



## REVISED AGENDA - COMMITTEE OF THE WHOLE

Thursday, April 4, 2019, 9:00 A.M.

COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE

Located on the traditional territory of the Esquimalt and Songhees People

Pages

**A. APPROVAL OF AGENDA**

**\*B. CONSENT AGENDA**

Proposals for Consent Agenda:

- E. 2 - Liquor Licence Application for 301 Cook - Beagle Pub - Increase Hours (Fairfield)
- F. 2 - Proclamation - Human Values Day
- F. 3 - Proclamation - Global Love Day
- F. 4 - Proclamation - National Organ and Tissue Donation Awareness Week
- H. 3 - FCM Special Advocacy Fund Election 2019 City of Victoria Contribution
- H. 4 - Conference Attendance Request for Mayor Helps: Association of Vancouver Island Coastal Communities Conference
- H. 6 - Grant for the Victoria Hospitality Awards Program
- H. 7 - Paid Leave for Employees Who Have Experienced Violence

**C. READING OF MINUTES**

**D. UNFINISHED BUSINESS**

**D.1 Direction for 2020 VicPD Budget**

*A Council member motion referred from the March 21, 2019, COTW Meeting.*

**Motion referred from the March 21, 2019 Committee of the Whole Meeting**

**E. LAND USE MATTERS**

**\*E.1 WITHDRAWN AT THE REQUEST OF THE APPLICANT - 902, 906 and 910 McClure Street - Rezoning Application No. 00648, Development Permit with Variance Application No. 000530 & Heritage Designation Application No. 00181 (Fairfield)**

*A report providing information and recommendations to move forward to a public hearing an application to construct a new four-storey hotel building, while retaining the two existing hotel buildings as well as heritage designate the property at 906 McClure Street.*

**\*E.2 Liquor Licence Application for 301 Cook - Beagle Pub - Increase Hours (Fairfield)**

*A report providing information and recommendations regarding an application to increase hours of operation to affect opening times on Saturday and Sunday*

only.

**Addendum: Presentation**

**\*E.3      Fairfield Neighbourhood Plan - Update      40**

A report providing an update on the draft Fairfield Neighbourhood Plan.

Addendum: Correspondence & Presentation

**F.      STAFF REPORTS**

**\*F.1      Annual Parking Services Update      293**

A report providing the annual update on parking services.

Addendum: Presentation

**\*F.2      Proclamation - Human Values Day      312**

A report regarding the proclamation for Human Values Day.

Addendum: Revised Proclamation

**\*F.3      Proclamation - Global Love Day      318**

A report regarding the proclamation for Global Love Day.

Addendum: Revised Proclamation

**\*F.4      Proclamation - National Organ and Tissue Donation Awareness Week      323**

*A report regarding the proclamation for National Organ and Tissue Donation Awareness Week.*

Addendum: Revised Proclamation

**G.      NOTICE OF MOTIONS**

**H.      NEW BUSINESS**

**H.1      Draft Citizens' Assembly Terms of Reference**

Citizens' Assembly Council Committee's proposed recommendation on revisions to the District of Saanich's initial draft Terms of Reference.

**\*H.1.a      Draft Citizens' Assembly Terms of Reference      328**

**\*H.1.b      Mayor's Report on Terms of Reference for Joint Citizens Assembly Subcommittee      338**



<b>H.2</b>	<b><u>Municipal Survivor Challenge</u></b>	<b>341</b>
	<i>A Council member motion providing recommendations regarding participation in the Municipal Survivor Climate Challenge.</i>	
<b>H.3</b>	<b><u>FCM Special Advocacy Fund Election 2019 City of Victoria Contribution</u></b>	<b>348</b>
	<i>A Council member motion providing recommendations regarding funding for participation in FCM's Special Advocacy Fund.</i>	
<b>H.4</b>	<b><u>Conference Attendance Request for Mayor Helps: Association of Vancouver Island Coastal Communities Conference</u></b>	<b>350</b>
	<i>A Council member motion requesting authorization for the attendance of Mayor Helps at the AVICC Conference April 12-14, 2019.</i>	
<b>H.5</b>	<b><u>Councillor Sharing Report regarding Vic West Lawn Bowling Club (verbal)</u></b>	
	<i>A Councillor Sharing regarding the Vic West Lawn Bowling Club.</i>	
<b>*H.6</b>	<b><u>Grant for the Victoria Hospitality Awards Program</u></b>	<b>351</b>
	<i>A Council member motion providing recommendations regarding a grant for the Victoria Hospitality Awards Program.</i>	
	<b><u>Addendum: New Item</u></b>	
<b>*H.7</b>	<b><u>Paid Leave for Employees Who Have Experienced Violence</u></b>	<b>352</b>
	<i>A Council member motion providing recommendations regarding support for amendments to the Employment Standards Act to include paid leave for individuals experiencing intimate, personal and relationship violence.</i>	
	<b><u>Addendum: New Item</u></b>	

## **I. ADJOURNMENT OF COMMITTEE OF THE WHOLE**



## **Committee of the Whole Report**

### **For the Meeting of April 4, 2019**

---

**To:** Committee of the Whole **Date:** March 6, 2019

**From:** Andrea Hudson, Acting Director, Sustainable Planning and Community Development

**Subject:** Application for increased hours for The Beagle Pub's liquor primary licence at 301 Cook Street.

---

### **RECOMMENDATION**

That Council direct staff to provide the following response to the Liquor Licensing Agency:

1. Council, after conducting a review with respect to noise and community impacts, does support the application of The Beagle Pub located at 301 Cook Street having hours of operation from 11:00 am to 11:00 pm Monday through Thursday, 11:00 am to 12:00 am Friday, 9:00 am to 12:00 am Saturday, and 9:00 am to 11:00 pm Sunday.

Providing the following comments on the prescribed considerations:

- a. The impact of noise on the community in the vicinity of the establishment has been considered in relation to the request and assumptions are the noise impacts would be proportional in comparison to existing licence capacity and associated noise levels in the vicinity. The request, if approved affects only opening hours on Saturday and Sunday allowing the establishment to open two hours early on those days and the adjustment is not likely to cause additional impacts.
- b. If the application is approved, the impact on the community is expected to be positive economically as the approval supports the business plan and long term viability of the establishment.
- c. The views of residents were solicited via a mail out to 306 neighbouring property owners and occupiers within 100 metres of the licensed location and a notice posted at the property. The City received nine letters in response to the request which included three in support of the application and six opposed.
- d. Council recommends the license endorsements be approved.

## EXECUTIVE SUMMARY

The purpose of this report is to seek a Council resolution, in accordance with the requirements of the *Liquor Control and Licensing Act*, regarding an application by The Beagle Pub to increase existing hours of operation to affect opening times only on Saturday and Sunday. Current opening time is 11:00 am on both days and the requested change is to set 9:00 am as the opening time, and no changes are proposed to closing times or opening times on any other days. The application has been reviewed by City staff including Planning, Engineering, Business and Community Relations, Bylaw, and Police. In addition, a public notification process was conducted, as required by the Liquor Licence Policy, to allow individuals and the community to share comments through written correspondence. The application has been reviewed against technical policy, input provided by City staff, and comments received through the public notification process have been considered. The proposal has also been considered in the context of the local vicinity and the City as a whole, all of which are reflected in this report and the resulting recommendation.

The Beagle Pub's application to change the opening time from 11:00 am to 9:00 am on Saturdays and Sundays is not in conflict with the City's current Liquor License Policy. Approval of an adjusted opening time on Saturday and Sunday is unlikely to have impacts beyond what currently exist. Opportunity for public comment included three letters in support of the application, six opposed, and no correspondence was received from the community association.

Staff have recommended for Council's consideration that a resolution be made regarding the application, and that Council support the change to opening time to 9:00 am from what is currently 11:00 am, on Saturday and Sunday only, for The Beagle Pub at 301 Cook Street.

## PURPOSE

The purpose of this report is to seek a Council resolution, in accordance with the requirements of the *Liquor Control and Licensing Act* (the Act), regarding an application by The Beagle Pub to change the opening time from 11:00 am to 9:00 am on Saturday and Sunday only.

## BACKGROUND

The Liquor and Cannabis Regulations Branch (LCRB) issues liquor licences under the authority of the *Liquor Control and Licensing Act* and regulations. LCRB determines the category of licence appropriate for the business based on submitted details. In the case of The Beagle Pub, the establishment is regulated under a liquor primary licence.

The application is to extend hours of licensed service associated with the liquor primary licence for The Beagle Pub to allow a 9:00 am opening time on Saturday and Sunday. Existing opening hours on Saturday and Sunday is 11:00 am. Please see the applicant's proposal and rationale in Appendix A. Local government is asked to provide comments and recommendations to the LCRB on all liquor-primary licence applications regarding:

1. The impact of noise on nearby residents.
2. Impact on the community if the application is approved.

A map of the subject property and the immediate area is attached to this report (Appendix B) and illustrates the 100m public notification area targeted for comment.

## **ISSUES & ANALYSIS**

The following sections will identify the key issues and provide analysis for Council's consideration:

### **Zoning**

The establishment is existing and the proposed change is supportable as the zoning of the property permits neighbourhood pub use. Hours of business are not regulated by the Zoning Regulation Bylaw, and there are no restrictions registered on the title of the property that would prevent the change.

### **Noise Bylaw**

The City's Noise Bylaw sets forth limits on four key areas within the City which are the Quiet District, Intermediate District, Harbour Intermediate and Activity District. The Beagle Pub is within the Intermediate Noise District and limited to 60dBA at the point of reception during daytime hours which end at 10:00 pm. During nighttime hours, noise at the point of reception received is limited to 50dBA in Quiet districts, 55dBA in the Harbour Intermediate and Intermediate districts and 65dBA in the Activity district. 50dBA is comparable to rainfall, light traffic or a refrigerator and 60dBA is comparable to conversational speech or an air conditioner. Where issues of non-compliance exist, Bylaw Officers and Police have authority to order compliance.

The City of Victoria Noise District Map is included for reference (Appendix C).

### **Vicinity and Municipal Impacts**

Predictability of noise related issues or other community impacts, negative or positive in effect, is challenging due to a number of variable factors. The business model, target clientele, quality of owner/operator, existing density of licenced capacity in the area, hours of service, demographics, and fluctuating populations due to tourism factor into predicting the likelihood of noise related issues and impacts on the community.

Consideration of those factors can assist a municipality to predict negative aspects associated with licenced establishments. The factors considered in conjunction with any application approval at the time of consideration, change over the life of a licenced establishment. When they do change and unanticipated issues arise, the fall back to re-establish compliance related to noise and other aspects is to use tools of enforcement. These tools include LCRB enforcement which ensure responsible and appropriate service as required by the terms of the licence with LCRB. The Noise Bylaw can be enforced to bring an establishment into compliance, and police have additional authority to bring an establishment back into compliance where issues are more complex.

The Beagle Pub's application has been considered with regard to the impact it would have on the community and its potential to generate noise related issues. The establishment is regulated under a liquor primary licence and has been compared in terms of existing capacity in the vicinity and city wide for comparison and understanding of likely impact.

<b>Vicinity Analysis – Licenced Occupant Load and % Increase</b>							
Opening & Closing Hours	The Beagle Pub	Existing Liquor Primary Seats	Increase in Seat Capacity	Existing Food Primary Seats	Increase in Seat Capacity	All Existing Seats	Increase in Seat Capacity
9:00 AM	144	144	100%	249	n/a	393	<b>57.8%</b>
<b>City Wide Analysis</b>							
Opening & Closing Hours	The Beagle Pub	Existing Liquor Primary Seats	Increase in Seat Capacity	Existing Food Primary Seats	Increase in Seat Capacity	All Existing Seats	Increase in Seat Capacity
9:00 AM	144	15,694	0.90%	16,965	n/a	32,659	<b>0.40%</b>

The local vicinity and the city as a whole have been considered in terms of impact related to occupant load and hours of operation, and if approved, represents an overall increase to licenced seating in the vicinity of 57.8% at 9:00 am. On a city wide basis, the approval would represent a 0.40% increase to available licenced capacity at 9:00 am. Vicinity information is attached as Appendix D.

### **City Liquor Licensing Policy**

The City's Liquor Licensing Policy directs staff to consider applications for liquor licences having hours of operation not later than 2:00 am. The applicable Council Policy is attached to this report (Appendix E). The hours of licensed service proposed in this application are within the parameters of the policy.

### **City Referrals**

An inter-departmental review of the project was undertaken and included circulation to Planning, Engineering, Community and Business Relations, Bylaw, and Police. That review has not resulted in concerns associated with adjusted hours if approved.

#### Planning

- The application is supportable as the existing establishment is permitted in the Zoning Regulation Bylaw.

#### Engineering

- Transportation related noise impacts or general community impact are not anticipated.

#### Community and Business Relations

- No concerns have been identified with the request.

#### Bylaw

- Bylaw supports Community and Business Relations conclusion that no concern exists related to the proposed change.

#### Police

- Police have no objections with this request. Full police comments are available in Appendix F.

The Beagle is the only liquor primary in the area, so the proposed increase in their hours represents a 100% increase in liquor primary seating capacity for the hours between 9:00 am and 11:00 am. However, of the seven licenced establishments in the vicinity, five are currently entitled to provide licenced service at 9:00 am on Saturday and Sunday. The Beagle Pub is a liquor primary establishment while the other five existing establishments are licenced as food primary. The request is seen to be consistent with hours established for licenced service in the area.

### **Community Consultation**

In accordance with the City's Liquor Licensing Fee Bylaw and Liquor Licensing Policy, all property owners and occupiers within 100 metres of the applicant's location were solicited by a mailed notice to provide input regarding this application. In addition, The Beagle Pub displayed a notice poster at the entrance for 30 days which invited people to provide input to the City with respect to this application.

Nine letters were received in response which included three in support of the application and six opposed. 306 public notification letters were distributed in conjunction with this application. No correspondence was received from the representative community association. The letters are available in Appendix G.

### **Applicant Response**

As is standard practice, after City staff provides input, community feedback is received and the report is prepared for COTW, the applicant has a chance to review and respond to issues and concerns expressed if they exist prior to the report being forwarded to Council. After the applicant reviewed City staff comments, the applicant chose to provide additional correspondence related to the staff review (see Appendix H).

### **IMPACTS**

#### Accessibility Impact Statement

None

#### Strategic Plan 2019 – 2022

The recommendation to support the application is likely to increase the business viability of the pub, which is consistent with Strategic Plan Objective #5 - *Create Prosperity Through Economic Development*.

#### Impacts to Financial Plan

None

#### Official Community Plan

The application to change hours of licensed service is consistent with the *Official Community Plan* which designates the property within a Large Urban Village which envisions commercial uses including pubs.

### **CONCLUSIONS**

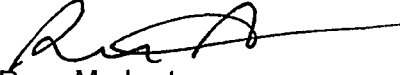
The application to extend hours is supportable where hours of operation are 11:00 am to 11:00 pm Monday through Thursday, 11:00 am to 12:00 am Friday, 9:00 am to 12:00 am Saturday, and 9:00

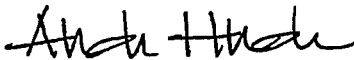
am to 11:00 pm Sunday. The site is appropriately zoned for the use, and potential impacts related to noise are expected to be minimal as the hours of operation are in keeping with other establishments in the area. Staff recommend for Council's consideration that a resolution be made regarding the application and that Council support the recommendation associated with The Beagle Pub's application for increased hours.

#### **ALTERNATE MOTION (No Support)**

That Council, after conducting a review with respect to noise and community impacts regarding the application of The Beagle Pub, at 301 Cook Street, does not support the request for the amendment.


Respectfully submitted,

  
Ryan Morhart  
Manager  
Permits & Inspections



Andrea Hudson  
Acting Director  
Sustainable Planning & Community Dev.

Report accepted and recommended by the City Manager:

  
Date: March 28, 2019

#### **List of Attachments**

Appendix A: Rationale Letter  
Appendix B: Site Map  
Appendix C: Noise District Map  
Appendix D: Vicinity Map  
Appendix E: Council Policy  
Appendix F: Police Comments  
Appendix G: Public Response from 30 day posting  
Appendix H: Applicants Comments  
Appendix I: Provincial Liquor License Types

**Ryan Morhart**

---

**From:** bart reed [REDACTED] >  
**Sent:** Monday, March 18, 2019 2:03 PM  
**To:** Ryan Morhart  
**Subject:** Beagle Weekend Hours of Operation Application

Hi Ryan:

As per our conversation, please consider this email my letter of explanation for why we want The Beagle to open up earlier on weekends.

The main reason is that the Cook St Village is quickly becoming a breakfast location. Estevan Village's The Village has recently bought Bubby's Kitchen. The new Bubby's about to open and Jam is reportedly going into Lenny Cole's new building. This all means people will come into The Village before we open (11AM) and hunker down at these other locations, sapping away our customers which we likely then won't get until mid-afternoon.

Now and again there are sports events (world rugby, soccer, etc) for which we would like to be open earlier.

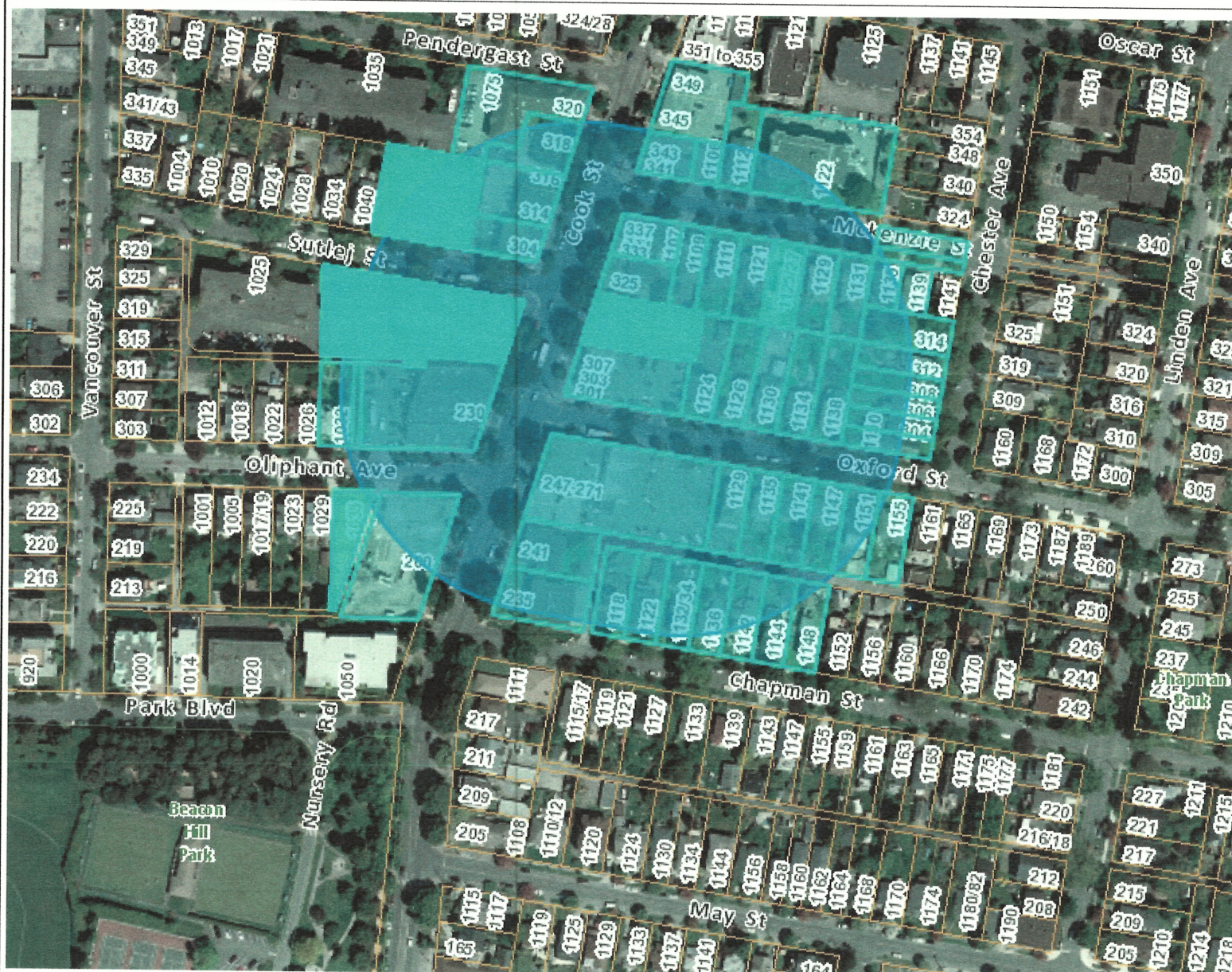
Not being open when all other restaurants in The Village are open is obviously an unfair disadvantage.

The reason we have to go through this process is that we are a pub. If we were a restaurant we would simply open earlier. Considering the hours in question are 9-11AM on weekends, there is no risk of issues arising from being a liquor primary versus a food primary.

I don't feel opening 2 hours earlier on weekends will have any negative impact on anyone or anything. As I mentioned in my other letter, the public input against this application does not site any relevant reason why.

Thanks for your time once again.





Legend

Victoria Parcels

1: 2,620



Notes

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This plan should be field confirmed by the user prior to beginning construction. BC Hydro, Fortis Gas, Telus, and Fibre Optics locations must be confirmed with the appropriate utility. For internal use only. Do not distribute.

THIS MAP IS NOT TO BE USED FOR NAVIGATION

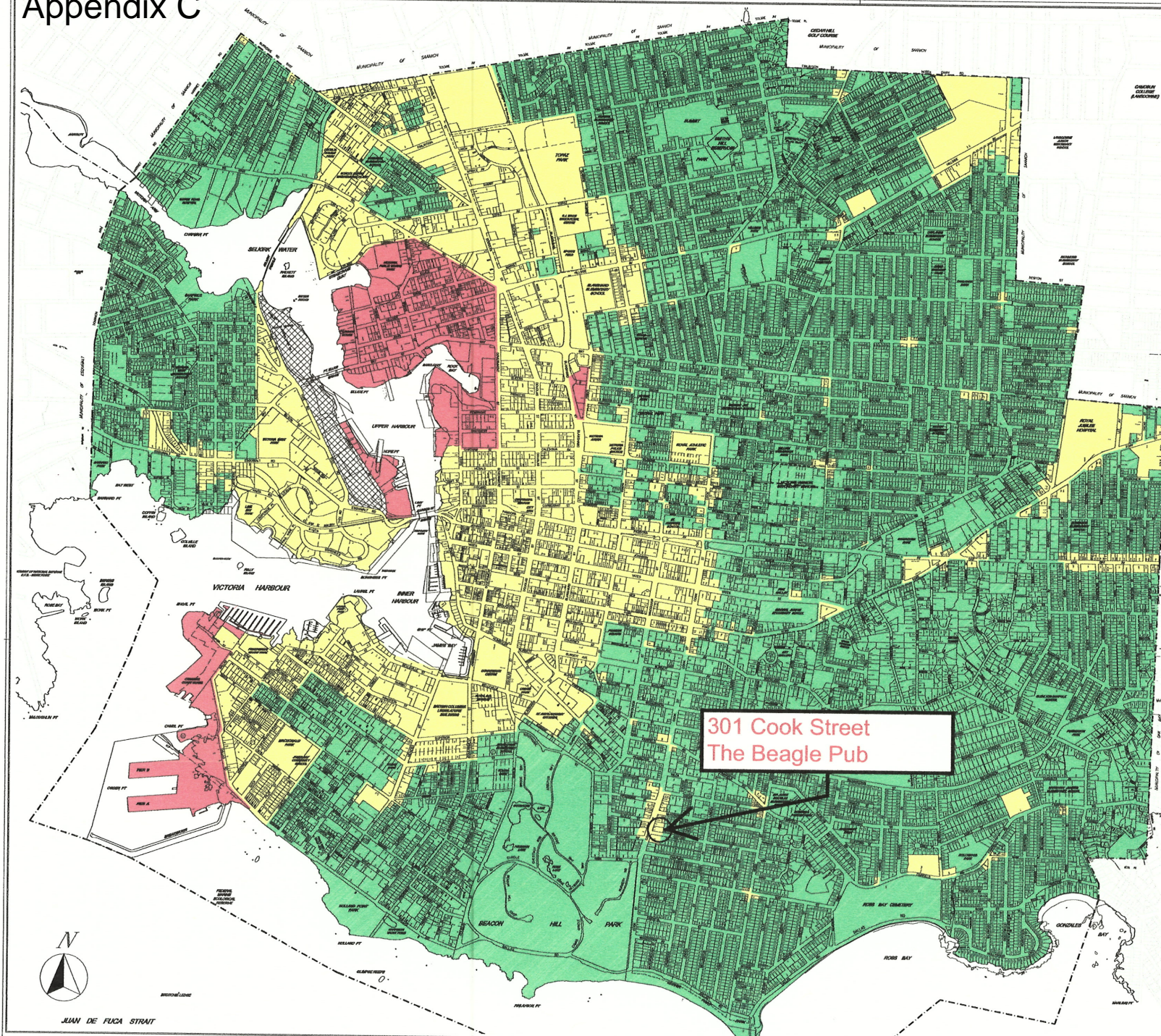
133 0 67 133 Meters

NAD\_1983\_CSRS\_UTM\_Zone\_10N

Public domain: can be freely printed, copied and distributed without permission.



## City of Victoria Noise District Map



### LEGEND

- Quiet District
- Intermediate District
- Harbour Intermediate District
- Activity District

Date: February 17, 2004

Scale: Not to Scale





LCRB - LICENCE	ESTABLISHMENT NAME	ADDRESS	OCCUPANT LOAD	FRI - OPEN	FRI - CLOSE	SUN - OPEN	SUN - CLOSE
Food Primary	Prima Strada Pizzeria	Unit 105 - 230 Cook St.	79	9:00 AM	12:00 AM	9:00 AM	12:00 AM
Food Primary	Big Wheel Burger	341 Cook St.	40	9:00 AM	12:00 AM	9:00 AM	12:00 AM
Food Primary	Sushi Box Diner	104 - 240 Cook St.	50	9:00 AM	12:00 AM	9:00 AM	12:00 AM
Food Primary	Thunderbird Korean Style Fried Chicken	253 COOK ST	57	11:00 AM	1:00 AM	11:00 AM	12:00 AM
Food Primary	Bubby's Kitchen	355 Cook Street	50	9:00 AM	12:00 AM	9:00 AM	12:00 AM
Food Primary	The Collective Wine Bar & Kitchen	107 230 Cook Street	30	9:00 AM	12:00 AM	9:00 AM	12:00 AM
Liquor Primary	The Beagle Pub	301 Cook Street	144	11:00 AM	12:00 AM	11:00 AM	11:00 PM

### Legend

 Victoria Parcels

1: 3,000



### Notes

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable. This plan should be field confirmed by the user prior to beginning construction. BC Hydro, Fortis Gas, Telus, and Fibre Optics locations must be confirmed with the appropriate utility. For internal use only. Do not distribute.


THIS MAP IS NOT TO BE USED FOR NAVIGATION

152 0 76 152 Meters

NAD\_1983\_CSRS\_UTM\_Zone\_10N

Public domain: can be freely printed, copied and distributed without permission.



	<b>Liquor Licencing Policy</b>
	Page 1 of 2
<b>SUBJECT:</b>	Liquor Licencing Policy
<b>PREPARED BY:</b>	Sustainable Planning and Community Development
<b>AUTHORIZED BY:</b>	City Council
<b>EFFECTIVE DATE:</b>	October 12, 2017
<b>REVIEW FREQUENCY:</b>	Every three years
	<b>REVISION DATE:</b>

#### A. PURPOSE

The purpose of the City of Victoria's Liquor Licensing Policy is to provide direction to the following parties:

1. Liquor licence applicants on the process and fees associated with City of Victoria review of applications;
2. Liquor Control and Licencing Board (LCBC) on the types of applications that the City will opt-out of providing comment on; and
3. City staff on application review and public notification criteria for those types of liquor licence applications that require review by Council and opportunity for the public to comment.

#### B. POLICY STATEMENTS

1. This policy applies to liquor license applications in the City of Victoria.:
2. The city will opt out of the review and comment requirements for the following types of applications;
  - a. Liquor Primary with licensed service up to 10:00 pm and having an occupant load less than 31 persons.
  - b. Manufacturer with Lounge Endorsement, Special Event Area, or Picnic Area with licensed service up to 10:00 pm and having an occupant load less than 31 persons.
  - c. A temporary extension to hours of licensed service for all licence types up to 3:00 am on New Year's Eve.
  - d. The addition of an Entertainment Endorsement to any Food Primary with licensed service up to 12:00 am.
3. The City of Victoria generally does not approve the extension of liquor service past 2:00 am, with the exception of New Year's Eve, which allows for service up to 3:00 am. In extraordinary cases, the City may consider short term or one time provisions for allowing liquor service between 2:00 am and 9:00 am to accommodate international sporting or significant cultural events.

## **C. PROCEDURES**

A business engaging in the manufacture, sale or service of liquor must have a City of Victoria Business License to lawfully conduct its businesses.

The provincial government, through the Liquor Control and Licencing Branch, is the first and last point of contact for businesses interested in applying for a liquor licence.

The application process and related fees will be made available to any business or member of the public through the internet or by request.

For any liquor applications where the City of Victoria has not opted out of providing comment, the following provisions apply:

1. Public notification for comment will be placed at the site for a period no less than 30 days.
2. The City will provide public notification through mailed notice to all residents and businesses within a 100 metre radius.
3. The City will provide notification to the applicable community association.
4. When providing comment on an application, the City will include comments on those aspects within the parameters set by LCLB which currently include:
  - a. Noise impacts in the immediate vicinity of the establishment;
  - b. Impact on the community if approved (including the location of the establishment and person capacity and hour of liquor service of the establishment)
  - c. Confirm that the establishment is being operated in a manner that is consistent with its primary purpose (only for food primary)

## **D. ENFORCEMENT POLICY**

Businesses that have a history of non-compliance with local and provincial government bylaws and legislation or re-occurring nuisance issues may be subject to a Good Neighbour Agreement that will be reviewed along with the annual renewal of a business licence. Lack of adherence to this agreement may result in a business licence being revoked. This will be assessed by staff on a case by case basis.

## **E. REFERENCES**

Business License Bylaw (89-071)  
Land Use Procedures Bylaw (16-028)  
Noise Bylaw (03-012)  
Liquor Licensing Fee Bylaw (01-06)

## **F. REVISION HISTORY**

None

### Ryan Morhart

---

**From:** Watson, Cliff [REDACTED]  
**Sent:** Tuesday, February 5, 2019 9:05 AM  
**To:** Ryan Morhart  
**Subject:** RE: LL000288 The Beagle Pub | 301 Cook Street

We are not opposed to the earlier opening hours for the Beagle. Our primary concern is later operational hours, and increased capacity – and this application does not involve either of those changes. We do not believe that the earlier hours will affect nearby residents.



**Sgt Cliff Watson**  
Operational Planning  
Victoria Police Department  
850 Caledonia Ave  
Victoria BC, V8T 5J8  
Office. 250-995-7218  
[REDACTED]  
[REDACTED]

## Cook Street Village Business Association

Feb 8th

Manager, Permits & Inspections  
Sustainable Planning and Community Development Department  
1 Centennial Square  
Victoria, BC V8W 1P6

Regarding; The Beagle Pub Application for a Permanent Change to a Liquor Primary Licence

Dear Ryan,

I am writing in regards to the APC for the Beagle Pub's hours to open early on weekends. As stated in the letter of support from my own business, the majority of business in the village do open at 9am and I see no reason to restrict this establishment from doing so as well. This change will predominantly let them accommodate patrons wishing to catch early morning televised sports matches of stature and not result in any increased disruption to life in this neighbourhood.

Sincerely,

Glenn Barlow, Chair

CC CSVBA executive



# 3DS Ventures Inc.

*DBA ~ Cook St. Liquor*

Feb 8th

Manager, Permits & Inspections  
Sustainable Planning and Community Development Department  
1 Centennial Square  
Victoria, BC V8W 1P6

Regarding: The Beagle Pub Application for a Permanent Change to a Liquor Primary Licence

Dear Ryan,

I am writing in regards to the APC for the Beagle Pub's hours to open early on weekends. The majority of business in the village do open at 9am and I see no reason to restrict this establishment from doing so as well. This will hardly be a huge boon in business and I do not anticipate a lineup at 9am for people to get in. Most notably however it is a sports bar, which often televises important European soccer matches and many of those are scheduled before they open. The Beagle is the "local" for this neighbourhood and granting their application will add only add to the diversity of life in Cook Street Village, without any detriment.

Sincerely,

Glenn Barlow, President  
3DS Ventures Inc.



## Ryan Morhart

---

**From:** Brian Pridham [REDACTED]  
**Sent:** Saturday, February 9, 2019 9:35 AM  
**To:** Ryan Morhart  
**Subject:** The Beagle Pub

I am in favour of the The Beagle Pub located at 301 Cook St changing their opening hours from 11 am to 9 am on Saturdays and Sundays.

--

Best,  
Brian Pridham

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

## Ryan Morhart

---

**From:** Shawn Jenkins [REDACTED]  
**Sent:** Friday, February 8, 2019 5:42 PM  
**To:** Ryan Morhart  
**Subject:** Beagle Pub extended hours

Hello,

I received a letter in the mail today Regarding the proposal to extend the hours of the Beagle Pub. This is not something that I would support.

Thank you for allowing me to give feedback.

♥☐ from Shawn 🍻🍷

Monika Langer  
1141 Oxford St.  
Victoria, B.C.  
V8V 2V2

25 February, 2019  
Manager, Permits & Inspections  
Sustainable Planning and  
Community Development Dept.  
1 Centennial Square  
Victoria B.C.  
V8W 1P6

Dear Manager and City Council,

Please deny The Beagle Pub's request for a permanent change to its opening hours. I have no driveway and so must rely on parking on the street. It is already almost (and usually) impossible to find a spot near my house. When friends or relatives come to play music with me they usually have to carry their heavy instruments (such as cellos) and their music stands one or two blocks, because there are no available spots anywhere near my house. Extending the Pub's hours will make this situation even worse.  
I beg you to deny the Pub's request.

Sincerely yours,  
Monika Langer  
(MONIKA LANGER)  
1141 OXFORD ST.  
VICTORIA, B.C.  
V8V 2V2



## Ryan Morhart

---

**From:** Larry Lewis [REDACTED]  
**Sent:** Friday, February 8, 2019 12:42 PM  
**To:** Ryan Morhart  
**Subject:** Liquor licence Beagle pub

Occasionally there is rowdy behavior at, or soon after closing time, especially on the weekends.

Last Saturday night, February 2nd, the business next door, "Surroundings" had a plate glass window smashed and my own vehicle, (parked outside 257 Cook) had the side mirror vandalized.

I therefore do not support any extension of opening the hours at the Beagle Pub.

Lawrence Lewis

#3 - 257 Cook st.

## Ryan Morhart

---

**From:** Gary [REDACTED]  
**Sent:** Thursday, February 14, 2019 4:17 PM  
**To:** Ryan Morhart  
**Subject:** The Beagle pub's application for expanded hours

Hello, please mark me down in the opposed camp on this application. Almost all of the other pubs nearby (other than the Bent Mast) does not open before 11am. I understand the desire to attract the breakfast crowd but they are a pub, not a restaurant. The village is undergoing a great deal of change at the present moment and we need to take a breather for a while. The Beagle has chipped away at the regulations that they do business under and will keep pushing for more and more relaxation of the regs. They have recently been successful with extending their closing time and have been allowed to expand their outside seating onto the west sidewalk. I am and have always been fine with those relaxations to the regulations regarding their operations but this one is a non starter for me.

regards, G Hadfield 1035 Suttlej



## Ryan Morhart

---

**From:** [REDACTED]  
**Sent:** Tuesday, February 12, 2019 11:04 AM  
**To:** Ryan Morhart  
**Subject:** Re: Beagle Pub Hours

Thanks for the clarification.

Given that there are already other businesses in the area providing food services Saturday and Sunday mornings, I do not see the need for the Pub to be open.

I do not want my personal information disclosed.

[REDACTED]  
[REDACTED]

> On Feb 11, 2019, at 10:10 AM, Ryan Morhart <RMorhart@victoria.ca> wrote:

>

> Good morning [REDACTED]

>

> The requested change is to the opening hours on Saturday and Sunday mornings. Current opening hour is 11am for licensed service and the request is for that to be adjusted to 9 am. They are not proposing to be open all night long and closing hours are not proposed to be changed.

>

> Trust that answers your question.

>

> Thanks,

>

> Ryan

>

>

> Ryan Morhart

> Manager & Chief Building Official

> Permits & Inspections

> Sustainable Planning and Community Development Department City of

> Victoria

> 1 Centennial Square, Victoria BC V8W 1P6

>

> T 250.361.0241 F 250.361.1128

>

>

>

>

>

>

>

>

>

>

>

>

>

>

>

>

>

>

>  
>  
>  
>  
>  
>  
>  
> -----Original Message-----  
> From: Family [REDACTED]  
> Sent: Sunday, February 10, 2019 4:31 PM  
> To: Ryan Morhart <RMorhart@victoria.ca>  
> Subject: Beagle Pub Hours  
>  
> I want to make sure I am understanding the request to change hours correctly. I believe the request is for the Pub to be able to stay open all night long Saturday and Sundays. Am I correct?  
> [REDACTED]  
> 312 Chester Avenue

**Subject:** 1126 Oxford Street

**From:** lee@burrproperties.com <lee@burrproperties.com>  
**Sent:** March 5, 2019 11:47 AM  
**To:** rmorhart@victoria.ca  
**Cc:** lee@burrproperties.com  
**Subject:** 1126 Oxford Street

Dear Mr. Morhart:

We write with regards to the recent notice we received about the application for earlier opening hours on Saturday and Sunday by the Beagle Pub located at 301 Cook Street.

Our client Tommy Louie owns the property located at **1126 Oxford Street** which is one property over from the rear of the pub. The house is tenanted in its entirety by one family comprising a mother and her daughter.

We have fielded a few complaints from the tenants about poor behaviour from the customers at the Pub, including:

- Talking loudly in the parking lot;
- Revving engines;
- Intoxicated people arguing;
- On more than one occasion the customers of the Pub have parked on the street in a manner that restricts the ingress and egress of vehicles from the property;

The tenants at 1126 Oxford have felt threatened by this behaviour, but as with the tenants at 1124 Oxford, they do not engage the people who behave this way as they do not want to get into a confrontation. It is also not useful to waste the time of law enforcement as these people move on, only to be replaced with another group of people with poor behaviour. There is little our office can do to police the behaviour of the transient clients of the Pub, complaints to the pub management directly by the Landlord have fallen on deaf ears.

In short, the Pub have been poor neighbours and we humbly request that the City reject the application to amend the opening hours to 9am from the current 11am. An approval of the application will interfere with the tranquility of the weekend mornings.

Respectfully for and on behalf of the Landlord Tommy Louie.

Andrew



---

Andrew G. Lee, *B.Com, M.B.A.*  
Managing Director

**BURR PROPERTIES LTD.**  
Unit 2-1007 Johnson Street  
Victoria, BC  
V8V 3N6

Office: 250 382-8838 (24/7 Answering Service)  
Direct: 250 940-2826  
E-mail: [lee@burrproperties.com](mailto:lee@burrproperties.com)

Dear Mr. Morhart:

**Subject: 1124 Oxford Street**

We write with regards to the recent notice we received about the application for earlier opening hours on Saturday and Sunday by the Beagle Pub located at 301 Cook Street.

Our client Tommy Louie owns the property located at **1124 Oxford Street** which is directly behind the pub, the house has two rental units; 1124-A and 1124-B, occupied by two families, including small children.

We have fielded several complaints from the tenants about poor behaviour from the customers at the Pub, including:

- Talking loudly in the parking lot;
- Revving engines;
- Peeing against the fence line;
- Intoxicated people arguing;
- On more than one occasion the customers of the Pub have parked on the street in a manner that restricts the ingress and egress of vehicles from the property;

The tenants at 1124 Oxford have felt threatened by this behaviour, but do not engage the people who behave this way as they do not want to get into a confrontation. It is also not useful to waste the time of law enforcement as these people move on, only to be replaced with another group of people with poor behaviour. There is little our office can do to police the behaviour of the transient clients of the Pub, complaints to the pub management directly by the Landlord have fallen on deaf ears.

The owners of the Pub have also allowed their fence to become completely rotten and it is falling down. During the recent wind storms several panels flew into our clients property; please see the photographs attached.

In short, the Pub have been poor neighbours and we humbly request that the City reject the application to amend the opening hours to 9am from the current 11am. An approval of the application will interfere with the tranquility of the weekend mornings.

Respectfully for and on behalf of the Landlord Tommy Louie.

Andrew

---

Andrew G. Lee, *B.Com, M.B.A.*  
Managing Director

**BURR PROPERTIES LTD.**  
Unit 2-1007 Johnson Street  
Victoria, BC  
V8V 3N6

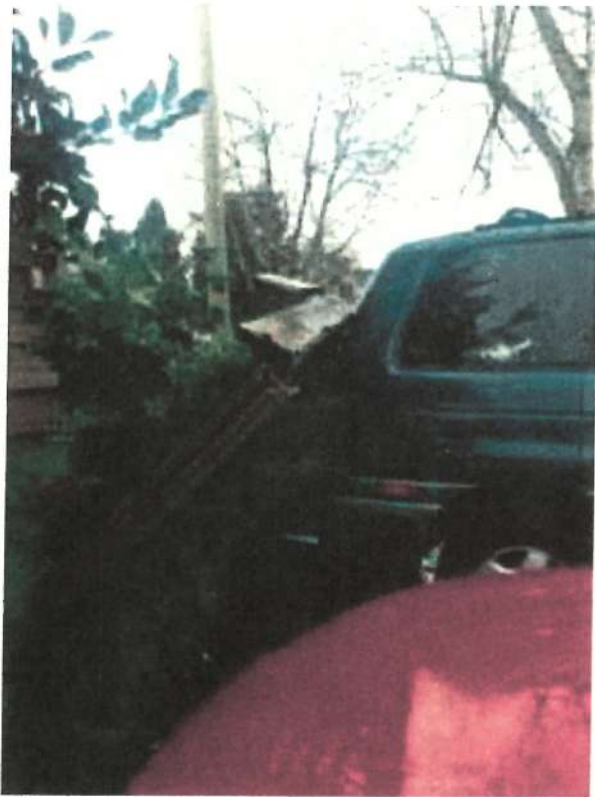
Office: 250 382-8838 (24/7 Answering Service)  
Direct: 250 940-2826  
E-mail: [lee@burrproperties.com](mailto:lee@burrproperties.com)













Subject: 257 and 271 Cook Street

Dear Mr. Morhart:

We write with regards to the recent notice we received about the application for earlier opening hours on Saturday and Sunday by *The Beagle Pub* located at 301 Cook Street.

Our client Tommy Louie owns the property located at **257 and 271 Cook Street** which is directly across Oxford street from the Beagle Pub. The two buildings contain four commercial tenants on the ground floor with eight residential apartments above.

**Parking Issues:**

The biggest concern here is parking. Mr. Louie's property has a small parking lot reserved primarily for the customers of the *Oxford Foods* supermarket. It is worthwhile noting that *Oxford Foods* is the only full service supermarket serving the Cook Street Village and most of their customers drive so that they may load heavy bags of groceries into their vehicle. The supermarket receives on an ongoing basis a number of complaints that there is no parking because customers of the Pub use the lot, despite there being ample signage on the lot, advising the public that the lot is exclusively for the use of supermarket customers while they shop at the store; in addition the Pub to their credit placed signage advising their customers NOT to park in the supermarket parking lot, the Pub clientele largely ignore the signage. This shows that the Pub on some level realizes the parking pressure their business places on their neighbours.

The supermarket has had to resort to training their staff to patrol the lot and have vehicles towed, these are staff that are being paid to manage the grocery business not patrol parking lots.

Competition in the grocery business is strong with razor-thin margins and *Oxford Foods* do not have the financial leverage behind them to compete head-on with the major supermarket chains on price. They resort to friendly service, free and ample parking and other incentives such as loss leaders and specials, on most days Tommy walks the business personally greeting customers by name and listening to their comments; they are one of the few locally owned, single store, family run, minority owned supermarkets that have managed to survive. However, if there is no parking available customers will drive down to *Thrifty Foods* in James Bay or Fairfield Plaza and soon to the upcoming *Save-On-Foods* at Pandora and Vancouver streets.

It is clear to anyone who spends time in the area that *The Beagle Pub* is not a local neighbourhood pub that residents walk or bike to; rather it is a **destination** that serves people who drive vehicles to the pub that is located in a densely populated neighbourhood with little parking. Mr. Louie raised these concerns to the City when the Pub requested more outdoor seats, the City proceeded to grant the Pub their request to the great dismay of Mr. Louie.



This new request to allow the Pub to open at 9am instead of the current 11am will impose further difficulty on the supermarket. Their clientele will without doubt use the supermarket lot placing this local business under greater pressure to identify patrons of the Pub and have cars towed while losing business to customers who cannot park nearby.

In short, the Pub have placed their neighbours, both commercial and residential in positions of ever increasing levels of difficulty and these are not indicators of a good neighbour. The Landlord once more humbly requests that the City deny the application from the Pub to amend their opening hours to 9am from the current 11am.

Respectfully for and on behalf of the Landlord Tommy Louie.

Andrew

---

Andrew G. Lee, *B.Com, M.B.A.*  
Managing Director

**BURR PROPERTIES LTD.**  
Unit 2-1007 Johnson Street  
Victoria, BC  
V8V 3N6

Office: 250 382-8838 (24/7 Answering Service)  
Direct: 250 940-2826  
E-mail: [lee@burrproperties.com](mailto:lee@burrproperties.com)

**Ryan Morhart**

---

**From:** bart reed [REDACTED]  
**Sent:** Wednesday, March 13, 2019 12:38 PM  
**To:** Ryan Morhart  
**Subject:** Re: Draft report for Committee of the Whole | increased hours on Saturday and Sunday

Hi Ryan:

Thanks again for letting me get my head around this. I modified the letter as you can see, reducing it down to next to nothing which I think is more effective.

Please submit this version.

Chat soon.

From: Bart Reed

Date: Mar 13, 2019

Re: Applicant response to the Beagle Pub application for change of hours City Draft Report

As this is a simple and straight forward application, I don't have much to add to the application in this letter. I would, however, like to make a couple quick comments with regards to the letters of public opinion.

Most importantly, it should be noted that none of the issues against this application have anything to do with the application itself. Opening up 2 hours earlier on the weekends won't affect anything these people have discussed.

For this reason, I won't belabour the negative letters but will point out that the truth behind these letters is quite different than what's being presented.

Thanks for your time.

Sincerely,

Bart Reed.

## Types of Liquor Licences Issued in the Province of British Columbia

*Last updated: October 5, 2017*

The Liquor Control and Licensing Branch (LCLB) supervises over 10,200 licensed establishments and over 25,000 temporary special events per year in B.C.

The purpose of this document is to give a broad understanding of the types of liquor licences issued in B.C. Visit the LCLB's website at [www.gov.bc.ca/liquorregulationandlicensing](http://www.gov.bc.ca/liquorregulationandlicensing) and the hyperlinks below for the most up to date information.

### Licences:

[Agent](#) – for independent liquor agents who market products from liquor manufacturers outside of B.C.

[Catering](#) – for catering companies who wish to serve liquor in addition to food, with food service as the primary purpose.

[Food Primary](#) – for businesses where the primary purpose is to serve food (such as restaurants).

A Patron Participation Endorsement is an additional term and condition on a food primary licence that permits the active involvement of patrons in entertainment or results in patrons leaving their seats, such as dancing or karaoke. An application for this endorsement requires additional considerations beyond the routine assessment of an initial application. To ensure that community concerns about noise, nuisance and other impacts are considered, input from local government or First Nation authorities is required before patron participation entertainment will be approved for a food primary establishment.

[Liquor Primary](#) – for businesses where the primary purpose is to sell liquor (such as bars, pubs, and nightclubs, as well as stadiums, theatres, aircraft, etc.). Liquor primary licences are also for businesses that wish to serve liquor as an additional service to their primary business (such as spas, salons, art galleries, etc.)

*Liquor Primary Club* – a sub-class of the liquor primary licence for private clubs. To be eligible to apply, the club must be a society registered under the provincial Societies Act or a non-profit or veterans organization incorporated by special act of parliament. LP Clubs must have at least 50 members who pay annual fees. The service area of an LP Club is restricted to members and guests only.

[Manufacturer](#) – for businesses making wine, cider, beer (this includes brew pubs), or spirits (known as wineries, breweries, and distilleries). Manufacturers can also apply to add a lounge, special event area, and/or picnic area endorsement to their manufacturer licence.

[UBrew/UVin \(Ferment-on-Premises\)](#) – for businesses that sell ingredients, equipment and provide advice for customers to make their own beer, wine, cider or coolers.

[Licensee Retail Store\\*](#) – for selling liquor by the bottle at retail stores (often called private liquor stores).



[Wine Store\\*](#) – for wine stores including winery-operated stores, independent wine stores, VQA stores and tourist wine stores.

[Special Wine Store](#) – available to eligible grocery stores only, the special wine store licence permits the sale of 100% BC wine on grocery store shelves.

*\*No new licences are available at this time.*

## Permits:

[Special Event Permit](#) – for individuals and groups holding special events (such as community celebrations, weddings or banquets).

[Ethyl Alcohol Purchase Permit](#) – for purchasing ethyl alcohol for commercial and industrial use.

[Charitable Auction Permit](#) – for registered charities and non-profit organizations that wish to hold liquor auctions to raise funds for a charitable purpose.

## What is the difference between a food primary and a liquor primary licence?

A food primary licence is issued when the primary purpose of the business is the service of food (such as restaurants and cafes). A liquor primary licence is issued when the primary purpose of the business is the service of liquor, hospitality or entertainment (such as bars, pubs, spas, and art galleries).

The approval process is different for both types of licences, with the process for liquor primaries being more involved. Minors are generally prohibited from liquor primary establishments, unless the licence specifically allows them.

## Additional Resources:

[Forms](#) – access to all LCLB forms, including application forms and licence change forms.

[Frequently Asked Questions](#) – answers to common liquor-related questions.

[Licensed Establishment Locations](#) – a list of all licensed establishments in B.C.

[Publications & Resources](#) – access to the licensee terms and conditions handbooks, public consultations, and the Local Government/First Nations Guide page and more.

---

## LCLB Application

Change to Hours of Liquor Service

The Beagle Pub, 301 Cook Street



---

## Liquor Control and Licensing Branch (LCLB)

- Restaurants
- Bars
- Pubs Retailers
- Manufacturers and
- Special Events.



## LCLB Approvals

- Criminal Background Checks
- Local Government
 

Municipal Input	: potential for noise
Public Input	: potential for impact on the community, and
- Occupant Load Approvals



## Local Government

### Staff Review:

- Police, Bylaw, Planning, Community Development and Engineering
- Zoning regulation, liquor policy and the Liquor Licencing Fee Bylaw

### Public Notification and Comment:

- Notice Posted at entrance to establishment
- Mailed Notice to within 100m of establishment
- 30 days to provide comment

### Local Government provides a resolution with comment on:

- Potential for Noise
- Potential for Impact on the Community, and



## LCLB Application

	MON	TUE	WED	THU	FRI	SAT	SUN
EXISTING	11:00 am – 11:00 pm	11:00 am – 11:00 pm	11:00 am – 11:00 pm	11:00 am – 11:00 pm	11:00 am – 12:00 am	11:00 am – 12:00 am	11:00 am – 11:00 pm
PROPOSED	11:00 am – 11:00 pm	11:00 am – 11:00 pm	11:00 am – 11:00 pm	11:00 am – 11:00 pm	11:00 am – 12:00 am	9:00 am – 12:00 am	9:00 am – 11:00 pm



## Staff Review and Public Comment

### Staff Review:

- Staff, including Police, have no objections to the application.

### Public Comment:

- 306 notification letters were sent, and a notice was posted at the establishment, each providing 30 days for public comment.
- Three letters were received in support of the application and six letters were received in opposition to modified hours.
- Fairfield and Gonzales Community Association have opted not to provide input on the application.



---

## Recommendation

That Council direct staff to notify the Liquor Licensing Agency that Council supports the application for the change to hours of liquor service.







## Committee of the Whole Report

For the Meeting of April 4, 2018

---

**To:** Committee of the Whole **Date:** March 21, 2019  
**From:** Andrea Hudson, Acting Director, Sustainable Planning and Community Development  
**Subject:** Fairfield Neighbourhood Plan – Update

---

### RECOMMENDATIONS

1. That Council receive the draft Fairfield Neighbourhood Plan (March 2019) (Attachment A), for consideration.
2. That Council consider consultation for proposed Official Community Plan (OCP) amendments associated with Fairfield Neighbourhood Plan alignment:
  - a. Consider consultation under Section 475(1) and 475(2) of the *Local Government Act*; and direct staff to undertake consultation with those affected by the proposed amendments to the Official Community Plan as identified in the following recommendations.
  - b. Consider consultation under Section 475(2)(b) of the *Local Government Act* and direct staff:
    - i. to refer the proposed Official Community Plan amendments to the Songhees Nation, the Esquimalt Nation, and the School District Board;
    - ii. that no referrals are necessary to the Capital Regional District Board, or the provincial or federal governments.
3. That Council direct staff to prepare Official Community Plan amendment bylaws following consultation, and in accordance with feedback received, to amend Section 6: Land Management and Development and related maps and policies as follows:
  - a. to delete policy 6.19 and 6.20 (and renumber policies accordingly) and make related changes to clarify the OCP intent regarding development within and near urban villages
  - b. for Core Residential areas, to reduce the density range for some blocks on the south side of Meares Street (from 2:1 - 3.5:1 floor space ratio, down to 1.5:1 - 3:1 floor space ratio, and 1.2:1 - 2.5:1 floor space ratio) consistent with the draft Fairfield Neighbourhood Plan
  - c. for Urban Residential Areas, to consider increased densities up to 2.5:1 floor space ratios in blocks north of Fairfield Road between Quadra Street and Vancouver Street, to consider commercial uses at grade in locations indicated in neighbourhood plans, and to clarify that neighbourhood plans should be consulted in determining which Urban Residential areas may be considered suitable for bonus density
  - d. for Large Urban Villages, to refer to the Fairfield Neighbourhood Plan for consideration of building form and height, thereby reducing anticipated height in Cook Street Village to 4 storeys
  - e. for Small Urban Villages, to add three parcels to Moss Street Small Urban Village consistent with the draft Fairfield Neighbourhood Plan



- f. to change the name of “Ross Bay Village” to “Fairfield Plaza”, designate it as a Small Urban Village, consider 3 to 4 storey buildings and place character features consistent with the Fairfield Neighbourhood Plan, and consider additional density up to approximately 2:1 floor space ratio for advancement of plan objectives
  - g. for Traditional Residential areas, to consider development up to 2.5 storeys for certain infill housing types, and up to 3 storeys in limited locations near Cook Street Village and along Fairfield Road as consistent with the Fairfield Neighbourhood Plan.
- 4. That Council direct staff to prepare Official Community Plan amendment bylaws following consultation, and in accordance with feedback received, for Appendix A: Development Permit Areas as follows:
  - a. amend Development Permit Area 5: Large Urban Villages to update guidelines with the new *Guidelines for Cook Street Village* (2019)
  - b. amend Development Permit Area 6A: Small Urban Villages to add the areas of Five Points Village, Moss at May Village, and Fairfield Plaza, and to apply the *Guidelines for Corridors, Villages and Town Centres* (2017) with added guidelines for Fairfield Plaza
  - c. amend Development Permit Area 14: Cathedral Hill Precinct, to include new policies regarding building separation, landscape setback, and impact on Pioneer Square and the Provincial Law Court Green
  - d. amend Development Permit Area 15F: Intensive Residential – Attached Residential Development to include the Traditional Residential areas of Fairfield, and to apply the revised *Design Guidelines for Attached Residential Development: Fairfield Neighbourhood* (2019).
- 5. That Council direct staff to undertake a final round of engagement on the draft Fairfield Neighbourhood Plan and associated OCP amendments to include a meeting with the Fairfield Neighbourhood Plan working group; an on-line plan summary and survey; two open house events; meetings with interested stakeholder groups; referral to the Advisory Design Panel for comment; and notification to the Planning and Zoning Committee of the Fairfield-Gonzales Community Association.

## EXECUTIVE SUMMARY

The purpose of this report is to provide Council with an updated draft Fairfield Neighbourhood Plan and associated proposed Official Community Plan (OCP) amendments, including Development Permit Area guidelines, and to seek Council direction on the final phase of the Fairfield Neighbourhood Plan process.

The draft Fairfield Neighbourhood Plan (March 2019) has been revised in accordance with Council direction provided on September 20, 2018 to reflect new directions for Cook Street Village and traditional residential areas resulting from consultation with community residents and stakeholders that took place in the summer of 2018. The draft plan also includes proposed policies to achieve a compromise solution that addresses neighbourhood concerns regarding the future of Fairfield Plaza. Other minor changes have been made to anticipated densities and urban form in the northwest area, small urban villages, and urban residential areas.

As staff worked closely with two steering committees to bring forward the revised policies, a final round of consultation is recommended in order to ensure the broader Fairfield community has an opportunity to comment on the proposed policies. This would also fulfill consultation requirements in the *Local Government Act* for proposed OCP amendments. Recommended engagement would include an on-line plan summary and brief survey, public open house events, presentations to interested community groups, notification to the Planning and Zoning Committee of the Fairfield Community Association, and referral of the proposed OCP amendments to the Songhees and Esquimalt Nations and the Greater Victoria School District. Following this last round of public



engagement, staff will bring forward the proposed plan and OCP amendments to Council for consideration at a Public Hearing.

## PURPOSE

The purpose of this report is to provide Council with an updated draft Fairfield Neighbourhood Plan, associated proposed OCP amendments including Development Permit Area guidelines, and to seek Council direction on the final phase of the Fairfield Neighbourhood Plan process.

## BACKGROUND

In the spring of 2016, a process was launched to develop a new neighbourhood plan for Fairfield. Engagement included four phases:

1. **Pre-planning** (April - June 2016): Community launch meeting (90 participants) and collaboration with a working group to identify key values, issues, and engagement approach.
2. **Imagine** (June - October 2016): Numerous engagement events to identify planning issues for Gonzales and Fairfield and develop neighbourhood-specific goals and vision. This phase included an on-line survey (354 responses), community workshop (100 participants), pop-ups at community events, sounding boards (1190 ideas) and citizen-led meetings (3).
3. **Co-create** (October 2016 - September 2017): A series of 10 topical workshops to explore key issues and identify early directions, two surveys (770 responses) on key directions and on preference among 3 land use scenarios, a public information session, and a 2-day design workshop focused on five different areas within Fairfield. On September 21, 2017, Council approved Emerging Directions resulting from this phase, as the basis for preparing a draft plan.
4. **Draft Plan** (November 2017 - January 2018): The community was invited to provide feedback on the draft Fairfield Neighbourhood Plan over a ten-week period in order to determine whether the plan reflected the community's vision for the future. This was promoted through a mailing to all residents, owners and businesses, social media, posters and existing network, as well as a series of 14 diverse events.

At the Special Council meeting of March 15, 2018 (see Attachment B), Council directed staff to undertake a variety of amendments to the draft Fairfield Neighbourhood Plan and extended the timeline to continue engagement with community stakeholders with a focus on Cook Street Village and gentle density housing forms. Council further directed on June 14, 2018 that staff meet with area residents to seek compromise policies regarding specific concerns at Fairfield Plaza including transitions to the surrounding neighbourhood, scale of commercial spaces, and soil conditions.

In response, staff organized a Fairfield Community Summit facilitated by external facilitators, for the purpose of discussing the next steps in the process with interested stakeholders and in order to achieve a shared understanding for moving forward. The meeting resulted in the formation of two community steering committees tasked with working on gentle density and the future of Cook Street Village.

Public engagement included on-line content as well as presence at a storefront in Cook Street Village for several days over a two-week period (with over 400 people visiting), presenting information on both Cook Street Village and gentle density options, and a gentle density survey (completed by 303 respondents). The engagement summary (Attachment C) details the results of



this last engagement. The Cook Street Village steering committee also held a Health, Accessibility and Wellness walk and a design charrette.

Staff also held several preliminary meetings with organizers of the Fairfield Plaza Neighbourhood Group, and considered the "Collaborative Community Plan (April 2018)" (Attachment D) submitted by the group, which reports being in contact with 26% of residents between Kipling Street and Richmond Road. Broader consultation on a direction for the plaza would be undertaken in a next round of plan engagement, in context of the revised draft plan.

At the meeting of September 20, 2018, Council directed staff to return with a revised draft Fairfield Neighbourhood Plan and prepare Official Community Plan amendments (summarized in Attachment E) for Council to consider both the plan and appropriate public engagement. On October 4, 2018, Council also moved that staff consider options for OCP changes that would preserve the possibility for densities of 2.5:1 floor space ratio in Cook Street Village subject to meeting the Cook Street Village design guidelines.

## **ISSUES & ANALYSIS**

### **1. Key Revisions to the Draft Fairfield Neighbourhood Plan**

#### **a) Northwest Area**

Based on Council direction to review potential refinements for locations of building heights, commercial uses and public space impact (March 15, 2018), the plan was revised to:

- allow somewhat greater heights (from 10 to 12 storeys) on larger lots in the two northwestern-most blocks (without an increase in maximum density), in order to support liveability through greater separation between buildings
- reduce anticipated density on three blocks on the south side of Meares Street to better reflect achievable densities in a six-storey building form
- add design guidance to address landscaping, commercial spaces, building separation and maintenance of sunlight access to Pioneer Square and the Provincial Law Court Green.

#### **b) Cook Street Village**

Changes were made to ensure that any new development supports pedestrian and patio spaces as well as current and future mature street trees, to provide further guidance for public realm enhancement, and to clarify that the priority investments for All Ages and Abilities bicycle infrastructure would be on Vancouver Street through Beacon Hill Park to Dallas Road.

This is accomplished by:

- ground floor building setbacks (average 2m), an upper-floor building step-back of 5m (measured from the property line) above the second floor and below-ground setbacks along Cook Street. It is recognized that achieving the maximum density may not be feasible on all sites, and that in these cases the potential for development to provide affordable housing or public amenity contribution is reduced
- opportunities for a mix of landscape and public "outdoor rooms" along boulevards; enhanced village gateways; temporary and possibly permanent side street closures for events and gathering; and principles for accessibility
- introducing interim design improvements in Cook Street which enhances pedestrian crossings and encourages slowed automobile traffic which shares the road with cyclists.



### **c) Five Points Village**

In response to public comments, staff recommend reducing the height and density supported on lots along Fairfield Road within this village from 4 storeys and 2:1 floor space ratio down to 3 storeys and 1.5:1 floor space ratio, consistent with the OCP urban place designations that are currently in place for these properties (small urban village on collector streets). Staff note that many of these lots are already zoned for development at heights of 11-12m at a 1.4:1 floor space ratio, so amenity or housing contribution would be unlikely.

### **d) Fairfield Plaza**

Changes were made to Fairfield Plaza policies to address neighbourhood concerns, particularly with regard to transitions to the adjacent neighbourhood and Ross Bay Cemetery. Policies also encourage maintaining or expanding the current number of small-scale, pedestrian-friendly commercial spaces alongside a space which can accommodate a full-service grocery store use, should redevelopment be proposed in the future.

At the same time, the proposal seeks to meet OCP objectives and stakeholder concerns by:

- providing opportunities for gathering spaces and pedestrian-friendly site design with any future development;
- locating future housing near a designated Frequent Transit route (Fairfield Road), shops, services and amenities;
- providing housing diversity in each neighbourhood; and
- providing opportunities for new households and those who choose to downsize within the community as Victoria's senior population is expected to double by 2042.

The neighbourhood plan changes for Fairfield Plaza recommended include:

- changing the designation from Large Urban Village to Small Urban Village, and changing its name to Fairfield Plaza (from "Ross Bay Village") to reflect how residents refer to it
- adding guidance requiring that transitions to the surrounding neighbourhood occur on-site, that a sensitive transition to Fairfield Road and Ross Bay Cemetery be achieved (through a double-colonnade of trees and building step-backs), and providing added guidance for public realm and on-site tree planting, which is to be reflected in updated Revitalization Guidelines for Corridors, Villages and Town Centres (Attachment F)
- reducing anticipated density from 2.5:1 floor space ratio to a base of 1.5:1 floor space ratio while continuing to support three and four-storey buildings. Density up to approximately 2:1 floor space ratio may be considered where it supports the design objectives (e.g. underground parking and public spaces) and where a public amenity or affordable housing contribution is provided. Lower-scale buildings would be less likely to provide the desired on-site public spaces, site layout and building design features. Lower densities would also be unlikely to support contribution towards amenities or affordable housing. The proposed scale is comparable to what may be considered in the Oak Bay Avenue small urban village.

### **e) Urban Residential Areas**

Policies for urban residential areas have been revised to clarify that sites at the edge of Urban Residential areas, adjacent to Traditional Residential areas, should incorporate a transition in massing, scale and design; and that small sites within the Traditional Residential areas might not necessarily support the maximum densities envisioned in the OCP.



## **f) Traditional Residential Areas**

The draft plan incorporates the concept of gentle density by considering a range of housing types including house conversions and houseplexes (ground-oriented, multi-unit buildings that appear as a larger house), with townhouses considered in specific locations. The plan considers higher densities within Traditional Residential areas along Fairfield Road and near Cook Street Village, while considering lower-scale housing forms elsewhere. Policies reinforce the adaptive reuse of existing character buildings, and encourage rental housing in both existing and new development through conversions and suites. Changes are intended to strike a balance between the demand and desire for ground-oriented housing and concerns regarding character, density and open spaces, to allow for the gradual creation of “missing middle” housing over time. Densities and recommended setbacks are intended to reinforce the existing pattern of landscaped front and back yards and laneways where they exist. Policies also recommend sensitive transitions in built form and design between Urban Residential and Traditional Residential areas.

### Near Cook Street Village:

Continue to support a variety of housing forms up to 1:1 floor space ratio, with changes including:

- reduced height for all areas east of Cook Street Village, to 2.5 storeys (from 3 storeys in some areas)
- additional design guidance for creative laneway housing
- the removal of townhouses in more than one row as a housing type, while considering on a case-by-case basis townhouses with limited development to the rear (e.g. coach houses) or courtyard townhouses with underground parking on larger corner lots or lots with laneway access near Cook Street Village. This represents a balance between those who are concerned about change and those who desire more options for townhouse living, with a majority of survey respondents supporting this housing type near Cook Street Village.

### Along Fairfield Road:

Additional consideration of a variety of housing forms up to 3 storeys and 1:1 floor space ratio.

### Remaining Traditional Residential Areas:

Policies have been revised to consider a variety of housing forms and densities depending on lot size and orientation. Key provisions include considering smaller houseplexes at comparable densities to what is already permitted in single-detached zoning on typical lots, while considering somewhat larger houseplexes on large or corner lots and townhouses on corner lots.

Enhanced *Design Guidelines for Attached Residential Development* are proposed for adoption concurrent with the neighbourhood plan (Attachment G). As part of implementation, staff propose to create “model” or template zones which can guide future rezoning applications. Council direction to consider lower parking ratios for houseplexes near Cook Street Village and along Fairfield Road can be considered at that time.

## **Addressing Key Concerns Regarding Traditional Residential Areas**

The following section describes how the proposed policies address key community concerns:

Concern about affordable, rental and family housing: Because Traditional Residential areas support lower-scale development, the potential for non-market housing is limited. However, these areas can meet needs for attached 2-3 bedroom homes (housing demand projections show that 1 in 6 new houses demanded through 2042 will be for ground-oriented units). Policies encourage house conversions, which analysis shows can support purpose-built rental, added suites in existing



houses, and suites within a variety of housing forms. Family housing, rental housing incentives, and affordable housing provisions can be considered through upcoming City-wide policy development.

Concern about parking and transportation impacts: Traffic volumes within Victoria have not been increasing at the same pace as housing growth, and Victoria remains the most sustainable municipality in Canada (tied with Montréal) in regard to the proportion of people commuting by transit, cycling or walking. Victoria continues to plan for new mobility options and services to support personal and commercial mobility. The City is investing in traffic calming and multi-modal transportation infrastructure in Fairfield and BC Transit has designated Fairfield Road for Frequent Transit. At the same time, design guidelines, densities and zoning recognize that most households continue to own cars.

Concern about character, open spaces, and trees: The policies, proposed densities and housing forms, and revised *Design Guidelines for Attached Residential Development* emphasize context-sensitive design which accommodates landscaped front and back yards, planting of a variety of tree species, and stormwater management. Stipulations regarding site coverage and open space will be included in model zones.

Encouraging retention of existing houses: The plan seeks to incentivize retention of existing houses by proposing house conversions with additions as a by-right option (through future update of the House Conversion regulations as part of plan implementation); consideration of 2 suites or a secondary suite and a garden suite for existing houses only; and limiting density of new development in most areas, particularly on “standard” sized lots. Policies emphasize that for houses of heritage merit, house conversion or adaptive reuse is preferable to entirely new construction in order to add housing.

Economic analysis prepared for the gentle density consultation found that the types of infill housing envisioned in the Fairfield Plan are unlikely to encourage rapid change or raise land prices, due to the already high cost of land in Fairfield. Builders of infill housing would likely be seeking lots marketed at the lower end of the price range, often with homes in need of repair and which are often redeveloped for new, single detached houses under existing zoning. Economic analysis concludes that a builder of infill housing can’t compete with a homebuyer seeking a character house in good condition.

Impacts on services: The Traditional Residential areas are expected to accommodate gradual growth over time which can be supported by services and infrastructure. New development of 3 units or more currently contribute Development Cost Charges (DCCs) for infrastructure, parks acquisition and improvement. Greater Victoria School District staff indicate that schools in Fairfield and Gonzales are expected to continue to see declining in-catchment student population without housing growth.

## **2. Associated Official Community Plan Amendments**

The following sections describe the proposed OCP amendments required to align with the draft Fairfield Neighbourhood Plan (summarized in Attachment E).

### **Urban Place Designation Amendments**

The following amendments to Chapter 6: Land Management and Development and associated Urban Place Designation maps are recommended:

- no change is recommended to the Urban Place designation for Cook Street Village. The recommended density (up to 2.5:1 floor space ratio) may be achieved by some projects



within the recommended built form of four storeys and proposed design guidelines, and maintains the potential for amenity or affordable housing contribution. Thus, staff propose amending the OCP for Cook Street Village to consider up to approximately four storeys and reference the *Fairfield Neighbourhood Plan* for built form and place character features for Cook Street Village, which will be implemented by adopting development permit guidelines (below)

- renaming Ross Bay Village to “Fairfield Plaza” and changing its designation from Large Urban Village to Small Urban Village, as well as considering buildings of 3 to 4 storeys and additional density up to 2:1 floor space ratio for the advancement of plan objectives
- revising Traditional Residential areas to consider development up to 2.5 storeys, and up to 3 storeys in limited locations identified in the *Fairfield Neighbourhood Plan*, for some infill housing types
- making changes to the anticipated density on several blocks of the northwest, reducing the density ranges in Core Residential blocks on the south side of Meares Street, and increasing the densities anticipated on several blocks north of Fairfield Road (see Chapter 7 and Attachment E for details)
- for Urban Residential Areas, to consider increased densities up to 2.5:1 floor space ratios in blocks north of Fairfield Road between Quadra Street and Vancouver Street, to consider commercial uses at grade in locations indicated in neighbourhood plans, and to clarify that neighbourhood plans should be consulted in determining which urban residential areas may be considered for densities towards the upper end of the Urban Residential density range
- expanding Moss Street Village by three parcels to reflect the *Fairfield Neighbourhood Plan*.

### **Development Permit Areas to Implement New and Revised Design Guidelines**

The following new or revised guidelines are proposed to be applied through Development Permit Areas. Development Permit Areas provide for exterior design review of new development.

- Replace existing *Cook Street Village Design Guidelines* (2003) with new *Guidelines* (2019) (Attachment H) that implement the design guidance in the draft neighbourhood plan (Development Permit Area 5)
- Apply proposed *Design Guidelines for Attached Residential Development: Fairfield Neighbourhood* (2019) to new duplexes, houseplexes and townhouses in Fairfield
- Apply *Guidelines for Corridors, Villages and Town Centres* (with content specific to Fairfield Plaza), to be used along with the existing *Guidelines for: Multi-Unit Residential, Commercial and Industrial* (add to Development Permit Area 6)
- Apply *Guidelines for Corridors, Villages and Town Centres* (2017) to Five Points Village and Moss Street Village, to be used along with the existing *Guidelines for: Multi-Unit Residential, Commercial and Industrial* (add to Development Permit Area 6)
- Revise the *Cathedral Hill Design Guidelines* (Development Permit Area 14) (Attachment I) to address concerns for building separation and livability, landscape/interface with the public sidewalk, and sunlight access for Pioneer Square and the Provincial Law Courts green.

### **OCP Amendments Proposed to Clarify Large Urban Village Planning Areas**

Staff propose a number of changes in addition to removing policy 6.20, which clarify the policy implications of both Small and Large Urban Villages and further recognize local conditions such as the context and geographic extent of an urban village.

These changes should remove confusion between planning study areas and areas where urban residential growth is supported. At the same time, these changes do not remove the city-wide OCP objectives of accommodating a share of housing growth in and near large urban villages and along transit corridors.



### 3. Recommended Next Steps and Consultation

While the work of the citizen-led steering committees included and was informed by significant engagement through a survey and storefront pop-up events, staff recommend a final round of broader engagement with the neighbourhood and community to gauge if the revised plan strikes the right balance. Likewise, preliminary meetings with organizers of the Fairfield Plaza Neighbourhood Group, and their submission, represented one input into the policy recommendations, in anticipation of broader community consultation. Therefore, staff recommend the following public engagement:

1. Meeting with Working Group to refine format for engagement events;
2. Update the project webpage to present a mid-level summary of the draft plan, proposed OCP amendments and design guidelines, and a simple online survey;
3. Two public open house events, one in Cook Street Village and one at Fairfield Neighbourhood Place, with childcare/activities provided;
4. Promotion through email, social media, and local media;
5. Offer to meet with key stakeholder groups involved in the process;
6. Referral to the Advisory Design Panel; and,
7. Referral to the Songhees and Esquimalt Nations and the Greater Victoria School District.

Staff will aim to bring the results of this consultation and the proposed bylaws to Council in May/June to set a Public Hearing.

### OPTIONS & IMPACTS

#### *Accessibility Impact Statement*

Principles for accessibility have been added to the plan for Cook Street Village. In addition, accessibility considerations have been expanded in the updated *Design Guidelines for Attached Residential Development*, including for suites in developments of two or more primary units (considering exterior and landscape features, which can be governed by development permit area guidelines).

The City's 2015 report, *Housing and Supports for an Aging Population*, indicates that there will be increasing demand for adaptable/accessible housing in multi-unit buildings with elevator access as the population of seniors is expected to double by 2042. The draft neighbourhood plan provides opportunities to meet this demand.

#### *2019 – 2022 Strategic Plan*

This milestone in the Fairfield Neighbourhood Plan process supports Strategic Plan Objective 8: Strong, Liveable Neighbourhoods, Action 1: Complete the Fairfield Local Area Plan.

The draft plan and associated Development Permit guidelines also support a number of Strategic Plan Objectives including:

- Objective 7: Sustainable Transportation
- Objective 6: Climate Leadership (Action 12. Begin to plan for mitigating the inflow and infiltration issues on private property); and,
- Objective 3: Affordable Housing

### *Impacts to Financial Plan*

Approval of the plan does not have any impacts to the current financial plan. Engagement expenses are estimated at \$3,000 and would be covered by existing budgets. Several implementation items of the proposed plan would, if undertaken, require additional resources to be considered in future budget processes.

### *Official Community Plan Consistency Statement*

The proposed plan largely maintains the direction of the current Official Community Plan, while entertaining somewhat increased density in the Northwest of the neighbourhood, somewhat reduced building form in the Cook Street Village area, and reduced built form and density at Ross Bay Village (Fairfield Plaza). Amendments to the Official Community Plan are proposed to align the proposed Fairfield Neighbourhood Plan and OCP.

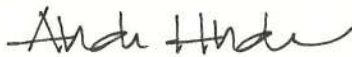
### **CONCLUSIONS**

Over the past two years, members of the Fairfield neighbourhood have worked very hard with their peers to resolve challenging issues and diverging viewpoints in the community and to reach compromises. Staff believe that the revised plan represents a compromise informed by a variety of feedback and achieves key goals of the Official Community Plan and upcoming strategic plan.

Respectfully submitted,

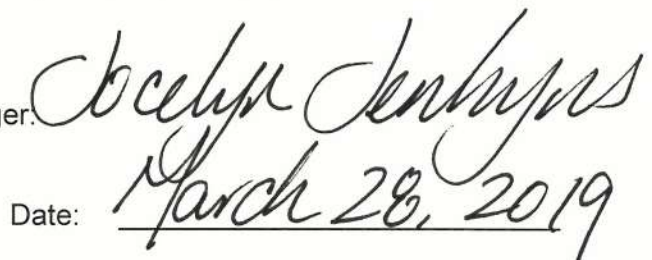


Marc Cittone  
Senior Planner  
Community Planning Division



Andrea Hudson, Acting Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager.



Date: March 28, 2019

### **List of Attachments:**

- Attachment A: Draft Fairfield Neighbourhood Plan
- Attachment B: Council Motions related to Draft Fairfield Neighbourhood Plan
- Attachment C: Engagement Summary and Public Correspondence (from Sept. 20, 2018)
- Attachment D: Fairfield Plaza Collaborative Community Plan (submission of "Fairfield Plaza Neighbourhood Group")
- Attachment E: Summary of Proposed OCP Amendments
- Attachment F: Updated *Revitalization Guidelines for Corridors, Villages and Town Centres* (2017, draft amendments 2019)
- Attachment G: Updated *Design Guidelines for Attached Residential Development: Fairfield Neighbourhood* (Feb 2019 Draft)
- Attachment H: Updated *Cook Street Village Design Guidelines* (Feb 2019 draft)
- Attachment I: Updated Development Permit Area 14: Cathedral Hill Precinct.



# Fairfield

## Neighbourhood Plan

DRAFT

March 2018 **DRAFT PLAN**





The City of Victoria respectfully acknowledges that the land and water of the Fairfield neighbourhood is the traditional territory of the Lekwungen people.

# Table of Contents

1. Introduction.....	15
2. Neighbourhood Context .....	19
3. Transportation and Mobility .....	25
4. Parks, Open Space and Urban Forest .....	33
5. Future Land Use .....	41
6. Northwest Area and Fort Street Corridor .....	45
7. Urban Villages .....	53
8. Residential Housing Areas .....	71
9. Housing Affordability .....	87
10. Heritage .....	89
11. Infrastructure and Green Development .....	93
12. Placemaking, Arts and Culture .....	97
13. Community Facilities and Wellbeing .....	99
14. Action Plan.....	103

# List of Maps

Map 1: Active Transportation Network .....	26
Map 2: Neighbourhood-Identified Transportation Improvements .....	28
Map 3: Neighbourhood Transit Network.....	30
Map 4: Existing Parks and Open Space Network (2017).....	34
Map 5: Future Land Use Map .....	41
Map 6: Northwest Area and Fort Street Corridor.....	45
Map 7: Maximum Density Map – Northwest Area + Fort Street Corridor.....	47
Map 8: Maximum Building Height Map – Northwest Area + Fort Street Corridor	48
Map 9: Fairfield Urban Villages.....	54
Map 10: Urban Residential Sub-Areas.....	72
Map 11: Traditional Residential Sub-Areas .....	80
Map 12: Heritage Registered and Heritage Designated properties (2017).....	91
Map 13: Facilities, Parks and Open Space.....	100

# List of Figures

Figure 1. Fairfield Neighbourhood Plan Key Directions.....	8
Figure 2. Fairfield Neighbourhood Plan process diagram.....	17
Figure 3. Fairfield Neighbourhood Plan Area.....	19
Figure 4. History timeline.....	20
Figure 5. Neighbourhood snapshot .....	21
Figure 6. Historic and anticipated housing growth in Fairfield.....	22
Figure 7. Population and housing trends in Fairfield.....	22
Figure 8. Fairfield tree canopy 2017.....	38
Figure 9: Future Land Use Summary Table.....	42
Figure 9: Future Land Use Summary Table, cont'd.....	43
Figure 10. Building Separation for Taller Buildings, northwest part of Cathedral Hill.....	48
Figure 11. View from St. Ann's Academy.....	49
Figure 12. Christ Church Cathedral.....	49
Figure 13. Pioneer Square and Christ Church Cathedral.....	49
Figure 14. Approximate view corridor from Quadra Street to Burdett Street looking south...50	
Figure 15. View from Quadra Street at Burdett Street, looking south.....	50
Figure 16. Conceptual illustration of 'Living Street' concept .....	51
Figure 17. Generous tree canopy and boulevards are a hallmark of Vancouver St.....	51
Figure 18. Example of living streets using woonerf street design.....	51
Figure 19. Northwest Area and Fort Street Corridor Concept Diagram.....	52
Figure 20. Cook Street Village Big Moves Summary Diagram .....	56
Figure 21. Example of articulation breaking up massing.....	58
Figure 22. Illustrative example of building design emphasizing a view terminus .....	58
Figure 23. Illustrative example of strategies for sensitive transition in building scale.....	58
Figure 24. Illustrative example of elements contributing to public realm.....	58
Figure 25. Illustrative example of an outdoor room (see policy 7.5.4).....	59
Figure 26. Conceptual illustrations of possible street closure piloting.....	59
Figure 27. Illustrative example of a 3m sidewalk and variable building setback.....	61
Figure 29. Conceptual illustration of variable setbacks, patio, and retail spillover space....	61
Figure 28. Example of inviting and accessible patio space.....	61
Figure 30. Illustrative example of elements contributing to street vitality.....	62
Figure 31. Existing street tree condition on west side of Cook Street.....	62
Figure 32. Illustrative example of building and public realm design supporting blvd trees..62	
Figure 33. Conceptual illustration of Cook Street cross-section.....	63
Figure 34. Summary diagram: Cook Street Village Public Realm.....	64
Figure 35. Example of development oriented towards an internal street.....	66
Figure 36. Example of active pedestrian-oriented commercial frontage.....	66
Figure 39. Strategies to present friendly face to Fairfield Road and a sensitive transition...66	
Figure 38. Example of strategies to achieve a sensitive transition.....	66
Figure 37. Example of a public gathering space and pedestrian-oriented buildings.....	66
Figure 40. Moss Street and Fairfield Road Village Concept Diagram.....	68
Figure 41. Conceptual illustration of small urban village at Moss Street and May Street.....	69
Figure 42. Conceptual illustration of Moss Street and May Street looking east.....	69
Figure 43. Moss Street and May Street Village Concept Diagram.....	70
Figure 44. Example of multi-unit development contributing to pedestrian comfort.....	74
Figure 45. Illustrative examples of strategies to maintain trad. residential character.....	77
Figure 46. Example of primary building and laneway units fitting into the existing pattern..	78
Figure 47. Examples of different ways to achieve a 2.5 storey building.....	79
Figure 48: Example of a house conversion.....	82
Figure 49: Example of a houseplex with four units.....	82
Figure 50: Example of a larger houseplex with six units.....	82
Figure 51: Example of a duplex with suites.....	83



Figure 52: Example of duplex without suites.....	83
Figure 53: Illustrative example of duplex with rear parking.....	83
Figure 54: Illustrative examples of varied site layouts for duplexes.....	83
Figure 55: Example of townhouses.....	84
Figure 56: Illustrative example of townhouses on a corner lot.....	84
Figure 57: Example of townhouses with a courtyard.....	84
Figure 58: Illustrative examples of house with a suite and a garden suite.....	85
Figure 59: Illustrative example of a small lot house.....	85
Figure 60: Existing laneway.....	85
Figure 61: Illustrative example of a heritage conversion.....	92
Figure 62: Example of heritage conversion with four units.....	92

# Key Directions of the Plan



Figure 1. Fairfield Neighbourhood Plan Key Directions



1

## More housing in the northwest

### What we heard

The northwest corner is valued for its proximity to downtown, jobs and amenities such as the inner harbour and Beacon Hill Park. Higher density housing is more suitable here, where higher buildings already exist. Future development should be sensitively designed to gradually transition from downtown to the residential areas, **support the unique identity of the Cathedral Hill area**, and help improve public spaces and streets. We heard concern about the loss of older, 4-storey apartments through redevelopment. New development should increase the supply of affordable housing in Fairfield.

### How the plan addresses what we heard

The plan supports the evolution of the northwest corner of Fairfield as a residential area connecting downtown with the rest of the neighbourhood, with:

- More people in higher residential buildings near downtown, jobs and amenities
- Residential buildings up to six storeys in height between Vancouver Street and Quadra Street (north of Fairfield Road)
- Contributions from development directed to create on-site affordable housing
- **Continue to support the development of Fort Street as a mixed use commercial and residential area and frequent transit corridor.**

### For more information on this Big Move

See Chapter 6, Northwest Area and Fort Street Corridor.



2

## Enhance Cook Street Village as the heart of the neighbourhood

### What we heard

Cook Street Village is the heart of Fairfield. There is a strong desire to retain its unique flavour, friendly atmosphere and small shops into the future. Streetscape improvements such as new gathering spaces, wider sidewalks, more seating and facilities for pedestrians and cyclists could make Cook Street Village even better. New retail spaces, more customers living nearby and improved public spaces will help businesses to thrive. Housing in this area should be low to moderate scale.

### How the plan addresses what we heard

The plan supports Cook Street Village as a mixed use heart for the neighbourhood:

- In the Village, encourage housing above shops and limit building height to four storeys
- East of Cook Street Village to Chester Street: encourage **infill housing such as townhouses, conversions of existing houses, new houseplexes, duplexes, and suites** but not new apartment buildings
- West of Cook Street Village: support small apartment buildings (up to four storeys) **in Urban Residential areas, and infill housing in Traditional Residential areas**
- Introduce new design guidelines for Cook Street Village to ensure good quality design of buildings, streetscape and public spaces
- Support local businesses and community gathering with new public spaces, improvements for pedestrians and cyclists, and on-street parking

### For more information on this Big Move

See Chapter 7, Urban Villages; Chapter 3. Transportation and Mobility and Cook Street Village Design Guidelines.





3

## Make it easier to leave the car behind

### What we heard

In the long-term, Fairfield should move away from being a car-centred neighbourhood. Transportation improvements are needed to increase safety and accessibility. Cycling, walking and transit connections should be improved, especially to key destinations like villages and the waterfront.

### How the plan addresses what we heard

- The plan identifies new routes for pedestrians and cyclists and areas that may need upgrading. Future improvements include:
- Complete walking and cycling routes and develop new ones to better connect to destinations inside and outside Fairfield
- Support mobility options for people of all ages and abilities
- Assess busy intersections and streets for walking, cycling and driving for safety and other improvements

### For more information on this Big Move

See Chapter 3, Transportation and Mobility.



4

## Support the urban forest and green spaces

### What we heard

Trees and green spaces provide multiple benefits and are an important part of Fairfield's identity. New housing should be balanced with maintaining space for trees and vegetation. The urban forest should be enhanced in parks and boulevards. There is a desire for more food growing spaces in Fairfield.

### How the plan addresses what we heard

The plan proposes stewardship of green spaces and urban forest on private and public lands, including:

- Enhance the urban forest on private property, streets and public property
- Consider the urban forest in the design of new development
- Encourage restoration of natural areas in parks
- Support the creation of community gardens and orchards as community-initiated projects

### For more information on this Big Move

See Chapter 4, Parks, Open Space and Urban Forest; Chapter 6, Northwest Area and Fort Street Corridor; Chapter 7, Urban Villages; and Chapter 8, Residential Areas.





5

## Enhance the waterfront

### What we heard

Update visitor amenities and make it easier to cycle, walk to **and enjoy** the waterfront. Protect the shoreline ecosystem. Recognize the history of the Lekwungen People along the waterfront.

### How the plan addresses what we heard

The plan suggests improvements for future park and infrastructure planning, such as:

- Develop a long-term plan to guide future improvements to the waterfront while protecting the unique natural environment and cultural landscape
- Complete waterfront cycling route along Dallas Road

### For more information on this Big Move

See Chapter 4, Parks, Open Space and Urban Forest; Chapter 3, Transportation and Mobility and Chapter 11, Infrastructure, Environment and Sustainability.



6

## Retain **and add** rental housing

### What we heard

Older **rental** apartment buildings are an important source of **relatively** affordable housing in Fairfield and should be protected and improved. **Fairfield includes a large portion of the City's older purpose-built rental housing.** New affordable housing is needed throughout the neighbourhood.

### How the plan addresses what we heard

The plan supports retaining and enhancing the supply of rental apartments in Fairfield by:

- **Establishing a rental retention area north of Cook Street Village to encourage investment and retrofits of older apartment buildings while discouraging tenant displacement**
- Directing contributions from new development to create new, on-site affordable housing
- Creating incentives for maintaining and enhancing affordability through City-wide initiatives

### For more information on this Big Move

See Chapter 8, Residential Areas.



7

## Encourage neighbourhood commercial corners to thrive

### What we heard

Support small commercial areas at Moss Street and May Street, and Moss Street and Fairfield Road. Encourage added diversity of shops and services and some housing in these areas. Public space and pedestrian improvements would make these areas even stronger.

### How the plan addresses what we heard

The plan proposes supporting existing commercial areas with new housing options and public space improvements by:

- Encouraging housing above shops in mixed use buildings up to 3-4 storeys in height
- Supporting local businesses and community gathering by creating attractive public spaces

### For more information on this Big Move

See Chapter 7, Urban Villages.



8

## Support a vibrant neighbourhood centre at Fairfield Plaza Village

### What we heard

The local-serving shops and services in this village are important to the community, providing convenient shopping and gathering places. The centre was built in 1958 and it is possible that redevelopment would be proposed within the time-frame of this plan. If redevelopment is proposed, there is an opportunity to diversify area housing and add features to encourage community gathering. If the site redevelops, it should be designed for compatibility and sensitive transition to the surrounding residential neighbourhood, accommodate a mix of businesses, enhance the urban tree canopy, and improve conditions for pedestrians, cyclists and vehicles.

### How the plan addresses what we heard

The plan considers the evolution of Fairfield Plaza area as a mixed use neighbourhood hub near parks, waterfront and a Frequent Transit route. If the site redevelops:

- Create a walkable village with shops, services, housing, a plaza, enhanced urban tree canopy, and good connections to the surrounding neighbourhood
- Support new mixed-use buildings (housing above shops), up to three to four storeys in height.
- Support a mix of commercial spaces which support small businesses and can accommodate a full-service grocery store
- Transition sensitively on-site to the surrounding neighbourhood

For more information on this Big Move See Chapter 7, Urban Villages.



## Integrate new housing that fits the character of residential areas

### What we heard

Maintain the low-rise, open and green feel of traditional residential areas. Offer housing options to attract a diversity of residents and so that people have options to stay in Fairfield as they **start families** or age. The cost of housing is a key concern. A variety of housing types such as **houseplexes**, townhouses, and more secondary suites would be suitable in Fairfield.

### How the plan addresses what we heard

In most of the traditional residential areas, the plan considers housing types and styles that complement the low-rise feel of Fairfield, increase diversity, **support green front and back yards**, encourage more rental **suites**, and **encourage** more attainable forms of attached family-sized housing **on suitably sized/located lots**. The plan proposes:

- Encouraging the retention and adaptive reuse of existing houses by:
  - Making it easier to convert existing character houses to multiple units
  - Allowing suites in more detached and attached housing types
  - Allowing two secondary suites; or a suite and garden suite, in existing houses
- Encouraging more infill housing near Cook Street Village and along Fairfield Road, where residents can access shops, services and transit

- Providing further guidance for new infill housing sensitive to neighbourhood character by:
  - Providing new development permit guidelines to support neighbourly design of new housing
  - Introducing **guidance** for “houseplexes”, new buildings of **three or more units** that look like larger single detached houses, **on suitably sized lots**
  - **Considering** townhouses on lots of appropriate size **and orientation** near Cook Street Village, along Fairfield Road, near small urban villages, and on corner lots to support more family-sized housing
  - Reducing the size of lot required for duplexes

### For more information on this Big Move

See Chapter 8, Residential Areas.





# 1. Introduction



Stretching from downtown to the Dallas Road waterfront, Fairfield is located in the traditional territories of the Lekwungen people. Long before the first Europeans arrived, First Nations people had hunted, fished and harvested the area, with seasonal camps in protected harbours and defensive positions on the cliffs and hilltops. The seasonal marshes and swamp lands running from Ross Bay through Cook Street Village to the Inner Harbour (Whosaykum) were rich in fish and wildfowl, and provided a shortcut during inclement weather. Beacon Hill and the surrounding area is a sacred place and was important for food cultivation and community gathering.

Fairfield today is home to 15% of Victoria's population. Fairfield has a unique and diverse character, shaped by tree-lined streets, heritage



residential areas and bustling historic commercial areas as well as newer, higher density residential areas adjacent to Victoria's downtown. A significant portion of Victoria's rental apartment buildings are also located in Fairfield. Year round, places like Cook Street Village, Beacon Hill Park and Dallas Road attract visitors from the City and the region to the neighbourhood.

The Fairfield Neighbourhood Plan, which was launched in spring 2016, was developed in collaboration with the community to ensure future growth is shaped by those who know the neighbourhood best. The plan will act as a framework for guiding new growth, development and public investment within Fairfield, and will be implemented over the years to come through development, partnerships and City initiatives.



As Victoria and Fairfield continue to grow, the Fairfield Neighbourhood Plan is intended to guide growth in a way that meets the needs of the Fairfield community, Victoria as a whole, and the region over the next 20-30 years. The plan complements City initiatives on livability, affordability, environmental sustainability, economic vitality and other improvements to support the well-being of Fairfield residents and businesses. The Plan addresses issues identified by the Fairfield community such as the types and locations of new housing, making Fairfield more affordable and attractive to a wide range of residents, the design of village areas, climate change, heritage resources, supporting local businesses and the need for parks, active transportation and other public amenities that support a growing population.

# What is a Neighbourhood Plan?

By 2041, the city of Victoria is expected to have grown by 20,000 people. The City's Official Community Plan provides high level guidance for where and how those people may live, work, shop and play in the city. The neighbourhood plan translates this guidance to the local level, including:

- What kind of housing is desirable? Where should housing, shops and services be located? And what should they look like?
- How will people move around the neighbourhood?
- How can parks and public spaces be improved?
- What will future residents and businesses need?

The neighbourhood plan will largely be accomplished through private development. The City uses a neighbourhood plan with other related policies, guidelines and regulations to evaluate the impact and suitability of public and private projects and initiatives related to land use, development, infrastructure, parks, community facilities and transportation. Private and public projects will be reviewed for their ability to help achieve the plan's vision and goals.

The City also uses a neighbourhood plan as a guide in preparing operating and capital budgets, planning work priorities and determining public improvements.

The neighbourhood plan will be implemented over a 20-30 year time frame, although regular monitoring will take place throughout the life of the plan.

The Fairfield Neighbourhood Plan provides more certainty about the community's vision for the area – for developers, for the City and for residents.



# Fairfield Neighbourhood Plan Process

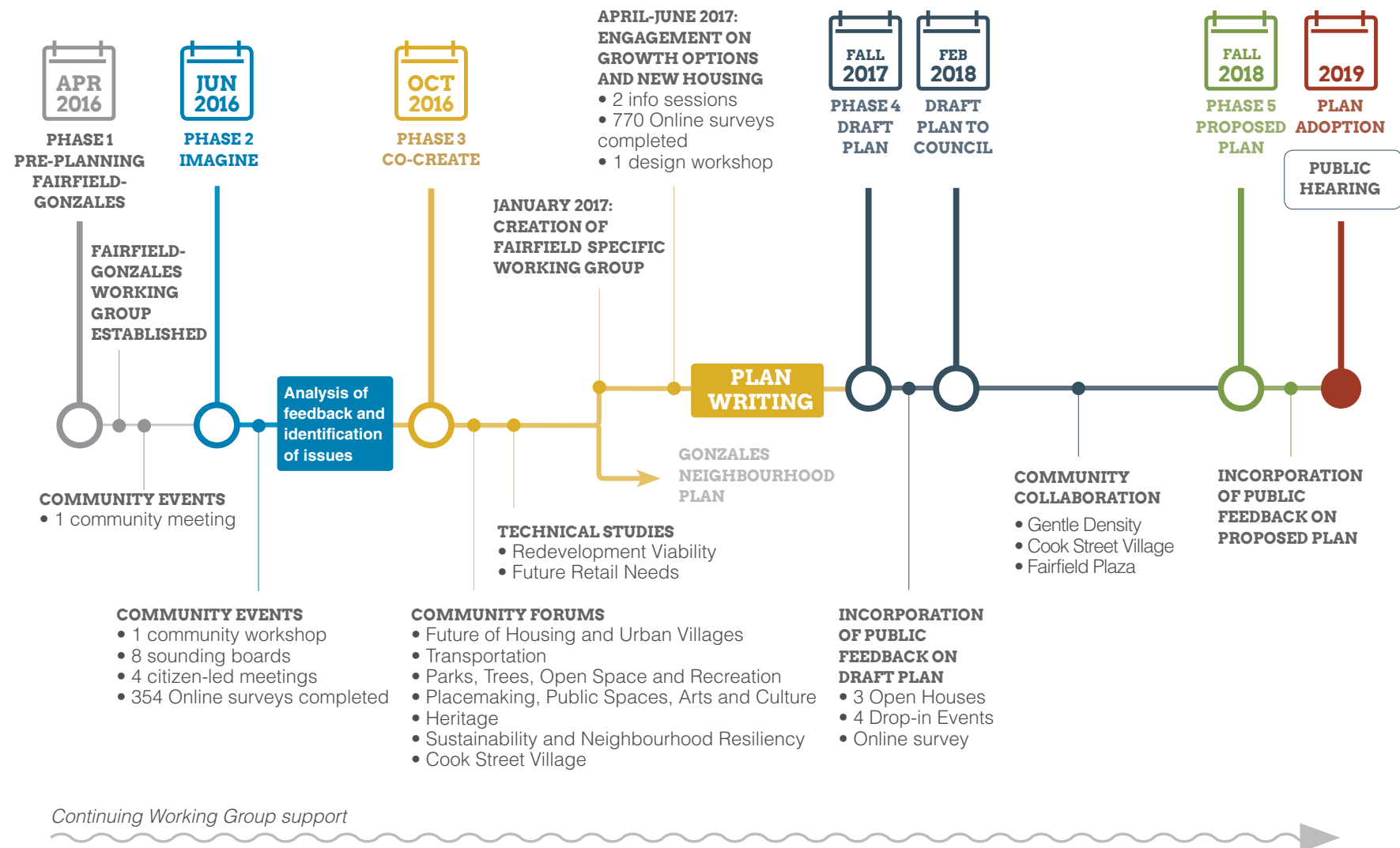


Figure 2. Fairfield Neighbourhood Plan process diagram



# Plan Vision

## *Neighbourhood Vision Statement*

**“** *In 2041 Fairfield is an inclusive, welcoming, safe and resilient neighbourhood steeped in beauty, heritage, and nature, and filled with connected people, vibrant community places, and strong local businesses* **”**

## Guiding Principles

The Fairfield Neighbourhood Plan is grounded in four core sustainability principles:

- 1. Enriching community life:** Fairfield is an inclusive, welcoming neighbourhood with a strong sense of place and high quality of life.
- 2. Ensuring economic viability:** Fairfield's economy is robust and diverse, and supports local-serving businesses.
- 3. Enhancing natural environment:** Fairfield continues to value and ultimately protect the beautiful natural surroundings in which it is situated. Fairfield's built and natural environment supports the restoration and integrity of ecological systems.

- 4. Partnering and collaborating:** Fairfield's success is built on rich partnerships that build capacity and connections in the neighbourhood, and provide safe, supportive living and working environments.

Each of these priorities is equally important and complementary to the other. The policies and actions in the plan support the values in these four areas.

# 2. Neighbourhood Context

## Plan Area

Fairfield boasts a diversity of commercial, residential and natural areas, from urban downtown in the northwest corner to traditional residential to awe-inspiring green spaces on the ocean's edge.

Today, Fairfield is comprised of a mix of mid- and low-rise apartments, townhouses, duplexes, converted heritage homes, and single-detached homes on well-maintained, tree-lined streets with areas of commercial activity which support two villages, Cook Street Village and Fairfield Plaza. Close to the downtown, Fairfield includes denser multi-unit buildings, businesses and hotels in the Cathedral Hill and Humboldt Valley areas, as well as commerce along Fort Street. Throughout are scattered commercial corners including at Moss Street and Fairfield Road, Moss and May, and along Cook Street south of Meares Street (see Chapters 7).

Fairfield is approximately 271 hectares (669 acres) in size, and is bounded to the east by the Gonzales neighbourhood, to the north by the Rockland and Harris Green neighbourhoods, to the west by Beacon Hill Park and Blanshard Street, and to the south by the ocean shoreline of the Strait of Juan de Fuca.

This neighbourhood has a vibrant weekly summer farmer's market, two community centres, and the Downtown YMCA/YWCA. Education is provided by École Élémentaire Sir James Douglas Elementary School and Christ Church Cathedral school. (See Chapter 13, Community Facilities and Well-Being).

In addition to Beacon Hill Park and the Dallas Road waterfront, the neighbourhood contains several additional city parks and greens, Pioneer Square, provincial green spaces at the Provincial Court of British Columbia and St. Ann's Academy, and the historic Ross Bay Cemetery. Important ecosystems are found in Beacon Hill Park, Moss Rocks Park and the waterfront, as well as in the urban forest found on public and private lands throughout the neighbourhood (see Chapter 4, Parks, Open Spaces and Urban Forest). A number of designated heritage sites include Pioneer Park, Christchurch Cathedral, St. Ann's academy, the Ross Bay Villa, and a range of apartment buildings and private homes throughout the neighbourhood (see Chapter 10, Heritage).

The neighbourhood includes two identified Frequent Transit routes—one along Fort Street and one on Fairfield Road—as well as planned All Ages and Abilities routes as part of the bicycle network (see Chapter 3, Transportation and Mobility).



Figure 3. Fairfield Neighbourhood Plan Area

# Moments in the history of Fairfield



Lekwungen people live, hunt, fish and harvest in the area, with seasonal camps in protected harbours and defensive positions on the cliffs and hilltops. Camas is cultivated around Mee-gan (Beacon Hill), a sacred place, providing a staple for food and trade, while seasonal swamp lands provide fish and wildfowl.



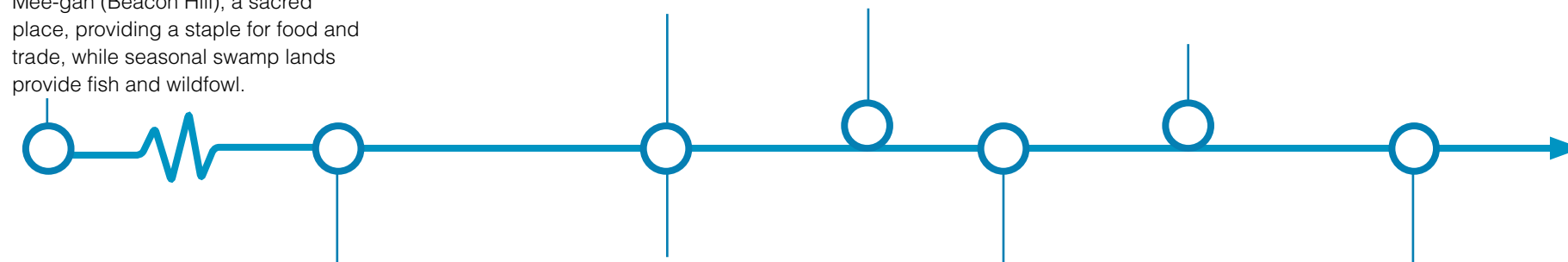
**1858:**  
Fairfield Estate is taken over by Sir James Douglas and eventually subdivided into smaller farms.



**1875:**  
The Sisters of St. Ann start St. Joseph's Hospital located in the Humboldt Valley. Later expands into a school of nursing and nurses' residence.



**1910:**  
Moss Street School opens as a four-room school house. Expansions occur in 1930 and 1958 and the name is changed to Sir James Douglas Elementary School



**1842:**  
Sir James Douglas lands at Clover Point in search of a site for a trading post for the Hudson's Bay Company.



**1858:**  
Beacon Hill Park is set aside as a public park. A beacon placed atop the hill warns mariners of the submerged reef at Brothie Ledge. The hill is also a sacred place for the Lekwungen people, known as Mee-qan.



**1890:**  
Fairfield is connected to the rest of Victoria via Fairfield Road. Streetcar lines are eventually established in 1909.

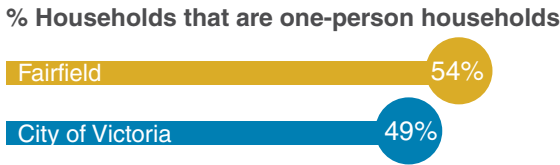
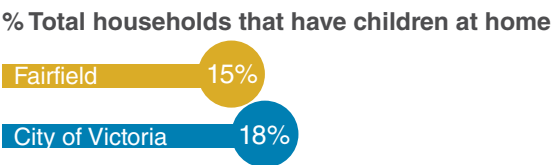
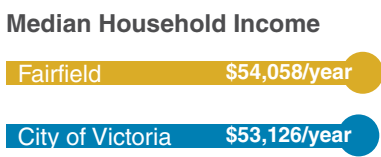
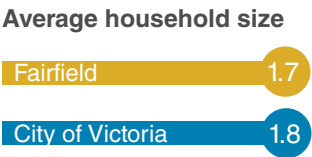
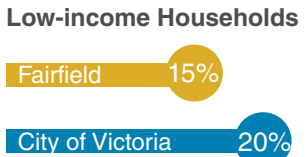


**1958:**  
Fairfield Plaza opens, followed by the first location of Thrifty Foods in 1977.

Figure 4. History timeline



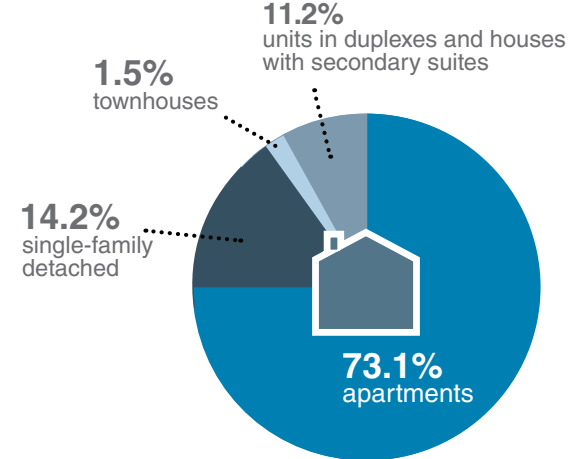
# Neighbourhood Snapshot



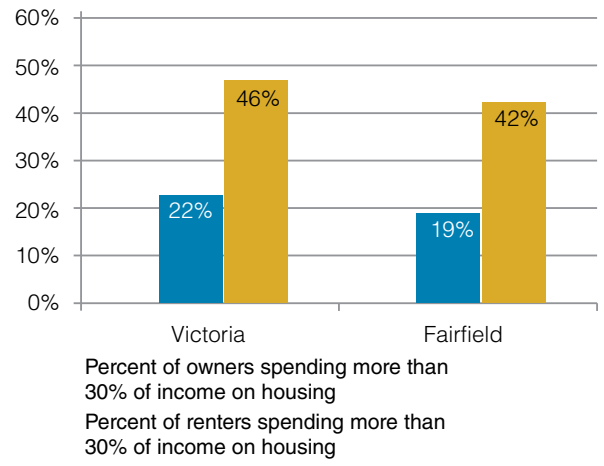
Source: Statistics Canada Census, 2016

Figure 5. Neighbourhood snapshot

## Housing Types



## Housing Affordability



## Rental vs. Ownership



# Housing and Population Trends in Fairfield

By 2041, Victoria's population is expected to grow to approximately 100,000 people. The City's Official Community Plan envisions approximately 50% of new residents will be accommodated in the city's core, 40% within a five minute walk of large urban villages, and approximately 10% in the remainder of the city. This growth pattern will shape a more sustainable community where shops, facilities and jobs are located close to where people live and more residents in the area help villages and downtown to thrive.

Population change often occurs in cycles and is influenced by housing demand; demographic shifts (e.g. new households forming as people leave home, and others start families); and economic, policy, and environmental limits to development. Over the last 10 years, Fairfield added approximately 37 housing units per year. During the period between 2011-2016, Fairfield grew by approximately 60 units per year. Along with future projections for the city as a whole, these trends were used to develop the high and low growth scenarios considered in the graph below.

Gradual growth in Fairfield is expected to continue, leading to the addition of approximately 580-840 housing units over the next 20-25 years (based on scenarios shown below). This would equate to roughly 1,000-1,500 new residents over the same period. Real growth rates may be higher or lower due to a number of variables.

Most of these new units may take the form of apartments or mixed-use development in the areas designated Core or Urban Residential, and Large or Small Urban Villages. The remainder is expected to take the form of more ground oriented gentle density in the Traditional Residential areas of Fairfield. Land use policies can influence the viability of adding housing, the form it takes, and thus who might live in the neighbourhood.

The Official Community Plan identifies how infrastructure, transportation, parks, community facilities and housing will accommodate future population growth. The neighbourhood plan and the Official Community Plan will be reviewed regularly to consider changing trends.

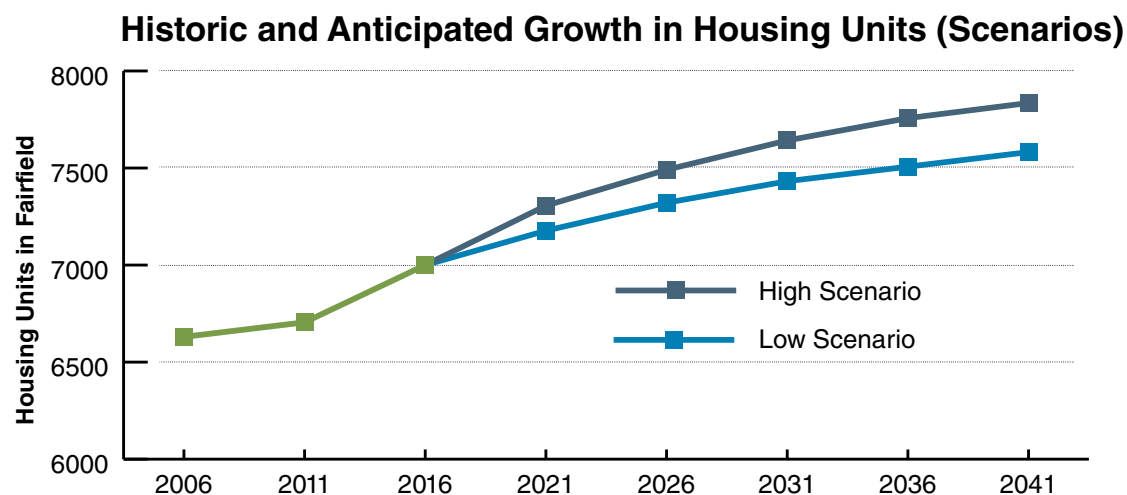


Figure 6. Historic and anticipated housing growth in Fairfield

	2006	2011	2016	% change 2006-2016	Avg Annual Growth Rate	Avg Annual Increase
Population of Fairfield	11,060	11,650	12,295	11.17%	1.06%	124 people
Housing Units in Fairfield	6,630	6,705	7,000	5.58%	0.54%	37 units
Population of Victoria	75,390	80,015	85,790	13.79%	1.30%	1040 people
Housing Units in Victoria	41,705	42,955	45,760	9.72%	0.93%	406 units

Source: Statistics Canada

Figure 7. Population and housing trends in Fairfield

# Neighbourhood Features



*Cook Street Village*



*Beacon Hill Park*



*Clover Point*



*St. Ann's Academy*



*Ross Bay Cemetery*



*Moss Street Market*



*Heritage houses*



*Rental apartment buildings*



*Fort Street*





# 3. Transportation and Mobility

Making it easier, safer and more convenient to move around Fairfield is a priority for the neighbourhood.



## Other Relevant Policies & Bylaws

Several City-wide policies guide transportation planning, priority-setting and funding at the neighbourhood level:

- Official Community Plan
- Pedestrian Master Plan
- Greenways Plan
- Bicycle Master Plan
- All Ages and Abilities Cycling Network
- Pavement Management Plan
- Zoning Regulation Bylaw Schedule C – off-street parking requirements
- Subdivision and Development Servicing Bylaw – road widths and dimensional requirements
- Streets and Traffic Bylaw – on-street parking
- Vehicles for Hire Policy



### Goals:

1. **Make walking, cycling and transit more efficient, safer and more enjoyable for people**
2. **Improve connectivity and linkages across the neighbourhood**
3. **Improve traffic management on local and major roads**
4. **Improve parking management around new developments and commercial areas**
5. **Create additional opportunities for housing to be located near frequent transit (see Chapters 5 - 8)**

The plan identifies key intersections, streets and other locations for potential improvements for traffic management to support neighbourhood livability and safety. To increase the share of people cycling and walking, the plan identifies future active transportation routes that will connect **over time** to form a network that is comfortable for people of all ages and provides direct and convenient access to important destinations – like work, schools, parks, shopping areas, transit routes and other neighbourhoods. The plan also supports better access to transit, parking management and other improvements to support a neighbourhood transportation system.

**Active transportation** refers to any form of human-powered transportation – walking, cycling, using a wheelchair, in-line skating or skateboards. The City of Victoria recognizes that active transportation provides important health, social, transportation, environmental and economic benefits.

# Neighbourhood Active Transportation

### Intent:

Make walking, cycling and transit more efficient, safer and more enjoyable for people. Improve connectivity and linkages across the neighbourhood.

### 3.1. Active Transportation Network

3.1.1. Create and maintain a well-defined pedestrian and cycling network providing complete, comfortable north-south and east-west connections to important destinations such as schools, parks, transit routes, villages, and the City-wide All Ages and Abilities network (see Map 1).

3.1.2. Complete gaps in the neighbourhood sidewalk network to the standards, and at locations, outlined in the Pedestrian Master Plan.

3.1.3. In developing urban forest succession management strategies, ensure continuous street trees along active transportation routes to beautify the experience for users.

3.1.4. Include pedestrian and cyclist-focused public realm improvements in large and small urban villages to encourage walkability and bikeability. Improvements may include new benches, lighting, landscaping, street trees, wayfinding, bicycle parking and other features.

3.1.5. Consider the needs of mobility scooters as part of pedestrian improvements to streetscapes and public spaces.



Map 1: Active Transportation Network



### 3.2. All Ages and Abilities (AAA) Network

3.2.1. Develop a north-south All Ages and Abilities (AAA) Route to connect Pandora Avenue to the Dallas Road waterfront.

- a. Develop AAA route on Vancouver Street and through Beacon Hill Park (between Park Blvd and Dallas Road) to link downtown with the waterfront.
- b. Although AAA improvements along Vancouver Street have been prioritized, Cook Street remains on the long-term AAA network. In the interim, improvements should be made to make Cook Street Village and connections to Dallas Road more friendly to people walking, cycling and using mobility devices. Considerations for interim improvements are described in Chapter 7.

3.2.2. Develop AAA Cycling facilities along the following routes:

- a. Along Humboldt Street, to link downtown with Vancouver Street and eventually Cook Street.
- b. Along Dallas Road to connect Ogden Point to Clover Point, with eventual connections to the Oak Bay Border
- c. Along Richardson Street to link Gonzales and Oak Bay to Cook Street and downtown Victoria. -

### 3.2.3. Other Neighbourhood Active Transportation Routes

3.2.4. Beacon Hill Park: Implement an east-west AAA route across Beacon Hill Park to link South Park Community School to Cook Street Village.

3.2.5. Brooke Street: Complete a continuous cycling and pedestrian route between Sir James Douglas School and Margaret Jenkins Street.

3.2.6. Rockland Avenue Greenway: Develop a long-term design and strategy for completing the Rockland Avenue Greenway.

**All Ages and Abilities (AAA) bicycle routes** are designed to provide an inviting and low stress cycling experience. They can appeal to a broader spectrum of the population, such as children and seniors, by establishing a safer and more comfortable environment for riding bicycles. On quiet streets, it means routes which have low vehicle speeds and traffic volumes and where roadway is shared with vehicles and parking. On busy streets, it means routes with physical separation from vehicles.

Studies show that about 60% of people would like to bicycle, but prefer to bicycle on trails, separated bikeways, or along quiet streets, and are uncomfortable sharing streets with heavier automobile traffic. Only about 7% of people feel comfortable riding with traffic when needed, still preferring more comfortable routes; and only 1% feel comfortable riding on streets with higher traffic volumes with or without dedicated bikeways.

# Neighbourhood-Identified Transportation Improvements

### 3.3. Active Transportation Improvements:

The following transportation improvements were identified as priorities through community engagement:

**3.3.1. Cook Street Village:** Implement interim improvements for people walking, cycling and using mobility devices in the village.

**3.3.2. Dallas Road:** Assess safety of existing crossings at Cook Street, **Linden Street**, and at Mile Zero, vehicle speed and parking configuration along Dallas Road. Consider additional bicycle parking in key locations including the Ross Bay seawall (see 3.7.1.). Add wayfinding **along Dallas Road** to the village areas and Beacon Hill Park.

**3.3.3. Fairfield Road between St. Charles Street and Cook Street:** Evaluate road conditions for pedestrian and cyclist comfort and safety, including intersection visibility, appropriateness and crossings. Key locations with community concerns include entrances to Fairfield Plaza, the intersections of Fairfield Road at Moss Street, at St. Charles Street, **and at Cook Street**.

**3.3.4. Sir James Douglas School:** Consider suggested improvements generated through the Active and Safe Routes to School program, including assessing the intersection of Fairfield Road and Moss Street for safety, crossing improvements at Moss Street and Thurlow Road, Thurlow Road and Durban Street, and **Thurlow Road and Kipling Street**.



Map 2: Neighbourhood-Identified Transportation Improvements

**3.3.5. St. Charles Street:** Evaluate road conditions for speed, pedestrian comfort and safety, including intersection visibility, appropriateness and crossings. Key locations of community concern include St. Charles Street at Richardson Street, and Brooke Street, and at Fairfield Road.

**3.3.6. Quadra Street:** Evaluate for pedestrian safety, visibility and crossing improvements. Assess Southgate Street intersection for pedestrian safety, visibility and crossing improvements.

**3.3.7. Linden Street:** Evaluate Linden Street for cyclist comfort and safety, particularly at intersections.

### 3.4. Traffic Management

**3.4.1. Vancouver Street:** Evaluate opportunities for traffic calming and diversion.

**3.4.2. Collinson Street at Cook Street:** Assess for speed, volume and cut-through traffic. Community feedback indicated creative placemaking to slow traffic.

**3.4.3. Linden, Cornwall, Stannard, Arnold, Thurlow, Harbinger and Kipling Streets between Richardson Street and Fairfield Road:** Assess existing conditions and identify opportunities to mitigate or address traffic management concerns as part of the process of developing an All Ages and Abilities route on Richardson Street.

**3.4.4. Pendergast Street and Oliphant Ave. west of Cook Street:** Assess existing conditions and identify opportunities to mitigate or address traffic management concerns as part of the process of developing an All Ages and Abilities route on Vancouver Street

**3.4.5. Traffic speed and volume:** Assess the following streets for speed and volume:

- a. Bushby Street
- b. Heywood Avenue
- c. May Street



# Transportation and Mobility

## Transit Network

### Intent:

Make walking, cycling and transit more efficient, safer and more enjoyable for people. Improve connectivity and linkages across the neighbourhood.

### 3.5. Frequent Transit Routes

3.5.1. Add opportunities for people to live on Frequent Transit corridors on Fort Street and Fairfield Road (see Chapter 6, 8).

3.5.2. Maintain transit network consistent with BC Transit's Victoria Transit Future Plan (2011), as shown in Map 3.

3.5.3. Continue to work with BC Transit to improve transit service and connectivity within the neighbourhood and to other City destinations, including adjacent neighbourhoods.

3.5.4. New private or public development projects along identified Frequent Transit Routes should accommodate and support transit-oriented features such as bus shelters, bicycle parking, and real time information.

3.5.5. Work with BC Transit to improve transit servicing **and shelters** in Fairfield, and improve connections to the rest of the transit network.

**The Frequent Transit Network** will service major corridors with convenient, reliable and frequent transit service seven days a week. The Frequent Transit Network will carry a large share of the transit system's total ridership and for this reason justifies capital investments such as transit priority, right-of-way improvements and a high level of transit stop amenities. (Adapted from BC Transit, Transit Future Plan)



Map 3: Neighbourhood Transit Network (BC Transit Victoria Transit Future Plan 2011)

# Transportation and Mobility

## Parking Management

### Intent:

Improve parking management around new developments and commercial areas

### 3.6. Vehicle Parking Management

3.6.1. While the long-term goal is to reduce the car dependency, support a sufficient combination of on-street and off-street parking around village centres which, in combination with other modes, supports business vitality.

3.6.2. Undertake a parking study and strategy for Cook Street Village to support provision of on-street off-street parking and loading that supports local businesses, provides convenient parking/loading for the disabled, and calms and slows traffic, while balancing needs of resident parking/loading on side streets surrounding the village. (see also 7.8.13-7.8.15)

3.6.3. Periodically review parking needs in the neighbourhood and explore new parking management strategies as required.

3.6.4. Through a city-wide strategy, address barrier-free parking needs for those with disabilities.

### 3.7. Parking for Bicycles and Mobility Devices

3.7.1. Prioritize end-of trip facilities such as bicycle and scooter/mobility device parking at key neighbourhood destinations including urban villages, waterfront and Beacon Hill Park.

### 3.8. Car-Sharing and Low-Carbon Vehicles

3.8.1. Support expansion of car sharing and electric vehicle charging at key neighbourhood destinations.

3.8.2. Identify strategies to support electric vehicle use and infrastructure on public and private property.







# 4. Parks, Open Space and Urban Forest



## Goals:

1. **Enhance parks as public gathering places for the neighbourhood with a variety of facilities for diverse ages and activities**
2. **Enhance access, amenities, wayfinding and facilities along the waterfront**
3. **Celebrate and enhance visitor experiences in Beacon Hill Park**
4. **Maintain and enhance the urban forest, habitat and native ecosystems**
5. **Support more food production in public spaces**



The City of Victoria's parks and open spaces are a vital piece of the city's character, culture and vibrancy. They support important habitat and ecological functions, and provide residents and visitors opportunities to socialize, recreate, relax, play, learn and connect with nature. They are an important contributor to quality of life, playing a role in the support of ecological, physical, social and economic health of the city and its residents.

Fairfield's ecosystems and natural features lie within the traditional territories of the Lekwungen people who used, stewarded and managed these lands, providing context for continued stewardship of these lands.

## Other Relevant Policies & Bylaws

- Official Community Plan
- Parks and Open Spaces Master Plan
- Greenways Plan
- Park Management and Improvement Plans
- Urban Forest Master Plan
- Tree Preservation Bylaw
- Parks Regulation Bylaw

The City's Official Community Plan calls for 99% of Victorians to have a park or open space within 400m of home by 2041; most of the Fairfield neighbourhood meets this target with the exception of the area north east of Cook Street along the Rockland border.

The plan emphasizes the role of parks and open spaces as locations where neighbours connect and socialize with each other through both park amenities and programming while protecting important ecological resources.

# Neighbourhood Parks and Open Spaces

### 4.1. Parks and Open Space Network

#### Intent:

Manage Fairfield's parks, open spaces, ecosystems, urban forest, habitat and watershed as parts of a greater regional ecosystem.

4.1.1. Protect and maintain the existing parks and open space network identified on Map 4: Existing Parks and Open Space Network 2017.

4.1.2. Develop strategies to connect, protect and restore the function of ecosystems on public and private lands, consistent with the Parks and Open Space Master Plan.



Map 4. Existing Parks and Open Space Network (2017)

## 4.2. Community Gathering and Placemaking in Parks

### Intent:

Enhance parks as public gathering places for the neighbourhood with a variety of features for diverse ages and activities

- 4.2.1. Engage the Songhees and Esquimalt Nations to determine interest and appropriate **stewardship and** recognition of sites of **cultural significance** in parks and open space.
- 4.2.2. Continue to work with recreation service providers to offer programming in neighbourhood parks.
- 4.2.3. Improve access and create a more enjoyable walking and cycling experience to Fairfield parks and the waterfront through the addition of new crossings and public realm improvements such as street trees, seating, bike racks, lighting and wayfinding.
- 4.2.4. Design and refresh amenities in neighbourhood parks and open spaces to meet the needs of a range of ages, abilities and activities.
- 4.2.5. Look for opportunities through park upgrades to add features to encourage neighbourhood gathering. Through engagement, residents suggested clusters of benches to encourage conversation, interactive public art and features aimed at older adults.
- 4.2.6. Use interpretive signage in parks for educational opportunities, and to connect people to the human and natural history of Fairfield.
- 4.2.7. Explore the opportunity for limited commercial activities in parks, such as food trucks and markets.

- 4.2.8. Encourage the animation of parks through public art and placemaking, and use of parks for community special events such as festivals and concerts.

## 4.3. Waterfront Parks

### Intent:

Enhance access, amenities, wayfinding and facilities along the waterfront

Through community engagement, the Fairfield community identified a number of suggested improvements for the waterfront parks. These include new or improved pathways to enhance accessibility and connectivity; wayfinding and regulatory signage; recognition and interpretation of First Nations uses and sites that reinforce the culturally-significant landscape on the waterfront; natural areas restoration and invasive species management; management strategies for shoreline and bluff stability; enhanced visitor facilities, such as washrooms, **picnic areas**, **accessible viewing areas** and increased bicycle parking; improved pedestrian safety and comfort across Dallas Road; pedestrian enhancements at Clover Point; consideration for public art or other design features; **delineation/fencing of off-leash dog areas**; and interpretation of natural and human history.

- 4.3.1. Engage residents and stakeholders of Fairfield in a city-wide process to develop a long-term plan to guide future improvements to waterfront park areas from Clover Point Park to Holland Point Park in James Bay to improve the visitor experience, restore the coastal bluff ecosystem, protect wildlife habitat, and respect the culturally-significant landscape, consistent with the direction of the Parks and Open Spaces Master Plan.



Beacon Hill Park



Courthouse Playground



Dallas Road Waterfront Trail



# Neighbourhood Parks and Open Spaces, cont'd.

### 4.4. Beacon Hill Park

#### Intent:

Celebrate and enhance visitor experiences in Beacon Hill Park

The Fairfield community identified a number of suggested future improvements to Beacon Hill Park through community engagement. These suggestions included recognition and interpretation of First Nations history; pathway improvements for accessibility and safety; wayfinding and regulatory signage; natural areas restoration; interpretation of natural history and native ecosystem; other features that reinforce the human history along the waterfront; adding features to encourage people to gather, such as picnic tables and clustered seating near popular view points.

4.4.1. Engage residents and stakeholders of Fairfield in a city-wide process to develop a long-term plan to guide improvements for Beacon Hill Park to further animate the park and encourage broader use while protecting the park's natural and horticultural areas, consistent with the direction of the Parks and Open Spaces Master Plan.

4.4.2. Consider a community garden in Beacon Hill Park, subject to community interest and evaluation in accordance with the Beacon Hill Park trust (see also 11.7.2.)

4.4.3. Consider an enhanced green space adjacent to Cook Street Village, for passive use which maintains the existing tree canopy. (see also Ch.7)

### 4.5. Ross Bay Waterfront

4.5.1. Consider additional seating and improved access to the beach and causeway



Pioneer Square

for people with mobility issues or carrying watercraft.

### 4.6. Moss Rocks Parks

4.6.1. Assess the feasibility of creating new trail connections through the park to connect Masters Road and May Street as per the City's Greenways Plan.

4.6.2. Protect, improve and restore natural areas of the park, including invasive species management.

4.6.3. Encourage adjacent property owners to protect natural areas and use landscape management practices that support the park's ecological value.

### 4.7. Robert J. Porter Park

4.7.1. Develop a park improvement plan to address playground upgrades, improved pathway connections, and to help further the goals and objectives identified in the Parks and Open Spaces Master Plan.

### 4.8. Chapman Park and Bushby Park

4.8.1. Explore opportunity for future allotment gardens or other food features, where residents and community organizations express an interest.



Robert J. Porter Park

4.8.2. Update play lots in the Fairfield Neighbourhood consistent with City-wide goals and improvement strategy.

### 4.9. Pioneer Square

4.9.1. Complete the implementation of remaining recommendations identified in the Pioneer Square Management Plan, consistent with its status as a heritage landmark.

Recommendations include:

- Continue to manage Pioneer Square as a historic resource and a passive space for reflection and contemplation.
- Enhance landscaping, seating, lighting and pathway improvements.
- Identify site-specific improvements for community use.

4.9.2. Continue improvement to the Rockland Greenway adjacent to Pioneer Square

### 4.10. St. Anne's Academy

4.10.1. Encourage the Province to continue to restore the grounds at St. Ann's Academy.

4.10.2. Seek the registration of easements for public access to confirm the pedestrian linkages between Humboldt Street and Beacon Hill Park.

# Coastal Ecosystems and Climate Change

### 4.11. Management Strategies

#### Intent:

Protect coastal ecosystems.

4.11.1. Develop and implement future management strategies for the restoration of coastal bluff ecosystems, including *Species at Risk (SARA) protected plants* which are found west of Clover Point, considering climate change and future sea level rise

- a. Update and assess erosion control and shoreline protection measures for shoreline between Ogden Point and Gonzales Beach.

4.11.2. When undertaking development (e.g. trails and public facilities) adjacent to the waterfront, consider impacts on habitat and impacts of future impacts of sea level rise. Integrate provincial Guidance on Planning for Sea Level Rise, and Green Shores principles, into the design.

### 4.12. Climate Change in Parks and Open Space

4.12.1. Parks and open space play an important role in helping the city as a whole mitigate and adapt to climate change. As identified in the City's Parks and Open Spaces Master Plan, consider the following actions:

- a. On public lands, reduce impervious and hardscaped areas where possible and use vegetation to shade impervious areas and buildings to reduce heat island effect.
- b. Identify plants and ecosystems vulnerable to climate change and develop management strategies to mitigate impacts, through the implementation of the City's Parks and Open Spaces Master Plan.
- c. As part of park improvement planning for waterfront parks, identify vulnerabilities to climate change impacts and development mitigation strategies.
- d. Identify city infrastructure and facilities susceptible to impacts from sea level rise and develop strategies to adapt.
- e. Recognize the ecosystem services and functions provided by the urban forest to help mitigate climate change impacts in parks and open spaces (e.g. through shade, species diversity, flood control).



*Dallas Road waterfront*



*Moss Rocks Park*

## Parks, Open Space and Urban Forest

# Urban Forest

Fairfield's urban forest contributes to many different parts of neighbourhood life. Trees and understory provide important ecosystem services such as cleaner air and water, habitat for wildlife, improved rainwater cycling and protection from impacts of climate change. Fairfield's tree-lined streets, forested parks and meadows contribute to people's well-being, and to the sense of place and history in the neighbourhood.

**An urban forest** includes all of a community's trees, shrubs, ground-cover and the soils in which they grow. Parks, natural areas, boulevards, and residential gardens are examples of some of the many and diverse treed areas that make up the urban forest on public and private lands. The City's Urban Forest Master Plan sets out a vision and strategy for the management of Victoria's urban forest for the next 50 years and includes four key goals:

1. Develop and maintain strong community-wide support for the urban forest.
2. Protect, enhance and expand Victoria's urban forest.
3. Design and manage the urban forest to maximize watershed health, biodiversity, and conservation of sensitive ecosystems.
4. Maximize the community benefit from the urban forest in all neighbourhoods.

The Master Plan also identifies specific City-wide initiatives to implement the urban forest goals.

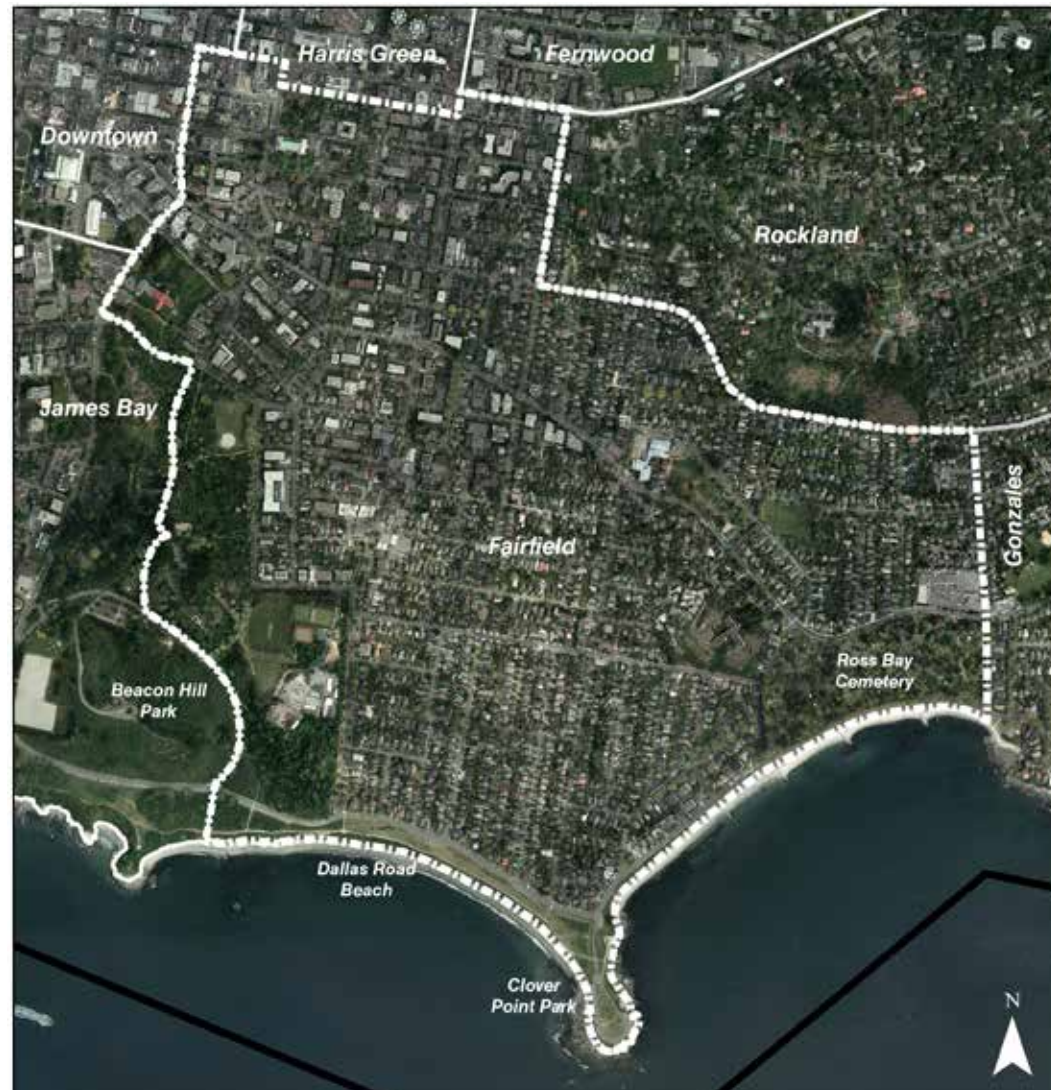


Figure 8. Fairfield tree canopy 2017



### 4.13. General Policies

#### Intent:

Maintain and enhance the urban forest and native ecosystems

4.13.1. Assess existing tree canopy and develop tree canopy targets for Fairfield, through ongoing implementation of the Urban Forest Master Plan.

4.13.2. Develop mechanisms to communicate the City's progress on implementation of the Urban Forest Master Plan to the community.

### 4.14. Trees and Native Ecosystems in Public Parks

4.14.1. Restore and expand treed native ecosystems and natural areas in Beacon Hill Park, Moss Rocks Park, Robert J. Porter Park and other natural areas in Fairfield parks. Continue to increase the City's work in partnership with community organizations, youth and the school district to support stewardship and restoration efforts.

4.14.2. Consider community orchards in parks and open space, where residents and community residents express interest in stewardship agreements.

### 4.15. Boulevards and Street Trees

4.15.1. Recognize the role that boulevard and street trees play in neighbourhood character and sense of place.

- a. Consider urban forest quality and diversity consistent with the Urban Forest Master Plan when replacing or planting street trees.
- b. Use best management practices to extend the life of street trees.
- c. Stagger the replacement of older street trees, where possible, to minimize impacts to neighbourhood character.
- d. Select species that maximize urban forest benefits and have the resilience to deal with climate change impacts.

4.15.2. Develop design guidance for new types of infill housing to support the urban forest through planting spaces, **permeable surface and soil volumes** for street trees on boulevards **or adjacent to the right-of-way**.

4.15.3. In Cook Street Village, when replacing aging chestnut trees, plant new horse chestnut trees that over the medium to longer term will maintain the character of the area.

4.15.4. As part of public realm improvements in Cook Street Village, Fairfield Plaza and small urban villages, add new street trees where possible.

- a. Consider below grade and upper setbacks in areas where large canopy trees exist or are desired in order to accommodate the tree canopy **and root structure**.
- b. Consider alternative boulevard designs in urban villages that provide hardscaped areas for pedestrian access while leaving ample room and soil volume for street trees.



## Parks, Open Space and Urban Forest

# Urban Forest, cont'd.

### 4.16. Trees and Native Ecosystems on Private Lands

4.16.1. Develop guidelines and regulations for new development to support tree diversity, **planting spaces and permeable surface** on private property. (See 8.15.7.) [**moved from previous section**]

4.16.2. When additions to existing buildings or new buildings are proposed, consider granting variances, if required, to retain significant trees, landscape or native ecosystem features.

4.16.3. Update the Zoning Regulation Bylaw and create Development Permit guidelines for infill housing to balance housing objectives with maintaining open **site** space on private land adequate for canopied trees. (See 4.13.2., 8.15 - 8.16)

4.16.4. Consider revisions to the single-detached zone for Fairfield to establish open **site space requirements which can support tree planting spaces.**

4.16.5. Prioritize updates to the Tree Preservation Bylaw and ensure the community is kept up to date on timelines and methods for input.

### 4.17. Community Stewardship

4.17.1. Support community-led projects in partnership with the City **and involve volunteers** in supporting the urban forest. Community suggestions included urban forest walks, a memorial tree program, adopt-a-boulevard-tree program and celebrating the urban forest through public art.

4.17.2. Work with the community to develop a process to identify significant trees in Fairfield on both public and private land. **Suggestions to evaluate include:**

- a. Horse Chestnut trees within Cook Street Village
- b. Cherry trees along Moss Street and other locations which may have cultural significance.



# 5. Future Land Use

This section provides guidance on future land use envisioned in Fairfield Neighbourhood, as well as general policies related to housing affordability. See subsequent chapters for more detailed policy guidance.

## Future Land Use Map

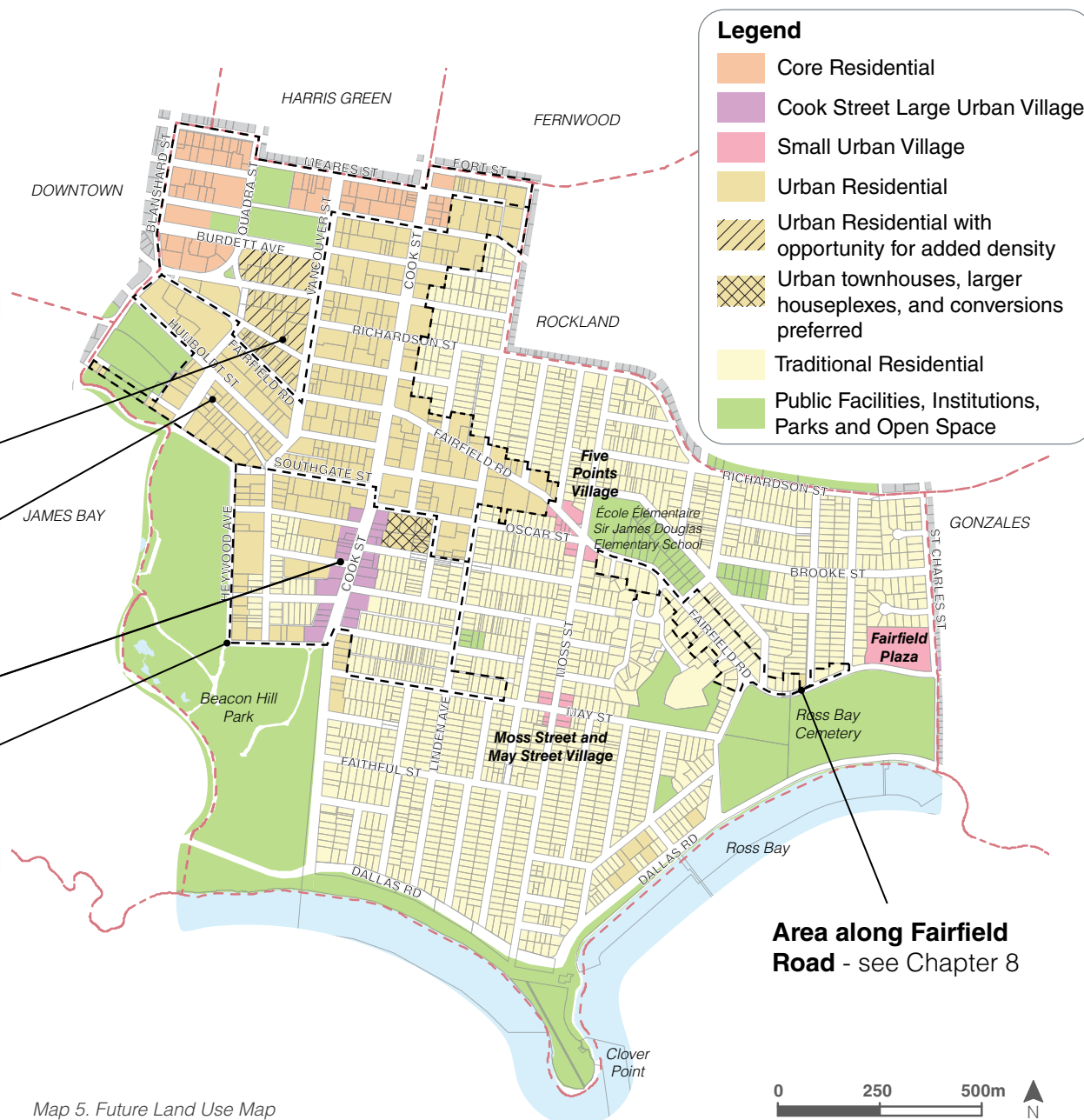
For policies for the following sub-areas, please see:

**Northwest Area and Fort Street Corridor** - Chapter 6

**Urban Residential Rental Retention Area** - Chapter 8

**Cook Street Village** - Chapter 7

**Area near Cook Street Village** - see Chapter 8





## 5.1. Future Land Use Summary Table

	Uses	Density (Floor Space Ratio)	Building Types
<b>Traditional Residential</b>	<ul style="list-style-type: none"> <li>Residential</li> <li>Small-scale commercial uses may be considered on a case-by-case basis at the intersection of two streets classified as arterial, minor arterial, collector, or minor collector</li> </ul>	Density up to approximately 1:1 floor space ratio, guided by policies in Chapter 8 (Residential areas)	<ul style="list-style-type: none"> <li>Single detached dwellings, house conversions, duplexes</li> <li>Generally ground-oriented residential buildings, including houseplexes and townhouses (see guidance in Chapter 8)</li> <li>Accessory suites in detached and attached dwellings (see guidance in Chapter 9)</li> </ul>
<b>Urban Residential</b>	<p>Residential uses</p> <p>Commercial uses at grade encouraged:</p> <ul style="list-style-type: none"> <li>at the southeast corner of Vancouver St and Collinson St</li> <li>at the intersection of Fairfield Road and Cook Street</li> </ul> <p>Commercial uses at grade may be considered:</p> <ul style="list-style-type: none"> <li>along Cook Street between Cook Street Village and the Cook Street-Fairfield Road intersection</li> <li>at the intersection of two streets classified as arterial, minor arterial, collector, or minor collector</li> <li>where such uses already exist</li> </ul> <p>Hotels and community facilities where such uses currently exist</p>	<p>Up to 1.2 floor space ratio</p> <p>Opportunities for bonus density up to:</p> <ul style="list-style-type: none"> <li>2.5:1 floor space ratio within the Northwest Area and Fort Street Corridor as identified in Chapter xx</li> <li>approximately 2:1 floor space ratio within the Rental Retention areas and Cook Street Village area</li> </ul>	<p>Housing types consistent with Traditional Residential, plus:</p> <p>In the Northwest and Rental Retention areas:</p> <ul style="list-style-type: none"> <li>multi-unit residential or mixed-use buildings up to 20 metres (approx. 6 storeys) in height</li> </ul> <p>In the Cook Street Village area:</p> <ul style="list-style-type: none"> <li>Multi-unit residential or mixed-use buildings up to 13.5 metres (approx. 4 storeys) in height</li> <li>In the block bounded by Cook Street Village, Oscar Street, Chester Street and MacKenzie Street, townhouses (including stacked townhouses) and other infill housing forms are encouraged rather than new apartment buildings.</li> </ul> <p>In other urban residential areas:</p> <ul style="list-style-type: none"> <li>multi-unit buildings generally up to 3-4 storeys reflecting context and existing development patterns</li> </ul> <p>On smaller sites which do not easily accommodate larger multi-unit buildings, various lower-scale forms including townhouses and larger houseplexes are encouraged</p> <p>At the interface of Urban Residential and Traditional Residential areas, buildings should provide for sensitive transitions through massing and scale. Consider housing forms such as townhouses which transition to adjacent Traditional Residential areas.</p> <p>Residential buildings set back to accommodate landscaping</p> <p>Upper floors above the street-wall (as described in policies and Development Permit guidelines) stepped back</p> <p>For multi-unit buildings of 3 or more units, parking located to the rear, in a structure or underground</p> <p>See Chapter 8 for further guidance.</p>

Figure 9: Future Land Use Summary Table

<b>Five Points and Moss at May Small Urban Villages</b>	<ul style="list-style-type: none"> <li>Commercial uses on the ground floor, with a preference for active uses which support pedestrian traffic</li> <li>Commercial or residential uses on upper floors</li> </ul>	<ul style="list-style-type: none"> <li>Up to 1.5 floor space ratio</li> <li>Opportunities for bonus density up to 2.0 floor space ratio along Fairfield Road</li> </ul>	<ul style="list-style-type: none"> <li>Mixed use buildings up to 10.7 metres (3 storeys)</li> <li>At Five Points Village, on parcels fronting onto Fairfield Road, mixed use buildings up to 13.5 metres (4 storeys) may be considered</li> <li>Buildings built to the edge of the pedestrian realm, with sufficient set back to accommodate pedestrian space and healthy street trees</li> </ul>
<b>Fairfield Plaza Village</b>	<ul style="list-style-type: none"> <li>Commercial uses on the ground floor</li> <li>Commercial or residential uses on upper floors</li> <li>Smaller storefronts and commercial spaces</li> <li>One larger space provided in coordination with a full-service grocer</li> </ul>	<ul style="list-style-type: none"> <li>Up to approximately 1.5 floor space ratio</li> <li>Opportunity for bonus density up to 2.0 2-5 floor space ratio</li> </ul>	<ul style="list-style-type: none"> <li>Mixed use buildings up to 3 to 4 storeys (approx. 11 - 13.5 metres)</li> <li>New development with buildings, storefronts and entries oriented to the public streets as well as internal streets and public spaces</li> <li>Enhanced public realm incorporating a public gathering/amenity space and tree planting within the site</li> <li>Mix of convenience parking at grade with long-term or residential parking located in a structure or underground</li> <li>Transitions to lower-scale development to occur on-site</li> <li>See chapter 7 for further guidance</li> </ul>
<b>Cook Street Large Urban Village</b>	<ul style="list-style-type: none"> <li>Commercial uses on the ground floor, with a preference for active uses which support pedestrian traffic</li> <li>Smaller storefronts and commercial spaces</li> <li>One larger space provided in coordination with a grocer</li> </ul>	<ul style="list-style-type: none"> <li>Up to 1.5 floor space ratio</li> <li>Opportunities for bonus density up to 2.5 floor space ratio (within limits of height and development guidelines)</li> </ul>	<ul style="list-style-type: none"> <li>Mixed use buildings up to 13.5 metres (4 storeys) in height</li> <li>Buildings set back from the property line to accommodate seating, patio space, display areas and similar uses</li> <li>Below-ground setbacks to accommodate root zones for existing and future mature trees</li> <li>Upper storeys stepped back to (per policy and Development Permit guidelines) to accommodate healthy mature tree growth and maintain openness and sunlight access</li> </ul>
<b>Core Residential</b>	<ul style="list-style-type: none"> <li>Residential</li> <li>Mixed use or commercial use in certain locations indicated by policy (primarily between Blanshard and Quadra streets)</li> <li>Commercial uses on the ground floor facing parts of Fort Street, Blanshard Street and Quadra Street</li> <li>See chapter 6 for details</li> </ul>	<ul style="list-style-type: none"> <li>Base densities ranging from 1.2 to 2.0 fsr</li> <li>Opportunities for bonus density ranging from 2.5 to approximately 5.0 floor space ratio based on policies in Chapter 6</li> </ul>	<ul style="list-style-type: none"> <li>Residential, mixed use or commercial buildings up to 30-37.5 metres (10-12 storeys) in blocks bounded by Blanshard Street, Fort Street, Quadra Street and Courtney Street with sufficient separation of towers</li> <li>Residential, mixed use or commercial buildings up to 30 metres (8-10 storeys) in height in blocks bounded by Blanshard Street, Courtney Street, Quadra Street, and Rupert Terrace</li> <li>Residential or mixed-use buildings up to 20 metres (6 storeys) elsewhere</li> <li>Mixed-use buildings set close to the street along Blanshard Street and Fort Street, with smaller storefront modules responding to context</li> <li>On other streets, modest front setbacks to accommodate landscape amenity spaces, responding to context</li> <li>Upper floors above the street-wall (as described in plan policies and Development Permit guidelines) should step back</li> <li>Parking located to the rear, in a structure or underground</li> <li>See Chapter 6 for details</li> </ul>

Figure 9: Future Land Use Summary Table, cont'd.





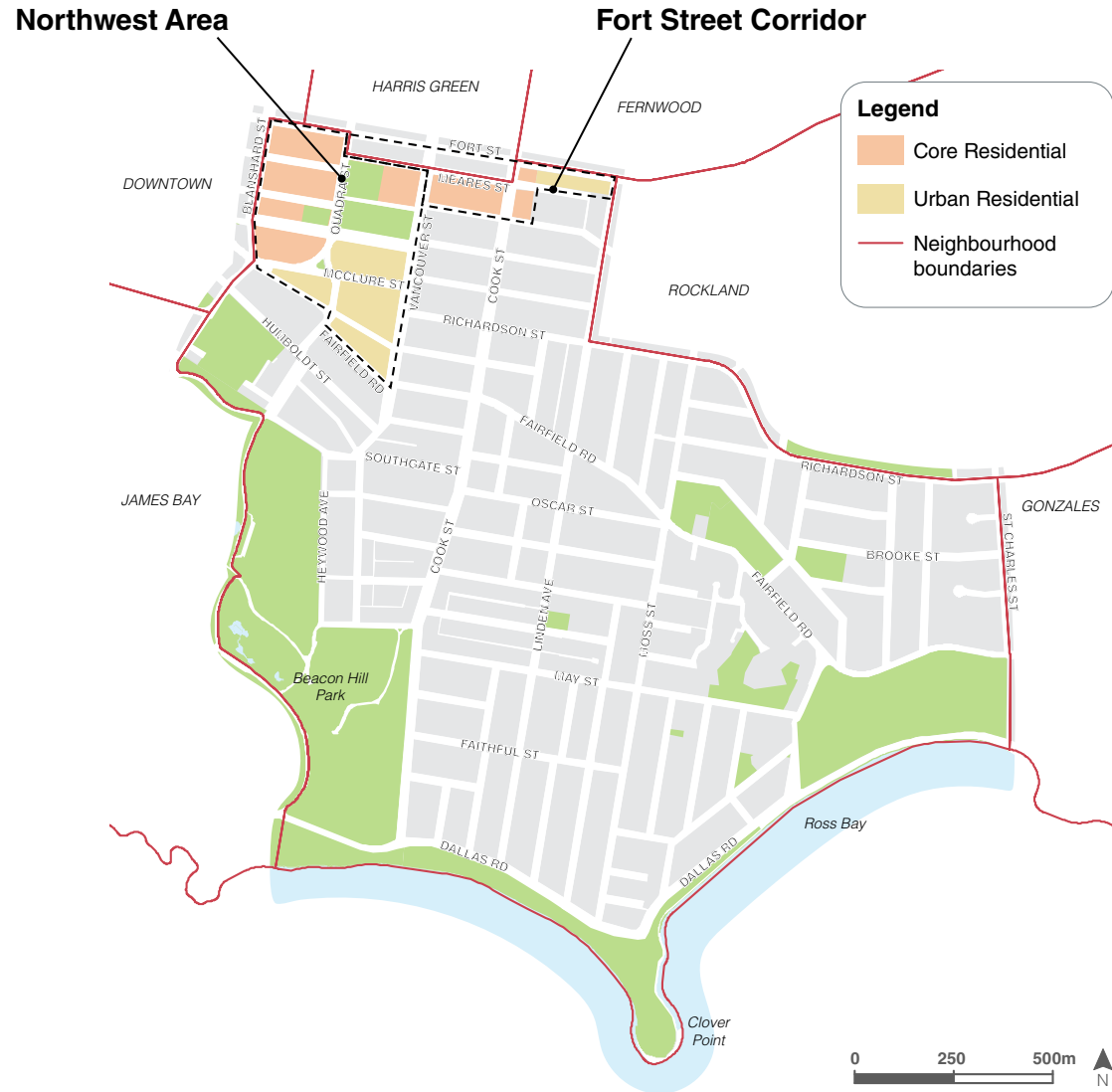
# 6. Northwest Area and Fort Street Corridor

## Goals:

1. **Create opportunities for more people to live close to downtown, jobs, amenities and transit**
2. **Support the unique place character features of the Fort Street Corridor and Cathedral Hill Precinct in the design of new development**
3. **Direct contributions from new development to create new, on-site affordable housing in this area**

The northwest area stretches from the shoulder of Victoria's downtown to Vancouver Street in the east and Fairfield Road in the south. It includes the Fort Street Corridor and the Cathedral Hill Precinct with its mix of housing types and ages, commercial uses, hotels, several parks and public spaces, and community institutions such as Provincial Courts, Royal Theatre, Christchurch Cathedral and school and the Downtown YMCA-YWCA.

The Fort Street Corridor is recognized as a special character area with its concentration of heritage properties with smaller scale commercial uses at street level, creating a lively and active shopping area which is both a destination and a local "high street" for the surrounding residents. Commercial and mixed-use buildings front along Fort Street and Cook Street, trending towards residential east of Cook Street and south of Meares Street.



Map 6. Northwest Area and Fort Street Corridor.

The Cathedral Hill Precinct lies south of the Fort Street Corridor. Within this area, Christchurch Cathedral and the Royal Theatre are important landmarks and cultural attractions, while the heritage-designated Pioneer Square provides a green “living room” for this area, while the Courthouse Green (a Provincial property) provides for active recreation for families. Many streets are characterized by green frontages, lending a distinct character from the nearby central business district and signaling entry into a more residential area. Non-vehicular commuters and recreational enthusiasts use the greenway that passes through the area, and the leafy boulevards of Vancouver and Burdett Streets are neighbourhood landmarks enjoyed by residents and people passing through.

This plan proposes development which transitions from the mixed-use downtown blocks west of Quadra Street and north of Courtney Street, to primarily residential development up to six storeys to the east and south. It identifies several special places for public realm investment, **heritage landmarks which new development should respect**, important tree-lined streets and a public view corridor to the Olympic Mountains.

*Note: several blocks west of Quadra Street are also addressed in the Downtown Core Area Plan (see Maps 7 and 8)*



## Northwest Area and Fort Street Corridor

# Northwest Area Fort Street Corridor Policies

### 6.1. Land Use Policies

6.1.1. Consider development up to the base density indicated in Map 7.

- Notwithstanding the above, consider additional density up to the maximum indicated in Map 7, for new mixed-use or residential development where contribution of affordable housing or a public amenity is considered to offset the impacts of development.
- Contribution should be consistent with city-wide policies, with a focus on the provision of on-site non-market housing that is secured in perpetuity and meets needs identified in City housing policies.

6.1.2. Support the provision of active commercial uses on the ground floor as indicated in Fig. 14, as a means to encourage activity and vitality along the street. Encourage relatively small storefronts consistent with the existing pattern, particularly along Fort Street which serves as a “high street” for the Cathedral Hill area. **Commercial uses at grade proposed in other areas not indicated by Fig. 14 may be considered on a case-by-case basis if it can be demonstrated that such use fits the context of the site.**

6.1.3. Support opportunities for the provision of affordable family-oriented housing as a component of the potential redevelopment of the Downtown YMCA-YWCA site.

Note: the outlined block in the map has been reduced from a max of 3.5:1 fsr (earlier draft plan and OCP) to 3:1 fsr.

Area	Base density:	Additional density considered up to:
	2:1 FSR	5:1 FSR
	<del>2:1</del> 1.5:1 FSR	3.5:1 FSR
	<del>2:1</del> 1.5:1 FSR	3:1 FSR
	1.2:1 FSR	2.5:1 FSR
	1.2:1 FSR	2:1 FSR



Map 7. Maximum Density Map – Northwest Area + Fort Street Corridor



## 6.2. Urban Design Policies

6.2.1. Consider the maximum building heights described in Map 8 in the evaluation of zoning applications.

6.2.2. New residential or commercial buildings should be sited and oriented to provide sufficient building separation to maintain livability for residences in both existing and planned future buildings.

- a. For areas north of Courtney Street and west of Quadra Street, modest increases in envisioned heights, from 10 storeys up to 12 storeys, may be considered in order to achieve greater building separation and more slender, simpler, vertically proportioned building forms within the envisioned density.
- b. A minimum parcel depth of 35 m and minimum parcel width of 45 m is desired for developments that contain buildings over 16 metres (5 storeys) in height.

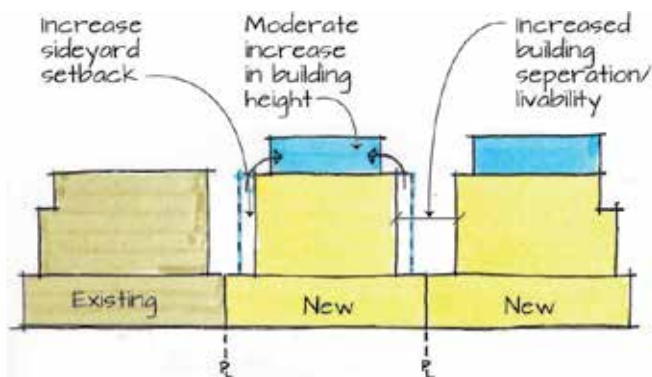
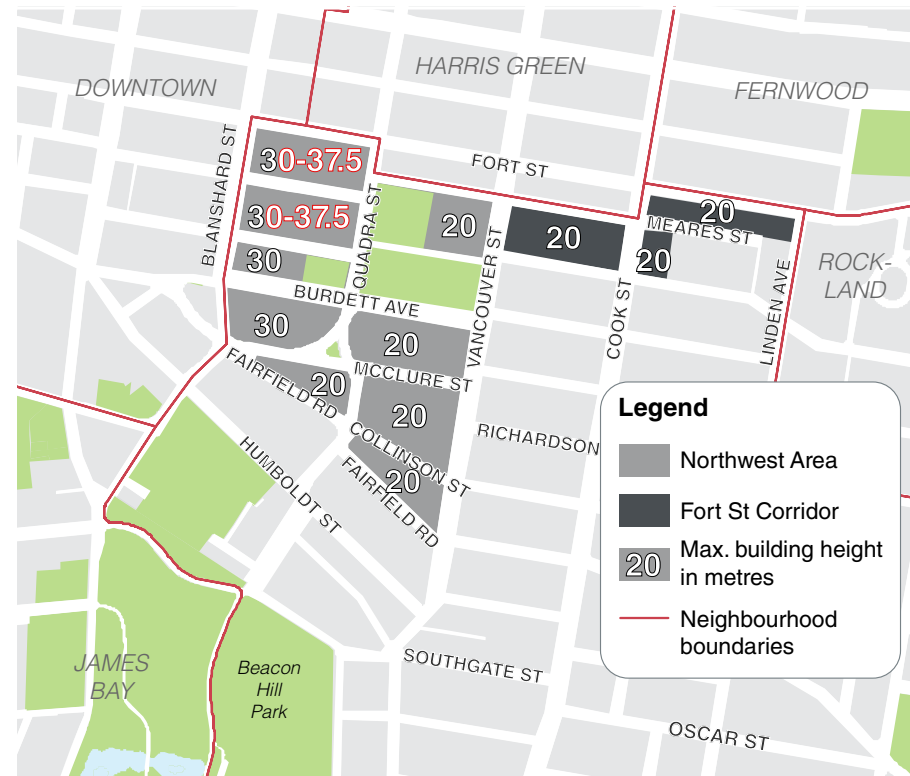


Figure 10. Building Separation for Taller Buildings, northwest part of Cathedral Hill: At a given density, modest increase in height can support greater building separation and more slender buildings, enhancing livability for current and planned future residences

Maximum height	Approximate number of storeys in a mixed-use building	Approximate number of storeys in a residential building
20m	5-6	6
25m	7-8	8
30m	8-9	9-10
30-37.5m*	10-11	11-12
*See policy 6.2.1		



Map 8. Maximum Building Height Map – Northwest Area + Fort Street Corridor

# Northwest Area Fort Street Corridor Policies, cont'd.

6.2.3. New buildings should be designed to provide a sensitive transition in scale to adjacent, smaller development through consideration for massing and other design features. Strategies to achieve this may include but are not limited to setting upper storeys back, varying roof lines, increasing setbacks and siting and scaling buildings to reduce shading, etc.

6.2.4. Maintain a transition in building height from the area west of Quadra Street where taller buildings are supported, to lower-scale buildings east of Quadra Street.

6.2.5. Both sides of Vancouver Street should be framed with buildings of compatible form and character to define and enhance Vancouver Street as a corridor, and maintain the streetscape character of broad boulevards and large canopy trees. Building scale may vary where heritage buildings are conserved.

6.2.6. Ensure that any new development that is adjacent to Christ Church Cathedral site, Pioneer Square or the Provincial Law Court green is designed to complement these sites through building placement, design, mass as well as potential uses.

6.2.7. Building massing and design should maximize sunlight access for Pioneer Square and the **Provincial Law Court green**. Windows and balconies should be oriented to provide “eyes on the park” for natural surveillance and overlook.

6.2.8. Give special design consideration to development applications located within a 90-metre radius of the heritage landmark buildings identified in Map 8 of the Official Community Plan, including Christchurch Cathedral, the Church of Our Lord, and St. Ann's Academy, to ensure that height, setbacks, siting and overall massing of proposed new buildings respect the visual prominence and character-defining importance of these heritage landmark buildings.

6.2.9. New buildings should consider use of building elements and building designs that complement the surrounding area.

6.2.10. Consider the organization and placement of building massing and design to demarcate and define the building base, body and top.

6.2.11. Consider upper storey and roof top building designs that help to complement the existing skyline.

6.2.12. Ensure that new development integrates attractive landscaping and building features that create attractive walking environments along the adjacent streets. With the exception of commercial or mixed use buildings on arterial streets, building frontages in this area are typically characterized by landscaped transitional or amenity spaces between the sidewalk and adjacent building.



Figure 11. View from St. Ann's Academy



Figure 12. Christ Church Cathedral



Figure 13. Pioneer Square and Christ Church Cathedral

## Northwest Area and Fort Street Corridor

# Northwest Area Fort Street Corridor Policies, cont'd.



Figure 14. Approximate view corridor from Quadra Street to Burdett Street looking south.



Figure 15. View from Quadra Street at Burdett Street, looking south, showing character-defining elements of the Beacon Hill Park treetops and the Olympic Mountains.

6.2.13. New development should respect the view corridor identified from Quadra Street at Burdett Street, looking south to the Olympic Mountains and Beacon Hill Park tree tops (see Figures 9-11), considering the location, siting and design of new development consistent with guidance in the Downtown Core Area Plan.

6.2.14. Ensure that new commercial or mixed-use development along Fort Street is designed to maintain and enhance the pattern and rhythm of the smaller-scale storefronts, existing heritage buildings and surrounding context. Where ground floor commercial uses are proposed with new development along Fort Street or other arterial streets, encourage portions of the building to be set back up to 3m from the front property line to accommodate features such as patios, seating and outdoor display areas without impeding pedestrian movement along the public sidewalk.

6.2.15. Consider the provision of canopies and awnings that are designed to provide protection from the weather and that are designed to complement overall building design and the surrounding public realm.

6.2.16. Ensure that building entrances are clearly identifiable and have direct connections from the street.

6.2.17. Ensure that building driveways and parking access are designed and located to minimize interruption of the commercial frontages and the pedestrian environment along public sidewalks.



## Northwest Area and Fort Street Corridor

# Northwest Area Fort Street Corridor Policies, cont'd.

### 6.3. Public Realm Policies

6.3.1. Maintain and enhance the existing urban tree canopy on all streets to support attractive streetscapes and walkable environments.

6.3.2. Explore the potential to redesign and transform McClure Street and Collinson Street as people-priority 'Living Streets' that include green features. This may include "tactical urbanism" interventions - temporary installations to pilot public realm improvements and support community based place making as a pilot project, which may lead to more permanent improvements.

6.3.3. Consider opportunities for integrating attractive and well-defined exterior mid-block pedestrian walkways that are oriented north/south across longer blocks.

6.3.4. Enhance Broughton Street and Courtney Street (between Blanshard and Quadra Streets) as attractive pedestrian-oriented environments that incorporate improved lighting, street trees and landscaping, distinct paving treatment, and seating.



Figure 16. Conceptual illustration of 'Living Street' concept with design features to support the street as a place for social interaction, pedestrian activity and community gathering.



Figure 17. Generous tree canopy and boulevards are a hallmark of Vancouver Street and other neighbourhood streets



Figure 18. Example of living streets using woonerf street design feature in United Kingdom  
(image credit: methleys.headstogether.org)

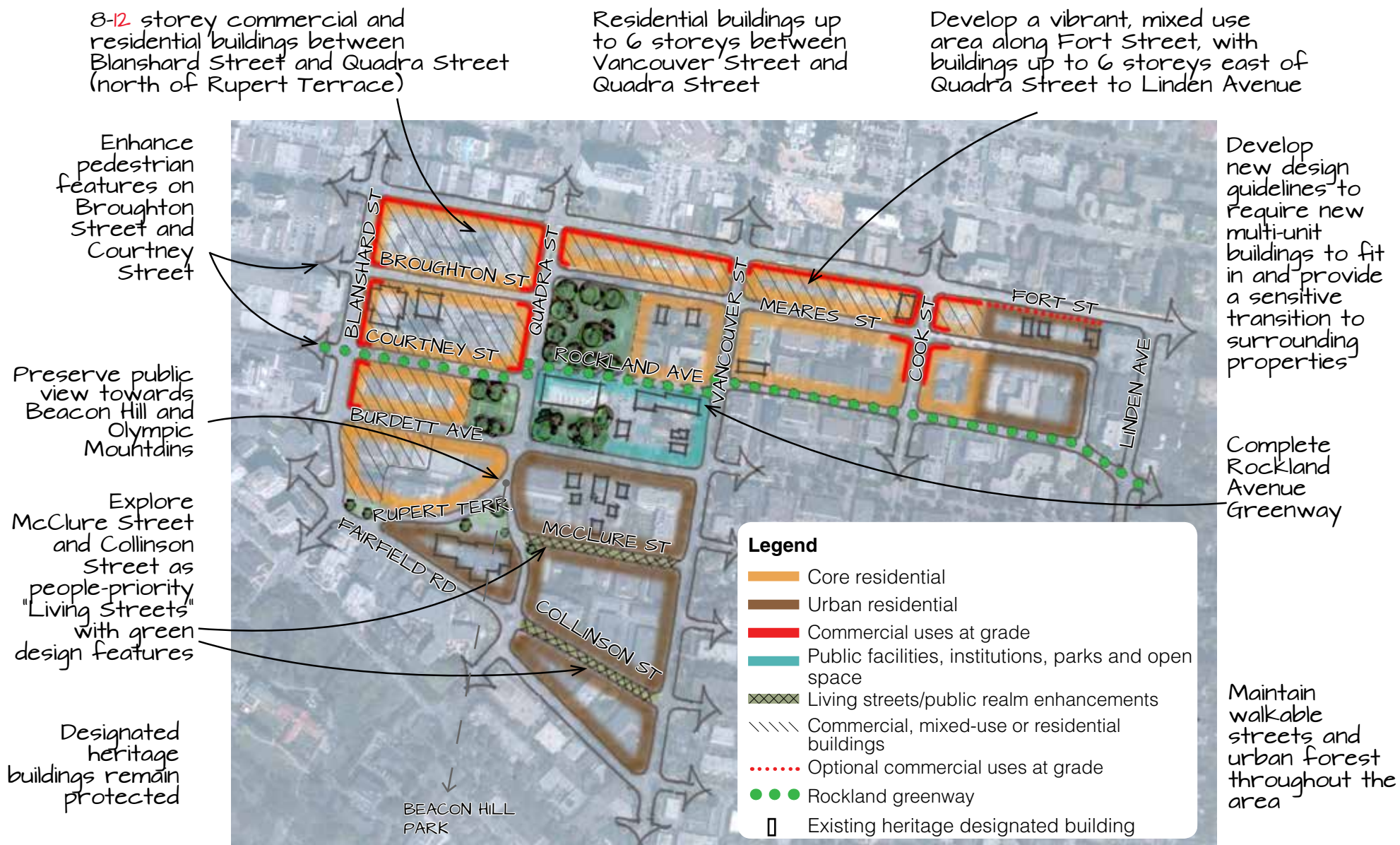


Figure 19. Northwest Area and Fort Street Corridor Concept Diagram



# 7. Urban Villages

Neighbourhood urban village areas provide walkable shops and services, encourage a neighbourhood social life and provide different housing options. Retaining and strengthening the urban village areas in Fairfield will **provide residents with shops and services close to home**, contribute to the vitality and viability of businesses, and **enhance the environmental sustainability of Fairfield and the city**.



## Goals:

1. **Retain and strengthen neighbourhood businesses**
2. **Improve the walkability, bikeability and public realm in urban villages**
3. **Encourage design that fits in with the neighbourhood character**
4. **Establish high-quality, vibrant public spaces for gathering as part of urban villages**

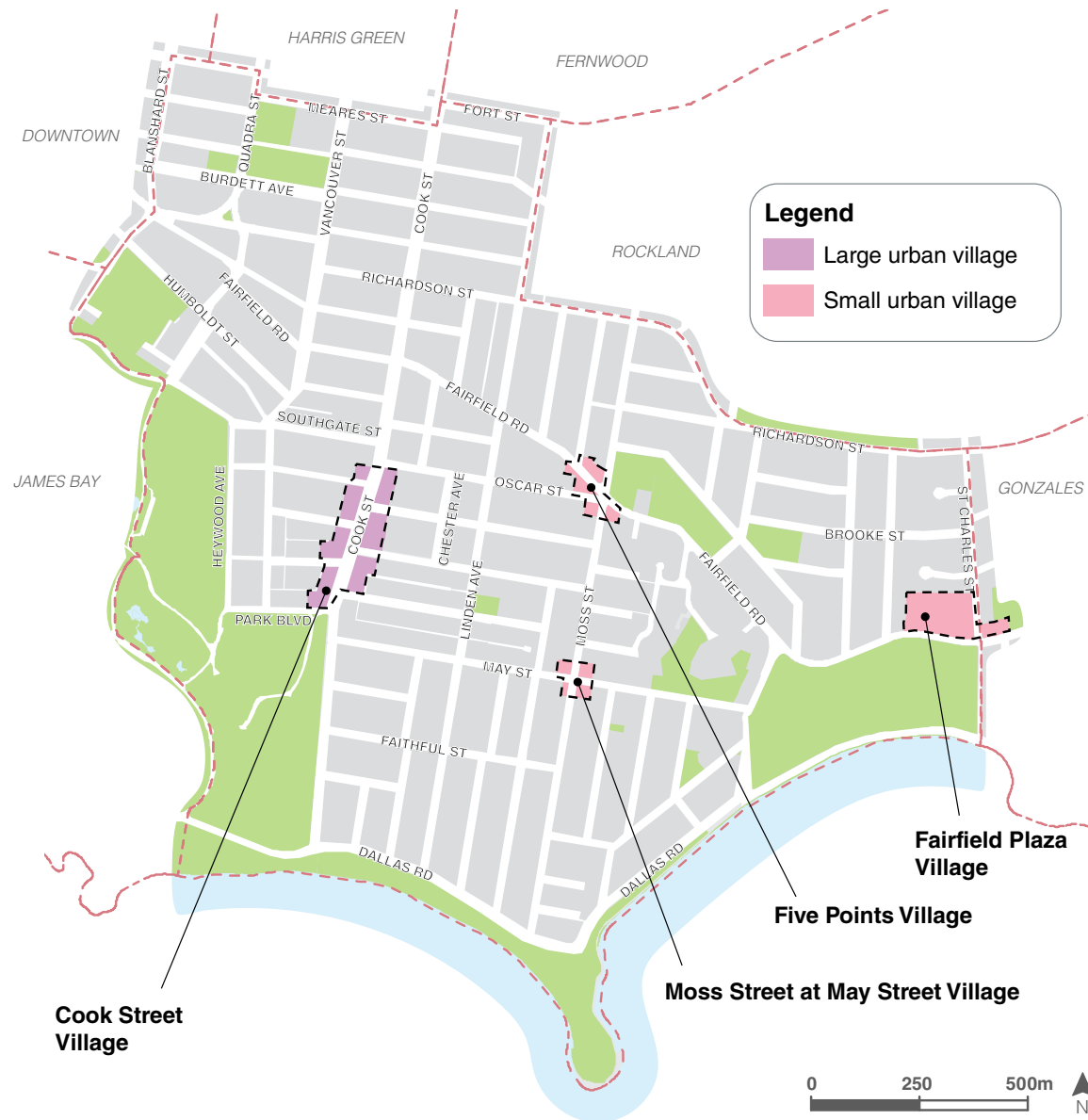
This plan seeks to maintain and strengthen Fairfield's existing urban villages through the development of appropriately scaled and designed mixed use buildings, enhanced public spaces and streetscapes, improved transportation options, diverse housing options and continued support for local businesses. The quality design of new buildings and their relationship with public spaces and other buildings will be a key consideration in assessing development proposals in the urban villages.





## Urban Villages

# Fairfield Urban Villages map



Map 9: Fairfield Urban Villages

## Urban Villages

# Cook Street Village

Note: This section (page 55-64) has been revised and replaces the Cook Street Village section in an earlier version of this document, therefore specific changes are not highlighted in red.

### 7.1. Overview and Intent

Cook Street Village is a beloved destination for Fairfield residents and many others across the region, due to its unique collection of shops, cafes, services and proximity to parks and waterfront. The unique and highly cherished character and identity of Cook Street Village is defined principally by the mature horse chestnut trees with their large and lush canopies and the generous boulevard they are planted within, together with the diverse mix of pedestrian oriented shops, restaurants and cafes that line and spill out onto the sidewalk/ boulevard and the vibrant street life that results. Additionally, there is a desire to maintain and enhance the diverse and eclectic look and feel of the village, and to ensure a slow safe, comfortable and convenient environment for all modes of travel within and through the village.

The following principles establish the policy and design framework for the Cook Street Village Area:

### 7.2. Cook Street Village Principles

- 7.2.1. Protect and renew the street tree canopy
- 7.2.2. Maintain the sunny and open feeling of the streets
- 7.2.3. Encourage front patios, display areas, seating and other semi-private space in front of businesses
- 7.2.4. Keep the eclectic, unique feel of the village
- 7.2.5. Support and strengthen village businesses as the village changes
- 7.2.6. Create better spaces for pedestrians and those with disabilities
- 7.2.7. Slow down traffic through the village
- 7.2.8. Create new and enhance existing spaces for public gathering
- 7.2.9. Support growth and change that encourages walking, cycling and transit use.
- 7.2.10. Provide new housing and residents to add customers near village businesses
- 7.2.11. Find on-street parking solutions that work better for residents and businesses



## Urban Villages

# Cook Street Village Area Big Moves Summary

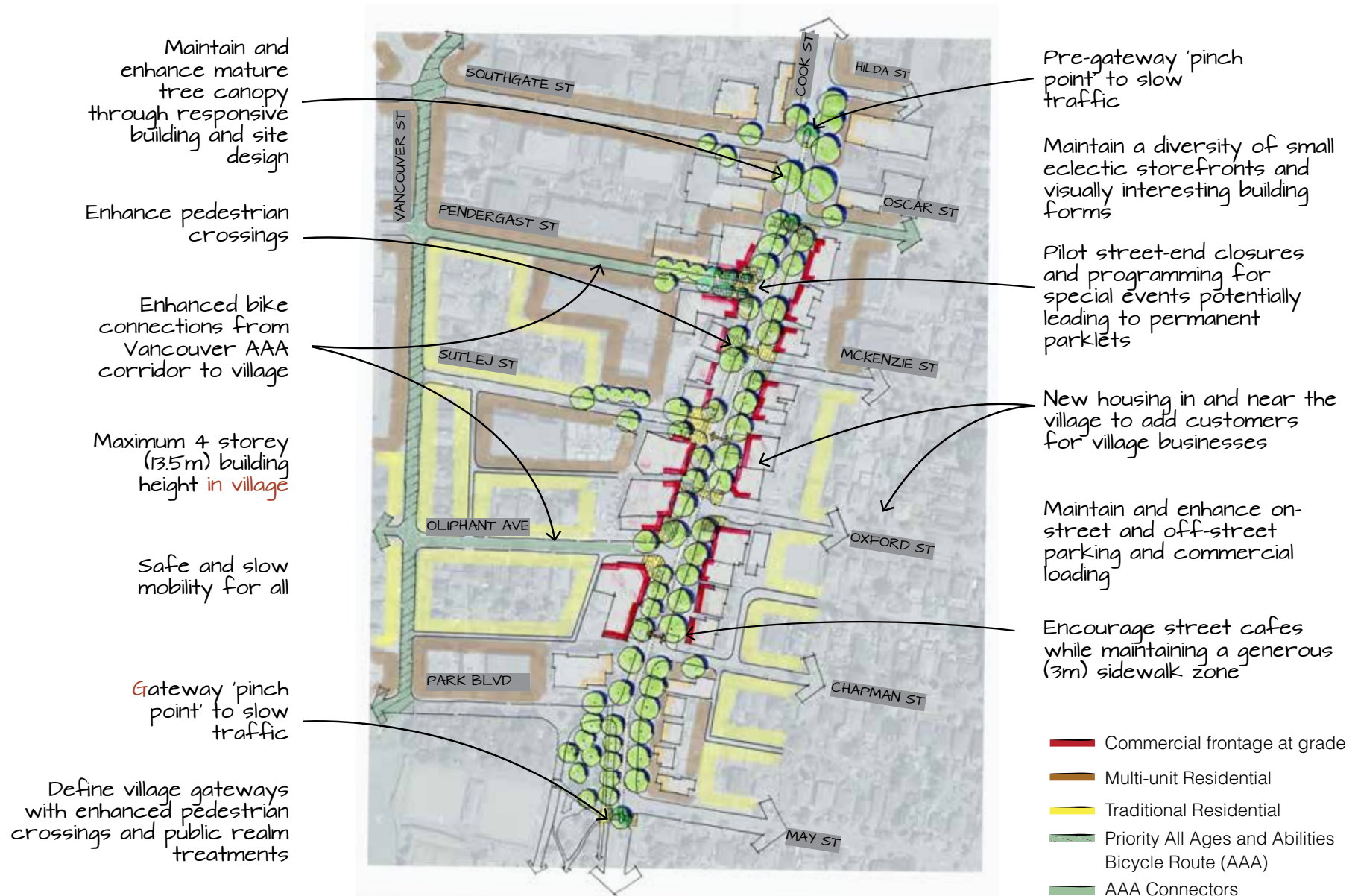


Figure 20. Cook Street Village Big Moves Summary Diagram



## Urban Villages

# Cook Street Village, cont'd.



### 7.3. Land Use

#### Cook Street Urban Village

7.3.1. Support mixed use development up to 13.5m in height (approx. 4 storeys) for properties that abut Cook Street within Cook Street Village.

7.3.2. Support a density of up to 1.5:1 FSR along Cook Street.

- Additional density up to a total of 2.5:1 Floor Space Ratio is supported **where it can be achieved within the urban design guidance and where** development provides a contribution offsetting the impacts of added density.
- The priorities for contribution are secured on-site, non-market housing **consistent with city-wide housing policies**, and/or support for public realm improvements within the village.

7.3.3. Ground floor spaces within the village should support publicly-oriented commercial uses **that support pedestrian activity**.

7.3.4. Small format ground floor commercial uses along Cook Street are encouraged to better support a diversity of smaller, local businesses and to maintain the existing narrow shop front pattern.

7.3.5. Recognize and support the need for a larger commercial retail space in the range of 10,000 to 15,000 ft<sup>2</sup> (approx. 930 to 1,400 m<sup>2</sup>) where provided in conjunction with a full-service grocery store.

### 7.4. Built Form

7.4.1. For new buildings fronting onto Cook Street, development proposals should incorporate measures to support existing and future **mature large canopy** boulevard trees, and support other livability and built form objectives, through a combination of ground floor setbacks and upper storey setbacks, as follows:

- A maximum building height of 4 storeys at 13.5 metres
- An average 2 metre setback (from the fronting property line) for the first storey
- An average 5 metre setback (from the fronting property line) after the second storey
- Setbacks from the property line, to the satisfaction of the City Arborist, for underground parking structures to support existing and future tree root growth
- An arborist's report should be submitted, to the satisfaction of the City Arborist, demonstrating how the design supports existing and future mature large canopy street trees.**

## Urban Villages

# Cook Street Village, cont'd.

7.4.2. Buildings should **enhance** pedestrian interest **through** narrow shop fronts, large amounts of glazing, weather protection and frequent entryways at a maximum spacing distance of approximately 8-10m.

7.4.3. Ground-floor commercial uses on corner sites along Cook Street should **wrap around corners** and have a visual presence and identity on both street frontages through the use of entrances, windows, awnings and other building elements.

7.4.4. A diversity of building forms, design and character is encouraged along Cook Street to celebrate and enhance the eclectic look and feel of the street. New buildings should create a diverse expression and visual interest along the street.

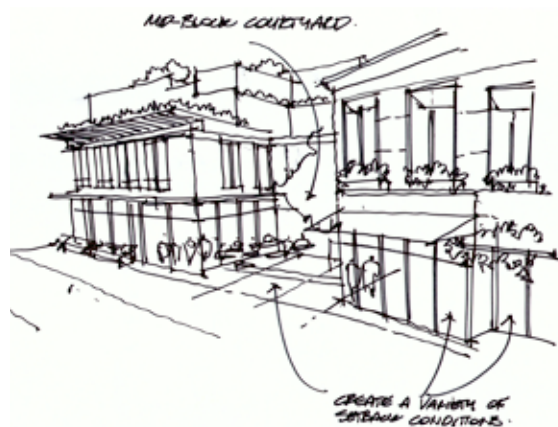


Figure 21. Example of articulation breaking up massing.

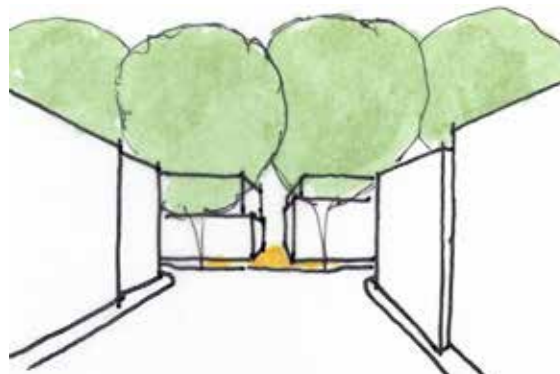


Figure 22. Illustrative example of building design emphasizing a view terminus (see policy 7.4.6)

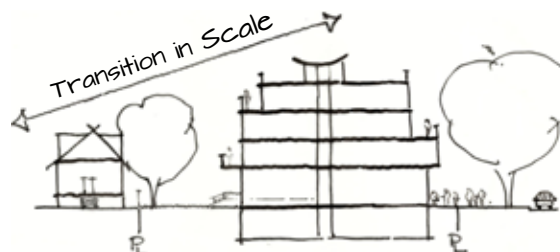


Figure 23. Illustrative example of strategies for achieving a sensitive transition in building scale (see policy 7.4.7)

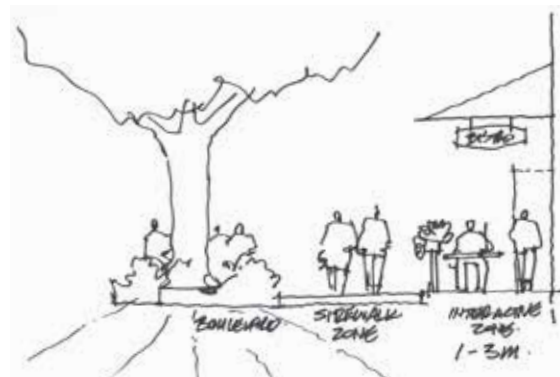


Figure 24. Illustrative example of elements contributing to a pedestrian-focused public realm (see policy 7.5.1)

7.4.5. For larger buildings, break up the mass through articulation, changes in plane, and changes in material that correspond to changes in plane. Mid-block courtyards or pedestrian pass-throughs are encouraged. See 7.5.10.

7.4.6. Building design should emphasize and positively respond to view termini created by t-intersections to **create architectural expression, people spaces, and respond to enhanced winter sunlight**. Strategies to achieve this include locating and centering features such as shop front modules and entryways, **courtyards, pedestrian spaces and outdoor seating**, or projecting bays and balconies at the visual terminus of t-intersections.

7.4.7. Multi-unit residential and mixed-use buildings should be designed to provide a sensitive transition in scale to adjacent, smaller developments through consideration for building mass, orientation of windows and entries, and other design features. Strategies to achieve this include but are not limited to setting upper storeys back, varying roof lines, increasing rear and side yard setbacks, including landscape within side or rear setbacks, siting and scaling buildings to reduce shading, overlook, etc.

7.4.8. Buildings along Cook Street should incorporate patios and other outdoor amenity spaces on roof top and upper storey terraces. **Privacy impacts on adjacent residential properties should be mitigated through design considerations.**

7.4.9. New development within the village is encouraged to be built to LEED Gold standards or equivalent.

## 7.5. Public Realm

7.5.1. Support pedestrian-focused public realm improvements through redevelopment along Cook Street including widened sidewalks, seating areas, patios, new street furniture, canopies and awnings, bicycle parking for bicycles and mobility devices, improved lighting, landscaping, wayfinding and other features that enhance Cook Street and encourage pedestrian activity and vibrancy.

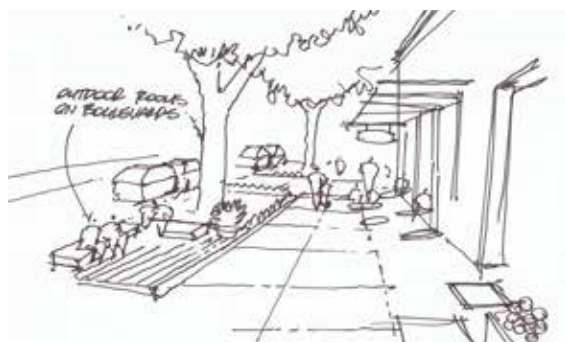


Figure 25. Illustrative example of an outdoor room (see policy 7.5.4)

7.5.2. Support incorporation of seating, hard surfaces and other landscape features and pedestrian amenities within the boulevard zone, balanced with planted soft-scape spaces including rain gardens located and designed to protect the trunks and root zones of boulevard trees.

7.5.3. Planted spaces should incorporate a diversity of plantings which enhance colour and 3- to 4-season ambience, which are responsive to the climate of Vancouver Island, and which consider allergens.

7.5.4. Create a diversity and sequence of small, intimate 'outdoor rooms' within the village defined by different materials, varied and colourful plantings, along with pedestrian lighting, seating and other furnishings, located along Cook Street and quieter side streets. Diverse spaces may meet the needs of different users (e.g. a child-friendly space; an allergy-free space), while all spaces should be welcoming and physically accessible.

7.5.5. Pilot sequential, temporary street closures at Oliphant, Suttlej, Pendergast and McKenzie adjacent to Cook Street to create public gathering spaces, allow for community markets, festivals and other gatherings and car-free events.

- assess relative effectiveness and impact of each closure to determine preferred location for a future permanent closure if deemed viable and desirable.
- Work with the Greater Victoria Placemaking Network and other organizations and members of the public to develop 'tactical urbanist' (temporary streetscape) designs and approaches.

7.5.6. Where appropriate, vacant sites, surface parking areas and immediately adjacent public spaces are encouraged to be used for special markets and events.

7.5.7. Identify opportunities to create a 'village green' within Beacon Hill Park near the intersection of Cook Street and May Street or Cook Street and Park Boulevard, providing a space for passive use which maintains existing tree canopy while considering incorporation of distinct surface treatments, soft landscaping, street furniture and an improved and more inviting entrance to Beacon Hill Park.

7.5.8. Explore opportunities for public art and interpretive historical and cultural displays set within local contexts, including reflection of Indigenous culture and history where appropriate and in consultation with local First Nations.

7.5.9. Create a hardscape pedestrian connection along the west side of Cook Street from Park Boulevard to Beacon Hill Park's Cook Street playground to better accommodate all users.

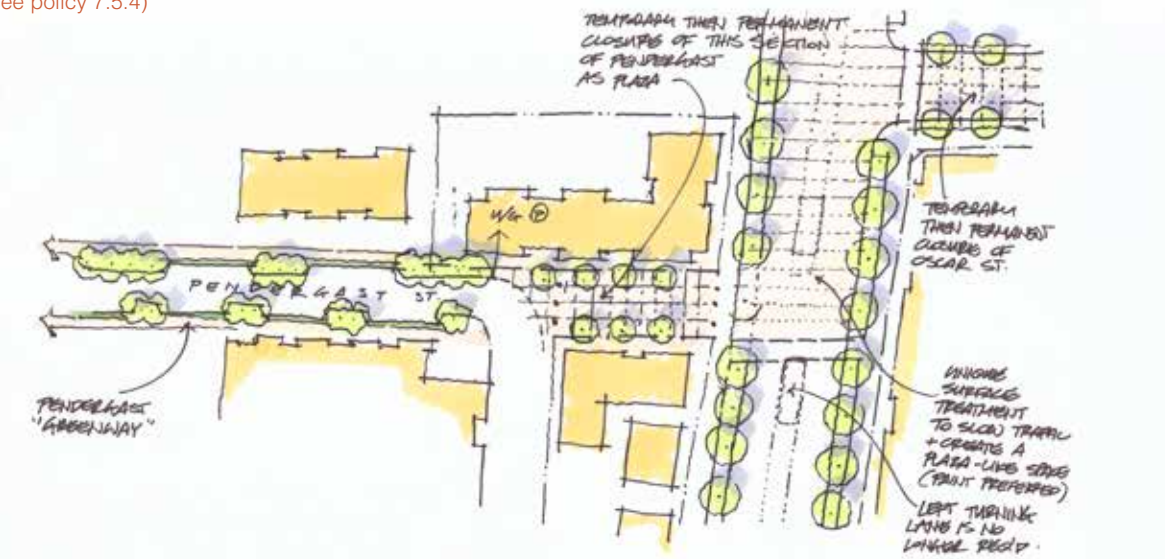


Figure 26. Conceptual illustrations of possible street closure piloting



## Summary: Streetscape and building design criteria

<b>Building Height (max.)</b>	<ul style="list-style-type: none"> <li>13.5m (accommodates approx. 4 storeys)</li> </ul>
<b>Height of Façade closest to Cook Street (max.)</b>	<ul style="list-style-type: none"> <li>2 storeys</li> </ul>
<b>Setbacks and Stepbacks</b>	<ul style="list-style-type: none"> <li>For new buildings fronting onto Cook Street, development to support existing and future boulevard trees to the satisfaction of the City Arborist, and support other livability and built form objectives, through incorporation of:               <ol style="list-style-type: none"> <li>An average 2 metre setback (from the fronting property line) for the first storey</li> <li>An average 5 metre setback (from the fronting property line) after the second storey</li> <li>Setbacks from the property line for underground parking structures to support existing and future tree root growth to the satisfaction of the City Arborist</li> </ol> </li> </ul>
<b>Building Base Interface on Cook Street</b>	<ul style="list-style-type: none"> <li>Portions of building to be set back further from the property line, up to a max. of 3m, to provide opportunities for patios, seating, display space, etc.</li> <li>Buildings to establish a fine grained interface with the street through modulation of smaller storefronts, transparent glazing, frequent entries</li> <li>Commercial uses, with a preference for uses which create pedestrian vitality</li> <li>Incorporate weather protection (awnings)</li> <li>Shop front character to extend around corners</li> </ul>
<b>Building Form and Orientation</b>	<ul style="list-style-type: none"> <li>Provide articulation and break up massing for larger buildings</li> <li>Respond to corner sites and t-intersections</li> <li>Maintain eclectic character by varying building massing and design elements</li> <li>Provide windows and balconies that provide “eyes on the street”</li> <li>Consider amenities such as open space, rooftop or terrace decks</li> </ul>
<b>Sidewalk Width</b>	<ul style="list-style-type: none"> <li>Support the provision of a public sidewalk with a desired 3m clear width</li> <li>A minimum of 2m clear to be provided at pinch points</li> </ul>
<b>Trees</b>	<ul style="list-style-type: none"> <li>Provide ongoing maintenance and replacement, where necessary, of character-defining Chestnut trees or other compatible and similar varieties</li> </ul>
<b>Street Furniture</b>	<ul style="list-style-type: none"> <li>Provide well-designed street furniture such as benches, pedestrian-scale lighting, garbage receptacles and other elements that enhance the public realm</li> </ul>
<b>Boulevards</b>	<ul style="list-style-type: none"> <li>Incorporate a mix of soft landscaped areas and areas for seating and gathering</li> <li>Seating areas located in boulevards should be publicly accessible and free of business branding</li> <li>Create a series of diverse “outdoor rooms” with distinct characteristics, in collaboration with community and businesses</li> <li>Provide a variety and diversity of plantings, considering allergens</li> </ul>

## Principles for Accessibility

As part of this plan process, a Health, Wellness, and Accessibility workshop was held. The following principles and strategies were suggested for design of public realm in Cook Street Village:

- Make it comfortable to navigate to and in the village for differently-abled users, considering factors such as lighting, pavement selection, signage, comfort in accessing transit, accessible parking and loading, and accommodation/ parking for a range of mobility devices.
- Enhance safety and comfort within the village, considering factors such as pavement texture and pattern selection, enhanced crossings, allergens (e.g. in landscape, from dogs), and creating a welcoming ambiance in all seasons (e.g. selection of landscape for colour and interest; furnishings, lighting)
- Encourage gathering of people of all ages and abilities. In designing public realm and “outdoor rooms”, consider a range of specific needs. While all spaces should be physically accessible, a full range of different abilities should be considered so that there is a space for everyone. (Examples: allergen-free area; location on a side street for those needing quieter environment; safe child-friendly space).



## Urban Villages

# Cook Street Village, cont'd.

7.5.10. New development is encouraged to incorporate mid-block pedestrian pass-throughs or courtyards with active frontages. Mid-block pedestrian pass-throughs are encouraged to align with existing laneways.

7.5.11. Consider incorporating seating and potential hard surface area to accommodate food trucks on-street at the south west corner of Park Boulevard and Cook Street.

7.5.12. Public realm improvements may be funded and implemented through a combination of:

- capital funding to be considered as part of annual financial planning processes
- frontage improvements implemented as part of the development process
- neighbourhood grants and other City beautification initiatives
- Community Amenity Contributions for public realm improvements

## 7.6. Street Vitality

**Overview:** Cook Street Village is defined by a diverse mix of retail and food and beverage uses that are oriented towards, accessed from and spilling onto public sidewalks and other open spaces in the village. This includes a mix of sidewalk patio cafés, benches and other seating and dining areas – some associated with specific business, and others which are open for use by the general public. At the same time, Cook Street village has high pedestrian volumes using the sidewalk and cross walks throughout the village.

7.6.1. Accommodate and encourage sidewalk cafés and other spill over uses while maintaining a sufficiently wide clear sidewalk zone that is hard surfaced and accessible.

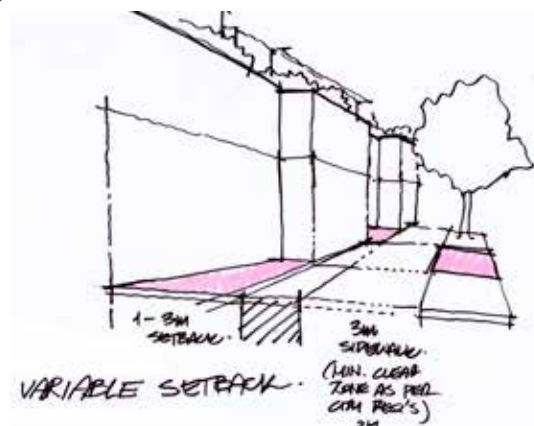


Figure 27. Illustrative example of a 3m sidewalk and variable building setback



Figure 28. Example of inviting and accessible patio space.

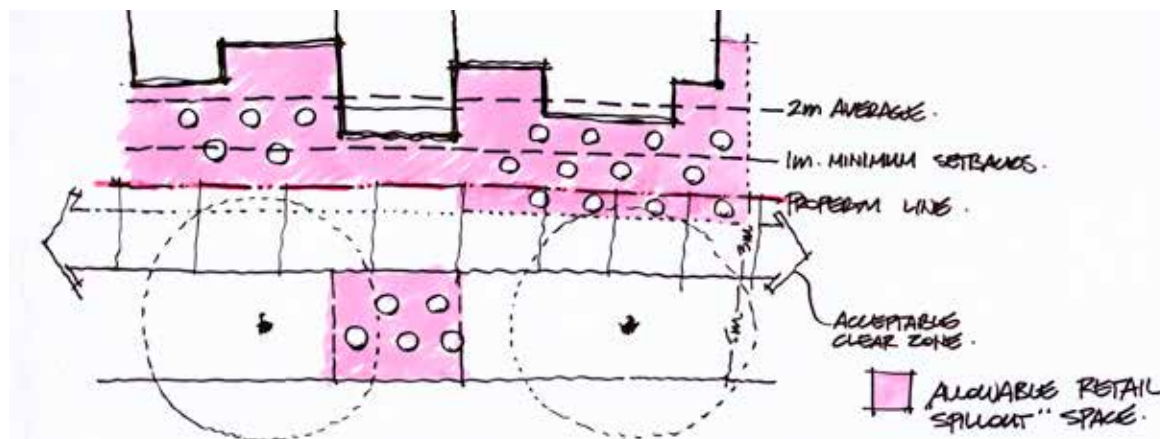


Figure 29. Conceptual illustration of variable building setbacks and patio cafe and retail spillover space

7.6.2. Set buildings back a minimum 1 metre and average 2 metres to accommodate a combination of sidewalk cafés and retail spill over space. Additional setbacks are encouraged to accommodate additional sidewalk café space as desired.

7.6.3. A 3 metre clear public sidewalk zone throughout the village is desired, with a minimum 2 metre unobstructed hard surfaced clear sidewalk to be maintained (as per the Victoria Subdivision and Servicing By-Law) for pinch points where necessary.

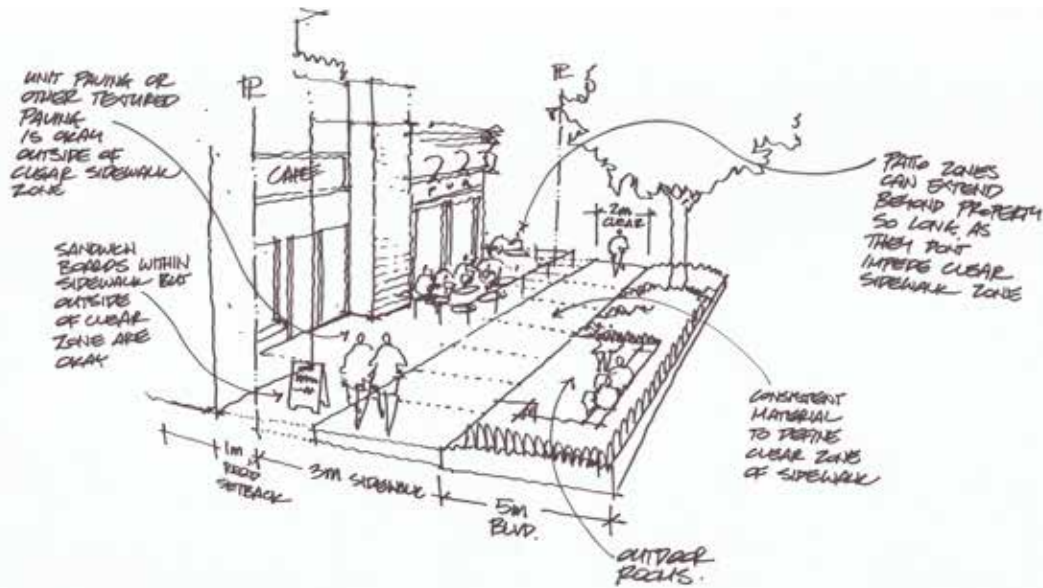


Figure 30. Illustrative example of elements contributing to street vitality

7.6.4. Areas within boulevards zones are encouraged to incorporate patio café uses as permitted under the sidewalk café bylaw provided they:

- Include a sufficient setback from and protection of trees and root zones, to the satisfaction of the City Arborist
- Maintain sufficient clear sidewalk zone (as per 7.6.3)
- Are publicly accessible and maintained for public use
- Are not exclusive to patrons of businesses and do not include business branding

7.6.5. Encourage varied streetscape materials and furnishings within a palette or kit-of-parts identified within the **Cook Street Village** Design Guidelines, to balance eclecticism with accessibility, maintenance and durability

## 7.7. Healthy Boulevard Trees

7.7.1. Site and design buildings to support existing and future healthy, lush and mature **large canopy** boulevard trees, using a combination of underground and ground floor setbacks and upper storey building step backs consistent with policy 7.4.1.

7.7.2. Assess and ensure street tree health at the outset of the development, approvals and design process.

7.7.3. Seating and other landscape features within the boulevard should protect the root zone of street trees

7.7.4. **Work with BC Hydro and other utility providers to minimize the impacts of utilities on boulevard trees and tree planting spaces.**

7.7.5. Evaluate and consider updating the Tree Preservation By-law (Schedule A) to designate mature trees identified within the Village as significant.



Figure 31. Existing street tree condition. Trees on the west side of Cook Street are pruned around power lines.

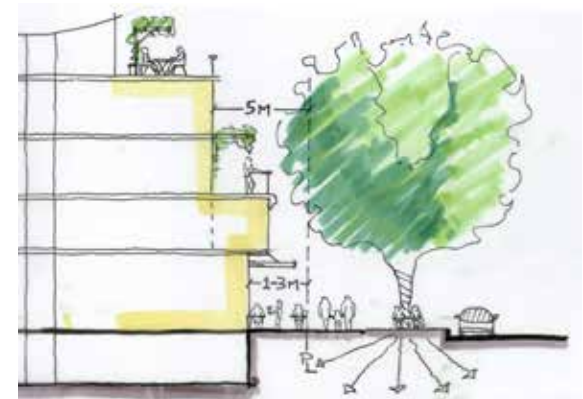


Figure 32. Illustrative example of building and public realm design that supports healthy boulevard trees

7.7.6. Explore opportunities to reduce storm water run-off through the integration of rain gardens on boulevard space.



## 7.8. Safe and Slow Mobility for All

### Pedestrian Crossings, Gateways and Traffic Calming

7.8.1. Evaluate and consider improvements to existing pedestrian crosswalks, including incorporation of corner bulbs, pedestrian islands, pavement markings and other features to slow vehicle traffic and increase pedestrian safety and driver awareness.

- a. Consider moving the existing crosswalk at McKenzie to the south side of the intersection to enable incorporation of a pedestrian crossing island
- b. Evaluate and consider replacing the signal light at Oxford with a pedestrian activated flashing light.

7.8.2. Consider opportunities for adding additional crosswalks while minimizing impacts to on-street parking and commercial vehicle loading within the village.

7.8.3. Establish village gateways at Oscar Street (North Gateway) and at May Street (South Gateway) through enhancement of existing crosswalks, bulb outs and pedestrian islands, and incorporation of special pavers, pavement markings, signage, public art, landscaping, pedestrian activated signals and other features, as appropriate, to announce village entrances and slow motor vehicle traffic entering the village.

7.8.4. Establish pre-gateway “pinch points” in the form of traffic islands, landscaping and, where appropriate, pedestrian crossings, to slow down traffic approaching the Village between Pakington and Southgate, and at the south end between Park Boulevard and Chapman.

7.8.5. Identify opportunities to design and build an attractive ‘gateway’ at the north end of the village that is ideally located near the intersection of Cook Street and Oscar Street and which incorporates distinct paving/surface treatments, an improved pedestrian crossing with pedestrian activated lights, enhanced landscaping and street furniture.

7.8.6. Identify opportunities to design and build an attractive ‘gateway’ and enhanced pedestrian crossing at Cook Street and May Street or Cook Street and Park Boulevard.

### Roadway Design and Connectivity

7.8.7. Design modifications to the right-of-way (ROW) through the Village are encouraged to enhance Cook Street as a complete street that safely accommodates all modes, to slow auto traffic and make the ROW a safe space that prioritizes pedestrians while supporting convenient and safe travel for cyclists, transit and motor vehicles traveling to, from, through and within the village.

7.8.8. Over the long term, Cook Street is envisioned to be part of the All Ages and Abilities bike network.

7.8.9. Employ additional passive hard and soft landscape and street elements to encourage reduced speeds within the Village core.

7.8.10. Ensure that any roadway redesign or improvements along Cook Street accommodate designated spaces for commercial loading and maintenance or enhancement of on-street parking.

7.8.11. Identify connections from the Vancouver Street AAA bikeway to Cook Street via Pendergast and Oliphant Streets, with a link to Oscar Street and Sir James Douglas School for children coming from James Bay.

### Parking and Commercial Loading

7.8.12. Undertake a parking study and strategy to support provision of on-street parking and loading that supports local businesses, provides convenient parking/loading for the disabled, and calms and slows traffic, while balancing needs of resident parking and loading on side streets surrounding the village.

7.8.13. Enhance parking for bicycles and mobility devices within the village, including the provision of covered bicycle parking.

7.8.14. Enhance the comfort and appearance of bus shelters within the village.



Figure 33. Conceptual illustration of Cook Street cross-section

# Cook Street Village Public Realm Summary Diagram

Safe and slow  
for all users

Maintain and enhance  
healthy tree canopy

Enhance and increase number  
of pedestrian crossings

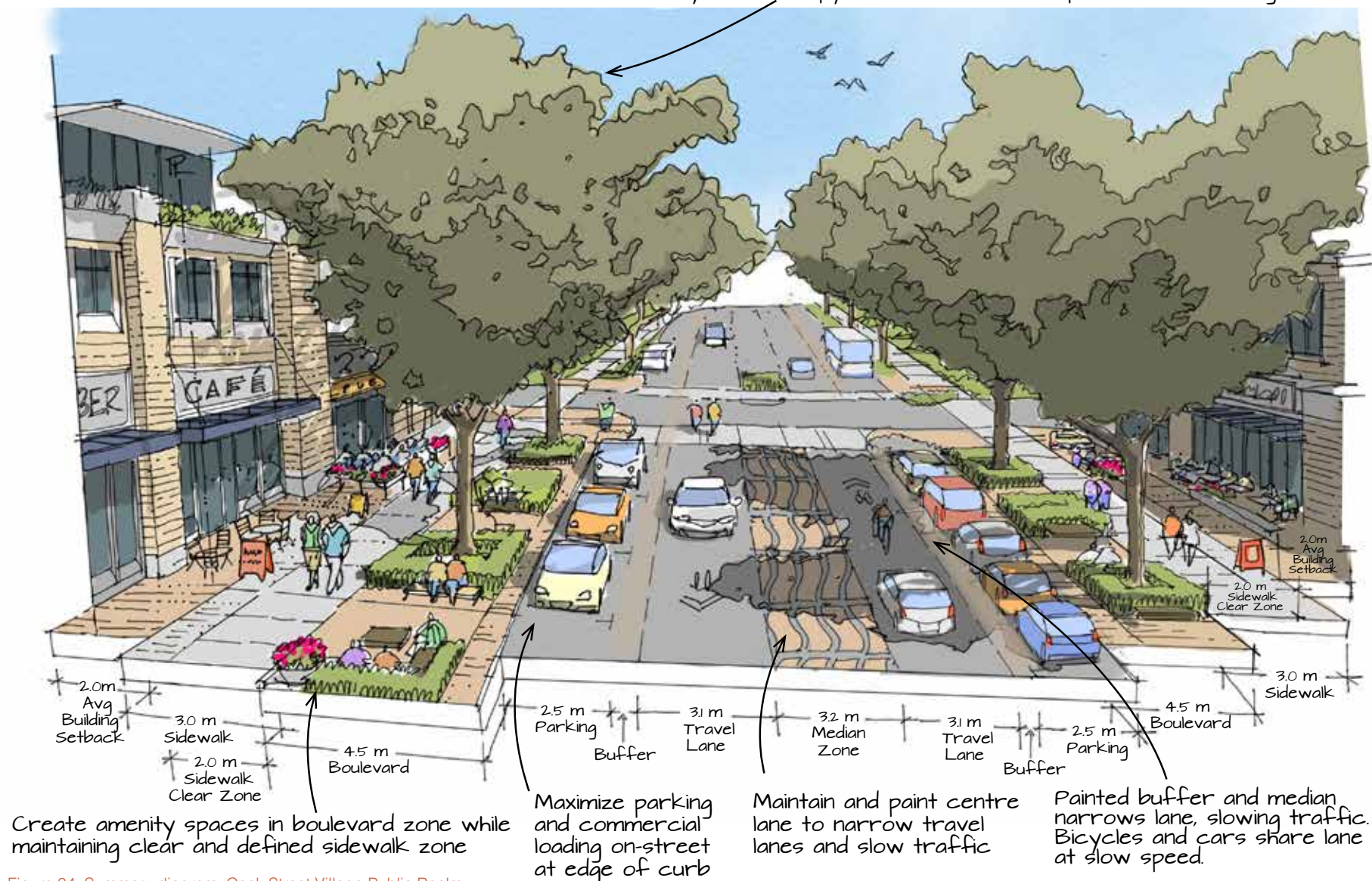


Figure 34. Summary diagram: Cook Street Village Public Realm



# Urban Villages

## Fairfield Plaza



The current shopping plaza and adjacent service station currently serve the neighbourhood with a mix of local-serving businesses, within walking distance of many homes and convenient to surrounding neighbourhoods. This area lies along a Frequent Transit route with service to downtown and University of Victoria. The current plaza, built in 1958 and replacing market gardens and greenhouses, is economically successful, and the following guidance is meant to provide further consideration should any redevelopment be proposed.

This area is located in an area of higher seismic risk due to soil types susceptible to amplification, which will require any future construction to comply with requirements of the BC building code and all other applicable regulations.

Any redevelopment process is expected to include significant public consultation to ensure it meets the concerns and needs of the community at that time. This section presents policies to be considered should any redevelopment be proposed.

### 7.9. Land Use Policies

7.9.1. Consider commercial and mixed-use development that provides amenities and services for the surrounding neighbourhoods, up to 3 storeys and approximately 1.5 floor space ratio.

7.9.2. Mixed-use development of 3-4 storey buildings, up to 2.0 floor space ratio, may be considered in order to support the design objectives of this plan and with consideration of provision of affordable housing and/or additional public amenity.

7.9.3. Continue to accommodate local-serving businesses by providing commercial spaces appropriate for a full-service grocer and a mix of smaller businesses which provide for daily needs.

7.9.4. Redevelopment should not reduce overall commercial space, and is encouraged to increase commercial space somewhat in order to support further local-serving retail and services.

7.9.5. A design and use program to support small, local-serving and existing business is encouraged.

7.9.6. Encourage new housing which complements the neighbourhood, accommodates a range of income levels, lifestyles and age groups, and allows people to age in within their community.

### 7.10. Urban Design and Public Realm Policies

7.10.1. Redevelopment of Fairfield Plaza should incorporate a logical extension of the surrounding public street and open space network.

7.10.2. Shop fronts should be welcoming and oriented to public spaces with frequent and direct entryways, smaller modulated storefronts, large areas of glazing, and spaces for sidewalk cafes and other uses adjacent to streets and public spaces

7.10.3. Incorporate a significant public plaza for neighbourhood gathering as a focal point for any redevelopment, connected to the public street network with buildings and commercial uses oriented positively towards it.

7.10.4. Encourage social gathering, both in publicly-accessible space and in patios and individual businesses.

7.10.5. Enhance public and internal streets and public gathering spaces through the inclusion of canopy street trees, pedestrian spaces, street furnishing, on-street parking, and adjacent active commercial uses.

7.10.6. Emphasize and support comfortable and safe pedestrian movement in site design, including in design of parking areas.





Figure 35. Example of development oriented towards an internal street using quality built and landscape materials.



Figure 36. Example of active pedestrian-oriented commercial frontage



Figure 37. Example of a public gathering space and pedestrian-oriented buildings supporting small business

7.10.7. Locate convenience parking (short-term, accessible) for customers at grade; longer-term or residential parking is encouraged to be wholly or partly underground and designed and located to minimize impacts on the public realm and pedestrian environment.

7.10.8. Transitions to the surrounding lower-scale neighbourhood should occur on site. Strategies to achieve this include landscaped setbacks, tree planting, building massing compatible with adjacent development and backyards to avoid overlook or shadowing; location of windows and porches to respect privacy; and mitigation of any noise impacts from commercial uses or loading.

7.10.9. Ensure a sensitive transition/interface with Fairfield Road and the heritage designated Ross Bay Cemetery through, for example, building form and design and integration of landscape features including street trees.

7.10.10. Ensure new development complements and does not detract from neighbourhood character.

7.10.11. Enhance or integrate bus stops as part of new development.

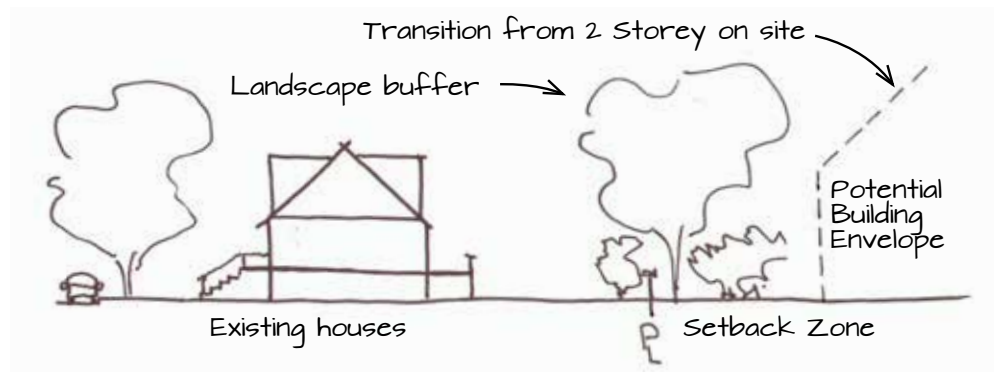


Figure 38. Example of strategies to achieve a sensitive transition include a setback, landscape transition, and building envelope.



Figure 39. Strategies to establish a friendly face to Fairfield Road and a sensitive transition to the heritage-designated Ross Bay cemetery include generous pedestrian spaces, buildings with smaller modulated shop fronts with extensive glazing and frequent entries, an upper-floor step-back, and a double row of trees relating to the greenspace across the street.

## Urban Villages

# Five Points and Moss & May Villages

*Note: Policies apply to both Moss Street and May Street and Moss Street and Fairfield Road small urban villages unless otherwise identified.*

### Intent:

To further enhance the Small Urban Villages at Moss Street and May Street, and Moss Street and Fairfield Road (Five Points) as unique commercial and mixed-use nodes that are attractive, distinct, welcoming, and provide a limited range of neighbourhood-oriented amenities and services

To ensure that new development is complementary in design to the surrounding Traditional Residential Areas.

### 7.11. Land Use Policies

7.11.1. Support mixed use development **up to 11 metres (approx. 3 storeys) and** a density of **approximately 1.5:1 floor space ratio.**

7.11.2. **Encourage the retention and adaptive re-use of buildings of heritage merit, considering sensitive addition to add housing and space for neighbourhood-serving shops and services.**

7.11.3. Infill development including house conversions, houseplexes or townhouses may be considered on Traditional Residential designated parcels that are immediately adjacent to the small urban villages, as consistent with neighbourhood character, as a means of providing a more sensitive transition to the Traditional Residential area. (see Ch. 8)

7.11.4. **Encourage the retention or replacement of existing rental housing consistent with city-wide policies.**

7.11.5. **In considering uses in these villages, consider neighbourhood benefits and impacts in terms of hours of operation, noise levels and other off-site impacts.**

### 7.12. Urban Design and Public Realm Policies

7.12.1. **New buildings should complement the surrounding area,** considering use of building elements and building designs **that respond to context,** particularly with regard to cladding materials, window styles and patterns, roof pitch, building placement, orientation and setbacks.

7.12.2. Where ground floor commercial uses are proposed with new development, encourage portions of the building to be set back up to 3m from the front property line to accommodate features such as patios, seating and outdoor display areas **and street trees** without impeding pedestrian movement along the public sidewalk.

7.12.3. Collaborate with BC Transit to enhance existing bus stops with upgraded and more attractive bus shelters.

7.12.4. Enhance the prominence and vitality of small urban villages by incorporating pedestrian-focused public realm improvements such as unique and distinct paving treatments within a village, attractive street furniture, improved lighting and enhanced **street trees** and landscaping.

### 7.13. Village Specific Policies – Five Points Village (Moss Street and Fairfield Road)

7.13.1. Consider opportunities to improve safety for pedestrians and cyclists as part of any improvements to the Right of Way or through redevelopment on private property.

7.13.2. Explore the opportunity to implement a 'pedestrian scramble' intersection as a means to prioritize pedestrian movement and safety within the village.

7.13.3. Consider opportunities to **expand and enhance** an attractive small plaza space near the intersection of Moss Street and Oscar Street to further enhance the village.

7.13.4. **Encourage the continued use of the adjacent public spaces at École Sir James Douglas Elementary for community uses.**



## Urban Villages

# Five Points Village Summary Diagram



Figure 40. Moss Street and Fairfield Road Village Concept Diagram



#### 7.14. Village Specific Policies – Moss Street and May Street

7.14.1. Encourage adaptive re-use of existing single-detached buildings in the southwest corner for the purpose of commercial or mixed-use purposes. (See Fig. 42)

7.14.2. Encourage the retention and adaptive re-use of the historic mixed use building at the northwest corner. (See Fig. 42)

7.14.3. With the exception of the southwest corner, support 3 storey mixed-use buildings with commercial frontages facing May Street, and transitioning in scale to the surrounding neighbourhood.

7.14.4. Support opportunities for live-work uses within the village.



Figure 41. Conceptual illustration of small urban village at Moss Street and May Street



Figure 42. Conceptual illustration of Moss Street and May Street looking east

## Urban Villages

# Moss & May Village Summary Diagram

Mixed use buildings  
up to 3 storeys  
facing onto May  
Street and transi-  
tioning to surround-  
ing neighbourhood

Support retention of  
historic commercial  
spaces

Use distinct pav-  
ing, attractive  
street furniture,  
improved lighting  
and enhanced land-  
scaping to highlight  
intersection

Enhance bus  
stop

Retain historic  
houses; consider  
conversions and  
commercial uses

Sensitive neigh-  
bourhood infill  
directly adjacent  
to village

Support live-work  
uses



Retain or replace  
rental units

- Mixed use with commercial frontage at grade
- Multi-unit residential
- Sensitive neighbourhood infill (e.g. townhouses, houseplexes or conversion of existing houses)
- Village boundary

Figure 43. Moss Street and May Street Village Concept Diagram

# 8. Residential Areas



## Other Relevant Policies & Bylaws

- Official Community Plan
- Victoria Housing Strategy
- Market Rental Revitalization Study (2018)
- Development Permit Area Guidelines
- Small Lot Rezoning Policy
- Garden Suites Policy
- Neighbourliness Guidelines for Duplexes
- House Conversion Regulations

### Context and Overview

Over the next 25 years, the population of Victoria is expected to grow and change. New families are forming, children are growing up and moving out of home, and people are coming to the region for jobs, education and lifestyle. Regional population is expected to grow at an average rate of near 1% annually in the coming years. The population of seniors in Victoria is expected to double. Some seniors are choosing to downsize while most are choosing to remain in place; at the same time newly forming families will need housing. These patterns create needs for both apartment-style units and ground-oriented units.

There is a rich diversity of housing in Fairfield which, in turn, supports a diversity of residents.

Housing is a key issue for Fairfield residents. With high land values, proximity to urban villages, waterfront, downtown, family-friendly amenities and major parks, Fairfield is a desirable –and increasingly expensive- place to live. It contains

a significant portion of the City's rental housing stock, and there is a desire to retain and revitalize this relatively affordable supply of housing where possible. There is a strong desire for more family-friendly (3 bedroom or more) rental and ownership housing, such as townhouses or large apartments.

The plan supports a mix of housing options for people of different income levels, lifestyles and household sizes and provides more choice for people to stay in the neighbourhood as they age. Significantly, it also emphasizes rental retention or replacement in an area that includes much of Fairfield's supply of rental apartment buildings.

The urban residential areas include a range of rental and condominium buildings, townhouses, and a mix of lower scale housing sprinkled throughout. Tree-lined streets and generous landscaped yards create a livable neighbourhood.

### Urban Residential Goals:

1. **Support new housing of different sizes, tenures and forms to encourage a more diverse neighbourhood population and allow people to stay in the neighbourhood as they age**
2. **Encourage housing design that fits with the neighbourhood**
3. **Maintain rental housing stock by encouraging investment in existing rental housing or supporting replacement with new rental housing where appropriate**
4. **Facilitate the creation of more affordable housing**
5. **Create opportunities for more people to live close to downtown, jobs, amenities and transit**



## Residential Housing Areas

# Urban Residential Areas Key Directions Summary

### All Areas

- Consider development proposals in light of all policies including rental retention and replacement, design, heritage, and affordable housing.
- Maintain the existing supply of rental housing
- Rezoning for additional density should consider housing benefits consistent with City policy
- Smaller lots may not be able to achieve the maximum density and height envisioned in the OCP (see 8.3)
- Lots at the edge of Urban Residential areas adjacent to Traditional Residential areas should transition in scale (see 8.3)
- See urban design policies, section 8.5, 8.6, and 8.8.

### Northwest Area and Fort Street Corridor

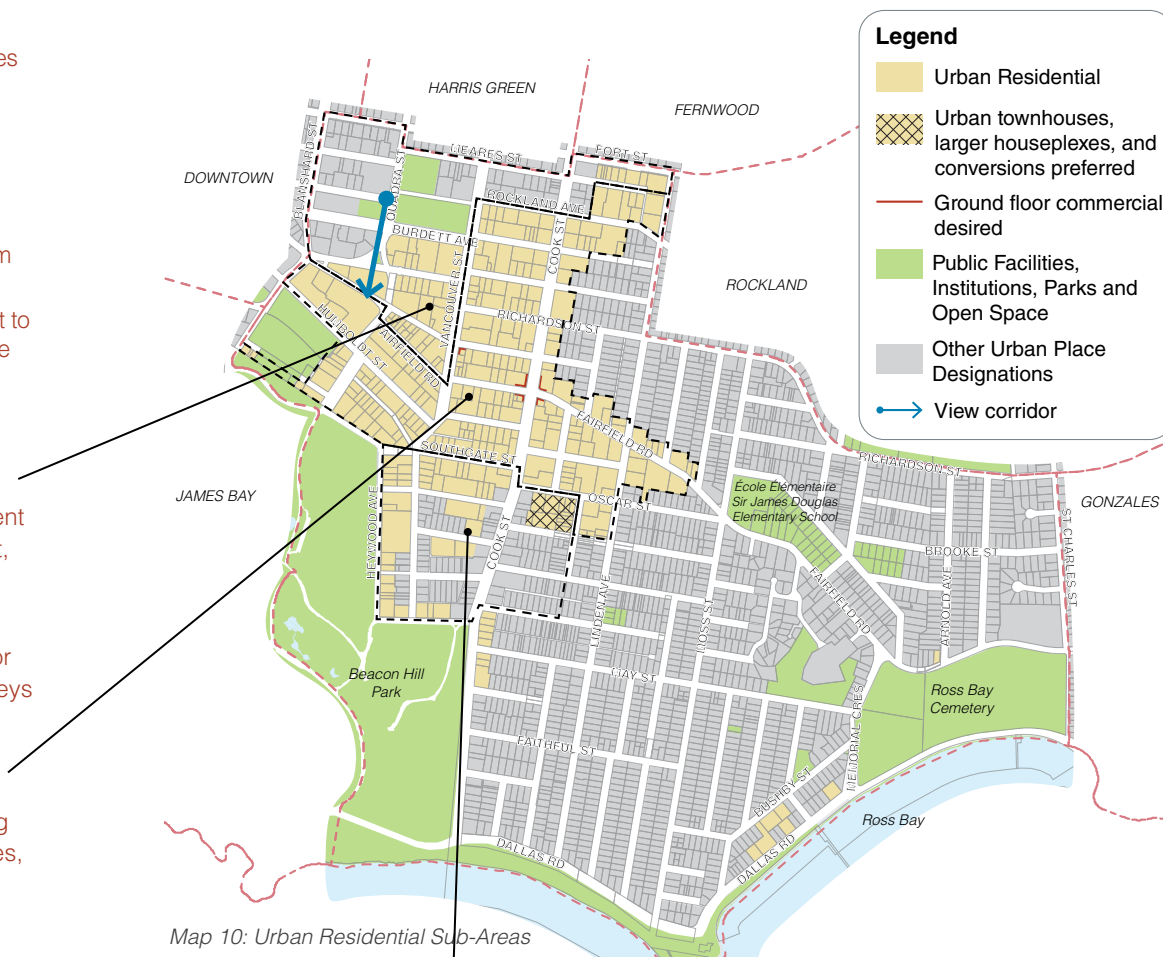
Envisioned to allow the addition of housing consistent with design guidance for the Cathedral Hill Precinct, with building forms transitioning from downtown to lower scale areas. See Chapter 6.

- Consider new development ranging from 1.2 floor space ratio up to 2.5 floor space ratio and 6 storeys with the provision of affordable housing

### Rental Retention Area

Contains a significant supply of City's rental housing stock in multi-unit buildings, mixed with older houses, small commercial buildings and related uses, in a walkable context.

- Increase in the overall supply of rental housing (while continuing to allow for ownership housing)
- Consider new development ranging from 4 storeys and 1.2 floor space ratio, up to approx. 2.0 floor space ratio and 6 storeys
- Ground floor commercial use desired or considered in areas indicated on Map. Commercial may be considered in other Urban Residential areas on a case-by-case basis or where already existing.



Map 10: Urban Residential Sub-Areas

### Cook Street Village Area

A mixed area of Urban and Traditional Residential areas close to Cook Street village.

- Consider new development up to 4 storeys and 2.0 floor space ratio consistent with the desired scale of Cook Street Village
- East of Cook Street Village, emphasize townhouses, house conversions and large houseplexes rather than apartment buildings
- For Traditional Residential areas, see Chapter 8

### Other Urban Residential Areas

- Consider new development which fits context, up to 3 to 4 storeys.

## Residential Housing Areas

# Urban Residential Areas

### 8.1. Rental Retention Sub-Area General Land Use Policies

This area contains a significant portion of the city's stock of existing rental housing in existing buildings. Therefore, loss of rental housing in this area can have a significant impact on the city's rental housing market. Therefore, the retention, replacement or enhancement of on-site rental housing units is a priority in considering rezoning applications.

8.1.1. Support the retention or replacement of existing rental units on sites **that contain** four or more rental units. Consider an increase in zoned density on these sites only if, as a voluntary amenity:

- a. An equivalent number and kind (e.g. number of bedrooms) of units is maintained on-site and secured as rental housing **with a maximum rent specified by a housing agreement** consistent with the Official Community Plan and city-wide housing policies;
- b. Within this area, retention or replacement of existing rental housing **is preferred** to consideration of a contribution to the City's affordable housing fund in lieu of retention or replacement.

8.1.2. Support revitalization of existing rental buildings while maintaining affordability for tenants. Strategies to achieve this may include supporting additional development on parking lots, where rental units are retained with a **housing agreement**, and the development of incentives through city-wide policy.

8.1.3. Consider the following development for this area:

- a. Consider residential buildings up to 4 storeys and 1.2 floor space ratio.
- b. Consider residential buildings up to 6 storeys and additional density up to **approximately** 2.0 floor space ratio where any required rental replacement or retention of units is secured (8.1.2.) and where any additional affordable housing contribution consistent with city-wide policy is secured for the life of the building.

### 8.2. Cook Street Village Urban Residential Area Land Use Policies

8.2.1. In the designated Urban Residential areas west of Cook Street Village, consider multi-residential development up to 13.5m in height (approx. 4 storeys) for the **designated urban residential** areas located between the west side of Cook Street and Heywood Avenue, in addition to other forms of housing including house **conversions**, houseplexes, **laneway housing**, and townhouses **in various configurations compatible with context**.

8.2.2. In the block east of Cook Street Village, **bounded by Oscar Street, Chester Avenue, MacKenzie Street, and Cook Street**, discourage development in the form of apartment buildings as a means of encouraging townhouses **in various configurations, larger houseplexes and house conversions**, to provide more housing near the village in diverse forms and with a more sensitive transition to the surrounding traditional residential area.

### 8.3. Smaller Sites and Transitional Sites

8.1.3.3. Smaller sites may not be able to realize the maximum envisioned densities or heights as multi-unit development. Where lot consolidation is not possible, these sites are encouraged to support various forms of housing such as larger houseplexes, house conversions with additions, townhouses (including stacked and courtyard townhouses), or smaller apartment buildings to 3 storeys.

8.1.3.4. New development at the edge of the Urban Residential areas, adjacent to Traditional Residential development, should provide sensitive transitions to lower-scale development, considering massing, building siting and design. Transitions which occur on site, or the development of ground-oriented forms of housing such as houseplexes, townhouses (including stacked and courtyard townhouses), or smaller apartment buildings is encouraged.

### 8.4. Commercial and Community Uses

8.4.1. The following areas are encouraged to include commercial uses at grade should new development be proposed:

- a. the southeast corner of Vancouver Street and Collinson Street to serve the neighbourhood and maintain the existing commercial-at-grade pattern
- b. at the corners of Fairfield Road and Cook Street, to maintain pedestrian activity and eyes at this important transit node.

## Residential Housing Areas

# Urban Residential Areas, cont'd.

8.4.2. Commercial uses at grade may be considered in the following locations:

- a. at the corners of two streets classified as arterials, secondary arterials, collectors or secondary collectors (See OCP Map 4, Functional Street Classification).
- b. where approved commercial uses already exist

8.4.3. Hotels and community facilities are supported where these uses currently exist.

### 8.5. Heritage Considerations

8.5.1. Wherever possible, heritage register buildings should be retained and reused as part of any rezoning which adds housing.

8.5.2. Conservation and possible adaptive re-use of buildings of heritage merit is strongly encouraged. This includes the cluster of designated houses along the east side of Vancouver Street between Richardson Street and McClure Street, **apartment buildings and other buildings with heritage value.**

### 8.6. View Corridors and Landmark Buildings

8.6.1. New development should respect the view corridor identified from Quadra Street at Burdett Street **through designs that consider and frame the character-defining features of this view,** looking south to the Olympic Mountains and Beacon Hill Park treetops consistent with Policy 6.2.13

8.6.2. Give special design consideration to development applications located within a 90-metre radius of the heritage landmark buildings identified in OCP Map 8, Heritage Landmark Buildings, which include Christchurch Cathedral, the Church of Our Lord, and St. Ann's Academy, to ensure that height, setbacks, siting and overall massing of proposed new buildings respect the visual prominence and character-defining importance of these heritage landmark buildings.

### 8.7. Transitional and Scattered Sites

8.7.1. Scattered Urban Residential sites are located within lower-density areas throughout the neighbourhood, mostly south of Fairfield Road, as well as at the south end of Cook Street Village. For this reason, compatibility in scale with the surrounding neighbourhood is emphasized. **New development should generally reflect the form and scale of existing development and not exceed 3 to 4 storeys.** These areas, identified in Map 10, include:

- a. between Dallas Road and Bushby Street;
- b. along the east side of Cook Street between **Chapman Street** and Leonard Street;
- c. at the northwest corner of Fairfield Road and Arnold Street.



Figure 44. Example of multi-unit development with front yard landscaping, windows, balconies, and entries oriented to the street, with street trees contributing to pedestrian comfort.



## 8.8. Form and Character Objectives for Urban Residential Areas

8.8.1. The following objectives should inform the zoning and design guidelines for Urban Residential areas:

- a. To maintain a character of multi-unit buildings fronted by green spaces along public streets
- b. To present a friendly face to the street and create pedestrian-friendly environments
- c. To support a pattern of landscaped front yards along public streets, and establish street-facing facades (that portion of the building façade closest to the street) whose scale relates to the width of adjacent streets, framing the streets while allowing access for sunlight.
- d. To ensure new development is neighbourly, compatible and transitions sensitively to adjacent development, particularly adjacent Traditional Residential areas.
- e. To reduce building bulk of upper storeys adjacent to lower-scale development, to minimize the effects of shading and mitigate the visual presence of upper storeys. [moved from Cook Street Village section]
- f. To minimize the impacts of off-street parking on the quality of site designs and the pedestrian environment
- g. To include landscape and on-site open spaces that contribute to urban forest objectives, provide environmental benefits, and support sociability and livability
- h. To encourage variation in building heights and massing to avoid uniformity in building design along the street block. [moved from Cook Street Village section]



## Residential Housing Areas

# Traditional Residential Areas



### Traditional Residential Goals

1. **Support the retention and adaptive reuse of existing houses and buildings, with opportunities to add new housing within them.**
2. **Support the creation of a diversity of primarily ground-oriented housing units in the Traditional Residential areas, which provide options for a range of household types including seniors and families with children, allow for multi-generational living, and provide for diverse tenure opportunities**
3. **Support new housing types which fit the established context and character of the neighbourhood**
4. **Support new housing types which preserve green spaces and tree planting opportunities and provide on-site amenity space for residents**
5. **Support the addition of rental suites within a diversity of housing types, to add rental options, facilitate multi-generational living, and support attainable housing**

### Context

The Traditional Residential areas of Fairfield are characterized by a diversity of housing types, including single detached houses, duplexes, house conversions, scattered townhouses, smaller apartment buildings, places of worship and corner stores which reflect the evolution of the neighbourhood over time. The neighbourhood is characterized by well-established boulevards and street trees, and a pattern of landscaped front and back yards.

There is a desire to maintain the character of the neighbourhood, and the design and fit of new and old is an important neighbourhood concern. With an aging population, people would like housing options that let them stay in Fairfield as they age. At the same time, new families are seeking housing choices within the City of Victoria.

Within this context, the following sections present policies to add primarily ground-oriented housing types which fit the neighbourhood's character and fit the needs of our population through adaptive reuse of existing structures and thoughtful new development. These policies are meant to complement policies for other parts of the neighbourhood, where more mixed-use and apartment-style development may be anticipated.

## Residential Housing Areas

# Form and Character Objectives for Traditional Residential Areas

### 8.9. Form and Character Objectives

Traditional residential housing can take many forms. The following objectives should inform the creation of zoning and design guidelines for diverse types of infill housing of two or more units in these areas:

- 8.9.1. To site buildings in a manner which maintains Fairfield's pattern of front yards, tree-lined streets, and landscaped back yards.
- 8.9.2. To achieve street-fronting buildings which present a friendly face to the street with visible front entries, design which creates visual interest for pedestrians, and encouragement of semi-private transition spaces (porches, patios, yards).
- 8.9.3. To provide sensitive transitions to adjacent lower-scale development, considering massing, access to sunlight, appearance of buildings and landscape, and privacy.
- 8.9.4. To support boulevard tree planting and front yard landscape through site design, location of infrastructure and drive aisle access.
- 8.9.5. To provide adequate separation between buildings and access to sunlight for living spaces and open spaces.
- 8.9.6. To encourage design and site planning which responds sensitively to topography.
- 8.9.7. To support livability and access to usable outdoor space for individual living units
- 8.9.8. To encourage site planning which accommodates landscape and tree planting space in the rear yard, and does not result in rear yards whose appearance is dominated by parking.

Ensure new development fits in with existing streetscape character and 'rhythm'



Existing street rhythm



Disruptive redevelopment



Sensitive redevelopment

New developments should transition in height to existing adjacent residential buildings



Maintain pattern of green front and back yards, urban forest

Have buildings present a friendly face to the street, with clear front entries, and human scale design

Consider limited front or side yard parking to maximize use of backyard.

Minimize stormwater runoff (e.g. permeable paving, rain barrels)

Consider privacy in siting of windows

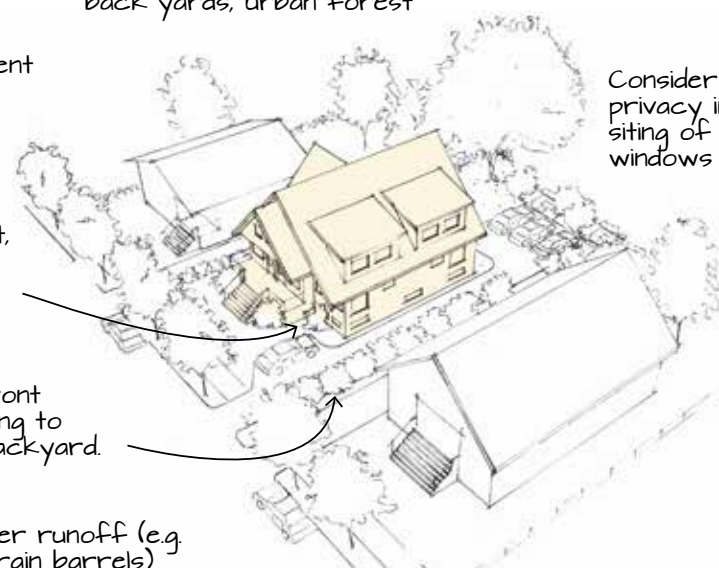


Figure 45. Illustrative examples of key objectives and strategies for maintaining traditional residential form and character.



## Residential Housing Areas

# Form and Character Objectives for Traditional Residential Areas, cont'd.

8.9.9. To provide for flexibility in site planning and related requirements to encourage the conservation and adaptive reuse of homes, specifically those of heritage merit, **and the retention of mature trees.**

8.9.10. To encourage building design which relates to the existing context, with special attention to streets with a strong pre-existing character.

8.9.11. To encourage the use of quality, natural materials.

8.9.12. Where units are accessed primarily from an internal drive aisle or courtyard, to create comfortable pedestrian access and legible front doors.

**8.9.13. For townhouses, to design each unit to be distinct but compatible with its neighbours, and to break up longer rows of townhouses.**

8.9.14. Units oriented to laneways should help enhance a pedestrian-friendly environment on the laneway and respond to adjacent development patterns. Strategies to achieve this include:

- Provide legible entries, windows and other features that provide for casual surveillance of the lane ("eyes on the lane")
- Include modest transitional landscaped setbacks adjacent to the lane, reflective of existing context.
- In siting laneway housing, consider the location of existing mature or significant trees.
- Avoid overlook and excessive shading of neighbouring yards

- On lots with laneways, green spaces may be provided at the centre of the lot rather than in the rear yard adjacent to the lane.

### 8.10. Heritage Considerations

**Intent:** To achieve new housing supply that supports heritage conservation.

While this plan anticipates a number of potential infill housing types for various parts of Fairfield, maintaining existing character is also a key objective for the community. Where a house of heritage merit exists and redevelopment is considered, retention of the existing building as part of the overall development is the preferred scenario.

8.11. The retention and adaptive reuse of properties of heritage merit is strongly encouraged. See Chapter 8, Heritage, for more.

8.12. Support the conversion of existing houses into multiple units, by considering sensitive additions. See House Conversions, 8.xx, for further policies.

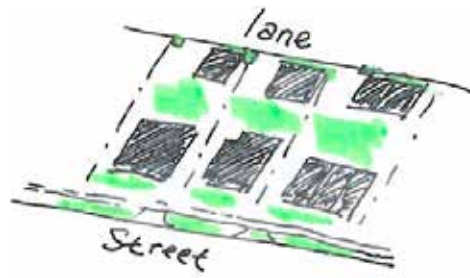


Figure 46. Example of primary building oriented to the street and laneway units in the back with greenspace in the middle of the lot, fitting into the existing pattern.



## Residential Housing Areas

# Zoning Considerations for Traditional Residential Areas

### 8.13. Considerations for Zoning

8.13.1. Front setbacks should allow for the maintenance of landscaped front yards and welcoming entries incorporating patios, front porches and other types of semi-private transition zones, compatible with the existing block pattern. **Minimum setbacks of 5-6m are generally desired, depending on context.**

8.13.2. Support side setbacks for street-fronting units compatible with the rhythm of existing buildings along the street (generally a minimum of 1.5 m for lots of at least 15 m width; and 1.2 m for lots narrower than 15m).

8.13.3. Increased side setbacks are desired for units located to the interior of a lot (other than garden suites and laneway housing). in order to respect privacy and sunlight of adjacent development and backyards.

8.13.4. Corner lots present the opportunity to front units onto the longer, flanking street frontage. In these cases, flanking street setbacks may be modest in order to provide for landscaped yards and transitions behind the housing units (see section 8.19.4 Townhouses).

8.13.5. Support rear setbacks for all housing types which provide opportunities for landscaped back yards, planting space for at least one medium-sized tree, and separation from adjacent existing or planned future development. A minimum setback of 7.5 to 10.7 metres is generally desired, **and may be greater** depending on context. Where more than 2 parking spaces are located in a

rear yard, a greater setback may be needed to accommodate both parking and desired landscape.

8.13.6. Lots with laneway access may alternatively site green space at the centre of the lot.

8.13.7. Support minimum landscaped open site space requirements through zoning, to provide planting spaces for trees which support urban forest goals.

8.13.8. Consider alternative siting, setbacks and types of buildings to support the retention of important trees or of heritage buildings.

**8.13.9. For infill housing west of Cook Street Village and along Fairfield Road, consider heights of 2.5 - 3 storeys.**

8.13.10. For infill housing in other Traditional Residential Areas, establish a height in zoning that generally accommodates 2 – 2.5 storeys. Half storeys above the second storey should generally be designed to be wholly or partially contained within a peaked roof.

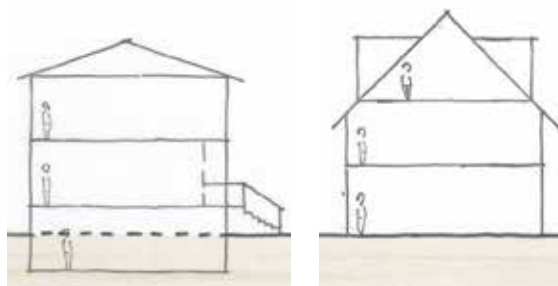


Figure 47. Examples of different ways to achieve a 2.5 storey building (See policy 8.13.9).

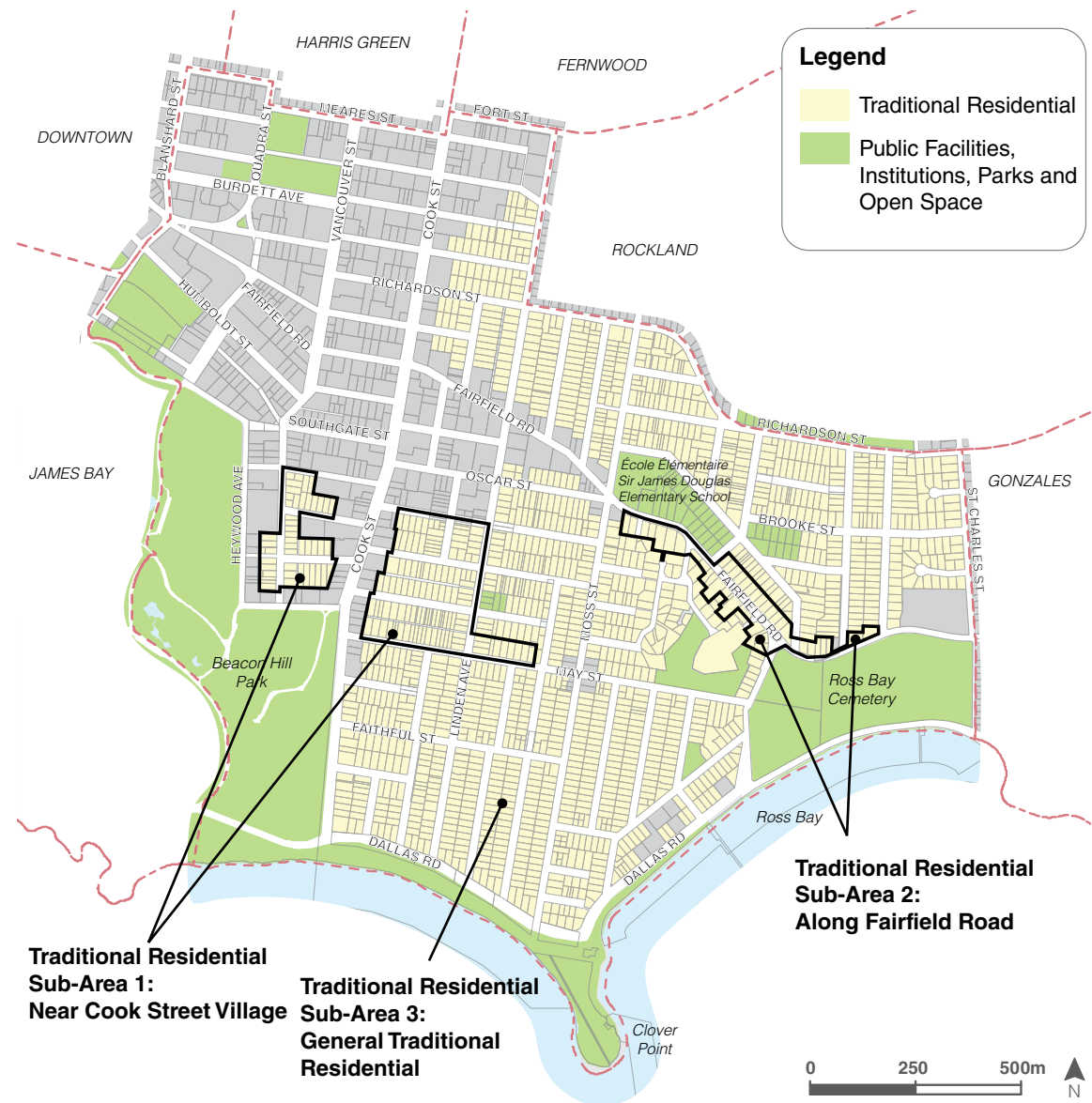


## Residential Housing Areas

# Traditional Residential Housing Areas

Traditional residential areas include ground-oriented housing with access to on-site open space.

Note: This section (page 81-85) has been revised and replaces the Traditional Residential Housing Areas section in an earlier version of this document, therefore specific changes are not highlighted in red.





## Traditional Residential Housing Areas

Housing types that may be considered in Traditional Residential sub-areas are outlined in the following sections. These sections are meant to guide consideration of redevelopment or rezoning, and are not meant to be a prescriptive or exhaustive list of all development types that could be considered consistent with the context and desired characteristics of each area.”

### 8.14. Sub-Area 1: Traditional Residential Areas Near Cook Street Village

**Context:** Blocks near Cook Street Village host a mix of housing types, more ground-oriented east of Cook Street Village, and interspersed with larger apartment buildings to the west. Many blocks have laneways, unique in Victoria, and many have a strong pre-existing character. These areas are close to shops and services, parks, amenities, and frequent transit on Fairfield Road, within a 20-30 minute walk from downtown.

**Intent:** Consider a variety of lower-scale development types in these areas which provide diverse housing opportunities over time, consistent with design policies and guidelines.

8.14.1. Development up to 1:1 floor space ratio and up to 2.5 to 3 storeys (west of Cook Street Village) or 2.5 storeys (east of Cook Street Village) may be considered, consistent with context, the form and character policies in this chapter and applicable design guidelines.

8.14.2. A variety of housing forms may be considered. These include the following (see the Traditional Residential Housing Forms policies for more information):

- a. House conversions
- b. Houseplexes
- c. Townhouses
- d. Small apartment buildings
- e. Duplexes
- f. Single-detached houses
- g. Laneway housing
- h. Garden suites

8.14.3. 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.

8.14.4. Small lot subdivision is discouraged.

### 8.15. Sub-Area 2: Traditional Residential Areas Along Fairfield Road

**Context:** Fairfield Road is a designated Frequent Transit Route (see Chapter 3) with connections to major employment destinations downtown and at the University of Victoria. It enjoys proximity to shops, services, schools, and amenities, and public gathering spaces at Five Corners Village.

**Intent:** Consider a variety of development types up to 3 storeys in the Traditional Residential Areas along Fairfield Road, consistent with design policies and guidelines.

8.15.1. Development up to 1:1 floor space ratio and 2.5 to 3 storeys may be considered, consistent with this chapter’s design guidance.

8.15.2. Retention and adaptive reuse of properties of heritage merit is strongly encouraged.

8.15.3. A variety of housing forms may be supported. These include:

- a. House conversions
- b. Houseplexes
- c. Townhouses
- d. Small apartment buildings (up to 3 storeys)
- e. Duplexes
- f. Single-detached houses
- g. Garden suites

8.15.4. New development should establish sensitive transitions to adjacent lower-scale development and backyards

8.15.5. 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.

8.15.6. Small lot subdivision is discouraged.

### 8.16. Sub-Area 3: General Traditional Residential Areas

**Context:** These areas contain a well-established mix of single-detached houses, suites, duplexes, house conversions, and some townhouse and apartment developments. Many houses date from the 1910s building boom, while other houses filled in later. Further east the neighbourhood is characterized by post-war ranch-style houses and duplexes. Most streets have generous boulevards and street tree canopies. Most development contains front and back yards.

**Intent:** Consider a diversity of housing forms to add choice while fitting with the existing neighbourhood, consistent with this chapter’s design guidance.

8.16.1. Infill housing should meet all applicable design policies and guidelines.

8.16.2. Development up to 2 – 2.5 storeys may be considered.

8.16.3. Densities considered depend on lot size, configuration, and housing form, and generally range from 0.5:1 to 0.85 floor space ratio. See the Traditional Residential Housing Forms policies for more information.

8.16.4. Additional density may be considered for development which retains and reuses a house of heritage merit.

8.16.5. Housing types may include:

- a. House conversions
- b. Houseplexes
- c. Townhouses
- d. Duplexes
- e. Single-detached or small lot houses
- f. Laneway housing
- g. Garden suites

# Traditional Residential Housing Forms



Figure 48: Example of a house conversion.

### 8.17. House conversions

**Intent:** To support the addition of new housing units through the retention and adaptive reuse of existing houses

8.17.1. Consider the addition of habitable area (e.g. through lifting the home or adding an appropriate addition) during the conversion of a character house into more than one unit.

8.17.2. Consider additional density (floor area or number of units) in a house conversion which is subject to heritage designation, as an incentive to encourage voluntary designation.

8.17.3. See 10.3., Adaptive Reuse, for further guidance.



Figure 49: Example of a houseplex with four units.

### 8.18. Houseplexes

**Intent:** To support the creation of attached housing that is similar in form and scale to a house conversion or large detached house, retaining front and back yards and on-site amenity space.

8.18.1. Houseplexes may be considered as follows:

- a. Smaller houseplexes on interior block lots of 555m<sup>2</sup> (6,000 sq. ft.), up to a density of approx. 0.5 floor space ratio.
- b. Houseplexes of up to approx. 0.75 floor space ratio on interior block lots of at least 650m<sup>2</sup> (7,000 ft<sup>2</sup>) or corner lots of at least 555m<sup>2</sup> (6,000 ft<sup>2</sup>).



Figure 50: Example of a larger houseplex with six units.

- c. Larger houseplexes up to 1.0 floor space ratio may be considered in the areas near Cook Street Village, along Fairfield Road, and adjacent to urban villages or higher-density areas.

8.18.2. The total density and number of units in a houseplex should achieve a balance of parking and landscaped open space on the site. For interior block lots of 555m<sup>2</sup> (6,000 ft<sup>2</sup>), this means generally limiting a houseplex to 3 on-site parking spaces. Larger lots, corner lots, and laneway lots may support 4-6 units, while larger houseplexes may support more units.

8.18.3. The retention and adaptive reuse of existing houses of heritage merit is encouraged. See Section 10.4, Heritage.

## Residential Areas

# Traditional Residential Housing Types, cont'd.



Figure 51: Example of a duplex with suites.



Figure 52: Example of duplex without suites



Figure 53: Illustrative example of duplex with rear parking

### 8.19. Duplexes

**Intent:** To consider duplexes as a housing option, through the adaptive reuse of existing houses or, where not feasible, as new construction. Encourage the provision of suites to allow for rental housing or multi-generational living, and help buyers to qualify for mortgages.

8.19.1. Duplexes may be considered on interior block lots of at least 555m<sup>2</sup> (6,000 sq. ft.), or on corner or laneway lots of at least 460m<sup>2</sup> (5,000 sq. ft.)

8.19.2. Duplexes may be considered up to a maximum building size restricted in zoning, generally not exceeding 0.5 fsr.

8.19.3. Each unit of a new duplex may contain a lock-off suite, without adding to overall massing and above-grade floor area permitted in city-wide duplex policy.

8.19.4. A duplex resulting from the conversion of an existing house, or located on a double frontage lot (e.g. laneway, corner or through block lot), may include one garden suite in addition to one lock-off suite.

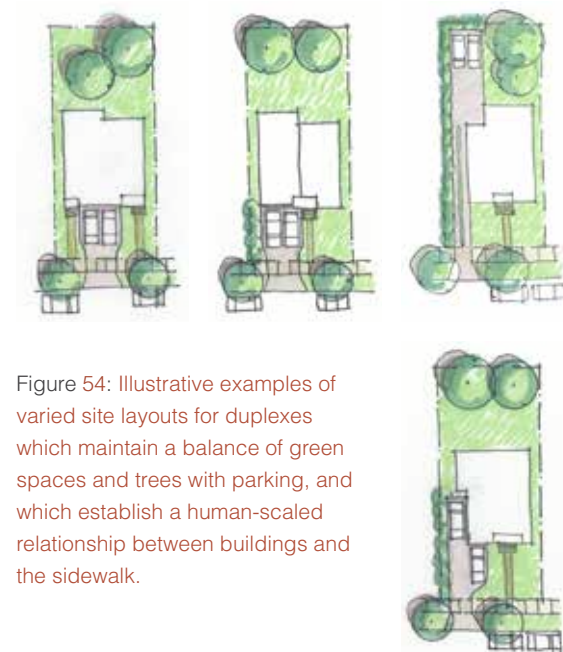


Figure 54: Illustrative examples of varied site layouts for duplexes which maintain a balance of green spaces and trees with parking, and which establish a human-scaled relationship between buildings and the sidewalk.



## Residential Areas

# Traditional Residential Housing Types, cont'd.



Figure 55: Example of townhouses



Figure 56. Illustrative example of townhouses on a corner lot, facing to the side, with modest front setbacks and landscaped rear yards.



Figure 57. Example of townhouses with a courtyard.

### 8.20. 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.

8.20.1. 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).

8.20.2. Consider densities up to approx. 0.75:1 - 0.85:1 floor space ratio in 2 - 2.5 storeys.

8.20.3. Individual townhouse units should generally front onto a public street with direct pedestrian access from the fronting street

8.20.4. 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.

8.20.5. Where landscaped open space and sensitive transitions to surrounding residences and yards can be achieved, courtyard townhouse forms or site layouts containing limited units located to the interior of the lot may be considered on a case-by-case basis on larger lots situated on corners, with laneway access or two frontages near Cook Street Village, or along Fairfield Road. The following policies should be considered:

- a. Surface parking and automobile circulation should be minimized through underground parking, the inclusion of coach houses, or similar strategies.

- b. All design guidelines, including desired landscaped open spaces, should be achievable on the site.
- c. Where a site contains a house of heritage merit, it is preferable to retain and incorporate that house into the development. (see Chapter 10)
- d. Each street should be fronted by units with direct access to the ground and public sidewalk.
- e. To ensure that developments on corner lots do not extend along side streets, development should not extend beyond 36m from the corner.
- f. Where parking and circulation is located underground and open space is maintained on site, additional density may be considered near Cook Street Village along Fairfield Road, not to exceed 1:1 fsr.

# Traditional Residential Housing Types, cont'd.



Figure 58: Illustrative examples of house with a suite and a garden suite

### 8.21. Single Detached Houses with More than One Suite

**Intent:** To support the adaptive re-use of existing single detached houses throughout the Fairfield Neighbourhood by supporting the addition of dwelling units.

8.21.1. Support single detached homes with a secondary suite and garden suite, or with two accessory suites, where an existing house is retained.



Figure 59: Illustrative example of a small lot house.

### 8.22. Small Lot Houses with suites

#### Intent:

To support secondary suites in small lot houses in order to add compatible density, expand rental housing options and provide more diverse home-ownership opportunities.

8.22.1. Support small lot houses, consistent in design with city-wide policy, which contain a secondary suite.

8.22.2. Small lot subdivision is discouraged in the Cook Street Village area and along Fairfield Road, where more diversity of housing choice is desired.

8.22.3. Update the Small Lot Rezoning policy to reflect the above intent.



Figure 60: Existing laneway

### 8.23. Laneway Housing

#### Intent:

To support creative approaches and various configurations of housing along laneways, which may co-exist with a number of housing forms.

8.23.1. Laneway housing may include a single residence or more than one unit in a building ancillary to the main building fronting the street.

8.23.2. Laneway housing should enhance the laneway to support safe multi-modal access to housing, create a pedestrian-friendly environment, enhance landscape and trees, add "eyes on the lane," and minimize impacts on adjacent properties and yards. See Urban Design policy 8.xx for more detail.

8.23.3. Easements or added right of way may be required for minimum laneway width.

8.23.4. Subdivision of panhandle lots or lots accessed solely from a laneway is not supported.





# 9. Housing Affordability



## Other Relevant Policies & Bylaws

- City of Victoria Housing Strategy
- Density Bonus Policy (2016) and Inclusionary Housing Policy (forthcoming in 2018)
- Market Rental Revitalization Study (MaRRS) (forthcoming in 2018)
- Official Community Plan, Chapter 13 (Housing and Homelessness)
- Victoria Housing Reserve Fund Guidelines

### Goals:

1. **Maintain rental housing stock by encouraging investment in existing rental housing or supporting replacement with new rental housing where appropriate**
2. **Facilitate the creation of more affordable housing**

The affordability of housing is a key community issue in Fairfield. Affordable housing is defined as housing that falls within the financial means of a household, and where total housing costs do not exceed 30% of a household's gross annual income. The high cost of rental housing and home ownership makes housing affordability a challenge for many people in Fairfield, both renters and owners. House prices have steadily increased over the last 15 years, putting home ownership out of reach of many people. *As new families form*, the availability of affordable family-sized housing opportunities is a concern. Little purpose-built rental housing is being constructed, rental vacancy rates are low and much of the purpose-built rental housing stock is more than 40 years old, and will likely need updates over the term of this plan. There is concern about losing the rental apartment buildings and house conversions that make up a large supply of Fairfield's – and the whole city's-

relatively affordable market housing stock.

While the burden of housing (un)affordability is often more visible at the neighbourhood level, there are only a few tools to address housing affordability through a neighbourhood plan. Within the tools available, this plan proposes to:

- 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*
- identifying locations where density bonus contributions will be directed towards on-site affordable housing in new multi-unit housing
- creation of a rental retention area with height limited at six storeys, to discourage demolition of rental apartment buildings, complemented with density bonus policies to encourage the retention, upgrade and/or replacement of rental units.

# Housing Affordability, cont'd.

Many of the causes - and solutions - for affordable housing are best tackled at a scale larger than the neighbourhood. The intent is for neighbourhood plan policies to be complemented by City-wide housing initiatives such as exploring inclusionary housing; additional city-wide strategies to encourage the upgrades and retention of rental apartment buildings; on-going financial support for new housing through the City's Housing Reserve Fund; and implementation of the multi-pronged Victoria Housing Strategy.

Importantly, many of the roles, responsibilities and tools for housing also lie with senior levels of government, the private sector and community organizations. The City is committed to working in partnership and collaboration with these different groups to increase the supply of more affordable housing in Fairfield and across the city.

## 9.1. Housing Affordability Policies

### Intent:

Facilitate the creation of more affordable housing in Fairfield.

9.1.1. Use inclusionary housing as a tool to increase the long-term supply of affordable housing in Fairfield and other neighbourhoods, through development of the city-wide Inclusionary Housing Policy.

9.1.2. In Urban Residential and Core Residential areas in Fairfield, direct development contributions resulting from an increase in density to the provision of on-site affordable housing **consistent with City-wide housing policies**. Community feedback suggested more housing in Fairfield targeted to families (3+bedrooms), seniors and working people with low incomes.

9.1.3. Support private sector and community organizations to support and pilot innovative approaches that facilitate more affordable rental and ownership housing in Fairfield, such as alternative financing, community land trusts and innovative housing forms.

9.1.4. Encourage new housing initiatives that partner with other levels of government, agencies, private industry, community organizations and individuals to leverage expertise and resources.

9.1.5. Develop strategies to encourage the upgrades and retention of rental apartment buildings while maintaining affordability through implementation of **City-Wide market rental revitalization programs and policies**.

9.1.6. Where a rezoning will result in the displacement of renters, a tenant transition strategy will be required as part of the rezoning application, consistent with the Official Community Plan.

# 10. Heritage

As Fairfield transitions into the future, maintaining and integrating heritage is integral to sustaining character and sense of place.



*St Joseph Apartments (Heritage designated)*



*St Ann's Academy*

## Other Relevant Policies & Bylaws

- Heritage Tax Incentive Program (TIP)
- Victoria Heritage Register
- Heritage Thematic Framework (OCP)

### Goals:

1. **Conserve the historic character of significant buildings and streets**
2. **Celebrate and interpret the heritage of the neighbourhood**

Fairfield's landscape, buildings, streets and other special places shape the neighbourhood's identity and sense of place. Different places in the neighbourhood tell stories of Fairfield's past, such as important Lekwungen food gathering sites, village locations, historic travel routes, as well as settler history of pioneer farms, early buildings, the early 1900s building boom and later transition to post-war suburbs. Existing heritage landscapes and buildings tell the history of this area. The plan proposes a broad approach to retaining and celebrating Fairfield's historic character through encouraging designation of properties of historic merit, adaptive re-use, and supporting community-led efforts to establish heritage areas and build community education and awareness.



## Heritage

# Celebration, Interpretation, and Historic Areas

### 10.1. Heritage Celebration and Interpretation

#### Intent:

Celebrate and interpret the heritage of the neighbourhood

10.1.1. Engage Songhees and Esquimalt Nations to determine interest in and appropriate recognition of places of interest (see also 4.2.1., 12.1.1.)

10.1.2. Work with community partners to identify and support strategies to build awareness and celebrate Fairfield's historic buildings, streets, landscapes and other special places, and ways to conserve them. Suggestions from the community include interpretive signage, First Nations history walks, heritage walks and public art.

### 10.2. Historic Areas

#### Intent:

Recognize historic character of neighbourhood areas.

10.2.1. Facilitate citizen-initiated efforts to establish Heritage Conservation Areas in Fairfield areas of heritage merit.

10.2.2. Where a Heritage Conservation Area is desired, work with property owners and the community to develop area-specific guidelines as needed to meet goals and objectives for the area.



## Heritage

# Heritage Register and Designated Properties

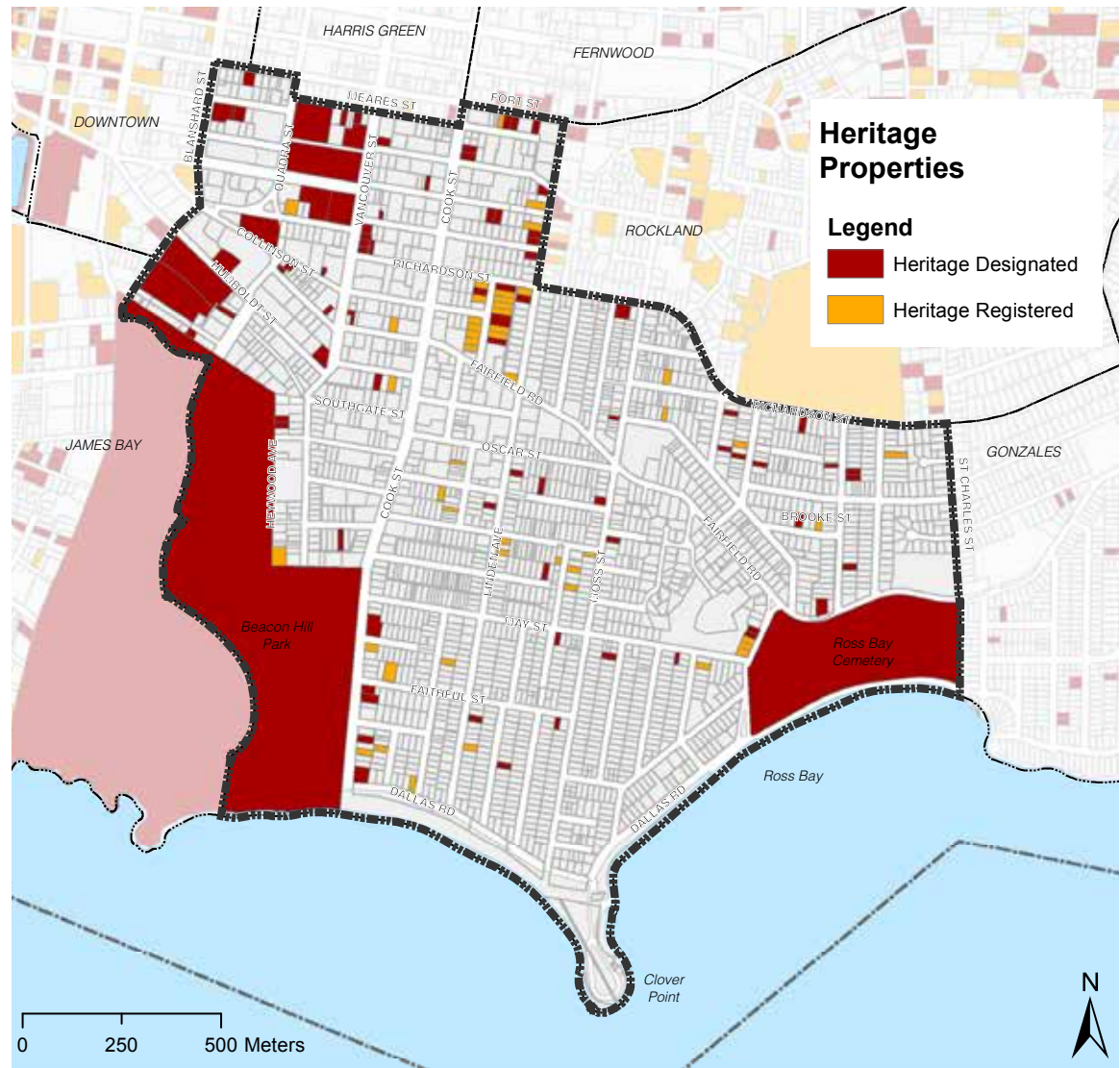
### 10.3. Heritage Register and Designated Properties

#### Intent:

Recognize and protect the historic character of significant buildings and important sites.

10.3.1. Encourage landowners to consider the protection of heritage resources through the designation of properties listed on the City's Register of Heritage properties, identified on Map 12, or other buildings of heritage merit, including through the rezoning process.

10.3.2. Consider future additions of properties to the City's Register of Heritage Properties in consultation with property owners.



Map 12: Heritage Registered and Heritage Designated properties (2017)

# Properties of Heritage Merit



Figure 61: Illustrative example of a heritage conversion (heritage home converted to multiple strata or rental suites).



Figure 62: Example of heritage conversion with four units

## 10.4. Adaptive Re-use of Buildings of Heritage Merit

### Intent:

Support the heritage designation of buildings of heritage merit by allowing innovative uses and designs to encourage heritage conservation. Support new housing and commercial spaces that support heritage conservation. [some policies moved from ch. 8]

10.4.1. Additions to protected Heritage Designated buildings may be considered and should be consistent with the National Standards and Guidelines for the Conservation of Historic Places in Canada. Where a building is listed on the Heritage Register, retention and re-use of the existing building and its integration into any redevelopment is strongly encouraged.

10.4.2. Where a building is thought to have potential heritage value, an assessment thereof may be requested as part of rezoning proposals. Retention and re-use of buildings of heritage merit is encouraged where rezoning confers additional development rights.

10.4.3. Consider incentives to encourage Heritage Designation of eligible properties in the form of bonus density provisions or zoning variances.

10.4.4. Where redevelopment is proposed, consider forms of housing, building massing and site layout that support the retention and adaptive re-use of buildings of heritage merit.

10.4.5. With redevelopment of heritage properties, consider the relaxation of regulatory guidelines (e.g. reduced parking requirements; variances to setbacks, etc.) while encouraging development that supports the overall objectives of this plan.

10.4.6. As part of an update to the House Conversion Regulations, consider supporting sensitive building additions during the conversion of a heritage house into more than one unit, and supporting the conversion of houses built after 1930.

10.4.7. Encourage the use of incentives for the rehabilitation or adaptive re-use of commercial or mixed use buildings of heritage merit, including those at Moss Street and May Street Urban Village and Moss Street and Fairfield Road Urban Village (Five Points).



# 11. Infrastructure and Green Development



## Goals:

1. **Ensure sufficient infrastructure capacity to meet the future needs of residents and businesses.**
2. **Promote and encourage sustainable building design and green infrastructure**
3. **Support opportunities to grow and get food close to home.**
4. **Protect coastal ecosystems**
5. **Identify climate change adaptation strategies**



As a residential neighbourhood with close proximity to downtown, parks, shopping and services, Fairfield enjoys the opportunity to increase sustainability through enhanced transit and active transportation. Fairfield also contains important natural areas and coastal bluff ecosystems as well as an urban forest comprised of parks, public street trees and trees on private lands. The waterfront is part of the Victoria Harbour Migratory Bird Sanctuary.

Climate change is expected to impact some low-lying coastal areas, as well as lead to more severe rainfall events and drier summers.

With new buildings, upgraded infrastructure, parks improvements, management of the urban forest and of green infrastructure on public lands, and the retrofit of existing buildings, Fairfield policy can play an important role in ensuring the future community is healthy, vibrant and minimizes its impact on the environment while ensuring its resilience against

## Other Relevant Policies & Bylaws

- Water System Master Plan
- Stormwater Master Plan
- Sanitary Sewer System Master Plan (2018)
- Victoria Sustainability Framework
- City Climate Leadership Plan and 100% Renewable Energy by 2050 Commitment
- Market Rental Revitalization Study (2018)
- Urban Forest Master Plan (2013)
- City-wide education and incentive programs
- Small-Scale Commercial Urban Food Production Regulations
- Community Gardens Policy
- Boulevard Gardening Guidelines

future stresses. These sustainable development directions are woven throughout this document, reflecting an integrated approach. Other actions to achieve more sustainable development and plan for climate change will be achieved at the City wide level outside the neighbourhood plan.

# Infrastructure and Green Development

## Infrastructure

### 11.1. Utility Networks

#### Intent:

Ensure sufficient infrastructure capacity to meet the future needs of residents and businesses.

11.1.1. Consider the capacity of utility networks, including water distribution, sanitary sewer and storm drainage, in reviewing development applications and other land use changes.

11.1.2. Continue upgrading the underground infrastructure in the Fairfield neighbourhood as directed by City-wide master plans for water distribution, sanitary sewer and storm drainage upgrades.

11.1.3. Upgrade Fairfield's sanitary sewer and stormwater mains as they meet the end of their life cycle, in order to extend longevity and prevent root and sediment intrusion.

### 11.2. Stormwater Management on Public Lands

#### Intent:

Use infrastructure to mimic and restore ecological processes.

11.2.1. Identify opportunities to incorporate green stormwater infrastructure or “green streets” as part of utility, active transportation and other street improvements. Potential locations include active transportation routes, potential “Living Streets” on McClure Street and Collinson Street, and visible locations such as around urban villages.

11.2.2. Include rainwater management and sustainable design features as part of improvements to parks, City facilities and other City property.

11.2.3. Explore requirements for on-site treatment of stormwater in new development through City-wide implementation of stormwater management program.



# Sustainable Buildings and Green Development

### Intent:

Promote and encourage sustainable building design, green infrastructure and low-carbon transportation options for new and existing development in order to mitigate climate change and related environmental impacts.

### 11.3. Green Buildings

11.3.1. Require new buildings to meet energy efficiency standards through the city-wide adoption of the British Columbia Energy Step Code.

11.3.2. Through the Market Rental Revitalization Study, develop policies to encourage energy efficiency and support revitalization in existing rental apartment buildings while maintaining affordability.

11.3.3. Through implementation of the City-wide Climate Leadership Plan, develop a sustainability checklist for new development which will address all sustainability aspects of new building projects, including energy efficiency, stormwater management, sustainable building materials etc.

### 11.4. Existing Buildings

11.4.1. Recognizing that Fairfield has the highest proportion of houses heated by oil in Victoria, encourage private residences to transition away from heating oil through support programs such as BC Hydro's Home Renovation Rebates and the provincial Oil to Heat Pump program.

11.4.2. Through the land use policies in this plan, encourage housing types which support the adaptive re-use of existing buildings, therefore minimizing waste directed to landfills and energy embodied in new construction.

### 11.5. Stormwater Management on Private Property

11.5.1. Incorporate on-site rainwater management features (e.g. permeable pavement, rain gardens) into new developments through Development Permit guidelines for new multi-unit development in Fairfield Neighbourhood.

11.5.2. Continue to incentivize new and existing development to implement the City's Rainwater Management Standards through the City's Rainwater Rewards program.

11.5.3. Explore a city-wide requirement for new development to manage rainwater on-site.





# Sustainable Buildings and Green Development, cont'd.

### 11.6. Adapting to Climate Change

#### Intent:

Identify and address neighbourhood climate change impacts.

11.6.1. Use green infrastructure (e.g. the urban forest, natural areas and rain gardens) to mitigate climate change impacts (e.g. through shade, species diversity, flood control) on private and public lands.

11.6.2. Identify City infrastructure and facilities susceptible to impacts from sea level rise project assessment and planning, and develop strategies to adapt.

11.6.3. Identify private development susceptible to impacts from sea level rise and develop adaptation strategies through the City-wide Climate Leadership Plan

11.6.4. Develop additional policies, design strategies and initiatives to help Fairfield adapt to and mitigate climate change impacts through City-wide Climate Leadership Plan and implementation of the City's Climate Action Program.

### 11.7. Neighbourhood Food System

#### Intent:

Support opportunities to grow and get more food close to home.

11.7.1. Support community-led efforts to establish additional community gardens in Fairfield, including allotment gardens, native plantings, pollinator gardens or community orchards.

11.7.2. Consider opportunities for food production in parks through individual park improvement plans and as opportunities arise. Potential locations include Robert J. Porter Park, Chapman Park, Bushby Park and **Beacon Hill Park, subject to community interest and evaluation in accordance with the Beacon Hill Park Trust** (see Chapter 4, Parks, Open Space and Urban Forest).

11.7.3. Consider incorporating other food-related features such as picnic tables and community ovens in parks to encourage social gathering.

11.7.4. Encourage the integration of food production into new development (e.g. rooftop gardens, edible landscapes or allotment gardens for residents)

11.7.5. Continue to support small-scale commercial urban food production through city-wide regulations.



*Moss Street Market*



*Fruit orchard in Robert J Porter Park*

# 12. Placemaking, Arts and Culture



## Other Relevant Policies & Bylaws

- Arts and Culture Master Plan (to be completed, 2018)
- Art in Public Places Policy
- City grant programs

### Goals:

1. **Honour Fairfield's indigenous history and culture**
2. **Create great public spaces where people can gather**
3. **Animate and enliven Fairfield through public art and community events**
4. **Encourage community-led placemaking**
5. **Create/strengthen opportunities to showcase and feature neighbourhood artists and creators.**

A vibrant community weaves arts and culture into everyday life and helps create a strong sense of place. With its parks, waterfront, urban villages and walkable streets, Fairfield presents many opportunities to integrate arts into urban development. Diverse spaces for living, interaction, working and selling works helps to support an artists' community. Opportunities for creative placemaking include temporary and permanent public art opportunities and performance spaces in parks and other public spaces. Public art can celebrate the neighbourhood's identity, and its human and natural heritage.

Cultural venues include the Royal Theatre, spaces at two community centres and at St. Ann's Academy, Ross Bay Villa, and nearby at Beacon Hill Park,. A variety of businesses provide cultural opportunities and support events in Cook Street Village.

# Placemaking, Arts and Culture, cont'd.

## 12.1. Placemaking

12.1.1. Engage Songhees and Esquimalt First Nations to determine opportunities for recognizing and building awareness of the Lekwungen People's use of the land, history and culture in Fairfield. (See also 4.2.1, 10.1.1.)

12.1.2. Establish urban villages as neighbourhood gathering places with street furnishings, landscaping, and evolving public spaces as identified in this plan (see Chapter 7, Urban Villages)

12.1.3. Support the enhancement of the public realm in Northwest Area and Fort Street Corridor as identified in this plan (see 6.2.2., 6.2.4.) and urban villages.

12.1.4. Consider opportunities for public art or other placemaking feature as part of planning for waterfront park improvements (see 4.5.1.)

12.1.5. Support community-led placemaking initiatives in Fairfield.

## 12.2. Public Art

12.2.1. Introduce permanent or temporary public art into urban village areas, parks, commercial areas and active transportation routes. Through public engagement, there was strong interest in public art that celebrates Fairfield's indigenous history and coastal ecosystems.

12.2.2. Partner with arts organizations to encourage art installations in public spaces, such as temporary pop-ups and artists in residence.

## 12.3. Creative Entrepreneurs

12.3.1. Through the Arts and Culture Master Plan, explore ways to link Fairfield's creative entrepreneurs, home-based studios and self-employed individuals to available resources for business assistance, skills sharing and access to spaces to make and sell goods.



# 13. Community Facilities and Wellbeing

Community-serving institutions, inclusive public spaces, and safe affordable housing all play important roles in supporting belonging and inclusion.

## Other Relevant Policies & Bylaws

- Great Neighbourhoods Program
- City grant programs



### Goals:

1. **Support a more diverse population in Fairfield**
2. **Increase the sense of belonging and inclusion for Fairfield residents**
3. **Encourage and enhance community and seniors centres as hearts of the community**
4. **Support child care and elder care options**

Fairfield Neighbourhood contains several community-serving institutions including Fairfield Community Place, Sir James Douglas Elementary School, Downtown YMCA/YWCA and the Cook Street Village Activity Centre. These facilities, along with other non-profit and private spaces, provide services to the neighbourhood and broader community. This plan encourages programming and partnerships to help meet identified community needs such as inclusive programming for community activities, and spaces for childcare. This plan also encourages the City to support the provision of affordable housing and work with the community to create public spaces which encourage social interaction.

# Community Facilities and Wellbeing, cont'd.

## 13.1. Community Facilities

### Intent:

Support a more diverse population in Fairfield.  
Encourage and enhance community and seniors centres as hearts of the community.

13.1.1. Continue to work with the Fairfield Gonzales Community Association to sustain and enhance community programming, services and facilities that meet the evolving needs of Fairfield's community.

13.1.2. Work with the School District to make school facilities more broadly available for community programming, sports, indoor and outdoor gathering.

13.1.3. Explore opportunities to co-locate the seniors centre and community centre in the future.



Map 13: Facilities, Parks and Open Space

# Community Facilities and Wellbeing, cont'd.

## 13.2. Child Care and Elder Care

### Intent:

Support a more diverse population in Fairfield. Support child care and elder care options.

13.2.1. Support the addition of child and youth care spaces in Fairfield, in public and private facilities, suitable to the scale of their immediate surroundings.

## 13.3. Neighbourhood Inclusion

### Intent:

Support a more diverse population in Fairfield. Foster a safe and inclusive community for all residents.

13.3.1. Through city grants, partnerships or other programs, support community organizations to implement initiatives that promote inclusivity and belonging.

13.3.2. Support a range of non-market and market housing options and support services to support a diverse and inclusive community.

13.3.3. Seek opportunities to promote social interaction between different generations through the design of public spaces, parks and public facilities. (See Chapter 4, Parks, Open Space and Urban Forest)







# 14. Action Plan

The action plan provides a high-level list of actions identified in this Plan. Implementation of this action plan must be balanced with available resources and other City priorities **which may change over time**. The improvements may be accomplished through a combination of funding sources including City capital programming, amenity contributions from development, senior government grants, and partnerships with other public, non-profit or private entities.

## Plan Monitoring

### 14.1. Periodic Monitoring and Adaptive Management

The action plan is to be used as a working document and should be reviewed periodically (every 3-5 years) with the community as part of monitoring and adaptive management of the plan, in order to consider changing circumstances, desires and progress made.

### 14.2. Neighbourhood-based initiatives

While City resources are limited, stakeholders are encouraged to seek other means of furthering priorities in this plan, including local improvement districts, partnerships, grant funding, and other sources of funding to advance objectives in this plan.

## Action Plan

Topic	Short-term Actions (0-3 yrs)	Lead	Funded
<b>Transportation and Mobility</b>	Make pavement improvements on Vancouver Street between Fairfield Road and Southgate Street, and on Meares Street east of Cook Street	EPW	√
	Improve sidewalk on Pendergast Street between Vancouver Street and Heywood Avenue	EPW	√
	Develop an all ages and abilities route along Fort Street from Wharf Street to Cook Street	EPW	√
	Complete an all ages and abilities route along Humboldt Street and Pakington Street from Government Street to Cook Street	EPW	√
	Make pavement improvements at the Cook Street and Fairfield Road intersection	EPW	√
	Complete an all ages and abilities route along Cook Street between Pandora Avenue and Pakington Street	EPW	√
	Complete pilot active transportation treatment to improve mobility for all ages and abilities on Richardson Street	EPW	

\* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department

Topic	Short-term Actions (0-3 yrs)	Lead	Funded
<b>Transportation and Mobility, cont'd.</b>	Complete an all ages and abilities route from Humboldt Street to the Dallas Road waterfront via Vancouver Street and Beacon Hill Park	EPW	
	Complete an all ages and abilities route along Dallas Road from Ogden Point to Clover Point in association with wastewater treatment works	EPW	
	Develop a parking management strategy for the Cook Street Village area	EPW	√
	Assess transportation conditions at the following locations and update Neighbourhood Plan and Action Plan with suggested improvements, as warranted: <ul style="list-style-type: none"> <li>Fairfield Road between St. Charles Street and Cook Street – for pedestrian and cyclist comfort and safety, visibility, and crossings. Priority areas include the entrance to Fairfield Plaza, Fairfield Road at Moss Street, and Fairfield Road at St. Charles Street</li> <li>Sir James Douglas School area – for pedestrian crossing and safety. Priority areas include Moss Street at Thurlow Road, and Thurlow Road at Durban Street</li> <li>St. Charles Street – for speed, pedestrian comfort and safety, and crossings. Priority areas include St. Charles Street at Richardson Street, and at Brooke Street.</li> <li>Quadra Street at Southgate Street – for crossing improvements and visibility</li> <li>Collinson Street at Cook Street – for speed, volume and cut through traffic</li> <li>Heywood Avenue – for speed and volume</li> <li>Bushby Street – for speed and volume</li> <li>May Street – for speed and volume</li> </ul>	EPW	
<b>Parks, Open Spaces and Urban Forest</b>	Engage Songhees and Esquimalt to determine appropriate recognition of special places	PRF	
	Develop an Urban Forest Action Plan to guide the implementation of the Urban Forest Master Plan	PRF	
	Develop a process to designate significant trees in Fairfield in the Tree Preservation Bylaw, on both public and private land. Consider inclusion of the Chestnut trees in Cook Street Village.	PRF	

\* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department



Topic	Short-term Actions (0-3 yrs)	Lead	Funded?
<b>Residential Areas</b>	Update House Conversion Regulations to support the objectives of this plan, as part of city-wide process	SPCD	√
	Update zoning to permit a secondary suite and garden suite, or two secondary suites, where an existing house is retained	SPCD	√
	Update design guidelines for urban residential development along Cook Street and Fairfield Road as part of update to Downtown Core Area Plan	SPCD	√
	Adopt design guidelines for townhouses and houseplexes, and update duplex guidelines in Fairfield Neighbourhood (concurrent with plan)	SPCD	√
	Create new model or template zones to support the guidance for duplexes, townhouses and houseplexes in this plan	SPCD	√
	Update policy, zoning and guidelines for Small Lot Houses to support suites in small lot houses, and to discourage small lot subdivision in certain areas identified in Chapter 6	SPCD	√
	Adopt design guidelines for large and small urban villages in Fairfield (concurrent with plan)	SPCD	√
	Develop zoning for urban villages in order to guide rezoning applications in meeting the land use and urban design objectives of this plan	SPCD	√
	Develop zoning for Urban Residential and Core Residential areas in order to guide rezoning applications in meeting the land use and urban design objectives of this plan	SPCD	√
	Develop, monitor and update city-wide policies for Inclusionary Housing, amenity contributions, rental replacement and retention, and tenant assistance	SPCD	√
<b>Housing Affordability</b>	Complete the Market Rental Retention Study (MaRRS) and propose strategies to revitalize rental housing stock in Fairfield while encouraging affordability	SPCD	√
	Update the House Conversion Regulations to support the addition of habitable space through lifting a house or sensitive additions	SPCD	√

\* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department

# Action Plan, cont'd.

Topic	Short-term Actions (0-3 yrs)	Lead	Funded
<b>Infrastructure, Environment and Sustainability</b>	Include considerations for urban forest and stormwater management in development permit guidelines for <b>attached housing and Cook Street Village (concurrent with plan)</b>	SPCD	√
	Complete the Sanitary Sewer Master Plan	EPW	√
	Apply the BC Energy Step Code (City-wide)	SPCD	√
	Complete the Climate Leadership Plan (City-wide)	EPW	√
	Develop a sustainability checklist for new development (City-wide)	EPW	√
	Propose a city-wide requirement for new development to manage rainwater on-site	EPW	√
	Identify strategies to mitigate impacts of climate change and sea level rise as part of the City's Climate Leadership Plan	EPW	√
	Develop a city-wide Electric Vehicle Strategy	EPW	√
<b>Arts, Culture and Placemaking</b>	Consider opportunities for a public art or placemaking project through the City's Artist in Residence program ( <b>ongoing</b> )	Arts and Culture	√
	Through implementation of the Create Victoria Arts and Culture Master Plan, explore a strategy to support home-based businesses	Arts and Culture	
	Approach the Greater Victoria School District to seek a shared-use agreement to make school facilities more broadly available for community programming, sports, indoor and outdoor gathering.	PRF	√

\* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department

Topic	Medium-term Actions (4-10 yrs)	Lead	Funded?
<b>Transportation and Mobility</b>	Complete all ages and abilities route on Richardson Street	EPW	
	Assess north-south streets between Fairfield Road and Richardson Street for cut-through traffic and methods for mitigation, as part of the pilot for active transportation treatments for Richardson Street, and development of the Richardson Street all ages and abilities route	EPW	

Topic	Long-Term Actions (11+ yrs)	Lead	Funded?
<b>Transportation and Mobility</b>	Complete implementation of Active Transportation Network consistent with this plan and other city-wide plans (Bicycle Master Plan, Pedestrian Master Plan)	EPW	
	Design and complete all ages and abilities route along Cook Street from Pandora Avenue to Dallas Road (through Cook Street Village) <i>[moved from medium term]</i>	EPW	
<b>Parks, Open Spaces and Urban Forest</b>	Develop a long-term plan to guide improvements for Beacon Hill Park	PRF	
	Develop a park improvement plan for waterfront parks in Fairfield	PRF	
	Develop a park improvement plan for Robert J. Porter Park	PRF	

\* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department



# Action Plan, cont'd.

Topic	Ongoing Actions (Operational)	Lead	Funded?
<b>Transportation and Mobility</b>	Complete minor bicycle and pedestrian improvements as resources allow and as streets are resurfaced	EPW	
<b>Parks, Open Spaces and Urban Forest</b>	When replacing aging chestnut trees In Cook Street Village, plant new chestnut trees that over the medium to longer term will maintain the character of the area	PRF	
	Continue to implement the recommendations identified in the Pioneer Square Management Plan	PRF	
	Continue to manage the urban forest on public lands including boulevards and parks	PRF	
<b>Heritage</b>	Continue to support voluntary applications for properties proposed to be added to the City's Register of Heritage Properties, or for designation	SPCD	
<b>Infrastructure, Environment and Sustainability</b>	Continue underground infrastructure upgrades consistent with City Master Plans	EPW	
	Identify opportunities for stormwater management on public lands and streets as part of road resurfacing, active transportation projects and other opportunities, as resources allow	EPW	

\* SPCD: Sustainable Planning and Community Development Department, EPW: Engineering and Public Works Department, PRF: Parks, Recreation and Facilities Department

# Appendix A - Glossary of Terms

**Adaptive Re-use:** The process of re-using a building for a purpose other than which it was built for.

**Affordable Housing:** Housing that falls within the financial means of a household living in either market or non-market dwellings. Total costs for rent or mortgage plus taxes (including a 10% down payment), insurance and utilities should equal 30 percent or less of a household's gross annual income. Housing affordability is influenced by household income, and cost and supply of housing.

**All Ages and Abilities Network (AAA):** A city-wide connected grid of safe connected bicycle routes across the entire city. The All Ages and Abilities bike routes will consist of physically separated bike lanes as well as shared roadways and multi-use trails.

**Apartment:** A dwelling located in a multi-story, multi-unit building that accesses the ground via shared corridors, entrances and exits.

**Attached Dwelling:** A building used or designed as three or more self-contained dwelling units, each having direct access to the outside at grade level, where no dwelling unit is wholly or partly above another dwelling unit.

**Attached Housing:** Any form of housing where more than two individual dwellings are structurally attached including duplexes, townhouses, row-houses, and apartments, regardless of tenure.

**Building Separation:** The horizontal distance between two buildings.

**Density:** The number of dwelling units on a site expressed in dwelling units per acre (u.p.a) or units per hectare (u.p.ha) or Floor Space Ratio (FSR)

**Duplex:** A building consisting of two self-contained dwelling units which share a common wall or an area that forms the floor of one unit and the ceiling of the other. In some cases, a duplex may contain accessory dwelling units in addition to two primary dwelling units.

**Dwelling Unit:** Any room or suite of rooms, intended for use by one household exclusively as a place of residence.

**Fee Simple:** Private ownership of property with no strata-title ownership or obligations.

**Rowhouse (Fee Simple):** Three or more dwelling units, located side by side and separated by common party walls extending from foundation to roof, where each unit is privately owned with no strata-title ownership or obligations.

**Floor Space Ratio (FSR):** The ratio of the total floor area of a building to the area of the lot on which it is situated.

**Fourplex:** Four self-contained housing units sharing a dividing partition or common wall.

**Frequent Transit:** Transit service that provides medium to high density land use corridors with a convenient, reliable, and frequent (15 minutes or better) transit service all day long. The goal of the Frequent Transit network is to allow people to spontaneously travel without having to consult a transit schedule and is characterized by transit priority, right-of-way improvements, a high level of transit stop amenities, and corridor branding.

**Green Building:** (also known as green construction or sustainable building) refers to both a structure and the using of processes that are environmentally responsible and resource-efficient throughout a building's life-cycle: from siting to design, construction, operation, maintenance, renovation, and demolition.

**Ground-Oriented Housing:** A residential unit that has individual and direct access to the ground, whether detached or attached, including single-detached dwellings, duplexes, rowhouses and townhouses, as well as the principal unit and secondary suite in a single-detached dwelling.

**Heritage Conservation:** Includes, in relation to heritage, any activity undertaken to protect, preserve or enhance the heritage value or heritage character (including but not limited to character-defining elements) of heritage property or an area.

**Heritage Designation:** Bylaw to protect a heritage property that is formally recognized for its heritage value from exterior alterations, removal or demolition without the approval of City Council.

**Heritage Merit:** A building having heritage merit is one which is identified as having heritage value related to its architectural, historical, or cultural characteristics, but is not listed on the Heritage Register as "Heritage-Registered" or "Heritage-Designated."

**Heritage Property:** A structure, building, group of buildings, district, landscape, archaeological site or other place in Canada that has been formally recognized for its heritage value.

**Heritage Register:** A list of property that is formally recognized by the local government to have heritage value or heritage character.

**Heritage Value:** The historic, cultural, aesthetic, scientific or educational worth or usefulness of (heritage) property or an area.

**House Conversion:** The change of use of a building constructed as a single family dwelling or duplex, to create more housing units.

# Appendix A - Glossary of Terms, cont'd.

**Houseplex:** A type of newly constructed attached housing which is designed to fit into a lower-scale neighbourhood through compatible massing and design so as to appear similar to a house conversion.

**Housing Unit:** See dwelling unit.

**Infill Housing:** Additional housing inserted into an existing neighbourhood through additional units built on the same lot, by dividing existing homes into multiple units, or by creating new residential lots through subdivision. In the Fairfield Neighbourhood, this term refers specifically to the addition of housing within the Traditional Residential areas, including duplexes, triplexes, rowhouses, townhouses and small lot houses and other housing with suites.

**Intensive:** See intensification

**Intensification:** The development of a property, site or area at a higher density than currently exists through: a) redevelopment; b) the development of vacant and/or underutilized lots within previously developed area; c) infill development; and d) the expansion or conversion of existing buildings.

**Large Urban Village:** consists of low to mid-rise mixed-use buildings that accommodate ground-level commercial, offices, community services, visitor accommodation, and multi-unit residential apartments, with a public realm characterized by wide sidewalks, regularly spaced street tree planting and buildings set close to the street frontage, anchored by a full service grocery store or equivalent combination of food retail uses, serving either as a local, rapid or frequent transit service hub.

**Low-Rise:** A building four storeys or less in height.

**Natural Areas:** An area characterized primarily by vegetation, landscape and other natural features.

**Mixed Use:** Different uses in relatively close proximity either in the same building (e.g. apartments above a store) or on the same site or, when referring to an area or district, on an adjacent site (e.g. light industry adjacent to an office building).

**Multi-unit:** A building containing three or more dwelling units, also referred to as multi-family or a multiple dwelling.

**Official Community Plan:** An Official Community Plan (OCP) provides the longer term vision for the community through objectives and policies that guide decisions on planning and land use management, respecting the purposes of local government.

**Open Space:** Land that provides outdoor space for unstructured or structured leisure activities, recreation, ecological habitat, cultural events or aesthetic enjoyment that is generally publicly-accessible, and that is not a designated City of Victoria park. Open space includes private lands, public lands and City-held property.

**Park:** Land managed by the City of Victoria that provides outdoor space for unstructured or structured leisure activities, recreation, ecological habitat, cultural events, or aesthetic enjoyment, not including planted areas within street rights of way.

**Placemaking:** A holistic and community-based approach to the development and revitalization of cities and neighbourhoods that creates unique places of lasting value that are compact, mixed-use, and pedestrian and transit-oriented with a strong civic character.

**Public art:** Works of art in any media that has been planned and executed with the specific intention of being sited or staged in the physical public domain, usually outside and accessible to all.

**Purpose-built rental:** A building that is designed and built expressly as long-term rental accommodation. It is different from other types of rentals, such as condominiums, which may be available in the rental pool one year and not the next.

**Rowhouse:** An attached dwelling in its own legal parcel with a formal street address (e.g. a fee simple townhouse)

**Secondary suite:** An attached dwelling in its own legal parcel with a formal street address.

**Sense of Place:** The subjective experience of a place as having physical and social attributes that make it distinctive and memorable.

**Setbacks:** The shortest horizontal distance from a boundary of a lot to the face of the building.

**Single Detached House:** A detached building having independent exterior walls and containing only one self-contained dwelling unit.

**Small Urban Village:** consists of a mix of commercial and community services primarily serving the surrounding residential area, in low-rise, ground-oriented multi-unit residential and mixed-use buildings generally up to four storeys in height along arterial and secondary arterial roads and three storeys in height in other locations.

**Small Lot House:** A single detached house with a maximum floor area of 190m<sup>2</sup> located on a lot of at least 260m<sup>2</sup> in area.

**Stormwater Management:** The management and design of rain and runoff in urban areas, to reduce flooding, treat stormwater quantity and quality, and conserve rainwater as a resource.



**Street-fronting:** Buildings with entries, windows and front yard spaces oriented to face sidewalks and the street.

**Streetscape:** All the elements that make up the physical environment of a street and define its character, such as paving, trees, lighting, building type, style, setbacks, pedestrian amenities and street furniture.

**Suite, Garden:** A building attached to a foundation, used or designed as a self-contained dwelling unit on a lot which contains a single-family dwelling or, in the case of this plan, may contain a duplex, houseplex or house conversion in some cases.

**Suite, Accessory or Lock-off:** Sometimes referred to simply as a "suite," a dwelling unit which is accessory to a primary dwelling unit located in housing other than a single detached house (e.g. a suite which is accessory to a primary dwelling in a duplex, townhouse, etc.) or located in a single detached house which includes more than one suite.

**Suite, Secondary:** A dwelling unit which is accessory to a single detached dwelling and is contained in the same structure as a single detached dwelling, defined by the BC Building Code.

**Townhouse:** Three or more self-contained dwelling units, each having direct access to the outside at grade level, where individual units share adjacent walls. Townhouses may be strata-titled or fee simple. Stacked townhouses are located on top of each other, each with its own direct access to outside.

**Traditional Residential:** consists primarily of

residential and accessory uses in a wide range of primarily ground-oriented building forms including single, duplexes, townhouses and row-houses, house conversions, and low-rise multi-unit residential and mixed-use buildings up to three storeys in height located along arterial and secondary arterial roads.

**Tree Canopy:** The layer of leaves, branches and stems of trees that cover the ground when viewed from above.

**Triplex:** Three self-contained housing units sharing a dividing partition or common wall.

**Urban Forest:** Sum total of all trees and their associated ecosystems, including understory biota and soils. Urban forest occurs both on public and private lands, including parks, boulevards, remnant ecosystems, residential yards, commercial and industrial lands and open spaces.

**Urban Residential:** consists primarily of multi-unit residential in a wide range of detached and attached building forms, including townhouses and row-houses, low and mid-rise apartments, with a residential character public realm featuring landscaping and street tree planting, and mixed-uses located along arterial and secondary arterial roads.

## Council Motions related to Fairfield Draft Plan

From the Minutes of Victoria City Council, Meeting of March 15, 2018

### REPORTS OF COMMITTEES

#### 1. Committee of the Whole – February 22 and March 1, 2018 – Fairfield Neighbourhood Plan

##### 1. Workshop: Fairfield Neighbourhood Plan – from February 22, 2018 COTW Meeting

###### Motion:

It was moved by Councillor Loveday, seconded by Councillor Lucas:

That Council direct staff to amend the plan as follows:

1. Infill Housing Menu for Traditional Residential Areas
  - a. Remove option for double row townhouses in housing sub-area 4 (near Ross Bay Village).
  - b. Retain other options for infill housing in draft plan
  - c. Staff review and consideration of additional parking and open space requirements (e.g. additional parking space required if more than one unit on lot)
  - d. Incorporate open space guidelines into development of additional design guidelines for infill housing (2018- 2020)

Carried Unanimously

###### Motion:

It was moved by Councillor Madoff, seconded by Councillor Loveday:

That Council direct staff to amend the plan as follows:

2. Townhouses near Ross Bay Village (“sub-area 4”)
  - a. Remove “sub-area 4” as a distinct area; would become part of sub-area 1 (General Area).
  - b. As per sub-area 1, remove option for townhouses in more than one row. Support other infill housing options indicated for sub-area 1. Single row townhouses would be considered on suitably-sized lots adjacent to villages and larger corner lots (same as sub-area 1).
  - c. Re-instate option for small lot house development in this area

Carried Unanimously

###### Motion:

It was moved by Councillor Loveday, seconded by Councillor Thornton-Joe:

That Council direct staff to amend the plan as follows:

3. Urban Place Designation West of Cook Street Village (Cook Street to Heywood Street)
  - a. Support “gentle density” approach:
    - i. Re-instate OCP designations for traditional residential areas but expand option for larger houseplexes (4+ units), emphasize adaptation of heritage properties, ground-oriented housing up to 3 storeys, and creative housing on laneways in this area.
    - ii. Retain option for single townhouses in area
    - iii. Add new policy to consider other new and innovative housing types that meet plan objectives
    - iv. Consider reduced parking requirements for houseplexes with more than 3 units in this area

Carried Unanimously

**Motion:**

It was moved by Councillor Loveday, seconded by Councillor Lucas:

That Council direct staff to amend the plan as follows:

4. Infill Housing East of Cook Street Village
  - a. Support “gentle density” approach:
    - i. East Village sub-area (Cook Street to Chester Street): expand option for larger houseplexes (4+ units), emphasize adaptation of heritage and character properties, ground-oriented housing up to 3 storeys, and creative housing on laneways in this area. Retain option for single row townhouses; review site requirements to consider feedback.
    - ii. Sub-area 3: expand option for larger houseplexes (4+ units), emphasize adaptation of heritage properties, ground-oriented housing up to 2.5 storeys, and creative housing on laneways in this area. Retain option for single row townhouses; review site requirements to consider feedback.
    - iii. Add new policy to consider other creative, innovative housing types that meet plan objectives
    - iv. Consider reduced parking requirements for 3+ unit houseplexes.

**Carried Unanimously**

**Motion:**

It was moved by Councillor Coleman, seconded by Councillor Loveday:

That Council direct staff to amend the plan as follows:

5. Accommodate Larger Share of Fairfield’s growth through “gentle density”
  - a. Encourage more gentle density **in sub-area 2, including** options for larger houseplexes (4+ units), emphasizing adaptation of heritage and character properties and creative laneway housing
  - b. Continue to support other housing types as proposed in plan; review site requirements, open space and parking policies to consider feedback.

**Amendment:**

It was moved by Mayor Helps, seconded by Councillor Thornton-Joe, that the motion be amended to include the following point:

- c. **Work collaboratively with the Neighbourhood working group Fairfield Gonzales Neighbourhood Association CALUC, the Cook Street Village Residents Network, and others in the community to further develop a program of gentle density to meet Fairfield’s diverse population and housing needs.**

**On the amendment:**  
**Carried Unanimously**

**Amendment:**

It was moved by Mayor Helps, seconded by Councillor Thornton-Joe, that the motion be amended to include the following point:

- d. **That staff work with the neighbourhood to clearly define what is meant by gentle density in both Fairfield and Gonzales.**

**On the amendment:**  
**Carried Unanimously**

**Main motion as amended:**

It was moved by Councillor Coleman, seconded by Councillor Loveday:

That Council direct staff to amend the plan as follows:

5. Accommodate Larger Share of Fairfield’s growth through “gentle density”
  - a. Encourage more gentle density in sub-area 2, including options for larger houseplexes (4+ units), emphasizing adaptation of heritage and character properties and creative laneway housing



- b. Continue to support other housing types as proposed in plan; review site requirements, open space and parking policies to consider feedback.
- c. Work collaboratively with the Neighbourhood working group Fairfield Gonzales Neighbourhood Association CALUC, the Cook Street Village Residents Network, and others in the community to further develop a program of gentle density to meet Fairfield's diverse population and housing needs.
- d. **That staff work with the neighbourhood to clearly define what is meant by gentle density in both Fairfield and Gonzales.**

**On the main motion as amended:**  
**Carried Unanimously**

## **2. Workshop: Fairfield Neighbourhood Plan – from March 1, 2018 COTW Meeting**

### **Motion:**

It was moved by Councillor Alto, seconded by Councillor Coleman:  
That Council direct staff to amend the plan as follows:

- 6. Design of Cook Street Village Built Form
  - a. Detailed review of plan policies and guidelines by staff to consider additional adjustments/ revisions based on feedback (e.g. character, setbacks, massing, street wall, shading, impacts to street trees, transitions) through additional urban design analysis. To be incorporated in next version of plan.
  - b. that consideration be given to a two storey street wall with step backs of any additional storeys.  
Direct staff to assign an urban designer to work collaboratively with those interested to produce an integrated and completed set of conceptual drawings of urban design and public realm enhancements for the Cook Street Village that can be used as a basis for more detailed public realm design during phase four of the bike network implementation, while not tying the conceptual design to a preferred bike lane treatment.

### **Amendment:**

It was moved by Mayor Helps, seconded by Councillor Alto, that the motion be amended as follows:  
Direct staff to assign an urban designer to work collaboratively with those interested to produce an integrated and completed set of conceptual drawings of urban design and public realm enhancements for the Cook Street Village that can be used as a basis for more detailed public realm design during phase four of the bike network implementation, while not tying the conceptual design to a preferred bike lane treatment **ensuring that all proposed concepts allow for bikes to move safely through the village for people of all ages and abilities.**

**On the amendment:**  
**Carried Unanimously**

### **Main motion as amended:**

That Council direct staff to amend the plan as follows:

- 6. Design of Cook Street Village Built Form
  - a. Detailed review of plan policies and guidelines by staff to consider additional adjustments/ revisions based on feedback (e.g. character, setbacks, massing, street wall, shading, impacts to street trees, transitions) through additional urban design analysis. To be incorporated in next version of plan.
  - b. that consideration be given to a two storey street wall with step backs of any additional storeys.

Direct staff to assign an urban designer to work collaboratively with those interested to produce an integrated and completed set of conceptual drawings of urban design and public realm enhancements for the Cook Street Village that can be used as a basis for more detailed public realm design during phase four of the bike network implementation, while not tying the conceptual design to a preferred bike lane treatment ensuring that all proposed concepts allow for bikes to move safely through the village for people of all ages and abilities.

**On the main motion as amended:**  
**Carried Unanimously**

**Motion:**

It was moved by Councillor Lucas, seconded by Councillor Alto:  
That Council direct staff to amend the plan as follows:

7. Design of Cook Street Village Streetscape and Cycling Infrastructure
  - a. Expand design principles in plan based on community feedback (e.g. recognize Lekwungen history, shading, character, lighting, community gathering, slowing traffic, artistic elements)
  - b. Broaden scope of AAA cycling route design to an Integrated Streetscape Plan for Cook Street Village, pending budget approval, to include sidewalks, boulevards, street trees, on-street parking, loading, public spaces and connections to neighbourhood destinations (2021 design; 2022 implementation).
  - c. Parking management strategy for Cook Street Village area identified as short-term action.

**Carried Unanimously**

**Motion:**

It was moved by Councillor Coleman, seconded by Councillor Alto:  
That Council direct staff to amend the plan as follows:

8. Effectiveness of Rental Retention Area Policies
  - a. Conduct additional analysis of policies related to density bonus (8.1.3.) through development of City-wide inclusionary housing policy
  - b. Consider if neighbourhood specific policies are needed following Market Rental Revitalization Strategy and development of inclusionary housing policy (2018)
  - c. Retain the emphasis on rental retention including existing rental buildings and affordable housing in the area.
  - d. Consider if new zoning tools being contemplated by the province could be used for rental retention and affordable housing in the rental retention area.

**Carried Unanimously**

**Motion:**

It was moved by Councillor Coleman, seconded by Councillor Loveday:  
That Council direct staff to amend the plan as follows:

9. Northwest Corner and Fort Street
  - a. Maintain direction in plan, with staff review for potential refinements for location of heights, commercial uses in certain locations and public space impacts.
  - b. Some anticipated growth shifted from Cook Street Village area

**Carried**

**For:** Mayor Helps, Councillors Alto, Coleman, Loveday, Lucas, Thornton-Joe, and Young  
**Opposed:** Councillor Madoff

**Motion:**

It was moved by Councillor Lucas, seconded by Councillor Loveday:  
That Council direct staff to amend the plan as follows:

10. Design Concept for Ross Bay Urban Village (Fairfield Plaza)
  - a. Maintain direction in plan, with revisions to land use and design policies to address concerns regarding transition, parking.
  - b. Develop site-specific design guidelines, with focus on transition to surrounding properties.
  - c. Remove images, to avoid concept being misconstrued as a development application.
  - d. That the designation of Stannard Avenue be consistent along its entire length as traditional residential.
  - e. Direct staff to check in with the surrounding neighbours specifically with the people who wrote in with their specific concerns.

**Carried Unanimously**

**Motion:**

It was moved by Councillor Coleman, seconded by Councillor Young:  
That Council direct staff to amend the plan as follows:

11. Identification of Potential Heritage Conservation Areas
  - a. Remove reference to specific street names/ areas in plan policies (10.2.3).
  - b. Reword to reinforce citizen-initiated efforts to establish heritage conservation areas

**Carried Unanimously**

**Motion:**

It was moved by Councillor Lucas, seconded by Councillor Coleman:  
That Council direct staff to amend the plan as follows:

12. Topics Outside Scope of Neighbourhood Plan
  - a. Continue approach where neighbourhood plan provides general direction for these topics, with more detail provided by other initiatives.
  - b. Continue to share community feedback with relevant staff. Continue to make reference to concurrent and upcoming City-wide initiatives in neighbourhood plan.

**Carried Unanimously**

**Motion:**

It was moved by Councillor Loveday, seconded by Councillor Coleman:  
That Council direct staff to clarify the population and housing projections for the Fairfield Local Area Plan which includes a typology of housing growth and a update based on 2016 Census information.

**Carried Unanimously**

**Motion:**

It was moved by Councillor Loveday, seconded by Councillor Coleman:  
For the remainder of the process, that Council direct staff to collaborate with neighbourhood stakeholders as per the project plan approved by Council in June 2016 and as per the definition provided by the International Association of Public Participation which is "To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution."

**Carried Unanimously**



**From the Minutes of Victoria City Council, June 14, 2018**

1. That Council direct staff to work with the community to find a suitable compromise between the current proposed land use designation in the draft Fairfield Plan and the current proposal in the Fairfield Plaza Group Collaborative Community Plan, and to develop site specific guidelines and a regulatory framework to achieve a form of development for this site that would:
  - a. Achieve the type of commercial development that is similar to the small scale shops and services that currently exist on the site.
  - b. Ensure transition from the site to the surrounding neighbourhood which is to retain largely the same look and feel as it currently does.
  - c. Take into consideration the site specific issues that exist relative to soil stability and seismic amplification potential.
2. That staff and the community participate in a session with a skilled, third-party facilitator to have the conversations laid out in No.1.”

**Carried**

**REPORTS OF COMMITTEES**

**10. Fairfield Neighbourhood Plan – Update**

**Motion:**

1. That Council direct staff to amend the draft Fairfield Neighbourhood Plan based on the recommendations provided by the Gentle Density and Cook Street Village Steering Committees with the following adjustments:
  - a. That analysis and consideration of pre-zoning for gentle density be considered in conjunction with the Inclusionary Housing policy work and following approval of the Fairfield Neighbourhood Plan as part of implementation.
  - b. That the Traditional Residential designation permit gentle density up to three storeys around Cook Street Village west of Linden Avenue and along Fairfield Road; and up to two-and-a-half storeys east of Linden Avenue.
  - c. That gentle density not exceed 1:1 Floor Space Ratio (FSR), that conventional side and rear yard setbacks be respected, and that considerations be made for reduced front setbacks compatible with block context.
  - d. That gentle density destination zones, consistent with the Fairfield Neighbourhood Plan, be created to assist rezoning applicants.
  - e. That the plan include policies encouraging gentle density housing forms in the Urban Residential designation for properties adjacent to Traditional Residential and smaller lots.
  - f. That the maximum density of 2:5 FSR for Large Urban Villages be maintained in the Official Community Plan, but the plan be amended to reference the built form and place character policies for villages in the Fairfield Neighbourhood Plan.
  - g. That future buildings in Cook Street Village be setback an average of two metres (with a one metre minimum);
  - h. That development permit guidelines for Cook Street Village include one, five metre step-back, measured from the front property line for portions of buildings above the second-storey to accommodate boulevard tree canopies.
  - i. That village gateway components be evaluated through design during plan implementation.
  - j. That a parking study be undertaken during plan implementation with the objective to maintain on-street parking capacity.
  - k. Direct staff to include amendments to the Official Community Plan that limit the height to four storeys in Cook Street Village
  - l. Direct staff to report back with an evaluation and recommendations on designating all trees in Cook Street Village as significant.
2. That Council:
  - a. Consider consultation under Section 475(1) and 475(2) of the Local Government Act; and direct staff to undertake consultation with those affected by the proposed amendments to the Official Community Plan through online consultation, and one or more public open houses, concurrent with public review of the proposed Fairfield Neighbourhood Plan.
  - b. Consider consultation under Section 475(2)(b) of the Local Government Act and direct staff:
    - i. to refer the proposed Official Community Plan amendments to the Songhees Nation, the Esquimalt Nation, and the School District Board;
    - ii. that no referrals are necessary to the Capital Regional District Board, or the provincial or federal governments.

- c. Direct staff to prepare Official Community Plan amendment bylaws following consultation, and in accordance with feedback received, as follows:
  - i. amend Section 6: Land Management and Development to permit three storeys west of Linden Avenue, and two-and-a-half storeys east of Linden Avenue, in the Traditional Residential designation (for Fairfield only);
  - ii. amend Figure 8: Urban Place Guidelines to reference the Fairfield Neighbourhood Plan in the Large Urban Village and Small Urban Village designations to provide built form and place character policies specific to Fairfield
  - iii. delete policy 6.20 and renumber accordingly
  - iv. amend Development Permit Area 5: Large Urban Villages to add new guidelines for Cook Street Village
  - v. amend Development Permit Area 6A: Small Urban Villages to add the areas of Five Points Village and Moss at May Village
  - vi. amend Development Permit Area 15F: Intensive Residential - Attached Residential Development to include the Traditional Residential areas of Fairfield and apply guidelines for gentle density
  - vii. rename "Ross Bay Village" to "Fairfield Plaza".
- d. Refer the proposed Fairfield Neighbourhood Plan to the meeting of Council at which the Public Hearing be held for the above Official Community Plan amendments, for consideration of final approval.

**Amendment:**

That Council direct staff to report back with the draft Fairfield Neighbourhood Plan based on the recommendations outlined in the report.

**Carried**



**From the Minutes of Victoria City Council, Meeting of October 4, 2018**

That staff be directed to report back to Council in the form of the draft plan on options for preserving the character of the Cook Street Village, including changes to the guidelines governing Large Urban Villages, or consideration of changing the designation to Small Urban Village and preserving the possibility for densities up to 2.5 to 1 subject to meeting the Cook Street Village design guidelines.

**Carried**



## Cook Street Village Design Workshop Engagement Summary

Draft Fairfield Neighbourhood Plan  
September 2018

In collaboration with City staff, the Cook Street Village Steering Committee undertook a design workshop on July 26, 2018 to explore key land use and urban design issues, and develop draft concepts to guide growth and public realm improvements in Cook Street Village. Following the design workshop, the resulting concepts were shared with the public through a “pin-up” in the storefront at 319 Cook Street from August 7-14, 2018.

During the pin-up, approximately 400 people dropped by the storefront and shared 389 written comments regarding the concepts for Cook Street Village.

The following sections provide an overview of the main themes evident in the comments, as well as a categorized inventory of the full set of comments, transcribed verbatim. These themes have been developed through analysis of written comments by the Cook Street Village steering committee.



### Summary assessments of categorized comments

- A. Four-storey buildings – general support for this. Several people expressed concerns about roof top patios and suggested these should be considered a storey
- B. Centre lane – mostly support to keep it open
- C. Energy, LEED etc – support for a more rigorous standard. Comment about step code minimum level 3-4 was from an energy consultant who thinks Victoria's Climate Action Plan is weak compared with Vancouver. Otherwise refer to LEED and don't know about the Step Code and climate action plan.
- D. Traffic speeds, slow and safe – a major concern is to slow traffic, though a few disagree. What these comments do not show well, but was raised in conversation, is the problem of speeding north of Oscar and south of May on Cook. A number raised issues about adjacent streets and need to consider impact of slowing traffic on Cook on those.
- E. Bike and bike lanes – mostly support for no bike lanes on Cook and bike route on Vancouver. The idea of a shared car/bike space in CSV seems acceptable to most. Some questions about the impact of the bike route on Vancouver. More bike racks.

- F. Community Amenity Contributions – just three comments critical of current process.
- G. Trees – lots of support for protecting trees, both roots and canopy with setbacks etc. Best comment: “YAY setbacks! Room for connections. More trees = more happiness. I love the added green space.”
- H. Businesses – not many comments expressing a variety of views.
- I. Deliveries – general recognition of need to pay attention to how deliveries are made to businesses e.g centre lane, receiving areas, turning movements.
- J. Boulevards – some positive comments about outdoor rooms, also comments about need to protect some grass. I read these as acknowledging that a variety of boulevard treatments will be acceptable – some pavers, some seating, some grass.
- K. Public washrooms – something the steering committee did not consider. Clearly very important for some.
- L. Density – comments are mixed, most suggest restricting to low FSR, but a few also argue for increasing density to support businesses. My sense is that people acknowledge the need for higher densities, but disagree about how much is appropriate.
- M. Design – not much specific but general support for the sort of design proposals were shown in the drawings
- N. Street closures/gathering places – there was a lobby from Oliphant residents (most indicated they live on Oliphant) about a permanent closure west of Rexall. More generally the idea of closing a side street is regarded favourably but the assumption seems to be that this will be permanent rather than temporary. Comments suggest a need to review the link for school children crossing to and from James Bay to Sir James Douglas – whether it should be Oliphant to Oxford, or along Vancouver to Pendergast and Oscar.
- O. Public Art – several suggestions about need to incorporate public art, First Nations art, murals, possibly change a street name to reflect First Nations.
- P. Sidewalks – general support seems to be for a three metre sidewalk to allow for mobility devices, and avoid bottlenecks because of signs etc. Some remarks about weather protection, canopies.
- Q. Parking – a few comments, mostly suggesting need to maintain parking and specifically to get rid of charges in the Rexall parking lot. The suggestion about plug-ins for mobility scooters etc is interesting because it is something the City might have to consider more generally.
- R. Setbacks – there was some confusion about the difference between setbacks and stepbacks. There is strong support for setbacks and this is about equally divided between support for 2m and 3m.
- S. Stepbacks – clear support for substantial stepbacks at upper stories to keep buildings clear of tree canopy.
- T. Other comments of interest – There are two types of these: a) unspecified remarks about the entire display – there are at least 20 of these without any other comment. Overall my impression is that the responses were very positive. b) One-off comments that can’t be obviously classified, suggesting for instance that the ideas of “strategic location” and “large urban village”

should be removed from the OCP, and that attention should be given to First Nations past and present.

## **All comments by category**

### List of Topics

There is no significance to the order of the categories below. Comments were sorted by key word(s) for each topic and are reproduced in full below. A number of comments appear more than once because they referred to several topics.

- A. Four story buildings
- B. Centre Lane
- C. Energy Efficiency, Environment
- D. Traffic Speeds – slow and safe
- E. Bikes and bike lanes
- F. CAC
- G. Trees
- H. Businesses
- I. Deliveries
- J. Boulevards
- K. Public washrooms
- L. Density
- M. Design
- N. Street Closure, Gathering Places
- O. Public Art
- P. Sidewalks
- Q. Parking
- R. Setbacks
- S. Stepbacks
- T. Other Points of Interest

### **A. Four story buildings –**

1. No to any more 4 story buildings on Cook St/in the village. They would detract enormously from the environment/atmosphere that attracts people to the village. No to 4 stories (too high) in the village
2. 4 stories is too high for a village. 2 stories should be the maximum
3. No more than 4 stories at most. We have a good village – don't ruin it
4. 6 Stories too high for this area 3-4 stories
5. 3 or 4 stories max with mandatory 3m setback
6. 4 stories max
7. Fully support this vision especially 4 story max with setbacks at 2,3. No dedicated bike lanes
8. For larger buildings the wider setback at street level helps. It is important to not go over 4 stories. There should be setbacks to allow light for the trees.
9. Keep it to 4 stories not 5 or 6



10. Limit to four stories max
11. 6 stories too high for this area. 3-4 stories
12. 2-3 stories would be better but 4 max for sure!
13. Do not ruin Victoria. Do not make it look like Vancouver. Keep lots of green space. Do not go over 3-4 stories
14. 4 storey max. 3<sup>rd</sup> and 4<sup>th</sup> setback.
15. 4 storeys max
16. 2 storey maximum

Comments from Comment sheets about height (paraphrased)

1. Keep new buildings a 4 storeys
2. 2 storey maximum
3. Roof top patios are another floor.
4. Keep to 4 floors. FSR 1.5-2.1
5. 4 stories max plus setbacks
6. 3 stories
7. 4 stories max
8. 4 stories good, 3 better.
9. 3 storeys
10. Limits need to be strictly enforced
11. 4 to 5 storeys with setback at upper levels
12. No more than 4 storeys.

**B. Centre lane**

1. Please eliminate the centre lane- traffic density and speed don't require it. Put a central green boulevard in its place
2. Keep the centre turn lane
3. I like the use of visual cues for the centre turning lane. Useful to have this lane.
4. Centre lane is used regularly by delivery trucks
5. Retain parking. Bikes/car can share. Maintain centre lane. Fire, police, delivery, service, safety
6. I totally support this look for CSV. In particular: 2m building set(back) private business space; 3m sidewalk , public space; 3-5 m stepback after 2<sup>nd</sup> floor; 4.5m boulevard public sitting ; keep centre turning lane 3.2m for delivery trucks; slower speed limits (Oliphant owner)
7. Centre lane is used regularly by delivery trucks

**C. Energy Efficiency, LEED etc**

1. LEED Gold standards are a must
2. Step code minimum 3-4 for commercial/MURB and 4-5 Single Family
3. 3m sidewalk, 2m setback + NO bike lanes, more public gathering spaces. Support LEED Gold building standards
4. Equal to LEED Gold or better

5. Yes – I support LEED Gold
6. I support required LEED Gold equivalent standards but it needs to be enforced
7. LEED is for look and little else. Passive is about lowering emissions
8. LEED certification is OVERRATED. Just be eco-friendly

**D. Traffic speeds – slow and safe** [NOTE : Slow and safe got 3 unqualified YES! postits]

1. The speed limit on Park Blvd 50km/hr. Did you know?
2. Slow down traffic through village all the way down to Dallas – enforce 30KM/hr
3. Slow Enough Already
4. Totally agree with street focus to promote slower, safer space/community
5. More crosswalks please and maybe speed bumps to slow traffic.
6. Keep parking on both sides of Oxford St. It slows traffic very well.
7. Slow Traffic. Yes!
8. Slow traffic please
9. Photo Radar or smiley face radar to slow Cook St traffic
10. Definitely need to slow traffic through village > Dallas Rd Speed Reader? Pedestrian Controlled lights?
11. Need to also slow traffic on Cook to Dallas. People leaving the village “gateway” at May will think they can speed up in front of a playground (added comment: “absolutely slow it down”)
12. Yes – slower speed limit
13. Address speeding after Village. People “floor it” as they have to drive slow through village. Pedestrians not safe
14. Need physical prompts to slow traffic – raised pedestrian crossings etc.
15. Slowing not Closing
16. Traffic already slow enough. DO NOT DO MORE. It is fine as it is.
17. Traffic needs to be ultra-slow – 10 km/ hr to share w/cyclists
18. Design to slow down traffic is needed. Narrower lanes, speed signs mixture of bikes and cars good
19. I totally support this look for CSV. In particular: 2m building set(back) private business space; 3m sidewalk , public space; 3-5 m stepback after 2<sup>nd</sup> floor; 4.5m boulevard public sitting ; keep centre turning lane 3.2m for delivery trucks; slower speed limits (Oliphant owner)
20. I like the street plan (park-lane-turn) at reduced speed.
21. Speed limit reduced to 25 km/hr thru village?
22. Yes. Speed bumps on Vancouver – too fast now.
23. Attention to South Park School Students’ safety – playground crossing and both streets speeding (sad emoji)
24. At the playground right by the crosswalk a car is allowed to park so you can’t see a child or adult walking or running out. This is not safe.
25. YES! Please do things to reduce speed on Vancouver. Getting very dangerous
26. Do something about speeding inattention on Cook St

27. Is there any enforcement of speed limits?
28. Speed zones are meaningless without enforcement
29. Reduce speeds on streets to 30Km or below
30. Not looking forward to the increased traffic and speeders on Linden
31. The speed limit on Park Blvd 50km/hr. Did you know?
32. Yes – slower speed limit
33. Yes – slower speed limit
34. Have we thought of a speed zone that is consistent within the village – say 30Km
35. Cook St Village speed signs (all the same – say 30Km)
36. Higher density = safety issues for kids and pets. Surrounding communities will require lower speed limits 20km/hr
37. Speed bumps on all neighbourhood streets
38. Cook Street needs more traffic calming beginning at Southgate. 30 kms is ignored and traffic speeds through crosswalks.
39. Vancouver from Southgate to Park is now a shortcut with many speeders. Need traffic calming – think a bike lane is a good solution (Resident of 300 block Vancouver) More crosswalks please and maybe speed bumps to slow traffic.
40. Would like to see some thinking and planning for reduced speed limits in surrounding areas/streets. More density is less safe.
41. Please eliminate the centre lane- traffic density and speed don't require it. Put a central green boulevard in its place.
42. Need to achieve major reduction in vehicle volumes on Vancouver to be AAA - need diverters to prevent Southgate to Fort shortcut
43. Think about Impact (with diagram showing circles with CSV in the centre)
44. A featured narrowing of street at south end of Village
45. I like the street plan (park-lane-turn) at reduced speed.
46. More public seating. More slower speed signs and “you are entering the village” on different streets entering the village.
47. Slow down traffic but don't impede it
48. Speed bumps!
49. Signage to announce entry into village – posted speed limit
50. Lower speed limit on Park Blvd to 30km; it is currently 50 km.
51. Enforce 30kph speed in Cook St Village

Comments from Comment Sheets about Slow and Safe (paraphrased)

1. CSV is already a bottleneck
2. Concerns that Linden will become the N-S preferred route
3. Emergency vehicles should be a top priority
4. It's already very slow
5. Make sure that sightlines are not blocked by signs
6. Need to leave a wide street, but pinch points are good
7. Prioritize people not cars
8. How will slow and safe impact adjacent streets?
9. Slow cars down

10. The village needs a city owned parking lot
11. Reasonable pedestrian space is needed
12. Slow down traffic
13. Yes. Anything that slows and reduces traffic in and around the village
14. I would love to see buses only through CSV
15. Ramps for level pedestrian crossings are needed.

#### **E. Bikes and Bike Lanes**

1. No bike lanes on Cook
2. Do Not put bike lanes on Cook
3. Do not put bike lanes on Cook Street – further develop Vancouver as needed
4. Vancouver is difficult terrain for older cyclists. Cook St is a much gentler slope
5. Move Bikes away from Cook St to Vancouver St
6. Make Vancouver a Bike Route.
7. Addition covered bike parking
8. We need ashtrays and more garbage cans and places to park bikes
9. Bike Parking
10. Combine Bike Parking and Bus Shelters
11. Would like designated bike lanes
12. Linden as designated bike route for NE bike traffic
13. No bike lanes on Cook
14. Vancouver from Southgate to Park is now a shortcut with many speeders. Need traffic calming – think a bike lane is a good solution (Resident of 300 block Vancouver)
15. Bike lanes need to be one direction on side of road, No Separated 2 way bike lanes! They are a death trap!
16. Bike lanes should on Cook Street and should be both directions. They are not death traps.
17. Yes to Cook St bike lanes. Opposition to bike lanes is irrational; based on fear and ignorance.
18. Strongly opposed to bike lanes on Vancouver
19. Greatly opposed to bike lanes on Vancouvers St it is already too tight with parking on both sides.
20. No Shared lane with bikes!
21. Would be great to have separated bike lane
22. Please no designated bike lanes
23. Bike Parking?
24. I think the painted zone next to the parking will like a bike lane and some drivers will expect bikes to move over.
25. This eliminates any need to separate bikes and cars – love it!
26. Bike lane on Vancouver not Cook
27. Bike lane belongs on Vancouver
28. 3m sidewalk, 2m setback + NO bike lanes, more public gathering spaces. Support LEED Gold building standards.



29. Get serious about alternative transportation. Put bike lanes on Cook, not relegated to hillier Vancouver.
30. Vancouver St – nothing fancy for bike lanes – just remove parking from two sides to one side.
31. Covered bike facility
32. No designated bike lanes on Cook. Vancouver St painted bike lanes NOT like Pandora and Cook [YES]
33. Encourage bikes on Vancouver st but DO NOT put in bike lanes
34. With bike lanes on Vancouver st where are the cars supposed to go? It's already a problem.
35. So when I want to get home and to bike Cook St to get there where do I go? Cook St is the thoroughfare and need bike lanes not parking.
36. Support Pendergast no through traffic – bikes and locals only
37. Looks good. No bike lanes please (I'm a cyclist)
38. No bike lanes
39. Design to slow down traffic is needed. Narrower lanes, speed signs mixture of bikes and cars good
40. No dedicated bike land. Density FSR 1.5-2.1, and rentals, 2m building setback
41. I support no bike lanes on Cook
42. Bike friendly but no bike lane
43. I support 2m set back and bike lanes on Vancouver
44. Bike parking > ensure enough at least what now exists – incentive to business to build.
45. Fully support this vision especially 4 story max with setbacks at 2,3. No dedicated bike lanes
46. Please consider a city owned parking lot to replace Cook St roadside parking through commercial area. This would allow for wider sidewalk, greater public area, outdoor eating etc and dedicated bike lanes, sidewalks safer for mobility devices
47. No bike lanes on Cook!! Get serious about safety.
48. Retain parking. Bikes/car can share. Maintain centre lane. Fire, police, delivery, service, safety, Suggest making Cook St a pedestrian precinct; 3-4 blocks, from 9am to 3pm daily. Bike and wheelchair access on lanes.
49. I support the design. I do not want bike lanes on cook St
50. No Bike Lanes needed in a 30 km/hr zone
51. Suggest making Cook St a pedestrian precinct; 3-4 blocks, from 9am to 3pm daily. Bike and wheelchair access on lanes.
52. I support the design. I do not want bike lanes on cook St
53. Retain parking. Bikes/car can share. Maintain centre lane. Fire, police, delivery, service, safety,
54. Love the shared street concept It's a win-win-win for motorists, pedestrians and cyclists.
55. Yes to Vancouver as designated for bike traffic not Cook
56. Need lots of bike parking
57. CSV needs a bike shop. Any incentives?
- 58.

## **F. CAC**

1. Without a proper CAC/amenities policy none of this will be achieved
2. CAC needs better policy – money must come back to community
3. The means and cost to accomplish these improvements should be obtained through developer contributions. Where is the plan?
4. Make sure the City gets their DCCs from developers

## **G. Trees**

1. No streetwalls. Trees create and shape the space.
2. Please keep the trees - the green is so beautiful
3. Loss of light and loss of tree canopy at Cook and Oliphant are significant and it's mid-summer. What will it be like in winter. Points 3 and 4 (on Strategies) are important
4. I support closing Oliphant permanently west of Rexall parking to ensure the extra traffic from the corner development moves onto Cook and not up Oliphant. We on Oliphant now look onto this huge monstrosity – have lost our tree/sky view looking east – closing Oliphant would be a nice concession to restore some peacefulness.
5. I love the 'green' gathering space corner at Cook and Park – do not remove any trees. (Oliphant Ave resident)
6. I trust that the "green" (Park and Cook proposal) does not mean the removal of trees in the corner of the park.
7. PROTECT large trees, WATER them and maintain setbacks
8. Thinking about protecting large trees in essential
9. Setbacks are critical to maintain character of village [Added comment: and trees/crown]
10. Oliphant Develop. Needs setback. Developers must fit existing trees.
11. I support protecting tree roots.
12. Buildings should fit trees
13. Pic-A-Flic leave the trees in place. Buildings should fit the trees.
14. Above 2 stories serious setbacks needed to keep scale on street and protect trees. I support 3-5 metres.
15. I support 2m building setback but need 3-5 m after 2<sup>nd</sup> floor for both character and trees.
16. I support 2 metre clearance around trees
17. 2 m clearance around trees
18. Trees are Cook Street
19. No idling" signage to save trees.
20. Love seating areas (around the trees)
21. Keep the trees
22. Let's keep the village's oldest tree! (The one Pic-A Flic) threatens
23. Great! Save the trees!
24. Maintain trees and canopy. Put power lines underground.
25. Look after the trees?? Do foundation excavations need to be right to the edge of the property? Effect on tree roots.

26. Need more protection of trees on private property
27. Trees need light + space so do people. Setback please.
28. Climate change – different trees may need to be planted
29. For larger buildings the wider setback at street level helps. It is important to not go over 4 stories. There should be setbacks to allow light for the trees.
30. I support this option (stepbacks) –trees need space for roots, so should have porous paving.
31. I support 3-5m setbacks for trees
32. Protect the trees with 3-5 m stepbacks
33. Protect the trees and the light in the village
34. I support 3m clearance and balconies 2m from trees
35. There must be insistence that trees and landscaping are kept especially the special tree. Climate change
36. YAY setbacks! Room for connections. More trees = more happiness. I love the added green space.
37. Great ideas to protect the trees – thanks!
38. 3-5m stepbacks are the only way to protect our Cook st trees. Make it policy!
39. Keep all existing trees
40. Keep trees. Setbacks sound like a great solution
41. Buildings to accommodate trees not the other way around
42. More setbacks for Pic A Flic development and add stepbacks to accommodate trees
43. Protect the trees – they are Cook St.
44. Our Cook St Village trees are our treasure. Protect them! I support setback
45. I support 3-5 m setbacks on 3<sup>rd</sup>/4<sup>th</sup> floors. Need light, room for trees
46. I like the 3<sup>rd</sup> floor setback for daylight, trees and street scale
47. 2 metre clearance around trees
48. Need to set buildings back in a graduated way to accommodate the horizontal growth of the trees
49. Protect the trees

## **H. Businesses**

1. Agree Encourage locally owned
2. Do Not discourage national or foreign owned businesses
3. Please do discourage national and foreign owned businesses
4. Sorry I don't trust Cook St business owners. They are opposed to anything that doesn't serve their interests. Their views are often shortsighted
5. 6 storeys on Cook Str to increase density and support local businesses
6. Good to add more seating not tied to business – good for anyone to use
7. Wide 3m setbacks are great! Allows people to stroll and patronize local businesses
8. Bike parking > ensure enough at least what now exists – incentive to business to build.
9. I totally support this look for CSV. In particular: 2m building set(back) private business space; 3m sidewalk , public space; 3-5 m stepback after 2<sup>nd</sup>

floor; 4.5m boulevard public sitting ; keep centre turning lane 3.2m for delivery trucks; slower speed limits (Oliphant owner)

### **I. Deliveries**

1. Please consider dedicated RECEIVING AREA for freight deliveries off road. Existing problem at Sutej and Cook with freight trucks and local traffic in conflict. Don't repeat this and make problem worse with new builds
2. Centre lane is used regularly by delivery trucks
3. Retain parking. Bikes/car can share. Maintain centre lane. Fire, police, delivery, service, safety,
4. Lane widths – do not make the mistake of Pandora and Fort (not enough room for buses and large delivery vehicles)
5. I totally support this look for CSV. In particular: 2m building set(back) private business space; 3m sidewalk , public space; 3-5 m stepback after 2<sup>nd</sup> floor; 4.5m boulevard public sitting ; keep centre turning lane 3.2m for delivery trucks; slower speed limits (Oliphant owner)
6. Centre lane is used regularly by delivery trucks

### **J. Boulevards**

1. Please eliminate the centre lane- traffic density and speed don't require it. Put a central green boulevard in its place
2. I support the 4.5 m boulevard, good social area
3. I support the 4.5m boulevard
4. I totally support this look for CSV. In particular: 2m building set(back) private business space; 3m sidewalk , public space; 3-5 m stepback after 2<sup>nd</sup> floor; 4.5m boulevard public sitting ; keep centre turning lane 3.2m for delivery trucks; slower speed limits (Oliphant owner)
5. Keep the grass
6. Who will maintain these? Does city have an enforcement plan or a budget after installation? (about planters)
7. Maintain boulevards as green space
8. Variety of public rooms offer exciting visual draws to pedestrians.
9. Yes (to outdoor rooms)
10. Love Outdoor rooms!
11. Don't remove all of the grass. It will become so much hotter with all that pavement.

### **K. Public Washroom**

1. Please add a public washroom
2. No public washroom? That's odd....
3. Please add a public washroom
4. We must plan for public toilets with this Cook St plan. It is very important
5. Public unisex toilet facilities

### **L. Density**



1. Please eliminate the centre lane- traffic density and speed don't require it. Put a central green boulevard in its place
2. Would like to see some thinking and planning for reduced speed limits in surrounding areas/streets. More density is less safe.
3. Density should be max 2.1 FSR
4. 6 storeys on Cook Str to increase density and support local businesses
5. Allow greater density along Oliphant Ave
6. Allow greater density west of Cook St
7. Allow great density along Oliphant west of Cook.
8. Higher density = safety issues for kids and pets. Surrounding communities will require lower speed limits 20km/hr
9. The design guidelines look good, but I'd like 5-6 stories . Need the density
10. No dedicated bike lane. Density FSR 1.5-2.1, and rentals, 2m building setback.
11. Density 1.5-2.1 please
12. 3 meter setbacks 5m stepback after 2<sup>nd</sup> story – 3 meter sidewalks, DENSITY 1.8 FSR
13. Make buildings fit existing trees. Reduce density for Pic-A-Flic Development
14. The vast differences between this lovely “gentle density” presentation and what is actually being approved does not create trust of our elected representatives. “Watch what they do, not what they say.”

#### **M. Design**

1. Definitely emphasize design that fits with character/ambience of village
2. The design guidelines look good, but I'd like 5-6 stories . Need the density
3. We agree. Adopt this design
4. ADOPT THIS DESIGN
5. I support the design
6. Design to slow down traffic is needed. Narrower lanes, speed signs mixture of bikes and cars good
7. Great design – thanks everyone
8. Maintain designing look and feel in the village
9. Add public sculptures and First Nations art/designs
10. I support the design. I do not want bike lanes on cook St
11. Colours. You gotta allow people a full palette.
12. I fully support these design guidelines

#### **N. Street closures for gathering places**

1. As a resident of Oliphant I wholeheartedly support the closures. Let Oliphant be the pilot for permanent closure and enhance it as a cycling walking corridor to the park.
2. Street closures will affect other streets who will be forced to take up traffic loads [Yes (written on post-note)]
3. I'm not sure if I support the road closures. Traffic will move Heywood from Cook etc.
4. No to closure of Oliphant St. It will just push traffic to neighbouring streets.
5. Only 1 street closure, if any/

6. (On street closures and plazas) – Yes to this
7. (On street closures and plazas) – Yes I like this
8. (On street closures and plazas) – Do the same on Oliphant west of Rexall  
[Yes]
9. As a resident of Oliphant and the Village I whole heartedly support this. Let  
Oliphant be the pilot for permanent closure.
10. Yes- I support this.
11. Permanent CHANGES or permanent CLOSURE – stop with manipulative  
vocabulary ‘improvements’
12. I support the concept of temporary closures to learn how the spaces work
13. Limit Street closure or else it causes more traffic pattern on smaller streets
14. 3m sidewalk, 2m setback + NO bike lanes, more public gathering spaces.  
Support LEED Gold building standards.
15. Like the distinction of materials of setback/sidewalk and gathering places
16. I love the ‘green’ gathering space corner at Cook and Park – do not remove  
any trees. (Oliphant Ave resident)
17. Permanent CHANGES or permanent CLOSURE – stop with manipulative  
vocabulary ‘improvements’
18. Close Oliphant west of Rexall. The trucks are rumbling the houses like crazy.  
Calm it down and keep trucks in commercial parking lots only.
19. Yes! Close Oliphant west of Rexall – (resident of Oliphant)
20. Close Oliphant west of Rexall. The trucks roar down Oliphant in a big hurry!
21. Do not close Oliphant to Cook Street
22. Do not close Oliphant to Cook Street
23. Do not close Oliphant to Cook Street
24. Strongly opposed to closing Oliphant to traffic
25. No to closure of Oliphant St. It will just push traffic to neighbouring streets.
26. Close off Oliphant at the Rexall parking lot!
27. Yes, Yes, yes. Close Oliphant west of Rexall (Oliphant resident)
28. Closing Oliphant may promote bicycles to go from Oliphant to Oscar via Cook  
St. In this sense closing Pendergast is better
29. I would love to see this (closing Oliphant west of Rexall) somehow work
30. I support closing Oliphant permanently west of Rexall parking to ensure the  
extra traffic from the corner development moves onto Cook and not up  
Oliphant. We on Oliphant now look onto this huge monstrosity – have lost  
our tree/sky view looking east – closing Oliphant would be a nice concession
31. Yes, please close off Oliphant west of Rexall. Pedestrian safety and  
Accessibility (resident of Oliphant)
32. Yes, Yes, Yes, and please close Oliphant west of Rexall. It is a gem of a street  
and the last of its kind between the village and the park. This will enhance  
the proposed AAA routing. Save Oliphant before it is lost forever (I am a  
resident of Cook Street Village)
33. Close Oliphant west of Rexall. The trucks are rumbling the houses like crazy.  
Calm it down and keep trucks in commercial parking lots only.
34. Support Pendergast no through traffic – bikes and locals only
35. Yes for Pendergast>

36. Like closing for “events’ but permanent road closures may create traffic congestions
37. Mixed info – Oscar closed here but ‘greenway” on display on right
38. I understand linking to park node, but think very carefully about Oliphant
39. NO don’t close Oliphant to traffic!!
40. No, No, No. Please don’t close Oliphant to traffic. All our streets are gems and will have increased traffic if Oliphant is closed

Comments from comment sheets about gathering places/public space (paraphrased)

1. Conundrum – mobility and access versus simulation of village
2. Concerns about adequate spaces for mobility devices
3. Occasional street festivals are a good ideas
4. No designated bike lanes and more parking
5. Temporary closures are good; get public input after each one
6. Strong support for outdoor rooms and places for gathering and public art
7. Keep merchandise off sidewalks
8. Cook Street has an opportunity to be a really great mixed use community and the publics spaces will facilitate this.

#### **O. Public Art**

1. Create an Arts advocate position to assist in creating cultural spaces where we live.
2. A healthy culture includes diverse perspectives and narratives. Plan to make space for diverse income, age, vocation, abilities, and space for the Arts.
3. Curated art murals between 325-318 (see Vancouver Mural Festival)
4. Yes to Public Art (see Oak Bay)
5. Add public sculptures and First Nations art/designs
6. Change one or more street names to reflect First Nations
7. Public Art /% of building mandatory for all developments
8. Most artists exist below the official poverty line; seniors too. Let’s keep it affordable for all.
9. It is important to recognize that the arts and creative endeavours need space to connect and tell the story of the people.If the rents are high the artists will leave.

#### **P. Sidewalks**

1. [On sidewalks} Plan shows 1.0m given over to sign boards etc with only 2.0m “clear zone”. Very tight for pedestrians and mobility devices to share.
2. Residential properties – keep bushes and plants back off sidewalks. Especially with thorns
3. 3m sidewalk, 2m setback + NO bike lanes, more public gathering spaces. Support LEED Gold building standards.
4. Create a three block wide sidewalk and take out the traffic lights
5. Like the distinction of materials of setback/sidewalk and gathering places
6. Seating and open spaces away or not impeding sidewalks. Good Idea

7. If you allow minimum 3m sidewalks less likelihood of bottleneck. Happens all the time.
8. Keep sidewalks clear – accessibility + mobility issues
9. Private to public sidewalk – good setbacks
10. Like the clear delineation between setbacks and sidewalks
11. Sidewalks wide enough so motorized wheelchairs can pass one another
12. I like the 2m, 3m, 4.5 m combination for street level sidewalk
13. 3m sidewalk is good
14. 3 meter setbacks 5m setback after 2<sup>nd</sup> story – 3 meter sidewalks, DENSITY 1.8 FSR
15. Please consider a city owned parking lot to replace Cook St roadside parking through commercial area. This would allow for wider sidewalk, greater public area, outdoor eating etc and dedicated bike lanes, sidewalks safer for mobility devices
16. Min 2m. You must have accessible sidewalks with 3m
17. 3m minimum. Stop approving patio licenses that impeded the accessible sidewalk width.
18. Setbacks are crucial for accessible sidewalks
19. Stop giving patio licenses that impede on accessible sidewalks
20. I support 3m sidewalk I totally support this look for CSV. In particular: 2m building set(back) private business space; 3m sidewalk, public space; 3-5 m setback after 2<sup>nd</sup> floor; 4.5m boulevard public sitting; keep centre turning lane 3.2m for delivery trucks; slower speed limits (Oliphant owner)
21. Building setbacks to allow sunlight to streets. Separate café seating from sidewalks
22. Minimum 3m. Our population is aging and will increase – naturally accessibility needs will increase.
23. Winter and rain shelter needed
24. Absolutely need street lights like they have near Castle. Good for pedestrian flow.
25. Minimum 3m sidewalks – 5 m where possible. Great idea/plan. People/pedestrians priority.
26. Even sidewalks “uniform” “repair”!
27. Setting buildings back to the is visual difference between public and private space. Wide sidewalks great idea.
28. Permeable paving and sidewalks

#### Comments from Comment sheets about sidewalks

1. Wide sidewalks are needed
2. Do not impeded sidewalks
3. Keep merchandise off sidewalks

#### **Q. Parking**

1. Parking is critical. Allow 2 hr on side streets
2. I support limiting building heights, increasing setbacks and creating safe parking options.



3. Retain parking. Bikes/car can share. Maintain centre lane. Fire, police, delivery, service, safety
4. Put power lines under the parking lanes
7. Do NOT pander to the automobile re parking capacity
8. Please consider a city owned parking lot to replace Cook St roadside parking through commercial area. This would allow for wider sidewalk, greater public area, outdoor eating etc and dedicated bike lanes, sidewalks safer for mobility devices
9. Vancouver St – nothing fancy for bike lanes – just remove parking from two sides to one side
10. Let's reclaim pay parking behind Rexall and make it free short-term parking e.g. under building on Sutej should be promoted to alleviate non-residents parking in residential only zones.
11. We need a plan to gradually reduce parking and encourage walking and biking
12. Add side streets parking – keep Cook St parking
13. Greatly opposed to bike lanes on Vancouver St it is already too tight with parking on both sides.
14. Keep parking on both sides of Oxford St. It slows traffic very well.
15. Restore carpark behind med clinic and pharmacy to public use
16. Add wheelchair, scooter plug-ins.

**R. Setbacks/Patios [NOTE: there is confusion about difference between setback and stepback and “setback” is sometimes used to refer to “stepback”]**

1. 3m sidewalk, 2m setback + NO bike lanes, more public gathering spaces. Support LEED Gold building standards
2. Like the distinction of materials of setback/sidewalk and gathering places
3. Pic-A-Flic development needs stepbacks, setbacks that meet specifications outlined here
4. 3 or 4 stories max with mandatory 3m setback
5. I support setbacks as long as there activating uses at grade.
6. PROTECT large trees, WATER them and maintain setbacks
7. The setbacks and terracing shown here are attractive. What I saw at 2 meetings for the Pic a Flic redevelopment looked nothing like this. I trust these changes will be required before full approval.
8. Setbacks are critical to maintain character of village [Added comment: and trees/crown]
9. Oliphant Develop. Needs setback. Developers must fit existing trees.
10. Maintain setbacks - especially between buildings (firebreaks)
11. This looks like a village we can be proud of. Ensure setbacks and terracing is enforced on all future development incl Pic-A-flic. No rooftop terraces overlooking single family dwellings
12. Wide 3m setbacks are great! Allows people to stroll and patronize local businesses
13. Above 2 stories serious setbacks needed to keep scale on street and protect trees. I support 3-5 metres.

14. I support 2m building setback but need 3-5 m after 2<sup>nd</sup> floor for both character and trees.
17. Like the clear delineation between setbacks and sidewalks
18. 6 storeys OK if serious setbacks after 2 storeys and increasing as you go higher
19. No dedicated bike lane. Density FSR 1.5-2.1, and rentals, 2m building setback
20. Keep the Village sunny!! Setbacks 5m at 2 storeys
21. Glad to hear of reasonable “setback” and stepback proposals
22. Keep public property spaces distinct from private setbacks required. We need both.
23. Fully support this vision especially 4 story max with setbacks at 2,3. No dedicated bike lanes
24. NEED 2 m setback, trees saved, upper floors stepped back to ensure the health of trees and improve sightlines
25. Three meter setback for all new developments to make way for Place Making Transient Kiosk vendors
26. Trees need light + space so do people. Setback please
27. For smaller buildings to be replaced less street setback is OK IF the new building is not too large (3 or less stories) and setback
28. For larger buildings the wider setback at street level helps. It is important to not go over 4 stories. There should be setbacks to allow light for the trees
29. 2 or 3m setback is OK
30. 3 metre setbacks allow for scooters.
31. I support 2 metre building setback.
32. I support 2.0 m setbacks
33. I support 3-5m setbacks for trees
34. 3 m setbacks on new buildings
35. The key to development of the village is to keep the ‘open’ feeling. Not too high with good setbacks.
36. YAY setbacks! Room for connections. More trees = more happiness. I love the added green space
37. Yes to patios, display areas, seating areas. Creates ambiance and community.
38. Keep wide pedestrian area w/ room for patios
39. Stop approving patios that impede pedestrians and cause bottlenecks  
accessibility is a must
40. 3m minimum. Stop approving patio licenses that impeded the accessible sidewalk width
41. Stop giving patio licenses that impede on accessible sidewalks
42. Pic A Flic development needs to conform to setbacks identified here
43. Setbacks as suggested very important – need room for tree growth. And need sunlight in the village
44. More setbacks for Pic A Flic development and add stepbacks to accommodate trees
45. I support 3-5 m setbacks on 3<sup>rd</sup>/4<sup>th</sup> floors. Need light, room for trees

46. This looks like a village we can be proud of. Ensure setbacks and terracing is enforced on all future developments. Pic A Flic no rooftop terraces overlooking single family dwellings
47. Each storey needs to be set back

Comments from comment sheets about Future Building (paraphrased)

13. Keep new buildings a 4 storeys
14. Concerns that the transition to higher density will be too quick, and taller buildings will come through variances
15. 2 storey maximum
16. No more boxes. They look awful
17. Roof top patios are another floor.
18. Keep to 4 floors. FSR 1.5-2.1
19. 4 stories max plus setbacks
20. 3 stories
21. 4 stories max
22. 4 stories good, 3 better.
23. 3 storeys
24. Limits need to be strictly enforced
25. 4 to 5 storeys with setback at upper levels
26. No more than 4 storeys.

## **S. Stepbacks**

1. Stepbacks at 2<sup>nd</sup> and 3<sup>rd</sup> stories mandatory
2. Stepback for upper story – 4 or 5 floors max with stepback
3. Glad to hear of reasonable “setback” and stepback proposals
4. 3 meter setbacks 5m stepback after 2<sup>nd</sup> story – 3 meter sidewalks, DENSITY 1.8 FSR
5. I support this option (stepbacks) –trees need space for roots, so should have porous paving.
6. Protect the trees with 3-5 m stepbacks
7. I totally support this look for CSV. In particular: 2m building set(back) private business space; 3m sidewalk , public space; 3-5 m stepback after 2<sup>nd</sup> floor; 4.5m boulevard public sitting ; keep centre turning lane 3.2m for delivery trucks; slower speed limits (Oliphant owner)
8. Keep trees. Setbacks sound like a great solution
9. 3-5m stepbacks are the only way to protect our Cook st trees. Make it policy
10. More setbacks for Pic A Flic development and add stepbacks to accommodate trees
- 11.

## **T. Other Points of interest**

1. Fully support this Vision – should be a model for other LAP groups
2. A very good set of goals and strategies. Strongly support.
3. All very good and important goals to maintain the village feel

4. Definitely maintain sunny open feeling of the village. This is what makes it unique.
5. Love Outdoor rooms!  
[There are about twenty unspecified positive comments like this – though some appear to refer to particular drawings. There's almost nothing negative]
6. Remove "Strategic Location" from OCP
7. Remove the term "strategic location" from the OCP
8. Remove "large urban village" designation
9. Ensure the goals are fiscally responsible
10. A penalty system for Council when decisions are contrary to the new plan
11. Nothing about diverse housing, social housing, rental, low income
12. New = expensive; old = cheaper. Keep our old stock of housing.
13. Any plan is useless if developers are allowed so many variances
14. Street furniture should not allow sleeping
15. No Overnight Camping signs in village. Park Blvd- NO signs
16. I like additional seating and hang out areas, but how do we ensure it doesn't become a sleeping area for homeless after dark?
17. NO AirBnB. Equals Rentals + No densification
18. Louis Riel and John A MacDonald in one these courtyards (gathering places) and both their stories – good, bad and ugly
19. No to John A McD in Cook Street Village please
20. No more chicken hutches
21. Be sure to respect Beacon Hill Park Trust
22. This looks like a village we can be proud of. Ensure setbacks and terracing is enforced on all future development incl Pic-A-flic. No rooftop terraces overlooking single family dwellings.
23. Like idea of painted buffer (like Luke Ramsey)
24. Better to use paint than cement
25. Love the idea of a presence of First Nations past and present
26. Definitely adding First Nation peoples history is a great idea. Really support this idea.
27. Use Greater Victoria Placemaking Network's criteria citizen expertise for tactical urbanism
28. A Transport Artery and a Sleepy Village?? A Paradox.

Other Comments from the Comment Sheets of Interest (paraphrased)

1. What about affordable housing?
2. Lovely village as it is. Don't increase density.
3. I am saddened by the loss of trees, and can offer a chestnut tree to donate to the city (provides phone number).
4. Densification and change are inevitable. Either manage them or lose control.
5. Accessibility is crucial (i.e space for mobility devices)
6. Do not allow variances – stick to the rules



7. Cook Street has an opportunity to be a really great mixed use community and the public spaces will facilitate this.
8. This plan is too timid – we need more examples of a “living street.”
9. Costs are not considered.

Other Comments from Comment Sheets either unrelated to Pin-Up or impossible to classify

1. Fairfield needs a rec centre like the one in Oak Bay ideally with a library.
2. Garden waste pickup is needed in the neighbourhood
3. Bus fares should be lower
4. How is Cook Street character going to remain?
5. “I feel the ‘volunteers’ glaring at me and reading my sticky notes as I leave them.”
6. It’s sad – we’re heading for expensive modernization and away from the old small town feel;
7. I like PUBS power
8. I don’t trust the current council; rezone from large to small urban village.

## Fairfield Gentle Density Survey Engagement Summary

Draft Fairfield Neighbourhood Plan  
September 2018

In collaboration with City staff, the Gentle Density Steering Committee undertook a Gentle Density Survey, open from July 27, 2018 through August 19, 2018. The purpose of the survey was to explore levels of support for various housing types in certain areas and lot types within the Traditional Residential parts of Fairfield. During the engagement period, community members could also stop in at a storefront in Cook Street Village to get more information on Gentle Density and provide input.

Based on 303 survey responses and conversations with nearly 400 people who visited the storefront, public feedback indicated:

- Broad support for the goals of allowing for a greater diversity of ground-oriented infill housing to meet future housing needs, increase housing choice and provide flexibility
- General support for a broader range of housing types, including those with more density (e.g. larger houseplexes) near Cook Street Village and along Fairfield Road
- Mixed support for townhouse forms that are either stacked, in more than one row and/or including a courtyard, with approximately half of respondents supportive of these types on certain lots (e.g. larger lots, corner or laneway lots, near Cook Street Village and along Fairfield Road). Those in support saw them as attractive, attainable options for families who want to stay or live in Fairfield, as part of the housing mix; others were concerned about retention of open space, lot coverage and character
- Concern for the provision of housing which is affordable to current residents, future families and moderate-income households, and/or rental tenure
- Concern for respecting the neighbourhood's character through context-sensitive design and scale of buildings, maintenance of green space and tree planting, and encouraging retention and adaptation of existing buildings
- Concern for providing parking on-site and/or reducing impacts to on-street parking, balanced by concern for green space, with some wanting a forward-looking policies which consider future demand, transportation demand management, and efforts to encourage more sustainable mode split



## Quantifiable Results at a Glance

### Levels of support for various housing types: *Percent indicating strongly support or support (by location)*

Dark grey = question not asked				
Light grey = support less than 50%				
Blue = 50% to 59%				
Lighter green = 60% to 69%				
Darker green = 70%+				
	Near Cook St Village & along FF Rd (%)	Other residential areas		
		Standard Lot* (%)	Large lot** (%)	Corner, laneway, double frontage lot (%)
Detached house only	40.1	50.0	43.1	45.3
House with suite or garden suite	76.1	76.3	69.0	72.8
Existing house with suite & garden suite	74.6	71.8	72.3	74.7
Existing house with 2 suites	78.1	79.5	74.4	77.0
Duplex	78.3	75.3	75.2	74.4
Duplex with basement suites	73.3	70.3	73.1	73.2
Duplex with garden suite(s)	73.4	65.8	69.7	67.8
House conversion (generally 3-6 units)	74.4	63.7	77.1	73.8
New Houseplex	66.2	55.4	64.2	67.6
Larger Houseplex (generally 6+ units)	54.2	37.3	50.4	49.0
Townhouses - single row	66.0	52.4	60.9	57.9
Townhouses - stacked	50.4	N/A	46.0	46.4
Townhouses - courtyard / 2 rows	54.1	N/A	N/A	51.4
Small 3-storey apartment buildings	54.0	N/A	43.9	44.6

\* Standard lot = 50' wide, approx. 6,000 sq. ft.

\*\* Large lot = over 7,000 or 7,200 sq. ft., either wider than 50' or exceptionally deep lot

### Importance of Parking and Open Space on site

	Extremely important	Important	Neutral	Somewhat unimportant	Extremely unimportant
All needed parking be provided on-site?	36%	25%	12%	17%	10%
Open space be retained on-site?	53%	32%	8%	6%	1%

### Demographics

Age	
Under 20	0%
Under 40	23%
40-59	39%
60+	38%
Gender	
Female	51%
Male	40%

Tenure	
Owners	78%
Renters	22%
Residence	
Live in Fairfield	78%
Live in Gonzales	7%

## Gentle Density Survey: Comments

### Near Cook Street Village and Along Fairfield Road (194 responses)

Themes and # times they occur

Theme	#	Summary
General	45	<ul style="list-style-type: none"> <li>• Many general comments in support, support with caveats, some in opposition; often with other specific comments</li> <li>• Mix of housing = lively and eclectic neighbourhood</li> <li>• Consider climate change, sustainable transportation, listen to youth, plan for future, need diverse housing / detached housing near centre of city is not viable</li> <li>• Bought into Fairfield for what it is (socially and density), spent \$ buying and renovating. Some density ok but current proposals go too far.</li> <li>• Will ruin charm</li> <li>• Stable neighbourhood makes people happy; density causes fights to break out between neighbours</li> </ul>
Affordability	40	<ul style="list-style-type: none"> <li>• Gentle density does not meet housing need or provide affordable units</li> <li>• Don't need to make room for all who want to live here; need affordable units</li> <li>• Support it if it adds affordable housing</li> <li>• Concern for commodifying housing, gentrification, benefiting owners and/or developers, displacement of existing working poor, seniors, fixed incomes</li> <li>• Need affordable rentals</li> <li>• Limit parking to support affordable rentals</li> <li>• Need more density to address needs</li> <li>• Suites favour affluent owner over rights of renter (city does not inspect)</li> <li>• Rental suites with absentee landlord cause bylaw issues, not enough enforcement</li> <li>• Would oppose larger developments unless they have affordable component</li> <li>• Fairfield not suitable for affordability, or market can't provide it (public sector needs to)</li> <li>• Emphasize increasing rental stock</li> <li>• Supportive housing should be in plan</li> <li>• 25 year vision should provide opportunities for affordable housing – not likely to happen with overhead on development of many small lots</li> <li>• Mix and address different income levels</li> <li>• New development appeals to new residents with money, not needs of current owners and renters</li> <li>• Use incentives to support cooperatives, social housing and group homes</li> <li>• Single-detached homes not affordable to most families</li> <li>• Limiting growth to single-detached will enrich current owners, protect investment – what about others?</li> <li>• Very hard to find rental housing with more than 1 or 2 bedrooms</li> <li>• Make denser housing attractive for long-term residency – e.g. soundproofing (this is why people choose detached housing)</li> </ul>
Parking	37	<ul style="list-style-type: none"> <li>• Off street parking needed for 2 or more units</li> <li>• On street parking is one solution but makes roads dangerous</li> <li>• Not space for parking on a single property</li> <li>• Impacts of parking on green space, trees, adjacent property</li> <li>• Garden suites don't leave room for parking</li> <li>• Proximity to downtown = less driving</li> <li>• Gentle density will lead to congestion</li> <li>• Driving is a nightmare</li> <li>• Mitigate increase traffic and parking (doesn't say how)</li> </ul>



		<ul style="list-style-type: none"> <li>• Change in condo building from seniors to all ages on FF Road meant more 2-car households, parking on side streets</li> <li>• On-site parking for each unit</li> <li>• On-site parking for visitors, tradespeople</li> <li>• Acceptable if there is enough street parking</li> <li>• Consider one-way streets to add on-street parking</li> <li>• Need better transportation options – denser neighbourhood = healthier</li> <li>• Paid street parking or park on your property</li> <li>• Some of street parking should be specified</li> <li>• Don't spill out onto streets</li> <li>• Consider supporting multi-modal transportation through planning guidelines</li> </ul>
Locational	25	<ul style="list-style-type: none"> <li>• Remove area between Chapman and May east of Linden</li> <li>• Remove area between Chapman and May</li> <li>• Fairfield Road and CSV different – FF Road more appropriate for density such as apts, townhouses in two rows (vs. keep it lower density)</li> <li>• Add medium-density west of Cook Street</li> <li>• Put 4-6 storeys on Cook St., keep charm of lower-density areas (comment like Annex in Toronto)</li> <li>• Southgate should include thoughtful gentle density and multi-modal/pedestrian friendly design</li> <li>• Allow gentle density in all areas</li> <li>• Put gentle density only on main streets (ex: bus routes) but not local streets</li> <li>• City should grow outwards to avoid congestion</li> </ul>
Character/ Design	27	<p>Prefer traditional</p> <ul style="list-style-type: none"> <li>• Shafer is a good example</li> <li>• Setbacks consistent with present</li> <li>• Size/massing next to neighbours</li> <li>• Greenspace</li> <li>• New should look like houses in neighbourhood</li> <li>• Architecture siting and landscape important (as in video)</li> <li>• Respond to context</li> <li>• Don't like apartment look at Moss and May</li> <li>• Some gentle density, but keep unique character</li> <li>• Roof shape</li> <li>• Larger new builds should be sensitive to context</li> <li>• Control design, size of single-detached houses</li> <li>• Gentle density will ruin charm near village</li> </ul> <p>Traditional and modern can mix; variety of styles already exist; avoid faux heritage (one comment)</p>
Greenspace, trees	25	<ul style="list-style-type: none"> <li>• Children need place to play</li> <li>• Family friendly = some green space</li> <li>• Trees – climate change, aesthetics, ecology, stormwater, character of neighbourhood</li> <li>• Concern that density or parking will reduce trees</li> </ul>
Higher density/ apartments	22	<ul style="list-style-type: none"> <li>• Allow taller apartment buildings (several)</li> <li>• Need more housing near downtown, we are capital city not small town</li> <li>• Gentle density preferable to taller apartment buildings to maintain character (several)</li> <li>• Allow gentle density single-detached to 6-plex, but not apartments, we have too many</li> </ul>

		<ul style="list-style-type: none"> <li>• Allow apartment bldgs in traditional residential areas to be more equitable, and encourage gentle density in areas that are already dense to protect these area</li> <li>• Allow more density west of Cook Street</li> <li>• Gentle density should replace apartment capacity and targets in OCP</li> </ul>
Retention	14	<ul style="list-style-type: none"> <li>• Prefer conversions</li> <li>• Don't allow more density than what's already there if a teardown</li> <li>• Protect heritage houses; HCAs</li> <li>• Tourism, uniqueness, "charm"</li> <li>• Conversions</li> <li>• Incentivize conversions and garden suites over teardowns</li> <li>• Avoid large-scale developments (single lot preferred)</li> <li>• Don't tear down, convert</li> <li>• Pressure or incentivize conversion to higher density</li> </ul>
Family friendly	10	<ul style="list-style-type: none"> <li>• Add gentle density; single detached increasingly unaffordable to most families</li> <li>• 3br, 2 ba affordable units</li> <li>• Townhouses</li> <li>• Affordable apartment buildings</li> <li>• Housing capacity not keeping pace</li> <li>• Retiring couples need attractive options to downsize</li> <li>• Area is attractive to live in – limiting to single-detached houses will protect investments of owners, what about others?</li> <li>• Less tiny units; gentle density results in smaller units, but we need to keep young families and provide options for downsizing.</li> <li>• Need density to preserve Fairfield as a family neighbourhood</li> <li>• All options serve different life stages</li> <li>• Very hard to find rental housing with more than 1 or 2 bedrooms</li> </ul>
Housing types	15	<ul style="list-style-type: none"> <li>• Like townhouses (mention that this form is attractive to families)</li> <li>• Row houses to 3 storeys don't take away from quaint feel</li> <li>• Houseplex of 6 units too big</li> <li>• Apartments needed</li> <li>• No double row townhouses</li> <li>• Row townhouses &amp; houses with more suites</li> <li>• Townhouses, unlike houseplexes, are required to have a greater level of sound insulation (verify)</li> <li>• Single detached houses increasingly unaffordable, limiting to this form will benefit current owners but not support future families, those seeking to downsize, and will not maintain a family neighbourhood</li> </ul>
Services	8	<ul style="list-style-type: none"> <li>• Larger developments contribute to services</li> <li>• Bylaw enforcement needed (noise, garbage) if density added</li> <li>• Gentle density will lead to congestion of services</li> <li>• Focus on schools, underground utilities</li> </ul>
Process	7	<ul style="list-style-type: none"> <li>• Gentle density results in small units; we need to keep young families and provide options for downsizing. Feel many support this view but being drowned out by strident voices opposing all development</li> <li>• Asking same questions – hoping to get different answers from those who aren't tired of process?</li> <li>• Believe process is biased either towards developers or to NIMBY's</li> <li>• Term gentle density is a "sham"</li> </ul>

## Other Residential Areas (151 responses)

Themes and # times they occur (Note: Comparison of frequency may not relate directly to frequencies in the earlier table, as fewer comments were submitted to later questions in the survey)

Theme	#	Summary
Parking	33	<ul style="list-style-type: none"> <li>Some concerns are very general (“parking!”)</li> <li>Some are concerned that enough parking be provided on-site; others want parking policies that encourage alternative modes or account for future changes</li> <li>Some are concerned about loss of greenspace</li> <li>Some want more efficient use of on-street parking (e.g. charge for it); others concerned that there is not enough or that residential only needs stronger enforcement</li> <li>Some concerned about traffic congestion</li> </ul>
Character and Design	30	<ul style="list-style-type: none"> <li>Concerns that new housing address compatibility of character, setbacks, massing, etc.</li> <li>some want traditional character in new build; others see diverse character as positive</li> <li>some want to avoid large modern single detached homes</li> </ul>
Housing type	30	<p>Varied comments about which housing types may or may not fit:</p> <ul style="list-style-type: none"> <li>Some see all types fitting, meeting needs</li> <li>Some see denser types as not fitting or not fitting everywhere (e.g. larger lots, lots with 2 frontages or laneways), impacting greenspace, etc.</li> <li>Those who support for townhouses often mention preference for this type as family-friendly housing</li> <li>Some want to see policies achieve a mix of housing types</li> <li>Small number believe neighbourhood should be single-detached only, this is what they bought into, that it is desirable to maintain it as expensive</li> <li>Some want additional housing types: co-ops, shared living</li> </ul>
Affordability	29	<ul style="list-style-type: none"> <li>Concerns for affordability of new housing, availability of rental housing, displacement of residents</li> <li>Some see gentle density as preferable to single-detached houses only, in meeting future needs for young families</li> <li>Others see gentle density as too favourable to current homeowners and upper-middle-income buyers, gentrifying neighbourhood</li> <li>Some desire greater density and more affordability (apartments)</li> <li>Some desire more affordability and retention of older housing stock (e.g. conversion), protecting renters</li> <li>Some support gentle density only if it includes rental and/or affordable housing</li> <li>Some would like incentives for current homeowners to add suites; others see gentle density as too financially beneficial to homeowners</li> <li>A few see affordability or attainable housing as undesirable in Fairfield, or that it can’t be provided by the market</li> </ul>
General comments (support/oppose)	29	<p>Various comments in support of or in opposition to policies, or indicating general preferences.</p> <p>Issues such as general concerns about density, environmental footprint, meeting housing needs, community/known neighbours.</p>
Greenspace	24	<p>General concern for preserving greenspace, trees; strengthen tree preservation; don’t fill lots with development; don’t pave over backyards; consider ecological benefits of trees; address stormwater</p> <p>Few comments that large lots are better used to accommodate more housing</p>

Higher density / apartments	15	<ul style="list-style-type: none"> <li>• Need more apartments to provide for affordability or meet housing need (various comments about location and size)</li> <li>• Apartments on Fairfield Road (more than gentle density) but not near Cook Street Village</li> <li>• Gentle density should be used to transition from higher to lower density residential</li> <li>• Gentle density should replace the opportunity to build apartments anywhere</li> <li>• Gentle density is preferable to apartments in Trad Res areas</li> <li>• Apartments should be spread more throughout the neighbourhood for greater equity</li> <li>• More housing is suitable near downtown</li> </ul>
Location	12	<p>Variety of locational comments:</p> <ul style="list-style-type: none"> <li>• Add apartments in Traditional Residential areas to more equitably distribute (and possibly limit urban residential areas to adding gentle density to balance/protect)</li> <li>• See Cook Street Village and Fairfield Road as different <ul style="list-style-type: none"> <li>○ Support more than gentle density on Fairfield Road, or more intensive gentle density (apartments, townhouses in 2 rows); or</li> <li>○ sees lower density as appropriate east of Moss Street</li> </ul> </li> <li>• Some see most gentle density types confined to CSV and Fairfield Road</li> <li>• Some see streets like May and Moss (e.g. collectors) as appropriate for more gentle density, with lower scale on local streets</li> <li>• One comment (email) sees area from Moss Street west as appropriate for houseplexes, and east of Moss Street appropriate for lower-density forms, due to existing character of larger homes in the west</li> <li>• Some want gentle density throughout the neighbourhood or city</li> <li>• Some want transitions between higher density (urban residential) and lower density</li> <li>• Two comments that gentle density belongs in other neighbourhoods or on the westshore</li> </ul>
Retention of existing	10	<p>Concern for loss of historic character or homes</p> <p>Support/preference for conversions</p> <p>Some see diversity of periods/design as positive; retain heritage homes and add modern homes</p> <p>Concern for tourism, uniqueness</p>
Height/massing	7	<p>Some concerned about size of new development, impacts on neighbours</p> <p>Some want 4 storeys or more</p> <p>Some want to avoid 4+ storeys</p> <p>Some see 3 storeys as appropriate or needed; others as too much; others as not enough</p>
Process	7	Varying concerns about different groups having too much influence or not enough: renters; families; homeowners; developers
Need for family housing	6	See affordability, size of units, unit type (e.g. townhouse), presence of greenspace
Services and amenities	3	<p>Desire for new development to contribute to infrastructure, amenities</p> <p>Concern that existing services (sewer, hospital, schools) are not adequate</p> <p>Some concern that bylaws be enforced (noise, garbage collection)</p>
Green building	2	Support for green building/sustainability requirements





# Fairfield Plaza Neighbourhood Group Collaborative Community Plan April 2018





# Summary

## Fairfield Plaza

Since the mid 1900's the Fairfield Plaza has been an integral part of our neighbourhood. It provides us with a place to shop, meet, work and engage in community events.

In the Draft Fairfield Plan, the Plaza is designated as a Large Urban Village. Fairfield Plaza does not look, feel or function like a Large Urban Village. Nor does it equate to a Small Urban Village as defined in the Official Community Plan (OCP).

We suggest an OCP amendment to enact a separate and distinct designation, such as the "Fairfield Plaza Shopping District" Why? - to highlight the Plaza's uniqueness. It is an iconic plaza in a vintage neighbourhood across from a designated heritage site (Ross Bay Cemetery).

The Plaza and surrounding area are located in a zone with significant amplification potential. In the event of a large earthquake should, high densities at this site, compared to sites with more suitable geology, will increase the costs of the disaster. Further, soil conditions warrant careful geotechnical analysis as a prelude to any proposed redevelopment of the site.

The scale and mix of services in the existing Plaza serve the local community well. According to a recent Retail Demand Analysis by Colliers, there is little need for further retail intensification.

We recommend that, should redevelopment occur, it should achieve a form and scale sensitive to the traditional residential neighbourhood around it, as well as to the open space and ambience found in the historic cemetery across the street.

We recommend site specific guidelines to ensure the Plaza will remain a local community shopping area, not a destination site. This means limiting the height to two storeys and FSR to 1.25, and limiting the size of individual commercial spaces to ensure they are pedestrian oriented.





# Summary

## Traditional Residential Neighbourhood

Housing is the primary land use in Fairfield – Gonzales. With its essential characteristics and proximity to local commercial service needs, waterfront, downtown, family-friendly amenities and major parks, Fairfield – Gonzales is a desirable place to live. One purpose of this neighbourhood land use plan is to provide some certainty that areas for families to live and grow will be preserved in Fairfield – Gonzales.

The community wants to keep its essential characteristics: the experience of green, open space as you move throughout Fairfield – Gonzales with its landscaped front and rear yards, the historic and vintage character of its classic pitched roof housing, and the low-rise heights and street-orientation of its housing and commercial buildings. The community knows from its collective experience that back yards matter for quality of life. Infill and replacement of existing housing must be with types of housing that reflect these essential characteristics of Fairfield – Gonzales.

The community believes that the current zoning bylaws with minimum site and maximum density requirements are necessary and sufficient to manage gradual growth across the community. A new dwelling type that the community is interested in developing with the City of Victoria is a zoning bylaw for tri- and quad-houseplexes that carry capacity for 3 bedroom family units. A houseplex is preferable to townhouses on lots of sufficient size in all areas of Fairfield – Gonzales, including along Fairfield Road. Apartment buildings are not an acceptable land use for this family focused area, not even along Fairfield Road.





# Introduction

The first draft of the City of Victoria Fairfield Neighbourhood Plan envisioned double row town houses and 3 storey apartments for our Fairfield Plaza Neighbourhood, and a large urban village for the Fairfield Plaza with up to 6 storey apartments. Few, if any who, live here want that. In the draft plan was “Sub Area 4”, which explicitly discouraged gradual density small lot development and explicitly encouraged land assembly for rapid densification with double row townhouses. “Sub Area 4” was the “red flag”, which led to the formation of the Fairfield Plaza Neighbourhood Group (FPNG). The current draft Fairfield Neighbourhood Plan reimagines and labels the Fairfield Plaza as a large urban village, 3 to 6 (bonus density) storey apartments, with transition zones (extending the density) outwards from the plaza. If you think you’ve heard or seen of this rapid densification and destabilizing of neighbourhoods before, you have. This is what Vancouver has done.

In response to this reimagining of our neighbourhood by non residents, we, through listening to our neighbours, running focus groups, having a Town Hall meeting and having an e-vote of our membership, the Fairfield Neighbourhood Plaza Group (FPNG) have written our own Collaborative Community Plan. It focuses on what are our core values: preservation of front yard and private back yard green space, having a low profile for the built environment, single detached and duplexes being the core housing component of the neighbourhood, with town homes and house plexes in specific locations. Our plan harmonizes with the geology that we live on: Fairfield Plaza is on one of, if not the highest, amplification zone in the City. We recognize the folly and future costs burden of putting large populations on areas of the highest earthquake risk. Our plan respects the significant historical Ross Bay Cemetery. By not imposing in mass, (not having a “street wall”) our vision of Fairfield Plaza achieves a form and scale that takes into consideration the traditional single detached houses adjacent, as well as the open space and ambience found in the historic cemetery across the street.



Many, in the Fairfield Plaza Neighbourhood don’t want any change at all. However, a rise in population for the Fairfield Plaza Neighbourhood is inevitable. It is unrealistic not to accept population growth. The Fairfield Plaza Neighbourhood wants a rate of gradual densification that does not destabilize our neighbourhood. Gradual densification will ensure that the future developments do not harm our successful commercial district, the Fairfield Plaza, or the residential areas. With these goals in mind, the neighbourhood supports more duplexes and basement suites in single detached houses and in duplexes. In appropriate locations, town houses in one row, each dwelling with front and back yards, will allow densification.



The Fairfield Plaza Neighbourhood Group wants a Fairfield Neighbourhood Plan which is made by neighbours for neighbours. Our plan reimagines Fairfield Plaza Neighbourhood as accepting gradual density without encouraging land speculation or destabilizing our neighbourhood or commercial district. The Fairfield Neighbourhood Plan must be clear in its intent in the by-laws and guidelines, so development expectations are understood by residents and developers. We want to avoid endless variance requests, and rezoning applications which will make the Neighbourhood Plan meaningless.

Community expectation is that our community collaborative plan will point the way in the form and pattern, the guidelines, and the new by-laws of the new Fairfield Neighbourhood Plan for the Fairfield Plaza Neighbourhood.

Respectfully,  
Fairfield Plaza Neighbourhood Group

# Fairfield Plaza

## What is the existing Fairfield Plaza? (And what does it mean to us !)

The Fairfield Plaza has been an integral part of this traditional single family neighbourhood since the mid 1900's. It provides for a wide variety of retail/service outlets and serves the local community's shopping needs. It also provides a place to meet and engage in community events.

It encourages "walk in" shopping by surrounding residents. It is local serving and **not** a destination shopping plaza.

The current zoning contemplates a small scale ( one storey) commercial development as it presently exists. The built form is compatible with neighbouring residences and also provides a respectful transition from the historic Ross Bay Cemetery, not competing in terms of scale and built form.

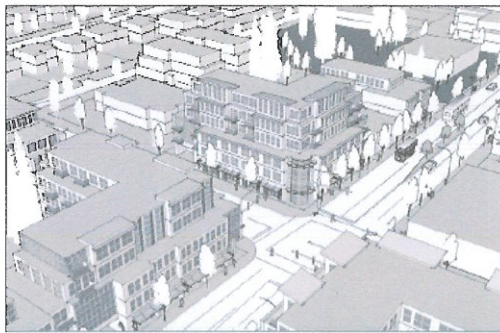
Family, community, and safety are all important values for this Fairfield Community. The Fairfield Plaza contributes to those values in a very meaningful way.

## What is envisioned in the City of Victoria DRAFT FAIRFIELD NEIGHBOURHOOD PLAN?

In the draft plan, the Fairfield Plaza is designated Large Urban Village( examples of which are James Bay Village, Cook Street Village, and Quadra Village)

## What is a Large Urban Village?

It typically has a variety of shops and services that serve a much larger area in terms of circumference and popu-



Large Urban Village – Overview

Official Community Plan July 2012  
Update July 13, 2017  
City Of Victoria  
Section 6 Land Management & Development  
Figure 9A P 50



Large Urban Village – Street View

lation. Typically a Large Urban Village encourages "destination" shopping outside the local community.

Large Urban Village storefronts are typically right at the street frontage with direct pedestrian access from the sidewalk. Often there are separate buildings within a Large Urban Village, usually separated by streets.



## What is a Small Urban Village?

The draft Fairfield Plan also refers to areas designated as a Small Urban Village (examples being at Moss & Fairfield, and at Moss and May Streets).

A Small Urban Village as envisioned in the OCP (Official Community Plan), implies more of a cluster of shops/services typically around or separated by streets and within separate buildings. Access to stores is usually directly from the sidewalk

These areas are typically much smaller than a Large Urban Village and serve a local community.

## Which Designation Best Suits the Fairfield Plaza?

Neither. We believe the Fairfield Plaza site needs its own separate designation.

### **"THE FAIRFIELD PLAZA SHOPPING DISTRICT"**

*Neither of the above designations (Large Urban Village or Small Urban Village) capture the essence of what the Fairfield Plaza is or should be in the community.*

*It does not meet the definition of either a Large or a Small Urban village( It is a single building, with various shops /services therein, NOT separated by streets and has no direct pedestrian access to storefronts from the City Sidewalk). Shops are not clustered around nor separated by streets.*

*Fairfield Plaza is unique and needs its own designation as "The Fairfield Plaza Shopping District".*

## Why a separate designation?

It is to highlight the Plaza's uniqueness in the city and honour it as a long time community focal point. This is an iconic Plaza in a vintage neighbourhood across from a Designated Heritage Site (the Ross Bay Cemetery). A "one of a kind" local serving /meeting place.

While it would be nice to have the Plaza stay in its current form in perpetuity, this is not realistic, and therefore, it is likely redevelopment will take place at some future date.

The City needs to therefore partner with the community **now** to come up with a future "vision" for this site that would be palatable for stakeholders.



## What are we suggesting?

Along with an amendment to the OCP (Official Community Plan) for this site to have its own designation as **"The Fairfield Plaza Shopping District"**, we recommend site specific regulations and guidelines that would ensure any redevelopment, in design and function, will still be seen as a "local community" shopping area and by design **not** encourage "destination" shopping.

Guidelines should call for respecting the surrounding neighbourhood, achieving a form and scale that takes into consideration the adjacent traditional single family housing as well as the open space and ambience found in the historic cemetery across the street.



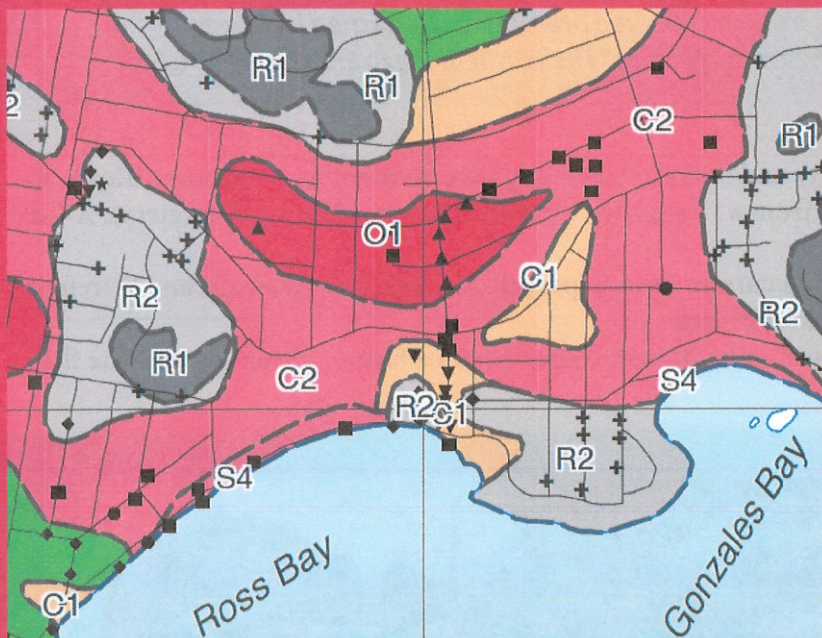
### Transitioning to adjacent sites must be achieved on site.

Guidelines should address improvements to the public realm and pedestrian ingress/egress from streets.

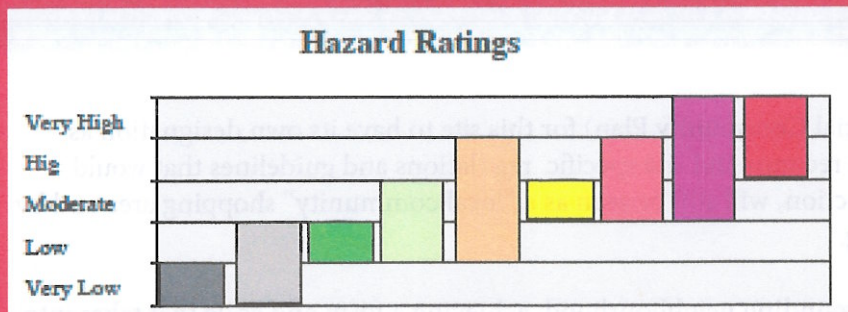
Uses would have to be carefully defined (i.e. retail commercial, office commercial, and service commercial) to ensure they are small scale and serve the needs of the local community.

In order to ensure that the number and variety of shops/services are maintained in any future development, we suggest max. 25ft frontages and restrictions on types of uses that can go in (on the ground floor particularly) to ensure they are pedestrian oriented (It would not be appropriate to have 3 shops consolidated into a large furniture store, for example). Shops and services should be pedestrian oriented.

If an upper floor was contemplated, types of uses therein would need to be appropriate for community use. For example, there is plenty of general office space in the city, and therefore, it would be discouraged (i.e. corporate offices). On the other hand a "commercial office" space, (for example, lawyers/accountants) would be encouraged it would serve the needs of the local community.



Geological Survey Branch Map  
Relative Amplification of  
Ground Motion Hazard of  
Greater Victoria  
Geoscience Map 2000-3b.



### Amplification AREA

The site is in an area of significant seismic amplification potential, and therefore, it is important that geotechnical analysis be required (**prior to any proposals**). This is to ameliorate any impacts from construction, including pile driving, on adjacent residences and also on the cemetery.



## Why change what we have?

The following is information obtained from a Colliers report (Jan 13, 2017 – Retail demand analysis for Fairfield/Gonzales):

“Of the two villages, Cook Street should be the focus of retail and residential intensification because Ross Bay Village (Fairfield Plaza) already has a grocery anchor (Thrifty Foods) and there is little room for further retail intensification. Concentrating retail and residential intensification along Cook Street between Oscar and Park Boulevard further strengthens Cook Street’s retail reputation and attractiveness.”

“The Fairfield and Gonzales neighbourhoods are desirable areas due to their established residential character, close proximity to downtown, high degree of walkability, and availability of shops and services. On average, households have greater incomes in the Fairfield and Gonzales neighbourhoods relative to the city as a whole.”

The existing Plaza serves the local community well in its current form. There is no indication that additional retail/service area is necessary, nor desirable, at this location.

The Fairfield Plaza is an integral part of our community, and we want to keep it that way.

**Therefore, should redevelopment occur, it should be similar, in scale and use, as existing.**

**We would recommend a “cap” on FSR at maximum 1.25 and a “cap” on height to maximum 2 storeys, to ensure that the character of our neighbourhood is preserved.**





# Back Yards Matter





# Traditional Residential Areas

The Traditional Residential Areas are envisioned to contain ground and street-oriented housing including single detached homes, small lot homes and duplexes, all with the possibility for secondary suites. Townhouses are a rare type of housing in Fairfield – Gonzales with current examples as intense land users void of private useable yard space for family living, and their growth is therefore not supported for this area.

A new housing concept that can be made to look and feel familiar to existing historic houses in Fairfield – Gonzales on suitably sized large lots is the houseplex type – a triplex or a quadplex – with 3 or 4 self-contained family residences of at least 3 bedrooms for each residential unit. Proposals for replacement housing must demonstrate that access to private use back yards for each residence matter.

This chapter seeks to provide the opportunity for a variety of infill and replacement housing types to be added incrementally, in appropriate locations. Design of new housing should always relate well to neighbouring housing, support street and private lot trees, respect and embrace landscaped front and back yards, and transition unobtrusively maintaining an low height level away from parks and institutions in the area.

## URBAN RESIDENTIAL HOUSING AREAS

### 8.2 Transition Urban Residential Areas

NB: this is a vulnerable low lying urban residential area between Dallas Road and Bushby Street

insert 8.2.1 c) Building Setback shall be the greater of 15m from the future Estimated Natural Boundary of the sea at Year 2100, or a horizontal distance until the natural ground elevation contour reaches the Year 2100 projected Flood Control Level (BC Ministry of Environment Guidelines for Management of Coastal Flood Hazard Land Use) for this area known as Sea Level Rise Focus Area 14 (Capital Regional District Flood Hazard Guidelines).



## TRADITIONAL RESIDENTIAL HOUSING AREAS

### INTENT:

The Council of the City of Victoria has a goal of accommodating more citizens within its boundaries. To aid this goal and accomplish gradual density over the next twenty year planning period without losing the quality of



life in the neighbourhood, this local area land use plan requires using existing site capacity and density zoning requirements for Fairfield – Gonzales. The community wishes to participate in the consideration of each application for rezoning. Therefore, pre-zoning all or parts of the area is not a part of this neighbourhood plan.

The objective of this neighbourhood plan is to support existing and new housing of different types to continue the gradual growth of our diverse population of families. The Fairfield - Gonzales neighbourhood is a traditional residential area for families living in ground and street-oriented housing with access to useable private yards. This open space element of each existing and new residence will continue the essential character of the Fairfield - Gonzales neighbourhood.

Buildings with pitched roofs are encouraged for architectural compatibility and buildings with flat roofs are considered an inappropriate design for the character of the neighbourhood. Architectural design for 'aging-in-place' and physically accessible housing should be incorporated in all new and renovated housing forms. The inclusion of secondary suites is not intended to support variances to building size to accommodate more above-grade floorspace than would otherwise be supported. Off-street parking spaces should be included for each self-contained residence, and accessed from a flanking street or laneway, where possible.

#### 8.4 SUB-AREA 1 – GENERAL AREAS

Maintain the existing neighbourhood character with infill and replacement housing appropriate to the neighbourhood context. An essential element of the Fairfield - Gonzales neighbourhood character includes useable private outdoor space for each self-contained residence.

Housing types in Traditional Residential Areas are listed in order of community preference in the table below. Their respective existing zoning bylaws are listed adjacent to them.

a) Single detached house	R1-B = Single Detached Dwelling R1-G = Gonzales Single Detached Dwelling
b) Small lot house	R1-S2 Zone Restricted Small Lot R1-G2 Zone Gonzales Small Lot
c) Duplex	R-2 Zone Two Family Dwelling
d) House conversion	Schedule G House Conversion Regulations
e) Houseplexes 3-4 units on lots of sufficient size	Not yet developed in Victoria
f) Street facing Townhouses in a single row on corner lots or laneways	R-K Zone Medium Density Attached Dwelling

All of the housing types may include secondary suites. Apartment buildings of any size are not a suitable family housing type for the Fairfield - Gonzales neighbourhood, for at least 400 metres surrounding Fairfield Plaza, nor Fairfield Road from Moss Street to Foul Bay Road.

#### Delete: 8.5 SUB-AREA 2 FAIRFIELD ROAD CORRIDOR

Remove the designation of Fairfield Road as a Corridor and keep it as Traditional Residential Area. To be considered as a 'Corridor' Fairfield Road would be identified as an Arterial or Secondary Arterial street (OCP DPA 7A Corridors page 217) and have a primary purpose of commercial, industrial and multi-family residential use,



particularly commercial. But, in fact, Fairfield Road does not qualify as a Corridor because it is rated as a Collector Street (Street and Traffic Bylaw), as it forms a primary route from local streets to arterials (Cook Street) and is a minor transit route and limited truck route (Highway Access Bylaw).

The three existing small apartment buildings on this portion of Fairfield Road between Moss Street and Foul Bay Road are 65, 71 and ~9 years old respectively. They are historical rezoning abnormalities in the neighbourhood that cannot accommodate families and should not be repeated under any circumstances.

## TRADITIONAL RESIDENTIAL HOUSING TYPES

### 8.7 SINGLE DETACHED HOUSE

#### INTENT:

Support the growth and adaptation of single detached houses throughout the Fairfield - Gonzales neighbourhood by supporting the replacement and addition of single homes within. Secondary suites are supported in existing and new single detached houses.

8.7.1 Locations: In all areas including Fairfield Road.

8.7.2 Site and density requirements – minimums and maximums:

<b>FPNG Proposal Single Detached Dwelling</b>	
Site: Minimum Lot Size	460 m <sup>2</sup> (5,000 SF)
Density: Site Coverage maximum	40% in F and 30% in G including accessory buildings
Density: Open Site Space minimum	50%
Density: Building Height maximum	2 storeys without a basement and 1 ½ storeys with a basement
Site: Minimum Lot Width	15 m (50 ft)
Site: Minimum Setbacks	7.5 m (25 ft) for front yard, 7.5 m for rear yard in Fairfield or 9.0 m in Gonzales or 25% of lot depth whichever is greater, 3 m (10 ft) for one side yard and 15% of lot width for the other side yard
Density: Floor Space Ratio maximum	0.5
Minimum Off-street Parking	1 parking space for each self-contained residence

F = Fairfield; G = Gonzales



- 1

Clarify the anticipated density in this Core Residential area from unspecified to 2:1 floor space ratio (FSR) with opportunities for bonus density up to approximately 5:1 FSR considering public benefits (amenities and affordable housing).
- 2

Reduce the anticipated density in this Core Residential area from a range of 2:1 FSR to 3:5:1 FSR, down to 1:2:1 FSR to 2:5:1 FSR.
- 3

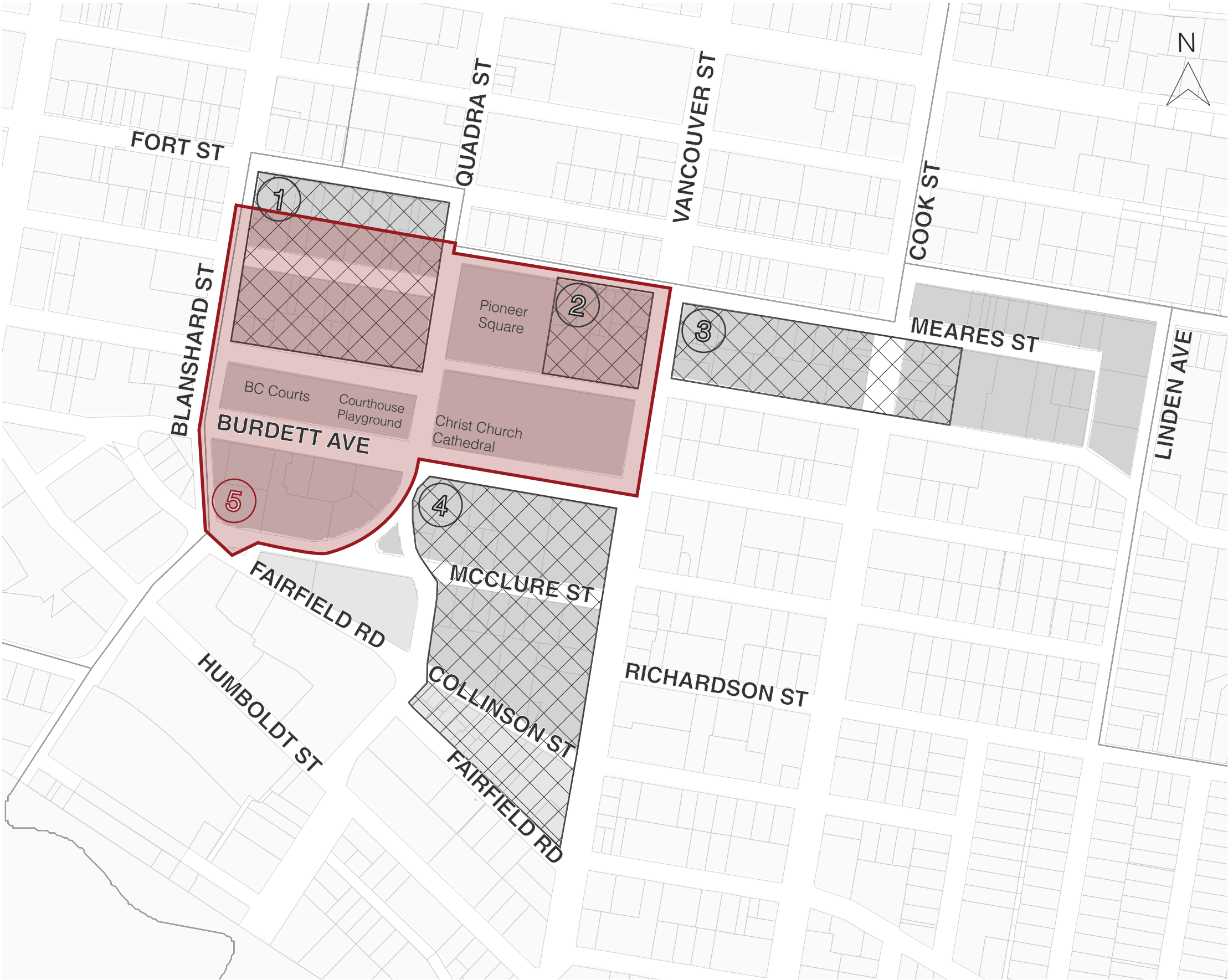
Reduce the anticipated density in this Core Residential area from a range of 2:1 FSR to 3:5:1 FSR, down to 1:5:1 FSR to 3:1 FSR.
- 4

Increase the Maximum bonus density which may be considered from approximately 2:1 FSR to 2:5:1 FSR.
- 5

Update the Cathedral Hill Development Permit Area Guidelines to address separation between buildings, landscape frontages, and sunlight access for Pioneer Square and Provincial Law Court Green

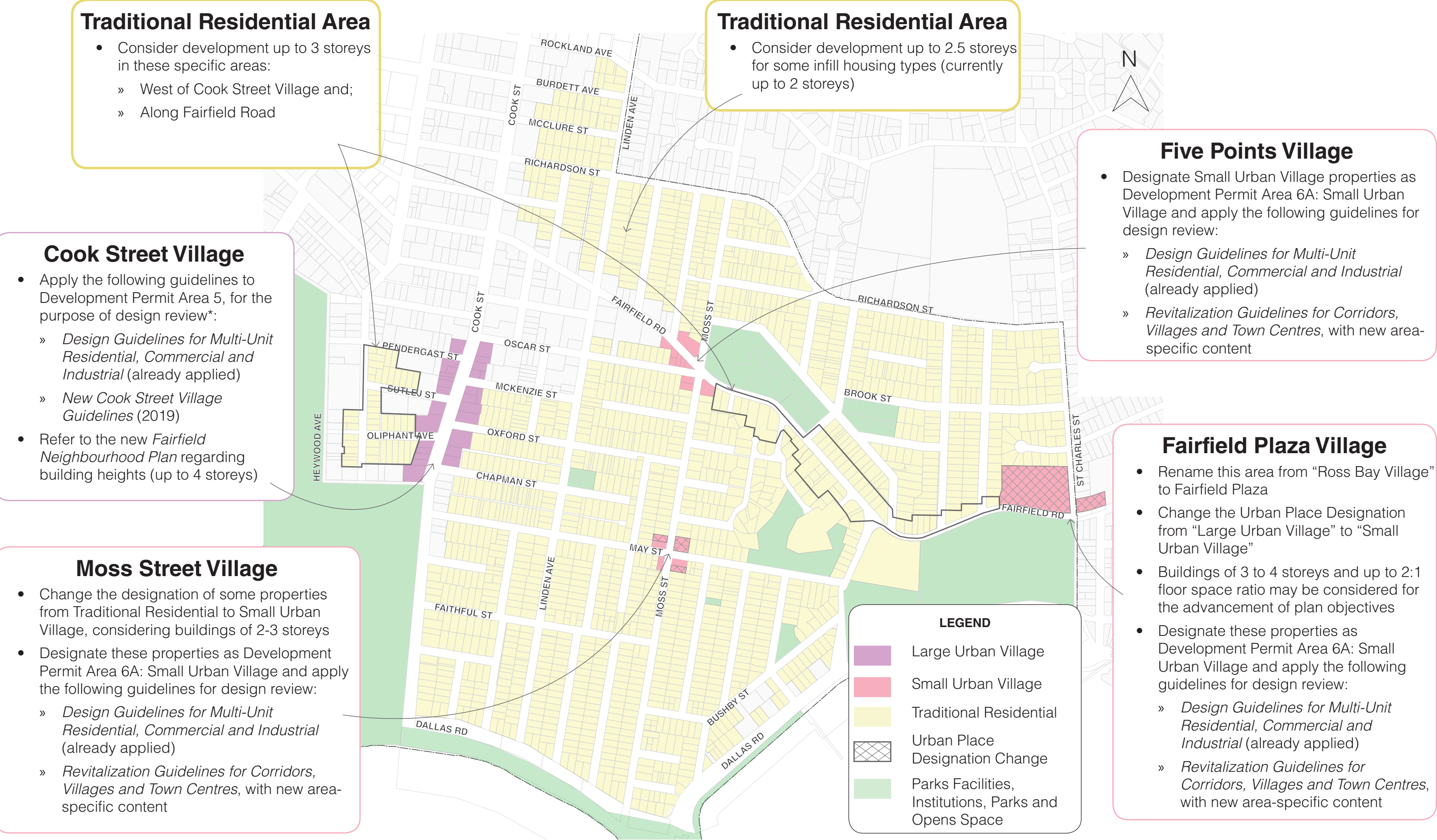
West of Quadra Street, update the OCP and Downtown Core Area Plan to consider building heights consistent with the Fairfield Neighbourhood Plan for the purpose of achieving better building separation should future development occur:

- Up to 12 storeys north of Courtney Street (up from 10) and;
- Up to 10 storeys south of Courtney Street (up from 6)





# PROPOSED OFFICIAL COMMUNITY PLAN AMENDMENTS







# Revitalization Guidelines for Corridors, Villages and Town Centres

2019

See blue text on page 10 for the proposed additional content for these Design Guidelines, based on the Draft Fairfield Neighbourhood Plan

## Publishing Information

Title: Revitalization Guidelines for Corridors, Villages and Town Centres

Prepared by: City of Victoria  
Sustainable Planning and Community Development Department

Status: [Proposed Update Fall 2018](#)

Printing Date: [Spring 2019](#)

Contact details: The City of Victoria  
Sustainable Planning and Community Development Department  
1 Centennial Square  
Victoria, BC V8W 1P6  
E: [planning@victoria.ca](mailto:planning@victoria.ca)  
T: 250.361.0382

Cover photo credit: [TBD](#)



# Revitalization Guidelines for Corridors, Villages and Town Centres

## Preamble:

These guidelines apply to designated Corridors, Villages and Town Centres and are intended to supplement the *Design Guidelines For: Multi-Unit Residential, Commercial and Industrial, July 2012* which address form and character of developments across the city.

It is intended that both guideline documents will be considered together in conjunction with other applicable guidelines noted in each designated development permit area as detailed in the *Official Community Plan*. Collectively, the guidelines are intended to guide applicants in achieving new development and additions to existing buildings that result in design excellence, livability, and high-quality pedestrian environments. This is intended to contribute to sense of place and urbanism that is responsive to Victoria's context, while enabling flexibility and fostering creativity.

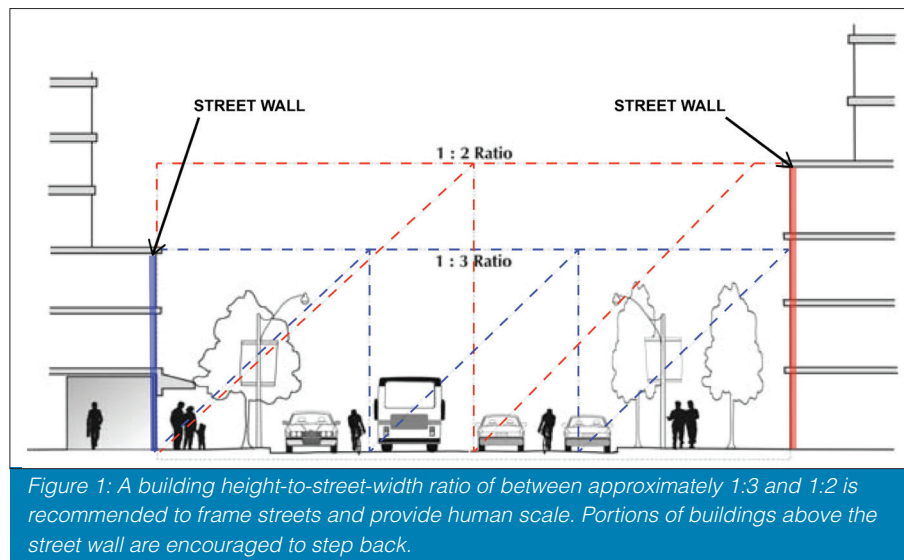
All visuals in this document are provided for illustrative purposes only to support description of the guidelines.



# General Guidelines

## 1) Context and Streetscapes:

- a. Buildings flanking streets should create a sense of enclosure and human scale. To achieve this, buildings fronting streets should provide a “street wall” that is at a height approximately 1/2 to 1/3 the width of the flanking street. This can be expressed as a street-wall-to-street-width ratio range of approximately 1:2 to 1:3. For buildings located on corner sites, this principle should be applied to the facades facing both streets where possible.



- b. To mitigate the visual impact of building height and to maximize sunlight exposure to the street, the upper portions of buildings above the street wall should be set back by at least two metres.
- c. Where an established pedestrian-friendly street wall exists, the front facade of new buildings should be generally aligned with adjacent buildings to create visual continuity along the streetscape.
- d. Buildings with commercial uses at grade should generally be built up to the sidewalk. Portions of the front facade may be set back from the front property line to accommodate features such as patios, courtyards or seating areas.
- e. Buildings should create “eyes on the street” and public spaces by orienting doorways, windows and balconies to overlook sidewalks, walkways, parks and other open spaces.
- f. Consider unique rooflines for taller buildings that have a visually prominent location (e.g. at corners, or at terminating vistas of streets) in order to create a distinct landmark.

## 2) Building Design:

- a. Building facades, especially those facing streets, should be well-designed and articulated with human-scale architectural features that create visual interest for pedestrians. Facade designs should consider the rhythm and pattern of existing building facades and architectural elements in the surrounding context, such as building articulation, rooflines, window placement, entryways, canopies and cornice lines.
- b. Large expanses of blank walls should be avoided. Where this is not possible, design treatments such as vertical plant materials, landscaping, art (e.g. mosaic, mural or relief) or the use of other building materials and building elements are encouraged to add visual interest.
- c. Weather protection for pedestrians should be provided in the following manner:
  - a) Individual canopies or awnings of sufficient depth should be provided to protect pedestrians from inclement weather, especially at building entrances.
  - b) The underside of canopies should be illuminated.
  - c) Canopies with translucent or frosted glazing are encouraged to maximize winter sunlight, particularly for north-facing facades.
- d. For buildings located on a corner, the corner design should include an architectural feature that addresses and emphasizes the corner. Strategies to achieve this include but are not limited to a chamfered or setback corner, prominent glazing, or a primary building entrance oriented to the corner.
- e. The first storey of a mixed-use or commercial building should be designed with a minimum floor-to-ceiling height of at least 4m and a minimum depth of approximately 10 metres to accommodate a range of commercial uses.
- f. Buildings with commercial uses at grade should be designed with a series of modulated storefronts and entrances, with transparent glazing. This design strategy is encouraged even where the building has a single tenant or use.
- g. Buildings that extend along sloping sites should be designed to follow and respond to the natural topography while maintaining a strong relationship of facades and building entrances to the street. Where retaining walls are unavoidable, they should be designed to ensure that they do not negatively impact the pedestrian experience along adjacent sidewalks.



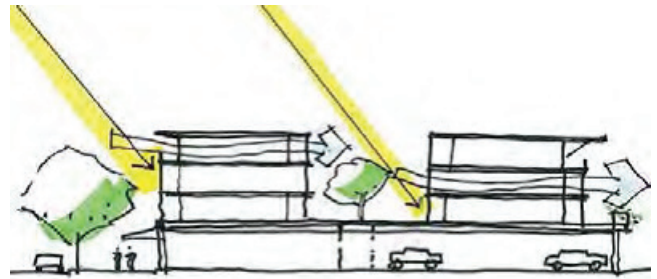
*Figure 2: Modulated, transparent storefronts create interest for pedestrians and encourage activity along the street.*

## 3) Parking:

- a. Parking should be located underground or to the rear of buildings to provide human scale pedestrian environments. Where rear yard surface parking is proposed, building designs and landscaping interventions should be employed so that parking is integrated into sites in a manner that results in an attractive and safe environment.

## 4) Livability:

- a. Where two or more buildings are located on a single site, or where a single structure contains two or more building elements above a common base or podium, a comfortable separation space should be provided for residential units, with consideration for window placement, sunlight penetration to residential units, and adequate spaces for landscaping.
- b. Multi-unit buildings should be designed to provide a sensitive transition in scale to adjacent, smaller developments through considerations for massing and other design features. Strategies to achieve this may include but are not limited to setting upper storeys back, varying roof lines, siting or scaling buildings to reduce shading, etc.
- c. Residential building designs are strongly encouraged to include common outdoor space such as landscaped courtyards or rooftops, where possible.
- d. Buildings with residential use should be designed so that units receive daylight and natural ventilation from at least two sides of the building, or from one side and a roof. Where possible, provide dwelling units with a choice of aspect: front and back, or on two sides (for corner units).
- e. Residential buildings located along busy arterial streets should incorporate design features that minimize noise and pollution impacts (e.g. triple-pane glazing, residential units oriented towards courtyards, design of residential units with multiple orientations or side orientations, and building air intakes located away from the road).
- f. As a means to improve privacy between adjacent buildings, consider design solutions such as window size, window height, window placement and orientation, exterior landscaping, privacy screens or the use of frosted glazing on balconies.
- g. Pedestrian walkways that connect the primary entrance of multi-unit residential or commercial buildings with the adjacent public sidewalk should be a minimum of 2 m wide and distinguishable from driving surfaces by using varied paving treatments.



*Figure 3: Comfortable separation space allows for sunlight access to individual units and outdoor spaces.*



## 5) Materials and Finishes:

- a. Exterior materials that are high quality, durable and capable of withstanding a range of environmental conditions throughout the year are strongly encouraged, particularly on lower portions of buildings that are more closely experienced by pedestrians. High quality building materials include but are not limited to:
  - Natural wood
  - Composite materials
  - Brick masonry
  - Glazed tile
  - Stone
  - Concrete
  - Flat profile “slate” concrete tiles
  - Glass and wood for window assemblies
  - Standing seam metal roofing
- b. Light-coloured, heat reflective and permeable paving materials are encouraged for hard surfaces such as parking areas, walkways, patios and courtyards as a means to reduce storm water run-off and reduce heat-island effects. Light-coloured or heat reflective materials are also encouraged for rooftops to reduce heat island effects.

## 6) Landscaping and Open Space:

- a. Buildings that include residential units should include private open space (e.g. balconies, porches) or easily accessed shared open space in the form of courtyards, green spaces, terraces, yards, play areas or rooftop gardens.
- b. The rear yard of multi-unit or mixed-use buildings adjacent to lower scale residential development should provide landscaping and trees that mitigate the appearance of massing and contribute to a transition in scale.
- c. Landscape design should consider the local climate and water efficiency through species selection, including selection of draught-tolerant species, efficient irrigation systems or design of unirrigated landscapes, use of run-off for irrigation, presence of rain gardens and other approaches.
- d. Consider features in landscaping or open space that add to sociability, such as shared areas to sit, garden plots, play areas, balconies fronting courts, etc.

# Area-Specific Guidelines

In addition to the General Guidelines, the following guidelines apply to each specific designated area.

## 1) Town Centres

### a. Mayfair Town Centre

- i. Taller buildings should generally be focused in the western part of the site, near Douglas Street.
- ii. Design taller buildings to have a clear architectural distinction between the base (podium or street wall portion), middle and upper portion of the building.
- iii. The podium base or street wall portion of buildings are encouraged to be three to five storeys (approximately 10–15 m) in height.
- iv. Major redevelopment of the Mayfair Shopping Centre should incorporate an internal network of pedestrian-friendly streets and connections between Speed Street, Nanaimo Street and Oak Street in order to create a structure of city blocks and to support permeability for pedestrians, cyclists and vehicles.
- v. Building design should emphasize Douglas Street as the primary retail street of the Mayfair Town Centre. However, building designs should not “turn their back” on adjacent streets. Instead, provide facades that address all street frontages and are consistent with the General Guidelines for Building Designs (SECTION 2).
- vi. Building design that results in a landmark expression is encouraged at the intersection of Douglas and Finlayson Streets.
- vii. The tower portions of buildings above six storeys in height should generally be sited and designed to maintain access to sunlight, with a sufficient face-to-face separation distance between towers on the same site, and a sufficient clear distance to lot lines abutting other developable parcels. A desired face-to-face separation distance for towers at the Mayfair Shopping Centre site (the area bounded by Douglas Street, Nanaimo Street, Blanshard Street and Tolmie Avenue) is 25 metres.

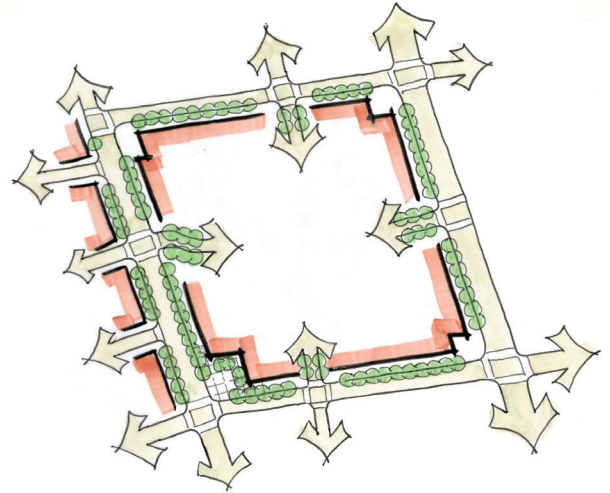


Figure 5: Major redevelopment of the Mayfair Shopping Centre site should establish an internal block structure connecting to adjacent streets.

## 2) Villages

### a. Gorge at Irma Village

- i. Development within this village should create multiple smaller storefronts facing Gorge Road and turning the corner onto Irma Street to support a variety of neighbourhood-oriented commercial uses.

## b. Craigflower Village

- i. Craigflower Village is envisioned as a neighbourhood-serving area with smaller storefronts, facades activating street or park edges regardless of use, and with scale transitioning to the adjacent neighbourhood. To achieve this:
  1. Buildings with commercial uses at grade should feature frequent entries and smaller storefront modules. A maximum distance of 10 metres for each module should be maintained.
  2. Between Raynor Street and Russell Street, new buildings should be sited close to the sidewalk's edge, regardless of use. Greater setbacks are encouraged where they accommodate residential or commercial patios or porches.

## c. Catherine at Edward Village

- i. Buildings fronting along Catherine Street between Edward Street and Langford Street are encouraged to establish a consistent streetwall close to the sidewalk's edge, regardless of use, with individual entries on the ground floor. Greater setbacks are encouraged where they accommodate residential or commercial patios or porches.
- ii. Features which activate the frontage (e.g. glazing along the ground floor, entries, patios or porches, and windows or balconies providing for surveillance of the public realm) should wrap around the corner to activate the laneway (Bella Street) as a pedestrian or gathering space and provide for surveillance.
- iii. Establish sensitive transitions to adjacent lower-scale residential development, considering building massing, access to sunlight, privacy, and landscape.

## d. Westside Village

- i. The section of Wilson Street stretching from its intersection at Bay Street and running east along the edge of Vic West Park is envisioned as an important gathering area. In addition to the General Guidelines, development in this area should provide frequent entries and be set back to provide sufficient space for pedestrian circulation, patio dining and street furniture along the Wilson Street frontage.

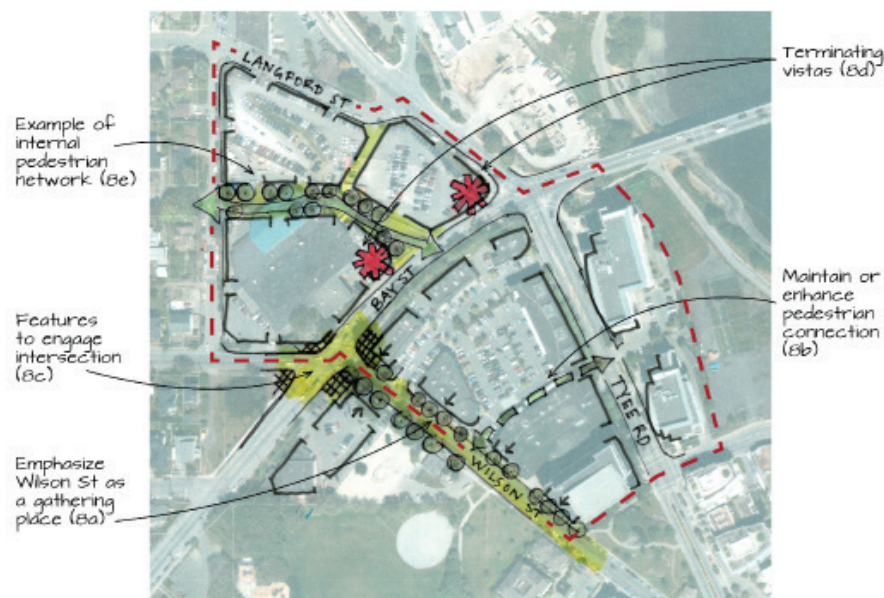


Figure 6: Conceptual illustration for Westside Large Urban Village.



- ii. With new development, maintain or enhance the pedestrian connection that links Tyee Road to Wilson Street through the site as illustrated conceptually in Figure 6.
- iii. Buildings fronting on the Wilson Street – Bay Street intersection should engage the intersection with corner entries, enhanced pedestrian treatments or small plazas.
- iv. Buildings at the two identified terminating vistas on the west side of Bay Street, identified in Figure 6, should create a distinct landmark consistent with the General Guidelines.
- v. With redevelopment of the block west of Bay Street, new development is encouraged to create an internal pedestrian and/or road network linking the neighbourhood to the west, Bay Street, and Langford Street. (See, for example, conceptual illustration in Figure 6.)
- vi. In order to transition sensitively to the neighbourhood to the west, buildings fronting Alston Street should establish a streetwall of no more than 3 storeys as viewed from Alston Street, with modest landscape setbacks, architectural design and features (such as windows and doors) which activate the public realm.
- vii. Langford Street between Alston Street and Tyee Road is envisioned as an opportunity to establish a physical environment accommodating a mix of employment uses, possibilities for artisan, production, and similar uses mixed with pedestrian activity. Buildings fronting Langford Street are encouraged to be designed with frequent entries, individual storefront modules, and features such as roll-up doors or loading bays which can accommodate a variety of uses.
- viii. See also Supplementary Guidelines for Light Industrial Uses in Victoria West Corridors and Villages (section 11 of these Guidelines), if such uses are anticipated.

#### e. Fairfield Plaza

##### *Key Principles for site layout*

- i. Transitions to the surrounding lower-scale residential neighbourhood should occur on site. Strategies to achieve this include: a landscaped setback space; tree planting and other vertical landscape elements; building setbacks, massing and/or stepbacks that result in sensitive transitions from existing development and avoid shading adjacent yards; the location of windows and balconies to avoid overlook and respect privacy; and screening of any mechanical equipment.
- ii. The site should incorporate a plaza (public gathering space) and publicly accessible internal street network with clear visual and pedestrian connections to the surrounding street and open space network.

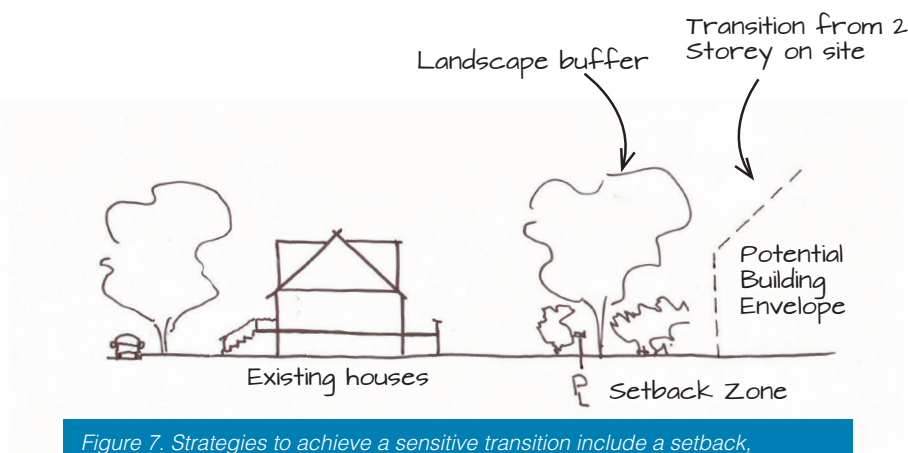


Figure 7. Strategies to achieve a sensitive transition include a setback, landscape transition, and building envelope.

Blue text is the proposed additional content for Design Guidelines



Fig 8. Example of a public gathering space and pedestrian-oriented buildings supporting small business.

- iii. Buildings should be located along and oriented to internal and external streets and public spaces.
- iv. Ensure a sensitive transition/interface with Fairfield Road and the heritage-designated Ross Bay Cemetery. Strategies to achieve this include:
  - 1. Building setbacks and step-backs which create a lower-scale interface with the public sidewalk, provide for generous pedestrian spaces, and provide above-ground and below-ground spaces for mature canopy trees and their root zones.
  - 2. Incorporate canopy street trees and other landscape features which present a soft, green interface when viewed from the street and Ross Bay Cemetery. In particular, a double row of street trees is encouraged to create a green transition zone between new buildings and the cultural landscape of Ross Bay Cemetery.
- v. Locate convenience parking (short-term, accessible) for customers at grade, integrated with the internal street network as on-street parking; longer-term or residential parking is encouraged to be wholly or partly underground or in a structure.
- vi. The design and placement of buildings and landscape should establish a sensitive transition to adjacent parks and natural open spaces. Strategies to achieve this include setbacks, establishing a landscaped edge, respecting the root zones of adjacent trees, and minimizing other identified impacts on ecologically sensitive areas and natural features.

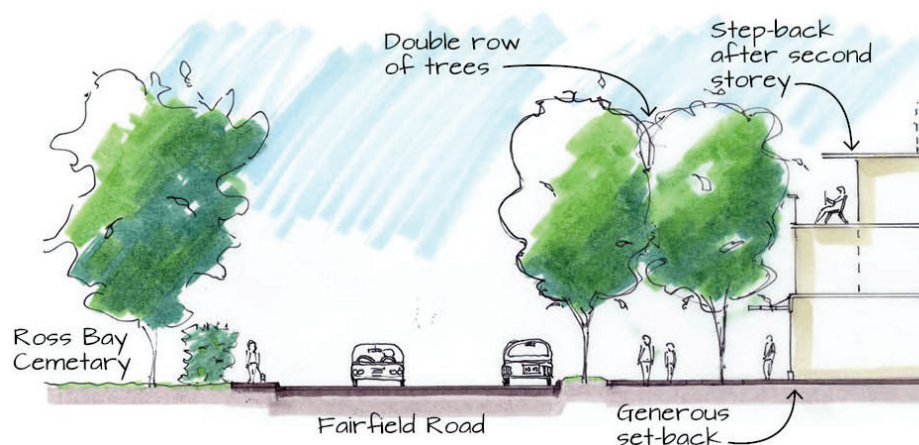


Fig 9. Strategies to establish a friendly face to Fairfield Road and a sensitive transition to the heritage-designated Ross Bay cemetery include generous pedestrian spaces, buildings with smaller modulated shopfronts with extensive glazing and frequent entries, an upper-floor step-back, and a double row of trees relating to the greenspace across the street.

vii. Mitigate noise impacts on adjacent properties from commercial uses or loading, through sensitive location of loading areas, landscape screening and sound barriers where necessary.

#### *Guidelines for Design of Buildings and Public Realm*

viii. Ensure a lively pedestrian environment along Fairfield Road, along internal streets, and fronting onto plaza and public spaces, with specific considerations for the following objectives:

1. Create a series of smaller storefront modules oriented to streets and public spaces, including the plaza space, with frequent entries, generous amounts of transparent glazing, and spaces for pedestrians, displays or patio seating.
  2. Create generous pedestrian spaces along Fairfield Road.
  3. Incorporate seating, furnishings and landscape features that create comfort for visitors
  4. Use durable, natural materials for hardscape features.
  5. Support on-street parking along both public and internal streets to provide a buffer between traffic and pedestrians, slows traffic, and supports business.
- ix. Support urban tree canopy by incorporating tree planting into open spaces, including the plaza space, along internal streets, as well as within setback areas adjacent to existing lower-scale residential areas
- x. Integrate features to mitigate surface runoff of stormwater and stormwater impacts on neighbouring sites. This may include a variety of treatments (e.g. permeable paving, landscape features designed for rainwater management, cisterns or green roofs, and/or other approaches) which are consistent with approved engineering practices and other city policies and appropriate to soil conditions.



*Fig 10. Example of development oriented towards an internal street using quality built and landscape materials.*

### 3) Corridors

#### **a. Douglas-Blanshard Corridor**

- i. In the Humber Green area between Douglas and Blanshard Streets, residential units are encouraged to be oriented to inner courtyards or quieter interior streets to mitigate noise impacts from adjacent arterial traffic. However, building designs should not “turn their backs” to Douglas and Blanshard Streets. Instead, provide facades that address all street frontages and are consistent with the General Guidelines for Building Designs (SECTION 2).



## **b. Gorge Road East Corridor**

- i. Redevelopment along Gorge Road East should consider site planning and building massing to preserve and enhance view corridors looking south from Balfour Street and Carroll Street toward the Olympic Mountains.

## **c. Core Songhees Employment Corridors**

The following guidelines apply to the area bounded by Alston Street, Tyee Road, and Langford Street, as well as lands fronting directly onto Langford Street between Alston Street and Tyee Road. These areas contain existing employment uses and are intended to accommodate future employment uses mixed with, or transitioning to, residential uses.

- i. In order to sensitively transition to the lower-scale residential areas to the west, buildings fronting Alston Street should establish a streetwall of no more than 3 storeys as viewed from Alston Street, with modest landscape setbacks, architectural design and features (such as windows and doors) which activate the public realm.
- ii. The design of buildings fronting onto the south side of Tyee Road should mitigate impacts on residential development across the street, considering massing and access to sunlight, given changes in elevation on these sites.
- iii. Langford Street between Alston Street and Tyee Road is envisioned as an opportunity to establish a physical environment accommodating a mix of employment uses, possibilities for artisan, production, and similar uses mixed with pedestrian activity. Buildings fronting Langford Street are encouraged to be designed with frequent entries, individual storefront modules, and features such as roll-up doors or loading bays which can accommodate a variety of uses.
- iv. See also Supplementary Guidelines for Light Industrial Uses in Victoria West Corridors and Villages (section 11 of these Guidelines), if such uses are included.

## **d. Esquimalt Road Corridor**

- i. New development within the corridor and located between Mary Street and Victoria West Park should be designed to respect the public view corridors identified from Catherine Street at Edward Street, and from Mary Street at Henry Street, looking south to the Olympic Mountains, by considering the location, siting, massing and design of new development.
- ii. Uses along the south side of Esquimalt Road which are adjacent to the (future) E&N Rail Trail should provide for active frontages facing the trail, with entries, transparent glazing, and upper floor windows or balconies which provide for “eyes on the trail.” Pedestrian areas with a mix of hard and soft landscaping should be provided adjacent to the trail and delineated from the portion of the trail which is for active movement.
- iii. Development adjacent to the intersection of Esquimalt Road and Dominion Road should help create a gateway recognizing the transition between Esquimalt and Victoria.
- iv. Buildings fronting onto Dundas Street, or other streets where they are located across from Traditional Residential development, should transition sensitively across the street. Strategies to achieve this include emphasizing front yard landscaping, individual unit entries, and streetwall height.
- v. Buildings located adjacent to lower-scale residential development should transition sensitively to that development, considering building massing, access to sunlight, privacy, and landscape.

## 4) Supplementary Guidelines:

### a. Light Industrial Development in Victoria West Corridors and Villages

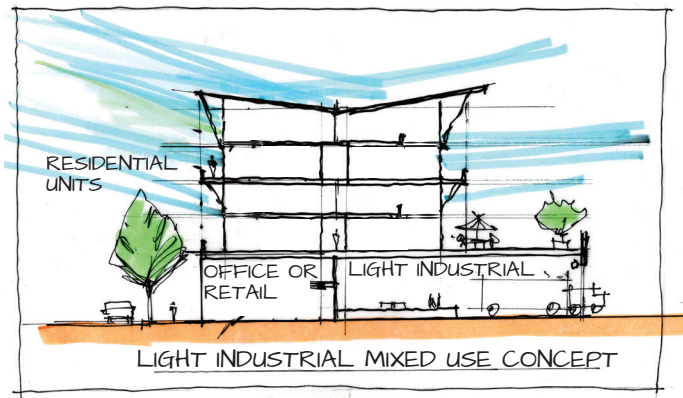


Figure 11: Example of a light industrial and residential mixed use building, showing how residential units might be set back from the loading areas.

**Context and Intent:** The Victoria West neighbourhood is a mixed neighbourhood of largely residential, commercial and mixed uses with pockets of light industrial uses in specific corridors. These light industrial areas accommodate employees and customers, interface with public spaces such as streets and trails, are found adjacent to or across the street from residential or commercial areas, and may contain a mix of uses. Therefore, it is important that care be taken in designing light industrial development to provide a positive environment for users, to minimize impacts on adjacent non-industrial development, and to support the pedestrian environment and public realm.

In addition to the General Guidelines, the following additional guidelines apply to any development which permits a light industrial use:

- i. Where development with an industrial use is located adjacent to or across the street from residential development, ensure a sensitive transition by:
  1. Screening any outdoor storage areas, work areas or loading areas, incorporating generous landscape where adjacent to residential uses. Where light industrial uses or loading are likely to generate noise, screening may include more substantial features (e.g. walls) which provide noise attenuation.
  2. Locating outdoor loading, work and storage areas away from adjacent residential uses.
  3. Providing sufficient building separation between light industrial uses and adjacent residential uses.
  4. Locating and screening ventilation and other equipment so as to minimize noise and visual impacts on residential uses.
- ii. In development which mixes light industrial uses with other uses (including commercial and residential uses), design should mitigate impacts of industrial uses on non-industrial uses. These impacts include but are not limited to noise, odours, glare and visual impacts of outdoor storage and activity. Strategies to achieve this include but are not limited to:
  1. Avoid residential overlook of loading areas or outdoor storage areas, through organization of building massing and orientation of windows and balconies.
  2. Incorporate methods for noise attenuation (e.g. triple-glazed windows; organization of building massing).
  3. Locate air intakes away from loading, circulation or work areas.



# Design Guidelines for Attached Residential Development: Fairfield Neighbourhood





## **Publishing Information**

Title: Design Guidelines for Attached Residential Development: Fairfield Neighbourhood

Prepared by: City of Victoria  
Sustainable Planning and Community Development Department

Status: Adopted - May 10, 2018 - [Proposed Update Fall 2018](#)

Printing Date: [March 08, 2019](#)

Contact details: The City of Victoria  
Sustainable Planning and Community Development Department  
1 Centennial Square  
Victoria, BC V8W 1P6  
E: [planning@victoria.ca](mailto:planning@victoria.ca)  
T: 250.361.0382

Cover photo credit: Stuart Howard Architects Inc.

Diagrams and photos used in this document are for illustrative purposes only.



*Duplexes consist of two units, which may be organized side-by-side, front to back, or up-down. Depending on zoning, each unit may have a suite.*



*Houseplexes consist of multiple residences within a single structure, designed to be compatible with the surrounding neighbourhood and appearing similar in form to a large house.*



*Townhouses can be expressed in many forms. The ownership format may be stratified, rental, or fee simple. The photos above are examples of townhouses oriented to the street.*



*Stacked townhouses (above, left) allow for up-down units within a townhouse-style building. Each unit typically has its own access at grade, and ground-level units may provide accessible living. Some townhouse developments, where supported by zoning and city policy, may be organized in more than one row around a common courtyard (example above, right).*

## Design Guidelines for Attached Residential Development

### Purpose

The purpose of these guidelines is to encourage high quality design that enhances neighbourliness and social vitality and creates a good fit with the existing neighbourhood.

### Application

Attached Residential Developments can be designed in different forms (e.g. duplexes, townhouses or rowhouses which occur side-by-side; smaller multiplexes/houseplexes.) They can also be designed in different configurations, and may involve stacked units or more than one building on a site, which may be organized in more than one row where supported in plan policies and permitted by zoning. Units located at grade generally have direct access to outdoor space, while upper units may have direct access or shared entries.



## Context

Victoria's Traditional Residential areas contain a variety of housing types, including single-detached houses as well as a mix of duplexes, multiplexes and townhouse style developments. Some areas have distinctive styles, having been built during a specific period often before World War 2 (particularly during a building boom in the early part of the 1900s), while others reflect a post-World War 2 character. Many areas display a variety of styles as lots infilled over the years, and houses range from simple bungalows and ranchers to larger mansions.

Most of Victoria's Traditional Residential areas are characterized by the presence of front and back yards, with tree-lined streets. An important proportion of Victoria's urban forest and tree canopy is found in Traditional Residential areas, both as street trees and on private property. These areas also display a diversity of topography which may include varied soil types and rock outcrops. Some fall within important ecosystems, such as Gary Oak meadow.

Another common element of Victoria's Traditional Residential neighbourhoods is that most (though not all) lots lack laneways, unlike other cities of a similar age in North America.

Victoria has embraced diversity within this context, with policies endorsing secondary suites, garden suites, the conversion of existing houses to multiple residences, and infill housing in the form of duplexes, townhouses and multiplexes. Many larger character houses have been successfully converted into multiple rental or strata residences.

## Objectives

**Site Planning:** To site buildings in a manner that considers and maintains the pattern of landscaped front and back yards, that makes a positive contribution to the streetscape and that achieves a more compact residential building through increased "eyes on the street."

**Orientation and Interface:** A friendly face: To ensure new development is oriented and designed to enhance public streets and open spaces and encourage street vitality and safety

**Building Form and Design:** To achieve buildings of high architectural quality and interest with human-scale building proportions that are oriented towards and are compatible with the established streetscape character and pattern. Human scale refers to the use of architectural features, details and site design elements that are human proportioned and clearly oriented towards pedestrian activity.

**Neighbourliness/Compatibility:** To respond to the established form and architectural characteristics of surrounding buildings in order to achieve new buildings which are compatible with their context and minimize impacts on neighbours.

**Mechanical Equipment and Service Areas:** To site and screen mechanical equipment and service areas to minimize impacts on neighbours and the public realm.

**Materials:** To use materials which are high quality, weather gracefully, and contribute to the overall neighbourhood image.

**Open Space Design:** To enhance the quality of open space, support the urban forest, provide privacy where needed, emphasize unit entrances and pedestrian accesses, provide amenity space for residents, reduce storm water runoff, and to ensure that front and rear yards are not dominated by parking.

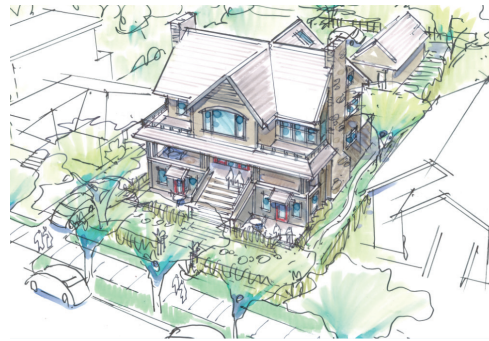


## 1) Site Planning

**Objectives:** To site buildings in a manner that considers and maintains the pattern of landscaped front and back yards, that makes a positive contribution to the streetscape and that achieves a more compact residential building form, while maintaining livability.

### a. Building Placement

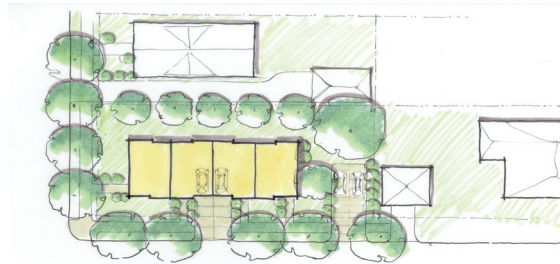
- i. Attached residential buildings should be designed parallel to the street with unit entrances oriented to, and directly accessed from the street. Both front and rear yards should be provided.
- ii. For properties that include buildings of heritage value (Heritage Designated or listed on the City's Heritage Register) alternative siting of new buildings or additions may be considered to facilitate heritage conservation.
- iii. For properties that include significant natural features (e.g. significant trees, topography, rocky outcrops), buildings and landscape should be sited and designed to respond to natural topography and protect significant natural features wherever possible. Strategies to achieve this include but are not limited to alternative siting or clustering of buildings to avoid disturbance of natural features, and clustering of parking to reduce pavement on the site. (See also Section 4)



*Example of a multiplex (houseplex) oriented to the street, with a mix of parking and landscape behind.*



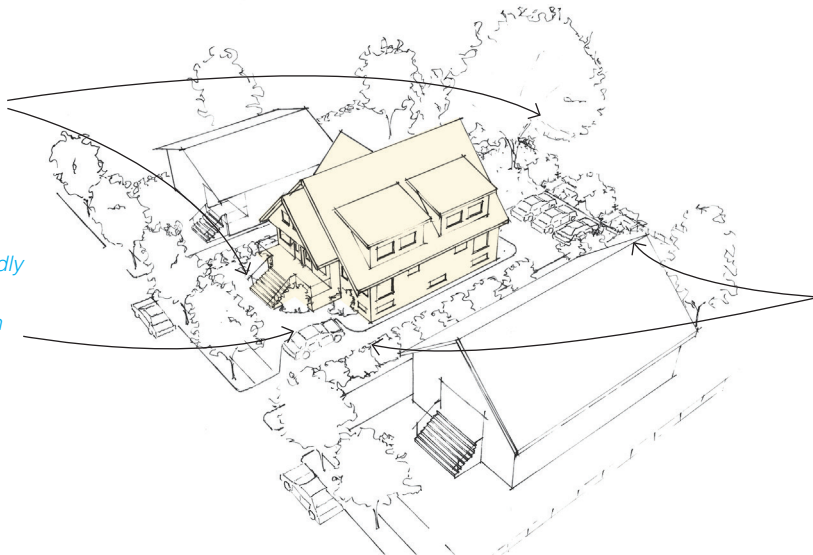
*Examples of how townhouses along a street might be arranged with well-articulated street frontages (above and below).*



*Example of how townhouses might be organized on a corner lot to minimize curb cuts and provide for on-site open space.*

*Maintain pattern of green front yards and back yards, and urban forests*

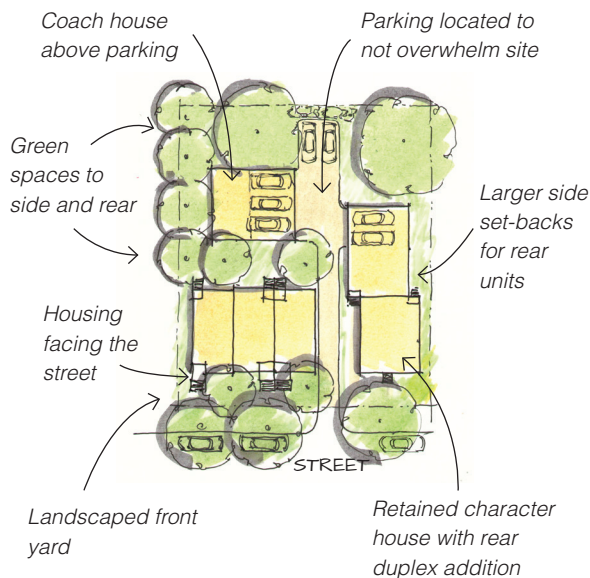
*Having buildings present a friendly face to the street, with clear front entries, and human scale design*



*Consider limited front or side yard parking to maximize green space in the back yard*

iv. Some locations and lot sizes, as noted in local area or neighbourhood plans or other city policies, may permit developments sited in more than one building on a site (i.e. more than one row). This may include “courtyard townhouses” or a main building at the front of the lot and a smaller building such as a coach house to the rear. For these developments, the following should be achieved:

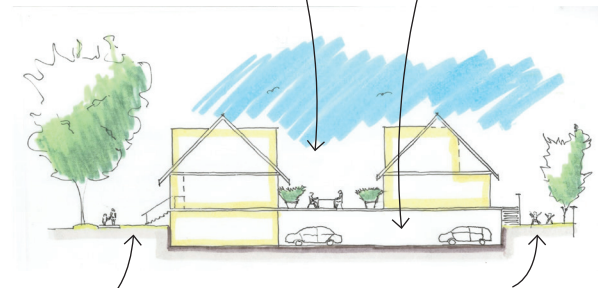
1. Site planning should ensure that public streets are faced with dwelling units that have direct access to the ground and the public sidewalk;
2. Units located in the interior of lots should be designed with adequate separation from other buildings and have access to open space;
3. Vehicle access, parking and circulation should be integrated sensitively so it is not the dominant aspect of the development. See Section 1. vi. for further guidance.
4. Dwelling units located in the interior of a site should have rear yard and side yard setbacks sufficient to support landscape and sensitive transitions to adjacent existing development and open spaces.
5. Sufficient building separation should be provided between buildings to maximize daylight and minimize shadowing and overlook.



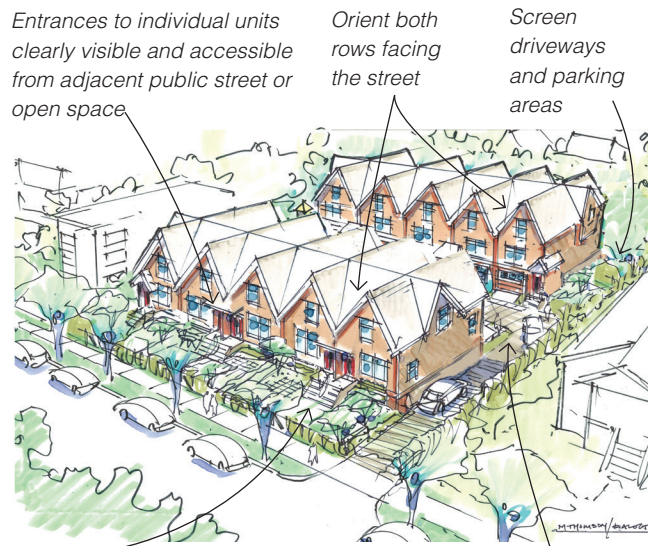
*Development fronting the street may in some cases be complemented by limited development to the rear of the lot, retaining backyard open space.*

Ensure adequate building separation to enable natural daylight penetration (8 metres is desired)

Design driveways and parking access as flex-use shared spaces



*A mix of landscape, fenestration and parking create a more interesting space.*

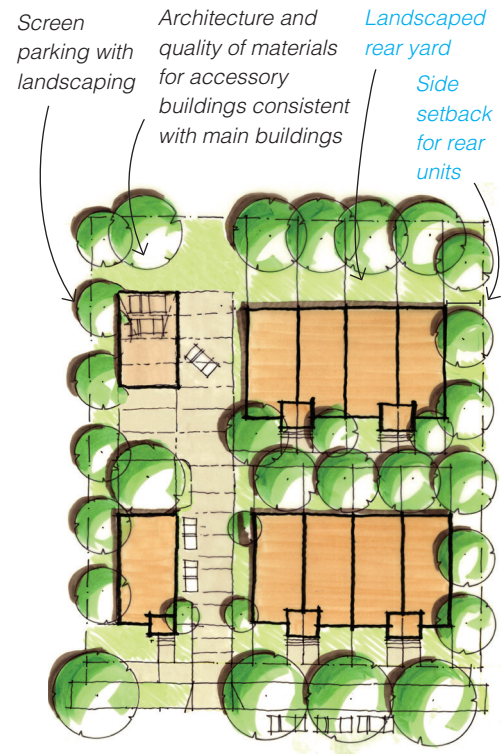


Ensure clear pedestrian access to rear units

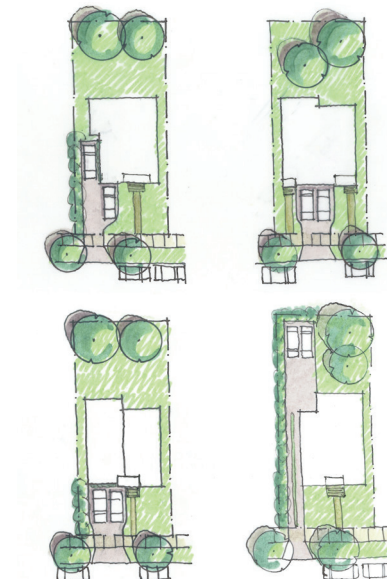


6. Buildings which do not front onto the public street should be sited to provide sufficient separation from shared property lines and adjacent development in order to reduce overlook and shading, protect privacy for residents and neighbours, and provide space for landscaping.
  7. Consider lower height and massing of buildings located to the rear of a site, compared to the front, where this would mitigate impacts on neighbouring properties.
  8. Integrate landscape into parking courts. Wherever possible, integrate one or more trees within or directly adjacent to a parking court or rear yard parking area.
  9. Consider varying garage and parking orientations (e.g. a mix of garages oriented to the street, to a parking court, or units with parking separated from the unit) to avoid drive aisles dominated entirely by garage doors. A mix of entries, patios, windows and landscape create a more livable and inviting space.
- v. “Galley-style” developments, where building complexes are sited perpendicular to streets with residential unit entries oriented internally, are strongly discouraged. This layout is discouraged because it does not orient as many residential units towards the street, typically provides less landscaped open space, and can create poor transitions to adjacent backyards or future development on neighbouring lots.
- vi. Vehicular access, circulation, garage doors and parking should not be the dominant aspect of developments and should be integrated to minimize impacts on fronting streets and adjacent public and private open spaces. Design strategies should be employed to minimize the impact of accommodating vehicles on site, including but not limited to the following:

1. Integrate parking in a manner that provides substantial landscaped areas in rear yards;
2. Locate and consolidate off-street parking areas to minimize extent of driveways and eliminate need for driveway access to individual units (refer to site plan showing shared/clustered parking);
3. Consider grouping driveway access points to minimize the number of driveway cuts and maximize space for landscaping and on-street parking;
4. Location of driveway access should strive to preserve existing canopy trees or provide opportunities for new canopy trees within the boulevard by providing enough planting space. See Section 4 Open Space Design for further guidance;
5. Front-accessed parking may be appropriate in some areas in order to avoid excessive pavement in rear yard areas. In these cases, attention to design is required to emphasize front yard landscape, provide tree planting space, and ensure a pedestrian-friendly building façade.
6. Minimize the impact of garage doors and vehicular entries by recessing them from the facade to emphasize residential unit entries.



*Example of a site layout which clusters parking in order to minimize the area of the site dedicated to vehicle circulation, and enhances the relationship of individual units to open spaces.*



*Examples of site layouts for duplexes which support the pattern of landscaped front and back yards, urban forest, buildings which presents a friendly face to the street and considers livability.*

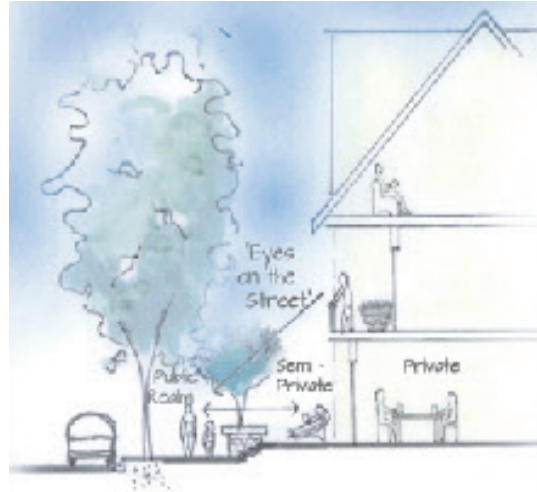


7. Use high quality and, where appropriate, permeable paving materials for driveways;
8. Use attractive, high quality materials and consider incorporating glazing in garage doors;
9. See Section 4, Open Space Design for additional design guidelines related to landscaping and screening.

## 2) Orientation and Interface - A Friendly Face

**Objectives:** *To ensure new development is oriented and designed to enhance public streets and open spaces and encourage street vitality and safety through increased “eyes on the street.”*

- a. Residential buildings should be sited and oriented to overlook public streets, parks, walkways and open spaces balanced with privacy considerations.
- b. Developments should maintain a street-fronting orientation, parallel to the street.
- c. All residential units facing streets should have entries oriented towards, and be clearly accessible and visible, from the street.
- d. Where some units do not front onto a public street, a clear, legible and welcoming pedestrian pathway from the public street should be established.
- e. For developments that have interior-facing units, ensure unit entries are legible. *This is important for welcoming visitors, for emergency responders and as a principle for CPTED (Crime Prevention through Environmental Design). Strategies to achieve this include:*
  - i. Visible addressing to help visitors navigate to the entry. Where an entry is shared, include addressing at the shared entry.
  - ii. Defining features such as a roof overhang or other features to help identify the entry.
  - iii. Provide low-glare outdoor lighting beside or above entry doors as well as walkways, to enhance security and to help identify the entrance.
  - iv. Entries to at-grade or basement units should be accessible wherever possible.
  - v. If the entrance is immediately adjacent to a parking area, delineate the entrance with planters or other landscape features to provide visual relief and a clear separation from the parking area



*Example of interface with street.*



*Example of townhouse units with friendly interface.*



*A houseplex with visible entries establishing friendly relationships to the street, landscaped front yards, porch or semi-private transition spaces, legible doors and windows.*

- f. Consider design strategies to delineate private front yard spaces, porches or patios from the public realm, while maintaining visibility of unit entrances. Design strategies may include but are not limited to:
  - i. elevating the front entryway or patio slightly above the fronting sidewalk level; or
  - ii. where a change in grade is not desired to provide accessibility, delineate the space through other means such as landscaping features, low fencing or planters.
- g. The design and placement of buildings and landscape should establish a sensitive transition to adjacent parks, trails, open spaces, and natural areas, considering a landscaped edge; respect the root zones of adjacent trees; and minimize impacts on ecologically sensitive areas and natural features.
- h. For new development adjacent to parks and larger public outdoor open spaces, design should clearly delineate private from public spaces, to avoid “privatizing” of public space.
- i. The location of blank walls or extensive parking areas adjacent to parks, trails and natural areas is strongly discouraged.



*Where unit entries do not directly face the street, design features including pathways, gates, signage, lighting, and visibility make it clear where unit entries are located.*



*Where zoning permits, townhouses may be built close to the street (left). This example shows how a front porch or patio and landscape can create a friendly face, transition from the public to the private realm with landscape, and result in a comfortable and usable space. In other areas (right), setbacks and green front yards establish a pattern.*



### 3) Building Form, Features and Context

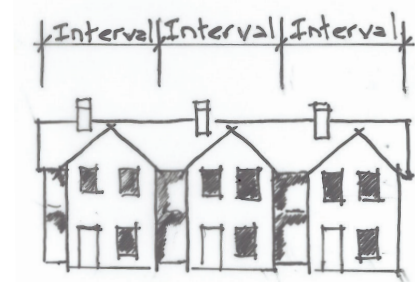
#### 1. Building Form and Design

**Objectives:** To achieve buildings of high architectural quality and interest with human-scale building proportions that are oriented towards and are compatible with the established streetscape character and pattern. Human scale refers to the use of architectural features, details and site design elements that are human proportioned and clearly oriented towards pedestrian activity. Building articulation refers to the many street frontage design elements, both horizontal and vertical, that help create an interesting and welcoming streetscape.

- a. Building design elements, details, and materials should create a well-proportioned and cohesive building design and exhibit an overall architectural concept.
- b. Incorporate a range of architectural features and design details into building facades that are rich and varied in detail to create visual interest when approached by pedestrians. Examples of architectural features include:
  - i. building height, massing, articulation and modulation
  - ii. bay windows and balconies
  - iii. fenestration pattern (proportions and placement of windows and entry ways)
- c. **For townhouse type development:** modulation in facades and roof forms are encouraged to break up building mass, differentiate individual units within attached residential developments, and to provide architectural interest and variation along the street.
  - i. Individual units should include distinct design elements while being compatible with neighbouring units as part of an overall architectural concept.
  - ii. Longer rows of townhouses (exceeding approximately 4 units) should generally be broken up.
- d. Houseplexes and multiplexes may be designed to appear as a single building with a shared roof form. In these cases, design features should make clear that the building comprises different units through legible front entries (see Part 2 Orientation and Interface). Duplex buildings may choose either of these strategies.



Development which exhibits a cohesive architectural expression, with variation in units, clear front entries, and architectural interest for pedestrians.



Historic traditional townhouses (left) demonstrate human scale architecture, relationship to the public street, and cohesiveness of architectural expression. These same principles should guide the design of more modern developments which may be expressed in varied architectural styles (example at right).



- e. Entrances should be located and designed to create building identity, to distinguish between individual units, and generally create visual interest for pedestrians. Well-considered use of architectural detail and, where appropriate, landscape treatment, should be used to emphasize primary entrances, and to provide “punctuation” in the overall street-scape treatment.
- f. Upper floor areas should be integrated into roof forms to help further mitigate the scale of new developments.
- g. Balconies should be designed as integral to the building. Overly enclosed balconies should be avoided, as these limit views and sunlight access.
- h. Building sidewalls should be designed to be attractive and interesting when viewed from adjacent buildings, street, and sidewalks through the use of materials, colours, textures, articulation, fenestration, and/or plant material.
- i. Creative use of landscaping or other screening should be used to reduce the perceived scale of adjacent development without compromising surveillance of public areas.
- j. Accessory structures should be compatible in architectural expression and quality of materials to main structures.



*Example of a well designed balcony.*

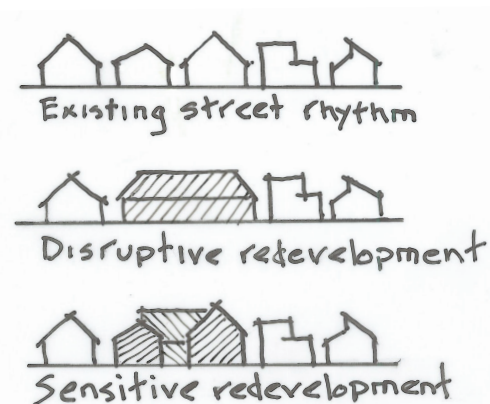
## 2. Neighbourliness/Compatibility

**Objectives:** *To respond to the established form and architectural characteristics of surrounding buildings in order to achieve new buildings which are compatible with their context and minimize impacts on neighbours..*

- a. New development should ensure a good fit with existing development by incorporating architectural features, details and building proportions that complement and respond to the existing architectural context, and by referring to distinctive and desirable architectural qualities of existing adjacent buildings in new development. Consideration should be given to the following aspects of development:
  - i. building articulation, scale and proportions
  - ii. similar or complementary roof forms
  - iii. building details and fenestration patterns
  - iv. materials and colour
- b. In some cases where a contextual architectural form and pattern does not exist, architectural character may be created rather than reflecting contextual precedent. In such cases, a well designed, new project can become a contribution to the context that may inform future development considerations.
- c. New townhouse development should transition in scale to existing residential buildings. Strategies to achieve this include but are not limited to the following:



*Examples of a duplex (above) and houseplex (below) responding to existing scale, proportions, and architectural context.*

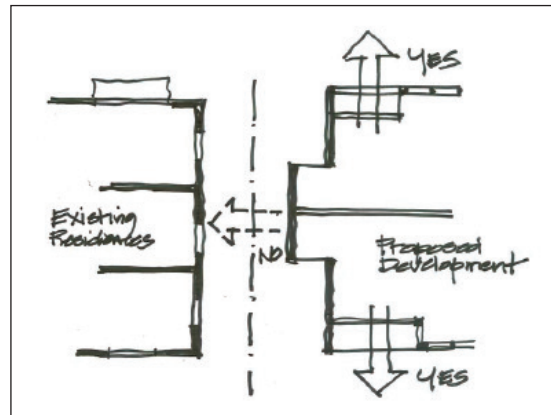
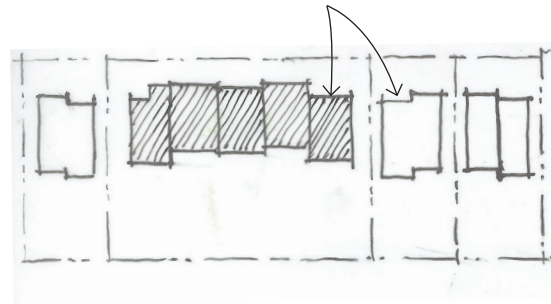


- i. A maximum one storey height difference between the end units of new street fronting developments and adjacent existing development should be achieved.
- ii. The end units of new street fronting townhouse developments should be sited to match or transition to the front yard set back of adjacent existing residential buildings.
- d. The views from upper stories of new buildings should minimize overlook into adjacent private yards, especially in less intensive areas. Strategies to achieve this include but are not limited to the following:
  - i. Increased setback.
  - ii. Stagger windows to not align with adjacent, facing windows.
  - iii. Primary windows into habitable spaces, and also decks and balconies, should not face or be oriented to interior side-yards
  - iv. Locate and screen upper level windows, decks, and balconies to minimize overlook.
  - v. Use of skylights, translucent windows and clerestory windows are encouraged to minimize overlook of side yards.
  - vi. Landscape screening.
- e. Site, orient and design buildings to minimize shadowing impacts on adjacent properties.

*New developments should transition in height to existing adjacent residential buildings*



*End units should be set back to match or transition to existing neighbouring houses*



*Orientation and placement of windows, balconies and porches to respect privacy of adjacent development*

### 3. Mechanical equipment and service areas

**Objective:** *To site and screen mechanical equipment and service areas to minimize impacts on neighbours and the public realm.*

- a. Mechanical equipment, vents and service areas (e.g. for the collection of garbage or recycling) should be integrated with architectural treatment of the building, and screened with high quality, durable finishes compatible with building design.
- b. Mechanical equipment, vents and service areas should be located to minimize impacts on adjacent development by avoiding proximity to windows, doors and usable outdoor spaces.
- c. Location and installation of gas and electrical meters and their utility cabinets, as well as other mechanical or service apparatus should be carefully integrated into building and site design. Gas and electrical metres and utility cabinets on building frontages should be screened.

## 4. Materials

**Objective:** To use materials which are high quality, weather gracefully, and contribute to the overall neighbourhood image.

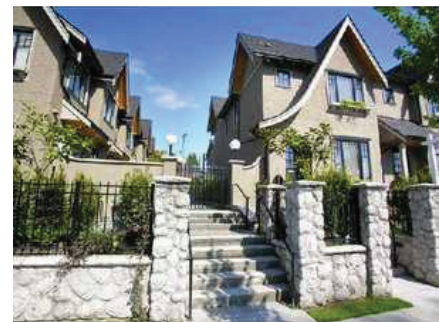
- a. An integrated, consistent range of materials and colours should be used, and variety between buildings and building frontages should be provided that is consistent with the overall streetscape.
- b. In general, new buildings should incorporate substantial, durable and natural materials into their facade to avoid a 'thin veneer' look and encourage graceful weathering of materials over time. Materials such as masonry, stone, natural wood, etc. are encouraged. Vinyl siding, large areas of stucco, and imitation stone/rock are discouraged and should generally be avoided.

## 4) Open Space Design

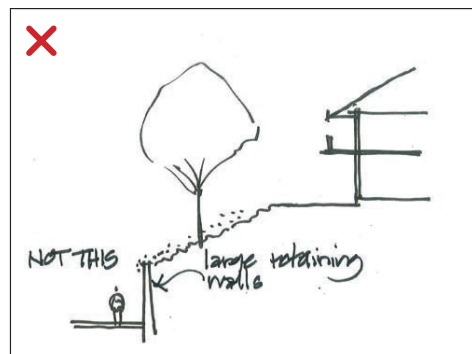
**Objective:** To enhance the quality of open space, support the urban forest, provide privacy where needed, emphasize unit entrances and pedestrian accesses, provide amenity space for residents, reduce storm water runoff, and to ensure that front and rear yards are not dominated by parking.

### 1. Landscaping and site design

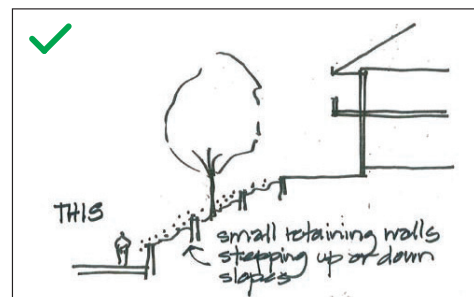
- a. Landscape treatments including use of front patios, accented paving treatments, fence and gate details, and other approaches are encouraged to help call out a residential entry and add interest along the street and sidewalk
- b. Areas within setbacks should incorporate plantings to create a green interface between buildings and streets
- c. Topographic conditions should be treated to minimize impacts on neighbouring development, for example by using terraced retaining walls of natural materials or by stepping a project to match the slope.
- d. Development should avoid significant reworking of existing natural grade.
- e. Where a building's ground floor is elevated above a pedestrian's eye level when on the sidewalk, landscaping should be used to help make the transition between grades. Some techniques for achieving this guideline include:
  - i. rockeries with floral displays, live ground cover or shrubs.
  - ii. terraces with floral displays, live ground cover or shrubs.
  - iii. low retaining walls with raised planting strips
  - iv. stone or brick masonry walls with vines or shrubs.



Examples of high quality materials in buildings and landscape elements



Avoid large retaining walls and significant reworking of natural grade.



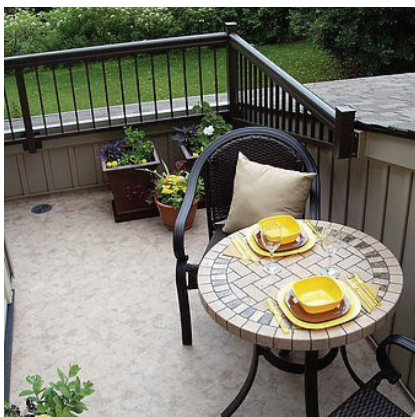
Transition sensitively between grades.



- f. Accessibility should be provided, where possible, in open space design.
- g. Landscape areas are encouraged to include a mixture of tree sizes and types
- h. Landscape on sites with significant natural features (e.g. significant trees, topography, rocky outcrops) should be located and designed to be sympathetic to the natural landscape.
- i. Consider planting tree species and other landscape plants that will tolerate a degree of drought and will survive the summer water restrictions and dry conditions of southern Vancouver Island.
- j. In considering tree placement along boulevards or in the front yard setback adjacent to street rights-of-way, consider tree sizes and spacing indicated by the City's specifications and policies for street trees.
- k. Landscaped screening along circulation and parking areas which abut lot lines is strongly encouraged, while maintaining site lines and enabling casual surveillance. Other surface parking areas should be screened with landscaping.
- l. Integration of landscaping to soften hardscape areas associated with vehicle circulation and parking is encouraged.
- m. Site design should integrate features to mitigate surface runoff of stormwater. This may include a variety of treatments (e.g. permeable paving for driveways and parking areas, landscape features designed for rainwater management, cisterns or green roofs, and/or other approaches) which are consistent with approved engineering practices and other city policies.
- n. Non-glare lighting should be provided at residential unit entrances, along pedestrian paths and common areas to contribute to safety. Lighting strategies that mitigate undue spill-over for adjacent residential units are strongly encouraged.

## 2. Provide Outdoor Amenity Space for Residential Units

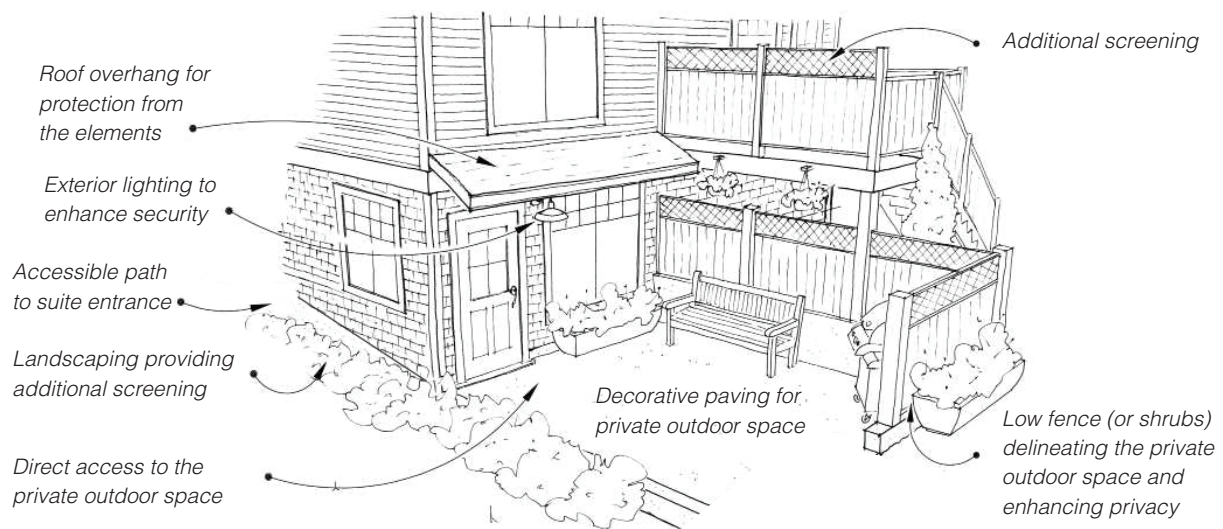
- a. Residential units, including suites, are strongly encouraged to have direct access to usable outdoor amenity space. This may include a patio, porch, balcony, deck, or similar feature of sufficient size and dimensions to be usable, attractive and comfortable. At a minimum, access to a shared yard or amenity space should be provided.
- b. Consider factors such as privacy and access to sunlight in locating and designing amenity spaces.



*Example of upper-storey balcony designed with consideration for usable dimensions, access to sunlight, and balancing outward views with privacy concerns.*



*Examples (above) of usable outdoor amenity space for ground-oriented units, with screening for privacy and sufficient dimensions for usability.*



*Illustration of strategies for effective design of usable outdoor amenity space for a suite.*

## 5) Additional Livability Guidelines for Suites

Some forms of housing may have suites (e.g. lock-off suites). In addition to the guidelines elsewhere, the following guidelines apply:

### 1. Design for Livability

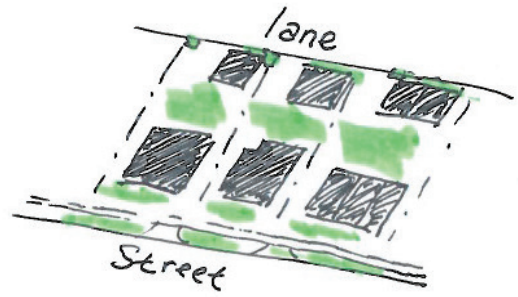
- a. Suites should be provided with windows of sufficient size and orientation to provide for sunlight and outward views.
- b. Where a suite is located in a basement, smaller windows or light wells with obstructed views should not be the primary window orientation.
- c. Avoid locating at-grade windows directly adjacent to parking spaces. Windows in these locations should generally contain landscape separation from the parking space.
- d. Where topography and basement suite location do not allow for outward looking windows and entry, consider the creation of a sunken patio, generally located at the rear or side of a building (also see part 4), section 2, of these guidelines regarding outdoor amenity space).
- e. Exterior pathways and entries leading to basement-level or at-grade suites should be designed to be accessible wherever possible.
- f. Taking advantage of grade changes on a site can help locate suites in a way which provides for access to sunlight, amenity space, and accessible entry.
- g. Provide adequate storage space including bicycle storage for suites.

## 6) Additional Guidance for dwelling units adjacent to laneways

Some infill housing types may include dwelling units which are located adjacent to a laneway. While laneways are typically seen as service areas which access parking, they also provide a unique character to blocks where they are found. While few in number, many of Victoria's laneways are bordered by landscaping and serve as areas where pedestrians and slow car traffic mix. While allowing for access and parking, housing units located adjacent to laneways are encouraged to create a welcoming laneway frontage, provide for casual surveillance, and retain or enhance landscape along the laneway.

- a. Development of housing adjacent to a laneway should:
  - i. create a welcoming frontage through the inclusion of legible entries, gates or pathways, and fenestration oriented to the laneway

- ii. provide for casual surveillance of the laneway through the location of windows or balconies
  - iii. include a modest setback from the laneway's edge to accommodate landscape or pedestrian areas between the edge of the lane (or parking) and the building
  - iv. be sited to preserve mature trees and provide tree planting spaces which enhance the appearance of the laneway
  - v. provide low-glare, downward facing lighting at entries and to enhance a sense of safety
  - vi. minimize stormwater runoff onto the laneway
- b. Massing and location of windows, porches and decks should limit overlook and shadowing of adjacent back yards.
  - c. Green spaces should be provided to the centre of the lot as compatible with existing patterns.



*Example of primary building oriented to the street and laneway units in the back with greenspace in the middle of the lot, fitting into the existing pattern.*





# Cook Street Village Design Guidelines

**Publishing Information**

Title:	Cook Street Village Design Guidelines
Prepared by:	City of Victoria Sustainable Planning and Community Development Department
Status:	Proposed Winter 2019
Printing Date:	Spring 2019
Contact details:	The City of Victoria Sustainable Planning and Community Development Department 1 Centennial Square Victoria, BC V8W 1P6 E: planning@victoria.ca T: 250.361.0382
Cover photo credit:	Jo-Ann Loro



# Cook Street Village Design Guidelines

## Preamble

These guidelines apply to properties that are located within the Cook Street Large Urban Village. They are intended to supplement the *Design Guidelines For: Multi-Unit Residential, Commercial and Industrial, July 2012* which address form and character of developments across the city.

It is intended that both guideline documents will be considered together in conjunction with other applicable guidelines noted in each designated development permit area as detailed in the Official Community Plan. Collectively, the guidelines are intended to guide applicants in achieving new development and additions to existing buildings that result in design excellence, livability, and high-quality pedestrian environments. This is intended to contribute to sense of place and urbanism that is responsive to Victoria's context, while enabling flexibility and fostering creativity.

All visuals in this document are provided for illustrative purposes only to support description of the guidelines.

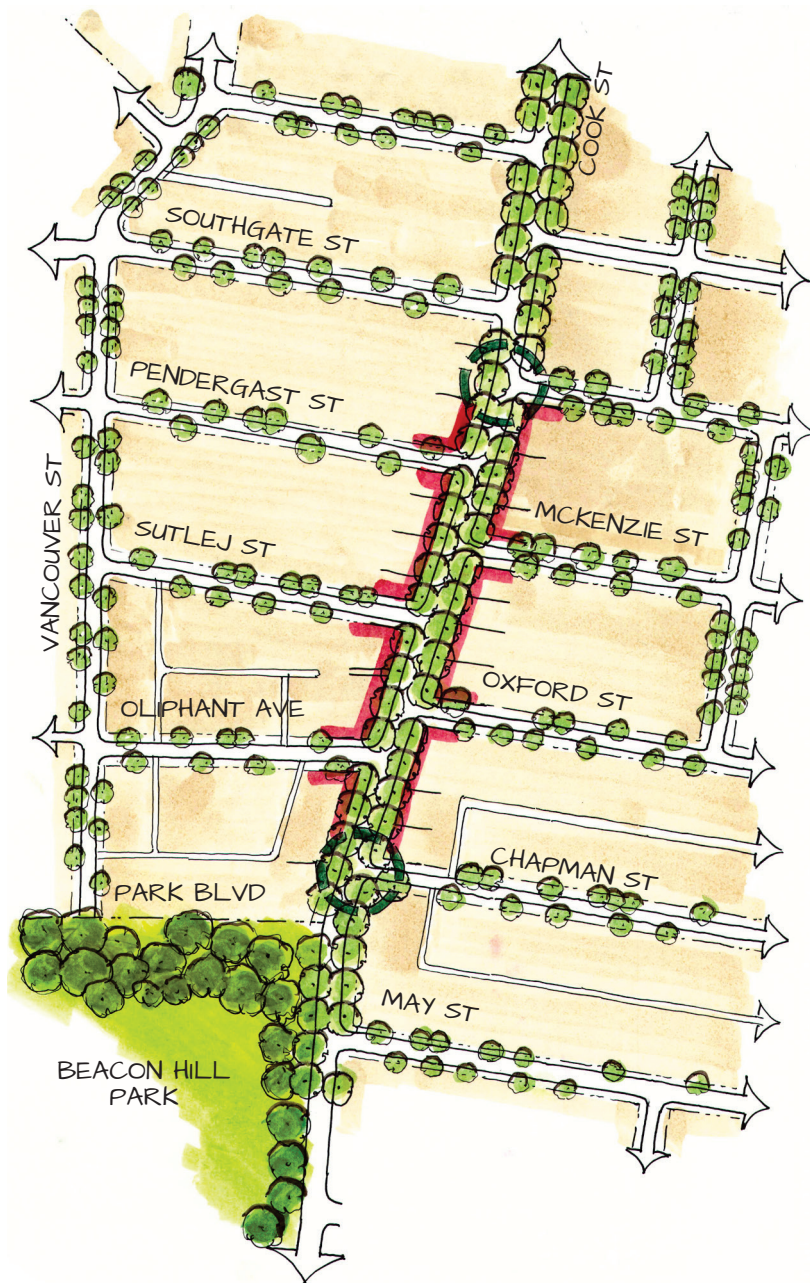


Cook Street Village area

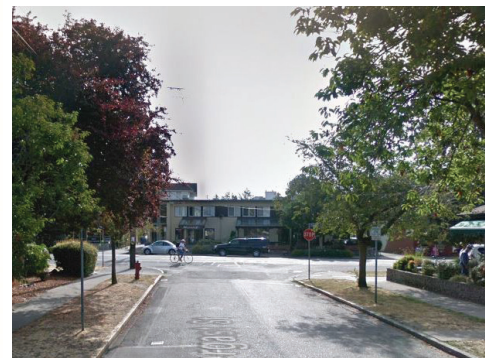


## Context and Character Defining Features

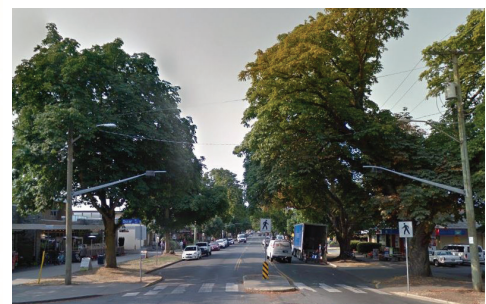
Cook Street Village is a beloved destination for Fairfield residents and many others across the region, due to its unique collection of shops, cafes, services and proximity to parks and waterfront. The unique and highly cherished character and identity of Cook Street Village is defined principally by the mature horse chestnut trees with their large and lush canopies and the generous boulevard they are planted within; the diverse mix of pedestrian oriented shops, restaurants and cafes that line and spill out onto the sidewalk/boulevard and the vibrant street life that results. The street network and block structure in the village are also unique physical characteristics of the Village: The T-intersections provide opportunities for terminating vistas and sunlight penetration, and the slight curves in the street (chicanes) at either end of the village create natural gateways. Additionally, there is a desire to ensure a slow safe, comfortable and convenient environment for all modes of travel within and through the village to maintain and enhance its pedestrian orientation and character.



*Mature boulevard trees and pedestrian vitality define the character and identity of the village*



*T-intersections are a unique characteristic of the village*



*Village gateways are defined by tree canopy, pedestrian crossings with medians, and slight deflection in street alignment at either end of the village*



# Design Principles

It is the intent of these guidelines that new buildings respond to the positive aspects of the existing and planned future context of Cook Street Village and support the following principles:

- Protect and renew the street tree canopy
- Maintain the sunny and open feeling of the streets
- Encourage a fine-grained expression of building frontages at the street level and upper storeys
- Encourage front patios, display areas, seating and other semi-private space in front of businesses
- Keep the eclectic, unique feel of the village
- Create a series of diverse and welcoming public spaces

## General Guidelines

### 1. Context and Streetscapes

*Intent: Achieve a sense of human-scale building façades which front Cook Street and which support the future healthy, lush and mature boulevard trees; provide space for patio dining and display areas; and allow for the penetration of sunlight.*

- a. For new buildings fronting onto Cook Street, development proposals are required to assess and demonstrate incorporation of measures to support existing and future large canopy boulevard trees, and support other livability and built form objectives, through incorporation of a combination of ground floor setbacks and upper storey step-backs, as follows:
  - i. An average 2 metre setback (from the fronting property line) for the first storey
  - ii. An average 5 metre setback (from the fronting property line) after the second storey



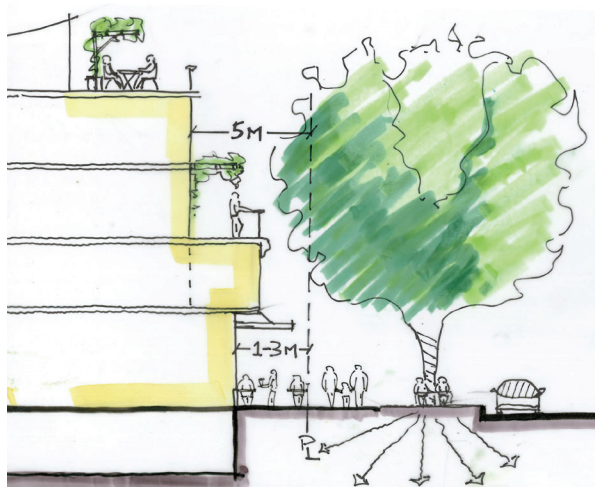
*Shops and cafes spill out onto the sidewalk to create a vibrant streetscape environment*



*Street performance supported by generous sidewalk and boulevards.*



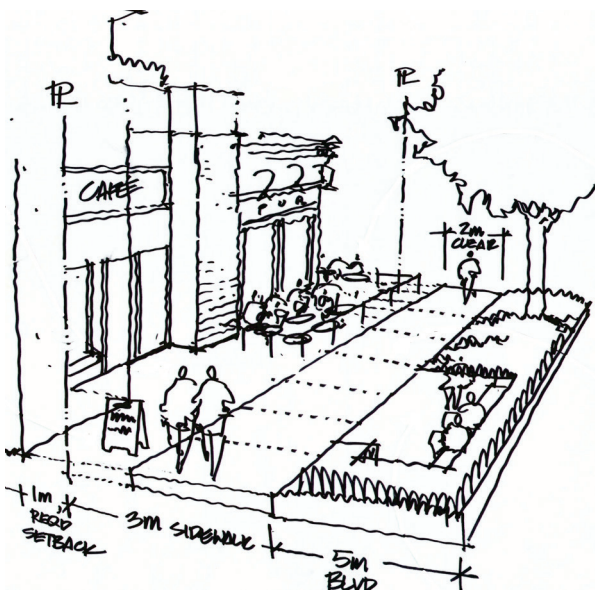
*Development proposals are required to assess and demonstrate incorporation of measures to support existing and future boulevard trees in the village.*



*Site and design buildings to support healthy tree canopy and root growth*



*A maximum 8-10 m commercial entry spacing and 4 m minimum ground floor to ceiling height is desired.*



*Incorporate patio cafes, seating and other pedestrian oriented features*

- iii. Setbacks from the property line for underground parking structures to support existing and future tree root growth to the satisfaction of the City Arborist
- iv. Development applications should include an arborist's report addressing any impacts on existing or future mature street trees, to the satisfaction of the City Arborist.
- v. A maximum building height of 4 storeys at 13.5 metres
- b. On flanking streets, incorporate a minimum 1 metre setback from the property line, and an additional upper level setback of 3 metres (from the property line) above the 3rd storey.
- c. Buildings should create "eyes on the street" and public spaces by orienting doorways, windows and balconies to overlook public streets, sidewalks, walkways, parks or plazas, and other open spaces.

## 2. Active Street Frontages

- a. The first storey of a mixed-use or commercial building should be designed with a minimum floor-to-ceiling height of at least 4m and a minimum depth of approximately 10 metres to accommodate a range of commercial uses.
- b. Buildings with commercial uses at grade should be designed with a series of modulated storefronts and entrances, with transparent glazing. This strategy should be used even where a building contains a larger commercial space. Maintain a pattern of shop front modules and entry spacing of generally 8-10 metres
- c. Buildings are encouraged to incorporate varying setbacks, with portions of the front façade set back further, up to 3m from the property line, to accommodate features such as patios, seating or courtyard areas.



d. Ground-floor commercial uses on corner sites along Cook Street should have a visual presence and identity on both street frontages through the use of entrances, windows, awnings and other building elements.

e. Commercial patio spaces should be designed to be welcoming and accessible to people with diverse abilities

f. Built elements of commercial patios should be compatible in material and design with the overall building as well as the streetscape context.

g. For patio and display areas, consider use of pavement patterns and/or textures which distinguish these areas from the public sidewalk.

### 3. Building Design

Building façades, especially those facing streets, should be well-designed and articulated with human-scale architectural features that create visual interest for pedestrians. Facade designs should consider the rhythm and pattern of existing building façades and architectural elements in the surrounding context, such as building articulation, roof-lines, window placement, entryways, canopies and cornice lines, while creating a diversity of design to enhance the eclectic look and feel of the village.

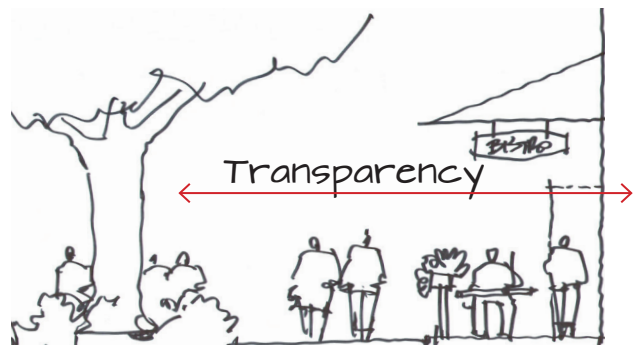
a. Large expanses of blank walls should be avoided. Where this is not possible, design treatments such as vertical plant materials, landscaping, art (e.g. mosaic, mural or relief) or the use of other building materials and building elements are encouraged to add visual interest.

b. Weather protection for pedestrians should be provided in the following manner:

- i. Individual canopies or awnings of sufficient depth should be provided to protect pedestrians from inclement weather, especially at building entrances.
- ii. The underside of canopies should be illuminated.



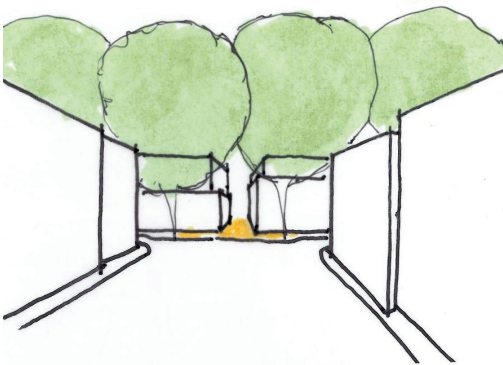
*Incorporate active and attractive building fronts and streetscape elements into building design*



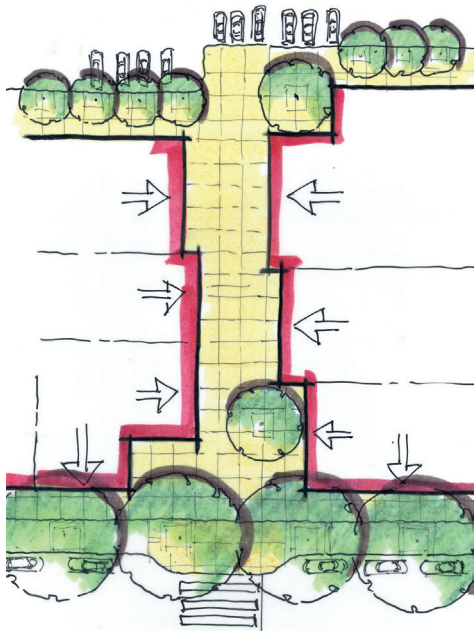
*Incorporate transparent shop fronts with weather protection and pedestrian oriented signage and lighting to support pedestrian activity*



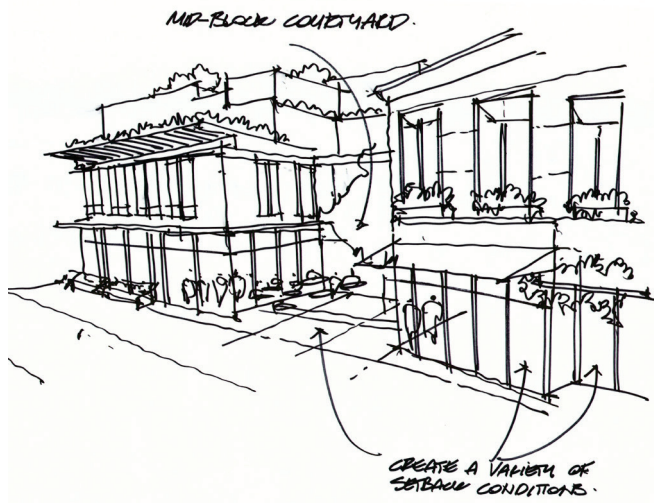
*Large areas of glazing, canopies and sidewalk cafes, and upper storey balconies over looking the street help support village vitality.*



*Incorporate courtyards, pedestrian pass-throughs and architectural features at terminating vistas created by t-intersections.*



*Mid-block courtyards and pedestrian pass-throughs enhance the pedestrian amenity and connectivity of the village (above and below).*



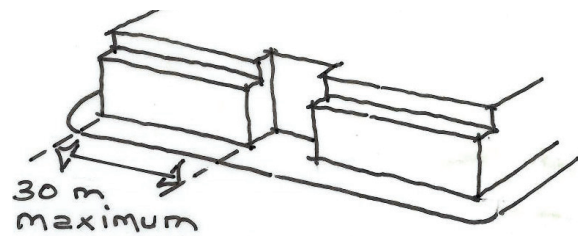
- iii. Canopies with translucent or frosted glazing are encouraged to maximize winter sunlight, particularly for north-facing façades.
- iv. Incorporate pedestrian-oriented signage and lighting
- c. Building design should respond to corner sites and terminating vistas at T-intersections
  - i. For buildings located on a corner, the corner design should include an architectural feature that addresses and emphasizes the corner. Strategies to achieve this include but are not limited to a chamfered or setback corner, prominent glazing, or a primary building entrance oriented to the corner.
  - ii. Building design should emphasize and positively respond to terminating vistas created by T-intersections by incorporating pedestrian oriented features such as entryways, seating areas, court yards and patio cafes, and architectural features such as projecting bays and balconies, building modulation, and distinct roof lines.
  - iii. Consider unique roof-lines for taller buildings that have a visually prominent location (e.g. at corners, or at terminating vistas of streets, or at gateways) in order to create a distinct landmark.
- d. A diversity of building forms and designs are encouraged along Cook Street to celebrate and enhance the eclectic look and feel of the street and create a diverse expression and visual interest along the street.
- i. Incorporate façade modulation and articulation, and encourage varied heights and massing between buildings, to create visual interest and avoid uniformity of buildings within the village
- e. Incorporate mid block pedestrian pass-throughs and courtyards where appropriate with active frontages to help break up the mass of larger buildings, provide increased retail frontage and enhanced east-west pedestrian connectivity.



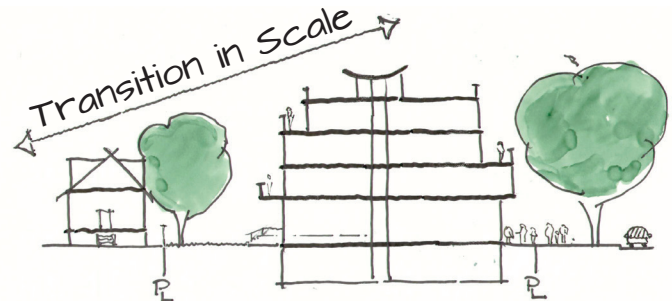
f. For larger buildings, break up the mass through articulation, changes in plane, and changes in material that correspond to changes in plane.

i. Incorporate a substantial break in the façade of buildings with frontages over 30m in length

g. Multi-unit residential and mixed-use buildings should be designed to provide a sensitive transition in scale to adjacent, smaller developments through consideration for building mass, orientation of windows and entries, and other design features. Strategies to achieve this include but are not limited to setting upper storeys back, varying roof lines, increasing rear and side yard setbacks, including landscape within side or rear setbacks, and siting and scaling buildings to reduce shading, overlook, etc.



*Incorporate a substantial break in the façade for frontages over 30m in length.*



*Design for sensitive transition in scale to adjacent, less intensive buildings.*

## 4. Parking

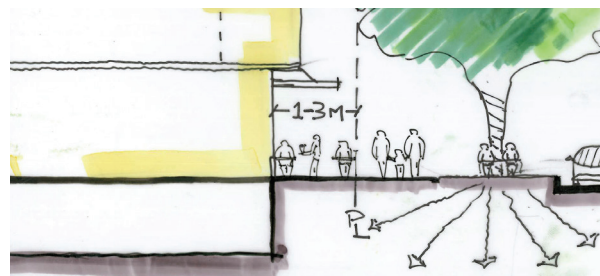
a. Parking should be located underground or to the rear of buildings to provide human scale pedestrian environments. Where rear yard surface parking is proposed, building designs and landscaping interventions should be employed so that parking is integrated into sites in a manner that results in an attractive and safe environment.

b. To improve the continuity of the Cook Street Village streetscape, driveway access to rear parking and loading areas should be accessed from side streets or laneways where possible.

c. Parking and underground structures should be set back from the property line to allow for healthy root zones to support current and future mature street trees.

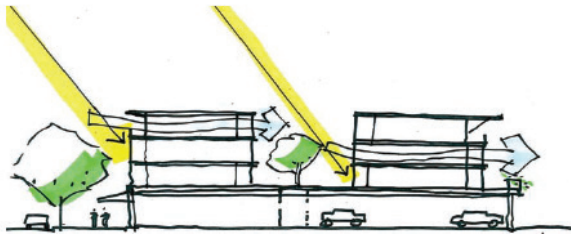


*Plantings and special pavers soften the look of this rear yard parking area.*

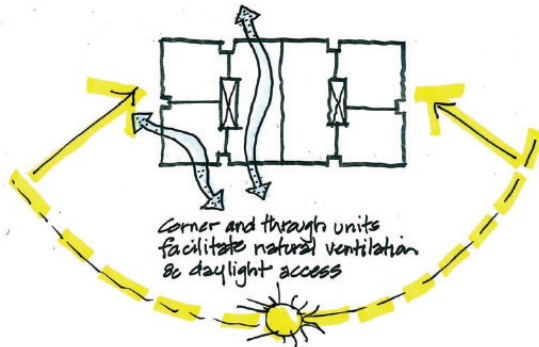


*Locate underground parking structures to support healthy root zones.*





*Courtyard type buildings create opportunities for incorporating outdoor amenity spaces and residential units with daylight and natural ventilation on at least two sides.*



*Roof top patios increase amenity and livability for both residential uses (above) and commercial uses (below).*



## 5. Livability

- a. Where two or more buildings are located on a single site, or where a single structure contains two or more building elements above a common base or podium, a comfortable separation space should be provided for residential units, with consideration for window placement, sunlight penetration to residential units, and adequate spaces for landscaping.
- b. Residential building designs are strongly encouraged to include common outdoor space such as landscaped courtyards, rooftops, or upper-storey terraces, where possible.
- c. Buildings with residential use should be designed so that units receive daylight and natural ventilation from at least two sides of the building, or from one side and a roof. Where possible, provide dwelling units with a choice of aspect: front and back, or on two sides (for corner units).
- d. As a means to improve privacy between adjacent buildings, consider design solutions such as window size, window height, window placement and orientation, exterior landscaping, privacy screens or the use of frosted glazing on balconies.
- e. Pedestrian walkways that connect the primary entrance of multi-unit residential or commercial buildings with the adjacent public sidewalk should be a minimum of 2 m wide and distinguishable from driving surfaces by using varied paving treatments.

## 6. Materials and Finishes

a. Exterior materials that are high quality, durable, natural and capable of withstanding a range of environmental conditions throughout the year are required, particularly on lower portions of buildings that are more closely experienced by pedestrians. High quality building materials include but are not limited to:

- Natural wood
- Composite materials
- Brick masonry
- Glazed tile
- Stone
- Concrete
- Flat profile “slate” concrete tiles
- Glass and wood for window assemblies
- Standing seam metal roofing

b. Light-coloured, heat reflective and permeable paving materials are encouraged for hard surfaces such as parking areas, walkways, patios and courtyards as a means to reduce storm water run-off and reduce heat-island effects. Light-coloured or heat reflective materials are also encouraged for rooftops to reduce heat island effects.

c. Landscape design should consider the local climate and water efficiency through species selection, including selection of drought-tolerant species, efficient irrigation systems or design of unirrigated landscapes, use of run-off for irrigation, presence of rain gardens and other approaches.

d. The location of driveways and drive aisles should strive to preserve existing canopy trees or provide opportunities for new canopy trees within the boulevard by maintaining sufficient planting spaces.

e. Site design should integrate features to mitigate surface runoff of stormwater, and stormwater impacts on neighbouring sites. This may include a variety of treatments (e.g. permeable paving, landscape features designed for rainwater management, cisterns or green roofs, and/or other approaches) which are consistent with approved engineering practices and other city policies.

f. Consider features in landscaping or open space that add to sociability, such as shared areas to sit, garden plots, play areas, balconies fronting courts, etc.

## 7. Landscaping and Open Space

a. Buildings that include residential units should include private open space (e.g. balconies, porches) and/or easily accessed shared open space in the form of courtyards, green spaces, terraces, yards, play areas or rooftop gardens.

b. The rear yard of multi-unit or mixed-use buildings adjacent to lower scale residential development should provide landscaping and trees that mitigate the appearance of massing and contribute to a transition in scale.

**Map 65: DPA 14: Cathedral Hill Precinct**





## DPA 14: CATHEDRAL HILL PRECINCT

1. Pursuant to Section 919.1 (1) (d) and (f) of the Local Government Act, the area that is shaded and circumscribed by solid lines in Map 65 is designated as Development Permit Area DPA 14, Cathedral Hill Precinct, for the purposes of:
  - (a) Revitalization of an area in which a commercial use is permitted.
  - (b) Establishment of objectives for the form and character of commercial, industrial and multi-family residential development.
2. Application and Exemptions:
  - (a) Development Permits are required in accordance with the Local Government Act, subject only to the General Exemptions identified in the “Overview” section of this Appendix and the following exemptions.
  - (b) Specific Exemptions for DPA 14, Cathedral Hill Precinct:
    - (i) A Development Permit is not required for the following:
      - (1) residential single family dwellings and their accessory buildings and structures;
      - (2) residential duplexes and their accessory buildings and structures;
      - (3) the construction, placement or alteration of a building or structure having a total floor area, including any floor area to be added by alteration, no greater than 9.2m<sup>2</sup>; or
      - (4) changes to existing landscaping, other than landscaping identified in a development permit for the property
3. The special conditions that justify this designation include:
  - (a) The Cathedral Hill Precinct is a unique six-block area in the northwest corner of Fairfield. It is part of the Core Residential area, which is a major residential centre on the edge of a regional commercial and employment district. It has some capacity for growth through intensified multi-unit residential development with commercial activity at grade. The portions of Blanshard Street between Fort and Broughton Streets are currently under-utilized with capacity for commercial development adjacent to the Core Business area.
  - (b) High- and medium density multi-unit residential and commercial development are identified in this plan for the west portions of the Cathedral Hill Precinct with built form and place character appropriate to an urban setting, and transitioning to areas characterized by park space and lower density Urban Residential in the east portion of the Precinct and beyond.
  - (c) As a transition area, the Cathedral Hill Precinct contains a diverse range of land uses, building types and forms, streetscapes, parks and open spaces and an irregular street grid pattern, resulting in built form and character that varies from block to block.
  - (d) There is a collection of heritage resources throughout the Precinct which contribute to its unique character, including Christ Church Cathedral which is a significant heritage landmark located at a terminated vista at the head of Courtney Street with its bell tower as a skyline feature.
  - (e) There is potential for revitalization of the Cathedral Hill Precinct through redevelopment of sites including surface parking lots, and public realm improvements in balance with heritage conservation.
  - (f) The Cathedral Hill Precinct contains important public spaces, including Pioneer Square, which provides passive outdoor gathering and recreation space for residents, employees and visitors.
4. The objectives that justify this designation include:
  - (a) To revitalize an area of commercial use through redevelopment of sites including surface parking lots and public realm improvements to increase vibrancy, complement the adjacent Core Business area and strengthen commercial viability.
  - (b) To enhance the Cathedral Hill Precinct through a high quality of architecture, landscape and urban design that reflects the function of a major residential centre on the edge of a central business district in scale, massing and character, while respecting prominent heritage properties and landmarks.
  - (c) To recognize the transitional nature of the area between a high density Downtown and the medium to lower density residential neighbourhood through sensitive infill and the enhancement of streetscapes.
5. Guidelines:
 These Guidelines are to be considered and applied for Development Permits:
  - (a) Advisory Design Guidelines for Buildings, Signs and Awnings (1981).
  - (b) City of Victoria Heritage Program Sign & Awning Guidelines (1981).
  - (c) Downtown Core Area Plan (2011).
 Section Three: Districts – with special attention to the following policies:
  - 3.100;

➤ 3.102.

Section Five: Transportation and Mobility – with special attention to the following policies:

- 5.26 to 5.30;
- 5.73.

Section Six: Urban Design – with special attention to the following policies

- 6.1 to 6.6
- 6.18 to 6.25
- 6.28;
- 6.42 to 6.47;
- 6.164 to 6.171;
- 6.176 to 6.186.6;
- 6.188

Section Seven: Heritage – with special attention to the following policies:

- 7.22

(d) Guidelines for Fences, Gates and Shutters (2010).

(e) Standards and Guidelines for the Conservation of Historic Places in Canada, prepared by Parks Canada

(f) The following guidelines from the Cathedral Hill Precinct Plan (2004):

- (i) Where mid-block walkways (through-block passageways) are possible and desirable, they should be designed with the following in mind:
  - (1) Properties and development adjacent to the walkways should be designed to open onto and look over the walkway.
  - (2) Pathways should be activated and supervised by active uses on them.
  - (3) Universal design should be considered.
- (ii) Uses that are “dull” to pedestrians, e.g., space devoted to vehicles and service functions, fire exits, lobbies, blank walls, etc., should be kept to a minimum along all streets and walkways.
- (iii) Large buildings should be visually broken into “human scaled” proportions. This could be achieved in a number of ways, including breaks in form, projections, balconies, bay windows, surface treatments and articulation.
- (iv) New residential or commercial buildings should be sited and oriented to provide sufficient building separation to maintain livability for residences in both existing and planned future residences. In locations that allow for taller buildings (over 8 storeys), modest

increases in envisioned building height, up to two additional storeys, may be considered in order to achieve more slender, simpler, vertically proportioned building forms within the envisioned density.

- Desired setbacks are: a minimum 6m side yard set back for portions of the building between 10m and 30 m in height; a minimum 9m setback for portions of the building above 30m; and minimum 10m rear yard set back. (See Fig. 23, 24)

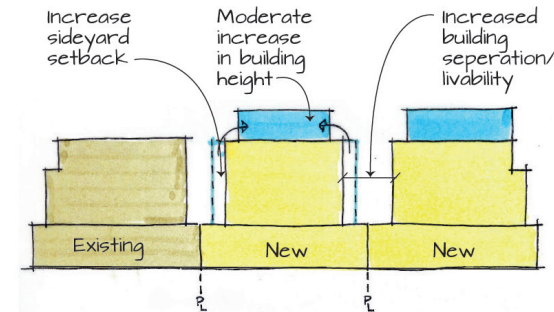


Fig. 23. Building Separation for Taller Buildings, Cathedral Hill: At a given density, modest increase in height can support greater building separation and more slender buildings, enhancing livability for current and planned future residences.

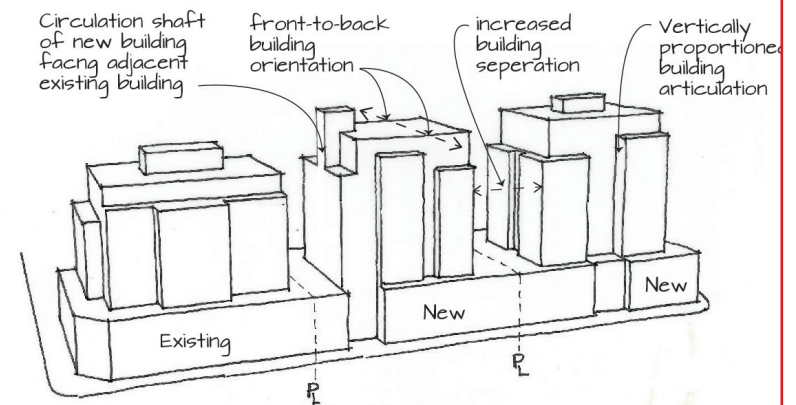


Fig 24. Building Orientation for Taller Buildings: Examples of strategies for building orientation which encourage livability

- (v) Facade design along sidewalks should provide features attractive to pedestrians: e.g. windows to people places or retail displays; doorways providing direct access; canopies; rounded corners at walkway intersections.
- (vi) Ground floor retail and commercial uses should maximize the amount of glazing and windows to make activities and merchandise inside visible from the sidewalk to increase the interaction between pedestrians and businesses.
- (vii) Overhangs and canopies are encouraged, especially on commercial buildings, to provide shelter from the elements and should be well designed to be compatible with local architecture. Backlit vinyl awnings are strongly discouraged. Aerial encroachment into the public right-of-way will require special approval.
- (viii) Entrances to buildings should be clearly identified, visible and accessible from the principal frontage streets. A separate entrance should be provided if residential use is proposed for the building.
- (ix) Individual street-oriented entrances for new residential development are encouraged.
- (x) Principles of Crime Prevention Through Environmental Design should be incorporated into all design proposals.
- (xi) With the exception of frontages along portions of Blanshard Street and Quadra Street falling within the Cathedral Hill Precinct, new development should incorporate setbacks, responsive to context, sufficient to accommodate a soft landscaped transition or amenity space between the building and the public sidewalk. This is to establish a streetscape pattern which transitions from the more urban downtown to surrounding neighbourhoods.
- (xii) New buildings should have minimal setbacks at street level. Buildings should incorporate setbacks at upper floors in order to allow sunlight to reach the street.
- (xiii) Consideration should be given to the inclusion of open space for residential development in the form of public, semi-private or private space.
- (xiv) Building massing should respect the smaller scale and the collection of forms that is the overriding characteristic of the area.
- (xv) Features and landmarks should be respected and perpetuated. All opportunities should be explored to create a fitting backdrop to these features in texture, colour and details.
- (xvi) Development proposals should clearly delineate the hierarchy of spaces – public, semi-private and private.
- (xvii) Where a building has a significant street frontage, consideration should be given to the creation of landscaped open space accessible from the adjacent right-of-way. Possible locations include the corners of lots, at building entrances, at mid block walkways, and so on.
- (xviii) Building massing, siting and design should respond to Pioneer Square and the Provincial Law Court Green in order to maintain sunlight access to this public space, as evaluated by a shadow assessment, while providing “eyes on the park” through the location of windows, balconies and storefronts.



April 1, 2019

Dear Mayor and City Councillors,

I live around the corner from Fairfield Plaza.

I have just read the "Revitalization Guidelines for Corridors, Villages and Town Centres: e. Fairfield Plaza".

What this document basically means is:

**The total destruction of an unobtrusive, successful, vibrant mall that had 24 important services, to which many people could walk, and where many people could park their cars to bring home bagfuls of groceries.**

In this document, item viii 1 says, "Create a series of smaller store front modules..." What does this mean? **Does it mean take two loved, well used shops and make them into one large pot shop?**

A huge pot shop is certainly a service the neighbourhood young and old need. **No!**

The city council and city planners, specifically Marc Cittone and Andrea Hudson, have done little to address the Fairfield Plaza Neighbourhood Group's major concerns about the development of this plaza. The lack of trust towards the city council and city planners has increased over the past number of months, especially since a council motion from June 2018, to come up with compromises between the planners and the neighbourhood group, has basically been ignored.

With respect to development, we now have a city council that has been highly aided by developers to get elected. Developers, such as Aryze, should have no problem getting their projects approved in Fairfield. The ugly, huge Rhodo Development (that encroaches on Hollywood Park) will be approved with no changes. Another developer who has said in a meeting that he doesn't care what the neighbours think, and who has said that he is doing nothing "green" because of the expense, wants to put 8 townhouses on Kipling between Fairfield and Thurlow. **This is NOT the Fairfield corridor!** And we also have a councillor, greatly assisted by Aryze for her election, who abandons ship after not even one year of her term to get into federal politics. All this is shameful, and in some people's eyes, seemingly corrupt.

No wonder the public is so cynical and disgusted by the goings on in civic politics, and by many of the decisions made by our city council.

Sincerely,

Rita Isaac  
348 Stannard Avenue

**Monica Dhawan**

---

**From:** Sharpe [REDACTED]  
**Sent:** Tuesday, April 02, 2019 8:34 PM  
**To:** Victoria Mayor and Council  
**Subject:** COV Corridors Policy and Fairfield Road

[OCP DPA 7A: CORRIDORS page 217]

3. The special conditions that justify this designation include:

1. (a) Victoria contains arterial and secondary arterial streets designed to carry high volumes of both through and local traffic at moderate speeds connecting to major city and regional destinations and points of entry. These street corridors are primarily routes for goods movement, transit and emergency response, and include sidewalks for pedestrians. Some also accommodate dedicated bicycle lanes.

COV Planning Staff are presenting Fairfield Road as a Corridor in the March 2019 draft Fairfield Neighbourhood Plan. To be considered as a 'Corridor' Fairfield Road would be identified as an Arterial or Secondary Arterial street and have a primary purpose of commercial, industrial and multi-family residential use, particularly commercial.

But in fact, Fairfield Road does not qualify as a Corridor because it is rated as a Collector Street (COV Street and Traffic Bylaw) as it forms a primary route from local streets to arterials (Cook Street) and is a minor transit route and limited truck route (COV Highway Access Bylaw).

To be in accord with COV's existing policy repeated above the COTW should remove the attempt to designate Fairfield Road as a Corridor.

Sincerely,

Michael Sharpe  
1592 Earle Place

## Monica Dhawan

---

**From:** Sharpe <[REDACTED]>  
**Sent:** Tuesday, April 02, 2019 8:59 PM  
**To:** Victoria Mayor and Council  
**Subject:** Fairfield Plaza

### OCP Figure 8 Urban Place Guidelines

#### Small Urban Villages

- Total floor space ratios ranging up to approximately 1.5:1.
- Total floor space ratios up to approximately 2:1 along **arterial and secondary arterial** roads. [note that Fairfield Road is rated by the City as a **'collector'** road.]
- Single and attached buildings up to two storeys.

Low-rise multi-unit buildings up to approximately three storeys including rowhouses and apartments, freestanding commercial and mixed-use buildings.

- Mixed-use buildings up to approximately four storeys on **arterial and secondary arterial** roads. [note that Fairfield Road is rated by the City as a **'collector'** road.]

The COV Planning Staff are recommending 4 storeys and FSR of 2.0:1 for Fairfield Plaza in the March 2019 draft Fairfield Neighbourhood Plan. To be in accord with COV existing policy the COTW should amend the draft Plan to a maximum number of 3 storeys and FSR of 1.5:1.

The COTW does not need to prematurely gift the uplift in building height and FSR density until a proposal is presented requesting a Council decision on bonus density for affordable housing.

Sincerely,

Michael Sharpe  
1592 Earle Place



April 1, 2019

Dear Mayor and City Councillors,

I live around the corner from Fairfield Plaza.

I have just read the "Revitalization Guidelines for Corridors, Villages and Town Centres: e. Fairfield Plaza".

What this document basically means is:

The total destruction of an unobtrusive, successful, vibrant mall that had 24 important services, to which many people could walk, and where many people could park their cars to bring home bagfuls of groceries.

In this document, item viii 1 says, "Create a series of smaller store front modules..." What does this mean? Does it mean take two loved, well used shops and make them into one large pot shop?

A huge pot shop is certainly a service the neighbourhood young and old need. No!

The city council and city planners, specifically Marc Cittone and Andrea Hudson, have done little to address the Fairfield Plaza Neighbourhood Group's major concerns about the development of this plaza. The lack of trust towards the city council and city planners has increased over the past number of months, especially since a council motion from June 2018, to come up with compromises between the planners and the neighbourhood group, has basically been ignored.

Yes, with respect to development, we now have a city council that has been highly aided by developers to get elected. Developers, such as Aryze, should have no problem getting their projects approved in Fairfield. The ugly, huge Rhodo Development (that encroaches on Hollywood Park) will be approved with no changes. Another developer who has said in a meeting that he doesn't care what the neighbours think, and who has said that he is doing nothing "green" because of the expense, wants to put 9 townhouses on Kipling between Fairfield and Thurlow. This is NOT the Fairfield corridor! And we also have a councillor, greatly assisted by Aryze for her election, who abandons ship after not even one year of her term to get into federal politics. All this is shameful, and in some people's eyes, seemingly corrupt.

No wonder the public is so cynical and disgusted by the goings on in civic politics, and by many of the decisions made by our city council.

Sincerely,

Rita Isaac  
348 Stannard Avenue

## Marc Cittone

---

**From:** Sean Leitenberg [REDACTED]  
**Sent:** April 2, 2019 4:38 PM  
**To:** Ben Isitt (Councillor); Jeremy Loveday (Councillor); Lisa Helps (Mayor); Geoff at Home; Geoff Young (Councillor); Sharmarke Dubow (Councillor); Laurel Collins (Councillor); Sarah Potts (Councillor); Marianne Alto (Councillor); Charlayne Thornton-Joe (Councillor); Marc Cittone; Andrea Hudson; [REDACTED]; Juan Rohon  
**Subject:** Fairfield draft plan 5 corners reduction in number of floors means no more affordable housing

The lowering of the number of floors allowed in the Fairfield Draft plan for the 5 corners down to 3 floors when we are already zoned for 4 is to say the least unfair after passing 1303 Fairfield Rd. Then changing the draft plan. The same planners who had recommended the 1303 Fairfield be passed had already changed the draft plan to 3 storeys before approving 4 storeys for the new development. This is a fact.

This reduction of floors is the only place in the city that the density or number of floors is being reduced (aside from 1 property already zoned 6 floors and a 4.5:1 FSR). Because of all the work the city has done on 1303 Fairfield you should know that this change means it will not be viable to develop and will make it impossible to produce affordable rentals.

I was working on a plan for 20 affordable rental units on the corner. This change will make it impossible.

How come the city planners did not include a diagram of the 5 corners as they did with the other corners?

Leave the plan the way it was with 3-4 storeys and a possibility of bonus density of 2:1 which was in the plan before the last change. When I asked city staff why, they said they had opposition to the 4 storeys. They shared the data with me that shows 69% in support of 3-4 storeys.

Where is the justification for the change and if they cared about the 31% not in favour, then why recommend 1303 Fairfield?

We are zoned 4 storeys. We should be given the large urban designation and not have what we already have taken away.

You are making the creation of new affordable housing impossible. I thought city and councils direction was to create affordable housing.

Lastly this change was not recommended by council last fall and did not have a majority support from the neighbourhood this change was done solely by 2 individual city staff members.

Sincerely  
Sean Leitenberg  
[REDACTED]

## Rob Gordon

---

**From:** Personal info <Personal info>  
**Sent:** November 28, 2018 8:38 PM  
**To:** Marc Cittone  
**Subject:** Thanks for answers & a question

Marc Cittone

Thanks for answering <sup>Personal</sup>info ourselves. I do appreciate having the information.

I do have a question re the front yard setbacks "to vary from from 7.5m, where they fit into context.since . . . Does this seems to mean that the longest setback is 7.5 and it goes down sometimes. If so, to what measurement does it go down to? Does this include 0?

You see I believe that developers will argue for the least setback they can get away since "In context" is somewhat fuzzy.The would pick the least setback as example.

Sometimes seeming innocuous unclear words end up consistently "at the very least possible." I would prefer the inclusion of words on the theme of ensuring that the "real trees", able to grow large in the front as help against climate change, can be grown in the front, not just the small, tame ones in front of condos. Trees nearby also act so that air conditioning or heating may be less, so power is saved. A forest study in Ohio showed that it takes 269 saplings to replace the counter climate change effect of a mature tree.

Can you answer me on this? Is it possible to put in a condition like that?

Personal info



**Rob Gordon**

---

**Subject:** FW: The City needs to consult neighbours about Fairfield Small Urban Villages

---

**From:** Personal info  
**Sent:** Sunday, March 18, 2018 4:23 PM  
**To:** Victoria Mayor and Council <[mayorandcouncil@victoria.ca](mailto:mayorandcouncil@victoria.ca)>  
**Cc:** Community Planning email inquiries <[CommunityPlanning@victoria.ca](mailto:CommunityPlanning@victoria.ca)>; Jonathan Tinney <[Tinney@victoria.ca](mailto:Tinney@victoria.ca)>  
**Subject:** The City needs to consult neighbours about Fairfield Small Urban Villages

Dear Mayor and Council,

Another issue has arisen with the "Draft Fairfield Neighbourhood Plan" with regards the suggested 13.5 (4 storey) buildings in Fairfield small urban villages. An exception for rezoning individual building as OCP, Large Urban village buildings, was not included in the draft plan. This was obviously a planning oversight.

At a recent CALUC meeting on rezoning Fairfield United Church at 1303 Fairfield Rd. from a small to a large urban village in order to accommodate the new structure on a road that was not arterial there was wide scale opposition from the neighbours. There was a good attendance at the meeting (perhaps 80-100). Alex Johnston in attendance for the City and he spoke briefly about the application for why the last minute change from small to large urban village designation was appropriate (Government regulations). In any case there were about 25 speakers and about 22 were opposed with only 3 in favour. The major reason for opposition was the precedent of changing 2/3 storey to 4 storey (i.e. making an exception to the OCP for this case, which would obviously have a knock-on effect to the surrounding buildings). We also heard that a petition was circulated against allowing the development application and it already has 560 signatures. Julie Angus who circulated that petition was given 5 minutes to speak and listed about 10 major faults with the zoning variances that covered most of the bases. (You will no doubt be sent the text) by CALUC.

The draft Fairfield Plan was not at any time mentioned in the discussion by either the advocates or the opponents. However, it is obvious to me that the planners should be compelled by City Council to do a consultation with those in vicinity of the Fairfield small urban villages just as they will be doing with Cook St. Village groups. The CALUC attendance sheet and the Julie Angus' petition should provide the names of those who should be consulted as well as those in the local businesses, the school and the Fairfield United Church. Certainly all buildings in the Small Urban Villages should be restricted to a 3 storeys maximum and there should be consideration of the heritage and land mark value of the present structures and safety considerations around the nonarterial roads.

Thank you for your consideration,  
Personal info

Fairfield

Personal info

**Rob Gordon**

---

**Subject:** FW: The Fairfield Neighbourhood Plan

**From:** [Personal info](#)

**Sent:** Tuesday, February 27, 2018 7:08 PM

**To:** Engagement <[engage@victoria.ca](mailto:engage@victoria.ca)>

**Subject:** Re: The Fairfield Neighbourhood Plan

Hi Planners,

I missed completing your survey so I will simply briefly send you my views. I live in a 5 storey condo in Fairfield. I feel very strongly that we need to give others the same opportunity of life by constructing 4-6 story Rental buildings in our neighborhood. Look at what happened in the past along Cook Street from the village and north. Now no one objects to all those rental buildings which displaced old homes; they are taken for granted; they were needed. I do not own a car and I walk all the time so I really know my surroundings. I feel disheartened when I see signs in peoples' yards expressing views against new development. I find the 'not in my back yard' attitude so arrogant, so lacking in compassion towards your fellow human beings and their needs. Fairfield is a pleasant area, but it is full of what I call "mean, little, grey, stucco bungalows of no architectural merit", probably built during the 2nd W.W. We will not lose any delight in our area by exchanging those for more dense buildings of 3-4 storeys, if the planning department has some control over the looks. I should love to see such buildings built for mixed use but built so that each apt. has wide doorways (walkers, beds etc), large bathrooms and where the elevator is sufficiently capacious to take an electric scooter, a gurney, a baby stroller and the like. There should also be a communal garden with benches and a sandpit. It is very possible to create these, and they would be suitable for both seniors and families.

I personally am not in favour of narrow town houses with many stairs and few rooms on several floors in the same dwelling. They are much harder to live in than horizontal dwellings. I hope you show courage and come forward with a plan that has much greater density; there will be opposition from the Nimby Persons but we need the density. Maybe then more people will use the public transit.

I feel sure I am unusual in my views, but I think you should hear them.

Cheers, [Personal info](#)



## Rob Gordon

---

**From:** Engagement  
**Sent:** October 1, 2018 3:48 PM  
**To:** [Personal info](#)  
**Subject:** RE: Fairfield Neighbourhood Plan

Good afternoon, [Personal info](#)

Thank you for contacting the City of Victoria.

I have added your email address to our Fairfield distribution list and will ensure your comments are passed along to the Community Planning Department as well.

Kind regards,

Roz Beddall  
Engagement Assistant  
City of Victoria  
1 Centennial Square, Victoria BC V8W 1P6



---

**From:** [Personal info](#)  
**Sent:** September 30, 2018 9:42 AM  
**To:** Engagement <engage@victoria.ca>  
**Subject:** Fairfield Neighbourhood Plan

Hi,

I would like to be kept informed as this plan evolves

I live in Fairfield and this plan really seems to be well thought out and is something I could support, especially the Large and Small Urban Village concepts.

I have people knocking on my door saying it is a bad plan, but I don't see it that way and don't want a loud minority group speaking for the everyone.

Regards,  
[Personal info](#)

December 26, 2018

Marc Cittone, Senior Planner  
City of Victoria  
1 Centennial Square  
Victoria, BC V8W 1P6

Dear Marc, Mayor and Council,

I understand that a review of building heights, design and density is being considered in some Core Residential blocks in the Northeastern part of Fairfield.

As you are aware the 2012 Official Community Plan and the draft 2017 Fairfield Local Area Plan support a base density of 2:1 to 3.5:1 FSR with building heights up to 20 meters in the Northeastern block bordering Vancouver, Meares and Cook Street.

I would like to respectfully submit that staff and council should continue to support this direction. This area would appear to be a logical choice to encourage density given the current housing situation, the blocks proximity to the Harris Green and the Downtown Core.

Many properties in the 1000 block of Meares are unique as they are still single story or undeveloped parking lots. Development on this block would assist with the rental stock and add a spectrum of more affordable types of housing that are being rejected in other parts of Fairfield.

Given the scarcity of development lands in the City, adherence to the heights and densities previously outlined would be prudent. The OCP correctly allocated density to this area to support population growth over the next 25 years.

Individual applications will still require public vetting and will be considered on a case by case basis. Such decisions will likely be made by future councils and in an environment that may be much different from what exists today.

Given the proximity to the downtown core it makes sense politically, economically and most importantly from a land use perspective to continue to support the direction currently contemplated for the Northeastern block of Fairfield.

Respectfully,

Personal info

## THE URBAN VILLAGE AND ITS RADIUS OF HIGHER DENSITY WHAT NEEDS TO BE REMOVED TO REMOVE THE RADIUS'S INFLUENCE

Before the election, the planning staff had sent a paper recommending draft plan actions, which included removing clause 6.20 from the OCP re the radius with the urban village. On Sept. 20th I explained to Mayor and Council that much more than that one clause would have to be removed to remove the "radius affect" of 200 or 400 metres. with high development around. I heard later that, during an electioneering meeting, the electors were reassured that the clause would be removed and "gentle density" would cover the rest. That explanation is not adequate to the facts.

1. This paper lists what would have to be removed to assure no such radius which occurs in different parts of the OCP, so eliminating 6.20 will not remove the radius in any small or large urban village:
  - The idea of specifically removing the radius for complete Urban Villages from a site specific zoning will have no effect because it is a land use plan for that plot of land only, not the surrounding land. The OCP still guides development for surrounding lands.
  - The only way to remove the 400m complete Urban Village design objective is to remove from OCP mentions of urban villages anywhere including:
    - 21.6.2 [Moss and May Streets, and Fairfield Five Points],
    - and 21.6.7 Fairfield Plaza (Ross Bay Village). ["Under strategic Direction p. 147]
  - Also make sure that these locations are not identified in the Fairfield Neighbourhood Plan as Small or Large Urban Village.

Further, special notice could make sure that the 400 metres is not specified for the two proposed urban centres, so that there would be less neighbourhood resistance.

- This avoidance simply means that the whole process is not followed at one time.
- After the designation, radius metres could be added later when citizens were less alert

### 2. The use of general clauses with the need for Urban Villages development means that every neighbourhood could have them (p. 48):

6.14 This clause prepares a local area plan for Victoria West, Neighbourhood with a focus on Large Urban Village, Core Songhees, Small Urban Village, General Employment and Urban Residential to support its transition "as a mixed use urban residential" with specific focus.

6.15 This clause wants Town Centres and Urban Villages to progress towards a complement of community and commercial services, as described in the guidelines as shown in figure 9 [pg. 49].

NB: 6.16 this clause wants expanding or establishing Development Permit Areas and Heritage Conservation Areas in and around Town Centres and Urban Villages to achieve a unique character and sense of place in the design and a high quality of architecture, landscape, and urban design.

NB: We already have all of the above, unlike many buildings shown in the Draft Plan.

6.17 This clause considers design and traffic calming in Town Centres and Urban Villages, "for safety and temporary street closures for events.

6.18 This clause prioritizes consideration in local area planning Town Centre, large Urban Villages and Small Urban Villages, as illustrated on Map 9, [p. 51 showing circles] to checking on pace of phasing and scope of residential and commercial lands. (The map would have to be changed also.)



### **Specified Areas: (p 48)**

Section 6.19 This clause prepares a local area plan for the North Park Urban Village with a focus on the lands generally within 400 metres, to complete and improve.

Clause 6.20 lists the sites for LUV "to support the development of complete Urban Villages, generally focusing on the lands within 400 metres of Village Centres.

Fairfield: sites are: Cook St. Village, Five Points Village,, Moss Street Village, Fairfield at Irving Village.

### **Total Encouragement for Densification**

Section 6.21 This clause for new Town Centres and Urban Villages further encourages residential densities within 400 metres of a Town Centre or Urban Village sufficient to support the appropriate services and amenities. [See also Sections 8, 20 and 21]

6.22 This clause, for areas designated Traditional Residential, wants new development infill and redevelopment consistent with the density and uses established within the plan, and permits their increase following the completion of local area plan.

6.23 This clause supports new development in areas designated Traditional Residential that seeks densities towards the upper end of the range identified in figure 8 (p. 49) where the proposal significantly advances the objectives of in the plan

1. within 200 metres of the urban core,
2. within 200 metres of Town Centres and Large Urban Village
3. along arterial or secondary arterial roads.

NB: It seems possible the two clauses 6.22-6.23 would come in with a Large Urban Village at Fairfield Rd. and Moss. St. even without 6.20.

### IMPLICATIONS AND COMMENTS RE MOSS ST.'S HERITAGE

Please leave out the Urban Village Concept, since this neighbourhood is organically well organized:

- The Street deserves to be made a Heritage Conservation Area, not to be broken up with new large housing "boxes" by using the Development Permit route..(Both are in clause 6.16.)
- The Heritage Advisory Panel should be the group consulted, Design Panels understand mostly new:
  - The Five Corners is a long-established historic area with aspects of heritage and cultural celebrations as the Moss St. Paint -In.
  - The original theme was "brick" [opposite to white box] with all the older buildings and a newer 1960s one.
  - The cheery trees the whole length of the street are both natural elements and cultural, since they were planted as an irreplaceable art form.
  - The variety of housing has a majority of arts-and-crafts buildings, some impressive interspersed with styles from 20s and 30s and some later.
  - The large houses here, even just below the centre of Fairfield and Moss and on adjoining Oscar St., are perfect for Gentle Density modification, some already so.
  - The half timbered brick church with Scottish square tower is a fitting arts-and crafts style.

**Re the Trees,** Moss Street is magnificent in spring with iconic blossoms, a tourism destination featured in brochures, irreplaceable and, if removed, adding to climate change.

The Urban Village breaks the rule that the concept, especially large urban village requires an arterial (4 lanes) Street or secondary arterial (3 lanes) (see clause 6.23.3.). Fairfield Road is a collector (2 lanes) and Moss St. a subordinate collector (1 1/2 lanes).

It would seem inevitable that, with the Urban Village development, most, if not all the trees, would be cut to make both Fairfield Rd. and Moss St. wider. A tragic loss.

Personal info

November 14, 2018





# Fairfield Neighbourhood Plan Update



## Purpose

1. Present revised draft Fairfield Neighbourhood Plan
2. Present revised Development Permit Area guidelines
3. Present proposed OCP amendments for plan alignment
4. Consider consultation for OCP amendments and next steps



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Presentation Structure

1. Background
2. Northwest Area
3. Cook Street Village
4. Five Points Village
5. Fairfield Plaza
6. Urban Residential Areas
7. Traditional Residential Areas
8. Other proposed OCP amendments
9. Next Steps and Recommendations



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Background

### Engagement

- **Pre-Planning:** commenced spring 2016
- **Imagine:** develop neighbourhood-specific goals and vision
- **Co-create:** develop preferred land use scenario
- **Draft Plan:** consultation on draft plan

### Results

- Support for key directions
- Concerns in several areas
- Proposal by community groups to work through concerns



Draft Fairfield Neighbourhood Plan and OCP Amendments

# Background

## Additional Engagement

- Directed by Council (March 15)
- Collaborate: partner with public in development of alternatives and identification of the preferred solution

## Steering Committees

- Fairfield community summit (May 28)
- Formation of two community steering committees:
  - Gentle Density
  - Cook Street Village



Draft Fairfield Neighbourhood Plan and OCP Amendments

# Background

## Steering Committee Work:

### Gentle Density

- Gentle density videos
- On-line survey (300+ responses)

### Cook Street Village

- Health, Wellness & Accessibility Walk
- Public realm & urban design principles
- Design workshop (charrette)

### Pop-Up storefront

- Approx. 400 attendees



Draft Fairfield Neighbourhood Plan and OCP Amendments



## Background

### Fairfield Plaza:

- Public support for draft plan proposal, but also significant opposition and specific concerns
- Submission by Fairfield Plaza Neighbourhood Group
- Direction to seek compromise solution on key issues:
  - Transitions to occur on-site
  - Scale and type of commercial spaces
  - Soil conditions
- Preliminary meetings with *Neighbourhood Group* organizers

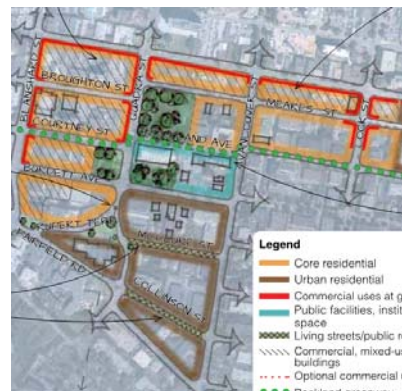


Draft Fairfield Neighbourhood Plan and OCP Amendments

## Key Revisions to Draft Plan

### Northwest Area

- Higher buildings (10-12 storeys) on 2 blocks for added building separation
- Reduced density (on 3 core residential blocks) to better fit 6 storey height
- Revised design guidelines for livability, landscape and sunlight on public open spaces
- Continue to support added density (3 urban residential blocks) to support additional housing and amenity



Draft Fairfield Neighbourhood Plan and OCP Amendments

FORT STREET

# OCP Amendments

## Northwest area

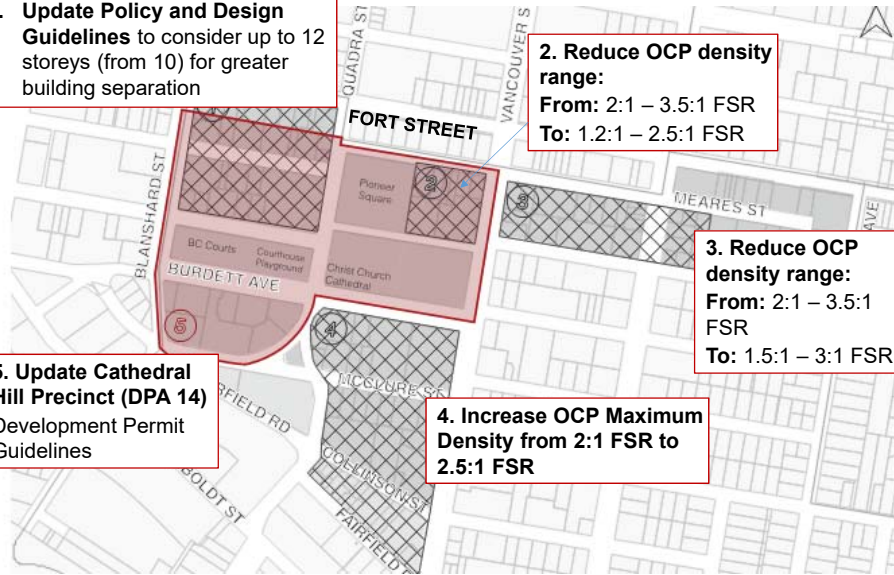
**1. Update Policy and Design Guidelines** to consider up to 12 storeys (from 10) for greater building separation

**2. Reduce OCP density range:**  
**From:** 2:1 – 3.5:1 FSR  
**To:** 1.2:1 – 2.5:1 FSR

**3. Reduce OCP density range:**  
**From:** 2:1 – 3.5:1 FSR  
**To:** 1.5:1 – 3:1 FSR

**5. Update Cathedral Hill Precinct (DPA 14)**  
Development Permit Guidelines

**4. Increase OCP Maximum Density from 2:1 FSR to 2.5:1 FSR**



## Questions?



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Key Revisions to Draft Plan

### Cook Street Village:

- Maintain the eclectic character of the village
- Support healthy mature canopy trees
- Guidance for enhanced public spaces, placemaking and walkability



Draft Fairfield Neighbourhood Plan and OCP Amendments

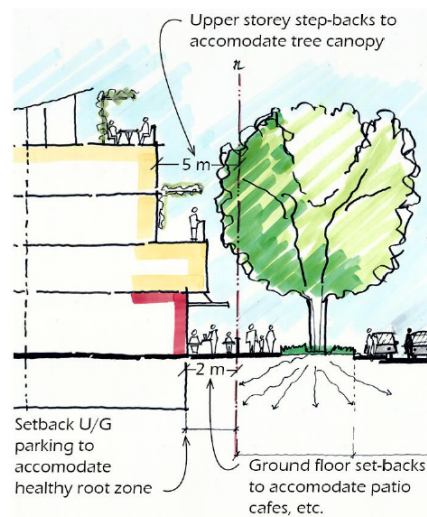
## Key Revisions to Draft Plan

### Cook Street Village:

For mature canopy trees:

- Upper-level setback above 2<sup>nd</sup> floor (5m)
- Ground-floor setback (1-3m)
- Underground setback

Maintain 2.5:1 density but within 4 storey height



Draft Fairfield Neighbourhood Plan and OCP Amendments



## Key Revisions to Draft Plan

### Cook Street Village

- Pilot side street closures for community gathering/events
- Guidance for boulevards, gateways, connections
- Accessibility principles
- Autos and bikes share roadway (interim\*)

\*Cook Street remains on the long-term AAA network; Vancouver Street is priority.



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Proposed OCP Amendments

### Cook Street Village

1. Up to approximately 4 storeys for Cook Street Village, consistent with neighbourhood plan
2. Reference neighbourhood plan for built form
3. Adopt *Cook Street Village Design Guidelines* (2019)
4. No change to current density range for large urban village of 1.5:1 to 2.5:1 FSR



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Questions?



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Key Revisions to Draft Plan

### Five Points Village:

- Many properties in village have existing zoning to 12 metres (approx. 4 storeys) and 1.4:1 FSR
- Previous draft proposed 4 storeys along Fairfield Rd, and considered bonus density to 2:1 FSR
- Support and concerns received
- Revised Plan re-instates OCP direction for 3 storeys and 1.5 FSR
- Concerns with revisions - additional conversation with community recommended to resolve before plan is finalized



Draft Fairfield Neighbourhood Plan and OCP Amendments

## OCP Amendments

### Five Points Village

1. No change to urban place designation, land use, density or height
2. Designate as DPA 6 (Small Urban Villages) and apply *Revitalization Guidelines for Corridors, Villages and Town Centres (2018)*



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Questions?



Draft Fairfield Neighbourhood Plan and OCP Amendments



## Key Revisions to Draft Plan

### Fairfield Plaza



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Key Revisions to Draft Plan

### Fairfield Plaza

#### Reduce to Small Urban Village

- Reduced max. density (1.5:1 FSR; up to 2:1 FSR considered with community benefit)
- 3 & 4 storey buildings
- Strengthen policies for neighbourhood-serving commercial and transitions
- Identify soil conditions as part of context
- Removal of sub-area around village



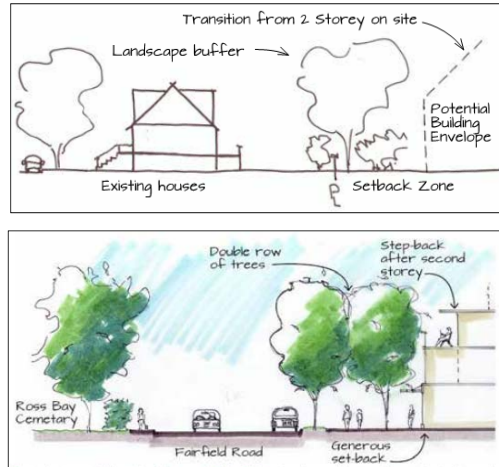
Draft Fairfield Neighbourhood Plan and OCP Amendments

## Key Revisions to Draft Plan

### Fairfield Plaza

#### New Design Guidelines:

- Building transitions on-site
- Enhanced pedestrian-friendly design and placemaking:
  - Gathering space
  - Internal street network
  - Tree plantings
  - Small-scale commercial storefronts
- Natural materials
- Convenience parking



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Proposed OCP Amendments

### Fairfield Plaza

1. Reduce urban place designation from Large to Small Urban Village
2. Rename
3. Identify potential for 3 to 4 storey buildings and density up to 1.5:1 floor space ratio
4. Consider density up to 2:1 FSR with consideration of public benefit
5. Add to DPA 6 (Small Urban Villages) and apply revised *Revitalization Guidelines for Corridors, Villages and Town Centres* with added content



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Questions?



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Urban Residential Areas (excluding Northwest)



## Key Revisions to Draft Plan

### Urban Residential Areas (excluding Northwest)

- Added policies for transitional and/or small lots
- Removed specific 10% density bonus above maximum (defer to OCP and Density Bonus policy)

### No changes to:

- Continue to consider up to 6 storeys and 2:1 floor space ratio in the “Rental Retention” area
- Continue to consider 4 storeys and 2:1 floor space ratio near Cook Street Village
- Continue to consider development of 3-4 storeys, considering context, in scattered areas



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Questions?



Draft Fairfield Neighbourhood Plan and OCP Amendments



## Key Revisions to Draft Plan

### Traditional Residential Areas



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Key Revisions to Draft Plan

### Traditional Residential Areas

- Focus development with more units/density near Cook Street Village and along Fairfield Road, where people can access transit and shops and services
- Less intensive forms in the rest of the neighbourhood
- Buildings that fit in, based on success of house conversion regulations
- Balance of housing, on-site parking and green spaces, with setbacks compatible with context
- Emphasize options to re-use character houses through easier conversion or more than one suite



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Revised Design Guidelines

### Traditional Residential Areas

Ensure new development fits in with existing streetscape character and 'rhythm'



Existing street rhythm



Disruptive redevelopment

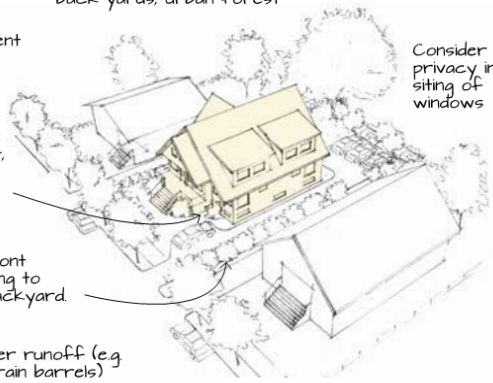


Sensitive redevelopment

New developments should transition in height to existing adjacent residential buildings



Maintain pattern of green front and back yards, urban forest



Have buildings present a friendly face to the street, with clear front entries, and human scale design

Consider limited front or side yard parking to maximize use of backyard

Minimize stormwater runoff (e.g. permeable paving, rain barrels)

Consider privacy in siting of windows

## Infill Housing Analysis

### Traditional Residential Areas

#### Rental housing, family-friendly housing impacts

- House conversions and added suites in existing and new
- Family-sized units, open space
- Tenant assistance policy

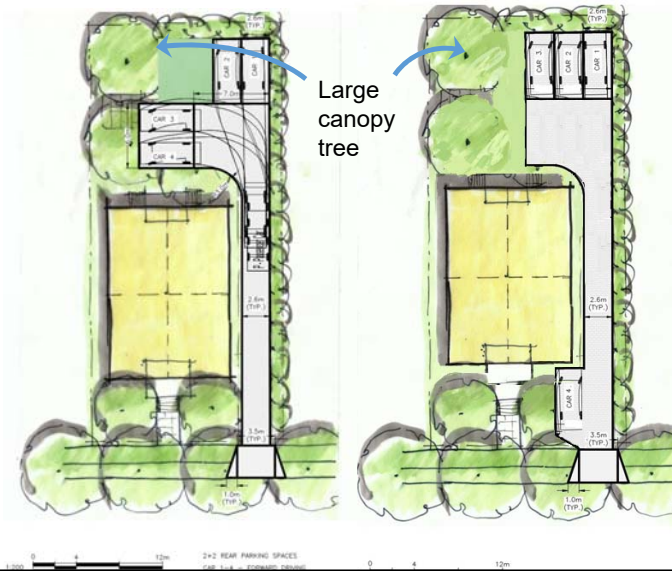
#### Transportation Impacts

- Between 2011-2016, population increased 7.2% while traffic on arterial roads declined

#### Retention and reuse of character houses

- Builders of infill housing unlikely to compete with homebuyers seeking a character house in good condition
- Homes marketed for land value are often replaced with new single detached homes

## Traditional Residential Areas



**Larger Lot**  
60' x 130'  
(7,800 sq. ft.)

Illustrative  
example:  
4 parking  
spaces

## Traditional Residential Areas



**Standard  
Lot**  
50' x 120'  
(6,000 sq. ft.)

Illustrative  
examples:  
3 parking  
spaces

## Infill Housing Analysis

### Traditional Residential Areas

- Existing front setbacks range from 4 to 8+ m
- Canopy trees preferred in boulevards and back yards
- Typical zoning ranges from 6m to 7.5m to contextual setbacks



5m setback, Bushby Street



Approx. 6m setbacks, Cornwall Street

## Proposed OCP Amendments

### Traditional Residential Areas

1. Consider ground-oriented housing up to 3 storeys (west of Cook Street Village and along Fairfield Road) and up to 2.5 storeys elsewhere for some infill housing types
2. Include in DPA 15F and apply *Design Guidelines for Attached Residential Development: Fairfield* for townhouses, houseplexes and duplexes



## Questions?

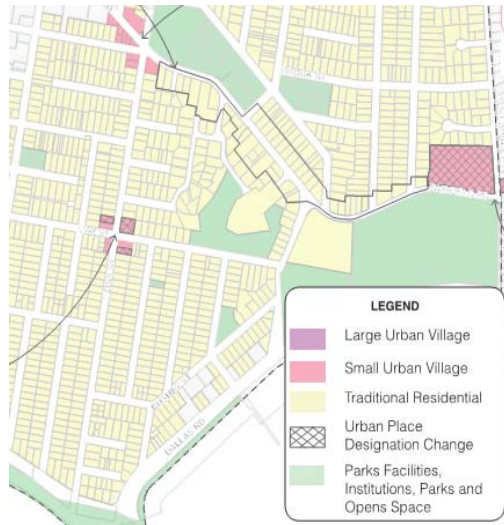


Draft Fairfield Neighbourhood Plan and OCP Amendments

## Other Proposed OCP Amendments

### Moss at May Small Urban Village

1. Add to DPA 6: Small Urban Villages and apply *Revitalisation Guidelines for Corridors, Villages and Town Centres*
2. Add three parcels to small urban village area to reflect draft neighbourhood plan



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Other Proposed OCP Amendments

### Clarify role of planning areas and urban villages

1. Remove OCP 6.19 and 6.20 and make related changes to remove confusion between planning areas and areas where growth would be supported



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Next Steps

### Final Engagement to Address:

- Legislative requirements for consultation on OCP amendments
- Consultation on specific areas (Fairfield Plaza and Five Points Village) to finalize policies



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Next Steps

### Final Engagement:

- Working Group meeting
- Open house (held in 2 locations)
- Online summary and brief survey
- Referral to Advisory Design Panel, Songhees and Esquimalt nations, and School Board
- Promotion through media, social media and email list
- Offer to meet with key stakeholder groups



Draft Fairfield Neighbourhood Plan and OCP Amendments

## Recommendations

- Receive the revised Fairfield Neighbourhood Plan
- Consider consultation on the related OCP amendments
- Direct staff to prepare OCP amendment bylaws and any final adjustments to the Plan following final consultation



Draft Fairfield Neighbourhood Plan and OCP Amendments



## Committee of the Whole Report For the Meeting of April 4, 2019

---

**To:** Committee of the Whole **Date:** March 12, 2019  
**From:** Susanne Thompson, Deputy City Manager/Chief Financial Officer  
**Subject:** Annual Parking Services Update

---

### RECOMMENDATION

That Council:

1. Direct staff to bring forward amendments to the Streets and Traffic Bylaw to authorize charging fees for metered on-street parking on Sundays
2. Direct staff to update the Parking Rates Policy to reflect monthly rate increases

### EXECUTIVE SUMMARY

The City's parking system is an integrated component of the City's overall transportation network. Current direction for the City's parking system is provided by the City's Parking Strategy, which was most recently updated in 2014. This Strategy gives priority to short-term parking for visitors and shoppers as well as healthy turnover (85% occupancy) on-street. The Sustainable Mobility Strategy, which is under development, will define the long-term management of the City's transportation network and assets, including the parking system.

This report provides an update on parking utilization on-street and off-street, outlines customer service improvements, and addresses changes to be implemented in support of the introduction of paid parking on Sundays.

High demand for parking continued in 2018 with good turnover on-street and increased transaction volumes in parkades. Parking inventory on-street continued to achieve wider-spread utilization of spaces throughout metered areas while transaction volumes remained similar to previous years, with average stays of 50 minutes within the 90-minute zone. In parkades, peak demand (11 am to 2 pm) continued to create capacity challenges during weekdays. However, due to the high short-term turnover, vehicles generally only have short waits in queue even during these busy times.

The rate increases implemented in 2018 had the desired effect of reducing monthly parkers further (23% of spaces compared to 25% in 2017 and 30% in 2016) and a reduction in all day daily parkers to 8% from 12% in 2017 resulting in increased space for short-term parking. The monthly rates for all parkades have a planned increase of approximately 10% as of June 1 per the Parking Rates Policy Council approved in 2017. Should Council wish to implement a different, or no rate change, a motion to that effect would accomplish that. Since utilization and turnover are good both on-street and on surface lots, no rate changes are recommended.



Customer payment choices continued to shift away from coin to the ParkVictoria app, which for 2018 reached 30% of on-street transactions.

Service improvements made in 2018 include:

- introducing the 'pay-by-space' model at Wharf parking lot which allows users to take advantage of payment by ParkVictoria app
- adding pay stations in previously underutilized time-limited on-street zones to provide alternate long-term parking
- implementing on-street commuter permits allowing long-term parking at the outer perimeter of the core that currently has spare capacity, resulting in reduced all-day use of parkades
- continued proactive block by block analysis to ensure the best utilization of parking capacity

During this year's strategic and financial planning process, Council directed staff to implement paid parking at on-street meters on Sundays and to use the revenue to fund bus passes for youth who live in the City of Victoria. To implement this direction, an amendment to the Streets and Traffic Bylaw is required to remove the provision of free parking on Sundays. Council directed that fees and time limits remain the same as weekdays. Given the lower parking demand on Sundays, staff are bringing an alternate option forward for Council's consideration that would allow longer stays than the 90-minute limit imposed on weekdays, as well as lower hourly rates. This option is outlined in the body of this report.

Changing one aspect of the parking system can lead to impacts on other portions. Changing to paid parking on Sundays is anticipated to shift some parking use to areas that are not currently metered and will remain free. Some of these areas are time-limited zones during weekdays, some are time-limited Mondays – Saturdays and a few are time-limited every day of the week. Staff have been evaluating the potential impact on these areas and will make the necessary adjustments to ensure utilization of the on-street spaces remain optimized. The majority of these zones can remain unchanged at this time; however, the blocks adjacent to the metered zones may need adjustment. The exact adjustments will be determined once Sunday paid parking is in effect and the actual impacts are known. The Streets and Traffic Bylaw delegates the authority to regulate these areas to the Director of Engineering and Public Works and no Council direction is required.

The design and management of the City's parking systems is a key component of the overall mobility ecosystem. The GoVictoria program and development of the City's Sustainable Mobility Strategy (SMS) will continue the review of our parking systems throughout 2019, and will develop a set of recommendations for Council's consideration. Any changes to our parking systems play a key role in achieving concurrent objectives of economic and social prosperity, sustainability, climate action, affordability, safety, and health and well-being. Parking design and price are key levers to help ensure the most sustainable movement of people, goods and services in our community, and will become increasingly important as the City grows, and as technology and the demand for curb-space evolves with new forms and patterns of mobility.

## PURPOSE

The purpose of this report is to provide the annual update on parking services including improvements made in 2018, as well as considerations for the introduction of paid metered on-street parking on Sundays as of May 2019.



## BACKGROUND

The City manages approximately 4,300 parking spots (approximately 2000 on-street, over 400 on surface parking lots, and 1,935 in parkades).

Over the last four years, numerous changes aimed at improving the parking experience have been successfully implemented. In addition to the changes made in the fall of 2014, there are several operational initiatives for managing the parking system that take place on a routine, ongoing basis. These include:

- Proactive block-by-block analysis where opportunities to adjust and increase parking spaces are identified and implemented (i.e. changing/removing loading zones, implementing angle parking etc.). Thirteen new spaces were added in 2018 through this analysis. Additionally, 57 paid spaces were installed in the 800 block of Humboldt.
- Current regulations allow two motorcycles to park in one parking spot, motorcycles can park in the parkades for \$4 per day, and can utilize 24 small vehicle spaces as well as seven motorcycle only spots throughout the city.
- Car share is encouraged and is already in all parkades with additional spaces added in 2019.
- Small businesses using 20-minute meters for loading/unloading is a good option in that it provides spaces with quick turnover. As a result of ongoing discussions with businesses, there are 60 20-minute meters in the downtown for short-term stays by customers and those loading/unloading.
- Allowing taxis to stand at six specific fire hydrants to free up on-street parking spaces – this one-year trial that began in February 2017 has been very successful. Two more of these zones were added in 2018.
- On-street commuter permits to provide an alternative parking solution for monthly parkers

In addition to the City's parking spots, there are currently more than 50 privately owned parking facilities, open to the public.

### 2014/2015 Improvements

A comprehensive review of the parking service model, including public engagement, was completed in 2014, resulting in several changes to how parking services are provided. To free up on-street short-term parking spaces by promoting parking in the City's five parkades where there was greater capacity, the following changes were introduced in September 2014:

- Providing incentives such as offering reduced on-street parking rates in areas located further away from parkades, while increasing rates for on-street spaces closer to City parkades.
- Offering the first hour free in City parkades with reduced rates, and spaces on the lower levels were signed for three-hour short term parking on weekdays from 8am – 4pm.
- Implementing free evening parking within parkades on weekdays from 6pm – 8am.
- Refreshing City parkades and through the City's *Art in Parkades* initiative introducing a mural series and a musical railing to make City parkades more inviting.
- Implementing a SafeWalk service.

Over the last four years, these changes have seen the desired outcome of increasing the usage in the parkades, and also increasing the usage in the outlying on-street parking areas.

### 2016 Improvements

2016 was the first year for the City's newest service, the Parking Ambassadors. This program, with its customer service first approach, has received positive feedback over the last three years.



The parking ticket review function was also brought into City Hall as part of the Public Service Centre. Parking ticket adjudication was introduced, removing the role of the courts in parking disputes and simplifying the process and reducing wait times.

A number of capital improvements to the parkades were implemented during 2016, including frontage improvements at the View Street Parkade, LED space counters, pay station button replacements, and a new ticketing software. In addition, art in parkades featuring murals produced by local artists in collaboration with youth at Centennial Square Parkade, an interactive musical railing at Bastion Square Parkade, and a contemporary First Nations artwork at Johnson Street Parkade were installed.

### **2017 Improvements**

Replacing the aging elevator in the View Street parkade took place in 2017. A new cashier system better equips Parkade Attendants so they are able to provide quicker and smoother service.

The surface lot at Royal Athletic Park had space numbers added and the pay by space model was successfully piloted at this parking lot. This allows parkers the ability to utilize the ParkVictoria app, which will allow extending parking time remotely, avoiding tickets should events go longer than expected (sporting or other).

Approved in late 2016, the six Taxi Zones located at specific fire hydrants were installed in February, 2017. This initiative has been successful in two ways: 1) Taxis now have more spaces to stand while waiting for a call, keeping them from circling on the street and also reducing the need to be waiting in metered spaces, and 2) the additional signage has reduced the number of members of the public stopping in these zones by highlighting where the hydrant is. Parking Services staff will work with Transportation and the Fire Department to locate new appropriate zones to expand this use.

### **ISSUES & ANALYSIS**

Parking trends realized since 2014 continued through 2018. The objective to increase capacity and turnover on-street for visitors to downtown is being achieved. Transaction volumes for parkades continue to increase and while the transaction volume on-street has remained fairly steady, there has been a distribution of parkers to streets further from the core.

### **2018 Transactions**

Although the 2018 budget had been increased based on the experience in 2017, revenues again exceeded budget resulting in a year-end surplus of almost \$900,000 due to increased revenue from on-street meters, Royal Athletic Park parking lot, fines, parkades, and on-street occupancy permits paid by developers.

#### Parkades

The City's parkades were built to provide parking for shoppers and visitors. Staff manage monthly parking based on demand for short-term spaces. Since demand for short-term parking is high, only some commuter parking can be accommodated and until short-term demand decreases, monthly spots will remain limited. Of the 1,935 parkade spaces, approximately 23% are currently used by monthly parkers leaving 77% for daily parkers. In 2018, 72% of the parkade transactions were less than 3 hours, 20% stay 3-7 hours, and 8% park all day. This equates to almost 2,000 more short-term stay vehicles in the parkades during weekdays compared to 2014, which aligns with the intention of the current strategy. Almost 4,000 vehicles are utilizing parkades for less 3 hours daily.



In 2018, parkade transactions increased overall by over 160,000, a 10.5% increase over the year prior. Staff are closely monitoring parkade capacity for trends and usage.

Parkade	2014		2017		2018		2017/18 Increase
	Transactions	Monthly Avg	Transactions	Monthly Avg	Transactions	Monthly Avg	
View	284,356	23,696	454,231	37,853	532,251	44,354	17.2%
Bastion	257,412	21,451	391,598	32,633	408,816	34,068	4.4%
Broughton	173,711	14,476	312,283	26,024	339,479	28,290	8.7%
Centennial	66,324	5,527	153,551	12,796	162,981	13,582	6.1%
Johnson	92,025	7,669	210,870	17,573	239,357	19,946	13.5%
Total	873,828	72,819	1,522,533	126,878	1,682,884	140,240	10.5%

While on-street availability has improved, parkades during peak hours (11 am – 2 pm) are typically at or near capacity Monday through Friday where vehicles are able to enter as another vehicle leaves the facility. Further analysis indicates that during these busy periods, due to the short-term turnover, vehicles are entering these busy facilities with only short waits before a spot becomes available.

### Surface Lots

The City manages 3 surface parking lots located at Royal Athletic Park (220 spaces), Wharf Lot (150 spaces) and Royal Theatre Lot (38 spaces). Each lot has unique uses as events can affect each one at various times of the year.

Royal Athletic Park surface lot is mainly used as long-term parking with monthly parking as the majority use during weekdays through-out the year. This lot also provides event parking, typically on evenings and weekends for Royal Athletic Park and Save On Foods Memorial Arena. In May 2017 the operation of the parking lot was changed to a 'pay by space' model which allowed for users to make payments using the convenient ParkVictoria app. Changes were also made to the manner in which the reserved spaces were being used. These two improvements have increased the lot use by just over 52%.

Wharf parking lot use is quite seasonal. In slower months (November through February) average daily transactions range from 60 to 100, but in busier months (May through August) climb to 220 to 280 and often is full. This lot services users accessing the inner harbour (Harbour Air, tourism activities etc.). A portion of this lot has been closed for structural repairs to the Ship Point site (impacting 28 spaces) and is scheduled to complete in summer 2019. The 'pay by space' model was introduced at this lot in 2018.

The Royal Theatre Parking lot is primarily used during weekdays as an option for commuter parking and in the evening for shows at the Royal Theatre. Weekday transactions range from 35 to 45 typically, but reduces in summer months as some commuters choose other modes of transportation or are on holidays.

### On-Street

The 2,000 on-street metered parking spaces are available for short-term parking, with a daily average of about 9,400 transactions, which is relatively unchanged since 2017. Private development and other parking permits have reduced parking space inventory by 150 to 200 spaces daily. Total annual transactions have remained very steady since the 2014 improvements; however, transaction volumes in the different areas confirm that the parking is more evenly distributed throughout the parking zones indicating that the parking inventory is being more efficiently utilized. The objective of the 2014 Parking Services Review was to improve on-street parking availability for short-term stays to support downtown visits. For the nearly 800 parking spaces within the 90 minute



zone in the downtown core, all transactions averaged \$2.48 which equates to a 50 minute stay, indicating that turn-over within this zone is good and aligns with occupancy rate target of 85%.

Customer payment choices also continued to shift in 2018, with nearly 30% of all on-street transactions completed using the ParkVictoria app.

On-Street	2017			2018		
	Transactions	Monthly	% Use	Transactions	Monthly	% Use
Credit Card	709,681	59,140	26.60%	695,998	58,000	26.71%
Parking Card	148,603	12,384	5.60%	111,334	9,278	4.27%
Coin	1,199,298	99,942	45.00%	1,020,483	85,040	39.16%
ParkVictoria	605,963	50,497	22.80%	778,068	64,839	29.86%
<b>Total</b>	<b>2,663,545</b>	<b>221,965</b>		<b>2,605,883</b>	<b>230,377</b>	

### Parking Ambassadors

2018 completes the third year for the City's Parking Ambassador Program. This program was created to enhance customer service and has received positive feedback over the years. While the emphasis remains on compliance through education, the total violations issued in 2018 were nearly 15% more than in 2017 (156,443 vs 135,713).

To understand reasons for ticket disputes and to shape education programs for the public, the City tracks cancelled tickets. At the end of 2016, a new ticketing application was developed that provides better integration with the current system. Parking violations are now live rather than batched the following day, allowing immediate payments and reviews to better serve the public. This new application enables warning tickets to be written and tracked in the system, which also treats them as "cancelled". This skews the numbers compared to years prior to when this tracking started.

The largest proportion (almost 30%) of the cancelled tickets are those that were just being written as the driver returned to the vehicle, followed by those cancelled for educational reasons. The following table summarizes cancelled tickets for the last three years:

Tickets Cancelled			
Reason	2018	2017	2016
Returned to vehicle	11,200	9,490	8,453
Educational/Courtesy	8,109	5,652	5,618
Out of Province	3,501	3,554	2,657
Visiting Resident	1,356	975	1,212
Paid Wrong Space	3,341	2,795	2,730
Resident	766	602	1,059
Paid at Violation Time	1,140	1,168	1,327
Moved Vehicle	278	332	291
Technology Communication Error	143	87	61
Warning Ticket*	4,017	2,654	Not tracked
Other reasons**	5,160	5,104	5,416
<b>Total</b>	<b>39,011</b>	<b>32,413</b>	<b>28,824</b>

\*warning tickets prior to 2016 were not entered in the system

\*\*includes Police/City requests; tourist; valid permits; and ticket mistakes



## Proposed Improvements

The ongoing work including block-by-block analysis, promoting car share, and customer service improvements will continue. The holistic review of parking as part of the overall transportation system through the Sustainable Mobility Strategy will provide information and recommendations on optimization of curb management. The Accessibility Framework will also help guide improvements and updates to the City's current accessible parking policy.

In the immediate term, rate adjustments, on-street metered paid parking on Sundays, and customer service improvements will be implemented and are outlined below.

### 1. Proposed Rate Adjustments

Parkade use in 2018 increased overall by 10.5% over the previous year, and transaction volumes have nearly doubled since the improvements made in 2014. Over 70% of these transactions are vehicles parking in City facilities for fewer than 3 hours, indicating shoppers, downtown clients and other visitors to the downtown core are generally able to find space in the parkades. The increase in these volumes correlates directly to fewer parkers using the parkades all day. An overall reduction in all day and monthly parking has followed the rate increases implemented in May 2018.

Monthly parking continues to decrease at each parkade. Monthly parking rates were increased in June 2018, following an increase in May 2017 after remaining static since 2007. Council also approved a Parking Rates Policy in 2017, which provides for up to a 10% increase in rates, as required. Based on current capacity in all parkades, and under the authority of Council's Parking Rates Policy (Appendix A) staff intend to authorize an increase effective June 1, 2019. Should Council wish to provide different direction, a motion to that effect would accomplish that.

While the rates charged in Victoria are much lower than cities such as Vancouver and Calgary, the rates charged within the city are the ones most relevant for this market. The six privately operated, publicly available parkades (over 1500 spaces) within the City charges monthly parking in the range of \$250-\$265, averaging \$257. The daily parking rates at these parkades range \$14.50-\$17, averaging just below \$16.

The following rate increases take into account two previous increases, the market averages as well as the prices charged by parking facilities in the proximity of the City's facilities and will take effect in June unless directed otherwise:

Monthly rates	Current	2019 Proposed	Future	Private Rates Nearby
Centennial Sq	\$165	\$180	Allow for up to 10% increase as required.	\$235 *
Johnson St	\$185	\$200		\$250
Yates St	\$220	\$240		\$265
View St	\$220	\$240		\$265
Broughton St	\$220	\$240		\$265

\* There are no private parkades close to Centennial; the price quoted is a surface lot

At this point, staff are not recommending changes to the daily parking rates since the City's rates are already within the market range and the all-day usage has dropped by 33% compared to 2017 (to 8% from 12%). This was the intent of increasing these rates in 2018. Staff are also not recommending introducing variable parkades rates with higher rates during peak periods, nor eliminating the first hour free option since both would primarily impact short-term parkers. The first hour free option has no effect for monthly parkers, nor all day daily parkers due to the cap in place.



No changes for on-street parking are recommended as current rates and time limits have been very successful in changing parking behaviour in that we have seen increased usage on streets further away from the core. According to best practice (outlined in the publication "High Cost of Free Parking", and parking strategies from other cities including San Francisco), the ideal occupancy rate at any time of day is 85%. This occupancy rate should provide at least one available space on each block at any given time and this is what our current experience is within the downtown 90-minute zone, with the average transaction time being 50 minutes. Through the Parking Rates Policy, staff have the authority to adjust rate schedules on streets and continue to do so as required.

## 2. On-street Metered Paid Parking on Sundays

Fees for on-street metered parking on Sundays will be implemented starting in May 2019. The revenue generated is to fund bus passes for youth who live in the City of Victoria. Per Council direction, rates and maximum parking times are to remain consistent with weekdays. Throughout the City, parking rates and times are currently set based on desired turnover and expected demand. The businesses that are open on Sundays are primarily retail shopping outlets, restaurants and entertainment facilities. Most professional offices and some businesses are closed, resulting in reduced parking demand downtown and need for the typical weekday turnover.

Given the lower parking demand on Sundays and the reduced hours for typical retail businesses, Council may wish to reconsider implementing weekday rates and maximum parking times. Introducing a lower rate (\$2 per hour rather than \$3 per hour in the 90-minute zone and \$1 per hour in outlying metered areas) with no time restriction would generate desired revenue, while supporting longer stays for shoppers and visitors to the downtown core. The combination of longer duration with reduced overall Sunday parking demand will likely still ensure adequate turnover and parking availability. 20 minute meters would still ensure shorter turnover periods in those spaces. Staff recognize that the revenue may be lower under this model (estimated at \$500,000 rather than \$600,000) but are outlining this alternate option for Council's consideration.

Changing one aspect of the parking system can lead to impacts on other portions. Changing to paid parking on Sundays is anticipated to shift some parking use to areas that are not currently metered and will remain free. Some of these areas are time-limited zones during weekdays, some are time-limited Mondays – Saturdays and a few are time-limited every day of the week. Staff have been evaluating the potential impact on these areas and will make the necessary adjustments to ensure utilization of the on-street spaces remain optimized. The majority of these zones can remain unchanged at this time; however, the blocks adjacent to the metered zones may need adjustment. The exact adjustments will be determined once Sunday paid parking is in effect and the actual impacts are known. The Streets and Traffic Bylaw delegates the authority to regulate these areas to the Director of Engineering and Public Works and no Council direction is required.

The City currently enforces parking regulations on Sundays and do have staff assigned to this work. However, to ensure the metered on-street paid parking and parking in limited time zones is adhered to, four additional staff would be required. Based on current experience during weekdays, it is anticipated that additional fine revenue will offset the additional staffing costs.

## 3. Customer Service Improvements

### Block by Block Analysis

Proactive block by block analysis will continue to ensure parking capacity is utilized in the best way. Staff continue to locate new on-street metered spaces on blocks by reconfiguring current spaces. In addition, staff are identifying new streets to convert to pay parking where parking is either



drastically under-utilized, where streets in time-limited zones are typically full and vehicles are simply shuffled between spots, or where streets have no restrictions and turnover is non-existent.

#### Commercial Loading Zones

There are currently just over 100 commercial truck loading zones with varying restrictions throughout the City. Typically, the zones that end Fridays or early Saturdays become a 1 hour limited zone until 6pm and unrestricted after that time.

To address emerging demand for evening commercial deliveries, passenger zones for the public and taxis, as well as increasingly popular food delivery services and the potential future hailing services, commercial loading zones can provide more opportunities for safe pick up and drop off without interfering with traffic. These commercial zones will become standardized to Monday through Saturday from 7am to 6pm and will become passenger zones after 6pm. On Sundays, these shared zones would be passenger zones to offer the same short-term uses.

### **OPTIONS & IMPACTS**

#### **Option 1 – Direct staff to bring forward amendments to the Streets and Traffic Bylaw to authorize charging fees for metered on-street parking on Sundays and to update the Parking Rates Policy to reflect monthly rate increases (recommended)**

This option will authorize implementation of fees for Sunday parking at meters on-street.

In addition, increasing fees for monthly parking within parkades supports freeing up space for short-term parking which is the focus of the Parking Strategy. The Sustainable Mobility Strategy, which is under development, is intended to inform Council's decision making for the future.

Per Council direction for Sunday parking, rates and maximum parking times are to remain consistent with weekdays. If Council wished to change the previous direction to an alternative approach as noted earlier in this report, a motion to implement with longer time limits and/or lower rates would provide suitable direction.

#### **Option 2 – Amend the Streets and Traffic Bylaw, but defer approving rate changes until the Sustainable Mobility Strategy is complete.**

This option will authorize implementation of fees for Sunday parking at meters on-street, however no adjustment to monthly parking rates will be made at this time.

It is likely that the current peak period capacity challenge will continue. The proposed changes are intended to address the short-term challenges while the longer-term plan is being developed. A holistic review is required to determine solutions and strategies to support transportation systems for all modes of travel for the long term. Deferring making changes until a later time is not recommended.

#### *Accessibility Considerations*

The City provides permits and specific parking spots for people with accessibility challenges. The current policies were developed in 2002 with the assistance of the Disability Resource Centre, who provides ongoing input on changes to the parking system and continues to identify options for improvements. The Accessibility Framework and Barrier Free parking reviews are underway and will further inform required changes and improvements to parking accessibility, informed by inputs from the Accessibility Working Group and other key stakeholder groups.



## *Strategic Plan*

The parking network and assets are key components of the City's overall transportation system, and parking design and rates are important controls for meeting several objectives, including economic and social vitality, affordability, mode shift, greenhouse gas reduction, and health and well being.

The parking system contributes to the objectives of Sustainable Transportation and Prosperity and Economic Inclusion. Optimizing the parking network is a key component of the City's multi-modal and active transportation network design and daily management considerations. In addition, parking revenue provides significant funding for City programs and supports the Action "Continue to build financial capacity of the organization and explore sources of revenue other than property taxes and utility fees."

## *Impacts to Financial Plan*

The proposed rate changes within parkades are intended to reduce the number of longer-term parkers resulting in higher availability for short-term parkers. The overall revenue impact is not anticipated to be significant; in essence, the higher rates are expected to be offset by lower usage. However, should parking behaviour not change and current use continue, there would be a resulting estimated \$85,000 annual revenue increase.

Revenues generated through parking services is a user pay model that, in addition to funding ongoing operating costs and capital upgrades to parking facilities and equipment, provides a significant contribution to funding City operations and therefore reduces the amount of property taxes required.

Council's direction to implement fees for on-street metered parking on Sundays will generate additional revenue. As directed, this revenue will be used to fund transit passes for youth who live in the City.

To ensure the metered on-street paid parking and parking in limited time zones is adhered to, four additional staff would be required. Based on current experience during weekdays, it is anticipated that additional fine revenue will offset the additional staffing costs.

To capture the above changes, the financial plan would be updated prior to the final approval in April 2019. These adjustments will not have an impact on the parking services budget bottom line, nor the property tax increase for 2019.

## *Official Community Plan Consistency Statement*

The Official Community Plan includes many items regarding parking management as follows:

- 7.10 Maintain and implement a Parking Strategy to manage parking in the Downtown Core Area to give priority to short-term parking on-street and in City-operated parking facilities, and improve effective use of parking resources by seeking to:
  - 7.10.1 Provide excellence in customer service;
  - 7.10.2 Create incentives to position downtown as the destination of choice;
  - 7.10.3 Support downtown businesses and improve downtown vitality;
  - 7.10.4 Promote a safe and inviting downtown parking environment including the provision of bicycle and electric vehicle parking at key destinations;
  - 7.10.5 Integrate public short-term parking as a component of underground parking provided for high-density commercial mixed-use buildings, where appropriate;



- 7.10.6 Improve parking technology to make it more user friendly; and,  
7.10.7 Ensure that the parking system is financially self-sustaining through a cost-recovery model.

## **NEXT STEPS**

### **Sustainable Mobility Strategy**

In the coming months, the Sustainable Mobility Strategy/ GoVictoria programs will review the design and performance of the City's parking systems to determine how they can best support important and transformational changes to the mobility ecosystem, with a primary focus on climate action and greenhouse gas mitigations, and required shifts to more sustainable movement of people, goods and services. Technology and service delivery changes will also impact the future of curb space management, and parking design and price remains a key lever for sustainable operations within the municipality. The policy development workshops planned for the spring 2019 will include review of the role and importance of parking to support the desired changes and meet Council's objectives.

### **Potential Future Parking Improvement Options**

There are a number of additional changes that could be made. However, since these changes would not have significant impact on the current peak period challenges, the recommendation is to consider these upon completion of the long-term strategy.

#### Extending Paid Parking until 7 pm

An extension of on-street rates was discussed as part of the 2014 Parking Review and not supported at that time.

Currently on-street rates are in effect from 9am until 6pm. Parkades have capacity in the evening where parking is free after 6 pm. This extension of the paid-time into evening hours could alleviate the parking availability issues after working hours. This potential change requires more analysis before any recommendations can be brought to Council for consideration and could create some more availability in the early evening on the street with more drivers encouraged to use nearby parkades.

#### On-street Parking Space Counters / Sensors

Improved real-time public indication of parking space availability is required to enhance parking system efficiency and convenience. Our current system is transaction based, which only shows when space paid-time expires, even if a vehicle has already exited. Staff continue to explore improved sensor technology as part of parking service improvements in alignment with the City's "Smart City" pilot program.

#### Special Event Permitting

Careful coordination of parking demand during special events is required in the downtown, especially during high parking demand periods (i.e. before Christmas), and during disruptive capital or private construction. Increased fee rates could potentially be charged during higher-demand periods to reflect the value of the assets.

## **CONCLUSION**

High demand for both short and long-term parking continued in 2018. In support of the current parking strategy that prioritizes short-term parking, proposed rate changes are aimed at freeing up space for shoppers and visitors to downtown. The long-term Sustainable Mobility Strategy will take



a holistic view of the transportation system, of which parking - both City-owned and privately owned facilities - is one component.

Respectfully submitted,



Ismo Husu  
Manager of Parking Services



Susanne Thompson  
Deputy City Manager/Chief Financial Officer


Report accepted and recommended by the City Manager:

Date:

  
March 28, 2019

**List of Attachments**

Appendix A: Parking Rates Policy

		PARKING RATE FRAMEWORK	
			Page 1 of
<b>SUBJECT:</b>	Parking Rates		
<b>PREPARED BY:</b>	Finance		
<b>AUTHORIZED BY:</b>	Council		
<b>EFFECTIVE DATE:</b>	February 23, 2017	<b>REVISION DATE:</b>	March 22, 2018
<b>REVIEW FREQUENCY:</b>	Annually		

## A. PURPOSE

The purpose of this Policy is to establish the framework under which parking rates are established for on street parking, surface lots and parkades within the City.

## B. OBJECTIVES

This Policy recognizes that different geographical locations and different parking type options may result in varying degrees of demand for the parking alternatives in the City. As such, this Policy establishes the framework for differential rates based upon these factors, changes and trends in market conditions, as well as clarifying the different authorities for establishing and adjusting parking rates.

## C. DEFINITIONS

**Council** means the Council of the City of Victoria.

**Director of Finance** means the person appointed under section 149 of the Community Charter for the City of Victoria.

**Director of Engineering and Public Works** refers to the person holding that position with the City of Victoria.

**Parkade** means a multilevel parking facility owned and/or managed by the City of Victoria.

**Surface Lot** means a single, ground level parking lot owned and/or managed by the City of Victoria.

**On Street Parking** means parking at designated spaces on Street under the management and control of the City of Victoria.

## D. PARKING RATE FRAMEWORK

### 1. On street Parking

Schedule A to this policy establishes the geographical areas of the City that have different parking rate structures and the current rates at June 2018. In accordance with the Street and Traffic Bylaw, the Director of Engineering and Public Works may by Order, establish rates for on street parking

within the range between \$1.00 per hour and \$5.00 per hour, up to the maximum daily limit determined by the parking time limits between 20 minutes and 24 hours.

The Director of Engineering and Public Works may by Order, pursuant to the Streets and Traffic Bylaw, adjust rates and zones based on demand. Demand is determined by usage and transaction volumes with a target of 85% occupancy of spaces.

## 2. Parkades

The following rates are hereby established:

### Daily Rates:

Parkades	1st hour	2nd and 3rd hour	4th hour and beyond	Daily Max
View Street, Broughton Street, Johnson Street, Centennial Square	Free	\$2 (\$0.50 per 15 min)	\$3 (\$0.75 per 15 min)	\$16.00
Bastion (Yates)	Free	\$2 (\$0.50 per 15 min)	\$3 (\$0.75 per 15 min)	\$17.50

Daily Rates will be reviewed annually and any changes must be approved by Council.

### Monthly Rates:

Parkades	Rates
Centennial Square	\$165
Johnson Street	\$185
Bastion (Yates)	\$220
View Street	\$220
Broughton Street	\$220

Monthly Rates within parkades may be adjusted up or down by the Director of Finance to a maximum of 10%.

## 3. Surface Lots

Lot	Hourly (Max)	Monthly
Royal Athletic Park	1.50 (\$10)	\$100
Wharf Street Lot	\$2.50/hr (\$15)	\$150
Royal Theatre	\$2.50/hr (\$15)	NA

Monthly Rates on surface lots may be adjusted up or down by the Director of Finance to a maximum of 10%.

Hourly Rates will be reviewed annually and any changes must be approved by Council.



#### **4. Holiday Courtesy Tickets**

For on street parking in the downtown area of the City for the preceding two weeks up to and including December 24 in each year, monetary fines shall not be issued for a period of up to thirty minutes after the expiry of the time purchased. If the time purchased has expired greater than 30 minutes the standard ticket shall be issued.

In lieu of the standard penalty, the courtesy ticket shall encourage the vehicle operator to make a contribution to a local food bank or other charitable organization.

#### **E. POLICY REVIEW AND RATE ADJUSTMENTS**

This Policy shall be reviewed annually and consider adjustments related to the market conditions for parking in the City.



# Parking Services Update



## Parking Strategy Guiding Principles

- Focus on supplying short-term parking opportunities
- Support economic vitality downtown
- Offset parking expenditures through revenues
- Support sustainable transportation and land-use plans and policies



Annual Parking Services Update

## Achievements and Challenges

### Achievements:

- Good on-street turn-over in core, 50 minute average stay within 90-minutes zone
- On-street usage distributed to streets further from core
- Reduction in parkade all day daily parking - 8% compared to 12% in 2017
- Reduction in parkade monthly parking - 23% of spaces compared to 25% in 2017 and 30% in 2016
- Weekend space availability within parkades



### Challenges:

- Parkade peak demand weekdays 11 am to 2 pm, but vehicles generally only have short waits due to high short-term turnover



Annual Parking Services Update

## Ongoing Proactive Initiatives

- Conducting block-by-block on-street analysis to ensure best utilization of parking capacity – 13 parking spaces added in 2018
- All-day paid parking in time-limited on-street zones – 57 spaces added in 2018
- On-street commuter permits at the outer perimeter of the core as alternative to all-day parking in parkades
- Car share in all parkades
- 20-minute spaces for small business loading/unloading – 60 spaces available
- Taxis allowed to stand at 8 designated fire hydrants
- Commercial loading zones - standardized



Annual Parking Services Update



## Paid On-Street Parking on Sundays

- To fund bus passes for youth who live in the City of Victoria
- Implementation direction:
  - Effective May 1, 2018:
  - Fees and time-limits same as weekdays
  - Parkades remain free
- Amendment to Streets and Traffic Bylaw required



Annual Parking Services Update

## Considerations – Sunday Parking

- Current parking rates and time limits are set based on desired turnover and expected demand
- Due to lower parking demand on Sundays, alternate option for Council's consideration:
  - No time-limits at meters
  - Reduced rates
    - \$2 per hour in current 90-minute zone
    - \$1 per hour in outlying areas



Annual Parking Services Update

## Proposed Parkade Rate Adjustments

Per Parking Rates Policy, increase monthly rates by 10% as follows:

Monthly rates	Current	2019 Proposed
Centennial Sq	\$165	\$180
Johnson St	\$185	\$200
Yates St	\$220	\$240
View St	\$220	\$240
Broughton St	\$220	\$240



Annual Parking Services Update

## Recommendations

That Council:

1. Direct staff to bring forward amendments to the Streets and Traffic Bylaw to authorize charging fees for metered on-street parking on Sundays
2. Direct staff to update the Parking Rates Policy to reflect monthly rate increases



Annual Parking Services Update





## Appendix B

<b>Council Meetings</b>	<b>Proclamations</b>
11-Jan-18	none
25-Jan-18	Eating Disorder Awareness Week - February 1 to 7, 2018
08-Feb-18	Rare Disease Day - February 28, 2018 International Development Week - February 4 - 10, 2018 Chamber of Commerce Week - February 19 - 23, 2018
22-Feb-18	Victoria Co-op Day - March 10, 2018 Tibet Day - March 10, 2018
08-Mar-18	Revised World Water Day - March 22, 2018 Purple Day for Epilepsy Awareness - March 26, 2018
22-Mar-18	Parkinson's Awareness Month - April 2018 Barbershop Harmony Quartet Week - April 8-14, 2018 Autism Awareness Day - April 2, 2018
12-Apr-18	St. George Day - April 23, 2018 Human Values Day - April 24, 2018
26-Apr-18	Huntington Awareness Month - May 2018 Neighbour Day - May 8, 2018 Earth Day - April 22, 2018 International Internal Audit Awareness Month - May 2018 MS Awareness Month - May 2018 Highland Games Week - May 14-21, 2018 North American Occupational Safety and Health (NOASH) Week - May 7-13, 2018 Child Abuse Prevention Month - April 2018 Thank a Youth Worker Day - May 10, 2018 National Organ and Tissue Donation Awareness Week - April 22 - 28, 2018
10-May-18	Tap Dance Day - May 25, 2018
24-May-18	Victims and Survivors of Crime Week - May 27 - June 2, 2018 Orca Awareness Month - June 2018 Intergenerational Day - June 1, 2018

	Co-op Housing Day - June 9, 2018 Planning Institute of BC 60th Anniversary Day - June 9, 2018 Pollinator Week - June 18 - 24, 2018 Independent Living Across Canada Day - June 4, 2018 Built Green Day - June 6, 2018 International Medical Cannabis Day - June 11, 2018
14-Jun-18	ALS Awareness Month - June 2018
28-Jun-18	Pride Week - July 1 to 8, 2018
12-Jul-18	None
26-Jul-18	A Day of Happiness - August 4, 2018
09-Aug-18	World Refugee Day - June 20, 2018 Literacy Month - September 2018
06-Sep-18	Prostate Cancer Awareness Month - September 2018 Performance and Learning Month - September 2018 BC Thanksgiving Food Drive for the Food Bank Day - September 15, 2018 United Way Day - September 19, 2018
20-Sep-18	International Day of Sign Languages and Week of the Deaf - September 23, 2018 Ride for Refugee Day - September 29, 2018 Wrongful Conviction Day - October 2, 2018 Fire Prevention Week 2018 - October 7 to 13, 2018 Occupational Therapy Month - October 2018 Manufacturing Month - October 2018
04-Oct-18	World Mental Health Day - October 10, 2018 Waste Reduction Week - October 15 to 21, 2018 Miriam Temple No. 2 Daughters of the Nile Day - October 18, 2018 Pulmonary Hypertension Awareness Month - November 2018 World Pancreatic Cancer Day - November 15, 2018 CUPE Local 50's 100th Anniversary - October 2018
08-Nov-18	Turkish Republic Day - October 29, 2018 Think Local Week - November 12 to 18, 2018 Diabetes Awareness Day - November 14, 2018

World Lymphedema Day - March 6, 2019

22-Nov-18

Movember - November 2018

Adoption Awareness Month - November 2018

13-Dec-18

National Homeless Persons' Memorial Day - December 21, 2018



**“HUMAN VALUES DAY 2019”**

- WHEREAS** *raising and increasing the AWARENESS of Human Values of truth, right conduct, peace, love and nonviolence, and all the multiple sub values like honesty, integrity, kindness and caring in the City of Victoria is a primary goal of this wonderful city; and*
- WHEREAS** *these are values are inherent in all creeds, countries, cultures and communities, making these values truly “Values without Borders” ;and*
- WHEREAS** *making the City of Victoria 'A City of Character' is for the greatest benefit of all our citizens; and*
- WHEREAS** *reducing and even erasing the incidents of violence of all types in our communities and our City will bring PEACE and PROGRESS in all aspects and activities of this city; and*
- WHEREAS** *unlike other walks, Walk for Values is not a fund-raiser, but a way to make the City richer and healthier by pledging our commitment to practice human values, and be motivated to serve our community through volunteer work, or by donating blood or food for the needy; and*
- WHEREAS** *“Walk for Values” is designed to raise the awareness of Human Values and to promote individual responsibility towards collective future of Humanity. Walk for Values is a platform to educate people on the importance of practicing these five Human Values in daily life and the awareness it creates in making of enlightened citizens for universal peace.*

**NOW, THEREFORE** I do hereby proclaim April 24<sup>th</sup>, 2019 as **“Human Values Day”** on the **HOMELANDS** of the **SONGHEES AND ESQUIMALT PEOPLE** in the **CITY OF VICTORIA, CAPITAL CITY** of the **PROVINCE** of **BRITISH COLUMBIA**.

**IN WITNESS WHEREOF**, I hereunto set my hand this 11<sup>th</sup> day of April, Two Thousand and Nineteen.

**LISA HELPS**  
**MAYOR**  
**CITY OF VICTORIA**  
**BRITISH COLUMBIA**

**Sponsored By:**





## Committee of the Whole Report

For the Meeting of April 4, 2019

---

**To:** Committee of the Whole

**Date:** March 27, 2019

**From:** Chris Coates, City Clerk

**Subject:** Proclamation "Global Love Day" May 1, 2019

---

### RECOMMENDATION

That the *Global Love Day* Proclamation be forwarded to the April 11, 2019 Council meeting for Council's consideration.

### EXECUTIVE SUMMARY

Attached as Appendix A is the requested *Global Love Day* Proclamation. Council has established a policy addressing Proclamation requests. The policy provides for:

- A staff report to Committee of the Whole.
- Each Proclamation request requiring a motion approved at Committee of the Whole prior to forwarding it to Council for their consideration.
- Staff providing Council with a list of Proclamations made in the previous year.
- Council voting on each Proclamation individually.
- Council's consideration of Proclamations is to fulfil a request rather than taking a position.

A list of 2018 Proclamations is provided as Appendix B in accordance with the policy. Consistent with City Policy, Proclamations issued are established as fulfilling a request and does not represent an endorsement of the content of the Proclamation.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Chris Coates".

Chris Coates  
City Clerk

### LIST OF ATTACHMENTS

- Appendix A: Proclamation "Global Love Day"
- Appendix B: List of Previously Approved Proclamations



**“GLOBAL LOVE DAY”**

- WHEREAS**     *The Love Foundation, Inc., a non-profit organization, has announced GLOBAL LOVE DAY to facilitate in establishing LOVE & PEACE on our planet; and*
- WHEREAS**     *GLOBAL LOVE DAY will establish a worldwide focus towards “unconditionally loving each other as we love ourselves”; and*
- WHEREAS**     *We are One Humanity on this planet; and*
- WHEREAS**     *All life is interconnected and interdependent; and*
- WHEREAS**     *All share in the Universal bond of love; and*
- WHEREAS**     *Love begins with self-acceptance and forgiveness; and*
- WHEREAS**     *With respect and compassion we embrace diversity; and*
- WHEREAS**     *Together we make a difference through love; and*
- WHEREAS**     *The Love Foundation, Inc. invites mankind to declare May 1, 2019 as GLOBAL LOVE DAY, a day of forgiveness and unconditional love. GLOBAL LOVE DAY will act as a model for all of us to follow, each and every day.*

**NOW, THEREFORE** I do hereby proclaim May 1, 2019 as **“GLOBAL LOVE DAY”** on **HOMELANDS** of the **SONGHEES AND ESQUIMALT PEOPLE** in the **CITY OF VICTORIA, CAPITAL CITY** of the **PROVINCE** of **BRITISH COLUMBIA** and invite all citizens to observe this day, which honors the public cause for Global Love, World Peace, and Universal Joy.

**IN WITNESS WHEREOF**, I hereunto set my hand this 11<sup>th</sup> day of April, Two Thousand and Nineteen.

---

**LISA HELPS**  
**MAYOR**  
**CITY OF VICTORIA**  
**BRITISH COLUMBIA**

**Sponsored by:**  
**Harold W. Becker**  
**President/Founder**  
**The Love Foundation, Inc.**

## Appendix B

<b>Council Meetings</b>	<b>Proclamations</b>
11-Jan-18	none
25-Jan-18	Eating Disorder Awareness Week - February 1 to 7, 2018
08-Feb-18	Rare Disease Day - February 28, 2018 International Development Week - February 4 - 10, 2018 Chamber of Commerce Week - February 19 - 23, 2018
22-Feb-18	Victoria Co-op Day - March 10, 2018 Tibet Day - March 10, 2018
08-Mar-18	Revised World Water Day - March 22, 2018 Purple Day for Epilepsy Awareness - March 26, 2018
22-Mar-18	Parkinson's Awareness Month - April 2018 Barbershop Harmony Quartet Week - April 8-14, 2018 Autism Awareness Day - April 2, 2018
12-Apr-18	St. George Day - April 23, 2018 Human Values Day - April 24, 2018
26-Apr-18	Huntington Awareness Month - May 2018 Neighbour Day - May 8, 2018 Earth Day - April 22, 2018 International Internal Audit Awareness Month - May 2018 MS Awareness Month - May 2018 Highland Games Week - May 14-21, 2018 North American Occupational Safety and Health (NOASH) Week - May 7-13, 2018 Child Abuse Prevention Month - April 2018 Thank a Youth Worker Day - May 10, 2018 National Organ and Tissue Donation Awareness Week - April 22 - 28, 2018
10-May-18	Tap Dance Day - May 25, 2018
24-May-18	Victims and Survivors of Crime Week - May 27 - June 2, 2018 Orca Awareness Month - June 2018 Intergenerational Day - June 1, 2018

	Co-op Housing Day - June 9, 2018 Planning Institute of BC 60th Anniversary Day - June 9, 2018 Pollinator Week - June 18 - 24, 2018 Independent Living Across Canada Day - June 4, 2018 Built Green Day - June 6, 2018 International Medical Cannabis Day - June 11, 2018
14-Jun-18	ALS Awareness Month - June 2018
28-Jun-18	Pride Week - July 1 to 8, 2018
12-Jul-18	None
26-Jul-18	A Day of Happiness - August 4, 2018
09-Aug-18	World Refugee Day - June 20, 2018 Literacy Month - September 2018
06-Sep-18	Prostate Cancer Awareness Month - September 2018 Performance and Learning Month - September 2018 BC Thanksgiving Food Drive for the Food Bank Day - September 15, 2018 United Way Day - September 19, 2018
20-Sep-18	International Day of Sign Languages and Week of the Deaf - September 23, 2018 Ride for Refugee Day - September 29, 2018 Wrongful Conviction Day - October 2, 2018 Fire Prevention Week 2018 - October 7 to 13, 2018 Occupational Therapy Month - October 2018 Manufacturing Month - October 2018
04-Oct-18	World Mental Health Day - October 10, 2018 Waste Reduction Week - October 15 to 21, 2018 Miriam Temple No. 2 Daughters of the Nile Day - October 18, 2018 Pulmonary Hypertension Awareness Month - November 2018 World Pancreatic Cancer Day - November 15, 2018 CUPE Local 50's 100th Anniversary - October 2018
08-Nov-18	Turkish Republic Day - October 29, 2018 Think Local Week - November 12 to 18, 2018 Diabetes Awareness Day - November 14, 2018



World Lymphedema Day - March 6, 2019

22-Nov-18

Movember - November 2018

Adoption Awareness Month - November 2018

13-Dec-18

National Homeless Persons' Memorial Day - December 21, 2018



## Committee of the Whole Report For the Meeting of April 4, 2019

---

**To:** Committee of the Whole **Date:** March 27, 2019  
**From:** Chris Coates, City Clerk  
**Subject:** Proclamation "National Organ and Tissue Donation Awareness Week" April 21 to April 27, 2019

---

### RECOMMENDATION

That the *National Organ and Tissue Donation Awareness Week* Proclamation be forwarded to the April 11, 2019 Council meeting for Council's consideration.


### EXECUTIVE SUMMARY

Attached as Appendix A is the requested *National Organ and Tissue Donation Awareness Week* Proclamation. Council has established a policy addressing Proclamation requests. The policy provides for:

- A staff report to Committee of the Whole.
- Each Proclamation request requiring a motion approved at Committee of the Whole prior to forwarding it to Council for their consideration.
- Staff providing Council with a list of Proclamations made in the previous year.
- Council voting on each Proclamation individually.
- Council's consideration of Proclamations is to fulfil a request rather than taking a position.

A list of 2018 Proclamations is provided as Appendix B in accordance with the policy. Consistent with City Policy, Proclamations issued are established as fulfilling a request and does not represent an endorsement of the content of the Proclamation.

Respectfully submitted,



Chris Coates  
City Clerk

### LIST OF ATTACHMENTS

- Appendix A: Proclamation "National Organ and Tissue Donation Awareness Week"
- Appendix B: List of Previously Approved Proclamations

Appendix A

**“NATIONAL ORGAN AND TISSUE DONATION AWARENESS WEEK”**

**WHEREAS** *over 4,400 Canadians need an organ transplant and, every year, an average of 250 people die waiting; and*

**WHEREAS** *while 90 per cent of Canadians support organ donation; yet fewer than 23 per cent have registered their decision to donate; and*

**WHEREAS** *Bill C-202 enacted National Organ Donor Week in Canada in 1997; and*

**WHEREAS** *only through education and increased public awareness can individuals be encouraged and inspired to join Canada's Lifeline and register to donate their organs and tissues; and*

**NOW, THEREFORE** *I do hereby proclaim the week of April 21<sup>st</sup> to April 27<sup>th</sup>, 2019 as "NATIONAL ORGAN AND TISSUE DONATION AWARENESS WEEK" on the HOMELANDS of the SONGHEES AND ESQUIMALT PEOPLE in the CITY OF VICTORIA, BRITISH COLUMBIA.*

**IN WITNESS WHEREOF**, *I hereunto set my hand this 11<sup>th</sup> day of April, Two Thousand and Nineteen.*

---

**LISA HELPS  
MAYOR  
CITY OF VICTORIA  
BRITISH COLUMBIA**

**Sponsored by:  
Elaine Yong  
BC Transplant**



## Appendix B

<b>Council Meetings</b>	<b>Proclamations</b>
11-Jan-18	none
25-Jan-18	Eating Disorder Awareness Week - February 1 to 7, 2018
08-Feb-18	Rare Disease Day - Febraury 28, 2018 International Development Week - February 4 - 10, 2018 Chamber of Commerce Week - February 19 - 23, 2018
22-Feb-18	Victoria Co-op Day - March 10, 2018 Tibet Day - March 10, 2018
08-Mar-18	Revised World Water Day - March 22, 2018 Purple Day fo rEpilepsy Awareness - March 26, 2018
22-Mar-18	Parkinson's Awareness Month - April 2018 Barbershop Harmony Quartet Week - April 8-14, 2018 Autism Awareness Day - April 2, 2018
12-Apr-18	St. George Day - April 23, 2018 Human Values Day - April 24, 2018
26-Apr-18	Huntington Awareness Month - May 2018 Neighbour Day - May 8, 2018 Earth Day - April 22, 2018 International Internal Audit Awareness Month - May 2018 MS Awareness Month - May 2018 Highland Games Week - May 14-21, 2018 North American Occupational Safety and Health (NOASH) Week - May 7-13, 2018 Child Abuse Prevention Month - April 2018 Thank a Youth Worker Day - May 10, 2018 National Organ and Tissue Donation Awareness Week - April 22 - 28, 2018
10-May-18	Tap Dance Day - May 25, 2018
24-May-18	Victims and Survivors of Crime Week - May 27 - June 2, 2018 Orca Awareness Month - June 2018 Intergenerational Day - June 1, 2018

	Co-op Housing Day - June 9, 2018 Planning Institute of BC 60th Anniversary Day - June 9, 2018 Pollinator Week - June 18 - 24, 2018 Independent Living Across Canada Day - June 4, 2018 Built Green Day - June 6, 2018 International Medical Cannabis Day - June 11, 2018
14-Jun-18	ALS Awareness Month - June 2018
28-Jun-18	Pride Week - July 1 to 8, 2018
12-Jul-18	None
26-Jul-18	A Day of Happiness - August 4, 2018
09-Aug-18	World Refugee Day - June 20, 2018 Literacy Month - September 2018
06-Sep-18	Prostate Cancer Awareness Month - September 2018 Performance and Learning Month - September 2018 BC Thanksgiving Food Drive for the Food Bank Day - September 15, 2018 United Way Day - September 19, 2018
20-Sep-18	International Day of Sign Languages and Week of the Deaf - September 23, 2018 Ride for Refugee Day - September 29, 2018 Wrongful Conviction Day - October 2, 2018 Fire Prevention Week 2018 - October 7 to 13, 2018 Occupational Therapy Month - October 2018 Manufacturing Month - October 2018
04-Oct-18	World Mental Health Day - October 10, 2018 Waste Reduction Week - October 15 to 21, 2018 Miriam Temple No. 2 Daughters of the Nile Day - October 18, 2018 Pulmonary Hypertension Awareness Month - November 2018 World Pancreatic Cancer Day - November 15, 2018 CUPE Local 50's 100th Anniversary - October 2018
08-Nov-18	Turkish Republic Day - October 29, 2018 Think Local Week - November 12 to 18, 2018 Diabetes Awareness Day - November 14, 2018

World Lymphedema Day - March 6, 2019

22-Nov-18

Movember - November 2018

Adoption Awareness Month - November 2018

13-Dec-18

National Homeless Persons' Memorial Day - December 21, 2018

# City of Victoria DRAFT

Terms of Reference – Citizens' Assembly on the Amalgamation of the District of Saanich and the City of Victoria

## Terms of Reference

The following Community Opinion Question was included on the ballot for the 2018 General and Local School Board Elections:

***“Are you in favour of spending up to \$250,000 for establishing a Citizens' Assembly to explore the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria?”***

### 1.0 District of Saanich and City of Victoria Objectives

The municipalities of Saanich and Victoria have adopted an innovative and transparent public process to support the completion of an analysis of the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria. The Citizens' Assembly (the “Assembly”) process is expected to be a deliberative one, providing the residents of Victoria and Saanich with the opportunity to directly and actively participate in evaluating the case for the municipalities' amalgamation.

The Assembly is expected to be an impartial advisory body that is tasked with representing the residents of Victoria and Saanich in investigating the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria. In doing so, the Assembly will exemplify the highest standards of transparency, accountability and citizen engagement in reaching detailed recommendations to the respective municipal Councils.

In establishing the Assembly, the municipalities have three objectives:

- To learn about the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria including shared and contrasting values, concerns and needs of residents of Victoria and Saanich regarding neighbourhoods, change, growth, service delivery, governance, capital and infrastructure needs, land use planning, emergency services and strategic and regulatory frameworks.
- To fully understand the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria including residents'



vision for the future of their respective community and potentially an amalgamated municipality.

- To provide local residents with an unprecedented opportunity to explore the future of their communities.

## **2.0 Guiding Principles for the Citizens' Assembly**

- 2.1 **Openness and Transparency** – The Assembly will regularly share its learning and deliberations with the public on an ongoing and predictable basis.
- 2.2 **Accountability and Legitimacy** – The Assembly will work within a defined mandate and budget on behalf of the residents of Saanich and Victoria. The Assembly will deliver its Final Report directly to the respective municipal Councils.
- 2.3 **Effective Representation** – The Assembly will be charged with the responsibility of representing the needs and interests of the residents of Saanich and Victoria. The members of the Assembly will be selected to broadly represent the demographics of the municipalities.
- 2.4 **Accessibility** – The Assembly will provide reasonable supports to address barriers that may prevent a member of the Assembly from participating successfully.
- 2.5 **Independence** – The Assembly will have full independence to determine how to best fulfill its mandate.
- 2.6 **Well-informed** – The Assembly will deliver sound recommendations in its Final Report. The Assembly's recommendations will be informed by a range of perspectives and sources of expertise.
- 2.7 **Balance** – The Assembly will consider a diversity of voices and perspectives in its deliberations. The Facilitator will work to ensure that there is room for all voices.
- 2.8 **Collaborative decision-making** – The Assembly will work towards consensus when drafting their recommendations, while also respecting and documenting differing perspectives among its members and retaining a recourse to majority vote.
- 2.9 **Respect** – The Assembly will strive to be conscientious and fair-minded in their deliberations and in their consultations with the residents of Victoria and Saanich.

## **3.0 Mandate of the Citizens' Assembly**

The Assembly is tasked by the District of Saanich and the City of Victoria to learn about the needs and interests of local residents, examine the full basket of implications of creating a new, amalgamated municipal structure, and advise the respective Councils on whether or not the municipalities should proceed towards amalgamation.

Specifically, the Assembly will:

- 3.1 Identify common aspirations for good local governance to provide a basis for evaluating amalgamation and status quo.
- 3.2 List the issues that the Assembly believes needs to be satisfactorily resolved for amalgamation to merit consideration.
- 3.3 Detail recommendation(s) concerning the amalgamation of Victoria and Saanich, including any conditions that need to be satisfied if an amalgamation was to proceed.
- 3.4 List issues and recommendations for addressing identified issues with regard to the implementation and the integration of the municipalities should the Assembly recommend amalgamation.

In satisfying their mandate and developing recommendations, the Assembly will be expected to consider and analyze (at a minimum) the following:

- 3.5 Assets and liabilities of Saanich and Victoria including any related impacts on local rate payers resulting from amalgamation.
- 3.6 Cultural and land use priorities and similarities and differences of the two municipalities and any anticipated impacts arising from amalgamation.
- 3.7 Balance of the issues of economy of scale with community identity and representation.
- 3.8 Delineation of the clear weighing of the overall advantages versus disadvantages accruing to the individual municipalities versus those accruing solely to a combined municipality arising from amalgamation.
- 3.9 Comparison of corporate structures and approaches to governance of the two municipalities and the anticipated impacts (positive and negative) arising from amalgamation.
- 3.10 All analysis and recommendations of the Assembly are informed and mindful of the ongoing work with local First Nations of reconciliation.
- 3.11 Consideration of benefits and costs of amalgamation over both the short and long terms (i.e. Over 5 year, 20 year, 50 year horizons).
- 3.12 Consideration of impacts (positive and negative) at the neighbourhood level not only for the broad community.
- 3.13 Consideration of the congruency and alignment of the Official Community Plans and other significant strategic and plan documents of the municipalities.
- 3.14 Consideration of democratic representation and accessibility of elected officials to residents and other stakeholders.
- 3.15 Status and strategies of capital and infrastructure replacement reserves including the analysis of anticipated impacts on an amalgamated municipality.
- 3.16 Variations in levels of service of the two municipalities including the development of clear recommendations on aligning service levels in an amalgamated municipality.

- 3.17 If full amalgamation of Saanich and Victoria is not recommended by the Assembly, commentary from the Assembly on other opportunities for service integration is considered part of the Assembly's mandate.
- 3.18 If full amalgamation of Saanich and Victoria is recommended by the Assembly, commentary and recommendations from the Assembly on the integration of full municipal operations (both in the short and longer term) is expected as part of the Assembly's mandate.

In meeting its mandate and the expectations outlined in the Terms of Reference the Assembly will, to the greatest extent possible, represent the consensus view of the members. Divergent views of Assembly members and community members will also be included in the Citizens' Assembly's Final Report.

#### **4.0 Constraints on the Citizens' Assembly**

The Assembly will enjoy wide latitude, subject to the processes and mandate laid out in the Terms of Reference, in its ability to make recommendations to Victoria and Saanich regarding the costs, benefits and disadvantages of the amalgamation between the District of Saanich and the City of Victoria. Recommendations must include a final Yes/No recommendation to the respective Councils on proceeding towards a Referendum on amalgamation. The Councils of Saanich and Victoria will have the final authority to accept, modify or reject specific recommendations from the Assembly at their discretion.

#### **5.0 Schedule of the Citizens' Assembly**

The Citizens' Assembly will convene during 4-6 full-day Saturday sessions beginning in September 2019, and concluding in March 2020. Additional meetings of the Assembly may be scheduled at the discretion of the Facilitator. The Citizens' Assembly will also host 3 public roundtable meetings during the course of their session's schedule which will be open to all local residents.

The Assembly will meet according to the following schedule:

- TBD
- TBD
- TBD
- TBD
- TBD
- TBD

All meetings of the Assembly will be open to the public.

## **6.0 Reporting and Communications of the Citizens' Assembly**

The Citizens' Assembly will communicate regularly about its work to the public, Municipal Councils and to the joint Municipal Working Group.

### **General Reporting**

The Municipalities will develop a shared webpage that will list the members of the Assembly, a detailed agenda including all speakers and resources, and the Assembly's Terms of Reference. Following each Assembly meeting, a brief summary of its activities and progress will be posted.

### **Interim Directions Document**

Following its second meeting, the Assembly will issue a brief directions document listing its draft values, and the issues or questions that the Assembly believes deserve further study and consideration.

### **Final Report**

The Assembly will deliver its report to the Municipalities no later than April 2020. The report will include a letter from the Facilitator, an overview of the process, and the proposed values, identified issues and final recommendations of the Assembly. It will also include an appendix that contains copies of all materials considered by the Assembly, a list of the members of the Assembly and any correspondence provided by individual members and a 'minority report' that documents any dissenting perspectives.

### **Communications**

The Assembly's Facilitator is authorized as the spokesperson for the Assembly.

Members of the Assembly are free to share personal views regarding the Assembly's conduct whenever and however they choose.

The Citizens' Assembly will present this report to the respective Municipal Councils, which may, at their discretion, refer the report to the respective municipalities' Staffs for comment, response and clarification, where appropriate, prior to considering the final recommendations.

## **7.0 Composition of the Citizens' Assembly**

### **7.1 Recruitment Process**

Members of the Citizens' Assembly will be randomly selected by Civic Lottery — a mechanism that ensures that a broad, representative cross-section of local residents are selected to participate.

Each household in the District of Saanich and the City of Victoria will receive or may request an Invitation to the Assembly and will be asked to register as a volunteer before a specified date. On the specified date, a blind draw will select members of the Assembly from the pool of registered volunteers.



## **7.2 Number of Members**

The number of members of the Citizen's Assembly will be 21 Victoria residents and 28 Saanich residents determined jointly by Saanich and Victoria Councils in consultation with the Citizen's Assembly consultant. In order to be eligible to serve on this Citizens' Assembly, an applicant must:

- Reside within the legal municipal boundaries of the District of Saanich or the City of Victoria ; *and*
- Be at least 16 years of age as of September 1, 2019.
- Employees of the District of Saanich or City of Victoria, as well as elected officials (municipal, provincial or federal), are ineligible to serve as Assembly members.
- Individuals that are members of stakeholder groups that support or do not support the amalgamation of Saanich and Victoria, are ineligible to serve as Assembly members

## **7.3 Assembly Composition**

The Assembly will generally reflect the composition of the population of the two municipalities with regard to:

- Gender
- Broad age group
- Renter versus home owner
- Aboriginal/metis status and at least five who self identify as aboriginal/metis.

Proportions will be established based on the most recent (2016) census profile. To assist Assembly members to participate, members will be reimbursed for reasonable childcare, eldercare, and transportation costs and will receive an honorarium of \$100 per meeting. Assistance will also be provided to those members with differing physical or learning abilities.

## **8.0 Roles and Responsibilities**

### **8.1 Roles and Responsibilities of Citizens' Assembly Members**

Members of the Assembly are expected to fulfil their duties and agree to:

- Attend each of the sessions of the Citizens' Assembly as well as public roundtable meetings.
- Work to understand and represent the varied perspectives of *all* Saanich and Victoria residents.

- Treat each other with respect and take an active role in the work of the Assembly.
- Work collaboratively to achieve a strong consensus concerning the Assembly's recommendations.

If a member of the Assembly must withdraw owing to illness or unexpected events, his or her position may be filled from the pool of applicants at the discretion of the Chair.

## **8.2 Roles and Responsibilities of the Facilitator**

The Facilitator of the Citizens' Assembly will be appointed by the District of Saanich and the City of Victoria to design and host the proceedings of the Citizens' Assembly. The Facilitator will not be a municipal employee and is expected to remain neutral with regards to the recommendations or direction of the Assembly. The Facilitator, with the support of an Assembly Working Group, is charged to:

- Oversee a fair and representative member selection process.
- Develop a balanced learning program that involves residents, community organizations and experts to provide a range of perspectives.
- Supporting respectful dialogue and deliberation amongst members leading to consensus based decisions and uphold assembly procedures as per these terms of reference. If members feel that consensus based decision-making is not working at any given point in the deliberations, a group of three members may request that the chair call a vote on any given matter. Once three members ask for this, the chair must ask the assembly to decide the matter by vote.
- Ensure that regular updates concerning the Assembly's proceedings are made publicly available.
- Provide opportunities to inform and convey perspectives from local residents and stakeholders to Assembly members.
- Produce and deliver a Final Report concerning the Assembly's activities and recommendations to the municipal Councils.
- Exercise discretion in ensuring the integrity and sound conduct of the Assembly.

## **8.3 Roles and Responsibilities of the Advisory Working Group**

The Citizen's assembly has the option to form a Working Group will be formed to support the work of the Citizens' Assembly. The role of the Working Group is to provide guidance to the Chair and Assembly in order to:

- Ensure that the design and conduct of the Assembly are consistent with good democratic practices.
- Ensure that the Assembly's learning program is balanced, adequate and reflects a range of reasonable perspectives.

The Working Group will not comment on the recommendations made by the Citizens' Assembly.

The members of the Working Group will be approved by the Councils of the District of Saanich and City of Victoria Chair and will include representatives with well-regarded expertise in local government operation, deliberative processes and governance.

#### **8.4 Roles and Responsibilities of the Victoria and Saanich community**

All residents of Saanich and Victoria have a role to play in assisting and ensuring the success of the Citizens' Assembly. Members of the community are encouraged to participate and:

- Attend public roundtables meetings hosted by members of the Citizens' Assembly to discuss its progress and solicit community perspectives.
- Submit ideas to the Assembly website, and review regular public updates.

#### **8.5 Roles and Responsibilities of the City of Victoria and the District of Saanich**

The role of the municipal elected officials and staff is to support the Citizens' Assembly.

The municipalities will endeavour to:

- Provide expertise and access to existing strategic, plan, financial and other documents.
- Give careful and timely consideration to the Citizens' Assembly's final report.
- Provide logistical support for Assembly activities, including venue booking, food, and additional supports as needed. The District of Saanich and City of Victoria will respect and support the independence and integrity of the Citizens' Assembly.

#### **9.0 Decision making of the Assembly**

It is expected that discussion, debate and decision making of the Citizens' Assembly will be undertaken based on consensus of members. If members feel that consensus based decision making is not working at any given point in the deliberations, a group of three members may request that the Facilitator call a vote on any given matter. Once three members ask for this, the chair must ask the assembly to decide the matter by vote.

Divergent views are to be respected in this process including the opportunity for their expression in the Final Report of the Assembly submitted to Saanich and Victoria Councils.

#### **10.0 Process Concerns**

If the facilitator or the majority of the members of the citizens' assembly lose confidence in the process, there is an appeal for review to the Council of Saanich and Victoria through the Joint Standing Committee.

DRAFT



## **Appendix A – Glossary of Terms**

**“Citizens Assembly”** means the group of citizens of Saanich and Victoria who are appointed to under these Terms of Reference.

**“Citizens Assembly Standing Committee”** means a Committee of Saanich Council, and a Committee of Victoria Council both or which are established and appointed by the Mayor of each municipality under their respective Terms of Reference

**“Joint Committee”** means the combined Citizen's Assembly Standing Committees meeting for the purposes outlined in Terms of Reference.

**“Facilitator”** means the person appointed by Saanich and Victoria Councils as a consultant to lead the Citizen's Assembly process and acts as the Chairperson of the meetings of the Citizen's Assembly

DRAFT



For the Committee of the Whole Meeting April 4 2019

---

**Date:** March 31 2019

**From:** Mayor Helps

**Subject:** Terms of Reference for Joint Citizens Assembly Subcommittee

---

## **Background**

Both Saanich and Victoria Councils have struck Committees of Council to work on the Terms of Reference for a Citizens Assembly to be undertaken in response to a majority vote in both districts on the October 20<sup>th</sup> 2018 municipal ballot. Both Committees have been meeting and working on draft Terms of Reference for the Citizens Assembly. Once both Councils have approved their respective Draft Terms of Reference (based on recommendations from their Committees) it will be necessary to take the next steps in the process.

In order to facilitate the process, the Mayors of Saanich and Victoria recommend striking a Joint Citizens Assembly Subcommittee. It was agreed that by the Mayors that the Mayor of Victoria would create a draft of the Subcommittee Terms of Reference to be considered, amended as needed, and adopted by both Councils. The Subcommittee has no independent decision-making authority and will report after each meeting to Saanich and Victoria Councils in a written report that outlines the proposals the Subcommittee wishes the Councils to consider

The Draft Subcommittee Terms of Reference are presented here for Council's consideration.

## **Recommendations**

That Council:

1. Make any necessary amendments to the Terms of Reference.
2. Approve the Terms of Reference as amended.
3. Send the Terms of Reference to Saanich Council for their input and consideration.

**Respectfully Submitted,**

A handwritten signature in black ink, appearing to read "M. Helps", written in a cursive style.

Mayor Helps

## **Terms of Reference for Joint Council Citizens Assembly Subcommittee – DRAFT**

### **Reporting and Record Keeping**

1. The Subcommittee has no independent decision-making authority and will report after each meeting to Saanich and Victoria Councils in a written report that outlines the proposals the Subcommittee wishes the Councils to consider.
2. The Minutes of Subcommittee meetings will be displayed on both Saanich and Victoria websites where minutes of meetings are customarily displayed.

### **Composition and Decision Making**

1. The Subcommittee will be comprised of the Citizens Assembly Council Subcommittees of Saanich and Victoria, namely four members from Saanich Council and four members from Victoria Council.
2. The Mayors of Saanich and Victoria will Co-Chair the Subcommittee.
3. The Subcommittee will operate using Robert's Rules of order and majority vote for decision making. At the request / suggestion of either Co-Chair, the Subcommittee may break into "workshop" mode to be able to discuss items or proposals without a motion on the table; this will build understanding, collegiality and the potential for consensus. Before a decision is made on any topic, the Subcommittee will move back into Rules of Order mode.

### **Mandate**

1. The Subcommittee will work with the Draft Terms of Reference for the Citizens Assembly prepared by both Councils and will work to achieve a finalized Terms of Reference to be presented to both Councils for consideration and adoption.
2. Working with staff from both Saanich and Victoria, the Subcommittee will prepare a proposed budget and workplan for the Citizens Assembly Project, including technical analysis, communications, etc. for consideration by both Councils, and then, once approved by both Councils, for consideration of the Provincial government and to support an application for funding the work of the Citizen's Assembly process.
3. Working with staff from both Saanich and Victoria, the Subcommittee will oversee the creation of a Request for Proposals based on the approved Terms of Reference, to be presented to both Councils for consideration and adoption.

### **Staff Support**

1. The Subcommittee will be supported by Saanich and Victoria staff namely the City Clerks, City Managers and a recording secretary to alternate between Saanich and Victoria depending on where the meeting is held.

## **Meetings**

1. All meetings will be open to the public and webcast. Meetings will alternate between Saanich District Hall and Victoria City Hall.
2. Meetings will be held at the call of the Co-Chairs on an as-needed basis.

## **Relationship to Citizens Assembly**

1. Once the Citizens Assembly is underway it will be completely free from political oversight.
2. However, as per the Citizens Assembly Terms of Reference, if the Facilitator or the majority of the members of the Citizens' Assembly lose confidence in the process, there is an appeal for review to the Council of Saanich and Victoria through the Subcommittee.





## Council Member Motion

For the Committee of the Whole Meeting of April 4, 2019

---

**To:** Committee of the Whole **Date:** March 22, 2019  
**From:** Mayor Helps and Councillor Collins  
**Subject:** **Municipal Survivor Challenge**

---

### BACKGROUND

The District of Highlands Council has challenged all of the AVICC Local Governments to a Municipal Survivor Climate Challenge.

As they lay out in their attached letter:

"The goal of the challenge is to initiate a fun and friendly local government competition with each participating council measuring their average 'One-Planet Living' footprint of the Mayor and Council members, who then take steps in their daily lives over the next year to reduce their average footprint.

"Highlands Council believes this fun competition can show community leadership while assisting in education and building local resilience in the face of a rapidly changing climate."

The calculator they propose to use is: <https://www.footprintcalculator.org>. It's an online tool that gives the following data based on subjective inputs by individuals:

1. How many Earth's would be required if everyone lived like that person
2. Ecological footprint (how many hectares of land are required)
3. Carbon footprint (tonnes of CO<sub>2</sub>)

The District of Highlands hopes to launch this competition on Earth Day 2019 (April 22) and the competition would run for one year, until Earth Day 2020.

Each council member would determine their personal results prior to April 22, 2019 using the footprint calculator. Council's average results for the three items above would be calculated and the averaged results would be forwarded to the District of Highlands.

Throughout the year council participants would work towards lowering their initial results. Come Earth Day 2020 the same participants will once again take the challenge and the councils average would then again be forwarded to the District of Highlands, with hopefully improved results. Individual results will not be made public, only council's average for each of the three categories.

## RECOMMENDATION

1. That Council participates in the Municipal Survivor Climate Challenge and directs staff to calculate Council's averages and send them to the Highland's Corporate Officer before April 22 2019.

Respectfully Submitted,



Mayor Helps



Councillor Collins



File: 0400.04

February 26, 2019

Association of Vancouver Island Coastal Communities Local Governments

Dear Neighbour:

**RE: MUNICIPAL SURVIVOR CLIMATE CHALLENGE**

The District of Highlands Council would like to challenge all of the AVICC Local Governments to a **Municipal Survivor Climate Challenge**.

The goal of the challenge is to initiate a fun and friendly local government competition with each participating council measuring their average “One-Planet Living” footprint of the Mayor and Council members, who then take steps in their daily lives over the next year to reduce their average footprint. Highlands Council believes this fun competition can show community leadership while assisting in education and building local resilience in the face of a rapidly changing climate.

The calculator we are using is: <https://www.footprintcalculator.org>. This easy to use online tool gives the following data based on subjective inputs by individuals:

1. How many Earth’s would be required if everyone lived like that person
2. Ecological footprint (how many hectares of land are required)
3. Carbon footprint (tonnes of CO<sub>2</sub>)

The District of Highlands hopes to launch this competition on Earth Day 2019 (April 22) and the competition would run for one year, until Earth Day 2020.

**What would be involved?**

Each council member would determine their personal results prior to April 22, 2019 using the footprint calculator. Your Council’s average results for the three items above would be calculated (this responsibility could be assigned to a council or staff member) and the averaged results would be forwarded to the District of Highlands via the Corporate Officer: [tneuraute@highlands.ca](mailto:tneuraute@highlands.ca). Then throughout the year council participants would work towards lowering their initial results. Come Earth Day 2020 the same participants will once again take the challenge and the councils average would then again be forwarded to the District of Highlands. Highlands will summarize the results and relay them back to you. Again, these are combined averages and not individual results.

**Goals of the Challenge:**

- to educate
- to engage community and the region in a simple fun way
- to invite information community participation by expanding the survey to residents
- to attract media coverage
- to demonstrate community leadership in responding to the climate crisis
- to build local resilience
- to gain more support for climate policies and initiatives
- to empower individuals to take action

**Join our carbon footprint duel!**

Two documents are attached for your reference; a one-page poster including District of Highlands Council's average figures, and the original information memo from Councillor Ann Baird.

If you have any questions regarding this initiative, please do not hesitate to contact the District of Highlands at 250-474-1773.

Yours truly,



Ken Williams, Mayor  
District of Highlands





**Highlands Council Challenges your Council to a carbon footprint duel  
with the launch of the Municipal Survivor Climate Challenge**

**LAUNCH DATE  
APRIL 22, 2019**

In our concern for climate change, Highlands Council would like to challenge your Council in a friendly competition to take the Municipal Survivor Climate Challenge to compare ecological footprints and to strive to take steps in daily life to reduce your Council's average footprint. Only council averages will be used for comparison, and no individual results will be made known. We would also like councils to encourage their residents to take the challenge, the District of Highlands advertized the challenge in its Spring issue of its newsletter.

The calculator we have used is located at:

<https://www.footprintcalculator.org>

**It takes only a few minutes to fill out. This tool gives the following data based on subjective inputs by individuals:**

- How many earths would be required if everyone lived like that person
- The ecological footprint (how many hectares of land would be required)
- The carbon footprint (tonnes of CO<sub>2</sub>)

**Highlands Council average figures are:**

**2.4 earths**

**4.14 hectares**

**6.94 tonnes of CO<sub>2</sub>**

**Bragging rights go to the Council that:**

- Starts with the lowest number of earths
- Has the largest reduction over one year
- Has the lowest number at the end of one year

And the fossil award would go to the council with the highest average.

**The goals for this challenge are:**

- To educate
- To engage community and the region in a simple and fun way
- To invite informal community participation
- To attract media coverage
- To demonstrate leadership in responding to the climate crisis
- To build local resilience
- To gain more support for climate policies and initiatives
- To empower individuals to take action

**Will you accept the challenge?**

To: Council Members  
From: Councillor Ann Baird

File: 0530.01  
Date: December 13, 2018

---

**Subject: Municipal Survivor Climate Challenge**

---

**Introduction:**

Create a friendly competition between municipal councils challenging them to decrease their ecological footprint with the goal of education, community leadership, and building local resilience in the face of a rapidly changing climate.

**Background:**

The new report of the IPCC (Intergovernmental Panel on Climate Change) (Nov 2018) focuses on the emission pathways to keeping global average temperatures under a 1.5 degree Celsius rise AND the implications of not doing so. The consequences are bad enough even at the 1°C rise we have already experienced, but almost unspeakable if we don't meet this 1.5°C target. The IPCC findings state that global emissions must reduce 45% by 2030 and 100% by 2050. The good news is that scientists and economists say this is possible. The bad news is that we need to change everything immediately. [https://report.ipcc.ch/sr15/pdf/sr15\\_spm\\_final.pdf](https://report.ipcc.ch/sr15/pdf/sr15_spm_final.pdf)

Quote from Sir David Attenborough at COP24 (UN Climate Summit in Poland) on Dec 3, 2018.  
<https://www.bbc.com/news/science-environment-46398057>

*"Right now we are facing a manmade disaster of global scale, our greatest threat in thousands of years: climate change. If we don't take action, the collapse of our civilisations and the extinction of much of the natural world is on the horizon."*

*"The world's people have spoken. Time is running out. They want you, the decision-makers, to act now. Leaders of the world, you must lead. The continuation of civilisations and the natural world upon which we depend is in your hands."*

Quote from António Guterres, the United Nations secretary general on Sept 10, 2018.  
<https://www.un.org/sg/en/content/sg/statement/2018-09-10/secretary-generals-remarks-climate-change-delivered>

*"If we do not change course by 2020, we risk missing the point where we can avoid runaway climate change, with disastrous consequences for people and all the natural systems that sustain us."*

**Details for The Municipal Survivor Climate Challenge:**

To initiate a fun and friendly municipal competition with each participating council measuring their **average** "One-Planet Living" footprint **of the mayor and council**, who then take steps in their daily lives over the next year to reduce their average footprint. Suggested calculator:  
<https://www.footprintcalculator.org/>

This tool gives the following data based on subjective inputs by individuals:

1. How many Earth's would be required if everyone lived like that person
2. Ecological footprint (how many hectares of land are required)
3. Carbon footprint (tonnes of CO2)

Bragging rights and possible award would be for the council that:

1. Starts with the lowest footprint (how many earth's)
2. Has the biggest reduction over one year
3. Has lowest at the end of the year
4. And perhaps the fossil award to the highest average footprint council

Goals:

1. Education
2. Community and regional engagement in a simple and fun way
3. Invite informal community participation or expand to a community footprint survey
4. Media coverage
5. Leverage existing pathways of inter-municipal interactions to expand climate awareness
6. Demonstrate community leadership in responding to the climate crisis
7. Shift the cultural story around climate action
8. Build local resilience
9. Gain more support for climate policies and initiatives
10. Empower individuals to take action

Many people say that individual actions don't make a difference. To this we can say:

1. Individual actions add up. Think of a drop of water, a puddle, a pond, a lake, a river, an ocean.
2. It's about ethics and doing the right thing. Demonstrate climate leadership to our community and to our region.
3. People that take personal action are more likely to take political action and support/request meaningful changes locally, provincially, federally, and globally.
4. Personal changes now will make us more resilient to climatic, ecological and economic shocks.

Other Comments:

- Requires very little staff time and has no financial costs
- Easy to use and no individual footprints are shared...only council average
- Individuals who are feeling hopeless or are negatively impacted by the enormity of the climate crisis suffer more health and stress related issues. Offering examples of actions and opportunities can help individuals begin making changes. Personal actions often lead to a sense of control; connection and hope which help reduce stress, anxiety, and fear, thereby leading to a healthier community.

**NOTICE OF MOTION** for January 7, 2019 regular council meeting:

That council initiates the Municipal Survivor Climate Challenge AND perform our individual global footprint calculations, AND allow the Chief Administrative Officer to average our individual footprint results (including number of planets, CO2e, and number of hectares of land), AND send a letter with Highlands Council averages challenging other AVICC municipalities to do the same.

Respectfully Submitted,



Councillor Ann Baird



## Council Member Motion

For the Committee of the Whole Meeting of April 4, 2019

---

**To:** Committee of the Whole

**Date:** March 22, 2019

**From:** Mayor Helps

**Subject:** FCM Special Advocacy Fund Election 2019 City of Victoria Contribution

---

### BACKGROUND

Election 2019 is a significant moment for Canadian cities. We have the opportunity to move the yard stick on new fiscal tools for municipalities to help local governments tackle the increasing challenges and issues that we face. The FCM Board of Directors proposed the Special Advocacy Fund to deliver on these priorities and to leverage the federal election for the benefit of the municipal sector.

Members who choose to pay this optional contribution will be funding an ambitious, multi-faceted campaign that integrates polling, detailed platform development, sustained outreach to every federal party, and an innovative communications and media plan – all with the goal of keeping municipal priorities front-and-centre during the election and the crucial first months of a new government.

Since the last federal election, FCM has made significant gains for municipalities, from historic infrastructure investments to Canada's first National Housing Strategy. With another election local governments have to ensure that all federal parties understand that local solutions tackle national challenges.

Victoria's share (calculated on a sliding scale based on population) is \$6600.

Support has been very positive across the country with contributions received from municipalities of all sizes in every province and territory. As a capital city, and also as a city that has benefited from FCM's advocacy work in Election 2015, I believe we have a responsibility to contribute.

### RECOMMENDATION

That Council adopt the following resolution:

**WHEREAS** FCM has a long track-record of delivering gains for all Canadian municipalities, like the permanent Gas Tax Fund.

**WHEREAS** FCM's hard work and influence has significantly shaped historic gains for local governments starting with our Election 2015 breakthrough, including:

- The **Investing in Canada infrastructure plan** — a 12-year, \$180 billion federal investment in local infrastructure, from public transit to wastewater system upgrades.
- Canada's first-ever **national housing strategy**, including key commitments to repair and build affordable housing across the country.



- A strengthened **seat at the table**, including through unprecedented engagement with federal ministers, as well as with opposition leaders and the Prime Minister.
- A **predictable federal allocation model** for transit expansions that puts municipalities in the driver's seat.
- A \$2 billion **rural and northern infrastructure fund** — the biggest investment of its kind in a generation.
- Better access to **high-speed broadband** through the federal Connect to Innovate program and the CRTC decision to mandate universal broadband access.
- New **capacity-building programs** on asset management and climate change — led by FCM — as well as a new \$125 million capital investment in FCM's Green Municipal Fund.

**WHEREAS** the 2019 election is a vital opportunity to build on those gains and to consolidate the municipal sector's position as an essential national partner to any federal government no matter which party wins the next federal election.

**WHEREAS** FCM's Special Advocacy Fund will drive FCM's most ambitious campaign ever, which will include reaching out to every federal party to keep municipal priorities front-and-centre heading into and throughout Election 2019, as well as in the crucial first months of a new government.

**BE IT RESOLVED** that Council approves \$6,600 from surplus to cover Victoria's participation in FCM's Special Advocacy Fund.

Respectfully Submitted,



Mayor Helps



**Council Member Motion**  
**For the Committee of the Whole Meeting of April 4, 2019**

---

**To:** Committee of the Whole **Date:** March 28, 2019  
**From:** Mayor Lisa Helps  
**Subject:** Attendance at the AVICC Conference, Powell River April 12-14

---

**BACKGROUND**

The AVICC conference will be held in Powell River on April 12-14 2019 and the costs are as follows:

Registration	\$ 430.50
Transportation	\$ 118.15
Accommodation	\$ 221.22
Incidentals (taxi/bus)	\$ 150.00

Approximate total: \$ 919.87

**RECOMMENDATION**

That Council authorize the attendance and associated costs for Mayor Lisa Helps to attend the AVICC Conference to be held in Powell River, April 12-14, 2019.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "L. Helps".

Mayor Lisa Helps



**Council Member Motion**  
**For the Committee of the Whole Meeting of April 4, 2019**

---

**To:** Committee of the Whole **Date:** March 29, 2019  
**From:** Councillors Loveday, Alto, and Thornton-Joe  
**Subject:** Grant for the Victoria Hospitality Awards Program

---

**BACKGROUND**

The Victoria Hospitality Awards Program (known as VHAP) was founded in 1994. A not-for-profit society was formed with a mandate to recognize individuals from the Greater Victoria area for outstanding hospitality. Outstanding hospitality was defined as *a random act of kindness that goes over and above the expected to meet the needs of an individual.*

The program has the following objectives that include:

- encouraging employees of businesses in Greater Victoria to strive for service excellence
- recognizing individuals and groups in Greater Victoria who demonstrate exceptional service and who promote warm hospitality
- recognizing individuals who love their work and “go the extra mile”, outside of their specific job description
- encouraging visitors to Victoria to stay longer and to return to our wonderful destination through their exposure to our warm hospitality

VHAP committee members meet monthly to review ballots received in the previous month and select a monthly winner. Monthly winners are recognized in presentations arranged by a VHAP committee member and attended by as many members of the committee as possible, keeping in mind that all committee members are unpaid volunteers. They receive a Victoria Hospitality Award Program certificate signed by both our City of Victoria Mayor and our VHAP Chair, a letter of commendation, a City of Victoria pin engraved with the winner's name and the month in which they have won the award, and gifts from committee members representing various sectors of our community.

The City of Victoria has in the past paid for the engraving of the City of Victoria pins which are awarded to VHAP winners. It is recommended that Council authorize continue supporting VHAP and authorize funds to cover the cost of engraving.

**RECOMMENDATION**

That Council authorize a grant of \$950 from the Contingency Fund to cover the cost of engraving the City of Victoria pins which are given to VHAP award winners.

Respectfully submitted,

Handwritten signature of Councillor Loveday.

Councillor Loveday

Handwritten signature of Councillor Marianne Alto.

Councillor Marianne Alto

Handwritten signature of Councillor Charlayne Thornton-Joe.

Councillor Charlayne Thornton-Joe



**Council Member Motion**  
**For the Committee of the Whole Meeting of April 4, 2019**

---

**Date:** March 30, 2019

**From:** Councillor Ben Isitt, Councillor Jeremy Loveday and Councillor Sarah Potts

**Subject:** Paid Leave for Employees Who Have Experienced Violence

---

**Background:**

Intimate, personal and relationship violence (formerly termed domestic violence) has a significant impact on individuals, families and communities. Currently, there is no provision in British Columbia's employment rights legislation to allow people who have experience violence to access paid leave from employment obligations so that they can keep themselves and their children safe.

People who have experienced violence may need leave for many reasons including to seek support, counselling, legal advice and to find a safe place to live. Economic security provides critical stability for people who need to leave a violent relationship. Other provinces have taken the lead – Manitoba, Newfoundland and Labrador, Prince Edward Island, New Brunswick and Ontario all provide paid leave for people who have experienced violence.

British Columbia is currently considering amendments to the *Employment Standards Act* that may include provisions for paid leave for people who have experienced intimate, personal and relationship violence. In light of the City of Victoria's ongoing action in the 2019-2022 Strategic Plan to "Advocate for adequate income and supports to ensure everyone has access to a decent quality of life," it is recommended that Council request that the Mayor write to the provincial Minister of Labour, indicating support for amendments to the *Employment Standards Act* to provide paid leave for people leaving violent relationships.

**Recommendation:**

That Council requests that the Mayor write, on behalf of Council, to the provincial Minister of Labour, indicating the City of Victoria's support for amendments to the Employment Standards Act to provide a minimum of five (5) days paid leave to employees who have experienced intimate, personal and relationship violence, to provide a measure of economic security for employees to leave violent relationships in order to keep themselves and their children safe.

Respectfully submitted,

A handwritten signature in blue ink, appearing to read 'Ben Isitt'.

Councillor Isitt

A handwritten signature in blue ink, appearing to read 'Jeremy Loveday'.

Councillor Loveday

A handwritten signature in blue ink, appearing to read 'Sarah Potts'.

Councillor Potts