

Planning and Land Use Committee Report

Date: April 17, 2014 **From:** Brian Sikstrom, Senior Planner
Subject: Rezoning Application # 00431 and concurrent Development Permit Application #000336 for 1950 Blanshard Street. Application to rezone from the M-1 Zone, Limited Light Industrial District, to a new zone to permit a seven-storey, 65-unit apartment building with ground and second floor commercial space

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and concurrent Development Permit Application for the property at 1950 Blanshard Street.

The proposal is to construct a seven-storey, 65-unit apartment building with 1782 m² of ground and second floor office and retail space at the corner of Blanshard and Discovery Streets. The building has a Floor Space Ratio of 4.03:1. The apartments are comprised of three bachelor and 62 one-bedroom units. The units will have a mix of rental rates; some will be below market and some will be at market rates. Through an associated Housing Agreement, the apartment building will be required to be rental in tenure in perpetuity. The building will be owned and managed by the Greater Victoria Rental Housing Society as non-profit, affordable rental housing. Upon occupancy, the building will be non-subsidized. Through a separate application and review process, the Society is requesting funding from the Victoria Housing Fund, which has available funds. A separate staff report will be prepared with consideration of any funding to follow Council's decision on the rezoning application.

The building includes underground parking for 27 vehicles accessed from Discovery Street. Two parking spaces are reserved for car share vehicles, with 20 spaces reserved for residents and 7 spaces reserved for commercial uses. The following factors were considered in reviewing this application:

- *Official Community Plan, 2012* residential policies support and encourage the provision of rental apartments in appropriate locations. This proposal, on the northern edge of downtown, is in an appropriate location to provide rental apartments geared towards working singles and couples with mixed incomes.
- The proposal complies with the City's land use and density policies for redevelopment of sites between Douglas Street and Blanshard Street in the Rock Bay area of the Burnside-Gorge Neighbourhood.
- The reduced parking is recommended for Council's support based on the *1950 Blanshard Street parking Study, April 2014* prepared by Boulevard Transportation Group. The applicant proposes the provision of two car share vehicles on-site for exclusive use of the residents as well as the provision of transit passes to residents for a minimum of one year.
- The site is within Development Permit Area 7A which permits Council to regulate building design and landscaping.
- The location of the residential tower adjacent to the south property line does not meet the building separation guidelines in the *Downtown Core Area Plan*. The proposal would benefit from a review by the Advisory Design Panel.

Recommendations

1. That Rezoning Application #00431 for 1950 Blanshard Street proceed for consideration at a Public Hearing and that staff be directed to prepare the necessary *Zoning Regulation Bylaw* amendments, subject to:
 - a) Advisory Design Panel review of the Development Permit Application with particular attention to the site planning and design of the south elevation of the residential tower;
 - b) Registration of a Housing Agreement on title, secured by Bylaw, to ensure the rental tenure of the apartments in perpetuity to the satisfaction of the City Solicitor;
 - c) Registration of a covenant to secure two parking stalls for car share use;
 - d) Securing car share memberships for each unit in perpetuity and bus passes for all residents free-of-charge for a minimum of one year to the satisfaction of the City Solicitor;
 - e) Provision of sewer attenuation information and the means to attenuate the sewage to the satisfaction of the Director of Engineering and Public Works and the registration of a covenant to secure the commitment to attenuate sewage, if this is required;
 - f) Compliance with the Ministry of Environment's Waste Management Act as it pertains to potentially contaminated sites.
2. Following consideration of Rezoning Application #00431, that Council authorize the issuance of a Development Permit in accordance with:
 - a) Plans stamped "Development Permit Application #000336 dated, January 23, 2014" and submission of acceptable revised plans;
 - b) Development meeting all *Zoning Regulation Bylaw* requirements;
 - c) Final plans to be in accordance with the plans identified above, to the satisfaction of the Director of Planning and Development.

Respectfully submitted,



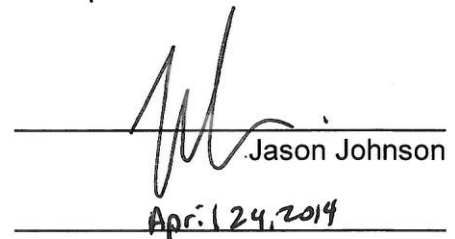
Brian Sikstrom
Senior Planner
Development Services Division

BMS:aw

Report accepted and recommended by the City Manager:



Deb Day, Director
Sustainable Planning and Community
Development Department



Jason Johnson

Date: Apr. 124, 2014

1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and concurrent Development Permit Application for the property at 1950 Blanshard Street.

2.0 Background

2.1 Description of Proposal

The proposal is to construct a seven-storey, 65-unit apartment building with 1782 m² of ground and second floor office and retail space at the corner of Blanshard and Discovery Streets. The building has a Floor Space Ratio of 4.03:1. The apartments are comprised of three bachelor and 62 one-bedroom units. Most units have a floor area of 41 m². The units will have a mix of rental rates; some will be below market and some will be at market rates. Through an associated Housing Agreement, the apartment building will be required to be rental in tenure in perpetuity. The building will be owned and managed by the Greater Victoria Rental Housing Society as non-profit, affordable rental housing. Upon occupancy, the building will be non-subsidized. Through a separate application and review process, the Society is requesting funding from the Victoria Housing Fund, which has available funds. A separate staff report will be prepared with consideration of any funding to follow Council's decision on the rezoning application.

The building includes underground parking for 27 vehicles accessed from Discovery Street. Two parking spaces are reserved for car share vehicles, with 20 spaces reserved for residents and seven spaces reserved for commercial uses. To mitigate parking and transportation demands, car share co-op memberships are provided for all residents as well as bus passes for the first year of tenancy.

The building design consists of a two-storey podium with a five-storey residential tower. Materials include: exposed concrete, fibre-cement panel, metal panel system and aluminium framed windows. Building massing, windows and colour treatments provide interest and variety to the building elevations.

2.2 Existing Site Development and Development Potential

The corner site has an area of 1343 m² and is occupied by a one storey warehouse building. The current M-1 Zone, Limited Light Industrial District, permits a variety of light industrial and commercial uses at a density of up to 3:1 Floor Space Ratio.

2.3 Data Table

The following data table compares the proposal with the CA-4 Central Area Commercial Office District Zone. An asterisk is used to identify where the proposal is less stringent than the comparative existing zone.

Zoning Criteria	Proposal	CA-4 Zone Standard
Site area (m ²) – min.	1343	N/A
Total floor area (m ²) – max.	5415*	4029
Residential	3460	
Office	813	
Retail	969	
Density (Floor Space Ratio) – max.	4.03:1*	3.0:1
Height (m) – max.	26.38	43.00
Storeys – max.	7	N/A
Site coverage (%) – max.	88.6	N/A
Open site space (%) – min.	8.80	N/A
Setbacks (m) – min.		
North (Discovery St.)	Nil	N/A
South	Nil	N/A
East (Blanshard St.)	Nil	N/A
West	Nil*	4.50
Blanshard St. (above 10 m)	2.25*	2.55
Discovery St. (above 10 m)	2.08*	2.55
Parking – min.	27*	46
Residential	20	(0.7 per dwelling unit)
Commercial	7	
Visitor parking – min.	Nil*	5
Bicycle storage – min.	82	70
Bicycle rack – min.	14	11

2.4 Land Use Context

This site at the corner of Blanshard and Discovery is in an area of service commercial uses, motels and parking lots in the Rock Bay District. It is across Blanshard Street from the Save-On-Foods Memorial Arena and is separated from Blanshard Street by a service road and treed boulevard. Immediately adjacent uses are:

- North (across Discovery Street): Retail commercial
- West: warehouses and City Centre Hotel
- East: The Save-on-Foods Memorial Arena
- South: Retail commercial.

Nearby to the south across Caledonia Avenue is the developing north end of Downtown with the yet to be developed Radius site and south of it Hudson Mews currently under construction.

2.5 Legal Description

The westerly 35 feet of lot 744, the Southerly 45 feet of lot 743, the easterly 25 feet of the southerly 45 feet of lot 744, and parcel A (DD 524631) of lots 743 and 744, Victoria.

2.6 Consistency with City Policy

2.6.1 Official Community Plan, 2012

The proposal is consistent with the Core Employment Place Designation of the *Official Community Plan, 2012* which envisages residential mixed use work/live and commercial, including office, hotels and other visitor accommodation in this area located between Douglas Street and Blanshard Street. The floor space ratio for this proposal is also consistent with the Core Employment Place Designation which ranges from a base of 3:1 to a maximum of 5:1 with a maximum residential floor space ratio of 3:1 in this area.

2.6.2 Downtown Core Area Plan, 2011

The proposal is generally consistent with the *Downtown Core Area Plan, 2011* (DCAP) policies, which recommend that a more detailed Rock Bay District Plan be prepared. With respect to residential uses in the Rock Bay area, the DCAP objective is to accommodate high density residential and commercial development within the Douglas Street/Blanshard Street Corridor. The residential policies are to locate residential and residential mixed use development primarily between Douglas Street and Blanshard Street and to ensure that residential development is located, designed and sited to mitigate any potentially negative effects on adjacent employment activities.

The site is within a Density Bonus Area with the following provisions:

- For commercial uses a base density of 3:1 with a maximum density up to 5:1 FSR.
- For residential uses a maximum density of 3:1 FSR whether the residential use is provided as stand alone or in combination with a commercial use.

The requirement for a land lift analysis is outlined in Policies 4.13 to 4.22 of the DCAP. Based on this policy, a land lift analysis is prepared by an independent third party consultant, agreed upon by the developer and the City. The land lift analysis must calculate and identify the amount of increased land value over and above the current land value that is directly attributable to the increased density above the base density. In this location, 50% of the land lift value is to be recovered by the City either as a monetary contribution or the provision of a public amenity identified by the City to support and advance policies and objectives of DCAP.

Recent land lift analyses for market rental apartment buildings have shown no increase in land value due to increased density above the base density. In addition, the proposal qualifies as affordable rental housing under the criteria set out in the Victoria Housing Fund with a non-profit owner and operator and a focus on moderate income households. Based on these two factors, it is unlikely a land lift would occur for this project. Consequently, staff recommend that Council

consider waiving the requirement for the preparation of a land lift analysis by an independent third party consultant.

2.7 Consistency with Design Guidelines

The proposal is generally consistent with the design policies and guidelines contained within the *Official Community Plan, 2012* and the *Downtown Core Area Plan, 2011* and its Appendices. The design policies most relevant to this application include the following:

Terminated Vistas

- 6.19 *Consider the use of appropriate measures for terminating vistas through the placement of landmark elements such as architecturally designed buildings or building elements, public plazas, public art, water features, accented architectural facades, tall buildings, special lighting, or a combination of these.*

Gateways

- 6.145 *Design and develop urban gateways that signal and celebrate arrival to the Downtown Core area ...*
- 6.147 *Ensure gateways are individually designed to include landscaping, sculptural elements, fountains, lighting, or signage or any combination of these elements.*

Development Blocks

- 6.169 *Encourage articulation of building facades and rich detailing in order to provide a high degree of public interest along streets.*

Built Form

- 6.177 *Encourage varied heights and massing to avoid uniformity in building design.*
- 6.180 *Consider street wall heights that are appropriate for the context of each street.*
- 6.182 *Encourage visually articulated designs and quality architectural materials and detailing in building bases and street walls to enhance visual interest for pedestrians.*

Building Separation

- 6.183 *Provide appropriate clearances for residential and commercial buildings ... to improve privacy and access to sunlight.*

The Appendices to the *Downtown Core Area Plan, 2011* include more detailed guidance on the above policies as well as building design guidelines. The building design guidelines cover the following topics: built form/orientation, response to context, building base and street walls, building entrances, vehicular access and loading, mechanical equipment, on-site open space, tall building guidelines – base, body and top, vista termination, shadowing and materials and colour. Should the Rezoning Application be forwarded to Public Hearing, the Development

Permit Application will require a review of the design aspects of the proposal by staff and the Advisory Design Panel.

2.8 Community Consultation

Consistent with the Community Association Land Use Committee Procedures for Processing Rezoning Applications, a community meeting was held on January 20, 2014. A letter from the Burnside-Gorge Community Association documenting the comments and feedback received at the meeting is attached.

3.0 Issues

The following issues are associated with this application and will be addressed in the analysis section of the report:

- adequacy of parking
- dwelling unit mix
- building design.

4.0 Analysis

4.1 Adequacy of Parking

The proposal includes 27 parking spaces in an underground parking facility and 82 bicycle parking spaces. In the nearby CA-4 Zone, Central Area Commercial Office District, 0.7 parking spaces are required per residential unit with no parking required for commercial uses. Based on this residential parking standard, 46 parking spaces would be required for residents, 19 more than is proposed. The *Zoning Regulation Bylaw* requires 75 bicycle storage spaces and a six-space rack near the building entrance.

The analysis, findings and recommendations regarding the expected demand for parking generated by this proposal is provided in the *1950 Blanshard Street Parking Study, April 2014* prepared for the applicant by Boulevard Transportation Group. The study concludes that 20 spaces should be provided for residents, with the remaining seven spaces for commercial tenants. A parking management program would enable the use of six residential spaces for commercial tenants in the day time.

The proposed parking is based on peak demand observations and vehicle ownership information of similar sites in Victoria. In addition, the parking demand is expected to be reduced by Transportation Demand Management (TDM) measures consisting of the provision of two car share vehicles on-site for the exclusive use of the residents, car share memberships for each unit in perpetuity and the provision of transit passes free-of-charge to residents for a minimum of one year. The provision of reduced parking is also warranted by the building's location close to Downtown and to Douglas Street and its major bus routes as well as the rental nature of the residential units and their small size.

Based on the Boulevard study and implementation of the TDM measures, staff recommend Council consider supporting the reduced parking as proposed by the applicant subject to the provision of two visitor parking stalls for the residential units. Currently, the application does not include visitor parking.

4.2 Dwelling Unit Mix

A major housing objective in the City's *Official Community Plan, 2012* is that a wide range of housing choice is available within neighbourhoods to support a diverse, inclusive and multigenerational community. This objective is not expected to be met within a single building. This proposal is geared to providing rental accommodation for low to middle income wage earners, single individuals and couples. This focus is reflected in the unit sizes and in the location of the building on the northern edge of the Downtown. The lack of a mix of dwelling unit types and sizes, noted by the Burnside-Gorge Community Association Land Use Committee (CALUC), is the result of the narrow target market for this development as well as the location, which is not well-suited to families with children requiring parks, schools and other services and amenities. The additional CALUC concern for a potential concentration of smaller units in the area may be an issue addressed when a more detailed plan is prepared for the Rock Bay area of the neighbourhood. Currently, there are few other residential developments within the Rock Bay area but these are diverse including strata and rental units of varying sizes and types.

4.3 Building Design

A high quality of building design, material and landscaping is particularly important as the site is visually prominent with its location on the northern edge of downtown and the eastward inflection of Blanshard Street to its north. Staff have identified the following aspects of the building design that should be modified in order to achieve a better fit with the design guidelines and policies in the *Official Community Plan, 2012* and the *Downtown Core Area Plan, 2011* (DCAP):

- The DCAP building separation guidelines recommend a setback above the podium level of three metres. The south elevation of the proposed building is on the property line. This zero setback could affect future development of the neighbouring property to the south and it raises Building Code issues related to window openings on a zero lot line. Setting back residential portions of this elevation above the second floor should be considered. In addition, the office windows on the second floor should be reconsidered.
- While the large massing of the south elevation is visually broken up with panel cladding and the use of colour, further measures to reduce the apparent mass should be considered.
- The architectural expression of base (podium), middle and top of the building should be enhanced.
- The ground level pedestrian or vehicle driver experience of the building needs to be illustrated or rendered.

The applicant has responded to these staff comments as follows:

- No change in the setback is proposed due to the uncertain timeframe of potential development to the south. In addition, the proposed windows animate the south elevation and Building Code issues can be addressed through water curtain or shutters. However, to break up the massing of the south elevation a vertical line of glazing at the end of the hallway is to be recessed.

- A further refinement of the building's architectural expression is proposed with respect to its top as well as with regard to the inflection of Blanshard Street.
- Further renderings of the pedestrian and vehicle driver experience of the building will be provided.

Staff remain concerned about the location of the residential tower on the south property line. Setting it back to meet, or come closer to, the separation guidelines would ensure windows are not blocked in future and the building's neighbourliness would be improved by lessening its impact on the property to the south. If the south elevation of the residential tower is not setback, the windows in the apartments should be removed and alternatives to animating this elevation further explored. The proposal would benefit from a review of the south elevation as well as other aspects of design by the Advisory Design Panel.

5.0 Resource Impacts

There are no resource impacts anticipated.

6.0 Conclusions

Official Community Plan, 2012 residential policies support and encourage the provision of rental apartments in appropriate locations. This proposal, on the northern edge of downtown, is in an appropriate location to provide rental apartments geared towards singles and couples with mixed incomes.

The proposal complies with the City's land use and density policies for redevelopment of sites between Douglas Street and Blanshard Street in the Rock Bay area of the Burnside-Gorge Neighbourhood.

The reduced parking is recommended for Council's support based on the *1950 Blanshard Street Parking Study, April 2014* prepared by Boulevard Transportation Group. The applicant proposes the provision of two car share vehicles on-site for exclusive use of the residents as well as the provision of transit passes to residents for a minimum of one year.

The location of the residential tower on the south property line does not meet the building separation guidelines in the *Downtown Core Area Plan*. The proposal would benefit from a review of the south elevation as well as other aspects of design by the Advisory Design Panel.

7.0 Recommendations

7.1 Staff Recommendation

1. That Rezoning Application #00431 for 1950 Blanshard Street proceed for consideration at a Public Hearing and that staff be directed to prepare the necessary *Zoning Regulation Bylaw* amendments, subject to:
 - a) Advisory Design Panel review of the Development Permit Application with particular attention to the site planning and design of the south elevation of the residential tower;
 - b) Registration of a Housing Agreement on title, secured by Bylaw, to ensure the rental tenure of the apartments in perpetuity to the satisfaction of the City Solicitor;

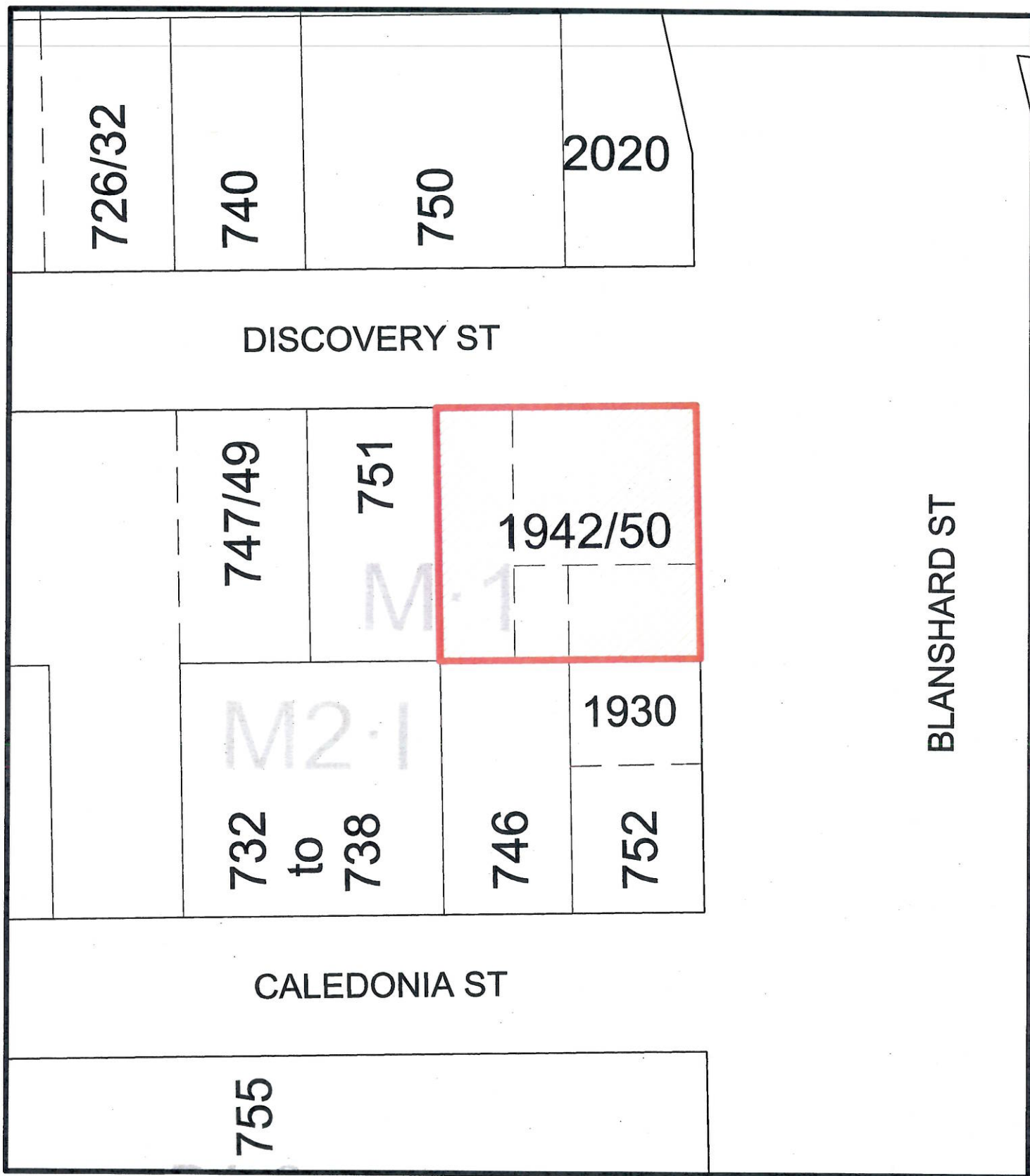
- c) Registration of a covenant to secure two parking stalls for car share use;
 - d) Securing car share memberships for each unit in perpetuity and bus passes for all residents free-of-charge for a minimum of one year to the satisfaction of the City Solicitor;
 - e) Provision of sewer attenuation information and the means to attenuate the sewage to the satisfaction of the Director of Engineering and Public Works and the registration of a covenant to secure the commitment to attenuate sewage, if this is required;
 - f) Compliance with the Ministry of Environment's Waste Management Act as it pertains to potentially contaminated sites.
2. Following consideration of Rezoning Application #00431, that Council authorize the issuance of a Development Permit in accordance with:
- a) Plans stamped "Development Permit Application #000336 dated, January 23, 2014" and submission of acceptable revised plans;
 - b) Development meeting all *Zoning Regulation Bylaw* requirements;
 - c) Final plans to be in accordance with the plans identified above, to the satisfaction of the Director of Planning and Development.

7.2. Alternative Recommendation

That Council decline the application.

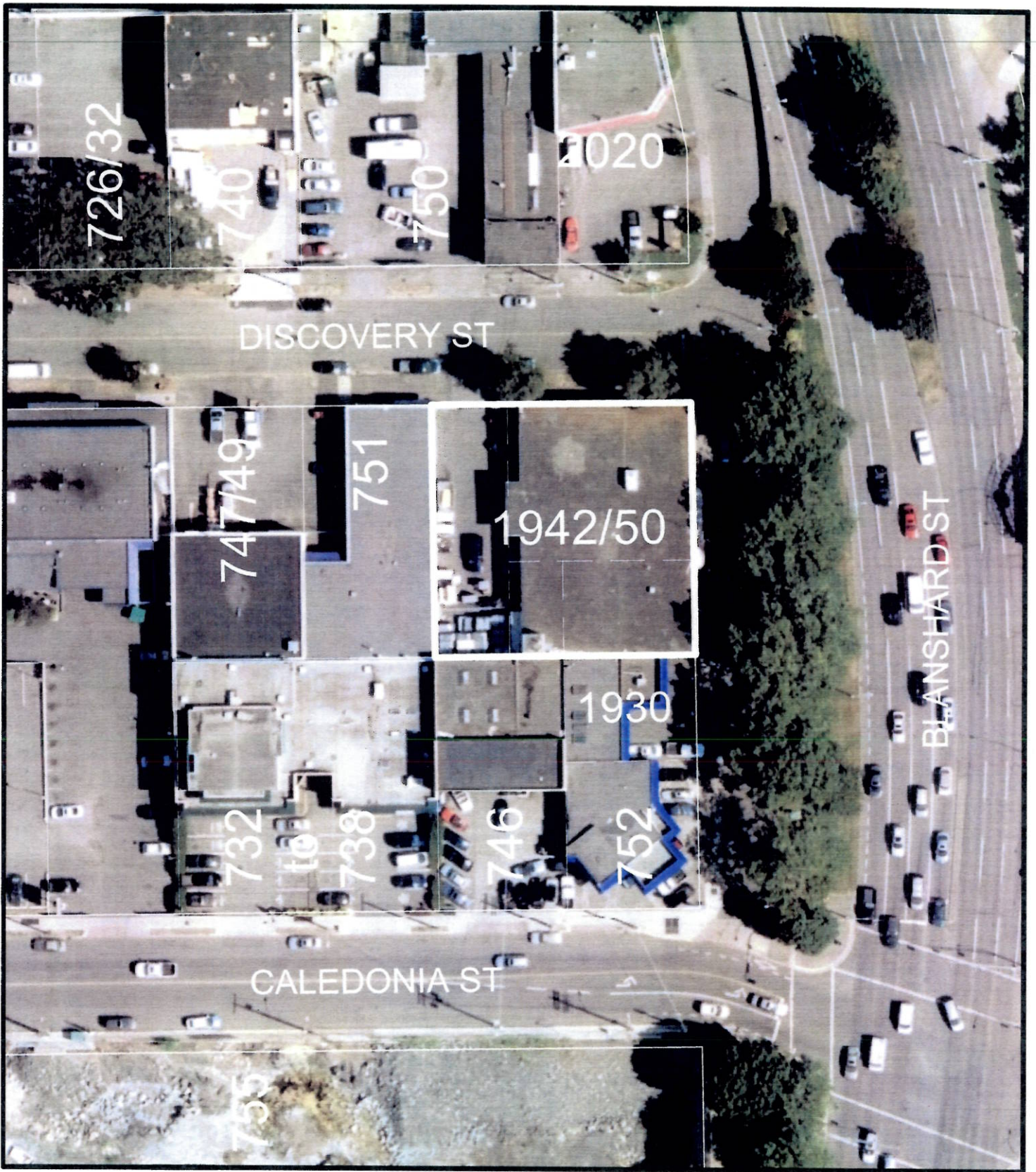
8.0 List of Attachments

- Zoning map
- Aerial map
- Legal map
- Letter from the architect, Chow Low Hammond, dated April 1, 2014
- Letter from Burnside-Gorge Community Association dated February 14, 2014
- Plans dated January 23, 2014.



1950 Blanshard Street
 Rezoning #00431
 Bylaw #





1950 Blanshard Street
 Rezoning #00431
 Bylaw #





1950 Blanshard Street
Rezoning #00431
Bylaw #





LOW
HAMMOND
ROWE
ARCHITECTS

01 April 2014 (r1)

City of Victoria
1 Centennial Square
Victoria BC V8W 1P6

**Re Mixed Use Commercial Residential Development
1950 Blanshard Street**

Dear Mayor and Council

We are seeking your support and approval for the rezoning and Development Permit for a mixed use commercial/residential development at 1950 Blanshard Street, led by our client the Greater Victoria Rental Development Society.

The project is located at the corner of Blanshard Street and Discovery Street at the current site of an older single-storey commercial development, with similar single-storey commercial developments to the south and west. The current zoning of the site is M1-Light Industrial. The recently adopted Downtown Core Area Plan (CAP) envisions the transformation of the Rock Bay District into a key employment centre. The CAP also proposes that the Blanshard Street Corridor accommodate new high-density residential and commercial development to strengthen the northern edges of the downtown core. This development will be the first significant project in the area which attempts to address the vision outlined in the CAP.

The program includes 5 storeys of rental apartments above 2 storeys (21,600 SF) of commercial space, with one storey of underground parking and building services. The development is designed to provide a balance between the number of units desired, what the property will optimally yield, and the financing formula for affordable rental housing. The building has 62 one bedroom units and 3 bachelor units. The residential component is designed as "work force housing" with the goal of providing affordable rental apartments for a target population of single individuals working for lower wages in and around the downtown core – a group having an identified demand for this type of housing. Support for this target population, along with the creation of 21,600 SF of commercial space, is intended to meet the CAP's objectives of an employment-focussed neighbourhood. The project supports the downtown core with its provision of affordable rental housing within easy walking or cycling distance and encourages the use of the services and amenities available downtown.

The design responds to its location at both a street corner and a bend in Blanshard Street with its massing and entrance arrangement. The main frontage faces Blanshard Street and is comprised of a separate residential entry at the base of a vertical circulation tower, a length of glazed store fronts running almost the full length and around the corner, and a corner entrance into the lobby for the north side and second storey office space. The store frontage is set back from the property line and covered by the second storey office space to increase the sidewalk space and allow for the amenity of public seating, café tables, or augmented landscaping within a covered

loggia. Although the current street front context is not currently particularly engaging, this project is intended to set a precedent for an active street-oriented presence along Blanshard St. The corner retail space is designed to support a café tenant to help animate the corner.

The building mass is composed of a two-storey podium and a set back 5-storey residential block, joined and bookended at the southeast corner with a 7 storey circulation tower. As a gesture to the corner and to the Blanshard Street bend, the top two storeys are articulated with an extended balcony element, exploiting the building's location at the edge of the downtown area where the curving route along Blanshard street changes to the formal city grid at the Memorial Arena. (This is a modern-day interpretation of the oriel window, an architectural characteristic commonly seen projecting from a wall on the upper floor of a building – numerous examples of which are still evident in historic downtown Victoria.) Inspired by this location, the building design acknowledges this juncture and incorporates a juxtaposition whereby the oriel reflects the line of the incoming Blanshard route and the remainder of the building conforms to the formal grid of the downtown core. This subtle gesture references the city history but also recognizes the less orthogonal, more free flowing urban plan as you enter or leave the downtown.

Parking is located below grade to optimize hard and soft landscaping and accessed off Discovery Street, taking advantage of the sloping site (2.4 m drop from southeast to northwest) to reduce the ramp length.

Access to the residential component will be provided at the southeast corner and separated from the commercial access at the northeast corner. Ground floor access to commercial/retail suites will be provided along Blanshard Street. Parkade access is provided at the northwest corner to take advantage of the lower grade, reducing the slope of the access ramp.

The massing of the mixed use development is designed to conform with the urban design guidelines set out by the City of Victoria. In order to reduce the bulk of upper storeys the requirement is for the building to be set back at the northeast corner to allow for street visibility, and setback above the second level. The entry at the corner of Blanshard and Discovery will be emphasized in form and massing to address a corner lot development. The setback on main floor with hard landscape provides for some amenity space for public to sit or congregate and is open at the corner with the potential of accommodating a coffee shop with integrated indoor/outdoor space.

The material palette consists of exposed concrete, fiber cement rainscreen panel, metal panel system, aluminum-framed windows, and presents playful juxtaposition of materials and highlight colours that take inspiration from a vibrant working city. The choice of materials and massing are intended to balance a solid urban character with the restricted construction budgets typical for non-market or low income housing.

The design follows CPTED principles, notably to eliminate hiding spaces and ensure safety through good visibility and surveillability of street-level spaces around the perimeter. The building will be well lit and will incorporate soffit lighting to eliminate dark hidden spaces.

The targeted housing population is primarily single residents, likely earning at or near minimum wages, and unlikely to be car owners. In consideration of this, we are requesting that consideration be given to reduced parking requirements. This request is supported through a Parking Demand Study produced by Boulevard Transportation Group (submitted with this application). The development is seeking to strike a balance between the capital cost to build underground parking at approximately \$1.5 million

per level and the need for more parking. The Greater Victoria Rental Development Society have an agreement in principle with the Victoria Car Share Program to provide two dedicated cars for the exclusive use of tenants of 1950 Blanshard Street. With its location a block away from the new Douglas Street Transit Corridor the building has good access to public transit. Secure bicycle parking is also provided on the underground parking level.

In conclusion, this development will contribute to the impetus of redevelopment in the Rock Bay District and provide both useful commercial space and affordable housing for the City of Victoria. We hope you will agree with the project's merits and support its rezoning and development permit approval.

Sincerely

LOW HAMMOND ROWE ARCHITECTS INC

Jackson Low
Architect AIBC MRAIC
Principal

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21 January 2014

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1950 BLANSHARD STREET SUSTAINABILITY INITIATIVES

The following sustainability features are to be incorporated into the project:

Site:

Urban Redevelopment:

- Redevelopment of a previously built-up site

Building Orientation:

- Optimize orientation for natural daylighting and reduced openings in south orientation to reduce solar heat gains

Storm water management

- Reduce Site runoff

Transportation:

- Universal access that encourages all modes of transportation
- Location is ideal for community infrastructure, proximity to local paths, parks, bus routes, bike trails
- Provide secure bike lockup
- Participation in the car share program

Water:

Reduce use of potable water

- Low flow fixtures
- Faucet aerators

Energy:

Reduce Carbon footprint and consumption of fossil fuels, through electric powered heating/cooling and hot water, or high efficient fossil fuel system:

- Reduced openings in south orientation to reduce solar heat gains

Lighting

- High efficient lighting and occupancy sensors can contribute to a significant reduction in energy consumption
- Light pollution reduction

Envelope Insulation:

- Meet Part 10 of BCBC to wall and roof insulation (overall performing U-value) for reduced energy requirements to heat and cool spaces
- Reduce thermal bridging of structural elements through the building envelope

High Performance Glazing

- Reduce heat loss and gains, reduce energy requirements to condition space, increase day lighting and views
- Increased performance of thermally broken spacers, double glazed, argon filled, 'low e' coating on west facing windows, tint glazing to reduce solar gains

Materials:**On-Site Recycling Collection and Storage Area:**

- Provide an area, storage bins and loading access for glass, plastic, paper, cardboard, metal for recycling

Construction Waste Management

- divert 75% of new construction and demolition of the existing building waste from the landfill
- Contractor to source local recycling facilities (glass, plastic), return waste to manufacturers (steel, carpet, gypsum board, insulation), salvaging materials for reuse (wood, formwork, asphalt)

Recycled Content

- Steel has high recycled content
- Other materials can be sought/specified such as carpets and drywall

Local Materials

- Reduce transportation emissions by choosing locally harvested and/or manufactured materials and products where practical and/or possible
- Concrete
- Wood
- Millwork

Durability

- Design Construction details to protect exterior materials, to prevent premature failure of the building and it's components
- Detailing to allow for replacement of materials with shorter life span, eg. Flashings
- choose durable, quality materials for a long building performance life

Indoor Environmental Quality**Low Volatile Organic Compounds in Materials, Paints, Adhesives and Sealants, Particle board, carpets**

- To reduce occupants exposure to harmful carcinogenic off gassing found in manufactured materials
- Low voc flooring such as ceramic tile, hardwoods, marmoleum, linoleum, select carpets, Greenguard certified synthetic flooring

Increased Ventilation:

- Improve the indoor air quality for the health of the occupants, and will reduce humidity
- Operable windows can increase the amount of natural air supplied, and may reduce the heating and cooling requirements

Flush-out Building prior to Occupancy

- After construction and prior to occupancy, move a high volume of air through the building to remove airborne contaminants from construction (dust, formaldehyde, VOC's, carbon monoxide)



Burnside Gorge Community Association

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bgca@shaw.ca | www.burnsidegorge.ca

February 14, 2014

Dear Mayor and Council:

CALUC Community Meeting: Rezoning application for 1950 Blanshard Street

On January 20, 2014, the Burnside Gorge Community Association (BGCA) hosted a CALUC Community meeting that was advertised in order for the Greater Victoria Rental Development Society to discuss their rezoning application for 1950 Blanshard Street from existing M-1 Light Industrial to a Comprehensive Development Zone of new mixed use commercial and rental apartments. The Greater Victoria Rental Development Society is a non-profit organization aimed at developing affordable housing.

The site is currently permitted to 3 storeys and the proponent is proposing 7 storeys with the first two floors as retail/commercial and the additional 5 floors as rental housing totaling 65 units of about 450 sq.ft. each.

Discussion from the floor (areas of discussion underlined; responses bulleted):

Timing, construction and construction impacts:

- The developer indicated they plan to break ground October 2014. The process will be demolition, removal of hazardous fill, blasting as required, and then construction. Minimal blasting will be required, as the land is mostly fill, with the exception of the southeast corner, which is rock.
- The developer reported that blasting is expected to begin about a month after breaking ground and will take approximately 2-3 weeks.
- The developer plans on maximizing the use of the slope of the land to remove materials. Material removal via trucks may use Blanshard, Discovery St and Douglas but they are restricted from blocking the roadway.

Parking:

- There will be 27 parking spots available for the retail/office space. There is no tenant parking provided.
- The society is hoping tenants will take advantage of a car-share option available to them (there will be 2 car-share parking spots available in the parking area), and the memberships for the car-share remains with the units forever.

Greenspace, street presence, livability components for density, building envelope:

- The boulevard on the west side of Blanshard that directs traffic onto the east-west frontage road will remain.
- In response to audience questions about sustainable building design, the developer responded that they are unable to provide green building design into the plans.
- The landscaping and natural spaces plans currently include a small number of new trees/shrubs as edging. The developer indicated that there is no green space for the building due to their efforts to maximize the building footprint on the

lot, and that adding a green roof would be cost-prohibitive based on their economic model of providing affordable housing.

Building ownership structure, rents, lack of diversity of units/concentration of single occupancy units in Burnside Gorge:

- Only the first two floors of the building will be strata. The building can never be sold or stratified.
- The developer reports that their project rents of \$695 for studio apartments and \$810 for one-bedroom apartments are slightly below CHMC Affordability Level 1 levels.
- For rentals, the targeted demographic is singles/couples, working in the downtown area, with an income range of \$24,000 to \$36,000 (for 2013 – may change in 2014). Tenants will need to meet CMHC income requirements to qualify.
- CRD grants total \$400,000 (\$15,000 per unit) with the ability to return in 2015 and C of V grants may total \$650,000 (still under negotiation) (\$10,000 per unit).
- The rental suites are not designed to accommodate the needs of seniors or individuals with disabilities. The developer noted that their suites sizes are below 450 sq. ft threshold for incorporating disability requirements into design.
- When questioned about the lack of diversity of suite sizes within the building, the developer explained that their economic models showed two-bedroom suites were not viable for this development
- Some audience members expressed concerns that small rental units (for single persons) tend to have high levels of turnover and that this could decrease the tenants' commitment to neighbourhood building and stability.

Why only 7 storeys, when the OCP for Burnside and Downtown Core Area Plan allow for higher buildings:

The plan allows for only 7 storeys:

- It is a \$17 mm building
- FSR = 5-1
- Parking
- Cost of management and administration is not feasible over 65 units/7 storeys

Building management, security and maintenance:

- The management company was present, and reported that they are confident they can rent the suites.
- There is a security gate at the bottom of the parking ramp.
- There will be a non-resident manager. The property management company will conduct room inspections and complete tenant repairs.
- Safety and security measures:
 - Cameras
 - Police safety program, if required
 - Can be added if required
- Commercial properties will hopefully be rented to dentists, doctors
- The management company believes that the top 4 complaints will likely be: noise, light, dog urine and public urination. For noise and light complaints, the windows are glazed and operable – no portable air conditioner will be permitted. Other issues will be managed as they arise.

As per the process of a Burnside Gorge Community Association rezoning community meetings, there is a straw vote to provide context to the questions.

In summary, of the meeting attendees, 3 persons living/working in the community and 3 persons not living/working in the community generally approved of the proposal as presented and 3 were opposed.

Broader Context for Development

In Burnside Gorge Community Association community meetings, in addition to facilitating comments on the specific zoning application, meeting agendas also seek feedback from attendees on their wishes for, and thoughts about, the immediate vicinity of a subject property. This information is provided to the Planning department and to Council to help provide critical, holistic perspectives on neighbourhood development objectives. We are hoping that, over time, this will help us stitch together a more comprehensive view and put rezoning applications into context of overarching community goals.

We were unable to collect such comments for this specific meeting due to low attendance and the high percentage of non-community members who participated in the meeting.

Land Use Committee Specific Comments (October 15 meeting with proponent)

The developer met with the Land Use Committee on October 15 to discuss the proposal. At that time, a number of questions and concerns were raised on three principal themes: a) the suitability of this development for this area of Burnside Gorge, b) specific questions regarding building design, and c) an apparent lack of early, meaningful and proactive engagement with the Land Use Committee, and therefore the loss of opportunity to incorporate community feedback into planning and design. A summary of the Land Use Committee comments and dialogue with the developer follows.

This development is proposed as affordable housing and has, as noted above, received funding from the CRD Housing Trust Fund and funding pending from the City of Victoria's Housing Trust Fund. Data provided by the CRD Housing Trust Fund data indicates that of the 377 affordable and supportive units funded in Victoria, 225 are located in Burnside Gorge (2005-2013 figures). This number does not include Rock Bay Landing's 109 units (and their 20-40 emergency places that have been used since the shelter opened). If we added the units of RBL on these totals, it would mean Burnside Gorge has received 70 percent of the supportive and affordable units built in Victoria in the last seven years. These housing calculations do not include established supportive and affordable housing units already in place before 2005 (such as Medewin House or Manchester house), nor does it include single occupancy units not funded by the CRD Housing Trust Fund, such as the 56 units at 2828 Rock Bay nor the 30+ units proposed at 626 Gorge Road.

The majority of these affordable and supportive units are concentrated within a strip that is less than two kilometers long all within Burnside Gorge. This concentration is of serious concern to the neighbourhood, which is already experiencing challenges with community resilience and stability, lack of services such as grocery stores and green space to support this density, and safety issues as evidenced by disproportionately high levels of police calls.

Land Use Committee also expressed concerns that this proposed development setting would establish precedent for further concentration of small units suited to single renters in the 'Mid Town' area. There are several marginally-viable properties located immediately north of the proposed development, and this development has potential to set a standard for small, rental units targeted solely to one single demographic that we believe is not the intention or desire of the OCP for this area.

LUC expressed concern regarding lack of mixed units and size of units in the proposal. The most recent 2013 *Victoria Vital Signs* report indicates that new units for singles and rent supplements are the lowest need category and have been falling over the last year; the least-served populations for affordable housing are families and those with disabilities.

LUC noted that the most recent zoning approvals in "Mid Town" have set the standard for LEED construction of new buildings, and believes that these high standards should be seriously considered for all new residential multi-unit rental construction in Burnside Gorge. To improve the design, LUC requested that the developer consider measures to add any green space, sustainable building features and building setbacks, which are lacking in the proposal and in the immediate local area of the development.

While LUC appreciated the proponent's initiative to support the Car Share program, we also offered feedback that the lack of parking limits both the commercial opportunities and restricts the diversity of potential renters, as well as placing residential parking pressure on the surrounding areas.

The final concern related to the proponent's decision to approach the community at a very late stage of its development, requesting limited input within short timelines. A primary goal of community engagement, as defined by the CALUC process, is to ensure that local perspectives are sought and given serious consideration before designs are finalized and applications filed. We believe that the development could have done a much better job of meeting community interests and objectives if there has been an early, shared commitment to dialogue about the proposal. The developer indicated that the proposal presented to LUC for discussion had completed its economic analysis, was in a final form and that no changes were intended.

In summary, preliminary Burnside Gorge Land Use Committee perspectives are that, while a mixed-use residential and commercial development may fit into this area, this particular proposal has significant shortcomings because it: 1) offers more of the same type of single-resident dwellings that are abundant in BG and downtown, 2) fails to offer diversity and mixed-use within the building itself, and 3) doesn't demonstrate commitment to a high-quality standard (e.g. LEED or sustainability) that would attract a variety of renters and set standard for future Mid Town development.

Yours sincerely,

TJ Schur

Land Use Committee Chair
Burnside Gorge Community Association
landuse@burnsidegorge.ca

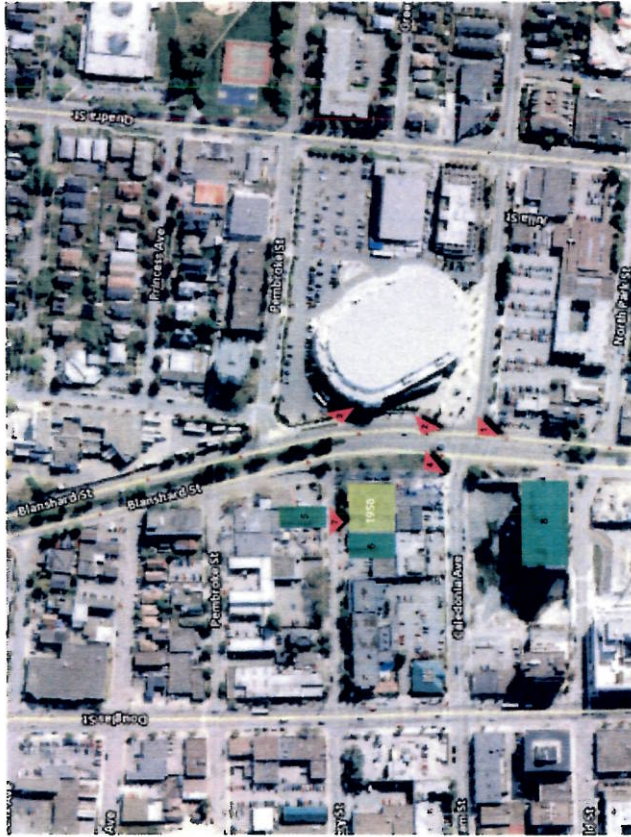
MIXED USE AFFORDABLE HOUSING 1950 Blanshard Street, Victoria, BC



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NEIGHBOURHOOD AND CONTEXT PLAN



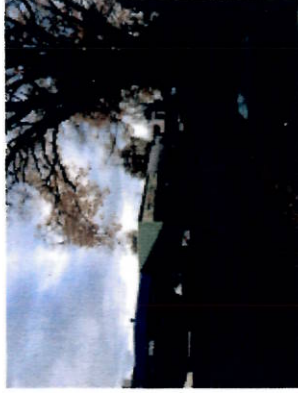
1. View of 1930 and 1950 Blanshard Street



2. View of 1930 and 1950 Blanshard Street



3. View of 1950 Blanshard Street



4. View of 1930 and 1950 Blanshard Street



5. 750 Discovery Street



6. 751 Discovery Street



7. View of 1950 Blanshard Street Parking Lot



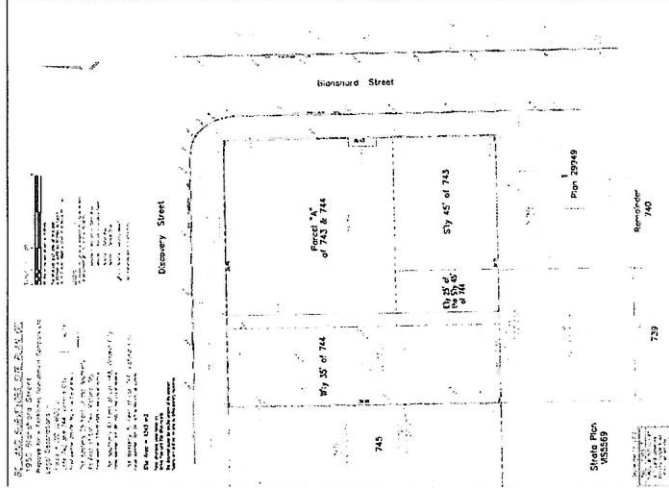
8. 1810 Blanshard Street



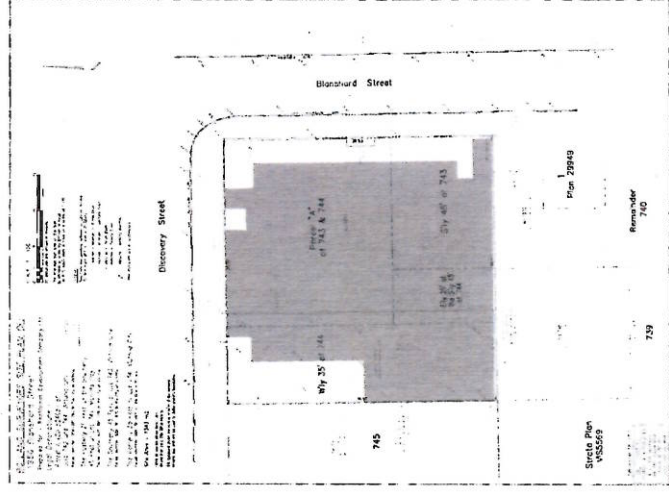
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Aerial View of Existing Site



Survey



Survey with Proposed Building Footprint

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Discovery Street

PROJECT DATA

Project Civic Address: 1950 Blanshard Street, Victoria, BC
Project Legal Address: Parcel A (DD 524631) of Lots 743 and 744, Victoria City (PID 009-381-562)
The Eastern 25 Feet of the Southern 45 Feet of Lot 744, Victoria City (PID 009-381-530)
The Southern 45 Feet of Lot 743, Victoria City (PID 009-381-490)
The Western 35 Feet of Lot 744, Victoria City (PID 009-381-431)

Name of Organization: Greater Victoria Rental Development Society
Project Description: New Mixed Use Commercial | Rental Apartment Complex

Number of Floors: 7
Zoning: Existing - M-1 - Light Industrial
Proposed - Comprehensive Development Zone

Site Area:
Lot 1 592.28 m² (6,375 sf)
Lot 2 104.17 m² (1,121 sf)
Lot 3 255.71 m² (2,751 sf)
Lot 4 334.02 m² (3,590 sf)
Total 1,343 m² (14,458 sf)

Floor Area:
Parkade Level: 1,145 m² (12,325 sf)
Level 1: 925 m² (9,957 sf)
Level 2: 1,030 m² (11,087 sf)
Level 3: 690 m² (7,427 sf)
Level 4: 690 m² (7,427 sf)
Level 5: 690 m² (7,427 sf)
Level 6: 695 m² (7,481 sf)
Level 7: 695 m² (7,481 sf)
Total Floor Area: 5,415 m² (58,287 sf)

Commercial Floor Area: 1,955 m²
Site Coverage: 88.6%
Open Site Space: 8.8%

McLight Industrial Comprehensive Development Zone

Floor Area: Permitted 4,028m² Proposed 5,415 m²
Floor Area Ratio: Permitted 3.0 Proposed 4.03
Building Height: Permitted 15.0m Proposed 26.380 m
Number of Storeys: Permitted 3 Proposed 7
Building Setbacks:
Front: Permitted 0.0 m Proposed 0.0 m (L1-L2) 3.05 m (L3-L7)
Rear: Permitted 0.0 m Proposed 0.0 m (Parkade) 6.0m (L1-L2) 11.25 m (L3-L7)
Interior Side (south): Permitted 0.0 m Proposed 0.0 m
Interior Side (north): Permitted 0.0 m Proposed 0.0 m (L1-L2) 3.05 m (L3-L7)
Combined Side Yards: Permitted 0.0 m Proposed 0.0 m

Residential Unit Details:
Total number of units: 65 units
Unit mix: 32-1 bedroom | 3- bachelor
Ground-oriented units: none
Minimum unit floor area: 32.6 m²

Vehicle Parking:
Required: 76.8
77dwelling unit = 7 x 65 = 45.5
1/65m² GFA Office = 1,955m² / 65 = 30
Proposed: 25 for commercial
2 for car sharing

Bike Stalls:
Required Class 1: 70 Proposed Class 1: 82
Required Class 2: 2 Proposed Class 2: 2



SITE PLAN 1: 100



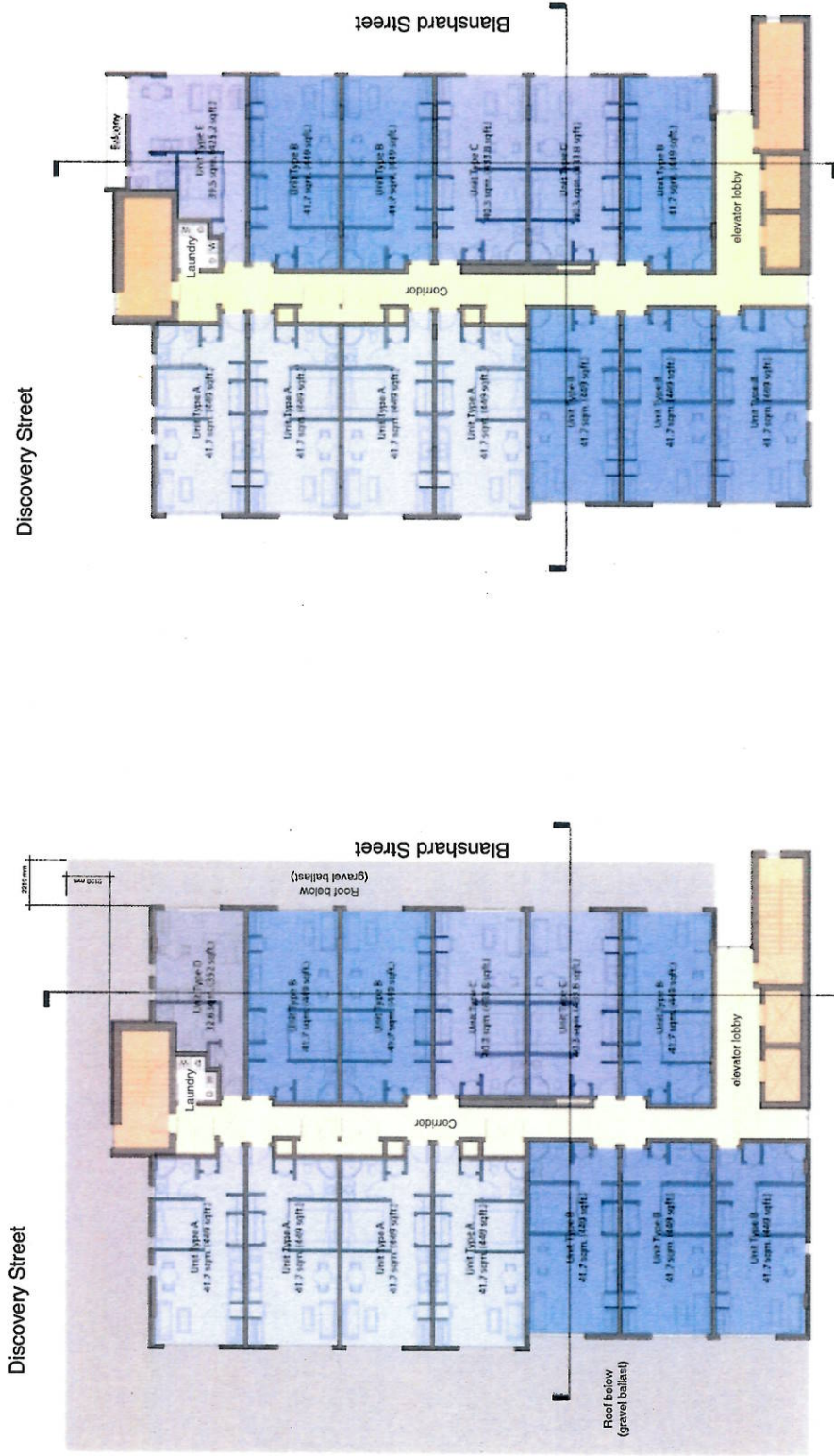
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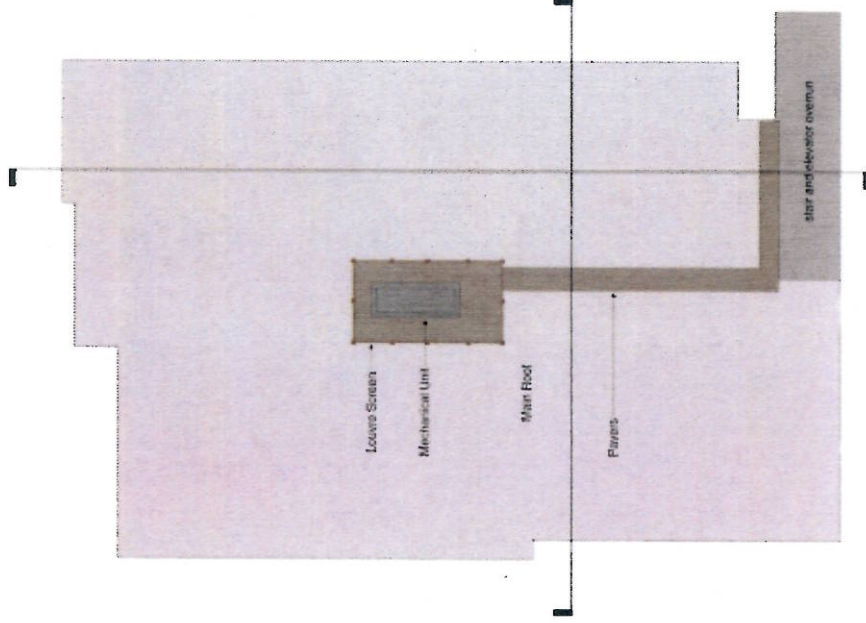
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TYPICAL RESIDENTIAL FLOOR PLAN (LEVELS 6-7) 1: 100

TYPICAL RESIDENTIAL FLOOR PLAN (LEVELS 3-5) 1: 100

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ROOF PLAN 1:100

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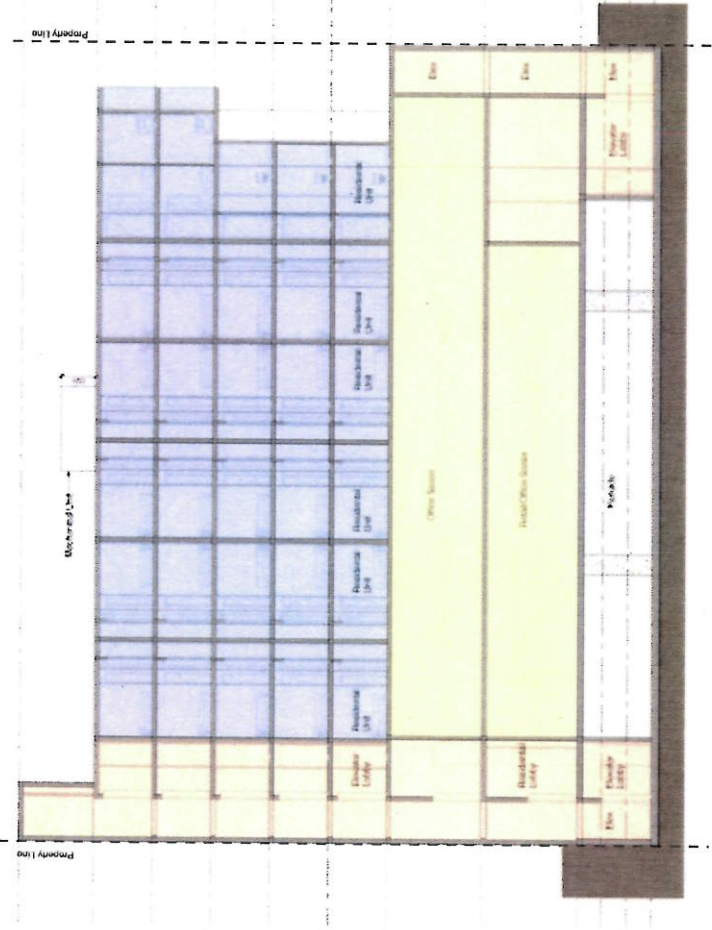
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MONOCHROME VIEW

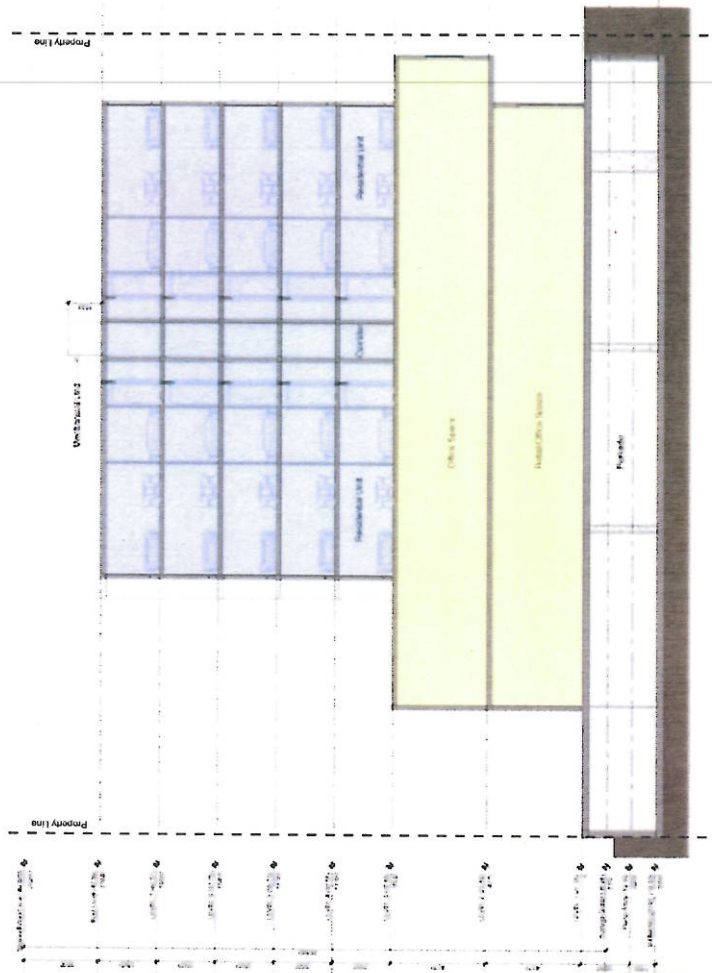


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NORTH - SOUTH SECTION 1:100



EAST - WEST SECTION 1:100

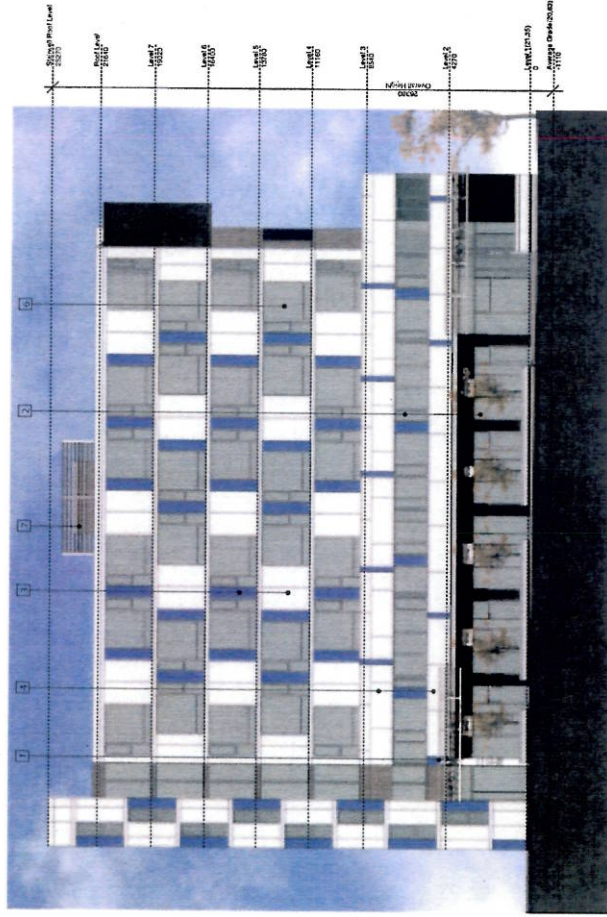
SECTIONS

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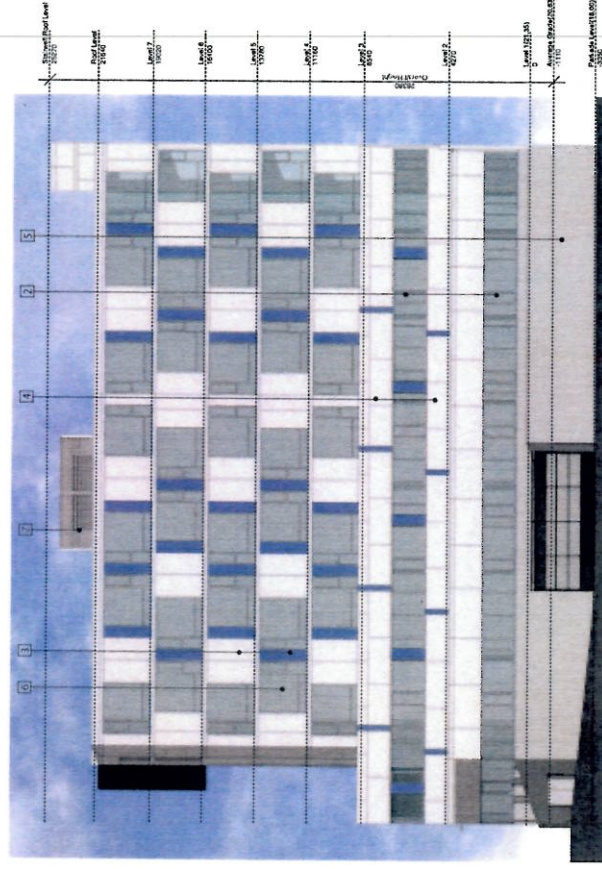


Material Schedule:

- | | | |
|--------------------------------|----------------------------------|--|
| 1 Anodized Aluminum Sun Shades | 4 Prefinished Metal Panel | 7 Horizontal metal louvers (Screen for Mech. Unit) |
| 2 Anodized Aluminum & Glass | 5 Exposed Concrete | |
| 3 Prefinished Composite Panel | 6 Thermally Broken Window System | |



EAST ELEVATION (BLANSARD STREET) 1:100



WEST ELEVATION 1:100



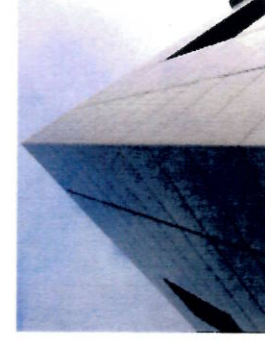
1. Anodized Aluminum Sun Shades



2. Anodized Aluminum & Glass



3. Prefinished Composite Panel



4. Prefinished Metal Panel



5. Exposed Concrete

MATERIALS

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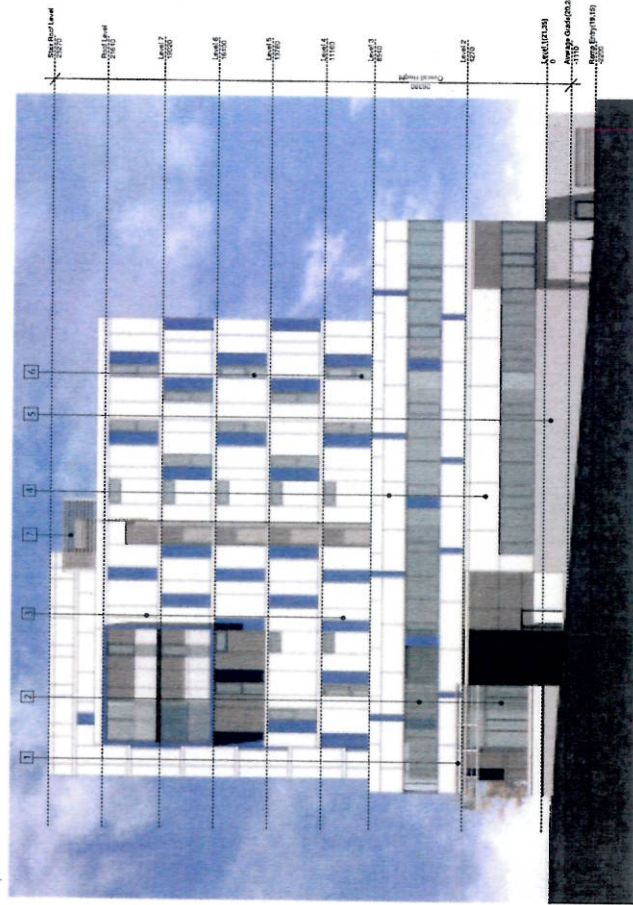
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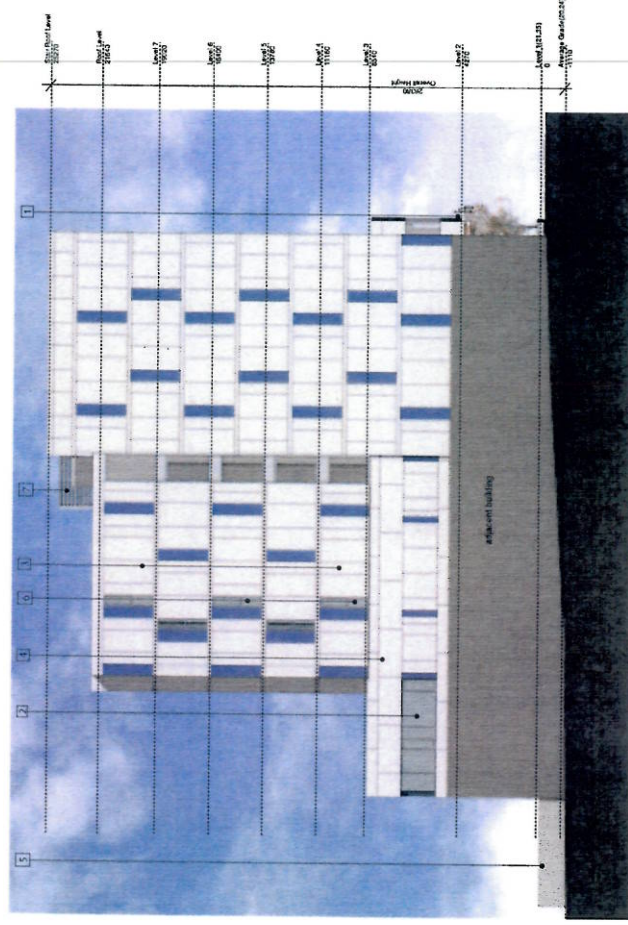


Material Schedule:

- | | | | | | |
|---|------------------------------|---|--------------------------------|---|--|
| 1 | Anodized Aluminum Sun Shades | 4 | Prefinished Metal Panel | 7 | Horizontal metal louvers (Screen for Mech. Unit) |
| 2 | Anodized Aluminum & Glass | 5 | Exposed Concrete | | |
| 3 | Prefinished Composite Panel | 6 | Thermally Broken Window System | | |



NORTH ELEVATION (DISCOVERY STREET) 1:100



SOUTH ELEVATION 1:100

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