

Breia Holdings Ltd.
4044 Hollydene Place
Victoria, BC V8N 3Z4

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

Attn: Mayor and Members of Council

May 26, 2020

Re: Re-zoning and Development Permit Application: 1400 Fairfield Road and 349/351 Kipling Street
(Rez No. 00702 & DP No. 000555)

Dear Mayor and Members of Council,

We are pleased to submit the enclosed revised Rezoning and Development Permit Application for an eight-unit townhouse proposal (with two suites) located at 1400 Fairfield Road and 349/351 Kipling Street. The original application was submitted on June 21, 2019 with revisions being submitted on December 13, 2019 and May 26, 2020. This revised application responds to the additional comments made by each City of Victoria department through their review. A detailed summary of the revisions are included in the letter as **Appendix A**. Past revisions summaries are provided in **Appendix B**. Required off-site civil construction cost estimates are provided in **Appendix C**.

Our primary guidance for this rezoning and development proposal comes from the recently adopted Fairfield Neighbourhood Plan, which calls for diverse infill housing forms, and increased density in Fairfield. Sections three and eight of the Fairfield Neighbourhood Plan offer support for townhouses on this site and give direction on townhouse forms:

- **Section 3: 3.5.1.** Add opportunities for people to live on Frequent Transit corridors on Fort Street and Fairfield Road (see Chapter 6, 8).
- **Section 8: 8.11.10.** For infill housing along Fairfield Road, consider heights of 2.5 - 3 storeys (up to approx. 8.3 - 10.5 metres in height.)
- **Section 8: 8.13.1.** Development up to 1:1 floor space ratio and 2.5 to 3 storeys may be considered.
- **Section 8: 8.13.3.** A variety of housing forms may be supported. These include: c. Townhouses; e. duplexes.
- **Section 8: 8.13.5.** Reductions in parking requirements, as compared to other parts of Fairfield's Traditional Residential areas, should be considered to reflect the location of this area near shops, services, transit and amenities.
- **Section 8.18 (Townhouses):** Intent - To consider townhouses in appropriate locations as a choice for ground-oriented living with on-site amenity space. Consider the possibility for lock-off suites or stacked townhouses to allow for units, which may be more attainable or add rental choices.
 - **Section 8: 8.18.1.** Consider townhouses on lots with two frontages and lots with laneway access, and in the areas near Cook Street Village and along Fairfield Road (Map 11).
 - **Section 8.18.3.** Individual townhouse units should generally front onto a public street with direct pedestrian access from the fronting street.

- **Section 8: 8.18.4.** Within the anticipated density and massing, townhouse units fronting the street may contain lock-off suites or stacked units. Ground level units are encouraged to be accessible or adaptable to meet current and future demand.
- **Section 8: 8.20.2.** Small lot subdivision is discouraged in the Cook Street Village area and along Fairfield Road, where more diversity of housing choice is desired.
- **Section 9 (Housing Affordability):** Allowing rental suites in more types of housing, to support more affordable home ownership and greater rental options, and encourage house conversions that may include rental units.

PREAMBLE

Breia Holdings Ltd. acquired 349/351 Kipling St. in 2015 and initially proposed the construction of a purpose built-group daycare to the community. While there was a recognized need for more daycare spaces, following community consultation and a CALUC meeting, we decided not to pursue re-zoning of the property for this purpose. The feedback received from the community was that although the current site could be improved with new construction, a group daycare was not a good fit. Family-focused housing was recommended as an alternative to the daycare.

Breia Holdings Ltd. subsequently acquired 1400 Fairfield Road in October 2018 and pursued plans to re-develop the consolidated site into ground oriented, family-focused residential housing. After studying the neighbourhood, we engaged Sebastien Garon Architecture and Design to come up with some preliminary concepts for a townhouse proposal. This was presented to the Fairfield community at three meetings, which included an introductory meeting, a preliminary meeting, and a CALUC meeting in spring 2019. In addition to the CALUC meeting, more than 180 letters were sent to Fairfield residents, which invited input into the proposal. Based on feedback received from the neighbourhood and planning staff, we have made significant revisions to this proposal, which we feel, have improved its form, function, and design. Following the re-design submitted to planning on December 13, 2019, a second round of letters (180+) were sent to Fairfield residents, explaining revisions and inviting additional input into the proposal. Individual meetings and phone consultations were held with interested parties.

DESCRIPTION OF PROPOSAL

This re-zoning and development permit application is requesting to re-zone two properties from R1-B (Single-Family Dwelling District) – currently a non-conforming duplex and single family dwelling, to a new site-specific zone to allow for six attached dwellings (one with a bachelor suite) and a duplex (one with a bachelor suite). Each of the eight units proposed have 2-4 bedrooms, private garages, and are 1803 – 2047 sq. ft. in size (including suites). Here is a summary of unit varieties offered:

- One two bedroom duplex unit (2.5 bath) + bachelor lock-off suite
- One three bedroom duplex unit 3-bedroom duplex units (3.5 bath)
- Five 4-bedroom townhouse units (3.5 bath)
- One three bedroom townhouse unit (2.5 bath) + bachelor suite (on single title)

The proposed townhouses are configured in two clusters, one cluster with two units (fronting Fairfield Rd.), and the other cluster with six units (fronting Kipling St. and Thurlow Rd. facing Robert J. Porter Park and Brooke St. Green). This unique configuration was selected to complement the elongated nature of

the consolidated lots, sloped topography. It was also selected to accommodate driveway access restrictions fronting Fairfield Rd. The proposed buildings present as two stories to the street, but are technically three stories in height due to the parking orientation. Maximum heights of the buildings are 8.23M to 9.46M, respectively, with as FSR of 0.88.5:1.0.

All three of the existing units are tenanted. Consistent with the City of Victoria Tenant Assistance Policy, a tenant assistance plan has been developed and shared with eligible tenants. The Tenant Assistance Plan accompanies this application.

SITE CONTEXT

This development site is located along Fairfield Rd., Kipling St., and Thurlow Rd. The properties included in this proposal are characterized by their proximity to the natural landscape of Robert J. Porter Park across the street to the North-West and Brooke St. Green across the street to the East – which is why the project has been given the name ‘Le Parc’. The site is also conveniently located close to shops, services, schools, and public gathering spaces at Five Corners Village Ross Bay Village. Below is specific information related to nearby shops, services, schools, and green spaces:

- **Shops and Services:** This site is 350m from Five Corners Village and approximately 750M from Ross Bay Village.
- **Nearby Schools and Community Services:** The site is located across the park from Sir James Douglas elementary school, where there are currently 520 Kindergarten to Grade 5 students. It is also across the park from the Fairfield-Gonzales Community Center, which houses a preschool.

In terms of zoning context, the site is bordered by 1.5 storey single-family homes to the southeast, two-storey buildings on Fairfield Rd., and a duplex across the street to the North on Kipling St. 1400 Fairfield Rd. is part of the Fairfield Corridor a sub-area of traditional residential areas where development of up to three stories is to be considered (Fairfield Plan, September 2019, p. 83). One reason cited for increased density considerations in the Fairfield Plan is proximity to frequent public transit, with the #7 bus stop in both directions being located directly across the street from of 1400 Fairfield Rd and route #1 is located nearby on Richardson St. (approximately 300m away from the site).

DESIGN

When undergoing preliminary and conceptual designs for our development proposal, we consulted the *Design Guidelines for Attached Residential Development: Fairfield Neighbourhood* to ensure design was consistent with existing design guidelines for the neighbourhood. In the original letter to mayor and council, a line-by-line analysis of how we worked to align with each of the line items included.

Driven largely by site challenges, the overall architectural approach taken in this proposal is contemporary in design. This approach will contribute to contemporary designs are becoming increasingly prominent along Fairfield Road. While contemporary designs do not immediately neighbour the site, the majority of residences that have been recently constructed or are planned to be constructed near the proposed development site are of contemporary design (including across the street from the proposed development site on Fairfield Rd.). **Figure 1** provides illustration of nearby residences, which have been recently constructed, or designs, which are approved for construction. **Figure 2** illustrates locations of these residences relative to the proposed development site.

Figure 1: Approved Designs & Recent Construction near 1400 Fairfield Rd. 349-351 Kipling St.

			
<p>1403 Fairfield Rd. (Constructed: 2017)</p>		<p>Lot D, E, F Moss Rocks (Under Construction: 2020)</p>	
			
<p>1303 Fairfield Rd.(Under Construction: 2020)</p>		<p>1444/1446 Fairfield Rd. (Constructed: 2012)</p>	
			
<p>1405 Fairfield Rd. (Constructed: 2002)</p>		<p>1473 Faircliff Ln./1477 Fairfield Rd. (Constructed: 2013)</p>	
			
<p>200 Moss Rocks Place (Constructed: 2009)</p>		<p>410 Durban St. (Constructed: 2019)</p>	

Figure 2: Annotated Map of Highlighted Houses in Figure 1 (Relative to Proposed Development Site)



Red = Illustrated in Figure 1. Below is a list of additional residences, which are of modern or transitional design and recent construction, but are not illustrated in Figure 1

- 1494 Fairfield Rd. (Constructed 2010)
- 339 Masters Rd. (Constructed 2017)
- 240 Moss Rocks Place (Constructed 2008)
- 220 Moss Rocks Place (Constructed 2009)
- 1455 Clifford St. (Constructed 2019)

Modern architectural form in this project is expressed through cubic design, oversized windows, glass detailing, and flat accessible, utility-oriented flat roof forms. This design created functional living spaces that are full of natural light and allow for the inclusion of forward-oriented outdoor spaces in the form of large rooftop decks, which look onto green spaces. Flat roof forms and roof decks are generally not congruent with more traditional building designs, which have peaked rooflines, which contributed to selection of a contemporary design. Peaked roofs of more traditional designs also contribute to general overall building height, and would have resulted in a taller proposal, with less usable outdoor space.

Below are a few unique features of this project, made possible through contemporary design:

- **30-degree angled garages:** A response to the narrow lot width, this parking orientation hides parking at the rear of the buildings, and allows for the buildings to be set as low as possible given the natural slope of site, with the one-way entrance on Thurlow Rd. at the lowest point of the site, and the exit onto Kipling St. Garage doors are designed to be glazed with frosted glass,

creating privacy and allowing natural light to reach the garages. The 30-degree parking orientation also has the benefit of enhancing safety, as it does not require a turnaround.

- **1.5 storey living room:** The rear oriented parking orientation results in street-oriented entrances near street level and a split level inside which allows for the incorporation of oversized 1.5-storey floor to ceiling windows overlooking Robert J. Porter Park and Fairfield Rd. This provides as much light as possible to the six of the units, which are north facing, and results in the units presenting as two stories from the streetscapes.
- **Generous roof decks with space for urban agriculture:** With parking situated at the rear of the structures to provide a friendly face to the street, private roof decks have been designed as the principal outdoor space for the units. The outdoor space provided to each unit in the form of the roof deck is more than double the amount of outdoor space that is available behind each unit (600+ sq. ft./unit), which is currently used for parking circulation, and offer considerable more light to residents, as well as park views. The ability to limit overlook by directing views away from private residences, towards neighbouring Robert J. Porter Park, and Brooke St. Green, were considerations in selecting this as a suitable outdoor space.

In addition to complementing other contemporary residences in the area, efforts have been made to complement some of the more traditional residences nearby by adding a prominent entry porch on the Thurlow Rd. Façade, and incorporating stucco into the design (the most common exterior building material used in nearby residences).

In the design of this project, notable efforts have been made at every stage to try to minimize the height of the buildings. Placing parking at the rear of the structures so that parking can be dug into grade from the sites lowest point, and dropping the development in sections of two, from Fairfield Rd. to Thurlow Rd. This has allowed the building heights to be reduced to heights lower than other similar projects recently constructed or approved in the City of Victoria. **Table 1** lists a few examples of recent townhouse developments, and one small apartment in the City of Victoria.

Table 1: Building Heights of recently re-zoned townhouse developments

Address of Attached Dwellings	Height (above average grade)	# units / clusters	Stories	Re-zoned
<i>This proposal</i>	<i>9.46M (top of roof hatch) – end 2 units are 8.23 and 8.34M (to top of roof hatch)</i>	<i>8 (2 clusters)</i>	<i>3</i>	<i>Application submitted</i>
1712/20 Fairfield Rd.	11.14M (to midpoint of roof)	20 (3 clusters)	3	2019
2816 Shelbourne St.	9.70M (top of flat roof)	5 (1 building)	3	2018
2910 Shelbourne St.	10.7M (flat roof + parapet)	6 (1 cluster)	3	2018
2636, 2638, 2642 Shelbourne St.	10.2M (to midpoint of roof); 10.65 to top of roof	12 (4 clusters)	3	2014
2330 Richmond Avenue	10.31 M to top of flat roof	7 Unit Apartment	3	2017

Note: Examples from other neighbourhoods are included as there have been few Townhouse Developments in Fairfield

PROJECT BENEFITS AND AMENITIES

This project will bring eight new well-designed family-oriented residences (two with bachelor suites) to the Fairfield Corridor. In addition to providing additional housing, this project will provide the following:

- **Community bench:** A community oriented public bench is proposed (on the development site) on the corner of Kipling St., and Thurlow Rd. (see site and landscape plan for more detail). This bench overlooks Robert J. Porter Park and Brooke St. Green, and is designed for public use.
- **Civil upgrades:** This project will also improve the area surrounding the site, providing an estimated **\$137,550.00** in offsite upgrades to public lighting, new sidewalks, new medians, and street paving (See **Appendix C** for more information).

NEED AND DEMAND

In Fairfield, Single Family homes and Apartments make up 87.3% of housing stock. There are relatively few housing options, which meet criteria of ‘middle housing’. According to the Fairfield Community Profile (2016), only 1.5% of housing in Fairfield are townhouses, which are often referred to as ‘the missing middle’ between single family home and apartments/condos.

This re-zoning and development proposal aims to create eight additional family-oriented (2-4 bedroom) ‘missing middle’ housing units. This proposal responds generally to demands for additional housing to address population growth, and more specifically to increases in the number of families with young children in the City of Victoria. According to 2016, census data there are 2,940 residents aged 0-4 years old in Victoria, BC, an increase of 4.3% from 2011.

IMPACTS

Table 2, below summarizes possible neighbourhood impacts associated with this development and associated mitigating factors and strategies employed:

Table 2: Possible Impacts, Mitigating Factors, and Strategies to address impacts

Possible Impact	Mitigating factors and strategies to address possible impacts
Parking	<p>Nine off-street parking spaces are provided in this proposal (one for each townhouse + one visitor parking space). While this was compliant with Schedule C in previous submissions, with the addition of two lock-off bachelor suites added (following consultation with planning and suggested in public consultations), a variance of five parking spaces is now required to meet Schedule C requirements.</p> <p>Despite the variance request, it is our opinion that any additional parking resulting from service vehicles, guests, or even other residents will have limited impact on neighbors and park users for the following reasons:</p> <ul style="list-style-type: none"> • Residential neighbours: There are no other houses located on the 300 Block of Kipling St. • Frontage: There is 239 ft. of street frontage on Kipling St. (including one proposed drive aisle) immediately in front of 349/351 Kipling St. and 1400 Fairfield Rd. Across the street from the proposed development street on

	<p>Kipling St. is an additional 239 ft. of street frontage or 72.93 M (as per site survey).</p> <p>Other factors impacting parking and car ownership more generally include:</p> <ul style="list-style-type: none"> • Proximity to bus access: This site is located near major bus routes – Route #7 is located immediately in front of the development site on Fairfield Rd. (both sides of the street) and Route #1 is located one block away on Richardson St. • Community profile: Given the proximity to downtown and other employment hubs such as the Royal Jubilee Hospital, we expect that many residents will rely on alternative transportation methods for commuting to work, and residents looking to live in this central location may be seeking this to limit emissions. According to Statistics Canada (2016), 64% of people who live in the City of Victoria work in their community (the highest of any municipality in the CRD). Additionally, according to the Fairfield Community Profile (2016), 55% of Fairfield Residents walk, bike, or use public transit to commute to work, which is higher than the city of Victoria as a whole. • On-site bicycle parking: This project exceeds bicycle-parking requirements. In total 28 long term bicycle spaces are proposed (9 are required) and 10 short term bicycle spaces (6 are required).
Shadowing	<p>A shadowing study has been completed for this project. At its highest point of 9.46M, the proposed structure is taller than existing structures, however, due to site orientation, shadowing on neighbouring properties is relatively limited. Shadows are primarily cast onto Kipling St. and Thurlow Rd. The two immediate neighbours at 1408 Fairfield Rd. and 1407 Thurlow Rd. would be impacted by varying degrees of shadowing, which would begin at approximately 3pm onwards in the spring, summer, and fall (See Shadowing Study for details).</p>
Privacy and Overlook	<p>A window overlay has been completed for this project. When designing the proposed structures careful attention was paid to try to maintain privacy between the neighboring properties. The following design elements are aimed specifically at maintaining privacy:</p> <ul style="list-style-type: none"> • Unit orientation: All unit entrances and principal windows are oriented towards the street. • Outdoor space locations: Usable outdoor spaces are oriented towards the streets and away from immediate neighbours. This includes: <ul style="list-style-type: none"> • Rooftop patios (with screening to prevent overlook); • Shared yard space facing away from neighbours. • Window Locations: Windows were strategically located throughout the design of the building with the intent to minimize and direct views or overlook into neighboring properties.
Safety and Security associated with density	<p>This proposed development will increase safety in the area by increasing the number of eyes on the streets (Fairfield Rd., Kipling St., and Thurlow Rd.) and parks (Robert J. Porter Park and Brooke St. Green). All entrances and principal windows are oriented towards public streets. Other design elements that will improve safety and security include:</p>

	<ul style="list-style-type: none"> • On-site Lighting: The principal entrances for each unit will be well lit. There will also be lighting located in the parking areas, retaining walls, and signage wayfinding purposes (See landscape plan for more details). • Fencing and Gates: Yards located on Thurlow Rd. and Fairfield Rd. will be completely fenced (see landscape plan for details).
<p>Noise associated with heat pumps</p>	<p>Heat pump units are proposed to be located on the rooftop of each residence (greater than 15 ft. from neighboring property lines in all instances). According to best practices, “the roof is often the best location [for heat pumps] in terms of noise mitigation”. When sourcing heat pumps models will be selected to ensure compliance with the City of Victoria Noise Bylaw (03-012). According to the City of Victoria Noise Bylaw, in Quiet Districts (which includes the proposed development site); noise levels shall not exceed 55 dBA when received at a point of reception during the day and 45 dBA during nighttime. For reference, 45 dB is comparable to sound of birdcalls or the noise level within a library, while 55 dB is similar to the sound of a dishwasher in the next room.</p> <p>Source: Ozols-Mongeau, Lucas. (2017). “DOCUMENTATION OF URBAN DESIGN AND OUTDOOR NOISE BEST PRACTICES FOR AIR-SOURCE HEAT PUMPS” Greenest City Scholars Program.</p>

SETBACKS & HEIGHT EXPLAINED

The setbacks and building heights presented in the project table represent a few specific points on the site. Below is a detailed explanation of setbacks in this project.

Side yard exterior setback (0.75M): The North-west setback on the Kipling St. frontage is measured to the entry steps that are over 0.6M in height, not to the façade. The varied heights of the entry steps are in response to the slope of the lot, even with every second unit stepping down in height by 0.77M. For units 1-6, the distance to the principal façade is for Unit 1-6 is 1.5M, it is 2.12M to front windows of each unit, which comprises most of the frontage on Kipling St., and the front door is setback 2.41M from the property line. For unit 7-8, the principal façade is set 1.5M from the setback, with the exclusion of two minor protruding windows on the top storey of the duplex. The 1.5M setback to the building façade was driven by section 8.11.2 of the Fairfield Plan, which indicates support for side street oriented setbacks of 1.5 M for lots of at least 15 M wide.

Side yard interior setback (3.91M): This setback is measured to architectural screening which runs over top of, and down the exterior stairs that provide access to the basement suite in Unit #8. On the site, the stairs span a distance of 5.35M on the lot, which is a total of 72.93M in length. With the exception of this one structure, all other building points are set back 5.0M to 5.14M from this property line. This is consistent with section 8.11.3. which prefers increased side setbacks for interior lot lines to respect privacy and sunlight in adjacent back yards. *Note: At all points on site the combined side yard setbacks are greater than combined side yard setbacks set out in current R1-B zoning.*

Front yard setback: Thurlow Rd. (4.67M): The setback on Thurlow Rd. is measured to an exterior porch, which provides access to Unit #1. The setback from the property line to the principal building façade of Unit #1 is greater at 6.5M. The porch, along with screened stairs to a basement suite are intended to compliment porches that are present in several units on Thurlow Rd. This setback is generally consistent with section 8.11.1. of the Fairfield Plan, which desire minimum front yard setbacks of 5-6M, and incorporate items such as patios and porches.

Front yard setback: Fairfield Rd. (4.48M): The southwest setback fronting Fairfield Rd. is measured to the architecturally designed post, which supports the overhang over the front door. The distance to the principal façade to the setback further at 5.7M. This setback is generally consistent with section 8.11.1. of the Fairfield Plan, which desire minimum front yard setbacks of 5-6M, and incorporate items such as patios and porches. *Note: In existing R1-B, zoning projections of 1.6M into the setback is allowed for porches, but is not included in this instance as a new zone is being requested. Several nearby houses have porches that project into setbacks, as per R1-B zoning.*

Building Height: The height of both building clusters is measured to the highest point above average grade, which is the top of the rooftop access hatches. For building cluster #1, this is 9.46M. For building cluster #2 this 8.23M. While the height of 9.46M is above the suggested height for traditional residential areas in Fairfield (which is generally suggested to be up to 8.3M), the heights of the units above average grade reduce to that height as they step-down the hill from Fairfield Rd. to Thurlow Rd. Located near the center of the consolidated lot, the tallest units are unit 5-6, which is 9.46M above average grade, with unit 6 and half of unit 5 located on the Fairfield Rd. corridor, where heights up to 10.5M are to be considered in re-zoning. Total height above average grade then reduces to 8.95M for unit 3-4, and 8.34M for unit 1-2 (.04M above suggested heights in traditional residential areas). At a height of 9.46M, this is 1.04M less than the suggested maximum height for sites situated on Fairfield Rd. with properties pushed as far away from neighbouring properties as possible (5M).

SUMMARY

We feel that this proposal will benefit the Fairfield Neighbourhood by providing additional family oriented housing options, and setting a high standard for future developments along the Fairfield Corridor in years to come. We look forward to presenting this project to council. If you have any questions or require further clarification of any part of this application, please do not hesitate to contact me directly.

Sincerely,

A handwritten signature in black ink, appearing to read 'Bart Johnson', with a long horizontal flourish extending to the right.

Bart Johnson
Principal, Breia Holdings Ltd.

Appendix A: Summary of Plan Revisions

Re: REZ No. 00702 & DP No. 000555 (1400 Fairfield Rd. and 349 Kipling St.)

Attn: City of Victoria Planning staff (Alec Johnston):

Thank you again for your ongoing review of our application (Past Versions: June 21, 2019, December 13, 2019), providing further feedback for consideration, and outlining additional requirements to move this application forward in the re-zoning and development permit process.

Responses and actions taken in response to the review are addressed to each individual department in this letter, in the same order that they were presented to the applicant in the Application Review Summary. In addition to these responses, and revisions to plans, the following supplementary documents have been produced and are included in re-submission:

- *Civil Construction Cost Estimate (Developed by Westbrook Consulting)* – See Appendix C

Development Services: Conditions and Responses

Condition #1: *“The proposal may benefit from a reduction in density and scale to improve the overall fit with the context and better align with the OCP, Fairfield Neighbourhood Plan and design guidelines for Development Permit Area 15F – Attached Residential. For example, the Fairfield Neighborhood Plan envisions buildings up to three storeys along Fairfield Road but only up to 2- 2.5 storeys out side of the Fairfield Road Corridor. Additionally, townhouses as a housing typology are envisioned with a 2- 2.5 storey form regardless of location.”*

Applicant Response / Actions Taken:

In the previous revision (December 2019), the top floor of all units was removed from the proposal, significantly reducing the overall height and massing of all structures. Both clusters now sit below 9.5M in height, with Unit 1-4 and 7-8, sitting lower than 9M above average grade (only unit 5-6 located at the center of the consolidated lot are located +9M above average grade). The height and orientation of the buildings present as, and function as, two stories + basement, with the exception of the partially sunken parking area at the rear of the structures. The rear parking area is largely hidden from street view due to its location and surrounding plantings. It is also stepped down with integrated vines on arbours.

While the actual height or density was not further reduced in this re-submission, the Thurlow Rd. façade was revised to have it present as two stories (similar to Kipling and Thurlow facades, which present and function as two stories). This improvement on Thurlow Rd. was achieved by moving the main entrance to Unit #1 from Kipling St. to Thurlow Rd., adding a porch to step down the height of the structure, and revising landscaping. With the majority of residences on Thurlow Rd. having front porches (many of which also project into the setback, which is permitted in existing R1-B zoning), this revision improved the interface of Cluster 1 with the streetscape on Thurlow Rd.

Rationale for Proposed Density (8 units)

In 2016, Coriolis Consulting Corp. was retained by the City of Victoria to complete a financial analysis of urban development opportunities in the Fairfield and Gonzales Communities. Examining the financial viability of different types of development projects (by density and location), the consultants found that, *“redevelopment of existing older single family homes to townhouse will only be financially viable if the existing single family lot sizes are relatively large, creating the opportunity for a significant number of new townhouse units (say at least 5) per existing single family lot”* (pp. 15).

With eight townhouses proposed over two lots, the density proposed in this development is currently in-line with the minimum density suggested in the report. With the original proposal at 1400 Fairfield Rd. and 349/351 Kipling St. being for nine townhomes, further reducing density on these properties below eight units would not be viable.

We have considered suggestions to revise plans by further stepping-down the height of unit #1 (by a storey) and creating small landscaped rear yards by centralizing parking. However, each of these revisions would necessitate removing at least one unit from the proposal, which as mentioned above, would not be viable. Other options have been considered, include shifting parking underground. However, taking this approach would significantly increase construction costs associated with the project and necessitate additional density in order to be viable, as opposed to a reduction in density as suggested. We believe that underground parking could possibly be achieved if the proposal included a 3-storey apartment on 1400 Fairfield Rd., and a density of 1:1 (consistent with the OCP). However, this would increase both massing and height at the 1400 Fairfield Rd. property, and only result in moderate height decreases for townhomes located at 349/351 Kipling St. (or possibly no actual increase in total physical height if roof forms were revised).

Source: Coriolis Consulting Corporation. Financial Analysis of Urban Development Opportunities in the Fairfield and Gonzales Communities, Victoria, BC. Prepared for City of Victoria (December 5, 2016). Link: <https://www.victoria.ca/assets/Departments/Planning~Development/Community~Planning/Local~Area~Planning/Fairfield~Gonzales/Fairfield/Financial%20analysis%20for%20urban%20residential%20-%20Dec2016%20-%20Copy.pdf>

Condition #2: *“Consistent with the Fairfield Neighbourhood Plan, each street should be fronted by units with direct access to the ground and public sidewalk. None of the proposed units front onto Thurlow Road. Please revise.”*

Applicant Response / Actions Taken: The entrance to Unit #1 has been moved from Kipling St. to Thurlow Rd. With this revision, units now front each street (Kipling St. Thurlow Rd. and Fairfield Rd.) with direct access to the ground and public sidewalks.

Condition #3: *“The Design Guidelines for Attached Residential Development in Fairfield apply to this proposal and should be considered for site planning, building design and landscaping. The current design is inconsistent with many of the design guidelines. For example:*

- *The site planning is car dominant, with much of the site dedicated to vehicle circulation. This approach lacks consistency with the design guidelines, which encourage pedestrian oriented design and the provision of landscaped backyards. For example, consider a shared parking*

area in place of individual carports to reduce the amount of site area allocated to vehicle circulation.

- *The guidelines encourage a contextual architectural response that incorporates design features that compliment the form and character of the area. Please consider a design that better reflects the predominant form and character of the area and take into consideration the neighbourliness/compatibility guidelines with regards to:*
 - *Building articulation, scale and proportions*
 - *Roof Forms*
 - *Building details and fenestration pattern*
 - *Materials and colour”*

Applicant Response / Actions Taken: To enhance consistency with Design Guidelines for Attached Residential Development in Fairfield, and further improve the architectural interface with neighbouring properties, the following revisions were made in this submission:

- **Porch added to Thurlow Rd.:** Consistent with several houses on Thurlow Rd. (including the immediate neighbour at 1407 Thurlow Rd.) a front porch was added to frontage on Thurlow Rd.
- **Additional Stucco incorporated in design:** Stucco, a material used in several nearby residences (including neighbouring properties at 1408 Fairfield Rd. and 1407 Thurlow Rd) has been added to the new porch on the east elevation (Thurlow Rd.) and south elevation (Unit 1-6), which faces the two direct neighbours.
 - **Note on colour:** The light colour is a palate (which presently includes white Stucco), was recommended by individuals present at the CALUC meeting. Feedback that has been received regarding the revised colour palate has been positive.

Parking orientation, roof form, and outdoor space configuration was not revised in this resubmission. See below for rationale:

Parking orientation and outdoor space considerations:

- **Unique lot characteristics:** As outlined in the body of the letter to mayor and council, we explored many option and consider the existing parking orientation to be the most effective way to incorporate parking into this unique site given its slope away from Kipling St., narrow width, and triple street frontage. While certainly not appropriate for corner all sites, in this particular instance, this parking orientation reduces the overall height of the buildings, as much as possible (without going underground), and generates a clean-looking, secure streetscape (over open-air parking or carport alternatives). This parking orientation also allows the buildings to present as two storey structures at the streetscape (while technically considered three stories).
- **Greenery at rear of site and roof decks:** While the proposal does not include landscaped rear yards, we have taken considerable steps to incorporate landscaping and create ‘green spaces’ at the rear of the units, through vines on arbours above the drive aisle, two green walls, and hedging along the entirety of the neighbouring property line.
- **Pedestrian-oriented location:** Direct access to the street and parks from all entrances as well as public transit access immediately across the street are pedestrian oriented project features. The inclusion of accessible on-site short term and long-term bicycle parking, which is beyond requirements set out in Schedule C, are also intended to make the project pedestrian-centric.

Roof forms and building details:

- **Roof decks:** We feel that the unique location and orientation of the lot, facilitates the inclusion of landscaped roof decks, spaces are significantly larger and brighter outdoor spaces than would be possible at the rear of the site (see body of the letter to Mayor and Council for additional rationale). The large 600 sq. ft.+ roof deck spaces are made possible through the flat roof form. Revising the roof form would significantly reduce or eliminate these spaces, and reduce the overall private outdoor space on the site.
- **Proximal contemporary architecture:** As outlined in the body of the letter to Mayor and Council, while not neighbouring to the proposed site, contemporary architecture is becoming increasingly prominent along the Fairfield corridor, and the Fairfield neighbourhood more generally. See **Figure 1** and **Figure 2** in the body of the letter to the Mayor and Council for architectural references proximal to the proposed site.

Engineering and Public Works Department: Conditions and Responses

Condition #4: *“Please make the following revisions to the Conceptual Servicing Plan:*

- a. Clearly show and label the gas line along Kipling Street.*
- b. Show paving on Fairfield Road to the centreline.*
- c. Please show (conceptually) 1 new street light on Fairfield Road and 2 on Kipling Street, along with sidewalk replacement on Kipling Street*
- d. Show how power is proposed to be brought to the site. Note that as per Section 22 of the Victoria Subdivision and Development Servicing Bylaw No.12-042, all third-party utility services supplied through wires to the property are to be installed underground in ducts. If BC Hydro requires a PMT, it must be indicated clearly on the architectural, landscaping and conceptual servicing plan drawings on the next plan submission. Please also confirm access requirements by BC Hydro to the PMT. All above-ground PMTs associated with the development are to be situated on private property, and are to be entirely covered in an approved anti-graffiti wrap photo at the applicant’s cost. Note that the locations of these third party services shall not disturb or adversely affect existing or proposed trees, tree canopy or tree roots. The minimum distance from third party underground utilities to street trees is 1.5 metres and from utility poles is 5.0 metres.”*

Applicant Response / Actions Taken:

The Conceptual Servicing Plan has been updated to illustrate the following:

- *Gas line located along Kipling Street.*
- *Paving on Fairfield Road to the centreline*
- *One new street light on Fairfield Road and Two new streetlights on Kipling Street;*
- *Sidewalk replacement on Kipling Street;*
- *Proposed power access to the site.*

Given the extent of civil work requested relating to this development proposal, an estimate for civil work relating to this development proposal has been developed for the City of Victoria and is attached to this letter to Mayor and Council (**Appendix B**). This estimate illustrate neighbourhood improvements and infrastructure upgrades that would accompany re-zoning and development of this property. The

cost estimate of civil works improvements required for the development permit related to roadwork and hydro upgrades are **\$137,550.00** (Note: This does not include required landscaping, such as additional trees, soil, sod, etc. or any civil work completed on private property).

Condition #5: *“Please confirm that the stairs going to the units on Kipling Street do not encroach into the City’s right of way. Also, A1.0 indicates patio stones leading to the stairs from the sidewalk on City right of way. These are not permitted. However, a hard surface broom-finish concrete walkway leading to the units from the sidewalk is supported. Please revise the next plan submission accordingly.”*

Applicant Response / Actions Taken:

- Confirmation that the stairs fronting Kipling St. do not encroach in the City’s right of way.
- Patio stone walkways leading to units from sidewalks have been removed and revised to brushed concrete on all plans.

Condition #6: *“A reminder that the SRW document for Fairfield Road is to be secured by legal agreement and registered on title prior to establishing a date for Public Hearing.”*

Applicant Response / Actions Taken: A Draft SRW legal agreement for Fairfield Rd. has been drafted and been provided to the City of Victoria in December 2019 for review. Registration will occur prior to establishment of a Public Hearing date.

Parks Division: Conditions and Responses

Condition #7: *“Tree Removal and Protection Plan - L2: Please ensure that tree protection fencing locations are consistent with the locations identified in the arborist report. Fencing for NT7 and NT9 do not match the arborist report.”*

Applicant Response / Actions Taken: The Tree Removal and Protection Plan (L2) has been revised, and is now consistent with the arborist report, as well as the conceptual site plan.

Condition #8: *“Landscape Plan [4] Replacement trees are required for the removal of [2] bylaw-protected trees and they must be designated as Replacement Trees on the Landscape Plan. Species and locations are subject to Parks approval.”*

Applicant Response / Actions Taken: Designation of four replacement trees required for the removal of two bylaw-protected trees has been included in the landscape plan. The species and locations are subject to Parks approval.

Condition #9: *“Site Servicing - Please provide proposed locations of third party utilities such as gas, BC Hydro, and telecommunications.”*

Applicant Response / Actions Taken: Proposed locations of third party utilities has been added to the Site Servicing Plan and are present in the landscape plan for illustration purposes.

Appendix B: Revision Summaries (January 2019 – May 2020)

Summary of Revisions: January 24, 2019 – June 21, 2019

Following Pre-preliminary CALUC meeting, preliminary CALUC meeting, community consultation, and CALUC meetings the following changes have been incorporated into the design:

1. Reduced Total # of units from 9 to 8.
2. Increased setback on Thurlow Rd. from 6.5M to 7.55M
3. Modified driveway access to have parking drive-through from Thurlow Rd. onto Kipling St. (as opposed to Thurlow Rd. to Fairfield Rd.).
4. Further minimized overlook to immediate neighboring properties by eliminating all open viewing spaces (there are no rear windows) from top floor of units oriented towards immediate neighbours on Thurlow Rd. and Fairfield Rd.
5. Added an on-site car share parking space
6. Modified Colour Palette (to lighten colours)

Summary of Revisions: December 13, 2019 Re-submission

7. Removal of top floor of living space on all units
8. Enlarging roof decks to increase usable outdoor space on all units;
9. Addition of privacy screening for roof decks
10. Layout change to all units with removal of top floor, including:
11. Converting 'den' to bedrooms on Unit 2,4,6 so that Unit 1-6 have three bedrooms on the top floor.
12. Removing top floor master from Unit #7-8 and converting the flex room in basement to a bedroom to make Unit #7-8 three bedroom units.
13. Adding two exterior entrances to the basement areas of Unit #1 and Unit #8, with vertical metal screening.
14. Adjustment of site siting and setbacks to accommodate bicycle parking, vehicle parking, and basement entrances. This includes:
 - Reducing Thurlow Rd. Setback from 7.55M to 5.39M to accommodate exterior stairs;
 - Reducing interior lot setback (east) from 5.0M to 3.91 M to allow for exterior stairs to the basement and additional dimension. The 5.0M setback remains for the majority of the site.
 - Reducing the setback (measurement only) on Fairfield Rd. to 4.48 M (5.7 M to façade); *Note: actual building did not move closer, measurement to support post for entry overhang.*
 - Reducing the setback (measurement only) on Kipling St. to 0.75M (from 1.5M); *Note: actual building did not move closer, measurement now includes stairs over 0.6M.*
 - Reducing area between Cluster 1 and 2 to 7.59M
 - Re-calculating setback on Fairfield Rd. to be measured to post in front of main entry as opposed to building façade.
15. Addition of individual garage doors to all units which were previously carports (to comply with Bike Parking Requirements set out in Schedule C)

- Removal of driveway gates, with addition of garage doors
16. Adjustment of slope of the drive aisle (to comply with Schedule C)
 17. Removal of car share (to accommodate room for a separate garbage room and conform with Schedule C parking requirements)
 18. Removal of community corner bench on Fairfield Rd. and Kipling St. (with addition of SRW and sidewalk revision)
 19. Addition of Arbour with greenery over the drive aisle.
 20. Removal of bike rack near unit #8 to create more greenery. Addition of bike rack beside Unit #7 to provide guest bicycle parking for the duplex. Additional 2 bike parking spaces added on Thurlow Rd.
 21. Addition of side patio near unit #8.
 22. Enlarged Kitchen windows on south facades (Unit #1-6); ensured windows did not align with neighbouring properties with production of a window overlay
 23. Addition of windows to North façade (unit #7);
 24. Addition of windows on South Façade and addition of a patio door (Unit #8); ensured windows did not align with neighbouring properties with production of a window overlay
 25. Addition of windows on East façade (Unit #1)
 26. Addition of dimension to all units with minor projections of upper floor bathroom windows and rear facing bedroom windows.
 27. Addition of overhangs to the front entryways of unit #1-6
 - 28. Detailed landscape revisions are outlined separately below and notated on bubbled Landscape Plan drawings**

Summary of Revisions: May 26, 2020 re-submission

Conceptual Servicing Plan updates:

29. Clearly illustrated and labelled the gas line along Kipling Street.
30. Illustrated paving on Fairfield Road to the centreline.
31. Conceptually illustrated one new streetlight on Fairfield Rd. and two on Kipling St.
32. Illustrated sidewalk replacement on Kipling St.
33. Illustrated how power is proposed to be brought to the site. PMT is indicated on the architectural, landscaping and conceptual servicing plan drawings.

Architectural Revisions

34. Porch entry added to Thurlow Rd. Façade so that units front each street with direct access to the ground and public sidewalk.
35. Setback on Thurlow Rd. from 5.39M to 4.67M. Setback to principal façade remains 6.5M.
36. Space under the NEW porch entry on Thurlow Rd. was used to increase the size of the lock-off suite located under Unit 1 (excluded basement space).
37. Additional long-term bike parking (x2) was added for the lock off suites under Unit 7, 8).
38. Additional stucco and wood detail added to the south façade.
39. Additional technical measurements added to architectural drawings in response to technical review:
 - Included the stairs going to the main floor from the basement landing in block 1 in the Total Floor Area and FSR.

- Provided the floor area of each unit, which includes all levels measured to the interior of the exterior walls and demising walls.
 - Provided setbacks to the windows on the upper levels that project beyond the face of the building.
 - Dimensioned the eave projections.
 - Included the entrance stairs that are greater than 0.6m above grade in the site coverage and excluded them in the open site space.
 - Provided parking requirements for 60 degree parking configuration as per Schedule C.
 - Aisle widths were provided for all long-term bicycle parking spaces.
 - Separation space between the short-term bicycle racks has been provided.
 - "Flex Rooms" were categorized as secondary suites.
40. Detailed landscape revisions are outlined separately below and notated on bubbled Landscape Plan drawings

Summary of Landscape Revisions



Biophilia design collective Ltd.
1501 Haultain Street
Victoria, BC V8R 2K1
250.590.1156

Landscape Revision List

1400 Fairfield and 349 Kipling
December 13, 2019

Drawing Revisions 2019-10-25 and 2019-12-12

1. Removal of shrub planting on municipal property and replacement with sod as directed by the municipality.
2. Revised sidewalk and boulevard on Fairfield as directed by the municipality to accommodate new S.W.R. Revisions include: removal of tree nt1 to accommodate new sidewalk location and replacement with two boulevard trees, removal of community bench and associated paving, relocation of project fencing, and deletion of visitor bike parking.
3. Removal of tree nt2 as recommended by Arborist Report and replacement with boulevard tree.
4. Removal of tree nt4 as recommended by Arborist Report.
5. Removal of tree nt5 by parks prior to construction and replacement with boulevard tree.
6. Note added: boulevard tree species to be coordinated with parks at building permit stage.
7. Revised front yard landscape at units 7 and 8 to include lawn areas, one large shade tree and one coniferous tree, and step-down fencing ht. from 6' to 4' from front building line to front boundary (front yard).
8. Revise landscape at unit 8 to include permeable paver patio, small shade tree, fencing and shrub planting for privacy screening.
9. Additional fencing to enclose unit 7 landscape from driveway.
10. Removal of sidewalk and utility area along west side of unit 6 and replacement with shrub planting and wire trellis with evergreen vines on blank portion of west wall.
11. Adjustment of unit entries and planting areas.
12. Relocation and enlargement of visitor bike parking areas to accommodate 8 bicycles and 2 bicycles.
13. Revised entry to common green space and enhanced shrub planting and addition of one large shade tree.
14. Custom metal arbors with evergreen vines over drive aisle.
15. Existing trees to be removed increased from 11 to 14; removal of 3 additional boulevard trees.
16. Total number of trees to be planted increased from 5 to 10.
17. Decrease in total number of shrubs to be planted from 515 to 461.
18. Change in tree and shrub species; pink Camelia deleted, replaced with pink Rhododendron; Emerald Green Arborvitae replaced with Portugal Laurel hedge.
19. Addition of rooftop decks
20. Addition of urban agriculture (movable rooftop planters)
21. New bike parking location (2 bike parking spots) and removal of shrubs.
22. Revised rooftop access – exterior stair.

Drawing Revisions 2020-05-26

23. Adjust tree protection fencing locations to be consistent with the locations identified in the arborist report.
24. Designation of 4 replacement trees required for the removal of [2] bylaw-protected trees; species and locations are subject to Parks approval.
25. Utility base added to landscape drawings.
26. Adjust proposed tree planting list to reflect smaller size proposed tree (see note 27 below).
27. Revised landscape and fencing due to location of PMT and new property lines; size of proposed tree species reduced due to revised landscape area.
28. Revised entry to common green space; addition of hedge to screen new unit entry stairs; adjusted planting bed, tree and bench location; addition of vine and trellis.
29. Location of boulevard trees on Fairfield Road adjusted for setbacks from utilities; dimensions added.
30. Note added regarding planting of replacement boulevard tree on Kipling Street.
31. Notes added regarding insufficient setbacks from utilities for boulevard trees on Kipling Street.
32. Note revised to: boulevard trees to be installed by City of Victoria.
33. Tree species revised.
34. Shrub and groundcover quantities revised from 515 to 455 (-60).
35. Revised fencing around PMT on Fairfield Road and at Communal Green Space.
36. Dimension separation space between short-term bicycle racks.
37. Revised shrub planting to include tall columnar evergreen shrubs.

END OF REVISIONS

Appendix C: Cost Estimate of Offsite Civil Work Required (Prepared for City of Victoria by Westbrook Consulting Ltd.)

WESTBROOK CONSULTING LTD.																
# 115 - 866 Goldstream Avenue Victoria, B.C. V9B 0J3																
CONSTRUCTION COST ESTIMATE																
Project Name.....	349 351 Kipling Street															
Project Number.....	3455															
Project Description.....	Multi-Family Development															
Date Estimate Prepared.....	05/15/20															
Estimate Prepared For.....	: City of Victoria															
Estimate Prepared By.....	IK															
BASIS OF ESTIMATE																
<p>This Estimate is based on an assumed scope of works, and is to be considered a Class D cost estimate.</p> <p>The Engineers and Geoscientists British Columbia (EGBC) define a Class D estimate as, <i>"A preliminary estimate which, due to little or no site information, indicates the approximate magnitude of cost of the proposed project, based on the client's broad requirements. This overall cost estimate may be derived from lump sum or unit costs for a similar project. It may be used in developing long term capital plans and for preliminary discussion of proposed capital projects."</i></p> <p>This Estimate has been prepared for the sole use of those stated above. Westbrook Consulting Ltd. shall not be held responsible for the use of this estimate by any other party unless otherwise authorized in writing by Westbrook Consulting Ltd. All unauthorized use of this estimate shall be taken at the users own risk.</p> <p>This Estimate does not guarantee the cost of construction.</p> <p>This Estimate assumes the following:</p> <ul style="list-style-type: none"> * SANITARY SEWER, STORM DRAIN, AND WATER SERVICES ARE INSTALLED BY THE CITY OF VICTOIRA AND ARE NOT INCLUDED IN THIS ESTIMATE. <p>This Estimate does not include the following:</p> <table style="width: 100%; border: none;"> <tr> <td>* LANDSCAPING AND IRRIGATION</td> <td>* REAL ESTATE FEES</td> <td>* LEGAL SURVEY</td> </tr> <tr> <td>* WORKS BY CITY OF VICTORIA</td> <td>* CONSTRUCTION WITHIN THE CREEK AREA</td> <td>* GEOTECHNICAL FEES</td> </tr> <tr> <td>* GST</td> <td>* LEGAL FEES</td> <td>* CANADA POST FEES</td> </tr> <tr> <td>* SOIL PERMIT FEES</td> <td>* SITE GRADING</td> <td>* ONSITE WORKS</td> </tr> <tr> <td>* ENVIRONMENTAL FEES</td> <td>* GOVERNING AUTHORITY FEES</td> <td></td> </tr> </table>		* LANDSCAPING AND IRRIGATION	* REAL ESTATE FEES	* LEGAL SURVEY	* WORKS BY CITY OF VICTORIA	* CONSTRUCTION WITHIN THE CREEK AREA	* GEOTECHNICAL FEES	* GST	* LEGAL FEES	* CANADA POST FEES	* SOIL PERMIT FEES	* SITE GRADING	* ONSITE WORKS	* ENVIRONMENTAL FEES	* GOVERNING AUTHORITY FEES	
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* ENVIRONMENTAL FEES	* GOVERNING AUTHORITY FEES															
SUMMARY OF THE DIRECT CONSTRUCTION COSTS																
OFFSITE COSTS																
Roadwork.....	\$105,850.00															
Hydro/Street Lighting.....	\$27,500.00															
SUBTOTAL OFFSITE COSTS	\$137,550.00															
TOTAL PROJECT COSTS	\$137,550.00															

PROJECT COST ESTIMATE

Project Name: 349 351 Kipling Street

Project Number: 3455

DIRECT CONSTRUCTION COSTS					
Description	Quantity	Unit	Unit Cost	Amount	Total
OFFSITE DRAIN					
Cap existing service connection	1	ea	1400.00	1400.00	
Sub-total					\$1,400.00
OFFSITE SEWER					
Cap existing service connection	2	ea	1400.00	2800.00	
Sub-total					\$2,800.00
OFFSITE ROADWORK					
1.5m Concrete Sidewalk and Base	110	m	210.00	23100.00	
200 mm Concrete Road Base on Fairfield Road	150	sq.m	200.00	30000.00	
80mm Asphalt Pavement on Fairfield Rd	150	sq.m	75.00	11250.00	
100mm Crushed Gravel	110	sq.m	25.00	2750.00	
100mm Pit Run Gravel	110	sq.m	20.00	2200.00	
50mm Asphalt Pavement on Kipling St & Thurlow	110	sq.m	60.00	6600.00	
Concrete Driveway Aprons and Base (w/ compaction)	40	sq.m	160.00	6400.00	
Non-Mountable Curb	100	m	150.00	15000.00	
Remove Existing Asphalt/Concrete and Dispose Offsite	450	sq.m	15.00	6750.00	
Saw Cut Asphalt or Concrete	120	m	15.00	1800.00	
Sub-total					\$105,850.00
OFFSITE HYDRO/STREET LIGHTING					
Street Light Conduit	100	m	50.00	5000.00	
Street Lights	3	ea	7500.00	22500.00	
Sub-total					\$27,500.00