

Planning and Land Use Committee Report For the Meeting of May 14, 2015

То:	Planning and Land Use Committee	Date:	April 30, 2015
From:	Helen Cain, Senior Planner, Development Services Division		
Subject:	Development Permit Application No. 000398 for 1146 Caledonia Avenue		

RECOMMENDATION

Staff recommend that Committee forward this report to Council and that Council consider the following motion after the Public Hearing for Rezoning Application No. 00469, if it is approved:

"That Council authorize the issuance of Development Permit Application No. 000398 for 1146 Caledonia Avenue, subject to plan revisions that address the privacy impacts on the occupants of the adjacent house, to the satisfaction of the Assistant Director of Sustainable Planning and Community Development, and in accordance with:

- 1. Plans for Rezoning Application No. 00469 and Development Permit Application No. 000398 stamped March 17, 2015.
- 2. Development meeting all Zoning Regulation Bylaw requirements.
- 3. Final plans to be generally in accordance with the plans identified above to the satisfaction of the Assistant Director, Sustainable Planning and Community Development.
- 4. The Development Permit lapsing two years from the date of this resolution."

LEGISLATIVE AUTHORITY

In accordance with Section 920(2) of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Official Community Plan*. 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 920 (8), where the purpose of the designation is the establishment of objectives for the form and character of multi-unit residential development, a Development Permit may include requirements respecting the character of the development, including landscaping, 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 Application for the property located at 1146 Caledonia Avenue. The proposal is for a six-unit, three-and-a-half storey, ground-oriented multiple dwelling. As part of the urban design, the applicant is proposing a public path to Kings Park from Cameron Street.

Aspects of the proposal are consistent with the *Guidelines for Multi-Unit Residential, Commercial and Industrial Development, 2012.* However, plan revisions are necessary to address the guidelines for mitigating potential privacy impacts on the neighbours.

Plan revisions that provide wider side yard setbacks would help to mitigate the potential privacy impacts of the new building on the occupants of the adjacent house.

BACKGROUND

Description of Proposal

This Development Permit Application is to construct a six-unit, three-and-a-half storey, groundoriented multiple dwelling. As part of the urban design, the applicant is proposing a public path to Kings Park from Cameron Street.

The proposed site plan, architecture and landscape design would include:

- a rectangular building sited slightly closer to the street than nearby houses
- private entrances to the ground level from each dwelling unit and large windows in the front and rear elevations
- exterior finishes in a mix of HardiePlank boards and wood shingle siding with wood window casements and a neutral colour palette in earth tones
- private patios for each dwelling unit and private yards for four of the six dwelling units
- plantings along property lines and landscaping strips around the surface parking area.

Sustainability Features

As indicated in the applicant's letter dated December 19, 2014, the Building Permit phase of the project would endeavour to follow best practices with respect to energy and water conservation, construction waste management and the use of high-quality, durable materials with low toxicity.

Active Transportation Impacts

The Application proposes the following features which support active transportation:

- one bicycle rack with two spaces in the front yard and
- one bicycle rack with four spaces in the rear yard.

Existing Site Development and Development Potential

The site is presently a vacant lot. Under the current R-2 Zone (Two Family Dwelling District), the property could be developed as a duplex or as a single family dwelling.

Data Table

The following data table compares the proposal with the existing R-2 Zone. An asterisk is used to identify where the proposal is less stringent than the existing zone.

Zoning Criteria	Proposal	Zone Standard R-2 Zone	
Site area (m²) - minimum	603.30	555.00	
Site area per unit (m²) - minimum	100.55*	277.50	
Density (Floor Space Ratio) - maximum	0.86:1*	0.50:1	
Total floor area (m²) - maximum	516.82*	380.00	
Lot width (m) - minimum	14.02**	15.00	
Height (m) - maximum	9.23*	7.60	
Storeys - maximum	3.5*	2	
Site coverage % - maximum	31.20	40.00	
Open site space % - minimum	36.20	33.00	
Setbacks (m) - minimum Front (Caledonia Avenue) Rear (Cameron Street) Side (east) Side (west)	3.97 (building)* 1.98 (stairs)* 20.00 (building) 17.75 (stairs) 2.64* 1.30*	7.50 (building) 4.00 (stairs) 15.00 (building) 15.00 (stairs) 3.00 1.50	
Parking - minimum	6*	8	
Visitor parking (minimum) included in the overall units	1	1	
Bicycle parking stalls (minimum)	6	6	

ANALYSIS

Development Permit Area and Design Guidelines

The Official Community Plan (OCP) identifies this property within DPA 16, General Form and Character and the proposal is subject to review in relation to the Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development, 2012.

Some aspects of the proposed site plan, architecture and landscape design are consistent with the applicable guidelines, including:

- building height is similar to adjacent houses to the west.
- the entrances in the front façade are similar to a duplex
- exterior finishes are similar to, but distinguishable from, older homes on this street with durable materials that would weather well with time
- the building also has visual and physical connections to the street with the provision of large front windows, a recessed porch and front steps
- locating the building next to Kings Park and providing a path connection from Cameron Street to the Park will encourage an increase in park users and "eyes on the street/park".

However, the building footprint does not comply with Guideline 2.6: "Buildings should be located to address privacy of adjacent residential uses and private open spaces". Staff are recommending, for Council's consideration, plan revisions to meet this Guideline through wider side yard setbacks, in order to mitigate potential privacy impacts of the multiple dwelling in relation to the neighbouring house.

CONCLUSIONS

The general character of the proposed building is sensitive to the surrounding streetscape but the design does not fully comply with all relevant design guidelines. The staff recommendation for Council's consideration is to advance this Application, concurrent with the Rezoning Application, subject to plan revisions that address privacy impacts related to the adjacent house.

ALTERNATE MOTIONS

- 1. That Council decline Development Permit Application No. 000398 for 1146 Caledonia Avenue.
- 2. That Council advance the Development Permit Application as proposed through removal of the condition for design revisions related to privacy impacts.

Respectfully submitted,

Helen Cain Senior Planner Development Services Division

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Alison Meyer, Assistant Director Sustainable Planning and Community Development Department

Report accepted and recommended by the City Manager:

Jason Johnson

Date:

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List of Attachments

- Zoning map
- Aerial map
- Letters from Garde Collins for Linhar Projects Ltd., stamped March 17, 2015, and December 19, 2014
- Plans for Rezoning Application No. 00469 and Development Permit Application No. 000398, stamped March 17, 2015
- Study on "Parking Availability on Cameron Street and Caledonia Avenue"
- Letter from Fernwood Community Association, stamped February 23, 2015.







1146 Caledonia Avenue Rezoning #00469 Bylaw #



March 17, 2015

The City of Victoria Attention: Mayor and Council 1 Centennial Square Victoria, BC V8W 1P6 Received City of Victoria MAR 17 2015 Planning & Development Department Development Services Division

RE: 1146 Caledonia Avenue revised proposal for Official Community Plan Amendment, Rezoning and Development Permit Application.

In response to the Application Review Summary dated Wednesday, January 14, 2015, we are pleased to submit our revised proposal for the above noted development. The subject of this letter is to provide an itemized update and clarification of new information on the proposal and should be reviewed in conjunction with the revised, bubbled drawings.

Specifically, the conditions to be met prior to the Planning and Land Use Committee are:

- 1. Please confirm whether the proposal includes a proposed walkway to King's Park.
- The proposal does include a proposed walkway to King's Park by a 2.0m proposed statutory right of way along the north property line.
- 2. Please consider a reduction in total number of dwelling units.

The number of dwelling units cannot be reduced in order to maintain affordability of the units.

- 3. Please reduce the building footprint, to achieve the following:
 - Increased front yard setback that aligns with the pattern of setbacks along the east side of this block of Caledonia Avenue.
 - o Increased rear yard to provide more outdoor space for the rear apartments.
 - o Increased west setback to ensure privacy of the neighbours is protected.
 - o Increased east setback to provide more private outdoor space (patio/garden).

The building location has been governed by the fixed dimension of proposed parking stalls in addition to the north statutory right of away. The west setback has been determined by the exiting at basement level by a minimal projection while the remainder of the building is set further back on all levels. The east setback allows for approximately 8'-0"+ of private outdoor space.

4. Please provide a separate Landscape Plan with labels for trees, plantings and hard materials.

Drawing has been provided on A0.01.

5. Please provide at least one parking stall for visitors.

MAR 17 2015

Planning & Development Department

One of the originally proposed six residential parking stalls has been allocated as a visitor stallo

6. Please align the driveway to cross the property line at 90 degrees. A ratio of 1.5m laterally over 7m should be used as a maximum deflection when designing a functional driveway crossing. This may result in relocating the garbage/recycling area.

Driveway crossing has been revised as indicated above and reflected on A0.00.

7. Will the building have a fire alarm?

The building will not have a fire alarm; clarified on A0.00 under Building Code Data. BCBC 2012: Section 9.10.18.2. Fire Alarm System Required

5) A fire alarm system is not required in a residential occupancy where an exit or public corridor serves not more than 4 suites or where each suite has direct access to an exterior exit facility leading to ground level.

Additional comments have been made in the Application Review and are noted as follows:

- a) Bicycle parking revised, shown on A0.00 and clarified in the Project Information Table.
- b) West exiting clarified and BCBC section referenced on A2.01.
- c) Outlook comparison provided on A4.03.
- d) Additional revisions are bubbled and itemized in attached document 'Revisions to Rezoning Submission' dated March 6, 2015.

We trust that the above responses to the Application Review Summary further support the proposal for this sensitive, neighbourhood-scaled building. We welcome the opportunity to appear before the Planning and Land Use Committee and to continue our work with staff to realize this important project.

Sincerely,

Garde Colins Linhar Projects Ltd. December 19, 2014

The City of Victoria Attention: Mayor and Council 1 Centennial Square Victoria, BC V8W 1P6



RE: 1146 Caledonia Avenue proposal for Official Community Plan Amendment, Rezoning and Development Permit Application

Description of Proposal

The proposal seeks to rezone the existing R2 zoned site at 1146 Caledonia Avenue to a site specific zone to support the development of a three storey, six unit residential building. The proposal will densify the residential use along a local road, ½ block from North Park Village and adjacent to King's Playlot, providing market, affordable housing in the Fernwood Neighbourhood.

Government Policies

The site resides within DPA16, and is consistent with the place designation of Traditional Residential, although this block of Caledonia is not an arterial or secondary arterial road. Notwithstanding, the proposed development respects key aspects of the designation, including:

- "multi-unit buiildings...including attached residential""
- "houses with front and rear yards, with variable setbacks, oriented to face the street"
- "total floor space ratios up to approximately 1:1".

With respect to Neighbourhood Directions for Fernwood in the OCP, the proposal is consistent with the vision in the citywide context and affords a housing typology that forms a "transition between the Urban Core and primarily ground-oriented Traditional Residential areas" to the east, as well as consistency with the strategic directions by accommodating "housing growth within walking distance of North Park Village" in a form sympathetic to "neighbourhood heritage character, buildings and streetscapes".

Further, with respect to the OCP, the land management and development policies, transportation and mobility policies, placemaking policies, and housing policies in the plan are reflected in the development proposal, specifically:

- "That...housing growth is shared across the city"
- "That...city neighbourhoods contain a range of housing types suitable to people with a mix of incomes, living in a variety of household types";
- Place-based land use management by proposing a Traditional Residential building form which is "low-rise multi-unit...up to three storeys in height" with consistent density due to the proximity within 400 meters of North Park Village;
- Affords a consistent mobility prioritization in supporting pedestrian oriented lifestyles first, cyclists second, with proximate access to transit along adjacent arterials, while accommodating modest single family vehicle use;

 Providing "a comprehensive suite of permanent on-site alternative travel supports and active transportation infrastructure, including...short-term and long-term bicycle parking facilities", in addition to providing six onsite vehicle parking stalls;

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- "That new buildings and features contribute to the sense of place in development permit areas...through sensitive and innovative responses to existing form and character";
- "That social vibrancy is fostered and strengthened through human scale design of buildings";
- "That a wide range of housing choice is available within neighbourhoods to support a diverse, inclusive and multigenerational community";
- And offering "a diversity of housing types to create more home ownership options".

Project Benefits and Amenities

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The proposal offers a family-oriented housing typology adjacent to a City owned playlot, North Park Village and within proximity to various neighbourhood amenities including a community centre and schools. The proposed six, two bedroom units are intended to appeal to young families seeking to achieve affordable home ownership in an urban neighbourhood. It is anticipated that the adjacency of this type of housing and the proposed statutory right of way linking the playlot to Cameron Street will deter the nuisance behavior currently prevalent in this urban park. In addition, the project is configured to enable a statutory right of way along Caledonia Avenue.

Need and Demand

The proposal creates affordability in offering a compact, market housing format on a traditional two family lot. The demographic that this housing type will appeal to, will further support resident diversity in the neighbourhood, while offering transitional density of multi-unit residential between the commercial uses of North Park Village and those of the traditional single family density to the east. Appropriately located adjacent to the village, the housing leverages access to major transit routes, services and amenities, and offers a lively residential use adjacent to the playlot.

Neighbourhood

The proposed use, form and character of the development are consistent with the Traditional Residential typology, albeit located on a local road. The unique site, fronting on Caledonia Avenue with access directly off the terminus of Cameron Street to the north, fosters a strong street connection, while providing driveway access to six onsite parking stalls. Further, the proposed development introduces oversight and connectivity for the playlot, principles which are demonstrated to reduce nuisance behavior.

Impacts

The proposal is consistent with the use and general form and character of the neighbourhood. Immediate neighbours will experience less privacy than a single family home with reduced setbacks, but will enjoy the benefit of a quality, new development which will bring new homeowners to the neighbourhood, a vibrancy that will enhance security and social dynamics.

Design and Development Permit Guidelines

The proposal will conform to the referenced applicable guidelines for DPA 16 including the advisory design guidelines for buildings, signs and awnings and guidelines for fences, gates and shutters. Further, the proposal meets the Design Guidelines for Multi-Unit Residential, Commercial and Industrial as follows:

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- "the architectural approach...provide[s] unity and coherence in relation to existing place character and patterns of development through the use of appropriate forms, massing, building articulation, features, and materials"
- Offering a "building design that is sensitive and innovative in response to context";
- "respect [for] the character of established areas and building variety through the form and massing of housing";
- "residential use at street level [with] strong entry features and building design that encourages interaction with the street, [specifically,] individual entrances with direct connections to the public sidewalk";
- "porches, steps...to make transitions from the public realm of the street and sidewalk, to the private realm of residences";
- "surface parking...located at the rear of [the] building [with] landscape elements...provided...to visually break up and screen parking from public streets and adjacent properties."

In addition, the project is consistent with the objectives of DPA 16, specifically:

- "to support...multi-unit residential developments that provide a sensitive transition to adjacent and nearby areas with built form that is often three storeys";
- "to integrate...multi-unit residential buildings in a manner that is complementary to established place character in a neighbourhood";
- "to enhance the place character of established areas and their streetscapes through high quality
 of architecture...and urban design that responds to each distinctive setting through sensitive and
 innovative interventions";
- "to achieve more livable environments through considerations for human-scaled design, quality of open spaces, privacy impacts, [and] safety"

Safety and Security

The proposal embraces key CPTED principles. The massing and its orientation to the street and adjacent sites promotes natural surveillance. Walkways, fencing, lighting and signage promote movement to and from the building's entrances, creating strong connections to the street, overlook and visibility. Public and private is clearly delineated through paving treatments, signage and building edge, reinforcing ownership/control thereby discouraging trespassing or nuisance behavior.

Transportation

The project does not meet the vehicle parking standards of Schedule C. The proposal reinforces the promotion of alternative travel by its proximity to urban amenities, bicycle storage provisions, while still providing one parking stall per residential unit.

The project meets the bicycle parking standards of Schedule C with provisions for residents and visitors.

Heritage

No heritage buildings will be impacted by the proposed development.

Green Building Features

The proposed development occurs on an existing developed site adjacent to a North Park Village, therefore the ecological footprint of the larger community is not expanded. Socially, the project reflects demand in the immediate community for affordable market housing in proximity to employment, amenities, transportation and services.

While no specific metric or green rating system will be pursued on the project, best practices with respect to durability, energy efficiency, water conservation, construction waste management, and the specification of quality, low toxicity materials will be applied.

Infrastructure

Preliminary review of engineering infrastructure confirms adequate capacity for sewer, storm and water for the proposed development. It is anticipated that a detailed design and review will confirm the necessary capacity.

Sincerely,

Garde Colins Linhar Projects Ltd.

1146 CALEDONIA AVENUE

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1146 Caledonia

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EXISTING PARTIAL BLOCK ELEVATION



1146 Caledonia Avenue Victoria EC

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3/5/2015 4:05:21 PM 10

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PARKING AVAILABILITY ON CAMERON STREET AND CALEDONIA AVENUE FOR DATES AND TIMES OF STUDY

Note:

- There are total of 18 parking spaces available on Cameron Street.
- Going east from 1134 Caledonia there are 16 parking spaces available (see map).

Date	Time	Location	Parking Spaces Occupied	Parking Spaces Available
Mar/2/2015	7:30 am	Caledonia	9	7
Mar/2/2015	7:30 am	Cameron	6	12
Mar/2/2015	1:30 pm	Caledonia	5	11
Mar/2/2015	1:30 pm	Cameron	10	8
Mar/2/2015	6:00 pm	Caledonia	10	6
Mar/2/2015	6:00 pm	Cameron	10	8
Mar/4/2015	7:30 am	Caledonia	10	6
Mar/4/2015	7:30 am	Cameron	12	6
Mar/4/2015	12:30 pm	Caledonia	8	8
Mar/4/2015	12:30 pm	Cameron	12	6
Mar/4/2015	6:30 pm	Caledonia	11	5
Mar/4/2015	6:30 pm	Cameron	6	12
Mar/6/2015	7:30 am	Caledonia	11	5
Mar/6/2015	7:30 am	Cameron	12	6
Mar/6/2015	12:30 pm	Caledonia	7	9
Mar/6/2015	12:30 pm	Cameron	10	8
Mar/6/2015	5:00 pm	Caledonia	9	7
Mar/6/2015	5:00 pm	Cameron	10	8
Mar/8/2015	7:30 am	Caledonia	10	6
Mar/8/2015	7:30 am	Cameron	8	10
Mar/8/2015	1:30 pm	Caledonia	10	6
Mar/8/2015	1:30 pm	Cameron	6	12
Mar/8/2015	7:00 pm	Caledonia	12	4
Mar/8/2015	7:00 pm	Cameron	7	11

Re	Cel	Ved
MAR	17	2015
Planning & Deve Development		



All photos on this page taken March 2, 2015



Caledonia facing west



Caledonia facing east



Caledonia facing east



Cameron facing north



Cameron facing north



Cameron facing north





Caledonia facing west

6:00 pm

All photos on this page taken March 4, 2015





Caledonia facing west



Caledonia facing east



Cameron facing north



Cameron facing north



12:30 pm







Caledonia facing west



Caledonia facing east

Cameron facing north

All photos on this page taken March 6, 2015



Caledonia facing west



Caledonia facing east



Cameron facing north



Cameron facing north



Cameron facing north

Caledonia facing west



Caledonia facing west



Caledonia facing east





Caledonia facing west





1:30 pm



Caledonia facing west



Caledonia facing east



Caledonia facing east



Caledonia facing east

All photos on this page taken March 8, 2015



Cameron facing north



Cameron facing north



Cameron facing north





Parking signage for Island Health (VIHA) service centre (1947 Cook Street) is somewhat ambiguous in that the sign around the corner, on Pembroke Street, states that parking is 2 H. However, the signage on the west side of Cameron Street simply states "Parallel Parking Only" with no mention as to whether parking is restricted to 2 H or residents only or...? If Island Health staff are parking in this area (west side of the Cameron Street), their vehicles are adding to the total number of vehicles parked for extended periods on Cameron Street (Mon - Fri).

Fernwood Community Association 1923 Fernwood Road Victoria BC V8T 2Y6 Received City of Victoria FEB 2 3 2015 Planning & Development Department Development Services Division

February 13, 2015

Sustainable Planning and Community Development Department City of Victoria Victoria, B.C. V8W 1P6

Re: 1146 Caledonia Street

The proposal to rezone 1146 Caledonia Avenue from R2-B to a Site-Specific zone was formally presented at the Fernwood Community Association Land Use Committee meeting December 3, 2014. A well attended preliminary community meeting was held on November 5, 2014. At both meetings the proponent discussed building a three storey six unit strata on the site.

No significant opposition to the proposed redevelopment of this lot was voiced at either meeting.

This proposal represents a departure from the Official Community Plan that has the majority of the 1100 block of Caledonia Avenue designated 'Traditional Residential'. The OCP's description of 'Traditional Residential' includes '...mixed-use buildings up to three stories in height located along arterial and secondary arterial roads'. In this case the OCP does not identify Caledonia Avenue as either an arterial or secondary arterial road.

This is a somewhat unique situation where a number of factors speak to the merits of this proposal, these are:

- The lot fronts onto Caledonia Avenue and backs onto Cameron Street. This allows for access to parking from Cameron Street and preseves the look and feel of the streetscape on Caledonia Avenue;
- The remainder of the houses to the West of this development are multi unit and of a comparable form and height;
- This proposed development will compliment the unique character of the houses on the North side of the street;
- 4. One side of Cameron Street is home to a large health care facility and the area nearest to the parking for this development is at the back of that facility;
- 5. The fence proposed for the rear of the lot will improve the appearance of Cameron Street (one person from Cameron Street attended both meetings), and;
- 6. Two of the East facing units will face the park and provide needed "eyes on the park".

Sincerely,

aufel.

David Maxwell Chair, Land Use Committee Fernwood Community Association