



Planning and Land Use Committee Report

For Meeting of July 17, 2014

Date: July 3, 2014 **From:** Helen Cain, Senior Planner
Subject: **Update on Rezoning Application #00388 and Development Permit Application #000298 for 1082 Richmond Avenue** - Application to rezone lands from the R3-A2 Zone (Low Profile Multiple Dwelling District) to a new zone to permit increased density and construction of a new four-storey, 21-unit apartment building

Executive Summary

The purpose of this report is to present Council with new information, analysis and recommendations regarding a Rezoning Application and a Development Permit Application for the property located at 1082 Richmond Avenue. The property is located in the R3-A2 Zone (Low Profile Multiple Dwelling District) where the maximum permitted density for a four-storey multiple dwelling with underground parking is 1.2:1 floor space ratio (FSR). The applicant proposes to rezone the property to increase the density to 2:1 FSR in order to construct a four-storey, 21-unit apartment building with underground parking.

The Planning and Land Use Standing Committee (PLUSC) previously considered these applications in August 2013 and recommended to Council that the proposal return to the PLUSC subject to conditions including significant design revisions. Subsequently, the applicant has worked with staff to revise the proposed apartment building and submitted the revised applications in June 2014.

The following points were considered in assessing these applications:

- 1082 Richmond Avenue is a corner lot at the intersection of Richmond Avenue and Oak Bay Avenue, where the latter is a secondary arterial road. The *Official Community Plan 2012 (OCP)* designates the property as Urban Residential where the envisioned density is generally up to 1.2:1 floor space ratio (FSR), but sites along arterial or secondary arterial roads are eligible for additional density up to 2:1 FSR for new development that "significantly advances plan objectives".
- The original proposal to rezone to increase density to 1.59:1 FSR exceeded the base density of 1.2:1 FSR envisioned in Urban Residential areas. Council did not require a land lift analysis for 0.39:1 FSR in bonus density. In the revised applications, the proposed development is 2.0:1 FSR which is 0.41:1 FSR in new bonus density. Staff are seeking clarification on whether it was Council's wish to waive the land lift analysis for up to 1.59:1 FSR or all additional bonus density.
- Development and construction of the apartment building is subject to Development Permit 7A - Corridors objectives and the *Oak Bay Avenue Design Guidelines 1987*. The proposed design adequately complies with DPA 7A objectives for a transition to lower-scale residential areas and applicable guidelines.

Staff recommend that Council support this Rezoning Application as the proposed increase in density and height is aligned with the OCP objectives and policies for strategic growth in Urban Residential areas along transit corridors. However, the staff recommendation includes a

condition for the applicant to complete a land lift analysis for 0.41:1 FSR in bonus density so that Council has the opportunity to clarify whether to waive this requirement.

With respect to the Development Permit Application, staff consider the redesign of this four-storey apartment building to adequately respond to Council's direction to improve both street frontages and provide a transition to houses on Richmond Avenue. Staff recommend that Council refer the design to the Advisory Design Panel, prior to advancing the proposed rezoning to a Public Hearing.

Recommendations

1.
 - a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendments that would authorize the proposed development outlined in Rezoning Application #00388 for 1082 Richmond Avenue.
 - b. That Council consider giving first and second reading to this bylaw amendment after the bylaws have been drafted.
 - c. That Council schedule a Public Hearing after the *Zoning Regulation Bylaw* has received first and second reading, subject to:
 - i. referral of Development Permit Application #00298 to the Advisory Design Panel to provide recommendations to Council, particularly with respect to street frontages and the transition to houses on Richmond Avenue;
 - ii. completion of a third-party analysis to be conducted by a consultant, agreed to by the City and paid for by the applicant, to establish the value of the land lift for any increase in density that exceeds the floor space ratio of 1.59:1 FSR with a contribution of 75% of the value to the Parks and Greenways Acquisition Reserve Fund, secured to the satisfaction of the City Solicitor and the Director of Sustainable Planning and Community Development;
 - iii. preparation, execution and registration of legal agreements for sewage attenuation to mitigate the impact of increased density to the satisfaction of the City Solicitor and Director of Engineering and Public Works.
2. That subject to the adoption of the *Zoning Regulation Bylaw* amendments for 1082 Richmond Avenue, that Council authorize the issuance of Development Permit #00298 for 1082 Richmond Avenue, generally in accordance with:
 - a. plans for Rezoning Application #00388 and Development Permit Application #00298 stamped June 24, 2014;
 - b. final plans to be generally in accordance with plans identified above.

Respectfully submitted,



Helen Cain
Senior Planner
Development Services Division




Deb Day, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:


Jason Johnson

Date: July 9, 2014

HC:aw

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1.0 Purpose

The purpose of this report is to present Council with new information, analysis and recommendations regarding a Rezoning Application and Development Permit Application for the property located at 1082 Richmond Avenue.

2.0 Background

2.1 Relevant History

2.1.1 Council Conditions for Revised Application

The Planning and Land Use Standing Committee (PLUSC) previously considered these applications in August 2013. The PLUSC recommended to Council that the proposal return to the PLUSC subject to design revisions to improve the street elevations and provide transition to the single family dwellings on Richmond Avenue. Council ratified the PLUSC motion on September 13, 2013 (Minutes attached). It should be noted that Council's conditions also included the removal of a proposed driveway across Oak Bay Avenue to comply with the *Highway Access Bylaw*, which requires new development on a corner lot to have driveway crossings over the lesser roadway, which is Richmond Avenue. Since last presented to the PLUSC of 2013, the applicant has comprehensively redesigned this proposal; final proposed plans were submitted in June 2014.

2.1.2 Land Lift Analysis Requirement

The earlier proposal had a density of 1.59:1 FSR, exceeding the base density of 1.2:1 FSR for Urban Residential areas, where the OCP also supports bonus density up to a total of 2:1 FSR. Based on the OCP policy, staff had recommended a land lift analysis. Given the 2013 Council motion did not include the land lift analysis as a condition of advancing the Rezoning Application, staff are seeking clarification on whether it was Council's wish to waive the land lift analysis for the 0.39:1 FSR above the OCP base density of 1.2:1 FSR, or all bonus density to bring the project to the full 2:1 FSR.

2.2 Description of Proposal

In addressing Council's conditions for advancing these applications, the applicant has made significant changes to the proposal with respect to density and design. The apartment building that is now proposed would be four storeys with a density of 2:1 FSR.

The proposed site plan, architectural and landscape design include the following:

- four-storey building form with massing broken up into different planes, recessed balconies and numerous entrances and window openings facing Oak Bay Avenue and Richmond Avenue
- underground parking with vehicle access and egress from Richmond Avenue
- siding is a mix of fibre-cement panels (stucco) and brick veneer with accent features such as balcony columns in metal and metal trellis detail
- vinyl windows, aluminum doors, and decorative balcony railings in aluminum
- several street trees to help soften the appearance of the building and generous plantings around the building.

2.2.1 Sustainability Features

The applicant has included sustainable landscaping in the proposal specifically one rain garden within the west rear yard and another at the prominent northeast corner of the site plan. No other green building features are included.

2.3 Existing Site Development and Development Potential

The data table below compares the proposal with the existing R3-A2 Zone (Low Profile Multiple Dwelling District). A single asterisk (*) is used to show where the proposal is less stringent than zoning standards.

Zoning Criteria	Current Proposal	Previous Proposal	Zone Standard R3-A2
Site area (m ²) – minimum	1087	1087	920
Total floor area (m ²) – maximum	2182.10*	1730.37*	1087
Density (Floor Space Ratio) – maximum	2.00:1*	1.59:1*	1.00:1
Lot width (m) – minimum	31.41	31.41	n/a
Height (m) – maximum	14.93*	15.026*	10.7
Storeys - maximum	4*	4*	3
Site coverage (%) – maximum	57.7*	52.9*	33.3
Open site space (%) – minimum	36.60	27.99*	30
Setbacks (m) – minimum			
Front (east) – Richmond Ave	2.90* (building)	3.21* (building)	7.50
Rear (west)	4.29* (building)	4.86* (building)	9.50
Side (north) – Oak Bay Ave	3.81* (building)	4.97* (building)	7.46
Side (south)	3.66* (building)	4.90* (building)	7.46
Landscape strip (m) – minimum	n/a	Nil – West*	0.6
– surface parking		Nil – South*	
Vehicle parking	27*	19*	34 / 29
Bicycle rack	6	6	6
Bicycle storage	28	21	24 / 21

2.4 Land Use Context

Land use, density and housing forms that respond to the context of low-rise apartments on Oak Bay Avenue and that provide visual transition to the surrounding single-family dwellings on Richmond Avenue, are well-suited to this location. The immediate land use context is:

- parcels to the north, west and east are R3-2 Zone (Multiple Dwelling District)
- parcels to the south are R1-B Zone (Single Family Dwelling District).

2.4 Legal Description

Lot 1, Section 74, Victoria District, Plan 2094.

2.5 Consistency with City Policy

2.5.1 Official Community Plan, 2012

The *Official Community Plan 2012* (OCP) land use designation for the subject property is Urban Residential. The OCP also states:

6.23 Generally support new development in areas designated Urban Residential that seeks densities toward the upper end of the range identified in Figure 8 where the proposal significantly advances the objectives in this plan and is:

6.23.1 within 200 metres of the Urban Core; or

6.23.2 within 200 metres of Town Centres or Large Urban Villages, or

6.23.3 along arterial or secondary arterial roads.

Given that 1082 Richmond Avenue is a corner lot along a secondary arterial, a proposal for residential intensification in this location in excess of the base density of 1.2:1 FSR may be considered. However, any development that seeks a higher density should advance the OCP in a significant way such as through provision of amenity contributions.

At the local area level, it should be noted that the OCP also provides a land use policy vision and strategic directions for Rockland in the City-wide context. The following policies are those most relevant to the subject property:

Rockland Vision

21.23.3 A mixed use corridor along Fort Street and Oak Bay Avenue defines the northern neighbourhood boundary.

Rockland Strategic Direction:

21.24.2 Support mixed use development along the Fort Street frequent transit corridor.

The current proposal to permit increased density of 2:1 FSR is aligned with the OCP objectives and policies for strategic growth in Urban Residential locations along transit corridors, generally, and specifically for sites located on Oak Bay Avenue. Staff are recommending to Council that the applicant be required to complete a land lift analysis to evaluate the proposed density above 1.59:1 FSR. Further information on this topic is provided in the Section 3 – Issues of this report.

2.5.2 Rockland Neighbourhood Plan, 1987

Policies in the *Rockland Neighbourhood Plan*, 1987, that apply to the subject property include:

2.1.10 The scale of the next generation of apartments along Fort Street and Oak Bay Avenue should be related to the residential properties to the south.

3.2.2 Rezone from R3-2, Multiple Dwelling District to R3-A2, Low Profile Multiple Dwelling District properties on Oak Bay Avenue between Oak Bay Junction and Richmond Avenue to reduce size and height of future development (3 storeys).

It should also be noted that the City did initiate the rezoning of this property to the R3-A2 Zone (Low Profile Multiple Dwelling District) in response to Policy 3.2.2 of the *Rockland Neighbourhood Plan*.

However, since the *Rockland Neighbourhood Plan* was developed, the OCP has been adopted and as stated in OCP objective 20 (b) "local area plans should be consistent with the goals and broad objectives in the OCP". Although the proposal to rezone to a four-storey building at 1082 Richmond Avenue would result in a higher building than envisioned in the local area plan, the property is located on a secondary arterial road which the OCP identifies as a strategic location for population growth. Additionally, the revised design is compatible with the OCP and *Rockland Neighbourhood Plan* policies for sensitive transition to Richmond Avenue through building form, massing and height.

2.6 Consistency with Design Guidelines

The proposed design of the apartment building is subject to OCP Development Permit Area (DPA) 7A Corridors where the applicable objectives include:

- 4 (d) *To ensure corridors are compatible with adjacent and nearby lower density residential neighbourhoods through human-scaled urban design and a sensitive transition in building form and place character.*

For DPA 7A, building form, character, finishes and landscaping details are controlled and regulated in relation to the *Oak Bay Avenue Land Use and Design Guidelines 1983*:

Building Design Guidelines

- *New buildings limited to a maximum of 3 storeys in height*
- *Use of traditional building materials, e.g. brick, glass, cedar*
- *Design features to include pitched, gabled and hipped roofs, with main ridge lines parallel to the street*
- *Faces of buildings to have varied setbacks to provide interest and human scale*

The proposed apartment building is taller than envisioned in the Design Guidelines and has a flat roof, but has a context where Oak Bay Avenue is predominantly large buildings with heights of three or four storeys that mostly have flat roofs. The proposal is smaller in scale compared to many buildings along the corridor, and the building form and massing is reduced on the south side facing Richmond Avenue, which improves the transition from the proposed building to the existing two-and-a-half storey house on the adjacent lot. Overall, the new proposal adequately addresses DPA 7A objectives for human-scale design and a sensitive transition to the adjacent lower-density, residential neighbourhood.

2.7 Community Consultation

The applicant initially consulted with the Rockland Community Association on November 7, 2012. Letters from the Land Use Committee (CALUC) are attached to this staff report. As indicated in letters from the Rockland CALUC and the applicant (attached), there have been several meetings to discuss revisions to these applications.

3. Issues

The main outstanding issues related to these applications are:

- increased density and land lift analysis considerations
- revised site plan
- design revisions.

4. Analysis

4.1 Increased Density and Land Lift Considerations

Previously, the project proposed a density of 1.59:1 FSR and hard-surface parking. The rationale for the increased density is construction costs for provision of underground parking, which would improve the street frontages of the apartment building.

The OCP states that new development along arterial and secondary arterial roads may exceed the maximum base density of 1.2:1 FSR prescribed for Urban Residential areas with extra density up to a total of 2.0:1 FSR, where a proposal significantly advances the OCP objectives. For instance, the provision of a community amenity may justify extra density above 1.2:1 FSR. The new proposed development for 1082 Richmond Avenue has a density of 2:1 FSR and includes some green building features, specifically rain gardens in the rear and north side yard setbacks. While green building features in private development are encouraged, they are not typically considered to be community amenities.

Where a rezoning proposal includes bonus density, staff recommendations to Council usually include a condition for the applicant to provide a third-party land lift analysis that determines whether the land value would increase and that assesses the monetary value of any community amenity contributions. Council's motion on these applications in 2013 did not require a land lift analysis for the bonus density (0.39:1 FSR) originally requested. However, the revised proposal has increased density to 2:1 FSR, which includes an extra 0.41:1 FSR in bonus density. Based on the OCP policy, staff recommend that a land lift analysis be completed for this additional bonus density. However, it is unclear whether Council had intended that the need for a land lift analysis was to be waived for the full potential additional density. An alternate motion is provided in Section 7 - Recommendations should Council wish to remove the land lift analysis as a condition of advancing the rezoning to a Public Hearing.

4.2 Revised Site Plan

Compared to the earlier proposal, the building footprint is slightly larger resulting in increased site coverage (57.7% up from 52.9%). Also, the front, rear and side yard setbacks are quite narrow (between 2.90 m to 4.9 m). While the proposed setbacks are narrower than the existing zone requirements, it should be noted that all yards have few hard surfaces and that the landscaped open space (36.6%) would exceed the standard (30%) in the existing zone. Given that the adjacent apartment to the west has a similar setback and that Oak Bay Avenue at this corner is entirely apartments, the proposed north side yard setback (3.811 m) is suitable for this context. The front yard setback (2.898 m) on Richmond Avenue would be quite different from the houses along the immediate block to the south, but extensive plantings within the setback would help to soften the appearance of the building face as seen from the street. With respect to the south side yard setback, the narrowest width (3.66 m) only pertains to a small area near the west property line, whereas most of the south setback is wider, which would provide some breathing room between the new apartment and the adjacent house.

4.3 Design Revisions

The applicant has redesigned this four-storey apartment to address Council's direction to improve both street elevations and to provide a transition to the houses on Richmond Avenue. Design changes in the revised proposal include:

- a prominent main entrance for the Oak Bay Avenue frontage with a second entry

along Richmond Avenue and ground-level entries to individual dwelling units along both streets

- additional architectural features that would provide visual interest to pedestrians and promote interaction between the street and building occupants such as large, recessed balconies; façade articulation; and the use of brick veneer to distinguish the apartment's base, middle and top
- a rounded treatment of the northeast building corner to reduce the appearance of the building "bulk"
- stepping back of the south and east elevations at ground level as well as the third storey to transition in form and height to the two-and-half storey house adjacent to the south.

These changes are viewed by staff as an overall improvement to the design and are generally consistent with the Design Guidelines.

5.0 Resource Impacts

There are no resource impacts associated with this development.

6.0. Conclusions

Staff recommend that Council support this Rezoning Application because the proposed increase in density and height is aligned with the OCP objectives and policies for strategic growth in Urban Residential areas along transit corridors. However, the staff recommendation includes a condition for the applicant to complete a land lift analysis for 0.41:1 FSR in bonus density. With respect to the Development Permit Application, staff consider the redesign of this four-storey apartment building to have adequately responded to Council's direction to improve both street frontages and provide a transition to houses on Richmond Avenue. Staff recommend that Council refer the design to Advisory Design Panel, prior to advancing the proposed rezoning to a Public Hearing.

7.0 Recommendations

7.1.1 Staff Recommendations

1. a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendments that would authorize the proposed development outlined in Rezoning Application #00388 for 1082 Richmond Avenue.
- b. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendments after the bylaws have been drafted.
- c. That Council schedule a Public Hearing after the *Zoning Regulation Bylaw* amendments have received first and second reading, subject to:
 - i. referral of Development Permit Application #00298 to the Advisory Design Panel to provide recommendations to Council, particularly with respect to street frontages and the transition to houses on Richmond Avenue;
 - ii. completion of a third-party analysis to be conducted by a consultant, agreed to by the City and paid for by the applicant, to establish the value of the land lift for any increase in density that exceeds the floor space ratio of 1.59:1 FSR with a contribution of 75% of the value to the Parks and Greenways Acquisition Reserve Fund, secured to the satisfaction of the City Solicitor and

- the Director of Sustainable Planning and Community Development;
 - iii. preparation, execution and registration of legal agreements for sewage attenuation to mitigate the impact of increased density to the satisfaction of the City Solicitor and Director of Engineering and Public Works.
 - 2. That subject to the adoption of the *Zoning Regulation Bylaw* amendments for 1082 Richmond Avenue, that Council authorize the issuance of Development Permit #00298 for 1082 Richmond Avenue, generally in accordance with:
 - a. plans for Rezoning Application #00388 and Development Permit Application #00298 stamped June 24, 2014;
 - b. final plans to be generally in accordance with plans identified above.

7.2 Alternate Recommendations

Advance to Public Hearing, Waive Land Lift Analysis

- 1.
 - a. That Council instruct staff to prepare the necessary *Zoning Regulation Bylaw* amendments that would authorize the proposed development outlined in Rezoning Application #00388 for 1082 Richmond Avenue.
 - b. That Council consider giving first and second reading to the *Zoning Regulation Bylaw* amendments after the bylaws have been drafted.
 - b. That Council schedule a Public Hearing after the *Zoning Regulation Bylaw* have received first and second reading, subject to:
 - i. referral of Development Permit Application #00298 to the Advisory Design Panel to provide recommendations to Council, particularly with respect to street frontages and the transition to houses on Richmond Avenue;
 - ii. preparation, execution and registration of legal agreements for sewage attenuation to mitigate the impact of increased density to the satisfaction of the City Solicitor and Director of Engineering and Public Works.
- 2. That subject to the adoption of the *Zoning Regulation Bylaw* amendments for 1082 Richmond Avenue, that Council authorize the issuance of Development Permit #00298 for 1082 Richmond Avenue, generally in accordance with:
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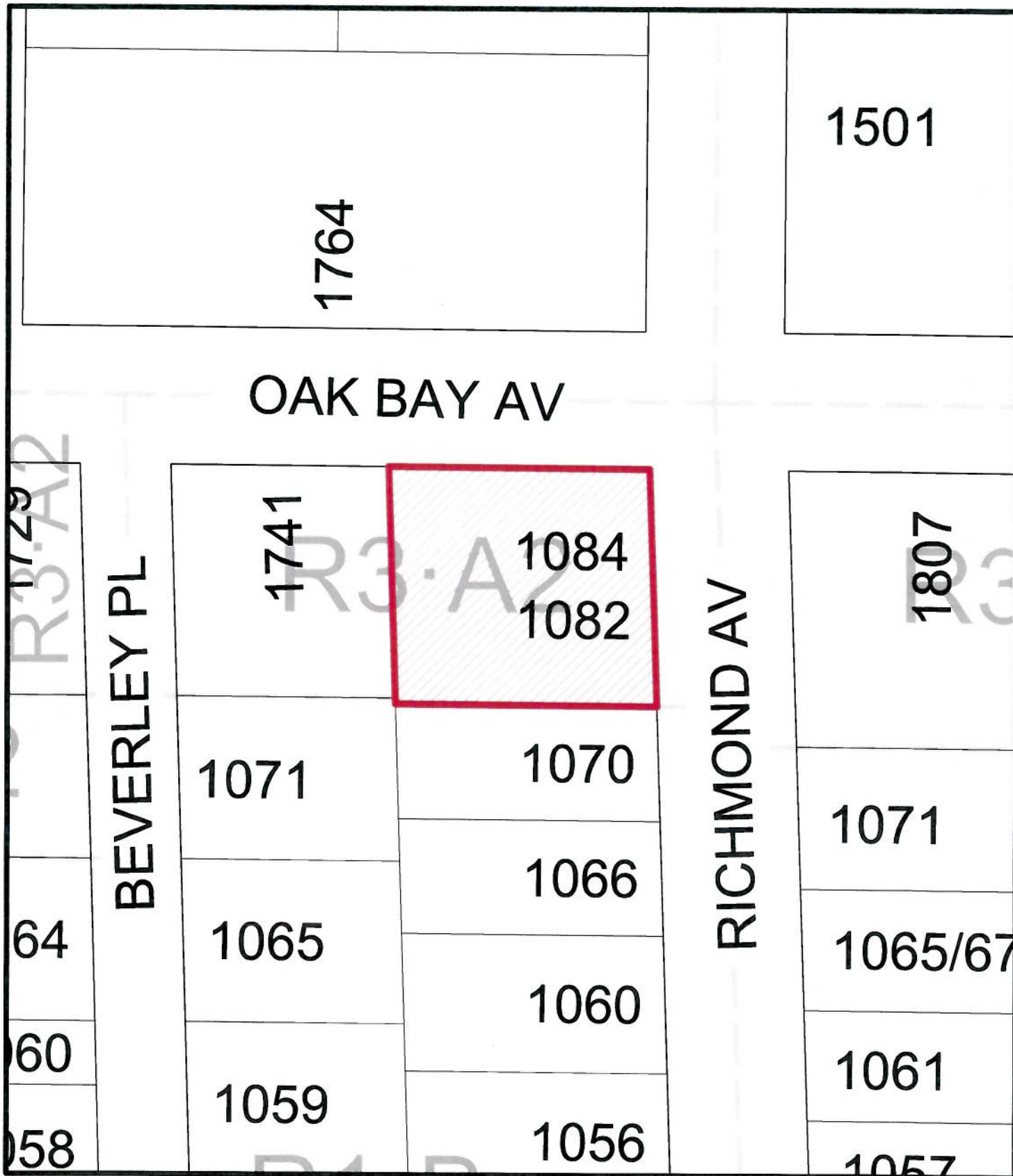
Decline

That Council decline Rezoning Application #00388 and Development Permit Application #00298.

8.0 List of Attachments

- Zoning map
- Aerial photo
- Council Meeting Minutes, September 5, 2013
- Letters from Abstract Development Inc., stamped June 24, 2014, and March 11, 2014, Revised plans for Rezoning Application #00388 and Development Permit Application #00298, stamped June 24, 2014

- Letters from Rockland Community Association, dated June 10, 2014, April 23, 2014, and November 22, 2013, Planning and Land Use Standing Committee report, dated August 26, 2013, with attachments:
 - Zoning map
 - Aerial photo
 - Letters from Abstract Development Inc., stamped August 22, 2013, May 13, 2013, and January 11, 2013
 - Revised plans for Rezoning Application #00388 and Development Permit Application #00298, stamped May 13, 2013
 - Letters from Rockland Community Association, dated December 13, 2012, and January 28, 2013.

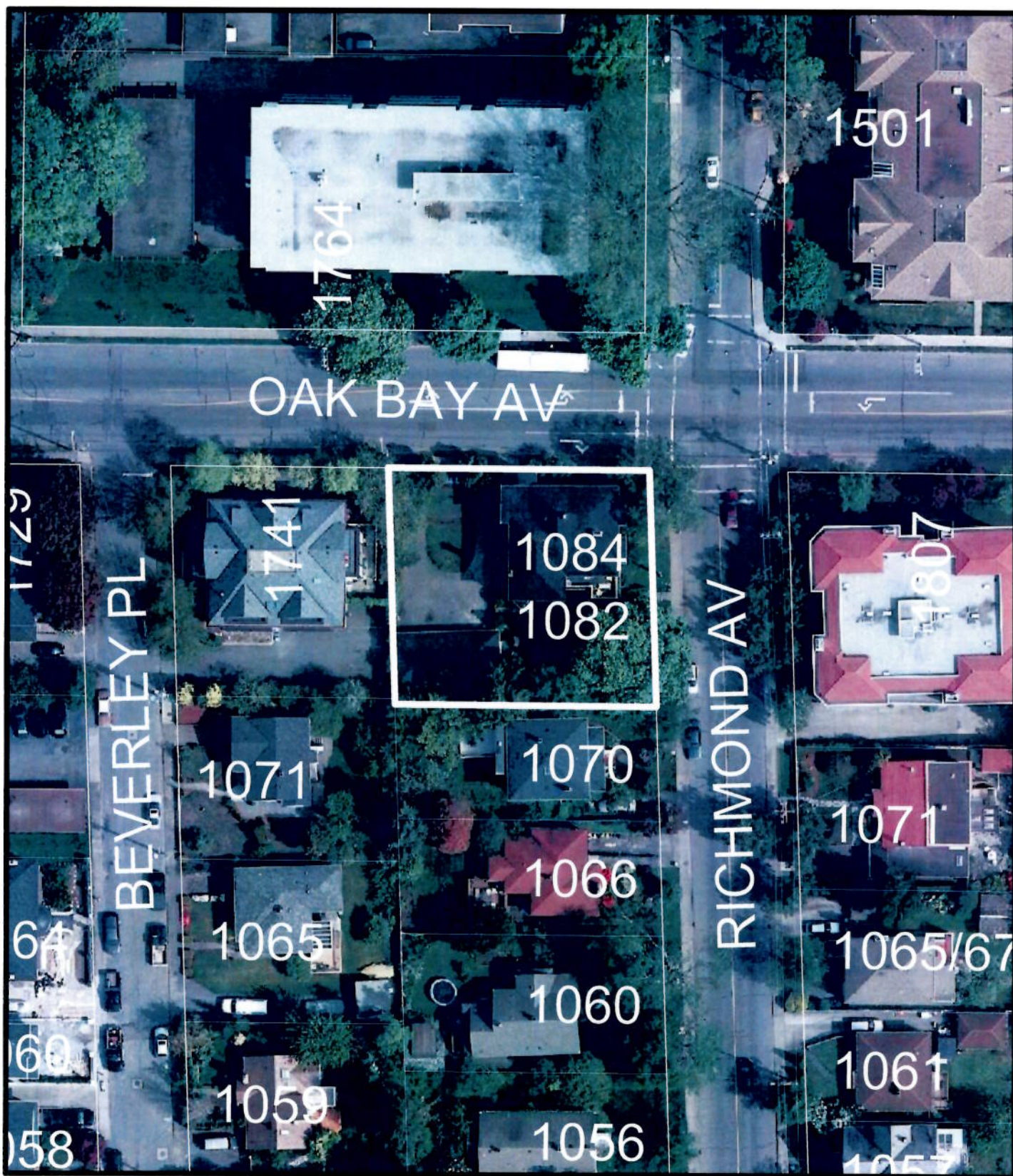


1082/1084 Richmond Avenue

Rezoning #00388

Bylaw #





1082/1084 Richmond Avenue

Rezoning #00388

Bylaw #



REPORTS OF THE COMMITTEE

3. Planning and Land Use Standing Committee – September 05, 2013

3. Rezoning Application # 00388 for 1082 Richmond Avenue

It was moved by Councillor Alto, seconded by Councillor Helps, that Council postpone consideration of Rezoning Application # 00388, subject to the City receiving revised plans for the proposal, addressing:

1. Relocation of the driveway from Oak Bay Avenue to Richmond Avenue.
2. A new site plan and architectural, landscape and urban design that create a positive street presence on Oak Bay Avenue and Richmond Avenue and sensitive transition to low-scale buildings along Richmond Avenue.

Councillor Madoff said that Council had an opportunity to review the of draft minutes of Planning and Land Use Standing Committee, the result of Committee's consideration and recommendation from staff. The staff recommendation was a land lift analysis and that was put on the floor, but an amendment was made to remove it, so she was not able to support the application. If Council is interested in having a discussion of land lift analysis, now would be the time to have that discussion.

Councillor Isitt asked staff if the requirement for land lift analysis has not been a long-standing practice of the City; what is the current criteria for when a land lift analysis is recommended; what information is available to the applicant, and at what stage the applicant is notified of the requirement.

Alison Meyer (Acting Director, Development Service Division): The long-standing practice of the City in cases when a rezoning application is for increased density has been to request a form of economic land lift analysis. There has been a lot of change in policies lately and applicants have been watching the existing neighbourhood plans, the new and old OCPs, and there may have been some confusion. It has been the City's continuous practice to bring forward in staff recommendations to Council that Council may want to consider proceeding with an economic land lift analysis in order to assess what the potential value of the land lift might be and if there is any form of community amenity contribution.

Councillor Isitt asked if this could be done internally by staff to reduce the burden on the applicant on a cost recovery basis.

Deb Day (Director, Planning and Development): During consultation of the Downtown Core Area Plan, staff proposed setting the rate for density bonuses and land lifts on a yearly basis, but the industry did not think it was appropriate and it should be a site specific approach. A much larger municipality with a real estate division can do this analysis, but we do not have that expertise.

Amendment

It was moved by Councillor Isitt, seconded by Councillor Madoff, that the motion be amended as follows:

that Council postpone consideration of Rezoning Application # 00388, subject to the City receiving revised plans for the proposal, addressing:

1. **Provision of a land lift analysis that justifies any increase in density that exceeds the 1.2:1 floor space ratio.**
2. Relocation of the driveway from Oak Bay Avenue to Richmond Avenue.
3. A new site plan and architectural, landscape and urban design that create a positive street presence on Oak Bay Avenue and Richmond Avenue and sensitive transition to low-scale buildings along Richmond Avenue.

Councillor Alto said that she is against the amendment. There is a larger discussion needed but specifically looking at this application the City did accrue an amenity when the applicant retained and moved the original dwelling to another location. The staff report also clarified issues, as at the beginning of the application process the possibility of a land lift analysis was mentioned, but it was not firmed up until the application well under way. We need apply this evenly at the beginning of the process, unless there are exceptional circumstances when it may be added later.

Councillor Helps said that she agrees with Councillor Alto. Council needs to set time aside to understand what the land lift analysis it means outside of the Downtown Core Area Plan. The applicant may be OK with paying money for amenities, but we need to be clear at the beginning of the process.

Defeated

For:

Councillors Isitt and Madoff

Against:

Mayor Fortin, Councillors Alto, Coleman, Gudgeon, Helps, Thornton-Joe and Young

On the main motion:

Carried

For:

Mayor Fortin, Councillors Alto, Coleman, Gudgeon, Helps, Thornton-Joe and Young

Against:

Councillor Isitt and Madoff

Councillor Isitt asked when the best time for this discussion to take place is.

Mayor Fortin suggested that the priority setting meeting would be the appropriate venue to bring this up.

Motion:

It was moved by Councillor Isitt, seconded by Councillor Gudgeon, that Council refer the discussion of bonus density and economic land lift analysis to the priority setting session.

Amendment:

It was moved by Councillor Helps, seconded by Councillor Alto, that the motion be amended as follows:

That Council refer the discussion of bonus density and economic land lift analysis **outside of the downtown core** to the priority setting session.

Councillor Madoff said that the development world needs certainty so we can no longer put this off as it puts City staff and the development community in a difficult position; we need a decision in a timely way.

Councillor Thornton-Joe said looking at the issue at the priority setting session is not soon enough.

Councillor Isitt asked if the Downtown Core Area Plan mechanism is working or would it be valuable to review that as well.

Deb Day: The Downtown Core Area Plan is functioning well as it has sections in detail about what is required. So a discussion on areas outside the Downtown would be appropriate.

Councillor Thornton-Joe said that she feels it is more urgent than waiting for the priority setting session; we need to get work done on it as soon as possible.

Councillor Gudgeon said it is critical to add certainty to the process; perhaps a standalone workshop would be more appropriate.

Jocelyn Jenkyns (Acting City Manager): Advised Council that a workshop would be the most useful way to deal with this issue.

On the amendment:

Defeated

For:

Mayor Fortin and Councillor Young

Against:

Councillors Alto, Coleman, Gudgeon, Helps, Isitt, Madoff and Thornton-Joe

Amendment:

It was moved by Councillor Alto, seconded by Councillor Isitt, that the motion be amended as follows:

That Council refer **ask the Acting City Manager to work with staff to arrange a workshop on the bonus density and economic land lift analysis outside of the downtown core discussion to the priority setting session. at the earliest date.**

Councillor Gudgeon withdrew from Council Chambers at 9:04 p.m.

On the amendment:

Carried

For:

Councillors Alto, Coleman, Helps, Isitt, Madoff, Thornton-Joe and Young

Against:

Mayor Fortin

On the main motion as amended:

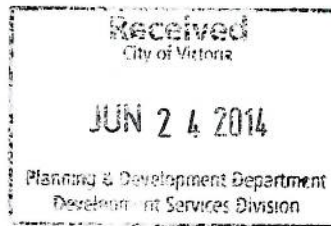
Carried

For:

Councillors Alto, Coleman, Helps, Isitt, Madoff, Thornton-Joe and Young

Against:

Mayor Fortin



June 24, 2014

City of Victoria
No. 1 Centennial Square
Victoria, BC V8W 1N9

Attn: Mayor and Members of Council

Re: Rezoning and Development Permit Application
1082 Richmond Avenue, Victoria, BC

Dear Mayor and Members of Council,

The subject property is located at the northeastern most corner of the Rockland Neighbourhood and is also directly adjacent to the neighbourhoods of South Jubilee and Gonzales. This poses an opportunity to create a contextually responsive development offering a sensitive transition and connection point between three distinct neighbourhoods. The Official Community Plan envisions multi-family buildings with heights of up to six stories and densities of up to approximately 2.0:1 FSR; and, our proposal offers a four storey multi-family building with a total of 24 strata-titled residential units and an FSR of 2.0:1.

PREAMBLE

On January 11, 2013 a Rezoning and Development Permit Application was submitted for the property at 1082 Richmond Avenue. Our application underwent two Technical Reviews and has been presented to the Planning and Land Use Standing Committee on August 26, 2013. Since then, and based on comments from planning and engineering staff, we have undertaken a complete redesign of our proposal. We are pleased to have worked so closely with staff on this redesign and are excited to have their support for this revised proposal.

The original application was for a four storey multi-family building with 21 residential units and 19 surface parking spaces with driveway ingress/egress from Oak Bay Avenue. It came to the attention of the engineering department that permitting driveway access from Oak Bay Avenue would be in contravention of the Highway Access Bylaw, since Oak Bay Avenue has a higher street classification than Richmond Avenue; as a result, the complete redesign of our proposal is based largely on having driveway access from Richmond Avenue to ensure our proposal complies with the Highway Access Bylaw.

The architectural approach for the original proposal was of a traditional faux-Tudor design with hints of arts-and-crafts, reflecting many of the large character and heritage dwellings located in the Rockland Neighbourhood. The new proposal still maintains a somewhat traditional design but emphasizes a comparatively more contemporary and transitional approach with design inspiration taken from the development of the Chelsea at 999 Burdett Avenue. We feel this architectural approach not only responds to the character and charm that defines the Rockland Neighbourhood but also provides a cornerstone for the intersection of three neighbourhoods: Rockland, South Jubilee, and Gonzales.

INTRODUCTION

Planning Principles

Prior to proceeding with the planning and schematic design of this revised proposal, and based on comments received from planning staff, the project team established the following principles in order to ensure the project results in a positive addition to the neighbourhood:

- (i) Create an inviting main entrance to provide a strong sense of arrival for residents and visitors;
- (ii) Engage the pedestrian environment by connecting the private realm of residences to the public streetscape;
- (iii) Ensure the built form of our proposal is responsive to the existing character of the neighbourhood;
- (iv) Encourage transportation alternatives in order to take advantage of future transit networks and greenways;
- (v) Respond to the site's corner context in a positive manner; and
- (vi) Advance the objectives of the new Official Community Plan.

Vision

New multi-family developments have been rare within this neighbourhood over the past several years due to the lack of readily available development land, the lack of opportunities to amalgamate lots in order to provide efficient development, and the relatively high land values. The surrounding area, however, is likely to see an increase in multi-family and mixed-use development over the next 30 years as a result of the new Official Community Plan focusing on creating vibrant urban villages. In this regard, there are two "Large Urban Villages" and one "Small Urban Village" within a few steps of the subject site and our resulting vision for this proposed development is to assist in supporting economic activity with the surrounding urban villages by offering homes that will cater to young professionals, couples, and downsizers. This proposal will also assist in providing current neighbourhood residents the opportunity to age in place.

Project Overview

The subject multi-family development proposal is located within the Rockland Neighbourhood of the City of Victoria. The site also borders the South Jubilee Neighbourhood and is within 400m of the Royal Jubilee Hospital and 300m of two "Large Urban Villages." The immediately surrounding neighbourhoods of Rockland, Gonzales, and Jubilee offer a variety of land uses including multi-family, mixed-use, commercial, and single-family.

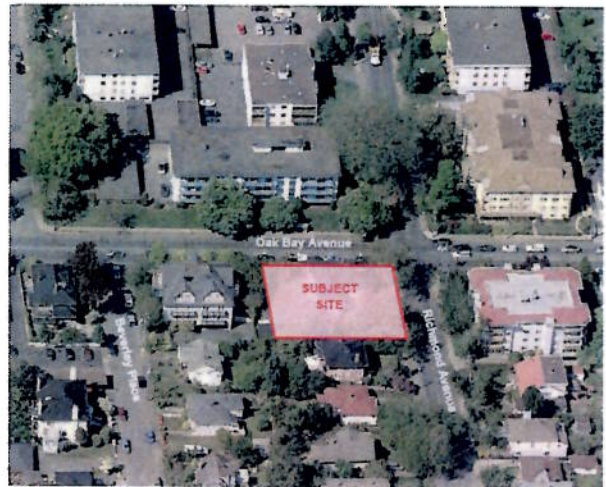
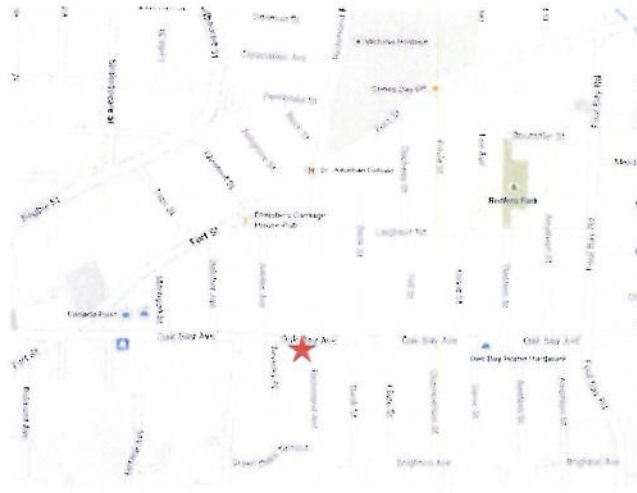
This application is requesting to rezone the property from the current R3-A2 (Low Profile Multiple Dwelling) zone to a site specific zone supported through the land use policies and objectives established within the new Official Community Plan (OCP). The subject site has an urban place designation of "Urban Residential" and is also located along a "Secondary Arterial" road; accordingly, and consistent with the guidelines of the OCP, our proposal is for a four-storey building with a density of 2.0:1 FSR. There are 24 strata-titled residential units and one full level of below grade parking with ingress and egress from Richmond Avenue.

DESCRIPTION OF PROPOSAL

Site Description

The site has a total area of 11,700 square feet, with a frontage along Oak Bay Avenue of 113 feet and 103 feet along Richmond Avenue.

1082 Richmond Avenue is located on the southwest corner of the Richmond Avenue and Oak Bay Avenue intersection. Oak Bay Avenue is classified as a Secondary Arterial Road leading east into the Oak Bay Avenue Small Urban Village and towards the District of Oak Bay, and west towards the Stadacona Large Urban Village and the Downtown Core. Richmond Avenue is classified as a Secondary Collector Road directly in front of the property, and transitions into a Secondary Arterial north of Oak Bay Avenue leading towards the Jubilee Large Urban Village and the Royal Jubilee Hospital.



Development Context

The immediately surrounding area is built-up with a mix of multi-family buildings and single-family dwellings. Each of the other three corners of this intersection are developed with four-storey multi-family buildings, each having their ground floor sunken partially below grade. This built form was typical in older multi-family buildings due to the fact that this would reduce their effective floor space ratio (FSR): the ground floors of these buildings would not be included in the density calculation. Since our building is proposing the ground floor be at grade in order to respond more positively to the pedestrian realm, the proposed height will be slightly taller than that of the other three corners but will have the same number of floors. The development to the west of the subject site is a three-storey residential condominium building, and the property to the immediate south of our site is a large 2.5 storey single-family dwelling.



1764 Oak Bay Avenue



1501 Richmond Avenue



1807 Oak Bay Avenue

The future development context of this area is one that will see an increase in density as outlined within the new Official Community Plan. The Oak Bay Avenue Village, designated as a "Small Urban Village," will see redevelopment with a built form and density consistent with our proposal; however, developments within the village boundary will take on a mixed-use design to offer commercial at grade. The height and density guidelines of the adjacent "Small Urban Village" designation are complimentary to that of our proposal.

An increase in density will also likely occur at both the Jubilee Village and the Stadacona Village as per the guidelines of the OCP. Jubilee Village is approximately 230m to the north of our proposal, and Stadacona Village is approximately 270m to the west, and the OCP establishes guidelines for these villages with heights of up to 6 storeys and densities up to approximately 2.5:1 FSR.

The area to the immediate south of our proposal is designated as Traditional Residential and as a result, is unlikely to see any significant change over the next 30 years.

Development Proposal

This proposal offers 24 strata-titled residential units in a 4 storey wood-frame building with one full level of below grade parking. The below grade parking provides 27 parking stalls (1.13 per unit) including three visitor parking stalls, a secure bicycle storage room with 24 stalls (1.0 per unit), and 24 individual secure storage lockers. Unit types and sizes range from an affordable 655 square foot one-bedroom plus den up to a 1,030 square foot two-bedroom plus den.

Architectural Approach & Design

Our architectural approach was largely influenced through the traditional and historic context of the Rockland Neighbourhood. We feel taking this direction not only provides a visually appealing design for this specific location but also reflects the sense of place of the neighbourhood and the character of Victoria as a whole.

The building's exterior is finished with a mix grey brick, smooth white stucco with aluminum reveals, and white paneling. The brick along the main level establishes a visual base for the building, while the white stucco along the upper level and down through the centre of each elevation reduces the appearance of the building's height and massing to offer a perceived three storey street wall. We have also focused on creating a soft corner element in order to respond positively to the site's corner context: tall windows with white paneling carry up the entire curved corner feature to provide a transition between north and east elevations and an appropriate directional expression for the building's massing.



Perspective View Looking SE



Perspective View Looking SW

In addition to designing a contextual sensitive corner feature, we have ensured the building provides an articulated façade through reliefs, projections, and materiality. The balconies are partially recessed and are finished with white paneled columns, black aluminum bow-front railings, and an arbour detail on the upper balconies. These arbours have been utilized to reduce the massing of the upper floor through minimizing the height of the balcony's columns and stepping back the roofline. To further reduce the perceived height of the building, the balcony columns start at the second level and the undersides of the second level balconies feature white knee brackets, also serving to provide additional relief between the public streetscape and the building's façade. Further articulation in the building's façade is achieved through the design of a bay window centering the building on the main entrance on Oak Bay Avenue. This bay window also transitions the building's façade into the brick entry feature offering a strong sense of arrival for residents while visually connecting the building's main entrance to the streetscape.

While revisiting the schematic design of the proposal we also considered a five storey option in order to step back the upper floors of the building, which would present a three storey primary street wall with the fourth and fifth floors stepped back. The objective was to provide some additional relief at the upper floors to ease the transition between our proposal and the residential neighbourhood to the south; however, in speaking with the Rockland Community Association and the neighbour to the immediate south of our proposal, the four storey option was preferred. In order to respond to the adjacent context with our proposed four-storey design, we have stepped back the fourth floor of the building's southeast corner. We feel this design revision coupled with having the entire fourth floor finished in a lighter

colour and different but complimentary finish to the brick façade on the first three floors offers a sensitive transition into the traditional residential neighbourhood to the south.

PLANNING POLICIES & GUIDELINES

Official Community Plan

The Official Community Plan establishes an "Urban Place Designation" of "Urban Residential" for the subject site. This designation provides guidance for low-rise and mid-rise multi-unit buildings up to approximately six stories with a density of up to a total of approximately 2.0:1 FSR. The Urban Residential designation is further guided by Policy 6.23:

Generally support new development in areas designated as Urban Residential that seeks densities toward the upper end of the range identified in Figure 8 where the proposal significantly advances the objectives of this plan and is:

- *Within 200 metres of the Urban Core; or*
- *Within 200 metres of Town Centres of Large Urban Villages; or*
- *Along arterial or secondary arterial roads*

Relating to our proposed development, Oak Bay Avenue is designated as a "Secondary Arterial" road; as a result, our proposal is for a four storey building with a density of 2.0:1 FSR. While the OCP provides guidance for buildings up to six stories, we feel the proposal's immediate built form context of four stories is unlikely to change in the near future and four stories provides a sensitive contextual fit for the neighbourhood.

Advancement of OCP Objectives

The complete redesign of our proposal was taken on to ensure the objectives of the plan are advanced in a significant way. In particular, our comprehensive design approach focused on land management and development, transportation and mobility, and placemaking through urban design.

Our proposal is located within walking distance of two Large Urban Villages, being Jubilee Village and Stadacona Village. Both of these villages are within 300m of our proposal, and this will help meet the objective of having 40% of the anticipated 20,000 new residents over the next 30 years locate within close walking distance of Large Urban Villages (OCP Objective 6(a)).



OCP Map 2: Urban Place Designations



OCP Map 4: Street Classification

Our proposal will also help meet the increasing demand by downsizers for opportunities to age-in-place. Our site is situated within the Rockland neighbourhood and is also immediately adjacent to neighbourhoods of Jubilee and Gonzales. New multi-family developments are rare within these neighbourhoods and much of the existing inventory of condominium and apartment units is older; consequently, we feel offering a development that will meet the demand coming from downsizers is vital in maintaining a socially vibrant community within these three neighbourhoods.

Furthermore, our proposal is located along a secondary arterial road, being Oak Bay Avenue, which is also identified as a "Frequent Transit" network with BC Transit's "Victoria Region 25 Year Transit Future Plan." This transit route connects the District of Oak Bay to the Downtown Core, and will offer increasing opportunities for local residents to take advantage of the public transit system. Oak Bay and Richmond Avenues are also identified as "Proposed Bikeways" for Victoria's Cycling Network, and to support the use and future growth of this network we will be providing 24 secure bicycle storage spaces for use by residents as well as a six stall bicycle rack next to the front entrance for use by visitors.

Lastly, while our proposal only forms a small portion of the Oak Bay Avenue Corridor's urban design, we feel our comprehensive design approach will enhance the public realm and this corridor's unique identity.

DPA 7A: Corridors (Oak Bay Avenue Corridor)

In conjunction with our Development Permit Application we have ensured our proposal also responds to the relevant design guidelines for DPA 7A: Corridors:

- (i) Advisory Design Guidelines for Buildings, Signs, and Awnings (1981);
- (ii) Guidelines for Fences, Gates, and Shutters (2010); and,
- (iii) Oak Bay Avenue Design Guidelines (2001)

The surrounding multi-family buildings provide an appropriate context for our four-storey proposal; however, unlike the buildings on the other three corners of this intersection our design offers a more traditional siting by having the ground floor at grade instead of partially below grade. Through this design we are able to better engage the public realm. This engagement, between the private realm of residents and the public streetscape is enhanced through our main entry feature along Oak Bay Avenue and also the direct access from the sidewalk to private residential units. We have designed the entry feature to come right to the sidewalk offering a level of interaction with the public sidewalk, and four of the ground floor units offer direct connections which are attractively appointed with brick columns and light mounted posts to distinguish the entrances. The improved public realm also includes a sidewalks along Oak Bay Avenue and Richmond Avenue that are now separated from the street to provide a level of comfort for pedestrians walking along this secondary arterial road. The setback of our building from the corner of the site, being immediately adjacent to the busy intersection, has also been considered in order to create a greater sense of open space from a pedestrian's perspective. The scale, or the proportions of our windows, doors, and balconies, were also considered as we tried to create a pedestrian friendly environment surrounding the building. The rhythm of windows, being relatively symmetrical and having a human scale to them, help to relate pedestrians walking by to the façade of the building.

The landscape plantings and design features also help bring the massing of the building down to a human scale. A black aluminum railing separated from the sidewalk with shrubs and set against more substantial plantings including new trees balances the transition from the building's façade into the public realm. The building's façade has also been treated with exterior materials to reduce the perceived massing of the building including brick detailing up to the third floor with a soft white stucco upper floor brought down to the first floor of the building throughout the centres of each façade. The bay window feature above the main entrance along Oak Bay Avenue also only carries up to the third floor, establishing a strong base for the building. The use of arbour detailing on the upper floor balconies provides additional relief, which in turn also articulates the building's roofline to add visual interest and human scaled elements at the upper floor.

How our building interacts with the public realm was a particularly important consideration we made when we redesigned this multi-family proposal. We feel through specific detailing not only on the building but also throughout the landscaping and within the city owned right-of-ways we have achieved a design that will be an asset to the community while providing an exemplary example for future redevelopment along this corridor.

Crime Prevention through Environmental Design (CPTED)

The design guidelines established through CPTED have been implemented in the design of our proposal. The natural surveillance opportunities throughout and surrounding our property will help to deter any unwanted activity. The ground floor dwelling units are located directly adjacent to one another and their relationship to the public streetscape will also help to foster neighbour-to-neighbour surveillance; and, the main entry feature along Oak Bay Avenue as well as the individual entrances at grade will all be well-lit at all times of day. The landscape design also reinforces the notion of territoriality through changes in the paving pattern from the sidewalk to private property and providing effective physical barriers such as hedges, gates, and fences.

CONCLUSION

While undergoing the planning and design of this revised proposal, careful consideration has been given towards not only the adjacent properties but also the neighbourhood as a whole. We feel we have met the intentions of the new Official Community Plan and have responded well to the design guidelines for this urban residential neighbourhood in a positive way. Our proposal will support the economic and social vibrancy of the surrounding villages while the quality of architecture and construction will ensure a long lasting asset for the neighbourhood: we are dedicated to building homes with uncompromising standards, and this project will be no different.

We have also been pleased to work with city planning and engineering staff on this revised proposal, and through the combined effort of the project team and city staff we are excited to be proceeding with their support.

Sincerely,



Mike Miller
President

APPENDIX "A"
Summary of Plan Revisions

As per comments received from the Engineering Department on March 31, 2014, the following revisions have been made:

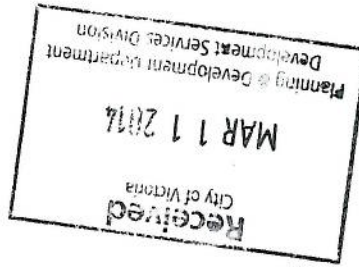
- (i) A 1.75m sidewalk located along Richmond Avenue is now located directly adjacent to the SRW, allowing for a landscaped boulevard separation between the sidewalk and Richmond Avenue.
- (ii) The ramp grade for the underground parking now complies with the highway access bylaw.
- (iii) A 3.0m x 3.0m site triangle at the driveway crossing is now indicated on the plan, which also shows that no obstruction greater than 1.0m above the curb elevation will be constructed.
- (iv) The portions of the proposed building which were previously shown as encroaching into the SRW along Oak Bay Avenue and Richmond Avenue have been redesigned so that these encroachments no longer exist. We are proposing, however, an under sidewalk encroachment into the SRW which is shown on sheet A2.1 of the drawings. The depth of cover between the proposed sidewalk and the parkade slab varies from approximately 0.385m to 0.435m.
- (v) We confirm that if sewage attenuation is determined to be required we will provide a Section 219 covenant to secure the commitment to attenuation. This will be complete prior to Public Hearing.

As per comments received from planning staff through ongoing meetings and conversations, we have also revised the proposed design to ensure the building's massing and built form is reduced. To accomplish this, we have made two primary design revisions:

1. The height of the corner feature has been reduced to align with the primary cornice feature along the roof; and,
2. We have stepped back the south east corner of the building by over 1.5m (5'-0") in order to provide a more effective built form transition into the residential area to the south.

March 10, 2014

City of Victoria
No. 1 Centennial Square
Victoria, BC V8W 1N9



Attn: Mayor and Members of Council

Re: Rezoning and Development Permit Application
1082 Richmond Avenue, Victoria, BC

Dear Mayor and Members of Council,

On January 11, 2013 a Rezoning and Development Permit Application was submitted for the property at 1082 Richmond Avenue. Our application underwent two Technical Reviews and has been presented to the Planning and Land Use Standing Committee on August 26, 2013. Since then, and based on comments from planning and engineering staff, we have undertaken a complete redesign of our proposal. We are pleased to have worked so closely with staff on this redesign and are excited to have their support for this revised proposal.

The original application was for a four storey multi-family building with 21 residential units and 19 surface parking spaces with driveway ingress/egress on Oak Bay Avenue. It came to the attention of the engineering department that permitting driveway access from Oak Bay Avenue would be in contravention of the Highway Access Bylaw, since Oak Bay Avenue has a higher street classification than Richmond Avenue. As a result, the complete redesign was based largely on this oversight in order to accommodate driveway access from Richmond Avenue.

The architectural approach for the original proposal was of a traditional faux-Tudor design with hints of arts-and-crafts, reflecting many of the large character and heritage dwellings located in the Rockland Neighbourhood. The new proposal still maintains a somewhat traditional design but emphasizes a comparatively more modern approach with design inspiration taken from the development of the Chelsea at 999 Burdett Avenue. In addition, the parking will be located in a below-grade level providing 27 spaces for 24 residential units.

INTRODUCTION

Vision

New multi-family developments have been rare within this neighbourhood over the past several years due to the lack of readily available development land, the lack of opportunities to amalgamate lots in order to provide efficient development, and the relatively high land values. The surrounding area, however, is likely to see an increase in multi-family and mixed-use development over the next 30 years as a result of the new Official Community Plan focusing on creating vibrant urban villages. In this regard, there are two "Large Urban Villages" and one "Small Urban Village" within a few steps of the subject site and our resulting vision for this proposed development is to assist in supporting economic activity with the surrounding urban villages by offering homes that will cater to young professionals, couples, and downsizers. This proposal will also assist in providing current neighbourhood residents the opportunity to age in place.

Planning Principles

Prior to proceeding with the planning and schematic design of this revised proposal, and based on comments received from planning staff, the project team established the following principles in order to ensure the project results in a positive addition to the neighbourhood:

- (i) Create an inviting main entrance to provide a strong sense of arrival for residents and visitors;
- (ii) Engage the pedestrian environment by connecting the private realm of residences to the public streetscape;
- (iii) Ensure the built form of our proposal is responsive to the existing character of the neighbourhood;
- (iv) Encourage transportation alternatives in order to take advantage of future transit networks and greenways;
- (v) Respond to the site's corner context in a positive manner; and
- (vi) Advance the objectives of the new Official Community Plan.

Project Overview

The subject multi-family development proposal is located within the Rockland Neighbourhood of the City of Victoria. The site also borders the South Jubilee Neighbourhood and is within 400m of the Royal Jubilee Hospital and 300m of two "Large Urban Villages." The immediately surrounding neighbourhoods of Rockland, Gonzales, and Jubilee offer a variety of land uses including multi-family, mixed-use, commercial, and single-family.

This application is requesting to rezone the property from the current R3-A2 (Low Profile Multiple Dwelling) zone to a site specific zone supported through the land use policies and objectives established within the new Official Community Plan (OCP). The subject site has an urban place designation of "Urban Residential" and is also located along a "Secondary Arterial" road; accordingly, and consistent with the guidelines of the OCP, our proposal is for a four-storey building with a density of 2.0:1 FSR. There are 24 strata-titled residential units and one full level of below grade parking with ingress and egress from Richmond Avenue.

DESCRIPTION OF PROPOSAL

Site Description

The site has a total area of 11,700 square feet, with a frontage along Oak Bay Avenue of 113 feet and 103 feet along Richmond Avenue.

1082 Richmond Avenue is located on the southwest corner of the Richmond Avenue and Oak Bay Avenue intersection. Oak Bay Avenue is classified as a Secondary Arterial Road leading east into the Oak Bay Avenue Small Urban Village and towards the District of Oak Bay, and west towards the Stadacona Large Urban Village and the Downtown Core. Richmond Avenue is classified as a Secondary Collector Road directly in front of the property, and transitions into a Secondary Arterial north of Oak Bay Avenue leading towards the Jubilee Large Urban Village and the Royal Jubilee Hospital.



Development Context

The immediately surrounding area is built-up with a mix of multi-family buildings and single-family dwellings. Each of the other three corners of this intersection are developed with four-storey multi-family buildings, each having their ground floor sunken partially below grade. This built form was typical in older multi-family buildings due to the fact that this would reduce their effective floor space ratio (FSR): the ground floors of these buildings would not be included in the density calculation. Since our building is proposing the ground floor be at grade in order to respond more positively to the pedestrian realm, the proposed height will be slightly taller than that of the other three corners but will have the same number of floors. The development to the west of the subject site is a three-storey residential condominium building, and the property to the immediate south of our site is a large 2.5 storey single-family dwelling.



1764 Oak Bay Avenue



1501 Richmond Avenue



1807 Oak Bay Avenue

The future development context of this area is one that will see an increase in density as outlined within the new Official Community Plan. The Oak Bay Avenue Village, designated as a "Small Urban Village," will see redevelopment with a built form and density consistent with our proposal; however, developments within the village boundary will be designed to offer commercial at grade. The height and density guidelines of the "Small Urban Village" designation are complimentary to that of our proposal.

An increase in density will also likely occur at both the Jubilee Village and the Stadacona Village as per the guidelines of the OCP. Jubilee Village is approximately 230m to the north of our proposal, and Stadacona Village is approximately 270m to the west, and the OCP establishes guidelines for these villages with heights of up to 6 storeys and densities up to approximately 2.5:1 FSR.

The area to the immediate south of our proposal is designated as Traditional Residential and as a result, is unlikely to see any significant change over the next 30 years.

Development Proposal

This proposal offers 24 strata-titled residential units in a 4 storey wood-frame building with one full level of below grade parking. The below grade parking provides 27 parking stalls (1.13 per unit) including three visitor parking stalls, a secure bicycle storage room with 28 stalls (1.17 per unit), and 28 individual secure storage lockers. Unit types and sizes range from an affordable 655 square foot one-bedroom plus den up to a 1,030 square foot two-bedroom plus den.

While revisiting the schematic design of the proposal we also considered a five storey option in order to step back the upper floors of the building, which would present a three storey primary street wall with the fourth and fifth floors stepped back. The objective was to provide some additional relief at the upper floors to ease the transition between our proposal and the residential neighbourhood to the south; however, in speaking with the Rockland Community Association and the neighbour to the immediate south of our proposal, the four storey option was preferred.

Architectural Approach & Design

Our architectural approach was largely influenced through the traditional and historic context of the Rockland Neighbourhood. We feel taking this direction not only provides a visually appealing design for this specific location but also reflects the sense of place of the neighbourhood and the character of Victoria as a whole.

The building's exterior is finished with a mix grey brick, smooth white stucco with aluminum reveals, and white paneling. The brick along the main level establishes a visual base for the building, while the white stucco along the upper level and down through the centre of each elevation reduces the appearance of the building's height and massing. We have also focused on creating a soft corner element in order to respond positively to the site's corner context: tall windows with white paneling carry up the entire curved corner feature to provide a transition between north and east elevations and an appropriate directional expression for the building's massing.



Perspective View Looking SE



Perspective View Looking SW

In addition to designing a contextual sensitive corner feature, we have ensured the building provides an articulated façade through reliefs, projections, and materiality. The balconies are partially recessed and are finished with white paneled columns, black aluminum bow-front railings, and an arbour detail on the upper balconies. These arbours have been utilized to reduce the massing of the upper floor through minimizing the height of the balcony's columns and stepping back the roofline. To further reduce the perceived height of the building, the balcony columns start at the second level and the undersides of the second level balconies feature white knee brackets, also serving to provide additional relief between the public streetscape and the building's façade. Further articulation in the building's façade is achieved through the design of a bay window centering the building on the main entrance on Oak Bay Avenue. This bay window also transitions the building's façade into the brick entry feature offering a strong sense of arrival for residents while visually connecting the building's main entrance to the streetscape.

PLANNING POLICIES & GUIDELINES

Official Community Plan

The Official Community Plan establishes an "Urban Place Designation" of "Urban Residential" for the subject site. This designation provides guidance for low-rise and mid-rise multi-unit buildings up to approximately six stories with a density of up to a total of approximately 2.0:1 FSR. The Urban Residential designation is further guided by Policy 6.23:

Generally support new development in areas designated as Urban Residential that seeks densities toward the upper end of the range identified in Figure 8 where the proposal significantly advances the objectives of this plan and is:

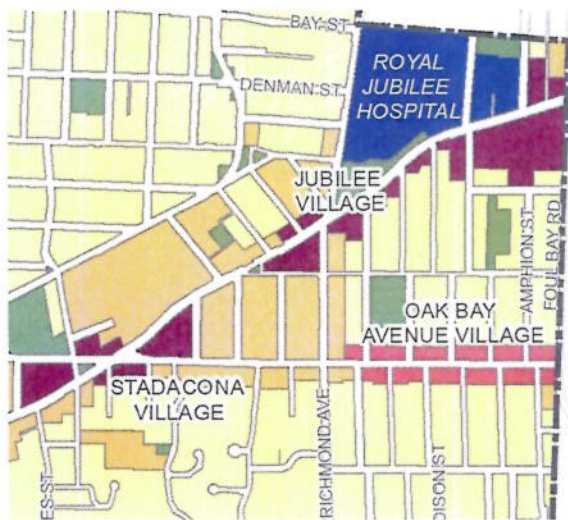
- *Within 200 metres of the Urban Core; or*
- *Within 200 metres of Town Centres of Large Urban Villages; or*
- *Along arterial or secondary arterial roads*

Relating to our proposed development, Oak Bay Avenue is designated as a "Secondary Arterial" road; as a result, our proposal is for a four storey building with a density of 2.0:1 FSR. While the OCP provides guidance for buildings up to six stories, we feel the proposal's immediate built form context of four stories is unlikely to change in the near future and four stories provides a sensitive contextual fit for the neighbourhood.

Advancement of OCP Objectives

The complete redesign of our proposal was taken on to ensure the objectives of the plan are advanced in a significant way. In particular, our comprehensive design approach focused on land management and development, transportation and mobility, and placemaking through urban design.

Our proposal is located within walking distance of two Large Urban Villages, being Jubilee Village and Stadacona Village. Both of these villages are within 300m of our proposal, and this will help meet the objective of having 40% of the anticipated 20,000 new residents over the next 30 years locate within close walking distance of Large Urban Villages (OCP Objective 6(a)).



OCP Map 2: Urban Place Designations



OCP Map 4: Street Classification

Our proposal will also help meet the increasing demand by downsizers for opportunities to age-in-place. Our site is situated within the Rockland neighbourhood and is also immediately adjacent to neighbourhoods of Jubilee and Gonzales. New multi-family developments are rare within these neighbourhoods and much of the existing inventory of condominium and apartment units is older; consequently, we feel offering a development that will meet the demand coming from downsizers is vital in maintaining a socially vibrant community.

Our proposal is located along a secondary arterial road, being Oak Bay Avenue, which is also identified as a "Frequent Transit" network with BC Transit's "Victoria Region 25 Year Transit Future Plan." This transit route connects the District of Oak Bay to the Downtown Core, and will offer increasing opportunities for local residents to take advantage of the public transit system. Oak Bay and Richmond Avenues are also identified as "Proposed Bikeways" for Victoria's Cycling Network, and to support the use and future growth of this network we will be providing 28 secure bicycle storage spaces for use by residents as well as a six stall bicycle rack next to the front entrance for use by visitors.

Lastly, while our proposal only forms a small portion of the Oak Bay Avenue Corridor's urban design, we feel our comprehensive design approach will enhance the public realm and this corridor's unique identity.

DPA 7A: Corridors (Oak Bay Avenue Corridor)

In conjunction with our Development Permit Application we have ensured our proposal responds to the relevant design guidelines for DPA 7A: Corridors:

- (i) Advisory Design Guidelines for Buildings, Signs, and Awnings (1981);
- (ii) Guidelines for Fences, Gates, and Shutters (2010); and,
- (iii) Oak Bay Avenue Design Guidelines (2001)

The surrounding multi-family buildings provide an appropriate context for our four-storey proposal; however, unlike the buildings on the other three corners of this intersection our design offers a more traditional siting by having the ground floor at grade instead of partially below grade. Through this design we are able to better engage the public realm. This engagement, between the private realm of residents and the public streetscape is enhanced through our main entry feature along Oak Bay Avenue and also the direct access from the sidewalk to private residential units. We have designed the entry feature to come right to the sidewalk offering a level of interaction with the public sidewalk, and four of the ground floor units offer direct connections which are attractively appointed with brick columns and light mounted posts to distinguish the entrances. The improved public realm also includes a sidewalk along Oak Bay Avenue that is now separated from the street to provide a level of comfort for pedestrians walking along this secondary arterial road. The setback of our building from the corner of the site, being immediately adjacent to the busy intersection, has also been considered in order to create a greater sense of open space from a pedestrian's perspective. The scale, or the proportions of our windows, doors, and balconies, were also considered as we tried to create a pedestrian friendly environment surrounding the building. The rhythm of windows, being relatively symmetrical and having a human scale to them, help to relate pedestrians walking by to the façade of the building.

The landscape plantings and design features also help bring the massing of the building down to a human scale. A black aluminum railing separated from the sidewalk with shrubs and set against more substantial plantings including new trees balances the transition from the building's façade into the public realm. The building's façade has also been treated with exterior materials to reduce the perceived massing of the building including brick detailing up to the third floor with a soft white stucco upper floor brought down to the first floor of the building throughout the centres of each façade. The bay window feature above the main entrance along Oak Bay Avenue also only carries up to the third floor, establishing a strong base for the building. The use of arbour detailing on the upper floor balconies provides additional relief, which in turn also articulates the building's roofline to add visual interest and human scaled elements at the upper floor.

How our building interacts with the public realm was a particularly important consideration we made when we redesigned this multi-family proposal. We feel through specific detailing not only on the building but also throughout the landscaping and within the city owned right-of-ways we have achieved a design that will be an asset to the community while providing an exemplary example for future redevelopment along this corridor.

Crime Prevention through Environmental Design (CPTED)

The design guidelines established through CPTED have been implemented in the design of our proposal. The natural surveillance opportunities throughout and surrounding our property will help to deter any unwanted activity. The ground floor dwelling units are located directly adjacent to one another and their relationship to the public streetscape will also help to foster neighbour-to-neighbour surveillance; and, the main entry feature along Oak Bay Avenue as well as the individual entrances at grade will all be well-lit at all times of day. The landscape design also reinforces the notion of territoriality through changes in the paving pattern from the sidewalk to private property and providing effective physical barriers such as hedges, gates, and fences.

CONCLUSION

While undergoing the planning and design of this revised proposal, careful consideration has been given towards not only the adjacent properties but also the neighbourhood as a whole. We feel we have met the intentions of the new Official Community Plan and have responded well to the design guidelines for this urban residential neighbourhood in a positive way. Our proposal will support the economic and social vibrancy of the surrounding villages while the quality of architecture and construction will ensure a long lasting asset for the neighbourhood: we are dedicated to building homes with uncompromising standards, and this project will be no different.

We have also been pleased to work with city planning and engineering staff on this revised proposal, and through the combined effort of the project team and city staff we are excited to be proceeding with their support.

Sincerely,

A handwritten signature in black ink, appearing to read 'Mike Miller', with a stylized, cursive script.

Mike Miller
President