I. REPORTS OF COMMITTEES

I.1 Committee of the Whole

- I.1.b Report from the May 9, 2019 COTW Meeting
 - I.1.b.a 952 Johnson Street and 1400 Vancouver Street Rezoning Application No. 00666, Development Permit with Variance Application No. 00095 and Heritage Designation Application No. 000184 (McCall's Floral Chapel) (Harris Green)

Moved By Councillor Thornton-Joe Seconded By Councillor Alto

Rezoning Application

- That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00666 for 952 Johnson Street and 1400 Vancouver Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council, and a Public Hearing date be set subject to:
 - a. Preparation of a Housing Agreement to secure the tenure of all dwelling units as rental in perpetuity, to the satisfaction of the Director of Sustainable Planning and Community Development.
 - Registration of legal agreements on the property's title to secure public realm improvements, to the satisfaction of the Director of Engineering and Public Works.
 - c. Heritage designation of the chapel building located at 952 Johnson Street and 1400 Vancouver Street.
- That Council authorize the street-level projecting canopies over the City Right-of-Way and anchor-pinning into the City Right-of-Way, provided that the applicant enters into an Encroachment Agreement in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works.

Development Permit with Variance Application No. 00095 That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00666, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variance Application No. 00095 for 952 Johnson Street and 1400 Vancouver Street in accordance with:

- 1. Plans date stamped March 27, 2019
- Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variance:
 increase the building height to 49.8m

3. The Development Permit lapsing two years from the date of this resolution."

Heritage Designation Application No. 000184

That Council approve the designation of the property located at 952 Johnson Street and 1400 Vancouver Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

Amendment:

Moved By Mayor Helps Seconded By Councillor Collins

That Council direct staff to work with applicant to secure some sort of assurance, that should the applicant receive CMHC funding, that the mortgage savings would be directed to make a portion of the units as affordable as possible.

CARRIED UNANIMOUSLY

On the main motion as amended:

Rezoning Application

- 1. That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00666 for 952 Johnson Street and 1400 Vancouver Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council, and a Public Hearing date be set subject to:
 - a. Preparation of a Housing Agreement to secure the tenure of all dwelling units as rental in perpetuity, to the satisfaction of the Director of Sustainable Planning and Community Development.
 - b. Registration of legal agreements on the property's title to secure public realm improvements, to the satisfaction of the Director of Engineering and Public Works.
 - c. Heritage designation of the chapel building located at 952 Johnson Street and 1400 Vancouver Street.
- That Council authorize the street-level projecting canopies over the City Right-of-Way and anchor-pinning into the City Right-of-Way, provided that the applicant enters into an Encroachment Agreement in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works.
- That Council direct staff to work with applicant to secure some sort of assurance, that should the applicant receive CMHC funding, that the mortgage savings would be directed to make a portion of the units as affordable as possible.

Development Permit with Variance Application No. 00095 That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00666, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variance Application No. 00095 for 952 Johnson Street and 1400 Vancouver Street in accordance with:

- 1. Plans date stamped March 27, 2019
- Development meeting all Zoning Regulation Bylaw requirements, except for the following variance:
 increase the building height to 49.8m
- 3. The Development Permit lapsing two years from the date of this resolution."

Heritage Designation Application No. 000184

That Council approve the designation of the property located at 952 Johnson Street and 1400 Vancouver Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

FOR (7): Mayor Helps, Councillor Alto, Councillor Collins, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, and Councillor Young OPPOSED (1): Councillor Dubow

CARRIED (7 to 1)

F. LAND USE MATTERS

F.1 <u>952 Johnson Street and 1400 Vancouver Street - Rezoning Application No.</u> <u>00666, Development Permit with Variance Application No. 00095 and</u> <u>Heritage Designation Application No. 000184 (McCall's Floral Chapel)</u> (Harris Green)

Committee received a report dated April 25, 2019 from the Acting Director of Sustainable Planning and Community Development proposing the construction of a sixteen-storey, mixed use building with ground-floor commercial and market rental residential apartments above. Additionally, the single-storey chapel of the McCall's Funeral Home would be retained and integrated into the development for commercial use.

Moved By Mayor Helps Seconded By Councillor Thornton-Joe

Rezoning Application

- That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00666 for 952 Johnson Street and 1400 Vancouver Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council, and a Public Hearing date be set subject to:
 - A. Preparation of a Housing Agreement to secure the tenure of all dwelling units as rental in perpetuity, to the satisfaction of the Director of Sustainable Planning and Community Development.
 - B. Registration of legal agreements on the property's title to secure public realm improvements, to the satisfaction of the Director of Engineering and Public Works.
 - C. Heritage designation of the chapel building located at 952 Johnson Street and 1400 Vancouver Street.
- 2. That Council authorize the street-level projecting canopies over the City Right-of-Way and anchor-pinning into the City Right-of-Way, provided that the applicant enters into an Encroachment Agreement in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works.

Development Permit with Variance Application No. 00095

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00666, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variance Application No. 00095 for 952 Johnson Street and 1400 Vancouver Street in accordance with:

- 1. Plans date stamped March 27, 2019
- 2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variance:

Committee of the Whole Minutes, May 9, 2019

- i. increase the building height to 49.8m
- 3. The Development Permit lapsing two years from the date of this resolution."

Heritage Designation Application No. 000184

That Council approve the designation of the property located at 952 Johnson Street and 1400 Vancouver Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

FOR (5): Mayor Helps, Councillor Alto, Councillor Potts, Councillor Thornton-Joe and Councillor Young

OPPOSED (2): Councillor Collins and Councillor Dubow

CARRIED (5 to 2)

Committee recessed at 9:55 a.m. and returned at 10:01 a.m.



Committee of the Whole Report For the Meeting of May 9, 2019

То:	Committee of the Whole	Date:	April 25, 2019
From:	Andrea Hudson, Acting Director, Sustainable I	Planning and Com	nmunity Development

Subject: Rezoning Application No. 00666 for 952 Johnson Street and 1400 Vancouver Street (McCall's)

RECOMMENDATION

- That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00666 for 952 Johnson Street and 1400 Vancouver Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council, and a Public Hearing date be set subject to:
 - a. Preparation of a Housing Agreement to secure the tenure of all dwelling units as rental in perpetuity, to the satisfaction of the Director of Sustainable Planning and Community Development.
 - b. Registration of legal agreements on the property's title to secure public realm improvements, to the satisfaction of the Director of Engineering and Public Works.
 - c. Heritage designation of the chapel building located at 952 Johnson Street and 1400 Vancouver Street.
- That Council authorize the street-level projecting canopies over the City Right-of-Way and anchor-pinning into the City Right-of-Way, provided that the applicant enters into an Encroachment Agreement in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works.

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 Application for the property located at 952 Johnson Street and 1400 Vancouver Street. The proposal is to rezone from the S-2 Zone, Special District, to a new zone in order to construct a high-rise, mixed-use residential rental building with an increase in density to 4.4:1 floor space ratio (FSR), and to permit commercial and residential uses at this location. The Rezoning Application is concurrent with Development Permit with Variance Application No. 00095 and Heritage Designation Application No. 000184.

The following points were considered in assessing the Rezoning Application:

- the proposal is consistent with the *Official Community Plan* (OCP, 2012) Core Residential Urban Place Designation in terms of use and density, and the OCP's placemaking and housing polices with regards to heritage conservation and the provision of rental housing
- the proposal is generally consistent with the *Downtown Core Area Plan* (DCAP, 2011) policies for sites within the Residential Mixed-Use District
- as a condition of rezoning, the applicant would provide a Housing Agreement to secure the tenure of all dwelling units as rental in perpetuity, and heritage designation of the chapel building
- the proposal is subject to the City's *Density Bonus Policy* and a land lift analysis was prepared by Rollo & Associates. The economic analysis concluded that given the heritage designation of the chapel and proposed tenure of the units as rental, there is no land lift from the proposed rezoning.

BACKGROUND

Description of Proposal

This Rezoning Application is to increase the permitted density from 2:1 to 4.4:1 FSR and to permit residential and commercial uses on the site. A high-rise, mixed-use building is proposed with ground-floor commercial-retail uses at grade and residential rental apartments above. The existing chapel on the site at the corner of Johnson and Vancouver Streets would be retained for commercial use.

The following differences from the standard zone (CA-43 Zone, Pandora Harris Green District as referenced in the S-2 Zone, Special District) are being proposed and would be accommodated in the new zone:

- allow commercial and residential uses
- increase total floor area and density
- reduce the rear and side setbacks.

The proposal also requests an increase in building height, which is recommended by staff to be considered by Council as a variance through the concurrent Development Permit with Variance Application for this property so that it does not become an entitlement linked to the zoning for the site.

Affordable Housing Impacts

The applicant proposes the creation of approximately ninety-three new market rental residential units which would increase the overall supply of housing in the area. The applicant has agreed to enter into a Housing Agreement to secure rental tenure of the residential units in perpetuity.

Tenant Assistance Policy

A Tenant Assistance Plan is not required as there are no existing residential rental units on the subject property.

Sustainability Features

The applicant has identified a number of sustainability features which will be outlined in association with the concurrent Development Permit with Variance Application for this property.

Active Transportation Impacts

The application proposes the following features which support active transportation:

- implementation of the Vancouver Street Bikeway fronting the development
- 130 long-term and 15 short-term bicycle parking spaces on-site. The provision of long-term bike parking stalls exceeds the requirement by 10 stalls.

Public Realm Improvements

The following frontage works are being offered and will be secured in association with the Rezoning Application:

- streetscape improvements to Johnson Street and Vancouver Street fronting the development consistent with the Downtown Public Realm Plan Strategy
- the Vancouver Street corridor is planned as an All Ages and Ability (AAA) bike route with
 physically separated cycling facilities anticipated for construction in 2020. The proposal
 would implement the detailed design of the Vancouver Street Bikeway to City standards.

Land Use Context

The area is characterized by a mix of residential, commercial, community service and institution land uses. Immediately adjacent land uses include:

- North: two lots with frontages on Pandora Avenue and Vancouver Street contain two lowrise commercial buildings and a church. A Rezoning Application and Development Permit Application have been submitted for this site to construct a high-rise, mixed-use building with ground-floor commercial and residential above. As advised by the applicant, the two developments are working together to coordinate positioning of the towers within the block as well as the grade-level interface along Vancouver Street.
- South: across Johnson Street, a high-rise, mixed-use building is under construction with ground-floor commercial-retail fronting Vancouver and Johnson Streets and residential above.
- East: across Vancouver Street is a government office building.
- West: adjacent to the site is a mid-rise residential condominium building with ground-floor commercial fronting Johnson Street.

Existing Site Development and Development Potential

The site is presently occupied by the McCall's Funeral Home consisting of a series of one-storey connected pavilion buildings. Under the current S-2 Zone, Special District, the only use permitted is that of funeral undertakers' establishment.

Data Table

The following data table compares the proposal with the existing CA-43 Zone, Pandora Harris Green District, as the zone governed by the most restrictive regulations nearest to the site as referenced in the S-2 Zone, Special District. An asterisk is used to identify where the proposal is less stringent than the existing zone and a double asterisk is used to identify an existing condition. Key policies from the OCP and DCAP are also provided for comparison.

Zoning Criteria	Proposal	Existing Zone S-2 / CA-43	ОСР	DCAP
Site area (m²) – minimum	2151.7	n/a	-	-
Density (Floor Space Ratio) – maximum	4.4*	2	3 - 5.5	3 - 5.5
Total floor area (m²) – maximum	9468.8*	4303.4	-	-
Lot width (m) – minimum	36.57	n/a		÷.
Height (m) – maximum	49.71*	15.5	-	45
Storeys – maximum	16	n/a	20	÷
Site coverage % – maximum	78	n/a	-	-
Setbacks (m) – minimum				
Front (east) – Vancouver Street	0.00 ** chapel 12.94 building	3	-	0
Rear (west)	0.11*	0 - 3	-	see Building Separation Guidelines
Side (north)	0.21*	0 - 3	-	see Building Separation Guidelines
Side (south) – Johnson Street	0.20* deck 0.61* building	3	-	0
Vehicle parking – residential – minimum	78	76		

Zoning Criteria	Proposal	Existing Zone S-2 / CA-43	ОСР	DCAP
Vehicle parking – visitor – minimum	9	9		
Vehicle parking – commercial – minimum	11	11		
Bicycle parking – long term – minimum	130	120		
Bicycle parking – short term – minimum	15	15		

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 5, 2018. A letter dated August 18, 2018 is attached to this report.

ANALYSIS

Official Community Plan

The subject site is designated as Core Residential in the *Official Community Plan* which envisions multi-unit residential, commercial and mixed-use buildings from three storeys up to approximately 20 storeys and with total floor space ratios (FSR) ranging from a base of 3:1 to a maximum of 5.5:1. The proposal is consistent with the density and uses envisioned in this Urban Place Designation.

The OCP encourages housing supply to accommodate population growth in the Urban Core and a range of housing types, forms and tenures across the City. The proposed development would provide approximately ninety-three purpose-built market rental dwelling units, secured in perpetuity. Unit sizes range from approximately 460 square feet (studio) to 1481 square feet (3 bedroom), with the majority as one and two bedroom units.

The proposed designation of the chapel building is consistent with OCP placemaking (urban design and heritage) policies to identify, protect and conserve properties of heritage value.

Downtown Core Area Plan

The subject property is within the Residential Mixed-Use District (RMD) in the *Downtown Core Area Plan*, with applicable policies to encourage multi-residential development appropriate to the context of the neighbourhood. The base density for mixed-use development is 3:1 FSR and a maximum density is 5.5:1 FSR, of which the commercial portion shall not exceed 1:1 FSR. The maximum building height for the site is outlined as 45m. The DCAP built form policies encourage new buildings to complement their surroundings and to provide a positive interface with the public realm. The proposal's consistency with these policies and other applicable design guidelines is discussed in the report for the concurrent Development Permit with Variance Application. Heritage policies in the DCAP encourage working with the private sector to identify, protect and conserve property with heritage value in the Downtown Core Area. Energy and Environment policies support adaptation and re-use of existing buildings where appropriate to contribute to environmental stewardship. The proposed retention, seismic upgrading, designation and reuse of the chapel supports these policies.

Density Bonus Policy

As this Rezoning Application was received prior to November 8, 2018, consistent with the Density Bonus Policy, a land lift analysis conducted by G.P. Rollo & Associates has been provided. The Rezoning Application is seeking 1.4 FSR of bonus density; however, the report (attached) concludes that the additional density proposed does not generate a land lift due to the rental tenure of the proposed residential units and heritage conservation costs. As such, it does not recommend that the City seek any contribution from the developer if the applicant secures all the residential units as rental in perpetuity and the heritage designation and conservation measures are fulfilled.

Regulatory Considerations

Building Height

The proposed increase in building height from 15.5m to approximately 49.8m is higher than the maximum height of 45m anticipated in the DCAP for this site. Staff are recommending that a height limit of 45m be included in the new zone, consistent with the *Downtown Core Area Plan*, and that Council consider a height variance issued through Development Permit with Variance Application No. 00095. This would ensure that any additional height given above the maximum specified in the DCAP does not become an entitlement in the zoning and that if for any reason this proposal was not constructed, future approvals would require Council's consideration of this increase in height.

Encroachment Agreement

With any project of this scale that has little to no setbacks, and requires significant excavation, construction methods often require a form of underpinning which can result in material being left in the Public Right-of-Way. The resulting material (typically rock anchors) presents no concerns to the public interest and does not impact any underground infrastructure; however, an Encroachment Agreement between the City and the developer is required. The staff recommendation provided for Council's consideration includes direction to allow staff to enter into such an agreement, if the Rezoning Application is approved by Council, and it is deemed necessary to facilitate the construction of the project.

A number of street-level canopies are also proposed along Johnson Street, which project above the City Right-of-Way. These are encouraged in the DCAP and *Advisory Design Guidelines for Buildings, Signs and Awnings* (2006) to provide pedestrian weather protection and welcoming streetscapes. In order to facilitate these canopies, the applicant is required to enter into an Encroachment Agreement with the City. Appropriate wording is included in the recommendation for Council's consideration.

CONCLUSIONS

The proposal to construct a new high-rise, mixed-use commercial and residential building at a density of 4.4:1 FSR is consistent with the OCP and DCAP with respect to the proposed land use and density. The creation of approximately ninety-three market rental units, secured through legal agreement, advances the goals of the OCP with regards to the provision of rental housing. The retention and designation of the chapel of the McCall Brother's Funeral Home advances the City's heritage conservation goals. Therefore, it is recommended for Council's consideration that the application move forward to a Public Hearing.

ALTERNATE MOTION

That Council decline Rezoning Application No. 00666 for the property located at 952 Johnson Street and 1400 Vancouver Street.

Respectfully submitted,

Moira Wilson Senior Planner – Urban Design Development Services Division

Andrea Hudson, Acting Director Sustainable Planning and Community Development Department

Report accepted and recommended by the City Manager

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped March 27, 2019
- Attachment D: Letter from applicant to Mayor and Council dated April 20, 2019
- Attachment E: Community Association Land Use Committee Comments dated August 18, 2018
- Attachment F: Land Lift Analysis prepared by Rollo & Associates dated March 11, 2019
- Attachment G: Pedestrian Level Wind Study prepared by Gradient Wind Engineers & Scientists dated November 26, 2018
- Attachment H: Minutes from February 27, 2019 Advisory Design Panel Meeting
- Attachment I: Minutes from April 9, 2019 Heritage Advisory Panel Meeting.



Committee of the Whole Report For the Meeting of May 9, 2019

To:	Committee of the Whole	Date:	April 25, 2019
From:	Andrea Hudson, Acting Director, Sustainable I	Planning and C	ommunity Development
Cubicct	Development Dermit with Variance Appli	action No. 00	ODE for OE2 Johnson

Subject: Development Permit with Variance Application No. 00095 for 952 Johnson Street and 1400 Vancouver Street (McCall's)

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00666, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variance Application No. 00095 for 952 Johnson Street and 1400 Vancouver Street in accordance with:

- 1. Plans date stamped March 27, 2019
- 2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variance:
 - i. increase the building height to 49.8m
- 3. The Development Permit lapsing two years from the date of this resolution."

LEGISLATIVE AUTHORITY

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

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the 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.

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

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit with Variance Application for the property located at 952 Johnson Street and 1400 Vancouver Street. The proposal is for the construction of a sixteen-storey mixed-use building consisting of ground floor commercial with residential units above, and the retention of the chapel of the McCall Brother's Funeral Home for commercial use. The proposal is concurrent with Rezoning Application No. 00666 and Heritage Designation Application No. 000184. There is a variance requested to increase the building height.

The following points were considered in assessing this application:

- the proposal is generally consistent with design guidelines in the *Downtown Core Area Plan* (DCAP, 2011), *Advisory Design Guidelines for Buildings, Signs and Awnings* (2006), and *Guidelines for Fences, Gates and Shutters* (2010)
- the subject property is designated Residential Mixed-Use District in the DCAP which encourages multi-residential development
- the requested variance to increase the building height to 49.8m is higher than the maximum building height of 45m described in the DCAP for this site; however, the proposal provides a significant contribution to heritage conservation and the requested increase in height is less than 5m
- the Advisory Design Panel recommend to Council that the Development Permit with Variance Application be approved subject to further consideration of how the proposed building relates to the chapel through podium massing as it wraps around Johnson Street, and resolution of the façade articulation and materials to speak to the original mid-century ethos of the chapel and to mitigate the appearance of bulk. The applicant has made changes to the design to address the Panel's comments
- the Heritage Advisory Panel recommend that Council approve the designation of the chapel as a Municipal Heritage Site.

BACKGROUND

Description of Proposal

The proposal is for the construction of a sixteen-storey, mixed-use building with ground-floor commercial and market rental residential apartments above. Additionally, the single-storey chapel of the McCall's Funeral Home, designed by recognized local architect John Di Castri in a West Coast Modernism-style, would be retained and integrated into the development for commercial use.

Specific details include:

- approximately 93 residential units secured as rental in perpetuity
- street-level retail-commercial units with entrances along Johnson Street
- main residential lobby entrance on Johnson Street
- three levels of underground parking
- a total of 145 bicycle parking spaces comprised of:
 - o 130 long-term bicycle parking spaces on the main floor
 - o 15 short-term bicycle parking spaces located outside the main building entrances
- indoor and outdoor amenity space at level three, including a communal living area, a coworking space and child play area
- landscaped amenity space at ground-level surrounding the chapel

 exterior building materials consisting of light green and light grey window glass and spandrel glass, white and grey metal panel on tower exterior wall and balconies, frit glass in light green for balconies, white stucco, brick red tile and grey metal panel on the podium, and faux wood finish composite for the canopy and fascia at podium level.

The proposed variance is related to an increase in building height.

Affordable Housing Impacts

The applicant proposes the creation of approximately ninety-three new market rental residential units which would increase the overall supply of housing in the area. The applicant has agreed to enter into a Housing Agreement to secure rental tenure of the residential units in perpetuity.

Tenant Assistance Policy

A Tenant Assistance Plan is not required as there are no existing residential tenants on the subject property.

Sustainability Features

As indicated in the applicant's letter dated April 20, 2019, the following sustainability features are associated with this application:

- roof designed to accommodate a solar panel system
- provision for neighbourhood energy system connection
- green building design noted in the Green Building Indicator list achieved through passive strategies of daylighting, natural ventilation and "double skin" building envelope where possible, and active strategies including efficiency of heat pumps, radiant panels and electric lights.

Active Transportation Impacts

The application proposes the following features which support active transportation:

- implementation of the Vancouver Street Bikeway fronting the development
- 130 long-term and 15 short-term bicycle parking spaces on-site. The provision of long-term bike parking stalls exceeds the requirement by 10 stalls.

Public Realm Improvements

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

Accessibility Impact Statement

The applicant has identified that the proposed building will meet and exceed current accessibility standards included in the *British Columbia Building Code* and will follow the latest edition of the *Building Access Handbook*. The new building will feature:

- enhanced access in all public zones providing full access throughout all common areas with accessible controls
- all accessible stalls are in close proximity to building entries serviced by elevator with path of travel not exceeding 2% slope in any direction
- wider corridors, doorways, bathrooms and kitchens, including at least one bathroom with

30"x48" designated free space and 36" path of travel throughout each dwelling unit

- easy-to-reach electrical outlets and switches or easy-to-use door and faucet handles
- automated door openers in various public locations including all main entries
- selected adaptable units (installed blocking for future grab bars, 1/2" bevelled low profile thresholds, 36" path of travel).

Existing Site Development and Development Potential

The site is presently occupied by the McCall's Funeral Home consisting of a series of one-storey connected pavilions. Under the current S-2 Zone, Special District, the only use permitted is that of funeral undertakers' establishment.

Heritage Context

The site is located in Development Permit Area 3 (HC): Core Mixed-Use Residential. The area is a heritage conservation area of the Harris Green neighbourhood which was historically the developing, commercial border of the city in the postwar years, and linked with the development of the downtown business district. After 1900, Harris Green grew as an extension of the downtown core. By the 1930s, Harris Green had become home to commercial enterprises, including several automobile dealers. The neighbourhood is also home to a number of churches, including the Metropolitan United Church on Pandora and Quadra Streets and North Park's "Church Row" nearby. This proximity to the downtown and several churches made this site a convenient location for a funeral home. The OCP reinforces the heritage conservation designation of this area through acknowledgement of the area's heritage value for its role as a church precinct, and its form and character that evolved in response to the clustering of churches in the area.

Data Table

The following data table compares the proposal with the existing CA-43 Zone, Pandora Harris Green District, as the zone governed by the most restrictive regulations nearest to the site as referenced in the S-2 Zone, Special District. An asterisk is used to identify where the proposal is less stringent than the existing zone and a double asterisk is used to identify an existing condition. Key policies from the OCP and DCAP are also provided for comparison.

Zoning Criteria	Proposal	Existing Zone S-2 / CA-43	OCP	DCAP
Site area (m²) – minimum	2151.7	n/a	-	-
Density (Floor Space Ratio) – maximum	4.4*	2	3 - 5.5	3 - 5.5
Total floor area (m²) – maximum	9468.8*	4303.4	-	-
Lot width (m) – minimum	36.57	n/a	-	-
Height (m) – maximum	49.71*	15.5	-	45
Storeys – maximum	16	n/a	20	-

Zoning Criteria	Proposal	Existing Zone S-2 / CA-43	ОСР	DCAP
Site coverage % – maximum	78	n/a	-	-
Setbacks (m) – minimum				
Front (east) – Vancouver Street	0.00 ** chapel 12.94 building	3	-	0
Rear (west)	0.11*	0 – 3		see Building Separation Guidelines
Side (north)	0.21*	0 - 3		see Building Separation Guidelines
Side (south) – Johnson Street	0.20* deck 0.61* building	3	-	0
Vehicle parking – residential – minimum	78	76		
Vehicle parking – visitor – minimum	9	9		
Vehicle parking – commercial – minimum	11	11		
Bicycle parking – long term – minimum	130	120		
Bicycle parking – short term – minimum	15	15		

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 5, 2018. A letter dated August 18, 2018 is attached to this report.

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

ANALYSIS

Official Community Plan

Development Permit Area and Design Guidelines

The Official Community Plan identifies this property in Development Permit Area 3 (HC): Core Mixed-Use Residential. The key objectives of this designation are:

- to transform the function, form and character of the Core Residential area through mid-tohigh-rise residential mixed-use and commercial buildings
- to conserve and enhance the heritage value and special character and significant historic buildings, features and characteristics of this area
- to enhance the area through high quality architecture, landscape and urban design.

The proposal is generally consistent with the objectives of DPA 3 (HC) for the construction of a multi-unit and commercial building that responds to the surrounding context of mid and high-rise buildings and integrating the existing mid-century modern chapel on the site for heritage conservation. The chapel building is proposed for heritage designation as part of the concurrent Rezoning Application.

The proposal is generally consistent with the placemaking policies for buildings and sites including consideration of new infill that responds to context, encouraging human scale in tall buildings with particular attention to street level, and maximizing shop windows and entrances at ground level to support active land uses and for pedestrian interest. The exception is along Vancouver Street where the existing chapel's side wall has no street-level windows. However, a fenced private amenity space interfaces with Vancouver Street on the north side of the chapel as a planted landscape space. Staff encouraged the applicant to explore designing this area as a publically-accessible open space that connects with the chapel and the streetscape; however, the area is proposed as gated for reasons including security and amenity for residents and for landscape maintenance. The provision of a landscaped amenity space at grade-level is consistent with the natural features and landscaping placemaking policy which encourages private landscaped gardens to contribute to Victoria's identity as a city of gardens.

The architecture of the new building is generally consistent with the following design guidelines for Development Permit Area 3 (HC) which are applicable to this proposal:

- Downtown Core Area Plan (2011)
- Guidelines for Fences, Gates and Shutters (2010)
- Advisory Design Guidelines for Buildings, Signs and Awnings (2006).

Downtown Core Area Plan

The *Downtown Core Area Plan* identifies this site within the Residential Mixed-Use District, which encourages multi-residential development appropriate to the neighbourhood up to 45m in height and to include active street-level businesses, where appropriate, to provide commercial services and contribute to increased pedestrian activity. Detailed Urban Design Guidelines for the Downtown Core Area address the importance of sensitive built forms through building height, scale, massing, setbacks, floor plate restrictions and street wall design.

The proposed increase in building height from 45m to 49.8m is approximately 5m higher than the DCAP policy. The applicant is requesting the additional height as a part of the design approach with a large building setback from Vancouver Street to enable the development to retain and integrate the existing chapel in-situ with open space surrounding it. Given that the requested increase in height is less than 5m, staff feel that it will not have a significant or negative impact.

The proposed tall building includes a cantilevered portion over the chapel, with building floor plates increasing in size at the higher levels. To review the impacts of this approach, staff applied the DCAP built form policy to reduce building bulk of upper storeys which is to minimize the effects of shading and wind vortices, to maintain views to the open sky, and to avoid the presence of bulky upper building mass. Potential impacts of the proposed built form massing were reviewed as follows:

- the new building has been sited to create open space around the one-storey chapel to be retained in-situ as a heritage building; the design approach responds to this unique condition
- the cantilevered elevation of the new building is set back substantially from Vancouver Street and therefore will not impact the streetscape
- an appropriately-scaled podium is provided along Johnson Street to distinguish the base of the building from upper storeys along the street
- a pedestrian-level wind study provided by the applicant concludes that wind conditions over pedestrian sensitive grade-level locations within and surrounding the site will be acceptable for the intended uses throughout the year
- a shadow study provided by the applicant demonstrates sun and daylight access with a normal amount of shadowing anticipated for a high-rise urban development
- floor plates are generally consistent with the maximum 650m² floor plate size limitations for residential floors greater than 30m high
- the relationship between the proposed new building and existing chapel was reviewed by heritage planning, including considerations of scale, materials, and angled geometry. For example, the new building:
 - employs characteristic Di Castri geometry in the angled east façade that creates breathing room at the base for the chapel; its gradual angled rise upward produces a dynamic tension in recognition of the one-storey chapel
 - incorporates elongated window proportions that reference the window openings within the sawtooth façades of the chapel
 - utilizes transparency of glass to create a "hyphenated" circulation link between the new building and the chapel
 - provides manipulated, irregular and orthogonal geometry at the podium along Johnson Street; the rhythm of the two-storey buttressed white stucco street wall elements echo the chapel's angled and buttressed façade
 - integrates white stucco and faux wood finishes that reference the primary exterior materials of the mid-century modern chapel
 - extends horizontal planes through the faux wood finished canopy and fascia, the expression of the 2nd and 3rd floor slabs and the roof treatment of the hyphenated breezeway
 - o terminates with folded roof planes, characteristic of Di Castri's signature
- the applicant has responded to Advisory Design Panel comments to mitigate the perceived building mass of the tall building by changing the treatment of balconies.

The façade of the new building along Johnson Street has a three-storey street wall incorporating retail-commercial frontage and a main entrance to the residential lobby for an active interface with the street. The south west corner of the proposed building is stepped back and designed to sensitively respond to the residential units in the adjacent five-storey multi-unit building. The proposed building siting and massing generally conforms to the street interface guidelines for Johnson Street, except:

- level 8 to 15 balconies and decks are located approximately 5.5m from the property line which is 0.5m closer to the street than the minimum 6m horizontal setback from the property line to any portion of the building facing the street and greater than 25m high
- level 15 balconies protrude 0.2m into the 1:5 building setback ratio.

This results in a minor intrusion into the stepback guidelines which staff recommend as being negligible to the public's experience.

The proposal is also consistent with the residential building separation distance guidelines except that the level 2 decks associated with residential units on the north side of the building are located approximately 0.21m from the north side property line instead of the minimum clearance of 3.5m for balconies. The potential for residential privacy and overlook issues between these four decks and a future redevelopment to the north was considered by staff. If the residential decks overlook a future outdoor amenity space, as may be proposed, they would be considered a positive interface for occasional surveillance. A simple design solution to meet the minimum 3.5m clearance guideline for balconies could be to move the railing back several metres from the property line. However, this would reduce useable outdoor roof space and staff do not feel like it is a significant concern to warrant this revision.

Overall, staff feel the proposal generally meets the DCAP design guidelines with a development that responds to the local context and with a positive interface with the public realm and adjacent buildings.

Buildings, Signs and Awnings Advisory Design Guidelines

The proposal is consistent with the *Advisory Design Guidelines for Buildings, Signs and Awnings* which promotes design that is compatible with the characteristics of the neighbourhood, as follows:

- site planning integrates open space, architecture and streetscapes with a design that provides convenience, quality and security for pedestrians and cyclists
- the massing of the tall building has been considered in relation to adjacent properties and the public realm
- the street-level walkway and amenity space within the site frame the chapel building as a pedestrian-scaled focal point at the intersection
- the podium along Johnson Street is scaled in proportion to the street width and the adjacent chapel, with design elements to create a relationship between the old and new buildings
- the canopy at podium level provides pedestrian weather protection
- the light colour of the architecture responds to the mid-century modern chapel
- the pattern of fenestration provides a vertical expression for the tall building
- vehicle circulation, parking, loading and servicing are located underground to maintain an appropriate relationship at grade to surrounding properties, sidewalks and streets
- signage design is integrated into the architecture
- architectural lighting is integrated into the design of exterior spaces at grade
- the landscape plan includes planting and amenities that consider microclimate and other contextual considerations.

Guidelines for Fences, Gates and Shutters

The *Guidelines for Fences, Gates and Shutters* provide a framework for considering the proposed installation of fences and gates in the development to ensure they are well designed and complement their surroundings. The proposed fence and gate design meets the design guidelines to complement the character of the street, to integrate with building design, finishes and materials, be subordinate to the building façade, be constructed of high quality and durable materials, and to be incorporated into the landscape design with consideration of crime prevention through environmental design (CPTED) principles.

Tree Preservation Bylaw and Urban Forest Master Plan

There are no Tree Preservation Bylaw impacts with this application as there are no trees on the subject site. The urban forest net gain with this application is twelve additional trees.

- The proposal includes five Columnar Beech trees to be planted within the site.
- Two existing public trees on Vancouver Street are proposed for removal in order to construct an improved and expanded public realm area and new AAA bike lanes. The two public trees proposed for removal are a 24cm Diameter at Breast Height (DBH) Honey Locust and a small 6cm DBH Red Maple, both in fair health condition. These trees would also be negatively impacted by construction for the proposed underground parking.
- Working with the City, the applicant has proposed nine new boulevard trees along Vancouver Street and Johnson Street which will be specified as species adaptable to climate change and urban conditions.
- A rain garden is included within the Vancouver Street boulevard to implement green infrastructure for rainwater management, enhancement of greenways, air and water pollution reduction and climate change mitigation and adaptation.

Advisory Design Panel Review

The application was reviewed by the Advisory Design Panel at its February 27, 2019 meeting and the Panel recommended approval of the development permit proposal subject to:

- further consideration of how the proposed building relates to the chapel through the podium massing as it wraps around Johnson Street
- resolution of the façade articulation and materials of the tower to speak to the original midcentury modern ethos of the chapel and to mitigate the appearance of bulk.

Full meeting minutes are attached to this report. Staff feel that the applicant has adequately addressed the Advisory Design Panel's concerns through the following design revisions as described by the architect:

- the white metal panel balcony guardrails were replaced with a frit glass material on the east, south and west elevations of the tower to mitigate the visual bulk of building mass (while still maintaining screening of objects within the balconies as viewed from below)
- on the podium exterior wall at retail level, the tile was replaced with an applied sand white stucco to unite the new building and existing chapel at grade through colour and material
- the canopy and fascia of the podium is proposed with a faux wood finish composite material to echo the wood canopy of the chapel
- on the east elevation, the fence detail was adjusted and the fence material and colour were changed to a faux corten metal in bronze to reinforce the character of the mid-century modern architectural style of the existing chapel.

Heritage Advisory Panel Review

The application for heritage designation was reviewed by the Heritage Advisory Panel at its April 9, 2019 meeting, and the Panel recommended that Council approve the designation of the chapel, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site.

CONCLUSIONS

The proposal to construct a sixteen-storey, mixed-use commercial and residential apartment building is generally consistent with the *Downtown Core Area Plan, Guidelines for Fences, Gates and Shutters, and Advisory Design Guidelines for Buildings, Signs and Awnings* which are applicable to this proposal. Although the requested variance for an increase in building height slightly exceeds the maximum height for this site anticipated in the DCAP, staff feel that, in this instance, the variance is supportable given that the development provides a significant contribution to heritage conservation in the City through retention of the one-storey mid-century modern chapel and the additional height is less than 5m. The proposal was reviewed by the Advisory Design Panel which recommended approval of the Development Permit Application subject to further design resolution and considerations that have been responded to by the applicant.

ALTERNATE MOTION

That Council decline Development Permit with Variance Application No. 00095 for 952 Johnson Street and 1400 Vancouver Street.

Respectfully submitted,

Mh)120

Moira Wilson Senior Planner – Urban Design Development Services Division

Report accepted and recommended by the City Manager

Andrea Hudson, Acting Director Sustainable Planning and Community Development Department

Date:

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped March 27, 2019
- Attachment D: Letter from applicant to Mayor and Council dated April 20, 2019
- Attachment E: Community Association Land Use Committee Comments dated August 18, 2018
- Attachment F: Land Lift Analysis prepared by Rollo & Associates dated March 11, 2019
- Attachment G: Pedestrian Level Wind Study prepared by Gradient Wind Engineers & Scientists dated November 26, 2018
- Attachment H: Minutes from February 27, 2019 Advisory Design Panel Meeting
- Attachment I: Minutes from April 9, 2019 Heritage Advisory Panel Meeting.





952 Johnson Street and 1400 Vancouver Street Rezoning No.00666

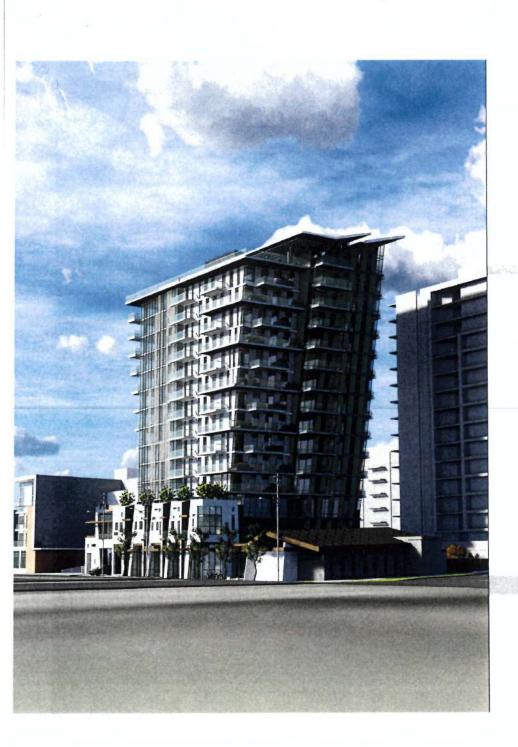






952 Johnson Street and 1400 Vancouver Street Rezoning No.00666





1400 VANCOUVER ST VICTORIA, BC

MIXED-USE COMMERCIAL/ RESIDENTIAL DEVELOPMENT

03.22.2019

OWNER: 1153279 BC Ltd

ARCHITECT: AVRP ARCHITECTURE

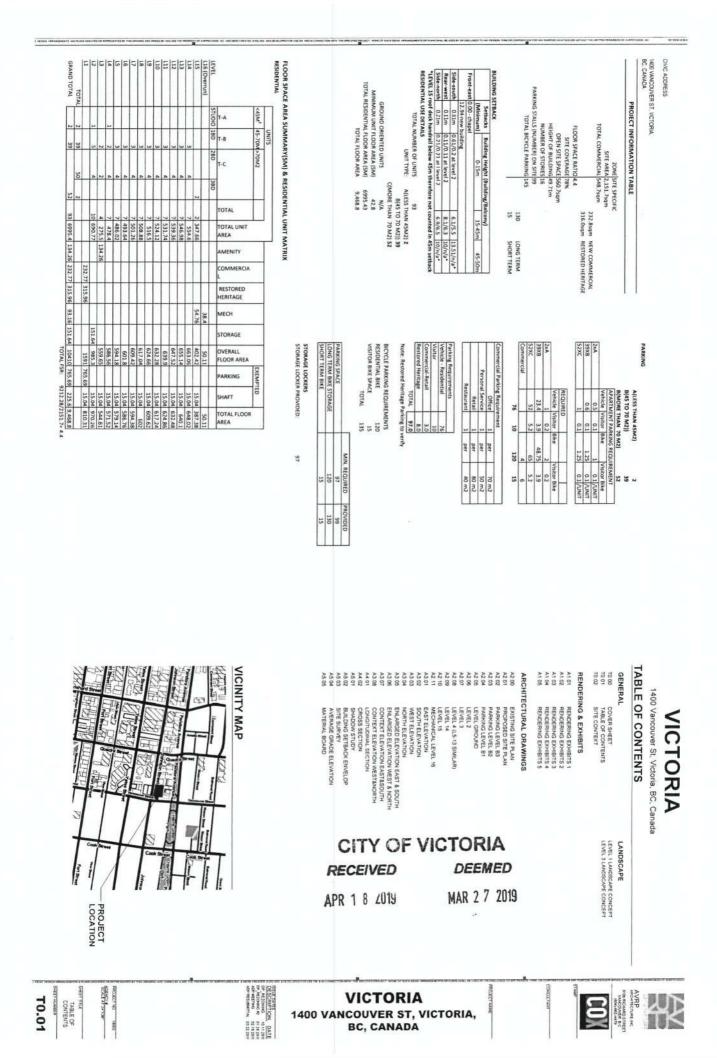
910-B RICHARDS STREET

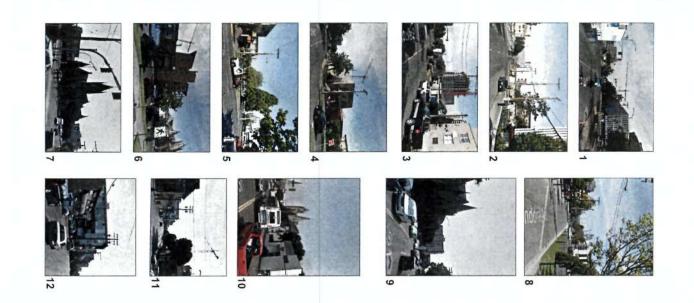
VANCOUVER, BC V6B 3C1

SUBMITTAL: REZONING AND DEVELOPMENT PERMIT APPLICATION

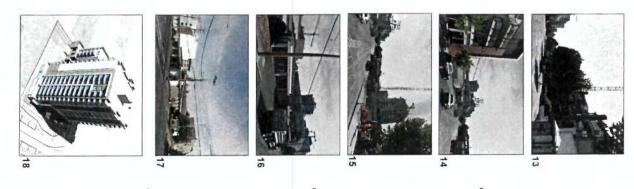
CITY OF VICTORIARECEIVEDDEEMEDAPR 0 1 2019MAR 2 7 2019







CITY OF VICTURAL RECEIVED CONTEXT PLAN RECEIVED DEEMED APR 0 1 2019 MAR 2.7 2019



T0.02

SITE CONTEXT

FROMECTING INCOM



VICTORIA 1400 VANCOUVER ST, VICTORIA, BC, CANADA







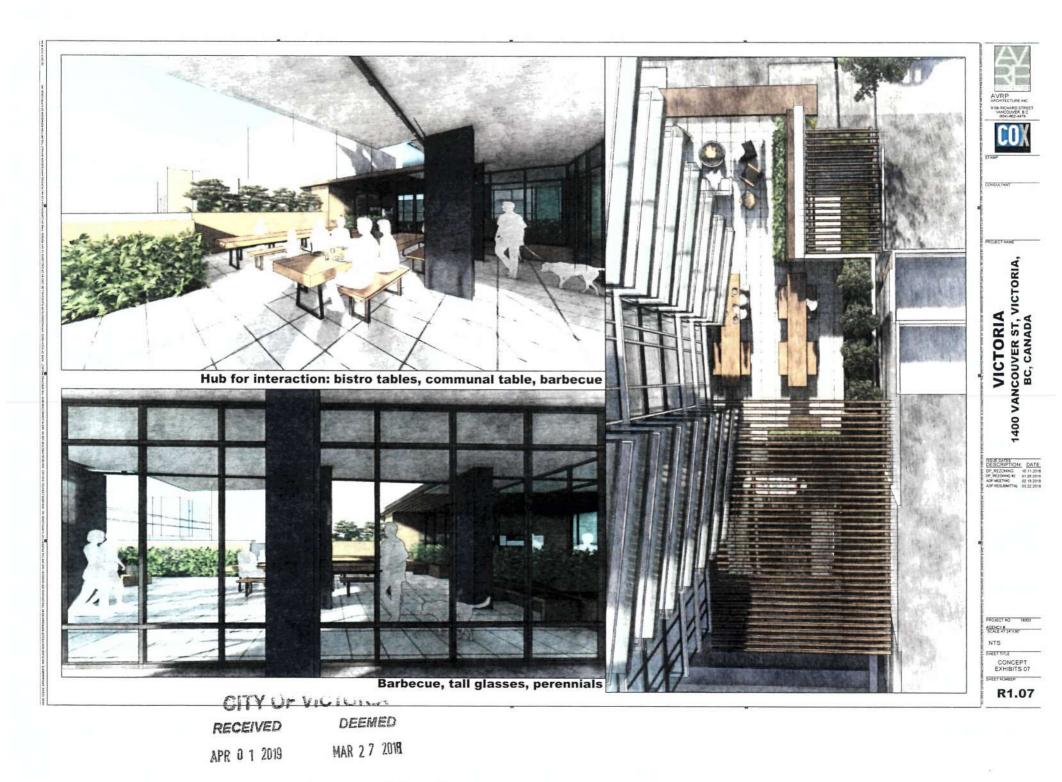
	VIL I COLLON
RECEIVED	DEEMED
APR 0 1 2019	MAR 2 7 2011

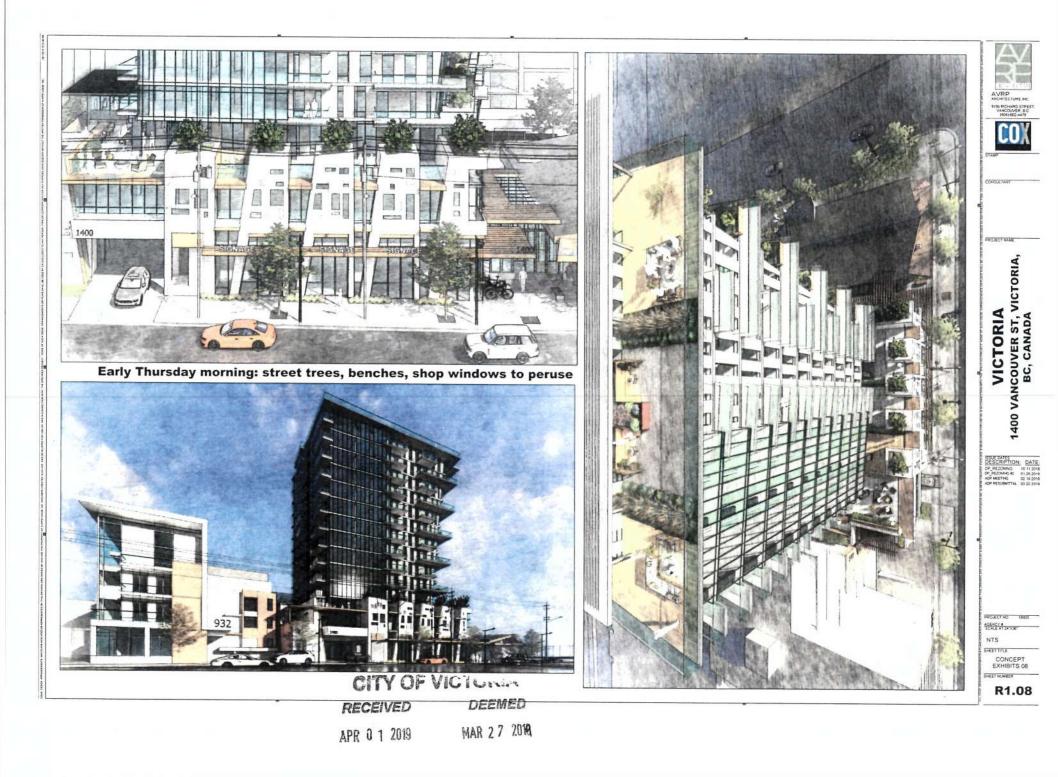






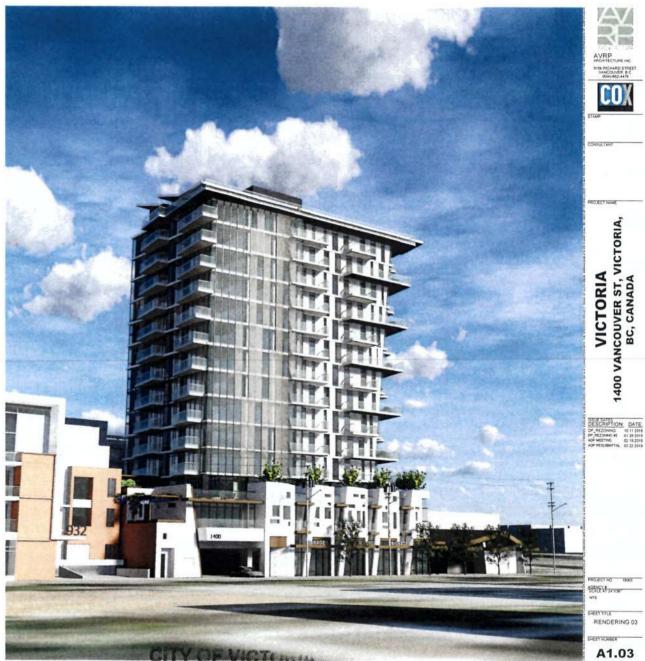








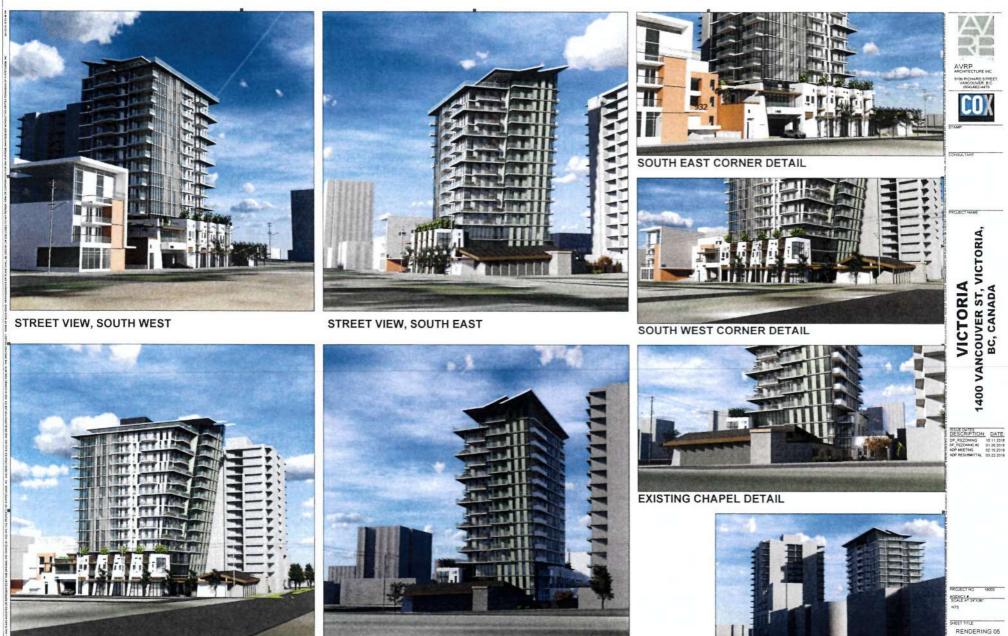




STREET VIEW, SOUTH WEST

RECEIVED	DEEMED
APR 0 1 2019	MAR 2 7 2018



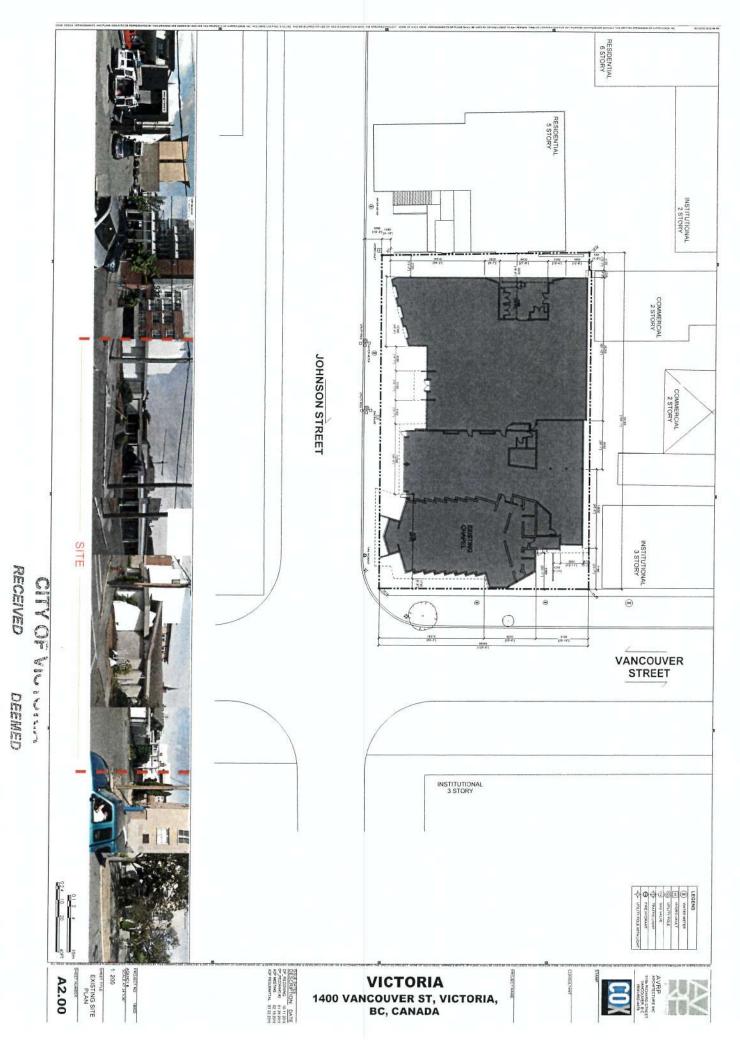


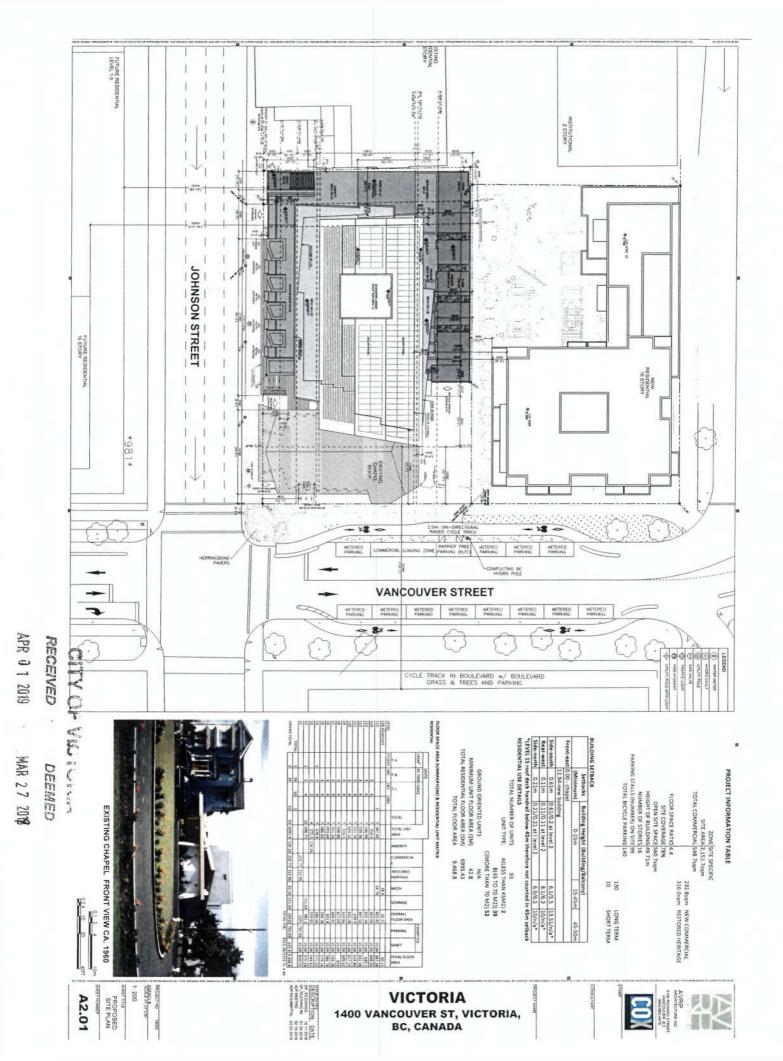
STREET VIEW, SOUTH WEST

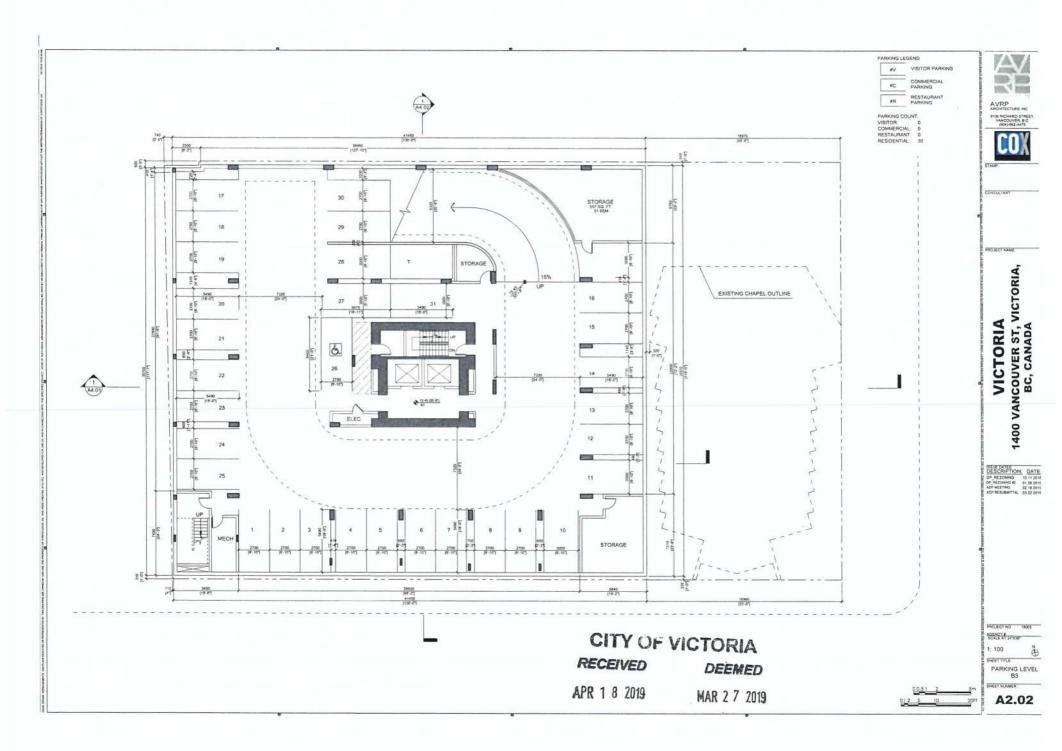
STREET VIEW, NORTH EAST

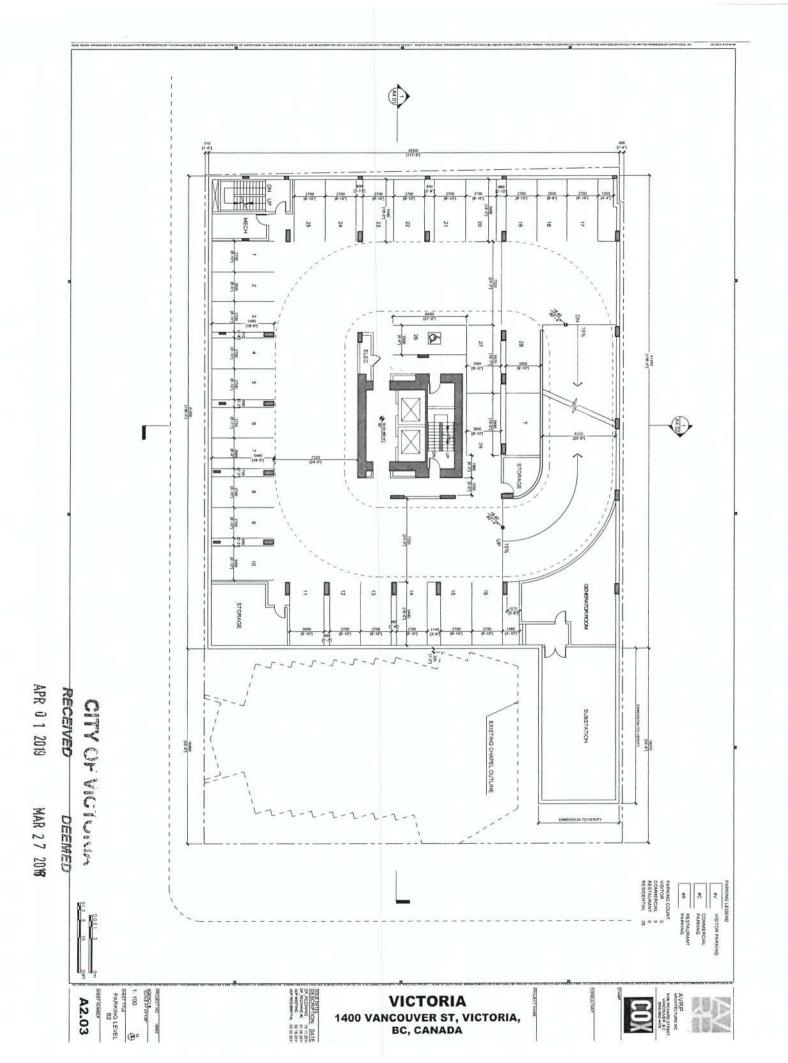
STREET VIEW, NORTH WEST CITY OF VICE DEEMED APR 0 1 2019 MAR 2 7 2019 RENDERING 05

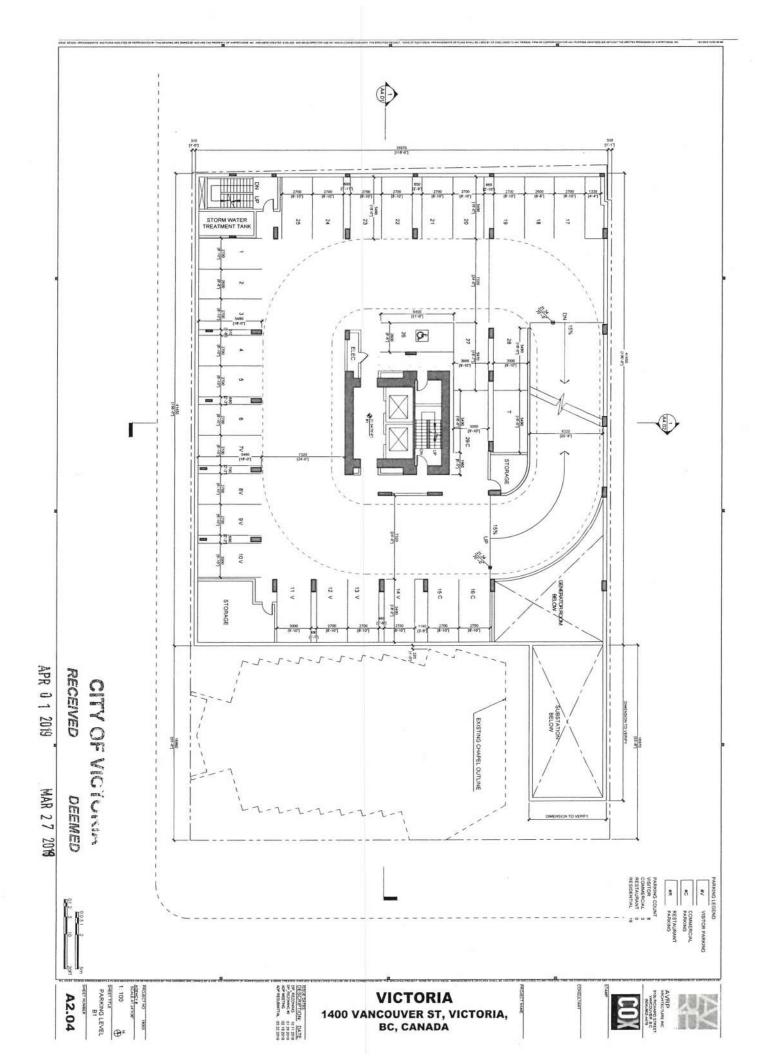
A4.05

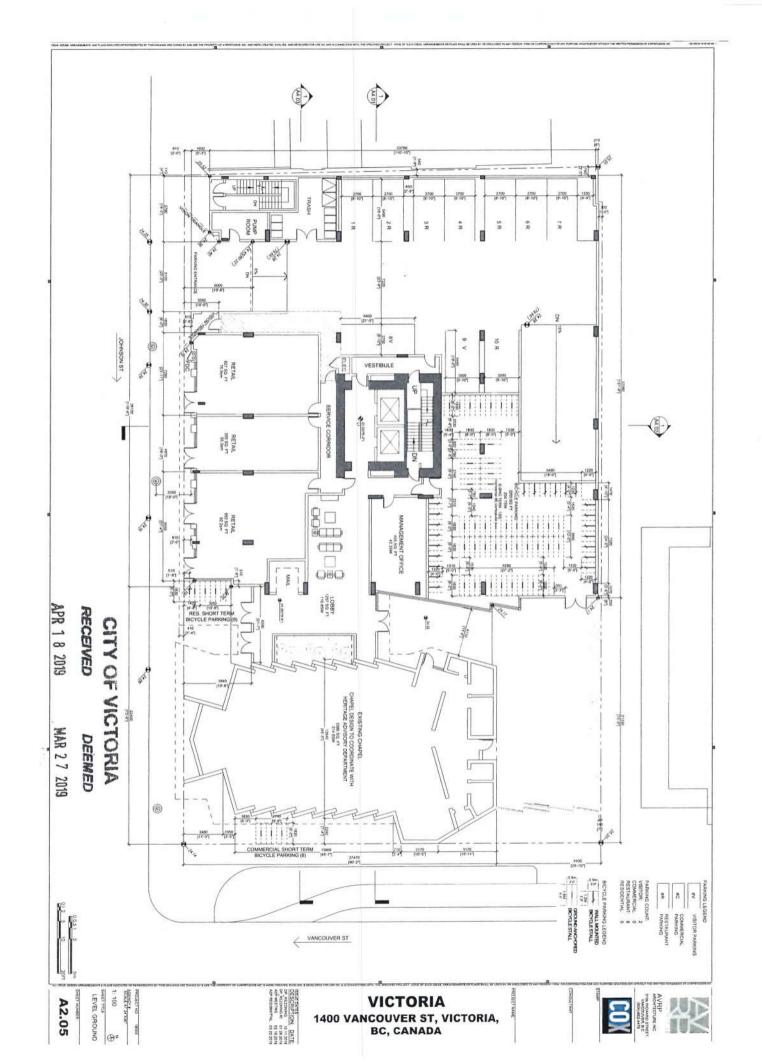


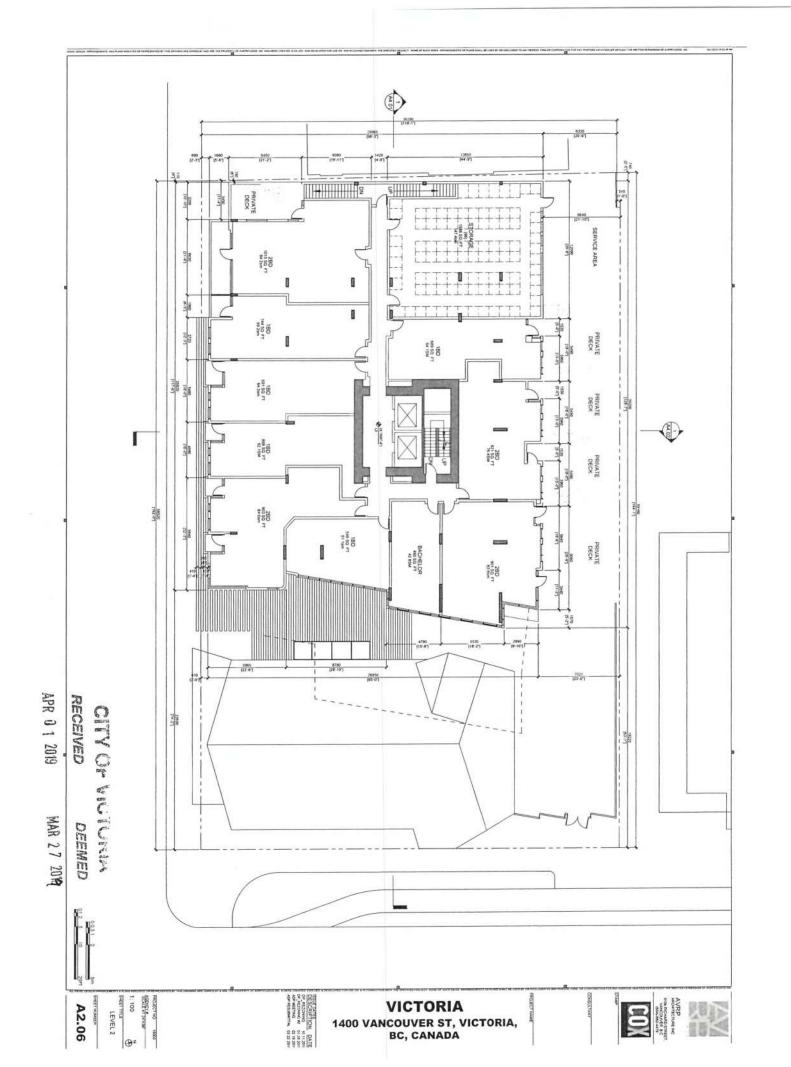


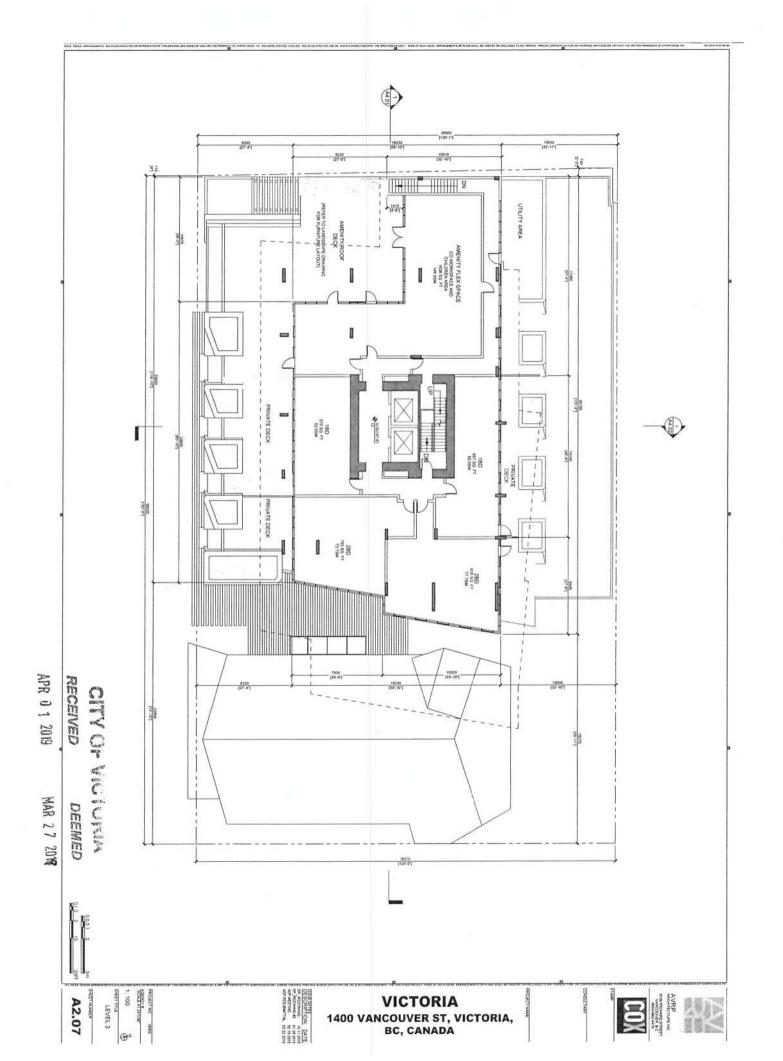


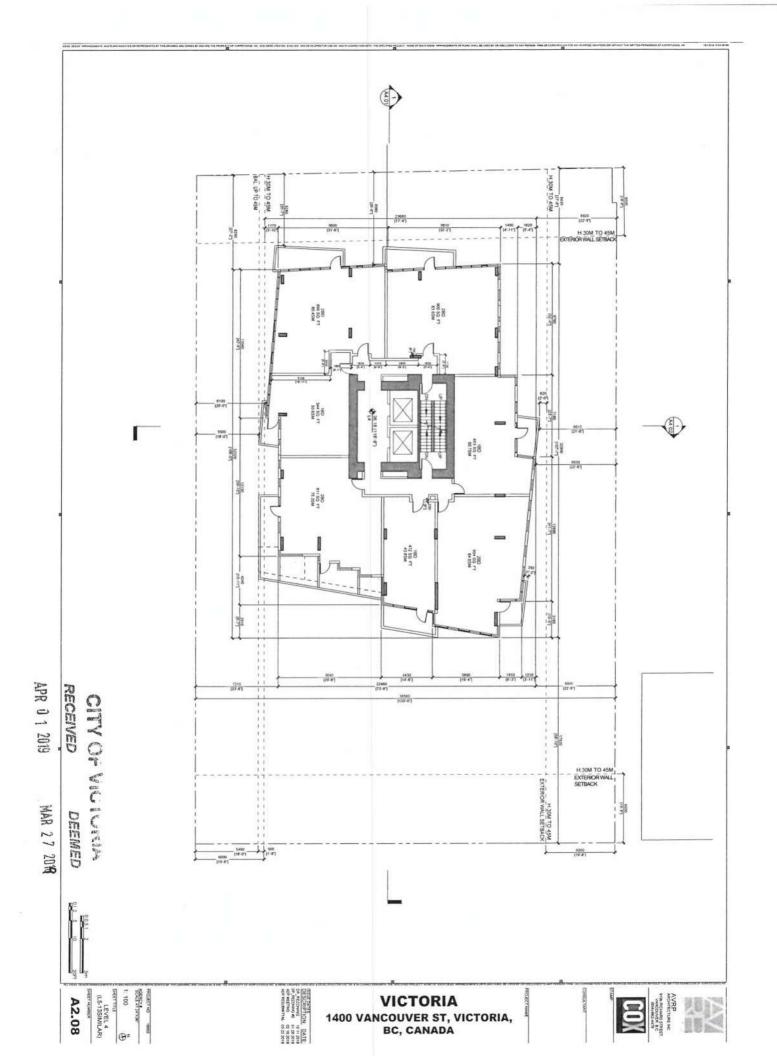


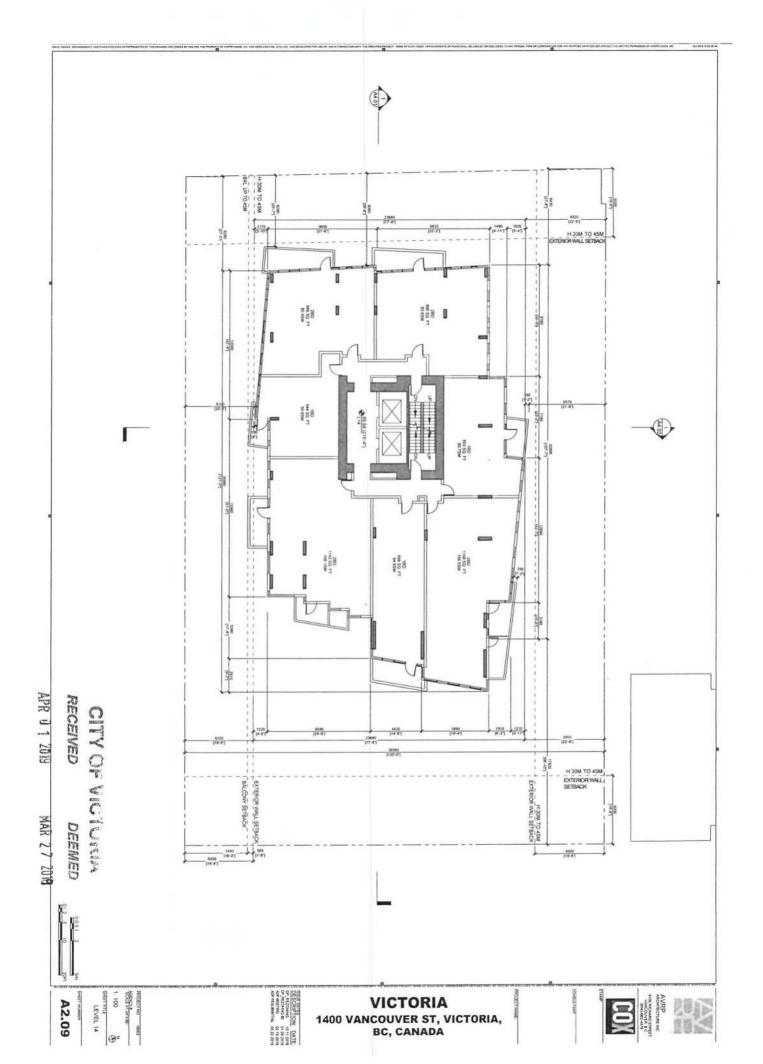


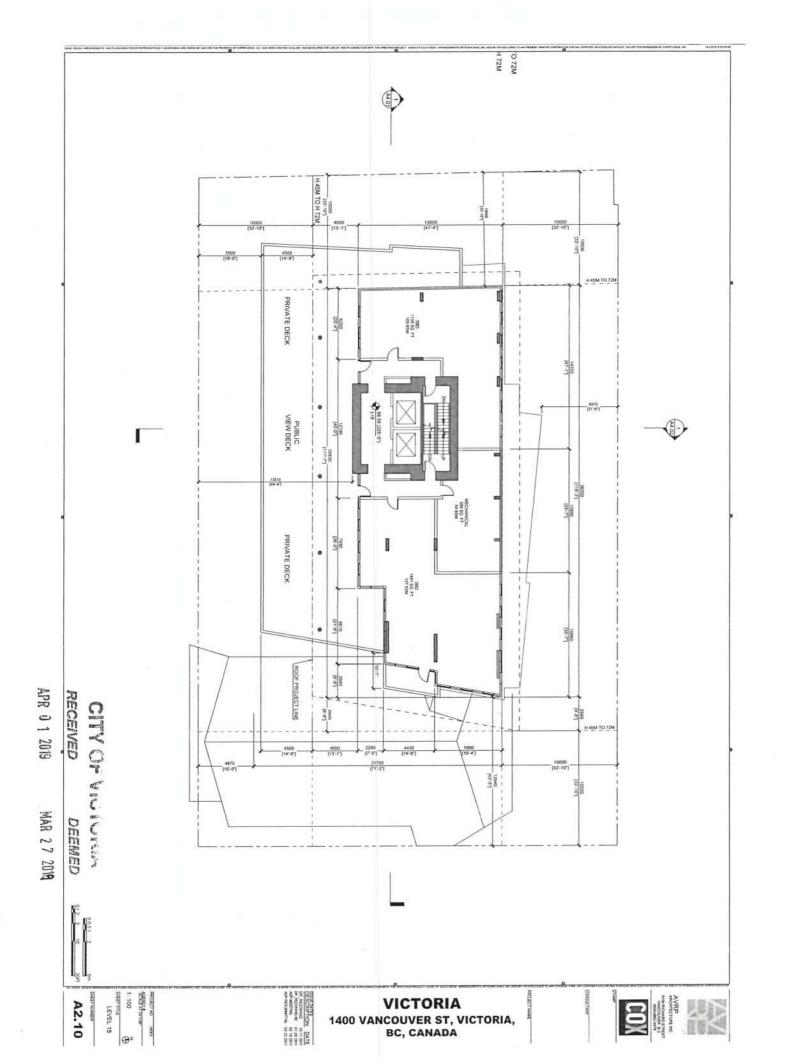


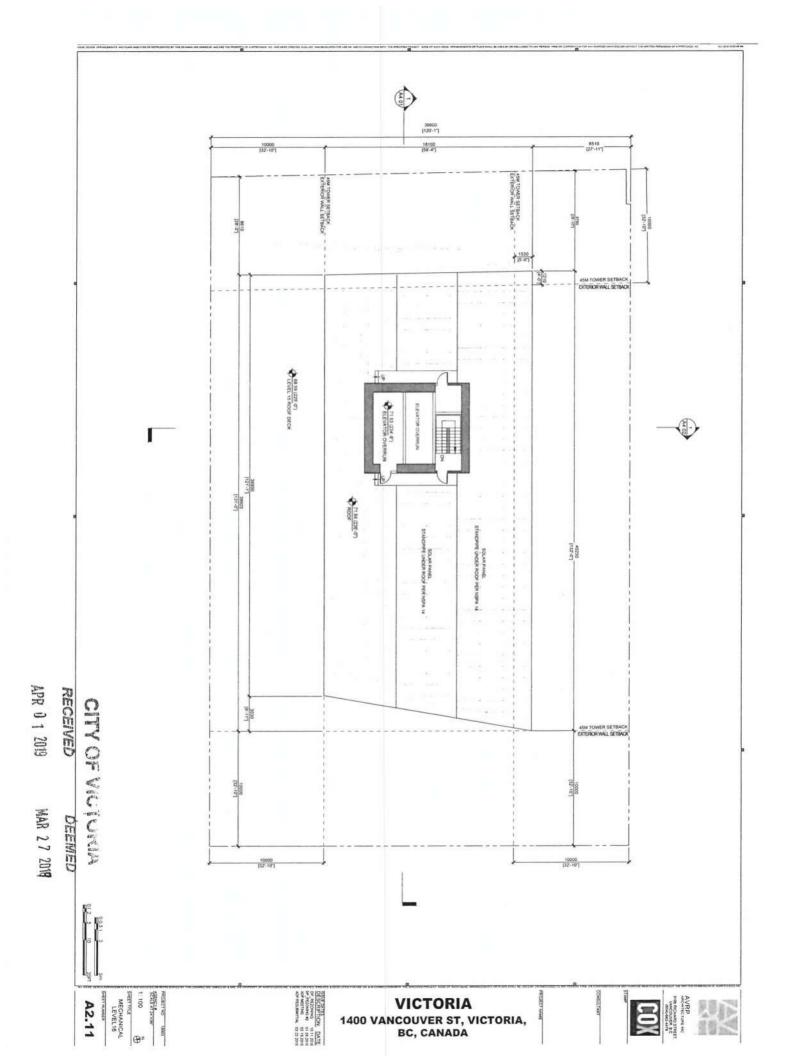


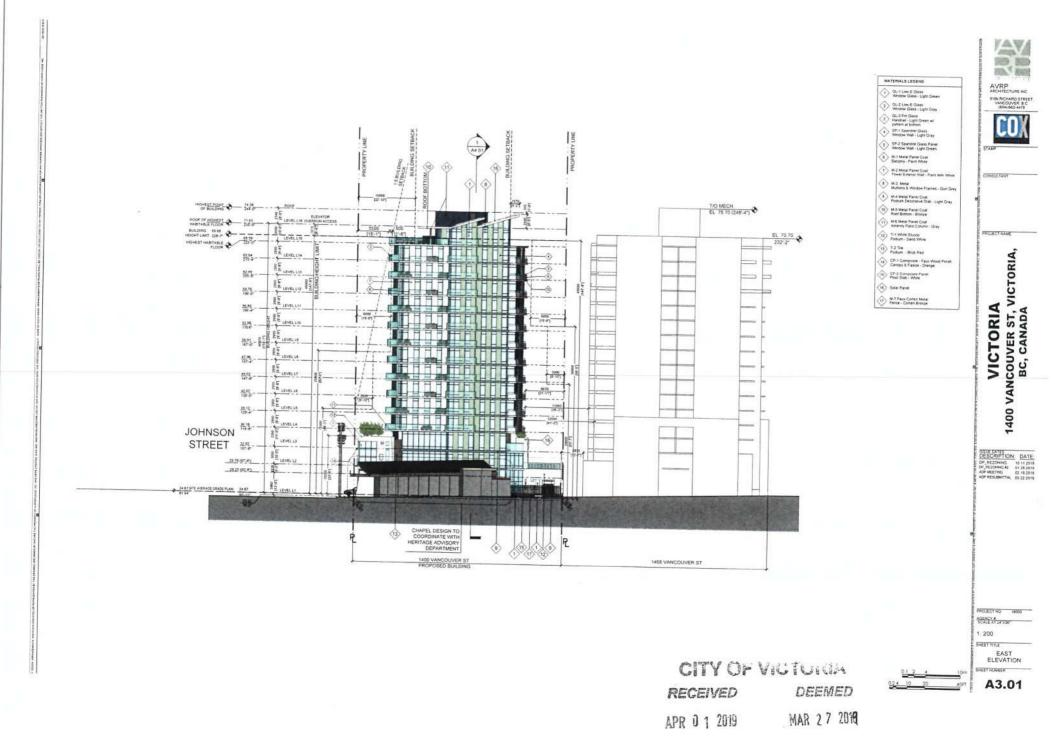


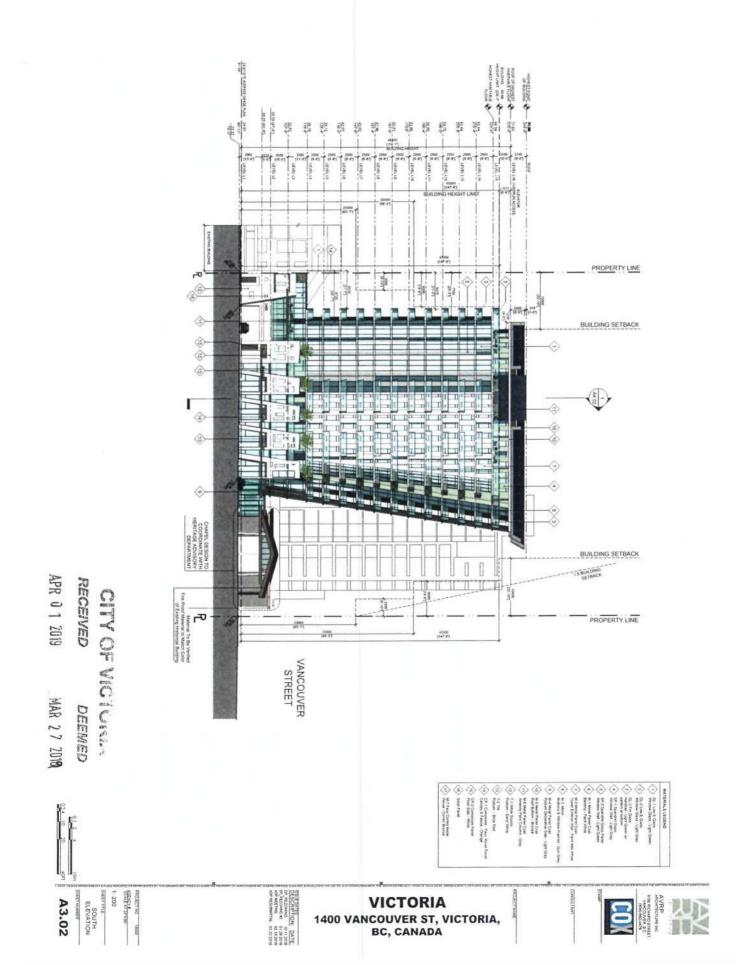


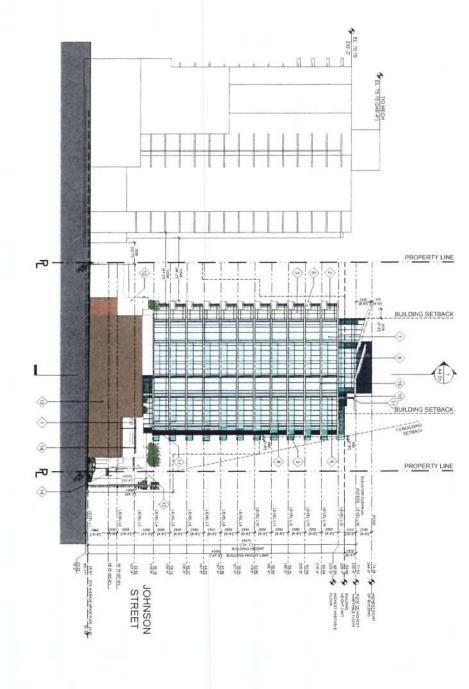




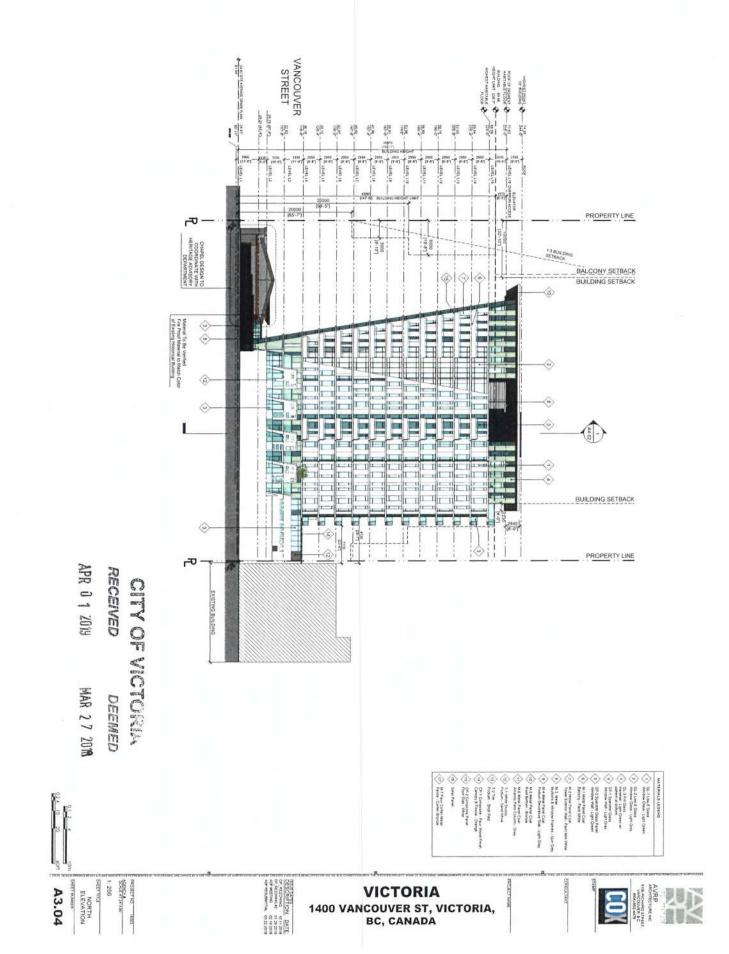


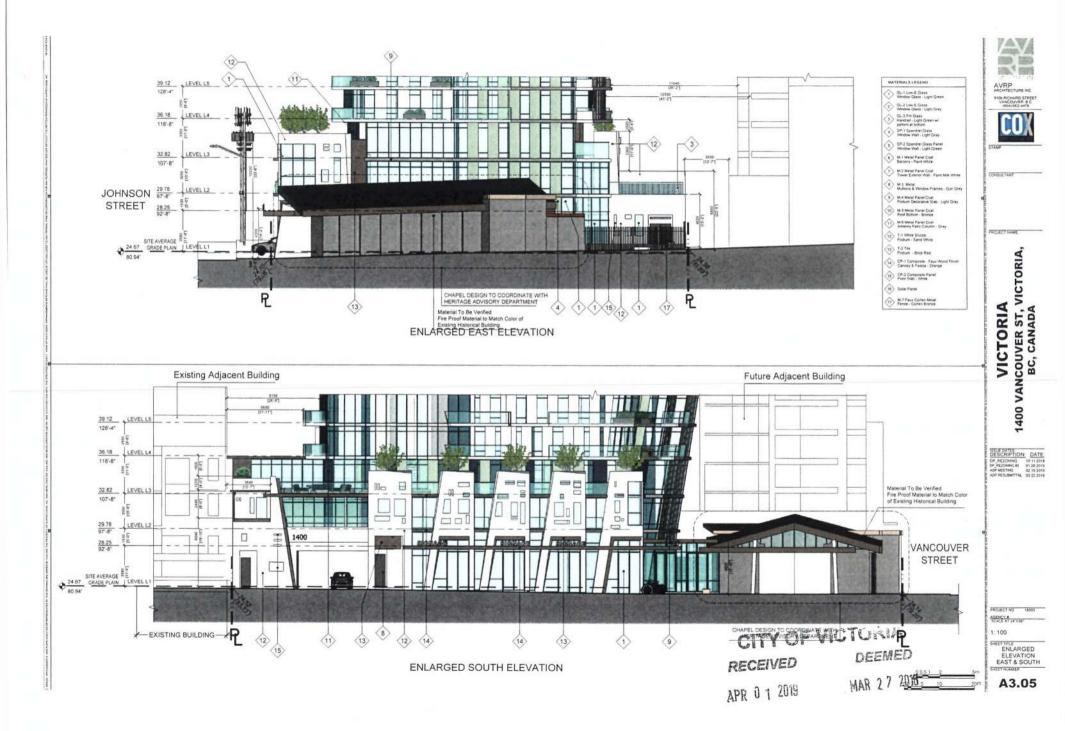


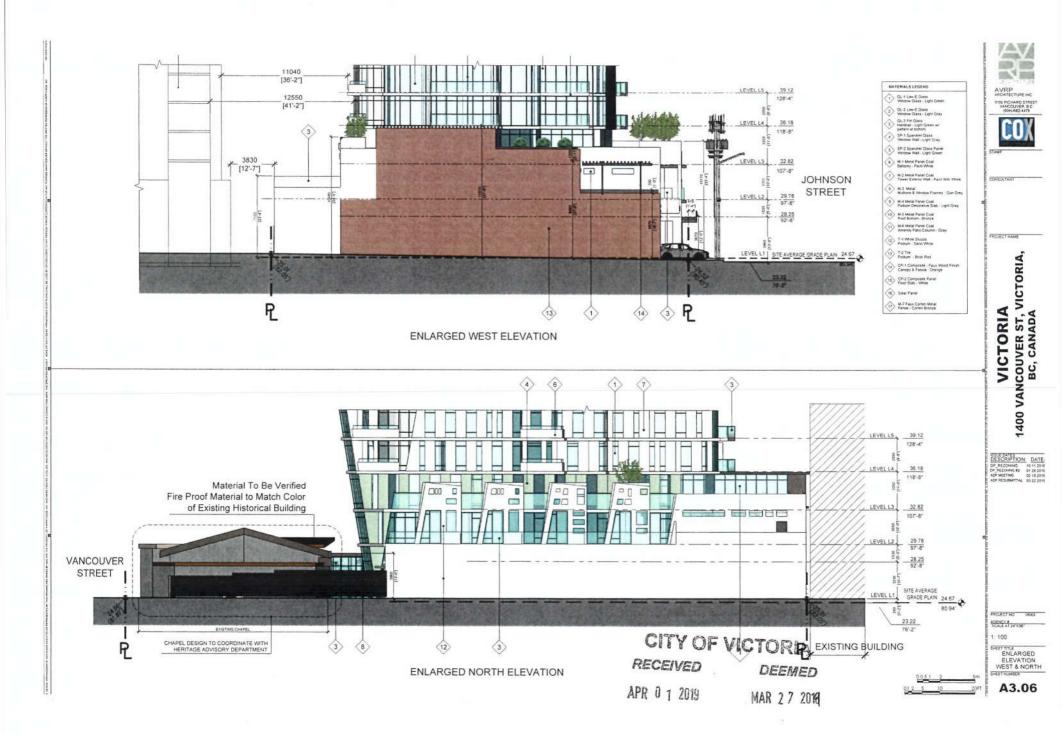


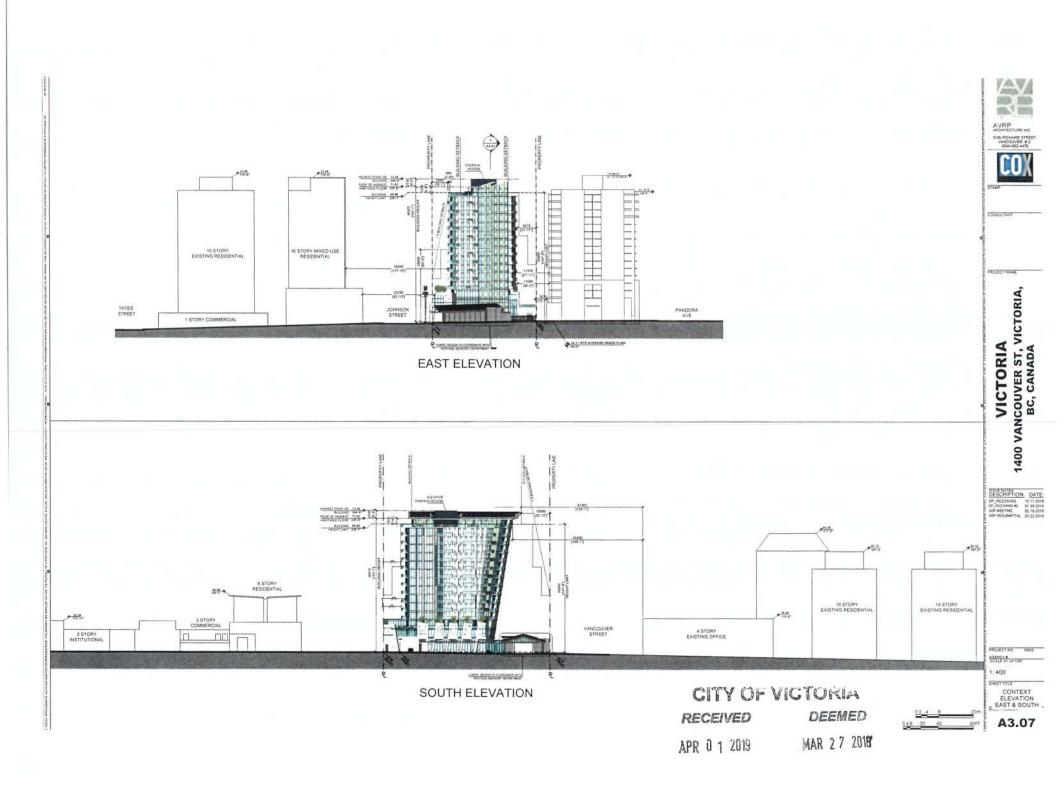


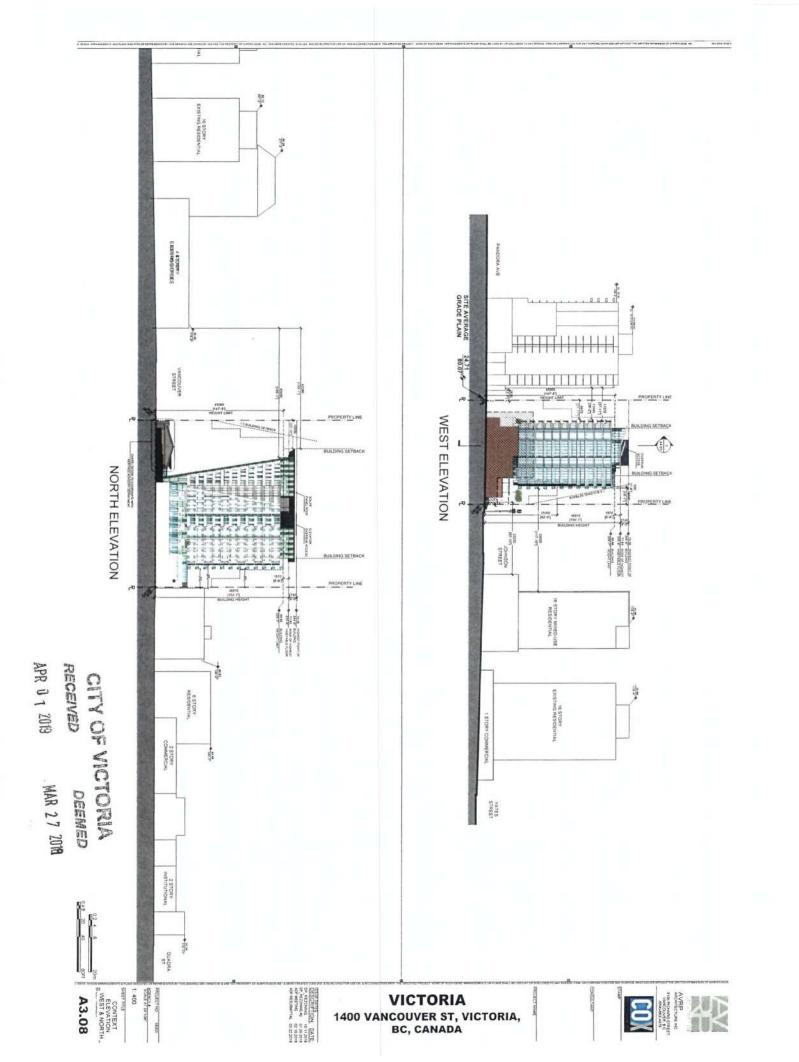


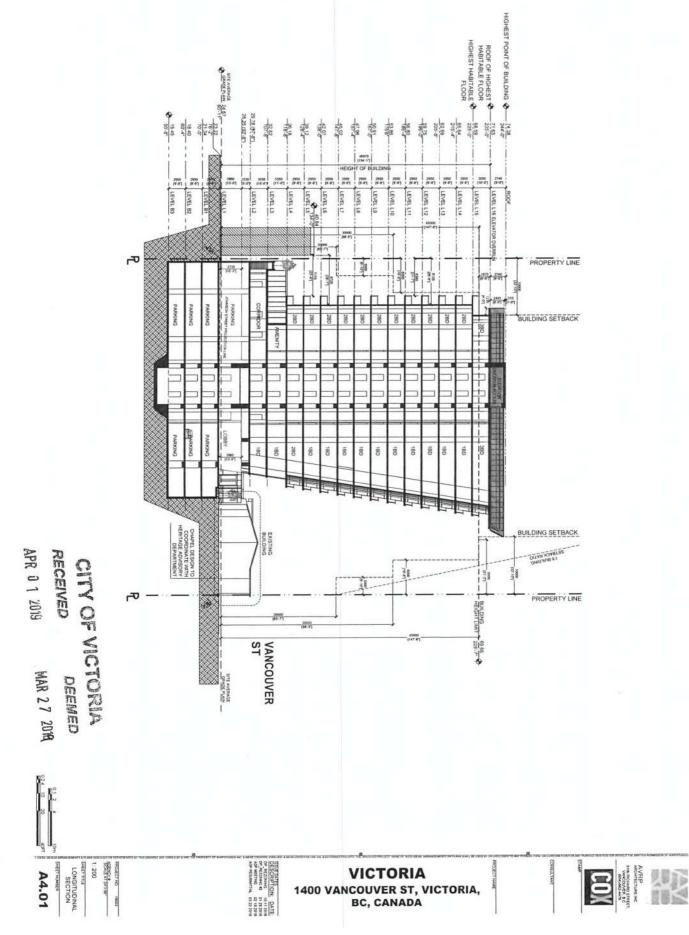


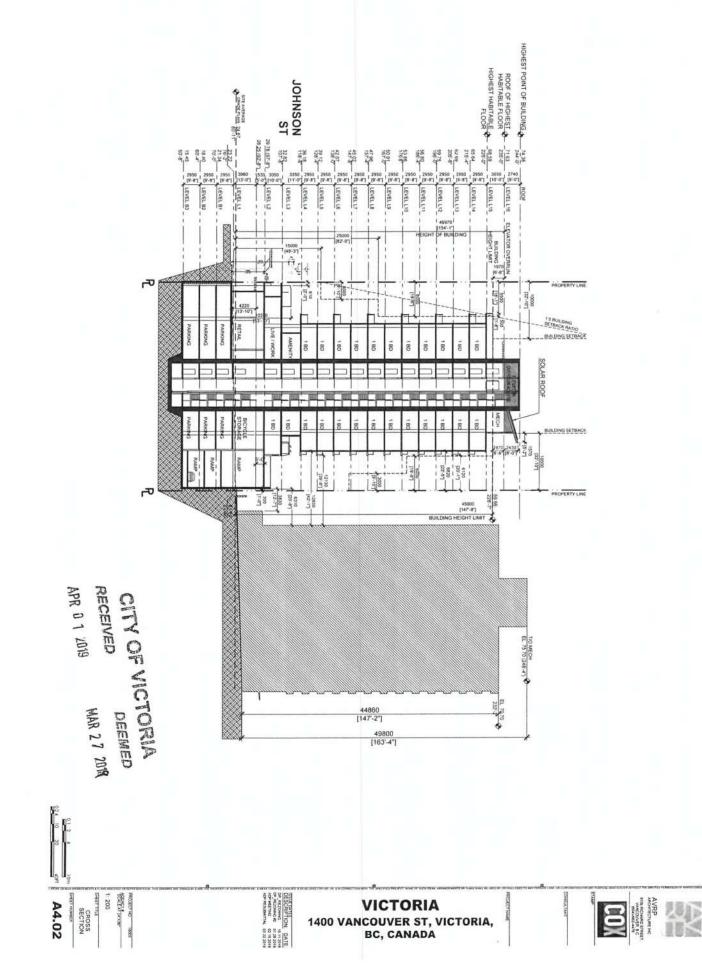




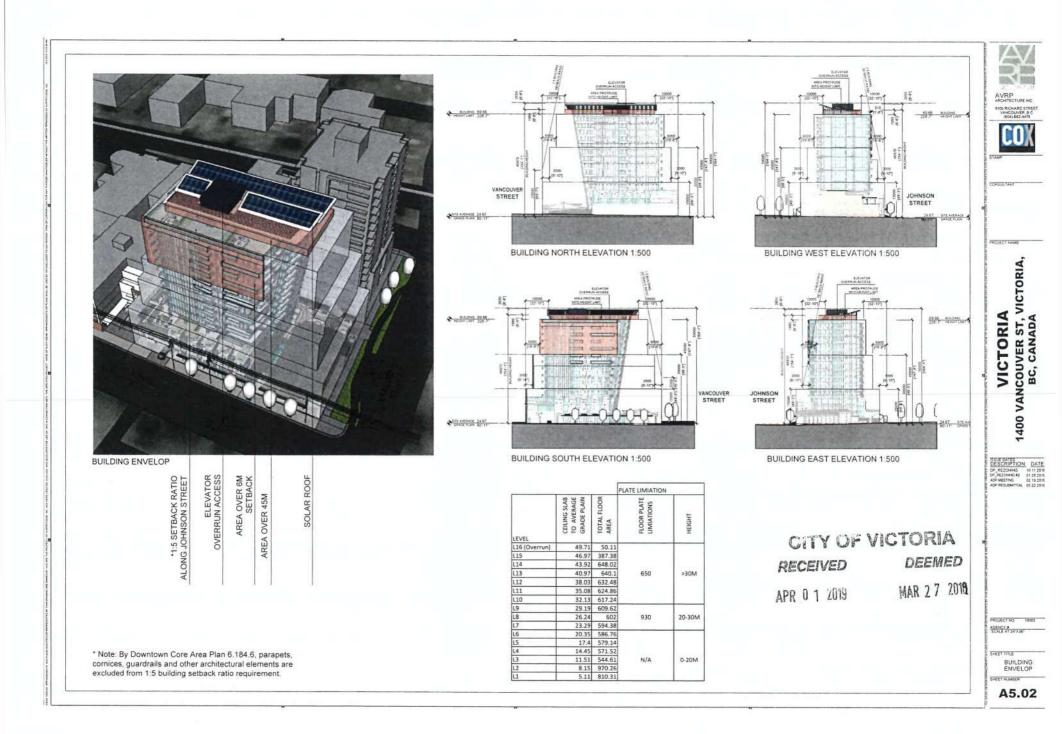


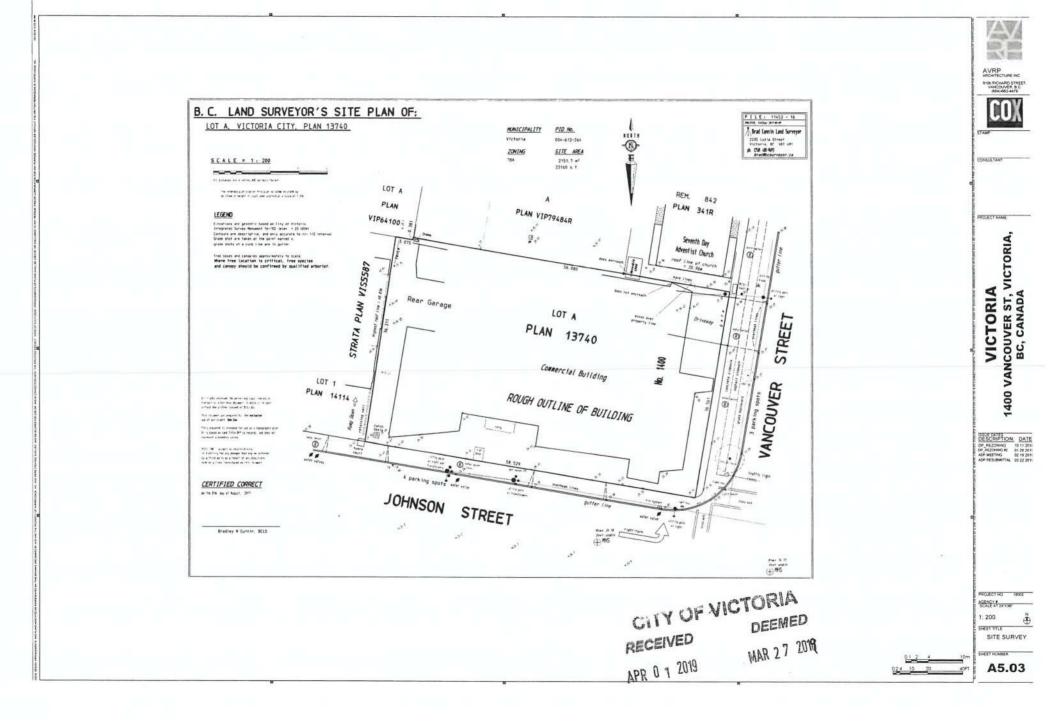


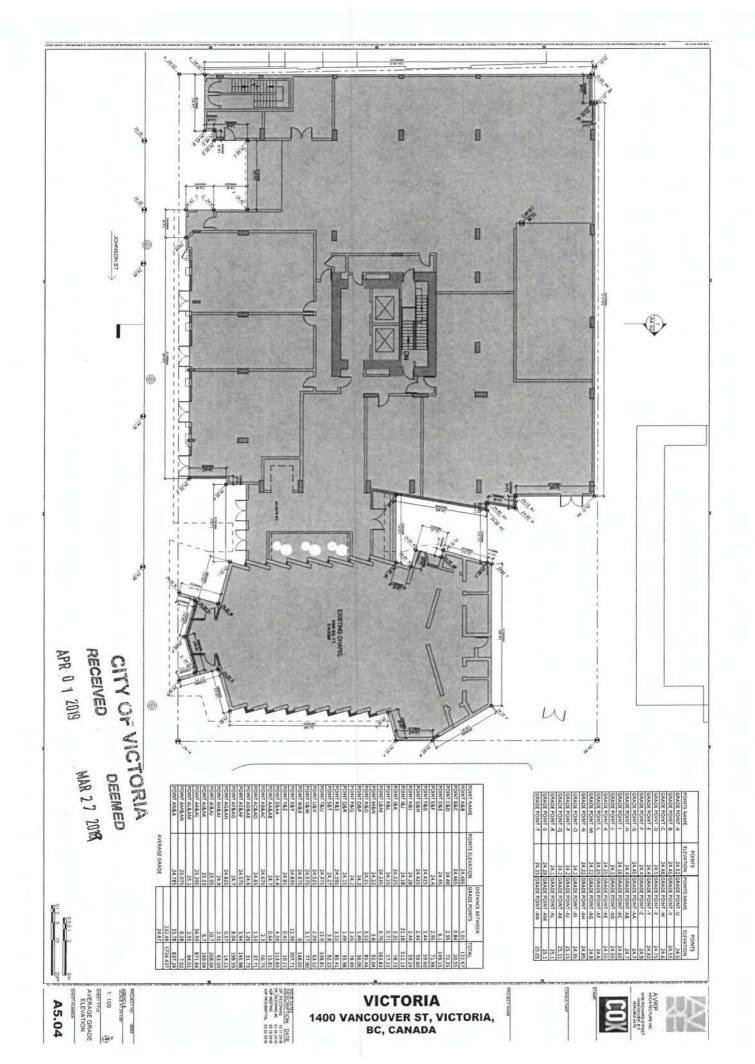


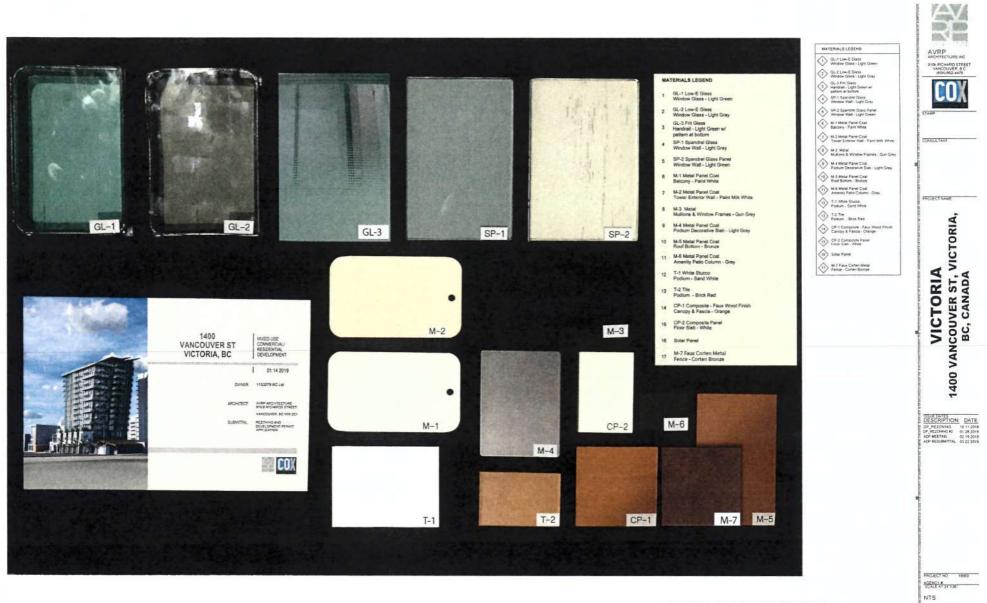










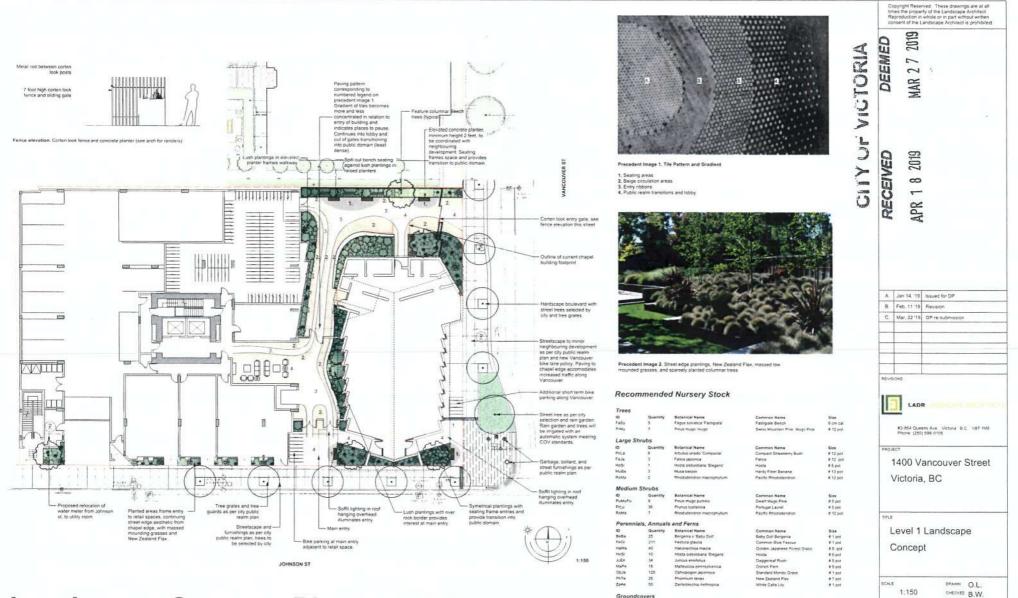


CITY OF VICTORIA RECEIVED DEEMED APR 0 1 2019 MAR 2 7 2019

20

A5.05

SHEET TITLE MATERIAL BOARD



Landscape Concept Plan Level 1

1. All work to be completed to current BCSLA Landscape Standards 2. All soft landscape to be irrigated with an automatic irrigation system

Common Name

Vancouver Jade Ka

Size #1 pot

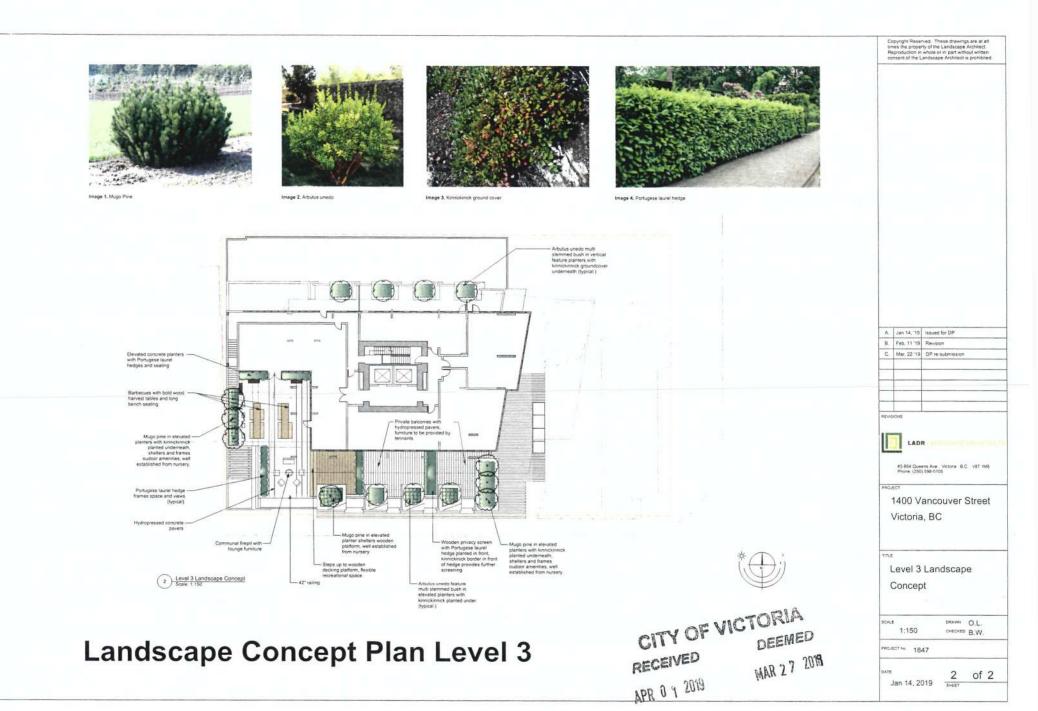
Botanical Name

Archostaphylos uve urer Van

10 ArUy

Notes

Quantity 258 инов в.W. PROJECT нь 1847 Date 1 of 2 Jan 14, 2019 <u>знеет</u>





April 20th/2019

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

Re: Rezoning and Development Permit Application 1400 Vancouver Street, Victoria, BC

PROPOSAL - PURPOSE OF REZONING AND DEVELOPMENT PERMIT APPLICATION

This application proposes a mixed use residential / commercial development located at 1400 Vancouver Street in downtown Victoria. The current zoning S-2 Special District Zone allows for funeral home use. The Developer requests rezoning and development approval to construct a new fifteen-storey rental tower and to restore an existing chapel for future commercial use.

The residential building will have total of 93 units including 2 studios, 39 one-beds, 50 two-bed units, and 2 three beds.. Indoor and outdoor amenities are proposed too, including ground level plaza integrated with the heritage building located on the same site. Building site area is 23,160 sq.ft. The proposed net FSR area including the preservation of the chapel is 100,369.28 square feet, which represents FSR of 4.4:1.

APPLICABLE POLICIES

Official Community Plan

- Core Residential Urban Place Designation permits a base density of 3:1 FSR, up to maximum of 5.5:1 FSR
- This designation envisions mixed use, residential and commercial building up to approximately 20 storeys
- The property falls within DPA 3 (HC) Core Mixed Use where heritage conservation is an objective
- DPA 3 (HC): CORE MIXED-USE RESIDENTIAL, Section 5. Guidelines.

Downtown Core Area Plan

- Residential Mixed Use District where commercial use is limited to 1:1 FSR
- 45m height limit (MAP 32)
- Street wall guidelines designate Vancouver Street to be a "wide" street and Johnson Street to be a "narrow" street.

DESIGN RATIONALE

The massing of the project follows the Downtown Core Area building and street interface guidelines with upper floors stepped back from Vancouver Street and all other sides, to reduce visual impact and to minimize shadowing of adjacent lots. In addition to increased setbacks and to accommodate the historic chapel the east building face has been recessed at the ground level to further enlarge public realm and to improve and diversify the proposed green zone. A similar, although not as dramatic setback treatment, has been proposed at the north and west side.

The extended façade is also a result of a desire to create better at-grade pedestrian experience resulting in transfer of the building floor area to the upper levels. The at-grade building recess visually extends public realm, allows for additional noise attenuation using layers of shrubs and adds to passive energy conservation solution by providing shading. The extended landscaped area brings also benefits to bird and human habitat, and creates larger canvas for biodiversity in this development.

The project is being coordinated with the adjacent to the north development to assure proper spacing between the two future buildings and to provide view and natural light to all units. To the East is the CRA building. To the West is a smaller five storey condo building. The impact will be little to none on this building as their East side, which abuts the development, is a masonry wall for the most part. Any windows on that side of their building are set quite far in. Also, to further diminish the impact the project has a greater side yard than livability guidelines demand. Last, across the street is '989'; there should be no impact on that building.

BUILDING FORM AND HERITAGEPRESERVATION

When deciding on how to proceed with this site the owner was faced with a difficult proposal. The chapel of what was once the 'McCall Brothers Funeral Home' is an interesting architectural piece. The exterior is from a style now known as 'Mid-Century Modern', and although it is not a perfect representation of this era, it is a somewhat iconic structure in Victoria and was designed by an important Victoria architect. Even more notable is its interior, especially the ceiling. The structure of the ceiling is quite beautiful, hence the owner decided it is worth saving.

The Chapel takes up so much of the site though that the allowable floor space could not be accommodated within the heights and setbacks allowed. And, the Chapel, to make a proper statement, needs space around it, which further cut into the building envelope. The design the team embarked on will create a unique architectural statement and will be restore the Chapel to its original form. The project does give up a substantial amount of allowable floor space, but by cantilevering the building over the Chapel makes the project financially viable.

In addition, the design picks up elements of 'Mid-Century Modern' and plays with them throughout the building. Although it will be a thoroughly modern building the architect, Doug Austin, has honoured John Di Castri by adding to his original work.

LAND USE, PROGRAM, TRANSPORTATION AND COMMUNITY

This building is being designed and built with people in mind who wish to make downtown Victoria their home for many years to come. It is not a 'transitional' building. It is aimed at a younger crowd, at a crowd that will become the core of the City over the next decades. The project intent is to create a long term living community, especially for those in the tech sector.

To this end the project delivers the following:

- For all our two bedroom suites one of the bedrooms will be large enough to have a king size bed. Living downtown is expensive now, with current land and construction costs. It is not unreasonable for residents to expect homes that reflect the rents and prices they must pay in living space and comfort.
- The proposed amenity flex space will include a usable full size co-working space. Many people work out of their homes, especially those in the tech sector. This can be troublesome for cohabitants, and can be isolating for those who work at home. Furthermore, this area will also include a children's play area, which help stay at home work parents with their busy schedule. The project will provide a functional usable co-work space for tenants, including having private offices and a boardroom.
- Most of suites are two bedroom suites, averaging 860 to 950 sq.ft. These will allow couples to live and work in them comfortably, and won't rule out having a child and continuing to live downtown.
- Developer's focus in the last project was to build a community for outdoors oriented people, specifically the biking crowd, and to create a building where families will feel comfortable. The proposed building will continue developer's legacy; it is being aimed at young creative working families, possibly from the tech sector, active, enjoying outdoor activities, and pets. We hope through the co-work space, amenities and by building larger suites, people who work largely in their homes will be able to comfortably build their lives in downtown Victoria.
- To this end the project will be adding such features as having a filtered cold water system tap in the lobby so those who exercise will be able to fill their water bottles before they leave.
- The developer intends on having the highest available cable speeds installed. Our electrical contractor will be providing us with a report on all features we can add that will enhance the living and working at home experience.
- The developer is currently costing and will attempt to add a solar panel system. The roof has been design specifically to serve this purpose.
- Storage lockers and bike storage will be provided.
- There will be a large patio space off the amenity area for those who wish to congregate or entertain.

Downtown Victoria is experiencing an alarming tendency, a trend to build buildings with very small suites. Some buildings have living rooms that are only eight feet wide. Two bedroom suites are being built that are under 600 square feet. Many, many very small suites as little as 275 square feet have been built. The reason for this is the rapidly escalating construction cost. The cost of land and fees of all types have skyrocketed too.

Although the developer agrees with the concept of having a wide range of types of suites, even though some might not be suites one can make a life in, as people have widely varying needs, the owner thinks that, as a general rule, suites should be large enough to comfortably live in for an extended period of time. 275 square foot studios, sub 500 sf one bedrooms and two bedrooms under 650 square feet are not adequate housing for extended periods. It is the developer's strong belief that a sustainable downtown community can not be built on this.

To this end the project is bucking the trend and is proposing larger suites. Although smaller units are included, most of the suites are about 150 square feet larger than the average being built now in Victoria. For example our 1 bedroom suites range from upper 600 sq.ft to upper 700 sq.ft . Our two bedroom units are from mid 800 sq.ft to mid 1,200 sq.ft.

SEPTED

As we are all aware, security is a top priority. The project provides 'air flow' around the Chapel to give it context. This has left an area at the back on Vancouver, and between the two buildings, on Johnson at the front, that will be landscaped. These areas will be secured with metalwork gates, but will provide a pleasant visual greenery to the core. The entire public realm, public and private is very transparent and well lit. It is also visually integrated and landscaped promoting activity and positive public experience.

PUBLIC REALM

This building fits within the neighbourhood plan. It will further upgrade the area, and increase walking traffic downtown. With the Supermarket being built in the St. Andrews building we don't anticipate there will be much of an increase in traffic. Everything is within walking distance. If anything, for those currently working downtown who move into the building, this should decrease traffic in the downtown core, as those people will now not have to drive anywhere.

An improved public realm will be implemented on the Vancouver and Johnson street frontage including new trees, landscaping, benches, patterned paving, lawns and bike racks.

- Active edges consisting of windows, commercial spaces and entrances facing both streets are implemented into the building design.
- Extensive landscape with several layers of vegetation is proposed
- Public realm amenities including benches, bollards, trash receptacles, bike racks and pedestrian level lighting facing both street will be provided.

5

We think this building will be a very interesting

addition to Victoria's housing inventory.

SUSTAINABILITY

This project will exceed the BC Energy Step Code, Step 1. Heat recovery ventilation will be implemented for all suites. Carbon footprint could be reduced by utilizing air cooled heat pump domestic hot water generation in a central plant or individual suite units. Variable frequency drives are proposed for parking ventilation fans, operating on CO detection controls.

The proposed development has provision for a neighbourhood energy system connection. The parking structure has several extra spaces, which could be easily converted into a heat exchange mechanical room. Specific allowances will be made during design development phase addressing requirements of the *district energy, if such an option exists*.

The Green Building Design noted in the *Green Building Indicator list* will be achieved through combination of passive, active and hybrid design solutions. Passive will include daylighting and natural ventilation, as well as "double skin" building envelope wherever possible, while active will focus on efficiency of heat pumps, radiant panels and electric lights. The hybrid strategies may include heat recovery ventilation, economizer ventilation, solar thermal systems, radiant facades and possibly ground source heat pumps.

CONCLUSION

Our project is bold, not only in looks and engineering. It is a bold and dynamic take on the future of downtown Victoria. We are going against the advice of the developer community and moving back towards a more comfortable living situation for residents and tenants. We will not get the same price per square foot on rentals, so there are risks involved, as our costs are current. Therefore, our profit margins will be skinnier than we would like. But, we believe this project will best serve Victoria, now and in the future. And, we save a landmark building – The McCall Brothers Funeral Home Chapel. We believe too we will be providing an anchor for the tech community, which is essential to Victoria's future.

We believe the enclosed material illustrates that the requested increase to density and height can be comfortable accommodated on this site while meeting neighbourhood urban design objectives. We also believe it addresses City comments and policies, adding a much needed enhancement to the rapidly growing downtown Victoria community.



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

August 18, 2018

Re: 952 Johnson Street - Rezoning - McCalls Funeral Home

Dear Mayor Helps and Council,

The DRA LUC hosted a CALUC meeting on 5 July 2018 for the above-mentioned application. 22 members of the public attended the meeting.

Based on the information presented by the applicant, the purpose of this application is to rezone from S-2 (Funeral Home) to a 101 Unit 16 Storey residential building. The McCall's Funeral chapel designed by renowned local mid century modern architect John di Castri will be designated heritage and preserved as part of the application. A Floor Space Ratio of 5:1 is proposed for the site. The OCP designation is currently 5.5:1 for the local area. A one storey variance is sought due to the preservation of the Chapel.

The applicant proposes to retain this building as a market rental apartment if at all possible. Parking will be at minimum in accordance with Schedule C.

Comments and concerns raised at the Land Use Committee community meeting and by committee members are as follows;

- There were concerns expressed by a great many attendees regarding the excessive construction noise that will be produced by this site and others 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.
- There were concerns expressed by the neighbouring property owners immediately to the west regarding potential impacts that the proposed street wall would have on their building which doesn't have a street wall and is set back significantly from the street. It was suggested that the streetwall for this application be set back diagonally on the western corner to provide a better transition to the neighbouring property. The applicant agreed to approach the city regarding a solution
- Owners of the neighbouring property to the west expressed concerns regarding the sealing of existing block walls on the shared property line. The applicant agreed to work with the property owners regarding providing a seal between the two buildings at the top of the existing block wall

- Concerns were expressed regarding the appropriateness of the streetwall concept in Harris Green regarding the provision of greenspace and gardens. Setbacks would provide more green space and a better pedestrian experience
- Attendees were complimentary of the aesthetics of the proposed design and the way it angles over the di Castri Chapel. It also provides a nice contrast to the building being developed across the street.
- Concerns were expressed regarding the potential for light pollution that might come from the building. The building at 1075 Pandora developed by the same applicant was cited as a problem for adjacent property owners with exposed hallway lighting adversely affecting their livability.
- Attendees complimented the proposed solid upstand of the balcony treatment of the proposed building which appeared much superior aesthetically to the usual extruded aluminum and clear glass.
- Attendees were very positive regarding the proposed Heritage Designation and preservation of the John di Castri designed Funeral Chapel that exists on the site. Attendees stated concerns that any alterations to the building be minimal and that the applicant's proposal to replace the existing masonry "prow" feature on the front facade with glazing would be inappropriate

No attendees spoke in opposition to the proposal.

The DRALUC acknowledges that this proposal appears to be of high quality, and will provide needed rental accommodation for downtown residents while complying with the OCP.

Sincerely,

Ian Sutherland Chair Land Use Committee Downtown Residents Association

cc COV Planning



March 11, 2019

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

Re: 1400 Vancouver Street & 952 Johnson 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 1400 Vancouver Street and 952 Johnson Street Victoria (the Site) from the current zone to the proposed new zone by CGS Property Group (the Developer).

The purpose of the analysis is to estimate the land lift and amenity contribution on the Site from an increase in density on the Site from that which would allow for development of a mixed commercial and residential building with a maximum of 3.0 FSR (identified as the 'base density') on the 2,151.7 square metre S-2 Zoned lands to a proposed density of 4.4 FSR as a mixed commercial and residential project. The Developer is proposing all residential units be secured as rental in perpetuity through a housing agreement. In addition, the Developer is proposing to retain, rehabilitate and designate a heritage building on the Site as part of the development. The bonus density of 1.4 FSR is expected to finance the costs of conservation and seismic upgrading of the proposed heritage designated building on the Site and to offset the provision of all residential space as rental in perpetuity through a housing agreement.

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 for 4.4 FSR compared with the maximum value a developer could pay for the Site if developed as permitted under the base density at 3.0 FSR with prevailing market conditions. GPRA has been asked to assess the value of the Site with the following potential uses:

- 1) Residential rental in perpetuity
- 2) Commercial retail uses (both new construction and in a rehabilitated chapel);

GPRA used standard developer proformas to model the economics of typical development as proposed/allowed under the Official Community Plan. The 'Lift' is then calculated as the difference in residual land values under both base density and the proposed new zoning/density.



METHODOLOGY & ASSUMPTIONS

The Site is roughly 2,151.7 square metres in area and can be developed under the current OCP designation with a mix of ground floor commercial with residential above at a base density of 3.0 FSR, of which the commercial portion shall not exceed 1:1 FSR. The proposed new development at roughly 4.4 FSR would amount to approximately 9,468.8 square metres of GBA, comprised of 8,920 square metres (gross area) of residential (composed of 93 rental apartments), and 549 square metres of ground floor commercial space, with 99 parking stalls to be provided along with 130 long term bicycle parking stalls plus 12 short term bike parking stalls.

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 the rezoned rental apartment project a profit to project cost metric is not appropriate to determine the residual land valuation, as it would be difficult to support any land value and achieve a profit with a rental building built using concrete construction materials. 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 5.57%, reflective of current capitalization rates for rental apartments and commercial retail in the City (the 5.57% 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 the acceptable 5.57% IRR on their project.

The residual land value determined from this analysis is then compared to the value of the Site using the base density as determined by current Official Plan policy 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 on Vancouver Street and Johnson Street that would typically be incurred through development in both sets of analysis. Any additional improvements that would be required from the proposed rezoning would impact the lift and would need to be identified, priced, and included in a revised analysis.

It is GPRA's understanding that because this application was received prior to November 8, 2018, the 2016 Density Bonus Policy applies.

Market rents for apartment units and commercial uses have been drawn from a scan of projects with current listings in the area. Project costs were derived from sources deemed reliable, including information readily available from quantity surveyors on average hard construction costs in the City. The developer has provided an estimate of \$710,000 for the heritage conservation strategy of the Chapel as adaptive re-use. The heritage conservation costs include \$250,000 for shoring, \$100,000 for seismic upgrading, and \$125,000 for glazing, along with other costs for flooring, lighting, doors, electrical upgrades, bathrooms, roofing, and other miscellaneous costs. Development or soft costs have been drawn from industry standards, and from the City's sources.



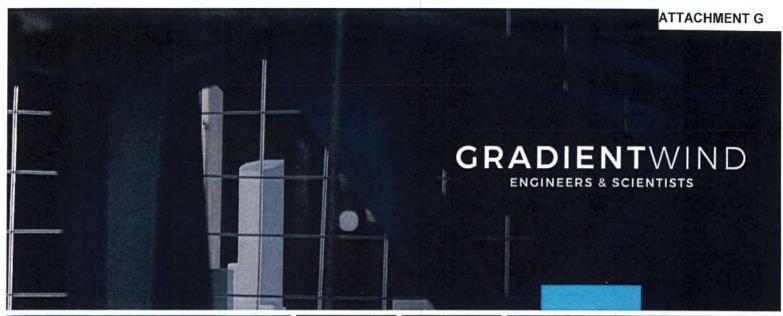
All other assumptions have been derived from a review of the market and from other sources deemed reliable by GPRA.

CONCLUSIONS & RECOMMENDATIONS

GPRA estimates that there is no lift from the proposed rezoning. As such, GPRA does not recommend the City seek any contribution from the developer if they provide a rental covenant for the 93 residential units in perpetuity and the Heritage designation and conservation measures are fulfilled.

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 952 Johnson and 1400 Vancouver. 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

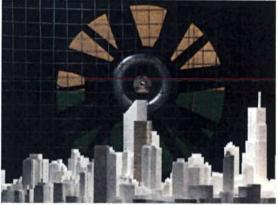


PEDESTRIAN LEVEL

WIND STUDY

1400 Vancouver Street Victoria, British Columbia

REPORT: GWE18-187-CFDPLW



November 26, 2018

PREPARED FOR Dan Cox 1153279 BC Ltd. 301-1025 Meares Street Victoria, British Columbia V8V 3J7

PREPARED BY

Megan Prescott, MESc., Project Manager Andrew Sliasas, M.A.Sc., P.Eng., Principal

127 WALGUEEN ROAD GTTAWA, ON CANADA KOA ILO | 613 836 0934 GRADIENTWIND.COM



ENGINEERS & SCIENTISTS

EXECUTIVE SUMMARY

This report describes a pedestrian level wind study undertaken to assess wind conditions for a proposed mixed-use development located at 1400 Vancouver Street in Victoria, British Columbia. The study involves simulation of wind speeds for selected wind directions in a three-dimensional (3D) computer model using the Computational Fluid Dynamics (CFD) technique, combined with meteorological data integration, to assess pedestrian comfort and safety within and surrounding the development site. The results and recommendations derived from these considerations are summarized in the following paragraphs and detailed in the subsequent report.

Our work is based on industry standard CFD simulation and data analysis procedures, architectural drawings provided by AVRP Architecture in November 2018, surrounding street layouts and existing and approved future building massing information, as well as recent site imagery.

A complete summary of the predicted wind conditions is provided in Section 5 of this report and illustrated in Figures 3-6 following the main text. Based on CFD test results, interpretation, and experience with similar developments, we conclude that wind conditions over all pedestrian sensitive grade-level locations within and surrounding the study site will be acceptable for the intended uses throughout the year.

Within the context of typical weather patterns, which exclude anomalous localized storm events such as tornadoes and downbursts, no areas over the study site were found to experience conditions too windy for walking, or that could be considered unsafe.

ENGINEERS & SCIENTISTS

TABLE OF CONTENTS

1. IN	NTRODUCTION	
2. TE	ERMS OF REFERENCE	1
3. OI	BJECTIVES	
4. M	IETHODOLOGY	2
4.1	Computer-Based Context Modelling	
4.2	Wind Speed Measurements	
4.3	Meteorological Data Analysis	
4.4	Pedestrian Comfort and Safety Guidelines	
5. RE	ESULTS AND DISCUSSION	
6. CC	ONCLUSIONS AND RECOMMENDATIONS	
FIGUR		
APPEN	NDICES	
	Appendix A – Wind Tunnel Simulation of the	Natural Wind
	Appendix B – Pedestrian Level Wind Measure	ement Methodology

ENGINEERS & SCIENTISTS

1. INTRODUCTION

Gradient Wind Engineering Inc. (Gradient Wind) was retained by 1153279 BC Ltd. to undertake a computer-based pedestrian level wind study for a mixed-use development to be located at 1400 Vancouver Street in Victoria, British Columbia. Our mandate within this study, as outlined in GWE proposal #18-304P, dated November 2, 2018, is to investigate pedestrian wind comfort within and surrounding the development site, and to identify any areas where wind conditions may interfere with certain pedestrian activities so that mitigation measures may be considered, where necessary.

Our work is based on industry standard computer simulations using the Computational Fluid Dynamics (CFD) technique and data analysis procedures, architectural drawings provided by AVRP Architecture in November 2018, surrounding street layouts and existing and approved future building massing information, as well as recent site imagery.

2. TERMS OF REFERENCE

The focus of this detailed pedestrian level wind study is a proposed mixed-use development at 1400 Vancouver Street in Victoria, British Columbia. The development is located at the northwest corner of Vancouver Street and Johnston Street, and retains an existing chapel at the east side of the study site.

The proposed development is a 15-storey residential building with mixed-uses at ground floor. The building features an irregular planform characterized by rectangular insets and diagonal walls. At grade, the building comprises retail units fronting Johnson Street and a lobby at the east side of the building, as well as indoor parking for vehicles and bicycles. A parking entrance at the southwest corner of the building provides access to grade-level parking as well as to a ramp to three levels of underground parking. The lobby entrances open to a gated area, between the study building and an existing adjacent chapel, that may contain seating areas. At Level 2, the floorplate sets back from the north side to create private decks and extends at the east and south sides to overhang entrances at ground floor. At Level 3, the floorplate neatly sets back from the north and south and extends at the east side. An inset at the southwest corner accommodates a rooftop amenity deck, and private rooftop decks are located at the south and north sides of the building. At Level 4, the floorplate largely concentrates towards the centre of the building while variably extending at all sides to partially overhang private and amenity roof decks at Level 3. At Levels 7

ENGINEERS & SCIENTISTS

and 11, the floorplate slightly extends at the east side. At Level 15, the floorplate sets back neatly from the north and south sides and extends further east. The Level 15 setback at the south side of the building accommodates a public view deck bounded by private decks to the east and west, all partially covered by a canopy extending from the south and east sides of the roof.

Regarding wind exposures, the near-field surroundings of the development (defined as an area falling within a 200-metre radius of the site) are primarily characterized by a mix of low- and mid-rise developments in all directions. Additionally, the near-field contains a future proposed multi-tower high-rise development (989 Johnson Street) directly south across Johnson Street. The far-field surroundings (defined as the area beyond the near field and within a two-kilometer radius), are a continuation of the near-field, transitioning to include scattered taller buildings from east clockwise to the northwest.

Key areas under consideration for pedestrian wind comfort include surrounding sidewalks, building access points, nearby transit stops, parking lots, and the potential grade-level outdoor amenity area. Figure 1 illustrates the study site and surrounding context. Figures 2A and 2B illustrate the computational model used to conduct the study.

3. OBJECTIVES

The principal objectives of this study are to (i) determine pedestrian level wind comfort and safety conditions at key areas within and surrounding the development site; (ii) identify areas where wind conditions may interfere with the intended uses of outdoor spaces; and (iii) recommend suitable mitigation measures, where required.

METHODOLOGY

The approach followed to quantify pedestrian wind conditions over the site is based on CFD simulations of wind speeds across the study site within a virtual environment, meteorological analysis of the Victoria area wind climate, and synthesis of computational data with industry-accepted guidelines. The following sections describe the analysis procedures, including a discussion of the pedestrian comfort guidelines.

ENGINEERS & SCIENTISTS

4.1 Computer-Based Context Modelling

A computer-based PLW study was performed to determine the influence of the wind environment on pedestrian comfort over the proposed development site. Pedestrian comfort predictions, based on the mechanical effects of wind, were determined by combining measured wind speed data from CFD simulations with statistical weather data obtained from Victoria International Airport. The general concept and approach to CFD modelling is to represent building and topographic details in the immediate vicinity of the study site on the surrounding model, and to create suitable atmospheric wind profiles at the model boundary. The wind profiles are designed to have similar mean and turbulent wind properties consistent with actual site exposures.

An industry standard practice is to omit trees, vegetation, and other existing and planned landscape elements from the model due to the difficulty of providing accurate seasonal representation of vegetation. The omission of trees and other landscaping elements produces slightly more conservative wind speed values.

4.2 Wind Speed Measurements

The PLW analysis was performed by simulating wind flows and gathering velocity data over a CFD model of the site for 12 wind directions. The CFD simulation model was centered on the study building, complete with surrounding massing within a diameter of approximately 840 metres.

Mean and peak wind speed data obtained over the study site for each wind direction were interpolated to 36 wind directions at 10° intervals, representing the full compass azimuth. Measured wind speeds approximately 1.5 metres above local grade were referenced to the wind speed at gradient height to generate mean and peak velocity ratios, which were used to calculate full-scale values. The gradient height represents the theoretical depth of the boundary layer of the Earth's atmosphere, above which the mean wind speed remains constant. Appendices A and B provide greater detail of the theory behind wind speed measurements.

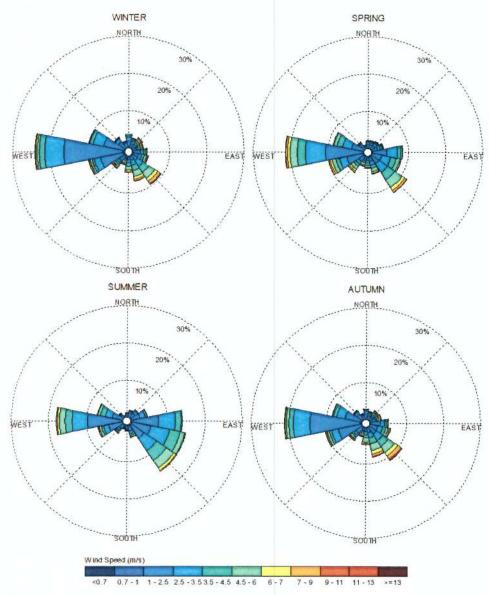
ENGINEERS & SCIENTISTS

4.3 Meteorological Data Analysis

A statistical model for winds in Victoria was developed from approximately 40-years of hourly meteorological wind data recorded at Victoria International Airport, and obtained from the local branch of Atmospheric Environment Services of Environment Canada. Wind speed and direction data were analyzed for each month of the year in order to determine the statistically prominent wind directions and corresponding speeds, and to characterize similarities between monthly weather patterns. Based on this portion of the analysis, the four seasons are represented by grouping data from consecutive months based on similarity of weather patterns, and not according to the traditional calendar method.

The statistical model of the Victoria area wind climate, which indicates the directional character of local winds on a seasonal basis, is illustrated on the following page. The plots illustrate seasonal distribution of measured wind speeds and directions in meters per second (m/s). Probabilities of occurrence of different wind speeds are represented as stacked polar bars in sixteen azimuth divisions. The radial direction represents the percentage of time for various wind speed ranges per wind direction during the measurement period. The preferred wind speeds and directions can be identified by the longer length of the bars. For Victoria, the most common winds concerning pedestrian comfort occur from the east clockwise to the south-southeast, as well as those from the west. The directional preference and relative magnitude of the wind speed varies somewhat from season to season, with the summer months displaying the calmest winds relative to the remaining seasonal periods

SEASONAL DISTRIBUTION OF WINDS FOR VARIOUS PROBABILITIES VICTORIA INTERNATIONAL AIRPORT, VICTORIA, BC



Notes:

- 1. Radial distances indicate percentage of time of wind events.
- 2. Wind speeds are mean hourly in m/s, measured at 10 m above the ground.

ENGINEERS & SCIENTISTS

4.4 Pedestrian Comfort and Safety Guidelines

Pedestrian comfort and safety guidelines are based on the mechanical effects of wind without consideration of other meteorological conditions (i.e. temperature, relative humidity). The comfort guidelines assume that pedestrians are appropriately dressed for a specified outdoor activity during any given season. Four pedestrian comfort classes are based on 80% non-exceedance gust wind speed ranges, which include (i) Sitting; (ii) Standing; (iii) Walking; and (iv) Uncomfortable. More specifically, the comfort classes and associated gust wind speed ranges are summarized as follows:

- (i) Sitting A wind speed below 16 km/h (i.e. 0 16 km/h) would be considered acceptable for sedentary activities, including sitting.
- (ii) Standing A wind speed below 22 km/h (i.e. 16 km/h 22 km/h) is acceptable for activities such as standing or leisurely strolling.
- (iii) Walking A wind speed below 30 km/h (i.e. 22 km/h– 30 km/h) is acceptable for walking or more vigorous activities.
- (iv) Uncomfortable A wind speed over 30 km/h is classified as uncomfortable from a pedestrian comfort standpoint. Brisk walking and exercise, such as jogging, would be acceptable for moderate excesses of this criterion.

The pedestrian safety wind speed guideline is based on the approximate threshold that would cause a vulnerable member of the population to fall. A 0.1% exceedance gust wind speed of greater than 90 km/h is classified as dangerous.

The wind speeds associated with the above categories are gust wind speeds. Corresponding mean wind speeds are approximately calculated as gust wind speed minus 1.5 times the root-mean-square (rms) of the wind speed measurements. Gust speeds are used in the guidelines because people tend to be more sensitive to wind gusts than to steady winds for lower wind speed ranges. For strong winds approaching dangerous levels, this effect is less important, because the mean wind can also cause problems for pedestrians. The gust speed ranges are selected based on 'The Beaufort Scale', presented on the following page, which describes the effects of forces produced by varying wind speed levels on objects.

THE BEAUFORT SCALE

NUMBER	DESCRIPTION	WIND SPEED (KM/H)	DESCRIPTION
2	Light Breeze	4-8	Wind felt on faces
3	Gentle Breeze	8-15	Leaves and small twigs in constant motion; Wind extends light flags
4	Moderate Breeze	15-22	Wind raises dust and loose paper; Small branches are moved
5	Fresh Breeze	22-30	Small trees in leaf begin to sway
6	Strong Breeze	30-40	Large branches in motion; Whistling heard in electrical wires; Umbrellas used with difficulty
7	Moderate Gale	40-50	Whole trees in motion; Inconvenient walking against wind
8	Gale	50-60	Breaks twigs off trees; Generally impedes progress

Experience and research on people's perception of mechanical wind effects has shown that if the wind speed levels are exceeded for more than 80% of the time, the activity level would be judged to be uncomfortable by most people. For instance, if wind speeds of 16 km/h were exceeded for more than 20% of the time most pedestrians would judge that location to be too windy for sitting or more sedentary activities. Similarly, if 30 km/h at a location were exceeded for more than 20% of the time, walking or less vigorous activities would be considered uncomfortable. As most of these criteria are based on subjective reactions of a population to wind forces, their application is partly based on experience and judgment.

Once the pedestrian wind speed predictions have been established at tested locations, the assessment of pedestrian comfort involves determining the suitability of the predicted wind conditions for their associated spaces. This step involves comparing the predicted comfort class to the desired comfort class, which is dictated by the location type represented by the sensor (i.e. a sidewalk, building entrance, amenity space, or other). An overview of common pedestrian location types and their desired comfort classes are summarized on the following page.

7

ENGINEERS & SCIENTISTS

DESIRED PEDESTRIAN COMFORT CLASSES FOR VARIOUS LOCATION TYPES

Location Types	Desired Comfort Classes
Primary Building Entrance	Standing
Secondary Building Access Point	Walking
Public Sidewalks / Pedestrian Walkways	Walking
Outdoor Amenity Spaces	Sitting / Standing
Cafés / Patios / Benches / Gardens	Sitting / Standing
Plazas	Standing / Walking
Transit Stops	Standing
Public Parks	Sitting / Walking
Garage / Service Entrances	Walking
Vehicular Drop-Off Zones	Walking
Laneways / Loading Zones	Walking

5. RESULTS AND DISCUSSION

The foregoing discussion of predicted pedestrian wind conditions is accompanied by Figures 3 through 6 (following the main text) illustrating the seasonal wind conditions at grade level areas. The colour contours indicate various comfort classes predicted for certain regions. Wind conditions comfortable for sitting or more sedentary activities are represented by the colour green and conditions suitable for standing are represented by yellow.

Johnson Street and Vancouver Street Sidewalks, Including All Adjacent Entrances (Tags A & B): The Johnson Street sidewalk to the south of the building (Tag A) and the Vancouver Street sidewalk to the east (Tag B), as well as all adjacent entrances serving the study building, will be suitable for sitting throughout the year. These conditions are acceptable for the intended uses.

Transit Stops and Parking Lots Surrounding the Study Side (Tags C & D): The transit stops located along Johnson Avenue to the southeast and southwest of the study building (Tag C), as well as all neighboring parking lots (Tag D) will be suitable for sitting throughout the year, which is acceptable.

ENGINEERS & SCIENTISTS

Potential Grade-Level Amenity Area (Tags E): The gated area between the study building and the existing chapel may serve as a potential outdoor amenity area. This area will be suitable for sitting throughout the year without mitigation, which is acceptable.

Influence of the Proposed Development on Existing Wind Conditions near the Study Site: Wind conditions over surrounding sidewalks beyond the development site, as well as at nearby building entrances, will be comfortable for their intended pedestrian uses during each seasonal period upon the introduction of the proposed development.

Wind Safety: Within the context of typical weather patterns, which exclude anomalous localized storm events such as tornadoes and downbursts, no areas over the study site were found to experience wind conditions that are considered unsafe.

6. CONCLUSIONS AND RECOMMENDATIONS

This report summarizes the methodology, results, and recommendations related to a pedestrian level wind study for the proposed mixed-use development located at 1400 Vancouver Street in Victoria, British Columbia. The study was performed in accordance with the scope of work described in GWE proposal #18-304P, dated November 2, 2018, as well as industry standard CFD simulation and data analysis procedures.

A complete summary of the predicted wind conditions is provided in Section 5 of this report and illustrated in Figures 3-6 following the main text. Based on CFD test results, meteorological data analysis of the Victoria wind climate, and experience with similar developments in Victoria, we conclude that wind conditions over all pedestrian sensitive grade-level locations within and surrounding the study site will be acceptable for the intended uses throughout the year.

Within the context of typical weather patterns, which exclude anomalous localized storm events such as tornadoes and downbursts, no areas over the study site were found to experience conditions too windy for walking, or that could be considered unsafe.

GRADIENTWIND ENGINEERS & SCIENTISTS

This concludes our pedestrian level wind study and report. Please advise the undersigned of any questions or comments.

Sincerely,

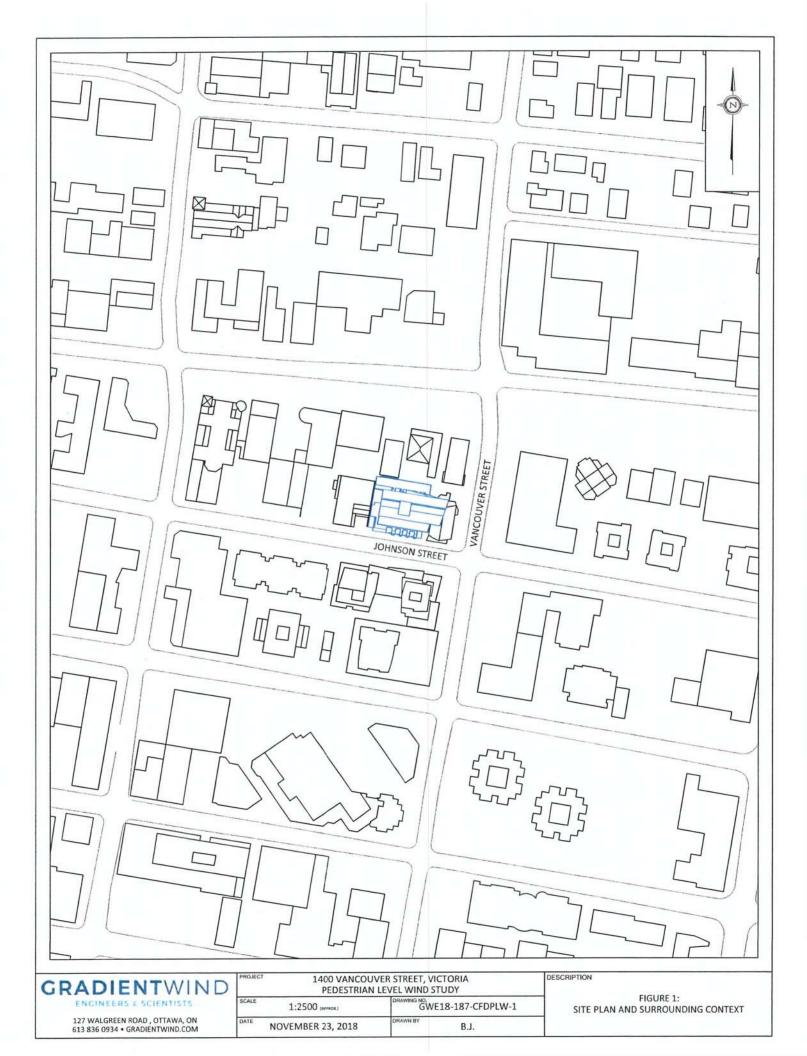
Gradient Wind Engineering Inc.

Megan Rescall

Megan Prescott, MESc., Project Manager

GWE18-187-CFDPLW

Andrew Sliasas, M.A.Sc., P.Eng., Principal



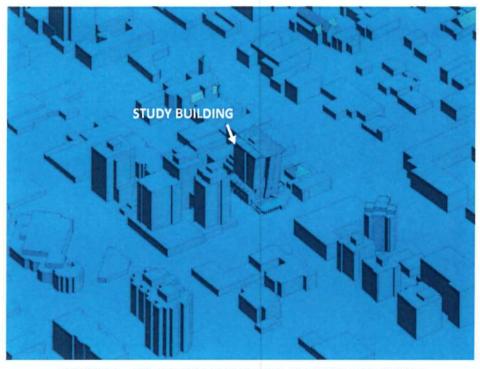


FIGURE 2A: COMPUTATIONAL MODEL, LOOKING NORTHWEST

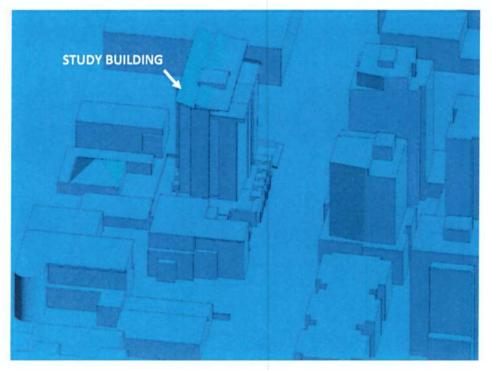


FIGURE 2B: STUDY SITE, LOOKING EAST

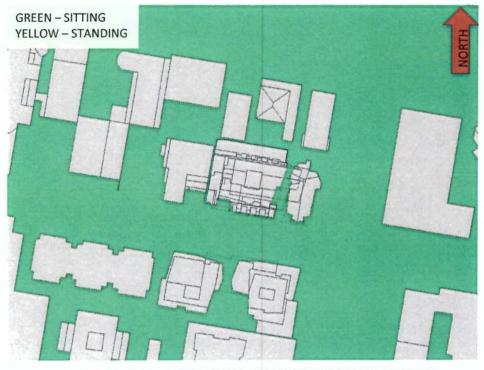
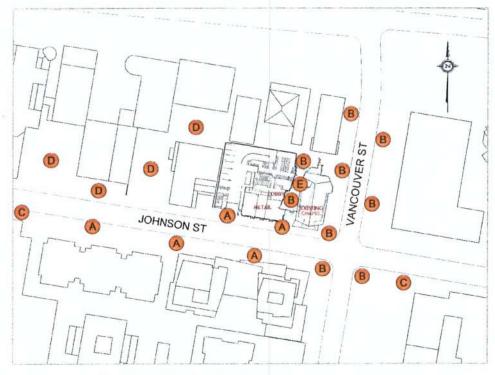


FIGURE 3: SPRING - GRADE-LEVEL PEDESTRIAN WIND CONDITIONS



1400 VANCOUVER STREET - REFERENCE LOCATIONS

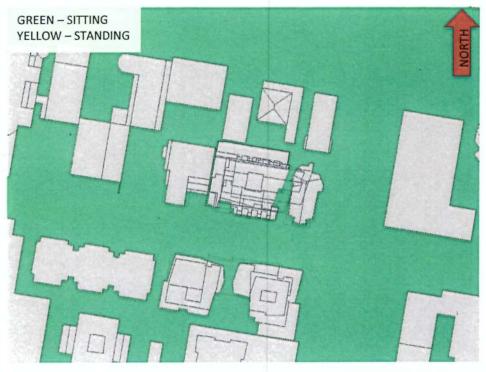
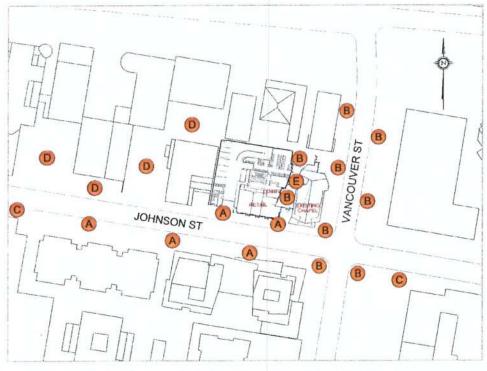


FIGURE 4: SUMMER - GRADE-LEVEL PEDESTRIAN WIND CONDITIONS



1400 VANCOUVER STREET - REFERENCE LOCATIONS

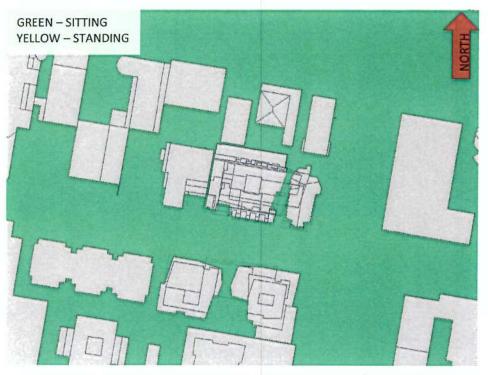
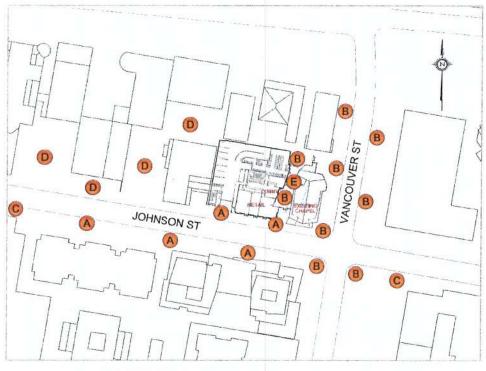


FIGURE 5: AUTUMN - GRADE-LEVEL PEDESTRIAN WIND CONDITIONS



1400 VANCOUVER STREET - REFERENCE LOCATIONS

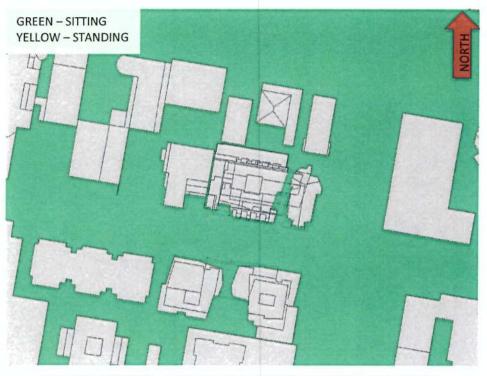
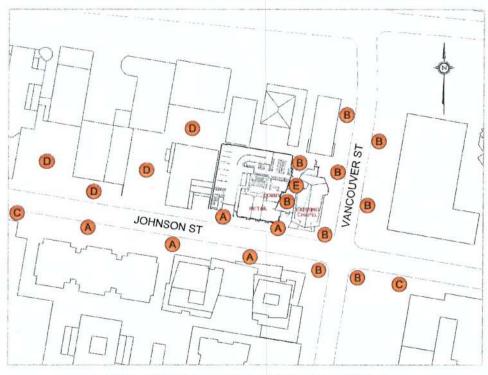
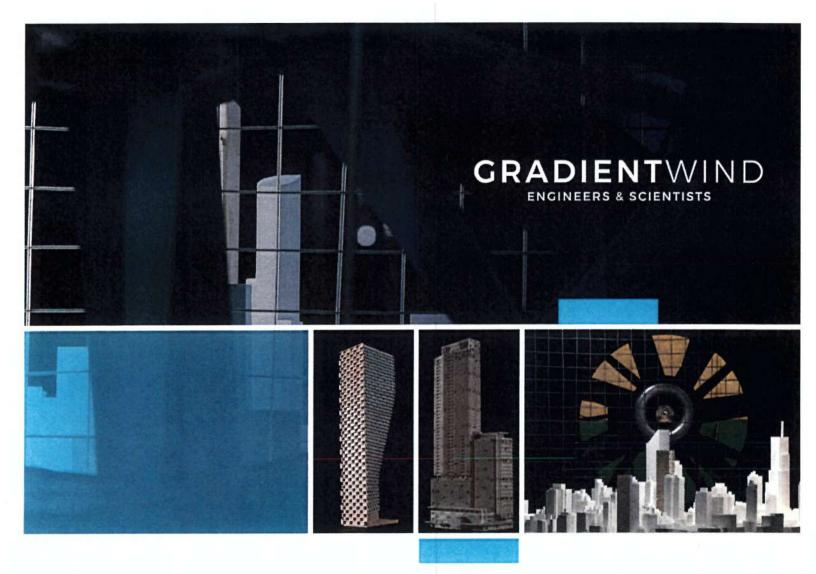


FIGURE 6: WINTER - GRADE-LEVEL PEDESTRIAN WIND CONDITIONS



1400 VANCOUVER STREET - REFERENCE LOCATIONS



APPENDIX A

WIND TUNNEL SIMULATION OF THE NATURAL WIND

127 WALGHEEN DOAD, OUTAWA, ON, CANADA, KOA ILO, L 615 836 0934 GRADIENTWIND.COM



ENGINEERS & SCIENTISTS

WIND TUNNEL SIMULATION OF THE NATURAL WIND

Wind flowing over the surface of the earth develops a boundary layer due to the drag produced by surface features such as vegetation and man-made structures. Within this boundary layer, the mean wind speed varies from zero at the surface to the gradient wind speed at the top of the layer. The height of the top of the boundary layer is referred to as the gradient height, above which the velocity remains more-or-less constant for a given synoptic weather system. The mean wind speed is taken to be the average value over one hour. Superimposed on the mean wind speed are fluctuating (or turbulent) components in the longitudinal (i.e. along wind), vertical and lateral directions. Although turbulence varies according to the roughness of the surface, the turbulence level generally increases from nearly zero (smooth flow) at gradient height to maximum values near the ground. While for a calm ocean the maximum could be 20%, the maximum for a very rough surface such as the center of a city could be 100%, or equal to the local mean wind speed. The height of the boundary layer varies in time and over different terrain roughness within the range of 400 metres (m) to 600 m.

Simulating real wind behaviour in a wind tunnel requires simulating the variation of mean wind speed with height, simulating the turbulence intensity, and matching the typical length scales of turbulence. It is the ratio between wind tunnel turbulence length scales and turbulence scales in the atmosphere that determines the geometric scales that models can assume in a wind tunnel. Hence, when a 1:200 scale model is quoted, this implies that the turbulence scales in the wind tunnel and the atmosphere have the same ratios. Some flexibility in this requirement has been shown to produce reasonable wind tunnel predictions compared to full scale. In model scale the mean and turbulence characteristics of the wind are obtained with the use of spires at one end of the tunnel and roughness elements along the floor of the tunnel. The fan is located at the model end and wind is pulled over the spires, roughness elements and model. It has been found that, to a good approximation, the mean wind profile can be represented by a power law relation, shown below, giving height above ground versus wind speed.

$$U = U_g \left(\frac{Z}{Z_g}\right)^c$$

ENCINEERS & SCIENTISTS

Where; U = mean wind speed, U_g = gradient wind speed, Z = height above ground, Z_g = depth of the boundary layer (gradient height) and α is the power law exponent.

Figure B1 on the following page plots three velocity profiles for open country, and suburban and urban exposures.

The exponent α varies according to the type of upwind terrain; α ranges from 0.14 for open country to 0.33 for an urban exposure. Figure B2 illustrates the theoretical variation of turbulence for open country, suburban and urban exposures.

The integral length scale of turbulence can be thought of as an average size of gust in the atmosphere. Although it varies with height and ground roughness, it has been found to generally be in the range of 100 m to 200 m in the upper half of the boundary layer. Thus, for a 1:300 scale, the model value should be between 1/3 and 2/3 of a metre. Integral length scales are derived from power spectra, which describe the energy content of wind as a function of frequency. There are several ways of determining integral length scales of turbulence. One way is by comparison of a measured power spectrum in model scale to a non-dimensional theoretical spectrum such as the Davenport spectrum of longitudinal turbulence. Using the Davenport spectrum, which agrees well with full-scale spectra, one can estimate the integral scale by plotting the theoretical spectrum with varying L until it matches as closely as possible the measured spectrum:

$$f \times S(f) = \frac{\frac{4(Lf)^2}{U_{10}^2}}{\left[1 + \frac{4(Lf)^2}{U_{10}^2}\right]^{\frac{4}{3}}}$$

Where, f is frequency, S(f) is the spectrum value at frequency f, U10 is the wind speed 10 m above ground level, and L is the characteristic length of turbulence.

ENGINEERS & SCIENTISTS

Once the wind simulation is correct, the model, constructed to a suitable scale, is installed at the center of the working section of the wind tunnel. Different wind directions are represented by rotating the model to align with the wind tunnel center-line axis.

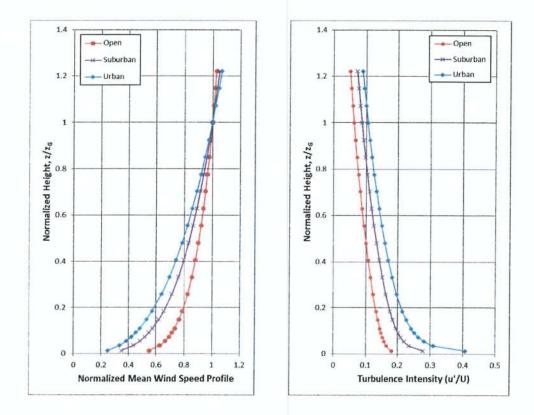


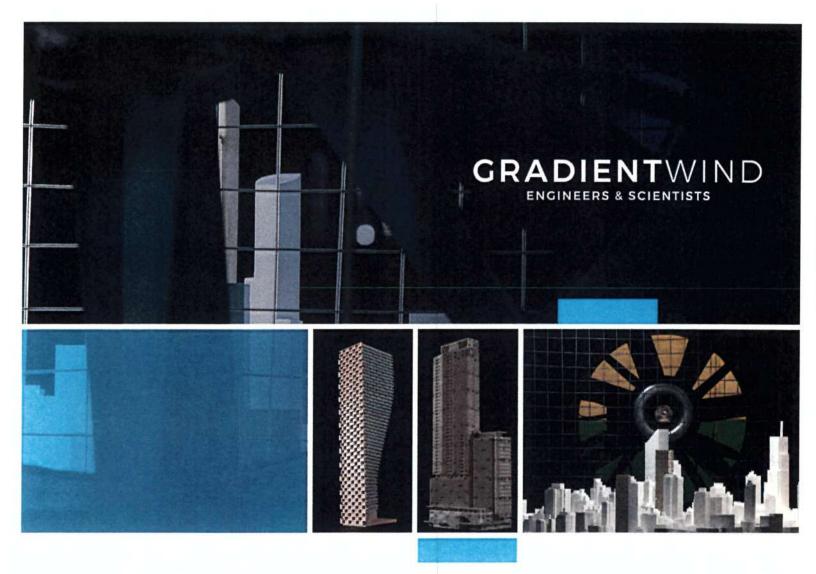
FIGURE A1 (LEFT): MEAN WIND SPEED PROFILES; FIGURE A2 (RIGHT): TURBULENCE INTENSITY PROFILES

A3

ENGINEERS & SCIENTISTS

REFERENCES

- 1. Teunissen, H.W., 'Characteristics of The Mean Wind And Turbulence In The Planetary Boundary Layer', Institute For Aerospace Studies, University Of Toronto, UTIAS # 32, Oct. 1970
- 2. Flay, R.G., Stevenson, D.C., 'Integral Length Scales in an Atmospheric Boundary Layer Near The Ground', 9th Australian Fluid Mechanics Conference, Auckland, Dec. 1966
- ESDU, 'Characteristics of Atmospheric Turbulence Near the Ground', 74030 3.
- Bradley, E.F., Coppin, P.A., Katen, P.C., 'Turbulent Wind Structure Above Very Rugged Terrain', 9th 4. Australian Fluid Mechanics Conference, Auckland, Dec. 1966



APPENDIX B

PEDESTRIAN LEVEL WIND MEASUREMENT METHODOLOGY

The information contained within this appendix is offered to provide a greater understanding of the relationship between the physical wind tunnel testing method and virtual computer-based simulations

> C27 WALGHEN ROAD OTTAWA, ON CANADA ROA ILO 1, 615 836 0954 GRADIENTWIND.COM



ENGINEERS & SCIENTISTS

PEDESTRIAN LEVEL WIND MEASUREMENT METHODOLOGY

Pedestrian level wind studies are performed in a wind tunnel on a physical model of the study buildings at a suitable scale. Instantaneous wind speed measurements are recorded at a model height corresponding to 1.5 m full scale using either a hot wire anemometer or a pressure-based transducer. Measurements are performed at any number of locations on the model and usually for 36 wind directions. For each wind direction, the roughness of the upwind terrain is matched in the wind tunnel to generate the correct mean and turbulent wind profiles approaching the model.

The hot wire anemometer is an instrument consisting of a thin metallic wire conducting an electric current. It is an omni-directional device equally sensitive to wind approaching from any direction in the horizontal plane. By compensating for the cooling effect of wind flowing over the wire, the associated electronics produce an analog voltage signal that can be calibrated against velocity of the air stream. For all measurements, the wire is oriented vertically so as to be sensitive to wind approaching from all directions in a horizontal plane.

The pressure sensor is a small cylindrical device that measures instantaneous pressure differences over a small area. The sensor is connected via tubing to a transducer that translates the pressure to a voltage signal that is recorded by computer. With appropriately designed tubing, the sensor is sensitive to a suitable range of fluctuating velocities.

For a given wind direction and location on the model, a time history of the wind speed is recorded for a period of time equal to one hour in full-scale. The analog signal produced by the hot wire or pressure sensor is digitized at a rate of 400 samples per second. A sample recording for several seconds is illustrated in Figure B1. This data is analyzed to extract the mean, root-mean-square (rms) and the peak of the signal. The peak value, or gust wind speed, is formed by averaging a number of peaks obtained from sub-intervals of the sampling period. The mean and gust speeds are then normalized by the wind tunnel gradient wind speed, which is the speed at the top of the model boundary layer, to obtain mean and gust ratios. At each location, the measurements are repeated for 36 wind directions to produce normalized polar plots, which will be provided upon request.

III

ENCINEERS & SCIENTISTS

In order to determine the duration of various wind speeds at full scale for a given measurement location the gust ratios are combined with a statistical (mathematical) model of the wind climate for the project site. This mathematical model is based on hourly wind data obtained from one or more meteorological stations (usually airports) close to the project location. The probability model used to represent the data is the Weibull distribution expressed as:

$$P\left(>U_{g}\right) = A_{\theta} \bullet \exp\left[\left(-\frac{U_{g}}{C_{\theta}}\right)^{K_{\theta}}\right]$$

Where,

 $P(>U_g)$ is the probability, fraction of time, that the gradient wind speed U_g is exceeded; θ is the wind direction measured clockwise from true north, A, C, K are the Weibull coefficients, (Units: A - dimensionless, C - wind speed units [km/h] for instance, K - dimensionless). A_{θ} is the fraction of time wind blows from a 10° sector centered on θ .

Analysis of the hourly wind data recorded for a length of time, on the order of 10 to 30 years, yields the A_{θ} , C_{θ} and K_{θ} values. The probability of exceeding a chosen wind speed level, say 20 km/h, at sensor N is given by the following expression:

$$P_{N}(>20) = \Sigma_{\theta} P\left[\frac{(>20)}{\left(\frac{U_{N}}{U_{g}}\right)}\right]$$

 $P_N(>20) = \Sigma_{\theta} P\{>20/(U_N/Ug)\}$

Where, U_N/U_g is the gust velocity ratios, where the summation is taken over all 36 wind directions at 10° intervals.

ENGINEERS & SCIENTISTS

If there are significant seasonal variations in the weather data, as determined by inspection of the C_{θ} and K_{θ} values, then the analysis is performed separately for two or more times corresponding to the groupings of seasonal wind data. Wind speed levels of interest for predicting pedestrian comfort are based on the comfort guidelines chosen to represent various pedestrian activity levels as discussed in the main text.

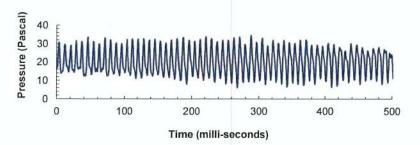


FIGURE B1: TIME VERSUS VELOCITY TRACE FOR A TYPICAL WIND SENSOR

REFERENCES

- Davenport, A.G., 'The Dependence of Wind Loading on Meteorological Parameters', Proc. of Int. Res. Seminar, Wind Effects on Buildings & Structures, NRC, Toronto, 1967, University of Toronto Press.
- 2. Wu, S., Bose, N., 'An Extended Power Law Model for the Calibration of Hot-wire/Hot-film Constant Temperature Probes', Int. J. of Heat Mass Transfer, Vol.17, No.3, pp.437-442, Pergamon Press.

Page 1 of 4

3.1 Development Permit with Variances Application No. 00095 for 952 Johnson Street and 1400 Vancouver Street

The City is considering a Rezoning and Development Permit with Variances Application to construct a mixed-use residential building with commercial use at grade and residential above, with an increase in density and at a height of approximately 16 storeys. The existing Chapel is proposed to be retained for future commercial use.

Applicant meeting attendees:

DOUG AUSTIN	AVRP SKYPORT STUDIOS
TOMASZ ANIELSKI	AVRP SKYPORT STUDIOS
OLIVIA LYNE	LADR LANDSCAPE ARCHITECTS INC.
DAN COX	COX DEVELOPMENTS
STEVEN COX	COX DEVELOPMENTS

Moira Wilson provided the Panel with a brief introduction of the application and the areas that Council is seeking advice on, including the following:

- built form massing
- façade articulation and finishes
- ground-level landscape plan for sensitive integration with the Chapel, surrounding properties and activation of the public realm.

Doug Austin provided the Panel with a detailed presentation of the site and context of the proposal, and Olivia Lyne provided details of the proposed landscape plan.

The Panel asked the following questions of clarification:

- is there a precedent in Victoria for a building with this form?
 - from Victoria's beginnings, there has been a wide and wonderful variety of architecture
 - this project faces a special set of circumstances, and there may not be another site in Victoria that has tried to do what is sought here
 - the circumstances allow for something that fits within the design guidelines and respects architectural precedent while maintaining a unique character
- will there be a live-in caretaker for the communal spaces within the rental building?
 yes
- what is the proposed use for the Chapel building?
 - o this is not yet determined
 - it will most likely be used as retail space; it is intended to provide service to the community and to residents
- how will the landscaping on each balcony be maintained?
 - tenants will maintain the plantings; this has been successful at other projects completed by the applicants
- will the Chapel be designated as it exists today, or will Council's consideration for designation include the proposed changes?
 - Moira Wilson noted that the application for heritage designation is concurrent with the rezoning and development permit applications. Further information, including a full conservation plan, will be provided to the Heritage Advisory Panel and Council prior to consideration of heritage designation. Council's consideration for heritage

designation would be based on the existing building, and a Statement of Significance would be submitted for review

- once the Chapel is designated, a Heritage Alteration Permit would be required for alterations
- sheet A405 shows the existing Chapel with the northern section removed; is this accurate?
 - yes, the portion of the existing building which sits against the north property line is part of the mortuary, not the Chapel
 - o the Chapel will be left in its entirety
- was the retention of some portions of the mortuary considered?
 - o this was considered, but it was thought to detract from the Chapel
- will the front façade of the Chapel, with the proposed glazing, retain its proud shape?
 yes, it will follow the existing geometry as recommended by conservation consultants
- what is the rationale for the proposed materials?
 - glass helps to maximize views, and the glass and glazed panels provide a light material colour
- what is the size and scale for material 12 and 13 as indicated on the materials board?
 - these tiles are approximately 1" tall and 4" across, and will be placed horizontally across the building's base
- what is the rationale behind the façade and applied form along Johnson Street?
 - the retail uses are intended to be transparent and open, consistent with the use of the interior space
 - the windows above allow light into the units and views outside, with a playful and sculptural approach
- what is the rationale for the townhouse expression along Johnson Street, with streetfront entries for individual units?
 - o the patios correlate to the interior spaces
 - these units have undergone a few design iterations, and the applicants are satisfied that the current proposal fits with the building overall
- were privacy issues considered in the design of the glass corners of the northeast corner units on levels 4-15, and are specific materials proposed to mitigate this potential privacy concern towards the neighbouring units to the south?
 - o a mix of translucent and transparent glass will likely be used at this corner
 - o planters on the exterior decks were also considered to diminish privacy concerns
- have the required clearances been incorporated between the electric distribution transformers and the proposed balconies facing Johnson Street?
 - these distances have been considered and the applicants have been in contact with BC Hydro
- what approaches have been taken to mitigate the effect of the blank wall on the west side of the building?
 - the southwestern corner of the proposal facing Johnson Street is carved out to include an outdoor space with a trellis
 - the applicants have met with the neighbours to the west, who seem pleased by the proposed corner design adjacent to the neighbours' underground parking entrance
- how will runoff from the Corten fencing be controlled?
 - this level of detail has not yet been reached; however, the fence will be set in gravel to absorb runoff if Corten is used
 - a similar looking material may also be considered, which provides similar warmth, colour and durability

- given the concurrent development of the property to the north, have there been discussions between the developers to coordinate the projects?
 - the applicants have spoken with the neighbouring developers and have considered working together on future projects
 - the neighbouring developer seems pleased that the proposed building will be adequately set back
- is the courtyard entrance from Vancouver Street for residents only, or is it also intended for commercial use?
 - the entrance from Vancouver Street is the primary bicycle entrance, and provides entry to the lobby
 - o an easier public access to the commercial space is from Johnson Street
- why is a fence proposed for the entrance on Vancouver Street, instead of further vegetation to provide privacy?
 - a fence was chosen to mitigate potential maintenance concerns given the context of the area
 - the fence contributes to the public realm while providing residents space to sit and linger
- is the rezoning application required to allow for greater density?
 - Moira Wilson confirmed that a higher density and change of use are proposed with the rezoning application
- because the Chapel is not currently designated, could it be demolished?
 - Moira Wilson confirmed that because the Chapel is not heritage-designated, it does not have formal protection from demolition.

The Panel discussed:

- the need for further justification beyond an economic rationale for the increased floor area in the upper floors
- the proposal's departure from the design guidelines, and whether the intent of the guidelines is met
- appreciation for the asymmetrical design and overall building massing
- the proposal's lack of response to context, specifically to the Di Castri Chapel, in terms of articulation and material expression
- the articulation and massing emphasizing the perceived bulkiness of the proposed building
- the balconies being visually bulky and overbearing
- the need to mitigate the appearance of bulk
- the variances are supportable; however, elements in the design do not meet the spirit of the design guidelines (e.g. the building's bulky appearance)
- the podium's playfulness in materiality distracts and overwhelms the Chapel, which is the project's supposed approach to design
- desire to see the proposal's façade and articulation better integrated with the minimal, clean lines of the Di Castri building
- desire to see the Di Castri building's materiality reflected in the proposed tower
- · the tower roofline's success in integrating with the Di Castri building
- the townhouse approach being supportable but not relating to the mid-century design of the Chapel
- the need for open space around the Chapel and the supportability of the variances
- CPTED concerns with the design of the courtyard off Vancouver Street

 opportunity to integrate soft landscaping within the plaza off Vancouver Street to reduce the visual impact of the proposed gate.

Motion:

It was moved by Roger Tinney, seconded by Jason Niles, that the Advisory Design Panel recommend to Council that Development Permit with Variances Application No. 00095 for 952 Johnson Street and 1400 Vancouver Street be approved subject to:

- further consideration of how the proposed building relates to the Chapel through the podium massing as it wraps around Johnson Street
- resolution of the façade articulation and materials of the tower to speak to the original mid-century modern ethos of the Chapel and to mitigate the appearance of bulk.

Carried Unanimously

5. 952 Johnson Street & 1400 Vancouver Street Heritage Designation Application No. 000184

Attendees: Dan Cox, Cox Developments Ltd.

Merinda Conley provided a brief introduction.

Panel Questions and Comments

- The applicant is commended for undertaking the development of this property. The existing building, designed by John Di Castri, is worthy of designation. When the 1961 addition is removed, will the original west wall remain? Merinda Conley: The original wall of the sawtooth footprint of the west wall of the chapel will remain.
- Omit the reference to the building's association with churches since it was a nondenominational chapel.
- Be more specific about the roof; describe it as flat and gently sloping rather than geometric.

Moved

Seconded

That the Heritage Advisory Panel recommend that Council approve the designation of the property located at 952 Johnson Street and 1400 Vancouver Street, pursuant to Section 611 of the Local Government Act, as a Municipal Heritage Site.



Committee of the Whole Report For the Meeting of May 9, 2019

To:Committee of the WholeDate:May 2, 2019

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

Subject: Heritage Designation Application No. 000184 for 952 Johnson Street and 1400 Vancouver Street (McCall's Floral Chapel)

RECOMMENDATION

That Council approve the designation of the property located at 952 Johnson Street and 1400 Vancouver Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

LEGISLATIVE AUTHORITY

In accordance with Section 611 of the *Local Government Act*, Council may designate real property, in whole or in part, as protected property.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations regarding an owner request to designate the exterior and the interior roof structure of the property located at 952 Johnson Street and 1400 Vancouver Street, as well as an identification sign with a concrete base and an iron flat-bar structure located on the southeast corner of the property. The building, known as McCall's Funeral Home as well as the Floral Chapel, was built in 1955 and contributes to the historic character of the Harris Green neighbourhood.

The designation of this building is generally consistent with Section 8: "Placemaking (Urban Design and Heritage)" of the *Official Community Plan* (2012), with Section 7, "Heritage" of the *Downtown Core Area Plan*, and with the *Victoria Heritage Thematic Framework*.

The application was reviewed by the Heritage Advisory Panel at its April 9, 2019 meeting, and the Panel recommended that Council consider approving the designation of the property located at 952 Johnson Street and 1400 Vancouver Street.

BACKGROUND

Description of Proposal

The property located at 952 Johnson Street and 1400 Vancouver Street, also referred to as McCall's Floral Chapel, is a West Coast Modern style building designed by architect John Di

Castri. The chapel was built in 1955 with a gently sloping roof and angular wall geometry, and is located on the corner of Johnson and Vancouver Streets in the Harris Green neighbourhood. An addition in 1961 extended the footprint of the chapel on the west side for administration space. The significance of the historic building is limited to the footprint of the original chapel.

The original chapel has maintained much of its original appearance. Its character-defining elements include its modernist design in form and scale with complex, geometrical and angular massing; low-sloped, canted and folded roof planes with large overhanging eaves; projecting canopy over the front entry with angled buttresses; construction materials, including concrete block wall assemblies in a splayed saw-tooth profile punctuated with linear glazing; smooth stucco surfaces; projecting foyer with intersecting angled concrete buttress walls; and exposed interior glulam roof beams with metal tie rod supports, clerestory glazing and an interior projecting canopy over the entrance to the chapel area. The property also contains a metal and concrete sign stand located on the southeast corner of the property that is also valued for its association with John Di Castri, one of Victoria's most well-known architects, who played an influential role in establishing modern architecture in Victoria during the early postwar years; and for its prominent location as a landmark on the corner of Johnson and Vancouver Streets in the Harris Green neighbourhood. The proximity to downtown and churches in the area made this a convenient central location for a funeral home.

Regulatory Considerations

The proposed heritage designation is consistent with surrounding land uses.

Condition/Economic Viability

The exterior and interior of the building appear to be in good condition. The designation is concurrent with a rezoning application and a development permit application for the development of a mixed-use residential building with commercial at grade and residential above at a height of approximately sixteen storeys. The McCall's Funeral Home chapel is proposed to be retained for future commercial use with minimal exterior alteration and integrated into the proposed development through landscaping, circulation, and a one-storey fully glazed lobby with a wood and glass canopy to echo the existing chapel. Once the chapel is designated, a Heritage Alteration Permit Application will be required to undertake any alterations to the exterior, the interior roof structure, as well as the identification sign with a concrete base and an iron flat-bar structure. A draft Heritage Conservation Plan has been completed by the applicant's heritage consultant and could inform the Heritage Alteration Permit Application upon submission.

ANALYSIS

The following sections provide a summary of the Application's consistency with the relevant City policies and guidelines.

Official Community Plan

The designation of this building is consistent with the *Official Community Plan* (2012), which in the section entitled, "Placemaking (Urban Design and Heritage)", states:

Goals

8 (B) Victoria's cultural and natural heritage resources are protected and celebrated.

Broad Objectives

- 8 (j) That heritage property is conserved as resources with value for present and future generations.
- 8 (I) That heritage and cultural values are identified, celebrated, and retained through community engagement.

City Form

- 8.6 Conserve and enhance the heritage value, character and special features of areas, districts, streetscapes, cultural landscapes and individual properties throughout the city.
- 8.11 Determine the heritage value of areas, districts, streetscapes, cultural landscape and individual properties using the Victoria Heritage Thematic Framework as identified in Figure 12.

Buildings and Sites

- 8.51 Continue to give consideration to tools available under legislation to protect or conserve heritage property including, but not limited to: heritage designation bylaws; listing on the heritage register; temporary protection; heritage alteration permits; heritage revitalization agreements; design guidelines; and, the protection of views of heritage landmark buildings from public vantage points as identified in Map 8, and to be determined in future local area plans.
- 8.54 Continue to work with senior government, community and business partners to identify, protect and conserve property of heritage value.

Downtown Core Area Plan

The designation of the building is consistent with Section 7: "Heritage" of the *Downtown Core Area Plan 2011* which states:

Heritage - Objectives

1 Retain, protect and improve real property with aesthetic, historic, scientific, cultural, social or spiritual value and heritage character as a benefit to the public.

Areas and Districts - Policies and Actions

7.3. Conserve heritage values of the Downtown Core Area and its character-defining elements, such as individual buildings, collections of buildings, streetscapes, structures and features.

Buildings and Sites - Policies and Actions

- 7.20. Continue to work with the private sector to identify, protect and conserve property and areas with heritage value in the Downtown Core Area.
- 7.28. Produce and update, as required, Statements of Significance for properties listed on the Heritage Register in the Downtown Core Area.

Victoria Heritage Thematic Framework

A key policy of the OCP includes the determination of heritage value using a values-based approach. In this regard, a city-wide thematic framework (OCP Fig. 12) was developed and incorporated into the OCP to identify the key civic historic themes. The *Victoria Heritage Thematic Framework* functions as a means to organize and define historical events, to identify representative historic places, and to place sites, persons and events in an overall context. The thematic framework recognizes a broad range of values under which city-wide themes can be articulated. A Heritage Value assessment with consideration of the *Victoria Heritage Thematic Framework* is incorporated into the Statement of Significance.

Statement of Significance

A Statement of Significance describing the historic place, its attributes, and history is attached to this report.

Heritage Advisory Panel

The application was reviewed by the Heritage Advisory Panel at its April 9, 2019 meeting and was recommended for approval.

Resource Impacts

The designation of a heritage property has the potential to generate a small number of additional Heritage Alteration Permit Applications spread out over many years if the operator were to make alterations to the interior or exterior. No major resource impacts beyond this are expected.

CONCLUSIONS

This Application for the heritage designation of the property located at 952 Johnson Street and 1400 Vancouver Street as a Municipal Heritage Site is for a building that is significant for its landmark status in the Harris Green neighbourhood, and valued for its exemplary illustration of John Di Castri's personal brand of Modernism in Victoria. It is also an exemplary example of an ecclesiastical institution as an architectural cornerstone through its innovative design and intentional expression of the mid-twentieth century. Staff therefore recommend that Council consider approving the Heritage Designation Application for the building located at 952 Johnson Street and 1400 Vancouver Street.

ALTERNATE MOTION

That Council decline Heritage Designation Application No. 000184 for the property located at 952 Johnson Street and 1400 Vancouver Street.

Respectfully submitted,

John O'Reilly Heritage Planner Development Services Division

Andrea Hudson, Acting Director Sustainable Planning and Community Development Department

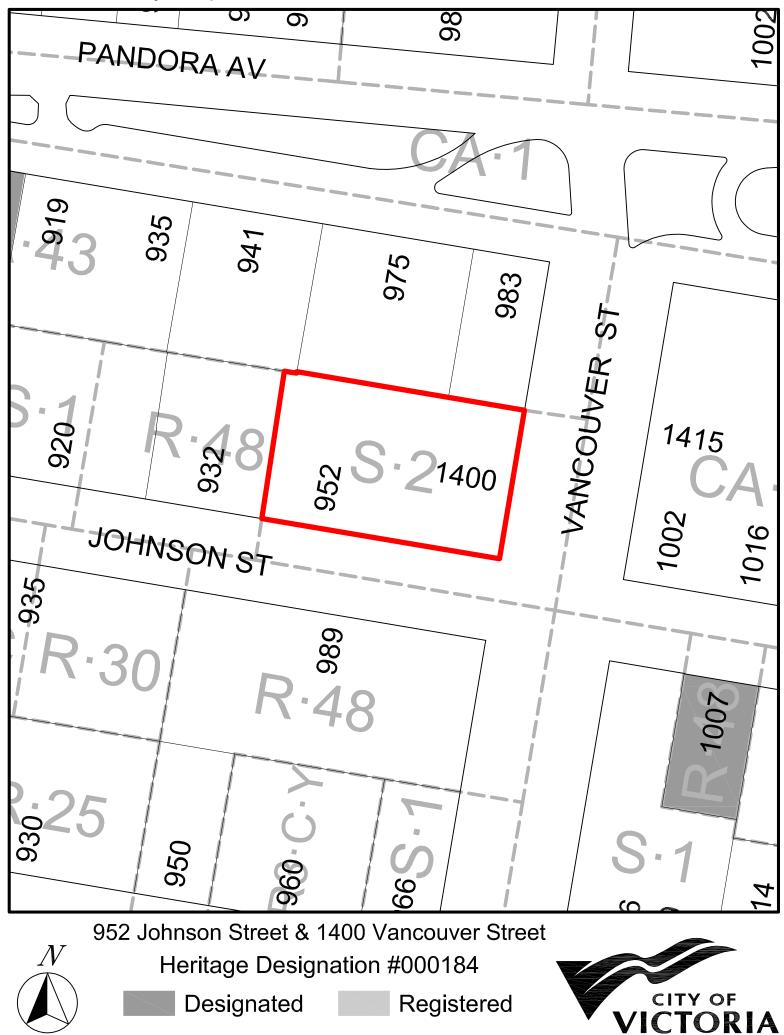
List of Attachments

- Attachment 1 Subject Map
- Attachment 2 Aerial Map
- Attachment 3 Photographs
- Attachment 4 Statement of Significance

Report accepted and recommended by the City Manager:

• Attachment 5 - Letter from the applicant, date stamped April 1, 2019.

Attachment 1 - Subject Map



Attachment 2 - Aerial Map



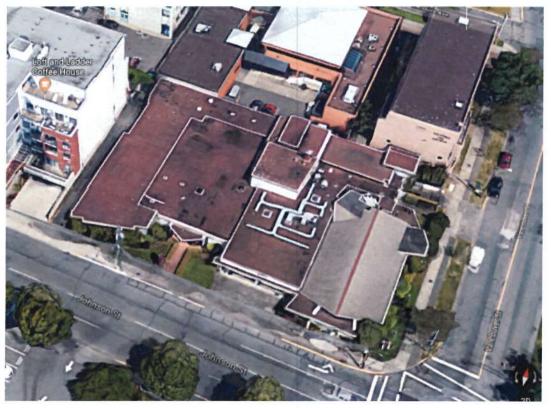
952 Johnson Street & 1400 Vancouver Street Heritage Designation #000184



Designated Registered



Attachment 3 - Photographs 952 JOHNSON STREET & 1400 VANCOUVER STREET



Aerial view of McCall's Funeral Home (Chapel on the corner)



Johnson Street façade of McCall's Funeral Home



View on Johnson Street looking east from west corner of the 1961 addition



Entrance to 1961 administration addition on Johnson Street



1961 Addition (View of Chapel wall buttress in the distance)



Southwest corner of the Chapel



Southwest frontal view



Southeast frontal view



Identification sign with concrete base and an iron flat-bar structure



Southeast corner



Saw-tooth splayed concrete walls



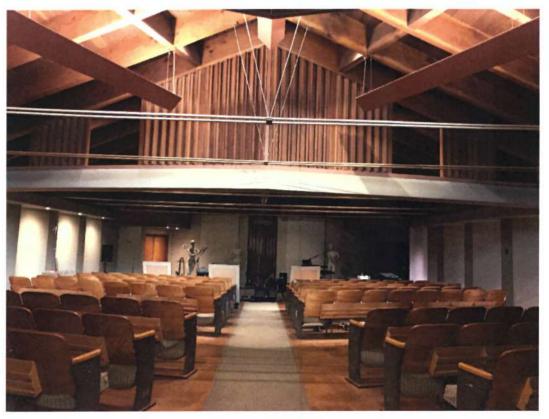
Northeast corner



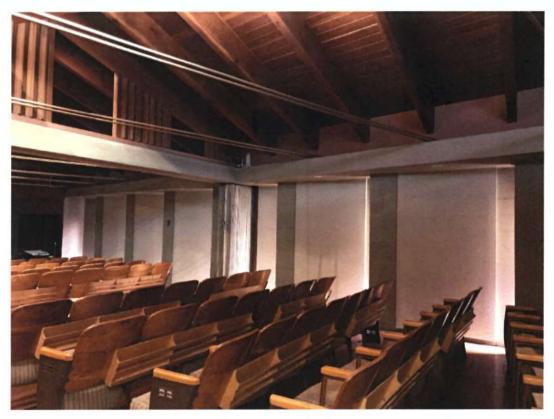
East elevation



Southeast corner



Interior of Chapel from inner vestiblue



Interior east wall



Interior west wall



View towards inner vestibule



Interior east wall



Interior west wall



Inner vestibule and projecting canopy

Attachment 4 - Statement of Significance



250-857-4771 john@jdabc.ca jdabuildingconservation.ca

Statement of Significance

McCall's Funeral Home – 1400 Vancouver Street

Description

McCall's Funeral Home is an exemplary design of the West Coast Modern style in Victoria by the locally famed architect John Di Castri. Built in 1955, the striking chapel with its sloping roof and angular wall geometry is located on the corner of Johnson and Vancouver Streets in the Harris Green neighbourhood of Victoria. The 1961 addition significantly extended the footprint of the chapel while seamlessly adding administration space to it. The significance of the historic place is limited to the footprint of the original chapel.

Heritage Value

The value of McCall's Funeral Home is found in its' achievement in concept and design, its' association with a notable architect, and it's location in the perimeter neighbourhood of Harris Green.

Through its architectural expression, the McCall Funeral Home is a dramatic illustration of the cultural exchange developing within Victoria during the post war years and became an instant landmark. Its' construction provides a strong, local example of the West Coast Modern style. This is exemplified in part with the low lying ground level form of both the chapel and addition. The sloped roof assembly of the chapel with its deep eaves incorporates a two-way pitch that, when viewed from the interior, guides the eye to the frontal service area. The exposed timber structure merges design and function into singular elements requiring a high degree of material quality and finish. The intentional glazing within the angular concrete block wall assemblies directs the natural light in the interior space creating an important, purposeful illumination. The form of the addition, incorporating projecting wall panels, concrete block masonry, and an angular canopy over the front entrance, is a nod to the design of the original chapel. This style, attributed in large to the designs of Frank Lloyd Wright, was creatively explored and developed by Victoria's own John Di Castri.

Born in Victoria on July 26, 1924, John A. Di Castri, at the age of 18, gained his early experience articling with Henry Whittaker, the Chief Architect of the BC Department of Public Works. After a brief period working in the office of Birley Wade and Stockdill, he left Victoria to study at the University of Oklahoma under Bruce Goff, a student of Frank Lloyd Wright. Following his return to Victoria and a brief stint working with Frank W. Nichols, John would start his own practise in 1952. A pioneer in this new style, John would exploit the use of geometric shapes and complex eccentric forms in his works. He was very interested with developing his own brand of modernism; his own interpretation of Wright's style. He would go on to work for 50 years in Victoria designing numerous unique structures across the city including the Balantyne's Florist and Royal Trust buildings and the entrance addition to the Royal BC Museum.

The location of the funeral home in the Harris Green neighbourhood of Victoria conveniently placed it in the developing, commercial border of the city, close to the many grand churches and cathedrals. This location connected the building and its function to the original city and its historically significant places of worship while being itself an architectural cornerstone of a new neighbourhood through its innovative design and intentional expression.

Character Defining Elements

The key elements that define the heritage character of the McCall Funeral Home and support its heritage values are:

- modernist design with complex, geometrical, angular massing
- low-sloped, double pitched roof with large overhanging eaves
- exposed timber roof structure with metal tie rod supports
- expressive concrete block wall assemblies punctuated with linear glazing
- projecting foyer with intersecting concrete walls
- natural lighting to the interior through the wall and clerestory glazing
- metal and concrete sign stand
- association with one of Victoria's most well-known architects
- prominent location on the corner of Johnson and Vancouver streets in the Harris Green neighbourhood



Attachment 5 - Letter from the applicant, date stamped April 1, 2019

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

April 1st/2019

Received City of Victoria

9

Re: 1400 Vancouver Street/952 Johnson Chapel Heritage Designation

In conjunction with our rezoning application at 1400 Vancouver/952 Johnson, we are pleased to offer in our application the heritage designation of the original chapel building of what was the McCall Brother's Funeral Home.

When coming up with our proposal for this site's redevelopment, we looked at all options and to see what we could and could not preserve. The Chapel of the McCall's Funeral Home is a landmark building in Victoria, and it highlights the work of an important Victoria architect. It also has become an important building for the community and we felt it was important to retain what we could.

Constructed in 1955, the original Funeral Home operation consisted of a chapel and a secondary dwelling unit used for service. The chapel's architectural form and character was designed in what has become known as Mid-Century Modern. Mid-Century Modern style has beauty and grace, yet is simple and unobtrusive. It can be found in both single-family homes, in fact it began in that, and also in commercial spaces. The difficulty in saving these buildings is it has as one of its characteristics, low ceilings. This can work in a single family home, updated but still retaining the grace of this architectural style, but it does not work in commercial spaces, which now require height to function well. The Chapel is unique in that it does have a high enough ceiling that allows it to yet be functional. And we are fortunate enough that due to the Chapels location on the site, and it being a separate building we will be able to preserve this original structure.

Furthermore the secondary dwelling that was used for service was built around 1960. As the whole building was designed for a funeral home service, it has unfortunately come to the end of its life cycle. Our plan is to demolish this existing structure. Most of the building has very low ceilings, in some areas the ceilings are touchable just by stretching one's arm upwards. There is little to no natural light, as one would expect in a Funeral Home.

Our proposed new development not only incorporates the original chapel structure, but will also feature mid century elements throughout the new building that will compliment the original 1955 design.

When rehabilitating the Chapel to ensure its continued viability we will be doing the following:

1. Continue the lines of the Chapel right through the new development thereby anchoring it to the new tower.

2. Use Mid-Century Modern elements in the new development to ensure the two buildings complement each other.

3. Any new features added to the Chapel, additional fenestration for example, will be consistent with Mid-Century Modern architecture.

4. We will open the Chapel up through Mid-Century Modern window features with an eye to highlighting the ceiling of the Chapel - its most prominent and important feature.

In successful rezoning of this property, Cox Developments will be pleased to offer to designate this heritage gem in the heart of Victoria.

Sincerely,

Dan Cox Cox Developments Ltd.

Planning & Development Department Development Services Division

Rezoning Application No. 00666 Development Permit with Variance Application No. 00095

for

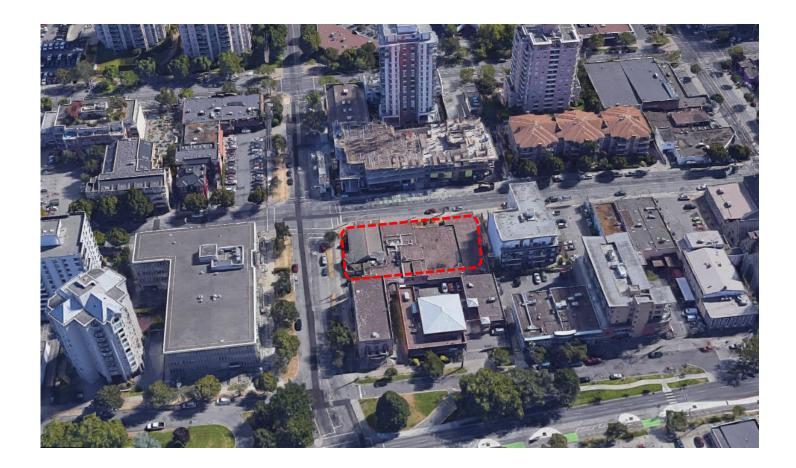
952 Johnson Street and 1400 Vancouver Street













Site – Vancouver and Johnson Streets





Site - Johnson Street Looking East





Site - Johnson Street Looking West





Context – West Side on Johnson Street





Context – North Side on Vancouver Street





Context – North Side on Pandora Street



2019 Google



Context – East Across Vancouver Street



2019 Google



Context – South Across Johnson Street

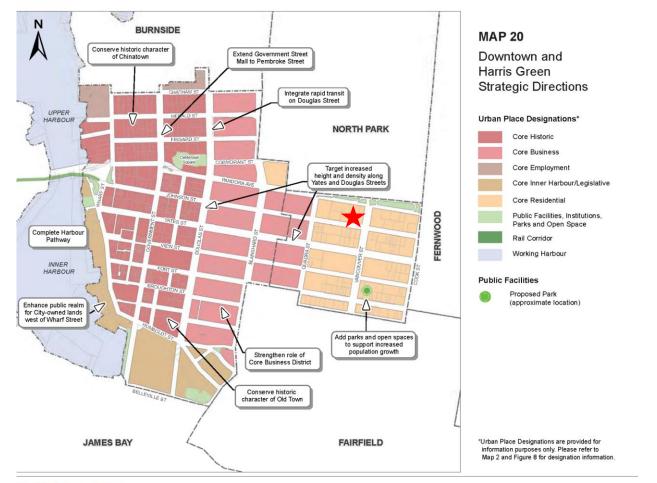








Official Community Plan – Urban Place Designation

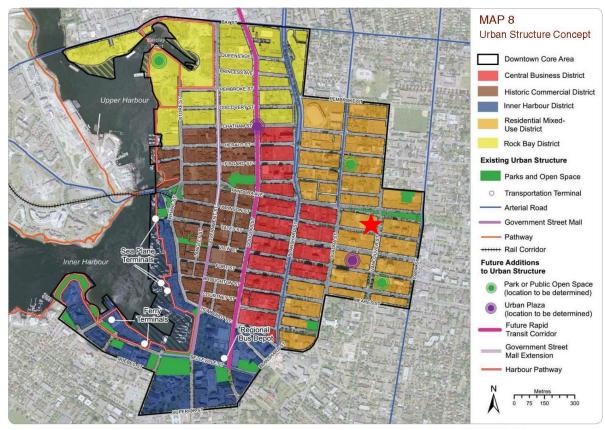




140 Official Community Plan | CITY OF VICTORIA

Downtown Core Area Plan

SECTION TWO: URBAN STRUCTURE

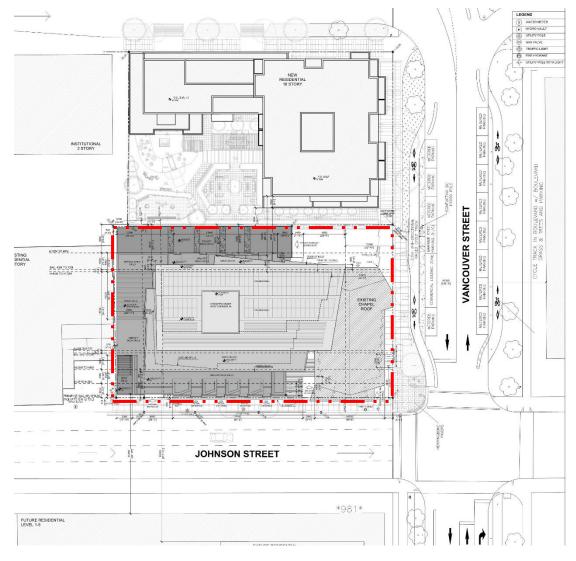


The Urban Structure Concept provides a summary of how existing and future urban structure elements will be organized within the Downtown Core Area.

City of Victoria Downtown Core Area Plan 21



Site Plan

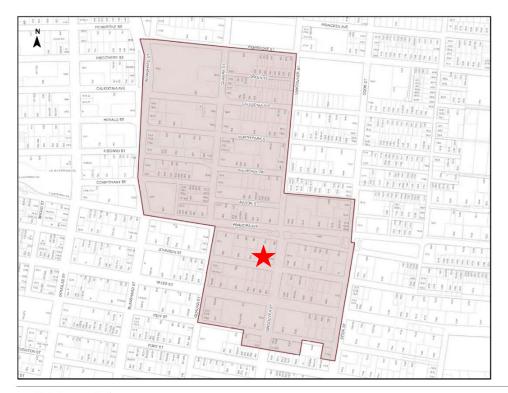




Official Community Plan DPA 3 (HC): Core Mixed-Use Residential

APPENDIX A: DEVELOPMENT PERMIT AREAS AND HERITAGE CONSERVATION AREAS

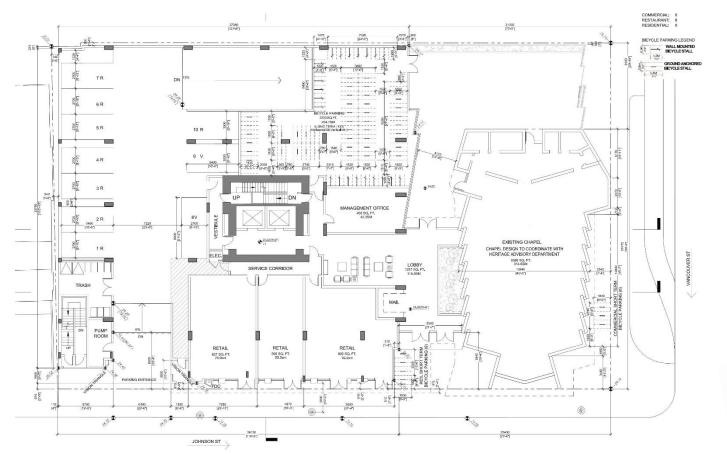
Map 35: DPA 3 (HC): Core Mixed-Use Residential



184 Official Community Plan CITY OF VICTORIA



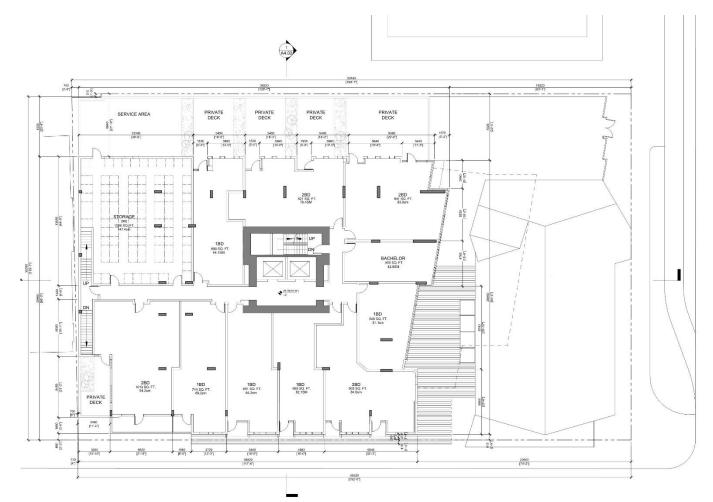
Ground Level Plan





N

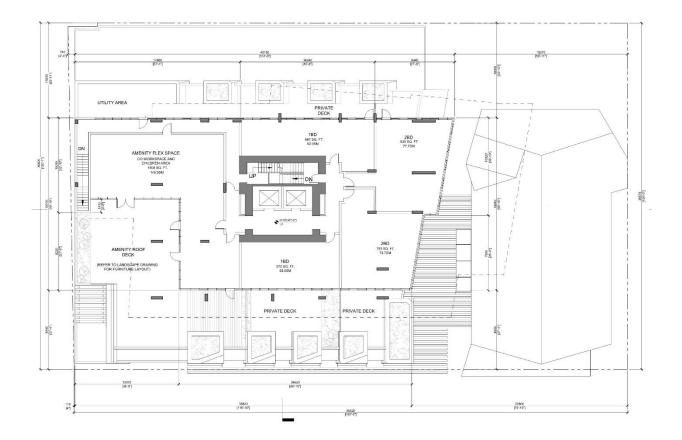
Level 2 Plan





N

Level 3 Plan



N



South Elevation – Johnson Street



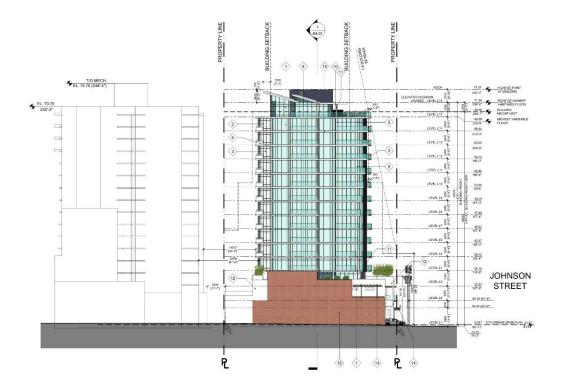


East Elevation – Vancouver Street



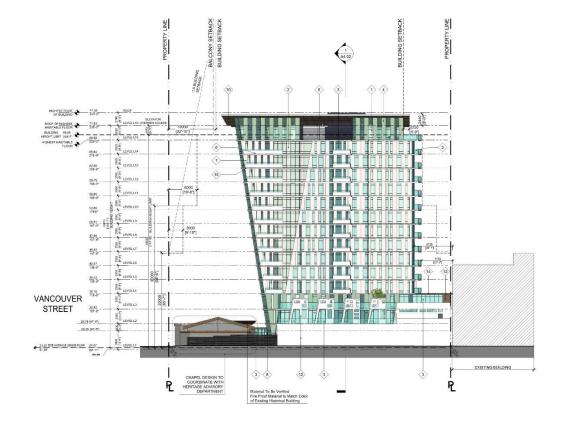


West Elevation – Side





North Elevation - Side













Context – Street Elevations







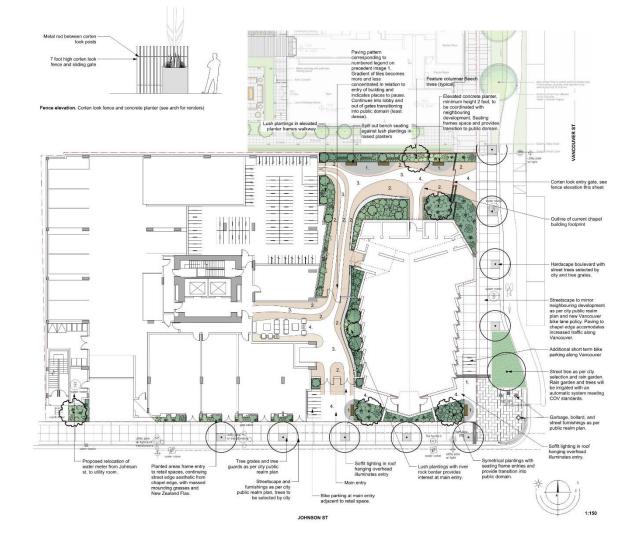
PL.

WEST ELEVATION

Context – Side Elevations

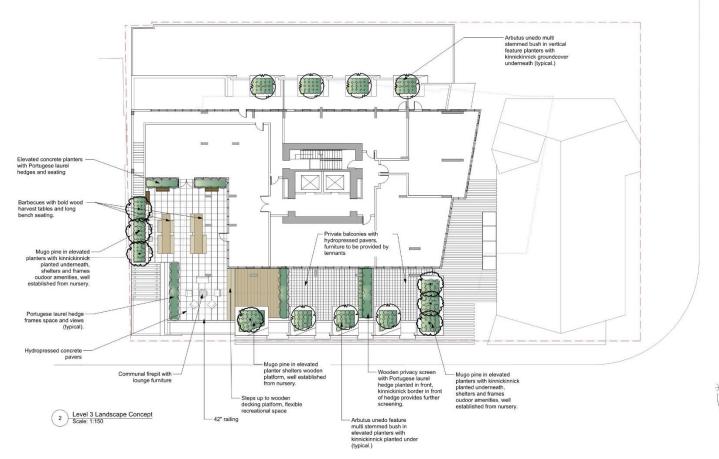
SITE AVERAGE 24.71 GRADE PLAIN 80.07 PL

Landscape Plan – Ground Level





Landscape Plan – Level 3



















BUILDING ENTRANCE









VANCOUVER STREET ENTRANCE



COURTYARD ENTRY



Rezoning Application No. 00666 for 952 Johnson Street and 1400 Vancouver Street (McCall's)

RECOMMENDATION

- That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00666 for 952 Johnson Street and 1400 Vancouver Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council, and a Public Hearing date be set subject to:
 - a. Preparation of a Housing Agreement to secure the tenure of all dwelling units as rental in perpetuity, to the satisfaction of the Director of Sustainable Planning and Community Development.
 - b. Registration of legal agreements on the property's title to secure public realm improvements, to the satisfaction of the Director of Engineering and Public Works.
 - c. Heritage designation of the chapel building located at 952 Johnson Street and 1400 Vancouver Street.
- 2. That Council authorize the street-level projecting canopies over the City Right-of-Way and anchorpinning into the City Right-of-Way, provided that the applicant enters into an Encroachment Agreement in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works.



Development Permit with Variance Application No. 00095 for 952 Johnson Street and 1400 Vancouver Street (McCall's)

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00666, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variance Application No. 00095 for 952 Johnson Street and 1400 Vancouver Street in accordance with:

- 1. Plans date stamped March 27, 2019
- 2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variance:
 - i. increase the building height to 49.8m
- 3. The Development Permit lapsing two years from the date of this resolution."



Heritage Designation Application for 952 Johnson Street and 1400 Vancouver Street (McCall's Floral Chapel)



1400 Vancouver Street

- McCall's Funeral Home (Formerly the McCall Bros Floral Funeral Chapel)
- located at the northwest corner of Johnson Street and Vancouver Street





Location | 1400 Vancouver Street – Harris Green Neighbourhood

1400 Vancouver Street

- one-storey west coast modern style building
- initial funeral home replaced with a 1961 addition to extend administration space
- addition also designed by John Di Castri
- significance of historic building confined to footprint of original 1955 chapel



Designation would apply only to the footprint of the original chapel



1400 Vancouver Street

 McCall Bros. Funeral Directors formed in 1921 attending to the funeral needs of greater Victoria





The Architect | John Di Castri



A large non-fall arction of Samich broken the attractive attracts for this noises and compare how at 151K Robinson Rode. Here, you are available Writers Wards and in policit browsers with some of plans and broke. Extense will of each append of this individually securities hardwards. The deep herefore broken the each append of this individually securities hardwards. The deep herefore broken them of the bandwards. Rode Calcular Shengler and are abieved by double counsing, every fourth own of backgross.



The Architect...

- John Di Castri was a central influence on west coast modernist architecture with an exceptional talent for modern design
- in 1954, soon after starting his practice, he designed the 1954 "Trend House" in Saanich and the Ballantyne's Florist, now Rexall Drugs on Douglas Street



The Architect | John Di Castri

Character-Defining Elements

- complex, geometrical and angular massing
- low-sloped folded roof planes with large overhanging eaves
- projecting canopy over the front entry with angled buttresses; concrete block wall assemblies in a splayed saw-tooth pattern
- exposed timber interior with tie rods













Heritage Value and Character

1400 Vancouver Street

Heritage Value

- aesthetic significance for its
 innovative concept and design
- historical/Cultural significance for its association with John Di Castri



Heritage Character

- innovative, unusual construction
- complex, angular design including low sloped, double pitched roof
- interior exposed timber structure with tie rods



Heritage Thematic Framework

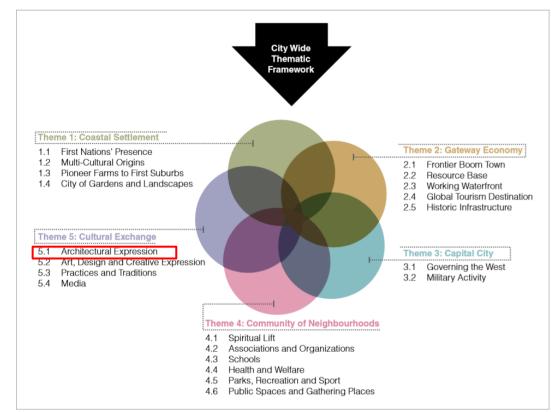
1400 Vancouver Street

Heritage Thematic Framework:

Theme 5: Cultural Exchange

5.1- Architectural Expression

The transplantation of architectural styles from other countries and the unique local conditions resulted in a variety of different architectural styles and stylistic hybrids." including "modern architecture exemplified by west coast modern regional architecture."





Recommendation

1400 Vancouver Street

Staff Recommendation:

That Council approve the designation of the property located at 952 Johnson Street and 1400 Vancouver Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.





