



Council Report

For the Meeting of November 22, 2018

To: Council **Date:** November 15, 2018
From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development
Subject: **Update Report for Development Permit with Variances Application No. 00089 for 2501 Blanshard Street**

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, consider the following motion:

"That Council authorize the issuance of Development Permit with Variances Application No. 00089 for 2501 Blanshard Street, in accordance with:

1. Plans date stamped November 9, 2018.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - i. increase the number of buildings permitted on-site by one building for a total of 21 buildings
 - ii. decrease the minimum unit floor area from 33.0m² to 29.5m²
 - iii. reduce the north side yard setback from 4.88m to 4.37m
3. Registration of the executed Statutory Right-of-Way of 2.36m off Hillside Avenue, to the satisfaction of the City Solicitor.
4. Revised landscape plan noting the fence height does not exceed 1.83m.
5. Approval of a Development Permit for the bicycle storage shed.
6. The Development Permit lapsing two years from the date of this resolution."

EXECUTIVE SUMMARY

The purpose of this report is to provide an update for Council's consideration related to the Development Permit with Variances application for the property located at 2501 Blanshard Street. On October 4, 2018, Council passed the following motion:

That, subject to the preparation and execution of a legal agreement to provide a Statutory Right-of-Way of 2.36m off Hillside Avenue, to the satisfaction of the City Solicitor, and subject to provision of revised plans that provide the required bicycle parking and address the comments from the Advisory Design Panel, to the satisfaction of the Director of Sustainable Planning and Community Development, that Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, consider the following motion:

"That Council authorize the issuance of Development Permit with Variances Application No. 00089 for 2501 Blanshard Street, in accordance with:

- i. increase the number of buildings permitted on-site by one building for a total of 21 buildings
 - ii. decrease the minimum unit floor area from 33.0m² to 29.5m²
 - iii. decrease the north side yard setback from 4.85m to 2.40m.
3. The Development Permit lapsing two years from the date of this resolution."

The Applicant has now provided an executed Statutory Right-of-Way (SRW) and relocated the bicycle parking to the front of the building. In addition, the attached revised plans now address the following motion from the Advisory Design Panel (ADP):

It was moved that Development Permit with Variances Application No. 00089 for 2501 Blanshard Street be approved subject to the following recommendations:

- *improve access to natural light through the window design*
- *simplify the façade design to establish an appropriate scale*
- *consider that the project, although intended for five years, may be on the site for a longer period of time*
- *improve the separation between the Hillside Avenue building frontage and the street, through shrub and boulevard tree plantings*
- *improve the amenity space including the incorporation of seating and picnic tables, with consideration to residents' privacy*
- *take a more natural approach to the form and character of the landscape design*
- *ensure consistency across all drawings, including three-dimensional perspectives which focus on the pedestrian experience.*

The front façade has been simplified in both colours and materiality, which helps establish a pedestrian scale. Many of the windows have been enlarged to allow natural light to further penetrate into the building. The proposed SRW will provide opportunities for boulevard trees in the future, and the new landscape plan uses a more natural shape to the rain garden as opposed to the previous rectangular shape. Finally, the rear yard amenity space includes a fence and patio furniture for residents' use and privacy.

As part of the revisions, the entrance canopy was reduced in length, which removes the variance to the north side yard setback. The recommended motion above has been updated to reflect this change.

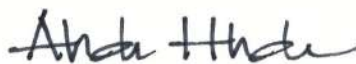
The revised plans date stamped November 9, 2018, the Committee of the Whole Report dated September 13, 2018 and the minutes from the September 26, 2018 ADP meeting are attached for Council's reference.

Respectfully submitted,



Michael Angrove
Planner
Development Services

L.T



Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:

Deelyn Jenkins
Date: Nov 16, 2018

List of Attachments

- Attachment A: Plans date stamped November 9, 2018
- Attachment B: Committee of the Whole Report dated September 13, 2018
- Attachment C: Minutes from the September 26, 2018 Advisory Design Panel Meeting



ARCHITECTURAL DRAWING LIST:	
SHEET NO.	SHEET NAME
DP01	GENERAL NOTES
DP02	ARCHITECTURAL ELEVATIONS - EXTERIOR
DP03	ARCHITECTURAL ELEVATIONS - INTERIOR

LANDSCAPE DRAWING LIST:	
SHEET NO.	SHEET NAME
DP04	LANDSCAPE PLAN

Received
City of Victoria

NOV 09 2018

Planning & Development Department
Development Services Division



douglas sollows architect inc.

1000 Douglas Street Suite 200 Victoria, BC V8W 2E1 Tel: 250-383-1111 Fax: 250-383-1112 www.douglas-sollows.com	Service Area Architectural Services Interior Design Landscape Architecture Urban Planning Construction Management
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Design and Construction
Verify all dimensions on site and report all errors and omissions to the Architect. Verify with all Codes and Regulations applicable to the performance of the work.
All drawings and specifications are statements of intent and are property of the Architect.
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1	2018/11/08	2018/11/08	2018/11/08
2	2018/11/08	2018/11/08	2018/11/08
3	2018/11/08	2018/11/08	2018/11/08
4	2018/11/08	2018/11/08	2018/11/08
5	2018/11/08	2018/11/08	2018/11/08

City of Victoria

Project Name

Address

Client

Project

Project

Project

Project

Project

Project

Project

Project



VICTORIA EVERGREEN TERRACE

2501 BLANSHARD STREET
VICTORIA, B.C.
V8X 3W5

Drawn by	NA	Reviewed	NA
Scale	NA	Approved	NA
Date	2018/11/08	Completed	2018-10
		Drawing Date	

COVER SHEET

Drawing No.	DP0.0	Revision No.	3
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FOR REVIEW ONLY

Planning & Development Department
Development Services Division



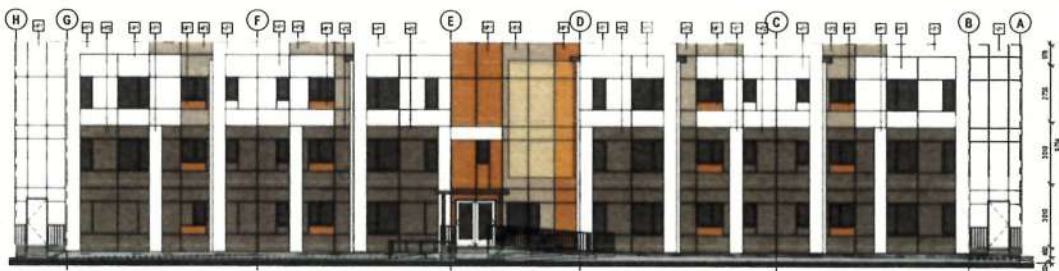
douglas sollows architect inc.

Address: 2501 Blanshard Street, Victoria, B.C. V8W 3W5
 Tel: 250.688.1000
 Fax: 250.688.1001
 Email: info@dsai.com
 Website: www.dsai.com

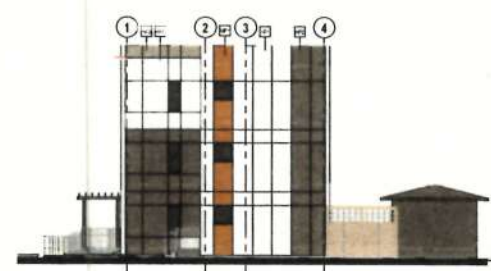
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 Date: 2018/11/08
 Project: DP3.0

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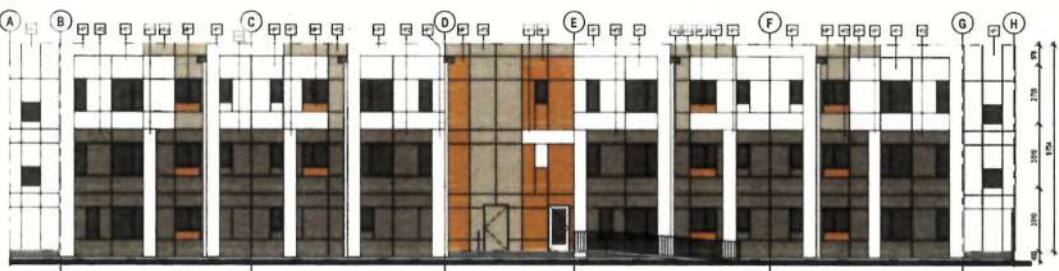
Rev	Description	Date
1	Issued for DP	2018/11/08
2	Issued for DP	2018/11/08
3	Issued for DP	2018/11/08
4	Issued for DP	2018/11/08



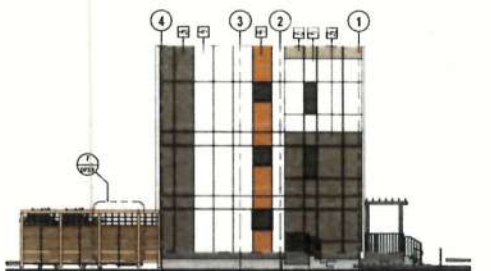
DP-NORTH ELEVATION
 SCALE: 1:100



DP-WEST ELEVATION
 SCALE: 1:100



DP-SOUTH ELEVATION
 SCALE: 1:100

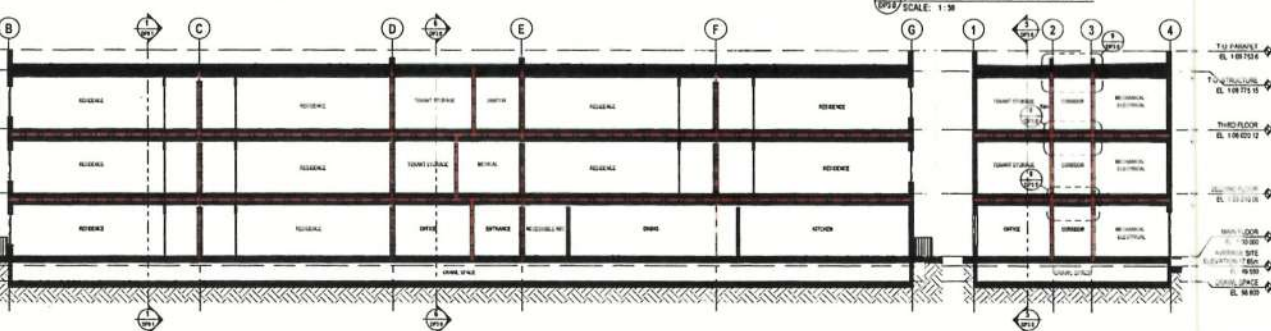


DP-EAST ELEVATION
 SCALE: 1:100

TYPE	DESCRIPTION
W1	WOOD CLADDING - HORIZONTAL
W2	WOOD CLADDING - VERTICAL
W3	WOOD CLADDING - DIAGONAL
W4	WOOD CLADDING - METAL CLADDING

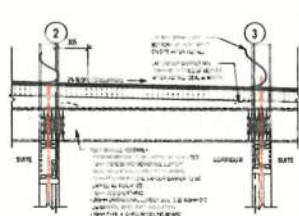


FENCE ELEVATION DETAIL
 SCALE: 1:50



BUILDING SECTION 1
 SCALE: 1:100

BUILDING SECTION 2
 SCALE: 1:100



CORRIDOR ROOF MODULE
 SCALE: 1:20



CORRIDOR FLOOR MODULE
 SCALE: 1:20

FOR REVIEW ONLY

BC HOUSING	
VICTORIA EVERGREEN TERRACE	
2501 BLANSHARD STREET VICTORIA, B.C. V8W 3W5	
SB, GR, TB	DS
As indicated	DS
2018/11/08	2018-10
BUILDING ELEVATIONS + SECTIONS	
DP3.0	3

Received
 City of Victoria
 NOV 09 2018
 Planning & Development Department
 Development Services Division



Committee of the Whole Report For the Meeting of September 27, 2018

To: Committee of the Whole **Date:** September 13, 2018

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: Development Permit with Variances Application No. 00089 for 2501 Blanshard Street

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, consider the following motion:

"That Council authorize the issuance of Development Permit with Variances Application No. 00089 for 2501 Blanshard Street, in accordance with:

1. Plans date stamped August 9, 2018.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - i. increase the number of buildings permitted on-site by one building for a total of 21 buildings
 - ii. decrease the minimum unit floor area from 33.0m² to 29.5m²
 - iii. decrease the north side yard setback from 4.85m to 2.40m.
3. The Development Permit lapsing two years from the date of this resolution."

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Community Plan*. A Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the establishment of objectives for the form and character of intensive residential development, a Development Permit may include requirements respecting the character of the development including landscaping, and the siting, form, exterior design and finish of buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit Application for the property located at 2501 Blanshard Street. The

proposal is to construct a three-storey, multi-unit residential, affordable rental building on the northern portion of the property.

The following points were considered in assessing this Application:

- the proposal provides 21 affordable rental units, which is consistent with the *Official Community Plan* (2012) as it expands the range of housing in the neighbourhood
- the proposal is generally consistent with the *Design Guidelines for Multi-Unit Residential, Commercial and Industrial* (2012), as the building is well-articulated and provides a transition in height from the four-storey building to the east and the two-storey building to the west
- the proposal is scheduled to be presented to Advisory Design Panel on September 26, 2018, which is consistent with the policies found in the *Hillside-Quadra Neighbourhood Plan*
- consistency with other policies and considerations (i.e. Tree Bylaw, Highway Access Bylaw)
- the variance to increase the number of buildings on-site is supportable as it reflects a legally non-conforming condition and has minimal impact due to the large size of the property
- the variance to reduce the minimum unit size is supportable as common amenity space and in-building services are provided to residents
- the variance to reduce the north side yard setback is supportable as it only relates to the entrance canopy portion of the building, accentuating the main entrance and providing a positive street relationship.

BACKGROUND

Description of Proposal

The proposal is for a three-storey, multi-unit residential rental building on the northern portion of the Evergreen Terrace property in the Hillside-Quadra neighbourhood. This area was previously occupied by attached dwellings, which were demolished following a fire.

Specific details include:

- 21 affordable rental units
- three-storey modular construction with pilasters to articulate the front façade
- exterior building materials consisting of primarily hardie board of varying colours
- accentuated main entrance
- vehicle and bicycle parking in excess of Schedule C minimums
- two rain gardens at the front of the building
- rear patios constructed of pavers
- concrete pedestrian walkways.

Variances are required for the number of buildings on site, unit floor area, and north side yard setback.

Affordable Housing Impacts

The applicant proposes the creation of 21 new residential units, all of which are to be affordable, which would increase the overall supply of housing in the area. A Housing Agreement is not being proposed at this time.

The 21 units would provide housing that is subsidized and have on-site supports, including 24/7 staffing. The units would be operated for five years in partnership with the Aboriginal Coalition to End Homelessness.

Sustainability Features

As indicated in the applicant's letter dated July 24, 2018, the following sustainability features are associated with this Application:

- the building will have the following rating systems applied: Step Code 3, ENER-Star, Living Building Challenge 3.0, BC Housing Modular Guidelines
- triple glazed windows
- LED lighting with sensors
- use of modular construction, which reduces construction waste
- low flow water and shower fixtures
- rain gardens at the front of the building and no irrigation system
- raised planters for residents to use for outdoor gardening.

Active Transportation Impacts

The Application proposes the following features which support active transportation:

- 21 long term bicycle stalls located in a secure accessory building at the rear of the primary building
- 9 short term bicycle stalls located at the front of the building.

Public Realm Improvements

No public realm improvements are proposed in association with this Development Permit Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings. The pathways surrounding the proposed building are designed to be accessible and there is one accessible unit on the ground floor.

Existing Site Development and Development Potential

The site is presently a 20-building multi-unit development consisting of attached dwellings and low-rise apartments. Under the current R3-2 Zone, Multiple Dwelling District, the property could be developed at a density of up to 1.6:1 floor space ratio (FSR) and with only one multi-unit residential building permitted on-site.

Data Table

The following data table compares the proposal with the existing R3-2 Zone, Multiple Dwelling District. An asterisk is used to identify where the proposal is less stringent than the existing Zone.

Zoning Criteria	Proposal	Existing Zone
Site area (m ²) – minimum	31602.83	920.0
Number of buildings – maximum	21 *	20 (due to legal non-conformity)
Density (Floor Space Ratio) – maximum	0.50	0.90
Total floor area (m ²) – maximum	15939.40	28442.55
Lot width (m) – minimum		
Height (m) – maximum	9.70	18.50
Storeys – maximum	3	n/a
Site coverage % – maximum	20.40	30.0
Open site space % – minimum	> 30.0	30.0
Unit floor area (m ²) – minimum	29.5 *	33.0
Setbacks (m) – minimum		
Front (Blanshard Street)	17.35	9.00
Rear	15.31	4.85
North side (Hillside Avenue)	2.4 * (entrance canopy)	4.85
South side (Bay Street)	n/a	4.85
Parking – minimum	158	92
Visitor parking	20	20
Bicycle parking stalls – minimum		
Long Term	21	21
Short Term	9	6

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, on September 6, 2018 the Application was referred for a 30-day comment period to the Hillside-Quadra CALUC. At the time of writing this report, a letter from the CALUC had not been received.

This Application proposes variances; therefore, in accordance with the City's *Land Use Procedures Bylaw*, it requires notice, sign posting and a meeting of Council to consider the variances.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan* (OCP) identifies this property within Development Permit Area 16: General Form and Character. The objectives of this DPA are to integrate multi-unit residential buildings in a manner that is complementary to and enhances the established place character in a neighbourhood through high quality architecture, landscape and urban design that responds to each setting, and human-scaled design.

The overall height of the building provides a transition from the four-storey building to the east (The Summit) and the two-storey attached dwelling to the west. The front façade of the building is articulated through pilasters and varying colours that aid in breaking up the length and overall massing of the building. The front entrance is prominent and accentuated by the entrance canopy, which extends towards to street and provides a positive street relationship.

The proposed landscaping along Hillside Avenue, including two rain gardens, will improve the streetscape and pedestrian experience on the arterial road. The existing tree at the northeast corner of the property will be retained. The applicant proposes additional trees in front of the front façade to provide additional building interest. Permeable surface treatment would be installed on the rear patio.

Local Area Plans

The subject site is designated "Maintain Current Zoning" in the *Hillside-Quadra Neighbourhood Plan*. The applicable policy notes the exterior design of new multi-unit housing should be reviewed by the Advisory Design Panel (ADP) in order to ensure that the "form and materials used are reasonably compatible with those of the neighbours and that the front face of the project contributes to making that portion of the street an attractive, safe and friendly environment." The Application will be presented to ADP on September 26, 2018 and staff's assessment of the front of the building is that it lends itself to a positive street relationship.

Tree Preservation Bylaw and Urban Forest Master Plan

There are no Tree Preservation Bylaw impacts with this Application and there are no impacts to public trees with this proposal.

Regulatory Considerations

There are three variances associated with this proposal, the first being the number of buildings on-site. The R3-A2 Zone only permits one building on-site. In the past, the property had legal non-conforming rights to 21 buildings, but due to a fire that removed an attached dwelling building on the property, the rights continue only to the existing 20 buildings. In addition to the large size of the property, the impact of this variance is minimized by siting the new building on the footprint of the previous attached dwelling building.

The second variance is to the minimum unit size, which would be reduced from 33.0m² to 29.5m². Despite the reduction in size, the livability of the units is being maintained through the

inclusion of amenity space including a common dining area as well as on-site services provided to the future residents.

Finally, a variance is required to permit the entrance canopy extending into the north side yard setback. The actual building face is consistent with the Zone, however the canopy extends within 2.4m of the property line. This canopy accentuates the entrance and improves the street relationship, with little negative impact.

Advisory Design Panel

As per Council's policy, this proposal was given priority status due to its affordability component, and as such the Committee of the Whole date is only one day after the Advisory Design Panel date. Therefore, at the time of writing this report comments from ADP were unavailable. However, staff will provide a verbal update of any comments received from ADP during the Committee of the Whole presentation.

CONCLUSIONS

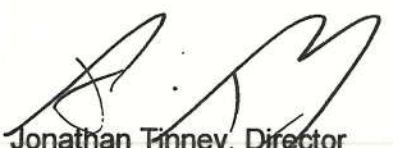
The proposal is consistent with the relevant design guidelines associated with Development Permit Area 16: General Form and Character. The Application further advances the housing objectives in the OCP relating to affordable rental housing. The variances are minimal and in one case has a positive impact on the building's street relationship. Staff recommend that Council consider supporting this Application.

ALTERNATE MOTION

That Council decline Development Permit with Variances Application No. 00089 for the property located at 2501 Blanshard Street.

Respectfully submitted,


Michael Angrove
Planner
Development Services


Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:


Date: Sept. 20, 2018

List of Attachments:

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped August 9, 2018
- Attachment D: Letter from applicant to Mayor and Council dated July 24, 2018
- Attachment E: ADP Report dated September 12, 2018.

3.3 Development Permit with Variances Application No. 00089 for 2501 Blanshard Street

The City is considering a Development Permit with Variance Application to construct a three-storey, multi-unit residential rental building on the northern portion of the Evergreen Terrace property in the Hillside-Quadra neighbourhood.

Applicant meeting attendees:

DOUGLAS SOLLOWS
FERNANDO FEI

DOUGLAS SOLLOWS ARCHITECT INC.
BC HOUSING

Mr. Angrove provided the Panel with a brief introduction of the Application and the areas on which Council is seeking advice.

Mr. Fei and Mr. Sollows provided the Panel with a detailed presentation of the site and context of the proposal as well as details of the proposed landscape plan.

Questions of clarification were asked by the Panel on the following:

- why was the previously proposed landscaping reduced?
 - due to budget constraints
- what screening is proposed between the building and the bus stop?
 - the trees, the triple-glazed windows and the rhythm of the pilasters along the building help to screen the building from the street
- is there any shrubbery to screen the ground floor?
 - there is some greenery against the building, but it is not as extensive as originally proposed
- is the building only intended to be on-site for five years?
 - yes, the entire site will be redeveloped in the future
 - the intent is to incorporate as many of the City's considerations while taking into account the short-term nature of the building
- as the building is modular, can it be rebuilt elsewhere?
 - the building can be deconstructed and take elsewhere, but this might not occur
- is the proposal only intended for a five-year duration?
 - yes, due to the site's plans for future development
- was an enhanced building envelope considered?
 - yes, the initial target was for compliance with BC Energy Step Code 3; however, this additional cost was determined to not be feasible
 - the proposal will meet the minimum requirements of the BC Building Code
- who are the proposed tenants for the building?
 - the building is intended for indigenous women
- does BC Housing own the entire Evergreen Terrace site?
 - yes
- was it considered to build the first piece of the future master plan at this location, and to make this structure permanent rather than temporary?
 - there are funds available for this project but a site couldn't be found elsewhere within numerous municipalities
 - the location at Evergreen Terrace works well given the number of proposed units and BC Housing's ownership of the site

- although there is a future master plan to redevelop the site, there is a current need to provide housing
- how were light and liveability considerations taken into account with the small proposed windows? Can the trees be moved away from the façade to increase light into north-facing units?
 - the bedroom windows are designed to be located above the night stand, and the smaller, frosted bathroom windows allow for bathtubs and an outdoor awning feature
- was the façade's scale and its relation to the pedestrian experience considered through the process of concealing the building's modular construction?
 - the proposed design helps break up the building's 200 ft. length, which is tied to aspects of its constructability
 - the applicants are considering replacing the large existing conifer at the front of the building
- what materials are proposed for the vertical façade elements?
 - the pilasters will be clad with hardi plank siding
- do the pilasters have a functional role in the building's construction?
 - these are simply to give relief to the elevation
- to what degree did the design process involve the future tenants?
 - the end users were not involved in the design process because the building was designed prior to its use being determined
 - the applicant's operations team have worked with the project team, who have previously provided housing for indigenous women
 - the proposal's amenities include community space, bicycle room, a community kitchen and dining room
- what is the design intent behind the building's verticality and the proposed colours?
 - the colours and style were selected through public consultation, and the building was designed long before its use was determined
 - the front of the building will feature a mural by a local artist
- does the future master plan incorporate indigenous women's housing on-site?
 - the tenants and facility would likely move after five years, when the plan for the whole site has been confirmed
- the units would not be able to accommodate women with children; was this intentional?
 - the units are designed for a very specific target population
- how can the Panel best address comments, given that the plans submitted to the City do not match those presented to the Panel today?
 - Mr. Angrove clarified that the process was expedited for this Application, and that the Panel should best base their comments on the plans submitted to the City and included in the Panel's agenda packages
- is there anything in the City's approval process that would enforce the temporary nature of the project?
 - Mr. Angrove confirmed that no clause limits the building's five-year temporary nature.

Panel members discussed:

- supporting the desire for temporary housing
- desire for the tenants to be meaningfully consulted in the design process
- the need to recognize the building's construction on unceded territory

- recognition of the challenge and expense of creating a landscape designed for only five years
- opportunity for a greater amount of landscaping on the boulevard to provide greater separation between public and private spaces and to allow for the future removal of the temporary building
- the need for the landscaping to provide visual separation between the building and the bus station along Hillside Avenue
- opportunity to relocate the proposed planters away from the fence and out from under the trees
- appreciation for the dry ponds for drainage control, which could be improved with a more organic shape
- desire for a more natural approach to the form and character of the landscape design
- the need for accessible patio furniture and a place to spill out onto the area adjacent to the indoor community space
- the need to ensure privacy within the patio area for the residents
- the possibility of the temporary project being used in the long term, and the need to plan as though the building could be on-site for more than five years
- the opportunity to use the site as the first piece in the master plan; however, this would not be recommended given the location's prominence, the current proximity of low-rise buildings and the need for a landmark building at this location
- the appropriateness of a temporary structure at this location
- opportunity for a greater amount of glazing
- discrepancy between the façade treatment and the interior programming functionality
- desire for breaks or recesses to break up the modular structure
- the proposal's lack of scale and authenticity, and the need to refine the façade to improve the building's fit within the context
- opportunity to simplify the colour palette to better align with the project narrative and provide a more relaxing, sanctuary-like feeling
- desire to see renderings illustrating the pedestrian experience
- the need for increased consistency in the plans
- opportunity for increased natural light in the bedrooms to improve the suites' liveability of suites
- opportunity to reduce the size of the mechanical/electrical rooms on each floor and to narrow the corridors if the building does not have accessible suites.

Motion:

It was moved by Deborah LeFrank, seconded by Elizabeth Balderston, that Development Permit with Variances Application No. 00089 for 2501 Blanshard Street be approved subject to the following recommendations:

- improve access to natural light through the window design
- simplify the façade design to establish an appropriate scale
- consider that the project, although intended for five years, may be on the site for a longer period of time
- improve the separation between the Hillside Avenue building frontage and the street, through shrub and boulevard tree plantings
- improve the amenity space including the incorporation of seating and picnic tables, with consideration to residents' privacy

- take a more natural approach to the form and character of the landscape design
- ensure consistency across all drawings, including three-dimensional perspectives which focus on the pedestrian experience.

Carried Unanimously

4. ADJOURNMENT

The Advisory Design Panel meeting of September 26, 2018 was adjourned at 2:30 pm.

Jesse Garlick, Chair