

## **I. REPORTS OF COMMITTEES**

### **I.1 Committee of the Whole**

#### **I.1.c Report from the February 14, 2019 COTW Meeting**

##### **I.1.c.a 1025-1031 Johnson Street and 1050 Yates Street - Rezoning Application No. 00660, Official Community Plan Amendment, and Development Permit Application No. 000536 (Downtown)**

**Moved By** Councillor Collins

**Seconded By** Councillor Loveday

##### Rezoning Application No. 00660 and Official Community Plan Amendment:

That Council instruct staff to prepare the necessary Official Community Plan Amendment Bylaw in accordance with Section 475 of the Local Government Act, the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00660 for 1025-1031 Johnson Street and 1050 Yates Street, that first and second reading of the Bylaw Amendments be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Preparation of the following documents, executed by the applicant, to the satisfaction of City Staff:
  - i. Housing Agreement and Bylaw to ensure that a future strata corporation could not pass bylaws that would prohibit or restrict the rental of units to non-owners;
  - ii. Housing Agreement and Bylaw to secure 130 dwelling units as affordable housing;
  - iii. Legal agreement to secure a plaza and front setback for a public access at all times of the day, in perpetuity with maintenance and liability under the owner's responsibility;
  - iv. Preparation of a phasing plan.
2. That Council determine, pursuant to section 475(1) of the Local Government Act, that the affected persons, organizations and authorities are those property owners and occupiers within a 200m radius of the subject properties; that the appropriate consultation measures would include a mailed notice of the proposed OCP Amendment to the affected persons; posting of a notice on the City's website inviting affected persons, organizations and authorities to ask questions of staff and provide written or verbal comments to Council for their consideration.
3. That Council, having provided the opportunity for consultation pursuant to section 475(1) of the Local

Government Act with persons, organizations and authorities it considers will be affected, specifically, the property owners and occupiers within a 200m radius of the subject properties having been consulted at a Community Association Land Use Committee (CALUC) Community Meeting, consider whether the opportunity for consultation should be early and ongoing, and determine that no further consultation is required.

4. That Council specifically consider whether consultation is required under section 475(2)(b) 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; and the provincial and federal governments and their agencies due to the nature of the proposed amendment.
5. That Council give first reading to the Official Community Plan Amendment Bylaw.
6. That Council consider the Official Community Plan Amendment Bylaw in conjunction with the City of Victoria Five-Year Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan, pursuant to section 477(3)(a) of the Local Government Act, and deem those Plans to be consistent with the proposed Official Community Plan Amendment Bylaw.
7. That Council give second reading to the Official Community Plan Amendment Bylaw.
8. That Council refer the Official Community Plan Amendment Bylaw for consideration at a Public Hearing.

Development Permit Application No. 000536:

That Council, after giving notice and allowing for an Opportunity for Public Comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00660, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000536 for 1025- 1031 Johnson Street and 1050 Yates Street, in accordance with:

1. Plans date stamped February 4, 2019.
2. Development meeting all Zoning Regulation Bylaw requirements.
3. That Council authorize the Mayor and City Clerk to execute encroachment agreements, to be executed at time of the building permit approval, in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works for:
  - a. building encroachment(s) in the City Right-of-Way
  - b. anchor-pinning in the City Right-of-Way.

4. Final plans to be generally in accordance with the plans identified above, to the satisfaction of City staff.
5. The Development Permit lapsing two years from the date of this resolution."

**CARRIED UNANIMOUSLY**

**E. LAND USE MATTERS**

**E.1 1025-1031 Johnson Street and 1050 Yates Street - Rezoning Application No. 00660, Official Community Plan Amendment, and Development Permit Application No. 000536 (Downtown)**

Committee received a report dated January 15, 2019 from the Acting Director of Sustainable Planning and Community Development regarding an application to increase the density and add residential uses for a phased development at 1025-1031 Johnson Street and 1050 Yates Street.

**Moved By** Mayor Helps

**Seconded By** Councillor Collins

Rezoning Application No. 00660 and Official Community Plan Amendment:

1. That Council instruct staff to prepare the necessary Official Community Plan Amendment Bylaw in accordance with Section 475 of the Local Government Act, the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00660 for 1025-1031 Johnson Street and 1050 Yates Street, that first and second reading of the Bylaw Amendments be considered by Council and a Public Hearing date be set once the following conditions are met:
  - a. Preparation of the following documents, executed by the applicant, to the satisfaction of City Staff:
    - i. Housing Agreement and Bylaw to ensure that a future strata corporation could not pass bylaws that would prohibit or restrict the rental of units to non-owners;
    - ii. Housing Agreement and Bylaw to secure 130 dwelling units as affordable housing;
    - iii. Legal agreement to secure a plaza and front setback for a public access at all times of the day, in perpetuity with maintenance and liability under the owner's responsibility;
    - iv. Preparation of a phasing plan.
  - b. That Council determine, pursuant to section 475(1) of the Local Government Act, that the affected persons, organizations and authorities are those property owners and occupiers within a 200m radius of the subject properties; that the appropriate consultation measures would include a mailed notice of the proposed OCP Amendment to the affected persons; posting of a notice on the City's website inviting affected persons, organizations and authorities to ask questions of staff and provide written or verbal comments to Council for their consideration.
  - c. That Council, having provided the opportunity for consultation pursuant to section 475(1) of the Local Government Act with persons, organizations and authorities it considers will be affected, specifically, the property owners and occupiers within a 200m radius of the subject properties having been consulted at a Community Association Land Use Committee (CALUC) Community Meeting, consider whether the opportunity for consultation should be early and ongoing, and determine that no further consultation is required.
  - d. That Council specifically consider whether consultation is required under section 475(2)(b) 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; and the provincial and federal governments and their agencies due to the nature of the proposed amendment.

- e. That Council give first reading to the Official Community Plan Amendment Bylaw.
- f. That Council consider the Official Community Plan Amendment Bylaw in conjunction with the City of Victoria Five-Year Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan, pursuant to section 477(3)(a) of the Local Government Act, and deem those Plans to be consistent with the proposed Official Community Plan Amendment Bylaw.
- g. That Council give second reading to the Official Community Plan Amendment Bylaw.
- h. That Council refer the Official Community Plan Amendment Bylaw for consideration at a Public Hearing.

Development Permit Application No. 000536:

That Council, after giving notice and allowing for an Opportunity for Public Comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00660, if it is approved, consider the following motion: "That Council authorize the issuance of Development Permit Application No. 000536 for 1025- 1031 Johnson Street and 1050 Yates Street, in accordance with:

- 1. Plans date stamped February 4, 2019.
- 2. Development meeting all Zoning Regulation Bylaw requirements.
- 3. That Council authorize the Mayor and City Clerk to execute encroachment agreements, to be executed at time of the building permit approval, in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works for:
  - a. building encroachment(s) in the City Right-of-Way
  - b. anchor-pinning in the City Right-of-Way.
- 4. Final plans to be generally in accordance with the plans identified above, to the satisfaction of City staff.
- 5. The Development Permit lapsing two years from the date of this resolution."

FOR (7): Mayor Helps, Councillor Collins, Councillor Dubow, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe and Councillor Young

OPPOSED (1): Councillor Isitt

**CARRIED (7 to 1)**

*Committee recessed at 10:22 a.m. and returned at 10:28 a.m.*



## Committee of the Whole Report

### For the Meeting of February 14, 2019

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**To:** Committee of the Whole **Date:** January 15, 2019

**From:** Andrea Hudson, Acting Director, Sustainable Planning and Community Development

**Subject:** Rezoning Application No. 00660 and Official Community Plan Amendment for 1025-1031 Johnson Street and 1050 Yates Street

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### RECOMMENDATION

1. That Council instruct staff to prepare the necessary Official Community Plan Amendment Bylaw in accordance with Section 475 of the Local Government Act, the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00660 for 1025-1031 Johnson Street and 1050 Yates Street, that first and second reading of the Bylaw Amendments be considered by Council and a Public Hearing date be set once the following conditions are met:
  1. Preparation of the following documents, executed by the applicant, to the satisfaction of City Staff:
    - i. Housing Agreement and Bylaw to ensure that a future strata corporation could not pass bylaws that would prohibit or restrict the rental of units to non-owners;
    - ii. Housing Agreement and Bylaw to secure 130 dwelling units as affordable housing
    - iii. Legal agreement to secure a plaza and front setback for a public access at all times of the day, in perpetuity with maintenance and liability under the owner's responsibility.
    - iv. Preparation of a phasing plan.
  2. That Council determine, pursuant to section 475(1) of the Local Government Act, that the affected persons, organizations and authorities are those property owners and occupiers within a 200m radius of the subject properties; that the appropriate consultation measures would include a mailed notice of the proposed OCP Amendment to the affected persons; posting of a notice on the City's website inviting affected persons, organizations and authorities to ask questions of staff and provide written or verbal comments to Council for their consideration.
  3. That Council, having provided the opportunity for consultation pursuant to section 475(1) of the *Local Government Act* with persons, organizations and authorities it considers will be affected, specifically, the property owners and occupiers within a 200m radius of the subject properties having been consulted at a Community Association Land Use Committee (CALUC) Community Meeting, consider whether the opportunity for consultation should be early and ongoing, and determine that no further consultation is required.



4. That Council specifically consider whether consultation is required under section 475(2)(b) 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; and the provincial and federal governments and their agencies due to the nature of the proposed amendment.
5. That Council give first reading to the Official Community Plan Amendment Bylaw.
6. That Council consider the Official Community Plan Amendment Bylaw in conjunction with the City of Victoria Five-Year Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan, pursuant to section 477(3)(a) of the *Local Government Act*, and deem those Plans to be consistent with the proposed Official Community Plan Amendment Bylaw.
7. That Council give second reading to the Official Community Plan Amendment Bylaw.
8. That Council refer the Official Community Plan Amendment Bylaw for consideration at a Public Hearing.

## LEGISLATIVE AUTHORITY

In accordance with section 479 of the *Local Government Act*, Council may regulate within a zone the use of land, buildings and other structures; the density of the use of the land, building and other structures; the siting, size and dimensions of buildings and other structures; as well as, the uses that are permitted on the land, and the location of uses on the land and within buildings and other structures.

In accordance with section 482 of the *Local Government Act*, a zoning bylaw may establish different density regulations for a zone, one generally applicable for the zone and the others to apply if certain conditions are met.

In accordance with section 483 of the *Local Government Act*, Council may enter into a Housing Agreement which may include terms agreed to by the owner regarding the occupancy of the housing units and provided such agreement does not vary the use of the density of the land from that permitted under the zoning bylaw.

## EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Rezoning and Official Community Plan Amendment application for the properties located at 1025-1031 Johnson Street and 1050 Yates Street. The proposal is to rezone from the R-48 Zone, Harris Green District, and the S-1 Zone, Limited Service District, to a site-specific zone. The proposal is to increase the density and allow institutional and multi-unit uses at this location to allow for the construction a twelve-storey, mixed-use firehall building with affordable dwelling units and three mixed-use buildings of fourteen, fifteen and seventeen storeys. A concurrent Development Permit Application (DP No. 000536) for the first phase of the project accompanies this application. Three additional phases of development are envisioned which will require Development Permit Applications; although not proceeding immediately, the applicant has provided conceptual plans suitable for an evaluation of density and massing and the creation of a new zone for the entire site.

A third-party economic analysis of the lift in land value resulting from the proposed increase in density has been undertaken. As detailed in the report (attached), the economic analysis determined that there is no lift from the proposed rezoning due to a significant drop in supported land value with the inclusion of affordable housing.

The following points were considered in assessing this application:

- The application is consistent with the criteria set out in the *Official Community Plan, 2012* (OCP) for consideration of an OCP amendment.
- The application is consistent with the OCP policies targeted toward community safety, disaster resiliency, emergency management, place-making and the provision of affordable housing.
- The proposed uses, including institutional and multi-unit residential, are consistent with the OCP.
- The OCP Urban Place Designation is Core Residential, which sets maximum densities at 5.5:1 floor space ratio (FSR). The proposal for 6.8 FSR is not consistent with this maximum density; however, it is consistent with the criteria established to consider an amendment to this maximum density.
- The application is consistent with the OCP policies that encourage the logical assembly of parcels to enable the best realization of permitted development potential, including the distribution of density comprehensively.
- The application is consistent with the *Downtown Core Area Plan* in terms of the general massing, form and character of the proposal.
- The proposed streetscape and public realm design are consistent with the urban design guidelines set out in the *Downtown Core Area Plan*.

## BACKGROUND

### Description of Proposal

This Rezoning Application is to remove the subject properties from the R-48 Zone, Harris Green District, and the S-1 Zone, Limited Service District, to create a site-specific zone to increase the density and allow institutional and multi-unit uses at this location.

The following changes from the current zones are being proposed and would be accommodated in the new zone:

- increase the density in the S-1 Zone from 1.5 FSR to 6.8 FSR
- increase the height from 30m in the R-48 Zone to 50.0m
- increase the height from 15m in the S-1 Zone to 44.0m
- increase the number of storeys from 9 and 10 in the R-48 Zone to 12 and 17 respectively. The existing R-48 Zone permits nine storeys when the ground floor is not commercial and ten storeys when the ground floor is commercial.

In addition to the above changes, several additional uses are also being proposed. The table below outlines the changes from the existing zone with an "X" indicating that the use is not presently permitted in a zone, and a "✓" indicating that the use is currently permitted in the zone and/or the OCP supports it:



Proposed	R-48 Zone, Harris Green District	S-1 Zone, Limited Service District	OCP Policy
Assembly	✓	✓	✓
Assisted Living	✓	X	✓
Care Facility	✓	X	✓
Civic Facility (Firehall)	X	X	✓
Office, Banks & Financial Services	✓	✓	✓
Food and Beverage	✓	✓	✓
Home Occupation	✓	X	✓
Hotel	X	X	✓
Personal Service	✓	X	✓
Residential, Multiple Dwelling	✓	X	✓
Residential Lock-off Suite	X	X	✓
Retail Liquor	X	X	✓
Retail Trade	✓	✓	✓
Utility	X	X	✓
Cinema, Gallery, Recreation Facility	✓	✓	✓

The request to amend the *Official Community Plan, 2012* (OCP) is considered in order to increase the density beyond what the OCP envisions for these lands, and in order to spread the density garnered from the lands in the R-48 Zone over the entire area.

### Affordable Housing Impacts

Within the first phase of the development, the applicant proposes the creation of 130 new residential units, which would be secured with a legal agreement as affordable housing. BC Housing has indicated their support of the application and has identified Pacifica Housing as the intended operator (see attached letter dated January 9, 2019). Additionally, Pacifica Housing has provided a letter (dated January 24, 2019) which indicates that they will be seeking a ten-year tax exemption on the portion of the project devoted to affordable housing and a contribution from the Victoria Housing Reserve Fund (VHRF). It is Staff's understanding that the project has received Preliminary Project Approval (PPA) from the Province, subject to a number of conditions. The conditions include a requirement for the Housing operator to request the tax exemption and contribution from the Victoria Housing Reserve Fund.

Under the Community Charter, Section 224, Council may choose to grant a property tax exemption to non-profit organizations. A separate application for a tax exemption will be provided by the Housing operator for Council's consideration at a future date. The VHRF contribution request will also be made at a future date, via a separate application. Beginning in 2019, two intake dates (March 31 and September 30) will allow all HRF applications to be evaluated concurrently.

The applicant has stated that they will follow the BC Housing standards for affordability, wherein, rental units would be split as follows:

- 30% for affordable rental (\$1,211 max rent in 2018 – Low to Moderate Income)
- 50% with rents geared to income (\$725 max rent in 2018 – Low Income), and
- 20% of units with a deep subsidy (\$455 max rent in 2018 – Very Low Income).

The proposed unit types include:

- twenty-four studio units
- fifty-six one-bedroom units
- forty-three two-bedroom units
- seven three-bedroom units.

Over the subsequent three phases of development, potentially 320-400 market, strata-titled dwelling units could be created, which would increase the overall supply of housing in the area. The proposed 130 affordable housing units represents approximately 25% to 35% of the total proposed units the site could accommodate in all four phases. A Housing Agreement is proposed to ensure that future Strata Bylaws could not prohibit the rental of units anywhere on the site.

### **Tenant Assistance Policy**

The proposal does not include the renovation, demolition or redevelopment of the existing residential rental units, and as such, the Tenant Assistance Policy would not apply.

### **Sustainability Features**

As stated in the applicant's letter dated January 3, 2019, the applicant has identified the objectives achieved by incorporating a civic function (post-disaster building and firehall) with low-income housing as a social sustainability feature.

### **Active Transportation Impacts**

The applicant has not identified any active transportation impacts associated with this application.

### **Public Realm Improvements**

The following public realm improvements are proposed in association with this Rezoning Application:

- a publicly accessible plaza area of 250m<sup>2</sup>
- an average front setback on the ground-floor of 2.5m.

These public realm improvements would be secured with a legal agreement and registered on the property's title prior to Council giving final consideration of the proposed Zoning Regulation Bylaw Amendment. Through the legal agreement, public access will be secured for all times of the day in perpetuity. Additionally, maintenance and liability would fall to the land owner. The zoning regulation bylaw would stipulate dimensions, standards and areas for the proposed public realm improvements as noted above.

### **Accessibility Impact Statement**

The British Columbia Building Code regulates accessibility as it pertains to buildings.



## Land Use Context

Surface parking lots and low scale development associated with automotive sales activities characterize the area. Additionally, both recently developed and older multi-unit buildings, ranging from five to seventeen storeys, are prevalent as well as low scale commercial buildings, east of Cook Street.

## Existing Site Development and Development Potential

The site is presently comprised of four lots which function as a car sales lot with surface parking, a single-storey sales office, an automotive garage and pay parking lots.

Under the current R-48 Zone, the property could be developed with a multi-unit, mixed-use building up to ten storeys and with a theoretical density of approximately 9.8:1 FSR. When design guidelines are incorporated, including setbacks and building separation distances, the density that could be achieved on the R-48 lands would be reduced to 6.96:1 FSR. Under the current S-1 Zone, the property could be developed as a variety of commercial uses (bank, office, bakery, etc.) or other light industrial oriented uses (vehicle impound lot, milk processing and distribution station, tire vulcanizing, etc.) up to five storeys in height and at a density of 1.5 FSR.

## Data Table

The following data table compares the proposal with the existing R-48 Zone, Harris Green District, the S-1 Zone, Limited Service District, as well as, the *Official Community Plan* (2012) and *Downtown Core Area Plan* policies. An asterisk is used to identify where the proposal is less stringent than the existing zone(s).

Zoning Criteria	Proposal	R-48 Zone, Harris Green District	S-1 Zone, Limited Service District	OCP Policy	Downtown Core Area Plan (DCAP) Policy
Density (Floor Space Ratio) – maximum	<b>6.80 *</b>	N/A 9.8 Theoretical, 6.96 with guidelines	1.5	5.5	5.5
Height (m) – maximum	<b>50.0 *</b>	30	15	50	50
Storeys – maximum	<b>17 *</b>	10	n/a	17	17
Vehicle & Bicycle parking – minimum	Per Schedule C, Off-Street Parking Regulations	No Parking Required	Per Schedule C, Off-Street Parking Regulations	Per Schedule C, Off-Street Parking Regulations	Per Schedule C, Off-Street Parking Regulations

## Relevant History

As additional background to this Rezoning Application, the City and the applicant have entered into an Agreement of Purchase and Sale, dated March 15, 2018 pursuant to which the City, as

purchaser, has agreed to purchase from the applicant, as vendor, a two storey firehall within a building to be constructed by the applicant on the subject property. The Agreement of Purchase and Sale includes several pre-conditions to the vendor's obligations to construct and sell the firehall to the City. These include that the zoning bylaw and the OCP be amended as contemplated by the Application and that the vendor be satisfied with any requirements and conditions imposed by the City. Importantly, the Agreement expressly provides that it does not "affect or limit the discretion, rights, duties or powers of the City" and does not create "any implied obligations concerning such discretion, rights, duties or powers". Also, under the Agreement, the vendor has expressly acknowledged and agreed that the adoption of any bylaw or passage of any resolution in connection with any of the conditions under the Agreement "shall be within the absolute and unfettered discretion of Council and the provisions of this Agreement will not in any way obligate the Council to adopt such bylaws or pass such resolutions".

### **Community Consultation**

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the applicant has consulted the Downtown Residents Association CALUC at a Community Meeting held on July 31, 2018. A letter dated November 22, 2018 is attached to this report.

### **Advisory Design Panel**

The Advisory Design Panel (ADP) considered this application at their November 28, 2018 meeting (minutes attached) and recommended in their motion that the application be approved as presented.

### **ANALYSIS**

This analysis focuses on the land use and density, which are the main issues for Council's consideration for the *Official Community Plan* and *Zoning Regulation Bylaw* amendments. The following City policies were applicable for the analysis: *Official Community Plan* (2012), *Downtown Core Area Plan* (2011), and the *City of Victoria Density Bonus Policy* (2016).

The Development Permit Application report provides a more in-depth analysis from an urban design perspective for the first phase of the proposal, which further considers building height and massing; as well as, public space, views, and the overall contextual fit, relative to the applicable policies and design guidelines.

### **Official Community Plan Amendment: Consistency**

The proposed amendment to the *Official Community Plan* (OCP) is to amend the Urban Place Designation from Core Residential to include a Core Residential category with a higher density. Currently, the Core Residential designation in the OCP contemplates buildings up to seventeen storeys with floor space ratios ranging from 3:1 up to 5.5:1 and uses including institutional and multi-dwelling residential; as well as, commercial and visitor accommodation. The proposed density is 6.8:1 FSR and is not consistent with this policy in the OCP. On balance, the proposal is consistent with the broad objectives in the OCP and advances a number of strategic goals, however, the OCP amendment is recommended in line with a thoughtful and considered approach with regard to this specific inconsistency. The proposed change to the OCP designation would only affect the contemplated densities and would not affect, or introduce, new uses not contemplated in the OCP.



Specific policies in the OCP address how, and by what rationale, plan amendments should be considered by Council. Under specific conditions, the OCP is intended to be flexible and adaptable while still ensuring broadly consistent direction for growth and change in the City over the next thirty years. Decisions regarding OCP amendments must consider the goals and objectives that support an amendment, the overall rationale for an amendment, and receipt of enough development approval information.

Specifically, the OCP speaks to considering site-specific amendments that are consistent with the urban place designations and which further the broad objectives and policies in the plan, as appropriate to the site context. The advancement of the proposed placemaking and complete-community objectives, the inclusion of a firehall, the proposed affordable housing, and the context of the existing Zone with its inherent permitted densities, all provide support to consider a plan amendment.

The OCP further encourages that regulatory tools are used strategically to support and implement plan goals and objectives. Again, the inclusion of a firehall and a large proportion of affordable housing, advance a variety of goals and objectives within the OCP. Advancing objectives aimed at improving disaster resiliency are particularly unique to this proposal.

Amendments to the OCP, through Council's discretion, may also be undertaken in response to new opportunities. A firehall, constructed to post-disaster specifications, may be considered a new opportunity.

The general pattern of land use and densities are defined for each urban place designation in the OCP; however, policies in the OCP also recommend site-specific evaluations of proposed developments in relation to the site, block and local area context. This includes a consideration of the underlying zoning and permitted densities. Under the existing zone, a theoretical density of approximately 9.8:1 FSR could be achieved for the land in the R-48 Zone, Harris Green District. When design guidelines are incorporated, including setbacks and building separation distances, the density that could be achieved in R-48 zone is reduced to 6.82:1 FSR. The proposal is for a density of 6.8:1 FSR.

### **Official Community Plan: Process**

Section 475 of the *Local Government Act* (LGA) requires a Council to provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected by an amendment to the OCP. Consistent with section 475 of the LGA, Council must further consider whether consultation should be early and ongoing. This statutory obligation is in addition to Public Hearing requirements. In this instance, staff recommend for Council's consideration that notifying owners and occupiers of land located within 200 metres of the subject site, along with posting a notice on the City's website, will provide adequate opportunities for consultation with those affected.

An OCP Amendment application to change the Urban Place Designation of the subject lands from Core Residential to Core Residential with a higher density is contemplated. Given that, through the Community Association Land Use Committee (CALUC) Community Meeting process all owners and occupiers within a 200m radius of the site were notified and invited to participate in a Community Meeting, the consultation proposed at this stage in the process is recommended as adequate, and consultation with specific authorities, under Section 475 of the LGA, is not recommended as necessary.

Should Council decide to proceed with the OCP Amendment, and if it is supported, Council is required to consider 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 government and its agencies; however, further consultation is not recommended as necessary for this amendment to the Urban Place Designation as this matter can be considered under policies in the OCP.

Council is also required to consider OCP Amendments in relation to the City's *Financial Plan*, the *Capital Regional District Liquid Waste Management Plan* and the *Capital District Solid Waste Management Plan*. This proposal will have no impact on any of these plans.

## **Rezoning**

### Official Community Plan

The proposal is within the Core Residential Urban Place Designation and Development Permit Area 3 (HC), Core Residential. The objectives of this designation are to transform the function, form and character of the area through mid-to-high-rise residential, mixed-use and commercial buildings. The proposal is consistent with the objectives of this designation and the OCP policies targeted toward community safety, disaster resiliency, emergency management, placemaking, and policies encouraging the provision of affordable housing. The suite of land uses proposed, including institutional, are also envisioned for this area in the OCP; however, the proposal is not consistent with the densities outlined for this designation. Densities outlined in the OCP range from 3:1 to 5.5:1 floor space ratio (FSR); the proposal is for a density of 6.8:1 (FSR).

The uses proposed are consistent with those considered in the OCP. Included for consideration is the proposed institutional use to accommodate a firehall. In response to community feedback, the applicant has offered to limit the extent of institutional use to correspond to the area dedicated to the firehall, and for those uses associated with a firehall and ambulance building only. The limitations on this use will be written into the site-specific zone.

The OCP does not provide specific policies regarding the shifting of density among neighbouring properties. The policy encourages site-specific evaluations of proposed developments to guide decisions regarding the density and scale of buildings for an individual site. Historically, similar comprehensively designed proposals in Victoria with multiple parcels, have moved density among parcels. In the case of this proposal, adherence to the *Downtown Core Area Plan* as demonstrated from the plans provided by the applicant, has provided the necessary level of confidence to evaluate a range of massing alternatives that would accommodate the density allocation, while still meeting the design guidelines.

### Downtown Core Area Plan (DCAP)

This section provides an analysis against the DCAP for the entirety of the site. Only Phase 1 of the proposal (firehall and affordable housing building) is associated with a concurrent Development Permit application, which is reviewed in a separate report (DP No. 000536); however, as per the criteria outlined in the OCP, development approval information is a prerequisite to consider an OCP amendment. To this end, the applicant has submitted plans that provide enough information to assess the general massing, density, streetscape, views and context, all of which are analyzed against the DCAP as described further in this report.

The proposal is within the Residential Mixed-Use District (RMD) in the DCAP. The objectives for this district broadly encourage developing complete communities, ensuring an active street level, increasing pedestrian activity within the public realm, and accommodating mid-to-high-rise



densities. Support for existing commercial uses is encouraged but does not include vehicle-oriented uses that require large outside storage/display areas, such as car lots.

Overall, the proposal is generally consistent with the *Downtown Core Area Plan*. Specifically, the proposal is consistent with several of the guidelines used to evaluate massing, height and scale; this includes ensuring that all portions of the proposed buildings and building massing are within a 1:5 step-back ratio above 20m on Yates Street and above 15m on Johnson Street. The massing renderings and elevations provided confirm that these criteria can be met within the heights specified in the OCP and at the densities proposed.

The proposed tower massing also meets or exceeds the minimum building tower separation distances specified in the DCAP. Proposed building separation distances are in excess of twenty metres in some locations where the guidelines set the minimum at twelve metres.

All proposed building heights are consistent with the design guidelines and those outlined in the OCP and range from twelve storeys to seventeen storeys. The building heights specified for this area in the DCAP range from fifteen storeys to seventeen storeys.

At staff's request, the applicant has provided additional massing renderings to demonstrate the variety of ways in which the density could be distributed. The intent of these additional models was threefold: to demonstrate alternative ways in which the density might be realized with future development permit applications; to illustrate that approval of the rezoning does not limit future development to specific building schemes; and to demonstrate that the benefits of a comprehensively designed site can translate to a variety of massing approaches in the absence of accompanying development permit applications. These benefits include improved building separation distances, greater street set-back distances, building massing in-line with step-back ratios, and a more consistent and thoughtful distribution of density.

While the application is consistent with the policies and guidelines for building massing, height and scale, through the review process, staff explored reducing the overall density of the project with the Applicant. A reduction in the overall density being proposed may provide a simpler distribution of density across the site, reduced potential for cantilevered building mass over open space areas and improved transition to the lower scaled neighbourhood to the east. However, as discussed in the bonus density section, the results of the land lift analysis identify that the densities proposed are at the economic threshold required for the amount of affordable housing proposed.

### Streetscape

There are large and small-scale streetscape considerations provided in the DCAP. At the rezoning level, only the larger-scale guidelines are analyzed, given the commensurate level of detail provided with a rezoning application. A more detailed analysis of the streetscape is provided in the concurrent Development Permit Application. Development Permit applications with subsequent phases require a more detailed analysis of the streetscape, as well as, other form and character considerations. Specific guidelines address step-back and massing of buildings from the sidewalk, encourage varying the heights of buildings to avoid uniformity, and encourage the use of building forms to distinguish building podiums from upper storeys. The proposal includes stepped-back building massing, clear podium and tower building forms, and a variety of building heights (twelve, fourteen, fifteen and seventeen storeys), which is consistent with the applicable policies.

The proposed additional front setbacks also achieve the intention of the policy direction as it encourages generous sidewalk widths.



## Plaza

The Harris Green neighbourhood is identified in the OCP as a key, high-density, residential neighbourhood. To this end, the OCP includes strategic direction to add parks and open spaces in the Harris Green neighbourhood to support increased population growth. The strategic directions map identifies an area for consideration of parks and open space in the block south of View Street. While the subject site is not strategically identified as including a park or plaza, policies in the OCP encourage the provision of open space to support population growth in Harris Green with all new developments. The proposal is consistent with these policies with the provision of a 250m<sup>2</sup> plaza, to be included in the latter phases of the development along Yates Street, to provide the maximum exposure to natural light. For reference, 250m<sup>2</sup> is equal to the size of Trounce Alley or the Fort Commons area, or approximately 60% the size of Millie's Lane. The exact location of this plaza is not determined at this stage; however, the applicant has provided models and renderings to illustrate the variety of ways in which the plaza could be located. The provision of a plaza will be written into the zone and secured through a legal agreement.

While the OCP does not envision a mid-block walkway at this location, this feature was considered in the project design. Ultimately, the applicant opted to not include a mid-block walkway, and instead, concentrate on a plaza option to provide useable outdoor space. Given the policy, the lack of connection to adjacent walkways, the low-level amenity this would provide compared to a plaza, and the challenges associated with animating mid-block walkways at a distance from strong, established retail locations, staff concur with the applicant's approach to exclude a mid-block walkway.

## Additional Policy

The DCAP provides specific policies regarding rezoning of the Harris Green lands in the R-48 Zone. The policy excludes this zone from a density bonus consideration and the maximum densities specified in DCAP unless a rezoning is applied for. As a rezoning application is being considered with this proposal, this policy is relevant. If a rezoning application aims to increase the size of a development beyond what is currently permitted in the zone, the intent of the policy is to consider a density bonus for land in the R-48 Zone. The proposal is to reduce the size of development from what is currently permitted in this zone, and therefore, this policy would not apply.

## **Project Phasing and Zoning Bylaw Structure**

The project is proposed to occur over four phases. At present, a Development Permit Application has only been submitted for Phase 1. Subsequent phases will require additional Development Permit Applications for Council's consideration. The timing for the delivery of the public amenities, plaza and additional front setback will be written into the site-specific zone and correspond to the relative phase. The additional front setback and related public realm improvements will be delivered with each phase of the development. The public plaza is proposed to be delivered with the third phase. The motion set out in the recommendation to Council provides the appropriate wording to secure a phasing plan.

The provision of affordable housing, an area of 250m<sup>2</sup> dedicated to a public plaza, additional sidewalk area secured through an increased front setback and a post-disaster emergency services building, all form the Community Amenity Contributions (CACs) attributable to this Application. As such, the Zoning Bylaw will stipulate a range of densities applicable to the site if these CACs are not provided.



## Parking

Given the unique parking demands of a firehall, portions of the required parking are proposed to be provided off-site. As such, the zoning bylaw will be written to extend the off-site parking radius to 600m. This provision in the Zoning Bylaw will provide flexibility, while ensuring the parking standard is met. It is also worth noting, that while the parking bylaw (Schedule C) required parking standard is being met, the anticipated actual parking demand for a Firehall is less as there is significant area dedicated to the storage of emergency vehicles and equipment within the building. This also provides additional operational benefits, as the offsite parking will be able to be utilized in emergency instances when additional fire suppression crew may be required.

## **Density Bonus Policy**

Under the City of Victoria's Density Bonus Policy (2016), the value of a Community Amenity Contribution (CAC) is negotiated based on an independent land lift analysis. G.P. Rollo and Associates was retained by the City of Victoria to analyze the financial performance of the proposed project and to estimate the change in property value associated with the proposed rezoning on the privately held property.

As detailed in the attached report, the amount of the amenity contribution is set out in Council policy in the *Downtown Core Area Plan*, 2011, which stipulates that the City may recover 75% of the land lift value through amenity contributions. The land lift analysis estimates a lift in land value for the portion of development above the base density. The base density is determined as the lower density outlined in the OCP for the relevant urban place designation; or, where the property's starting zoning allows more density than the OCP base density, the zoned density is considered as the base density. In this instance, the lands zoned S-1 have a base density of 3.0 FSR and the existing density permitted in the R-48 zoned lands results in a theoretical base density of 9.8 FSR. The R-48 Zone does not specify a density; therefore, a theoretical density is imputed. For this reason, staff requested the land lift analysis also consider an alternative base density more stringent than that outlined in the Bonus Density Policy. Design considerations such as setbacks and floor plate limitations were included in the additional analysis resulting in a reduction of the overall gross buildable area. Typically, developments occurring in the R-48 Zone do not achieve the theoretical density in the zone, as they must also address design guidelines which result in building setbacks and reduced floor plates. The land lift analysis also addressed a scenario where a base density was set at the maximum buildable area a project could achieve on the R-48 Zone lands while adhering to the design guidelines.

The lift in land value for the portion of development above the base density is then reduced by the difference in value that a developer would see from developing the entire site as a mix of commercial and market residential, compared to the proposal, which includes roughly 98,000 square feet of affordable housing. On this basis, the economic analysis determined that there is no lift from the proposed rezoning, for both base density scenarios, due to a significant drop in supported land value with the inclusion of affordable housing. The economic analysis also calculated the applicable lift if the proposed affordable housing units were offered as market rental. Under this scenario, the analysis concluded that the rezoning would not result in a lift in the land value. Additionally, the provision of the public plaza and enhanced public realm has not been factored into the land lift analysis, which would further reduce the potential for a land lift.

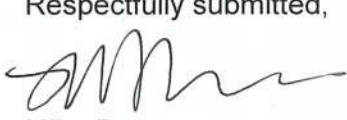
## CONCLUSIONS

The proposal suggests a significant addition of affordable housing, market housing and commercial space to the Harris Green Neighbourhood and includes an opportunity to provide a post-disaster, modern firehall and ambulance facility. The proposal is consistent with the *Official Community Plan* except for the overall density sought; however, a rational consistent with the goals and objectives of the OCP has been provided. The proposed uses, building form and character, and building massing and siting are all consistent with the applicable policy and design guidelines; therefore, staff recommend for Council's consideration that the application be advanced to a Public Hearing.

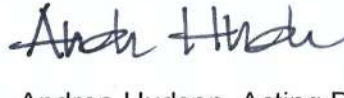
## ALTERNATE MOTION

That Council decline Rezoning and Official Community Plan Amendment Application No. 00660 for 1025-1031 Johnson Street and 1050 Yates Street.

Respectfully submitted,



Miko Betanzo  
Senior Planner - Urban Design  
Development Services



Andrea Hudson, Acting Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager



Date: Feb 8, 2019

### List of Attachments:

- Attachment A: Rezoning Subject Map
- Attachment B: Rezoning Aerial Map
- Attachment C: Rezoning Plans dated/date stamped December 19, 2018
- Attachment D: Letter from applicant to Mayor and Council dated January 3, 2019
- Attachment E: Community Association Land Use Committee Comments dated November 22, 2018
- Attachment F: Letter from BC housing dated January 9, 2019
- Attachment G: Letter from Pacifica Housing dated January 24<sup>th</sup>, 2019
- Attachment H: Minutes from the Advisory Design panel dated November 28, 2018
- Attachment I: DP Subject Map
- Attachment J: DP Aerial Map
- Attachment K: DP Phase 1 Plans date stamped February 4, 2019
- Attachment L: Land Lift Analysis Report, Dated January 30, 2019
- Attachment M: Correspondence.





## **Committee of the Whole Report**

### **For the Meeting of February 14, 2019**

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**To:** Committee of the Whole **Date:** January 15, 2019

**From:** Andrea Hudson, Acting Director, Sustainable Planning and Community Development

**Subject:** **Development Permit Application No. 000536 for 1025-1031 Johnson Street and 1050 Yates Street**

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### **RECOMMENDATION**

That Council, after giving notice and allowing for an Opportunity for Public Comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00660, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000536 for 1025-1031 Johnson Street and 1050 Yates Street, in accordance with:

1. Plans date stamped February 4, 2019.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. That Council authorize the Mayor and City Clerk to execute encroachment agreements, to be executed at time of the building permit approval, in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works for:
  - a. building encroachment(s) in the City Right-of-Way
  - b. anchor-pinning in the City Right-of-Way.
4. Final plans to be generally in accordance with the plans identified above, to the satisfaction of City staff.
5. 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 revitalization of an area in which a commercial use is permitted, 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 1025-1031 Johnson Street and 1050 Yates Street. The proposal is to construct a twelve-storey, mixed-use building containing ground-floor emergency service functions (firehall and ambulance services), office space and non-market residential housing.

The following points were considered in assessing this application:

- The application is consistent with the *Downtown Core Area Plan (2011)* Guidelines in terms of placemaking and urban design objectives, built form that is complementary to the local context, and design of a positive interface with the public realm and the space between individual buildings.
- The application is consistent with the *Guidelines for Fences, Gates and Shutters (2010)* and the *Advisory Design Guidelines for Buildings, Signs and awnings (1981)* in terms of providing a design that is complementary to the context, comprehensive in approach, and relevant in expression.

## BACKGROUND

### Description of Proposal

The proposal is for a twelve-storey, mixed-use building containing ground-floor emergency service functions (firehall and ambulance services), office space and non-market residential housing.

Specific details include:

- a twelve-storey, post-disaster building with a four-storey podium and an eight-storey tower
- two levels of underground parking
- a three-storey (including the mezzanine level) firehall and ambulance building
- a fourth-storey for office use
- eight storeys of affordable housing with approximately 130 units, with recessed floors at levels 4 and 12
- an approximate 6m step-back from the face of the podium to the face of the residential building at the fifth level
- common and private patio areas at the fifth level on the north and south elevations
- randomized punched windows on the residential portion of the building
- exterior building materials include dark brick veneer in stack bond, exposed concrete, glazed curtain wall with perforated metal panels and a light-coloured composite metal panel on the residential portion of the building
- landscaping is generally proposed above the podium level on the north and south building elevations.

### Affordable Housing Impacts

Affordable housing impacts are discussed with the concurrent Rezoning Application No. 000660.

### Sustainability Features

Sustainability features are discussed with the concurrent Rezoning Application No. 000660.



### Active Transportation Impacts

The applicant has not identified any active transportation measures associated with this application.

### Public Realm Improvements

Proposed public realm improvements are discussed in association with the concurrent Rezoning Application associated with this property.

### Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

### Existing Site Development and Development Potential

The site is presently a surface parking lot.

### Data Table

The following data table compares the proposal with the existing R-48 Zone, Harris Green District, the S-1 Zone, Limited Service District; as well as, the *Official Community Plan* (2012) and *Downtown Core Area Plan* policies. An asterisk is used to identify where the proposal is less stringent than the existing zone(s).

Zoning Criteria	Proposal	R-48 Zone, Harris Green District	S-1 Zone, Limited Service District	OCP Policy	Downtown Core Area Plan (DCAP) Policy
Density (Floor Space Ratio) – maximum	5.92	N/A 9.8 Theoretical, 6.96 with guidelines	1.5	5.5	5.5
Height (m) – maximum	<b>43.54 *</b>	27	1.5	45	45
Storeys – maximum	<b>12 *</b>	9	n/a	15	15
Vehicle Parking – minimum	117	0	135	135	135
Vehicle Parking (Offsite) minimum	20	0		135	135
Total Vehicle Parking	137	0	135	135	135

Bicycle parking-minimum					
Long Term	170	0	170	170	170
Short Term	24	0	24	24	24

## Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the applicant has consulted the Downtown Residents Association CALUC at a Community Meeting held on July 31, 2018. A letter dated November 22, 2018 is attached to this report.

## Advisory Design Panel

The Advisory Design Panel (ADP) considered this application at their November 28, 2018 meeting (minutes attached) and recommended in their motion that the application be approved as presented.

## ANALYSIS

The *Official Community Plan, 2012 (OCP)* identifies this property within Development Permit Area 3 (HC), Core Residential. The objectives of this designation are to transform the function, form and character of the area through mid-to-high-rise residential, mixed-use and commercial buildings. Applicable design guidelines include the *Downtown Core Area Plan (2011)*, *Guidelines for Fences, Gates and Shutters (2010)*, and *Advisory Design Guidelines for Buildings, Signs and awnings (1981)*.

The *Downtown Core Area Plan (DCAP)* sets out urban design objectives that seek to ensure an attractive, livable urban space while supporting economic viability, sustainability and placemaking. Additional objectives aim to promote contextual design, integrated with its surrounding area that address and respond to future changes in use, lifestyle, economy and demographics.

### Building Form, Scale and Massing

Guidelines related to building form and massing are outlined in the OCP to help achieve the urban design objectives. The application includes generously sized sidewalks, street wall proportions similar to neighbouring properties, stepped-back building massing, recessed entries, and a well-defined podium and tower consistent with the streetscape objectives in the guidelines.

Building setbacks from the property line are in excess of those outlined in the DCAP. The ground floor setback is just over six-and-a-half metres from the property line and the majority of the tower portion of the building steps back an additional three metres from the podium, providing over nine metres of setback from the property line. Based on the DCAP guidelines, a zero-lot line setback up to the fourth storey, a three-metre setback to the eleventh storey, and a six-metre setback on the twelfth storey would be consistent with the guidelines.

A realignment of the sidewalk along the building frontage is proposed to provide a paved apron for operational purposes associated with the firehall. This sidewalk realignment would result in



an additional two-and-a-half metres of perceived setback between the sidewalk and the building. While this increased condition creates a more open feel to the public realm and may potentially increase light access, typically, interruptions to sidewalks of this nature would not be supported. The intended uses of the apron include increased sight lines, safer vehicle movements, fire truck supply loading and truck regeneration. Although these unique uses present a compelling argument for the realigned sidewalk, there may be an opportunity to reduce the sidewalk realignment and/or incorporate design elements to mitigate the sidewalk's proximity to Johnson Street to create a greater sense of a "buffer" as experienced by pedestrians when a boulevard is present. Given that the City is responsible for constructing the driveway and apron, staff will continue to explore design options.

The DCAP specifies maximum floor plate sizes to mitigate the overall scale and massing of taller buildings and to contribute to a more graceful skyline. The residential portion of the application proposes a floor plate area greater than what is outlined in the DCAP. From levels seven to ten, the floor plate limitation is 930m<sup>2</sup>, and for levels eleven and twelve, the floor plate limitation is 650m<sup>2</sup>. The proposal is for a floor plate size of 1189m<sup>2</sup> between the seventh and eleventh storeys, and 1024m<sup>2</sup> for the twelfth storey, a difference of 259m<sup>2</sup> for the seventh to tenth storeys, 539m<sup>2</sup> for the eleventh storey and 374m<sup>2</sup> for the twelfth storey. These floor plate sizes are largely governed by the requirements of the firehall portion of the building and the post-disaster design. The overall length of the building was set to accommodate the number of bays for the firehall vehicles on the ground-floor. The length also sets the elevator and building core dimensions. The building length is carried up through the building into the residential tower. To reduce the floor plate area on the upper-portions of the building, consideration was given to creating two smaller towers above the podium; however, this building form could not meet the requirements of a post-disaster building.

Reducing the width of the building to reduce the floor plate sizes could not be achieved as this would result in a non-functional building. Only one row of dwelling units could be accommodated in a narrower building width, as opposed to two rows with a unit on either side of the corridor. To reduce the apparent mass of the building, the fifth and twelfth storeys are recessed. Additionally, the floor plate is broken into two massing elements forming a T-shape. Together, these design strategies have reduced the apparent mass of the building and, given the design constraints and adherence to the step back ratios and building separation distances, provide a solution that staff consider consistent with the intent of the guidelines.

The Design Guidelines categorize Johnson Street as a "Narrow Street" which sets a step-back parameter for building massing above fifteen metres. This step-back is expressed as an imaginary angled line that rises at a ratio of five (5) metres vertically for every one (1) metre horizontally above fifteen (15) metres. The proposed building massing is consistent with this step-back ratio.

The podium elevation of the building facing Johnson Street includes a uniform, rectilinear, three-level building massing sitting over a ground-floor comprised of building entrances and several glazed firehall and ambulance vehicle doors. This design arrangement is consistent with the DCAP policies aimed at encouraging the articulation of building façades and rich detailing to provide a high-degree of public interest along streets. Similarly, the rectilinear, three-level building massing is consistent with policies aimed at encouraging building expressions consistent with their use. The proposed mass, scale and length of the podium is considered consistent with the civic function of a firehall.



## Green and Open Space

Given the firehall use on the ground-floor, opportunities for green space and open space are limited. Four boulevard trees are proposed to be removed along the building frontage and two trees are proposed to be planted in locations that do not conflict with the operation of the firehall and ambulance building. Landscaping above the podium level, where the tower portion of the building is set back, includes trees and landscaping that would be consistent with what is normally programmed at street level. Additionally, a common patio area is provided on the south elevation off the firehall communal spaces and at the first level of residential uses on the north and south building elevations. The residential communal areas include a dog-run, picnic area and outdoor seating. A total of eight dwelling units have direct access to outdoor areas on the fifth level, and an additional seven units have access to outdoor balcony areas on the top floor. The overall provision of outdoor space is more than what is typically found in similar developments in this area and is consistent with the DCAP policies.

## **Tree Preservation Bylaw and Urban Forest Master Plan**

There are four public trees impacted by this application. All four trees are *Carpinus Betulus* (Hornbeam) trees along Johnson Street. The underground excavation required for the parkade and construction of buildings will impact these trees. A fee for their appraised values will be attached to the Building Permit.

New street trees and planting beds are to be irrigated on a separate system and installed to City standards, which are set out in Schedule C of the Subdivision and Development Servicing Bylaw. A project arborist will be required to review and provide a report for the retained Hornbeam tree on the west portion of the Johnson Street sidewalk.

## **CONCLUSIONS**

The objectives for Development Permit Area 3 (HC), Core Mixed-Use Residential aim to enhance areas through high-quality architecture, landscape and urban design which reflect the function of a major residential centre on the edge of a central business district in scale, massing and character, while still responding to its context. The application advances these objectives as it demonstrates general consistency with the relevant guidelines and policy. On this basis, staff recommend for Council's consideration that the application be supported.

## **ALTERNATE MOTION**

That Council decline DP Application No. 000536 for 1025-1031 Johnson Street and 1050 Yates Street.

Respectfully submitted,



Miko Betanzo  
Senior Planner - Urban Design  
Development Services



Andrea Hudson, Acting Director  
Sustainable Planning and Community  
Development Department

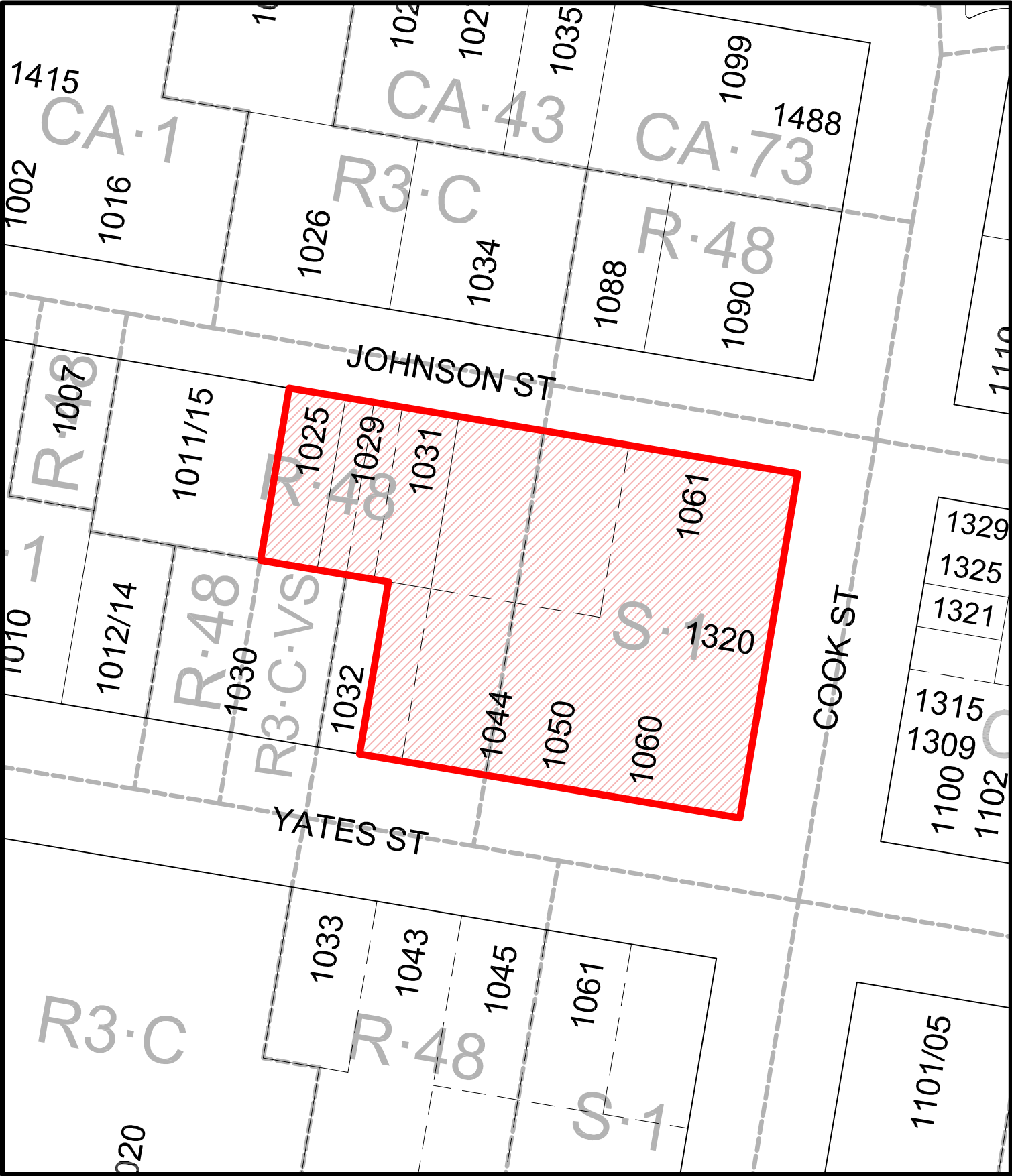
Report accepted and recommended by the City Manager

Date:

*Joelyn Jenkins*  
*Feb 8, 2019*

**List of Attachments:**

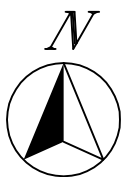
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1025-1031 Johnson Street and  
1050 Yates Street  
Rezoning No.00660









# JOHNSON COOK YATES BLOCK

REZONING APPLICATION  
REVISED IN RESPONSE TO CITY COMMENTS  
DECEMBER 06, 2018



**JAWL** | residential

**HCMA**  
Architecture  
+ Design



This document has been digitally certified with digital certificate and encryption technology authorized by the Architectural Institute of BC. The authoritative original has been transmitted in digital form. Any printed version can be relied upon as a true copy of the original when supplied by the architect, bearing images of the professional seal and digital certificate, or when printed from the digitally-certified electronic file provided by the architect.



# i. INTRODUCTION

## PROJECT TEAM

### JAWL | residential

#### DEVELOPMENT MANAGER

Jawl Residential Ltd.  
3375 Tennyson Ave.  
Victoria, BC V8Z 3P7

Jawl Residential Ltd. is 100% locally owned and operated and has completed multiple residential and mixed-use projects within the Capital Regional District. Spanning multiple generations, Jawl Residential has the capacity and flexibility to scale projects and has worked collaboratively with local contractors, the design community and the City of Victoria on past projects. Through an integrated development approach, we look to engage all stakeholders in order to meet the needs of clients, tenants and the communities through which we develop.



#### ARCHITECT

HCMA Architecture + Design  
569 Johnson St  
Victoria, BC V8W 1M2

HCMA Architecture + Design (HCMA) is a full service architectural practice recognized for sustainable, integrated, and innovative architecture. For over 40 years, HCMA and its predecessor firms have established a track record of exceptional projects. We challenge the traditional boundaries of architectural practice by asking one question, how do we achieve the maximum positive impact.

## EXISTING SITE AND USES

The existing site borders three major arterial streets on a typical block in the Harris Green residential district. The proposed site fills roughly half the block and is only directly bordered by a single story insurance agency and two multifistory residential buildings 5-6 stories in height. Buildings directly across from the site vary in height from 1 - 17 stories in height.

The current land use on the site is a commercial car dealership and service garage as well as a commercial parking lot.

### PARCELS

- PID: 003-190-145, THE WESTERLY (40') OF LOT 961, VICTORIA CITY;
- PID: 003-189-881, THE EASTERLY 40 FEET 9 INCHES OF LOT 960, VICTORIA CITY;
- PID: 003-190-030, THE WESTERLY (19'3") OF LOT 960, VICTORIA CITY; and
- PID: 003-190-099, LOT 961, VICTORIA CITY, EXCEPT THE WESTERLY (40') THEREOF;
- PID: 009-387-684, LOT 958, VICTORIA CITY;
- PID: 005-201-250, LOT 959, VICTORIA CITY;
- PID: 005-201-306, LOT 969, VICTORIA CITY, EXCEPT THAT PART IN PLAN 18802;
- PID: 005-201-276, THE EAST 1/2 OF LOT 970, VICTORIA CITY; and
- PID: 003-786-561, LOT A (DD B68208) OF LOTS 956, 957, 966, 967, 968 AND 969, VICTORIA CITY, PLAN 18802;

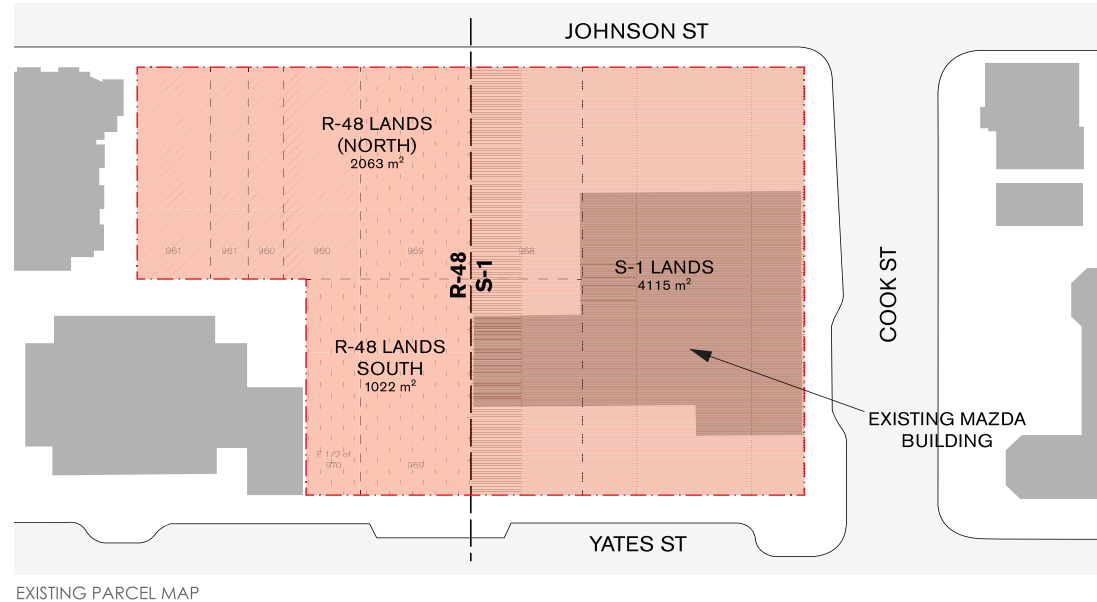
**AREA** 7200 m2

**ZONING** R-48 / S-1

### EXISTING ALLOWABLE USES

- |     |  |
|-----|--|
| (a) | automobile, truck, trailer and other chattel rentals;                            |
| (b) | bakeries;  |
| (c) | banks and other financial institutions;  |
| (d) | churches and places of worship;  |
| (e) | professional services;   |
| (f) | carpet cleaning;   |
| (g) | clubs;   |
| (h) | recreation and entertainment services;   |
| (i) | dye works and dry cleaning;  |
| (j) | washing of motor vehicles;   |
| (k) | garages, excluding impound lots and the storage of damaged vehicles in any yard; |

- |     |   |
|-----|---|
| (l) | laundries;  |
| (m) | milk processing and distribution stations;  |
| (n) | printing and publishing establishments;   |
| (o) | quick freeze locker plants;   |
| (p) | restaurants;  |
| (q) | taxi offices;   |
| (r) | tire vulcanizing;   |
| (s) | wholesale and retail sales;   |
| (t) | parking facilities, including buildings and places for the parking of vehicles, but excluding impound lots and the storage of damaged vehicles in any yard; |
| (u) | offices;  |
| (v) | servicing and repair of goods;  |
| (w) | uses incidental to any of the above uses;   |
| (x) | high tech;  |
| (y) | call centre.  |



AERIAL VIEW - SITE

## ii. COMMUNITY ENGAGEMENT

### WHAT IS COMMUNITY ENGAGEMENT?

A well-coordinated and effective stakeholder and public consultation is crucial to the success of this project. We are experienced achieving consensus amongst multiple stakeholders with a wide variety of concerns. Critical to our team's success is our ability to distill the diverse, complex and sometimes competing interests of many user groups into a clear, viable and easy-to-understand design solution.

Sharing information, consulting, and collaborating with community members, through outreach and hosting, we promote sustainable decisions by providing participants with the information they need to be involved in a meaningful way.

Specifically to this project, in March of 2018 notices were distributed to surrounding neighbours. Since then, there have been over 25 meetings to engage community members, receive feedback, and share information.

Knocking on doors, meeting community members for coffee, hands on sessions, one-on-one meetings, and public engagement events were all measures taken in this project in order to facilitate a robust and extensive communication system with those impacted.

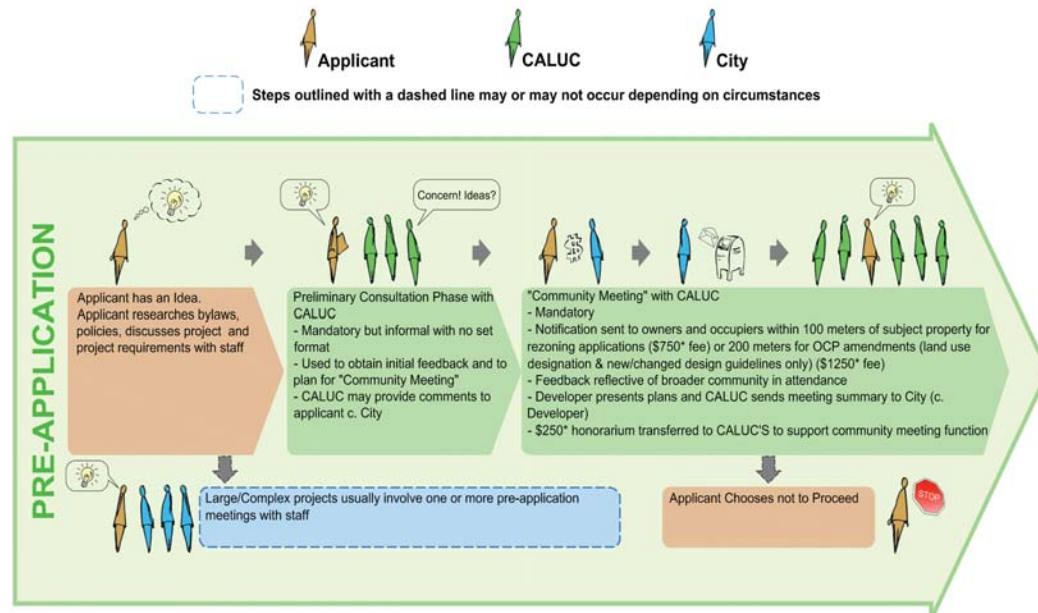


DIAGRAM OF PUBLIC CONSULTATION PROCESS

### WHAT IS THE COMMUNITY AND REZONING PROCESS?

The schedule of community consultation meetings and presentations has closely adhered to the process set out by the City of Victoria Planning Department. This is outlined in the Rezoning and Official Community Plan Amendment Process and shows which milestones are key to an effective rezoning and OCP amendment process.



JULY 31<sup>ST</sup> CALUC PRESENTATION AND MEETING

## EXTENSIVE PUBLIC ENGAGEMENT & CONSULTATION

Through a comprehensive series of meetings spanning over six months, our team has developed, shared, presented, refined, and above all - listened to stakeholders and community members. We have listened to individuals, to neighbourhood associations, resident groups, and to the public, facilitating approximately 25 meetings with over 100 people. As the project is large and complex, we have used extensive material to facilitate a participatory process, including models, boards, and reference materials.

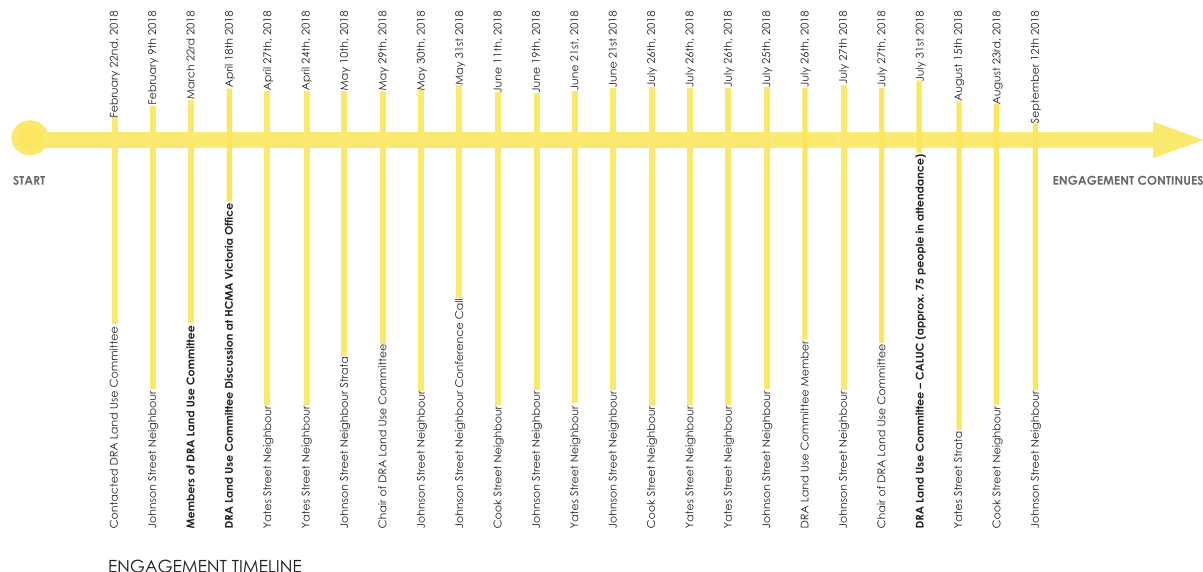
Our feedback from residents has been generally supportive of the development as beneficial to the Harris Green area and the future of a safer and more vibrant Victoria. We have received significant input and feedback from various stakeholders. Common themes we have heard relate to:

- parking
- building heights
- building separation
- public open space

The balance of this application will show how we have heard and responded to these concerns.

## COMMUNITY MEETING WITH DOWNTOWN RESIDENTS ASSOCIATION CALUC JULY 31<sup>ST</sup>

The community meeting was well attended and made the project available to a large group of well-organized residents. Many public features not seen previously in projects of this scale in Harris Green were shown and discussed for their civic importance and need in this location including the firehall, potential for a significant affordable housing component, and green space. Comments from the meeting are currently being prepared by the Downtown Residents Association for inclusion in the rezoning and OCP amendment process. At the time of application, comments and feedback have yet to be received.



JULY 31<sup>ST</sup> CALUC PRESENTATION AND MEETING



## iii. CONTEXT ANALYSIS

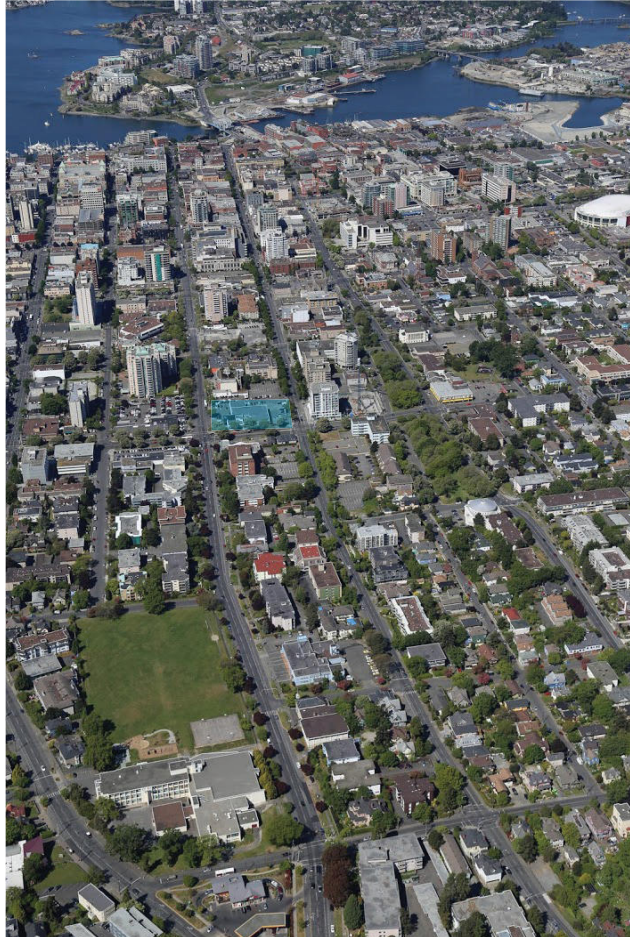
### SITE CONTEXT

The Cook Johnson Yates site is a part of the Harris Green district and located at the eastern edge of downtown Victoria. Cook, Johnson and Yates streets are all major arterial roads & thoroughfares, extending to the harbour, ocean front, and to other communities north and east of Victoria. Together, these impressive axes form a vital junction in a rapidly developing area.

For downtown Victoria, this location has great amenities and potential to be a success for residents, employees, and citizens in the area. A well-structured, mixed-use, urban development can also be a significant positive catalyst for the Harris Green district and for the future of city form in Victoria.

The site is in close proximity to major Victoria institutions, making it an excellent location for a comprehensive development serving the downtown and surrounding neighbourhoods.

The demographic of this area is changing fast. Gone are open lots with car dealerships and small service buildings set back from street frontages. Coming are families and people who wish live in a vibrant and very livable downtown with close access to the best Victoria has to offer. This location is one of the best in the downtown district and will form the gateway to downtown from the east, creating a distinctive silhouette on the Victoria skyline.



VIEW OF HARRIS GREEN AND GREATER VICTORIA

## SITE HISTORY

### 1060 YATES

As far back as 1903, fire insurance plans show small, residential structures on the property. These remained in place until the mid-1950's, at which point a larger commercial building to the south and smaller building to the west was constructed for wholesale business and unemployment insurance offices respectively. In addition, it was around this time that the history of automotive service began on the property with the operation of a car wash at the east corner of the property.

From the late 1950's through to present day, automotive dealerships have existed and been the main use on the property. In the mid-1960's after moving to Victoria to be the General Manager for Olson Motors, Peter Pollen Ford purchased 1060 Yates Street and shortly thereafter changed the name to Peter Pollen Ford.

Peter Pollen Ford operated on the lands for 20 years before Peter's retirement and successful City of Victoria Mayoral bid in 1981.

In 1988, Pacific Mazda began operations on the lands and has now operated and served its loyal customer base for over 30 years.

### 1025-1031 JOHNSON STREET

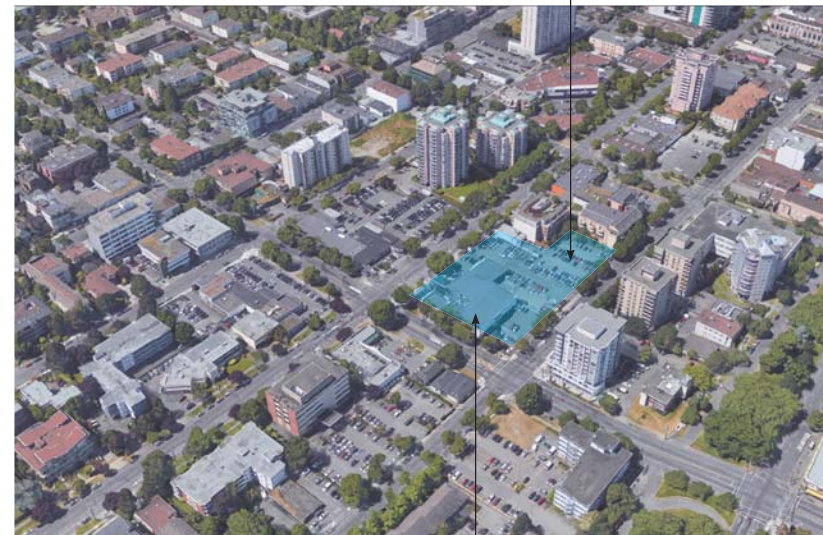
Similarly to 1060 Yates Street, records show 3 small, residential type structures on the property as far back as 1903. These structures remained on site through the mid 1950's until in 1969 when aerial photographs show the transition to a parking lot, which is today's present use.



HARRIS GREEN CA. 1900



OLSON MOTORS - 1060 YATES ST - CA. 1958



AERIAL OVER SITE

1060 YATES



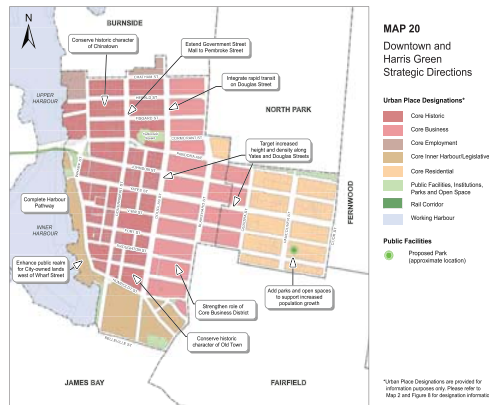
## OFFICIAL COMMUNITY PLAN

### OVERVIEW

The Official Community Plan describes a citywide policy framework and bylaw to move the city towards a sustainable community through planning and land-use management. The OCP is enacted through masterplans and local area plans, for Downtown and Harris Green specifically regarding this development.

Harris Green is identified as a key high density residential neighbourhood in the Urban Core, with a strategic direction to accommodate a significant share of the 50% forecast new population and housing growth earmarked for the Urban Core over the next 30 years.

The OCP designates the site as Core Residential and within Development Permit Area 3 (HC) - Core Mixed-Use Residential, anticipating multi-residential development along with other land uses, public amenities and services that help to develop complete communities.



OCP STRATEGIC DIRECTIONS

### SECTION 3 : VISION, VALUES AND GOALS

#### PLAN VALUES

The provision of housing in the downtown, plus the emergency services program help the City in achieving the following:

- 3.6 *Individual Well-Being: Help ensure that all residents have secure access to basic needs, such as food, housing and services, as well as the skills and abilities required to flourish.*
- 3.7 *Community Capacity Building: Strengthen the natural, human, economic, social and cultural resources of Victoria to build, develop, and shape a resilient community.*

The emergency service functions proposed for the site help the City respond to unpredictable circumstances (emergencies). The second floor of office space in the post-disaster building can accommodate city or other emergency service providers.

- 3.11 *Adaptive and Responsive: Remain flexible and adaptive and ensure that mechanisms are in place to deal with changing, unpredictable circumstances.*

There has been a coordinated, collaborative process in planning for the Phase 1 project including the proponent, multiple departments at the City, BC Ambulance and Pacifica Housing Advisory Association.

- 3.13 *Coordinated Planning: Work collaboratively with other agencies, levels of government and community stakeholders to coordinate plans, initiatives and programs.*

#### OCP PLAN GOALS

- Victorians move freely and efficiently via a safe, integrated and convenient network of public transit, bike routes, and a supportive, inviting pedestrian realm in preference to driving alone.
- Services, amenities, buildings, facilities, and public space are accessible.
- All residents have access to appropriate, secure, affordable housing.
- A wide range of housing types, tenures and prices gives residents choices.
- Victorians know their neighbours, are connected to communities of interest and have diverse opportunities for social interaction.
- Victorians can support themselves and their neighbours in difficult times.
- Victoria is a safe city, where everyone feels secure in public, in their homes, and workplaces.
- Victoria is prepared to deal with known hazards and emerging threats, to limit the diverse impacts of events and effectively manage emergencies.
- Victoria is able to respond rapidly and effectively to all emergencies, including events with long-term impacts and recovery times.

### SECTION 6 : LAND MANAGEMENT AND DEVELOPMENT

#### GENERAL DEVELOPMENT GUIDANCE

- 6.8 *Encourage the logical assembly of development sites that enable the best realization of permitted development potential for the area.*
- 6.9 *Give consideration to site-specific amendments to this plan that are consistent with the intent of the Urban Place Designations and that further the broad objectives and policies of the plan, as appropriate to the site context.*

#### URBAN CORE

- 6.10.4 *Accommodating and fostering a greater range of housing options throughout the Downtown Core Area, including non-market housing.*
- 6.10.10 *Improving vitality and livability within the Downtown Core Area through initiative and strategies to create an attractive and functional public realm, well-designed and diverse built forms, a range of amenities to serve the daily needs of residents, businesses and visitors and an improved local economy*
- 6.10.11 *Providing a careful transition of use intensity, development density and building height to adjacent areas.*

### SECTION 18 : EMERGENCY MANAGEMENT

#### SEISMIC HAZARD AREAS

- 18.14 *Continue to strengthen the resiliency of civic buildings, structures, and infrastructure to seismic events through high standards and allocated resources for physical upgrades.*
- 18.15 *Develop and adopt a policy that requires new civic buildings, structures, and infrastructure to achieve post-seismic standards, as appropriate to the function and scale of each facility.*

#### EMERGENCY SERVICES

- 18.19 *Consider upgrading or replacing Fire Hall No. 1 with a new facility that meets the present and future requirements of the Victoria Fire Department for service delivery.*

## DOWNTOWN CORE AREA PLAN

### DCAP OVERVIEW

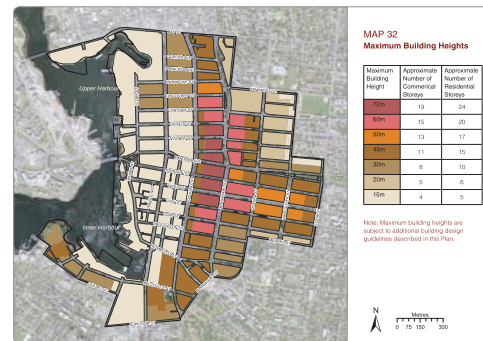
The Downtown Core Area Plan is concerned with locating building density, height, massing, and setbacks to create successful urban development and achieve the density goals for each district.

The DCAP includes Harris Green as the largest district, a Residential Mixed Use District supporting mid and high-rise residential construction. The project site is along the major east west street in the Harris Green District, with numerous high rise residential projects underway in the immediate area.

This proposed development plans to follow and build within the DCAP. All proposed development is to conform to the DCAP and rules concerning density, height, and setbacks, as well as more specific goals of the DCAP.

According to DCAP, this block forms a defining piece of the east end of downtown core, a gateway to downtown Victoria from surrounding areas. The skyline to Victoria is easily seen from the Rockland Water Tower.

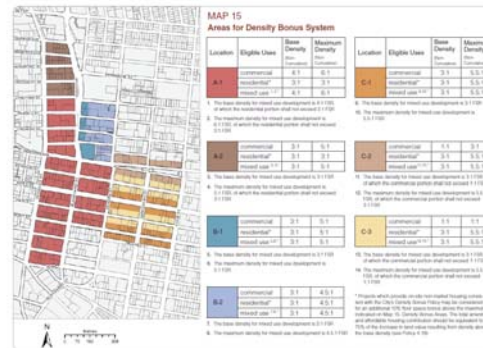
In referencing values identified within DCAP, this project addresses key challenges for the next 30 years.



DCAP MAXIMUM BUILDING HEIGHTS

### STRATEGIC GOALS

- 1.1. Ensuring the Downtown Core Area has enough residential and office space available to keep up with short- and long-term growth forecasts and remain the preferred location for Provincial Government offices, services and associated institutional buildings.
- 4.1. Encouraging high quality architecture and diversity in the design of buildings and surrounding public areas.
- 4.3. Supporting context-sensitive developments that complement the existing Downtown Core Area through siting, orientation, massing, height, setbacks, materials and landscaping.
- 5.1. Developing diverse housing types and sizes to attract both individuals and families, including smaller units as well as rowhouses, townhouses and stacked townhouses.
- 5.3. Supporting new residential development that integrates a blend of market and non-market housing.





## AMENITIES & TRANSPORTATION

The proposed site boasts some of the best amenities in Victoria. All of downtown's public, cultural, historical, and service locations are within easy reach by foot or transit. The city's greatest concentration of streetside business and establishments are spread throughout the surrounding blocks. Overall, public infrastructure is superior and the site is well-served.

Bordered by three major arterial roads in and out of downtown, Cook, Johnson and Yates carry substantial traffic and transit capacity. All sides of the site are accessible to passenger and commercial vehicles 24/7 for loading, parking, and curbside delivery. With good access to good roads at a good location, all factors contribute to good site exposure and connectivity.

A legend below describes the parking, bus, regional transit and vehicular connections on and off site, as well as other destinations:

### LEGEND

- Arterial Street
- - - Secondary Arterial
- Collector Street
-  Bus Stop
-  Bus Route
-  Driving Distance

- SCHOOLS
  - 1. Central Middle School
  - 2. Victoria High School
  - 3. George Jay Elementary
- HEALTH/WellNESS
  - 4. Royal Athletic Park
  - 5. Crystal Pool
  - 6. Memorial Arena
  - 7. YMCA
  - 8. Iyengar Yoga Centre
  - 9. Moksha Yoga
  - 10. Shelbourne Physiotherapy
  - 11. Equilibrium Massage Therapy
- CULTURAL
  - 12. Victoria Conservatory of Music
  - 13. Art Gallery of Greater Victoria
  - 14. Capitol Ballroom

- MARKETS
  - 15. Market on Yates
  - 16. Wellburn's Market
  - 17. Maggie's Market + Groceries
  - 18. London Drugs
  - 19. Rexall
  - 20. Lallicare pharmacy
  - 21. Ageless Living Market
- SERVICES
  - 22. Laundrolounge
  - 23. One Hour Cleaners
  - 24. Gemi Hair
  - 25. Gallery Salon
  - 26. Status Barber Shop
  - 27. Luv Hair Salon
-  HISTORICAL BUILDINGS
  - A. Mount Edwards Court
  - B. 916 Pandora Ave (Shatterbox Coffee)
  - C. 1050-58 Pandora Ave
  - D. 1007 Johnson St
  - E. 1023-25 Fort St
  - F. 1030 Cook Street

- RESTAURANTS
  - 28. Bin 4 Burger Lounge
  - 29. Moxie's Grill and Bar
  - 30. La Tortilla Mexicana
  - 31. Sen Zushi
  - 32. Bubby Rose's Bakery + Café
  - 33. Ithaka Greek
  - 34. Pluto's
  - 35. Subway
  - 36. The Mantra Indian Cuisine
  - 37. J&J Wonton Noodle House
  - 38. Taco Justice Food Truck
  - 39. Standard Pizza
  - 40. McDonald's
  - 41. Shatterbox Coffee
  - 42. Wildfire Bakery
  - 43. Domino's
  - 44. Futaba Japanese
  - 45. Floyd's Diner
  - 46. Sakura Sushi and Grocery
  - 47. COB's Bakery
  - 48. Persian Kabab
  - 49. Capricorn Café
  - 50. Sookjai Thai
  - 51. Saigon Night
  - 52. Café Brio
  - 53. Panago Pizza



## WALKABILITY + BIKE ROUTES





Presently, walkability for the area is exceptional with large roads served by typical sidewalks with well grown trees. This contributes to localized access to amenities.

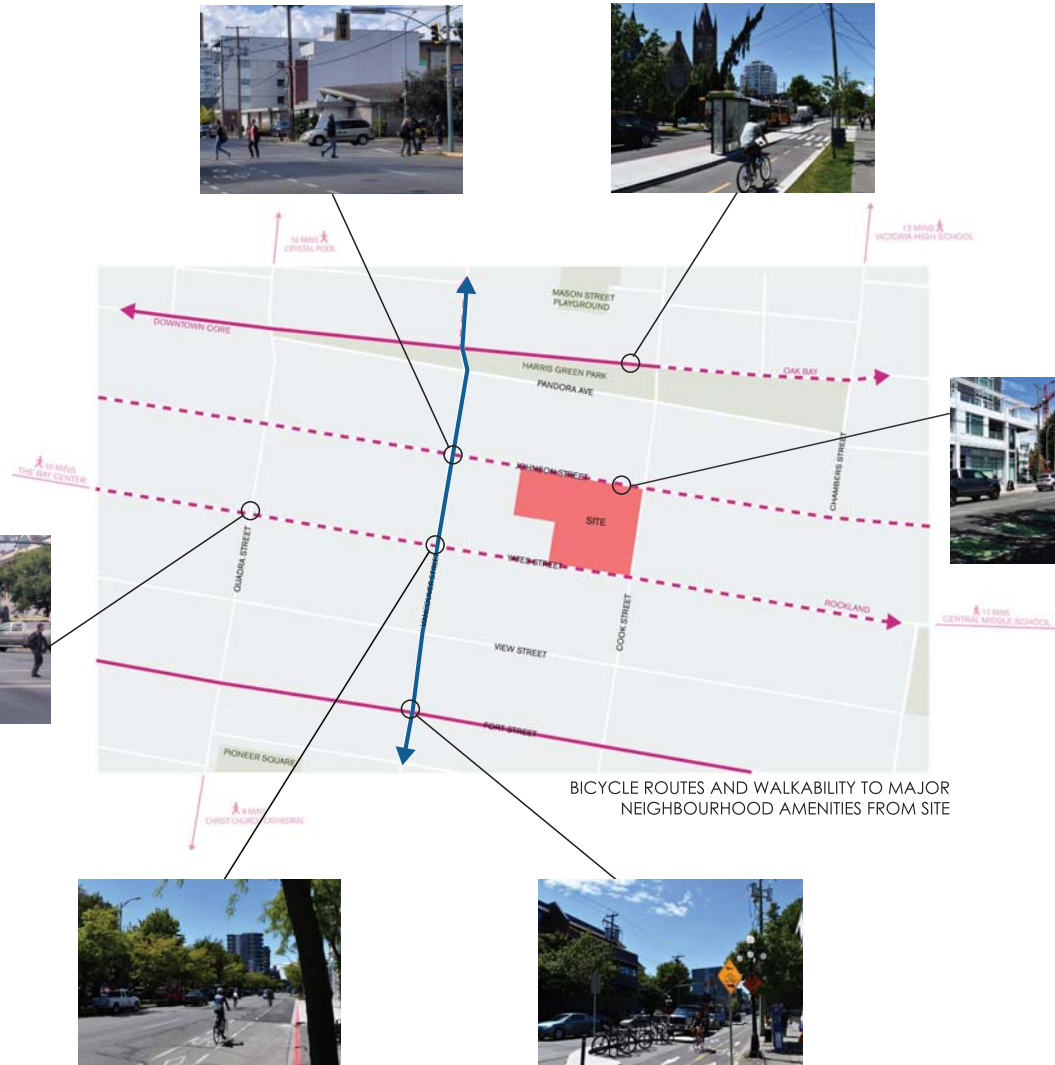
The proposed development will vastly improve walkability on the entire block, adding much needed life and captured public space, to create a lively urban streetscape with connections to downtown. Several new residential development high-rise projects underway on the next block will add continuity to the walking environment.

Bikes fall into this category as well. The area's cycling network is robust with hard and soft bike paths. Cyclists and pedestrians are more in scale with each other, so combined they add life and variety to the streetscape. The streetscape is changing fast in Victoria, especially in this area around downtown, where new bike lanes and landscaped sidewalks in a well-defined downtown core are quickly creating a new, modern, younger identity.

A legend below describes parks, shopping streets, alleys, bike lanes and paths, connectors and public spaces walking, as well as other services and destinations:

### LEGEND

-  Protected Bike Path - Proposed
-  Protected Bike Path
-  Conventional Bike Path
-  Estimated Walking Time





## iv. DESIGN RATIONALE



ARTISTIC RENDERING OF POSSIBLE BUILDING FORM



## EXISTING ZONING AND CITY POLICIES

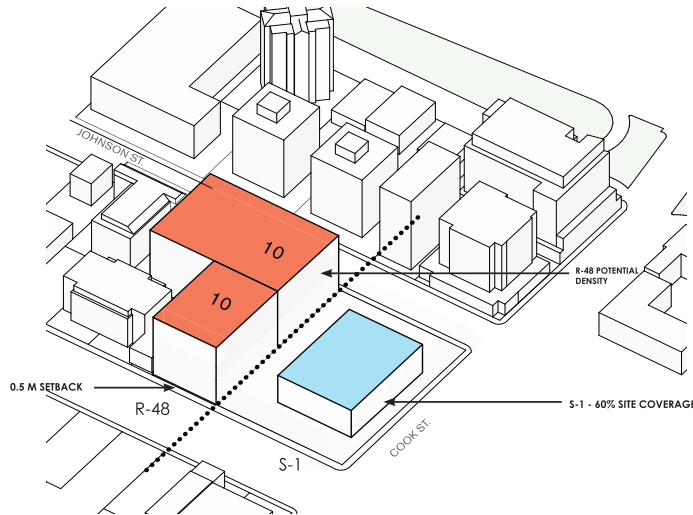
### DEVELOPMENT POTENTIAL AND MASSING - EXISTING ZONING

The first step in the planning for the site was to look to the development potential and massing under existing zoning.

The R-48 Zone does not prescribe a maximum density through a floor space ratio (FSR) calculation. Instead, standard practice is to determine the "theoretical" FSR based on the height and setback regulations as they relate to the subject property. The R-48 Zone stipulates a maximum height of 30m (10 storeys) front yard set backs of 0.5m for mixed use buildings, with no requirement for side and rear yard setbacks. An analysis has been completed showing that the theoretical density for those portions of the subject property zoned R-48 to be an FSR of 9.8:1.

The S-1 Zone stipulates a maximum height of 15m (5 storeys) and an FSR of 1.5:1

Gross Floor Area:	33,930 m <sup>2</sup>
Overall site FSR:	5.1:1



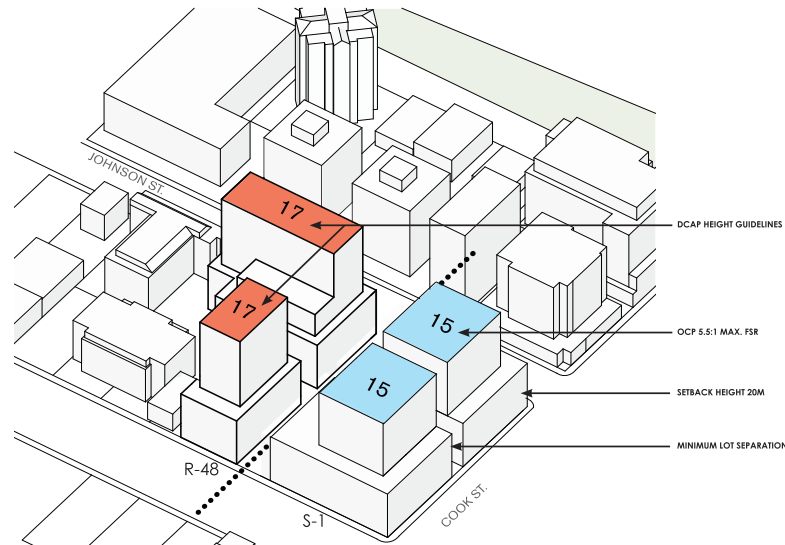
### DEVELOPMENT POTENTIAL AND MASSING – EXISTING ZONING AND CURRENT POLICY

We then look to the goals and directions set out in the OCP and DCAP to determine the development potential for the S-1 Lands and to shape the theoretical density on the R-48 Lands according to current policy.

The massing and theoretical density on the R-48 lands are formed according to the DCAP guidelines for height, setbacks and floorplate sizes. This creates two 17-storey residential towers with retail at grade, at a density of 9.0:1 FSR. Setbacks are more generous with retail at grade.

The massing and density of the S-1 lands are formed according to DCAP and OCP guidelines for density, height, setbacks and floorplate sizes. This creates two stepped, 15-storey towers achieving the maximum density of 5.5:1 identified by DCAP.

Overall Development Area:	50,890 m <sup>2</sup>
Overall site FSR:	7.1:1



#### PART 3.67 - R-48 ZONE, HARRIS GREEN DISTRICT

Uses	1	The following uses are the only uses permitted in this zone:
	(a)	residential, including without limitation, <u>multiple dwellings</u> , rest homes, nursing homes, <u>hostels</u> , and care facilities;
	(b)	institutions of a religious, educational, charitable, or philanthropic character;
	(c)	offices, banks, and financial institutions;
	(d)	retail;
	(e)	<u>restaurants</u> ;
	(f)	personal services;
	(g)	theatres, auditoriums, and places of recreation;
	(h)	day care;
	(i)	<u>home occupations</u> ;
	(j)	<u>high tech</u> ;
	(k)	<u>call centre</u> ;
Location of Use Within Building	3	A non-residential use, excluding <u>home occupations</u> , may be located only in a <u>basement</u> or on a first or second <u>storey</u> .
Density	4	(1) The <u>floor area</u> of office use on a <u>lot</u> , excluding <u>home occupations</u> , must not exceed 60% of the <u>area</u> of the <u>lot</u> . (2) The <u>floor area</u> of a non-residential use on a <u>lot</u> , excluding that used for <u>underground parking spaces</u> and <u>home occupations</u> , must not exceed 50% of the <u>floor area</u> on the <u>lot</u> .
Height	5	(1) Where a <u>building's</u> first <u>storey</u> use along a <u>street</u> is not primarily retail or <u>restaurant</u> , the <u>height</u> of the <u>building</u> must not exceed 27m nor 9 <u>storeys</u> . (2) Where a <u>building's</u> first <u>storey</u> use along a <u>street</u> is primarily retail or <u>restaurant</u> , the <u>height</u> of the <u>building</u> must not exceed 30m nor 10 <u>storeys</u> .
Setback	6	The <u>setback</u> must be at least: (a) 0.5m from a <u>front lot line</u> for a <u>building</u> in which the first <u>storey</u> is not used for residential purposes; (b) 3.5 m from a <u>front lot line</u> for a <u>building</u> in which the first <u>storey</u> is used for residential purposes.
Parking	7	No parking is required on a <u>lot</u> .

#### PART 7.6 – S-1 ZONE – LIMITED SERVICE DISTRICT

Permitted Uses	1	The following uses are permitted:
	(a)	automobile, truck, trailer and other chattel rentals;
	(b)	bakeries;
	(c)	banks and other financial institutions;
	(d)	churches and places of worship;
	(e)	professional services;
	(f)	carpet cleaning;
	(g)	<u>clubs</u> ;
	(h)	recreation and entertainment services;
	(i)	dye works and dry cleaning;
	(j)	washing of motor vehicles;
	(k)	<u>garages</u> , excluding impound <u>lots</u> and the storage of damaged vehicles in any <u>yard</u> ;
	(l)	laundries;
	(m)	milk processing and distribution stations;
	(n)	printing and publishing establishments;
	(o)	quick freeze locker plants;
	(p)	<u>restaurants</u> ;
	(q)	taxi offices;
	(r)	tire vulcanizing;
	(s)	wholesale and retail sales;
	(t)	parking facilities, including <u>buildings</u> and places for the parking of vehicles, but excluding impound <u>lots</u> and the storage of damaged vehicles in any <u>yard</u> ;
	(u)	offices;
	(v)	servicing and repair of goods;
	(w)	uses incidental to any of the above uses;
	(x)	<u>high tech</u> ;
	(y)	<u>call centre</u> ;
Height	2	(1) Subject to the provisions of this section, no <u>building</u> shall exceed 15m in <u>height</u> . (2) Where a <u>lot's</u> <u>internal boundary</u> adjoins the <u>rear lot line</u> of a <u>lot</u> zoned for predominantly residential purposes, the maximum height of any part of a <u>building</u> within 7.6m of the <u>internal boundary</u> shall not exceed 4m.
Site Coverage	(3)	No <u>lot</u> shall have a <u>site coverage</u> greater than 60%.
Floor space ratio	(4)	The <u>floor space ratio</u> of all <u>buildings</u> on a <u>lot</u> shall not exceed 1.5 to 1

## SHAPING DENSITY

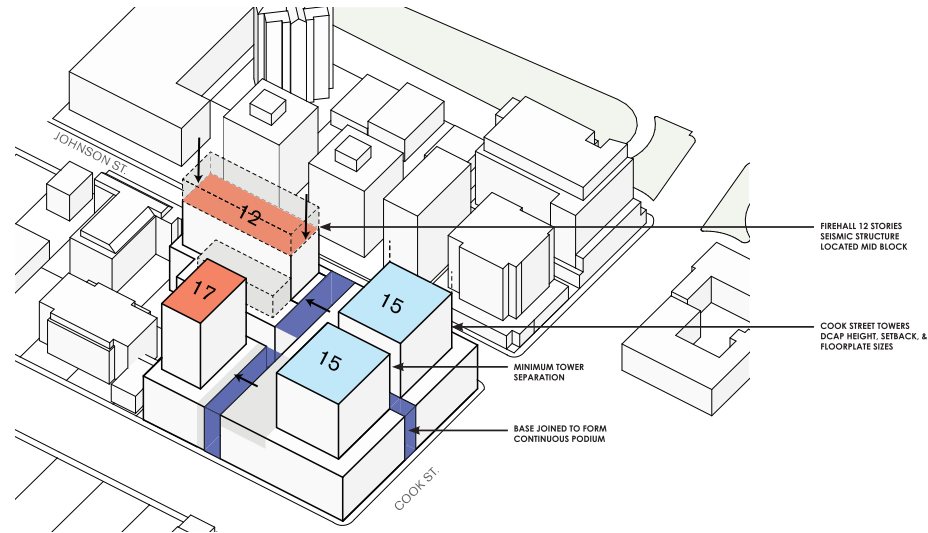
### INTRODUCTION OF THE FIRST PHASE (FIREHALL, OFFICE AND RESIDENTIAL)

Next, we introduce the siting and massing requirements for the Firehall, which is to be located on the mid-block of Johnson Street for operational reasons. Due to the structural requirements of constructing this building to post-disaster seismic requirements of the Building Code, the achievable height is limited to 12 stories in an area where the DCAP contemplates maximum heights of 17 storeys. The density that could otherwise be constructed on this area is applied to the balance of the site.

The lower portion of the towers are joined to form a continuous podium. The site now has a continuous perimeter, but tower separation is still at a minimum.

Gross Floor Area: 51,200 m<sup>2</sup>

Overall site FSR: 7.1:1



### TOWER SEPARATION AND MASSING REFINEMENT

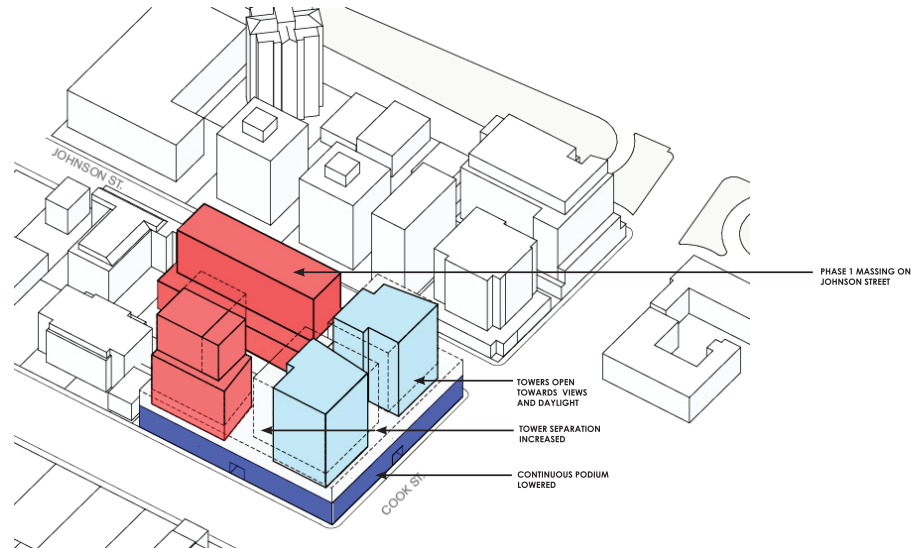
The massing is further refined to reflect the anticipated massing for first phase of development along the mid-block of Johnson. Podium height comes down according to function and adjoining urban fabric, creating a continuous facade and scale in the neighbourhood.

The towers are trimmed towards views. In addition, in our common consultations it was desired to have maximum tower separation, allowing view corridors that provide access to daylight through the site.

The massing shown conforms to DCAP guidelines for height, setbacks and floorplate sizes, except the Phase 1 building, which exceeds the floorplate size above the podium levels.

Overall Area: 49,630 m<sup>2</sup>

Overall site FSR: 6.9:1





## RESPONSIVE DENSITY

Finally, the massing is further refined to accommodate the proposed first phase of development and to demonstrate the development potential for the balance of the site which conforms or improves upon DCAP heights, set backs and tower separation.

The low continuous podium and slender towers with good separation are an efficient form for density at this scale. Building heights and form can be layered into vertical neighbourhoods, responsive to surrounding buildings and context. Overall site density can be used to create consistent urban form with an active and vibrant city street front using a continuous overhang and setback at street level.

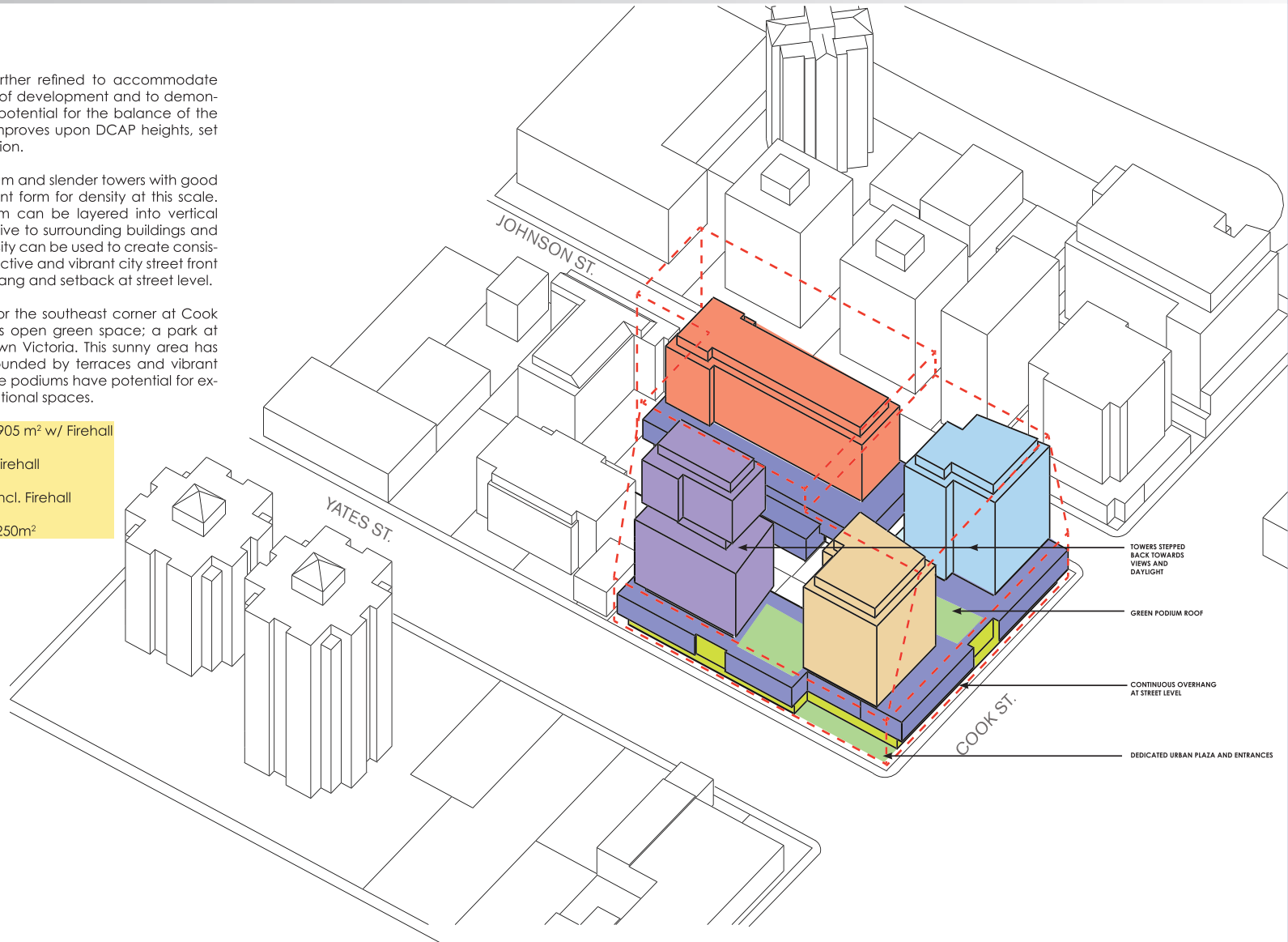
There is an opportunity for the southeast corner at Cook and Yates to be used as open green space; a park at the gateway to downtown Victoria. This sunny area has the potential to be surrounded by terraces and vibrant street-level businesses. The podiums have potential for extensive green and recreational spaces.

Overall Building area: 48,905 m<sup>2</sup> w/ Firehall

Overall site FSR: 6.8:1 w/ Firehall

Overall site FSR: 6.26 not incl. Firehall

Dedicated Urban Plaza: 250m<sup>2</sup>



## RESPONSIVE DENSITY - ALTERNATE 1

This illustration shows an alternate potential massing that could be possible within the proposed zoning.

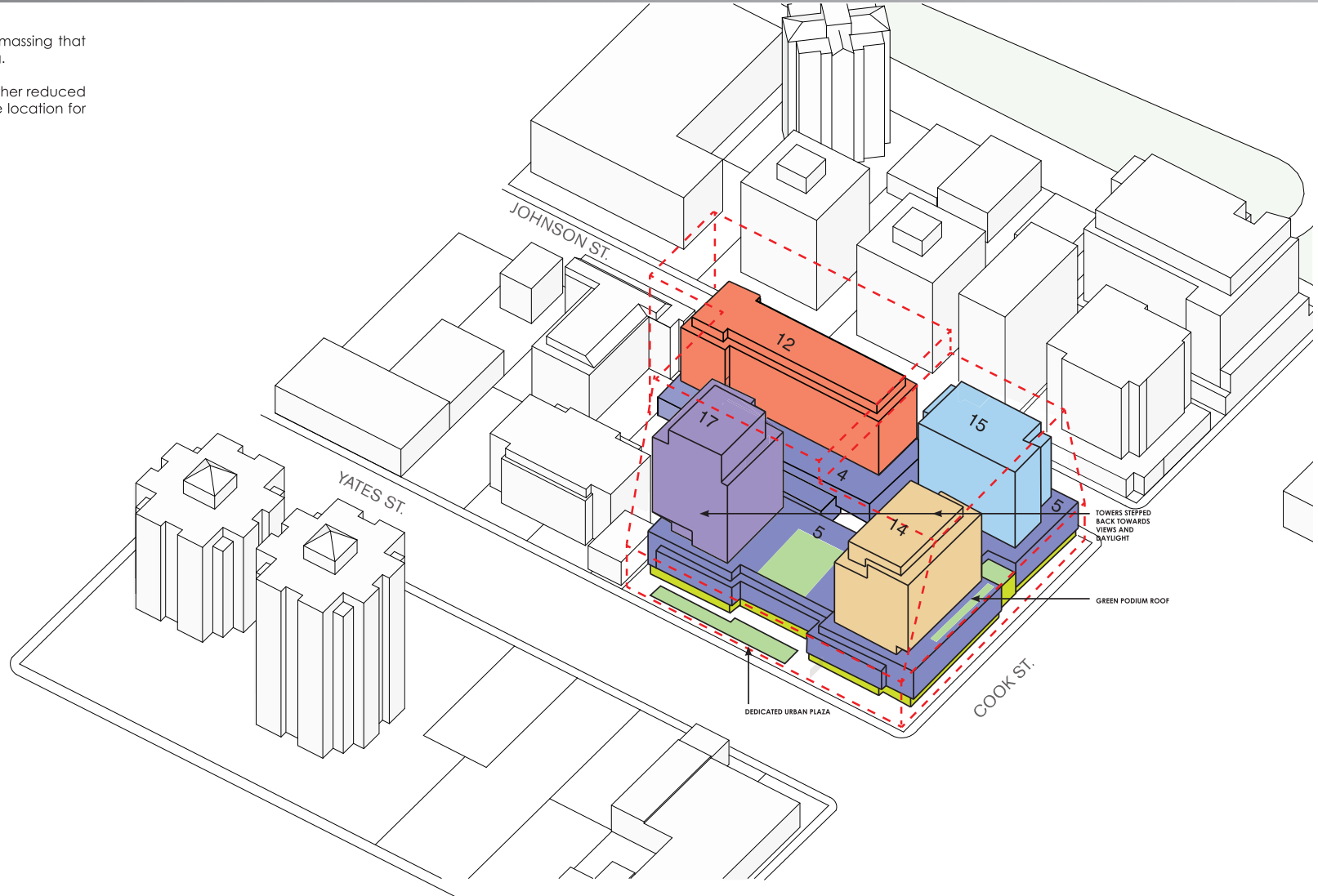
Variations include a 5 storey podium and further reduced massing of towers. Also shown is an alternate location for the open green space.

Overall Building area: 48,905 m<sup>2</sup> w/ Firehall

Overall site FSR: 6.8:1 w/ Firehall

Overall site FSR: 6.26 not incl. Firehall

Dedicated Urban Plaza: 250m<sup>2</sup>





## RESPONSIVE DENSITY - ALTERNATE 2

This illustration shows an alternate potential massing that could be possible within the proposed zoning.

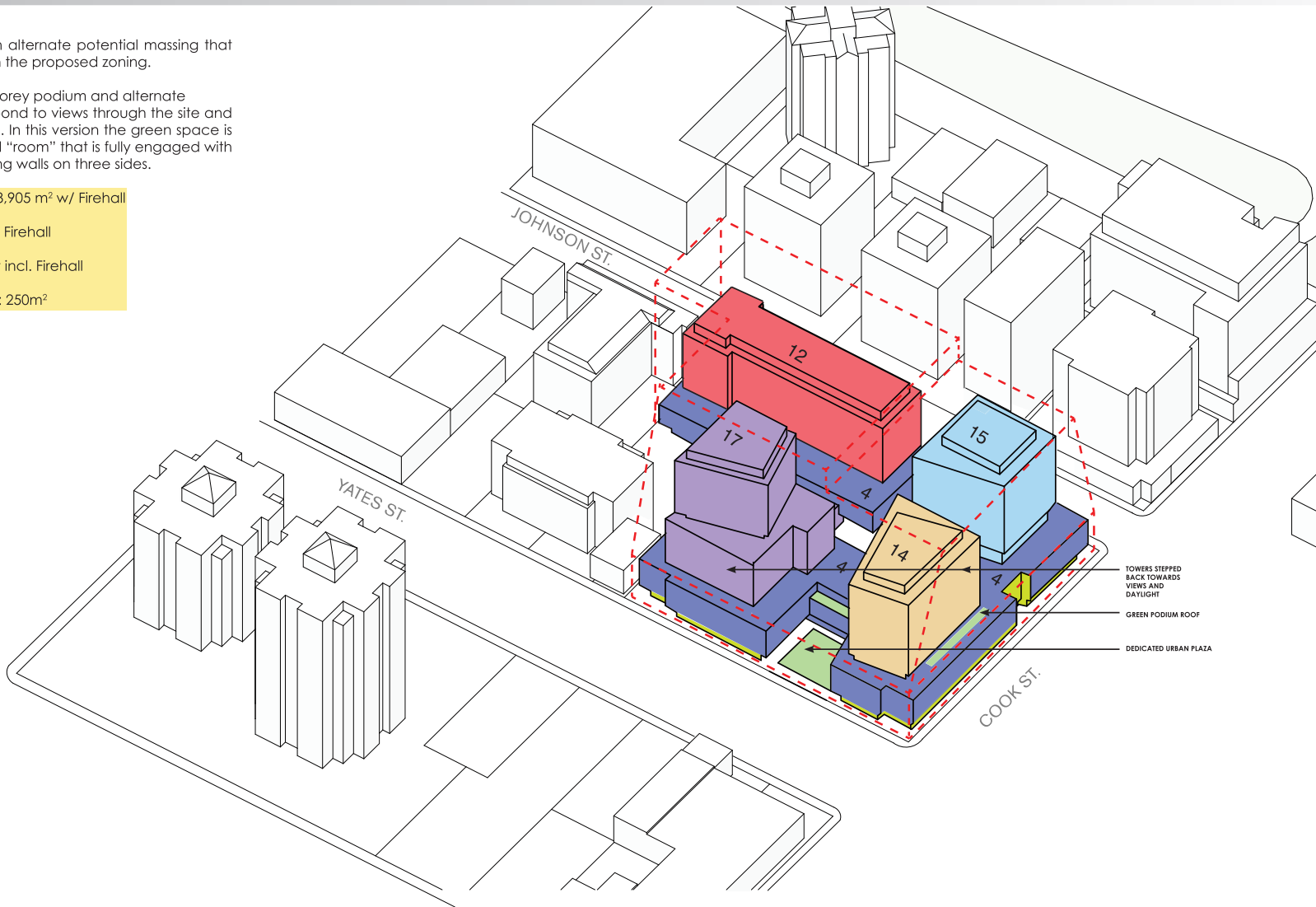
Variations include a 4 storey podium and alternate tower massing that respond to views through the site and architectural expression. In this version the green space is shown as a well defined "room" that is fully engaged with the development, having walls on three sides.

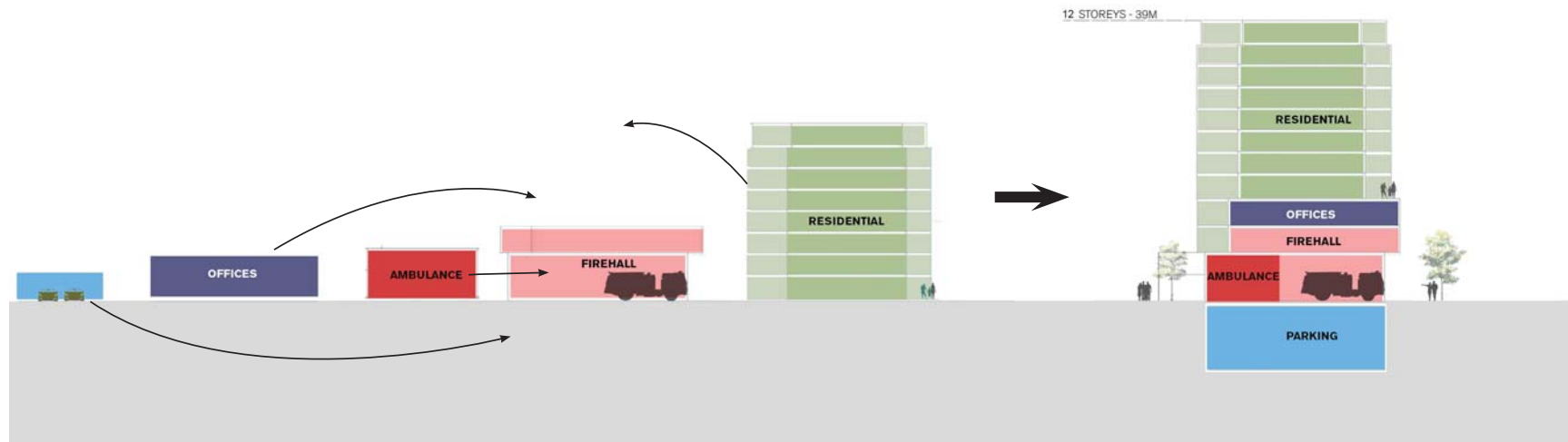
Overall Building area: 48,905 m<sup>2</sup> w/ Firehall

Overall site FSR: 6.8:1 w/ Firehall

Overall site FSR: 6.26 not incl. Firehall

Dedicated Urban Plaza: 250m<sup>2</sup>





VERTICAL COMMUNITIES - STACKING





ILLUSTRATION OF POSSIBLE DEVELOPMENT

## PLACES OF INSPIRATION



**WARM, BRIGHT SPACES WITH TRUE MATERIALS**  
CAFE MELBA AT GOODMAN ARTS CENTRE  
DESIGNPHASE DBA  
SINGAPORE



**PATTERNS OF SCREENS IN NATURAL MATERIALS**  
MILANOFIORI RESIDENTIAL COMPLEX  
OPEN BUILDING RESEARCH  
MILAN, ITALY



**FLOATING OVERHANG AT STREET LEVEL**  
CENTRALCON SHANGSHA PROJECT 1  
AEDAS  
SHENZHEN, CHINA



**LANDSCAPING BUFFERS WITH STREET TREES**



**URBAN FIREHALL**  
WEST END 50  
TEN ARQUITECTOS  
WASHINGTON, DC





**VERTICAL COMMUNITIES**  
 RYERSON UNIVERSITY  
 PERKINS + WILL  
 TORONTO, ON



**ROOFTOP OASIS**



**POROSCAPE**  
 YOUNGHANCHUNG ARCHITECTS  
 SEOUL, SOUTH KOREA



**THE HIGH LINE - ELEVATED GREEN SPACE**  
 JAMES CORNER FIELD OPERATIONS / DILLER SCOFIDIO + RENFRO  
 NEW YORK, NY

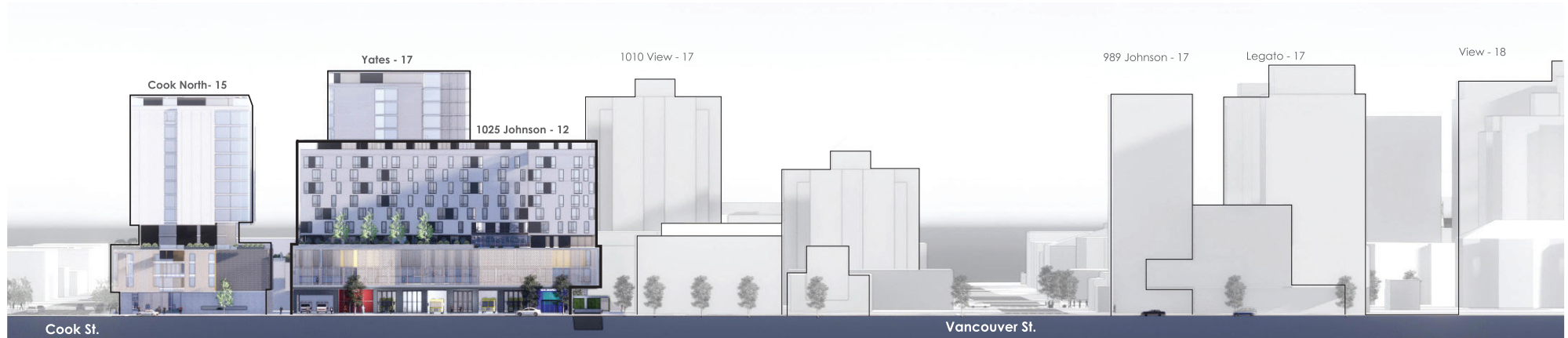


**URBAN PLAZA**  
 FIRST CONGREGATIONAL UNITED CHURCH  
 CUNNINGHAM / QUILL ARCHITECTS  
 WASHINGTON, DC

## BUILDING HEIGHTS - SKYLINE ANALYSIS

### RESPOND TO NEIGHBOURING BUILDING HEIGHTS

The 4 towers on top of a continuous podium are all within DCAP heights, floorplate sizes, and the allowable number of stories. Building heights along Johnson and Yates respond to neighbouring building heights while allowing more daylight and views, descending to the north. All heights shown in elevations are for illustrative purposes



POSSIBLE ELEVATION ALONG JOHNSON STREET WITH NEIGHBOURING BUILDING HEIGHTS

Building heights along Cook St follow the edge and rhythm of the downtown core from Pandora St. south, following new development in this area. All heights shown are approximate, based on city digital model.



POSSIBLE ELEVATION ALONG COOK STREET WITH NEIGHBOURING BUILDING HEIGHTS



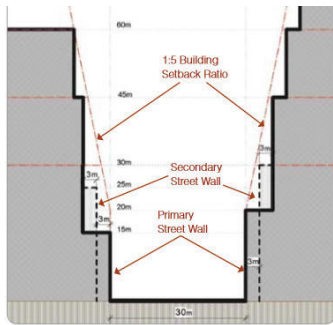
## SETBACKS AND TOWER SEPARATION

### USE SETBACKS FOR OPEN SPACES

The site follows primary and secondary setbacks for the Yates, Johnson and Cook Street corridors.

Each setback is also expressed as open space, where decks and terraces allow more open access to the exterior. In addition, a continuous setback / overhang at street level gives cover and room for outdoor terraces.

Site sections and street setback profiles are shown in the drawing set.

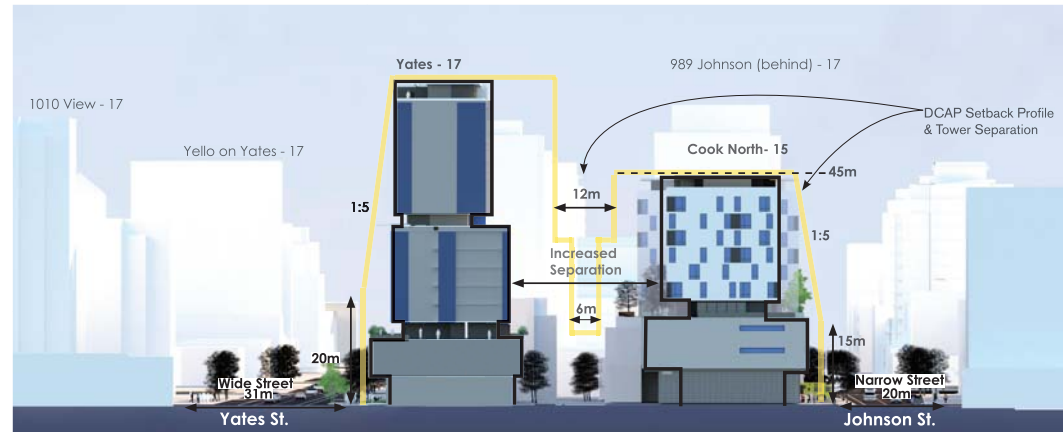


DCAP SETBACK PROFILE - WIDE STREET

### GENEROUS TOWER SEPARATION

A continuous podium allows for better tower separation above. Distances between towers are shown for illustrative purposes.

As the towers sit on a podium, the apparent separation is even greater, as the space between towers is also shorter. This allows a more humane proportion to the space between, and for towers to be oriented towards view corridors and shaped by surroundings.



N-S BUILDING SECTION - POSSIBLE SETBACKS AND BUILDING HEIGHTS



E-W BUILDING SECTION - POSSIBLE SETBACKS AND BUILDING HEIGHTS

## SUSTAINABLE BUILDING FEATURES

### WHAT IS SUSTAINABILITY NOW?

The idea of sustainability has changed in recent years. From sustainability being primarily environmental and focused on energy issues several years ago, sustainability has evolved to include social dimensions and life cycle. These new sustainable parameters include both the life and function of buildings and their larger role in the built environment.

### SOCIAL & CIVIC SUSTAINABILITY

This large, comprehensive development houses several important civic and semi-public functions, including the firehall and housing. These make up over 20 percent of the entire development, forming a significant portion of the overall area, and thereby playing an integral part in the local city fabric.

### MIX & LONGEVITY OF BUILDING

The mix of diverse & socially sustainable functions in a large urban project help ensure the project will be relevant for years to come. Recent projects in Harris Green have contained residential uses only and there is now single purpose "fatigue" which can often plague high density residential areas. The inclusion of large public and civic functions in the podium level will diversify the streetscape and give life to the project through all hours of the day.

The Phase I Post-Disaster seismic building offers both a public safety and longevity function which both play a vital role in maintaining the integrity of the Downtown Core Area over the long-term.



ARTISTIC RENDER OF PHASE 1 - VICTORIA FIREHALL NO. 1



## PODIUM LANDSCAPING & GREEN STREETSCAPES

The increased setback at street level creates the opportunity for high quality, well defined hard and soft landscaping areas creating places for people who live and work in the development as well as all residents and visitors of Victoria to gather and enjoy outdoor life in the city.

Rainwater captured from rooftops and ground surfaces will be integrated into the design of the public realm using raingardens. Water can be reintroduced to the underground water hydrology, resulting in a healthier system than what currently exists of the predominantly paved site.

The top of the podium level will provide semi-private landscaped areas. Carefully planned common areas will be designed to encourage interaction between residents and workers in the development. Rainwater can be used for irrigation. Plants will be selected to minimize water demand, provide visually pleasing spaces for residents, views from below, and habitat for pollinators and other critters that are essential for a healthy urban ecosystem.

## PROPOSED PARKING

The development is designed in accordance with the new Schedule-C for off-street parking in Victoria. Despite no requirement for parking for R-48 zones, the development will adhere to the parking numbers prescribed in schedule C in effect for 2018. The development will be able to include 2 stories of underground parking under the majority of the site. Each phase will be planned with the potential for connection to adjacent phases which will reduce the number of driveway access points at grade.

Parking for Phase 1 on Johnson Street for the Firehall and housing is proposed to include 116 spaces on 2 levels of underground parking.

## BICYCLE AND SCOOTER PARKING

Ample bicycle and scooter parking will be available around the entire site. The bicycle parking will include both class 1 & 2 as defined by the Schedule-C bylaw and will be well spread out and accessible.

Phase 1 bicycle parking will be located at street level and in the upper of the underground parking.



ARTISTIC RENDER OF POSSIBLE GREEN SPACE AT STREET LEVEL AND AT TOP OF RAISED PODIUM



PHASE 1 - UNDERGROUND PARKING AND BICYCLE STORAGE

## PUBLIC AMENITIES

### URBAN FIREHALL

The new Firehall provides an important civic presence on the street 24/7. In a building designed to seismic structure capacity, the firehall building is a solid and reliable beacon in the neighbourhood.

The firehall will have on-street presence and transparency, showing off the technology and equipment in modern, compact layouts. The space is clean and bright, making the neighbourhood more safe and secure.

In a mixed use building with offices and housing, the firehall will be a good neighbour. An agreement will be implemented to ensure negative impacts due to activity and noise are mitigated.



**CONTEMPORARY FIREHALL**  
STEVESTON FIREHALL 2  
HCMA ARCHITECTURE AND DESIGN  
RICHMOND, BC



**URBAN FIREHALL**  
WEST END 50  
TEN ARQUITECTOS  
WASHINGTON, DC



**CONTEMPORARY FIREHALL**  
VIEW ROYAL PUBLIC SAFETY BUILDING  
HCMA ARCHITECTURE AND DESIGN  
VIEW ROYAL, BC

### HOUSING

The housing proposed for Phase 1 provides much needed living space for individuals and families in the downtown core. This housing targets a key sector of the Harris Green residential vision and provides life and diversity in the neighbourhood.

Presently the applicant is working in conjunction with a local not for profit housing provider to deliver some or all of the 130 residential homes as affordable housing. The provision of this affordable housing is contingent upon approvals from upper levels of government.



**MIDRISE SUSTAINABLE PUBLIC HOUSING**  
GREENSQUARE DWELLINGS  
FLINT ARCHITECTS  
MONTPELLIER, FRANCE



**MIDRISE DEVELOPMENT**  
60 RICHMOND HOUSING COOPERATIVE  
TEEPLE ARCHITECTS  
TORONTO, ON

## DEDICATED RECREATION SPACE - PLAYAREA & DOG RUN

Atop the podium of the Phase 1 building is an indoor common area flanked on either side by landscaped outdoor recreation areas for use by the residents of the tower above. To the north is substantial dog run and to the south is a landscaped terrace and children's play area. Both areas are heavily landscaped to give the sense of an a street level experience. Firehall operations require that there be a 6m set back at street level for the apron, where some of the cleaning, daily check overs and maneuvering of apparatus takes place. This limits opportunities for landscaping and community space at grade.



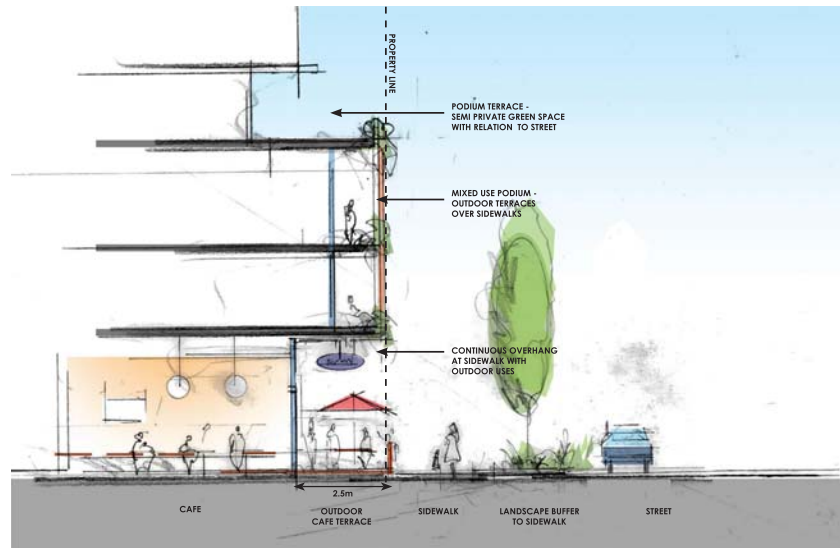
URBAN DOG RUN - PLACES FOR DOGS AND PEOPLE TO MEET

## OFF-STREET PARKING

The existing R48 zone has no parking requirement. The applicant is proposing that the new site specific zone require parking for the entire development site to be provided in accordance with Schedule C – Off Street Parking. Within the first Phase of the proposed development, the applicant is proposing parking for both residents and occupants off the building as well as the general public.

## CAPTURED PUBLIC SPACE - CONTINUOUS STREET LEVEL SETBACK

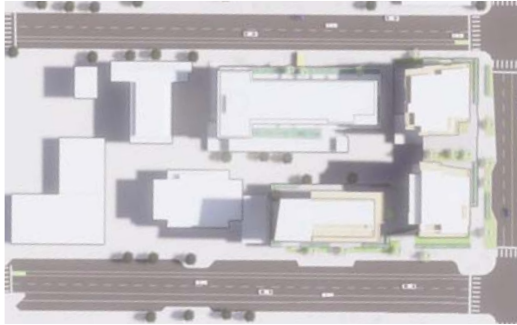
Looking at the site as a cohesive development, a unifying raised podium with zero side-yard setbacks at lower levels can be achieved to ensure captured public space through all phases of the proposed development. Taking direction from DCAP and the OCP, this application proposes a consistent 2.5m minimum front yard setback at grade. This raised podium approach with greater street level setbacks creates wider street level spaces with semi covered outdoor terraces, contributing to an improved pedestrian experience.



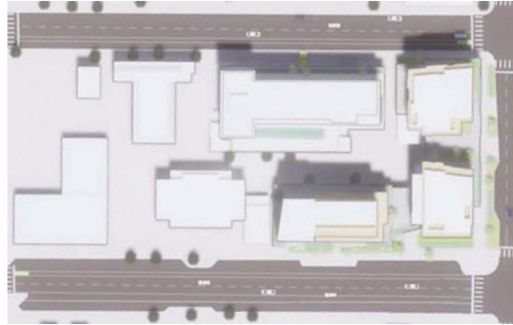
SKETCH SECTION - STREET SECTION - PLACES FOR URBAN LIFE



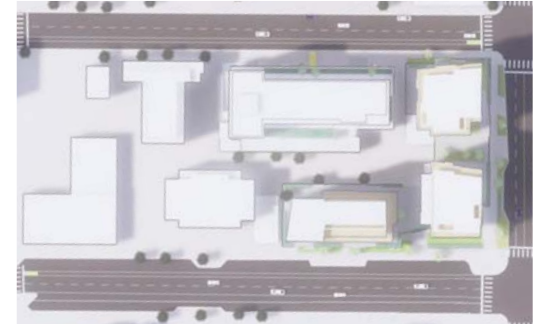
## SHADOW ANALYSIS



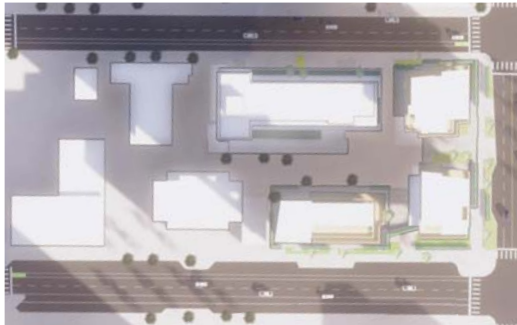
SUMMER SOLSTICE - 9 AM



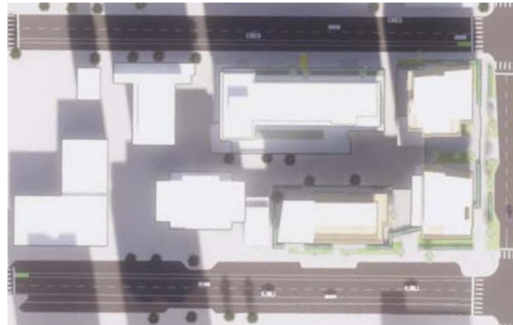
SUMMER SOLSTICE - 12 PM



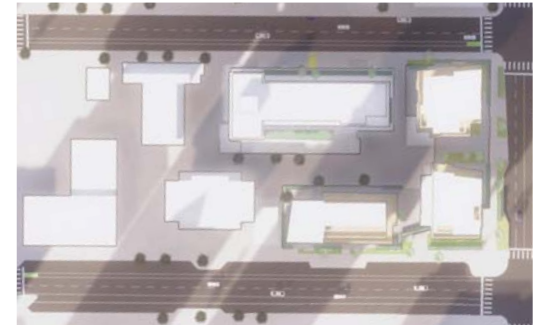
SUMMER SOLSTICE - 3 PM



WINTER EQUINOX - 9 AM



WINTER EQUINOX - 12 PM



WINTER EQUINOX - 3 PM

## iv. SITE MASTERPLAN

### PROGRAMMING

1: The master plan for the site proposes a variety of designated uses, located around three major arterial boulevards at the edge of downtown Victoria. These will include residential dwellings of several types across the site, commercial & professional offices, public buildings, retail spaces including food & beverage establishments, potential for indoor recreational spaces, public walkways and last but not least, a firehall.

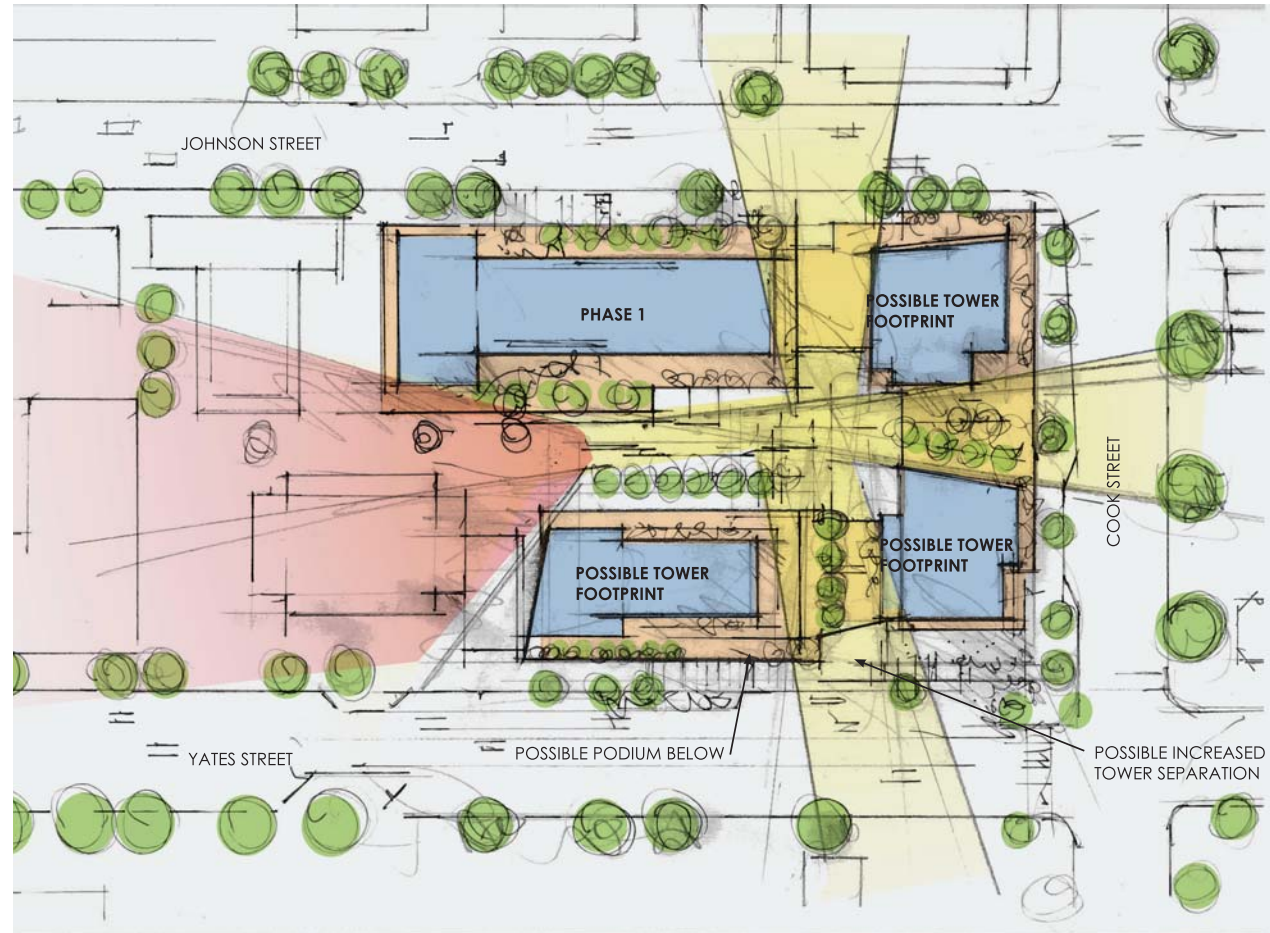
2: Retail, commercial, and institutional uses, with residential mid-high rise above, are all located in close proximity on a half block site at a major juncture in downtown Victoria's east end. This site has the potential to become an eastern anchor for Harris Green, bolstering activity and inhabitants to bring street life to this gap in the downtown fabric. Combined for a variety of potential uses, outdoor activity spaces, podium gardens, and covered streetfront patios, the Johnson Cook Yates Block will offer life and energy to the neighbourhood.

3: Along the streets at ground level, a tall podium with generous overhang will animate the sidewalks and allow for landscaping, creating a sustainable public realm where all ages are welcome. A regular rhythm of retail units and food establishments will be created with wide, accessible sidewalks and outdoor patios. Streetfront townhomes with front doors and yards are connected to paths and walkways throughout the site are possible.

4: Considering the direction of the OCP and DCAP, feedback from the community and City Staff and integrating the requirements of a post disaster public safety building in phase 1, the application has been developed and refined to conceptualize a site-wide master plan that proposes the following:

- Unique site with 3 street frontages and orientations
- Phase 1 Firehall and housing responding to neighbouring building heights on Johnson Street
- Cook Street sets up for two towers responding to rhythm and form of new development on Cook Street
- Tower on Yates Street responding to existing development from 1991 across the street
- A unifying podium creating continuity between the various elements and providing a continuous street frontage

5: In consultation with the City of Victoria and the Victoria Fire Service, it was determined that the most appropriate location for the new fire hall was the mid block of Johnson Street. This sets up an overall master site plan that is responsive to each of the three site orientations and tied together by a common base and continuous street edge.



CONCEPTUAL SKETCH OF INDICATIVE MASTERPLAN



RENDERED SKETCH OF DEVELOPMENT PHASES



## EXISTING STREETSCAPES



JOHNSON STREET - LOOKING SOUTH



COOK STREET - LOOKING EAST



YATES STREET - LOOKING NORTH

## vi. PROPOSED ZONING



AERIAL VIEW OF POSSIBLE DEVELOPMENT

## PROJECT INFORMATION TABLE

Zone Existing	R-48 / S-1			
Proposed Zone	New Zone	Phase 1 - Johnson	Phase 2 - Cook	Phase 3 - Yates
Site Area	7200 m <sup>2</sup>			
Total Floor Area	48905 m <sup>2</sup>			
Commercial Floor Area	1340 m <sup>2</sup>			
FSR Without Firehall	6.26 : 1			
FSR With Firehall	6.8 : 1			
Open Site Space %	1%			
Number Of Storeys	17	11+ mezz	14 South / 15 North	17
Parking Stalls	Schedule C by Phase			
Bicycle Parking	Schedule C by Phase			

### BUILDING SETBACKS (M)

Front Yard	2.5 m min. street level / per DCAP above
Rear Yard	0 m min. street level / per DCAP above
Side Yard	0 m min. street level / per DCAP above
Interior Side Yard	0 m min. street level / per DCAP above

### RESIDENTIAL USE DETAILS

Unit Types	Studios, 1/2/3 Bedroom Apts.
Ground-Oriented Units	2 Storey
Minimum Unit Size	33 m <sup>2</sup>
Residential Floor Area	TBD

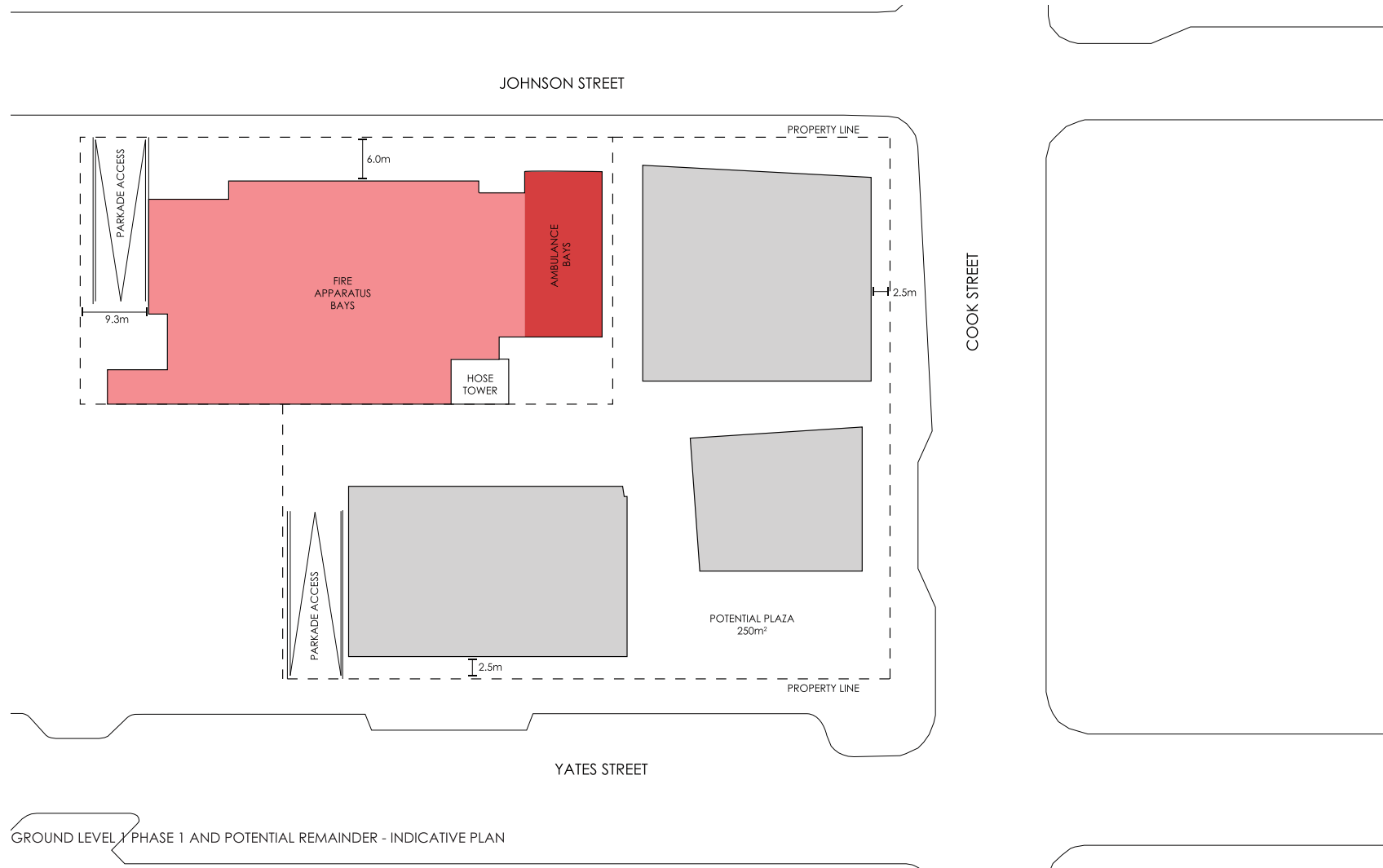
### TOWER SEPARATION

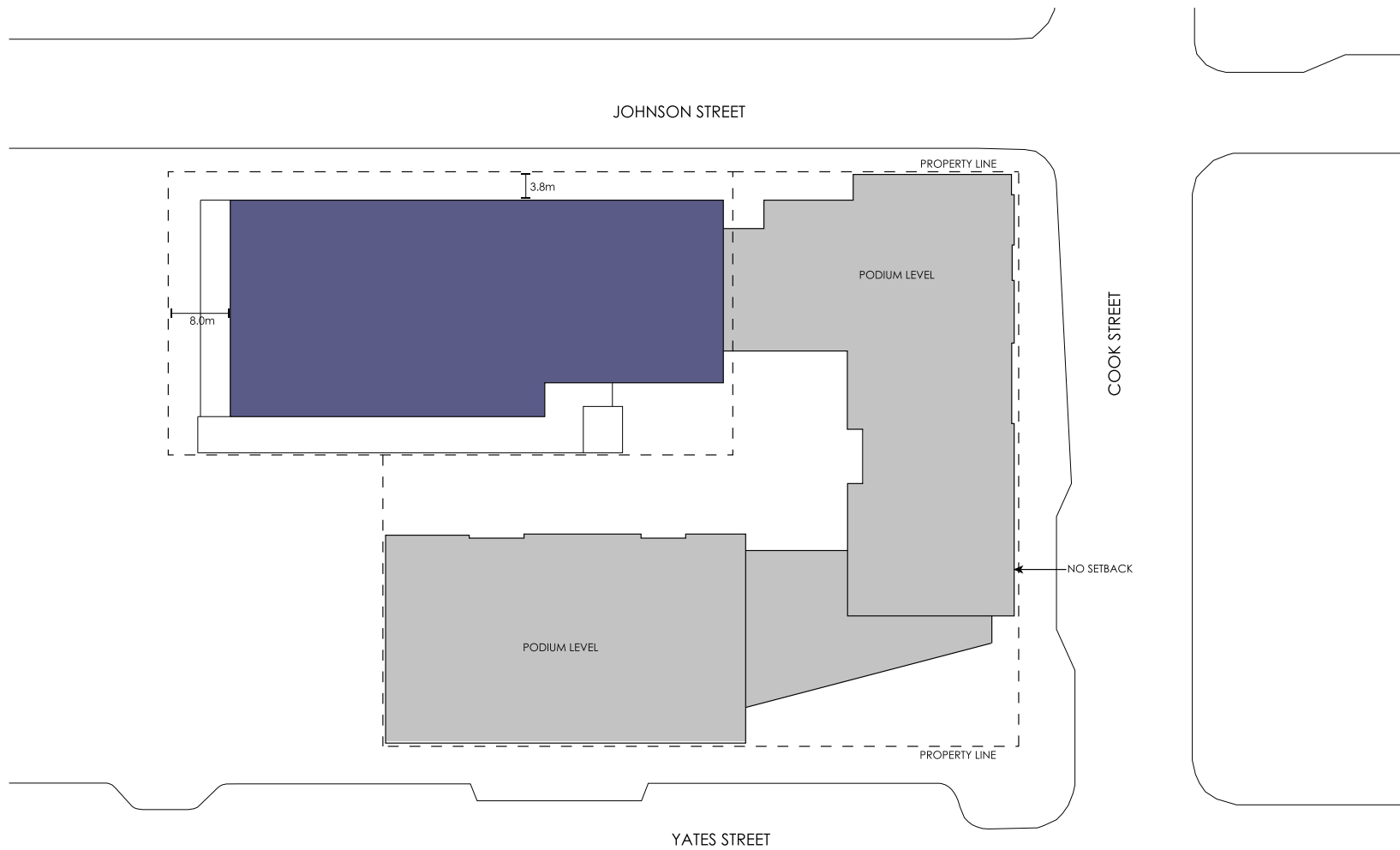
Minimum Tower Separation	per DCAP
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MAX FLOORPLATE SIZE	Per DCAP
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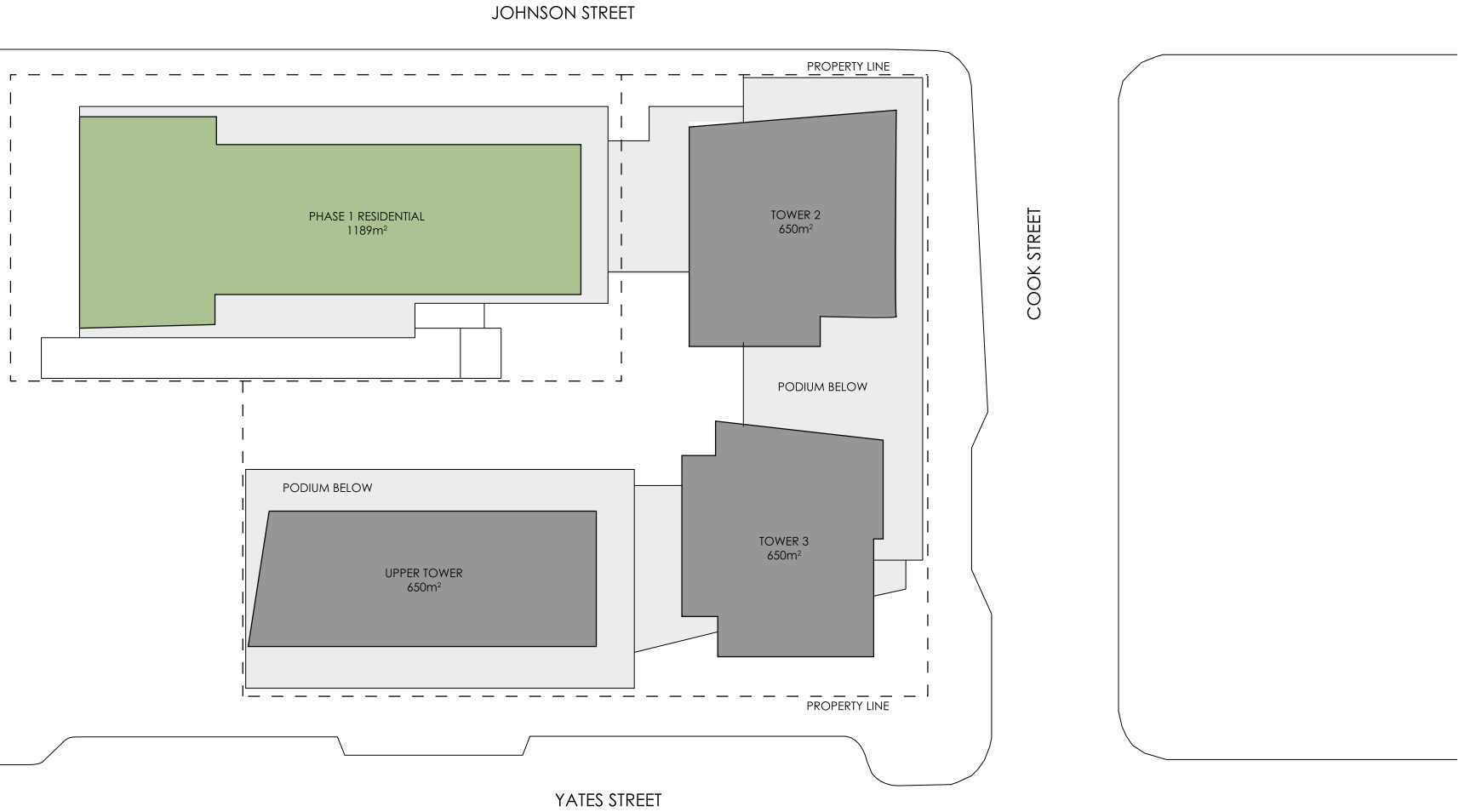
## vii. DRAWING SETS





TYPICAL POTENTIAL PODIUM LEVELS 2-4 - INDICATIVE PLAN

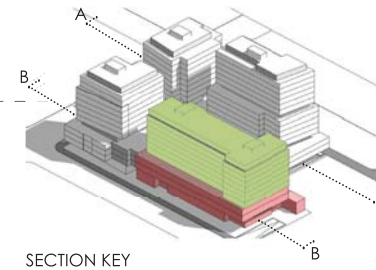
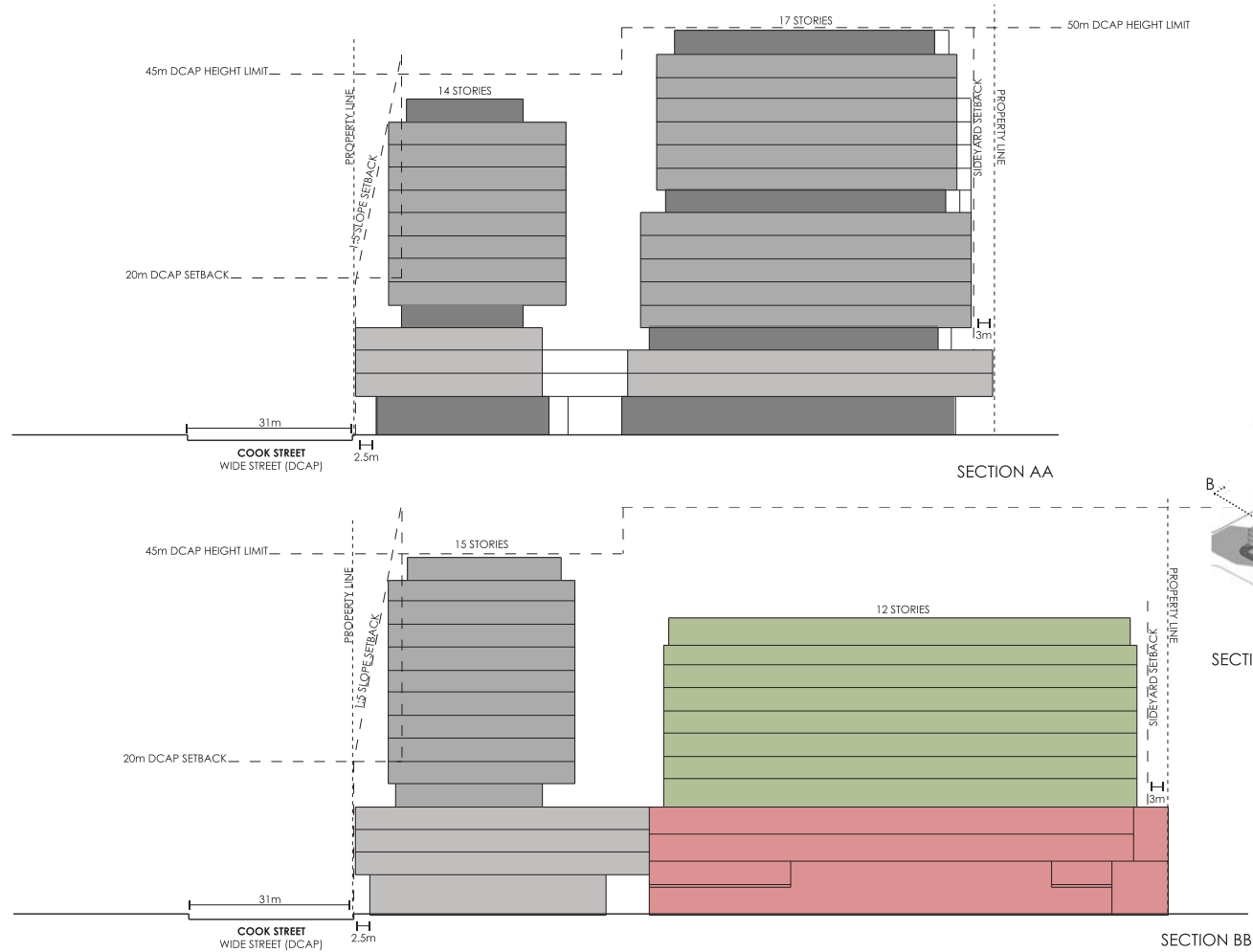
SITE - BUILDING PLANS



TYPICAL TOWER LEVELS 5-17 - INDICATIVE PLAN

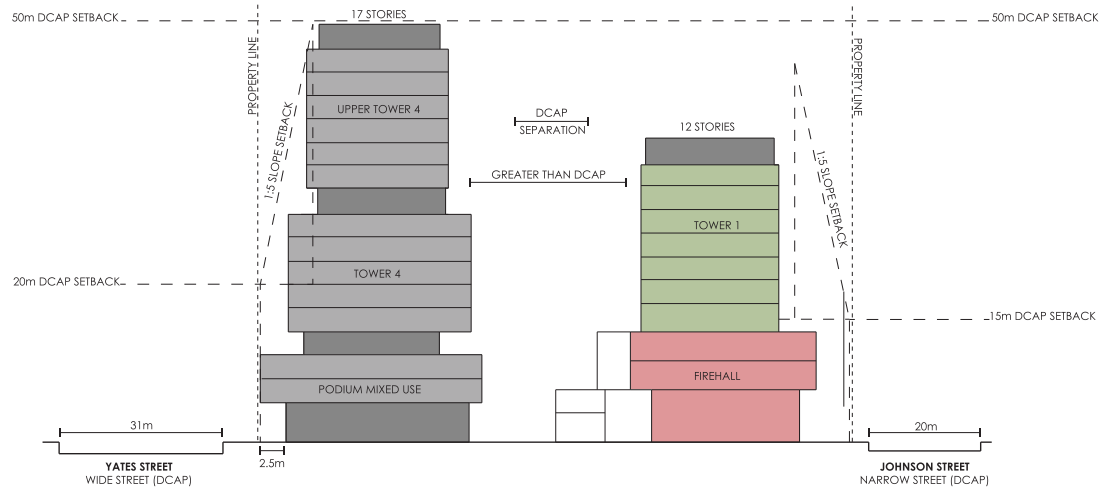
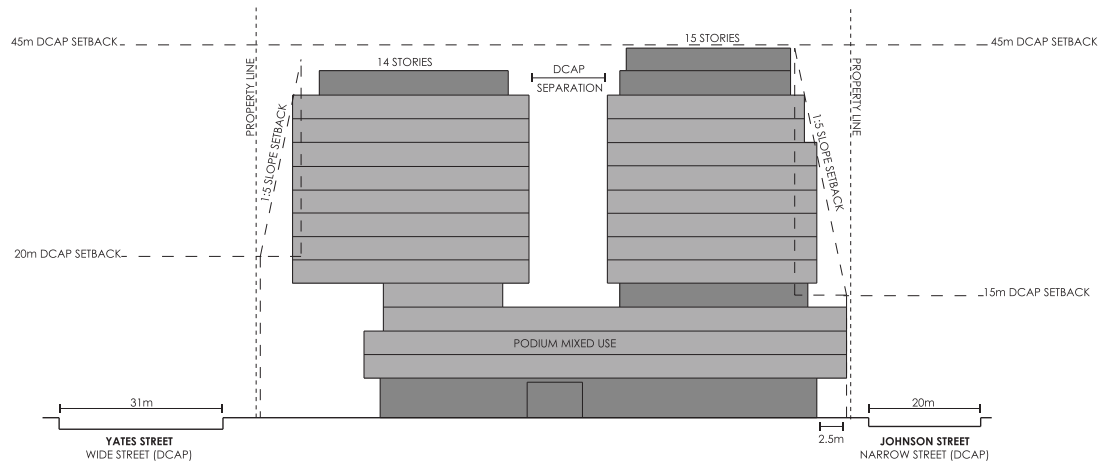


## SITE - BUILDING SECTIONS

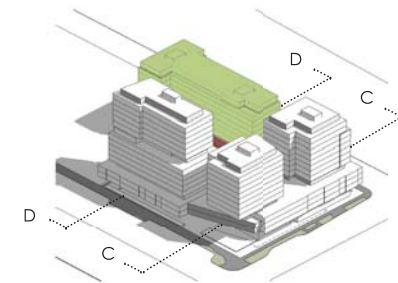


TYPICAL TOWER LEVELS 5-17 - INDICATIVE PLAN

## SITE - BUILDING SECTIONS



SECTION DD



SECTION KEY

INDICATIVE SITE ELEVATIONS



POSSIBLE ELEVATION ALONG COOK STREET



POSSIBLE ELEVATION ALONG YATES STREET



## INDICATIVE SITE ELEVATIONS



ELEVATION OF PROPOSED PHASE 1



AERIAL VIEW OF POSSIBLE DEVELOPMENT

## SITE MASSING - DCAP SETBACK ENVELOPE DIAGRAMS / CITY MODEL



AERIAL PERSPECTIVE OF SETBACK ENVELOPE AROUND PROPOSED PROJECT



AERIAL PERSPECTIVE OF SETBACK ENVELOPE AROUND PROPOSED PROJECT

## INDICATIVE RENDERINGS



ELEVATED PERSPECTIVE OF POSSIBLE DEVELOPMENT - PODIUM SEEN FROM COOK STREET



STREET LEVEL PERSPECTIVE OF POSSIBLE DEVELOPMENT FROM COOK AND YATES STREETS





COOK STREET TOWERS -  
STEPPED HEIGHTS RESPONDING TO  
VIEWS AND CONTEXT

HOUSING ABOVE FIREHALL

URBAN FIREHALL ON JOHNSON STREET

MIXED USE PODIUM WITH CONTINUOUS  
STREET LEVEL OVERHANG

GENEROUS LANDSCAPING  
AT STREET LEVEL

ELEVATED PERSPECTIVE OF POSSIBLE DEVELOPMENT  
AS SEEN FROM JOHNSON AND COOK STREETS



- GENEROUS TOWER SEPARATION - DAYLIGHTING BETWEEN TOWERS
- MIXED USE PODIUM - POTENTIAL LARGE INSTITUTIONAL USES
- CONTINUOUS STREET LEVEL SETBACKS
- SMALL URBAN PLAZA

RENDERED CONCEPT SKETCH OF POSSIBLE DEVELOPMENT



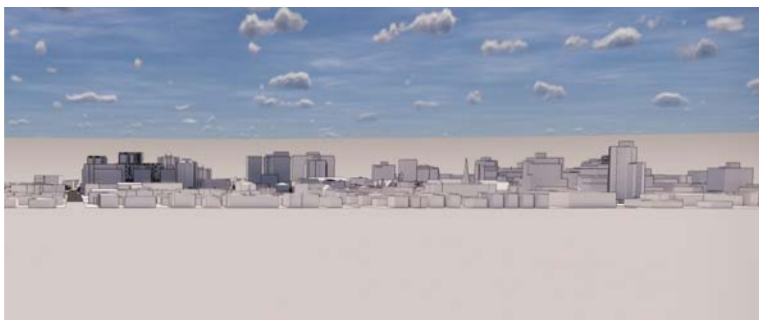
POSSIBLE DEDICATED URBAN PLAZA AS SHOWN IN ALTERNATE 2



PROPOSED PHASE 1 FIREHALL AND HOUSING



## DISTANT VIEW ANALYSIS



DISTANT VIEW OF COOK AND HILLSIDE



DISTANT VIEW OF COOK AND MASON





DISTANT VIEW OF JOHNSON AND CHAMBERS



DISTANT VIEW OF COOK AND VIEW







the Cook Street village and Dallas Road. The site is currently occupied by the Pacific Mazda car dealership and a pay parking lot. Directly adjacent to the west of the site are a single-story insurance agency and two multi-storey residential buildings. Across the street on Johnson, Yates and Cook, buildings vary in height from 1 to 17 storeys.

The site boasts proximity to some of the best amenities in Victoria with access by foot, bicycle and transit to schools, cultural centres, restaurants, shops and civic facilities. The harbour is an fifteen minute walk away, George Jay and Central Middle schools and Victoria High School are all within ten minute walk, and a healthy mix of street-side businesses and amenities are within a few minutes: Conservatory of Music, grocery stores, restaurants, cafes, drug stores and shops.

The property is split zoned. The western portion (43% of the entire site area) is zoned Harris Green District (R48) and the eastern portion is zoned Limited Service District (S1). The OCP designates the site as Core Residential and within *Development Permit Area 3 (HC) - Core Mixed-Use Residential*, anticipating multi-residential development along with other land uses, public amenities and services that help to develop complete communities.

The R48 zone permits mixed use residential and commercial developments up to 10 storeys but does not prescribe a maximum density through a floor space ratio (FSR) calculation. A "theoretical" FSR for these lands has been calculated using an approach confirmed in consultation with the City of Victoria and applied to recent development applications zoned R48. The "theoretical" density is calculated based on the building height and front yard setback regulations stipulated in the zone. This confirms a theoretical density of 9.8:1. The R48 zone has no parking requirement.

The S1 zone permits an FSR of 1.5:1 and a maximum height of 15m. However, as the site prepares to transition from its historical automotive use to meet the needs of the future community, the OCP and DCAP for this site identify a base density of 3:1, a maximum density of 5.5:1 and building heights of up to 15 storeys along Cook Street and 17 storeys in the mid-block of Johnson and Yates Street.

This proposal has been developed to meet objectives set out in the OCP and DCAP. The provision of housing in the downtown, plus the emergency services program help the City in achieving OCP Section 3, Plan Values 3.6 *Individual Well-Being*, 3.7 *Community Capacity Building*, and 3.11 *Adaptive and Responsive*. There has been a coordinated, collaborative process in planning for Phase 1 of the project between the proponent, multiple departments at the City, BC Ambulance and Pacifica Housing Advisory Association. This unique building program is only possible through careful, coordinated planning between the varied agencies and stakeholders (*OCP Plan Value 3.13 Coordinated Planning*).

Several of the OCP Plan Goals are addressed with this proposal, including those Plan Goals that relate to:

- *Accessibility*
- *Access to affordable housing*
- *A range of housing types*
- *Victorians know their neighbours, are connected to communities of interest*
- *Victoria is a safe city*
- *Victoria is prepared to deal with known hazards and emerging threats*

## Description of Proposal

The proposed development is a multi-phase, mixed use development to be constructed over a number of years, commencing with the Phase 1 along the mid-block of Johnson Street. Phase 1 proposes a 12 storey building (11 storeys

plus mezzanine) containing a first level and mezzanine of fire service and ambulance operations, a second level containing fire hall operations/administration and emergency operations centre, a third storey of office, 130 homes over eight storeys and two levels of underground parking. The balance of the development is envisioned to be a mixed-use development conforming to the DCAP design guidelines with building heights ranging from 14 to 17 storeys and uses consistent with the Core Residential OCP designation. The specific design for these subsequent phases will be brought forward as separate development permits at the time those phases advance.

## *Proposed Zoning*

To accommodate this proposal, a site-specific zone is being requested that is generally in compliance with the OCP and DCAP. The overall density for the site being proposed is derived from the aggregate of (i) the current development potential for those portions of the site zoned R48 (which is greater than the maximum development potential identified in the OCP) and (ii) the development potential identified in the OCP and DCAP for those portions of the site currently zoned S1.

A site specific amendment to the OCP is required to permit the overall density proposed for the site, and the applicant feels this is supportable on the basis that the application is consistent with the Core Residential urban place designation and furthers the broad objectives and policies of the OCP.

## *Massing and Siting*

The proposed massing strategy has been formed by applying the directions of the OCP and DCAP, community feedback and the program requirements of a post-disaster public safety building to the development potential for the lands. A detailed massing development study is included with the rezoning application.

The proposal contemplates building heights of 12 storeys fronting Johnson, 15 storeys fronting Johnson and Cook Streets, 14 storeys fronting Cook and Yates Street and 17 storeys fronting Yates Street, consistent with DCAP height guidelines. The overall site density proposed is 6.8:1. When the area dedicated to the fire hall is excluded, the overall site density is 6.26:1.

The proposal for a 12 storey building in Phase 1, in an area where the OCP contemplates a 17 storey maximum height, is driven by the structural limitations of a post-disaster building, while giving consideration to the existing row of 10 storey residential and mixed-use buildings across Johnson Street to the north.

The proposed massing for the site complies with the setbacks outlined in the guiding documents, stepping back away from the street at upper levels to ensure light and views are enhanced at street level. By treating the site as a cohesive development and creating a unifying raised podium with zero side-yard setbacks at lower levels, the massing at the upper levels can be reduced, resulting in more slender towers with greater separation for light and air for residents and at the street level. The raised podium approach with greater street level setbacks also creates wider street level spaces with semi covered outdoor terraces (an 2.5m average setback at grade is being proposed). The large floor plates of the raised podium provide for flexibility in programming, creating the opportunity for a variety of uses which results in greater vibrancy for the neighbourhood. Potential podium uses may include multi-level townhomes, apartments, live work spaces, offices, recreational and other uses.



In response to community and City staff feedback, the application has been updated to include the provision of a 250sm open space/plaza along Yates Street.

As requested by City staff, we have updated the rezoning application materials to show three different massing scenarios which illustrate examples of possible DCAP compliant massing solutions that could be brought forward for future phases through separate Development Permit applications. The massing of the remaining phases in all three scenarios demonstrates that the proposed site-wide density can be developed sensitively in a manner that conforms to, or improves upon, the DCAP guidelines for height, setback, building and street interface and building separation. All building massing as shown in the rezoning application illustrations comply with DCAP maximum floor plate sizes, with the exception of the residential portion of the Phase 1 building. This exceedance is due to structural limitations associated with the construction of a post-seismic structure and is described in more detail below.

The three massing scenarios also illustrate different possibilities for the open space/plaza location and orientation; corner location marking a gateway to downtown at Cook and Yates, linear open space running along Yates Street, and inset outdoor 'room' that would have buildings lining three sides with south side open to Yates Street. All options are located on the south side of the development, opening onto Yates Street and are 250sm in area. The open space/plaza will be on private land, cared for by the development, yet open to the public. We feel that the size and location on Yates Street are ideal for the neighbourhood requested public space for this development. At 250sm, the space will be large enough for informal gathering of individuals or small groups as well as space for potential spill-out of adjacent businesses. At the same time, the open space/plaza will be intimate enough that adjacent businesses can express some form of ownership over the space by way of overlook.

The idea of a mid-block walkway or interior plaza was considered by the design team. Although there are some good examples of mid-block walkways in Victoria's old town, we believe that this development on the eastern edge of the block at the eastern end of downtown does not have sufficient 'people energy' to make one successful. Without a network of mid-block paths to the north and south, a stand-alone mid-block walkway could detract from the urban life around the perimeter of the development on Johnson, Cook and Yates Streets.

### *Proposed Uses*

In response to City staff feedback, the rezoning application is revised to propose only the following uses:

- |                             |   |
|-----------------------------|---|
| 1. Assembly                 | 10. Personal Service                                |
| 2. Assisted Living Facility | 11. Residential                                     |
| 3. Care Facility            | 12. Residential Lock-Off Unit                       |
| 4. Civic Facility           | 13. Retail Liquor Store                             |
| 5. Financial Services       | 14. Retail Trade                                    |
| 6. Food and Beverage        | 15. Small-scale Commercial Urban Agriculture        |
| 7. Home Occupation          | 16. Studio  |
| 8. Hotel                    | 17. Utility   |
| 9. Office                   | 18. cinemas, art galleries and places of recreation |

The above revised list of uses are intended to align with the use definitions in the Zoning Bylaw 2018, and to provide greater clarity regarding the scope of 'institutional' uses being permitted on the site as a whole (in response to community feedback).



## Phase 1

### *Building Program*

Phase 1 of the development is for an 12 storey (11 plus mezzanine), mixed use building that includes the Victoria Fire Department Headquarters, BC Ambulance station, commercial space, 130 rental apartments, all over two levels of secure and public underground parking. The residential 'building' contains 24 studio, 56 one bedroom, 43 two bedroom and seven three bedroom homes. The Victoria Fire Department will be the primary 'face' to the building, taking up the majority of the lower levels, including street presence. As such, the building has been designed to have a prominent civic presence.

### *Building Siting, Setbacks and Massing*

The urban firehall requires that there be a 6 metre setback at street level for the apron, for some of the cleaning, daily check overs and maneuvering of apparatus will occur. As well as being a practical requirement of the fire department, this forecourt sets the building apart as one of civic importance.

The building meets the Built Form Policies described in DCAP, including the inclusion of a terrace to distinguish between podium and upper levels, recessed entries, reduced building bulk of upper storeys, and upper floors stepping back to stay within the 1:5 Building Setback Ratio that starts at the 20m level. As noted previously, the residential portion of the building exceeds the DCAP guidelines for maximum floor plate sizes. This is primarily due to the structural limitations of placing additional residential uses above the broad base of the firehall function in a post-seismic building that will be built to the newly adopted BC Building Code. The building is required to have uniform floor plate sizes and uniform building height surrounding the two elevator/stair cores. Any asymmetry to the floorplates and heights creates forces on the lower portion of the building that can not be accommodated. A detailed explanation of these limitations and the impact on massing is provided in a separate memo by Leon Plett of RJC, the project's structural engineers.

The three different program elements will stand out as unique, yet at the same time will combine to create a cohesive building with a modern take of the traditional tripartite expression of *base* (apparatus bays at grade), *middle* (VFD1 headquarters and office in the raised podium) and *top* (8 storeys residential building). The building meets the skyline with a floating flat roof with a tapered edge and exposed soffit.

### *Building Materials and Expression*

The *base* (apparatus bays and entry lobbies) is occupied by the six firehall apparatus bays, two ambulance bays as well as two entry lobbies that lead to the VFD1 head quarters, office and residential occupancy above. The apparatus bays are visually and kinetically active spaces that will be highlighted by the glazed lower level and glazed bay doors. Entry lobbies will be articulated with the use of landscape forecourts, signage, lighting and highlight material and colour of the elevator and stair cores on the inside. The building base will have full height curtain wall windows with minimal mullion caps and dark framed glass doors in order to maximize transparency.

The *middle* (raised podium) is a two storey volume that houses the administration, the emergency operations centre and suppression crew areas of the Victoria Fire Department, plus one floor of commercial space above. This raised podium volume will be clad in textured cementitious panels on the east and west walls and cantilevered soffit, plus a prominent

glazed 'monitor' façade facing the street that will provide 'eyes on the street', and references the early modern expression of the existing firehall #1 building. The raised podium will have floor to ceiling window wall with vertical mullions and screening that responds to the building program and will add texture to the front wall, in keeping with the textured cementitious cladding.

The **top** (apartment) is an 8 storey residential 'building' that appears as 6 storeys by including recessed floors at its base and top. The base of the residential building sits on top of the two storey raised podium and includes walk out terraces from the residences. The base of the residential 'building' on the 5<sup>th</sup> level contains several spaces for residents to gather in informal settings; exterior dog run and interior common room on the north side of the hallway and a landscaped exterior patio and children's play area to the south. The residential floors will be clad in light coloured composite metal panels, combining multiple tones of similar finishes (reflective and matt finish, plus darker tones for accents). The recessed floors will be clad in the same metal panels, but in darker, matt finish to enhance the shadowing. The top of the building will have punched windows that will enforce the residential character and will contrast the window expression on the lower portions of the building, further enhancing the tripartite expression

#### *Landscape*

The entry lobbies on Johnson Street will be marked with soft and hard landscaping including benches positioned to view the apparatus inside and on the apron. Because the six firehall and two ambulance bays greatly limit the extent of at-grade landscaping, additional landscape has been added to upper areas of the building, on the north and south sides, providing amenity to the building occupants. The upper landscape which includes trees in large planters will reinforce the design concept of stacked buildings, with an elevated ground plane on the top of the raised podium.

#### *Parking*

The existing R48 zone (43% of total site area) does not require any car parking. The proposed Phase 1 building includes two levels of underground parking containing 116 parking stalls, plus 172 class 1 bicycle parking spaces. There are an additional 24 class 2 bicycle parking space at grade, near the entry to the apartment building and at the back of the parking ramp (south-west corner of the site).

#### Project Benefits and Amenities

##### *Post-Disaster Public Safety Building*

This project will achieve the OCP goals of replacing Fire Hall No. 1 with a new facility that meets the present and future requirements of the Victoria Fire Department for service delivery. The co-location of the fire service with BC Ambulance furthers the OCP's broad objectives that emergency response is coordinated and delivered efficiently and effectively. The public safety facility will provide an important civic presence on the street 24/7 and the post disaster nature of the building furthers the OCP goal of strengthening the resiliency of structures and infrastructure to seismic events through high standards.

##### *Housing and Affordability*

This project will initially bring 130 new homes to the Urban Core, in a form that is supportable relative to the OCP policy direction that the Urban Core is to accommodate and foster a greater range of housing options across the housing



spectrum, including non-market housing. The applicant is working with Pacifica to deliver the 130 homes as non-market housing, which delivery is contingent upon approvals from upper levels of government. A variety of unit sizes are being proposed ranging from studios to 3-bedroom homes, consistent with BC Housing Design Guidelines for suite sizes. Further details regarding the proposed affordable housing component are included with the application materials by way of a letter from Pacifica.

This project will also add a significant number of new homes in the subsequent phases, consistent with the strategic directions in the OCP for the Harris Green Neighbourhood to accommodate a significant share of the 50% of forecast new population and housing growth earmarked for the Urban Core over the next 30 years.

## *Sustainability*

This project proposes a number of sustainable building features. Most importantly, it promotes social and civic sustainability, incorporating the important civic function of a new public safety facility in an innovative manner together with much needed housing. Together, these uses will play an integral part of the City fabric. The post-disaster nature of the Phase 1 building offers both public safety and longevity of the structures.

This project further serves sustainability goals as it is a higher density project located in close proximity to bike lanes, major transit routes and within walking distance to the Central Business District and numerous amenities.

The project will be fully compliant with the new energy requirements in the BC Building Code. For Phase 1, Step Code 1 will be achieved. It is anticipated that the residential component will achieve a higher level of energy efficiency due to the compact building form and absence of exposed concrete floor plates that are commonly incorporated into residential towers. These two factors greatly influence energy efficiency and building envelope durability.

## Response to Community Feedback

Over the last nine months, information regarding the proposed development has been communicated through more than 25 meetings, reaching over 150 community members, through which process significant feedback was solicited and received from the community. During this extensive consultation process, certain common themes were identified:

- Need for adequate parking – This application responds by meeting the requirements of Schedule C site wide, despite the existing R48 zone (43% of total site area) having no parking requirement.
- Daylight and views through upper levels of buildings – The massing strategy for this application focusses the density in the lower levels of the building (the raised podium at levels 2-5) thereby allowing for smaller floorplates of the tower elements, increased architectural articulation and space between. DCAP tower separation requirements will be met or improved upon.
- Improved public realm/pedestrian experience – Again, the massing strategy and unified building massing over the entire site allows for the lifting-up of the podium level and provisions of 2.5m average setback at grade, resulting in greater area at the street level for semi-covered pedestrian spaces.
- Building heights – The proposal is consistent with the City's vision for building heights on the site as described in the OCP and DCAP with heights dropping towards the eastern border of the downtown core.
- Impacts of an urban fire hall – The Victoria Fire Department has worked closely with the development team on a building design that will align with the VFD's operational plan to mitigate traffic and noise through a variety of strategies, while improving responsiveness and efficiency between fire and ambulance services in the City of Victoria. At the CALUC held on July 30, 2018, Chief Bruce responded to questions regarding the impacts of



an urban firehall and detailed the VFD's efforts to mitigate impacts. In addition, a "good neighbour" agreement will also be implemented. The applicant shares the concerns of the community in this regard, as it will be a neighbour through the development of the subsequent phases.

- **Density** –The feedback relating to the density proposed by this application was received by the applicant from Downtown Residents Association Land Use Committee. Concerns expressed related to the overall density being inconsistent with the existing area and policy objectives of the OCP, and the potential for density in subsequent phases not being applied in compliance with DCAP. In response to these concerns, the applicant completed further analysis to confirm that the proposed density can be applied sensitively and in compliance with DCAP heights, tower separation and at grade setbacks, as demonstrated by the three DCAP compliant massing models for future phases included in this submission. The applicant anticipates that DCAP heights, setbacks and tower separations will be specifically included in the new zone. Additionally, the City's planning documents specifically target Harris Green Neighbourhood for the growth of housing. Specifically, new growth in the form of taller and denser buildings in the Downtown Core Area are proposed to be concentrated along the two intersecting corridors of Douglas / Blanshard Street and Yates Street in order to, amongst other things, strengthen the Harris Green Neighbourhood with a concentration of higher density residential and commercial uses centred on Yates Street. It is the position of the applicant that, because the density can be applied in a way that meets or exceeds DCAP requirements, that the application in its current form is supportable.

## Safety and Security

The Phase 1 building has been designed to consider CPTED guidelines. The Johnson Street façade will be predominantly glazed, with views in and out of lobbies which will provide a level of safety for public passing by and residents entering the building. The apparatus bays will again be largely glazed with fire department and ambulance staff regularly on duty on the ground floor. The hard and soft landscape that is to be located at the two primary building entrances will be low and visually porous to ensure safety for both pedestrian/apparatus interface and CPTED reasons. Until future phases of the project are built, the east and south sides of the Phase 1 building are open to the Pacific Mazda dealership parking lot and Cook Street and Yates Street respectively. Future phases will also be designed to consider CPTED guidelines to ensure safety and security of the occupants of the development.

## Transportation & Infrastructure

The project is well situated and serviced by City of Victoria infrastructure. Walkability and access to transportation for the project is exceptional, with immediate proximity to major transit routes and bike lanes. The location of higher density transit-supportive development along Yates street is consistent with DCAP objectives.

## Conclusion

We are very pleased to be submitting this rezoning application for this comprehensive development on this prominent and important site on the border of the downtown core. The proposed development is compliant with the overall goals of the Official Community Plan and the Downtown Core Area Plan, and directly responds to many of the Values, Goals and Policies of these guiding documents.

Phase 1 of the project will include public amenities that address specific, pressing needs of the City of Victoria with inclusion of a new home for the Victoria Fire Department Headquarters, Emergency Operations Centre, BC Ambulance Station and the continued need for a range of housing types in the downtown area.

The assembly of multiple development sites into a cohesive development results in new opportunities for a mix of uses that could possibly include larger institutions or businesses. The proposed massing will allow for this sort of mix, while ensuring high quality public spaces (greater setbacks at street level, a 250sm plaza/open space), cohesive street wall (raised podium) and narrower upper floors that maximize daylight and view.

If you have any questions or require additional clarification of any part of the application, please do not hesitate to contact us.

Sincerely,

HCMA Architecture + Design

  
Carl-Jan Rupp

ARCHITECT AIBC, SAA, OAA, MRAIC, DIPLOM LEED AP



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

November 22, 2018

**Re: 1025-1031 Johnson St. and 1050 Yates St – New Fire Hall - Rezoning and OCP Amendment**

Dear Mayor Helps and Council,

The DRA LUC hosted a CALUC meeting on 31 July 2018 for the above-mentioned application. 93 members of the public attended the meeting. Correspondence has also been received from the public regarding this application.

Based on the information presented by the applicant, the purpose of this application is to rezone a total of 7200m<sup>2</sup> of lands bounded by Johnson, Cook and Yates Streets to allow a mixed use development of 12 to 17 storey buildings with a proposed overall density of 6.8:1. As the proposed density exceeds the OCP designation for the local area of 5.5:1, an amendment to the OCP is also required. The first phase of the proposed development covers approximately 30% of the site and includes facilities for a new municipal Fire Hall with emergency bays and above those, office space and an affordable housing component administered by Pacifica Housing.

The site is currently split zoned with 43% of the site zoned R-48 and the balance zoned S-1. The applicant presented an argument that a theoretical zoning entitlement existed for the R-48 lands for a density of 8.8:1 and that due to the structural constraints of the Fire Hall any unrealizable density on the R-48 portion of the property would be transferred to the S-1 lands and be applied in addition to the maximum OCP designation of 5.5:1 creating an average for the entire site of 6.8:1.

The DRA has obtained through an FOI request a heavily redacted copy of the contract between the applicant and the City of Victoria for the construction of the fire hall. This contract shows that Council has agreed prior to any public engagement to terms that require rezoning approval to include the densities in significant excess of the OCP maximums for properties outside the scope of the actual fire hall building.

**Comments and concerns expressed at the public meeting include:**

- Several concerns were expressed regarding providing institutional uses allowable under the proposed zoning; including Homeless Shelters, Shooting Galleries, Needle Exchanges, Drug and Alcohol Treatment or prisons. It was questioned why an institutional use will be applied to the entire site. Guarantees were requested that rezoning for institutional uses be restricted to only



the Fire Hall portion of the site. The applicant represented that in order to accommodate the Fire Hall the entire site had to be rezoned to include institutional use.

- There were concerns expressed by a great many attendees regarding the impacts on livability caused by the excessive construction noise that will be produced by this site over a period of many years (and other sites in Harris Green) and the continuing disregard of the Noise Bylaw by contractors and lack of response by Bylaw Enforcement or adequate penalties to dissuade such activities.
- The potential for noise from the emergency vehicles themselves and why the Fire Hall would be located in the most densely populated neighbourhood of the City were also common concerns.
- The lack of open or green space was a recurring concern mentioned by several attendees with general consensus from the room. The excess density, the massive nature of the proposed zero-setback streetwall and the apparent lack of planning or commitment for the future phases were common themes.
- There have been no amenities provided to the Harris Green neighbourhood with the massive amount of development approved to date and there appears to be little amenity value provided by this development apart from the possibility of including a pocket park somewhere within the 7200m<sup>2</sup> property.
- Concerns expressed regarding the height of the proposed building and the blockage of light by the proposal on adjacent existing buildings. The applicant did not provide a shadow study at the CALUC meeting.
- It was confirmed by Planning Staff that the transfer of theoretical density entitlements from an R-48 zone to another separate parcel was unprecedented.
- Concerns were expressed whether it was appropriate to house children above a Fire Hall.
- Midblock crosswalks have caused serious problems with antisocial behaviour and public safety with no support from the police. There were concerns how a midblock walkway would be designed and managed on this site.
- There were concerns expressed regarding the Planning Department entertaining a theoretical density for the R-48 lands calculated at 8.8:1 when there is no built example of this being achieved over FSR 5:1 within the 10 storey limit of that zone.

A more comprehensive record of comments raised by the public at the CALUC meeting is included in the attached Minutes. While members of the public expressed appreciation for the services that Pacifica Housing provides to the city, no member of the public spoke out in favour of the proposal at the public meeting. Two emails were received by the DRA after the CALUC meeting from members of the business community expressing support for the proposal.

#### **Review and response to the application by Land Use Committee Members:**

- **Was Council aware of the Contract Requirements for excessive density?** Council has entered into a contract for the Fire Hall that included, as part of the contract, Council approval of density entitlements significantly in excess of the current OCP maximums on lands that have no direct association or need for approval concurrently with the Fire Hall site. This Council decision was made in camera and calls into question whether Council was aware of all the facts at the time. The applicant has continually resisted any attempt to sequester the Fire Hall site from the rest of the application and Council appears now bound by the terms of the contract which includes approval of this rezoning for the entirety of the 7200m<sup>2</sup> lands. This is cause for significant concern.
- **R-48 Zone-“Theoretical Density”.** The R-48 Zone was originally created as a City-led initiative to incentivize downtown residential development in the 1990s which gifted extremely generous entitlements for density to all parking lot owners in Harris Green at the time. This has since become a windfall for the property owners who contributed nothing to the community in exchange. The R-48 Zone was poorly written and recent changes to the DCAP height guidelines has been exploited by applicants by promoting the concept of “theoretical density entitlement calculations” under “as-of-right” Development Permit with Variance applications. This simple

process then allows buildings to be constructed that far exceed the original intent of the bylaw and the density limits currently set by the OCP as-of-right. In this case, the applicant has calculated an extraordinary “theoretical density entitlement” of 8.8:1 on its R-48 zoned portion of the property and approval by Council of this unchallenged density calculation forms non-negotiable terms of the contract for the Fire Hall. A historical inventory conducted by the DRA of built examples of R-48 properties clearly shows that no buildings have been constructed at densities over 5:1 when the 10 storey height limit in the bylaw was respected. Consideration by staff and Council of these “theoretical” densities makes a mockery of the OCP and the R-48 bylaws original intent.

- **No Legal Right to Transfer Density Entitlements to a different property.** Regardless of the argument of the amount of density the applicant perceives they are entitled to, it is a fact that the density entitlement for the R-48 lands applies only to the property that carries that zoning and is not legally “transferable”. While Council may have the discretion to allow this density transfer to take place, it will be unprecedented and we suggest that it would be highly inappropriate to do so.
- **Rezoning the entire site vs Fire Hall alone.** The applicant stated at the public meeting that the entire site has to be rezoned as one because the lands contain many parcels and a portion of the Fire Hall straddles the existing parcel and zoning boundaries and so the institutional use would be required to cover the entire site. This is simply not true, as nothing prohibits the Fire Hall site and the corresponding institutional use be rezoned in isolation. The only purpose for rezoning the entire site is to facilitate the transfer of unsubstantiated density rights from the Fire Hall site to a completely separate property that currently has no such rights.
- **R-48 Change of use precludes existing zoning entitlements.** The applicant is seeking a different use for this project and is rezoning to a different zone from R-48. The applicant has no legal “right” to carry forward density entitlements permitted by the current R-48 zone when it aspires to add an additional use necessitating a rezoning. DCAP also reiterates the reality of “use it or lose it” in section 4.17 stating that this property will now be subject to provisions of the density bonus system “as the property owner seeks to rezone the property to a different zone”.
- **Density inappropriate for the Local Area.** In terms of scale, the application is 36% more dense (larger) than 1515 Douglas Street (at FSR 5:1) located right across from City Hall or the Hudson District (FSR 5.1:1). The proposed density of 6.8:1 across the site is also misleading. Due to the post-disaster restrictions on the Fire Hall, the remaining two thirds of the site fronting Cook and Yates Street will actually be built to a density of approximately 7.3:1; which is very unlikely to be achieved within the 15 and 17 storey heights referenced. Other sites of this density such as “Yates on Yates” or the “Hudson Place 1” required heights in excess of 20 stories to achieve these densities.
- **Pre-zoning in advance of a Complete Design.** The applicant has represented that this is a “Master Planned Development” but has produced little planning for the two thirds of the site that would receive a massive density entitlement almost 50% greater than the current (and already generous) OCP maximums. The lack of corresponding development permit drawings to confirm that construction of the project is even possible as it is pictured by this proposal is problematic. The densities included in this application may well require over 20 stories to be realized and will likely be obtained under “as-of-right” applications in the future. A process that grants a rezoning without corresponding fully-vetted development permitting plans should not be entertained by Council for any application.
- **Noise and Livability.** The placement of a Fire Hall and the corresponding disruption of the densest residential neighbourhood in the city when alternatives exist elsewhere appear counterintuitive. The addition of the Ambulance Emergency Bays will severely compound this issue; substantially increasing the frequency of nuisance noise that will be caused by such a concentration of emergency vehicles in this dense residential neighbourhood.
- **DCAP Design Guidelines Significantly Exceeded on Fire Hall Building.** The maximum floor plate sizes in the upper stories prescribed by DCAP in Appendix 6 appear to be significantly exceeded. Floor plate dimensions for the Fire Hall building appear very similar to those of View Towers. The result is a building much too massive in its upper portions presenting a monolith to its several



immediate neighbours to the north. Floor plate limits appear to be exceeded by approximately 30% between the 20m to 30m height (Floors 6, 7, 8) and by over 80% over the 30m height (floors 9, 10, 11). Side yard setback requirements appear to have also not been met. Minimum clearances of 6.0m to property lines at above 30m height have been reduced by over 50%. There are no guarantees that buildings shown in massing diagrams for other areas of the site comply with DCAP. It is essential that all applicants comply with DCAP Design Guidelines, especially when the City itself is a conflicted participant.

- **CACs.** Rezoning this huge property at this time will also allow the applicant to avoid reasonable Community Amenity Contributions. The current CAC structure is under review and will likely yield significantly higher contribution levels for amenities. Approval of the entire site now will forgo all but a pittance.
- **OCP.** The DRA has a policy not to support OCP amendments without a compelling rationale to do so. There appears no evidence (let alone compelling) to support this application under the proposed density and use.

The provision of a post-disaster Fire Hall and a modicum of affordable housing at a fixed cost is indisputably a desirable outcome. This aspect is being well promoted by the applicant; in what appears to be an expertly orchestrated strategy to leverage approval to gain a windfall density entitlement on the remaining two-thirds of the site. Closer examination reveals this is not an exchange of equal value for the public.

The City is a conflicted partner in this development and Council needs to recognize it is afoul of its own commitment to transparency and public process and its ethical obligation to support and respect its own foundational planning documents. The signing of the contract for this Fire Hall was made by the previous Council without any public knowledge or assent and has locked the City into terms that are highly questionable. The public is invited to participate as an afterthought but is told that the deal has been struck; it's this or nothing. But we propose this is a false choice and that this application is not the only way forward. We ask our new Council to consider themselves not bound by the terms of this contract as written.

There are many bad precedents that we would like to avoid setting here, but the main one is, regardless of motivation, that we must not find ourselves corrupting the planning and approval process to the detriment of the public, especially when we need a public building constructed.

Sincerely,



Ian Sutherland  
Chair Land Use Committee  
Downtown Residents Association



## **CALUC Meeting Minutes – Firehall/Pacific Mazda – July 31, 2018**

Presentation: David Jawl-Jawl Residential

Property owned for around 50 years by Nadar Holdings and the Pollen family. City of Victoria's call for proposals to replace Fire Hall #1 precipitated the proposed development. The Firehall is only part of a multiphase mixed use master planned development. The first phase will include the fire hall with residential rental units over with "some if not all" of the units as some form of affordable rental administered by Pacifica Housing.

Agreement was signed in March of this year and engagement with neighbours and the DRA commenced to obtain feedback regarding the proposed development.

HCMA Architects:

The City of Victoria's guiding documents for planning in the local area are the OCP and DCAP. The current zoning is R-48 and S-1. Key items they are pulling out of the OCP "encourage the logical assembly of development sites that enable the best realization of permitted potential land management and development for the area" "there are benefits in pulling it all together into one comprehensive development rather than dealing with individual smaller parcels" and "site specific amendments that are consistent with the urban place designation "Core Residential".

The OCP also identifies the need for a new Fire hall.

DCAP is about guiding the design of a neighbourhood so we end up with a vibrant friendly pedestrian neighbourhood. In terms of building height DCAP prescribes a tapering off of building height from Harris Green to this site which is the edge of Downtown of 15 storeys at Cook Street.

Density Bonus applies to this site by allowing extra height to achieve bonus density.

The R-48 zone does not have a specific density but there are other ways of defining it with height and setbacks. That is not necessarily the building that you would build but it provides you with the density. Combined with the allowable density from the OCP provides an overall site density of 6.8:1. That is the base density based on regulations. No parking is required by R-48.

Harris Green is the part of the City that has the most development and population growth in the downtown core. There is a large consensus that the newer projects by and large are quite OK with a tower and podium. This project proposes a lifted podium with an overhang. Growing the podium together makes for more slender towers.

Post disaster design for the fire hall limits its height to around 11 storeys. We struggled with this to keep it within DCAP.

Fire hall Specific:

Parking is underground. BC Ambulance Service will share this building with 2 dedicated bays. Fire hall will be 6 bays. R-48 zone doesn't require parking but there will be 117 parking stalls.

Q and A:

Local Resident: With the new institutional uses proposed will there be a homeless shelter, needle exchange or shooting gallery, there will be opposition we would like guaranteed assurances in writing that these uses won't be contemplated.

A: The housing is intended to be affordable not supportive. Pacifica will be managing the affordable housing component.

Local Resident: Concerned about the institutional use stated on the form distributed as it will apply to the entire site. This use includes carehomes classes A,B,C. Class A includes people who are lawfully detained as prisoners. Class B includes facilities for the treatment of alcohol and drug addiction. Class C includes critical mental health patients. The residents of the local neighbourhood need clarification and a declaration that these uses will not be permitted on this site.

A: The institutional use will be applied to the whole property and it would be difficult to lock it off to one part of the property

Local Resident: But you can isolate the institutional use to the part of the site that contains the fire hall.

A: We hear your concerns and will take them under consideration with our discussions with the city

Local Resident: I am a Johnson Street resident concerned about the disturbance from fire and ambulances. I work at night and will likely have to sell my property and leave the area. The cumulative effects of all the development going on in the immediate area are going to be unbearable. The sound of sirens echoes badly through the tall buildings and will be worse with more buildings. The new shooting gallery will even make it worse with more emergency vehicles attending.

Q: When do the trucks turn their sirens on?

A: You won't hear a siren until the trucks reach the corner

Local Resident: I'd like to find some Green space and parks that are useable not littered with used needles. We have 9 buildings under construction within 3 blocks with 8 more proposed. We have 11 that are 13 storeys or more. The architect stated that they are working within the permitted development density. That is not true. We also have not seen any amenities in the Harris Green area from all this development.

Local Resident: I live across the street. Sounds like the relocation of the fire hall is already approved?

A: It is approved subject to rezoning

Local Resident: Is there a reason why it can't remain in its current location?

A: It would be cost prohibitive to get a post disaster rating on the existing site

Local Resident: I live across the street. The maximum height currently allowed on the S-1 site is 15m?



A: It will require rezoning but 15 stories is within the DCAP for this area.

54:00

Local Resident: We applaud the work that Pacifica housing does to provide affordable housing. The current R-48 zoning allows only 10 stories and you are proposing 17 and that difference makes a big impact on light coming into the street and light into the neighbouring buildings. Local residents are not compensated in any way for having to put up with blasting, building, blockage of sidewalks and streets. We are told that it's temporary but it's not and I don't see my taxes going down and we get no compensation from Campbell or Farmer. Construction people don't abide by the bylaws for hours of operation. *Applause.*

Local Resident: There is a rep from Pacifica Housing here? Can we have some info on the rental units?

John Luton Pacifica Housing: This is an opportunity aimed at providing affordable housing for low and moderate income individuals. This is not supportive housing but rent geared to income. We are working with CMHC to try and make the entire building affordable for workers in local industries in the city such as tourism to live in the city.

Local Resident: There is a density transfer proposed from the R-48 to the S-1 can you explain?

A: DCAP is the guiding tool for development and on one portion of the site it calls for 17 stories and on the other 15 stories. The firehall building has height limitations due to the post disaster requirements. We are looking not to lose any density and distribute it in a way that meets the DCAP. Nothing planned is taller or does not meet the building separations in DCAP.

Q: Has this ever happened before?

Alison Meyer COV Planner: As far as density transfer I am not certain but density has been apportioned around specific sites such as the Hudson.

Q: Can you explain R-48 zoning?

Alison Meyer COV Planner: R-48 originated about 20 years ago. It has no parking or floor space ratio requirements but has a height limit of 10 stories. Theoretical density has been calculated by applying the setbacks and height and creating an allowable floor plate from which densities can be calculated.

Q: what are the different ratios here?

Alison Meyer COV Planner: The developers have figured out the R-48 at 8.8 to 1 and the S-1 is 1.5 to 1

Q: And all R-48 have achieved these densities?

Alison Meyer COV Planner: The newest ones have achieved these higher densities.

CALUC Chair: The Mondrian across the street achieved 4.8:1 and the Jukebox on View achieved 4.4:1 sticking to the 10 storey height maximum.

Local Resident: This is a phased development. Do you have rough timelines on the entire buildout?

A: Right now the plan is for a 4 phase development the first being the fire hall building. There is no specific timeline for the balance of the site. One of the benefits of pre-zoning the site will be to be able to move quickly with construction of subsequent phases.

Local Resident: I live opposite this development. How many years of construction am I facing?

A: The fire hall phase will take anywhere from 24 to 30 months. This project could take 5 to 7 years before it is complete.



Local Resident: Is living above a fire hall a suitable environment for children? Where are the kids going to play

A: There are many examples of families living adjacent to fire halls. There is an outdoor area on level 4 that can accommodate children's activities.

Q: So I'm not going to hear sirens going down Yates all the time?

A: Yes you may still hear them on Yates

Q: Green space. I live at 1020 View and everyone admires our green space. Where is the green space in this project? You show a little corner of the site and that's it, and parking?

A: We intend to accommodate city parking regulation schedule C for this project. As far as green space is concerned we are providing a significant cutout on the corner. There is significant green space on top of the podium which belongs to the users of the buildings.

Local Resident: What we are seeing in this whole area is buildings built right to the sidewalk and only stepping back after 3 or so storeys. What the pedestrians experience is a concrete jungle. This is like Vancouver and not what Victoria has been about. There seems a policy to cram more and more buildings in no green space and parking is going to be insane. We can't keep putting more and more people in here without adequate parking or adequate green space. *Applause*

A: We are trying to pull the building up and back and provide an overhang.

Q: We do not see any thought being put into amenities for the public just cramming more and more density into our area

Local Resident: I live right next door. I feel I'm part of a social experiment to see how much noise and disruption I can take before I'm pushed out of this area. The people in this room will be subject to 5 to 7 years of disruption and we get no benefit from this, we get more aggravation, noise, and traffic disruption. Even when this is done then it will then be the other side of the street and 30 years go by with it never ending. *Applause*

Local Resident: Affordable housing is supportable but will it change after a few years to something else like air bnb or hostel use.

A: No Pacifica housing will run this, or a portion thereof, as affordable rental housing only.

Local Resident: When our building was constructed the City required a significant portion of green space. Do you think what is proposed reflects the name of the community Harris Green?

Do you have a midblock crosswalk? There are major safety problems with midblock walkways

A: Community amenities will be contributed as per city requirements. There are bad midblock walkways and good ones. They work well when there is a series of them across several blocks but that doesn't exist here.

LUC Member: We see that there has been a theoretical calculation of density for the R-48 part of the site that is to be transferred to another part of the site. The level of density that has been calculated cannot be built. Other R-48 buildings in the local area that have been built that stayed within the 10 storey limit managed an FSR of about 5:1. This application is claiming density rights of 8.8:1 on the R-48 which they want to move to a different property. This is what happens when you let the developers do the math, and that's their role, they are trying to maximize density, and it's our role to try and catch it. What I'd like everybody to acknowledge is there is a lot of pushback in the room around livability and green space and I would quibble with

their math and question why the city is allowing developers to apply calculations of this type.  
*Applause*

Local Resident: My comment is to the city staff. The developers do what they need to do but the city should be looking after us. My question is why there is so much is given away with so little in return. *Applause*

Local Resident: Was your application for the fire hall contingent on rezoning approval for the entire site not just the fire hall? Will the property be amalgamated or will the lots be kept separate and possibly sold off separately? If the lots are kept separate nothing is stopping you from selling to another developer who will do something entirely different from what you propose here with the new density entitlements

A: We have to rezone the whole property as one. The fire hall straddles I believe 5 lots so the whole property needs to be rezoned. We will subdivide the fire hall parcel off as one parcel. We want to set the development up for future phases. We have a long track record of doing development work in the City of Victoria and it is our plan to develop this site.

1:32

Local Resident: We will be subject to more noise and more traffic. I have a friend who lives next to the existing Fire hall and before the truck leaves the bay its already sounded its siren. What is the wisdom of putting the fire hall on a one way street? Cook street has two directions. I'm just sorry this is happening.

Local Resident: Just complimenting the developer being open to coming and providing answers and facing criticism. It sounds like there is a willingness to work with the community which I appreciate. My comments are actually directed at the City representatives here tonight and that they are actually hearing the community and the crap we have to deal with. We would like to be respected as taxpayers and that they understand the community wants noise and traffic bylaws enforced and particularly that we want of green space. We want the City to be listening tonight.  
*Applause*

Local Resident: My comment is also to the city. Talking about all the housing that we need to provide we also need to provide the amenities that go along with the housing like schools, medical services offices and green space.

Local Resident: This is a message to City representatives. Projects like this can come with many unknowns. If locals find out that there is a hidden agenda around the institutional use such as treatment centers, homeless shelters, shooting galleries etc there will be massive pushback from the local residents.

Local Resident: There are also 5 and six storey buildings in this 3 block area. Harris Green is not getting the amenities that they should. I think we can feel safe with Pacifica Housing and Jawl but this site is proposing a much higher density but we don't seem to be getting anything for it.

1:38

Local Resident: Thank you Chief you and your workers deserve the best and thank you for your service. *Applause* As far as the rest of it build the fire hall build the facilities not the buildings and more green space *Applause*



LUC Chair: Just like to make a comment regarding the R-48 Properties and the proposed theoretical 8.8:1 density, and that this density could not actually be built on that site. If you look at all of the other R-48 properties that have been constructed to date in the city, all of them except for one have come in under the OCP maximums for this area at 5.5:1 or lower. This one is about 25% more dense than any other R-48 property built to date. Other developers have come forward with these theoretical densities but this is the highest we have ever seen

Local Resident: Can you tell us what R-48 means?

LUC Chair: R-48 was a zoning that was created back in 1997 by the Council of the day to stimulate residential construction Downtown. It was meant to create 10 storey buildings with residential capacity but it turns out the bylaw wasn't very well written because no one thought to write a maximum density into it. Ten years ago no one would have considered building a building taller than 10 stories in Victoria but that has changed but the R-48 zoning stayed the same so now rather than being restricted to building a building only 10 stories high developers have applied for height variances to increase the buildable area. The building across the street the Mondrian is pretty much the example of what an R-48 building built to the original intent of 10 stories would be. It is 10 stories high and 4.8:1 density. I think the R-48 zone is problematic the way it was written.

Applicant: Yelling at whoever made the R-48 zone 20 years ago is a futile experiment. The zoning exists and the density is there to facilitate housing to provide residential housing and that was the purpose of the zoning to begin with. The Yates on Yates went forward last year with DRA support and had a theoretical density of 7.57:1 and went through at 7.4:1 so we are not the first to break this mould. We are trying to bring forward a representative density to the entitlement that we have. We will take the feedback we heard tonight under consideration.





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Burnaby, BC V5H 4V8

Tel 604-439-4109  
Fax 604-433-5915

January 9, 2019

City of Victoria  
1 Centennial Square  
Victoria, BC, V8W 1P6  
VIA EMAIL: [mayorandcouncil@victoria.ca](mailto:mayorandcouncil@victoria.ca)

Subject: Proposed 1025 Johnson St. Project

Mayor and Council,

I am writing to confirm BC Housing's support of the proposed 130-unit affordable housing project at 1025 Johnson St.

The Province has recently announced that it is moving forward with more than 4,900 new affordable mixed-income rental homes as part of the Building BC: Community Housing Fund, of which the proposed project at 1025 Johnson Street is included. The Johnson Street project includes 130 units of affordable housing that would be operated by Pacifica Housing Advisory Association (Pacifica).

BC Housing is actively working with Pacifica and the project's developer, Dalmatian Developments Limited Partnership by its general partner Dalmatian Developments GP Ltd. (Dalmatian), to deliver these homes. The project has completed due diligence review by BC Housing and is proceeding through our approvals process.

Please do not hesitate to contact me should you have any questions.

Best regards

A handwritten signature in black ink, appearing to read "M. McNaughton", with a long horizontal line extending to the right.

Malcolm McNaughton  
Director, Regional Development for Vancouver Island

cc: Margaret Eckenfelder, Pacifica  
David Jawl, Dalmatian  
Elizabeth Jawl, Dalmatian  
Mike Betanzo, Senior Planner, City of Victoria

British Columbia Housing Management Commission

## PACIFICA HOUSING

Affordable homes. Better lives.

827 FISGARD STREET VICTORIA BC V8W 1R9  
 PHONE 250-385-2131 | FAX 250-385-6776  
[www.pacificahousing.ca](http://www.pacificahousing.ca)

January 24, 2019

City of Victoria  
 1 Centennial Square  
 Victoria, BC, V8W 1P6  
 VIA EMAIL: [mayorandcouncil@victoria.ca](mailto:mayorandcouncil@victoria.ca)

Subject: Proposed 1025 Johnson St. Project

Mayor and Council,

Pacifica Housing Advisory Association (Pacifica) has recently entered into a purchase and sale agreement with Dalmatian Developments Limited Partnership by its general partner Dalmatian Developments GP Ltd. (Dalmatian), to purchase 130 units of affordable housing at 1025 Johnson Street in Victoria's downtown. Pacifica is excited to be partnering with BC Housing Management Commission, under the Community Housing Fund, to provide deep affordability to our tenants. The units will be located above the City of Victoria's new Firehall No. 1, which requires that the building be constructed to post-disaster standards, which has increased the construction costs. Due to these higher construction costs, Pacifica is seeking to partner with the City of Victoria through its Housing Reserve Fund and through a 10-year property tax holiday. By providing an equity contribution of \$1.12M and ongoing tax holiday, this will reduce the amount of operational subsidy required, or to deepen affordability. Pacifica is planning on offering rents between 27-78% below private market rents, with the following rental structure and unit mix. This unit mix is subject to fluctuations as the project proceeds through BC Housing approval process.

Type of Units	Deep Subsidy Rate	Eligible Funding Under Housing Reserve Fund	Rent Geared to Income (60% of HILS)	Eligible Funding Under Housing Reserve Fund	Moderate Income (CMHC Average Rents)	Eligible Funding Under Housing Reserve Fund
	# Units		# Units		# Units	
Studios	5	\$50,000	13	\$65,000	7	\$35,000
1 Bedroom	11	\$110,000	27	\$135,000	17	\$85,000
2 Bedroom	9	\$180,000	21	\$210,000	13	\$130,000
3 Bedroom	1	\$30,000	4	\$60,000	2	\$30,000
<b>Total</b>	<b>26</b>	<b>\$370,000</b>	<b>65</b>	<b>\$470,000</b>	<b>39</b>	<b>\$280,000</b>
<b>Percentage</b>	<b>20%</b>		<b>50%</b>		<b>30%</b>	
<b>Grand Total</b>	<b>100%</b>	<b>\$1,120,000</b>				

The project is currently within the Development Permitting and Rezoning process, with construction to begin as soon as all required permits are in place.

We are actively working with BC Housing and the project's developer to deliver these homes in 2022. The project has completed due diligence review by BC Housing and is proceeding through its approvals process.

Please do not hesitate to contact me should you have any questions.

Best regards,

A handwritten signature in black ink, appearing to be 'ME', written over a large, light-colored circular mark.

Margaret Eckenfelder, Acting Executive Director  
Pacifica Housing Advisory Association

cc: Malcolm McNaughton, BC Housing  
Tara Schmidt, BC Housing  
David Jawl, Dalmatian  
Elizabeth Jawl, Dalmatian  
Miko Betanzo, Senior Planner, City of Victoria



*Deborah LeFrank left the meeting at 3:20pm.*

*Carl-Jan Rupp recused himself from Development Permit Application No. 000536 and Rezoning Application No. 00660 for 1025-1031 Johnson Street and 1050 Yates Street.*

*Paul Hammond returned to the meeting at 3:20pm.*

### **3.4 Development Permit Application No. 000536 and Rezoning Application No. 00660 for 1025-1031 Johnson Street and 1050 Yates Street**

The City is considering a Rezoning and Development Permit Application and Official Community Plan Amendment to construct a twelve-storey mixed-use fire hall building, a fifteen-storey mixed-use building, a fourteen-storey mixed-use building and a seventeen-storey mixed-use building.

Applicant meeting attendees:

ADAM FAWKES  
CARL-JAN RUPP  
DAVID JAWL

HCMA ARCHITECTURE & DESIGN  
HCMA ARCHITECTURE & DESIGN  
JAWL RESIDENTIAL

Mr. Betanzo provided the Panel with a brief introduction of the application and the areas that staff is seeking advice on, including the following:

- the overall massing and distribution of density in terms of access to light, liveability, and building separation distances
- the massing as it relates to the floor plate size of the residential portion of the non-market housing above the fire hall
- the podium portion of the fire hall building along Johnson Street
- the pedestrian experience, specifically along Johnson Street in front of the fire hall, and generally along all three streets at the perimeter of the subject properties
- the provision of green and open space.

Mr. Jawl, Mr. Rupp and Mr. Fawkes provided the Panel with a detailed presentation of the site and context of the proposal.

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

- what is the rationale for the 1.5m setback?
  - this setback was determined through neighbourhood consultation and provides more space within the public realm and more options for potential tenants
- is the City involved in further defining the dedicated urban plaza?
  - at this stage, the location has not been determined but it will be included within the new site-specific zone to increase green space
  - the plaza would be private property
- how many phases does the development include?
  - there will be four phases, starting with Cook and Johnson Streets then moving to Yates and Cook Streets
- is there any requirement for a mid-block crosswalk?
  - Mr. Betanzo noted that a mid-block crossing is not required through policy, but that applicants are welcome to propose one

- what is the intention for the wide truck apron outside the fire hall? Is this space meant to be animated, or to encourage lingering?
  - the apron is designed as a small plaza, providing integrated public art for the project
  - it is intended to be interesting to look at while going past the site, but not so interesting as to need further exploration
- what density and building separation distances are envisioned for the entire site?
  - the separation distances outlined in the Downtown Core Area Plan have been used to illustrate some concepts for the entire site
  - some of the other buildings may come as close as 20m from the fire hall, but the precise distances have not yet been determined
  - the distances can be increased to ensure liveability, and the concepts illustrated demonstrate that this can be achieved
- how does the site's overall density compare to the requirements in the Official Community Plan (OCP)?
  - Mr. Betanzo noted that the OCP specifies a range of densities from 3:1 to 5.5:1 FSR, and that the proposal includes an amendment to the OCP to allow a density of 6.8:1 FSR
- how will noise from the fire hall be mitigated?
  - there is not significant noise at fire hall itself; noise is managed pre-emptively through the traffic light manipulation, and sirens are not turned on inside the bays
  - fire hall staff will continue to be good neighbours as they move closer to the downtown core
  - any noise from the site is not worse than other downtown locations
- will the six bays house six fire trucks?
  - there are several types of vehicles including ATVs
- do the trucks have to manoeuvre within bays?
  - the vehicles regularly on call are kept at the front of the bays, and seasonal vehicles and ATVs are kept towards the back
- will fire and ambulances have to back into the bays?
  - the apron allows trucks to back in
- if funding cannot be sourced for the housing component above the fire hall, will the units be rentals?
  - in that event, affordable housing would be reconsidered
  - an agreement for social housing is already in place and is only awaiting funding from upper levels of government
  - the goal is to deliver 130 homes above the fire hall
- can the fire hall be pushed further towards the front setback to increase the distance towards other buildings on the site?
  - the fire hall has been located as far northwards as possible without exposing the core to exterior
  - the cores cannot move, as they provide just enough width for the emergency service bays; there is not a millimetre to spare
- what is the rationale behind not having the tallest building at the corner?
  - higher towers were considered, but it did not meet City policies and did not look right in context
  - the goal is to emphasize the corners, but this can be done in ways other than increasing height

- how specific are the requirements for the new zone?
  - Mr. Betanzo clarified that the height, density and general distribution will be outlined in the new zone, and further development applications will specify the particular buildings' designs.

Panel members discussed:

- the emergency services building as a well-composed, simple and elegant solution to a number of urban components
- appreciation for the concept of urban integration
- concern for the coexistence of fire, ambulance and residential services
- the floorplate of the apartment being appropriate given its location above a larger structure and for the type of development
- the housing component's playful but sterile feel; however, the starkness working within the context
- opportunity to include more outdoor spaces and patios for residents above the fire hall
- desire for further information such as sustainability objectives
- concern that the common spaces will not be used, and that a level of animation could be lost
- appreciation for the rhythm of fenestration and colour of the emergency services and residential building
- appreciation for the glass bar above the emergency services portion of the building, helping to signify entrances and residential uses

*Justin Gammon left the meeting at 4:32pm.*

- concern for the master planning of the pedestrian realm
- the need to consider the provision of a mid-block pedestrian connection to improve pedestrian circulation and animation of the site
- appreciation for the overall sensitivity to the public realm
- the proposal's success in providing a gateway experience, particularly around the south corner
- appreciation for the third concept provided which proposed a pedestrian plaza on the south side; this may provide a compromise if a mid-block pedestrian connection cannot be achieved
- opportunity for smaller breaks in the podium for the proposed pedestrian plaza
- cautioning against a triangular plaza design on the corner of Cook and Yates Streets, due to the difficulty in animating these spaces
- the need to avoid a heavy overhang with pillars within the public realm, for the benefit of the pedestrian experience
- opportunity to conduct a wind study to assist in evaluating the outdoor public spaces
- appreciation for the level of detail conceived in the master plan
- the overall distribution of massing, height and density is appropriate, and it is understood that each building will be evaluated on its own merits at the development permit stage
- hesitancy in committing to the height without further information for the entire site
- the need for the site's landmark aspect to be the buildings' architectural significance rather than the public space aspect



- appreciation for the lightness and airiness of the concepts presented for the rezoning portion of the application
- desire for on-site storm water solutions to be examined over the entire site
- opportunity for public art and animation along Cook Street instead of at the truck bays.

**Motion - DP**

It was moved by Paul Hammond, seconded by Jason Niles, that Development Permit Application No. 000536 for 1025-1031 Johnson Street and 1050 Yates Streets be approved as presented.

**Carried Unanimously**

**Motion - REZ**

It was moved by Jesse Garlick, seconded by Jason Niles, that Rezoning Application No. 00660 for 1025-1031 Johnson Street and 1050 Yates Streets be approved as presented.

**Carried**

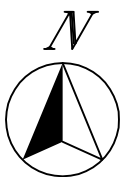
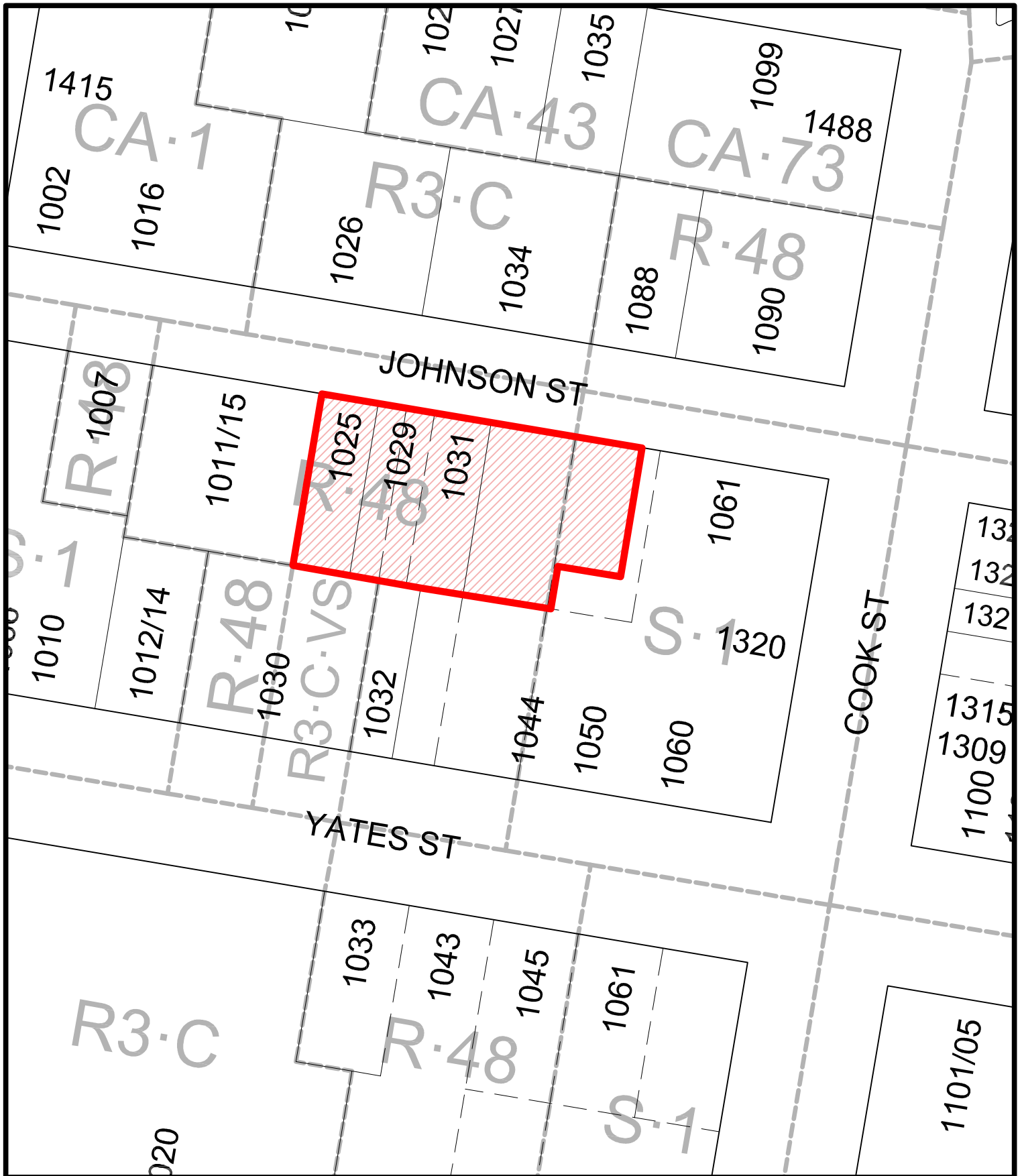
For: Jesse Garlick (Chair); Elizabeth Balderston; Jason Niles; Paul Hammond  
Opposed: Sorin Birliga and Stefan Schulson

**4. ADJOURNMENT**

The Advisory Design Panel meeting of November 28, 2018 was adjourned at 4:50 pm.

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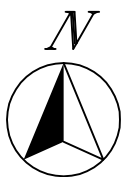
Jesse Garlick, Chair



1025-1031 Johnson Street and  
1050 Yates Street  
Development Permit No.000536









1025 JOHNSON STREET

ISSUED FOR DP + REZONING REVISIONS - CLEAN SET 2019.02.01



## PERSONNEL

## DEVELOPMENT MANAGER

**DEVELOPMENT MANAGER**  
Jawł Residential Ltd  
3375 Tennyson Ave  
Victoria, BC V8Z 3P7  
T: 250.475.7751  
E: [djawl@jawlresidential.com](mailto:djawl@jawlresidential.com)

## CONSULTANTS

**ARCHITECTURAL**  
HCMA Architecture + Design  
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**STRUCTURAL**  
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F: 250.381.7900  
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m3 MECHANICAL CONSULTANTS INC.  
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F: 250.475.3611  
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**LANDSCAPE**  
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E: [scott@mdidesign.ca](mailto:scott@mdidesign.ca)

## CIVIL

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Victoria, B.C. V8Z 4B7  
T: 250.727.2214  
F: 250.727.3395  
E: [ruck@jeanderson.com](mailto:ruck@jeanderson.com)

## PROJECT INFORMATION

## CIVIC ADDRESS:

1025 Johnson St., Victoria, BC

**LEGAL DESCRIPTION:**

The Westerly 40' of Lot 961, Victoria City  
Lot 961, Victoria City, except the Westerly 40' thereof  
The Westerly 19' 3" of Lot 960, Victoria City  
The Easterly 40' 9" of Lot 960, Victoria City  
Lot 959, Victoria City  
Lot 958, Victoria City

BUILDING CODE: BC Building Code 2018

OCCUPANCY CLASS: Group C: Group D: Group F, Division 3: Group F, Division 2

PROPOSED BUILDING GROSS FLOOR AREA: 18,660.50 sq.m (200,860 sq.ft)

## SHEET LIST

本報地址：新加坡坡底大馬路111號

[illegible]

## LANDSCAPE

L1.01	MATERIALS	LEVEL - 1
L1.02	MATERIALS	LEVEL - 2 & 4
L3.01	PLANTING PLAN	LEVEL - 1
L3.02	PLANTING PLAN	LEVEL - 2 & 4

Received  
City of Victoria

FEB 04 2019

Planning & Development Department  
Development Services Division

CORVUS FAST LOGO

NOT FOR CONSTRUCTION

1025 Johnson Street  
1025 Johnson St., Victoria, BC

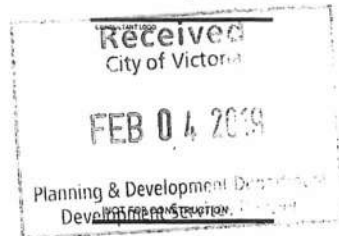
COVER PAGE

SCALE:

**HCMA Architecture + Design**  
Suite 205 - 26 Bastion Square  
Victoria BC, Canada V6W 1H9  
T 250 382 6650  
W [hcma.ca](http://hcma.ca)

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PROJECT#:1624 \* DRAWN:TEAM

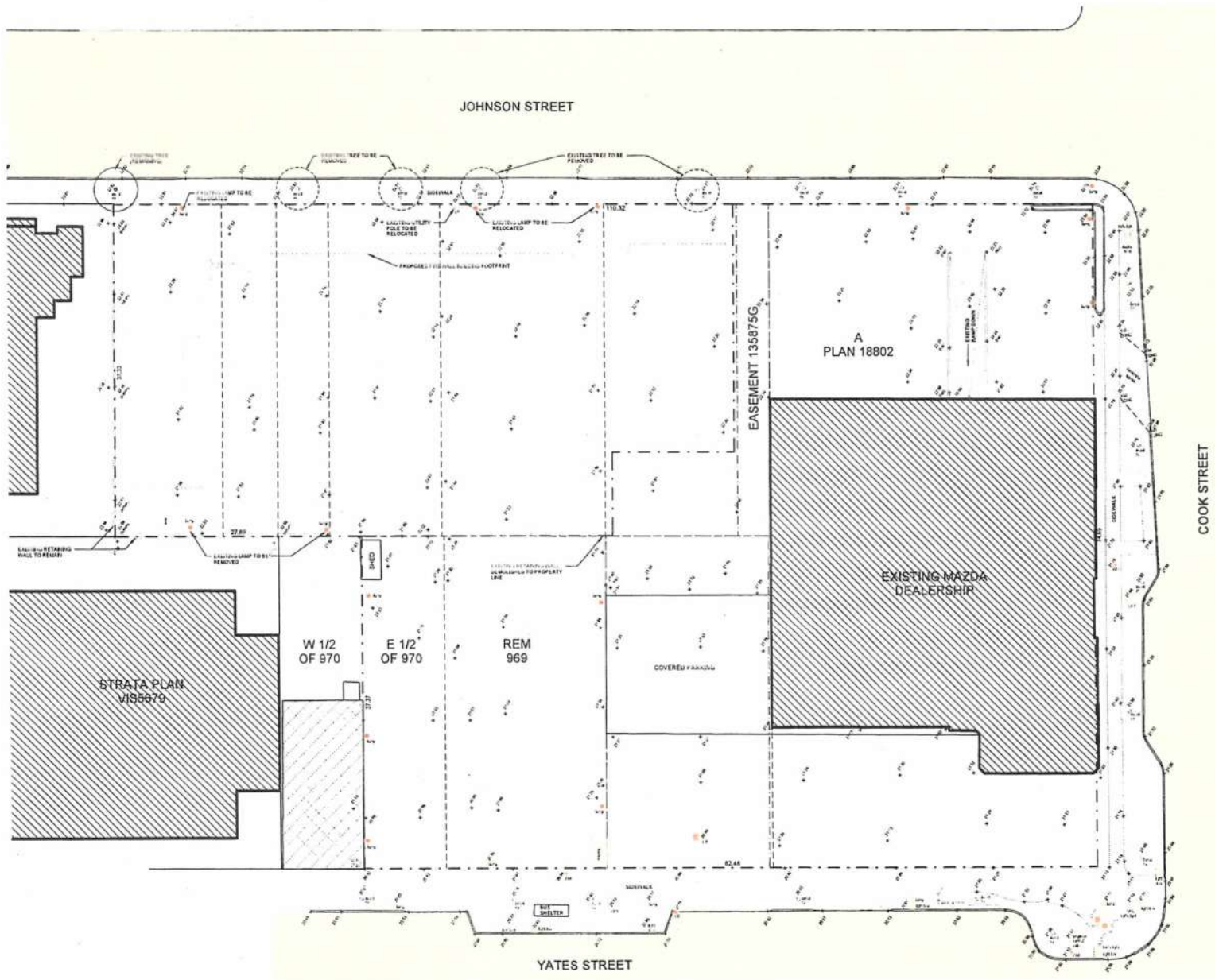


1025 Johnson Street  
1025 Johnson St., Victoria, BC

EXISTING SITE  
PLAN

**A100**

SCALE: 1:200  
HCMA Architecture + Design  
Suite 205 - 26 Bastion Square  
Victoria BC, Canada V8W 1H9  
T 250 382 6650  
W hcma.ca





NOT FOR CONSTRUCTION

1025 Johnson Street

REVISION	DESCRIPTION	DATE
	ISSUED TO CONW	12/04/2018

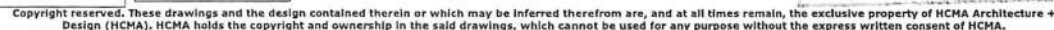
## PROPOSED SITE PLAN

2019-02

A101

SCALE: As indicated

**HCMA Architecture + Design**  
Suite 205 - 26 Bastion Square  
Victoria BC, Canada V8W 1H9  
T 250 382 6650  
W [hcma.ca](http://hcma.ca)



PROJECT#:1624 • DRAWN: TEAM



NOT FOR CONSTRUCTION

**1025 Johnson Street**  
1025 Johnson St., Victoria, BC

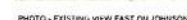
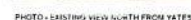
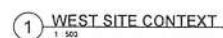
## SITE CONTEXT

2019-02-03

A102

SCALE: 1 : 500

**HCMA Architecture + Design**  
Suite 205 - 26 Bastion Square  
Victoria BC, Canada V8W 1H9  
T 250 382 6650  
W [hcma.ca](http://hcma.ca)

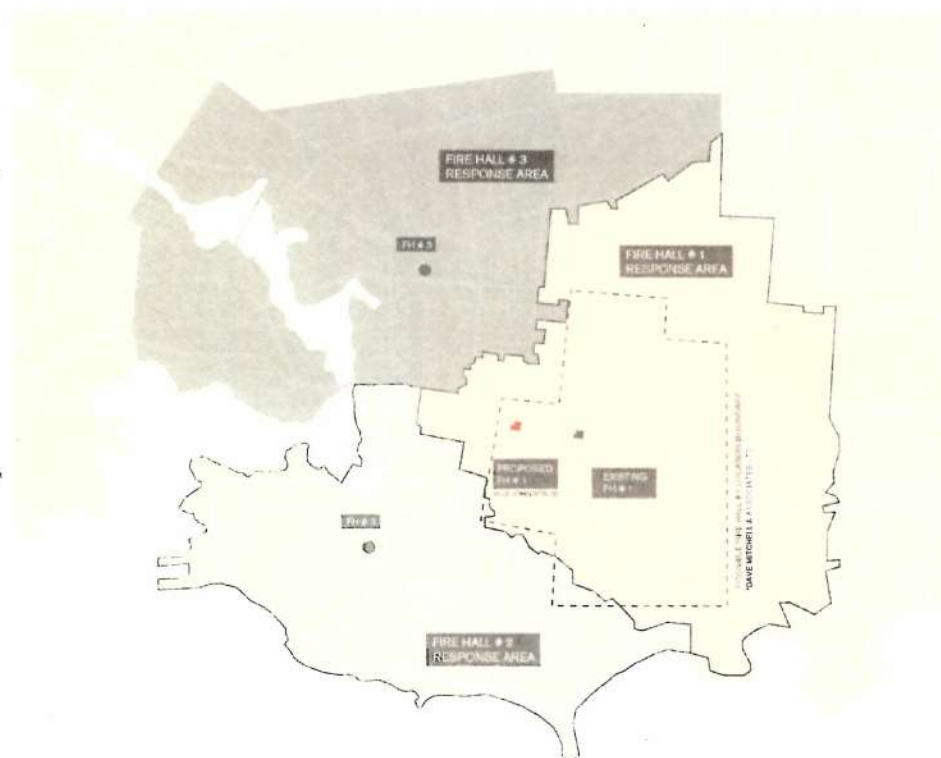


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PROJECT#:1624 • DRAWN: Author

SUNRACK SOLSTICE

WATER SOLSTICE



100% TYPICAL

NOT FOR CONSTRUCTION

1025 Johnson Street  
1025 Johnson St., Victoria, BC

REVISION	DESCRIPTION	DATE
1	CONCEPTUAL DESIGN	12/12/2018
2	SCHEMATIC DESIGN	12/12/2018
3	PRELIMINARY DESIGN	12/12/2018
4	FINAL DESIGN	12/12/2018

SITE CONTEXT

Received  
City of Victoria  
FEB 04 2019  
Planning & Development Department  
Development Services Division

A103

SCALE:  
HCMA Architecture + Design  
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PROJECT: 1624 • DRAWN: Author

Received  
Director

FEB 04 2019

Planning & Development Department  
Development Services Division

PROJECT#:1624 • DRAWN:TEAM

# HCMV

6. *Confidentiality* 7. *Anti-fraud*

NOT FOR CONSTRUCTION

**1025 Johnson Street**  
1025 Johnson St., Victoria, BC

DATE \_\_\_\_\_

REVISION	DESCRIPTION
1	ISSUED TO CORN
2	ADDITIONAL REVISIONS

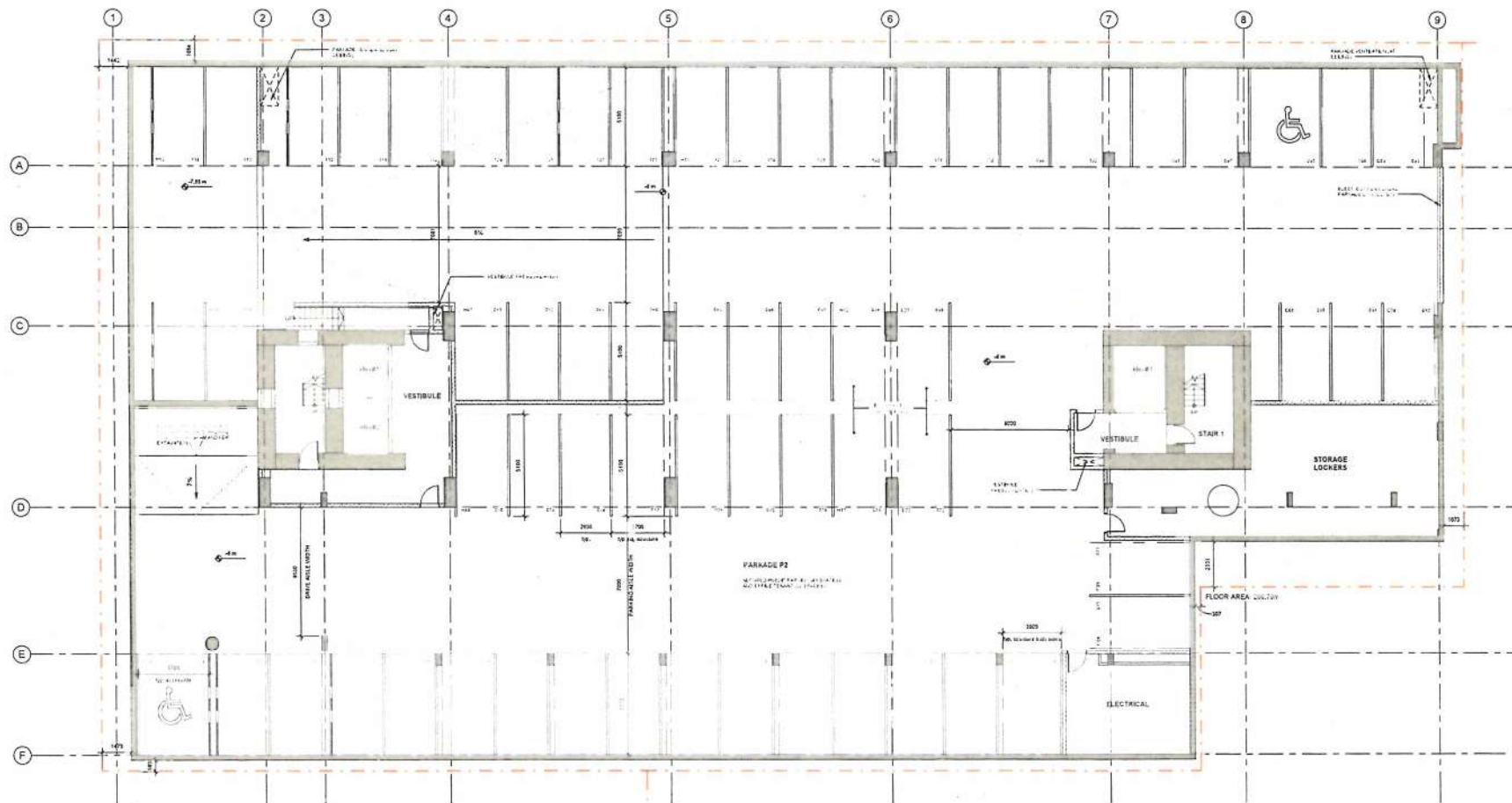
## STREET PERSPECTIVE

A104

**SCALE:**

**HCMA Architecture + Design**  
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Victoria BC, Canada V8W 1H9  
T 250 382 6650  
W [hcma.ca](http://hcma.ca)





SCALE: 1:100

NOT FOR CONSTRUCTION

1025 Johnson Street  
1025 Johnson St., Victoria, BC

DATE: 2019-02-13  
REVISION: 1  
DESCRIPTION: REVISIONS  
DRAWN BY: [signature]

LEVEL P2 -  
PARKADE  
LEVEL 2

## PARKING LEGEND:

C - COMMERCIAL  
F - FIRE (HALL)  
H - HOUSING  
V - VISITOR

## VEHICLE PARKING CALCULATIONS

TYPE OF BUILDING USE	UNITS/FLOOR AREA	PARKING REQUIRED	VISITOR PARKING REQUIRED	TOTAL PARKING REQUIRED	TOTAL PARKING PROVIDED
FIRE SERVICES (INDUSTRIAL WAREHOUSE)	N/A	17	N/A	17	17
COMMERCIAL (OFFICE)	1250.0 sq.m.	23	N/A	23	23
MULTI-RESIDENTIAL (APT. GARAGES)	120 units	4.8 x 42 = 16.5 + 64	130 x 0.1 = 13	64 + 13 = 77	77
+45 sq.m.	24 units	24 x 0.25 = 4.8			
between 45-70 sq.m.	14 units	64 x 0.50 = 42.0			
>70 sq.m.	22 units	22 x 0.75 = 16.5			
TOTAL VEHICULAR PARKING		84 + 23 = 107	13	117	117



## A200

SCALE: 1:100

HCMA Architecture + Design  
Suite 205 • 28 Bastion Square  
Victoria BC, Canada V8W 1H9  
T 250 382 6650  
W hcma.ca

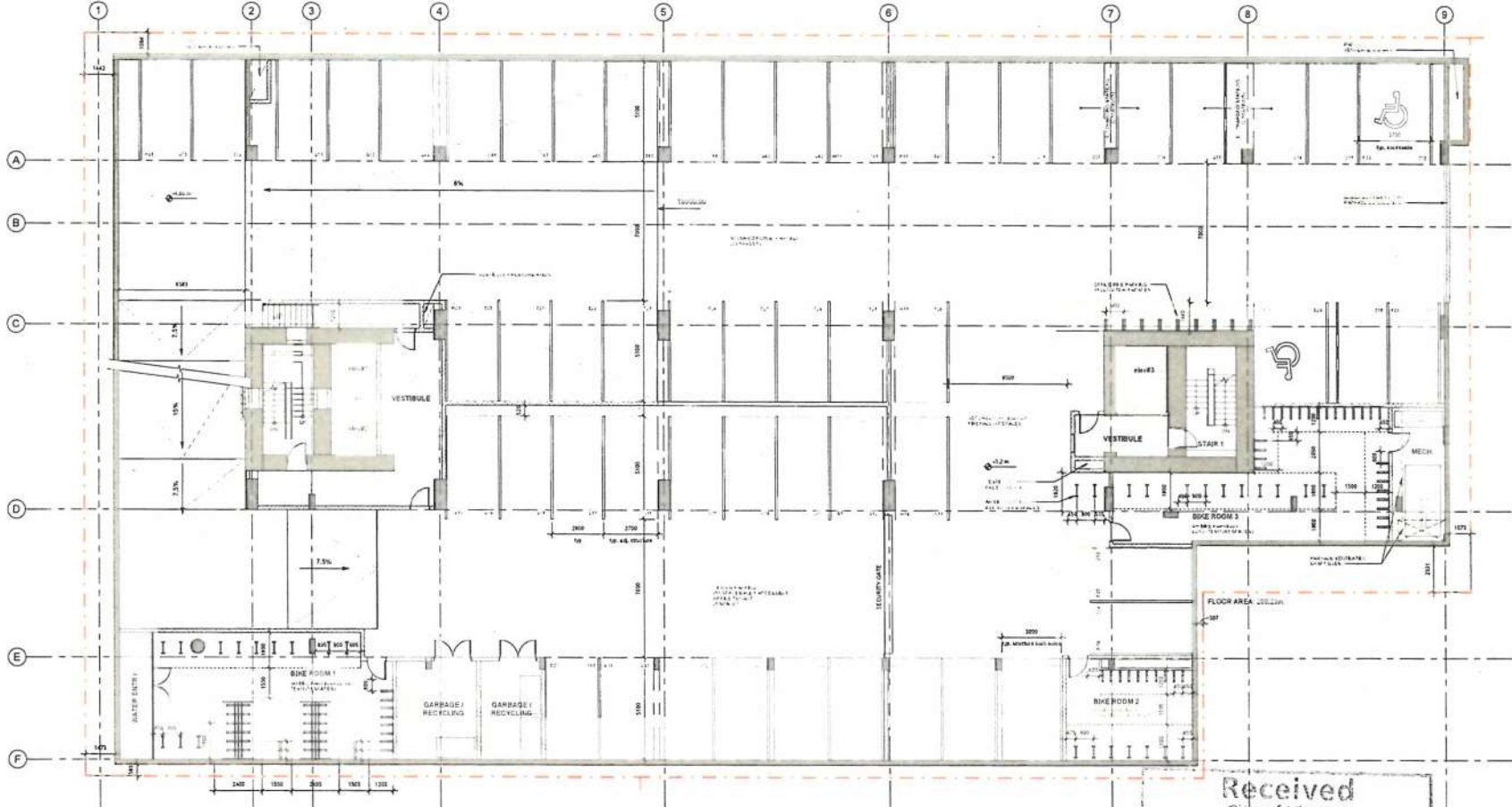
DATE: 10/10/2018

NOT FOR CONSTRUCTION

DATE: 10/10/2018

1025 Johnson Street  
1025 Johnson St, Victoria, BC  
REVISION DESCRIPTION  
1 10/10/2018

LEVEL P1 -  
PARKADE LEVEL  
1



**PARKING LEGEND:**  
C - COMMERCIAL  
F - FIRE HALL  
H - HOUSING  
V - VISITOR

**VEHICLE PARKING CALCULATIONS**

TYPE OF BUILDING USE	UNITS/FLOOR AREA	PARKING REQUIRED	VISITOR PARKING REQUIRED	TOTAL PARKING REQUIRED	TOTAL PARKING PROVIDED
FIRE SERVICES (INDUSTRIAL WAREHOUSE)	N/A	17	N/A	17	17
COMMERCIAL (OFFICE)	1000.0 sq.m.	23	N/A	23	23
MULTI-RESIDENTIAL (AFFORDABLE)	1-20 units	4.8 + 0.20 = 5.0	120 + 0.1 = 120.1	64 + 13 = 77	77
+45 sq.m.	24 units	24 + 0.20 = 4.8			
between 45-70 sq.m.	84 units	84 + 0.50 = 42.0			
+70 sq.m.	32 units	22 + 0.75 = 16.5			
TOTAL VEHICULAR PARKING		64 + 23 + 17 = 104	13	117	117

**BICYCLE PARKING CALCULATIONS**

TYPE OF BUILDING USE	UNITS/FLOOR AREA	LONG TERM REQUIRED	SHORT TERM REQUIRED
FIRE SERVICES (INDUSTRIAL WAREHOUSE)	1000.0 sq.m.	1000.0 / 1200 = 1.33	6
COMMERCIAL (OFFICE)	1000.0 sq.m.	1000.0 / 1200 = 1.00	1000.0 / 4000 = 3.00
MULTI-RESIDENTIAL (AFFORDABLE)	1-20 units	133 + 24 = 157	2.4 + 10.8 = 13.2
+45 sq.m.	24 units	24 + 0.1 = 24.1	24 + 0.1 = 24.1
+65 sq.m.	104 units	104 + 0.25 = 132.5	104 + 0.1 = 104.1
TOTAL REQUIRED		157 + 11 = 168	134 + 4 = 138
TOTAL PROVIDED		170	24
(ground level)		(85)	(24)
(parkade level)		(85)	(0)

Received  
City of Victoria  
FEB 04 2019  
Planning & Development Department  
Development Services Division

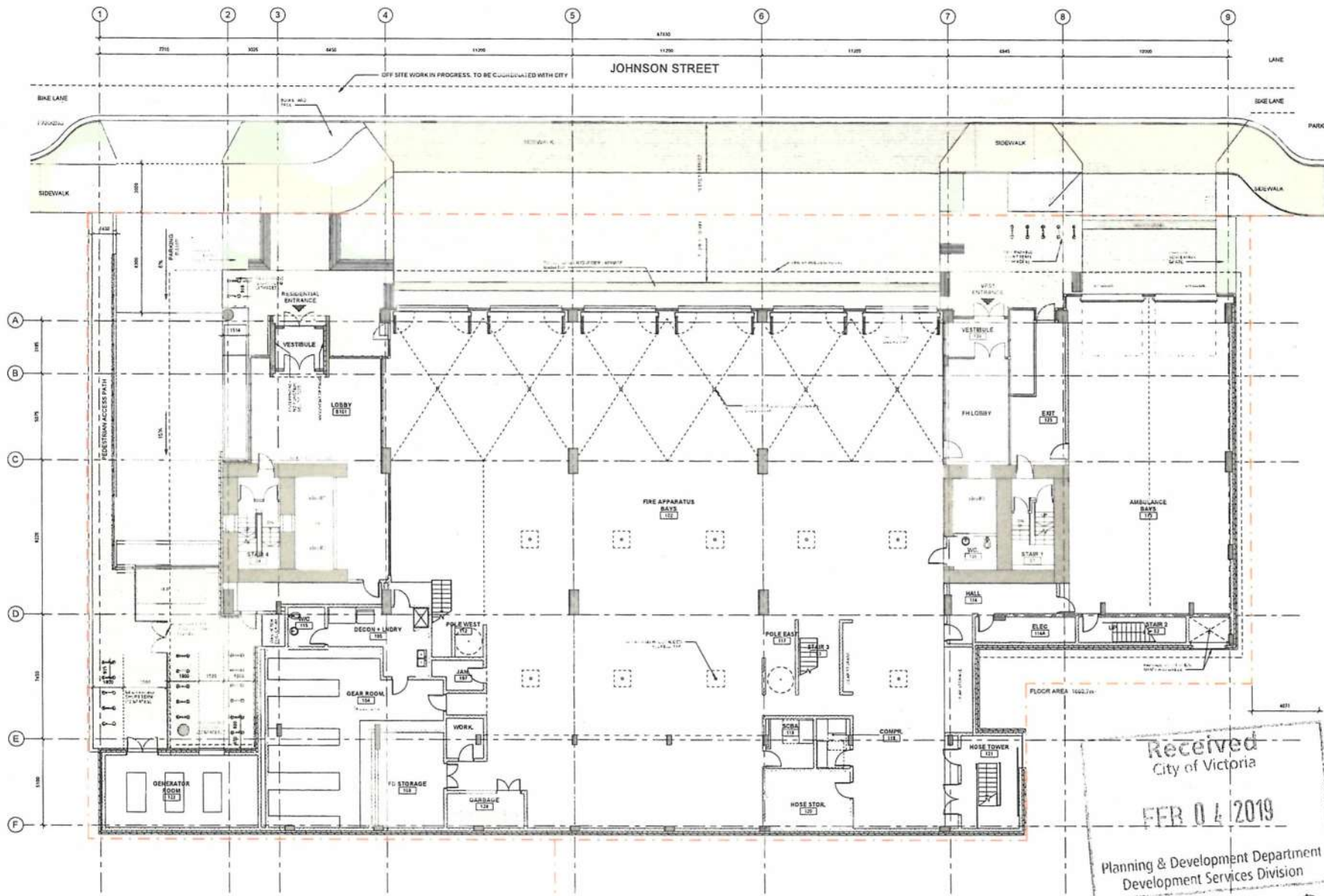
**A201**

SCALE: 1:100

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LEVEL 01 - FIRE  
HALL MAIN  
FLOOR

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City of Victoria  
FEB 04 2019  
Planning & Development Department  
Development Services Division

A202

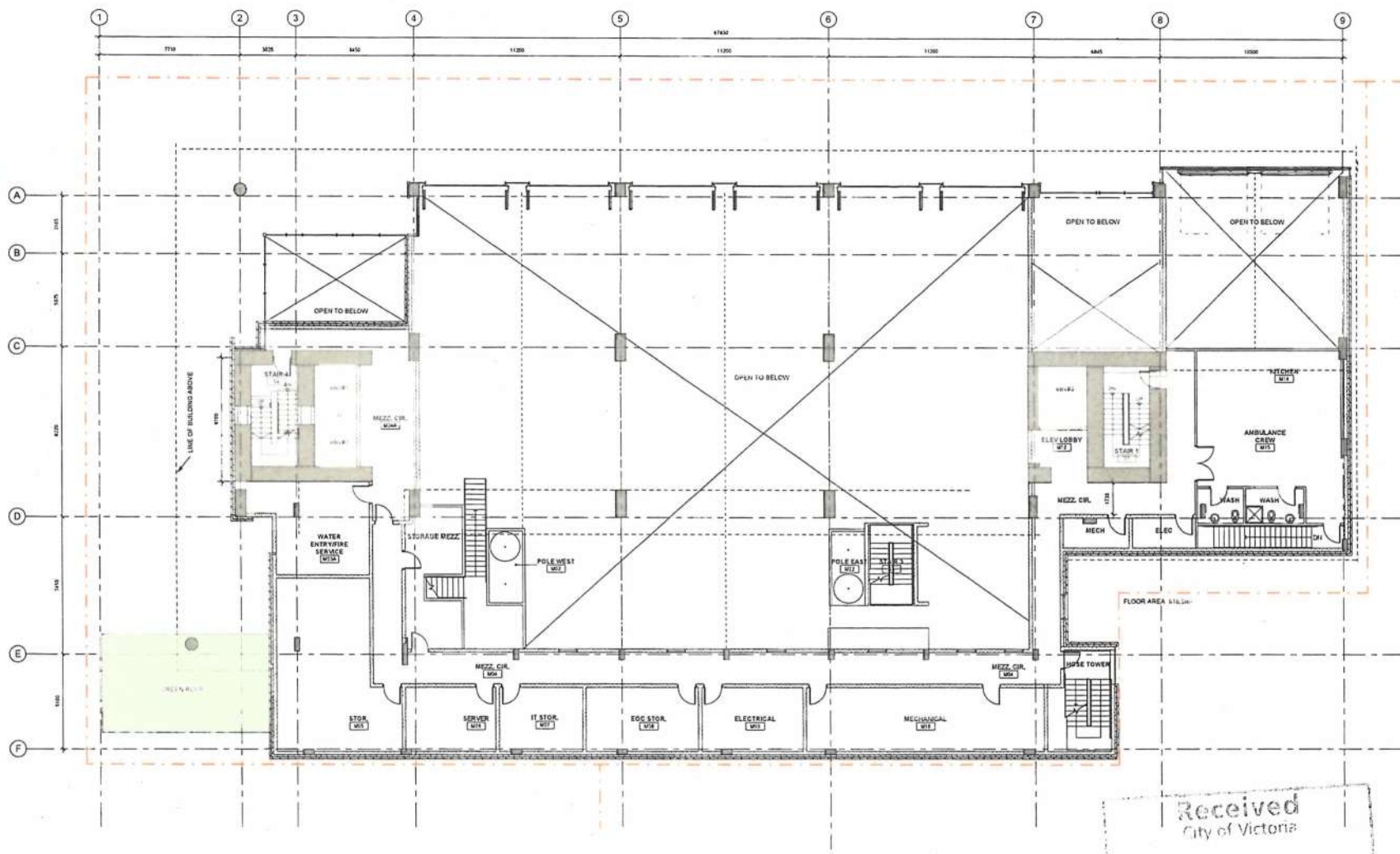
SCALE: 1:100

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Suite 205 - 26 Bastion Square  
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Planning & Development Department  
Development Services Division

**HCMA**

CONSULTANT LOGO

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1025 Johnson Street  
1025 Johnson St, Victoria, BC

REVISION	DESCRIPTION	DATE
1	ISSUED FOR PERMIT	01/09/18
2	REVISED PER PERMITTING	02/09/18

**LEVEL 01M - FIRE  
HALL MEZZANINE**

**A203**

SCALE: 1:100

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W hcma.ca

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HCMA T&T LOGO

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1025 Johnson Street

1025 Johnson St., Victoria, BC

LEVEL 02 - FIRE  
HALL  
ADMINISTRATION

A204

SCALE: 1:100

HCMA Architecture + Design  
Suite 205 - 26 Bastion Square  
Victoria BC, Canada V8W 1H9  
T 250 382 6650  
W hcma.ca

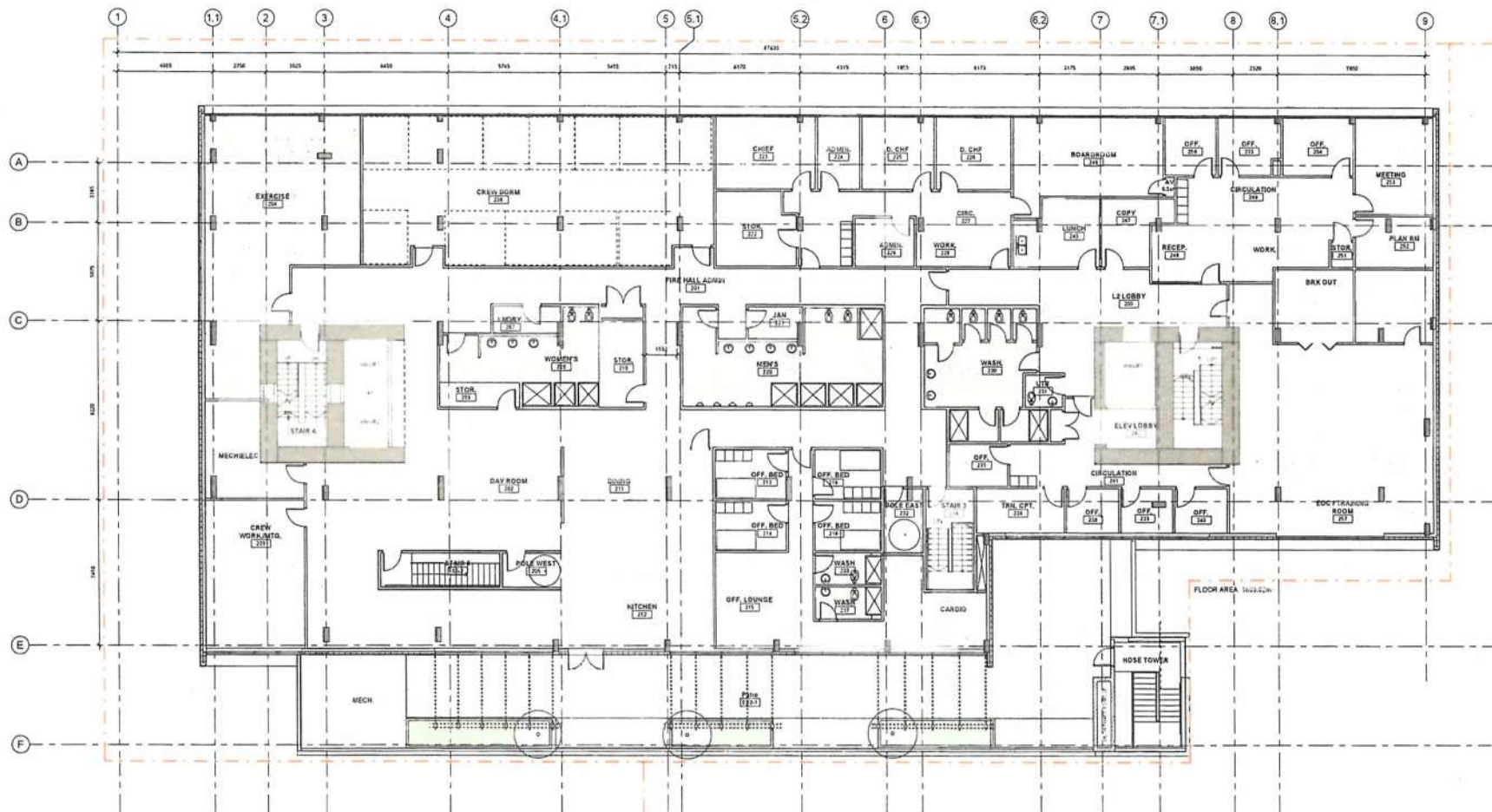
Received  
City of Victoria

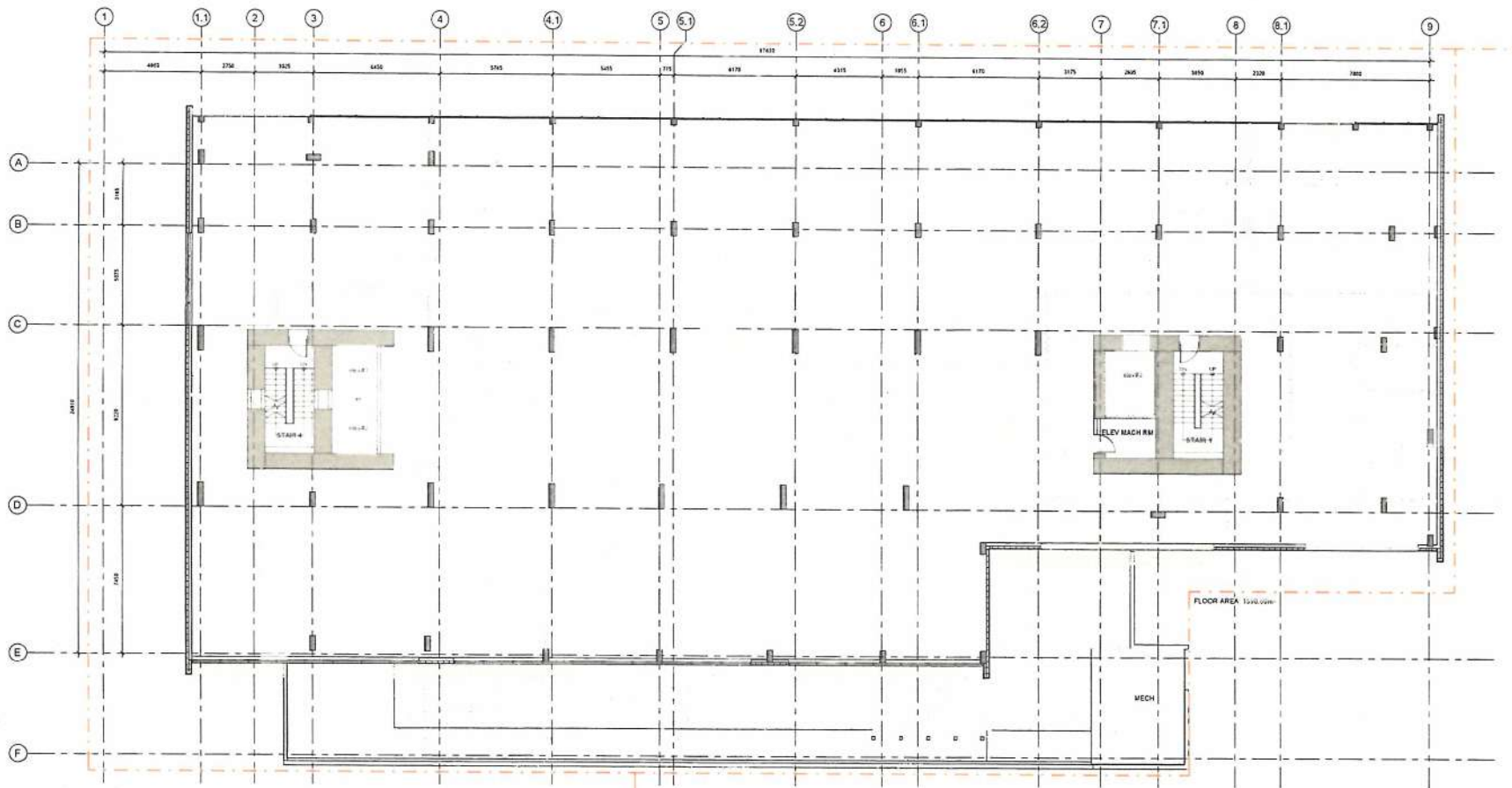
FEB 04 2019

Planning & Development Department  
Development Services Division

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PROJECT#1624 • DRAWN: TEAM





**HCMA**

Scale: 1/8" = 1'-0"

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1025 Johnson Street  
1025 Johnson St, Victoria, BC

REVISION	DESCRIPTION	DATE
1	ISSUED FOR PERMIT	11/11/2019
2	REVISED FOR PERMIT	11/11/2019

LEVEL 03 -  
OFFICE - TENANT

Received  
City of Victoria  
FEB 04 2019  
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Development Services Division

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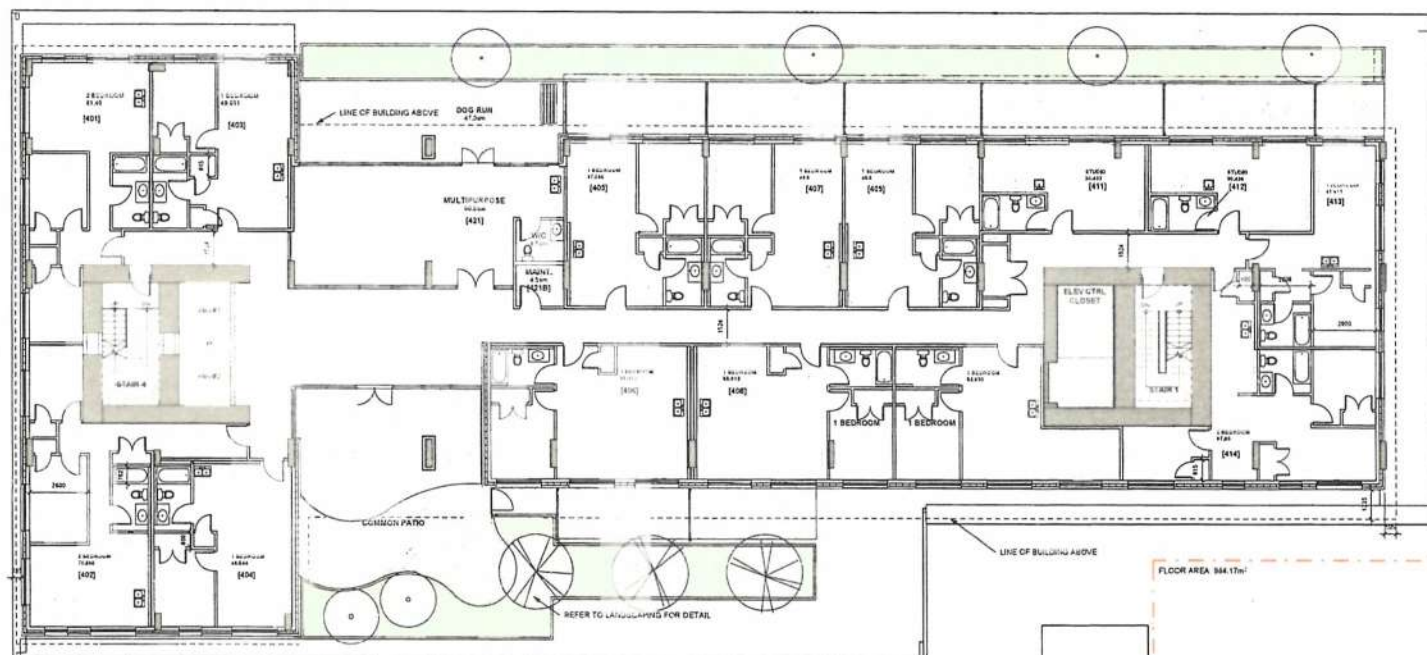
PROJECT: 1624 • DRAWN: TEAM

**A205**

SCALE: 1 : 100

HCMA Architecture + Design  
Suite 205 - 25 Bastion Square  
Victoria BC, Canada V8W 1H9  
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City of Victoria

FEB 04 2019

Planning & Development Department  
Development Services Division



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**1025 Johnson Street**  
1025 Johnson St., Victoria, BC

DATE	
11/17/2018	
11/23/2018	
12/06/2018	

DESCRIPTION	REVIEW COMMENTS
ADVISORY - SEE JURY PANEL	
ISSUED TO COURT	

LEVEL 5-10  
-AFFORDABLE  
HOUSING  
TYPICAL LAYOUT

2019/02/

## A207

SCALE: 1 : 100

**HCMA Architecture + Design**  
Suite 205 - 26 Bastion Square  
Victoria BC, Canada V8W 1H9  
T 250 382 6650  
W [hcma.ca](http://hcma.ca)

PROJECT#:1624 • DRAWN: TEAM

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City of Victoria  
FEB 04 2019  
Planning & Development Department  
Development Services Division

1025 Johnson St. Victoria, BC

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1025 Johnson Street  
1025 Johnson St., Victoria, BC

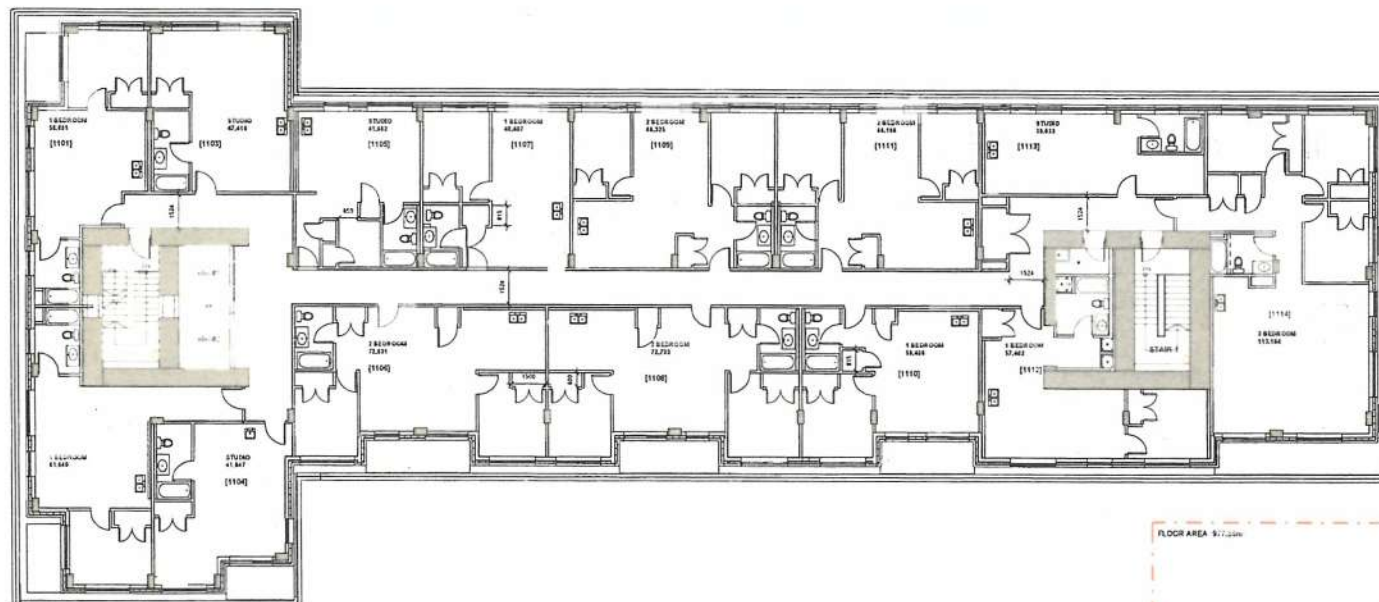
REVISION	DESCRIPTION	DATE
1	ISSUED FOR PERMIT	11.12.2018
2	ISSUED FOR PERMIT	11.12.2018
3	ISSUED FOR PERMIT	11.12.2018
4	ISSUED FOR PERMIT	11.12.2018

LEVEL 11 -  
AFFORDABLE  
HOUSING TOP  
FLOOR

**A208**

SCALE: 1:100

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City of Victoria

FEB 06 2019

Planning & Development Department  
Development Services Division



scale: 1/8"=1'-0"

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1025 Johnson Street  
1025 Johnson St., Victoria, BC

ROOF PLAN

DATE  
04/12/2018  
11/22/2018  
02/08/2019

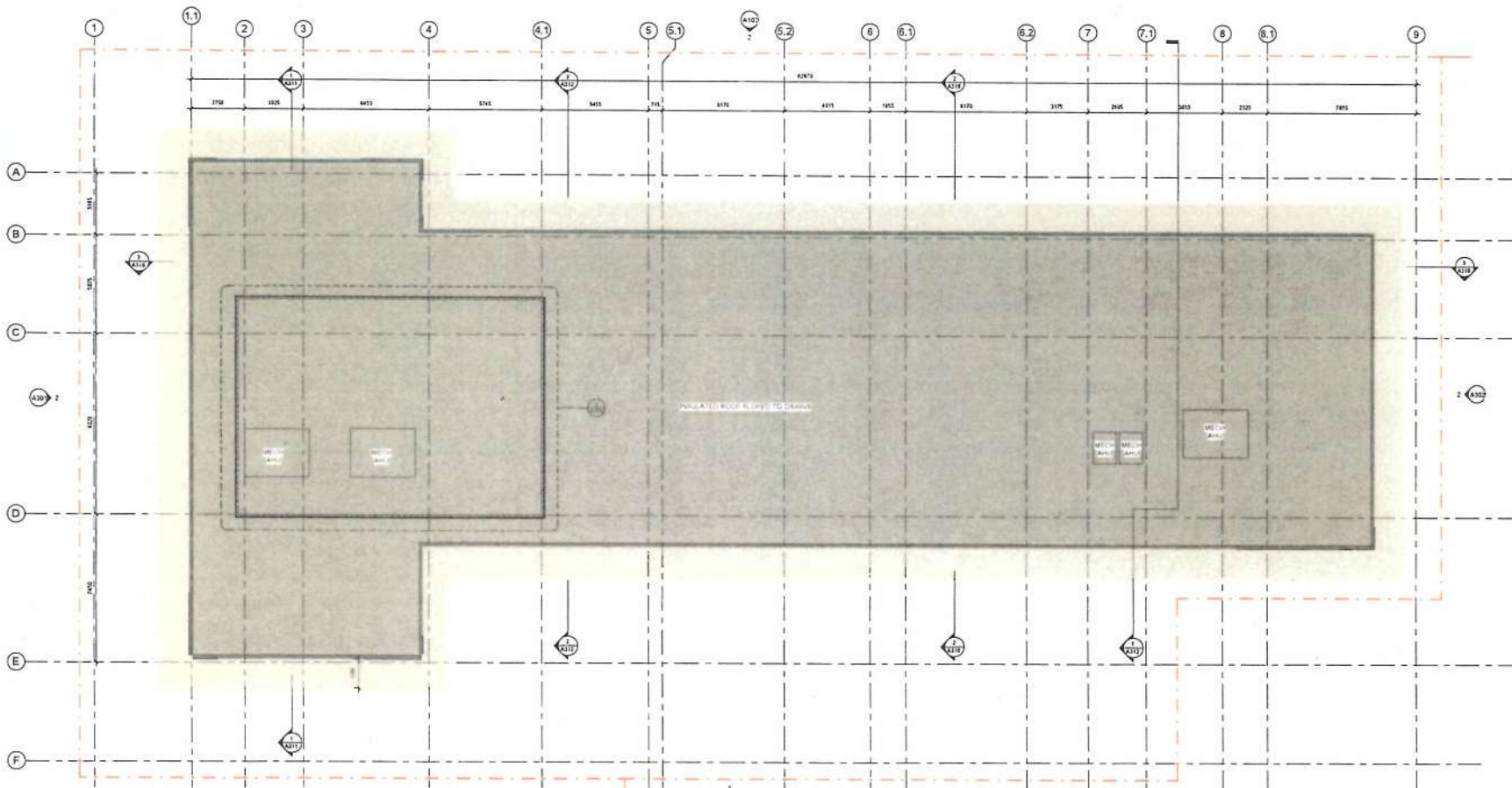
REVISION DESCRIPTION  
1.000 PRELIMINARY DESIGN  
2.000 PRELIMINARY DESIGN  
3.000 PRELIMINARY DESIGN

2019-02-01

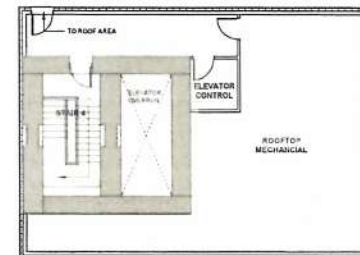
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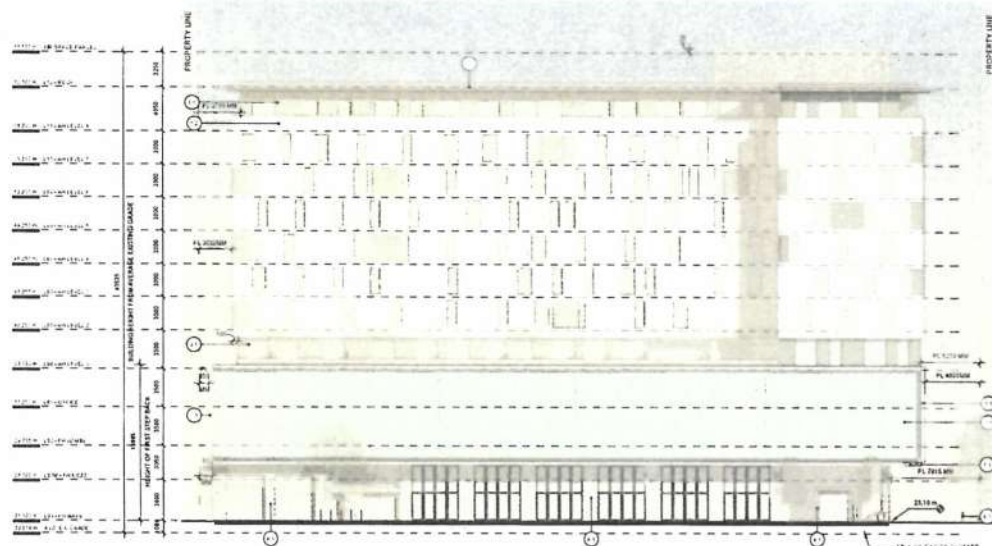
HCMA Architecture + Design  
Suite 205 - 26 Bastion Square  
Victoria BC, Canada V8W 1H9  
T: 250 382 6650  
W: hcma.ca



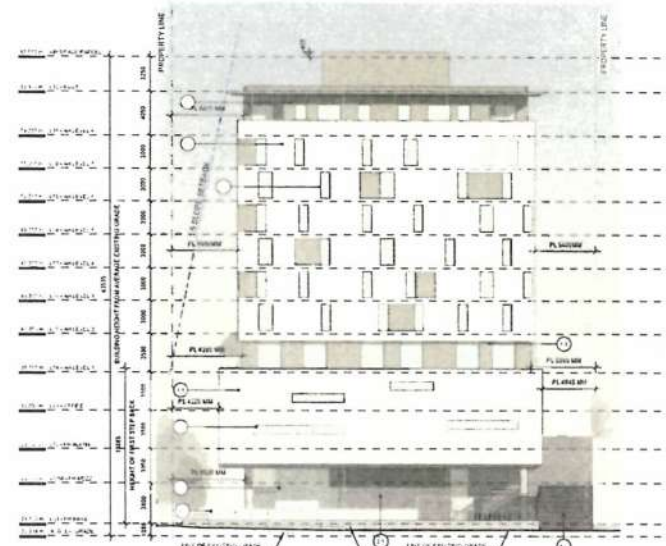
FLOOR AREA: 171.30m<sup>2</sup>



2 ROOFTOP MECHANICAL PENTHOUSE PLAN  
1:100



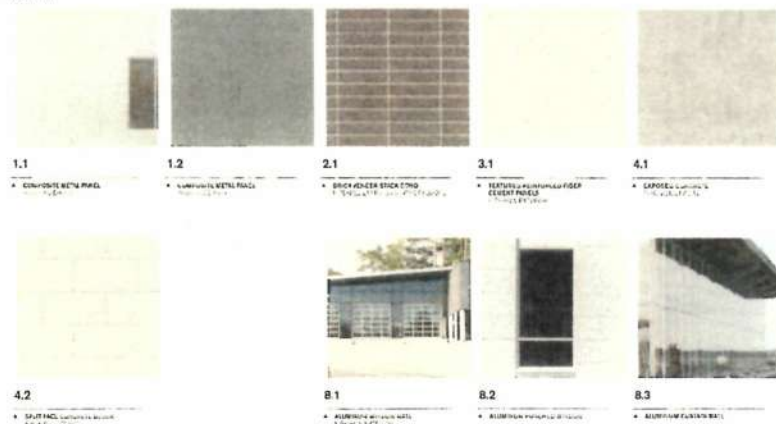
1 NORTH ELEVATION  
1:200



2 WEST ELEVATION  
1:200

## VFS1 EXTERIOR MATERIALS

Fire Hall



ELEVATION KEYNOTES	
1.1	COMPOSITE METAL PANEL - COLOUR BY CHARCOAL
1.2	COMPOSITE METAL PANEL - COLOUR BY LIGHT GREY
2.1	BRICK VENEER - STICK END - COLOUR BY T&B
3.1	TEXTURED ALUMINUM FIBER CEMENT PANELS - COLOUR BY T&B
4.1	EXPOSED CONCRETE - FINISH T&B
4.2	EXPOSED CONCRETE - FINISH T&B
7.2	ALUMINUM CURTAIN WALL - COLOUR BY T&B
7.3	ALUMINUM CURTAIN WALL - COLOUR BY T&B
8.1	ALUMINUM CURTAIN WALL - COLOUR BY T&B
8.2	ALUMINUM CURTAIN WALL - COLOUR BY T&B
8.3	ALUMINUM CURTAIN WALL - COLOUR BY T&B
12.1	ALUMINUM CURTAIN WALL - COLOUR BY T&B
12.2	ALUMINUM CURTAIN WALL - COLOUR BY T&B



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PROJECT#1624 • DRAWN: TEAM

# HCMA

Consultant/Logo

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1025 Johnson Street  
1825 Johnson St., Victoria, BC

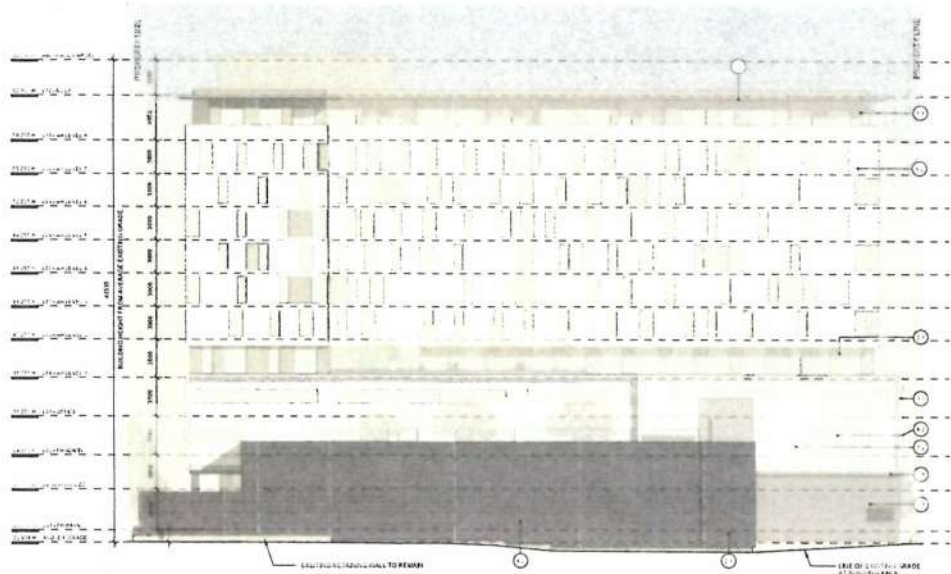
NORTH and WEST  
ELEVATION

## A301

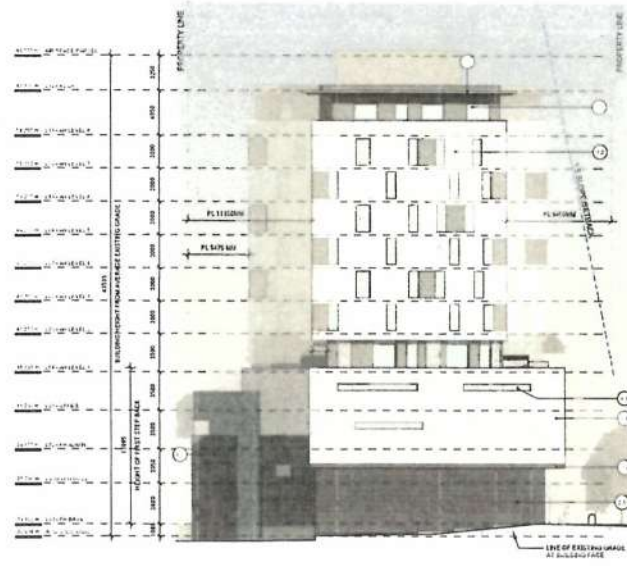
SCALE: 1:200

HCMA Architecture + Design  
Suite 205 - 26 Bastion Square  
Victoria BC, Canada V8W 1H9  
T 250 382 6650  
W hcma.ca





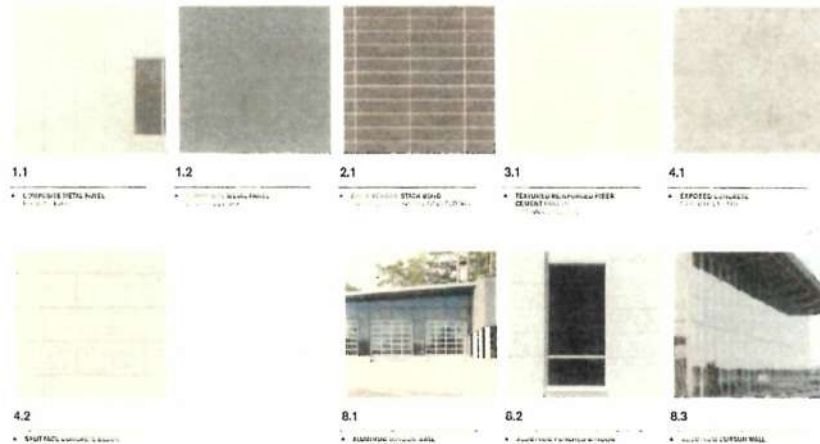
1 SOUTH ELEVATION  
1:200



2 EAST ELEVATION  
1:200

## VFS1 EXTERIOR MATERIALS

Fire Hall



ELEVATION KEYNOTES	
1.1	CONCRETE METAL PANEL - COLOUR 01 CHARCOAL
1.2	CONCRETE METAL PANEL - COLOUR 02 LIGHT GREY
2.1	PREPARED CONCRETE BLOCK - COLOUR 01 T80
3.1	TEXTURED CONCRETE - COLOUR 01 T80
4.1	TEXTURED CONCRETE - COLOUR 01 T80
4.2	TEXTURED CONCRETE - COLOUR 01 T80
4.3	TEXTURED CONCRETE - COLOUR 01 T80
1.2	PREPARED METAL FLASHING - COLOUR TO MATCH LAPPED FLASHING
1.3	PREPARED METAL FLASHING - COLOUR T80
1.4	ALUMINUM FINISH WALL
1.5	ALUMINUM FINISH WALL
1.6	ALUMINUM FINISH WALL
1.7	ALUMINUM FINISH WALL
1.8	ALUMINUM FINISH WALL
1.9	ALUMINUM FINISH WALL
1.10	ALUMINUM FINISH WALL
1.11	ALUMINUM FINISH WALL
1.12	ALUMINUM FINISH WALL



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PROJECT#1624 • DRAWING TEAM

# HCMA

1025 Johnson Street

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1025 Johnson Street  
Victoria, BC

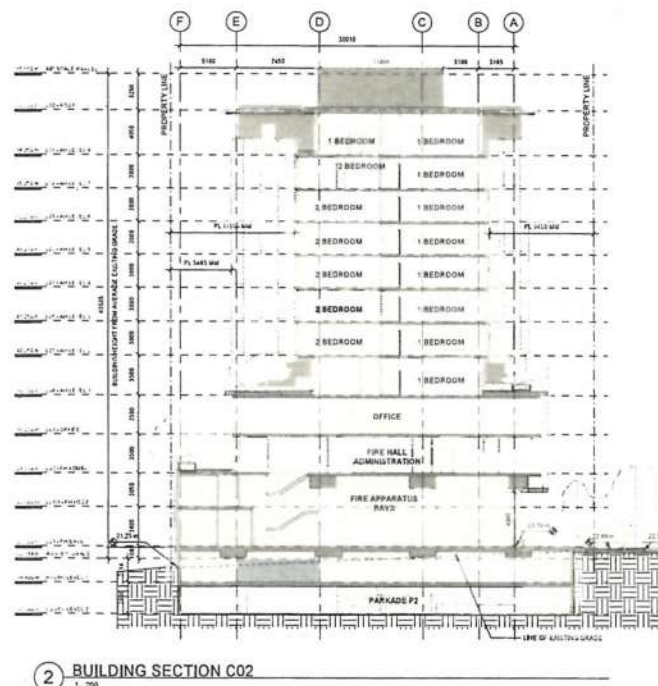
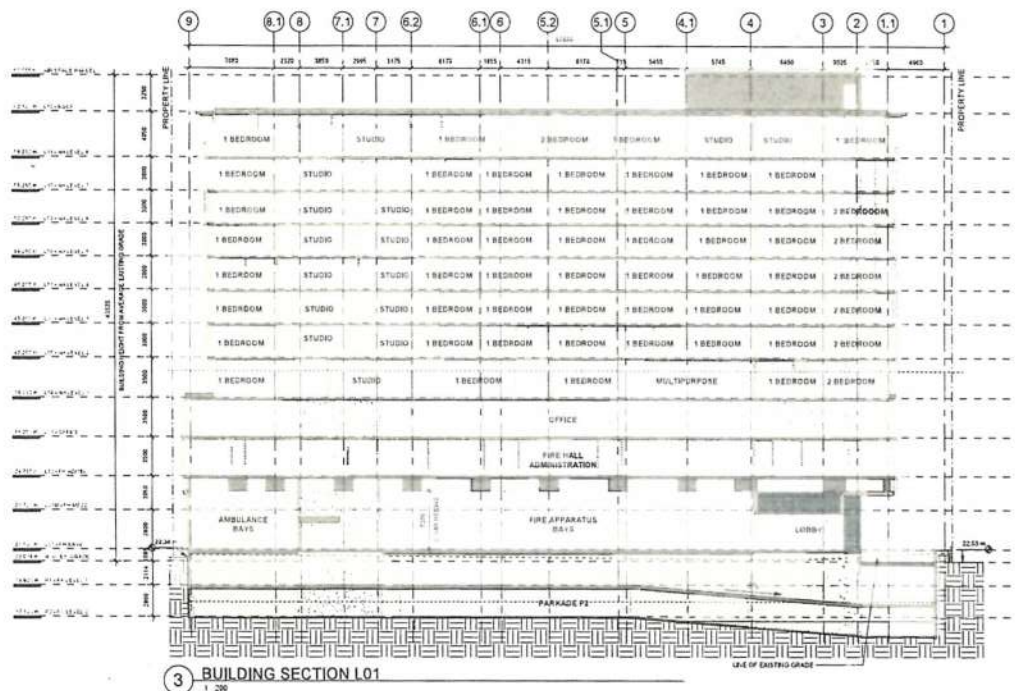
SOUTH AND EAST  
ELEVATION

## A302

SCALE: 1:200

HCMA Architecture + Design  
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Victoria BC, Canada V8W 1H9  
T 250 382 6650  
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1025 Johnson Street  
1025 Johnson St, Victoria, BC

**BUILDING SECTIONS**



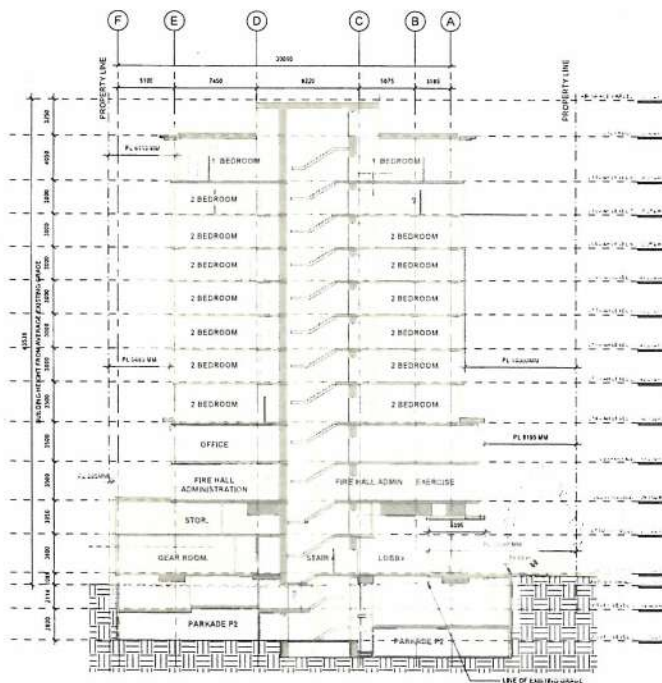
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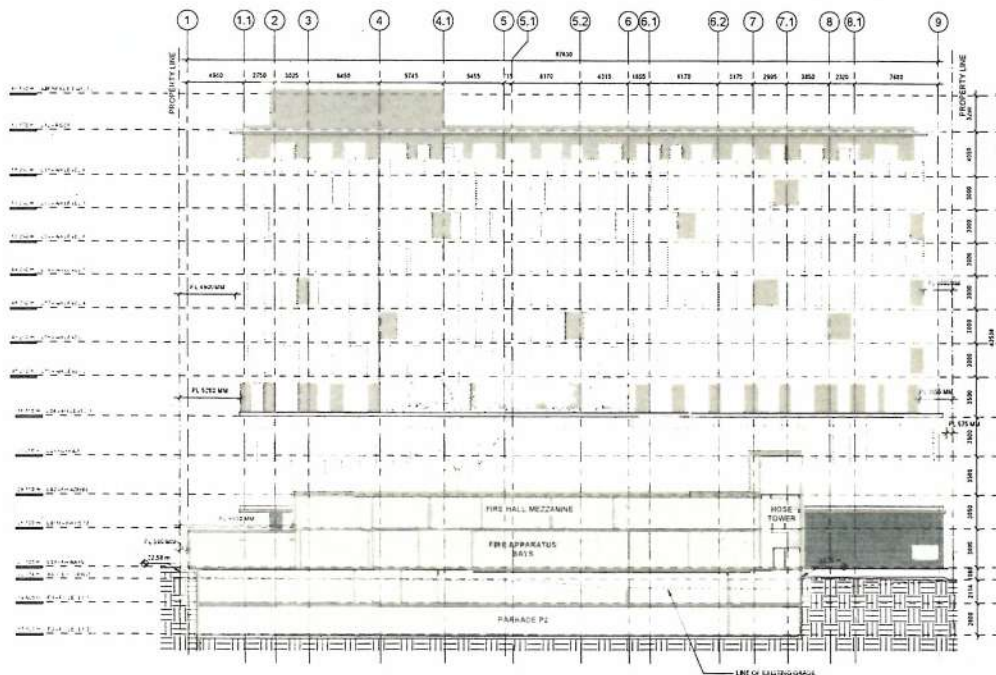
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PROJECT: 1624 • DRAWN: TEAM



1 BUILDING SECTION C03  
1/200



2 BUILDING SECTION L02  
1/200



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1025 Johnson Street  
1025 Johnson St. Victoria, BC

BUILDING  
SECTIONS

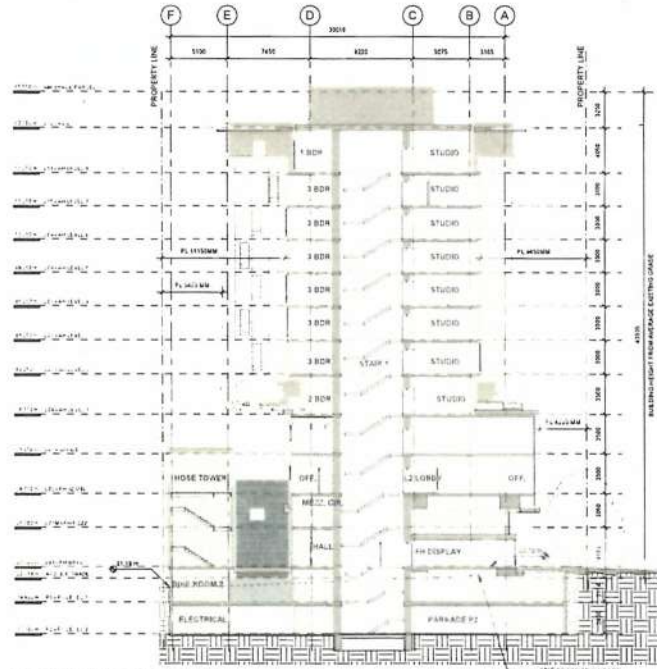
A311

SCALE: 1/200

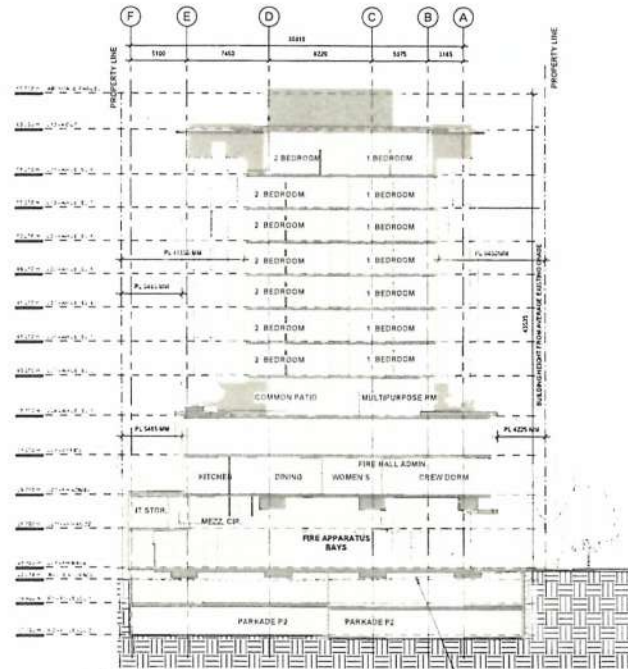
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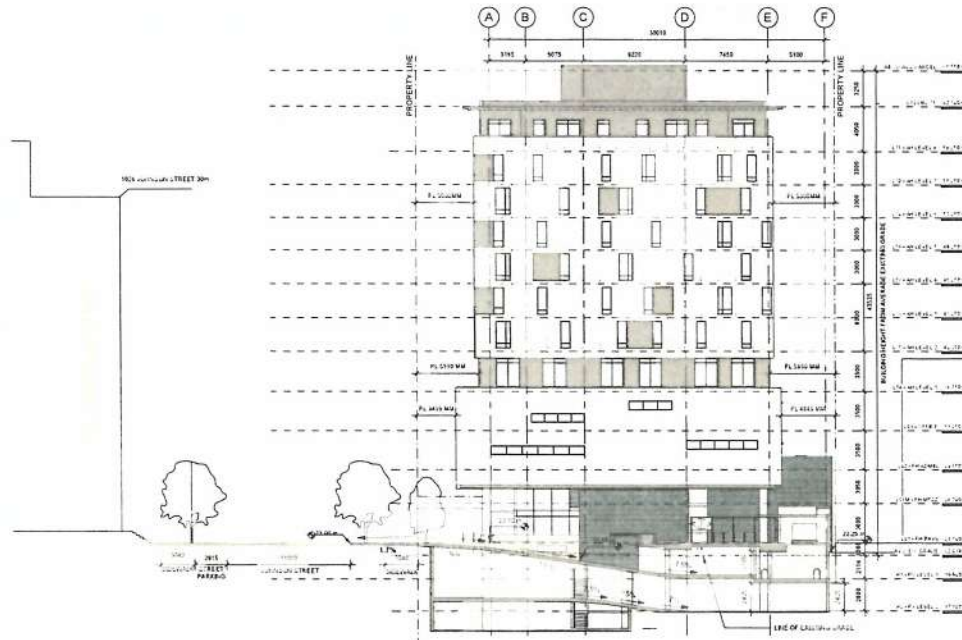
1 BUILDING SECTION C01  
1:200



2 BUILDING SECTION C04  
1:200







① 04 - CROSS SECTION THROUGH DRIVE AISLE  
1:200





January 30, 2019

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

**Re: 1025-1031 Johnson Street & 1050 Yates Street Development Land Lift Analysis**

G.P. Rollo & Associates (GPRA) has been retained by the City of Victoria to complete a Land Lift and Amenity Contribution Analysis for the proposed rezoning of 1025, 1029, and 1031 Johnson Street and 1050 Yates Street Victoria (the Site) from the current mix of Harris Green District Zone (R-48) and Limited Service District Zone (S-1) to the proposed new Zone by the Developer.

The purpose of the analysis is to estimate the land lift and amenity contribution on the site from an increase in density between the base density and the proposed development with an overall density of 6.8 FSR with 48,980 square metres of gross building area. The City of Victoria Density Bonus Policy (2016) and the OCP (2012) establish the criteria by which the base density is determined. The base density (as specified in Policy) would result in a maximum of 42,578 square metres of gross buildable area on the 7,200 square metre site. The City has also asked for GPRA to consider an additional land lift analysis that examined a potential lift between the proposed density and a base density determined after incorporating design guidelines and building heights up to the maximum within the R-48 Zone at the OCP base density of 3.0 FSR for the S-1 Zone. Through this analysis, the base density would result in a gross buildable area of 33,810 square metres.

The Developer is also proposing 130 residential units be secured as Affordable Housing in perpetuity through a housing agreement. The City has also requested a new fire hall of roughly 3,880 square metres be built on the site which will be purchased by the City from the Developer, along with some compensation for off-site servicing, sidewalk improvements, equipment, and project management.

The analysis consisted of preparation of residual land value analyses which determines the maximum value that a developer could afford to pay for the Site, assuming it already had the new Zoning and the maximum value a developer could pay for the site if developed as permitted under the OCP with prevailing market conditions. GPRA has been asked to assess the value of the Site with the following potential uses:

- 1) Residential strata
- 2) Residential rental
- 3) Residential Affordable
- 4) Commercial retail uses;



GPRA used standard developer proformas for each case to model the economics of typical development as proposed/allowed under the each zoning scenario. The 'Lift' is then calculated as the difference in residual land values under both current zoning and the proposed new zoning/density.

#### METHODOLOGY & ASSUMPTIONS

The Site can be developed under the OCP Policies with up to 42,578 square metres of gross building area (GBA) for strata apartments (33,810 square metres with the lower base density allowance). The proposed new development would amount to approximately 48,980 square metres of GBA, comprised of 31,911 square metres (gross area) of strata apartments, 9,155 square metres (gross area) of residential rental (composed of 130 rental apartments to be secured as rental in perpetuity through a housing agreement), 4,034 square metres of commercial space, and 3,880 square metres for the fire hall. The developer has indicated that their intention is to dedicate the residential rental units as Affordable Housing.

The analyses are created using a standard developer proforma wherein estimates of revenues and costs are inputs and the remaining variable is the desired output. In typical proformas this output is usually profit, following a revenues minus costs equals profit formula.

For a residual land valuation, however, an assumption on developer's return needs to be included in order to leave the land value as the variable to solve for. For these analyses GPRA has determined the residual value based on the developer achieving an acceptable profit of 15% on total project costs (calculated as a representative portion of overall project costs for the proposed development) for the base analysis as a strata apartment building. For the rezoned rental apartment project a profit to project cost metric is not appropriate, as it would be difficult to support any land value and achieve a profit on cost when building in concrete materials and with rents at market rates. Instead, developers would typically look at the yield of ongoing revenue measured as an internal rate of return (IRR). GPRA has determined the residual land value for the rezoned property using a target IRR of 5.68%, reflective of current capitalization rates for rental apartments and commercial retail in the City (the 5.68% IRR is set at 1.5% points above the blended cap rates for rental at 4.0% and the cap rate for commercial at 5.25%). The residual values are the maximum supported land value a developer could pay for the site (under the density and conditions tested) while achieving an acceptable return for their project.

The residual land value determined from this analysis is then compared to the value of the site using the supported base density as determined by the OCP to establish a 'lift' in value that arises from the change in density. This lift in value is the total potential monies that are available for public amenities or other public works not considered as part of the analysis. GPRA have made allowances for streetscape and public realm improvements that would typically be incurred through development in both sets of analysis. Any additional improvements or Community Amenity Contributions required as a condition of the rezoning would impact the lift and would need to be identified, priced, and included in a revised analysis.

Typically there is some sharing of the lift value between the Municipality/District and the developer, but the percentage shared varies by community and by project. It is GPRA's



understanding that in compliance with current policy, the City has determined that they will seek 75% of the lift for amenities.

GPRA determined strata revenues used in the base analysis from a review of recent sales and offerings for sale of recently developed apartments of concrete construction within roughly 10 km of the Site, with a focus on projects that were deemed comparable to that which could be developed at the Site. Rents for apartment units and commercial uses have also been drawn from a scan of projects with current listings in the area. For the Affordable Housing analysis the Developer has indicated they would follow BC Housing's guidelines wherein rental units would be split 30% for affordable market rental (\$1,211 max rent in 2018), 50% with rents geared to income (\$725 max rent in 2018), and 20% of units with a deep subsidy (\$455 max rent in 2018). Under a market rental scenario GPRA has utilized an average rent of \$1,795 per month.

Project costs were derived from sources deemed reliable, including information readily available from quantity surveyors on average hard construction costs in the City. Development or soft costs have been drawn from industry standards, and from the City's sources. All other assumptions have been derived from a review of the market and from other sources deemed reliable by GPRA.

#### CONCLUSIONS & RECOMMENDATIONS

GPRA estimates that there is no lift from the proposed zoning for the entire site when 9,155 square metres (or 130 units) is devoted to either market rental or affordable housing as compared to a strata project at the base density as indicated in the OCP, in fact there is a drop in supported land value from the rental compared to the strata. When shifting to the Affordable Housing analysis the supported land value drops even further. As such, GPRA does not recommend the City seek an amenity contribution from this rezoning under these conditions.

I trust that our work will be of use in the City's determination of the Amenity Contribution they will seek as part of rezoning 1025, 1029, and 1031 Johnson Street and 1050 Yates Street, Victoria. I am available to discuss this further at your convenience.



Gerry Mulholland | Vice President  
G.P. Rollo & Associates Ltd., Land Economists  
T 604 275 4848 | M 778 772 8872 |  
E gerry@rolloassociates.com | W www.rolloassociates.com

**Devon Cownden**

---

**From:** Development Services email inquiries  
**Sent:** Friday, July 20, 2018 10:02 AM  
**To:** Devon Cownden  
**Subject:** RE: Community meeting 1025-1031 Johnson street (Mazda dealer)

-----Original Message-----

**From:** Ed O'Brien [mailto: ]  
**Sent:** Thursday, July 19, 2018 4:05 PM  
**To:** Victoria Mayor and Council <mayorandcouncil@victoria.ca>  
**Subject:** Community meeting 1025-1031 Johnson street (Mazda dealer)

Please explain what the changes to this site means. (Community meeting to consider development for the property at 1025-1031 Johnson street and 1050 Yates) I received a notice to attend a meeting that I will not be able to attend. It is the summer time and to call a meeting just before a long weekend is not fair for the community to attend as the attendance would be low. I am concerned as to the number of new buildings going up like trees around my community. We have lots of wonderful skyline views closing off from my residence due to the high rises now being built. What is the parking impact for this building, traffic coming out of this building, asking for higher space , is it 12 more storeys or 18! Do we really need another sky riser! we have no more grocery shopping places other than the market on Yates. I am challenged to walk to a place where I can buy groceries as we have more residences and not enough markets to provide food close by. We have limited green space in Harris Green. This zoning change doesn't get my vote. As a near resident I need to know exactly what is going to happen to this space. I also understand the other car dealerships are only leasing their space it is a matter of time for another proposal for a high rise!

Kendall O'Brien  
5-1119 View Street  
Sent from my iPad

## Monica Dhawan

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**From:** David Ryland <[REDACTED]>  
**Sent:** Friday, July 20, 2018 1:16 PM  
**To:** Victoria Mayor and Council  
**Cc:** landuse@victoriadra.ca  
**Subject:** Proposed development for the property at 1025-1031 Johnson St and 1050 Cook Street

To whom it may concern:

I must submit my extreme objection to the above land use proposal. As a resident of 1026 John St for the past 20 years, I and my family have been subjected to a near non-stop assault on our senses daily with the many developments that have been going up in and around our block. Now this is apparently to continue with the building of a fire hall and ambulance station directly across the street. This will mean not only continued disturbance from the construction, but then the unrelenting noise of emergency vehicle sirens for the entire rest of the time we continue to live in our home (and not only during the daytime but also now all night long, when construction is mercifully ceased).

I cannot help but feel that we are part of some kind of sinister social experiment in which people who choose to live downtown are subjected to an endless cacophony of noise and disruption just to see how long it will take to break us. Unfortunately for us, we are only renters and have been fortunate to have a landlord who has kept our rent low over the years, a lucky thing since we only have moderate incomes. We probably will not be able to afford to escape a future in which we never again get a good night's sleep.

The current location of the fire hall seems a much more reasonable location - across from a large school yard and with only minimal residential units around. I have no idea what the motivation is to build such a facility literally in the middle of a bunch of residential high rises, but I can certainly tell that the motivation was not the well-being of current residents.

I sincerely urge you to re-consider this proposal.

David Ryland



**Devon Cownden**

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**From:** Barry Watchorn <[REDACTED]>  
**Sent:** Tuesday, July 24, 2018 10:26 AM  
**To:** Development Services email inquiries  
**Cc:** landuse@victoriadra.ca  
**Subject:** Application: 1025-1031 JOHNSON STREET AND 1050 YATES STREET.

Unfortunately, we will not be able to attend the upcoming meeting on July 31, hence this email.

We are responding to the COMMUNITY MEETING NOTICE PROPOSED DEVELOPMENT letter. On the face of the Notice letter, we are opposed to the project, because of a number of points;

- Without further research, there is no indication of the number of parking stalls per building or per suite. It is our firm belief that there should be at least one parking stall, below ground per suite. Maybe 110% of the number of suites. Parking lots are become scarce as sites are being built on. Some condos have limited parking with the idea that bikes are the current mode of transportation.
- The building height being proposed of 12 to 18 stories, smells of "as many as we can get". The 10-story current zoning should be up held.
- Going forward we feel that the variances should be limited and of more merit. What is the sense of having a plan if it is not adhered to?

Sincerely,

Barry and Kerry Watchorn  
1502, 1020 View Street,  
Victoria.

## Katie Lauriston

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**From:** Lucas De Amaral  
**Sent:** Friday, October 05, 2018 1:15 PM  
**To:** Development Services email inquiries  
**Subject:** FW: Jawl Proposal and developments in Harris Green neighbourhood

For your records.

-----Original Message-----

**From:** Pat <[REDACTED]>  
**Sent:** September 4, 2018 2:48 PM  
**To:** Lisa Helps (Mayor) <LHelps@victoria.ca>  
**Cc:** Marianne Alto (Councillor) <MAlto@victoria.ca>; Chris Coleman (Councillor) <ccoleman@victoria.ca>; Ben Isitt (Councillor) <BIsitt@victoria.ca>; jlovejoy@victoria.ca; Margaret Lucas (Councillor) <mlucas@victoria.ca>; Pam Madoff (Councillor) <pmadoff@victoria.ca>; Charlayne Thornton-Joe (Councillor) <cth Thornton-joe@victoria.ca>; Geoff Young (Councillor) <gyoung@victoria.ca>  
**Subject:** Jawl Proposal and developments in Harris Green neighbourhood

Dear Mayor Helps,  
and Councillors, Alto, Coleman, Isitt, Loveday, Lucas, Madloff, Thornton Joe, Young

I am writing to express my objections to the developments proposed on the Mazda property and the implications of that development on nearby locations.

We chose Regents Park because of the parklike environment there, because London Drugs is across the street when we need a bottle of Tylenol when our spouse is sick ; Yates Market is so close to grab an item we ran out of or what do we want for lunch when company arrives unexpectedly from out of town, Cobbs Bread for coffeecake with the neighbour who is housebound or Bosleys for our dogs treats and Bin 4 when friends visit from out of town. We chose Regents Park for those reasons and so much more.

In the last 4 years there have been 12 developments within 5 block radius of our building. And I may have missed some! How many people have been added to that small area? Several thousand? And 3 more building proposed; 15x2 and a 17 story building on the Mazda property, how many people will live there?

I'm also aware that the property framed by Quadra to Vancouver and Yates to View has been purchased by the same group that just purchased the Chrysler property facing Cook Street. What will happen to London Drugs and Yates Market and the small businesses that employ so many? Where will people have to go on their bikes to get their prescriptions filled or pick up groceries from if Yates Market is gone. (Yes I'm well aware of Save On Foods). I saw you Madam Mayor at Yates Market the other day when I was there grabbing some things for dinner; I decided not to ask you if you shopped there often. Or ask you if you didn't love the atmosphere of neighbours bumping into others in a small neighbourhood store.

In preparing to write this letter I was interested in the neighbourhoods each member of council lived in. It's interesting none of you live in this area, oh a couple aren't far but none of you right here. How would you like the prospect of perhaps 5 or 8 more high rise buildings and ALL the people and all the cars and the lack of green space and lack of convenient neighbourhood shopping? I understand the desire of Fernwood to-keep their small neighbourhood atmosphere. I understand previous councils decision to allocate a boundary for low rise buildings and taller structures. But with the building that went up on Pandora and Cook built right to the property line against the building on Johnson

and Cook, what can we expect with the Jawl proposal? And implications for the Chrysler lot and the space occupied by London Drugs and Yates Market? Do you want to sit on your deck and watch your neighbour eat their supper, or scratch themselves because your decks are so close? I sure don't!

Where do you draw the line on developments in Victoria? The atmosphere of a small city, a jewel in the rest of our countries eyes, a city that so many desire to live in, is rapidly disappearing. We are open for business and development; But perhaps it's time to share some of that with other neighbourhoods. Please tell me how you, in your neighbourhood would love to have 3 15-17story buildings surround you and your home? I don't think you would like it.

We don't either!

I'm really cranky about the Jawl development and implications for the London Drug and Chrysler properties, and I want to know each on on Council hears what I'm saying, because everyone I know in this building are just as upset as I am.

I look forward to your responses.

Sincerely  
Patricia Hultman  
1020 View Street

Sent from my iPad



## Monica Dhawan

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**From:** Ryan Nicoll <[REDACTED]>  
**Sent:** Sunday, December 30, 2018 7:53 PM  
**To:** Victoria Mayor and Council  
**Subject:** Harris Green resident in support of 1025 Johnson street proposal (Mazda dealership site)

Hello Mayor and Council,

I've lived on the 1000 block of Johnson in a 2 bedroom apartment for just over 10 years. Now my wife and I have a 2 year old toddler (this makes life very busy and it seems also impossible to get out to CALUC meetings and so I am very thankful I can send in an email to you!). I saw the letter from the DRA in response to the proposal (online copy link [here](#)) and I wanted to write in with my thoughts on the matter. I think there are a few valid concerns but many I don't fully agree with.

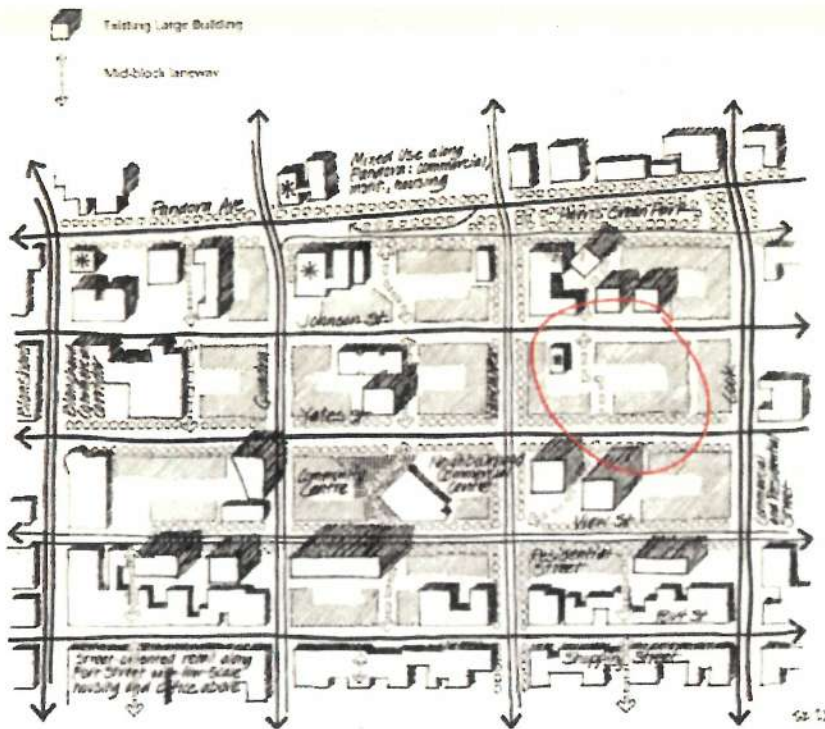
I am heartily in support of the proposal for 1025 Johnson street, firehall and all. In our apartment, we are exposed to traffic noise from yates and johnson and hear the fire engines all the time. It's what we expect living downtown. It is not really a problem now and I don't expect it to be when a firehall moves in on our block. We all, toddler included, sleep through fire engines all night long. On another note, there's lots of noise pollution from the Mazda dealership. Their PA system makes outdoor announcements all day long (on weekends too!) that we can hear from our apartment. I'm merely pointing out that the existing facility is not perfectly silent.

Where do I take my son to play? Franklin green (mason street) playground mostly but also the courthouse playground. But guess what? We have a blast walking all around the city, up and down stairs and ramps on the front of the buildings on our street and around town (like at the Atrium building) too. I don't think a playground is necessarily needed in the building itself as they tend to be too limited and not as useful as a larger more central one. (For that matter why not add a new large playground on Harris Green Lawn itself? (: ) Otherwise, I think raising kids in a dense downtown area is fantastic as-is (and you don't need a playground in the building). But a large enough courtyard could be a lot of fun and used for many different purposes other than playing, too. Actually, I think a better courtyard space is far more useful than a green space at a street corner.

Here's a picture of the courtyard behind the Museum downtown with several food trucks. It's a great use of a courtyard. Can the building sit be designed so that food trucks can get in there? It offers a wonderful reason for people in the area to check out the space. Right now, in the area, a lonely Taco Justice food truck sits in the parking lot behind Wellburn's. It's not quite critical mass to draw people in.

Speaking of drawing people in, what better way to do this than connect the mid-block walkway to the Regents Park Tower walkway? (google street view link of what I am talking about [here](#)). I can see the lawn from where I live. Almost nobody ever uses that path or the lawn. I believe this is because the walkway goes nowhere - there's no reason to use it. It is also not clear if that is private property or not because of how it is designed and integrated into Regents Park (there are no shops along the path or anything indicating it's open to the public). With the Jukebox building with 200+ units finishing behind Regents Park, a mid-block walkway across yates would draw a lot of traffic to food trucks and coffee shops in this development's potentially bustling courtyard. The crosswalk right at the end of the walkway would help invite pedestrians to use the walkway through Regents Park (probably to the ire of some of the residents of course...).

Actually, it seems in the 1997 Harris Green Charette that a mid-block walkway through here and across Johnson was also planned - what a great idea and a fantastic opportunity to increase economic activity in the region. Here's a snapshot from the charette where I have added the red circle around the mid-block cross walk on yates street. As a pedestrian, I use the mid-block crosswalks on yates and view (by London Drugs) and it definitely saves time when I head downtown.



Apologies if this email is somewhat rambling. To summarize: density brings people and a vibrant city. Make it easy for people to walk around and give more opportunities for small businesses to thrive. A bit of noise is natural and expected downtown. Children don't need playgrounds in a building (but we could use another larger central one somewhere soon...). I'm sure there a few design tweaks in the proposal that would make it better but generally, I am very excited to see such a big improvement to the car lot site at that location.

Best regards,

-Ryan



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Rezoning Application No. 00660,  
Development Permit Application No.  
000536 & Official Community Plan  
Amendment  
for  
1021-1031 Johnson Street and 1050  
Yates Street



Aerial Image

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## Existing Site



Existing View – Johnson St.



Existing View – Cook St.



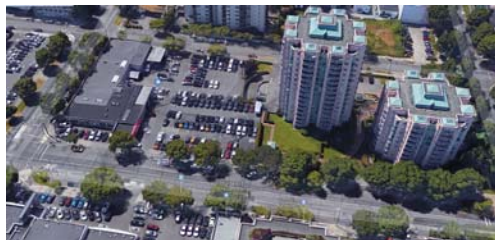
Existing View – Yates St.



## Neighbouring Properties



Neighbours - North



Neighbours - South



Neighbours - West



## Neighbouring Properties



Neighbours - West

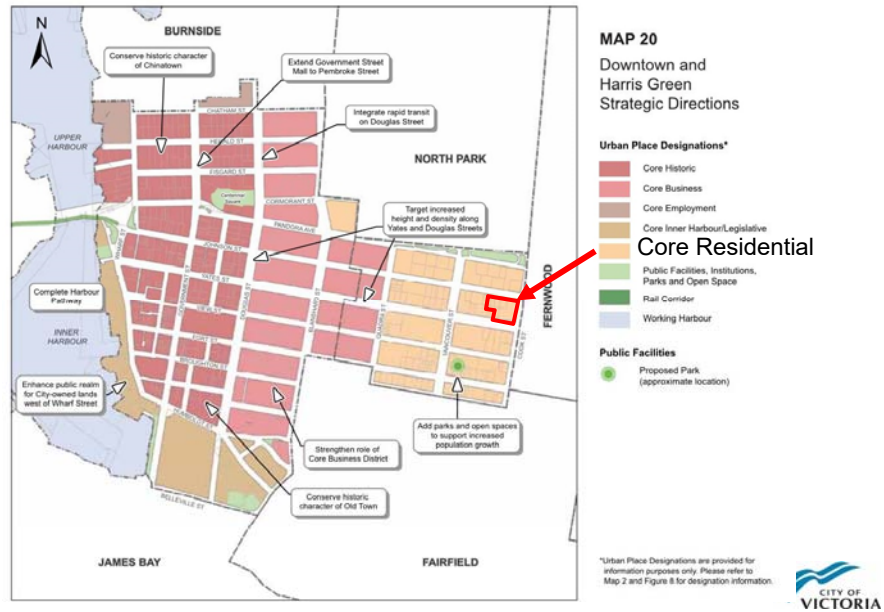


## Context -Skyline Analysis

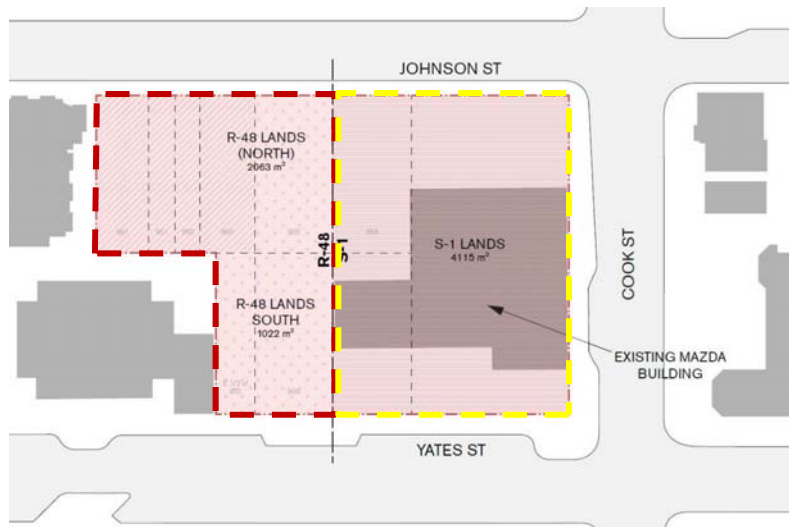




## OCP Map

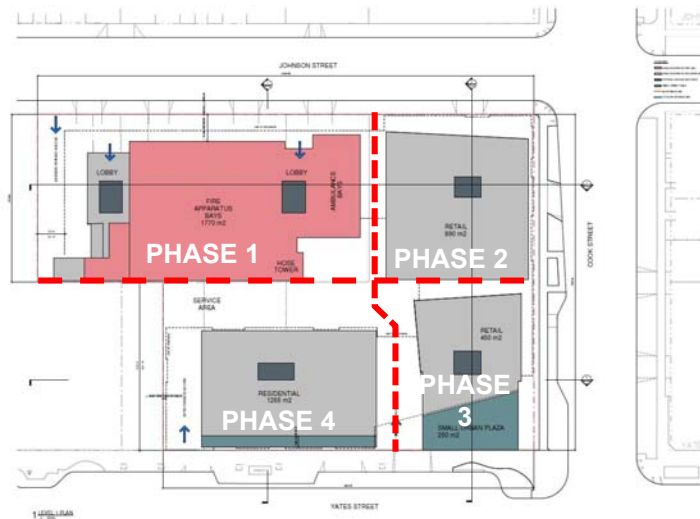


## Site Plan



Site Plan – Overall - Existing

## Phases



Floor Plates- Overall - Proposed



## Elevations



N-S BUILDING SECTION - POSSIBLE SETBACKS AND BUILDING HEIGHTS

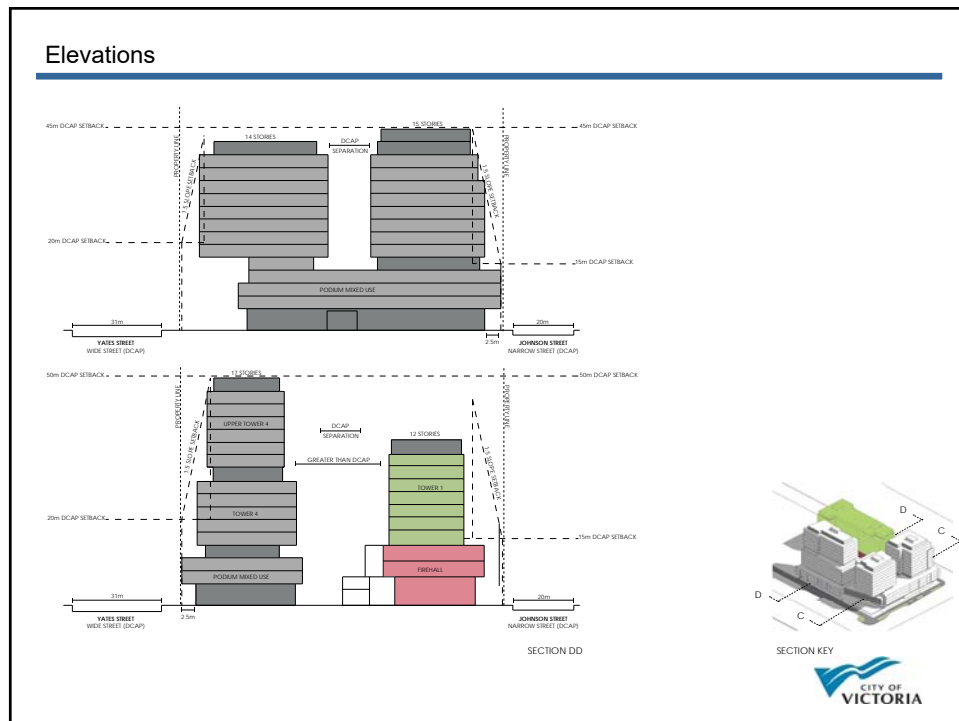
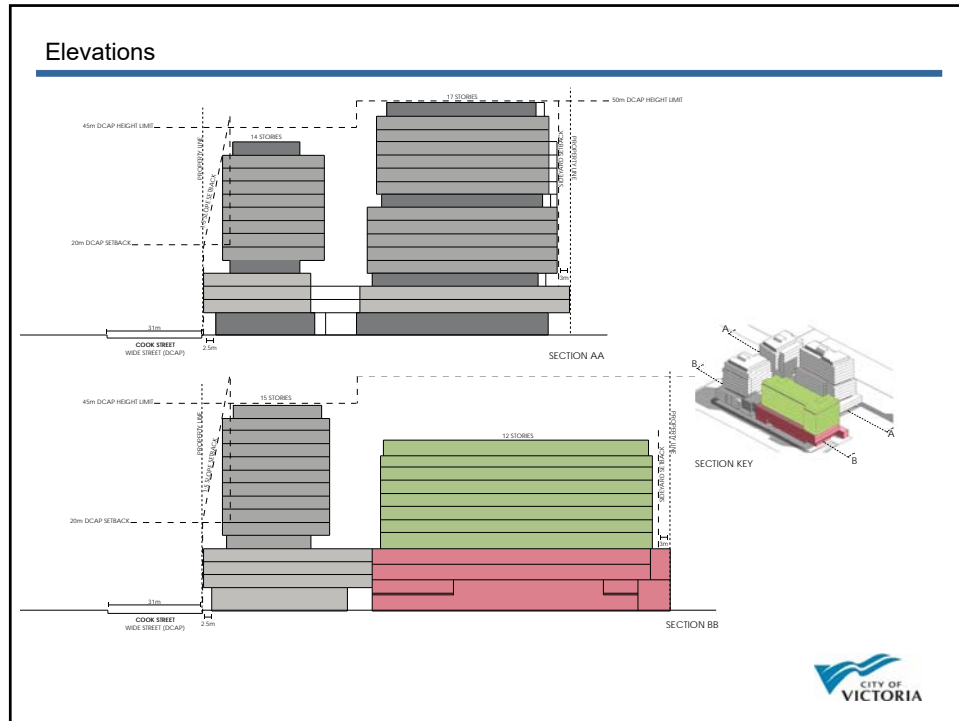


E-W BUILDING SECTION - POSSIBLE SETBACKS AND BUILDING HEIGHTS



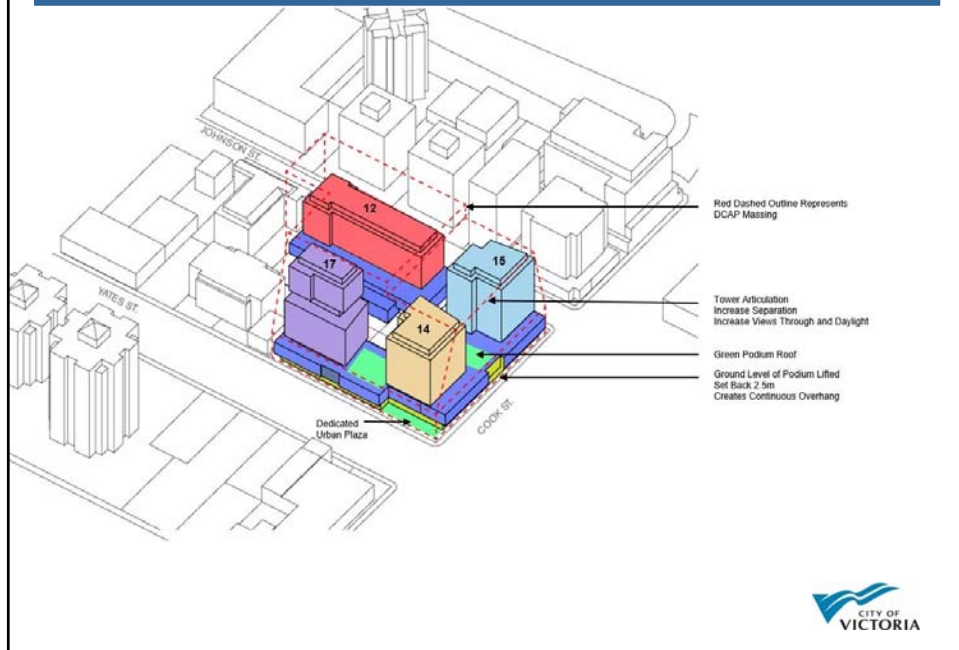
DCAP SETBACK PROFILE - WIDE STREET



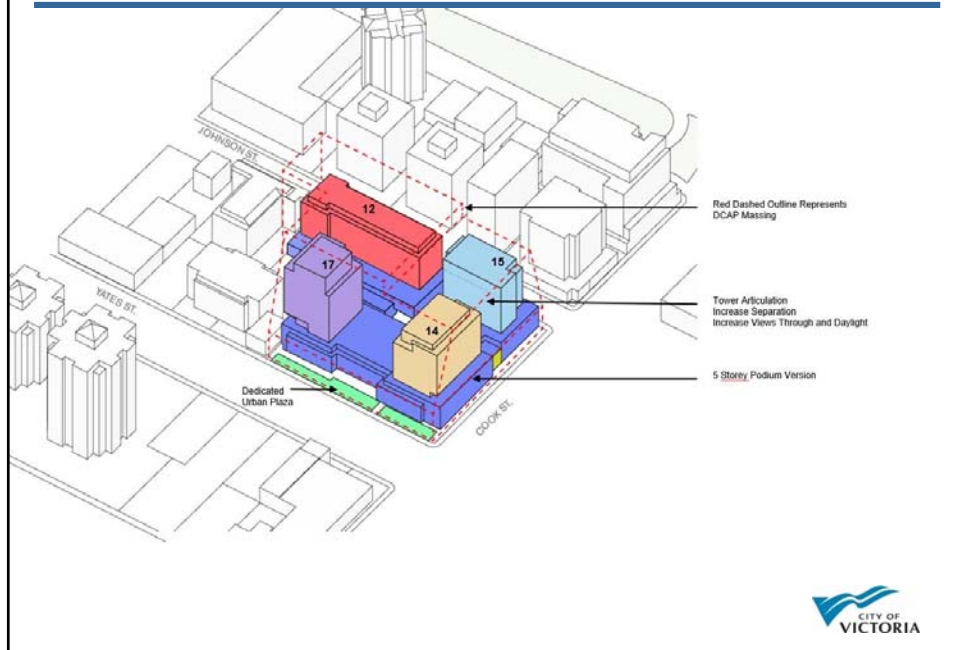




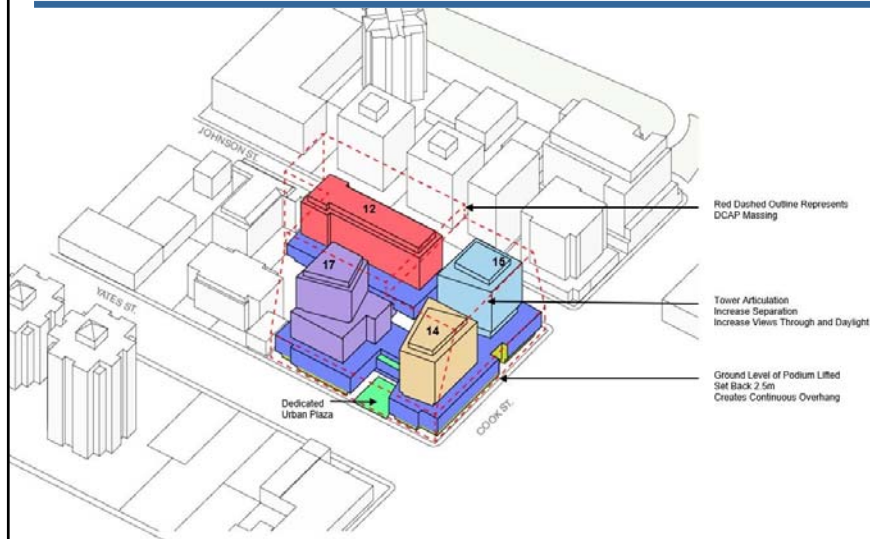
## Massing



## Massing



## Massing



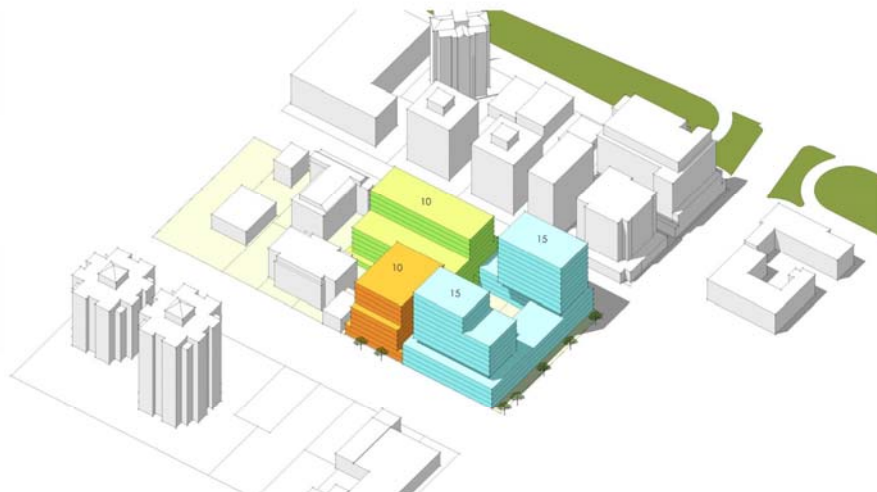
## Public Plaza/ Open Space



Public Plaza/ Open Space



Density Modeling – R48 Zone and S1 Rezone to 5.5 FSR



44,100 m<sup>2</sup> GBA



### Density Modeling – R48 with height variance



51,375 m<sup>2</sup> GBA

8

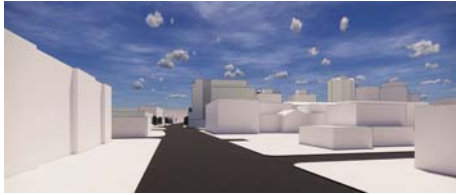
### Density Modeling -Proposed



48,980 m<sup>2</sup> GBA

9

## Views



DISTANT VIEW OF COOK AND MASON



## Views



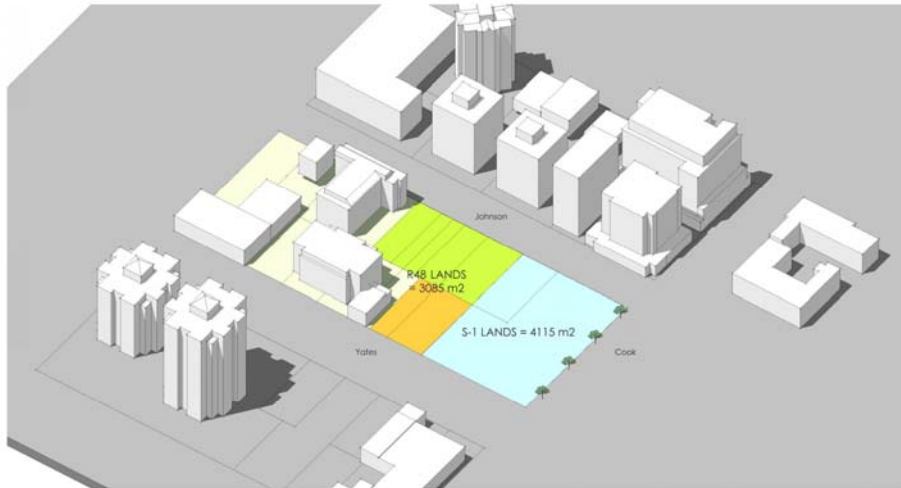
DISTANT VIEW OF JOHNSON AND CHAMBERS



DISTANT VIEW OF COOK AND VIEW



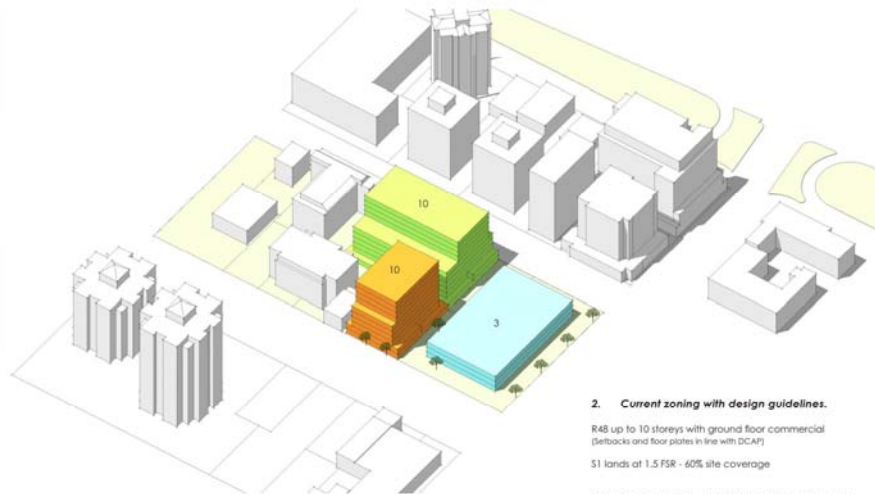
## Land Lift Analysis



DENSITY MODEL WORKSHEETS

1

## Land Lift Analysis



### 2. Current zoning with design guidelines.

R48 up to 10 storeys with ground floor commercial  
(Setbacks and floor plates in line with DCA)

S1 lands at 1.5 FSR - 60% site coverage

R48 = 21,465 m<sup>2</sup> GBA, 6.96 FSR (on 3085m<sup>2</sup> site area)

S1 = 6,172.5 m<sup>2</sup> GBA, 1.5 FSR (on 4115m<sup>2</sup> site area)

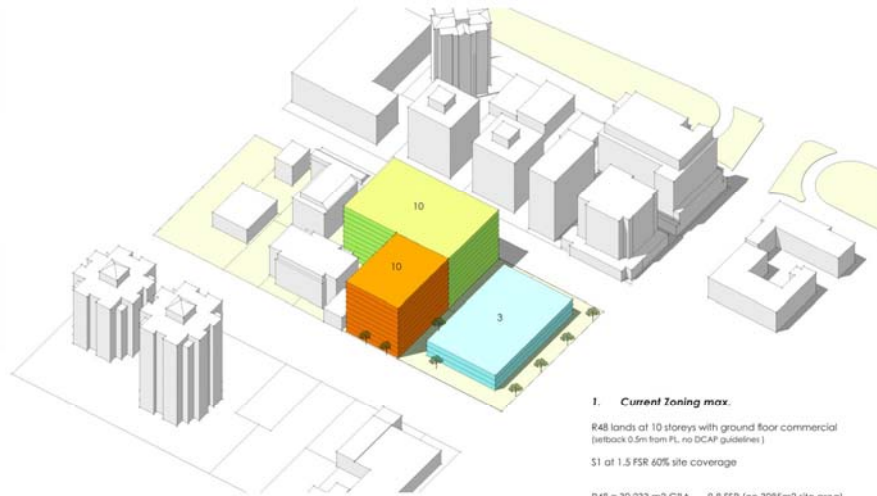
Total = 27,637.5 m<sup>2</sup> GBA, 3.84 FSR (on overall site area of 7200m<sup>2</sup>)

Proposed 48,980 m<sup>2</sup> Δ 21,343 m<sup>2</sup>

3



## Land Lift Analysis



### 1. Current Zoning max.

R48 lands of 10 storeys with ground floor commercial  
(setback 0.5m from RL, no DCAP guidelines)

S1 at 1.5 FSR 60% site coverage

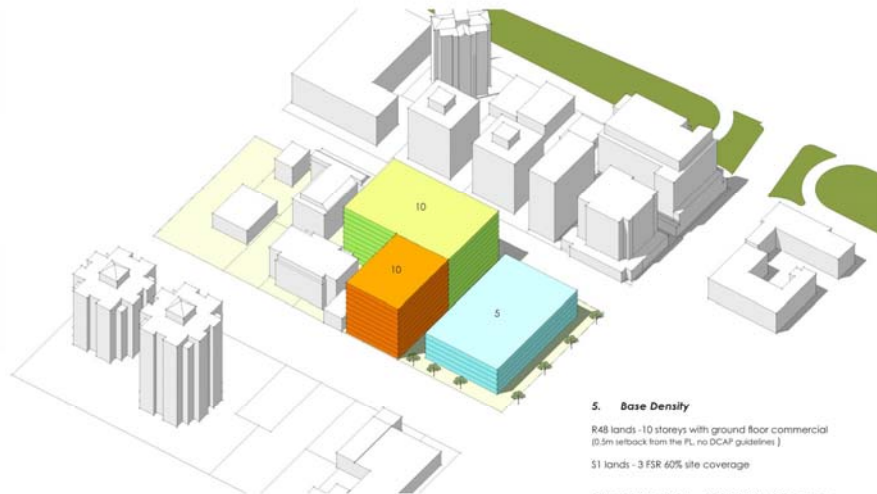
R48 = 30,233 m<sup>2</sup> GBA, 9.8 FSR (on 3085m<sup>2</sup> site area)  
S1 = 6,172.5 m<sup>2</sup> GBA, 1.5 FSR (on 4115m<sup>2</sup> site area)

Total = 36,406 m<sup>2</sup> GBA, 5.06 FSR (on overall site area of 7200m<sup>2</sup>)

Proposed 48,980 m<sup>2</sup> Δ 12,574 m<sup>2</sup>

2

## Land Lift Analysis



### 5. Base Density

R48 lands - 10 storeys with ground floor commercial  
(0.5m setback from the RL, no DCAP guidelines)

S1 lands - 3 FSR 60% site coverage

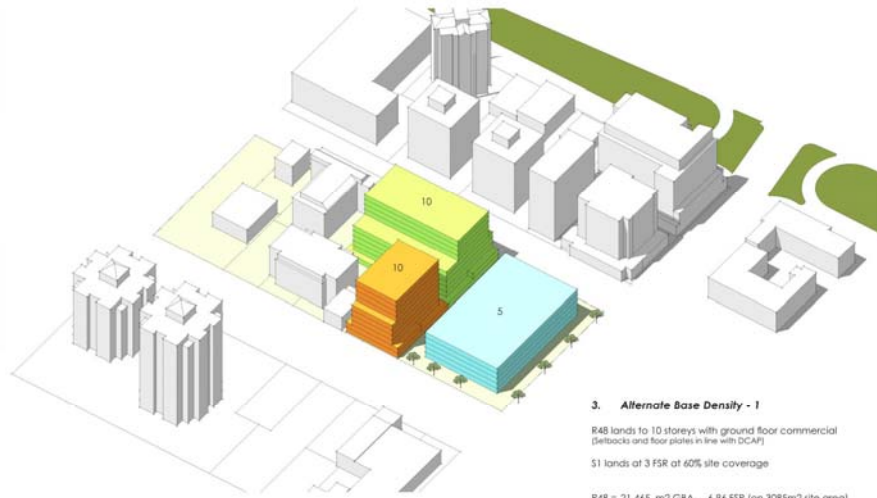
R48 = 30,233 m<sup>2</sup> GBA, 9.8 FSR (3085m<sup>2</sup> site area)  
S1 = 12,345 m<sup>2</sup> GBA, 3.0 FSR (4115m<sup>2</sup> site area)

Total = 42,578 m<sup>2</sup> GBA, 5.9 FSR (overall site area of 7200m<sup>2</sup>)

Proposed 48,980 m<sup>2</sup> Δ 6,402 m<sup>2</sup>

6

## Land Lift Analysis



### 3. Alternate Base Density - 1

R4B lands to 10 storeys with ground floor commercial  
(Setbacks and floor plates in line with DCAFP)

S1 lands at 3 FSR at 60% site coverage

R4B = 21,465 m<sup>2</sup> GBA, 6.96 FSR (on 3085m<sup>2</sup> site area)  
S1 = 12,345 m<sup>2</sup> GBA, 3.0 FSR (on 4115m<sup>2</sup> site area)

Total = 33,810 m<sup>2</sup> GBA, 4.7 FSR (on overall site area of 7200m<sup>2</sup>)

Proposed: 48,980 m<sup>2</sup> Δ 15,170 m<sup>2</sup>

4

## Affordable Housing



Policy and Bylaw Considerations

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Development Permit Application No.  
000536 for  
1021-1031 Johnson Street



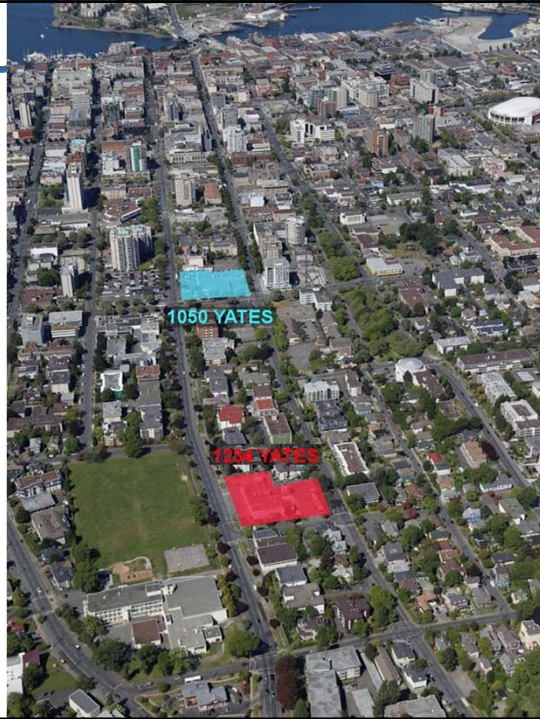
## Development Permit Application



## Context



## Wider Context



## PHASE 1 – Mixed Use Building

Victoria Firehall #1 (Floors 1-3)  
 6 double bays  
 Mezzanine level  
 Administration, EOC, Prevention, Suppression Crew Areas

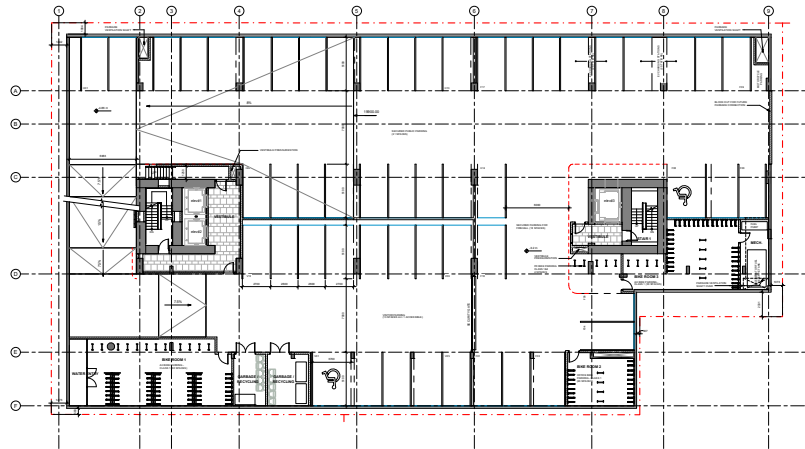
BC Ambulance station (Floor 1-2)  
 2 double bays  
 Rest and ready facilities

Commercial Office (Floor 4)

Affordable Housing (Floors 5-12)  
 130 Units, Pacifica Housing



## Parking



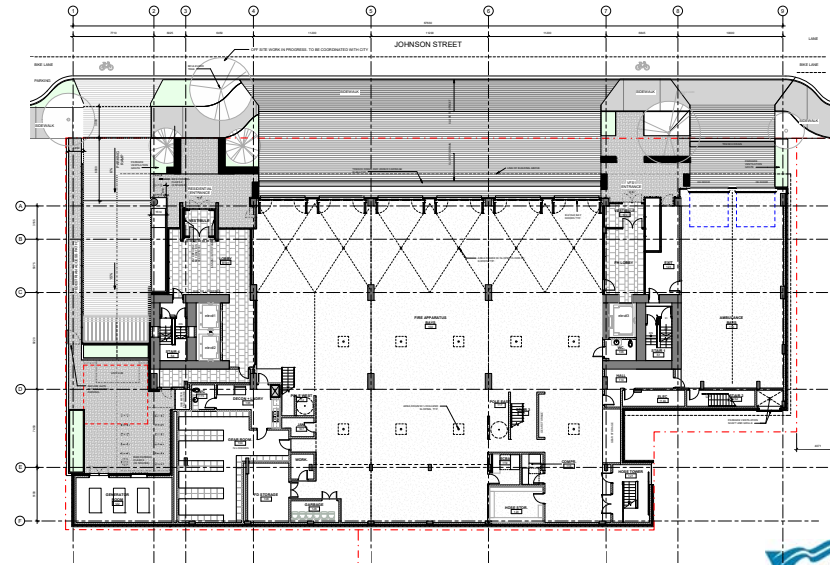
## Site Plan



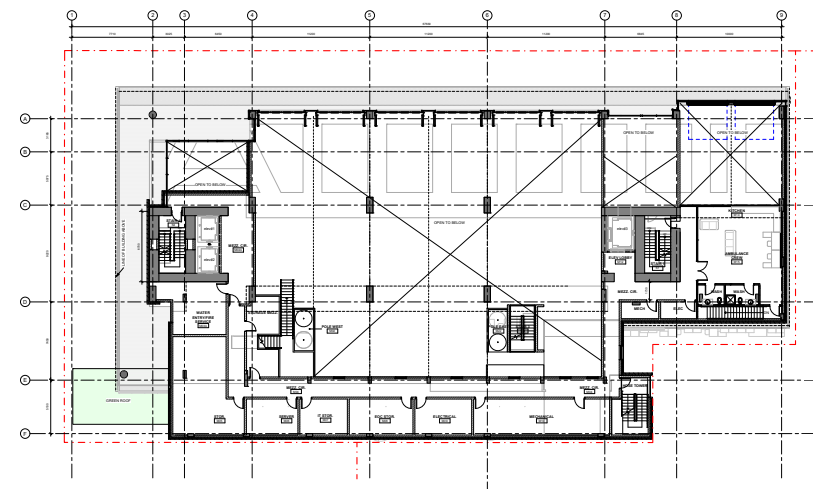
Site Plan – Phase 1, Level 1



## Ground Floor



## Mezzanine



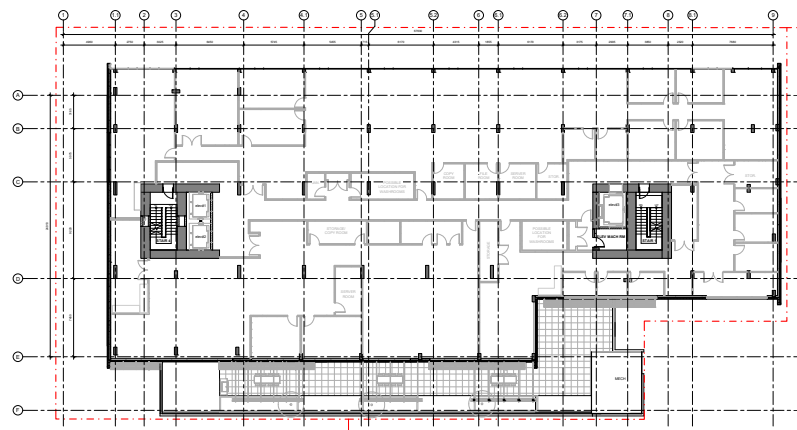
### Third Floor – Fire Hall Administration Area



Site Plan – Phase 1, Level 3



### Fourth Floor – Office Space



## 5<sup>th</sup> Floor – Residential

### UNIT MIX

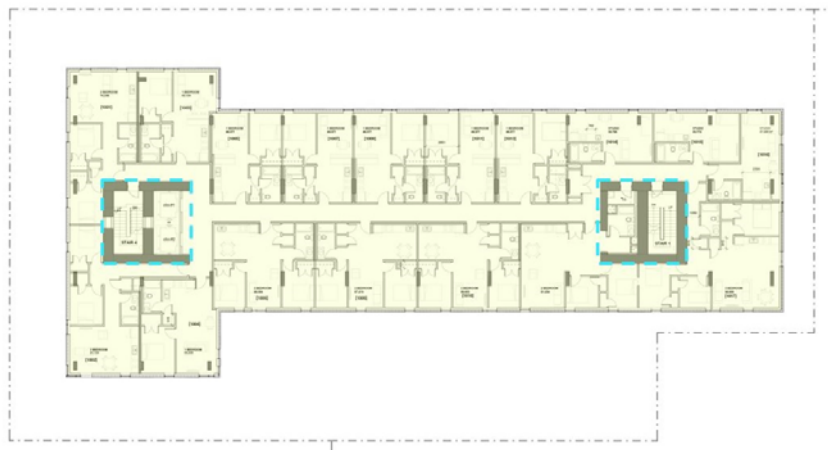
2 X STUDIO  
9 X 1 BEDROOM  
3 X 2 BEDROOM



## 6<sup>th</sup> to 11<sup>th</sup> Floors – Residential

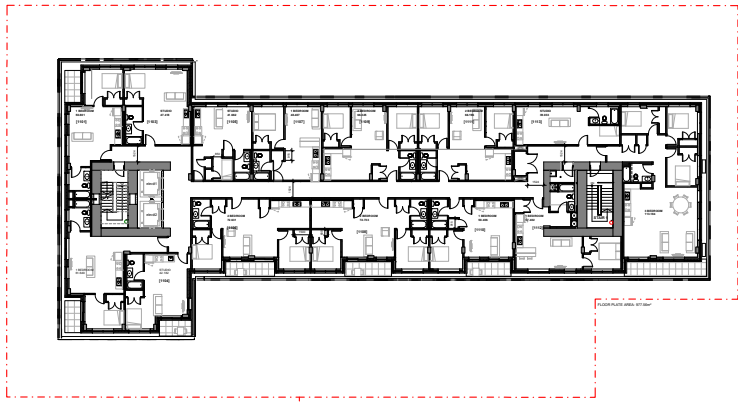
### UNIT MIX

3 X STUDIO  
7 X 1 BEDROOM  
7 X 2 BEDROOM

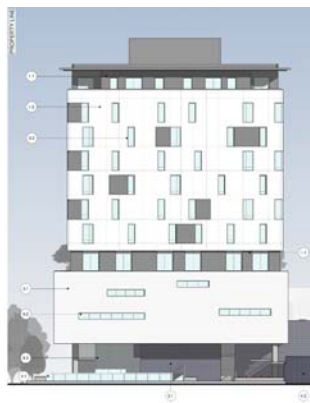




## 12<sup>th</sup> Floor – Residential



## Elevations



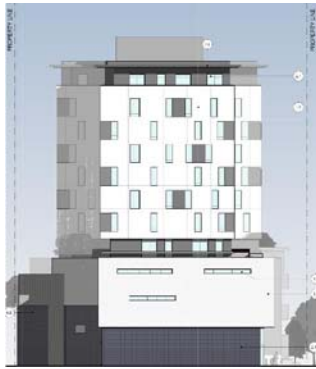
Elevation - West



Elevation - North



## Elevations



Elevation - East



Elevation - South



## Landscape Plan Ground Floor







Rendering Johnson Street

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Rendering – Johnson Street



Rendering – Street Level

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Thank You.  
Questions?

