

# SHELBOURNE

Shelbourne Townhomes  
Rezoning / Development Permit  
Re-submission

Letter to Council  
April 26, 2023



# Application Summary

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# Proposal Overview

## RE: 2540 - 2542 Shelbourne Street – Rezoning / Development Permit Application

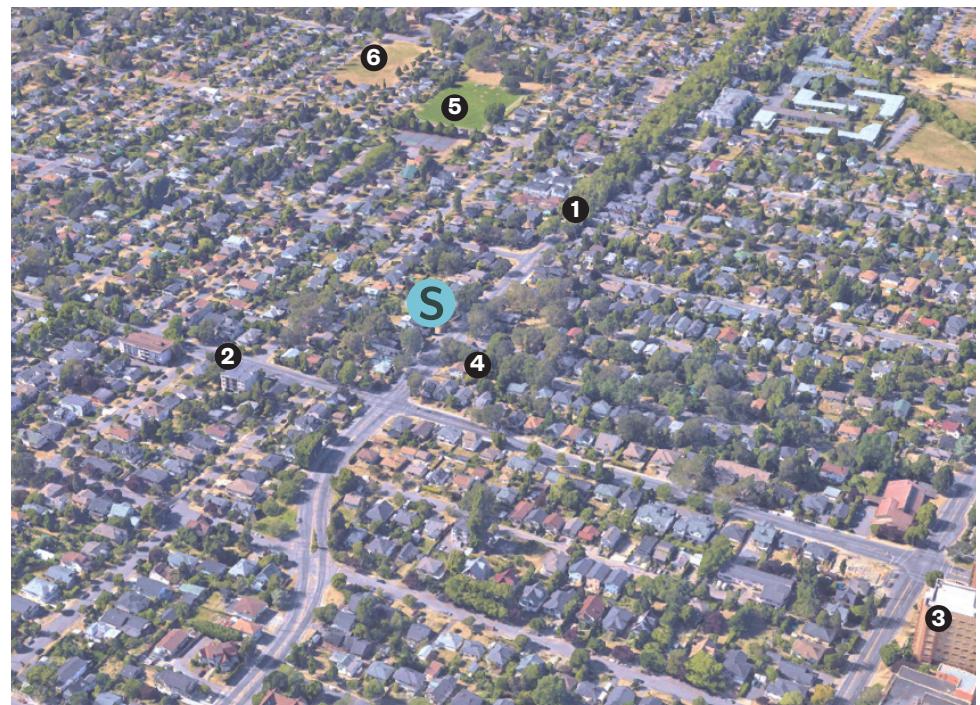
Dear Mayor Alto and Council:

We are pleased to present this Rezoning and Development Permit application for the re-development of 2540 and 2542 Shelbourne Street. Enclosed within this letter is an overview of the proposed infill housing and its benefits to the community and future residents.

The proposal includes the rezoning and consolidation of two single-family lots to permit the development of 15 infill townhomes. Our application is guided by the Official Community Plan (OCP), the Fernwood Neighbourhood Plan (2022), as well as the established development pattern along the Shelbourne Corridor. Through feedback from the CALUC, ADP and various members of the community, the design and site plan have been revised to address housing needs of the community and desire for green space. The proposal's primary focus is on addressing housing attainability under the guidelines of the Missing Middle Housing Initiative through a contextually appropriate form of development.

This application includes a mix of ground-oriented housing, on site family-oriented amenity space of approximately 1,000 sq.ft., a tenant relocation plan that exceeds Policy minimums and improvements to the urban realm along Shelbourne Street. Sustainable building materials and systems have been designed into the project, including considerations for adaptability for evolving families. This proposal includes two homes geared towards car-free living, offering flexibility of housing options within this amenity-rich neighbourhood.

We are excited to present this proposal to Mayor and Council and look forward to our continued work with Staff.



**S** 2540/2542 Shelbourne

1 Shelbourne Street

2 Bay Street

3 Royal Jubilee Hospital

4 Emerson's Way

5 Oaklands Park

6 David Spencer Park

# Area Context

Fernwood is a unique neighbourhood in Victoria with a rich history and a strong sense of community. It is known for its tree-lined streets, heritage homes, and vibrant arts and culture scene. The proposal at 2540/2542 Shelbourne St. aims to provide new housing options that complement the character and charm of the neighbourhood.

The Fernwood Neighbourhood has the city's highest total number of families with children at home, and one of the highest shares of young adults aged 15-34. Housing in the neighbourhood consists of 30% single family and 63% apartment with the balance being townhomes. Between 2012 - 2020, a total of 56 new housing units were approved with in the Fernwood neighbourhood. This application represents a 27% increase in the total number of housing units approved over this 9-year period. Beyond the direct community, the creation of Missing Middle Housing has been challenging when compared to the development of condominiums and single-family dwellings. From 2012 to 2019, fewer than 250 Missing Middle homes were approved. Rising housing costs have left fewer opportunities for families to purchase their first home in Fernwood and Greater Victoria.

One of the key features of Fernwood is its walkability and excellent transportation connectivity. This proposal is not only within a short walking distance to the popular Fernwood Village and Hillside Mall, but also benefits from direct bus connectivity on-site. This makes it an ideal location for those who want to live in a walkable neighbourhood with easy access to public transportation. The bus connectivity provides a convenient and sustainable transportation option for residents to reach other parts of Victoria, including downtown, the University of Victoria, and the surrounding neighbourhoods. Our proposal at Shelbourne St. truly offers the best of both worlds - walkability and direct access to public transportation.

One of the unique aspects of Fernwood is its commitment to sustainability and environmental responsibility. This proposal is designed with these values in mind, featuring energy efficient features and materials that reduce environmental impact.

Finally, Fernwood is a neighbourhood that values community and connection. This proposal is designed to promote social interaction and community building, with features like shared green spaces and community amenities that encourage residents to get to know their neighbours.

Overall, this proposal is an opportunity to grow with Fernwood by providing new housing options that are respectful of the neighbourhood's unique character and values.



## Top 5 Nearby Amenities

- ① Hillside Mall
- ② Kings Park
- ③ Oaklands Park
- ④ Jubilee Hospital
- ⑤ Fernwood Village

- S** 2540/2542 Shelbourne
- bus** Bus stop
- green** Bay St Urban Village (OCP)
- P** Park
- orange** School

# Neighbourhood Built Form

## Precedent Galley Projects

The Shelbourne corridor includes a large number of galley-form housing that fits well within the neighbourhood



1 2918 Shelbourne St



2 2828 Shelbourne St



3 2633 Shelbourne St



4 2910 Shelbourne St



5 2816 Shelbourne St



6 2640 Shelbourne



7 2720 Shelbourne



8 2848 Shelbourne



## 2540/2542 Shelbourne St.

The properties along Shelbourne present a unique hardship given their depth, which has been responded to throughout the neighbourhood with galley style housing. The proposal focuses on creating a typology consistent along the Shelbourne corridor. This galley-form creates homes that are inherently more attainable at 1,200 sf, and includes private outdoor space for all residents.

# Neighbourhood Built Form

## ① 2910 Shelbourne St.

Side yard: 4.53ft Side yard: 8.20ft  
 Front yard: 24.67ft Front yard: 35.10ft  
 Rear yard: 9.23ft Rear yard: 11.85ft  
 Onsite Amenity: - Onsite Amenity: -  
 No visitor parking

## ② 2640 Shelbourne St.

Side yard: 4.53ft Side yard: 8.20ft  
 Front yard: 24.67ft Front yard: 35.10ft  
 Rear yard: 9.23ft Rear yard: 11.85ft  
 Onsite Amenity: - Onsite Amenity: -  
 No visitor parking

## ③ 2816 Shelbourne St.

Side yard: 10.99ft Side yard: 13.15ft  
 Front yard: 27.49ft Front yard: 27.13ft  
 Rear yard: 7.38ft Rear yard: 13.15ft  
 Onsite Amenity: - Onsite Amenity: -  
 No visitor parking

## ④ 2848 Shelbourne St.

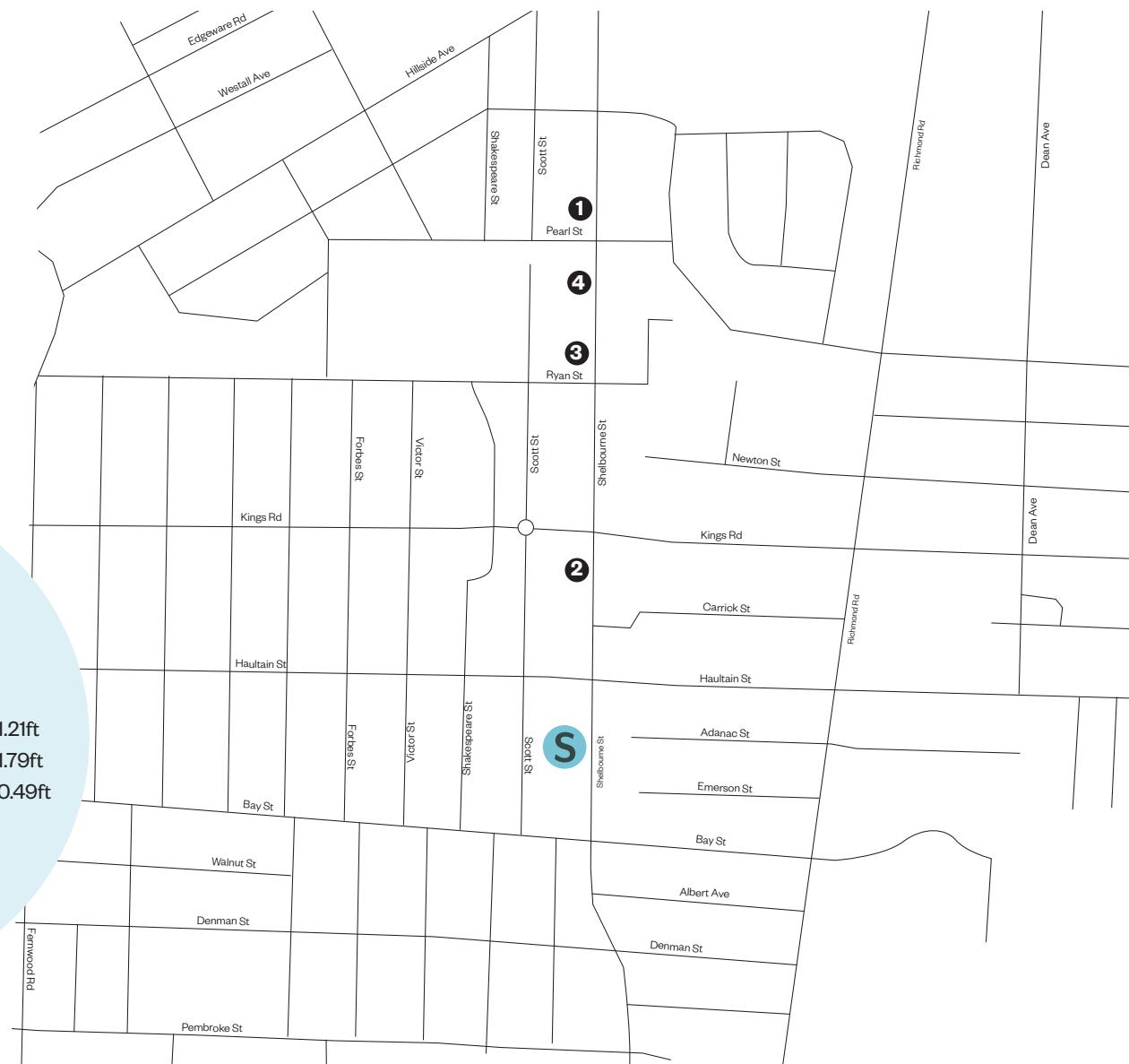
Side yard: 10.99ft Side yard: 13.15ft  
 Front yard: 27.49ft Front yard: 27.13ft  
 Rear yard: 7.38ft Rear yard: 13.15ft  
 Onsite Amenity: - Onsite Amenity: -  
 No visitor parking

## 2540/2542 Shelbourne St.

North buiding South buiding

Side yard: 8.01ft 8.01ft variance from average 1.21ft  
 Front yard: 26.81ft 26.25ft variance from average 1.79ft  
 Rear yard: 23.69ft 9.91ft variance from average 0.49ft

Onsite amenity: 1,000.00 sf



# Policy Context - Housing

## Official Community Plan

The site is currently zoned R1-B, Single Family Dwelling, and holds an Urban Place designation of Traditional Residential. This designation envisions multi-unit buildings up to three-storeys, including attached residential and apartments, at approximately 1.0 FSR. The proposal contemplates the two properties to be consolidated and rezoned to an RT designation to permit three-storey, ground-oriented townhomes with a density of 1.0 FSR, consistent with the objectives and guidelines in the OCP.

The subject property is within the Development Permit Area 16 – General Form and Character. This designation includes several guidelines the proposal has addressed, specifically:

1. Multi-unit residential developments that provide a sensitive transition to adjacent and nearby areas with built form that is often three storeys.
2. To integrate multi-unit residential buildings in a manner that is complementary to established place and character in a neighbourhood or other area, including its heritage character.
3. To enhance the place and 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.
4. To achieve more liveable environments through considerations for human-scaled design, quality of open spaces, privacy impacts, safety and accessibility.

The proposed building form and character have been designed to align with the above objectives. The three-storey townhome form includes a varying and articulated roof line that is reminiscent and complementary to the more traditional forms of housing that are cherished within Fernwood and found along the Shelbourne Corridor. The gables and articulation of the Shelbourne Street facade serve to provide a street-facing character that enriches this block and creates a sensitive infill form through its orientation to reduce the massing along the boulevard.

A setback of approximately 7.7M from the boulevard serves to create a significant landscaped transition and opportunity for future road widening and bike lanes, consistent with recent projects along Shelbourne. The landscape treatment within this area will conform to the guidelines of the provided Statutory Right of Way.

In tandem with engagement of the Fernwood CALUC, ADP and the Planning Department, this proposal focuses on the guidelines and objectives of several policies to shape the proposal. These guiding documents and policies include:

The Official Community Plan;

Fernwood Neighbourhood Plan (2022);

Advisory Design Guidelines for Buildings, Signs and Awnings (1981);

Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development (revised 2019);

Guidelines for Fences, Gates and Shutters (2010);

Missing Middle Initiative (2022);

Tenant Assistance Policy

# Policy Context - Housing

## Fernwood Neighbourhood Plan (2022)

As noted in the Committee of the Whole report for Local Area Plan amendments, “capacity for more housing choice was a top concern among residents... Beyond clear community desire, the need for more housing that meets a diversity of lifestyles, preferences, and incomes is illustrated in latent demand indicators, growth projections, and the gaps in existing Official Community Plan (OCP) Urban Place Designation capacity.”

Within the Fernwood Neighbourhood Plan, the support of diverse, mixed housing is most relevant to this proposal. The intent of designing 15 townhomes on this site creates 2 bedroom + Den, and 3 bedroom homes with an average habitable area of ~1,200 sq. ft. These highly liveable, functional homes are inherently more attainable than comparable single-family homes in the area. Additionally, they include secure interior parking, ample storage for bikes and strollers, private outdoor space for each home, and flexibility at grade for a bedroom to accommodate a growing family or aging in place. This proposal targets young families that wish to stay in or move to this amenity rich community that supports a car-lite lifestyle.



*This project is proposing a form of development that aligns with the imagery and intent of the Fernwood built form illustration. An illustrative concept of a mixed residential area, supporting a variety of housing types, is shown above.*



*A view of the proposed mixed-use, family-oriented amenity space*

# Policy Context - Housing

At a time when housing is a pressing issue in Victoria, we seek to address this need by proposing ground-oriented townhomes for Victorians to call home. This project is largely about unlocking the potential for multi-family housing that meets the needs of those within a traditionally single-family neighbourhood. The proposal responds to the spatial limitations of the site and context along Shelbourne Street, while considering key issues such as walkability, transit, housing diversity and accessibility.

**The specific objectives of the Missing Middle Housing Policy that have been addressed in this proposal include:**

## Improve options for families to stay in the City:

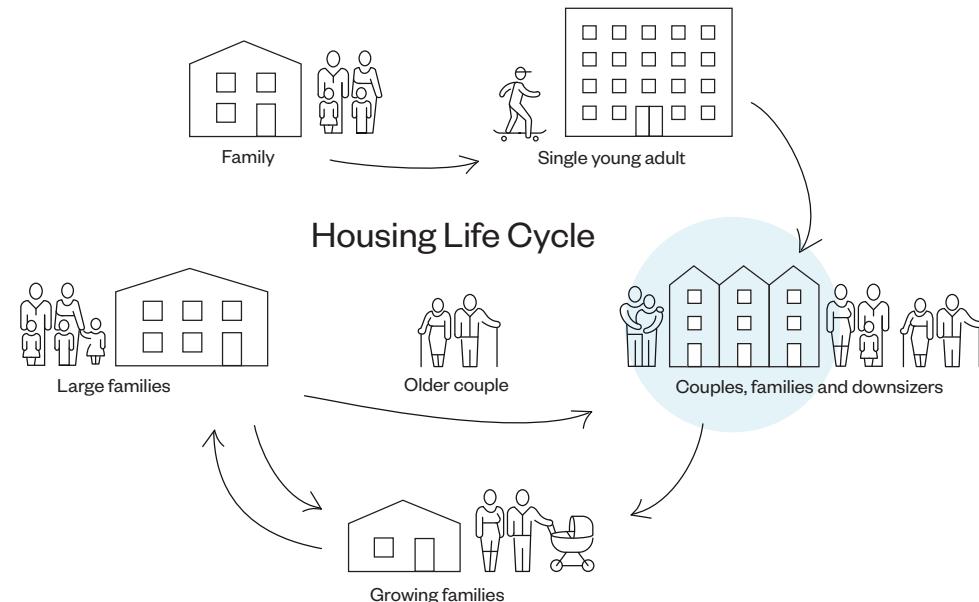
Through the City's Financial analysis for Missing Middle Housing, it is evident that 'smaller unit sizes will keep the total unit price more affordable than larger units allowing the new units to appeal to a broader range of buyers'. To achieve townhomes with an average habitable area of ~1,200 sf, the proposal has oriented the homes perpendicular to the street. This orientation has precedent along the Shelbourne Corridor with the closest relevant project located one block north of this site.

## Increase the supply and variety of housing:

This proposal and the orientation of the homes facilitates a net increase of 13 homes on this site. This form of housing includes multi-level living with flexibility at grade to provide an additional bedroom and private outdoor space.

## Ensure the look and feel suit the character of the neighbourhood, support social interaction and foster a sense of place:

The proposal facilitates a common central courtyard with articulated pedestrian entryways and landscaping to soften what would otherwise be a hardscaped drive aisle. The two homes facing Shelbourne Street maintain a street-facing façade conforming to the Design Guidelines, while benefiting from a shared courtyard open for resident programming. Paramount to the construction of missing middle housing here is affordability, appropriate sizing and orientation.



# Project Pillars

## Attainable Housing

Improve options for families to stay in the City; the 15 townhomes being proposed offer a variety of housing options **including two homes that offer car-free living** in a form that is reminiscent of single-family living. All homes include private outdoor space and large windows to ensure daylight on all levels. With an average unit size of ~1,200 sf, these homes are proposed to be marketed to young families or downsizers wishing to stay within the Fernwood Neighbourhood.

## Flexibility of Housing

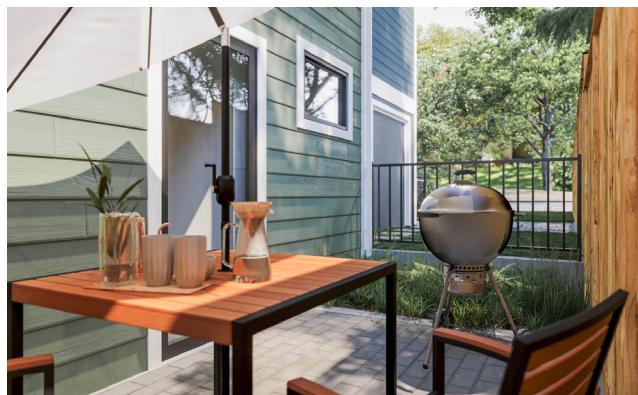
A ground level living space is included in all the homes to allow for a bedroom or den to suit a growing / evolving family. With access from grade, these spaces are programmed to allow for flexibility for long-term tenure.

## On-Site Green Space

An outdoor amenity space of approximately 1,000 sf is included in the proposal and is designed to be programmed with a variety of children friendly play areas and native planting.



Rendering – view to the southwest



Private outdoor space for each home (conceptual)



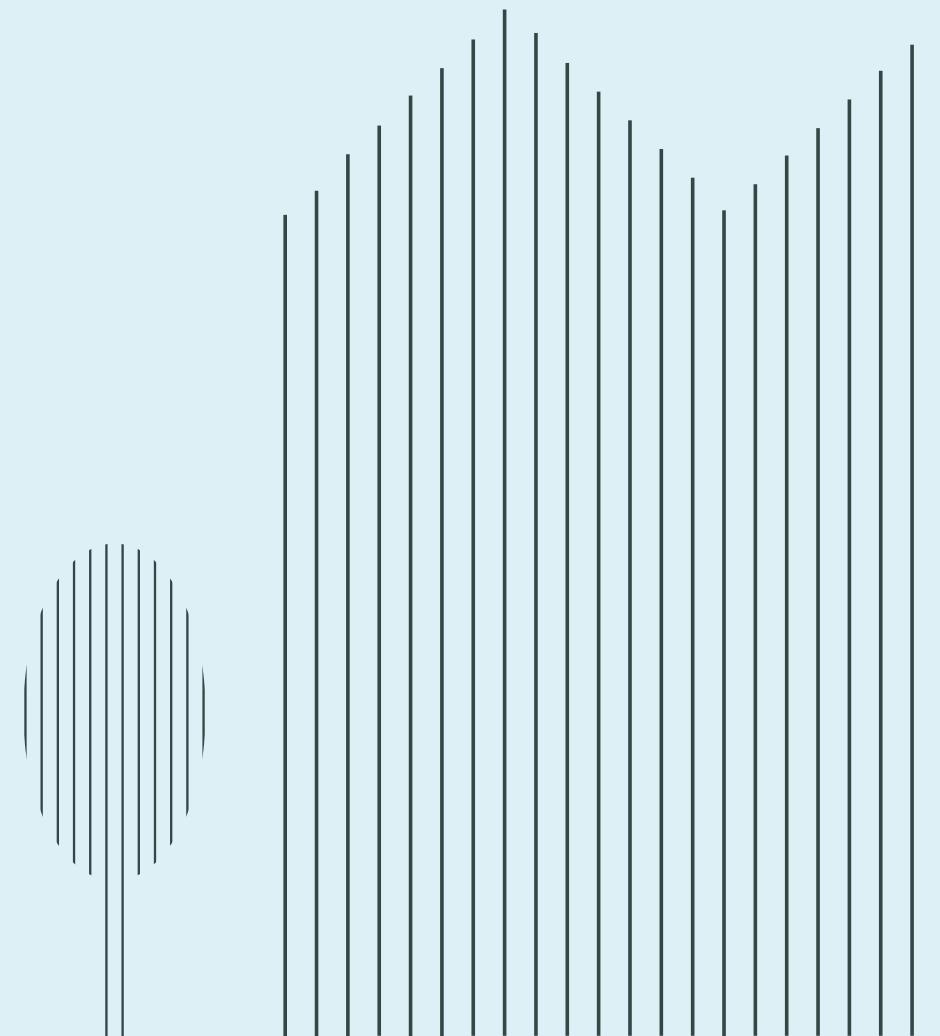
Inspiration for child-friendly amenity space



Proposed outdoor amenity (conceptual)

# Community Engagement

CALUC pre-application	<b>MAY 10 2022</b>
Engagement letters to neighbours	<b>MAY 15 2022</b>
Neighbourhood meetings start	<b>MAY 22 2022</b>
Preliminary CALUC Meeting (virtual)	<b>APRIL 7 2022</b>
Formal CALUC Meeting (virtual)	<b>JUNE 2 2022</b>
Rezoning / DP Submission	<b>JULY 21 2022</b>
Initial Planning Comments	<b>AUGUST 15 2022</b>
Preliminary TAP Approval	<b>AUGUST 24 2022</b>
Re-submission	<b>OCTOBER 25 2022</b>
ADP Meeting (unanimous support)	<b>DECEMBER 14 2022</b>
Updates to site plan + proposal	<b>APRIL 2023</b>



# Form + Proposal Updates

## Privacy and Neighbourliness

Through design iterations and staff feedback, the applicant team explored several housing options for this site. Following precedent projects along the Shelbourne Corridor, some within a single block from the property, the proposal for two rows of townhomes oriented east/west, and perpendicular to the street, limits the overall shadowing impact on the neighbouring properties and reduces the massing of a street wall in this residential neighbourhood.

With respect to addressing potential privacy and outlook concerns, the design team has provided the following changes:

- Fenestration has been designed to address the outlook over neighbours, specifically to the north and south.
- Window heights and widths overlooking neighbours have been sensitively placed with respect to privacy and design considerations.
- The interior programming of the townhomes has been revised to create living spaces with outlook over the shared courtyard resulting in more privacy for neighbours
- Living spaces have been designed to overlook the shared courtyard providing architectural opportunities for expressing the space with more significant glazing / bay windows to increase daylighting.
- The interstitial space between the townhomes and neighbours is programmed with private patios and internal access only. Layered landscaping between the patio and neighbours will promote privacy for both, while fencing and screens will create a second layer of privacy between all neighbours.



# Form + Proposal Updates

The Shelbourne Corridor is characterised by a diverse set of housing typologies. Pockets of more recent construction along this corridor, including but not limited to the Pearl Block and London Arbour, include typologies that have been conceived largely due to site dimensions, namely the significant depth of the properties. These successful infill homes capture the full depth of the properties with reduced set-backs and contextually appropriate 'galley form' design. The most significant challenge / opportunity within this neighbourhood, with respect to housing, is responding to this site depth in a manner that results in a sensitive built form and an economically viable project.

The design team for this proposal has undertaken massing studies to orient homes in a manner that is consistent with the streetscape in this growing neighbourhood and aligned with OCP densities and heights. The Shelbourne Street elevation is designed to fully adhere to design guidelines through fenestration and gables that complement the architectural context of this area, with a roofline that sets back from the street reducing the overall massing along this frontage. This orientation is further enhanced through a continuous landscape buffer running perpendicular to the street along the north and south property lines. This landscape buffer is unique to this site and provides a substantial improvement to existing conditions and visual interest from the boulevard. The homes oriented off Shelbourne are designed to respond to neighbour privacy while maintaining a high level of design and refined expression.

Following the unanimous approval of the submission at the Advisory Design Panel, the comments and suggestions below were made to improve the proposal:

***"Consider a reduction in lot coverage to increase the open area around the buildings"***

This revised proposal reduces the site coverage of the drive aisle by 26%, which has allowed for the introduction of an outdoor amenity play area.

***"Reconsider the front rain garden to have less impact on the existing tree"***

The rain garden has been removed along Shelbourne Street.

***"Consider enclosing the recycling area and review spatial requirements"***

The recycling area has been relocated to a less conspicuous area and screening has been added.

***"Reconsider the functionality and usability of the garden amenity area"***

The garden amenity area has been relocated and expanded to include approximately 1,000 sq. ft. of outdoor programmed area. With strong southern exposure, this amenity space will serve as a focal point for the residents of this community.

***"Consider solar readiness in the design"***

The infrastructure for Solar connectivity is now included in the proposal.

# Design Rationale

## Where We Landed

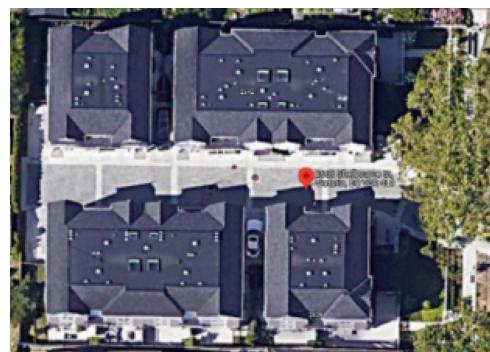
2640 Shelbourne is the strongest precedent given the project is less than one block from our proposal. Our application is nearly an exact replica of 2640 Shelbourne Street from a setback, orientation, height and FSR perspective.



2540/2542 site plan



2540/2542 setback



Precedent site plan



Precedent setback



2540/2542 entry condition



2540/2542 adjacencies



Precedent entry condition



Precedent adjacencies

# Tenant Assistance Plan

Frame Properties is committed to working with tenants and exceeding the TAP program requirements.

Frame has engaged a tenant relocation coordinator early on in the rezoning process to assist with tenant engagement and to ensure the unique needs of each tenant are being heard and addressed. We continue to engage with the tenants and the TRC and are working with City staff to exceed the City's TAP policy.

## FINAL Tenant Assistance Plan Review - [For City Staff to complete]

Application reviewed by Rory Stever & Julie Bull (City Staff) on August 24, 2022 (Date)

Did the applicant meet TAP policy? Yes  No  N/A

Staff comments on final plan:

The applicant has provided a comprehensive TAP that meets the policy requirements under moving expenses and compensation. The applicant goes far above and beyond the policy by providing compensation and moving expenses to all tenants, including those that are ineligible under the current policy guidelines. The applicant has provided a detailed communication plan on how they plan to engage tenants throughout the process and is prepared to give an update on the Tenant Request for Additional Assistance Forms at Public Hearing. Please note Right of First Refusal is not applicable for this TAP.

# Mobility Context + Sustainability

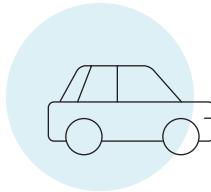
2540/2542 Shelbourne St. is designed with alternative modes of transportation in mind. The central location of our site makes it easy for residents to live a car-lite lifestyle. The area is well-served by cycling and pedestrian pathways. The project will provide secure bike storage facilities with both standard and oversize/cargo bike stalls.

We believe that future residents will enjoy the benefits of walking, cycling, and taking public transit, and we are committed to making these options safe, convenient, and accessible. The Fernwood neighbourhood is known for its walkability, with a variety of shops, restaurants, and amenities within easy walking distance of our site.

As the city continues to invest in cycling infrastructure, including new bike lanes on Shelbourne Street, residents will have even more options for getting around by bike. With easy access to Bay Street, the project is well-connected to major arterials outside the city centre, including the Trans-Canada Highway and Pat Bay Highway, for those who need to travel by car.

Our goal is to create a sustainable and livable community that encourages residents to use alternative modes of transportation, reducing their carbon footprint and improving their overall quality of life. **With the strong connection to bike networks and public transportation, two homes in this proposal are car-free to support a form of housing for residents that use alternate means of transportation.**

The proposal includes a commitment to achieve Step Code 3 of the BC Energy Step Code, equating to a performance target that is 50% better than the BC Building Code. The project team will employ such measures as the use of durable and sustainable building materials, low e-glazing throughout, bike parking for residents to encourage a car-light lifestyle and EV infrastructure for car-charging.



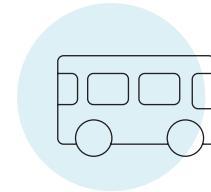
## Road Network

For those who prefer to drive, the project provides easy access to major roadways such as Shelbourne Street and Bay Street, which connect directly to the Trans-Canada Highway and Pat Bay Highway respectively, making it easy to get around the city and beyond.



## Bike Network

Fernwood is known for its extensive network of bike lanes and paths, which provide a safe and convenient way to get around the neighbourhood and beyond. In fact, there is a dedicated bike lane directly on Shelbourne Street, making it easy for residents to bike to nearby destinations. The project will feature secure bike storage facilities, making it easy for residents to keep their bikes safe and accessible. With a bike score of 94, Fernwood is considered a “biker’s paradise,” and the project is the perfect place for residents who want to take advantage of this convenient and sustainable mode of transportation.



## Public Transportation

The project benefits from direct bus connectivity, providing a convenient and sustainable transportation option for residents to reach other parts of Victoria, including downtown, the University of Victoria, and the surrounding neighbourhoods. With a variety of bus routes available, residents will have access to all the amenities and attractions that Victoria has to offer.

**22.5%**  
walk, cycling, or transit to work

**43%**  
walked or cycled for transportation most frequently

**45%**  
have one car in their household

*The 2016 Census of Canada found that 22.5% of commuters in the Fernwood neighbourhood use active transportation (walking, cycling, or transit) to get to work, which is higher than the Victoria average of 15.4%.*

*In 2017, the City of Victoria completed a survey of residents in the Fernwood neighbourhood, which found that 43% of respondents walked or cycled for transportation most frequently.*

*The same survey found that 45% of respondents had one car in their household.*

*Active transportation modes are popular in Fernwood, and many residents rely on walking, cycling, and transit to get around.*

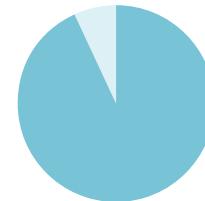
# Fernwood Pre-Application Community Feedback

## Communities position on the proposal

“This is a proposal for the “missing middle” or attainable housing that our city, and particularly young families, so desperately need. I hope the City can approve this project and more projects like this.”

“This is the type of housing desperately needed for Victoria. The design fits into the existing character of the area and offers families an alternative to condos or single-family homes that have become beyond their financial ability to buy.”

“Our community is very much in need for this type of housing, especially in the vicinity of the hospital and bike paths.”



93.3%

Support the project

6.7%

Oppose the project

“I’m writing today to support this application. I have 3 young kids and it’s because of them that I feel compelled to comment on housing issues in this city. I am always thinking about how our city will look when it is time for my kids to move out on their own. As a family, there are such limited options and very few that suit many family’s needs. Townhomes are the ideal type of housing for young families and the plan here makes sense. This feels like the right amount of homes and the look of them fits into the character of the area. This city needs more missing middle and this proposal is in line with that reality. It is important we consider how our kids will live in this community and that we are making decisions that are not only beneficial for us but beneficial for them as well.”

“I believe this development would be a benefit to our neighborhood. It provides options for younger families to live in an amazing part of the city. I also think that providing this type of “missing middle housing” will allow people of my age (early-mid 30’s) to live a more car free and sustainable lifestyle. We can live close to the city and commute by bike or bus instead of being economically forced well outside the city and rely on cars for transportation. In my opinion, there are a number of other similar developments along that strip of Shelbourne and they blend into the streetscape nicely.”

“I’m in support of missing middle housing that will step up to meet the huge demand for started homes, and intelligently designed smaller spaces. The lack of this type of attainable housing has led to many young professionals and families leaving the area as affordability has pushed them to move to the west shore or north of the Malahat. This is a worrisome trend for the long-term health and vibrancy of the community. With such a shortfall in housing stock, it is clear that every effort must be made to increase the density of single-family lots along busy corridors and this proposed development is a great step in the right direction. After reviewing the proposed plans, I strongly support this development. It’s an efficient design that still takes into consideration the neighborhood character without sacrificing density using a galley-style layout to take advantage of the deep lots. I hope to see this and many more developments like it revitalize the Shelbourne corridor in the near future.”

“Great project to help revitalize Shelbourne and the Fernwood neighborhood. A much-needed form of housing in Victoria.”

“I own and live at 2560 Shelbourne St., and I’m in full support of this development project. This project will open up opportunities for families to move into Victoria and enjoy all the amazing things the city has to offer, families that would otherwise not have the ability to do so. This project just makes sense, it will create the housing density needed for Victoria and at the same time bring life back to my neighbourhood. Imagine, the wonderful idea that I’d be able to enjoy decorating my home again for Halloween, for the little ones! My neighbourhood would become a growing, thriving community.”

Thank you