



Planning and Land Use Committee Report

Date: January 8, 2014 **From:** Lucina Baryluk, Senior Process Planner

Subject: **Rezoning Application #000379 for 2810 Shelbourne Street**
Application to rezone the subject lot from the R1-B Zone, Single Family Dwelling District, to a new zone, to allow the redevelopment of the property with five dwelling units

Executive Summary

At the Council meeting of October 10, 2013, the following motion to refer this application was carried unanimously:

It was moved by Councillor Alto, seconded by Councillor Helps, that the application be referred to the new Planning and Land Use Committee, when it is constituted.

When this application was presented to the Planning and Land Use Standing Committee on March 7, 2013, the Committee placed the application on hold pending further information from the applicant. The reports and meeting minutes are attached. The main issues to be addressed were:

- The proposal results in the isolation or "orphaning" of the adjacent properties located at 2816 Shelbourne Street and 1650 Ryan Street. The *Official Community Plan* encourages the logical assembly of development sites that enable the best realization of permitted development potential for an area. This issue is still unresolved as the applicant and the owner of the adjacent properties have not come to an agreement for a coordinated redevelopment of the three properties.
- There are a number of setback reductions associated with the application which are in part related to the lot area being below the minimum required in the standard comparative zone.

The applicant has chosen to maintain the development proposal as originally submitted, therefore, the staff recommendation remains to decline this application.

Recommendation

That Rezoning Application #00379 for 2810 Shelbourne Street be declined.

If Council wishes to proceed with this application, an alternative recommendation is provided:

That Rezoning Application #00379 for 2810 Shelbourne Street proceed, subject to:

1. Submission of a Development Permit Application as the site falls within Development Permit Area 7A, Corridors, at which time refinements to the design, siting and landscaping could be further considered.

2. Consideration by the applicant of transportation demand management strategies to justify the parking reduction.
3. Prior to Public Hearing, the applicant provide a registered Statutory Right-of-Way of 7.0 m along Shelbourne Street.

Respectfully submitted,

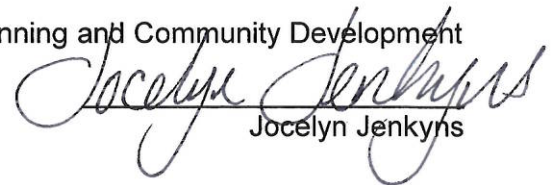


Lucina Baryluk
Senior Process Planner
Development Services



Deb Day
Director
Sustainable Planning and Community Development

Report accepted and recommended by the City Manager:


Jocelyn Jenkyns

LB:aw

3. DECISION REQUEST

3.1 Rezoning Application # 00379 for 2810 Shelbourne Street

Committee received a report dated February 13, 2013, regarding Rezoning Application #000379 for 2810 Shelbourne Street to rezone the subject lot from the R1-B Zone, Single Family Dwelling District, to a new zone, to allow the redevelopment of the property with five dwelling units.

The application involves the repositioning and renovation of the existing single family dwelling on the lot to create three units and to relocate a single family dwelling from 1705 Haultain Street onto this lot and renovating it as well, to create two more residential units.

While the land use and density advanced in this application meet the intent of the direction of the *Official Community Plan*, the issue of restricting further development on the adjacent parcels is a larger long-term land use issue that requires careful consideration. Should this project proceed, the future redevelopment of the adjacent sites will be very challenging.

A Development Permit Application is required as the site falls within Development Permit Area 7A Corridors, at which time refinements to the design, siting and landscaping should be considered.

Committee discussed:

- The main issues associated with the project are the limitations of development on the adjacent parcels and the reduction for setbacks.
 - *The current proposal limits the development potential of the adjacent properties, essentially orphaning them and making future development on those sites very challenging.*
- This is a challenging application and committee understands the impact it will have on neighbouring properties. The City also understands that the application addresses other goals of the City, such as providing rental stock.
 - *The standard that is used is a 10m setback for any expansion of Shelbourne Street for biking or cycling. Should those improvements go ahead they will be less than two meters. In terms of existing developments, they have met the setback requirement. The Kingdom Hall is very close to the right of way but it is not a concern because of it being a public building.*

Action:

Councillor Helps moved that Committee recommends that Rezoning Application #00379 for 2810 Shelbourne Street be postponed pending:

1. The applicant reconsidering the proposal to explore opportunities for taking a more coordinated site planning approach with the adjacent properties
2. That the proposal meets the policy objectives related to setback standards from Shelbourne Street.

CARRIED UNANIMOUSLY 13/PLUSC035



Planning and Land Use Standing Committee Report

Date: August 30, 2013 **From:** Lucina Baryluk, Senior Process Planner

Subject: **Rezoning Application #000379 for 2810 Shelbourne Street**
Application to rezone the subject lot from the R1-B Zone, Single Family Dwelling District, to a new zone, to allow the redevelopment of the property with five dwelling units

Executive Summary

The purpose of this report is to provide updated information, analysis and recommendations regarding a Rezoning Application for the property located at 2810 Shelbourne Street. This application was presented to the Planning and Land Use Standing Committee on March 7, 2013, when the Committee placed the application on hold pending further information from the applicant. The application involves the repositioning and renovation of the existing single family dwelling on the lot to create three units and to relocate a single family dwelling from 1705 Haultain Street onto this lot and renovating it to create two more residential units.

The applicant has provided a letter dated August 16, 2013, addressing the issues raised by the Committee which requested the applicant consider:

- taking a more coordinated site planning approach with the adjacent properties
- meeting the policy objectives related to setback standards from Shelbourne Street.

In short, the applicant and the owner of the adjacent properties have not come to an agreement for a coordinated redevelopment of the three properties and the development proposal remains the same. However, the applicant's submission includes a sketch plan showing a potential layout for future redevelopment of the adjacent properties.

While the land use and density advanced in this application meet the intent of the *Official Community Plan*, the issue of restricting further development on the adjacent parcels is a larger, long-term land use issue that requires careful consideration. Should this project proceed, the future redevelopment of the adjacent sites would be a challenge resulting in a less than ideal site plan and building configuration for the area and likely at a density lower than is anticipated in the *Official Community Plan*. Staff's position has not altered and the recommendation is that this application be declined.

Recommendation

That Rezoning Application #00379 for 2810 Shelbourne Street be declined.

If Council wishes to proceed with this application, an updated alternative recommendation is provided in the Options Section of this Report.

Respectfully submitted,



Lucina Baryluk
Senior Process Planner
Development Services



Deb Day
Director
Sustainable Planning and Community Development

Report accepted and recommended by the City Manager:

Jocelyn Jenkyns

LB:aw

1.0 Purpose

The purpose of this report is to present Council with updated information, analysis and recommendations regarding a Rezoning Application for the property located at 2810 Shelbourne Street. The application involves the repositioning and renovation of the existing single family dwelling on the lot to create three units and to relocate a single family dwelling from 1705 Haultain Street onto this lot and renovating it to create two more residential units.

2.0 Background

2.1 Direction from Planning and Land Use Standing Committee

The Planning and Land Use Standing Committee initially reviewed this application on March 7, 2013. Staff identified two main issues with this application:

- limiting the development on adjacent parcels
- setback reductions from Shelbourne Street and parking reductions.

The Planning and Land Use Standing Committee recommended that this application be postponed pending:

1. The applicant reconsidering the proposal to explore opportunities for taking a more coordinated site planning approach with the adjacent properties.
2. That the proposal meets the policy objectives related to setback standards from Shelbourne Street.

2.2 Further Information Provided and Analysis

2.2.1 Adjacent Property Redevelopment Potential

The applicant has provided a site plan for the neighbouring property at 2816 Shelbourne Street that shows the placement of two buildings (for four units in total). As this property is identical in size to the subject property and the applicant is proposing five residential units in total on the subject property, the number of units is realistic. However, the overall effect of the site layout of these two properties, if developed separately, is far from ideal and results in less green space than could be achieved through a coordinated site design and a housing type which tends to result in a housing form with less of a street presence. It also tends to result in unit types that are less ground-oriented in nature. The *Official Community Plan* favours ground-oriented units in the Shelbourne Corridor.

Additionally, by allowing 2816 Shelbourne Street to be redeveloped as a separate development, the chance to eliminate an additional driveway crossing on Shelbourne Street will be lost. This again affects the overall street relationship and results in potential green space being required to accommodate a second driveway. The applicant has indicated that they do not wish to consider an easement through 2810 Shelbourne Street for access to 2816 Shelbourne Street.

The property at 1650 Ryan Street, developed on its own, would only support two units due to its configuration and the type of unit is undetermined at this time.

The owner of the adjacent properties has provided a letter, which is attached to this report.

2.2.2 Shelbourne Right-of-Way and Setback Standards

The City requires a right-of-way of 7.0 m along the west side of Shelbourne Street as part of a staged improvement strategy. This right-of-way is required to preserve space for the future transportation needs of the corridor, while respecting the significant boulevard trees. Due to the required right-of-way, the setback standard from Shelbourne Street is 10.7 m to provide for a larger front yard setback after the right-of-way improvements are eventually constructed.

The site plan shows a setback of 9.0 m from Shelbourne Street for Building #1. This would result in a 2.0 m front yard setback for the three units within this building as opposed to a 3.7 m setback if the policy was adhered to. This is not an ideal situation as it further diminishes the separation space between the right-of-way and the living units.

The applicant was asked to reconsider the proposed front yard setback but has declined to change the siting of the front building.

By comparison, nearby recent developments on this side of Shelbourne Street have provided the following range of setbacks in order to accommodate future right-of-way improvements:

- 2918 Shelbourne, 7 townhouse units – compliance with the RK-3 Zone standard of 10.7 m
- 2828 Shelbourne, 10 townhouse units – compliance with the RK-3 Zone standard of 10.7m
- 2734 – 2746 Shelbourne, 2 duplex projects – exceed the R-2 Zone standards of 7.5 m with a minimum 9.5 m setback.

3.0 Options

Option 1 (recommended)

That Rezoning Application #00379 for 2810 Shelbourne Street be declined.

Option 2

Rezoning Application #00379 for 2810 Shelbourne Street proceed, subject to:

1. Submission of a Development Permit Application as the site falls within Development Permit Area 7A, Corridors, at which time refinements to the design, siting and landscaping could be further considered.
2. Consideration by the applicant of transportation demand management strategies to justify the parking reduction.
3. Prior to Public Hearing, the applicant provide a registered Statutory Right-of-Way of 7.0 m along Shelbourne Street.

4.0 Conclusions

Although this application is generally consistent with the *Official Community Plan* (OCP) objectives related to use and density, there are still a number of issues associated with the application. In order to facilitate a comprehensive and coherent redevelopment of the Shelbourne Street Corridor, lot consolidation and redevelopment with the adjoining two lots would be the preferable scenario consistent with the OCP objectives for logical assembly of

development sites to enable optimum development potential. Additionally, although the reuse of two existing buildings advances the OCP objectives related to green building objectives, it may not represent the best design option for the site. Staff, therefore, do not support this application.

5.0 Recommendation

That Rezoning Application #00379 for 2810 Shelbourne Street be declined.

6.0 List of Attachments

- Letter and drawing from the applicant, dated August 16, 2013
- Letter from Duncan Hopp, adjacent neighbour, dated September 3, 2013
- Planning and Land Use Standing Committee report dated February 13, 2013 and supporting material, excluding petitions.



607 Vancouver St.
Victoria, BC V8V 3T9

Telephone: (250) 480-2894
Fax: (250) 480-2895

August 16, 2013

To: City of Victoria
Planning & Land Use Standing Committee

Re: 2810 Shelbourne St. Rezoning Application

Thank you for providing us the opportunity to respond to your concerns regarding our application to rezone 2810 Shelbourne. Your two concerns are herein addressed.

1. Explore opportunities for use of contiguous properties in conjunction with the proposed use:

We have met several times with the owner of the two contiguous properties. These meetings explored various possibilities. The owner would not put in townhouses under any circumstances even if he owned ALL the properties. Neither would we, as that is not an economically viable proposition.

The market is looking for affordable housing, especially for hospital workers. The neighbourhood is totally supportive of increased density on Shelbourne St., although they are virtually unanimous in rejecting more townhouses. It is very apparent that the neighbours want to maintain the character of the existing homes.

We discussed increasing the density on the contiguous land of the type we are proposing and that seemed "do-able", but he wanted all access through our property. We do not see that as a viable option. The narrow laneway would not be adequate to accommodate the traffic generated by the development of all three lots. Additionally, we see no need to tie all three properties together.

Our proposal creates five affordable homes, and will allow us to commence our development immediately. The contiguous properties can then be developed in due course. The neighbouring owner has stated that he wants to duplex the property fronting on Ryan Street. His Shelbourne property can accommodate four strata homes, two in the existing house and two in a newly constructed house of similar design.

.....
Building Homes for Today's Families

We have drafted a plan (enclosed) to show that this scheme works quite well. This design does not "orphan" the neighbouring lots. Quite the contrary, he can in fact create this development profitably.

The overall plan then results in eleven affordable residences. This is actually more individual units than a townhouse development contemplates, and everyone is satisfied with the resulting development.

2. Setback standards from Shelbourne Street:

The appropriated land for future Shelbourne St. widening is very substantial and of course we fully support this initiative. It seems however, that the actual event is well into the future and affordable housing is an immediate need.

The overall incursion into the setback area will actually provide relief from the "straight line" effect along Shelbourne St.

The Kingdom Hall is very close to the right-of-way but is not a concern because of it being a public building. So, there are varying reasons for acceptability. The fact that the proposed use of the land is to create a cycling lane indicates that there is no increased danger as a result of being closer to motor traffic.

SUMMARY

This project is exactly what is called for by the OCP. Its appearance fits in beautifully with surrounding structures. Its re-use of existing buildings promotes environmentally sustainable development. The human scale of the design is appealing to all demographics, promoting the desired multi-generational communities. The site is ideally located to encourage alternative transport and increase the use of transit. The impact to traffic in the area will be negligible and serves the interest of developing the Shelbourne corridor pursuant to the development permit are 7A for increasing density and revitalizing the area.

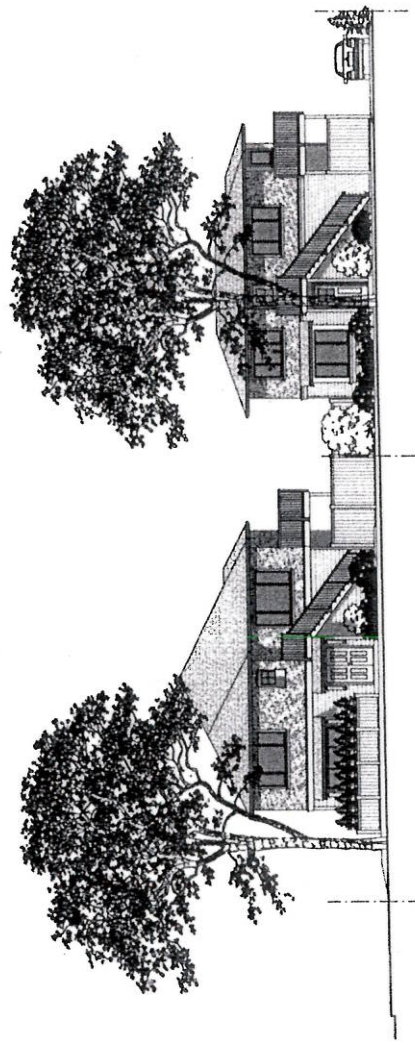
The contiguous property is not orphaned and can be developed suitably when the owner decides to do so. In the meantime, this development ties in beautifully to his and other properties in the area. The set-back relaxation is minor in nature and will not negatively impact anyone or any future development.

We respectfully request that our application be put forward to Public Hearing.

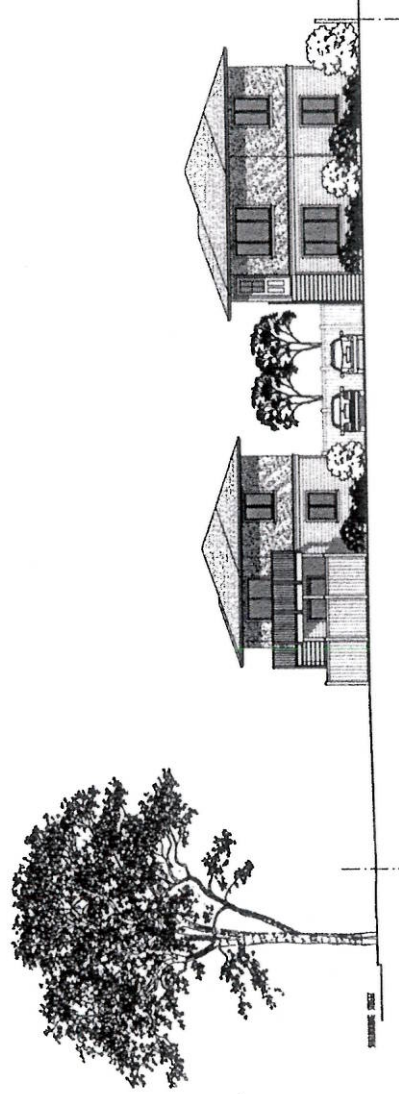
Large & Co. Developers



Earl W. Large
Director

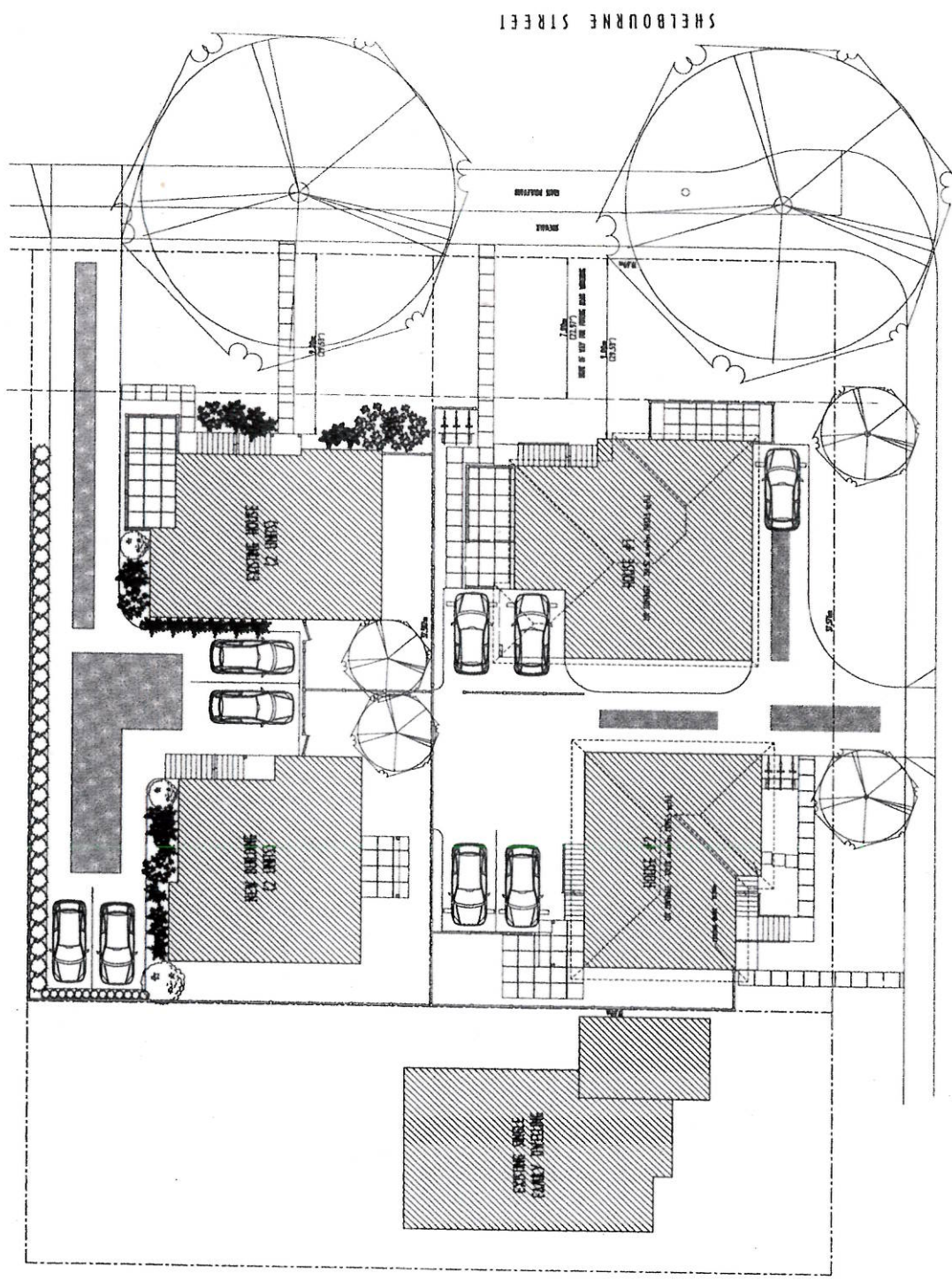


SHELBOURNE STREET STREETSCAPE



INTERNAL STREETSCAPE

PROPOSED 4 UNIT TOWNHOUSE CONCEPT - 2816 SHELBOURNE STREET



RYAN STREET
SITE PLAN

PROPOSED 4 UNIT TOWNHOUSE CONCEPT - 2816 SHELBOURNE STREET

September 3, 2013

Duncan Hopp
1981 Ferndale Rd.
Victoria, BC V8N2Y4
hopper@islandnet.com

City of Victoria
Mayor and Council,
PLUSC

Regarding Rezoning Application #00379 for 2810 Shelbourne Street

As stated in my previous letter, I am not in favour of the rezoning. Mr. Large and I have talked and have not been able to come to an understanding as to how to proceed with plans for this site. We do agree that it is not a viable site for townhouses. We both like the idea of infilling for this site. I would like to access both properties from Ryan St. making access and egress much easier. This would then alleviate traffic from Shelbourne, a much busier roadway. It would also leave my property at 1650 Ryan undisturbed, as I did not intend for this property to be part of the 2 lot plan.

I now see the Mr. Large is planning to proceed with his original plan while supplying a drawing of how my property could be developed as well. This is all well and good so long as council and the committee are willing to grant me the same variances and densities as Mr. Large. If this can be guaranteed I would not have a problem supporting the Large proposal.

I still believe there is a way to make this property work for the benefit of all involved. I just don't quite see it working out as presented in these plans.

Best regards,

Duncan Hopp



Planning and Land Use Standing Committee Report

Date: February 13, 2013 **From:** Lucina Baryluk, Senior Process Planner
Subject: **Rezoning Application #000379 for 2810 Shelbourne Street**
Application to rezone the subject lot from the R1-B Zone, Single Family Dwelling District, to a new zone, to allow the redevelopment of the property with five dwelling units

Executive Summary

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application for the property located at 2810 Shelbourne Street. The application involves the repositioning and renovation of the existing single family dwelling on the lot to create three units and to relocate a single family dwelling from 1705 Haultain Street onto this lot and renovating it as well, to create two more residential units.

The following points were considered in assessing this application:

- The *Official Community Plan 2012* (OCP) designates the parcel as Traditional Residential. As Shelbourne Street is designated as a secondary arterial, the anticipated built form for residential uses ranges from ground-oriented buildings to multi-family buildings, including attached residential (townhouses) and apartments. The corresponding density is up to a Floor Space Ratio (FSR) of 1.0:1.
- The project introduces a variety of housing types in the area and is, therefore, compliant with the OCP. However, the density of 0.6:1 could be considered lower than the OCP objectives for the Shelbourne Corridor. The proposal is to use two existing structures, which supports the OCP objective of building retention and reuse.
- The development of this project will limit the potential redevelopment of the two adjacent properties. The OCP encourages the logical assembly of development sites that enable the best realization of permitted development potential for the area.
- The *Oaklands Neighbourhood Plan* designates the Shelbourne Corridor between Myrtle Avenue and Haultain Street as suitable for townhouse development.
- There are a number of setback reductions associated with this application which are in part related to the lot area being below the minimum required in the standard comparative zone.
- A reduced parking requirement is requested. This will likely create a further demand for on-street parking. The applicant has not provided a technical justification for this request nor a Transportation Demand Management Strategy.

While the land use and density advanced in this application meet the intent of the direction of the *Official Community Plan*, the issue of restricting further development on the adjacent parcels is a larger long-term land use issue that requires careful consideration. Should this project proceed, the future redevelopment of the adjacent sites will be very challenging.

A Development Permit Application is required as the site falls within Development Permit Area 7A Corridors, at which time refinements to the design, siting and landscaping should be considered.

Recommendation

That Rezoning Application #00379 for 2810 Shelbourne Street be declined.

If Council wishes to proceed with this application, an alternative recommendation is provided in the Options Section of this Report.

Respectfully submitted,



Lucina Baryluk
Senior Process Planner
Development Services



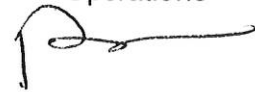
Deb Day
Director
Planning and Development



Peter Sparanese
General Manager
Operations

Report accepted and recommended by the City Manager:

For



Gail Stephens

LB:aw

1. Purpose

The purpose of this report is to present Council with information, analysis and recommendations regarding a Rezoning Application for the property located at 2810 Shelbourne Street. The application involves the repositioning and renovation of the existing single family dwelling on the lot to create three units and to relocate a single family dwelling from 1705 Haultain Street onto this lot and renovating it as well, to create two more residential units.

2. Background

2.1 Description of Proposal

The subject property is located on the northwest corner of Shelbourne Street and Ryan Street. The single family dwelling currently located on the subject property was built in 1954 (noted as House #1 on the applicant's submission). This house would be moved and lifted and two units would be created on the first storey and one unit would be created on the second storey. House #2, which will be moved from 1705 Haultain Street, would be redeveloped for two units, one on each level. Both units will be approximately 80 m² and have two bedrooms.

One surface parking stall is provided for each of the five units. The required parking for the project is eight stalls; therefore, a reduced parking standard is being requested.

As the subject property is within Development Permit Area 7A- Corridors, the form and character and the landscaping plan are more appropriately dealt with at the development permit stage. It is noted that the landscaping along Shelbourne Street may require revisions so as not to conflict with the Statutory Right-of-Way requirements

2.2 Existing Site Development and Development Potential

The R1-B Zone, Single Family Dwelling District, would allow construction of a house with a secondary suite up to 300 m² in size. If construction takes place under the existing zoning and a secondary suite were provided, it would provide a rental unit in addition to the principal unit.

The standard townhouse zoning (RK-3) applied along Shelbourne Street requires a specific site area of 225 m² for each townhouse unit, which has the effect of limiting the number of units per parcel. The application proposes a ratio of only 148 m² of site area per unit, therefore, a site-specific zone would be required (representing a 34% reduction). However, the floor space ratio for the development is in keeping with the RK-3 Zone.

2.3 Legal Description

Lot 2, Section 8-A, Victoria District, Plan 9957.

2.4 Data Table

The following data table compares the proposal with the RK-3 Zone, Shelbourne Townhouse District, which has been the commonly applied zone along the Shelbourne Corridor. An asterisk is used to identify where the proposal is less stringent than the proposed comparative zone.

Zoning Criteria	Proposal	Zone Standard RK3
Site area (m ²) – min.	740*	1125 Based on 225 m ² per unit
Total floor area (m ²) – max.	420	444
Site coverage (%) – max.	32	33
Open site space (%) – min.	45	45
Density (Floor Space Ratio) – max.	0.6:1	0.6:1
Height (m) – max.	Building 1 - 7.53 Building 2 - 7.0	8.5 Measured from ceiling in upper floor
Storeys – max.	Building 1 - 2.5 Building 2 - 2	2.5
Setbacks (m) – min.		
Front – Shelbourne Street	9.0*	10.7
Rear – west	2.06*	4 (habitable room)
Side – north	1.65*	4 (habitable room)
Side – Ryan Street	2.13*	7.5 (living room)
Separation Space Between Buildings (m) – min.	4.5*	6
Parking – min.	5*	8
Visitor parking – min.	Nil*	1 (included in the total 8 stall requirement)
Bicycle storage – min.	6	6
Bicycle rack – min.	6	6

2.5 Land Use Context

The Shelbourne Corridor has seen significant changes over the last decade. In the immediate neighbourhood, the Jehovah Witness Kingdom Hall has been constructed on the southwest corner of Shelbourne Street and Ryan Street. Some older single family homes have been replaced by a number of new duplexes and townhouse projects, however, there are also pockets of single family homes. In essence, Shelbourne Street is an area in transition.

2.6 City Policies and Regulations

2.6.1 Official Community Plan (OCP) 2012 and Oaklands Neighbourhood Plan

The *Official Community Plan 2012* (OCP) designates the parcel as Traditional Residential. As Shelbourne Street is designated as a secondary arterial, the anticipated built form for residential uses ranges from ground-oriented to multi-family buildings, including attached residential and apartments. The corresponding density is up to 1:1 FSR. The proposed project does not

exceed the density ceiling, with a proposed density of 0.6:1. The retention and reuse of two existing buildings is in compliance with the OCP policies that support such actions related to housing stock.

The *Oaklands Neighbourhood Plan* recognizes this parcel within an area of potential change (Shelbourne Street corridor between Myrtle Avenue and Haultain Street) and consideration of rezonings for townhouses with up to 18 units per acre with a 2.5 storey limit. In many cases, lot consolidation has been required to achieve adequate site area for redevelopment. The Neighbourhood Plan favours townhouses over apartments as the built form, with the focus on retaining and enhancing housing suitable for families.

2.6.2 Design Guidelines

The property is within Development Permit Area 7A Corridors, Shelbourne Street, which provides guidelines related to general form and character. If the Rezoning Application proceeds, a concurrent or subsequent Development Permit Application will be required.

The main objective of this Development Permit Area, as it relates to this development, is 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. Although a Development Permit Application has not been received at this stage, the proposed buildings will require significant design refinements to ensure consistency. Although the reuse of two existing buildings advances the OCP objectives related to recycling and reuse of existing housing stock, the development may not represent the best design option for the site.

2.7 Community Consultation

The Oaklands Community Association hosted a meeting regarding this application on July 19, 2012. The attached record provides details of this discussion.

Petitions and letters regarding this application have also been submitted.

3. Issues

The main issues associated with this project are:

- limiting development on adjacent parcels
- requested reductions for setbacks and parking.

4. Analysis

4.1 Limiting Development on Adjacent Parcels

The *Official Community Plan 2012* (OCP) and the *Oaklands Community Plan* recognize the Shelbourne Street corridor as suitable for higher densities. This development potential (subject to rezoning) also applies to the adjacent properties at 1650 Ryan Street and 2816 Shelbourne Street. The current proposal for 2810 Shelbourne Street limits the development potential of these adjacent properties, essentially orphaning them and making future development on those sites very challenging. In Section 6, Land Management and Development, the OCP encourages the logical assembly of development sites that enable the best realization of permitted development potential for the area. (Policy 6.8)

Since the proposal at 2810 Shelbourne Street would ultimately involve strata-titling the five units, redevelopment of this site in a more comprehensive fashion is not likely to occur in the foreseeable future. Lot consolidation would provide more options for improved site planning and overall design, as well as consolidating access and egress points to one location within the site. Additionally, there would likely be fewer variances required if the development could be accommodated on a larger site.

It is noted that the age and condition of the adjacent dwelling at 2816 Shelbourne Street is very similar to the existing house on the subject property and the house located at 1650 Ryan Street is in good condition and was built in the mid 1960's. A letter, dated November 5, 2012, is provided from the owner of two adjacent properties.

4.2 Requested Reductions for Setbacks and Parking

4.2.1 Shelbourne Street Setback

The 1989 Shelbourne Corridor Study, as endorsed by Council, recommended securing a widened right-of-way of 7.0 m along the west side of Shelbourne Street as part of a staged improvement strategy. The right-of-way is required to preserve space for future transportation needs on the corridor, while respecting the significant boulevard trees planted along Shelbourne Street. This right-of-way has been achieved on a number of properties in the area as a result of redevelopment. The RK-3 Zone, Shelbourne Townhouse District, was created in response to the Corridor Study. It stipulates a 10.7 m setback requirement from Shelbourne Street to ensure a larger front yard setback in the event that right-of-way improvements are made along Shelbourne Street.

The site plan shows a setback of 9.0 m from Shelbourne Street for Building #1. Should the right-of-way be reconfigured, this would result in a 2.0 m front yard for the three units within this building (as opposed to a 3.7 m setback). (For reference the existing house is 8.0 m from Shelbourne Street.) This is not an ideal situation as it further diminishes the separation space between the right-of-way and the living units.

4.2.2 Other Setbacks

The setbacks from the other lot lines are also reduced as the surface parking and drive aisles force the buildings to be placed closer to streets. With adequate landscaping and screening, the impact to the adjacent properties can be mitigated, however, the issue of the closeness of the living units to the street remains.

4.2.3 Parking

With respect to the parking reduction requested, a total of eight parking stalls are required for the five units and only five are provided. This is a shortfall of three stalls. In addition, no parking has been designated for visitor parking (which forms part of the total eight stall requirement).

The applicant has not provided a technical justification for this requested reduction. However, the applicant has provided a rationale stating that Shelbourne Street is a transit corridor and many services are within walking distances. Any on-site shortfall for residents and their guests will likely have an impact on-street parking availability.

5. Resource Impacts

There are no resource impacts anticipated with this application.

6. Options

Option 1 (recommended)

That Rezoning Application #00379 for 2810 Shelbourne Street be declined.

Option 2

That prior to Rezoning Application #00379 for 2810 Shelbourne Street proceeding, that the applicant address the following issues and a report be provided to Council:

1. Submission and review of a Development Permit Application that addresses the concerns raised in this report, including options for redevelopment that do not restrict potential development on the adjacent properties.
2. Consideration by the applicant of transportation demand management strategies to justify the parking reduction.
3. Prior to Public Hearing, the applicant provide a registered Statutory Right-of-Way of 7.0 m along Shelbourne Street.

7. Conclusions

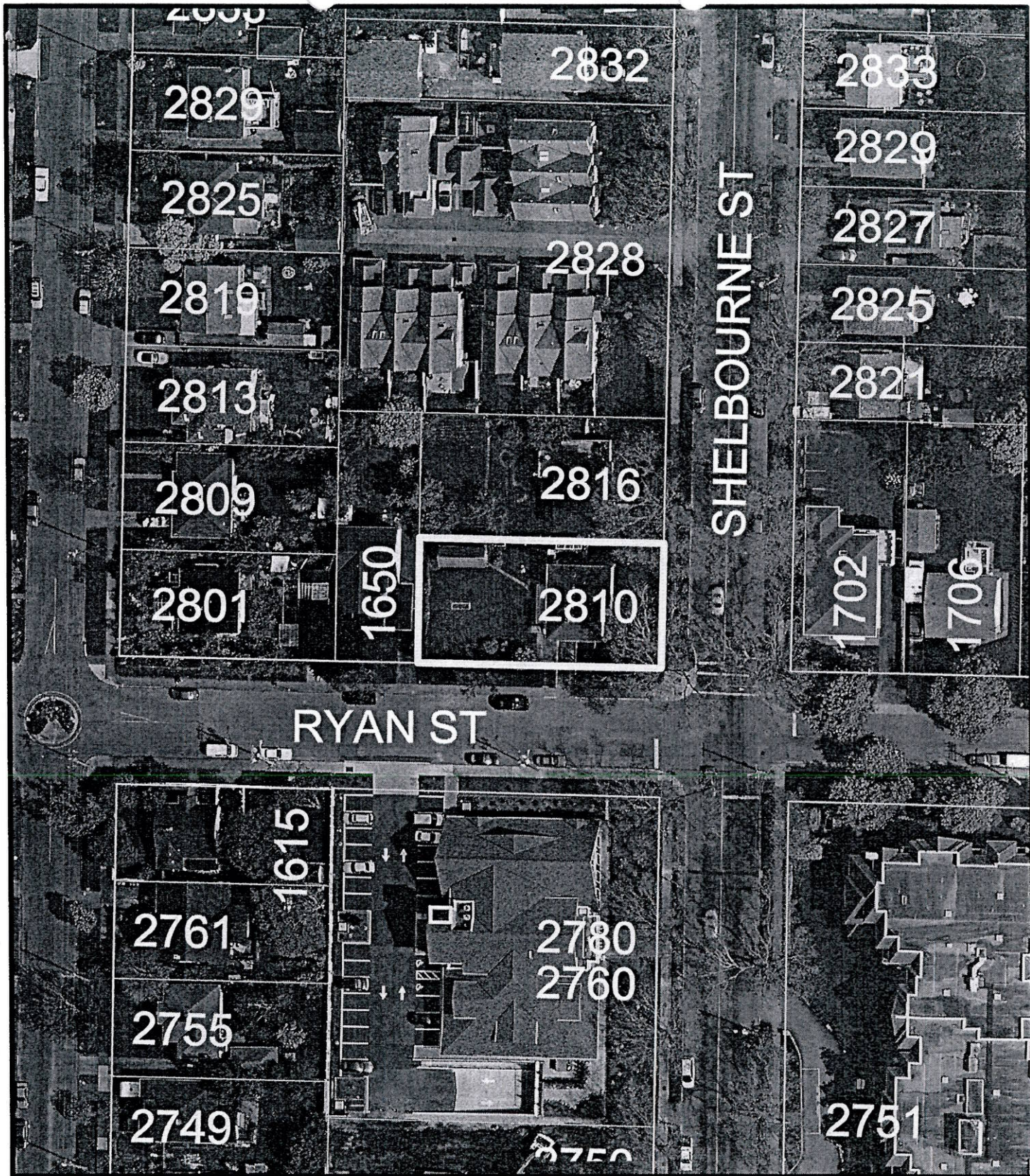
Although this application is generally consistent with the *Official Community Plan (OCP)* objectives related to use and density, there are a number of issues associated with the application. In order to facilitate a comprehensive and coherent redevelopment of the Shelbourne Street Corridor, lot consolidation and redevelopment with the adjoining two lots would be the preferable scenario consistent with the OCP objectives for logical assembly of development sites to enable optimum development potential. Additionally, although the reuse of two existing buildings advances the OCP objectives related to green building objectives, it may not represent the best design option for the site. Staff, therefore, does not support this application.

8. Recommendation

That Rezoning Application #00379 for 2810 Shelbourne Street be declined.

9. List of Attachments

- Subject map
- Air photo
- Letter from the applicant
- Submission drawings dated September 24, 2012 and November 23, 2012
- Oaklands Community Association Minutes
- Petitions and letters.



2810 Shelbourne Street

Rezoning #00379

Bylaw #





2810 Shelbourne Street
 Rezoning #00379
 Bylaw #





Dear Mayor and Council

Introduction

Large and Co is pleased to provide the City with this development proposal for 2810 Shelbourne Ave. We believe this project to be a great fit for the Shelbourne Corridor. The enclosed plans were developed after reviewing Victoria's new *Official Community Plan: April 2012* (from here forward referenced as "OCP") that has been compiled to offer builders and government the new direction for urban planning in the Victoria region. This extensive document notes specifically the need for densification and multiunit residential developments to house the estimated 20 000 new people that will move to the area in the next 30 years (Figure 3.3). In this proposal, we will detail how this development is congruent with the OCP and will reference key points that support our project. This project will increase density from a single occupancy home to a five unit strata development.

Victoria is consistently rated as one the best cities in the world to live. However, it also carries some of the most expensive real estate in the nation. In order to make Victoria more affordable for families and better use the land that is available, innovative building and planning practices are necessary. This development would convert a single family home in a premier location into a 5 unit strata complex. Our plans use existing buildings that will be renewed and retrofitted into new homes of various sizes to accommodate residents no matter where they are in their home buying lifecycle. This projects promotes modernized use of existing buildings an environmentally sustainable practice that is directly supported by the OCP (12.20)

The Shelbourne Corridor- A Major Artery for the City

The site in question is at the corner of Shelbourne Ave and Ryan St, directly in the centre of what the OCP has designated the Shelbourne Corridor. Shelbourne is an arterial road (7.2) that is a major public transit route and falls into development permit area 7A. This area currently has “urban design that is incoherent and in need of revitalization” (DPA7A-3b). However, it also notes that given the traditional residential nature of this neighborhood that it is “requiring a sensitive transition in building form” (DPA7A-3c). Our project achieves these objectives perfectly by maintaining the outward appearance of two single family dwellings but housing 5 units that contribute to the desired density for the area. This sentiment has been echoed by the surrounding households as they see it a great compromise instead of larger and taller townhouse developments. This development explicitly meets the goals set out by (DPA7A-5vi).

DPA7A 5. (vi) Shelbourne Avenue corridor:

(a) The scale and massing of buildings should relate to adjacent buildings and provide a sensitive transition between a proposed development and its neighbors.

(b) The location, height and form of buildings should be in keeping with the topography.

(c) The shape, siting, roof lines and exterior finishes of buildings should be sufficiently varied to avoid a monotonous appearance.

(d) Exterior lighting and signs should be unobtrusive and be in scale with their surroundings.

Other specific benefits to the site in question are its proximity to commercial and community services. Within 500m of this site there is three parks, the community centre, a middle school, an elementary school and of the commercial hub of Hillside Mall. This reduces the need for transport and encourages walking and biking.

Traffic and Transportation

Shelbourne is noted as one the major arteries around Victoria. This means that any developments that front it will have a negligible impact on local side streets and lanes. To further diminish any increase in traffic is the proximity of services (noted above). A key component of the OCP is the need to encourage green transit and make it easy for people to get around the city without their cars. Shelbourne is a primary bus route that can take someone from 2810 Shelbourne to Downtown or to UVIC in only 7 minutes (as per google maps). Any other amenities are easily within walking distance.

For each unit, a parking space is provided off-street, although the area does allow residential parking along Ryan St. Schedule C requires that 1.4 spaces per unit be provided. However given the excellent local transit setting, the proximity of essential amenities and the presence of on street parking for residents, we believe that an exception for this requirement can be made. A setback of 7.5m from Shelbourne Ave is included should the road need to be widened in the future. Both the design and location of this development means that impact on local traffic will be minimal and could contribute to increased alternate transport use and a transit ridership.

Exterior design and Landscaping

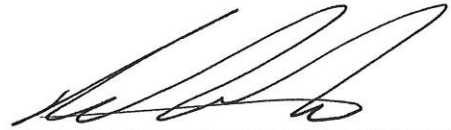
The current site at 2810 Shelbourne is sparsely vegetated and appears aged. Our proposal will completely makeover the property with new plantings and renewed facades that will add polish and contribute to pride in the neighborhood. Each unit will have its own parcel of yard so that each resident will get to enjoy the landscaping. The 7.5M setback from Shelbourne means that the view from the street will be lush and will help distance the road noise for the homeowners. The driveway provides a parking stall for each unit and with the bulk of the stalls towards the rear or the yard, added security as well. Although there are no heritage implications for the project, the re-used nature of the homes will maintain the outward appearance and roofline that is present in the neighborhood. In regards to CPTED, we believe the amount of open space and simply its location adjacent to a busy street, provides a high degree of natural surveillance to help reduce instances of crime. Landscaping and pathways will be such that clear lines of ownership and property are maintained to both the public, and the other strata title holders.

Interior Layout and Demographic Appeal

One of the great attributes of this project is that it has homes for a variety of demographics. The square footage of the units are 495, 720, two 858, and the largest being 1213. This goes a long way to create the "multi-generational neighborhood" called for by the OCP. The range of units will naturally offer a range of prices as well. The result will be a diverse yet small "strata community" for people

Summary

This project is exactly what is called for by the OCP. Its appearance fits in beautifully with surrounding structures. Its re-use of existing buildings promotes environmentally sustainable development. The human scale of the design is appealing to all demographics promoting the desired multi-generational communities. The site is ideally located to encourage alternative transport and increase the use of transit. The impact to traffic in the area will be negligible and serves the interest of developing the Shelbourne corridor pursuant to the development permit area 7A for increasing density and revitalizing the area. Large and Co submits that construction for this project be approved by council.

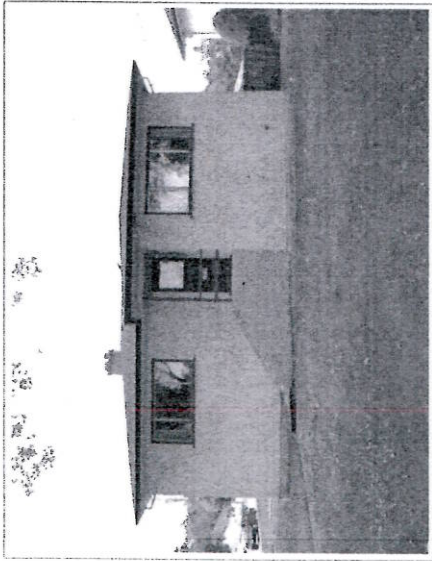
A handwritten signature in black ink, appearing to read 'Doug Surtees', is positioned above a horizontal line.

Doug Surtees

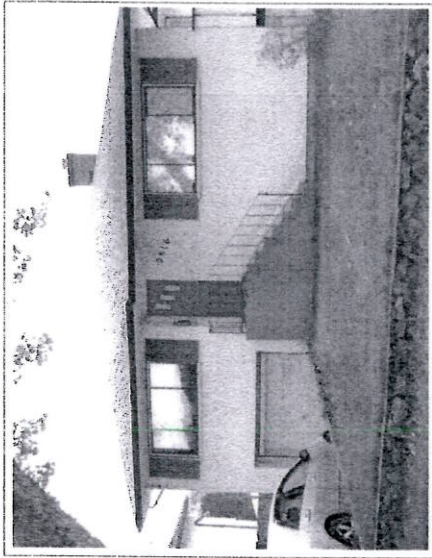
Large and Co Developments

Green Building Features

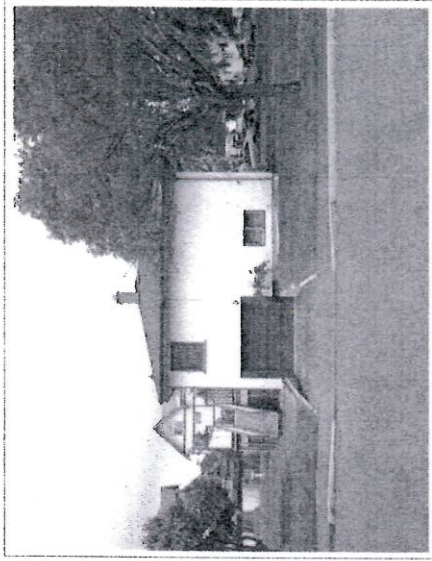
- The primary green feature in this development is that it uses existing structures. Building retention and reuse is directly called for the OCP and the City of Victoria Heritage Program.
- Minimal parking to encourage cycling and walking
- Drive-ways are provided with permeable sections
- Net increase in trees



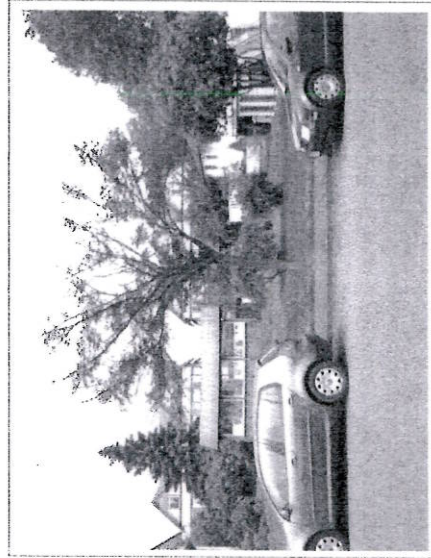
SUBJECT PROPERTY VIEWED FROM SHELBOURNE STREET



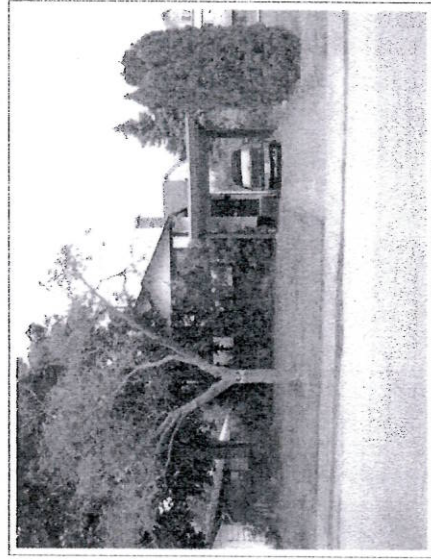
ADJACENT PROPERTY TO THE NORTH OF SUBJECT PROPERTY



SUBJECT PROPERTY VIEWED FROM RYAN STREET



BACK OF SUBJECT PROPERTY VIEWED FROM RYAN STREET



ADJACENT PROPERTY TO THE WEST OF SUBJECT PROPERTY

LARGE & CO.

Land Development
2000 Shelbourne Street
Victoria, B.C. V8M 1A1
Phone: 250-680-1825

Gerry Troesch
Residential Design

Project: 2000 Shelbourne Street
Victoria, B.C.

Drawn By: G. TROESCH

Date:

Scale: AS SHOWN

Project:

Proposed Development:

2000 Shelbourne Street
Victoria, B.C.

Drawn:

Site location

Revisions:

Sheet 1 of 6

Plan No.

Received
City of Victoria
SEP 24 2012
Planning & Development Department
Development Services Division

HOUSE OF REPRESENTATIVES GRANT CALCULATION									
SOUTH SIDE		CENT		NORTH SIDE		WEST SIDE		TOTAL	
18.83	18.76	2	11	706.745					
18.76	18.84	2	756	14,808					
18.84	18.92	2	333	6,485.5					
18.92	19.00	2	381	7,586.56					
19.00	19.08	2	407	7,922.12					
19.08	19.16	2	432	8,376					
19.16	19.24	2	458	8,858.56					
19.24	19.32	2	484	9,364.32					
19.32	19.40	2	510	9,890.4					
19.40	19.48	2	536	10,436.96					
19.48	19.56	2	562	10,994.72					
19.56	19.64	2	588	11,563.68					
19.64	19.72	2	614	12,143.94					
19.72	19.80	2	640	12,735.6					
19.80	19.88	2	666	13,338.72					
19.88	19.96	2	692	13,953.28					
19.96	20.04	2	718	14,579.34					
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20.12	20.20	2	770	15,866.06					
20.20	20.28	2	796	16,526.82					
20.28	20.36	2	822	17,199.18					
20.36	20.44	2	848	17,883.14					
20.44	20.52	2	874	18,578.7					
20.52	20.60	2	900	19,285.86					
20.60	20.68	2	926	19,994.62					
20.68	20.76	2	952	20,705.08					
20.76	20.84	2	978	21,417.24					
20.84	20.92	2	1,004	22,131.1					
20.92	21.00	2	1,030	22,846.66					
21.00	21.08	2	1,056	23,573.92					
21.08	21.16	2	1,082	24,302.88					
21.16	21.24	2	1,108	25,033.54					
21.24	21.32	2	1,134	25,765.9					
21.32	21.40	2	1,160	26,500.06					
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21.72	21.80	2	1,290	30,240.46					
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21.88	21.96	2	1,342	31,752.48					
21.96	22.04	2	1,368	32,511.04					
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22.12	22.20	2	1,420	34,033.26					
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22.28	22.36	2	1,472	35,562.98					
22.36	22.44	2	1,498	36,330.74					



Land Development 10000 Old Highway 100 Suite 100 Charlotte, NC 28213 Phone: 770-438-7894 Fax: 770-438-7897	Gerry Troese Residential Design	1000 Old Highway 100 Suite 100 Charlotte, NC 28213 Phone: 770-438-7894 Fax: 770-438-7897	Drawn By: G. TROESCH	Scale: AS SHOWN	Project: Richmond 2000 Williams Court Victoria, BC	Drawing SITE PLAN	Revised:	Sheet 2 of 6	Plan No.
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NOV 23 2012

Planning & Development Department
Development Services Division

RYAN STREET

SCALE - 1:100

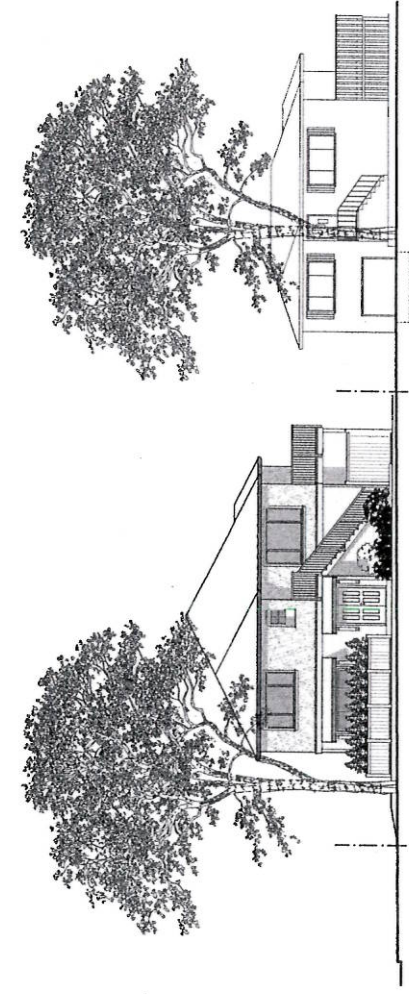
CIVIC ADDRESS - 2810 SHELBOURNE STREET

LEGAL DESCRIPTION - LOT 2, SECTION 04, VICTORIA DISTRICT, PLAN 9957

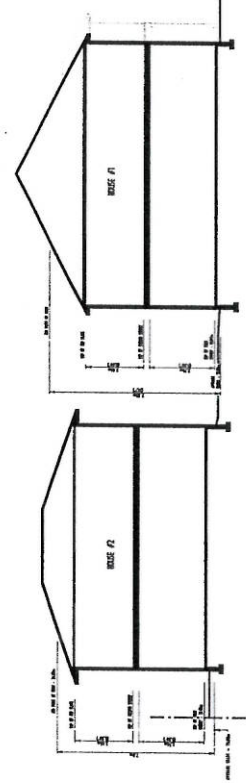
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RYAN STREET STREETSCAPE



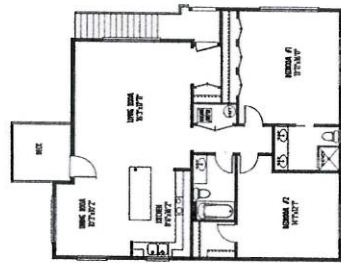
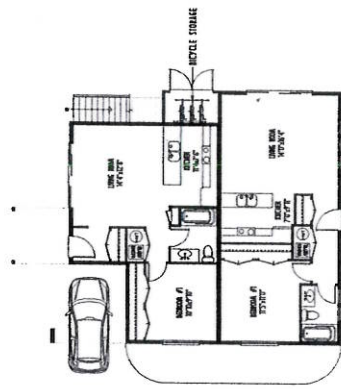
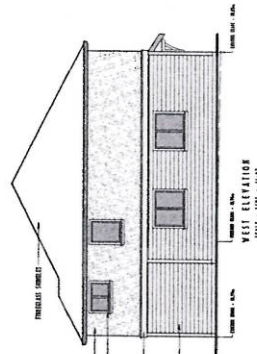
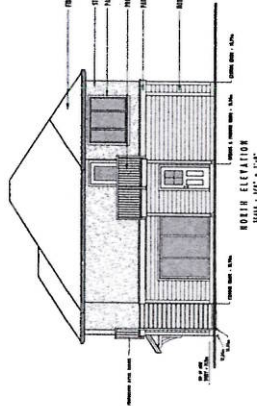
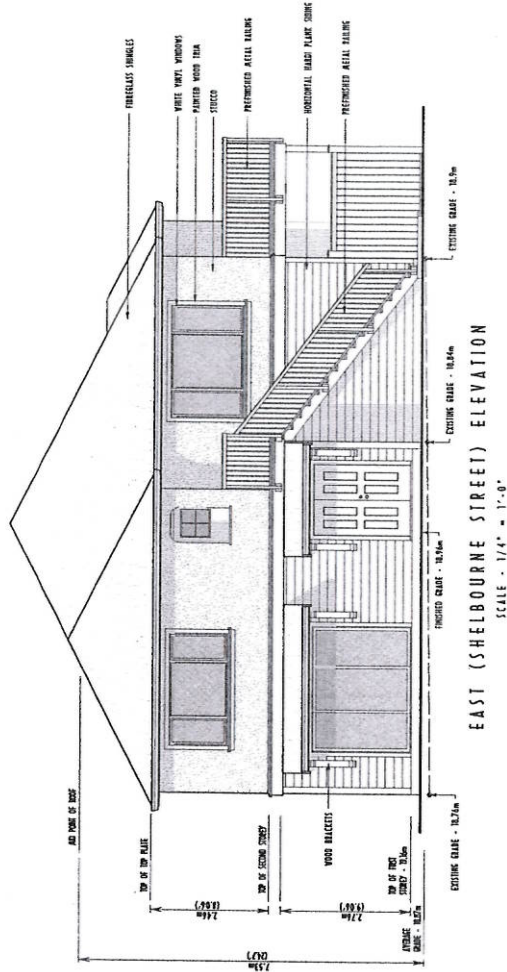
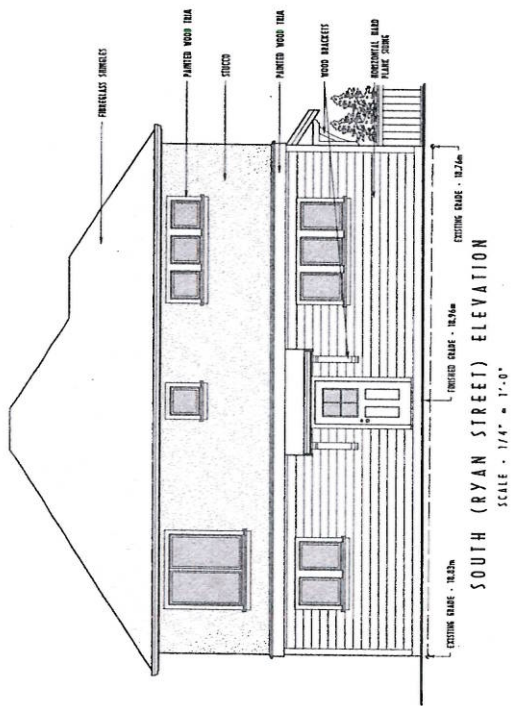
SHIEBOURNE STREET STREETSCAPE



SITE SECTION
TOTAL LOT = 100' x 100'

LARGE & CO. Lead Development 2000 St Albans Street St Albans, VIC 3021 Phone: 03 9450 1234 Fax: 03 9450 1235	
Gerry Troesch Residential Design	
Project Name	2000 St Albans Street
Client	Mr & Mrs J. TROESCH
Date	10/10/2012
Scale	AS SHOWN
Project	2000 St Albans Street
Project Description	2000 St Albans Street
Project Location	St Albans, VIC
Project Status	STREETSCAPE
Revisions	REVISED - NOVEMBER 20, 2012
Sheet	3 of 6
Plan No.	

Received
City of Victoria
NOV 23 2012
Planning & Development Department
Development Services Division



HOUSE #1

LARGE & CO.

Lead Development

Gerry Trees Residential Design

2007 Shelbourne Street

2007 Shelbourne Street

2007 Shelbourne Street

2007 Shelbourne Street

2007 Shelbourne Street

2007 Shelbourne Street

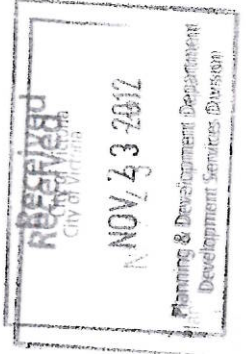
2007 Shelbourne Street

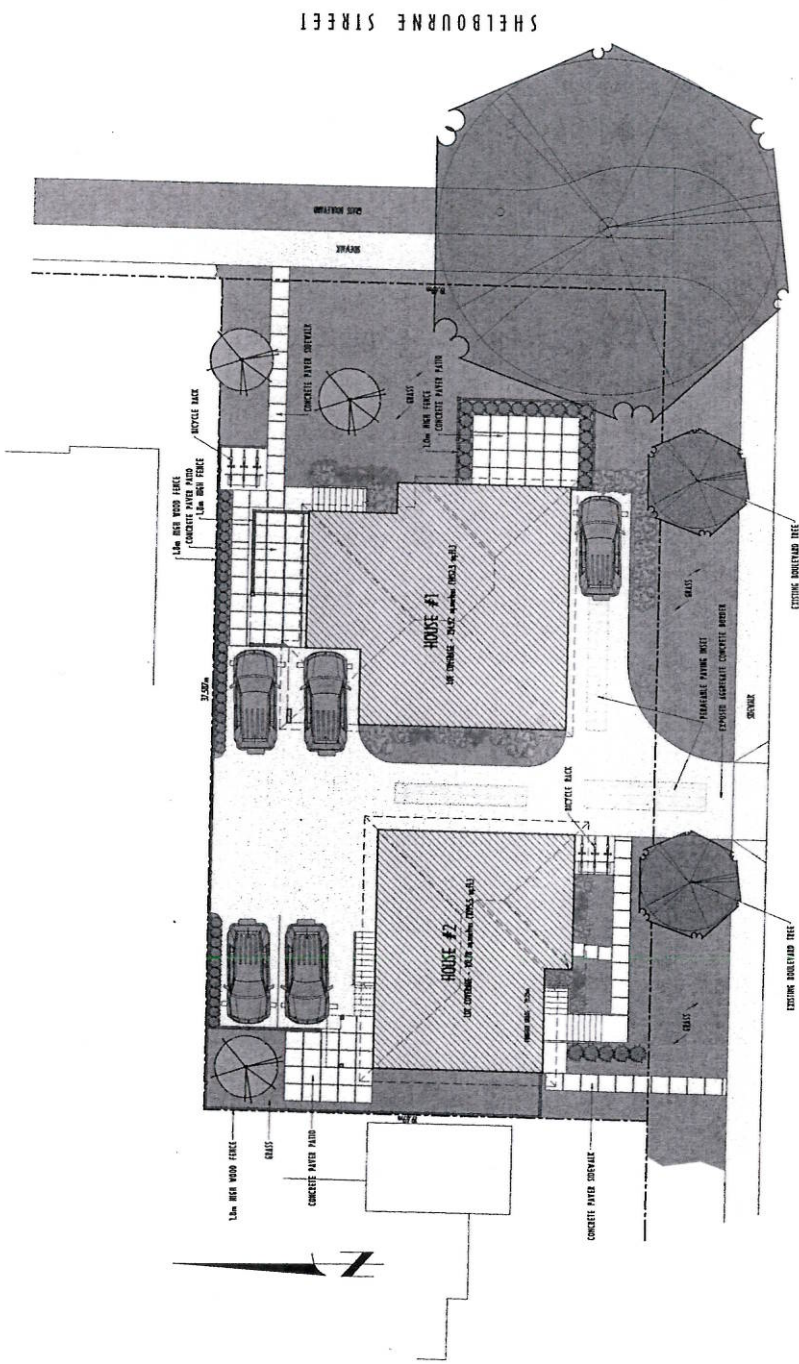
2007 Shelbourne Street

2007 Shelbourne Street

2007 Shelbourne Street

2007 Shelbourne Street





Oaklands Community Association Land Use Committee Meeting

July 19, 2012 Meeting Minutes

2810 Shelbourne

Earl Large (EL), Developer presenting plan for proposed redevelopment of 2810 Shelbourne St.

Points that EL made to audience:

- Easier to do this development because of corner lot allowing side street access
- A similar development happened on the corner of Denman and Richmond. This property is in the same situation as it provides affordable housing within walking distance of the hospital.
- New house will be put in the backyard with 2 new units underneath. Existing house will be turned to face Ryan and have 1 new unit underneath.
- It will be a strata development with 5 units.
- The houses will be upgraded compared to the original building standards when originally built with thermal pane windows, etc.
- EL states that has also purchased a house on Haultain, from which he will move the existing house to the Ryan Street property in question.

Some confusion between the audience and EL about current zoning and EL states that lot is currently zoned for townhouses.

Concerns from community:

- Why so much room for parking on site? There is a potential for nicely landscaped yard here if parking requirements are relaxed.
- Other members state concern about parking spilling over onto the street, combining with the busy traffic from Kingdom Hall next door.
- Question about why EL wouldn't just build new? Answer from EL: There is the potential to save money from recycling building materials.
- Question about whether there are any trees on the lot that need to be taken down? EL: No
- Question about how long the construction will take? Member teaches English at home and this is a concern for them (neighbour) EL: 8 months starting in October. There is financial incentive to finish construction as soon as possible.
- Question: Is there potential to provide bus passes or car share coop memberships in lieu of parking? EL: The reality is that while people might use the bus or walk to work, they typically still require the space for a vehicle.
- Suggestion that paving stones instead of poured concrete would help mitigate the look of the parking area.

The most common concern from residents in attendance is that this development would significantly increase the traffic and need for parking on Ryan Street.