



## Planning and Land Use Committee Report

For Meeting on June 19, 2014

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**Date:** May 29, 2014      **From:** Charlotte Wain, Senior Planner – Urban Design  
**Subject:** **Development Permit Application #000364 for 645 Dunedin Street**  
Application to construct a two-storey service garage with mezzanine and second storey for offices

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### Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Development Permit Application for the property located at 645 Dunedin Street.

The proposal is to construct a three-bay service garage with a storefront office area, a staff lounge above it on a mezzanine level and accessory office space/storage on a full second storey. Loading and garbage collection will be located along the east property boundary. Exterior materials include a combination of corrugated vertical metal siding and painted concrete block wall.

The following points were considered in assessing this application:

- The subject property is within DPA 16, General Form and Character, which seeks to achieve more livable environments through addressing considerations for human-scaled design, quality of open spaces, minimizing privacy impacts, safety and accessibility, as well as providing a sensitive interface between industrial uses and Traditional Residential areas.
- The proposal is generally consistent with the *Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development* (2012), however, refinements to the landscape treatment along Dunedin Street, the screening of the two parking stalls and the loading zone along the eastern property boundary, and mitigation of the blank west wall are warranted.

A hearing is not required for this application as there are no variances.

Staff recommend that Committee support this application subject to the applicant providing landscape screening and effective mitigation of the blank west wall.

### Recommendations

That Council authorize the issuance of Development Permit #00364 for 645 Dunedin Street, in accordance with:

1. Plans date stamped May 21, 2014, for Development Variance Permit #00364.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. The applicant providing landscape screening to the satisfaction of the Director of Sustainable Planning and Community Development.

4. The applicant mitigating the effect of the west blank wall to the satisfaction of the Director of Sustainable Planning and Community Development.
5. Final plans to be in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.

Respectfully submitted,

*C.R. Wain*

Charlotte Wain  
Senior Planner – Urban Design  
Development Services

*am*

*S.E. Day*

Deb Day, Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:

  
Jason Johnson

Date: July 13, 2014

CW:aw

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## 1.0 Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Development Permit Application for the property located at 645 Dunedin Street.

## 2.0 Background

### 2.1 Description of Proposal

The proposal is to construct a three-bay service garage with a storefront office area, a staff lounge on a mezzanine level and accessory office space/storage on a full second floor. The total floor area of the proposed development will be 328.50 m<sup>2</sup>.

The proposed building would be built to the property boundaries on the east and west boundaries and retaining walls will be constructed along more than 50% of those boundaries. Eight parking stalls would be provided at the front of the subject property although only six parking stalls are needed in order to meet the requirements of the *Zoning Regulation Bylaw*. The required bicycle parking will be provided near the entrance to the office.

The exterior materials include a combination of corrugated vertical metal siding predominantly located on the east and north elevations with horizontal metal siding predominantly located on the south elevation. The west elevation consists of a concrete block wall which will be painted. Overhead garage doors are made of metal panels with glazed sections and aluminum windows.

A row of cedars near the south property boundary will be retained as part of the proposed development. A cherry tree will be removed from the existing boulevard to accommodate the construction of a new driveway crossing at the east end of the property. Loading will be located along the east property boundary and garbage collection on the west.

### 2.2 Existing Site Development and Development Potential

The front portion of the site currently contains surface parking and soft landscaping is located to the rear. Access to the parking lot is situated to the north of the property along Dunedin Street.

### 2.3 Data Table

The following data table compares the proposal with the existing M2-D Zone, Dunedin Light Industrial District. The application is consistent with all aspects of the M2-D Zone and requires no variances.

Zoning Criteria	Proposal	M2-D Zone Standard
Site area (m <sup>2</sup> ) - minimum	626.90	n/a
Total floor area (m <sup>2</sup> ) – maximum	328.50	n/a
Density (Floor Space Ratio) - maximum	0.52:1	3:1
Lot width (m) – minimum	15.27	n/a
Height (m) – maximum	8.97	15

Zoning Criteria	Proposal	M2-D Zone Standard
Setbacks (m) – minimum		
Front yard (North)	26.49	n/a
Rear yard (South)	3.00	Nil or 3
Side yard (East)	0	Nil or 3
Side yard (West)	0	Nil or 3
Parking stalls – minimum	8	5
Bicycle parking (Class 1) – minimum	1	1
Bicycle parking (Class 2) – minimum	1	1
Loading stalls – minimum	1	1

## 2.4 Land Use Context

The subject property:

- fronts onto Dunedin Street and is flanked to the west by properties that are in the M2-1 Zone, Douglas-Blanshard Industrial District, where light industrial uses, including manufacturing, processing, assembly, service commercial and limited retail, are permitted
- is flanked to the east by the Arbutus Inn and National Car Rental at 653 Dunedin Street, which are in the T-1 Zone, Limited Transient Accommodation District
- is immediately across Dunedin Street from properties that are in the R1-B Zone, Single Family Dwelling District, to the northwest
- is immediately across Dunedin Street from properties that are in the C1-N Zone, Neighbourhood Shopping District, and C-1 Zone, Limited Commercial District, to the northeast
- abuts the through-parcel on two sides located at 650 Dunedin Street, which is in the M2-1 Zone, Douglas-Blanshard Industrial District.

## 2.5 Legal Description

Lot 17, Block 5, Section 5, Victoria District, Plan 282.

## 2.6 Relevant History

A previous Development Permit Application was approved by Council on January 23, 2014, for a two-storey service garage and associated offices, located to the front of the lot along the north and west boundaries. However, structural requirements that would have been required to mitigate any additional loads on the warehouse building to the west have proved cost-prohibitive for the applicant and has resulted in a revised proposal to relocate the building to the rear of the lot where, because of existing grade differences, the construction and engineering requirements are less extensive. A copy of the previously approved plans is included as an attachment to this report.

## 2.7 Consistency with City Policy

### 2.7.1 Official Community Plan (OCP)

#### a) Burnside Strategic Directions

The OCP outlines the Burnside Strategic Directions on Map 19. Strategic Direction 21.2.8 refers to the enhancement of community services and facilities with improved linkages to the rest of the City.

#### b) Urban Place Designation

- The subject property is designated General Employment where the Urban Place Guidelines anticipate large floor-plate commercial and light industrial built forms ranging from one to approximately four storeys in height.
- The Place Character Features anticipated for the subject property include ground-oriented buildings that are set close to the sidewalk; off-street parking to the rear or side-yard; and landscape screening for service and parking areas.
- The uses anticipated for the subject property include commercial, office, retail and light industrial.

#### c) Development Permit Area (DPA) 16

The property located at 645 Dunedin Street is covered by Development Permit Area 16, General Form and Character. The proposed development has, therefore, been assessed against the *Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development* (2012) in relation to its exterior design and landscaping.

The subject property is visible from the high-traffic Douglas Street Corridor to the east and from the established residential neighbourhood to the northwest, which merits special attention to the form and character of the east and west streetscapes. The subject property shares an interface with the Traditional Residential area to the northwest that requires consideration for sensitive transition.

#### d) Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development

The following are the key guidelines that relate to the proposal:

##### **Area-Wide Context and Transition Between Areas**

*Where new development is directly abutting lands in a different OCP Urban Place Designation, or it directly abuts a different Development Permit Area, the design should provide a transition between areas in ways that respond to established form and character, and that anticipate any future development.*

## **Streetscape, Relationship to the Street and Orientation**

*Industrial or industrial mixed-use buildings with frontages visible to the street are encouraged to include offices or showrooms at street level, and decorative design elements.*

## **Exterior Finishes**

*Higher quality materials used on the principal façade should be continued around any building corner or edge which is visible from the public realm.*

*Exposed party walls and blank side elevations, where necessary, should incorporate features such as texture, reveals, colours, plantings or other treatments to provide visual interest.*

## **Parking**

*When surface parking is unavoidable, it should be located at the rear of buildings. Landscape elements should be provided, such as planting or fencing, to visually break up and screen parking from public streets and adjacent properties, to improve natural drainage and to enhance pedestrian amenity.*

*The use of alternative modes of transportation should be promoted in site design (e.g. prominent bicycle racks for convenience and security; transit-supportive design features; building entrances oriented to pedestrian areas).*

## **Loading and Service Areas, Ancillary Mechanism and Unenclosed Storage**

*Access to on-site loading and service areas for all uses should be as unobtrusive from the public realm as possible, appropriately shielded and protected from public streets.*

### **2.7.2. Burnside Neighbourhood Plan (BNP) (Revised 2012)**

A key goal of the Plan is: *to support the role of business and industrial community, which has an essential role in the city economy. This requires an affirmation of the industrial and commercial uses which exist in the neighbourhood.* The proposal is consistent with this goal.

The proposal is not entirely consistent with the *Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development* in relation to the location of the building to the rear of the lot, the location of parking to the front of the lot, exterior finishes and the landscape screening of the parking, garbage and loading areas.

## **3.0 Issues**

The key issues associated with this application are:

- location of the building to the rear of the lot
- location of parking to the front of the lot
- landscape screening
- treatment of the west elevation.

## **4.0 Analysis**

### **4.1 Location of the Building**

As a result of structural requirements associated with the building to the west, it has not been possible to locate the building at the front of the site. The placement of the building and parking is, therefore, not consistent with the design guidelines since it does not provide a strong street frontage or enhance the character of the established streetscape. However, the site is located in an industrial area where a defined street frontage is not always possible due to the operational requirements of the industry located there. The proposed enhanced landscaping along the front property boundary is considered sufficient mitigation for placing the building to the rear of the site.

### **4.2 Landscape Screening**

The proposed development extends across the entire width of the property and is located to the rear of the lot, which results in limited opportunities for landscaping along the side property lines. The location of the building to the rear of the property does allow for enhanced landscape screening along the front of the property, with opportunities to extend this along the side with the removal of stalls 7 and 8, which are surplus to the parking requirements of the *Zoning Regulation Bylaw*. This would provide additional screening for the loading area and could be a more suitable location for the garbage bins. Should the garbage bins remain in their current location, screening would be required to reduce their visual impact. Staff recommend Council consider this refinement as a condition of the approval. Language is included in the recommendation to this effect.

### **4.3 Treatment of the West Elevation**

The objectives of DPA 16 include the integration of commercial and industrial buildings into a neighbourhood: enhancing the place character of established areas and their streetscapes through high-quality architecture, landscape and urban design that responds to each distinctive setting through sensitive and innovative interventions.

From the western approach to Douglas Street, on Dunedin Street, the proposed development would be visible particularly from the north side of Dunedin Street where there are mainly single-family dwellings. A two-storey structure in this proposed location would be visible above the existing adjacent warehouse which only extends 2.1 m above grade. In addition, the commercial structures located between Sumas Street and the subject property are predominantly single-storey, with several of these structures being set back from the Dunedin Street property boundary.

The subject property shares an interface with a Traditional Residential area that is located across the street to the northwest. It is therefore important that a sensitive transition between the two uses be provided; one way of encouraging this may be to extend the higher-quality materials used on the Dunedin Street elevation around the western building corner above the adjacent warehouse. Additionally, the exposed blank wall to the west could be improved with design refinements including but not limited to material treatment, surface articulation, variations in colour and planting features. Staff recommend Council consider this refinement as a condition of the approval. Language is included in the recommendation to this effect.

## **5.0 Resource Impacts**

There are no resource impacts anticipated.

## **6.0 Conclusions**

The proposal is generally consistent with the relevant design guidelines with the exception of providing a strong streetscape frontage along Dunedin Street. The enhanced landscape treatment along the front property boundary is considered an acceptable alternate approach to address streetscape concerns. Two design refinements including landscape screening and treatment of the west blank wall, are recommended to improve the building's fit within the local neighbourhood. Wording is contained in the staff recommendation that would require these design requirements to occur prior to the issuance of the Development Permit.

## **7.0 Recommendations**

### **7.1 Staff Recommendations**

That Council authorize the issuance of Development Permit #00364 for 645 Dunedin Street, in accordance with:

1. Plans date stamped May 21, 2014, for Development Variance Permit #00364.
2. Development meeting all *Zoning Regulation Bylaw* requirements.
3. The applicant providing landscape screening to the satisfaction of the Director of Sustainable Planning and Community Development.
4. The applicant mitigating the effect of the west blank wall to the satisfaction of the Director of Sustainable Planning and Community Development.
5. Final plans to be in accordance with the plans identified above to the satisfaction of the Director of Sustainable Planning and Community Development.

### **7.2 Alternate Recommendations**

1. That Council authorize Development Permit #00364 without requiring any further design revisions.
2. That Council decline the application.

## **8.0 List of Attachments**

- Zoning map
- Aerial map
- Letter from applicant dated April 11, 2014
- Plans dated May 21, 2014
- Previous plans approved at January 23, 2014 Planning and Land Use Committee, dated October 11, 2013 (for reference only).



645 Dunedin Street  
Development Permit #000364





645 Dunedin Street  
Development Permit #000364



alan  architect inc.

11 April 2014

City of Victoria  
Planning Department  
#1 Centennial Square  
Victoria, British Columbia, V8W 1R6

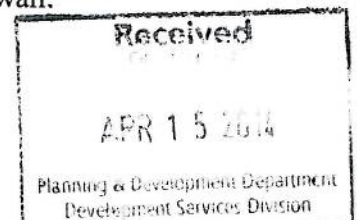
Attention: Mayor and Council

Re: 645 Dunedin Street, Victoria British Columbia

Your Worship Mayor Fortin and Council,

Further to our approvals for a development permit on this property, we have been working with our client and our structural engineer to complete working drawings. During our detailed review of the project, we have been advised that the structure required to build this building adjacent to the building to the west would make this project cost prohibitive for our Client. Our client would have to excavate the majority of his site so that a 12 foot deep retaining wall with a 5 foot wide strip footing could be constructed so we do not place additional loads on the existing building to the west. As our building is a slab on grade building, we would then have to fill the site back up to grade so we can start constructing the building.

We have now revised the siting of our building so that it is located at the rear of the property. The grade at the rear of the property is lower and we would have to excavate less of site and this would be more practical for our client. The building will also be reduced in height. The building will have the same exterior finishes as previously approved and the smaller concrete block walls facing east and west will be reduced in size. The concrete block wall to the east facing the neighbouring hotel will be split faced concrete block and the concrete block wall to the west will be painted. The building will use aluminum windows and a combination of corrugated metal siding and horizontal metal siding. The party walls will be a two hour rated concrete block wall.



By placing the building to the rear of the site, we are now able to add some landscaping to our street frontage. We are proposing to install trees along the frontage along with some low ground cover.

The property is located on Dunedin near Burnside Road and Douglas Street. The property to the west is the former BC Transit garage. The building is built to the property line on all sides. The Arbutus Inn is located to the west of this property. A National Car Rental company also operates out of the Arbutus Inn. Across Dunedin, we have some small neighbourhood commercial buildings to the northeast and R1-B Single Family Residential units to the northwest.

As this property falls within Development Permit #16, we will require approvals for a new Development permit.

We trust that this proposal is in keeping with the neighbourhood. We believe that this modest building on this small lot will be an asset to the neighbourhood and meets your development permit guidelines for form and character for this light industrial use. We meet all of the zoning requirements for the M2-D zone and trust that our proposal receives your favourable recommendation. Should you have any questions, please feel free to contact us at 250-360-2888.

Yours truly,

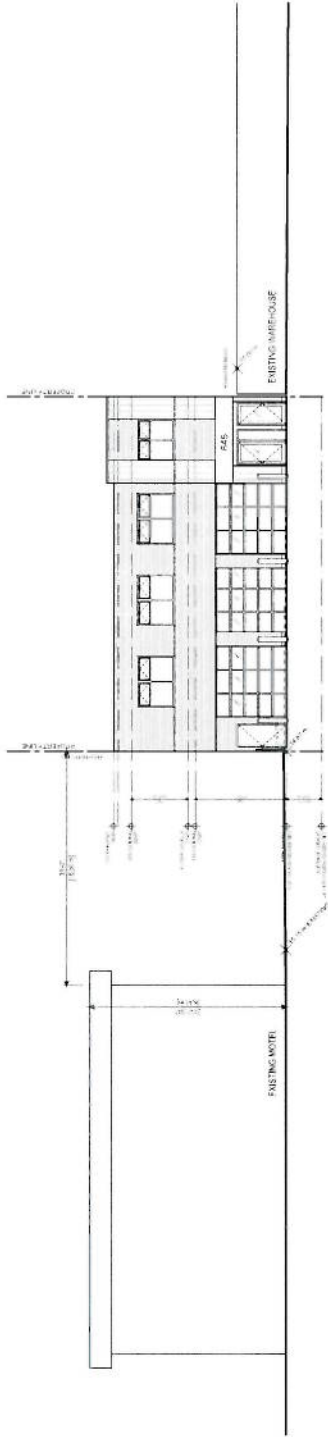
A handwritten signature in black ink, appearing to read 'Alan Lowe', with a stylized, cursive script.

Alan Lowe  
Alan Lowe Architect Inc.

cc. Client



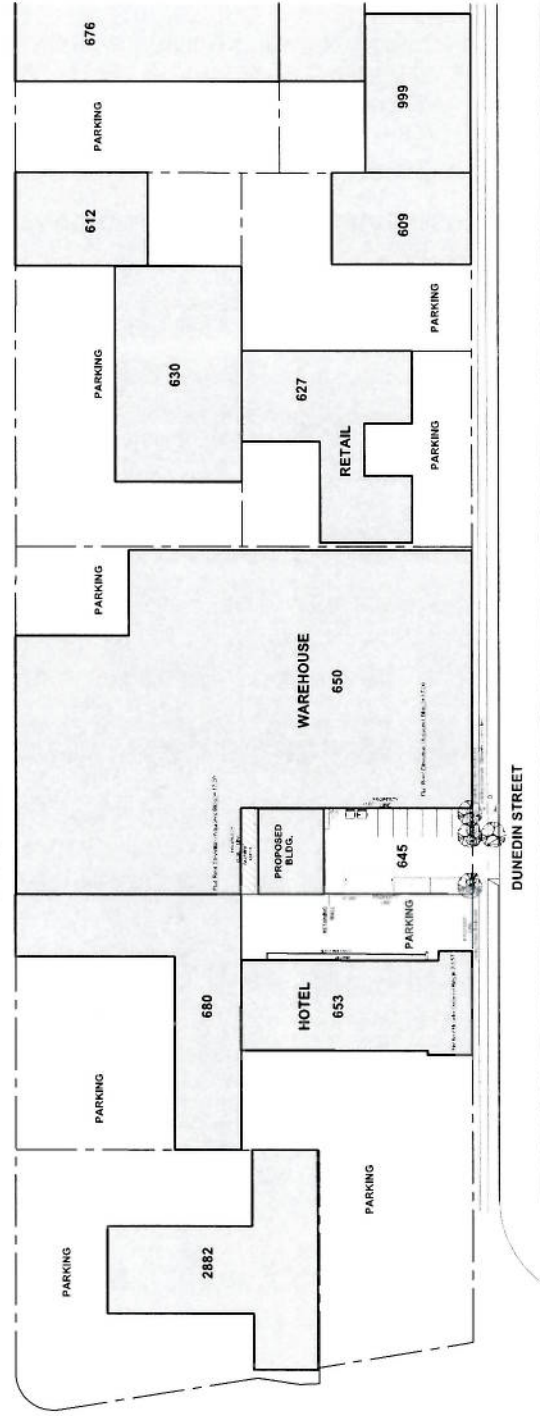
Client: [Name]  
 Project: [Name]  
 Date: [Date]  
 Scale: [Scale]



1 SITE CONTEXT (NORTH ELEVATION)  
 A3.3



GARBALLY ROAD



2 SITE CONTEXT  
 A3.2

DUNEDIN STREET

alan lowe architect inc.  
 125-127, 129-131, 133-135, 137-139, 141-143, 145-147, 149-151, 153-155, 157-159, 161-163, 165-167, 169-171, 173-175, 177-179, 181-183, 185-187, 189-191, 193-195, 197-199, 201-203, 205-207, 209-211, 213-215, 217-219, 221-223, 225-227, 229-231, 233-235, 237-239, 241-243, 245-247, 249-251, 253-255, 257-259, 261-263, 265-267, 269-271, 273-275, 277-279, 281-283, 285-287, 289-291, 293-295, 297-299, 301-303, 305-307, 309-311, 313-315, 317-319, 321-323, 325-327, 329-331, 333-335, 337-339, 341-343, 345-347, 349-351, 353-355, 357-359, 361-363, 365-367, 369-371, 373-375, 377-379, 381-383, 385-387, 389-391, 393-395, 397-399, 401-403, 405-407, 409-411, 413-415, 417-419, 421-423, 425-427, 429-431, 433-435, 437-439, 441-443, 445-447, 449-451, 453-455, 457-459, 461-463, 465-467, 469-471, 473-475, 477-479, 481-483, 485-487, 489-491, 493-495, 497-499, 501-503, 505-507, 509-511, 513-515, 517-519, 521-523, 525-527, 529-531, 533-535, 537-539, 541-543, 545-547, 549-551, 553-555, 557-559, 561-563, 565-567, 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2 PLAN - FOUNDATION  
A2.0 1/4" = 1'-0"



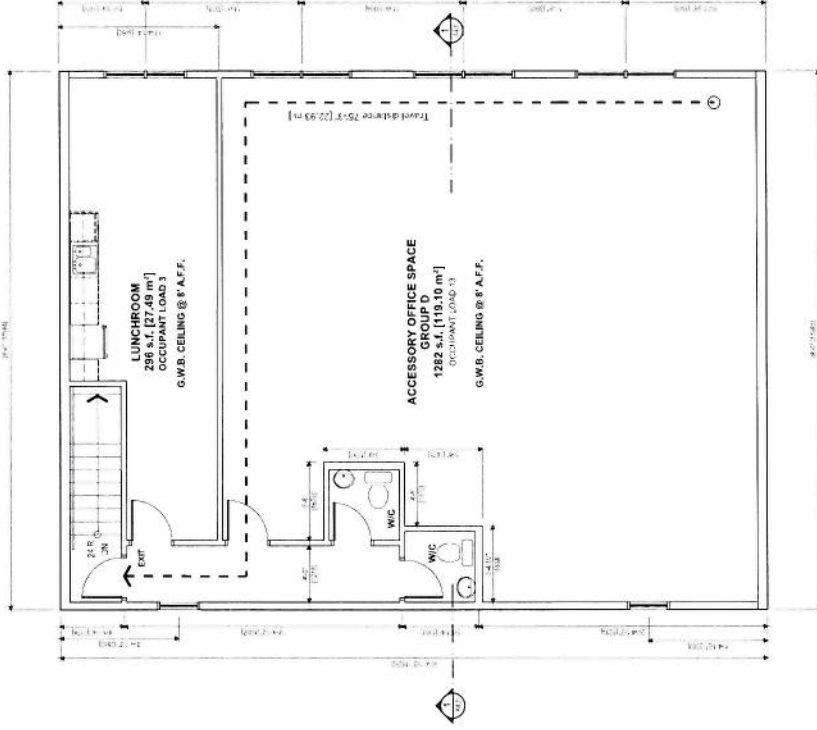
1. PROJECT NO.	13-087
2. PROJECT NAME	13-087
3. PROJECT LOCATION	13-087
4. PROJECT DATE	13-087
5. PROJECT STATUS	13-087

alan lowe architect inc.  
 1000 10th Avenue West  
 Edmonton, Alberta T6A 1A1  
 Tel: 780-443-1111  
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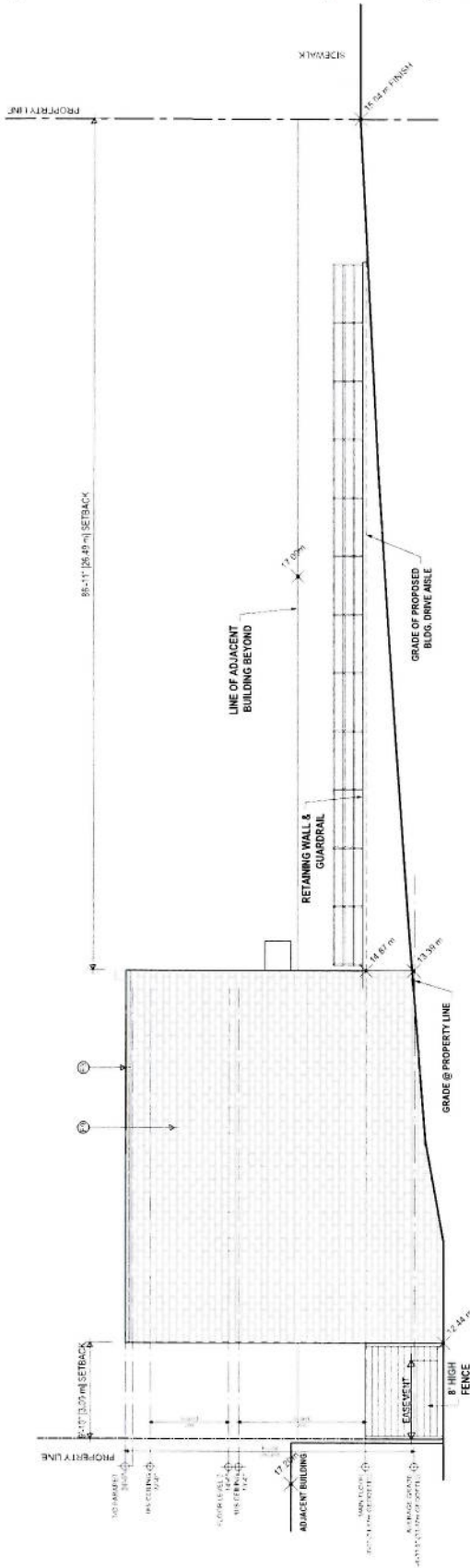
AUTOMOTIVE SERVICE CENTRE  
 645 DUNDAS STREET  
 PLAN - 2ND FLOOR

Project No.	13-087
Project Name	13-087
Project Location	13-087
Project Date	13-087
Project Status	13-087

A2.1



1 PLAN - SECOND FLOOR  
 A2.1

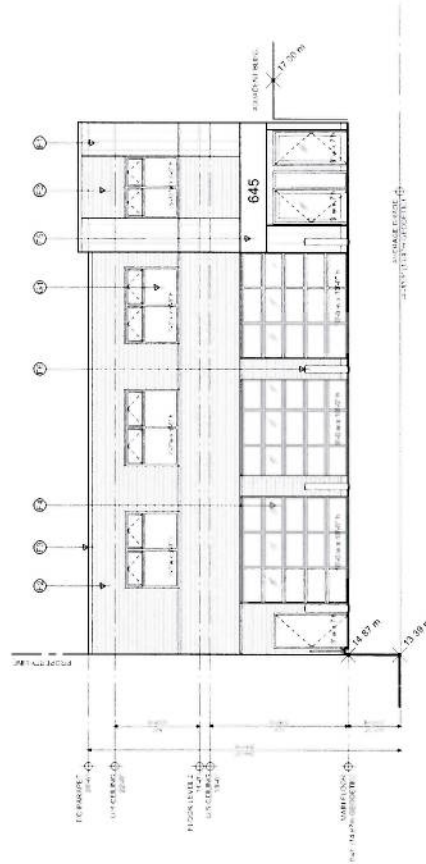


1 EAST ELEVATION  
A3.0

2. <b>TOP SECRET</b> (TOP SECRET)	TOP SECRET	TOP SECRET
2. <b>TOP SECRET</b> (TOP SECRET)	TOP SECRET	TOP SECRET
1. <b>TOP SECRET</b> (TOP SECRET)	TOP SECRET	TOP SECRET
No. of Secret	Secret	Secret

alan lowe architect inc.

1000 10th Avenue, Suite 1000  
New York, NY 10018-1000



2 NORTH ELEVATION  
SCALE 1" = 4'

**EXTERIOR FINISHES & NOTES :**

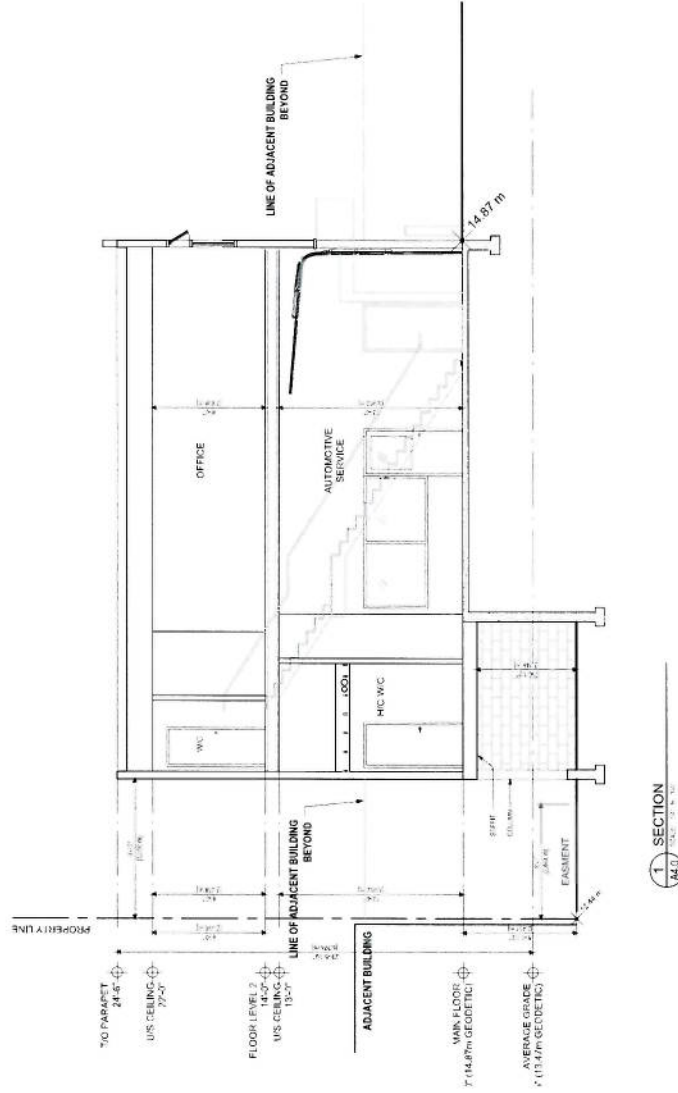
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**PROJECT 406**  
**AUTOMOTIVE SERVICE CENTRE**  
845 DUNDEN STREET  
ELEVATIONS

project no.:	13387
--------------	-------

# A3.0





FOR REFERENCE ONLY - PREVIOUS PLANS APPROVED AT JANUARY 23, 2014 PLUC

## PROJECT INFORMATION

LEGAL ADDRESS: LOT 17, BLOCK 5, SECTION 5,  
WINDERMERE, PLAN 282  
CIVIC ADDRESS: 645 DUNEDEN STREET  
VICTORIA, BRITISH COLUMBIA

### ZONING DATA

ZONING: M2-0

SITE AREA:  
6748.51 (166.9 m<sup>2</sup>)

MAIN FLOOR AREA (GROUP F2 SERVICE GARAGE):  
1670.51 (152.14 m<sup>2</sup>)

MAIN FLOOR MEZZANINE AREA:  
1780.51 (163.36 m<sup>2</sup>)

SECOND FLOOR AREA (GROUP D OFFICE):  
3554.51 (327.23 m<sup>2</sup>)

TOTAL FLOOR AREA:  
7005.53 (642.73 m<sup>2</sup>)

BLOC AREA: 1094.51 (101.24 m<sup>2</sup>)

F.S.R.: 0.58:1

TOTAL SITE COVERAGE: 28.5%

NUMBER OF STORIES: 2

PARKING STALLS REQUIRED: 4

SERVICE STATION: 1 per 1000 sq ft area = 4 STALLS

OFFICE: 1 per 1000 sq ft area = 4 STALLS

TOTAL STALLS REQUIRED: 8

PARKING STALLS PROVIDED: 8

BICYCLE PARKING: 8

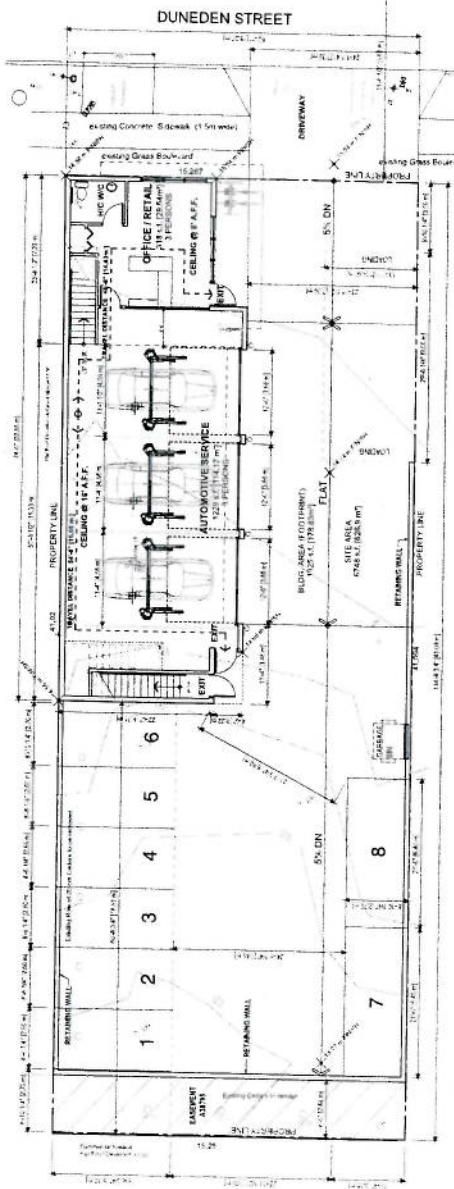
COMMERCIAL: 8

TOTAL BICYCLE PARKING: 8

OCCUPANT LOAD: 24

UNIVERSAL WC PROVIDED: 2

MAJOR OCCUPANCIES: GROUP D OFFICE  
GROUP F2 SERVICE GARAGE



1 SITE PLAN  
A1.0 SCALE: 1/8" = 1'-0"



2 SITE SECTION  
A1.0 SCALE: 1/8" = 1'-0"



SITE PLAN

Project No.	13-017
Date	11/02/2013
Drawn By	1/1/13/2013
Checked By	1/1/13/2013
Scale	1/8" = 1'-0"

A1.0

Received  
City of Victoria

OCT 11 2013

Planning & Development Department  
Development Services Division

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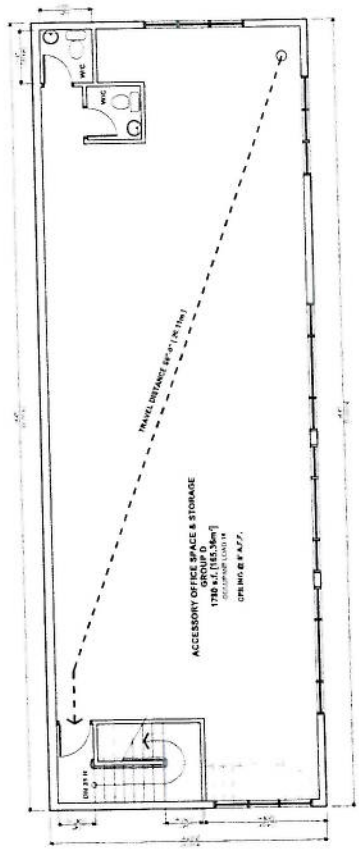


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 Website: www.alowe.ca

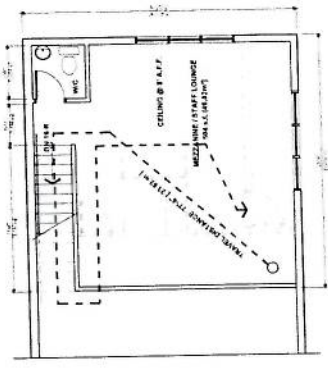
**AUTOMOTIVE SERVICE CENTRE**  
 945 DUNDAS STREET  
 PLAN - GROUND FLOOR  
 - MEZZANINE  
 - SECOND FLOOR

Project No.	13-007
Client	13-007
Scale	1/8" = 1'-0"
Drawn	ALW
Check	ALW

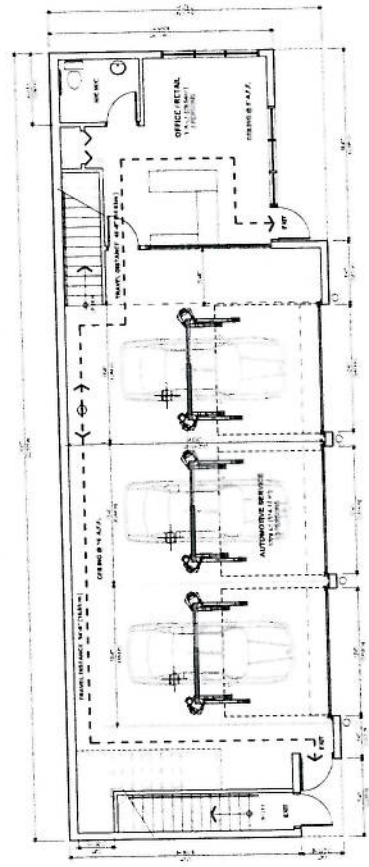
**A2.0**



3 PLAN - SECOND FLOOR  
 1/8" = 1'-0"



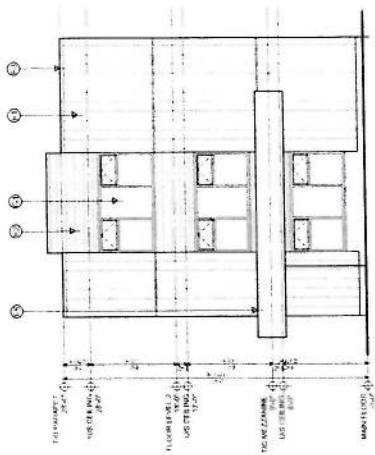
2 PLAN - MEZZANINE  
 1/8" = 1'-0"



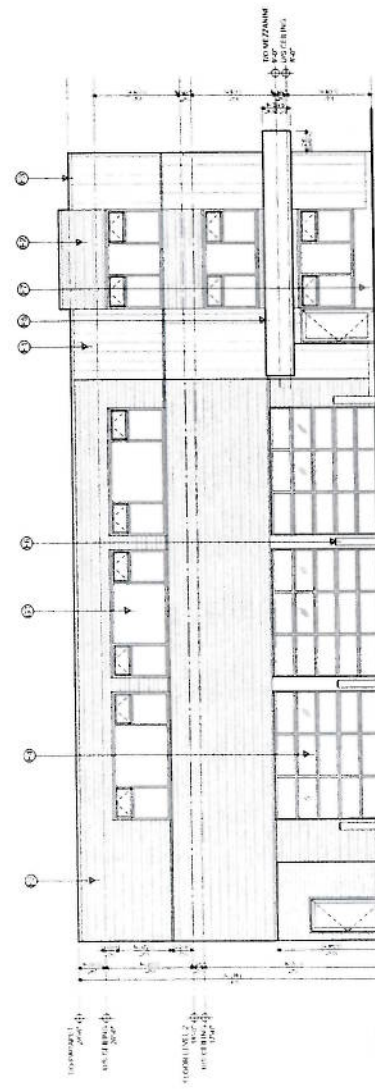
1 PLAN - GROUND FLOOR  
 1/8" = 1'-0"

Received  
 City of Victoria  
 OCT 11 2013  
 Planning & Development Department  
 Development Services Division

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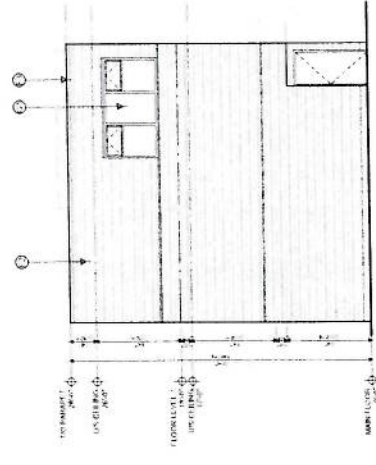
2 NORTH ELEVATION  
A3.0



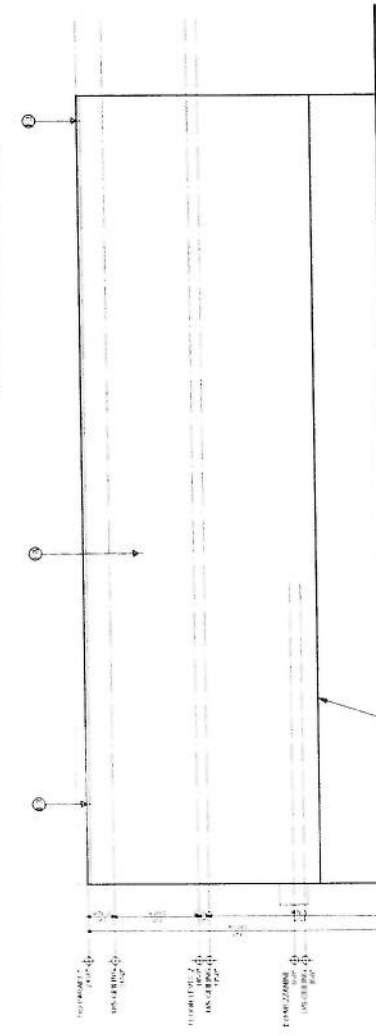
1 EAST ELEVATION  
A3.0

**EXTERIOR FINISHES & NOTES :**

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100	INTERIOR FINISHES



3 SOUTH ELEVATION  
A3.0



1 EAST ELEVATION  
A3.0

**Automotive Service Centre**  
ELEVATIONS

PROJECT NO.	13-887
DATE	11/03/2013
SCALE	1/8" = 1'-0"
PROJECT	1000
DATE	11/03/2013
SCALE	1/8" = 1'-0"
PROJECT	1000

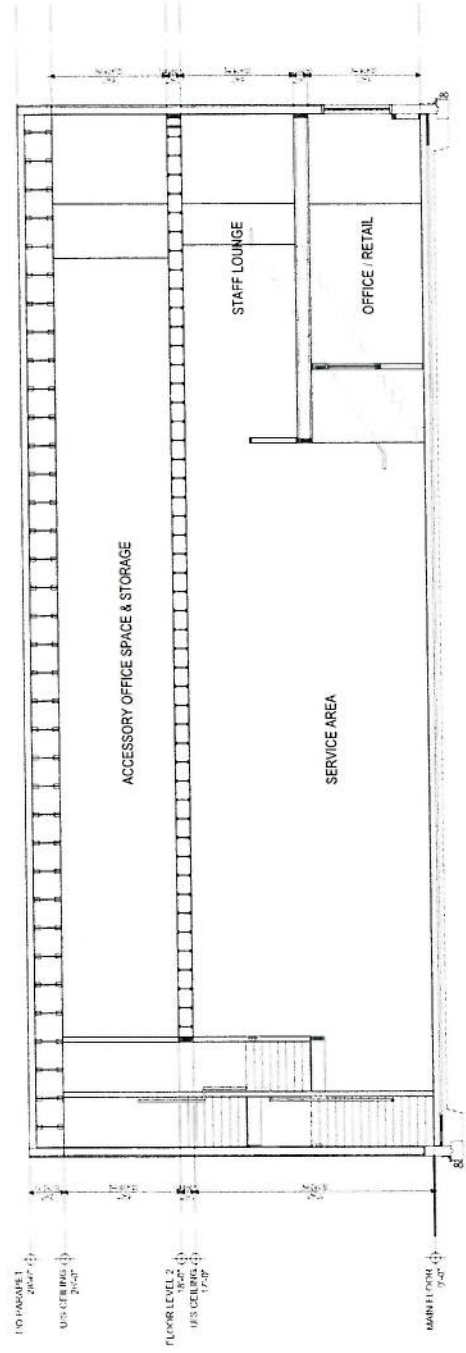
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**RECEIVING EAST ELEVATION**  
City of Victoria

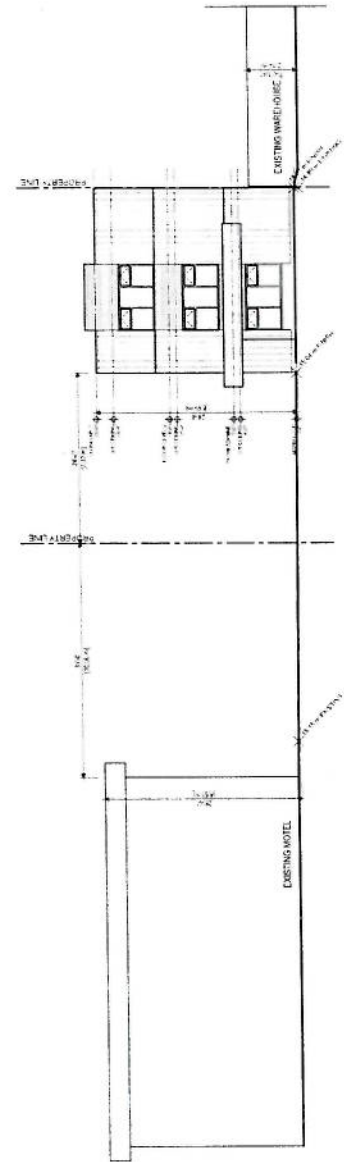
OCT 11 2013

Planning & Development Department  
Development

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1 SECTION  
A4.3



2 SITE CONTEXT  
A4.3

1. PROJECT NAME: AUTOMOTIVE SERVICE CENTRE  
2. PROJECT NO.: 13-387  
3. DATE: 11/11/2013  
4. DRAWN BY: ALAN LOWE  
5. CHECKED BY: ALAN LOWE  
6. SCALE: 1/8" = 1'-0"

alan lowe architect inc.  
200-11111 111 STREET  
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AUTOMOTIVE SERVICE CENTRE  
660 DUNDAS STREET  
VANCOUVER, BC  
SECTION  
SITE CONTEXT

PROJECT NO.: 13-387  
DATE: 11/11/2013  
DRAWN BY: ALAN LOWE  
CHECKED BY: ALAN LOWE  
SCALE: 1/8" = 1'-0"

A4.0

Received  
City of Victoria  
OCT 11 2013  
Planning & Development Department  
Development Services Division