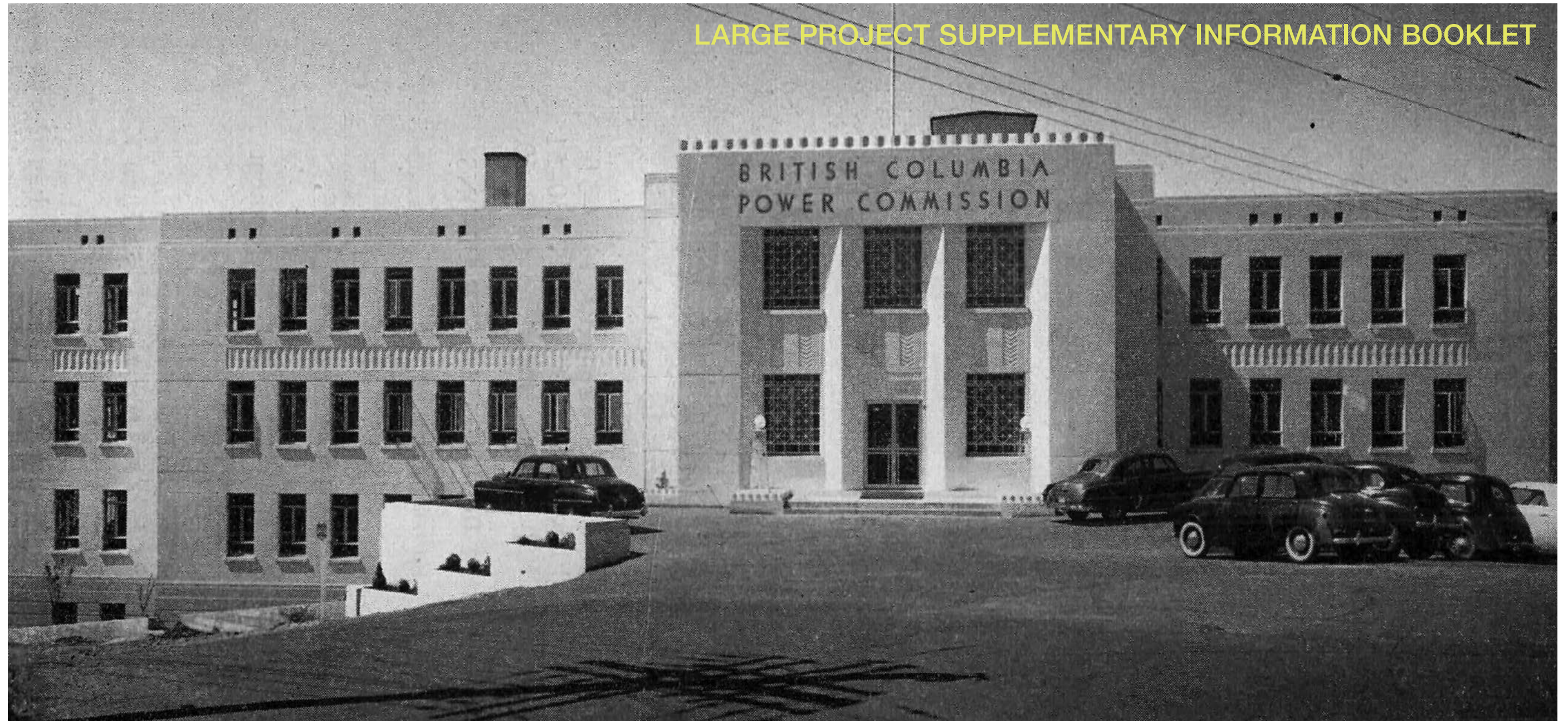


780 BLANSHARD STREET

REZONING AND HERITAGE ALTERATION PERMIT RE-SUBMISSION

LARGE PROJECT SUPPLEMENTARY INFORMATION BOOKLET



Info

This document contains supplementary information for the rezoning and heritage alteration permit submission for 780 Blanshard Street. For a summary of the submission materials and rationale, see the Letter to Mayor and Council. See also the complete package of design drawings and reports which make up the application.

Team



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Pink highlights indicate
updated content since
previous submission.

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01 PROJECT RATIONALE

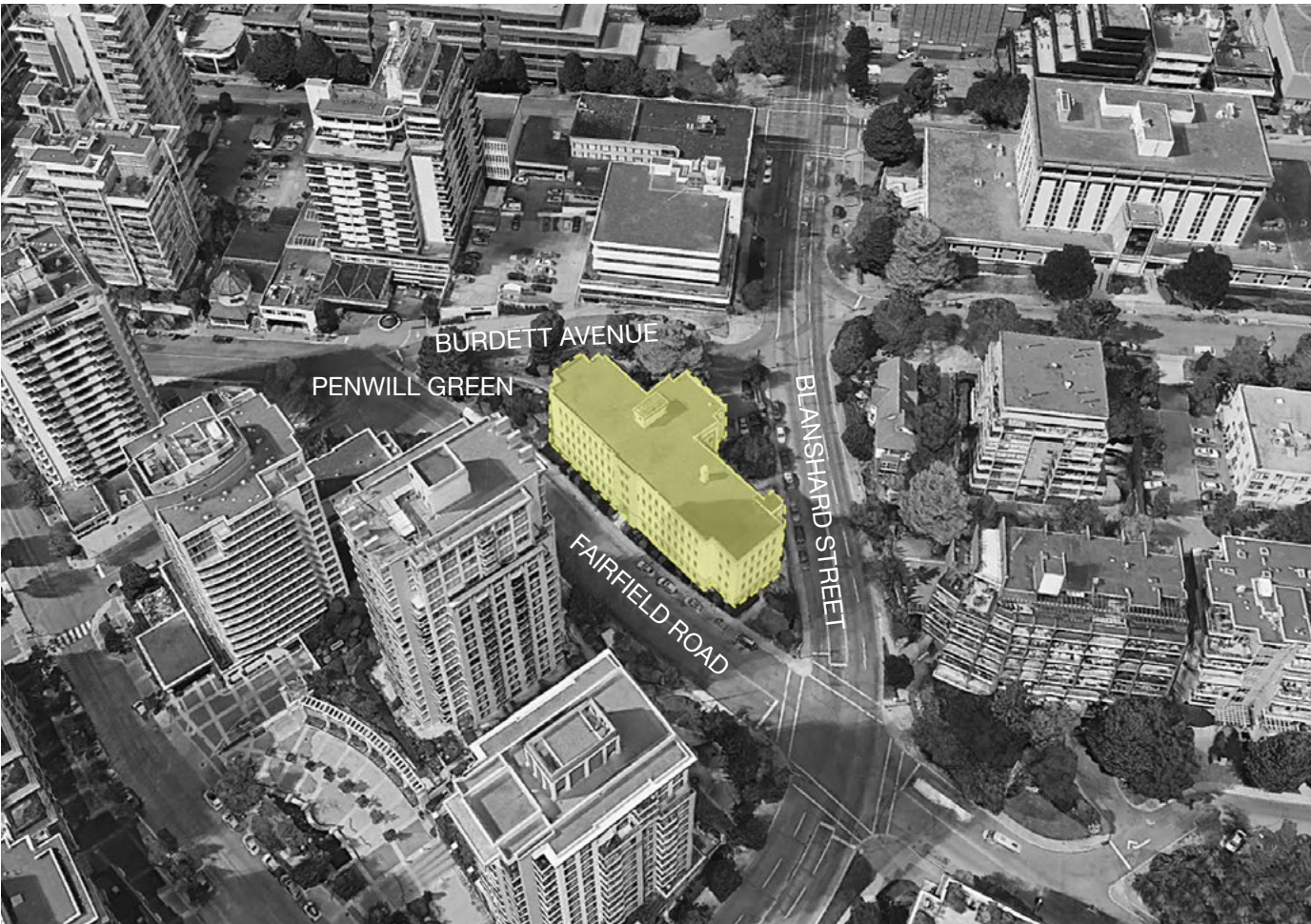
01

PROJECT RATIONALE
SUBJECT SITE

Civic Address	780 Blanshard Street, Victoria, BC V8W 2H1
Legal Description	Lots 1, 2, 3, 4, 28 & 29 of Section 88 and of Lot 1627, Christ Church Trust Estate, Victoria, Plan 35B
Current Zoning	CBD-1
DP Area	DPA-2 (HC)
OCP Area	Core Business
Heritage Status	Registered (Commercial)
Site Area	2,272.4 m ² (24,460 ft ²)
Density (FSR)	Existing: 1.68 Zoning Max: 3.0 OCP Max: 6.0 (3.0 Residential)
Existing Floor Area	3,807.2 m ² (40,980 ft ²)
Existing Building	4-storey cast-in-place concrete Heritage Building (Registered)
Existing Use	Office
Maximum Height	Zoning: 43 m OCP: 24 Storeys DCAP: 45 m / 11 Commercial Storeys / 15 Residential Storeys

SITE CONTEXT

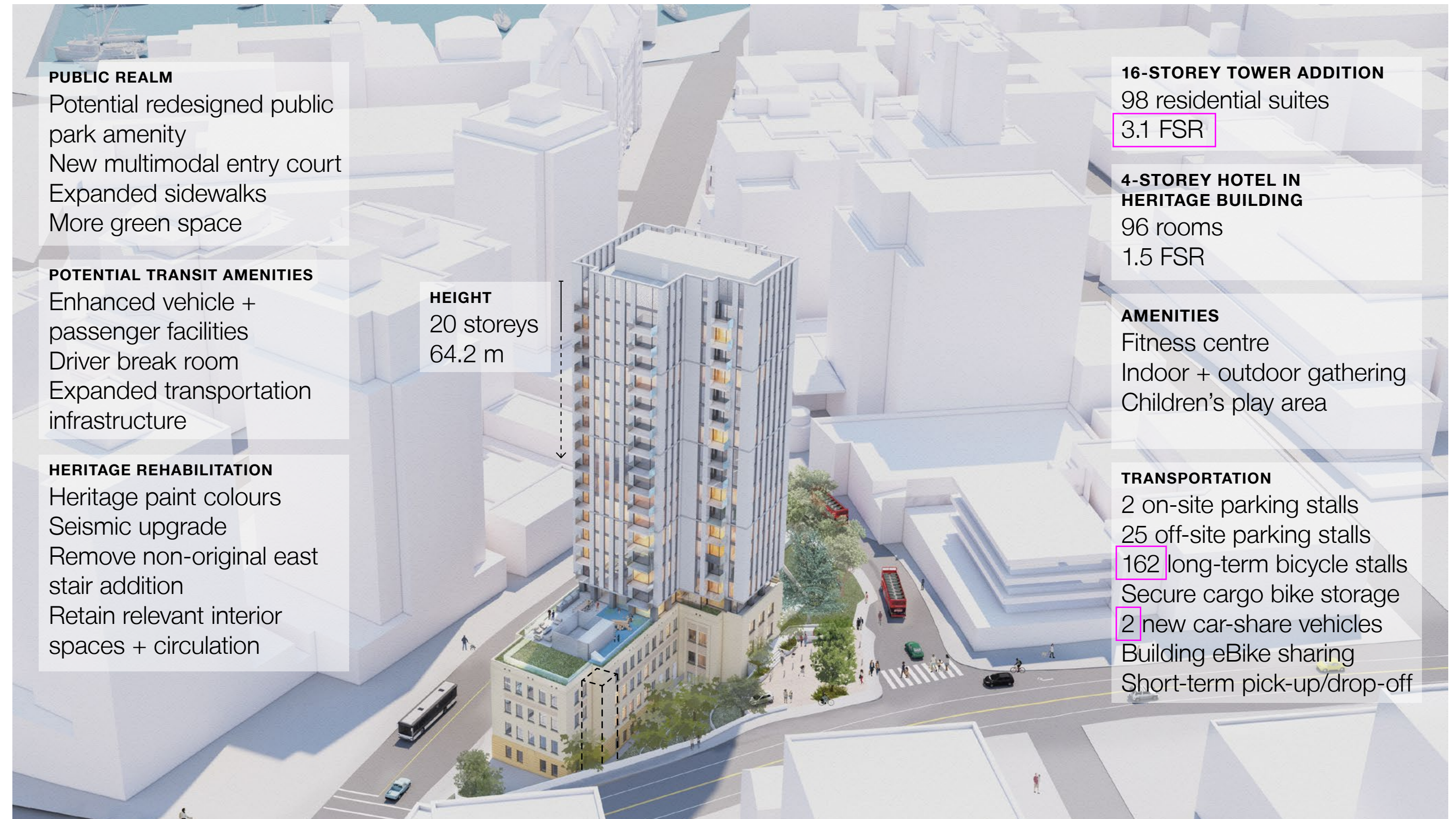
The 2,272 m² site is unique in the city. It is a steeply sloping triangular ‘island’ lot with no abutting private property lines. The site is bordered by three streets: Blanshard Street on the east, Burdett Avenue on the north, and Fairfield Road along the NW-SE axis. Immediately adjacent to the west is a small municipal park, Penwill Green. The most prominent feature of the site is the British Columbia Power Commission Building, a late Art Deco-styled cast-in-place concrete structure (completed in 1950).



PROJECT RATIONALE

PROJECT AT A GLANCE

UPDATED PAGE



01

PROJECT RATIONALE VISION, GOALS + CHALLENGES

The intention for this project is to revitalize an important existing site within downtown Victoria in a way which makes the most of its opportunities and addresses its challenges with a thoughtful, responsible, sensitive, and viable approach. The team envisions a new development that: restores an important heritage building, strengthens the urban network, improves the surrounding public realm, renews the adjacent municipal park, provides significantly expanded public transit infrastructure, and ultimately helps create a more vibrant, resilient, and diverse community.

This proposal is informed by several significant opportunities, including the chance to:

- Rehabilitate an important heritage structure, and to install a new program which brings a semi-public character through a hotel use operation allowing more people to access and interact with the building.
- Respond to the unique characteristics of the site and urban context in a way that meaningfully enhances the utility, character, and social importance of the heritage building and surrounding public realm.
- Extend and enhance the mobility infrastructure on the site and its immediate surroundings to create an “urban mobility hub.”
- Infuse more housing choice within the downtown core to address current and future needs.
- Establish new connections between the building, its precinct, and the street for a vibrant dialog between the public realm and the heritage building.

Conversely, the site has several constraints and challenging conditions to consider in redevelopment. These include:

- The challenge of creating a sensitive and compelling addition to the heritage building that balances programmatic demands, urban design considerations, policy goals, and financial realities.
- The scale of the public realm improvements needed improve and revitalize the ‘urban island’ site with three frontages and the interconnected relationship with the under-utilized Penwill Green park.
- The constraints imposed by the skewed relationship of the existing building to the streets and property lines, the geometry of the site, and the sloped topography. These create significant challenges for site design, architectural response, and conformance to existing zoning bylaws and design guidelines.
- The inability to provide any significant on-site parking while also retaining the existing heritage building.

01

PROJECT RATIONALE EMERGING PRINCIPLES + DESIGN CONCEPTS

Based on an analysis of the heritage building and site history, the urban design considerations, and planning and policy context, the team developed a set of emerging principles to guide the design decision making. Building on the principles in combination with the opportunities and constraints presented by the site, several design concepts are proposed which form the core of the overall proposal.

Emerging Principles

- Support Urban Vitality
- Design to Complement + Enhance
- Build on Unique Character
- Strengthen the Urban Network
- Respond to Ecology + Climate
- Increase Safety + Inclusion

Design Concepts

- Renew Penwill Green
- Create a Multimodal Entry Plaza
- Redefine Burdett Avenue
- Renew the Heritage Building
- Connect a Multi-Modal Hub
- Complement Housing with Active Uses
- Activate Street Frontages
- Realize Landmark Potential

PROJECT RATIONALE THE ARCHITECTURE

GOALS

Conceived as a comprehensive heritage rehabilitation and complementary contemporary addition, the design proposal aims to achieve several goals:

- Retain and enhance the existing character of the site.
- Execute thoughtful architecture that is complementary to the heritage building, its immediate neighbours, and the city.
- Develop an urban design which transforms the public realm around the property to better activate the street and welcome people to and around the site.
- Install a mixed-use program that aligns with the employment, housing, and tourism goals of the city. And,
- Create a potential landmark at an inflection point in the city.

HERITAGE APPROACH

The point of departure for the architectural design is the guidance on the rehabilitation of historic buildings (Standards 10, 11, and 12) offered in the *Standards and Guidelines for the Conservation of Historic Places in Canada*. In general, these guidelines instruct to:

- Repair rather than replace character-defining elements.
- Conserve heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to, and distinguishable from the historic place. And,
- Create any new additions or related new construction so that the essential form and integrity of an historic place will not be impaired if the new work is removed in the future.

The rehabilitation of the BC Power Commission building is detailed in a conservation plan prepared by the heritage consultant, Community Design Strategies, which is included in the submission package. The principal rehabilitations to the façade will include:

- The removal of the non-original exit stair which was added to the building in the 1970s.
- Restoration of the original paint colours based on the heritage consultant's investigation.
- Retention of significant character-defining elements, like metal window screens and corrugated glass.

Additional discussion of the heritage aspects of the proposal are outlined in the *Heritage* section later in this document and are set out in the conservation plan.

PROJECT RATIONALE

THE ARCHITECTURE

MASSING

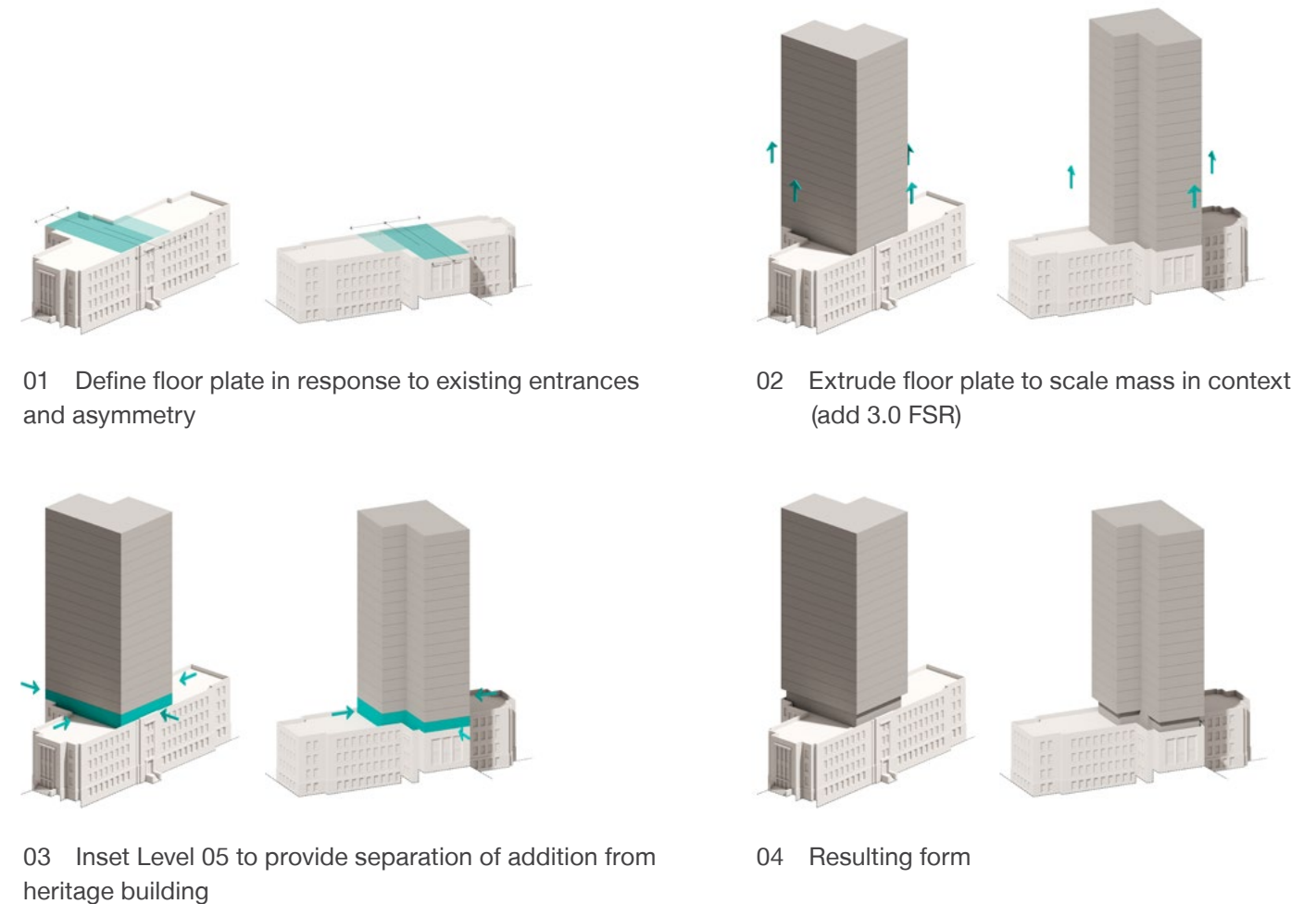
The addition to the historic BC Power Commission building takes the form of a slender tower with a direct formal relationship to two of the building's principal entrances. As articulated in the submission materials, the tower form matches the width of the prominent Blanshard Street main entrance façade and translates that form to the opposite elevation by symmetrically framing the prominent Fairfield Road entrance. The asymmetric relationship between the Blanshard Street entrance and the Fairfield Road entrance results in a L-shaped form. The tower floor plate respects the heritage building's footprint by keeping the tower façade aligned with or stepped back from the face of existing parapets below.

The NW and SE faces of the addition are set back 17.3m and 20.8m, respectively, from the corresponding elevations of the heritage building.

In addition, at the fifth storey—the first above the existing heritage building—the glazing is further stepped back from the existing parapets by between 1.48 m and 1.58 m to preserve the visual integrity of the heritage structure and to transition more gracefully between the old and the new.

The result is a horizontal base building whose historic character remains distinct and which becomes the podium for a new vertical addition that, in part due to its reduced-size floor plate, minimizes the impact on the heritage structure.

Massing Diagram



01

PROJECT RATIONALE THE ARCHITECTURE

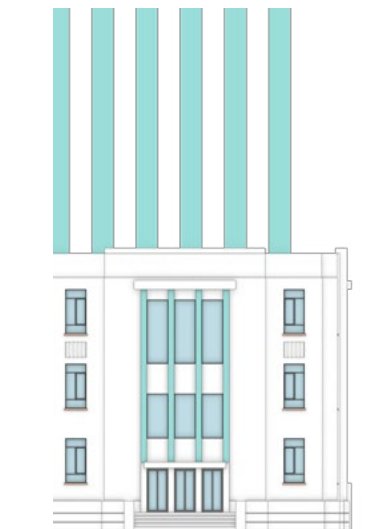
The fenestration and balcony strategy employed on the addition takes cues from the existing building's form and detailing and reinterprets them with a contemporary expression. The strong vertical composition of the Art Deco building entrances is echoed in the vertical bands of glazing and wall above. The existing building's window proportions and cellular grid-like expression are reflected in the size and consistent articulation of openings above. Periodic horizontal banding and a lightly articulated parapet complete the architectural composition in response to the horizontal ordering of the Art Deco building below.

The design proposes a material vocabulary inspired by the contemporary application of the materials used in the construction of the heritage building. This includes: modern rain-screened wall assemblies clad with cementitious panels; and metal-detailed windows, doors, and balconies which take cues from the existing aluminum window grilles, stairway guards, and window systems.

The hotel and residential tower will share a primary entrance and lobby from a redesigned public plaza-style front entry and pick-up drop-off zone. This plaza will replace the existing asphalt parking lot at the corner of Blanshard Street and Burdett Avenue. The hotel, currently planned with 96 rooms, will feature a shared fitness facility for guests and residents, a food and beverage lounge in the historic Chairman's Office on Level 3, and a new rooftop outdoor space at the Level 5 rooftop for small gatherings.

The residential tower will have its own indoor and outdoor amenity spaces, including a children's play area on the east portion of the Level 05 roof.

Faade Diagram



Step 1. Create a strong vertical reference to key elements of the existing building.



Step 2. Articulate the horizontals using recessed cladding elements, referencing the language of the existing to delineate floors.



Step 3. Create a stronger horizontal emphasis at every third floor level to terminate verticals like the existing building and provide a more human scale to the facade.



Step 4. Resultant facade.

PROJECT RATIONALE

PUBLIC REALM IMPROVEMENTS + LANDSCAPE ARCHITECTURE

IMMEDIATE CONTEXT RATIONALE

The project proposes public realm and street improvements to the centreline of the three fronting streets. On Burdett Avenue, improvements are proposed to also include north-side curb realignment to suit updated parking and vehicle movements. On Blanshard Street, the existing retaining walls supporting City infrastructure are proposed to be retained and any needed statutory right of way included as required. On Fairfield Road, sidewalk widening is proposed to improve the relationship of the building to the street and to enhance mobility and public transit spaces. A statutory right of way for the enhanced sidewalk can be considered for amenity contribution.

The project team also proposes potential upgrades to Penwill Green park, which can be confirmed as Community Amenity Contributions as part of the land lift analysis.



Conceptual image looking across Fairfield Road toward Penwill Green park.

The project proposes several distinct, significant landscape and public realm improvements on and around the site. Together, they represent an opportunity to activate the site and the park to make a significant contribution to the neighbourhood:

- *Renewed Penwill Green:* A potential re-envisioning of this small urban park which enriches the community, that is a safe, welcoming place to gather, and which helps knit together the various pedestrian, active transport, greenspace, and public transit networks in downtown and the surrounding neighbourhoods.
- *A Multimodal Entry Plaza:* A new space that welcomes the public to the front of the historic building, which defines the site with a more civic presence, gives priority to pedestrian flows, and provides more appropriate arrival for the intensified use of the site.

- *Burdett Avenue Redefined:* An enhanced street front which, more than providing a missing sidewalk, expands public green space, provides multi-modal connections, and which helps link the upper access precinct to the renewed Penwill Green park.
- *More Active Fairfield Road:* A potential transit terminus with enhanced passenger waiting, and bicycle parking.
- *On-site Gardens + Rooftops:* Provide a variety of outdoor experiences for guests and residents and a welcoming interface between the site and the surrounding community.
- *Vegetation + Stormwater Management:* New ecologically appropriate and drought tolerant planting throughout the site to manage stormwater, enhance the urban biosphere, and help create a more welcoming, usable, and resilient landscape.

01

PROJECT RATIONALE
POLICIES + GUIDELINES

REZONING

This application proposes to alter the zoning for the site from CBD-1 to a new Comprehensive Development (CD) zoning.

This proposal is based on the unique opportunities and constraints of this site, with the principal driver being the conservation and rehabilitation of the BC Power Commission Building.

The intent is to meet the objectives and principles in the Official Community Plan, Downtown Core Area Plan, and other applicable guidelines in a way that suits the specific urban design considerations of this unique and challenging site.

LAND USE

The proposed land use, a commercial hotel with multiple dwelling residential, is consistent with the current CBD-1 zoning. Close to the inner harbour, convention centre, and the rest of downtown, the site is an excellent location for a hotel, and would add to the supply of hotel rooms in the area. At the edge of downtown, adjacent to several other Urban Place Designations that promote higher density residential use (Core Residential, Core Inner Harbour/Legislative, Urban Residential), the added dwellings are a good fit to the immediate neighbourhood and a welcome supplement to the anticipated employment growth in downtown Victoria.

DENSITY

The development proposal has a total Floor Area of 10,439 m², comprised of 3,356 m² of commercial hotel space and 7,083 m² of residential space.

The current CBD-1 zoning generally permits a density of 3.0:1. In the OCP, the site is in the Core Business Urban Place Designation of the Urban Core planning area, which permits a maximum residential floor space ratio of 3:1 and total commercial floor space ratios ranging from a base of 4:1 to a maximum of 6:1.

In the Downtown Core Area Plan (DCAP), the site is within the Central Business District, which reiterates a maximum residential floor space ratio of 3:1. The site is within the Special Density Area noted in Map 14, where changes to the maximum density “must be approved through a rezoning process that considers the policies of this Plan along with the local historic context, public realm context and other relevant plans, policies and design guidelines.”

Directly opposite the site, on the north side of Burdett Avenue, is Density Bonus Area A-1, which contemplates a base mixed-use density of 4:1 and maximum density of 6:1.

780 Blanshard Site Area	CBD-1 Current FSR	DCAP + OCP Max Residential FSR	OCP Max Commercial FSR	Proposed FSR	Proposed Maximum Floor Area
2,272 m ²	3.0 : 1	3.0 : 1	6.0 : 1	4.5 : 1 1.5 : 1 Commercial 3.1 : 1 Residential	10,439 m ²

01

PROJECT RATIONALE
POLICIES + GUIDELINES

HEIGHT

At 20 storeys—four storeys for the existing heritage building and 16 storeys for the addition—the proposed height for the development is 64.18 m, with an additional 4.9 m rooftop structure comprising the mechanical penthouse and elevator overrun. This exceeds the 43.0 m set out by the CBD-1 zoning by 21.18 m. The height is consistent with the Core Business height limit of up to 24 storeys stated in the OCP. The DCAP outlines a maximum building height of 45.0m or approximately 15 residential storeys for the site (Map 32).

The primary reason for the proposed height is the opportunity to retain the existing heritage building and have a well-considered design response. The rooftop addition respects the existing footprint of the BC Power Commission building and derives its geometry from a relationship to two of the primary Art Deco-styled building entrances.

The result is a proposed reduced floor plate (424 m²) when compared to typical residential towers (maximum 650 m² for buildings above 30 m). While the same proposed density could be contained within 14 overall storeys (4 existing + 10 addition)—and therefore comply with the 45.0 m DCAP Map 32 height and the 650 m² floor plate limits—the resultant massing would not respect the footprint of the existing heritage building.

There are several additional contextual factors which support this variance to the maximum height:

- The slender tower profile preserves more skyview, enhances access to daylight, and minimizes shadowing, and reduces impacts to the existing heritage structure.
- The cross slope of the site—two storeys north to south—results in 18 perceived storeys at the main entrance at Blanshard Street and Burdett Avenue, and 20 storeys along Fairfield Road, which is directly opposite to two existing high-density residential projects with street-facing heights of 18 and 14 storeys, respectively.
- The existing generous floor-to-floor heights in the heritage building are retained.

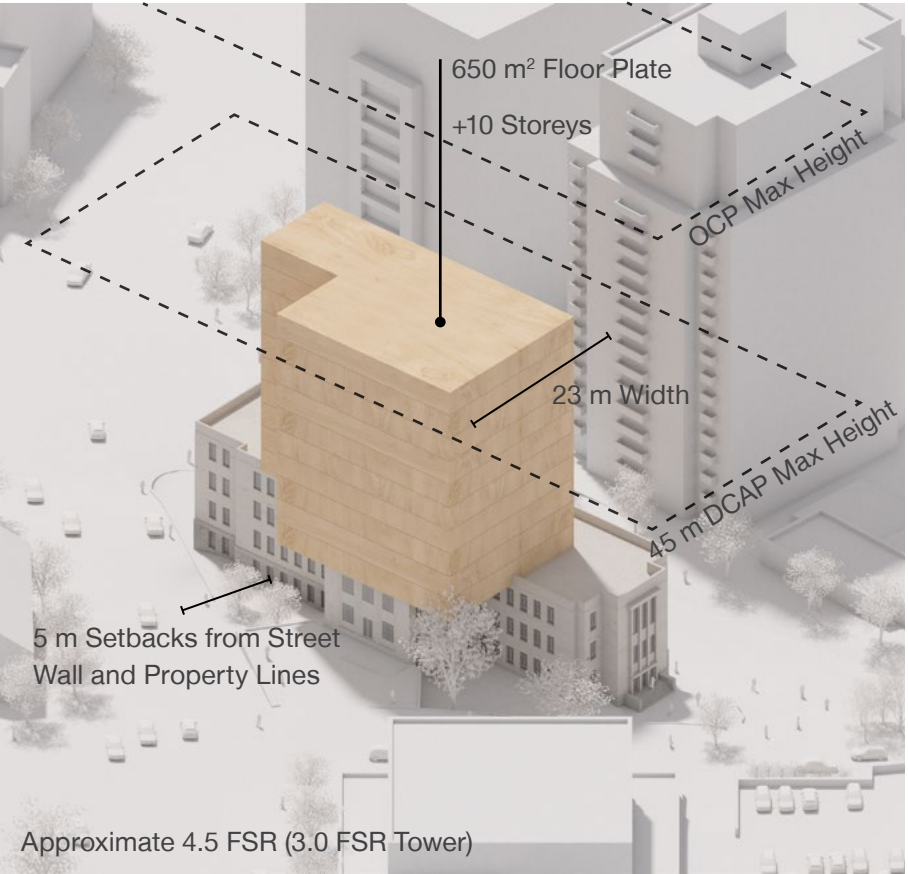


Diagram of a massing compliant with DCAP urban design guidelines (for illustrative purposes only, not propositional)

780 Blanshard Existing Height (Storeys)	CBD-1 Maximum Height	OCP Maximum Residential Storeys	DCAP Maximum Height (Approximate Residential Storeys)	Proposed Height (Storeys)
15.01m (4 storeys)	43.0m	24 storeys	45.0m (15 storeys)	64.18m (20 storeys)

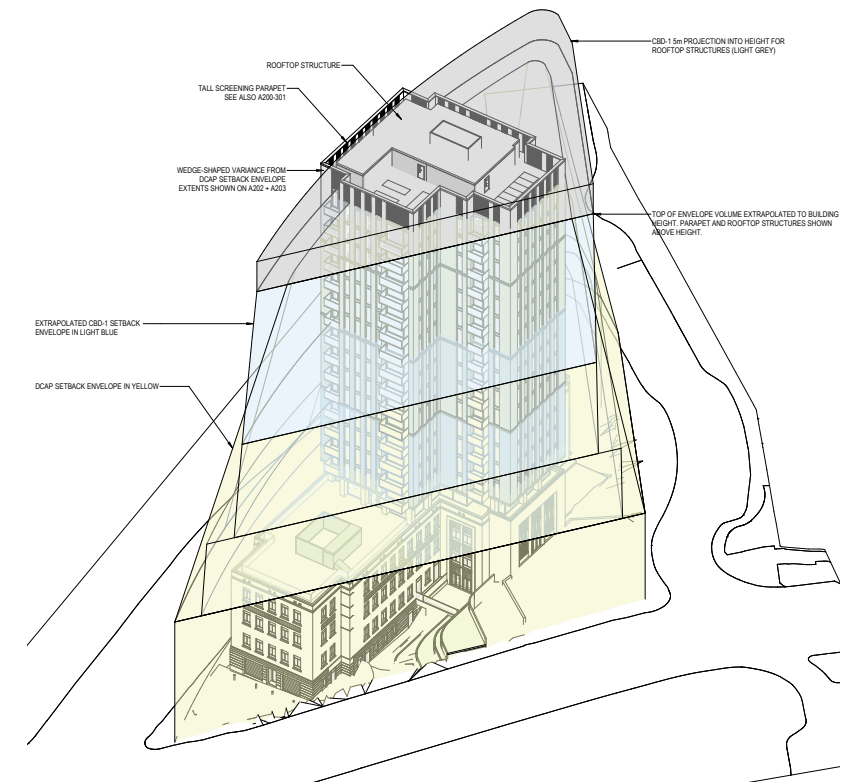
SETBACKS + STREET INTERFACES

Anticipating the full-block street wall building typology predominant in the downtown core, the CBD-1 zoning has 0 m minimum setbacks at the front, sides, and rear up to 20 m in height. Above that, to preserve daylight reaching street level and to maintain separation between tall buildings, a series of increasing step-backs are required as buildings grow taller. For the ‘front’ of this property, which City staff have confirmed is on Blanshard Street, a 5:1 angle of inclination away from the street is required above 20m in height. For the other two side/rear property lines, a step back of 3.0 m is required between 20.0m and 30.0 m, and 6.0 m over 30.0 m to 43.0 m (Maximum Height). These setbacks are generally consistent with the Building and Street Interface Guidelines in the DCAP, which contemplate a street wall condition of 15.0 m or 20.0 m, depending on street type, with a 1:5 setback ratio beyond those heights.

In this proposal, the existing siting and floor plate configuration of the BC Power Commission building—a building with significant existing setbacks on the north and east—place constraints on the massing of any addition that confines itself to the footprint of the existing building. As a result, the proposed addition has minimum setbacks from Blanshard Street and Burdett Avenue of 9.73m and 8.88m, respectively. Along Fairfield Road, where the existing structure is close to the street, the addition

is set back 3.25m at the closest point to the property line. This constraint results in the tower-form addition projecting beyond the 1:5 inclined plane above approximately 36m in height. At the top of the building this projection is 5.61m beyond the 1:5 setback ratio plane. As noted above, keeping the floor plate of the addition within the outline of the existing heritage building is a key attribute of success for the design response to the heritage building. There are several additional mitigating factors that further support this approach:

- Since the project is on the north side of Fairfield Road, the shadow impacts of the addition on the street immediately below are minimal.
- The small floor plate of the addition reduces the ‘canyon’ effect, and has a corresponding reduced shadow impact on the surrounding area when compared to a typical downtown midrise or highrise development typology.
- The significant setbacks from Burdett Avenue and Blanshard Street, where larger public spaces and park areas are located, provide relief from the proximity of the addition above Fairfield Road.



Axonometric of overlaid CBD-1 + DCAP setback envelopes;
See A015

01

PROJECT RATIONALE POLICIES + GUIDELINES

FLOOR PLATE LIMITATIONS AND BUILDING SEPARATION

The small floor plate residential tower addition (424 m²) conforms to the floor plate maximum size for buildings greater than 30 m (maximum 650 m²).

Without any other abutting private property lines, the site has street frontage on all sides of the triangular lot and the footprint of the proposed tower addition fits entirely within the footprint of the existing heritage building. As such, while the residential exterior wall clearance to the property line along Fairfield Road does not conform with the 6.0 m clearance called for in the DCAP Appendix 6, there is a 3.25 m minimum clearance to the corner of the tower addition wall above Fairfield Road.

The distance from the tower addition to the nearest tall neighbour, 751 Fairfield Road opposite, is greater than 18 m.

SOLAR ANALYSIS

Sun shadow studies (see Section 06) demonstrate that the proposal preserves solar access on sidewalks opposite the development during key mid-day hours and has a modest added impact on the adjacent streets and public realm overall. Other tall buildings in the area cast significant shadows, reducing the net added incremental shadow impact of the proposal.

BUILDING DESIGN GUIDELINES

Retaining the existing heritage building and adding a tower-form addition results in a building form generally consistent with the Building Design Guidelines in DCAP Appendix 7. The tower addition produces a new composition consistent with a distinguishable building base and top. The existing Art Deco-styled entrances on multiple elevations maintain the building's strong "address" and legibility.

Mechanical equipment is effectively screened on rooftops. Despite no laneway or integrated loading facilities, loading and service access can be well accommodated and generally screened at the southeast corner near Blanshard Street and Fairfield Road.

In addition, the site has significant 'landmark potential' as it is located at two vista terminations:

- Looking south along Blanshard Street, the heritage building and tower form would be prominently visible as Blanshard curves east as it descends the slope toward Beacon Hill Park.
- Looking east along Humboldt Street from the Inner Harbour, the proposal creates a clear prominent termination of the view, framed by the existing context.



Vista termination views to 780 Blanshard: Looking south along Blanshard Street (left) and looking east along Humboldt Street (right)

01

PROJECT RATIONALE BENEFITS + AMENITIES

The development proposal aspires to benefit the economic, social, and cultural life of Victoria. The project team sees this project as a chance to leverage the unique opportunities and challenges of the site to reestablish 780 Blanshard Street as a significant address in the city. Several aspects will be of benefit to the broader community:

- Additional employment and tourist infrastructure supported by the hotel,
- The rehabilitation of and added semi-public character to the historic building,
- Added downtown housing to support more lively and walkable communities, and
- An updated urban park and potential new public transit hub.

The completed development will feature a number of amenities for the residents, guests, and the public, including:

- Accessible sidewalks and green spaces all around the site,
- New project-sponsored dedicated car share spaces,
- New expanded public transit area and potential for seating areas,
- A shared eBike fleet for the building,
- Electrified short- and long-term personal mobility charging,
- A new multimodal entry plaza,
- Opportunities for public art, and
- A publicly accessible historic conference room and new rooftop outdoor space operated under the hotel use.



Conceptual image looking across Blanshard Street toward the corner of Burdett Avenue

01

PROJECT RATIONALE NEED + DEMAND

GROWTH + HOUSING

The downtown area of Victoria is a key centre in the region’s employment and population growth projections and planning. The recently released 2021 national census data show that the population of downtown Victoria grew by 40.8% between 2016 and 2021. This represents 25% of the total population growth in Victoria since 2016.

The anticipated growth in the downtown core forms part of the foundation of the Downtown Core Area Plan. The Victoria Housing Strategy (Phase 2) and the CRD Regional Growth Strategy identify housing as a core need for the region, especially in urban centres. The DCAP also refers to City forecasts which indicate that, by 2026, the total combined floor space demand for residential, office, retail, service, and hotel room uses in the Downtown Core Area will increase by an additional 853,800 m² to 1,174,300 m².

The 2021 report *Victoria’s Housing Future* notes that current housing growth in Victoria is falling short of future needs. This, in turn, affects the City’s ability to meet housing affordability targets. The analysis of new housing units by target growth area set out in the OCP shows a potential shortfall in the Urban Core but a positive indication from recent trends.

THE 15-MINUTE NEIGHBOURHOOD

Victoria’s Housing Future also discusses the “15-minute neighbourhood” as a key concept in city planning, and underscores the social and economic value of building communities where there are a diversity of shops, schools, offices, and other key destinations within a 15-minute walk from home. In addition to the existing employment base and network of schools and services, there is significant new commercial development near the site, including the recently approved Telus Ocean project (749 Douglas Street, 2-minute walk) and the proposed Capital VI office building (1221 Blanshard Street, 5-minute walk).

HOTEL

Supported by operator interest and overall demand, room occupancy is forecasted to climb back to—and then exceed—pre-pandemic levels by 2024, there is a need in Victoria for more hotel rooms. The micro-hotel is anticipated to be run by a boutique lifestyle operator offering an efficient operating model, targeting travel-sized and flexible guest room configurations with an urban vibe in a prime location.

URBAN MOBILITY HUB

The lot configuration and siting of the existing heritage building does not permit any significant off-street vehicle parking. Considerable effort has been undertaken in concert with WATT Consulting Group to develop a suite of mobility options and Transportation Demand Management measures to reduce vehicle parking demand and encourage the use of public transit and alternative active transportation modes.

See more information in WATT's Parking & Transportation Demand Management Study included in the submission materials.

In addition, the immediate adjacency of the BC Transit bus terminus along Fairfield Road, the redesign of Penwill Green and the upgraded street frontages all around the building offer an opportunity to make broader neighbourhood-level transportation improvements.

This has culminated with a vision for the potential for the development to become an “urban mobility hub.”

TRANSPORTATION DEMAND
MANAGEMENT

A variety of transportation demand management measures are proposed to reduce the overall demand for parking and to encourage alternate modes of transportation. These include:

- Two project-sponsored, publicly accessible car-share spaces located on Burdett Avenue,
- Transit pass programs for hotel employees and tower residents,
- An in-building fleet of 11 eBikes to be shared among residents and hotel guests,
- Bicycle maintenance facilities and charging access for all long-term bicycle parking spaces,
- Long-term bicycle parking for extra-large cargo bikes and similar (min 10%),
- End-of-trip facilities for hotel staff,
- Ample short-term pick-up and drop-off space to facilitate deliveries, ride hailing, and other short-term uses, and
- Multi-modal wayfinding to promote active transit and public transit use

LOADING

Loading will be managed at the southeast corner of the site at the existing service entrance. Standard delivery vehicles and waste management vehicles can be accommodated on site at the existing driveway crossing near the corner of Blanshard Street and Fairfield Road.

Parcel delivery vehicles and passenger pick-up and drop-off can be managed on-site at the entry plaza at the corner of Blanshard Street and Burdett Avenue. A pick-up drop-off curb and two short-term parking spaces are provided at the front plaza. An additional short-term parking stall on Burdett Avenue next to the car share stalls is proposed for the building's use.

01

PROJECT RATIONALE
TRANSPORTATION

UPDATED PAGE

VEHICLE + BICYCLE PARKING

While the proposal has limited off-street vehicle parking on the property, 25 off-site stalls within a short walking distance have been secured by Reliance Properties for long-term use by the development. The table below notes the current vehicle parking, the proposed, the Schedule C parking requirement for the proposed land uses, and the difference between the proposed and Zoning requirements.

Significant long and short-term bicycle parking is proposed for building guests, residents, and visitors. Long-term bike parking will be electrified for charging. A fleet of 11 shared eBikes for resident and hotel guest-use is proposed. End-of-trip facilities for hotel staff, including lockers, showers, and secure, electrified storage are included.

Residents will have access to a bike repair station and 11 large parking spaces for cargo bikes and similar over-size non-standard bicycles. In addition, bicycle parking and a public bicycle repair station are being contemplated adjacent to Penwill Green park and the transit area along Fairfield Road.

See more information in WATT’s Parking & Transportation Demand Management Study included in the submission materials.

Existing On-Site Vehicle Parking	Proposed Vehicle Parking	Required Vehicle Parking per Zoning Bylaw 2018	Reduction through Demand Management	Shortfall
6 stalls	27 stalls (25 off-site)	106 stalls (24 hotel) (82 residential)	-51 stalls	28 stalls

Long-Term Bicycle Parking		Short-Term Bicycle Parking	
Required Bicycle Parking per Schedule C	Proposed	Required Bicycle Parking per Schedule C	Proposed
112 spaces (108 residential, 3 hotel)	162 spaces (146 residential, 5 hotel, 11 shared eBikes)	14 spaces (10 residential, 4 hotel)	14 spaces

PROJECT RATIONALE TRANSPORTATION

PUBLIC TRANSIT INFRASTRUCTURE IMPROVEMENTS

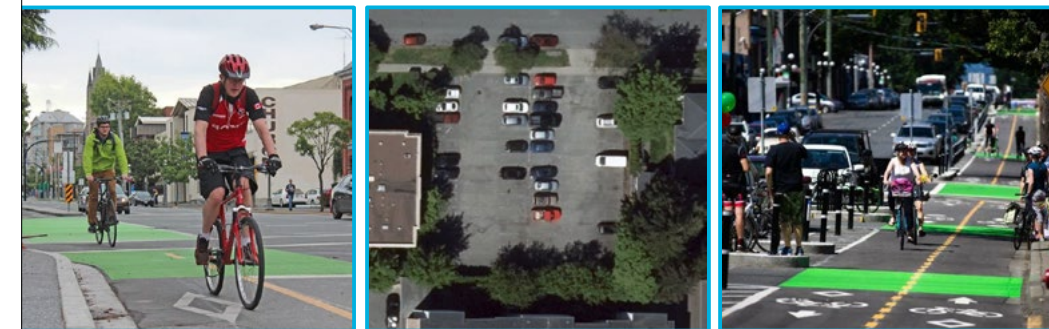
The site is adjacent to the existing Fairfield at Blanshard transit terminus point for the Victoria Regional Transit System. In addition to overall pedestrian and bicycle connection improvements to this transit node from the building and surrounding area, the site's development offers several potential transit infrastructure improvement opportunities that would be of benefit to not only the neighbourhood but the City and region. The suggested transit infrastructure improvements for the site include:

- *Potential expanded transit vehicle capacity:* The extension of the layby curb on the north side of Fairfield Road west towards Burdett Avenue. Expanded capacity could also potentially support the introduction of RapidBus, since two of the transit system's proposed RapidBus routes (the West Shore RapidBus Line and Peninsula RapidBus Line) will require a terminus point in the downtown area.
- *Space provision for potential transit vehicle electric charging infrastructure:* Could provide the opportunity to evolve the transit system to zero emission vehicles and also reduce noise of transit vehicles in the area.
- *Space provision for expanded transit passenger amenities:* Including transit shelter, expanded waiting space and bus loading facilities on Fairfield Road integrated as part of the Penwill Green improvements.



780 Blanshard Street Parking & TDM Study

Reliance Properties Ltd.



WATT CONSULTING GROUP

March 13, 2023

WATT VICTORIA
#302, 740 Hillside Avenue
Victoria, BC V8T 1Z4
(250) 388-9877

01 PROJECT RATIONALE

HERITAGE

The BC Power Commission Building is a registered heritage building (R/Com) in the City of Victoria. The building was designed by the BC Public Works Department's Chief Architect, Henry Whittaker. It was built in 1949-50 and is an example of late Art Deco expression. Its geometric form and ornamentation provide a significant counterpoint to the typically Victorian nineteenth century architecture of nearby landmarks such as St. Ann's Academy and communicate a sense of modernity well suited to its original function as the headquarters for the electrification of the province in the mid-twentieth century. It was occupied continuously for public sector use for the Power Commission and then various government Ministries until the property was sold in 2020.

Community Design Strategies is the heritage consultant for the project and they have prepared a heritage conservation plan for the building. It is included with the rezoning submission materials along with a "Summary of Research and Revised Statement of Significance" prepared in 2023 and a Heritage Impact Assessment.



British Columbia Power Commission Building, photographed in 1951 (Photo credit: City of Victoria)

According to the Statement of Significance, the character-defining elements of the BC Power Commission Building are:

- Location on the edge of the Humboldt Valley.
- Four-storey flat-roofed form and geometric massing.
- Architectural composition designed to accommodate its sloping lot and to accentuate the height of the southern façade.
- Association with the BC Power Commission as evidenced in such interior elements as the three-storey high aluminum stairwell screen with the initials B.C.P.
- All surviving Art Deco detailing relevant to its 1949 design.
- Surviving interior fittings and fixtures related to its original design.
- Original spatial configurations, fittings, and detailing of the Conference Room (originally the Chairman's Office).
- Pattern of fenestration openings, window pane divisions, and south entrance transome.
- Corrugated glass windows on west elevation.
- Metal window grilles.

01

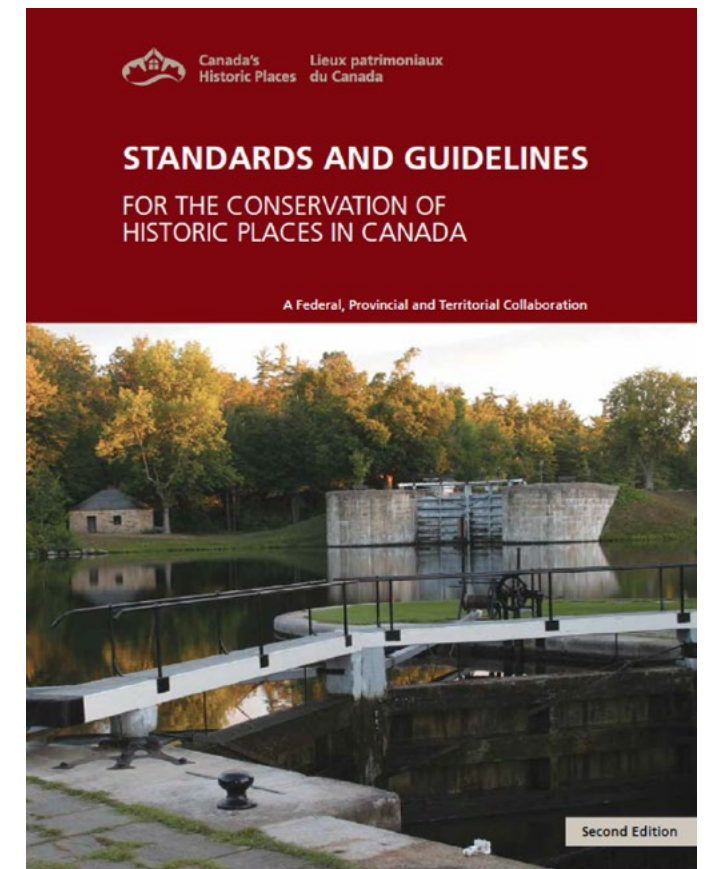
PROJECT RATIONALE HERITAGE

The intent for conservation is to preserve the exterior and interior character-defining elements. Although the original spatial configuration will be adapted for reuse, the Conference Room (Chairman’s Office) and west stairwell will remain fully intact. The double-loaded corridor along a central east-west circulation spine will also be retained. The proposed interior partition scheme is compatible with the existing building fenestration pattern. The historically intact third floor entrance lobby and the original wood paneled library on the fourth floor were not identified as character-defining elements, but the team is working on interior layouts that enable the retention and/or re-use of these features to the greatest degree possible.

Standard 11 of the *Standards and Guidelines for the Conservation of Historic Places in Canada* states that heritage value and character-defining elements must be conserved when creating any new additions and that all new work must be physically and visually compatible with, subordinate to and distinguishable from the historic place. The proposed tower addition meets this standard in the following manner:

- It conserves the heritage value and character-defining elements by not obscuring, radically changing, or having a negative impact on character-defining materials and forms. Hotel use ensures the space has public access; the altered spatial configuration for hotel suites is like the original office layout.
- It is physically compatible, yet distinguishable from, the BC Power Commission building in that the addition will not be an imitation nor will it be in severe contrast. It will use materials, texture and colours that are harmonious with those of the historic building; taking design cues from the Art Deco detailing, such as the scale, rhythm and alignment of the fenestration and horizontal and vertical elements and blend contemporary interpretations into the design of the tower, thus emphasizing the integrity of the historic building, complementing the building, and respecting its heritage value.
- The addition is further distinguishable from the building’s historic “podium” with clear distinction between what is old and what is new, while preserving the materials and features that characterize the heritage building.
- Standard 11 requires the addition to be subordinate to the historic place. This standard clearly states it is not a question of size. Although the height of the addition competes with the low-rise scale of the historic building, the addition can be considered subordinate in that it confines its footprint to the central spine between the two primary ground floor entrances, thus preserving the historic building’s horizontality, scale and relationship to the site and its context.

- The addition is also set back on the north and south sides to maintain views of the outer edges of the historic building and confines its location to ensure most of the heritage building’s mass is untouched. Views from the southwest and southeast give a sense of the addition being displaced beyond the historic building, thus giving the perception that it is a separate structure.



01

PROJECT RATIONALE GREEN BUILDING FEATURES

The design team has a shared commitment to environmental responsibility and includes LEED-accredited professionals and Certified Passive House Designers. In addition to meeting or exceeding the requirements of the BC Energy Step Code, the team will consider the global warming potential of building materials, up- and down-stream waste potential of materials, and the durability and suitability of materials, systems, and equipment.

As an example of adaptive re-use, the project proposes an array of environmentally responsible features:

- Re-use of most of the existing concrete structure of the BC Power Commission building, resulting in significantly reduced construction material use, less energy and waste in demolition and disposal, preservation of embodied carbon, and the extension of life for a 70-year-old structure.
- An all-electric heat pump-based heating and cooling system capable of being shared between both the hotel and residential tower resulting in a more sustainable, efficient system.
- Landscaped roofs and site planting designed for on-site storm water management.
- An architectural design which considers passive design principles, limiting window-to-wall ratios.

- BC Energy Step Code performance at Step 2 for both the residential tower and the commercial hotel.
- Extensive bicycle storage facilities, including electrified long-term bicycle parking spaces and spaces for cargo bicycles.
- End-of-trip facilities for hotel staff, including showers, lockers, and secure, electrified bicycle storage.
- Building-sponsored public car share spaces and resident car share memberships to reduce parking and personal vehicle demand. And,
- Low-use water fixtures and high efficiency LED lighting throughout.



Conceptual aerial image looking west

01

PROJECT RATIONALE COMMUNITY ENGAGEMENT SUMMARY

The project team have consulted with City staff several times over the development of this project. The team met the Downtown Residents Association in December 2021 and provided the pre-application package to the City for online viewing and comment.

The team organized and hosted a hybrid in-person and online Community Meeting on March 21, 2022. The in-person component was held near the site at the Parkside Hotel (810 Humboldt Street) and was attended by more than forty people. Several members of the project team were present in-person to discuss the project and answer questions. Several more representatives from the project team were available online, where approximately twelve additional members of the public participated virtually.

The most frequently expressed concerns at the meeting revolved around parking and traffic, with a smaller number of attendees expressing concerns about height, shadowing, and view impacts. Feedback from the Community Meeting was used to undertake additional studies, including a Traffic Impact Assessment, View Analysis from nearby homes at 751 Fairfield Road and 788 Humboldt Street, and additional Shadow Analysis. It also directly informed revisions to the application including the implementation of additional Transportation Demand Management measures to address parking concerns.

The team also organized and held a public “open house” at the 780 Blanshard Street heritage

building on June 1, 2022. The open house was publicized by way of a Canada Post mail-out for a 500m radius around the site, web and social media announcements, and media coverage. In addition to the opportunity for the public to see and experience the building, the team prepared a presentation and comprehensive set of poster boards to introduce the project.

Ten representatives from the design team were on hand to discuss the project individually with interested members of the public. The team estimates that 60–80 people attended the open house. The discussion was wide-ranging, with a mix of positive, negative, and neutral (questions) generally expressed. Of the written feedback received on comment cards, two respondents voiced support for the project, one expressed concern for the project, and six voiced neutral comments and/or suggestions for improvement. A summary of the event is included with the submission materials.



Photo of the open house held on June 01, 2022



Photo of the open house held on June 01, 2022

02 HISTORICAL ANALYSIS

02 HISTORICAL ANALYSIS

URBAN DEVELOPMENT UP TO MID-20TH CENTURY



1851 **Sketch of the Songhees Village**
by Linton Palmer
From The Bill Reid Centre



186- **Photo from Church Hill looking south west towards James Bay**
by Hannah & Richard Maynard,
From The BC Archives



1864 **Photo of the Songhees Village along the James Bay mudflats**
From The BC Archives

Pre-Colonial

1854 **Map of the Districts of Victoria and Esquimalt**
From The BC Archives



1861 **Map of Greater Victoria**
From The BC Archives



1878 **Bird's Eye View Map of Victoria**
by M.W. Waite & Co.
From The BC Archives



02 HISTORICAL ANALYSIS

URBAN DEVELOPMENT UP TO MID-20TH CENTURY



1889 Sanborn Fire Insurance Map from Victoria, British Columbia
From the Library of Congress



1897 Harbour from Church Hill
by Ainslie James Helmcken
The BC Archives



192- Penwill Green Park
The BC Archives

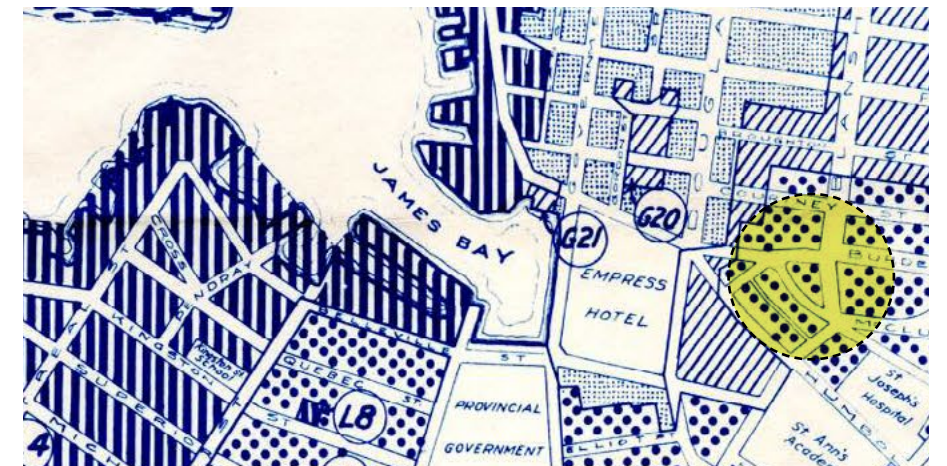
1889 Penwill Street Homes (1889)
The BC Archives



1906 View from a postcard



1943 City Zoning Map
From the City of Victoria



02 HISTORICAL ANALYSIS

URBAN DEVELOPMENT UP TO MID-20TH CENTURY



1950 **British Columbia Power
Commission Building**



1951 **Photo of building from Fairfield Street
looking East**
The BC Archives

1952 **Penwill Street homes & the BC Power
Commission Building**
From the City of Victoria Archives



02 HISTORICAL ANALYSIS

780 BLANSHARD STREET



Above: British Columbia Power Commission Building, photographed in 1951



Left: Embossed concrete detailing, photo circa 1950

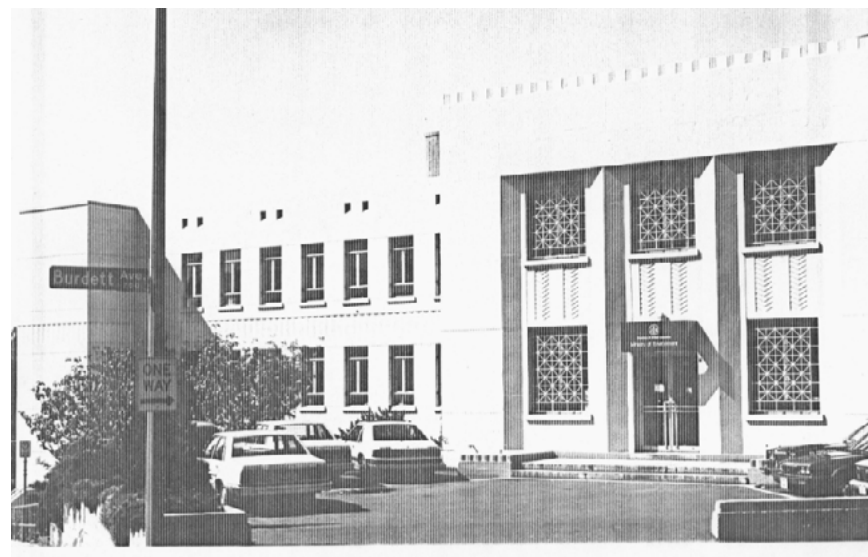
HERITAGE VALUE*

- The BC Power Commission building was designed by Henry Whittaker (1885–1971), the Chief Architect for the Province of BC from 1919–1949.
- It has a distinctive architectural design and connection with the public sector enterprise that helped shape British Columbia’s waterpower industry.
- The building’s design is a late expression of the Art Deco Style.
- Its geometric form and ornamentation provide a significant counterpoint to the typically Victorian nineteenth century architecture of nearby landmarks such as St. Ann’s Academy, and communicate a sense of modernity well suited to its original function as the control centre for the electrification of the province in the mid-twentieth century.
- The building’s history of continuous public sector supports Victoria’s role as a centre of government since the late nineteenth century. It is the location of the signing of the Columbia River Treaty in 1961.

* Excerpted from Canada’s Historic Places

02

HISTORICAL ANALYSIS BUILDING HISTORY FROM HISTORIC PLACES



CHARACTER DEFINING ELEMENTS

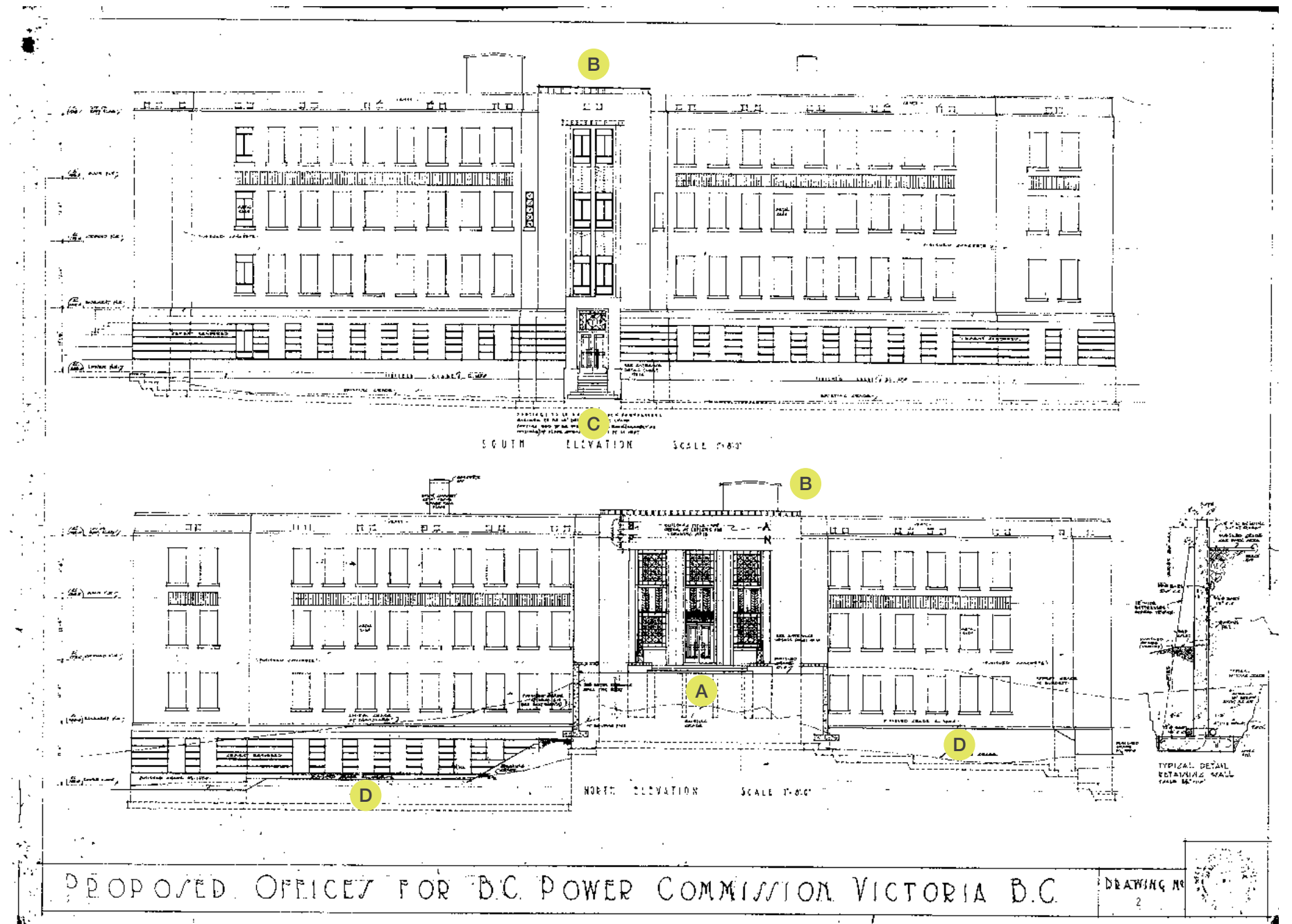
- Location on the edge of the Humboldt Valley.
- Four-storey flat-roofed form and geometric massing.
- Architectural composition, designed to accommodate its sloping lot and to accentuate the height of its southern façade.
- Evidence of its association with the British Columbia Power Commission, seen in such interior elements as the three storey high aluminum stairwell screen with the initials B.C.P.
- All surviving Art Deco detailing relevant to its 1949-50 design.
- Surviving interior fittings and fixtures related to its original design.
- The original spatial configurations, fittings, and detailing of the Conference Room (originally the Chairman's Office).
- Pattern of fenestration openings, window pane divisions, and south entrance transome.
- Corrugated glass windows on west elevation.
- Metal window grilles.

HISTORICAL ANALYSIS

1949 – ORIGINAL FAÇADES

KEY FEATURES

- A** Articulated entrance at Blanshard Street with numerous Art Deco details including pointed columns, metal window screens, and decorative cast concrete panels. Light fixtures with a spherical lamp atop a metal base flank the main entry doors
- B** Parapets at building entrances are heightened and articulated with an undulating form
- C** The entrance at Fairfield Road, the tallest portion of the building, has a strong vertical emphasis and detailing akin to the Blanshard entrance deployed in a more modest way
- D** The site grade is sculpted to provide daylight access to the lower floors

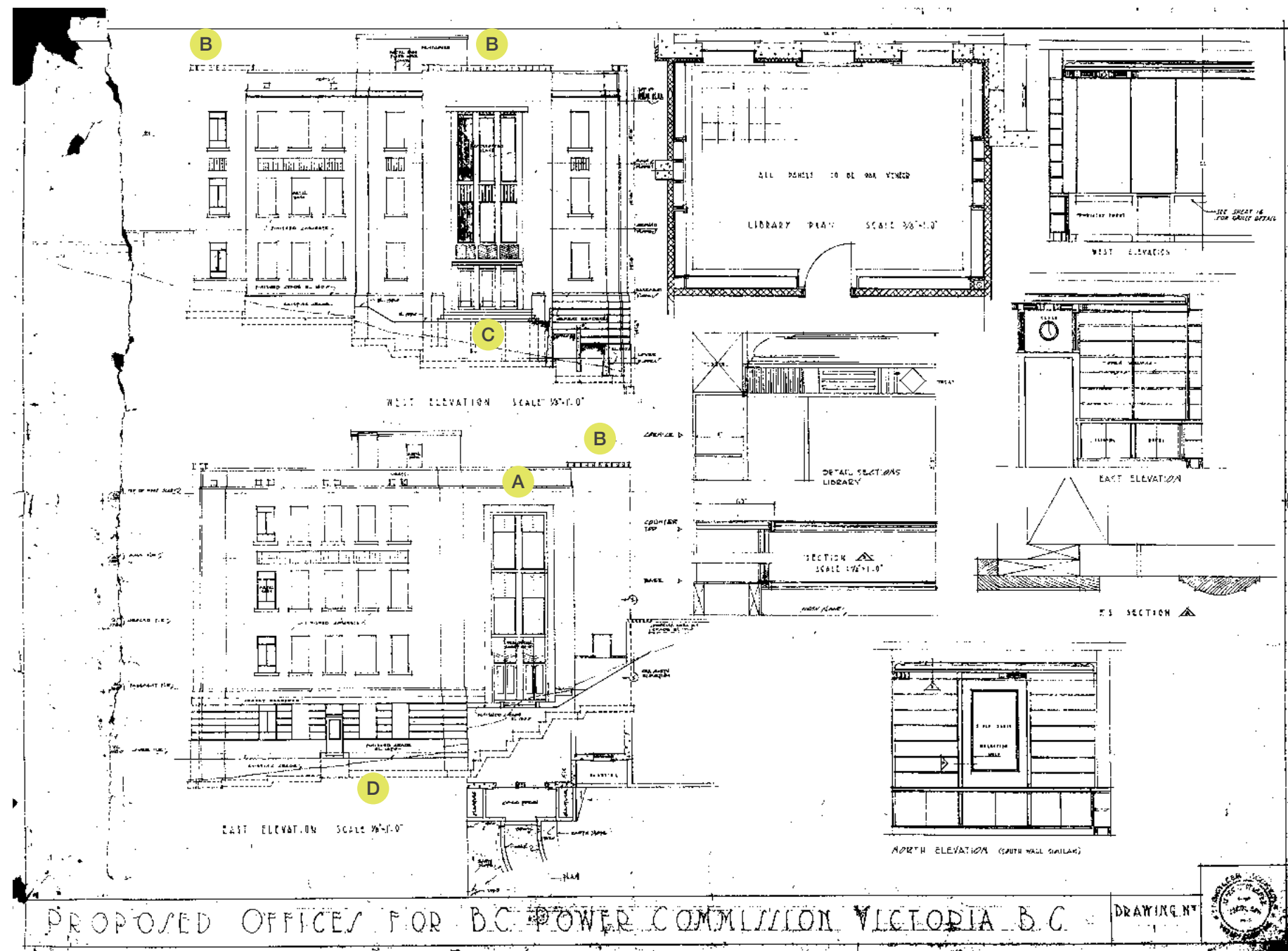


02 HISTORICAL ANALYSIS

1949 – ORIGINAL FAÇADES

KEY FEATURES

- A** The stair adjacent to the main entrance exits at level 2 and has a strong vertical expression akin to the main entrances but with less decoration
- B** Parapets at building entrances are heightened and articulated with an undulating form
- C** The exit at the west end of the building has a strong vertical expression and a higher level of decoration marking it as the secondary entrance point of the building
- D** The site grade is sculpted to provide daylight access to the lower floors

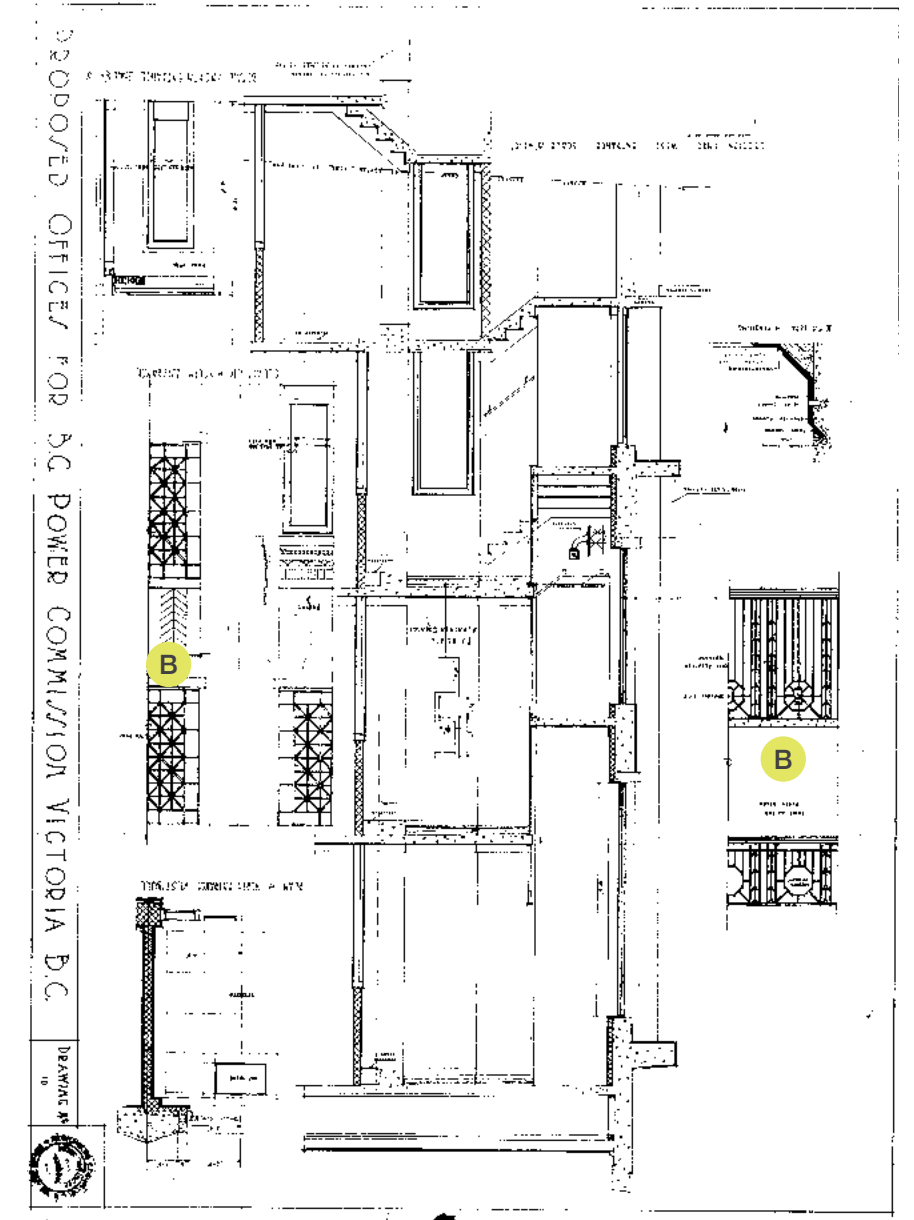
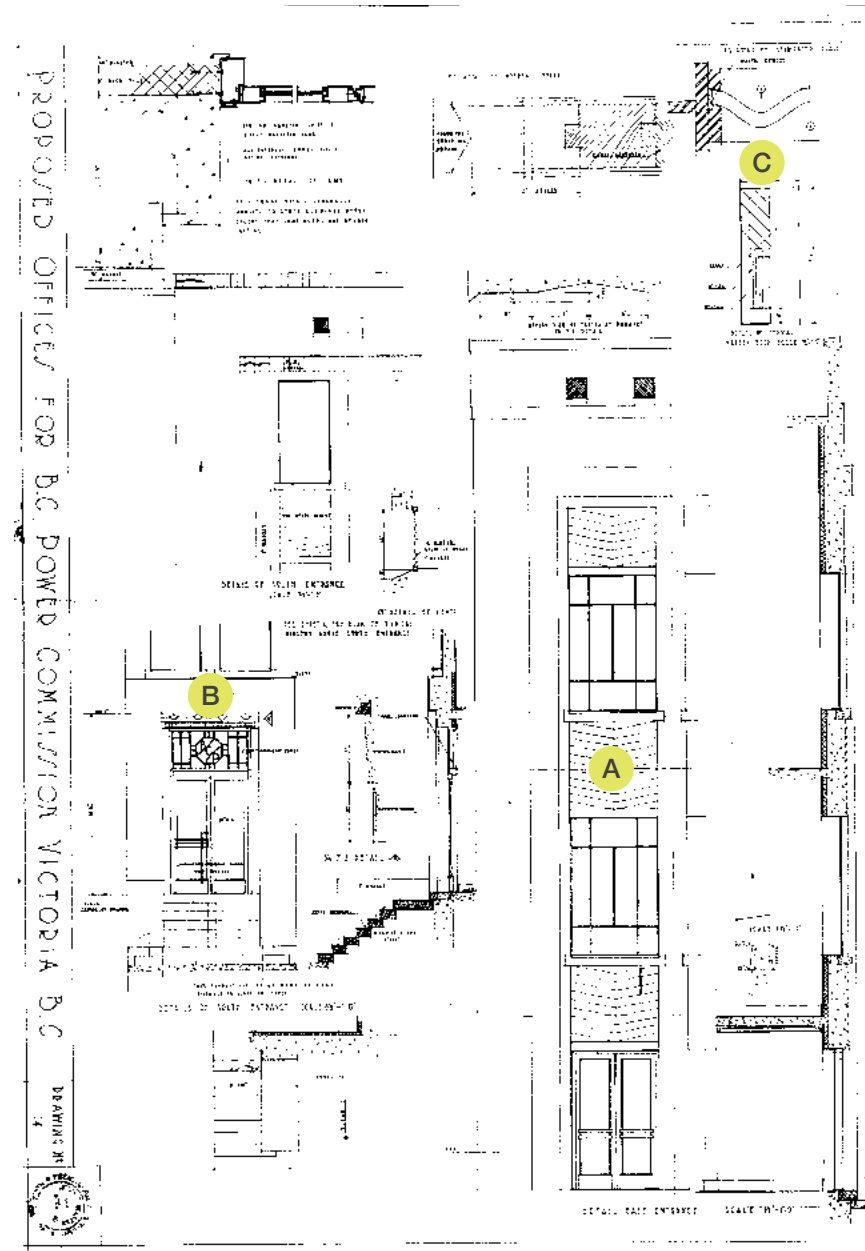


02 HISTORICAL ANALYSIS

1949 – BUILDING ENTRANCE DETAILS

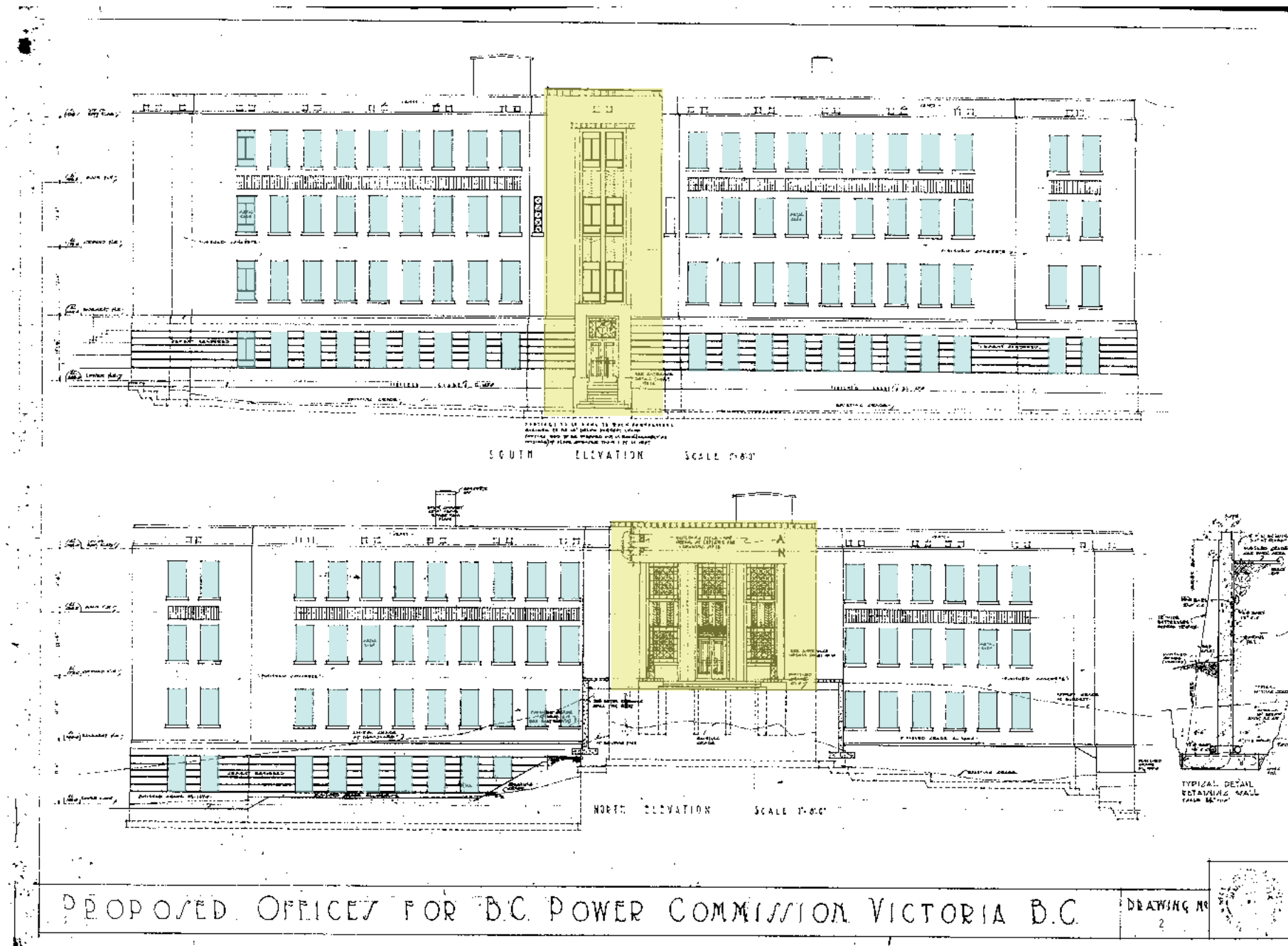
KEY FEATURES

- A Cast-in-place chevron detailing
- B Decorative metalwork
- C Corrugated glass detail

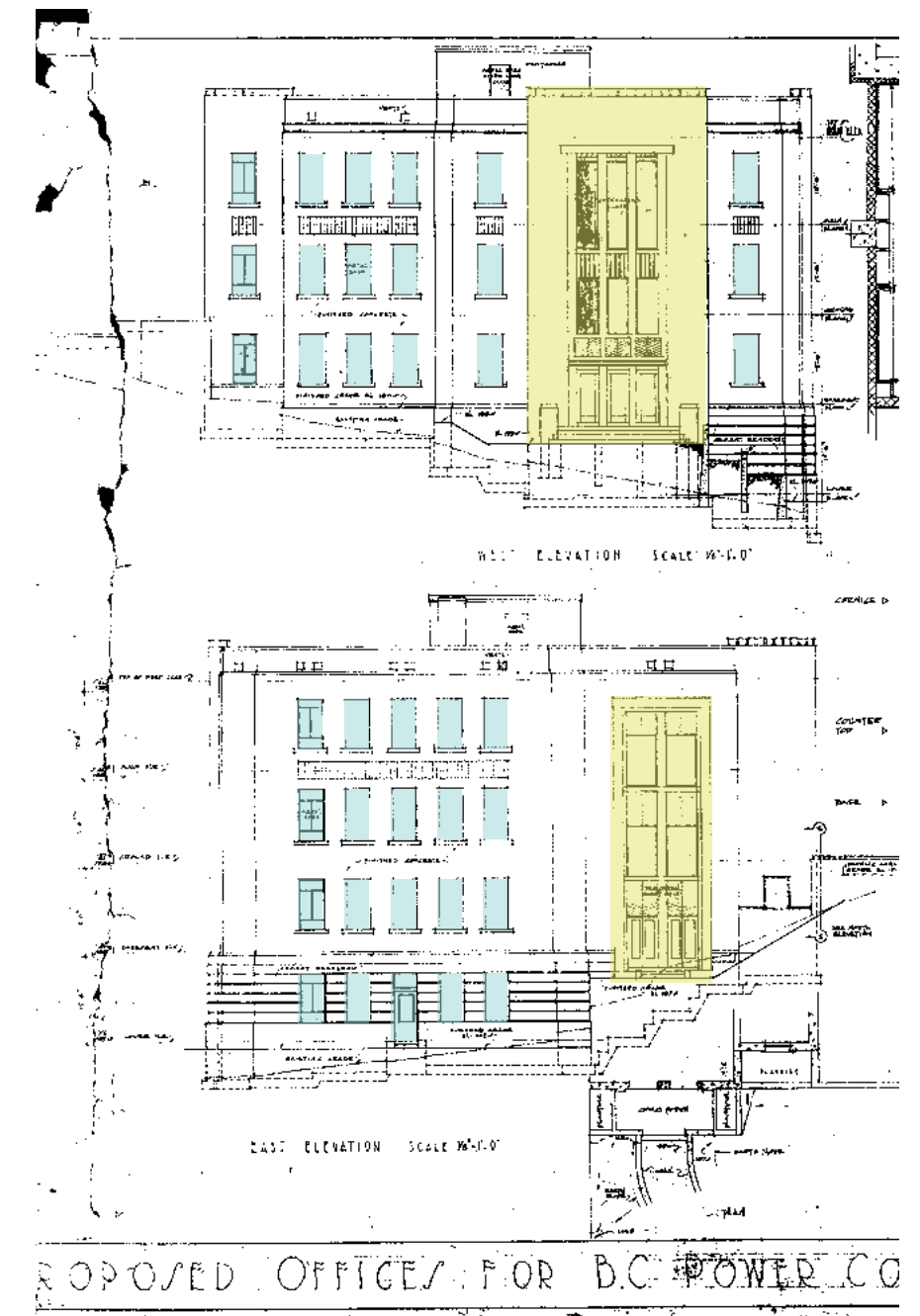


02 HISTORICAL ANALYSIS

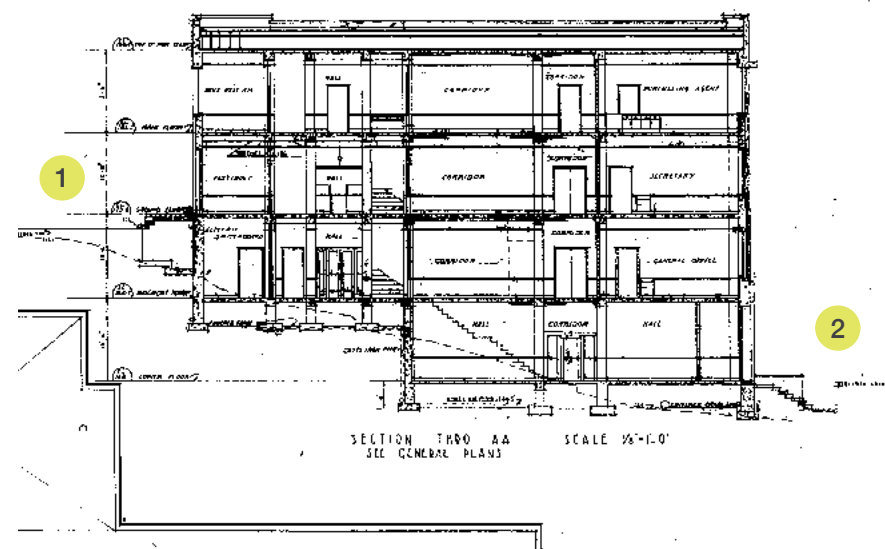
BUILDING HIERARCHY



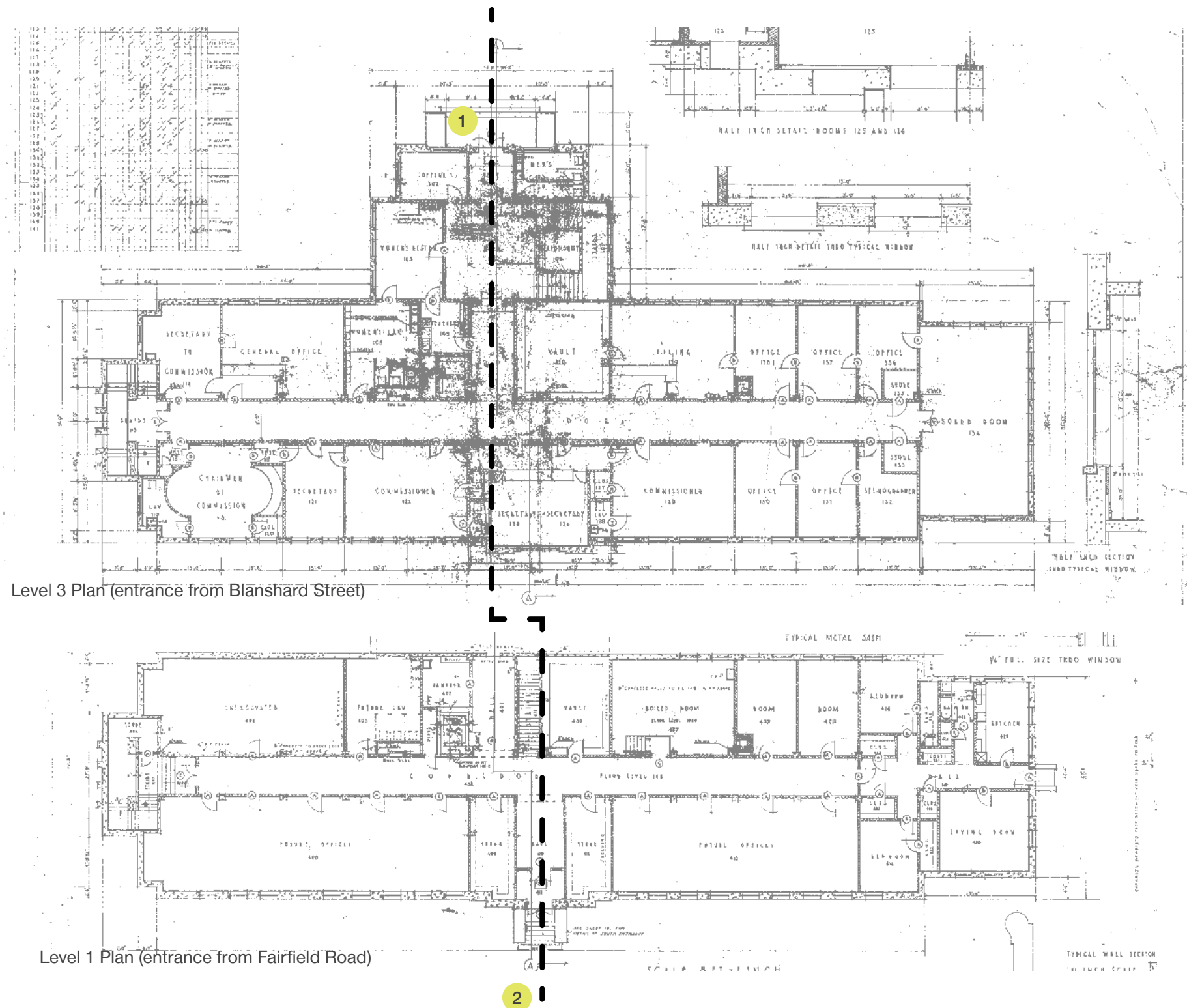
The original design establishes a clear hierarchy between building entrances (highlighted in yellow) and functional wings.



Entrances are expressed with strong vertical components and decorative elements.



The primary north entrance (1) at the corner of Blanshard Street and Burdett Avenue and the primary south entrance on Fairfield Road (2) are not symmetrically aligned with their elevations, nor aligned with one another. The Fairfield Road entrance is two storeys lower than the Blanshard Street entrance.

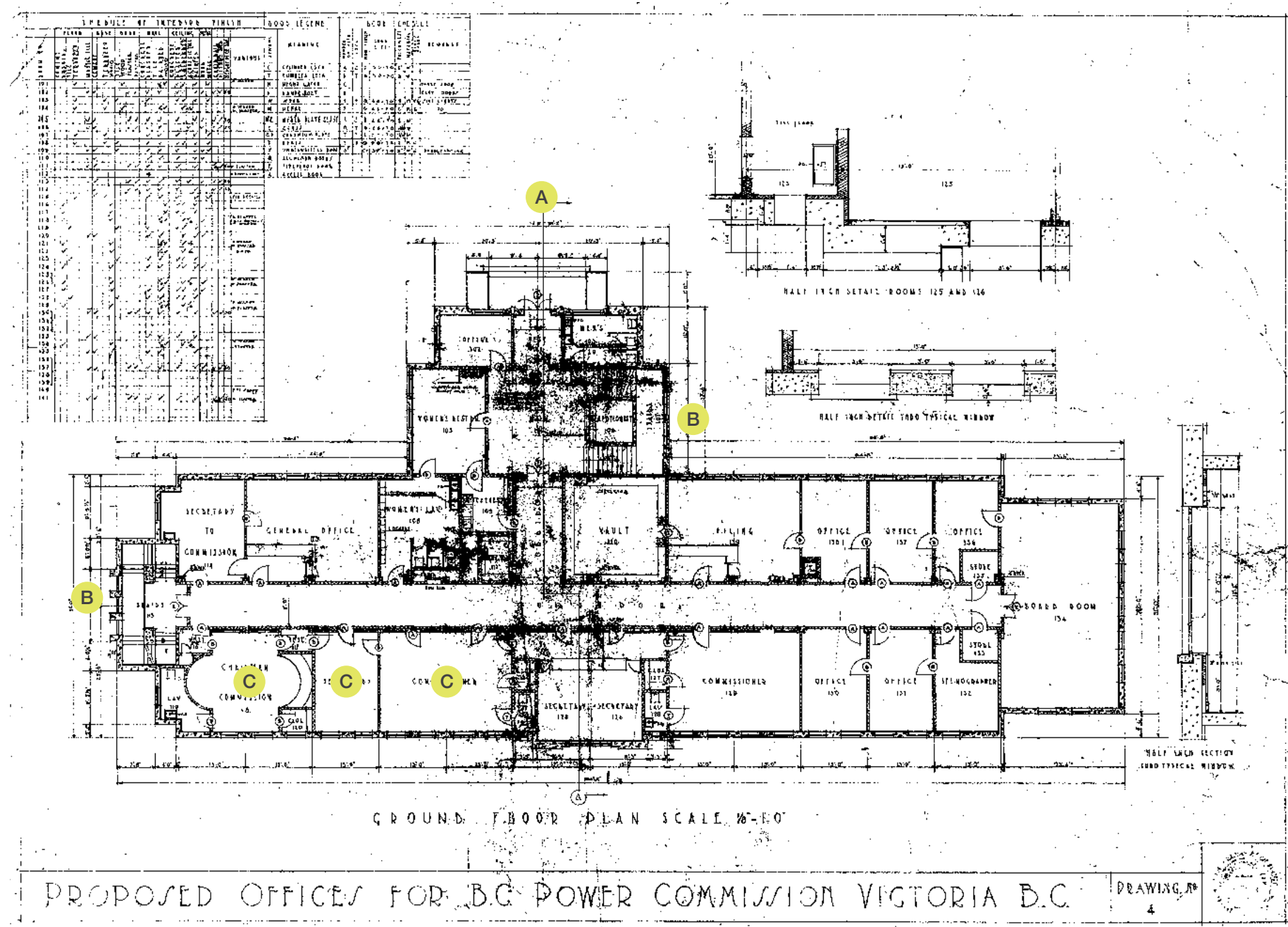


02 HISTORICAL ANALYSIS

1949 – ORIGINAL THIRD FLOOR

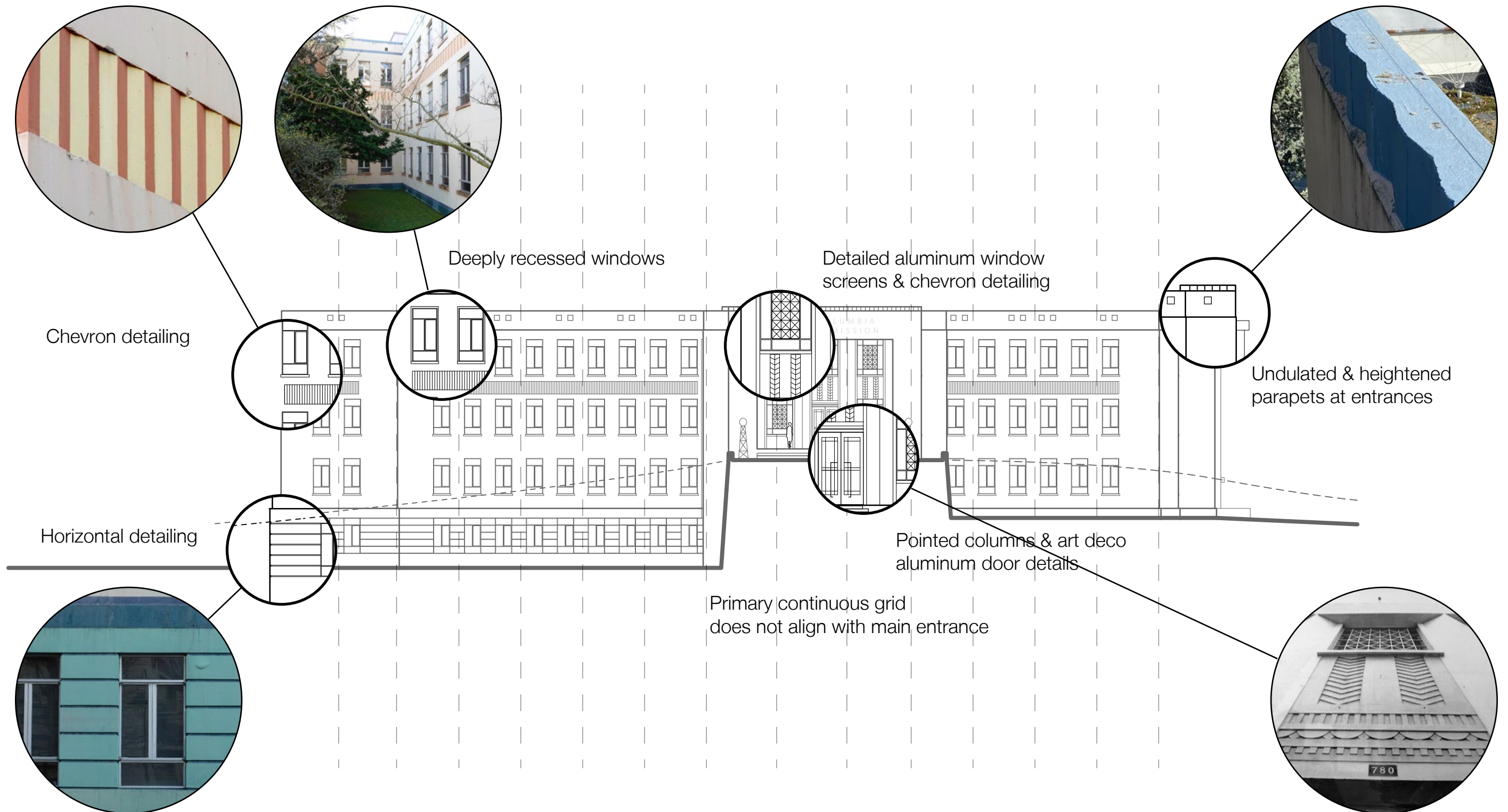
KEY FEATURES

- A** Articulated entrance at Blanshard Street with numerous Art Deco details
- B** Exit stairs positioned against exterior walls have a vertical expression to the exterior
- C** Historically intact rooms with exotic wood veneer paneling



02 HISTORICAL ANALYSIS

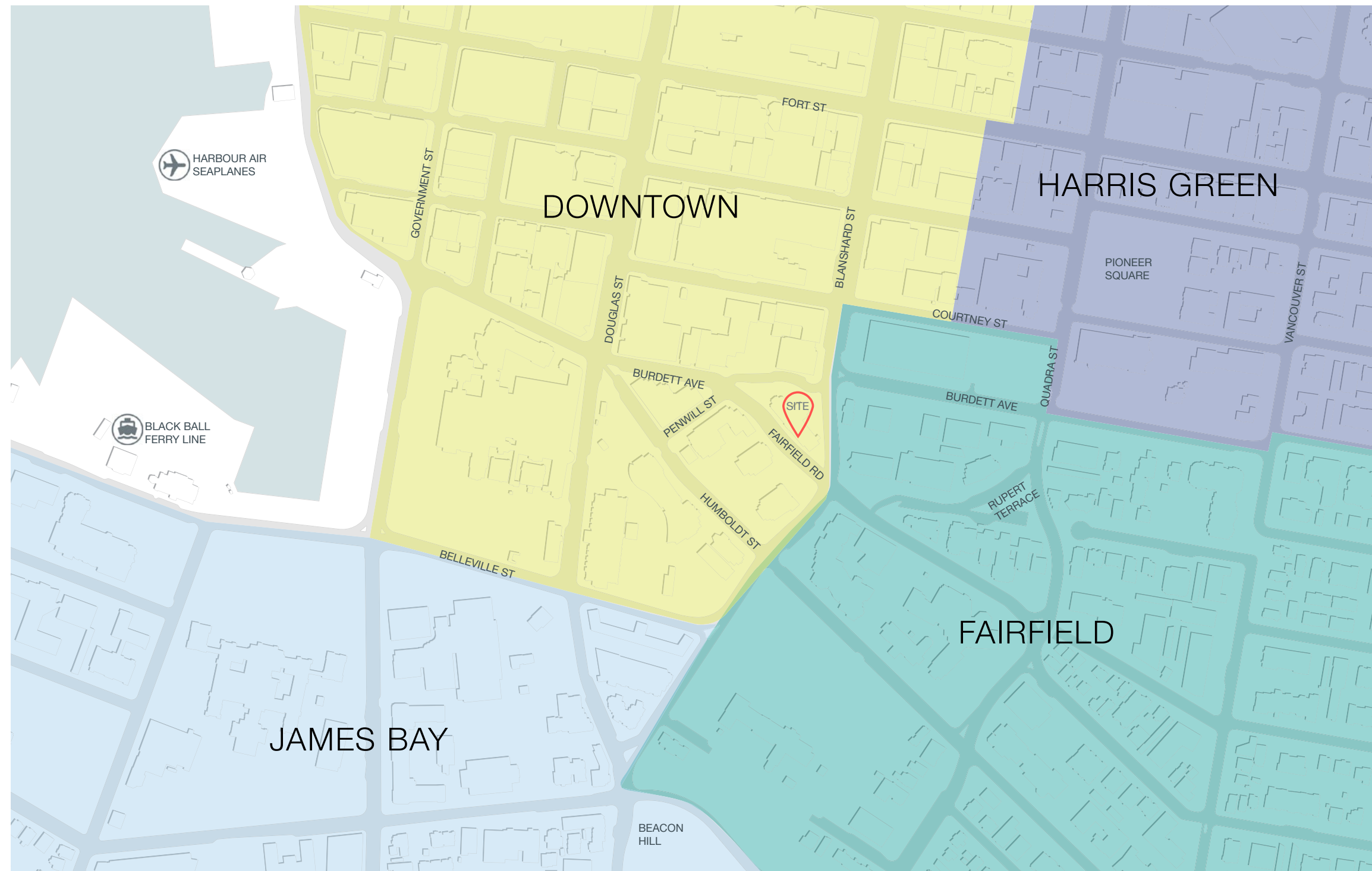
CHARACTER DEFINING ELEMENTS



03 URBAN ANALYSIS

03 URBAN ANALYSIS

NEIGHBORHOOD BOUNDARIES



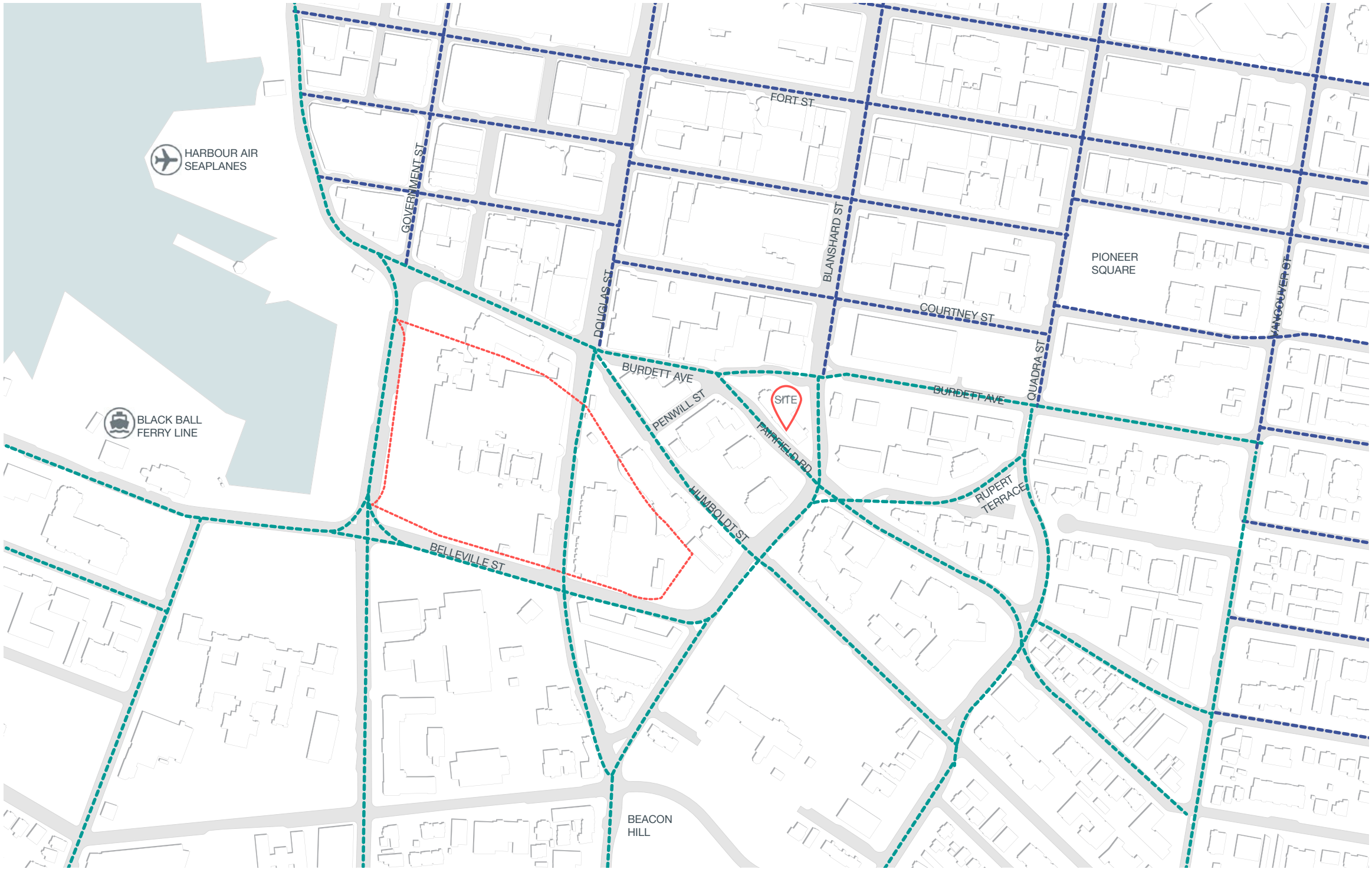
The site is situated between the cultural precinct to the southwest (e.g. Provincial Parliament Buildings, Royal BC Museum), the commercial density of downtown to the north, and the residential neighbourhoods and parkland to the south and east (e.g. Fairfield, Beacon Hill Park).



03

URBAN ANALYSIS

GRID INTERSECTIONS



The irregular triangular lot is at the historical intersection between the regularized old town grid to the north and the organic topography and shore-oriented grid to the south and west.

- Regular Grid
- Irregular Grid
- James Bay Extents Pre-1904



03 URBAN ANALYSIS

BUILT-FORM INTERSECTIONS

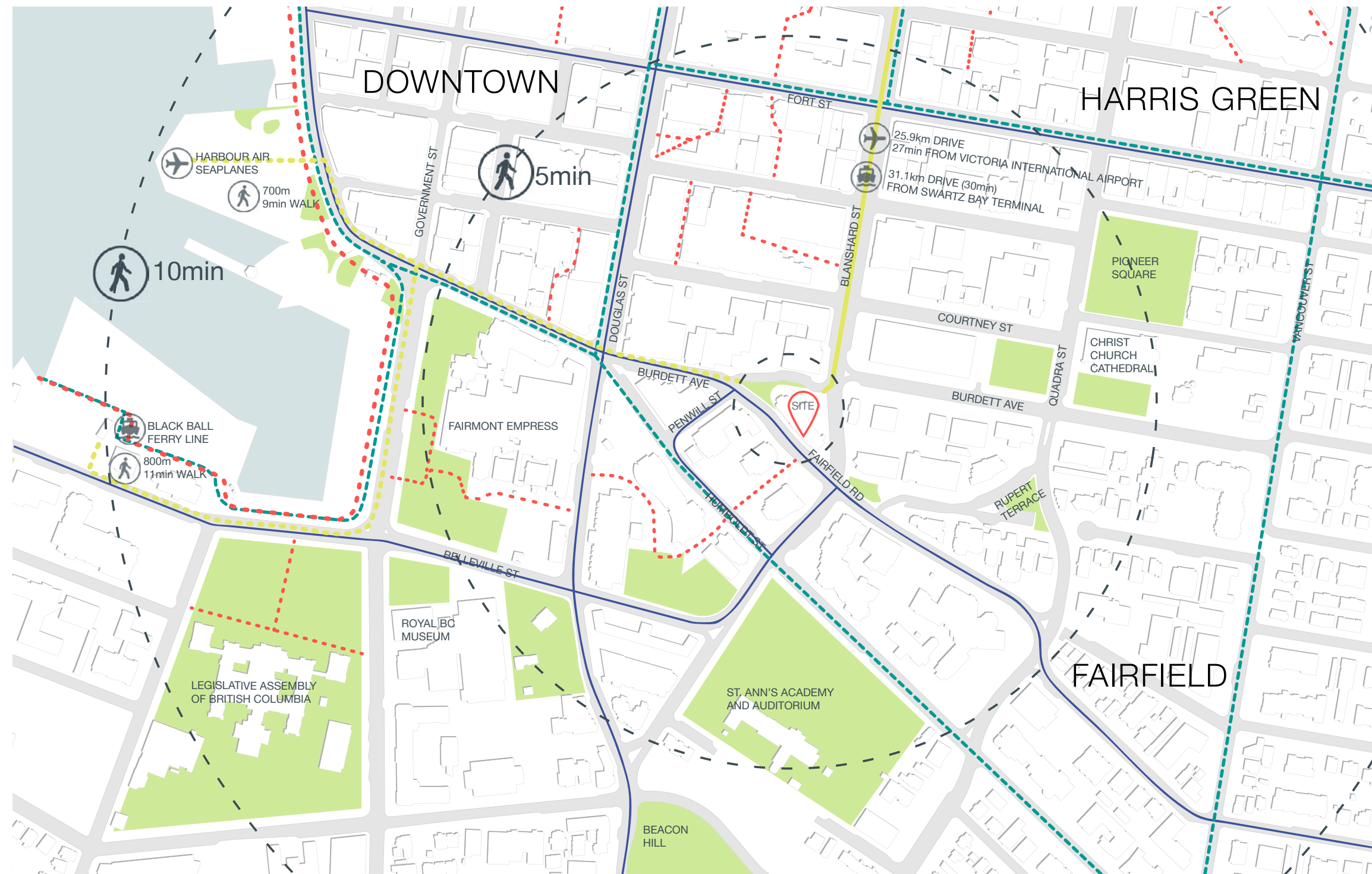


The site is located at the south end of the downtown tall building development zone intended to provide a backdrop to the historic downtown and waterfront. Significant existing density is adjacent to the site on the south and west in the form of hotel and residential towers.



03 URBAN ANALYSIS

MOBILITY



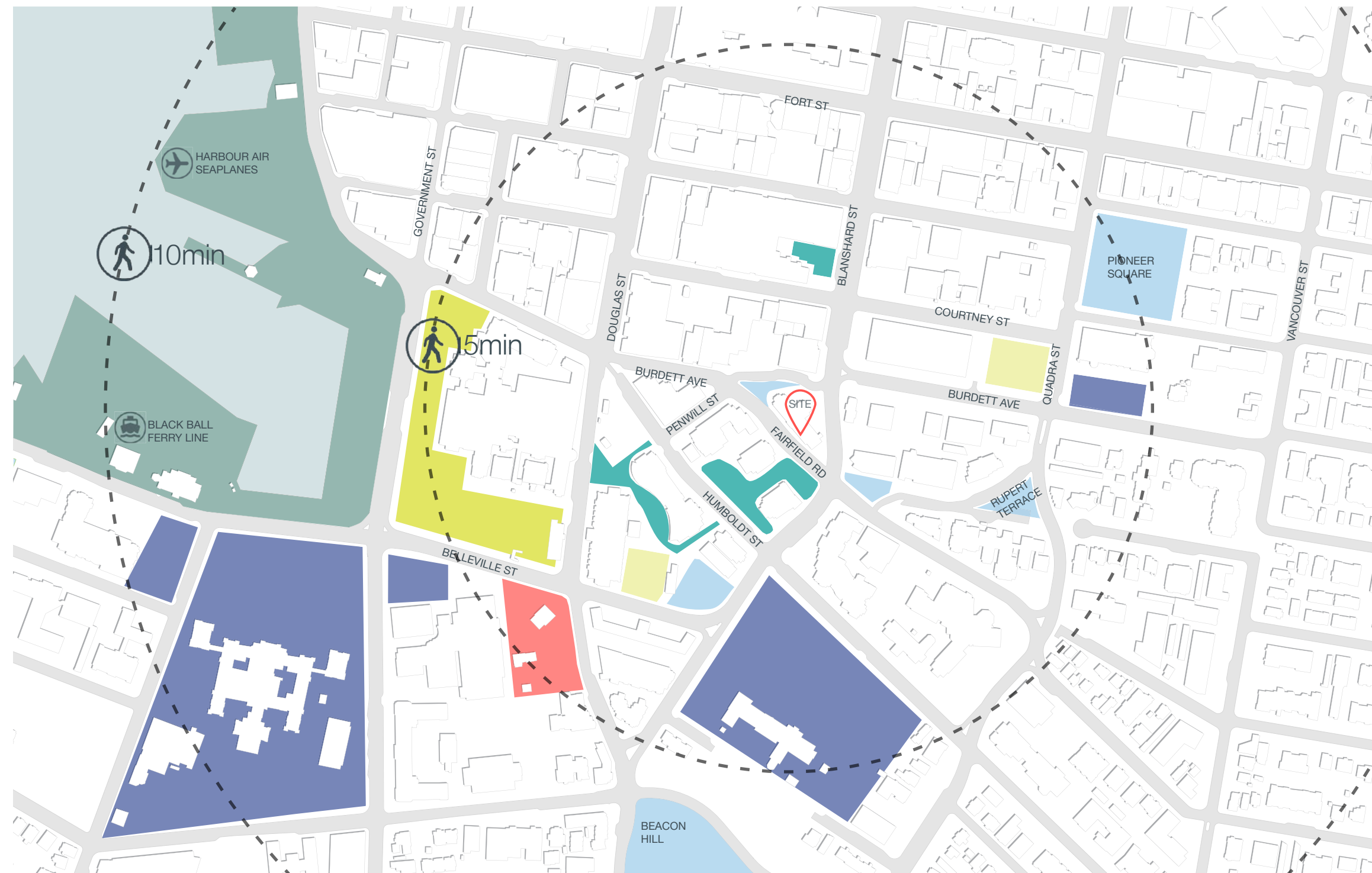
780 Blanshard Street is a short walk from the waterfront, the legislature, downtown shopping and amenities, and Beacon Hill Park. The site also has nearby access to key bike routes, multiple bus lines, main arterial streets, and harbour ferry and sea plane connections.

- Transit Routes
- - - Bike Routes
- ... Harbour Pathway
- Open Space
- ... Pedestrian Connection
- - - Long-Distance Travel Connection



03 URBAN ANALYSIS

OPEN SPACES TYPOLOGIES



A variety of public open spaces are located within a short distance of the site. They range from small parks to plazas to large civic spaces.

- Active
- Cultural
- Civic
- Historic
- Park
- Plaza/POPS
- Waterfront



03 URBAN ANALYSIS CONTEXT PLAN



A wide variety of land uses are established all around the site, including mixed-used, residential, commercial, institutional, civic, hotels, and parks.

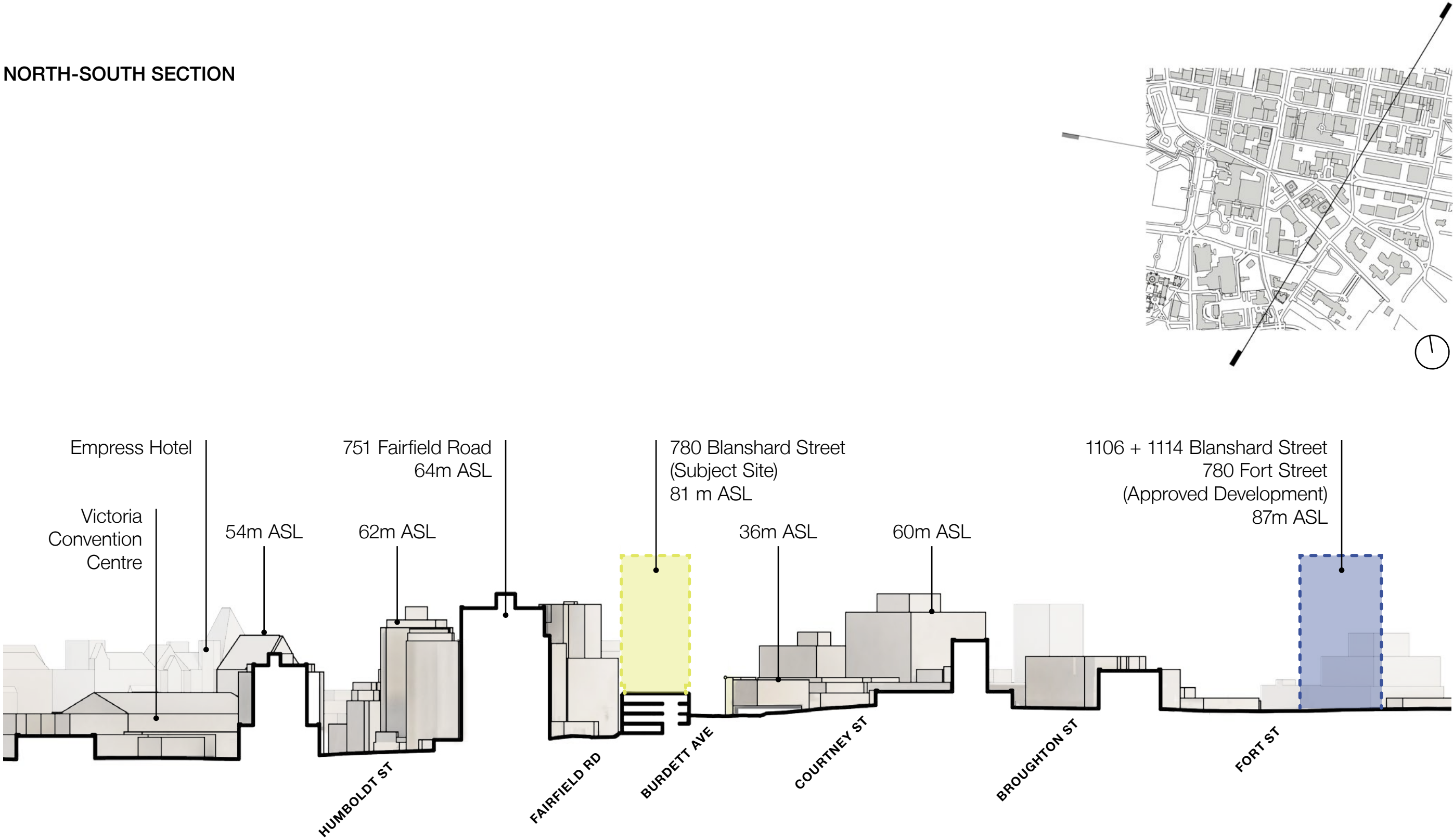
- Park/Open space
- Hotel
- Residential
- Mixed-use
- Commercial/Office
- Institutional
- Future development



03

URBAN ANALYSIS
SITE SECTION

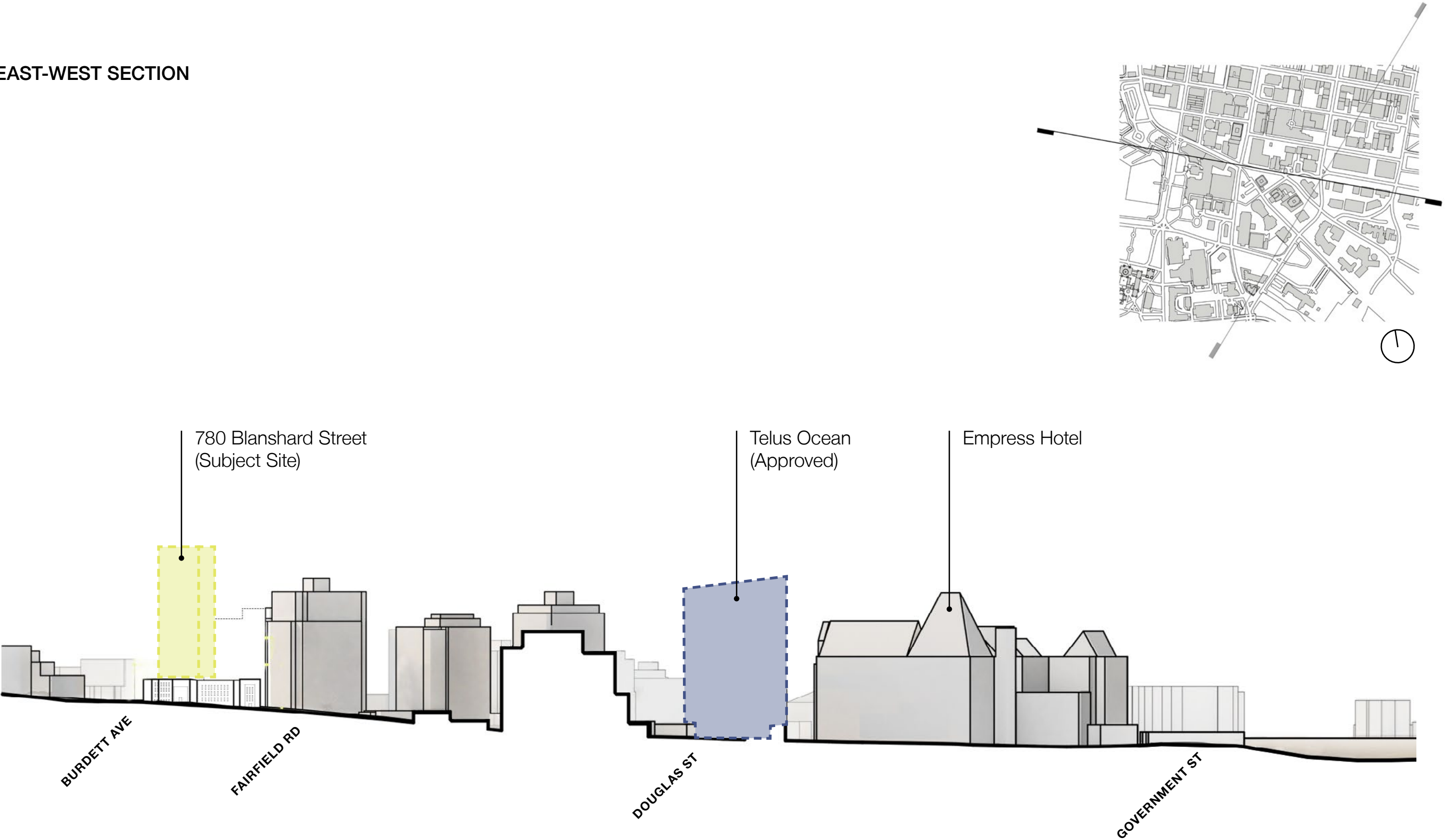
NORTH-SOUTH SECTION



03

URBAN ANALYSIS
SITE SECTION

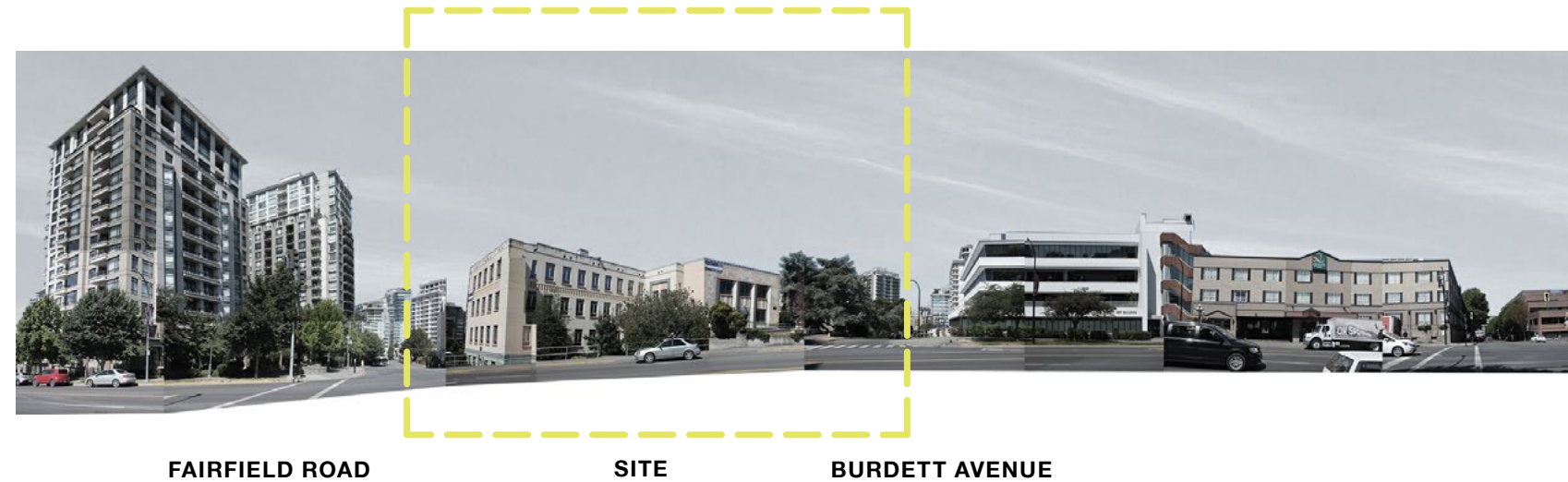
EAST-WEST SECTION



03 URBAN ANALYSIS

STREET ELEVATIONS

STREETSCAPE ALONG BLANSHARD STREET

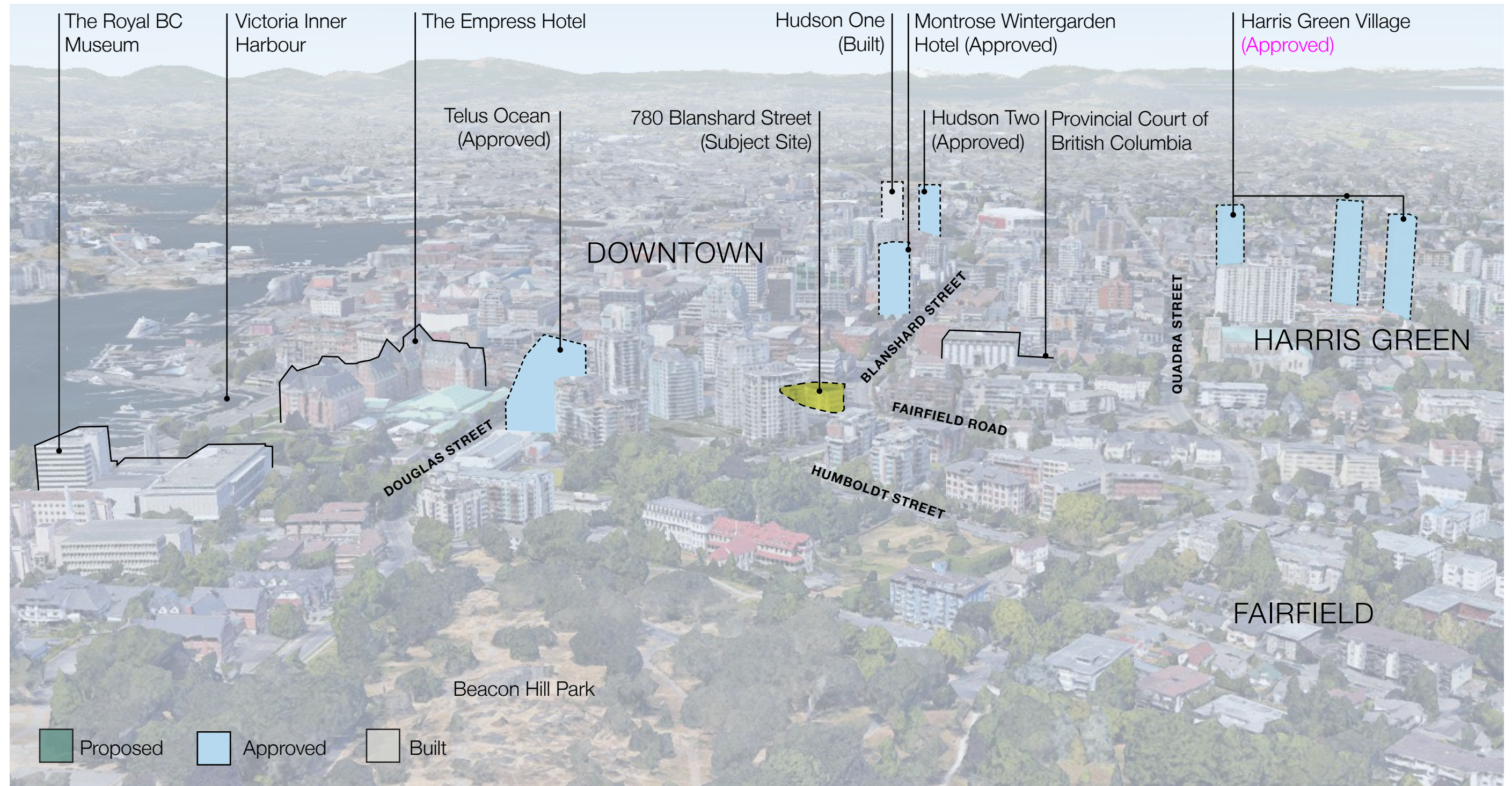


STREETSCAPE ALONG FAIRFIELD ROAD

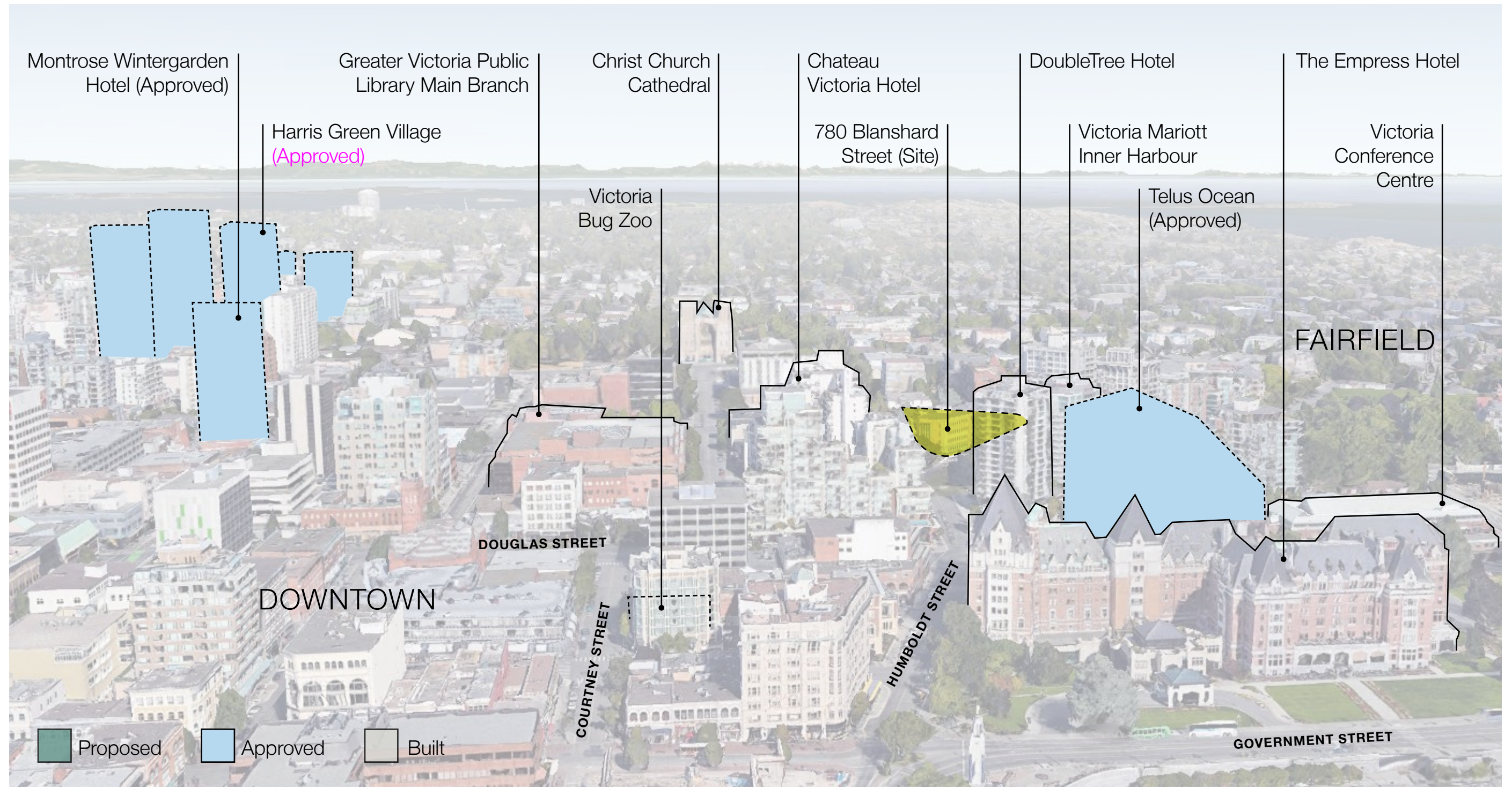


04 SITE ANALYSIS

VIEW TO SITE ABOVE BEACON HILL



VIEW TO SITE LOOKING EAST ABOVE HARBOUR



04 SITE ANALYSIS

IMMEDIATE CONTEXT



The current condition of the site is characterized by uninviting sidewalks, a faded unsympathetic, non-original paint scheme (B), and under developed and underused park (C). The dominant asphalt parking lot and awkwardly retrofitted accessibility ramp make an unwelcoming front to the heritage structure (A).



04 SITE ANALYSIS

IMMEDIATE CONTEXT



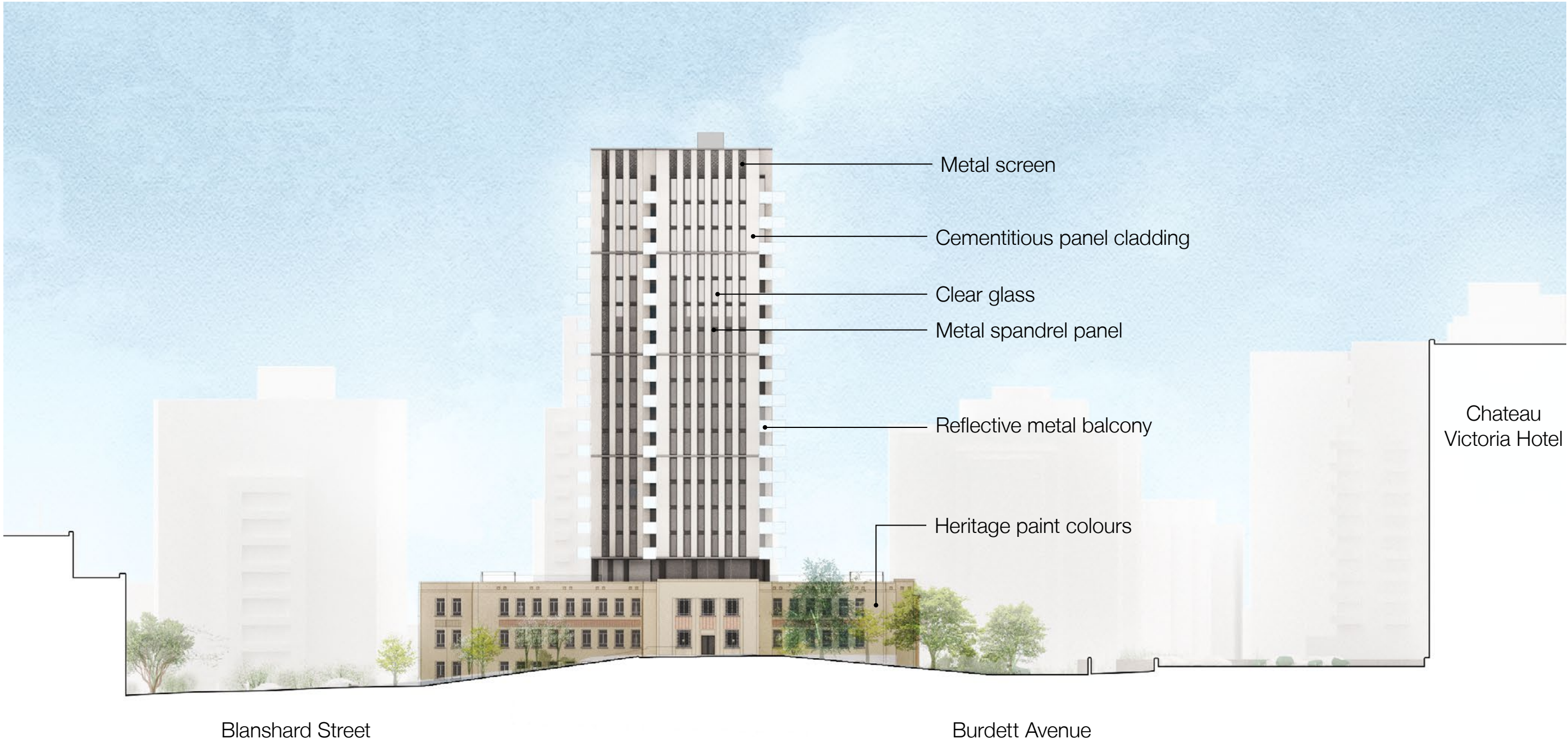
With no sidewalk on the south side of Burdett Avenue, Penwill Green park is not easily accessed from the north. The park itself offers few opportunities for informal seating or gathering and feels more like an extended entrance court for the heritage building (A). Small courtyards adjacent to the east and west wings of the building (B and C) offer an opportunity to reconsider the landscape and exterior activation of the spaces with new programs.



05 CONTEXT ELEVATIONS

05

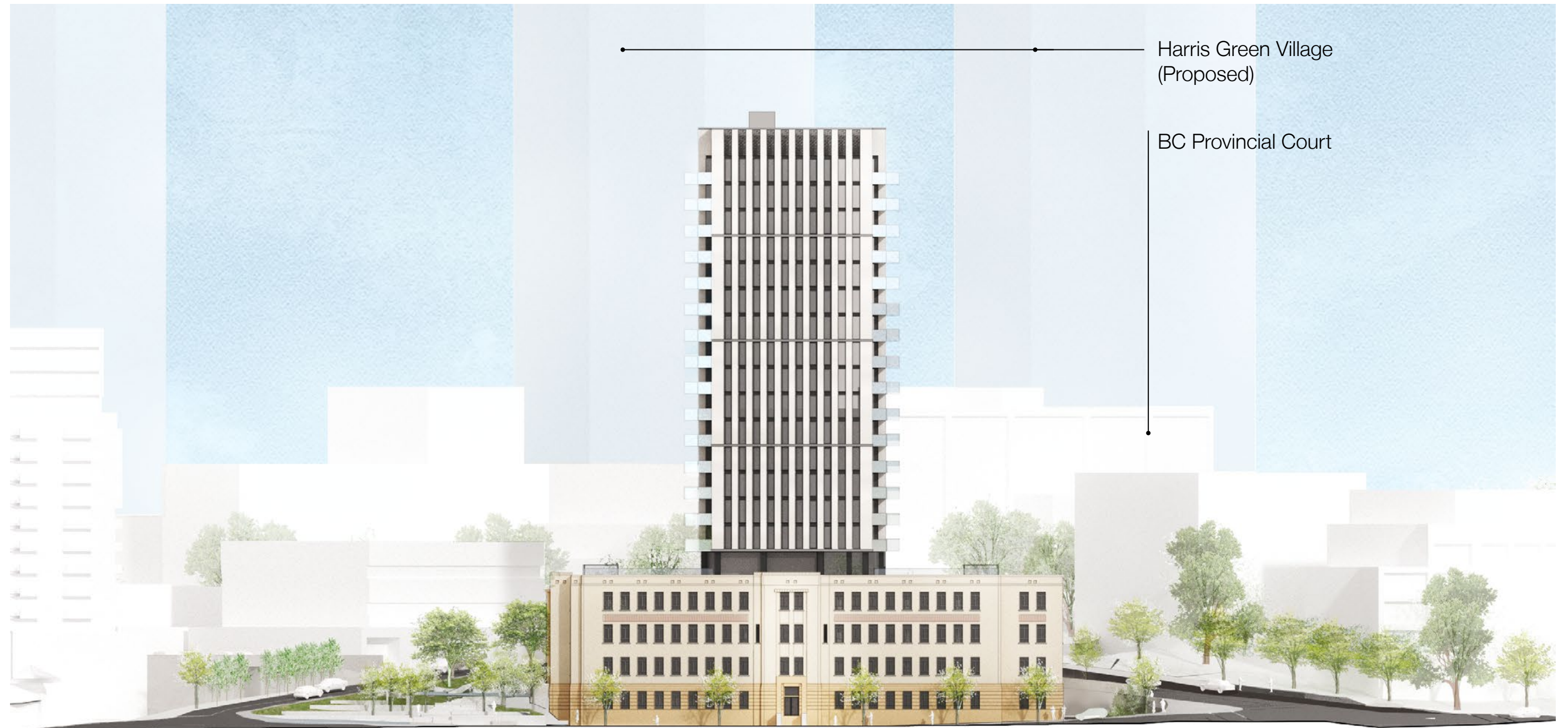
CONTEXT ELEVATIONS
NORTH



05

CONTEXT ELEVATIONS

SOUTH



Burdett Avenue

Blanshard Street

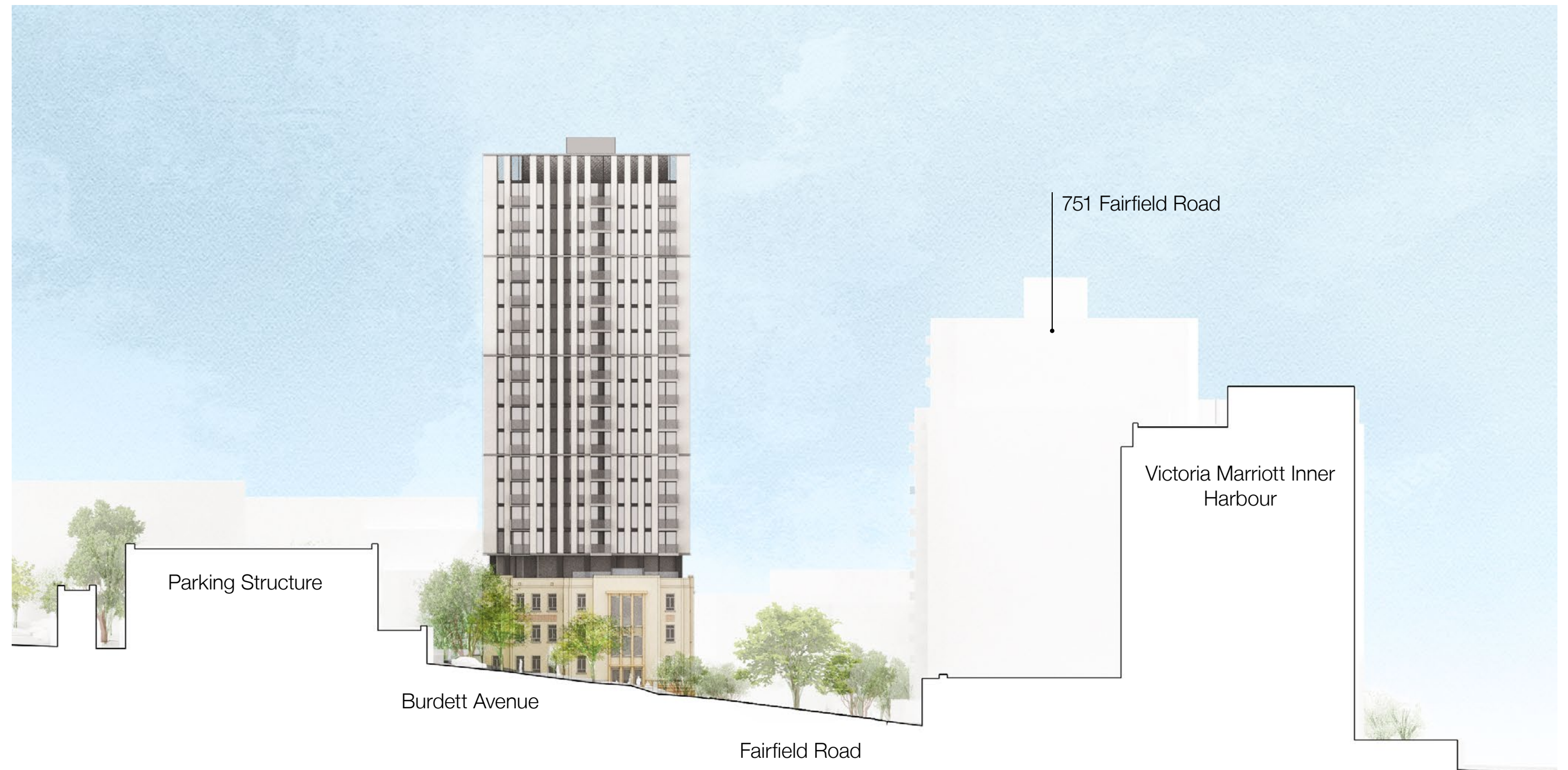
05

CONTEXT ELEVATIONS EAST



05

CONTEXT ELEVATIONS WEST

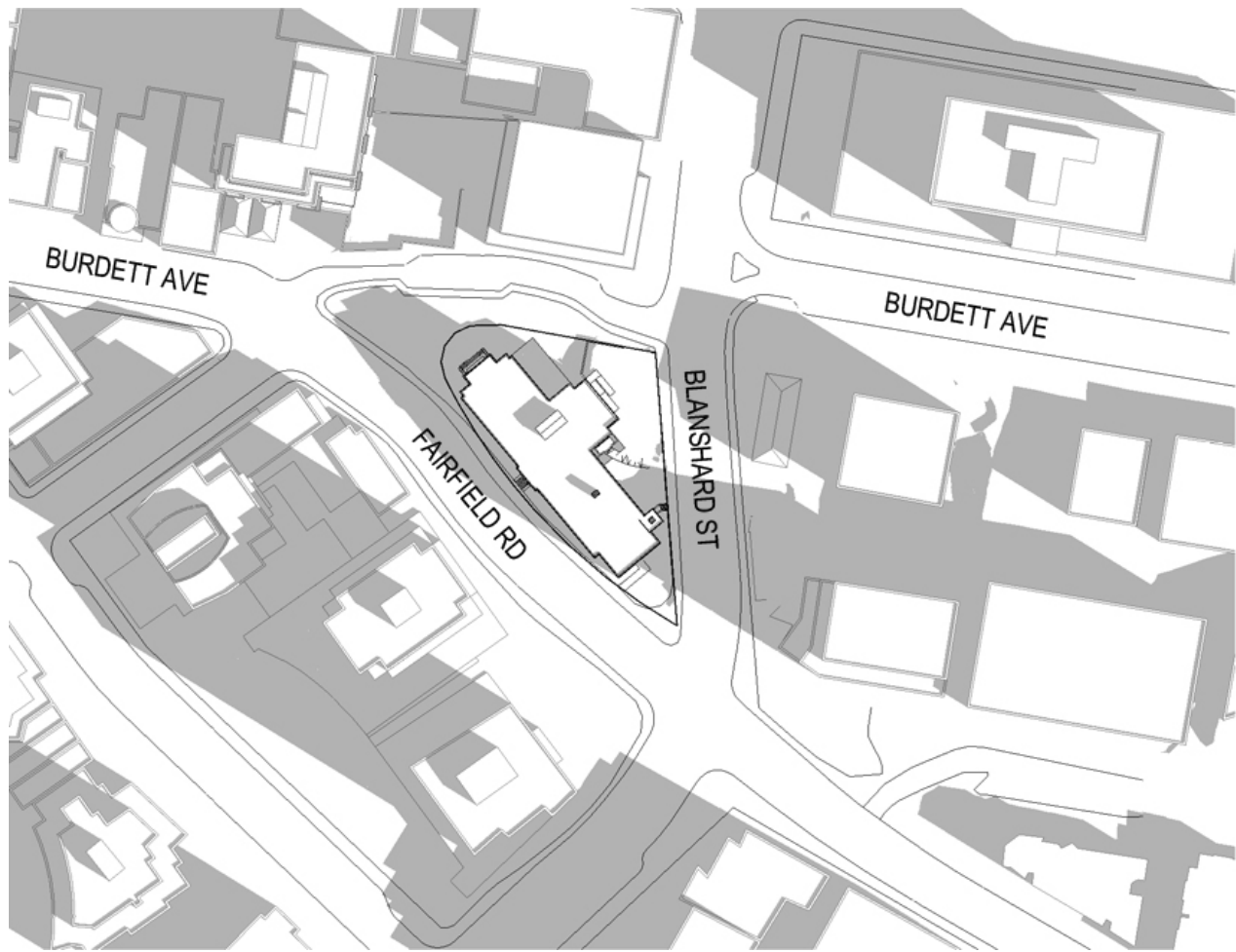


06 SHADOW ANALYSIS

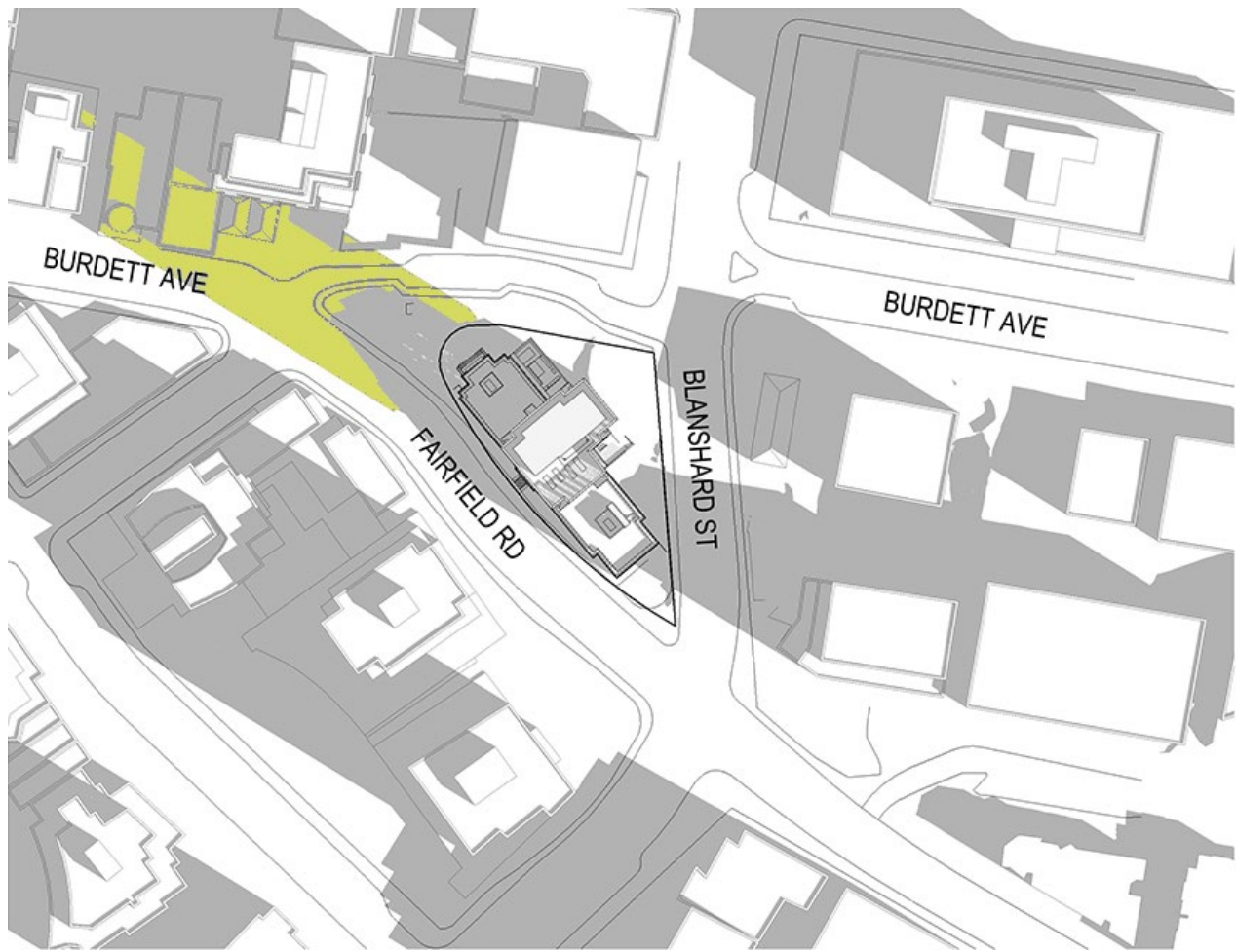
06


SHADOW ANALYSIS
EQUINOX 10 AM

Existing



Proposed



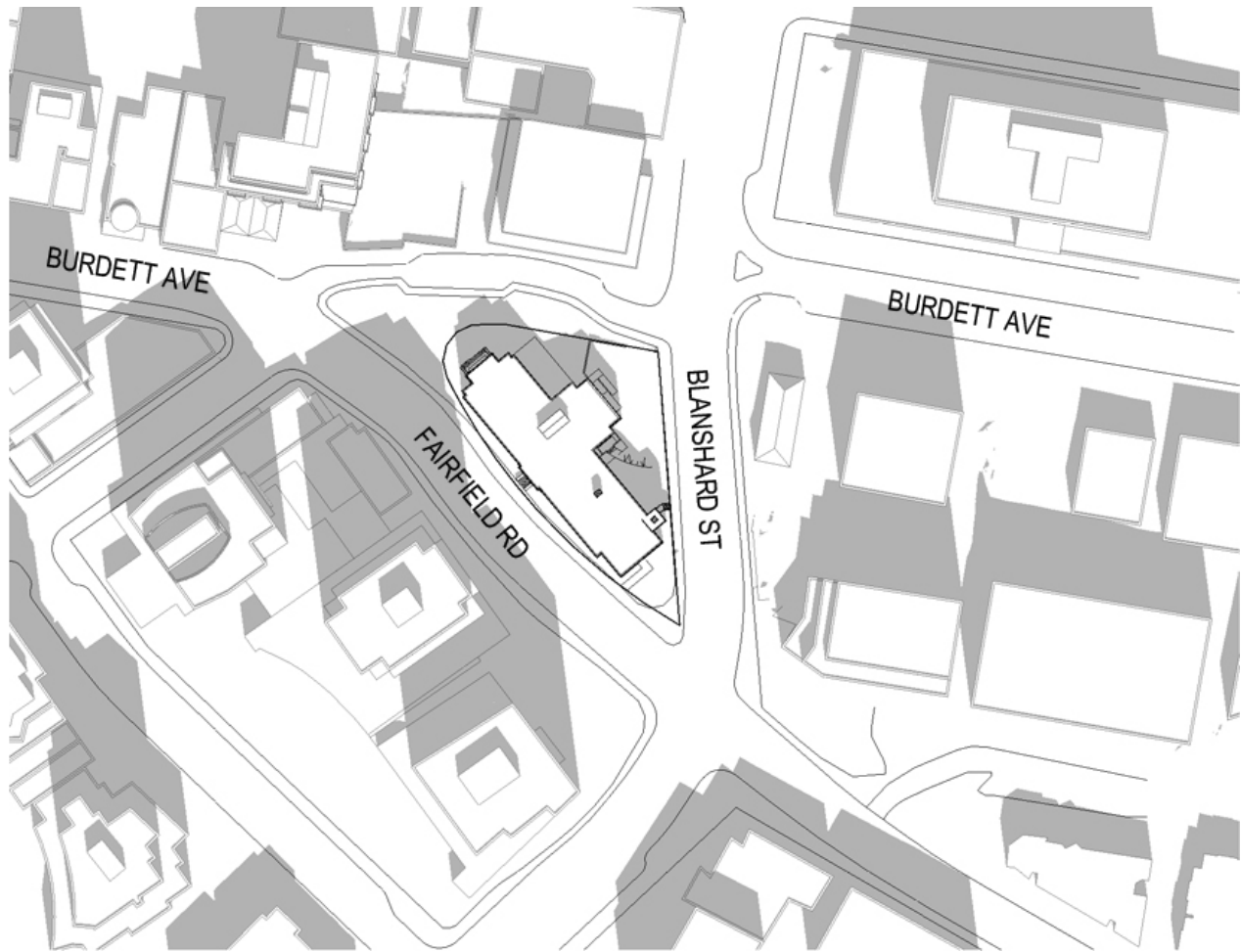
 Net Incremental
Shadow Impact

In the morning on the spring / fall equinox, the proposal adds shadows on the Burdett Avenue sidewalks, the Chateau Victoria entrance area, and the parking structure on the north side of Burdett Avenue. No open spaces or residential uses are impacted.

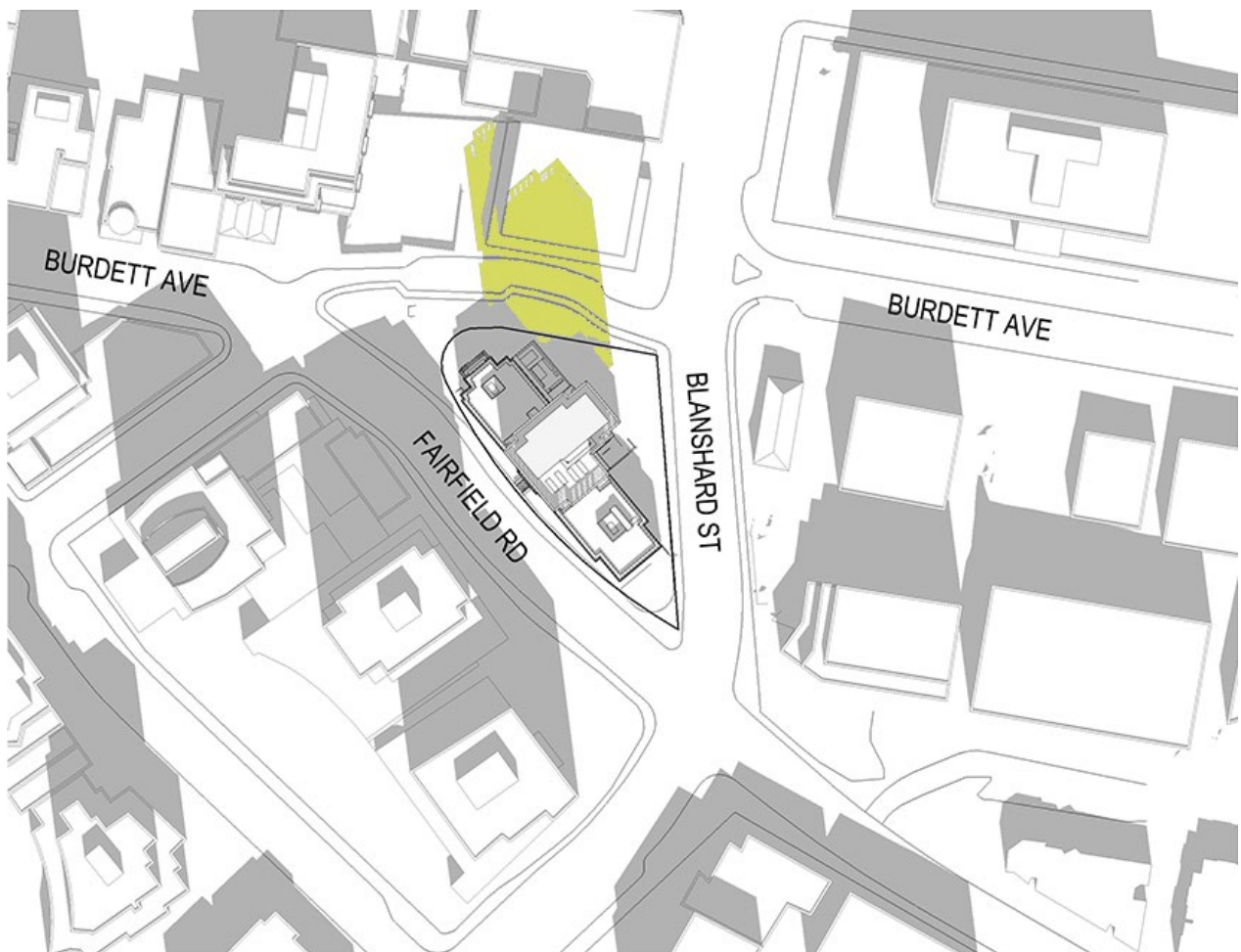
06

SHADOW ANALYSIS
EQUINOX 1 PM

Existing



Proposed



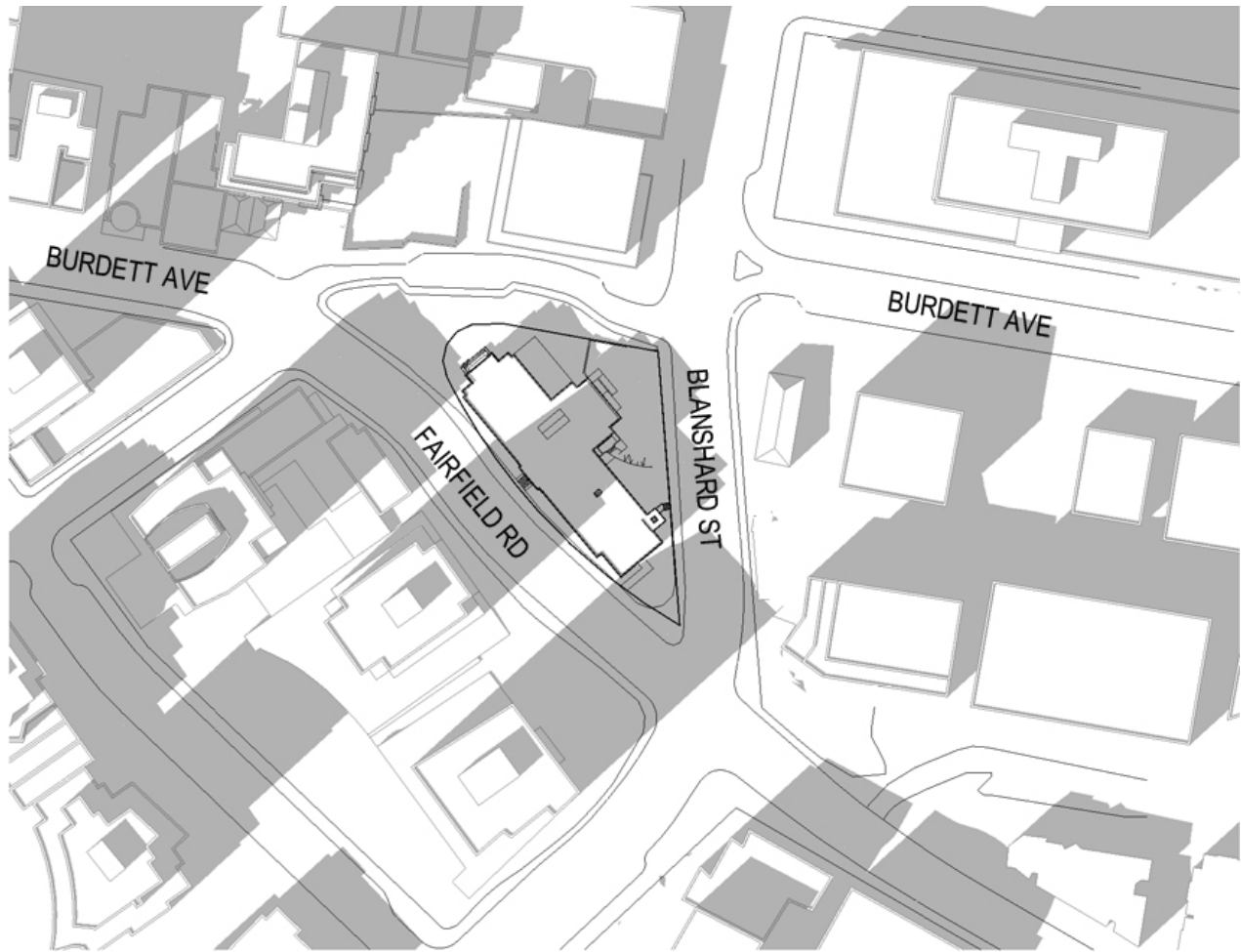
Net Incremental
Shadow Impact

At 1pm on the spring / fall equinox, the proposal adds shadows on the sidewalks and office building to the north. No open spaces or residential uses are impacted.

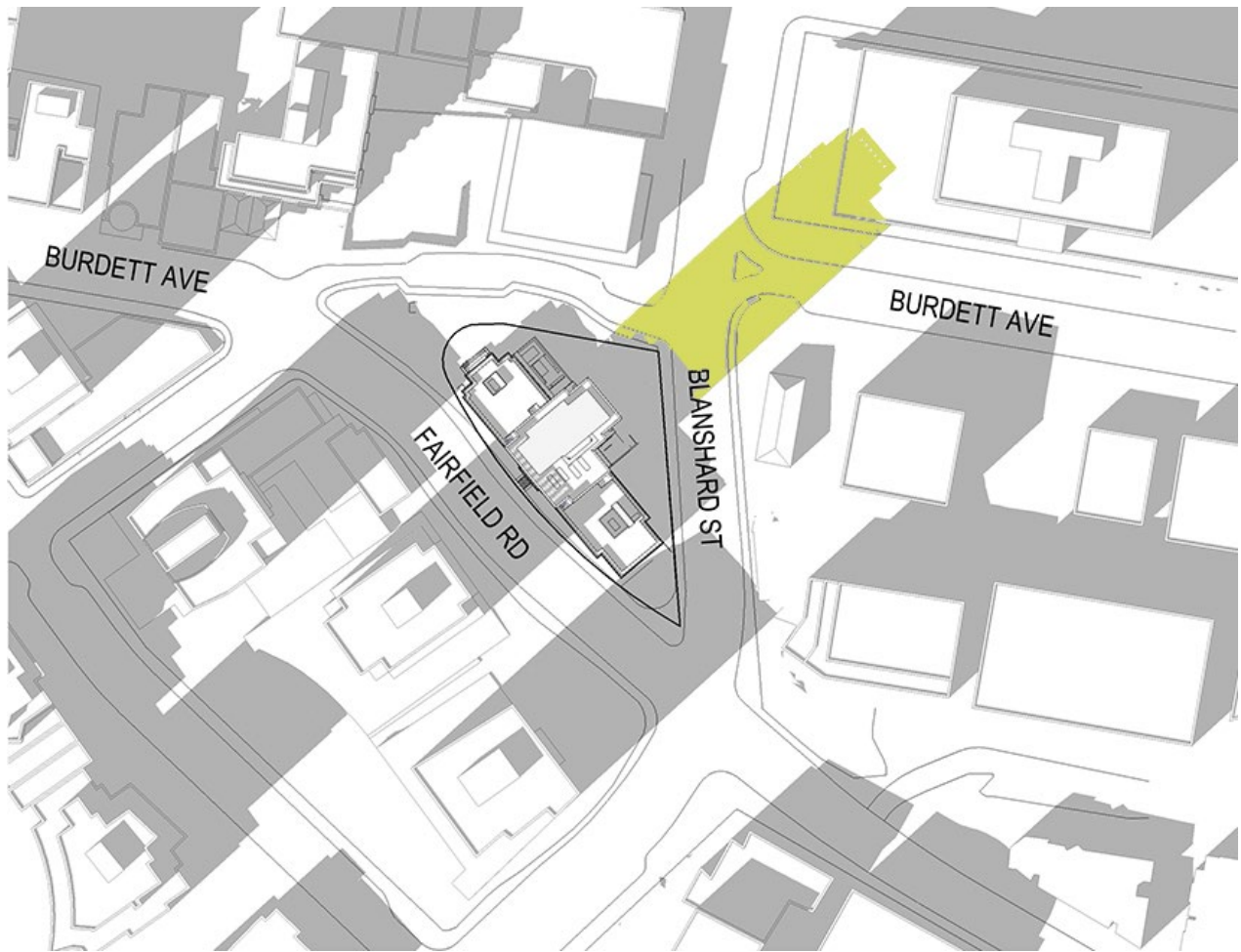
06

SHADOW ANALYSIS
EQUINOX 4 PM

Existing



Proposed



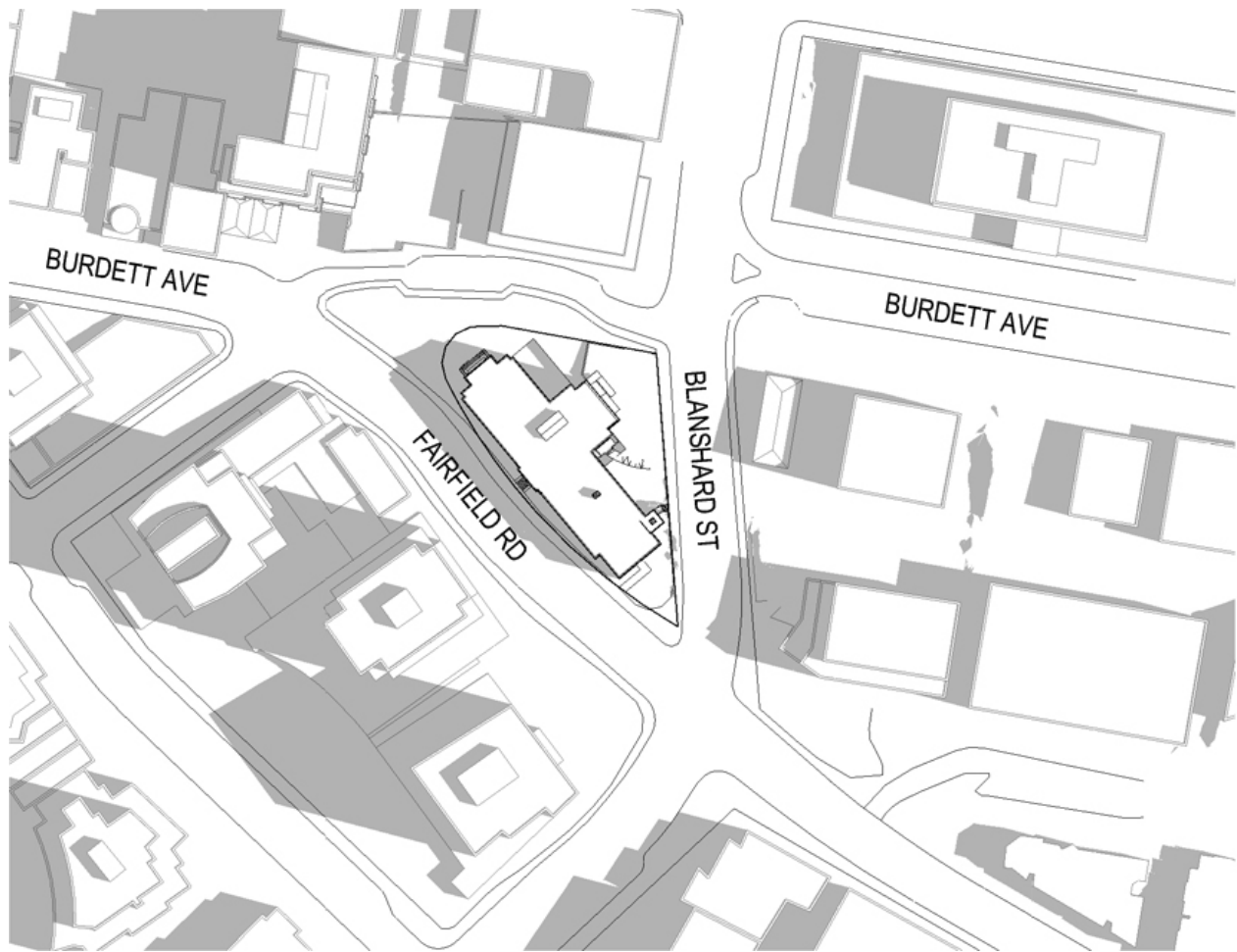
Net Incremental
Shadow Impact

Shadows from the proposal move across the Blanshard Street to fall on a portion of the BC Provincial Court and buildings opposite on Burdett Avenue. The women’s shelter (809 Burdett Ave.) would begin to be shadowed at around 5pm. The and mixed-use building at 821 Burdett Ave. would be partially shadowed starting at around 6pm.

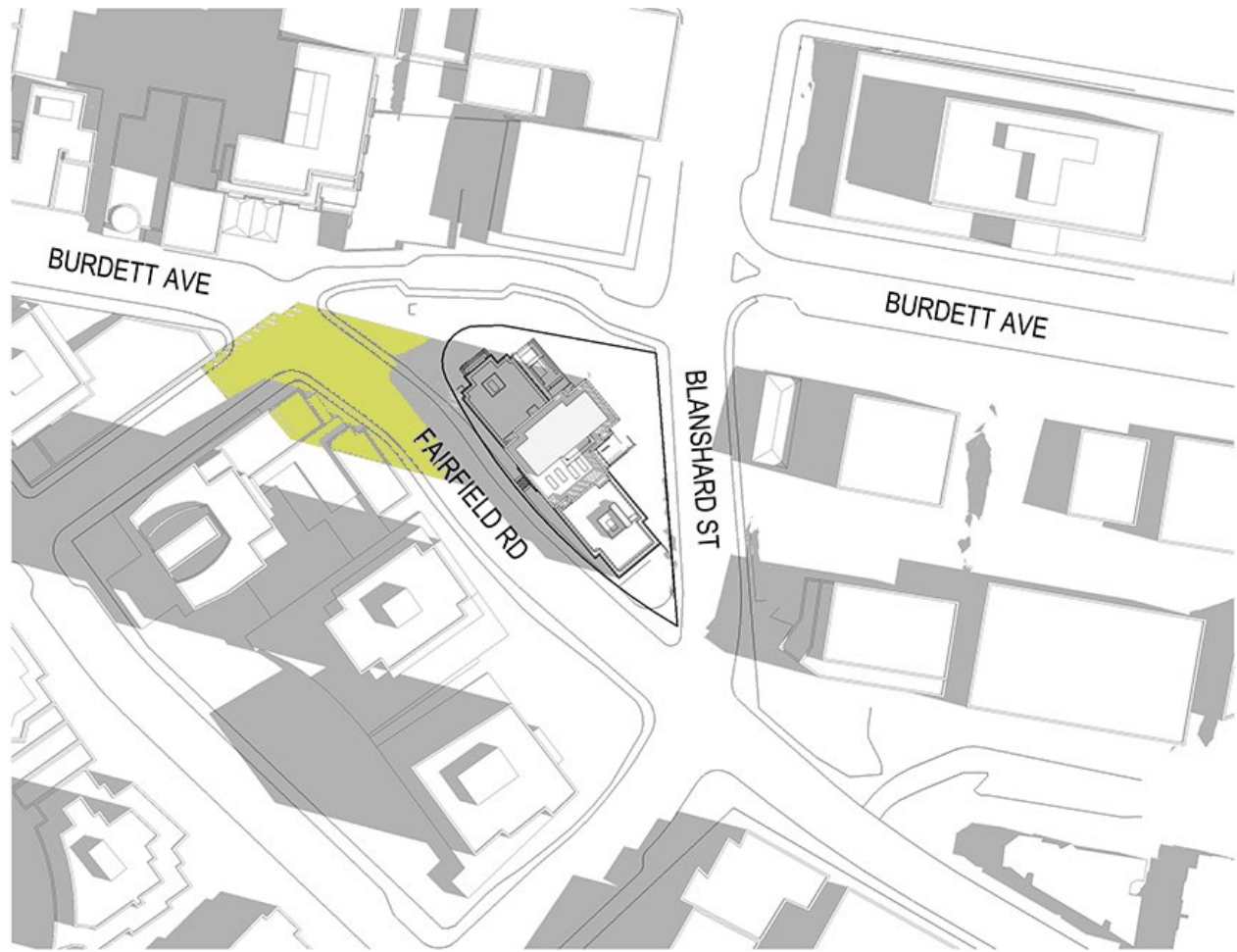
06


SHADOW ANALYSIS
SUMMER SOLSTICE 10 AM

Existing



Proposed



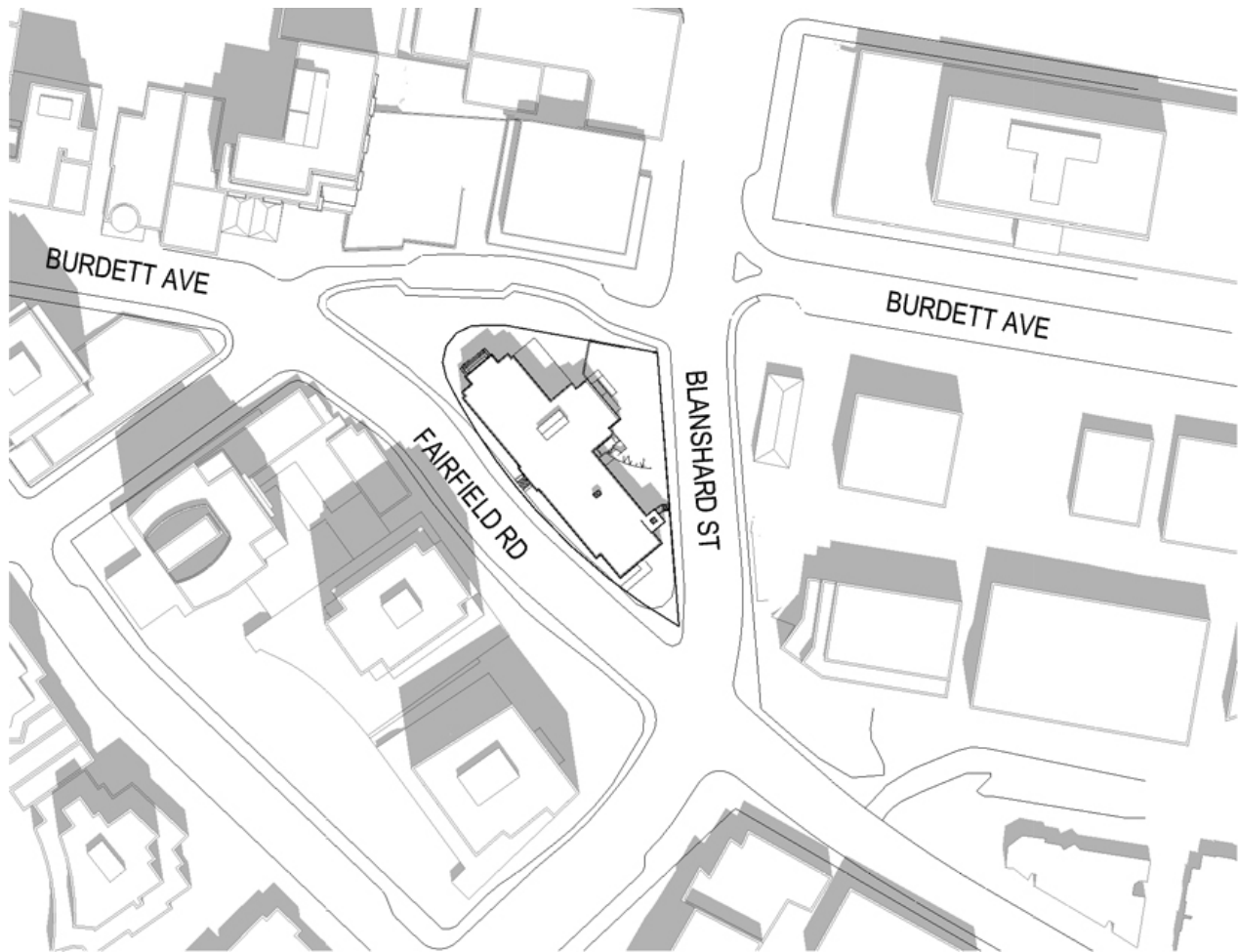
 Net Incremental
Shadow Impact

In the morning on the summer solstice, the proposal increases shadows on Penwill Green park and the sidewalks on Fairfield Road and Burdett Avenue.

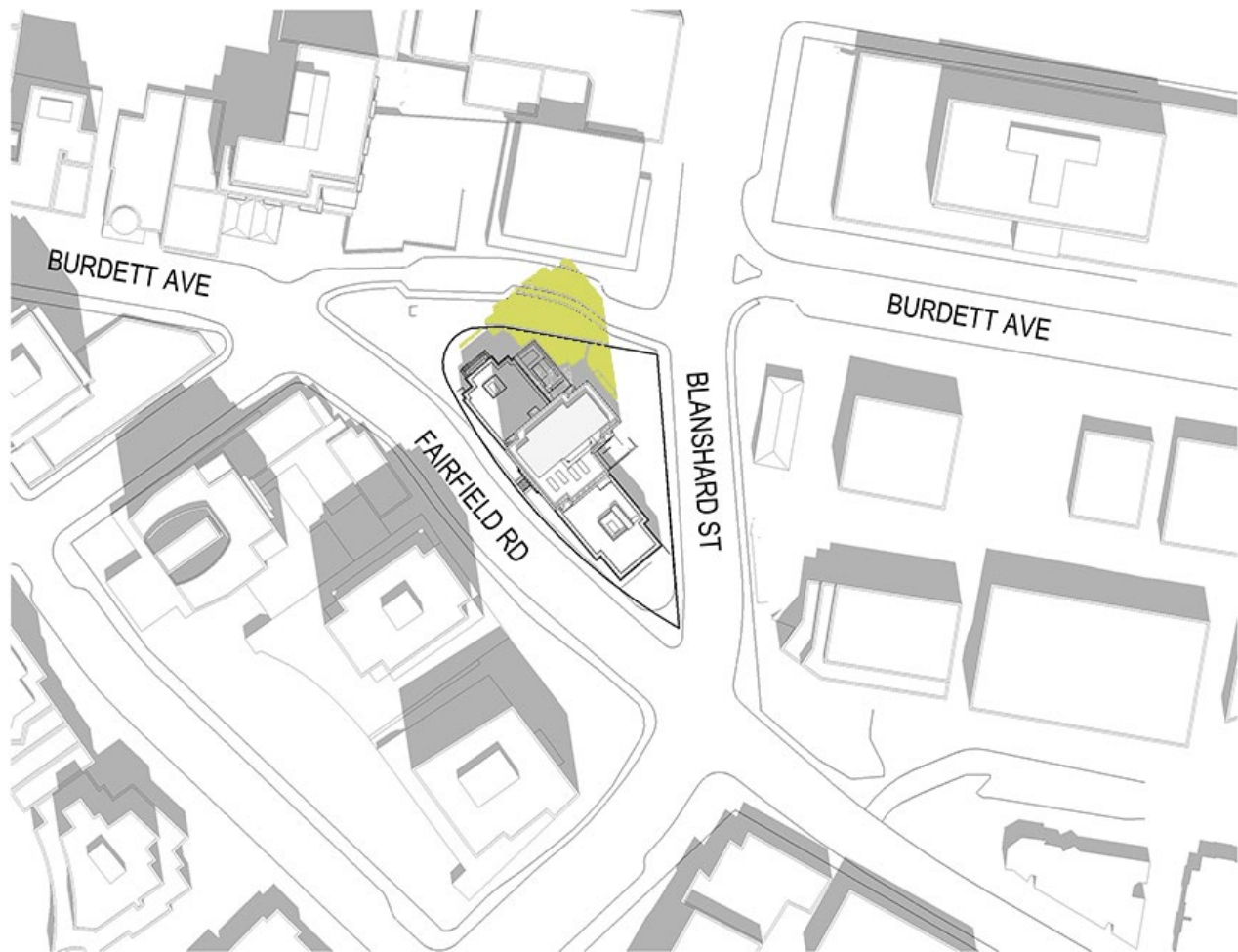
06

SHADOW ANALYSIS
SUMMER SOLSTICE 1 PM

Existing



Proposed



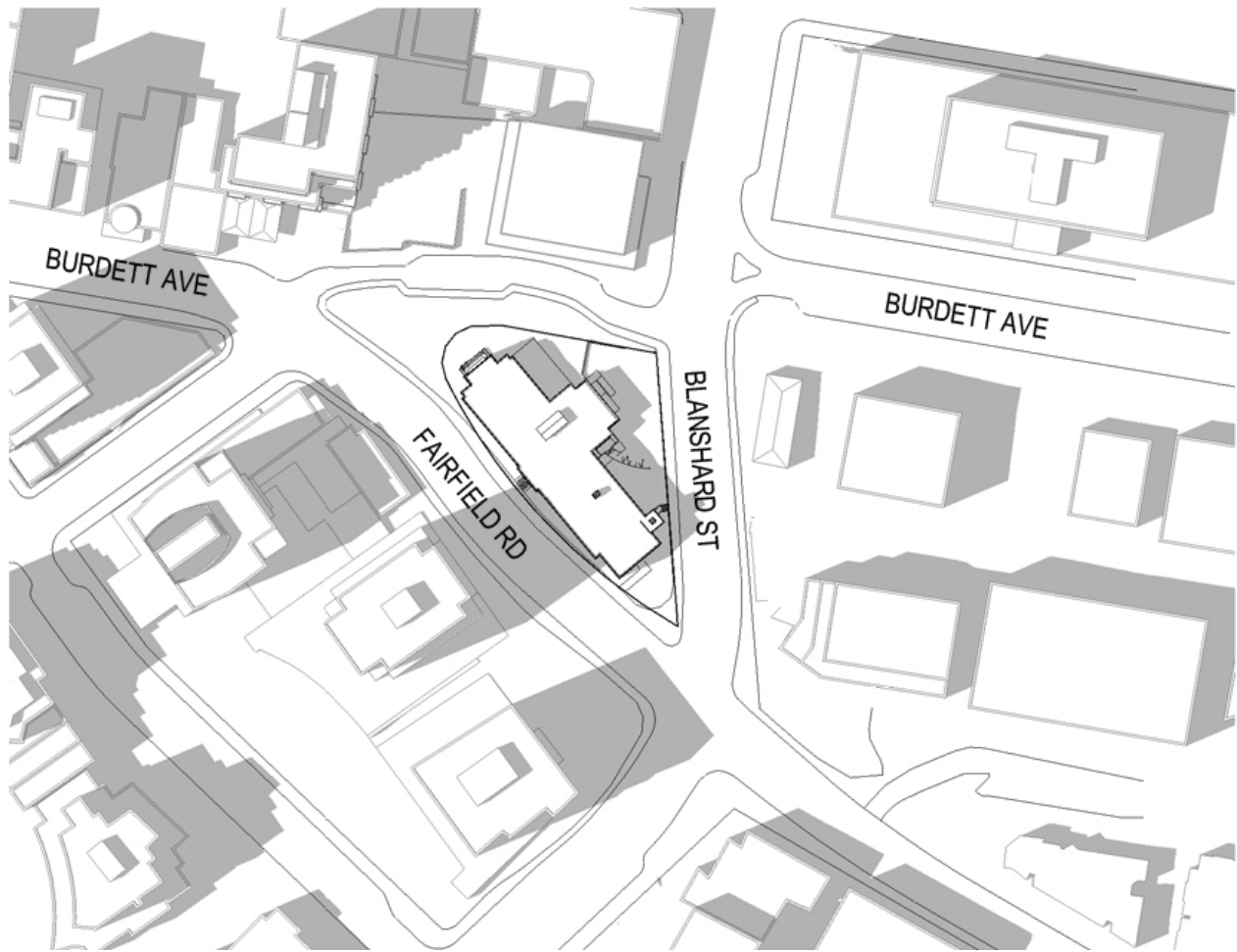
Net Incremental
Shadow Impact

The additional shadowing at 1pm on the summer solstice is limited to a small portion of the south façade of the commercial building opposite and the sidewalks along Burdett Avenue.

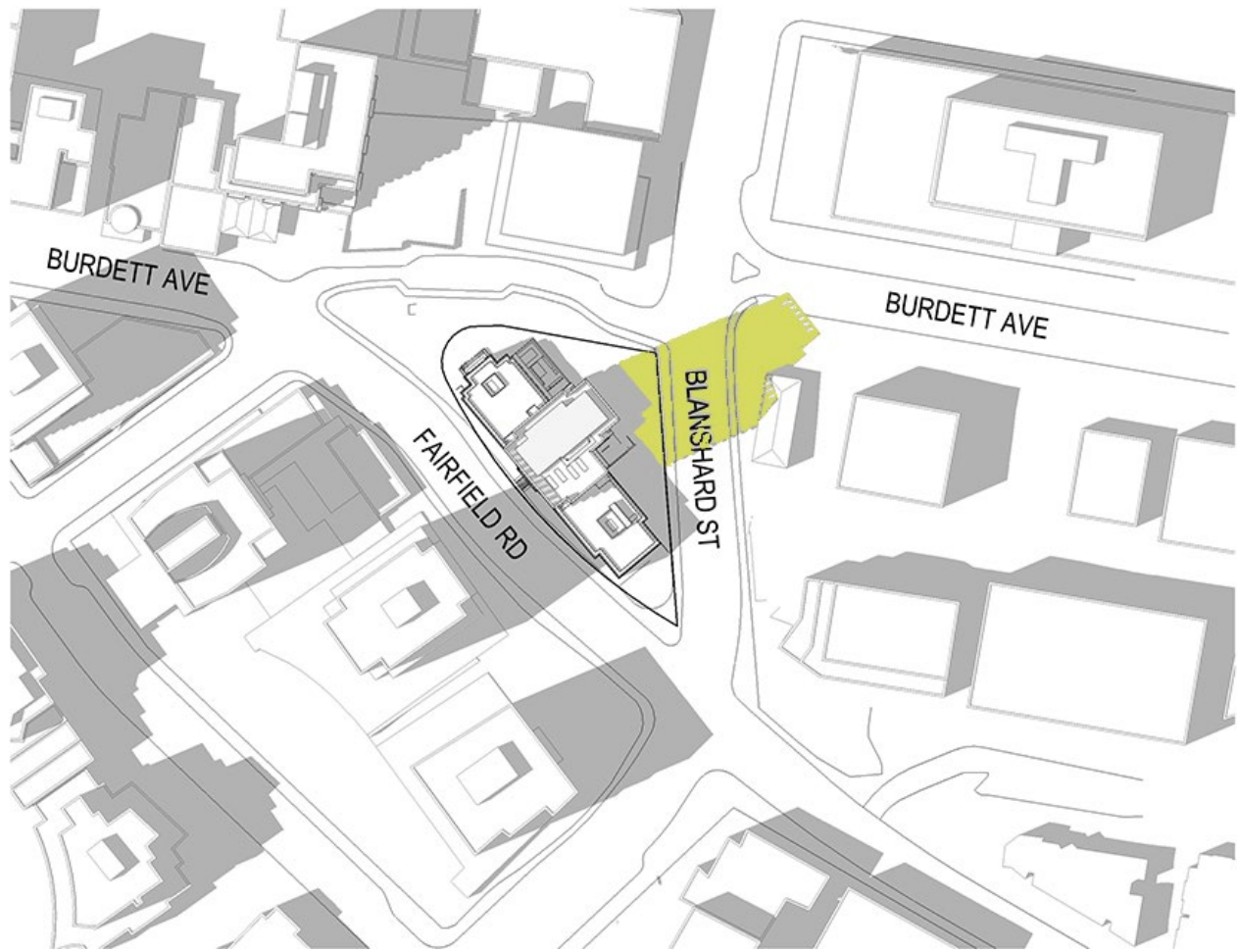
06

SHADOW ANALYSIS
SUMMER SOLSTICE 4 PM

Existing



Proposed

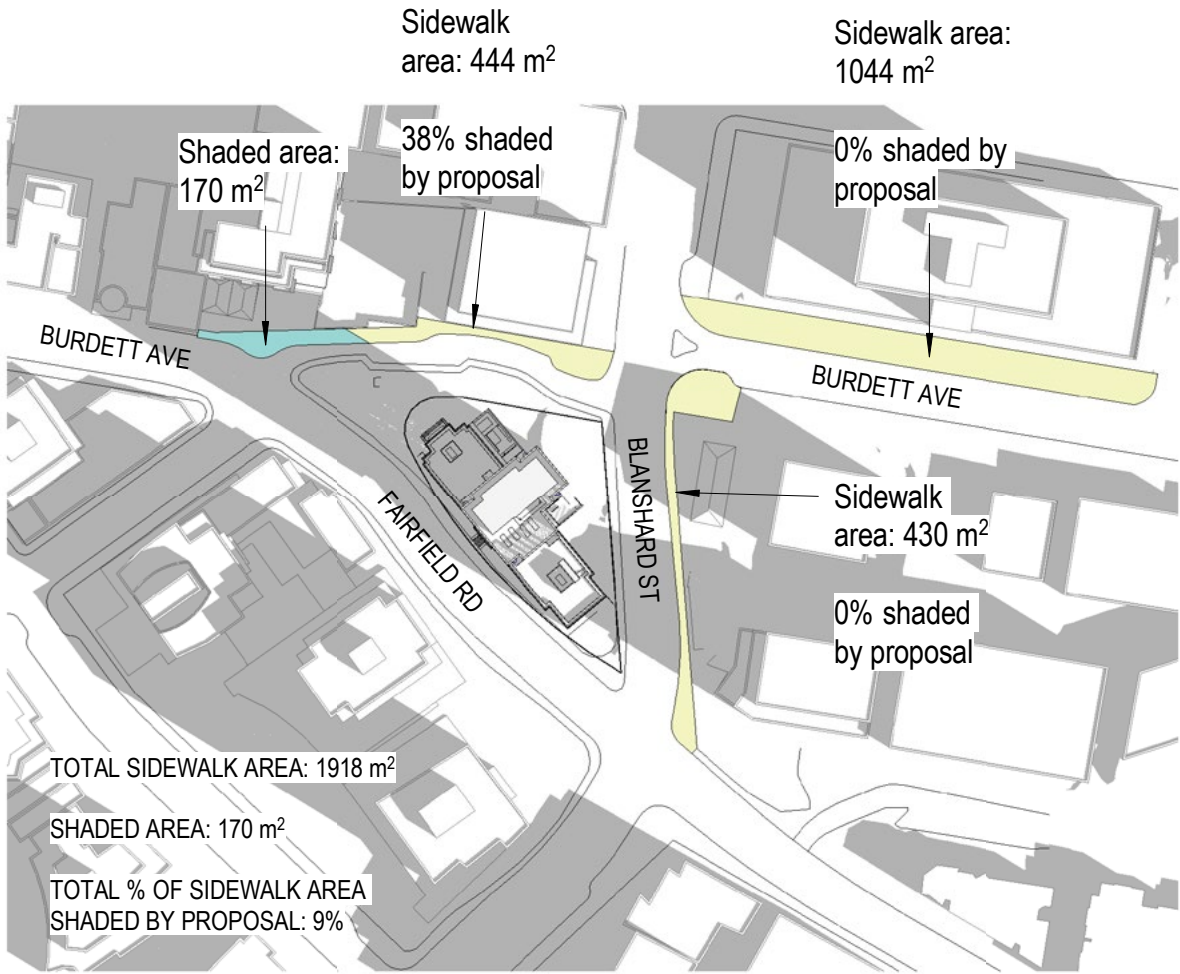


Net Incremental
Shadow Impact

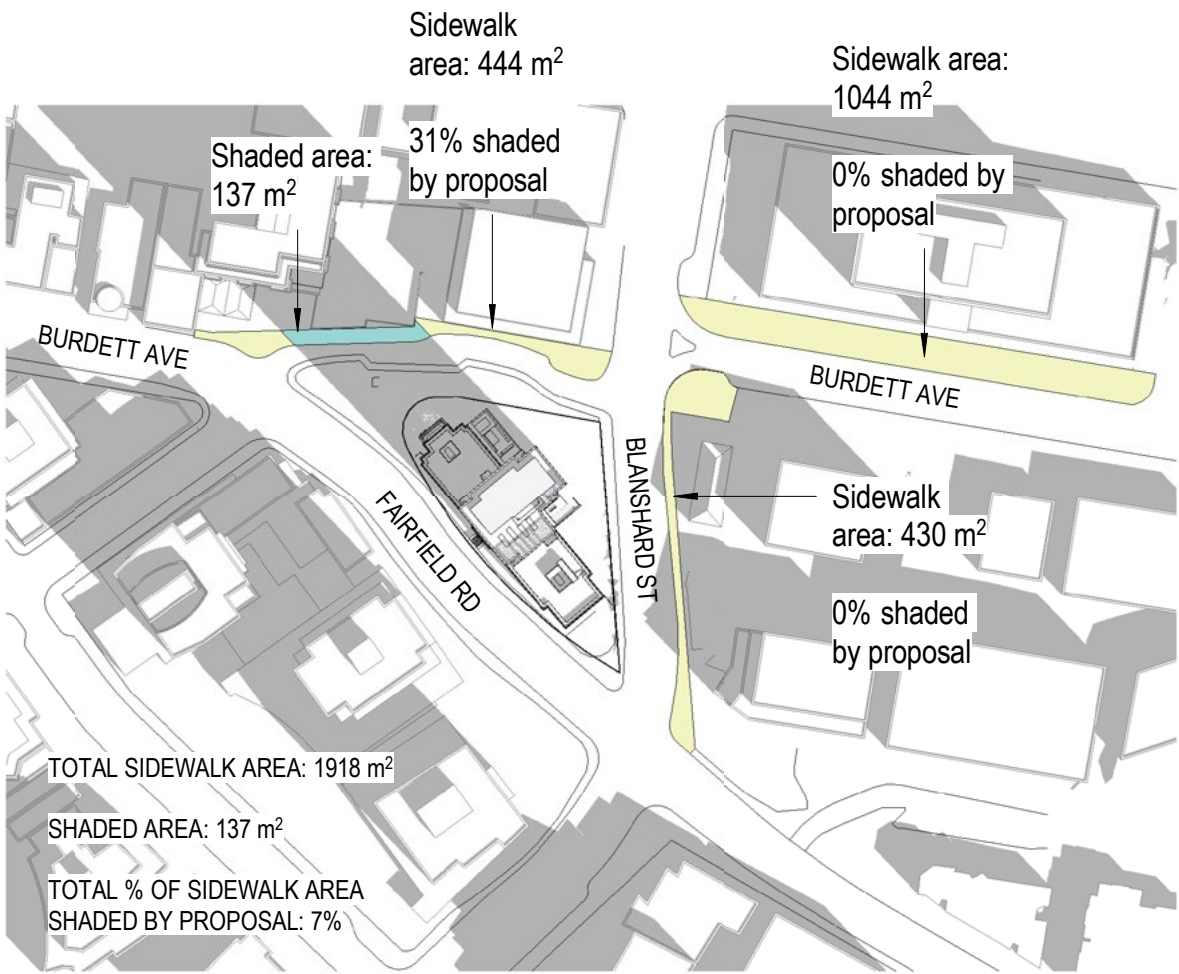
In the afternoon on the summer solstice, the additional shadowing from the proposal is generally limited to sidewalks along Burdett Avenue and Blanshard Street, with some shadowing of 809 Burdett Avenue and the lower floors of 821 Burdett Avenue later in the afternoon.

06

SHADOW ANALYSIS
SITE CONTEXT - SPRING / FALL EQUINOX



1 Shadow Analysis - Proposed - Equinox 10am

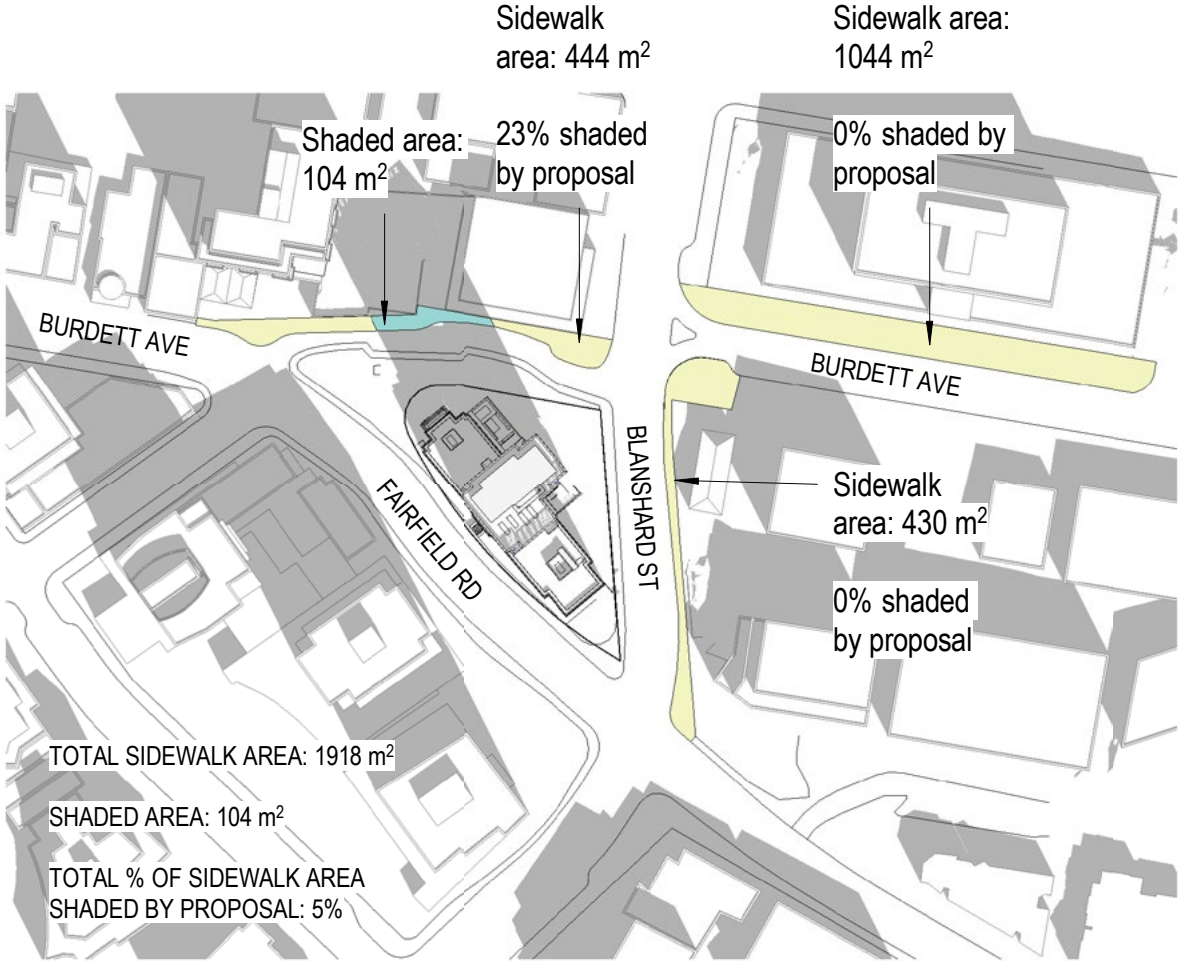


2 Shadow Analysis - Proposed - Equinox 11am

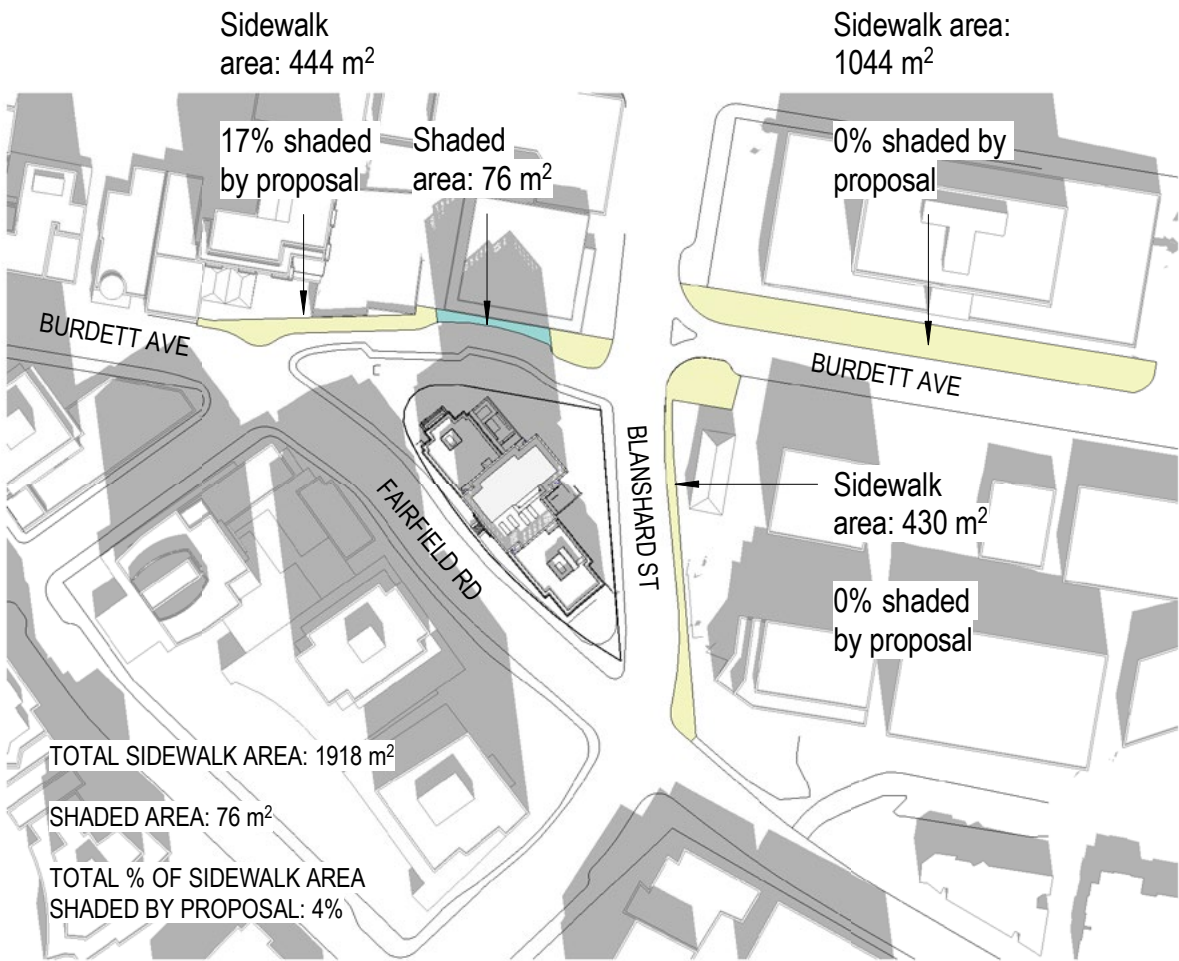


06

SHADOW ANALYSIS
SITE CONTEXT - SPRING / FALL EQUINOX



3 Shadow Analysis - Proposed - Equinox 12pm

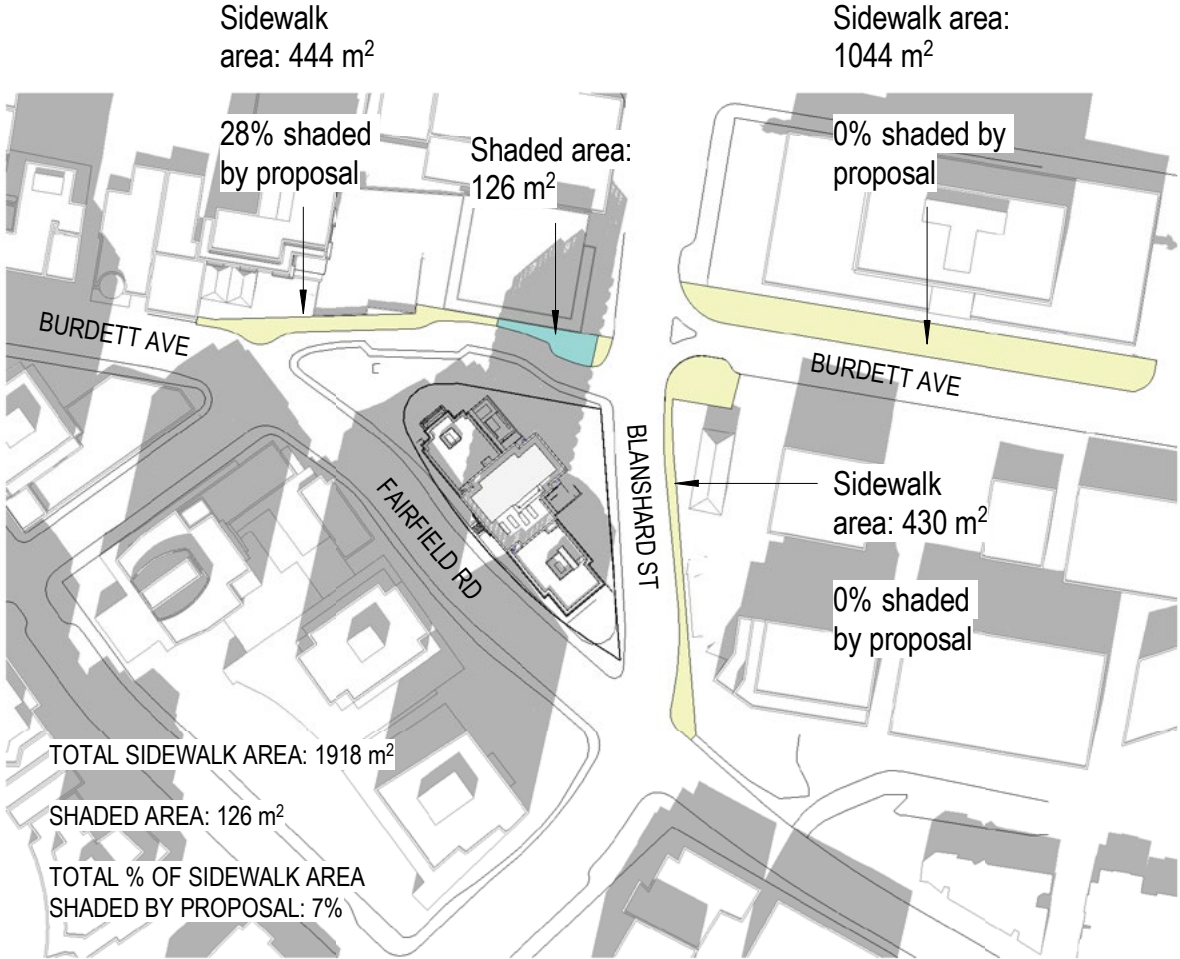


4 Shadow Analysis - Proposed - Equinox 1pm

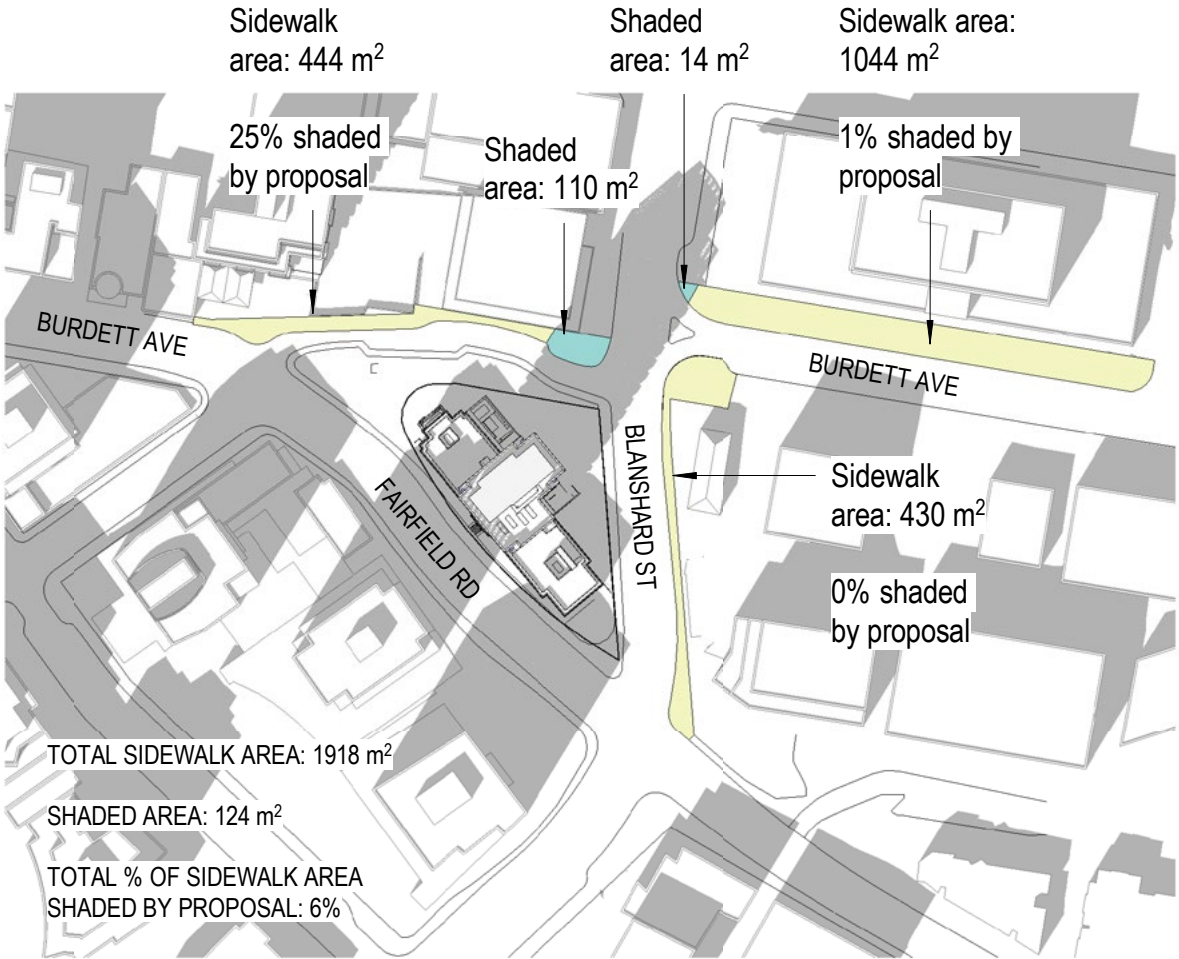


06

SHADOW ANALYSIS
SITE CONTEXT - SPRING / FALL EQUINOX



5 Shadow Analysis - Proposed - Equinox 2pm

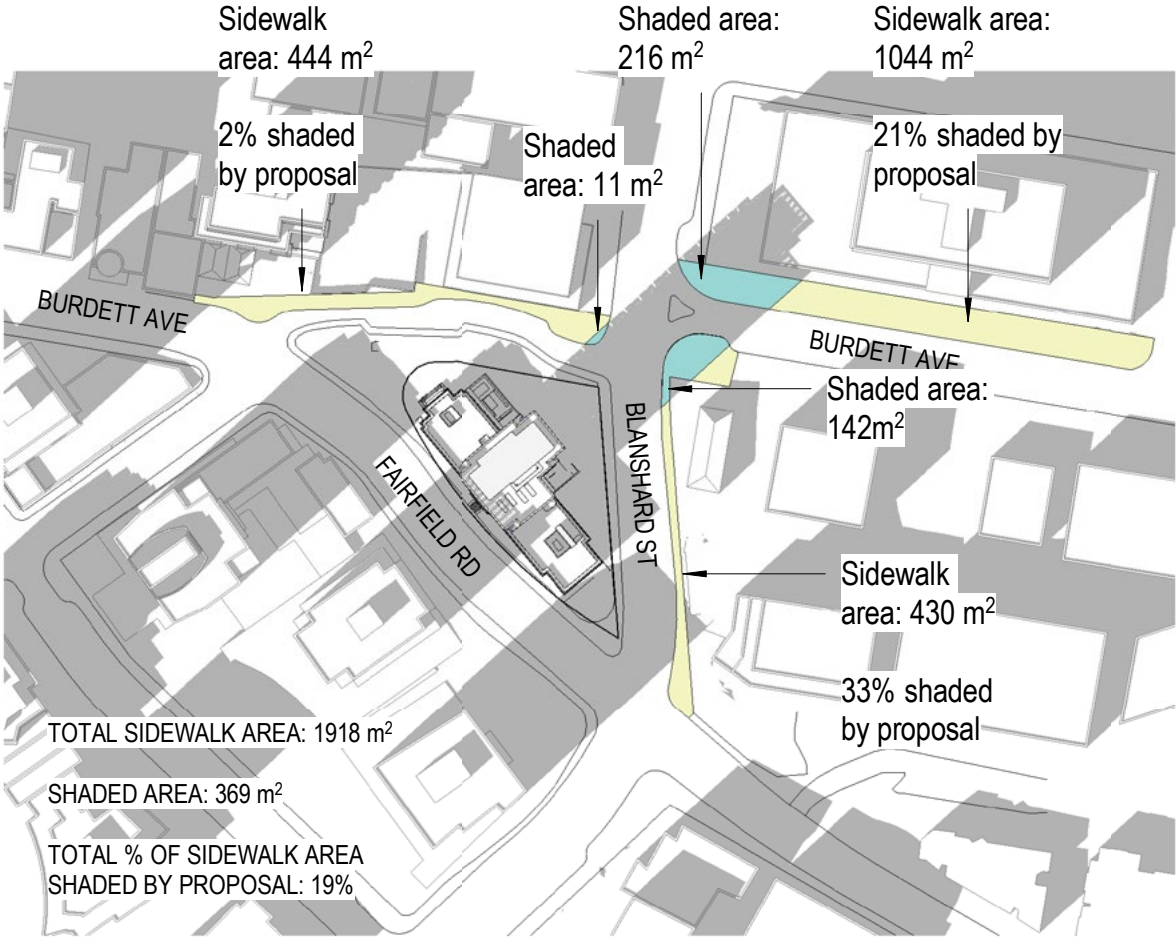


6 Shadow Analysis - Proposed - Equinox 3pm



06

SHADOW ANALYSIS
SITE CONTEXT - SPRING / FALL EQUINOX



The sidewalk along Burdett Ave. directly north of the site has the greatest shadow impact from the proposed tower at 10am where 38% of the sidewalk is in shadow. At 4pm the sidewalk corners at the Burdett Ave. and Blanshard St. intersection sees the greatest impact with 21% and 33% of the sidewalks in shadow. Every hour between 10am and 4pm maintains a minimum of 60% solar access for the three neighbouring sidewalks.

7

Shadow Analysis - Proposed - Equinox 4pm



07 VIEW ANALYSIS

VIEW ANALYSIS

PUBLIC EXTERNAL VIEW 1: LAUREL POINT TO DOWNTOWN CORE AREA

UPDATED PAGE

The proposal helps to establish the anticipated CBD backdrop at the boundary between the Historic Commercial District and the Inner Harbour Causeway area, creating a multilayered and tiered urban profile. It contributes to this backdrop with a reserved material

palette and regular fenestration pattern, allowing the richly detailed facades of the historic building stock to maintain prominence. The slim massing of the tower maximizes the sky view and preserves the legibility of the Empress Hotel's roofline. By preserving the scale

and character of the existing BC Power Commission Building as a podium, the proposal also helps maintain a massing and proportion that is compatible with the surrounding context at street level.



VIEW ANALYSIS

PUBLIC EXTERNAL VIEW 2: INNER HARBOUR FROM SONGHEES POINT

The proposal sits at the northern extent of this view as a backdrop to the Empress Hotel and the Customs House in a cluster of other tall contemporary buildings. It contributes to the anticipated stepped urban backdrop that helps frame the historic buildings along the Inner Harbour Causeway. The roofline of the

proposal is simple and quiet, allowing the variegated roofline of the Empress Hotel to remain legible and prominent. The façade is crafted from high quality materials that complement the surrounding context while remaining distinguishable and contemporary. The slim massing creates a unique fixture in the

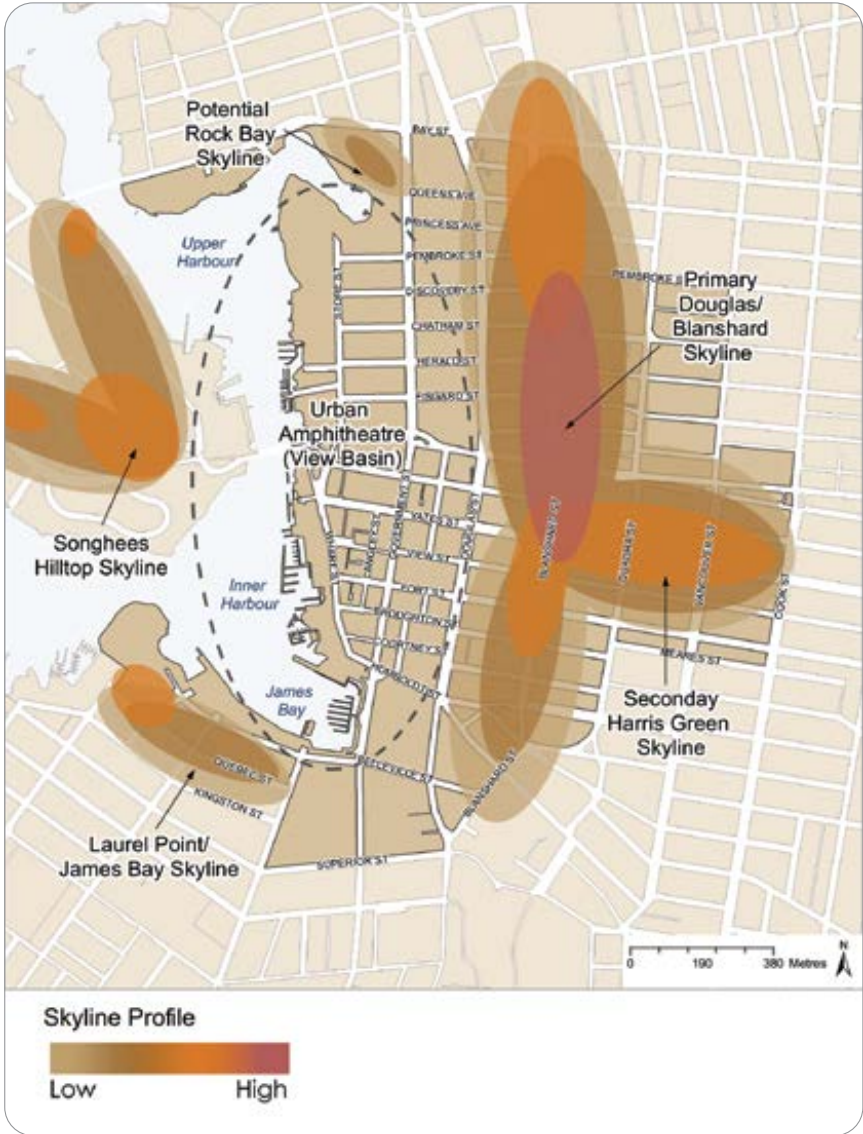
skyline, while the refined fenestration and balcony pattern does not detract from the prominence of the landmarks along the Inner Harbour Causeway.



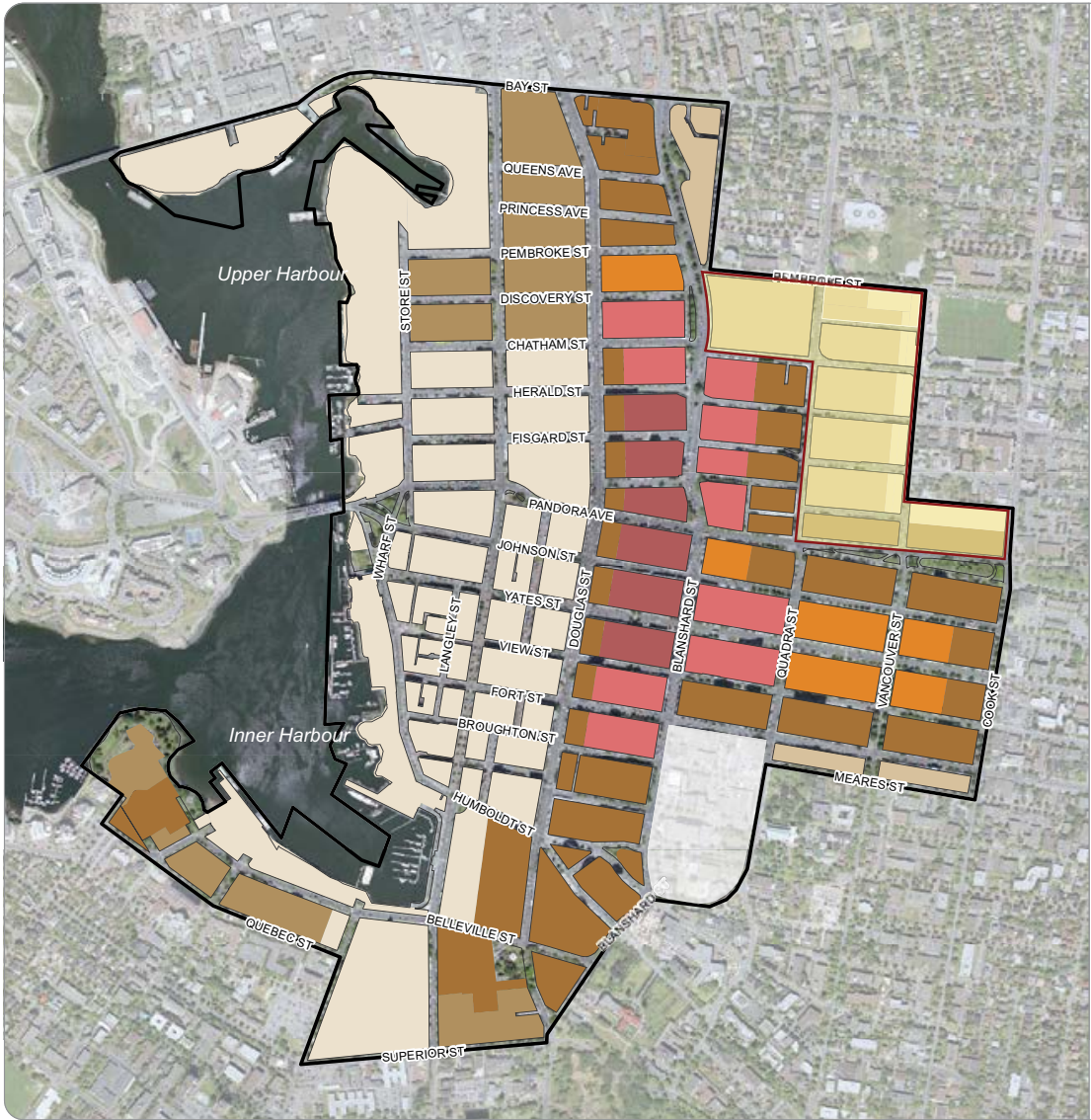
07

VIEW ANALYSIS

URBAN AMPHITHEATRE - POLICY OVERVIEW



City of Victoria Urban Amphitheatre Concept Map



UPDATED: MAY 9, 2012

City of Victoria DCAP Maximum Building Heights Map

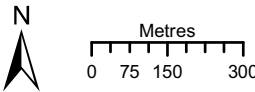
MAP 29
Maximum Building Heights

Maximum Building Height	Approximate Number of Commerical Storeys	Approximate Number of Residential Storeys
72m	19	24
60m	15	20
50m	13	17
45m	11	15
30m	8	10
20m	5	6
15m	4	5

See Fairfield Neighbourhood Plan (2019) for building height policies.

See North Park Neighbourhood Plan (2022) for building height policies.

Note: Maximum building heights are subject to additional building design guidelines described in this Plan.



07

VIEW ANALYSIS

URBAN AMPHITHEATRE - DCAP MAXIMUM HEIGHTS (PER MAP 29)





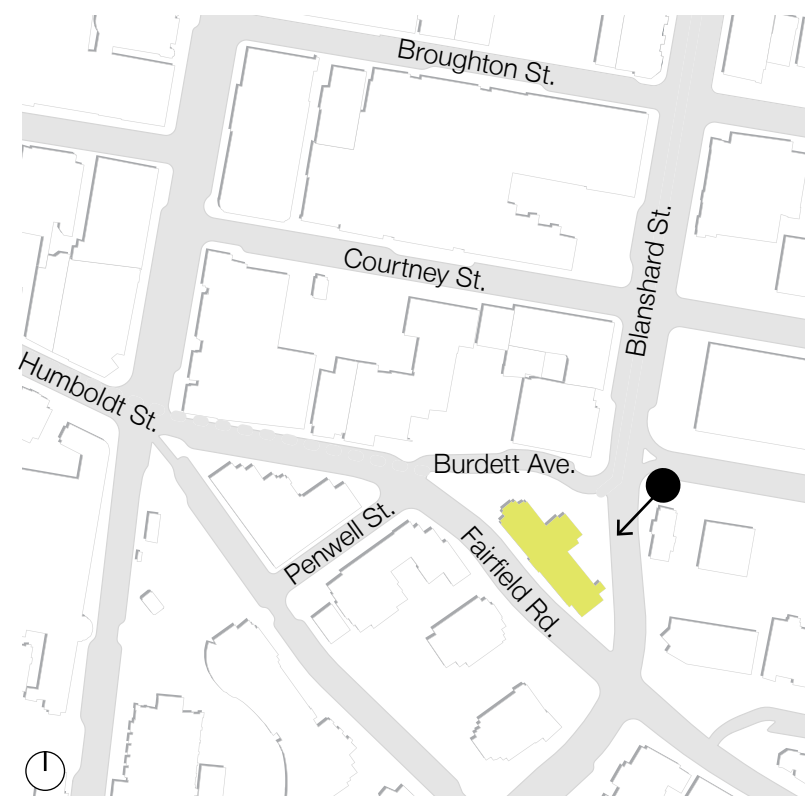




07

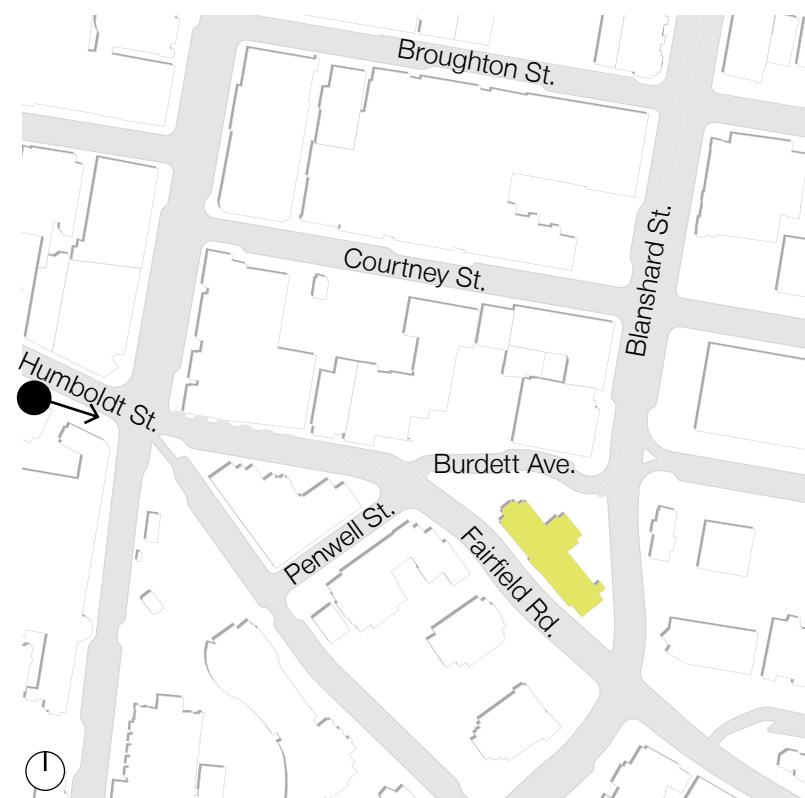
VIEW ANALYSIS

LOOKING SOUTHWEST ACROSS BLANSHARD STREET



07 VIEW ANALYSIS

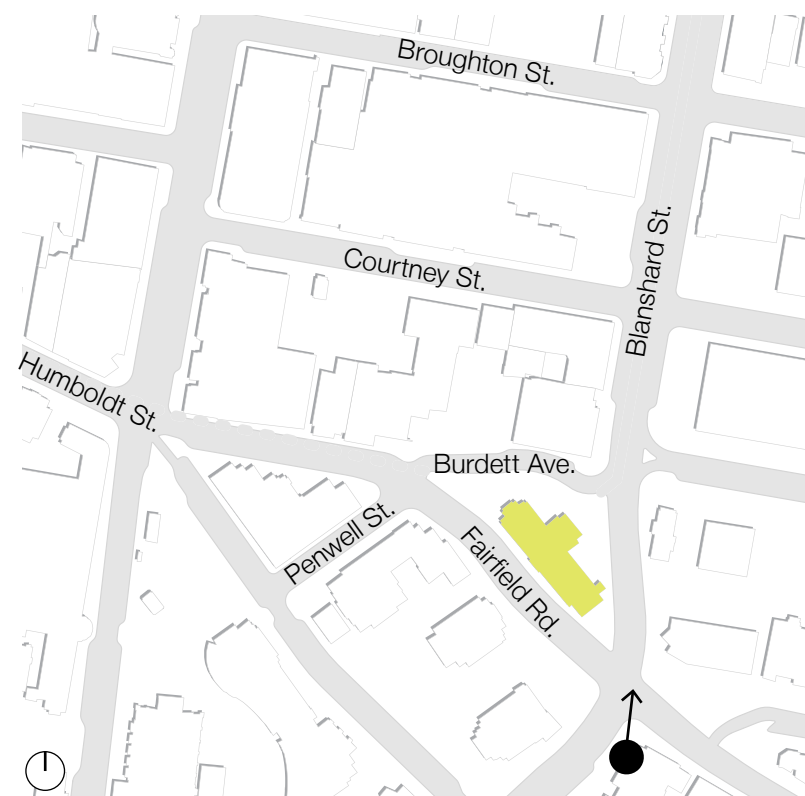
VIEW FROM HARBOUR ALONG HUMBOLDT STREET



07

VIEW ANALYSIS

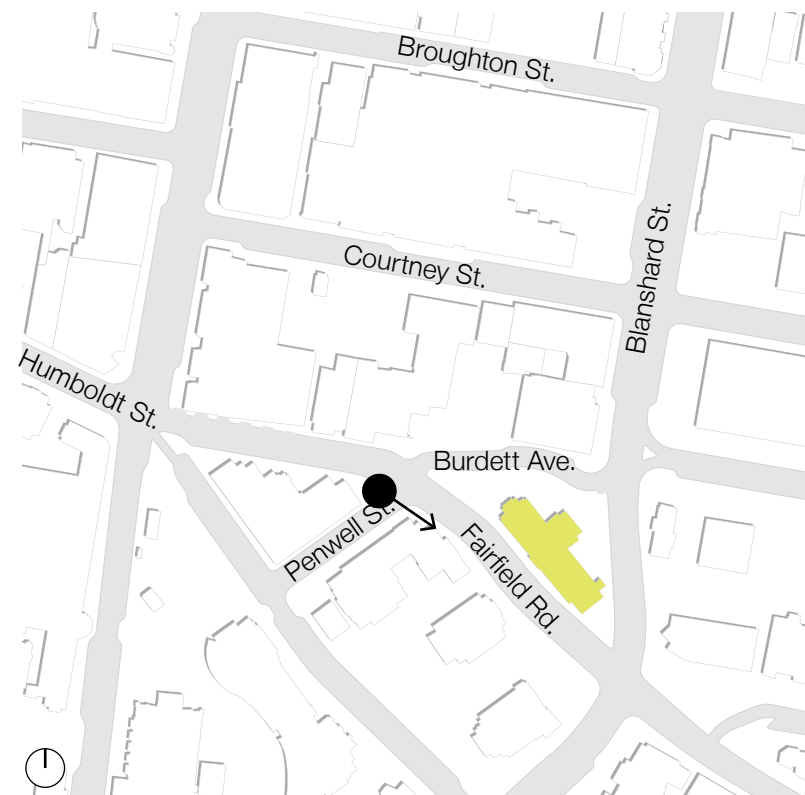
LOOKING NORTH ALONG BLANSHARD STREET



07

VIEW ANALYSIS

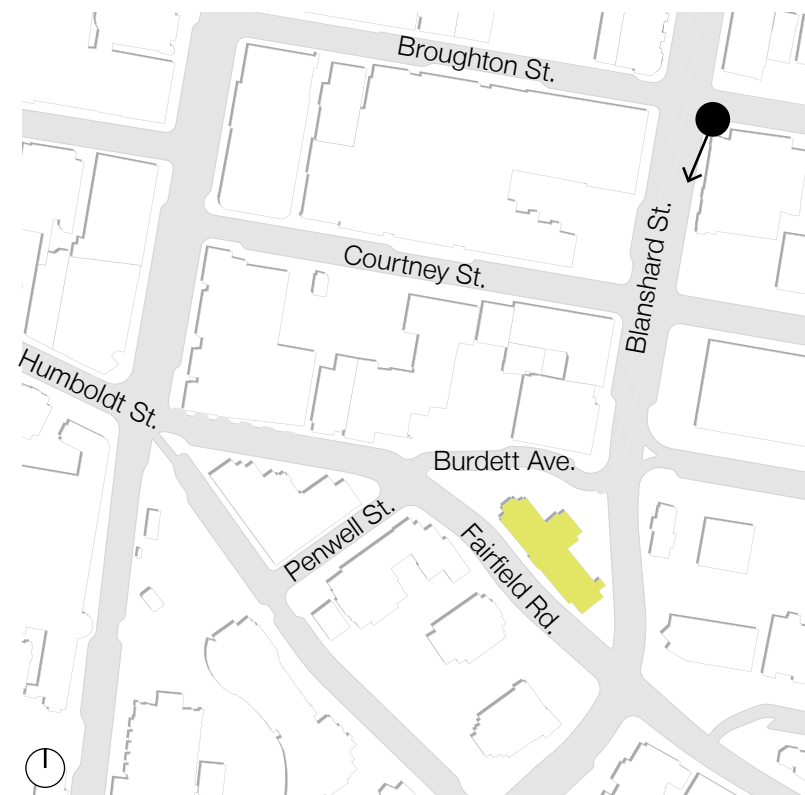
LOOKING EAST ALONG FAIRFIELD ROAD



07

VIEW ANALYSIS

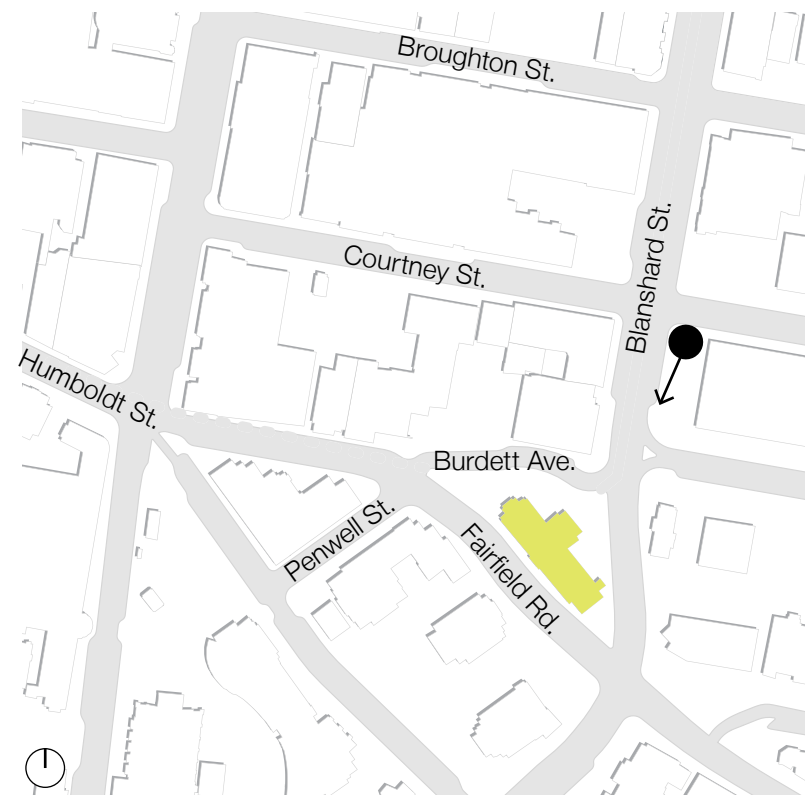
LOOKING SOUTH AT BLANSHARD ST + BROUGHTON ST



07

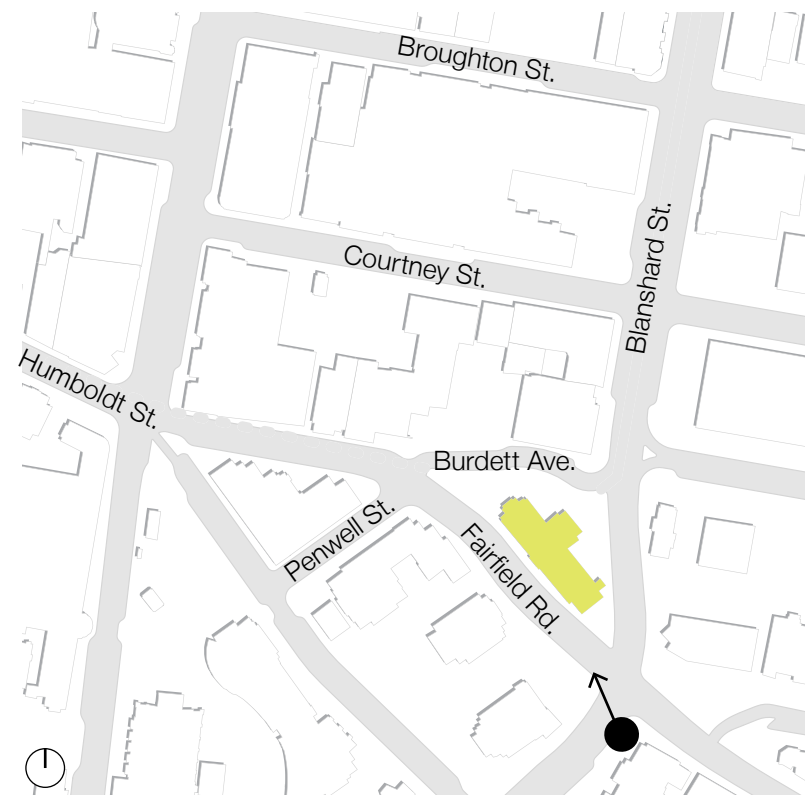
VIEW ANALYSIS

LOOKING SOUTH AT BLANSHARD ST + COURTNEY ST



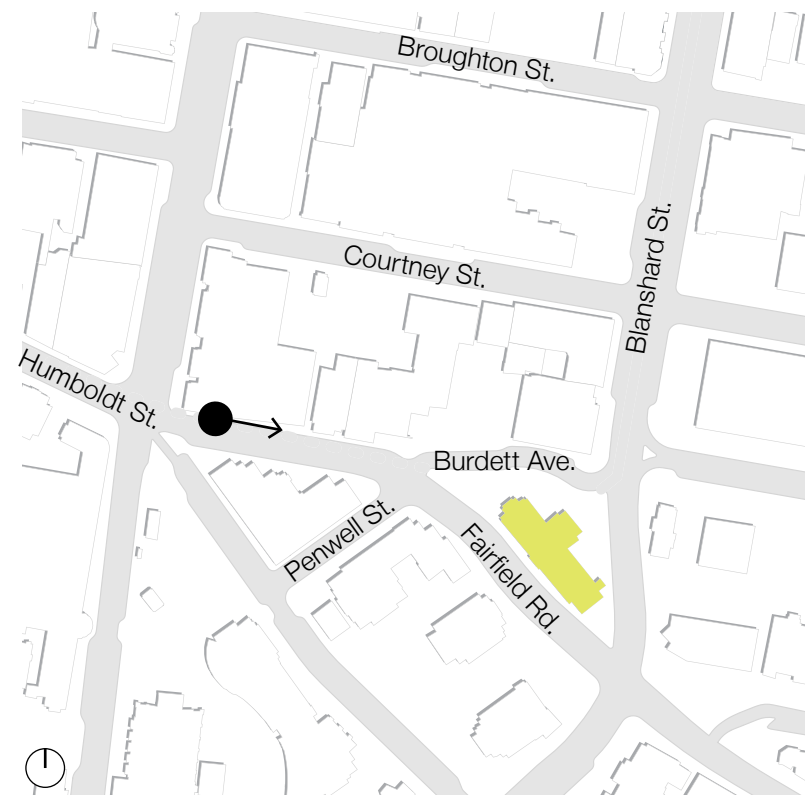
07 VIEW ANALYSIS

FAIRFIELD ROAD CORNER



07 VIEW ANALYSIS

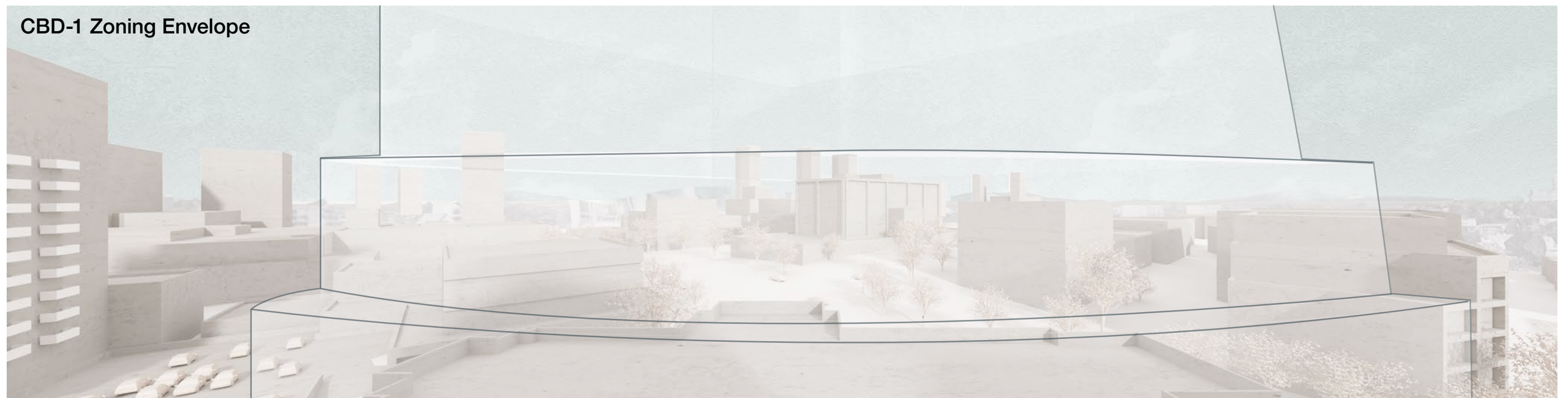
VIEW ALONG HUMBOLDT STREET



07

VIEW ANALYSIS

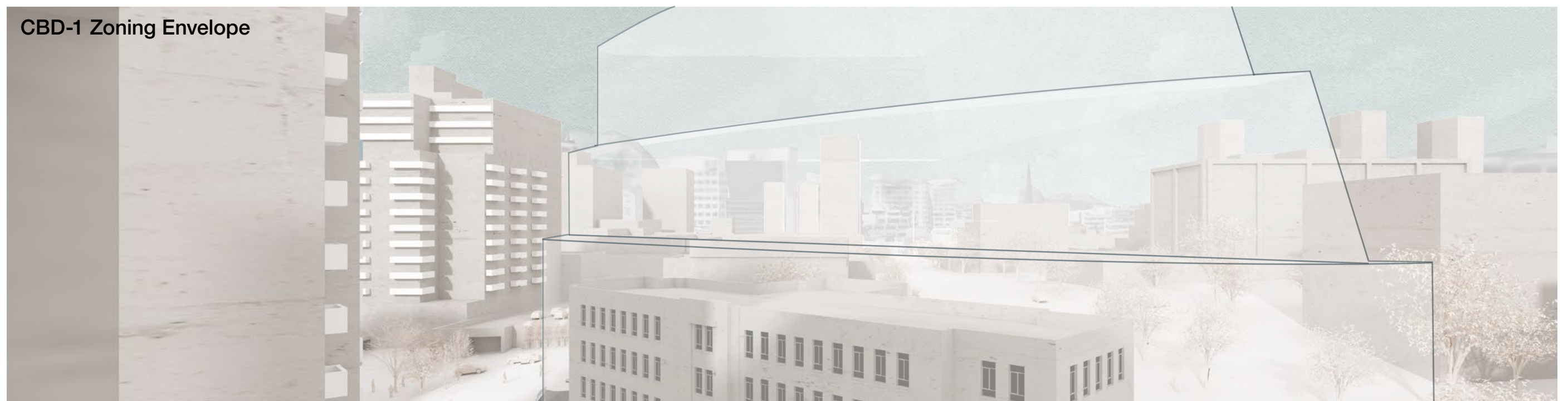
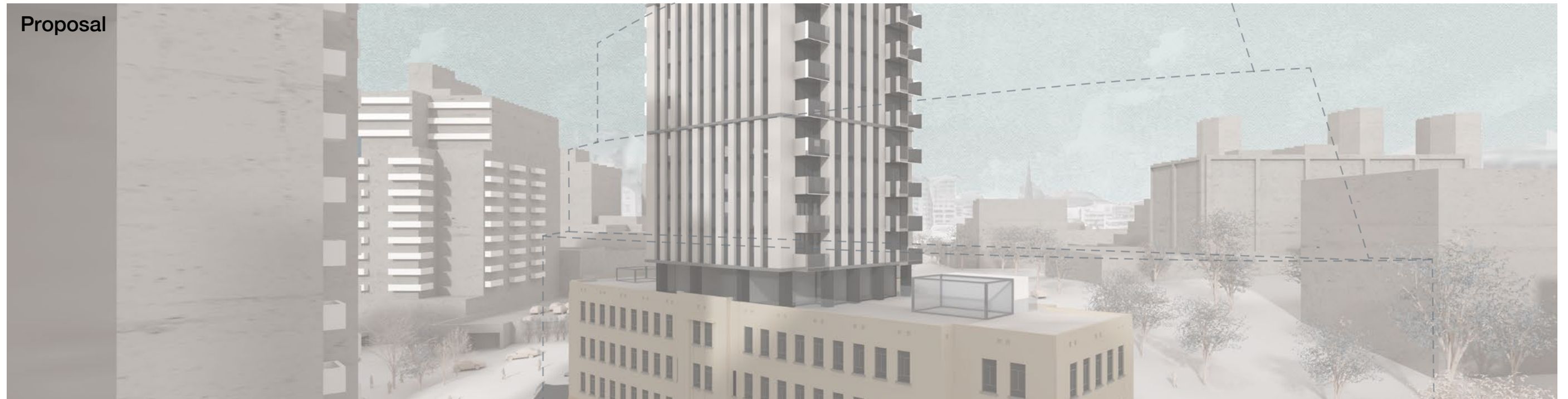
VIEW FROM 751 FAIRFIELD ROAD, 12TH FLOOR



07

VIEW ANALYSIS

VIEW FROM 788 HUMBOLDT STREET, 10TH FLOOR



08 PERSPECTIVE STUDIES

Added Specimen Tree at Corner of
Burdett Avenue and Blanshard Street



PERSPECTIVE STUDIES

PENWILL GREEN PARK FROM FAIRFIELD ROAD

UPDATED PAGE

Revised L1 Window Facing Penwill
Green Park



PERSPECTIVE STUDIES

PLAZA AT BLANSHARD STREET ENTRANCE

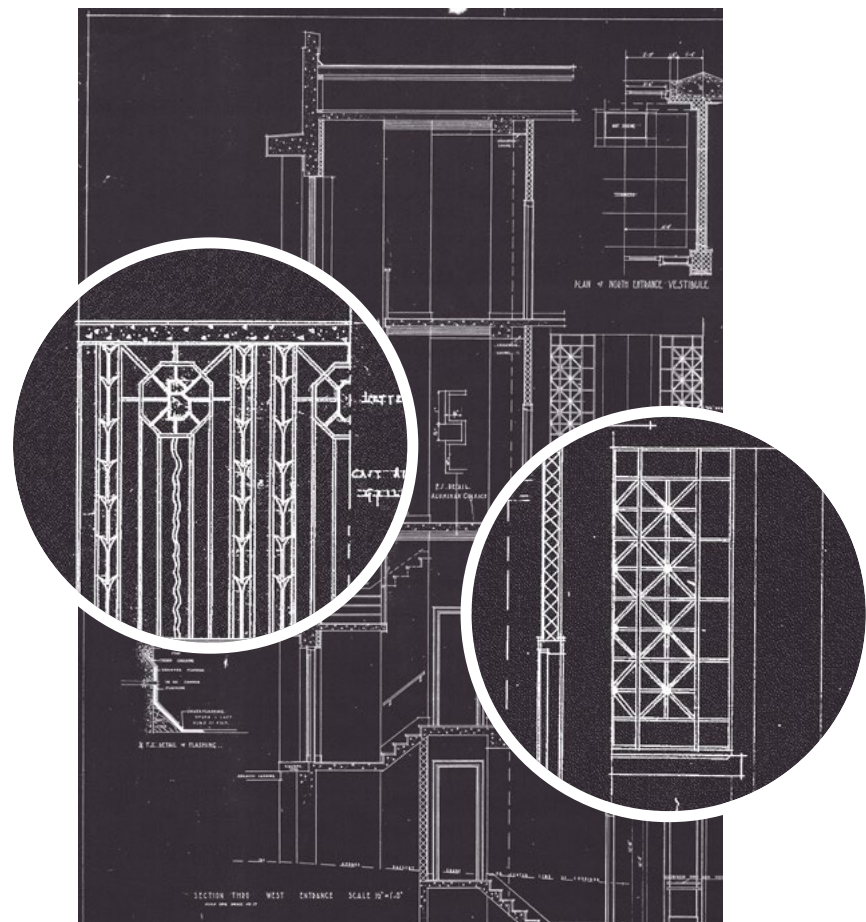


09 MATERIALS + DETAILS

09 MATERIALS + DETAILS

CONTEMPORARY RESPONSE TO HERITAGE ELEMENTS

The design proposes a palette of contemporary materials inspired by those used in the heritage building. Modern rain-screened wall assemblies will be clad with cementitious panels reminiscent of the historic cast-in-place concrete. Metal-detailed windows and doors will take cues from the existing aluminum window grilles, stairway guards, and window systems to create a distinguishable but compatible design. Balconies with a polished metal finish will blend into the surrounding context.



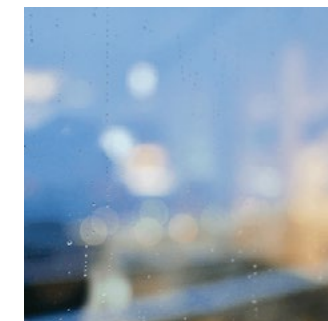
Original metal window screen detail on north elevation



Original aluminum screen in west stairwell with BC Power Commission letters



Natural aggregate cementitious panel cladding



Glass



Dark metal window frames



Polished metal

10 RESPONSE TO ARS COMMENTS

10

RESPONSE TO ARS COMMENTS
KEY COMMENTS TO BE ADDRESSED

Note: This section is in response to the sky urban design comments from the first Application Review Summary comments provided, not from the most recent TRG comments addressed in this resubmission.

ARS COMMENT #22

Staff recommend reducing the proposed tower height by approximately 5 storeys so that it reflects a gentler transition from the height of the current buildings in the area and to maintain the City amphitheatre which will improve its contextual skyline fit.

ARS COMMENT #23

The proposal does not meet the minimum recommended 3m setback for a rooftop addition to a heritage building. To improve the consistency with the design guidelines an increased “reveal” or inset transition storey is recommended to distinguish the tower from the podium.

ARS COMMENT #24

The tower addition from the north elevation currently compresses the façade at the main entrance at the corner of Burdett and Blanshard. As this is the main entrance, it is suggested that the design should be developed further to allow for this front façade to be prominent and the design of the tower to emphasize this. The waistband/reveal could be greater on this North elevation and additional design consideration should be given to the tower portion of the building to achieve the same proportions as the relationship between tower and podium on the south elevation. This particularly pertinent given the co-planer faces of the podium and tower.

ARS COMMENT #25

Consider increasing the height of the parapet of the tower to hide the roof top mechanical equipment and to simplify the building form. Consider contemporary interpretations of the historic building elements to reference and reflect the art deco era and proportions.

PRELIMINARY HERITAGE
COMMENT 1.3.B III.

Exploration of the balcony approach to better align the addition with the heritage structure.

RESPONSE TO ARS COMMENTS

EVALUATION CRITERIA - CITY OF VICTORIA DCAP

SKYLINE EVOLUTION

This Plan supports the emergence of an undulating skyline that rises gradually from the north and south ends of the Downtown Core Area to an apex within the Central Business District reflecting the general hilly regional geographic setting of Victoria

Skyline Policies and Actions:

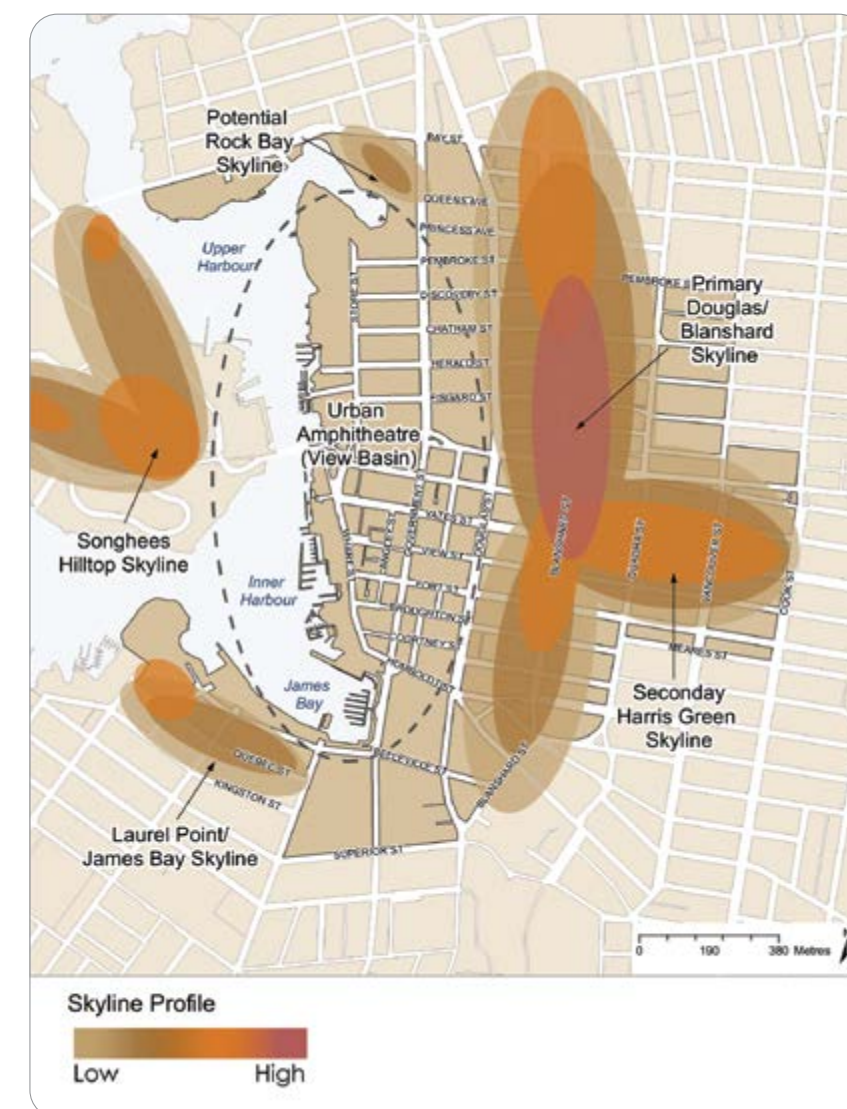
- 01** Evaluate the impact and influence of new development within the Downtown Core Area skyline from the public vantage point identified in Map 25.
- 02** Consider the location of buildings and related building heights that reinforce a skyline profile that rises gradually from the north and south ends of the Downtown Core Area to the area of tallest height within the Central Business District.
- 03** Consider the following criteria for tall buildings that are visible within the Downtown Core Area skyline:
 - Visual impact within the existing skyline;
 - Location and clustering in relation to other tall buildings;
 - Massing, orientation, and expression of the shape of the base, the body, and the top of the building; and
 - Use lighter colours including a palette of warm brick and soft pastel tones to lighten up the visual appearance of the skyline and complement the existing appearance.

URBAN AMPHITHEATRE CONCEPT

To build on the Downtown Core Area's geographic and historic urban setting, this Plan promotes a general urban form in the shape of an amphitheatre, stepping up from Victoria's open Harbour basin, where building height remains low near the Harbour but gradually increases further inland, with tall buildings at a distance from the Harbour, concentrated along Douglas and Yates Streets.

The Urban Amphitheatre shape:

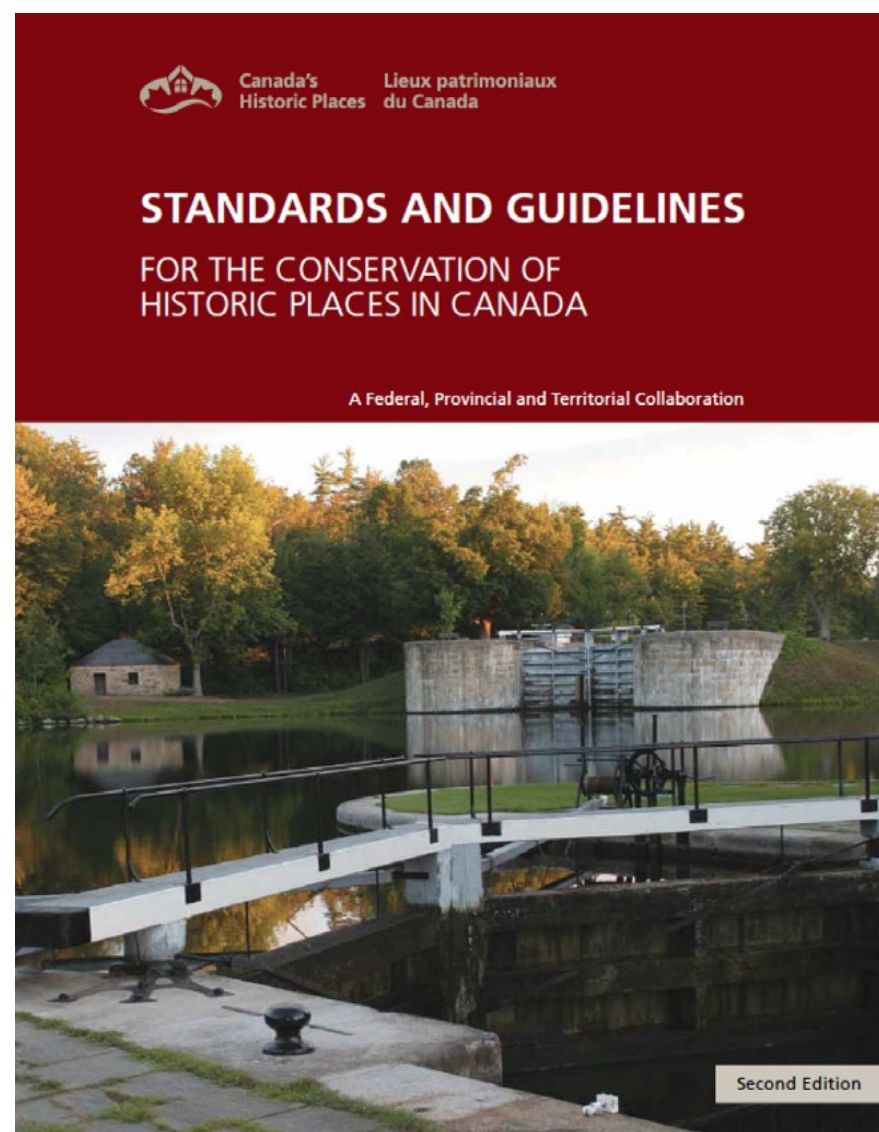
- 01** Builds on the pattern of historical development in the Downtown Core Area by having growth tier up away from the Harbour.
- 02** Reflects and emphasizes the natural, underlying hilly landscape and the rise of natural grades in several directions away from the water.
- 03** Creates a series of backdrops with buildings along the waterfront as well as along higher elevations that also help to frame the Harbour.
- 04** Supports the concentration of taller buildings in strategic locations to create a series of unique and varied skylines that frame the Harbour.



Map 20: Urban Amphitheatre Concept

RESPONSE TO ARS COMMENTS

EVALUATION CRITERIA - HERITAGE STANDARDS + GUIDELINES



STANDARD 11

- A** Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction.
- B** Make the new work physically and visually compatible with, subordinate to, and distinguishable from the historic place.

- Additions or new construction may be needed to assure the continued use of an historic place. Additions or new construction must not obscure, radically change or have a negative impact on character-defining materials, forms, uses or spatial configurations.
- Physical compatibility includes using materials, assemblies and construction methods that are well suited to the existing materials.
- To accomplish an addition that is visually compatible with, yet distinguishable from, the historic place, an appropriate balance must be struck between mere imitation of the existing form and pointed contrast, thus complementing the historic place in a manner that respects its heritage value.
- An addition should be subordinate to the historic place, best understood to mean that the addition must not detract from the historic place or impair its heritage value. Subordination is not a question of size; a small, ill-conceived addition could adversely affect an historic place more than a large, well-designed addition.

RESPONSE TO ARS COMMENTS

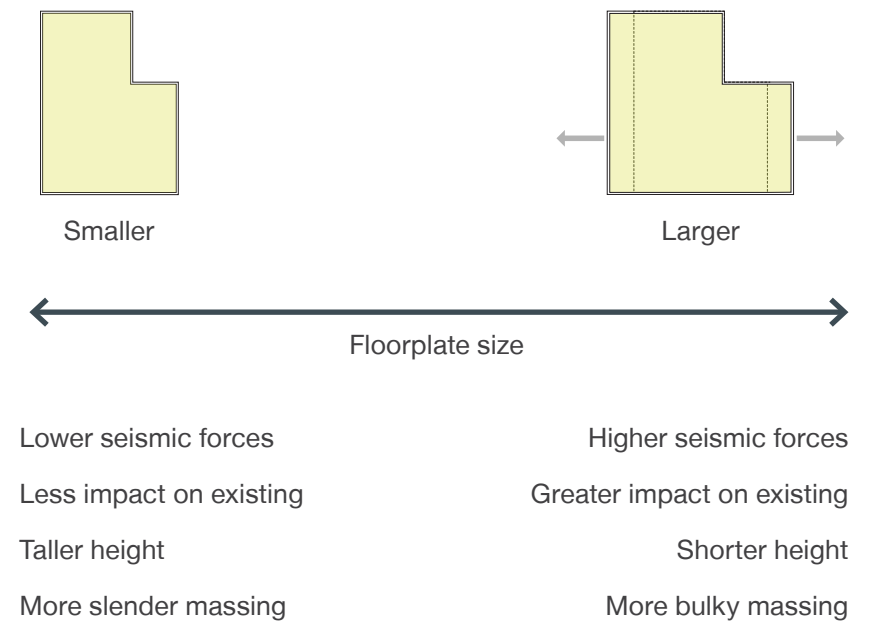
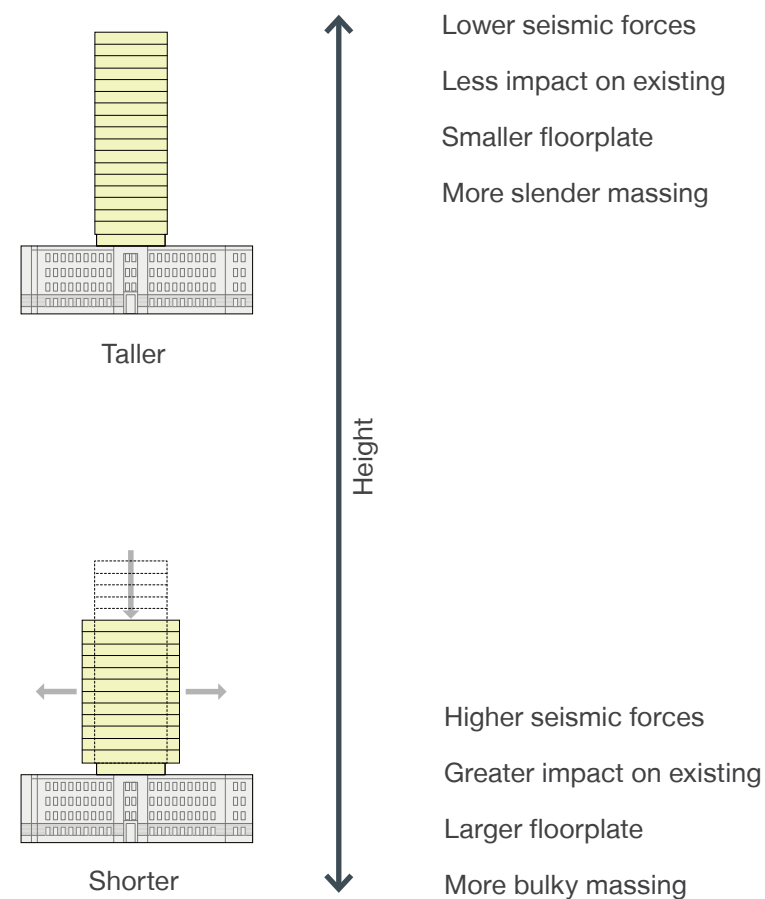
CRITICAL CONSIDERATIONS FOR REVISED MASSING

FIXED

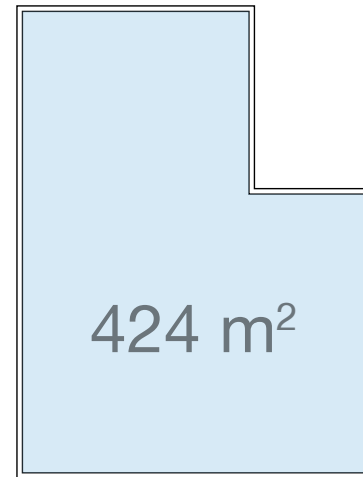
- Proposed residential FSR of 3.0 is required to ensure the project is feasible
- Massing of the addition must respect the outline of the existing building below

VARIABLE

- Heights and setbacks versus bulk (slenderness)
- Building height versus seismic performance in relation to heritage impact
- Floorplate size and structural feasibility versus seismic performance in relation to heritage impact



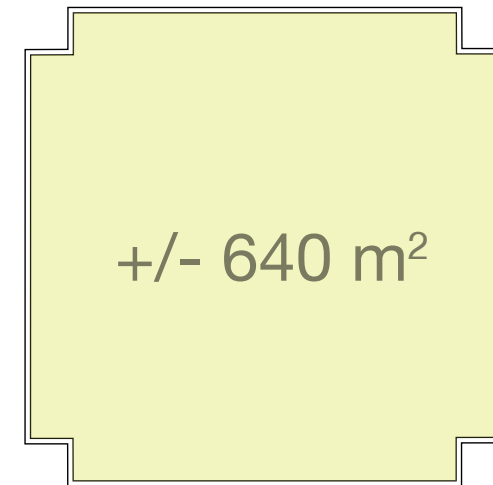
RESPONSE TO ARS COMMENTS COMPARISON OF PROPOSED + TYPICAL FLOORPLATES



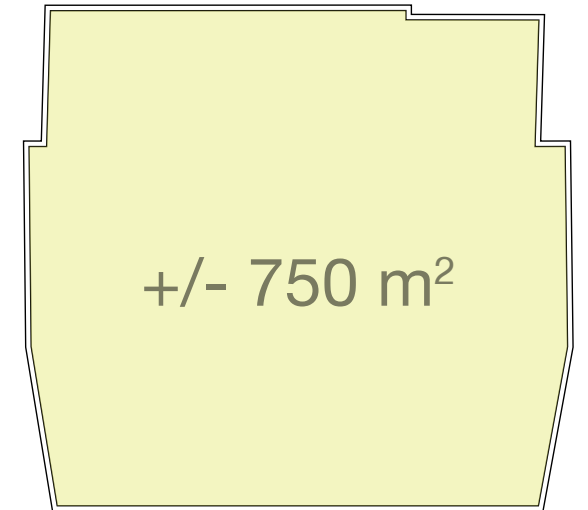
780 Blanshard St.
Rezoning floorplate



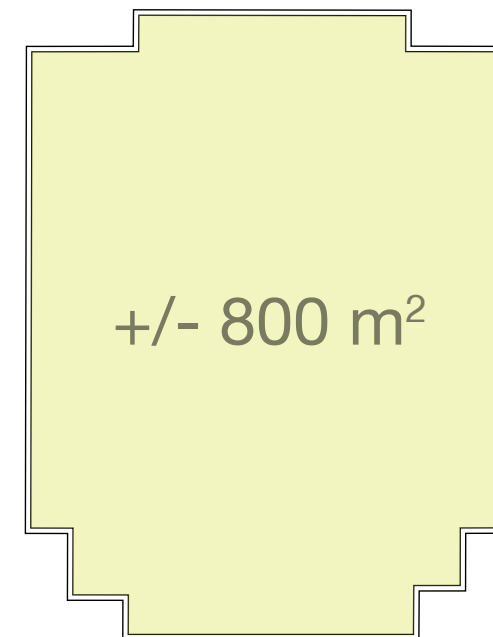
City of Victoria DCAP
Maximum residential floorplate size



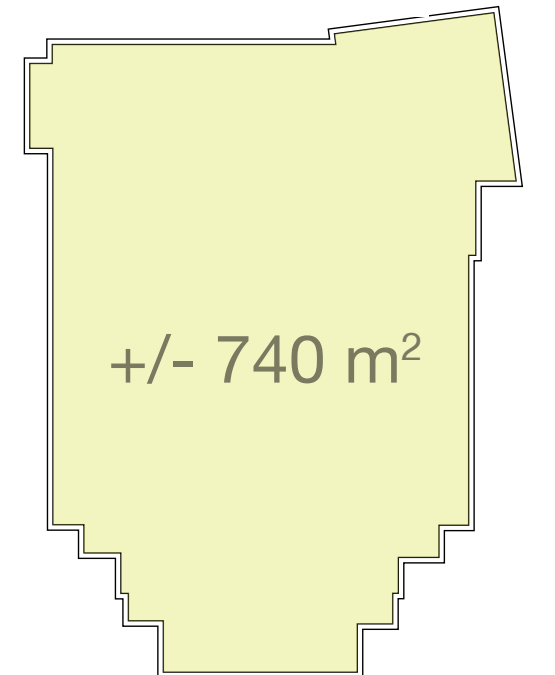
1. 777 Douglas St.
DoubleTree Hotel floorplate



2. 809 Penwell St.
Marriott Hotel floorplate



3. 751 Fairfield Rd.
City Life Suites floorplate



4. 788 Humboldt St.
Condo floorplate

The proposed floorplate responds to the proportions and alignments of the existing heritage building which results in a smaller floorplate and lower efficiency in comparison to the City of Victoria DCAP guideline and neighbouring towers.

780 Blanshard efficiency: 75%

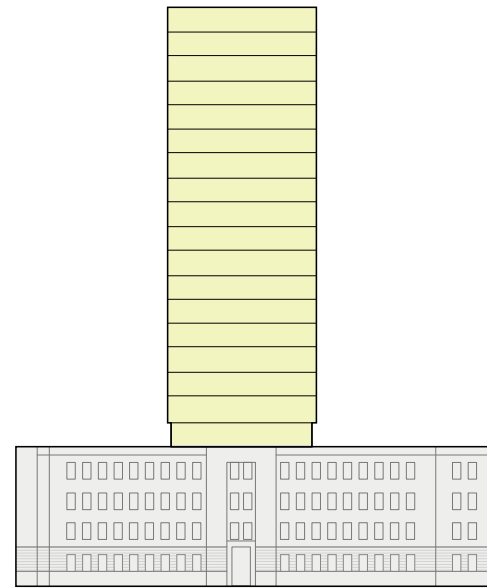
Typical efficiency of neighbouring towers: 85-90%



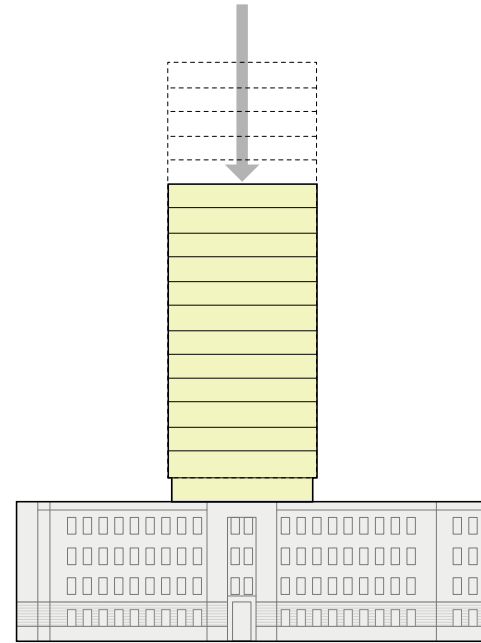
* Derived from building footprint data in VicMap

RESPONSE TO ARS COMMENTS

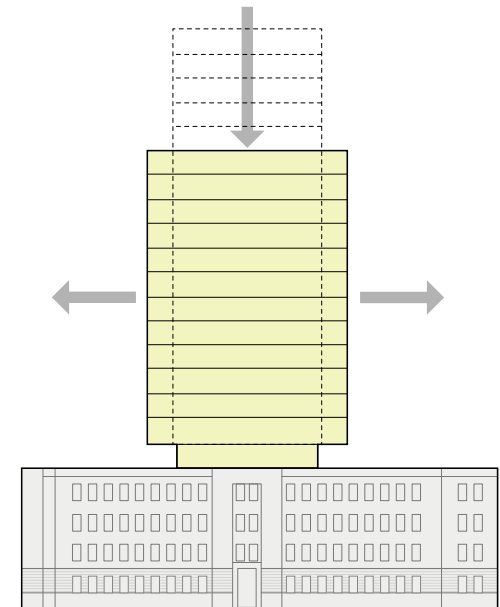
RELATIONSHIP OF HEIGHT, SETBACKS, AND MASS



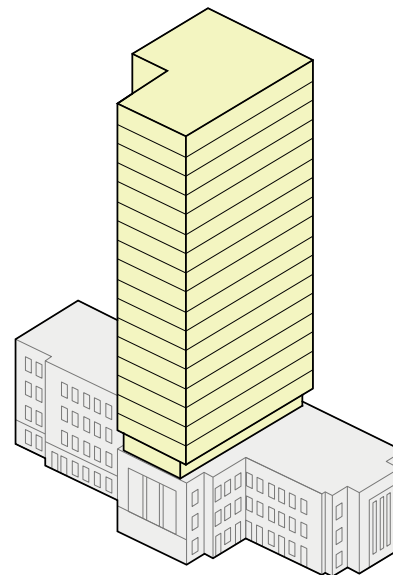
Rezoning height



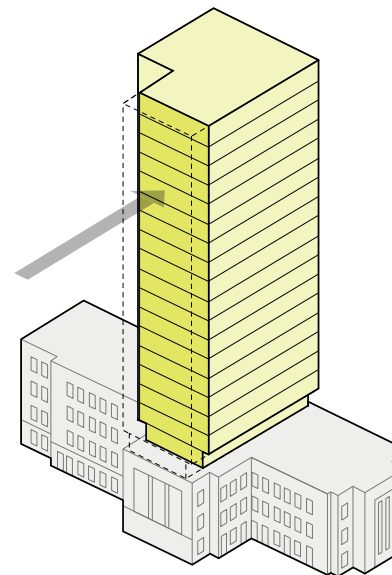
5 storey reduction



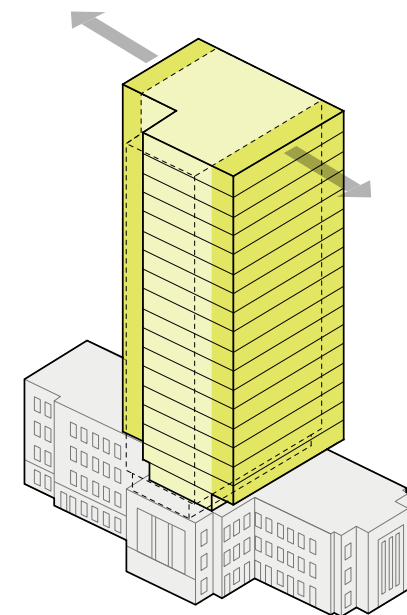
Width increase to maintain 3.0 FSR



Rezoning massing



North setback

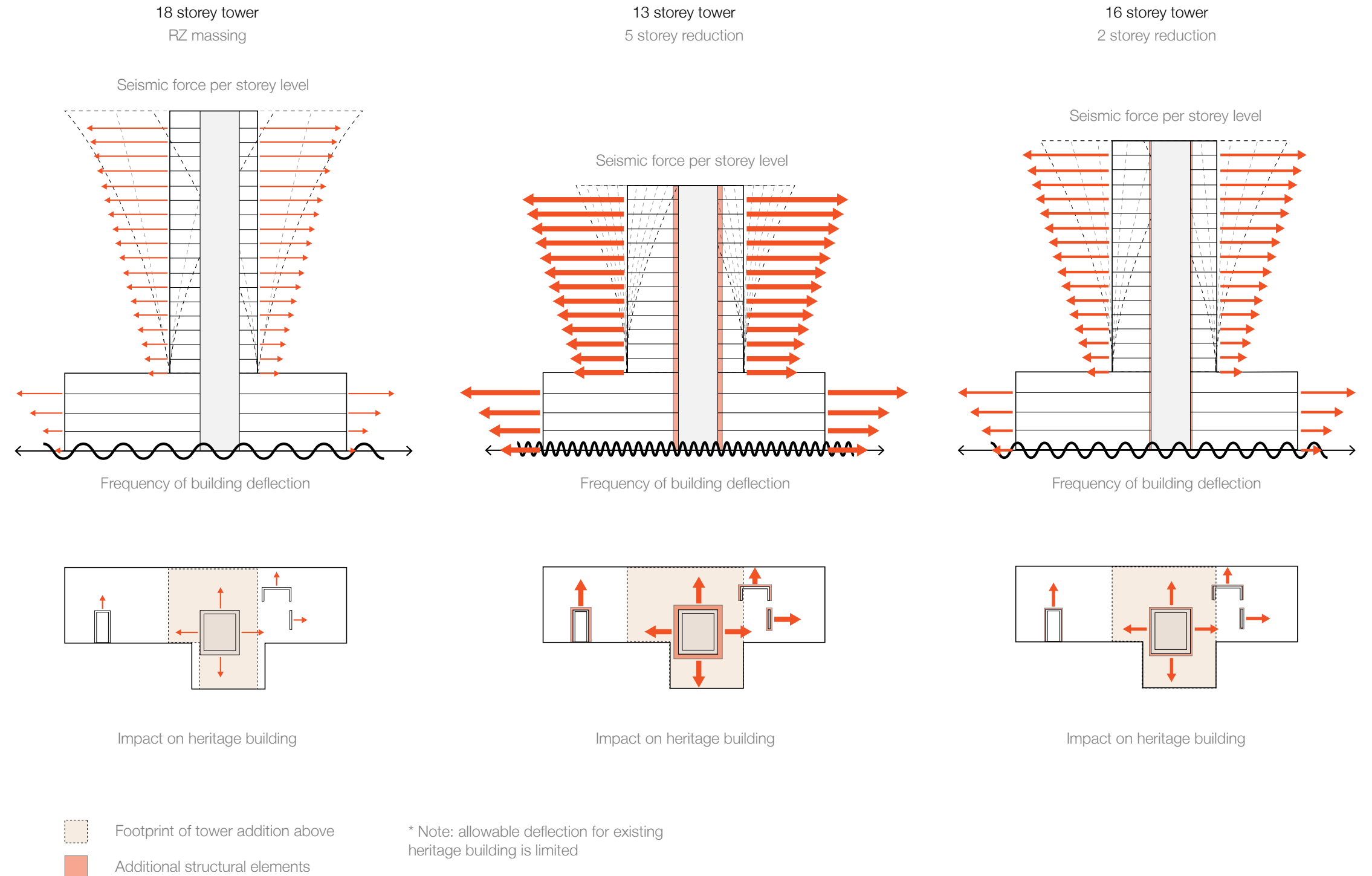


Width increase to maintain 3.0 FSR

In working toward an updated massing approach in response to the ARS comments received, the relationship between height, setbacks and mass was considered. Decreasing the tower by 5 storeys results in a bulkier tower mass in order to maintain a 3.0 FSR, adding more visual weight to the tower. Similarly, a setback on the north facade also results in a width increase to maintain a 3.0 FSR.

RESPONSE TO ARS COMMENTS

RELATIONSHIP OF HEIGHT + SEISMIC PERFORMANCE



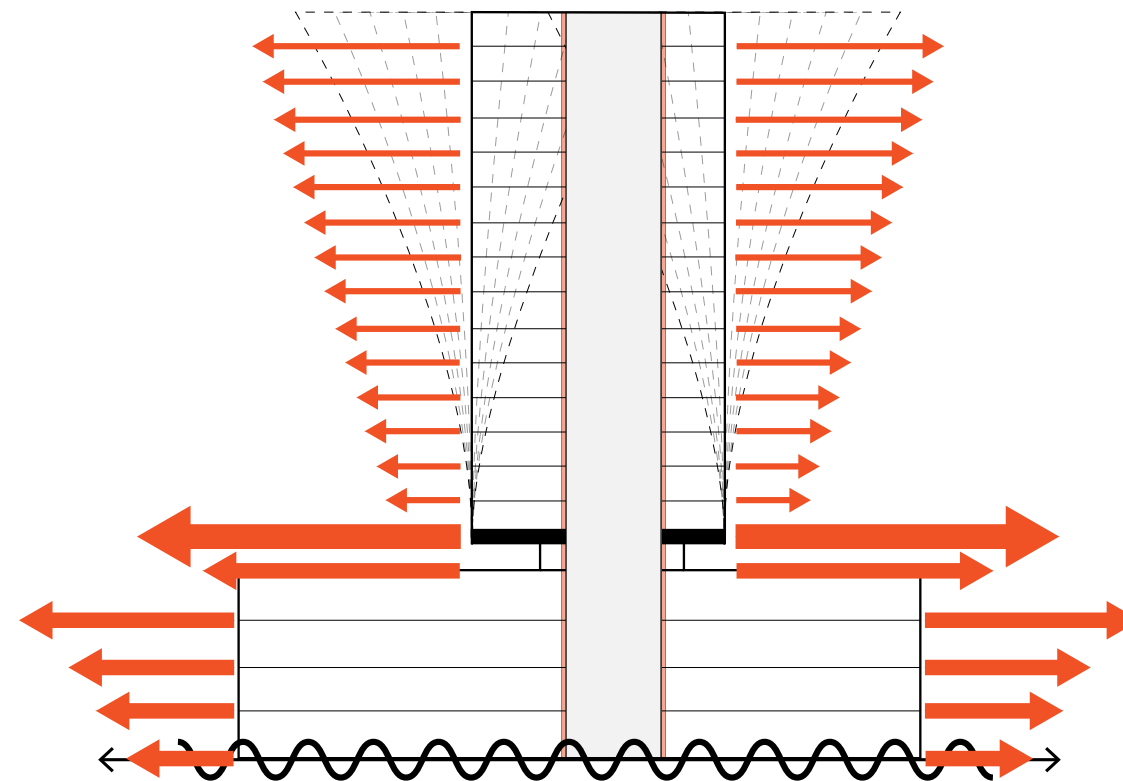
The relationship between height, seismic performance, and its potential impact on the heritage building was considered. A taller, more slender building has a smaller force applied per floor in event of an earthquake and a lower frequency of building deflection. This allows more time for energy to dissipate before impacting the heritage building. A 5 storey reduction and increased floorplate size results in greater seismic forces per storey and a higher frequency of building deflection, leading to greater forces impacting the heritage building.

RESPONSE TO ARS COMMENTS

STRUCTURAL CONSTRAINTS: TRANSFERS

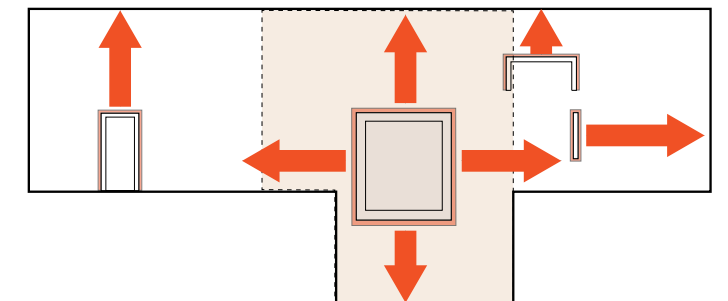
16 storey tower
Level 6 transfer slab to accommodate
greater Level 5 setback

Seismic force per storey level



Frequency of building deflection

The potential of having a transfer slab at Level 6 to allow for a greater setback at Level 5 results in a significantly greater amount of seismic force applied at Level 6 in an earthquake, resulting in greater forces and impact on the heritage building.

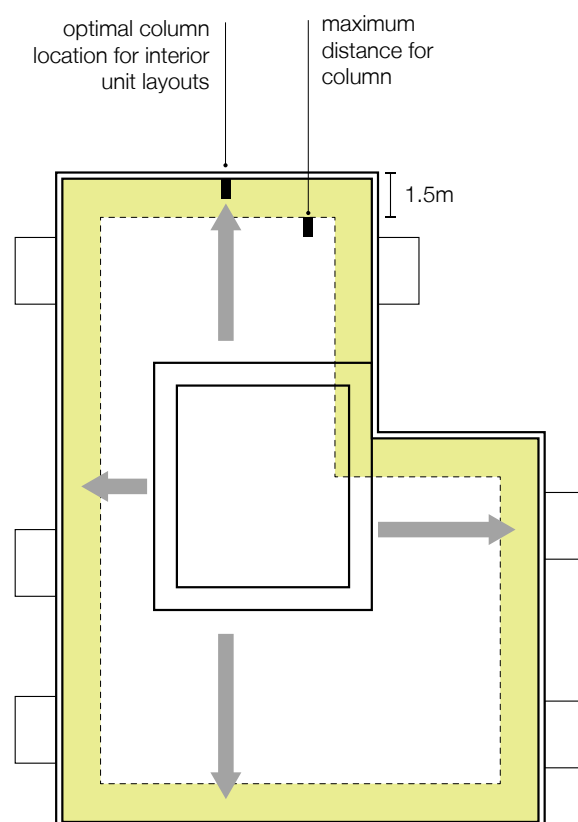


Impact on heritage building

RESPONSE TO ARS COMMENTS

STRUCTURAL CONSTRAINTS: CORE + COLUMNS

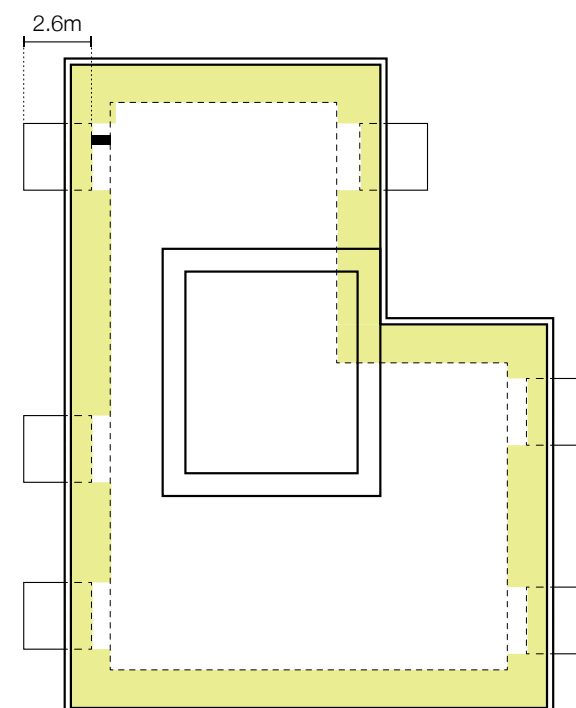
Constraints on the optimal location of columns effect the extent of the setback at the Level 5 beltline. The interior unit layouts benefit from having the columns closer to the slab edge for better livability. The maximum distance from the face of column to the slab edge is 1.5m. The face of columns need to be within 2.6m from the balcony edge. Columns also cannot be located within 2.0m from the core.



Constraint 01

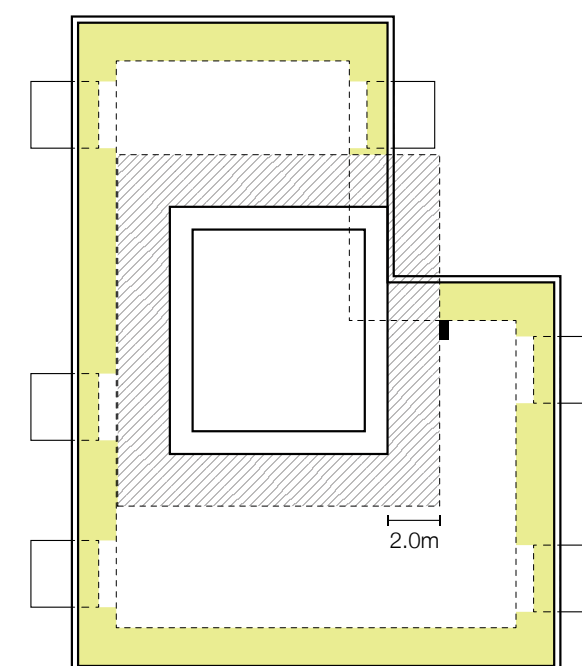
Column location zone within 1.5m from slab edge*

Column location zone (to outside face of column)



Constraint 02

Column location zone within 2.6m from balcony edge



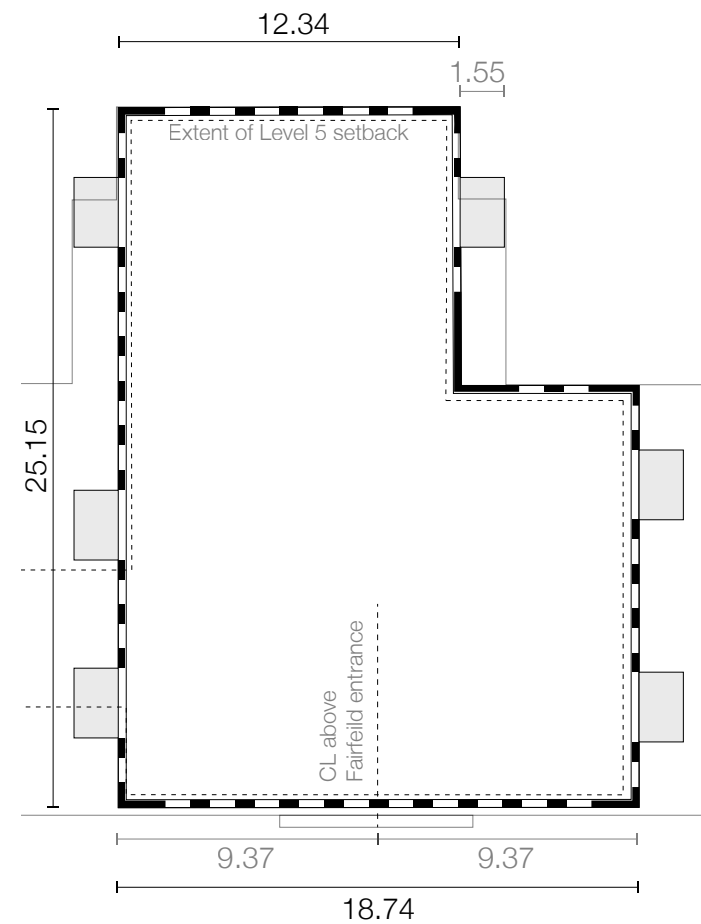
Constraint 03

Column location zone cannot be within 2.0m from the core

* Note: a greater distance for column location from exterior face will have greater impacts for interior layouts

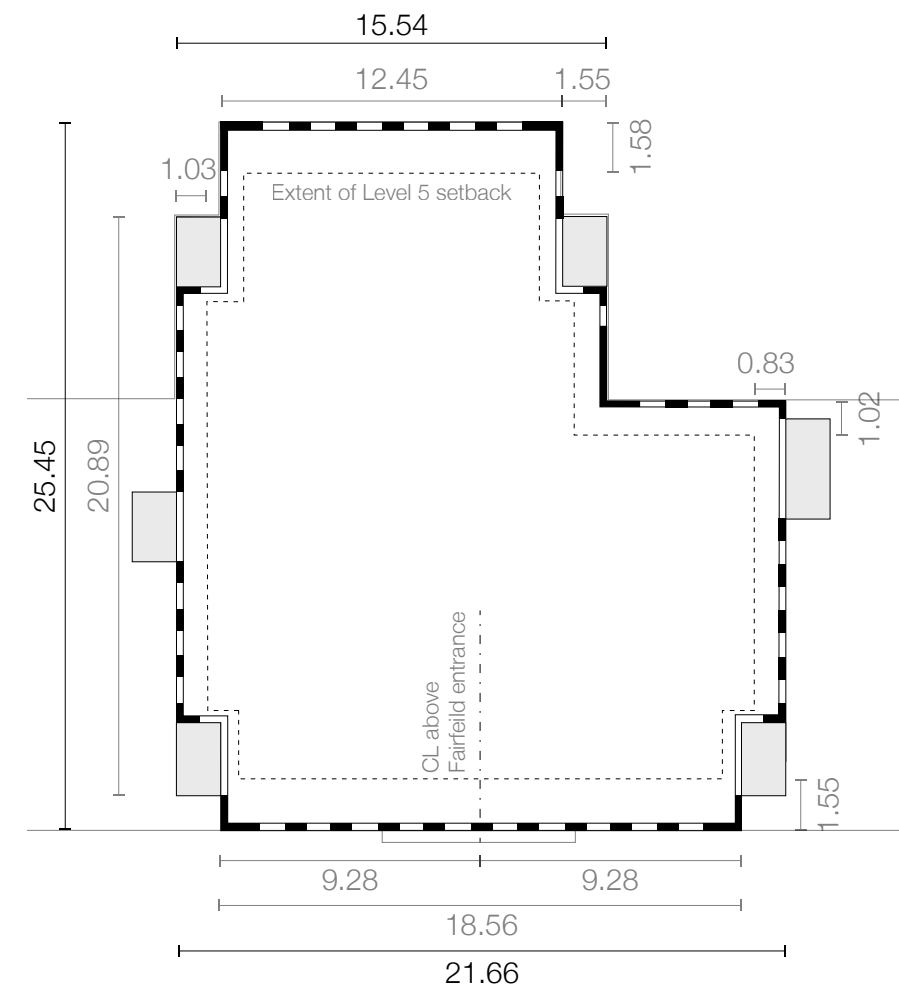
11 REVISED REZONING PROPOSAL

REVISED REZONING PROPOSAL TOWER FLOOR PLATES — COMPARISON



ORIGINAL REZONING PROPOSAL

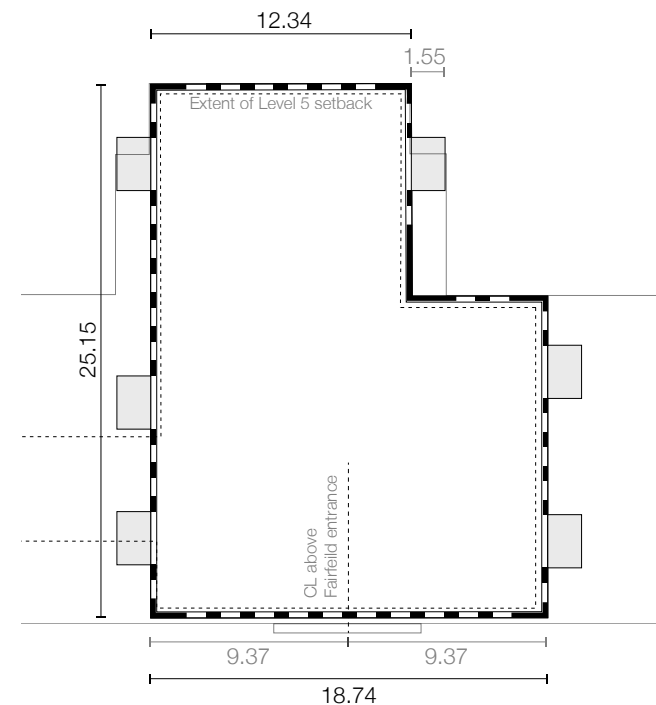
- +18 storeys
- 3060 mm floor to floor
- Height 70.83 m
- Faces of tower align with face of parapet below
- 0 m setback at north elevation
- All balconies projected
- Symmetric above Fairfield



REVISED REZONING PROPOSAL

- +16 storeys
- 3060 mm floor to floor
- Height 64.18 m (-6.65 m or 2-storey reduction)
- Faces of tower align with face of parapet below
- 0 m setback at north elevation
- Inset balconies at north and south corners
- Symmetric above Fairfield

REVISED REZONING PROPOSAL ORIGINAL REZONING SUBMISSION (FOR COMPARISON)



REZONING PROPOSAL

- +18 storeys
- 3060 mm floor to floor
- Height 70.83 m

KEY ATTRIBUTES

- Tall, slim, unarticulated form with add-on balconies supported in rezoning conservation plan
- Height does not conform to DCAP guidelines related to urban amphitheatre and height map



View 01 Blanshard Street Corner



View 02 Fairfield Road Corner



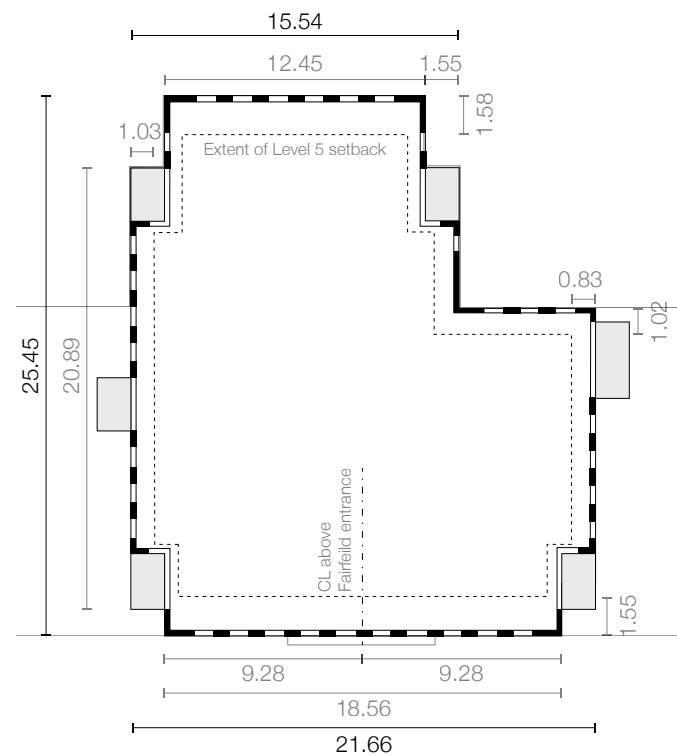
View 03 View Along Humboldt Street



View 04 View Across Blanshard Street

REVISED REZONING PROPOSAL

REVISED MASSING



REVISED OPTION 03

- +16 storeys
- 3060 mm floor to floor
- Height 64.18 m (-6.65m or 2 storeys)
- Faces of tower align with face of parapet below
- 0 m setback at north elevation
- Inset balconies at north and south corners
- Symmetric above Fairfield

KEY ATTRIBUTES

- Best addresses TRG comment related to height
- Introduces inset balconies at south corners above Fairfield Road to soften appearance of massing



View 01 Blanshard Street Corner



View 02 Fairfield Road Corner



View 03 View Along Humboldt Street



View 04 View Across Blanshard Street

REVISED REZONING PROPOSAL

COMPARISON — VIEW 01 BLANSHARD STREET CORNER



ORIGINAL REZONING PROPOSAL

- +18 storeys
- 3060 mm floor to floor
- Height 70.83 m



REVISED REZONING PROPOSAL

- +16 storeys
- 3060 mm floor to floor
- Height 64.18 m (-6.65 m or 2-storey reduction)

REVISED REZONING PROPOSAL

COMPARISON — VIEW 02 FAIRFIELD ROAD CORNER



ORIGINAL REZONING PROPOSAL

- +18 storeys
- 3060 mm floor to floor
- Height 70.83 m



REVISED REZONING PROPOSAL

- +16 storeys
- 3060 mm floor to floor
- Height 64.18 m (-6.65 m or 2-storey reduction)

REVISED REZONING PROPOSAL

COMPARISON — VIEW 03 ALONG HUMBOLDT STREET



ORIGINAL REZONING PROPOSAL

- +18 storeys
- 3060 mm floor to floor
- Height 70.83 m



REVISED REZONING PROPOSAL

- +16 storeys
- 3060 mm floor to floor
- Height 64.18 m (-6.65 m or 2-storey reduction)

REVISED REZONING PROPOSAL

COMPARISON — VIEW 04 ACROSS BLANSHARD STREET



ORIGINAL REZONING PROPOSAL

- +18 storeys
- 3060 mm floor to floor
- Height 70.83 m



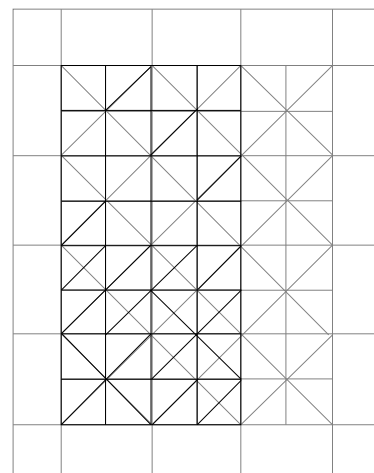
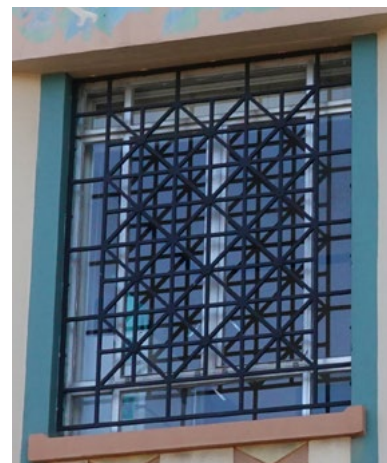
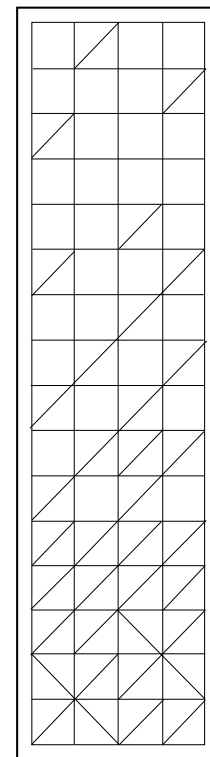
REVISED REZONING PROPOSAL

- +16 storeys
- 3060 mm floor to floor
- Height 64.18 m (-6.65 m or 2-storey reduction)

REVISED REZONING PROPOSAL

ROOF TERMINATION APPROACH

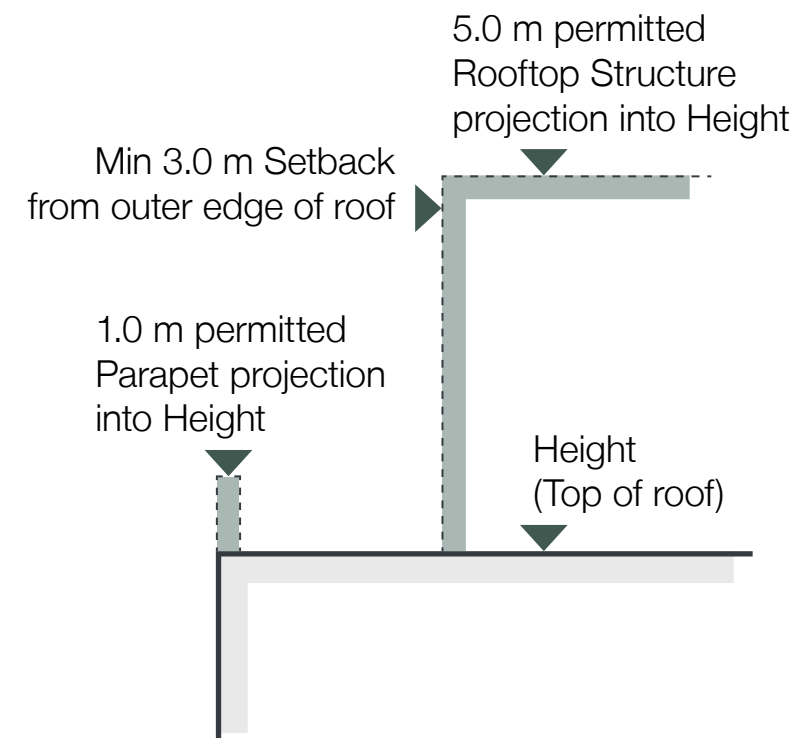
In response to HAP comment #25, the revised roof termination proposes to extend the facade to become the screening element for the rooftop mechanical. A patterned metal screen that references the existing metalwork on the heritage building begins to abstract and dissipate toward the sky, creating transparency and lightness to the roof termination.



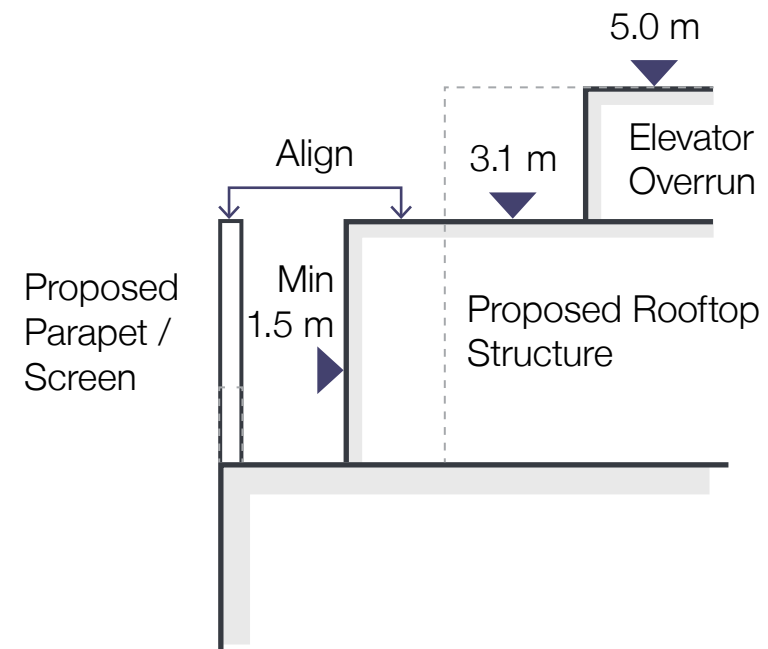
REVISED REZONING PROPOSAL

PARAPET + ROOFTOP STRUCTURE VARIANCES

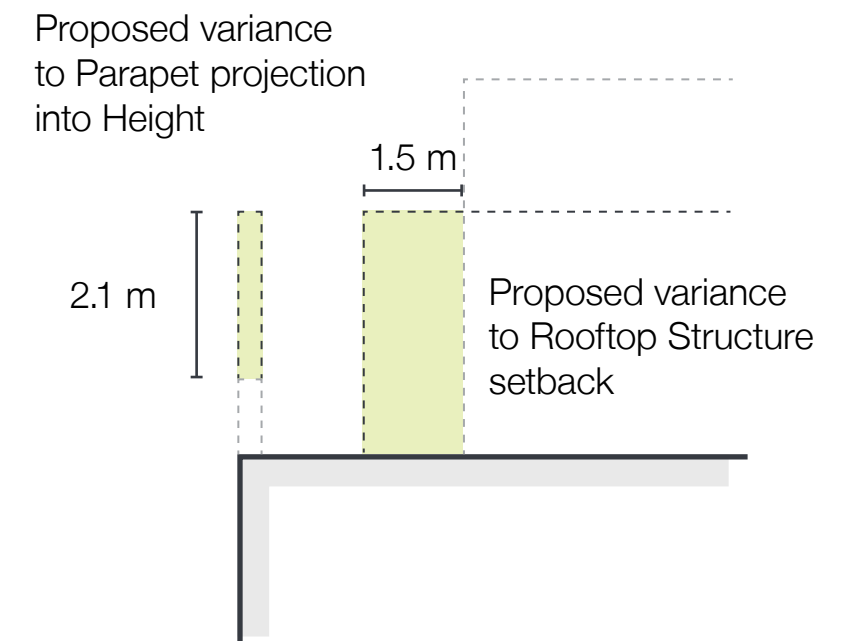
DCAP GUIDELINES ON PARAPETS + ROOFTOP STRUCTURES



PROPOSED PARAPET + ROOFTOP STRUCTURES CONFIGURATION



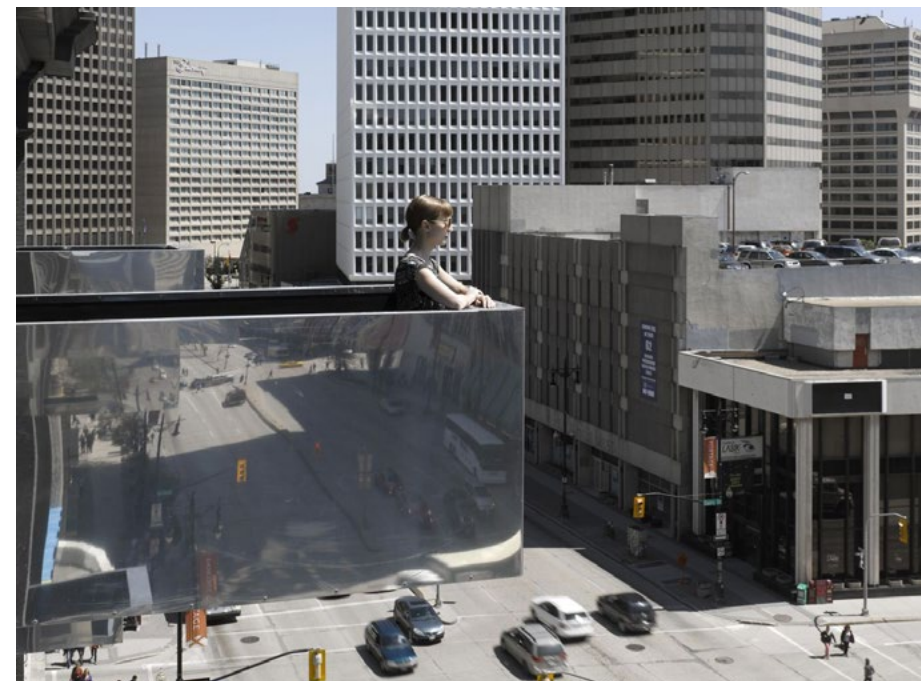
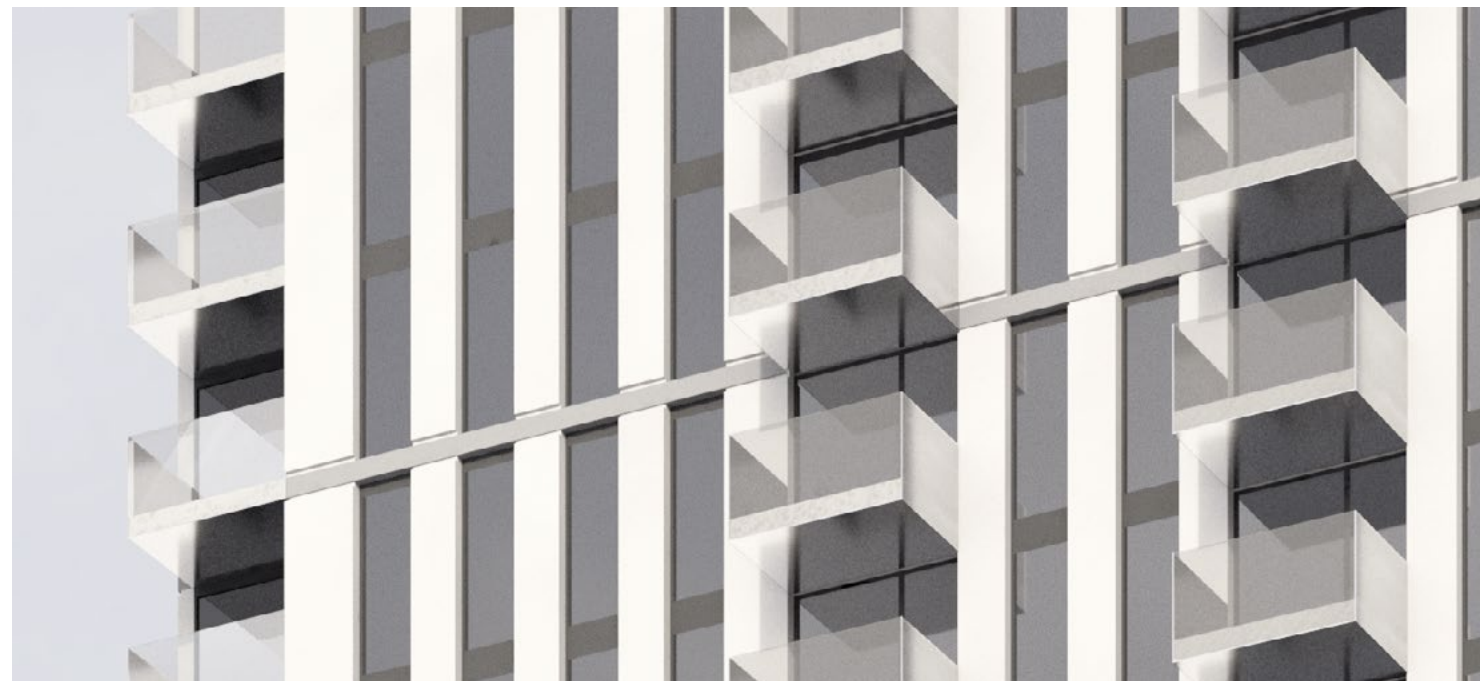
EXTENT OF PROPOSED PARAPET + ROOFTOP STRUCTURES VARIANCES





REVISED REZONING PROPOSAL

BALCONY APPROACH — MATERIALITY



The Avenue on Portage
5468796 Architecture
Winnipeg

REVISED REZONING PROPOSAL

HERITAGE RESPONSE - POLICY OVERVIEW

CITY OF VICTORIA DCAP DESIGN GUIDELINES

5.2 ADDITIONS TO HERITAGE BUILDINGS

a. Where a new rooftop addition is proposed as part of a heritage restoration and seismic upgrade project, ensure the rooftop addition is designed and integrated in a manner that is sensitive and compatible with the principle heritage building and that enables conservation of the whole building including its original structure to the greatest extent possible.

b. Construct new additions in such a manner that if removed in the future, the essential form and integrity of the heritage building would still be legible.

c. Conserve and reuse original finishes, columns, or other elements within publicly accessible, ground floor interior spaces.

d. Restore missing facade features and preserve existing features when a new rooftop addition is proposed.

e. Design new rooftop additions with high quality, durable materials and finishes.

f. Rooftop additions should be stepped back no less than 3 m from the facade of the building that faces a street in order to reduce the impact of

the additional building mass on the public street, improve sunlight access on the public street and better distinguish the form and scale of the original heritage building.

g. Design and locate balcony railings, plantings, mechanical equipment, furniture, or any other structures associated with a new addition so that they are minimally visible when viewed from the adjacent street.

REVISED REZONING PROPOSAL HERITAGE RESPONSE + RATIONALE

HERITAGE CONSULTANT RESPONSE (CDS)

The proposed revised massing for the BC Power Commission building addresses site constraints in a manner that does not necessarily meet the design guidelines provided in **Appendix 4 of the DCAP for Heritage Buildings – Additions and Adjacencies**. The intent of the guidelines is to ensure the design of new buildings and additions complement adjacent heritage buildings.

In terms of section 5.2. Additions to Heritage Buildings, the rationale for the revised rezoning proposal responds to the guidelines as follows:

- a. The addition is proposed as part of a heritage restoration and seismic upgrade project that enables conservation of the whole building, including its original structure. It is designed and integrated to express compatibility in terms of its solidity, materiality, texture, colour, rhythm of solids to voids, receding corners and setbacks that align with the outline of the heritage building, all of which strengthen the co-planar relationship and convey a respectful three-dimensional dialogue between old and new.
- b. If the addition were to be removed in the future, the essential form and integrity of the heritage building would still be legible.
- c. All interior character-defining elements identified in the Statement of Significance will be preserved.

The intent is to also inventory and sensitively reuse or rehabilitate finishes and fixtures original to the Art Deco building for a contemporary use.

- d. Missing façade features, such as the south entry marble surround and the marble cladding on the west pilasters will be restored, all existing features will be preserved.
- e. The addition proposes materials and finishes that reflect the solidity of the heritage building and express a contemporary Art Deco interpretation.
- f. Rooftop additions should be stepped back no less than 3 m from the façade of the building that faces the street to reduce the impact of additional building mass, improve sunlight access, and better distinguish the form and scale of the original building. The proposed addition meets this requirement on the west and east street facing facades. However, due to the addition's confined footprint to protect the building and minimize interior structural impacts, the addition's waistband is setback 1.5 m to create a subordinate transparent separation strengthened by a subdued column treatment that aligns with the heritage building's north pilasters below and the rhythm of the addition above, and with the south entrance projection that, in combination, reinforces the solidity and outline of the heritage building while differentiating its form and scale from the addition above. Distinguishability is

further enhanced by the addition's ninety degree reverse of horizontal proportion that partially floats above in a co-planar solid relationship that respects and emphasizes the proportions and configuration of the heritage building rather than disconnecting and fragmenting the composition of a complimentary and respectful geometric alignment.

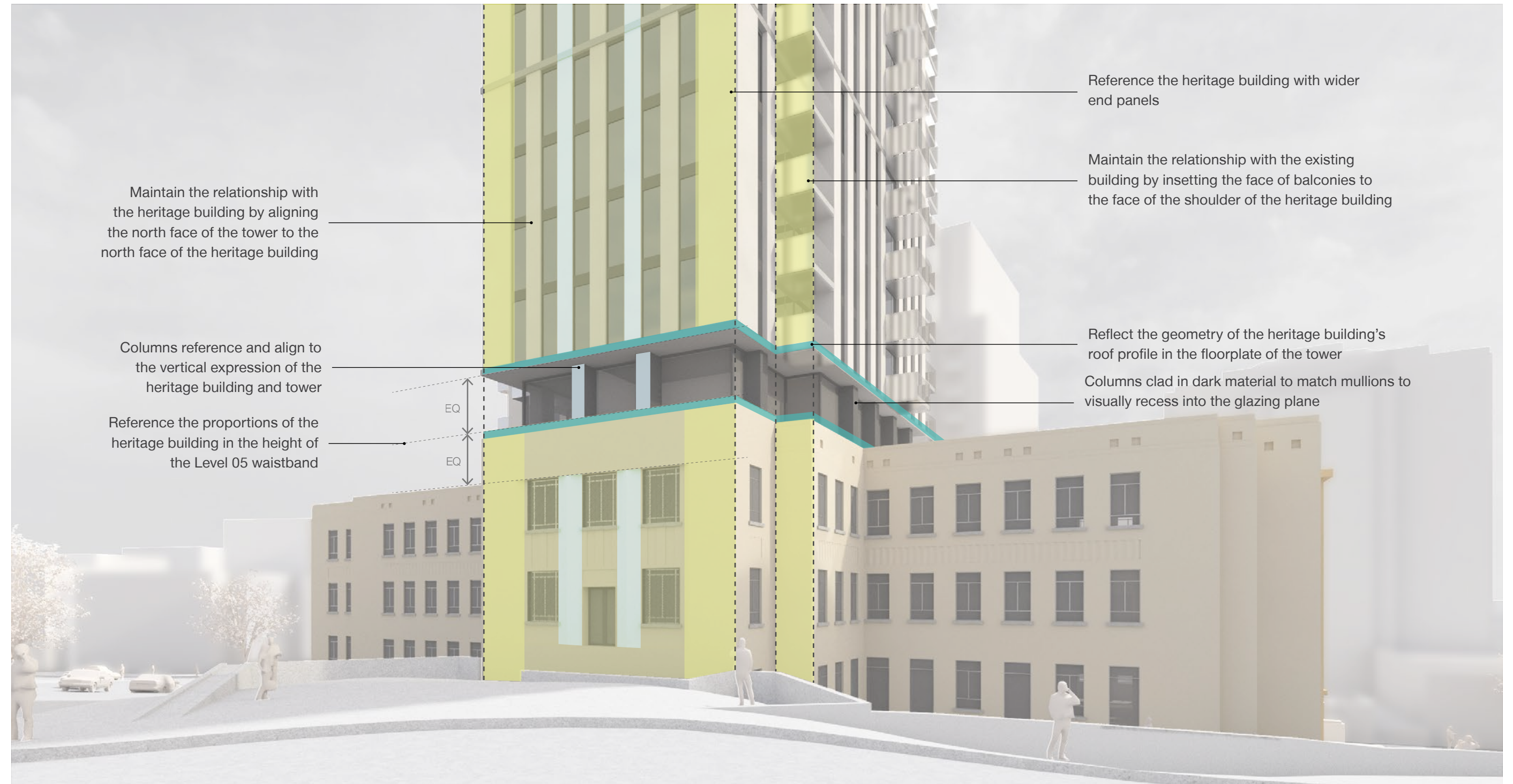
- g. All corner balconies are set back to punctuate the corners and align with the outline of the heritage building and are mirrored to dissipate into the surrounding context. A decorative parapet with a contemporary interpretation of the iron window grilles on the north façade entrance obscures the rooftop mechanical equipment.

The rationale for this revision is further based on an analysis of how it addresses Standard 11 in terms of compatibility, subordination, and distinguishability, as identified in *Standards and Guidelines for the Conservation of Historic Places in Canada*, and which are addressed in the revised rezoning proposal response to the DCAP design guidelines for heritage buildings above.

The revised massing also ensures the exterior of the heritage building is, in its entirety, not obscured or radically changed and reduces negative impact by confining the addition's footprint to protect the heritage building's structural integrity and minimize change to its interior spatial configurations.

REVISED REZONING PROPOSAL

HERITAGE RESPONSE — PROPORTIONS



REVISED REZONING PROPOSAL

HERITAGE RESPONSE — PROPORTIONS



REVISED REZONING PROPOSAL

HERITAGE RESPONSE — PROPORTIONS



REVISED REZONING PROPOSAL

HERITAGE RESPONSE — MATERIALITY

