



Planning and Land Use Committee Report

For the meeting of September 4, 2014

To: Planning and Land Use Committee

Date: August 29, 2014 **From:** Mike Wilson, Senior Planner – Urban Design

Subject: **Development Permit Application #000297 for 1823 Douglas Street**
The application is to construct a one-storey, plus mezzanine, commercial building for restaurant use with surface parking stalls.

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Development Permit Application for the property located at 1823 Douglas Street. The application is to construct a one-storey, plus mezzanine, commercial building for restaurant use with surface parking stalls accessed from Caledonia Avenue. This application was presented to the Planning and Land Use Committee (PLUC) in March of 2014. Council later endorsed a motion to refer the application to the Advisory Design Panel (ADP) and to report back to PLUC upon completion of the design revisions. The ADP was asked to pay particular attention to the following:

- the external building finishes as they relate to the surrounding context and applicable design guidelines
- the proposed landscape treatment and screening of the surface parking area.

The application was reviewed by the ADP on April 23, 2014. The Minutes of the meeting are attached to this report. The applicant's letter (attached) dated July 7, 2014, summarizes the design amendments in response to the comments from the ADP.

This application still presents several fundamental challenges with respect to the intent of the design guidelines as referenced in the *Official Community Plan* (OCP). The applicable policy is to enable revitalization of this area through intensification, however, the current proposal replaces the existing building and does not respond to this potential for intensification. The applicant has noted a strong preference for an economical building type both in terms of form and architectural design. At the PLUC meeting of March 20, 2014, the Committee acknowledged the fact that the economic conditions were not favourable to developing the site to its full potential. Given this direction from Council, staff recommend that Committee consider supporting the application.

Recommendations

1. That Council consider issuing Development Permit #000297 for 1823 Douglas Street in accordance with plans date stamped July 16, 2014.

2. Final plans to be generally in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.

Respectfully submitted,



Mike Wilson
Senior Planner – Urban Design
Development Services



Deb Day, Director
Sustainable Planning and
Community Development

Report accepted and recommended by the City Manager:


Jason Johnson

Date:


August 28, 2014

MW:aw

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REPORT

2.DOC

1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Development Permit Application for the property located at 1823 Douglas Street.

2.0 Background

2.1 Description of Proposal

The application is to construct a one-storey, plus mezzanine, commercial building for restaurant use with seven surface parking stalls accessed from Caledonia Avenue. The proposed primary exterior materials include brick veneer, acrylic stucco panel wood trim and painted concrete.

2.2 Existing Site Development and Development Potential

Under the existing CA-4 Zone, Central Area Commercial Office District, permitted uses include office, retail, restaurant and residential (above the second storey). A maximum floor space ratio of 3:1 and a maximum building height of 43 m are permitted. No off-street parking is required.

2.3 Data Table

The following data table compares the proposal with the existing CA-4 Zone. No variances from the *Zoning Regulation Bylaw* are required to accommodate this proposal.

Zoning Criteria	Proposal	Zone Standard
Site area (m ²) – minimum	677	n/a
Total floor area (m ²) – maximum	384.2	2031
Density (Floor Space Ratio) – maximum	0.57:1	3:1
Height (m) – maximum	7.1	43
Site coverage (%) – maximum	49.5	n/a
Storeys – maximum	2	n/a
Setbacks (m) – minimum		
Front – Douglas Street	Nil	Nil
Rear	16.4	Nil
East	Nil	Nil
West	Nil	Nil
Parking – minimum	7	n/a
Visitor parking – minimum	n/a	n/a
Bicycle storage – minimum	3	1
Bicycle rack – minimum	3	1

2.4 Land Use Context

The following land uses are located in the immediate area:

- to the west across Douglas Street is a three and a half storey hotel in the CA-3 Zone
- to the east is a vacant lot in the CA-60 Zone
- to the north is a one-storey restaurant in the C-1 Zone
- to the south is a two-storey commercial building in the CA-4 Zone.

2.5 Legal Description

The north ½ of Lot 731, Victoria City.

3.0 Issues

The primary issues with this application are its lack of consistency with the applicable design guidelines (as discussed in the staff report of March 20, 2014) and the applicant's response to ADP comments.

4.0 Analysis

4.1 Response to ADP Comments

The application was presented to ADP on April 23, 2013. The ADP supported the application unanimously subject to the following considerations:

- simplification of materials
- provision of articulation and depth to the building façade with attention to detail in the use of the materials such as brick on the building exterior
- rationalization of glazing and openings
- redesigning the fence and rear canopy design to be integral to the building
- acknowledging the corner and providing a visual connection from the street to the building
- providing permeable paving for stormwater management on the site.

The applicant's letter, dated July 7, 2014, provides detail as to the changes that have been made to the application. The revisions can be summarized as follows:

- materials simplified to include brick veneer and metal paneling
- inclusion of a vertical row of bricks on window heads and sills
- permeable paving in the rear parking lot
- metal privacy screen at lot boundary on Caledonia Avenue.

Staff recommend that Council consider accepting these revisions.

5.0 Resource Impacts

There are no resource impacts anticipated with this application.

6.0 Options

Option 1

1. That Council consider issuing Development Permit #000297 for 1823 Douglas Street in accordance with plans date stamped July 16, 2014.
2. Final plans to be generally in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.

Option 2 (Decline Application)

That Development Permit Application #000297 for 1823 Douglas Street be declined.

7.0 Conclusions

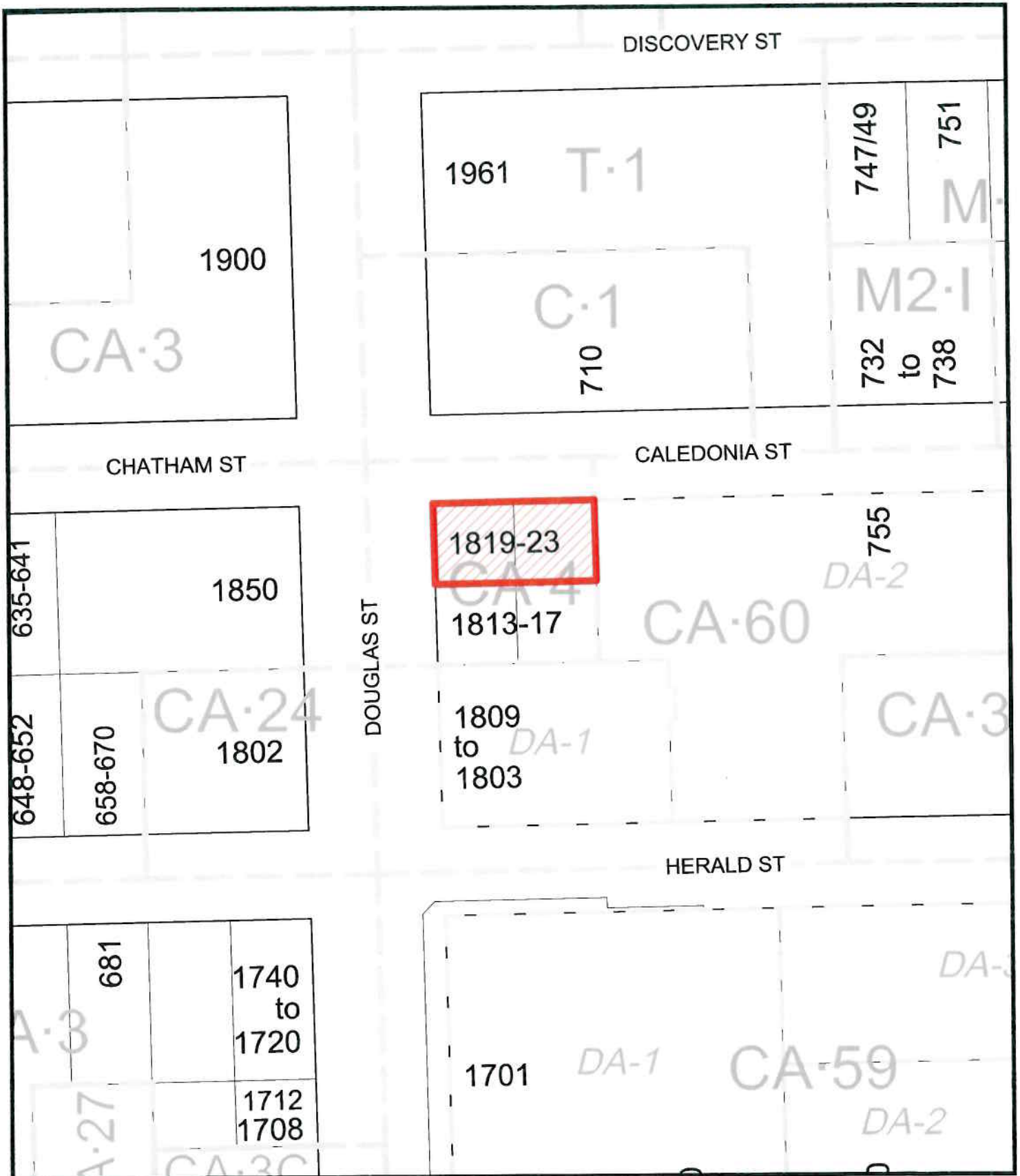
The application has been reviewed by the ADP and the applicant has made several changes based on comments from the Panel. This application still presents several fundamental challenges with respect to the intent of the design guidelines contained within the OCP. The applicable policy is to enable revitalization of this area through intensification, however, the current proposal replaces the existing building and does not respond to this potential for intensification. The applicant has noted a strong preference for an economical building type both in terms of form and architectural design. At the PLUC meeting of March 20, 2014, the Committee acknowledged the fact that the economic conditions were not favourable to developing the site to its full potential. Given this direction from Council, staff recommend that Committee consider supporting the application.

8.0 Recommendations

1. That Council consider issuing Development Permit #000297 for 1823 Douglas Street in accordance with plans date stamped July 16, 2014.
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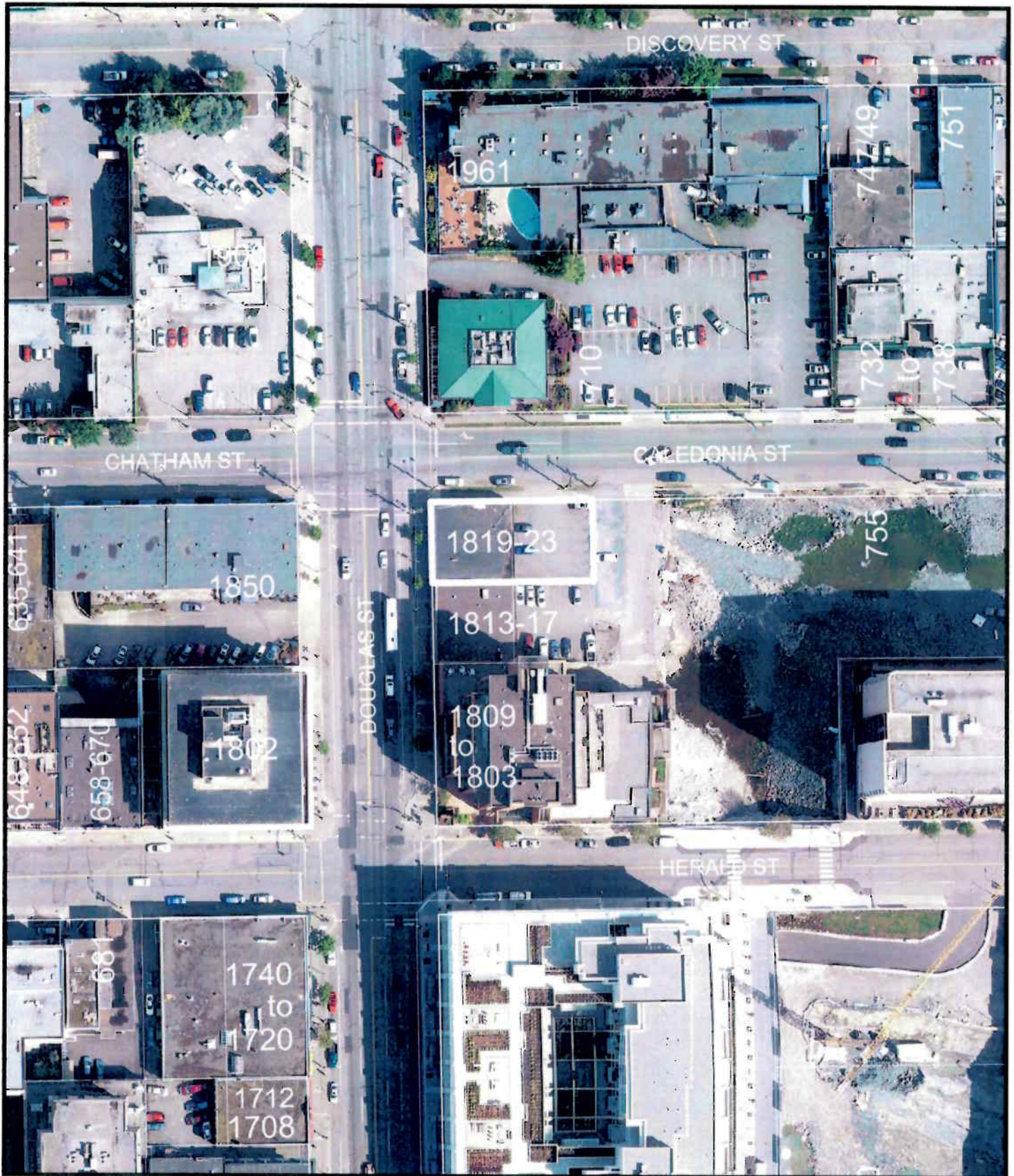
9.0 List of Attachments

- Zoning map
- Aerial map
- Letter from applicant dated July 31, 2014
- Revised plans dated July 31, 2014.



1823 Douglas Street
Development Permit #000297





1823 Douglas Street
Development Permit #000297





P R A X I S
architects inc.

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prax@telus.net

July 7, 2014

Mayor and Council
c/o
Mike Wilson
Senior Planner - Urban Design
Development Services Division
Planning and Development Department
City of Victoria
1 Centennial Square, Victoria, BC, V8W 1P6



**Re: New Sushi Restaurant
1823 Douglas Street**

We are writing to describe point by point our response to the Victoria Advisory Design Panel meeting of April 23, 2014.

1 Simplification of materials and articulation and depth to the building façade with attention to detail in the use of the materials such as brick on the building exterior.

We have simplified the façade materials. We have elected to utilize one colour of brick as the principal material of the façade. We have removed the cantilevered overhang on each façade. This feature is now flush with the brick façade and is comprised of prefinished architectural metal panels accented with black metal flashings at top and bottom edges. We have a smaller version of this assembly as a flush spandrel in the tall windows on the north façade. We want these three windows to read as tall elements from the exterior. All the brick flashing, the window frames and the rear screen walls and bike storage area are black reducing the colour scheme to red brick with black accents.

At this stage of the design we are showing brick soldier course window heads and brick sills where possible. If this project is approved we will add additional brick details as part of the working drawing stage. We would be pleased to meet with ADP prior to applying for a building permit to show these details. The design funds at this stage have been exhausted. The use of brick enables all the windows to be setback from the street face of the brick thus emphasizing depth and shadows around the jambs and window heads. The building footprint is small and space is at a premium preventing us from developing major depth setbacks in the façade. Every reduction in depth and building footprint reduces the potential seating in the restaurant, and every jog and articulation in the facade has economic consequences for the risky restaurant business. Maximum seating needs to be retained to ensure success. We have endeavored to articulate the façade with the punched openings and brick detailing.

Adding to the articulation we have provided a 6' deep bolt on/bolt off metal and glass canopy all along Douglas and turning the corner onto Caledonia. This provides limited shelter for pedestrians caught in the rain and limited shade on sunny summer afternoons.

2 Rationalization of glazing and openings

The glazing and openings in the building have always been rational. The windows are sized in relation to the adjacent interior dining functions. Wherever possible, the window sizes have been generated by the Tatami ratio of 2:1 or an approximation of that – typical of traditional Japanese architecture. We describe the front corner windows below in regard to the visual connection to the street corner. To the right as one enters the restaurant from Douglas are 4 Tatami rooms – semi private dining booths. The windows opening into the Tatami rooms are adjacent to the higher side of the Douglas Street sidewalk. The sidewalk at the south side of the building is 1' higher than the floor of the Tatami rooms. This potentially could create privacy issues within each Tatami booth. We have set the windowsills of the booths at 4' above the finished floor in this location. Above this we have three windows each divided horizontally into two panes in a rough approximation of 2:1. This horizontal division is roughly 7' above finished floor. The upper pane is visually clear but a sliding wood translucent shoji screen screens the lower pane from pedestrians walking on the adjacent sidewalk.

The three windows overlooking the street corner (Douglas and Caledonia) are subdivided into three vertical lites. Each lite is an approximate ratio of 2:1. The centre lite on the two outside windows is operable to permit further interior exterior connection. The location of these windows is intended to increase two way visual connection between the restaurant and the street. The window just around the corner from these three is an extension of this visual field onto Caledonia.

Proceeding east from the corner along Caledonia are three party rooms separated from each other internally by vertical sliding shoji to enable linking them together as one eating area. Seating will be on low movable benches. As in the Tatami rooms the adjacent sidewalk is rising up in the easterly direction resulting in the sidewalk being 1' above the finished floor of the most easterly room. Each party room will have its own window to the street. Each window will have two lower lites under a solid transom panel and a third lite above the panel creating a tall profile to the street. Each lite is created in an approximation of the Tatami ratio of 2:1. The shoji screen described above will screen the lowest lite from the sidewalk pedestrians. The shoji provides privacy at the lowest lite but still permits light into the party rooms.

3 redesign fence and rear canopy to be integral with building

We have redesigned the fence and the canopy to be integral with the building.

We have extended a brick privacy screen from the building across the side of the secure bicycle parking area. The brick matches the building. Then we have utilized a 2" square black wire mesh mounted on black steel frames to provide further definition of the lot boundaries, the bike cage and the garbage surround. We have placed the lot boundary screens behind street and parking lot plant material. The brick screen wall serves as one end of the bike cage and as a gable support for the bike storage roof.

4 acknowledge the corner and provide a visual connection from the street to the building

We have acknowledged the corner in the existing layout.

There is a significant grade slope across the Douglas frontage and the Caledonia side of the building resulting in the lowest corner of the site at Douglas and Caledonia. This point is 1.77m lower than the diagonal opposite corner of the building. If one enters at the low point of the building one must dig out the floor to get a reasonable flat seating area that is level with the front doors or one must immediately be confronted with stairs making access to the restaurant seating awkward. We have chosen to place the main entry to the restaurant roughly in the mid point of the Douglas façade. This permits us to make most of the customer seating area on one level with the front doors. This arrangement creates a dining area at the corner of Caledonia and Douglas 16" higher than the exterior

pavement. The 9' high windows in this dining area look out both to Douglas and to Caledonia and provide the opportunity for diners to visually engage with the street while sitting in a semi public space with friends and family. Needless to say the engagement will be two-way. This dining area permits flexible seating so that tables and chairs can be arranged in a number of configurations, accommodating 14 to 18 customers. At the street corner the dining area is further dramatized with a very high ceiling which is reflected in the building massing across the Douglas frontage. This volume is further emphasized with high level clerestory windows.

5 provide permeable paving for storm water management on the site
We have provided permeable paving over the drive aisle and all parking surfaces.

We trust you will find this project supportable and we look forward to discussing it with you.

Sincerely,
Praxis Architects Inc

A handwritten signature in black ink, consisting of stylized, overlapping loops and a long horizontal stroke extending to the right.

Michael D. Levin, MAIBC
Director

1. This is a preliminary map and should not be used for any purpose other than to show the general location of the site. It is not a legal document and does not constitute a guarantee of accuracy. The map is subject to change without notice. The map is not to be used for any purpose other than to show the general location of the site. It is not a legal document and does not constitute a guarantee of accuracy. The map is subject to change without notice.

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BC Land Surveyors Site Plan of
1823 Douglas Street

Caledonia Avenue

Douglas Street

N 730

N 731

S 730

S 731

Rem 1
Plan V183911

2 SITE SURVEY
A001 Scale: 1:200



2 CRD MAP
A001 Scale: NTS

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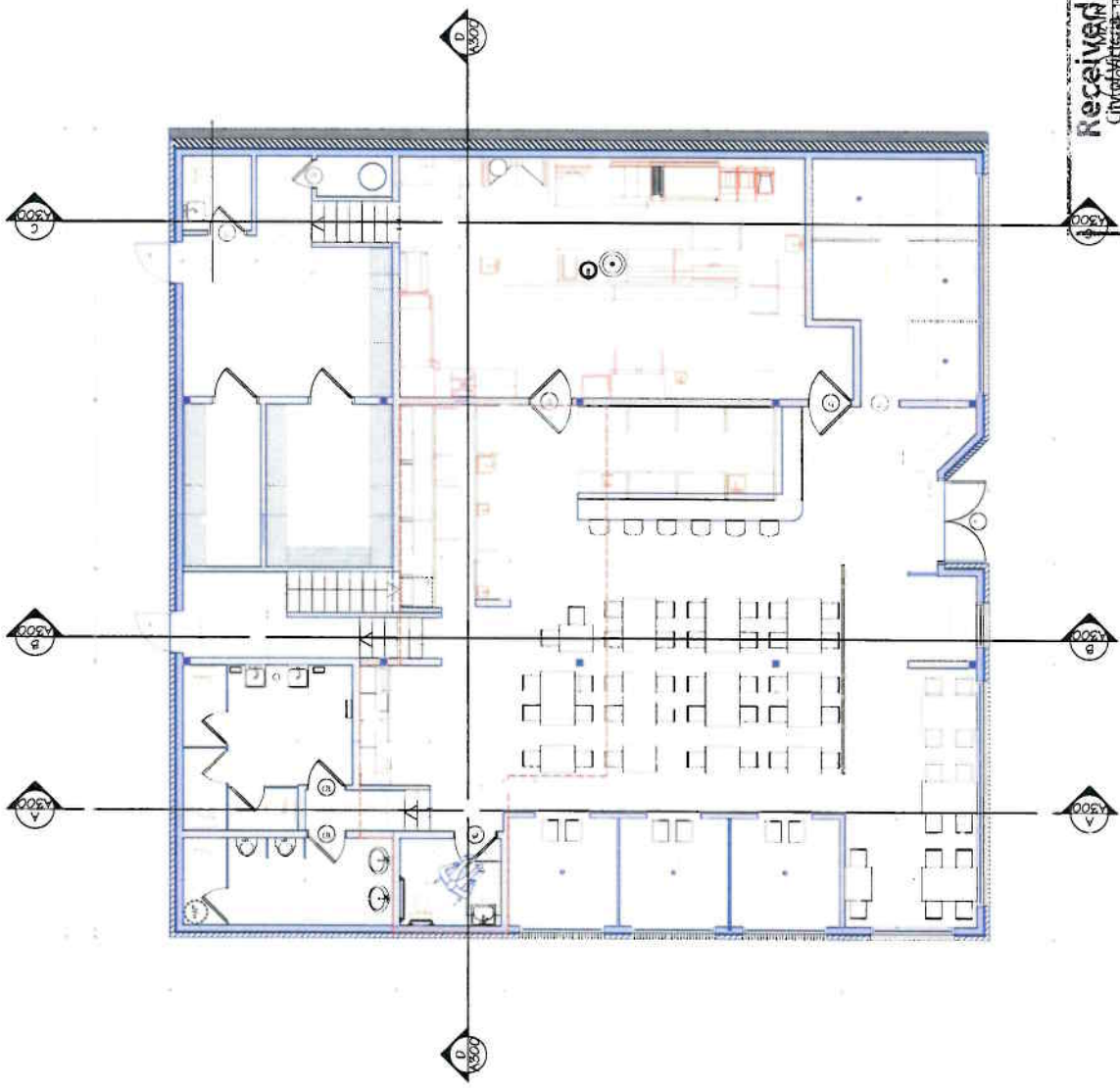
OTAKI SUSHI
1823 DOUGLAS STREET
VICTORIA, BRITISH COLUMBIA

2014 SURVEY A CRD MAP

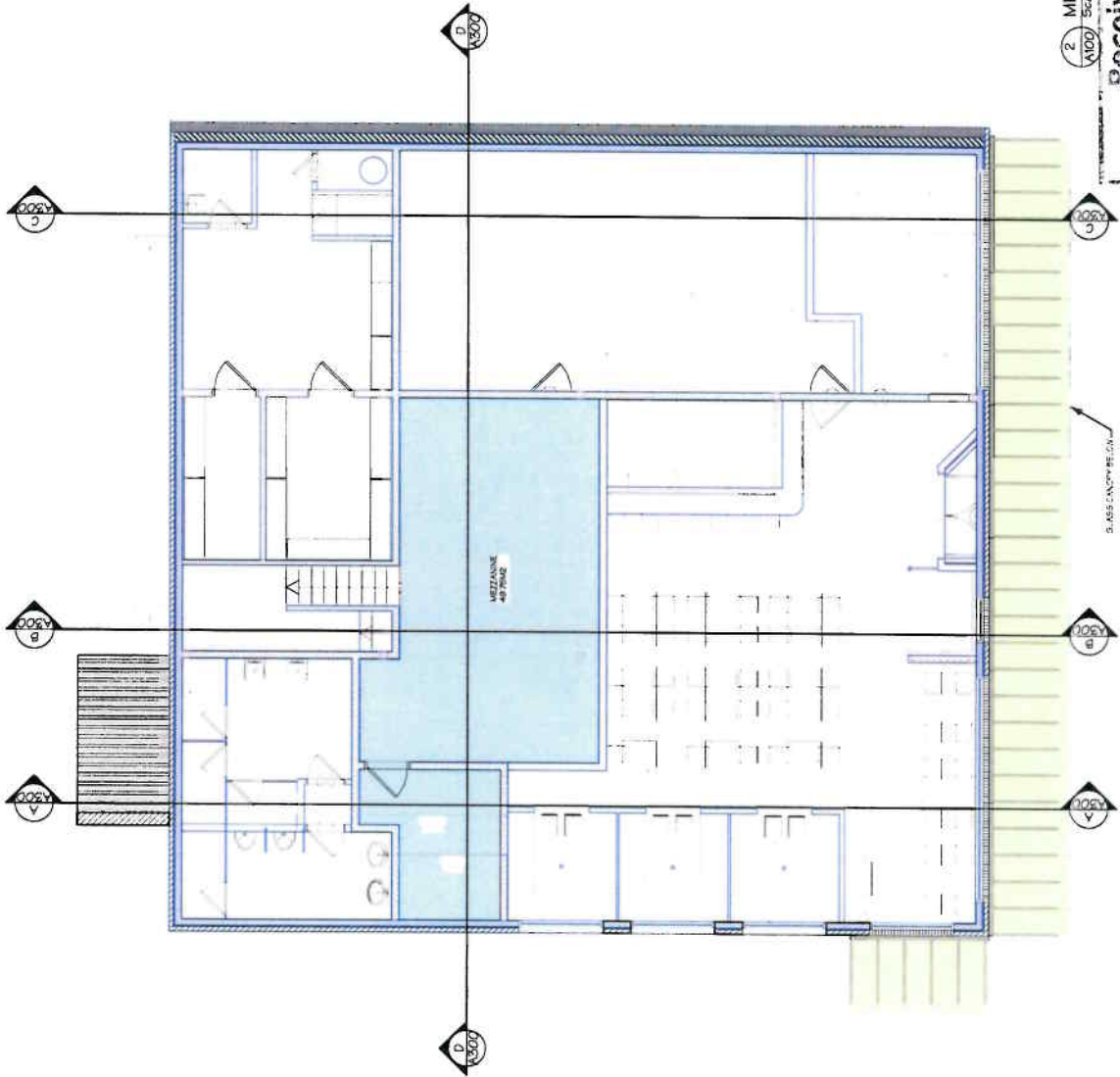
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NOTES:
1. ALL DIMENSIONS ARE IN METERS.
2. ALL WALLS ARE 100MM THICK UNLESS OTHERWISE NOTED.
3. ALL FLOORS ARE FINISHED TO THE TOP OF THE SLAB.
4. ALL CEILINGS ARE FINISHED TO THE BOTTOM OF THE SLAB.
5. ALL DOORS ARE SWINGING INTO THE ROOM UNLESS OTHERWISE NOTED.
6. ALL WINDOWS ARE DOUBLE GLAZED UNLESS OTHERWISE NOTED.
7. ALL STAIRS ARE FINISHED TO THE TOP OF THE SLAB.
8. ALL STAIRS ARE FINISHED TO THE BOTTOM OF THE SLAB.
9. ALL STAIRS ARE FINISHED TO THE TOP OF THE SLAB.
10. ALL STAIRS ARE FINISHED TO THE BOTTOM OF THE SLAB.

NOTES:



NOT FOR CONSTRUCTION
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2 MEZZANINE LEVEL
 Scale: 1:500

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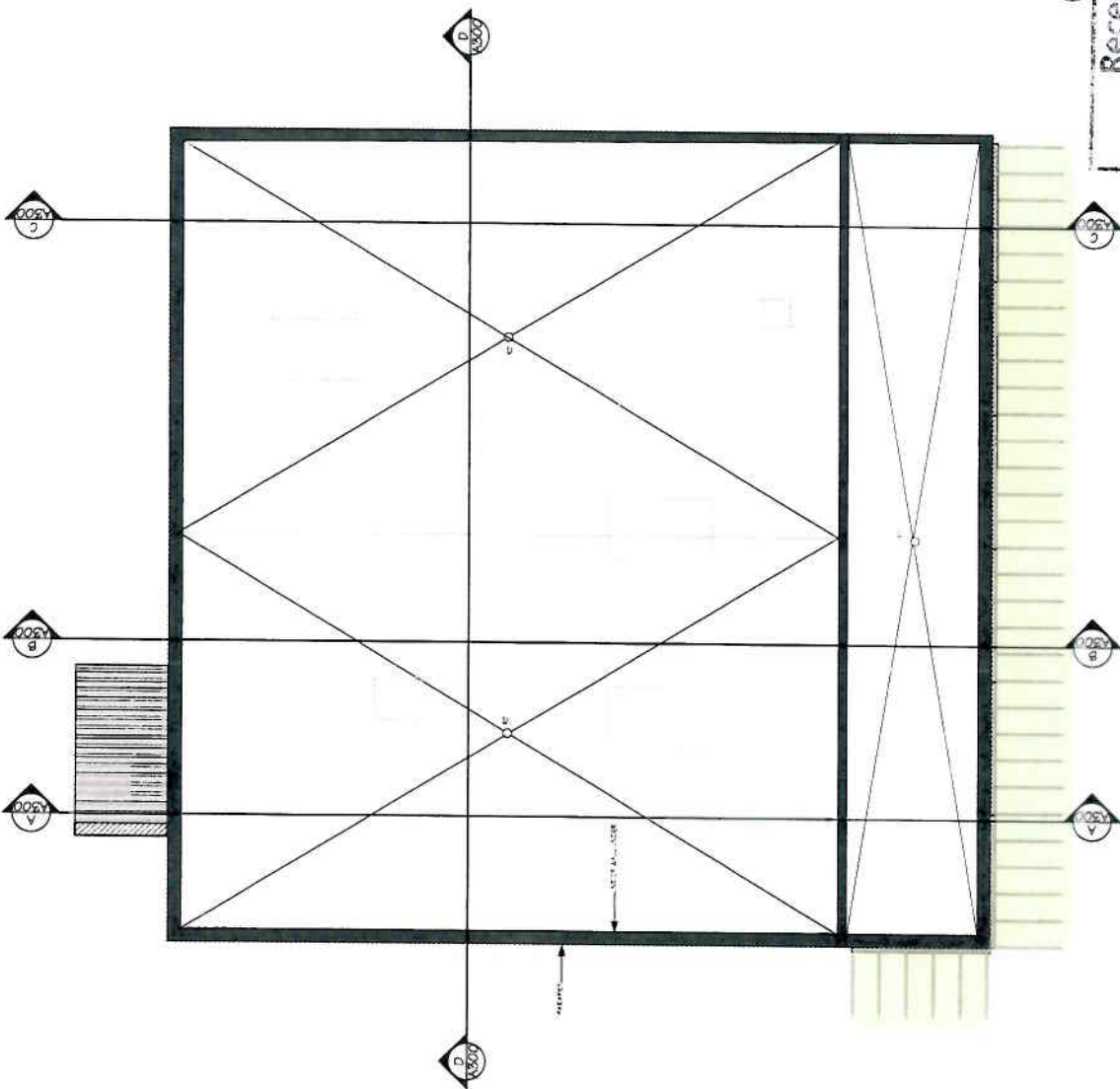
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OTAKI SUSHI 1025 DOUGLAS STREET VICTORIA, BRITISH COLUMBIA	
MEZZANINE PLAN	
SHEET NO. PROJECT NO. DRAWN BY CHECKED BY DATE	SCALE DATE PROJECT NO.
A101	

NOTES:
1. This drawing is a preliminary drawing and is not to be used for construction purposes.
2. All dimensions are in millimeters unless otherwise stated.
3. The drawing is not to scale.
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NOTES:

NOTES:



1 ROOF PLAN
A102 SCALE: 1:50

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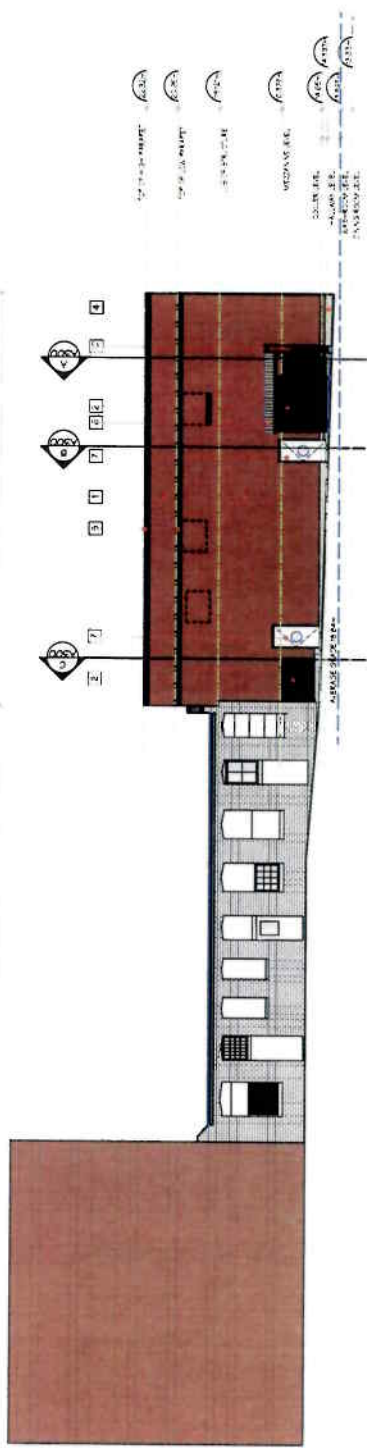
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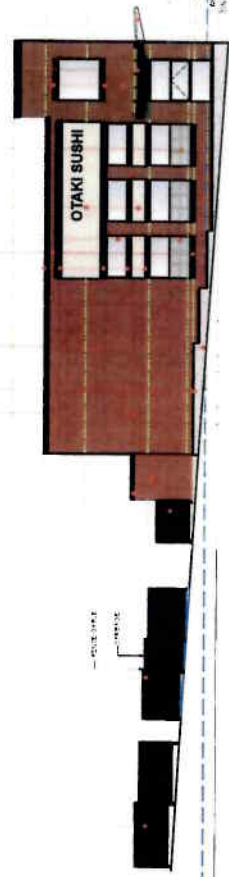
OTAKI SUSHI
1800 DOWLING STREET
VICTORIA, BRITISH COLUMBIA

ROOF PLAN

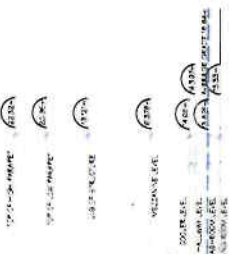
A102



1 EAST ELEVATION
12.74m



2 CALEDONIA AVE ELEVATION
12.74m



3 SOUTH ELEVATION
12.74m



4 DOUGLAS STREET ELEVATION
12.74m

<p>NOTES</p> <p>1. ALL DIMENSIONS ARE IN METERS UNLESS OTHERWISE SPECIFIED.</p> <p>2. ALL MATERIALS AND FINISHES TO BE AS SHOWN ON THE MATERIALS LIST.</p> <p>3. ALL WORK TO BE DONE IN ACCORDANCE WITH THE CITY OF VICTORIA BUILDING REGULATIONS.</p> <p>4. ALL WORK TO BE DONE IN ACCORDANCE WITH THE CITY OF VICTORIA PLANNING AND DEVELOPMENT SERVICES DIVISION.</p> <p>5. ALL WORK TO BE DONE IN ACCORDANCE WITH THE CITY OF VICTORIA PLANNING AND DEVELOPMENT SERVICES DIVISION.</p> <p>6. ALL WORK TO BE DONE IN ACCORDANCE WITH THE CITY OF VICTORIA PLANNING AND DEVELOPMENT SERVICES DIVISION.</p> <p>7. ALL WORK TO BE DONE IN ACCORDANCE WITH THE CITY OF VICTORIA PLANNING AND DEVELOPMENT SERVICES DIVISION.</p> <p>8. ALL WORK TO BE DONE IN ACCORDANCE WITH THE CITY OF VICTORIA PLANNING AND DEVELOPMENT SERVICES DIVISION.</p> <p>9. ALL WORK TO BE DONE IN ACCORDANCE WITH THE CITY OF VICTORIA PLANNING AND DEVELOPMENT SERVICES DIVISION.</p> <p>10. ALL WORK TO BE DONE IN ACCORDANCE WITH THE CITY OF VICTORIA PLANNING AND DEVELOPMENT SERVICES DIVISION.</p>		<p>MATERIALS LIST</p> <p>1. BRICK: RED BRICK, 100mm thick, 200mm x 100mm x 60mm.</p> <p>2. CONCRETE: 20MPa, 100mm thick, 200mm x 100mm x 60mm.</p> <p>3. ROOFING: ASBESTOS CEMENT SHEET, 100mm thick, 200mm x 100mm x 60mm.</p> <p>4. GLASS: 10mm thick, 200mm x 100mm x 60mm.</p> <p>5. METAL: GALVANIZED STEEL, 100mm thick, 200mm x 100mm x 60mm.</p> <p>6. PAINT: WHITE, 100mm thick, 200mm x 100mm x 60mm.</p> <p>7. FINISH: POLISHED, 100mm thick, 200mm x 100mm x 60mm.</p> <p>8. FINISH: POLISHED, 100mm thick, 200mm x 100mm x 60mm.</p> <p>9. FINISH: POLISHED, 100mm thick, 200mm x 100mm x 60mm.</p> <p>10. FINISH: POLISHED, 100mm thick, 200mm x 100mm x 60mm.</p>		<p>PRAXIS</p> <p>1000 DOUGLAS STREET VICTORIA, BRITISH COLUMBIA</p>		<p>OTAKI SUSHI</p> <p>1000 DOUGLAS STREET VICTORIA, BRITISH COLUMBIA</p>		<p>NEW ELEVATION</p> <p>1000 DOUGLAS STREET VICTORIA, BRITISH COLUMBIA</p>		<p>A200</p> <p>1000 DOUGLAS STREET VICTORIA, BRITISH COLUMBIA</p>	
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NOTE: PLANTS MUST MEET SIZE AND POT SPECIFICATION AND MAY EXCEED DOLMA STAND AREA. AREA OF PLANT MATERIAL BOUNDING TO INCLUDE WESTERN NORTH AMERICA.

NOTES

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LANDSCAPE PLAN III

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