

Wednesday, June 5, 2019

Mayor and Council
City of Victoria
#1 Centennial Square
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Dear Mayor Helps and Members of Council,

**RE: 1306-1324 Broad Street, Victoria BC
Rezoning, HAP and Development Permit Applications**

On behalf of our client, Chard Development Ltd., we are pleased to be able to present this proposal to rehabilitate and redevelop properties along the 1300 block of Broad Street with a new purpose-built hotel that includes commercial lease space along Johnson and Broad streets. In accordance with the Conservation Plan prepared by professional heritage consultant Donald Luxton, this proposal is centred around the rehabilitation of the Heritage registered Duck's Building (1892) at 1314 Broad Street and one of the oldest rubble stone foundation walls remaining in the City, the west facing wall of the original Duck's Carriage Factory, also known as the Canada Hotel, at 615-625 Johnson Street.

You will have read the letter from the Owner and Chard Development which outlines some of the history of the project partnership and the social and economic drivers and benefits that this project brings. This letter is intended to describe the architectural and urban planning features of the development and explain the rationale for the requested variances.

Background Information

The existing lots are owned by the University of Victoria and managed by UVic Properties. They span from Yates Street to Johnson Street on the west side of Broad Street. There are two commercial buildings along Yates Street, including the Legacy Art Gallery (formerly Starfish Glassworks); a small commercial building and surface parking on Broad Street south of the Duck's Building; the Duck's Building with a mix of leased and vacant commercial space on three levels (including a large ballroom space at the rear on level three); and the property that encompasses the original Duck's Carriage Factory at the corner of Broad and Johnson Streets with one and two level commercial spaces in an historic but severely altered structure. To the west of the subject properties there exists a City owned parcel that serves as a defacto laneway for the majority of properties on the block.

Proposed Lot Consolidation

This proposal intends to consolidate and sub-divide the existing patchwork of five separate properties to create four distinct lots. The smallest of the existing lots facing Yates Street will be subdivided to remove the portion of the lot that juts into the adjacent parking lot. The

corner lot facing Yates and Broad (Legacy Art Gallery) will have the portion of the lot that projects past the north building line subdivided as well. These subdivided parcels will be consolidated with Lot 2 (the parking lot) and the two lots north of the parking lot (Duck's Building and Duck's Carriage Factory) to create a single lot. A long-term lease agreement between UVic Properties and Chard Development will ensure ownership of the lands remains with the University of Victoria.



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These lot subdivisions and consolidations set the stage for the redevelopment of the site. The Yates Street buildings will remain as they are today. The single storey commercial building appended to the north end of the Legacy Art Gallery will be demolished along with the not salvageable portions of the Canada Hotel. The Duck's Building and the Duck's Carriage Factory rubble stone wall will be rehabilitated in a manner that is sympathetic to the heritage character-defining elements. The site will be redeveloped to provide 134 suites of hotel accommodation with all construction brought up to modern day life safety standards. Commercial lease space is provided at the ground floor level facing Johnson and Broad streets, with the hotel entrance facing Broad Street in the historic Duck's Building façade. Short term lay-by parking is requested on Broad Street to service the hotel entry. Lane access is provided for services, deliveries, loading, and short-term lay-by vehicle parking. Hotel-controlled, long-term vehicle parking is provided in two levels of below grade parking accessed using car elevators. Parking areas are located primarily under the newly constructed southern portion of the site to minimize impacts on the existing structures below grade and will be further activated through the inclusion of end-of-trip bike and shower facilities for hotel staff.

Concurrently with this application, a 2.97m strip of land along the west boundary of the consolidated properties will be provided to the City by way of a Statutory Right of Way. This will allow the City to undertake a process to formalize the conversion of the property currently acting as a lane access to a proper public laneway servicing all existing buildings.

Heritage Design Features

The starting point for the redevelopment is the rehabilitation of the Duck's Building and the Duck's Carriage Factory rubble stone wall.

The Duck's Building represents an excellent example of the evolution of larger Victorian era commercial structures in Victoria. The original Duck's Carriage Factory has undergone numerous unsympathetic structural changes over the years with the brick stuccoed, the storefronts significantly altered, the cornices and the two-storey front bay windows removed and the internal second floor split into two floors. While these changes have made it not possible to retain much of this structure, the rubble stone wall to the west of the Duck's Carriage Factory dates to the original 1874 construction and will be rehabilitated as part of the redevelopment of the properties.

In line with the Conservation Plan prepared by Luxton and the *Old Town Design Guidelines (2019)*, we have created a redevelopment scheme that includes aspects of rehabilitation, restoration and preservation as follows:



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SITE: The site will be rehabilitated to accommodate the proposed redevelopment. The main Duck's Building character-defining elements are to be retained as feasible given recent changes to the BC Building Code seismic design requirements and the existing floor heights preserved. This will ensure that the fenestration pattern to both Broad Street and the lane will be maintained. The adjacent building to the north will be demolished, with the exception of the original rubble stone wall. The original location of the Duck's Building will be preserved and the main frontage on Broad Street and the lane retained.

FORM, SCALE AND MASSING: The overall form, scale and massing of the Duck's Building as viewed from Broad Street will be preserved. All new construction will be setback and differentiated from the historic frontage.

FOUNDATIONS: Existing foundations will be preserved where possible.

EXTERIOR MASONRY WALLS: The Duck's Building was built in structural brick construction with brick detailing on the exterior walls. The masonry of the main Broad Street facade features unique detailing that is significant to the building and is characteristic of the Romanesque Revival style, including character-defining elements such as rock-faced masonry piers at street level, rock-faced stone lintels, round-arched windows on the top floor, decorations above the main entry with patterned fret work and a triangular pediment, decorative name and date plates with 'DUCK'S BUILDING' and 'A.D. 1892' and patterned brickwork on the rear facade. As part of the redevelopment scheme, these masonry elements will be retained, paint will be removed from the historic facades and the brick will be rehabilitated as required. Although the 1874 Duck's Carriage Factory building has lost its original facade, the surviving character-defining rubble stone wall - along with surviving sills and lintels where structurally feasible - is a valuable representation of construction techniques in the early city and will be preserved. Components of the existing Duck's Building and Duck's Carriage Factory that are beyond retention will be remembered and celebrated in highly-visible interior public areas by way of a Heritage Acknowledgment Program.

ARCHITECTURAL METALWORK: The Duck's Building features original cast-iron columns at the front storefront level, which are character-defining elements of the historic structure. These columns will be retained and re-integrated into the proposed storefront system.

FENESTRATION: The Duck's Building features character-defining wood-sash windows, including rectangular assemblies on the second storey and arched assemblies on the upper storey. These windows will be rehabilitated or reconstructed as applicable, and improved in accordance with modern day environmental and building requirements. New storefronts will be sympathetic to the historic configuration and appearance, referencing the historic design as noted in archival images and original architectural drawings.

ROOF: The Duck's Building's projecting cornice is a recognizable part of the skyline on Broad Street. This projecting cornice is integral to the heritage character of the building, including the corbeling, pediment and other unique detailing of the historic cornice and masonry. It's prominence will be preserved by recessing any new structure behind the cornice and obscuring view from the street level.



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SIGNAGE: On the Duck's Building, the original masonry signs reading "Duck's Building" and "A.D. 1892" will be preserved. New signage will be compatible with the building in terms of size, scale, material, style and colour and will be sympathetic to the character-defining elements of the building.

EXTERIOR COLOUR SCHEME: As part of the restoration process, paint on the Duck's Building brick will be removed and the building will be finished in historically appropriate paint colours.

Architectural Design Features

As noted above, the major interventions associated with the proposed development involve rehabilitation and restoration of the Duck's Building facing Broad Street and the lane, rehabilitation of the rear adjacent Duck's Carriage Factory rubble stone wall and addition of new construction on either side and above the historic structure. In line with the Standards and Guidelines for the Conservation of Historic Places in Canada, these additions have been designed to draw a clear distinction between what is historic and what is new in a manner that is compatible in terms of mass, materials, relationship of solids to voids and colour. These new additions will be physically and visually compatible with yet subordinate to and distinguishable from the heritage structures.

Through this approach, a visible proportion of the existing Duck's Building structure is retained and continues to function in the rehabilitated buildings. The proposed use as a hotel allows for celebration of both exterior and significant interior heritage elements, and to this end, components of the existing Duck's Building and Duck's Carriage Factory that are beyond retention will be remembered and celebrated in highly-visible interior public areas by way of a Heritage Acknowledgment Program. This single interior use also requires an effective alignment of floor levels between the front and rear elevations of the Duck's Building tied into the new construction. The end result is a series of floor levels that work across the entire site. To the south of the Duck's Building (on the parking lot) there are a total of five storeys that align with the existing floor levels and windows of the Duck's Building. The highest point of this building is approximately 0.3 metres of the height of the existing Duck's Building roof. As the grade of the site falls almost 2 metres from the rear corner of the Legacy Art Gallery building on Broad Street to the corner of the rubble stone wall at the lane off Johnson Street, one additional partial floor level has been added to the Johnson Street end of the building. The new construction remains one consistent height - in line with the uppermost level of the rehabilitated Duck's Building - from the south end of the property to Johnson Street. The noted change in grade results in a structure that is 5 storeys to the south and at the Duck's Building called-up as 6 storeys to the north due to the additional partial floor level along Johnson Street.

The rehabilitated Duck's Building includes 4 levels of hotel and one level of assembly and commercial lease space contained within the existing shell of the Duck's Building. The upper two floors are stepped back from the street 7.5m to create a deep separation between the existing cornice line and the new construction, much the same as the existing



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ballroom is aligned toward the west side or rear of the building. This shift will eliminate any effect on the sight lines of the Duck's Building cornice line from the street. The flanking new construction steps back from the Duck's Building frontage in plan at every level and along both street frontages at Level 6. These step backs are used to visually reduce the presence of the upper floor levels and to maintain the prominence of the Duck's Building's form and materials.

The form and character of the new construction flanking the Duck's Building takes its cues from the Duck's Building and the Old Town Design Guidelines (2019) with a compatible but clearly distinguished result. A typical 'base-middle-top' typology that is characteristic of larger block and corner buildings in Old Town forms the basis for the design approach. The materials are selected to match the typical materials used in these building types - incorporating brick masonry cladding - with variations in masonry colour on the upper level of the north end facing Broad and Johnson, and a different brick type and colour on the south portion. The south portion also takes a simplified approach to the traditional detailing and draws cues from the adjacent Legacy Art Gallery building, introducing a metal panel façade treatment flanking a stepped brick central bay. The composition is intended to read as three distinct buildings with the Duck's Building clearly celebrated at the centre; the south and north portion present a similarly scaled and proportioned but clearly distinct street frontage. These variations also extend to the main floor storefronts and canopies with each building having a distinct entrance and canopy composition along the street.

Density and Variances

The proposed uses and setbacks are consistent with the existing Zoning, however, the proposal requires a height variance (3.81m) and an increase in the density to 4.37:1 overall.

The proposed height - approximately 0.3 metres higher than the highest portion of the existing Duck's Building - is generally consistent with existing large-block and corner-site buildings in Old Town. This proposal is in line with the Built Form outlined within the Urban Place Guidelines of the OCP for the Core Historic area, which contemplates "buildings up to approximately five storeys set close to the sidewalk with high site coverage". While this density is beyond the referenced base density of "approximately 3:1", it is reflective of the change in building typology and use seen as the City developed and matured (Belmont Building; Yarrow Building) and will make feasible the rehabilitation of a prized heritage structure and the development of a financially viable hotel operation with significant economic benefits.

We believe that this development is a significant milestone in the rehabilitation and development of an historic part of the City and is in keeping with the examples and precedents that already exist in the area. The project is centred around the rehabilitation and seismic restraint of the historic Duck's Building, including the very handsome brick elevation facing the lane, and the Duck's Carriage Factory rubble stone wall. In keeping with the Old Town Design Guidelines (2019) we have taken steps to mitigate the effect of the upper floors on view lines and streetscape shadowing; we have tailored the building

height to be approximately one foot higher than the existing Duck's Building; and we have designed the project to read as a collection of three distinct buildings rather than a unified single structure. We believe the requested increases in density and height are supportable within the broader goals of the framework of the Old Town Design Guidelines and Official Community Plan.



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We thank you for your consideration of this important redevelopment proposal and look forward to being able to present and discuss it with you in more detail as the process unfolds.

Sincerely Yours,

dHKarchitects Inc.

Charles Kierulf architect AIBC MRAIC
Principal