

# **Planning and Land Use Committee Report**

Date:

December 2, 2013

From:

Murray G. Miller, Senior Planner - Urban Design

Subject:

Development Permit Application #000330 for 645 Dunedin Street

Application to construct a two-storey service garage with mezzanine and second

storey for offices

# **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 at street level with a mezzanine/staff lounge above the office/retail space and accessory office space/storage extending over the entire ground floor footprint at the second floor level. 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 the DPA 16, General Form and Character, which
  seeks to achieve more liveable environments through addressing considerations
  for human-scaled design, quality of open spaces, minimizing privacy impacts,
  safety and accessibility.
- The proposal is generally consistent with the Design Guidelines for Multi-Unit
  Residential, Commercial and Industrial Development (2012); however,
  refinements to the landscape screening of the two parking stalls and the loading
  zone along the eastern property boundary and mitigation of the blank west wall
  are warranted.

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

#### Recommendations

That Council authorize Development Permit #000330, subject to:

 The applicant providing landscape screening to the satisfaction of the Director of Sustainable Planning and Community Development. 2. The applicant mitigating the effect of the west blank wall to the satisfaction of the Director of Sustainable Planning and Community Development.

Respectfully submitted,

Murray G. Miller

Senior Planner - Urban Design

Development Services Division

Deb Day

Director

Sustainable Planning and Community

Development Department

Report accepted and recommended by the City Manager:

Josefyn Jenkyns

MGM/ljm

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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 at street level with a mezzanine/staff lounge above the office/retail space and accessory office space/storage extending over the entire ground floor footprint at the second floor. The total floor area of the proposed development will be 367.33 m<sup>2</sup>.

The proposed building would be built to the property boundaries on all sides and retaining walls will be constructed along more than 50% of those boundaries. Eight parking stalls would be provided at the rear of the subject property although only four parking stalls are needed in order to meet requirements of the *Zoning Regulation Bylaw*. A row of cedars near the west property boundary would be removed in order to construct six of the parking stalls. 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 will be constructed of metal panel with glazed sections and windows will be aluminum.

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 and garbage collection will be located along the east property boundary.

#### 2.2 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.

Zoning Criteria	Proposal	M2-D Zone Standard
Site area (m²) - min.	626.9	n/a
Total floor area (m²) - max.	367.33	n/a
Density (Floor Space Ratio) - max.	0.58:1	3:1
Lot width (m) - min.	15.27	n/a
Height (m) - max.	8.68	15

Setbacks (m) - min.		T
Front yard (North)	Nil	n/a
Rear yard (South)	18.51	Nil or 3
Side yard (East)	Nil	Nil or 3
Side yard (West)	7.3	Nil or 3
Parking - min.	8	4
Bicycle parking (Class 1) - min.	1	1
Bicycle parking (Class 2) - min.	1	1
Loading (stalls min.)	1	1

#### 2.3 Land Use Context

The subject property:

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

## 2.4 Legal Description

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

#### 2.5 Consistency with City Policy

# 2.5.1 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) <u>Urban Place Designation</u>

- 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 includes ground-oriented buildings that are set close to the sidewalk; offstreet 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 Traditional Residential area to the northwest that requires consideration for sensitive transition.

# d) <u>Design Guidelines for Multi-Unit Residential, Commercial and Industrial</u> 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 visual 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.

### 2.5.2 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 exterior finishes and the landscape screening of the parking and loading areas.

#### 3.0 Issues

The key issues associated with this application are:

- landscape screening
- treatment of the west elevation.

## 4.0 Analysis

# 4.1 Landscape Screening

The proposed development extends across the entire width and depth of the property, which results in a deficiency for landscaping and in particular, landscape screening of the two parking stalls along the eastern property boundary and the loading zone, which would also be prominently visible from Douglas Street.

From the east, on Dunedin Street, the proposed development would be visible from the Douglas/Burnside intersection, to a depth of approximately 11 m, along the eastern boundary. Within these 11 m, there would be no screening to the proposed loading zone.

The proposed development is therefore not completely consistent with the Place Character Features as they relate to screening because of a lack of landscape screening for the loading zone and the side-yard parking.

#### 4.2 Treatment of the West Elevation

The objectives that justify the DP 16 designation includes 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.

The proposed development provides an appropriate relationship and orientation to Dunedin Street, particularly with the office and degree of window openings at street level. The proposed development is also visible from the high-traffic Douglas Street Corridor to the east and from the established residential neighbourhood to the northwest. The degree of visibility of the proposed development merits special attention in the design of the east and west elevations.

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 the Traditional Residential area to the northwest that requires consideration for sensitive transition in relation to design and exterior finishes. For example, the higher quality materials used on the Dunedin Street elevation could be continued around the western building corner, above the adjacent warehouse, to a depth that corresponds to a 45 degree southeast splay from the northeast corner of the nearest two-storey structure between 666 and 650 Dunedin Street that would be visible from the public realm. Additionally, the exposed blank west elevation could be improved with the incorporation of features such as surface modulation that would accommodate the vertical and horizontal metal cladding as a continuation of the materials and features that are presently proposed for the immediately abutting materials of the Dunedin Street elevation. This is because the adjacent light industrial/commercial properties to the west are predominantly single storey and they are set back from the front property boundary appreciably. The staff recommendation includes details to advance these design refinements.

#### 5.0 Resource Impacts

There are no resource impacts anticipated.

# 6.0 Options

## Option One (Recommended)

That Council authorize Development Permit #000330, subject to:

- 1. The applicant providing landscape screening to the satisfaction of the Director of Sustainable Planning and Community Development.
- 2. The applicant mitigating the effect of the west blank wall to the satisfaction of the Director of Sustainable Planning and Community Development.

## Option Two

That Council authorize Development Permit #00330 without requiring any further design revisions.

#### **Option Three**

That Council declines the application.

#### 7.0 Conclusions

Overall, the proposal is consistent with the relevant design guidelines; however, staff are recommending two design refinements to improve the building's fit within the local neighbourhood context. Staff support this application subject to the applicant providing landscape screening and effective mitigation of the blank west wall.

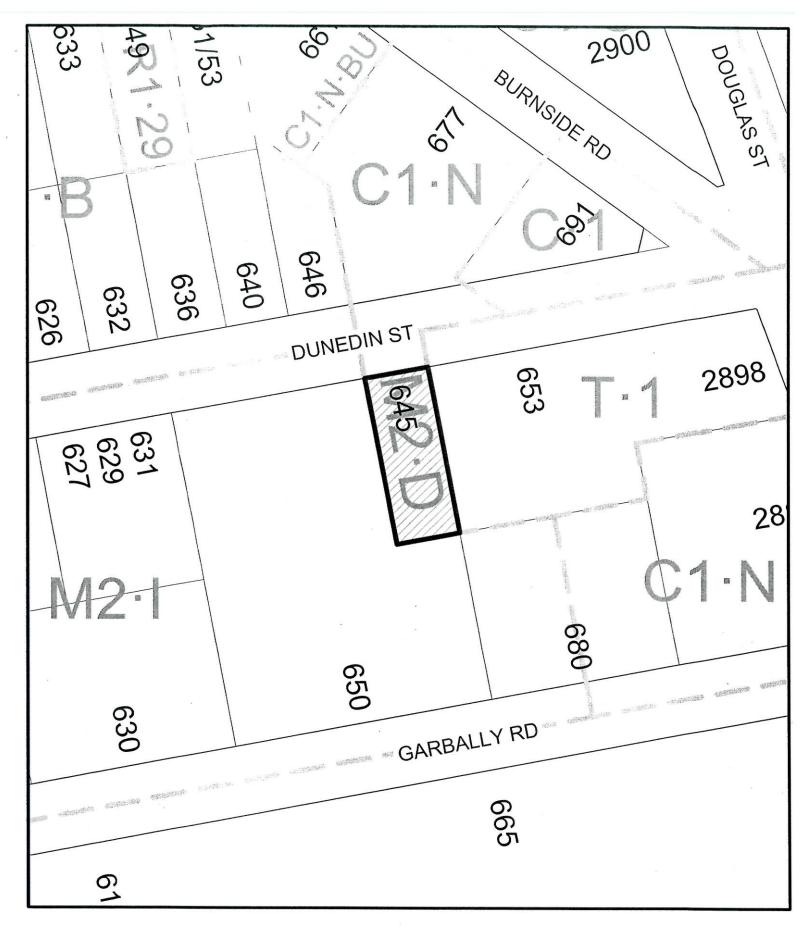
#### 8.0 Recommendation

That Council authorize Development Permit #000330, subject to:

- 1. The applicant providing landscape screening, to the satisfaction of the Director of Sustainable Planning and Community Development.
- 2. The applicant mitigating the effect of the west blank wall to the satisfaction of the Director of Sustainable Planning and Community Development.

#### 9.0 List of Attachments

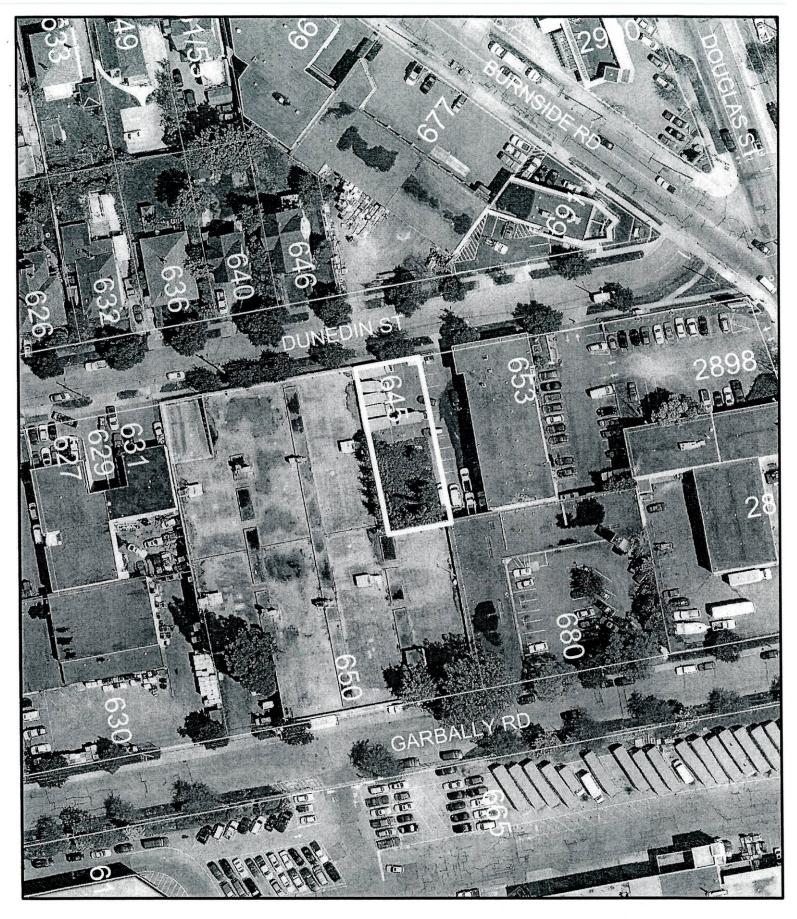
- Zoning map
- Aerial map
- Letter from applicant received November 28, 2013
- Revised plans dated November 28, 2013.





645 Dunedin Street
Development Permit #000330







645 Dunedin Street
Development Permit #000330



Received City of Victoria

NOV 2 8 2013

Flanning & Development Department Development Services Division

# alan lowe architect inc.

07 October 2013 (Revised 27 November 2013)

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,

We are pleased to submit this development permit application on behalf of our client. Our client recently purchased this vacant lot in the Burnside Gorge Neighbourhood to build his own service garage and to operate his business in this location. The property is zoned M2-D Dunedin Light Industrial and under the new Official Community Plan, falls within Development Permit #16.

Our client proposes to build a three bay service garage with a mezzanine and a second storey for offices. 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.

The site is narrow and in order to create a service garage that is functional, we have designed the building so one wall of the building is on the west property line next to the existing building to the west. We have created a storefront office area on the street level and have designed our off street parking spaces at the rear of the site. The building will use aluminum windows and a combination of corrugated metal siding and horizontal metal siding. The party wall will be a two hour rated concrete block wall.

Although the west wall is higher than the neighbouring warehouse, the wall will not be very visible as there are many boulevard trees along the south side of Dunedin that would block the visibility of this wall. We have also changed the concrete block for the first 20 feet of the building to a 8"x8" scored block.

The loading zone as shown on the drawings will not be used by the Owner. It is merely shown as a requirement of the zoning bylaw. Screening of this loading area will not be necessary as no large trucks will be using this area for loading and unloading. The majority of deliveries to this building will be with smaller vans or trucks.

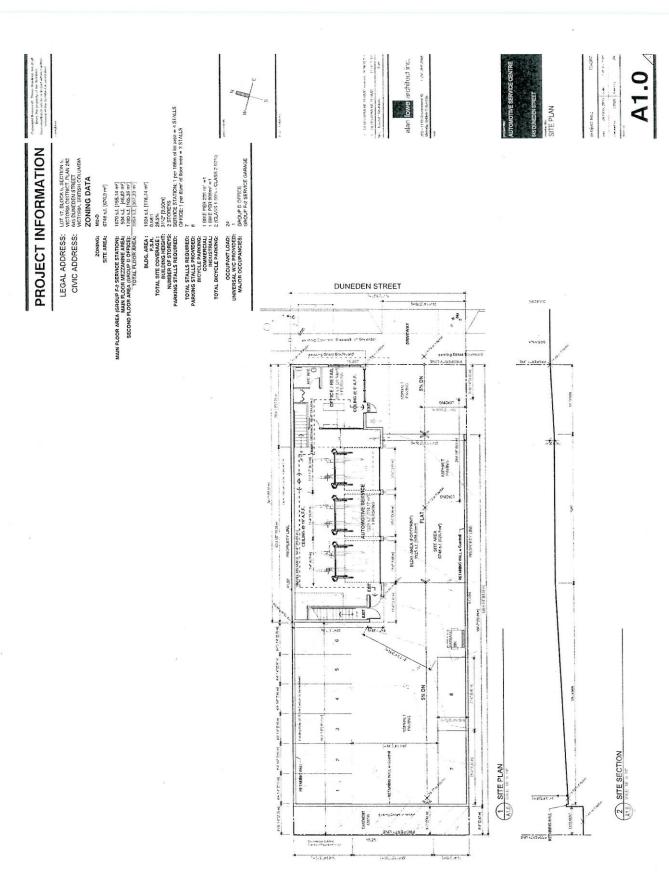
We trust that this proposal is in keeping with the neighbourhood. We believe that this modest building on this small lot will be an asset to the neighbourhood and meets your development permit guidelines for form and character for this light industrial use. We meet all of the zoning requirements for 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.

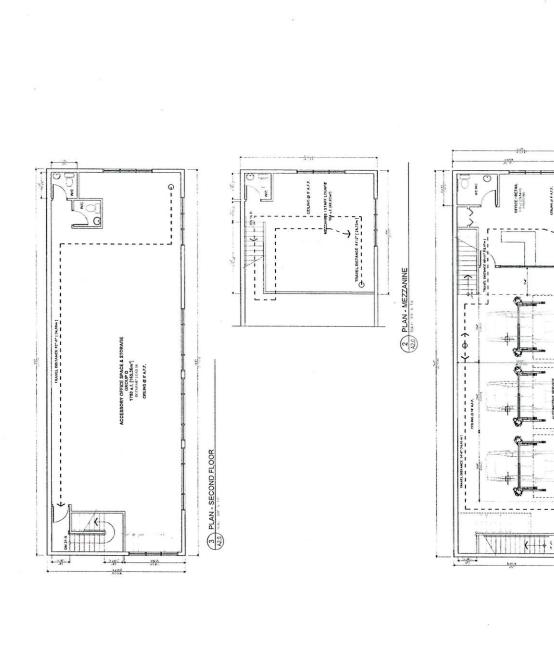
Yours truly,

Alan Lowe

Alan Lowe Architect Inc.

cc. Client



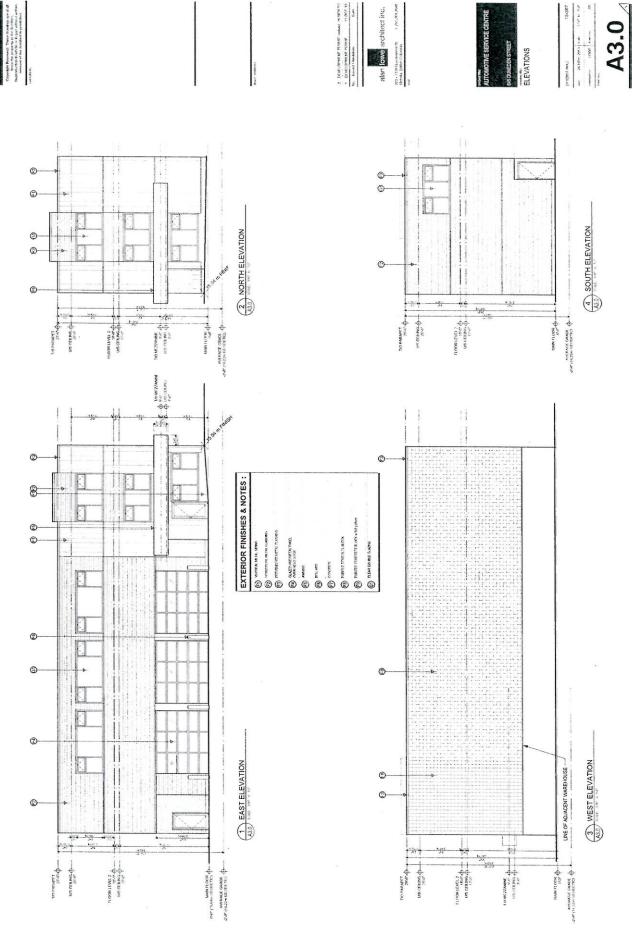


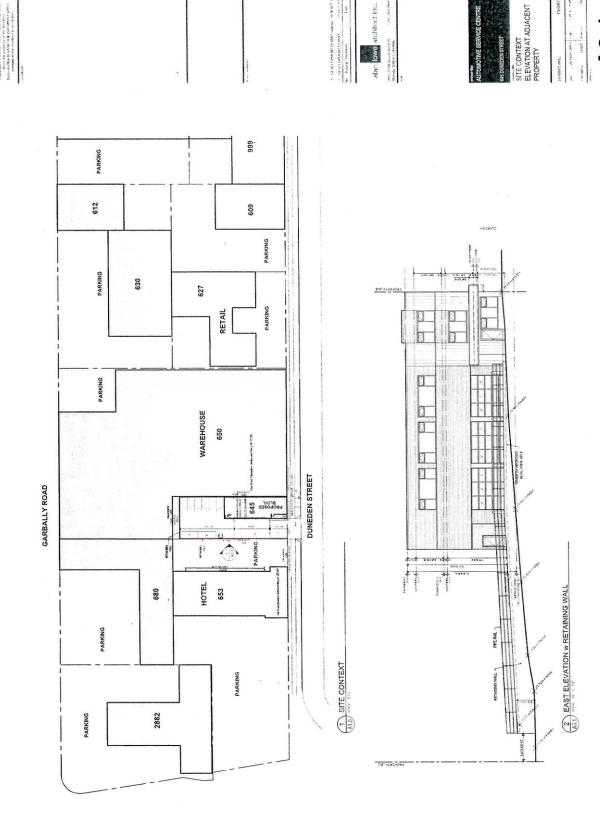
146 DANEDRASHEET
PLAN - GROUND FLOOR
- MEZZANINE
-SECOND FLOOR

project roc. 134,0007

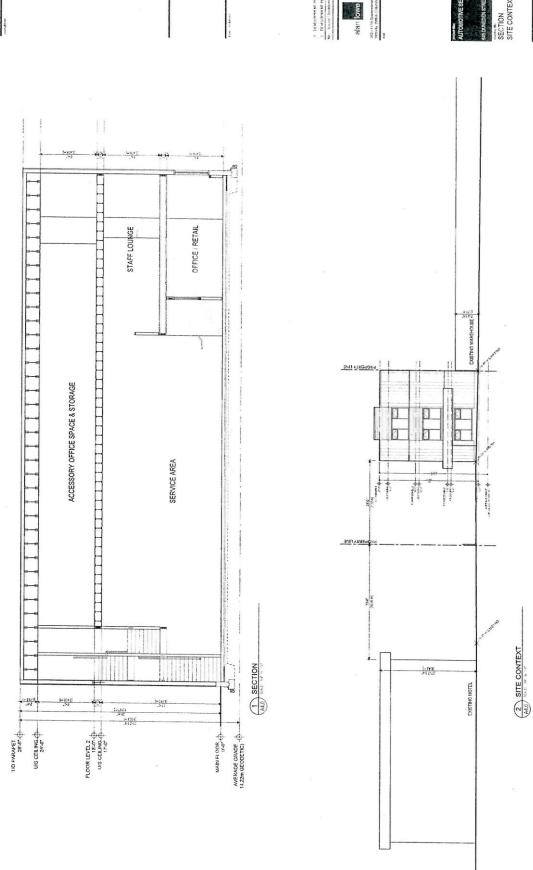
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SITE CONTEXT ELEVATION AT ADJACENT PROPERTY



alan lowe architect inc.

SECTION SITE CONTEXT

A4.0