Committee of the Whole Report
For the Meeting of August 3, 2017

To: Committee of the Whole Date: July 21, 2017

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: Rezoning Application No. 00541 for 1068 Chamberlain Street

RECOMMENDATION

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment(s) that would authorize the proposed development outlined in Rezoning Application No. 00541 for 1068 Chamberlain Street, that first and second reading of the Zoning Regulation Bylaw Amendment(s) be considered by Council and a Public Hearing date be set.

LEGISLATIVE AUTHORITY

In accordance with Section 479 of the Local Government Act, Council may regulate within a zone the use of land, buildings and other structures, the density of the use of the land, building and other structures, the siting, size and dimensions of buildings and other structures, as well as the uses that are permitted on the land and the location of uses on the land and within buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Rezoning Application for the property located at 1068 Chamberlain Street. The proposal is to rezone from R1-G Gonzales Single Family Dwelling District to a new site specific zone to allow for a duplex with a secondary suite, through an addition onto the existing home. The Traditional Residential Designation in the Official Community Plan, 2012 (OCP) envisions ground-oriented residential including single family, duplex and attached dwelling (3 or more units), but does not envision secondary suites in duplexes. However, this proposal supports many of the objectives in the Official Community Plan around housing affordability, sustainability and energy. Taking this all into consideration, staff recommend that Council support this Rezoning Application.

The following points were considered in assessing this application:

- either a duplex or attached dwelling is consistent with the Traditional Residential Urban Place Designation within the OCP; however, a duplex with secondary suite is not consistent within the Zoning Bylaw
- a two family dwelling with secondary suite would ensure the existing secondary suite would remain as rental, whereas, attached dwellings could be individually owned
that it retains the existing housing stock, and the addition keeps in scale of the neighbourhood.

BACKGROUND

Description of Proposal

This Rezoning Application is to rezone the property from R1-G Zone, Gonzales Single Family Dwelling District, to a site specific zone based on R-2 Zone, Two Family Dwelling District, to permit an addition of one unit onto an existing detached dwelling with secondary suite. With the new addition, the lot would have a duplex with secondary suite.

The following difference from the standard R-2 Zone is being proposed and would be accommodated in the new zone: allowing for a secondary suite when the principle use is two family dwelling. Additionally, variances are being proposed to parking location, combined floor area of first and second storey, rear yard, and minimum lot width. These variances will be reviewed in relation to the concurrent Development Permit with Variances Application No. 000488.

Affordable Housing Impacts

The applicant proposes the creation of one new residential unit, as well as retaining and renovating the existing secondary suite, which will remain as rental.

Sustainability Features

The applicant has identified a number of sustainability features which will be reviewed in association with the concurrent Development Permit with Variances Application for this property.

Active Transportation Impacts

The application proposes a bike room and two accessory buildings for residents and tenants, which supports active transportation choices.

Public Realm Improvements

No public realm improvements are proposed in association with this Rezoning Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Land Use Context

The area is characterised by mainly two-storey single family dwellings, duplexes, house conversions; and a six-unit, three-storey residential building directly adjacent. The lot is just south of Oak Bay Avenue which is designated as a Small Urban Village, characterized by commercial and mixed-used buildings.

Existing Site Development and Development Potential

The site is presently a one-storey dwelling with a secondary suite. Under the current R1-G
Zone, Gonzales Single Family Dwelling District the property could be developed as a single family dwelling with a secondary suite or garden suite.

Data Table

The proposal will be a site specific zone, based on the closest zone, R-2. The following data table compares the proposal with the R-2 Zone. An asterisk is used to identify where the proposal is less stringent than the zone that the site specific zone will be based on. The site specific zone would vary the use, and the Development Permit will vary parking location, maximum floor area on the 1st and 2nd floor, and minimum rear yard setback.

<table>
<thead>
<tr>
<th>Zoning Criteria</th>
<th>Proposal</th>
<th>Zone Standard R-2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site area (m²) - minimum</td>
<td>709.39</td>
<td>555.00</td>
</tr>
<tr>
<td><strong>Number of units</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maximum</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Secondary suites</td>
<td>1*</td>
<td>0</td>
</tr>
<tr>
<td>Density (Floor Space Ratio) - maximum</td>
<td>0.36 to 1</td>
<td>0.50 to 1</td>
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<tr>
<td>1st and 2nd storey floor area (m²) - maximum</td>
<td>359.80*</td>
<td>280.00</td>
</tr>
<tr>
<td>Total floor area (m²) - maximum</td>
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<td>380.00</td>
</tr>
<tr>
<td>Lot width (m) - minimum</td>
<td>19.44</td>
<td>15.00</td>
</tr>
<tr>
<td>Height (m) - maximum</td>
<td>6.83 mid-point on hip roof</td>
<td>7.60</td>
</tr>
<tr>
<td>Storeys - maximum</td>
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<tr>
<td>Site coverage % - maximum</td>
<td>36.00</td>
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<tr>
<td>Open site space % - minimum</td>
<td>55.60</td>
<td>30.00</td>
</tr>
<tr>
<td><strong>Setbacks (m) – minimum:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Front</td>
<td>7.39 building</td>
<td>7.50 building</td>
</tr>
<tr>
<td>Rear</td>
<td>10.26*</td>
<td>12.78</td>
</tr>
<tr>
<td>Side (north)</td>
<td>2.58</td>
<td>1.94</td>
</tr>
<tr>
<td>Side (south)</td>
<td>3.29</td>
<td>3.00</td>
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<tr>
<td>Combined side yards</td>
<td>5.87</td>
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<tr>
<td>Parking - minimum</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Parking location</td>
<td>front*</td>
<td>side or rear</td>
</tr>
</tbody>
</table>
Community Consultation

Consistent with the Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications, the applicant has consulted the Fairfield Gonzales CALUC at a Community Meeting held on October 20, 2016. Meeting minutes are attached to this report.

ANALYSIS

Official Community Plan

The property is located in the Traditional Residential Urban Place Designation within the Official Community Plan, 2012 (OCP). This designation envisions ground-oriented residential buildings, including duplexes and attached dwellings (defined as a building designed for three or more residential units).

The OCP currently envisions secondary suites as legal rental suites to be located within single-family detached houses, as noted by its definition. However, the designation also envisions attached dwellings, which could be separately titled and owned. From a land use perspective, both options function the same; however, a duplex with secondary suite would meet the objectives set out in the OCP more closely, with respect to rental housing retention.

The OCP supports affordable home ownership by permitting residential rental units in primary structures, and having a range of housing choices for an inclusive and multi-generational community. These objectives are supported with this proposal, by the secondary suite providing a mortgage-helper and rental housing.

The OCP has objectives for the re-use of buildings, energy efficient design, and having onsite renewable energy generation. The proposal makes an addition to and upgrades the existing house to Passive House design standards, drought resistant plants, and utilizes renewable energy sources.

Gonzales Neighbourhood Community Plan

The property is located within the Residential designation in the Gonzales Neighbourhood Plan. The Plan encourages retention of existing housing stock, and additions that are sensitive to the neighbourhood. It also encourages secondary suites to provide more affordable housing and retain a diversity of housing.

Tree Preservation Bylaw and Urban Forest Master Plan

There is a protected Garry Oak tree on the neighbour’s property to the south that has been reviewed by the consulting project arborist. Its trunk is 7 meters from the duplex foundation. It has a large overhanging canopy that may require some pruning of small limbs for building clearance of the proposed duplex. The pruning will not have a significant impact on the Garry Oak tree. Protection measures will be put in place during construction of the new home, for the critical root zone of this protected tree.

Parking Regulations

The parking is non-compliant with Schedule C(4) of the Zoning Regulation Bylaw. Parking is reviewed in the Development Permit with Variance report.
CONCLUSIONS

The proposal to rezone the property from the R1-G Zone, Gonzales Single Family Dwelling District, to a site specific zone based on the R-2 Zone, Two Family Dwelling District, would permit the construction of an additional unit. While attached dwellings (defined as three or more units) would be consistent with the OCP in the Traditional Residential designation, the proposal to include a secondary suite in a duplex (also three units, but one would be rental) is not envisioned in the Official Community Plan, 2012 (due to the secondary suite definition), nor permitted by the Zoning Regulation Bylaw. However, defining it as a duplex with secondary suite ensures the retention of an already existing rental unit. Additionally, this proposal supports many of other OCP objectives around sustainability and energy, and affordable housing. Taking this all into consideration, staff recommend that Council support this Rezoning Application No. 00541.

ALTERNATE MOTION

That Council decline Rezoning Application No. 00541 for the property located at 1068 Chamberlain Street.

Respectfully submitted,

Chelsea Medd, Planner
Sustainable Planning and Community Development Department

Jonathan Tinney, Director
Sustainable Planning and Community Development Department

Report accepted and recommended by the City Manager:

Date: July 25, 2017

List of Attachments

- Attachment A - Subject Map
- Attachment B - Aerial Map
- Attachment C - Plans dated/date stamped July 14, 2017
- Attachment D - Letter from applicant to Mayor and Council dated July 20, 2017
- Attachment E - Community Association Land Use Committee Comments dated October 20, 2016
- Attachment F - Correspondence (letters received from residents)
To: Committee of the Whole  
Date: July 21, 2017

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: Development Permit with Variances Application No. 000488 for 1068 Chamberlain Street

RECOMMENDATION

That Council after giving notice and allowing an opportunity for public comment at a meeting of Council and after the Public Hearing for Rezoning Application No. 00541, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variances Application No. 000488 for 1068 Chamberlain Street, in accordance with:

2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
   i. allow parking in the front yard
   ii. increase the maximum combined floor area on the first and second floor 280m² to 359.8m²
   iii. reduce the minimum rear yard setback 12.78m to 10.26m
3. The Development Permit lapsing two years from the date of this resolution.

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the Local Government Act, Council may issue a Development Permit in accordance with the applicable guidelines specified in the Official Community Plan, 2012 (OCP). A Development Permit may vary or supplement the Zoning Regulation Bylaw but may not vary the use or density of the land from that specified in the Bylaw.

Pursuant to Section 491 of the Local Government Act, where the purpose of the designation is the establishment of objectives for the form and character of intensive residential development, a Development Permit may include requirements respecting the character of the development including landscaping, and the siting, form, exterior design and finish of buildings and other structures.
EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit with Variances Application for the property located at 1068 Chamberlain Street. The proposal is to permit an addition of one unit onto an existing detached house with secondary suite. With the new addition, the lot would have a duplex with secondary suite. The variances are related to parking location, increasing combined floor area on the first and second floor, and reducing the rear yard setback.

The following points were considered in assessing this application:

- the proposal is generally consistent with the Neighbourliness Guidelines for Duplexes as it is in scale with the adjacent buildings, with street fronting entrances, however, a modern roofline has been proposed for the addition for differentiation and energy efficiency
- consistency with many of the goals in the Gonzales Neighbourhood Community Plan, 2002 with regards to retaining existing housing and secondary suites, and additions that fit with the scale of the neighbourhood
- the variances related to parking location, increasing combined floor area on the first and second floor, and reducing the rear yard setback are supportable. The existing parking location in the front yard conforms in the current zone; however, it is not allowed in the standard R-2 Two Family Dwelling District Zone. The increased rear yard setback would allow for a private deck. The increase in combined floor area is supportable in that it takes into account the secondary suite, and the overall area of the lot is larger than the minimum size required for two-family dwelling zoning
- duplexes with secondary suites are not permitted within current Zoning Bylaw nor envisioned in the OCP; however, the proposal is supportable when taking into consideration design, housing, sustainability and other objectives in the OCP.

BACKGROUND

Description of Proposal

This proposal is to alter an existing single family dwelling with a secondary suite to create a duplex with a secondary suite.

Specific details include:

- Passive House
- Renovation of existing house and an addition
- Contrasting, contemporary addition with flat roofline
- Cedar siding and stucco
- Street-fronting entries
- Permeable paving on driveway
- Semi-private outdoor space for each unit, with fence separating rear yards
- Improved street relationship through plantings that are more welcoming to street.
Sustainability Features

As indicated in the applicant's letter dated July 20, 2017 the following sustainability features are associated with this application. These features include:

- Building retention and re-use of a residential building
- Designed with Passive House principles
- Building envelope highly insulated and airtight
- High efficiency heat recovery ventilators
- LED lighting
- Solar panels.

The applicant intends on achieving Passive House Certification. A Section 219 Covenant was declined and instead, the applicant proposed to provide the City with a letter from a Passive House reviewer at Design Stage Review indicating that the building will achieve certification provided it is constructed as designed.

Active Transportation Impacts

The application proposes Class 1 (secure, indoor) bike parking for residents and tenants.

Public Realm Improvements

No public realm improvements are proposed in association with this Development Permit with Variances Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

ANALYSIS

Development Permit Area and Design Guidelines

The proposal is generally consistent with the design guidelines in the Neighbourliness Guidelines for Duplexes; however, it is not consistent with the uses allowed, as it includes a secondary suite.

The design of the existing house and new addition is in scale with the existing houses along Chamberlain Street. It creates a gentle transition from the single family home to the South, to the walk-up townhouse building to the North. The height of the existing house is being slightly raised to accommodate a more liveable basement suite. Visual interest along the front has been added through varying façade articulations, with the front of the building broken up into small parts creating the illusion of a smaller building. The flat roofline on the addition is not consistent with the design guidelines in that it is in sharp contrast to the existing house; however, the modern design does help break up the building face and differentiates the addition from the original structure. The front yard will be landscaped to a more open design to improve the relationship to the street. Front entrances to all three units will be oriented toward the street, each with porches and overhangs. Windows have been minimized on both sides to reduce overlook concerns. Private outdoor space at the rear of the building will be associated with each of the duplex units, and a private sunken patio at the rear for the secondary suite.
Notwithstanding a secondary suite not being permitted in a two family dwelling, the proposal is generally consistent with the Secondary Suite Design Guidelines. The existing garage door is being refinished as the entrance, creating an entrance at the front of the building. The house is being raised 0.8m to create a higher ceiling height in the basement. Windows at ground level will have a fence adjacent, helping to bring light while also providing privacy for the neighbours. The secondary suite will have a private outdoor space in the rear yard, as well as, access to a bike room. The sunken entrance and patio will have a protective awning to clearly delineate the suite.

Gonzales Neighbourhood Community Plan

The Gonzales Neighbourhood Community Plan considers additions in scale with existing buildings. This lot would be an appropriate transition between the walk-up townhouses to the North, and single family dwelling to the South. Additionally, the Plan encourages renovating existing housing stock to keep character, while allowing design diversity in new development. This proposal renovates a 100-year old house, and a modern addition in scale with the neighbourhood. Front yard parking is allowed in Gonzales for single family dwellings; however, not for two-family dwelling district or attached dwelling. That being said, the proposal uses the existing front yard parking configuration, while improving the street relationship by bringing the driveway to at-grade, and adding landscape screening to reduce the visual impact.

Regulatory Considerations

The proposed variances are related to maximum combined floor area, minimum rear yard setback, and parking location.

The maximum combined floor area permitted in the R-2 Zone is 280m$^2$. The proposed combined floor area would be 359.8m$^2$. This increase is due to the addition of a secondary suite of 51.61m$^2$ which makes up 14% of the entire building, or 24% of the side of the duplex it is within. The total site area is 709.39m$^2$, and is well over the minimum site area for a duplex of 555m$^2$. The floor space ratio is 0.51:1 and therefore, the lot can conceivably support a larger floor area.

The minimum rear yard setback is requested to be reduced from 12.78m to 10.26m. The reduced setback is measured from a raised deck. The main structure does not intrude in the setback, and therefore, this variance is supportable.

Parking in the front yard is considered in the Gonzales Neighbourhood Community Plan for single family dwellings. Additionally, the existing R1-G Zone allows for parking in the front yard, however, the R-2 Zone does not allow parking in the front yard. The proposal would raise the current front yard sloping driveway to be at-grade with the front yard, and another parking spot would be added, for a total of 2 parking spaces. The at-grade driveway would improve the street relationship and functionality of the front yard for residents and pedestrians. The driveway would be grass-crete to soften the appearance and reduce surface runoff. Additionally, the driveway would be screened from neighbours by a perimeter fence. Rear yard parking was considered, but in consideration for neighbour concerns, permeability of landscaping, and the preservation of the boulevard tree, parking in the front yard is a suitable solution.

CONCLUSIONS

While the proposal is inconsistent with the land use policies for two-family dwellings, since a secondary suite is also proposed, it is fairly consistent with the guidelines for Development Permit Area 15D: Intensive Residential – Duplex. The proposal follows the guidelines related to
exterior design considerations, specifically, the addition fits within the established scale of the street, entrances to the units create a positive street relationship, and window and deck placements take privacy into consideration. In addition, the variances are supportable; parking location is maintained and improved in its current location, rear yard setback is increased to accommodate a deck, and the maximum floor area on first and second floor to retain the secondary suite. Taking into consideration the many aspects in regards to affordable housing and energy objectives in the OCP, as well as the sensitivity to the neighbourhood context, staff recommend that Council support this Development Permit with Variances Application.

ALTERNATE MOTION

That Council decline Development Permit with Variances Application No. 000488 for the property located at 1068 Chamberlain Street.

Respectfully submitted,

Chelsea Medd, Planner
Sustainable Planning and Community Development Department

Jonathan Tinney, Director
Sustainable Planning and Community Development Department

Report accepted and recommended by the City Manager:

Date: July 25, 2017

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Received
City of Victoria
JUL 1 4 2017
Planning & Development Department
Development Services Division
OVERLOOK AT MASTER BEDROOM

OVERLOOK AT BEDROOM 2

OVERLOOK AT BEDROOM 3

NEIGHBOURING

NEIGHBOURING

NEIGHBOURING

THREE STORIES

OVERLOOK ANALYSIS PLAN

MARK ASHBY ARCHITECTURE

JULY 25, 2016

A002

Planning & Development Department
Development Services Division
REAR YARD
OPEN SPACE: 191.5 sq ft

MARK
ASHBY
ARCHITECTURE
l370Mo>dA>er»
Normo.BC.V9S/

SITE AREA: 709.4 sq ft
TOTAL OPEN SPACE: 394.5 sq ft

TS LANDSCAPE AND SITE COVERAGE
V 1 : 100

NOT COUNTED IN FSR CEILING < 1 SI
ABV AVG GRADE

SUITE
51.61 m²

FLOOR NO
GROUNDFLOOR
10.20 m²

BASEMENT
55.86 m²

MARK ASHBY
ARCHITECTURE
Copyright property of
Love-Mahoney
CHAMBERLAIN LOW
ENERGY DUPLEX
AREA PLANS

JUL 25, 2016

Planning & Development Department
Development Services Division
PLANTING NOTES:

Two existing fruit trees will be removed and replaced with:

• 2 espaliered fruit trees
• 3 flowering dogwood
• 4 sendee berry
• 1 crabapple

Plants chosen are primarily native species, drought tolerant, hardy, and provide necessary screening from neighbours.

PLANT LIST:

Deciduous Trees

- Groundcovers
- Serviceberry
- Kinnikinnick
- Wild Strawberries
- Creeping Thyme
- Wild Ginger

Evergreen Shrubs

- Strawberry Bush
- Ferns
- Salal
- Japanese Painted Fern
- Autumn Fern
- Autumn Olive
- Lenten Rose
- Irish Moss
- Blue Star Fern

Deciduous Shrubs

- Saskatoon Berry
- Perennials & Grasses
- Red Osier Dogwood
- Evergold Sedge
- Red Flowering Current
- Maiden Grass
- Catmint
- Fountain Grass
- Showy Stonecrop
- Blue Moor Grass
BC LAND SURVEYORS SITE PLAN OF:

Civic: 1068 Chamberlain Street

Legal — Lot 16, Section 74, Victoria District, Plan 252

Parcel Identifier: 003-785-599 in the City of Victoria

LEGEND

Elevations are geodetic referred to Victoria Integrated Survey Monument 15-109. (elev=22.506m)
- denotes — Water Meter
- denotes — Manhole — Sanitary Sewer
- denotes — Utility Pole With Light

+ denotes — existing elevation

Tree diameters are in centimetres.

Setbacks are derived from field survey.

Parcel dimensions shown hereon are derived from Land Title Office records.

This document shows the relative location of the surveyed features and shall not be used to define property boundaries.

Site Area
709 m²

Plan 252

July 17, 2015

POWELL & ASSOCIATES
B.C. Land Surveyors
250-2050 Douglas Street
Victoria, BC V8T 4N4
phone (250) 382-8855
To: Mayor Helps and Victoria City Council  
Victoria City Hall 1 Centennial Square  
Victoria BC V8W 1P6

Re: Rezoning & Development Permit Application for 1068 Chamberlain Street

Dear Mayor Helps and Victoria City Council,

This proposal is to modestly increase density in one of Victoria’s most walkable neighbourhoods, in a manner that exemplifies efficient design and construction practices and respects the fabric of the existing established neighbourhood. The project is shaped by the following fundamental values:

- We believe that we have the skills, materials, and available technologies – right now - to build homes that are significantly more energy efficient, comfortable, healthy and long-lasting than most of what is being built today.
- We believe there is tremendous value in our existing homes and that there is much we can do to improve those as well.
- We believe that environmental outcomes are at least as important as financial ones.
- We believe that thoughtfully designed infill is critical to supporting a walking and biking culture.
- We believe that sustainable design is compact design.

Our goal is to create housing for 2.5 families that uses less energy than the existing single family home on the property. Our intention is to continue to live in the renovated existing house, with extended family in the suite, and to call this vibrant neighbourhood our home for the long term.

Description of Proposal:

The proposal is to convert the existing single family home into a strata duplex with a secondary rental suite in one half. The design is sensitive to the existing single family character of the neighbourhood, maintaining the existing 100+ year old home while adding an attached duplex addition. The rental suite within the existing home’s current footprint will keep that half of the duplex affordable to families and offer additional rental accommodation in the neighbourhood. The rental suite will not be a separate strata unit.

Design will follow Passive House principals (emphasis on super insulation, high performing windows, and airtight construction with no thermal bridging), with goals of achieving net-zero energy consumption, zero carbon emissions, and Passive House certification. We have retained a Passive House Certifier and can provide a letter of engagement, if requested, as evidence of our commitment. The Certifier will also complete an interim Design Stage Review to provide feedback prior to construction and to provide a degree of assurance that the project will certify if constructed as designed. This review can also be provided to the city if requested.

A 144 sq.m. (~1550 sq.ft.), 3-bedroom, 2-storey addition will be added to the south side of the existing home. The design is practical and compact, suitable for a family, and intended to be extremely comfortable and low impact. The location is highly desirable for its established character, natural beauty, proximity to high quality schools, and proximity to Oak Bay Avenue.

The existing 108 sq.m (~1160 sq.ft.) house + 108 sq.m basement will remain as the second half of the new duplex. It will be renovated following the same Passive House design principles, with a full upgrade to the
exterior, foundation, plumbing, electrical and mechanical systems. The single storey + basement structure will be lifted 0.8 m to create a full height lower level, which will include the studio rental suite. The suite is intended as affordable, independent accommodation particularly suited to multi-generational living. Site specific R2 zoning is being requested to facilitate the addition of the suite in the duplex.

Figure 1: Southeast Perspective of Proposed Duplex Addition

Policy Support: Land Development and Management

The proposal supports the Official Community Plan (OCP)'s goal to create compact development patterns that use land efficiently. The proposal lot is large (709.4 m²) and is the third property south of Oak Bay Avenue, adjacent to a 6-unit townhouse on the north side and a single family dwelling on the south. Our proposal will create additional housing that supports walking to Oak Bay Avenue's "Small Urban Village" economic center. The property is also a short walk to bus stops and a short walk or bike ride to neighbourhood schools.

The addition of the suite to the existing house diversifies the range of housing options available in this Traditional Residential neighbourhood, creating an option for extended family to remain closely connected, access amenities within a short walk, and age in place.

The proposal supports the new (draft) Gonzales Neighbourhood Plan by maintaining the ground-oriented existing single family character of the immediate neighbourhood, while enhancing the diversity of housing via the addition of the rental suite and the new duplex addition.

The immediate neighbourhood is characterized by a mixture of single family homes, house conversions, and multi-family dwellings. Many of the houses in the area have rental suites and several are house conversions.

It has been suggested that City policy does not support suites in duplexes. However, the R-2 Two-Family Zone and the City's Duplex Guidelines predate the OCP. This proposal is entirely consistent with the
objectives and policy direction of the OCP and the new Gonzales Neighbourhood Plan, which specifically identifies duplexes + suites as a desirable housing type. The OCP envisions a range of ground-oriented housing types that fit well within the existing neighbourhood fabric. This is what our proposal achieves and we trust our proposal is evaluated in the context of the City’s most up-to-date and emerging policy.

Below is a map with current housing mix of properties immediately surrounding the subject property.

![Figure 2: Housing types adjacent to subject property](image)

**Policy Support: Housing Diversity**

This proposal also supports the OCP’s objectives for Housing and Homelessness. While not targeted at the most vulnerable, this proposal enhances affordability while creatively regenerating and enhancing the existing housing stock.

Half of the duplex includes a mortgage helper suite, making ownership in this popular family neighbourhood accessible to a greater diversity of families. At the same time, it adds additional rental stock to this neighbourhood and creates an opportunity for multi-generational living and a diverse community.

**Policy Support: Climate Change and Energy**

The proposal supports all five of the City’s strategic goals around climate change and energy, as follows:

1. Increased resilience to climate change, energy scarcity and costs: By applying Passive House principles, both the existing and new addition will use very little energy. Because of the emphasis on constructing an airtight and highly insulated building envelope, the homes will also remain comfortable year-round, with very little need for additional heating or cooling. In the face of a natural disaster, the homes will stay warm longer without power.

2. Both existing and new addition will be built solar PV ready and both will be all-electric. BC’s hydro power supply has a much lower carbon footprint than combustion fuel. By building all-electric, both homes will also have the potential to generate and store all of their own power on-
3. The homes are sited in a location where cars are not needed. All amenities can be accessed within a short walk. Downtown is accessible by a short bike or bus ride.

4. The re-use and improvement of the existing building will reduce construction waste and reduce the need for raw materials. By renovating the existing house to a very high construction and energy performance standard, the life of this 100-year old house is extended indefinitely, while also creating a healthy, low-energy, low-carbon environment for its occupants.

5. As outlined in 2. above, both sides of the proposed duplex will be solar PV ready as a minimum, increasing Victoria's clean, renewable, and efficient energy sources.

Neighbourhood Consultation:

Beginning in the fall of 2015, neighbours within and beyond the 100m radius were consulted. We had preliminary in-person conversations with over 55 neighbours from September 2015 through spring 2016. Preliminary plans for a small lot subdivision approach were shared and input received. Plans were also emailed to interested neighbours, including the Clare Street email list and the 6-unit townhouse email list. We also shared our blog documenting the project (stretchdeveloper.com). We discussed the small lot subdivision proposal at an informal meeting with the Fairfield Gonzales Community Association Land Use Committee in February 2016.

As a result of the concern voiced by some of our neighbours that there was insufficient space between adjacent properties, we elected to redesign for an attached duplex. This approach allows us to achieve our project objectives while doubling the amount of space between the building and its adjacent properties to the north and south.

Neighbour input also led us to move the parking from the rear of the yard to the front, using minimal permeable parking surface to accommodate the required parking area. While a variance from the R2 zoning, this strategy is consistent with R1-G Design Requirements for Single Family Front Yard Parking, and reflects a preference to maintain the greenspace in the rear yard. The rear yard is part of a nearly block-long stretch of back yard space that has no car access or paved area. See Appendix A. The parking design is intended to provide two parking spaces in as efficient manner as possible, and thereby preserving as much front yard green space as possible.

Landscaping has also been intentionally designed to provide screening and protect privacy, particularly with the neighbour immediately to the south of the new house. Landscaping includes the extension of the existing 6' fence and plantings to enhance privacy on both sides.

A noticed community meeting was held with the Fairfield Gonzales Community Association Land Use Committee on October 20, 2016. An estimated eight neighbours attended and several provided comments at the meeting, most of which were supportive. Points of support included the creative addition of modest density, the addition of the suite, the ambitious sustainability goals, and the design. Specific criticisms focused on minor design elements such as plantings between properties and roof shape.

Follow up from our neighbour to the south after the meeting raised a number of points including disliking the modern design of the addition, concern about privacy issues, and a dislike for the 3 units without a rationale. We believe we have addressed privacy concerns with the design of non-view windows on the second floor of the addition, as well as a 6-foot fence and plantings screening windows on the ground floor. Refer to the overlook study on drawing A002. We will continue to work with this owner in as constructive a manner as possible to resolve any remaining concerns. Redesigning from the small lot subdivision to the attached duplex approach was a significant change we undertook specifically in response to this neighbour’s concerns.
CHAMBERLAIN LOW ENERGY DUPLEX

Because of our lengthy consultation process prior to the community meeting, we did not hear any criticisms at the community meeting that warranted major changes to the current design. Some minor changes have been incorporated to meet the city’s submission requirements.

**House Design:**

Both the existing house renovation and the new duplex addition are designed to be extremely energy efficient; to use low embodied carbon and energy materials to the extent possible. The focus of the design is on Passive House principles – significant resources will be focused toward making the building envelope of both houses highly insulated and airtight. High efficiency heat recovery ventilators will be installed to ensure very high quality distributed ventilation air.

The renovation of the existing house respects and maintains the original form and roof line, while the addition is intentionally contemporary, simple and contrasting. This design strategy highlights the relationship between old and new. The design uses traditional materials, including cedar siding and stucco, that reference more traditional material choices evident on the block. Deep window reveals introduced by the thicker Passive House walls add visual interest and depth to the facade. The roof slope of the new addition is nearly flat, to minimize intrusion on neighbouring properties, facilitate the addition of solar panels, and allow maximum sun penetration to the north half of the duplex. These features, along with welcoming, street-facing entries for both halves of the duplex, adhere to the Neighbourliness Guidelines for Duplexes.

Refer to Appendix C for a description of the architectural rationale for the design.

**Zoning:**

The proposed duplex meets the R2 requirements with the following requested variances:

A. **Usage:** From two-family dwelling to two-family dwelling with one secondary rental suite  
   Rationale: Rental suites are common in this area, as are multi-family dwellings. Given the proximity of Oak Bay Avenue and the surrounding mix of density, adding a suite within the existing building footprint adds one more affordable rental option in a highly desirable location. It makes the purchase of this half of the duplex more attainable to families of moderate income and allows the potential of families with young children to remain even as the space needs of their growing children increase. Furthermore, it supports the potential of a multi-generational living arrangement.

B. **Parking location:** From rear yard to front yard  
   Rationale: This was a design change in response to neighbourhood input, and in keeping with the design of many houses on the west side of Chamberlain and the east side of Clare Street. The front yard parking design is consistent with the guidelines contained in the R1-G zoning, which seeks to minimize green space consumed for parking purposes. See Appendix B for examples of front yard parking in the immediate neighbourhood.

C. **Rear yard setback:** From 12.78 m to 10.26 m  
   Rationale: This variance is to accommodate a rear deck and does not reflect an intrusion of the main structure into rear yard space. The front yard setback was required to allow for front yard parking, which taken together, facilitates overall preservation of green space on the property.

D. **First and second storey floor area:** From 359.8 m² to 280.0 m²  
   Rationale: The existing house was raised to create a full height lower level and to enable addition of below slab insulation. Combined floor area is still well below the R2 limit, as is the overall building height.
CHAMBERLAIN LOW ENERGY DUPLEX

Project Benefits:

Economic:
- Locally owned and financed construction project
- Infill development supports economic vitality of the Oak Bay Village Small Urban Village

Social:
- Improved streetscape
- Addition of affordable rental housing (suite)
- Adaptive re-use of existing house for multi-generational living and aging in place
- Educational opportunities for sustainable construction practices
- Site selection that supports walking and biking culture

Environmental:
- Building retention and re-use
- Site selection that supports biking and walking
- Onsite stormwater management via the City’s Rainwater Rewards Program
- Permeable paving for parking strips and patio space
- Landscaping that prioritizes edibles, natives and plantings with minimal irrigation demand
- High efficiency plumbing fixtures
- All LED lighting
- Site generated solar PV
- Ultra low energy consuming buildings (targeting net zero energy, zero carbon emissions, and Passive House certification)

Conclusion:

The proposed project prioritizes environmental sustainability, carbon reduction and energy efficiency. It creates a modest increase in density in keeping with the OCP’s goal to provide additional housing in the city’s most walkable/bikeable neighbourhoods. The design is sensitive to the existing single family character of the neighbourhood, adding a duplex addition that is appropriately scaled for the site, and maintaining the existing 100+ year old home while adding an affordable rental suite within its current footprint.

Thank you for your thoughtful consideration of this proposal.

Best Regards,

Christy Love and Matthew Mahoney
Owners/Occupants of 1068 Chamberlain Street
APPENDIX A: Rear Yard Green Space
APPENDIX B: Examples of Front Yard Parking in the Immediate Neighbourhood
APPENDIX C: Architectural Rationale

The 1000 block of Chamberlain Street is comprised of an eclectic mix of character homes. Existing homes range from 1 to 2 1/2 stories in height and exhibit a broad range of architectural styles reflecting their year of construction. The majority of homes draw broadly on traditional house forms and materials including horizontal wood siding, stucco, and they generate visual interest with expressed massing and projecting roof fascia and eaves.

Existing houses reflect their unique history of addition and renovation work identifiable through changes in material and style.

Roof profiles are predominantly hipped and gable styles, often with complex dormers. Deep overhangs and eaves expressed with dentil patterns contribute to the character of the homes. Asphalt shingles are the dominant choice.

Authentic materials predominate with ornate timber posts and railings in conjunction with lapped wood siding, stone and stucco. Occasional insertions of brick and galvanized, corrugated metal add to the eclectic flavour of the neighbourhood.

Colour is used extensively in the neighbourhood with vibrant hues, contrasting trim and natural accents. Grades vary considerably along the block with several houses and front yards elevated above the grade of the street. The natural grade in the zone of the project is moderately flat.

Dense, mature landscaping is the dominant feature of the street. Several houses are virtually concealed by front-yard vegetation. Grass appears selectively in front yards along with a mix of bed planting, shrubs, mature trees, textured paved areas and natural rock.

The proposed house offers a contemporary interpretation of the patterns and forms of the street. The intention of this project is to honour the architectural legacy of the neighbourhood with homes that reflect contemporary values and design. This is achieved through sympathetic scale, texture and massing.

The existing house will receive new exterior insulation, windows and cladding. Additional wall thickness will introduce deep reveals at window and door openings, enhancing the rather flat facade of the existing house with deep shadow lines.

The existing shingle and stucco siding will be replaced with new stucco, similar to many homes throughout the neighbourhood.

The enclosed entry will be converted to a porch with a combination of stucco, stained timber columns and sealed cedar screen walls that reference natural materials used in similar ways throughout the neighbourhood.

The existing hipped roof will be re-clad with standing seam metal, chosen to extend the life of the roof and reduce the lifecycle environmental impact of asphalt shingles. The eaves will be extended to create a deeper shadow line that is more consistent with the neighbourhood. A sealed cedar soffit will visually connect the roof to the accent material used in fences and screens around the property.

The duplex addition stands two stories with a grade entry and flat roof. The linear shape is a response to the narrow property. The south side yard setback has been increased to mitigate impact on the neighbouring property and existing mature tree and to create useable yard space adjacent to the house. The roof, which presents a parapet to the street, projects to shade south facing windows while maximizing solar penetration to the existing house to the north.
Front yard setbacks are aligned to adjacent houses. The characteristically shallow front yards of Gonzales contribute to the friendly character of the neighbourhood.

Similar to other houses in the neighbourhood, the massing of the new and existing houses will be expressed to create visual interest and to improve connection to the front garden and the street. In addition to deeply expressed windows and extended roof soffits, the entries of both houses are expressed with massing and materials. The projecting mass of the existing house’s porch is enhanced with a projecting roof overhang, twinned timber columns and sculptural concrete steps. The lower entrance is defined with a shallow roof overhang and partially enclosed with a timber pergola. The alcove entry of the new addition is recessed, creating a sculpted massing of the house’s façade and a semi-enclosed, landscaped courtyard entry. A large street-facing window announces the entry.

The addition will be clad with vertical cedar siding.

The houses are conceived together with their front yard landscaping. Entry, porch, stoop, windows, surface treatments, planting, fences and screens work together to create gardens that are beautiful, functional and seamlessly integrated with the homes.

Colour is chosen in the context of natural wood accents and front-yard landscaping of both houses. The dark French-grey hue mediates between the industrial sensibility of the metal roof and gutter and the natural tone and texture of natural wood, landscape and permeable paved surfaces. Vibrant colours are introduced in the glazed front doors of the houses and basement suite as a contemporary reference to the traditional use of colour in the street.
Fairfield Gonzales Community Association Land Use Committee
Community Meeting October 20, 2016
Fairfield Community Place
1330 Fairfield Road

Chaired by Corey Burger (acting vice chair) Heather Murphy and Alice Albert (recorders) Don Monsour (chair) Robin Jones, and Susan Kainer (members of CALUC).

Approximately 20 community members in attendance.

1068 Chamberlain
re zoning: from R1G single family dwelling to R2 two family dwelling. Existing home will be retained and renovated to remain as one storey home with basement, including a studio rental suite. New duplex addition will be a two storey home on grade (no suite). Both renovation and new half will use passive home design principles and strive for net zero energy consumption and zero carbon emissions
- Owners have spoken with 55 neighbours
- Existing house will be raised
- Passive house principles will be utilized
- New addition 1600 sq.’
- Solar net zero energy.
- Cedar siding for new house, cedar accents will be added to existing house.
- High importance will be placed on landscaping and will preserve as much green space as possible.
- Seeks 2 family zoning
- Move parking from back to front

1048 Chamberlain
- Side set backs? Response?
- Concern: Privacy: we will look at house outside our kitchen window. Will I be looking into their place and will they be looking into mine? What are the controls over what is proposed and what is actually built? I’m not crazy about the (flat) roof line. Exterior finish? Response: Vertical cedar siding. How high? Response: will be higher than current house by 2’ but below maximum.

1031 Chamberlain
• View from back?
• Three new units but only 2 parking spaces will add to parking on Chamberlain which is already a problem with shoppers on Oak Bay.
• Two storeys without basement? Response: Yes.
• Box design, likes over all idea but with a softer design. Response: design keeps height low.

1 Briar Place
A brilliant design.

1034 Chamberlain
• Comment: Diversity of housing on the street exists from: arts and crafts, registered heritage, to townhouses built in the 70's. Enthusiastic about the design. My young family will be here for a long time.

1076 Davie Street
• Interesting proposal duplex triplex problematic.
• Design is horrible; doesn't work for me. Real concerns with design. Response: We did start with a different design.

147 Olive
• Refreshing that a proposal is seriously considering the environment; pleased environmental considerations balanced with form and function.

1034 Clair
• Design, juxtaposition is an attribute, brave.

1026 Clair Street
• Not a duplex, however, City of Victoria needs to reconsider policy. Nothing about the proposal worries me. We are going to do a flat roof (in reference to future remodelling of own home). Housing diversity is good

Unknown Address
• Purpose of work shop? Noise abatement (from work shop)? Response: Work shop will be used for carpentry; power tools will be used.

1027 Chamberlain
• Design not quite together; doesn’t meld.
• Traffic problem already being close to Oak Bay.
• Concern re construction being noisy and adding to traffic congestion.

An unidentified individual reminded participants this is a rezoning application (not about debating design) and council will decide the outcome. We have to give each other scope to occupy the land the way we wish.

Summary of Concerns and Views Expressed:
Concerns: re privacy for adjacent neighbour, increased traffic and subsequent need for parking.
Both appreciation and criticism of design expressed.
October 21, 2016

Good afternoon,

I was not able to attend the community meeting on October 20, 2016 with regards to the development proposal at 1068 Chamberlain Street.

I live at 5 - 1070 Chamberlain Street, which is a unit in the neighbouring property, and am very much in favour of the proposal.

The 6-unit townhouse complex where I reside is mostly owned and occupied by young couples and families. All of us feel very lucky to have found a lower-cost option for housing in very desirable neighbourhood. With houses on Chamberlain Street now in the million-dollar range, it is unlikely that any of us would be able to afford a house in the area. As a result, I welcome any proposal that will increase density and provide more affordable options for those of us who, one day, may wish to move to a slightly larger house in the neighbourhood.

The properties on Chamberlain Street are all fairly large, so I would suspect that the majority of the lots could handle a duplex addition. In this particular case, the owners at 1068 Chamberlain Street seem to have done their homework and are proposing a very thoughtful and well-suited addition to their property. I have also appreciated their efforts to keep all of their neighbours apprised of their efforts.

I support this project and hope that the City of Victoria will as well.

Thank you very much for considering my thoughts.

Sincerely,
David Nicholls

5 - 1070 Chamberlain Street
PROPOSED REZONE
1068 CHAMBERLAIN STREET

Dear Christy and Matt. I am writing to you as a follow-up to the material you provided to us at the meeting of Oct. 20. You are not giving all the neighbours within 100 metres of your property all the facts and evading the issues.

There are issues that don’t seem to be resolved

A. You keep insisting the development is a duplex but with 3 units zoning at city hall says it is a triplex. Three units is not acceptable.

B. There are still privacy issues. Right at the beginning of the first proposed development you knew that privacy was very important to us. The two big windows on the south side of your new house are eye to eye with our big kitchen window where I do all my preparations for meals, etc.

C. The new build still does not conform to the existing house nor to the other houses on Chamberlain St. You have two completely different house styles together and the neighbours are not happy with that. Would like to see exterior finish being more compatible with the residences within the original 1910 streetscape. Could use shingles or lap siding rather than a more modern look. With the exception of our dwelling the vast majority of existing or upgraded dwellings on the street all have the same architectural theme. Your proposal does not work.

D. The two driveways are non compatible with the two parking spaces you have allowed on your property. There needs to be one parking spot for each unit, i.e. 3 parking spots. There is only one street access for vehicles allowed for a property. 2000 Chamberlain, corner of Brighton, has a garage and a driveway and the city has told the owner he can only use one.

E. Will there be City control over what is being proposed actually being what is built.

The above issues must be addressed before any building can be done.

Alex and Marian Piercy
1048 Chamberlain St.

cc:

1) Planning & Zoning Committee of Fairfield Gonzales Community Association
1330 Fairfield Rd. V8S 5J1 Don Monsour President/Interim Chair ——
- planandzone@fairfieldcommunity.ca

2) LAWILSON@Victoria.ca
Hi Marian and Alex,

Thank you for sending these comments. We provide responses to each item below. We'd also be happy to continue discussing in person.

A) Duplex with secondary suite: The distinction is that a secondary suite can only be rented. A triplex could stratified into three units each owned and sold separately, and we are emphasizing that this is not what we wish to do. The suite is being added within the footprint of the existing house, and it could be changed back into a single dwelling as our needs change over time. As you know, our plan is to create this space so that we can live as a multi-generational family.

B) Privacy: We take your privacy seriously and this is a key reason we shifted to this proposal from our original small lot approach. As we discussed after the community meeting, the plans include an extension of the existing 6 foot fence between our properties, along with plantings for additional screening. If you'd like, we can stand in the yard to envision where the new windows will be in relation to your kitchen window and discuss improvements that you think would help. The upper floor windows are high clerestory windows that allow light into the rooms but do not look down into your yard.

C) We appreciate your concerns, although house design (as in taste in clothes and art) is subjective, and our block includes an eclectic mix of house styles that reflects the years they were built or added to. We have chosen materials (cedar siding and accents, stucco) that are consistent with the neighbourhood, and designed the landscaping to tie in with the existing mature landscaping. The flat roof is intentionally modern and distinct from the existing roof line, but is also intended to limit the height next to your home; to enable addition of solar panels, and to allow more south facing light to reach the north half of our property.

D) As we are proposing a duplex with secondary suite (small and rental only), we feel two stalls is adequate, especially given that our location is so close to shopping, buses, bike routes, and other amenities that can be accessed without a car. Garden suites and secondary suites have no requirement for off-street parking in the City of Victoria. We don't think our home will generate more cars than a large single family with large secondary suite - which is permitted as a right under the existing zoning - and would require only one parking stall. We could have included more space for car parking by putting a driveway to the rear-yard. However, we heard from you and other neighbours that they didn't want the backyard turned into parking (nor do we!). With our proposal we are trying to balance these different issues and priorities.

E) The City will issue a Development Permit which guarantees we build the buildings as per the Council approved designs.

We are available to discuss further as desired.

Best Regards,

Christy Love and Matt Mahoney
Owners/occupants 1068 Chamberlain

On Fri, Nov 11, 2016 at 12:42 PM, Marian wrote:
PROPOSED REZONE
1068 CHAMBERLAIN STREET

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   1330 Fairfield Rd. V8S 5J1  Don Monsour President/Interim Chair — —
   planandzone@fairfieldcommunity.ca

2) lawilson@Victoria.ca