

Hillside-Quadra

Planning Summary and Draft Directions



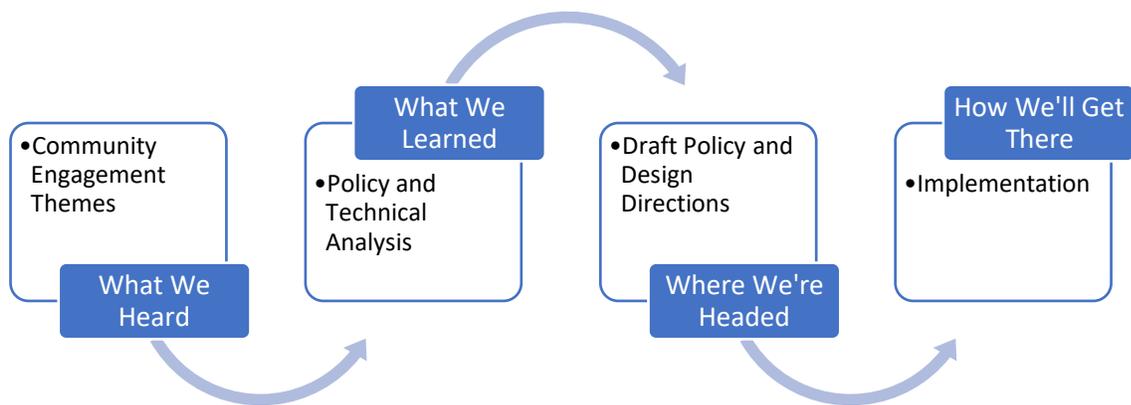
Village and Corridor Planning Phase 1:
Quadra, Fernwood & North Park Villages, Corridors & Surrounding Areas

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About this Report

This report outlines the planning process and **draft directions for Hillside-Quadra**, which includes Quadra Village, the North Quadra Corridor, the Finlayson Corridor, and surrounding areas. Each of the subject matter sections describes community engagement themes, policy and technical analysis, the resulting draft policy and design directions, and finally the required implementation steps.

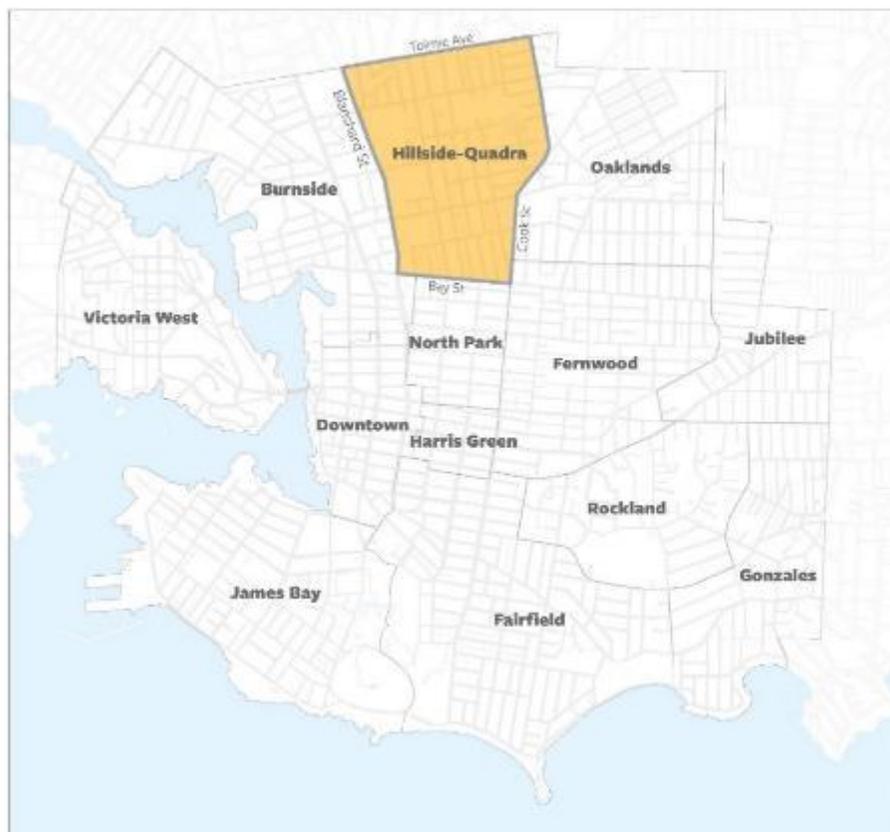


Please see the Stage 2 Engagement Summary for details of the engagement process.

About the Hillside-Quadra Neighbourhood

Hillside-Quadra is a vibrant neighbourhood with working class roots. The community has a long and proud history of welcoming diverse populations, including new Canadians, families, youth, low-income residents, and marginalized groups. As of 2016, 23% of Hillside-Quadra residents were members of what the Census of Canada categorizes as a visible minority ethno-cultural group¹ (compared to 15% city-wide). The area's history of celebrating diversity is reflected in the active and beloved multi-cultural and local businesses found in Quadra Village.

The neighbourhood is situated between several major roadways: Blanshard Street, Bay Street, Cook Street, and the city's northern border at Tolmie Avenue (Map 1). Blanshard Street, the western spine of the neighbourhood, and Douglas Street (a block west) connect the area to the Downtown Core, Uptown (a growing neighbourhood in the District of Saanich with a planned regional transit hub) and the rest of the south island. The historic Rock Bay Creek flows through the neighbourhood, mostly in underground culverts.



Map 1: Hillside-Quadra Neighbourhood

The neighbourhood is home to over 7,500 residents and over 3,600 households. It is a family-oriented area: of all Victoria neighbourhoods, it has the highest share of children aged 0-14 (making up about 14% of the

¹ Visible Minority is defined by the government of Canada as persons, other than aboriginal peoples who are non-Caucasian in race or non-white in color. It is a simplified measure of diversity that is primarily used as a demographic category in connection with employment equity policies. It alone does not provide a complete picture of diversity.

neighbourhood's population). Hillside-Quadra and the neighbouring Oaklands area, have among the highest shares of households with children in the city, while Hillside-Quadra has the single highest share of single parent households. [2016 Census figures]

Most of the housing in the neighbourhood is either multi-family apartment buildings, especially near Quadra Village, or single detached houses (with and without suites). Apartment buildings are typically three to four storeys and include both rental and strata, mostly built between the 1960's and 1990's. The tenure of households in the neighbourhood, 41% owner and 59% renter, is similar to that of the city as a whole (2016). There are relatively few registered or designated heritage buildings in Hillside-Quadra, though there are a number of older character homes. There are few formal house conversions identified by BC Assessment (which tends to capture both conforming and non-conforming conversions), although there may be some additional houses that function as multi-unit rentals.

The area has seen little growth in recent years. According to the City's building permit data, just 42 new housing units were built in the neighbourhood between 2012 and 2018. Development has increased of late, with 241 units approved between 2018 and 2020, thirty percent of which are dedicated affordable (non-market or below-market). Of the total recently approved homes, 20% are two-bedroom homes and 10% are three-bedroom or larger homes.

Hillside-Quadra Equity Study

As part of this planning process the Downtown Blanshard Advisory Committee (the community association in Hillside-Quadra) commissioned an equity study using City grant funds for community-association-led planning. The intent of the study was to encourage the integration of equity considerations into the planning process and outcomes, also an objective identified in the Local Area Planning Terms of Reference. Key findings of the study have been considered in formulating recommendations, and in many cases relate to what was heard in public consultation and reflected in other City plans and policies.

Most of the study's findings illustrate Hillside-Quadra residents face many of the challenges facing the city and region, including how people of different incomes are impacted by the need for affordable housing and/or broader housing choices; the opportunity to further enhance transit and reduce travel times (recognizing Hillside-Quadra is relatively well-served by Frequent Transit compared to much of the city); and the opportunity for enhanced walkability, accessibility, and universal/age-friendly design. Key findings specific to Hillside-Quadra include:

- Pockets of the neighbourhood, particularly directly east and west of Quadra Village, have lower incomes, somewhat higher percentages of families with children and of single-parent families, and higher rates of children experiencing risk factors compared to the city as a whole. There is a desire for services and amenities in this area, including good access to transit, employment opportunities, affordable food, and community services, as well as activities for tweens and older youth (including a planned skate park and bicycle park at Topaz Park).
- In contrast, northeastern parts of the neighbourhood tend to be above-average in terms of income and have access to natural areas, but do not have quick walking access to urban villages, shopping, services, or frequent transit.
- Parts of the neighbourhood along Blanshard Street, Hillside Avenue, and Quadra Street are impacted by air pollution and traffic.

Proposed Key Directions for the Plan (Hillside-Quadra)

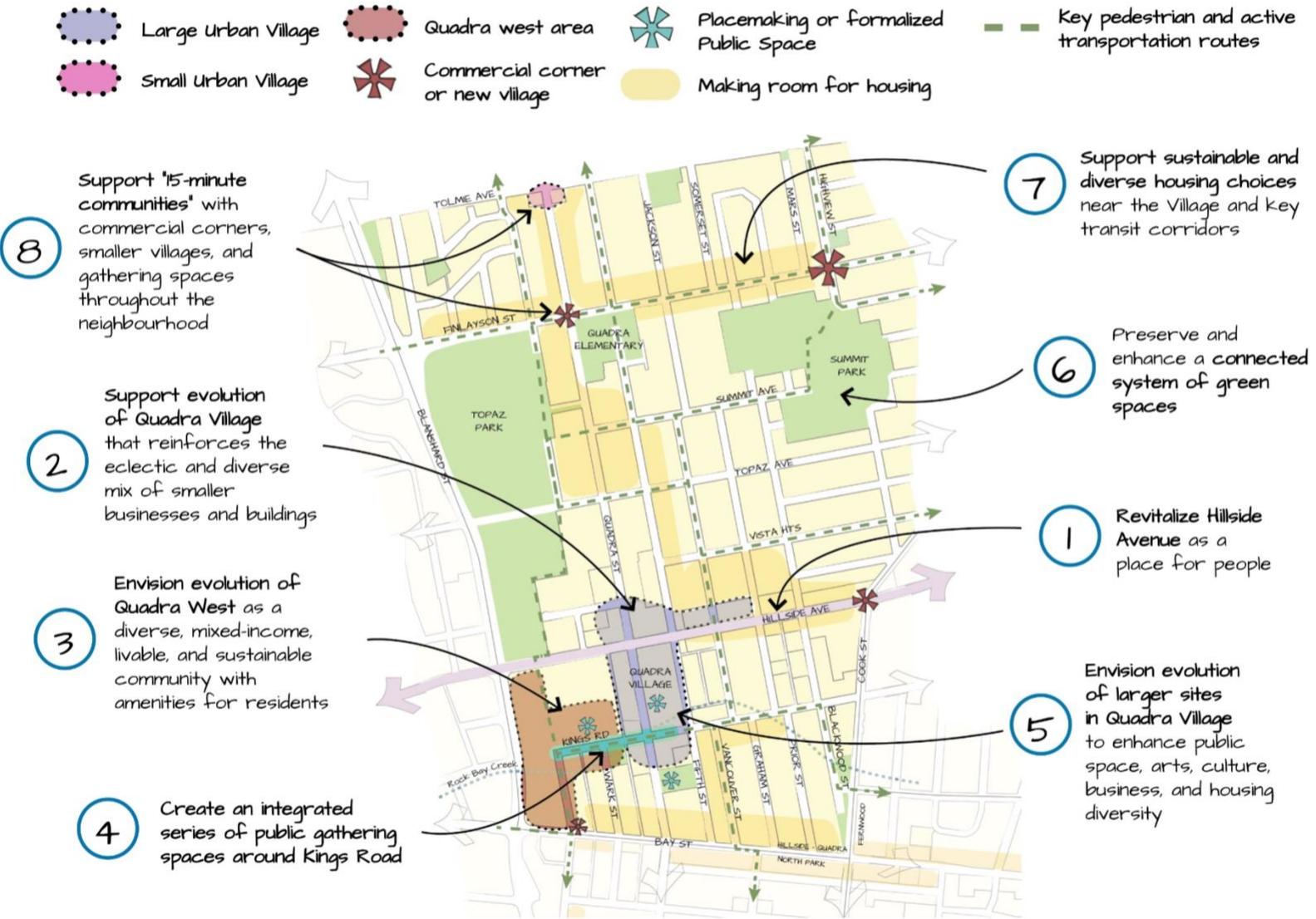


Figure 1: Quadra Key Directions Diagram

Quadra Village and Quadra West



About Quadra Village and Quadra West

Quadra Village is the heart of the Hillside-Quadra neighbourhood. Commercial activity near the intersection of Hillside and Quadra has been steady since the later half of the 20th Century, likely stirred by a flush of purpose-built rental apartment developments in the 1960s. Today, residents appreciate the variety of shops and services available throughout the Village which now spans along Quadra Street from north of Hillside Avenue to the south past Kings Street and spills both east and west along Hillside.

There are several major community assets in and near the Village that strengthen social and physical connections in the neighbourhood and enliven the area. The Quadra Village Community Centre (QVCC) is located a block west of Quadra Street on Kings Road and provides year-round programming, primarily for youth, seniors, and families. Near the QVCC is Wark Street Park, a popular park, playlot and community garden, and the former Blanshard Elementary School site at 950 Kings, which provides an informal greenspace and a community gym that is programmed by the QVCC.

A grocery store, pharmacy and clinic, and liquor store are the main commercial and service anchors of activity along Quadra and Hillside. Though smaller retail businesses, consignment stores, diverse restaurants, coffee shops, and a pub, all draw costumers from across the city and region. On the north end of Quadra Street is The Roxy Theatre, operated by the Blue Bridge Theatre Company, featuring live music, theatre and film screenings. Dance Victoria and the Victoria Ballet Company are key cultural anchors on the north end of Quadra, while the old Warehouse School (formerly home to Vancouver Island School of Art) anchors the south end.

Both Hillside and Quadra are important bus routes, providing Frequent Transit connections to downtown jobs and services as well as the University of Victoria. On a typical weekday prior to the COVID-19 pandemic, 3,000 people started or ended transit trips in Quadra Village. The Kings-Haultain connector (east-west) and Vancouver Street (north-south) will provide safe cycling opportunities to and through Quadra Village and the surrounding neighbourhood in the near-term as part of the priority All Ages and Abilities network. Shared mobility is also gaining momentum in this neighbourhood with the addition of designated car share stalls. The neighbourhood's travel mode share, however, reveals there is still notable car dependency (as of 2016, vehicle-based trips by residents for commuting are 54%, slightly higher than the city-wide average of 44%).

Quadra Village is identified as a Large Urban Village in Victoria's *Official Community Plan*. The area has many of the features that characterize a Large Urban Village, including:

- Ground-oriented commercial and community service buildings that line the west side of Quadra Street, primarily made up of local businesses occupying older commercial or mixed-use buildings with smaller footprints. Services include restaurants, cafes, convenience stores, and health care, personal and professional services.
- A large format grocery store, liquor store, post office, pharmacy, and medical building occupy the large parcel on the east side of Quadra Street.
- Design guidelines from the 1990s have helped to contribute to a more pedestrian-friendly environment despite busy traffic on the major cross streets.
- Cohesive design features such as outdoor furnishings, public art features and flags marking the entrance to the Village have improved the public realm.
- On-street, short-term parking is available on Quadra Street during off-peak hours, as well as on some surrounding streets.

However, some important features of a Large Urban Village are not yet present, including a full range of services (childcare is currently available only at the Quadra Village Community Centre) and a central public gathering space. Some key concepts in the existing neighbourhood plan and design guidelines have yet to be realized (e.g. a public plaza; a sense of place along Hillside Avenue; mid-block connections).

Quadra Village Directions

Seek opportunities to daylight or celebrate the covered Rock Bay Creek on public or private lands.

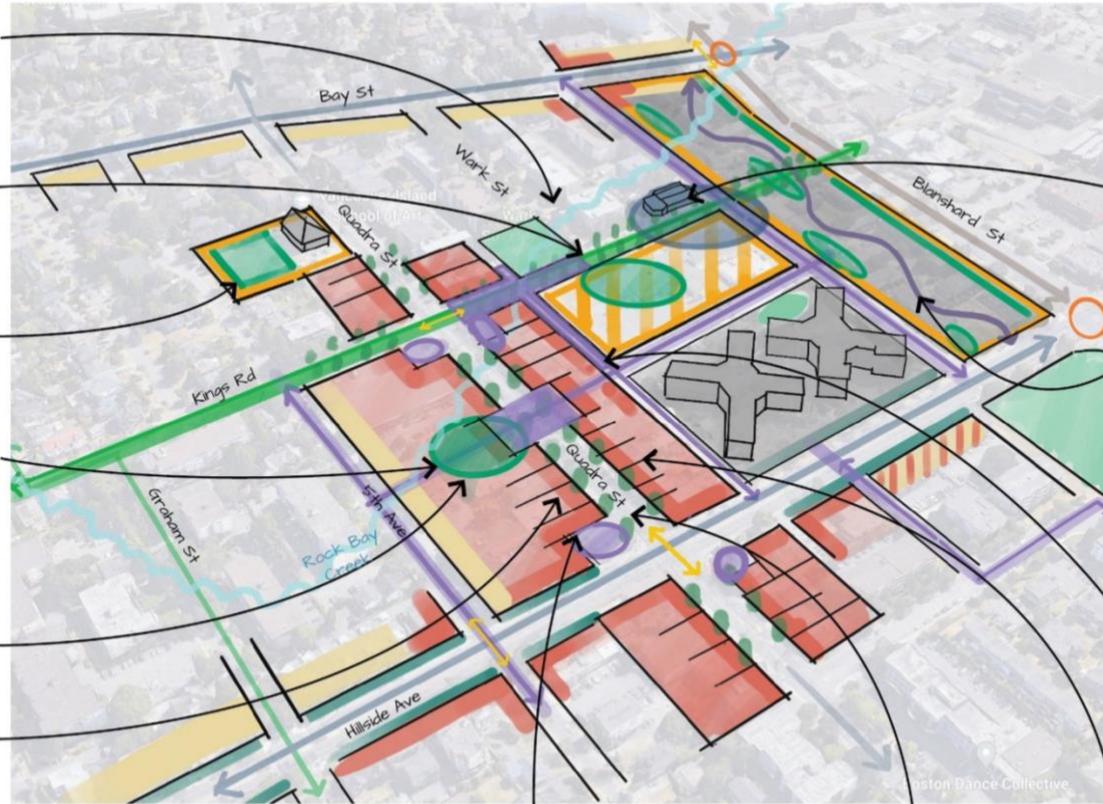
Create an integrated series of open spaces on and around Kings Road.

Seek to retain and program green space for community use at the Warehouse School site.

Maintain a mix of shops and services, including a full-service grocery store, while considering added housing and public space.

Locate taller buildings to the centre of blocks or in locations that minimize impacts.

Seek to renew a performance venue at the Roxy Theatre site, consistent with the City's Arts and Culture Master Plan.



Consider a 'community hub' with added community-serving uses complementing what is offered at Quadra Village Community Centre.

Imagine a future renewal of Evergreen Terrace that includes added affordable and mixed-income housing, a mix of building types, on-site outdoor and indoor amenity spaces, and sustainable transportation options for residents.

Support the evolution of the lane into a pedestrian-friendly 'Quadra Mews'.

Reimagine Hillside with enhanced pedestrian comfort and landscape so the village turns the corner onto Hillside Avenue and draws people both north and south. Consider off-peak-hour parking, transit priority, enhanced crossings, or other opportunities to support mobility and access.

With future development, create a focal public space near Hillside and Quadra to support pedestrians, patrons and transit users.

In any new development, establish a human-scale interface with the street, with wider sidewalks, space for healthy street trees, frequent storefronts/entries, spaces for patio seating and upper floors stepped back.

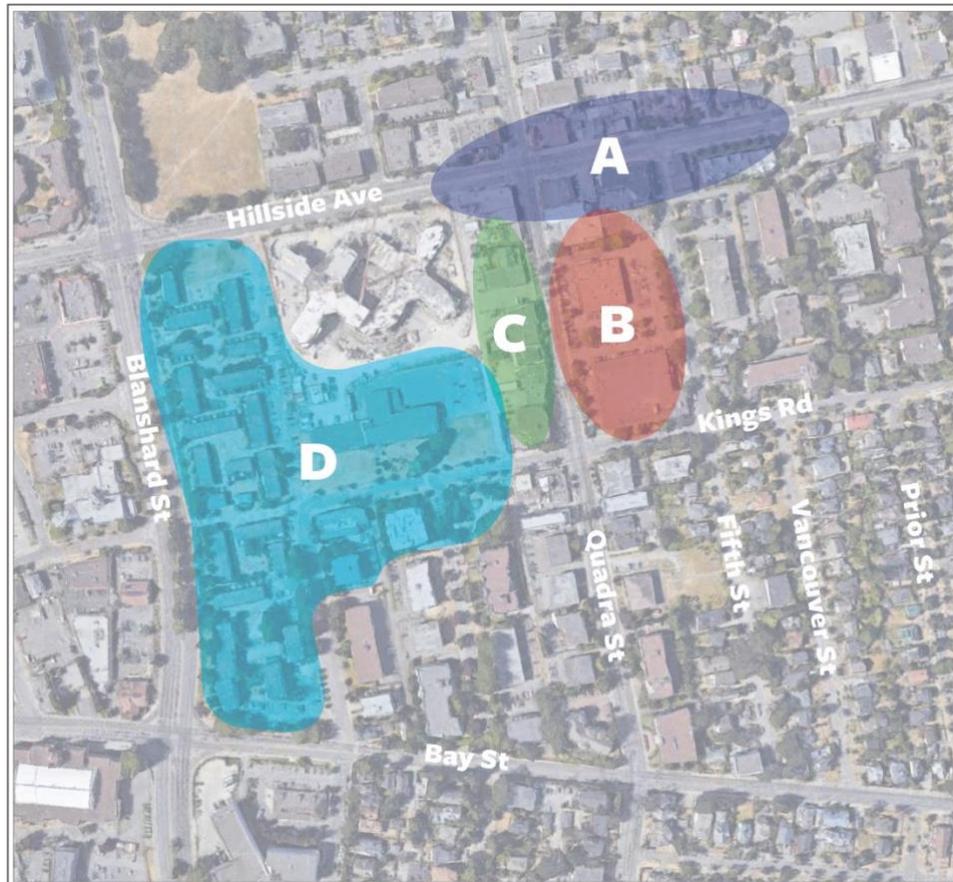
Maintain the 'fine grain' of smaller storefronts and small-footprint, car-lite buildings.

Figure 2. Quadra Village Key Directions Diagram

Quadra Village

These directions consider several sub-areas of and near Quadra Village.

- A. Hillside Avenue and the Hillside-Quadra Intersection.
- B. The "East Block" comprised primarily of the Fairway Plaza site and overlapping with above.
- C. The "West Block" and concept of a "Quadra Mews" laneway.
- D. "Quadra West" including Kings Road, 950 Kings (former Blanshard Elementary School) and Evergreen Terrace



Map 2. Quadra Village and Quadra West Sub-Areas

What We Heard

Community Engagement Themes for **Quadra Village**

Support for Local Businesses

People love Quadra Village for its diversity of eateries and multicultural businesses, arts and cultural anchors, access to a grocery store and key services such as a medical clinic and pharmacy, and community celebrations like Quadra Village Days. Concerns over rising commercial rents, property taxes and potential impacts of redevelopment on local businesses emerged. Residents and business owners appreciate the older commercial buildings in Quadra Village that have smaller footprints and are generally lower cost, allowing diverse local businesses to thrive. Local business owners desire support for existing retail while avoiding rapid redevelopment of older commercial buildings. Ideas included encouraging space for small or incubating businesses like micro-spaces (150-300 sq. ft.). Others wanted to see more upgraded or newer spaces and/or improvements to the public realm that can be realized through redevelopment.

Retaining and Enhancing Services and Amenities

It was widely recognized that a complete village includes both services and amenities for residents and visitors. The Quadra Village area already has several services provided by private and non-profit entities. Entities include a medical clinic, pharmacy, family, and social services including family supports and mental health service, and the Camas Book cooperative which is seen as welcoming space whether one is making a purchase or not. The Community Centre is highly valued for the programs it provides to support youth, families, and seniors. There is a desire to maintain services to lower-income individuals, recreation options, and health care options.

Public Spaces in the Village

There was strong interest in formalizing, enhancing, and programming existing and new public spaces in the village, for everyday uses that support community and businesses, as well as events and celebrations for people of diverse backgrounds, ages, and incomes. A prominent desire is to secure existing open spaces at major locations such as 950 Kings Road or on the east block of Quadra Village should redevelopment be proposed (see Quadra West section). Other ideas include identifying new public spaces, enhancing existing spaces and sidewalks, and considering future improvements to places such as Kings Road. For further discussion, see the sections on different geographic areas of the village below, as well as "Urban Design and Public Realm".

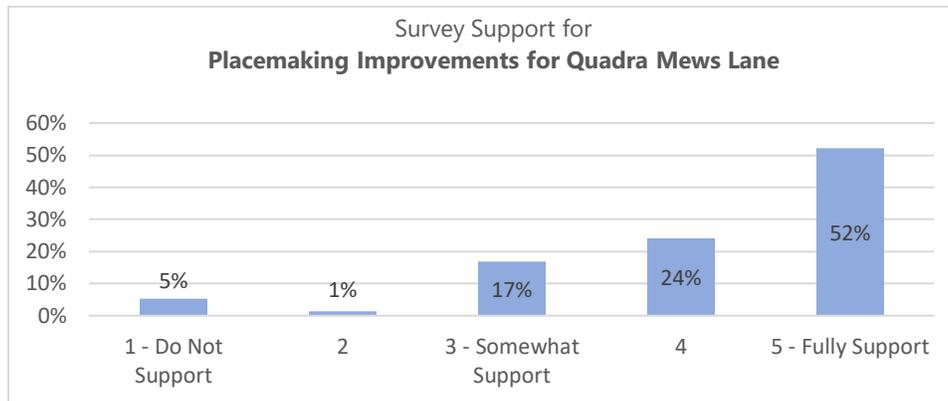
Feedback also revealed an interest to better connect commercial spaces to public spaces, providing opportunities to celebrate the multi-cultural business landscape in the Village. Specific ideas include a food court (similar to the privately-owned Fort Street Commons) which would allow multiple food offerings and business incubation.

Support for the Arts and Culture Sector

Quadra Village was recognized as part of a larger "cultural corridor" along Quadra Street, stretching from the Royal Theatre past Alix Goolden Hall and stretching to Dance Victoria and the Victoria Academy of Ballet just north of Hillside Avenue. Along the way, there are numerous businesses, smaller cultural venues and offices, and organizations (like the Norway House), and places of worship which act as venues. Many Quadra Village businesses support the arts and culture, offering spaces for artistic displays and events. At the same time, key anchors are challenged to remain in the village, including the Vancouver Island School of Arts (which recently found a new location) and the Blue Bridge Theatre Company at the Roxy which lacks appropriate space. See more under the "Arts and Culture" section.

West Side of the Village

There is general support for maintaining the fine-grained pattern of smaller storefronts and smaller-footprint buildings along the west side of Quadra Street, recognizing it hosts a diverse and multi-cultural mix of small businesses. At the same time, some were concerned that even with policies supportive of this pattern, new construction might price out existing businesses.



There was also support for the notion of enhancing the laneway west of Quadra Street as a Quadra Mews, including enhanced pedestrian connections to the Summit and an east-west connection to Quadra Street, a mid-block crossing of Quadra Street, and safer mobility for cyclists accessing the village. There were questions and different opinions on the concept including access for service vehicles, safety at night, opportunities to add greenery and street trees, access to businesses and housing, potential for parking, and concerns that the laneway could not be transformed without public investment.

"Planters and murals are nice touches but in order for a true activation of the space to occur you need micro-business frontage at the back lane along with pedestrian/bicycle access. Cafes, food trucks, bike shops artists studios - these would attract a healthy movement of people day and night."

"As much greenery as possible and spots to congregate. Downtown Kelowna allowed for coffee tables to be built into its streetlights along Bernard Ave which meant that businesses benefited from these assets and people gathered. It changed the feel of Bernard in a great way."

"Love this idea. Perhaps integrate it with the developing bike gateway along kings (add bike parking, a bike services and tire pressure station as seen on the galloping Goose, etc)."

"I think this is a lovely idea! I'm all for it. It reminds me of laneways in Melbourne, Australia."

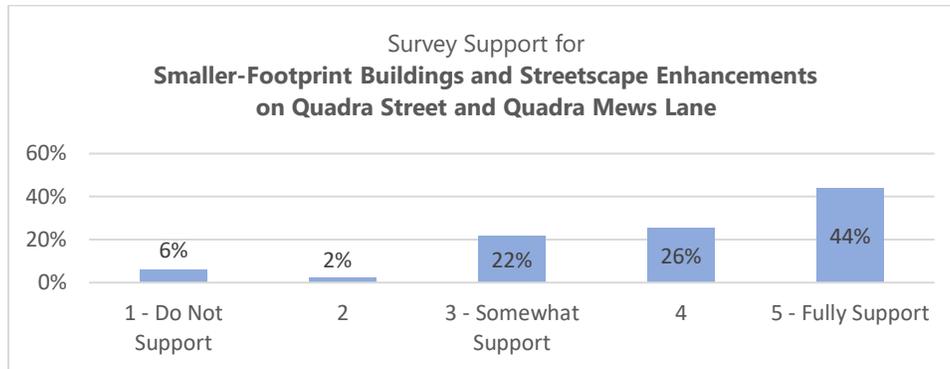
"Sounds great! I worry about the "underused parking" comment though - those back parking areas are difficult to get into (eg only from turning right on hillside for the Thrift store), which is likely why they are underused. The Fairway/drugstore parking lot is always quite busy and can be difficult to navigate (could use a redesign...) Having better/safer bike access will help with car traffic though."

"More benches. Food plants/trees."

"More bike lock-ups."

"I can't imagine anybody wanting to spend time in that lane unless there were a few trees or shade structures. It's very hot there in summer."

"I appreciate the current safely islands in the middle of Quadra for safe passage across. This system is a perfect solution for the able-bodied, but is not good for differently-abled or strollers. I suppose that an official crossing is the right solution; however, people would still like to jaywalk safely all along the street. Especially if there are new exciting shops and spaces on both sides!"



Regarding consideration of small-footprint, car-light buildings of 4-5 storeys along Quadra Street and facing the future Quadra Mews, there was a general support, with a desire for improved streetscapes and pedestrian spaces, but modified by concerns that change be incremental and not displace existing businesses. A small number raised concern that enhancing public spaces and urban design in the village could lead to increasing rents.

"Curious why this lot would not also warrant an increase to the height and density? Oh I see now (below) you've chosen the east side!"

"With these big plans, I can't help but feel concerned for some of the unique small businesses that currently operate in this area. The Island Afrikan Supermarket, the thrift stores, the Caribbean Village Cafe, Alysa's Pho and Bahn Mi, etc. I think it would a shame to lose these unique, culturally diverse small businesses."

"I'm concerned that redeveloping the west side of Quadra would force out the cute little businesses that the plan aims to preserve; these shops can only exist because rents are cheap in old buildings. They'd likely be replaced by coffee shops and stores selling collections of small luxury goods in various pastel shades."

"Changing zoning in the area is important to allow for mixed use housing as well as diverse business opportunities. I think Quadra Village is missing a brewery or a neighborhood pub where people can meet casually after work or on weekends."

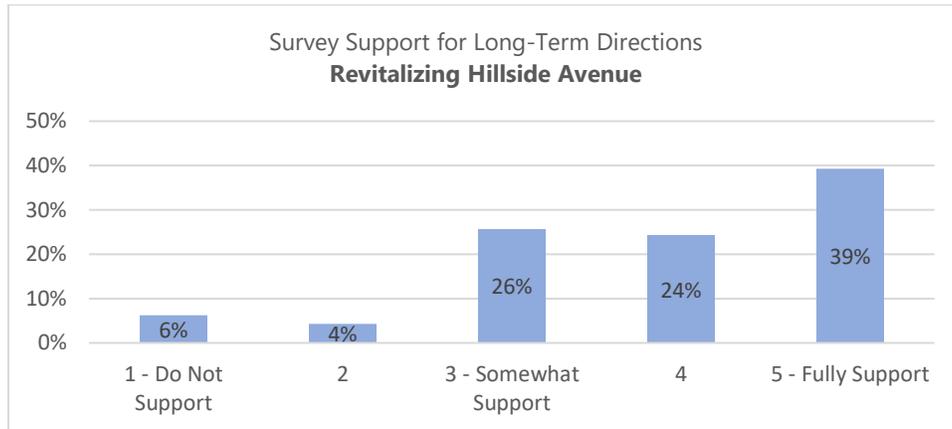
"The greener the better, also, the culture in QV is so diverse and the shops represent that - get input on design and materials so it doesn't end up cookie-cutter glass/concrete apartment style."

"I would support the encouragement of more retail businesses that support a walkable corridor and make the area more of a destination such as Johnson St, Cook St. Village, or Oak Bay Avenue. Short of groceries or alcohol, the corridor doesn't offer much. There are some good restaurants ... I would love to see some more clothing options, more diverse bookstores, or a hardware store. I believe there is an opportunity to develop affordable retail space that would encourage these kinds of businesses and draw them from more expensive locations in the region."

"Stop trying to turn our neighborhood trendy. I am a single parent and am very lucky to have a \$1500 2br place here and every one of these ridiculous changes will only serve to price me and others like me out of it."

Revitalizing Hillside Avenue

There was overall support for concepts to renew the Quadra-Hillside intersection while enhancing pedestrian safety and comfort, adding a small plaza space, and renewing a cultural venue at the Roxy Theatre.



Many people expressed a desire for accommodating better transit, walking and cycling, while some were concerned about potential impacts on automobile travel:

"Would really like to see prominent, covered, well-lit (and beautiful if possible) bus infrastructure for links along Hillside/Quadra to this area. Clearly connected stop placement near the corners of Hillside/Quadra would allow for easy transfers."

"The sidewalks are very narrow in this area and the space feels cramped, especially at the intersections."

"Make this corner safer for pedestrians crossing. I have had too many near misses crossing here and I won't let my children cross without an adult because of it."

"Better connections across hillside from north to south, including pedestrian refuges at fifth, prior etc."

"Hillside is still a dangerous place to ride a bicycle in this design. Will there be a safe east west route nearer it? I recognize Kings is there, but coming from Vic West, it is not accessible in any way."

"Hillside is a major transport artery, keep disruptions to a minimum. Ensure crosswalks signals are coordinated with street lights to prevent midblock stops and keep traffic flowing to prevent unnecessary idling."

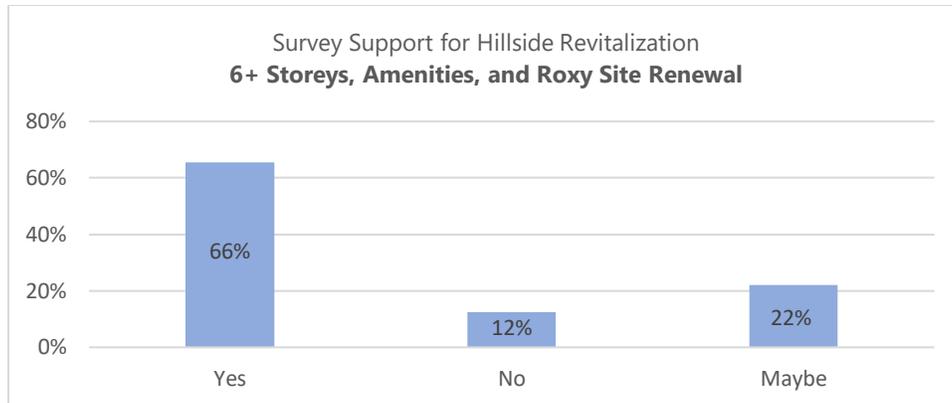
Yet others felt that it would be difficult to improve conditions here or make it attractive for uses like patios:

"So long as Hillside is a main artery for motorized transportation, I don't see how it can be a street I would want to spend any time on. (I am a full time pedestrian)."

There were mixed opinions about parking. Some felt it would enhance access to the area, slow traffic and buffer pedestrians; others that it would cause disruptions for auto travellers going through the area, and yet others that parking encourages driving.

Concepts for the Roxy Theatre Site and Additional Densities

There was positive response for the concept of taller buildings at the Hillside-Quadra intersection with density that can help renew the Roxy Theatre cultural asset, enliven the area, provide needed housing, support amenities or public spaces, or enhance sustainability. Some noted the ability to build taller mass-timber buildings.



Those who did not support buildings over 4 or 5 storeys felt the scale established in the area should be maintained, that amenities like cultural space should be provided in lower-scale buildings or without new development, that a cultural space here was not valuable, or that development would lead to congestion and gentrification.

Those who supported building above the currently zoned 4 storeys indicated various desired scales: many supported 4-5 storeys, 6 storeys or not more than 6 storeys and others supported taller buildings (6-7 storeys, 8 storeys, 10 storeys, or taller buildings in general).

Some used this question to express a desire for services and amenities, including the proposed cultural space (see below) but also library space, childcare, or other services mentioned throughout the survey.

"The Roxy is an important community asset. With all the new housing proposed above, we also need additional public amenities. In particular we need indoor as well as outdoor gathering spaces, and spaces that community groups can rent e.g., for dance events, rummage sales etc."

Many expressed concern that affordable or rental housing be included in such a proposal:

"Please be careful with gentrification. I am very concerned about the possibility of making nicer public spaces allowing for higher rental prices around the neighborhood. It sounds like a good idea, but very concerned about the affordability and quality of living for folks around the neighborhood. Topaz Park, very close, used to be a camping place for unhoused folks. It should be a priority to find affordable and sustainable housing moving forward."

Some expressed concerns about building or open space design:

"Yes, the new building architecture should be of the highest quality and really connect to the identity of the neighbourhood; using natural materials like wood and brick only. We don't want to see anymore of

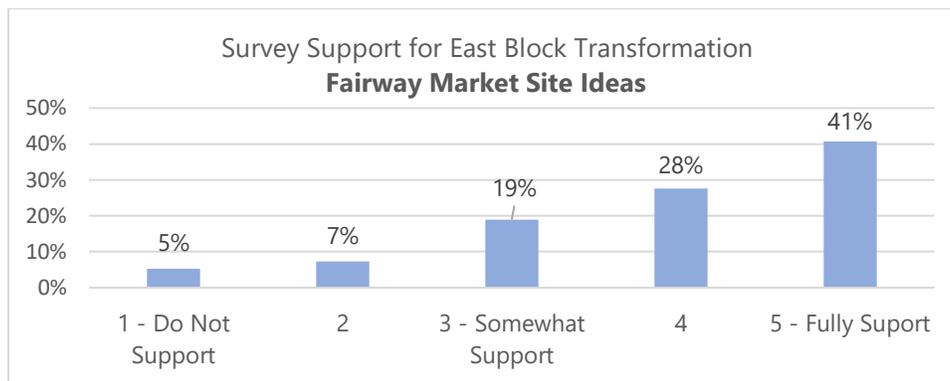
those cheap cement panels with metal moldings Victoria is a city with a soul that deserve to be preserved."

"Love the open corners for pedestrians and the bus lanes (or at least pull-outs). Plaza space along Hillside isn't as valuable as it is a busier street, but anything along Quadra would be very nice for cafe's, seating, etc."

"I would support a higher building only if it is well set back from the street and separated from the street with a plaza as in the image. I do not support tall buildings built right out to the corner."

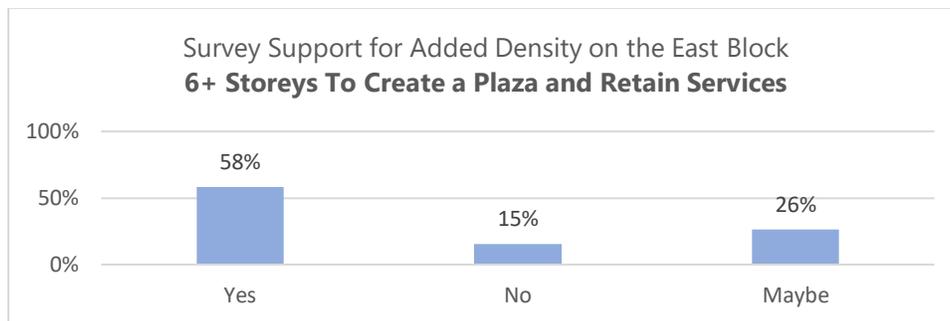
East Side of the Village and Fairway Market Site

There was also general support for concepts presented for the east side of the Village, including the large Fairway Market site, with some specific concerns, cautions, or additions.



Key concerns, opportunities, and desires included:

A majority of survey participants were supportive of increased density that would support public space amenities and retaining valued services.



At the same time, some expressed concern for design, public space, and amenities. Some feared design that would be "were too modern ("glass boxes", "not charming", "too generic") while others emphasized qualities like fine-grained storefronts, tree canopy, public space or "green building". Some noted that new development could accommodate daylighting of Rock Bay Creek.

"In general, there is great opportunity to convert wasted urban space such as parking lots into something much better. I support mixed use buildings, placemaking and greenspace. "

"As previously stated, I am concerned with high rise development as this potentially shatters any hope for a character "village" feel. I am aware that this is not one of the wealthier neighbourhoods and my fear is that the buildings would be ugly and would not stand the test of time. The new development in Cook Street Village (across from what will be the new Root Cellar) is beautiful ---- if this type of quality design could be incorporated in Quadra Village then I would be more supportive."

"More detail needed on building character (not glass boxes) and integration of continuous tree canopy and other greenspace ... ecology of buried Rock Bay creek."

"In general if we are going to put up 6 story buildings a surface parking lot is a good place to redevelop. I would need to see the plans before supporting it and the key would be public spaces and amenities."

Most respondents supported the inclusion of housing and expressed concern for a diversity including rental and affordable housing.

"I hope any high-density housing in the neighbourhood will include a healthy proportion of rental-only and subsidized living spaces. Gentrification through luxury condos that squeezes out long-time residents is not a good direction."

There were different views on parking. Some valued parking underground, while others felt the provision of significant amounts of parking is expensive and encourages driving. A counterpoint was provided by those who see this area's appeal mainly as a convenient shopping area:

"This is not an area for "residences". It is a commercial area. People go there to shop because it is accessible by vehicle and there is enough parking. If you reduce those two attractions, people will not patronize those businesses anymore. Do NOT tamper with the balance."

Others were concerned about maintaining diverse and affordable commercial spaces. There is a desire to maintain the full-service grocery store and medium-scale uses like a liquor store, pharmacy or medical office, while others wanted to add even more services, spaces for artists, child care, and other opportunities. Some felt the market could be refreshed and be more outward facing (noting the large blank wall along the back side facing Kings Road).

"I strongly support density, particularly dedicating those buildings to affordable housing. My main concern is that if the building is upgraded, the grocery store may be replaced with a less affordable groceries option. Would it be possible to subsidize the grocery space to make sure food prices stay accessible to all in the community?"

"If this were to go through, I would not want to lose the essence of Quadra Village and its uniqueness. The Quadra Village Revolution looks like it could be in any city anywhere and if it were allowed to have more chain stores buy into the area I am afraid that it would lose some of the heart of the neighborhood."

"Please include professional spaces for lawyers and medical practices. Maybe loft style artist spaces."

Some others indicated that the addition of public space and amenity was not desirable if it required change, or buildings over the currently-zoned four storeys.

What We Learned

Policy and Technical Analysis for **Quadra Village**

Quadra Village Development Patterns

Quadra Village includes diverse land ownership patterns. In the heart of the village between Kings Road and Hillside Avenue, the west side is characterized by smaller lots that are 15.2-30.5 metres (50-100 feet) wide, while most of the eastern block is a single ownership. Many of the buildings were constructed before 1970 and support smaller storefronts and diverse businesses. While there is significant housing just outside of the village, there are 99 units of rental housing within the village itself (61 along Quadra Street within the village built before year 2000, most in two older and one newer apartment building of 3-4 storeys). Adjacent to the commercial heart of the village, the Capital Region Housing Corporation will increase the number of non-market homes at Forest Heights (2558 Quadra) from 19 to 40, while a recent development on Fifth Street added 65 market-rate rental homes.

The public realm of the village was enhanced through a streetscape improvement project in 1996, however, additional improvements that could be realized through redevelopment should consider the following:

- Public sidewalks vary in width from as little as 2 metres to generally 3.5 metres along the west side of the street. Some buildings have established additional spaces for landscape, seating or display spaces adjacent to the sidewalk. Outer lanes are currently used for on-street parking outside of peak hours.
- Quadra Street and Hillside Avenue are both designated Frequent Transit Routes, meaning that transit is anticipated to continue at a high service level with future investments to further support transit (e.g., signal prioritization, enhanced stops, queue-jumping lanes). Given the needs of transit, there are likely limited opportunities to widen sidewalks into the existing right-of-way.
- Additional sidewalk space can be achieved with the acquisition of right-of-way in new development, but this could impact development viability or detract from other uses of the space such as outdoor patios on private property.

Existing Land Use Policy and Zoning

Quadra Village is currently designated as a Large Urban Village in the City's *Official Community Plan (OCP)*, which considers a range of uses with ground floor commercial spaces. Heights of approximately 6 storeys and 2.5:1 Floor Space Ratio (FSR) are envisioned. Urban design characteristics include street wall facades of 3 to 5 storeys, generous sidewalks, street trees, and active building frontages and storefronts, subject to design guidelines. Much of the area surrounding the Large Urban Village is designated Urban Residential which generally supports low to mid rise residential buildings.

The village is currently zoned C1-QV to support mixed-use commercial and residential development up to 4 storeys and 1.6:1 FSR. The zoning calls for a 3-metre setback of lower floors and a 6-metre setback of floors above the second (except near the Hillside-Quadra intersection where a more prominent building form is desired). This zoning has been in place since 1996 and has resulted in very little development, indicating that buildings in their current use are more valuable than new buildings at this density. Zoning represents current entitlements and not necessarily the future vision (which is the role of the OCP and local area plans).

Making room for new housing in and near urban villages is an important element of the OCPs 30-year Growth Framework, which emphasizes focusing growth in areas that will create complete communities and support sustainable mobility objectives. Areas in and near Quadra Village have some capacity for growth based on OCP Designations. The community expressed strong desire to preserve lower scale, affordable mixed-use buildings in much of the village. Many properties are already developed as purpose-built rental or strata multi-unit

homes, which are important to the city's housing stock and should be preserved. Considering these factors, more room for housing is needed nearby, that will not disrupt the key assets in and near Quadra Village today.

The Hillside-Quadra Neighbourhood Plan (1996) seeks a pedestrian pass-through between Quadra Street and the lane to the west, as well as beatification of the lane with any redevelopment. The plan envisions the pass-through to continue as a formalized east-west pedestrian connection across Quadra Street. It envisions a future redevelopment of the Fairway Shopping Centre site that would establish new commercial-residential mixed-use buildings fronting onto both Quadra Street and Fifth Street to activate them as pedestrian places,

For larger redevelopments, the City's *Inclusionary Housing and Community Amenity* policy indicates that desired amenities be negotiated. Desired public benefits may be informed by local area plans, design guidelines, the *Victoria Housing Strategy*, and desired elements of a "complete village" as articulated in the OCP.

Retail Needs, Capacity, and City-wide Objectives

A retail assessment concluded that the area encompassing Hillside-Quadra, Fernwood, North Park, Oaklands, and Jubilee neighbourhoods could accommodate up to approximately 255,000 additional square feet of retail and services (an approximate 26% increase) between 2020 and 2040. This growth would help to meet the needs of people, without negatively impacting the amount spent per square foot (i.e., without negatively affecting existing or future business viability). The assessment is based on anticipated population changes and trends regarding consumer behaviour. It captures sectors like general merchandising, restaurants and coffee shops, grocers, and specialty food shops, and personal, professional, and health services. Without changing existing policy, it is estimated that about 20% of this would be accommodated within existing urban villages at sites which are likely candidates for redevelopment over the next 20 years.

The assessment found that Quadra Village is not likely to add significant retail/service space in its current footprint in the next 20 years. With the proposed expansion of the village, it could potentially add approximately 7,000 sq. ft. of retail/service space.

Victoria 3.0 - Recovery Reinvention Resilience - 2020-2041 is the City's long-term economic action plan. It supports local retail and small businesses, both in recovery and resilience following the COVID-19 pandemic and growth and expansion into the future. The plan emphasizes diversity and inclusion of youth, Indigenous residents, and Canadian newcomers.

Other existing directions, to be completed outside of the local area planning process, will address other concerns and some desired actions to support local businesses. *Build Back Victoria* is a set of city-led initiatives to support local businesses and the community to reopen and recover from the COVID-19 pandemic, including \$575,000 in economic stimulus grants. The City's *2019-2022 Strategic Plan* includes an action to "Explore the creation of a Legacy Business Program that specifically protects and highlights longstanding local businesses that are being priced out of our neighbourhoods."

Land Economics Analysis

A land economic analysis carried out in 2020 revealed, on typical sites, to create rental tenure housing with retail/commercial uses on the ground floor densities close to 3:1 Floor Space Ratio are generally required, (typically accommodated in buildings of 5-6 storeys). Because strata housing tends to create higher values than rental housing, strata housing is likely to be viable at lower densities and could support contributions for public amenities or affordable housing. This analysis is meant to paint a broad picture, as it cannot predict the viability of any one site or how viability may change over time. Smaller developments without below-grade parking may be more feasible without the need for larger lot consolidations, while larger sites would have their own site-specific considerations.

Where We're Headed

Draft Planning and Design Directions for **Quadra Village**



Map 3. Proposed and Expanded Urban Villages

Principles for Quadra Village

- **Incremental Change:** Create opportunities for smaller footprint buildings rather than assemblages of existing smaller lots, in order to retain the local-serving nature of the Village reflected in its practical and inclusive commercial uses, public art and placemaking features, and mix of older and new buildings with diverse designs.
- **Business Diversity:** Support and strengthen key shops and community services, and a diversity of local eateries, through improved public realm and use of placemaking programs and the maintenance of a variety of smaller-size storefronts.
- **Arts and Culture:** Support the retention and attraction of arts and culture spaces for performance, production, learning and sale, and affordable living opportunities as an important aspect of the community, consistent with City strategies.
- **Quality Urban Design:** Seek a high-quality design in new buildings and public spaces, guided by the Principles for Urban Design, Quadra Village (see Urban Design, Placemaking and Public Realm in this document).
- **Connected Public Realm:** Create a high-quality pedestrian realm through a series of interconnected, accessible open spaces and pedestrian pass-throughs, an improved “Quadra Mews”, enhanced sidewalks on Quadra Street and Hillside Avenue, and enhanced crossings in and near the village, through public and private investments and new development.
- **Placemaking and Public Space:** In the short-term, seek to provide a dedicated public gathering space in or near the village through community-led and City-supported Placemaking initiatives, with a focus on the Kings Road area west of Quadra Street. In the short term, seek to provide a gathering space through placemaking and shared use of Kings Road west.

- **Housing Choice:** Create opportunities to add a mix of housing in and near the village that supports people of different incomes, lifestyles, and household types.
- **Sustainable mobility:** Support growth and change that encourages walking, cycling and transit, and shared mobility, and ensures access for deliveries, commercial needs, and those with mobility challenges.
- **Incorporating Nature:** Consider opportunities to bring experience of nature into the area, including healthy street trees, public and private landscapes, and opportunities to daylight or celebrate Rock Bay Creek (which once flowed through the area and has been redirected to a series of storm sewers.)

Land Use Directions for Quadra Village

General Directions

- Consider mixed-use development, consistent with the intent of the current Large Urban Village Designation, taking into consideration the scale of adjacent sites (including existing buildings and future potential developments).
- Consider development of approximately 5 storeys at 1.2:1 Floor Space Ratio and approximately 2.5:1 Floor Space Ratio, considering public benefits that offset the impacts of development.
- Consider somewhat higher scale development on larger sites and where the provision of community amenities or affordable housing benefits is considered. Desired amenities include:
 - A cultural space (e.g., a mid-sized performance venue) as part of redevelopment plans in this area, in partnership with an arts organization.
 - Spaces for arts production, display, or education.
 - Public spaces as generally described in this plan.
 - Space for services such as community centre facilities, childcare, health services, or other community-serving purposes.
 - Space for a library branch.
 - Retention of community-service spaces at the Norway House.
 - Non-market and affordable housing.
- Encourage the village to “turn the corner” onto Hillside Avenue through building, public space, and landscaping design that draws pedestrians to Hillside Avenue and Quadra Street north of Hillside Avenue.
- Extend the Large Urban Village designation along the north side of Hillside Avenue to just east of Prior Street as shown in Map 3.
- Encourage small format ground floor uses to better support a diversity of smaller, local businesses and to maintain the existing narrow shop front pattern. Consider the inclusion of very small commercial spaces (as small as 150-300 sq. ft.) for emerging businesses.
- Integrate housing for a variety of households and incomes into mixed-use developments, including rental-tenure housing and non-market or affordable housing.
- Encourage buildings with smaller footprints (15.2-30.5m frontage) by reducing or eliminating vehicle parking requirements for smaller-footprint buildings while formalizing transportation demand management requirements (see Mobility section for more details).

Mobility and Public Space

- Support community-led placemaking initiatives, partnerships, and public investments that:
 - provide opportunities for local artists and entrepreneurs, including through temporary or seasonal markets, or more permanent fixtures like kiosks and food trucks.

- provide a central public gather place in the village (see Public Realm and Placemaking and Mobility sections), with a focus on Kings Road.
- Secure public rights-of-way through development as required to facilitate wider sidewalks and pedestrian improvements with a focus on Quadra Street and Hillside Avenue.
- Seek public right-of-way to support the evolution of the lane to the west of the village into a pedestrian-friendly “Quadra Mews” as described below.
- Consider bold moves for commercial and residential parking in the village per the key directions in the Mobility section.



Figure 3. Conceptual illustration of a fine-grained pattern of smaller storefront buildings (left) and a what a mid-block crossing and public space (right) might look like in Quadra Village.

Specific Directions for the West Side of Quadra Village

- Seek to establish a series of mid-block connections, crossings and public open spaces as identified in Figure 2: Quadra Village Key Directions.



Figure 4. Conceptual illustration of a mid-block pedestrian passthrough with eclectic building design and public space.

- Support the design and evolution of the lane directly west of Quadra Street and north of Kings Road into a multi-use, pedestrian-friendly “Quadra Mews” space that supports enhanced landscapes, and adjacent new private patios and storefronts. This vision would ultimately be realized through seeking right-of-way acquisitions and frontage works when rezoning occurs and could be supported in the short term through placemaking.
 - The east side of the lane is envisioned as an eclectic, active, mixed 'back-of-house is front-of-house' type of condition that can evolve over time.
 - Future evolution of 950 Kings provides the opportunity for comprehensive improvements on the west side of the laneway, allowing for the inclusion of more improvements. Elements that should be considered along this part of the lane include:
 - A continuous pedestrian sidewalk along the west side of the lane.
 - Street trees, preferred on the west side of the lane to provide shade and canopy.
 - Boulevards/rain gardens to mitigate drainage issues.
 - On-street parking (short-term parking).
 - Public seating areas.
 - Space for auto and bicycle circulation and access to individual sites, emphasizing slow movement.
 - With any future development at 950 Kings, seek to arrange the site so that publicly useable open spaces and/or buildings with active ground floors and pedestrian-scale architecture are located adjacent to the lane.
 - Future development along the east side of the lane is encouraged to establish active uses at grade fronting the lane (e.g., commercial, artisan or production spaces, or patios that are secondary to the Quadra Street frontage).
 - These directions should guide the City in seeking additional right-of-way and frontage works. A primary opportunity for this would be at 950 Kings Road. On the east side of the lane, setbacks or additional right-of-way requests would be minimal to allow for future buildings or patios to interface with the lane.
 - In the short term, activation through public realm improvements and seating areas or temporary uses on existing private lands (e.g., adjacent parking lots) is encouraged. See the *Urban Design, Placemaking and Public Realm* section for details.



Figure 5. Concept and precedent example of what a mews might look like over time.

Specific Directions for Hillside Avenue and Intersection of Quadra Street

- Consider development of approximately 6 storeys, considering desired public space and amenities identified in this section.
- With rezoning, seek to create smaller plaza spaces near the Hillside-Quadra intersection, providing space for pedestrians and transit users along with public seating, and gathering for patrons of arts and culture venues.
- Encourage the provision of a medium-sized cultural venue consistent with direction in *Create Victoria*, the Arts and Culture Master Plan, the Music Strategy, and upcoming Cultural Spaces Strategy, as a public amenity in partnership with an arts organization and as part of redevelopment / rezoning involving the Roxy Theatre site.
- Seek permeability of larger sites with pedestrian connections between streets and to adjacent larger developments.
- Consider a range of ground floor uses including commercial spaces, maker spaces for artisan and small-scale production, and flexible or live-work uses.
- Seek to retain community-serving space at the Norway House (1110 Hillside Avenue).
- Identify opportunities to improve the pedestrian environment along Hillside Avenue and balance concerns of pedestrians, transit users, business access, and automobiles (see Urban Design and the Public Realm, and Mobility sections).

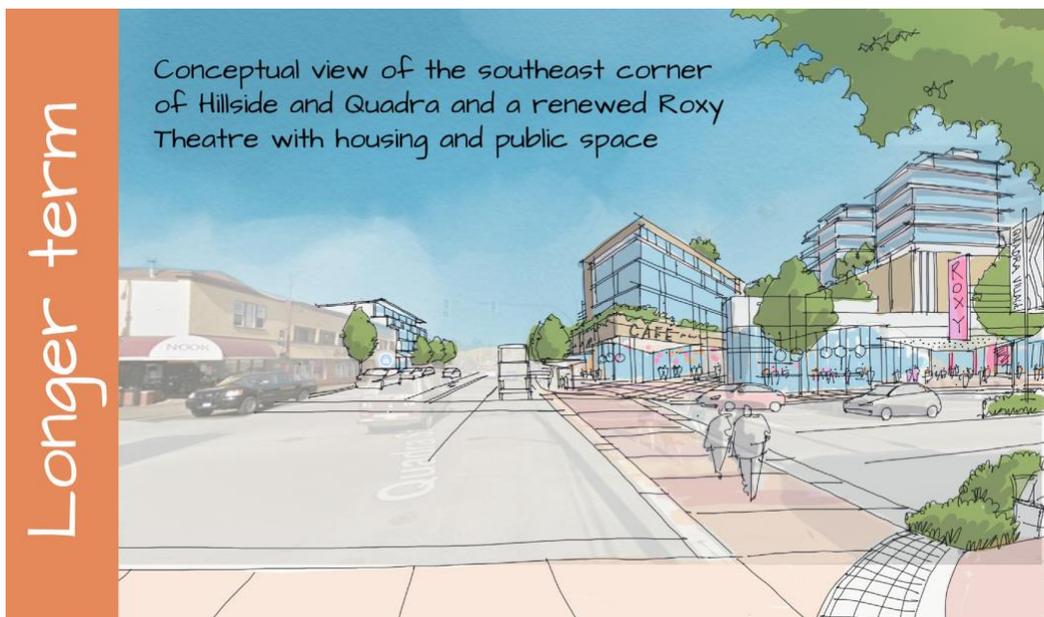


Figure 6. Concepts and ideas for the Quadra-Hillside Intersection with a renewed cultural venue, plaza, and more pedestrian-friendly Hillside Avenue.

Specific Directions for the East Side of the Village

- In the short term, encourage collaboration between the community, businesses, and property owners to establish space for pedestrians and outdoor seating and activity, including near the Fairway Shopping Centre parking lot or along the north side of Kings Road east of Quadra Street.

- In any rezoning of the Fairway site, seek to create a central gathering space (public plaza) that incorporates seating, activity, landscaping, and trees, and is fronted by businesses and other active uses; consider sunlight access and comfort within the gathering space.
- Provide flexibility in building height and density to achieve amenity objectives and include diverse housing choices (e.g., inclusion of rental housing and/or affordable housing consistent with City policies) while creating human-scaled frontages along public streets through setbacks and stepbacks of upper floors.
- Seek to maintain a mix of business sizes and spaces that support a full-service grocery store, one or more mid-sized uses (e.g., drugstore/pharmacy, medical office, hardware store), small-scale businesses, and services (e.g. medical offices, education, childcare), and arts.
- Create permeability through the site with east-west pedestrian connections and connections to adjacent development to the north.
- Consider opportunities to daylight or celebrate Rock Bay Creek with any major public or private redevelopment adjacent to Kings Road.

Figure 7. One possible idea suggested at the workshops, for placemaking along Kings Road east of Quadra Street to activate an under-used area adjacent to a blank wall with kiosks



Quadra West



Figure 8. Kings Road and Quadra West, including 950 Kings, Evergreen Terrace, and Wark Street Park area.

What We Heard

Community Engagement Themes for **Quadra West**

Engagement explored a coordinated approach to Kings Road west of Quadra Street, a “Quadra Mews,” and future directions for 950 Kings and BC Housing’s Evergreen Terrace site. General concepts included:

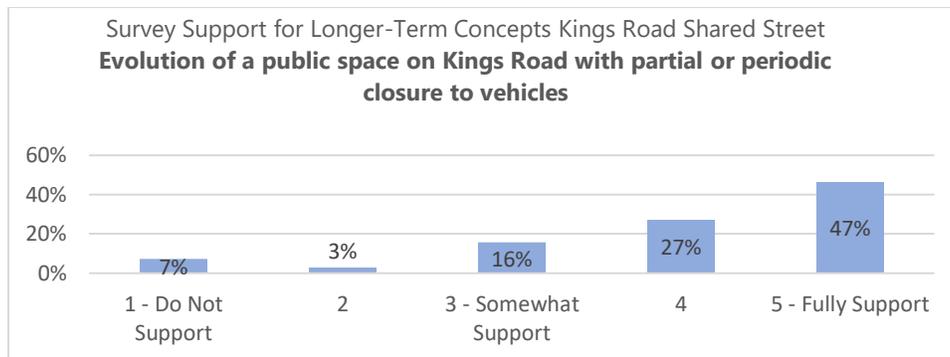
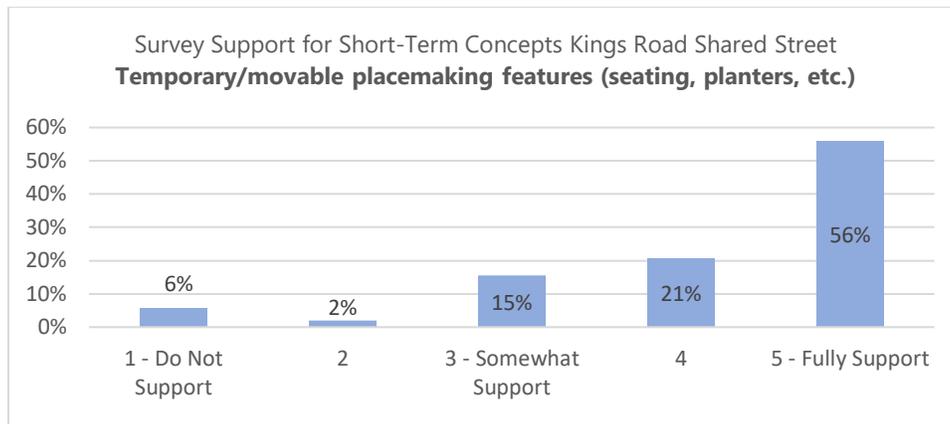
- Establish a series of interconnected public spaces by:
 - Creating a multi-use space along part of Kings Road through partial or periodic street closure.
 - Establishing a public green space at 950 Kings, complementary to Wark Street Park if rezoning provides the opportunity to negotiate for amenities.
 - Over time, establishing the laneway north of Kings Road as a more pedestrian-friendly “Quadra Mews” hosting adjacent patios or storefronts.
 - Linking these to the proposed Dowler-Glasgow greenway.
- Seek to expand community spaces complementary to the Quadra Village Community Centre, through additional community facilities at 950 Kings and/or Evergreen Terrace, through partnerships and/or public amenities at these sites, to create a “community hub.”
- At the 950 Kings site, consider supporting taller buildings (6 storeys or possibly more) through a rezoning that establishes a “Village Green” and considers indoor community facilities.

- Establish principles to guide any future rezoning of BC Housing’s Evergreen Terrace, recognizing that building conditions make it likely that change will happen in the near to medium term.

General feedback indicated support for public spaces, amenities and a mix of housing supporting different incomes in this area, along with some more specific desires and concerns described below.

Support for Rethinking use of Kings Road

There is strong support for both short-term directions to establish pedestrian-friendly amenities and seating along King’s Road, complementing the establishment of an All Ages and Abilities transportation route in 2021; and to support the long-term vision of a public space or shared-use street. A car-free plaza space was one of the most-mentioned desired village amenities in the early engagement survey.



Desired activities for the plaza and adjacent green spaces include: informal public seating for bringing take-out food or socializing; activities for older youth and teens (e.g. skating, climbing, informal sports); space for small, informal or pop-up music performances and events; ability to easily accommodate a stage and larger music performance; ability to accommodate markets including a potential farmers’ market; canopy trees and greenery; “eyes on the street” to create a sense of safety (which may be created by adjacent storefronts or vendors); potential artistic elements reflecting the multicultural neighbourhood; a sense of safety from traffic; and bicycle parking and maintenance station for those accessing the village.

“Quadra Village neighborhood supports low income, seniors health, and is a main traffic vein in Victoria. Let’s beautify it. I absolutely support traffic calming. I imagine a more walkable, quieter quadra village. I have three little kids. I hope to see these changes soon, and I’m happy to help these changes happen.”

"I would really like it if there were more flowering trees, garden boxes, and bike racks. I see lots of people locking their bikes to poles, as there are not enough good racks. Consider seating under cover, for multi-season use. We are a wet city at times!"

"Outdoor seating has proven to work best when operates in conjunction with a neighboring business. Using taxpayer dollars to create this is a start, but certainly the best and most favorite places link onstreet activities to the neighboring shops, restaurants, etc."

"While the idea is lovely, Kings road is the main access to housing on Wark St and Dowler Pl. Some level of vehicle access (or adjustments to traffic calming/laneways in the area) is important for residents."

"Kings Is perfect! Needs to be like Fernwood square and be permanently closed in at least a one block area with good seating and the possibility for some sort of rain cover for 365 use. Winter farmers markets!!!"

"Rock Bay Creek runs beneath Kings road, any opportunities for daylighting a section would help integrate nature into the area."

"Working with the new hospital, Blanshard Courts, and QVCC would be really special to making meaningful places in the Village."

Some respondents were concerned about access to the area for residents given that left turns are currently constrained at the Bay-Dowler intersection, an issue that would likely need to be resolved as part of future transportation planning and infrastructure changes. A few respondents were concerned about any loss of parking for businesses, many of whom rely on a share of destination customers, some of whom have limited mobility. A few others were concerned that proposed improvements, while good for the village, would favour businesses on the west side of Quadra Street over those on the east side.



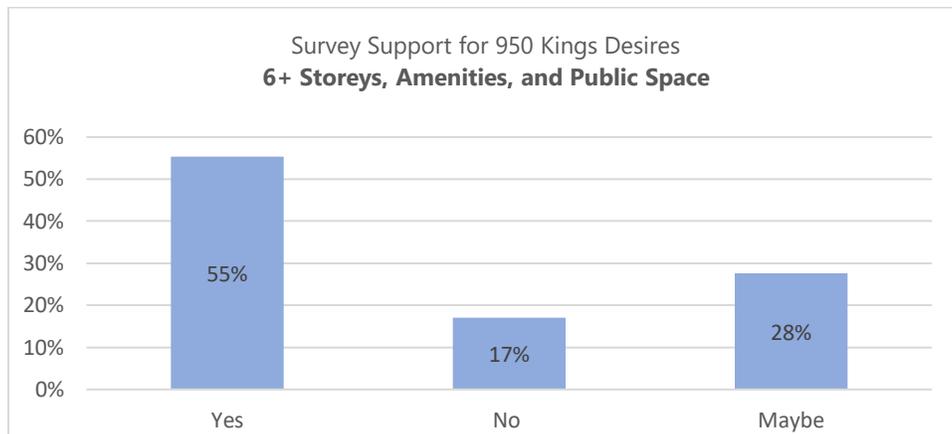
Figure 9: Examples of shared use or pedestrianized streets: a pilot/periodic street closure. Changes to Kings Road would accommodate the All Ages and Abilities bicycle route, as well as provide automobile access for businesses and residents.



Figure 10. Examples of partial closure or longer-term transformation into a formal plaza (below, right). Changes to Kings Road would accommodate the All Ages and Abilities bicycle route, as well as provide automobile access for businesses and residents.

Desires for 950 Kings Site

Concepts for the site at 950 Kings were explored to identify community desires should a rezoning be proposed (recognizing, as with all properties, there are existing zoning entitlements that could result in redevelopment without an opportunity to negotiate for amenity – see policy analysis in the next section for additional details). The concept considering taller buildings on the site (6 or more storeys) to achieve public amenities was supported. There is a strong desire to retain a larger useable green space on this site. Those who supported expressed varied opinions, ideas, and concerns, including site layout and design, configuration of green spaces, the use of buildings, and whether any housing should be affordable or market-rate,



Including green spaces and amenities at the site was very important to most respondents:

"We need a large park and community garden space. The area is very housing dense, and the BC Housing site could redensify, the school site should be kept open, green, and become a community hub of resources and gathering."

"Our neighbourhood families desperately need a family friendly meeting place. I'd like to see a quality park for all ages/stages including a zip line and splash pad like beacon hill park. I think the splash pad at uptown is a brilliant draw for families that need to entertain kids while supporting local businesses. I believe a library would be very beneficial to this neighbourhood as well."

"Green space is a high priority. trade higher buildings for more green space."

"Nature playground elements. Dog friendly infrastructure."

Many felt it was very important to include affordable housing on the site if there were significant development or residential development, given the high cost of new housing. Some felt that there was too much below-market housing in the area now (or that could be created at Evergreen Terrace in the future).

"It depends on the density of the building itself. If you include mandatory inclusionary zoning to ensure low income and families are part of the development, then yes. If it becomes another development of empty studio apartments used as commodities and vacation rentals, no thanks."

"Yes, if that 6+ story building is a local co-op/supportive housing/GVHS/CRD housing/Pacifica housing with mixed income opportunities. That green space is precious in the downtown area."

Others expressed a preference that buildings at the site focus on community facilities and services without residential use. Desired services include medical offices, non-residential health or non-profit spaces, community facilities, childcare, or arts spaces. Some expressed that health care uses that do not serve the immediate neighbourhood should be avoided entirely, because of the recent residential facility (Summit) already constructed in the area.

"Density is not a bad word, and it can be done thoughtfully and respectfully to ensure local residents get access to services they want and need (community centers, libraries, green spaces) while also serving the needs of the current property owners"

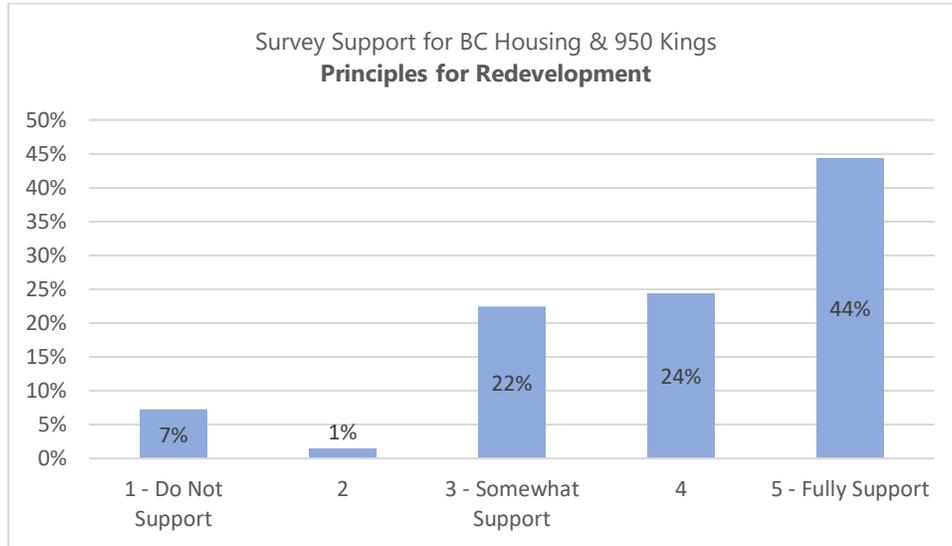
Among those who did not support the directions, some expressed a desire that the site simply be purchased by the City and developed as a park and community facility. Some cited the recent construction of the Summit, the loss of the Blanshard Elementary School, the desire for green space and facilities for current and future residents including those at Evergreen Terrace, or a feeling that the Quadra area had already done their "fair share" in accommodating needed regional facilities. Some others simply objected to the consideration of buildings above a certain height in order to support open space or amenities.

"That would have been great before the rest of the land that used to be an elementary school was essentially taken from the community to build the Summit. Now, every remaining square inch of soil should be preserved."

"Nothing taller than 4 storeys please."

Future of BC Housing / Evergreen Terrace

Principles for redevelopment were proposed, based on early conversations with the community (recognizing, as with all properties, there are existing zoning entitlements that could result in redevelopment without an opportunity to negotiate for amenity – see policy analysis in the next section for additional details).



There was general support for mixed-income housing with on-site open spaces and amenities, preserving or expanding affordable housing on the site.

"Any future redevelopment needs to have residents involved as part of a participatory planning process. Need minimums for outdoor private space per household. Name amenities: library, gym recreation, outdoor play (skateboard permitted and prohibited areas, basketball, flexible places programmed by a larger community/ recreation centre)."

"Social housing geared for families is a vital part of this neighbourhood. The number of publicly-owned, subsidized, family units should not be reduced through redevelopment. Both Evergreen terrace and 950 Kings Rd function as public green spaces and that should not be reduced through redevelopment."

"Mixing different socioeconomic statuses in one area may reduce crime and create more opportunities. Instead of having a specific area for low-income housing creating more subsidized or rent-capped housing throughout the city for our lowest income members of society would likely lead to a better outcome for everyone."

"Yes the site needs redevelopment but public housing should look like somewhere any one of us could imagine living. I would like to see some ground oriented low income housing- perhaps rowhouses for families and some higher density condo type buildings WITH balconies. So many low income projects are being built without this basic amenity. In addition Evergreen Terrace should have plazas and public spaces incorporated."

Among those concerned about change, opinions varied. Some were fearful that change might displace current residents or result in newer housing that is not affordable to those who currently live either at BC Housing or in older rental housing in the area. Others were concerned that change might result in an increased number of non-market homes within an area that already has a high share of non-market homes compared to other areas and noted that expanding non-market housing would generate a need for services and amenities.

What We Learned

Policy and Technical Analysis for **Quadra West**

Mobility Considerations

Kings Road has been selected as part of the priority All Ages and Abilities Network, with design and construction expected to begin in 2021. Some other factors informing the design of this roadway will be consideration of access to the “Quadra Mews” laneway for businesses and residents; access to any future uses at 950 Kings and BC Housing; and general access to the residential and community uses in the area considering the current configuration of the Blanshard-Kings, Quadra-Kings and Bay-Dowler intersection.

Major Sites

950 Kings Road, the former Blanshard Elementary School which closed in 2007 amid declining enrollment in the Greater Victoria School District (a trend that has since reversed), consists of 3.5 acres owned in 2021 by the Capital Regional Health District, an organization charged with creating health care facilities. Where a rezoning confers higher density than currently entitled, it is possible to negotiate community amenities through a rezoning process. The CRHD’s mandate and budget limit what can be directly funded. Other opportunities may exist through partnerships or other owners. The City’s *Official Community Plan (OCP)* designates this site as Urban Residential, which considers development of approximately 6 storeys and 1:2 to 2:1 Floor Space Ratio. The site’s zoning, which reflects current development rights, is R3-2 Multi-Family Residential, but a rezoning process has been initiated by the City. The building currently hosts numerous community uses on short-term leases, including the Vancouver Island School of Arts, and the gym space is leased by the City for community programming by the Quadra Village Community Centre.

The BC Housing / Evergreen Terrace site consists of 7.8 acres of land accommodating approximately 180 households in both multi-family and townhouse-style buildings, with homes for both families and individuals/couples. The OCP designates this site as Urban Residential, which considers development of approximately 6 storeys and approximately 1.2:1 to 2:1 Floor Space Ratio. Other policies within the OCP allow for additional density on affordable housing sites which maintain or increase the availability of affordable and non-market housing (see OCP Section 13: Housing and Homelessness, Policy 13.24, and others). The site is zoned R3-2 which allows for up to 1.6:1 Floor Space Ratio of residential uses in buildings of up to 4-6 storeys. A recent conditions assessment was completed by BC Housing. Based on this assessment, it seems likely that there will be a proposal to renew the site within the timeframe of the Local Area Plan (through 2041).

Equity Considerations

The census blocks immediately east and west of Quadra Village contain a higher-than average number of households of low incomes, likely because of the location of BC Housing and Capital Regional District housing in the area, and the presence of older rental apartment buildings. While some have expressed concern about too many homes for people with lower income in one area, removing or limiting homes that serve lower-income households is not considered an equitable outcome as it diminishes options for lower-income households. Rather, equity strategies may include seeking a range of incomes in new housing both here and in other areas of the city, and enhancing services, amenities and mobility options that support individuals and families in areas with greater need.

The following policies are relevant:

- The City has identified expansion of community centre space for Hillside-Quadra, as well as establishment of a North Park community centre, as objectives in the *2019-2022 Strategic Plan*.

- The City has also identified the location of a library branch in the northern part of the City as an objective in the Strategic Plan.
- Replacement of the Crystal Pool and Fitness Centre is to be located in either North Park or Hillside-Quadra.
- The City is creating an *Equity Framework* which will inform how equity is considered in various policy and investment decisions.

Where We're Headed

Draft Planning and Design Directions for **Quadra West**

Principles for Quadra West

- Treat the identified Quadra West area (Figure 11) as a cohesive community in all proposed redevelopments and planned investments, considering aspirations for the entire area and implications for potential future redevelopments or capital investments.
- Identify ways to create lively community gathering places while optimizing routes for pedestrians, cyclists, and vehicles.
- Ensure all public spaces are inclusive and welcoming.



Figure 11: Quadra West Area Concepts

Key Directions for Quadra West

Kings Road

- Seek to create an inclusive public space along Kings Road that supports local business, considers mobility needs, and meets the needs of the community for everyday uses, and smaller and larger events and community celebration (see Urban Design and Public Realm section for details.)
- After the establishment of an All Ages and Abilities (AAA) mobility route in 2021, seek to establish improved public space through community- and city-led placemaking initiatives. See Urban Design and the Public Realm section for details.
- Through the programming of this space, welcome people with diverse needs and interests, including families with children, youth, seniors, and those with different abilities.
- Support cycling and rolling access to the village with end-of-trip facilities (e.g., quality covered bicycle parking, maintenance station, public seating).
- Enhance the ability for Kings Road to be closed during festivals and markets, including opportunities for live music and a farmers' market.

- Maintain access for businesses and residents, including to the laneway directly west of and parallel to Quadra Street.
- Seek public space and appropriate frontage works that complement Kings Road through any rezoning of 950 Kings (see below).
- In the long term, seek to formalize a space that complements the village, the AAA mobility route, and adjacent green spaces. Build on 'what works' in placemaking projects with future capital investments by the community, public, or private sectors.

950 Kings (former Blanshard Elementary School site)

The following principles are proposed to be included in the updated Hillside-Quadra Plan to guide consideration of any redevelopment at 950 Kings.

- Seek the creation or dedication of public green space as a public amenity through redevelopment or partnership opportunities. Consideration of open space should be guided by the following principles:
 - Front onto Kings Road for visibility and public access.
 - Seek to provide an area at least equivalent to the current landscaped open space on the southern part of the 950 Kings site.
 - Provide a green, landscaped amenity with canopy tree plantings.
 - Establish visual connectivity between the new open space, Kings Road and Wark Street Park, and function as part of a whole when public celebrations or festival occur.
 - Be programmed for everyday uses that complement Wark Street Park, considering ideas suggested by the community (e.g., picnic seating, activities for older youth such as climbing, and skating, space for informal sports or pop-up music, and outdoor movie nights).
- While the concepts focus on maintaining green space adjacent to Kings Road, consider at least one active use that creates "eyes on the street" for the Kings Road area.
- At 950 Kings and/or Evergreen Terrace, through community amenity contributions and/or partnerships, seek a dedicated community space that works together with the space at the Quadra Village Community Centre to provide a full range of programming for the community, considering desired activities such as gym space, family meals and food programs, youth spaces, and childcare.
- Encourage the inclusion of uses that provide services to the community such as medical offices, childcare, arts, or other community-serving uses.

BC Housing / Evergreen Terrace

The following siting and urban design principles are proposed to be included in the updated Hillside-Quadra Plan to guide consideration of any rezoning of the BC Housing / Evergreen Terrace site:

- Recognizing that the current site provides valuable housing to over 160 households, provide opportunities for residents to be re-housed, on site if they desire) with minimal disruption.
- Seek to, at a minimum, retain the current floor space and number of units of non-market housing, without diminishing the ability to serve lower-income households.
- With any significant increase in total homes on the site, encourage a diversity of incomes and housing forms be accommodated.
- In any mixed-income development, seek an equitable distribution of subsidized or more affordable units across the site and in different building types to avoid segregation of homes by income.
- Create a mix of housing and community spaces that support multi-generational use.
- Consider the needs of Indigenous and newcomer households for housing and amenities (e.g., multi-generational living opportunities; space for cultural practice).

- Encourage diverse housing types and building and scales with direct access to the ground (front doors) for first-floor homes.
- Support site layout and indoor and outdoor amenities that encourage a sense of agency and stewardship among residents.
- Orient buildings, windows, balconies, and entries to promote a sense of safety on public and private streets, walkways, and open spaces through natural surveillance.
- Consider a site layout that gives residents direct and easy access to community amenities and transit, while buffering living areas from heavily trafficked roads (Blanshard Street and Hillside Avenue).
- Encourage connectivity, permeability, and shared public spaces between and within Evergreen Terrace, 950 Kings Road and The Summit, including a north-south walking and cycling route (“Dowler-Glasgow Greenway”).
- Create a small active or commercial ground-floor use at the northwest corner of Bay Street and Dowler Street to help create a sense of place and activity at the Bay-Dowler intersection, together with existing or future small-scale commercial uses (e.g., a corner store) at other corners.
- Incorporate indoor and outdoor spaces and amenities considering spaces for play, community services, gardening, childcare, shared meals, opportunities for social connection for existing and new residents, and opportunities for creation and social enterprise.
- Incorporate amenities for food security and connection among residents, including community gardening, recognizing both the social, health, and food security benefits of these activities.
- Incorporate Rock Bay Creek (where it flows under the site in a culvert) into landscape design, considering daylighting of the creek as an amenity, or if that is not possible, celebrating the creek through landscape design.
- Incorporate natural amenities such as tree plantings and stormwater mitigation into the site.
- Incorporate transportation demand management measures that make the site a model for supporting residents to live comfortably without owning a car, considering car share, bike share, access to transit, and innovative parking approaches, while considering access and needs for private automobiles.

How We'll Get There

Implementation Steps for **Quadra Village and Quadra West**

<p>Update the Official Community Plan (OCP) Update the OCP, including the Urban Place Designations, maps, development permit areas, and neighbourhood sections, as required to implement the draft directions herein.</p>
<p>Update the Hillside-Quadra Neighbourhood Plan Update the Hillside-Quadra Neighbourhood Plan to reflect the community objectives and draft directions herein.</p>
<p>Update the Zoning Bylaw Update zoning for Quadra Village and surrounding areas to support the directions herein, including for smaller footprint sites within Quadra Village (with larger sites subject to negotiated site-specific zoning).</p>
<p>Deliver Village Parking Management and Undertake Parking Modernization for New Developments Guided by <i>GO Victoria</i>, the City will develop and implement parking strategies to manage existing on-street parking in villages and develop new approaches to parking supply for new developments which balance multiple City objectives.</p>
<p>Complete a Comprehensive Study for the Quadra Street Corridor The study would focus on integration of land use, urban design, and mobility, considering short-term strategies and long-term housing needs identified herein, as well as broader city transportation network connectivity, function, and design.</p>

Hillside-Quadra Small Urban Villages



What We Heard

Community Engagement Themes for **Hillside-Quadra Small Villages**

Desire for Walkable Villages in the North and Northeast

Stakeholders noted that parts of the neighbourhood that are over a 15-minute walk from the heart of Quadra Village. General placemaking, diverse services, and small shops in other locations that can help create a sense of community are desired. Others noted the need for important services, including childcare for a growing number of families. Some expressed a desire for more flexibility to allow local-serving businesses to emerge and to accommodate not-for-profit and social enterprises.

"Would badly like to see this plan look a bit further North and East to provide more options for families toward Summit Park and beyond in this corner/edge of the city."

"Quadra and Finlayson with its single mechanic site and other off bits of zoning/usage, and a school, could be a great spot with a cafe or other community hubs."

Quadra at Tolmie Village

Consultation regarding Tolmie Village found support for a larger village offering more reasons for people to visit, and additional businesses to serve residents. Business owners in Tolmie Village also want to establish a greater sense of place and critical mass through increased housing in or nearby the village. Businesses that rely primarily on destination traffic reported an increase in customers from the immediate neighbourhood in recent years. It was noted that there is a significant amount of housing to the north in Saanich, good connections to surrounding areas via greenways, and good parks (with some noting that Jackson Park feels under-used relative to its space), all pointing to an ability to serve a greater population.

Discussion focussed on how and what an expanded village might look like. There was emphasis on smaller footprint storefronts (recognizing the presence of grocery stores a 7-minute walk north or 15-minute walk south). Opportunities were seen both on Quadra Street (with its busy frequent bus service) and along Tolmie Avenue, at least in the block adjacent to the intersection. While the high traffic on Quadra Street was considered a concern, it was also noted that Quadra Village has created a sense of place with similar traffic volumes, and that properties along Quadra Street might be likely to present redevelopment opportunities. Urban design strategies that could enhance sense of place, increase pedestrian comfort, and create a sense of arrival for drivers to slow down and observe surroundings is desired. At the same time, stakeholders believed that opportunities for the village to turn the corner onto Tolmie Avenue could have many advantages in allowing for storefronts and patio seating along a quieter street.

Finlayson at Highview Village

The concept of a village in the general area of Highview Street and Finlayson Street emerged from conversations with area residents who wanted to support more local services, small businesses or non-profits, rental housing, and sense of community in this area. Comments that emerged independently included general observations that the area is under-served by walkable services (confirmed by analysis) and that the area would be ideal for a small village or flexible policies to support social enterprise. Opportunities for community-initiated placemaking along Highview Street, with its traffic calming and access to parks, were noted. Some community members made comparisons to beloved commercial corners like Haultain Corners as an example.

Other Areas

Other ideas for a village-type area (a small village or commercial or community corner) included Finlayson at Quadra, Finlayson at Cook, Hillside Avenue at Cook, and the Gosworth-Cedar Hill-North Dairy area.

What We Learned

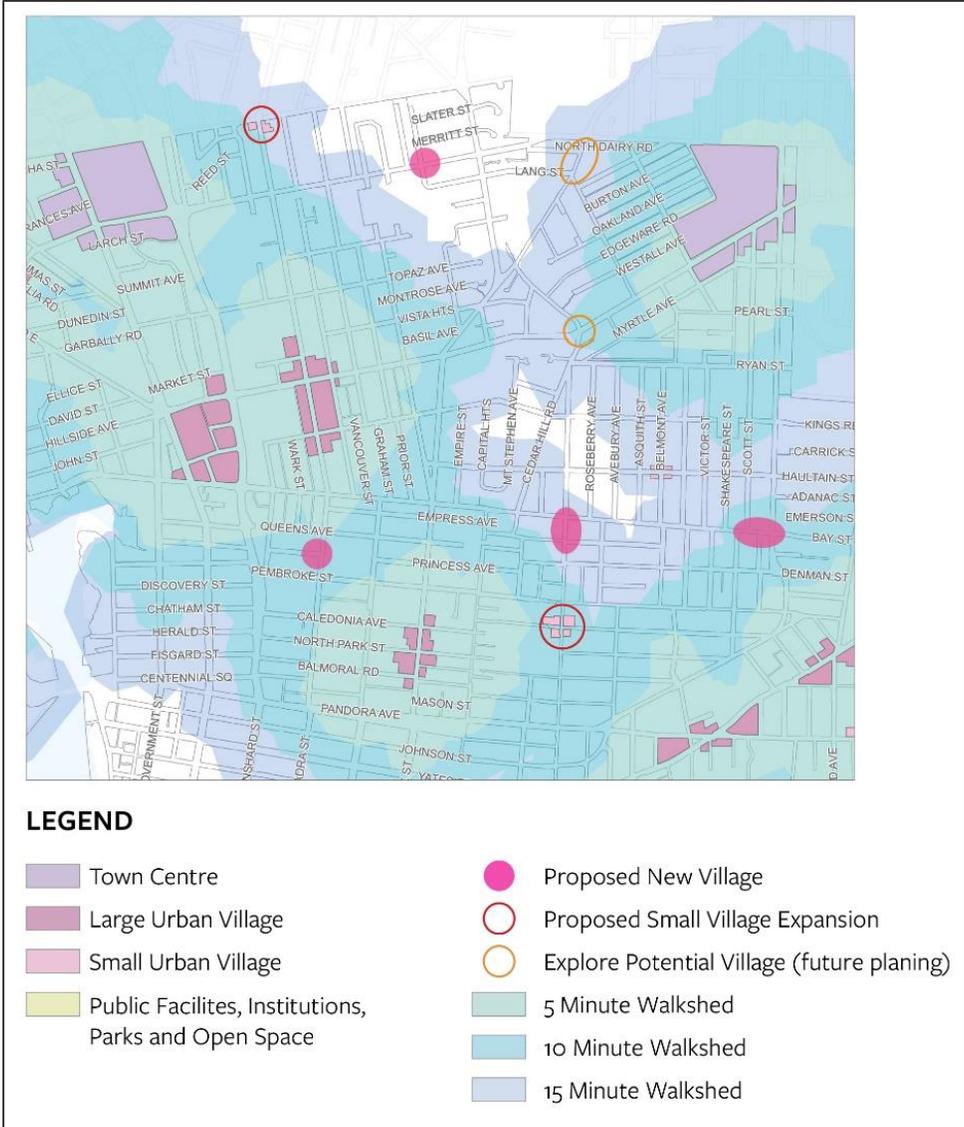
Policy and Technical Analysis for **Hillside-Quadra Small Villages**

Retail Needs, Capacity, and City-wide Objectives

The retail assessment found that the proposed small village areas in the northern part of the neighbourhood could support an additional 38,000 square feet of retail and service space over the next 20 years to serve residents, if land use designations are changed to match this proposal. This is about the same as the commercial area of Haultain Corners, for comparison.

The locations proposed considered several factors:

- Residents in the northern and northeastern parts of Hillside-Quadra, northwestern part of Oaklands, and adjacent parts of Saanich generally do not have access to a walkable urban village that offers a range of community shopping, services and gathering.
- . The retail assessment indicated that Quadra at Tolmie Village is well-positioned to expand into a high street and small urban village providing a diversity of smaller retail and service options, at a scale a little smaller than today's Haultain Corners village. It is supported by relatively high and growing population directly north in walkable neighbourhoods around Rutledge Park and along Quadra Street in Saanich.
- Finlayson Street near Highview Street or Cook Street was found likely to support some added retail and services for the community. However, commercial potential is limited by the relatively low population in the immediate area would be at a smaller scale than both the Quadra-Tolmie area and the Gosworth-Cedar Hill-North Dairy area (the latter of which may be explored further through planning for Oaklands).
- Western parts of the neighbourhood are relatively well-supplied by transportation options, especially along Quadra Street which is a Frequent Transit route, and by bicycle networks and greenways.
- This part of the neighbourhood is proximate to several parks in both Victoria and Saanich, including Jackson Park, Peacock Hill Park, Rutledge Park, Cecelia Creek Falls Park, Summit Park and Highview Park.



Map 4. Walking distances to existing larger urban villages, with proposed urban villages shown.

Where We're Headed

Draft Planning and Design Directions for Hillside-Quadra Small Villages



Map 5. Existing and proposed Urban Villages.

Key Directions for Tolmie Small Urban Village

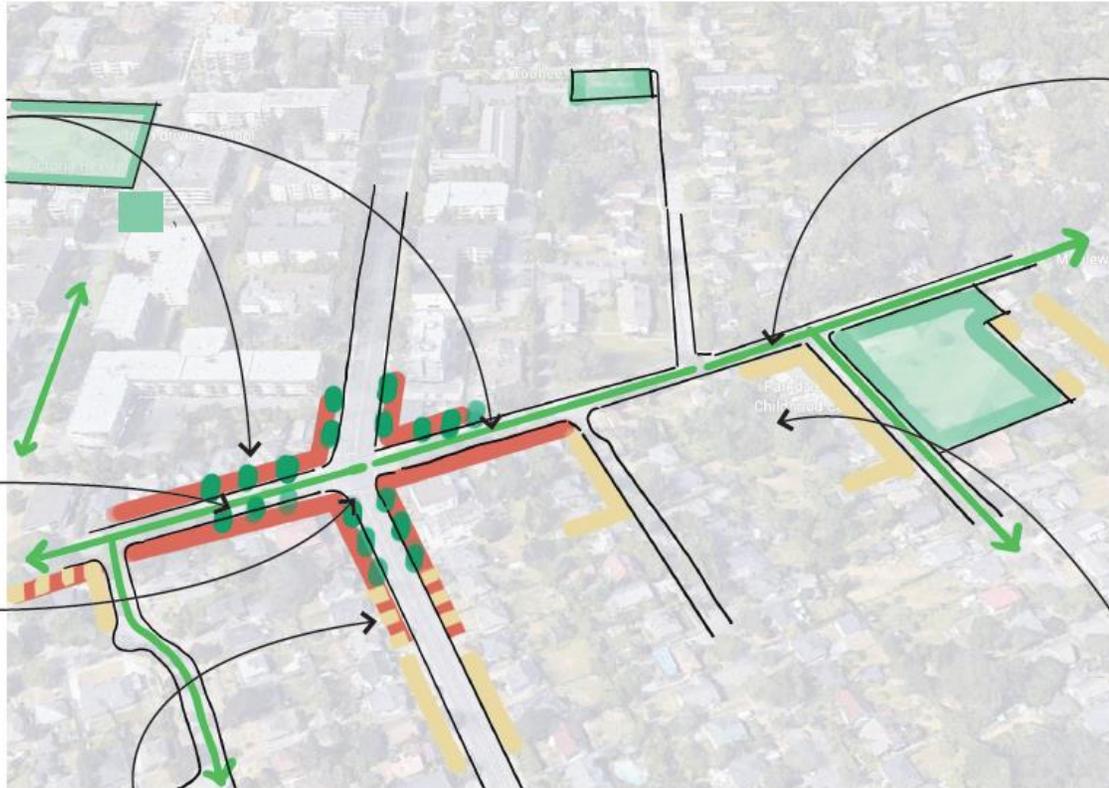
Tolmie Village is envisioned to grow over the next twenty years into a high street with a mix of smaller footprint shopping and services, housing, and human-scale streetscapes featuring trees, enhanced sidewalks, and patio seating, both along Quadra Street and along the blocks of Tolmie Avenue directly adjacent to Quadra Street, where a quieter, neighbourhood high street feel may evolve. The current directions are proposed:

- Expand the area of the current Quadra at Tolmie Village by several properties to the south, along Quadra Street, and by one block to the east and west along Tolmie Avenue.
- Consider mixed-use development in Quadra at Tolmie Village of approximately 4-5 storeys depending on lot depth, with commercial, service, or arts and maker spaces on the ground floor that support both local and destination customers and enliven the area, as shown on Map 5.
- Consider mixed-use development of approximately 1.5:1 Floor Space Ratio.
- Consider additional density, of approximately 2.5:1 Floor Space ratio along Quadra Street and approximately 2:1 Floor Space Ratio in other locations, where public benefits, rental or affordable housing are considered consistent with City policies.
- Encourage small format ground floor uses to better support a diversity of smaller, local businesses and to maintain the existing pattern of smaller shop fronts.
- For areas along Tolmie Avenue between the west side of Yew Street and Fifth Street, apply the following **commercial required** strategies:
 - Consider mixed-use development for this area with publicly-oriented ground floor commercial uses that provide amenities and services for the surrounding areas.
 - Encourage local-serving businesses and a diversity of services that meet daily needs, by providing smaller commercial spaces.
 - A medium-format commercial space may be supported in the village.

Quadra and Tolmie Village Directions

Support the evolution of a 'high street' oriented to Tolmie Avenue and Quadra Street, with additional mixed-use development with a 'fine grain' of smaller storefronts, enhanced sidewalks, street trees, and public and private seating.

Make the Quadra-Tolmie intersection more of a people place with features that create a sense of place and naturally slow traffic (e.g. through gateway features, enhanced sidewalks and crossings, and public art).



Complete the Graham-Vancouver bikeway and consider future enhancements to the long-term bicycle routes along Fifth Street and along Tolmie Avenue, linking the neighbourhood to the Galloping Goose Regional Trail.

Consider additional mixed-density housing including 'missing middle' housing and smaller multi-family buildings in the area near Tolmie Avenue and Jackson Park.

Encourage additional development along Quadra Street to create opportunities for active ground-floor uses (shops and services, patios) with enhanced sidewalks and street trees, supporting the designated Frequent Transit route.

Figure 12. Quadra at Tolmie Village Key Directions Diagram



Figure 13. Quadra at Tolmie Village contains a cluster of unique businesses now, with potential supported by the existing residential population, especially to the north, and the busy Frequent Transit route.

- Apply the following **commercial desired** strategies for properties directly south of the existing village, as well as along Tolmie Avenue between Yew Street and Glasgow Street:
 - Support mixed-use development for this area with publicly-oriented active ground floor commercial uses or ground floor residential use with doors on the street and functions that enliven the area (including community gathering spaces, shared laundry, bike storage, and other on-site amenities that activate the frontage).
 - Consider developments that build ground floor space appropriate for future commercial uses but allow residential occupancy in the interim.
- The design of new developments and public spaces should meet the the principles and directions in the Urban Design and Public Realm section of this document.
- Secure public rights-of-way through development as required for continued pedestrian improvements.
- Consider bold moves for commercial and residential parking in the village per the key directions in the Mobility section.
- Consider improvements on Quadra Street that enhance pedestrian comfort and safety and create a sense of destination that signals to drivers to slow down, including through banners, gateway features, pavement treatment, public art, pedestrian-scale lighting, street trees, and the design of new buildings and streetscapes.

Key Directions for a New Finlayson or Highview Small Urban Village or Community Corner

The Finlayson-Highview area provides opportunities for further small-scale retail service and community uses in a pleasant environment near parks and greenways. With an enhanced crossing planned for intersection and greenways suggested, it would tie into broader mobility options. At the same time, the west side of the Cook-Finlayson intersection also provides opportunities for future retail, commercial or service uses. Because only one node is likely to be viable in over the coming years, and because it is hard to predict where change might occur, this plan provides flexible policies allowing these uses, and seeking them if new development is proposed first in one or the other location.

- Apply the Small Urban Village Urban Place Designation adjacent to the Finlayson-Highview intersection with the following **commercial required** strategies:

- Consider mixed-use development for this area with publicly-oriented ground floor commercial, community service, artisan production, or live-work uses that provide amenities and services for the surrounding areas.
- Encourage local-serving businesses and a diversity of services that meet daily needs, by providing smaller commercial spaces.
- Encourage the retention and continued use of the character house at 1302 Finlayson Street for commercial, artisan production or public purposes.
- Support mixed-use development of approximately 4 storeys and 1.5:1 Floor Space Ratio.
- Consider additional density of approximately 2:1 Floor Space Ratio where public benefits, rental or affordable housing are considered consistent with City policies.
- If the local market for commercial space has already been met elsewhere along the Finlayson Corridor, this corner maybe considered for commercial desired strategies (described below).
- For the half-block of Finlayson Street west of the Finlayson-Cook intersection, apply the Urban Residential Place designation with the following **commercial desired** strategies:
 - Consider mixed-use development for this area with publicly-oriented active ground floor commercial uses or ground floor residential use with doors on the street and functions that enliven the area (including community gathering spaces, shared laundry, bike storage, and other on-site amenities that activate the frontage).
 - Consider developments that build ground floor space appropriate for future commercial uses but allow residential occupancy in the interim.
 - If the local market for commercial space has already been met elsewhere along the Finlayson Corridor, this area may be considered for purely residential land uses.
- Consider community-serving uses, including social enterprises, childcare, and small-scale food service or other businesses, along the Finlayson Street corridor between Cook Street and Quadra Street.
- New developments and public spaces should meet the principles and directions for Urban Design and the Public Realm in this document.
- Secure public rights-of-way through development as required for continued pedestrian improvements.
- Support the creation of a smaller public gathering space in the vicinity of Highview Street and Finlayson Street through placemaking projects.



Figure 14. Finlayson at Highview, identified as an opportunity to expand on what exists to create a small village or community corner.

Key Directions for Community Corners

Two corners are suggested as places to retain or expand ground-floor retail and service uses primarily as a strategy to add activity and eyes on the street at important corner locations, and anticipate the needs of future residents, pedestrians, and transit users.

- At the corners of Quadra Street and Finlayson Street, added ground-floor commercial options can help enliven a corner that already contains a school and service station.
- At Hillside Avenue and Cook Street, ground-floor commercial opportunities are meant to complement the live-work space being built on the southeast corner and create a sense of place and eyes on the street at this intersection.
- At the corners of Quadra and Finlayson Streets, and Hillside Avenue and Cook Street, apply the Urban Residential Place designation with the following **commercial desired** strategies:
 - Consider mixed-use development for this area with publicly-oriented active ground floor commercial uses or ground floor residential use with doors on the street and functions that enliven the area (including community gathering spaces, shared laundry, bike storage, and other on-site amenities that activate the frontage).
 - Commercial spaces may be smaller and directed to the corner (e.g., a single commercial unit).
 - Consider developments that build ground floor space appropriate for future commercial uses but allow residential occupancy in the interim.
- Encourage the conservation and retention of the heritage-registered building at 3107 Quadra Street.
- Encourage the retention of existing purpose-built rental apartment buildings consistent with City policies.

Key Directions for all Small Urban Villages

- As part of a city-wide parking modernization program, seek to implement parking management solutions in and near small urban villages to achieve balanced use of Victoria's valuable curbside spaces to support multiple objectives, including business access.
- Apply urban design guidelines for Small Urban Villages to these areas (see Urban Design and Public Realm Directions).

Key Directions for Future Urban Villages

Both Cedar Hill Road at Hillside Avenue, and the Gosworth-Cedar Hill area may support expanded small urban villages or commercial corners in the future. The latter location has also been identified by some stakeholders in the Oaklands Neighbourhood as a desirable location for a new Gosworth Village. It is recommended that these opportunities be explored through Local Area Planning for Oaklands.

How We'll Get There

Implementation Steps for **Quadra Village and Quadra West**

Update the Official Community Plan (OCP)
Update the OCP, including the Urban Place Designations, maps, development permit areas, and neighbourhood sections, as required to implement the draft directions herein.
Update the Hillside-Quadra Neighbourhood Plan
Update the Hillside-Quadra Neighbourhood Plan to reflect the community objectives and draft directions herein.

Urban Design and the Public Realm



What We Heard

Community Engagement Themes for **Urban Design and the Public Realm**

Quadra Village Area Public Spaces and Placemaking

There are several smaller public spaces in the immediate area: Wark Street Park provides space for plantings, some seating and play space for younger children. At the same time, respondents indicated that spaces could be more responsive to the needs of older youth and teens, and to adults without children who may not gravitate to Wark Street Park. Other smaller green spaces are not formal parks: the space at 950 Kings (former Blanshard School) is valued, particularly by residents of the area west of Quadra Street including Evergreen Terrace. The green space at the Warehouse School also hosts a small community garden. Overall, there is a desire to maintain, enhance or expand existing green space in the area between Hillside Avenue and Bay Street and offer more diverse activities and passive spaces. See the *Parks, Open Spaces and Community Amenities* section for more detail.

Use and Design of Kings Road

Kings Road west of Quadra Village is the most frequently used space for large community events, such as Quadra Village Days, and has been cited as a desirable location for more events, markets, and a plaza-like feel. The creation of a car-free gathering space for Quadra Village has consistently been one of the most desired village improvements. The creation of the All Ages and Abilities (AAA) route along Kings Road provides an opportunity to enhance this area, with strong support for added seating and amenities; consideration of partial or periodic closure; support for smaller and larger events and markets in the area; infrastructure supports for music performance; and bicycle parking and maintenance station.

See the Quadra West section of this document for further detail.

What We Learned

Policy and Technical Analysis for **Urban Design and the Public Realm**

Urban Design Analysis

The public realm of the village was enhanced through a streetscape improvement project in 1996 with planted medians (interrupted by turning lanes), street trees, pedestrian scale lighting and banners, a public information kiosk and gateway features. These elements contribute to a cohesive design and improved public realm.

The fine-grained fabric of the buildings along the west side of the street is one of the village's defining characteristics and has enabled the diversity of shops and businesses that is highly appreciated. Informal pedestrian passthroughs provide some east-west connectivity, but they are mostly unmarked and unsecured (e.g., walking through parking lots). Sidewalks are narrow and crossings are infrequent given the level of activity, but there is a strong tree canopy and intermittent on street parking which increase levels of pedestrian comfort. There are limited curb cuts on the west side of the street, with two parking areas in front of buildings.

On the west side of Quadra Street in particular, buildings are built near the property line, with modest variable setbacks accommodating pedestrian activity, frequent storefronts, entries, and large areas of windows that establish a coherent urban village pattern. Buildings range from a single storey to four storeys. On the east side of the street, high amounts of surface parking contribute to a less cohesive feel while supporting a range of activity and creating informal pedestrian connections. While there is a coherent building form in parts of the village, there is no coherent architectural style to the village, which evolved over time primarily in the post-World War 2 era.

Outside of the Village, the Quadra Street Corridor has a mix of building forms and several heritage assets, mostly in the southern portion of the corridor in North Park. North of Bay Street, outside of the Village, there are a mix of single-family and apartment forms.

Quadra Street also has several unique transportation conditions and functions. It is a key north-south route linking Saanich to the downtown and is part of the Frequent Transit Network (FTN), and one of the most-used Frequent Transit routes in the region, with a significant number of people transferring buses at Hillside Avenue. It accommodates cyclists with painted bike lanes for only some portions north of Quadra Village. More details about the corridor are available in the Mobility section.

The Hillside Avenue Corridor has several unique transportation conditions and functions. It is one of the few routes that provides a direct west-east connection across the city and as such it has many roles to play. It is an arterial, an emergency route and is identified as part of the Frequent Transit Network (FTN), as well as carrying a significant volume of automobile traffic. It accommodates cyclists with painted bike lanes for small portions near Hillside Mall and right-of-way has been acquired along the Summit to accommodate a bicycle lane in the future. There are pedestrian crossings at Graham Street and Blackwood Street within Hillside-Quadra.

Several active transportation connections cross Hillside Avenue for developing or planned All Ages and Abilities cycling routes, including one at Graham Street and one at Doncaster (outside of the study area). The current right-of-way is 22.5m. There is limited on-street parking, in parking bays east and west of Quadra Street that narrow sidewalks to 1.5m (an ideal sidewalk width for an urban village with higher levels of pedestrian traffic would be 2.4-3m). More details about transportation conditions are available in the Mobility section.

Existing Design Policies

Quadra Village design guidelines were applied in 1996 and regulate built form. These guidelines include many principles expressed in the current plan. Most importantly, they seek to create a comfortable village that

includes pedestrian-friendly buildings with storefronts along main streets and avoids the dominance of surface parking lots, within a village that carries a significant amount of traffic.

Specific objectives of the guidelines include: setting back buildings by 3m to expand landscape and sidewalk space; establishing a landmark massing and small open spaces at the corners of Hillside and Quadra Street to better define this intersection; encouraging infill development that creates frontages along Quadra Street, Fifth Street and the laneway; creating east-west mid-block connections from the laneway to Fifth Street; creating a focal gathering space; active ground-floor frontages with generous areas of window and well-defined entries; weather protection; and use of quality, durable materials. The design guidelines are not prescriptive to architectural style, expression, and material, given the eclectic nature of buildings in the village.

The City has a DPA for Corridors (not currently applied to Quadra Village) the intent of which is to establish objectives for the form and character of new development and revitalize commercial areas. Guidelines also include *Advisory Design Guidelines for Buildings, Signs and Awnings* (1981) and *Guidelines for Fences, Gates and Shutters* (2010), in addition to other guidelines for specific corridors.

Other commercial, residential, and mixed-use areas fall within the City's general Development Permit Area 16, which applies the *Design Guidelines for Multi-Unit Residential, Commercial, and Industrial*, a comprehensive set of city-wide guidelines.

Existing Public Space Policies

The *Official Community Plan* outlines the desired aspects of a Large Urban Village public realm, including tree-lined streets with wide sidewalks, seating, and a central gathering space or plaza.

Public Space Considerations and Placemaking Guides

City of Victoria encourages the community to utilize public areas for Placemaking. Streets, alleyways, sidewalks, boulevards, parking areas all can serve as a canvas for creating new public spaces. The *Placemaking Toolkit* provides direction, guidelines, and support for realizing placemaking opportunities. Community-led Action is a way for the community to come together and create strategic directions for placemaking opportunities and other issues of community importance.

Where We're Headed

Draft Planning and Design Directions for **Urban Design and the Public Realm**

Multi-family Housing Design Guidance

For design policies and guidance for new residential development, see the *Housing and Urban Design* report.

Village Built Form Design Guidance

For design policies and guidance for new development in villages, see the *Housing and Urban Design* report.

Guidance for the Public Realm and Placemaking

The following principles and directions would guide the development of public spaces and of proposed Design Guidelines within villages. These principles and directions build on the unique qualities and identity of North Park village and neighbourhood to guide the next chapters in its evolution.

Principles for Public Space and Placemaking

1. **Identity:** Create a series of welcoming, diverse and inclusive public spaces that support community gathering, celebrate creativity, reflect the community's identity, and adapt to its changing needs over time.
2. **Great Streets:** Design, locate and shape buildings to create sunny, welcoming and walkable public streets with space for pedestrians, patio seating and greenery emphasizing Quadra St and Hillside Avenue as the core retail and pedestrian spines.
3. **Human Scale:** Design buildings and open spaces to that create visual interest, diversity and identity when approached by pedestrians.
4. **Neighbourliness:** Ensure new buildings are good neighbours within the street and neighbourhood and to existing and future buildings next door.
5. **Urban Forest:** Support a healthy, mature, and continuous tree canopy along all streets with a priority for key gathering spaces, pedestrian routes, and connections to parks and other greenspaces.
6. **Public Spaces:** Create joyful and welcoming public spaces for everyday use and community celebration, incorporating public seating and gathering areas appropriate to the scale of urban villages and commercial corners. Create a series of interconnected, accessible public spaces of different sizes designed to welcome diverse use, both everyday and for smaller and larger events, in three or four seasons.
7. **Incremental and flexible improvement:** Pilot new public space ideas through placemaking in the public realm and/or on private lands. Successful ideas may evolve to become more permanent features for public gathering and enjoyment in the future.
8. **Sustainable Mobility:** Integrate support for sustainable mobility options (walking, cycling, transit, and shared vehicles and reduced on-site parking) into building and public space design.

Public Realm Directions - Quadra Village

- Maintain the Kings Road-Quadra Street intersection as a heart of the village, integrating a unique pavement design.
- Through design of public spaces, landscapes, and buildings, establish a sense of place that indicates the village "turns the corner" from Quadra Street onto Hillside Avenue and invites pedestrians to continue north across Hillside Avenue.
- Seek to create a series of diverse and welcoming public spaces in Quadra Village, including a public space on the east side of Quadra Street (see Quadra Village "East Block"); a "Village Green" along Kings

Road west of Quadra Street (see “Quadra West”); and a smaller plaza near the Hillside-Quadra intersection that can support pedestrians, transit users and patrons of businesses, arts and culture venues (see “Quadra-Hillside Intersection and Hillside Avenue”).

- Design Kings Road and adjacent public spaces including the existing Wark Street Park, the Kings Road right-of-way, and space at 950 Kings to complement one another while forming parts of a cohesive whole.
- Support the evolution of the lane directly west of Quadra Street and north of Kings Road into a multi-use, pedestrian-friendly space that supports enhanced landscapes, and adjacent private patios and storefronts as envisioned in the Quadra West section. This would ultimately be realized through seeking right-of-way acquisitions and frontage works when rezoning occurs.
- Site and design buildings and public spaces to create activity at ground level (with entries, shops, services, and other active uses fronting the park) and eyes on the park/plaza with windows and balconies above. Consider the integration of kiosks into public spaces, including along Kings Road.
- In the design of publicly-accessible spaces:
 - integrate accessibility principles for all users, including those with different abilities, and to provide a range of spaces and activities for people of different ages, incomes, and interests.
 - Include seating and picnic areas in public spaces that welcome both business customers and the general public.
 - Design for three- or four-season enjoyment, considering shelter from rain, sun, and wind at different seasons.
 - accommodate small and pop-up events as well as larger community celebrations.
 - Include landscaping, canopy trees, and interactive elements in public space.



Figure 15. Precedent images of plazas and village greens.

Key Public Realm Directions – Small Urban Villages and Commercial Corners

- When rezoning occurs, seek expansions of the right-of-way where needed to create sufficient sidewalk widths and street tree zones that support the anticipated levels of activity by pedestrians and those using mobility devices, and healthy street trees.
- At Quadra Street at Tolmie Avenue, identify improvements within and adjacent to the right-of-way that help create a sense of place and image for a growing small urban village, enhance pedestrian comfort, and influence drivers to slow down and be more aware of their surroundings.
- Through setbacks, seek to create spaces for patio seating and other outdoor activity.
- Include features in the right-of-way, such as pedestrian-style lighting, planters, and bicycle parking that create a sense of place within villages and commercial corners.
- Incorporate small public seating and gathering areas appropriate to the scale of small urban villages and commercial corners, including consideration for temporary placemaking opportunities on both public and private open spaces.

Key Directions for Placemaking in the Public Realm

- Consider community-initiated placemaking opportunities through City and community programs (e.g., such as the Great Neighbourhoods grant, Placemaking Toolkit, and *Growing in the City* Program.)
- Placemaking allows for experimentation. Placemaking projects can pilot new ideas, and those that are successful may be considered creation of more permanent public spaces and features, through future capital spending, frontage works by new development, amenity contributions or grants.
- Suggested locations from the community include but are not limited to:
 - A. Kings Road west of Quadra Street (see Quadra West section).
 - B. Locations along the Graham Street bikeway.
 - C. The north side of Kings Road east of Quadra Street, directly south of Fairway Market (this area currently lacks “eyes on the street” and presents opportunities to activate the space, either on the public realm or in partnership with adjacent landowners).
 - D. In conjunction with private property owners, at the Fairway Market site to create an outdoor seating / dining opportunity and enhance pedestrian comfort.
 - E. In conjunction with the School District, the lands at the Warehouse School at 2549 Quadra Street.
 - F. Locations along Fifth Street adjacent to the Fairway site.
 - G. Locations along Fifth Street from Quadra Village northwards towards Quadra Elementary School.
 - H. Near the corner of Finlayson and Highview Street and/or Highview and Lang Street to create opportunities for community gathering.

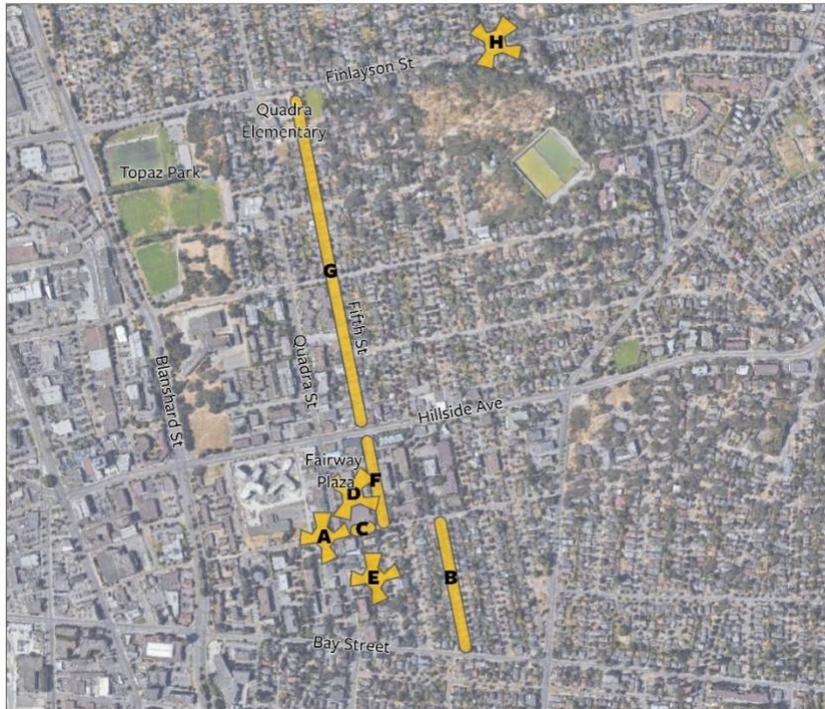


Figure 16. Possible placemaking opportunities identified by the community.



Figure 17. Examples of placemaking: parklet (left); interactive musical installation (right).

How We'll Get There

Implementation Steps for **Urban Design and the Public Realm**

Update the Development Permit Areas and Design Guidelines
For Quadra Village and small urban villages in Hillside-Quadra, prepare updated Design Guidelines for consultation, based on the directions contained in the <i>Housing and Urban Design</i> report.
Update the Hillside-Quadra Neighbourhood Plan
Update the Hillside-Quadra Neighbourhood Plan to reflect the directions herein.
Updated the Zoning Bylaw
Update the Zoning Bylaw as required to implement directions herein, including related to rental housing and for typical rezonings (e.g., not larger sites) in Urban Villages.
Support a Community-led Action Process
If there is desire from community organizations, introduce a Community-led Action Process to identify additional community priorities and strategies with funding and support identified by the organizations (e.g., for local food and placemaking projects).

Mobility



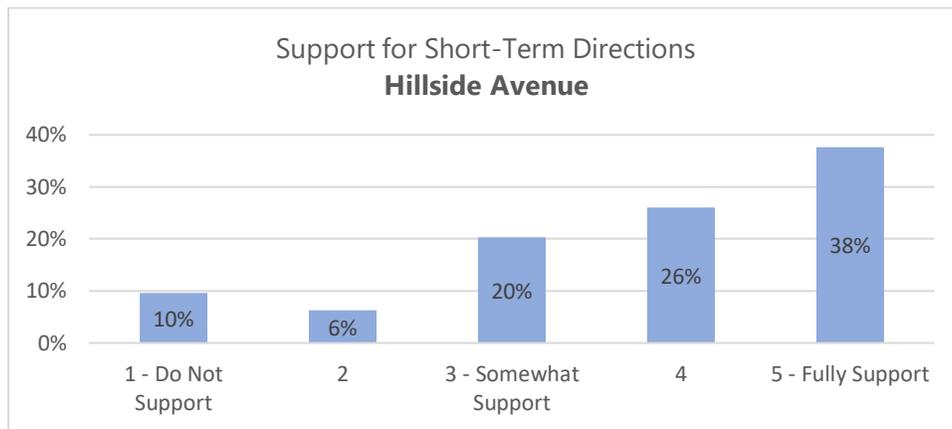
What We Heard

Community Engagement Themes for **Mobility**

Hillside Corridor Desired Improvements

Hillside Avenue is perhaps the most mentioned mobility barrier in the area. The relatively straight road, four lanes of traffic, and slope create a physical and psychological barrier and unpleasant conditions for walking along the street, exacerbated by narrow sidewalks in many locations. There is a desire to add or enhance north-south pedestrian crossings with interest at Fifth Street and/or Prior Street (although a few expressed concerns that any additional crossings of Hillside Avenue would slow automobile traffic).

The survey proposed filling in the existing parking bays near Hillside and Quadra, where sidewalks are narrow, in order to widen pedestrian areas and add landscaping, while examining the viability of off-peak (e.g., outside of rush hour) parking in the outer lane, similar to the way Quadra Street is managed today. Many liked this idea for the public space and pedestrian improvements it would bring, while others were concerned that parking bays are valuable to businesses. Some felt that off-peak parking would benefit businesses, while others felt allowing vehicle traffic to flow freely through the village was a priority. A further perspective was that the bus pull-out bays on Hillside Avenue could feel safer for children and youth if moved further from traffic.



Quadra Corridor Desired Improvements

There is strong interest in creating a crossing of Quadra Street in the heart of the village, mid-block between Kings Road and Hillside Avenue. There is also strong support for additional options for cyclists and pedestrians to move through the area safely. Some wanted to see on-street parking at all hours and allowance for patio dining, although others were concerned about maintaining traffic flow for cars and buses. There was also a desire to improve the sense of place and slow traffic at Quadra at Tolmie to enhance the small village.

Improvements to Blanshard Street Crossings

Blanshard Street has been identified as a significant barrier separating parts of the city. The crossing of Blanshard Street at Kings Road has been very well-received and supports youth accessing shopping, services, and transit. The safety and pedestrian comfort at other crossings – including at Blanshard Street and Bay Street and Blanshard Street and Hillside Avenue, have been mentioned as concerns. In addition, a crossing of Blanshard Street at Topaz has been mentioned in both this process and in the Burnside-Gorge Plan (with the observation that youth from Burnside neighbourhood cross there to access sports at Topaz Park.)

Pedestrian and Bicycle Routes

Several desired routes were mentioned in consultation, in addition to the priority All Ages and Abilities (AAA) routes on Vancouver-Graham Kings-Haultain. These include:

- A proposed concept for a north-south greenway linking Dowler Street near the Save-On Foods Arena to the QVCC, Evergreen Terrace, SJ Willis, Topaz and Park, Tolmie Avenue and Rutledge Park in Saanich received strong support.
- A proposed concept for a walking route between Summit Park, Highview Park and Cedar Hill Park
- A desire to enhance the designated Summit Street greenway to better connect Topaz Park and Summit Park for pedestrians and habitat.
- A desire to examine the potential for a formal bicycle link along Lang Street from Finlayson Street and Highview Street to Cook Street or further east, noting many people use this route already when cycling, to avoid the hill at Cook and Finlayson.
- Several commenters wanted to see safe bicycle routes installed along Cook Street south of Finlayson Street, where it has four lanes.
- A desire for a pedestrian crossing of Cook Street at Kings Road to better connect east-west.
- Some stakeholders expressed a preference for the bicycle route to have followed Fifth Street instead of Graham Street, and as an alternative proposed encouraging Fifth Street as a walking route with crossings of major streets such as Hillside Avenue and encouragement of community-initiated placemaking.
- On the other hand, some stakeholders voiced concerns that any additional street crossings could slow automobile traffic or were not worth the investment.

Transit

While bus routes on Quadra Street and Hillside Avenue are viewed positively, some stakeholders felt that transit options were inconvenient if accessing points other than downtown. Some cited poor access to jobs, out-of-catchment schools, childcare, or where multiple destinations (for example, work, childcare and school) needed to be reached. Others felt that many bus trips require a transfer (or start) downtown. A number of participants wanted to examine enhanced transit service on Cook Street, citing the limited bus service today along with having a wider roadway space.

Parking Management

Parking management was most frequently mentioned in two cases: regarding on-street parking needs of businesses in urban villages, and regarding off-street parking needs for housing. See the *Housing and Urban Design* report for a discussion of parking related to housing. A better balance between residential-only parking and time-limited parking is desired, including time-limited parking during business hours only.

Many village businesses report that they rely on a mix of local customers and destination customers, some of whom arrive by car. On-street, time-limited parking as well as safe and comfortable walking conditions are valued by these businesses, especially for customers who may have mobility limitations. Cultural facilities also rely on on-street parking to support events.

Most stakeholders viewed on-street parking as important for diverse people to access businesses. However, some stakeholders desired to limit parking altogether, seeing it as supporting an automobile-oriented village. Others saw on-street parking as potentially slowing down the free movement of autos through the village.

There is a desire for safer, covered bicycle parking near villages, including on Kings Road along the AAA bikeway, but there is also a desire for quick access to businesses near the Hillside-Quadra intersection.

What We Learned

Policy and Technical Analysis for **Mobility**

The *Official Community Plan* and *GO Victoria*, the City's sustainable mobility strategy, provide the framework for an integrated approach to land use and transportation planning. The broad vision is to align land use planning and transportation investment to create complete, connected communities. Key policy positions include:

- Streets are places for people.
- New growth is serviced by transit.
- Compact land use and densification reinforces sustainable travel behaviour.
- Complete communities centre on multi-modal mobility hubs.

This framework, and the existing and planned mobility conditions and functions (Maps 6, 7, and 8) inform future planning for both land use and transportation.

Hillside Avenue

Hillside Avenue has several core mobility functions that all designs must accommodate:

- It is identified as part of the Frequent Transit Network (FTN) in BC Transit's *Transit Futures Plan*, connecting downtown and University of Victoria, carrying an average of 7,600 passenger trips on weekdays prior to the COVID-19 pandemic. The busiest stops are located at the University of Victoria, Hillside Mall, Downtown, and at key transit connections. It is considered for prioritization for Rapid Transit, a higher level of transit service in the future.
- It is a designated emergency route and a truck route.
- The functional classification is arterial street, and it carries approximately 21,000 vehicles per day between Quadra and Cook Streets, of which 1.7% were trucks of 3 or more axles (2017).
- It is currently designated as part of the long-term All Ages and Abilities (AAA) bicycle network. The sustainable mobility strategy calls for a reconciliation of various networks (e.g., bicycle, transit, freight routes, and priority pedestrian routes) in the future to confirm this status.

Current conditions include:

- Along its length, there is a mix of sidewalk and landscape conditions. There are few street trees in the block immediately east of Quadra Street.
- It currently does not have on-street parking, except for a few spaces in parking bays directly east and west of Quadra Street, which narrow sidewalks to as little as 1.5m (below the minimum 2m desired and far less than best practices would indicate as desirable in such an area).
- Side streets near Quadra Village contain a mix of residential and support parking.
- It is considered a high-crash corridor, along with Bay Street, Quadra Street and Cook Street.
- As an arterial roadway, current bylaws indicate a desired width of 30m to support transportation functions, sidewalks, boulevards, and street trees. The current right-of-way (i.e., the public land which includes roadway, boulevards, and sidewalks) is 22.86m wide, with an approximate 15.5m wide roadway. When rezoning of adjacent lands occurs, the City may seek additional right-of-way to enhance sidewalks and boulevards and/or support transportation functions.
- East of Quadra Street, crosswalks are located every 200m. The crossing at Graham Street is being upgraded in 2021 as part of the AAA bicycle route. Design interventions that make the area more comfortable for pedestrians, including the feasibility of any additional crossings or other treatments (e.g., medians, etc.) should be considered, through a corridor study.

Quadra Street

Quadra Street mobility conditions and functions include:

- It is identified as part of the Frequent Transit Network (FTN) in BC Transit's *Transit Futures Plan*, connecting key regional destinations downtown and to the north, as well as connecting with east-west Frequent Transit routes along Mackenzie, Hillside, Pandora/Johnson and Fort/Yates. It is one of the busiest routes, carrying approximately 8,000 passenger trips on an average weekday prior to the COVID-19 pandemic. The busiest transit stops are located downtown, in Quadra Village, and at Royal Oak. It is designated as an emergency route and, north of Hillside Avenue, as a truck route.
- The functional classification is arterial, and it carries approximately 11,700 vehicles per day north of Bay Street, of which approximately 1.4% were trucks of 3 or more axles (2019).

Current conditions include:

- In Quadra Village, sidewalks vary from as little as 2m (primarily on the east side), up to approximately 3.5m in width (primarily on the west side and adjacent to the Fairway Shopping centre), considered narrow for a commercial area with high amounts of pedestrian activity.
- North of Quadra Village, sidewalks are generally attached (adjacent to the street, rather than detached as would be desired in a higher-traffic residential corridor). Sidewalks are generally 1.8m wide with a 1.8m landscaped boulevard, often with street trees. These sections of the street (within Victoria) contain frequent curb cuts for driveways to adjacent detached homes.
- As an arterial roadway, current bylaws indicate a desired width of 30m to support transportation functions, sidewalks, boulevards, and street trees. The current right-of-way (i.e., the public land which includes roadway, boulevards, and sidewalks) is currently 22.86m wide. In the village,
- When rezoning of adjacent lands occurs, the City may seek additional right-of-way to enhance sidewalks and boulevards and/or support transportation functions. A corridor study could better refine what is desired.
- On-street parking is generally prohibited during peak hours (rush hours).

Cook Street

Cook Street mobility functions include:

- It is a local bus route, carrying two local routes that see an average of 2,000 passenger trips per day prior to the COVID-19 pandemic. Key destinations along the two routes include Cedar Hill Recreation Centre, Saanich Centre, North Park Village, Downtown, Vic West and Esquimalt. It is not currently designated as part of the future Frequent Transit Network.
- The functional classification is arterial, and it carries approximately 12,800 vehicles per day between Pandora and Bay Street, of which 0.8% were trucks of 3 or more axles (2016).
- Outside of the study area, it is a Freight Route (south of Pandora).

Current Conditions

- Sidewalks are generally attached (not separated from the roadway by a planted boulevard).
- From Bay Street to Finlayson Street, there are four travel lanes, and centre turn lanes in some places. Stretches of Cook Street have planted medians, mainly south of Hillside Avenue and north of Summit Avenue.
- As an arterial roadway, current bylaws indicate a desired width of 30 metres to support transportation functions, sidewalks, boulevards, and street trees. The current right-of-way (e.g., the public land which includes roadway, boulevards, and sidewalks) is currently 20.12 metres (66 feet) wide. When rezoning

of adjacent lands occurs, the City may seek additional right-of-way to enhance sidewalks and boulevards and/or support transportation functions. A corridor study could better refine what is desired.

- It is considered a high-crash corridor.
- There are a limited number of marked east-west crossings, at Bay, Haultain, Hillside, Kiwanis, Summit, Finlayson, and Tolmie-Maplewood.

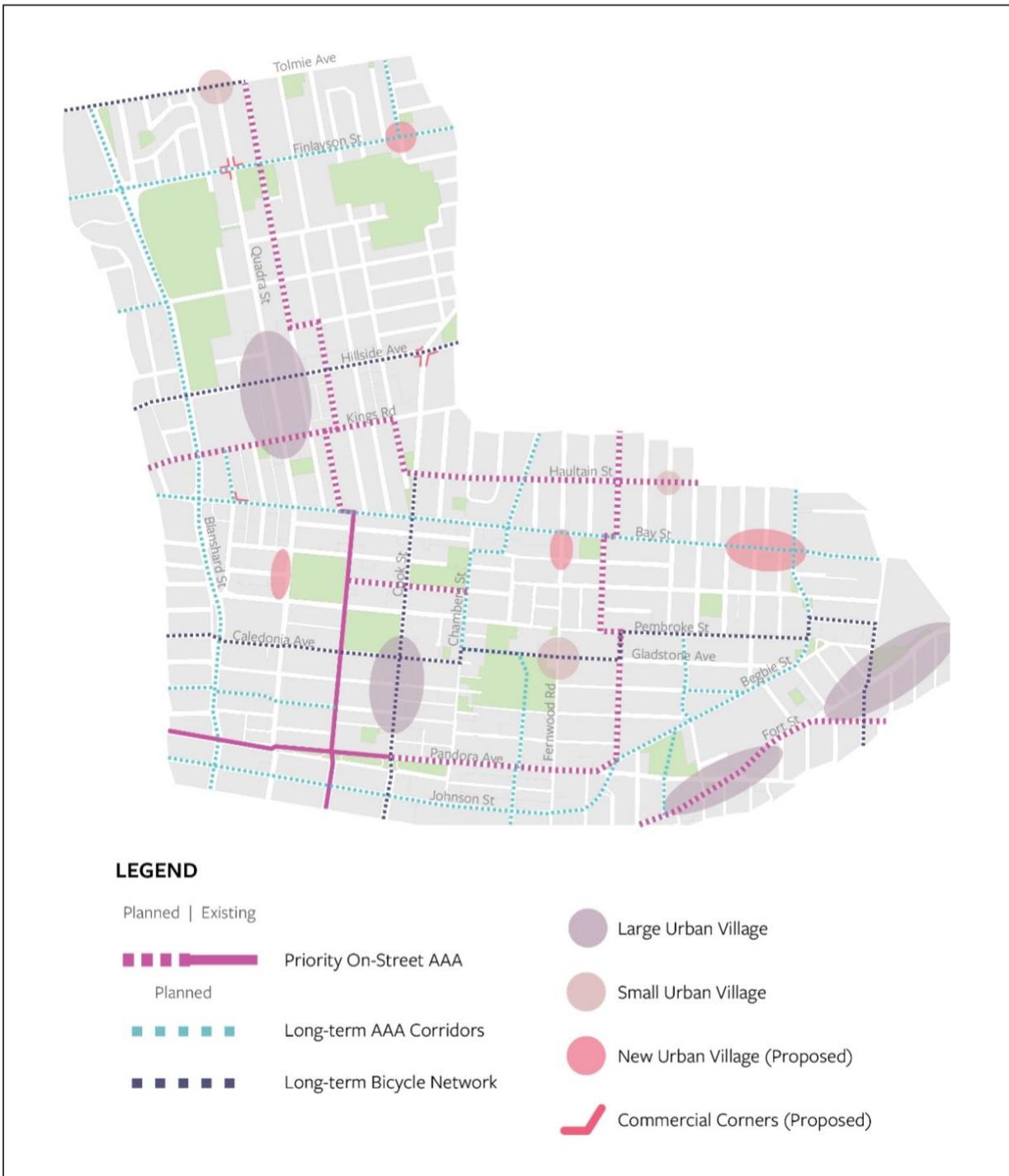
Other Corridors

Related corridors and neighbourhood streets mobility conditions and functions include:

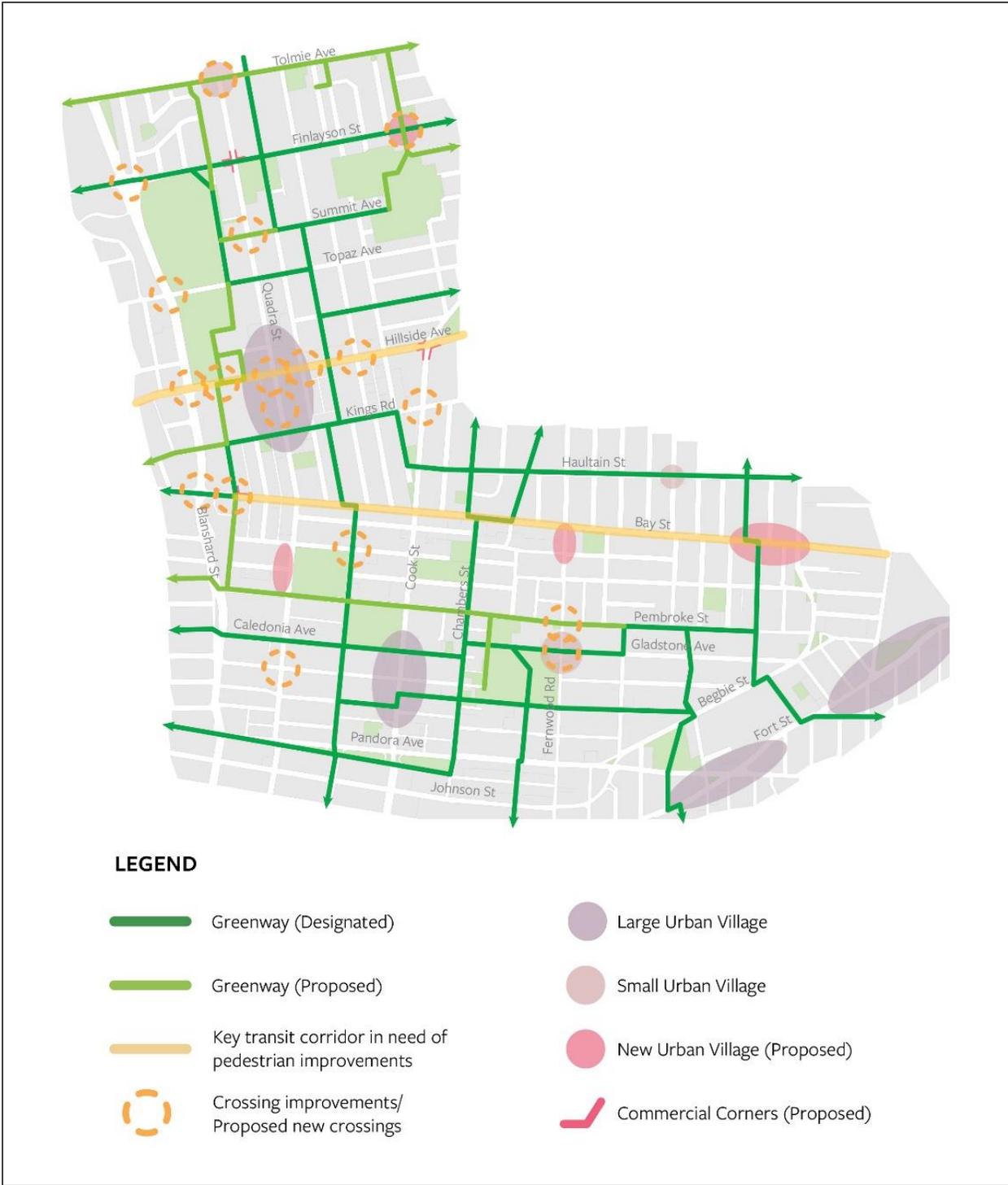
- The priority AAA cycling network and greenways network and the long-term plan is shown below. Because this plan predates updates to the Bicycle Master Plan and Pedestrian Master Plan, reconciling these various networks is a key objective of implementing *GO Victoria*, the sustainable mobility strategy.
- Finlayson Street is a pleasant tree-lined street with median landscape islands, and bicycle lanes improved as a greenway connection, although additional marked pedestrian crossings are desired. While vehicle volume does not exceed that expected for a minor arterial at an average of 8,900 vehicles per day including autos and bicycles (2013), delays occur during rush hours as it is one of the few uninterrupted east-west vehicle corridors in the area.



Map 6. Designated Transit Routes (Transit Futures Plan for the Victoria Region, BC Transit)



Map 7. Designated Bicycle Network, City of Victoria, including All Ages and Abilities network.



Map 8. Designated Greenways network, with proposed additions and desired crossing enhancements

Where We're Headed

Draft Planning and Design Directions for **Mobility**

Principles for Integrated Mobility Corridors

- Continue to advance the policy objectives and targets outlined in *GO Victoria*, the City's sustainable mobility strategy:
 - Integrate land use and transportation.
 - Align different transportation networks.
 - Improve multi-modal level of service.
 - Value the public right-of-way to support our goals.
 - Operate and maintain our assets to support these goals.
- Continue to advance the six key priority areas in *GO Victoria*:
 - Achieve Vision Zero to eliminate traffic fatalities.
 - Transform Public Transit.
 - Accelerate Active and Accessible Transportation.
 - Shift to Zero Emissions.
 - Rethink the curb (how we use space adjacent to the curb).
 - Harness data and technology to improve transportation choice and efficiency.
- Complete a comprehensive assessment and plan for the Quadra Street, Hillside, and Bay Street Corridors to integrate future land use and mobility, guided by the findings and key directions of the Village and Corridor Planning process.
- Consider the unique role of Quadra Street as an Arts and Cultural Corridor in land use and mobility policies and decisions.
- Support neighbourhood traffic calming initiatives on local streets.

Key Directions for Local Mobility

Urban Villages

- Develop Urban Villages Public Realm Design Standards to update existing pedestrian standards, considering desired sidewalk widths to accommodate accessibility, activity, pedestrian traffic and furnishing and frontage zones consistent with best practices and local contexts.

Quadra Street

- Complete a comprehensive integrated land use and mobility study for Quadra Street between Pandora Avenue and Tolmie Avenue to inform investments to be made through capital programs and adjacent private redevelopments, with the following considerations and draft directions:
 - Through redevelopment and investments, plan for future improvements on Quadra Street as an inter-municipal mobility route that serves transit and emergency services, as well as pedestrians and those with mobility devices.
 - Enhance the pedestrian environment and transit experience in and adjacent to villages with wider sidewalks and street trees, seeking to balance the needs of people walking, cycling, using mobility devices, taking transit, and driving.
 - Develop convenient bicycle parking with new commercial development, and in the public realm in key locations, such as Kings Road, Fifth Street, and Graham Street for cyclists accessing Quadra Village; at small urban villages; and other key destinations including schools and community facilities.

- Pilot an integrated location for safe, secure, and sheltered bicycle parking combined with a bicycle maintenance station in Quadra Village, possibly along Kings Road near Quadra Street.
- Establish a mid-block crossing of Quadra Street between Hillside Avenue and Kings Road as resources allow.
- Explore a crossing in the area of Summit Street as part of a Summit Street greenway.
- Identify opportunities to enhance pedestrian comfort in the area of Quadra and Tolmie.

Hillside Avenue

- Complete a comprehensive integrated mobility study for Hillside Avenue between Blanshard Street and Cedar Hill Road, to inform investments to be made through capital programs and adjacent private re-developments, with the following considerations and draft directions:
 - Prioritize public transit and pedestrian amenities on Hillside Avenue, while retaining some commercial loading functions.
 - Reallocate road space on Hillside Avenue to support public transit and accessible pedestrian environments.
 - Consider changes to the management of the Hillside right-of-way that support pedestrian comfort, mobility for transit and automobiles, and access to businesses and cultural venues. This may include prioritizing transit service during peak hours, allowing on-street parking during off-peak (non-rush-hour) times, upgrading, enhancing, or adding pedestrian crossings, and replacing parking bays with landscaping, pedestrian areas, and/or transit stops where sidewalk width is currently compromised.
 - Explore the feasibility and desirability of additional pedestrian crossings in the areas of Wark Street (as part of the Dowler-Glasgow Greenway), Fifth Street, and/or Prior Street.
 - Determine longer-term needs in terms of rights-of-way to support transit and automobile movement, pedestrian comfort, and street trees that can be accomplished when rezoning for new development occurs.

Cook Street

- Complete a comprehensive integrated mobility study for Cook Street between Pandora Avenue and Finlayson Street, to inform investments to be made through capital programs and adjacent private re-developments, as outlined in the North Park Planning Summary and Key Directions Report.

Bicycle and Pedestrian Corridors

- Develop an integrated system of tree-lined greenways linking homes and parks, urban villages, community centres, schools, and other destinations with comfortable, safe connections for people walking or rolling, as indicated on Map 6.
- Along greenway routes, consider enhancements to comfort and safety, crossing enhancements, and integration of trees, landscapes, and habitat corridors.
- Consider opportunities to support a Lang Street-Highview Street public space and community commercial corners through community-initiated placemaking and development.
- Consider enhancements to crossings as indicated on Map 6., as well as at Vista Heights and Cook Street and/or Higgins at Cook (not pictured on map).

Principles for Parking Management and Modernization

- Per the goals and objectives in *GO Victoria*, the City's sustainable mobility strategy, value the city's limited right-of-way to support access for people, sustainable travel behavior and convenient access for high-occupancy, low-carbon, and active travel modes and the efficient delivery of goods.

- Given the limited allocated parking and curb space in and near Fernwood Village, prioritize parking management to encourage turn over and align with broader goals, including accessibility, vibrancy, and local economic development.

Key Directions for Parking Management and Modernization

- Create a parking management strategy for Quadra Village and small urban villages which seeks to balance the needs of mobility, access to businesses, outdoor, and residential parking.
 - Expand bicycle parking at key destinations, including Urban Villages.
 - Evaluate the viability of adding off-peak-hour on-street parking to Hillside Avenue as term-limited parking.
 - In and near small urban villages, seek a balance between residential parking and allowance for term-limited parking during business hours to support the vitality of businesses, most of which must rely on both local and destination customers.
 - Evaluate the introduction of pay parking within the Village to encourage turnover.
 - Support the creation of public spaces within the right-of-way where appropriate.
 - In the long-term, support transportation demand management (TDM) methods such as increased and diverse bicycle parking, car share spaces, and others.
- Seek to implement parking management solutions for new housing, including shared parking, reduced parking requirements, and TDM, particularly for purpose-built rental projects and for housing near large urban villages, active transportation routes and frequent transit routes.
- Consider updates to relevant bylaws to be included in the parking modernization program that reduce parking requirements for commercial uses where appropriate (e.g., where the use does not require extensive parking and/or where alternative mobility options are highly accessible).

How We'll Get There

Implementation Steps for **Mobility**

<p>Complete Comprehensive Studies for Planning Area Corridors The study would focus on integration of land use, urban design, and mobility, considering short-term strategies and long-term housing needs identified herein, as well as broader city transportation network connectivity, function, and design.</p>
<p>Deliver Village Parking Management and Undertake Parking Modernization for New Developments Guided by <i>GO Victoria</i>, the City will develop and implement parking strategies to manage existing on-street parking in villages and develop new approaches to parking supply for new developments which balance multiple City objectives.</p>
<p>Develop Urban Villages Public Realm Design Standards As part of implementing <i>GO Victoria</i> update existing pedestrian standards for urban villages through an integrated consideration of desired mobility and urban design.</p>
<p>Update the Subdivision and Development Servicing Standards Bylaw Guided by the <i>GO Victoria</i>, corridor studies, and updated Urban Village Public Realm standards, update the desired elements, widths, and frontage works desired in the public right-of-way.</p>
<p>Update the Hillside-Quadra Neighbourhood Plan Update the Hillside-Quadra Neighbourhood Plan to reflect the community objectives and draft directions herein.</p>
<p>Update the Official Community Plan (OCP) Update the OCP to reflect any changes in the greenways or active transportation network based on the directions herein.</p>

Housing



What We Heard

Community Engagement Themes for **Housing**

Summary Themes – City and Study Area

The below key summary themes are elaborated in the *Housing and Urban Design* report.

- Both owners and renters expressed desire for a diverse range of housing choices to maintain a diverse community, meet future needs, and support households of different incomes, family types, ages, and lifestyles.
- Many were also concerned about preventing displacement of current low- and moderate-income residents, although there were differing opinions on the best approach to prevent displacement.
- There was broad support for housing that provides opportunities to live and move more sustainably, including through parking management and recognizing the trade-off between parking, green space, and affordability.
- Specific concerns included:
 - Provision of amenities with new housing.
 - Providing multi-family housing choices in quieter neighbourhoods, not just transit corridors.
 - Inclusion of affordable housing options.
 - Distribution of new housing within the region.
 - High quality design, including form and character, accessibility, green space, and heritage retention.

Support for Improved Choice and Retention of Affordable Options

Though there was general support for more housing choice, diversity, and affordability in and near the villages, feedback also revealed that the Quadra Village area is valued for its economic diversity and existing lower cost living options. Residents appreciate the availability of older, well-kept apartment buildings and condos that offer relatively low rents and provide opportunities to get into the housing market within the city. Some also expressed concern that new multi-unit housing constituted gentrification. A smaller share of participants expressed that only single-detached homes should be encouraged.

Support for Non-Market Housing with Some Concerns

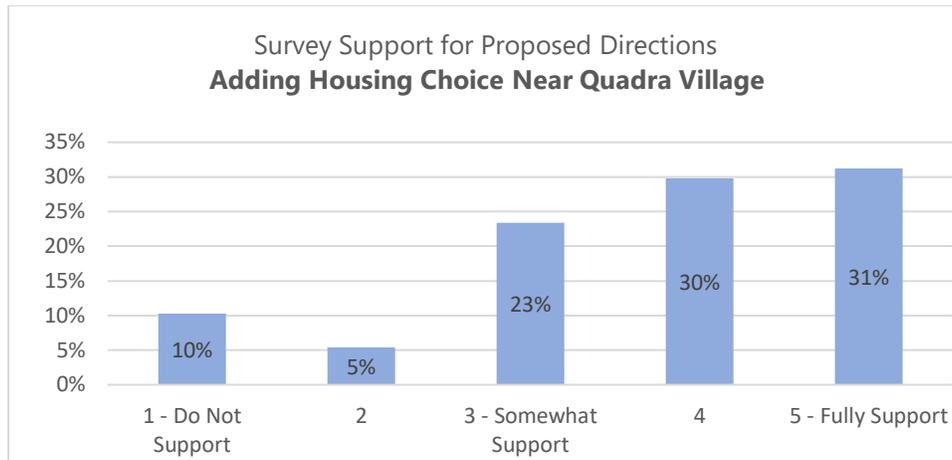
The non-market housing sites around Quadra Village, which primarily provide options for families and seniors to live near the village's amenities are generally valued and were noted to contribute to a sense of community in the area. Many residents voiced support for additional non-market housing in proximity to the village, though some expressed concern over the socio-economic impacts of concentrating low-income housing. Most had the strong opinion that any new housing (market or non-market) should be balanced with an appropriate increase in amenities (which most residents feel are lacking in the area).

Housing Near the Village Area

Overall, the most heard concern was a desire that new housing near the village include rental and affordable housing options for a diverse community. This opinion was consistent in the survey and during in-person engagement, including focus groups with equity-seeking populations. There were differing opinions of what types of housing should be prioritized: some feeling that affordable housing for the lowest incomes is needed; others that housing for moderate-income renters or first-time buyers should be considered.

While many saw diverse housing, including the addition of rental, affordable and below-market options, as critical to supporting a diverse neighbourhood and village, some respondents felt new housing could have a negative impact on the village. Amongst these respondents, some worried that new housing would result in gentrification (that improvements to the area, or an evolving mix of higher-end businesses, might make the area more desirable and lead to rising prices among existing, older rental housing stock, while others worried

that too much affordable housing might be concentrated in the area. Others felt an increased population would stress existing services, amenities, and public spaces.



Most respondents believed that a diversity of housing choices, including the addition of rental, affordable and below-market options, is critical to supporting a diverse neighbourhood and village.

"All of the buildings built need to be able to accommodate the low income people who are living in the neighbourhood currently, the Quadra Village is one of the few "affordable" places left close to downtown."

"I hope any high-density housing in the neighbourhood will include a healthy proportion of rental-only and subsidized living spaces. Gentrification through luxury condos that squeezes out long-time residents is not a good direction."

"Would love to see multi-family housing (i.e. condos) that requires the developer to create a large percentage of family-sized homes - 2/3 bedrooms."

"Ensure that housing is mixed rental - not just expensive condos. Students, new immigrants, and the elderly on fixed incomes make an interesting neighbourhood."

"Please make the housing affordable for the average person living in Victoria (likely with a yearly income of \$30 to \$60 K). Otherwise the neighbourhood will just be gentrified and people who live here now will get pushed out by rising prices."

"We need more housing so badly. I know nobody will actually read this but we're all desperate. Rent never stops climbing, but minimum wage isn't liveable. Please stabilize rent. Please build actual affordable housing instead of calling \$1500/mo affordable. Please. I don't know what else to ask. We just want to be able to live."

However, some respondents felt new housing could have a negative impact on the village or that there was already too much affordable housing in the area compared to other parts of the city or region.

"We do not need any more low income housing in this area. Move it to oak bay or other locations, we are already overwhelmed with poverty."

When it came to scale, form and design of new housing, a majority of respondents supported the addition of multi-family housing but there were a range of specific comments:

"We need more housing, I am all for going vertical to make it happen."

"This is the type of multi-unit housing I feel works best for Quadra/Hillside: Street-fronting doors, smaller footprints, good building design with individual character. Infinitely better than ugly high rises."

"Ensuring new buildings are built smartly so that people actually want to and enjoy living in them is essential. Sunlight is important as well as designing buildings to retain privacy by putting them higher than the sidewalk."

"Mixed housing such as multi storey on the bottom with apartments above would be great to accommodate families and single individuals or couples in one building."

"I would like to see these medium density housing types throughout the neighbourhood. Not just on these streets."

"It depends what form of housing is being proposed. While townhouses and duplexes to fourplexes can integrate well into neighbourhoods it depends on their design."

"We need more density in our urban neighbourhoods. Relaxing zoning to allow for easy development within specific zones could reduce development costs for smaller scale developer and builders. I have many carpenter friends that are unable to enter into the development industry due to zoning delays and needed the capital to hold properties for years before a site can break ground. Infill development where the money stays in the community should be the future for the city."

Some respondents felt that the addition of much new housing was not desirable:

"I do not support housing diversity. In this neighbourhood, there is a strong demand for more single-family homes."

"Fifth street is already zoned for duplexes and should stick to that."

Some expressed a concern for maintaining character and heritage buildings:

"Support only if older homes on this quieter streets are house moved, rather than demolished. Prefer house moving over deconstruction for these homes, but deconstruction is still preferred over demolition. The older homes contribute to the special sense of place for Victoria. It would be a shame from an artistic and heritage perspective to destroy these homes."

"I would prefer to maintain many of the old heritage homes in the area."

"Quadra Hillside like other Victoria 'village centres' retain character from the mix of older housing styles which need to be preserved for future generations. It's barely hanging on to its architecture with houses being replaced constantly. Give people grants to divide into units (many existing houses are already multi family). Replacing these with new (and soon to be outdated) bigger buildings is not a good trade off for simply bringing in a higher population to support business."

Most respondents supported the goal of retaining existing rental apartments while increasing housing supply. However, some respondents felt that new housing should be focussed or limited to areas where multi-family housing already exists:

"I am ... concerned that we will lose existing affordable small apartment buildings which is already happening along Kings east of Quadra. We need to retain affordable housing in this neighbourhood and often the most affordable housing is what already exists."

"I support replacing old apartment buildings with newer apartment buildings that accommodate more people but I do not want to see heritage homes on 5th street destroyed to make high density housing. The heritage homes make this neighbourhood charming."

While throughout the survey most respondents supported public space improvements as desirable or even necessary to accommodate more housing in the area, some expressed concerns that improvements to public spaces could cause area rents to rise:

"Please be careful with gentrification. I am very concerned about the possibility of making nicer public spaces allowing for higher rental prices around the neighborhood. It sounds like a good idea, but very concerned about the affordability and quality of living for folks around the neighborhood."

What We Learned

Policy and Technical Analysis for Housing

Future Housing Needs and Capacity

The city of Victoria is anticipated to grow by more than 11,000 households between 2016 and 2041. On top of this anticipated growth, there is latent demand in the market today. The city needs to catch up with housing needs today, while keeping up with the anticipated needs of tomorrow.

An assessment of capacity in the *Official Community Plan* (OCP) Urban Place Designations revealed that at a city-wide scale, current capacity falls short by somewhere between 15% and 30%, and that the targets in the OCP's Growth Management Framework related to accommodating growth near walkable urban villages are unlikely to be realized. Through local area planning the City needs to make room for more housing while considering related objectives, including:

- Creating the "right supply" in the "right places" (providing diverse options for diverse households in areas that reinforce complete communities and sustainable mobility)
- Supporting affordability and equity, both through the development of housing for people of different incomes, and housing that considers housing + transportation costs.
- Minimizing displacement of existing affordable housing stock.
- Meeting the community infrastructure, amenity, and service needs of a growing population.

To continue to preserve the affordable rental and ownership opportunities in and near Quadra Village, the OCP's Urban Place Designations should not support rapid redevelopment of such sites. However, the OCP must provide more room for housing in or near Quadra Village to meet the overarching objectives of creating complete communities, advancing sustainable mobility, and improving affordability.

Economic Analysis

A 2020 land economics analysis found that in Hillside-Quadra, market rental housing was found to be potentially viable to build at densities of 2.3:1 Floor Space Ratio (FSR) and above, depending on the location and assuming underground parking is provided at 0.5 spaces/unit on average. Alternatively, a building with tuck-under or surface parking may be viable for market rental housing at densities as low as 1.6 FSR, depending on the location. The variability in viability between locations occurs mainly because achievable rents vary between areas.

This analysis represents market conditions as of 2020. It is meant to paint a broad picture as it cannot predict with accuracy what may be viable on any given site, or over time. It assumed that no government subsidies are provided, and profit margins are towards the lower end of the range of what is considered for private financing. Viability is also sensitive to factors such as lot size and pattern.

The above findings are focused on market rental viability. Generally, a strata development is viable at lower densities than a rental development. If a strata development were developed at the densities mentioned above, it would likely support contributions towards public amenities or housing benefits (affordable housing).

Areas for Consideration of additional Multi-Family Housing

This section is organized by sub-areas that were explored through engagement as potential areas to add multi-family housing. See the *Housing and Urban Design* report to learn more about the draft form, density, and design parameters and potential housing needs that would be met.



- ① Off Corridor: East of Quadra Village
- ② Hillside Avenue and North of Hillside Avenue
- ③ On and Off-Corridor “Between the Parks”
- ④ Quadra Street Corridor: Finlayson to Tolmie
- ⑤ Finlayson Street Corridor Cook Street

LEGEND*

	Urban Residential		Change to Urban Residential
	Traditional Residential		New Housing Opportunity Areas
	Large Urban Village		New Mixed-Density Housing Areas
	Small Urban Village		Large Urban Village Expansion
	Core Employment		Small Urban Village Expansion
	General Employment		New Village or Community Corner
	Industrial Employment		
	Public Facilities, Institutions, Parks and Open Space		

*Includes only Designations Shown

Map 9: Hillside-Quadra Multi-family Housing Sub-Areas

Off Corridor: East of Quadra Village (#1 on Map 9)

This area can provide opportunities for off-corridor housing choices in a walkable community with excellent access to Quadra Village and transportation options. It was identified by stakeholders as a desirable place for off-corridor housing opportunities, which are valued by renters and those who see themselves living in multi-family housing.

This area currently contains a range of lot sizes, development types, and *Official Community Plan* (OCP) designations (Urban Residential and Traditional Residential).

Key qualities of this area include:

- Good access to shopping, services, and employment, proximate to Quadra Village and within a short bus ride or 15-to-20-minute walk of the Downtown Core.
- Good mobility options, including designated Frequent Transit routes on Quadra Street, Hillside Avenue, and Bay Street (future service) and served by two All Ages and Abilities Bicycle (AAA) routes (Graham-Vancouver and Haultain-Kings), with a proposed additional greenway along Dowler-Glasgow.
- Several parks within walking distance: Blackwood Park, Wark Street Park, Topaz Park, Hillside Park, Central Park and, to the north, natural areas at Summit Park. The Key Directions identify additional desired public green spaces in the immediate area south of Hillside Avenue.
- The area is identified for investments in community facilities (including community centre space) and not far from the Crystal Pool and Fitness Centre.
- Some lots are well-oriented to support multi-family housing due to presence of laneways, frontage on two streets (with slope between Vancouver and Fifth Street easing transitions to lower-scale areas) or adjacent multi-family housing and parking lots.
- Added population can boost the success of local businesses in Quadra Village and support transit investments.

In addition, making room for housing in this area would address some key concerns heard during engagement:

- Many stakeholders emphasized the desire for multi-family housing options that are not located on busy transportation corridors, yet still have access to transit and urban villages.
- Stakeholders expressed a strong desire and need for affordable housing options. At the same time, some stakeholders felt that there was too much below-market housing in the area or that it was too concentrated. Considering adding a mix of affordable and market rental homes, and homeownership opportunities that would be more attainable than a single-detached home would help create a more mixed-income neighbourhood while addressing diverse housing needs.

Hillside Avenue and North of Hillside Avenue (#2 on Map 9)

The areas north of Hillside Avenue provide housing options a short walk from Quadra Village, with its mix of shopping and services; from Frequent Transit routes on both Quadra Street and Hillside Avenue; and near the Graham-Vancouver bicycle route, providing an area rich in shops and services, and mobility options. There are two large parks nearby (Topaz Park and Summit Park) that provide a combination of natural area and activities; Topaz Park has a currently active improvement plan. The area could also benefit from planned additions to or enhancements of green space and community facilities and renewal of the Crystal Pool south of Hillside Avenue. Some stakeholders desired enhanced playground space in the area bounded by Quadra Street, Hillside Avenue, Cook Street, and Finlayson Street.

Lots fronting Hillside Avenue are currently designated Large Urban Village or Urban Residential in the OCP, which considers mixed-use and multi-family buildings of approximately 6 storeys and approximately 1.2:1 to 2.5: 1 Floor Space Ratio (for Large Urban Village) and 1.2:1 to 2:1 Floor Space Ratio (for Urban Residential). The *Official Community Plan* supports development along arterial street corridors, including Frequent Transit corridors like Hillside Avenue.

There is currently a mix of smaller and larger multi-family buildings, single-storey commercial buildings, and a community cultural space (the Norway House) along Hillside Avenue, with primarily single-detached homes and religious establishments to the north. Lots vary in depth. Redevelopment along the north side of Hillside Avenue between Blackwood Street and Cook Street would be challenging due to the shallow nature of these lots, combined with the desired additional right-of-way desired for Hillside Avenue.

On and Off-Corridor “Between the Parks” (Glasgow to Fifth Street) (#3 on Map 9)

This area provides a diversity of conditions (locations along a busy street and transit corridor, as well as a large green space and quiet street) that could support new housing over time, with good access to mobility, services, and green spaces. More specifically, it is recommended for consideration of added housing for the following reasons:

- Good access to transportation options, with designated Frequent Transit Network on both Quadra Street and Hillside Avenue, the Graham-Vancouver bikeway nearby and the proposed Dowler-Glasgow Greenway. Access to future regional Rapid Transit along Douglas Street could be improved with a suggested crossing at Blanshard Street and Topaz Avenue.
- Convenient to a range of shopping and services in Quadra Village within a 5- to 10-minute walk.
- Convenient to parks, with Topaz Park amenities and Summit Park natural areas nearby. Topaz Park has an active Park Improvement Plan with skate park, bicycle park and picnic areas being added, and both parks offer natural areas and playgrounds.
- Deeper lots on Quadra Street (40m) can accommodate a variety of built forms, including courtyard housing or buildings with generous setbacks that provide for more livability along a busier street.
- The area can provide both on-corridor and off-corridor housing choices desired by those who live in multi-family housing.
- Much of the area slopes gently upwards towards the north, making transitions to adjacent development easier.
- New development along Quadra Street can help establish separated sidewalks and landscaped boulevards supporting street trees.

Quadra Street Corridor: Finlayson to Tolmie (#4 on Map 9)

The upper stretch of Quadra Street between Finlayson Street and Tolmie Avenue has several attributes that support consideration of multi-family housing. Although it is not as strong a candidate as area south of Finlayson Street, it supports Frequent Transit and a proposed evolving High Street or Small Urban Village at Quadra and Tolmie. Specific reasons for considering this area:

- Quadra Street is a designated Frequent Transit route and is paralleled by the Graham-Vancouver bikeway and a proposed greenway along Glasgow-Dowler. Tolmie Avenue is identified as a long-term bicycle route linking to the Galloping Goose.
- The area has relatively good access to parks, including nearby Jackson Street Park and Peacock Hill Park to the east, Topaz Park and Summit Park to the south, and Rutledge Park in Saanich to the north. Topaz Park has an active Park Improvement Plan with skate park, bicycle park and picnic areas being added.
- While less proximate to large, complete urban villages than areas further south (the centre of Quadra Village lies a 10- to 15-minute walk south), an expanded urban village in at Quadra and Tolmie is proposed in the Key Directions for this plan, supporting evolution of a 15-minute neighbourhood. Thrifty plaza in Saanich lies approximately 7-to-10-minute walk to the north, and additional services can be found on Douglas Street.
- Areas to the north in Saanich are characterized by multi-family housing, with further potential for such housing planned to the north side of Tolmie Street.
- New development will allow for the evolution of improved pedestrian conditions on Quadra Street, with more generous planted boulevards and street trees, and detached sidewalks.
- Lots on the east side of Quadra Street in particular because they are over 40m deep, present opportunities for flexible design approaches including courtyard forms or buildings with more generous setbacks, that can provide enhanced livability.

Finlayson Street Corridor: Blanshard Street to Cook Street (#5 on Map 9)

Finlayson street provides opportunities to allow for expanded housing choice in the area, with some access to transit and parks for residents. Areas closer to Quadra Street have greater access to transit, active transportation and services than do areas further east. Specific conditions of the area include:

- Western parts of the Finlayson Corridor have close access to Frequent Transit on Quadra Street, the Vancouver-Graham Street bikeway, and a proposed Dowler-Glasgow Greenway. Neither Finlayson Street nor Cook Street are currently identified in the Frequent Transit Network, although both host local bus routes.
- Finlayson Street is a pleasant tree-lined street with median landscape islands, and bicycle lanes improved as a greenway connection, although additional marked pedestrian crossings are desired. While vehicle volume does not exceed that expected for a minor arterial at an average of 8,900 vehicles per day including autos and bicycles (2013), delays occur during rush hours as it is one of the few uninterrupted east-west vehicle corridors in the area.
- The area is currently underserved by walking access to a Large Urban Village, shopping, and services, especially the eastern part of the corridor which is over a 15-minute walk from Quadra Village or any other area of shopping and services. The evolution of a smaller community commercial corners along Finlayson Street, and an expanded High Street at Quadra-Tolmie, would add choices. Further to the east, these *Key Directions* suggest consideration of a small urban village near North Dairy Road and Glasgow Street.
- The area is relatively well-served by parks (Summit Park and Topaz Park nearby, with Cedar Hill Park and Recreation Centre, Jackson Street Park and Peacock Hill Park not far away). Both Topaz Park and Cedar Hill Park in Saanich have active park improvement plans.
- The surrounding area has limited housing diversity, consisting primarily of single-detached houses on larger lots. Consequently, there is limited diversity, and the area has higher incomes than the neighborhood and the city as a whole, as well as measures of well-being identified in the Community Association's Equity Assessment.
- In the eastern parts of the corridor, underlying rock may make the construction of below-grade parking challenging.

Where We're Headed

Draft Planning and Design Directions for **Housing**

The areas explored through community engagement and policy, technical, and urban design analysis are proposed to be updated in the *Official Community Plan* to make room for additional multi-family housing.

Draft directions for forms, densities, and design parameters are detailed in the *Housing and Urban Design* report. The draft directions in that report are intended to make room for additional housing of varied forms and tenures in locations that help to advance sustainability and equity objectives and have received support from the community. The directions would be implemented through policy updates, design guidelines, and zoning bylaw amendments.

- See the *Housing and Urban Design* report

How We'll Get There

Implementation Steps for **Housing**

Update the Hillside-Quadra Neighbourhood Plan Update the Hillside-Quadra Neighbourhood Plan to reflect the community objectives and draft directions herein and in the <i>Housing and Urban Design</i> report.
Update the Official Community Plan (OCP) Update the OCP as required to reflect the draft directions herein and in the <i>Housing and Urban Design</i> report.
<i>See Housing and Urban Design report for additional implementation steps.</i>

Parks, Facilities, and Community Assets

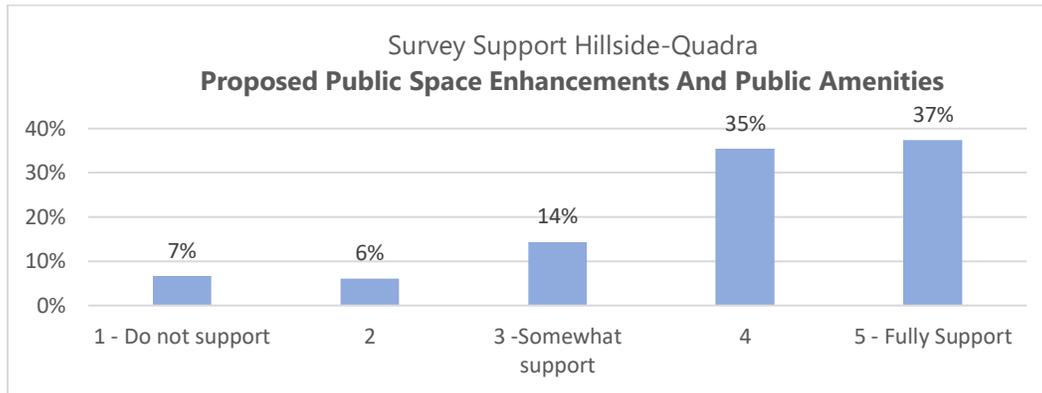


What We Heard

Community Engagement Themes for **Parks, Facilities, and Community Assets**

Overall Support for Proposed Public Space Enhancements and Public Amenities

A majority of respondents expressed support for the range of public space enhancements and community amenities proposed in the survey and which are detailed in the following sections.



Rethinking Parks and Green Spaces

Residents, workers, and visitors to the area highly value the mix of parks, green spaces, and natural areas in and adjacent to Hillside-Quadra, with much of this space in two large parks, Summit Park and Topaz Park. Those who commented on Topaz Park viewed it as mainly a regional-serving amenity with a focus on larger sports fields. The improvements in progress address three key amenities that were more broadly desired by many participants: a skate park, bicycle park. Recent improvements have been made to sports field natural areas, and the Park Improvement Plan envisions enhanced picnic areas. Summit Park is valued as a natural area preserving habitat and providing space to interact with nature, although it is recognized that much of the park is not accessible for those with mobility limitations. It was observed that Jackson Park is not well-used and could benefit from more families living in the area.

On the other hand, stakeholders perceive a lack of dedicated green spaces in the centre of the neighbourhood (between Bay Street and Hillside Avenue), an area which includes a relatively high proportion of multi-family housing as well as non-market housing and older rental housing, resulting in a relatively high proportion of households with lower incomes. Stakeholders are concerned that existing greenspaces in this area which are not formal parks may be lost. There is also a desire to program and use these spaces more. This includes the existing green spaces at 950 Kings (former Blanshard Elementary School), SJ Willis School, and the Warehouse School at 2549 Quadra Street.

There is a desire for spaces, features and improvements for different ages, interests, and cultural backgrounds:

- Playgrounds for different ages with elements like a splash park, exercise equipment, seniors' activities, youth, skating, bocce, hard spaces for basketball and roller hockey, and reservable tennis courts.
- More seating, spaces for picnicking, bar-b-ques, and gathering.
- More washrooms and water fountains for pedestrians and visitors to parks and urban villages.
- Concerns about management and sense of safety (cleanliness, needles in parks, night lighting).
- More celebration of Indigenous cultural heritage and more public spaces designed for and by indigenous communities.
- Access to pockets of nature and habitat.
- Opportunities for three-season enjoyment (considering sunlight, shelter from wind and rain, etc.).
- Places to play and enjoy music outdoors.

Specific desires related to Hillside-Quadra include:

- More activities for teens and older youth, especially near Quadra Village. Activities mentioned include places to skate and a bicycle park, picnic areas, climbing wall/structure/boulder, spaces for impromptu music, space for informal or pickup sports such as basketball, and interactive art/musical structures. Some of these activities are included in the improvement projects for Topaz Park which began in 2021.
- An additional dog park in the central part of the neighbourhood, given that many people with dogs live in multi-family housing and there are social and health benefits to dog ownership.
- Greenways that allow walking, jogging, or rolling between different green spaces and connect to Cedar Hill Park and Recreation Centre, as well as to Oswald Park.
- One interesting concept that emerged is for a youth-run social enterprise which would also provide a chance for “eyes on the street” for an open space near Kings Road: for example, a staffed coffee / snack stand that provided a level of supervision and sense of safety for youth using outdoor areas.
- Some have expressed a desire for a playground north of Hillside Avenue and south of Finlayson Street, given the limited size of the playground at Summit Park.
- Space for larger celebrations, considering live music and markets.
- Public art and interpretation in public spaces was also deemed important (see Arts and Culture, below).

Community Facilities

Community members indicated that programs offered by the Quadra Village Community centre are valued by for families, youth, and seniors, with programming including childcare, youth programs, programs focussed on newcomers (e.g., language and social programs), Indigenous cultural programs, cooking, and food distribution. The use of the gym at 950 Kings, such as Kindergym and youth sports, as well as use by community groups, are also valued. There is a desire to maintain and expand community programming. Some envision a community hub that will unite these services with added amenities such as a library branch.

Consultation revealed a subtle sense of separateness among people of different incomes and parts of the neighbourhood, as some residents reported perceiving the community centre as primarily serving lower-income households in need of service and felt those who live primarily east and north of Quadra Village (where median incomes are higher) do not access centre programs or find offerings they desire, such as recreation classes. Conversely, some youth attending centre programs identified their neighbourhood as primarily the area from Quadra Village to Evergreen Terrace, perceiving lower-density and more affluent areas as a different neighbourhood entirely. This points to opportunities to bring people from different life circumstances together through shared programming and events, without diminishing the ability to meet core needs.

A place for youth that is always open and accessible (as opposed to current programs now which run only at specific times) was desired. Ideas for indoor spaces included a youth-run coffee shop where crafts might be made or sold; library space; and multi-purpose places for classes, arts production, social enterprise, and activities.

The proximity of the Crystal Pool and Fitness Centre was also seen as a benefit by many stakeholders, including families with children. One parent described the pool as a home away from home space where they could take family and children or recreate.

Plazas

Spaces for gathering within large and small urban villages, including formal plazas that support both everyday activity, community celebrations, and markets, were one of the most desired amenities within Quadra Village and have been mentioned for other areas, including a desired new village along Finlayson Street. See the Quadra Village and Small Urban Villages sections.

Indigenous Spaces

Indigenous residents identified a need for spaces where cultural activities and gathering can be held within the central neighbourhoods of Victoria. It was reported that existing spaces at the Native Friendship Centre in Saanich are not convenient to Indigenous residents who make up 5-6% of the population of Hillside-Quadra, Fernwood, and North Park. Right now, a diversity of events take place at community centres and other venues, but there is not central gathering space for Indigenous residents in these neighbourhoods. An example of an outdoor space is Na'tsa'maht, a gathering place at Camosun's Landsdowne campus, although the need for an indoor space is also emphasized. Spaces should accommodate traditional production activities, food, and if located outdoors, have amenities for comfort (such as washrooms) that allow for events to take place.

In addition, Indigenous stakeholders indicated a desire to incorporate Indigenous landscape and design approaches into parks and open spaces, including more native plantings rather than manicured gardens, building on the ongoing conversion of public garden beds to native plantings which has largely been completed in Hillside-Quadra.

Rock Bay Creek

Stakeholders have expressed interest in seeing the Rock Bay Creek incorporated into public spaces and the consciousness of the community through opportunities to daylight the creek in the future, and/or ways of celebrating the creek through signage, art, and landscapes. The creek once flowed from Spring Ridge towards Rock Bay and has been confined to underground storm sewers. Several public art and signage installations recognize the creek, including where it flows below Blackwood Park and along Kings Road. It also flows at varying depths under public spaces including Alexander Park and Wark Street Park, and adjacent or through larger properties such as the Fairway Shopping Centre and BC Housing's Evergreen Terrace.

Local Food Systems

There is a desire to expand the offerings of allotment gardens, recognizing that many Victorians live in multi-family housing, that the immediate Quadra Village area contains a higher proportion of lower-income households, that there are waitlists for community gardens, an expected increase in overall housing, and that community gardening benefits health and social connection, as well as contributing to food security.

In addition, there is a desire to host a farmers' market in the area. Engagement identifies Kings Road west of Quadra Street as an ideal location for a market. Consultation in other area neighbourhoods also indicates a desire for a Farmers' Market.

Some have expressed a desire to include more community gardening as part of multi-family housing, including through design guidance for new multi-family housing, as part of landscape or green roofs.

What We Learned

Policy and Technical Analysis for **Parks, Facilities, and Community Assets**

Parks and Open Spaces

Hillside-Quadra is well served by parks and open spaces. Much of the parkland is accounted for by the two large parks in the northern half of the neighbourhood. Topaz Park features multiple sport fields, two large natural areas, a playground, fieldhouse, an outdoor fitness area, a lacrosse box, an off-leash dog area, and will soon host a skate park, bicycle skills park, as well as a new and expanded artificial turf sport facility. The Parks Improvement Plan also identifies future opportunities for a picnic area. Summit Park is largely a protected natural area with a small playground and is adjacent to the CRD-owned Smith Hill Reservoir. The *Official Community Plan* establishes a target that all residents be within 400m of a park or open space and Hillside-Quadra meets this criterion.



Map 10: Hillside-Quadra Parks and Open Spaces, Current

The southern part of the neighbourhood contains three greenspaces that are publicly owned but are not designated parks, at 950 Kings (owned by the Capital Regional Health District as of 2021); at SJ Willis School (owned and operated by the School District 61) and at the Warehouse School (owned by the City of Victoria and operated by the SD61). City-owned properties operated by the School District generally remain under the District's control but would revert back to City control if they are no longer used for educational purposes. There is also a playground and field at Quadra Elementary school. Nearby parks for residents of the neighbourhood include Central Park, Royal Athletic Park, Hillside Park, Oswald Park, and Cedar Hill Park, Camrose Park and Rutledge Park in Saanich.

Community Facilities and Assets

Quadra Village is currently served by the Quadra Village Community Centre, a facility of approximately 10,000 sq. ft. built in 1996, that provides a range of programming including youth and seniors' programs, food distribution and cooking programs, drop-in children's' programs, childcare, and various activities and classes

that support people with a range of incomes and backgrounds, including Indigenous residents and New Canadians. The City currently leases the gym space at 950 Kings, which has allowed for the expansion of programs including sports programs, and the ability to rent the space to community groups. The Centre has identified a desire to secure additional space including permanent access to a gym space into the future.

The Crystal Pool and Fitness Centre is also within a short walk of Quadra Village.

Local Food Systems

The area contains two small community gardens managed by the Quadra Village Community Centre in part with grants through the City's *Growing in the City* program: the Wark Street Commons, and the Apothecary Garden located at the Warehouse School site (which is maintained by the School District). An allotment garden is being established at 955 Hillside Avenue (the Summit long-term care home), as an amenity managed through the QVCC as well. In addition, there is space for community gardening at BC Housing's Evergreen Terrace, and recent efforts to revive these gardens are underway.

While we heard interest in a Farmers' Market in various neighbourhoods, including Hillside-Quadra, the viability of a market depends on capacity and broader demand. Food and vendor markets which are not exclusively farmers' markets have been established elsewhere, for example, by the North Park Neighbourhood Association in 2020-2021, and there may be opportunities to expand or partner with these offerings. A more comprehensive process led by community stakeholders to identify a potential market in Victoria's central/northern neighbourhoods might be most appropriate.

The *Growing in the City* urban agriculture program is comprised of several program streams to support community-based initiatives. This model provides local residents with a wide range of benefits including social opportunities and access to healthy food through the establishment of community gardens, orchards, and boulevard gardens on public and private lands. The City provides gardening materials, offers licenses for gardening on public land, along with guidance for boulevard gardening. The City also offers voluntary guidelines to inform food production in multi-family development (food production spaces are one possible use within open spaces identified in various design guidelines documents to encourage sociability and amenity space in multi-family housing).

Planned City and other Local Government Initiatives

The City has already identified and will be undertaking a number of actions that will contribute to amenities in the area. Some of these actions are not place-specific at this time, but have been identified in one or more plans or projects including:

- Locating a library branch in the north part of the city.
- Expanding Community Centre space serving Hillside-Quadra Neighbourhood, and establishing a Community Centre for North Park Neighbourhood.
- Replacing or renewing the Crystal Pool and Fitness Centre.
- Consulting on the establishment of a community garden in the city.
- Expanding grant streams to support the establishment and ongoing operation of community-initiated community gardens.
- Strengthening the Tree Preservation Bylaw (completed in 2021) which includes protections for trees on private lands.
- Developing neighbourhood tree planting plans
- Development by the School District of a Neighbourhood Learning Centre at Vic High (whose catchment currently serves most of Hillside-Quadra).

Where We're Headed

Draft Planning and Design Directions for **Parks, Facilities, and Community Assets**

Principles for Parks and Open Spaces

- **Protect the environment:** Parks and open spaces protect and improve native ecosystems and help the city adapt to climate change.
 - Increase protection and enhancement of native ecosystems in parks and open spaces across the city.
 - Improve sustainability and ecosystem services.
 - Mitigate and adapt to climate change.
- **Foster engaging experiences for everyone:** The parks and open spaces system meets current and future needs of Victoria residents, provides a range of different experiences, encourages active living and is multi-functional, inclusive, and accessible.
 - Parks and amenities are equitably distributed and well maintained.
 - Expand the variety of experiences and activities within the parks and open spaces system.
 - Parks and open spaces offer a wide variety of activity spaces that contribute to the health and wellness of residents and engage youth and children.
 - Improve and maximize the utility of existing sports amenities.
 - Encourage community gardening and local food production by providing multigenerational, collaborative opportunities for learning and growing.
 - Parks and amenities are easy to find and well-connected by pedestrian and cycling routes.
- **Celebrate Victoria:** Special places and amenities in the parks and open spaces system animate the city and support events for residents and visitors.
 - Parks and open spaces highlight Victoria's unique features and character, and support arts, culture, and tourism.
- **Strengthen partnerships:** Community members, stewards, and partners help enhance all parks and open spaces in the city.
 - Collaborate with owners of public green space, other partners, and volunteers throughout the city to maximize community benefits.
- **Maintain and enhance the Urban Forest:** The urban forest, habitat, and native ecosystems are maintained and enhanced per the directions in the *Urban Forest Master Plan*.

Key Directions for Parks and Open Space

- Through the establishment of new parks or development of park improvement plans, consider the following community priorities:
 - Creating a water or spray park and/or other water features that help draw people to and animate the space.
 - Incorporating more benches, tables, and sheltered areas for weather protection and seasonal comfort in parks and public open spaces.
 - Incorporating public washrooms and drinking fountain facilities.
- Through parks and facilities planning and partnership, seek to locate indoor and outdoor spaces for Indigenous gathering and cultural practice within the central neighbourhoods of the city.
- Through planning for arts and culture facilities and implementation of the Music Strategy, consider the location of an outdoor space designed to accommodate small-scale, outdoor music performance in the northern/central neighbourhoods of Victoria, complementing the Cameron Bandshell at Beacon Hill Park.
- Seek to preserve, program, and enhance green spaces at School District properties for public use:

- Work with the School District to preserve the green space at Warehouse School and program it for public use. In the long term, seek to preserve this space as a community green space.
- Work with the School District to program and use the green space at SJ Willis School and to preserve identified natural areas. In the case of rezoning, seek to preserve green space here.
- Develop an integrated system of tree-lined greenways linking homes and parks, urban villages, community centres, schools, and other destinations with comfortable, safe connections for people walking or rolling, as indicated on Map 10. Along greenway routes, consider enhancements to comfort and safety, crossing enhancements, and integration of trees, landscapes, and habitat corridors.

Key Directions for Community Facilities and Amenities

- Through parks and facilities planning and partnership, seek to locate indoor and outdoor spaces for Indigenous gathering and cultural practice within the central neighbourhoods of the city.
- Seek to establish an integrated series of public spaces along Kings Road west of Quadra Street, consisting of the existing Wark Street Park, a public plaza or shared street concept for Kings Road, and opportunities for a “Village Green” at 950 Kings Road that may be achieved through partnership and/or amenity contribution.
- Expand community facilities / community centre space serving the Hillside-Quadra area, through partnerships, facilities planning, and opportunities for amenity contributions through rezoning. Consider the establishment of a “Community Hub” consisting of the Quadra Village Community Centre and expanded spaces that can provide a full range of desired facilities and programming.
- In any rezoning for major sites that add significant residential space, seek indoor and outdoor on-site amenities to support future residents:
 - Seek indoor and outdoor amenities with any major rezoning of Evergreen Terrace to support current and future residents of Evergreen Terrace, as identified in this plan.
 - With any major rezoning, seek a public plaza (Quadra Village Public Square) at the Fairway Market site aligned with a mid-block crossing of Quadra Street.

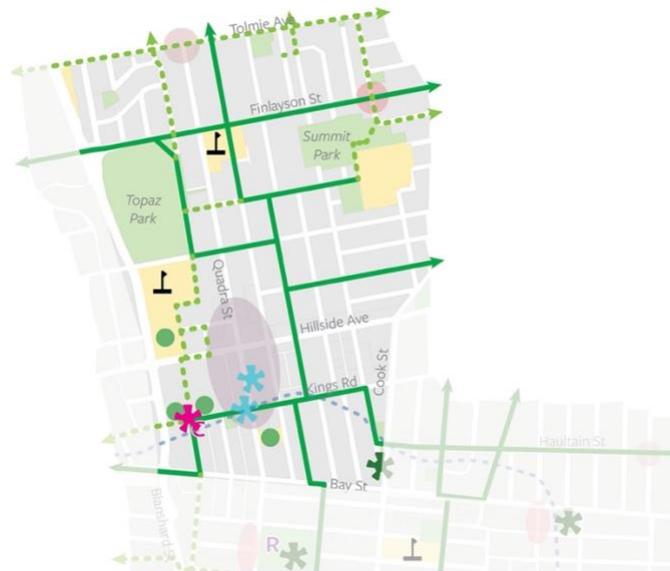
Principles for Urban Food Systems

- Build and enhance access to a network of community food systems to reflect the values of health, social connection, food security and sustainability.
- Continue to support opportunities to grow, access, and learn about food close to home and encourage the prioritization of equity, diversity and inclusion in food, cooking, and gardening programs.

Key Policy Directions for Local Food Systems

- Support community-led efforts to enhance or establish additional community gardens (including allotment gardens, commons gardens or community orchards) and to develop other community-led gardening initiatives (such as boulevard gardening and urban food trees), through the *Growing in the City* program.
 - Continue to support the establishment of the community garden at 955 Hillside Avenue.
 - Support the efforts to establish a community garden at Evergreen Terrace and seek community garden spaces for residents as part of any rezoning of this site.
 - Consider formalizing the community garden (Apothecary Garden) at the Warehouse School site.
- Through community-led programming, support programs and spaces that encourage food security and social cohesion. This may include:
 - Offer programs to involve more people, including lower-income households, in community gardening to realize social, health and food security benefits.

- Continue food distribution and food security programs (e.g., “Good Food Box”; Free Market) within the neighbourhood.
- As part of any future expansion in community facilities, consider the need for additional capacity for commercial kitchen uses and space for family meal programs (e.g., “Family Dinner”; cooking programs; social enterprise).
- Through community-led efforts, identify opportunities for a youth-run social enterprise (e.g., youth operated café).
- Through community-led efforts, consider future opportunities to establish a food/vendor’s market or Farmers’ Market serving the area or in the northern/central neighbourhoods of Victoria. Kings Road west of Quadra Street was suggested as one potential location.
- Consider further exploration of Food Security opportunities through community-led planning:
 - Consider identification of opportunities through a Community-Led Action process if there is community interest.
- Encourage community gardening opportunities in new and existing multi-family housing through voluntary design guidelines, and through general design guidelines for useable open spaces in new development (with opportunities for urban agriculture being identified as one possible use).



LEGEND

- | | | | |
|--|------------------------|--|--|
| | Designated Greenway | | Park |
| | Proposed Greenway | | Desired Park (As per OCP) |
| | Community Centre | | Desired Open Spaces (As per draft Local Area Plan) |
| | Recreation Centre | | Open Space |
| | Arena | | Plaza or Formalized Public Space (Proposed) |
| | Existing Public School | | Community Use Space (Proposed) |
| | | | Desired Enhancement to Park or Open Space |
| | | | Rock Bay Creek |

Map 11. Desired Parks, Open Spaces, Community Facilities and Greenways enhancements

How We'll Get There

Implementation Steps for **Parks, Facilities, and Community Assets**

<p>Update the Hillside-Quadra Neighbourhood Plan Update the Hillside-Quadra Neighbourhood Plan to reflect the community objectives and draft directions herein.</p>
<p>Consider Opportunities for Community Gardens Consider additional gardens through the City's community-led, city-supported food systems initiatives, as well as consideration of a City-initiated, community-managed garden within the city.</p>
<p>Seek Dedicated Cultural Spaces for Indigenous Residents As opportunities arise, seek partnerships to create cultural spaces for Indigenous residents in the centre of the region.</p>
<p>Consider Opportunities Through a Parks Acquisition and Development Plan Continue to explore opportunities for land acquisition or access to greenspace for public use, through a park acquisition/development plan, or as opportunities arise (including through major rezonings or partnerships).</p>
<p>Support a Community-led Action Process If there is desire from community organizations, introduce a Community-led Action Process to identify additional community priorities and strategies with funding and support identified by the organizations (e.g., local food and placemaking projects).</p>
<p>Work with the School District for Community Use in Open Spaces Work with the Greater Victoria School District to program the open space at the Warehouse School for community use through partnerships with the District, City, and/or community.</p>
<p>Consider Opportunities for Expanded Community Facilities Consider opportunities for expanded community facilities serving the Hillside-Quadra Area, including opportunities for community centre space serving Hillside-Quadra and North Park and a new library branch in the north part of the city, through capital planning, partnerships and/or amenities provided with major rezonings.</p>