

### Planning and Land Use Committee Report

For the Meeting on July 3, 2014

Date:

June 11, 2014

From:

Lucina Baryluk, Senior Process Planner

Subject:

Rezoning Application #00404 and Development Permit #000323 for 2636,

2638 & 2642 Shelbourne Street - Application for a 12-unit townhouse project

### **Executive Summary**

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and a Development Permit Application for the properties located at 2636, 2638 and 2642 Shelbourne. The proposal is to rezone the three lots from the R1-B Zone, Single Family Dwelling District, to a new zone that would permit the construction of a 12-unit townhouse development.

The following points were considered in assessing this application:

- The Official Community Plan, 2012 places the subject properties in the Traditional Residential designation. This designation envisions multi-unit buildings up to three storeys, at a maximum floor space ratio (FSR) of 1:1. As Shelbourne Street is classified as secondary arterial, the proposed townhouse built-form is anticipated.
- The application is subject to Development Permit Area 7A, Corridors. One of the primary objectives of this Development Permit Area is to ensure that development along corridors is compatible with adjacent and nearby lower-density residential neighbourhoods. This development is generally consistent with these objectives; however, the transition to the properties to the west (Scott Street) is compromised due to the height of the buildings and a setback of less than 4.0 m. In order to ensure that this element is given careful consideration, staff is recommending that the landscaping in this area be refined prior to issuance of a Building Permit for the proposal.
- One of the main issues associated with this application is the "orphaning" of the
  lot at 2646 Shelbourne Street. The applicant has provided details on their
  attempts to acquire this lot, however, securing the lot has not been possible. To
  help alleviate concerns, the applicant is willing to enter into an easement
  agreement to provide alternative access to this property, thus providing additional
  options for future redevelopment.

Staff recommends that the Planning and Land Use Committee advance this application.

### Recommendation

- 1. That Council instruct the City Staff to prepare the necessary *Zoning Regulation Bylaw* amendments that would authorize the proposed development outlined in Rezoning Application #00404 for 2636, 2638 and 2642 Shelbourne Street.
- 2. That Council consider giving first and second reading to this bylaw amendment after the bylaws have been drafted.
- 3. That Council schedules a Public Hearing after the bylaw as received second reading subject to:

- a. registration of a 7.0 m Statutory Right-of-Way;
- b. registration of an easement agreement to allow access to 2646 Shelbourne Street, to the satisfaction of the City Solicitor.
- 4. Following the Hearing, and subject to the adoption of the Bylaw amendment for 2636, 2638 and 2642 Shelbourne Street, that Council considers passing the following resolution to authorize the issuance of Development Permit Application #00323 in accordance with:
  - a. plans date stamped March 12, 2014;
  - b. development meeting all Zoning Regulation Bylaw requirements;
  - c. landscaping refinements to the rear yard and the addition of permeable paving for the main drive aisle, to the satisfaction of the Director of Sustainable Planning and Community Development;
  - d. final improvements in the public Right-of-Way (sidewalk and boulevard) to the satisfaction of the Director of Engineering and Public Works;
  - e. final plans to be generally consistent with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.

Respectfully submitted,

Lucina Baryluk

Senior Process Planner

**Development Services Division** 

Deb Day, Director

Sustainable Planning and Community

**Development Department** 

Report accepted and recommended by the City Manager:

Jason Johnson

Date: June 25,204

### 1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application and a Development Permit Application for the properties located at 2636, 2638 and 2642 Shelbourne. The proposal is to rezone the three lots from the R1-B Zone, Single Family Dwelling District, to a new zone that would permit the construction of a 12-unit townhouse development.

### 2.0 Background

### 2.1 Description of Proposal

The site is located on the west side of Shelbourne Street between Haultain Street and Kings Road. Currently, each of the three subject properties is occupied by a single family dwelling, all built between 1913 and 1914.

The applicant is proposing to construct four buildings (two buildings with two units and two buildings with four units). Each unit is three storeys in height, with an in-unit garage and a flex room on the ground floor. The main living area is on the second storey and three bedrooms are on the third floor. The materials include a fibreglass shingle roof, cement board siding on the upper floor and cedar shingle siding on the first two storeys. In response to the Rezoning Application Information requirements on Green Building features, the applicant has provided a list of green building features (Appendix B of their letter).

In addition to the parking provided within the garage for each unit, there are four additional surface stalls for visitor parking. It is noted that in the initial application, an independent suite was proposed for each unit, which would have triggered a significant parking variance. As the suites have been eliminated, the parking ratio is no longer a concern. The driveway is shown as a mix of concrete strips and concrete unit pavers. The landscape plan shows patios at grade for each unit, with ornamental trees marking the separation between the units. Fencing and a mix of shrubs create a privacy buffer between the adjacent properties. The only lawn area (non-hardscape) is along Shelbourne Street. A stone entry feature marks the entrance to the project. In terms of boulevard tree protection of the London Plane trees, construction of the driveway and utility placement would be supervised by an Arborist.

### 2.2 Existing Site Development and Development Potential

The current zoning of the subject properties is R1-B, Single Family Dwelling District, and would allow construction of a dwelling unit of up to 300 m<sup>2</sup> on each lot with provisions for a secondary suite. Each lot is 12 m wide and 50 m in length. Due to this configuration, redevelopment of the lots is challenging without lot consolidation.

### 2.3 Community Consultation

The Oaklands Community Association Land Use Committee (CALUC) hosted a Community Meeting regarding this application on May 21, 2013. The attached record provides details of this discussion. Since that time, the applicant has refined the development, the details of which are captured in the applicant's letter. Consistent with the normal process, updated plans have been sent to the CALUC.

### 2.4 Data Table

The following data table compares the proposal with the RK-3 Zone, Shelbourne Townhouse District, and the R-K Zone, Medium Density Attached Dwelling District, which are generally higher density townhouse zones. An asterisk is used to identify where the proposal is less stringent then the comparatives. Although there are deficiencies noted in relation to the comparative zones, a site-specific zone would be created if Council choses to advance this application.

Zoning Criteria	Proposal	Zone Standard R-K, RK-3
Site area (m²)	1837.00*	2700.00
Site area per unit (m²) - minimum	183.00*	225.00
Number of units - maximum	12*	8
Density (Floor Space Ratio) - maximum	1.0:1* (OCP considers up to 1:1 density)	0.6:1
Total floor area (m²) - maximum	1837.00*	1100.00
Lot width (m) - minimum	36.00	18.00
Height (m) - maximum	8.24 (ceiling) 10.20 to mid-point of roof	8.50 (ceiling)
Storeys - maximum	3* (OCP considers up to 3 storeys)	2 1/2
Site coverage % - maximum	42*	33
Open site space % - minimum	35*	45
Number of dwellings units in an attached dwelling	4	4
Separation space between buildings (within the site) (m) - minimum	3.00*	8.00
Setbacks (m) - minimum Front (Shelbourne) Rear Side (north) Side (south)	10.70 3.66* 2.50* 2.50*	10.70 4.00 4.00 4.00
Parking - minimum	16* (will be reduced to 15 if easement is used)	18 (1.5 stalls per unit)
Visitor parking (minimum) Included in the overall units	4 (will be reduced to 3 if easement is used)	2
Bicycle parking stalls (minimum)	6 spaces provided	6 space rack

In reviewing this data table, it is noted that a custom zone would be created to reflect the proposal including the aspects marked with an asterisk, if Council chooses to advance the application to a Public Hearing.

### 2.5 Land Use Context

The Shelbourne Street corridor has seen significant changes over the last decade. The key characteristics of the neighbourhood are:

- The east side of Shelbourne Street, between Haultain Street and Kings Road, is dominated by townhouse developments, while the west side of Shelbourne Street is dominated by single family dwellings, with some exceptions as described below.
- On the west side of Shelbourne Street, three lots south of the proposed development, a new seven-unit townhouse project (Greystoke) is nearing completion at 2614-2622 Shelbourne Street. It is noted that the approvals for this project pre-date the current Official Community Plan and consequently have a density in keeping with the R-K Zone.
- Directly south of the proposed development, there are two single family lots (2628 and 2632 Shelbourne Street).
- The lot to the north of the proposed development (2646 Shelbourne Street) is a single-family dwelling constructed in 1960.
- There is a three-unit redevelopment at 2650 Shelbourne Street (two lots north of the proposed development) which dates from 2002.
- There are three commercially-zoned lots at 2672, 2670 and 2668 Shelbourne Street with mixed commercial-residential uses.
- Single family housing adjoins the subject site (west) on Scott Street.

### 2.6 Legal Description

Lots 7, 8 and 9, Block 5, Section 8A, Victoria District, Plan 881A.

### 2.7 City Policies and Regulations

### 2.7.1 Official Community Plan (OCP) 2012 and Oaklands Neighbourhood Plan

The Official Community Plan 2012 designates the area as Traditional Residential. As Shelbourne Street is classified as a secondary arterial, the anticipated built form for residential uses ranges from ground-oriented to multi-unit buildings up to three storeys, including both attached residential and apartment building forms. The corresponding density is up to approximately 1:1 FSR. The Oaklands Strategic Directions includes a policy to maintain and enhance the ground-oriented general residential character in the majority of the neighbourhood.

The Oaklands Neighbourhood Plan includes this site within an area of potential change with consideration of rezonings for townhouses with up to 18 units per acre with a 2.5 storey height limit. The site area required per townhouse unit is 225 m<sup>2</sup>, which is the standard in the RK-3 Zone, Shelbourne Townhouse District.

### 2.7.2 Design Guidelines

The property is within Development Permit Area 7A, Corridors, Shelbourne Street, which provides guidance to form and character of multi-unit residential development. The Guidelines referenced for all corridors is the *Advisory Design Guidelines for Buildings, Signs and Awnings* (1981). In addition, specific Guidelines from the *Oaklands Neighbourhood Plan* are applicable to the analysis.

### 2.8 Transportation Considerations

A 1989 Shelbourne Corridor Study, prepared for the City of Victoria by the Delcan Corporation, recommended securing a widened Right-of-Way of 7.0 m along the west side of Shelbourne Street as part of staged improvement strategy. The purpose of the Study was to develop a transportation strategy, which provided a balance between future traffic needs, right-of-way impacts of various road widening alternatives and land use impacts along the Shelbourne Street corridor. The RK-3 Zone, Shelbourne Townhouse District, is the Zone created in response to this Corridor Study. It has a 10.7 m setback requirement on the west side of Shelbourne Street to ensure a larger front yard setback in the event that Right-of-Way improvements are made along Shelbourne Street. The City has secured this Right-of-Way on all other properties that have undergone redevelopment on the west side of Shelbourne Street.

The applicant has sited the buildings to meet this 10.7 m setback from Shelbourne Street. Should the Right-of-Way improvements be undertaken, this development would have a 3.7 m front yard.

### 3.0 Issues and Analysis

### 3.1 Issues

The following issues were identified with this application:

- density
- limiting development on adjacent properties
- compliance with design guidelines and setback variances
- landscaping
- off-street parking requirements.

### 3.2 Analysis

### 3.2.1 Density

The Official Community Plan 2012 designates the area as Traditional Residential. As Shelbourne Street is classified as a secondary arterial, the anticipated built form for residential uses ranges from ground-oriented to multi-family residential buildings up to three storeys, including attached residential and apartments. The corresponding density is up to approximately 1:1 FSR. The proposed development reaches the maximum density considered under the OCP policies for Traditional Residential.

As the *Zoning Regulation Bylaw* does not have a zone standard for townhouses that approaches this density, a site-specific zone will be required that is based on the R-K Zone. The RK-3 Zone, that is typically used on the west side of Shelbourne Street, does not provide an FSR but does specify that 225 m<sup>2</sup> of lot area is required for each townhouse unit.

While this project is a higher density than other townhouse projects on Shelbourne Street, the architectural style and massing is in keeping with the existing broader context. The alternative to achieve this density is an apartment type of building. However, the townhouse building form is seen as providing more opportunity for housing suitable for families in comparison to an apartment type of building, noting that both types of multi-unit housing are considered supportable in the OCP.

### 3.2.2 Limiting Development on Adjacent Properties

The Official Community Plan and the Oaklands Neighbourhood Plan both recognize that the Shelbourne Street corridor is suitable for higher densities. This development potential (subject to rezoning) also applies to the remaining single-family residential properties. The two lots to the south of the proposal (2628 and 2632 Shelbourne Street) have a combined total parcel size of 1532 m<sup>2</sup>. Both of these lots have wider frontage than the subject lots (15 m frontage versus 10 m frontage) and as the lots are very deep, there would be adequate area for redevelopment of these lots if consolidated.

However, the proposal limits the development potential for the lot to the north (2646 Shelbourne Street), essentially "orphaning" this lot, as the lot to the north at 2650 Shelbourne Street has already been redeveloped. The highest redevelopment potential of 2646 Shelbourne Street without alternative access is a duplex. In Section 6, Land Development and Management, the OCP encourages the logical assembly of development sites that enable the best realization of permitted development potential for the area (Policy 6.8). In the letter from the applicant, it is indicated that an attempt was made to purchase this property, however, the owner wishes to remain in this family home.

In order to maintain options for future redevelopment of 2646 Shelbourne Street, the applicant is willing to provide an easement through the development to allow access should this property redevelop. The conceptual plan is to allow access between townhouse blocks 3 and 4, which is an area that will be used as visitor parking until such time as the access is required. Should this easement be used, it will eliminate another access to Shelbourne Street and provide more flexibility in site planning.

As the proposal has consolidated three lots, thereby reducing the number of individual accesses on Shelbourne Street, this does represent an assembly of development sites. Additionally, the potential of a more integrated redevelopment at 2646 Shelbourne Street is maintained with the provision of the access easement through the subject property.

### 3.2.3 Compliance with Design Guidelines

The property is within Development Permit Area 7A, Corridors, Shelbourne Street, which provides guidance to the form and character of multi-family residential development. The main objective of this Development Permit Area is to ensure that development along corridors is compatible with adjacent and nearby lower-density residential neighbourhoods through human-scaled urban design and a sensitive transition in building form and place character.

The surrounding properties currently contain single family dwellings and as a result over the short term the proposed development will seem larger than the surrounding buildings. However, over time this area will likely be redeveloped to larger buildings and the proposed buildings would fit in. In the wider context, the scale is appropriate for the Shelbourne Street corridor; most recent projects have built 2½ storeys, although many of these buildings often present as three storeys in height.

To lessen the visual impact of the proposal, the upper storey is a lighter colour with a different type of siding material than the first and second storeys. The applicant has also adjusted the mass of the roof to decrease the volume of the buildings.

The more challenging transition is between the proposal and the adjacent buildings on Scott Street. The buildings are 3.66 m from this common rear property line (west). The minimum standard for this setback is generally 4 m. The site planning issues that arise are a result of creating functional buildings with adequate drive aisles and parking and the need to accommodate the 10.7 m setback requirement from Shelbourne Street.

The visual presence of the proposed buildings from the Scott Street residences would be somewhat softened by the hard and soft landscaping. In order to ensure that this component of the design is given careful consideration, staff recommend that the landscaping in this area be further reviewed prior to issuance of a Development Permit for the proposal.

The preferred form of housing along Shelbourne Street is townhouses, with the intent of creating a strong residential presence along the street. The siting of the two buildings, separated by a driveway with the main entrances for 10 of the units facing the interior driveway, does not create a strong relationship with the street. Staff requested that the applicant review the layout to have more units facing the street; however, the applicant provided a rationale for the proposed layout stating that the current site plan is in response to the neighbourhood input to lessen opportunities for shadowing and privacy impacts. It is noted that the overlook opportunities into the rear yards of the Scott Street residences are minimized due to room type and window placement.

Although the Shelbourne Street elevation will only have two units that provide a front entrance feature onto Shelbourne Street, this elevation is also characterized by varied fenestrations and gables as well as changes in finishes. Additionally, these façades provide architectural interest with a main door and patio door relating to the street.

### 3.2.4 Landscaping

There are two issues associated with the landscaping. First, the rear yard of the property would benefit from design refinements to ensure that potential privacy issues and the relationship with the neighbouring houses on Scott Street are handled in a sensitive manner.

Second, the project is dominated by the main drive aisle which introduces a large amount of hard surface. In compliance with the direction of the OCP to promote sustainable site design that reduces peak runoff volumes (Policy 11.20), it is recommended that the landscape plan specify that the hard surface driveway area be constructed with permeable pavers to increase the pervious surfaces on the site. The staff recommendation contains wording to address both issues associated with landscaping.

### 3.2.5 Off-Street Parking Requirements

Overall the development has a two stall parking variance: 16 stalls are provided and 18 are required. Each unit has a parking stall and there are four guest parking stalls provided which exceeds the requirement for two stalls. The parking variance is considered supportable as the area is well-serviced by transit. In the event that the easement is used to allow alternative access to the property to the north, the total parking will be reduced to 15 stalls and the guest parking requirement will continue to be satisfied. The site-specific zone will capture these aspects so a further variance will not be required.

### 4.0 Resource Impacts

There are no resource impacts anticipated.

### 5.0 Conclusions

Within the neighbourhood context, the precedent for a multi-unit ground-oriented townhouse development has been set along Shelbourne Street. This type of building provides more opportunity for ground-oriented family housing in comparison to an apartment type of building, noting that both types of multi-unit housing are considered in the OCP directions. To accommodate the higher density envisioned by the OCP, the site planning requires careful attention to ensure that the impact on adjacent properties is minimized and the human-scale of the proposal is maintained.

The architectural details, massing and materials of the project make it compatible with and complementary to the established context along Shelbourne Street. On balance, the proposal meets the objectives of the relevant policy and staff recommend that Committee advance the application to a Public Hearing.

The technical issues associated with this application have been resolved, with the consolidation of three lots, thereby eliminating two driveway crossings onto Shelbourne Street, and provides the City with an additional Right-of-Way for future improvements to the Shelbourne Street corridor. An easement will be provided through the property to provide additional options for future redevelopment of the property to the north. The minor parking variance is supportable. Landscaping refinements are anticipated to include permeable paving and increase the screening between the development and the rear yards of the single family homes along Scott Street.

### 6.0 Recommendations

### 6.1 Staff Recommendations

- 1. That Council instruct City Staff to prepare the necessary *Zoning Regulation Bylaw* amendments that would authorize the proposed development outlined in Rezoning Application #00404 for 2636, 2638 and 2642 Shelbourne Street.
- 2. That Council consider giving first and second reading to this bylaw amendment after the bylaws have been drafted.
- 3. That Council schedules a Public Hearing after the bylaw as received second reading subject to:
  - a. registration of a 7.0 m Statutory Right-of-Way:
  - b. registration of an easement agreement to allow access to 2646 Shelbourne Street, to the satisfaction of the City Solicitor.
- 4. Following the Hearing, and subject to the adoption of the Bylaw amendment for 2636, 2638 and 2642 Shelbourne Street, that Council considers passing the following resolution to authorize the issuance of Development Permit Application #00323 in accordance with:
  - a. plans date stamped March 12, 2014;
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  - landscaping refinements to the rear yard and the addition of permeable paving for the main drive aisle, to the satisfaction of the Director of Sustainable Planning and Community Development;

- d. final improvements in the public Right-of-Way (sidewalk and boulevard) to the satisfaction of the Director of Engineering and Public Works;
- e. final plans to be generally consistent with the plans identified above, to the satisfaction of the Director of Sustainable Planning and Community Development.

### 6.2 Alternate Recommendation

That Council decline Rezoning Application #00404 and Development Permit Application #00323 for 2636, 2638 and 2642 Shelbourne Street.

### 7.0 List of Attachments

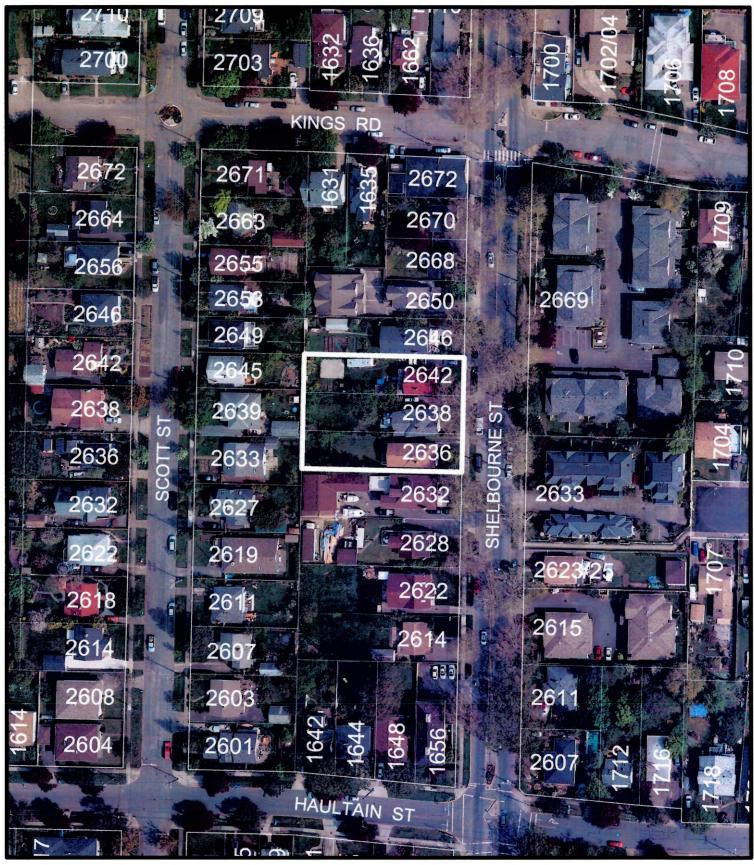
- Subject map
- Air photograph
- Development Plans date stamped March 12, 2014
- Letter from applicant dated March 12, 2014, and revised June 10, 2014
- Comments from Oaklands Community Association dated May 21, 2013

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2636, 2638, 2642 Shelbourne Street Rezoning #00404 Bylaw #



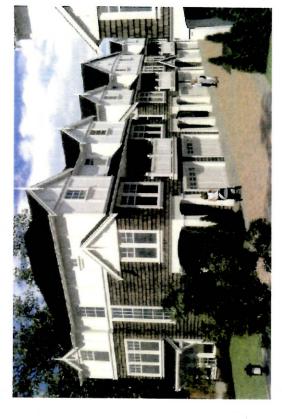




2636, 2638, 2642 Shelbourne Street Rezoning #00404 Bylaw #



# 2636-2642 SHELBOURNE STREET Victoria, BC



# PROJECT TEAM

P: (250) 883-5579 E: sganong@abstractdevelopments.com Abstract Developments Inc. 1976 Oak Bay Avenue Victoria, BC V8R 1E2 Applicant

<u>Designer</u> Zebra Design

P. (250) 360-2144 E. info@zebragroup.ca 1161 Newport Avenue Victoria, BC V8S 5E6

REZONING & DEVELOPMENT PERMIT APPLICATION

07/24/2013 Original Submission: Revised Submission:

DRAWING LIST

Site and Ground Floor Plan SK-1 Project Data

Upper Floor Plan Main Floor Plan SK-3 SK-4

Elevations Roof Plan SK-5

Streetscape and Cross Section Elevations SK-6 SK-7 SK-8 SK-8 SK-9 SK-10 F-1 L-1 L-1

Rendering – View from NE Rendering – View from SE Landscape Concept Plan

Landscape Architect LADR Landscape Architects 28-495 Dupplin Road Victoria, BC V8Z 1B8 P: (250) 598-0105 E: bwindjack@ladria.ca

Planning & Development Department Development Services Division

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Planning & Development Department Development Services Division

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		BLOCK 3	1965.5 SF	
		BLOCK 4	2810.5 SF	
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		COVERAGE = 8952/19182	* 42%	
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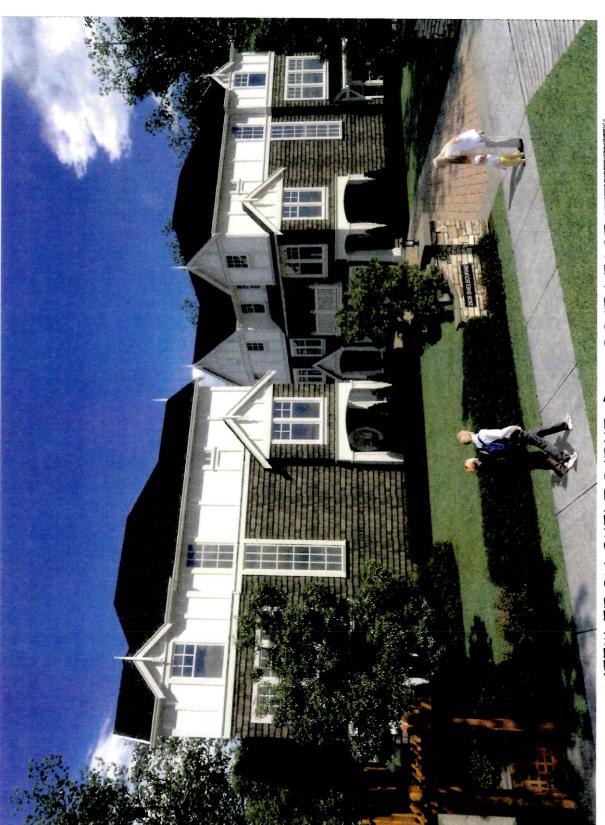
FRONT YARD COVERAGE

PARKING

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BLOCK 3 10.5 m [35.45]
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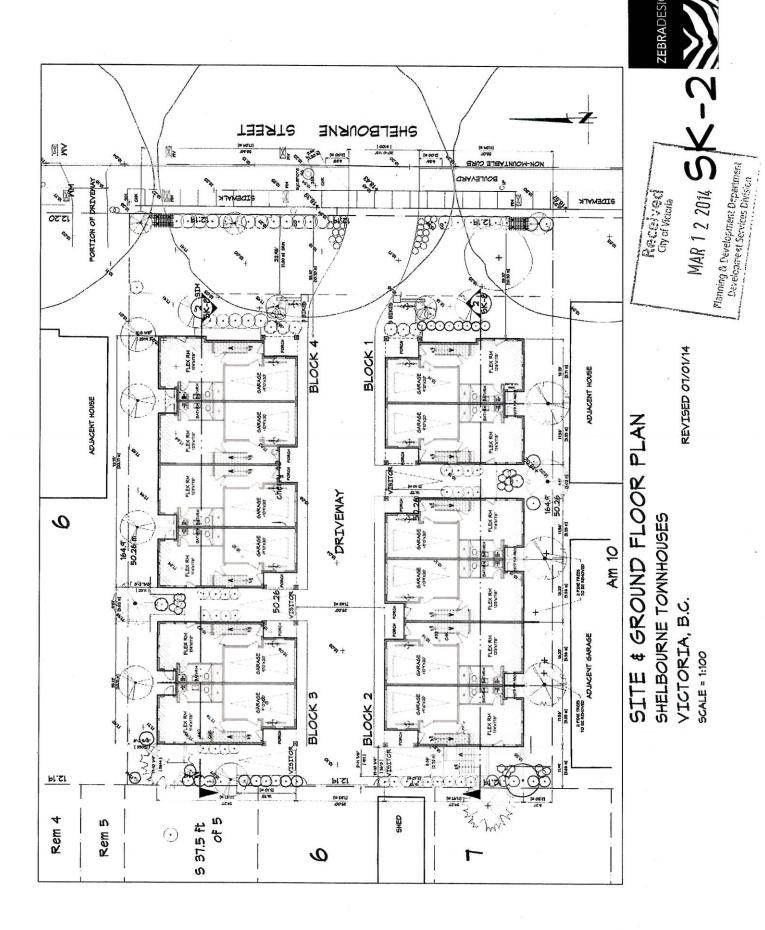




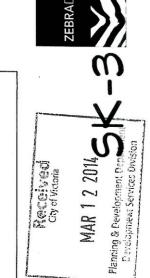
VIEW FROM SHELBOURNE, From SOUTH EAST Received SHELBOURNE TOWNHOUSES VICTORIA, B.C. scale = 1/8"=1'-0"

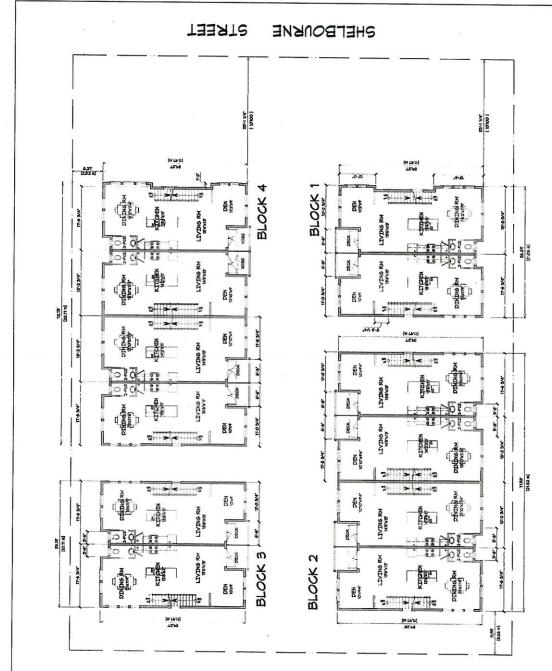
ISSUED 21/05/13

Planning & Development Department Development Services Division









SHELBOURNE TOWNHOUSES MAIN FLOOR PLAN VICTORIA, B.C. SCALE = 1/8"=1"-0"

ISSUED 22/01/13

RECEIVED

UPPER FLOOR PLAN SHELBOURNE TOWNHOUSES

MAR 1 2 2014 D Plenning & Development Department Development Services Division

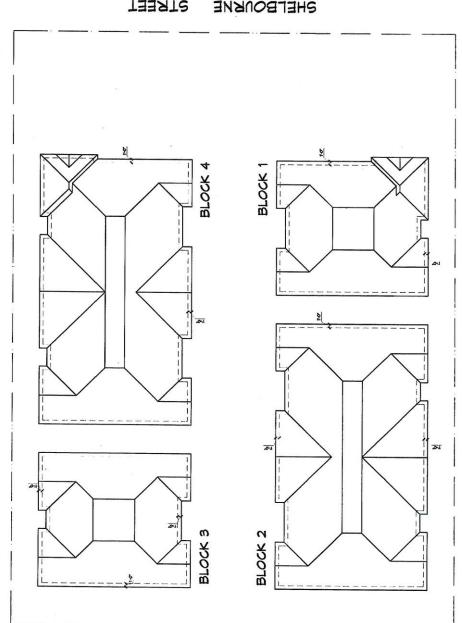
ISSUED 22/07/13

VICTORIA, B.C. SCALE = 1/8"=1"-0"





STREET SHELBOURNE



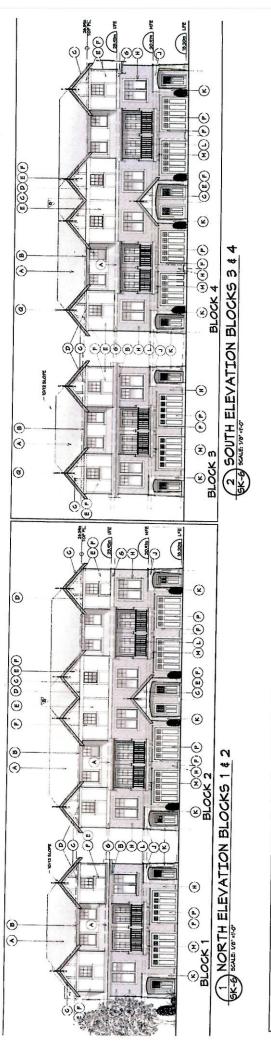
SHELBOURNE TOWNHOUSES VICTORIA, B.C. ROOF PLAN SCALE = 1/8"=1'-0"

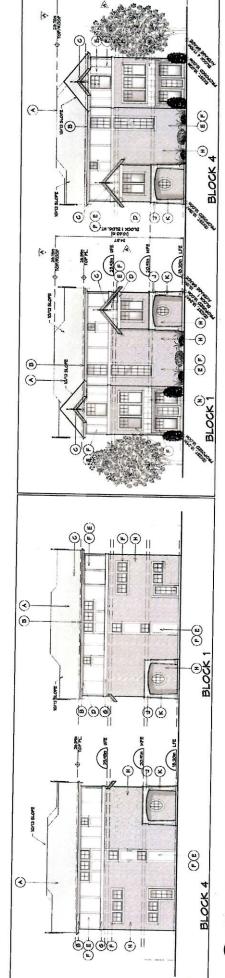
ISSUED 22/01/13

Plenning & Development Department Development Services Division

MAR 1 2 2014 D

Received Gry of Victoria







(a) WEST ELEVATION BLOCKS 1 & 4 (pt-9) south 10 to 10



Σ

B PREFINISHED METAL GUTTER

C TRIM ON 2X8 FASCIA

E CEMENTITIOUS PANEL

D 2X8 FRIEZE BAND

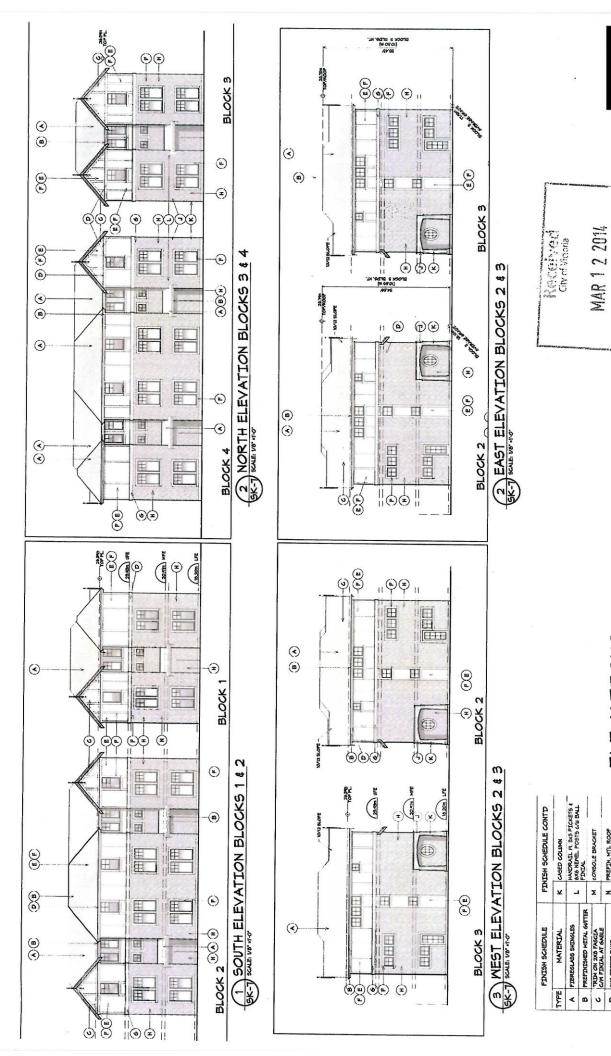
A FIBREGLASS SHINGLES

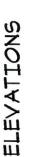
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J ARCH AND CORNICE



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2XIO BELLY BAND CAU CANTED WATERLINE

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CEMENTITIONS PANEL

2X8 FRIEZE BAND

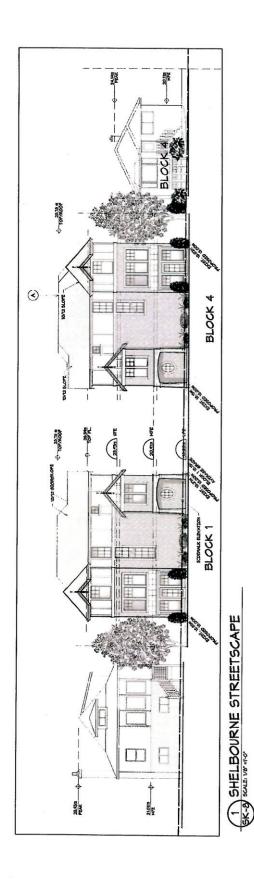
SHOWN AS SECTIONS THRU SITE SHELBOURNE TOWNHOUSES VICTORIA, B.C.

REVISED 30/10/13

SCALE = 1/8"=1'-0"







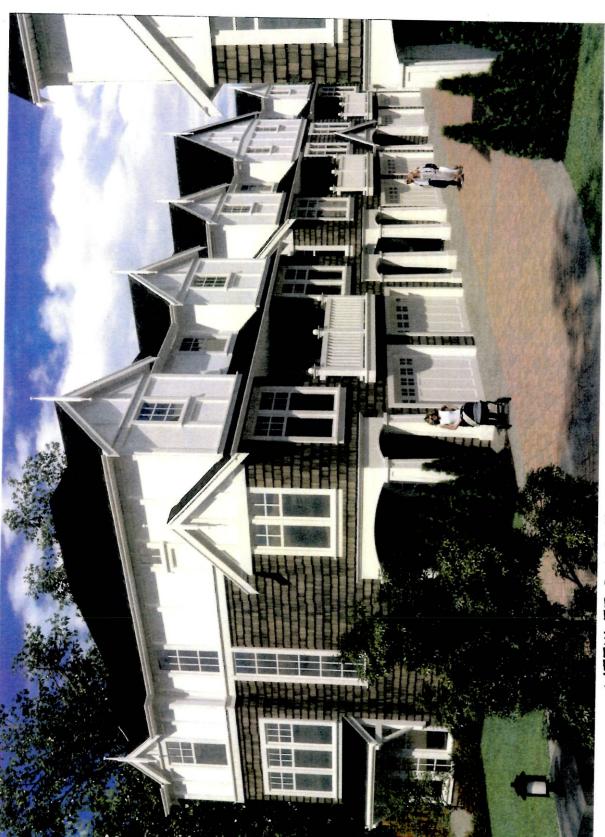
AOSIE HIE BLOCK 1 SECTION BLOCK 3 SIM. 115W KITGEN li 11 1136 [535 c] BLOCK 2 SECTION BLOCK 4 SIM. 18.23 [3.56 m] 11 TOPROSE ( 94.00 (10.00 m) DOCK 9 BLD6, HT.

(2) SITE AND BUILDING SECTIONS (SK-9) SOME UP - 110

STREETSCAPE & CROSS-SECTIONS REV 22/01/14 SHELBOURNE TOWNHOUSES VICTORIA, B.C. SCALE = 1/8"=1"-0"

MAR 1 2 2014 RECEIVED City of Victoria

Planning & Development Department
Development Services Division



VIEW FROM SHELBOURNE, From NORTH EAST SHELBOURNE TOWNHOUSES

ISSUED 21/05/13

VICTORIA, B.C. scale = 1/8"=1'-0"

Received City of Victoria

Planning & Pevelopment Department Development Services Civision

March 12, 2014 Revised: June 10, 2014

City of Victoria #1 Centennial Square Victoria, BC V8W 1P7





Attn:

Mayor and Members of Council

Re:

Rezoning and Development Permit Application

2636-2642 Shelbourne Street, Victoria, BC

Dear Mayor and Members of Council,

We are pleased to submit the enclosed revised Rezoning and Development Permit Application for a twelve unit townhouse proposal located at 2636-2642 Shelbourne Street. The original application was submitted on July 24, 2013, and subsequently underwent a Technical Review on August 28, 2013. This revised application responds to the comments made by each department through their review, and a detailed summary of the revisions is included in this letter as Appendix A.

Our primary guidance for this proposal comes from the recently adopted Official Community Plan as well as recognizing the emerging development pattern along this corridor. Located in the Oaklands Neighbourhood, this area offers amenities which can be utilized and enjoyed by new and existing residents while benefitting from densifying the Shelbourne Avenue Corridor in a sensitive manner.

### **PREAMBLE**

Abstract Developments acquired the subject site in March, 2012, and over the past 15 months have been working diligently with the project team, the neighbours and community, and the area planner on a well-designed and appropriate development proposal. Close attention has been given towards the land use policies and objectives established within the recently adopted Official Community Plan providing direction for growth and change in Victoria over the next 30 years.

Located in the Oaklands Neighbourhood, the *Shelbourne Avenue Corridor* has been redeveloped over the past decades with a range of multi-family and commercial uses including townhouses, condominiums, retirement homes, offices and retail uses. As a result, and considering the subject site's immediate context, we felt a townhouse proposal would be best suited for the emerging built-form and character of the neighbourhood. Our proposal's traditional architectural approach will assist in further establishing the sense-of-place of not only the *Shelbourne Avenue Corridor* but also the Oaklands Neighbourhood as a whole.

### **DESCRIPTION OF PROPOSAL**

The subject Rezoning Application is requesting to rezone the property from the current R1-B (Single-Family Dwelling District) zone to a site specific zone in order to support the land use policies and objectives established within the new Official Community Plan (OCP). The subject site is located along Shelbourne Street, classified as a "Secondary Arterial" road, with surrounding and nearby properties including townhouses, single-family dwellings, apartment and condominium developments, and retail/commercial uses. The proposed development is also within walking distance to a variety of amenities: Oaklands and Richmond Elementary Schools, Lansdowne Middle School, David Spencer Park, Oaklands Park, Hillside Centre, Royal Jubilee Hospital, and the Haultain Corners Village (designated as a "Small Urban Village" within the OCP). These nearby amenities will make it easy for residents to make the decision to use alternative modes of transportation other than vehicles on a regular basis.

After studying the neighbourhood and the surrounding residential uses and built forms, we engaged Zebra Design Group to come up with some preliminary concepts for a townhouse proposal. We have held two community meetings to give the Community Association and neighbours a chance to provide their feedback on our proposal, and have met with surrounding neighbours individually who either share a property line or are in close proximity to our proposal. The overall response and feedback we received was positive, and we have been able to address all of the concerns raised through our community consultations.

The traditional design of our proposal, as well as the floor plans and landscaping, has been thoughtfully considered in order to build upon the sense-of-place within the *Shelbourne Avenue Corridor* while appealing to a range of demographics including young couples and families. The 12 townhouse units will offer 3 bedrooms, 3.5 bathrooms, with a flex space on the ground floor, and will range in size from 1,358 square feet up to 1,464 square feet. Residents will also have oversized single-car garages, and an additional 4 surface parking stalls will be provided for on-site visitor use. Each unit will also offer outdoor patio space with attractive landscaping for privacy and comfort.

### **GOVERNMENT POLICIES**

While undergoing the planning and design of our proposal, we have ensured conformity to the objective and policies of the Official Community Plan, including the Advisory Design Guidelines, Guidelines for Fences, Gates, and Shutters, and the relevant guidelines from the Oaklands Neighbourhood Plan.

### Official Community Plan (OCP)

The Official Community Plan designates the subject site as "Traditional Residential." Under this designation, and with the subject site being located along a "Secondary Arterial" road, the Urban Place Guidelines establish a built form of multi-unit buildings up to three storeys, including attached residential and apartments, and a density of up to approximately 1.0:1 (FSR). Taking into consideration the emerging built form of the neighbourhood and the guidelines of the OCP, our proposal is for 12 townhouse units with a height of 3 storeys and a density of 1.0:1 FSR. These parameters fall within the guidelines of the OCP.

In addition, this neighbourhood is well serviced by a range of amenities all within walking distance:

- Hillside Mall, designated as a "Town Centre" within the OCP, is only a few minutes to the north;
- Royal Jubilee Hospital, designated as "General Employment" within the OCP, is located only a few minutes
  to the southeast; and,
- Haultain Corners Village, designated as a "Small Urban Village" within the OCP, is only a few blocks to the west.

With additional parks, schools, shopping, and easy access to major public transit routes, our proposal is being designed with young professional couples and young families in mind.

### Development Permit Area 7A: Corridors

The subject development proposal is captured within the *Shelbourne Avenue Corridor* of Development Permit Area 7A (DPA 7A). This Development Permit Area sets out specific objective and guidelines to be considered by new development proposals. Of the four objectives established for DPA 7A, the following two are of the most relevant:

- (i) To enhance the function of Shelbourne Street as a frequent transit corridor through transit-oriented streetscaping, with the design of adjacent development to support and advance this objective; and,
- (ii) To ensure corridors are compatible with adjacent and nearby lower density residential neighbourhoods through human-scaled urban design and a sensitive transition in building form and place character.

Our proposal has been designed to support both of the objectives stated above. In particular, our proposed front yard setback of 10.7m provides a substantial buffer between the dwelling units and Shelbourne Street. This large front yard setback, consistent with all new developments along Shelbourne Street, is provided to accommodate anticipated road widening along this corridor. The existing sidewalk location will also benefit from a large boulevard directly adjacent to the street in order to separate pedestrians from the frequent transit corridor, and an additional landscape buffer between the sidewalk and our property line will give pedestrians more room to maneuver away from the street.

Our low-lying landscape features and new trees along Shelbourne Street allow for an open landscape concept while at the same time providing adequate screening for the residences. All of these design features support a transit-oriented streetscape through providing a comfortable pedestrian environment away from the frequent-transit corridor. We have also reviewed and incorporated the *Advisory Design Guidelines* in order to ensure our proposal is compatible with the surrounding neighbourhood.

### Advisory Design Guidelines for Buildings (1981)

While undergoing preliminary conceptual designs for our development proposal, we consulted the *Advisory Design Guidelines* to ensure compatibility with the surrounding neighbourhood's built form, place character, and urban design.

The overall architectural approach is of a traditional shingle style design melded with subtle classical panel and column details. We feel this approach is an appropriate expression for the existing and growing character of the neighbourhood while enhancing its sense of place. The exterior facades of the ground and main floor levels will be finished with traditional cedar shingles stained in a warm medium grey. The uppermost portion of exterior and the gables incorporate classic paneling in a contrasting white colour. The painted window trims, fascia, columns, and balcony railings will also be painted white. Additional detailing such as the multi-paned windows, paneled garage doors, the arch and cornice detail resting upon the columns, and the picketed balcony railings with ball finial detailing all contribute to an attractive and relevant architectural expression.

The proposal's site layout and context within the surrounding neighbourhood has also been thoughtfully considered. We have held two community meetings and have met individually with adjacent and immediately surrounding neighbours to ensure our proposal meets their satisfaction as well. The twelve townhouse units are separated into four blocks: blocks 1 and 3 are offer two units each in a duplex style townhome, and blocks 2 and 4 offer four units each. Separating the townhomes into varying blocks helps to maintain differing site lines and to allow for differing building forms, both of which add visual interest from residents' and pedestrians' viewpoints. The four townhome blocks are separated by a common driveway which is perpendicular to Shelbourne Street. Given the fact that our proposal is to the direct east of several single-family dwelling, this site layout maximizes the amount of sunlight on the adjacent dwellings ensuring their livability is maintained. The proposal's floor plans have also been designed to mitigate any unnecessary privacy impacts on existing adjacent residential uses: all of the balconies and principal living areas face towards the interior of the site.

We have also designed the proposal to present an attractive streetscape along Shelbourne Street. The façade articulates through the use of window bays, with two smaller window bays grounded with white columns framing the driveway to add visual and architectural interest. Patio doors fronting Shelbourne Street, with pathways leading up to them from the public sidewalk, give the sense of a front door. This eastern orientation is further enhanced with the use of attractive trellises with gates at the pathway entrances coming off of Shelbourne Street.

Lastly, the proposal's landscape plan has been well though-out to provide resident's with both private and common outdoor spaces while responding to pedestrian's interests. Landscaping surrounding and throughout the development will ensure privacy for adjacent neighbours is maintained while providing a comfortable environment for the residents to enjoy. Each townhome will offer private outdoor patio space with trees and landscaping with lawn areas in the property's front yard providing common outdoor space for the residents. Separating this lawn area from the sidewalk and Shelbourne Street is a variety of plantings and landscape features:

- An entry feature utilizing natural B.C. stone and soft exterior lights has been designed to clearly distinguish
  the driveway entrance;
- A low-lying Escallonia hedge mixed with Magnolia trees provides an attractive pedestrian environment along the public sidewalk; and,
- A trellis and gate feature is incorporated at either side of the site to add connection points between the private realm of residences and the public sidewalk.

Overall, we feel the proposed traditional architecture, design details, massing, and landscape design present a character relevant to the Oaklands Neighbourhood and respond well to the adjacent dwellings.

### Oaklands Neighbourhood Plan (1993)

In addition to the *Advisory Design Guidelines*, DPA 7A also refers to specific excerpts from the *Oaklands Neighbourhood Plan* to be considered when applying for Development Permits. We have ensured our proposal's scale and massing relates to adjacent buildings through the use of architectural features and exterior finishes. The focus of our proposal along Shelbourne Street is on the ground and main floors, having more windows, a two-storey window bay and gable feature, and a transition from cedar shingles to a panel finish on the upper floor. In order to transition from the cedar shingles to the paneling above, a belly band separates the two exterior along the bottom of the upper windows; in effect, giving the impression of a two-and-a-half storey massing rather than a full three-storey height. The use of these varied exterior finishes and features as well as the proposal's siting also assist in avoiding a monotonous appearance. While the frontage along Shelbourne Street is symmetrical in design, repetition is avoided through separating these two blocks as well as the rear blocks into blocks of two and four units, rather than simply having four blocks of three units. This allows the design to vary the massing, rooflines, and site lines.

### CONCLUSION

We feel this proposal will benefit the Oaklands Neighbourhood as a whole through setting a standard for future developments through high-quality construction and attractive architecture within the Shelbourne Avenue Corridor. The objectives established within the Official Community Plan are supported through our proposal, and we have consulted with the Oaklands Community Association and surrounding neighbourhood on numerous occasions; as a result, we are excited to be submitting this Rezoning and Development Permit Application. We are dedicated to building homes with uncompromising standards, and this project will be no different.

Sincerely,

Mike Miller President

### APPENDIX "A" Summary of Plan Revisions

### **Development Services Division:**

Application results in an orphaned lot which will make it unlikely that staff will be able to support this
application.

The property located directly to the north of our proposed development, at 2646 Shelbourne Street, is currently a single-family dwelling. Since acquiring our property in March, 2012 we have spoken with the owner of the adjacent property on several occasions to see if they would be willing to sell. Our efforts were unsuccessful, and the owner of 2646 Shelbourne will unlikely be selling in the near future. We feel, however, redevelopment potential of their property as a stand-alone development is still likely to occur based on the redevelopment pattern of the Shelbourne Avenue Corridor. We have drafted up a preliminary site plan to illustrate the redevelopment potential of a front-to-back duplex which is a prevalent land-use strategy along Shelbourne Street. This preliminary plan is attached to this letter for reference.

In addition, we are willing to provide an easement to 2646 Shelbourne Street through our development to provide further redevelopment options for this property in the future. This easement will be located between blocks 3 and 4 and will be a minimum 3.0m in width. It is understood that until such time as the easement rights are exercised by the City of Victoria this area will be used as a visitor parking stall as indicated within the rezoning drawings. The specific details of this easement will be sorted out prior to Public Hearing.

Proposal does not adequately respond to the design guidelines, DPA 7A: Corridors. With respect to these
guidelines reconsider transition with neighbouring properties. The massing is too intense for the site.
Consider stepping back the upper floors. Consider reducing the volume of attic space to reduce perception
of massing.

In order to provide a more sensitive transition into the adjacent single-family dwellings, we have reduced the overall height of our proposal by 1.5m (4'-11"). The exterior finishings of our proposal also help to emphasize the base of the townhouses, in turn, reducing the perceived massing. The lower floors are finished with grey cedar shingles and the exterior of the upper floors are finished with a soft white stucco and batten detail. We also considered the future built form of the adjacent parcels as envisioned within the new Official Community Plan, and feel our proposal is fitting for both the existing and future built form of these properties.

 Enhance relationship with street by reorienting units and ensuring design features that provide a good connection to the public realm.

The proposed site layout (i.e. having the driveway perpendicular to Shelbourne Street) is preferred by the residents living directly behind our proposal on Scott Street. It has been expressed that if the units were to be reoriented to be parallel to Shelbourne Street, the impact on their livability through shadowing and privacy impacts would be undesirable. As a result, and to meet the preference of having units oriented to offer a positive relationship to the streetscape, we have made a concerted effort to design the units fronting Shelbourne Street to offer this positive relationship. Pathways leading from the sidewalk, with arbour detailing distinguishing the entrances, have been designed to connect the public streetscape to the private realm. Bay windows, gabled rooflines, and patio doors have also been designed to animate the streetscape and provide visual relief to the massing.

There is a sizable parking variance. No justification/rationale has been provided for the parking variance.

The sizable parking variance was a result of the proposed flex suites on the ground level of each unit. We have now removed the legal flex suites as a potential option, and our proposed parking variance is now only two spaces.

### **Engineering and Public Works Department:**

 A 7.0m Statutory Right-of-Way (SRW) is required on the Shelbourne Street frontage. Please label this SRW on the site plan.

The SRW is now shown on the site plan.

The proposed parking variance for this development is significant.

The sizable parking variance was a result of the proposed flex suites on the ground level of each unit. We have now removed the legal flex suites as a potential option, and our proposed parking variance is now only two spaces.

 Please remove the concrete pillars form each side of the driveway. Permanent structures will not be permitted within the SRW.

The concrete pillars (entry feature) have now been moved out of the SRW.

A 3.0m x 3.0m site triangle is required on each side of the driveway crossing. This site triangle is measured
into the lot.

The appropriate site triangle is now provided.

The maximum driveway crossing width permitted is 6.0m.

As per Schedule B of the Highway Access Bylaw, and Shelbourne Street being a Secondary Arterial Road, the driveway crossing width is to be a minimum 6.0m and a maximum 7.0m. Our proposed driveway crossing width of 6.1m complies with the Highway Access Bylaw.

 Indicate the location of the required Class 1 and Class 2 bicycle parking. Please label the 4 visitor parking stalls on the site plan as "Visitor Parking." Please label the SRW on the site plan.

Each of these items are now shown on the site plan.

### Parks Division:

 An arborist report is required to determine the impacts of this development proposal and the mitigation measures required to protect and successfully retain the London Plane tree.

An arborist report has been completed and is attached to this letter for reference.

### Permits and Inspections Division:

 The permits and inspections review was completed on the basis of the townhouses each having one small bachelor dwelling on the ground floor and one two-storey dwelling unit above that. As a result, the 4 buildings were reviewed as a multi-unit dwelling.

Our proposal no longer includes secondary suites in the townhouses.



## APPENDIX "B" Green Building Strategy

The following information outlines the Green Building Strategy for the proposed development of twelve townhouses located at 2636-2642 Shelbourne Street. This information follows and responds to the Green Building Checklist provided by the City of Victoria within the Rezoning Application documentation.

### Rating System

Abstract Developments, acting as the developer, project manager and general contractor for the proposed development is a registered Green Builder with BuiltGreen® British Columbia. The subject development will be registered, constructed, and certified to a minimum Built Green® Silver standard.

### Site Selection & Design

The subject property is oriented east/west and our townhouse units are oriented north/south. Situating the units in this manner offers the opportunity to capitalize on passive solar energy in a few different ways. With long building faces oriented to the south, solar gain through the winter months will be maximized. The landscaping has also been designed to be complimentary to the principles of passive solar energy. The four new Japanese Stewartia trees planted along the south property line are situated to not block solar gain in the winter months, while the foliage in the summer months will assist in reducing solar gain in the summer months. Blocks 3 and 4 also take advantage of the lower sun angle in the winter months while at the same time mitigating solar gain in the summer months. The oversized south facing balconies of Blocks 1 and 2 are recessed to with a built-in overhang, providing necessary shading when the sun travels along its summer axis. At the same time, since the sun is lower in the winter months, the recessed balconies will capture more direct sunlight and the overhang will not be as effective in the winter.

### Innovation & Design

Abstract Developments and Zebra Design are committed to work collaboratively with the consultant team to ensure the design development of the project results in a project offering an integrated design approach. There are numerous green strategies that will be incorporated into the design which will provide greater energy efficiency, enhanced indoor air quality, better use of resources, and generally reduce the overall environmental impact of the project. Some of these green strategies include:

- High performance building envelope materials including rain screen
- Dual flush toilets
- Energy star rated appliances
- Clear, low-e glazing in high performance double-pained windows
- Durable exterior finishing materials
- Every effort will be made to utilize locally manufactured materials
- Oil separator to reduce surface pollution from penetrating into the storms system

### **Building Retention & Reuse**

The subject property is currently occupied by three older wood-frame single-family dwelling, one of which in unoccupied. With each of our projects where existing dwelling occupy the site, we first contact local house recycling and moving companies to see if there is any interest from third parties to either reuse the building materials or purchase the entire dwelling and move it to a new location. If these efforts are unsuccessful, we employ our construction waste management plan to ensure recyclable materials generated during the deconstruction are diverted from landfills.

### **Transportation**

Our proposal incorporates niches within each unit which are identified for the specific storage of bicycles. In addition to the bicycle storage space within each unit, we are providing a total of six visitor bicycle parking spaces which are easily accessible from the driveway entrance. Our proposal is also located along a secondary arterial road providing good access to public transit networks. This corridor is also identified as a "Frequent Transit" route in the Victoria Region 25 Year Transit Future Plan.

### Water

Our design will incorporate faucets and shower heads with maximum flow rates of 8L/min and dual flush toilets with ultra-low flow flushing. The clothes washing and drying machines will also be high efficiency.

### Landscaping

There are currently six existing trees on site, of which two will be retained. We will also be planting 18 new trees resulting in a net gain of 14 on-site trees.

### Oaklands Community Association Land Use Committee May 21, 2013– 7 p.m. 2629 Victor Street.

In attendance: Jeff Lougheed, Land Use Chair By Invitation: Abstract Development, Mike Miller

1 community residents signed in

The Chair welcomed everyone and introduced the role of the committee, advising that this committee facilitates the meeting and introduces the proponent to the community in order to work together and exchange ideas on the proposed project and that Mike Miller and Abstract Development had conducted the voluntary public meeting on April 4, 2013. The Chair then called the meeting to order and requested that Mike Miller address any questions from the one attendant.

Given the small number of attendance to the second community meeting regarding the above development notes from the voluntary public meeting have also been included below.

### 1- 2636-2642 Shelbourne Street

The sign resident who was in attendance asked Mike to review the landscaping plan for the north side of the project and asked a number of questions regarding tree types and height. These questions were the only ones asked of Mike at this meeting.

There being no further discussions regarding this issue, the discussed ended at 7:35 p.m.

The first public meeting hosted by Abstract Development and Mike Miller occurred on April 4, 2013 at 7:00 pm at the Oaklands Community Center.

Mike Miller presented the project to about 14 individuals from the neighbourhood. Mike reviewed the project telling those in attendance that the project is a three lot rezoning and development project that encompasses (Townhouses) with lock off suites on the lower floor.

Questions from those in attendance:

How is parking going to be address within the development? Attendees expressed some concerns over the amount of additional street parking that may occur as a result of the increased density. Mike addressed the question by discussing the number of on-site parking stalls and attached garages.

There were some questions and concerns regarding excavation on the site and how that would impact the neighbours and for how long. Mike provided comments on timing and explained the required amount of site excavation.

Questions over building height

Comments on setbacks along the sides of the development.

There being no further discussions regarding this issue, the discussed ended at 8:35 p.m. Mike Miller and Sam Ganong stayed behind to discuss the project with those who were interested in knowing more.