



Advisory Design Panel Report For the Meeting of August 22, 2018

To: Advisory Design Panel **Date:** August 10, 2018
From: Rob Bateman, Senior Process Planner
Subject: Development Permit Application No. 000503 for 1400 and 1412 Quadra Street and 850 Johnson Street

EXECUTIVE SUMMARY

The Advisory Design Panel (ADP) is requested to review a Development Permit Application for 1400 and 1412 Quadra Street and 850 Johnson Street and provide advice to Council.

The proposal is for a 14-storey mixed-use building with ground floor commercial and purpose-built rental above, including approximately 105 dwelling units. The overall proposed density is 5.5:1 floor space ratio. Concurrent with this Application is Rezoning Application No. 00595, and variances related to setbacks, vehicle parking location and bike parking are currently proposed as part of the Development Permit Application. An Official Community Plan amendment would also be required because the proposal does not meet the use and density policies contained in that plan.

The property is situated within Development Permit Area 2 (HC): Core Business and the following documents were considered in assessing this Application:

- *Official Community Plan (OCP, 2012)*
- *Downtown Core Area Plan (2011)*
- *Advisory Design Guidelines for Buildings, Signs and Awnings (1981)*
- *Guidelines for Fences, Gates and Shutters (2010)*
- *Standards and Guidelines for the Conservation of Historic Places in Canada*
- *City of Victoria Heritage Program Sign & Awning Guidelines (1981).*

The proposal is generally consistent with the applicable Design Guidelines; however, staff are looking for commentary from the Advisory Design Panel with regard to:

- heritage landmark building context
- massing of the upper storeys
- uniformity of façades and cohesion of building design.

The Options section of this report provides guidance on possible recommendations the Panel may make, or use as a basis to modify, in providing advice on this Application.

BACKGROUND

Applicant / Architect:	Mr. Charles Kierulf, MRAIC De Hoog & Kierulf Architects
Development Permit Area:	Development Permit Area 2 (HC): Business Core
Heritage Status:	N/A

Description of Proposal

The proposal is to construct a 14-storey mixed-use building with approximately 105 rental multiple dwelling units above and two commercial retail units on the ground floor. The overall proposed density is 5.5:1 floor space ratio. The proposed residential density is approximately 5.25:1, and the building would have a maximum height of 42.70m. Concurrent with this Application is Rezoning Application No. 00595, and variances related to setbacks, vehicle parking location and bike parking are currently proposed as part of the Development Permit Application. An Official Community Plan amendment would also be required because the proposal does not meet the use and density policies of this plan.

The proposal includes the following major design components:

- 105 rental residential units
- two commercial units along Quadra Street and Johnson Street (a total of approximately 339m²)
- 107 parking spaces (including 7 visitor spaces)
- secure bike parking for 142 bikes (long term) located on the main floor behind the retail units
- publicly accessible bike parking for 16 bikes (short term) located near the entrance to the residential units on Quadra Street and near an entrance to the retail unit on Johnson Street
- indoor and outdoor residential amenity space located on the northwest side of level two.

Exterior building materials include:

- painted concrete
- brick veneer
- prefinished metal flashing
- prefinished metal security gate
- prefinished metal and translucent glass canopies
- prefinished aluminium window system
- storefront window system
- insulated spandrel panel
- prefinished metal canopy.

Landscaping elements at ground level include:

- concrete unit paving (running bond)
- large format plank paver (running bond)
- broom finish concrete parking access driveway.

Landscaping elements on level two include:

- common outdoor amenity area with tall planters with screening shrubs, low planters with ornamental grasses, and prefabricated benches
- hydropressed slab paving on the common amenity area and private dwelling unit patios
- green roof (prevegetated mat system) between the common and private areas.

The following data table compares the proposal with the existing Central Business District – 1 Zone (CBD-1) and Mixed Use Residential District – 1 Zone (MRD-1). An asterisk is used to identify where the proposal is less stringent than the existing Zones. Additionally, the key City policy that pertains to the area has been included in this table.

Several aspects such as the floor space ratio, commercial floor area, occupied roof space, number of units, setbacks and bike parking may not be entirely accurate and will need to be confirmed with more information from the applicant.

Zoning Criteria	Proposal	Current Zone MRD-1	Current Zone CBD-1 (Site Specific)	OCP Policy	DCAP Policy
Site area (m ²) – minimum	1370.40	N/A	N/A	N/A	N/A
Density (Floor Space Ratio) – maximum	5.5:1 *	N/A	1.5:1	4:1 base 6:1 max.	4:1 base 6:1 max.
Residential Density (Floor Space Ratio) – maximum	5.25:1 *	N/A	N/A	3:1	3:1
Total floor area (m ²) – maximum	7537.00	N/A	N/A	N/A	N/A
Height (m) – maximum	42.70 *	30.00	15.00	N/A	45
Rooftop Structure Projection (m) – maximum	2.78	5.00	5.00	N/A	N/A
Storeys – maximum	14	N/A	N/A	24	15
Site coverage (%) – maximum	79.40 *	N/A	60.00	N/A	N/A
Front Setback Plane (ratio)(Quadra Street) – minimum	Within setback plane	N/A	5:1 (angle of Inclination)	N/A	5:1 (angle of Inclination)

Zoning Criteria	Proposal	Current Zone MRD-1	Current Zone CBD-1 (Site Specific)	OCP Policy	DCAP Policy
Setbacks (m) – minimum					
Front (Quadra Street)	2.60	0.5	N/A	N/A	N/A
Rear (West)					
Under 20m in height	3.24	N/A	N/A	N/A	3.00
20-30m in height	7.74 (5.50 for balcony)	N/A	3.0	N/A	3.00
30-45m in height	7.74 (5.50 for balcony)	N/A	6.0	N/A	6.00
Side (North)					
Under 20m in height	1.84	N/A	N/A	N/A	3.00
20-30m in height	7.12	N/A	3.0	N/A	3.00
30-45m in height	7.12	N/A	6.0	N/A	6.00
Side (Johnson Street)					
Under 20m in height	2.60	N/A	N/A	N/A	3.00
20-30m in height	5.91	N/A	3.0	N/A	3.00
30-45m in height	5.91*	N/A	6.0	N/A	6.00
Projections into Setbacks – maximum	Under 0.6	0.60	0.60	N/A	N/A
Rooftop Structure					
Setback from roof edge (m) – minimum	3.00	3.00	3.00	N/A	N/A
Rooftop coverage (%) – maximum	19.7	30.0	30.0	N/A	N/A
Height (m) – maximum	2.78	5.00	5.00	N/A	N/A

Zoning Criteria	Proposal	Current Zone MRD-1	Current Zone CBD-1 (Site Specific)	OCP Policy	DCAP Policy
Vehicle parking stalls – minimum					
Total vehicle parking	107	69	69	N/A	N/A
Residential	100	63	63	N/A	N/A
Visitor	7	6	6	N/A	N/A
Vehicle parking location	1 space outside structure *	within structure	within structure	N/A	N/A
Bicycle parking stalls – minimum					
Long term residential	140	140	140	N/A	N/A
Long term commercial	2	2	2	N/A	N/A
Short term	13	11	11	N/A	N/A

Sustainability Features

The applicant has not indicated sustainability features.

Consistency with Policies and Design Guidelines

Official Community Plan

The subject site is designated Core Business in the *Official Community Plan* (OCP, 2012), which envisions commercial, including office and retail along with complementary uses including residential, hotels and other visitor accommodation. In terms of place character features, the OCP envisions three- to five-storey building façades that define the street wall with upper storeys set back above.

The main objectives of the Development Permit Area 2 (HC): Core Business that are relevant to this proposal are:

- to revitalize a central business district through high-rise commercial buildings and low-to-medium rise residential mixed-use buildings, balanced with protection of the views from public vantage points of heritage landmark buildings including the 907 Pandora Avenue (Victoria Conservatory of Music)

- to conserve and enhance the heritage value, special character and the significant historic buildings, features and characteristics of this area
- to enhance the area through a high quality of architecture, landscape and urban design that reflects the function of a central business district in scale, massing and character while responding to its historic context.

Although the proposed building form is consistent with the OCP, the proposed density of residential use is not because it exceeds the density envisioned in the policy.

Downtown Core Area Plan

The subject site is designated Central Business District in the *Downtown Core Area Plan* (DCAP, 2011), which envisions 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. New development should clearly reinforce and enhance the position of the Central Business District as the primary employment, commercial and cultural centre for the City and the region. To assist with this, residential development should be restricted to a maximum density of 3:1 FSR. The DCAP also includes policies supporting ground floor commercial uses that encourage pedestrian activity.

The proposed mixed-use building provides ground level commercial, which is supported by DCAP policy, but it exceeds the residential density envisioned in the DCAP.

Development Permit Area Design Guidelines

The Design Guidelines in the DCAP are intended to revitalize the central business district through high quality architecture, landscape and urban design while enhancing the heritage value, special character and the significant historic buildings, features and characteristics of this area. Specific guidelines:

- encourage the use of building elements such as awnings, canopies and projections to provide pedestrians with continuous shelter from rain and other elements
- ensure that the height, setbacks, siting and overall massing of proposed new buildings respect the visual prominence and character-defining importance of the Victoria Conservatory of Music, a heritage landmark building. The building design should consider the character-defining elements of this building
- reduce building bulk of upper storeys to minimize the effects of shading and wind vortices, to maintain views to the open sky and to avoid the visual presence of bulky upper building mass
- encourage varied heights and massing to avoid uniformity in building design
- consider street wall heights that are appropriate for the context of each street
- encourage visually articulated designs and quality architectural materials and detailing in building bases and street walls to enhance visual interest for pedestrians.

Staff consider that the proposal is generally consistent with the Design Guidelines; however, opportunities may exist to improve the design.

ISSUES AND ANALYSIS

The following sections identify and provide a brief analysis of the areas where the Panel is requested to provide commentary.

Heritage Landmark Building Context

The context of the area includes the prominent Victoria Conservatory of Music on the east side of Quadra Street, as well as Saint John the Divine and the Palladian at Quadra and Mason Streets. The proposal should respect the visual prominence and character-defining features and characteristics of this context, especially the Victoria Conservatory of Music directly to the east. The height of the proposed building podium on all four elevations rises to a maximum of four stories, with a brick veneer materiality expressed in a buff and coal creek colour. The podium height, material and colour acknowledge the aesthetics of the traditional stone cladding materials of the Victoria Conservatory of Music, as well as the two-and-a-half storey height of the Conservatory's south extension. The colour of materials also emphasizes the four-storey scale while the lighter buff brick veneer de-accentuates the overall scale of the building by diminishing the building's prominence in relation to the Victoria Conservatory of Music and by giving greater emphasis to the darker and more substantial materiality at the street level.

The proposed windows are recessed into the brick cladding to create "punched" fenestration openings consistent with traditional buildings in the area, and particularly with the conservatory extension. Other materials on the proposed building are more contemporary and speak to the varied architectural expressions of the area, including insulated spandrel panels and pre-finished metal canopies.

The Panel is being asked to comment on whether the materials, height, setbacks and overall massing of the proposed new building sufficiently respect the visual prominence and character-defining importance of the nearby heritage landmark building.

Massing of Upper Storeys

Staff expressed concern regarding the mass of the upper storeys and potential impacts on shading, views to the open sky, and the visual presence of a bulky upper building mass as it relates to the heritage landmark building across Quadra Street. In response, the applicant has increased the setbacks to the upper floors.

The Panel is being asked to comment on the massing of the upper storeys and whether further setbacks of the upper storeys are needed to reduce the bulky appearance.

Uniformity of Façades and Cohesion of Building Design

Each of the building façades have a largely repetitive design with windows on a regular grid-like pattern, which may lack visual interest. At the same time, each façade is distinct from the other and they do not visually connect to each other.

The Panel is being asked to comment on the uniformity of each building façade and whether design changes are warranted to increase the visual interest, as well as whether the individual façades should be redesigned to fit more cohesively together in the overall building design.

Relationship to Adjacent Properties

The Zoning Regulation Bylaw and Design Guidelines include detailed requirements for stepping back buildings from the property line to provide adequate separation from adjacent buildings. The proposal meets these setback requirements; however, the existing adjacent building to the

west on Johnson Street has windows set back approximately 6m from the property line, which face the proposal. The proposal includes a portion of wall that is approximately 3.2m set back from the lot line, with windows and balconies facing the adjacent building. The existing building to the north on Quadra Street would not be substantially affected by the proposal, but future redevelopment may be impacted by the proposal's design. The ADP is requested to comment on the design of the building as it relates to adjacent properties and whether revisions are warranted to reduce potential impacts such as privacy issues.

OPTIONS

The following are three potential options that the Panel may consider using or modifying in formulating a recommendation to Council:

Option One

That the Advisory Design Panel recommend to Council that Development Permit Application No. 000503 for 1400 and 1412 Quadra Street and 850 Johnson Street be approved as presented.

Option Two

That the Advisory Design Panel recommend to Council that Development Permit Application No. 000503 for 1400 and 1412 Quadra Street and 850 Johnson Street be approved with the following changes:

- as listed by the ADP.

Option Three

That the Advisory Design Panel recommend to Council that Development Permit Application No. 000503 for 1400 and 1412 Quadra Street and 850 Johnson Street does not sufficiently meet the applicable design guidelines and policies and should be declined (and that the key areas that should be revised include):

- as listed by the ADP, if there is further advice they would like to provide on how the Application could be improved.

ATTACHMENTS

- Subject Map
- Aerial Map
- Plans date stamped June 13, 2018
- Applicant's letter dated August 3, 2018.

cc: Charles Kierulf, De Hoog & Kierulf Architects.