

# Fairfield

## Neighbourhood Plan

DRAFT

July 2019 DRAFT PLAN







The City of Victoria respectfully acknowledges that the land and water of the Fairfield neighbourhood is located within the traditional homelands of the Songhees and Esquimalt people.



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# Key Directions of the Plan



Figure 1. Fairfield Neighbourhood Plan Key Directions





## 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.



## 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: 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.



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## 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. In 2016, approximately half of all trips in Victoria were made by walking, cycling, or transit. Connections for these modes 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; Chapter 8, Residential Areas; *Design Guidelines for Cook Street Village* (2019); and *Design Guidelines for Attached Residential Development* (2019).





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 rental housing and add new rental and ownership 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 for a range of household types, tenures and incomes.

### 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 Five Points Village (Fairfield Road at Moss Street) and at Moss Street and May Street. Encourage added diversity of shops and services and some housing in these areas. These commercial corners support neighbourhood-serving businesses that might not be able to afford higher rents in prime retail locations. 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.



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## 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.

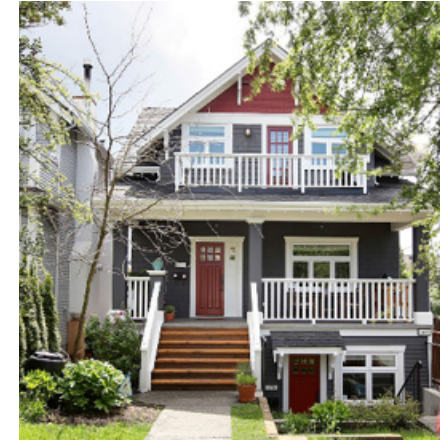
### How the plan addresses what we heard

The plan considers the evolution of Fairfield Plaza 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 3 storeys.
- Consider development of 3 to 4 storeys, with some added floor space, where the provision of non-market housing is considered. In support of this goal, buildings of up to 5 storeys may be considered along Fairfield road, subject to shadow analysis and mitigation of any impacts on surroundings.
- 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; and *Revitalization Guidelines for Corridors, Villages and Town Centres* (2017, updated)





## 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 considered for duplexes and considering suites in 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

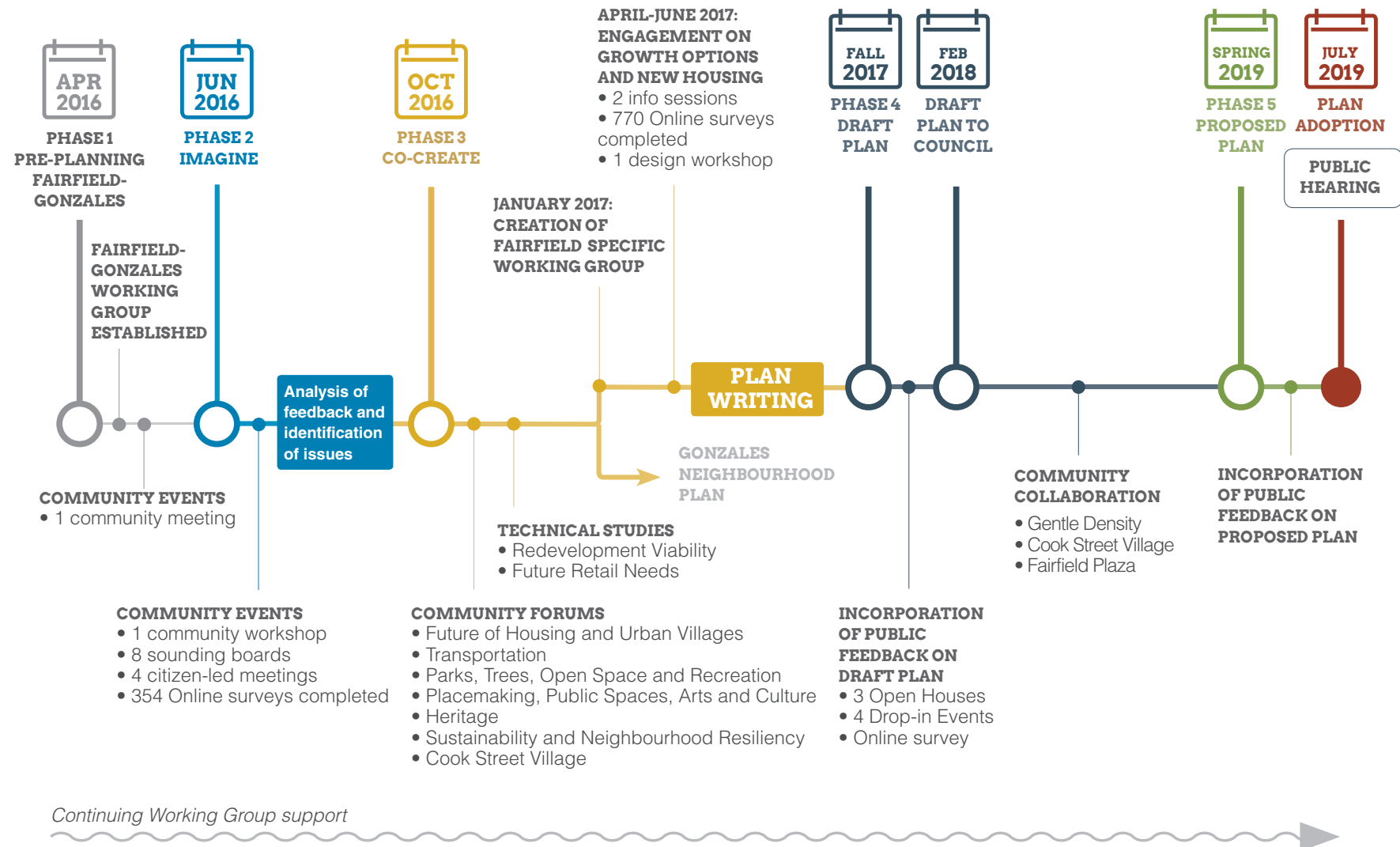


Figure 2. Fairfield Neighbourhood Plan process diagram

# 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.



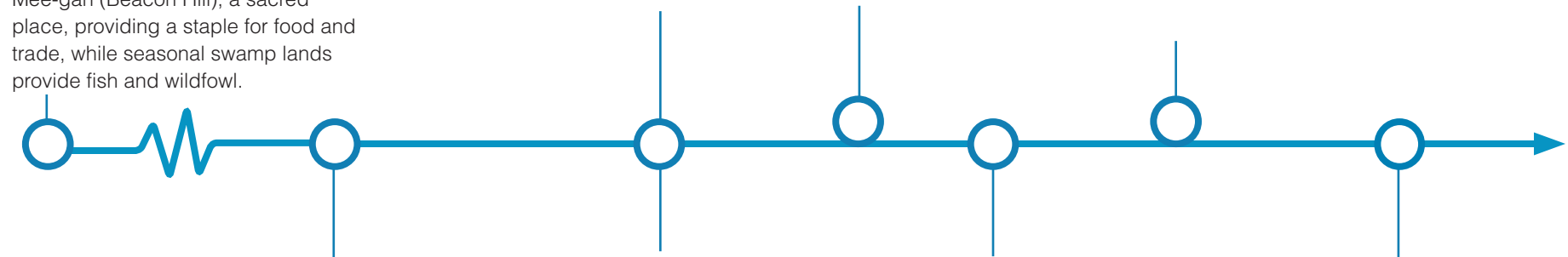
**1858:** Fairfield Estate is taken over by Sir James Douglas and eventually subdivided into smaller farms.



**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 for 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



## Median Age



## Average household size

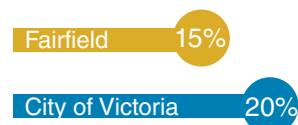


## % Total households that have children at home



Source: Statistics Canada Census, 2016

## Low-income Households



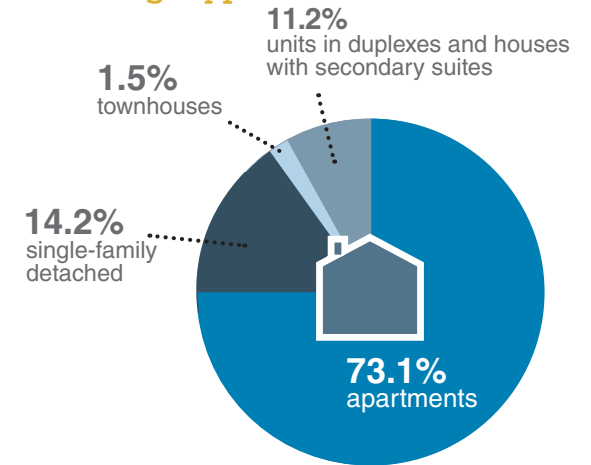
## Median Household Income



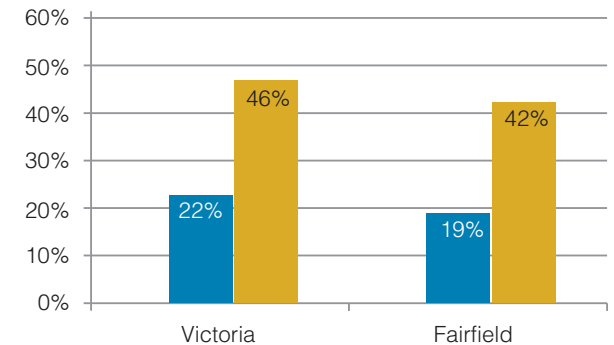
## % Households that are one-person households



## Housing Types



## Housing Affordability



Percent of owners spending more than 30% of income on housing

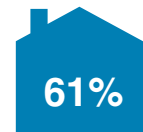
Percent of renters spending more than 30% of income on housing

Source: Statistics Canada Census, 2016

## Rental vs. Ownership



of Fairfield homes are rented



of City of Victoria homes are rented

Figure 5. Neighbourhood snapshot

# 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. Victoria is not just growing over time, but changing. From 2012 to 2042, the number of seniors is expected to nearly double; while today's children will grow up and new families will form, leading to changing housing demand.

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.

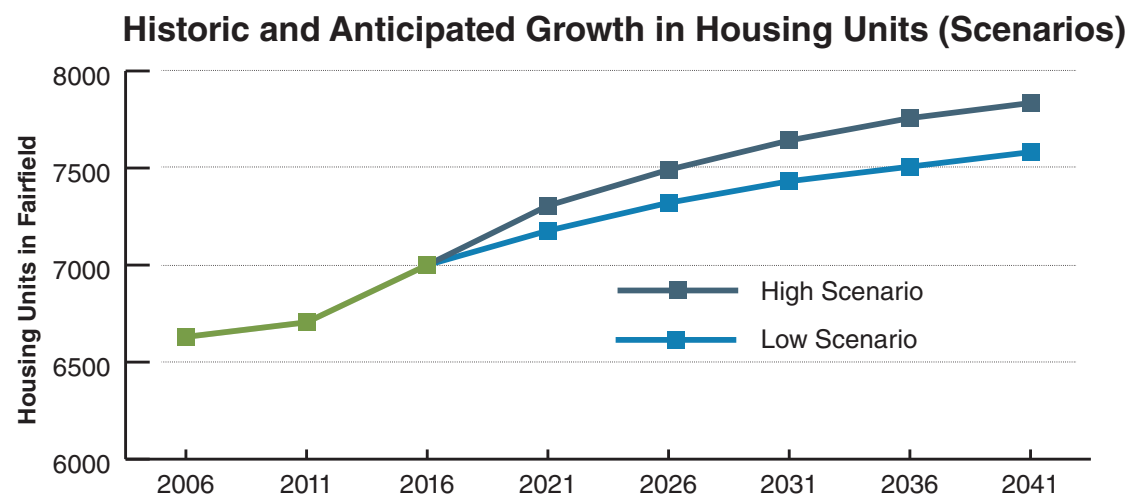


Figure 6. Historic and anticipated housing growth in Fairfield

|                            | 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 École Sir James Douglas School and École Margaret Jenkins School.

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.



## Transportation and Mobility

# Neighbourhood-Identified Transportation Improvements

### 3.3. Active Transportation Improvements:

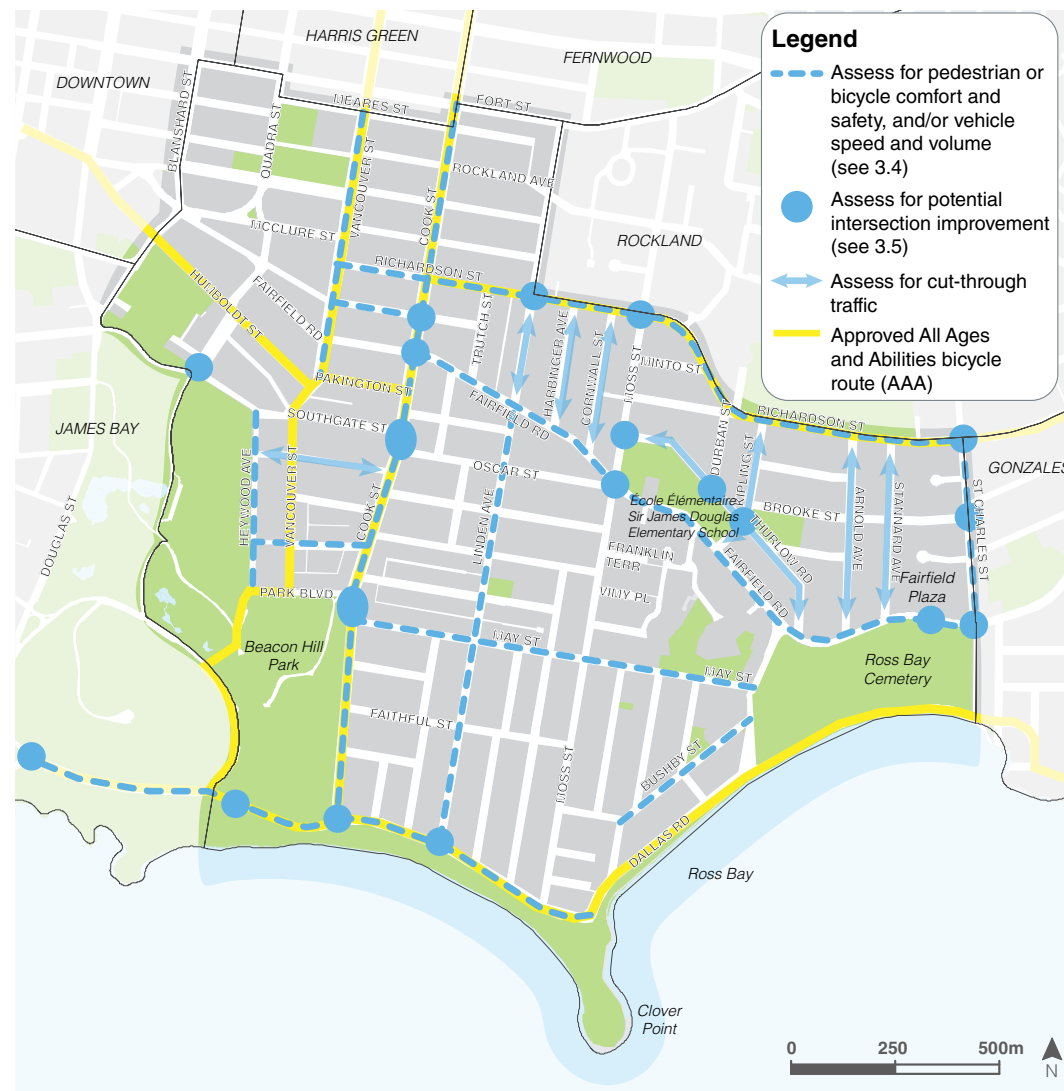
The following transportation improvements were identified as priorities through community engagement:

**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



Map 2: Neighbourhood-Identified Transportation Improvements

Road and Kipling Street.

**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, 2011)



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 into the future.

## 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.

## 4.4. Beacon Hill Park



Beacon Hill Park



Courthouse Playground



Dallas Road Waterfront Trail

# Neighbourhood Parks and Open Spaces, cont'd.

### 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 for people with mobility issues or carrying watercraft.



*Pioneer Square*

### 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

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.

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



*Robert J. Porter Park*

### 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. Ann'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.)

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 for parcels fronting on Fairfield Road</li> </ul>                                    | <ul style="list-style-type: none"> <li>Mixed use buildings up to 10.7 metres (3 storeys)</li> <li>On parcels fronting onto Fairfield Road, mixed-use development up to 13.5 metres (approx. 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 floor space ratio</li> </ul>   | <ul style="list-style-type: none"> <li>Mixed use buildings up to 3 to 5 storeys (approx. 11 - 17 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.



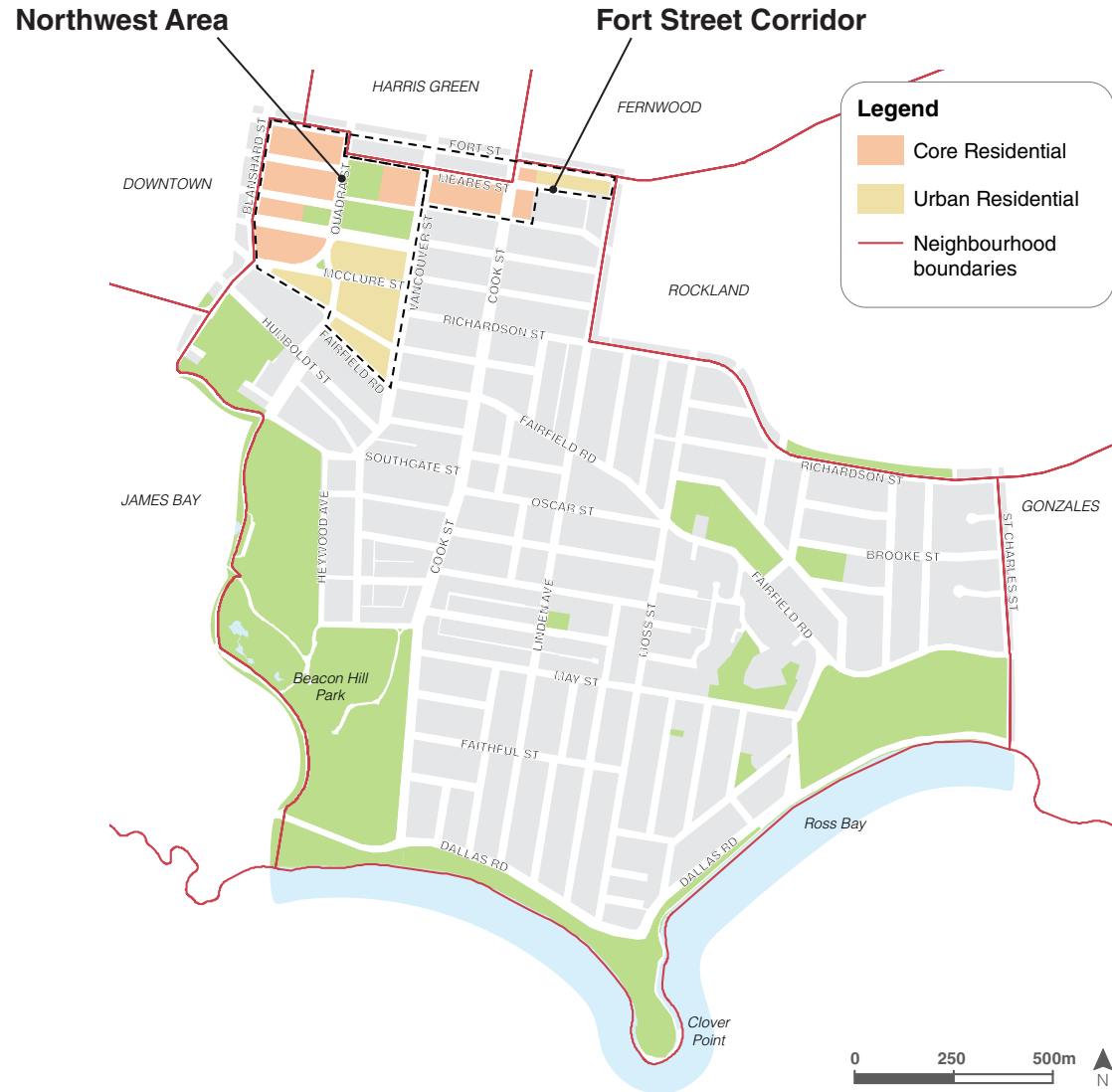
# 6. Northwest Area and Fort Street Corridor

## 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 to the 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. [South of this lies the Humboldt Valley. These areas contain numerous heritage sites such as St. Anne's Academy, Abigail's Hotel, St. Joseph's Hospital, Rose Manor, Mt. Saint Mary Hospital, Mt. Saint Edwards apartments, and several smaller heritage-designated or registered commercial buildings and homes such as the Mellor Block and the Beaconsfield Inn. Many residential streets in these areas](#) 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 [downtown area, through](#) the mixed-use blocks west of Quadra Street and north of Courtney Street, to primarily residential development of up to six storeys lying 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*



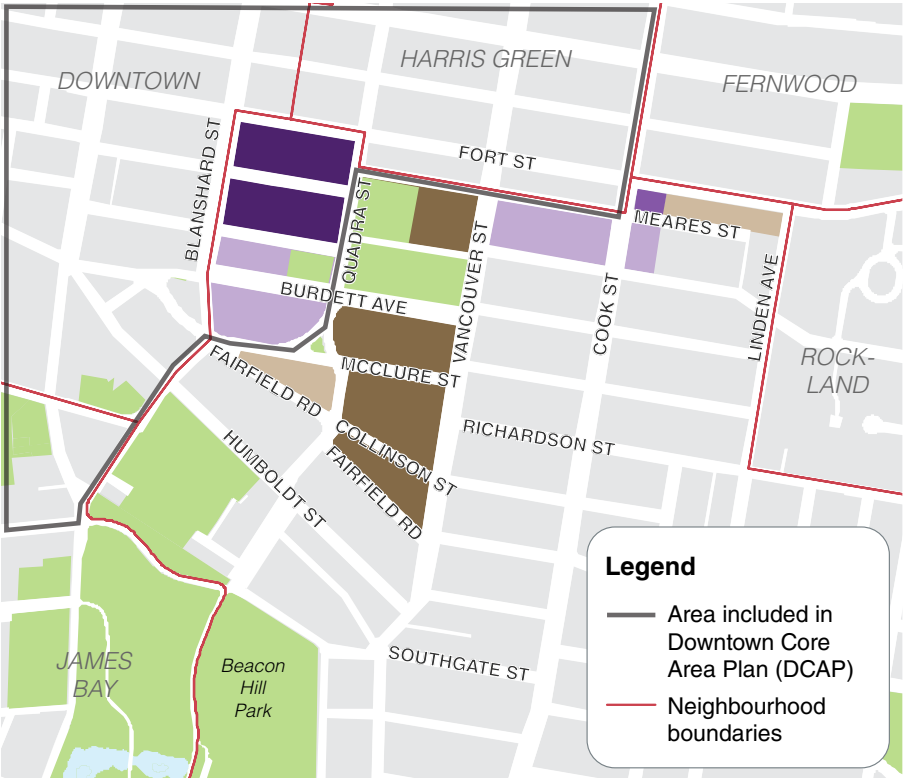
Northwest Area and Fort Street Corridor

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.
  - a. Notwithstanding the above, consider additional density up to the maximum indicated in Map 7, for new mixed-use or residential development where amenity contribution or affordable housing consistent with city-wide policy is secured.
  - b. For rezoning proposals, decisions about the appropriate density and scale should consider site-specific conditions and approved City policies and objectives, including considerations for heritage and the retention of existing affordable housing.
- 6.1.2. Support the provision of commercial and publicly-oriented active uses on the ground floor as indicated in Fig.19, 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. 19 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.

| Area | Base density: | Additional density considered up to: |
|------|---------------|--------------------------------------|
|      | 2:1 FSR       | 5:1 FSR                              |
|      | 1.5:1 FSR     | 3.5:1 FSR                            |
|      | 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.

- 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.
- 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.

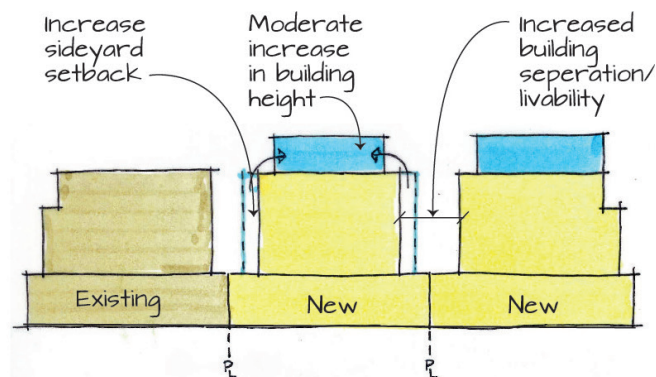
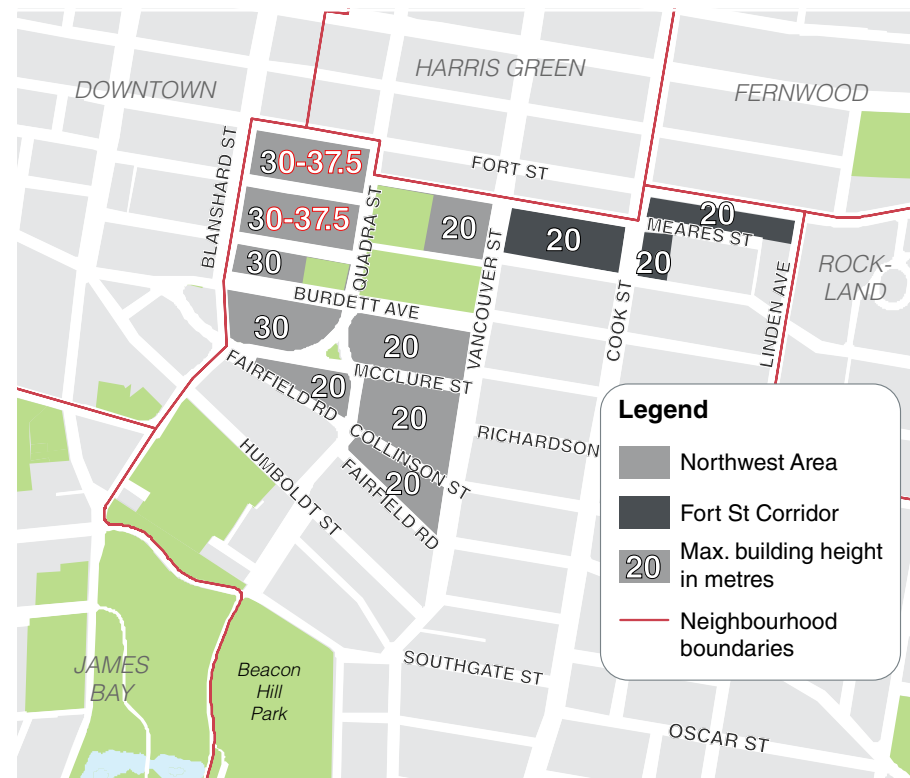


Figure 10. Building Separation for Taller Buildings, northwest part of Cathedral Hill: At a given density, modest increase in height can support greater building separation and more slender buildings, enhancing livability for current and planned future residences

| 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 street-scape 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.

6.2.13. New development should respect the



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.



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 development along Fort Street and other commercial streets are designed to maintain and enhance the pattern and rhythm of the smaller-scale storefronts, existing heritage buildings and surrounding context.

- a. Taller buildings are encouraged to step back the upper storey(s), to establish a street wall of no more than 3 to 5 storeys.
- b. Publicly-oriented, active ground floor uses which encourage pedestrian traffic should be located at grade as indicated in Fig. 19., and ground floor facades should feature smaller storefront modules with frequent entries and generous transparent glazing.
- c. Portions of these buildings are encouraged



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 front-ages 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.

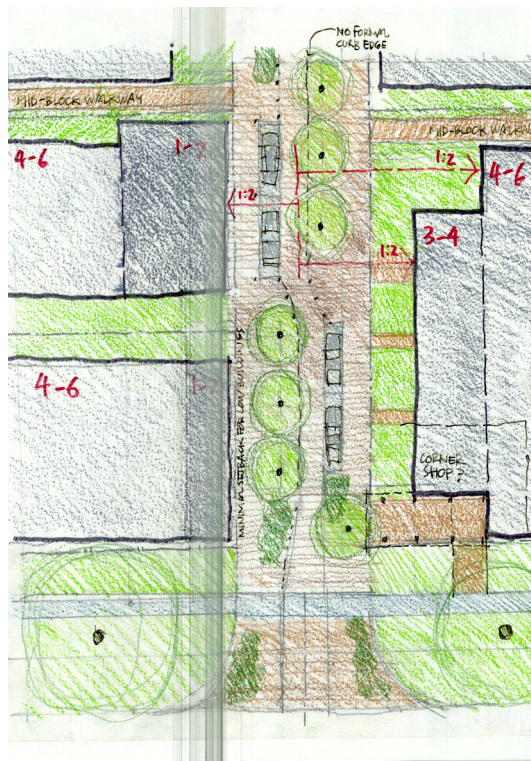


Figure 16. Conceptual illustration of 'Living Street' concept with design features to support the street as a place for social interaction, pedestrian activity and community gathering.



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)



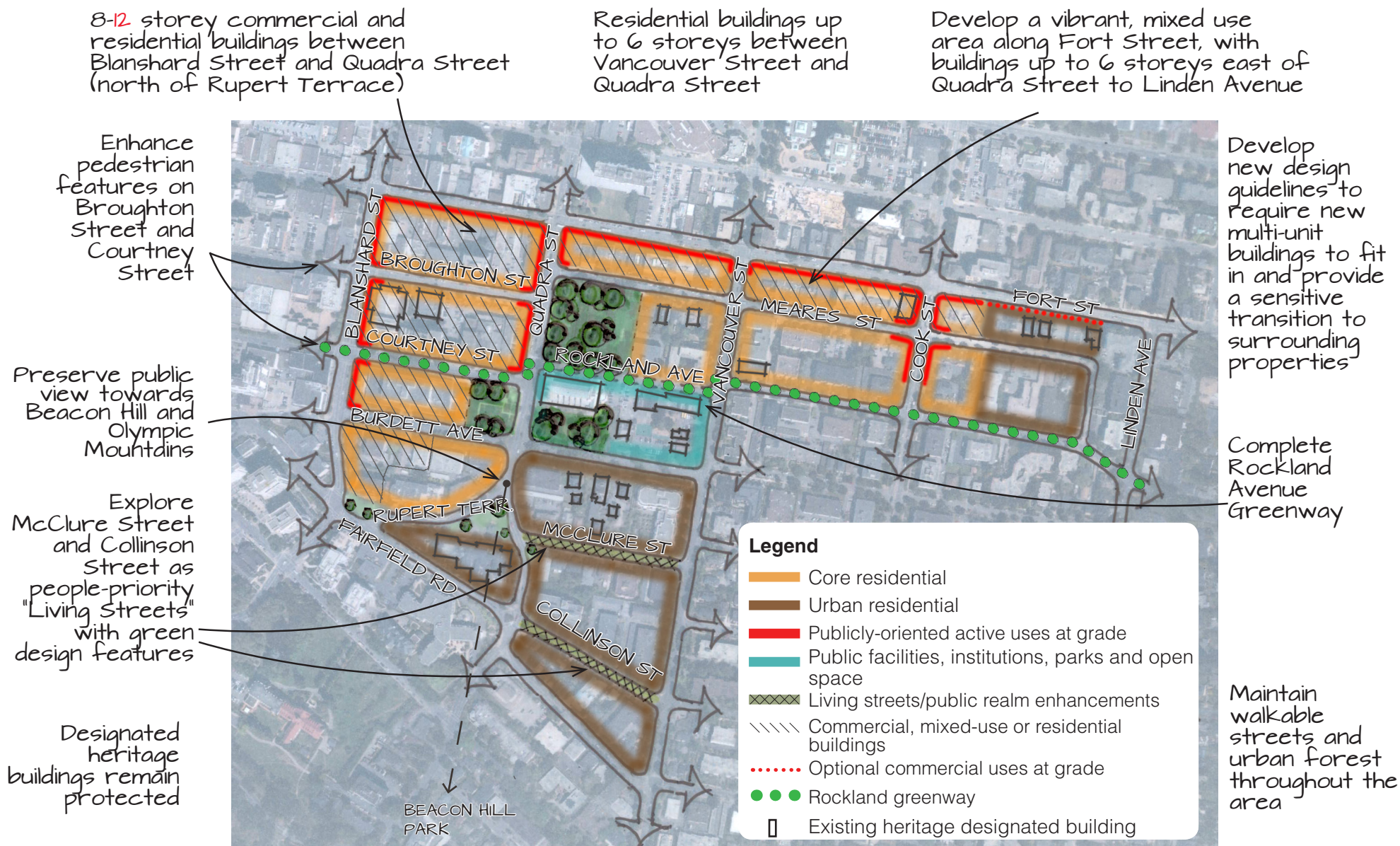


Figure 19. Northwest Area and Fort Street Corridor Concept Diagram



# 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**

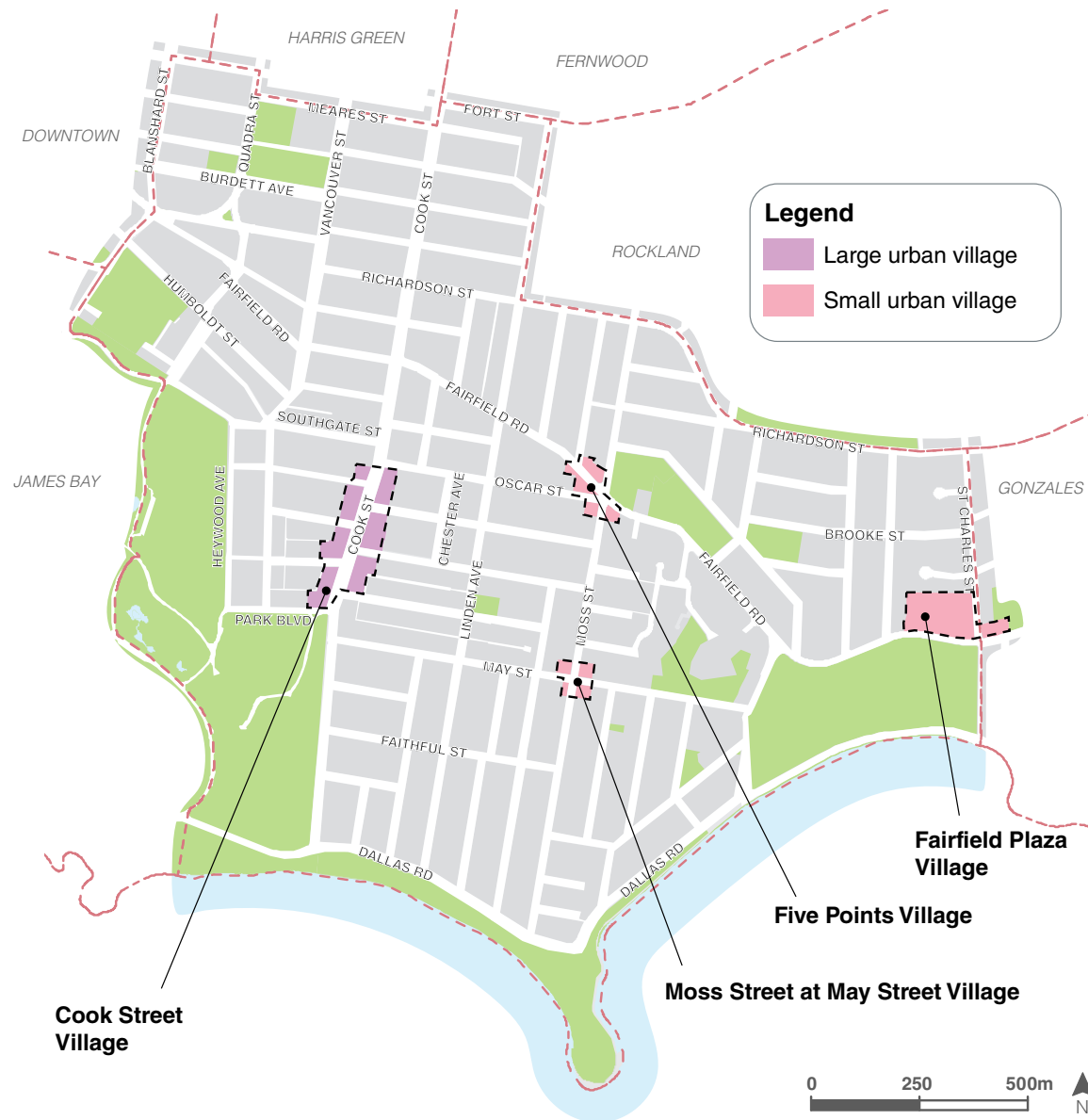
This plan seeks to maintain and strengthen Fairfield's existing urban villages through the development of appropriately scaled and designed mixed use buildings, enhanced public spaces and streetscapes, improved transportation options, diverse housing options and continued support for local businesses. 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

### 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

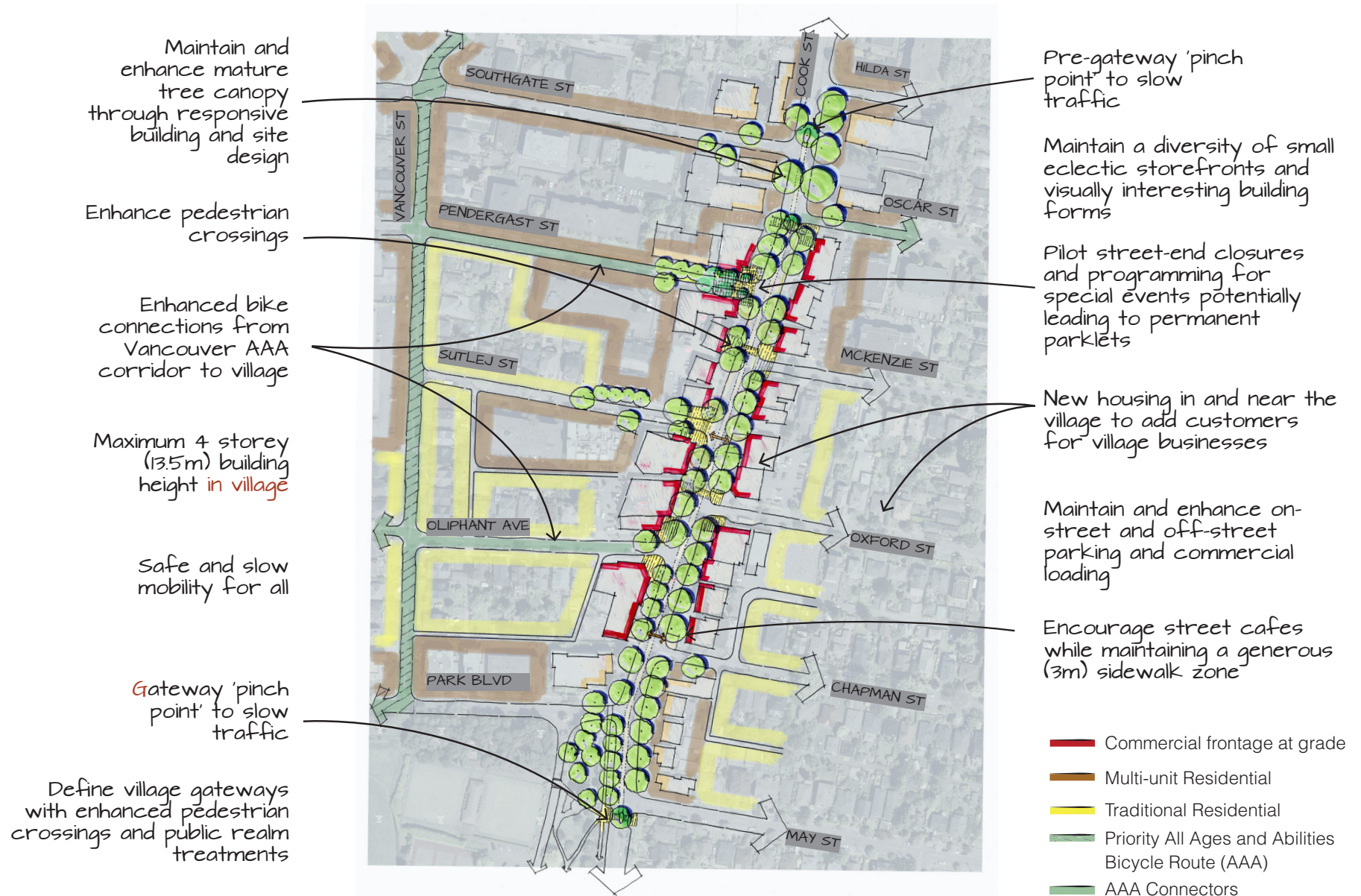


Figure 20. Cook Street Village Big Moves Summary Diagram



## 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.

- a. 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.
- b. 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. A maximum building height of 4 storeys at 13.5 metres
- b. An average 2 metre setback (from the fronting property line) for the first storey
- c. An average 5 metre setback (from the fronting property line) after the second storey
- d. Setbacks from the property line, to the satisfaction of the City Arborist, for underground parking structures to support existing and future tree root growth
- e. 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.

7.4.2. Buildings should enhance pedestrian interest through narrow shop fronts, large

## Urban Villages

# Cook Street Village, cont'd.

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.

7.4.5. For larger buildings, break up the mass through articulation, changes in plane, and

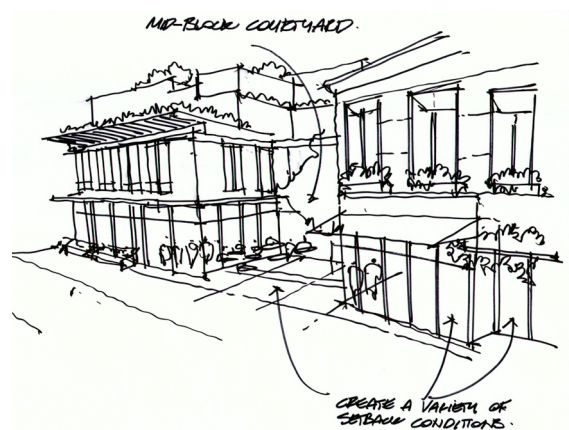


Figure 21. Example of articulation breaking up massing.

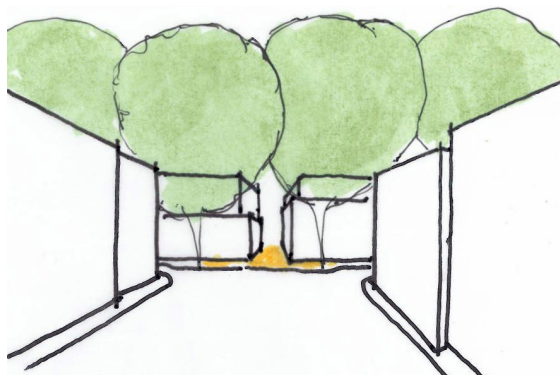


Figure 22. Illustrative example of building design emphasizing a view terminus (see policy 7.4.6)

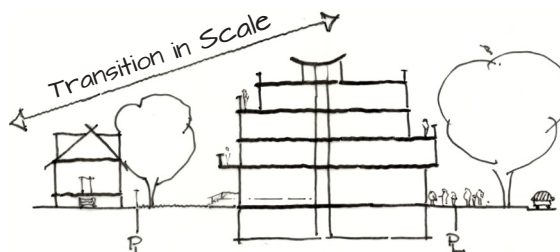


Figure 23. Illustrative example of strategies for achieving a sensitive transition in building scale (see policy 7.4.7)

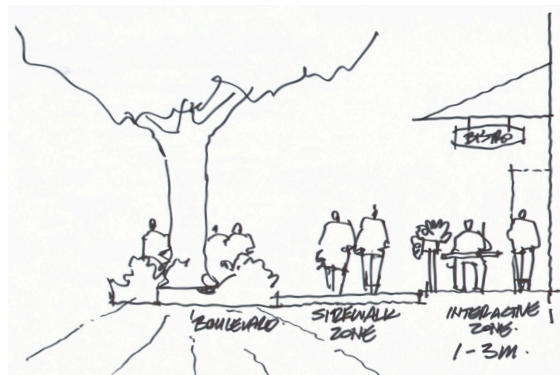


Figure 24. Illustrative example of elements contributing to a pedestrian-focused public realm (see policy 7.5.1)

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 side-walks, 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.

7.5.2. Support incorporation of seating, hard surfaces and other landscape features and pedestrian amenities within the boulevard zone,



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

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 ambiance, 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, Sutlej, Pendergast and

McKenzie adjacent to Cook Street to create public gathering spaces, allow for community markets, festivals and other gatherings and car-free events.

- a. assess relative effectiveness and impact of each closure to determine preferred location for a future permanent closure if deemed viable and desirable.
- b. 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.

7.5.10. New development is encouraged to incorporate mid-block pedestrian pass-

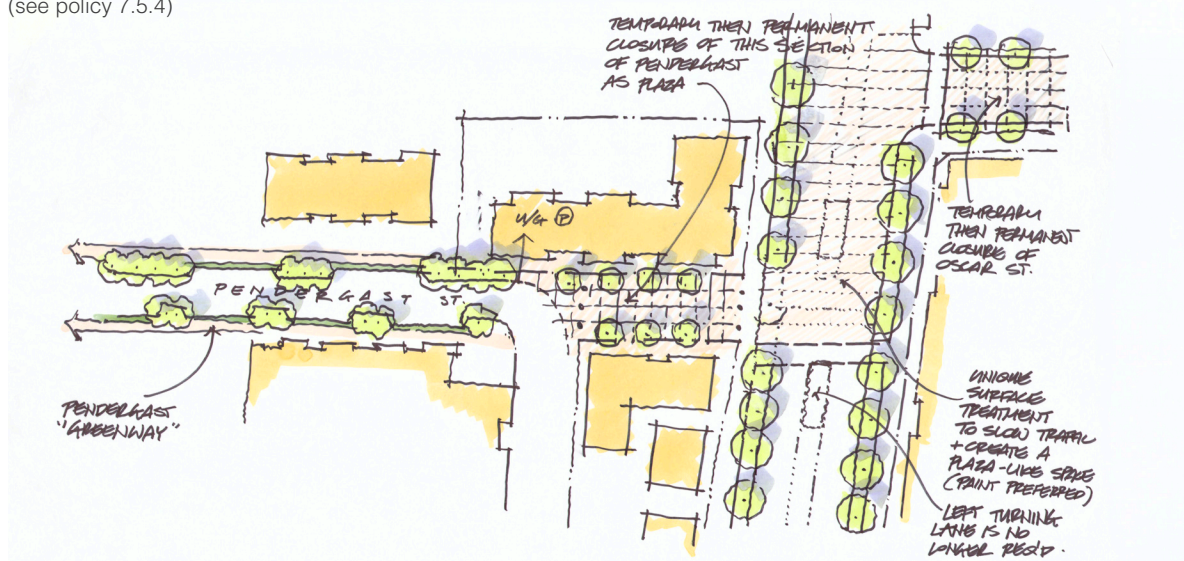


Figure 26. Conceptual illustrations of possible street closure piloting



## 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.

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:

- a. capital funding to be considered as part of annual financial planning processes
- b. frontage improvements implemented as part of the development process
- c. neighbourhood grants and other City beautification initiatives
- d. 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.

7.6.2. Set buildings back a minimum 1 metre and average 2 metres to accommodate a com-

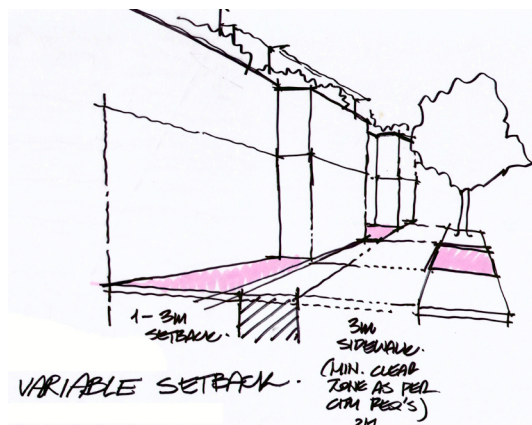


Figure 27. Illustrative example of a 3m sidewalk and variable building setback



Figure 28. Example of inviting and accessible patio space.

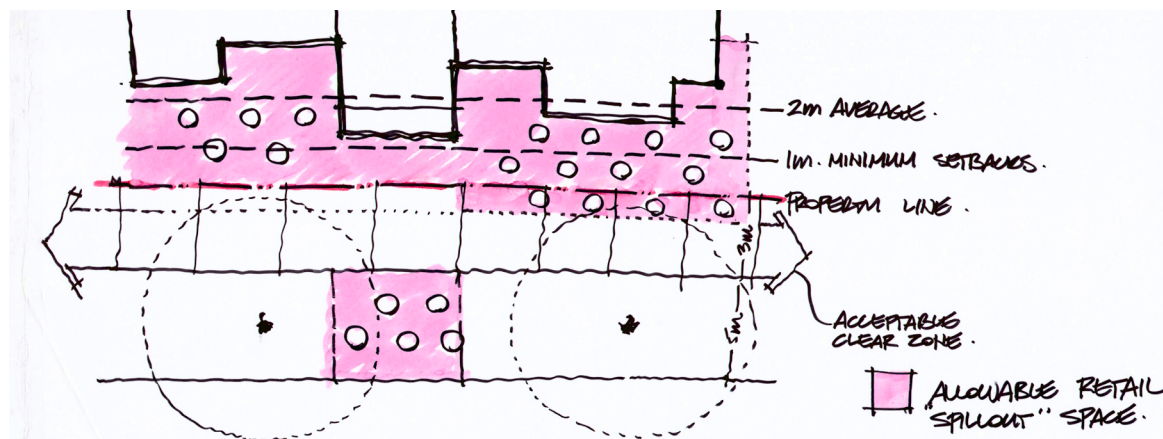


Figure 29. Conceptual illustration of variable building setbacks and patio cafe and retail spillover space

bination 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.



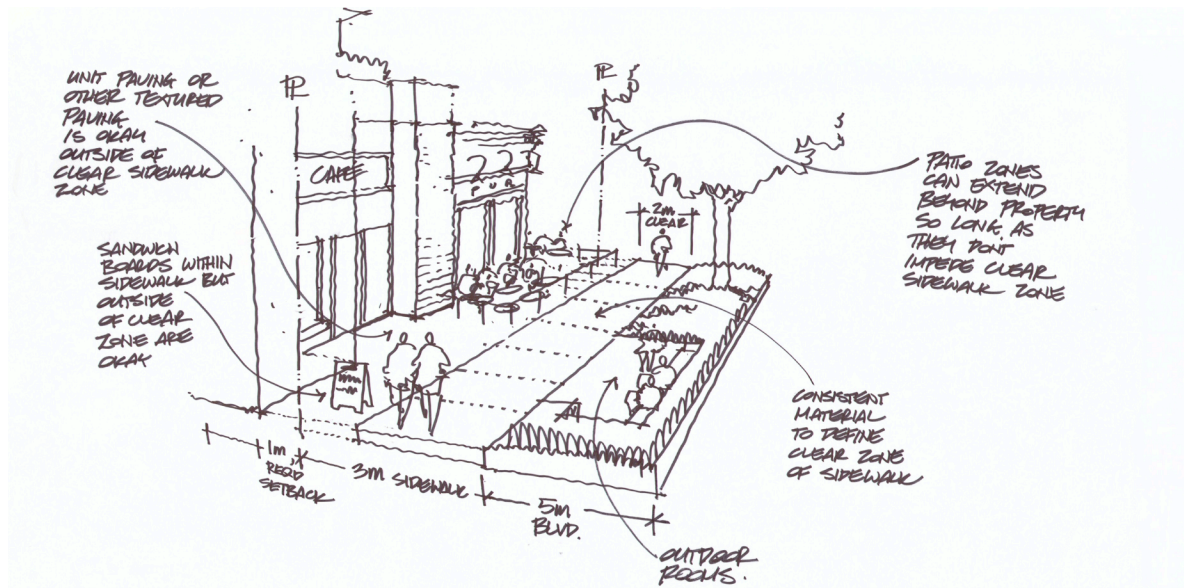


Figure 30. Illustrative example of elements contributing to street vitality

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.

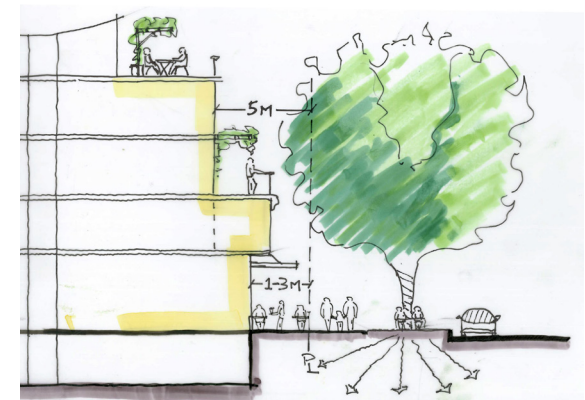


Figure 32. Illustrative example of building and public realm design that supports healthy boulevard trees

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

## Urban Villages

# 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

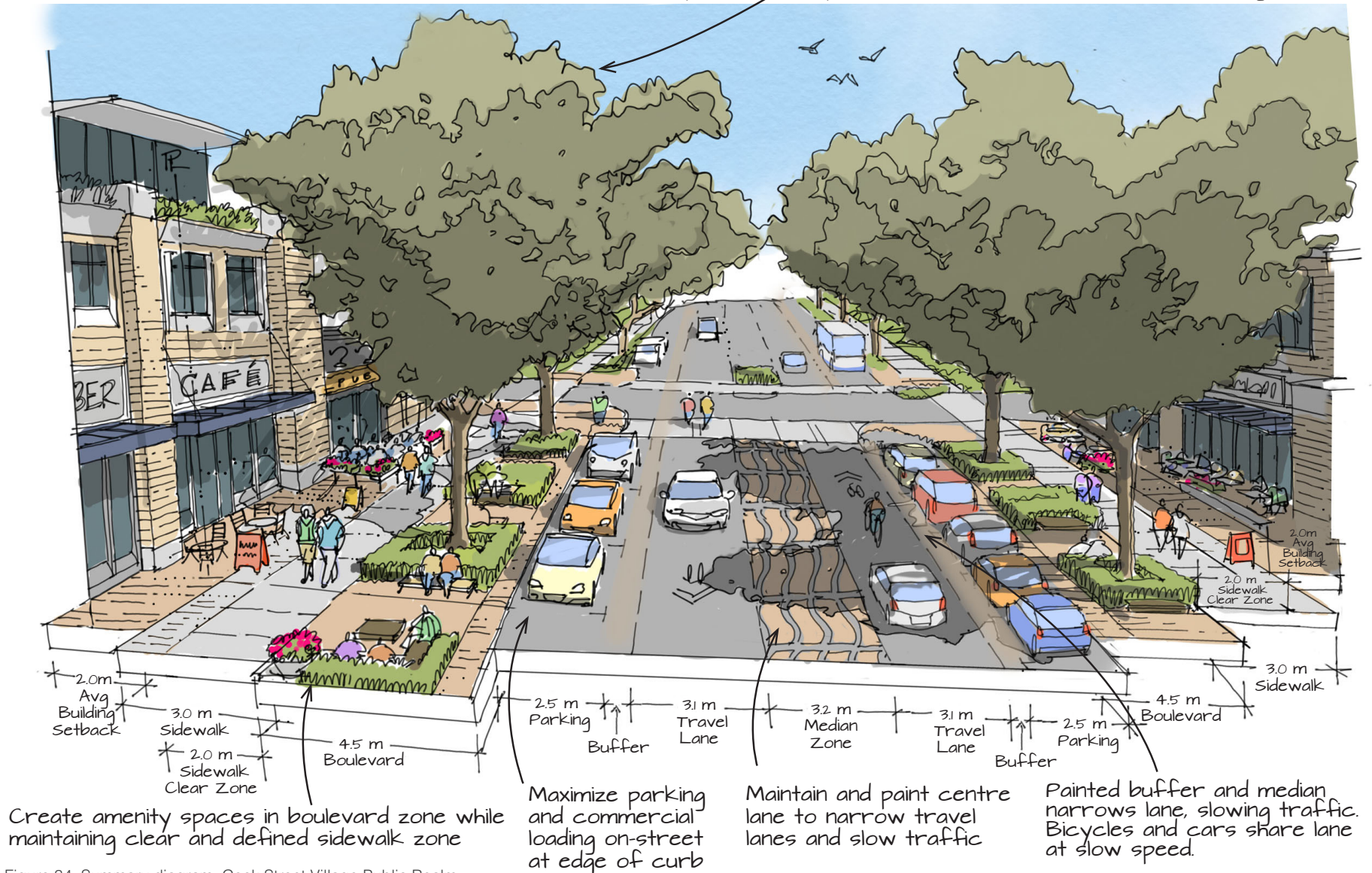


Figure 34. Summary diagram: Cook Street Village Public Realm



## 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.

Fairfield Plaza is located in an area of higher seismic risk due to soil types susceptible to amplification. Any future construction will be required 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 approximately 3 storeys and 1.5 floor space ratio.

7.9.2. Mixed-use development of 3 to 5 storey buildings (approx. 11m to 17 m), up to approximately 2:1 floor space ratio, may be considered to support the objectives of this plan, in particular the provision of non-market housing. Taller buildings should be located along Fairfield Road, subject to consideration of a shadow study and mitigation of impacts on nearby residential properties.

7.9.3. Upper floors of taller buildings should be stepped back to create a lower-scale street frontage and mitigate shading impacts.

7.9.4. Continue to accommodate local-serving businesses and encourage a diversity of businesses meeting daily needs, by providing smaller commercial spaces along with space to sufficient to accommodate a full-service grocer which serves the surrounding area (but is not a regional destination).

7.9.5. 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.

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

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

7.9.8. Encourage transit-oriented development recognizing the designation of Fairfield Road as a frequent transit route. Integrate transportation demand management best practices to reduce the impacts of automobile use and parking on the site and neighbourhood, and reduce overall greenhouse gas emissions.

### 7.10. Urban Design and Public Realm



## Urban Villages

# Fairfield Plaza, cont'd.



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

### 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, secured for public use, [to encourage community gathering](#). This may be accomplished through the appropriate provision and placement of publicly-accessible seating, large canopy trees, a combination of hard and soft landscaping, use of high quality materials, and other elements that foster rest, play, shade and social activity, (e.g. a play structure for children, water feature, etc.). The plaza should feature visual and pedestrian connections to the public street network, with buildings and active commercial uses oriented positively towards it,

[with consideration for sunlight access in colder months.](#)

- 7.10.4. Encourage social gathering, both in publicly-accessible space and in patios and individual businesses.
- 7.10.5. Enhance public streets, internal [circulation network](#) and public gathering spaces through the inclusion of canopy 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.
- 7.10.7. Locate [some](#) convenience parking (short-term, accessible) for customers at grade, [integrated with the internal circulation network](#); longer-term or residential parking is encouraged to be located [under buildings](#) and designed and sited 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 canopy 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.



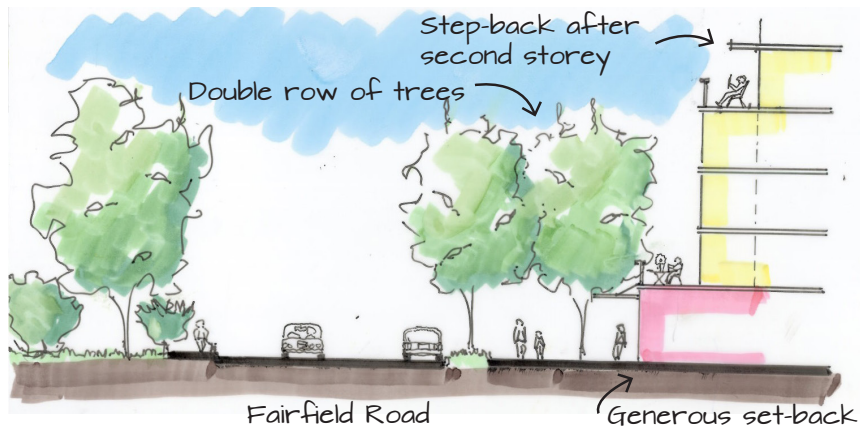


Figure 39. Strategies to establish a friendly face to Fairfield Road and a sensitive transition to the heritage-designated Ross Bay cemetery include generous pedestrian spaces, buildings with smaller modulated shop fronts with extensive glazing and frequent entries, an upper-floor step-back, and a double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

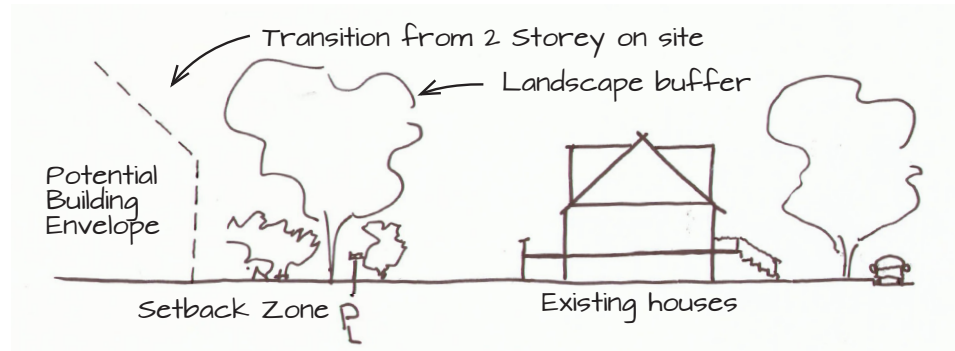


Figure 38. Example of strategies to achieve a sensitive transition include a setback, landscape transition, and building envelope.



Figure XX. Illustrative example of one way development might address objectives, including locating taller buildings along Fairfield Road, minimizing shading and achieving landscape transitions, incorporating a public plaza, creating a pedestrian-friendly internal circulation network and incorporating generous tree planting.

## Urban Villages

# Five Points and Moss & May Villages

*Note: Policies apply to both Five Points Village (Fairfield Road at Moss Street) and Moss Street and May Street 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. Notwithstanding 7.11.1. above, consider development up to 13.5 metres (approximately 4 storeys) and additional density up to approximately 2:1 floor space ratio on parcels within Five Points Village and fronting on Fairfield Road, which demonstrate sensitive transitions to adjacent Traditional Residential areas, and which support heritage conservation, rental housing, non-market affordable housing, or public amenities.

7.11.3. Encourage retention and adaptive reuse of buildings of heritage merit, considering sensitive addition to add housing and space for neighbourhood-serving shops and services.

7.11.4. 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).

7.11.5. Encourage retention or replacement of existing rental housing consistent with city-wide policies.

7.11.6. 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.



## Urban Villages

# Five Points and Moss & May Villages, cont'd.

### 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 support community gathering with features including public seating and furnishings, a mix of hard and soft landscape, and canopy trees.

7.13.4. Encourage parking management through transportation demand management (TDM) best practices in new development, and the development of a parking management strategy for on-street parking for Five Points Village.

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

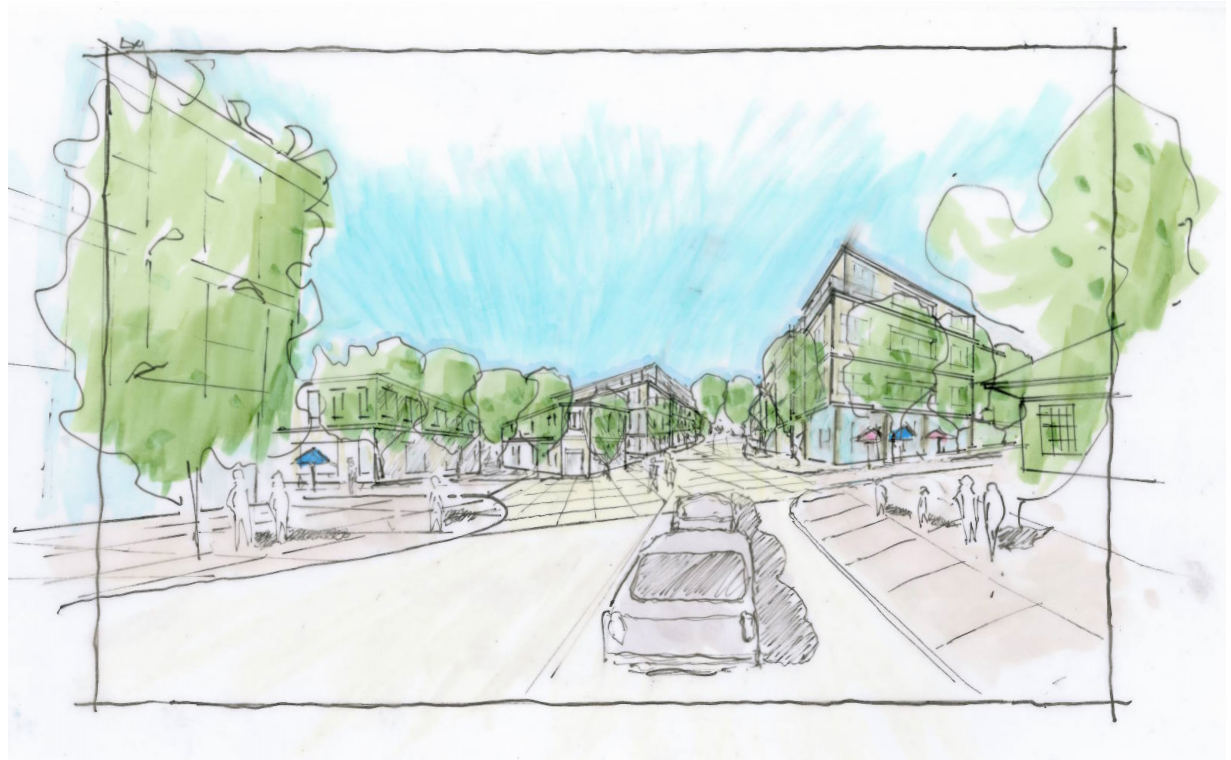


Figure XX. Conceptual illustration of Five Points Village looking west

## 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 transitioning to surrounding neighbourhood

Support retention of historic commercial spaces

Use distinct paving, attractive street furniture, improved lighting and enhanced landscaping to highlight intersection

Enhance bus stop

Retain historic houses; consider conversions and commercial uses

Consider house conversions and sensitive neighbourhood 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 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. For Urban Residential designated land in this area:

- 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 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 approx. 4 storeys (13 metres) and 1.2 floor space ratio.
- b. Consider residential buildings up to approx. 6 storeys (20 metres) 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 amenity contribution or affordable housing consistent with city-wide policy is secured.
- c. For rezoning proposals, decisions about the appropriate density and scale should consider site-specific conditions and approved City policies and objectives, including considerations for heritage and the retention of existing affordable housing.

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

8.2.1. Consider the following development for this area:

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

8.2.2. In the designated Urban Residential areas west of Cook Street Village, consider

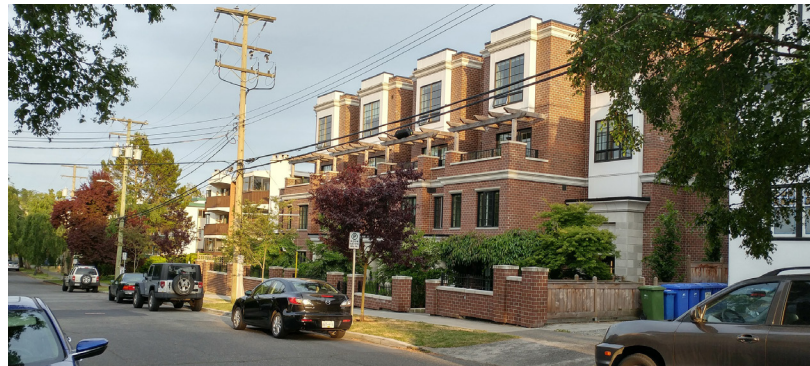
multi-residential development up to 13.5m in height (approx. 4 storeys) for the designated urban residential areas located between the west side of Cook Street and Heywood Avenue, in addition to other forms of housing including house conversions, houseplexes, laneway housing, and townhouses in various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

8.2.3. 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:

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

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

- at the corners of two streets classified as arterials, secondary arterials, collectors or secondary collectors (See OCP Map 4, Functional Street Classification).
- 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 Build-



## Residential Areas

# Urban Residential Areas, cont'd.

### ings

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 approx. 3 to 4 storeys (10.5 to 13 metres). These areas, identified in Map 10, include:

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

### 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:

- To maintain a character of multi-unit buildings fronted by green spaces along public streets
- To present a friendly face to the street and create pedestrian-friendly environments
- 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.
- To ensure new development is neighbourly, compatible and transitions sensitively to adjacent development, particularly adjacent Traditional Residential areas.
- 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.
- To minimize the impacts of off-street parking on the quality of site designs and the pedestrian environment
- To include landscape and on-site open spaces that contribute to urban forest objectives, provide environmental benefits, and support sociability and livability
- To encourage variation in building heights and massing to avoid uniformity in building design along the street block.



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.



## Residential 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 households 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 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

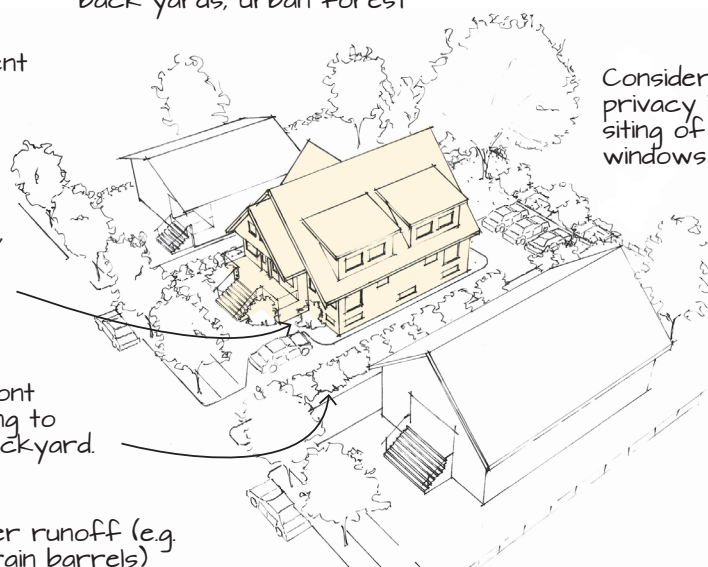


Figure 45. Illustrative examples of key objectives and strategies for maintaining traditional residential form and character.



## Residential 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.

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

8.10.2. Support the conversion of existing houses into multiple units, by considering sensitive additions. See House Conversions, 8.15, for further policies.

### 8.11. Considerations for Zoning

8.11.1. Front setbacks should allow for

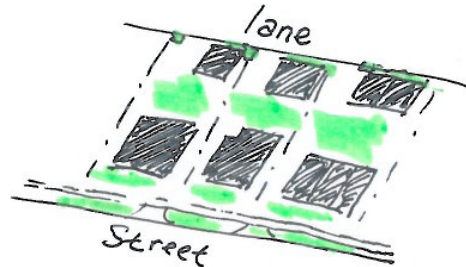


Figure 46. Example of primary building oriented to the street and laneway units in the back with greenspace in the middle of the lot, fitting into the existing pattern.





## Residential Areas

# Zoning Considerations for Traditional Residential Areas

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.

8.11.2. 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).

8.11.3. 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.

8.11.4. 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 8.17.4 Townhouses).

8.11.5. 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.

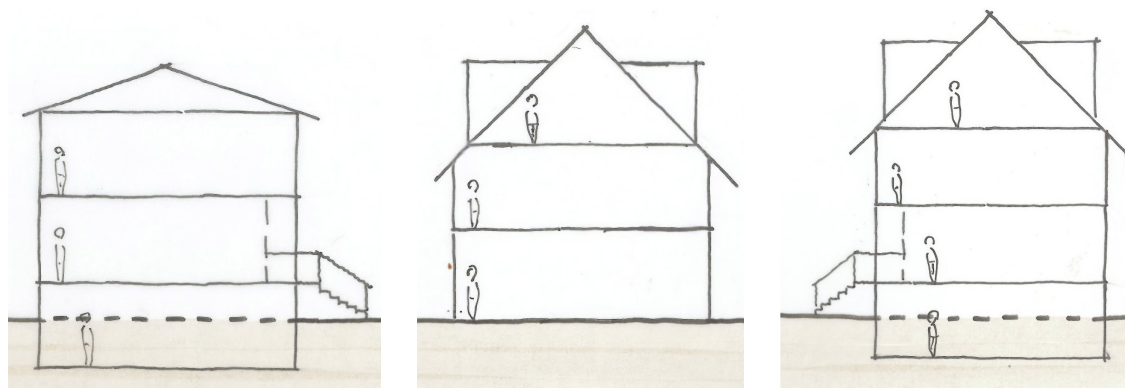


Figure 47. Examples of different ways to achieve a 2.5 storey infill building (See policy 8.11.11).

Figure XX. Example of one way to achieve a 2.5 storey infill building with a daylight basement (See policy 8.11.9).

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

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

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

8.11.9. For infill housing west of Cook Street Village, consider development up to 2.5 storeys, which may contain a daylight/garden level basement (up to a height of approx. 9m).

8.11.10. For infill housing along Fairfield Road, consider heights of 2.5 - 3 storeys (up to approx. 8.3 - 10.5 metres in height.)

8.11.11. For infill housing in other Traditional Residential Areas, establish a height in zoning that generally accommodates 2 – 2.5 storeys (approx. 7.6 - 8.3 metres in height). Half storeys above the second storey should generally be designed to be wholly or partially contained within a peaked roof.

## Residential Areas

# Traditional Residential Housing Areas

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

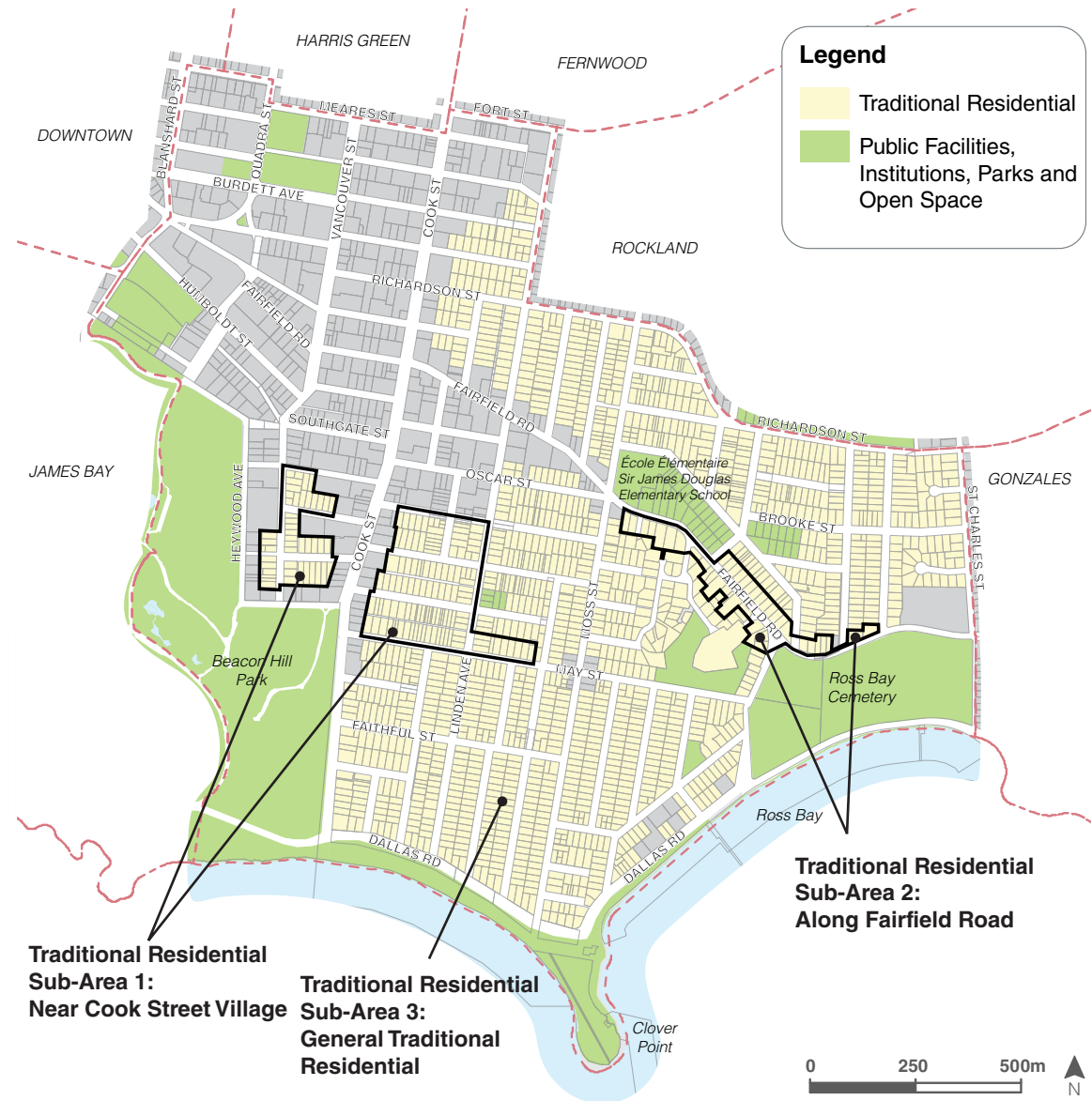
### Policies for all sub-areas

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

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

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

8.11.15. Innovative infill designs which uses transportation demand management best practices to reduce the impacts of on-site parking on site area, open spaces and building design are encouraged.



Map 11. Traditional Residential Sub-Areas

## Traditional Residential Areas

Housing types that may be considered in Traditional Residential sub-areas are outlined in the following sections. These sections, [in combination with sections in this plan on zoning and design guidance and policies for all sub-areas](#), are meant to guide consideration of redevelopment or rezoning. These sections 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.

### 8.12. 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.

8.12.1. Development up to 1:1 floor space ratio and up to [2.5 storeys](#) may be considered, consistent with context, the form and character policies in this chapter and applicable design guidelines.

8.12.2. 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

8.12.3. 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.

8.12.4. Small lot subdivision is discouraged.

### 8.13. 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.

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

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

8.13.3. 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

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

8.13.5. Reductions in parking requirements, as compared to other parts of Fairfield's Traditional Residential areas, should be considered to reflect the location of this area near shops, services, transit and amenities.

8.13.6. Small lot subdivision is discouraged.

### 8.14. 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.

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

8.14.2. 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.

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

8.14.4. 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



## Residential Areas

# Traditional Residential Housing Forms



Figure 48: Example of a house conversion.

### 8.15. House conversions

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

8.15.1. 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.

8.15.2. 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.

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

### 8.16. Houseplexes



Figure 49: Example of a houseplex with four units.

**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.

8.16.1. Houseplexes may be considered as follows:

- 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.
- 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>).
- Larger houseplexes up to 1.0 floor space ratio may be considered in the areas near



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

Cook Street Village, along Fairfield Road, and adjacent to urban villages or higher-density areas.

8.16.2. 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.

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

### 8.17. Duplexes

## 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

**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.

8.17.1. 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.)

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

8.17.3. Each unit of a new duplex may contain a lock-off suite without adding to overall mass-

ing and above-grade floor area permitted in city-wide duplex policy. [Suites are encouraged to provide opportunities for rental housing and multi-generational living.](#)

8.17.4. 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.

## 8.18. Townhouses

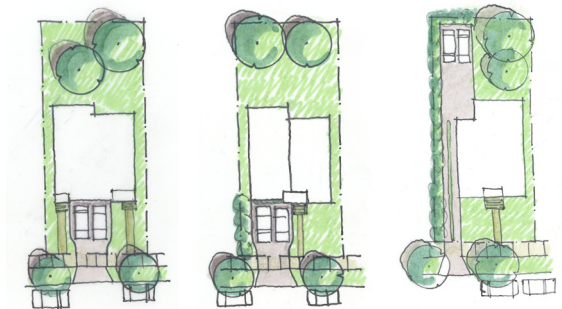
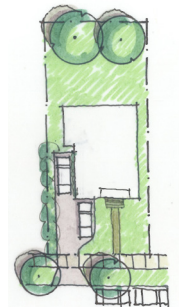


Figure 54: Illustrative examples of varied site layouts for duplexes which maintain a balance of green spaces and trees with parking, and which establish a human-scaled relationship between buildings and the sidewalk.





## 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.

**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.

8.18.1. Consider townhouses on lots with two frontages and lots with laneway access, and in the areas near Cook Street Village and along Fairfield Road (Map 11).

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

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

8.18.4. Within the anticipated density and massing, townhouse units fronting the street may contain lock-off suites or stacked units.

Ground-level units are encouraged to be accessible or adaptable to meet current and future demand.

8.18.5. 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, [clustered parking](#), the inclusion of coach houses, or similar [design strategies](#), [as well as transportation demand management practices](#).
- b. All design guidelines, including desired land-

scaped 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.



## Residential Areas

# Traditional Residential Housing Types, cont'd.

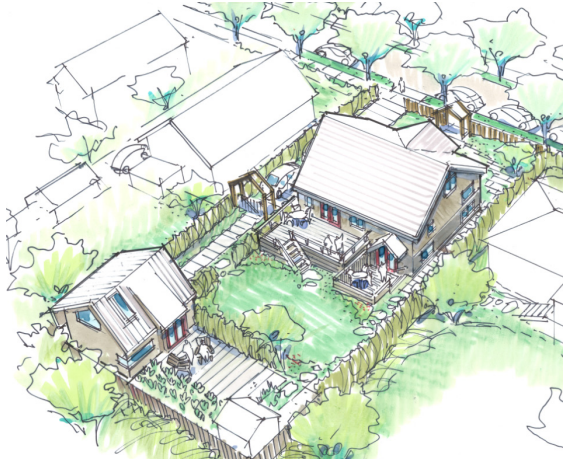


Figure 58: Illustrative examples of house with a suite and a garden suite

### 8.19. 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.

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

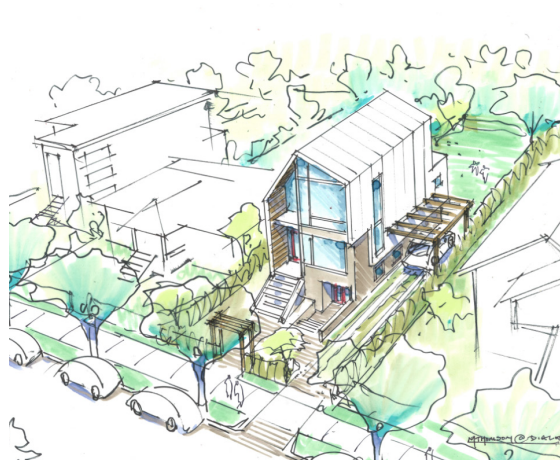


Figure 59: Illustrative example of a small lot house.

### 8.20. 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.

- 8.20.1. Support small lot houses, consistent in design with city-wide policy, which contain a secondary suite.
- 8.20.2. Small lot subdivision is discouraged in the Cook Street Village area and along Fairfield Road, where more diversity of housing choice is desired.
- 8.20.3. Update the Small Lot Rezoning policy to reflect the above intent.

### 8.21. Laneway Housing



Figure 60: Existing laneway

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

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

8.21.2. The addition of laneway housing is encouraged in combination with the retention and reuse of houses of heritage merit.

8.21.3. 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.

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

8.21.5. 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

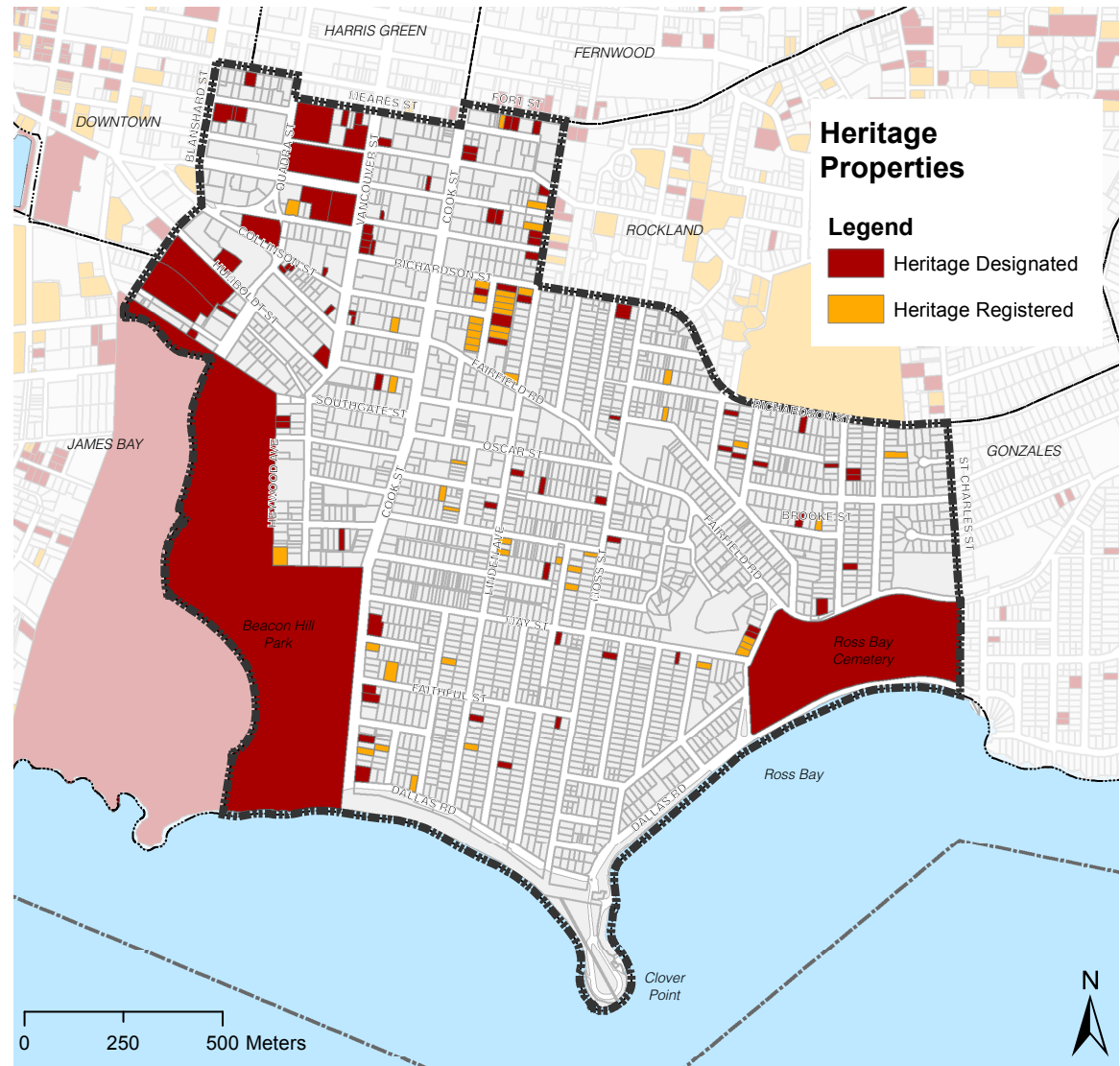
### 10.3. Heritage Register and Designated Properties

#### 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)

## Heritage

# Properties of Heritage Merit

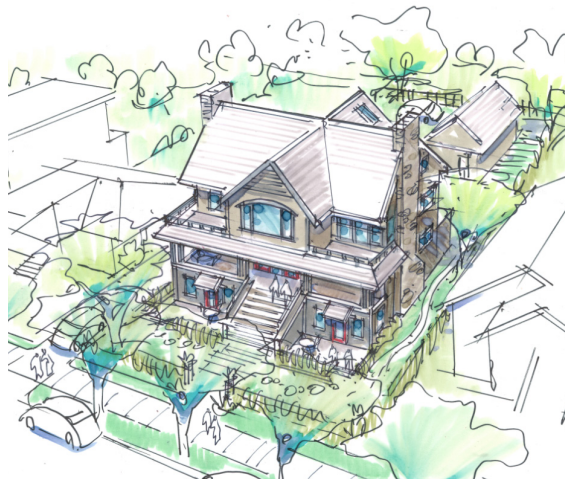


Figure 61: Illustrative example of a heritage conversion (heritage home converted to multiple strata or rental suites).



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.

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.



# 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 requirements for on-site treatment of stormwater in new development through City-wide implementation of stormwater management program.



# 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

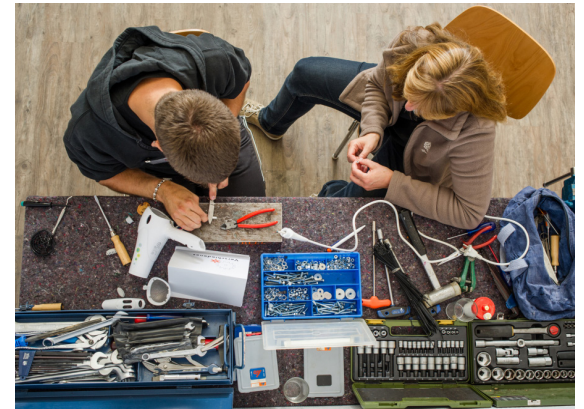
### Intent:

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  |        |

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| 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 | √       |

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# 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 attached housing and Cook Street Village (concurrent with plan)                         | 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 (ongoing)  | 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)                        | 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.