# F.1.a.d1260 Grant Street and 1289 Gladstone Ave: Development Variance Permit Application

The Mayor recused herself at 2:35 p.m. due to a non-pecuniary conflict of interest as she lives across the street from the application.

Councillor Thornton-Joe assumed chair

**Moved By** Councillor Isitt **Seconded By** Councillor Loveday

That, subject to a formal response from the School District consenting to the request for Statutory Right-of-Ways on Fernwood Road, Grant Street and Gladstone Avenue, that Council, after giving notice and allowing an Opportunity for Public Comment at a meeting of Council, consider the following motion: "That Council authorize the issuance of Development Variance Permit Application No. 00249 for 1260 Grant Street and 1289 Gladstone Avenue, in accordance with:

- a. Plans date stamped December 24, 2020.
- b. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
  - i. relaxation to all of the impacted lots for setbacks, site coverage, height, number of storeys and open site space requirements;
  - ii. relaxation to permit building over property lines and a street
  - iii. relaxation to permit parking spaces on separate lots
  - iv. relaxation of required parking from 283 spaces to 149v. allow a roof deck.
- c. Registration of Statutory Right of Ways on the property's title, on terms and in a form to the satisfaction of the Director of Engineering and Public Works and City Solicitor, to allow pedestrian network improvements in the following areas:
  - i. a 6.1m section along the property frontage on Gladstone Avenue
  - ii. a 3.9m section along the property frontage on Grant Street
  - a 2.9m section on the property frontage on Fernwood Road, north of Vining Street, reducing to 0.9m in the section between the existing transit stop and the Belfry Theatre
  - iv. a 0.5m section along the property frontage on Fernwood Road, south of Vining Street.
- d. Submission of a revised Arborist Report and landscape plans, to the satisfaction of the Director of Parks, Recreation and Facilities, in order to assess the impact of the proposals upon trees and specifically including the following information:
  - the applicant must confirm the proposed relocation area of the Pad Mounted Transformer (PMT) and have the project arborist review its impact on trees. The PMT shall be located on school land and the information provided should include the location of any

new conduits required, including in the City's Right-of-Way;

- ii. the landscape plan shall identify two replacement trees for the proposed removal of each bylaw protected tree. Large canopy replacement trees are preferred;
- iii. include a plant list showing the quantity of new trees proposed, species and size. Clearly identify proposed new trees on the Landscape Plan.
- e. Revised plans illustrating proposed pedestrian improvements and driveway crossing designs that are consistent with the Highway Access Bylaw and Subdivision and Development Servicing Bylaw, to the satisfaction of the Director of Engineering and Public Works.
- f. The Development Permit lapsing two years from the date of this resolution."

CARRIED UNANIMOUSLY

The Mayor returned to the Chair at 2:36 p.m.

# G. LAND USE MATTERS

#### G.1 <u>1260 Grant Street and 1289 Gladstone Ave: Development Variance Permit</u> <u>Application</u>

The Mayor recused herself at 1:43 p.m. due to a non-pecuniary conflict of interest as she lives across the street from the application.

Councillor Thornton-Joe assumed the Chair.

Committee received a report dated February 4, 2021 from the Director of Sustainable Planning and Community Development regarding a Development Variance Permit Application for the property located at 1260 Grant Street and 1289 Gladstone Avenue (Victoria High School) which proposes a number of variances associated with additions and seismic renovations to the existing school and the construction of a future daycare.

Moved By Councillor Alto Seconded By Councillor Young

That the meeting be extended until 4 p.m.

# CARRIED UNANIMOUSLY

Committee discussed:

- How many stalls would be lost if only one side of the west side lot was used.
- The possibility of adding a 400 m running track
- The possibility of adding more sustainable methods of heating the school

Moved By Councillor Isitt Seconded By Councillor Loveday

That, subject to a formal response from the School District consenting to the request for Statutory Right-of-Ways on Fernwood Road, Grant Street and Gladstone Avenue, that Council, after giving notice and allowing an Opportunity for Public Comment at a meeting of Council, consider the following motion:

"That Council authorize the issuance of Development Variance Permit Application No. 00249 for 1260 Grant Street and 1289 Gladstone Avenue, in accordance with:

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  - iv. relaxation of required parking from 283 spaces to 149;
  - v. allow a roof deck.
- c. Registration of Statutory Right of Ways on the property's title, on terms and in a form to the satisfaction of the Director of Engineering and Public Works and

City Solicitor, to allow pedestrian network improvements in the following areas:

- i. a 6.1m section along the property frontage on Gladstone Avenue
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- iii. a 2.9m section on the property frontage on Fernwood Road, north of Vining Street, reducing to 0.9m in the section between the existing transit stop and the Belfry Theatre
- iv. a 0.5m section along the property frontage on Fernwood Road, south of Vining Street.
- d. Submission of a revised Arborist Report and landscape plans, to the satisfaction of the Director of Parks, Recreation and Facilities, in order to assess the impact of the proposals upon trees and specifically including the following information:
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  - ii. the landscape plan shall identify two replacement trees for the proposed removal of each bylaw protected tree. Large canopy replacement trees are preferred;
  - iii. include a plant list showing the quantity of new trees proposed, species and size. Clearly identify proposed new trees on the Landscape Plan.
- e. Revised plans illustrating proposed pedestrian improvements and driveway crossing designs that are consistent with the Highway Access Bylaw and Subdivision and Development Servicing Bylaw, to the satisfaction of the Director of Engineering and Public Works.
- f. The Development Permit lapsing two years from the date of this resolution."

# CARRIED UNANIMOUSLY

Moved By Councillor Isitt Seconded By Councillor Loveday

That a representative from SD 61 be permitted to speak to Committee's queries.

# CARRIED UNANIMOUSLY

School District representative joined the meeting at 2:05 p.m.

Mayor Helps in the Chair re-joined the meeting at 2:28 pm.



Committee of the Whole Report

For the Meeting of February 18, 2021

То:	Committee of the Whole	Date:	February 4, 2021
From:	Karen Hoese, Director, Sustainable Planning and Community Development		
Subject:	Development Variance Permit Application and 1289 Gladstone Avenue	No. 00249 1	or 1260 Grant Street

# RECOMMENDATION

That, subject to a formal response from the School District consenting to the request for Statutory Right-of-Ways on Fernwood Road, Grant Street and Gladstone Avenue, that Council, after giving notice and allowing an Opportunity for Public Comment at a meeting of Council, consider the following motion:

"That Council authorize the issuance of Development Variance Permit Application No. 00249 for 1260 Grant Street and 1289 Gladstone Avenue, in accordance with:

- a. Plans date stamped December 24, 2020.
- b. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
  - i. relaxation to all of the impacted lots for setbacks, site coverage, height, number of storeys and open site space requirements;
  - ii. relaxation to permit building over property lines and a street;
  - iii. relaxation to permit parking spaces on separate lots;
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  - iv. a 0.5m section along the property frontage on Fernwood Road, south of Vining Street.

- d. Submission of a revised Arborist Report and landscape plans, to the satisfaction of the Director of Parks, Recreation and Facilities, in order to assess the impact of the proposals upon trees and specifically including the following information:
  - the applicant must confirm the proposed relocation area of the Pad Mounted Transformer (PMT) and have the project arborist review its impact on trees. The PMT shall be located on school land and the information provided should include the location of any new conduits required, including in the City's Right-of-Way;
  - ii. the landscape plan shall identify two replacement trees for the proposed removal of each bylaw protected tree. Large canopy replacement trees are preferred;
  - iii. include a plant list showing the quantity of new trees proposed, species and size. Clearly identify proposed new trees on the Landscape Plan.
- e. Revised plans illustrating proposed pedestrian improvements and driveway crossing designs that are consistent with the *Highway Access Bylaw* and *Subdivision and Development Servicing Bylaw*, to the satisfaction of the Director of Engineering and Public Works.
- f. The Development Permit lapsing two years from the date of this resolution."

# LEGISLATIVE AUTHORITY

In accordance with Section 498 of the *Local Government Act*, council may issue a Development Variance Permit that varies a *Zoning Regulation Bylaw* provided the permit does not vary the use or density of land from that specified in the *Zoning Regulation Bylaw*.

# EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Variance Permit Application for the property located at 1260 Grant Street and 1289 Gladstone Avenue (Victoria High School). The application proposes a number of variances associated with additions and seismic renovations to the existing school and the construction of a future daycare.

The majority of the variances are required due to the school being located on multiple lots and are related to setbacks, site coverage, open site space, buildings being located on lot lines and parking being located on separate lots. In addition, the application seeks a height variance to support new stairwells associated with the seismic upgrades and a parking variance.

The following points were considered in assessing this application:

- the proposal is consistent with the *Official Community Plan*, 2012 (OCP) that recognizes the importance of schools and their role in creating a complete community
- the proposal is consistent with the *Fernwood Neighbourhood Plan* which seeks the improvement of educational services in the community
- additional information is required to assess the impact of the proposal upon bylaw protected trees
- the proposed variances are generally supportable and would not have a negative impact on neighbours or the wider neighbourhood.

# BACKGROUND

## **Description of Proposal**

The application proposes a number of variances associated with additions and seismic renovations to the Victoria High School and the construction of a future daycare. Specific details include:

- a two-storey addition to the east face of the previous building addition
- a landscaped outdoor teaching space on the roof of the two-storey addition
- two, four-storey stairwells on the north face of the original school building
- a future daycare space
- reconfigured surface parking areas
- landscape improvements adjacent to the parking areas and main school entrance.

The proposed variances are related to:

- setbacks, site coverage, open site space, buildings located on highway and lot lines and parking on adjacent parcels, as a result of the school site consisting of multiple lots
- relaxing the building height and number of storeys
- relaxation of required parking from 283 stalls to 149 stalls
- allowing a roof deck to support an outdoor teaching space.

#### Sustainability

The applicant has indicated the following sustainability features will be provided in association with this proposal:

- Renovations take advantage of embodied carbon and reduce the demand for virgin materials. Vic High is built of quality brick, stone, concrete and terra cotta structure which creates a strong shell for the building. Upwards of 11% of carbon emission in a building are due to 'upfront' carbon, or what is associated with materials and construction processes to construct a new building. The work at Vic High reduces the carbon associated with construction by reusing the building shell.
- Construction includes the salvage of original interior building features to reduce the need for virgin materials. Heritage slate chalkboards, marble partitions, radiators, wood doors and trim and casework will be reused or repurposed throughout the school.
- Construction may include the use of CarbonCure concrete, a Canadian technology that injects carbon dioxide into concrete. The carbon dioxide then becomes chemically converted into Calcium Carbonate and sequestered permanently. Each cubic yard of concrete sequesters approximately 25lbs of CO<sub>2</sub>.
- Complete replacement of lighting throughout the heritage school and much of the 1950 art wing addition to new LED lighting.
- Complete replacement of all mechanical systems in the school. The existing heating plant of steam boiler system (with roughly 50-60% efficiency) in the basement will be replaced with new condensing natural gas boilers with 90-95% efficiency. This will reduce the overall gas usage of the school.
- Existing ventilation systems will be replaced by heat recovery ventilators with 80-85% heat recovery efficiency. This will reduce heat required for ventilation air and electric energy to fans as systems are running only when building is occupied.
- Complete replacement of plumbing throughout the heritage school and all new plumbing

fixtures will be low-flow fixtures to reduce both cold and hot water use.

- Replacement of all classroom windows with double pane thermal argon filled windows. New windows will significantly reduce energy loss in the heritage school. The School District is currently finalizing funding for window replacement and restoration on the original school building, which still uses the original single pane windows.
- Energy modeling of the new addition was used to look at glazing combinations and using different types of glass, including insulated glazing panels, as well as combinations of standard double glazed and ultra-thermal performance double and triple glazing.

# Active Transportation

The application proposes the following features which support active transportation:

- 20 long term bike racks within an enclosed structure
- 180 short term bike racks
- shower facilities for staff and students
- pedestrian connections to the 8m wide Greenway which is planned to be constructed to the west and associated with the proposed Capital Region District (CRD) Housing project.

In addition to the above staff are seeking to secure Statutory Right of Ways (SRWs) to support pedestrian sidewalk improvements on Grant Street, Fernwood Road and Gladstone Avenue, to support the high volume of pedestrians in the area and improve accessibility in the built environment. Staff are also working with the applicant on the establishment of a new accessible bus stop with a new shelter on Fernwood Road, located closer to the school entry, to support public transit use.

# Public Realm

Frontage works have been requested in association with this Development Variance Permit and further details are provided in the Analysis section of this report.

# Accessibility

The applicant has indicated the following accessibility features will be provided in association with this proposal:

- increased accessible parking from two to five stalls, of which one stall will be oversized for van parking and two of the new stalls will have dimensions that are in line with the latest accessible parking designs currently under development
- a new accessible entrance will be provided from Fernwood Road
- improved accessible access from the Grant Street entrance including maintaining auto door opener, removal of vestibule doors and addressing exterior ramp as required
- a new elevator to serve all floors of the school, including a gymnasium and Fairey Tech level, will be provided
- an accessible changeroom and showers will be provided at the gymnasium level
- a 16m<sup>2</sup> personal care room will be provided on level two and will include a gantry lift system, adult sized change table, accessible toilet and sink, oversized accessible shower and storage room with charging area for a wheelchair
- a 31m<sup>2</sup> sensory room will be provided on level two
- accessible stations will be provided in specialty classrooms including Foods, Chemistry and Biology

- non-gender segregated changing rooms and showers provided at the gymnasium level
- non-gender segregated washrooms will be provided on every level of the school.

# Existing Site Development and Development Potential

The site is presently occupied by Victoria High School.

Under the current R-2 Zone, Two Family Dwelling District, the property could be developed with duplexes or single-family dwellings (with secondary suites) on multiple lots or a range of public buildings could be accommodated on the site.

# Data Table

The following data table compares the proposal with the existing R-2 Zone. An asterisk is used to identify where the proposal does not meet the requirements of the existing Zone. Due to the fact that the building straddles numerous lots and a highway the proposal appears to be inconsistent with several siting requirements and, as evident in the table below, it is challenging to present zoning information in a meaningful way. The majority of variances are technical in nature and already in existence. Key changes that would have an outwardly noticeable appearance include the four-storey stairwell additions, single-storey and two-storey additions (mainly visible from Fernwood Road to the east) and reconfigured site parking to the rear (west) of the school.

Zoning Criteria	Proposal	Existing R-2 Zone
Density (Floor Space Ratio) – maximum	N/A	0.5:1
Height (m) – maximum	>11*	11
Storeys – maximum	>2.5*	2.5
Site coverage (%) – maximum	>40*	40
Open site space (%) – minimum		
Open site space	<30*	30
Minimum (rear yard)	<33*	33
Setbacks (m) – minimum		
Front	<7.5*	7.5
Rear	<10.7 or 35% of lot depth*	35% of lot depth or 10.7

Zoning Criteria	Proposal	Existing R-2 Zone
Side	<3 or 10%*	10% or 3
Side	<1.5 or 10%*	10% or 1.5
Combined side yard	<4.5*	4.5
Building over property line	Yes*	Not permitted
Roof deck	Yes*	Not permitted
Parking – minimum	149*	283
Parking location	On separate lots*	Not permitted on separate lots
Bicycle parking stalls – minimum		
Short Term	180	13
Long Term	20	2

## **Community Consultation**

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, on December 8, 2020, the application was referred for a 30-day comment period to the Fernwood CALUC. At the time of writing this report, a letter from the CALUC had not been received.

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

# ANALYSIS

#### Official Community Plan

The proposal is consistent with the *Official Community Plan, 2012* (OCP) which includes policies that support schools and recognize the importance of their role in creating complete communities.

#### Fernwood Neighbourhood Plan

The proposal is consistent with the *Fernwood Neighbourhood Plan* which seeks the improvement of educational services in the community.

# Tree Preservation Bylaw and Urban Forest Master Plan

The applicant has submitted an Arborist Report for the site in conjunction with a concurrent Tree Permit Application. Revisions to the report and to the landscape plan are required and must include the following information:

- the proposed relocation area of the Pad Mounted Transformer and its impact on trees
- two replacement trees shall be identified for the proposed removal of each bylawprotected tree
- a plant list showing the quantity of new trees proposed, species and size.

The staff recommendation includes wording requiring that this information be provided prior to issuance of the Development Variance Permit.

# Variances

### Setbacks, Site Coverage and Open Site Space

The Victoria High School site consists of multiple lots and a highway that are predominantly in the R-2 Zone, Two Family Dwelling District, resulting in each individual lot having setback, site coverage and open site space requirements. Similar to the existing buildings on site, the proposed building additions would not comply with these *Zoning Regulation Bylaw* requirements and the proposal results in multiple variances. The proposed setback, site coverage and open site space variances are considered supportable as, in the opinion of staff, they are largely technical in nature and would not negatively impact neighbours or the wider community.

Working with the applicant it has been determined that rather than identify each individual setback, site coverage and open site space variance associated with each impacted lot, which would be numerous, a simpler approach is to vary General Regulation 14(2)(b) of the *Zoning Regulation Bylaw*. This regulation states that buildings and structures in a zone must comply with the maximum and minimum requirements for floor area, floor space ratio, height, number of storeys, setbacks and site coverage.

#### <u>Height</u>

The existing zoning limits the maximum building height for a school to 11m and the number of storeys to 2.5. The existing school is four storeys and 23.6m in height, and the proposal seeks two separate stairwell additions on the north side of the existing building which are both 4 storeys and approximately 17.3m in height. These additions are required as part of the seismic upgrade of the existing building and would not exceed the eaves height of the existing building.

While clearly visible to the north of the site, the stairwell additions are a critical part of the seismic renovations, would be located approximately 70m from the closest neighbouring property and are not deemed to have a significant impact on the heritage building (this is further discussed in the Heritage section of this report below). The proposed height variance is therefore considered supportable.

It is also proposed that General Regulation 14(2)(b) be varied to allow the height variance. However, it should be noted that, as a condition of the Development Variance Permit, development must be carried out in accordance with the submitted plans. This prevents the applicant from building over the permitted height of 11m anywhere else on the site without further Council approval.

## Building Over Lot Lines

Due to the circumstances of the site consisting of multiple lots, further variances are required to allow the building additions to be located over lot lines and a highway. Again, these variances are technical in nature and the additions would not negatively impact neighbours or the wider community.

In this instance, General Regulation 19 of the *Zoning Regulation Bylaw* would be amended to allow the requested variances associated with building over the lot line.

#### Parking

The application proposes a parking variance from 283 stalls to 149 stalls. The applicant has pointed out that the City calculates parking for schools based on floor area and, while this may result in an accurate parking demand for other schools, particularly new schools, the existing Victoria High School is relatively unique in that it has large underutilized storage and service areas, two full size gymnasiums, an auditorium and other spaces which, in this case, result in a parking requirement that perhaps does not accurately reflect the intensity of use within the school space. As such, the applicant has provided a parking study (attached) to estimate the demand for on-site parking at the subject site based on the proposed scope of the addition. This study concludes that between 150 and 160 parking stalls would address on-site parking demand associated with the proposed additions.

The applicant is proposing that 149 vehicle stalls be provided and that additional bicycle parking facilities and end-of-trip showering facilities be supplied to offset the shortfall in on-site parking stalls. City staff support these measures and have also determined that further work, specifically off-site improvements to support pedestrian connectivity and accessibility in and around the site, would be beneficial to further support the proposed parking variance. As such, staff have negotiated for SRWs to be registered on title, to support the following:

#### • Gladstone Avenue

There are currently existing sidewalks, curbs, and a portion of the roadway located on the Victoria High School site. To rectify and ensure the City can continue to maintain and provide public access to these areas, an SRW of approximately 6.1m has been requested. This proposed SRW will capture the existing portions of the roadway, curb and sidewalk that are currently located on the school site and enable enhancements of the sidewalk including its widening and the introduction of a new landscaped boulevard. This work would be done as a part of the frontage improvements with the project.

#### • Grant Street

An area of approximately 3.9m is requested as part of an SRW to undertake pedestrian enhancements on Grant Street adjacent to the School. This would align with an SRW and new sidewalk being provided by the proposed Capital Region District (CRD) Housing project to the west of the school at 1209/1230 Grant Street, capturing the existing portions of the sidewalk currently located on the school site and providing space for a widened sidewalk and new landscaped boulevard. This work would be done as a part of the frontage improvements with the project.

#### • Fernwood Road

To enable pedestrian and public transit enhancements on Fernwood Road, an area of approximately 2.9m is requested as part of an SRW north of Vining Street. This space will be used to locate an accessible transit shelter and bus stop in front of the

school. Beyond the shelter, an area of approx. 0.9m will enable the widening of the sidewalk up to the Belfry Theatre. City staff will recommend that BC Transit provide the new shelter for this location as a part of the City's / BC Transit annual shelter partnership program. A collaborative process will support a sidewalk design that addresses the existing features in this area, such as basketball courts.

South of Vining Street, an area of 0.5m is also being requested to enable widening of the sidewalk. The original request was for 1.5m of space, however the School District was concerned about perceived loss of greenspace in this area. A more modest 0.5m SRW will improve the existing conditions by removing barriers for people with disabilities and help service additional pedestrian traffic associated with the proposed school expansion.

The areas identified above are illustrated in a proposed SRW plan attached to this report.

The City has received confirmation from the School District that they are in agreement, in principle, to enter into the requested SRWs, however, this agreement requires final approval from the School District Board.

Subject to the applicant formally agreeing to work with the City to register the aforementioned SRWs, staff consider that the proposed variance is supportable. If the School District does not consent to this request, then staff will work with the School District to identify other potential Transportation Demand Management measures that could be employed at the site to offset the demand for off-street parking and provide an update to Council prior to the Opportunity for Public Comment.

It should be noted that the applicant has indicated that a daycare will be provided on site at some point in the future which will also generate demand for motor vehicle parking, pedestrian infrastructure and transit facilities. The application includes a parking variance for that daycare based on the anticipated floor area associated with this use, however, details of the final daycare location and design have not been provided (an approximate location of this future building has been indicated on the plans showing a location in the north-east corner of the site). A not-for-profit daycare at this location would not require a Development Permit or Council approval of the final location of such a building or its design.

# Parking provided on separate lots

In addition to the parking stall variance, a variance is also required to allow parking stalls to be located on adjacent lots. Again, this is a supportable variance, which is technical in nature and results from the site consisting of multiple lots.

# Roof deck

The existing site zoning prohibits roof decks. The purpose of this regulation is primarily to avoid overlook and privacy issues in a residential context. The applicant proposes a landscaped roof deck area above the two-storey addition as a space to allow for outdoor classroom learning opportunities. This deck would be located over 60m from the nearest residential property.

The proposed roof deck variance is supportable as it would not result in any negative impacts upon the residential amenity enjoyed by any neighbouring property.

# Heritage

The subject property is listed on the Register of Heritage Properties and the OCP identifies it as a Landmark Heritage Building.

The applicant voluntarily presented their proposals to the Heritage Advisory Panel (HAPL) at its August 11, 2020 meeting. HAPL was generally supportive of the application, with members complimenting the massing, use of materials and overall integration of the proposed addition and stair towers with the heritage building. HAPL members offered the following comments and questions on the proposal:

- The seismic stair towers obscure the frieze band beneath the cornice at the top of the building and should be lowered if technically possible.
- Will the windows on the main building be preserved or replaced?
- The new addition should more clearly reference the design language of Victoria High School, particularly the strong horizontal bands across the façade. The mullions or detailing of the new addition should reference these features.

In response to HAPL's comments the applicant has provided the following revisions and responses:

- The stair towers are seismic elements to transfer the roof load from the attic into the slab over the stair element. Although the intersection of the towers with the frieze band is awkward, the additional height is required for the seismic function of the towers.
- The School District is considering three strategies for window replacement. Two involve restoring the existing windows and the third strategy is to restore the custom windows on the façade and replace only the standardized windows.
- The window mullions and window pattern of the new addition have been revised to create clear horizontal bands across the facade, roughly corresponding to the belt course of Victoria High School.

In staff's opinion, the responses adequately address HAPL's questions and concerns.

Staff also requested that the applicant consider Heritage Designating the property, however, they have confirmed that they are not interested in pursuing this at this time.

# CONCLUSIONS

The proposed application for variances associated with additions and seismic renovations to Victoria High School is consistent with City policy. Subject to the School District Board's formal response to the request for the SRWs, the proposed variances are considered supportable and would not impact the neighbouring properties or the wider neighbourhood.

# ALTERNATE MOTION

That Council decline Development Variance Permit Application No. 00249 for the property located at 1260 Grant Street and 1289 Gladstone Avenue.

Respectfully submitted,

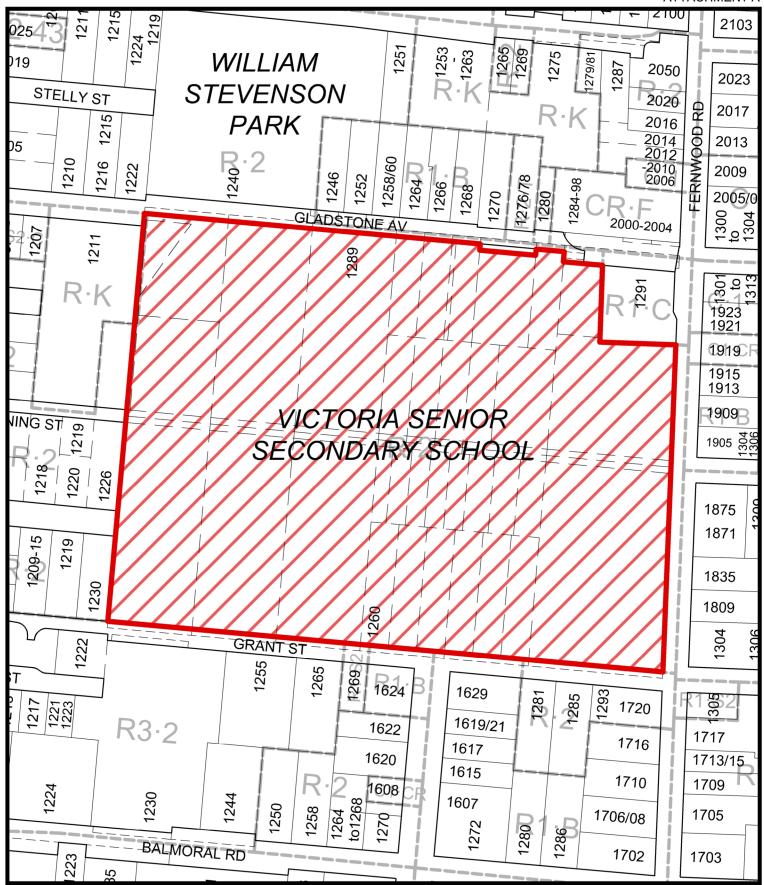
Jim Handy Senior Planner – Development Agreements Development Services Division Karen Hoese, Director Sustainable Planning and Community Development Department

# Report accepted and recommended by the City Manager.

# List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans Date Stamped December 24, 2020
- Attachment D: Letter to Mayor and Council Dated November 27, 2020
- Attachment E: Parking Study Dated July 13, 2020
- Attachment F: Requested Statutory Rights of Way.

ATTACHMENT A





1260 Grant Street & 1289 Gladstone Avenue Development Variance Permit No.00249



#### ATTACHMENT B

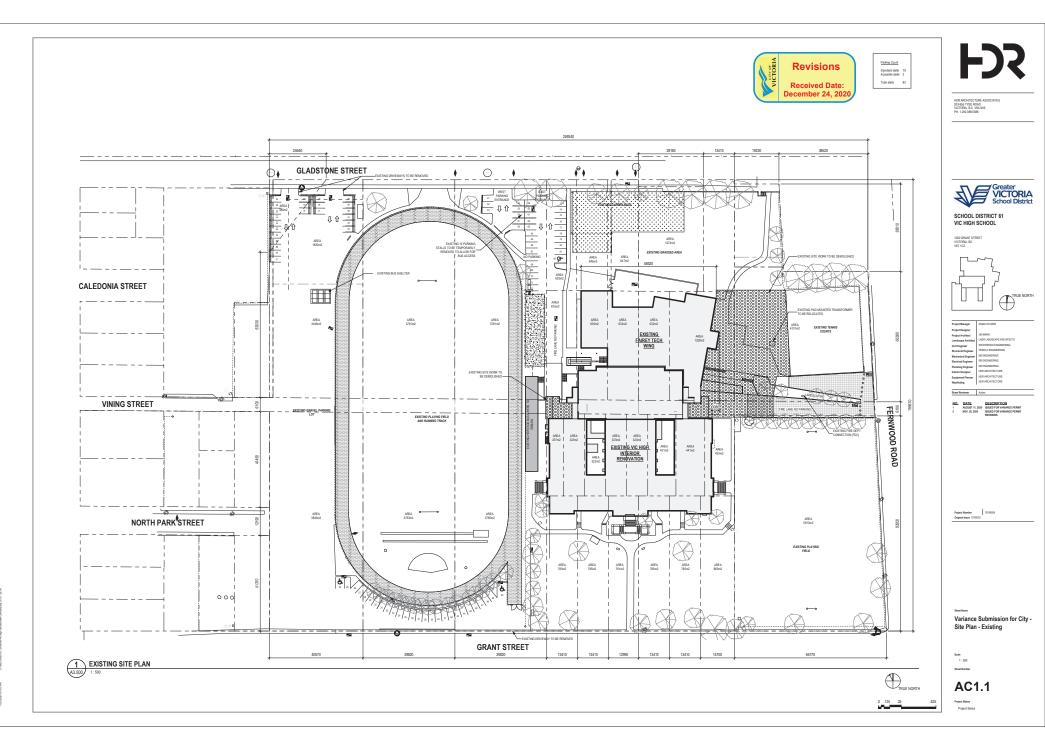


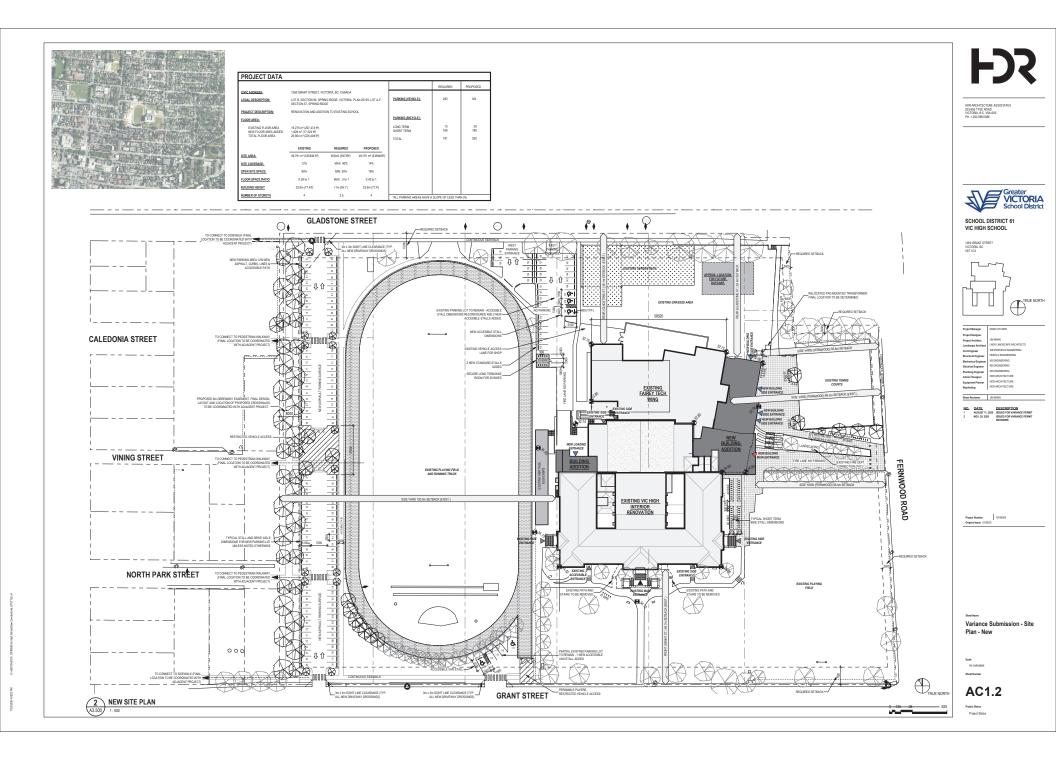


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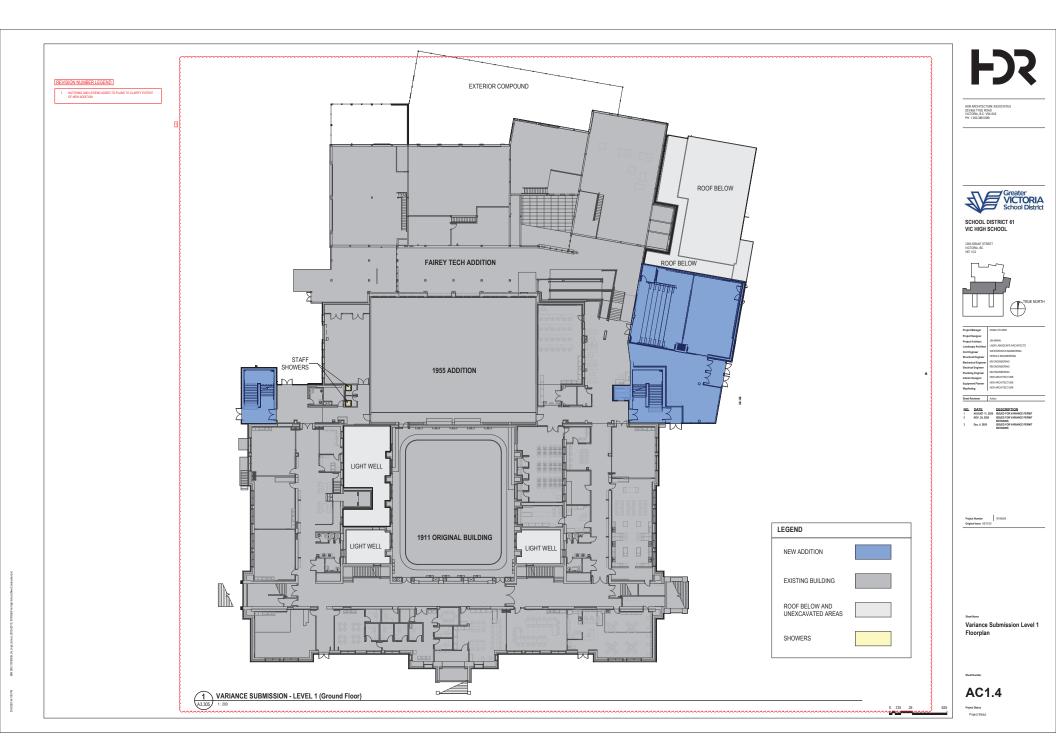


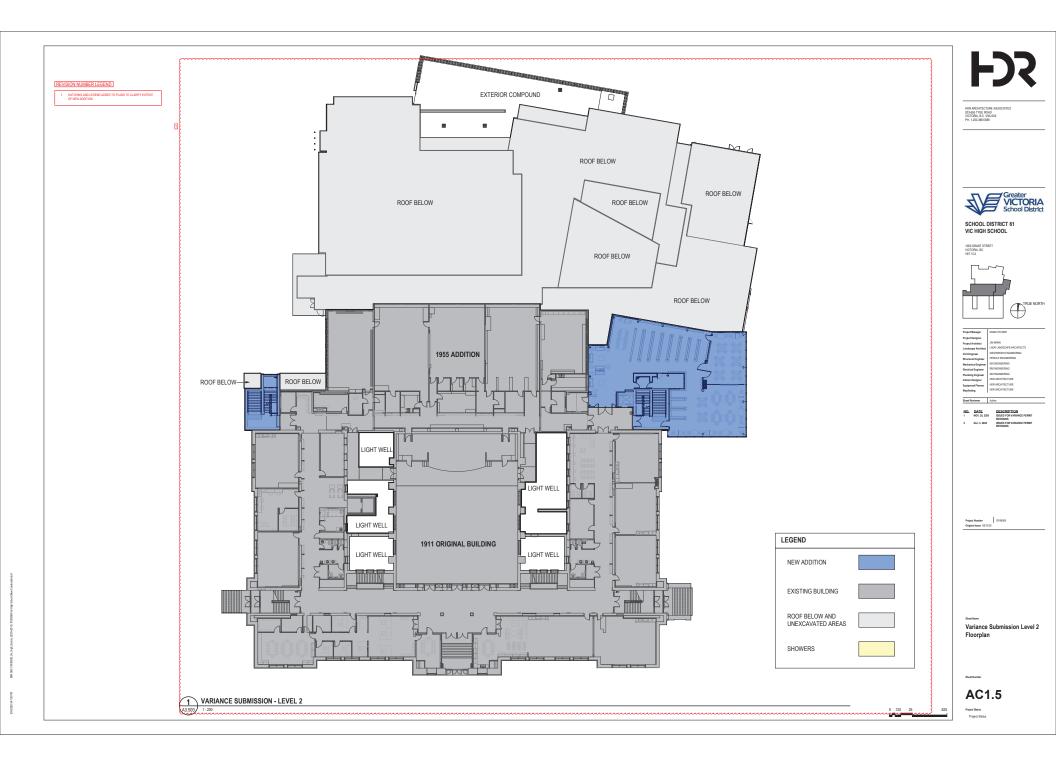
# ATTACHMENT C

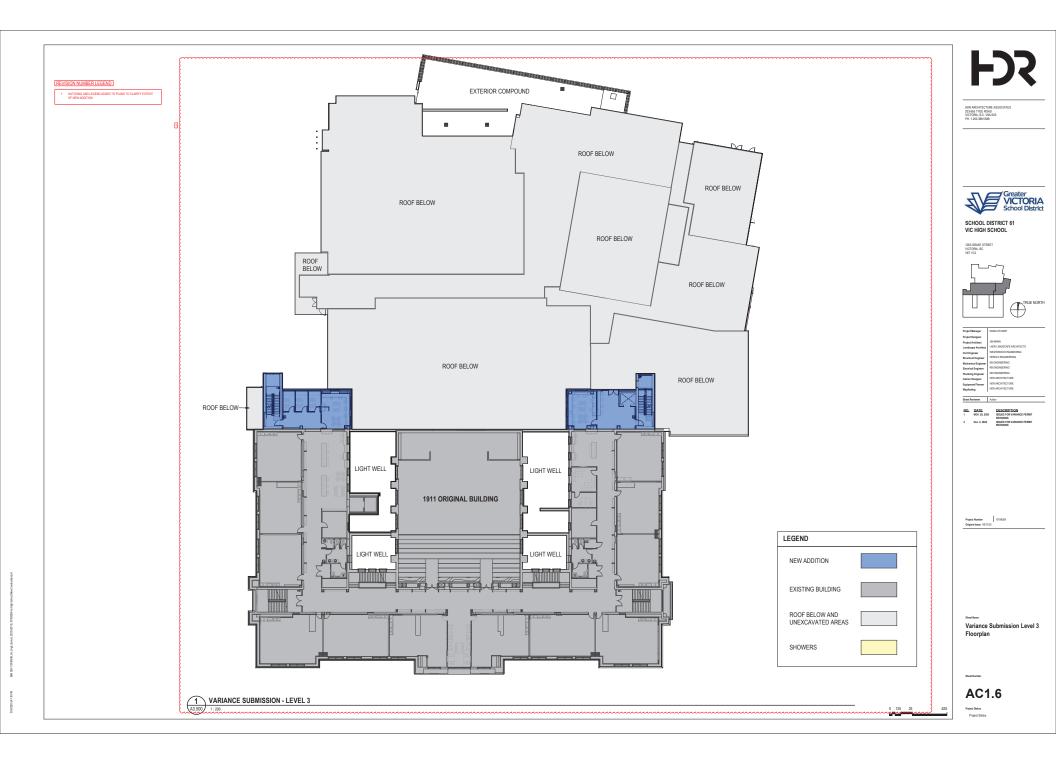


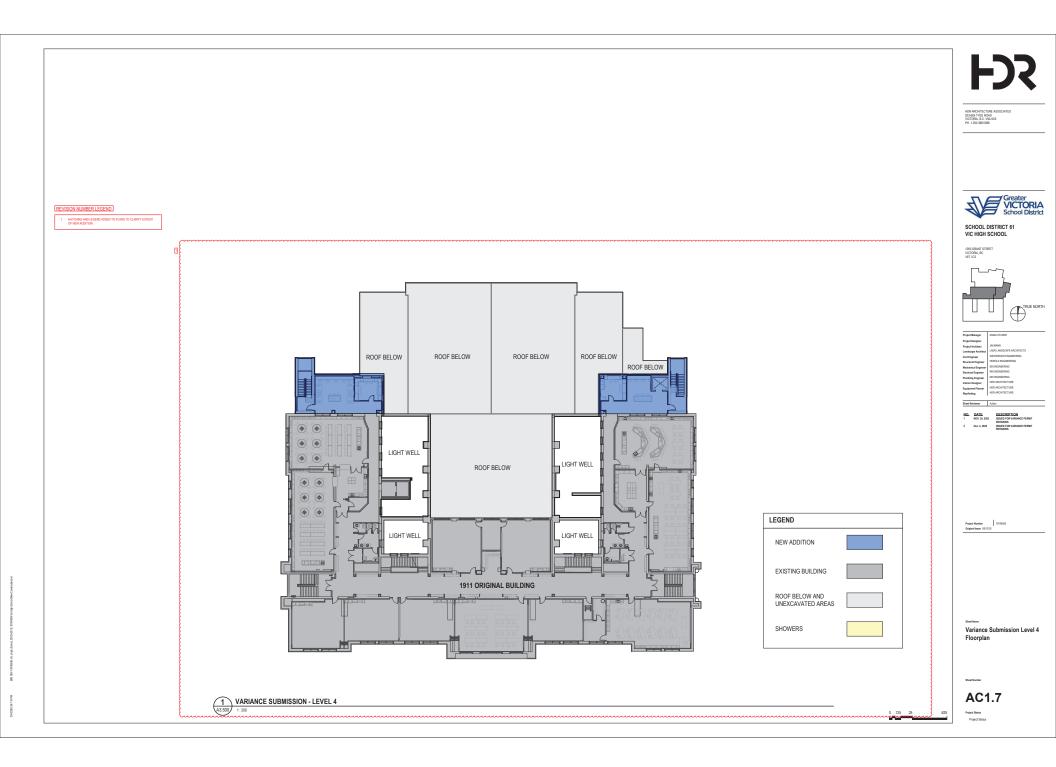


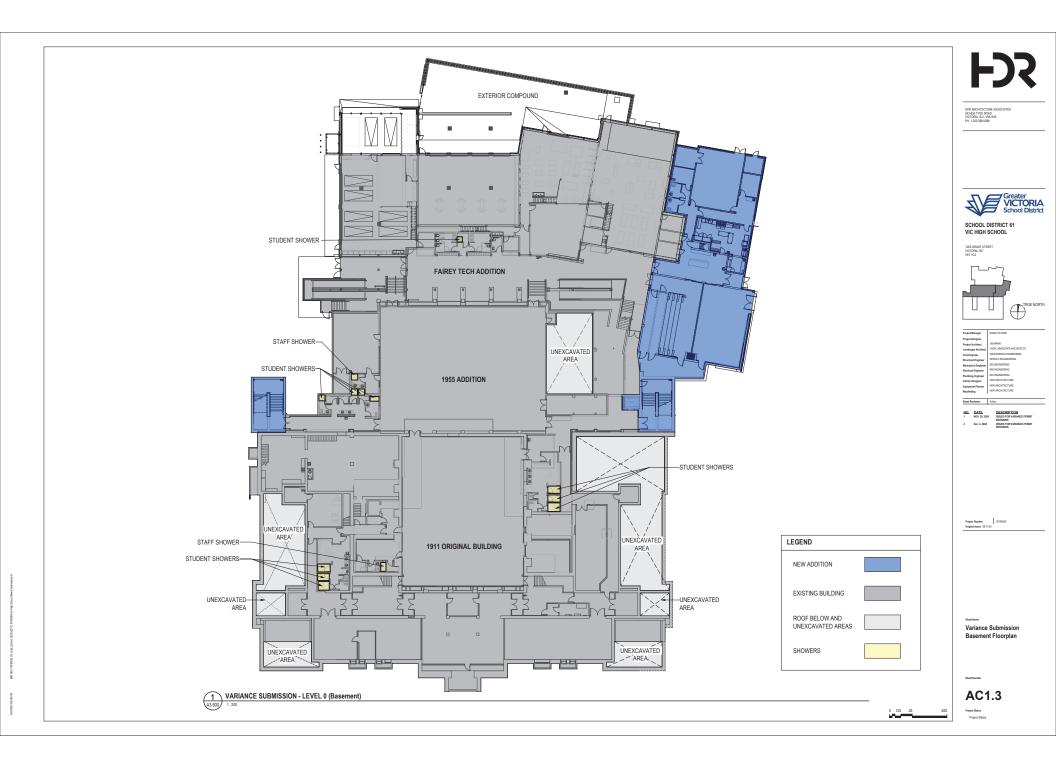


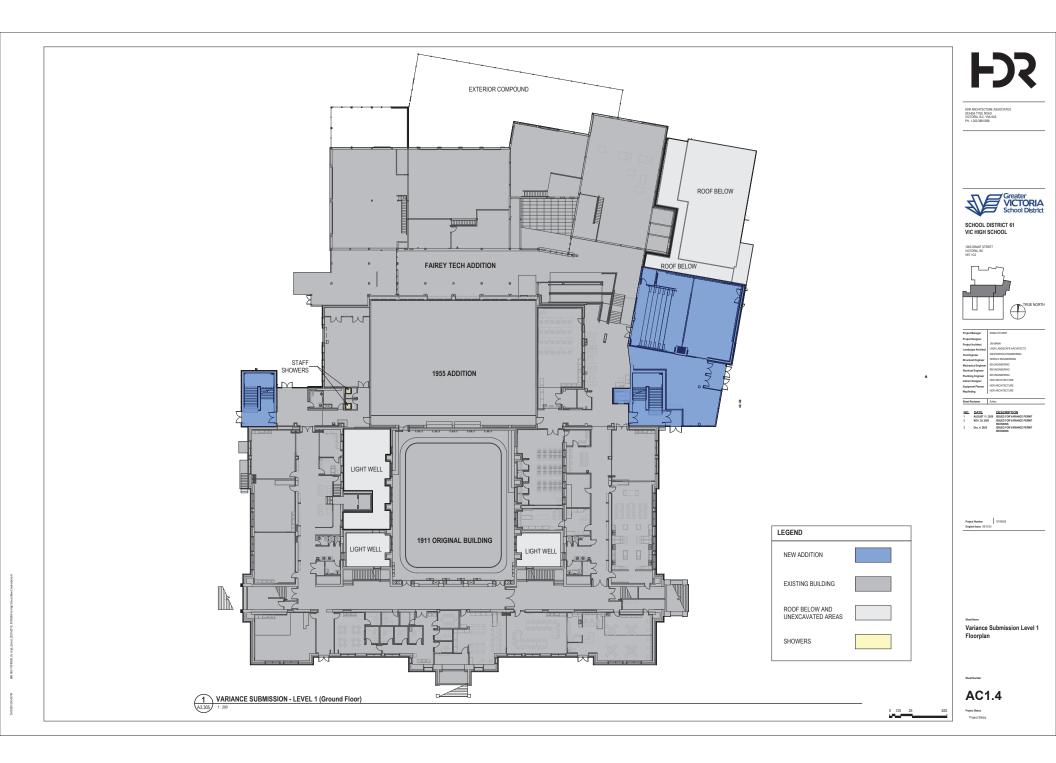




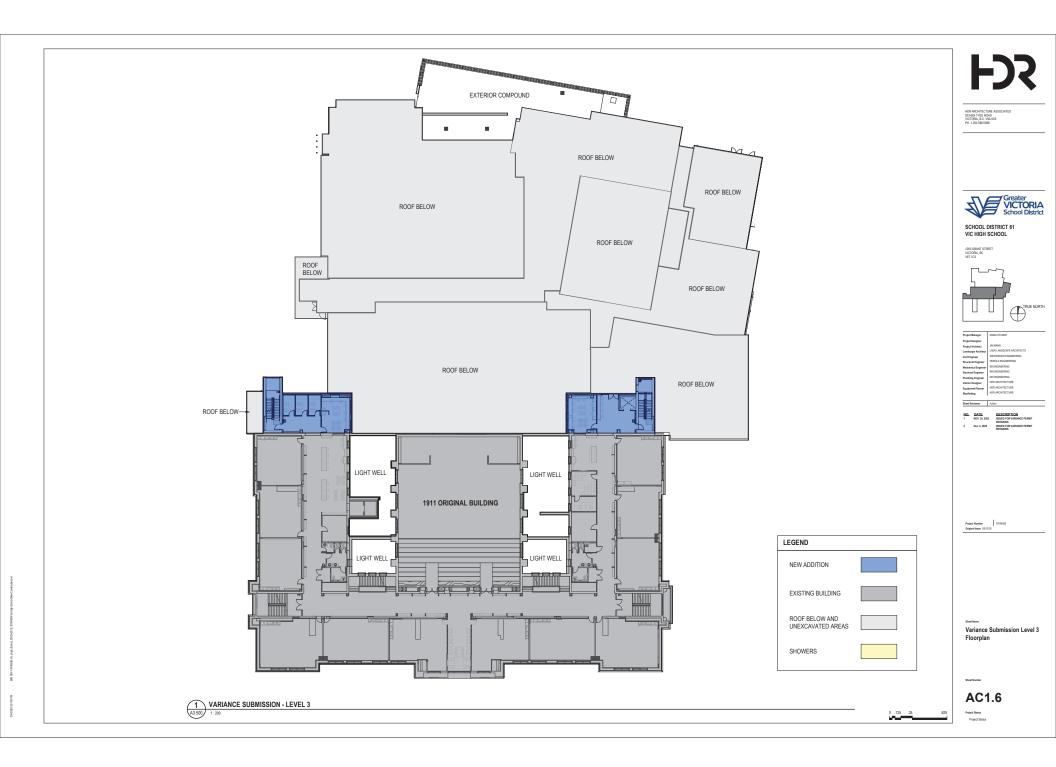


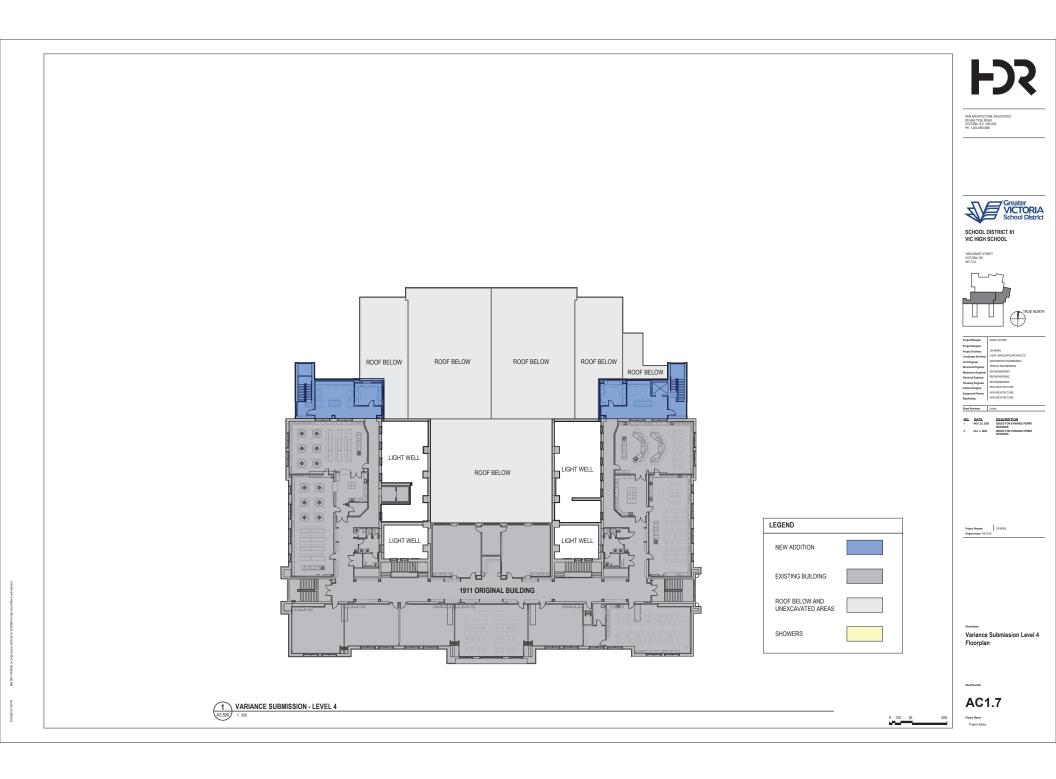


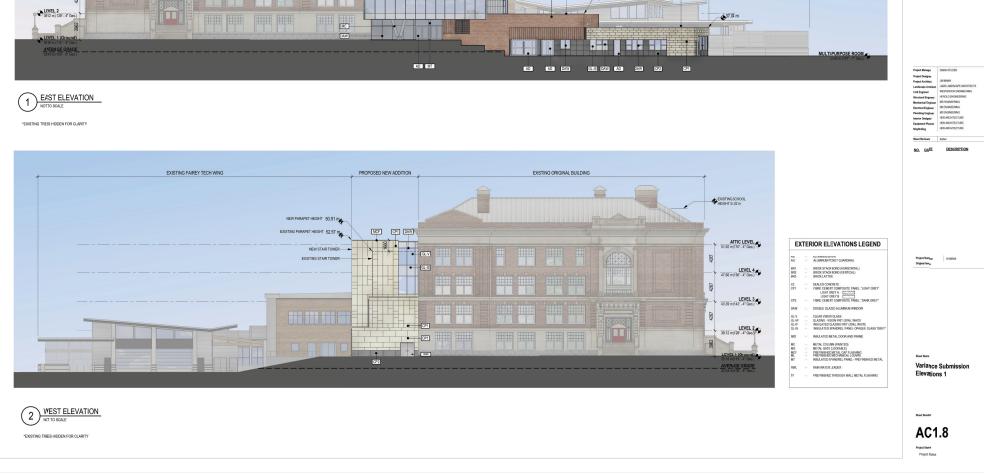


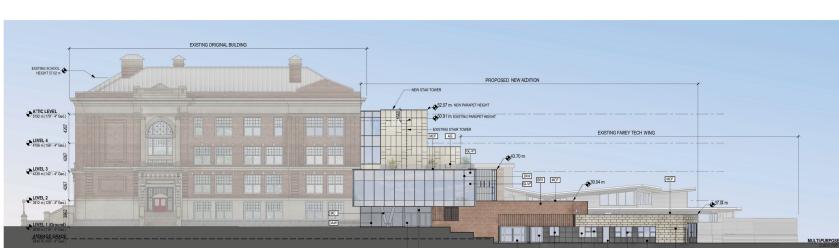












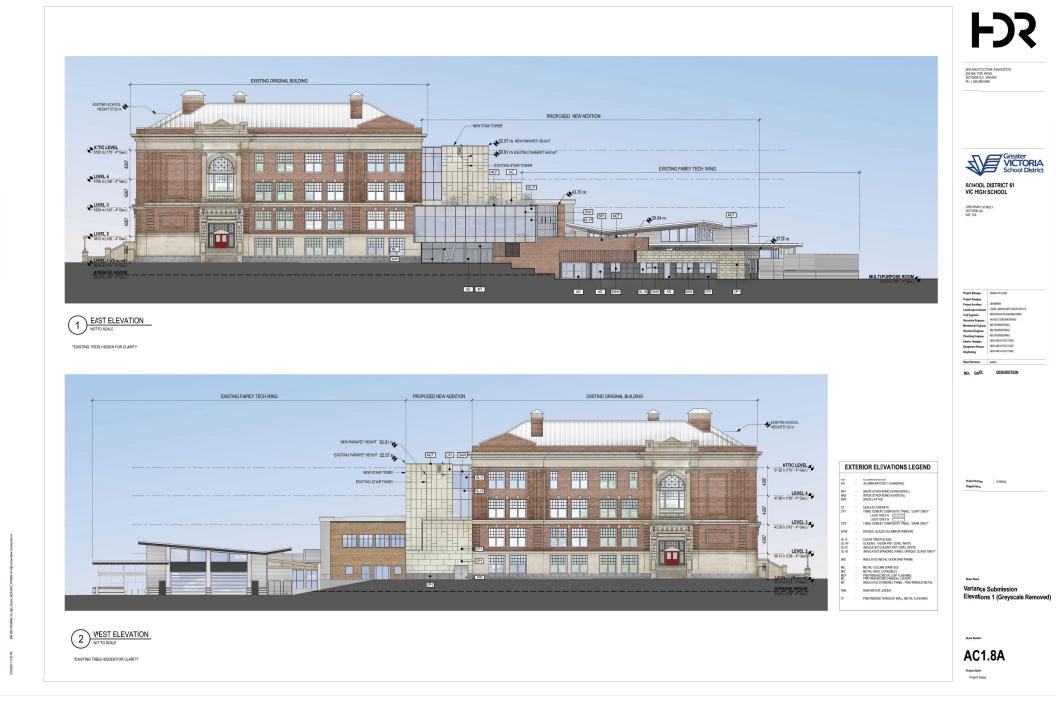
Greater VICTORIA School District

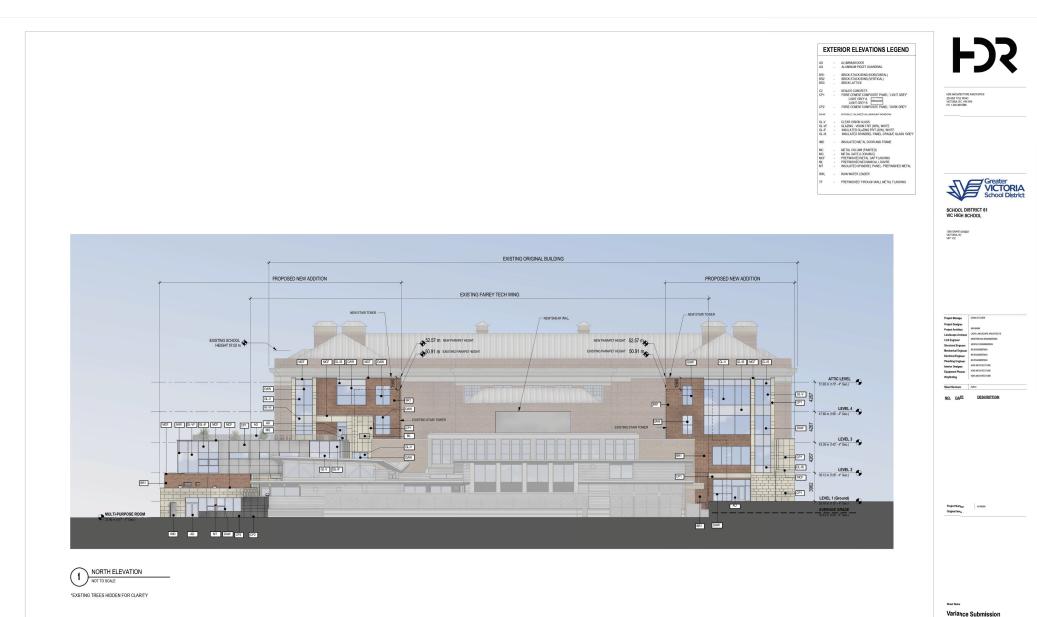
SCHOOL DISTRICT 61

VIC HIGH SCHOOL

1260 GRAMT STREET VICTORIA, BC VIBT 1C2

HDR ARCHTECTURE ASS 203-655 TYEE ROAD VICTORIA, B.C. VIA 605 PH. 1.250.388.5588

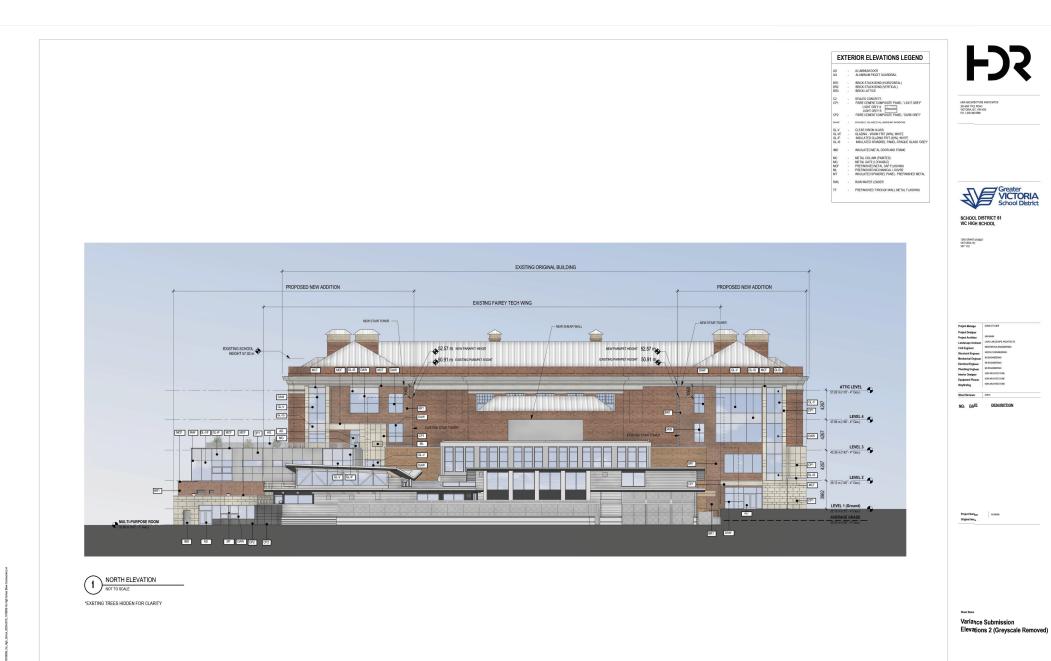




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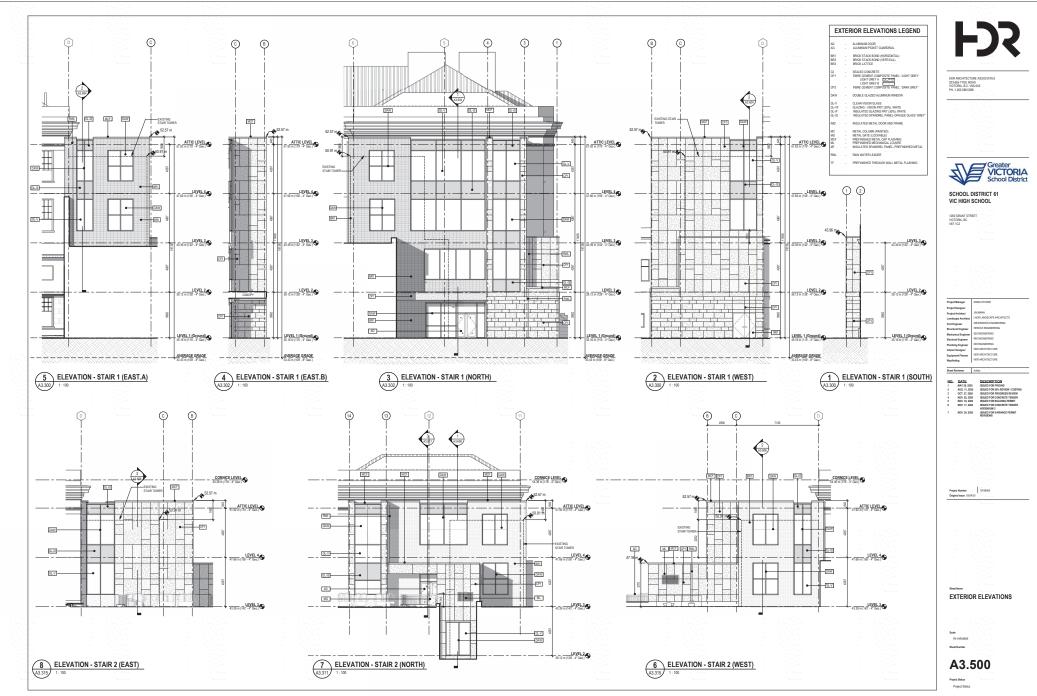
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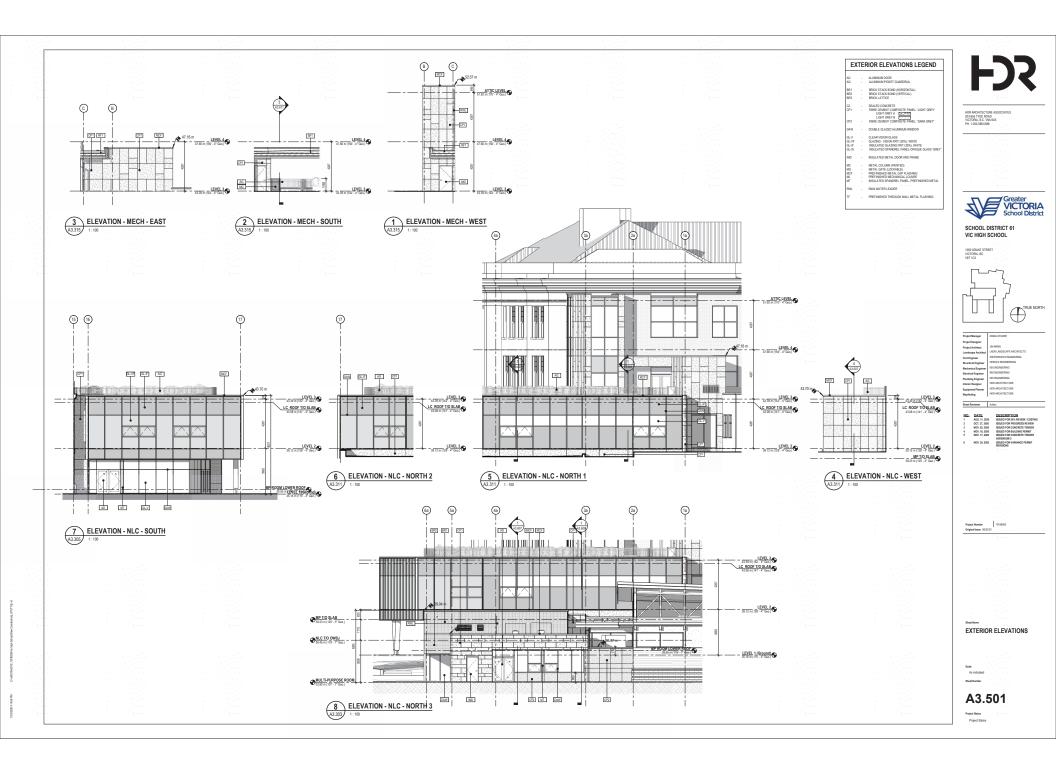
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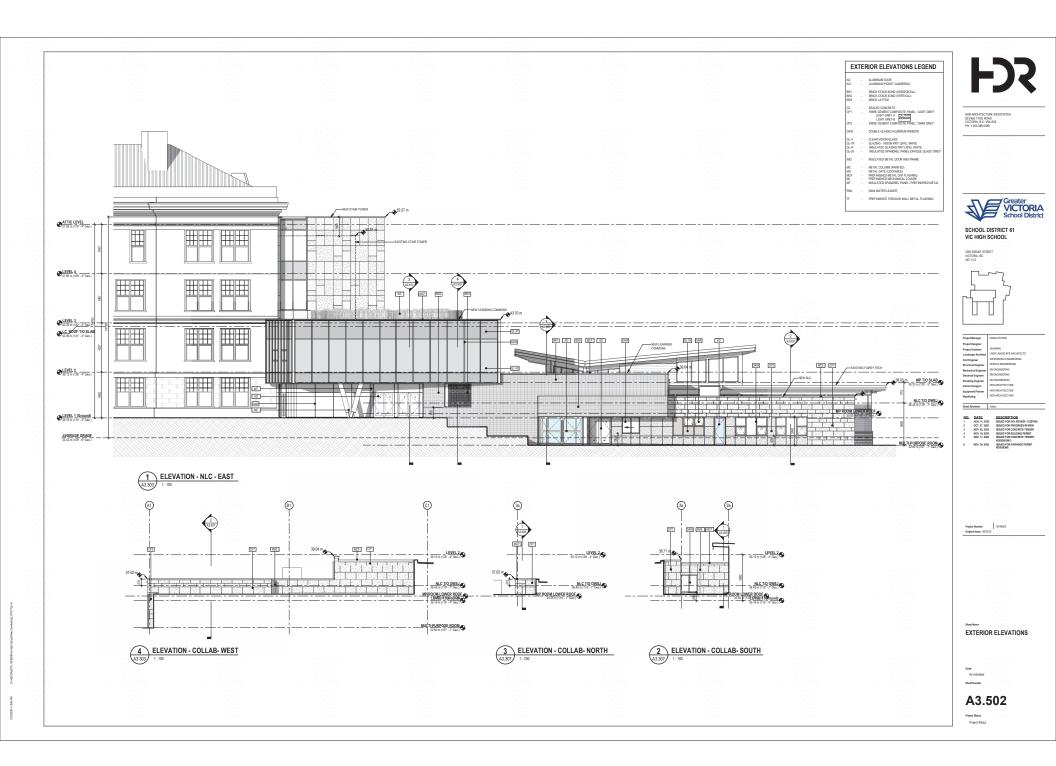


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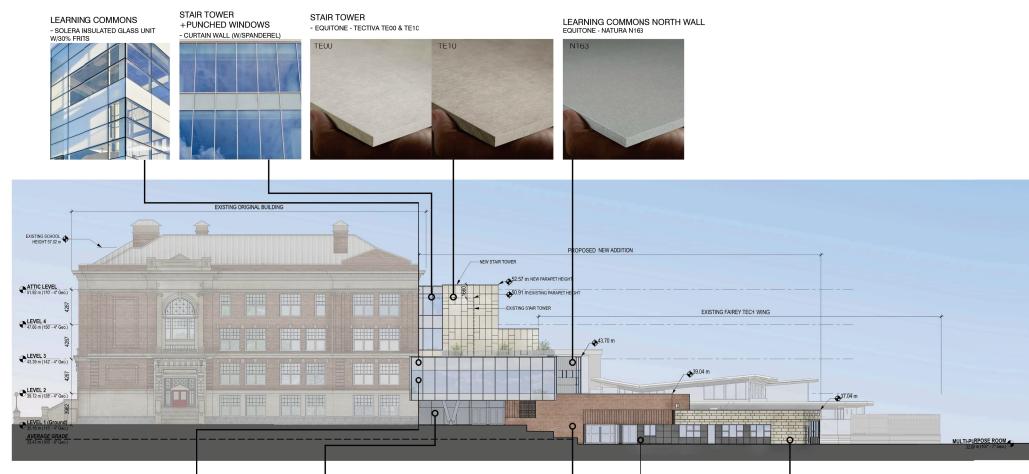






#### **VHS NLC ADDITION - MATERIAL IMAGE BOARD**

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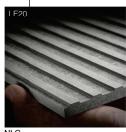
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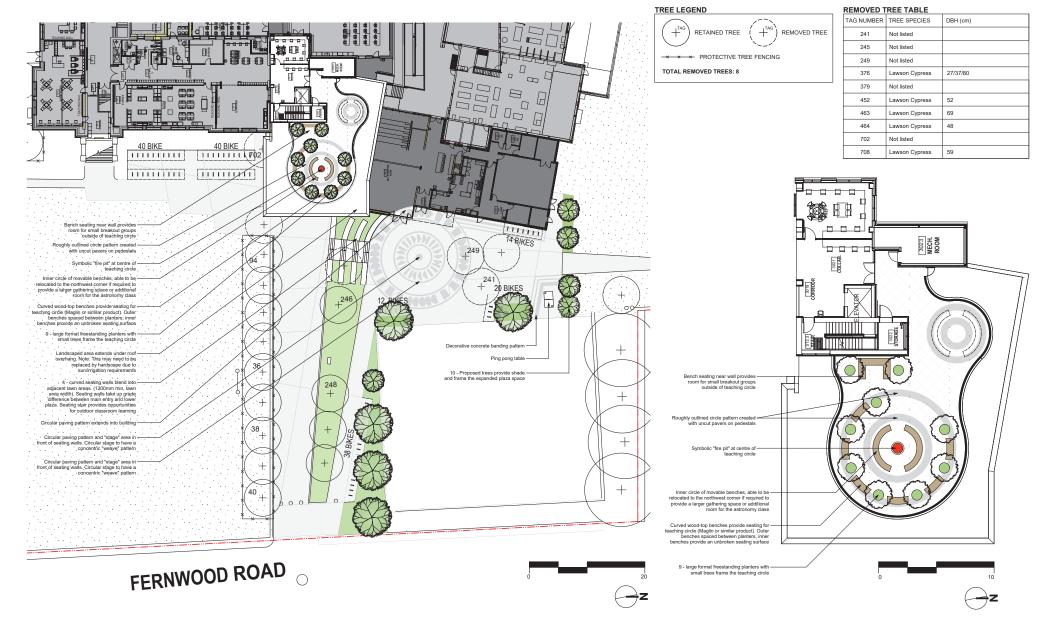
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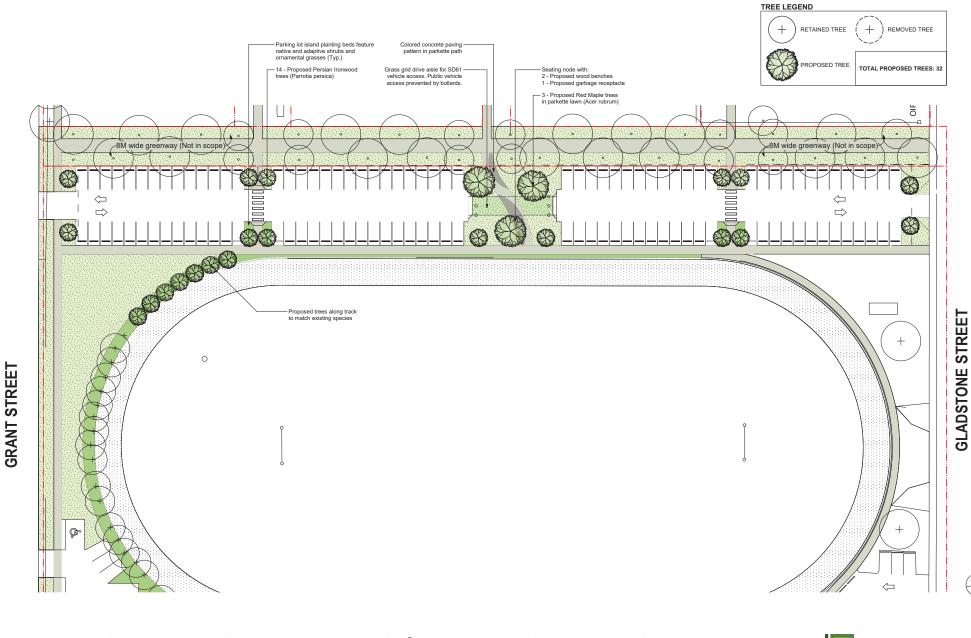


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# **VICTORIA HIGH SCHOOL - ENTRY CONCEPT**



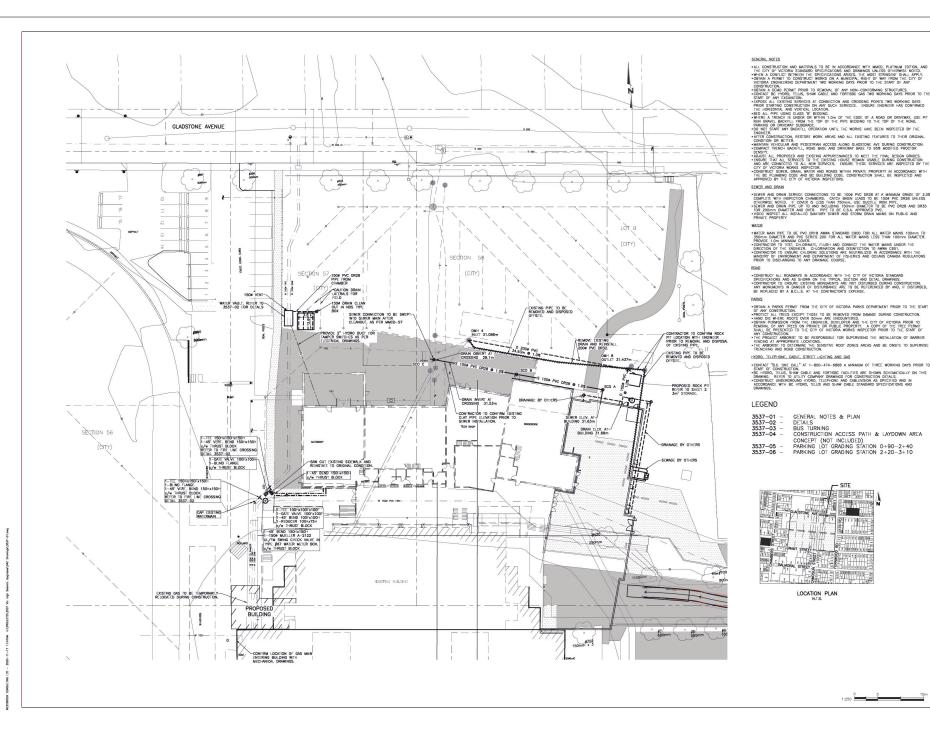




# VIC HIGH - WEST PARKING | LANDSCAPE CONCEPT

Nov 17-20 LADR LANDSCAPE ARCHITECTS #3-864 Queers Ave. Vctoria B.C. V81 IMS princ: (250) 5890105 Fax: (250) 0412-0596

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HDR ARCHITECTURE ASSOCIATES, INC.









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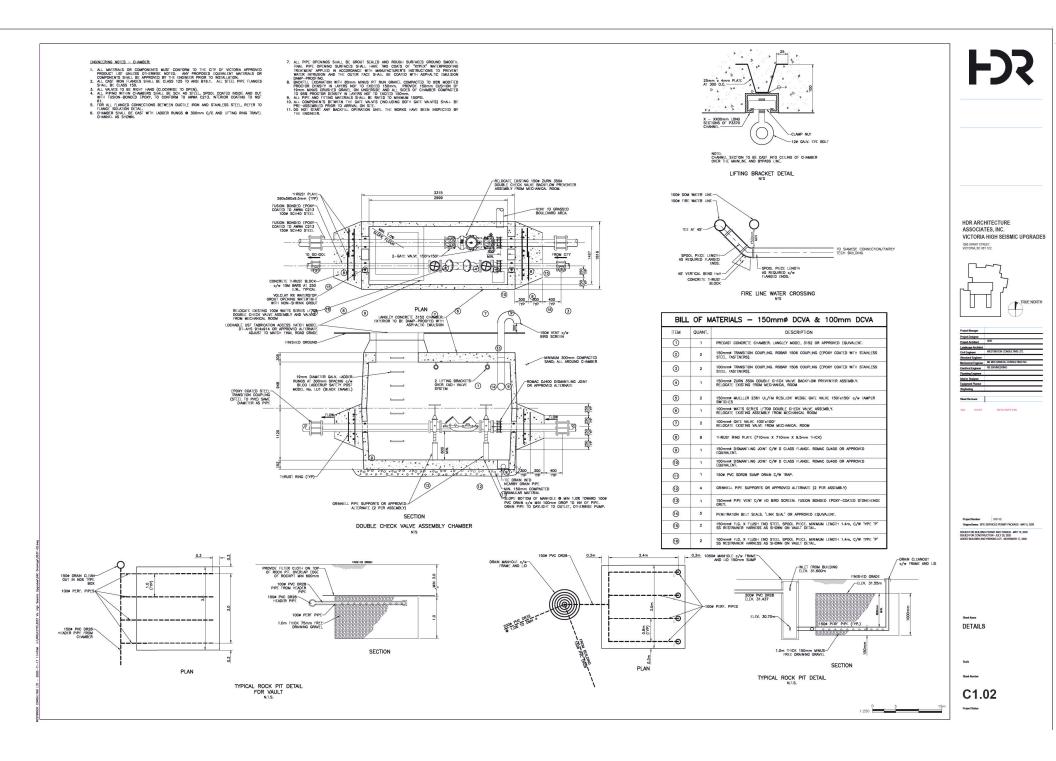
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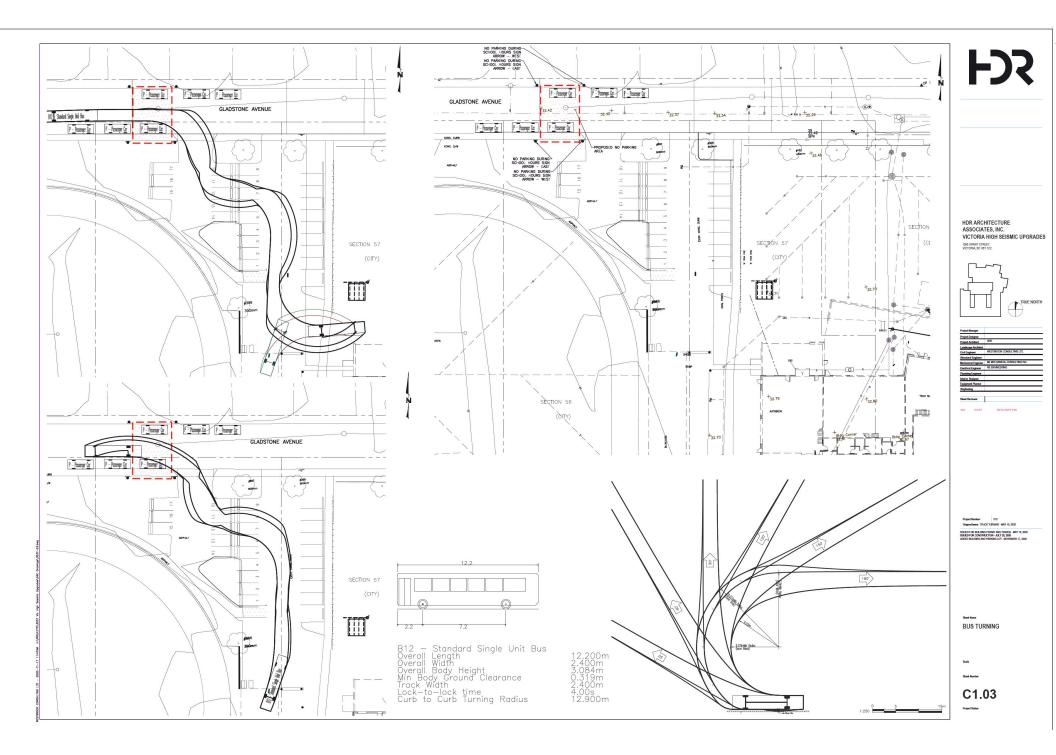
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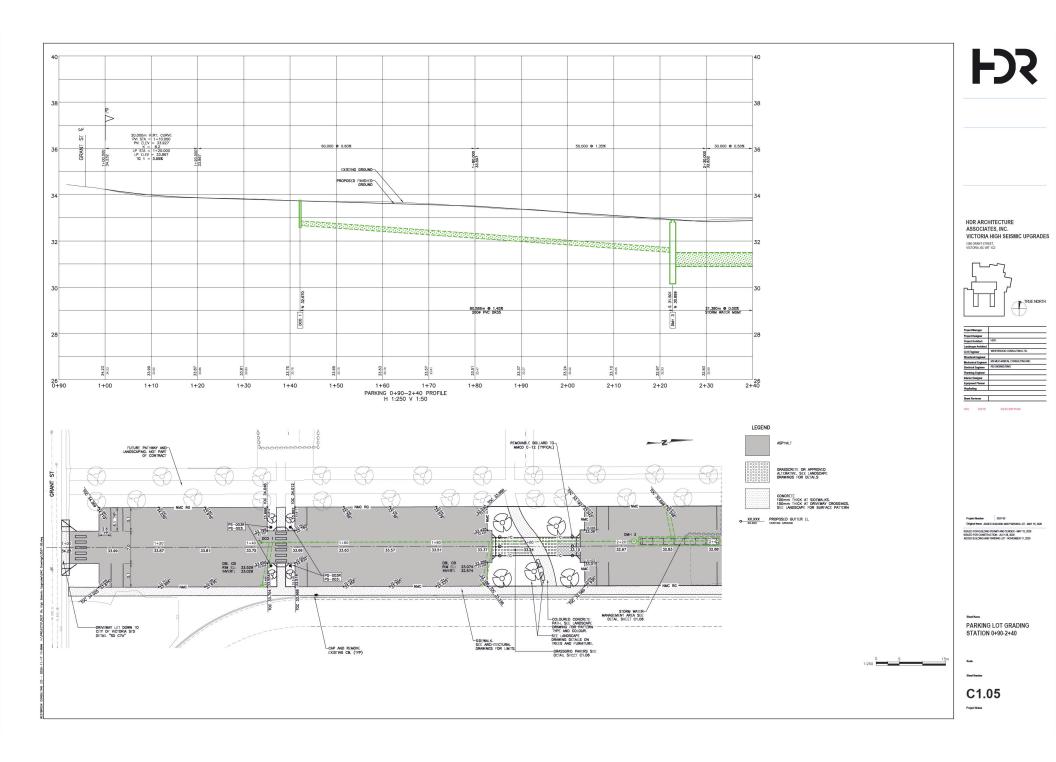
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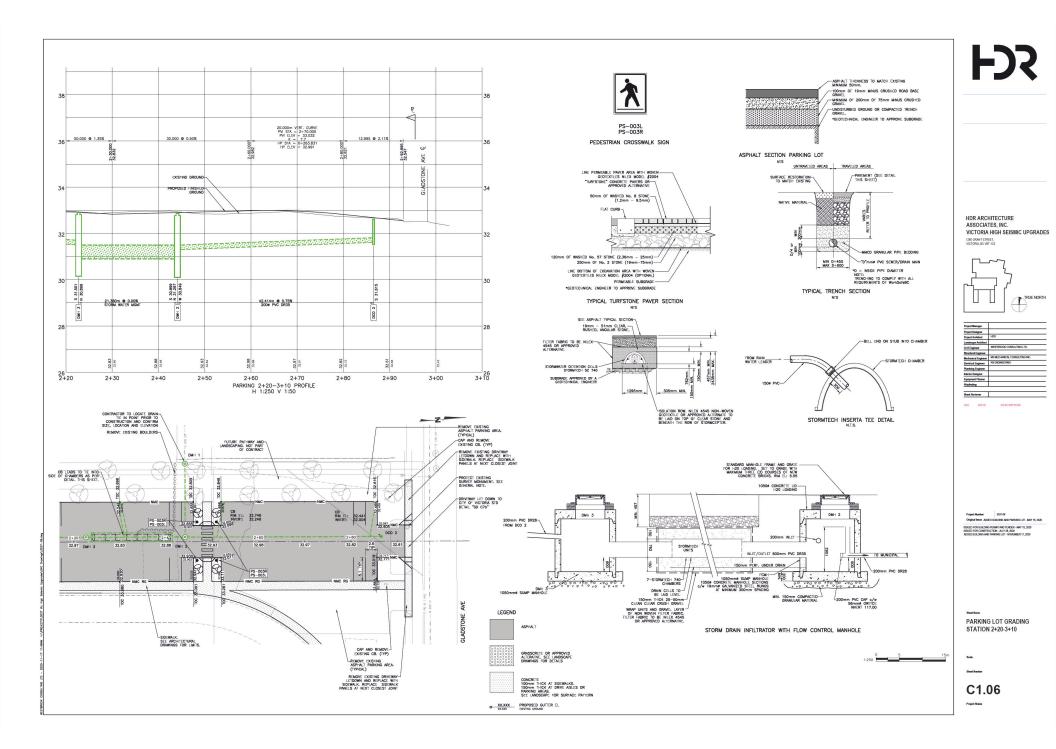
VICTORIA HIGH SEISMIC UPGRADES 1260 GRANT STREET, VICTORIA, BC VIET 1C2

**FX** 









# **F**SS

November 27, 2020 City of Victoria Mayor and Council 1 Centennial Hall Victoria, BC V8W 1P6

#### RE: Renovations and Addition to Victoria High School - Bylaw Variances

Dear Mayor and Council,

We are pleased to present to Council our proposed plans for the Victoria High School Seismic Renovation and Addition and to request approval of five variances to move this project forward. Our team has worked diligently over the last year to create a state-of-the-art, modern school while respecting this cherished heritage building in the heart of Fernwood. The work being carried out at Victoria High School will ensure it survives a major seismic event while preserving the school as both a pivotal institution of secondary education and a piece of built heritage.

Briefly, the variances required for this project are:

- 1. General Regulation 14(2)(b) Relaxation to all the related lots for setbacks, site coverage, height and open site space requirements
- 2. General Regulation 19 Relaxation to permit building over property line and onto closed street
- 3. Schedule C Section 2.2.1 Relaxation to permit parking spaces on separate lots
- 4. Schedule C Section 1.2.1 Relaxation of required parking from 283 to 149 spaces
- 5. R-2 Zone 2.1.4.C Roof deck not permitted.

However, before discussing the variances required for this project, we would like to take the time to discuss the existing building, its historical context and significance, the necessity of the work we are proposing, and how the project will address concerns regarding these variances.

#### Project Background and Historic Significance

The original Victoria High School, designed by architect C. Elwood Watkins, was constructed between 1911 and 1914, as a replacement to an earlier school on another lot which was first established in 1876. In the book titled, *Come Give a Cheer! One Hundred Years of Victoria High School, 1876-1976*, by Peter L. Smith, it has been claimed that Vic High is, "not merely B.C.'s first secondary school" but also, the "oldest public high school west of the Great Lakes". At the time of its construction, Vic High was considered a state-of-the-art school, "incorporating all the best elements of modern school buildings throughout North America."

The purpose-built structure located in the Fernwood Neighborhood, is situated on a parcel of land facing Grant Street and Fernwood Road. The original building consisted of 29 classrooms, an auditorium, gymnasium, cafeteria and other ancillary spaces. There have been two major additions and many

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Registered Architects: Jim Aalders, Architect AIBC, AAA, MRAIC, LEED AP Veronica Gillies, Architect AIBC, FRAIC, LEED AP BD+C Troy Ransdell, Architect AIBC Rod Windjack, Architect AIBC, MRAIC, LEED AP

smaller renovations and upgrades over the years, between 1950 and 2011. In the 1950's an arts wing and second gymnasium with two additional stair towers were added. In the 1970's, fire exits were updated and another set of exit stairs were added to improve exiting from the third and fourth floors. In 2011, the Fairey Tech addition was added to house the autobody, metal shops, wood shops and a concourse space. Currently, the exterior site consists of a running track, spectator bleachers, a student garden, tennis courts, parking lots and green space.

#### Heritage Value and Defining Characteristics

Vic High is a registered institutional heritage building with enormous heritage value, including aesthetic, historic and social values. The following are a small number of character-defining elements that describe the building.

- Primarily constructed of granite, brick masonry and glazed terra cotta units and detailing.
- A four storey, plus basement building, with an E-shaped massing and with light wells;
- Classical Revival Style: use of ionic orders, proportion, symmetry, repetition of architectural elements (such as windows and detailing), references to classical architecture.
- Original wood windows, pairs of nine-over-one single-hung, and half-moon shaped over-sized windows with star patterned muntin detailing over the east and west entrances.
- Original stained glass and leaded windows in the lightwell stairs and auditorium
- Stone and granite exterior stairs with exterior lighting
- Carved stone signage over the entrances
- Assembly Hall (auditorium) with many original furnishings and finishes
- Some of the original wood flooring is still remaining in some rooms.
- Marble and wood finishes in lobby vestibules and washrooms
- Plaster detailing in vestibules, lobby coffered ceilings, main corridor, and stairs.
- Vault doors and frame
- Steam engine and other historic machinery and artifacts
- Some original finishes throughout, such as ceramic tile, marble paneling, wood paneling, wood doors with and without transoms
- Slate Chalkboards and wood chalk trays.
- Many original built-in millwork pieces, work benches, furniture and display cases

Building Condition Assessments were completed by a variety of consultants over the years, and as part of the Project Definition Report (PDR) to secure funding for this project. The School needs significant deferred maintenance work to address its age and wear, in addition to the seismic, life safety upgrade, renovation and addition. The following is part of the scope of work:

- Areas of brick require significant repointing
- Terra cotta panels are crazed, cracked and broken, and require repair and replacement.
- The majority of its original wood windows are still intact however, they are over one hundred years old and in need of restoration and replacement to address failure, energy efficiency and user comfort.
- Hazardous materials have been identified throughout and will need to be removed.

 Underground services within the building for sanitary and stormwater are failing and require replacement

Other items within the building need to be addressed as part of the planned work for this project:

- Address significant shortfalls in the building's design to withstand a major seismic event
- Provide a fire suppression system (i.e. sprinklers) to most of the school (not including Fairey Tech wing which is already sprinklered).
- As the school is located over five floors, inclusivity and accessibility issues will be addressed, including a new elevator and inclusive washrooms on every level.
- The Fernwood neighbourhood is growing and the school will be expanded from its current 800 students to1000.

#### New Addition Location Justification and Response to Heritage Character

Through public consultation, School District 61 explored both options to either upgrade the school or demolish, with full replacement. Community members and the PDR supported upgrade and retention of the existing school. A priority was to keep as much of the original exterior of the 1914 building intact while increasing the capacity of the school. It was determined the best way to do this was to provide a new addition with a library and multipurpose space to create more room within the existing building to be used as teaching spaces. The location which would provide the least intervention on the original building would be to expand where additions have already been made. At the north end of the school, starting with the 1950 addition, then the 2011 addition, the location of the new addition not only preserves the east, south and west elevations of the original school, which over the years has been unaltered, the majority of the new addition is located along the east elevation of the Fairey Tech building and low to the ground. This strategy adheres to the *Standard and Guidelines of Historic Places, recommendation to intervene in the gentlest way so as the essential form and integrity of the historic place kept intact.* 

The neighborhood learning centre (NLC) and multipurpose rooms are the main school components comprising the addition and are roughly 2.3m lower than the existing ground level of the heritage school. In addition, a new entrance is provided off Fernwood Road under the learning commons and in between the heritage school and multipurpose spaces. The intent is to provide a more inclusive student and community entrance and relief from the traditional entry.

The materials chosen for the addition follow General Standard 11, of the *Standards and Guidelines of Historic Places, in that the new work is physically and visually compatible with, yet subordinate to, and distinguishable from the historic place.* The NLC will be clad in a fibre cement panel that uses a pattern inspired from the historic stained glass in the school. The colour selection for the fibre-cement paneling, is inspired by the traditional terra cotta paneling on the 1914 school. The multipurpose room will be clad in brick to complement, but not be identical to, the original school building. This is done to blend the mass of the new building with the heritage school and to counterbalance the learning commons above.

At the traditional main level (or technically the second level), of the original building, a new Learning Commons (Library) will be built that is orientated in line, but proud of, the original school. It's massing,

materials and fenestration patterns are muted to complement and not overpower the heritage building. The learning commons is designed to act as a lantern for the school and provide a soft glow in the evenings with its use of translucent and insulated glass. Using energy modeling and the best combination of glazing types (insulated, double pane and high-performance curtain wall system) was explored to ensure the expansive room remains energy efficient.

One aspect of the character-defining elements of the site is its prominent location in the neighborhood, therefore view lines of the heritage school have been preserved as much as possible and with only a few exceptions along Fernwood Road. The traditional south entrance of the school remains fully intact and the new addition will have little to no view impacts on the traditional entrance. In addition, there has been little to no impacts to views from the original building out towards the neighborhood.

#### New Stair Towers and Justification for Height

A significant portion of the required upgrades to Vic High relate to seismically upgrading it in the event of an earthquake. Throughout the interior of the school new concrete foundations with rock anchors, shear walls and drag struts will be installed at every level. A large element of the seismic shear system is the two new stair towers, located at the north west and north east ends of the school. This approach also allows four inefficient stairway networks to be demolished to accommodate for two new more efficient stair towers. The height of the new stair towers is necessary to allow the new drag struts at the attic level to be tied into it and secured as part of the overall seismic work. While these towers require a variance for height and number of storeys, they are lower than the heritage school and the overall height of the building does not change. Unfortunately, the height does encroach on the existing intact frieze element of the building; however, care has been taken to lessen this as much as possible.

#### **Required Variances**

We will now outline the variances requested for this building as the project is complicated by the existing school and addition being built on multiple residential lots. While initially it had been planned for these lots to be legally consolidated, this was not possible due to the current pandemic and its effects on the court system. Therefore, to ensure we can deliver this project on time, we have persevered by requesting the first four variances. They are:

- 1. General Regulation 14(2)(b) Relaxation to all the related lots for setbacks, site coverage, height and open site space requirements
- 2. General Regulation 19 Relaxation to permit building over property line and onto closed street
- 3. Schedule C Section 2.2.1 Relaxation to permit parking spaces on separate lots

The first variance addresses the multiple lot situation of the project and deals with variances related to setbacks, site coverage, height and open site space. This variance request includes all required variances for the multiple single lots and the conditions in one application, so that specific numbers are no longer required.

The second variance deals with construction over property lines and onto the old Vining Street right-ofway which runs through the centre of the building site.

The third variance request addresses parking for the school and the multiple lots contained within the site. As the parking for the project cannot be provided on each of the small individual lots, it is being consolidated into several areas, keeping existing sports fields and green space intact. Parking spaces proposed will comply with minimal dimensional requirements set out in Schedule C, and that some of the existing spaces will be used for landscaping.

All the above variances are due to the separate lots. The only exception to this is building height and/or number of stories as it relates to the two new stair towers, which will be built to create better circulation in the school while forming major structural shear elements for the building.

The other variances required relates to the number of off-street parking stalls and proposed outdoor classroom on the roof of the new Learning Commons/Library. They are:

- 4. Schedule C Section 1.2.1 Relaxation of required parking from 283 spaces to 149 Spaces
- 5. R-2 Zone 2.1.4.C Roof deck not permitted.

The fourth variance addresses the current parking Schedule C, where school parking is calculated based on area vs. occupant load. With a full basement of primarily storage and service rooms, two full size gymnasiums, one large auditorium with balcony seating, a comprehensive technical education building and the planned addition of multipurpose rooms, learning commons/library, neighborhood learning centre, and a future daycare, the total area of the school requires far more parking than shown required through our attached parking study. It should be noted, had the current school been entirely replaced with a new building, its overall area would be roughly 2/3 the size and no parking variance needed to accommodate the same number of students. Fortunately, the community and school district have planned to keep the heritage building and its oversized area.

The school district, at the request of the city, also completed a parking study, which is attached as part of this application. It found that based on current and anticipated future use, the parking could be reduced to roughly 151 stalls. To support the further reduction of parking to the proposed 149, the school district will provide well over the required bicycle parking and shower facilities for staff and students. The school is also located with walking distance of several bus routes.

The final variance addresses the proposed outdoor classroom located off the third floor over the new learning commons. During consultation with staff and indigenous educators, we found the need to provide a safe and secure outdoor learning space to help facilitate the school curriculum. The incorporation of outdoor learning spaces is becoming more important in meeting the demands of teaching, particularly under the 21<sup>st</sup> century learning model adopted by BC Ministry of Education. One such program is indigenous education, which will have its classroom near the outdoor classroom, to be used for smudging, drumming and other activities. Another is the astronomy course that would appreciate a dark space to use in the evenings that is also safe and secure.

While learning about these programmatic requirements, an exciting opportunity presented itself to the design team for an outdoor classroom with the new addition being lower than the rest of the existing school and easy, accessible access off the third floor. The outdoor classroom will be a controlled space, booked and accessed only by teachers who will supervise students when occupying the rooftop. Due to building code requirements and staffing, the occupancy of the outdoor classroom will be limited to less than 60 people. It is situated well away from the property lines and any other building, especially residential buildings.

#### In Closing

.

We believe this letter should provide you with all information required to understand the project being undertaken at the school and plans for its future use. Included in the variance application are simplified floor plans, elevations, landscape and civil plans as well as the application form, drawing identifying internal lots, title certificates, site profile, the parking study which supports the revised parking count and arborist reports.

We hope, after reviewing our application and justifications for these variances, you will be as excited as we are to complete the addition to Vic High.

Sincerely, HDR Architecture, Inc.

R. Andrick

Rod Windjack Architect. AIBC, MRAIC, LEED AP Vice President - Education



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# Victoria High School PARKING STUDY

Prepared for Greater Victoria School District

July 13 2020

File no. 4954.0001.01



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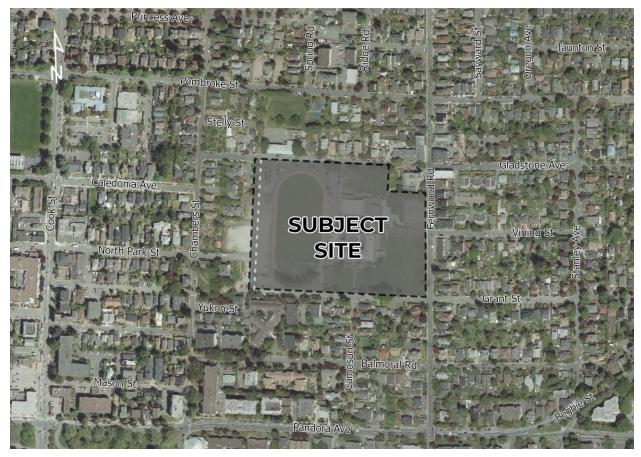
# 1.0 INTRODUCTION

Urban Systems Ltd. was retained by the Greater Victoria School District (School District no.61) to complete a parking study for the proposed seismic upgrades and addition to Victoria High School. This study is a comprehensive review of the parking requirement, parking supply needs and transportation demand management (TDM) opportunities associated with the proposed expansion.

# 1.1. LOCATION

Victoria High School is located at 1260 Grant Street in the centre of the Fernwood neighbourhood in the City of Victoria. Refer to **Figure 1**.

#### FIGURE 1. VICTORIA HIGH SCHOOL CONTEXT MAP





## **1.2. CONTEXT**

#### 1.2.1. Land Use

Victoria High School is within the City of Victoria. The City's Official Community Plan (OCP) identifies the site as **Public Facilities, Institutions, Parks and Open Space**<sup>1</sup>. See **Figure 2**. Areas designated as Public Facilities, Institutions, Parks and Open Space consist of recreational, institutional, or educational buildings prominently sited in landscaped open space and formal grounds with variable heights.

Neighbouring land uses are primarily designated Traditional Residential, with Small Urban Village uses within the Fernwood Village and higher-density Urban Residential uses to the south of the site.



#### FIGURE 2. URBAN PLACE DESIGNATIONS, VICTORIA OCP

<sup>&</sup>lt;sup>1</sup> City of Victoria Official Community Plan, page 37. Retrieved from https://www.victoria.ca/assets/Departments/Planning~Development/Community~Planning/OCP/Up~to~date~OC P~and~Design~Guidelines/OCP\_WholeBook.pdf



#### 1.2.2. Travel Options

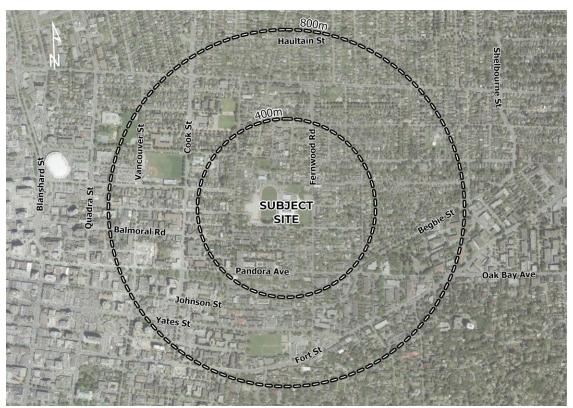
The following is an overview of the transportation infrastructure and services in close proximity to the site and the travel options available to students, staff and community members.

#### <u>Walking:</u>

The subject site located on Grant Street between Fernwood Road and Chambers Street. It is immediately adjacent to Fernwood Village, with the North Park Village approximately a 5-minute walk (400 m) to the west.

The School is centrally located within Victoria and is the primary secondary school for residents of the City. It is within walking distance of the Fernwood neighbourhood and, as illustrated in **Figure 3**, is within 800m (approximately 10-minute walk) from portions of the North Park, Harris Green, Fairfield / Gonzalez, Rockland and Oaklands neighbourhoods. This provides the opportunity for a number of students and staff to walk to school.

Sidewalks are provided on both sides of the majority of the streets in the vicinity of the site. Several designated greenways intersect the site or are near the site, including those on Grant Street, Gladstone Avenue, Chambers Street and Camosun Street.



#### FIGURE 3. VICTORIA HIGH SCHOOL WALKING SHEDS



#### Public Transit:

Bus routes are provided along a number of key streets nearby that allow students, staff and community members to access the school by transit. The site's Transit score is 66 ("Many nearby public transportation options").

Transit routes that can be accessed on Fernwood Road immediately adjacent to the subject site (Stop ID 100240, 100227) include:

• No. 22 – Vic General / Hillside Centre provides service between View Royal and Hillside shopping mall via downtown Victoria and Fernwood.

Transit routes that can be accessed from bus stops (Stop ID 100209, 100181) on Pandora Avenue (330 metres from the school) and Johnson Street (430 metres) are as follows:

- No. 27/28 Gordon Head / Majestic / Downtown is identified as a Frequent Route (15minute service) provides service between the Gordon Head neighbourhood in Saanich and downtown Victoria via Shelbourne Street; and
- No. 2 James Bay / South Oak Bay / Willows provides service to and from James Bay and Oak Bay via downtown Victoria.

Transit routes that can be accessed from bus stops (Stop ID 100160, 100172) on Cook Street (550 metres) are as follows:

- No. 24 Cedar Hill / Admirals Walk provides service between Esquimalt and the Cedar Hill neighbourhood in Saanich via downtown Victoria; and
- No. 25 Maplewood / Admirals Walk provides service between Esquimalt and the Maplewood neighbourhood in Saanich via downtown Victoria.

Transit routes that can be accessed from bus stops (Stop ID 100191, 100187) on Yates Street (600 metres) and Fort Street (700 metres) are as follows:

- No. 11 Tillicum Centre / UVic provides service between the University of Victoria and Tillicum Centre through downtown Victoria via Fort Street and Gorge Road;
- No. 14 Vic General / UVic is a Frequent Route that provides service between the University of Victoria and Victoria General Hospital via Craigflower Road, Fort Street and Richmond Road; and
- No. 15 Esquimalt / UVic is a Regional Route that provides service between the University of Victoria and Esquimalt Dockyard via limited stops on Esquimalt Road, Fort Street and Foul Bay Road.



#### Cycling:

The site has several nearby cycling routes that provide access to the school and connections to adjacent neighbourhoods and the broader regional cycling network. Cycling is facilitated by conventional bike lanes on Johnson Street, Pandora Avenue, Fort Street and Yates Street. West of Cook Street the Pandora Avenue corridor is a two-way protected bicycle lane, providing access to/from downtown.

Cycling infrastructure improvements are planned for Vancouver Street, with additional cycling routes identified in the OCP on Caledonia Avenue, Chambers Street and Bay Street.

# **1.3. PROPOSED DEVELOPMENT**

The catalyst for the proposed redevelopment at Victoria High School is a need for seismic upgrades to the building. The proposal also includes an addition to the school building (2,047 m<sup>2</sup> floor area) to support a projected increase in students from 825 to up to 1,000 and Neighbourhood Learning Centre (NLC) activities, as well as a stand-alone daycare facility of approximately 300 m<sup>2</sup> in floor area fronting Gladstone Avenue.

**Table 1** shows the increase in floor area between the existing Victoria High School and the proposed footprint of the renovated school. The proposed addition to the school building represents an approximately 12% increase in floor area.

	Floor Area	Activities
Existing School	19,191 m <sup>2</sup>	Secondary school uses
Proposed School Addition	2,047 m <sup>2</sup>	Additional secondary school and neighbourhood learning centre uses
Proposed Daycare	300 m <sup>2</sup>	Community daycare uses
Total	21,538 m <sup>2</sup>	

#### TABLE 1. SUMMARY OF PROPOSED FLOOR AREA INCREASE

#### 1.3.1. Parking

The site parking supply will be primarily to the west of the existing track and playfield accessed from Grant Street. Existing parking along the southern edge of the track will be maintained, including accessible parking stalls. Another smaller lot to the north of the school, accessed from Gladstone Avenue, will be maintained and potentially expanded to accommodate additional parking demand as required. This area would include identified parking spaces for the adjacent daycare.

#### 1.3.2. Access

Vehicle access to the site parking areas is primarily from Grant Street, accessed from Fernwood Road. Gladstone Avenue is the secondary site access.



# 2.0 PARKING REQUIREMENT

# 2.1. OFF-STREET PARKING REQUIREMENT

The required off-street parking supply is determined through the City's Zoning Bylaw no.80-159, Schedule C: Off-Street Parking Requirements. The required parking supply for the school is <u>283 spaces</u>, as shown in **Table 2**. An additional <u>4 spaces</u> are required specifically for the neighbourhood daycare.

#### TABLE 2. SUMMARY OF OFF-STREET PARKING REQUIREMENT

	Floor Area	Required Minimum Parking Supply		
	FIOUI Alea	Supply Rate	Total	
Victoria High School w/ Addition and NLC <sup>2</sup>	21,238 m <sup>2</sup>	l space per 75 m²	283	
Neighbourhood Daycare <sup>3</sup>	300 m <sup>2</sup>	1 space per 80 m <sup>2</sup>	4	
		Total	287	

The proposed school expansion will accommodate both additional public school activities, as well as an NLC function. This space has been treated entirely as "Secondary School" uses for the purpose of calculating the required parking supply.

# 2.2. PAST REQUIREMENT

Prior to a 2017 update to Schedule C, the minimum required parking supply was calculated based on the number of employees and students. The expanded school is intended to accommodate up to 1,000 students and 110 staff, which would have resulted in a requirement for 152 parking spaces (almost half the current requirement).

<sup>&</sup>lt;sup>2</sup> Parking supply rate is Secondary School use in the City of Victoria Zoning Bylaw no.80-159, Schedule C: Off-Street Parking Requirements

<sup>&</sup>lt;sup>3</sup> Parking supply rate is Care Facility in "Other Area" in the City of Victoria Zoning Bylaw no.80-159, Schedule C: Off-Street Parking Requirements



### 2.3. BICYLE PARKING REQUIREMENT

Minimum long- and short-term bicycle parking requirements are determined through the Schedule C Off-Street Parking Requirements. Long- and short-term bicycle parking is defined by differences in security measures, weather protection, and parking dimensions.

As seen in **Table 3** the Victoria High School is required to include <u>172 short-term</u> and <u>13 long-term bicycle parking stalls</u>, based on the floor area requirements outlined in Schedule C. The School District has indicated that the required bicycle parking supply will be provided.

#### TABLE 3. SUMMARY OF BICYCLE PARKING REQUIREMENT

		Required Minimum Bicycle Parking Supply		
	Floor Area	Supply Rate	Total	
Short-term Bicycle Parking	21,538 m <sup>2</sup>	l space per 125 m², or part thereof	172	
Long-term Bicycle Parking	21,330 111	l space per 1,600 m², or part thereof	13	



# 3.0 ANTICIPATED PARKING DEMAND

Anticipated parking demand is considered below for each of the user groups on the Victoria High School site. Estimates are largely based on comparison, past records and correspondence with school administration. In-field observations of parking utilization were not undertaken as would commonly be included in a study such as this, as school operations were limited during the time of this study due to physical distancing requirements associated with the COVID-19 pandemic.

### 3.1. TEACHER / STAFF PARKING

A survey was circulated among current Victoria High School teachers and staff to understand typical commuting habits<sup>4</sup>. Among the 58 staff members who responded to the survey, 46 indicated that they require a parking space at least once per week. Refer to **Table 4**. This suggests that approximately 80% of staff commute to/from the school in a vehicle at least once per week. This is relatively high compared to the typical driving mode share among Victoria residents, but is perhaps an indication that a number of teachers and staff reside elsewhere in Greater Victoria, as well as a result of unpaid parking being offered on-site as compared to paid parking in certain other locations in the City.

The school administrator has indicated an anticipated need for staff parking for up to <u>80</u> <u>vehicles</u> based on the current parking demand among teachers and staff. This represents a parking supply rate of approximate 0.73 spaces per teacher.

Survey Questions	Yes	No
Do you require a parking spot, more than once per week?	46 (79.3%)	12 (20.7%)
Do you require bike storage more than once per week?	35 (60.3%)	23 (39.7%)
Do you primarily use alternate transportation (walk, bus, etc.)?	10 (17.2%)	48 (82.8%)

#### **TABLE 4**. SUMMARY OF STAFF PARKING SURVEY

<sup>&</sup>lt;sup>4</sup> Staff survey administered by school administration, June 2020



### **3.2. STUDENT PARKING**

Since the graduated licencing approach was introduced in British Columbia, parking demand among high school students has declined as students generally cannot secure a driver's license until at least their Grade 12 year. The result is fewer students driving than in past and many schools in the Capital Region with large student parking areas that are under-utilized.

Victoria High School administration indicated that 22 students have registered for a parking pass in 2019-2020. Assuming an increase in student parking permits approximately consistent with the anticipated growth in student population (from 825 to 1,000), the anticipated future student parking demand is approximately <u>25 vehicles</u>.

Victoria High School administration have indicated they do not anticipate future growth in student parking as a result of the expansion<sup>5</sup>, suggesting the added growth estimate represents a conservative estimate.

# 3.3. OFFICE / VISITOR PARKING

The school attracts visitors over the course of a typical school day. These may include visitors to the office, mail/courier drop-off, and parents and community members visiting teachers, their children or attending special events.

The parking demand patterns for these activities varies considerably over the course of a typical school day. A parking supply allocation of approximately <u>15 spaces</u> is estimated to accommodate the day-to-day needs for short-term parking, with some added capacity for peak demand periods and when special events occur during school hours. This estimated parking demand is supported by school administration as appropriate<sup>6</sup>.

One important distinction is that the majority of special events that may attract a larger number of visitors (i.e., sports games, theatre performances, etc) are assumed to typically occur outside peak school hours (i.e., late afternoon, evening or weekend) when staff / teacher and student parking demand is lower and visitors may utilize these parking areas.

<sup>&</sup>lt;sup>5</sup> Email correspondence received June 11, 2020

<sup>&</sup>lt;sup>6</sup> Email correspondence received June 18, 2020



## 3.4. AUXILIARY STAFF / NEIGHBOURHOOD LEARNING CENTRE

The school also attracts auxiliary and itinerant staff that are above-and-beyond the permanent teacher complement. These may include teachers-on-call (i.e., substitute teachers), educational assistants and educators providing specialist training (e.g., speech therapy). These individuals work on-site typically only for a portion of the school day and may travel between schools and are commonly more reliant on a vehicle for their daily activities.

Included in this user group are staff associated with the Neighbourhood Learning Centre (NLC) space, anticipated to be approximately 3 staff during the school day (there may be more NLC staff outside school hours when more community activities are offered).

Based on current demand and anticipated need identified by school administration, a parking supply of up to <u>20 spaces</u> is recommended to account for auxiliary and NLC staff parking demand.

## **3.5. ACCESSIBLE PARKING**

A dedicated supply of accessible parking spaces is important to ensure staff, students and visitors with limited mobility are accommodated. There currently is no requirement for accessible parking, although the City is currently in the process of updating Schedule C Off-Street Parking Requirements to include accessible parking requirements.

Under the previous BC Building Code, the site requirement would have been for no less than three accessible parking spaces. To ensure that the diverse needs of students, staff, and other school users is met, a supply of <u>five accessible spaces</u> is recommended.

# 3.6. DAYCARE

The final addition to the Victoria High School site is the neighbourhood daycare to be built on the site's northwest corner. The daycare centre is to consist of two modular buildings, each with approximately three staff members on-site at any one time (up to six vehicles). An additional two parking spaces should be assigned for drop-off / pick-up activities, for a total supply of <u>8 spaces</u> associated with the daycare use. Some additional drop-off / pick-up activity may occur on Gladstone Avenue.



### 3.7. SUMMARY

The preceding analysis suggests that site parking demand will be approximately <u>153 vehicles</u>. Refer to **Table 5**. This accounts for peak parking demand during school days and is anticipated to exceed the site's parking needs during periods outside typical school hours. As possible, site parking supplies should be shared between the various user groups so that parking is used efficiently and under-utilized parking areas can be utilized by other site users.

#### TABLE 5. SUMMARY OF ESTIMATED PARKING DEMAND, BY USER GROUP

User Group	Estimated Parking Demand
Staff / Teachers	80
Students	25
Office / Visitor	15
Auxiliary Staff / Neighbourhood Learning Centre	20
Accessible	5
Daycare	8
Total	153



# 4.0 TRANSPORTATION DEMAND MANAGEMENT

Transportation demand management (TDM) refers to infrastructure and program initiatives aimed at supporting alternatives to single-occupancy vehicle travel. Ultimately the level of parking demand reduction that is achieved through TDM is dependent on program commitment and investment. Research supports reductions in parking demand of 20% or higher where TDM is pursued.

Possible TDM strategies for the Victoria High School site are summarized below, with an overview of the potential impacts for user groups included in **Table 6**.

# 4.1. SHORT-TERM BICYCLE PARKING

Providing short-term (Class II) bicycle parking to cater to primarily to students and school visitors encourages more trips by bicycle. Students, staff, and visitors to Victoria High School, can all use short-term bicycle parking. Bike parking should be placed in convenient locations throughout the site and ensure security through well designed racks, visibility for casual surveillance and weather protection where possible.

## 4.2. LONG-TERM BICYCLE PARKING

Long-term (Class I) bicycle parking emphasizes many of the same characteristics as Class II bicycle parking including security, visibility, weather protection, but to a greater degree. Long-term parking is typically located in covered areas often with a locked door, gate, and/or fence. Class I parking is for users who will spend most of the day at the school and are often designed simultaneously with the end-of-trip facilities, like showers and changerooms, described below.

# 4.3. BICYCLE SHOWER + CHANGE FACILITIES

End-of-trip facilities including showers and changerooms are important features of a comfortable experience for active transportation users. Providing the opportunity to transition from travel to the workplace is a key function of these facilities, allowing opportunities for commuters to securely store necessary items at work and change from commuting clothes to work attire. Consideration should be given to the proximity of bicycle parking relative to shower and changeroom areas to appeal to staff that may bicycle over longer distances.



## 4.4. TRANSIT SUBSIDY

Transit subsidies are among the most common financial incentives to encourage alternatives to private vehicle travel. Subsidy programs are typically administered by employers who provide vouchers or cash to employees using transit as their primary mode of commuting. This may also be achieved more formally through BC Transit's ProPASS program, where employers committing ten or more employees to the program are eligible for a reduced rate on the cost of monthly transit passes.

For students, the City of Victoria instituted a free bus pass program for children under the age of 18, so most students can readily access transit if they choose to apply to the program.

## 4.5. COMMUTER CASH-OUT PROGRAM

Commuter cash-out programs provide financial incentive to employees commuting by means other than private vehicle. There are costs to the employer (i.e., the School District) in administering the program, however the successful implementation may also lead to reduced construction costs through parking supply reduction, in addition to the healthy and environmental benefits associated with sustainable travel modes.

## 4.6. PROMOTION / EDUCATION

Educational campaigns can be effective for encouraging changing mobility behaviours among a variety of user groups. There are established regional campaigns such as Bike to Work Week that celebrate active transportation, that can be supplemented with in-school efforts, including competitions between classes and/or teachers or student-led promotional events that encourage walking, cycling or taking transit to school. Pursuit of promotional activities may be done within Victoria High School itself or more broadly at schools throughout the School District.

TDM Options	User Group		
	Staff	Students	
Short-term Bike Parking (i.e., bike racks)			
Long-term Bike Parking (i.e., lockers)	•	0	Anticipated level of impact in reducing
Bicycle Shower + Change Facilities		0	site parking demand:
Transit Subsidy	•		High
Commuter Cash-Out Program	•	0	Moderate
Promotion / Education			Low

#### TABLE 6. SUMMARY OF TDM OPTIONS + POTENTIAL IMPACT, BY USER GROUP



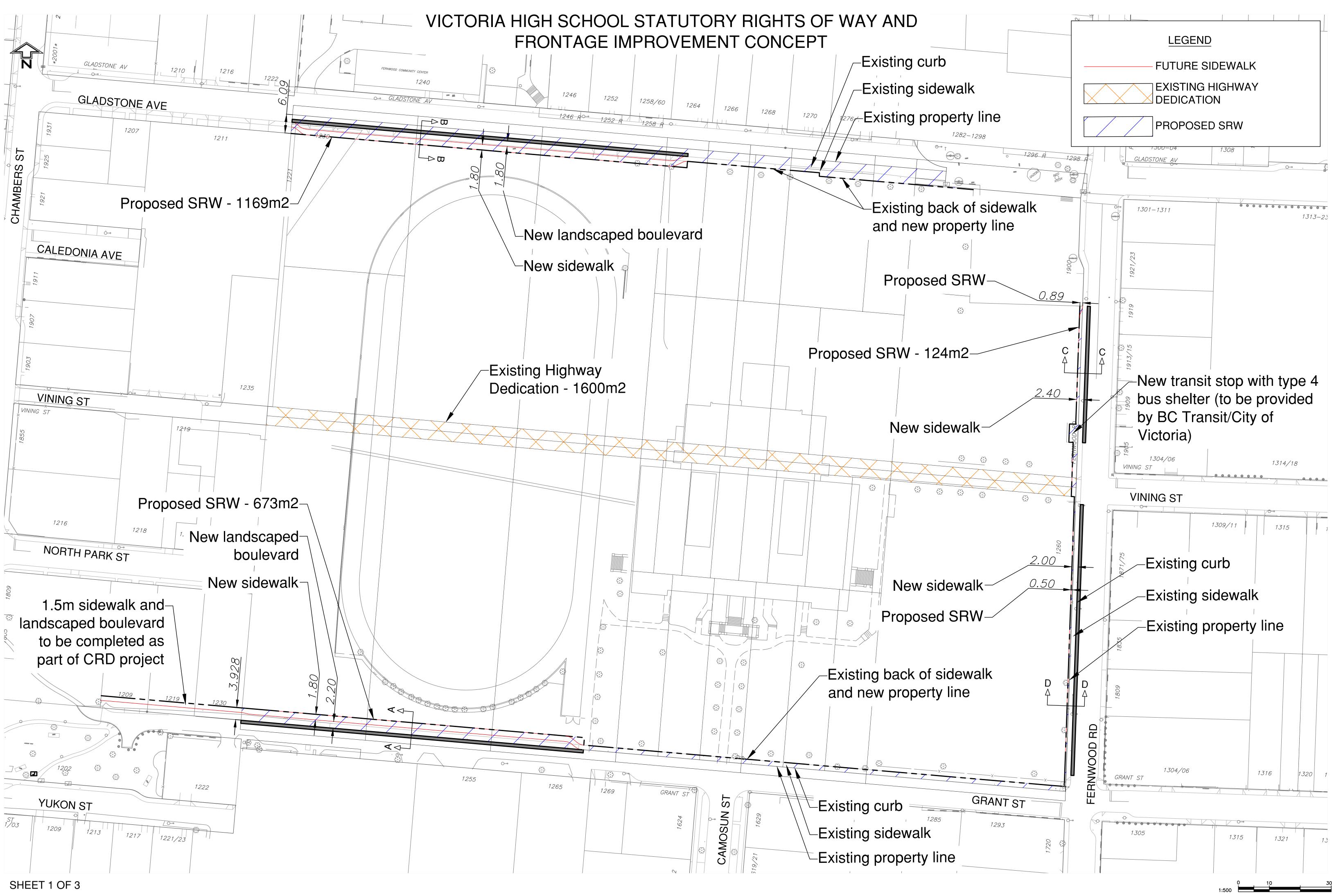
# 5.0 <u>SUMMARY</u>

The preceding assessment considers an appropriate site parking supply for the Victoria High School expansion based on an understanding of the proposed site land uses and the anticipated parking demand associated with each land use and activity. Consideration is given to parking demand characteristics for staff, students, and visitors and the potential to share parking between user groups, as well as transportation demand management (TDM) approaches to reduce site parking demand.

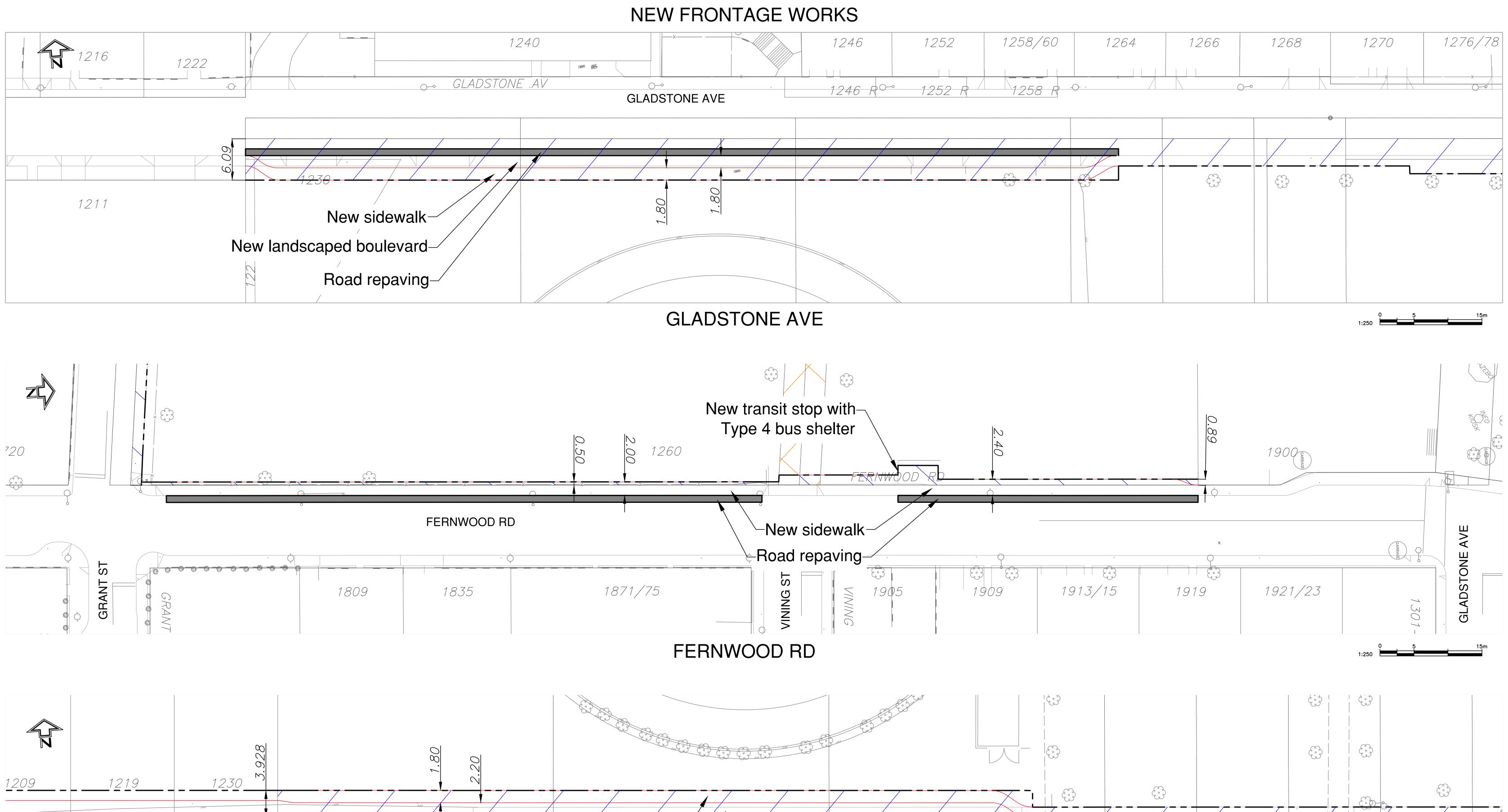
## 5.1. RECOMMENDATIONS

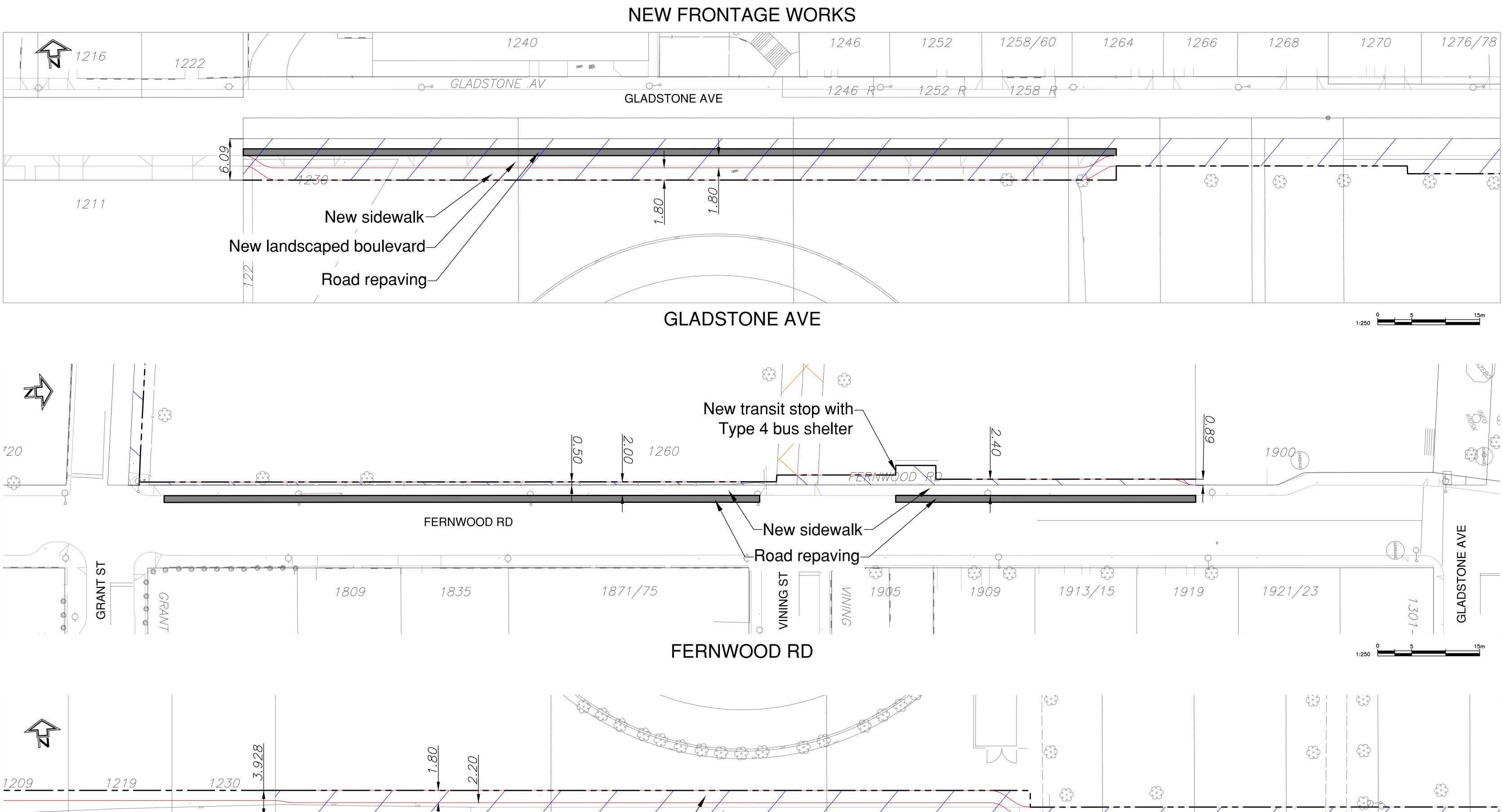
The following are the key recommendations of this study:

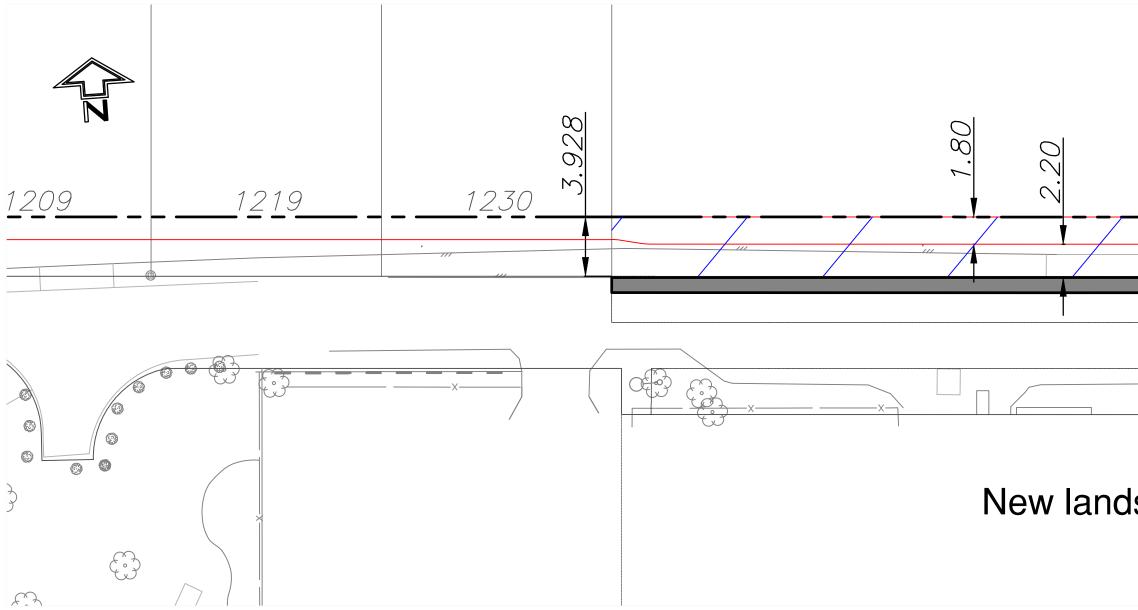
- 1. The recommended site parking supply is <u>150 to 160 parking spaces</u>. This is expected to accommodate peak parking demand during school days.
- 2. Site parking areas are to remain unassigned (i.e., available to all users) to the extent possible to make more efficient use of available parking.
- **3**. There may be the opportunities to further reduce the site parking supply if TDM strategies are pursued.



# ATTACHMENT F



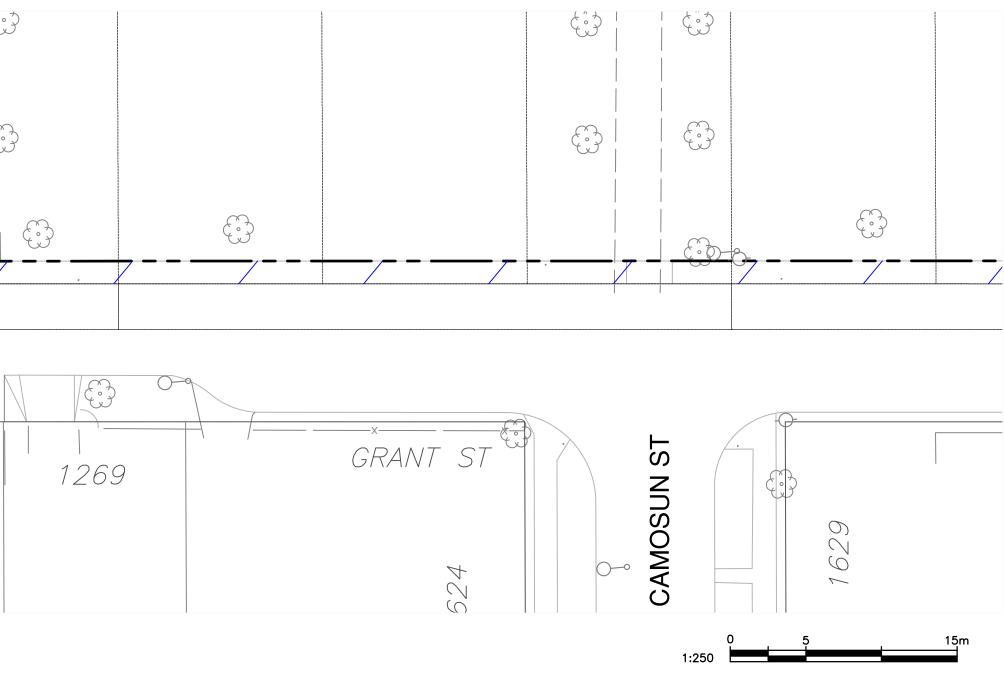


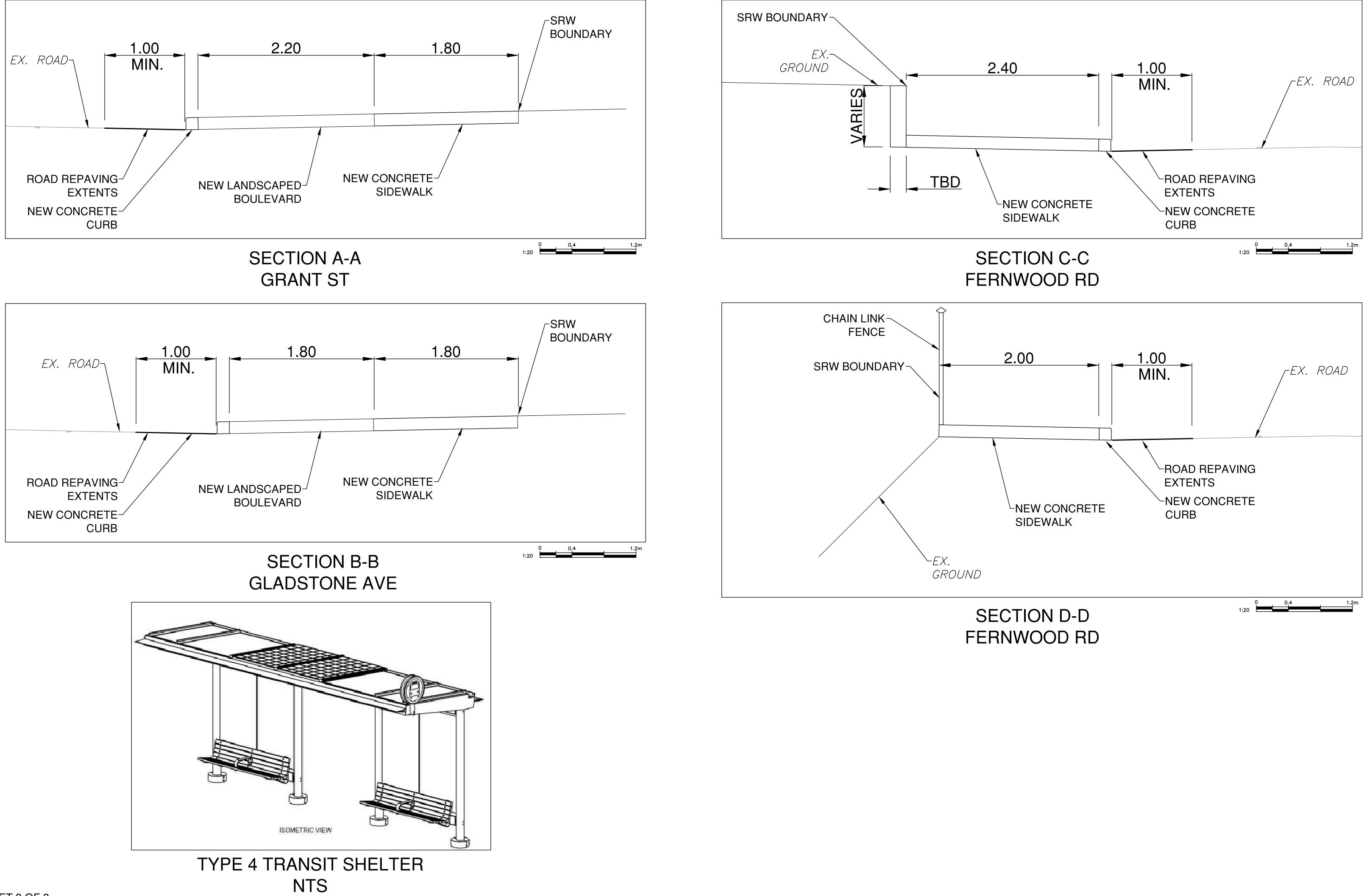


SHEET 2 OF 3

GRANT ST  $\bigcirc -\circ$ ÷ New sidewalk-/ 1255 1265 New landscaped boulevard Road repaving-/

**GRANT ST** 





SHEET 3 OF 3

# **CROSS-SECTIONS & DETAILS**

