the project. Since then, and in conjunction with the aforementioned Development Permit, the rental building on site has been relocated on a voluntary basis to another location within Rockland. Abstract Developments was pleased to team up with another real estate investor to move the house to a location within the same neighbourhood in order to restore and retain the rental units.

Most recently, the City of Victoria has adopted a new Official Community Plan (OCP) providing direction for growth and change in Victoria over the next 30 years. We feel that our proposal is consistent with the objectives set out within the new OCP as well as all referenced planning guidelines. We have also consulted with the members of the Rockland Community Association Land Use Committee, held a formal Community Meeting on November 7, 2012, and have visited with individual neighbours on several occasions to ensure our proposals meets the needs and expectations of the community as a whole.

The proposed four-storey multi-unit residential building will be registered Built Green®. The building has been traditionally designed with subtle influences reflective of Tudor Revival architecture, providing a visually appealing and contextual fit into the built form and sense of place of Oak Bay Avenue and the neighbourhood of Rockland. The proposal is also situated within walking distance of the Royal Jubilee Hospital, two Large Urban Villages and a Small Urban Village and fronts a designated Frequent Transit Corridor, offering a great opportunity to encourage a walkable and livable community.

DESCRIPTION OF PROPOSAL

This Rezoning Application is requesting to rezone the property from the current R3-A2 (Low Profile Multiple Dwelling) zone, to a site specific zone. The subject site is situated on the southwest corner of the Oak Bay Avenue and Richmond Avenue intersection, both of which are classified as 'Secondary Arterial' roads. Each of the other three corners are developed with four-storey multi-unit residential buildings, which is consistent with our proposed built form of four storeys. Also, the overall siting of the proposed building, including the setbacks along Oak Bay Avenue and Richmond Avenue, is reflective of the previously approved Development Permit.

In contrast to the buildings on the adjacent corners, tending to be non-descript buildings set back from the street with sunken main floors diminishing their relationship with the street, our proposal presents a more traditional siting and design detailing. Specifically, we have focussed on the traditional character and sense of place within the neighbourhood of Rockland having incorporated elements reflective of Tudor Revival architecture such as panelled bay windows, gabled rooflines, and design details incorporated into the northeast corner of the building. Accentuated by the choice of mullioned windows, finishing materials and colours, and landscape design details such as traditional rock walls with wrought iron fencing fronting Oak Bay Avenue and Richmond Avenue, the design stands out on this prominent corner while complimenting the residential neighbourhood to the south and effectively transitioning into Rockland's sense of place.

Furthermore, this proposal offers 21 residential units ranging in type and size from a 565 square foot one-bedroom unit, up to a 970 square foot two-bedroom unit. With the specific design features and unit types, this proposal will be targeting a segment of the market that is currently underserved within Rockland and Oak Bay neighbourhoods: individuals and couples looking to downsize from their current single-family homes while remaining in the neighbourhood which they already live in.

We have also ensured the building has a positive street interaction by locating the residential entrance on Oak Bay Avenue and incorporating three ground oriented units with direct access to the sidewalk along Richmond Avenue. These ground floor units will also assist in the transition from the public realm into the private realm of residences.

Access to the residential parking area will be provided off of Oak Bay Avenue, reflective of the previously approved Development Permit, and will offer nineteen parking stalls on a partially covered surface parking area. The parking will be well-screened from the street with the use of attractive rock walls, trees, and planting areas. Brand new fencing will also be built around the property line with additional landscape planting areas to soften the transition into the adjacent properties. A secure bicycle room will also be available to residents providing one bicycle space per unit, and will also provide space to store electric mobility scooters.

GOVERNMENT POLICIES

While undergoing the planning and design of this proposal, we have ensured consistency with the guidelines established within the recently adopted Official Community Plan, as well as the objectives of Development Permit Area 7A and the relevant Design Guidelines.

Official Community Plan (OCP)

The Official Community Plan designates the subject site as 'Urban Residential'. Under this designation, and with the subject site being along a 'Secondary Arterial' road, the Urban Place Guidelines establish a built form of low-rise and mid-rise multi-unit buildings up to approximately six storeys, with densities up to a total of approximately 2.0:1. Taking into consideration the established built form of the surrounding neighbourhood, our proposal is for a four-storey building with an FSR of 1.57:1.

TABLE 1: ZONING COMPARISON			
TYPE	CURRENT ZONE	OCP	PROPOSED
Zoning	R3-A2	Urban Residential*	New Zone
Density (FSR)	1.2 : 1	2.0 : 1	1.57 : 1
Height (storeys)	3 storeys	6 storeys	4 storeys

* see Policy 6.23

While our density of 1.57:1 is below the OCP guidelines of approximately 2.0:1, we feel the proposed four-storeys responds well to the established built form of the neighbourhood while still advancing the objectives within the OCP. The subject site is the last site to be developed at the intersection of Richmond Avenue and Oak Bay Avenue, and each of the other corners are improved with four-storey residential buildings, two of which are recently built '90s condominium developments.

Furthermore, this proposal also lies in between two 'Large Urban Villages' and a 'Small Urban Village', being Stadacona Village, Jubilee Village, and Oak Bay Avenue Village, respectively. This offers residents the option of walking to do daily shopping and chores. With Oak Bay Avenue being a designated a 'Frequent Transit' corridor, and both Oak Bay Avenue and Richmond Avenue being classified as 'Proposed Bikeways' within the Cycling Network of the OCP, the potential for a reduced dependence on cars is further encouraged in this location.

Development Permit Area 7A: Corridors

The subject site is captured within the 'Oak Bay Avenue Corridor' of Development Permit Area 7A (DPA 7A). There are several objectives established within DPA 7A; however, and as it relates to our proposal, the primary objective is "to ensure corridors are compatible with adjacent and nearby lower density residential neighbourhoods through human-scaled urban design and a sensitive transition in building form and place character". To make sure our proposal supports and furthers the objectives within DPA 7A, we have consulted the Advisory Design Guidelines (2006) and the Oak Bay Avenue Land Use and Design Guidelines (2001).

We feel that the hints of Tudor Revival influence apparent in the building's detailing represent a relevant expression for the Rockland Neighbourhood. In addition, a strong street relationship has been achieved through the use of distinguished entry features and landscape detailing. The main entrance is set apart from the rest of the building through the use of rock pillars incorporating oversized knee braces leading up to a large cornice moulding detail. The front entrance pillars will be finished with natural B.C. stone, which will also be carried into the rock wall features in the landscaping. The use of authentic wrought iron fencing set within the rock walls further reflects the traditional character of Rockland.

In addition to consulting the Advisory Design Guidelines, DPA 7A refers to the Oak Bay Avenue Design Guidelines for applicants to review and consider when applying for Development Permits. Several of the Design Guidelines outlined within this document are reflected in our proposal: the roofline incorporates traditional pitches and gables, with the main ridge line running parallel to the street, and the use of articulated bay windows on each face of the building provide visual interest. Traditional colours and materials are also apparent throughout the design. The bay windows are finished in panell detailing, leading up to the gabled roofline where additional cornice mouldings and knee braces are used to enhance visual interest.

Overall, we feel these traditional architectural and design details help transition the multi-family built form along Oak Bay Avenue into the more traditional residential character of the Rockland Neighbourhood.

Rockland Neighbourhood Plan

The Rockland Neighbourhood Plan (adopted September 10, 1987) was also reviewed while undergoing the planning and design of this proposal.

Of the most related 'Housing Objectives' within this plan to our proposal is to ensure "the scale of the next generation of apartments along Oak Bay Avenue should be related to the residential properties to the south." We have paid particular attention to the house located to the subject property's immediate south, being 1070 Richmond Avenue, and have consulted with the owner on several occasions (see attached letter from the owner). 1070 Richmond Avenue is a tall 2.5 storey house with an apparent sense of character. Our proposal incorporates attractive horizontal cornice lines, breaking up the massing into human scale proportions, and architectural detailing reflective of the neighbouring house and Rockland as a whole. The resulting scale and detailing not only effectively transitions into the immediately adjacent single-family dwelling, but is also reflective of the character houses continuing further down Richmond Avenue.

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CONCLUSION

While undergoing the planning and design of this project, careful consideration has been given towards not only the adjacent properties, but also the neighbourhood as a whole.

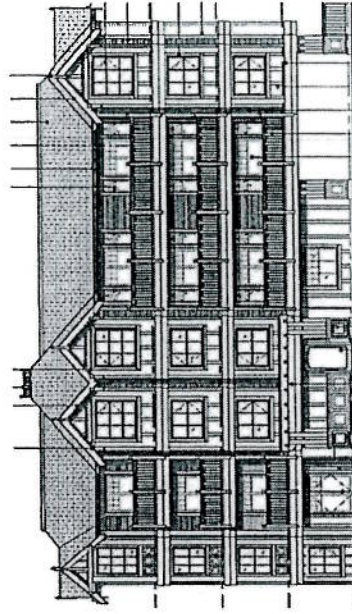
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Sincerely,



Mike Miller
President

1082 RICHMOND AVENUE
Victoria, BC



REZONING & DEVELOPMENT PERMIT APPLICATION

Original Submission: 01/11/2013
Revised Submission: 05/13/2013

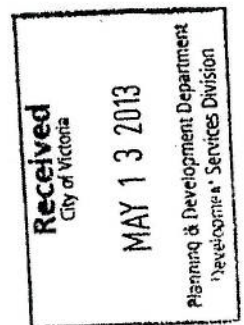
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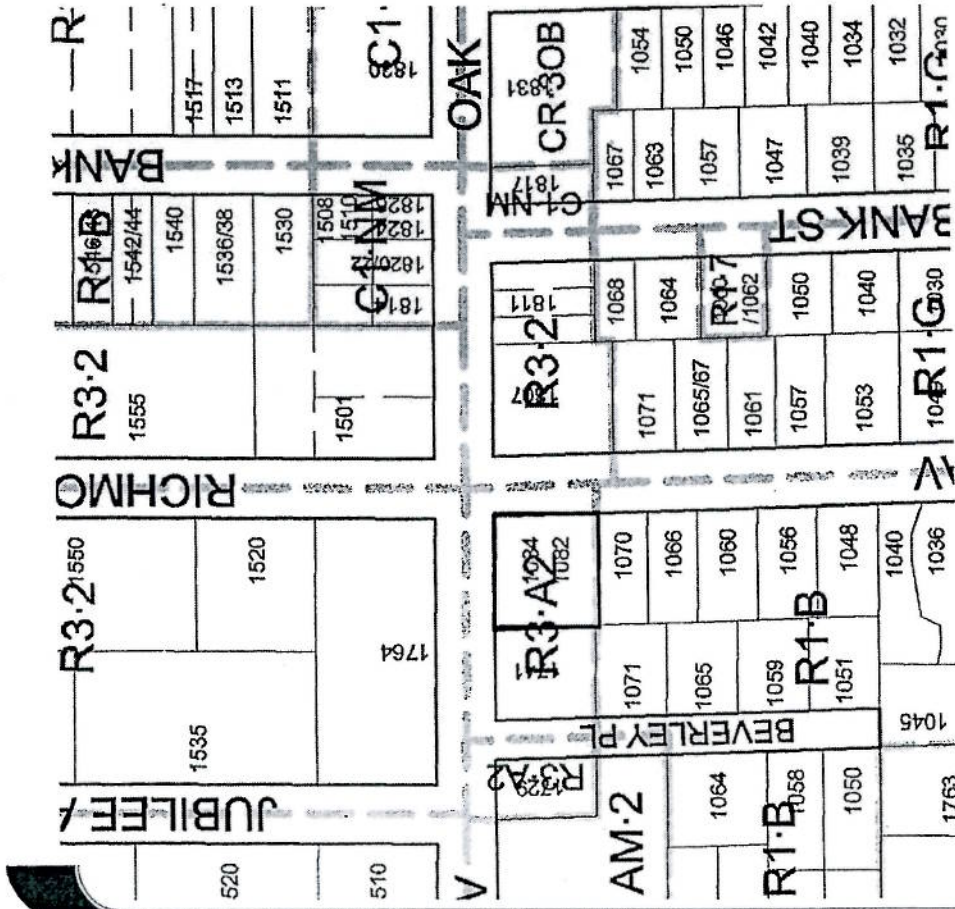
- A 0.1 Zoning and Aerial Map
- A 1.1 Site Plan and Building Data
- A 2.1 Floor Plan - Main
- A 2.2 Floor Plan - Second
- A 2.3 Floor Plan - Third
- A 2.4 Floor Plan - Fourth
- A 2.5 Basement and Roof Plan
- A 3.1 Elevations
- A 3.2 Perspectives
- A 3.3 Streetscape
- A 4.1 Section
- A 5.1 Surveyor Site Plan
- L 1.0 Landscape Plan

APPLICANT
Abstract Developments Inc.
1809 Oak Bay Avenue
Victoria, BC V8R 1E3
P: 250.952.5575

ARCHITECT
Vic Davies Architect Ltd.
1381 Church Avenue
Victoria, BC V8P 2P2
P: 250.477.4235

LANDSCAPE ARCHITECT
Diane Ensling Landscape Design
100-511 Jervis Road
Victoria, BC V8B 0A6
P: 250.861.0706





2 AERIAL MAP

1 ZONING MAP

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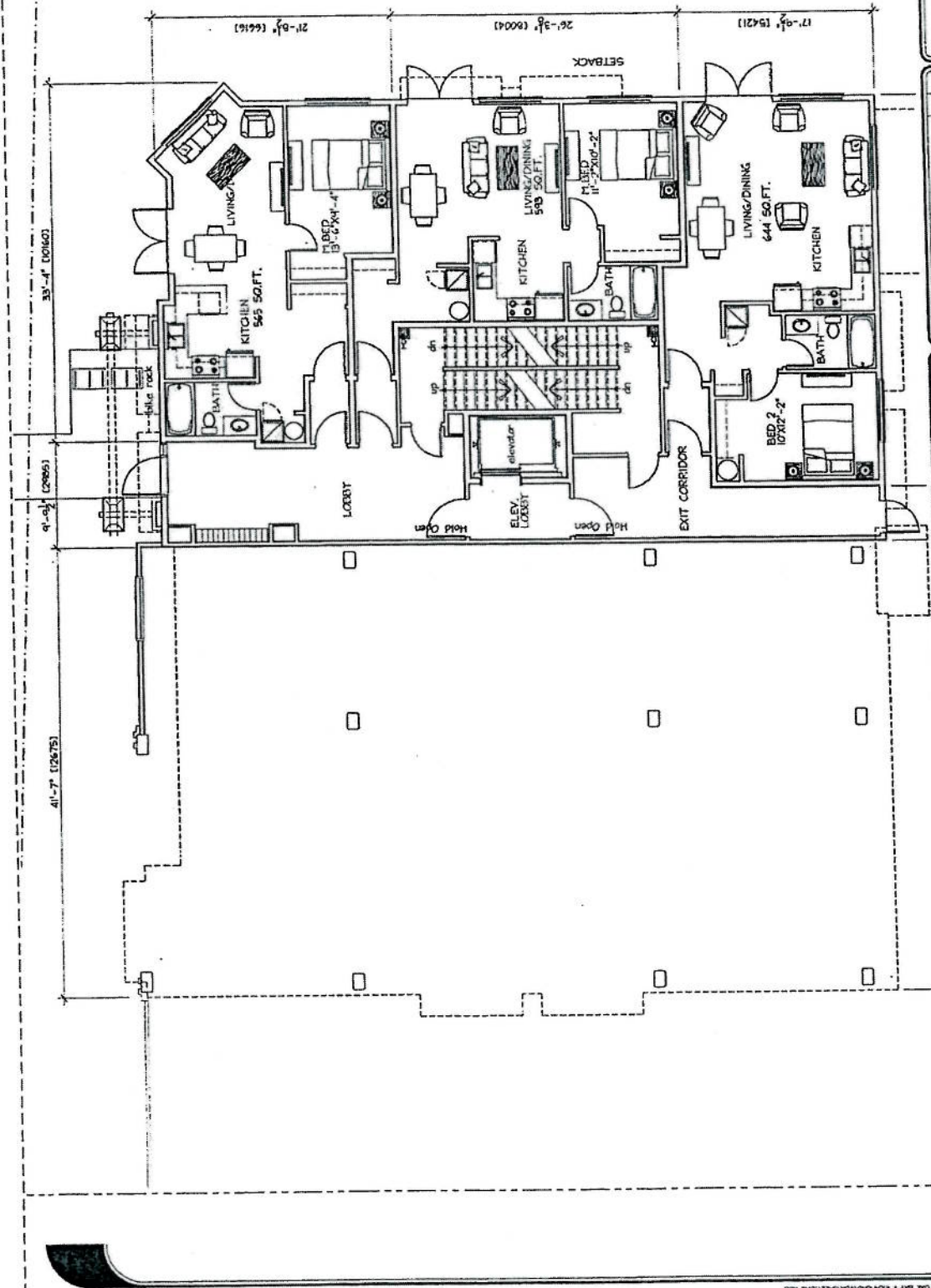
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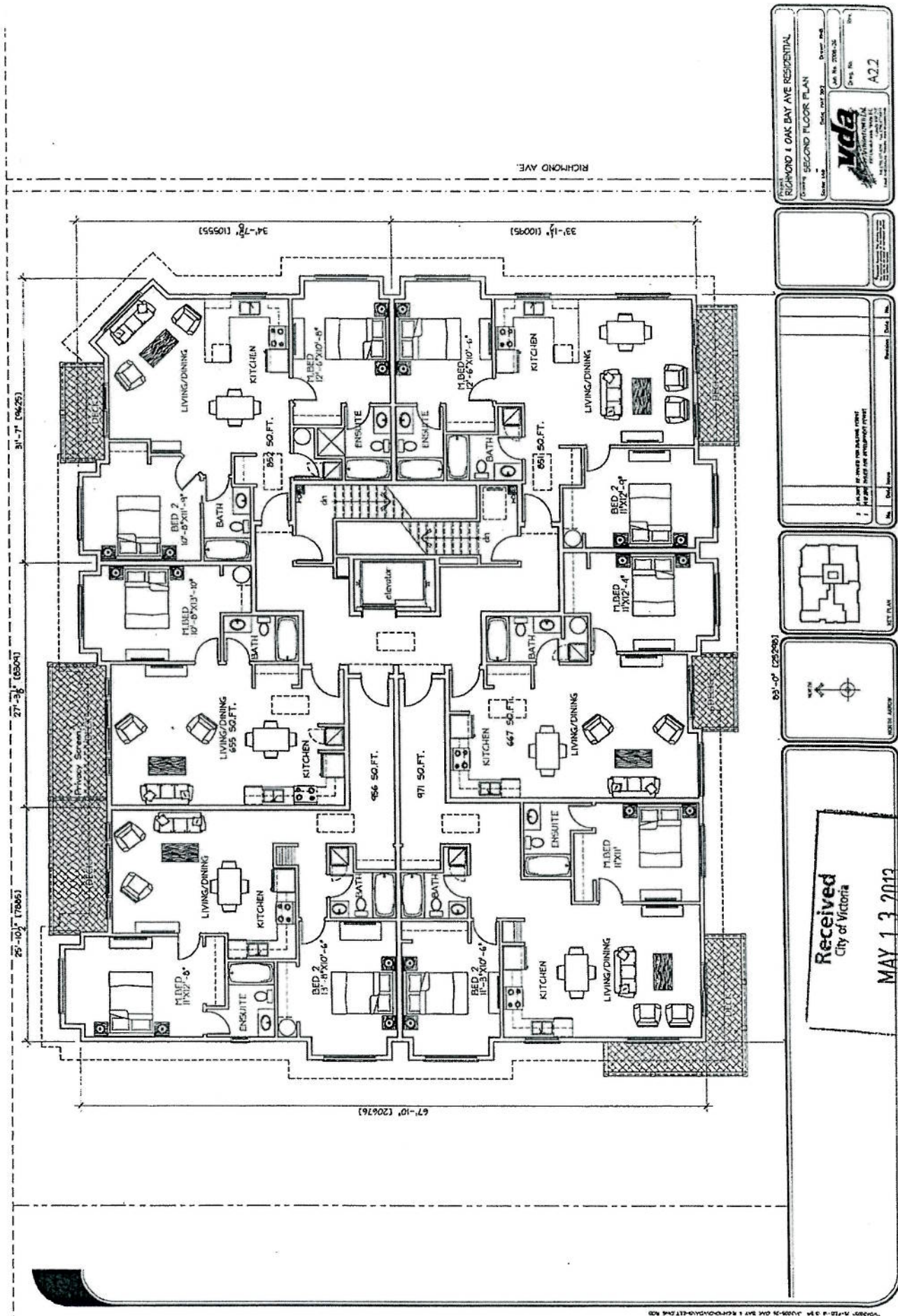
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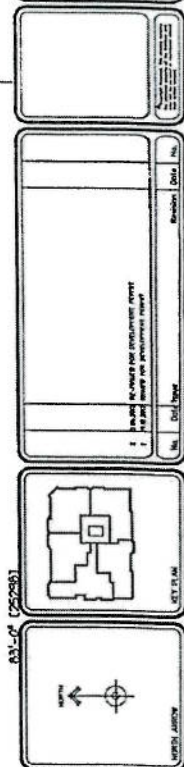


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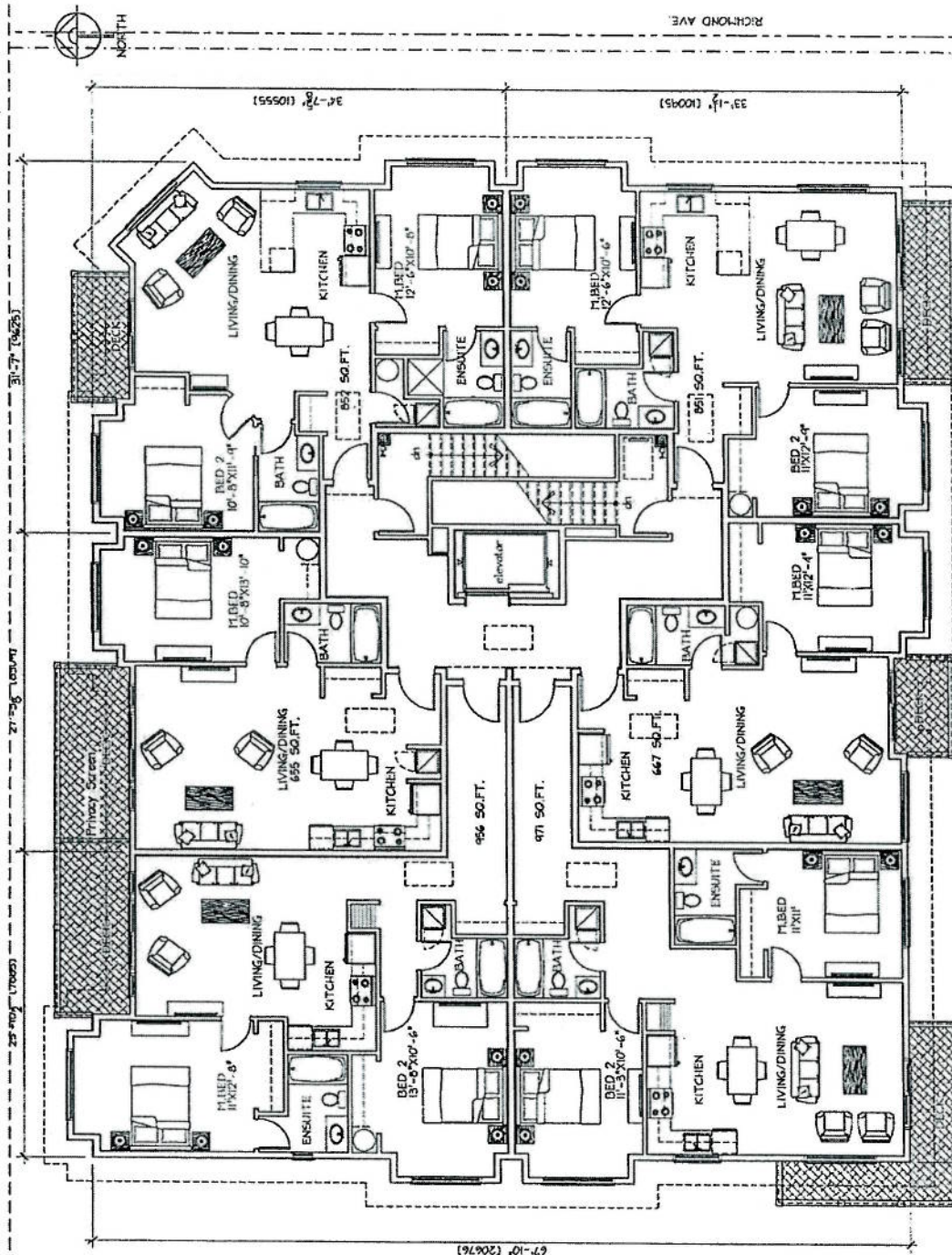
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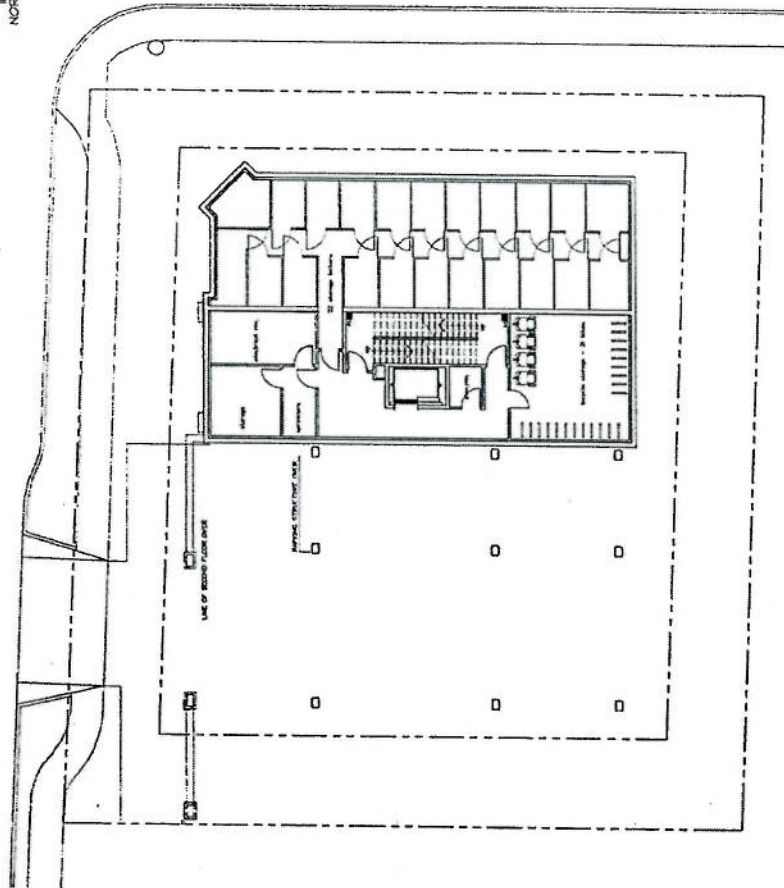


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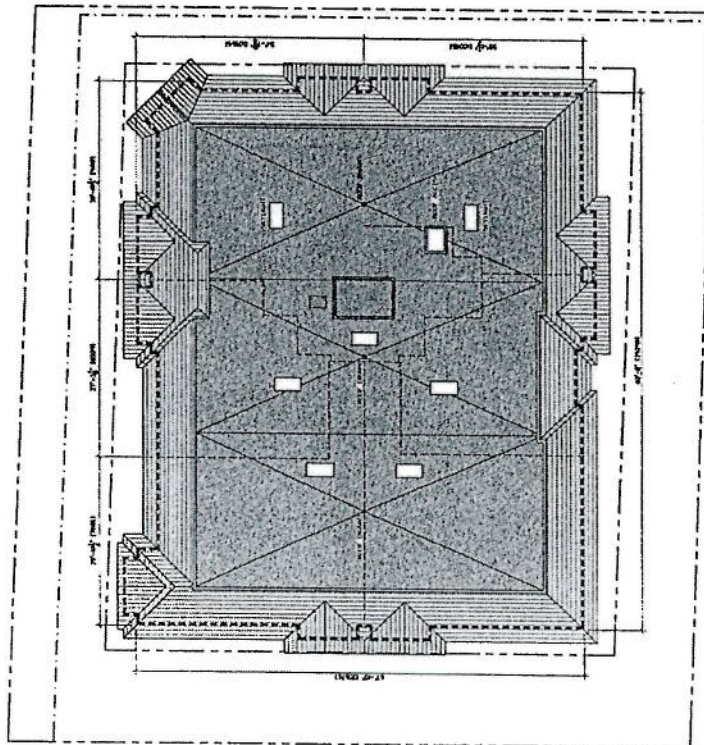
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1 BASEMENT PLAN
SCALE: 1/8" = 1'-0"



2 ROOF PLAN
SCALE: 1/8" = 1'-0"

RICHMOND 1 OAK BAY AVE RESIDENTIAL	
Planning Department / Roof Plan	Scale: 1/8" = 1'-0"
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Issue No: 2008-26	Drawn: [blank]
Issue No: A25	Drawn: [blank]

Issue No: [blank]	Drawn: [blank]
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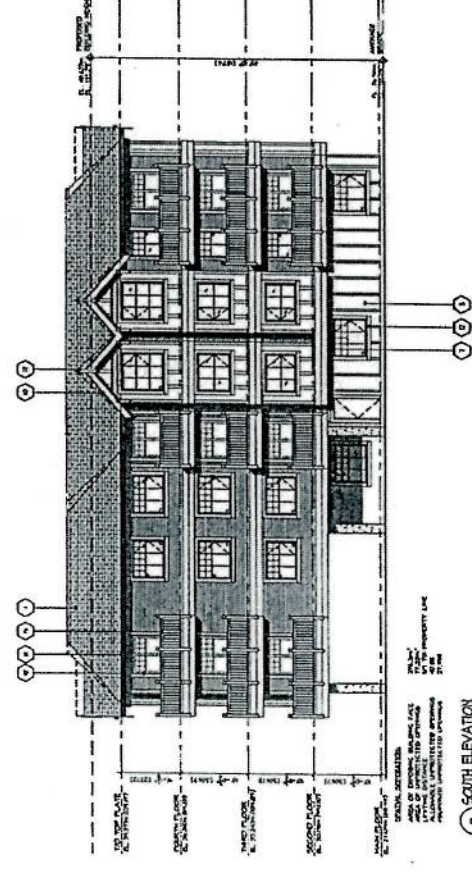
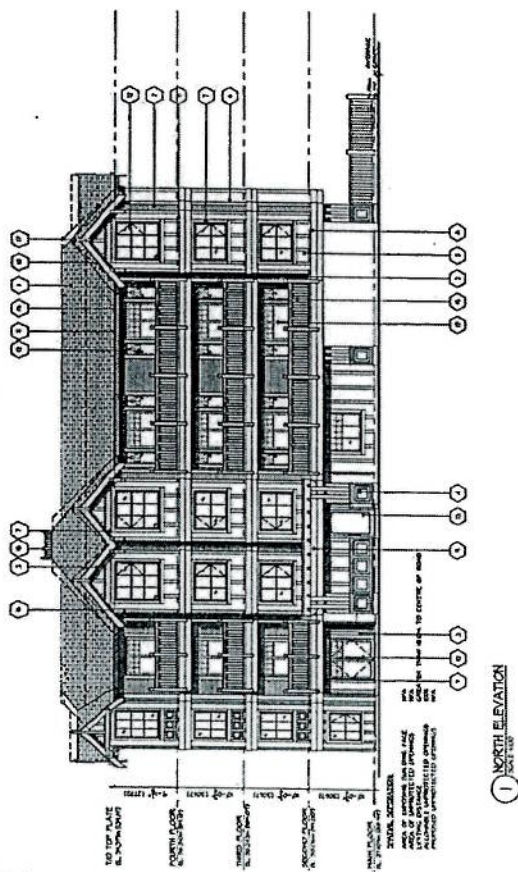
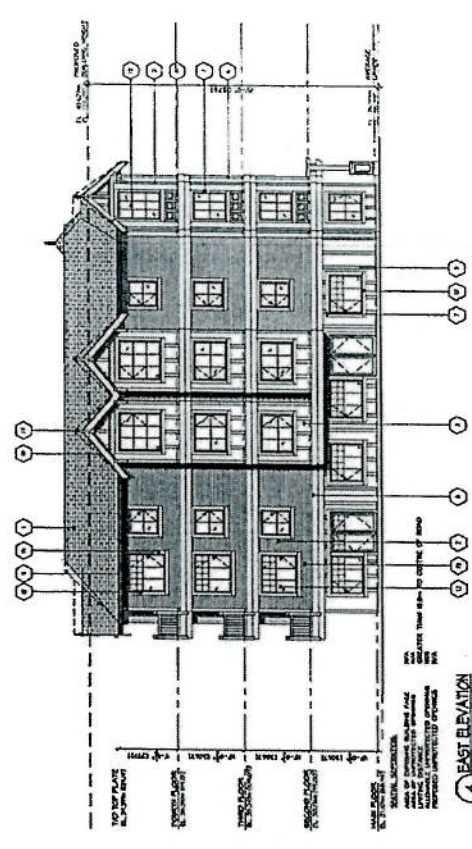
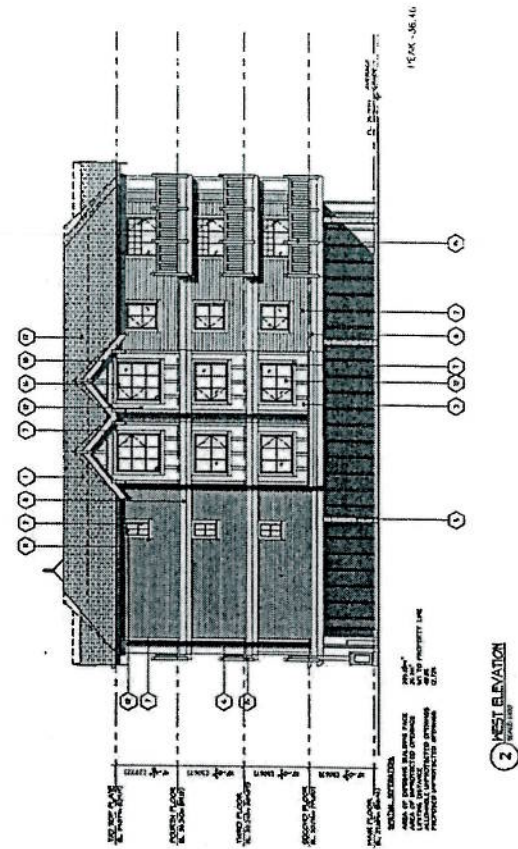
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City of Victoria

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Development Services Division

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MAY - 13 2013

**Planning & Development Department
Development Services Division**



① EAST ELEVATION to Richmond Ave.



② NORTH ENTRANCE ELEVATION to Oak Bay Ave.

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 Checked: [blank]
 Title: A3.2
 VDA
 VICTORIA DEVELOPMENT SERVICES
 1000-1001 BAYVIEW AVE, SUITE 100
 VICTORIA, BC V8M 1A1
 TEL: 250-383-1111
 FAX: 250-383-1112
 WWW.VICTORIADVS.COM

No. [blank]
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 Revision [blank]

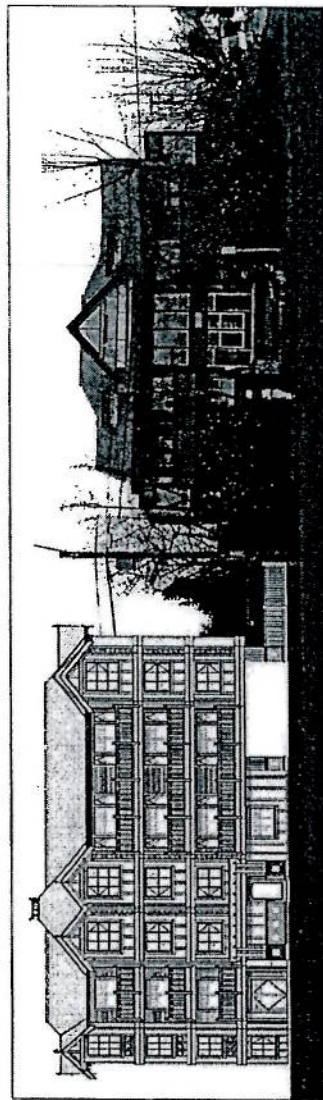
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 City of Victoria
 MAY 13 2013
 Planning & Development Department
 Development Services Division



1741 OAKBAY AVE.

1082 RICHMOND AVE.



1066 RICHMOND AVE.

1070 RICHMOND AVE.

1082 RICHMOND AVE.

Received
City of Victoria

MAY 13 2013

Planning & Development Department
Development Services Division

RICHMOND & OAK BAY AVE RESIDENTIAL
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VDA
VICTORIA DEVELOPMENT SERVICES DIVISION
1000-1001 BAYVIEW AVENUE, VICTORIA, BC V8M 1A1
Phone: 250-383-8000 Fax: 250-383-8001
Email: info@vda.ca Website: www.vda.ca

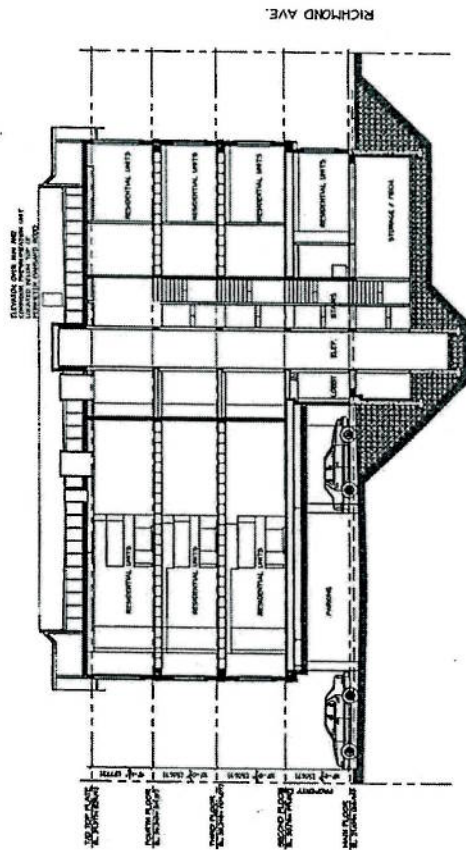
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Project Date: [blank]

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Project Comments: [blank]
Project Feedback: [blank]
Project Review: [blank]
Project Approval: [blank]
Project Sign-off: [blank]

[illegible]

Draw a picture of your favorite animal.

Age	Sex	Height	Weight	Temp	Pulse	Respirations	Blood Pressure	Diagnosis	Remarks
10	M	140	35	37.5	90	20	110/70	Acute tonsillitis and adenitis	<p>1. Acute tonsillitis and adenitis</p> <p>2. Acute tonsillitis and adenitis</p> <p>3. Acute tonsillitis and adenitis</p> <p>4. Acute tonsillitis and adenitis</p> <p>5. Acute tonsillitis and adenitis</p> <p>6. Acute tonsillitis and adenitis</p> <p>7. Acute tonsillitis and adenitis</p> <p>8. Acute tonsillitis and adenitis</p> <p>9. Acute tonsillitis and adenitis</p> <p>10. Acute tonsillitis and adenitis</p>

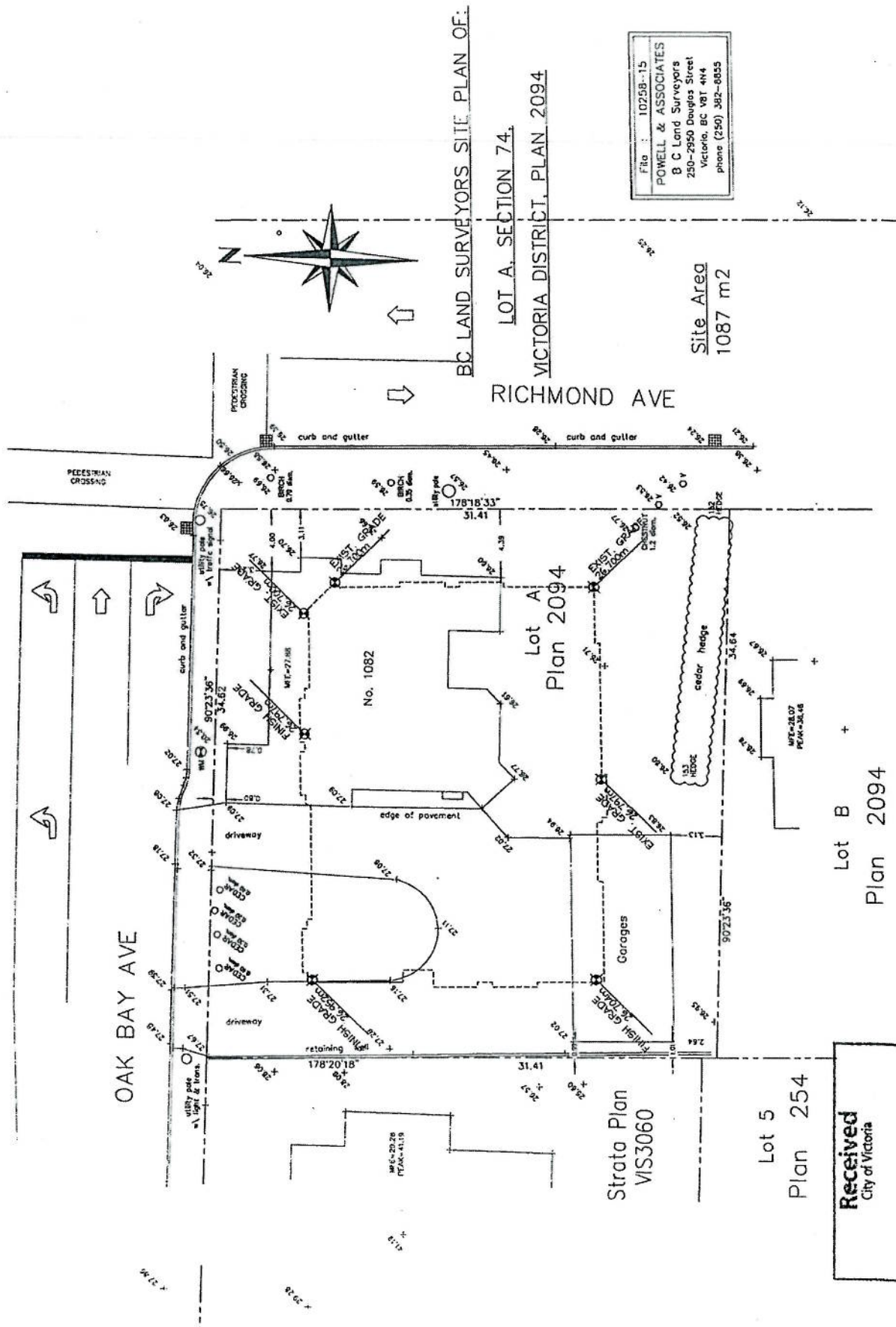
KEY PLAN



Received
City of Victoria

MAY 13 2013

Planning & Development Department
Development Services Division







ROCKLAND NEIGHBOURHOOD ASSOCIATION



January 28, 2013.

Mayor and Council
Planning & Development Department
City of Victoria

RE: Rezoning Application #00388 for 1082 Richmond Avenue

The Rockland Neighbourhood Association has reviewed the above proposal. We do not believe there is a case for site specific zoning. The junction of Oak Bay Avenue and Richmond Avenue, two "secondary arterial" roads, is not a strategic location. Further, our letter of December 13th, 2012, reflects the concerns outlined at the community meeting with reference to density, open site space, height and shading, parking and parking access.

As stated in the Oak Bay Avenue Guidelines 2001, "the scale of buildings [from Beverly to Clare] is to be maintained at a maximum of 3 storeys."

We would like to stress that the City, in support of the Rockland Neighbourhood Plan, took the initiative to rezone from R3-2 Multiple Dwelling District to R3-A2 Low Profile the properties on Oak Bay Avenue between Oak Bay Junction and Richmond Avenue specifically "to reduce size and height of future redevelopment (3 storeys)." RNP, P. 17, Sec. 3.1.2

Approval of this project as it is proposed would set an unfortunate precedent for oversized development in this corridor and contradict the City's stated goals.

Sincerely,

Janet Simpson
President, Rockland Neighbourhood Association

c.c. Proponent



ROCKLAND NEIGHBOURHOOD ASSOCIATION

December 13, 2012

Mayor Fortin, Council, and Planning
City of Victoria

Re: Rezoning Application: 1082 Richmond Avenue

At a community meeting on Nov. 7th, Abstract Development presented a redevelopment proposal for 21 strata units. Nineteen area residents and five RNA directors attended the meeting. As a result, we recommend that

- regulations of the current zoning be upheld
- parking access be off of Richmond Avenue
- trees be planted to compensate for the loss of the significant chestnut tree
- and Planning staff ensure the CALUC process is followed.

Our rationale for the recommendations is based on the following concerns:

Density/Mass The increase in density from 11 to 21 dwelling units is considerably larger than what is allowed under the existing low profile multiple dwelling district R3-A2 zone, which states that *The maximum permitted floor space ratio is 1.0:1*. On this relatively small lot, Abstract is proposing a building 1.57 times larger in floor area than the size of the lot. Existing regulations also state that a bonus floor space ratio of 1.2:1 may be permitted only if *at least 40% of the lot shall be landscaped as open site space*. Abstract's proposal of a 1.57:1 ratio with only 28% of the lot landscaped results in an unacceptable increase in mass and loss of green space. Policy 2.1.10 of the RNA Plan states that "The scale of the next generation of apartments along Fort Street and Oak Bay Avenue should be related to the residential properties to the south."

Parking: Only 18 spaces and 1 visitor space are proposed for 21 suites; however, buildings subject to strata-titled ownership are required to provide 1.4 off-street parking spaces per dwelling unit, or 29 spaces for 21 suites. Street parking is extremely limited, with no parking for service vehicles. Westbound residents attempting to enter the parking area from Oak Bay Avenue would inevitably create tie-ups at the traffic light. The proximity of the parking entrance to the intersection and the concentration of vehicles on that corner are seriously problematic.

Shading: The building height would significantly shade the adjacent buildings to the west.

Process: The proponents claim that in discussions with the Planning and Development Department they had preliminary approval for this project, and that mass and parking issues satisfied the department.

Respectfully submitted,

Janet Simpson, President
Rockland Neighbourhood Association



ROCKLAND NEIGHBOURHOOD ASSOCIATION

July 12, 2014

Mayor and Council
Planning and Development
City of Victoria

Re: Rezoning and Development of 1082 Richmond Avenue

While the RNA appreciates the proponent's efforts to emphasize a more contemporary and transitional approach, the sheer building mass of this proposal does not respond to the character and charm that define the Rockland neighbourhood. The proposal also ignores the three-storey criteria of the guidelines of the OCP DPA 7A: Corridors and the Oak Bay Avenue Design Guidelines 2001. Neighbours to the west are specifically concerned about the privacy and shading impact of both the greatly-reduced setbacks (from 9 m./29.52 ft to 4.287 m./14.06 ft.) and the increased height (from 10.7 m./35.09 ft. to 14.934 m./48.98 ft.) They are also concerned about on-street parking congestion. Neighbours to the east have emphatically voiced concern about significant increases to traffic congestion and parking issues at an already busy intersection.

The project planning principals may be commendable, but they do not comprehensively advance the objectives of the OCP. The proponent has "cherry picked" the Urban Residential criteria but ignored the balance of the OCP, most specifically Building Performance section 12.17, which calls for private development of green buildings. We are appreciative that after further discussion, Abstract Developments Inc. has agreed to include a covenant or legal agreement requiring BuiltGreen certification, or something very similar, in their proposal. The RNA believes that the OCP should be a reference piece in its entirety, to be used as a tool, not a weapon. If increased density is forced upon us, it should be the responsible, green density the OCP embraces. A requirement for green building criteria along all corridors would raise the quality of projects and enhance the implementation of the OCP.

While the project is in an area designated in the OCP for an increase in multifamily development over the next 30 years, we are possibly a decade away from having an updated corridor land use plan. It would be premature to support a development at the maximum limit FSR envisaged in the OCP. As we have stated to council, the RNA is very concerned that acceptance of this proposal's density of 2.0:1 would create a precedent that all developers would reference along all corridors in the future.

An odometer check indicates the site is 500 m. from the junction of Fort and Oak Bay and 300 m. from Morrison and Oak Bay at the perimeter of the Stradacona Village. It is

also 300 m. from the perimeter of the Jubilee Village at Fort and Richmond, not the 270/230 m. suggested by the proponent. It is also 900 m. from the main entrance to Royal Jubilee Hospital. The site is not immediately adjacent to either proposed village. In particular, it is some distance from the real hub of Stradacona Village. Nor does the project fall within the Oak Bay Avenue Village, OCP Map 48.

The proponent is also incorrect in claiming that the RNA prefers the four storey option. The RNA LUC was presented with only the architect's rendering of four and five storey options. Because plan revisions had not been received prior to the viewing for review and discussion, we declined to comment on either proposal. The community members who attended reiterated their concerns about privacy, shading, parking and ingress/egress on what the proponent acknowledges is a busy corner. The RNA's preference is that the proposal be built to the current zoning standards of R3-A2 and the OCP Built Form of Urban Residential of a total FSR of up to 1.2:1, respecting setbacks to ensure privacy, height to reduce shading and less density to reduce traffic congestion.

While the plan does advance some aspects of the OCP, it is disappointing that the opportunity to discuss an amenity package was missed. Delivering a plan with 57.7% site coverage does not respond to the OCP Plan Goals of ensuring "unique character and sense of place," a "greener, more resilient and healthy city," or "private green spaces [which] support healthy and diverse ecosystems." Ironically, the pursued 57.7% site coverage in no way addresses the city Storm Water Management initiative, in which reducing hard surfaces is a key component. Further, there is no acknowledgement of the goal that "new and existing buildings [be] energy efficient and produce few greenhouse gas emissions."

The RNA is alarmed to find that the plan has moved forward with even greater density than that which was proposed to the PLUSC on August 16, 2013, when Senior Planner Helen Cain recommended that "The applicant also should provide a land lift analysis to justify any increase in density that exceeds the R3-A2 zone entitlements and that exceeds the maximum of 1.2:1 FSR in the OCP for Urban Residential areas." Unfortunately, this analysis proposal was removed from the PLUSC motion of Sept 9, 2013, certainly resulting in a lost opportunity, especially now that the applicant brings forward a 2.0:1 density.

The RNA's strong preference is to have current zoning be the standard for building along the Fort-Oak Bay corridor; however, the OCP has unilaterally changed the rules. If city council is willing to entertain a proposal with such an excessive degree of massing on a relatively small lot, it must at least make mandatory on corridors throughout the city the inclusion of sustainable building practices such as the proponent is willing to undertake.

Sincerely,

Janet Simpson, President
Rockland Neighbourhood Association

From: Helen Cain
Sent: Monday, Jul 14, 2014 5:23 PM
To: Janice Appleby
Subject: FW: Letter from Rockland
Attachments: 2nd letter re 1082 Richmond (Word).docx

From: Mike Miller []
Sent: Monday, Jul 14, 2014 5:19 PM
To: Helen Cain; Alison Meyer
Cc: Sam Ganong
Subject: Letter from Rockland

Helen,

Here is a copy of an email I sent to all councillors:

Dear,

You may have seen this letter that I just received Saturday after yet another visit with the Community assn last week as an effort to gain some positive feedback. The discussion about us considering a "Green Build" building was discussed based on the premise of their perspective of a "reasonable" offset in density as we try to align with the OCP and their lack of participation of such.

I did not agree and yet I continue to remain co-operative if you read the letter you'll see it's a bit one sided.

Feel free to call me or email me if you wish to discuss.

Mike Miller
President

Planning and Land Use Committee Report

For Meeting on July 17, 2014

Date: July 3, 2014 **From:** Lucina Baryluk, Senior Process Planner
Subject: Rezoning Application #00432 and Development Permit Application #000345
for 2340 Richmond Road - Application to allow commercial uses

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and Development Permit Application for the property located at 2340 Richmond Road. The proposal is to allow a range of commercial uses (office, retail, 50-seat restaurant, studio and day care) within an existing building (CNIB Building). The existing zoning of the subject property limits the use of the building to a non-profit facility.

The following factors were taken into consideration in reviewing this application:

- Allowing a range of commercial uses is consistent with the *Official Community Plan* policies which support freestanding commercial uses at the intersection of major roads. Permitting a broader range of uses will also allow adaptive reuse of the existing building.
- As the existing building is to remain and no specific redevelopment proposal is provided, the proposed site-specific zone will recognize the existing density and siting.
- The property is subject to Development Permit Area 16: General Form and Character. Only minor changes to the existing structure are proposed and the landscaping would be renewed which would open up the views to the building.

Staff recommend that Committee support these applications.

Recommendations

1. That Council instruct City Staff to prepare the necessary *Zoning Regulation Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application #00432 for 2340 Richmond Road to allow the following uses: daycare, medical offices, professional offices, retail, restaurant and veterinarian clinic (without kennelling).
2. That Council consider giving first and second readings to the *Zoning Regulation Bylaw* amendments after the amendment has been drafted.
3. That Council schedule a Public Hearing after the *Zoning Regulation Bylaw* amendment has received first and second reading, subject to the completion of the following condition prior to the Public Hearing:
 - a) Registration of a Statutory Right-of-Way of 2.44 m on Richmond Road and 1.5 m on Bay Street to the satisfaction of the Director of Engineering and Public Works.
4. Following consideration of Rezoning Application #00432, that Council considers passing the following resolution to authorize the issuance of Development Permit Application #000345 in accordance with:

- a) plans date stamped June 10, 2014;
- b) development meeting all *Zoning Regulation Bylaw* requirements;
- c) final plans to be generally in accordance with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.

Respectfully submitted,



Lucina Baryluk
Senior Process Planner
Development Services



Deb Day, Director
Sustainable Planning and
Community Development

Report accepted and recommended by the City Manager:



Jason Johnson

Date: July 9, 2014

LB:aw

S:\TEMPEST_ATTACHMENTS\PROSPERO\PL\REZ\REZ00432\PLUC 2340 RICHMOND DOC.DOC

1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and Development Permit Application for the property located at 2340 Richmond Road.

2.0 Background

2.1 History of the Building and Description of Proposal

In the early 1980's, the subject property was rezoned to allow the Canadian National Institute for the Blind (CNIB) to construct a purpose-built facility for their operations. The existing building on the site was constructed in 1986, with a further expansion in 2001 for additional office and storage space. The CNIB has sold the building but will continue to lease space.

The applicant proposes to retain the existing building. The existing building has 820 m² floor area on the main floor and 266 m² on the second storey, for a total floor area of 1086 m². It is intended that the CNIB will remain a tenant in a portion of the building and two other tenant spaces will become available for other commercial uses. The proposal is to allow a range of commercial uses (office, retail, 50-seat restaurant, studio and day care) within an existing building (CNIB Building). The full range of allowable uses is detailed in the Issues section of this report.

The existing parking lot accommodates 29 parking stalls. Bicycle parking would be provided in compliance with the Schedule C requirements of the *Zoning Regulation Bylaw*.

No building expansion is contemplated at this time. Only minor changes to the exterior of the building are proposed, which would result in changes to window and door placement. Changes to the landscaping include thinning the vegetation along Richmond Road and Bay Street to open up views to and from the building, as well as creating a path from Bay Street to the existing outdoor seating area.

2.2 Existing Site Development and Development Potential

The *Zoning Regulation Bylaw* is very restrictive as it applies to this property: limiting the use, users and operators. Under the current R1-C Zone, Single Family Dwelling District (Extended Use), the permitted uses allow for a building that may be used for the relief of the poor, aged or infirm or as a home for the care of children or a hostel or centre for young persons provided that:

- (a) such use is exclusive of all other uses and is not carried on for profit or gain, and
- (b) such building is held or occupied by a charitable or philanthropic organization, supported in whole or in part by public funds.

In order to provide more flexibility for the use of this property, a rezoning is required.

2.3 Improvements to the Transportation Network

The subject property is located at a critical intersection. Both Richmond Road and Bay Street are classified as secondary arterials. Both of these roads are substandard in width which creates a challenge in terms of accommodating future transportation needs for improvements to bus lanes, bike lanes, sidewalks and boulevard placement. To accommodate these needs, the City will secure a 1.5 m Statutory Right-of-Way on Bay Street and a 2.44 m Statutory Right-of-Way on Richmond Road as a condition of rezoning.

2.4 Data Table and Parking Requirements

2.4.1 Data Table

The following data table provides data based on the existing building. The existing building is compared to the OCP Urban Place Designation, Traditional Residential, as the OCP provides the most relevant guidance for development of the site. "N/A" indicates that the OCP does not provide direction or standards.

Zoning Criteria	Existing building	OCP Traditional Residential
Site area (m ²) - minimum	2627.0	N/A
Total floor area (m ²) – maximum	1087.0	2627.0 (if maximum density is permitted)
Density (Floor Space Ratio) - maximum	0.4:1	1:1
Height (m) - maximum	7.8	N/A
Site coverage (%) - maximum	32	N/A
Storeys - maximum	1.5	3
Setbacks (m) – minimum		
North – Emerson	13.2	N/A
South – Bay	8.9	N/A
East – Richmond	4.8	N/A
West – interior lot line	4.9	N/A

2.4.2 Off-Street Parking, Schedule C, Zoning Regulation Bylaw

Based on Schedule C of the *Zoning Regulation Bylaw*, the following data table details both the "required" and "provided" number of parking stalls based on the proposed uses:

<i>Existing Permitted Use</i>	<i>Number of stalls provided</i>	<i>Required</i>
Auditorium	15	15
Office	15	13
Total	29	28

2.5 Land Use Context

The dominant building in the neighbourhood is the Royal Jubilee Hospital, which is directly across Richmond Road from the subject parcel. It is noted that Richmond Road forms the eastern boundary between the District of Saanich and the City of Victoria.

The west side of Richmond Road, between Bay Street and Denman Street, is generally comprised of single family dwellings. Further south along Richmond Road there is a transition to multiple dwelling units and office use.

Bay Street, to the south, between Shelbourne Street and Richmond Road, is residential with some multiple dwelling units interspersed among the single family homes. Emerson Street, to the north, is not a through street. There are approximately 45 single family homes on Emerson Street.

2.6 Legal Description

Lot A, Section 25, Victoria District, Plan 43084.

2.7 Consistency with City Policy

2.7.1 Official Community Plan, 2012

The *Official Community Plan* (OCP) sets out a vision for the Jubilee Neighbourhood in a City-wide context. The OCP identifies the subject lands within the Traditional Residential designation which envisions a maximum density of up to 1:1 FSR. As the subject property is at the intersection of two major roads, freestanding commercial is within the guidelines of the OCP.

The OCP also places the property within Development Permit Area 16, General Form and Character, for the purposes of establishing objectives for the form and character of commercial development. The applicable guidelines are Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development (2012). As this is an existing building and the applicant is proposing only minor changes to the building exterior (window and door placement) to accommodate potential leaseholders, no further analysis of the application with respect to the Development Permit Guidelines, as they relate to the building, is deemed necessary.

With respect to landscaping, the existing buffer between the subject property and the residential buildings to the west will be retained and the existing trees on the property will also be retained. The vegetation at the corner of Bay Street and Richmond Road will be thinned to provide visibility to the building and the proposed restaurant use.

2.7.2 Jubilee Neighbourhood Plan

The *Jubilee Neighbourhood Plan* (1996) places the subject property in a category of maintaining the current zoning. On Plan Summary Map 1, a notation indicates that there should be limited expansion of non-profit societies along Richmond Road. By inference, the issues behind this notation would appear to be that non-profit societies are regional in nature and, therefore the users are heavily dependent on car trips and the use does not contribute to “enlivening” the local community.

Although the subject property is not recognized as commercial in the *Jubilee Neighbourhood Plan* and as the OCP takes precedence over neighbourhood plans, the *Jubilee Neighbourhood Plan* policies and objectives on commercial land uses can be extrapolated to provide general guidance. The following objectives from the *Jubilee Neighbourhood Plan* are considered to be relevant to the proposal:

- encourage commercial growth within the defined areas by permitting a broad range of businesses that are compatible with the neighbourhood (Policy 5.3.1)
- recognizing the regional nature of many of the businesses in the Jubilee neighbourhood, new development should respond to surrounding properties and the scale of the neighbourhood (Policy 5.3.5)
- provide adequate parking for commercial uses without undue impact on residential streets (Policy 5.3.6).

2.8 Community Consultation

The North Jubilee Neighbourhood Association hosted a Community Association Land Use Committee (CALUC) Community Meeting on December 12, 2013. A follow-up letter from the Neighbourhood Association, dated February 12, 2014, is also attached to the report.

3.0 Issues

The following are the key issues associated with this application:

- density
- range of uses.

4.0 Analysis

4.1 Density

The application, at this time, does not involve increasing the size of the building or removing and replacing the existing building. The existing density on the site would, therefore, simply be reflected in the new zone with the expanded range of uses as outlined in this report. This means that, if there is redevelopment of the site that results in an increase in density, a rezoning would be required. At that time, the development proposal would receive a full analysis that would also address changes to traffic volumes and parking demands.

4.2 Range of Uses

There are two key issues in determining the appropriate uses for the building. The first issue is the appropriateness to the context and the OCP Land Use Designation of "Traditional Residential." The second issue is the parking demand for the use. The on-street parking situation in the neighbourhoods bordering the Royal Jubilee Hospital is a major consideration in any application as parking demand spills over into the adjoining streets. It is, therefore, critical that any development provides adequate off-street parking to service the users within the development and by extension it is important that uses that are known to create a significant parking demand are not introduced onto the site until a comprehensive redevelopment of the site occurs.

The applicant has requested a broad range of uses including: daycare, doctors' office, business and professional office, financial institutions, retail, restaurant, high tech, call centre and veterinarian clinic. For the most part, this range of uses will contribute to the local neighbourhood and the required parking can be provided on the site as long as there is a combination of tenants that have varying parking requirements as specified in Schedule C – Off Street Parking Requirements of the *Zoning Regulation Bylaw*. In other words, if the entire building was occupied by a use which has a high parking demand and hence a high parking requirement as expressed in Schedule C (e.g. restaurant), a parking variance would be required.

Given these considerations, the range of uses noted above is appropriate, with the exception of the request for high-tech, call centres and financial services as these uses are typically associated with more intense land use designations such as "Core Employment" or "Town Centre."

The staff recommendation provided for Committee's consideration advances the more limited list of uses described above; however, an alternate motion is provided for Committee's consideration should the full range of uses be preferable.

5.0 Resource Impacts

There are no resource impacts anticipated.

6.0 Conclusions

The current zoning of the property is very restrictive and limits the permitted uses to a non-profit care facility. This restriction reflected the ownership and purpose of the building at the time of construction. This building has now been sold to a private developer who wishes to have a broader range of uses to enable the commercial viability of the building. Permitting a broader range of uses will also allow adaptive reuse of the existing building; however, allowing high tech, call centre and financial services are seen to go beyond the intent of the OCP "Traditional Residential" land use designation. Staff therefore recommend that Committee support broadening the range of uses for the property to allow daycares, medical offices, professional offices, retail, restaurant and veterinarian clinic (without kennelling) noting that it may be appropriate to consider a more extensive range of uses when the site is fully redeveloped.

7.0 Staff Recommendations

1. That Council instruct City Staff to prepare the necessary *Zoning Regulation Bylaw* amendment that would authorize the proposed development outlined in Rezoning Application #00432 for 2340 Richmond Road: daycare, medical offices, professional offices, retail, restaurant and veterinarian clinic (without kennelling).
2. That Council consider giving first and second readings to the bylaw amendments after the *Zoning Regulation Bylaw* amendment has been drafted.
3. That Council schedule a Public Hearing after the *Zoning Regulation Bylaw* amendment has received first and second reading, subject to the completion of the following condition prior to the Public Hearing:
 - a) Registration of a Statutory Right-of-Way of 2.44 m on Richmond Road and 1.5 m on Bay Street to the satisfaction of the Director of Engineering and Public Works.
4. Following consideration of Rezoning Application #00432, that Council considers passing the following resolution to authorize the issuance of Development Permit Application #000345 in accordance with:
 - a) plans date stamped June 10, 2014;
 - b) development meeting all *Zoning Regulation Bylaw* requirements;
 - c) final plans to be generally in accordance with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.

7.1 Alternative Recommendation (decline)

That Rezoning Application #00432 for 2340 Richmond Road be declined.

7.2 Alternate Recommendation (Applicant's preferred range of uses)

That staff be directed to include the full range of permitted uses as requested by the applicant in the applicant's letter.

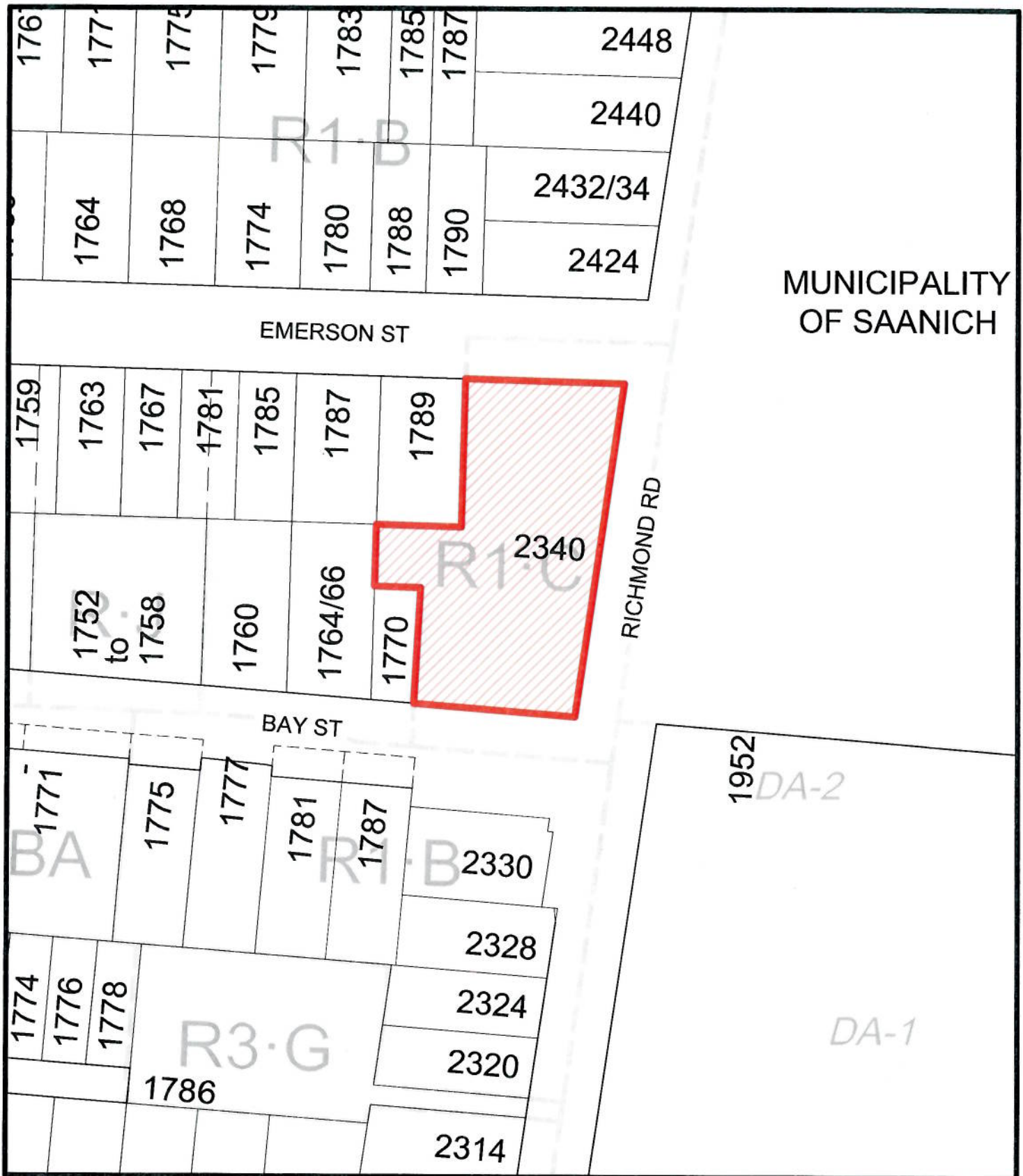
8.0 List of Attachments

- Aerial Map
- Zoning Map
- Plans dated June 10, 2014
- Letters from applicant dated January 10, 2014
- North Jubilee Neighbourhood Association, Letters dated January 17, 2014, February 12, 2014, and June 30, 2014.



2340 Richmond Road
Rezoning #00432
Bylaw #





2340 Richmond Road
Rezoning #00432
Bylaw #



January 10, 2014

Mayor Fortin and Council
City of Victoria
#1 Centennial Square
Victoria, BC



Mayor Fortin and Members of Council,

RE: 2340 RICHMOND ROAD - REZONING AND DEVELOPMENT PERMIT APPLICATION

I respectfully request your consideration of my application to rezone the property at 2340 Richmond Road from R1-C, Single Family Dwelling Extended Use to a new zone based on the R1-C that would permit a number of commercial uses for the existing Canadian National Institute for the Blind (CNIB) building, in order to support its ongoing economic viability. The existing zone limits the use of the property to non-profit societies. The building is not economically viable for CNIB to continue to own or maintain as a non-profit society and subsequently has been sold.

The proposal is in keeping with policies in the *Official Community Plan* which calls for the adaptive reuse of existing buildings and the *Jubilee Neighbourhood Plan*, which recommends limiting the expansion of non-profit societies on Richmond Road.

The existing 1,039 m² (11,183 ft²) 1 and ½ storey building was purpose built for the CNIB in the 1980's. The 2,627 m² (28,273 ft²) property encompasses the entire western frontage (72.5 m/238 ft) on Richmond Road from Emerson Street (north) to Bay Street (south). There are 2 driveways one at the rear of the property on Emerson Street and one on Bay Street which accesses 2 different parking areas. There is parking for 30 cars on site. The properties immediately adjacent to the site and which face onto both Emerson and Bay Street are single-family dwellings. The Jubilee Hospital complex is across Richmond Road to the east.

Few changes are contemplated to the exterior of the building except minor changes to the windows, entries and the potential for future signage to make the spaces more leasable. These are described in the attached drawings. I have made the concurrent application for a Development Permit for these changes to facilitate the timely leasing of the spaces. The internal space will be reconfigured to meet potential tenant's needs. The landscaping will also be improved on the street frontages.

Possible tenants include a daycare, doctors' offices and a coffee shop, uses that would compliment the neighbourhood and the major institution across the street. The key for making this building economically viable and sustainable over the long term will be to provide greater flexibility for its use. The additional uses being requested are: Business & Professional office, Financial Institutions including Chartered Banks, Credit Unions, Trust, Insurance and Mortgage companies, Retail stores, Restaurants, Coffee Shops, Bakeries, High Tech, Call Centers, Studios, Veterinarian Clinic, Kindergarten, Daycare Center. This is critical for the future of the building.

January 10, 2014
2340 Richmond Road
Page 2 of 2

The pattern of use of the site is well established and it is ideally located for commercial use; Bay Street and Richmond Road are both arterial roads and are well served by transit. The driveways and parking already existing and have an established relationship with adjacent properties. The building, floor space and use were approved with 30 on-site parking spaces. The parking functions well and although the existing use of the space would technically require more parking it can be considered to be non-conforming. As already mentioned, the site is well served by transit and many of the people likely to access the uses will already be coming to or from the hospital.

In conclusion, the properties location and established pattern of use lends itself to providing the flexibility to permit these additional uses. The adaptive reuse of this building will not only support its long-term economic viability but will complement other uses in the neighbourhood. This proposal will also reintroduce the property into the City's tax base; as a commercial property it would no longer require a tax exemption.

I thank you for your consideration of my application and look forward to discussing it with you.



Leonard Cole,
Urban Core Ventures Ltd.



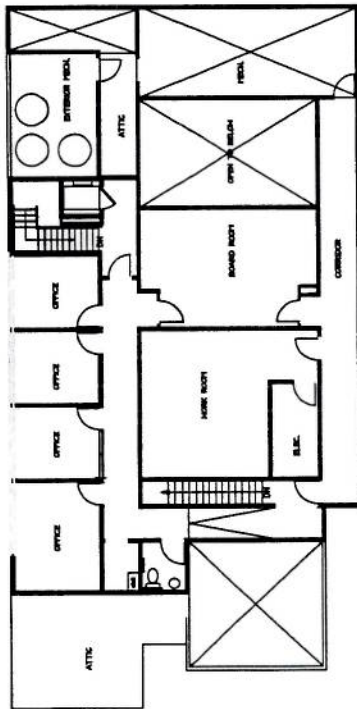
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Development Services Division



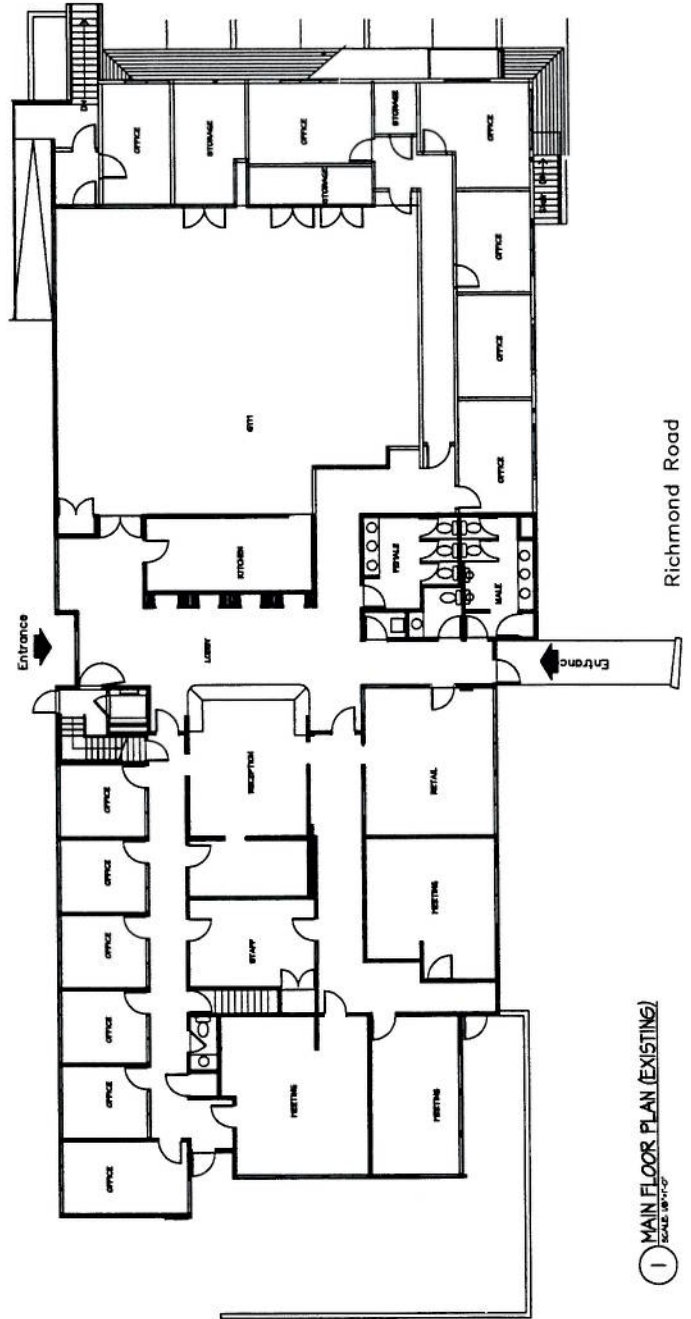
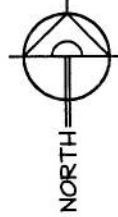
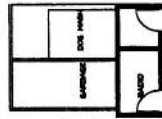
Received
City of Victoria
JUN 10 2014
Planning & Development Department
Development Services Division

Emerson Street

Al.



2 UPPER FLOOR PLAN (EXISTING)
SCALE 1/8"=1'-0"



1 MAIN FLOOR PLAN (EXISTING)
SCALE 1/8"=1'-0"

Bay Street

Richmond Road

Planning & Development Department
Development Services Division



MAIN FLOOR
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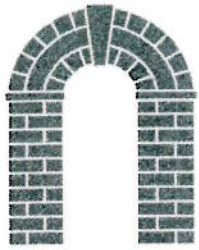
1
MAIN FLOOR PLAN
SCALE 1/8" = 1'-0"



Planning & Development Department
Development Services Division







North Jubilee
Neighbourhood
Association

1766 Haultain Street

Victoria, B.C., V8R2L2

January 17, 2014

Mayor Dean Fortin and City Council

1 Centennial Square

Victoria, B.C., V8W1P6

Re: Proposed Rezoning 2340 Richmond Road (CNIB Building)

Dear Mayor and City Council:

The North Jubilee Neighbourhood Association's Land Use Committee hosted a Community meeting in connection with the proposed rezoning for 2340 Richmond Road which was held December 12, 2013 in the Woodward Room, Begbie Hall, 2101 Richmond Road, RJH Campus. Four North Jubilee residents were in attendance. Leonard Cole, Urban Core Ventures and Des Bazett, Vic Davies Architect Ltd. made the presentation for the proponent. Undated plans were viewed which outlined 30 parking spaces; tenant spaces #1, 2000 sq. ft., #2, 1700 sq. ft., and #3, 3860 sq. ft. There is also a 930 sq. ft. common area on the upper level. The CNIB will be leasing space #1 for a 5-year leasing term. The working drawing presented for the exterior elevations was prepared for the alterations and renovations for the CNIB in 2000. Also shown was an enlarged photo of the surrounding properties. Copies of these plans were not available for NJNA after the meeting, but were delivered to the Association on January 8, 2014 and the Land Use Committee requested an extension for providing comments from this meeting.

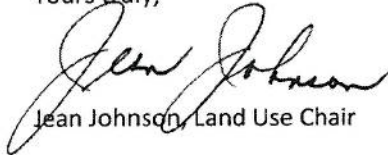
As this is an application to rezone the property from R1-C, Single Family Dwelling Extended Use to a new zone that would permit a number of commercial uses and not limited to non-profit societies, possible options only were discussed at the meeting. These included a daycare, doctor's offices, pharmacy, coffee shop, dance center, retail, and financial institutions. As a coffee shop could be located in Tenant Space #2 which has an existing outdoor terrace, smoking at this location is a concern due to its close proximity to the hospital campus. The proponent advised that few changes would be made to the exterior of the building and these would be done on the windows, entries and for signs required by new tenants. Improvements are to be made to the present landscaping.

CNIB requires 6 parking spaces which leaves 24 on-site spaces for other tenants. As all residential streets in North Jubilee are restricted to "resident parking only", parking problems and concerns were discussed at length. The parking lot is not large and has not generated a great deal of car trips in the past due to the original intended use of the building. On behalf of the community, the Land Use Committee would recommend that the applicant constantly monitor all parking issues. Parking by non-residents in the North Jubilee neighbourhood requires constant awareness by residents due to parking on our streets by hospital campus staff and visitors. RJH also generates a heavier traffic volume on Richmond Road, Bay and Fort Streets and the proposed commercial use of this building will also

generate increased traffic. The intersection at Bay and Richmond would be pressed to tolerate the level of activity that would be take place with some of the proposed tenants and thus the impact of traffic and parking is a major concern.

The applicant, Leonard Cole, advised that he had personally made contact with many of the adjacent neighbours in the area prior to the Community Meeting.

Yours truly,

A handwritten signature in black ink, appearing to read 'Jean Johnson', is written over the typed name.

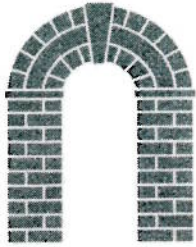
Jean Johnson, Land Use Chair

(Wilma Peters and Pat May...NJNA Land Use Committee)

Cc: Lucina Baryluk

Leonard Cole, Urban Core Ventures

Shellie Gudgeon, North Jubilee City Council Liaison



North Jubilee
Neighbourhood
Association

c/o 1766 Haultain Street

Victoria, B.C., V8R2L2

February 12, 2014

Mayor Dean Fortin and City Council

1 Centennial Square

Victoria, B.C., V8W1

Re: REZ #00432 and DP#000345 for 2340 Richmond Road

Dear Mayor and City Council:

In reply to the January 10, 2014 letter from Anita Walper, Administrative Assistant in connection with the above proposed rezoning and development permit, please be advised that the North Jubilee Land Use Committee did examine the attachments forwarded to us. It was noted on the landscape plan that the existing hedging is to be replaced with ground cover along Richmond Road and Bay Street to improve visibility at the corner. Is the removal of the mature shrubs necessary to meet criteria set by the Traffic Department? These landscape changes were not shown on the plans at the Community Meeting. Future landscaping is an important part of this corner development in our neighbourhood and ground cover replacement appears minimal.

On Plan A1.5 the bottom elevation shown is from Richmond Road, not from the Parking Entrance.

Neighbourhood concerns raised at the December 12, 2013 Land Use Community Meeting re parking were outlined in our January 17, 2014 letter to you and they still remain a major concern. As the RJH Campus forms part of North Jubilee, the traffic in our area generated by staff, patients and visitors already leads to very busy streets. Mr. Cole lists a daycare, doctors' offices, coffee shop, financial institutions, retail stores, bakery, veterinarian clinic, etc. as possible future tenants. Such uses will all add to North Jubilee traffic especially on heavily travelled Richmond Road.

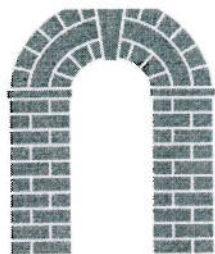
As North Jubilee already has a predominance of medical offices, there is a concern about further commercial development that is closed to the neighbourhood after hours.

Yours very truly on behalf of the North Jubilee Neighbourhood Association Land Use Committee,

Jean Johnson, Chair

Cc: Lucina Baryluk

Shellie Gudgeon, North Jubilee Council Liaison



North Jubilee
Neighbourhood
Association

Planning and Land Use Committee - 17 Jul 2014

1766 Haultain Street

Victoria, B.C.

June 30, 2014

Mayor Dean Fortin and City Council

1 Centennial Square

Victoria, B.C., V8W1P6

Re: REZ #00432 and DP#000345 for 2340 Richmond Road

Dear Mayor and City Council:

In reply to Anita Walper's May 30, 2014 letter in connection with the above rezoning proposal and development permit application, please be advised that the plans in the 8 1/2"x11" format included with her letter are difficult to read even while using a magnetic sheet. The legibility of the printing re the landscaping is therefore a problem, but in the community's February 12, 2014 letter, we questioned the replacement of existing hedging by ground cover along Richmond Road to Bay Street to improve visibility at the corner which still appears to be taking place. Is the removal of mature landscaping necessary to meet criteria set by a City Department?

On Plan A1.5 the east elevation shown is from Richmond Road, not from the Parking Entrance.

Neighbourhood concerns raised at the December 12, 2013 Land Use Community Meeting re parking were outlined in our January 17, 2014 letter to you and again in our February 12, 2014 letter and they still remain a major consideration. However, Silver Threads will be leasing a portion of the space in this building and the community association has met with them and is looking forward to their presence in our community. They are aware of the parking limitations in the residential streets, but as the bus service in the area is plentiful; and their clients are often dropped off and picked up by family or the handi-dart, it was felt that the parking spaces available to them are adequate. The statement re the traffic generated in this area by the RJH campus is still valid as is the concern re the needs of the third lessee still to be named.

Yours very truly on behalf of the North Jubilee Neighbourhood Association Land Use Committee,

Jean Johnson, Chair for Wilma Peters and Patrick May

Cc: Lucina Baryluk

Shellie Gudgeon, North Jubilee Council Liason

Planning and Land Use Committee Report

For Meeting on July 17, 2014

Date: June 26, 2014 **From:** Charlotte Wain, Senior Planner – Urban Design

Subject: **Development Variance Permit Application #00131 for 1482 Dallas Road**
Application to increase building height, number of storeys and front setback to allow for the construction of a duplex dwelling.

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding the Development Variance Permit Application for the property located at 1482 Dallas Road. The application is to vary the maximum height from 7.6 m to 8.01 m, to increase the number of storeys from 1.5 to 2 and to reduce the front setback from 7.5 m to 6.79 m to allow for the construction of a duplex dwelling in the RJ-6 Zone, Dallas Transient District.

The proposal will replace an existing single-family dwelling currently located on the property.

The following issues were considered in assessing this application:

- The proposed duplex use is permitted in the existing RJ-6 Zone.
- The proposed height variance only relates to a small portion of the roof and would not conflict with the land use policies in the *Official Community Plan*.
- The proposed variance related to the maximum number of storeys is supportable because the total floor areas (including basements) are still within the maximum allowable floor area of the RJ-6 Zone.
- The front setbacks are supportable as they only relate to a small portion of the vertical supports and will have minimal impact on the adjacent neighbours.

For the above reasons, staff recommend that the Committee support this application.

In accordance with the City's *Land Use Procedures Bylaw*, this Development Variance Permit Application has variances, therefore, it requires notification, sign posting and a Hearing.

Recommendations

1. That Council schedule a Hearing to consider Development Variance Permit Application #00131 for 1482 Dallas Road.
2. Following the Hearing, that Council consider passing the following resolution to authorize Development Variance Permit Application #00131, subject to:
 - (a) plans dated May 28, 2014, for Development Variance Permit Application #00131;
 - (b) the development meeting all *Zoning Regulation Bylaw* requirements, except for the following:
 - (i) Part 2.1 Section 2.1.4.a - Relaxation for height from 7.6 m to 8.1 m,
 - (ii) Part 2.1 Section 2.1.4.a - Number of storeys relaxed from 1.5 storeys to 2 storeys,

- (iii) Part 2.1 Section 2.1.5.a - Front yard setback relaxed from 7.5 m to 6.79 m;
- (c) final plans to be in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.

Respectfully submitted,

C. R. Wain

am

A. E. Day

Charlotte Wain
Senior Planner – Urban Design
Development Services

Deb Day, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:

[Signature]

Jason Johnson

Date: July 7, 2014

CW:aw

S:\TEMPEST_ATTACHMENTS\PROSPERO\PL\DVP\DVP00131\PLUSC PLANNING REPORT TEMPLATE DP & DVP3.DOC

1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding Development Variance Permit Application for the property located at 1482 Dallas Road. The application is to vary the maximum height from 7.6 m to 8.01 m, to increase the number of storeys from 1.5 to 2 and to reduce the front setback from 7.5 m to 6.79 m to allow for the construction of a duplex dwelling in the RJ-6 Zone, Dallas Transient District.

2.0 Background

2.1 Description of Proposal

The proposed development is located on Dallas Road between Clover Point and Ross Bay Cemetery. The site is a relatively generous lot that can accommodate a duplex development in the RJ-6 Zone (Dallas Transient District). The proposed design has the duplex units facing the street with parking in internal garages in the rear which are accessed from separate driveways.

Each of the units would have a front door facing the street with pedestrian access off Dallas Road. The units are each two storeys with a basement that contains recreational space and a bathroom. Due to the inclusion of a basement in the units, the maximum number of storeys and height permitted under the *Zoning Regulation Bylaw* is 1.5 storeys and 7.6 m respectively, therefore, a variance is required. The applicant is also requesting a variance to allow the front setback to be reduced from 7.5 m to 6.79 m.

2.2 Existing Site Development and Development Potential

The subject site currently contains a single family dwelling with a secondary suite. The property is within the RJ-6 Zone, which permits a range of residential uses, including single family dwellings, duplexes and small lot houses.

2.3 Data Table

The following data table compares the proposal with the existing RJ-6 Zone. An asterisk is used to identify where the proposal is less stringent than the existing zone.

Zoning Criteria	Proposal	Zone Standard
Site area (m ²) – minimum	555.60	555.00
Combined floor area (m ²) – maximum	377.00	380.00
Density (Floor Space Ratio) – maximum	0.50 to 1	0.50 to 1
Height (m) – maximum	8.01*	7.60
Site coverage (%) – maximum	30.00	40.00
Open site space (%) – minimum	42.95	30.00
Storeys – maximum	2.00	1.50

Zoning Criteria	Proposal	Zone Standard
Setbacks (m) – minimum		
Front (Dallas Road)	6.79*	7.50
Rear (NW)	12.82	12.79
Side (SW)	1.53	1.52
Side (SE)	3.34	3.00
Porch (into front setback) – maximum	1.17	3.50
Parking – minimum	2 stalls	2 stalls

2.4 Land Use Context

The subject site is located along the Dallas Road waterfront in the Fairfield neighbourhood. The property is located in an area containing residential uses in a mixture of housing forms, including single family dwellings, duplexes and multi-unit dwellings. The following uses surround the subject property:

- North – four-storey multi-unit development (R3-2 Zone)
- East – duplex units (R-J Zone)
- South – Dallas Road waterfront
- West – four-storey multi-unit development (R3-2 Zone).

2.5 Legal Description

Lot 19, Block F, Fairfield Farm Estate, Victoria City, Plan 340.

2.6 Consistency with City Policy

2.6.1 Official Community Plan, 2012

The subject lands are designated as Traditional Residential in the *Official Community Plan* (OCP), 2012. This designation permits ground-oriented residential buildings, including single family, duplex and attached dwellings. The proposal is consistent with the Traditional Residential land use designation in the OCP.

The property is covered under Development Permit Area (DPA) 16, General Form and Character. However, since the proposal is for a duplex dwelling, this type of development is exempt from these guidelines.

2.7 Community Consultation

In compliance with the Community Association Land Use Committee Procedures for Processing Variances, the application was referred to the Fairfield Gonzales Community Association on June 3, 2014, for a 30-day comment period. No comments were received at the time of writing this report.

This Development Variance Permit Application has variances, therefore, it requires notification, sign posting and a Hearing.

3.0 Issues

The key issues related to this application are the proposed height, number of storeys and front yard setback variances.

4.0 Analysis

4.1 Height

The applicant is proposing a height variance from the maximum permitted height of 7.6 m to 8.01 m to accommodate a small pitched roof at the front of the building facing Dallas Road. The remainder of the flat roof complies with the *Zoning Regulation Bylaw* maximum permitted height. The justification for the height variance is to improve the aesthetics of the building through a more varied roof pitch and window treatment.

Since the main part of the building meets the height requirement of the *Zoning Regulation Bylaw* and is at a similar or lower height to the neighbouring buildings, the proposal is consistent with the development in the surrounding area.

4.2 Number of Storeys

The *Zoning Regulation Bylaw* permits buildings that are one and a half storeys if a basement is provided. The applicant is proposing a two-storey building since the second floor habitable area is greater than 70% of the main floor, which is the requirement to qualify under the one and a half storey definition. However, there are no impacts on the streetscape or adjacent neighbours associated with this proposed variance and overall the proposal does not exceed the density or maximum permitted floor area.

4.3 Front Setback

A variance to the front setback is being proposed from the permitted 7.5 m to 6.79 m to allow for vertical supports on the entrances to the units. The remainder of the front façade of the building is in compliance with the setback requirements of the *Zoning Regulation Bylaw*. There will be no impacts to adjacent properties as a result of the proposed front setback variance.

5.0 Resource Impacts

There are no resource impacts anticipated with this application.

6.0 Conclusions

The proposed height increase for the small roof pitch is supportable, since the main portion of the building is in compliance with the *Zoning Regulation Bylaw* and is at a similar or lower height to the neighbouring buildings. Staff support the variance to the maximum number of storeys as there are no impacts on the streetscape or adjacent neighbours associated with this proposed variance and overall the proposal does not exceed the density or maximum permitted floor area. The requested variance for the front yard setback is also supportable as it only relates to the vertical supports on the entrances to the units and the impact on the adjacent neighbours is minimal. For these reasons, staff recommend that Council support this application.

7.0 Recommendations

7.1 Staff Recommendations

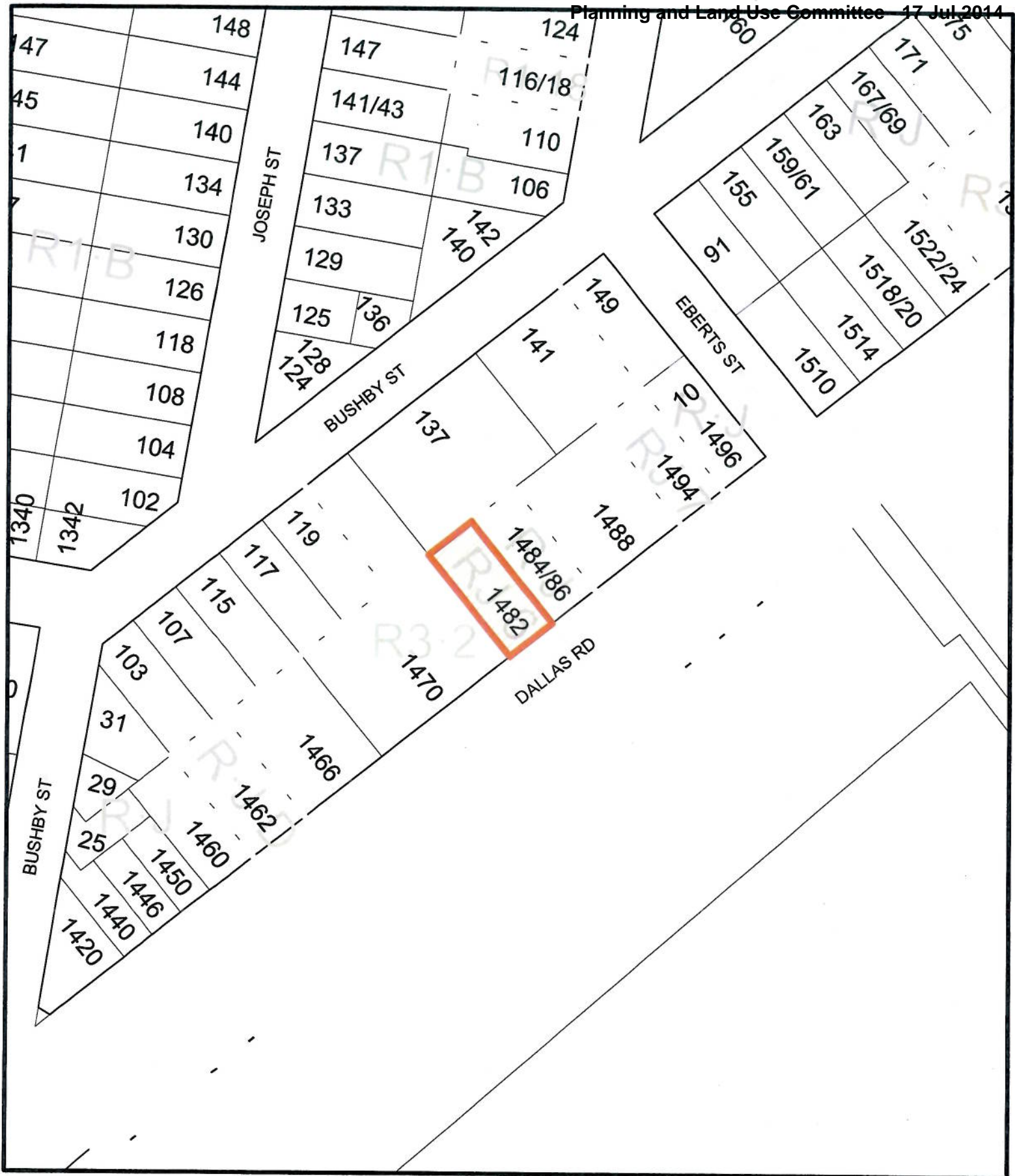
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 - (iii) Part 2.1 Section 2.1.5.a - Front yard setback relaxed from 7.5 m to 6.79 m;
 - (c) final plans to be in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.

7.2 Alternate Recommendation

That Council decline Development Variance Permit Application #00131 for 1482 Dallas Road.

8.0 List of Attachments

- Zoning map
- Aerial map
- Letter from applicant dated June 23, 2014
- Plans dated May 28, 2014.



1482 Dallas Road

Development Variance Permit #00131

Development Variance Permit Application # 00131 for 1482 Dal...





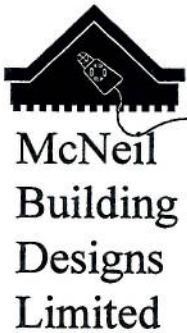
1482 Dallas Road

Development Variance Permit #00131

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DVP 00131

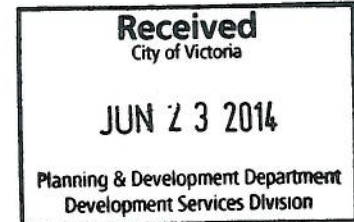


2272 Millstream Road, Victoria , BC V9B 6H2
Home Page <http://mcneildesigns.bc.ca>

Phone/Fax (250) 474 - 2360
Email ron@mcneildesigns.bc.ca

June 23, 2014

Mayor and Council
#1 Centennial Square
Victoria, BC
c/o Planning Dept
-



Re: DVP for Height, Front Setback, and 2nd Story Variances, 1482 Dallas Rd.

Dear Mayor and Council ,

I write on behalf of the owners, GL Zheng Holdings, to explain reasons for requesting the three variances and why we feel they can be supported. This will be a strata side by side duplex as is common along Dallas road.

Height variance is requested solely for the two small pitched roofs over the master bedrooms. The main flat roof conforms to the height bylaw. The pitched roofs will only exceed the height by 0.31m measured to their midpoints.

Variance to the second storey asking for variance to go from 1.5 stories with basement to 2 stories with basement. This means we will be turning what could be open ceiling into a third bedroom .

Variance of front setback, solely for the leaning post braces, while knee braces are exempt, their contemporary counterparts are not, so we require variance for the top limit of the posts where they enter the exempt cantilevered roof. A design element that makes the building unique, and affords some structural logic to the cantilevered roofs.

The Owners wish to make the homes more marketable to them selves and future families by having enough floor area to create 3 bedrooms and two bathrooms. **The total for 1st and 2nd story floor area does NOT exceed allowable maximum floor area.**

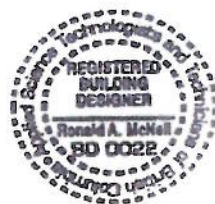
Reason for roof request is to improve the aesthetics from street and exterior by introducing an exciting roof and window element that also benefits the interior by affording better views of the ocean front and sky. It is low enough and such a small percentage of the whole roof it can hardly make building more massive or affect view from behind.

Please also note we are neighboured by multi-story condominium buildings, and on one side by duplexes that were built under less stringent bylaws just a few short years ago. We will by no means look out of scale with neighbouring buildings. Windows are no different that typical residential windows, and hardly impact all the over looking condos.

We hope that council can support these three variances, and look forward to presenting to you.

Sincerely,

Ron McNeil, ASCT.
mbltr758d



DIGITAL
BUILDING
AHEAD



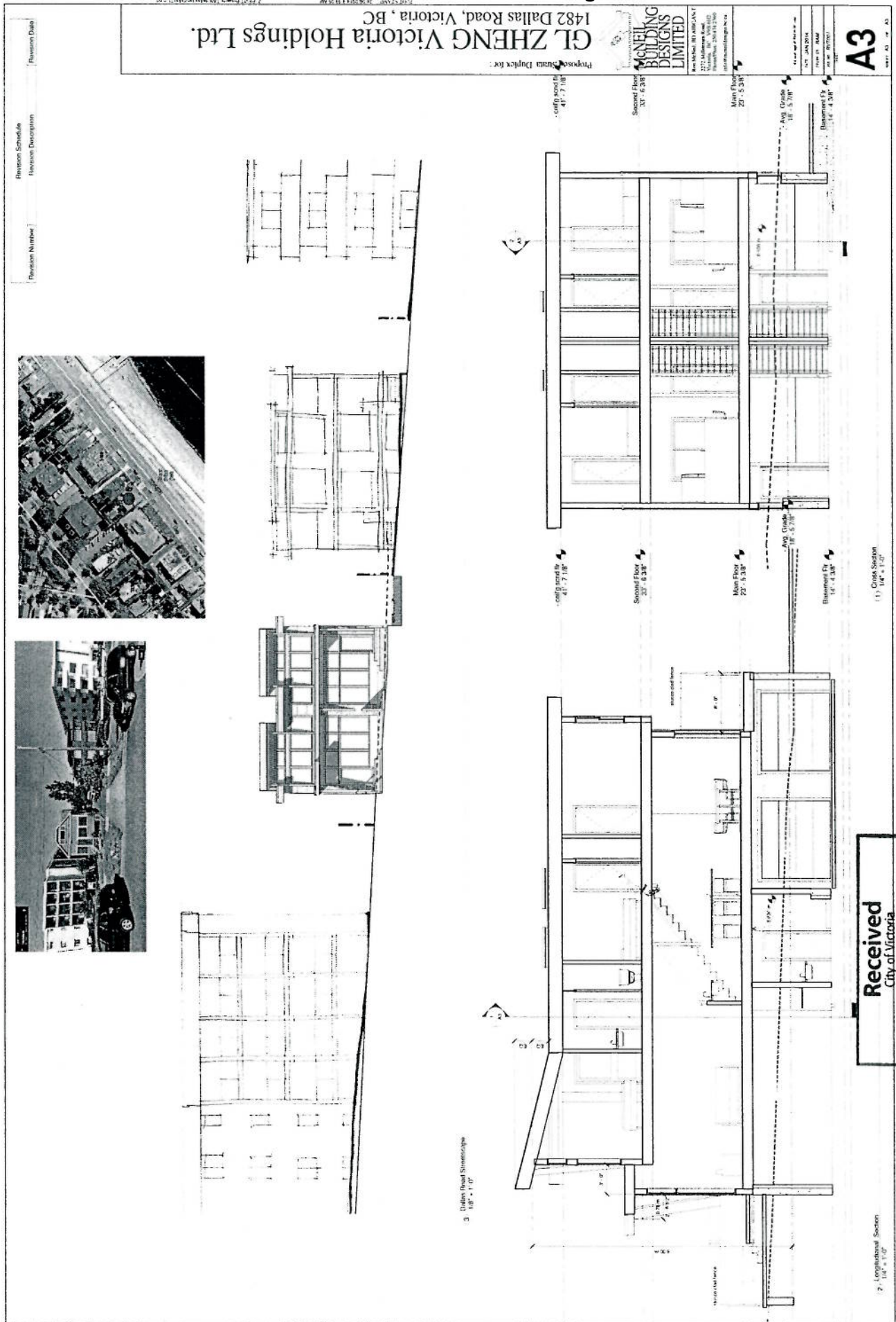
New duplex will not sit as far forward as existing (green) dwelling thus will not seem as large due to perspective of camera.

<p>Revision Schedule</p> <p>Revision Number: 3</p> <p>Revision Description: Remove rear stairs from deck.</p> <p>16 MAY 2014</p>	<p>Proposed Suite Duplex for:</p> <p>GL ZHENG Victoria Holdings Ltd.</p> <p>1482 Dallas Road, Victoria, BC</p> <p>MOORE BUILDING DESIGNS LIMITED</p> <p>1221 Millstream Road Victoria, BC V8M 1G2 Phone: 250.612.2340 info@mooredesigns.com</p>	<p>Drawn by: JAM</p> <p>Checked by: JAM</p> <p>Scale: 1/8" = 1'-0"</p> <p>Sheet: A2</p>
<div style="display: flex; justify-content: space-between;"> <div style="width: 48%;"> <p>First Floor Plan</p> <p>70% of each side (per City of Victoria definition) 75% of each side (per Normal Industry Convention) 80% of each side (per BC Building Code)</p> </div> <div style="width: 48%;"> <p>Second Floor Plan</p> <p>70% of each side (per City of Victoria definition) 75% of each side (per Normal Industry Convention) 80% of each side (per BC Building Code)</p> </div> </div>		

Received
City of Victoria

MAY 28 2014

Planning & Development Department
Development Services Division



Received
City of Victoria

MAY 28 2014

Planning & Development Department

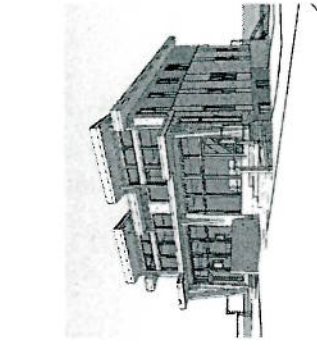
GL ZHENG Victoria Holdings Ltd.
1482 Dallas Road, Victoria, BC

McNEIL BUILDING DESIGNS LIMITED

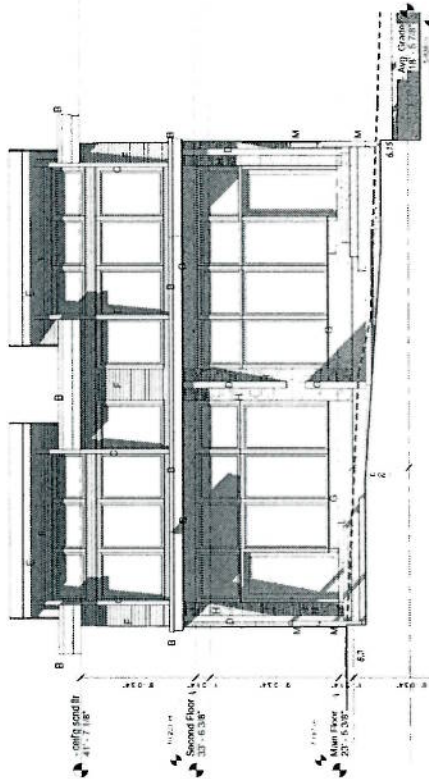
2272 Main Street
Victoria, BC V8M 1A5
Tel: 250.683.1111
Fax: 250.683.1112
www.mcneilbuildingdesigns.ca

A4

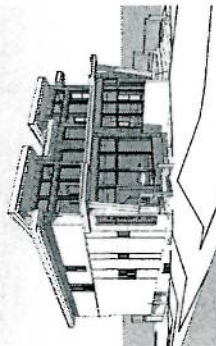
Revision Number	Revision Schedule	Revision Description
3	Remove rear stairs from decks	
	16 MAY 2014	



3D View 1b

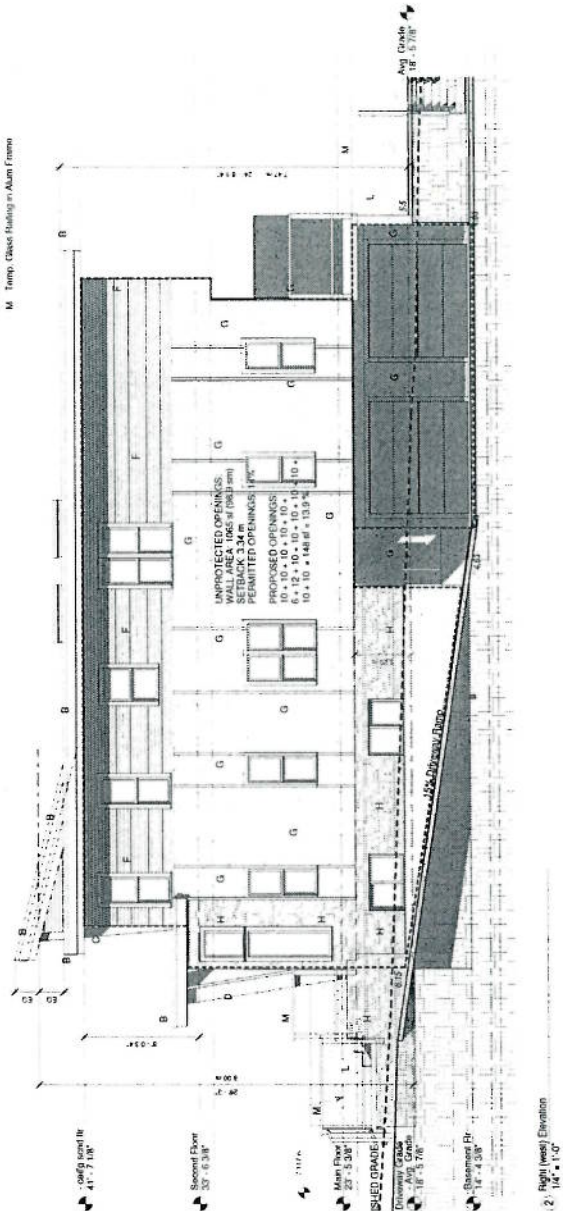


1 Front (North) Elevation



3D View 1c

- A. Trench On Main Floor
- B. 2x12 Joists (MC2415) w/ 1x4 Studs (w/ 1mm)
- C. 4x8" Laminated Timber (existing) Pivots
- D. 6x12" Laminated Timber (existing) Pivots
- E. Vented WOOD SUEPIT
- F. Horizontal 1x1 Cedar SIDING
- G. STUCCO SUEPIT w/ 1x4 Cedar SIDING
- H. 1x4 Cedar SIDING w/ 1x4 Cedar SIDING
- I. 1x4 Cedar SIDING w/ 1x4 Cedar SIDING
- J. Metal Roofing on pitched roofs
- K. Concrete Slabs
- L. Concrete Slabs
- M. Temp Glass Hailing in Alum Frame



2 Right (West) Elevation

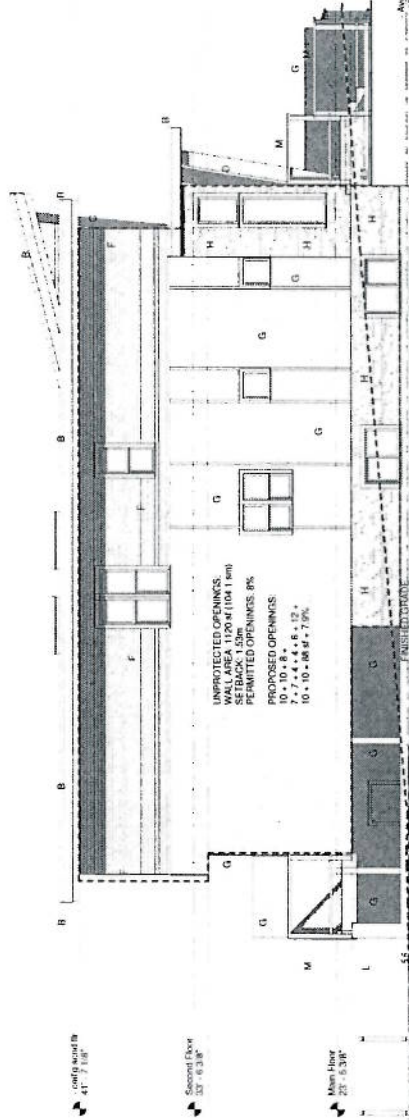
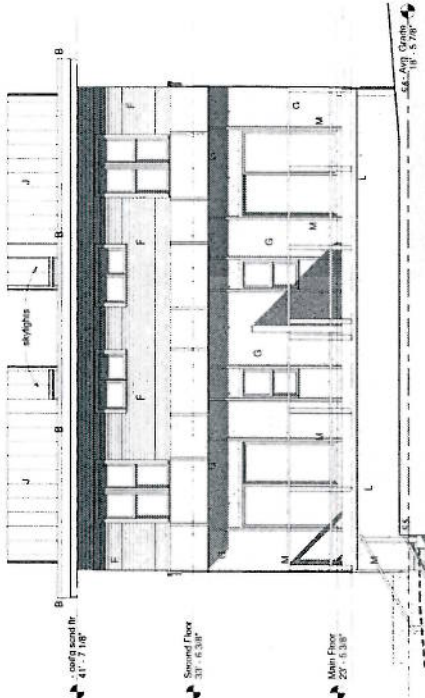
Received
City of Victoria
MAY 28 2014
Planning & Development Department
Development Services Division

GL ZHENG Victoria Holdings Ltd.
1482 Dallas Road, Victoria, BC

McNEIL BUILDING DESIGNS LIMITED
2272 Midway Road
Victoria, BC V8M 4K7
Tel: 250.686.1111
Fax: 250.686.1112
www.mcneilbuildingdesigns.com

A5

Revision Number	Revision Description	Revision Date
3	Remove rear stairs from docks.	16 MAY 2014



Received
City of Victoria
MAY 28 2014
Planning & Development Department
Development Services Division



Planning and Land Use Committee Report

For the Meeting of July 17, 2014

To: Planning and Land Use Committee **Date:** July 3, 2014

From: Deb Day, Director, Sustainable Planning and Community Development

Subject: Downtown Core Area Plan Implementation – Update to Downtown Zoning Regulations

Executive Summary

The purpose of this report is to present Council with the proposed approach for zoning regulations for the Downtown Central Business District that was presented at a public Open House in January 2014, to report on the feedback received and to seek direction for next steps in the process.

The *Downtown Core Area Plan, 2011* (DCAP) introduced changes to building height, density and overall urban design within strategic locations of the Downtown Core Area. These policies are not reflected in the current provisions of the *Zoning Regulation Bylaw*, therefore, this project will focus on the development of new zoning regulations that reflect the guidelines and policies of the DCAP. The *DCAP Implementation Strategy, 2012* directs staff to undertake this zoning project over three phases, with phase I focused on the Central Business District. Phase I of this project is also identified in the *Official Community Plan Implementation Strategy, 2013* as part of the initial five-year implementation action (2012-2017).

A new, separate zoning bylaw is proposed that would contain its own regulations and would remove the Downtown Core Area from the current bylaw, starting with the Central Business District. This will provide an opportunity to modernize and establish consistent zoning language in addition to implementation of the DCAP policies. The new zoning bylaw is proposed to contain five new common zones that will apply to the Central Business District: CBD-1A, CBD-1B, CBD-1C, CBD-1D and CBD-H Zones. The existing density provisions within the R-48 Zone, Harris Green District, will be carried forward in the new bylaw in accordance with DCAP policy 4.17 which states that the density bonus system will not apply to properties zoned R-48. Site-specific zones will be reduced to the extent possible by adding properties into the new common zones without losing existing development rights that have been negotiated as part of past rezoning application approvals.

A draft zoning framework was prepared to provide zoning concepts to the public consistent with the DCAP and was presented at a public Open House on January 15, 2014. This report includes an analysis of the feedback from the Open House and recommended zoning changes to be incorporated in the next stage of work. This will include a legal review of the proposed zoning framework prepared to date and preparation of the remaining portions of a new zoning bylaw in consultation with the City Solicitor. The draft regulations have not yet had any legal review and may

be subject to change when formal legal review and preparation of other sections of the bylaw takes place. Staff will report back when the zoning proposal is finalized for Council consideration prior to proceeding to a Public Hearing.

Recommendations:

1. That staff proceed with preparation of a new Zoning Bylaw for the Downtown Core Area, commencing with the Central Business District and based on the following approach:
 - a. that properties in the Central Business District be rezoned to the appropriate CBD-1A, CBD-1B, CBD-1C, or CBD-1D Zones, Central Business District (*zoning category to be determined based on location);
 - b. that properties currently in the CA-4 Zone, Central Area Commercial Office District with heritage status (Designated or listed on the City's Heritage Register) be rezoned to the CBD-H Zone, Central Business District – Heritage;
 - c. that properties currently in the R-48 Zone, Harris Green District retain the existing R-48 density regulations, and that the form of the R-48 Zone be updated to reflect the new permitted uses and definitions;
 - d. that properties with site-specific zones that have similar regulations as the new CBD Zones be rezoned to the appropriate CBD-1A, CBD-1B, CBD-1C or CBD-1D;
 - e. that properties with site-specific zones that have density provisions that exceed those in DCAP be rezoned to the new CBD Zones but retain their special density and amenity provisions in a Bonus Density Schedule to maintain development rights;
 - f. that properties with site-specific zones that have unusual circumstances retain their current zones, with consideration for an update to the permitted uses to reflect the land use policy directions of the DCAP.
2. That staff incorporate refinements into the proposed zoning regulations in response to the input received at the public Open House on the following matters:
 - a. that the draft CBD-1A, CBD-1B, CBD-1C and CBD-1D Zones be revised to reflect the current off-street parking requirements in the CA-4 Zone until such time that a comprehensive update of the City's Off-Street Parking regulations takes place;
 - b. that improvements to zoning language and provision for additional illustrative diagrams be considered, where appropriate, to improve user-friendliness.
3. That staff report back to Council with a complete proposed Zoning Bylaw for consideration prior to proceeding to a Public Hearing.

Respectfully submitted,

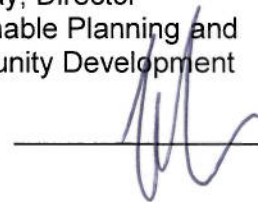


Andrea Hudson
Assistant Director
Community Planning



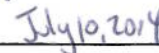
Deb Day, Director
Sustainable Planning and
Community Development

Report accepted and recommended by the City Manager:



Jason Johnson

Date:



AH:aw

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1.0 Purpose

The purpose of this report is to present Council with the proposed approach for zoning regulations for the Downtown Central Business District that were presented at a public Open House on January 15, 2014, to report on the feedback received and to seek direction for next steps in the process.

2.0 Background

The *Downtown Core Area Plan, 2011* (DCAP) introduced changes to building height, density and overall urban design within strategic locations of the Downtown Core Area. These recent policies are currently not accommodated through the provisions of the *Zoning Regulation Bylaw*, therefore, this project will focus on the development of new zoning regulations that reflect the guidelines and policies of the DCAP.

The provision of new, up-to-date zones is anticipated to reduce the need for site-specific zoning to accommodate new developments within the Downtown Core Area. Fewer rezoning applications will result in greater efficiency, saving time and costs associated with land development and will increase certainty and clarity for land owners, developers and the community. Council will continue to have the ability to review development proposals as part of Development Permit Application and Heritage Alteration Permit Application processes.

The *DCAP Implementation Strategy*, approved by Council on November 22, 2012, directs staff to undertake this zoning project over three phases:

- a. Phase I: Develop new zones for the Central Business District including integration of the Density Bonus System;
- b. Phase II: Develop new zones for the remainder of the density bonus area (Residential Mixed-Use District and portion of Rock Bay District in the Douglas-Blanshard corridor);
- c. Phase III: Develop new zones for the remainder of the Rock Bay District, Historic Commercial District, Residential Mixed Use District outside the bonus density area and the Inner Harbour District (where needed).

Phase I of this project is also identified in the *Official Community Plan Implementation Strategy, 2013* as part of the initial five-year implementation action (2012-2017).

2.1 Consistency with other City Policies and Council Priorities

2.1.1 Council Priorities and Key Initiatives for 2013-2015

One of Council's priorities and key initiatives is to implement the *Economic Development Strategy* (described below).

2.1.2 Growing Business in BC's Capital City: Victoria's Economic Development Strategy, 2011-2012

The *Economic Development Strategy* contains short-term goals, one being implementation of the *Downtown Core Area Plan*. Updating zoning in the Central Business District supports directions in the *Strategy* to maintain and enhance Downtown Victoria's role as the government, business, entertainment, arts, cultural and specialty retail hub of the region.

2.1.3 Our Bright Future: Victoria's Strategic Plan 2013-2015

One of the goals within *Victoria's Strategic Plan* is to review and update key bylaws and policies to reflect current policy directions and best practices, and to address emerging issues. A key initiative for 2013-2015 is to establish new Downtown zones and integrate the density bonus system. This also contributes to customer service by reducing uncertainty for developers and others by integrating a bonus density system into City regulations, where additional density (within specified parameters) can be granted without a Rezoning Application process. Ultimately, this will also result in quicker processing of development applications in these areas if only a Development Permit is needed.

2.2 Proposed Approach

The key objectives for this project are to create zoning regulations that strike a balance between implementing the fundamental policies of the DCAP while ensuring the zones allow design flexibility, are easy to understand and are easy to administer.

When staff commenced this project and began drafting new bylaw language, challenges emerged with how to express permitted land uses. Within the City's *Zoning Regulation Bylaw*, land uses have been expressed or represented differently from one zone to another. For example, the CA-4 Zone, Central Area Commercial Office District, which is a common mixed-use zone applying to many properties throughout the Downtown, lists "chartered banks" as a permitted use. Other zones in the City like the CA-3C Zone, Old Town District, which is a common mixed-use zone applying to many properties throughout the Historic Commercial District, permits "financial institutions" which encompasses a more inclusive list of financial services including chartered banks, credit unions, insurance companies and others. In this example, it was not intended to make distinctions between financial-related land uses, however, the law will imply a distinction. This example also shows how nuances among regulations have occurred given the *Zoning Regulation Bylaw* has been in existence and amended over many decades, taking into consideration the emergence of niche markets, changing business models and types, development trends, case law evolution and different authors of zoning amendments over the years.

There is a need to modernize and establish consistent language within the City's *Zoning Regulation Bylaw* and this project provides an opportunity to do so. There was a concern that writing new zones for the Downtown that are expressed differently than other zones in the City may create unintended consequences (either inadvertently introducing uses in other zones outside the Downtown or putting limitations on uses in the Downtown). Staff, therefore, propose to create a new, separate zoning bylaw that would contain its own regulations and would remove the Downtown Core Area from the current bylaw.

There are many benefits with this proposed approach. Starting with a clean slate will provide ultimate flexibility in expressing regulation in a clear, understandable manner for the public and staff, and result in an up-to-date bylaw that reflects current case law. New zoning regulations can be added in the future as later phases of the DCAP implementation project are undertaken, based on a new template for consistency that is prepared in consultation with the City Solicitor. Ultimately, staff will focus efforts on establishing a new bylaw that might grow to cover more of the City rather than focusing efforts on continuously "patching" the existing bylaw.

2.2.1 New Common Zones

In the current *Zoning Regulation Bylaw*, there are a variety of zones that apply to properties throughout the Central Business District. The common zone that applies to many properties is the

CA-4 Zone, Central Area Commercial Office District. This Zone permits a mix of uses, a maximum density of 3:1 floor space ratio (FSR), a maximum building height of 43 m, and parking requirements for residential and transient accommodation uses. These regulations reflected the policies in the former *Downtown Victoria Plan, 1990*, which was repealed and replaced with the *Downtown Core Area Plan, 2011*. This Zone (and others) will need to be replaced with new zoning regulations that reflect the policy directions in the DCAP.

Five new common zones are proposed for the new zoning bylaw as follows:

1. CBD-1A, CBD-1B, CBD-1C, CBD-1D Zones, Central Business District. These four new zones each have identical regulations except for maximum building height, to reflect the variable heights throughout the Central Business District ranging from 45 m to 72 m (11 to 24 storeys) (DCAP policy 6.172 and Map 32). The following points highlight the content of these proposed zones, consistent with the DCAP:
 - a. new permitted uses to support a strong concentration of commercial employment uses, along with such complementary uses as multi-residential development, hotels, restaurants, public institutions, personal service businesses and retail stores (DCAP policy 3.1);
 - b. regulations requiring some land uses to be located in the second and higher storeys of buildings (like residential use and others that do not require a street presence) to support and encourage pedestrian activity through the provision of active commercial street-level uses (DCAP policy 3.7);
 - c. new density provisions that will incorporate a Density Bonus system into zoning, permitting a base density of 4:1 floor space ratio (FSR) for mixed-use development and up to a maximum of 6:1 FSR where amenity contributions are provided (DCAP policies 4.2 and 4.10). These densities are not cumulative (6:1 FSR is the maximum permitted) and, of those densities, the residential portion shall not exceed 3:1 FSR to reinforce the CBD's function as an employment centre (DCAP policy 3.5);
 - d. a range of new maximum building height regulations throughout the district: 72 m (19 to 24 storeys) in the CBD-1A Zone; 60 m (15 to 20 storeys) in the CBD-1B Zone; 50 m (13 to 17 storeys) in the CBD-1C Zone; and 45 m (11 to 15 storeys) in the CBD-1D Zone (DCAP policy 6.172). For any building within 40 m of Douglas Street, the maximum building height will be 45 m in all CBD Zones to provide a transition in building height from the adjacent Historic Commercial District;
 - e. new regulations to establish consistent street-wall heights proportionate to street width (DCAP policies 6.185.1, 6.186.1 and 6.187.1); and to address the form of buildings, including floor plate limitations, separation distances between buildings and the setting back of upper portions of buildings from streets (built form policies in Section Six: Urban Design and Appendix 6).
2. CBD-H Zone, Central Business District – Heritage. This new zone is proposed for properties with heritage significance (Designated and listed on the City's Heritage Register) that are currently in the CA-4 Zone. A separate zone was necessary given that heritage properties are ineligible for the density bonus provisions (DCAP policy 4.6). The CBD-H Zone is proposed to carry forward existing density and building height regulations in the CA-4 Zone (3:1 FSR and 43 m), but will include the new and improved permitted uses developed for the new bylaw. It is also proposed that the CBD-H Zone not require off-street parking given the presence of existing buildings which tend to cover most or all of their respective sites. This practice is consistent

with existing zoning regulations throughout the adjacent Historic Commercial District which has the highest concentration of heritage buildings.

Proposed content for the draft zones, and the definitions described in the following section, are included in Appendix A – Draft Zoning Framework which includes the materials that were displayed at the public Open House. The work has not yet been vetted by the City Solicitor and it is intended that legal review will commence in the next phases of the project, should Council sanction the proposed approach outlined in this report. The draft regulations may be subject to change when formal legal review and drafting of other sections of the zoning bylaw takes place.

2.2.2 Permitted Uses and Definitions

The existing CA-4 Zone permits a mix of commercial and residential uses Downtown. However, some commercial uses that would be desirable Downtown are not clearly identified (for example, educational facilities). Other uses that are permitted are currently not defined in the *Zoning Regulation Bylaw*, like “retail”, for example, which can result in a lack of clarity in interpreting the regulations.

The new permitted uses for the Central Business District have been drafted using broad categories and language that will encompass a wide variety of commercial uses that are deemed appropriate and compatible for the district to support economic development, fill gaps that currently exist and include definitions for all uses to ensure clarity.

3.0 Issues & Analysis

The main issues and considerations associated with this project are:

- land uses appropriate for the Downtown
- considerations for properties in the R-48 Zone, Harris Green District
- considerations for site-specific zones
- incorporating feedback from the public Open House.

3.1 Land Uses Appropriate for Downtown

The new zones are structured in such a way that each zone lists only the uses that are permitted in that zone. If a use is not listed, it will not be permitted. It is intended that the new zoning bylaw will contain a general regulation to this effect to ensure that only uses deemed appropriate for the Central Business District can be established in future.

There are some land uses in the current *Zoning Regulation Bylaw* that are not permitted. At this time, it is recommended that the unpermitted uses in the following table be maintained:

Land Uses Not Permitted	Rationale
Automotive sales including gasoline and automotive fuel sales Drive-through facilities (associated with restaurants, banks and other commercial services) Surface parking lots	<ul style="list-style-type: none"> • These uses would not achieve the compact land use patterns that are envisioned in Victoria, particularly in the Central Business District which will contain the City's highest densities. • These uses result in a built form that is automobile-oriented and does not achieve the continuous building frontage that is envisioned along sidewalks in the Central Business District. • These uses do not contribute towards achievement of the DCAP objectives for development that supports the travel mode priorities for walking, cycling and transit use.
Casinos	<ul style="list-style-type: none"> • The City's <i>Casino Rezoning Guidelines, 2003</i> policy states that only one casino would be able to locate in the City and would need to go through a Rezoning Application process. The policy prohibits casinos in specified areas including a portion of the Central Business District (the Hudson block) and other parts of the Downtown Core Area, including the Harbour, Historic Commercial District and established residential areas.
Wholesale use	<ul style="list-style-type: none"> • This use is more appropriate for industrial areas due to the loading requirements, building scale and not having/needing a retail component and street presence in retail areas.

The existing *Zoning Regulation Bylaw* currently excludes the sale of beer, wine and spirits by recognizing it as a separate use than "retail". The City also has a *Licensee Retail Stores Rezoning Policy, 2003* that requires site-specific Rezoning Applications to introduce the retail sale of beer, wine and spirits on a property. Aside from automotive and gasoline sales, staff recommend that all other forms of retail, including the sale of beer, wine and spirits, be permitted Downtown given the Central Business District is envisioned to function as the primary employment centre for the City and the region, with supporting commercial uses to provide the daily amenities and services required by businesses, employees and residents. There would remain some limitations on the retailing of liquor, which would require applications to the Provincial Liquor Control and Licensing Branch. If Council would like to uphold zoning limitations on the sale of beer, wine and spirits Downtown and continue to consider proposals on a site-specific basis, staff can consider how to address this in the new zoning bylaw.

3.2 Considerations for Properties in the R-48 Zone, Harris Green District

Another existing common zone that applies to some properties in the Central Business District (concentrated in the Harris Green neighbourhood) is the R-48 Zone, Harris Green District. This Zone permits a mix of uses; maximum densities for non-residential uses expressed through percentages of floor area (and does not prescribe maximum density for residential use); a maximum building height of 30 m; and no requirements for off-street parking. These regulations reflected the policies in the former *Harris Green Neighbourhood Plan* and *Harris Green Design Charette* documents which were repealed and replaced with the DCAP.

The existing density provisions within the R-48 Zone, Harris Green District, will be carried forward in the new bylaw and applied to the properties currently in the R-48 Zone, in accordance with DCAP policy 4.17 which states that the density bonus system will not apply to properties zoned R-48. The purpose of this policy was to preserve development rights, given that the new density policy framework for the Central Business District places limitations on residential density to encourage office and commercial uses, while the R-48 Zone does not prescribe a maximum density for residential use. While the density provisions of this Zone will be carried forward into the new zoning bylaw, it is proposed that the form of the zone be updated to reflect the land use policies within DCAP and for consistency with the new permitted uses and definitions in the new zoning bylaw.

3.3 Considerations for Site-Specific Zones

In addition to the common zones, there are also site-specific zones throughout the Central Business District resulting from past Rezoning Applications and Council approvals. These were primarily to permit increased density beyond 3:1 FSR, increased height beyond 43 m with some of the zones requiring the delivery of site-specific amenities as a condition of density bonuses. When the *Downtown Victoria Plan, 1990* was in effect, the City had an incentive policy to permit consideration of bonus density for key amenities including the provision of residential use to encourage residential floor space Downtown, heritage rehabilitation and other amenities. As a result, many of the site-specific zones permit residential densities nearing 6:1 FSR.

The DCAP set forth a different approach to incentives in the Downtown Core Area. Residential densities are capped at 3:1 FSR, while commercial uses are permitted at 4:1 FSR with opportunities for bonus density up to 6:1 FSR, if amenities are provided (in the form of monetary contributions to the City's Public Realm Improvement Fund and Heritage Seismic Upgrading Fund). The intent of this is to encourage office space and complementary commercial uses being established and concentrated in the Central Business District.

Applying the new density provisions in DCAP to properties with site-specific zones that permit residential densities above 3:1 FSR would result in "down-zoning" of residential density. There is, however, an opportunity to reduce the number of site-specific zones, given a new zoning bylaw is proposed, to establish consistent regulations and assist with user-friendliness. A solution that may strike a balance between simplifying the zoning bylaw with maintaining development rights is to rezone those properties to the new CBD Zones, but include special density and amenity provisions in a Bonus Density Schedule to maintain the residential densities those properties currently enjoy. The Bonus Density Schedule would include a list of specific properties (by address and/or legal description, for example) and each would have a specific density allowance and requirement for amenities to reflect current development rights that were negotiated.

Properties within site-specific zones that have regulations similar to the new CBD Zones are proposed to be rezoned to the appropriate CBD-1A, CBD-1B, CBD-1C or CBD-1D and would not need special rules in the Bonus Density Schedule. A different approach may be needed for properties with site-specific zones that have unusual circumstances, like projects that are mid-phase, have not yet been developed or delivered the site-specific amenities anticipated, or are subject to in-stream rezoning applications. Site-specific zones will be examined case-by-case in the next stage of this project to determine whether the properties can be included in the new CBD Zones or whether some site-specific solution is required. This is a fundamental shift from past practice, but staff believe this approach can be successfully applied to simplify the City's zoning regulations, starting with the Central Business District to avoid the complexity and potential inconsistencies of numerous site-specific zones. It will also simplify development processes for applicants and provide certainty in zoning for the public, who can become familiar with common land use regulations rather than site-specific rules which may lead to confusion.

3.4 Incorporating Feedback from the Public Open House

On January 15, 2014, an Open House was held to solicit feedback from the public on the draft zoning framework. The work that was presented included the draft CBD-1A, CBD-1B, CBD-1C, CBD-1D and CBD-H Zones, the new definitions and a map showing the extent of the new zoning boundaries. The Open House was attended by 240 people representing various community groups, including Downtown property owners, residents and developers.

A Public Engagement Report in Appendix B was prepared by the Civic Engagement & Strategic Planning Department which summarizes the feedback and includes the online survey results, comments provided at the Open House and comments received through email. The comments were also analyzed by the Sustainable Planning and Community Development staff in Appendix C - Analysis of Public Feedback. In this attachment, the public comments specific to the proposed zoning framework are organized into themes and recommendations for actions to be taken in the next stage of work are provided with supporting rationale.

Many comments confirmed that the draft zoning language is clear and easy to understand; however, some comments encouraged more use of plain language and 3-D diagrams to help illustrate zoning concepts to improve user-friendliness. Ongoing consideration will be given to this in the ensuing drafts and as the project proceeds.

Some commented that more information was needed on how the density bonus system will work. One of the next steps in this project is to prepare detailed regulations to implement the Density Bonus system as outlined in the DCAP. This will include regulations for determining monetary contributions required for the bonus density indicated in the CBD-1A, CBD-1B, CBD-1C and CBD-1D Zones. This will also be prepared in consultation with the City Solicitor and brought forward to Council in the proposed zoning bylaw.

Many comments were provided on the matter of off-street parking. The first draft of the new zoning framework that was presented at the public Open House proposed that off-street parking not be required for any uses given the proximity of the Central Business District to major transit corridors and transit stops. While parking would not be required, land owners or developers could choose to provide parking if accessory to a permitted use, but the parking would need to be located underground. This is consistent with DCAP policies 3.19 and 5.74.

There were multiple comments both in support for and against this proposed regulation. Some supported this to discourage the use of cars and encourage more sustainable modes of transportation. Related to this, many commented that more secure bicycle storage Downtown was needed. Others did not support this and felt that off-street parking was needed for this District given the expected population growth and that parking requirements should be maintained so that alternatives to parking, like car shares, could be negotiated during parking variance applications.

Given that the City is about to embark on a comprehensive review and update to Schedule C of the *Zoning Regulation Bylaw* which lays out the current off-street parking requirements including bicycle storage, it is recommended that the current off-street parking requirements be maintained and reinstated into the new CBD Zones (this would be limited to residential and transient accommodation uses). The off-street parking requirements for the Central Business District can be reconsidered in future following a more detailed examination of the City's anticipated vehicle and bicycle parking needs. The review of Schedule C is set to commence in late 2014 and anticipated to take 12-18 months to complete as it is a City-wide study and not just focused on the Downtown Core Area parking needs.

However, staff recommend that the CBD-H Zone that will apply to properties with Heritage Designation or buildings listed on the Heritage Register, not require off-street parking to remove barriers to preservation, reuse or rehabilitation and given practical considerations where heritage buildings tend to cover most of the site area. This practice is consistent with the zoning throughout the adjacent Historic Commercial District and with heritage conservation objectives.

4.0 Options & Impacts

Should Council wish to provide input on any aspects of the new zoning bylaw at this stage, particularly the matter of appropriate permitted uses to be addressed in the next draft, Council may provide additional direction to incorporate into the staff recommendation.

5.0 Conclusions

This report summarizes the progress that has been made on this project, including the outcome of the public Open House. There is further work to be undertaken in writing a new zoning bylaw for the Downtown Core Area, however, staff are seeking Council approval of the proposed approach prior to continuing with that work. Should Council endorse this approach, staff will proceed with refining the regulations prepared to date, preparing the remaining sections of the new bylaw and addressing the public's comments as noted in this report in the proposed zoning regulations and in consultation with the City Solicitor. It is anticipated that staff will prepare the remaining work in 2014 and undertake legal review and further refinement in early 2015. Staff will bring the proposed bylaw, once complete, back for Council's consideration by June 2015 and to consider potential Public Hearing dates.

6.0 Recommendations

1. That staff proceed with preparation of a new Zoning Bylaw for the Downtown Core Area, commencing with the Central Business District and based on the following approach:
 - a. that properties in the Central Business District be rezoned to the appropriate CBD-1A, CBD-1B, CBD-1C, or CBD-1D Zones, Central Business District (*zoning category to be determined based on location);
 - b. that properties currently in the CA-4 Zone, Central Area Commercial Office District with heritage status (Designated or listed on the City's Heritage Register) be rezoned to the CBD-H Zone, Central Business District – Heritage;
 - c. that properties currently in the R-48 Zone, Harris Green District, retain the existing R-48 density regulations and that the form of the R-48 Zone be updated to reflect the new permitted uses and definitions;
 - d. that properties with site-specific zones that have similar regulations as the new CBD Zones be rezoned to the appropriate CBD-1A, CBD-1B, CBD-1C or CBD-1D;
 - e. that properties with site-specific zones that have density provisions that exceed those in DCAP be rezoned to the new CBD Zones but retain their special density and amenity provisions in a Bonus Density Schedule to maintain development rights;
 - f. that properties with site-specific zones that have unusual circumstances retain their current zones, with consideration for an update to the permitted uses to reflect the land use policy directions of the DCAP.

2. That staff incorporate refinements into the proposed zoning regulations in response to the input received at the public Open House on the following matters:
 - a. that the draft CBD-1A, CBD-1B, CBD-1C and CBD-1D Zones be revised to reflect current off-street parking requirements of the CA-4 Zone until such time that a comprehensive update of the City's Off-Street Parking regulations takes place;
 - b. that improvements to zoning language and provision for additional illustrative diagrams be considered, where appropriate, to improve user-friendliness.
3. That staff report back to Council with a complete proposed zoning bylaw for consideration prior to proceeding to a Public Hearing.

7.0 Attachments

- Appendix A - Draft Zoning Framework
- Appendix B - Public Engagement Report
- Appendix C - Analysis of Public Feedback.

APPENDIX A – Draft Zoning Framework

***Materials available at the Public Open House on
January 15, 2014**

Project Background

Why are the zoning regulations being updated?

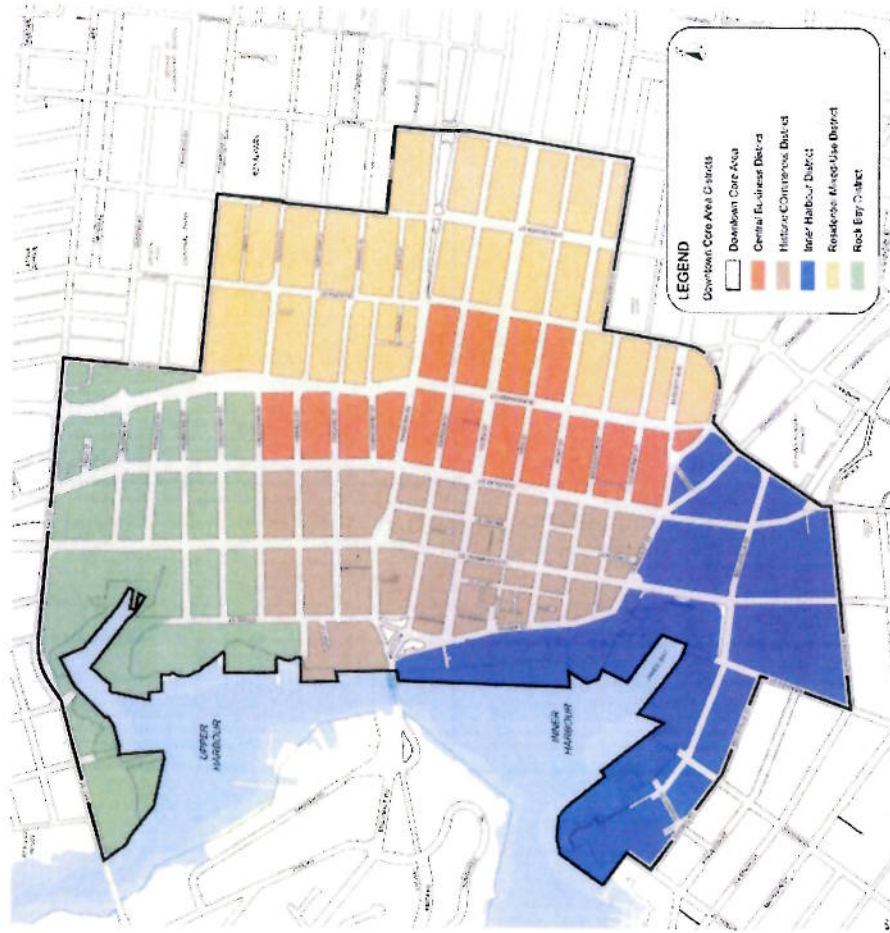
The City of Victoria is proposing a new zoning bylaw for the Downtown Central Business District to facilitate the approximately 10,000 new residents that are expected to relocate to the downtown core area over the next 30 years. This increase in population will create a significant demand for employment, housing and retail space.

The first phase of updating the zoning regulations will focus on the Central Business District, which covers a 15-block area of Downtown, and is the main employment centre for Victoria and the region as a whole.

The City's Downtown Core Area Plan envisions the Central Business District to contain a concentration of higher density office buildings, along with such complementary uses as apartments and condominiums, hotels, restaurants, public institutions, personal service businesses and retail stores

This vision will be implemented through new zoning regulations that will guide the type of development that will occur Downtown, fostering economic development and ensuring future growth is well-designed and diverse, and offers a range of amenities for the community

Approval of the new zoning regulations will be considered through a Public Hearing



Fostering Economic Development

The proposed CBD-1 Zones (Central Business District) contain new regulations that permit:

Increased density up to 4:1 Floor Space Ratio (FSR) for mixed uses and up to a maximum of 6:1 FSR for mixed uses if the density bonus program is utilized.

Increased maximum building height ranging from 45-72 metres

More permitted uses that include a range of commercial, institutional, and residential uses

Requirements that the first storey of buildings be a minimum of 4 metres in height



How do the proposed regulations contribute to economic development?

- Greater density provisions, increased height allowances and new permitted uses will attract new office space and businesses
- Requiring that the first storey of buildings be at least 4 metres in height will provide more functional space of commercial uses



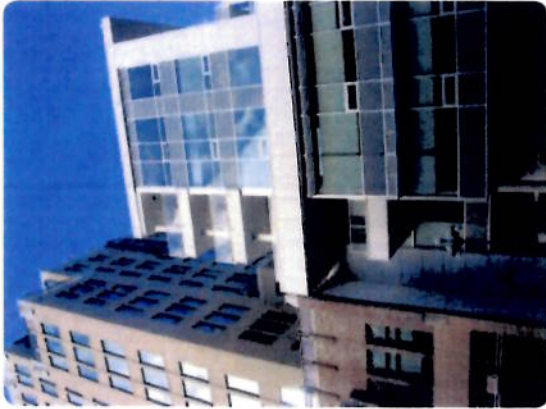
Placemaking: Creating Special Places

The proposed CBD-1 Zones (Central Business District) contain new regulations that permit:

Upper portions of buildings to be set back from the front lot line at a ratio

Limitations on the floor area of upper storeys of tall buildings

Separation distances from side and rear lot lines



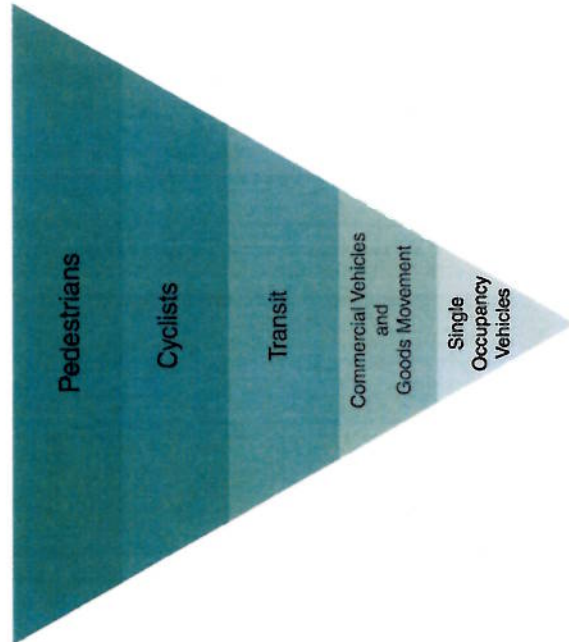
How do the proposed regulations contribute to placemaking?

- Buildings that are set back from the street at upper levels help reduce shadowing on the street
- Pedestrians on the sidewalk see more of the sky and perceive less of the building
- Separations required from the side and rear lot lines assist with privacy and access to light

Advancing Sustainability Principles

The proposed Central Business District zoning regulations support compact land use patterns that encourage walking, cycling and transit use through:

- Increased density (CBD-1A, 1B, 1C, 1D Zones only)
- More inclusive permitted uses
- No requirements for off-street vehicle parking
- Bicycle storage and recycling rooms exempt from density (floor space ratio) calculation



How do the proposed regulations advance sustainability principles?

- Increased density will be permitted in the Central Business District and concentrated along major transit corridors to facilitate compact land use patterns that encourage walking, cycling and transit use.
- Districts with a mix of land uses provide a variety of goods and services within easy walking and cycling distance to serve people that work and live Downtown.
- Private developments in the Central Business District will not be required to provide vehicle parking (although they may choose to).
- Bicycle storage and recycling rooms inside buildings (underground and ground level only) will not be subject to density calculations to encourage their provision.



Enhancing Street Vibrancy

The proposed CBD-1 Zones (Central Business District) contain new regulations for the base of buildings that require:

- Continuous "street walls" adjacent to streets. Street wall heights are proposed to be taller along wide streets and shorter along narrow streets
- Some land uses would be required to locate in the second and higher storeys or 6 metres away from the front of buildings at street level



How do the proposed regulations contribute to street vibrancy?

- "Street walls" refer to the base of buildings that are built to the sidewalk. These help enclose streets and create continuous interest for pedestrians.
- Locating uses such as offices and residential spaces in the upper levels of buildings and "active" uses at street level like retail and restaurants, create interest for passing pedestrians, support businesses and contribute to street vibrancy.



Improving Customer Service

The proposed Central Business District zoning regulations assist with customer service improvements by:

- Integrating a bonus density system that permits increased density up to 6:1 FSR (for non-residential uses) if an amenity contribution is made
- Using plain language to assist with understanding and interpreting zoning regulations
- Providing zoning diagrams for illustrative purposes to help clarify zoning regulations



How do the proposed regulations improve customer service?

- Integrating a bonus density system into zoning regulations that permit additional density without a Rezoning Application process reduces uncertainty for developers and others. It will also result in quicker processing of development applications if only a Development Permit is needed.
- The new zoning regulations are expressed in a clear, understandable manner and all permitted uses are defined to assist the public in interpreting the regulations.
- Some regulations that are more complex include diagrams for illustrative purposes alongside the text to help clarify the regulations.

Central Business District Zoning Project

New Permitted Uses in the Central Business District

1. **"Apartment Dwelling"** means a self-contained dwelling unit within a multi-unit building.
"Self-contained dwelling unit" means a suite of rooms in a building designed for occupancy for residential purposes which has a separate entrance, and kitchen and bathroom facilities.
2. **"Artisan Studio"** means a building or portion thereof used for the practice of a trade or craft requiring artisan skills, but not offensively dirty or noisy in its operation, including but not limited to garment makers and tailors; goldsmiths, silversmiths and jewelers; shoe and leather repair; potters and similar craftspeople.
3. **"Arts Studio"** means a building, or portion thereof, used for the creation, display, instruction or sale of the arts.
4. **"Brew Pub"** means a small-scale brewery producing beer for sale on the premises or for distribution beyond the premises, with the floor area devoted to the production of beer not to exceed 35% of the total floor area of the brew-pub, and includes an accessory drinking establishment or restaurant.
"Drinking establishment" means a building, or portion thereof, for the service of drink to customers, includes establishments licensed under the Liquor Control and Licensing Act, and may include accessory entertainment.
"Restaurant" means the use of land, building or portion thereof where food and beverages are sold for consumption, includes portable food vending and may include accessory catering.
5. **"Convention Facility"** means the use of a building or portion thereof for meetings, conferences, fairs and exhibitions.
6. **"Daycare"** means daytime care for people of all ages and abilities who cannot be fully independent, but excludes overnight boarding.
7. **"Drinking Establishment"** means a building, or portion thereof, for the service of drink to customers, includes establishments licensed under the *Liquor Control and Licensing Act*, and may include accessory entertainment.
8. **"Educational Facility"** means the use of land, buildings or structures for education and training.
9. **"Essential Services"** means the use of land, building or portion thereof to provide services to the community including but not limited to courts of law, hospitals, fire halls, health services, legislative chambers, libraries or police stations.
10. **"Financial Service"** means any uses related to all forms of financial services such as chartered banks, credit unions, trust companies, insurance and mortgage companies.
11. **"High Tech"** means the design, research, manufacture, testing or servicing of commercial products including computer software and hardware, in the fields of electronics, telecommunications, engineering, robotics, biotechnology, health care and related industries.
12. **"Hotel"** means an establishment providing accommodation and related services and includes motels, hostels, vacation rentals, bed and breakfast accommodation and single room occupancy.
"Single room occupancy" means short-term or long-term accommodation in single rooms without private bathrooms or kitchens.
13. **"Laundry Facility"** means an establishment for washing clothes or textiles, including dry-cleaners and laundromats, but excludes industrial laundry.
"Industrial laundry" means a laundry facility that serves large institutions or commercial establishments that require a constant flow of clean linen or working clothing that is essential to the operation, such as hospitals, hotels or other large institutions.

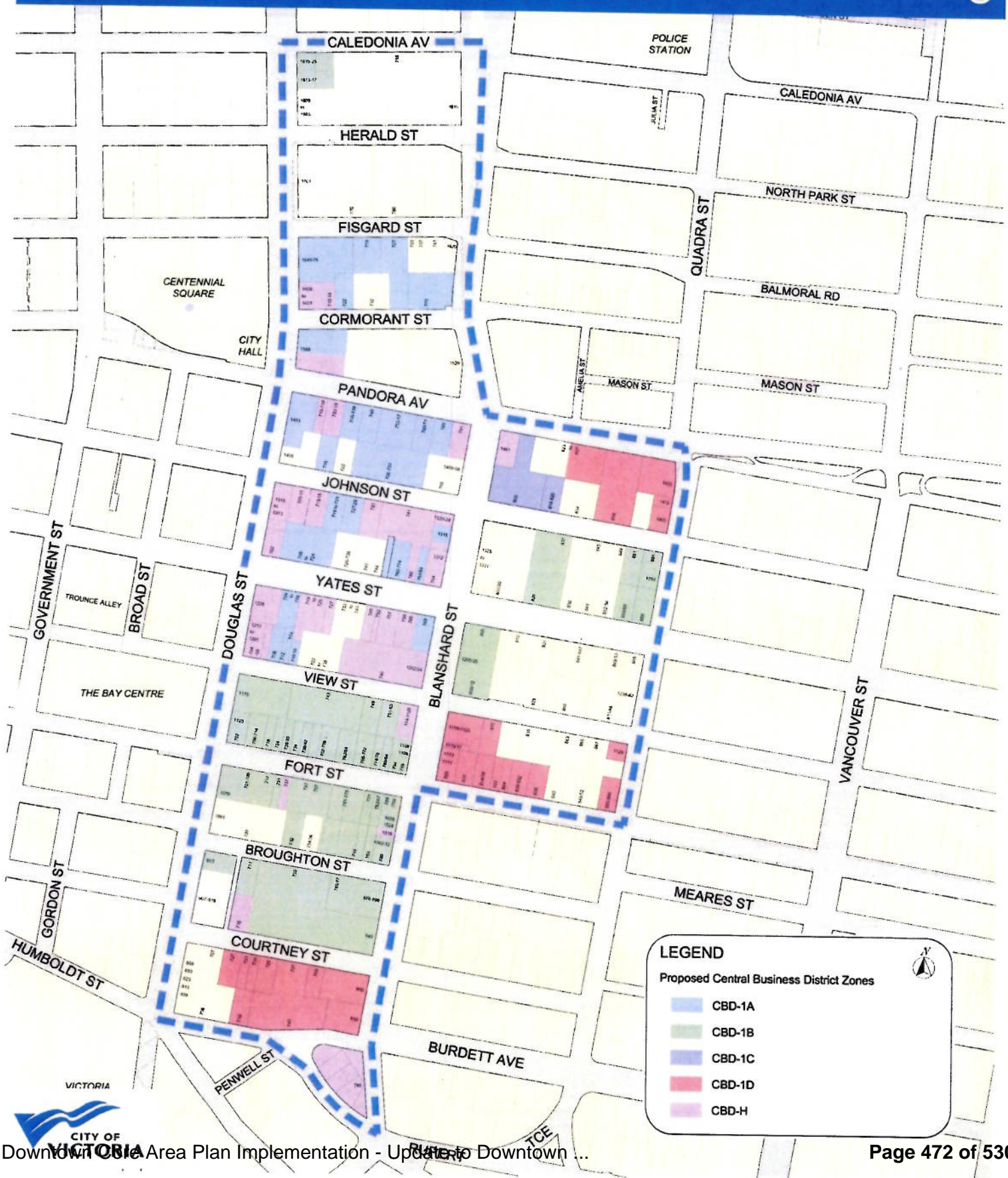
Central Business District Zoning Project

New Permitted Uses in the Central Business District

14. "**Live Work**" means a self-contained dwelling unit that may also be combined with commercial space, limited to the following commercial uses:
- artisan studio,
 - arts studio,
 - high tech,
 - office, and
 - personal service,
- provided only the resident or residents of such accommodation work in the self-contained dwelling unit and provided only one additional non-resident is employed.
- "Self-contained dwelling unit" means a suite of rooms in a building designed for occupancy for residential purposes which has a separate entrance, and kitchen and bathroom facilities.
15. "**Nightclub**" means an entertainment venue for dancing or live music enclosed within a building and may include a drinking establishment.
- "Drinking establishment" means a building, or portion thereof, for the service of drink to customers, includes establishments licensed under the *Liquor Control and Licensing Act*, and may include accessory entertainment.
16. "**Office**" means the use of a building, or portion thereof, for the purpose of conducting business, clerical, training or professional activities and services, including medical and therapeutic offices.
17. "**Personal Service**" means the use of a building or portion thereof to provide grooming services to a person, including but not limited to hairstylists, aestheticians and spa services.
18. "**Place of Worship**" means a building or portion thereof where congregations gather for prayer or religious study.
19. "**Recreational Facility**" means the use of land, building or portion thereof, for the conduct of sports and leisure activities, including fitness, indoor games, or activities related to clubs or associations.
20. "**Rental Business**" means the rental of goods that include home, office and garden supplies, sporting equipment and transportation vehicles, both motorized and human-powered.
21. "**Residential Care Facility**" means a facility where regular care or supervision is given by a health care professional as well as assistance with the performance of the personal functions and activities necessary for daily living for persons such as the aged or chronically ill who are unable to perform them efficiently for themselves, and includes overnight boarding.
22. "**Restaurant**" means the use of land, building or portion thereof where food and beverages are sold for consumption, includes portable food vending and may include accessory catering.
- "Portable food vending" means a portable cart, truck or similar arrangement located on a lot for the sale of food which must be removed each day at the end of business.
- "Catering" means the preparation of food for consumption which will be delivered off-site to a customer.
23. "**Retail**" means the sale of any type of goods and may include the production of goods to be retailed if subordinate to the retail sales, and includes service retailers such as travel agencies and tourist services, but excludes wholesale, gasoline and automotive fuels.
- "Wholesale" means the use of land, building or portion thereof, for the sale and distribution of goods in large quantities for resale by others.

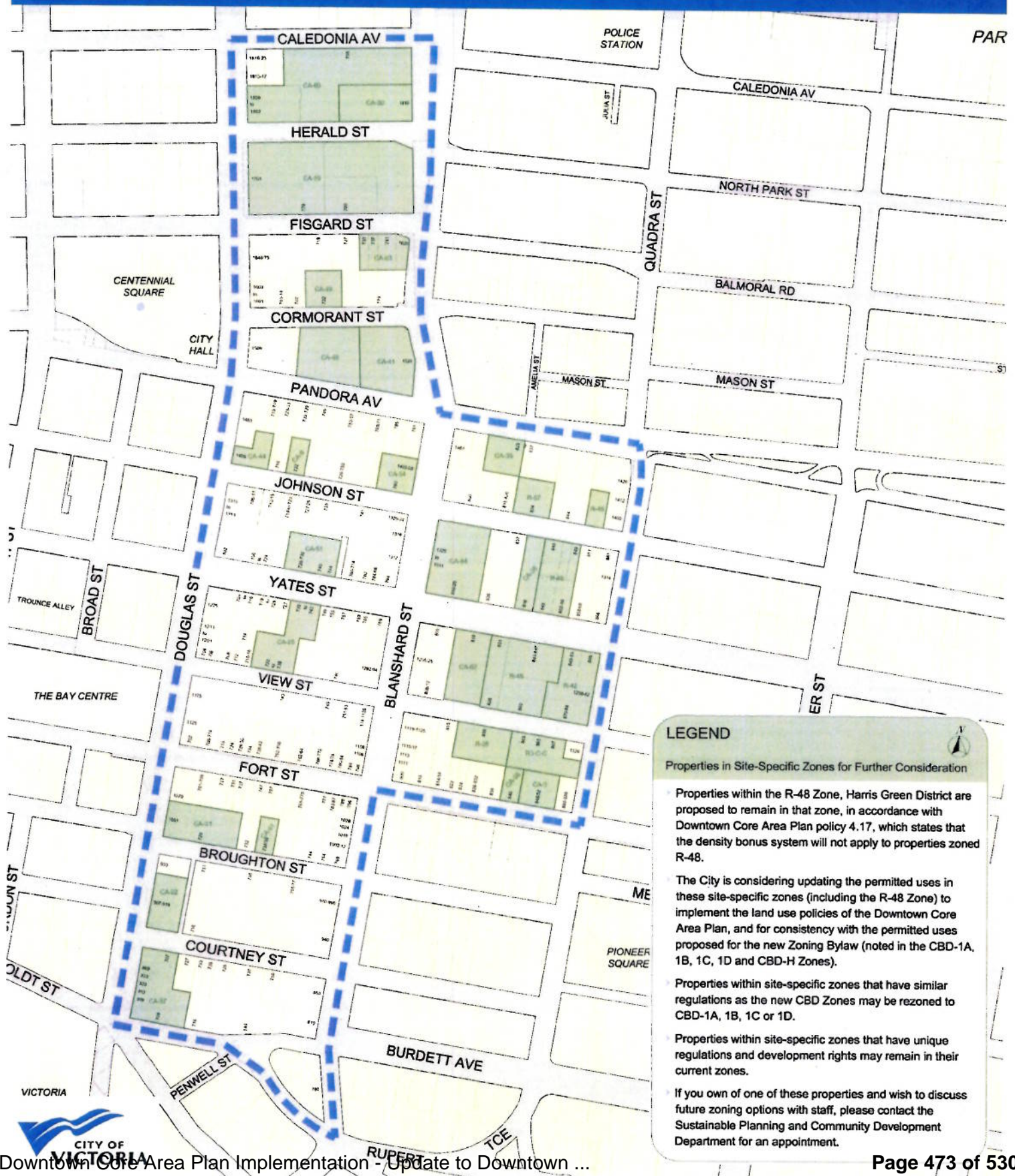
Central Business District Zoning Project

Map of Central Business District Zoning



Central Business District Zoning Project

Map of Site Specific Zoning



APPENDIX B – Public Engagement Report



PUBLIC ENGAGEMENT REPORT

Changes to the Downtown Zoning Bylaw Central Business District






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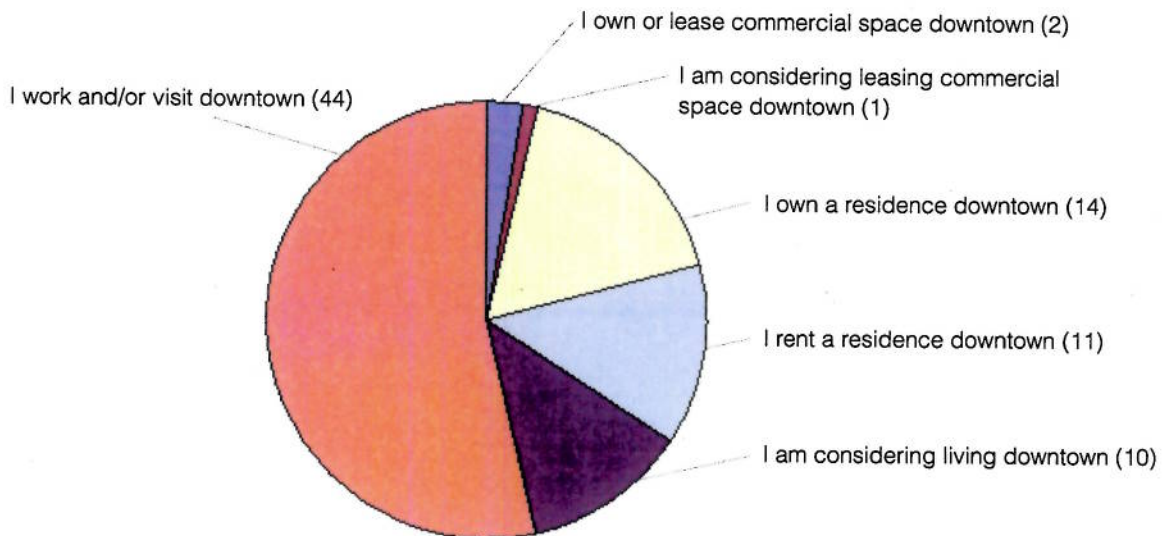
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Engagement Activities

	Engagement Activity	Participation
	Public Open House An open house was held in early 2014 with the objective to raise awareness and solicit input on the proposed zoning bylaw changes for the Central Business District. Information boards situated throughout the room outlined the new bylaw being considered. Staff were onsite and available to provide additional information. Feedback was collected through discussions with staff, post-it note comments and surveys.	240 people attended the open house representing various community groups including developers, planners, downtown property owners and residents. 64 print surveys were completed.
	Online Survey Information boards from the open house and the survey were posted on the City's website for those who were unable to attend.	Seven online surveys were completed.
	Social Media Information of the upcoming open house was shared on Facebook and Twitter.	Facebook posts received 974 views.
	Media Relations Several local media assisted in promoting and providing coverage on the open house.	Articles on the open house appeared in the Times Colonist and a story was broadcast on Global BC news.

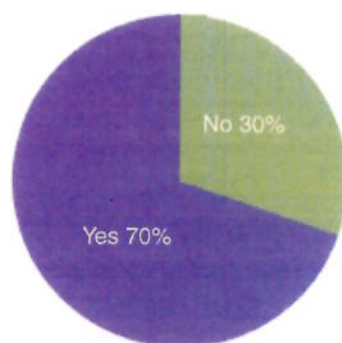
What We Heard

The following provides a high level overview of the information collected through the open house and surveys. All feedback collected is outlined in the appendices.



Who We Heard From

Did you find the regulations clear and easy to understand?



Which regulations could be improved or written more clearly?

- Additional information needed on the density bonus system and how it works
- Definition section was helpful in understanding all of the terms
- More plain language would be useful in making the regulations comprehensible to the general public

Do you have any general comments on the proposed permitted uses?

- Generally strong support for the proposed permitted uses
- Desire for more green and public space
- Ensure a balance of all proposed uses
- Concerns around limiting parking while increasing density
- Need for affordable housing options for downtown
- Support for alternative transportation modes as long as new infrastructure is added to meet demand
- Grocery stores should be listed as a separate item

Are there any additional permitted uses you recommend the City considers or existing uses you feel should not be permitted?

- Encourage urban agriculture such as rooftop and community gardens
- More green and public space
- Allow café set-back to facilitate sidewalk cafés/outdoor seating

Do you have any comments about the proposed regulations for the form of buildings?

- Generally strong support for the proposed regulations
- Support for set-backs
- Building design is important in ensuring diversity and visual appeal of downtown
- Some concerns around new height allowances

Do you have any additional comments on the new Downtown Zoning Regulation Bylaw?

- Concerns that generating more growth downtown and limiting parking will create barriers for businesses and individuals with mobility impairments
- Desire to see more support for alternative transportation through increased public transportation and safe, cycling infrastructure

Additional comments on the new Downtown Zoning Regulation Bylaw

- Good information session; appreciate the opportunity to provide feedback
- Ensure balance of permitted mix uses
- Need better lighting downtown
- Great to see electric charging stations downtown

Appendix A: Survey Questions and Answers

Which regulations could be improved or written more clearly:

- The regulations are amazingly complex for such a small Central Business District.
- Different zone nomenclature 1A, B, C, D etc. may make sense to planners but the differences that distinguishing them are not intuitively obvious.
- The actual definitions of the different coloured zones, e.g. light green as opposed to blue.
- The maximum allowed height plus 90m heritage consideration is not clear. How do they impact each other?
- In general, jargon is a little difficult to understand completely on most regulations.
- Flat maps = old school. 3D and street representations would be more viewer friendly for public.
- I need to study them, perhaps after some study they will be clarified in my mind.
- Heights in metres would be easier to relate to in terms of story(s).
- I answered yes, but I need more info around the density, bonus system – how it works.
- It took a while to understand but educational materials are good.
- Regulations for upper levels
- It's as clear as planner language gets :)
- Reasonably understood it so
- The definition section was helpful to understand all terms.
- Should be a compare and contrast of new versus old. This seems geared for planners, not citizens.
- Clear direction of bonus density conditions/pricing/cost?
- Regulations should have explained the heights instead of naming the colours CBD – A, B, etc.
- I would like to see some further thought put into smart planning these areas as well as developing them. I live in the 'core' area but the neighbourhood block I'm in is mostly residential. I don't know if there is value-added by requiring new buildings to have commercial in this small area.
- Reasonably. They seem too 'high-level' at this point. For my level of understanding on the specifics.
- Bike rooms are NOT suitable safe or secure for class 1 bicycle storage. Consider individual bike lockers.
- Clearer than before, for sure.
- A bit vague
- Discouraging! With regard to parking, on my first visit to Victoria I got multiple tickets for 'petty' reasons, eg., not properly aligned. Overstay in residential.

Do you have any general comments on the proposed permitted uses?

- 72 meters is WAY TOO HIGH, even with setbacks.
- We need more green space downtown and to preserve street sight corridors to the Olympics and the Sooke Hills. i.e. more trees and mini parks.
- The proposed permitted uses seem broad enough for the CBD. I would have no concern about any of these uses being implemented according to market demand. Remaining constraints are adequate.
- Encouraging walking and cycling is an excellent idea. By reducing street parking and placing it underground is one viable option.
- Most of them appear to be already permitted and the buildings are now used for those purposes, eg., hotel, restaurants, jewelers, etc.
- Would like more 'green space' and pedestrian walk areas. A comprehensive electric transportation model for downtown. Something similar to Denver, Colorado or any other city that makes allowances for such transport of pedestrians.
- Green spaces, pedestrian friendly very important to livability.

- Keep low height 2 storey buildings along the Fort Street corridor (downtown to Rockland). Small businesses there will be/are supported. 2) Introduce two way traffic along Fort and along Yates to increase business.
- Size of commercial floor space encourages different kinds of businesses. Please consider wide front versus deep store fronts in locations. Also increased first floor story height
- Most ideas seem fantastic! I strongly support movements to give more priority to pedestrian/cycling traffic as well as multiple passenger/business vehicles/buses.
- Concern about the ease of density (frequency of use) increase for 'amenities' which are often just good sales additions to develop. E.g. wheelchair accessibility.
- Without viewer friendly 3D street representations for the public, it is difficult to make comments.
- Bicycle, scooter rentals should also be permitted uses to accommodate changing transportation choices (answer to #3 I guess) for heritage district.
- The definitions appear self-evident and are clearly laid out.
- Possibly some information regarding grocery store use and educational facilities. Also housing cooperatives.
- Good ideas!
- Green space is really needed for residents and for tourism
- Need to add grocery store as a separate item. Hiding it under 'retail' rendering it invisible. You list 'laundry facility' separately which makes me curious about not stating grocery store separately. Those of us who live downtown, especially south of Fort Street Humboldt valley, would love a grocery store this is within walking distance. 7/11 doesn't count.
- Anything that can be done to encourage apartment dwellings and low/modest income housing should be considered.
- I feel that we are finally headed in the right direction – building a downtown that folks and families want to live in.
- More emphasis on 'public commons/green space' in design parameters.
- I think it looks good but I don't see how it will support more affordable housing in the downtown. I guess some of that is in the density bonus system.
- In regards to the density ratio for CA spaces as opposed to the residential – perhaps the residential could be higher? After all, if the city wants to move forward a process of densification, it will be important to have a large number of people living downtown and not just working downtown. This ensures more safety and the possibility for more vibrancy.
- Logical and desirable
- Overall, looks good. Would like more green space and small parks
- The Falls' was a good example of flexible design making a better building. Late in the approval process an increase in height was proposed that provided more separation between the towers and improved view corridors/sightlines. Will the new bylaws have the flexibility to allow simple modifications like this?
- Uses look reasonable as do heights. My main concerns are with active transit mobility through the zone and vehicle speeds; are they addressed elsewhere?
- The permitted uses are fine in themselves, but the mix of activities is the critical issue.
- What developments will happen and when? No clear mention of proposed areas that will begin priority areas.
- I love that building will not have to require off-street parking. Our downtown is so walkable and accessible, a car is not necessary in my mind. This will encourage less car use.
- I would like to see green building incentives in the downtown core. Perhaps requirements for new buildings?
- Should incorporated some green space to bring light into downtown, all concrete will be cold and unwelcoming.
- Consideration should be given/explored in the Douglas Government corridor.
- I think it is great that the plans do not require off street parking. I also like that the plans allow for multi-use buildings
- They're all fine as long as there is a strong degree of heterogeneity among established uses.
- More parking is a requirement if expected population will grow. Better transit options.
- Sustainability is good but less parking with anticipated growth is ignorant.

- Are the formulas to determine amenity packages? E.g. will increased density lead to more money for new dark space downtown?
- I like what you have but not planning/allowing for public space.
- Would also like to see more emphasis on Art Gallery or Arts Centre, library and downtown pool.
- Easy to access, not out of the way like the Crystal and current location of the Art Gallery.
- Permitted uses seem reasonable. However, what plans are being considered to attract businesses to the downtown core? A large portion of the population lives in the Western Communities. How will Victoria compete?
- Love it! Get on with it ASAP. Our downtown needs density and vibrancy.
- I was a little fuzzy on how a business such as RMT, physiotherapy, chiropractic fit into the permitted-uses scheme. Presumably, these are not 'essential' medical services but they are not 'spas' either.
- Relocation all short-term vehicle parking to city operated parkades.
- Bigger is better.
- This is a comprehensive plan. I hope we are able to move forward with this.
- Do they have to be so specific?
- I am delighted about the 'set back' rule for taller buildings. I have resided in Asia (Singapore, Hong Kong) and find the shop house idea very friendly, especially Malaysia. i.e. small shops at pavement levee – 2 story residences above.

Are there any additional permitted uses you recommend the City considers or existing uses you feel should not be permitted?

- Casinos are listed, but isn't having one already in the CRD sufficient? The Core Area Plan book page J1 has a map showing the rail corridor crossing the bridge to Wharf Street. Is that still possible or allowed?
- The move to bicycle and other like transit downtown is a good move. Need more of this. And something off-shore to loop traffic to the west of the island.
- Close lower Government Street between Wharf and Yates to vehicular traffic to attract visitors and locals to shopping, special events (i.e. Chalk art festival).
- Revert parking restrictions in Beacon Hill Park.
- Non retail service, restaurant street front businesses. They disturb the shopping continuity.
- I believe there needs to be provisions for green spaces/parks. It's integral we retain our image of a wonderful place to live and work. Quality of life need to balance economy.
- Where are green spaces, common use, and public use areas?
- Please be very careful to limit or to simply not allow more liquor stores/drinking establishments' downtown. I am concerned about the effect this has on social costs and VicPD staff, no levies.
- More downtown entertainment spots
- Light rapid transit!
- Urban agriculture such as rooftop gardens or high-intensity hydroponics.
- Ensure that any manufacturing (eg. High-tech) is not a nuisance (odor, noise, pollution) to residents.
- I'm wondering about green space? Could we have a central, vibrant inner-city park? For example, Centennial Square could be re-planned/ updated to encourage more public use. Also, what about green roofs on buildings? Further, are there any sustainability building requirements for buildings? It would be great to require more environmentally friendly buildings.
- Allowing restaurants to have outdoor seating.
- I feel that the additional permitted uses will allow for a better mixed use situation in Vitoria. I feel this is great.
- I know we can't create parks, but there needs to be a few areas that can be green or act as public spaces.
- More analysis and future screening of night club use should be considered. Historically these establishments bring other social issues for the city and can be a drain on police and other resources.

- More pocket parks, green space or community gardens. The closest green space to me is not zoned for dogs for example, despite the number of dog owners in the area. The opportunity to have community gardens like in James Bay would be wonderful and give a sense of community.
- Green space, even small space. Art.
- I saw no specific provision or mention of 'pop-up' businesses in the plan. I suppose this would require flexible leasing or some sensible working to this effect.
- Consider café set-back to facilitate 'sidewalk café' concept.
- Later closing times for bars/clubs. To compete with Vancouver, Calgary, Seattle.
- Declare the downtown area heritage and ban all franchise signs and modern style building construction.
- I think the Mews Cottage idea has been very successful in Vancouver. (often a quarry in conversation) i.e. a second house on a city property which cannot be sold separately or subdivided. Great for grannies or live in help or rentals as most age helper.

Do you have any comments about the proposed regulations for the form of buildings?

- Yes, the proposal is generally well thought-out. I assume that the 72 m height limit takes into account possible future interest, and that the community plan would allow taller building subject to rezoning and suitable amenities.
- A) Yes, lower height regulations along narrower streets makes sense. B) Moving offices and residences to upper levels also is a good concept.
- Design will be very important, so there will be some variety. I would prefer that the new, and no doubt higher buildings do not impinge on their heritage neighbours, and that all the 'viewscales' and view corridors are preserved.
- I like the offset and the idea of more sky view – not like NYC.
- Keep height restrictions
- Lower heights on buildings. Public competitions/voting on building designs (see Palm Springs).
- Store front at the sidewalk even wide sidewalks with 2–5 stories above and higher density set back within the block itself. Mid-block walkthroughs and covered retail (et al. Paris).
- I think the idea to encourage upper portions of high rises to be set back at a ration to allow more light to reach street level is great!!
- I don't know. Examples shown don't excite me. It seems to depend on the developer whether it is a success or not.
- It makes sense – encourage – the street level to be pedestrian friendly. Height restrictions seem reasonable.
- I believe human scale streets are important and the staggered set back – building faces is crucial in that met
- I feel that building height restrictions need to be relayed in order to increase density and create a more interesting and dynamic urban environment.
- Build them bigger and higher!
- Consider incorporating some 'dynamic architecture' buildings (which rotate/change shape) from a tourist destination development perspective.
- Looks good. It appears well thought out to encourage pedestrian traffic.
- What about regulations on energy consumption? Maybe a thought to have more energy efficient and 'green' spaces?
- While set-backs at varying heights are very important there is no substitute for good architecture. Do not accept a building simply based on its use – it must enhance the city.
- Overall great. Would like to see wider sidewalks. Streets/sidewalks should be places for socializing, culture, art, not just walking and transportation.
- Looks good. I like the proposed FSRs and heights.

- Regulation as the form of the buildings is good however the main issue of concern with densification is the allowable heights of 72 m and the large amount of the CBD-1B zoning. Once such height approvals are given there is no turning back. The special appeal of Victoria is based on the lack of numerous tall structures that has given Victoria more of a European flavor that is not found typically in Canada or USA particularly with part type cities. Densification increase traffic to core areas and only increases traffic issues. From a GVA integrated planning must take place that encourages more 'nodule' type development. Where are we with 'integration'?
- No, it seems clear. I like the idea of the 4 m first story, following the street wall implementation. That being said, it may create too much of a consumerist feel or bland walk if dominated by multinational corporation businesses.
- I really like the regulation that buildings must be set-back; I think this is crucial to avoiding shaded, cold, uninviting streets. I also like that the bottom floor must be 4m high to encourage commercial use.
- Incentives for buildings to switch to green buildings would be great. Green roofs or the reuse of water in the building could be used as incentives to allow for greater density on that lot.
- The regulations for setback is good, it will add more natural light in as building get renovated this needs to be a priority.
- I support the street walls but it is nice to add variety by having them punctuated with setbacks.
- I like the restrictions on the floor space for upper levels of buildings. I think that the pyramid style will allow the downtown core to increase its density without creating a 'closed in' feel.
- The setbacks increasing with height is a good idea and will work well for the space
- Allow sidewalk cafes.
- Forms of the buildings are great. Good thought given to the street view. Both developers have an excellent track record.
- I'm unsure about the requirement for 4m first storeys to allow commercial use as a requirement. Why can't some buildings be purely residential end use that ground floor for resident amenities instead?
- This seems well thought-out particularly the off-set aspects of the design requirements. Let's not make walls; let's make spaces.
- Upper story set-back reduces or eliminates the concrete canyon effect.
- Comprehensive moderate proposal.
- It is important that quality materials and good design are encouraged and enforced. Good design is much more important than height regulations.
- No modern buildings (tourists don't come here to look at them).
- Has anyone followed up ultimate green architecture? Termite Hill offices, prefab buildings (garages) California, no waste of wood.

Do you have any additional comments on the new Downtown Zoning Regulation Bylaw?

- I am happy with the proposal, subject to identification and rectification of specific problems during the consultation process.
- More art, murals, sculptures also native art in the form of totem poles would enhance downtown. Redevelopment of older heritage buildings near Johnson Street Bridge should be planned to complete waterfront trail pathway from James Bay to Rock Bay and Burnside Gorge Area.
- Might be a mistake to allow developers the option of not providing parking for residential developments. Residents will hopefully not require vehicles downtown to work or play, but will still need a car to get out of town sometimes. We do not have a train, alas...
- Will add to convenience of walking to shops and entertainment (goods and services).
- To increase downtown shopping from outside areas, eliminate parking restrictions/parkades. Initial trial period.
- Roof top greenhouses like in New Jersey, New York, create 'architectural significance' scale. Any building replacing another existing building should be as significant or more so.
- Things look promising – I'm excited :) Large scale buildings should not be permitted out of zone (say beside the Johnson Street Bridge). It would look odd. Also, the proposal for a high rise at Vancouver and Pandora (where St. Andrews School is) should not go ahead. OR should be required to use the historic building as part of the design.

- Where are the greenhouses on the roofs, on the green wall? Innovative ideas mixed with preserving heritage buildings.
- Reduced parking regulations in zoning are good but legislative pieces to improve bicycle parking regulations need to be implemented as a requirement rather than as an amenity.
- Will there be an effort to encourage more pedestrian use throughout downtown? Can this be part of an effort that helps limit our society's fascination with 'the car culture' via light rail etc.
- I'm interested in Victoria Downtown having a more cultural aspect – also art centres.
- A greater focus on transportation and creating an efficient transport node for the CRD. Reducing car dependency and working with BC Transit to alleviate congestion. With this, establishing bike friendly (if not focused) streets, bus-priority lanes and transport planning which will discourage car use at peak hours.
- I am happy with the 'inverted' pyramid of transportation modes. We need to prioritize walk and bike over single occupancy vehicles.
- I feel the city needs to provide greater clarity regarding bonus density and amenities. These appear to be tools to evade the zoning policies which are now or may be in place.
- Yes – how will the additional revenue (taxes bonus densities) deliver 'community' amenities such, harbour front linear park, library, community centre, cultural facilities, rec facilities, public art, heritage conservation 'interpretation' etc.
- Negative effect of 72 m height on community. Lack of parking inconsistent with retail development
- Good plan overall
- I am wondering how the city has predicted growth by 10,000 residents, and the need to update its commercial areas to suit this growth.
- Like I stated earlier, I would love to see green space and sustainable building requirements in the plans. Make sure sidewalks do not feel closed off – have greenery. Would love to see enhanced bike lanes as I bike downtown for work and biking on Douglas is terrifying with busses moving in and out of bike lanes. May not be possible but bike lane in middle of road would be excellent. Lastly, covered bike parking for residents but also just daily commuters would be great.
- Are there any plans to increase bike parking? Covered bike parking would be great.
- Some streets in the core would be better served if there was no car traffic. More freedom to move about from one side of street to other.
- I think the city council is shortsighted on how heritage buildings can be maintained to current standards based on increases operating and maintenance. City council members for the most part have no skills in the game, and can pontificate without consequences.
- Just wondering whether the impact of no parking requirements has been well researched. Will larger new developments generate demand that will exceed the capacity of downtown? Is it taking away a bargaining chip that can be used to get developers to support transit, car shares, etc. as an alternative to providing parking?
- I really appreciate the opportunity to see what the city plans are. I feel it is a good approach to allow for public opinions throughout the process.
- Doesn't really seem like a transparent, easy to understand consultation. Why doesn't the zoning map simply indicate new uses, compared to old?
- It would have been nice to see some predicted models of what it could potentially look like.
- Parking and being ticketed at the drop of a hat is a concern. Pan handling and rowdy drunks, I am very careful which blocks I walk or don't walk when it is dark, whether it is 4:30 at night or later. I need more green and creative people places and family friendly areas.
- Would like a timeline for addressing the other zones of downtown.
- I'm very supportive of more mixed use density. Create more vibrant downtown core, focus on walkable, transit, bikes. I want to be car free downtown.
- There should be a requirement for minimal parking and visitor spots in buildings with both residential and commercial. Also, a green initiative to have a car share program, recognize this may be more a developer versus city zoning issue.
- I hope there are more opportunities to learn about these proposals and chances to give feedback, especially if this is the plan for the next 30 years. Please consider more mass transit options as opposed to parking. I know this is unpopular with many who work downtown but it would be great to see Victoria as a green leader.

- This is much overdue.
- I would like to see more specific clauses on cycling infrastructure not just incentive-based language on FSR kickbacks. For example, we need some form of regulation/procedure on and for cycling parking and the location of the same in front of buildings and businesses. Covered parking, curbed bike lanes, ramps onto sidewalks and more.
- I hope that the process of approval is fast and that the results encourage developments. Need to have a much streamlined process of approval for projects. Clearer regulations to help.
- Keep waterfront land for maritime activities not high rises and office buildings.
- Keep being the most environmentally concerned city. Vancouver, 37th and Oak Street, new pavilion for VanDusen Gardens. You did visit Christ Church, New Zealand What happened about info gathered? How about a program on Chek TV? Neighbourhoods are being destroyed in Vancouver by absentee owners of property – they don't even rent.

Additional Comments:

- Changing the skyline outlines the 'ambiance' of Victoria and through hi-rise development; 1) deters tourism, 2) creates 'wind-tunnels', 3) creates more impersonal living conditions.
- In Ottawa, another government town more 'infill housing' provided more accommodation successfully retaining the neighbourhood feel. Too many developments, too fast cater to profits, often by folks from elsewhere who find Victoria easy-pickins!
- I just want to say I'm very proud of the City of Victoria for hosting this event (thank you). Also, your work on putting electric car charging stations in downtown parkades, and the curbside recycling/composting program is wonderful. Keep it up!
- Make sure strong controls to protect office and commercial uses are in place – balance versus residential.
- One last thing, there are too many 'dark spots' (lighting) at night downtown, especially near some bus shelters (e.g. TC spot and along same street). Better lighting helps a rider to be safer to walk through.
- Shabbily and hastily erected towers and condos are scattered over the landscape vying with each other to grab the cities best views. Greed and a disregard for community are what are ruining the engineer of the lower mainland. We don't want this to happen to Victoria.
- I live UK/Dunbar (vanc) & Bellingham. I come to Victoria for your amazing world class opera. Please value this jewel. Applaud street vibrancy area around Royal Theatre, Cathedraol down to Dallas Road needs innovation of a good street planner with imagination. Fairhaven in Bellingham is a good model for renovation of older buildings.
- On the presentation, it would have been clear for me if there was a board on each use designation showing where it is and the form in allows complementing the board that shows them all in context.
- My son and daughter-in-law own a small house on a 70 pr wide lot in Fernwood. They could apply to move the house sideways and build a new house on 1/2 the property. Much more environmentally friendly and suited to the neighbourhood would be a cottage over garage at back or side of the property. Many garages in that area are located behind the house.

Appendix B: Open House Post-it Note Comments

What are your thoughts on permitted uses?

- There should be a requirement for a % portion of a street wall (primary) to have a minimum 3m setback to extend the sidewalk's pedestrian domain on to the subject property. This will allow for sidewalk café space, greenery, trees (urban forest). People space and better building entry will not detract from the street wall. A full block of buildings with 0m setback is less vibrant than one with pocket parks and outdoor people space.
- Recreation facility for kids, pre-teens, adults. More affordable housing, studio apartments. Designated bus lanes are necessary.
- Regarding 1.1.8 #1 and #3, vehicle parking in new constructions has to be required. There has to be a place to put vehicles.
- We need more 'kid stuff' downtown if we want families' downtown. More daycare, play facilities and parks.
- Looks really good. Few questions and comments: I would like to see minimum heights noted. Some capacity for maintaining public view corridors/light corridors. Allow for sunlight for street trees (they don't do well in shade). Is open space an enforceable requirement: green roofs, green at grade etc.
- I would love to see more street art on our major streets.
- I like to shop for food at local stores but don't want to lug heavy shopping bags. Ideas to help? Trolley buses etc.?
- Provide nicer, clean, free, accessible public washrooms please.
- Show a tag for which uses are 'new' and which are 'existing' on the list.
- Need to address on/off street parking or will forever haunt shoulda, woulda, coulda.
- Need to include cars and parking in planning. Already sucks! why make it worse?
- Need more and better downtown parking. Not only for residents of the downtown core but also for seniors coming into town. Need better transit system from Uptown to downtown core. Possibly a tram with buses coming off of the tram line. Tram line out of way of cars and parking. Middle of Blanshard?
- Parking!!! deal with the increased need! Residential must supply spaces for each unit.
- Going in the right direction! Need more sidewalk space for cafes, etc would be nice. Less cars, more people on foot, skateboard or bike should be the vision. This will improve quality of life.
- Consider seniors who may not be as dexterous and able to cycle or walk. Parking for them and easy access to retail etc. is still vital. Thank you.
- The idea to densify downtown victoria is great, however, I'm interested in knowing more about how the city will enhance and improve downtown walkability and cycling. I feel like there is room for innovation when it comes to that. Also curious about the way BC Transit will deal with this densification. Will buses be enough? Finally the lack of green spaces remains a concern.
- Need more parking so people don't have to drive forever to park.
- Make it easier for non-vehicle traffic people with carryon bags and back packs to get on and off a continuous loop trolley bus or electric (airport like golf carts) every 10 – 15 minutes. Reducing the need and waste of bus and BC Transit.
- Will downtown plans include 'affordable' apartment buildings? Will there be more of a visible walking the beat by VicPD in the Downtown area?
- State grocery stores, explicitly. Agreed!
- Good work! Keep it up. More and more consultation with residents so many very capable retirees live here.
- Plans look very good. Keep going you have my full support.
- Live-work, expand to 2 resident employees.
- Overall great! Would like more of the following: green space, public parks, (Similar to 'pocket parks in Montreal's Plateau district). Community and family facilities. New Crystal Pool downtown. Wider sidewalks so people can congregate and socialize in the streets. Transit hubs separate from sidewalks to avoid clogging at the bus stops.

- Some suggestions: encourage businesses to place bike parking in visible spaces, ie., allow the bike to be seen while inside a given business space. Build sidewalk on-ramps into curbs, to ease a cyclist's transition from street to side walk. Designate cycling dismount points with appropriate painted lines and signage.
- Perhaps a long-term vision of where rapid transit is best placed, above or below ground.
- Need space designated for downtown extension campus from UVIC
- A good sized downtown community centre is needed.
- Your war on cars is ill advised. Downtown parking is already in a crisis. Permitting residential buildings without parking is a mistake. Motor transportation should have equal priority with cycling, transit and walking.
- Great ideas for the future! Some concern over the lack of green space though i.e. rooftop gardens and green areas in the CBD.
- Banks are really dead spaces at street level. Ok for small cash services but the rest should be upstairs.
- Restaurants are vital to your/our tourist business. A free bus maybe useful especially in the summer.
- Items of concern on social media: parking; green space; lack of permanent family activities; safety when walking in town; parking!!!

Do you have any other zoning related suggestions that we should think about for downtown?

- I love that you're removing off street parking requirements! This will hopefully lower building costs, which will result in more affordable condos.
- Space for people together outdoors in small groups, benches, more green space between or in front of buildings.
- Should have requirement for 'square' or people space at front of building – maybe the details do.
- As we are hoping for developers. Please change the 'amenity' clause to a straight money donation to be applied to social housing.
- We should allow more density if the upper floors are used for residences.
- I see some of the height to which buildings go in 72m or 4 stories. I fear this is the thin edge of the wedge and we will become like Vancouver downtown. All huge high rises.
- Building bigger buildings only serves to increase the number of residents, tax bases, DCC's and add to the vibrancy of our city.
- Prioritize walkability and active transportation. Replace street parking with wider sidewalks, green space, and bike lanes. Need a transit plan that will provide space for bus stops separate from sidewalks in order to avoid overcrowding on sidewalks near bus stops.
- Make a requirement that all new construction has enough off-street parking to accommodate the tenants.
- You can have all the best stores, shops, services, density and most amenities. If I'm unable to park close to these services, why would I want to put myself through this no benefit exercise? Close by surface parking is required.
- Downtown parking needs to be part of the plan. We are losing downtown business due to lack of parking and a marketing plan to attract business downtown.
- Don't do to Victoria what has been done to Vancouver. Too many big buildings. Will ruin our city. I live downtown and hope to leave soon as it's already too noisy and stinky.
- Community also includes the street people. What happens to them?
- Protected cycling lanes please! Not just painted lanes, this is needed downtown.
- I know the downtown plan says up to 72m but this will really impact the character of downtown victoria. Do we really, really need this? Especially the heritage zone is less.
- Pedestrian pathways? mid-block linkages? green space?
- Bus-lanes!!, green space, retail, high-density condos for low prices.
- Fear of becoming just another high rise city! Like Vancouver. I've left Vancouver and don't want Victoria going the same way.
- Using plain language to understand zoning is a wonderful idea.

- Parks, tree, garden zones for small green spaces and parks. (lunches etc).
- Electric vehicle charging station.
- We need to compete with Saanich and Langford etc. Development only brings more money into city coffers!
- Move the central business District to include up to Vancouver Street. No greenway!
- Provisions for electric cars.
- In 2010, in Quebec I bought a bachelor suite for \$25,000. If you had something affordable at \$250 a month people would be off the street and could afford the rent and use food for them.
- Green spaces within the Central Business District
- Thank you for having this event. It was most helpful!
- I just want to say these are great suggestions.
- Street to sidewalk 'transition' zones for cyclists. eg., curb ramps, signage, and the like
- I agree with the street to sidewalk transition zones suggestion. Otherwise, really like the proposals respective street walls, heights, setbacks at upper stories etc.
- I agree with the above suggestions. Maintain downtown, green and recreational spaces.

Appendix C: Comments Received Through Email

- Thank you for inviting comment. Being seniors, and with one of us definitely NOT being able to cycle, we would suggest that, in addition to focusing on bicycles and parking, you look
- seriously at a transit option which appeals to – and satisfies the need of people of all ages. That option, of course, is rail transit. Victoria's downtown needs an efficient transit service which will serve all people and their needs, whether it be bicycle, electric scooter, or walker, etc.
- A streetcar, or tram, is the one vehicle that will fill such a need, being fitted with numerous doors (shortening stop time) and room for bikes, etc. To create a complete and proper Zoning Bylaw, electric rail transit is a must. Survey after survey has shown that rail transit is what citizens want, so you would do well to include it if the Bylaw is to be truly visionary.
- I enjoyed the "open house" which my son and I attended. It is great that the planning department recognizes the need to upgrade some of the existing zoning in the downtown core area. However it concerns my family that our property located at the corner of Johnson and Vancouver Street is not included (1400 Vancouver St.) Our present Zoning allows only "funeral and undertaking" usage which is far too restrictive. I mentioned this to your staff member at the "open house" and she seemed to think we might be included in the next phase which creates a great deal of uncertainty. For our own long range planning initiatives we respectfully request that the zoning on our property be changed during phase one to mixed use including funeral business and a much higher density." This change would reflect development trends forecasted for the downtown core. Our property is located on a major traffic artery and is thus appropriate for much higher density.
- It was with EXTREME sadness that we looked at the newscast by Chek News last night with regard to lifting height and density restrictions in downtown Victoria. My familiarity with Victoria goes back many years and I lived there on my own in the 1960s and later with my husband for twenty years. Victoria has a unique charm drawing people from the far corners of the globe. Why some people think more people is better is beyond me. Some communities are trying to retain their charm by adopting a "no growth" policy. They obviously have more vision than those proposing changes to Victoria! For goodness sake, take another look--more people doesn't mean a better community. And, it will be an expanded drain on utilities such as water, electricity, garbage...It is not necessary to make what now is available to everyone. Not everyone has a right to everything! Please, please rethink this insanity of the way you are looking at Victoria's future.
- If tourism and residential shopping in the downtown area is to be improved it needs to be modelled after Quebec City's Old Town – highlight the heritage buildings with no stores boarded up and foot traffic only with reasonable parking outside the immediate area of "Old Victoria". As a resident I would once again shop downtown and be proud to take visitors beyond the area of the Inner Harbour.

APPENDIX C – Analysis of Public Feedback

APPENDIX C - Analysis of Public Feedback

1. User-Friendliness

Theme	Comments	Action to be Taken	Rationale
Clarity of Regulations	Regulations are clear. *Multiple comments provided.	No action	Support expressed for regulations in general.
	Regulations seem geared for planners, not citizens (use of jargon).	Consideration ongoing	One of the objectives of this project is for regulations to be in plain language and as clear as possible so the regulations are understandable, balanced with being legally sound.
	Definitions are clear and assisted with understanding all the zoning terms.	No action	Support expressed for definitions in general.
	Building height should be expressed in storeys (not just metres) so easier to understand	No action	The height of building storeys will vary depending on the use (i.e. floor to ceiling height of office space tends to be different than residential use). Therefore, maximum height needs to be expressed in metres. If both metres and storeys are expressed, it can lead to the need for zoning variances. For example, if a building meets the maximum building height but has more storeys due to lower floor-to-ceiling heights, a development variance process would need to be undertaken.
	Regulations for upper levels of buildings could be written more clearly	Consideration ongoing	One of the objectives of this project is for regulations to be in plain language and as clear as possible so the regulations are understandable, balanced with being legally sound.

*Multiple Comments = 3 or more

Page 1

Theme	Comments	Action to be Taken	Rationale
Zoning Bylaw Structure	Regulations are complex for a small district.	No action	The regulations reflect the policies within the Downtown Core Area Plan, 2011 (DCAP).
	The difference between CBD-1A, CBD-1B, CBD-1C and CBD-1D not obvious	No action	Each of these zones have different maximum building heights that apply to different parts of the Central Business District (72 m, 60 m, 50 m, 45 m). It proved difficult to create one zone describing where the four different height restrictions occurred throughout the Central Business District, so four zones were proposed for clarity.
	3-D representation of zoning regulations would be more user-friendly for public	Additional diagrams to help illustrate regulations will be considered	One of the objectives of this project is for regulations to be in plain language and as clear as possible so the regulations are understandable. Part of this includes diagrams to illustrate regulations where needed.
Relationship of zoning with policy	Not clear how the maximum building height regulations and the 90-metre height-sensitive radius in planning policy impact each other.	No action	Development proposals Downtown must comply with zoning regulations (which control land use, building height and placement) and must be consistent with Development Permit Area/Heritage Conservation Area guidelines (which control exterior design, finishes and landscaping).
			Zoning regulations and City policy/guidelines are applied together so that developments achieve community goals and objectives. The 90-metre height sensitive radius guideline requires applicants of development proposals to consider building designs that are respectful of heritage landmarks. It is not intended to reduce development potential in zoning.

*Multiple Comments = 3 or more

Page 2

2. Permitted Uses

Theme	Comments	Action to be Taken	Rationale
Suitability of Uses	Proposed permitted uses seem appropriate for the CBD.	No action	Support expressed for permitted uses.
	Permitted uses are logical and desirable.	No action	Support expressed for permitted uses.
	Most of the permitted uses appear to be already permitted and currently in use.	No action	Current zoning already permits a mix of uses Downtown, but clarity is needed in better defining the uses and some appropriate uses are missing in current zoning. The proposed list improves clarity and fills gaps.
	Support for multi-use buildings.	No action	Support expressed for permitted uses.
	Questioned if there is value in requiring new buildings to have commercial use in this area (for blocks that are mostly residential)	No action	The DCAP envisions the Central Business District to accommodate a strong concentration of commercial employment uses along with complementary uses that include multi-unit residential, hotels, restaurants, public institutions, personal service business and retail stores.
Rentals	Ensure any manufacturing, like high tech, is not a nuisance to residents.	Consideration ongoing	Uses like "artisan studios" are defined to ensure that the use is not offensively dirty or noisy in its operation to prevent land use conflicts. Consider if the definition for "high tech" needs to address this.
	Bicycle and scooter rentals should be permitted uses to accommodate changing transportation choices.	No action	Bicycle and scooter rentals are permitted in the proposed zones, under the category "rental business" which includes rental of transportation vehicles, both motorized and human-powered.

*Multiple Comments = 3 or more

Page 3

Theme	Comments	Action to be Taken	Rationale
Medical and Therapeutic	Ensure registered massage therapists, physiotherapy and chiropractic fit into the permitted uses.	No action	These uses are permitted under the category of "office" which includes medical and therapeutic offices.
Recreation and Culture	Ensure an art gallery, arts centre, library and Downtown pool are permitted.	No action	These uses are permitted under the categories of "cultural facility", "essential services" and "recreational facility".
Entertainment	Casinos noted in definitions, but having one in the region is sufficient.	General regulations to be prepared	It is intended that casinos will not be permitted in the new zones. Land owners would need to apply to rezone for a casino in accordance with City policy. A general regulation will be prepared in the next stage of work stating that if a use is not listed in a zone, it will not be permitted.
	Be cautious with more liquor stores, drinking establishments and nightclubs Downtown given concern for social and police costs.	Consideration ongoing General regulations to be prepared	There are some limitations on these, as these uses require applications to the Province of BC for liquor licenses.
	There should be more Downtown entertainment spots.	No action	The permitted uses include various forms of entertainment.
Outdoor Seating	Allow restaurants to have outdoor seating.	No action	This is already permitted on private property. It is also permitted to extend into the public sidewalk if a Sidewalk Cafe Permit is applied for and approval received by the City.

*Multiple Comments = 3 or more

Page 4

Theme	Comments	Action to be Taken	Rationale
Urban Agriculture	Permit urban agriculture such as community gardens or rooftop gardens.	No action	Gardens would be considered accessory to the other uses occurring on the lot, i.e. residential, etc.
	Consider greenhouses on roofs.	No action	Any structures on a roof would be subject to maximum building height and setback regulations in zoning.
Retail	Need to add grocery store as a separate permitted use. Concern it will be hidden under retail and not evident that it is permitted.	No action	Grocery stores are permitted Downtown and are a form of retail use. Listing out all types of retail would result in a very long list, be difficult to anticipate every scenario possible, and may have unintended consequences in future if new types of retail emerge that are not on the list, requiring a landowner to rezone their property.
Education	Need space designated for extension of University of Victoria campus Downtown.	No action	Zones will permit "educational facility".
Community Centre	A good-sized Downtown community centre is needed.	No action	Zones will permit "recreational facility" which will permit activities related to clubs or associations.
Live-Work	Allow live-work to permit two resident employees.	No action	There is no limit to the number of residents that can work in the live-work unit. Limitations are placed on the number of non-resident employees.
Residential	Permit housing cooperatives	No action	Zones will permit residential use (except located at ground level) and does not control tenure (ownership or occupants). Any type of ownership, including co-operatives, is permitted.

*Multiple Comments = 3 or more

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Theme	Comments	Action to be Taken	Rationale
Parking lots	Reasonable parking immediately outside of the Old Commercial District would improve tourism and shopping Downtown (like Quebec City).	No action	<p>Parking in the form of surface parking lots or structured parking are not permitted Downtown with the exception of designated parkades. This is to achieve compact land use patterns, continuous building frontage along sidewalks and encourage walking, cycling and transit use.</p> <p>Parking is permitted on properties if it serves other uses (residential, office, retail, etc), but must be located underground.</p>

3. Siting of Permitted Uses

Theme	Comments	Action to be Taken	Rationale
Commercial at Ground Level	Support for required commercial at grade with residential use above.	No action	Support expressed for location of uses.
	Non-retail services and restaurants disturb the shopping continuity.	No action	<p>The zones propose to locate "inactive" uses to the second and higher storeys of buildings, including "apartment dwelling", "live-work", "hotel" (excluding lobbies) and "residential care facilities". The zones also permit "daycares", "high tech" and "office" uses at ground level, but not within 6 metres of the front of buildings.</p> <p>Restaurants and other commercial uses that have a customer component and windows to display activity or wares are seen as "active" uses that contribute to vibrancy.</p>

*Multiple Comments = 3 or more

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Theme	Comments	Action to be Taken	Rationale
	Banks are dead spaces at ground level. Consider permitting banks to locate cash services at ground level but remaining bank functions in upper storeys.	No action	Requiring some bank functions on upper levels may discourage their presence. The regulations that will require "inactive" uses to be located away from the street will ensure other active uses will contribute to vibrancy.

4. Bonus Density Provisions

Theme	Comments	Action to be Taken	Rationale
Mechanics of Bonus Density System Amenities	Clear direction needed on bonus density system including conditions and costs.	Zoning regulations to be prepared	A Density Bonus Schedule will be prepared detailing the density bonus system, as described in the DCAP.
	Consider green building incentives for new buildings.	No action	DCAP policy has established that bonus density will be provided for monetary contributions that will be put towards improvements throughout the area that will have significant public benefit, including the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Buildings Seismic Upgrading Fund.
	Bonus density monetary contributions should be applied to social housing.		
	Allow more density if upper floors are used for residences.		
	Concern that amenities are often just development features for marketing units.		

*Multiple Comments = 3 or more

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5. Regulations for Building Form

Theme	Comments	Action to be Taken	Rationale
Zone Structure	Regulations should explain maximum building heights instead of breaking into CBD-1A, CBD-1B, CBD-1C, CBD-1D.	No action	This was considered and it was difficult to describe maximum building heights that varied from block to block and within blocks. This method will permit the public to view the zoning map which will clearly indicate which CBD Zone their property is within.
Height	Maximum building height of 72 metres too high, even with setbacks.	No action	Policy framework for heights within the DCAP was approved by Council in 2011. The proposed zoning regulations are implementing the existing policies in DCAP.
	Increase ground level commercial storey height.	Consideration ongoing	The DCAP contains a policy which states that new development should include ground floor space that is capable of accommodating commercial uses. Heights currently under consideration range from 1.5 to 2 storeys. Two storeys will permit the opportunity to include mezzanine space (which is subject to density calculations).
Design Flexibility	Ensure zoning regulations permit flexibility in building design.	Consideration ongoing	Some content in the DCAP is not suitable as zoning regulations and will be applied as guidelines during development permit application processes when form, character, exterior design, finishes and landscaping are considered. This will ensure some design flexibility.

*Multiple Comments = 3 or more

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Theme	Comments	Action to be Taken	Rationale
Layout of Ground Level Commercial Space	For ground level commercial spaces, consider wide storefronts versus narrow and deep to encourage different kinds of businesses.	No action	Determining the minimum width of storefronts may be difficult given variable lot widths throughout the district, and to ensure other building functions can be accommodated such as lobbies, alternate exiting required by BC Building Code, and underground parking entrances. Imposing this restriction may lead to zoning variance applications.
Streetwall	Support streetwalls but add variety by having them punctuated with setbacks.	No action	Zoning will require primary street walls to occupy 60% of the building frontage and be located within 0-3 m of the front lot line, so some flexibility in design will be permitted. Detailed design of streetwalls will be considered during development permit application processes when form, character, exterior design, finishes and landscaping are considered.
Floor Plate Limitations	Support the restrictions on floor space for upper levels of buildings so the Downtown Core receives increased density without creating a "closed-in" feel.	No action	Support expressed for regulations for floor plate limitations.
Setbacks	Support the upper building setbacks for tall buildings to avoid shaded, uninviting streets, to eliminate the canyon effect, to see more of the sky and let more natural light into buildings. *Multiple comments provided.	No action	Support expressed for setback regulations.

*Multiple Comments = 3 or more

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6. Off-Street Parking

Theme	Comments	Action to be Taken	Rationale
Required Parking	Support for no required parking to discourage use of cars and encourage more sustainable modes of transportation. *Multiple comments provided.	Reinstate current off-street parking requirements for properties that do not have Heritage Designation or Heritage Register status.	It is recommended that the CBD-H Zone affecting properties with Heritage Designation or properties listed on the Heritage Register not be required to provide off-street parking (as in the CA-3C Zone, Old Town District) given no available site area and to support rehabilitation of heritage buildings. It is further recommended that the CBD-1A, CBD-1B, CBD-1C, CBD-1D Zones affecting non-heritage properties maintain current parking requirements until City undertakes update to Schedule C - Off-Street Parking when a comprehensive parking study can be undertaken. Parking regulations for Downtown can be reassessed at that time.
	Parking should be a requirement if population growth is expected. *Multiple comments provided.		
	Concern that not having parking requirements will remove ability to negotiate alternatives to parking (such as car shares, etc) during development variance applications.		
Location of Parking	Placing parking underground is a viable option and will reduce demand for street parking.	No action	Support expressed for requirement that off-street parking be located underground.
Visitor Parking	There should be a requirement for visitor parking in residential and commercial buildings.	No action	Consideration for new parking requirements will be considered under a separate project when a comprehensive review of Schedule C - Off-Street Parking regulations are undertaken.

*Multiple Comments = 3 or more

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7. Bicycle Storage

Theme	Comments	Action to be Taken	Rationale
Bicycle Parking	Require cycling infrastructure outright and not as a bonus density incentive. Need regulation/procedure for bicycle parking in front of buildings and businesses.	No action at this time	<p>The existing Zoning Regulation Bylaw Schedule C – Off-Street Parking includes regulations that require bicycle storage as part of private developments. This is proposed to be carried forward in the new Zoning Bylaw for the Central Business District.</p> <p>Any changes beyond what is currently in Schedule C – Off-Street Parking may be considered in a future work plan item.</p>
Safety	Bike rooms are not safe or secure (as Class 1 bicycle storage). Consider individual bike lockers.		
Amount	Are there any plans to increase bike parking?		

8. Other Comments

Theme	Comments	Action to be Taken	Rationale
Green Space	Would like small parks or pocket parks. *Multiple comments provided.	No action	The DCAP does not envision new parks in the Central Business District, however, future parks or open spaces are envisioned in adjacent districts (the Residential Mixed-Use District and Rock Bay District). The zoning regulations do not preclude the development of pocket parks should a landowner or developer wish to include one as part of a development.

*Multiple Comments = 3 or more

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Theme	Comments	Action to be Taken	Rationale
	Need more green space, pedestrian walkways and public commons for a more livable Downtown. *Multiple comments provided.	Consider how Bonus Density regulations should address scenarios where mid-block properties must provide a through-block walkway.	The DCAP identifies a future urban plaza near the intersection of Douglas and Chatham/Caledonia Streets. Negotiations would need to occur at the development application stage if appropriate. A through-block pedestrian walkway system is envisioned throughout the Central Business District, located approximately mid-block.
Views	Need to preserve view corridors to Olympic Mountains and Sooke Hills.	No action	The Downtown Core Area Plan includes guidelines to protect views of the Olympic Mountains along the Douglas and Quadra Street corridors that are applied at the rezoning and development permit application stages when considering the design of new buildings.
Electric Cars	City needs more electric vehicle charging stations.	No action at this time	Potential future work plan item.
Updating Zoning in other Downtown Core Area Districts	Consideration should be given in the Douglas-Government corridor (Historic Commercial District). Concern that zoning will not be updated in the Residential Mixed-Use District, as the site-specific zone on a property at the corner of Johnson and Vancouver Streets is too restrictive.	No action at this time	The Central Business District was selected as the first phase for updating zoning regulations. Other districts in the Downtown Core Area will follow in subsequent phases.

*Multiple Comments = 3 or more

Theme	Comments	Action to be Taken	Rationale
Affordable Housing	Encourage more affordable housing Downtown for low/modest incomes.	No action	<p>DCAP policy has established that bonus density will be provided for monetary contributions to fund public realm improvements and seismic upgrading of heritage buildings.</p> <p>Proposed zoning regulations will not require minimum unit sizes for residential use, so smaller units can be developed (this is already permitted in current zoning regulations Downtown and is proposed to be carried forward).</p>



Planning and Land Use Committee Report For the Meeting of July 17, 2014

Date: July 16, 2014 **From:** Murray G. Miller, Senior Heritage Planner

Subject: **520 Niagara Street, Building Permit Application #050924**
 Proposal to demolish a building listed on the City's Heritage Register
 Heritage-Registered Building within DPA 16: General Form and Character
 Zoned: R-2 Two Family Dwelling District

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Building Permit Application to demolish the St. James Mission of Christ Church Cathedral School (the "Cathedral School") located at 520 Niagara Street. The building is listed on the City's Heritage Register, but not protected through Heritage Designation. An application to demolish a Heritage-Registered building that is not within a Heritage Conservation Area cannot be prevented under the present legislative authority unless the City adopts a Heritage Designation Bylaw to protect the building. Designation imposed by the City could lead to potential compensation to the landowner.

The City's Heritage Program has generally sought to achieve protection of heritage resources through designation by landowners voluntarily. In this case, voluntary designation has not been possible. Given that the approach of seeking voluntary designation has not been successful and the potential costs to the City of designation without the landowner's consent, staff recommend that the Building Permit Application for demolition proceed. Council has the option to temporarily withhold the Permit and give temporary protection for up to 60 days in accordance with Section 961 (1)(b) of the *Local Government Act* should Council desire an assessment of the heritage value of the property and potential compensation values, to assist with making a decision on this matter.

Recommendation

That Building Permit Application #050924 for 520 Niagara Street proceed.

Respectfully submitted,

A stylized signature of Murray G. Miller.

Murray G. Miller
Senior Heritage Planner
Community Planning

A stylized signature of Deb Day.

Deb Day
Director
Sustainable Planning and Community Development

Report accepted and recommended by the City Manager:

A stylized signature of Jason Johnson.

Jason Johnson

Date:

July 16, 2014

MGM/ljm

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1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding an application to demolish the Heritage-Registered property located at 520 Niagara Street.

2.0 Background

2.1 Description of Proposal

The applicant intends to demolish the St. James Mission of Christ Church Cathedral School (the "Cathedral School") and construct a single family dwelling.

2.2 Consistency with City Policy and Guidelines

2.2.1 Official Community Plan (OCP)

The subject property is within Development Permit Area 16: Form and Character. The subject property is not within a Heritage Conservation Area (HCA). The proposed development is inconsistent with the broad objectives of Placemaking in relation to the conservation of heritage property and adaptation of existing building stock.

2.2.2 James Bay Neighbourhood Plan

The proposal may not align with the goals and objectives of the *James Bay Neighbourhood Plan* where it encourages the conservation and rehabilitation of places of heritage value. While this property was determined to have sufficient heritage value that warranted its placement on the Heritage Register, its value is not fully understood given that a Statement of Significance has not been prepared.

2.3 Development Potential

This property is in the R-2 Zone, Two Family Dwelling District which permits "public buildings" (reflecting the current use), uses permitted in the R1-B Zone, Single Family Dwelling District, or a "two family dwelling". If the existing Cathedral School were removed, the property has sufficient site area and lot width to qualify for the establishment of a two family dwelling (subject to meeting all other zoning requirements).

3.0 Issues

The key issues associated with this application are:

- Lack of protection for a Heritage-Registered property outside of an HCA
- Potential loss of a Heritage-Registered property
- The significance of the Heritage-Registered property.

4.0 Analysis

4.1 Lack of Protection for a Heritage-Registered Property Outside of an HCA

A Heritage-Registered property is officially listed on the City's Heritage Register because it may have sufficient heritage value to warrant conservation actions in the future. The Cathedral

School is identified as a Registered Heritage Property in the City's Heritage Register. The property is designated within a Development Permit Area, but is not within a designated HCA. An application to demolish a Heritage-Registered building that is not within an HCA cannot be prevented under the present legislative authority.

However, temporary protection can be sought in accordance with Section 961 (1)(b) of the *Local Government Act* which authorizes municipalities to temporarily withhold a Demolition or Building Permit and to give temporary protection for up to 60 days in order to make a decision on the matter. The temporary protection could be used to undertake an assessment of the heritage values of the property and potential compensation values to assist Council with making a decision on this matter.

4.2 Potential Loss of a Heritage-Registered Property

The potential loss of a Heritage-Registered property would have an immediate adverse effect on the resource and would affect the character and appearance of the immediate neighbourhood.

4.3 The Significance of the Heritage-Registered Property

The Cathedral School was designed by Percy Leonard James in 1939 and was determined to be of sufficient heritage value to be added to the Register. The recognized practice of describing the significance of a place takes the form of a Statement of Significance. This standardized approach is reflected in Parks Canada's *Writing Statements of Significance*. Some of the City's Heritage Register properties do not have Statements of Significance. The Cathedral School is one such example where a Statement of Significance has not been prepared.

5.0 Conclusions

The building is listed on the City's Heritage Register, but not protected through Heritage Designation. An application to demolish a Heritage-Registered building that is not within an HCA cannot be prevented under the present legislative authority unless the City adopts a Heritage Designation Bylaw to protect the building, which could lead to potential compensation to the landowner.

While the proposed demolition of a Heritage Register building is not consistent with the City's policies that encourage conservation and rehabilitation of places of heritage value, there are other practical considerations that come to bear. The City's Heritage Program has generally sought to achieve protection of heritage resources through designation by landowners voluntarily. In this case, voluntary designation has not been possible and imposed designation may result in compensation by the City to the landowner. Given this potential, staff recommend that the Building Permit Application for demolition proceed.

Council has the option to temporarily withhold the Permit and give temporary protection for up to 60 days in accordance with Section 961 (1)(b) of the *Local Government Act* should Council desire an assessment of the heritage value of the property and potential compensation values, to assist with making a decision on this matter. This option is provided in the Alternate Recommendation, noted below.

6.0 Staff Recommendation

That Building Permit Application #050924 for 520 Niagara Street proceed.

7.0 Alternate Recommendation

That Council, pursuant to the *Local Government Act*:

- a. Order, in accordance with Section 962 (1)(a), that the property located at 520 Niagara Street be subject to temporary protection for 60 days from the date immediately prior to that in which the applicant satisfies the requirements for obtaining a Building Permit; and
- b. Order, in accordance with Section 956 (1)(b), a heritage inspection of the property for the purpose of assessing the heritage value of the property.
- c. That staff report back to Council with an assessment of the heritage value of the property with options for next steps.

8.0 List of Attachments

- Map of subject property
- Aerial view
- Photos
- Heritage Property Protection Bylaw No. 95-62, as amended by Bylaw No. 13-015.



CITY OF
VICTORIA

Page 511 of 530



520 Niagara Street
Building Permitt #050924



Latest Item: Building Permit # 050924 for 520 Niagara Street--...



520 Niagara Street



520 Niagara Street



520 Niagara Street

NO. 95-62

HERITAGE PROPERTY PROTECTION BYLAW

A BYLAW OF THE CITY OF VICTORIA

to require the withholding of approvals for actions that would alter heritage property, including the withholding of the demolition of heritage property until heritage alteration permits, building permits and other related approvals have been obtained.

Under its statutory powers, including sections 1015 and 1016 of the Municipal Act, the Municipal Council of the City of Victoria enacts the following provisions:

1. This Bylaw may be cited as the "HERITAGE PROPERTY PROTECTION BYLAW."
2. In this Bylaw,
 - "approval" means a permit, licence or other authorization of the City;
 - "protected heritage property" means property that is
 - (a) protected under section 6(2) of the Heritage Conservation Act (B.C.);
 - (b) included as protected heritage property in a schedule to the City's Official Community Plan; or
 - (c) designated as protected under section 1022 of the Municipal Act (B.C.).
3. An approval must not be issued for any action which, in the opinion of the person responsible for issuing the approval, would alter or cause an alteration to any of the following:
 - (a) protected heritage property;
 - (b) property that is otherwise subject to temporary heritage protection under Part 30 of the Municipal Act (B.C.);
 - (c) property in the City's Community Heritage Register.

- 2 -

4. Without restricting section 3, a demolition permit must not be authorized for protected heritage property until after the issue of
 - (a) a heritage alteration permit in accordance with section 1027 of the Municipal Act (B.C.); and
 - (b) all approvals required by the City for the alteration or redevelopment of the site containing the protected heritage property.
5. Without restricting section 3, a demolition permit must not be authorized for real property that is identified as heritage property in the City's Community Heritage Register until after the issue of
 - (a) a building permit; and
 - (b) all approvals required by the City for the alteration or redevelopment of the site containing that real property.
6. A person who withholds an approval under sections 3 to 5 must refer that matter to the Council at its next regular meeting after the approval is withheld.

Passed and received third reading by the Municipal Council the 27th
day of July , 1995.

Adopted by the Municipal Council the 10th day of August 1995.

"Mark Johnston"

CITY CLERK

"Bob Cross"

MAYOR

No. 13-015

A BYLAW OF THE CITY OF VICTORIA

The purpose of this Bylaw is to amend the Heritage Property Protection Bylaw No. 95-62 by updating legislative references and make it consistent with the *Local Government Act* and to limit its application to properties subject to protection under Part 27 of the *Local Government Act* or listed in the City's Community Heritage Register.

Under its statutory powers, including sections 960 and 961 of the *Local Government Act*, the Council of the Corporation of the City of Victoria enacts the following provisions:

1. This Bylaw may be cited as the "HERITAGE PROPERTY PROTECTION BYLAW, AMENDMENT BYLAW (NO. 1)".
2. The Heritage Property Protection Bylaw is amended:
 - (a) in the preamble, by deleting the words "1015 and 1016 of the Municipal Act" and replacing them with "960 and 961 of the *Local Government Act*";
 - (b) in the definition of "protected heritage property" in section 2,
 - (i) by deleting paragraph (a) and renumbering paragraphs (b) and (c) in that definition as "(a)" and "(b)" respectively, and
 - (ii) by deleting the words "1022 of the Municipal Act (B.C.)" and replacing them with "967 of the *Local Government Act*";
 - (c) in section 3(b), by deleting the words "30 of the Municipal Act (B.C.)" and replacing them with "27 of the *Local Government Act*";
 - (d) in section 4(a), by deleting the words "1027 of the Municipal Act (B.C.)" and replacing them with "972 of the *Local Government Act*"; and
 - (e) in section 6, by deleting the words "sections 3 to 5" and replacing them with "section 3".

READ A FIRST TIME the	28th	day of	February,	2013.
READ A SECOND TIME the	28th	day of	February,	2013.
READ A THIRD TIME the	28th	day of	February,	2013.
ADOPTED on the	14th	day of	March,	2013.

"ROBERT G. WOODLAND"
CORPORATE ADMINISTRATOR

"DEAN FORTIN"
MAYOR



Planning and Land Use Committee Report

For the Meeting on July 17, 2014

Date: July 16, 2014 **From:** Jim Handy, Senior Planner - Development Agreements

Subject: Provision of Community Space at 253 and 259 Esquimalt Road (Roundhouse)

Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding the provision of community space in association with a proposed development at 253 and 259 Esquimalt Road, also known as the Roundhouse.

Background

Section 15 of the Roundhouse Master Development Agreement (MDA) requires that the Developer provide, at the option of the City, an area for community space or cash in lieu. The Developer must give to the City notice, in writing, requiring the City to elect one of the following options within six months of that notice:

- a) to have the Developer provide, as the community space within the Commercial Heritage Roundhouse Phase, an area of 300 m² in floor area; or
- b) to have the Developer provide as the community space an area having less than 300 m² in floor area in a location mutually agreed by the Developer and the City; or
- c) to have the Developer pay cash in lieu of community space in the amount of \$660,000 (subject to a financial adjustment).

Under the terms of the MDA, if the City fails to provide written notice to the Developer of the City's election of one of the options by August 5, 2014, the City shall be deemed to have elected the cash in lieu option. It should be noted that the cash in lieu sum is subject to a financial adjustment based on the Consumer Price Index and is currently valued at \$690,134.

In accordance with the MDA, the applicant provided the required notice relating to the provision of the community space on February 7, 2014. The Developer submitted a further letter dated June 6, 2014, requesting the deferment of any community space contribution to a later phase of the project. The rationale for the proposed deferment is based on offsetting the significant costs associated with developing the Commercial Heritage Roundhouse Phase (Phase 1). Such costs are cited as being attributable to environmental remediation work, the provision of other required public amenities and the rehabilitation of the Heritage-Designated buildings. If deferred, the value of the cash in lieu option would be further adjusted based on the Consumer Price Index at the time the Developer would eventually be required to make the necessary payment.

Staff subsequently provided advice on this matter to Planning and Land Use Standing Committee (PLUC) in a closed meeting. Following this meeting the Developer submitted a letter to the City, dated July 16, 2014, confirming that they would be willing to extend the deadline for Council to choose one of the community space options, but only if Council agree that they will either elect option b or c. The reason for excluding option a is that they are well into the process of leasing

space within the Commercial Roundhouse Heritage Phase and it would present a challenge to put that program on hold.

Options for Council Consideration

In light of the above, Council are presented with the following choices:

1. Council may choose option a, b or c and notify the Developer of this choice before August 5, 2014. If option c (cash in lieu) is chosen, then Council must also decide whether they wish to receive the monies in accordance with the MDA (prior to the occupancy of any building within the Commercial Heritage Roundhouse Phase) or alternatively, agree to the Developer's request and direct staff to prepare an amendment to Section 15 of the Roundhouse Master Development Agreement requiring that the Developer pays cash in lieu of community space.
2. Council direct staff to prepare an amendment to the MDA extending the deadline in relation to electing a community space option by a further six months. Following consultation with the community Council may then choose either option b or c. Again, if Council chooses option c (cash in lieu), then Council must also decide whether they wish to receive the monies in accordance with the MDA (prior to the occupancy of any building within the Commercial Heritage Roundhouse Phase) or alternatively, agree to the Developer's request and direct staff to prepare an amendment to Section 15 of the Roundhouse Master Development Agreement requiring that the Developer pays cash in lieu of community space at a later stage.
3. Council may direct staff to negotiate a further option, not considered above, with the Developer.

As outlined above, in the event that Council have not chosen a community space option by August 5, 2014, or the MDA has not been amended to extend the deadline in relation to Council electing a community space option, the MDA states that the City shall be deemed to have elected the cash in lieu option.

Analysis

The Developer has indicated that they are willing to agree to an MDA amendment to extend the deadline in relation to Council electing a community space option but only if Council agree that they will either elect option b or c. As this would limit the choice available to Council, staff recommend that Council do not agree to amend the MDA on this basis.

Staff have reviewed these provisions of the MDA as well as considerations relevant to the needs, provision, operation and maintenance of recreational space in the Victoria West neighbourhood and recommend option c (cash in lieu). The City currently has a community centre in Victoria West, operated by the Victoria West Community Association and supported with grants through the Neighbourhood Development Program. If the City acquired community space in the Roundhouse development, there would be additional maintenance and operating costs not covered in the current financial plan.

It is important to plan effective community spaces to continue to meet current and future needs of the community. To this end, it is important that future planning for community space be undertaken with community consultation and research into trends and best practices. This type of exercise would need to occur at a later date as part of a work program item with the Parks, Recreation and Culture Department. It is anticipated that any community consultation would assess community needs with a view to establishing appropriate community amenities with the financial contribution.

In light of the stated preference of the Developer with regard to the possibility of deferring the decision to a later date, electing the cash in lieu option would still allow for City consultation with the community to determine the best use of these financial resources and would also achieve to some extent the desire of Council to engage the community on this matter. For these reasons staff recommend that Council choose the cash in lieu option.

Should Council approve the Developer's request to defer the community space contribution to a later stage, an amendment to the MDA will be necessary and staff recommends to Council that the amendment require the Developer to pay the cash in lieu of community space prior the submitting a Development Permit Application for the first building constructed in Development Area 3, 4 or 5 of the CD-12 Zone, Roundhouse District.

Although the Developer has withdrawn the option of providing community space within the Commercial Heritage Roundhouse Phase in association with any deadline extension to allow the City additional time to consider a community space option, staff recommend that Council agree to the request to defer the payment of the cash in lieu. However, Council should note that a deferral on these terms would mean that there would be no fixed date for the payment of the cash in lieu, as the Developer has not provided any timelines with respect to the commencement of construction on these Development Areas and it is anticipated that this will largely be dictated by market forces. Therefore, an alternative recommendation has been provided should Council decide to request the cash in lieu option under the current terms of the MDA. This would require that the Developer pay the cash in lieu option before the occupancy of any building within the Commercial Heritage Roundhouse Phase and may facilitate earlier consultation with the community.

Recommendation

1. That Council direct staff to prepare an amendment to Section 15 of the Roundhouse Master Development Agreement requiring that the Developer pays cash in lieu of community space prior to submitting a Development Permit Application for the first building constructed in Development Area 3, 4 or 5 of the CD-12 Zone, Roundhouse District, to the satisfaction of the Director of Sustainable Planning and Community Development and the City Solicitor.
2. That Council direct the Mayor and Corporate Administrator to execute the MDA Amendment and other instruments necessary to effect its registration in the Land Title Office.
3. That Council direct staff to consult with community groups with respect to how the cash in lieu of community space could be reinvested back into the community and report back to Council with the feedback received.
4. That Council Rise and Report on this resolution should it be adopted at the July 10, 2014, Council Meeting.

Alternate Recommendation

That Council decline the request to amend the Roundhouse Master Development Agreement and, in accordance with Section 15 of that Agreement, elect that the Developer pays cash in lieu of community space at the adjusted amount.

Respectfully submitted,




Jim Handy
Senior Planner – Development Agreements
Development Services Division



Deb Day
Director of Sustainable Planning
and Community Development

Report accepted and recommended by the City Manager:



Jason Johnson

Date: July 16, 2014

JH:aw

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Attachments

- Letter from Developer dated February 5, 2014
- Letter from Developer dated June 6, 2014
- Letter from Developer dated July 16, 2014
- Section 15.0 of the Roundhouse Master Development Agreement
- Plan identifying Development Areas 1, 2 and 3
- Aerial map.

BAYVIEW PLACE

80 Saghalie Road | Victoria BC | V9A0A1

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February 5, 2014

City of Victoria
Sustainable Planning and Community Development Dept.
1 Centennial Square
Victoria BC V8W 1P6

Attn: Deb Day, Director

RE: Bayview Place, Roundhouse: Community Space

Dear Ms. Day:

Per the terms of the Master Development Agreement ("MDA"), Section 15.2, as applicable to the Commercial Heritage Roundhouse Phase, this letter shall serve as notice to the City of Victoria of its option under the MDA to select Community Space within the project or cash in lieu.

At the request of the City, we would be pleased to present various Community Space options available within Bayview Place for discussion purposes.

We trust that this letter meets the requirements of the MDA and request that this letter be directed to the appropriate Department or to Mayor or Council as may be required to advance the process forward.

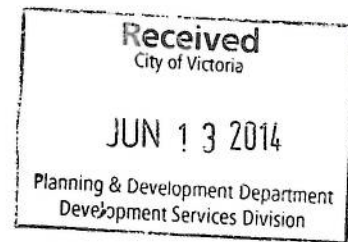
Sincerely,

David Fullbrook
Bayview Place



June 6, 2014

City of Victoria
Sustainable Planning and Community Development Dept.
1 Centennial Square
Victoria BC V8W 1P6



Attn: Deb Day, Director

RE: Bayview Place, Roundhouse: Community Space

Dear Ms. Day:

Per our discussion of June 4, 2014 regarding Community Space for the Commercial Heritage Roundhouse Phase, we are writing to request that Section 15 of the Master Development Agreement be amended to defer the requirements under this Section to a later phase in the project.

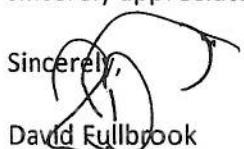
As was suggested in the meeting, the original phasing plan for the Roundhouse Lands anticipated the construction of up to two towers before the completion of the National Historic Roundhouse precinct. This strategy was in recognition of the significant costs associated with environmental remediation, heritage building revitalization and public amenity contributions inherent in the Roundhouse phase, while also recognizing the City's interest in seeing the revitalization realized in a timely manner.

As a result of changing market conditions, however, we have since elected to proceed now with the revitalization of the heritage Roundhouse buildings as a first phase and have embarked on an ambitious plan to deliver the completed Roundhouse by summer of 2016. The project will now bring a significant neighbourhood and community amenity on stream much earlier in the development sequencing than anticipated. Deferral of the Community Space contribution to a later phase of the project helps by offsetting this cost from the already heavily-burdened Commercial Heritage Roundhouse Phase and supports the greater viability of the project.

We are also continuing to explore other ways that might improve the viability of the Roundhouse as the build-out of the remaining residential towers proceeds; however, market constraints will limit the pace of development.

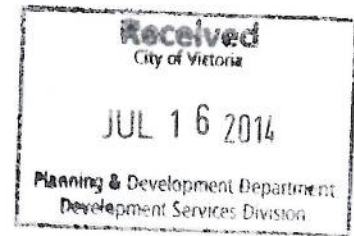
In our meeting we identified other potential changes to our development plan to reinforce and improve the financial viability of the Roundhouse phase of the project, to include: exploration of heritage tax abatement and interim rezoning of the South Roundhouse lands to allow for temporary commercial, retail and artisan use of the existing warehouse buildings, furthering the objective of animating the site. It will be our intention in the coming weeks to formally introduce these items to the City and we sincerely appreciate your time and expertise in examining them with us earlier this week.

Sincerely,


David Fullbrook
Focus Equities

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July 16, 2014

City of Victoria
Sustainable Planning and Community Development Dept.
1 Centennial Square
Victoria, BC V8W 1P6

Attn: Alison Meyer, Assistant Director, Development Services via email: ameyer@victoria.ca

Re: ROUNDHOUSE AT BAYVIEW PLACE – MASTER DEVELOPMENT AGREEMENT / COMMUNITY SPACE

Dear Ms. Meyer,

Roundhouse Properties Limited Partnership and 0771279 B.C. LTD. (collectively, the “Developer”) of the above referenced property is amenable to the City’s request for a 6-month deferral of its decision to elect Community Space, as defined in the Master Development Agreement dated July 26th, 2008 (the “Agreement”), or cash in lieu of Community Space, under the terms of Sections 15.2 (b) and 15.2 (c), but not 15.2 (a) of said Agreement, outlined as follows:

15.2 (b) to have the Developer provide as the Community Space an area having less than three hundred (300) square meters in floor area, finished to plans and specifications provided by the City in a location mutually agreed to by the Developer and the City (the “Alternate Space”), provided that the cost to the Developer of providing the Alternate Space finished as required by the City must not exceed Six Hundred and Sixty Thousand (\$660,000.00) Dollars, as adjusted pursuant to section 15.7;

15.2 (c) cash in lieu of Community Space in the amount of Six Hundred and Sixty Thousand (\$660,000.00) Dollars, as adjusted pursuant to section 15.7, to be paid by the Developer to the City prior to the issuance of an occupancy permit for any building within the Commercial Heritage Roundhouse Phase.

Section 15.2 (a) has been explicitly excluded as the Developer has already advanced leasing negotiations of the areas within the Roundhouse. A 6-month hold on the leasing initiative would jeopardize months of progress as well as representations made to prospective anchor tenants, not to mention the financial implications at stake.

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In addition, the Developer had requested as per a letter dated June 6, 2014, that should the City elect option 15.2 (c) following the 6-month deferral, the provision of cash in lieu be paid by the Developer to the City prior to the issuance of an occupancy permit for a later Phase of Development. The basis for the request was a change in the phasing schedule that will effectively accelerate the completion of the Commercial Heritage Roundhouse Phase together with most of the Public Amenities that were originally planned for a later Phase. Deferring the payment to a future Phase supports the economic viability of the Commercial Heritage Roundhouse Phase, which is heavily burdened with significant capital costs associated with the heritage building revitalization, environmental remediation, and provision of significant community amenities.

Capitalized terms used but not defined herein have the meanings assigned to them in the Agreement.

Thank you for your continued support. If there are any questions or concerns, please do not hesitate to contact me.

Warm Regards,



George D. Kallergis
Focus Equities

- 15 -

the Development and other related development activities on the Development Lands strictly in accordance with the City's Tree Preservation Bylaw No. 05-106, as it may be amended or replaced from time to time.

15.0 COMMUNITY SPACE

- 15.1 The Developer must provide, at the option of the City, an area within the Development as a Community Space (the "**Community Space**"), or cash in lieu, in accordance with this Part 15.0.
- 15.2 Prior to the submission of an application for a development permit for the Commercial Heritage Roundhouse Phase, the Developer must give to the City notice in writing requiring the City to elect one of the following options within six (6) months of that notice (the "Notice Period"):
 - (a) to have the Developer provide as the Community Space within the Commercial Heritage Roundhouse Phase an area of three hundred (300) square metres in floor area and finished to the shell condition described in Schedule "L" hereto so as to permit the City to construct "tenant improvements". In the event the City selects this option, the Developer shall, during the construction of the Commercial Heritage Roundhouse Phase, finish the Community Space to the basic standards described in Schedule "L";
 - (b) to have the Developer provide as the Community Space an area having less than three hundred (300) square metres in floor area, finished to plans and specifications provided by the City in a location mutually agreed to by the Developer and the City (the "**Alternate Space**"), provided that the cost to the Developer of providing the Alternate Space finished as required by the City must not exceed Six Hundred and Sixty Thousand (\$660,000.00) Dollars, as adjusted pursuant to section 15.7;
 - (c) cash in lieu of Community Space in the amount of Six Hundred and Sixty Thousand (\$660,000.00) Dollars, as adjusted pursuant to section 15.7, to be paid by the Developer to the City prior to the issuance of an occupancy permit for any building within the Commercial Heritage Roundhouse Phase.
- 15.3 If the City fails to provide written notice to the Developer of the City's election of one of the options referred to in section 15.2, within the Notice Period, the City shall be deemed to have elected the cash in lieu option under section 15.2 (c).
- 15.4 If the Developer does not give notice under section 15.2 within five (5) years of the date of this Agreement, the City may in its sole discretion elect the cash in lieu option under section 15.2(c), by providing written notice of that election to the Developer, in which case the Developer must pay the cash in lieu amount under section 15.2(c) (as adjusted pursuant to section 15.7) within six (6) months of receipt of notice of the City's election.

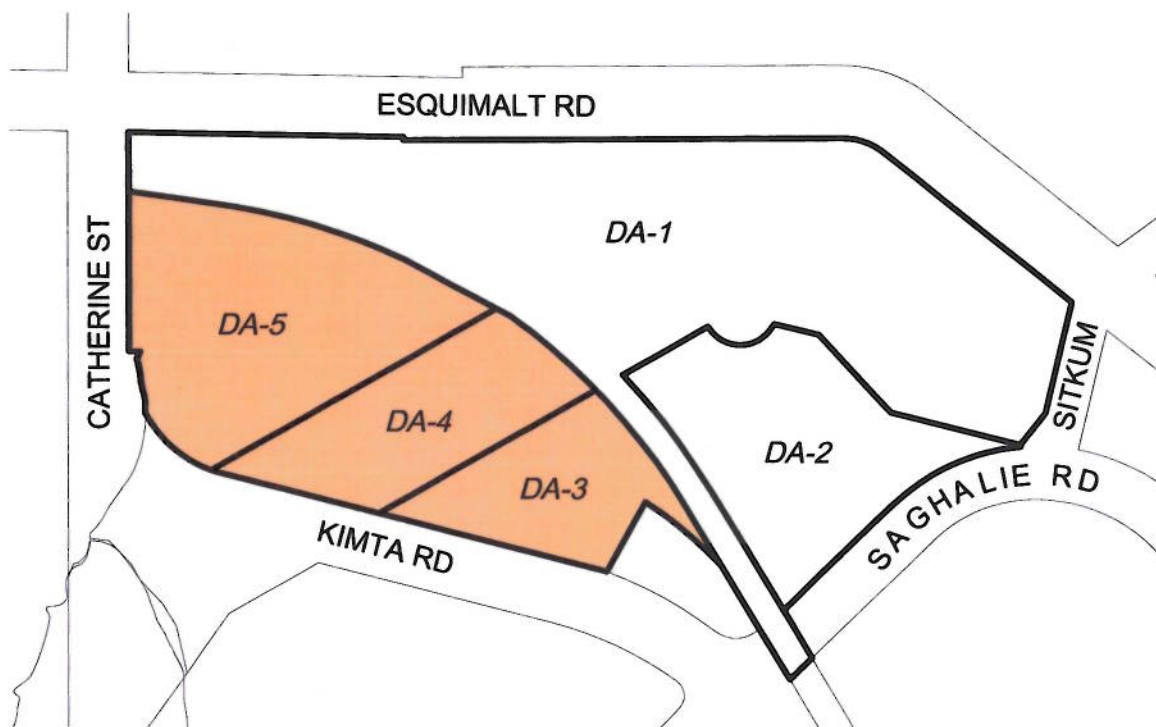
266 1186/Master Development Agreement/July 10 08/PJ/lg

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- 15.5 In the event the City elects to have the Developer provide the Community Space or Alternate Space, the Developer shall lease the Community Space or Alternate Space to the City for a period of ninety-nine (99) years commencing upon the issuance of an occupancy permit for the Community Space. The Lease:
- (a) shall provide for total rent payable for the term in the amount of Ten (\$10.00) Dollars;
 - (b) shall provide that the City is not obliged to pay any strata fees or property taxes for the use or occupancy of the Community Space;
 - (c) shall impose no liabilities of a capital nature upon the City;
 - (d) shall limit the uses of the Community Space to the uses described in Schedule "L".
 - (e) shall provide that the City is responsible for all non-capital operating and maintenance costs, other than those for which a landlord of commercial property is generally responsible.
- 15.6 If the City and the Developer both agree, the Developer may instead transfer the fee simple title to the Community Space or Alternate Space to the City, for nominal consideration, on terms and conditions that are agreeable to both parties.
- 15.7 The Six Hundred and Sixty Thousand (\$660,000.00) Dollar amount referred to in sections 15.2 (b) and (c), and the financial limit of the Developer's obligation under these provisions, shall be increased on the first anniversary date of this Agreement, and on each anniversary date thereafter, by an amount that is equal to the percentage increase in the Consumer Price Index for the Greater Victoria Region over the twelve (12) months preceding that anniversary date, as determined by Statistics Canada or its successor in function.
- 16.0 RESTRICTIVE COVENANTS**
- 16.1 Prior to the final adoption of the Rezoning Bylaw, the Developer shall provide an executed restrictive covenant to be registered against title to the Development Lands, pursuant to Section 219 of the Land Title Act, which incorporates the terms of this Master Development Agreement and is in the form attached as Part 1 of Schedule "J" to this Agreement.
- 16.2 Prior to the final adoption of the Rezoning Bylaw, the Developer shall provide an executed restrictive covenant to be registered against title to the Development Lands, pursuant to Section 219 of the Land Title Act, in the form attached as Part 2 of Schedule "J", which restricts the use of the existing E & N Railway Corridor

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Development Area's (DA) 3, 4 and 5





251-259 Esquimalt Road, 355 Catherine Street,
200 E&N Rail Line and 210 Kimta Road

