

Planning and Land Use Committee Report

Date:

March 20, 2014

From:

Mike Wilson, Senior Planner - Urban Design

Subject:

Rezoning Application #00381 and Development Permit Application #000351

for 1002-1008 and 1012 Pandora Avenue - Application to increase density and

construct a four to six-storey mixed-use building

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and Development Permit Application for the property located at 1002-1008 and 1012 Pandora Avenue, which is on the east side of Vancouver Street between Pandora Avenue and Mason Street. This application was first presented to Council on May 23, 2013. The application was tabled by the Planning and Land Use Standing Committee and, ultimately, Council endorsed a motion asking the applicant to reconsider certain aspects of the proposal, including:

- to reduce building massing and height on Mason Street in favour of Pandora Avenue
- to consider mid-block public access through the development
- to consider the appropriateness of the comprehensive development zone
- to reconsider the retention of the school tower
- to work with staff to re-examine the location and design of the vehicle entry on Mason Street, as well as the landscape treatment on Mason Street, in order to minimize the impact of the vehicle access point on adjacent properties.

In conjunction with submitting revised plans, the applicant has now applied for a concurrent Development Permit application. The applicant has undertaken significant revisions to the proposal based on feedback from Council, including:

- a reduction in the proposed floor space ratio (FSR) from 2.5:1 to 2.35:1
- a reduction in the building height from six storeys to four storeys for areas of the building fronting Mason Street and Franklin Green
- the removal of the previously retained school tower
- the provision of an increased east side yard for a future through-block pathway to Franklin Green.

The revised proposal is to construct a mixed-use building that ranges in height from four to six storeys with 4,507 m² of ground-floor commercial space and 13,995 m² of residential floor area. This represents a 1,180 m² reduction in floor area compared to the previous proposal. The development includes two buildings set above a common commercial podium. The applicant has further reduced the building height from six storeys to four storeys fronting both Mason Street and Franklin Green.

The applicant's comprehensive development proposal of 2.35:1 FSR over the entire site is supported by several policies within the *Official Community Plan* (OCP). Staff recommend that the Committee support a comprehensive development strategy for this site. The application is also generally consistent with the land use and density policies in the *Downtown Core Area Plan* (DCAP).

The following factors were taken into consideration in reviewing this application:

- The proposal is consistent with the OCP policies which envisage multi-unit residential, commercial and mixed-use buildings of up to 10 storeys, at densities ranging from a base of 3:1 FSR to a maximum of 5.5:1 FSR on the south portion of the site to 2:1 FSR and five storeys on the north portion of the site in order to achieve a major residential district.
- The proposal is also consistent with the more specific DCAP policies which envisage mid-rise to high-rise residential, commercial and office developments with a maximum building height of 30 m (10 storeys).
- The architectural expression of the building and landscape treatment is generally consistent with the DCAP but should be reviewed by the Advisory Design Panel.
- A Housing Agreement Bylaw and legal agreement should be prepared to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to non-owners.
- The North Park Local Plan identifies the subject lands, as well as the lands on the north side of Mason Street, as an area of "major change predicted".

Staff recommend that the Committee support these applications.

Recommendations

That Rezoning Application #00381 and Development Permit Application #000351 for 1002-1008 and 1012 Pandora Avenue proceed to a Public Hearing and that City staff prepare the necessary *Zoning Regulation Bylaw* amendments, subject to completion of the following conditions:

- Advisory Design Panel review of the Development Permit Application with particular attention to:
 - a) the comprehensive design approach and whether the building's mass has been adequately articulated through the provision of varying building materials and setbacks:
 - b) the appropriateness of the building finishes, including cement board siding and landscape design.
- Registration of Statutory Right-of-Ways on Mason Street and Vancouver Street to the satisfaction of the Director of Engineering and Public Works.
- Revisions to the proposed Pandora Avenue and Vancouver Street frontages to the satisfaction of Director of Engineering and Public Works.
- 4. The provision of 17 Class 2 bicycle parking stalls to the satisfaction of the Director of Sustainable Planning and Community Development.

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 Preparation of a Housing Agreement Bylaw and legal agreement to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to nonowners to the satisfaction of the City Solicitor.

Respectfully submitted,

Mike Wilson

Senior Planner - Urban Design

Development Services

Deb Day, Director

Sustainable Planning and

Community Development

Report accepted and recommended by the City Manager:

MW:aw

Date: M 1 1/1 7 0/4

Jason Johnson

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1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and Development Permit Application for the properties located at 1002-1008 and 1012 Pandora Avenue. A Rezoning Application is required to permit increased density on the site.

2.0 Background

2.1 Description of Proposal

The proposal is to rezone the properties from the CA-1 Zone, Pandora Avenue Special Commercial District, and the R-2 Zone, Two Family Dwelling District, to a new zone to increase the permitted density and to allow for a six-storey mixed-use building with underground parking. The proposed FSR is 2.35:1 and building height ranges from four to six storeys. The previous application was proposed at 2.5:1 FSR in the form of a six-storey building.

The applicant proposes to demolish the existing school and gymnasium. The new building includes at-grade retail and professional office uses with three to five storeys of residential units above. The applicant proposes 4,507 m² for professional offices, banks and retail uses. The apartment units are a mix of one- and two-bedroom units, as well as bachelor suites. At-grade residential uses are provided on Mason Street. Private open site space is provided through the use of balconies and a centralized common garden is constructed on top of the main floor retail level.

The applicant proposes that the residential units are to be rental. Consistent with the City's previous practice, staff have asked if the applicant were willing to enter into a Housing Agreement to secure the units as rental in perpetuity or for a period of time. The applicant has declined this request. However, the applicant has agreed to enter into a Housing Agreement to ensure that future strata bylaws do not prohibit the rental of units to non-owners.

Consistent with the *Highway Access Bylaw* requirements and urban design objectives, vehicle and loading access is provided from Mason Street. The application includes a total of 286 parking stalls and an internalized loading area for commercial vehicles. A total of 256 Class 1 bicycle parking stalls as well as two Class 2 bicycle racks have also been provided. It is proposed that a portion of Mason Street would be widened and will become a two-way street to provide vehicle access/egress from the parking garage entrance. The remainder of Mason Street from the garage entry eastward to Cook Street is to remain as one-way westbound only.

2.2 Site History

There are two existing buildings on the property: the main school house and a gymnasium. The main school building was constructed in 1930-1931. This building is constructed of cast concrete and was home to the St. Louis College prior to becoming St. Andrew's Elementary School. Neither the gymnasium nor the existing school building are on the City's Heritage Register or are Heritage-Designated buildings. The applicant proposes to demolish both buildings.

2.3 Application History

At the Council meeting of June 13, 2013, Council passed the following motion:

It was moved by Councillor Alto, seconded by Councillor Helps, that 4 of the 5 actions recommended by PLUSC at its May 2, 2013 meeting proceed as directed by PLUSC, being:

- 1. Reconsideration by the applicant of massing to reduce building height on Mason street in favour of Pandora,
- 2. Consider a mid-block public access through the development,
- 3. The appropriateness of the comprehensive development zone, and
- 4. The retention of the school tower.
- 5. That the applicant work with staff to re-examine the location and design of the vehicle entry on Mason Street, as well as the landscape treatment on Mason Street, in order to minimize the impact of the vehicle access point on adjacent properties
- 6. That the application proceed through the regular Planning and Land Use Standing Committee process.

Further analysis on the revisions proposed by the applicant in response to this motion are provided in Section 4 of this report.

2.4 Existing Site Development and Development Potential

The properties are currently split into two zones. The existing gymnasium and school building are in the CA-1 Zone, Pandora Avenue Special Commercial District. This Zone permits office and retail uses up to 15.5 m in height and a maximum FSR of 2.0:1 and comprises approximately 50% of the site. The existing playground and playing fields are in the R-2 Zone, Two Family Dwelling District, which comprises the remaining 50% of the site. Under the current zone, a duplex dwelling could be constructed.

2.5 Data Table

The following data table compares the proposal with the existing zones.

Zoning Criteria	Proposal	Existing Zone CA-1	Existing Zone R-2
Site area (m²) – minimum	7,915	n/a	555
Total floor area (m²) – maximum	18,603	15,826.6	380
Density (Floor Space Ratio) - maximum	2.35:1	2:1	0.5:1
Mixed Use Building Location of Residential	Ground floor – in some areas	2 nd floor and higher	n/a
Height (m) – maximum	21.5	15.5	7.6
Site coverage (%) – maximum	82	n/a	40
Open site space (%) – minimum	18	n/a	30

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Storeys - maximum	6	n/a	2
Setbacks (m) – minimum		-	
North - Mason	7.3	3	14.8
South - Pandora	1	3	7.5
East	2	Nil	1.68
West - Vancouver	1	3	3
Parking	286 stalls	178 stalls	2 stalls
Visitor Parking	12	12	n/a
Bicycle storage	256 stalls	221 stalls	n/a
Bicycle Rack	12	17	n/a

2.6 Land Use Context

To the south across Pandora Avenue is a three-storey office building in the CA-1 Zone, Pandora Avenue Special Commercial District. To the north across Mason Street are four single-family dwellings in the R-2 Zone, Two Family Dwelling District. Also to the north at 1032 and 1038 Mason Street, there is a vacant lot in the R3-1 Zone, Multiple Dwelling District. To the west is a one and a half storey restaurant in the C1-FS Zone, Limited Commercial Free-Standing Food Sales District, as well as a three and a half storey multi-unit residential building in the R3-1 Zone, Multiple Dwelling District. To the east is Franklin Green, a City-owned park that is in the R-2 Zone, Two Family Dwelling District, and a three and a half storey mixed-use building in the CA-1 Zone, Pandora Avenue Special Commercial District.

2.7 Legal Descriptions

Lot 1, Suburban Lot 15, Victoria City, Plan 22437 Lot 2, Suburban Lot 15, Victoria City, Plan 22437, except Parcel A (DD C70855).

2.8 Consistency with City Policy

2.8.1 Official Community Plan, 2012

The Official Community Plan (OCP) sets out broad objectives for the City. Policy Objective 6(a) identifies the need to accommodate 20,000 new residents with at least 50% of housing growth to occur within the Urban Core. The OCP further encourages a diverse range of housing types and tenures that meet the needs of residents in different life stages.

The OCP also sets out a vision for the North Park neighbourhood in a City-wide context. As part of these vision statements, Policy 21.19.3 states that the southern portion of the neighbourhood along Pandora Avenue is identified for higher density mixed-use development in the Downtown Core Area. The OCP also sets out strategic directions for the neighbourhood (Policy 21.20). The following strategic directions are relevant to this proposal:

21.20.2 Accommodate new population and housing growth within walking distance of the North Park Village and within portions of the neighbourhood designated Core Residential.

21.20.3 Establish a high density mixed use area along Pandora Avenue that responds to the surrounding skyline of visually prominent heritage landmarks.

The OCP identifies the subject lands within the Core Residential designation. This designation envisions up to 5.5 FSR on the southern portion of the site and from a base of 1:1 FSR up to a maximum of 2:1 FSR on the northern portion of the property.

The applicant's comprehensive development proposal of 2.35:1 FSR over the entire site is supported by several policies within the OCP. Policies 6.3 and 6.8 of the OCP state that decisions regarding use, density and scale of the building for an individual site are to be based on site-specific evaluations of proposed developments in relation to the site, block and local area context and also include consideration of relevant policies in the OCP, Local Area Plans and other City policies. Additionally, it states that site-specific amendments may be considered that are consistent with the intent of the Urban Place Designations identified in the OCP. In general, the Core Residential designation supports multi-unit residential buildings from three storeys up to 20 storeys and large floor-plate commercial buildings oriented to the street.

Generally, the proposed comprehensive site development is consistent with the OCP. The level of consistency with the OCP is further discussed in Section 4 of this report.

2.8.2 Downtown Core Area Plan, 2011

2.8.2.1 Land Use

The *Downtown Core Area Plan* (DCAP) identifies the subject lands as part of the Residential Mixed Use District. This District is identified as the area that includes the majority of the residential land base within the DCAP boundary. This designation establishes various objectives and policies that can be summarized as follows:

- encourage active commercial uses at street level along Pandora Avenue to facilitate increased pedestrian activity and improved vitality
- ensure well-designed streets and sidewalks that provide interesting public realm environments for pedestrians
- ensure that new buildings located along the edge of the Residential Mixed Use
 District consider scale, orientation, setbacks, mass and building height to provide
 sensitive transitions to the surrounding Districts
- encourage multi-unit residential development appropriate to the context and function of each neighbourhood.

To this end, the proposal is generally consistent with the DCAP. Staff have provided further analysis on the proposed massing and scale of the proposal as it relates to the transition to the North Park Neighbourhood in Section 4 of this report.

2.8.2.2 Density

The applicant proposes an overall floor space ratio of 2.35:1 across the site. The density provisions within the DCAP are split over the site. The southern portion of the site is located within the Density Bonus Area and is provided with a base FSR of 3:1 (of which up to 1:1 FSR may be commercial) with a maximum FSR of 5.5:1 (of which up to 3:1 FSR may be

commercial). For the northern portion of the site, the DCAP identifies a maximum FSR of 2:1. The maximum base density permitted floor space ratio for a comprehensive development, which spreads the density across the site within the base density, is 2.35:1 FSR. The revised proposal is consistent with the densities considered in the DCAP.

2.8.3 North Park Local Plan, 1996

The North Park Local Plan (NPLP) identifies the subject lands as well as the lands on the north side of Mason Street as an area where "major change (is) predicted". With respect to building heights, the Plan envisions development on the southern portion of the site to include heights up to 10 storeys and up to five storeys on the northern portion of the site. The proposed six-storey building fronting Pandora Avenue and four-storey building fronting Mason Street are an appropriate response for a comprehensive development of the site. Further analysis on the proposed building height and massing is provided in Section 4.

The NPLP identifies the northeast corner of Vancouver Street and Pandora Avenue as a street-head site and further identifies the school building as a landmark within the neighbourhood. The previous proposal retained a portion of the school building. However, as a result of direction from Council, the applicant now proposes to demolish the school building in its entirety. The applicant has maintained a southwest-facing landscaped open space at this corner, which has been integrated into the landscape design. In the opinion of staff, this approach adequately responds to the policy direction within the NPLP.

2.9 Community Consultation

The applicant originally met with the North Park Neighbourhood Association (NPNA) on August 8, 2012. Minutes of the meeting, as provided by the applicant, are attached to the previous staff report. Additional letters from the NPNA, dated September 28, 2012, and January 18, 2013, are also attached to that report.

Upon completing revisions to the proposal, the applicant held two informal meetings with the NPNA on February 11, 2014, and February 26, 2014. At the time of writing this report the NPNA has not provided any further correspondence.

3.0 Issues

Staff have evaluated the revised proposal with respect to the following key issues raised by Council including:

- building massing and height on Mason Street
- mid-block public access through the development
- the appropriateness of the comprehensive development zone
- the retention of the school tower
- the location and design of the vehicle entry on Mason Street.

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Staff have also evaluated the following additional issues:

- Development Permit Application
- Statutory Right-of-Way
- Visitor Bicycle Parking.

4.0 Analysis

4.1 Building Massing and Height on Mason Street

The applicant has reduced the building height from six storeys to four storeys for portions of the building fronting Mason Street and Franklin Green. The Mason Street frontage maintains the previously provided 7.3 m setback from the property line and the at-grade unit entrances. A primary residential lobby entrance is also provided on this frontage. This frontage includes three projecting bays clad with brick veneer. The fourth-storey is further set back from the building face by 2 m.

With respect to street wall policies in the DCAP, the Mason Street façade is generally consistent. However, the applicant has provided a larger than required setback from the property line in order to create a more sensitive transition to buildings on the north side of Mason Street. Staff recommend that the Committee support these revisions to the Mason Street frontage.

4.2 Through-block Public Access to Franklin Green

The applicant has increased the east side-yard setback to 2 m in order to provide for a future through-block connection through to Franklin Green. The plans indicate that the area is to be planted with a fence for security and gate for maintenance access. The applicant's intent is that a future through-block connection be provided when the neighbouring property to the east is redeveloped.

Staff are concerned with the design of the through-block connection. This is a direct result of the lot configuration. The jog in the walkway presents concerns with respect to public safety. Staff do not recommend that the Committee seek a through-block connection in this location as it is not envisioned in the City policy and could present a safety concern.

Should the Committee support the provision of this space for a future through-block walkway, staff recommend that the Committee require a Statutory Right-of-Way to permit public access during daylight hours.

4.3 Appropriateness of Comprehensive Development Zone

The applications continue to request a comprehensive development zone but at a lower proposed density 2.35:1 versus 2.5:1. The OCP supports the logical assembly of development sites and staff recommend that the Committee support the proposed approach to develop the site.

4.4 Retention of St. Andrew's School Tower

The current proposal includes the demolition of the main school building in its entirety. In response to planning policies for this site, the applicant has maintained a southwest facing plaza

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at the corner of Pandora Avenue and Mason Street. The removal of the tower allows for a more unified design with respect to this face of the proposed development.

4.5 Location and Design of Vehicle Entry on Mason Street

Consistent with the requirements of the *Highway Access Bylaw*, vehicle access is provided from the Mason Street frontage. Mason Street is the lesser classified street in terms of vehicle traffic. In July 2013, Council directed staff to prepare amendments to the *Highway Access Bylaw* in order to provide the Director of Engineering and Public Works with the authority to consider approving a driveway crossing on another street frontage for a development in the following instances:

- a) site configuration prevents compliance with s.12 (e.g., insufficient frontage);
- b) compliance with s. 12 would result in an unsafe condition (e.g., sight lines, traffic volumes, proximity to intersections, etc.); and
- c) compliance with s. 12 would interfere with protected trees or existing infrastructure that cannot be removed/relocated.

The amendments to the bylaw were approved by Council in 2013. The current application does not meet any of these tests. As a result, the vehicle access remains on Mason Street. Staff and the applicant have explored various alternatives to the currently proposed vehicle access on Mason Street. This has involved splitting the residential and retail access point from the commercial loading access. The location of the proposed access has also been examined.

If the access points were split and one access moved further east on Mason Street, it is anticipated that there would be a greater traffic impact on Mason Street and a second large opening in the building frontage would be required which would detract from its pedestrian-oriented design. The current design, which combines vehicle access points and locates them at the end of the block, allows for fewer vehicles on Mason Street and maintains the existing width of Mason Street for the majority of the frontage.

The applicant has provided an updated 3-D rendering of the parkade entry. The applicant proposes landscaping on either side of the opening as well as above. Staff recommend that the Committee support the proposed design.

4.6 Development Permit Application

Should Council be supportive of the proposal, staff recommend that the Committee refer the Development Permit Application to the Advisory Design Panel (ADP) with the request that the ADP focus on the following:

- feedback regarding the comprehensive design approach and whether the building's mass has been adequately "broken down" through the use of setbacks and materials
- appropriateness of the building finishes, including cement board siding, and of the landscape design.

4.7 Statutory Right-of-Way

In order to meet minimum Statutory Right-of-Way widths for both Mason Street and Vancouver Street, staff recommend that the Committee require Statutory Rights-of-Way (SRW) for both of

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these streets, 0.86 m for Vancouver Street and 4.43 m on Mason Street, to the satisfaction of the Director of Engineering and Public Works.

4.8 Revisions to the Vancouver Street and Pandora Avenue frontages

The proposed frontage improvements on Vancouver Street and Pandora Avenue require revision to accommodate functional, grade-separated cycle tracks. Staff recommend that the Committee require amendments to the design of the frontage improvements to the satisfaction of the Director of Engineering and Public Works.

4.9 Visitor Bicycle Parking

The applicant currently proposes 12 visitor bicycle parking spaces in two six-space racks. Schedule "C" requires a total of 17 visitor bicycle parking spaces. Staff recommend that the Committee require the 17 stalls.

5.0 Resource Impacts

There are no resource impacts anticipated.

6.0 Options

Option A (Recommended)

That Rezoning Application #00381 and Development Permit Application #000351 for 1002-1008 and 1012 Pandora Avenue proceed to a Public Hearing and that City staff prepare the necessary *Zoning Regulation Bylaw* amendments, subject to completion of the following conditions:

- Advisory Design Panel review of the Development Permit Application with particular attention to:
 - the comprehensive design approach and whether the building's mass has been adequately articulated through the provision of varying building materials and setbacks;
 - b) the appropriateness of the building finishes, including cement board siding and landscape design.
- Registration of Statutory Right-of-Ways on Mason Street and Vancouver Street to the satisfaction of the Director of Engineering and Public Works.
- Revisions to the proposed Pandora Avenue and Vancouver Street frontages to the satisfaction of Director of Engineering and Public Works.
- 4. The provision of 17 Class 2 bicycle parking stalls to the satisfaction of the Director of Sustainable Planning and Community Development.
- Preparation of a Housing Agreement Bylaw and legal agreement to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to non-owners to the satisfaction of the City Solicitor.

Option B (Approve as presented)

That Rezoning Application #00381 and Development Permit Application #000351 for 1002-1008 and 1012 Pandora Avenue proceed to a Public Hearing and that City staff prepare the necessary *Zoning Regulation Bylaw* amendments, subject to completion of the following conditions:

- Registration of a Statutory Right-of-Way on Mason Street and Vancouver Street to the satisfaction of the Director of Engineering and Public Works.
- 2. Revisions to the proposed Pandora Avenue and Vancouver Street frontages to the satisfaction of the Director of Engineering and Public Works.
- 3. Preparation of a Housing Agreement Bylaw and legal agreement to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to non-owners to the satisfaction of the City Solicitor.
- 4. The provision of 17 Class 2 bicycle parking stalls to the satisfaction of the Director of Sustainable Planning and Community Development.

Option C

That Rezoning Application #00381 and Development Permit Application #000351 for 1002-1008 and 1012 Pandora Avenue be declined.

7.0 Conclusions

The proposal is generally consistent with Official Community Plan, 2012 policies which envisage multi-unit residential, commercial and mixed-use buildings. The proposal is also generally consistent with the more specific Downtown Core Area Plan, 2011 policies which envisage midrise to high-rise residential, commercial and office development with a maximum building height of 30 m (10 storeys) for the south portion of the site and a maximum building height of 15 m (5 storeys) for the north portion of the site.

The North Park Local Plan identifies the subject lands as well as the lands on the north side of Mason Street as an area where "major change (is) predicted". With respect to building heights, the Plan envisions the southern portion of the site to include heights of up to 10 storeys and up to five storeys on the northern portion of the site. In the opinion of staff, the proposed six-storey and four-storey buildings are an appropriate response for a comprehensive development of the site.

In light of consistency with planning policies, staff recommend support of the development proposal as it advances many policy objectives. The introduction of large and small format retail stores and residential units in this location provides for the increased vitality at the edge of the Downtown Core Area. The introduction of residential units with direct access to Franklin Green will provide an increased sense of security through having more "eyes on the park". From a design perspective, the proposal also includes an interesting architectural response to the site with the provision of a southwest facing plaza at the corner of Vancouver Street and Pandora Avenue.

8.0 Recommendations

That Rezoning Application #00381 and Development Permit Application #000351 for 1002-1008 and 1012 Pandora Avenue proceed to a Public Hearing and that City staff prepare the necessary *Zoning Regulation Bylaw* amendments, subject to completion of the following conditions:

- Advisory Design Panel review of the Development Permit Application with particular attention to:
 - the comprehensive design approach and whether the building's mass has been adequately articulated through the provision of varying building materials and setbacks;
 - b) the appropriateness of the building finishes, including cement board siding and landscape design.
- Registration of Statutory Right-of-Ways on Mason Street and Vancouver Street to the satisfaction of the Director of Engineering and Public Works.
- Revisions to the proposed Pandora Avenue and Vancouver Street frontages to the satisfaction of Director of Engineering and Public Works.
- The provision of 17 Class 2 bicycle parking stalls to the satisfaction of the Director of Sustainable Planning and Community Development.
- 5. Preparation of a Housing Agreement Bylaw and legal agreement to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to non-owners to the satisfaction of the City Solicitor.

9.0 List of Attachments

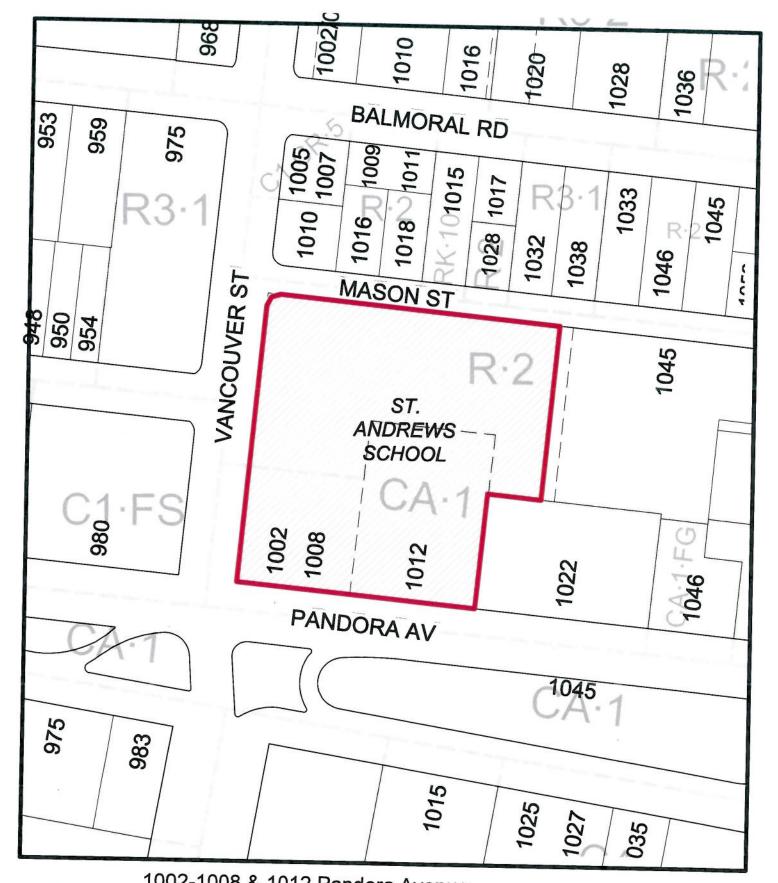
- Aerial Map
- Zoning Map
- Plans dated February 24, 2014
- Letters from applicant dated March 17 and February 26, 2014.
- Planning and Land Use Standing Committee Report dated April 23, 2013.





1002-1008 & 1012 Pandora Avenue Rezoning #00381 Bylaw #





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1002-1008 & 1012 Pandora Avenue Rezoning #00381 Bylaw #





MAR 1 8 2014

Planning & Development Department Development Services Division



CHRIS DIKEAKOS ARCHITECTS INC.

March 17, 2014

City of Victoria
Development Services Division
1 Centennial Square
Victoria, B.C. V8W 1P6

Attention:

Planning and Land Use Committee (PLUC),

Re: Development Permit/Rezoning Submission for 1008-1012 Pandora Avenue, Victoria, B.C.

Dear Planning and Land Use Committee,

Blue Sky Properties has made an application for a Development Permit/Rezoning for 1008-1012 Pandora Avenue. We have worked with the Planning Department to make a number of modifications to the proposed development to address comments from the June 6, 2013 PLUC Meeting. The revisions have improved the scale of the project as it relates to the adjacent properties and have brought the proposed development in line with the appropriateness of the comprehensive development zone.

Blue Sky Properties has also attended additional meetings with representatives of the North Park Neighbourhood Association to present the revised plans as they evolved over the past months and to discuss outstanding community concerns. A number of the revisions as now presented were advanced to respond to neighbourhood input, including the reduction in building height along Mason St. from 6 storeys to 4 storeys, which responds to the neighbourhood context and preserves sunlight access to the north side of the street and into Franklin Green Park. The 4 storey massing is designed to emphasize the 3-storey base with the upper 4th floor further set back. The use of bricks to define individual townhouse unit entries further contributes to the pedestrian-orientation of Mason St. The project also contains a mid-block walkway to provide a public connection between Mason St. and Pandora Ave., linking to the public park at Franklin Green. Additional design details have focused on enhancing the Mason St. parkade entry.

The following provides a summary of the plan changes in response to the PLUC Motion.

PLUC Motion, June 6, 2113

The following is a summary of the PLUC motion and Architectural responses:

To reduce building massing and height on Mason Street in favour of Pandora,

The building height along Mason St. has been reduced to 4 storeys from 6 storeys.



- The 4th floor steps back on the building that is to the east of the parkade entry, emphasizing the 3 storey base through design and finish details.
- The Pandora Ave. and southern portion of the Vancouver St. frontage have been increased to 6 storeys from 5 storeys. The floor to floor heights have been adjusted to permit the building to conform to 6 storey wood construction; this has allowed density and height to be relocated from Mason St and Franklin Park frontages.

To consider mid-block public access through the development,

 The eastern building setback has been increased from 0.9m to 2.7m to allow for a mid-block connection from Pandora Ave to Franklin Green Park and Mason St. The northern setback of the east-west leg of the mid-block pathway has been increased from 0.5m to 1.65m. Safety measures such as lighting will be installed in the connection.

To consider the appropriateness of the comprehensive development zone.

- The project will comply with the maximum permitted density of 2:0 FSR for the North Lot and 3:0 FSR for the South Lot for a density of 2.35 FSR averaged over the entire site:
 - The density for the North portion is 1.9 FSR, the allowable is 2:0 FSR.
 - The density for the Southern Lot is 3.1 FSR, the allowable is 3:0 FSR.
 - At 2.35 FSR the total area proposed 18,602.3sm.
- Developing the site through a comprehensive development approach facilitates the creation of an enhanced public realm, most notably by containing all of the vehicle parking and loading areas in the internalized courtyard and underground parking spaces and utilizing only one access point. Commercial spaces on the ground floor serve to animate the streetscape and wrap around the internal vehicle courtyard.
- While sharing the underground parking and ground level podium, the massing of the project has been designed to break the buildings down into individual components that step in scale from 4 to 6 storeys, allowing the project to read as an assemblage of buildings rather than as a singular block.
- A comprehensive development approach for the site as a whole is required to appropriately
 plan for and accommodate the required underground parking, while achieving a high level of
 street-orientation along all frontages. Any dissecting of the site would compromise the
 efficiency of the contained parking and loading areas and would result in multiple driveway
 crossings over the public realm.

To reconsider the retention of the school tower.

- No element of the existing school will be retained in the proposal. Instead, an enhanced public plaza has been incorporated into the proposed development to function as a public amenity at the corner of Pandora Ave. and Vancouver St. The plaza area has increased in size from 11.9m x 11.4m to 11.78m x 18.31m.
- The proposed residential entry is located where the school tower originally was and it acts as a vertical element on the corner; the residential entry component of the building addresses Terminated Vista Policies.
- The vertical residential entry divides the building massing into 2 components along Pandora Ave. with the western component turning the corner at Vancouver St. The eastern component has been divided into 2 parts through the break in the roof expression and massing of the brick frame
- At the plaza along the western façade, the glass and metal canopy transition into a vertical element that features the project address number 1008 cut out of the metal panel.

T 604 291 2660 F 604 291 2667 212 – 3989 HENNING DR BURNABY BC V5C 6N5 INFO@DIKEAKOS.COM WWW.DIKEAKOS.COM



To work with staff to re-examine the location and design of the vehicle entry on Mason Street, as well as the landscape treatment on Mason Street, in order to minimize the impact of the vehicle access point on adjacent properties

- The building has been set back at the corner of Mason St. and Vancouver St. with additional landscaping and paving detailing provided.
- The parkade entry is located at the western end of Mason St., to the minimum distance required for vehicle movements, preserving as much of the street in its current single, one-way condition.
- The parkade entry has a metal trellis separating it from the western level 1 residential unit.
- The trellis extends over the entry, and will act as frame for climbing vines.
- The parkade gate is an open metal grille with paving between the sidewalk and gate extending
 into the secondary set of gates. A skylite opening in the 2nd floor slab has been provided
 between the 2 gates to fill this area with daylight and make it feel more like an exterior
 courtyard and continuation of the sidewalk.
- The retail storefront wraps around to Mason St. as well as a secondary parkade access door for
 pedestrians has been provided at the northwest corner facing Mason St., including a small lobby
 with stair and elevator access to facilitate ease of access to the Vancouver Street oriented retail
 units from the parkade. This enhances the pedestrian-orientation of the project as it relates to
 Mason St.

Additional modifications to the building

- The building setback from the property line has been increased along the entire length of the Vancouver street frontage:
 - From 2.2m to 3.0m along the northern portion of Vancouver St to allow for a wider sidewalk as the building turns onto Mason St.
 - From 0.8m to 1.13m at the southern corner.

Regards,

Robert Duke AIBC, LEED GA Senior Associate Chris Dikeakos Architects Inc.

Cc: Mark Kopinya, Bosa Properties



Received

FEB 2 6 2014

Planning & Development Department Development Services Division

February 26, 2014 Dear Mr Mayor and Members of Council

Re: Development Permit/Rezoning Submission 1008-1012 Pandora Avenue, Victoria, B.C.

We are pleased to be making a combined Development Permit/Rezoning Submission for 1008-1012 Pandora Avenue. A description of project details related to the design of the project based on the Downtown Core Area Plan follows.

1. Description of Proposal

- St Andrews School will be replaced by a 6 storey, 211 unit mixed use rental building, the building
 will be activated along Pandora Avenue and Vancouver Street ground oriented retail units of
 various sizes.
- Proposed rezoning from CA-1 (Pandora Avenue Special Commercial) and R-2 (2 Family Dwelling) to C-2 (Commercial/Residential)
- Allowable Density:
 - o Lot 1, Fronting Pandora is 3:1
 - o Lot 2, Fronting Mason Street is 2:1
 - Average density over entire Site is 2.35:1
 - Proposed density is 2.35:1
- · Proposed Building Area:
 - Site Area 7,914.12sm x 2.35 FSR = 18,602.25sm
 - o 4,577.6sm Retail
 - o 14,024.65sm Residential
- Tenure type: strata titled residential rental suites and strata titled commercial.
- 211 residential rental units proposed, units types provided:
 - Studio, 36.8sm to 41.4sm
 - o 1 Bedroom, 58.5sm to 70.8sm
 - o 1 Bedroom + Den, 76.1sm to 78.9sm
 - o 2 Bedroom, 81.3sm
 - o 2 Bedroom +Den 96.6sm
- The proposed development will conform to the December 31, 2009, Adaptable Housing Standards in the BC Building Code.
- Parkade access for loading, service vehicles, residents and public will be off Mason Street.

2. Government Policies

Residential Mixed-Use District - Policies and Actions

- 4.10 Density Levels
 The proposed development is within Density Bonus Area C fulfilling the mandate of the area to intensify multi-residential development by proposing a density of 2.35 over 6 stories.
- 5.3 Pedestrian Network



The proposed development contributes to the completion of the pedestrian network along both Pandora Avenues and Vancouver Street.

- 5.10 Sidewalk And Pathway Conditions
 The sidewalk condition will be improved to current city standards along Pandora Avenue,
 Vancouver Street and Mason Street. A walkway will be added along the eastern edge of the site at the Franklin Park interface, this will allow an active pedestrian connection to ground oriented residential units
- 5.24 Pedestrian Safety and Comfort
 The streetscape condition has been designed to consider safety and comfort of pedestrians, and conform to the city standards.
- 5.32 Through-block Walkway Policies and Actions -Location
 A through block walkway has been incorporated into the site planning to allow a sidewalk to run along the eastern property line between Pandora Ave and Franklin Park. The through block walkway can be incorporated once the eastern property is redeveloped.
- 5.34 Through-block Walkway Policies and Actions -Design
 All elements of CPTED have been incorporated into the overall site plan design, the design of the
 parkade and all public spaces.
- 5.44 Cycling Network
 A new cycling lane will be provided along Vancouver Street, this will extend the Vancouver Street bikeway.
- 5.50 Cycling Support
 Class 1 and class 2 bicycling facilities have been provided on level 1 of the parkade, at the residential entry lobbies and adjacent to the sidewalk along Vancouver Street.
- 5.71 Development Near Transit Stops
 The proposed development is on a Frequent Transit Corridor, existing bus stops are located less than 1 block on Pandora Avenue to the east and to the west.
- 5.73 All-Weather Building Design
 All-weather protection is provided along Pandora Avenue and Vancouver Street through the incorporation of canopies into the design of the project, overhangs are provided at all building entries and balconies. Canopies will be bolt-on to allow potential removal where they cross the property lines.
- 5.74 Parking Requirements Near Transit
 Residential parking provided meets the minimum residential requirement of 0.55 stalls per unit.
- 5.75 All parking is located below grade, with residential visitors and retail parking on level P1 and residential parking on P2.
- 5.79 Parking Regulations
 Additional Class 1 bicycle parking, change room and showers have been provided for commercial employees.
- 6.19 Terminated Vistas
 As seen from Vancouver Street looking north to the proposed development, the intersection of Vancouver Street and Pandora Avenue is considered a terminated vista. To activate the terminated vista the building is set back from the corner to create a public plaza. The building is split by the residential entry which rises above the general building height as a gesture to the original St Andrews School entry tower.



- 6.36 Parks, Plazas and Open Space Objectives Plazas

A new plaza will be created at the corner of Pandora Avenue and Vancouver Street, this is on the southwest corner of the block with full sun throughout the year, one of the residential entries is accessed from the plaza and adjacent retail is oriented to spill out onto the plaza.

- 6.49 Design Quality
 Coloured concrete paving will define the plaza and integrate with the city sidewalk standards.
- 6.52 The plaza will be accessible with no change in grade.
- 6.55 CPTED has been incorporated into the design of the plaza.
- Parks
- Franklin Park to the east of the proposed development is an existing park on Mason Street. The
 proposed design has activated Franklin Park by providing ground oriented units with entries and
 balconies that front onto the park, all of which will improve the safety of the park.
- 6.114 Pandora Green Policies and Actions
 The proposed development is not a part of the Pandora Green, but it with have a positive spill-over affect on Pandora Green by adding well lite high visibility commercial uses along Pandora Avenue. The new commercial and residential will generate more activity in the area which will help to generate an enhanced sense of community.
- 8.1 Energy and Environment Land Development
 The proposed development is along a transit corridor within a block of bus stops to the east and west.
- 8.2 The site is not contaminated.
- 8.3 Energy and water efficiencies will be explored and established through the Integrated Design Process.
- 8.4 Setbacks have been increased to allow for more permeable surfaces, level 2 is a landscaped courtyard designed to reduce storm water runoff rates and reduce heat island effect.
- 8.6 Passive design is incorporated into the use of building overhangs on south elevations and recessed balconies on the east and west elevations. The top floor steps back to reduce shadowing to the north and east.
- 8.7 Sufficiently sized garbage rooms allow for cardboard, glass, paper and metal recycling bins as well as garbage bins.
- 8.8 Threes stream waste facilities are provided.
- Residential Mixed-Use District Objectives
 - 1 The proposed multi-use residential development addresses the building height and massing along all four sides, the density and height conforms to the RMD, with the exception of the northern half of the Vancouver Street frontage that proposes an extra floor. This floor has been



set back to minimize impact on Vancouver Street. The shadowing along Mason Street and Franklin Park is less than the city approved volume due to the deeper setback of the building and additional setbacks of the upper floor.

- 2 Pedestrian activity has been enhanced on all 4 sides of the building by providing retail units along Pandora Avenue and Vancouver Streets, and ground-oriented residential units along Mason Street and Franklin Park.
- 3 Higher density commercial residential along Pandora Avenue conforms.
- 4 The goal is to provide boutique type retail businesses for the commercial space.
- Density levels
 Proposed density is 2.35 averaged over the site which conforms the density range of the Downtown Core Area Plan for area C.
- Street walls and Setbacks Wide Streets, Secondary Streets and Adjacent to Parks

 Along Pandora Avenue a 17.52m high primary street wall is provided for 72% of the length of
 the site. The street wall steps back at the plaza for the remaining length of the street. The
 immediate area is generally low density with narrower building footprints, to integrate into the
 contextual fabric the street wall height and building roof varies along the length of Pandora
 Avenue. A secondary street wall is set back 3.38m from the property line.
 - 2 Along Vancouver Street an 17.52m high street wall is provided for 20% of the southern length of the site, in order to reinforce the building corner the street wall exceeds the 15m recommendation. A lower retail primary street wall extends beyond to Mason Street with a larger setback closer to the corner of Mason Street. A secondary street wall is setback 4.48m for the remaining length of the site.
 - 3 Along Mason Street the street wall is set back 7.2m from the property line, with an additional set back at level 3.
 - 4 Along Franklin Park the primary wall is set back 3.6m and steps back further at level 3.
 - 5 Along the southern portion of the eastern property line the primary wall set back varies from 2.13m to 2.7m.

3. Project Benefits and Amenities

Economic, environmental and social benefits

 Additional commercial/retail spaces will be created which will help to develop the surrounding community into a functioning neighbourhood with its' own identity. The provision of boutique type commercial units will establish a higher quality of services further developing the area as a destination. Anticipated commercial amenities such as



a bank, drug store and pharmacy will reduce the need for residents to leave the community to access services.

· Rain gardens and planters will reduce rain water runoff.

Social Benefits

- Streetscape improvements around the perimeter of the site will enhance the pedestrian realm and enhance overall safety for the immediate area.
- Franklin Park will become a central green space/play area for family oriented residents.

4. Need and Demand

- The current school has a master plan that includes relocating the school to another site
 a new school is currently under construction, anticipating that this site will be sold.
 Currently most of the students who attend St Andrews are bused in from other areas,
 there is not a demand for a replacement school in the area at this time.
- The rezoning will increase density and change the use to bring the subject properties in line with the intended use as outlined in the Downtown Core Area Plan for this site.

5. Neighbourhood

Pandora Avenue

 Commercial/retail fronts Pandora Avenue, the brick base has been separated into smaller volumes the extends up to level 5, with the 6 storey residential entry, and a 5 storey volume turning the corner.

Vancouver Street

 Commercial/retail fronts Vancouver Street with overhead canopy weather protection, the 5 storey brick massing turns the corner to Pandora Avenue. The street wall height has been reduced to a single storey to turn the corner to Mason Street. The residential volume is set back from the brick base and is broken up into 3 smaller volumes.

Mason Street

- Ground oriented units are accessed directly off Mason Street, each of the units has a front yard, entry gate and stair rising up to an entry porch.
- The building set back has been increased 2.7m beyond the Statutory right of way.
- 3 storey town house forms front onto Mason Street, above which the building steps back.

Franklin Park

- Ground oriented residential units are access off a sidewalk that runs parallel to Franklin Park. The stairs rise up to a porch for each of the level 2 units, this stair and porch entry condition is similar to the existing single family houses along Mason Street.
- Along Franklin Park the setback has been increased from 3.0m to 3.6m

6. Impacts

- The development will improve the fabric of the area by increasing the density there will be more activity on the sidewalk which will discourage unsavory activities.
- The development will improve "eyes on Franklin Park" this will increase safety for all
 and allow the park to become a vital and active social/play space for the community



- The additional density will be a major economic contribution to current businesses in the area.
- The proximity of the site to transit, to the downtown and to other neighbouring communities will attract young families and professionals who work in the downtown area. The location of the site to downtown will encourage transit, bike and foot oriented movement rather than car oriented transportation.

7. Design and Development Permit Guidelines

Refer to: #2 Government Policies above.

8. Safety and security

- CPTED has been considered for all public and private spaces within the building and around the building in the public realm.
 - o Elimination of any dark hiding corners, nooks and alcoves.
 - o Residential and commercial spaces designed to encourage eyes on the street.
 - Residential entry yards create a sense of ownership along Mason Street and Franklin Park and prevent hiding spaces
 - o All frontages are activated with residential or commercial activities
 - Commercial follows the slope of the grade, residential porches engage the street
 - High levels of illumination in the public realm.
 - O Seamless connection to the street for Pandora Corner Plaza and Franklin Park.
 - Within the parking levels gates separate residential parking from retail parking.
 - All interior spaces are well illuminated and all hiding spaces have been illuminated.

9. Transportation

- Residential parking is provided to meet the required minimum of 0.55 stalls/unit.
- Surplus commercial/retail parking is provided to ensure the viability of future tenants.
- Surplus commercial/retail parking will be accessible to meet parking demands of surrounding cultural venues.
- Residential bicycle parking has been provide at 1 stall /unit.
- Commercial/retail bicycle parking has been provided to meet city requirements.
- A separated bicycle lane will be constructed along Vancouver Street to integrate with existing and future bicycle lanes.
- End-of trip facilities have been provided.

10. Heritage

This is not a heritage status building.

11. Green Building Features

a) Rating System



- The project will not be registered or certified in accordance with a third party rating system.
- The design team have all been involved in third party certified projects and will bring those experiences to the table during the design, design development and construction phases.

b) Site Selection And Design

- The site is a partial brownfield site oriented to the city grid on the north south axis,
- Passive design strategies have been incorporated into the overall design of the building where possible:
 - o Large overhangs have been used on the south elevations to reduce solar gain.
 - Landscaped courtyard on level 2 includes deciduous trees for summer shading and winter solar gain.
 - o A high level of thermal insulation within walls and roof will be provided
 - Operable windows for all residential suites with cross-ventilation to improve indoor air quality.
 - Green roof on level 2 will improve storm water management and reduce heat island.
 - The building height is 1 floor below the maximum height to minimize shadow impact onto Mason Street and Franklin Park.
 - O Deeply recessed balconies on the east and west elevations reduce the solar gain along these exposures.
 - High quality double paned windows will be installed

c) Innovation and Design

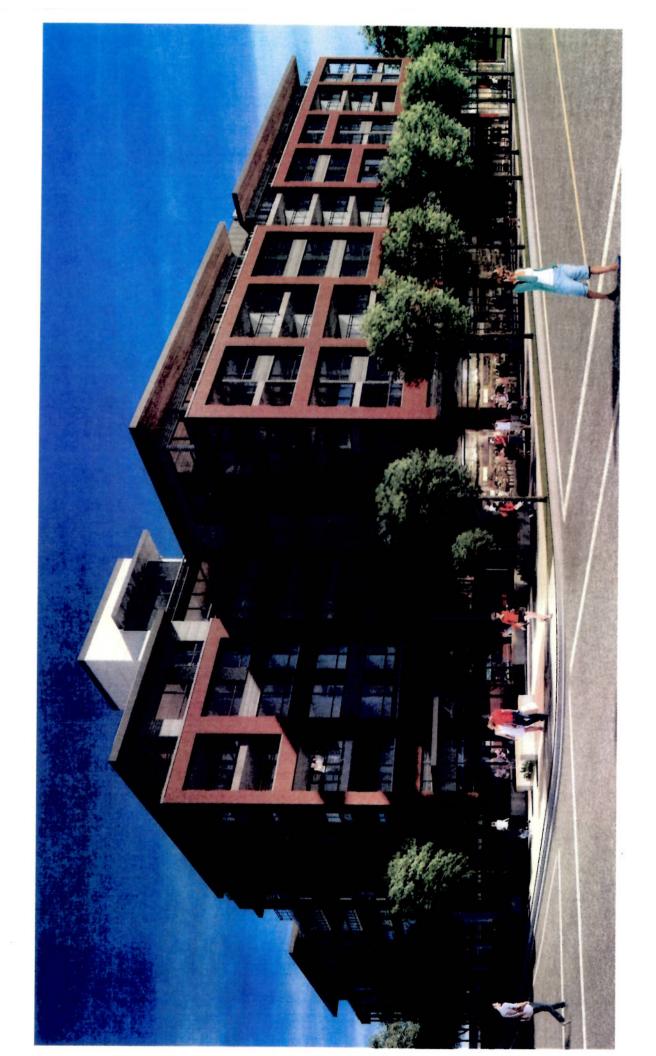
• Integrated Design Process involves working with the design team, once the project advances beyond the Development Permit stage, the team will meet to determine what innovative opportunities are available.

d) Building Retention and reuse

 It is not feasible to retain the existing building, as the proposed project will be a rental building, the economics of rental buildings limit the construction options as the price point is very tight unlike condos where there is more opportunity to take on the added expense of reusing large portions of existing buildings.

e) Transportation

- The number of residential parking meets the minimum parking requirement of 0.55 stalls/unit.
- There is a surplus amount of parking provided for the commercial/retail use to ensure viability of future tenants.
- Bicycle parking meets the minimum requirements of schedule C.
- Surplus commercial bicycle stalls are provide on level 1 of the parkade.
- The project is located on Pandora greenway, a dedicated cycling lane will be provided on Vancouver Street.







Planning and Land Use Standing Committee Report

Date:

April 23, 2013

From:

Mike Wilson, Senior Planner - Urban Design

Subject:

Rezoning Application #00381 for 1002-1008 and 1012 Pandora Avenue

Application to increase density and construct a six-storey mixed-use building

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application for the property located at 1002-1008 and 1012 Pandora Avenue. The rezoning is required to permit increased density on the site. The proposal is to construct a six-storey mixed-use building with 4,318 m² of ground-floor commercial space and 15,532 m² of residential floor area at the northeast corner of Pandora Avenue and Vancouver Street. The development includes two buildings set above a common commercial podium. A private, landscaped internal courtyard is provided above the podium. The proposed apartments are a mix of bachelor, one-bedroom, and two-bedroom units. In accordance with *Highway Access Bylaw* requirements and urban design objectives, vehicle and loading access is provided from Mason Street. The application includes a total of 273 underground-parking stalls and an internalized loading area for commercial vehicles.

The applicant proposes to retain the tower of the existing school building and has offered to provide a Heritage Designation for the structure. The tower will function as the primary residential lobby for the building.

The applicant's comprehensive development proposal of 2.5:1 Floor Space Ratio (FSR) over the entire site is supported by several policies within the *Official Community Plan* (OCP). The OCP encourages the logical assembly of development sites to realize development potential and to accommodate and foster a greater range of housing options throughout the Downtown Core area. Staff are supportive of a comprehensive development strategy for this site. The application is also generally consistent with the land use and density policies in the *Downtown Core Area Plan* (DCAP).

The following points were taken into consideration in reviewing this application:

- The proposal is generally consistent with OCP policies which envisage multi-unit residential, commercial and mixed-use buildings of up to 10 storeys, at densities ranging from a base of 3:1 FSR to a maximum of 5.5:1 FSR on the south portion of the site and up to 2:1 FSR and five storeys on the north portion of the site in order to achieve a major residential district and residential growth in the Downtown Core Area.
- The proposal is also generally consistent with the more specific DCAP policies which envisage mid-rise to high-rise residential, commercial and office developments with a maximum building height of 30 m (10 storeys). The DCAP states that the proposed density can be considered if a monetary contribution or amenities are provided that support and advance the policies of the Plan.

- A third-party land lift analysis should be conducted by a consultant, agreed to by the City and paid for by the applicant, to ensure the value of a monetary contribution is commensurate with 75% of the value of the land lift resulting from the proposed increase in density. Consistent with DCAP policies, this monetary contribution would be provided to the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Buildings Seismic Upgrade Fund. This approach is reflected in Option A and is the staff recommendation.
- The applicant has offered heritage designation of the school's tower and further stated that the retention of the school's tower presents a significant cost. As such, the applicant requests that Council deduct the costs associated from the heritage rehabilitation of the tower from the required monetary contribution. If the value of the land lift is greater than the cost of the heritage rehabilitation of the school tower, in accordance with the objectives of the DCAP, additional monetary contributions commensurate with the value of the remaining land lift would be appropriate. This contribution would be put towards the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Buildings Seismic Upgrade Fund. This approach is reflected in Option B.
- The architectural expression of the building and landscape treatment is generally consistent with the DCAP but should be reviewed by the Advisory Design Panel at the Development Permit stage.
- A Housing Agreement Bylaw and legal agreement should be prepared to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to non-owners.
- The North Park Local Plan identifies the subject lands, as well as the lands on the north side of Mason Street, as an area of "major change predicted". With respect to building heights, the Plan envisions development on the southern portion of the site to include heights up to ten storeys and up to five storeys on the northern portion of the site. In the opinion of staff the proposed six-storey building is an appropriate response for a comprehensive development of the site.

Staff support this application.

Recommendations

That Rezoning Application #00381 for 1002-1008 and 1012 Pandora Avenue proceed for consideration at a Public Hearing and that City staff prepare the necessary *Zoning Regulation Bylaw* amendments and Heritage Designation Bylaw, subject to completion of the following conditions:

- Submission of a Development Permit Application.
- 2. Advisory Design Panel review of the Rezoning Application and Development Permit Application with particular attention to the proposed:
 - a) form, massing and finish of the proposed development with particular attention to the Mason Street and Franklin Green elevations;
 - b) context and fit of the retained school tower within the overall architectural expression of the Pandora Avenue façade;
 - architectural expression of the roof line;
 - d) landscape treatments.
- Registration of a Statutory Right-of-Way on Mason Street and Vancouver Street to the satisfaction of the Director Engineering and Public Works.

April 23, 2013 Page 3 of 16

Completion of a third-party land lift analysis to be completed by a consultant, agreed to 4. by the City and paid for by the applicant, to ensure that the value of the monetary contribution to the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Buildings Seismic Upgrade Fund is commensurate with 75% of the value of the land lift resulting from the proposed increase in density. 5.

Preparation of a Housing Agreement Bylaw and legal agreement to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to non-

owners.

Respectfully submitted,

Mike Wilson

Senior Planner - Urban Design

Development Services

Planning and Development

Peter Sparanese General Manager

Operations

Report accepted and recommended by the City Manager:

MW:aw

Gail Stephens

S:\TEMPEST_ATTACHMENTS\PROSPERO\PL\REZ\REZ00381\PLUSC PLANNING REPORT TEMPLATE REZ2.DOC

1. Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application for the properties located at 1002-1008 and 1012 Pandora Avenue. The rezoning is required to permit increased density on the site.

2. Background

2.1 Description of Proposal

The proposal is to rezone the properties from the CA-1 Zone, Pandora Avenue Special Commercial District, and the R-2 Zone, Two Family Dwelling District, to a new zone to increase the permitted density and to allow for a six-storey mixed-use building with underground parking. The proposed floor space ratio is 2.5:1 FSR and building height ranges from five to six storeys.

The applicant proposes to retain the tower of the existing school building and to provide a Heritage Designation for the structure. The tower is to function as a primary residential lobby entrance. The new building includes at-grade retail and professional office uses with four to five storeys of residential units above. The apartment units are a mix of one- and two-bedroom units, as well as bachelor suites, with floor areas ranging from 36 m² to 88 m². Over half of the proposed units are one-bedroom units. The applicant proposes 4,318 m² for professional offices, banks and retail uses. At-grade residential uses are provided on Mason Street. Private open site space is provided through the use of balconies and a centralized common garden is constructed on top of the main floor retail level.

The applicant proposes that the residential units are to be rental. Consistent with the City's previous practice, staff have asked if the applicant were willing to enter into a Housing Agreement to secure the units as rental in perpetuity or for a period of time. The applicant has declined this request. However, the applicant has agreed to enter into a Housing Agreement to ensure that future strata bylaws do not prohibit the rental of units to non-owners.

In accordance with the *Highway Access Bylaw* requirements and urban design objectives, vehicle and loading access is provided from Mason Street. The application includes a total of 273 parking stalls and an internalized loading area for commercial vehicles. A total of 218 Class 1 bicycle parking stalls as well as two Class 2 bicycle racks and 26 visitor bicycle parking stalls are provided. It is proposed that a portion of Mason Street would be widened and become a two-way street, to provide vehicle access/egress from the parking garage entrance. The remainder of Mason Street from the garage entry eastward to Cook Street is to remain as one-way westbound only.

2.2 Site History

There are two existing buildings on the property: the main school house and a gymnasium. The main school building was constructed in 1930-1931. This building is constructed of cast concrete and was home to the St. Louis College prior to becoming St. Andrew's Elementary School. Neither the gymnasium nor the existing school building are on the City's Heritage Register or are Heritage-Designated Buildings.

2.3 Existing Site Development and Development Potential

The properties are currently split into two zones. The existing gymnasium and school building are in the CA-1 Zone, Pandora Avenue Special Commercial District. This Zone permits office and retail uses up to 15.5 m in height and a maximum floor space ratio of 2.0:1 and comprises approximately 50% of the site. The existing playground and playing fields are in the R-2 Zone, Two Family Dwelling District which comprises the remaining 50% of the site. Under the current zone, a duplex dwelling could be constructed.

2.4 Data Table

The following data table compares the proposal with the existing zones.

Zoning Criteria	Proposal	Existing Zone CA-1	Existing Zone R-2
Site area (m²) – min.	7915	n/a	555
Total floor area (m²) – max.	19,792.6	15,826.6	380
Density (Floor Space Ratio) - max.	2.5	2	0.5
Mixed Use Building Location of Residential	Ground floor – in some areas	2 nd floor and higher	n/a
Height (m) - max.	21.8	15.5	7.6
Site coverage (%) – max.	. 84	n/a	40
Open site space (%) – min.	16	n/a	30
Storeys – max.	6	n/a	2
Setbacks (m) – min. North - Mason South - Pandora East West - Vancouver	7.3 1 0.9 0.9	3 3 Nil	14.8 7.5 1.68
Parking	273 stalls	178 stalls	2 stalls
Bicycle storage	246 stalls	221 stalls	n/a
Bicycle Rack	21	17	n/a

2.5 Land Use Context

To the south across Pandora Avenue is a three-storey office building in the CA-1 Zone, Pandora Avenue Special Commercial District. To the north across Mason Street are four single-family dwellings in the R-2 Zone, Two Family Dwelling District. Also to the north at 1032 and 1038 Mason Street, there is a vacant lot in the R3-1 Zone, Multiple Dwelling District. To the west is a one and a half storey restaurant in the C1-FS Zone, Limited Commercial Free-Standing Food Sales District, as well as a three and a half storey multi-unit residential building in the R3-1 Zone, Multiple Dwelling District. To the east is Franklin Green, a City-owned park that is in the R-2 Zone, Two Family Dwelling District, and a three and a half storey mixed-use building in the CA-1 Zone, Pandora Avenue Special Commercial District.

2.6 Legal Descriptions

Lot 1. Suburban Lot 15, Victoria City, Plan 22437 Lot 2, Suburban Lot 15, Victoria City, Plan 22437, except Parcel A (DD C70855).

2.7 Consistency with City Policy

2.7.1 Official Community Plan, 2012

At a high level, the OCP sets out broad objectives for the City. Policy Objective 6(a) identifies the need to accommodate 20,000 new residents with at least 50% of housing growth to occur within the Urban Core. The OCP further encourages a diverse range of housing types and tenures that meet the needs of residents in different life stages.

The OCP also sets out a vision for the North Park neighbourhood in a City-wide context. As part of these vision statements, Policy 21.19.3 states that the southern portion of the neighbourhood along Pandora Avenue is identified for higher density mixed-use development in the Downtown Core Area. The OCP also sets out strategic directions for the neighbourhood (Policy 21.20). The following strategic directions are relevant to this proposal:

- 21.20.2 Accommodate new population and housing growth within walking distance of the North Park Village and within portions of the neighbourhood designated Core Residential.
- 21.20.3 Establish a high density mixed use area along Pandora Avenue that responds to the surrounding skyline of visually prominent heritage landmarks.

The OCP identifies the subject lands within the Core Residential designation. This designation envisions up to 5.5 FSR on the southern portion of the site and from a base of 1:1 FSR up to a maximum of 2:1 FSR on the northern portion of the property. The applicant's comprehensive development proposal of 2.5:1 FSR over the entire site is supported by several policies within the OCP. Policies 6.3 and 6.8 of the OCP state that decisions regarding use, density and scale of building for an individual site are to be based upon site-specific evaluations of proposed developments in relation to the site, block and local area context and also include consideration of relevant policies in the OCP, Local Area Plans and other City policies. Additionally, it states that site-specific amendments may be considered that are consistent with the intent of the Urban Place Designations. In general, the Core Residential designation supports multi-unit residential buildings from three storeys up to 20 storeys and large floor-plate commercial buildings oriented to the street.

Generally, the proposed comprehensive site development is consistent with the OCP. The level of consistency with the OCP is further discussed in Section 4 of this report.

2.7.2 Downtown Core Area Plan, 2011

2.7.2.1 Land Use

The DCAP identifies the subject lands as part of the Residential Mixed Use District. This district is identified as the area that includes the majority of the residential land base within the DCAP boundary. This designation establishes various objectives and policies that can be summarized as:

- encourage active commercial uses at street level along Pandora Avenue to facilitate increased pedestrian activity and improved vitality
- ensure well-designed streets and sidewalks that provide interesting public realm environments for pedestrians
- ensure that new buildings located along the edge of the Residential Mixed Use District consider scale, orientation, setbacks, mass and building height to provide sensitive transitions to the surrounding Districts
- encourage multi-unit residential development appropriate to the context and function of each neighbourhood.

To this end, the proposal is generally consistent with the DCAP. Staff have provided further analysis on the proposed massing and scale of the proposal as it relates to the transition to the North Park neighbourhood in Section 4 of this report.

2.7.2.2 Density

The applicant proposes an overall floor space ratio of 2.5:1 across the site. The density provisions within the DCAP are split over the site. A breakdown of the floor area calculation as envisioned by policy is provided below. The southern portion of the site is located within the Density Bonus Area and is provided with a base FSR of 3:1 (of which up to 1:1 FSR may be commercial) with a maximum FSR of 5.5:1 (of which up to 3:1 FSR may be commercial). The northern portion of the site recommends a maximum FSR of 2:1.

The maximum base density permitted floor space ratio for a comprehensive development, which spreads the density across the site within the base density, is 2.35:1 FSR. The maximum permitted floor space ratio for a comprehensive development on this site, when bonus density provisions are applied, is 3.23:1. The proposed density of 2.5:1 FSR is generally consistent with the DCAP.

DCAP Policy Potential	Square Meters	Square Feet
Total Floor Area Permitted (Base)	18,688.88	201,167.10
Floor Area Available (Bonus)	6,930.00	74,594.52
Total Floor Area Permitted (Including Bonus)	25,618.88	275,761.62

Current Application	Square Meters	Square Feet
Total Floor Area Proposed	19,850.45	213,670.24
Base Floor Area Permitted	18,688.88	201,167.10
Total Floor Area for Consideration as Bonus	1,161.57	12,503.14

The applicant is seeking an additional 1,161.57 square meters of bonus density that will be allocated across the site. To achieve this additional density, density bonus policies within the DCAP are applicable. These policies require the completion of a third-party land lift analysis to be completed by a consultant, agreed to by the City and paid for by the applicant, to ensure that the value of the monetary contribution to the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Buildings Seismic Upgrade Fund is commensurate with 75% of the value of the land lift resulting from the proposed increase in density.

2.7.3 North Park Local Plan, 1996

The OCP establishes the planning policy direction by bylaw and the *North Park Local Plan* (NPLP) was amended by Council in 2012 for consistency with policies with the DCAP. The NPLP identifies the subject lands as well as the lands on the north side of Mason Street as an area where "major change (is) predicted". With respect to building heights, the plan envisions development on the southern portion of the site to include heights up to ten storeys and up to five storeys on the northern portion of the site. The proposed six-storey building is an appropriate response for a comprehensive development of the site. Further analysis on the proposed building height and massing is provided in Section 4.

The Plan identifies the northeast corner of Vancouver Street and Pandora Avenue as a street-head site and further identifies the school building as a landmark within the neighbourhood. As a result, the applicant has proposed to maintain the stair tower portion of the existing school building and has offered Heritage Designation of the tower structure. The proposal also calls for a southwest-facing landscaped open space at this corner, which the applicant has integrated into the landscape design. In the opinion of staff, this approach adequately responds to the policy direction within the NPLP.

2.8 Community Consultation

The applicant met with the North Park Neighbourhood Association on August 8, 2012. Minutes of the meeting, as provided by the applicant, are attached. Letters from the North Park Neighbourhood Association, dated September 28, 2012 and January 18, 2013, are also attached.

Issues

The key issues related to this application are:

- interpretation of Map 15: Density Bonus Areas in the DCAP
- proposed public amenity contributions
- building massing and height
- housing agreement issues
- Development Permit Application.

Analysis

4.1 Interpretation of Map 15: Density Bonus Areas in the DCAP

Through the design development, the applicant has referenced the OCP and NPLP. Map 15 of the DCAP provides direction on the base density provision for Area C-2, which is the southern portion of the site. Staff's interpretation of the map and table is that the southern portion of the site is assigned a base FSR of 3:1 (of which up to 1:1 FSR may be commercial) with a maximum FSR of 5.5:1 (of which up to 3:1 FSR may be commercial).

In designing the project, the applicant's intent was to stay within the base density provision which would not require a public amenity contribution. However, the applicant interpreted the table differently than staff. The applicant's proposal assumes a base density of 4:1 is permitted under the DCAP policies for the south portion of the site. As a result of this interpretation, the proposed density across the site as a whole is approximately 0.15:1 FSR over the maximum

permitted base density. Should Council support foregoing a public amenity contribution for this project, this option is reflected in Option C; however, staff are not supportive of this approach.

The policies within the DCAP, as interpreted by staff, require the development as proposed to provide a public amenity or monetary contribution. A summary of the proposed amenities and further analysis are provided in the following section of this report. It is to be noted that the proposal is still within the maximum permitted FSR of 3.23:1, if the density for the two areas is allocated across the entire site and is consistent with the DCAP policies. The difference in interpretation relates to the base density entitlement.

Staff presented a report to Governance and Priorities Committee on April 18, 2013, that provided clarification on the Density Bonus Policy within the DCAP.

4.2 Proposed Public Amenity Contributions

4.2.1 Community Room

The applicant proposes the provision of a community room with an at-grade entrance from Mason Street. The proposed community room would be approximately 66 m² in size and would include a toilet and kitchen. Policy 21.20.6 of the OCP provides direction to examine opportunities for the introduction of a central community space that serves the neighbourhood. The intent of this policy is to provide a community space within a City-owned facility as there are no resources allocated for the City to take on additional community space at this time. As a result, staff do not support the provision of the community room as a public amenity contribution. Should there be any additional public amenity contribution required, staff wood seek a monetary contribution to the Public Realm Improvement Fund and the Heritage Buildings Seismic Upgrade Fund, consistent with Council's approved DCAP policies.

4.2.2 Retention and Heritage Designation of School Tower

The applicant proposes the Heritage Designation and retention of the existing school tower. The DCAP policies recognize that the City must balance the demand for new development and heritage conservation in the Downtown Core Area. However, the designation of the school's tower is not sufficient to invoke OCP Policy 6.5 whereby urban place designations may be varied to achieve heritage conservation. In order to achieve bonus density in this area a monetary contribution to one of the desired funds is required. Therefore, staff recommend a third-party land lift analysis should be conducted by a consultant, agreed to by the City and paid for by the applicant, to ensure the value of a monetary contribution is commensurate with the value of the land lift resulting from the proposed increase in density. This monetary contribution would be provided to the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Buildings Seismic Upgrade Fund. This approach is reflected in Option A and is the staff recommendation. It is to be noted that this option forgoes the Heritage Designation of the school tower. Thus the applicant will have the ability to demolish the structure and rebuild it or remove it from the proposal altogether. Should the school tower be removed from the proposal, staff would seek an alternative design approach to respond to the City's urban design objectives for this corner as a street-head site.

Staff note that the retention of the school's tower meets some of the City's urban design objectives for this site. For instance, the NPLP identifies the corner of Vancouver Street and Pandora Avenue as a street-head site and further identifies the school building as a landmark within the neighbourhood. There is also an inflection in the street grid at this corner which provides the opportunity for a terminated vista looking north up Vancouver Street. The DCAP

supports the installation of landmark elements in these locations. The applicant's offer to heritage designate the school tower will ensure that the original tower is retained and secured as part of the project design. Recognizing there are costs associated with the school tower's retention, the applicant requests that Council deduct the costs associated from the heritage rehabilitation from the required monetary contribution for the public amenity. If the value of the land lift is greater than the cost of the heritage rehabilitation of the school tower, in accordance with the objectives of the DCAP, additional monetary contributions towards the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Buildings Seismic Upgrade Fund may be warranted. This approach is reflected in Option B. The applicant is supportive of this approach, but it is not recommended by staff.

A Statement of Significance was prepared by Donald Luxton and Associates (attached) for the St. Andrew's School building. The Statement of Significance identifies that the tower portion of the building contains many character-defining elements. Should Council be supportive of the Heritage Designation of the tower, staff recommend that the Statement of Significance be updated to reflect the tower portion of the building only.

4.3 Building Massing and Height

4.3.1 Pandora Avenue Frontage

The DCAP identifies a maximum building height of 30 m fronting Pandora Avenue. The applicant proposes a building height of 21.3 m on this frontage. The DCAP classifies Pandora Avenue as a wide street and recommends a street wall height of a minimum of 15 m and a maximum of 25 m. The applicant proposes a primary street wall that ranges in height from 13 m to 16 m. The fourth and fifth floors on this frontage step back 3 m from the primary street wall.

This frontage is unique in that the applicant proposes the retention of the original school tower. In the opinion of staff, the surrounding street wall height should, in some way, respect and acknowledge the height and visual prominence of the school tower so the proposal for a lower street wall than that which is anticipated by the DCAP is acceptable. To this end, the applicant proposes to step down the height of the street wall to approximately 13 m. Staff are generally supportive of this approach but would recommend that the Advisory Design Panel provide their comments on the proposed context and fit of the retained school tower within the overall architectural expression of the façade.

4.3.2 Vancouver Street Frontage

The applicant proposes a varied street wall height on Vancouver Street. This street qualifies as a narrow street under the DCAP policies and calls for a minimum street wall height of 10 m and maximum of 15 m. The street wall adjacent to the school tower is proposed at 13 m in height. The street wall steps down to approximately 9.6 m in height to the north along Vancouver Street.

4.3.3 Mason Street Frontage

One of the objectives of the Residential Mixed Use District within the Downtown Core Area is to consider the scale, mass, height and setbacks of new buildings to provide sensitive transitions to surrounding Districts. To the north of the subject site, the lands on the north side of the 1000-block of Mason Street includes 12 separate properties. The zoning for these properties includes the R-2 Zone, Two Family Dwelling District; RK-10 Zone, Balmoral Studio District; and the R3-1 Zone, Multiple Dwelling District. Maximum building heights in the zoning for these properties

range from 7.6 m to approximately 18 m. The OCP sets new policy direction for this block. The OCP designates the majority of the block as "Urban Residential". This land-use designation envisions low-rise to mid-rise multi-unit residential buildings of up to approximately six storeys and floor space ratios generally up to 1.2:1, with the opportunity for increased density up to a total of 2:1 in strategic locations that advance the OCP objectives. The east end of the block is within the North Park Village which is designated as a Large Urban Village. This designation envisions residential and mixed-use buildings of up to approximately six storeys. This designation also envisions floor space ratios generally of up to 1.5:1, with the opportunity for increased density up to a total of 2.5:1 in strategic locations that advance the OCP objectives.

On the subject site on the south side of the 1000 block of Mason Street, the proposed development includes a building height of 18.8 m fronting Mason Street. The DCAP policies related to building height for this portion of the subject lands recommend a maximum building height of 15 m and a street wall height that is at least 10 m to a maximum of 15 m. The DCAP further recommends the street wall be located within 3 m of the property line.

The applicant proposes a street wall height of approximately 15.5 m. Although the building height currently proposed is greater than anticipated by the policy, the applicant has taken the following steps to minimize the building height and massing on Mason Street:

- the building is set back 7.3 m from the property line which is considerably greater than the 3 m setback recommended in the DCAP policy.
- the street wall includes a 0.5 m step back at above the third residential floor.
- the sixth residential storey steps back a further 3.8 m from the primary street wall.

Staff have worked with the applicant in order to minimize the shadow impacts on the existing buildings on the north side of Mason Street. The applicant has pulled back the upper-storey massing at the northwest corner to limit the shadow impact and visual appearance to neighbouring properties.

In the opinion of staff, the proposed massing on Mason Street is appropriate given the existing policies for the site and consideration of both the existing context and possible future context for the north side of the street, based on the OCP policies.

4.3.4 Franklin Green Frontage

The DCAP provides specific policy direction with respect to buildings adjacent to public spaces. This includes a minimum street wall height of 10 m and a maximum of 15 m with an additional 3 m setback for all portions of the building above the primary street wall.

The applicant proposes a street wall height of approximately 15.5 m and an overall building height of 18.8 m adjacent to Franklin Green, a City-owned park. Although the building height currently proposed is greater than anticipated by the policy, the applicant has taken the following steps to minimize the building height and massing on Franklin Green:

- the building is set back 3.6 m from the property line (except for parkade/building exit door at 1.2 m)
- the street wall includes a 1.2 m upper storey step back above the third floor (not including balcony structures)
- the sixth residential storeys steps back 4.2 m from the primary street wall.

In general, the proposal is in keeping with DCAP policies. It should be noted that a portion of the easterly property line fronts a neighbouring three and a half storey apartment building on Pandora Avenue. The applicant proposes a green wall system to soften this adjacency. Staff recommend that the applicant provide further details of this feature at the Development Permit stage and a covenant may be required to ensure the on-going maintenance of a green wall

4.4 Comprehensive Design

In terms of the comprehensive design of the project, staff recognize that this site is larger than most typical redevelopment sites within the City. Staff acknowledge that the applicant has endeavoured to break down the building's mass through the height and articulation of each of the façades. Staff recommend that the Advisory Design Panel be asked to comment on the proposed form, massing and finish of the proposed development. Staff also recommend that the Panel provide feedback regarding the comprehensive design approach and whether the building's mass has been adequately "broken down" and whether sufficient visual interest is provided in the design.

4.5 Development Permit Application

Should Council be supportive of the proposal, staff recommend that the applicant formally submit a Development Permit Application, consistent with the staff recommendation, and that it be referred to the Advisory Design Panel (ADP) with the request that the ADP focus on the following:

- the proposed form, massing and finish of the proposed development with particular attention to the Mason Street and Franklin Green elevations
- the proposed context and fit of the retained school tower within the overall architectural expression of the Pandora Avenue façade including the height of the primary street wall
- the proposed architectural expression of the roof line
- feedback regarding the comprehensive design approach and whether the building's mass has been adequately "broken down" and whether sufficient visual interest is provided in the design
- appropriateness of the building finishes and landscape.

Should Council be supportive of the proposed Heritage Designation of the school tower, staff recommend that the applicant be directed to prepare a revised Statement of Significance for the tower and detail the proposed improvements to be included in a Heritage Alteration Permit Application and that the proposed improvements be secured by means of a legal agreement. This is reflected in Option B.

5. Resource Impacts

Should Council accept the provision of the community room as a public amenity, City staff may be required to contribute time and resources to the ongoing maintenance and management of the space.

6. Options

Option A (Recommended)

That Rezoning Application #00381 for 1002-1008 and 1012 Pandora Avenue proceed for consideration at a Public Hearing and that City staff prepare the necessary Zoning Regulation Bylaw amendments, subject to completion of the following conditions:

1. Submission of a Development Permit Application.

2. Advisory Design Panel review of the Rezoning and Development Permit Application with particular attention to the proposed:

form, massing and finish of the proposed development with particular attention to the Mason Street and Franklin Green elevations;

context and fit of the retained school tower within the overall architectural b) expression of the Pandora Avenue façade;

architectural expression of the roof line; c)

landscape treatments.

Registration of a Statutory Right-of-Way on Mason Street and Vancouver Street 3. to the satisfaction of the Director Engineering and Public Works. 4.

- Completion of a third-party land lift analysis to be completed by a consultant, agreed to by the City and paid for by the applicant, to ensure that the value of the monetary contribution to the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Buildings Seismic Upgrade Fund is commensurate with 75% of the value of the land lift resulting from the proposed increase in density. 5.
- Preparation of a Housing Agreement Bylaw and legal agreement to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to non-owners.

Option B

That Rezoning Application #00381 for 1002-1008 and 1012 Pandora Avenue proceed for consideration at a Public Hearing and that City staff prepare the necessary Zoning Regulation Bylaw amendments, subject to completion of the following conditions:

1. Submission of a Development Permit Application.

Submission of a Heritage Alteration Permit Application detailing the proposed 2. rehabilitation of the school tower structure

Preparation of a revised statement of significance for the school tower 3. 4.

- Advisory Design Panel review of the Rezoning and Development Permit Application with particular attention to the proposed:
 - form, massing and finish of the proposed development with particular a) attention to the Mason Street and Franklin Green elevations; b)
 - context and fit of the retained school tower within the overall architectural expression of the Pandora Avenue façade;

architectural expression of the roof line; c)

d) landscape treatments.

Registration of a Statutory Right-of-Way on Mason Street and Vancouver Street 5. to the satisfaction of the Director Engineering and Public Works.

Completion of a third-party land lift analysis to be completed by a consultant, 6. agreed to by the City and paid for by the applicant, to ensure that the value of the rehabilitation of the heritage-designated school tower is commensurate with 75%

of the value of the land lift resulting from the proposed increase in density and that any additional contribution be put toward the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Buildings Seismic Upgrade Fund.

 Preparation of a Housing Agreement Bylaw and legal agreement to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to non-owners.

Option C

That Rezoning Application #00381 for 1002-1008 and 1012 Pandora Avenue proceed for consideration at a Public Hearing and that City staff prepare the necessary *Zoning Regulation Bylaw* amendments, subject to completion of the following conditions:

Submission of a Development Permit Application.

2. Advisory Design Panel review of the Rezoning and Development Permit Application with particular attention to the proposed:

a) form, massing and finish of the proposed development with particular attention to the Mason Street and Franklin Green elevations;

- context and fit of the retained school tower within the overall architectural expression of the Pandora Avenue façade;
- c) architectural expression of the roof line;

d) landscape treatments.

 Registration of a Statutory Right-of-Way on Mason Street and Vancouver Street to the satisfaction of the Director Engineering and Public Works.

4. Preparation of a Housing Agreement Bylaw and legal agreement to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to non-owners.

Option D

That Rezoning Application #00381 for 1002-1008 and 1012 Pandora Avenue be declined.

7. Conclusions

The proposal is generally consistent with *Official Community Plan, 2012* policies which envisage multi-unit residential, commercial and mixed-use buildings. The proposal is also generally consistent with the more specific *Downtown Core Area Plan, 2011* policies which envisage midrise to high-rise residential, commercial and office development with a maximum building height of 30 m (10 storeys) for the south portion of the site and a maximum building height of 15 m (5 storeys) for the north portion of the site. The DCAP states that the proposed density can be considered if a monetary contribution or amenities are provided that support and advance the policies of the Plan.

The North Park Local Plan identifies the subject lands as well as the lands on the north side of Mason Street as an area where "major change (is) predicted". With respect to building heights, the Plan envisions the southern portion of the site to include heights of up to ten storeys and up to five storeys on the northern portion of the site. In the opinion of staff, the proposed six-storey building is an appropriate response for a comprehensive development of the site.

A third-party land lift analysis to be conducted by a consultant, agreed to by the City and paid for by the applicant, to ensure the value of the monetary contribution is commensurate with the value of the land lift resulting from the proposed increase in density is warranted.

In light of consistency with planning policies, staff are supportive of the development proposal as it advances many policy objectives. The introduction of large and small format retail stores and residential units in this location provides for the increased vitality at the edge of the Downtown Core Area. The introduction of residential units with direct access to Franklin Green which will provide increased animation within the park as well as an increased sense of security through having more "eyes on the park". From a design perspective, the proposal also includes an interesting architectural response to the site with the retention of the landmark school tower. The visual prominence of the tower is further acknowledged with the provision of a small plaza at its base and the modulation of the building mass that encompasses it.

8. Recommendations

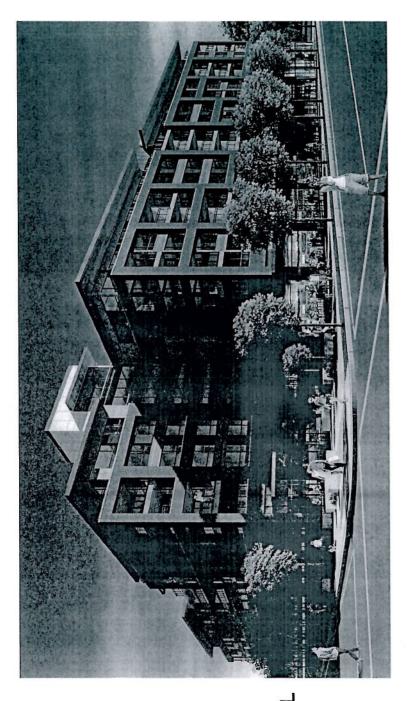
That Rezoning Application #00381 for 1002-1008 and 1012 Pandora Avenue proceed for consideration at a Public Hearing and that City staff prepare the necessary *Zoning Regulation Bylaw* amendments, subject to completion of the following conditions:

- Submission of a Development Permit Application.
- 2. Advisory Design Panel review of the Rezoning and Development Permit Application with particular attention to the proposed:
 - a) form, massing and finish of the proposed development with particular attention to the Mason Street and Franklin Green elevations;
 - b) context and fit of the retained school tower within the overall architectural expression of the Pandora Avenue façade;
 - c) architectural expression of the roof line;
 - d) landscape treatments.
- Registration of a Statutory Right-of-Way on Mason Street and Vancouver Street to the satisfaction of the Director Engineering and Public Works.
- 4. Completion of a third-party land lift analysis to be completed by a consultant, agreed to by the City and paid for by the applicant, to ensure that the value of the monetary contribution to the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Buildings Seismic Upgrade Fund is commensurate with 75% of the value of the land lift resulting from the proposed increase in density.
- Preparation of a Housing Agreement Bylaw and legal agreement to ensure that future strata bylaws cannot prohibit strata owners from renting residential strata units to non-owners.

8. List of Attachments

- Aerial Map
- Zoning Map
- Plans dated April 10, 2013
- Statement of Significance for St. Andrew's School Building, 2009
- Letters from Applicant dated April 10, 2013 and December 21, 2013
- Letter from Stantec Consulting dated October 10, 2012
- Tree Impact and Mitigation Report dated August 7, 2012
- Condensation of the results of the visioning project for St. Andrew's School dated December 10, 2012

- Meeting minutes from North Park Neighbourhood Association and Downtown Residents Association Open House with Developer dated December 10, 2012
- Letter from North Park Neighbourhood Association dated September 28, 2012
 and January 18, 2013.
- Transportation Impact Study: Executive Summary prepared by Bunt & Associated dated December 2012.



RESIDENTIAL/COMMERCIAL DEVELOPMENT

1008 - 1012 PANDORA AVENUE, VICTORIA, BC, V8V 3P5 DEVELOPMENT PERMIT REZONING SUBMISSION

FEBRUARY 26, 2014





CHRIS DIKEAKOS ARCHITECTS INC.

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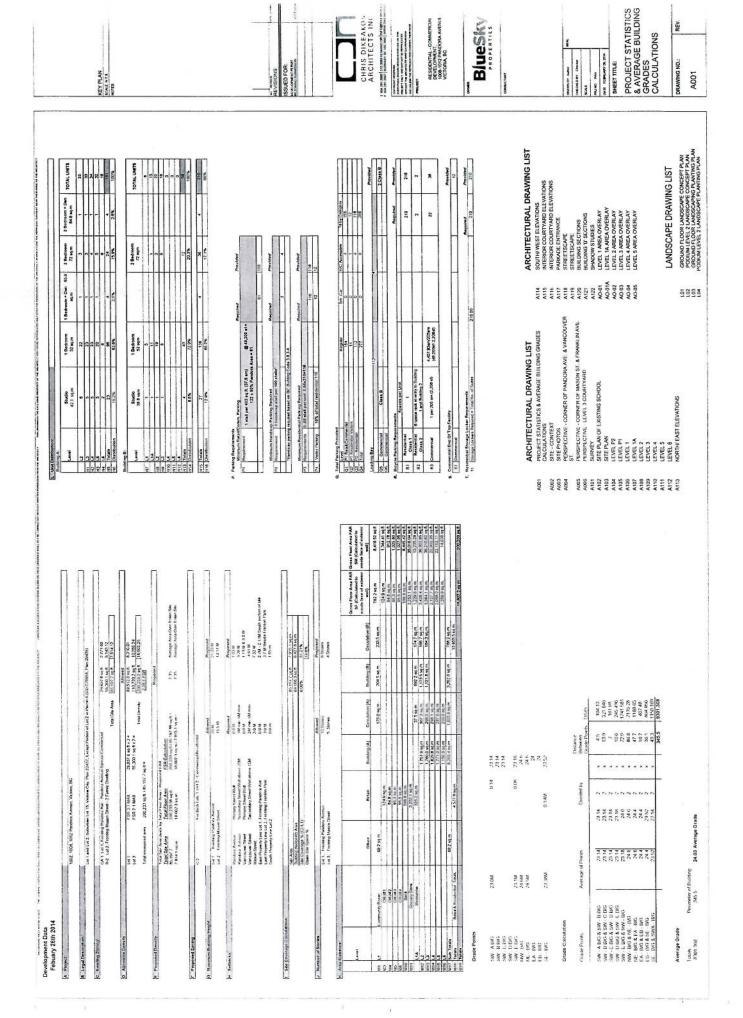
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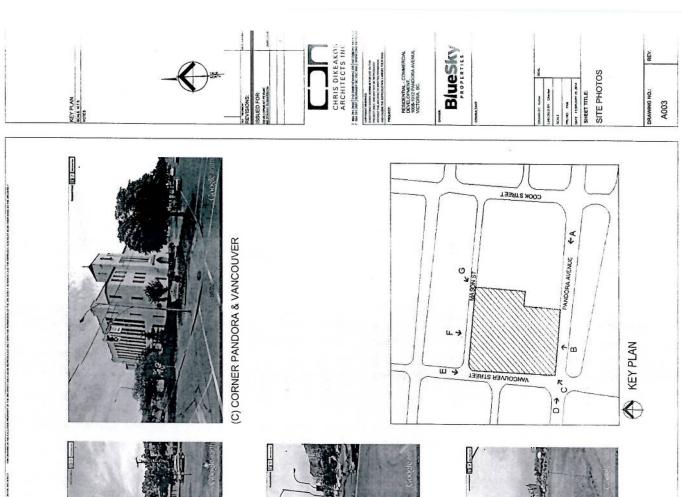
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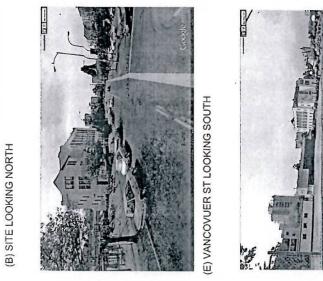


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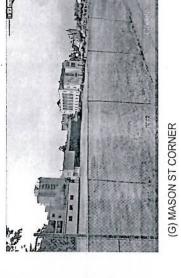
SED SITE VANCOUVER STREET



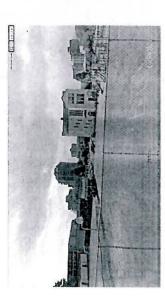


(D) PANDORA LOOKING EAST

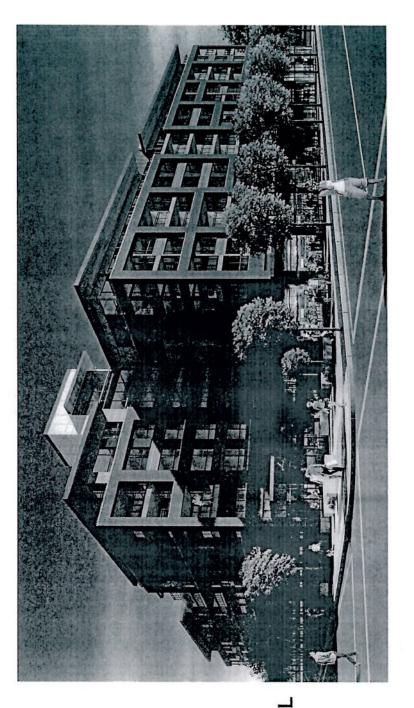
(A) PANDORA LOOKING WEST







(F) SITE LOOKING SOUTH



RESIDENTIAL/COMMERCIAL DEVELOPMENT

1008 - 1012 PANDORA AVENUE, VICTORIA, BC, V8V 3P5 DEVELOPMENT PERMIT REZONING SUBMISSION

FEBRUARY 26, 2014

OWNER / DEVELOPER BLUESKY PROPERTIES COMPANIES OF COMPANI

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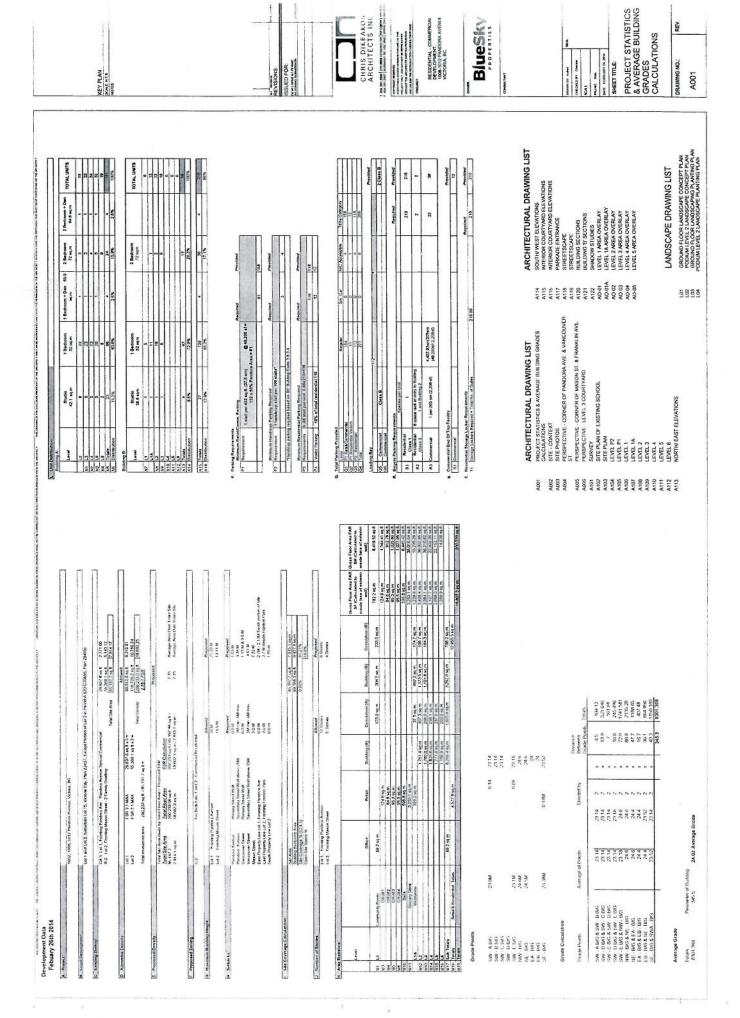
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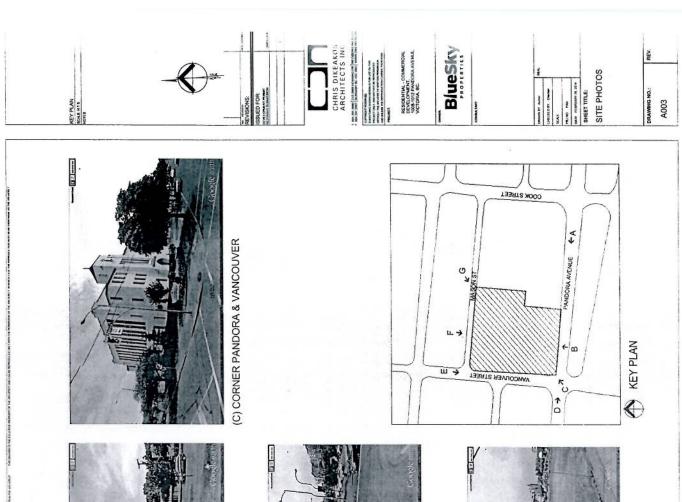
CHRIS DIKEAKOS ARCHITECTS INC.

T 604 291 2660 | 212-3989 HENNING DR | INFO@DIKEAKOS.COM F 604 291 2667 | BURNABY BC V5C 6N5 | WWW.DIKEAKOS.COM



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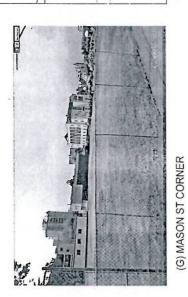


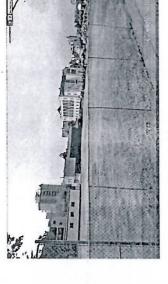




(A) PANDORA LOOKING WEST











(D) PANDORA LOOKING EAST

(F) SITE LOOKING SOUTH

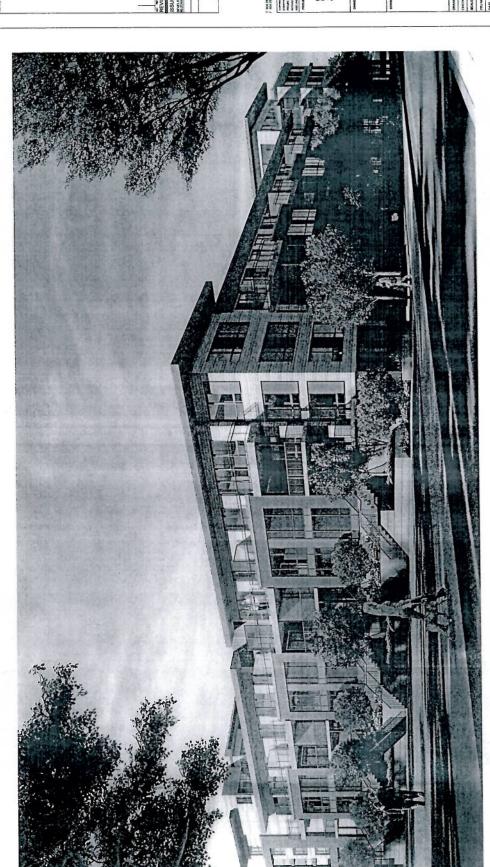
CHRIS DIKEAKOS ARCHITECTS INC

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PERSPECTIVE -CORNER OF PANDORA AVE. & VANCOUVER ST.

A004

KEY PLAN SCAF NTS NOTES

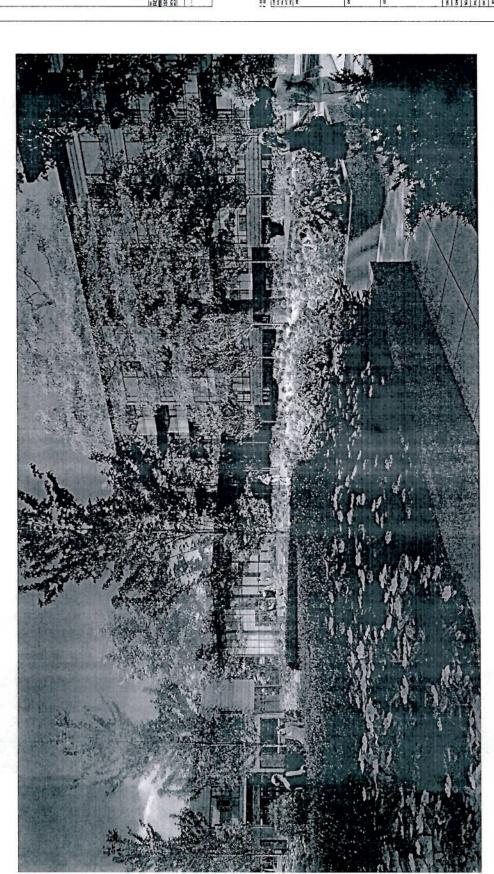


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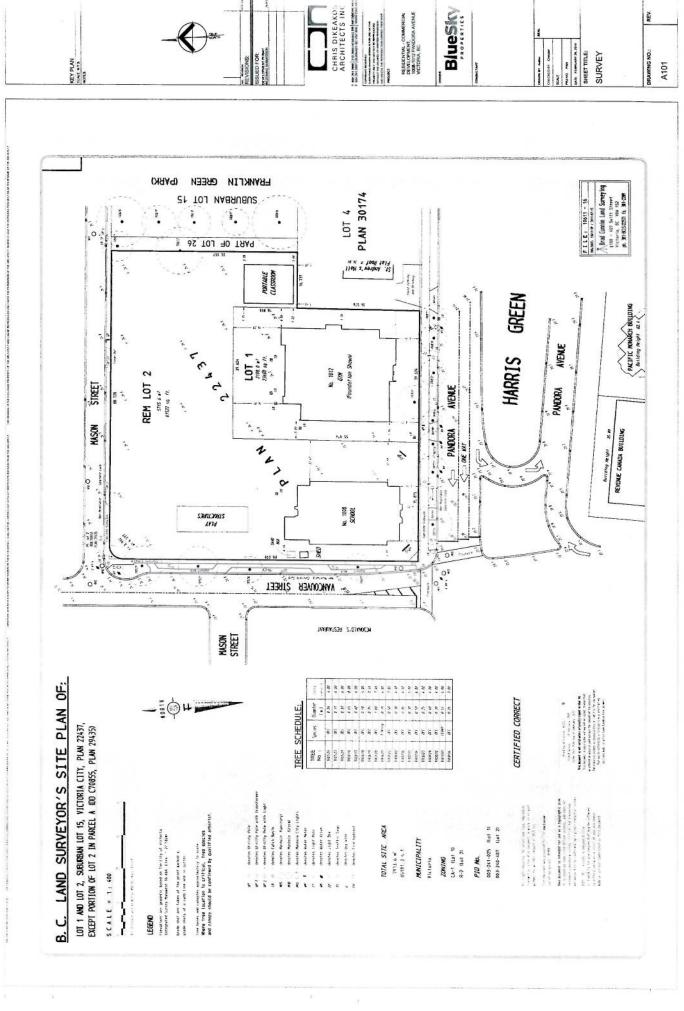
PERSPECTIVE CORNER OF MASON
ST. & FRANKLIN AVE

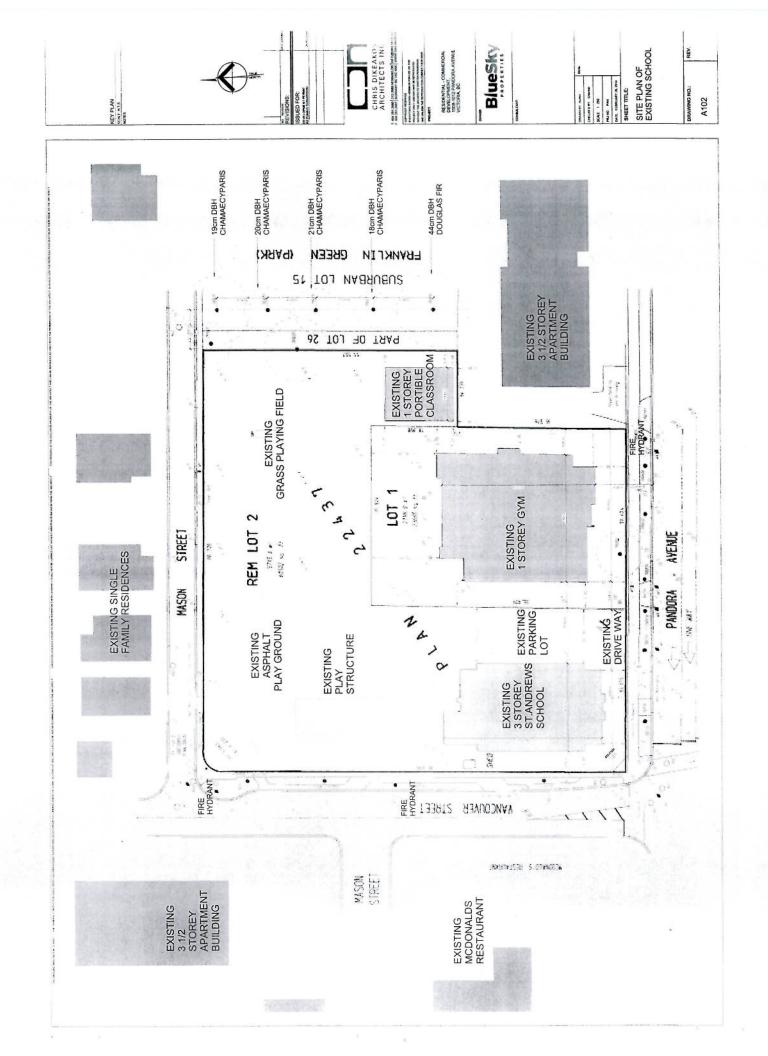
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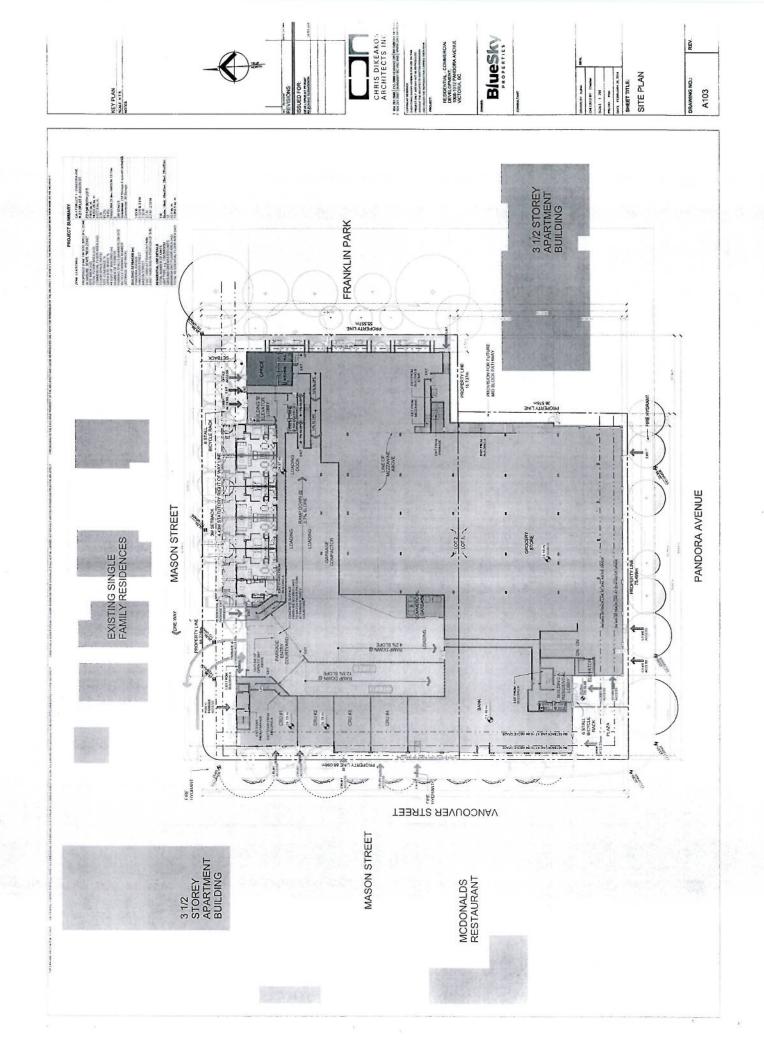


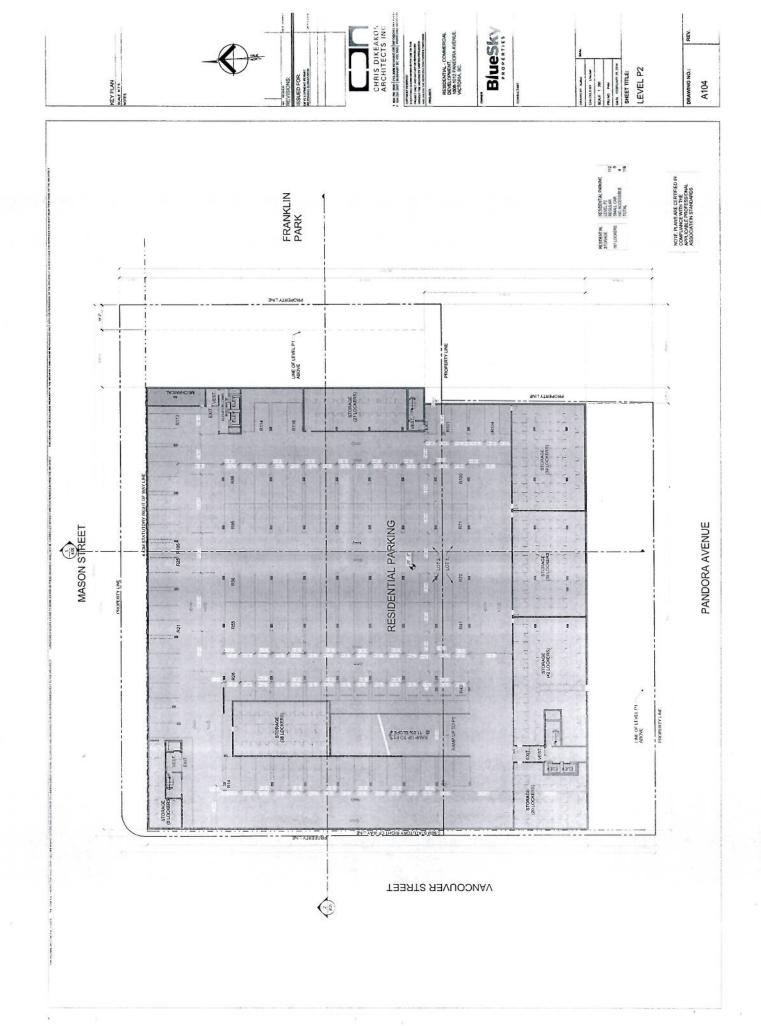
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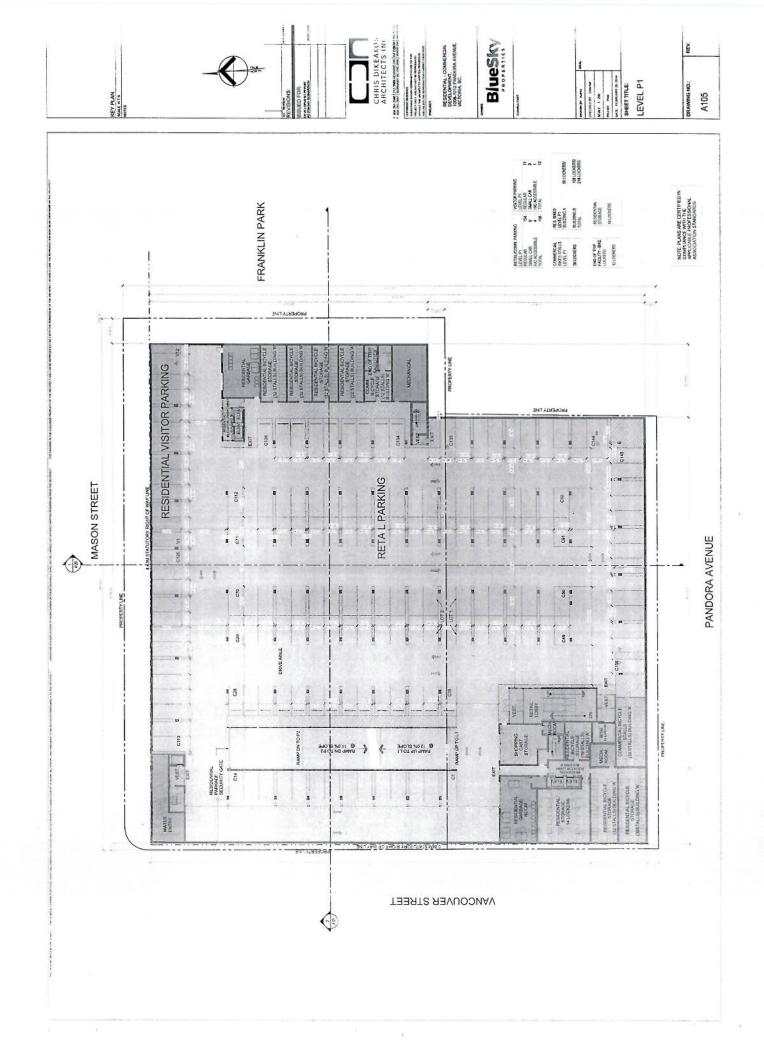
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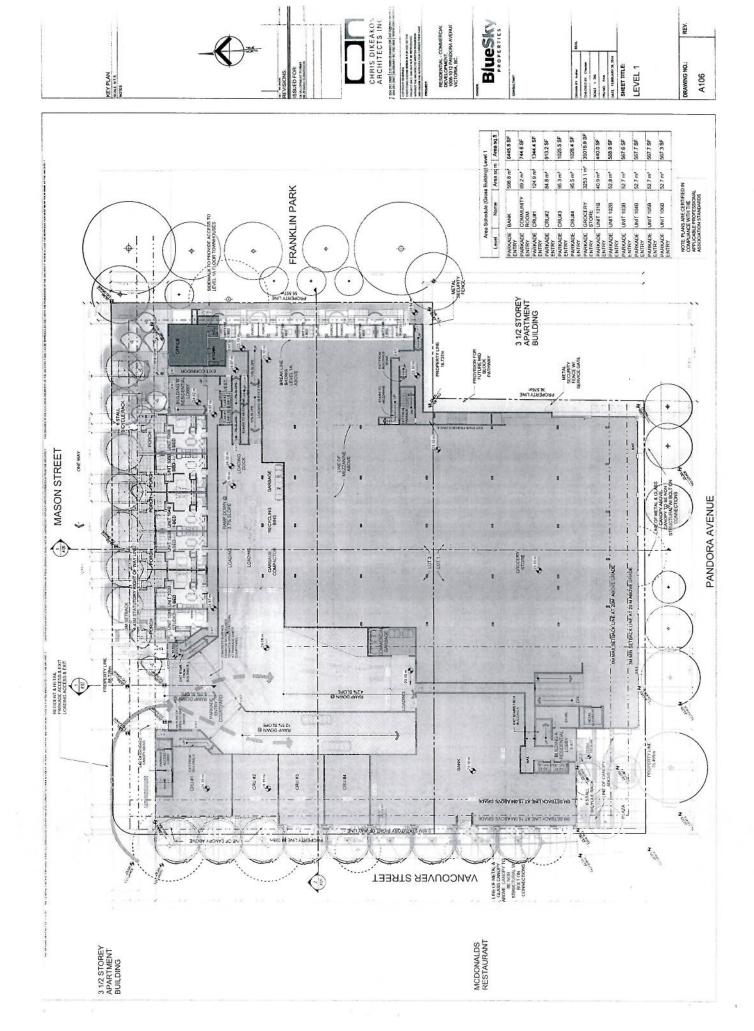


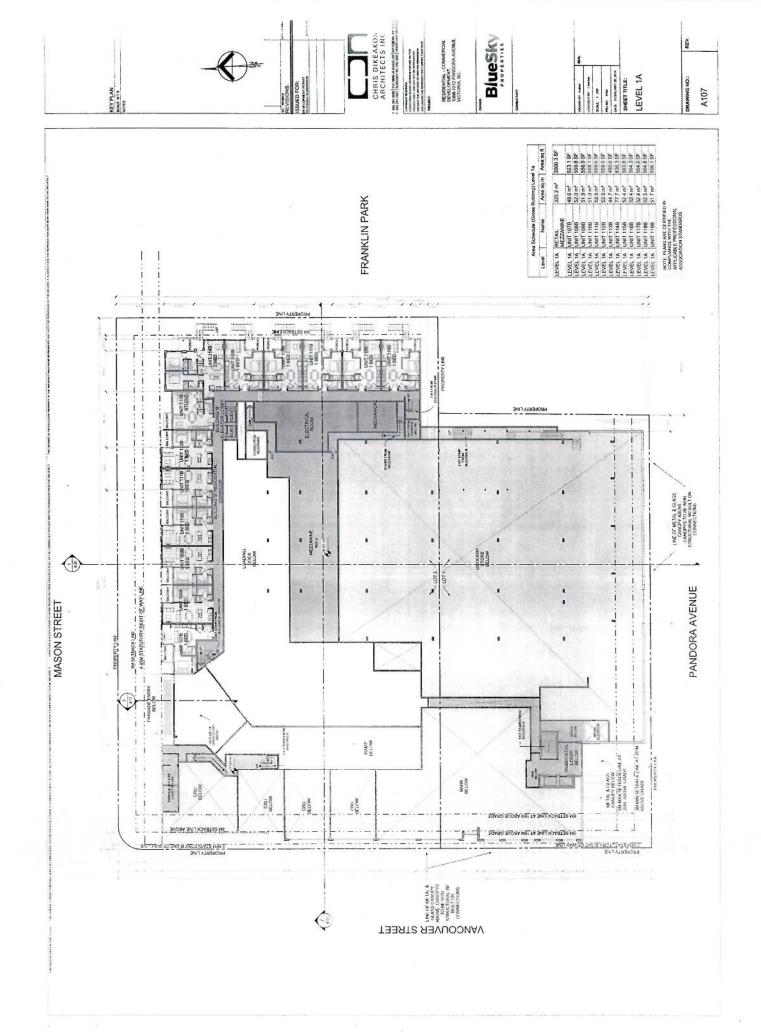


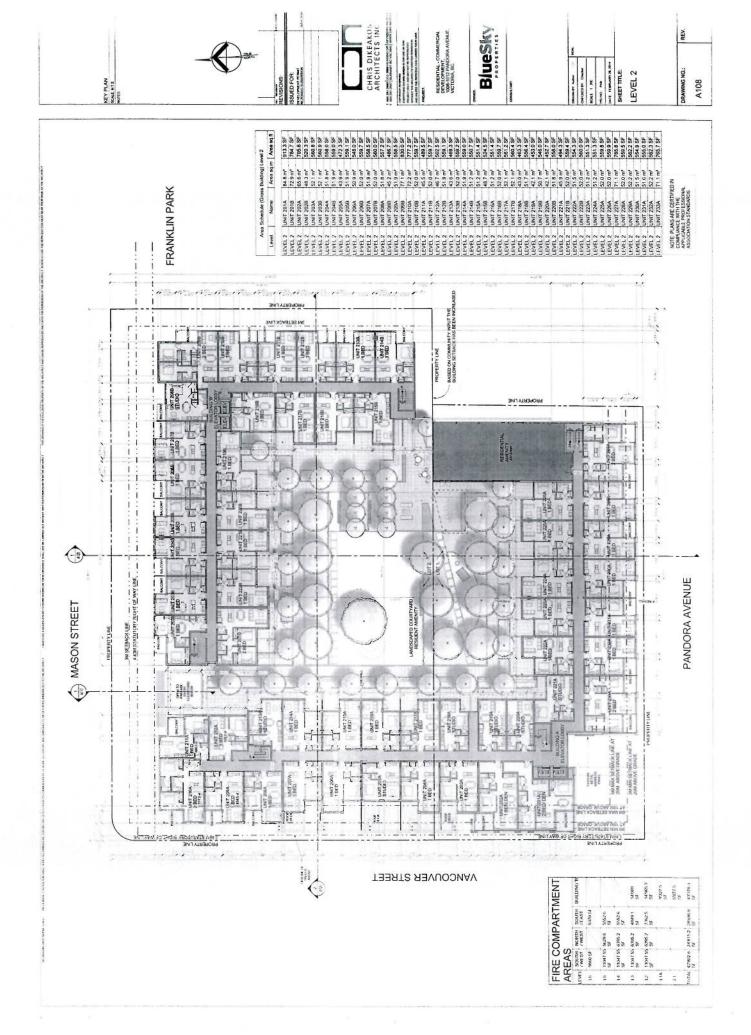


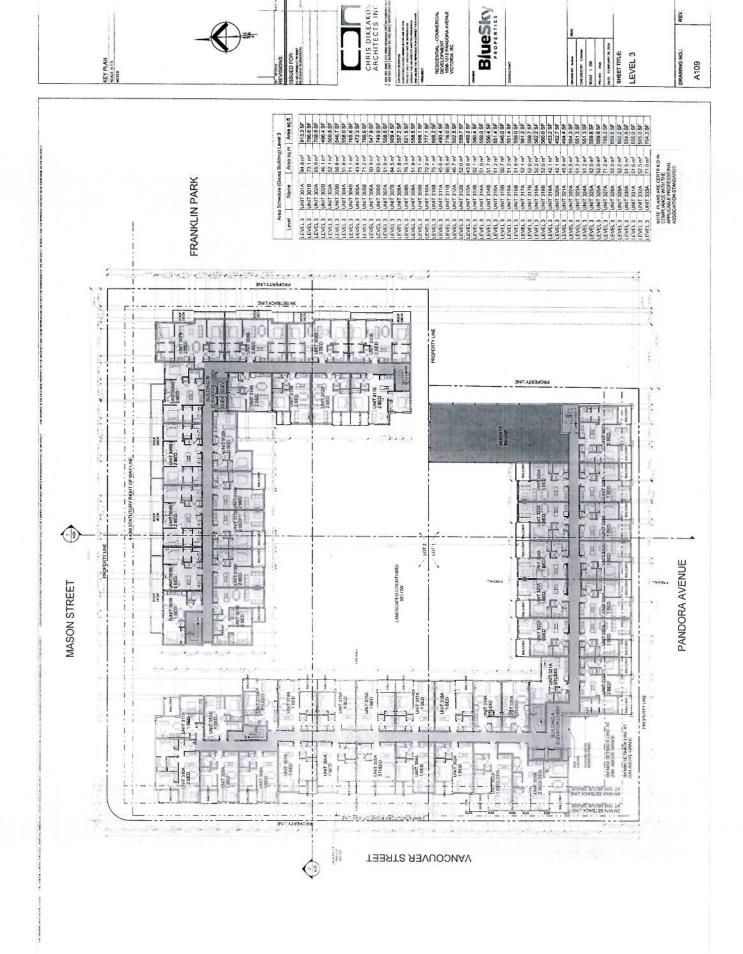


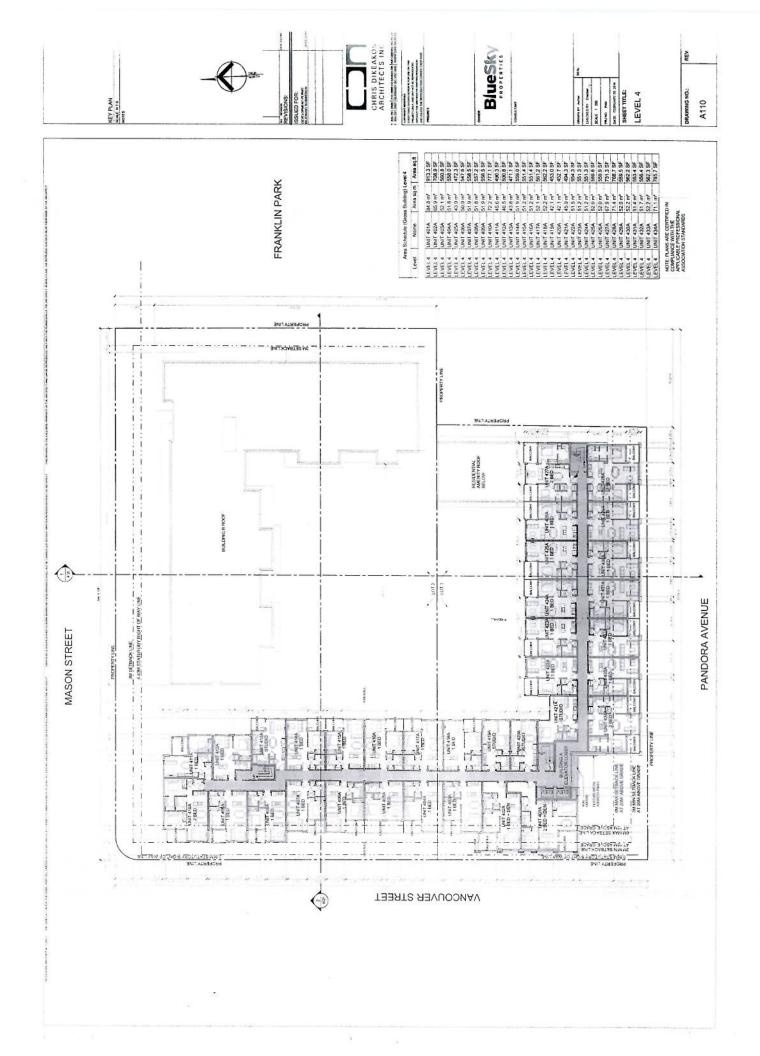


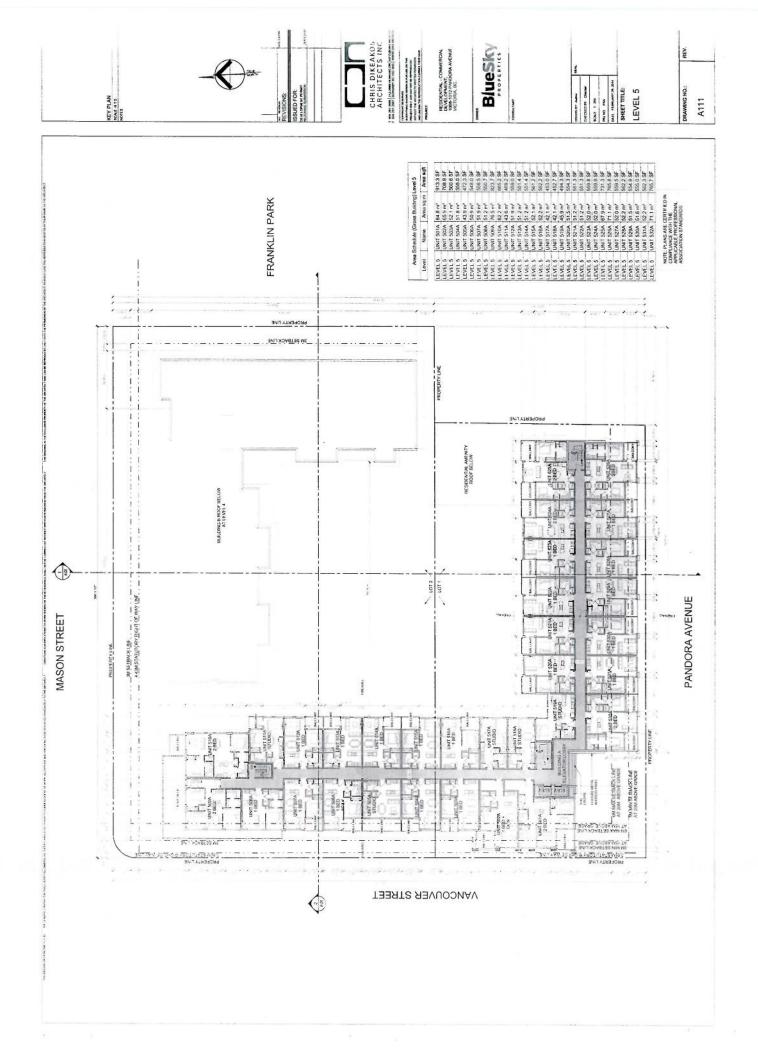


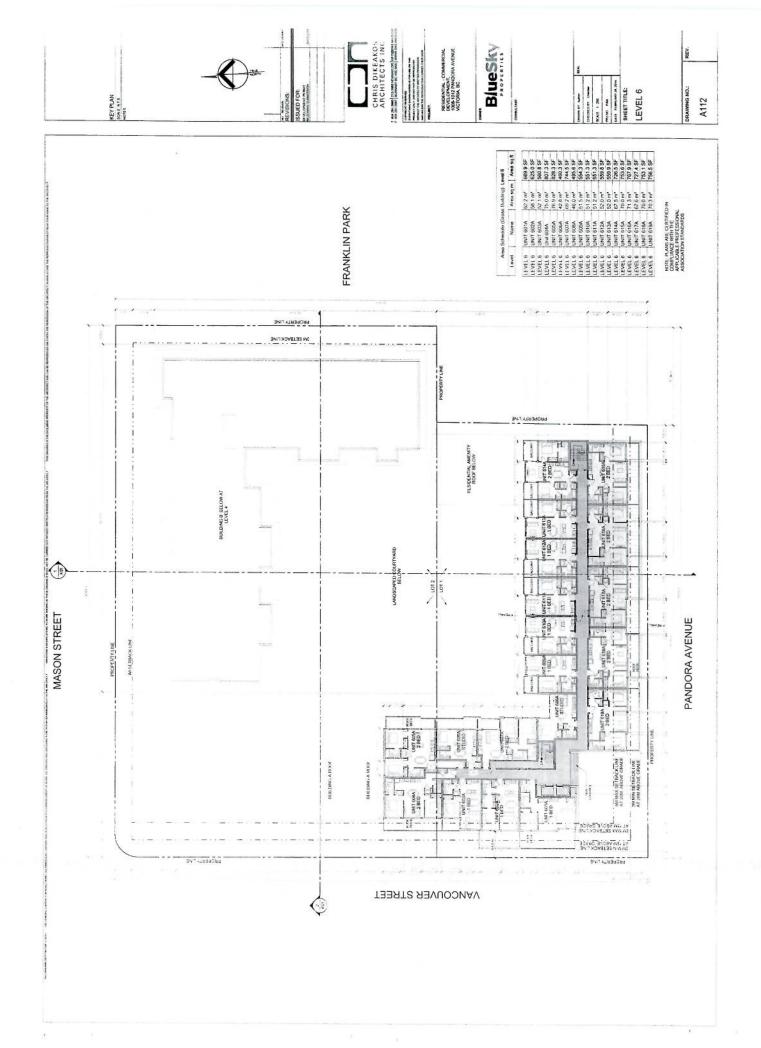


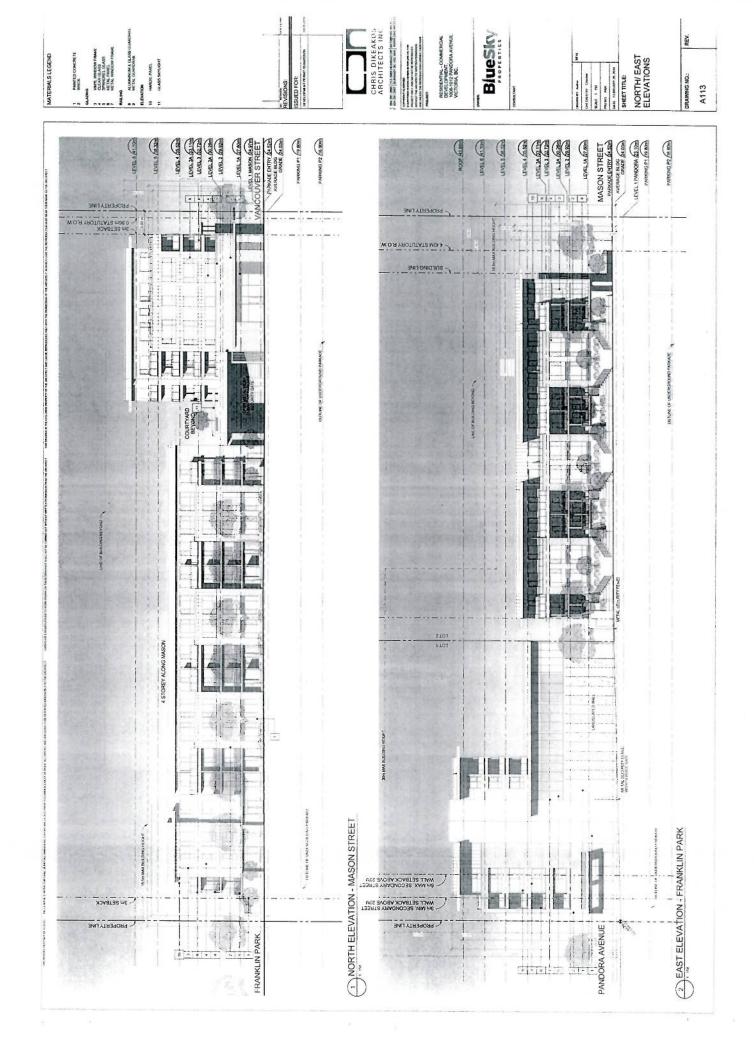


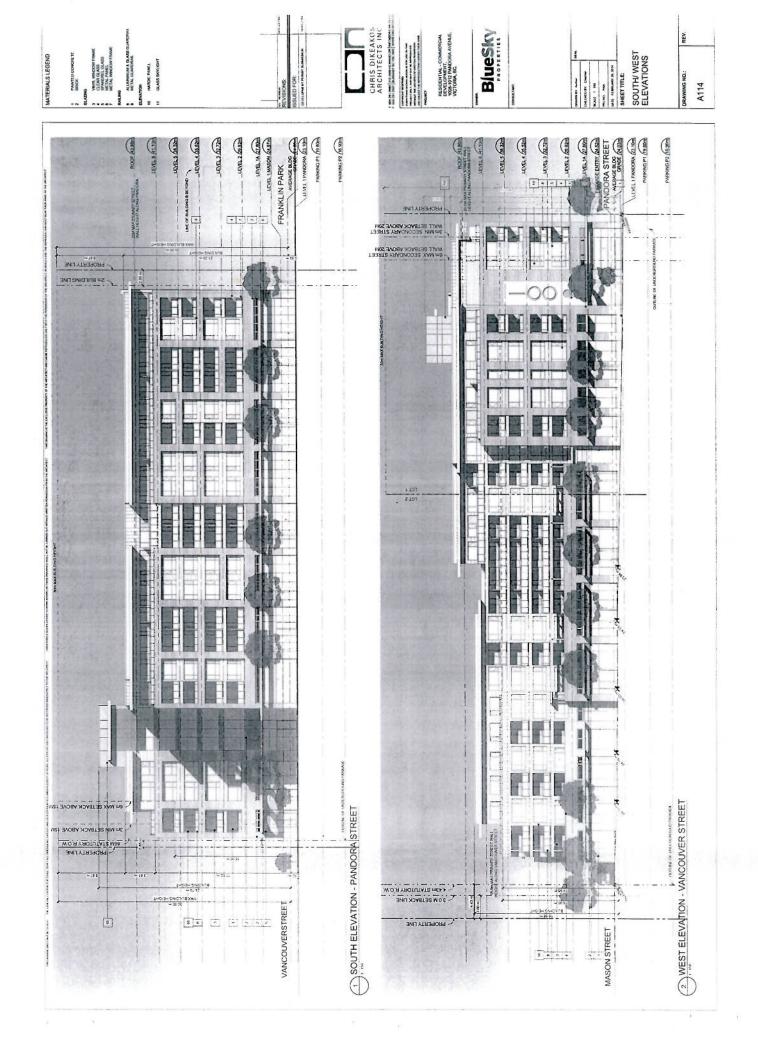


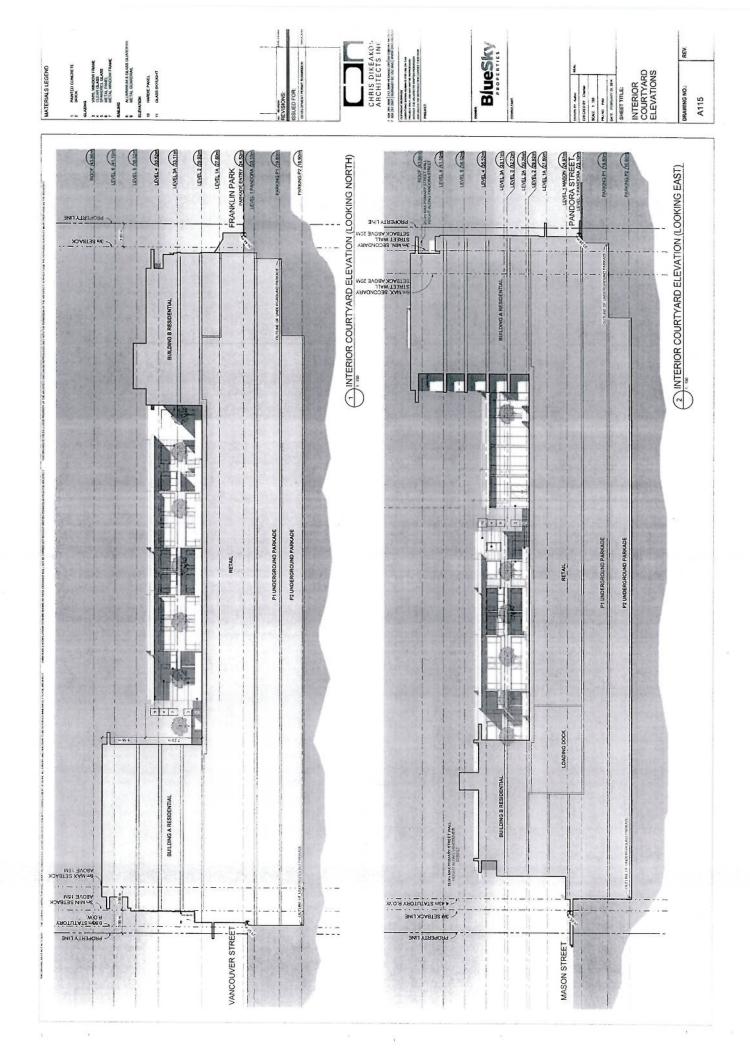


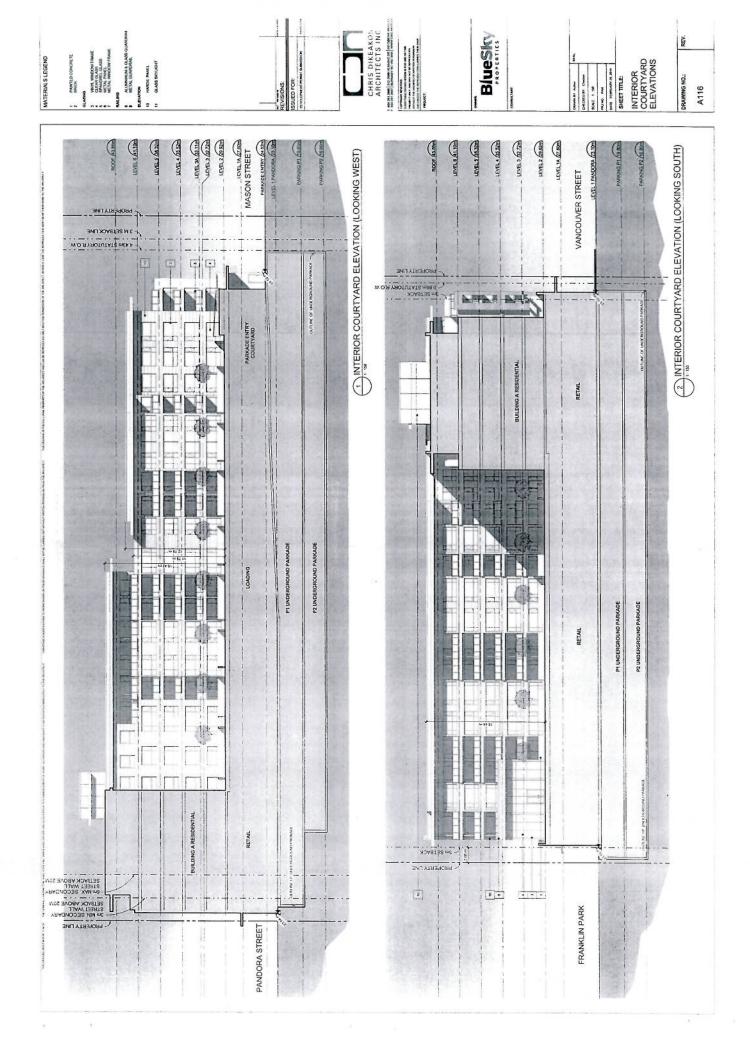


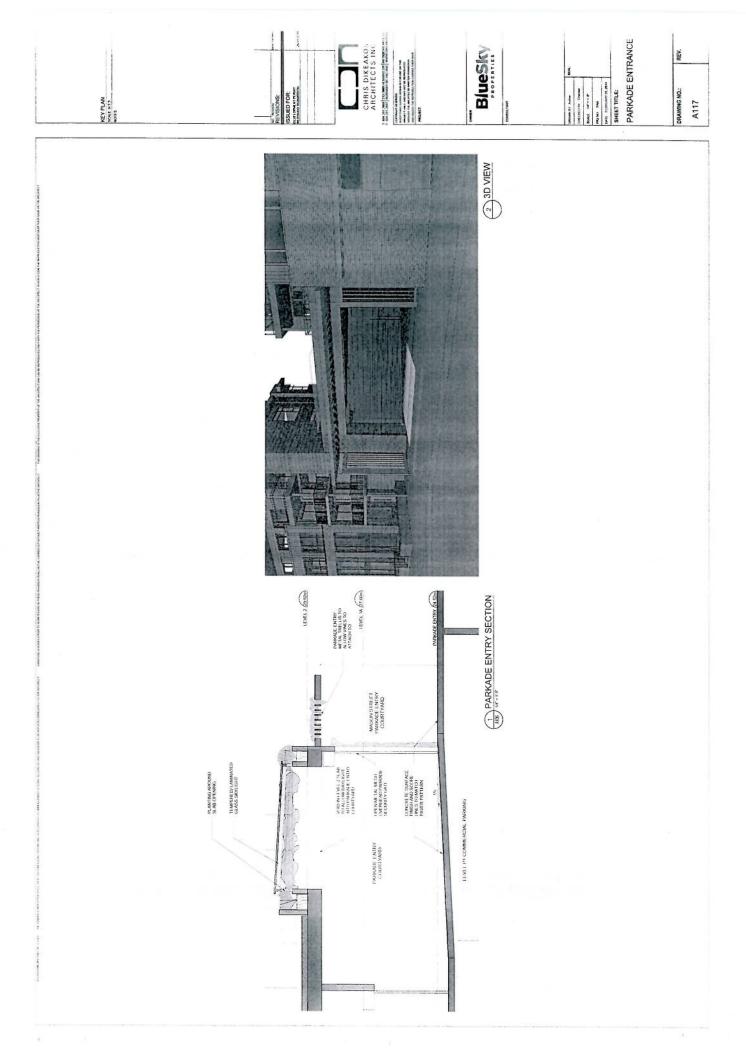


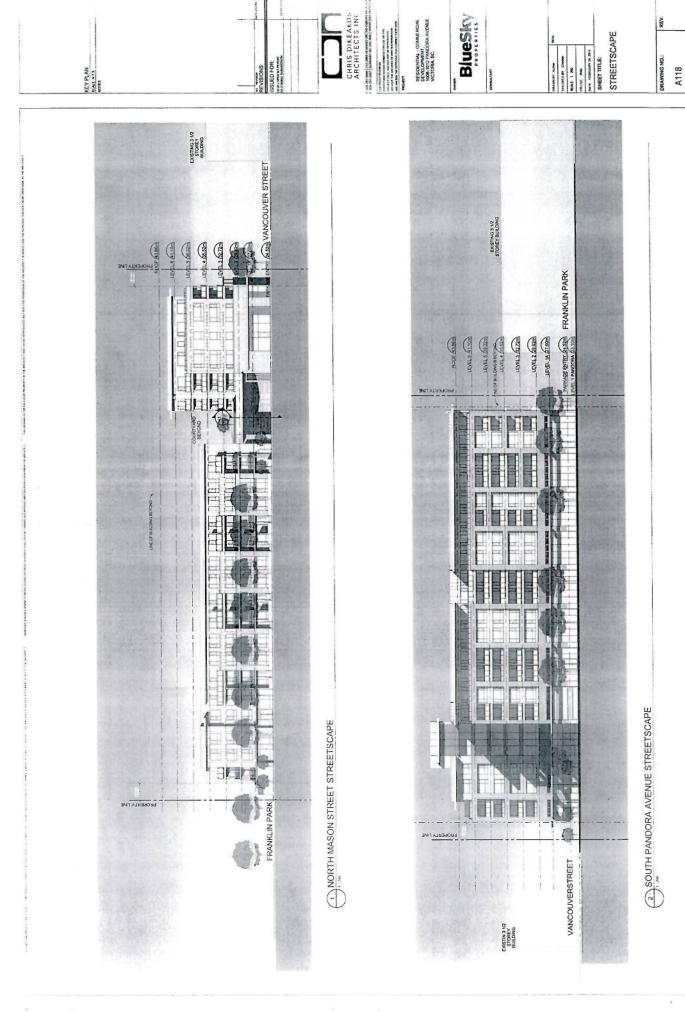


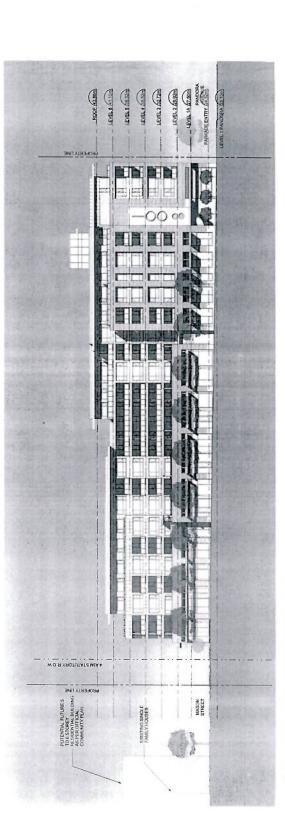








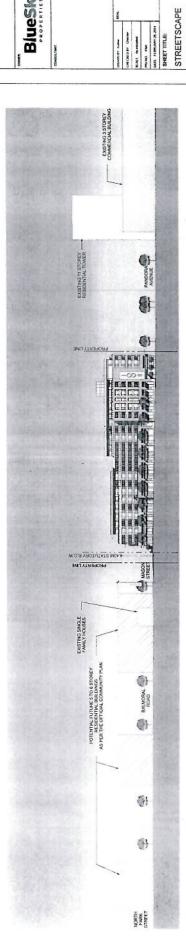




(2) WEST VANCOUVER STREET STREETSCAPE

CHRIS DIKEAKOS ARCHITECTS INC

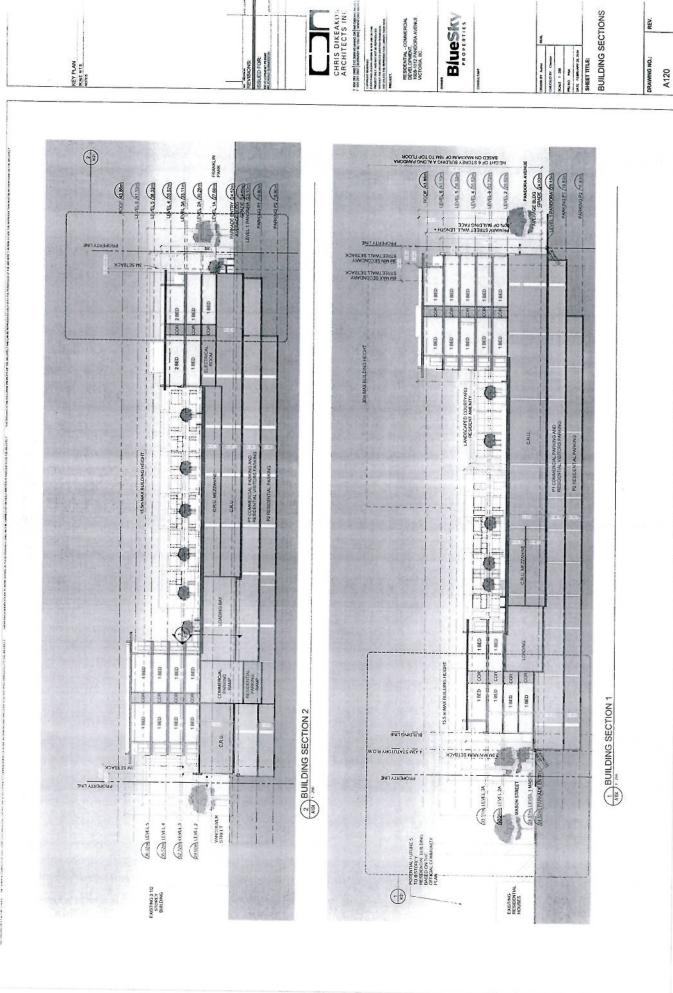
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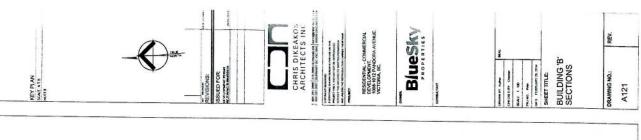


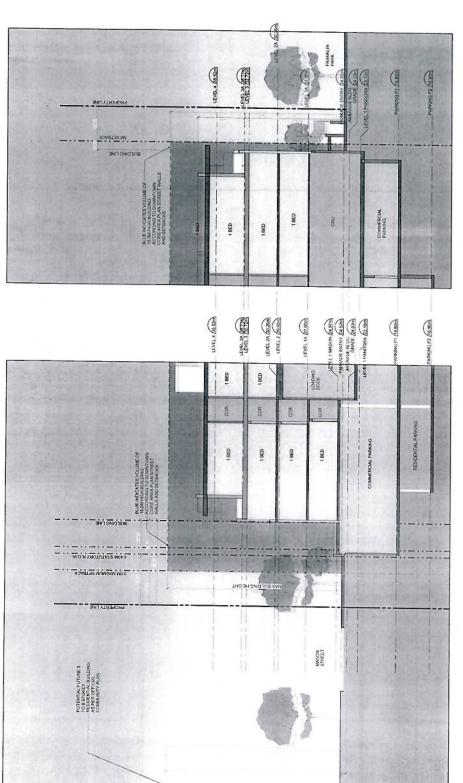
(1) WEST VANCOUVER STREET STREETSCAPE CONTEXT

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AID HOLDING 'B' SECTION 2

BUILDING 'B' SECTION 1

